Boulder City Council
STUDY SESSION
Televised

Thursday
November 12, 2015

6-7:30 PM
Access Management and Parking Strategy (AMPS) Update

7:30-9 PM
Community Broadband Update and Council Engagement

Council Chambers
Municipal Building
1777 Broadway

Submit Comments to City Council
Email: council@bouldercolorado.gov
or
Attention: Alisa Lewis, City Clerk
PO Box 791, Boulder, CO 80306
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Study Session
MEMORANDUM

To: Members of City Council

From: Jane S. Brautigam, City Manager
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Date: November 12, 2015

Subject: Access Management and Parking Strategy (AMPS)

EXECUTIVE SUMMARY

The purpose of this study session is to:

1. Seek City Council's input on options for key priorities for 2015 and 2016:
    a. parking permit pricing considerations;
    b. off-street parking code requirements for new developments;
    c. Transportation Demand Management (TDM) policies for new developments; and
    d. on-street car share parking policy.
2. Share ongoing community engagement and work plan items related to AMPS and next steps.

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

Staff has gathered input from the community, boards and commissions to help identify 2015 and 2016 priorities for further research and community discussion. Ongoing outreach to the city advisory boards and the community has served the dual purposes of sharing information with the public about the multimodal access system and seeking input and ideas about future opportunities for enhancements. The City boards and commissions held a joint meeting on Sept. 21, 2015 and individual meetings in the month of October. In addition, the board members attended a community AMPS open house on Sept. 28, 2015. The board and commission input is summarized in Section II below.

Questions for Council

1. What is City Council's input on the following AMPS 2015 priority work program items:

   Parking Permit Pricing Considerations

   a. Does Council have any feedback on the factors that influence recommendations regarding long-term permit rates in the commercial districts?

   Updates to Off-Street Parking Code Regulations

   b. Recent parking data shows that current parking requirements generally require more parking city wide than is needed for land uses. Which scenario(s) for parking code changes should be advanced for further refinement *(see Section IV)*?

   TDM Plans for New Development

   c. Should the city pursue a city-wide TDM Plan ordinance for new developments while working to create new TDM districts as opportunities arise in future area planning efforts?
   d. Should the city include in the city-wide approach an option to have the threshold based on the number of employees or bedrooms/housing units or number of peak hour vehicle trips?

   Car Share On-Street Parking Policy

   e. Should the city consider a new policy to allow designated on-street parking options for car share companies?
   f. Should the city include a permitting process for geo-tracked car share vehicles to park in undesignated public right-of-way parking spaces in excess of time restrictions or meter requirements present in these areas?

2. Does City Council have any feedback regarding the ongoing AMPS community engagement and related work plan items and next steps?

MEMO ORGANIZATION

I. Background
II. Community, Board and Commission Feedback
III. Parking Permit Pricing Considerations
IV. Updates to Off-Street Parking Code Regulations (Land Use Code)
V. Transportation Demand Management Plans for New Development
VI. Car Share On-Street Parking Policy
VII. AMPS Implementation and Ongoing Work Plan
VIII. Next Steps

I. BACKGROUND

The Access Management and Parking Strategy (AMPS) project approach emphasizes collaboration among city departments and close coordination with the numerous interrelated planning efforts and initiatives such as the Transportation Master Plan (TMP), Economic Sustainability Strategy, and Climate Commitment. Guiding principles for AMPS include:

- provide for all transportation modes;
- support a diversity of people;
- customize tools by area;
- seek solutions with co-benefits;
- plan for the present and future; and
- cultivate partnerships.

In addition to considering enhancements to existing districts, AMPS is examining parking and multimodal access policies and strategies outside of the districts, including parking requirements by land use, bicycle parking requirements, the Neighborhood Parking Permit Program, and on-street parking throughout the community.

The full text of the AMPS project purpose, goals and guiding principles are shown in **Attachment A**.

City Council held study sessions on Jun. 10, Jul. 29, Oct. 28, 2014 and May 26, 2015 to review work to-date on the seven focus areas (District Management, On and Off-Street Parking, Technology, Transportation Demand Management, Code Changes, Parking Pricing, and Enforcement) and provide overall direction on the approach for AMPS, as well as short-term code changes. Staff prepared summaries of the study sessions for Jun. and Jul. 2014, Oct. 2014, and May 2015.

