

The Highway 42 Revitalization Area Framework Plan

City of Louisville, Colorado

Civitas, Inc.

Fehr and Peers

Matrix Design Group

Szymanski / Ray

Acknowledgements

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Fehr and Peers, Transportation
Matrix Design Group, Drainage and Cost Modeling

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I. Introduction

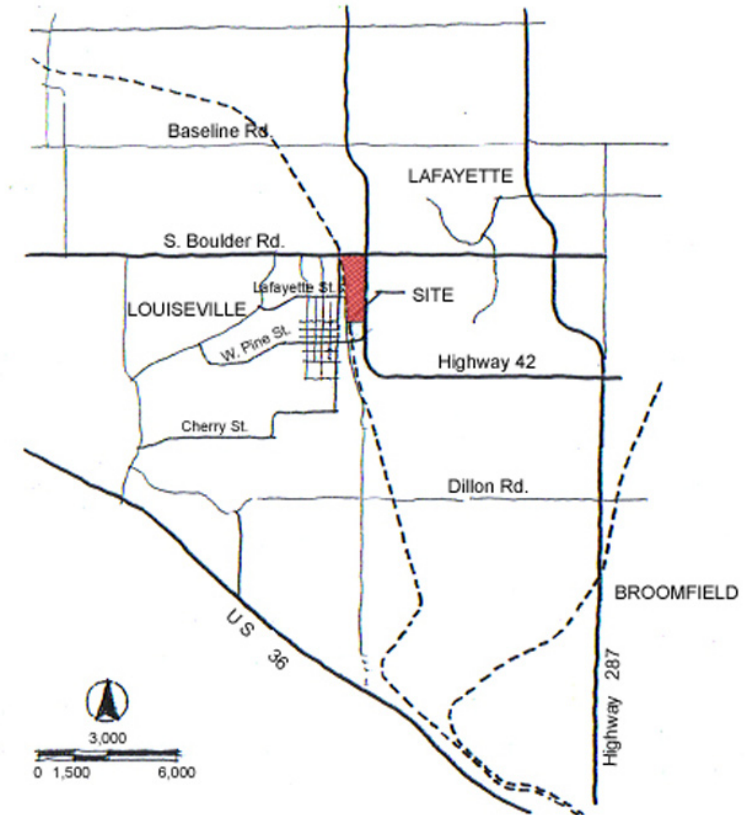
Project Summary

The Highway 42 Revitalization Area Framework Plan (previously the Highway 42 Corridor Study) was initiated by City Council in 2000 to consider possible changes to the comprehensive plan for the area of town bordered by Highway 42 on the east, South Boulder Road on the north, the BNSF railroad on the west and Pine Street to the south. City Council initiated the project in order to help guide the future of the area. The Goals and Guiding Principles established through the course of the project are as follows:

- Strengthen and enhance adjacent residential neighborhoods.
- Complement and integrate the area with historic downtown Louisville.
- Capture the potential for high quality / mixed-use development.
- Recognize the access and support parking required for a potential commuter rail station within the revitalization area.

The consultant team of Civitas, Szymanski / Ray, Fehr and Peers, and Matrix Design Group in collaboration with the City began this effort in May of 2001, following a previous study by another group. Since then, the consultant team with the help of the Highway 42 Working Group, and through public open houses and workshops has developed this framework plan. The framework plan has developed into a set of recommendations regarding the redevelopment of the Highway 42 Revitalization Area. Recommendations include the following:

- Changes to existing and future land uses in the area.
- Recommendations for pedestrian and automobile connections to Historic Downtown Louisville.
- Changes to internal street alignments and other transportation improvements in the area.
- Pedestrian realm improvements.
- Public Open Space.
- Phase I Development Feasibility.
- Implementation Strategies.



Why the City initiated the Highway 42 Framework Planning Process

1. Changes are inevitable within this area and the City of Louisville is committed to guiding those changes in order to achieve optimum uses, quality and image.

2. There is a growing opportunity and demand for higher quality uses. It is a City priority for this area to achieve its use, quality and image potentials considering:

- Current and anticipated Highway 42 traffic
- Proximity to Downtown Louisville
- Local neighborhood needs
- Potential Commuter rail

3. A coordinated sub-area framework plan will be substantially more effective than incremental, piecemeal changes.

Goals and Guiding Principles for the preparation, adoption and implementation of the Highway 42 Revitalization Area Framework Plan

1. Strengthen and enhance adjacent residential neighborhoods.

- Future development of the area should acknowledge and be compatible with the surrounding residential neighborhoods, considering complementary uses, noise, truck and traffic impacts, pedestrian sidewalks, open space, buffering, and better neighborhood access and circulation.
- The development of this area should enhance the vehicular access and safety from the existing residential neighborhoods to Highway 42.
- The City has the opportunity to identify and manage any potential impacts of a possible future commuter rail station on the adjacent neighborhoods.

2. Complement and integrate the area with historic downtown Louisville.

- Future development should complement and enhance , not competewith historic downtown Louisville.

- Uses, vehicular access and pedestrian connections between this sub-area and the downtown should support the future of the downtown.
3. Capture the potential for high quality / mixed-use development.
- Future development and uses should serve the adjacent neighborhoods, the residents of all of Louisville and should also enhance the City's long-term tax base.
4. Prepare a plan that recognizes the access and support parking required for a potential future commuter rail station within the revitalization area while maintaining the previous three goals.

Public Workshop Process

The following are the results of previous workshops.

Past Public Workshops

February 29, 2000 – Neighborhood Meeting – Louisville Arts Center

- Open House format.
- 30 persons attended (not including staff/consultant).
- Staff reviewed factors leading to the study (increasing traffic, planned road improvements, incompatible zoning/land uses, community gateway)
- Review of draft project scope of work.

November 16, 2000 – Public Workshop – City Council Chambers

- Approximately 20 persons attended (not including staff/consultant).
- Reviewed project purpose, scope and schedule.
- Discussion of opportunities and constraints for the site.
- Review and discussion of draft project goals and objectives (performance criteria).

February 1, 2001 – Public Workshop – Louisville Arts Center

- 48 persons attended (not including staff/consultant).
- Performance Criteria established at the November 16 meeting were reviewed.
- A summary of the market analysis was presented.
- A summary of transportation issues was provided by the consultant, including the potential for a commuter rail location in the study area.
- Several conceptual plans for the area were reviewed, including: 1) a market driven plan, 2) a residentially focused plan, and 3) a commercially focused plan.
- A visual preference exercise was performed to obtain attendees urban design character preferences.

April 5, 2001 – Public Workshop – Louisville Arts Center

- 50 persons attended (not including staff/consultant).
- Staff/Consultant presented plan for Status Quo and “Straw Man” alternative plan.
- At meeting conclusion, the city agreed to bring back more detailed plan(s) that addressed the questions about the potential rail station location(s).

April 18, 2002- Downtown Business Association and the Chamber of Commerce

- Reviewed project purpose, scope and schedule.
- New Consultant team of Civitas, Szymanski Ray presents commuter rail platform alternative locations.
- New Consultant Team takes comments on three illustrative development scenarios.
- New Consultant Team presents development feasibility and implementation ideas

May 8, 2002 Public Open House- City Public Library

- Reviewed project purpose, scope and schedule.
- New Consultant team of Civitas, Szymanski Ray presents commuter rail platform alternative locations.
- New Consultant Team takes comments on three illustrative development scenarios.
- New Consultant Team presents development feasibility and implementation ideas

July 15, 2002 -Working Group Meeting – City Public Library

- Highway 42 Working group picks Alternative B as the preferred Development Scenario (An refined version of this concept is presented in this document).
- Consultant Team conducts Fatal Flaws Analysis- Fehr and Peers and Matrix Design Group are added to the consultant team.

November 26,2002 -Working Group Meeting- City Public Library

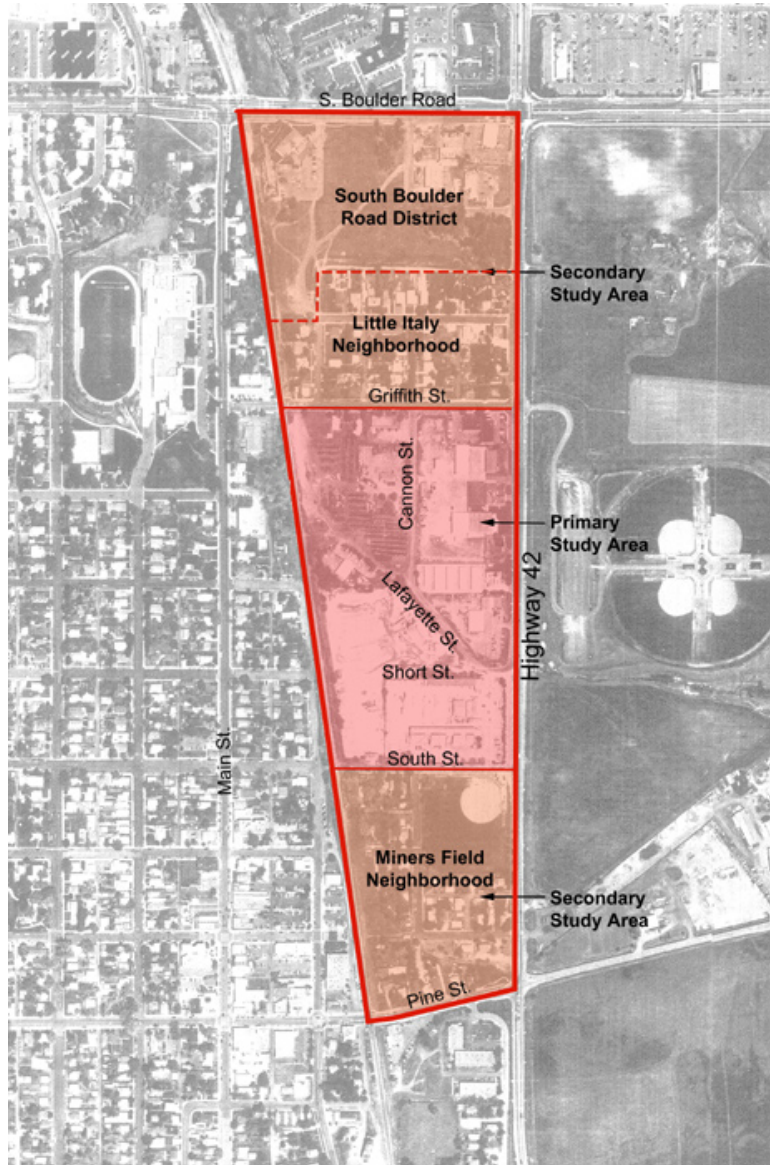
- Alternative B is refined based on drainage needs and transportation Analysis.
- Phase I Program elements are refined to include two retail anchors at approximately 15,000 sf each vs. a 45,000 sf specialty grocery store.
- Current block and street configuration fo the preferred plan is chosen.
- The preferred signalized intersection location is chosen at Short Street due to the results of Highway 42 Progression Analysis and neighborhood traffic concerns.
- South Street underpass is deferred to a later phase based on development feasibility studies.
- Working Group recommends comments be received on the preferred plan at a joint City Council and Planning Commission Study Session.

