



Study Session MEMORANDUM



TO: Members of City Council

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DATE: June 10, 2014

SUBJECT: Access and Parking Management Strategy (AMPS)

I. EXECUTIVE SUMMARY

The purpose of the study session is to:

1. Review the draft Access Management and Parking Strategy (AMPS) project purpose, goals, and guiding principles including board and community feedback on the project to date;
2. Review work since 2013 Council Study Session;
3. Review proposed schedule and milestones; and
4. Review the AMPS seven focus area topics.

The city of Boulder's parking management system has a long history. Parking meters were first installed on Pearl Street in 1946. Over the past decades, Boulder's parking system has evolved into a nationally recognized, district-based, multi-modal access system incorporating alternative modes (transit, bicycling and pedestrians) along with automobile parking in order to meet city

goals, support the viability of the city’s historic commercial centers and maintain the livability of its neighborhoods.

AMPS is updating the current access and parking management policies and programs and developing a new, overarching citywide strategy in alignment with city goals. The project goal is to evolve and continuously improve Boulder’s citywide access and parking management strategies and programs tailored to address the unique character and needs of the different parts of the city.

This memo summarizes work to date on the seven focus area topics: district management, on and off street parking, transportation demand management (TDM), Technology and Innovation, Code Requirements, Enforcement and Parking Pricing. Early action items include the creation of guiding principles, the development of a TDM Transportation Options Tool Kit for new development projects, access demand projections for the downtown and Boulder Junction, University Hill Travel Study, public private partnership negotiations on the hill and downtown, implementation of pay by cell parking technology, research on early code changes for “quick fix” parking changes, and installation of a solar-powered electric charging station in a downtown parking lot.

A work plan for 2014 and 2015 has been created. Phase 1 in 2014 will focus on best practices analysis in all focus areas, quick fix parking code changes, assessment of downtown garage technology, coordination with North Boulder Plan Update and Envision East Arapahoe, development of an integrated project framework, and the design of the public engagement process. The second Phase will be influenced by the results of Phase 1 and will include analysis of options, program development or refinement, policy review and recommendations. AMPS is projected to be completed by the second quarter of 2015.

II. QUESTIONS FOR CITY COUNCIL

- 1. *Does City Council agree with the AMPS project purpose, goals, and guiding principles?***
- 2. *Does City Council have input on the proposed AMPS approach and timeline for AMPS?***
- 3. *Does City Council have input on the AMPS list of 2014 work program topics? Are any missing?***

III. BOARD AND COMMISSION FEEDBACK

AMPS was discussed at the following boards in preparation for this June 10 Council Study Session. Below is a summary of comments.

Transportation Advisory Board

The Transportation Advisory Board (TAB) has reviewed several AMPS updates over the last several months to provide input to staff. At the April TAB meeting, the Board provided the following comments to share with City Council:

- For guiding principles: Specifically note the connection with the Transportation Master Plan (TMP) mode shift goals and state the inter-related nature of connecting parking management with transportation and land use planning.
- Involve developers and business community in discussions regarding Transportation Demand Management (TDM) Tool Kit and parking code changes for new development projects. Consider opportunities for the TDM Toolkit to apply to existing development as well as new development through incentive programs to encourage voluntary participation.
- Looking forward to discussions regarding details of AMPS and review of policy options.
- Simplify goal statement and AMPS “compass” graphic for clarity.

Boulder Junction Access District Commissions

Passed a unanimous motion to support the project and principles, with a friendly amendment to de-emphasize the pedestrian being at the center; it’s about safety and people in general being able to access the district. Support of the pedestrian should not compromise the efficiency of the transportation system.

University Hill Commercial Area Management Commission

- Stay on top of innovation. Flexibility is important in a culture of rapidly changing technology. Incorporate parking apps.
- The sharing economy is prevalent with millennials; include all-street carshare; it is a great option.
- Need more parking on the hill to accommodate a greater diversity of users.
- Marketing of parking is also important to lessen perceived barriers of people coming to the hill. Use maps, signage and promotions.
- Regional transportation is essential for in-commuters. What is the city’s role?

The Downtown Management Commission

Passed a unanimous motion to support the work plan, conveys the continued active participation by the Commission in the process and recommends that City Council supports AMPS. Other comments include:

- Reinforce urban vitality, land use, community character and the visitor experience.
- The process should include mapping and the different spatial contexts of the different areas.
- Needs to address and quantify the needs of the variety of visitors.

