



Study Session MEMORANDUM



TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
Maureen Rait, Executive Director of Public Works
Tracy Winfree, Director of Public Works for Transportation
David Driskell, Director of Community Planning and Sustainability
Susan Richstone, Deputy Director of Community Planning and Sustainability
Michael Gardner-Sweeney, Transportation Planning and Operations Coordinator
Lesli Ellis, Comprehensive Planning Manager
Molly Winter, Director, Downtown and University Hill Management Division
and Parking Services (DUHMD/PS)
Kathleen Bracke, GO Boulder Manager, Public Works Transportation
Jay Sugnet, Senior Planner, Community Planning and Sustainability

DATE: July 29, 2014

SUBJECT: Access and Parking Management Strategy (AMPS)

I. EXECUTIVE SUMMARY

This study session is a continuation of the June 10, 2014 AMPS study session. The purpose is to:

1. Review and discuss the draft Access Management and Parking Strategy (AMPS) project purpose, goals, guiding principles, proposed schedule and milestones; and
2. Review and discuss the AMPS seven areas of focus.

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.

The [June 10 City Council Study Session Memorandum](#) contains background information on the project including the following topics:

- Board and Commission feedback;
- Public feedback;
- Work to date on the seven focus areas;
- Priority areas for Council and community feedback;
- Project overview (the compass diagram);
- Timeline and engagement opportunities;
- Early action item – updates to TDM tool kit for private development;

This memo contains additional material in preparation for the July 29 continuation of the AMPS study session:

- Draft summary of the June 10 City Council study session (Attachment A);
- Revised project guiding principles based on Council, board, and community input. Revisions are shown in yellow highlights below; and
- Revised best practices matrix that distinguishes between peer cities and non peer cities. Non peer cities may have polices or programs that we could learn from (Attachment B).

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 have comments on the seven AMPS areas of focus?**
- 2. Are there any additional comments on the project purpose, goals, guiding principles, approach and timeline?**
- 3. What are we missing that should be included in AMPS?**

III. 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.

IV. REVISED 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 and Safety:** Support a balance of all modes of access for a safe transportation system: pedestrian, bicycle, transit, and multiple forms of motorized vehicles—with the pedestrian at the center.
- 2. 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.
- 3. 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.
- 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. Align with the city’s Master Plans, Climate Commitment and Sustainability Framework.
- 6. Cultivate Partnerships:** Be open to collaboration and public and private partnerships to achieve desired outcomes.

V. 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.

Summaries of the two study sessions will return to Council for adoption in August.

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

ATTACHMENTS

Attachment A: June 10 City Council AMPS Study Session Draft Summary

Attachment B: Best Practices Matrix

Access Management and Parking Strategy Study Session

DRAFT Summary
COUNCIL CHAMBERS
JUNE 10, 2014

PRESENT:

City Council: Karakehian, Plass, Jones, Young, Weaver, Cowles, Shoemaker

Staff members: City Manager Jane S. Brautigam, City Manager, Molly Winter, Downtown and University Hill Management Division and Parking Services Director, Tracy Winfree, Director of Public Works for Transportation, Kathleen Bracke, GO Boulder Manager, Chris Hagelin Senior Transportation Planner/GO Boulder, Kurt Matthews, Manager Parking Services, Eric Guenther, Assistant Parking Manager, Lesli Ellis, Comprehensive Planning Manager.

