Charlotte City Council

Transportation & Planning Committee

Meeting Summary for September 24, 2012

COMMITTEE AGENDA TOPICS

I. Subject: **Parking and Housing Issues near Colleges and Universities**
Action: For information only

II. Subject: **Southeast Corridor (Silver Line) Status Update**
Action: For information only

COMMITTEE INFORMATION

Present: David Howard, John Autry, Michael Barnes, Patsy Kinsey
Time: 2:30 pm – 4:00 pm

ATTACHMENTS

Attachment and Handouts
Agenda Package

DISCUSSION HIGHLIGHTS

Mr. Barnes called the meeting to order at 2:35 and asked everyone in the room to introduce themselves.

I. Parking and Housing Issues near Colleges and Universities

Mr. Hall: This item is combined from two different referrals the Council has discussed over the last few months. One has to do with parking near university areas, and the second has to do with housing issues in college and university areas. Staff decided to talk about these issues holistically.

Mr. Howard joined the meeting at 2:38

Ms. Jones started the presentation with slide 3.

Howard: The issue is also about apartments being developed with more parking than they need. It seems they are doing this to provide parking for commuters.

Barnes: I want to amplify the point with respect to the rezoning at Mallard Creek Church Road & University City Boulevard, and another at University City Boulevard and Mark Twain Road. Both developers asked for parking at a one to one ratio, or one space per bed. The concern that I and others have had is we are introducing dense uses into low density areas. There is also an issue about providing transit services as well has bicycle and pedestrian facilities and encouraging people to use those alternatives as opposed to adding another thousand cars to small blocks.

Ms. Jones introduced Lieutenant Johnson to speak about police enforcement issues they have been having with similar developments.

Mr. Johnson resumed the presentation with slide 4.

Howard: If renting by the room is not permitted, can Code enforce it?

Johnson: This discussion just began when we started having meetings with Planning and Code Enforcement as to whether it is legal or not. It was just recently decided that renting by the room is not allowed.

Howard: Shouldn't we enforce that?

Johnson: That is the reason the issue has risen to this level.

Mr. Johnson resumed the presentation with slide 4.

Howard: Are we requiring Crime Prevention Through Environmental Design (CPTED) reviews with all multi-family housing plans?

Debra Campbell: To the greatest extent possible.

Howard: Is a CPTED review required to get a building permit right now?

Johnson: CPTED principles are typically applied after the fact. We'll go in and do a CPTED survey by reviewing lighting, landscaping, and other things that fall under the purview of CPTED.

Howard: But all the new ones should meet CPTED principles I would think.

Mr. Johnson resumed the presentation with slide 4.

Barnes: So in some instances we have students living with probationers. This has to do with the safety of UNCC students and other college students, but the slide (see slide 6) brings to light what we are trying to deal with. Also, out of the 961 Part 1 crimes, how many of those were larcenies (see slide 4)?

Johnson: I'm not sure off hand. It's a combination of larcenies, burglaries and car break-ins.

Barnes: The sort of stuff you'd see with students.

Johnson: Correct.

Captain Lester, University City Police Division: A lot of the larcenies could be burglaries or vice versa because we don't know if the roommates took the items. If you live in an apartment and all of a sudden your items are gone, someone might have broken in and it could be your roommate because there is no forced entry. The tenants have a habit of leaving their doors unlocked, so we see that as an issue.

Barnes: So, if it's an inside job, it is considered larceny, and if someone breaks into the apartment, it's considered burglary?

Lester: If we can't prove it, most likely its burglary.

Ms. Jones resumed the presentation with slide 7.

Howard: I have a question about dormitories. Considering they are normally on the campus, is the all of the campus parking taken into consideration in some shared agreement or does each building have its own parking?

Jones: We usually get a campus master plan with their parking layouts to show they can meet the demands somewhere on campus for each dormitory.

Howard: So there is some ratio applied so they can share.

Jones: Yes.

Ms. Jones resumed the presentation with slide 8.