February 20, 2003 – Joint City Council and Planning Commission Study Session-
Blue Parrot Restaurant

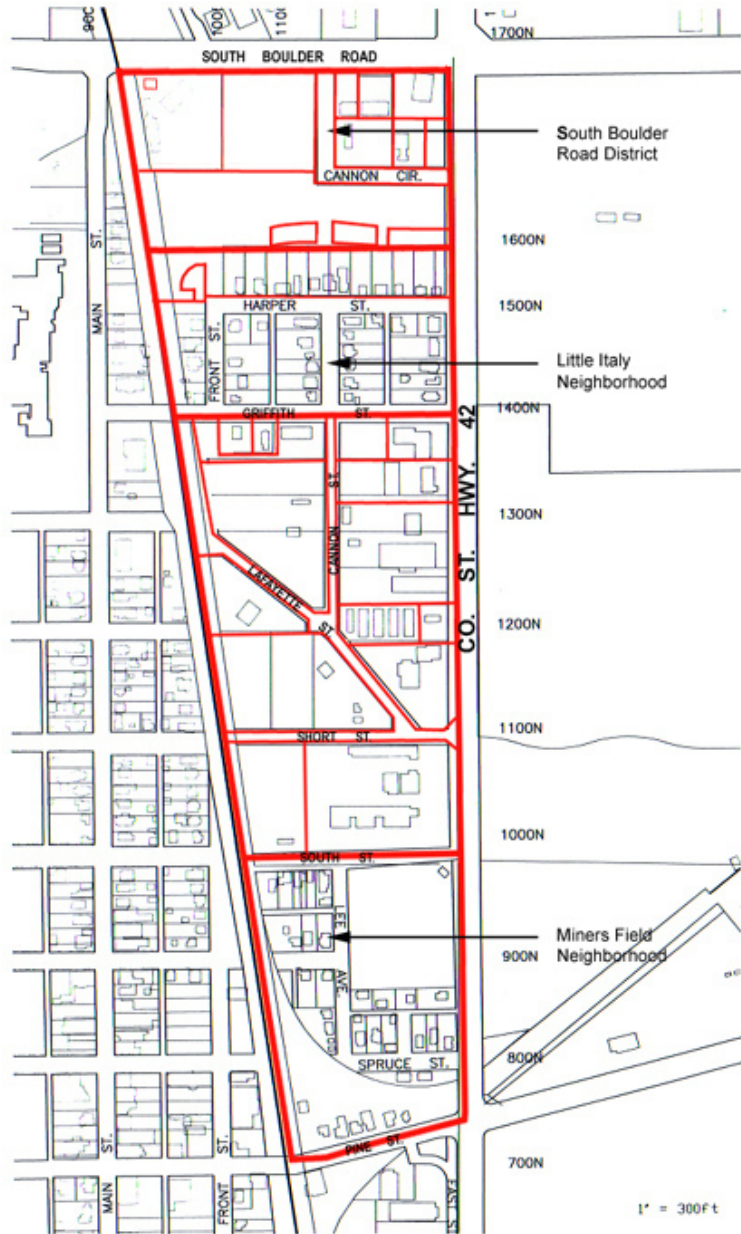
- City staff and consultant team presented a summary of Alternative B Preferred Plan.
- City Council and Planning Commission members expressed general support for the concepts presented and directed that the project be forwarded for consideration as a Comprehensive Plan Amendment.

May 1, 2003 – Public Open House - City Public Library

- City staff and consultant team presented summary of Public Comments received from previous meeting and changes made to the plan to address the comments.
- City staff and consultant team discussed next step actions for implementing the plan including Zoning and Design Standards and Guidelines.
- Open house for community review.



II. Project Area Overview



Property Ownership

The Highway 42 Revitalization Area is comprised of over 20 major property owners (not including single family detached residential lot owners) that are underutilized or vacant. The properties are pivotal to the creation of a potential transit oriented, mixed use community adjacent to Historic Downtown Louisville.

Core

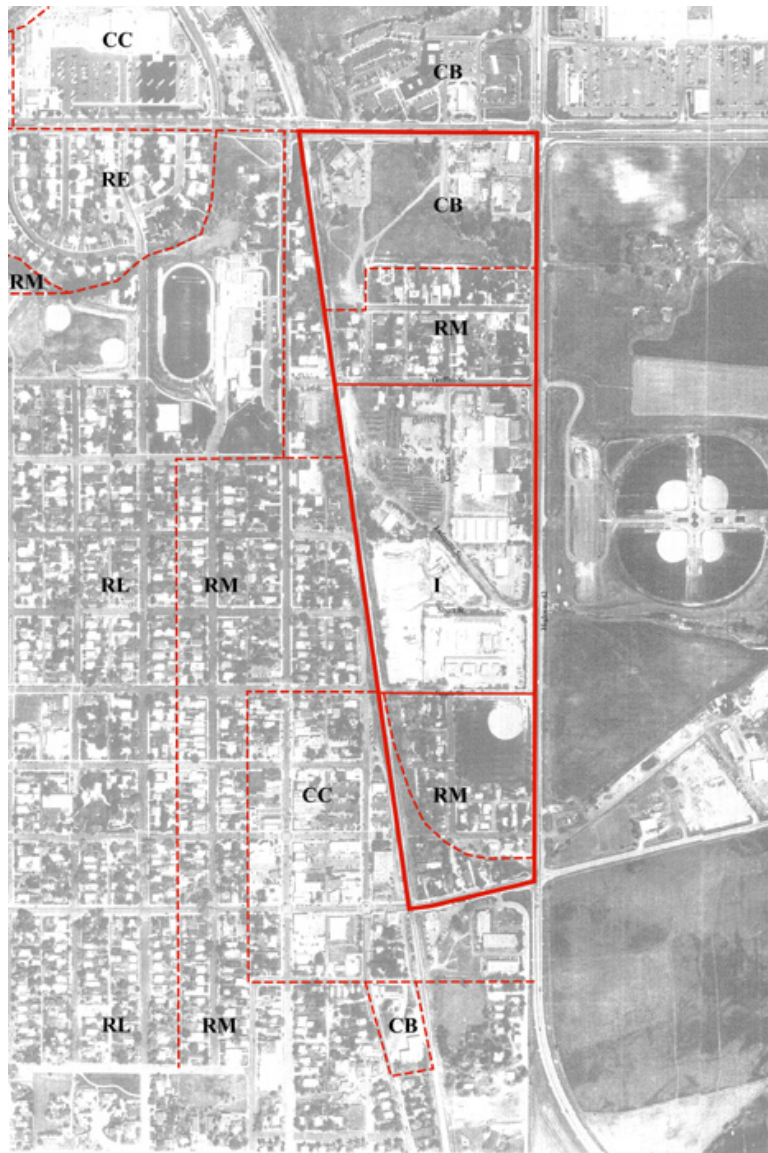
There are 9 property owners within the core that is defined by the area south of Griffith Street, north of South Street, east of the Burlington Northern Railroad, and west of Highway 42.

South Boulder Road

North of the core area along South Boulder Road, there are several major property owners as well as over 25 individual residential lots in the Little Italy neighborhood. With the exception of the single family lots, many of these properties are vacant or underutilized. The properties along South Boulder Road, with their access and visibility, have the potential to provide the city with redevelopment that can secure a long term tax base. Because the Little Italy neighborhood's zoning is consistent with the preferred plan, there is no intention of forcing change within the neighborhood.

Miner's Field Neighborhood

In addition to the existing single family detached residential neighborhood to the north known as Little Italy, a mature residential neighborhood with a mix of rental and owner occupied single family detached homes exists south of the core area. As with the Little Italy neighborhood, there is no intention to make policy recommendations for change within the Miner's Field neighborhood.



Existing Zoning and Land Uses

Industrial – I

The Core area of the Highway 42 Revitalization Area is zoned Industrial. This area is characterized by older and to some extent underutilized industrial uses. Currently, these uses include civic space for the Boulder County Paramedics, warehousing for a moving and storage company, flex office / light manufacturing spaces, a landscape contractor's nursery, a firing range, an auto body shop and a concrete batch plant.

The Louisville Rod and Gun Club currently utilizes a building eligible for historic designation. It's location sits north of South Street and east of the Burlington Northern and Santa Fe railroad. Its style makes it suitable to potentially be incorporated into the proposed RTD commuter railway platform as an adjacent non-residential building. A photograph of the building is included in the Existing Conditions section of this document.

Commercial Business- CB

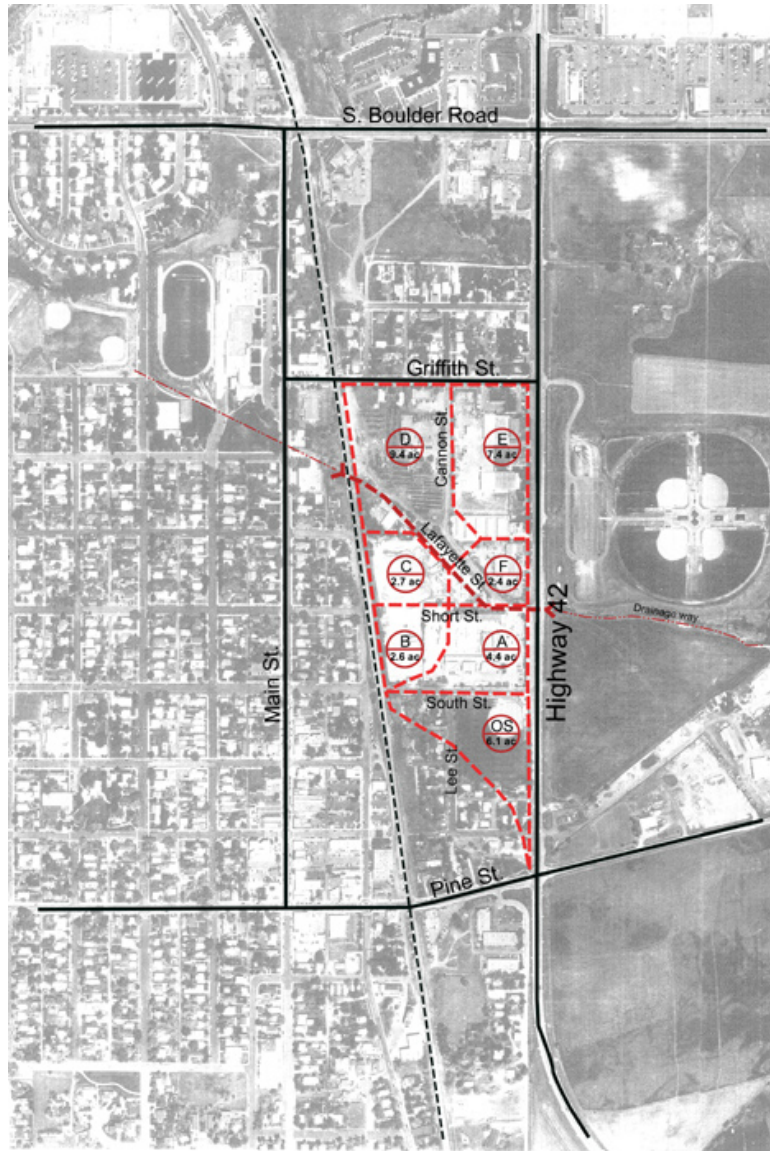
To the North is an area zoned Commercial Business. The district is comprised of service retail as well as automobile oriented uses. A portion of the land adjacent to the Little Italy residential neighborhood is currently vacant.

Residential Moderate Density- RM

There are two residential areas within the Highway 42 Revitalization area. Both are zoned Residential Medium Density. The RM district allows for multifamily development at duplex or town home densities (approximately 12 du/ac). The residential area to the north (Little Italy) is comprised of primarily owner occupied single-family detached homes. The residential area to the south (The Miner's Field neighborhood) is a mix of rental and owner occupied single-family detached homes.

