VI. Enactment and Implementation

Provisions

This chapter addresses the implementation of this Campus Master Plan. The first three sections cover primary topics: plan adoption, amendment, and interpretation provisions. The subsequent section considers mutually beneficial agreements between local institutions, the community, and, finally, campus land acquisition, the state required documents, the annually produced Five-Year Capital Improvement Plan (CIP), and the Two-Year Cash List.

A. Adoption

Per University of Colorado system administrative policy, the CU-Boulder chancellor, CU president, and Board of Regents are responsible for formally approving this Campus Master Plan. Prior to adoption, there was a multi-year process of comprehensive consensus building on strategic and physical planning, throughout the community and state. Input was garnered from the Boulder Campus Planning Commission (BCPC), the campus committee of faculty, students, and staff charged with advising the chancellor on campus planning matters; the Chancellor’s Cabinet; Vice Chancellor’s Group; Dean’s Council; Boulder Faculty Assembly; Institute Directors; and the University Design Review Board (DRB), comprised of four design professionals who advise the university president on campus design and layout.

Following formal adoption by the CU Board of Regents, this Campus Master Plan will be forwarded for action by the Colorado Commission on Higher Education (CCHE), which requires that each higher education institution in the state have a master plan prior to submitting capital construction requests.

B. Amendment

Occasionally, needs may be identified or resources are forthcoming for facilities and campus improvements that were not envisioned during the campus master plan planning process. Much change can occur on the campus in regard to educational pedagogy, technology, policy, emerging community or institutional partnerships, build-ings, and land. Amendments are necessary to accommodate these unanticipated changes.

Amendments follow the applicable review and approval processes in effect at the date of the amendment. Upon the written request, the process includes the following steps:

- Campus planning staff prepares the amendment and related analysis.
- The campus architect and vice chancellor for admin-istration consult with the Campus Capital Finance Committee.
- BCPC reviews the amendment proposal.
- The Chancellor’s Cabinet decides a course of action. The chancellor reviews and considers approval of the amendment.
- If the chancellor approves the amendment he or she forwards it to the Board of President and Board of Regents for their consideration.
- The Board of Regents Capital Construction Subcommittee reviews the proposal for capital planning processes. Amendments are subsequently forwarded to the CCHE for their consideration. CCHE approval is required prior to campus action regarding the amendment.

C. Interpretation and Enforcement

It is the responsibility of the chancellor and the admin-istrative staff to interpret and oversee imple-mentation through the capital planning processes. The Facilities Planning staff advises the BCPC, DRB, and the Board of Regents as to whether or not the campus planning proposals presented to them are consistent with the approved Campus Master Plan. A finding of inconsistency suggests that either a change in the specific proposal before them or an amendment to the master plan is appropriate.

D. Community Relations

1. Guiding Principles for Cooperative Community Planning

a. Good Neighbors

CU-Boulder is committed to being a good neighbor, characterized by the Campus Master Plan Task Force on Creating Community Partnerships as being “neighborly neighbors.” This broad-based task force went on to define a common goal to empower an affiliate culture, one where groups differentiated by context, ethnicity, nationality, social class, and economic standing make a mutual investment in the city, county, and university. The local environment will enhance this culture, with special places, outreach, events, and structures reflecting local dedication to the effort.

b. Institutional Collaboration

The campus and community share many common values, such as the desire for economic vitality, social inclusiveness, and environmental sustainability. Shared activities and infrastructure developments of these ends will be mutually beneficial. Working in collaboration with community leaders and the Boulder Valley School District, the campus will create mixed-use, educational environments and other facilities that meet the needs of the university, the community, and the state. Collabora-tive partnerships between the federal government and the campus will be strengthened as well. Some ideas for mutually beneficial facilities during consensus building for this master plan were for P-98 education support, daycare and pre-school, a science museum/educational center, community-based continuing education access for lifelong learners, executive education, recycling facili-ties, and amenities for efficient transportation.