Barnes: Aspen Heights intends to build under the 1999 site plan, which will allow for 1300 beds, I believe. Is that right Ms. Campbell?

Campbell: Yes.

Ms. Jones resumed the presentation with slide 8.

Howard: Is Crescent dealing with bedroom arrangements (reference second bullet in slide 8)?

Jones: So they have told us.

Laura Harmon: We have gotten mixed signals from them. The architect/designer said they were going to, but Crescent said they are still trying to determine how they are going to rent. We had a conversation with them late last week to let them know the ordinance will not allow them to rent by the bedroom. They are on notice.

Barnes: It would also be fair, Ms. Harmon, to say that that was not what the Council thought it was approving. I didn't.

Harmon: You weren't, because it's not allowed per the zoning ordinance.

Ms. Jones resumed the presentation with slide 8.

Barnes: With respect to the previous slide (see slide 8), at what point are we going to make Walden aware of the fact that they are about to break the law?

Jones: I think that will come up in our meeting with them tomorrow.

Howard: How do you know when complexes are renting illegally? Do you know by the names on the leases?

Johnson: We can tell when we go into an apartment if the bedrooms are individually numbered or labeled. We know just from our contact with the management companies how they do business.

Jones: I believe Walden Station is advertising on their website as most do, so it's fairly easy to discover.

Officer Sullivan, University City Police Division: UNCC has an off-campus housing director that provides that information.

Sean Langley, UNCC: We have a searchable database for our students to find off campus housing. We have 5200 beds on campus and we have over 26,000 students, so the majority of our students live off campus.

Debra Campbell, Planning: The issue as to how to deal with developments that are currently operating illegally. We have just started a fall semester and parents have signed lease agreements. It is a management and operational issue that has turned into a land use issue, and through a collective effort of an interdepartmental team, it is going to take some time to figure out how to respond to this issue. We can come up with zoning regulations all day in terms of how deal with the future, but the biggest challenge for us will be how to deal with existing issues. I think we need to do something a bit more aggressive than just having them be non-conforming uses. As we go through the presentation there may be some other innovative ways, such as having apartment complexes register to ensure the safety of students. This is a complex issue, and it's something that we really need to think about and treat sensitively since people have already entered into lease agreements.

Howard: I have two thoughts. The first one is that anyone who has leases in process should be told up front what the rules are. As for leases that have already been executed and are within the yearlong window, we need to develop a plan to not let them be renewed. Ms. Campbell, will you bring back a plan to present to the Committee?
Campbell: Yes we will.

Kinsey: How do apartment complexes renting by the bedroom differ from a single family home that appears to be renting by the bedroom?

Campbell: A single family home could be a boarding house, but we would have to go and inspect.

Jones: This presentation is focused on apartments, but there are townhomes and houses that will be looked into as well.

Ms. Jones resumed the presentation with slide 9.

Kinsey: How wide will you cast the net for the Public Forum Project Overview (see slide 12)?

Jones: We've centered on the neighborhood groups around all the different universities, as well as developers that are building multi-family projects targeted toward students.

Kinsey: Is that every college and university in the area?

Jones: Yes, all of them.

Howard: Did you target property management companies too?

Jones: Yes, property management companies as well as developers and builders of the projects.

Ms. Jones concluded the presentation with slide 12.

Kinsey: What is the public forum date?

Jones: It is tentatively October 16.

Kinsey: Will you notify me?

Jones: We will notify everyone.

Barnes: I have two issues. With regard to the stakeholder process, I would strongly urge you to let us know if you are not getting enough community participation. The last thing I want is for it to become a developer driven process. Also, with regard to Walden (see slide 8) and the other folks who are currently about to begin projects, let us know the feedback you get back regarding their approach to what you have shared with us today. Crescent, for example, is about to start another project in my district in addition to the one you mentioned.

Howard: I want to know if UNCC is building more dorms, and if so, how many and in what period of time? We should also get our hands around the growth plans of all the other colleges and universities in the area.

Barnes: I would like for you to talk to us about whether or not there is any policy formulation that has been considered that would address the need for one parking space per bed?