Downtown Boulder Business Improvement District

- Downtown needs more parking.
- The board expressed a concern about the development and parking projections: the number of employees per square foot was too low based on the number of employees at tech companies and also the impact of shared work spaces (i.e. the HUB). There are any more employees per square foot in these non-traditional work spaces.
- Need to consider parking pricing of long term permits to be competitive with the private providers.
- Concern was expressed about people parking all-day on-street negatively impacting turn over. Need more enforcement.
- Consider shuttle parking from remote lots.

Downtown Boulder Inc.

- Additional parking capacity needs to be considered.
- Need for satellite/edge parking.
- Need to incentivize customers to use parking; includes education and promotion.

Planning Board

AMPS is scheduled for Planning Board on June 5. Feedback from that meeting will be provided by Hotline prior to the June 10 Study Session.

Joint Board Meeting

In addition, a joint board meeting with the Transportation Advisory Board, Environmental Advisory Board, Planning Board, and District Boards was held on April 23 at the Sanitas Brewing Company. The focus of the meeting was on the Transportation Master Plan, Climate Commitment and the Access Management and Parking Strategy.

IV. PUBLIC FEEDBACK

Over 60 people attended the Open House on May 12th to weigh in on the Access Management and Parking Strategy, the Comprehensive Housing Strategy, and the Zero Waste Strategic Plan. Approximately 40 people attended the Open House on May 28th to review the Transportation Master Plan Update and AMPS. Attendees had the opportunity to share concerns and questions with city staff and to make statements with sticky notes on the boards around the room where the meeting was held. Major themes that emerged were:

- More subsidy to disadvantaged, economically impaired communities.
- Diversity is key; not everyone can do alternative modes.
- Partnerships will be important.
- Customize solutions.
- Co-benefits are good.
- City regulations create conformity not diversity.

V. BACKGROUND

The city of Boulder's parking management system has a long history. Parking meters were first installed on Pearl Street in 1946. Over the past decades, Boulder's parking system has evolved into a nationally recognized, district-based, multi-modal access system incorporating all modes of travel (walking, biking, transit, and autos) to meet community goals, including support for the vitality of the city's historic commercial and employment centers, and livability of its neighborhoods.

AMPS encompasses updating the current access and parking management policies and programs and developing a new, overarching citywide strategy for access and parking management in alignment with city-wide goals. The project goal is to evolve and continuously improve Boulder's citywide access and parking management strategies and programs tailored to address the unique character and needs of the different parts of the city.

The AMPS project approach emphasizes collaboration among city departments and acknowledges the numerous current and anticipated planning efforts and initiatives such as the Transportation Master Plan (TMP) Update, Economic Sustainability Strategy, and Climate Commitment.

Elements of the AMPS project approach are:

- AMPS is a strategy which is defined as an integrated planning approach coordinated with other master planning efforts and plans which focuses on a particular set of goals and principles that are cross-cutting and create an adaptable set of tools and methods allowing the city to continually improve and innovate to achieve its goals.
- Evaluating existing parking and access management policies and practices within existing districts and across the community based on the city's Sustainability Framework.
- Developing context appropriate strategies using the existing districts as role models for other transitioning areas within the community and incorporating national best practices research.

VI. DRAFT PROJECT PURPOSE, GOALS, AND GUIDING PRINCIPLES

Purpose

Building on the foundation of the successful multi-modal, district-based access and parking system, the Access Management and Parking Strategy (AMPS) will define priorities and develop over-arching policies, and tailored programs and tools to address citywide access management in a manner consistent with the community's social, economic and environmental sustainability principles.

Goal

Develop tools and strategies to evolve Boulder's access and parking management to a state of the art system reflecting the city's sustainability goals.

Guiding Principles

- 1. Provide for All Transportation Modes:** Support a balance of all modes of access in our transportation system: pedestrian, bicycle, transit, and multiple forms of motorized vehicles—with the pedestrian at the center.
- 2. Support a Diversity of People:** Address the transportation needs of different people at all ages and stages of life and with different levels of mobility – residents, employees, employers, seniors, business owners, students and visitors.
- 3. Customize Tools by Area:** Use of a toolbox with a variety of programs, policies, and initiatives customized for the unique needs and character of the city’s diverse neighborhoods both residential and commercial.
- 4. Seek Solutions with Co-Benefits:** Find common ground and address tradeoffs between community character, economic vitality, and community well-being with elegant solutions—those that achieve multiple objectives and have co-benefits.
- 5. Plan for the Present and Future:** While focusing on today’s needs, develop solutions that address future demographic, economic, travel, and community design needs.
- 6. Cultivate Partnerships:** Be open to collaboration and public and private partnerships to achieve desired outcomes.