c. Cooperative Planning

Recognizing institutional constraints and jurisdictions, the city, county, Boulder Valley School District (BVSD), and the university have committed to future planning. This effort is now reflected in activities such as regular meetings of leadership and staff, consideration and miti-gation of development impacts on campus and in the community, a commitment to transparency and shared information, and consistency over time through formal agreements that document strategic planning efforts. Cooperative planning will also help in the realization of campus goals for broader community outreach and engagement.

d. Resource Leveraging

The campus and community share the common desire to be fiscally responsible and therefore may choose to create projects, or share in the operations of joint use facili-ties that benefit multiple parties. One strategy toward resource leveraging is to build upon existing success, such as BVSD and School of Education partnerships. Another strategy is to ensure that existing and future facilities and services consider the full range of constitu-encies. Yet another is the creation of collaborative proj-ects, identified for mutual benefit in areas of influence between jurisdictions. Campus and community plan-ning in Boulder will draw from the tenets of a creative economy as a hybrid model for economic vitality, one promised upon technology, the arts, information, culture, the environment, alternative, and entrepreneurship. The campus and community have identified needs for additional recreational facilities, such as an indoor tennis facility, commercial swimming pool, outdoor running track, indoor multi-use field with an indoor track, full-size ice rink, and softball and baseball fields. Additional facilities needed include functions and activities to promote the affiliate housing, intergenerational housing, a conference center, performing arts center, cultural center, collabora-tive research facilities, additional business incubator space, and a vibrant university village that would enable and enhance educational outreach.

- Convenient and Affordable Housing

One goal of this master plan is to begin to address the need for affordable housing for our campus faculty and staff. Employment growth in the city and county, including the related and spun off from university research, have increased at a rate not yet matched by the construction of affordable residential housing. The limited supply of housing within or near to Boulder has, in turn, led to increased cost of housing and the associ-ated trend toward more commuting by campus constitu-eny. The campus is working to reduce the volume of commuter travel while offering the RTD Eco Pass, encouraging carpooling, and new policy allowing telecommuting and alternate schedules.

An additional goal of this plan is to facilitate increased graduate student enrollment. This goal is predicated on the availability of affordably priced housing stock. The capital project list found in this document provides for the expansion of student housing on university owned property and the goal of developing new public-private partnerships primarily for providing additional family and graduate student housing in the area north of Boulder Creek. Family housing is a growing need ranging between 40 and 70 years old. Replacement of this housing stock has been recommended in this plan. Current conceptual plans suggest the construction of a mix of market-rate and below-market-rate housing units to offset the cost of affordable family housing. Plans are in place for faculty and staff housing on property south and east of the creek at Williams Village. All housing op-tions close to the campus occupied by constituents are believed to increase the quality of life on the campus, reduce vehicle miles traveled (VMT), and help the campus to realize carbon reduction commitments.

- Transportation Linkages

The City of Boulder, Boulder County, Colorado Depart-ment of Transportation (CDOT), Regional Transportation District (RTD), and the university have a long history of cooperation on transportation improvements. As campus enrollment grows and additional facilities are built, multimodal linkages between the Main Campus, Williams Village, and the community are of abso-lute importance in minimizing congestion and enhancing access and circulation. CU-Boulder will continue to work collaboratively with its partners to ensure a highly functioning and safe transportation system to support alternate modes of travel. The campus transportation plan is detailed in Section V.E.

- Sustainability

Significant environmental research is conducted at CU-Boulder, often through cooperative activities of the university, federal government agencies, the private sec-tor, and other organizations. Campus development and redevelopment activities build on this knowledge and best industry practices to expand and ensure a sustain-able campus both in terms of physical development and operations. The sustainability section of this Campus Master Plan, Section VI.D., provides much detail about the growing and comprehensive array of policy and practices that are an integral part of the campus and its operations. Section I builds on this goal by this master plan to develop sustainable facilities that are economi-cally sound, environmentally responsible, and socially equitable. To this end, the campus has adopted LEED Gold “Plus” and near net zero energy level standards for facilities construction and renovation.