Howard: There will be a special need as density increases.

Barnes: There are already enough traffic problems in the UNCC area, and if UNCC builds more 1000 space facilities, even if the kids aren't driving during peak driving times, it creates air pollution issues and other traffic problems.

Laura Harmon, Planning: Our desire would be to have less parking and driving and more ability for the students to move around on foot or via local transit. We're going to look at strategies and standards that other communities are using.

Kinsey: Laura, when you say you are going to check with other communities, do you mean university communities?

Harmon: We want to talk to them about how they charge for parking and if they automatically provide parking. We want to look at different options.

Howard: I want find out about land use around the university, and whether or not we are allowing things they need land use wise on campus.

Kinsey: I know there is a difference between being on campus and renting privately, but we may be able to encourage the use of fewer cars if we don't provide parking.

Howard: Would it help to have a policy saying freshmen cannot park on campus?

Langley: UNCC doesn't currently have a policy that forbids first year students to park on campus. Even if had the things on campus that would cater to students that are currently off campus, I don't think that would keep them from having cars.

Howard: We are not the first city to have to figure this out. Is there anything else? Thank you all and I look forward to continuing this conversation.

II. <u>Zoning Ordinance Policy Assessment</u>

Hall: There has been a lot of discussion regarding the Silver Line corridor, and the purpose of today to give everyone an update about what those conversations have been and what the plan looks like going forward.

Mr. Muth began the presentation with slide 2.

Autry: Maybe I don't understand the characterization of the ULI study about rail in the southeast corridor. Wasn't it that having a light rail running down the center of Independence Boulevard was not going to have the sort of economic impact that we've seen along South

Boulevard, and that's why it was recommended to go instead with a street car plan off Central Avenue and Monroe Road?

Muth: When you look at what we consider to be the transit oriented development area of ¼ or ½ mile radius, if you have a station in the middle of Independence Boulevard and you drive, the first ¼ mile is eaten up with six lanes. It was recommended to have the auto oriented retail on Independence and then have mixed use development oriented towards the neighborhoods on Central Avenue and Monroe Road.

Autry: What is auto oriented development?

Alysia Osborne, Planning: It means uses that you drive to a lot such as gas stations, car dealerships and big box stores.

Howard: What's interesting on this map is that you don't show Central Avenue. Is that considered part of your transit treatment of the southeast corridor?

Osborne: It's just outside of the southeast corridor.

Muth: The context of that work is with the streetcar project that has already been identified for Central Avenue.

Osborne: We didn't want to duplicate the planning effort since this is a separate study.

Howard: So, this is part of the solution for that area?

Osborne: Right.

Hall: The other part of this element is the reorientation of the neighborhood uses that you mentioned towards Central Avenue and Monroe Road. That has also been related to a lot of the project work that we identified in the CIP to try to encourage redevelopment of the streetscape along Monroe to tie into the ULI study. I know this update is entitled Silver Line CATS, but there's a lot of interplay between those functions that's a part of this.

Barnes: If you ask me what my vision is on N Tryon Street through Mrs. Kinsey's district up into mine, it is fewer used car dealerships and random uses like junkyards. It is more controlled development around UNCC. So, Mr. Autry, you and I both looked at each other when Ms. Osborne described essentially more of the same for Independence Boulevard. What would our shared vision be for that corridor from the bridge at Hawthorne Lane out to Conference Drive?

Kinsey: I want go from Briar Creek Road. That's why we were looking at the coliseum for amateur sports. That would be a catalyst for good restaurants or a good hotel to service the people who are going to come in with their kids for amateur sports. That's what I was thinking about in the CIP. I think we have some real challenges past Eastway Drive.

Autry: The challenges are evident. If you look from Briar Creek Road to Eastway Drive where the expressway is completed, there aren't a lot of people showing up to redevelop. There is no appetite for it. When you get on the other side of Eastway Drive, there is a possibility that the Coliseum Shopping Center could be redeveloped if we could reconfigure the interchange at Eastway Drive and Independence Boulevard to accommodate the frontage road at Wal-Mart. I don't see anything big coming to fruition after you get past Albemarle Road. There will be vast amounts of empty land. My vision would be some sort of alternative transportation route such as a bike lane running parallel to Independence Boulevard to get people out of the city. Nobody is knocking on the door with opportunity and I think development will fall off even more than it has already.