Commercial Community- CC, Old Town Overlay District

To the west beyond the Burlington Northern and Santa Fe Railroad lies the historic downtown Louisville. Historic Downtown Louisville is zoned Commercial Community. The district provides a restricted range of retail sales and services including opportunities for a limited variety of comparative shoppers' goods. In addition to the CC zoning, Historic Downtown Louisville residential areas are also governed by the Old Town Overlay District. The overlay district establishes the Old Town as an area where existing character is to be maintained.

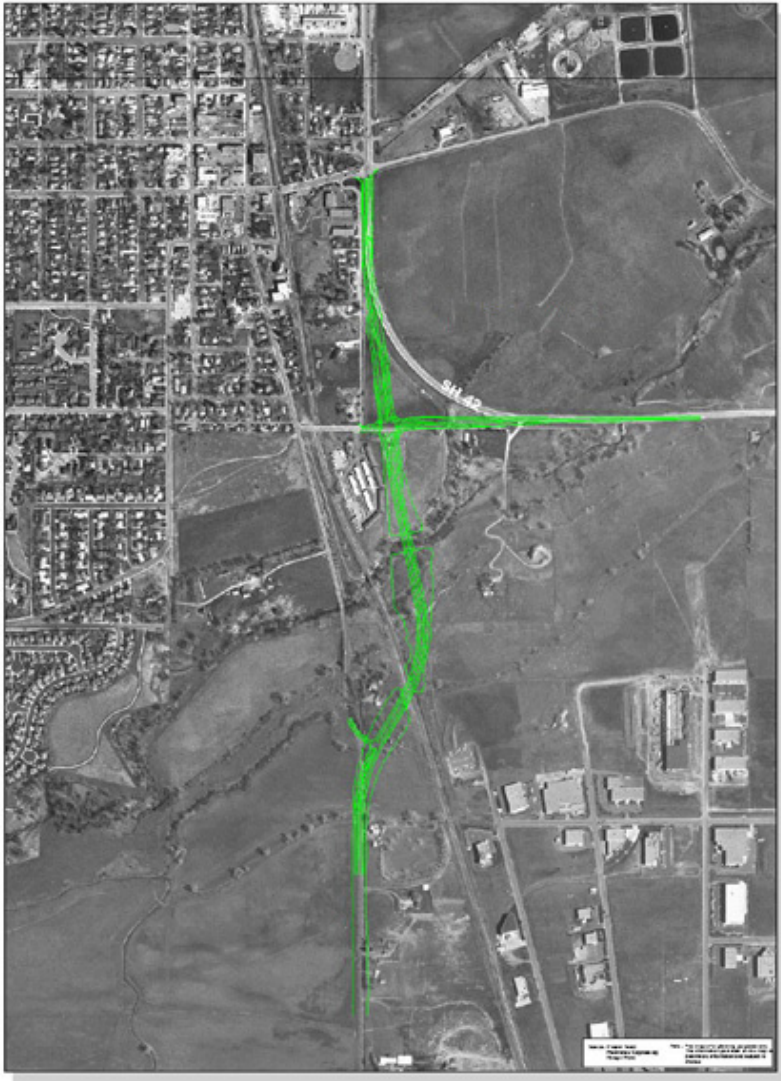


Topography and Drainage

The site is flat with drainage running generally from northwest to southeast. Additional drainage from upstream properties passes through the site to a county open space system to the east. A Drainage Master Plan is included in the appendix of this document for further details.

Utilities

There are existing utilities within the existing Lafayette Street r.o.w. alignment as well as the Lee Street alignment. Electrical and phone transmission lines run to the east and parallel to the Burlington Northern and Santa Fe Railroad.



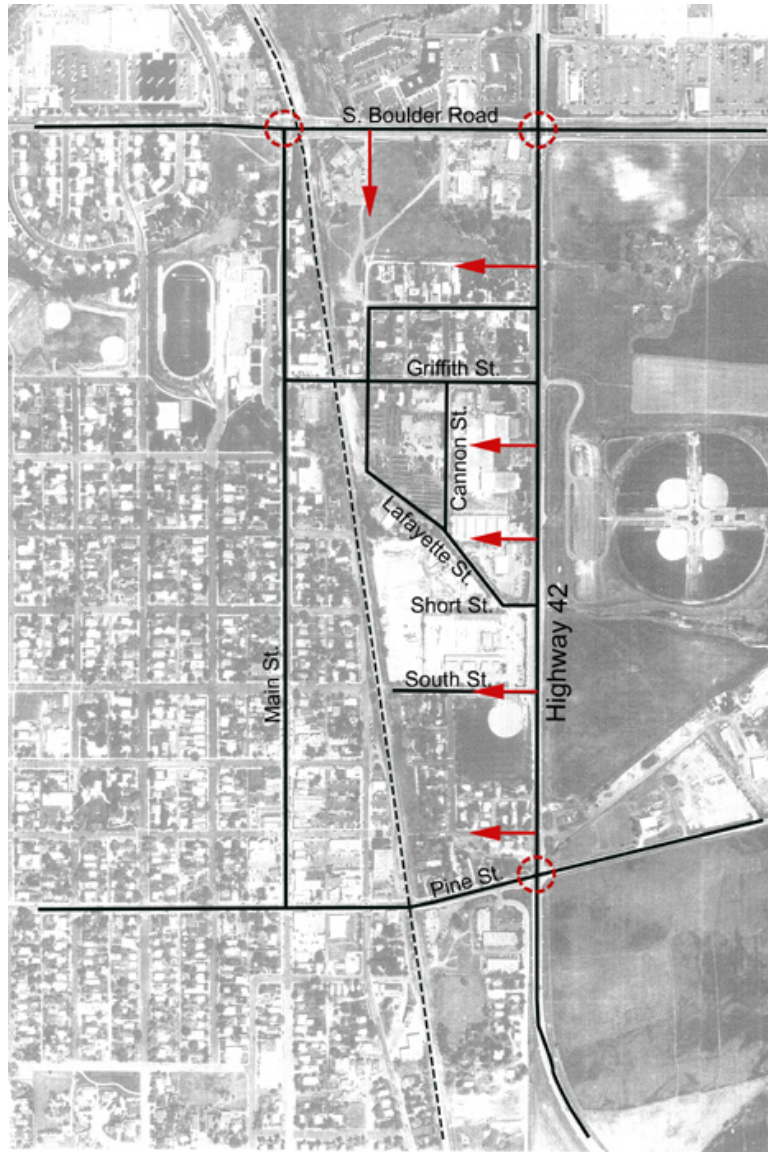
Regional Circulation and Access

The opening of the US 36 / 96th Street interchange in 1996 added regional traffic to the area. Traffic from Interlocken and Flatiron Crossings Mall further exacerbate the impact of regional traffic cutting through Louisville. The Highway 42 /96th Street road improvements are meant to alleviate some of this traffic.

The selected route for Highway 42 will bypass the Front Street and Pine Street intersection and allow direct access between Highway 42 and US 36. The direct connection is anticipated to bring traffic along Highway 42 directly adjacent to the revitalization area, thus increasing the pressure to redevelop along the highway frontage.

The future alignment of Highway 42 is expected to be constructed prior to any redevelopment of the Highway 42 Revitalization Area.

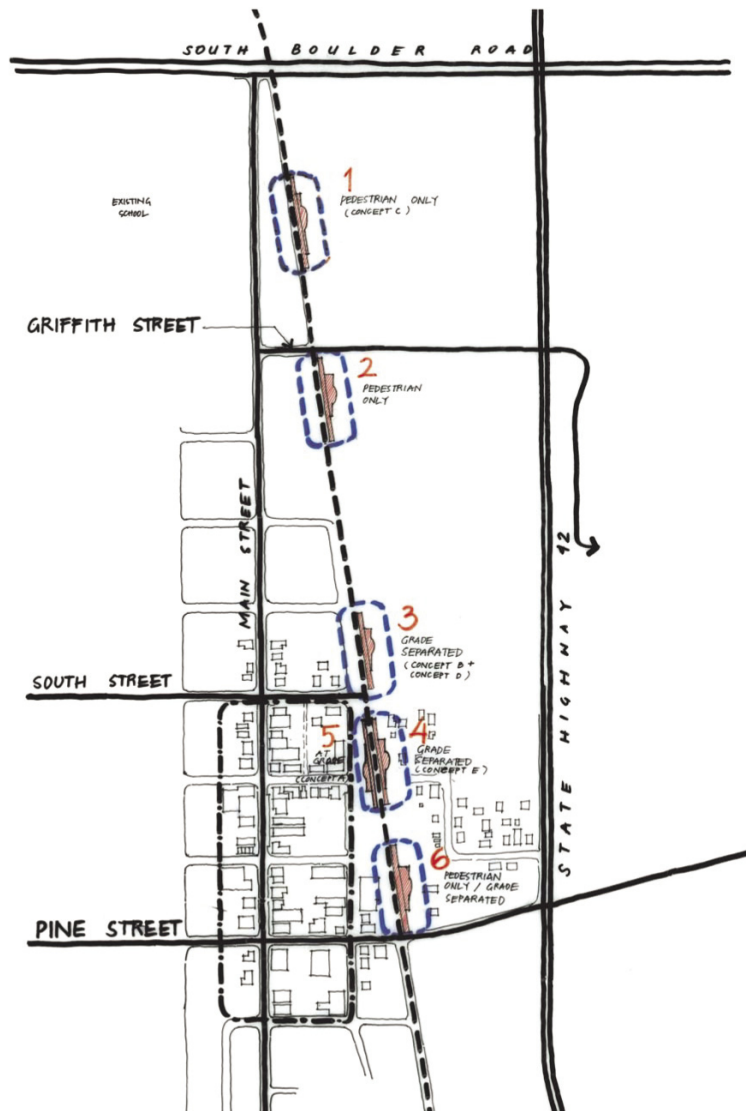




Site Circulation and Access

The site is bounded by highways and arterials on three sides; South Boulder Road to the North, Highway 42 to the East and Pine Street to the South. Griffith Street, a collector roadway penetrates the site from Highway 42 and connects to Main Street via an at grade crossing with the Burlington Northern and Santa Fe Railroad. Griffith Street is currently a full movement unsignalized intersection. Existing access to the Louisville Sports Fields is at the intersection of Griffith and Highway 42. South Street allows three quarter movements (right in right out, left in, left out). South Street also allows access to the Miner's Field residential neighborhood. Additionally, South Street allows pull in (90 degree) parking for Miner's Field. Numerous right in right out curb cuts exist along Highway 42 to serve individual industrial businesses. Of those, Lafayette Street (on the Short Street alignment) penetrates the site to connect to Cannon Street. Cannon Street intersects Griffith Street. Lafayette Street and Cannon Street are unpaved.

Although bounded on three sides by highly trafficked roadways, the Highway 42 Revitalization Area Core is relatively isolated from the City of Louisville community.



**RTD Commuter Rail Station
Location and Evaluation Criteria**

Consistent with the goals and guiding principles for the project, all of the locations considered for a potential future commuter rail station were adjacent to Downtown Louisville. Other locations to the south of Pine Street or north of South Boulder Road were not considered. The City views the potential for a commuter rail station in this general area as an opportunity to enhance the existing downtown commercial and residential districts as well as an opportunity to assist in strengthening and revitalizing the study area into a healthy, mixed use environment. A downtown rail station location was also identified in the US 36 Corridor Major Investment Study in 2002.

Six platform locations were evaluated. With the exception of location 5, all locations are east of the BNSF Railroad.

