

# **Municipal Service Center (MSC) Facilities and Site Planning**

## **Introduction**

Over the past five years, significant changes in the areas surrounding the City Yards have occurred that directly impact operations and have caused staff to pursue more effective use of space. In addition, the existing Yards space is not adequate for all current operations and these functions have overflowed to the Boulder Municipal Airport. Recent major events impacting Yards operations include: planned development of the Valmont City Park site and the city's purchase of the Pollard Friendly Motors property for the Boulder Transit Village project with the agreement that land would be made available at the Yards for purchase by Pollard Friendly Motors.

A consulting design group, EDAW, Inc., was hired to assist staff in developing plans to meet the operational needs at the Yards for the next 10 years. In addition, the Real Estate Division of the Open Space Mountain Parks Department (OSMP) was contacted to see if all operations located at the Yards could be moved to another site. OSMP's investigation determined that there are no suitable sites within a reasonable distance that would meet the current needs identified. Staff and EDAW have focused on defining the best use of existing space at the Yards and in making the existing space work more efficiently. Please see the plans below for a graphical representation of the existing and planned site uses.

## **Recommendation**

The recommendation of the consultant is that the area of the Yards along Pearl Parkway, approximately 8.4 acres, should be sold to one or two private parties and used for commercial purposes and replacement land purchased in close proximity to the Yards to meet identified needs. One parcel of land to be sold is approximately 1.8 acres and the other parcel is approximately 6.6 acres.

### ***Overall Plan:***

A phased plan would be implemented as described below:

Phase I involves the subdivision, rezoning and sale of a 1.8 acre parcel located immediately south of the area leased to Eco-Cycle, sale of the 2.1 acre Park-n-Ride property along Pearl Parkway, and the purchase of approximately 4.66 acres of land adjacent to the Yards. On March 1, 2005, Council approved the purchase of approximately 4.66 acres, adjacent to the west boundary of the Yards, to partially replace the land that is to be sold. One parcel of the existing Yards to be sold, approximately 6.6 acres, is being held in reserve for relocation of Pollard Friendly Motors, should they decide to relocate to that site. If they choose not to relocate to the Yards, the parcel would likely be sold to another private party.

Phase II includes the relocation of Eco-Cycle to a new site, deconstruction of the former Boulder Emergency Squad building, construction of additional city storage space as discussed below and the use of the 4.66 acres purchased for operations. Due to planned development of the Valmont City Park site, material (spoils) handling operations would

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be moved from the five-acre area northeast of Goose Creek to the land recently purchased and the current Eco-Cycle site. The sale/loss of land used for Yards operations in Phases I & II equals 6.8 acres (1.8 acres sold in 2005, plus the five-acre spoils area) and the purchase/recovery of land that equals 6.76 acres (4.66 acres purchased, plus 2.1 acres from Eco-Cycle). The net land area change for Yards operations in Phases I and II is essentially zero.

Phase III of the plan includes sale of the 6.6 acre parcel along Pearl Parkway and the possible purchase of additional land. The purchase of additional land and construction of any additional facilities is conceptual at this point and will depend largely on the amount of funding available after the land sale/purchase transactions are finalized. Major facilities needed include: additional covered storage, contractor staging area, light pole storage, multi-use asphalt pad, additional vehicle wash facilities and additional materials storage. See "Detailed Analysis" below for more information. It should be noted that approximately 20 acres of land is leased at the Boulder Municipal Airport to support Yards operations. This leasing arrangement is expected to continue through 2014. If the lease is terminated in the future, additional land area in close proximity to the Yards will be needed.

### ***Insufficient and Improper Storage Space***

The city has inadequate storage facilities to meet its needs, spending approximately \$12,000 per year to rent private garage storage and over \$25,000 per year for private storage of city records. In August 2003, the Boulder Emergency Squad moved to its new home; it's building became the property of the city.