STAFF PRESENTATION:

Winter and Bracke provided a project overview and update to City Council on the Access Management and Parking Strategy (AMPS) project emphasizing these key points:

- AMPS encompasses existing access and parking districts and programs as well as taking a citywide approach tailored to addressing existing and future needs of different areas throughout the community.
- AMPS includes exploring opportunities to improve managed parking and multimodal access for public and private parking areas, including both on and off-street, within existing districts and throughout the community.
- AMPS considers all modes of transportation – autos, transit, biking and walking.
- AMPS is an interdepartmental effort and supports the city’s sustainability framework.
- City boards and commissions are involved and engaged providing valuable feedback and ideas throughout AMPS process.
- AMPS includes seven focus areas:
 - District Management (Existing & New Districts)
 - On & Off Street Parking
 - Technology
 - Transportation Demand Management
 - Parking Code Changes (Auto & Bike)
 - Parking Pricing
 - Enforcement
- Cultivating partnerships and on-going collaboration across city departments and with community stakeholders is key and will maximize co-benefits of AMPS outcomes with other integrated planning initiatives such as Transportation Master Plan, Climate Commitment, Economic Vitality plan, corridor plans, and upcoming update to the Boulder Valley Comprehensive Plan (BVCP).

AMPS is a multi-year project that integrates with existing city planning efforts and on-going programs and operations. Community engagement is an important aspect to ensure a breadth of input from residents, businesses, employers/employees and visitors and a communication strategy plan is being developed and implemented beginning this summer.

The first phase of the project in 2014 includes best practices research followed by policy analysis for all of the seven AMPS focus areas. Work will continue into 2015 on developing recommendations and short-term as well as long-range implementation strategies.

Staff will be checking in with boards and commissions in September and will return to Council in October to provide an update and seek feedback on policy analysis, options, and next steps.

Expert panels will be used at specific points in the project to bring input from practitioners who are considered to be implementing best practices and innovative strategies in their communities.

The outcome of AMPS will be a citywide access management and parking strategy that will be incorporated into planning, operations, projects and programs moving forward.

Since AMPS covers both existing efforts as well as creating a future, citywide access management strategy, there are a number of early action items as a part of ongoing work programs. These include:

- Technology improvements including parking pay by cell, variable messaging signs in the garages
- Installation of electrical vehicle powering stations
- Creation of first pilot parklet on the hill
- Public private partnerships for shared parking on the hill and downtown.
- Coordination with other city plans including the Civic Area Plan, North Boulder Area Plan, Transportation Master Plan update, Envision East Arapahoe corridor plan, Civic Area, and Climate Commitment as well as update for the BVCP
- First phase of auto and bicycle parking code changes
- On-street car share policy
- Transportation Demand Management (TDM) Toolkit for private development

Bracke and Hagelin provided background on the TDM Toolkit for private development early action item. The city works with Boulder Transportation Connections (BTC) to implement the existing program and the evaluation criteria for the private TDM plans. The AMPS' TDM focus area work is being coordinated with the Transportation Master Plan Update. Currently the TDM programs are voluntary and city involvement and oversight/evaluation is done on a short term (< 3 year basis). Staff and BTC currently provides basic level of on-going technical assistance to developments and businesses. The best practices research includes options to broaden the package of services including car share, bike share, along with the Eco Pass as well as provision of technical support by the city and/or community partners. Initial findings from the research indicate the importance of the development context, the size and location of projects, and access options available. This research will also include exploring longer term TDM program evaluation methods for compliance and effectiveness. Options range from continuing with the current voluntary and encouragement based approach, to a more systematic, regulated and/or required approach. Staff is seeking input from community stakeholders as well as considering research on national best practices to develop potential options to bring forward for boards and City Council to review in the fall 2014.

Winter provided background on the district access projection methods and how the model incorporates all modes (transit, bike, walking, vehicles) in making transportation access projections for the future; the important role of TDM programs being the first option and the interplay of using incentive and disincentive to affect mode shift. The district access projections include an expectation that additional private sector parking may need to be considered in conjunction with the district parking provided to meet the area's needs. Partnerships with private developers and property owners will be a strategy for the future as land options decrease with build out. Also the partnership approach supports the "SUMP" principles – parking that is shared, unbundled, managed and paid. Winter also provided information about the downtown garage waitlists being the longest in recent memory and the downtown alternative mode share being approximately 60%.

