Campus West
Community Commercial District
Planning Study Report

December 2001

City of Fort Collins

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This report is the result of an exploratory public planning process conducted by the City of Fort Collins between Fall, 1999 and Fall, 2001. The process was led jointly by the Advance Planning Department in conjunction with Civitas Inc., a planning and design firm hired by the City. Civitas headed a team of sub-consultants in market analysis, real estate development consulting, and transportation planning.

The process included public workshops on issues and alternatives, meetings of a Campus West Advisory Group, meetings with property owners, mailings, and newspaper coverage.

Looking west over Elizabeth/Shields intersection, at west edge of Colorado State University's main campus (2000).

1. Introduction

CITY PLAN FOUNDATION

Fort Collins' Comprehensive Plan, known as *City Plan,* designates Campus West as one of a few special activity centers called Community Commercial (CC) Districts. These districts are parts of a whole vision for Fort Collins' continuing qualitative, as well as quantitative, growth and development.

City Plan image with pedestrian environment defined by doorways, windows, upper story architecture, street trees, furnishings, and on-street parking. This study was to explore whether and how characteristics like these could be adapted to the Campus West pedestrian environment.

This designation is based on community aspirations for a special place that plays a stronger role, over time, as a distinctive community focal point. Using general policies and images, *City Plan* suggests that improvements to visual quality and the pedestrian environment, possibly including redevelopment, need to be explored in Campus West. The pedestrian-friendly policies acknowledge both those driving to the district and parking; and those accessing destinations on foot or bicycle.

Appendix A is an excerpt from *City Plan* containing the Principles and Policies for CC districts.

NEED FOR THIS STUDY

Existing conditions along Elizabeth Street (1999).

When *City Plan* was adopted in 1997, it included Campus West on a list of priority areas needing detailed subarea planning by the City. This need was pointedly discussed as a sort of "condition" of the CC designation, because of apparent contradictions, questions and issues. City Council established a *Campus West Subarea Plan* project in the 1999-2001 Work Program to fulfill the identified need. This report is the result of that project.

PURPOSE OF THIS STUDY

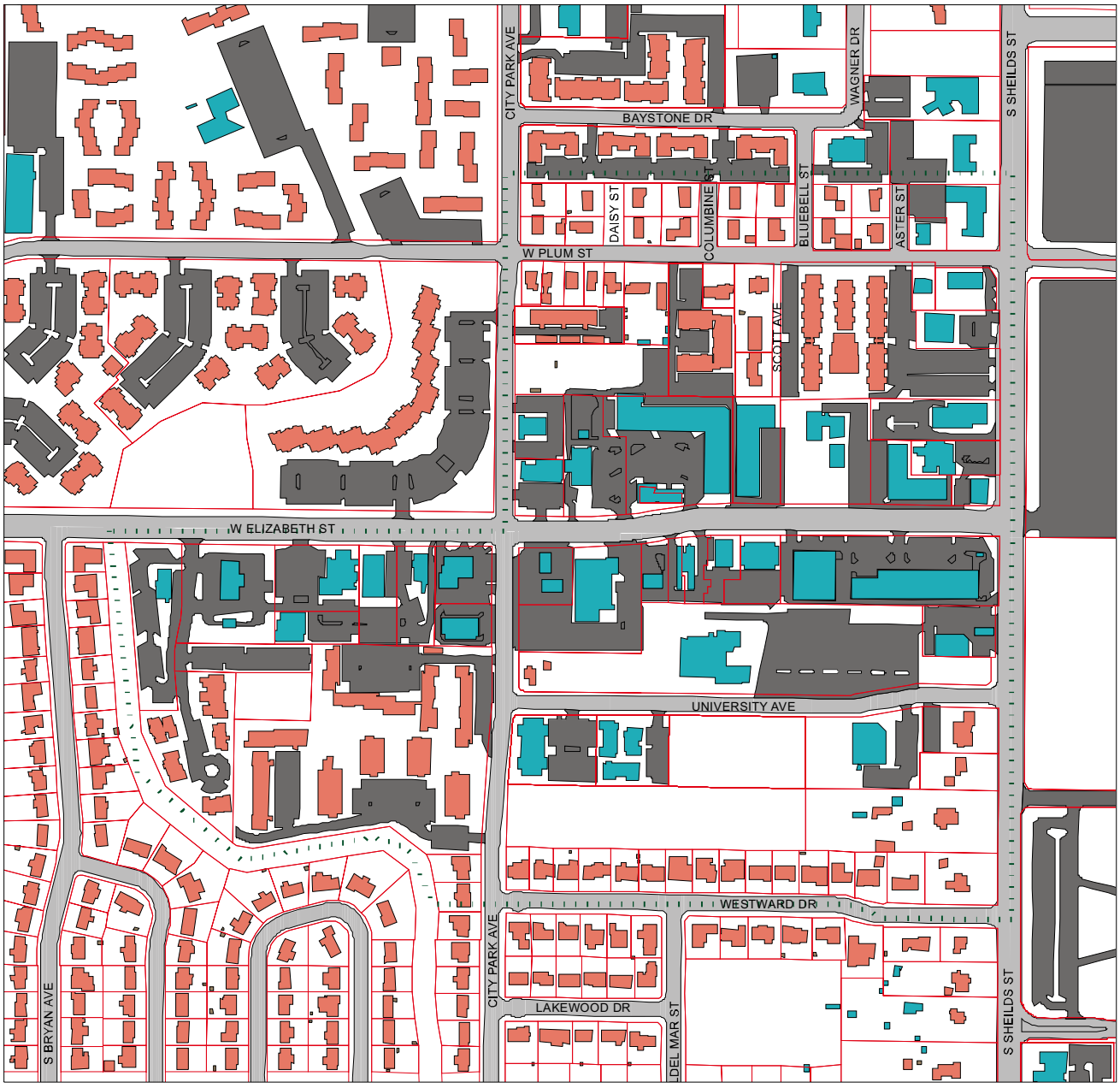
Debris after summer thunderstorm flooding (1997).

The original purpose of this study was to help implement *City Plan* by tailoring its city-wide perspective to the specific circumstances in Campus West, answering questions about whether and how the CC designation could work and be positive.

More specifically, this study was to:
(1) explore issues raised by incongruence between City Plan policies and existing development;
(2) analyze market potential and financial feasibility of redevelopment;
(3) identify and evaluate alternative approaches to continuing change or evolution; and
(4) make recommendations to establish a consistent, workable approach toward a future vision.

Campus West Study Area Map

City of Fort Collins



EXAMPLE QUESTIONS

City Plan's designation raised questions about topics such as:

- ***constraints*** of property and business ownership patterns, the student market, and surface parking limitations,
- ***potential*** of the strategic location to attract investment in redevelopment,
- ***roles and adjustments*** the City might need to accept for the ideas to be realistic (street improvements, other capital improvements, financing mechanisms, standard requirements, etc.)

THIS REPORT

Typically, the result of the *Campus West Subarea Plan* process would be a Subarea Plan adopted by City Council as an element of the Comprehensive Plan. In this case, however, the process did not result in policies or recommendations that warrant such adoption. Instead, this report remains open-ended on a number of key questions, offering explanations and information from the planning process that may be useful in future policy discussions.

Note that Section 9 is the exception to this open-endedness -- it contains specific street design recommedations, which can be implemented administratively by City staff.

Although not an official Subarea Plan, this study has served the original purpose and performed some typical functions of a Subarea Plan, such as to:

Communicate advice and ideas from many different people in a studied, comprehensive form rather than on a piecemeal basis.

Educate everyone involved about the true range of constraints and possibilities including those not visibly apparent under existing conditions.

Present a unified picture of how long a term vision and short term steps can fit together. Current issues and competing objectives are thus viewed against a picture of what has been deemed the desirable, responsible future evolution of the City.

Draw attention to opportunities.

Identify large and small ways to make the area safer and more enjoyable, and to better capitalize on the strategic location.

Target scarce resources. Funding for public capital improvements depends heavily on planning studies to clarify public purposes, identify specific projects, and ensure consistency with an overall vision.

Create momentum. Lack of change, especially in a harsh, outdated physical setting, may begin to be perceived by the public as "stagnation". Discussion and attention generated by this kind of planning process usually rekindles interest which leads to improvements.

DIFFERENT PERSPECTIVES

This study considered a whole range of issues, and then looked at a whole range of alternative approaches to the future. Competing factors have resulted in two different perspectives, summarized as follows:

(1) "The area won't redevelop or evolve much in the foreseeable future".

(2) "The area has good potential to redevelop into a memorable 'urban village' destination district in the foreseeable future".

Perspective (1) above says:

· the market won't support redevelopment, with higher activity levels and rents, because it consists of mostly students and will remain limited by the student influence

· having a vision or plan based on redevelopment would cast a cloud or stigma over leasing existing buildings to business tenants

· current owners are not interested in "village center" redevelopment with new buildings and parking arrangements along the lines of CC district policies

· therefore, City planning should focus on things that can be done now with existing development, namely thematic streetscape elements to create identity and show attention and commitment to the area

Perspective (2) above says:

· the market could support redevelopment, with higher activity levels and rents, serving a broader market base drawn from the surrounding trade area plus the 60,000 daily vehicle trips on Shields and Elizabeth, *in addition to* the student market

· to realize the potential the City must participate with a framework of strategic financial incentives, public improvements, and consistent coordination of competing issues (e.g. storm drainage, pedestrian-oriented development, and traffic flow)

· a sound long-term redevelopment vision with a framework for implementation would add value to the area now and in the future

· therefore, the City should affirm the forward-looking CC district designation and take actions which support the visionary ideas about redevelopment which were supported in the Campus West public workshops

· the condition remains that property owners retain the initiative: any redevelopment would only happen IF current owners someday decide to sell to developers (or become developers)

RESPONSE TO BOTH PERSPECTIVES

This report responds to both views. It describes ambitious ideas for a redeveloped urban district anchored by a new cross-street and street corner buildings in the long term (Section 6); and it also recommends special street standards to fit the area, along with a sidewalk/ streetscape system that could be introduced into the area without any redevelopment (Section 9).

The ambitious redevelopment ideas are not recommended for any action by the City at this time. They may serve as a useful reference and guide for future actions initiated within the private sector; or they may only serve as a record of this study.

On a related topic, this report explains crucial variables in redevelopment financing (Section 7).

THE BIGGER PICTURE

Campus West's situation is typical of many outdated commercial strips across America, which cities are seeing with renewed interest and understanding as the 21st century begins. In Fort Collins, this plan is one of many efforts by the City to sustain and capitalize on continued growth and economic well-being, with overall quality of life always the key measure.

Junction of CSU campus and Campus West.

Campus West is strategically situated in the section mile with the highest number of housing units in the city at the time of this writing. It straddles the main routes between much of the housing and CSU. Because of its situation, it is naturally flooded with people and activity in daily, seasonal, and annual cycles.

Campus West has the highest bike activity in the City, high pedestrian activity, and apparent potential for increases in both. It is part of a larger pedestrian district along with downtown and CSU, for which the highest level of service for pedestrians, "Level of Service A", is a goal.*

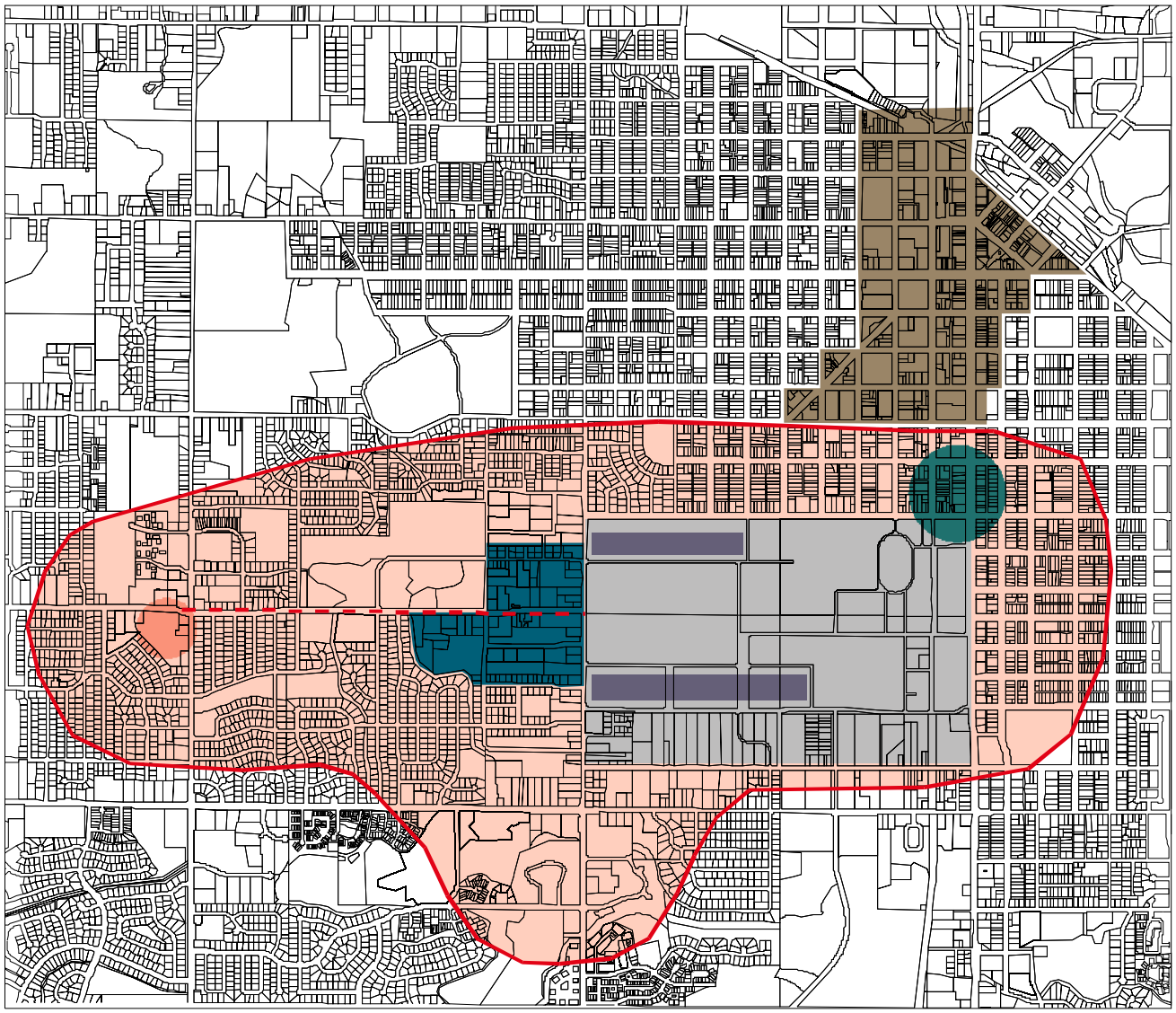
Both the City and CSU are confronting the negative impacts of escalating car traffic on the visual and pedestrian environment. Both are looking for ways to support alternatives to car driving, and to repair decades of neglect of urban considerations such as the pedestrian realm and storm drainage.

The large "captive market" of students and other CSU-related residents and visitors, combined with high through-traffic volumes, appears to create an opportunity to blend commerce, culture, and livability in a vital, enjoyable urban district.

* The *Fort Collins Pedestrian Plan*, adopted in 1996, defined Level of Service (LOS) standards for pedestrians for the first time in Fort Collins, to put pedestrian movement on a more level playing field with vehicle traffic. The LOS standards apply to different areas mapped in the plan.

Campus West Context Map

City of Fort Collins



LEGEND:

- PARCELS
- CAMPUS
- CAMPUS WEST STUDY AREA
- DOWNTOWN
- LAUREL MIXED-USED DISTRICT
- SHOPPING CENTER
- DORMITORY HOUSING
- STUDENT-DOMINATED HOUSING AREA

2000 0 2000 Feet

N

Campus West: 1964 (top), 1971 (middle), early 1970's (bottom).

This study fits into a continuum of planning and urban development in Fort Collins. Attention to city planning issues has evolved greatly since the early suburban-style real estate developments were done in the 1960's. Those early developments exhibit attention to only two main design considerations: vehicle access to parking lots, and minimal initial cost.

Issues that were neglected at the time of the first developments in the area have prompted piecemeal responses to specific problems over the years. For example, sidewalks and drainage pipes have been retrofitted in spots where mud or flooding became unbearable. But many of these piecemeal improvements are marginally functional. Highly visible elements, such as discontinuous, narrow sidewalks, miss opportunities for comfortable and inviting community design. In recent years, the City has been pursuing more complete responses to problems and opportunities, seen in the light of the urban context.

Retrofitted sidewalks (2000).

2. Issues

This section summarizes key issues identified and discussed throughout the planning process.

Although there are definite problems and apparent missed opportunities, one point of agreement has been that, on balance, the situation is "not too bad". Business is fairly healthy, with both commercial and residential real estate viable for landlords. People generally find their way around despite the frictions of transportation conflicts and discontinuities. The overall scale of the area is relatively walkable -- actual distances between many origins and destinations are less than a quarter-mile, or 5-minute walk. So although people often have to find gaps in traffic, walk through parking lots, or create openings through fences, they generally manage to do what they need to get where they need to go.

PHYSIOGRAPHY AND STORM DRAINAGE

Parking lot NW of Elizabeth/City Park intersection, wth intersection in background, during 1997 flood.

Campus West was developed on low-lying land right in a drainageway, prior to any system or requirements for draining storm water runoff. The drainageway is now centered on West Elizabeth Street. There are localized drainage problem areas outside of Elizabeth as well, notably on Plum Street just west of Shields. The original mentality was simply that "water can run down the street", or "ditches will catch it"; with no further consideration of cumulative urbanization effects. On CSU property to the east, Moby Arena and its parking lot essentially create a low 'dam' in the main drainageway, which pools water back upstream into Campus West; while land development upstream, done prior to drainage criteria being adopted, has increased runoff from roofs and pavements flowing into Campus West. The result is significant flooding during large storm events, with some minor flooding during more common storm events.

The drainageway is now a regulatory floodplain administered by the City of Fort Collins under the *Canal Importation Basin Master Plan* (2000).

One effect of recommendations in the Basin Master Plan would be *significant reduction* in flood flows reaching Campus West. The Master Plan recommends over 50 million dollars' worth of drainage facilities basinwide, to be constructed if and when funding becomes available. (Not all of the facilities are related to reducing flows in Campus West.)

However, no feasible way was found to *eliminate* flood flows. Moderate to large storms will continue to cause street flooding extending out into parking lots, planting beds, and several existing buildings.

The physical landform and developed drainage deficiencies are fundamentally at odds with community design ideas for CC districts. From a community design perspective, the street is a public space to be enhanced with various amenities and inviting buildings set directly in relation to a comfortable sidewalk area. In the case of West Elizabeth, not only is hostile arterial traffic a challenge to this idea, but the threat of flood waters as well.

The challenge appears to be particularly acute where redevelopment is involved, as opposed to new development on vacant land, because of built-in constraints of the whole area. Some specific questions were raised early in this study process:

· Would new buildings have to be raised, preventing a direct sidewalk relationship?
· Would new buildings set closer to Elizabeth Street cause a rise in flood depth, due to narrowing the flow path? (Causing such a rise is typically not permitted, thus creating an incongruence between different City standards).
· Would median islands for pedestrians block the shallowest center of the street for emergency vehicle access during flooding?
· John XXIII church's huge parking lot is an apparent opportunity for a future parking structure to support the District, with access to and from Elizabeth Street -- yet it also acts as a detention pond. Would the detention function preclude a structure, or Elizabeth Street access?


John XXIII church parking lot detaining water.

Later in the process, consulting engineers analyzed the flood implications of key urban design ideas to help answer these questions. A summary explanation of the results are presented in Section 8.

ELIZABETH STREET

Narrow bike lane and sidewalk next to traffic.

The current 80-foot R.O.W. is substandard for all modes of transportation: compare to the current Arterial standard of 115 feet and the modified "Constrained Arterial" standard of 102 feet (approved by the City Engineer for limited use where necessary due to unusual constraints of existing development).

The current 60-foot roadway from curb face to curb face is marginal for all purposes: compare to current Arterial standard of 83 feet and modified "Constrained Arterial" standard of 74 feet (same # of lanes).

Current 4 to 5-foot bike lanes (including the gutter) are marginal, compare to current standards of 7-8 feet depending on gutter detailing.

Sidewalks are deficient, varying from nonexistent, to 5-foot attached, to 4-foot detached. Compare to current standards of minimum 6-foot detached with 10-foot parkway strip between sidewalk and curb.

Sign in the public right-of-way, which extends four to five feet beyond the sidewalk in this photo. (For scale reference, the sidewalk is five feet wide).

Three large marquee signs exist in the current R.O.W. (Under Sign Code, they will be amortized and must be removed by 2009.)

Two private ramps to basements extend into the current R.O.W.

Private parking lots occupy the existing R.O.W. in two locations, and exist immediately behind the R.O.W., with no setback, in others.

Numerous, uncoordinated driveways create conflicts for all modes of transportation (a result of development prior to any standards).

Deficiencies of substandard bike lanes, sidewalks, and driveways are a particular problem and missed opportunity because of the strategic, high-use, high-density location; more than being merely suboptimal, they make a notably harsh condition for large numbers of people.

Traffic volume is 21,000 vehicle trips per day; projected increases are minor due to relatively limited growth potential in west central Fort Collins.

Traffic volume affirms the current arterial classification with 4 lanes, center turn lane, bike lanes and no on-street parking, according to traffic engineering criteria.

Many full-access driveways to individual properties, and a continuous left turn lane, create many multi-modal transportation conflicts and unsafe driving activity.

Gas lines are in the street; no easements exist outside of R.O.W.; typical requirements for them can be waived because gas lines are unlikely to need to be moved and other utilities can continue to fit in the street or rear alley locations.

The City's street design standards at the time of this study simply do not fit the area; a tailored street standard is needed to achieve consistent improvements in the foreseeable future.

OTHER STREETS

Sidewalk along Shields from 1994 project.

Shields was widened in 1994 to accommodate turn lanes, bike lanes and sidewalks in a voter-approved Capital Projects program completed just prior to *City Plan* and updated street standards.

The Campus West side of Shields gained a 5-foot wide bike lane and 6-foot attached sidewalk (suboptimal but functional and extremely difficult to change due to constraints of existing development and recently expended financial and political capital).

Shields traffic volume is 37,000 vehicle trips per day; increases into the 40,000's are projected due to regional growth and lack of alternative north-south routes. Function is to handle vehicles on longer trips including from one end of the City to the other and beyond; an estimated 80% of trips are through-traffic.

Shields intersections have major, fundamental competition between E-W campus access and N-S traffic flow, with space for transportation improvements limited by existing development.

Skinny sidewalk on Plum crowded by elements on adjoining properties.

Plum Street 50-foot R.O.W. is substandard, with 30-inch attached sidewalks: compare to current 66-foot standard Collector Street R.O.W. with 5-foot detached sidewalks and 8-foot parkway strips.

Like Elizabeth, gas lines are in the street along Plum; no easement exists outside the R.O.W. Standard 9-foot easements outside the R.O.W. are desired by the gas provider, to allow new gas lines parallel to the street which would then serve redevelopments without the need to cut the street for individual projects along the street.

Stretch of Plum lacking sidewalk.

Additional space needed for standard R.O.W. and utility easements noted above is 17 feet total on each side of Plum.

Shallow parcels on Plum Street include 75-foot and 120-foot-deep lots. Space for any future redevelopment will be at a premium. A special, more urban street standard may be worthwhile for two purposes: 1) to make improvements more feasible within constraints of existing development, and 2) to leave more room for redevelopment.

City Park Ave. south of Elizabeth.

City Park Avenue [72-foot R.O.W.] south of Elizabeth has plenty of room for likely designation as a Local Connector with combined Parking/Bike Lanes (official designation has not been assigned and would be determined in the event of a development proposal with a traffic study or a City capital project).

City Park Avenue *roadway* south of Elizabeth matches current standards well, from curb face to curb face, but *sidewalks* are missing or deficient.

COMMUNITY APPEARANCE AND DESIGN
(INTEGRAL AND OVERLAPPING WITH STREET ISSUES)

Informal "connection" between housing and commercial services on Elizabeth Street.

