

**CITY OF BOULDER
TRANSPORTATION ADVISORY BOARD
AGENDA ITEM**

MEETING DATE: Aug 8, 2016

AGENDA TITLE: Staff briefing and TAB input on the BVCP transportation policy text update for consistency with the TMP and process next steps

PRESENTERS: Michael Gardner-Sweeney, Director of Public Works for Transportation
Lesli Ellis, Comprehensive Planning Manager, Planning, Housing & Sustainability (PH&S)
Caitlin Zacharias, Planner I, PH&S
Kathleen Bracke, GO Boulder Manager
Randall Rutsch, Senior Transportation Planner

I. EXECUTIVE SUMMARY

The Boulder Valley Comprehensive Plan (BVCP) major update process occurs every five years, and with the current update started in the summer of 2015. One work area is updating BVCP policies to integrate the work from recent master plans into the BVCP. An interdepartmental city/county planning team has been working across city and county departments to ensure the updated BVCP policies in Sections 3 through 9 align with other plans and to identify emerging areas of work, including the area of transportation. An annotated outline of initial proposed policy updates was shared with the Planning Board and City Council in [May 2016](#). Building from that outline, **Attachments A and B** include the recommended policy updates for the BVCP transportation section. The changes reflect policy direction from the city's 2014 Transportation Master Plan (TMP) and the county's 2012 Transportation Master Plan. The draft policy sections include temporary endnotes intended to explain the origin of the proposed changes. Also, all policies will be renumbered for final draft and TAB will have opportunities to review other sections of the BVCP at later dates (including policies related to the Built Environment and scenario work and analysis yet to be completed) This item is a focused discussion with TAB to seek input on the policy integration for Transportation chapter.

II. BACKGROUND

The City of Boulder and Boulder County have a long history of cooperation in planning activities, formally represented in the first Boulder Valley Comprehensive Plan (BVCP), developed and adopted jointly by both organizations in 1978. The BVCP, the city's 2014 Transportation Master Plan (TMP), and the County's Comprehensive plan and TMP have

policies closely aligned regarding sustainability, environmental preservation, multimodal transportation, and providing a high quality of life for the area's residents.

Boulder Valley Comprehensive Plan

The BVCP is adopted by both the city and county, and represents the community's plan for the future since the 1978.. Its policies are intended to guide decisions about growth management, development, preservation, environmental protection, economic development, affordable housing, culture and the arts, urban design, neighborhood character and transportation. The Land Use and Area I, II, III Maps define the desired land-use pattern and location, type, and intensity of development. Despite its 15-year horizon, the BVCP is updated every five years to respond to changed circumstances or evolving community needs and priorities.

Transportation Master Plan (TMP)

The TMP is the city's policy document establishing the goals, objectives and investment priorities based on the Boulder community's vision for a multimodal transportation system. The first TMP was developed in 1989 by a citizen taskforce and reflected the community's concern with the increasing growth and impacts of automobile traffic. Over the years, the following TMP updates have reflected the consistent policy direction of accommodating increased person travel, managing the impacts of automobile travel, and developing a complete multimodal transportation system in support of the community's overall sustainability goals, as reflected in the BVCP and the recent Climate Commitment.

Boulder's 2014 TMP builds upon this strong multimodal policy foundation and spirit of continuous improvement. The TMP is organized in five inter-related focus areas: Complete Streets, Regional Travel, Transportation Demand Management (TDM), Funding, and Integration with Sustainability Initiatives.

Boulder County Transportation Master Plan

The Boulder County Transportation Master Plan (TMP) describes Boulder County's multimodal transportation system and how it will develop over the next 25 years. This long-range plan discusses where people are traveling now and where they will be going in the future. It focuses on travel within Boulder County and to other places in the region. The challenge identified in the plan is to facilitate this travel in a manner that is affordable, responsive to anticipated needs and changes, and consistent with Boulder County goals and policies. The county's TMP was adopted in Dec. 2012 as the first TMP for Boulder County and is consistent with the Boulder County Comprehensive Plan.