In order to achieve a 20 percent decrease in green-house gas emissions by the year 2025, CU-Boulder will have to implement multiple sustainability initiatives across the board. The campus will need to continue
Sustainable building, but will also need to invest in renewable energy sources, reduce vehicle miles travelled, develop pedestrian and bicycle facilities and operations and across campus, and continue to investigate strategies to reduce energy and water use. As technology grows, the university will need to be flexible and adapt new technologies as they are available.

- Strategic Land Acquisition and Development

One of the goals of this master plan is to acquire and use land in ways that satisfies goals, transportation linkages, and land use compatibility concerns, university properties with urban amenities will be prioritized for development first before outlying properties are considered. The university acquires land in anticipation of immediate and future needs. Among the many factors in need of weight by the university to develop properties that will have university properties with urban amenities will be a major consideration. The university views this as a major consideration. When the campus expands, it will be necessary to consider the land use adjacent and property at the campus edge, remaining rings, that can impact adjacent communities and commercial districts. The reverse is also true, as edge development can also affect the campus.

Campus Development plans outlined in this document are intended to begin with the campus context at the campus edges. Buildings to accommodate the campus will provide a university services to the university. In order to minimize conflicts between adjacent land uses, development at campus edges will provide for logical and aesthetic transfers in low, density, scale, and massing of buildings; preservation of historic buildings, when practical, and efficiency in transportation.

More specific consideration follows on how these principles should be put into effect around the perimeter of campus. Exhibit VI-D1 shows the location of the area around the campus that is referred to in the following sections.

2. Interface with Surrounding Areas

- University Hill (west of the Main Campus)

- Extension toward the foothills of the Rocky Mountains, the University Hill area is referred to as the East side of the Main Campus across Broadway, has a well-established commercial district which transitions into high, then low-density residential housing occupied in part by campus constituents. Most refer to the area as "The Hill." The area has tremendous potential for renewal and revitalization. The diversity of uses, mountain views, and architecture in the area adds interest. The district needs investment that could refresh circulation, nodes, streetscapes, landscaping, and street furniture, and storefronts. A task force of neighbors, planners, architects, and investors has worked in synergy with city staff to develop conceptual plans that hold much promise for the future of this district. Section V.C of this plan provides guidance for the treatment of the campus edge along Broadway Avenue that provides a transition from the Main Campus to University Hill.

- Residential areas north of campus

- Conceptual plans are being developed for the area north of Boulder Creek, for the replacement project as farther away than it actually is, due to steep slopes. This perception has been mitigated with improved headways to and from downtown on the HRT and SKIP buses. Linkages between the campus and downtown will remain an important priority in the city.

- Boulder Valley Regional Center and Twenty Ninth Street (northeast of campus)

There are two major commercial districts in Boulder: downtown, anchored by the Pearl Street Mall, and the Boulder Valley Regional Center (BVRC), anchored by the newly redeveloped Twenty Ninth Street Mall. Both districts are attractions for campus constituents and better access from campus. The BVRC is a thriving strip of shopping centers with a wide variety of retail stores, offices, restaurants, and soon to be completed high density, multi-family housing. The BVRC and the campus adjoin near 30th Street and Arapahoe Avenue.

The campus relies on privately operated, overnight lodging in the area. Full conference and visitors to the campus. Demand for campus facilities to host university and community meetings far exceeds the availability. Large meeting spaces in Boulder are few and those that do exist are in demand. The campus would benefit from additional meeting space and overnight lodging. Both are currently affected in the Boulder Creek, Boulder Creek, and other local communities, and/or on the Boulder campus.