It is important to note that if Ballot Questions No. 300 and 301 are passed by the voters on November 3, there will be implications for the AMPS work effort. This memo reflects current staff thinking on AMPS. If the ballot measures pass between now and the City Council Study Session on Nov. 12, staff will need to reevaluate the overall AMPS work plan to reflect the city's approach to implementing the two measures. The City Attorney's Office submitted an information packet memorandum to City Council on Oct. 6 with additional information on plans for implementation of the ballot measures if they pass.

II. COMMUNITY, BOARD AND COMMISSION FEEDBACK

Staff continues to compile community, board and commission feedback to inform the development of AMPS. Staff has been conducting outreach to residents and commuters through the project website, surveys, Inspire Boulder, and a series of topical meetings throughout Boulder to help develop an understanding of how the community currently views parking and access management. To provide feedback on the relationship of potential changes to the parking code and the TDM Plan ordinance for new developments, staff has convened a stakeholder group consisting of neighborhood and business representatives, developers, and transportation engineers to gather feedback on proposed changes. Associated with the current phase of work the following community, board and commission activities have occurred:

- September 21 – AMPS Joint Board Workshop
- September 28 – AMPS Open House
- October 5 – Downtown Management Commission
- October 8 – Downtown Boulder Business Improvement District
- October 12 – Transportation Advisory Board
- October 14 – Downtown Boulder, Inc.
- October 15 – Boulder Junction Access Districts Commissions
- October 21 – University Hill Commercial Area Management Commission
- October 22 – Planning Board

A summary of recent community engagement, with links to the full documentation of comments received as part of this phase of AMPS, is in **Attachment B** – Engagement Summary. Below is a short summary of the feedback from board and commission members regarding the priority work plan items:

Parking Permit Pricing Considerations
Downtown Management Commission
The Commission supports the rates and approach proposed by staff.

Boulder Junction Access District Parking Commission
The Commission is just starting out with parking pricing and will monitor the demand for paid parking in an area which has not had any paid parking before.

Transportation Advisory Board
The Board recommended looking at Neighborhood Parking Program (NPP) commuter permit pricing including comparisons with other communities and incremental pricing based on distance. The Board also suggested consideration of the goals for pricing including percent occupancy. They also supported unbundling parking in other areas besides Boulder Junction. Finally, the Board asked staff to be clear in public engagement about the "why" of parking pricing in addition to the "what and how" and to be sure to consider the audiences who will be affected (e.g., the in-commuter).

University Hill Commercial Area Management Commission
UHCAMC supported the staff recommendation.

Planning Board
Board members stated that the parking prices presented by staff make sense. Members expressed interest in a variety of specific policy areas, including: NPP zone fees; enforcement and the two new parking enforcement officers in the 2016 budget; metrics including Vehicle Miles Traveled (VMT) and carbon reductions; whether the district satellite parking strategy is part of parking pricing; a financial comparison between the cost of the Central Area General Improvement District (CAGID) permits and the cost of building private parking and opportunities to increase sharing of existing parking spaces at night.

Downtown Boulder Inc.
The members expressed that downtown businesses and property owners already pay taxes into the CAGID fund that to a degree offset the cost of parking. If CAGID rates were comparable to private garages, then in the end the CAGID rates would be more costly due to these property tax payments.

Updates to Off-Street Parking Code Regulations

- For the purposes of meeting city climate goals and reducing vehicle miles traveled (VMT), the boards generally agreed that Scenario 1 should be removed and recommended Scenario 2 and 3 for further study.
- Public outreach is essential and should include economic and climate change data to support the need to adjust parking requirements.
- New parking maximums and/or parking minimums should be linked to Transportation Demand Management (TDM) Plan requirements for new developments. Some felt parking minimums should be removed and therefore eliminate the need for discretionary parking reduction applications.
- Automatic parking reductions along transit corridors were supported.
- Some felt reductions in parking are necessary before unbundled parking and TDM can be successfully implemented. However, others felt that TDM should be implemented first before there are significant reductions.
- Additional Neighborhood Parking Permit (NPP) programs should be implemented to offset any spillover impacts. Neighborhoods should not have to pay to create a new NPP program.
- Most agreed that the parking code should be simplified, but some were skeptical about applying parking requirements rates citywide.
- The following additional suggestions were proposed by board members:
    - address parking for accessory dwelling units (ADUs), co-op units, boarding houses, and fraternities/sororities;
    - modify residential parking requirements to not be by bedroom count;
    - exclude interior floor area for bike parking in projects;
    - reduce multi-family dwelling unit requirements, including removing the requirement for extra parking for one-bedroom units;
    - require car share if parking over the maximum is proposed;
    - require electric vehicle charging stations for projects, and
    - remove the requirements for parking deferrals.