VII. WORK TO DATE

Over the course of the last year, work on AMPS has proceeded on several levels. Consultant firms have been hired – Kimley Horn with Urban Trans as a sub consultant, and Fox Tuttle. Joint board workshops focusing on the TMP Update, Climate Commitment and AMPS were conducted in August 2013 and April 2014, as well as individual board outreach providing valuable feedback. Finally, public open houses were held May 12 and 28 in conjunction with the Comprehensive Housing Strategy and Transportation Master Plan update.

Staff teams in the seven focus areas have developed detailed work programs for each of the seven focus areas, including both the short and long-term tasks. Each topic has a link to a detailed matrix that provides additional descriptions and issue identification.

- 1) [District Management](#) This will address both the further enhancement and evolution of existing access and parking districts as well as considering new districts. A tool kit of policies, implementation strategies and operational procedures will be developed to assist in the creation of new districts.
- 2) [On and Off-Street Parking](#) The On-Street public parking focus area will investigate potential policy development and policy changes regarding the use of on-street public parking. This will include topics such as handicapped parking, loading zones, time restrictions, Car-share parking, E-vehicle parking, neighborhood permit parking and the repurposing of parking spaces for uses such as bike parking or parklets. Off-street includes all surface lots and parking garages that are owned and managed by the districts. On and off street parking are complimentary and inter-related
- 3) [Transportation Demand Management](#) TDM involves all programs that reduce single occupant vehicle trips including travel by transit, bikes, walking and car and van pool programs. In addition there are strategies for telecommuting and parking pricing. The TDM focus area includes three primary components; the integration of TDM with

Access and Parking Management; refinement of the policies, implementation, and evaluation of TDM Plans in Development Review; and the management of TDM programs in Districts (existing and new/city-wide).

- 4) [Technology and Innovation](#) This will include a technology assessment of parking access equipment (garages) and internal systems used for permitting, products, and reporting. The effort will ensure all the systems are compatible and can “talk” to one another to streamline processes and create efficiencies. Customer-focused technology apps will also be included to making parking more convenient and lessen unnecessary driving.
- 5) [Code Requirements](#) Planning staff is working on updates to the land use code for parking requirements citywide (e.g., adding special parking requirements for uses with low parking demand such as the airport and warehouses where current parking requirements require too much, updating the code to meet ADA requirements). Longer term code changes would respond to recent changes in travel behavior (e.g. increased bicycling and transit use) with changes including but not limited to, increased use of unbundled parking, shared parking requirements, parking maximums, automatic parking reductions and special parking requirements for transit corridors.
- 6) [Enforcement](#) This is the component to balance parking access and management through education, customer service and regulation in an effort to better serve those who live, work and visit the City of Boulder; and
- 7) [Parking Pricing](#) Review and analysis of parking pricing and enforcement fees including research of other comparable cities and analysis of options including variable and performance based pricing, and graduated fines. (includes exploration of various pricing strategies/mechanisms).

The first phase of work, April through September 2014, includes:

- a) A draft report on best practices on incorporating Transportation Demand Management (TDM) in Development Review, available at: www.BoulderTMP.net and described in more detail in the following section below;
- b) Based on the best practices report, opportunities to refine and enhance the city’s [Transportation Options Tool Kit](#) for private development will be considered as a component of the Transportation Master Plan (TMP) Update and the AMPS work program;
- c) Miscellaneous “quick fix” parking code changes such as updating the code to match current Americans with Disabilities Act (ADA) standards, and adjusting parking requirements for aircraft hangers and warehouses to more appropriate parking levels not based on floor area. Exploration of potential parking code changes to consider parking maximums will occur as part of AMPS 2014 work program;
- d) Best practices research will be conducted on topics in all AMPS focus areas;
- e) Assessment and recommendations will be made for replacement of the garage parking access and revenue control equipment;
- f) Development of parking and access management demand software;
- g) Design of the public and stakeholder engagement process which will include a variety of listening and feedback mechanisms including focus groups, surveys, open houses, board and commission meetings, and interactive web engagement; and,

- h) Development of an integrated planning framework to provide an overall structure for all the AMPS focus areas.

