

# 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 relationships with local institutions and 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 of Colorado have a facilities 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 planning process. Much change can occur on the campus in regard to educational pedagogy, technology, policy, emerging community or institutional partnerships, buildings, 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 writing of this document, the process includes the following steps:

- \* Campus planning staff prepares the amendment and related analysis.
- \* The campus architect and vice chancellor for administration 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 CU president and Board of Regents for their consideration.
- The Board of Regents Capital Construction Subcommittee reviews the proposal prior to full board action.

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 administrative staff to interpret the plan and oversee implementation through the capital planning process. 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 describe a common goal to empower an affiliate culture, one where groups differentiated by race, 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 services that would help to achieve each 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. Collaborative 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-99 education support,

daycare and pre-school, a science museum/educational center, community-based continuing education access for lifelong learners, executive education, recycling facilities, and amenities for efficient transportation.

#### c. Cooperative Planning

Recognizing institutional constraints and jurisdictions, the city, county, Boulder Valley School District (BVSD), and campus have committed to cooperative planning. This effort is now reflected in activities such as regular meetings of leadership and staff, consideration and mitigation 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 facilities 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 constituencies. Yet another is the creation of collaborative projects, identified for mutual benefit in areas of influence between jurisdictions. Campus and community planning in Boulder will draw from the tenets of a creative economy as a hybrid model for economic vitality, one premised upon technology, the arts, information, culture, the environment, and entrepreneurialism. The campus and community have identified needs for additional recreational facilities, such as an indoor tennis facility, competition 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 are farms and support for local food production, affiliate housing, intergenerational housing, a conference center, performing arts center, cultural center, collaborative research facilities, additional business incubator space, and a vibrant university village that would enable and enhance educational outreach.

- Convenient and Affordable Housing  
One of goals of this master plan is to begin to address the need for affordable housing for campus faculty and staff. Employment growth in the city and county, including jobs related to 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 associated trend toward more commuting by campus constituency. The campus is working to reduce the volume of commuters by 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 affordable housing stock. The capital project list found in this document provides for the expansion of student housing on university owned property and the goal to explore new public-private partnerships primarily for providing additional family and graduate student housing in the area north of Boulder Creek. Family housing is in poor condition in this area, 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 options close to the campus occupied by constituents are believed to increase engagement in the activities of 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 Department 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 East Campus become of absolute 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 sector, and other organizations. Campus development and redevelopment activities build on this knowledge and best industry practices to promote and ensure a sustainable campus both in terms of physical development and operations. The sustainability section of this Campus Master Plan, Section III, 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 outlines a goal by this master plan to develop sustainable facilities that are economically 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 greenhouse gas emissions by the year 2020, 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 zero waste practices in facilities operations and across campus, and continue to investigate strategies to reduce energy and water use. As technology progresses, 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 wisely. Considering existing utilities, 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 that need to be weighed in order to accommodate development are state educational needs, the academic mission of the campus, local concerns about impacts, livable densities, and available infrastructure and amenities.

• **Sensitivity to Neighborhood Context and Historic Resources**  
The CU-Boulder campus is a major destination in the Front Range of Colorado and activity center within the City of Boulder. As for most development, the community is particularly concerned about campus development of properties directly interfacing with the community's existing fabric. When the campus expands, in particular with acquisition and/or development at the campus edge, this can impact adjacent neighborhoods 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 be sensitive to the existing community context at campus edges. Buildings to accommodate the statewide higher educational services provided by CU-Boulder tend to be of a larger scale and density than is typical of most surrounding development in Boulder. In order to minimize conflicts between adjacent land uses, development at campus edges will provide for logical and aesthetic transitions in use, 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-D-1 shows the location of the areas around the campus that are referenced in the following sections.