III. ANALYSIS AND ISSUES

The city's 2014 TMP was integrated with the city's Community Sustainability Framework and the Climate Commitment, and anticipated the updated transportation policies being integrated into this update of the BVCP. The 2014 TMP process included an extensive analysis of the transportation sector's greenhouse gas (GhG) production and strategies for reductions. And the update analysis process used the Community Sustainability Framework in evaluating options and strategies. Consequently, the BVCP transportation section is being revised and organized to reflect the city's 2014 TMP Focus Areas and policy direction. As the BVCP is adopted or

approved by both the city and Boulder County, these revised and reorganized policies have been developed by staff from both agencies to reflect their respective plans. In some cases, given the different contexts and settings across Boulder County, a given policy may be appropriate to only one agency and are written to reflect that. These revisions are contained in **Attachment A** and the edits are shown in the marked up version in **Attachment B**.

V. PUBLIC PROCESS

The BVCP has had an extensive public process, including the seven community sub-area listening sessions and a large community meeting in May at the main library. Still to come are meetings around land use scenarios and policies, and the draft plan following that is anticipated in early 2017. It will be reviewed by numerous city boards and at least one public open house.

VI. BOARD ACTION REQUESTED

The Board is asked to provide comments and suggestions on the draft Revised Transportation Policies for the BVCP, keeping in mind that these are the policies that reflect the policy integration with the TMP, but not new policies that may emerge from scenario planning which TAB will be asked to review at later meetings.

VII. NEXT STEPS

In addition to coordinating policy updates and revisions, the update staff and consultants are BVCP update staff are working on developing land use scenarios, researching options in the areas of focus, processing land use change requests and revising the plan structure. The following items are currently scheduled for the BVCP update:

Aug. 29, 2016	Joint Board Meeting to discuss policy integration and review initial scenarios
Sept. 12, 2016	Transportation Board review of policies and scenarios. Feedback from TAB will be provided as part of the presentation to Planning Board.
Sept. 15, 2016	Planning Board approval of policy integration updates (including these policies)
Nov. 1, 2016	City Council initial approval of policy integration updates (including these policies)
Nov.-Dec. tbd	Boulder County Planning Commission and Board of County Commissioners review and approval of policy integration updates

ATTACHMENTS

- A. B. BVCP Ch. 1 Sec. 6: Revised Transportation Policies**
- B. BVCP Ch. 1 Sec. 6: Revised Transportation Policies with Changes**

6. TRANSPORTATIONⁱ

Proposed new section title: Accessible and Connected Community

The Boulder Valley Comprehensive Plan and the county and city's Transportation Master Plans reflect the fundamental premise that the transportation system be developed and managed in service of land use, social, economic, and environmental goals. A mature community like Boulder has little opportunity or ability to add road capacity as widening streets and building new roads would have significant negative environmental, community character and financial impacts. Consequently, the strategies of the city's Transportation Master Plan (TMP) center on maintaining and developing a balanced transportation system, supporting increased person trips and all modes of travel, increasing access for the community, maintaining a safe system and shifting trips away from the single-occupant vehicle.

The Boulder Valley's challenge is to manage and improve the existing public right of way to accommodate increasing demands for travel by residents, visitors, and employees, both local and regionally, through greater efficiency, better access, and by providing a broader range of travel choices. Important issues and trends include:

- Limited funding for both new infrastructure and maintenance of existing facilities at all levels of government;
- Little or no space to widen roads in the city;
- The increasing importance of frequent, reliable and affordable regional transit to accommodate a significant increase in non-resident employees;
- An increased understanding of the transportation component of greenhouse gas (GhG) emissions and the urgent need to reduce these emissions; and
- Highly variable energy costs as well as an overall increase in the cost of housing and costs associated with longer distances employees must travel between residence and employment.