The area is disjointed as a functioning district, with many disconnected parts, e.g. the two sides of Elizabeth, housing and commercial destinations, different segments of street sidewalk, street sidewalks and buildings, and buildings on adjoining parcels.

The area is generally treated as suburban space with a sole site design emphasis on vehicle access to parking lots, with neglect of other urban design considerations and relationships.

The subdivision and development pattern creates numerous separate on-site parking lots, with uncoordinated access and building placement. This makes policies for continuity and connections difficult to achieve in many areas.

Land subdivision has created relatively small, shallow parcels. Several are 150-180 feet deep; the largest properties are under two acres. This is a constraint to redevelopment, especially given updated standards requiring more space for streets, landscaping, and utilities.

Aggressive arterial traffic on Elizabeth bisects the District; thwarts mutually supporting pedestrian activity between two sides of the street and contributes to an overall sense of harshness for bicyclists and pedestrians.

Crossing Elizabeth Street.

¼-mile-long blocks from Shields to City Park are too long, elicit speeding, thwart needed north-south access.

On-street parking is typically a crucial element of urban activity centers as described by CC District policies; but is precluded on Elizabeth and Plum Streets by traffic engineering and bike route considerations.

Consultants believe the nature of urban living may be shifting – more in the direction of the livable mixed "urban village" policies for CC Districts; strips such as Campus West are increasingly becoming candidates for intensification and renewal.

Campus West may not continue to compete well with more complete centers that focus on character or "place".

The area is a natural location for a place that is easy for pedestrians to access and traverse, with high quality streetscapes providing amenities. This would mean consolidating vehicle access and parking, yet possibly increasing the parking supply as well (redevelopment would be the best way to achieve goals; and it would probably depend on additional parking.)

Lack of land and urban design objectives would probably make *structured parking* necessary to support redevelopment.

For retail viability, at least some parking is needed close to street, visible from street.

MARKET POTENTIAL FOR REDEVELOPMENT

The area is economically viable and healthy, due largely to CSU market base.

High traffic counts exist (60,000 vehicles per day total on Shields and Elizabeth); about 80% is estimated to be through-traffic with no destinations in the area.

Current owners believe redevelopment potential is low, while consultants believe there is a sufficient market for redevelopment in the foreseeable future.

REDEVELOPMENT FINANCIAL FEASIBILITY

Even if there is a market for redevelopment as consultants believe, such redevelopment usually requires City incentives to close gaps between costs of redevelopment and increased value/revenue.

Costs include purchase of income-generating property, demolition, street and sidewalk improvements meeting updated City standards, urban parking arrangements, and unforeseen problems and costs of retrofitted elements in an urban environment.

Active City involvement in improvements appears to be politically feasible and worthwhile *only in partnership* with willing owners.

EXISTING PROPERTY AND BUSINESS OWNERSHIP

Most current owners are landlords with low basis, positive cash flow, little reason to "rock the boat", sell out, take risks, etc.

Long-time local ownership of amortized buildings results in some modest rents, facilitates some small local business tenants.

Current business tenants are generally financially healthy; existing auto-oriented arrangement works for tenants.

Some current property and business owners feel Campus West is fine as is, should not change; feel they have decent properties in a decent area of town. Some of the 'substandard' qualities may be beneficial because of lower rents and avoidance of disruption that comes with improvements. Does everything have to be upgraded and high priced?

It is easy for observers to spotlight deficiencies; area owners generally do not appreciate public attention focused on deficiencies and potential changes on their properties.

There is very little organization to deal with common interests among owners. There has been very little dialogue among owners about area issues prior to this planning study.

General willingness exists among owners to support enhancements that don't displace buildings or parking lots.

Some owners are beginning to foresee a need to upgrade identity and amenity to remain competitive.

Owners suggestions: any plan should start with parking and flooding. City should cut impact fees, add enhancements to streets, promise never to condemn for public purposes, eliminate or reduce standards, especially for changes of use. Might make owners more likely to consider facelifts.

Any disruption due to construction should be very carefully orchestrated to occur between May 15 and September 1 while CSU students are mostly gone: the time when CSU is in session is critical to business.

PARKING

All parking is private, on-site except a few spaces on City Park Ave. and spaces along University Ave.

Parking lot in R.O.W. displaces sidewalk and pedestrian connections to buildings.

Most sites maximize parking, with lacking or substandard setbacks, landscaping and sidewalks. Thus parking hinders, rather than supports, the pedestrian realm. This is contrary to the approach of the City's Comprehensive Plan.

Despite sites being maximized for parking, owners perceive need for more parking. Owners feel CSU spillover parking is part of the reason for the need.

Any redevelopment or change of use review likely will result in *loss* of parking stalls on individual sites, to make room for setbacks, sidewalks, and landscaping meeting updated standards.

Sites vary from 2-3 spaces per 1,000 s.f. on older developments, to over 10 on several sites.

Multi-story redevelopment would apparently depend on structured or shared parking provided by a parking district or the City. This would likely introduce fees or permits for the first time in Campus West.

John XXIII lot on a weekday.

Large John XXIII church parking lot on University Ave. presents apparent physical opportunity such structured or shared parking facilities.

CSU Master Plan shows parking structures west of Moby Arena along Shields; seen as a long-term possibility only; no construction plans in foreseeable future.

UTILITIES

Except for an adequate storm water system, all utilities are available and adequate.

Current standards require utility easements adjacent and parallel to street R.O.W. on both sides of the street. The need is to accommodate gas, power, and telecommunications lines. Along Elizabeth and Plum Streets, existing gas lines are in the street, and the other "dry" utilities are in rear locations. This existing condition present apparent opportunities to waive the easement requirements.

These opportunities fit with the more urban pattern envisioned in CC District policies. On West Elizabeth Street in particular, the utility providers agree that if the City desires to waive the easement requirement as part of a special street standard, the utilities can continue to function without the easements.

3. Market Analysis

The City of Fort Collins retained the consultant team of Civitas, Balloffet Associates, Leland Consulting Group and Symanski/Ray to analyze redevelopment potential of the Campus West Area. One of the team's first tasks was to analyze market potential for a CC district, as described in *City Plan*. This basic issue determines the feasibility of community aspirations for such a place at Campus West.

This section represents the findings and observations of the consultant team. Consultants believe that there is market potential to support redevelopment, and recommend that the City affirm its forward-looking policies as much as possible in this report.

They cite high traffic counts, some apparent opportunities for specific types of stores to fill voids in the market, and the lure of an attractive pedestrian environment (which doesn't exist now). Their findings suggest that the demand for new retail is throughout the market, not just on West Elizabeth. If the area is repositioned (e.g. with integrated attractive character, is pedestrian and shopper-friendly, and has a new anchor or two) it can attract destination retail. They believe the long term goal should be to make students an equal or secondary market, not the primary.

However, current property and business owners in the area disagree with the consultants based on experience with changes in the market over the years. They cite the increased dominance of CSU students in the trade area market as an inevitable, significant limitation. In particular, they note:

- the increasing dominance of students in the market has shifted the mix of businesses to a narrower mix that caters more to students (an example of the shift has been the loss of both a grocery store and a drug store which operated in the past but had to close; other small dry-good stores have had to close as well);

- the 8-month limitation of the student market;

- the large student market has a high amount of discretionary income in total, but individual customers' pockets are not very deep, so inexpensive restaurants and bars, services, and some limited retail along the lines of the modest existing shops, are all that can be supported; and

- a destination district with a new anchor geared toward serving a broader market segment would not overcome residents' perceptions of the area as a student area.

The consulting team understands this position, but believes it is a self-fulfilling prophecy in which the area provides goods, services, and a commercial environment that only students want.

THE SETTING

For the purpose of this analysis, the subject planning area includes the mixed commercial blocks centered on West Elizabeth Street from Shields Street to City Park Avenue and from City Park Avenue to the west end of the commercial strip at the Larimer County Canal #2.

This market analysis considered interrelated factors of street design and character, community design, and ownership characteristics, in addition to numerical economic factors.

OBSERVATIONS

The physical character of the commercial strip is different east and west of City Park Street. This is largely due to the presence of commercial development on both sides of the street to the east, versus only one side to the west. Also, the newest developments at the west end have more islands of landscaping in accordance with relatively more recent development standards.

As is common in aging commercial areas, some properties exhibit greater attention to maintenance and ongoing investment than others. A few properties exhibit a lack of maintenance and lack of commitment to the public area.

Buildings and outdoor spaces do not effectively work together to create a distinct image for Campus West as a place or destination in the minds of consumers.

Several attributes make Campus West an attractive location for new development and/or redevelopment. These include:

- Proximity and accessibility to Colorado State University and Downtown Fort Collins;
- Proximity a large residential base in west central Fort Collins;
- Existing infrastructure.

Campus West's strengths are countered by challenges:

- Traffic speed and conflicts along West Elizabeth Street;
- Inconsistent building stock;
- Street and traffic patterns that discourage pedestrian and bike mobility and access;
- Private sector revitalization efforts which are undercapitalized;
- Lack of a positive identity;
- Lack of developable land for new catalyst projects;
- Lack of a coordinated maintenance and/or marketing program; and
- Lack of leadership to champion improvements or programs

MARKET ANALYSIS METHODOLOGY

To conduct an analysis of market conditions, the consultant team obtained and analyzed secondary market and economic information to supplement primary information and meetings and interviews with brokers, appraisers, other experts on local and regional market conditions, and City staff. Interviews with businesses in the area were attempted, but few completed due to marked lack of interest in this type of planning study. The team also reviewed demographic and economic characteristics, retail sales and consumer expenditure patterns, market factors, physical conditions, urban design elements, and patterns of ownership. The purpose of the analysis was to understand conditions present today, barriers to be eliminated, and opportunities to be capitalized on.

MARKET PROFILE

Economic and demographic characteristics in the market are indicators of overall trends and economic health which affect the demand for new development and/or redevelopment. Characteristics analyzed for this analysis are summarized in Table 1. As illustrated, trade area indicators within the area are presented with those for the City of Fort Collins for the purpose of comparison. Conclusions from this analysis of economic and demographic indicators helped form the foundation for the commercial demand analysis and subsequent redevelopment implementation recommendations.

TRADE AREA DEFINITION

A commercial area typically has both a primary and a secondary trade area. The primary trade area is the area from which commercial uses will most likely draw the majority of their customers. Factors considered in determining the primary trade area for this analysis include: physical and psychological barriers; influence of other competing commercial areas/corridors; area development and redevelopment patterns; and employment concentrations.

The secondary trade area is a larger area from which customers may be drawn to particular, unique, destination-type development components. Today, the condition of the Campus West area as a district does not tend to draw significant patronage from outside the primary trade area due to its current tenant mix and physical condition. However, if the Campus West area were to develop so that it offered unique destination-oriented retail and entertainment uses, its primary trade area could be expanded to include additional neighborhoods. For the purpose of this analysis, consumers within markets outside the primary trade area are aggregated into a single factor by retail category, and are assumed to represent individuals in surrounding neighborhoods, commuters traveling through the city, visitors, and/or nonresident employees**.**

RETAIL SALES

Retail sales activity in the Campus West Area, as reported by the City of Fort Collins, has consistently represented approximately 2.5 to 2.9 percent of the City's total net taxable sales. Over the last decade, city-wide sales have increased of between 5% and 17% per year; Campus West sales have increased between 3% and 11% per year.

RETAIL LEAKAGE ANALYSIS

To determine the types of retail/service categories for which there may be un-met demand in the trade area ("market voids"), a retail leakage analysis was completed for the Campus West area. Retail leakage is determined by analyzing the disparity between actual retail sales within the market area and annual household expenditures. If annual household expenditures exceed total retail sales, this indicates that individuals are spending a portion of their money outside of the immediate market. This phenomenon is termed leakage. Conversely, if annual household expenditures are less than total retail sales, this indicates that area businesses are benefiting from expenditures by persons visiting the area, or "importing" retail sales. **As identified in Table 2, there appears to be significant leakage of dollars out of the trade area.**

Table 1
Demographic and Economic Characteristics
Campus West Subarea and City of Fort Collins
1995-2020

Definition	Area bounded by:				
	North: Mulberry Street				
	South: Prospect Road				
	West: Taft Hill Road				
	East: College Avenue				
Character	Campus Retail; Neighborhood Commercial; Mixed-Use				
Trade Area Draw	1/2 Mile to 1 Mile Radius				
Area Demographics					
	1995	**2005**	**2015**	**2020**	**CAAGR***
Population Growth					
Trade Area	1,440	1,525	1,600	1,640	0.52%
City of Fort Collins	122,000	156,900	192,000	212,900	2.25%
Household Growth					
Trade Area	3,606	3,810	4,010	4,094	0.51%
City of Fort Collins	49,200	63,800	78,700	87,200	2.32%
Employment Growth					
Trade Area	6,995	7,530	8,105	8,419	0.74%
City of Fort Collins	56,200	74,900	93,400	104,800	2.52%

*Compound Average Annual Growth Rate

Source: City of Fort Collins Advance Planning Dept.; Claritas, Inc.; and Leland Consulting Group.

Exhibit 1
Taxable Sales Comparison

Year	Net Taxable Sales Campus West Area	Net Taxable Sales All Fort Collins	Percent
1990	$ 21,725,761.00	$ 783,001,486.00	2.8
1991	$ 23,880,481.00	$ 825,042,982.00	2.9
1992	$ 26,243,007.00	$ 916,402,139.00	2.9
1993	$ 29,219,259.00	$ 1,013,868,083.00	2.9
1994	$ 31,034,983.00	$ 1,113,082,829.00	2.9
1995	$ 32,840,197.00	$ 1,192,391,152.00	2.8
1996	$ 35,665,245.00	$ 1,273,324,195.00	2.8
1997	$ 37,530,525.00	$ 1,363,095,220.00	2.7
1998	$ 38,562,558.00	$ 1,506,624,242.00	2.6
1999	$ 41,641,307.00	$ 1,647,695,224.00	2.5

Table 2
Demand by Land Use
Campus West Subarea and City of Fort Collins
1995-2005

Retail Market Conditions	
	Fort Collins Market Area
Annual Retail Sales Growth:	10.4%
Net Taxable Sales (1998):	$1,506,624,242
Study Area Retail Vacancy Rate:	6.1%
Study Area Retail Lease Rates:	$11.00 - $15.00
New Retail Construction (1998):	536,275 SF
Proposed Retail Construction (1999):	1,015,400 SF
	Study Area
Net Taxable Sales (1998):	$38,562,558
Aggregate Expenditures*:	$88,898,000
Uncaptured Sales Potential (Retail Leakage):	**$50,335,442**
	Demand Analysis
1995 Households:	49,200
2005 Households:	63,800
Household Growth: 1995-2005	14,600
Annual Avg HH Expend for Select Categories*: 2005	$15,600
Agg Sales Potential from HH Growth: 1995-2005	$227,760,000
Imported Sales from Outside Market Area:	40%
Total Retail Sales Potential: 1995-2005	$318,864,000
Supportable SF for the Study Area: 1995-2005	1.6 million
Annual Average Demand: 1995-2005	160,000 SF

* Categories include those featured in a community/neighborhood ctr.

Office Market Conditions	
	Fort Collins Market Area
Annual Employment Growth:	2.5%
Office Vacancy Rate:	9.2%
Office Lease Rates:	$15.00 - $21.00
New Office Construction (1998):	292,000 SF
Proposed Office Construction (1999):	338,800 SF
	Demand Analysis
1995 Office Employment*:	33,700
2005 Office Employment*:	44,900
Total Employment Growth: 1995-2005	11,200
Office Square Feet Per Employee:	200
Total Demand for Office Space (SF): 1995-2005	2,240,000

Industrial Market Conditions	
	Fort Collins Market Area
Annual Employment Growth:	2.5%
Industrial Vacancy Rate:	1.9%
Industrial Lease Rates:	$6.00 - $10.00
New Industrial Construction (1998):	650,000 SF
Proposed Industrial Construction (1999):	388,000 SF
	Demand Analysis
1995 Industrial Employment*:	14,100
2005 Industrial Employment*:	18,700
Total Employment Growth: 1995-2005	4,600
Industrial Square Feet Per Employee:	550
Total Demand for Industrial Space Employees (SF): 1995-2005	2,530,000

* Primarily workers in Finance, Insurance, Real Estate (FIRE), Services and Government sectors.

Residential Market Conditions	
	Fort Collins Market Area
Annual Population Growth:	2.3%
Annual Housing Const (Units):	1,500
	Study Area
Annual PopGrowth:	<1.0%
Total Housing Units 1995:	3,606
Total Housing Units 2020:	4,094
Annual Average Housing Unit Increase:	20
	Demand Analysis
1995 Households:	49,200
2005 Households:	63,800
Total Household Growth: 1995-2005	14,600
Multi-Family Housing	
Estimated Percent MF Households:	35%
Total Demand for MF Housing (Units): 1995-2005	5,100
Single Family Housing	
Est Percent SF Households:	65%
Total Demand for SF Housing (Units): 1995-2005	9,500

DEMAND ANALYSIS BY MARKET SEGMENT

Based on supply and demand factors for future trade area growth across several land uses, market opportunities were identified from which development programming possibilities could be analyzed. Demand estimates by land use are summarized in Table 2. A summary of specific market opportunities by use are summarized in Table 3. Given that Campus West is primarily a retail commercial area today, and is expected to continue to be a retail commercial node in the future, a more detailed analysis of demand for retail space was completed. This analysis is described as follows.

RETAIL MARKET ANALYSIS

Demand for retail/service space is based on retail expenditures and resident spending patterns within a trade area. The retail demand analysis presented here focused initially on retail opportunities which were "un-met" as measured by expenditures made outside the area. Growth in resident spending patterns served as the future level of support for retail space, by sub-category, in the trade area as presented in Table 3.

Table 3
Market Opportunities by Land Use Category
Campus West Subarea and City of Fort Collins
1999-2004

	City of Fort Collins		*Campus West Subarea*	
Land Use	**Short-Term 1 to 3 Yrs**	**Mid-Term 3 to 5 Yrs**	**Short-Term 1 to 3 Yrs**	**Mid-Term 3 to 5 Yrs**
Retail				
Specialty Retail	X		X	
Entertainment Retail	X			X
Neighborhood-Serving	X		X	
Office				
Corporate Campus		X		
Class B - Speculative		X		
Service Office	X		X	
Incubator Space	X		X	
Build-To-Suit	X			
Housing				
Rental Apartments	X		X	
Rowhouse/Townhouse	X		X	
Condominiums	X		X	
Live/Work Lofts	X		X	
Affordable Housing	X		X	
Industrial				
Flex Space	X			
Warehouse		X		
Incubator Space	X			

Source: Leland Consulting Group.

Table 4
Retail Expenditure Growth by Category
Campus West Subarea
Primary Trade Area (1 Mile Radius)
1999-2004

Category:	1999 Consumer Expenditure	2004 Consumer Expenditure	1999-04 Expenditure Growth	Projected % of Sales Beyond TA	Total Potential Sales	Typical Sales Per SF	Supportable Retail Space	Typical Store Size
Food and Drink								
Food at Home	$47,493,000	$60,614,440	$13,121,440	15.0%	$15,089,656	$330	45,726	50,000
Food Away from Home	$31,738,000	$40,506,624	$8,768,624	30.0%	$11,399,211	$200	56,996	4,500
Alcoholic Beverages	$5,533,000	$7,061,666	$1,528,666	35.0%	$2,063,699	$300	6,879	2,400
Miscellaneous Personal Items								
Smoking Products/Supplies	$3,399,000	$4,338,081	$939,081	40.0%	$1,314,713	$220	5,976	1,000
Household Equipment								
Household Textiles	$1,860,000	$2,373,884	$513,884	15.0%	$590,966	$130	4,546	1,900
Furniture	$6,397,000	$8,164,373	$1,767,373	15.0%	$2,032,479	$100	20,325	5,000
Floor Coverings	$1,849,000	$2,359,845	$510,845	10.0%	$561,929	$130	4,323	2,700
Major Appliances	$2,585,000	$3,299,188	$714,188	10.0%	$785,607	$200	3,928	4,800
Small Appliances/Houseware	$1,827,000	$2,331,766	$504,766	15.0%	$580,481	$180	3,225	3,000
Misc Household Equipment	$7,548,000	$9,633,373	$2,085,373	20.0%	$2,502,448	$180	13,902	3,000
Apparel								
Women's Apparel	$9,812,000	$12,522,875	$2,710,875	20.0%	$3,253,050	$175	18,589	3,000
Men's Apparel	$5,679,000	$7,248,003	$1,569,003	20.0%	$1,882,804	$200	9,414	3,000
Girl's Apparel	$942,000	$1,202,257	$260,257	25.0%	$325,322	$175	1,859	2,500
Boy's Apparel	$1,182,000	$1,508,565	$326,565	20.0%	$391,878	$175	2,239	2,500
Infant's Apparel	$1,065,000	$1,359,240	$294,240	25.0%	$367,800	$175	2,102	2,500
Footware	$4,208,000	$5,370,593	$1,162,593	20.0%	$1,395,111	$150	9,301	3,000
Other Apparel Products	$4,170,000	$5,322,094	$1,152,094	30.0%	$1,497,722	$225	6,657	1,200
Entertainment								
Fees and Admissions *	$8,185,000	$10,446,365	$2,261,365	10.0%	$2,487,501	$75	33,167	15,000
TV, Radio & Sound Equipment	$9,519,000	$12,148,924	$2,629,924	25.0%	$3,287,405	$225	14,611	2,200
Other Entertainment Equipment	$11,908,000	$15,197,961	$3,289,961	25.0%	$4,112,451	$240	17,135	2,500
Reading Materials	$4,143,000	$5,287,635	$1,144,635	30.0%	$1,488,025	$165	9,018	2,600
Shelter and Related Expenses								
Maintenance/Repair Supplies	$3,809,000	$4,861,356	$1,052,356	25.0%	$1,315,446	$140	9,396	35,000
Transportation Expenses								
Gasoline & Motor Oil	$17,703,000	$22,594,013	$4,891,013	40.0%	$6,847,418	$275	24,900	2,200
Automotive Maintaince/Repair	$21,572,000	$27,531,946	$5,959,946	25.0%	$7,449,932	$125	59,599	6,000
Health Care								
Prescription Drugs/Medicines	$2,667,000	$3,403,843	$736,843	25.0%	$921,054	$225	4,094	8,500
Total Trade Area	**##########**	**$288,444,579**	**$71,651,579**	--	**$73,944,108**	--	**387,906**	--

Source: Claritas, Urban Land Institute and Leland Consulting Group.

REVITALIZATION STRATEGY

The prevailing lesson from redevelopment efforts in the 1990's is that successful revitalization themes need to reflect the unique character of the local market. While commercial districts must accommodate traffic and parking, outdated commercial strips can evolve into something new which embodies local values regarding the need for "a sense of place".

People are drawn to places because of ambiance and experience. They want convenience and efficiency, but they also want to feel part of a true community. The challenge for communities whose commercial nodes are also arterial thoroughfares is balancing the need for traffic flow with the vision of the community. Despite the challenge, there are examples of success across the country and the state. The consultant team offers the following basic rules as potentially relevant to Campus West, Fort Collins, over time.

Rules for Reinventing Commercial Nodes

1) Ignite Leadership / Nurture Partnerships
Have a plan and strategy; create partnerships to implement the strategy; involve the community, owners, tenants, and government; have a management mechanism that can: do marketing/ promotion, coordinate information, improve security, manage traffic and parking; and, coordinate public agency efforts.

2) Anticipate Evolution
Respond to the markets' desire for a sense of community (public gathering places, more livable environments, more convenience in daily life); retail competition is intensifying (new formats, non-store shopping); markets for retail real estate are changing (elderly, singles, two income, single parents, immigrants) and retail products are changing in response (town centers, street fronts, lifestyle, entertainment); new types of housing are needed for the new consumers (cluster, patio, zero lot line, residences over shops); and, residents are demanding new amenities (services, parks, recreation, dining out).