Barnes: So Mr. Autry, you don't see more auto oriented uses coming in?

Autry: I think there will be a lot more empty space.

Howard: The idea was supposed to be an expressway all the way out with access roads. So, the problem is it takes so long to get it done, you have land leftover. Then we took away the setback and people can develop right up to it and we're not going to have what we need.

Autry: I wish they had built the berm all the way out like they did on Central Avenue and Monroe Road for those commercial resources.

Norm Steinman: This is a good discussion. Do you want to seal off adjacent parcels with a berm or not? The question about whether or not to build a berm has been around for years. Either the adjacent parcels have to be purchased or access has to be purchased.

Howard: Right of way continues to become more expensive.

Danny Pleasant: Independence Boulevard has been called the state's number one problem for as long as I can remember. The ULI study identified that auto oriented uses do have value. Automobile dealerships need a place to go. They have been going into Matthews and near I-485 where we lose the tax base, so we need to think about the whole economic picture. The ULI study concluded that they have a place there along with big box stores.

Howard: We need to circle back around to CATS. Until we can figure out what Independence Boulevard is, can CATS say if they endorse the street car concept on Central Avenue and Monroe Road, and even on Independence Boulevard depending on what the state does?

Muth: We've looked at a lot of different possibilities.

Howard: I think we should look at the whole plan during our CIP conversation. It's not a 2030 plan anymore, it's much further out.

Muth: The citizen's task force grew out of the ULI process, and staff from various departments had been working with them (see slide 9).

Autry: The sooner we can get engaged the better. I recently went to an afternoon meeting in Indian Trail and I could not believe how hard it was to get there.

Howard: I made the trek during the lunch hour recently and it took an hour to get to Monroe Road.

Barnes: I think we should invite Louis Mitchell to come visit with us.

Howard: How do we make Independence Boulevard #1 on the list and how much will it cost?

Steinman: The current piece is the most expensive when it comes to real estate, which is about $160M. We are working with NCDOT for the final cost to implement the first 6 miles to Conference Drive, which will be much less expensive.

Howard: Can we define what next steps are?

Hall: I think one of the purposes today was to update the Committee. We're happy to go back and gather information about refining a status of where we are. With regards to Independence Boulevard, it comes down to money and the state, and we can certainly clarify that problem for the Committee much better.

Howard: I want to know how staff thinks we should finish providing for our transportation needs in this corridor.

Hall: We can certainly provide more information.

Hall: The Oct 25 Committee meeting should be cancelled as I will be at a conference.

Howard: Very good. We'll cancel the Oct 25 meeting.

The meeting adjourned at 3:55.

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PARKING AND HOUSING ISSUES NEAR COLLEGES AND UNIVERSITIES

September 24, 2012

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Action

Parking for Housing Near Universities

Referred to Transportation and Planning Committee on March 19th by City Council in regards to a rezoning at Mallard Creek and University City Boulevard (2012-089).

Multifamily Development Near Universities

Study of apartment complexes functioning as dormitories in the University area referred to Transportation and Planning Committee on August 27th by City Council.

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Background

- Charlotte Colleges and Universities are growing rapidly, creating an increased demand for housing and parking options.
- Apartments offer lease by bedroom options to provide affordable housing choices for students.
- City of Charlotte Zoning Ordinance does not currently permit bedroom rental units or provide for student housing not owned by a University.
- On and off campus parking demand related to these developments is creating overflow problems on neighborhood streets.