The policies in this section reflect the Focus Areas of the city's TMP and the adopted Boulder County Transportation Master Planⁱⁱ including:

- Complete Streets
- Regional Travel
- Transportation Demand Management
- Funding
- Integrate with Sustainability Initiatives

Complete Transportation System

6.01 All-Mode Transportation System and Complete Streets

The Boulder Valley will be served by an integrated all-mode transportation system, developed cooperatively by the city and county. The city's transportation system will be based on complete streets including completed networks for each mode, making safe and convenient connections

between modes, providing seamless connections between the city and county systems, and promoting access and placemaking for the adjacent land uses and activities. Improvements to urban travel corridors will recognize pedestrian travel as the primary mode and preserve or improve the capacity or efficiency of all modes. For rural parts of the Boulder Valley, the transportation system is focused on sustainable mobility through development of a multimodal system, creating the complete trip and investing in key transportation corridors.

6.02 Reduction of Single Occupancy Auto Tripsⁱⁱⁱ

The city and county will support and promote the greater use of alternatives to single occupancy automobile travel. It is the city’s specific objective to reduce vehicle miles of travel (VMT) 20 percent from 1994 levels through the year 2035 within the Boulder Valley to achieve transportation and greenhouse gas reduction goals. These efforts will require inclusion of other communities and entities (especially origin communities such as Longmont, Lafayette, Louisville, and Erie) in developing and implementing integrated travel demand management (TDM) programs, new mobility services, and improved transit service. Within the city, new developments will be required to include travel demand management to reduce the vehicle miles traveled produced by the development.

^{iv}New Policy: Renewed Vision for Transit^v

Transit investments and improvements will occur in an integrated manner in the areas of service, capital, policies and programs and implementation. These will expand the Community Transit Network (CTN) and improve regional transit service and connections outside the city such as bus rapid transit (BRT) along state highways and regional bus services.

Policy 6.05 from below: Accessibility^{vi}

The city and county will develop a complete all-mode transportation system accommodating all users, including people with mobility impairments, youth, older adults and low-income persons. This will include increased support for mobility services for older adults and people with disabilities, reflecting the expected increases in these populations. Efforts should focus on giving people options to live well without a car and may include prioritizing affordable public transportation and transit passes.

New Policy: Safety^{vii}

Safety for all people using the transportation system is a fundamental goal. The city’s policy “Toward Vision Zero” is aimed at reducing serious injury and fatal collisions that happen in the transportation system.

Regional Travel

6.04 Regional Travel

City transportation and land use decisions have regional transportation impacts. The city and county will work to develop regional consensus for multimodal improvements to regional corridors. This can be achieved by working with the Colorado Department of Transportation, the Regional Transportation District (RTD), and other providers to develop high quality, high

frequency bus rapid transit (BRT) service and commuter bikeways between the communities on the corridors identified in the Renewed Vision for Transit, with connections to local systems.

New Policy: Regional Transit Facilities

The city will develop and enhance the three regional transit anchors that serve the primary attractors of Downtown Boulder, the University of Colorado, and Boulder Valley Regional Center at Boulder Junction. First and last mile connections to these facilities, employment centers, defined in the BVCP are a priority to support employees commuting into and out of Boulder.

Transportation Demand Management (TDM)

New Policy: Integrated TDM Programs

The city and county will cooperate in developing comprehensive TDM programs for residents and employees. These include incentives such as developing a universal community transit pass program; promoting ridesharing, carsharing, vanpools, and teleworking; and supporting programs for walking and biking such as secured long term bike parking. Disincentives such as shared, unbundled, paid, and managed parking (i.e., SUMP principles) can reflect the real cost of Single Occupancy Vehicle (SOV) travel. The city will require TDM plans for new larger, residential and commercial developments.