3) Know the Market
Revitalization and development plans should be guided by an understanding of the market; know what the trade area can be in the future; different arterials serve different types of markets depending on access, competition, and area demographics; and, commercial corridors without regional access will most likely reflect the demographics of the immediate area.

4) Prune the Retail-Zoned Land
Scale the amount of retail-zoned land commensurate with the size of the market; do not line every arterial with retail; and, limit the surplus of retail-zoned land since too much supply makes it easier to abandon old centers and keep extending the strip.

5) Pulse the Development
Use key intersections (and/or major transit stops) to create walkable cores; utilize higher densities to facilitate vertical mixed-use (3 stories and above) and to achieve pedestrian concentrations which create an active street in strategic places; use public investment/public-private partnerships to create public facilities as seeds or inducements for creating special focus areas (e.g., library, school, administrative centers; and, use special development and public implementation tools (BIDs, URAs, sales tax reimbursement, capital improvements) to achieve new live-work, high-value community development.

6) Tame the Traffic
Understand the purpose of the road – as a "seam" vs. "edge"; as a seam - speeds <30 mph, volume/capacity accommodates the needs of through and destination traffic, traffic includes primary destination, stop-in and through; depending on its purpose, some traffic can be a good thing (20,000 to 30,000/day), while too much traffic can be a problem; transit may facilitate a role for residential, office, seasonal retail employees; the role of pedestrians will be important in select locations; limit vehicular and pedestrian conflicts by consolidating driveways, connecting parcels, providing supporting roads, and limiting median openings; and, size parking to demand, encourage sharing.

7) Create the Place
Create a distinct "Place Making Tool Kit" to foster concentration points within a corridor; people are drawn to places that appeal to all the senses – sight, smell, noise, touch and taste; educate the delivery system to the following: the presence of people maximizes retail health, rents and as a consequence capital value; and, a conceptualized development co-located with other well conceptualized developments is worth more in real estate value than a stand-alone building in a sea of car parking. (See discussion below.)

8) Diversify the Character
Improve the human scale of the street through mixed-use developments; provide mixed-use designations in zoning; concentrate mixed uses along larger streets, thus conserving adjacent single-family neighborhoods; and, encourage mixed-use projects which serve to create pedestrian usage in lieu of short-run vehicular trips.

9) Eradicate the Ugliness
Advance the aesthetic experience of the environment - entrances, outdoor space, and parking; improve arterial edges by introducing medians, large nursery stock trees and green areas; improve the pedestrian experience with sidewalks and crosswalks; introduce ample and appropriate lighting, organized and appropriate signage, cafés and outdoor dining; place retail and restaurant facilities close to and parallel to the arterial road with parking behind; and, address architectural excellence.

10) Put Your Money and Regulations Where Your Policy Is
If a City expects others to invest, the City must invest; make capital improvements that achieve multiple purposes (e.g., traffic flow, aesthetic and environmental improvements); use public facilities as part of your strategy (e.g., joint use); consider public purchases to deal with parcelization and land assembly; zoning policy must implement the strategy, including effective by-right development standards; integrate public services and actions by multiple agencies; and, abate nuisances.

SUMMARY

Several demographic indicators for the Campus West Primary Trade Area suggest steady, modest growth, based on past trends and existing development. Still, communities throughout the Front Range host numerous examples of redevelopment and infill projects which have provided the spark to enhance previous trends. The success of these projects provides proof that slow population and household growth should not be considered a deterrent to new investment in the Fort Collins' Campus West area.

Campus West has the opportunity to penetrate target markets beyond the immediate resident and student, including a large daytime employment base, visitors, and commuters: if the area is able to create a distinct "brand image" for itself that more consumers identify with, and attract a mix of uses including unique destination-type uses, it should be able to draw from beyond its primary trade area.

The Campus West area, while maintaining a significant inventory of retail and commercial space, relative to the size of the community, is under-stored. In other words, there are niche opportunities for select store types which currently are not present in the area, thereby forcing resident consumers to shop in other markets.

Based on the potential retail/service spending patterns of residents, the trade area has the ability to support a level of retail development beyond what is present today, justifying its reemergence as a distinct commercial/retail submarket within the City. Industry trends indicate a growing demographic profile of knowledgeable and price-conscious shoppers that are demanding a higher degree of merchandise selection, price/value correlation and shopping convenience. Given this shopper profile, the success of future retail development by both large chains and small independent retailers will be dependent on their facilities providing the most modern and strategic location, appropriate to meet the needs of the area's demographics.

In summary, Campus West has the potential to be a unique development opportunity – a place where live/work/shop/play activities are encouraged through increased concentrations of residents and employees, mixing of appropriate land uses, and the creation of pedestrian-oriented development and public streets.

4. Planning Objectives

The consultant team distilled early analysis and discussion of issues into the following objectives, which were then considered as preliminary alternative plan concepts were generated.

Improve bicycle/pedestrian safety; bike lanes/comfortable sidewalks.

Make area have unique, desirable identity and character.
(A place to go to, meet, walk, stroll, sit, hang out, take visitors, etc.)

Increase, not decrease, parking.

Better pedestrian crossings.
(Especially Shields. Also Elizabeth mid-block for retail center with interaction between both sides).

Need a plan – the more visionary, the better.
(Foster a shared vision among many owners, add value, spark imagination).

Retail: appeal to more than just students.
(i.e., attractive to WCNP neighborhood and other traffic).

Make area a community destination.

Address floodplain constraints.
(Clarify no-rise policy impact on build-to line standards; emergency access policy impact on median refuges in Elizabeth; and flood-proofing requirements' impact on building/sidewalk urban design ideas).

Reduce overwhelming dominance of cars.
(i.e. speeding, aggressive driving, numerous conflicts, noise, fumes. Parking and traffic should support, not replace, the pedestrian life of the district).

Connect housing and Elizabeth commercial.

Implement with public/private partnership.
(Plan benefits larger W. Central Neighborhood and community; not just study area; costs of redevelopment can't be covered by revenues; so provide financial incentives).

Add housing/help with student and affordable housing needs.

Sketches from the range of alternatives presented at the second workshop. A) and B) depict minimal change focused on adding streetscape enhancements withing existing development; C) depicts major change based on redevelopment.

A)

B)

C)

5. Plan Alternatives Explored

The process generated a whole range of diagrammatic alternatives for consideration during late summer and fall of 1999. The sketches at left are three out of dozens of sketches and diagrams used. Alternatives were presented by the consultants and discussed at two public workshops, with the intention of narrowing down a large number of ideas to a preferred plan vision with broad consensus. Following each workshop, the implications were discussed further among staff, consultants, the advisory committee, and interested owners.

Alternatives deliberately represented different *degrees* of change combined with different *types* of changes. Some showed all existing buildings only, and others showed probable redevelopment related to street improvements and potential new opportunities. They were presented and discussed in the context of background policies, issues, and objectives. As always, opinions and comments varied widely, ranging from support for the status quo and opposition to change, to support for significant evolution through redevelopment.

The majority of participants, who were not owners of property or businesses in the area, clearly favored a plan vision that aims for redevelopment and evolution into a pedestrian-oriented district along the lines of CC District policies *so long as* the redevelopment is acceptable to existing property owners. The plan vision is the subject of Section 6. Also, there was general agreement on an incremental approach starting with streetscape improvements.

The emerging plan vision was in fact *not acceptable* to property owners, who voiced unanimous opposition to redevelopment-based plan concepts. Owners rallied in opposition to the direction the process was taking, became involved as a group, and redirected the process to focus more on their concerns and seek acceptable solutions.

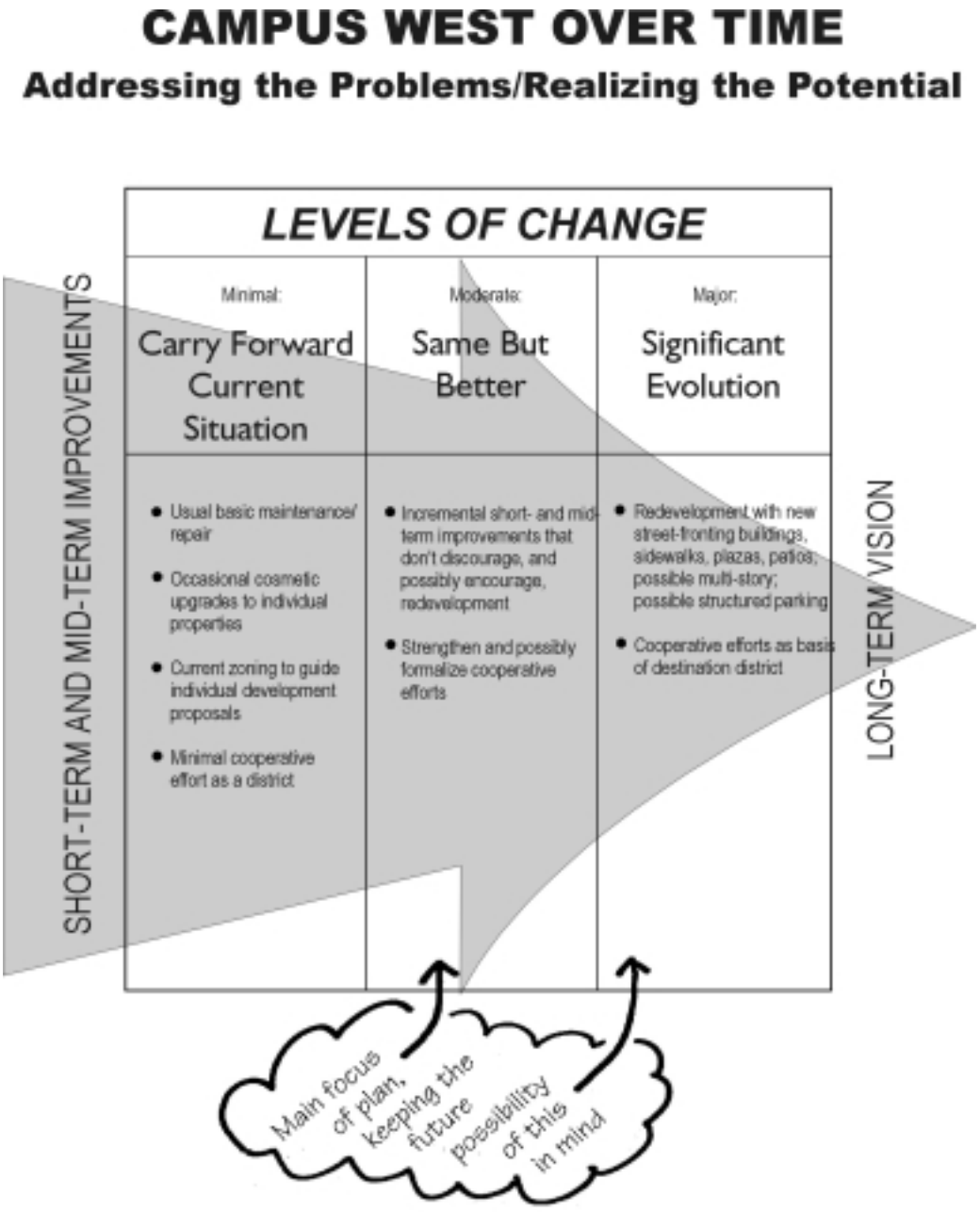
Four of the main concerns were: 1) that an officially adopted plan based on redevelopment would cast a cloud of doubt or stigma on the viability of existing buildings for leasing and tenant investment; 2) that a funding package with financial incentives should be offered, and not a plan vision with costly improvements, supported by the general public, to be imposed on owners; 3) that the plan vision may look good in sketches but is not viable -- any viable plan should come primarily out of an owner's group; and 4) that planning should focus on a three basic areas, working with an owners' group: storm drainage, parking, and specific street enhancements that fit within existing development.

Subsequent discussion with owners led to the street recommendations and to the decision to issue this study report documenting the process, without officially adopting a Subarea Plan. This latter decision was made with full agreement among the City Council Growth Management Committee, City Staff, and the consultants.

LEVELS OF CHANGE.

This study was an attempt to look at the whole situation -- from broad, visionary ideas, to particular individual vested interests. Both short-and long-term implications were considered. A log of the various ideas generated is listed on the following pages.

In the end, this report discusses different levels of change, as diagrammed below.



CAMPUS WEST IDEA LOG

IDEA	PROS	CONS	RESULT
Narrow Elizabeth from 4 lanes to 2, to make room for generous pedestrian and bike environment, possibly including parallel parking. Includes variations on couplet/triplet circulation system with Plum and/or University.	Makes room within public R.O.W. to walk, bike, stroll, sit, meet, have events/gatherings in a calmer traffic setting with trees, landscaping, and parking to buffer traffic.	Looks unrealistic to shift much traffic off of Elizabeth. Elizabeth is the natural focus of the district and the natural desired route for traffic. Reduces exposure of retail. Drainage needs more street width, not less. Questions of impact on Plum/University St. housing. Questions about capacity for future traffic increases.	Elizabeth Street needs to remain an arterial classification with 4 lanes, left turn lane, no on-street parking.
City create an attraction on Plum, or do a plan for commercial uses on Plum to spark redevelopment that could prompt updated development on Elizabeth by competition. Somewhat related to ideas above for different traffic distribution.	Some properties on Plum appear more likely to redevelop than commercial property on Elizabeth (i.e. due to apparent deferred maintenance and underutilization of valuable land.)	As a competitive commercial street, Plum has less visibility than Elizabeth, and probably more severe seasonal fluctuation (i.e. holidays and summers could be very slow). Relying on Plum to prompt Elizabeth improvements appears too indirect and uncertain to gain support as a policy solution. Competition from Plum may not be a factor influencing outcomes on Elizabeth when compared to Elizabeth traffic counts.	Zoning permits commercial uses on Plum, but planning focus has not shifted onto promoting competing Plum Street commercial development as a solution to Elizabeth Street issues.
Round-abouts (esp. on City Park) to calm traffic and mark the district. Possibly related to ideas for different traffic distribution.	Slows traffic. Attractive urban design. As a general rule, better traffic flow with less back-up, fewer and less severe crashes. Can be good for pedestrians if used properly by drivers.	At Elizabeth/City Park, very unbalanced traffic N/S and E/W -- a strike against roundabouts. Pedestrian & bike safety questions -- Regular street corner appears better in this case. Storm drainage impacts. Might decrease visibility of retail area upon approach from west.	Cost and questions appear to outweigh pros.
Medians on Elizabeth.	The access control helps capacity. Attractive urban design. Reduces conflict and confrontation in vehicle turning maneuvers. Reduces scale of paved street. Space for pedestrian refuge in street crossing.	Reduces direct traffic access to/from some properties; critical questions about impact on existing businesses if not tied to redevelopment with consolidated access points. Maintenance of landscaping. Like any change to Elizabeth, storm drainage questions. Needs big technical analysis.	Little support now; a possible part of a future development plan.

CAMPUS WEST IDEA LOG

IDEA	PROS	CONS	RESULT
Pedestrian crossing(s) on Elizabeth, i.e. short median islands with crosswalks and safe refuge area.	One improvement that can happen in available public space helps with problem of too-long block. Could be lengthened later for more effect and access control. Fits in existing street. A visible gesture to improve looks and pedestrians without many prerequisites or side effects.	Need to account for effects on storm drainage. Questions whether small islands will surprise drivers, create hazards. Questions of false sense of security for pedestrians.	Well supported, looks do-able. Noted on study recommendations.
Intersection of Shields/ University: pedestrian/bike crossing.	Visible support for pedestrians with physical design. Possibilities include a special crosswalk and pedestrian signal. Relative importance depends on whole approach.	Cost. New friction for arterial traffic in heavily congested location. Questions about City/CSU roles.	No significant role in any larger plan to offset impact on traffic flow.
Intersection of Shields/Plum: pedestrian/bike enhancements.	Accommodate pedestrians better with physical design.	Space limitations of existing development may be severe.	No particular priority emerged; existing signal works okay.
Intersection of Shields/Plum: Pedestrian Overpass	Unimpeded connection between housing and campus at key entry.	Space limitations on west side. Huge, expensive structure; cost/benefit questions.	Major questions remain. A whole separate project for ongoing discussion with CSU. Might be more justified with extensive Plum redevelopment.
Intersection of Shields/Plum: left turn lane on Plum.	Help northbound left turn onto Shields, possibly relieve Elizabeth slightly.	Space limitations of existing development may be severe. Dedicating space and time for one movement takes it from others.	No particular priority emerged. Needs more analysis.
Remove bike lanes from Elizabeth to remove conflicts. Partly related to ideas for different traffic distribution.	Clear separation of a route for cars (Elizabeth) and routes for bikes (elsewhere) between City Park and Shields.	Similar to traffic diversion: difficult/impossible to divert bikes off natural route to campus; bikes will be on Elizabeth regardless, but worse problems without lanes.	Keep bike lanes on Elizabeth.

CAMPUS WEST IDEA LOG

IDEA	PROS	CONS	RESULT
East/West travel corridor on north side of Elizabeth, running behind properties facing Elizabeth and properties facing Plum (i.e. a rear bike/pedestrian path).	Quieter, safer dedicated space separate from vehicle traffic. Could be an integral part of redevelopment as convenient, secondary circulation, tying rear parking areas together, with convenient connections to Elizabeth, Shields, and any new N-S street or walkway spine.	As a focus and a through-route, is out of the way for people on foot and bikes, separating them from main frontage. Puts energy and money in back; not likely to "get legs" and be reinforced by much investment in back side of properties. Risk of energy/money going counter to City Plan goals calling for development that's more street-oriented ("healthy cities spring from streets" idea). Introduces unwanted access into Cambridge House/St. Paul's back yards. Constraints due to existing development look severe, e.g. condo parking lot and shallow lot depths generally.	No momentum as a primary concept.
East/West travel corridor on south side of Elizabeth, running between properties facing University and properties facing Elizabeth (similar to above idea on north side).	Quieter, safer dedicated space separate from vehicles. Could be an integral part of redevelopment tying parking areas more directly to Elizabeth, Shields, and any new N-S cross-connection.	As a major focus of energy and money, general comments about north side, above, seem to apply. (As a secondary, additional connection, these 'cons' may not apply).	No momentum as a primary concept.
Intersection of Shields/Elizabeth: Pedestrian islands/refuges in Shields with special enhanced crosswalks.	In general, improves perceived and actual safety. Reduces large scale of street with less distance to a safe area when crossing. Attractive urban design. Physical environment reinforces right of pedestrians to be there, may help with confrontations.	Extending median noses to crosswalks conflicts with turning vehicles. Space limitations of existing development and roadway may be insurmountable. Without widening Shields, any island refuge would be only 3 feet wide in any case. Intersection and crosswalks are fairly new (1995).	Enhanced crosswalks may be worthwhile and do-able. Median changes appear prohibitive. Needs technical follow-up.
Explore relationship of Moby Arena parking lot/future parking structure to Shields/Elizabeth intersection.	Highly relevant for parking structure as shown on CSU Master Plan, less so for the existing parking lot.	Master Plan parking structures are a very tentative concept.	Good idea for ongoing discussion with CSU, but not a driving issue in main alternatives so far.

CAMPUS WEST IDEA LOG

IDEA	PROS	CONS	RESULT
Add streetscape enhancements to fit existing Elizabeth R.O.W. and physical conditions; (e.g. sidewalks, landscaping, patio spaces, furnishings, lighting, signage, etc.)	Improve everyday quality of life for a whole range of users. A key to a positive, memorable experience of the city. Could be the easiest way to get some upgrades in the shortest time frame.	Energy and money could reinforce existing substandard patterns rather than encourage redevelopment based on higher potential. Putting energy and money into skinny strips may not be worth it. Could just constrain skinny areas more. Always difficult to account for costs and benefits (sandwiched between traffic lanes with their formulas for flow and funding, and private development with its formulas for parking and profit).	Reflected in study recommendations for special reduced street standard design. Streetscape in some form is the basis of all alternatives seriously considered.
Design special standards to widen Elizabeth as needed for bike lanes, streetscape with more ample space to accommodate multiple needs.	Improve everyday quality of life for a whole range of users. A key to a positive, memorable experience of the city.	Constrained by existing development, may require loss of a few parking spaces in particular locations. Always difficult to account for costs and benefits (sandwiched between traffic lanes with their formulas for flow and funding, and private development with its formulas for parking and profit).	A key part of study recommendations.
Grade separation for bikes and pedestrians crossing Shields, somewhere between Plum and University.	Pedestrians can avoid being exposed to car traffic, bicyclists as well in the case of a tunnel.	Space constraints severe at Elizabeth and at Plum. Tunnel: utility conflicts, flooding at Elizabeth and at Plum. Overpass: Probably doesn't help with bikes. Without strong, logical origins and destinations at the second-story level, as in urban skywalk situations, the extra distance up and back down could prevent much use. Huge, expensive structures raise cost/benefit questions.	Major questions remain. A whole separate project for ongoing discussion with CSU. Might be more justified with redevelopment to create integral space and logical focus around such a structure.

CAMPUS WEST IDEA LOG

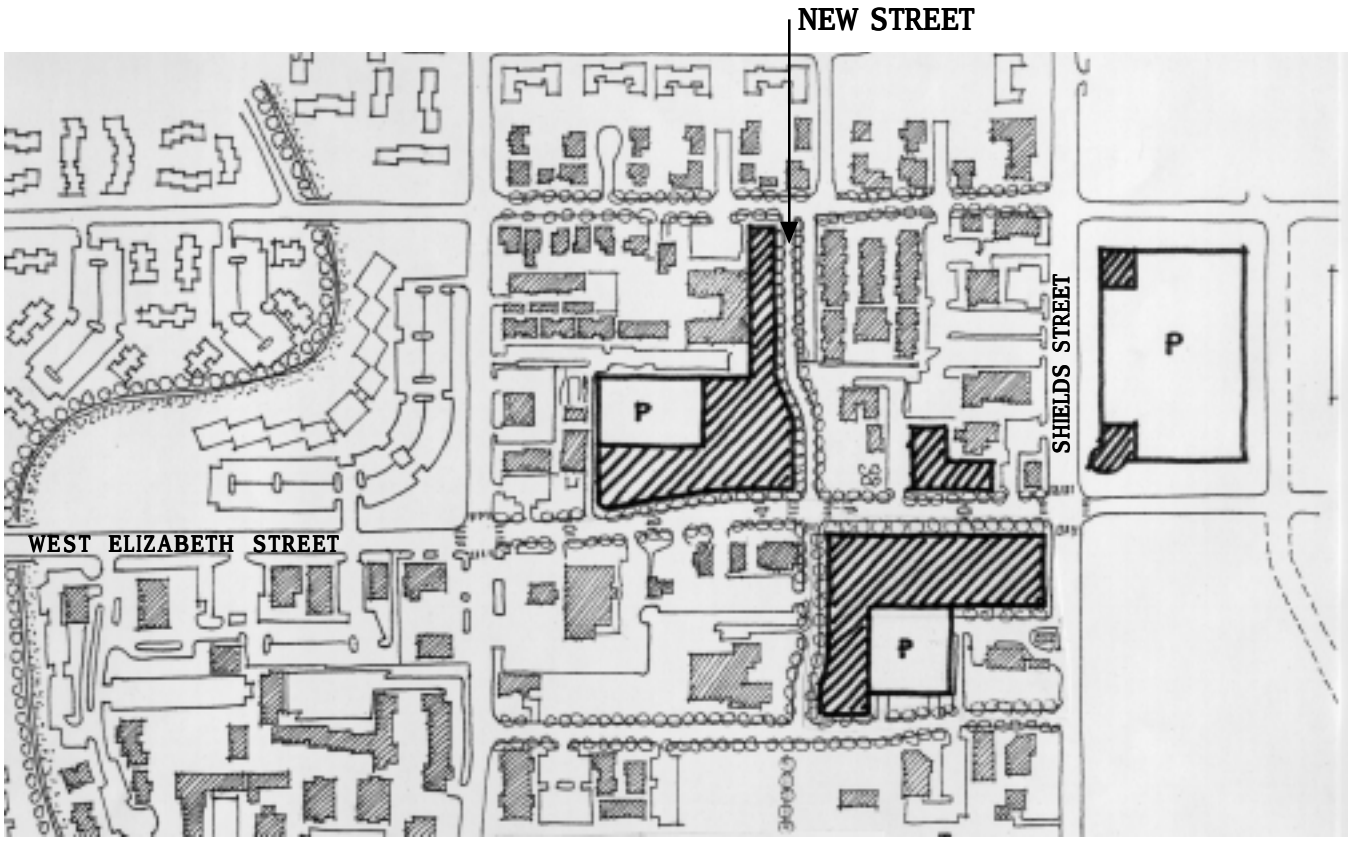
IDEA	PROS	CONS	RESULT
Form Parking District to lease and manage John XXIII parking lot: structure or surface lot.	Could be an integral part of significant transformation, supportive of redevelopment. Could be integral with new N-S cross-street. Would help with discussion of street/sidewalk widening options that take parking along Elizabeth. Could result in better pedestrian connections. Could provide a common voice.	Need direct Elizabeth Street access across adjoining property to north? Church is cautiously considering implications.	Public role, if any, depends on main approach taken to whole area. Sharing of surface lot may happen privately in any case.
Facade improvements/other cosmetic upgrades.	If part of larger vision, could reinforce the character established by the basic arrangement of buildings, their outdoor spaces, and streets.	Could reinforce existing patterns, making it less probable that redevelopment would lead to public improvement of basic layout and progress toward higher potential. If sites don't create pedestrian-friendly streets or equivalent public spaces, then facade improvements don't achieve community vision and goals or solve key plan issues. Money/energy to private buildings as objects, vs public space. As a supporting part of a larger vision, these 'cons' may not apply.	Weak public benefits as a key planning concept; not a key planning issue. May happen privately as part of periodic updating to keep up with trends and styles in retailing.