Transportation Demand Management Plans for New Development

- Both the Transportation Advisory Board and Planning Board support a hybrid approach for a potential TDM Plan ordinance. While the benefits of a district approach are clear, establishing new TDM access districts will be challenging. As a result, both boards support advancing the consideration of a city-wide TDM Plan ordinance that sets a foundation and can be used to encourage the establishment of future TDM access districts as future opportunities arise.

Car Share On-Street Parking Policy

- Boulder Junction Access District Parking Commission (BJAD), University Hill Commercial Area Management Commission (UHCAMC) and Transportation Advisory Board (TAB) were all generally supportive of making allowances for on-street public right-of-way parking for both the two way and one way car share business models. UHCAMC recommended a pilot program to evaluate impacts. Planning Board was supportive of making allowances for the two-way car share model (designated spaces) but was split concerning the one-way car share model with one half supporting a trial and evaluation, and the other half advocating for letting other communities experiment with one-way car sharing to understand potential benefits and impacts.
- Both Downtown Boulder Inc. (DBI) and Downtown Management Commission (DMC) expressed concern that on-street car share would have negative impacts on parking and access to the downtown. DMC was most concerned about two-way car share while DBI was most concerned about one-way car share.
- Board members who were supportive of making allowances for on-street public right-of-way car share access were generally supportive of doing this on a short-term trial basis with data reporting requirements to ensure that the program supports the city's goals and values.
- Some board members suggested that criteria for determining the location of on-street car sharing should be created, such as limitations on how many vehicles per block could be designated or parked and a petition process for nearby businesses.
- TAB was supportive of exploring options for on-street parking options to support car share models and using a pilot project. A pilot would provide local data about use and needs of the two different car share models.

III. PARKING PERMIT PRICING CONSIDERATIONS

The purpose of this section is provide information and updates regarding a variety of parking and access issues raised by Council in the last several months. The factors used to determine downtown permit parking pricing are summarized below. **Attachment C** has additional information on the following topics: times and days to charge for parking, expansion of the downtown EcoPass program to part-time employees, downtown parking utilization and waitlist status, Civic Area Plan parking and access, a satellite or edge parking pilot and issues regarding the Neighborhood Parking Permit (NPP) program.

<u>Background</u>

Parking pricing is one of the seven focus areas of AMPS and a cornerstone of the SUMP principles of parking management: shared, unbundled, managed and paid. Boulder has had paid on-street parking in downtown since 1946 and parking districts with paid parking were first created in the 1970s. The AMPS parking pricing work program includes looking at all parking fees in the parking and access districts (downtown, the Hill and Boulder Junction) and in the NPP zones as well as the fines for parking related violations. The review and recommendations regarding parking pricing will be phased, beginning with the long-term permit fee increases recommended in the 2016 city budget which takes effect in Jan. 2016. The Downtown Management Commission and the University Hill Commercial Area Management Commission both recommended the 2016 budget which included the rate increase. Downtown Boulder Inc.

and the Downtown Boulder Business Improvement District were both informed of the recommended permit rate increase, as were all permit holders.

Downtown Permit Parking Pricing Factors and Considerations

Staff considers a number of factors when determining recommendations for permit parking rates which are outlined below: analysis and comparison with private parking pricing, balancing community sustainability goals, the SUMP principles and the downtown as a parking taxing district.

Analysis and Comparison with Private Parking Pricing within the District.