Funding

6.07 Investment Priorities

To protect previous investments and ensure efficient use of existing travel corridors, the city and county will prioritize investment for maintenance and safety improvements for all modes of the existing systems. Second priority is given to capacity additions for the non-automotive modes and efficiency improvements for existing road facilities that increase person carrying capacity without adding general purpose lanes. Any additional road capacity will be managed and priced to provide reliable and rapid travel times for transit, high occupancy vehicle lanes, and other car sharing options.

(Note: 6.08 has been moved to below.)

Integration with Sustainability Initiatives

***New Policy: Access Management and Parking*^{viii}**

Vehicular parking will be considered a component of a total access system of all modes of transportation - bicycle, pedestrian, transit and vehicular - and will be consistent with the desire to reduce single occupant vehicle travel, balance the use of public spaces, and consider the needs of residential and commercial areas. Parking demand will be accommodated in the most efficient way possible with the minimal necessary number of new spaces. The city will promote parking reductions through a variety of tools including parking maximums, shared parking, unbundled parking, parking districts and transportation demand management programs. Parking

districts will be expanded and managed based on SUMP principles (shared, unbundled, managed and paid) to support the city's transportation and GhG reduction goals.

Moved from 6.08 Above: Transportation Impact

Traffic impacts from a proposed development that cause unacceptable community or environmental impacts or unacceptable reduction in a multimodal level of service will be mitigated. All development will be designed and built to be multimodal, pedestrian-oriented and include strategies to reduce the vehicle miles traveled generated by the development. New development will provide continuous pedestrian, bike and transit systems through the development and connect these systems to those surrounding the development. The city and county will provide tools and resources to help businesses manage employee access and mobility and support public-private partnerships, such as transportation management organizations, to facilitate these efforts.

6.09 Integrate Transportation and Land Use

Land use surrounding the three intermodal centers of Downtown Boulder, the University of Colorado, and the Boulder Valley Regional Center at Boulder Junction, will support their function as anchors to regional transit connections and hubs for connecting pedestrian, bicycle and local transit to regional services. The land along multimodal corridors will be designated as multimodal transportation zones where transit service is provided on that corridor. In these multimodal transportation zones, the city will develop a highly connected and continuous transportation system for all modes, identify locations for mixed use and higher density development integrated with transportation functions through appropriate design, and develop parking maximums and encourage parking reductions. The city will complete missing links in the transportation grid through the use of area transportation plans and at the time of parcel redevelopment.

6.11 Transportation Facilities in Neighborhoods

The city will strive to protect and improve the quality of life within city neighborhoods while developing a balanced transportation system. Improving access and safety within neighborhoods by controlling vehicle speeds or providing multi-modal connections will be given priority over vehicle mobility. The city and county will design and construct new transportation facilities to minimize noise levels to the extent practical. Neighborhood needs and goals will be balanced against the community necessity or benefit of a transportation improvement. Neighborhood parking permit (NPP) programs will seek to balance access and parking demands of neighborhoods and adjacent traffic generators.

6.12 Neighborhood Streets Connectivity

Neighborhood streets and alleys will be developed in a well-connected and fine grained pattern to facilitate public access, to promote bike and pedestrian travel and to effectively disperse and distribute vehicle traffic.

New Policy: 15-minute Neighborhoods^{ix}

The city will prioritize improvements to transportation facilities to create more 15-minute Neighborhoods (i.e., a variety of neighborhood supporting activities and supportive

infrastructure within approximately a one quarter mile radius) where residents and employees can fulfill more of their daily needs through safe, healthy and convenient walking and biking.

New Policy: Mobility Hubs^x

As guided by the Transportation Master Plan, the city will establish Mobility Hubs that provide seamless integration between transit and pedestrian and bicycle facilities, car/ridesharing, and context-appropriate parking supply for people of all physical abilities. Mobility Hubs will emphasize excellent pedestrian infrastructure within a quarter to half-mile walkshed and connections to the bicycle network.