It is a two-story building, approximately 5,000 square feet in area, and has been renamed as the "Yards Recycling and Storage Facility." From August 2003 through December 2004, the facility was used for city recycling programs, storage of city records with short retention requirements, and storage of city equipment. Beginning in January 2005, the warehouse has been leased by Eco-Cycle for three years. The building meets some of the city's current storage and records needs, but is not designed for use as a warehouse or for long-term records storage. The building is in fair condition and should be replaced with a permanent structure designed to better meet city needs. The city currently recycles many items including: fluorescent lamps, lighting ballasts, furniture, rechargeable batteries, scrap metal, building materials, etc. Public Works, Parks & Recreation and other departments routinely pick up abandoned drums with unknown contents, unwanted household items, and other wastes discarded by owners that need proper characterization and disposal.

### ***Recommended Fiscally Constrained Plan:***

As noted previously, EDAW and staff have developed a phased plan to be implemented over the next 10 years. Phase I of the plan is scheduled for completion in the 2005 to 2006 timeframe. Phase II of the plan is planned for completion in the 2007 to 2009 timeframe.

These two phases are considered to be the minimum amount of modifications necessary to continue efficient operations at the Yards. A brief overview of each phase of the plan

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is outlined below. See “Detailed Analysis” below for more information. The funding needed to implement the two phases of the Fiscally Constrained Plan will be provided by the sale of land and by the Capital Development Excise Tax Fund.

FAM recommends constructing a Yards Recycling and Storage Facility at the Municipal Service Center in 2008 to address the city’s needs identified above. The facility would be approximately 5,200 square feet and include eight large storage bays. The project would be entirely funded by the Capital Development Excise Tax Fund (Fund 110). The proposed facility would be designed to use space efficiently, have an environment suitable for storage of records with longer retention requirements (dust, temperature, and humidity controls), and would establish an area to segregate abandoned items recovered by the city until they can be characterized and properly disposed. See “Detailed Analysis” below for more information.

### ***Recommended Action Plan:***

The Action Plan would implement Phase III of the plan described below and would be scheduled for completion in the 2010 - 2014 timeframe. The funding needed to implement the Action Plan will be primarily provided by the sale of the 6.6 acre parcel, supplemented by Public Works/Transportation and Utilities funds. See “Detailed Analysis” below for more information.

### **Detailed Analysis**

The City of Boulder Public Work’s Department houses and operates its operations and maintenance service components of its three divisions – Transportation, Utilities, and Development and Support Services - at the Municipal Service Center located at 5050 and 5064 Pearl Street. The entire site includes approximately 120,457 square feet of facilities and structures and 797,701 square feet of land.

The original PUD for the site shows that the site is approximately 98% built-out. The site is zoned PE – Public Established (public areas and facilities for government use) and the land surrounding the site is zoned IG – General Industrial, which allows for a wide range of light industrial uses, including research and manufacturing operations and service industrial uses. Since the last renovation and upgrade of the facilities and site in 1993, there have been some changes and development of the land surrounding the site. These changes along with potential new developments and redevelopments are generating the need to examine space needs and uses on the site to determine the ongoing and future use of the site.

### ***Current Uses and Needs***

The City of Boulder Municipal Service Center houses the Department of Public Works workgroups of Transportation Maintenance, Signs and Signals Maintenance, Utilities Maintenance, Fleet Services, and Development and Support Services.

### ***Structures***

There are three major structures at the site:

- Building A (2005 Current Replacement Value: \$4,238,547\*) 34,971 square feet.

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Building A houses the administrative offices and workshops for Signs and Signal Maintenance, Transportation Maintenance, Utilities Maintenance, and Administrative and Support Services. The building contains a large lunch room/conference room, exercise room, as well as houses the City's IT super server mainframe computer.

- Buildings B1/B2 and B3 (2005 Current Replacement Value: \$1,294,543\*) 25,178 square feet.

Building B1/B2 is a combination enclosed heated vehicle storage facility and an open-air, covered truck-port for vehicle parking used by both Utilities and Transportation Maintenance. Building B3 is a large, enclosed, heated vehicle storage facility used by Transportation Maintenance.