1. North of Griffith Street.
2. South of Griffith Street
3. North of South Street
4. South of South Street
5. South of South Street west of the BNSF Railroad
6. North of Pine Street

The six platform locations comply with RTD standards for diesel locomotive commuter technology. Each platform was evaluated against four criteria:

Map Number	Potential Station Location	Evaluation Criteria				Cumulative Score
		1. Impact on Adjacent Residential Neighborhoods	2. Potential Benefit to Historic Downtown Louisville	3. Access and Parking Potential for Station	4. Potential for Complementary Development	
1	NEC of Griffith & RR	Poor = 0	Poor = 0	Fair = 1	Fair = 1	2
2	SEC of Griffith & RR	Good = 2	Poor = 0	Fair = 1	Good = 2	5
3	NEC of South Street & RR	Good = 2	Good = 2	Good = 2	Good = 2	8
4	SEC of South Street & RR	Poor = 0	Good = 2	Fair = 1	Fair = 1	4
5	SWC of South Street & RR (adjacent to downtown)	Excellent = 3	Excellent = 3	Poor = 0	Poor = 0	6
6	NEC of Pine Street & RR	Poor = 0	Poor = 0	Poor = 0	Poor = 0	0

1. Impact on Adjacent Residential Neighborhoods.

While any redevelopment of the core area will create pressure for redevelopment of adjacent sites, the City is sensitive to not force change on adjacent residential neighborhoods. The locations likely to increase pressure to redevelop in existing residential neighborhoods received lower scores. Conversely, the sites less likely to pressure redevelopment of adjacent residential neighborhoods received higher scores.

Locations 1, 4 and 6 cause immediate pressure to redevelop existing residential neighborhoods. Locations 2 and 3 offer good potential for redevelopment of only underutilized industrial properties. Platform location 5 offers the best potential by containing redevelopment west of the BNSF railroad.

2. Potential Benefit to Historic Downtown Louisville

Redevelopment of the site should become an integral part of Historic Downtown Louisville. The potential commuter rail platform at locations 3, 4, and 5 have the best opportunity for connecting the site to Historic Downtown due to their proximity. Locations 1 and 2, by virtue of their relatively remote locations are less likely to benefit historic downtown.

3. Access and Parking Potential for Station

Access to the commuter rail station and park and ride need to be direct. Parking locations generally should be within a five to ten minute walk from the rail platform. Although locations 4 and 5 are closest to Historic Downtown Louisville, they do not offer good adjacent parking locations without the

immediate redevelopment of adjacent residential neighborhoods. Limited access reduces the score for location 6. Location 1 allows only right in / right out access from South Boulder Road, however its parking potential is limited. Location 2 allows access from Griffith Street, but its access is directly adjacent to an existing residential community. Location 4 is accessed via a right in / right out at South Street. Its access is also directly adjacent to a residential community. Location 5 adversely affects traffic circulation in Historic Downtown Louisville. Location 6 is accessed from an already congested Pine Street.

The best alternative, platform location 3 allows easy access for both park and ride users and RTD buses from a proposed signalized location at Short Street. Its parking location can be directly adjacent to the commuter rail platform.

4. Potential for Complementary Development

A higher density mixed use development around transit locations encourages complementary uses to locate near one another. Its configuration allows uses to take advantage of their proximity to one another. The ability to develop such a configuration immediately around a transit node will improve chances for the community's success as a transit village.

Platform location one allows for a development with a concentrated mix of uses on vacant or underutilized industrial property. However it cannot provide the potential full spectrum of uses within a quarter mile walk because it is limited by the decision not to force change within the Little Italy neighborhood. Locations 2 and 3 both encourage the redevelopment of the underutilized industrial area. Location 4 can affect the redevelopment of the same area, however it also increases pressure on the redevelopment of the Miners Field neighborhood. Locations 5 and 6 have less effect on the redevelopment of the industrial area.

Proposed Rail Station Location

Based on the matrix and justification above, the most beneficial location for a future commuter rail platform is located east of the Burlington Northern and Santa Fe railway line and north of South Street. The preferred plan builds its urban design elements around platform location 3 in the hopes of commuter rail anchoring the redevelopment of the area. However, the plan can be successful as a logical extension of the historic downtown should the commuter rail not materialize.



A concrete batch plant occupies a major portion of the Highway 42 Revitalization Area Core

Existing Conditions



Boulder County Paramedics Facility at Highway 42 and South Street



Structure historically used by the Louisville Rod and Gun Club along South Street eligible for historic designation



South Street looking west towards Historic Downtown Louisville



A residential street within the Miner's field neighborhood



A view of the site intended for an RTD commuter rail platform and park-n-Ride



A nursery occupies the site east of the Burlington Northern and Santa Fe Railroad and South of Griffith Street



New construction along Front Street in downtown Louisville. The massing and scale is indicative of downtown Louisville buildings. Similar building massing and scale is expected in the Highway 42 Revitalization Area Core.



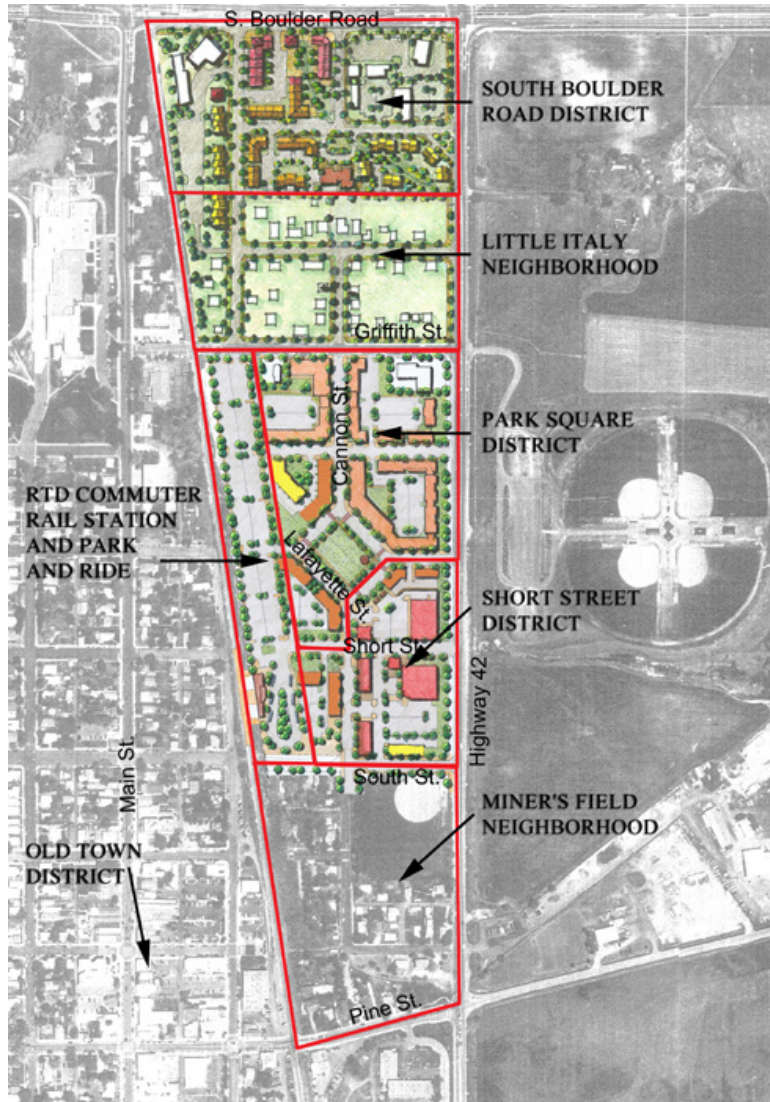
At grade pedestrian railway crossing on Griffith Street



At grade street crossing at Griffith Street



Typical Highway 42 frontage



III. The Framework Plan



Preferred Land Use Plan

Without a clear vision to guide its re-development, the Highway 42 Revitalization Area is at risk of becoming just another nondescript automobile-oriented, retail corridor. If the area were allowed to succumb to the path of least resistance, its edges might become a development of single story single use retail structures surrounded by parking. Tenant signage would be a jumble of clutter littering the highway’s edges. Open spaces unplanned and leftover merely to satisfy municipal requirements. Its uses and configuration unattractive and unfriendly to pedestrians.

Without proper planning, a commuter rail platform within the site is unlikely. With the existing multiple property ownership structure, a properly coordinated planning effort is necessary in order to obtain a park-n-Ride for up to 400 vehicles, as well as the platform itself. After that point, the remainder of the site may be redeveloped via incremental private rezonings or as a part of a city led urban renewal effort. Both alternative development scenarios should adhere to the vision elaborated within this document, and to a yet to be prepared urban design and architectural standards and guidelines. No matter which way the area redevelops, coordination among property owners will be the key in realizing the city’s vision for the Highway 42 Revitalization Area. As a first step, the city should make every effort to secure a commuter rail stop along the proposed Denver Boulder line. The location for the commuter rail line should be directly east of the BNSF railroad and north of South Street based on the evaluation of potential commuter rail platform locations.

The commuter rail line is tied to the potential RTD FasTracks proposal. It’s certainty is unclear. Nevertheless, the preferred alternative is still a viable and worthy plan for a mixed use development.

Transit Oriented / Mixed-Use Development

An alternative to the typical sprawl oriented developments seen in many communities is a transit oriented, mixed-use development adjacent to Historic Downtown Louisville. Transit may take the form of a park and ride and / or a commuter rail platform at the preferred location above.

A transit oriented mixed-use development in this location would enhance the Historic Downtown by allowing a higher density residential population within an easy quarter mile walking distance (five to ten minute walk as illustrated on the preferred plan by a 1320’ radius from the possible commuter rail station).

The result would be a greater downtown residential population utilizing historic downtown's civic elements that include a diverse range of uses along Main Street as amenities. Likewise, the Highway 42 Revitalization Area can offer the completion of Louisville's downtown core by allowing a high quality and vibrant mix of land use elements that are currently limited within the existing downtown. These elements include moderate to high density multifamily residential, moderate density townhome and live-work, small scale office, service and restaurant retail, and smaller scale anchor retail stores. Planned civic and public open space elements should also be included within the new community.

To secure the vision of the Highway 42 Revitalization Area as an urban place, planning is needed within various urban design elements. Diagrams of recommendations for some of these elements can be found in subsequent pages.

Access

In addition to various right in / right out and three quarter movement access locations, a signalized intersection is needed at Short Street. This location becomes the new development's front door and allows RTD, commercial, and residential traffic to efficiently enter and exit the area. The signalized intersection should find an indirect connection to a future South Street underpass.

A progression analysis has been completed and is included as an appendix of this document. The signalized location at Short Street meets CDOT's Highway 42 criteria. The CDOT access plan for Highway 42 will need to be amended per the preferred access locations.

Connection to Downtown and Louisville Sports Complex

The preferred plan calls for a below grade vehicular crossing of the Burlington Northern and Santa Fe railroad at South Street. Development feasibility does not allow this connection in early phases of development. However, a pedestrian connection at South Street or other location is critical to integrate the new development to downtown. A pedestrian connection across the tracks allows for the connection of a pedestrian corridor through the revitalization area to a proposed signalized intersection at Short Street and Highway 42. The pedestrian corridor should continue east to terminate at the Louisville Sports Complex. The roadway access to the sports complex should be moved to the signalized intersection alignment.