An assessment of private sector long-term parking permit rates is conducted annually which influences CAGID rates in terms of alignment with the private market. Increases not only keep the permit fees within a competitive range, but also offset rising costs associated with maintaining garages and lots. The goal for pricing adjustments is to be competitive, yet below private parking rates, since CAGID serves the general public and receives downtown property taxes.

Based on staff's research, private downtown garage long-term rates in 2015 ranged from $375 per quarter up to the published rate of $600 per quarter. CAGID's proposed rate for 2016 is $360 per quarter, an increase of 10 percent. Private downtown surface parking lot long-term rates in 2015 ranged from $210 per quarter to $225 per quarter. CAGID's proposed rate for 2016 is $210 per quarter. CAGID surface lot permit spaces are not shared with short-term parkers Monday through Friday.

April 2015 survey of comparable rates in Downtown by quarter

Garage		**Lots**	
Pearl St Properties	$525	First Congregational	$225
Arete-Tebo	$450	First Methodist	$225
Canyon Center	$375	Trinity Lutheran	$210
Exeter Building	$375	One Boulder	$175
One Boulder	$285 to 600		

The 2016 rate increases will mark three consecutive years of permit price increases. In the past, permit rates were increased every other year. The rates since 2014 rose 28.6 percent for garages and 21.9 percent for lots to keep step with the rising market rates and demand in Downtown Boulder.

In the case of the larger private parking providers, particularly Unico and One Boulder Plaza, it is important to note that they provide parking permits to their tenants only. In the case of One Boulder Plaza with 22 tenants, the price of parking is negotiated as part of tenant leases and the published rate of $600 is a starting point in the lease negotiations. None of the businesses pay the published rate. With the retail tenants, the lease negotiations relate to providing free parking to the retailers' customers after 5 p.m. In the case of Unico, which owns and manages 360,000 square feet in 14 buildings with 54 tenants, they negotiate the number of permits but do not negotiate the price of the permits. According to Unico, parking availability is at the top of the list of desired features for many potential tenants. For private parking providers like Unico and One

Boulder Plaza, their sole responsibility is to their tenants and tenant parking needs. There is minimal concern about general hourly parking. The pricing of short term parking is intentionally set high to discourage general public users. Interestingly, both One Boulder Plaza and Unico also have permits in CAGID lots.

There is greater diversity in the different "markets" served by the CAGID parking facilities as opposed to the private developments. As an example, the tenants at One Boulder Plaza are "high end professional" office tenants including: UBS Financial, Sterling Rice Group, Wells Fargo Wealth Management, Holland and Hart, Morgan Stanley/Smith Barney and Caplan and Earnest. Unico tenants include Boulder Brands, several banks, Solid Fire and New Hope. Unico's retail tenants do not purchase parking permits.

In contrast, the CAGID parking facilities must provide public parking for all 1,200 downtown businesses. One percent of the total downtown businesses have full time employees numbering in the 50 to 200 range; the remaining 99 percent of employers have less than 50 full time employees and represent a wide diversity of business types.

CAGID is also obligated to provide parking for the general public, who visit downtown for many reasons including shopping and frequenting the downtown businesses and also to enjoy the Pearl Street Mall, attend events and do business with the government.

Balancing Community Sustainability Goals (Environmental, Social and Economic).
When determining appropriate parking pricing for CAGID, staff strives to find the "sweet spot" that best balances all the city's sustainability goals. In the environmental area, parking pricing is a disincentive to single occupant vehicle trips and the revenues from parking in turn provides full-time employees with a free EcoPass and discounts on other travel options.

In the realm of social sustainability, public parking pricing needs to be attainable for, and inclusive of, all users, employers and employees – not just employees of high end professional companies. According to the 2014 Downtown Employee Survey, the average distance of the work commute increased to 11.5 miles from 10.9 miles in 2011 and from 7.9 miles in 2005. As the statistics show, the increasing number of employees accessing affordable housing in distant locations is diminishing ability to use other travel options such as transit and biking.

In the economic arena, access to the city's commercial area is essential to the economic viability of the 1,200 businesses in the downtown. Providing access to employees, customers, shoppers, and tourists is paramount. The rest of the city's commercial areas, as well as surrounding cities, have a competitive advantage over the three parking districts – downtown, University Hill and Boulder Junction – in that parking is not directly charged to the user. It is also important for many businesses to have predictability about the CAGID parking rates in advance so that they can budget for the expense.