2. Interface with Surrounding Areas

• **University Hill (west of the Main Campus)**  
Extending toward the foothills of the Rocky Mountains, the University Hill area, south and west 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, lighting, 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 of family and graduate student housing. Properties in the area have potential to accommodate additional development where flood dangers posed by Boulder Creek can be reasonably mitigated. It would be logical for the university to acquire properties in this area as they become available, to support housing and amenities for graduate student and family housing. Improved pedestrian and bicycle links to the Main Campus across Boulder Creek are planned. These transportation linkages would benefit the entire community, easing pedestrian access to and from Naropa University, commercial districts, and reducing necessary vehicle miles traveled

• **Residential areas east of campus, including the Colorado Avenue corridor**  
Residential areas east of the Main Campus vary from low to high density, some of which was redeveloped in the last 10 years to house many students. This land is currently developed but, over time, lends itself to redevelopment to support higher densities and uses. The main interest of CU-Boulder in this area is improved linkages and services between the Main, East, and Williams Village campuses. Recent city improvements are enabling better transportation, pedestrian, and bicycle access along Colorado Avenue. This will help also ensure a transition between the East Campus and residential properties to the south of Colorado Avenue. Providing full functionality over time as campus population and intensity of use increases on the East Campus will require coordination between the city and campus and may involve some strategic land acquisitions in the future as properties are available. The university views this area as one that could be redeveloped by the private sector with amenities that support university uses, much as the University Hill does today. Mixed use development, particularly along the Colorado Blvd. corridor and between Williams Village and the Main Campus, would create a more inviting environment and help reduce the perceived distance between the campuses.

East of Williams Village is the Frasier Meadows neighborhood, made up of single-family housing. The University Residence, which currently serves as the

chancellor’s residence, lies east of Bear Canyon Creek. Campus land that falls east of the creek on either side of the residence is micro-master planned for faculty and staff housing. In this transitional area, housing will be developed with sensitivity to the existing Frasier Meadows neighborhood in terms of land use, scale, height, and access. Landscaping will provide a buffer zone and soften the view of parking and remaining Williams Village student residential development.

• **Downtown Boulder (northwest of campus)**  
The Boulder downtown district, primarily thought of as the Pearl Street Mall, is a thriving area complete with historic buildings, retail shopping, street performers, restaurants, and offices. Essentially beginning only a couple of city blocks from Grandview Terrace, the downtown district is often perceived 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 HOP and SKIP buses. Linkages between the campus and downtown will remain an important priority in the community.

• **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 both are easily accessed from the campus. The BVRC is a thriving district of strip 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 within the BVRC to accommodate conferees 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 in the BVRC, downtown Boulder, other local communities, and/or on the Boulder campus.

Conveniently located and affordable student, faculty, and staff housing in the BVRC area, privately provided or with university involvement, could help address housing needs while introducing desired mixed land uses into the commercial area. Transportation linkages ease 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 and some university conference needs. The 28th Street campus edge has been greatly improved over the most recent decade with new signage, transportation linkages, underpass, public art, paving, landscap-

ing, lighting, and a primary entrance to the campus at Colorado Avenue. Yet, there is still a perceived barrier created by the 28th St. and Baseline overpass. Redevelopment of this interchange may occur in the planning period and cooperative planning between the university, city, and CDOT should take place to determine the best way to increase connectivity between the campuses.

Two neighborhood shopping centers, Williams Village Shopping Center and Basemar Shopping Center, both have vital tenants serving the whole campus constituency. Recent improvements include strong anchor tenants, intermodal transportation linkages, and landscaping.

E. 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 programs. In addition, land for athletics and recreation fields has long been in short supply and the campus has only a fraction of the playing fields of peer 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 principal 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. Another example is CU-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. Priorities in land transactions must remain flexible because the university cannot control the timing or price of specific property offerings. Identification of specific properties, in advance of acquisition can also increase the purchase costs and make acquisition difficult or even impossible. General areas that would be logical for campus acquisition include:

\* North periphery of the Main Campus. Land acquisitions continue to be ongoing in Grandview, and for the north of Boulder Creek area. These were recommended in previous master plans and approved in



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, services, 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 land use.
- 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 cam-

pus. 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 reimbursements from 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.

F. 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 (PBA) 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.