Conveniently located and affordable student, faculty, and staff housing in the BVRC area, private provided or with university involvement, could help address housing needs. There are retail shops and lodging along 28th Street east of the Main Campus that help address community needs as well as address university conference needs. The 28th Street campus edge has been greatly improved over the most recent decade with new signage, transportation linkages easy access between the campus and the BVRC businesses.

- Commercial areas east and south of campus

There are retail shops and lodging along 28th Street east of the Main Campus that help address community needs as well as address university conference needs. The 28th Street campus edge has been greatly improved over the most recent decade with new signage, transportation linkages easy access between the campus and the BVRC businesses.

- Boulder Creek value for the community at Colorado Avenue. Yet, there is still a perceived barrier created by the 28th St. To address the economic development of this interchange may occur in the planning period and cooperative planning between the university, city, and CDOT should take place as the best way to increase connectivity between the campuses.

Two neighborhood shopping centers, Williams Village Shopping Center and Basemart Shopping Center, both have retail tenants and mixed-use developments.

3. Land Acquisition

Strategic land acquisition is a necessary activity if the campus is to continue to meet its educational mission and state statutory role and mission in the future. As student enrollment, research, and support programs expand, the university is confronted with the problem that available land on the Main Campus is decreasing. In order to implement this master plan, and to provide a long-term source of land to support campus programs, the university should pursue strategic land acquisitions.

1. The Need for Land

The Boulder campus has identified the need for land to accommodate the expansion of student enrollment and research activities. More specifically, a need for housing and recreation fields has long been in short supply and the campus has only a fraction of the playing fields of prior institutions. More fields are desirable for the current student population. A variety of outdoor areas is necessary to preserve the traditional beauty of the campus, a priority factor cited in student’s choice to attend CU-Boulder.

Development and expansion are likely to continue far into the future, and land is valued for long-term use. A good example is the East Campus, which was purchased in the 1950s and is now being developed as a campus that will be similar in many ways to the Main Campus. And the East Campus is Boulder South, which will be used to help meet the long-term needs of the university.

2. Acquisition Priorities

General areas have been identified as desirable for future acquisition given the land use and transactions, but remain flexible because the university cannot control the timing or price of specific property offerings. Identification of specific properties or acquisition of land can also increase the purchase costs and make acquisition difficult or even impossible. General areas that would be logical for campus acquisition include

- North perimeter of the Main Campus. Land acquisitions continue to be of interest in a Grandview, and for the north of Boulder Creek area. These were recommended in previous master plans and approved in

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the 1980 Long Range Land Acquisition Plan. These areas are needed to meet long-term goals for campus expansion.

- Properties between the Main Campus and East Campus. Strategically located properties between the Main Campus and East Campus may be considered for acquisition in order to provide a physical connection and logical cohesiveness to the campus. These properties could be used to support connectivity in terms of access and circulation or to provide space for housing, administration, research, or services.

- Public-private cooperation may be another option to acquire or influence the land uses and building development within this corridor.

- Large institutional properties close to campus. Relatively large properties, such as public schools and housing complexes, are near the campus and would be useful to the university if property owners decide that these properties no longer meet their needs. Uses might include instruction, research, administration, recreation, housing, or parking.

- Institutional scale of buildings and grounds would be most useful and valuable to the campus.

- Properties adjoining the Main Campus. The university should consider acquisition of any property adjoining or in the immediate vicinity of the Main Campus. A few acquisitions would make for a more cohesive campus and preclude incompatible use land.

- Properties around the East Campus. Purchase of properties juxtaposed to the East Campus may be logical to accommodate expanding research and academic programs; student, faculty, and staff housing; parking; services; administrative support; utilities and infrastructure; athletics and recreation; or to support transportation linkages.

- Remote properties. Properties not in the immediate vicinity of the current campus may be used as land banks, to accommodate larger or specialized functions unavailable near the existing campus, relocation space for service functions that are not part of the educational mission, or to help ensure the long-term viability of the campus by serving as expansion properties of the future.