- Fleet Services (2005 Current Replacement Value: \$2,860,921\*) 25,770 square feet. The Fleet Services houses the entire fleet services operations including office space, parts and material storage, and 18 service bays. The land surrounding the Fleet facility is used for vehicle and equipment parking and storage.

\*Replacement values are per the January 2005 Facilities and Asset Management Insurance Listing.

There are various other non-enclosed structures on the site used primarily for vehicle and material storage:

- A car/truck wash facility and a fueling facility are located in the center of the site between Building B and the Fleet Services building. The car/truck wash facility consists of two concrete wash bays, bulk water filling bay, and a cold storage area. The facility is 1,690 square feet in size. The fueling facility is approximately 6,000 square feet.
- A 5-bay, concrete bin-structure houses Transportation Maintenance's snow and ice control materials, asphalt paving materials, and other street maintenance materials. (Approximately 5,140 square feet)

### ***Land Use***

The current land use at the site consists primarily of material and equipment storage and parking for the workgroups including:

- Signs and Signal Maintenance uses approximately 26,000 square feet for material and equipment storage (including signal mast arm storage).
- Transportation Maintenance uses approximately 55,000 square feet for material and equipment storage and parking. And, has an approximately 3,000 square foot concrete pad with steel storage tanks on it for liquid deicer storage.
- Utilities Maintenance uses approximately 37,000 square feet for material storage and equipment and vehicle parking
- Fleet Services uses approximately 25,000 square feet for parking/storing vehicles and equipment.
- Fleet Services has a state-licensed Commercial Driver's License (CDL) course that occupies 28,800 square feet. This site must stay properly lined and marked, and cannot have materials stored on it.

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- Material Supply uses approximately 3,174 square feet for outdoor storage of inventory materials and supplies.

There is an additional 212,980 square feet of land located next to the Parks Maintenance Facility on the north-west side of the site that is primarily used by Utilities Maintenance uses for material (“spoils”) storage. This site is designated for Parks & Recreation Department use when the Valmont Park site is developed.

Transportation Maintenance currently uses approximately 800,000 square feet of land at the Boulder Municipal Airport for material storage (sweeping program debris, asphalt millings from the annual overlay program, etc.), for material screening operations, for equipment storage, and for heavy equipment training.

### ***PUD Development Plans***

The site is zoned PE (Public Established) and by its PUD plan is approximately 98% built-out. The remaining development planned for the site is the construction of an additional building for storage of MSC materials, as well as for citywide storage needs.

The facility is to be built on the western-most portion of the site on city-owned land and includes the former Boulder Emergency Squad Building that will be leased to EcoCycle as of January 1, 2005 in addition to the existing space leased to EcoCycle. These leases are for three-year terms and will expire December 31, 2007. The combined land square footage for both sites is approximately 120,000 square feet.

In the amended PUD (June 1993), the construction of the structure was proposed in phases. The first phase of the structure is planned during the Phase II of the development plan and is proposed to be 5,200 square feet and would take over the former Boulder Emergency Squad site. The full expansion of the facility (to 10,500 square feet) is planned during Phase III of the plan.

This facility was identified in the 1998 Facilities and Asset Management (FAM) Master Plan as a needed facility. The city currently spends approximately \$37,500 per year on leased storage space and for non-city storage services. FAM would like to construct this facility and have all storage needs met and managed by the city in 2008.

Funding for construction of the facility is identified in the capital improvement program (CIP) for 2008 with all funding being provided from the Capital Improvement Development Excise Tax Fund (Fund 110).

### ***Service and/or Expansion of Current Needs***

Sign and Signal Maintenance has taken over the ownership from Xcel Energy Company of all traffic signal combination poles. This requires the City to stock a significant number of poles, foundations, luminaire extensions, and luminaire arms, to maintain existing field inventories and to supply new and modified installations. It is estimated that 40,000 square feet of storage area (land space) is needed to accommodate this.

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Transportation Maintenance needs to construct a separate wash facility to handle asphalt and oil waste from its vehicles. The current wash facility does not have an appropriate separation tank for the capture of this type of waste. It is anticipated that approximately 2,700 square feet of land space at (if connected to the existing facility) or near the existing wash bays is needed.