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Crime Statistics

- University City Division Response Area 2 had 961 Part 1 Crimes in 2011
- 53 multi-family communities, 14 of those rent by the room (26%)
- 230 Part 1 Crimes occurred in the 14 communities that rent by the room
  - 24% of RA2 Crime
  - 43% of Multi-Family Crime

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Police Issues and Concerns

- Higher potential for theft and burglary
- Students are being placed with and around non-students
- An increase of students being victimized
- As these units age, they are populated with more non-students and become low-income housing option
- Lack of safety and security features in the communities and in individual units
- High concentration of drug related crime

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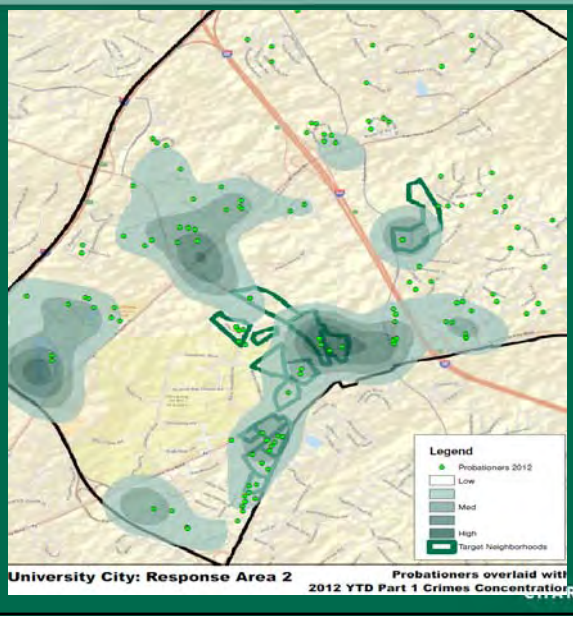
2012 Probationers Overlay



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Issues

- Zoning Ordinance does not define or permit "rent by room" use
- Higher parking demands per unit
- Density and parking are calculated per unit
- Traffic impacts
- Overflow parking on adjacent neighborhood streets
- Public Safety

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Recent Rezonings/Developments

- **Aspen Heights** – *Withdrawn by Applicant* – Intended to include single family and multi-family cottages rented by bedroom
- **Circle @ UNCC** – *Rezoned June 2012* – Marketed as student apartments but providing lease by bedroom option
- **University City Blvd. and Mallard Creek (2012-089)** – City Council Hearing in October – 300 units with 725 beds and up to 700 parking spaces
- **Walden Station – Phase II** – Approved as apartments and now leasing by bedroom
- **Mosaic Village** – 80 apartment units fully administered through Johnson C. Smith housing services and only available to full-time students

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Existing Conditions

	UNCC	JCSU	CPCC	Queens	Johnson & Wales	Art Institute
Students	25,300	1,610	24,934	1,956	2,536	≈1,100
Beds	7,500	1,282	0	≈700	1,306	-
Parking Spaces	14,500	-	3,052	-	834	-

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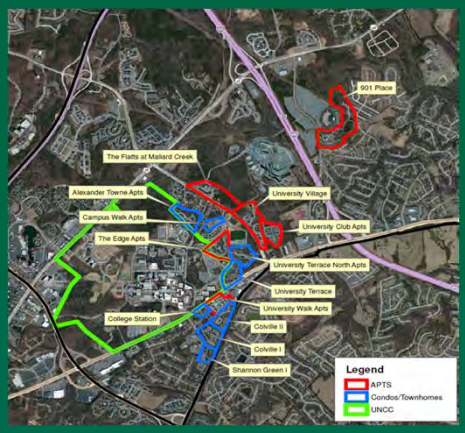
Existing Conditions

Currently there are 6 apartment complexes and 8 condominiums (to our knowledge) that lease by bedroom:



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Planning Role and Expected Outcome

- Facilitate stakeholder process
- Bring public and private entities together to develop solutions
- Draft text amendment(s) to Zoning Ordinance and other related city ordinances
- Consideration of other special regulations (ie. student housing ordinance)
- Draft potential amendments to other related city ordinances

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Next Steps

October / November

- ❑ Public Forum Project Overview
- ❑ Form Stakeholder Group
- ❑ Planning Commission Overview

Fall / Winter

- ❑ Host 5-6 Stakeholder Meetings
- ❑ Draft proposed recommendations
- ❑ Update Council's Transportation and Planning Committee and Planning Commission

Adoption Process

- ❑ Transportation and Planning Committee support to file text amendment(s)
- ❑ Public hearing (Spring/Summer 2013)
- ❑ Decision (Spring/Summer 2013)

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Questions?