COUNCIL DISCUSSION:

Specific feedback was provided in response to questions requested by staff:

- 1. *Does City Council agree with the AMPS project purpose, goals, and guiding principles?***
 - Council members suggested adding the following to the AMPS guiding principles: safety, and more emphasis on the relationship to the city's climate commitment and other planning projects, and ensuring it supports a diversity of people – all ages and stages of life.
- 2. *Does City Council have input on the proposed AMPS approach and timeline for AMPS?***
 - Concern was expressed regarding the communities selected for best practices research; a broader range of communities needs to be considered that reflect the values of Boulder, including international communities that have made greater strides in reducing cars in the downtown areas.
 - A greater focus on providing evaluation data to assess impacts and effectiveness needs to be incorporated into the best practices research, and more information needs to be included regarding how AMPS will support the city's sustainability framework, Climate Commitment, and master plan goals.
 - The pros and cons of different measures of levels of service and traffic congestion were discussed and their role in supporting walking, biking, and transit. Traffic congestion can be a sign of a healthy downtown; and it can be an incentive for people to take other modes of transportation. Need to develop strategies to support and balance the needs of all modes.
- 3. *Does City Council have input on the AMPS list of 2014 work program topics? Are any missing?***

- There was general sentiment from Council that the TDM Tool Kit for private development needs to have more “teeth” in the regulations in order to ensure effectiveness of the program both in the short and long term.
- Look at a broad range of tools in the TDM toolkit to ensure equity across the city including the possibility of charging for parking elsewhere, the impacts of new development. Need to keep a vibrant downtown and find a balance. Cannot park our way out of the situation; need a variety of options.
- Look to Boulder Junction as a model for other areas of the community.
- Offer different programs that are targeted to reach the variety of audiences – employees, residents, visitors.
- Consider different options for different areas of the community, existing districts as well as new areas. Integrate AMPS work with other city planning projects such as North Boulder, Civic Area, and East Arapahoe.
- Adequate parking for downtown is a concern as downtown grows along with increasing the use of other travel modes.
- Include consideration of “edge” parking options - lots at the fringes of the city to intercept automobiles and provide transit to the center of the city.

NEXT STEPS

City Council has requested that staff provide an additional Study Session on July 29th as well as continue work in all areas of AMPS with community engagement and discussions with city boards throughout the summer/fall. Staff will also be returning to City Council for a Study Session on October 28th. Staff will also continue to collaborate and integrate work with AMPS and other city-wide planning initiatives.

Related to AMPS, staff is bringing forward the updated Boulder Transportation Master Plan (TMP) for City Council consideration of acceptance on August 5th. The TMP provides the broad multimodal policy foundation for the Boulder community and as the city and Boulder community move into the implementation phase, the TMP policies support the AMPS project’s guiding principles and goals. The TMP and AMPS are two examples of the city’s dynamic, integrated planning approach.

For more information, please visit: www.bouldercolorado.gov/amps

City of Boulder
23-Jun-14
Best Practices Research



	District Management	On & Off Street Parking	Trans. Demand Management	Technology and Innovation	Code Requirements	Enforcement	Parking Pricing
Peer Cities							
Ann Arbor, MI	X	x	X	x	x	x	
Austin, TX		x	x		x		
Berkeley, CA		x	x	x			
Burlington, VT							
Ft. Collins, CO		x			x		
Madison, WI		x	x		x		
Palo Alto, CA		x	x				
Santa Monica, CA		x	x	x	x		x
Cities we can learn from							
Portland, OR	x	x	x		x		
San Francisco, CA	x	x	x	x	x		x
Seattle, WA	x	x	x	x	x	x	x
Potential Additions							
Arlington County, VA			x				
Washington, DC		x	x				x
Los Angeles, CA				x			x
Charlotte, NC		x	x		x		
Raleigh, NC					x		
Houston, TX	x						
International							
Odense, Denmark		x	x		x		x
Frieberg, Germany		x	x		x		x