Other Transportation Goals

6.13 Improving Air Quality and Reducing Greenhouse Gas Emissions

Both the city and county are committed to reductions in greenhouse gas emissions with the city committing to an 80 percent reduction from 2005 levels by 2050. The city and county will design the transportation system to minimize air pollution and reduce GhG emissions by promoting the use of non-automotive low emission transportation modes, reducing auto traffic, and encouraging the use of fuel efficient and clean-fueled vehicles that demonstrate air pollution reductions, and maintaining acceptable traffic flow.

6.14 Municipal Airport

Boulder Municipal Airport is a general aviation airport that has been in existence since 1928. The airport will continue at the appropriate scale to ensure it meets the needs of the community by providing a safe environment for aviation business and business-related travel; scientific and research flights; recreation and tourism; flight training and vocational education; aerial fire-fighting; emergency medical flights; as well as flood and other disaster-related support for the city and county. The city will seek to mitigate noise, safety and other impacts of airport operation while assuring that new development in proximity will be compatible with existing and planned use of the airport.

Potential New Transportation Resilience Policies

The HR&A Resilience report suggests the following:

New Policy: Infrastructure Investments

The city will support infrastructure investments that provide multiple benefits, such as greenways, which both serve as a public amenity and mitigate risk.

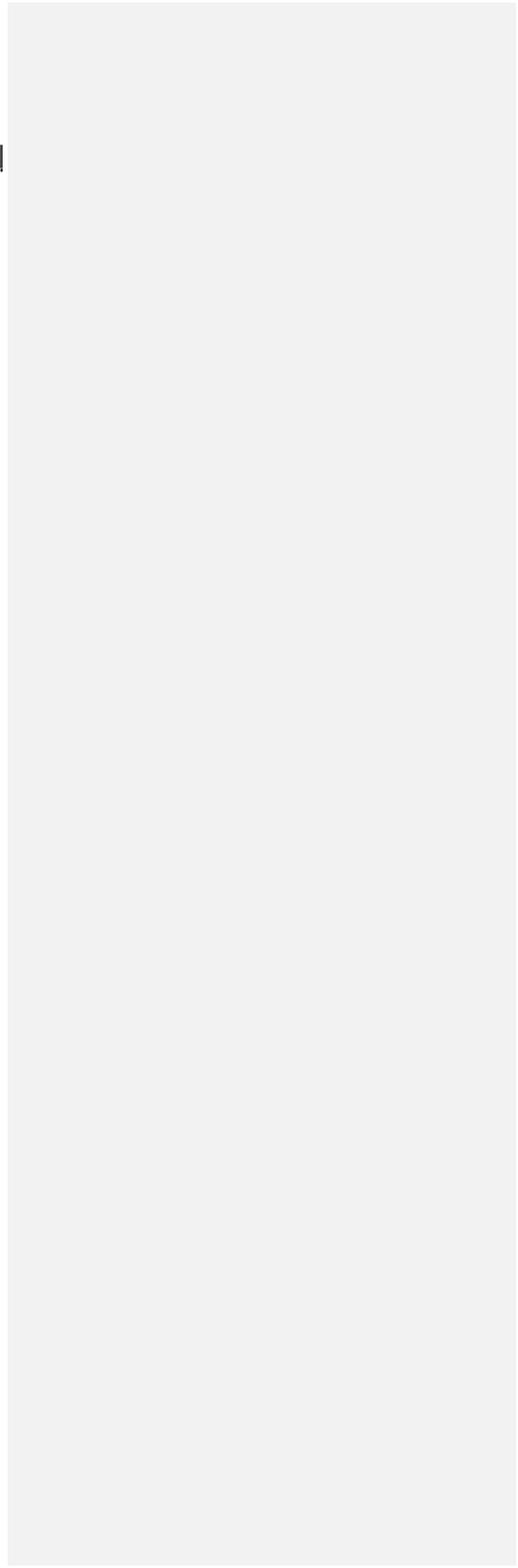
New Policy: Emergency Response Access

The city and county will assess and develop solutions with stakeholders to coordinate transportation policies, infrastructure planning, and response plans in the event of a disruption.