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Transportation & Planning Committee
Monday, September 24, 2012
2:30 – 4:00 p.m.
Charlotte-Mecklenburg Government Center
Room 280

Committee Members: David Howard, Chair
Michael Barnes, Vice Chair
John Autry
Warren Cooksey
Patsy Kinsey

Staff Resource: Ruffin Hall, Assistant City Manager

AGENDA

I. Parking and Housing Issues near Colleges and Universities - 45 minutes
Staff Resources: Michelle Jones and Barry Mosley, Planning
Diego Anselmo, CMPD
City Council directed staff to look at issues related to multi-family housing near colleges and universities. This effort will focus on policing and zoning (including parking) issues related to these multi-family developments, especially complexes that allow single room leases. The presentation will provide an overview of the issues being studied and the process being proposed to develop solutions.
Action: For information only

II. Southeast Corridor (Silver Line) Status Update - 30 minutes
Staff Resource: David McDonald, CATS
In July 2012, the Committee requested an update on the status of the Independence Boulevard Rapid Transit Corridor. Staff will provide an update of the corridor history, recent MTC actions and meetings, and a look ahead for the corridor.
Action: For information only
Attachment: 1. Southeast Corridor (Silver Line) Status Update.pdf

Next Scheduled Meeting: Monday, October 8, 2012 – 2:30 p.m.
Future Topics – Single Family Residential Design Standards, Station area plans for Blue Line Extension

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Distribution:

Mayor & City Council	Curt Walton, City Manager	Leadership Team
Transportation Cabinet	Michelle Jones	Barry Mosley
Deigo Anselmo	David McDonald	

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Southeast Corridor (Silver Line) Status Update
Transportation and Planning Committee
September 24, 2012
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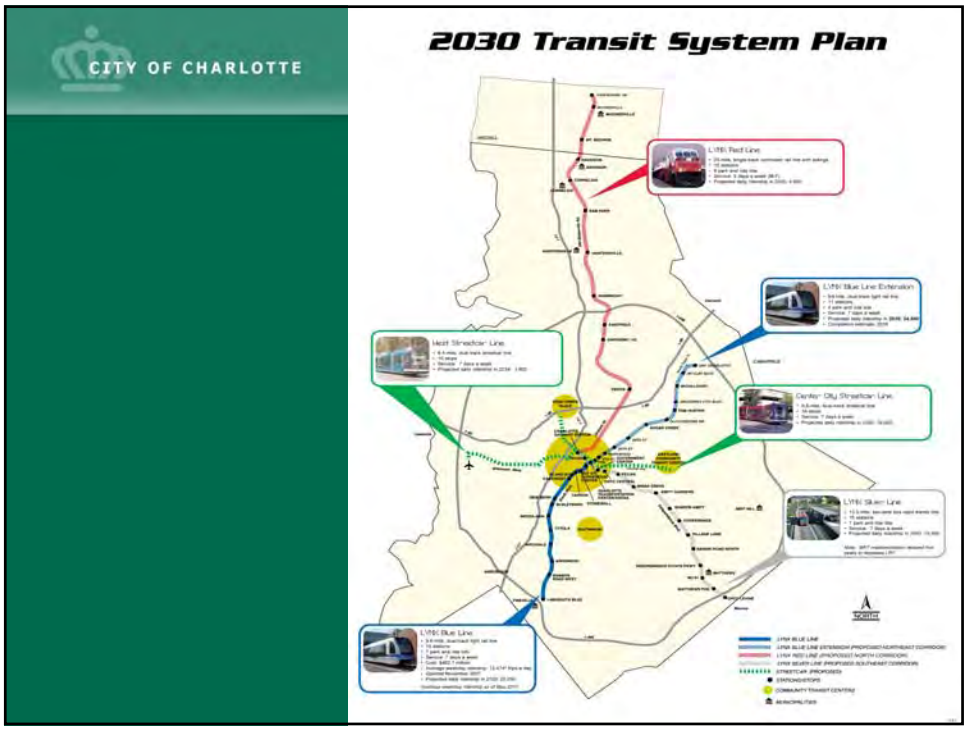
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2030 Transit System Plan