Transportation Maintenance also wants to expand its existing concrete material storage facility by four covered bays. This requires land directly to the west of the existing structure. Access to the three south bays of the existing facility will be lost in the sale of the 6.6 acre parcel to private ownership and the expansion would provide one additional storage bay.

If the Boulder Municipal Airport expands its hangers or buildings, or if the site is no longer available for material storage by Transportation Maintenance, then an alternative site will need to be provided (approximately 800,000 square feet). The Airport Master Plan is being updated in 2005 and will provide guidance on use of this site. In the near term, the Yards will continue to lease land at the Airport site to support Yards operations.

With the development of the Valmont Park site, approximately 90,000 square feet of material storage used by Utilities Maintenance on the northeast side of the Parks Maintenance Facility building will be eliminated and an alternative location will need to be provided. The park site will likely be constructed in phases during the next ten years and this relocation is included in Phase II of the development plan.

A contractor staging area is a new, desired use for the MSC site. Currently in Boulder, there are limited places for contractors doing work for the city to stage equipment, materials, trailers, etc. When contractors have to lease space or use space outside of the city for staging, it drives up the cost of a project for the city. If the city can provide an area for contractor staging on-site at the MSC it will reduce to cost of city projects. To provide this service, approximately 40,000 square feet of land space is needed.

### ***Impacts to Existing Uses on MSC Site***

Although the zoning of the MSC site and the surrounding land has not changed, and is not anticipated to change with the exception of the subdivision and rezoning of the Yards itself, the development and redevelopment of uses around the site have caused or may potentially cause some of the existing uses of the MSC site to be reduced or to cease. In addition, the Boulder Valley Comprehensive Plan allows for development around the site that may include office space and some limited residential development. These types of uses may not be compatible with the existing uses of the MSC, as there is the potential for "impact" issues to arise around noise, smell, airborne materials and dust, hours of operation, etc. These are primarily quality of life issues, however, the MSC has had to react to health impact issues (smell and airborne dust) that have arisen now that different uses have begun to neighbor the property.

For example, in 1995 a commercial building was constructed east of the MSC. Its owner is a hi-tech hardware development company. Immediately to the west of this building is

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the Utilities Maintenance “spoils” material storage site. When mulch was stored at the site, the company complained that the mulch had an odor and that it became airborne during winds. The Colorado Department of Public Health & Environment (CDPHE) determined that the smell and airborne pollution issues required correction. The City spent \$70,000 to remove the mulch from the site (it was hauled to an organic recycler). The city lost the benefit of using the mulch for city projects. For years prior to this complaint, mulch had been stored on-site. In addition, the grinding and recycling components of the Spring Cleanup program had been done onsite at the MSC for years. Following direction from CDPHE, these activities also ceased.

With the anticipated development of the Valmont Park site there is the potential for “impact” issues to arise. The prior use of the new park site was for vehicle/junk storage. The new users of the land probably will be more likely to be concerned with things that occur from MSC uses, such as truck traffic, noise, smell, airborne materials, hours of operation, etc. This will most likely be true for other uses that develop (office buildings, residential, etc.).

Therefore, the MSC staff want to identify these potential problems and to look for possible solutions or directions to take, before problems occur.

### ***Options and Direction***

The following are some additional options or directions to consider to address current and potential space needs as well as potential “impact” issues that may arise:

- Identify alternative sites not at the MSC for material storage. Determine costs and impacts to operations.
- Consider relocating entire operations to an alternative site further away from developments. This would involve the sale and purchase of real estate and most likely would require bonding to fund. OSMP/Real Estate was contacted and there are currently no sites for sale within a reasonable distance of the MSC.
- Relocate the CDL course to another site (possibly the new Valmont Butte site) or discontinue the CDL licensing program in-house to allow for more on-site storage.
- Ask the Planning Department to consider restricting zoning/development of land around the site, through the Boulder Valley Comprehensive Plan, to not allow uses other than light industrial (uses which are compatible with existing MSC uses).