CAMPUS WEST IDEA LOG

IDEA	PROS	CONS	RESULT
New multi-functional north/south cross street: all travel modes, parking, possible specialized design, traffic calming.	Improves access for all modes. 1/4-mile block too long. New street allows natural, needed N-S movement. Focal point for district. Economic power to stimulate investment and support evolution of district: New commercial frontages may add value to support catalyst real estate projects. Shortened blocks invite walking and attention, may calm traffic. Possible access to rear parking in redevelopment. Introduces public space. Street corners and street fronts are the most important public spaces. Fits policies.	Seriously impacts abutting properties (may be positive and negative). Requires purchase of, or changes to, buildings and parking lots. Requires cooperation of several owners with different interests. Raises major technical and cost issues with no local precedent. Constraints of existing development may be insurmountable.	A key part of an optimal plan vision for the District. A powerful idea widely supported but equally widely questioned as do-able.
New north/south cross spine for pedestrians & bikes only.	1/4-mile block too long. Allows natural, needed N-S movement. Possible access to rear parking in redevelopment. Fits many policies. Could be a very prominent civic space, possibly with new buildings, or simply a convenient path connection. Opportunity to integrate with an Elizabeth crosswalk.	Impacts abutting properties (positive and negative). May lack economic power to justify difficult purchase and assembly of land. Similar connection was removed in the past due to vandalism in inner-block areas.	Cons appear to outweigh pros. A street is far better as a north-south connection for visibility and security reasons. Users include significant numbers of bar patrons going home late at night, creating particular security issues.
Pursue concentrated redevelopment of selected part of the district, e.g. the City Park/Elizabeth corner, a central location on the north side of Elizabeth, or Shields/Elizabeth.	If the right location were found, would model and demonstrate City Plan policies with a tangible project.	Little public interest in picking out a spot and focusing energy and money on it, vs. addressing issues systematically with a district-wide vision and recommendations.	No momentum as a driving concept.

CAMPUS WEST IDEA LOG

IDEA	PROS	CONS	RESULT
Pursue long-term redevelopment oriented around off-street courtyards along Elizabeth, rather than oriented to Elizabeth Street itself.	Allows for development to face comfortable spaces away from traffic impacts.	Lack of visual exposure. Little relation to key aspects of City Plan policies. Pedestrian courtyards would occupy space typically desired for car parking in commercial markets. Space for such courtyards would be particularly hard to justify given competing demands which already exist for limited space. (e.g. City-required sidewalks and landscaping, privately-needed leasable area and parking.)	No momentum as a driving concept. Could be a design approach in any particular redevelopment project. Contradicted by other analysis and opinions favoring street orientation.
Redesignate/rezone the main strip as C, Commercial rather than CC, Community Commercial, to justify an incremental streetscape approach and remove questions/conflicts between existing conditions and CC District policies.	Fits with owners' contention of reality vs. abstract aspirations; i.e. the area is what it is and the market won't support an ambitious vision for redevelopment.	Not an effective way to address issues, make progress toward objectives, capitalize on fundamentals of situation or strategic location.	Keep CC designation/zoning.
Design/build new sidewalk on Plum Street with transportation funds.	Tangible improvement to pedestrian level of service. Discrete project with relatively limited spillover complications.	Typical difficulties of retrofitting infrastructure across multiple properties.	Noted in study recommendations.
Build a standard streetscape from curb to curb; include sidewalks as feasible on each property. Most will be interim, a few can possibly be permanent.	Logical first step establishes a base line to build from, provides long-term bike improvement, shows commitment to area.	Disruption and technical difficulty of retrofitting infrastructure, as opposed to leaving street at current width.	A key part of study recommendations.
City purchase property needed for possible future north-south street connection; manage interim uses if needed until street construction project can be done.	Could make vision more feasible. Shows City commitment. Ultimately, helps access control to reduce transportation conflicts, improves urban form & design. Could include new interim or permanent parking.	Unprecedented in City. Very costly, probably contentious. A typical action of an Urban Renewal Authority; however a URA would need political consensus that does not exist.	Cons outweigh pros; lacks consensus, political support.



Existing buildings outside study area

Existing buildings within study area

Probable redevelopment related to new streets and other improvements

P *Parking structure location to support new development*

Pedestrian connections and streetscape improvements

Conceptual sketch of new street corner, buildings, and streescape looking west across St. Paul's Church front lawn (shown with ideas about civic quadrangle walkways).

6. Vision for a Destination Activity Center

The plan vision explained in this section had been emerging as the preferred alternative, in the exploratory process discussed in Section 5. The study process subsequently took a different direction, and concluded that the time is not right for a plan proactively promoting this kind of major urban redevelopment.

Still, the CC District designation is in place – another conclusion of this study is to retain it. The City's original responsibility and intent was to explore whether and how CC District ideas could work and be positive; this section captures insights on those questions for possible future reference. It describes elements of a physical solution that would best solve the issues, meet policies, and achieve goals. All graphics were done as conceptual depictions only, to aid discussion and exploration of ideas.

MEANING AND USE OF A PLAN VISION

This plan vision prompted questions, concerns, and suspicions about what it would mean or how it would be used.

All along, the answer has been: a plan vision like this would be used to guide changes as they occur over time. Private redevelopment would only occur IF initiated by developers acting in the real estate market.

In other words, such a vision is not a "project" in which the City unilaterally steps in, clears property, and builds buildings as depicted. Rather, a plan vision highlights potential opportunities, and provides a framework for ongoing investments and other decisions. When consensus can be reached at the vision level, then discussion can move on to more specific choices about City street projects, financing mechanisms, and possibly other capital projects as appropriate to cover extraordinary costs and aid desired development.

CENTERPIECE OF THIS PLAN VISION -- A NEW CROSS STREET (SCOTT STREET)

Existing 1/2-block segment of Scott St. on south side of Plum. R.O.W. is 20' wide, surface is unimproved except for gravel.

The "New Cross Street" vision, shown opposite and on the following pages, is centered around a new section of Scott Street and its intersection with West Elizabeth. This vision was widely seen as presenting the best opportunities for redevelopment, with increased value to properties because of: 1) a new retailing corner, 2) new street frontages, 3) a new traffic signal to slow traffic and increase exposure, and 4) a memorable focus and center for the district.

Conceptual sketch looking west down Elizabeth across Shields, depicting the look and feel of street-fronting buildings, a new signalized intersection at a new Scott Street, and a complement of urban design features. Later testing of stormwater implications of this concept showed that in this stretch of Elizabeth, any new buildings would need to be substantially raised with steps, ramps, walls, and railings.

Besides creating value, these aspects of the vision were seen as solutions to other issues in line with City Plan:

- They would provide logical new access to consolidated, rear parking, likely to be at least partly in parking structures. This would eliminate driveway and parking lot conflicts which currently characterize the area, freeing up more of the street for safer, more appealing sidewalks, people places, bike lanes, and medians.

- Redevelopment could include some housing in new buildings. This would add vitality and ambience to the district, add interest to new architecture, and add housing choices in a very convenient location.

POINTS AND ISSUES RAISED BY THIS PLAN VISION

Current Landlords and Tenants. Discussion highlighted the natural dilemma of a community vision for updated development: Current owners, who control initiative, perceive no benefits equal to the disruption and risk for themselves and their tenants. Land assembly or coordination of multiple properties needed for a new Scott Street would involve multiple owners with widely varying interests.

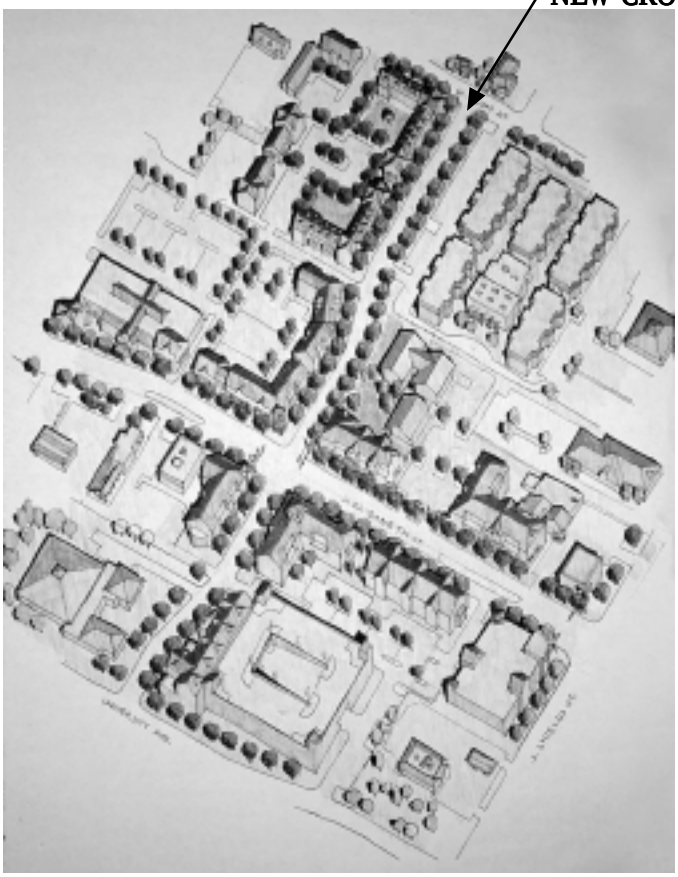
Engineering Objectives for a Wider Street. The vision also highlighted fundamental competing objectives between CC District policies for streets, and certain engineering objectives for vehicle traffic and flood drainage. In response, storm drainage questions are evaluated and explained in Section 8; and a recommended street design is explained in Section 9.

These bird's eye sketches compare ideas about a new cross street (above) with related ideas about a new walkway spine instead of the street (below).

Elizabeth Street runs across the middle of the sketches, with Shields along the lower right edge.

In the whole range of alternatives, various different ideas were depicted in different parts of the district for discussion purposes. Some alternatives depicted only existing buildings, others depicted ideas about possibilities for future new buildings related to a whole vision for the district.

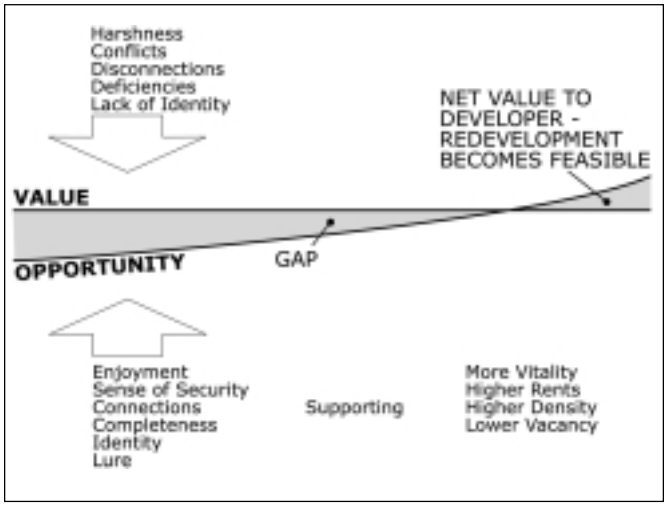
NEW CROSS STREET



NEW WALKWAY SPINE

7. Financial Feasibility of Redevelopment

This section discusses two components of redevelopment meeting broad community goals. It first shows a pro forma analysis method to evaluate *market feasibility* of a given redevelopment concept; and then it also notes some *public incentives* and special gap financing mechanisms that could support or encourage the CC District vision for Campus West.



General diagram of "gap" vs "potential net value to a developer". The question is whether the capitalized VALUE of existing development is higher or lower than the OPPORTUNITY for capitalized value of new development. Redevelopment can become feasible if the potential opportunity increases, with the value of existing development supressed by conditions in the area. The rest of this section explains "capitalized value" in more detail.

The consultants evaluated hypothetical redevelopment of some example properties in Campus West. In all cases, their analysis indicates sizable gaps between potential increased revenues from redevelopment and the cost of doing the redevelopment. This is typical -- redevelopment and retrofitted improvements usually involve extraordinary costs that can not be covered by the private sector alone. Gaps can be especially prohibitive for the private sector when public goals are a large factor shaping a project.

Some of the biggest extraordinary costs are 1) the buyout of existing income streams from developed properties; 2) demolition and clearing; 3) retrofitted streets, sidewalks, utilities, and parking facilities which may include the complications of structured or off-site parking; and 4) tenant relocation/displacement costs. Remediation of hazardous materials contamination is often another significant cost but does not appear to be an issue in Campus West.

Cities often step in with financial mechanisms and cooperative actions to help make desired, strategic redevelopment feasible for the private sector. The key question is the degree of broad consensus and political support behind a vision for redevelopment. Some of the information in this section, particularly on Urban Renewal Authorities, clearly exceeds the degree of consensus in Campus West. Still, the information may raise understanding and serve as a useful reference as changes and decisions occur over time.

The consultants note that redevelopment and revitalization ideas often have to gestate after being discussed for the first time in a given situation. Convincing a market-led economy to trouble with urban design and area development frameworks is an inherent challenge in any situation, and particularly so in situations like Campus West. The consultants believe that working jointly can set the scene to attract investment, but the market must become convinced of this.

Support for these ideas may increase as community leaders, owners, investors, and citizens continually weigh possibilities for real estate value, updated infrastructure, and enhanced 'people places' in the city.

Spreadsheet Caveats:

The numbers used for costs and rents are rough estimates by the consultants. To confidently do a pro forma for a real project, actual numbers would be subject to considerable refinement with far more detail.

The consultants caution that these examples have the potential to create strong reaction from owners or local professionals (e.g. "my property is worth more than that today, the market won't support those rents, market demand is not there for these kinds of uses"). However, the main point of this exercise is not the numbers in the formula; rather it is to show how different numbers can be plugged in to test the conceptual feasibility *of a development concept.*

In particular, spreadsheets reflect no attempt to account for any larger, off-site district improvements such as streets or district parking facilities, or drainage easements, which could come into play in a significant redevelopment plan.

Explanation of Terms:

The 20,000 SF figure for building size is based on a concept for a two-story building, which is replacing an existing 10,000 SF one-story building.

Operating Expenses refers to utilities, taxes, insurance. These lead to the term 'net rent', 'triple net', or 'NNN rent' when these are paid by the tenant and subtracted from gross rent. Day to day maintenance is also included as an operating expense.

Non-Recoverable Management Expense refers to other costs of ownership such as legal and accounting fees.

Capital Reserve refers to a reserve fund for major structure or mechanical maintenance.

Capitalization Rate depends on general financial conditions which offer alternative investments to investors; and also on investment risk due to stability of the area.

1. CONCEPTUAL PRO FORMA FEASIBILITY ANALYSIS

The following spreadsheets are intended to help understand the factors in redevelopment financing. These formulas were used to test feasibility of redevelopment according to the vision in Section 9. They show key variables that indicate whether a desired redevelopment concept could be financially feasible for investors.

In spreadsheet 1, two sides of the equation are estimated and compared: first, the value of new development, and second, the cost of doing the development.

Estimating Finished Value of a Redevelopment Project:

1. Start with the **size** of the new building in a conceptual development plan for a given site.

2. The next step is to select a target rent for the new building in line with local market conditions. Then subract operating expenses, a vacancy allowance, and ownership expenses as shown to determine **Net Operating Income** (NOI) from the new building. This is the number typically examined by investors to understand feasibility.

3. The NOI can now be used to assign a **value** to the new development: divide the NOI by the return on investment a developer would need to make the project feasible. This return is called the capitalization rate (cap rate). This step derives the amount that could be invested which would return 11% based on the NOI of $266,388: that is, $2,421,523; so that is the market value of the new development. If a 12% return were required to justify investment, then the cash flow would only support a value to an investor of $2, 219, 729.

Estimating the Cost of Doing the Redevelopment:

4. The first cost is to **acquire the property at market value**. To estimate market value, start with the size of the *existing* building and apply the same formula explained in 1) above: research existing rent levels (about $12 NNN is used for Campus West) and subtract expenses to find existing NOI. Assuming a cap rate of 11%, the consultants estimated a market value of about $100 per square foot for a typical Campus West building, using this formula. So, in the hypothetical example, a property with a 10,000 s.f. building will cost a developer $1,000,000. For perspective, a cap rate of 9% would yield a value of $121 per square foot; 13% would yield a value of $84 per square foot for existing buildings.

Explanation of Terms Continued from previous page:

The cap rate is a negotiated, dynamic factor that typically varies between extremes of 7.5% and 15%. Lower rates go with more secure environments with stronger growth potential, thus the value is higher. In Campus West, consultants believe investors would need a return, or cap rate, of about 11 or 12% to justify investment at the time of this writing.

This formula highlights the fact that the market value of almost all commercial property is determined mainly by the income the property produces, including the stability of that income; vs the age or quality of construction, aesthetics, or other visibly apparent conditions of the property.

5. Next, add the costs of **demolition** of existing development and **design and construction** of new development.

6. Add a cost assumption for **construction interest**.

7. Total 4 through 6 above as shown, to estimate **total development cost**. If this cost is lower than the value of the new development, then the project may be feasible as an investment in the real estate market. If not, then the gap suggests the project is not feasible because investors can not get the required return and so will simply invest elsewhere.

At this point, the variables can be adjusted to show what it would take to make the development concept feasible, e.g. higher rent, lower cap rate which raises the value of new development, or municipal subsidy applied to certain costs, also known as gap financing.

1. REDEVELOPMENT COST FEASIBILITY
Hypothetical Example of New Development Value vs Cost

Szymanski / Ray

				per SF	Total @ 20,000 SF
1	**Finished Value - New 20,000 SF building on 30,000 SF site**				
	Gross Rent paid by Tenant			$20.00	$400,000
	Operating Expenses			-$6.50	-$110,000
	Net Rent to Landlord			$14.50	$290,000
2	Vacancy Allowance @		5.0%	-$0.73	-$14,500
				$13.78	$275,500
	Non-Recoverable Management Expense @		1.5%	-$0.21	-$4,133
	Capital Reserve @		$0.25	-$0.25	-$5,000
	Net Operating Income			$13.32	$266,368
3	Capitalized Value @		11.0%	$121.08	$2,421,523
	Capitalized Value @		12.0%	$110.99	$2,219,729
	Development Cost				
4	Acquisition - 30,000 SF land w/ 10,000 SF building @ $100 per SF of building				$1,000,000
	Remediation & Demolition				$50,000
	Off-Site Utilities, Streets, Sidewalks...				$0
5	On -Site Utilities, Paving, Landscape...	30,000	SF @ $3.50		$105,000
	Vertical Construction (no parking structure)	20,000	SF @ $80.00		$1,600,000
	Sub-Total Above				$2,755,000
	Soft Costs @ (of remediation, site & construction)		10.0%		$175,500
	Sub-Total Above				$2,930,500
6	Construction Interest @ (of total above)		8.0%		$234,440
7	Total Development Cost			$158.25	$3,164,940
	Net Value (GAP)				
	Net Developer's Value (Gap) at Capitalization =		11.0%	-$37.17	-$743,417
	Net Developer's Value (Gap) at Capitalization =		12.0%	-$47.26	-$945,211
	Breakeven Rent Required to Breakeven @ Capitalization =				
	Net		11.0%	$18.80	
	Gross			$24.30	
	Breakeven Rent Required to Breakeven @ Capitalization =				
	Net		12.0%	$20.47	
	Gross			$25.97	

Explanation of Terms:

The figures shown are per-foot average estimates by the consultants based on experience with typical situations similar to the concepts discussed in this study. Vertical Construction refers to the building, also sometimes called the core and shell plus tenant improvements.

Spreadsheets 2 and 3 take a slightly different approach to the same basic formula: they show how to derive the rent that would be necessary to break even on a given project. This is simply another way of examining feasibility -- by allowing a developer to consider whether the rent looks realistic given local market conditions and likely tenants. Also, the two spreadsheets compare the financial effect of structured vs surface parking. The Retail column on the right side of each spreadsheet is probably most relevant to Campus West.

The spreadsheets derive the amount of money an investor would need to spend on the development project, per square foot of building, combined with an assumption that they would need a 12% return to justify the investment. This is the amount the rent needs to cover (rent is shown per square foot of building).

Estimating the Costs to be Covered by Rent:

❶ This formula starts with some basic parameters of a development concept. The key figure is the site s.f. per s.f. of building, or ratio of floor area to site area.

2. DETERMINING BREAKEVEN RENTS USING CONCEPTUAL COSTS
Surface Parking, Conventional Suburban, Vehicle-Oriented Development Concept

9-Nov-01
Szymanski / Ray

			Residential	Office	Retail
Parking Spaces per 1,000 SF of Building (space = 400 SF)			1.50	3.50	5.00
Height of Parking (1 = surface)			1	1	1
Landscape & Walkways @ % of site			20%	20%	20%
Site SF per SF of Building			2.00	3.00	3.75
Development Cost					
Site Acquisition per SF of Land			$25.00	$25.00	$25.00
Site Acquisition per SF of Building			$50.00	$75.00	$93.75
Remediation & Demolition			$0.00	$0.00	$0.00
Off-Site Utilities, Streets, Sidewalks...			$0.00	$0.00	$0.00
Parking Structure Cost @ 400 SF / space	$10,000	per space	$0.00	$0.00	$0.00
On -Site Utilities, Paving, Landscape... @	$3.50	per SF of land	$7.00	$10.50	$13.13
Vertical Construction - core & shell			$70.00	$70.00	$70.00
Tenant Improvements			$10.00	$20.00	$0.00
Sub-Total Above			$137.00	$175.50	$176.88
Soft Costs @ (of remediation, site work & construction)		10.00%	$8.70	$10.05	$8.31
Sub-Total Above			$145.70	$185.55	$185.19
Construction Interest @ (of total above)		8.00%	$11.66	$14.84	$14.82
Total Development Cost			$157.36	$200.39	$200.00
Breakeven Rent Required to Breakeven @ Capitalization =					
Assumed Vacancy			5.00%	5.00%	5.00%
Unrecoverable Management Expenses per SF			$0.30	$0.30	$0.30
Annual Capital Reserve			$0.25	$0.25	$0.25
Capitalization Rate			12.00%	12.00%	12.00%
Net Rent Required to Achieve Breakeven			$20.46	$25.89	$25.84
Monthly Breakeven Net Rent			*$1.70*		
Annual Operating Expenses				$5.50	
Gross Rent Required				$31.39	

Note:

In a more intensive development concept with Structure Parking, the key factors are a lower cost of land per square foot of building (since more square feet of building become possible), but much higher spending on parking per s.f. of building. In this example, $17 savings on land cost per s.f of building is offset by $50 in spending on parking.