Graphics and Maps to Add to Transportation Chapter

- Add new Renewed Vision for Transit
- 15 minute analysis map
- Transportation GHG reduction graph – 40% of reduction needed in the Clean Energy and Innovations area
- Images of Mobility Hubs
- Photos of people walking, bicycling, and transit

- Photos of recently completed capital construction projects (e.g. Boulder Junction and Broadway Euclid)



6. TRANSPORTATION^{xi}

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~~Boulder's~~ The Boulder Valley's challenge is to manage and improve the existing system-public right of way to accommodate increasing demands for travel ~~needs of by residents, visitors, and employees,~~ both local and regionally, through greater efficiency, better access, and by providing a broader range of travel choices. Important issues and trends include:

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- Increasing-Highly variable energy costs as well as with corresponding an overall increases in the cost of housing and costs associated with longer distances employees must travel between residence and employment.

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- Complete Streets
- Regional Travel
- Transportation Demand Management
- Funding
- Integrate with Sustainability Initiatives
- Complete Transportation System
- Integration of Land Use and Transportation
- Air Quality
- Boulder Municipal Airport

Complete Transportation System

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6.02 Reduction of Single Occupancy Auto Trips^{xiii}

The city and county will support and promote the greater use of alternatives to single occupancy automobile travel. It is the city's specific objective to ~~continue progress toward~~ no long-term growth in traffic ~~reduce vehicle miles of travel (VMT) 20 percent~~ from 1994 levels through the year 20325 within the Boulder Valley to achieve transportation and greenhouse gas reduction goals. These efforts will require inclusion of other communities and entities (especially origin communities such as Longmont, Lafayette, Louisville, and Erie) ~~and will include~~ in developing and implementing integrated travel demand management (TDM) programs, ~~and new~~ mobility services, and improved transit service. Within the city, new developments will be required to include travel demand management to reduce the vehicle miles traveled produced by the development.

6.03 Congestion^{xiv}

The city and county will strive to ~~limit the extent and duration of congestion, defined as Level of Service (LOS) F, to 20 percent of the roadway system within the Boulder Valley while providing for increased mobility.~~

New Policy: Renewed Vision for Transit^{xv}

Transit investments and improvements will occur in an integrated manner in the areas of service, capital, policies and programs and implementation. ~~This will serve to~~ These will expand the Community Transit Network (CTN) and improved regional transit service and connections outside the city such as bus rapid transit (BRT) along state highways and regional bus services.

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Regional Travel**6.04 Regional ~~Travel Cooperation~~**

City transportation and land use decisions have regional transportation impacts. The city and county will work to develop regional consensus for multimodal improvements to regional corridors. This can be achieved by, ~~and~~ working with the Colorado Department of Transportation and the Transportation, the Regional Transportation District (RTD), and other providers to develop high quality, high frequency bus rapid transit (BRT) service and commuter bikeways between the communities on the corridors identified in the Renewed Vision for Transit, with connections to local systems and commuter bikeways of the region and between centers of employment and housing.

New Policy: Regional Transit Facilities

The city will develop and enhance the three regional transit anchors that serve the primary attractors of Downtown Boulder, the University of Colorado, and Boulder Valley Regional Center, including at Boulder Junction. First and last mile connections to these facilities, and employment centers, defined in the BVCP are a priority to support employees commuting in-to and out of Boulder.

6.05 Accessibility

The city and county will develop a complete all-mode transportation system based on complete streets that accommodates all users, including people with mobility impairments, as well as youth, older adults and low-income persons. Efforts should focus on giving people options to live well without a car and may include prioritizing affordable public transportation and transit passes.