Interconnected and Human Scaled Streets and Pedestrian Networks

In order to realize a synergistic mix of uses within the site, clear pedestrian and automobile links and safe pedestrian movements within the revitalization area are essential. Connections to and from neighboring residential and commercial areas should also be provided to create a unified mixed-use development. The following statements should be met in the design of the revitalization area's streets and pedestrian networks:

- Make walking comfortable and safe. Buildings adjacent to sidewalks should provide a wide variety of uses for the pedestrian to be entertained within walking distance from one another
- Align streets with desired lines of travel. A grid network or modified grid network of streets should be developed within the revitalization area.
- Provide street crossings in-line with planned desire lines of travel.
- Provide equitable access to all user groups.
- Provide adequate lighting for all pedestrian activities.
- Provide walkways and sidewalks to all areas within the revitalization area.
- Consider shorter and more frequent, street and block systems.
- Provide clear pedestrian access to all transit facilities.
- Maximize vehicular access between the revitalization site and Highway 42.
- Maximize on-street car parking.
- Identify opportunities for shared parking between various land uses.
- Design streets for lower speeds. Reduce street scale. Consider the shared use of local and private streets for both automobile and pedestrian uses.
- Define places within the public r.o.w. through both hardscape and softscape treatments.
- Design generous public walkways and sidewalks.
- Provide high quality streetscapes with a hierarchy of street trees, light standards, and treelawns (in residential areas).

A diagram of critical pedestrian connections is found on page 33.

Recognizable Public Spaces

Along with the public sidewalk system, other public spaces should enhance the image of the new development. Public spaces should come in a variety of shapes and sizes and accommodate open meeting places. Open meeting places in the form of pocket parks and courtyards should be scattered throughout the

new development. Courtyards and other public meeting places should act as focal points of the community.

The most important public space should be placed at the center of the new community as shown on the plan. In this plan it is a public square. It should be accessible to all districts within the revitalization area. It should also be generous in size and offer the flexibility to hold small scale community events. It is envisioned that larger scale community events such as public performances, markets and art exhibits will be held in Historic Downtown Louisville.

Architectural Variety and Rich Mix of Uses

A variety of attractive buildings, from commercial to residential and everything in between should be provided within the new development. Develop for-sale and for-rent housing types such as multifamily apartments, co-housing, townhomes, and live work units. Small scale offices, service retail and restaurants should also be a part of the mix.

Buildings should define streets. They should be built along street edges and have a rich variety of architectural style and detailing. Where possible, buildings should have a vertical mix of uses. Shops at the ground floor with offices and or apartments above will increase the vitality of the Highway 42 Revitalization area.

Integration of Existing Neighborhoods

While this document does not propose any change within the existing residential neighborhoods, their zoning allows moderate density uses such as multifamily townhomes. Redevelopment along the edges of adjacent areas should be designed to meet the existing neighborhoods potential while respecting its existing configuration. Interconnected and human scaled streets should reach out to the existing neighborhoods to allow accessibility and identity as a cohesive mixed-use development.

Transit

The Highway 42 Revitalization Area should be designed to accommodate all forms of transit, including the potential for a commuter rail station, RTD park-n-Ride, and existing and future local bus transit routes. Design must take into account access, roadway design and pedestrian accessibility, and parking configuration.

Access must be direct and efficient. Roadway design must allow bus accessibility, but not go so far as to compromise the pedestrian scale of streets.

Parking configuration should allow direct access to all transit elements. It should be elongated in shape, within a five minute walk from both a proposed commuter rail platform location and a regional bus staging area. Parking areas should provide attractive buffers to adjacent properties to mitigate their impact.

Current bus staging operations occur along Front Street within the historic downtown. The plan should remain flexible to the possibility of maintaining current operations there.

Not Allowed

The Highway 42 Revitalization Area Framework Plan should not allow:

- Isolated, low slung buildings in vast seas of asphalt.
- Mega-buildings with blank walls.
- Significant separation of land uses.
- Oversized commercial service areas facing adjoining residential uses.

Recommended Rezoning and / or Overlay District

Sub-districts need to define the land uses and neighborhood character allowed within certain areas of the revitalization area. The following are proposed Land Use Districts that could govern the redevelopment of the Highway 42 Revitalization Area by way of a mixed-use re-zoning and / or mixed-use overlay district. A discussion of how these land use strategies can be realized is included in the Implementation section of this document. Illustrative plans for the Short Street District, Park Square District, South Boulder Road District, and the Transit Support District are included in subsequent sections of this document. Land use classifications that may be applied to the districts are defined below.

- **Commercial Mixed Use (Short Street District, South Boulder Road District)**

These areas are predominantly used for small scale retailing and office activities as well as mid sized retail uses that can be well integrated into a street environment. The commercial and retail need to serve the needs of the Highway 42 Revitalization community as well as immediately surrounding neighborhoods. The configuration of the uses within this district should encourage transit ridership, promote alternative modes of transportation such as walking and biking, and provide links to pedestrian ways, corridors and open spaces. The orientation of buildings should promote streets, rather than parking. The district should promote and allow those who wish to live and work

in the same neighborhood to do so. Allowable uses should include office, small and medium scale retail, restaurants, live-work, as well as appropriate passive recreation amenities accessible to the entire neighborhood. Outdoor cafes and other activities within the public realm are highly encouraged. Residential uses such as live-work and moderate to high density residential uses should also be allowed.

- **Residential Mixed Use (Park Square District)**

The Residential Mixed Use District is an area predominantly residential in nature. The configuration of uses should cater to the needs of transit commuters. This includes moderate to high density residential, live-work, and limited employment generating uses such as office, convenience and specialty retail. With the exception of office, other nonresidential uses should remain primarily on the ground floor of buildings. The design and orientation of new buildings should be pedestrian and street oriented. Special streetscape improvements should be considered to make rich and enjoyable spaces. This district should be characterized by both a vertical and horizontal mix of uses in multi-story buildings. Outdoor cafes and other activities within the public realm are highly encouraged. On-street parking, zero-lot line conditions, generous sidewalks, street trees, other outdoor activity areas such as public squares and plazas are characteristic of this district. Residential densities should average in the range of 15-30 du/ac. While all development projects should be carefully reviewed, greater densities should be allowed if they meet the vision and intent of the Highway 42 Revitalization Area Framework Plan.

This land use classification is appropriate for the Park Square District.

- **Transit Support (RTD Commuter Rail Station and Park and Ride)**

Predominantly a site for transit support, the district will contain a mix of land uses, including but not limited to single and multiple RTD park and ride building structures, retail services, restaurants, surface parking and other similar ancillary uses. The Transit Support District may redevelop in the future into a commercial and/or residential mixed-use district. Such redevelopment of the initial transit support project will likely include both surface and structured parking facilities.

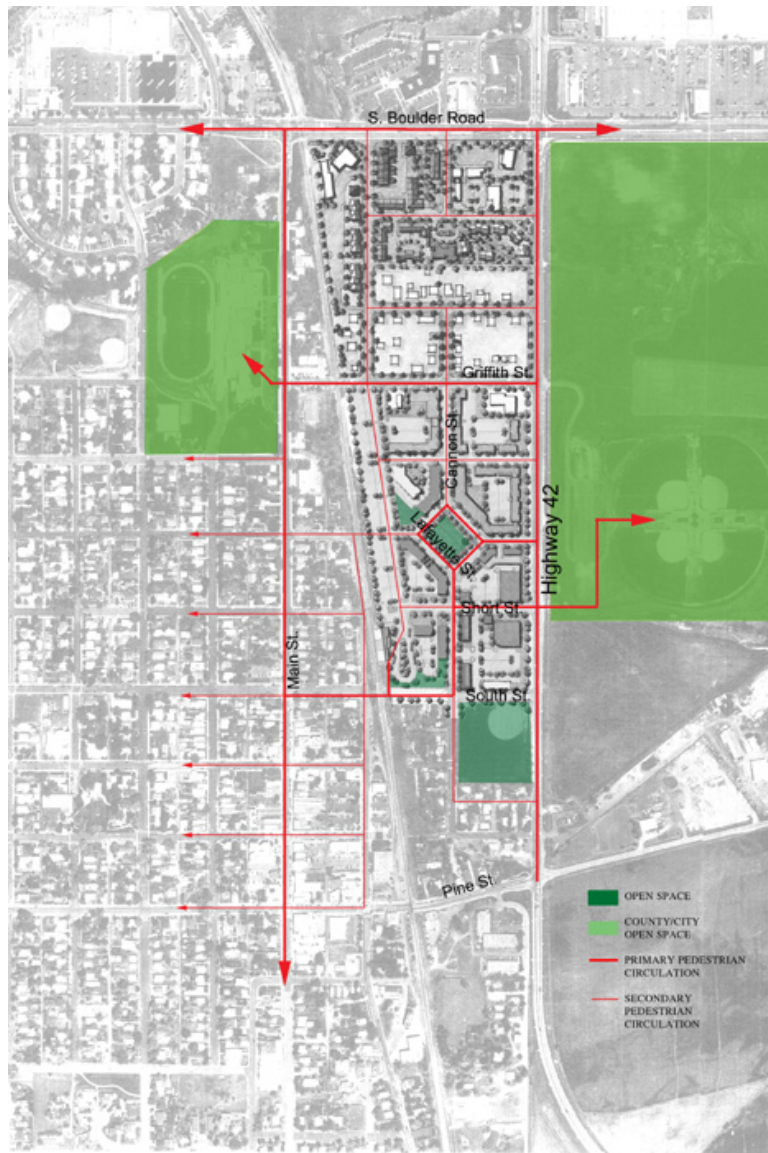
- **Residential**

There is no intention to change the Little Italy and Miners Field neighborhoods. The Highway 42 Revitalization Area Framework Plan shall leave these neighborhoods intact. The neighborhoods are currently zoned RM- medium density residential. Based on this zoning, the neighborhood may redevelop at moderate densities. Duplexes and townhomes at a density of about 12 du/ac are characteristic of the RM district. It is recommended that any redevelopment within these neighborhoods be subject to design standards and guidelines for the entire Highway 42 Revitalization Area.

- **Highway 42 Buffer Zone**

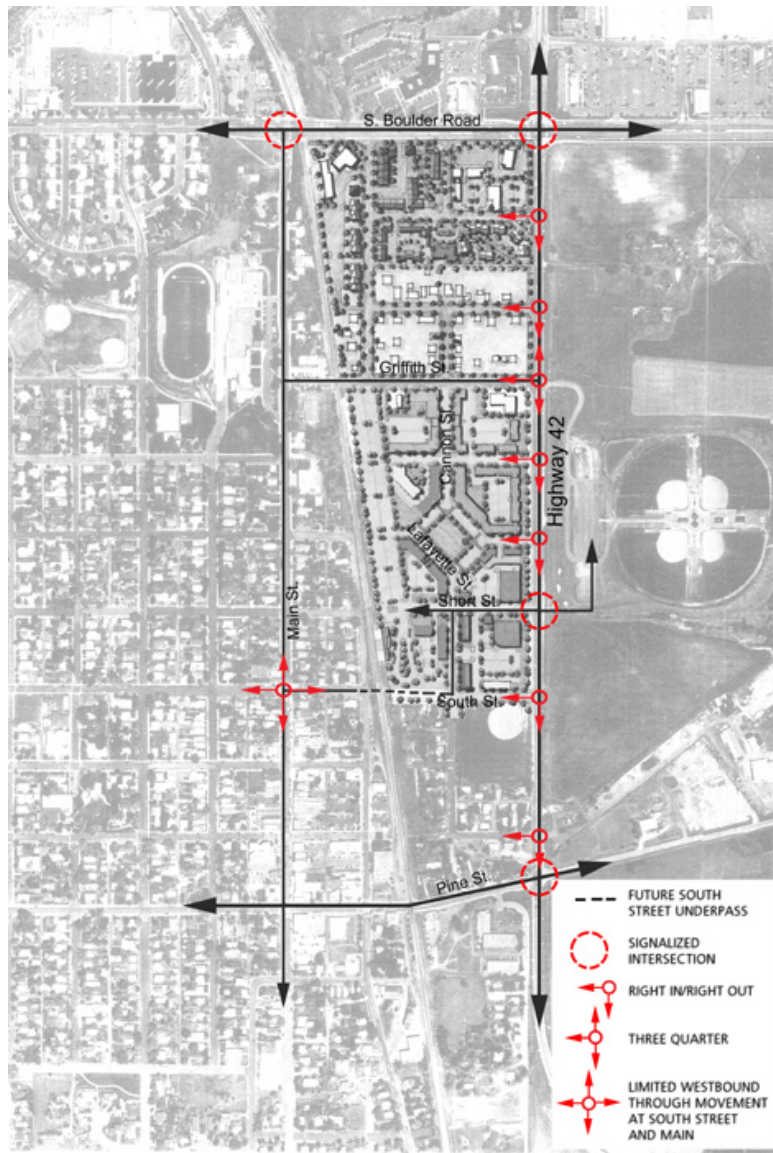
The Highway 42 buffer zone transcends all the land use classifications and districts proposed above. It is the area adjacent to Highway 42. The image of Highway 42 is intended to convey a cohesive and aesthetically pleasing environment.