❷ The first cost of development is the cost of buying the property. This formula uses a cost per square foot of land. For this purpose, an educated estimate based on typical market conditions is used.

❸ The cost of buying the property is converted to a cost per s.f. of building, and added to all the other costs of development as listed.

❹ The amount of rent needed can now be totaled from how much money an investor needs back per year on their investment, plus their ownership costs, plus an allowance for vacancies. To find how much money an investor needs per year on their investment, the development cost is multiplied by the cap rate. (Since by definition, the development cost is the same as the investment because we are finding the breakeven point. In other words, figuring the "return" on development cost is the same as figuring the return on investment.) The investor's ownership expenses are added to the required return on investment; and an allowance for vacancies is figured in. This is how much rent income an investor needs per year.

3. DETERMINING BREAKEVEN RENTS USING CONCEPTUAL COSTS
3-Story Structure Parking, More Urban, Pedestrian-Oriented Development Concept

9-Nov-01
Szymanski / Ray

			Residential	Office	Retail
Parking Spaces per 1,000 SF of Building (space = 400 SF)			1.50	3.50	5.00
Height of Parking (1 = surface)			3	3	3
Landscape & Walkways @ % of site			20%	20%	20%
Site SF per SF of Building			1.50	1.83	2.08
Development Cost					
Site Acquisition per SF of Land			$25.00	$25.00	$25.00
Site Acquisition per SF of Building			$37.50	$45.83	$52.08
Remediation & Demolition			$0.00	$0.00	$0.00
Off-Site Utilities, Streets, Sidewalks...			$0.00	$0.00	$0.00
Parking Structure Cost @ 400 SF / space	$10,000	per space	$15.00	$35.00	$50.00
On -Site Utilities, Paving, Landscape... @	$3.50	per SF of land	$5.25	$6.42	$7.29
Vertical Construction - core & shell			$70.00	$70.00	$70.00
Tenant Improvements			$10.00	$20.00	$0.00
Sub-Total Above			$137.75	$177.25	$179.38
Soft Costs @ (of remediation, site work & construction)		10.00%	$10.03	$13.14	$12.73
Sub-Total Above			$147.78	$190.39	$192.10
Construction Interest @ (of total above)		8.00%	$11.82	$15.23	$15.37
Total Development Cost			$159.60	$205.62	$207.47
Breakeven Rent Required to Breakeven @ Capitalization =					
Assumed Vacancy			5.00%	5.00%	5.00%
Unrecoverable Management Expenses per SF			$0.30	$0.30	$0.30
Annual Capital Reserve			$0.25	$0.25	$0.25
Capitalization Rate			12.00%	12.00%	12.00%
Net Rent Required to Achieve Breakeven			$20.74	$26.55	$26.79
Monthly Breakeven Net Rent			$1.73		
Annual Operating Expenses				$5.50	
Gross Rent Required				$32.05	

Spreadsheets 4 and 5 summarize evaluations done on two particular sites in Campus West. These examples show a simplified "back of the envelope" formula to evaluate feasibility based on land value, using typical industry rules of thumb and some supporting background calculations by the consultants which are not shown here for the sake of simplicity.

Comparing Land Cost to Land Value Supportable by New Development:

1. Start with the basic size parameters of a redevelopment concept, as shown.

2. The $95 land acquisition cost figure is derived from background calculations which estimate the value of property per square foot of building, based on cash flow. Here, the cost is rounded up because 1) the corner lot might command a premium, and 2) the cost of demolition is considered part of the land acquisition cost.

3. An existing corner pad building is assumed to be retained. This figure simply represents an educated estimate of the likely value.

4. This land value supportable by new development is an educated estimate of what new development can typically afford to pay for land, per square foot of finished building. This is a commonly used measure in the commercial real estate industry. It is used to get a rough idea of the general magnitude of cost and value before doing more detailed analysis. Certain lucrative businesses can afford to pay more for land -- up to $40-50 per square foot of building -- but about $20 is fairly common for typical commercial users. In the case of Campus West, this 'quickie' formula shows significant gaps.

Summary Notes on Campus West Pro Forma Factors

- The business climate is essentially healthy. Thus it would be hard for a developer to be able to buy out an existing income stream.

- Most properties are maximized with leasable ground floor area and surface parking. Any redevelopment may result in *less* buildable area, because of requirements for more room for sidewalks, landscaping, and better-organized parking. In other words, any redevelopment would need to be supported by quality and higher rents, upstairs leasable area for office and residential uses, structure parking, and possibly off-site district parking, and not increased leasable area on the ground floor.

- The pro forma analysis may not reflect special opportunities of certain highly capitalized corporate users (i.e. national chains) that can support higher costs of land and development, which often anchor redevelopment projects. Such an enterprise can be a wild card that changes the feasibility picture.

4. LAND VALUE TO NEW DEVELOPMENT vs LAND COST

SW Corner of Shields and Elizabeth

9-Nov-01
Szymanski / Ray

Preliminary concept only. The site plan, costs, market potential and potential income / value all need to be verified and refined.

1 Current parcels / use:
106,375 SF of land with 39,200+/- SF of commercial buildings

Assumed new development:
2-story commercial with 100,000+/- SF, with surface parking

Estimated land cost vs. value:

2 Potential land acquisition cost @ $95 / SF of building plus demolition				$3,900,000
Potential land value to new development				
4 Total potential land value for redevelopment	100,000	SF @	$20.00	$2,000,000
Net land value (Gap) for redevelopment*				-$1,900,000

* This assumes that there is sufficient market potential as rental rates that would support new development and support a land acquisition at $20 per SF of building.

5. LAND VALUE TO NEW DEVELOPMENT vs LAND COST

NW Corner of Shields and Elizabeth

9-Nov-01
Szymanski / Ray

Following a preliminary concept. The site plan, costs, market potential and potential income / value all need to be verified and refined.

1 Current parcels / use:
63,650 SF of land with 25,000+/- SF of commercial buildings

Assumed new development:
corner pad use plus 3-stories w/ 20,000+/- SF of retail and 40,000+/- SF of residential, with surface parking
Parcel minus 3,350 SF of expanded Elizabeth ROW = 60,300 SF net.

Estimated land cost vs. value:

2 Potential land acquisition cost @ $95 / SF of building, plus corner lot premium plus demolition				$2,500,000
Potential land value to new development				
3 Corner pad building				$500,000
4 Development parcel	60,000	SF @	$20.00	$1,200,000
Total potential land value for redevelopment				$1,700,000
Net land value (Gap) for redevelopment*				-$800,000

* This assumes that there is sufficient market potential as rental rates that would support new development and support a land acquisition at $20 per SF of building.

- Pro forma results are virtually identical whether a new owner finances redevelopment with new debt, or an existing owner finances with equity. In other words, a return on equity is comes out the same as on new investment. Still, redevelopment would theoretically be more feasible if long-time owners were to redevelop property themselves. Yet this rarely happens, because development has become such an involved discipline, and it is difficult for an owner/landlord to terminate existing income/value and make a big additional investment based on an anticipated higher return. In other words, a successful landlord has little incentive.

2. METHODS TO REMOVE BARRIERS, ADD INCENTIVES, AND COVER FINANCING GAPS

This study highlights two possibilities related to public streets, and three funding mechanisms that stand out as most important or potentially suitable for Campus West.

Lowering of Obstacles: Current Arterial Street Standards for West Elizabeth

Current standards, which require at least 11' of additional width for right-of way and 15' for utility easements on each side of the street, pose two main obstacles for potential developers. First, there has been *uncertainty* over exactly which standard to apply in Campus West, and how any standard should be applied in terms of incremental phasing. This uncertainty can waste resources in the design process. Second, besides uncertainty there are *fundamental conflicts* between current Arterial standards and Campus West's urban context.

Therefore, a tailored street standard should be put in place for West Elizabeth Street. It should minimize the amount of additional right-of-way and easement required, to the extent that objectives for bike and pedestrian use are not compromised and utilities can still be provided. The point is to leave as much room as possible for future development opportunities.

This is of particular importance because land subdivision has created relatively small, shallow parcels. Several are 150-180 feet deep; the largest properties are under two acres in size. Every foot of space will be extraordinarily important in any redevelopment plans. Currently, properties are maximized in terms of buildings and vehicle access. Any redevelopment plans will need to make room for additional public and pedestrian spaces, landscaping, and flood protection terrace features, which are currently missing; with minimal loss of existing parking, service/delivery space, and ground floor retail area. Redevelopment is often risky even with land available for bigger buildings; it will be even more difficult on Campus West parcels which could end up with less ground floor commercial space and structured or off-site parking.

Street Improvements as Incentive

Consultants have noted that one of the best incentives cities can use to "pave the way" for desired private reinvestment is to construct a positive new street environment. As a fallback, it can be useful to at least establish *mechanisms* to do so when triggered by private development initiative.

"Street improvements" and "street environment" in this context refer to community design features that mitigate loud, speeding traffic with pedestrian areas and beautification features.

Three main methods appear most suitable for constructing street improvements in Campus West: 1) City capital projects; 2) private development projects; and 3) special purpose tax districts to capture sales and/or property tax revenue resulting from improvements in the district.

1) and 2) are explained in Section 9, which focuses on street recommendations. 3) is explained below, and could be used for street improvements, or for various other types of costs and incentives.

Special Purpose Tax Districts for Public Improvements and Redevelopment

Three main forms of special tax district financing stand out as having the best potential for use in Campus West: 1) sales tax reimbursement; 2) a General or Business Improvement District; and 3) an Urban Renewal Authority.

Besides street/streetscape improvements, these mechanisms could be used to pay for building enhancements, parking facilities, demolition, tenant relocation, assembly of property, or other costs. Matching the most appropriate mechanism to a given cost or incentive will need to be done in a more detailed process if these mechanisms become politically viable in the future.

Sales tax reimbursement financing

The consultants strongly recommend this form of financing for the type of improvements that may be needed in the Campus West district. However, this method has never been an option that the City would consider, because of the general political issue of subsidizing real estate development.

This mechanism is becoming more common along the Front Range, as cities seek incentives for specific desired retail development in strategic places. The concept is simple: increased sales taxes from desired retail uses are used to cover financing gaps to make the desired retail happen in the first place. Typically, the money is used to pay for specified improvements which meet larger public purposes. Typically, only a portion of the tax revenue increase is reimbursed. (50% appears to be a common percentage.)

General Magnitude of Sales Tax Revenue in Campus West

Along the two sides of W. Elizabeth Street within the study area, annual sales tax revenue increased from about $489K in 1990 to about $937K in 1999. In other words, annual revenue is higher by about $448K , or 91%, after a decade of revenue growth. The stretch of older development between Shields Street and City Park Avenue has consistently accounted for about half the revenue, with its share declining slightly from about 55% in 1990 to about 48% in 1999. A likely factor in the decline is new retail development on two parcels in the western part of the study area.

These figures are based on the current non-dedicated rate of 2.25%, applied to net taxable sales for the decade 1990-1999.

The Shields to City Park stretch contains about 153,000 square feet of retail space. Net taxable retail sales in this area were $20.15M in 1999; Thus the 1999 average sales per square foot for this area were about $131/s.f.

The consultants suggest that this method is especially appropriate where city goals and public improvements are part of the reason for extraordinary costs. However, it is also sometimes used simply to lure sales tax-generating retail development such as large-format regional retail, in competition with other cities; or to attract needed retail such as a supermarket in an underserved area.

This can be done relatively simply as a discretionary action of City Council. Desired improvements are built by a developer, who is then reimbursed in accordance with a Development and Disbursement Agreement, usually for a specified time period or until specified improvements are paid for. The exact scope and terms of such an agreement are up to City Council. This can be done for individual developments, a whole district, or possibly a combination of districts.

In Colorado, a consideration for developers in such agreements is the TABOR law, which requires that the reimbursement be subject to annual appropriation. (Unless a multi-year agreement were approved in an election, which would be a highly unwieldy and unlikely approach.) TABOR requires annual appropriation for *any* multi-year contract with any fiscal obligation upon the City. This annual appropriation requirement is not unusual, and is becoming widely accepted as a fact of life in the development and financing industry. Many Colorado Front Range cities and developers have used sales tax reimbursement agreements under this condition; research for this study found no communities that have used an election to approve such an agreement.

GID/BID (General or Business Improvement District)

These two mechanisms are nearly identical. Either could be used for public improvements in Campus West. In both, property owners petition to tax themselves with a property tax mil levy for improvements in the District. A District is initiated by petition of a majority of ownership interests in the District. The majority must also own a majority of the total valuation. City Council then considers formation of a District by Ordinance. City Council serves as the governing board of the District, although the Council may appoint a board that includes voters within the District.

A GID has operated successfully downtown since 1977. It has significantly transformed downtown with two large improvement packages and several smaller miscellaneous projects for pedestrian, parking, and beautification improvements.

The absolute potential of such a District would be lower in Campus West -- by any comparison, it has only a fraction of the property valuation of downtown. Still, it could be useful for certain urban design elements or for *maintenance* of certain elements, with benefits proportional to the size and value of the District.

General Magnitude of Potential GID/BID Revenue in Campus West

At the time of this writing, the commercial property along the older West Elizabeth strip, from Shields Street to the corner parcel on the west side of City Park Avenue, is valued at a total of about $8M. This area corresponds to "Streetscape Zones A and B" as diagrammed in Section 9. Assessed value is 29% of this actual value; the current mil levy is about 83 mils. Therefore, $8M x .29 x .083 yields total property tax revenue of about $190K per year. Each mil generates about $2,300 ($190K/83). So for example, if owners agreed to, say, a 10-mil levy on themselves, it would generate about $23.5K per year at current valuations. As an example, a modest-sized franchise restaurant building valued at $300K would pay about $870 per year under a 10-mil assessment. An in-line multi-tenant building valued at $600K would pay twice that amount, or $1740, and so on. For rough comparison purposes, the commercial property in the Downtown GID is valued at about $180M at the time of this writing.

Property owners expressed general interest in this type of mechanism as part of a mutual commitment to the area between owners and the City. Owners' openness to the idea makes this a promising potential source of additional financing if a streetscape project can be brought forward by the City and the specific need and role for a District can be demonstrated.

Urban Renewal Authority (URA)

This is a powerful mechanism that is probably beyond the realm of possibility for Campus West in the foreseeable future. It is the one mechanism that would allow for tax increment financing (TIF) using the property tax.

A URA would depend on powerful political consensus behind a vision for urban renewal, which does not currently exist. The URA is included here because its scope and potential correlates well with the vision explained in Section 6.

An Urban Renewal Authority (URA) provides for property tax increment financing (TIF), similar to the existing TIF District managed by the Downtown Development Authority. In tax increment financing, increased property tax revenues from improvements in an area are captured to pay for the improvements. This powerful mechanism is best suited to incentives for significant redevelopment and improvements which meet City goals and increase valuation. (Tax-exempt civic uses such as churches present special considerations -- they contribute to the vitality and health of a district in ways other than dollar valuation of property.)

An urban renewal plan is required, and it must be consistent with the City's Comprehensive Plan. The vision in Section 6 would be a good example of such an urban renewal plan. A URA provides for implementation of a plan through purchase and clearing of property, building new streets and other improvements, and selling sites for desired development. The whole effect can create powerful incentives for desired private development.

An Authority has the power to purchase property through the eminent domain (condemnation) process. This can be a sticking point, but solutions can be found in thorough discussion of the terms of the renewal plan. For example, a City can restrict itself with language limiting the use of eminent domain as a last resort in crucial circumstances, rather than a handy tool of convenience. A number of Front Range communities have successful examples of URA's which prove that the sticking points can be overcome with careful consideration and consensus building.

The law enabling URAs is known as the Urban Renewal Law, found in Colorado Revised Statutes Title 31, Article 25, Part 1. It is written in such a way that strong consensus on an urban renewal plan would be

General Magnitude of Potential TIF Revenue in Campus West

The following discussion is intended only to give a rough, conceptual planning estimate of the potential of a URA in Campus West. Actual figures would depend on numerous variables needing far more detailed analysis. Such analysis would only make sense if an urban renewal plan were to become politically feasible to bring into public discussion. The commercial property along the main W. Elizabeth strip from Shields St. to City Park Ave. is valued by the Assessor's Office at a total of about $8M, with an annual property tax yield of about $190K. Consultants' conceptual estimates of value of newly redeveloped, multi-story, mixed-use developments generally indicate about a 4-fold increase in value above current "actual values" as assessed. So for example, if,say, 25% of the property, or $2M worth, were redeveloped in this way and assessed at a 4-fold increase in value, or $8M, then total valuation could rise as high as $14M, with a tax yield of about $361K. The resulting *increment* available to a URA could therefore be about $171K per year. These numbers are rough, and the potential complications are huge; but the point is that redevelopment can create a many-fold increase in value, and if it makes political sense in a given urban situation, the increased tax revenue can be captured to pay off costs of the redevelopment.

needed among owners and business tenants. To implement a URA requires a finding of blight by City Council. Blight is defined by criteria that leave room for interpretation, with particular flexibility when there is unanimous consent among property owners and business tenants in the area. This unanimous consent approach appears to be the only way a URA could work in Campus West.

Creation of a Useful New Entity in the Short Term

Of the three tax financing methods above, a GID/BID stands out as the best short-term possibility. It would form an entity ideally suited to sponsor design development, detailing, construction, and maintenance needed for some of the streetscape elements, as explained in Section 9. The key question is property owners' perception of whether cooperative District improvements could yield benefits worth the cost of a mil levy. Owners have been generally receptive to the idea depending on a specific package.

Public Purpose and Policy

City Plan suggests that incentives be considered for strategic development or public improvements in CC Districts such as Campus West. In addition, City Council has stated support for certain types of public incentives for meeting goals in targeted areas. Campus West is high on the list of targeted areas. However one condition has been clear: cooperation and mutual commitment in partnership with private sector.

Other Public Funding Methods

This report summarizes the most relevant possibilities in the opinions of the consulting team and City staff. A more complete listing of methods and mechanisms for public financing of urban improvements was assembled in the City's 1998 Seeding Initial Development Study report (40 pp.), available free from the Advance Planning Department. Another useful reference, Financing Public Improvements by William O. Lamm (173 pp.), is available from the Colorado Municipal League in Denver.

Property Valuation

This section discusses property value in two different contexts: 1) the context of market value (purchase price) in the private real estate market; and 2) the context of "market value" estimated by the County Assessor for tax levy puposes (called "actual value"). In theory, Assessors' actual values should closely match true market value. In practice, however, they do not match. The two different contexts each involve a different balancing act, and they result in different figures. The income stream method of estimating value in the real estate market, as explained by the consultants, consistently indicates market values about 2.5 times higher than the Assessor's values.

These higher values fit with common knowledge and understanding among both the consultants and owners who are familiar with the local real estate market.

The difference is highly relevant if any property tax financing mechanism is seriously considered for implementation. The discrepancy is a commonly accepted fact of life, especially in the case of properties which have not been sold for some time. It fits with the competing desires of owners for low valuation for tax purposes; and high valuation for purposes of potential sale in the real estate market.

8. West Elizabeth Floodplain Implications

In Campus West, West Elizabeth Street is the center of a drainage channel regulated as a floodplain. Regulations are based on a 100-year flood event, meaning a storm of a magnitude that has a 1% chance of happening in any given year. Understanding of this situation has been evolving continuously, right up to the production of this report. In fact, a master plan for the larger basin, called the Canal Importation Basin Master Plan, was completed separately during the course of this study process. Furthermore, the City will be reviewing its floodplain regulations in 2002, with the possibility of changes as a result.

The drainage basin Master Plan identifies upstream drainage facilities that could reduce flood flows reaching Campus West over tme, ultimately by as much as about 50%. These facilities would cost over $50m, and will depend on City Council decisions about relative priority across the entire city.

The Master Plan mapped the floodplain both "as is" and "as would remain" after the recommended facilities are built. The actual land area of residual floodplain that would remain in Campus West is barely reduced by Master Plan facilities. Water would continue to pond behind Shields Street during heavy rains, and continue to spill out of the street onto adjacent properties, but with lower flows, depths, and velocities.

FLOODPLAIN REGULATIONS

At the conceptual level, the street cannot be viewed as a typical commercial street with building entrances and windows along it. Rather, it must be viewed more as a river, with new buildings raised above it, and accessed by steps and ramps with walls, planters, and railings. Besides needing to be raised, floodplain rules generally favor keeping any new buildings back away from the street, as existing buildings are. This contradicts urban design objectives; and the contradiction raises questions about mixed messages to potential developers.

Three particular floodplain regulations are crucial for any redevelopment or urban design features in the floodplain: 1) "no rise" restrictions; 2) street flow depth criteria; and 3) flood protection requirements for buildings, as follows:

1) "No rise" means that new development must not create any rise in flood water above the flood level as mapped. This is so that other property is not impacted.

2) Street flow depth is limited to 6 inches at the center crown of the street. (If the street has medians, the "crown" will be the inner travel lanes instead of the center of the street.)
3) Flood protection requirements mean buildings must be protected, up to a certain height, from the force and intrusion of flood waters. By far the best method of protecting a building is to raise the floor to the required height, although construction and operational methods, such as rubber barriers in walls, flood gates and "submarine doors" are sometimes used and are called "floodproofing".

Floodproofing is only allowed as the method of protection where the ground floor is impacted by the flooding are non-residential. Raising the floor is the only method allowed for buildings with ground floor residential.

Flood Protection: City Code requires protecting the structure for: a) new buildings; and b) existing buildings being improved by more than 50% or more of the building's value. The flood protection height is 18 inches above the water surface in a 100-year storm event, as mapped by an engineering model. The mapped water surface elevation is also known as the base flood elevation; the 18-inch margin of safety is known as freeboard.

No Rise: Intuitively, the "no rise" restriction is the rule that appears to directly contradict CC District policies and standards, which call for any new buildings to be set closer to the street; and also ideas for adding sections of median in the street for pedestrian crossings and beautification. Such changes would apparently constrict the street as a flow channel, compared to the existing conditions.

This raises a big question: suppose a developer came in with a project designed to fit the City's CC District urban design ideas -- would the City's own flood regulations preclude it? The answer has been "maybe" -- the developer would find out in the development review process after planning and engineering a specific project.

FLOOD MODELING ANALYSIS OF URBAN DESIGN IDEAS

Seeking better answers, flood modeling analysis was done to evaluate potential effects of the urban design ideas. In the end, the ultimate "yes or no" answer for any developer will still depend on design variables in a specific development project. This modeling analysis does, however, provide some useful information about the variables.

The subject reach is West Elizabeth from Shields to City Park Avenue.

Two scenarios were modeled: one with a rebuilt **7-foot wider street and median islands**, as described in Section 9; and the second **with new buildings** added, placed at the edge of the rebuilt street's 98-foot R.O.W., also illustrated in Section 9.

The analysis also estimated how high new buildings would need to be set (or floodproofed in some other way) to meet floodproofing requirements.

Raised building with steps, ramps, walls, and railngs.

Raised building placed to shape and contribute to pedestrian space along the edge of a comfortable street.

Modeling Results for Scenario With Wider Street and Median Islands: With *existing flood flows,* results indicate a rise of 0.1' near the east end of the area. With reduced *Master Plan residual flood flows*, no rise is indicated.

Existing flood depths already violate City criteria for street flow depth; so the degree of that violation is increased by 1.2 inches at this location. Note that Master Plan facilities would lower depths enough to remove the existing violation for about 1/3 of the western portion of the study area, with or without the two new scenarios.

Results indicate minor changes in *velocity*, ranging from -0.1 fps to 0.1 fps.

Modeling Results for Scenario With Wider Street, Median Islands, AND New Buildings: With *existing flood flows,* results show a rise ranging from 0.3-0.5' near the east end of the reach. (Maximum depth increases from 1.8' to 2.3' at the gutter.) With reduced *Master Plan residual flood flows*, this rise is reduced to 0.0-0.3'.

In the same area, results indicate a a maximum *velocity increase* of 2.5 fps, from 5.3fps to about 7.8. Just upstream from the maximum velocity increase, *existing* velocities are much higher at 7.2-7.5 fps, but the *increase* dissipates entirely.