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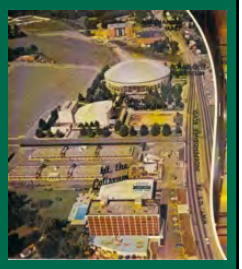
Independence Blvd Planning Timeline

- 1966 - Expressway Plan
- 1977 - Draft Environmental Impact Statement
- 1982 - US 74 Final Environmental Impact Statement
- 1988 - US 74 Supplemental FEIS
- 1998 - 2025 Transit Land Use Plan
- 1999 - Independence Busway Demonstration Project
- 2002 - 2025 Transit Corridor System Plan (MIS)
- 2006 - 2030 Transit Corridor System Plan (DEIS)
- 2009 - FastLanes Study
- 2009 - Area Plan
- 2011 - ULI Recommendation
- 2011 - MTC removes special provision



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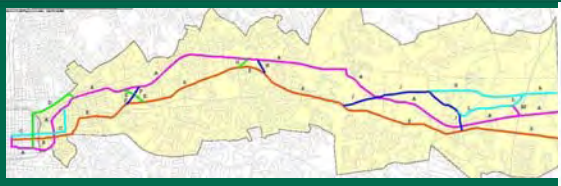
Southeast Corridor Rapid Transit Alternative Analysis Timeline



2002:

- Major Investment Study completed
- MTC selects Bus Rapid Transit (BRT) as the Locally Preferred Alternative (LPA)
- MTC directs staff to study rail further

2006:

- Light Rail and BRT alternatives developed as part of a DEIS
- BRT is selected again as the LPA
- MTC directs staff to reevaluate rail alternatives in 5 years

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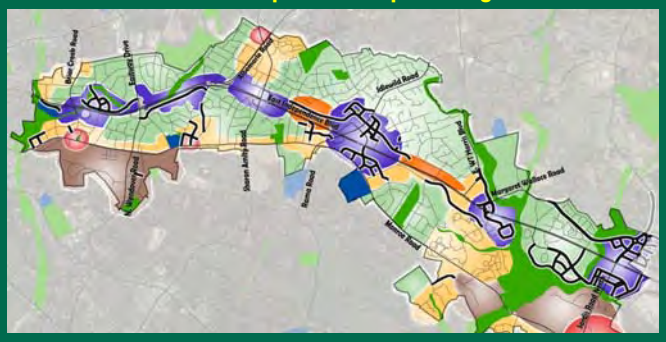
Independence Boulevard Area Plan
Key Land Use and Transportation Principles

KEY PLAN ASSUMPTION: Area Plan DOES NOT reconsider transportation planning decisions



1. Strengthen and Build Neighborhoods
2. Create Nodes
3. Reclaim/Showcase Natural Systems
4. Orient Toward Monroe and Central
5. Leverage Opportunities
6. Provide Transportation Choices
7. Balance Neighborhood, Community, and Regional Needs
8. Define U.S. 74/Transportation Vision