Concurrently, ongoing projects are in process or have been completed in the following areas:

District Management:

- Analysis, outreach and negotiations for a public private partnership between the University Hill General Improvement District (UHGID) and Del Mar Interests for a mixed use (residential and parking) development on UHGID's 14th Street parking lot;
- Initial analysis and access demand projections for a range of development options for the Civic Area Plan;
- Feedback on options for access and parking management as part of the North Boulder Plan Update;
- Update of development projections and access demand for the Boulder Junction Access District;
- Discussions with Trinity Lutheran Church regarding CAGID's role in providing parking in the Trinity Commons project;
- An update to the downtown development projections and future access and parking demand for the downtown area including the Civic Area; and
- Development of an alley management program associated with the public and private construction projects in the West End area.
- Travel Survey of the hill was completed. It included both a survey of businesses and employees and an intercept survey.

On and Off Street Parking:

- Commencement of a "parklet" planning process with the pilot "parklet" competition and installation in the Hill commercial district May through October 2014; and,
- Installation of a variable messaging system in the five downtown CAGID garages.

Code requirements:

- Research of peer communities on "best practice" parking regulations;
- Consultation of American Planning Association (APA) publications and other planning resources on suggested updates to parking codes;
- Development of list of short-term "quick fix" parking changes and long-term, more comprehensive parking changes; and
- Analysis of existing shopping center parking requirements and coordination with the airport manager on updates to the parking code for aircraft hangers.

Technology and Innovation:

- Introduction of pay by cell on-street parking payment option with Parkmobile in all access districts;
- Inventory of existing technology systems in preparation for a system-wide evaluation; and
- Installation of a solar-powered electric charging station in the Broadway Spruce parking lot in downtown Boulder.

The second phase of work will be influenced by the results of the Phase I best practices research and will include next steps that could include analysis of options, program development or refinement, or policy review and recommendations depending on the topic. There will be on-going integration with other planning efforts such as the Transportation Master Plan Update, North Boulder Plan Update, Envision East Arapahoe and the Climate Commitment dependent on those project schedules. The final phase will be crafting the overarching, citywide access and parking management strategy and finalizing the document. The AMPS is projected to be completed by June 2015.

VIII. PRIORITY AREAS FOR COUNCIL AND COMMUNITY FEEDBACK

At workshop on May 28th, staff from CP&S, DUHMD/PS, Transportation, Municipal Courts, and Boulder Police Department, reviewed the work plan in all seven focus areas and an initial prioritization of the topic areas, and confirmed areas of overlap. The following is an initial assessment of those topics that will require City Council policy direction and/or broad community input by focus area:

District Management

- Governance and coordination between districts.
- Civic Area Plan access approach.
- Creation of new access districts.
- Confirmation of the **SUMP** principles – parking that is **Shared, Unbundled, Managed and Paid**.

On and Off-street Parking

- On-street parking policy for car share.
- Use of public right of way including developing a Parklet Plan
- Electric vehicle parking
- Neighborhood Parking Permit program process

TDM

- Enforcement of TDM Plans.
- TDM strategies and sustainability.
- TDM and development review policies.
- TDM plans and parking reductions.
- Parking cash-out programs.

Technology and Innovation

- Role of technology in parking management and customer interface.

Code Requirements

- Shared and unbundled parking requirements.
- Parking maximums.

- Parking reductions.
- Relationship between TDM programs and parking supply.
- Criteria and location of parking TDM regulations.

Enforcement

- Review of enforcement fines.
- 72 hour parking ordinance.

Parking Pricing

- Role pricing plays in parking management, multi-modal use, economic vitality, community access and citywide equity between commercial areas.
- Parking rates and fees including long and short term parking in the districts, Neighborhood Parking Permit program permits, city employee parking rates, and parking enforcement ticket fees.
- Different methods of pricing parking, i.e. performance-based, variable pricing, etc.

IX. PROJECT OVERVIEW

Attachment A is a graphic representation of the project and the list of topics proposed to be address. It is intended to provide a graphic representation of the project’s interrelationships and direction and is therefore referred to as “the compass.”