Analysis Results for Estimated Flood Protection Height Requirements: With *existing flood flows*, analysis indicates that new buildings placed right next to a 98-foot R.O.W. would require protection in the range of 2.5 to 4 feet high depending on the exact location. This means that such buildings could be subject to inundation by about 1 to 2.5 feet of water.

With *Master Plan residual flood flows,* required protection would generally be about a foot lower in most locations.

The modeling data indirectly suggest that some existing buildings are subject to very shallow inundation, but this was not directly analyzed.

What it Means/What Can Be Done: The greatest issue is the rise that would be created by redevelopment with new buildings closer to the street, and by the 1.2-inch rise that would apparently result from a median island near the east end of the subject reach. If such projects are ever pursued, the modeling should first be confirmed with more accurate modeling specific to the project. If a rise is confirmed, then either easements will need to be obtained from adjacent property owners, or a variance must be sought from the Water Board.

Also, a variance for Street Depth Criteria must be sought from the City Stormwater Utility, which would weigh flood depths against the benefits of the median with respect to other City objectives for traffic and pedestrians.

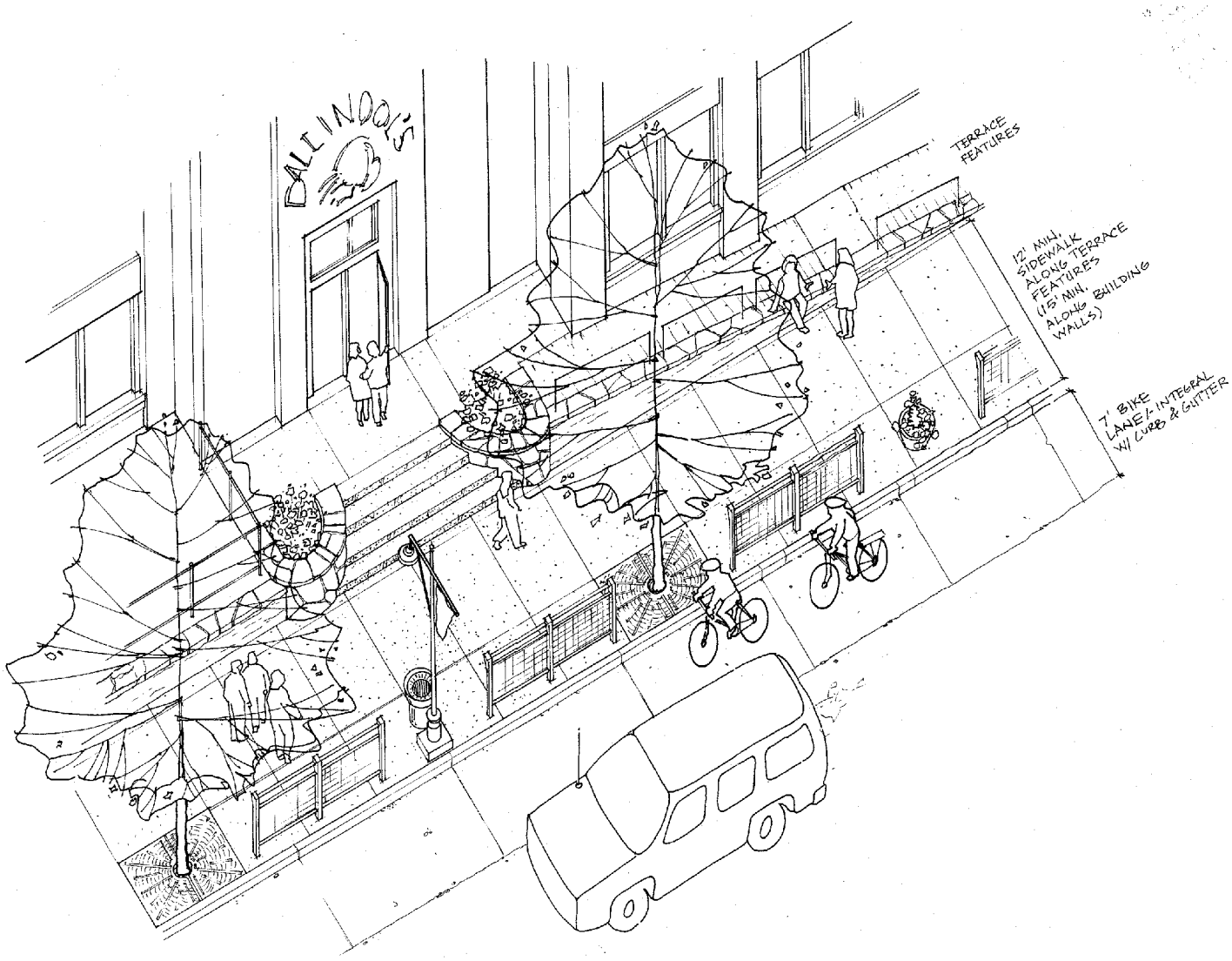
Conceptually, private cooperation in granting easements could make sense if redevelopment adds value to the area. Also, affected owners are sometimes willing to cooperate in granting easements if effects of the rise are offset by floodproofing, or in exchange for cash payment.

Summary:

Increases in depth and velocity would result mainly near the east end of the subject reach, from redevelopment with street-fronting buildings. Unfortunately, this is right at a crucial urban design juncture, where CSU meets a CC District, all within a larger Pedestrian District designated in the City's 1996 *Pedestrian Plan*.

Floodplain restrictions on new development are not necessarily insurmountable, but they will be a serious design consideration, and may require cooperation between property owners in the granting of easements, possibly with associated floodproofing mitgation.

The modeling study done as part of this planning process, titled West Elizabeth Street Flooplain Evaluation, is available for viewing or copying at the Advance Planning Department.



Recommended West Elizabeth street design, consistent with vision and zoning, flood protection requirements; and multiple transportation needs. Ideally, street improvements will tie into 'people places' -- patios, plazas, walkways, kiosks, etc. -- on individual properties.

This provides separation of walking area from traffic; spatial definition of both the street and the sidewalks; room for plowed snow; new 7' bike lanes and curbs; 12-15' sidewalks with street trees; and furnishings. Most properties would need floodproofing terrace features such as walls, steps, ramps, and railings as part of any new building project.

9. Street Recommendations

This Section recommends a system of street improvements that can fit within the constraints of existing development, yet also contribute toward the vision described in Section 6.

Throughout this study, consultants have consistently suggested that one of the best ways the City could "pave the way" for desired private reinvestment and redevelopment would be to establish a positive new street environment (or at least put in place a mechanism to do so when triggered by redevelopment inititiative). A positive new street environment would demonstrate commitment to the area, improve safety, and add a feeling of security and urban amenity.

WEST ELIZABETH STREET

A special arterial street design standard is recommended for West Elizabeth Street, generally between Shields Street and approximately 600 feet west of City Park Avenue. It can be implemented administratively, with the Director of Engineering instructing City staff to apply it to projects, based on this study.

The standard emphasizes bike lanes and an urban sidewalk system. It reduces additional R.O.W. and utility easements required on adjacent properties, from 20 feet or more under current standards to 9 feet on each side of the street. This reduced size represents a number of compromises, leaving more room for future redevelopment while meeting community design and multi-modal transportation needs.

After detailed consideration, the curb-to-curb roadway portion of the street is shown at a minimal reasonable width for bike and vehicular safety, and the sidewalk area is set at a minimum reasonable width to encourage pedestrian use. The 15-foot utility easement which is typically required adjacent to the R.O.W. for gas lines and other dry utilities is not necessary in this stretch because adequate gas lines exist under the street and power and telecommunications are delivered from the rear. It is not anticipated that any replacement gas lines will be necessary in the future, nor that it would be necessary to relocate them behind the R.O.W. Power and telecommunications providers will be able to continue to serve properties from the rear.

The recommended standard can be characterized as more urban, rather than suburban, in keeping with the Community Commercial District designation of the area.

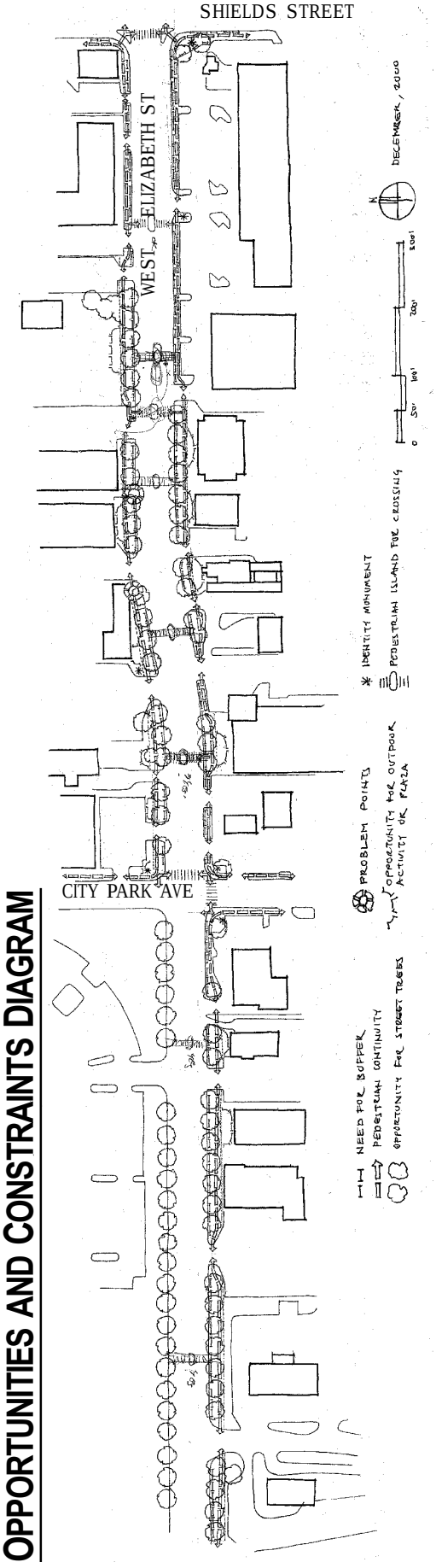
In developing the recommended design for West Elizabeth, this study first considered opportunities and constraints, represented on the diagram at right. This led to the identification of three main 'zones' or segments containing different sets of urban design factors, shown opposite, left.

Recommendations were then developed for a new City street standard which could fit the unique circumstances considering both present development and the long term CC District vision.

The Conceptual Streetscape Plan, opposite, right, was intended to give a sense of what a continuous streetscape could look and feel like. Realistically, the recommended design is best suited to Zones A and B, with a transition to the existing street starting at about the third parcel on the south side of Elizabeth west of City Park Avenue.

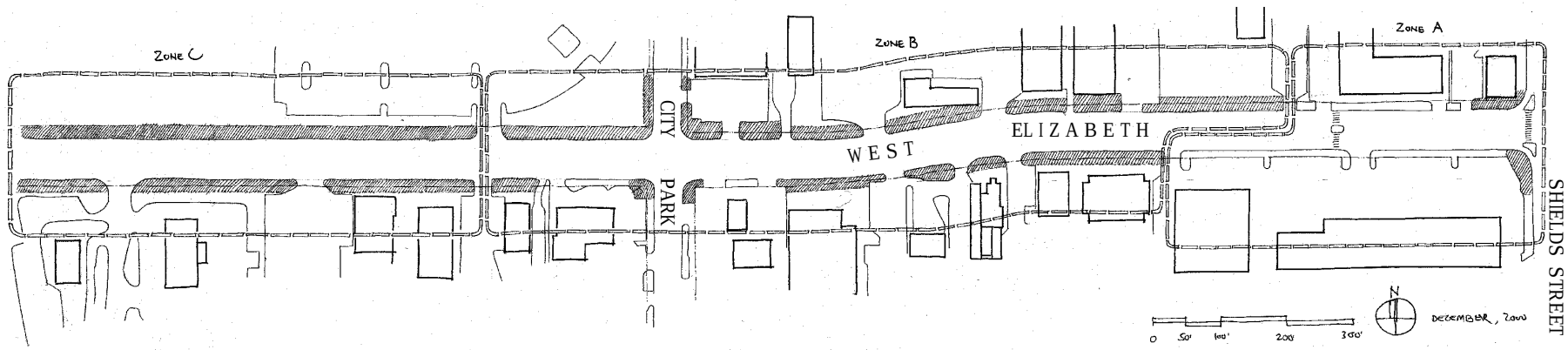
The western parcels have newer development, built to somewhat higher standards. They appear to be least likely to change in the foreseeable future, with little public interest in prompting change in the context of this study.

Perhaps at some point in the future, changes and choices will be considered regarding the larger stretch of West Elizabeth extending westward to and beyond Taft Hill Road. If so, that would provide a more appropriate context for considering any changes to the street edge along these parcels in the west end of the study area.



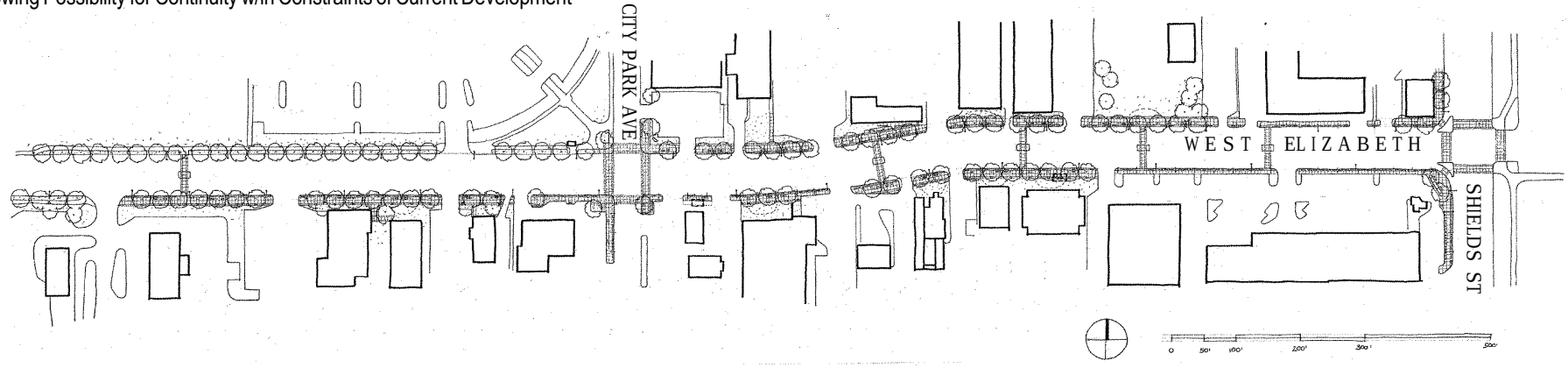
OPPORTUNITIES AND CONSTRAINTS DIAGRAM

CONCEPTUAL STREETSCAPE ZONES



CONCEPTUAL STREETSCAPE PLAN

Showing Possibility for Continuity w/in Constraints of Current Development

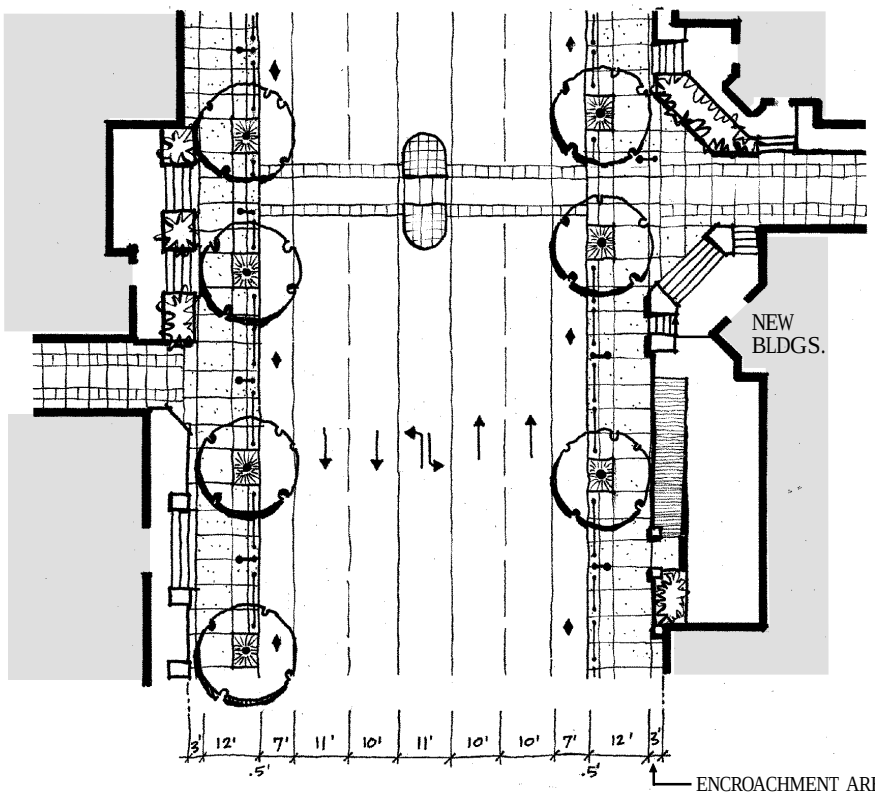


RECOMMENDED WEST ELIZABETH STREET DESIGN

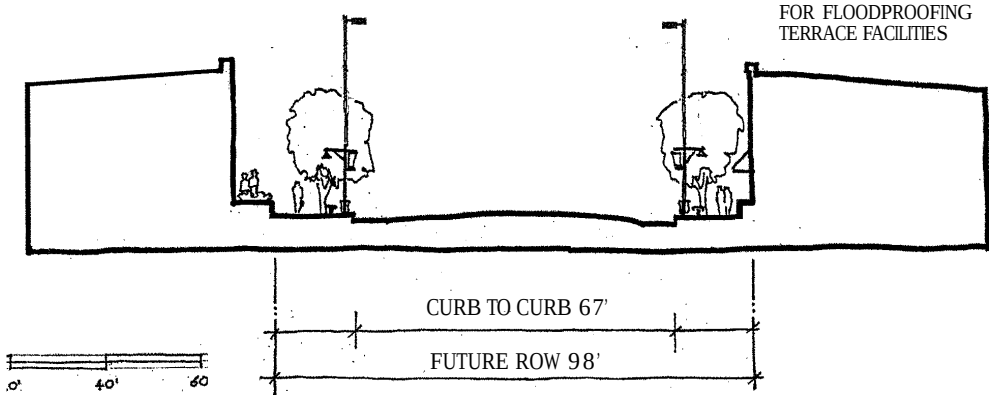
Overview of Complete System: City builds recommended street in 98' right-of-way (needs additional 9' dedicated by owners, each side). Developers (current or future owners) may redevelop properties with new buildings and their flood protection terrace features directly fronting the street sidewalk. Up to 3' encroachment allowed for terrace facilities (steps, walls, ramps, railings).

Elements: slightly widened traffic lanes, new 7.5' integral bike lanes & curbs, 12-15' wide sidewalks with street trees, pedestrian crossings, street furnishings, railings, pedestrian & street lights, trash cans, moveable planters, pedestrian crossings.

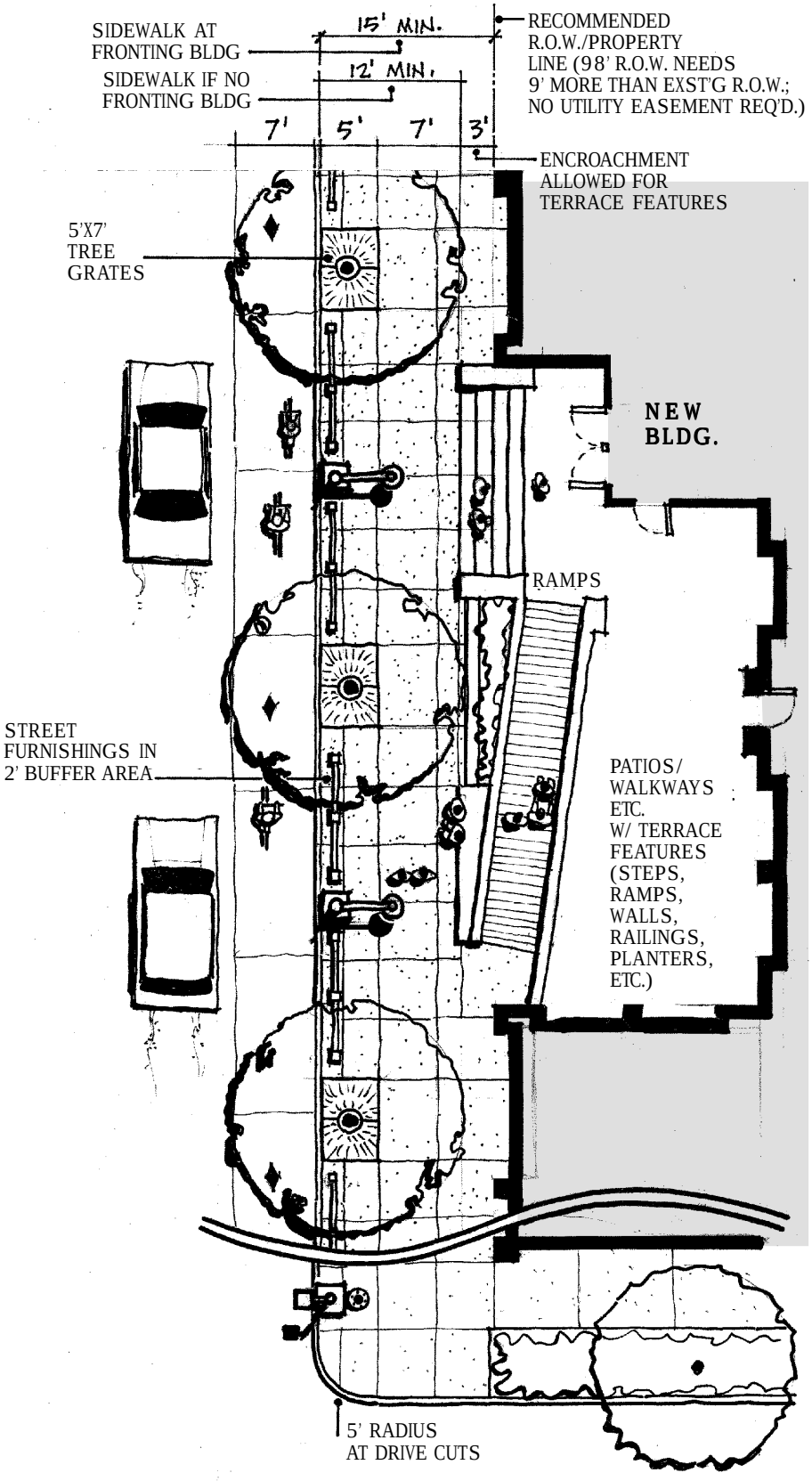
PLAN VIEW -- COMPLETE STREETSCAPE, NEW BUILDINGS 1"=40'



CROSS SECTION VIEW



COMPLETE RECOMMENDED SIDEWALK IMPROVEMENTS SHOWN WITH NEW FRONTING BUILDING



ENLARGED PLAN VIEW
1"=15'

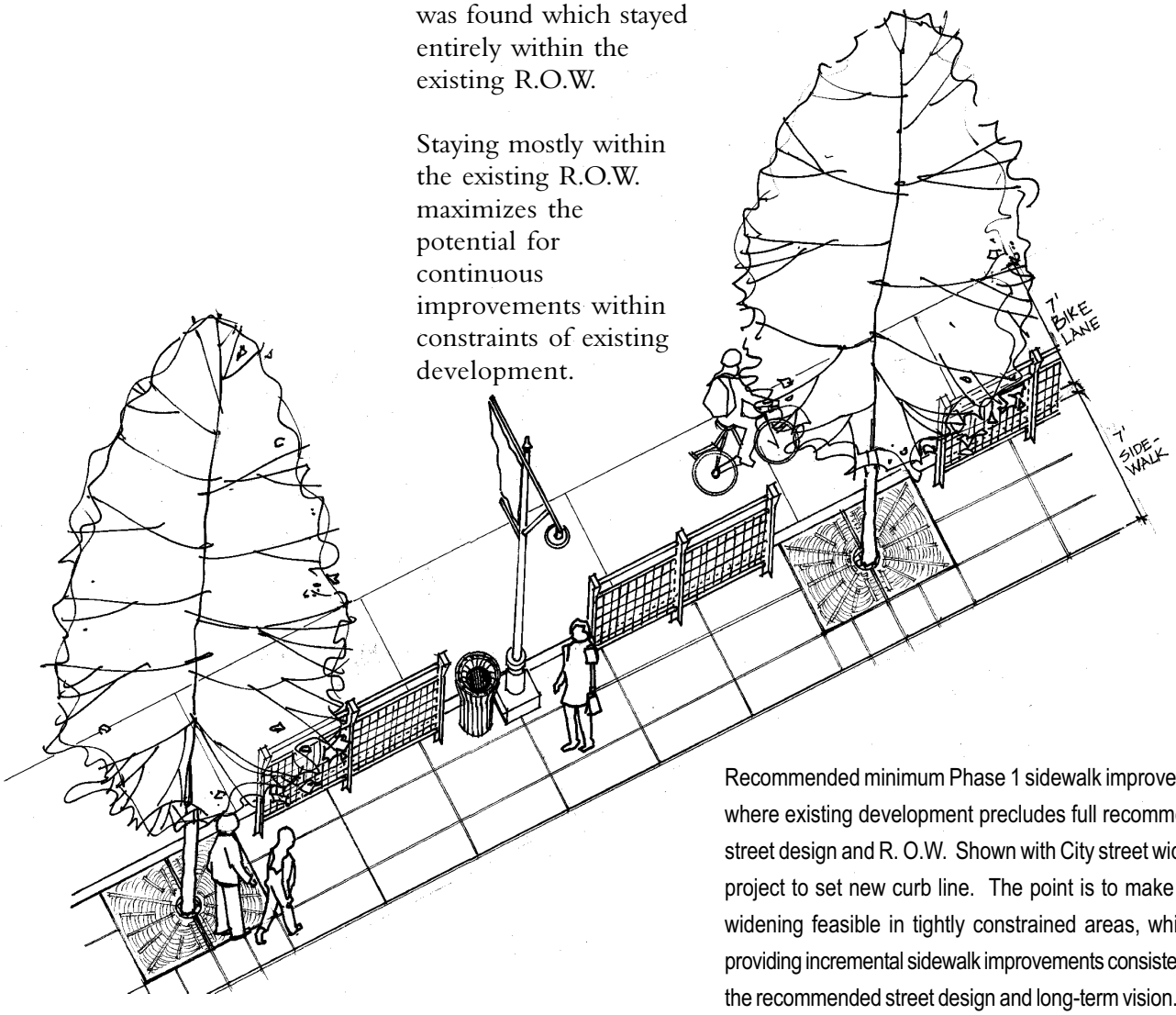
PHASING OF STREET/SIDEWALK IMPROVEMENTS

The ideal first step in a logical phasing sequence would be a City street widening project to set the new curb line: wider bike lanes are the top need, which cannot be met by private owners/developers on a parcel by parcel bais; they need to be continuous. The City is the only entity to do this, as a special capital project. This requires moving the curbs out and rebuilding the street edge, including sidewalks, streetlights, affected adjacent property, etc.