- Properties near the Mountain Research Station. The Mountain Research Station maintains many cooperative agreements with adjacent landholders. Included in the station are multiple research sites located on National Forest Service land. Conversely, the station allows trail access across portions of the university’s property. The station has been approached about exchanging parcels of land so that major equipment sites are on university property. This may be desirable in the future as research grows and the need to consolidate operations increases.

3. Timing

The university should remain flexible and active in its land acquisition program in order to continue to provide sufficient land for current and future needs of the campus. Opportunities for land acquisition occur at irregular and sometimes unpredictable intervals. Flexibility with regard to the timing of individual transactions is often critical. Desirable properties are usually acquired as they become available at market prices. Timeliness is essential to allow for at least partial amortization of debt on existing structures before they are demolished or significantly renovated for campus uses. Timeliness can also be crucial to take advantage of the seller’s particular tax needs.

4. Alternatives to Acquisition

Alternatives to acquisition include cooperative agreements for mutually beneficial use. Leasing property as an alternative to purchase is also an option. Alternatively, potential property acquisitions may be referred to the University of Colorado Foundation for possible purchase.

5. Funding

Each real estate transaction undergoes a feasibility analysis to assess its potential use to CU-Boulder. A financial feasibility analysis is also conducted for each transaction. In the absence of state appropriations for land and property acquisitions, other sources of funding are sought out, as appropriate:
- Gifts of real property or cash.
- Self-funded or bonded projects, repaid with user rental or indirect cost reimbursement contracts and grants.
- Earnings from campus-owned enterprises, such as the housing, utilities, or research building systems.
- Future earnings from buildings or land once acquired.
- Lease or sale of existing properties.
- Boulder campus land fund.
- Internal advances from CU-Boulder funds or university treasury.
- Trade of properties.
- Joint or cooperative ventures with the private sector.
- Funding or purchase through the University of Colorado Foundation.

6. Capital Improvements Program

1. Five Year Capital Improvements Program (CIP) and Two-Year Cash List (LCF)

Each year the university adopts an updated five-year Capital Improvements Plan and a Two-Year Cash List. The LCF is a subset of the CIP. The completion of each of the two forms are important steps in capital improvements programming. Both are forwarded to the State Office of Planning and Budget (OSPB) as part of the process of requesting annual state appropriations and cash spending authority. Both represent a snapshot in time. The lists change relatively often as updated information is available through the planning process.

Changes to each of the plans have to be approved through the campus and Board of Regents prior to the forms being forwarded to OSPB.

The relationship of this five-year CIP and LCF to capital planning in this Campus Master Plan was discussed in the Building Plan (Section V.A.3). From the full list of capital needs in this plan in (Section V), a shorter list of projects is selected each year for inclusion in the CIP and LCF, based on prioritization of programs and prospects for funding. The CIP and LCF go beyond this master plan, to address where the resources will come from to achieve each capital project.

2. Financial Analysis

The CU-Boulder Office of Planning, Budget, and Analysis (OBA) conducts funding and debt analysis for the capital programming in this master plan and for the five-year CIP. The intent of the analysis is to confirm the following:

The catalog of projects presented in the master plan provides the campus with the ability to respond quickly to changing financial environments and innovative programs that achieve excellence in future years. Prioritization of projects and financing decisions will continue to be refined each year during the life of the master plan through a comprehensive annual review process based on financial feasibility, campus priorities, projected state appropriations, available debt capacity, and capital campaign success. Assuming the use of private financing mechanisms, the integration of future capital campaigns with the master plan, and continued state support, the implementation of projects in this master plan is achievable.

The university seeks a variety of sources of funding, including state capital appropriations, gifts and grants, and other resources appropriate and available for capital projects, in order to achieve the vision outlined throughout this plan. How successful the university is in attracting funding will determine how much of the vision is implemented.

This Campus Master Plan helps meet the needs of the state’s citizens and employers for higher education in Colorado. Creation of this planning document has furthered the dialogue necessary to turn campus strategic goals into reality.