X. TIMELINE AND ENGAGEMENT OPPORTUNITIES

Attachment B includes a timeline of the project – along with major milestones and outreach activities.

In addition to Inspire Boulder, open houses, and other traditional public engagement tools that will be deployed as part of this process, staff proposes using expert panels over the summer and early fall. The intent of the expert panels is to explore specific policy issues (e.g. variable parking pricing) with experts in the field that can share experiences from other parts of the state and country. The city staff workshop held on May 28 with the project consultants identify those specific policy issues that would benefit from an expert panel (the full list is in Section VIII). The results of the panel will be shared with Council prior to the October 28.

XI. EARLY ACTION ITEM – UPDATES TO TDM TOOL KIT FOR PRIVATE DEVELOPMENT

As an early action item for AMPS as well as the TMP Update, the city is exploring opportunities to enhance the existing Transportation Demand Management (TDM) program’s [Transportation Options Tool Kit](#) for new development projects. Findings from the Best Practices Report, currently available as a draft report at www.BoulderTMP.net, are being used to identify potential new tools and strategies that can be used to improve the options and effectiveness of the toolkit as well as identification of innovative parking strategies, infrastructure improvements and TDM programs that can maximize the benefits associated with TDM in the city.

The draft Best Practices Report explains how other communities with effective demand management programs have incorporated transportation options into the development review process. The communities included in the report are Fairfax County, Virginia; Montgomery County, Maryland; Bloomington, Minnesota; Cambridge, Massachusetts; and Pasadena, California. For each best practice city, the following information was sought:

- The process communities use to develop TDM plans.
- What TDM and parking strategies they require.
- What triggers TDM requirements.
- How TDM program funding is guaranteed and sustained.
- Internal staffing costs.
- Enforcement policies.
- Incentives to encourage developer participation.
- Processes for benefit estimation.
- Inclusion of bikeshare and carshare requirements.
- Funding of transportation management organizations (TMOs) to meet TDM requirements.
- Land use regulations that enhance TDM plans.
- Lessons learned.

The Best Practices Report will be used to develop potential recommendations for refining the Transportation Options Toolkit. The toolkit is used by staff and developers to design TDM plans to mitigate the impacts of new commercial and residential developments on the transportation system and sets expectations on what strategies should be included in TDM plan for Planning Board as they evaluate the design of new developments. It will also identify methods to measure the impacts associated with combinations of TDM strategies and the costs and resource requirements associated with strategy implementation for new developments.

All draft recommendations for toolkit changes will be reviewed through a public outreach process with developers, the TAB and Planning Board, community and City Council. Feedback obtained from that process will be used to update and improve the draft recommendations. Final recommendations will include estimates of the toolkit's impacts on vehicle trip generation and the community cost savings associated with anticipated vehicle trip, vehicle miles traveled and greenhouse gas (GHG) reductions.

Within the TDM program, city staff is working with Boulder Transportation Connections (formerly Boulder East), Boulder's non-profit transportation management organization, to implement a TDM Plan evaluation program that will measure the effectiveness of TDM plans currently in place for recent commercial and residential developments. This evaluation program will also inform recommended adjustments to the toolkit over time. City staff will form a working group with local developers and community organizations to design a toolkit that not only meets city goals for mitigating vehicle trips, but also is balanced by the need to provide incentives to developers and maintain economic vitality.

XII. NEXT STEPS

Staff will continue to engage stakeholders over the summer and fall and return to Council on October 28 with the results of the policy and code analysis along with program options.

Staff will continue to meet with the Boards at key milestones throughout the project and Board members are encouraged to participate in the broader community outreach as described in **Attachment B**.

The consultant will continue to One specific outreach element is the use of expert panels over the summer and early fall. The intent of the expert panels is to explore specific policy issues (e.g. variable parking pricing) with experts in the field that can share experiences from other parts of the state and country. A city staff workshop was held on May 28 with the project consultants to identify those specific policy issues that would benefit from an expert panel. The results of the panel will be shared with Council prior to the October 28.

For more information, please contact Molly Winter at winterm@bouldercolorado.gov, or Kathleen Bracke at brackek@bouldercolorado.gov or www.bouldercolorado.gov/amps.

ATTACHMENTS

A: Project Overview – Compass Diagram

B: Project Timeline