Minimum Phase 1 Sidewalk Improvements

This study identifies a minimum acceptable set of Phase 1 sidewalk improvements which would allow such a project to fit almost entirely within the existing City R.O.W. (one more foot of dedicated R.O.W. each side, plus construction access, are needed). This incremental solution may be needed for stretches where existing development precludes the full 9 feet of additional R.O.W. needed for the 98' recommended standard.
No acceptable solution was found which stayed entirely within the existing R.O.W.

Staying mostly within the existing R.O.W. maximizes the potential for continuous improvements within constraints of existing development.



Recommended minimum Phase 1 sidewalk improvements where existing development precludes full recommended street design and R. O.W. Shown with City street widening project to set new curb line. The point is to make street widening feasible in tightly constrained areas, while still providing incremental sidewalk improvements consistent with the recommended street design and long-term vision.

The sidewalk/street tree area is marginal at 7' in width, but nevertheless this solution would provide:

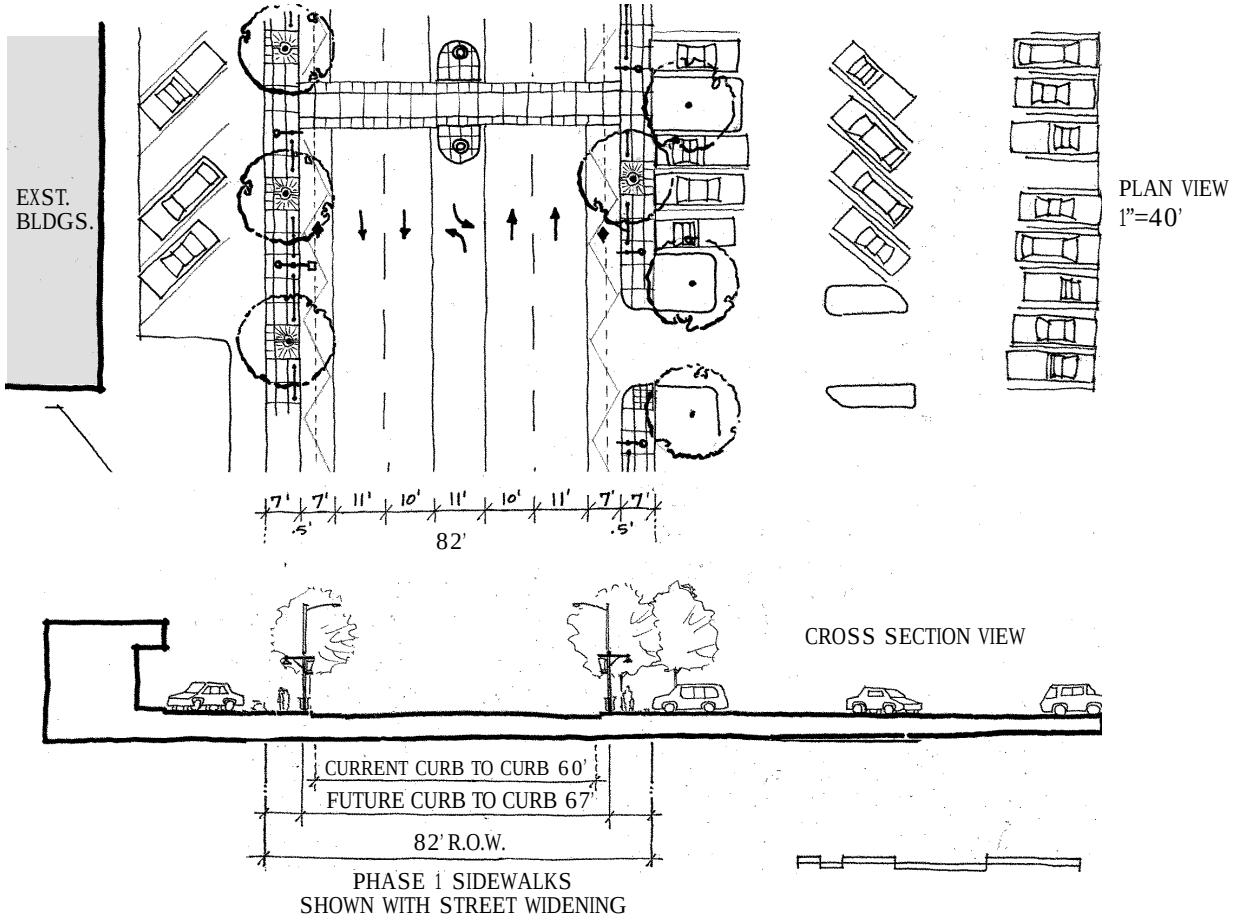
- safe, attractive bike lanes,
- visual and pedestrian continuity, and
- unique Campus West identity.

The rest of the Recommended Street Design, which needs a minimum of 8 more feet on each side, would then be built up wherever and whenever feasible, in collaboration with private property owners and developers. This could be done as part of:

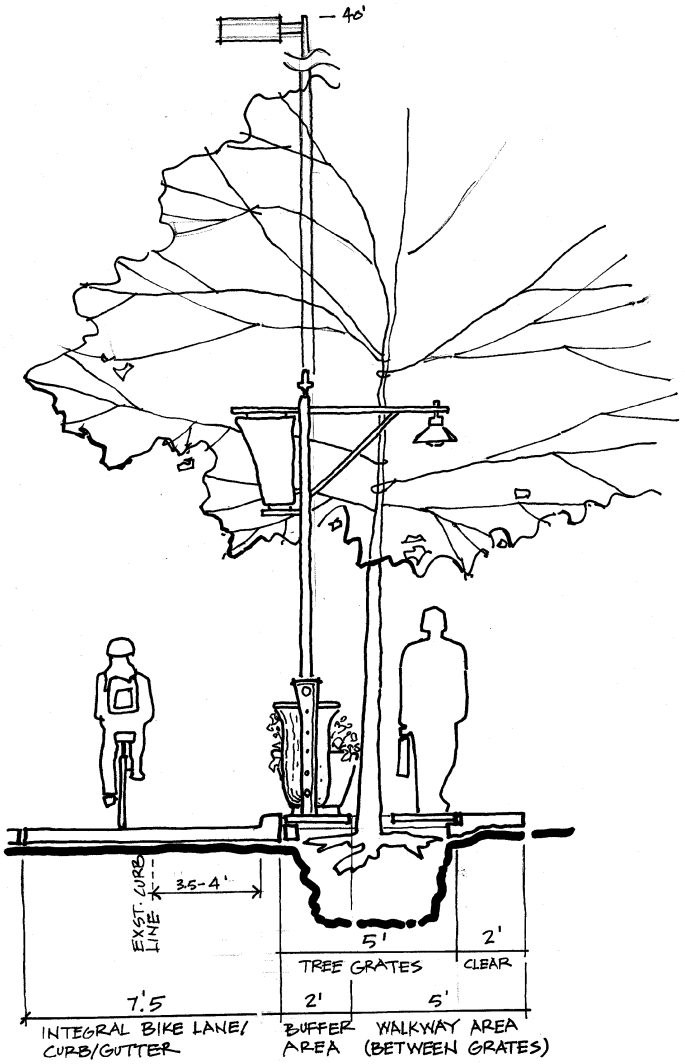
- the street widening project where space allows and funding permits;
- development requirements for changes of use and redevelopment projects; or
- future district initiatives (explained in Section 7 and also later in this section.)

Overview of Minimum Phase 1 Sidewalk Improvements in Constrained Areas: Fits within 80' current ROW plus one additional foot on each side, plus permission for construction access. **Applicable With or Without City Street Widening Project to Set New Curb Line.**

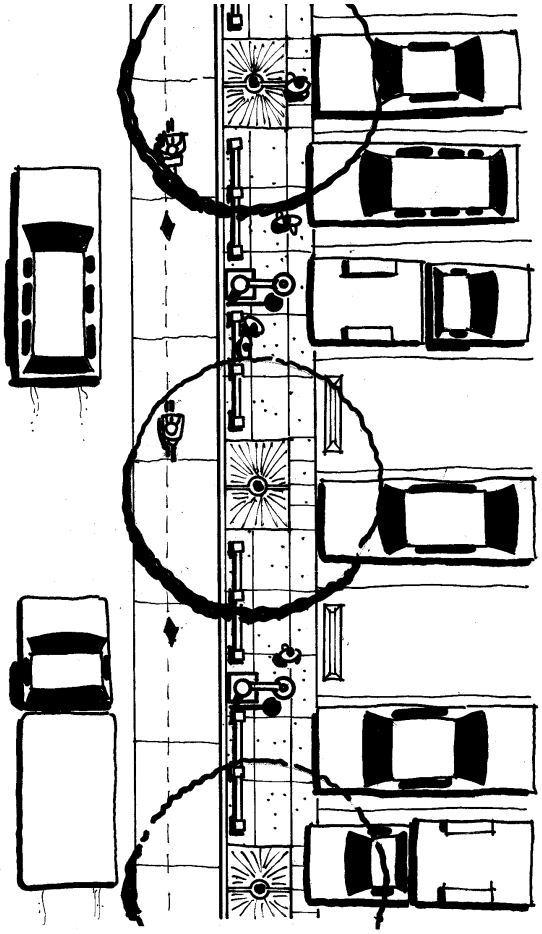
Elements: Slightly widened traffic lanes, new 7.5' integral bike lanes and curbs, 7' sidewalks with street trees, pedestrian crossings, street furnishings, railings, street lights, pedestrian lights, trash cans, planters, pedestrian crossings.



MINIMUM PHASE 1 SIDEWALK IMPROVEMENTS IN CONSTRAINED AREAS



ENLARGED CROSS SECTION VIEW
1"=5'



ENLARGED PLAN VIEW
1"=15'

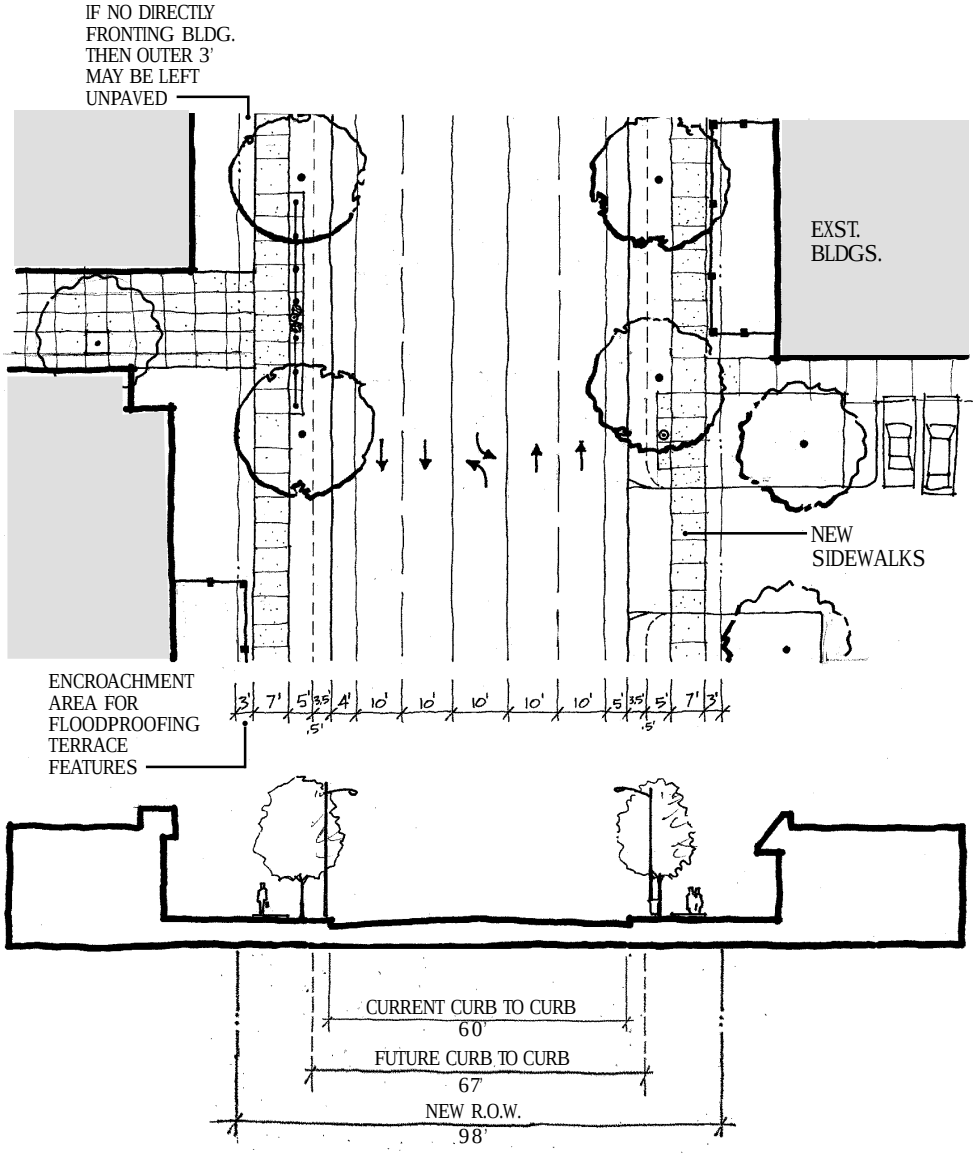
Unfortunately, the ideal sequence -- starting with a City street widening project -- may not be possible. A capital project for street widening usually takes years of programming and budgeting, in competition with other transportation projects in the City and region; while incremental sidewalk improvements will probably continue to be initiated on some properties before such a project is done.

Another consideration regarding phasing of sidewalk improvements is that many properties have room to dedicate the full recommended R.O.W.

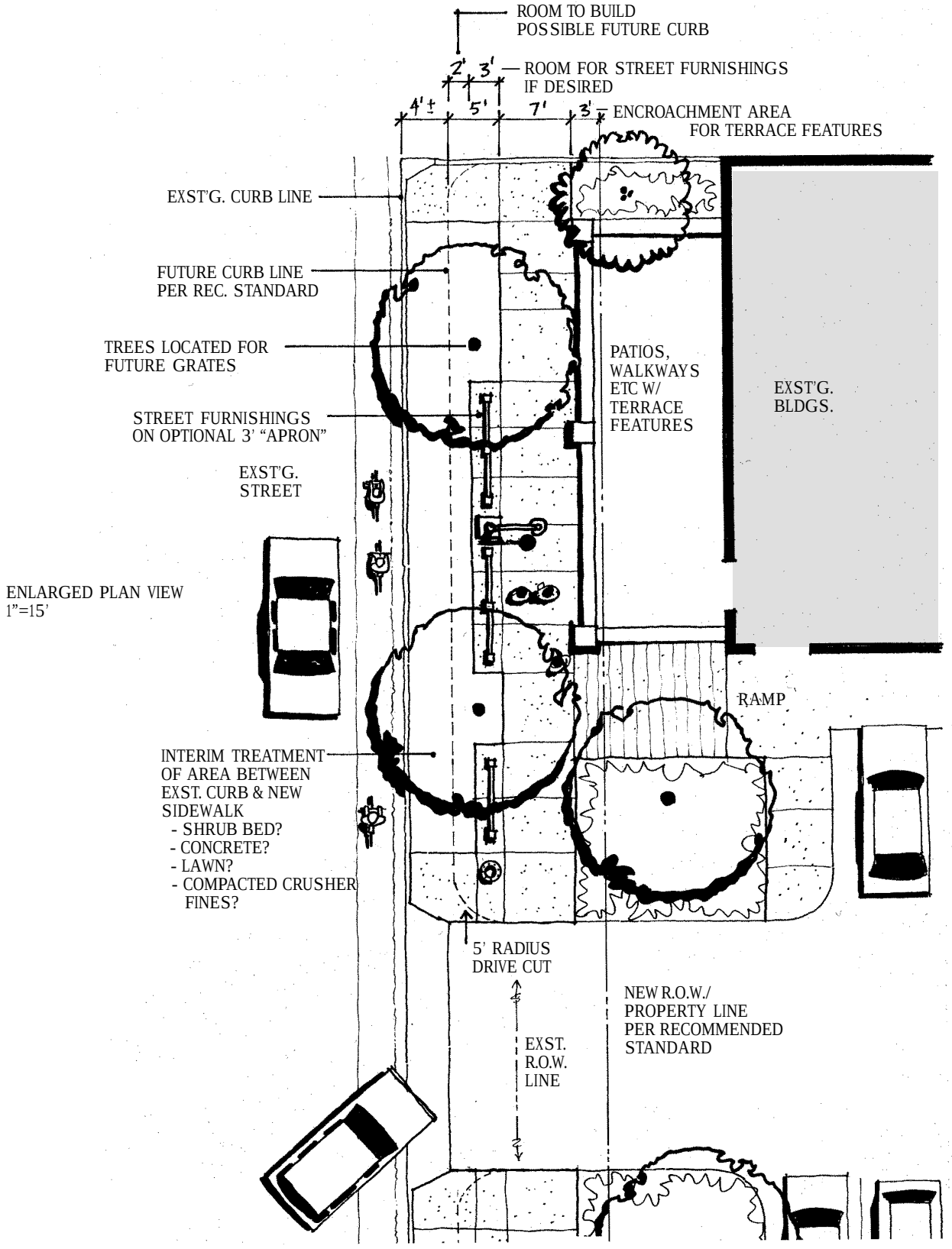
In response to these considerations, a second set of Phase 1 sidewalk improvements is apparently needed to fit certain areas, as shown on next page.

Overview of Phase 1 Sidewalk Improvements With Space for Full Recommended R.O.W.: Within new 98' R.O.W., allows a 7' clear sidewalk, detached from existing curb. Leaves room to construct new curb line with a future street widening project. Trees can be established in permanent location for future tree grates. **Applicable without City street widening project to set new curb line.**

Elements: Slightly widened traffic lanes, new 7' integral bike lanes and curbs, 7' sidewalks with street trees, pedestrian crossings, street furnishings, railings, street lights, pedestrian lights, trash cans, planters, pedestrian crossings.



PHASE 1 SIDEWALK IMPROVEMENTS WITH SPACE FOR FULL RECOMMENDED R.O.W. BASED ON EXISTING CURB LINE



ENLARGED PLAN VIEW
1"=15'

FURTHER DESIGN DEVELOPMENT NEEDED

Layout and Grading. No new, wider street standard could be easily retrofitted into the existing development along this stretch. There are pinch points and outstanding questions about existing development on several properties (e.g. private marquee signs, parking lots, and ramps to basements in the existing public R.O.W.), in addition to the usual complement of existing trees, grade changes, and utility service equipment. The recommended system will need to be carefully adapted site by site, and transition back to the existing street west of City Park Drive, through detailed design. Unique conditions on individual sites should be treated as opportunities for special details and spaces that lend interest and variation within the coordinated overall system.

Features and Elements. Also, the specific features and elements indicated in the recommendations need further design attention -- a completed streetscape design project per se was not within the scope of this study.

Several particular elements need further evaluation as well as design development:

- Railings or bollards along the street. The sketches show architectural metal railings in a two-foot wide area behind the curb, with three purposes: 1) to provide a sense of separation from traffic; 2) to reinforce spatial definition of both the street and sidewalk; and 3) to introduce a thematic architectural element, adding identity and continuity to the district.

The railing idea raised four concerns which were not resolved and would need further investigation: 1) they could block the escape route for a bicyclist in the event of an errant vehicle moving into the bike lane; 2) their ability to withstand the force of snow thrown by snowplows should be proven; 3) they are expensive - at least $100 per foot would be likely depending on design; and 4) they would add a critical need for a maintenance and replacement program. Bent or damaged, they would contribute a run-down feeling to the area (given tendencies for rough public treatment of the area, damage should be anticipated.)

The railings were proposed by the consultants, and supported by owners, for their design benefits. Bollards do not achieve the benefits to the same degree, but if the railings pose insurmountable problems, bollards should be reconsidered.

- High mast, sharp cutoff, metal halide street lights (as used downtown). These lights fit a special CC District better than regular gooseneck sodium street lights for 5 reasons: 1) the height and streamlined design eliminates the suburban image of the regular gooseneck fixtures; 2) fewer fixtures may be needed; 3) the reduced visual impact avoids visual clutter when combined with decorative

pedestrian lights; 4) the metal halide renders colors better, e.g. trees appear green as opposed to gray as with sodium fixtures; and 5) the height allows the lights to be interspersed more closely with trees, which yields an enhanced filtered quality of light for pedestrians. The City Light and Power Department will install and maintain these lights if purchased by others.

- Pedestrian lights. The sketches indicate decorative pedestrian lights primarily to lend human scale and visual interest. Secondarily, they add supplemental accent lighting for pedestrian comfort and the sense of security. This study recommends fixtures with detail and interest, but with contemporary rather than traditional or Victorian style. Lamps should be fully concealed, or, if the glow of a lamp is desired as part of the style, they should be low wattage (40-70W) and shielded on the top and sides so the lamp only partially protrudes below the fixture. Sketches indicate banner graphics on light poles. This is a strictly cosmetic detail that might add interest, but is not a crucial element of truly effective community design and pedestrian improvements.