6.06 Mobility Services

The city and county will increase their support for mobility services for older adults and people with disabilities to reflect the expected increases in these populations.

Transportation Demand Management (TDM)**New Policy: Integrated TDM Programs**

The city and county will cooperate in developing comprehensive TDM programs for residents and employees. These include incentives such as developing a universal community transit pass program; promoting ridesharing, carsharing, vanpools, and teleworking; and supporting programs for walking and biking such as secured long term bike parking. Disincentives such as shared, unbundled, paid, and managed parking (i.e., SUMP principles) can reflect the real cost of

Single Occupancy Vehicle (SOV) travel. The city will require TDM plans for new larger, residential and commercial developments.

Funding

6.07 Investment Priorities

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Integration -with Sustainability Initiatives

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6.09 Integrate Transportation ~~and~~ with Land Use

Land use surrounding the ~~Three~~ intermodal centers ~~of~~ ~~will be developed or maintained~~ Downtown Boulder, the University of Colorado, and the Boulder Valley Regional Center ~~at~~ ~~including~~ Boulder Junction, ~~in the downtown, Boulder Junction and on the university's main~~

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6.10 Managing Parking Supply

~~Providing for vehicular parking will be considered as a component of a total access system of all modes of transportation – bicycle, pedestrian, transit and vehicular – and will be consistent with the desire to reduce single occupant vehicle travel, limit congestion, balance the use of public spaces and consider the needs of residential and commercial areas. Parking demand will be accommodated in the most efficient way possible with the minimal necessary number of new spaces. The city will promote parking reductions through parking maximums, shared parking, unbundled parking, parking districts and transportation demand management programs.~~

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6.12 Neighborhood Streets Connectivity

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New Policy: 15-minute Neighborhoods^{xix}

The city will prioritize improvements to transportation facilities to create more 15-minute Neighborhoods (i.e., a variety of neighborhood supporting activities and supportive infrastructure within approximately a one quarter mile radius) where residents and employees can fulfill more of their daily needs through safe, healthy and convenient walking and biking.

New Policy: Mobility Hubs^{xx}

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emphasize excellent pedestrian infrastructure within a quarter to half-mile walkshed and connections to the bicycle network.

Other Transportation Goals

Air Quality

6.13 Improving Air Quality and Reducing Greenhouse Gas Emissions

Both the city and county are committed to reductions in green-house gas emissions with the city committing to an 80 percent reduction from 2005 levels by 2050. The city and county will design the transportation system to minimize air pollution and reduce GhG emissions by promoting the use of non-automotive low emission transportation modes, reducing auto traffic, and encouraging the use of fuel efficient and alternatively-clean- fueled vehicles that demonstrate air pollution reductions, and maintaining acceptable traffic flow.

Boulder Municipal Airport

6.14 Municipal Airport

Boulder Municipal Airport is a general aviation airport that has been in existence since 1928. The Boulder Municipal Airport will continue at the appropriate scale to ensure it meets the needs of the community by providing a safe environment for aviation business and business-related travel; scientific and research flights; recreation and tourism; flight training and vocational education; aerial fire-fighting; emergency medical flights; as well as flood and other disaster-related support for the city and county. s a small scale general aviation airport. The city will seek to mitigate noise, safety and other impacts of airport operation while assuring that new development in proximity will be compatible with existing and planned use of the airport. _

Potential New Transportation Resilience Policies

The HR&A Resilience report suggests the following:

New Policy: Infrastructure Investments

The city will support infrastructure investments that provide multiple benefits, such as greenways, which both serve as a public amenity and mitigate risk. (The county's climate change preparedness section might also be useful here.)

New Policy: Emergency Response Access

The city and county will assess and develop solutions with stakeholders to coordinate transportation policies, infrastructure planning, and response plans in the event of a disruption.

Graphics and Maps to Add to Transportation Chapter

- Add new Renewed Vision for Transit
- 15 minute analysis map
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