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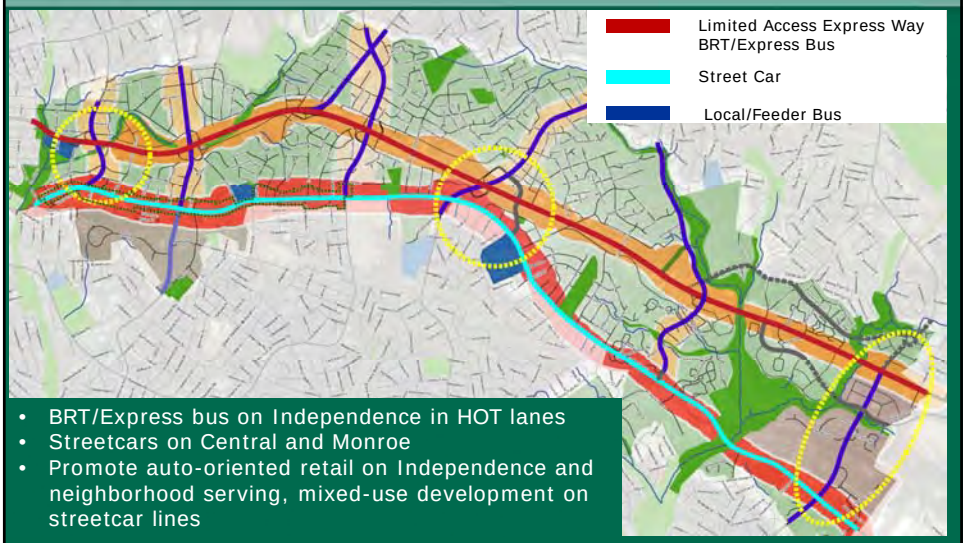
Key ULI Recommendations



- BRT/Express bus on Independence in HOT lanes
- Streetcars on Central and Monroe
- Promote auto-oriented retail on Independence and neighborhood serving, mixed-use development on streetcar lines

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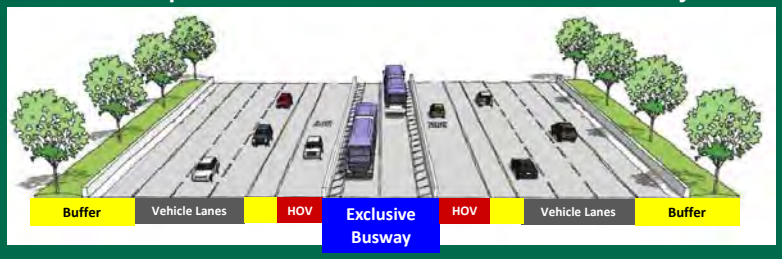
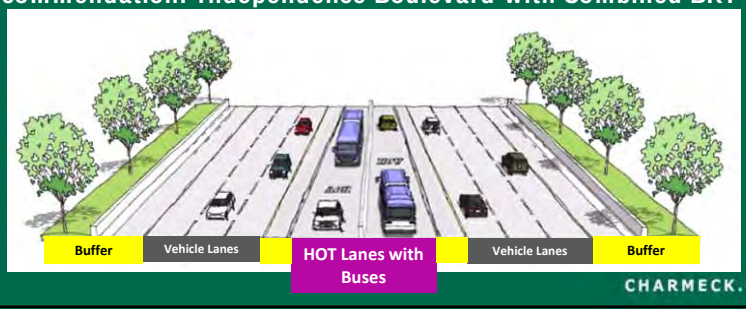
Key ULI Recommendations

Independence Boulevard with Exclusive Busway



ULI Recommendation: Independence Boulevard with Combined BRT and HOT



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Independence Blvd Recent Activity

- In October 2011, MTC removed the special provision that preserved the Independence Blvd median for transit use.
- The MTC decision will allow a new transit corridor to be developed.
- Fast Lanes study underway for US-74.
- Independence Citizen Task Force formed.
- Alternative Analysis grant application submitted to FTA in April 2012

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Independence Blvd Citizens Task Force

- Citizen Group is continuation of the ULI Task Force
- Advocate for Southeast Corridor transportation and land use improvements
- CDOT, CATS & Union Co. Participated in education sessions on the corridor's planning history.
- Future meetings will focus on vision development and goal definitions.

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Next Steps

- Continue support of Independence Blvd Citizens Task Force
- Coordinate with NCDOT & CDOT on Busway Conversion to a High Occupancy Toll Facility
- CIP includes $500K in FY 14 and $250K in FY 15 to Develop a new Rail Transit alignment.

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