- Walls and railings related to flood protection terrace features. There are countless materials and methods for terracing or stepping up from street level to raised building floors -- from wooden decks to masonry and concrete walls, steps, and ramps with metal railings. These elements will typically be related to new architecture in significant redevelopment. Details and finishes will vary, but they should be designed to vary within a cohesive overall set of characteristics. These characteristics should emphasize visual interest and pedestrian scale, with frequent variations in massing and details, avoiding long, blank, flat, or unmodulated surfaces. Brick and stone walls or wall caps provide intrinsic modulation and visual interest, and lend themselves to being combined with concrete flatwork.

- Tree Grates. The sketches show 5x7-foot grates, which provide a relatively generous planting area to help trees survive or thrive. If a seven-foot sidewalk must ever be built as shown in the "Phase 1 Sidewalk Improvements" sketches, then a 4x6 or 4x9-foot grate may be considered for that special circumstance, if the additional foot of concrete sidewalk width is determined to be important in the actual design process. Absent a clear reason for the 4' width, this study recommends the 5x7 grates, even in this constrained application, for its generous effect. Any grates used in this circumstance must meet ADA accessibility requirements; most grates typically do.

- Themed amenities such as furnishings, special signage, and colors.

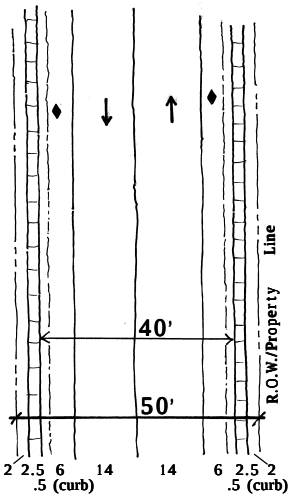
WEST PLUM STREET
ADJUSTED DESIGN STANDARD

PLAN VIEWS
1'=40'

CURRENT STREET

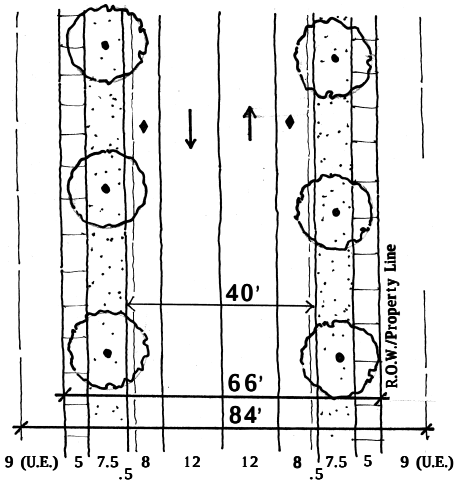
(varies - some stretches have NO sidewalk)

2.5' sidewalk;
6.5' bike lanes
(gutter included)



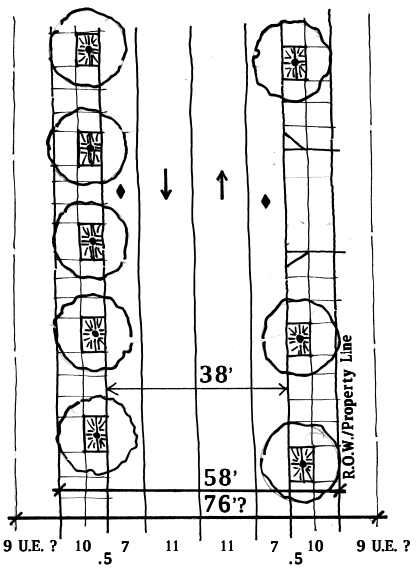
CURRENT STANDARD

5' sidewalk;
8' bike lanes;
grass & trees



MINIMUM ADJUSTED STANDARD

10' sidewalk w/
5x7' tree grates;
7' sidewalk
w/no gutter seam



Similar to Elizabeth Street, current City standards would be exceptionally difficult to apply to Plum Steet between Shields Street and City Park Avenue, because of constraints of existing development. This stretch first developed as simple subdivisions along the old Bull Farm Road (a gravel road which later became Plum Street), prior to any planning or standards. It was later paved because of mud and flooding problems, but the sidewalks in particular are only marginally functional. A 50'-wide R.O.W. has been assembled over the years and is now consistent for the length of this stretch. Existing development and trees in several stretches crowd this existing 50' R.O.W.

Current *standards* for R.O.W. and easements total 84'. This dimension is based on the classification of Collector Street Without Parking. To add parking would require an additional ten feet total. On-street parking appears to be inappropriate for this stretch due to high transit and bicycle use combined with traffic volumes of about 4,000-6,000 vehicle trips per day.

In this study, responsible City Departments agreed to a special Collector Street design for Plum Street. It minimizes additional space requirements while still providing adequate widths for vehicle traffic, bikes, and pedestrians in this particular location. R.O.W. and easements under the minimized standard total 76'. The back-of-walk would be 6.7 feet behind the existing back-of-walk in the typical conditions west of Bluebell Street where sidewalks currently exist.

The standard can be characterized as more urban, rather than suburban, which fits the particular location. The intent is to minimize additional space requirements, to make City enhancement projects more feasible within the constraints, and also make redevelopment more viable by leaving more space for it.

FURTHER DESIGN DEVELOPMENT NEEDED

No new, wider standard could be easily fitted into this stretch. The design shown at left will need to be carefully adapted site by site. Unique conditions on individual parcels should be treated as opportunites for variation and special details to add interest within the

overall system. Transitions between any different segments should be smooth and functional. In particular, stretches of sidewalk may need to meander around existing trees, and low retaining walls may be needed. Also, if there is room on any given parcel for the current standard with a parkway strip of grass and trees, this study does not intend to preclude that solution if it is proposed.

Currently, no utility easements exist parallel along the R.O.W., as are typically provided under current standards at the time of this writing, to accommodate gas, electric, and telecommunications lines. Gas lines are in the street, and other utilities are in the rear of parcels. However, the gas provider would prefer at this time to retain the requirement for an easement so that if redevelopment occurs, it can be served from a branch line to minimize street cuts.

From a community design perspective, the 9-foot easement provides a front yard landscape area which could serve to mitigate the minimal size of the sidewalk area in the minimum adjusted standard.

The possibility of partial or incremental improvements was discussed, e.g. along the south side only, or possibly even in selected stretches only. The south side appears to be less constrained -- all streetlights are on the north side, and the north side has a number of buildings closer to the street which appear to create particular difficulties.

FOLLOW-UP AND IMPLEMENTATION

This street design could be implemented administratively as a new street standard. However, it was developed intermally by staff and not discussed with property owners during this study. Owners should be notified and invited to comment as a follow-up to this study, in the event staff pursues an actual street project.

Some possible projects suggested during the course of this study include:

Plum Street -- new bike lane/curb/sidewalk, possibly on the south side only for fewer constraints;

Elizabeth Street -- Phase 1 Sidewalk on selected properties where owners dedicate R.O.W.;

Plum and/or Elizabeth Streets -- 50/50 cost sharing program for owner initiated Phase 1 Sidewalk Improvements, with R.O.W. dedication where existing development allows;

Elizabeth Street -- Phase 1 Sidewalk Improvements, done jointly with a larger CMAQ bike lane project, if requested CMAQ project is selected for funding.

FINANCING AND TIMING OF STREET/SIDEWALK IMPROVEMENTS

This study identified three main mechanisms that would be most suitable effective and feasible for building street improvements in Campus West: 1) City capital projects; 2) private development projects; and 3) special purpose tax districts to capture sales and/or property tax revenue related to improvements in the area. Following is a brief discussion of each mechanism.

1) City Capital Projects. Any capital project in Campus West is likely to be transportation-based. One potential funding source is currently in place: a voter-approved fund for Pedestrian Plan Implementation, which was included in the 1999 Building Community Choices (BCC) sales tax initiative. Because Campus West is highlighted in the Pedestrian Plan, a project which implements both the Pedestrian Plan and this CC District study would be an excellent, high visibility candidate for a share of the funding.

The BCC measure provides $300,000 per year, allocated among competing project proposals. It expires in 2005; any projects need to be programmed by then. The funding is managed by the City's Transportation Planning Department, with oversight from the Transportation Board and City Council.

Staff should define a potential project(s) with cost estimates, and propose them for funding in the years 2001-2005.

City capital projects, like the BCC projects and the 1994 improvements to Shields Street near Campus West, are typically presented to municipal voters after years of careful scrutiny with regard to overall City priorities and goals. The idea of defining a stand-alone Campus West project to be included in a future ballot initiative was discussed. This is not recommended at this time because of the lack of consensus on a vision for significant change that would clearly benefit the larger community by implementing CC District goals and policies. However, continued funding for incremental improvements would be appropriate within a larger bike/pedestrian item on a future ballot initiative, similar to the Building Commuity Choices Pedestrian Plan Implementation item.

Another potential funding source for capital projects is federal funding administered by the regional planning organization known as the North Front Range Transportation and Air Quality Advisory Council (NFRTAQUAC or 'the Council'). The Council is also sometimes referred to as a 'Metropolitan Planning Organization' or MPO.

A general "Campus West Bike & Pedestrian Improvements" project was submitted to the Council for funding during the course of this study. At the time of this writing it is ranked #2 on a prioritized list of Regional Transportation Plan Projects, in competition with other projects in the Bike and Pedestrian category.

The most promising "pot" of dollars comes from the congressional Transportation Equity Act for the 21st Century (TEA 21). TEA 21 dedicates 10% of its funding to "enhancement" projects such as bike/pedestrian/community design efforts, in addition to roadways for vehicle traffic. Available amounts depend on State allocation among regions, but to give a general sense of the relevant magnititude, about $15M in TEA 21 Enhancement money is expected to be available to the region over about a 20 year period; in other words, an annualized average of about $750K can be expected. This "pot" goes primarily to bike and pedestrian projects on the Regional Transportation Plan list. Actual allocations are distributed by CDOT about every two years.

Another possibility is the Congestion Management and Air Quality (CMAQ) funding. This money goes to Fort Collins projects only, due to Fort Collins' "Non-Attainment" status with regard to Air Quality. Bike and pedestrian projects compete with all other types of projects for this funding. A special subcommittee made up of mostly Fort Collins representatives, including staff from the Transportation Planning Department, advises the Council on the allocation of the funds. The general magnitude is about $34M over a 20-year period, for an annualized average of about $1.7M.

2) Development Projects. Development projects, including changes of use as defined in the City's Land Use Code, must be designed to comply with minimum City standards. This is true City-wide; there is nothing new or unique about Campus West regarding the requirements.

This study does, however, provide one improvement to the design and review process: its street design recommendations fill a void which had previously made it confusing or impossible to determine how to apply city-wide standards to existing "substandard" development in Campus West. The recommendations provide a sound basis for more efficient design decisions based on a positive vision for the district. The exact extent of any improvements will still be determined and designed on a case-by-case basis in the normal process.

3) Special Purpose Tax Districts. Of the three tax mechanisms which appear best-suited to Campus West as explained in Section 8, only a GID/BID stands out as suitable for street and sidewalk improvements independent of larger redevelopment. The other two -- a URA and sales tax reimbursement, which capture increased property and sales taxes respectively -- might also be possible. However, they represent a form of investment by the public sector, and the return on such an investment appears questionable without accompanying retail or mixed-use redevelopment in this case. In other words, if used for streetscape in Campus West, those methods should be tied to a larger renewal/revitalization plan with redevelopment, as an incentive augmenting private reinvestment.

Note: West Elizabeth Street is due for an overlay by the City Engineering Department in the 2002-2007 time frame. Any street widening project to implement recommendations of this study should be coordinated with an overlay project if possible, to combine and leverage resources.

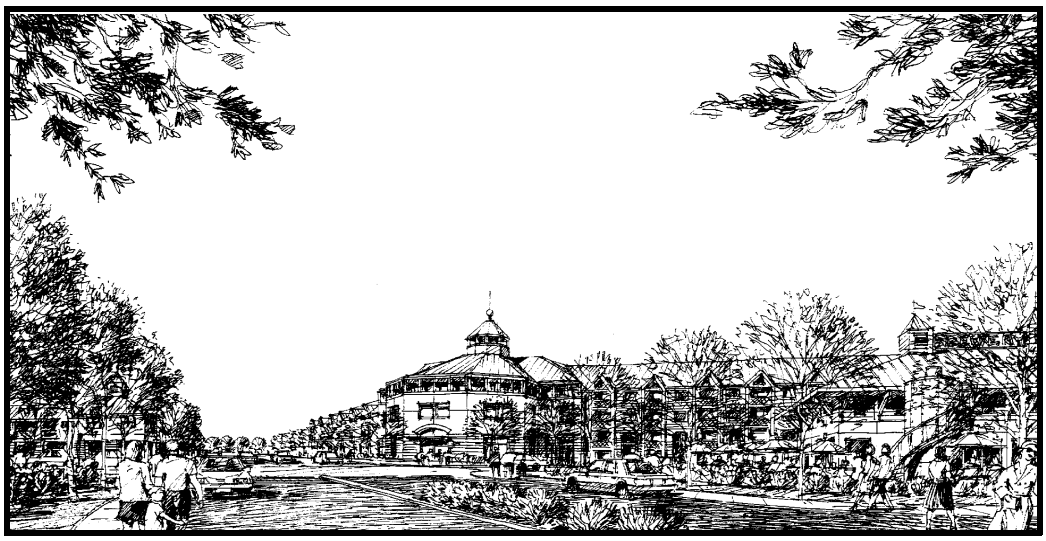
10. Appendices

A. *City Plan Excerpt* - Community Commercial District (pp 185-190)
B. Planning Study Process (1 page)

Community Commercial Districts

These community-wide destinations are the hubs of the City's high-frequency transit system offering retail, offices, services, small civic uses and higher density housing. The physical environment will promote walking, bicycling, transit use and ridesharing, as well as provide a high quality urban life for residents. Vertical mixed-use (multi-story buildings) will be encouraged with housing and/or offices located above ground floor retail and services.

PRINCIPLE CCD-1: Community Commercial Districts will be community-wide destinations and act as hubs for a high-frequency transit system offering retail, offices, services, small civic uses, and higher density housing. The physical environment will promote walking, bicycling, transit and ridesharing, as well as provide a high quality urban life for residents. Vertical mixed-use will be encouraged.

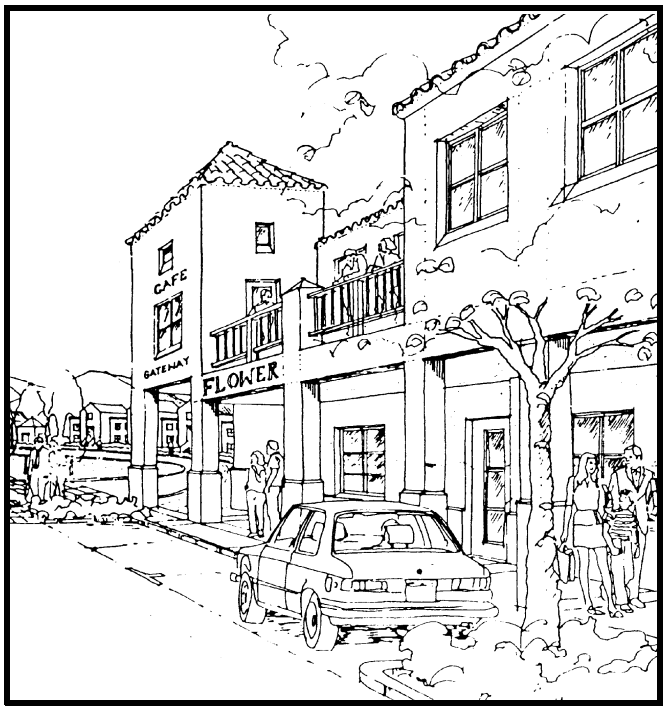


Commercial Core Concept

Policy CCD-1.1 Primary Activity Centers. Community Commercial Districts will be uniquely distinct and identifiable places. These districts are primary activity centers within the community and should act as important destinations for living, working, and shopping. The urban fabric of streets and blocks, and the architectural character of individual buildings shall be coordinated and contribute to a coherent identity and sense of place.

Policy CCD-1.2 Subarea Plans for Future Development and Infill/Redevelopment. Future development and redevelopment activities in a Community Commercial District should be coordinated by a subarea plan prepared for each district that identifies general boundaries, integrates development proposals across property boundaries, establishes a primary street network, identifies appropriate design guidelines and provides strategies for financing construction of public improvements. Once a subarea plan has been developed and adopted for a Community Commercial District, each individual development or infill/redevelopment activity must show how the proposed project contributes to a coherent, continuous, visually-related and functionally-linked pattern within the district in terms of street layout, building siting, building scale and character, pedestrian access, and site design.

Policy CCD-1.3 Mixed Land Uses and Blocks. Each Community Commercial District will contain a combination of uses, including residential, retail, offices, services, civic and open space. Infill and redevelopment activities within existing districts should attempt to increase pedestrian and transit orientation, and to screen parking. Uses located on ground floors that stimulate pedestrian activity are encouraged. Auto-related uses (e.g., gasoline stations and auto repair garages) will be allowed only if such uses are secondary in emphasis to the primary uses, and located in non-prominent locations. Large retail use establishments shall support the pedestrian scale environment of the district and mixed-use block design.



Mixed-Use Building Design

Policy CCD-1.4 Drive-Through Facilities. Drive-through facilities will be discouraged. Where such facilities are allowed, they should be secondary in emphasis to outdoor spaces for people, and relegated to secondary locations.

Policy CCD-1.5 Civic Uses. Civic uses, such as satellite government offices, recreation centers, plazas, post offices, branch libraries, etc., should be placed in prominent locations as highly visible focal points. Where feasible, they should be close to major transit stops.

Policy CCD-1.6 Day Care. Children's and adults' day care facilities should be available in all Community Commercial Districts and conveniently located near transit, public parks and employment centers.

Policy CCD-1.7 Pattern of Streets and Buildings. Streets will be scaled to the needs of pedestrians. Superblocks, dead-end streets, and cul-de-sacs should be avoided. Buildings should contribute to a cohesive fabric and reinforce the overall goal of creating a walkable district. Buildings should offer attractive pedestrian-scale features and spaces. Building placement, massing and entryways should relate to the street, nearby buildings, and to the urban context.

Policy CCD-1.8 Streetscapes. Urban streetscape design will establish an attractive, safe and pedestrian-oriented framework throughout the Community Commercial District. Street trees incorporated into the sidewalk design, street furniture, pedestrian scale lighting, and mid-block planting areas for enhanced pedestrian crossings, should complement the buildings in a coordinated urban design pattern.

Policy CCD-1.9 Placement of Commercial Activity. The configuration of businesses in the Community Commercial District will balance pedestrian and auto comfort, visibility and accessibility. Building setbacks from public streets should be minimized. Primary entrances to commercial buildings should orient to plazas, parks, or pedestrian-oriented streets, not to interior blocks or parking lots. Anchor retail buildings may also have entries from off-street parking lots. However, on-street entries are strongly encouraged.

Policy CCD-1.10 Relationship of Building to Public Spaces. Buildings will reinforce and revitalize streets and public spaces, by providing an ordered variety of architectural features that may include entries, windows, bays and balconies along public ways. Buildings will have human scale in details and massing. While vertical mixed-use is encouraged, maximum building height will be limited to five (5) to six (6) stories.

Policy CCD-1.11 Public Spaces. Public plazas will be used to create a prominent civic component in core commercial areas. Public open space areas should be between one-quarter (1/4) acre and one (1) acre in size; transit plazas may be smaller. They may be placed at the juncture between the commercial core and surrounding residential or office areas.

Auto-Oriented Streetscape

Pedestrian-Oriented Streetscape

Policy CCD-1.12 Balanced Transportation System. Community Commercial Districts will seek to create a balanced transportation system that encourages pedestrian, bicycle and transit use, as well as motor vehicle use. Community Commercial Districts will provide a system of connections to maximize choices for all modes of travel.

Policy CCD-1.13 Pedestrian Activity. Streets and other public outdoor spaces within the Community Commercial District will be functional, attractive, and designed to enhance pedestrian activity.

Policy CCD-1.14 Direct Pedestrian Connections. Local streets from surrounding neighborhoods will lead directly into the Community Commercial District, so visitors do not need to use arterial streets to gain access to the district. When existing developed areas are redeveloped or retrofitted, ensure that pedestrian and auto access from surrounding neighborhoods is provided.

Policy CCD-1.15 Arterial Streets as Edges. Arterial streets should be considered edges, unless substantial pedestrian improvements are made, traffic through the Community Commercial District is slowed, or alternate accesses/modes are provided.

Policy CCD-1.16 Transit. Community Commercial Districts shall be primary hubs of a high-frequency transit system. Whenever possible, transit stops should be centrally located and adjacent to the core commercial area. Commercial uses should be directly visible and accessible from the transit stop. Transfers to feeder buses (local bus network) should be provided for in the design and location of these stops. Comfortable waiting areas, appropriate for year-round weather conditions, should be provided at all transit stops. Passenger loading zones should be close to the stop, but should not interfere with pedestrian access.

Policy CCD-1.17 Commercial Street Parking. Commercial streets should include angled or parallel on-street parking.

Policy CCD-1.18 Parking. Reduced parking standards should be applied to Community Commercial Districts in recognition of their proximity to high-frequency transit service and their walkable environment and mix of uses. On-street parking should be maximized. Parking structures should be encouraged, including ground floor retail or service uses. All parking must provide for visibility, personal safety and security. Other parking considerations include the following:

a. Shared parking is encouraged for nearby uses in quantities reflecting staggered peak periods of demand. Retail, office and entertainment uses should share parking areas and quantities. A portion of any project's parking requirements should be satisfied by on-street parking.

b. Parking lots will not dominate the frontage of pedestrian-oriented streets or interrupt pedestrian routes. Lots should be located behind buildings, in side yards, or in the interior of blocks to the greatest extent practicable.

c. Large-surface parking lots will be visually and functionally segmented into several smaller lots, if practical. Land devoted to surface parking lots should be reduced, over time, through redevelopment and/or construction of structured parking facilities.

Related Plans & Policy Background:

Previously adopted documents include:

Issues and Policy Plans:

- *Air Quality Policy Plan:* summarizes pertinent facts about air quality establishes a community vision and measurable objectives, and sets forth specific policies to direct City programs and actions (1993).
- *Fort Collins Bicycle Program Plan:* guides development of a City bikeway program and facilities (1995).
- *Fort Collins Congestion Management Plan*: land use, transportation and air quality recommendations. Identification of activity centers (1995).
- *Pedestrian Plan*: policies, design standards and guidelines for pedestrian facilities (1996).

Subarea Plans:

- *North College Avenue Corridor Plan:* policy guidance for revitalization, including basic public improvements, image and appearance, land use, and zoning (1995).

APPENDIX B - PLANNING STUDY PROCESS

Fall 1999:

- Advisory Committee Formation
- Issues Identification
- Market Analysis, Preliminary Real Estate Feasibility Analysis
  - Trade Area; Leakage; Under-stored; high traffic counts; destination potential esp. with anchor
  - Cities typically have to assist to level the playing field with cornfield areas
- Case Studies
- Study Area Analysis
- Public Workshops
  - Degrees of Change; traffic patterns; street designs; redevelopment arrangements
  - Keep traffic and street classifications as is
  - Redevelopment as activity center with orientation to bike and pedestrian friendly streets
  - New cross street key to a sweeping solution of issues
  - Owner concerns

Winter 2000:

- Adjustment for Owner Concerns
  - Alarm over direction of process
  - Disagree with market analysis
  - Oppose redevelopment scenarios
  - Advocate enhancements to existing development

Spring 2000 :

- Real Estate Pro Forma Feasibility Analysis
  - Large financing gaps on most properties
  - City needs to seek ways to support redevelopment, cover gaps
- Issues Discussion
  - Storm drainage & flooding; parking district; street design

Summer & Fall 2000:

- Streetscape Enhancements
  - What can be done short of redevelopment to show attention, commitment, activity?
  - Should City support streetscape?
  - Policy parameters, implementation options, physical parameters of a special ROW and streetscape program

2001:

- Finalize Streetscape Parameters, Assemble Document
  - Consensus on a new street standard for Elizabeth
  - Consensus on a possible street standard for Plum
  - Assemble report