The area adjacent to Highway 42 conveys the image of the proposed redevelopment as well as the image of the Louisville community. As such, the Highway 42 buffer zone should be landscaped to mitigate the impacts of parking and other conditions that adversely affect the city's image.



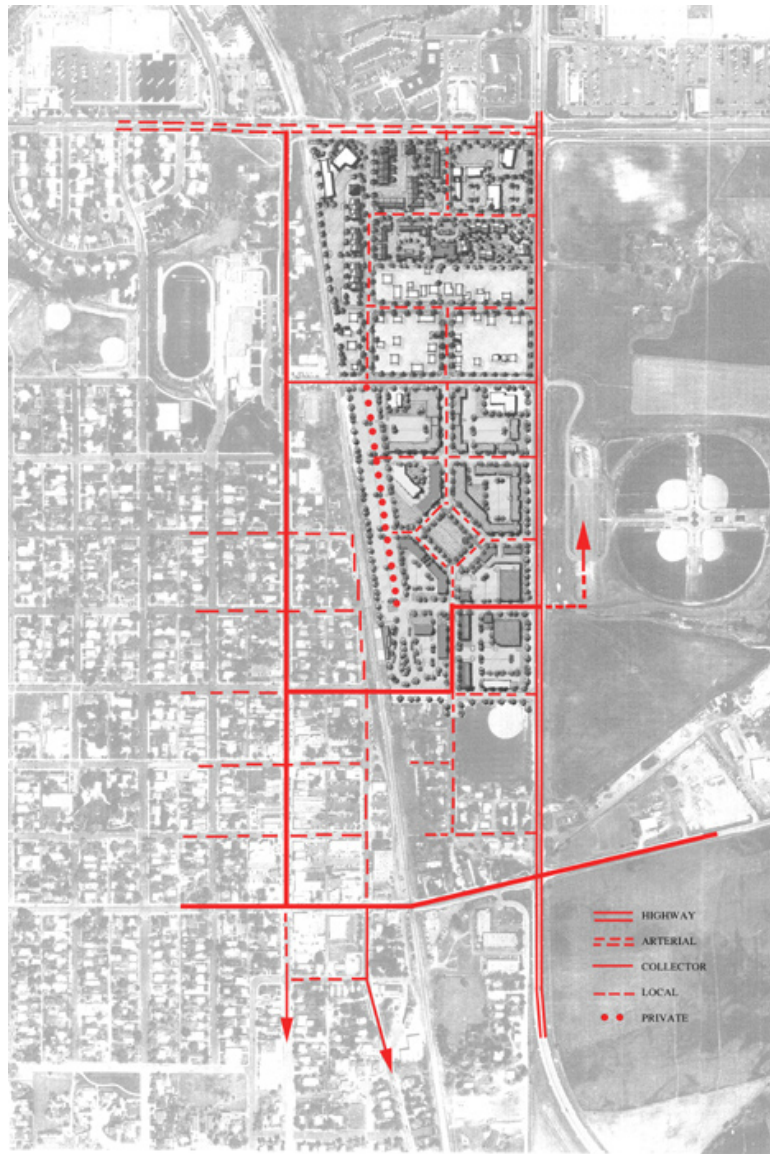
Proposed Pedestrian Circulation, Corridors, Parks and Open Spaces

- Pedestrian connection at South Street or another location is critical in phase I. All efforts should be made for below grade connections.
- Pedestrian connection through the revitalization area offers the potential to link historic downtown to the Louisville complex.
- Streetscapes offer pedestrian connectivity through generous sidewalks.
- Parks and Open Spaces are accessible to the community through pedestrian systems.
- A public open space such as the public square is the center of the community.



Proposed Transportation and Access

- Existing signalized intersection at South Boulder Road and Highway 42, South Boulder Road and Main Street, and Pine Street and Highway 42.
- Proposed signalized intersection at Highway 42 and Short Street.
- Proposed relocation of Louisville Sports Complex access drive to Short Street signal location.
- Direct access to RTD park-n-Ride and potential commuter rail station via Short Street.
- Proposed South Street below grade connection across BNSF railroad tracks.
- Indirect connection of Highway 42 Revitalization Area to historic downtown Louisville via Short Street, Lee Street, South Street underpass to Main Street.
- Westbound traffic at South and Main restricted to eliminate the potential need for signalization.
- Indirect connection of site from South Boulder Road.



Conceptual Street Alignments

- Modified grid network.
- Future connection to historic downtown Louisville: South Street to Lee Street to Short Street collector system to connect to historic downtown Louisville via underpass.
- Future disconnection of Front Street to accommodate South Street underpass.
- Indirect connection of site to South Boulder Road.
- All streets are pedestrian corridors with sidewalk and street tree system.

**SHORT STREET DISTRICT**

District Subareas and Characters

Short Street District

The framework plan recommendation for land use within the Short Street District is Commercial Mixed-Use. The District is intended to be a gateway into the Highway 42 Revitalization Area. As a gateway, it should enhance the image of the revitalization area as well as the City of Louisville's Historic Downtown area. Particularly important is the intersection of Highway 42 and Short Street. The landscape in this area should convey a formal combination of soft and hard landscape features.

It's envisioned that the Short Street District will have an urban character with a vibrant mix of uses. It should be composed of service-oriented retail, restaurants, small scale office, and live-work uses. Office and residential apartments over ground floor retail should be developed in sufficient quantities as market economics allow.

Buildings should define the internal street edges (Short Street, Lee Street, Cannon Street). Ample parking should be available on-street with the remainder of parking needed for businesses and residents behind buildings and / or tucked underneath. All effort should be made to conceal large parking areas with liner buildings and landscape. Buildings should be tall enough to create a sense of enclosure and urban character. Ample sidewalks and street tree canopies should allow pedestrians to stroll comfortably along streets. Wherever possible, on-street parking should provide the pedestrian with a sense of protection from automobile traffic passing by. Sidewalks should be faced with shops at the ground floor with offices and apartments above wherever possible. Pedestrian elements such as street trees, furniture, and bicycle parking accommodations should be provided in key locations. A vibrant mix of uses will increase the vitality of the neighborhood. Rich architectural style and detailing should be prominent elements of building design.

The framework plan proposes a future grade separated connection of South Street to the historic downtown core. As such, Short Street should provide an indirect connection to South Street. In the early stages of development a pedestrian connection from the Short Street District to historic downtown should be completed.



Pedestrian and bicycle amenities within the right of way on Pearl Street in Boulder, Co. A mixed use project composed of office above ground floor retail, and a residential component on a local street is viewed in the background. Envision this development defining a corner along Short Street.



A larger commercial tenant anchors the corner of a new mixed-use development in boulder. The view offered is of the rear parking area.



An office / live work building lines the back of a parking lot in the Steelyards mixed use development in Boulder.



A mixed use development utilizes tuck under parking.



PARK SQUARE DISTRICT

Park Square District

Park Square District is the heart of the Highway 42 Revitalization Area. The framework plan recommendation for land use within the district is residential mixed use. Ground floor retail and live work is highly encouraged on the ground floors of buildings. However, the predominant land use should be multifamily residential.

It is here that the majority of residents frequenting the shops on Main Street in Historic Downtown Louisville, or the shops of its own retail streets will live. The moderate to high densities within this district will make its residents good candidates for transit use. Properly designed pedestrian corridors and connections to the RTD park and ride and possible commuter rail platform are critical to its success.

The district’s identity will ultimately be associated with a public square. Hence, the public square’s configuration and program elements should be carefully designed. Flexible programming elements should allow for various users within the revitalization area as well as the surrounding communities. Direct accessibility to all users of the Highway 42 Revitalization Area is integral to the design of the district.

The buildings within this district should primarily be multi-story structures. In its center, residential densities should reach upwards of 30 units per acre. Private open space should be aggregated into useable pocket parks and gardens. Balconies and outdoor areas should be designed for a majority of its residential units. Ground floor retail, office, live-work, and civic uses are highly encouraged around the public square. Although structures should be multi-story, they should be sensitive to the historic downtown and adjacent neighborhoods. Buildings should be limited to three or four stories in height. Buildings of greater height may be appropriate in some locations, however top floor living spaces should be accommodated within their roofs to efficiently utilize square footage while minimizing their heights.

As with any good design for a community, buildings should define the street. They should provide interest within its massing, scale and details. Parking should be a combination of on-street parking and parking behind buildings and or tucked underneath.

Sidewalks and other pedestrian corridors should be generous in width. Street trees, lighting, and street furnishings should be developed in key locations. In primarily residential areas, care should be taken to differentiate private, semi-private, and public outdoor spaces.

Traffic calming devices such as skinny streets, on street parking, sidewalk bumpouts, and changes in roadway texture should be utilized.



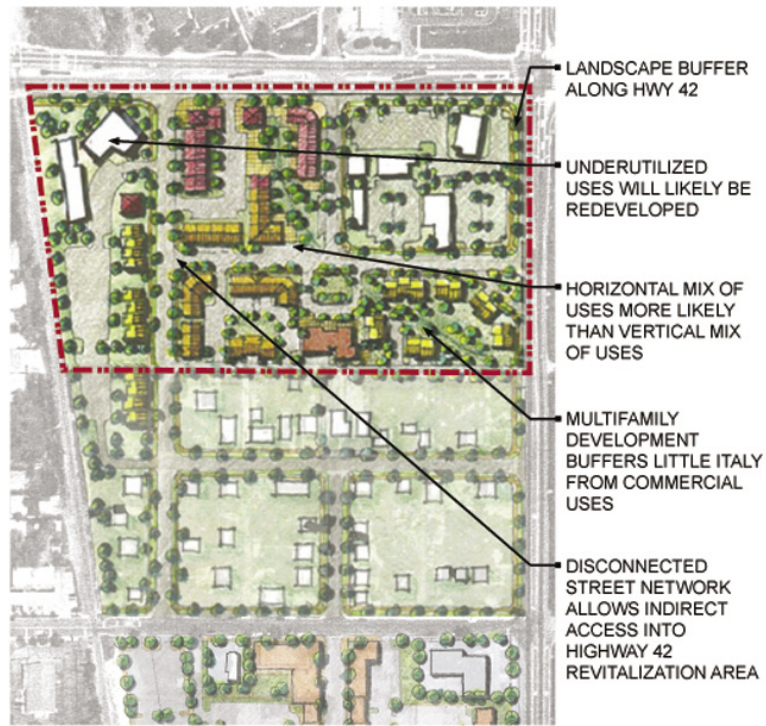
Multifamily streetscape on a local roadway in Denver The fifth story living space is accommodated within the roofs of buildings. Sidewalk bumpouts, differentiated pedestrian crossings, and on-street parking help to calm traffic.



There is a clear differentiation of private, semi-private, and public space within this streetscape.



Ground floor retail and live work units such as these are highly encouraged within the Park Square District.



SOUTH BOULDER ROAD DISTRICT

South Boulder Road District

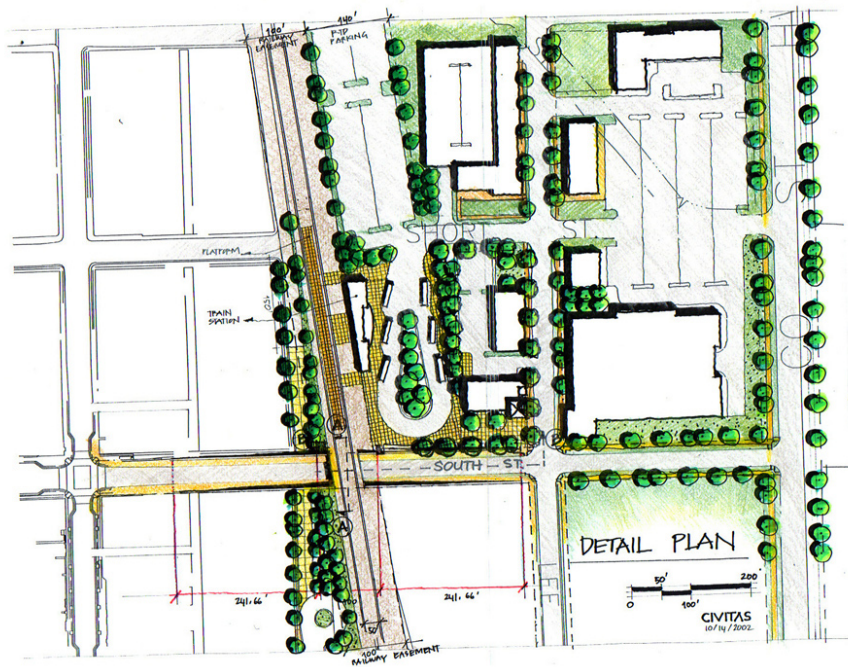
The Framework Plan recommendation for land use within the South Boulder Road District is Commercial Mixed Use. While classified with the same land use as Short Street District, South Boulder Road District will likely take on a complete different character. A vertical mix of uses is highly encouraged. But with it’s South Boulder Road frontage, and more remote relationship to historic downtown, this district is likely to redevelop with a greater emphasis on horizontal mixed use.

This district is appropriate for small scale commercial footprints. Because the district is largely underutilized, there are opportunities for larger footprint commercial uses as well. Careful planning and design of larger users is critical to maintain compatibility with the Little Italy neighborhood to the south. Multifamily residential uses are also appropriate. Residential uses should buffer the Little Italy neighborhood from commercial developments along South Boulder Road. Commercial uses within this district are likely to have greater parking and traffic impacts. Landscape buffering requirements will be crucial to protect existing residential uses.

Street networks should be direct and efficient within commercial areas. However connections to the greater Highway 42 Revitalization Area should remain indirect to avoid cut-through traffic. New development within this district should conform to strict urban design, architecture, and landscape design standards and guidelines.



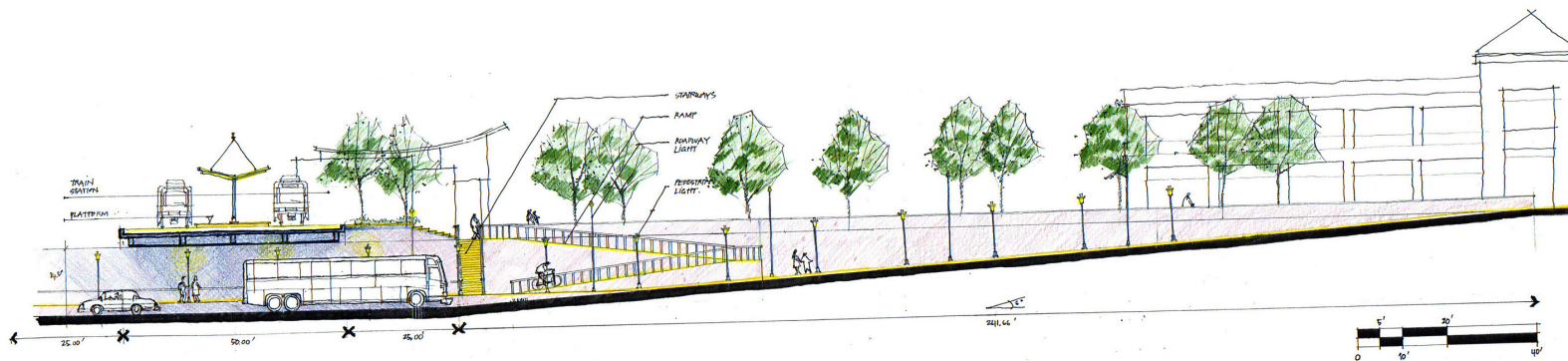
A larger footprint retail store lines an arterial street in the City of Boulder. These types of uses, when carefully designed are appropriate for the South Boulder Road District.



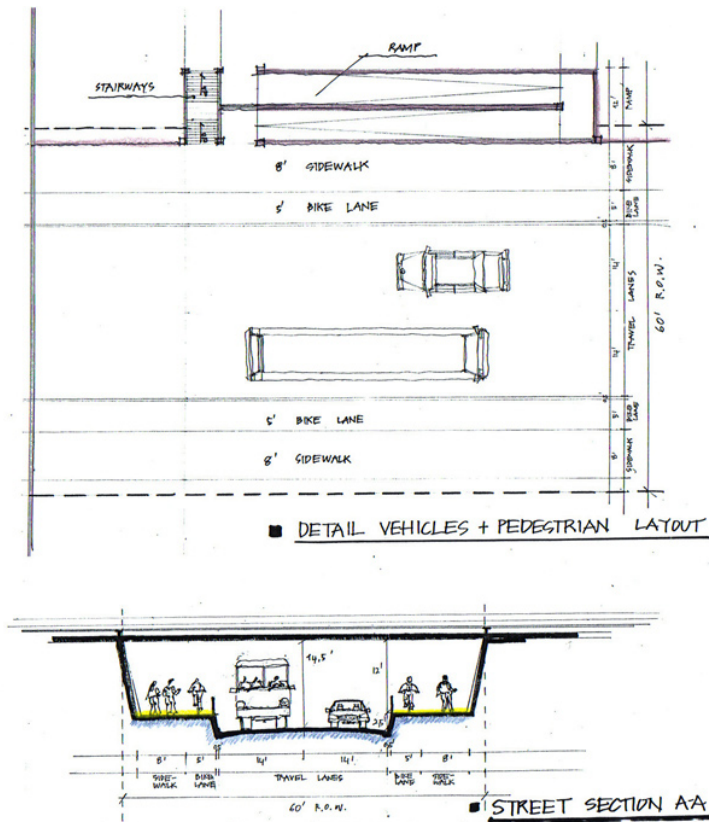
Conceptual Transit Plaza

RTD Commuter Rail Station and Park-N-Ride

The Framework Plan land use recommendation for this District is Transit Support. The district will contain a mix of land uses, including but not limited to single and multiple RTD park-n-Ride building structures, retail services, restaurants, surface parking and other similar ancillary uses. The Transit Support District may redevelop in the future into a commercial and/or residential mixed-use district. Such redevelopment of the initial transit support project will likely include both surface and structured parking facilities.



Illustrative section of proposed South Street underpass east of the BNSF Railroad



A residential development adjacent to light rail in Five Points, Denver. Indicative of possible redevelopment of the RTD park-n-Ride in the future. This photo meets criteria for residential mixed-use land use classification.

Conceptual plan and section of South Street Underpass.

IV. Development Feasibility

Development Feasibility

The following section focuses on the determination of redevelopment opportunities and the strategy to realize the higher value and quality redevelopment potentials for the 26± acre Highway 42 Revitalization Area (the area bounded by Griffith Street on the north, South Street on the south, Highway 42 on the east and railroad tracks on the west, with an estimated 19± net development acres). Other sections of the plan deal with zoning and design guidelines to control potential use changes and new construction within the area.

The following goals and guiding principles guided the evaluation of development feasibility and the development implementation strategy for the Highway 42 redevelopment area:

Goals and Guiding Principles (these are discussed in greater detail in other sections of this plan):

- Strengthen and enhance adjacent residential neighborhoods,
- Complement and integrate the area with historic downtown Louisville,
- Capture the potential for high quality / mixed-use development and
- Prepare a plan that recognizes the access and support parking required for a potential commuter rail station within the revitalization area while maintaining the previous three goals.

These goals were all critical to the evaluation of feasibility and implementation strategy. For example, a large single use would not be compatible with the vision for a mixed-use development. It is also critical to the vision to plan for the potential future commuter rail station as well as to accommodate the supporting access and parking that would be required.

In formulating the following strategy, a variety of alternative approaches were assessed, including a conventional urban renewal assemblage and disposition process. For a variety of reasons, that strategy was not selected and instead the preferred strategy is a cooperative / collaborative effort between the City and various private landowners. That is, the City will complete various infrastructure improvements and cooperate with private owners / developers to implement the private development of properties within the area in response to the enhanced opportunities.

Highway 42 Vision

Through the planning process, it was determined that the desired long-term vision for the Highway 42 redevelopment area should include a mix of the following uses:

- Retail – to create activity and to generate the incremental tax revenues to support the public improvements. However, competition with the downtown should be minimal,
- Office – to generate daytime population, take advantage of the anticipated potential future commuter rail station and to minimize commuter traffic,
- Residential – including “live-work” residential units, to expand the permanent residential population base, and the evening population, to vitalize the area,
- Commuter rail – with appropriate supporting auto / bus access and parking and
- Appropriate sidewalks / pedestrian paths and public / green spaces – within the context of a small urban village, include a strong pedestrian connection to the downtown, and recognizing the existing amenities of Miner’s Field park and the Louisville Sports Complex.

Elements of Feasibility

In order for development to be successful, all five of the following elements of feasibility must be satisfied:

- **Market**– There are at least 3-ways to consider market potentials.
 - a) reactive – assessing current market conditions for various uses (including absorption, vacancy, rents / values, etc.) which is utilized to determine the potentials for immediate development, b) locational – identifying the mix of locational criteria which are necessary and/ or supportive of various types of development (access, visibility, adjacent / surrounding uses, etc.) which is helpful to determine the longer-term potentials for a site or area and c) special use / “making the market” – that is, identifying a desired vision (possibly a specific use such as the Fitzsimons Medical Campus or a concept such as a mixed-use urban village) and determining / working toward implementing that vision, assuming that basic market and locational criteria are or will be satisfied.

Because of the fragmented ownership within the area, current market conditions and the phasing of various public improvements (including the enhanced traffic along Highway 42 resulting from the completion

of the Northwest Parkway, enhanced access to the redevelopment area from the downtown and Highway 42 and the development of the anticipated commuter rail station), it is anticipated that redevelopment occur over time. Therefore, the market considerations focused on creating the potentials for future development as much as the immediate market conditions.

The analysis did evaluate short-term commercial potentials, with enhanced access from Highway 42, but prior to additional residential, office or commuter rail improvements. There is the potential for smaller anchors, such as drug stores, as well as pad uses and small multi-tenant commercial centers. With the enhanced traffic and access, these uses are considered viable potential opportunities for the Phase 1 area within the next two to three years.

- **Physical**– This includes the consideration of various site characteristics such as site size, access, exposure, topography, etc. The key variables here are: a) the relatively small size of the area b) fragmented ownership and parcelization, c) exposure and access to Highway 42 (which will have enhanced traffic volumes with the completion of the Northwest Parkway in 2004), d) the adjacent residential neighborhoods, e) proximity to the downtown, f) proximity to the railroad and potential future commuter rail station.
- **Financial**– This includes both the financial feasibility for the public improvements / investment and for any private redevelopment. The primary source of funding for potential public improvements (including enhanced Highway 42 access with signalization in the short-term and a potential railroad underpass in the longer-term) is from the incremental City tax revenues generated by on-site development. These would include City sales taxes from new retail development and, possibly, from incremental property taxes if the area is established as an urban renewal district.

In addition, the private owners must realize sufficient value potential to justify the redevelopment of properties within the area. This is a challenge in an area where there are existing uses and improvements that compete with lower-cost undeveloped land. These opportunities are enhanced by means of functionally obsolete current uses, enhanced potentials (resulting from better traffic, access and commuter rail), and various public improvements and investment.

- **Political** – Redevelopment is a challenging task. The City has decided to take a proactive role in leading the redevelopment of the Highway 42 area to capture its potential rather than to take a more reactive, regulatory role. Therefore, there must be a strong political commitment to the vision for the area. That is, to the commitment of public staff and capital, as well as the support of surrounding neighborhoods and the downtown to the plan.

There will likely be some current owners and stakeholders (including adjacent neighbors and existing uses in the surrounding area) that will support the opportunities for enhanced values and quality, while others may see the plan as a threat. While the plan has been formulated to be responsive to the various interests and concerns expressed by a wide variety of stakeholders, the City must determine that the vision has sufficient value and support to justify the required public investment.

- **Implementation**–There will be ongoing changes in market conditions, costs, use and development proposals, etc. Therefore, there will need to be a public commitment / responsibility to continue with the implementation of the plan.

In addition, this plan depends on the response of private landowners / developers to implement redevelopment in response to the enhanced opportunities and vision for the area.

City's Financial Capability / Potential Public versus Private Improvements

A variety of possible strategies and public improvement / investment alternatives were evaluated. A key requirement has been to generate sufficient anticipated incremental revenues (including incremental City sales taxes and property tax revenues) to support the anticipated public investment.

It was determined that the City would not “buy-down” the land in the area (i.e. acquire or assemble existing properties and resell them for redevelopment at a reduced price). Instead, the City will complete various public improvements and then cooperate with private owners / developers who are willing to redevelop properties within the area in accord with the Highway 42 Redevelopment Area vision and plan. In addition, it is assumed that private developers will fund the various internal street and drainage improvements within the redevelopment area (see the second point, below).

Therefore, the anticipated City capital investment could include the following:

- Short-term - New signal and intersection improvements at Highway 42 / Short Street at an estimated cost of \$562,500.
- The city could consider additional internal public improvements and/or investments for specific redevelopment proposals based on the “need” in order to make the development financially viable, the value of the proposed development to the overall Highway 42 redevelopment plan and the potential incremental revenues to be generated by the proposed development.
- Longer-term – A railroad underpass between the Highway 42 area and the downtown is an important component of the long-term vision. However, the cost, at an estimated \$7.5± million, would require a financial commitment significantly beyond the financial capacity of the anticipated tax increment financing (TIF) revenues from potential redevelopment within the Highway 42 area.

Action Plan Timeline / Phasing

Given the complexity of the area, current market conditions and the anticipated phasing of public improvements (especially the long-term timing of the potential commuter rail / station), the plan includes:

- Long-term vision and guidelines for the whole Highway 42 area, including a regulatory component discussed elsewhere,
- Phase 1 implementation plan for signalization and intersection improvements at Highway 42 and Short Street tied to new potential commercial development of 5± acres surrounding the Short Street / Highway 42 intersection and
- With the “seeding” from the Phase 1 redevelopment, the determination of potential future phases will be based on market demand, private redevelopment proposals and any required City’s financial participation versus capacity.

The estimated development potentials and public financial capacity for the Phase 1 redevelopment are as follows:

Potential Phase 1 Public Cost:	
Signal @ Highway 42	\$ 250,000
Highway 42 Intersection Improvements	200,000
Engineering & Contingency @ 25%	<u>112,500</u>
Potential Highway 42 Intersection Improvements	\$ 562,500
Potential Phase 1 Tax Increment Financing Revenues:	
Potential sales taxes	
Retail "anchor(s)" @ 14,000 SF x \$285 / SF @ 3% =	\$ 119,700
Retail shops @ 9,625 SF x \$140 / SF @ 3% =	<u>40,425</u>
Estimated incremental annual City sales taxes =	\$ 160,125
Potential property tax TIF @ \$2 per SF / year =	\$47,250
Total potential TIF revenues =	\$207,000
Payback term for the improvements, above, @ 7% interest =	3 to 4± years

V. Implementation

Framework Plan Implementation Policies

The City seeks to implement the Highway 42 Revitalization Area Framework Plan in a manner consistent with the project's established Goals and Guiding Principles, which follow:

Strengthen and enhance adjacent residential neighborhoods.

The plan recognizes the existing residential areas and supports and enhances this continued residential character. Additional residential units are proposed for the area, which will complement and strengthen the residential neighborhood character.

No zoning changes are being proposed with this plan for the adjacent residential neighborhoods. Any redevelopment that might occur in Little Italy of the Miner's Field neighborhood will be consistent with existing zoning, which allows single and multi family residences at a density of approximately 12 du/ac.

The addition of commercial service and commercial retail uses in the area will provide additional convenience services to the existing neighborhoods.

The internal street system and the location of the proposed traffic signal on Highway 42 will provide ready north/south access for residents in both the northern and southern neighborhoods.

Complement and integrate the area with historic downtown Louisville.

Land uses proposed in the Framework Plan include significant areas of medium density attached residential housing (approximately 350 units). These units serve as a complement to the existing downtown mixed commercial district in the form of an expanded market.

Multiple pedestrian and / or vehicular connections between the Highway 42 Revitalization Area and the Downtown Core are planned and their implementation will be actively pursued. The potential future commuter rail station location will serve as a focal point providing a strong connection between the historic downtown and the Highway 42 Revitalization Area.

Capture the potential for high quality / mixed-use development.

The study area serves as a gateway to Louisville's downtown and will project our community's image to tens of thousands of motorists, daily. Through development review processes, the City will ensure that the new development and redevelopment in the area are of the highest quality and are complementary to the City's historic character.

Prepare a plan that recognizes the access and support parking required for a potential commuter rail station within the revitalization area while maintaining the previous three goals.

The City shall assist and collaborate with the RTD on their acquisition and development of a commuter rail station and associated parking as are depicted on the Framework Plan. In the event commuter rail is not pursued by RTD or other agencies, a similar configuration shall be considered as the basis for a community Park and Ride facility.

Successful implementation of the plan will require a series of regulatory actions, public infrastructure investments, and private sector development activity. These are outlined in the following sections.

Regulatory Implementation

To realize the vision of the Framework Plan, various Louisville ordinances and regulations will need to be modified.

Zoning

A mixed use zoning district, a mixed use zoning overlay or a combination of the two will be created to allow for the mix of uses as illustrated in the Framework Plan. The zoning changes should allow for a mixture of medium density residential, with commingled commercial uses. Some commercial establishments may require greater buffering and/or separation from residences. Such uses will be defined in the zoning ordinance modifications.

Design Criteria

Design criteria shall be adopted for the area to illustrate and enforce the urban design and architectural themes depicted and described in the Framework Plan. These design criteria may be adopted as a separate zoning ordinance or may be incorporated into a zoning overlay for the area, if appropriate. The criteria shall address various elements of design, including but not limited to, density, setbacks, landscaping, architectural style and materials, signage, lighting, and buffering.

Urban Renewal

It is recommended that the area be established as an urban renewal district. Doing that creates the potential for using tax increment financing as one means of financing various needed public improvements. In furtherance of this goal, a blight study will need to be commissioned and an urban renewal plan developed.

Highway 42 Access Management Plan

The City's Access Control Plan for State Highway 42 with the Colorado Department of Transportation (CDOT) will need to be modified to allow for a traffic signal at the intersection of Short Street, rather than Griffith Street. CDOT's standards for traffic signal warrants will also need to be further reviewed relative to the timing of the installation of the signal at Short Street. The access into the Louisville Sports Complex will need to be relocated to have access to the signalized intersection.

Numerous properties in the area have been or are currently used for industrial purposes. Because of this, some level of environmental review of the land will need to be completed prior to redevelopment. To assist property owners in those efforts, the City may pursue grants from the State and Federal Environmental Protection Agency.

Infrastructure

The installation of additional public infrastructure including public streets and sidewalks, traffic signals, and pedestrian connections to downtown and the Louisville Sports Complex is important to the success of the Framework Plan. The installation of such infrastructure typically would be required from a developer or property owner as part of a subdivision or planned unit development approval process. For the Framework Plan to be successful the City seeks to partner with private developers and property owners to install needed public improvements.

Improvements to Highway 42, including additional through and turn lanes, bike lanes and sidewalks will be needed to accommodate regional north-south traffic as well as to improve access into the study area. The City will work with CDOT and other regional transportation groups to secure appropriate funding.

Safe and convenient pedestrian connections to the downtown and to the Louisville Sports Complex are important to the success of the Framework Plan. Any improvements to Highway 42 should include enhanced pedestrian crossings.

A traffic signal at Highway 42 and Short Street is needed to create appropriate access into a major transit facility, to provide adequate north and south access for residents of the area and to maximize the potential for the retail uses proposed at the intersection. Signalization of the intersection should be pursued in the first phase of the implementation of the Framework Plan.

In conjunction with the development of the commuter rail station, enhanced vehicular access between the study area and the existing downtown commercial core will be important. Funding for a grade separated crossing should be included as part of the commuter rail project.

Additional internal street right of ways and improvements are necessary to implement the Framework Plan. The costs of those should generally be borne by the property owner / developer, except where the City determines the costs or impacts of such dedications and improvements would be disproportionate to the individual property owner benefit.

To implement Phase I of the Framework Plan, the following infrastructure improvements should be prioritized: 1) signalization of Highway 42 and Short Street, 2) turn lane improvements to Highway 42, 3) lane and sidewalk improvements for Short Street, between Highway 42 and Lee Street extended, and 4) lane and sidewalk improvements to Lee Street, extended from South to Short Streets.

Private Development

It is the City's intent in developing this Framework Plan to provide a general guide by which private development decisions can be made. The City intends to partner with and provide assistance to the private development community. However, ultimately, the plan will need to be realized through private market forces.

The Framework Plan depicts streets, buildings and uses with a fairly high degree of specificity. This is done to provide a clear understanding of the City's design intent for the area. The City recognizes that the specifics of actual development proposals, as reviewed through subdivision and planned unit development applications may vary somewhat from that depicted on the plan.

The City encourages neighboring property owners to cooperate and coordinate with each other in exploring future redevelopment or development opportunities.

Retail commercial uses are strongly encouraged in the locations where they are depicted on the Framework Plan. These uses provide sales and property taxes, which are necessary for the redevelopment plan to be generally fiscally balanced.

VI. Appendix

A. Concept Stormwater Detention and Drainage Report

B. Downtown Traffic Impacts Report

C. Highway 42 Progression Analysis

D. Public Presentation Comment Summaries