All of these factors – social, economic and environmental – must be considered and evaluated in determining parking pricing with the end goal of supporting access by all modes, including cars, to the community's core commercial areas and ensuring their vitality and success.

SUMP Principles.
The SUMP principles provide the overarching guidance for parking management. Paying for parking has been an element of the downtown environment since the 1940s and ensures parking turnover and allows for the encouragement of a multi modal transportation system. Shared parking is fundamental to the district approach in that it maximizes the utilization of a valuable resource - the garages - by not designating reserved spaces which could go unused at certain times. Unbundling parking from a specific building or land use or lease creates flexibility for the parking system to serve multiple needs.

Downtown as a Parking Taxing District.
Another factor in considering district pricing is that downtown, the University Hill commercial area and Boulder Junction are all general improvement districts for parking. This means that businesses and property owners within these districts pay an additional property tax for parking and parking related improvements. This has enabled the construction of garages and surface parking lots shared by all users. It has also been an integral factor in the development of multi modal transportation solutions such as the downtown EcoPass program which has resulted in the highest alternative mode use in the city and in the region. Downtown properties pay $1.1 million annually to support the parking systems. An analysis could be conducted to better understand the impact of these tax revenues on CAGID permit fees.

<u>Timing of Permit Rate Increases</u>
In the past, parking permit rate changes have been proposed through the annual budget process. Council asked about other options for timing permit rate increases. Depending upon the specific fee, changes may be made by City Manager Rule or may require a code change. If council deems it appropriate, changes to the fees can be made throughout the year and the budget can be amended through an adjustment to base, if needed.

<u>Upcoming Parking Pricing Review</u>
As part of AMPS, other parking pricing recommendations will be forthcoming in 2016. These include: parking ticket fines, short-term hourly parking rates on-street and in the garages, and the NPP resident and business permit rates. Overtime at meter rates have not been increased in over 20 years and have not kept pace with short term rate increases (see **Attachment E**). Staff will be recommending an updated fee structure as well as considering incorporating the concept of graduated fines, e.g., the price of the ticket would increase with the number of tickets received. Extensive community engagement and public outreach will be conducted as parking pricing can be of concern to many community members and perceived as a deterrent to coming to commercial districts with paid parking.

Question:

1a. Does Council have any feedback on the factors that influence recommendations regarding long-term permit rates in the commercial districts?
- **Analysis and comparison with private parking pricing within the district to stay within a market range**
- **Balancing community sustainability goals: environmental, social and economic**
- **SUMP principles**
- **Downtown as a Parking Taxing District**

IV. UPDATES TO OFF-STREET PARKING REGULATIONS (LAND USE CODE)

With the exception of the recently approved "fixes" and addition of new bike parking regulations to the parking code in 2014, the City of Boulder has not conducted a comprehensive review of its parking requirements or updated the standards for some time. The current parking requirements do not reflect the travel mode shift that has occurred in Boulder in recent years or the desired continued mode shift in the future. Boulder's current mode split (including higher than regional and national trends for walking, biking, and transit) is reflected in the high number of parking reductions that are requested and approved for new development projects and in data that shows increasing use of transit and bike facilities.

As part of the AMPS process, the city is evaluating updates to the land use (zoning) code to ensure that parking is being provided according to contemporary and future travel needs. These needs should take into account the higher percentages of people choosing to walk, bike and ride transit as alternatives to the automobile. This memo outlines the best practices staff has researched and discussed in previous memoranda, includes new data on parking supply and demand in the city (see **Attachment C** – Information about Parking and Access Requested by Council), and specifies three scenarios ranging from conservative to more aggressive related to how much of the parking regulations should be updated. Based on direction received from review boards and council on these scenarios, staff will return with more specific land use changes and analysis for consideration. It should be noted that parking regulations, particularly those that may impact residential areas may be affected if the Ballot Questions 300 and 301 pass on November 3, as discussed in the Executive Summary.

Staff's work on evaluating the current parking requirements are informed by policies in the Boulder Valley Comprehensive Plan, discussed below, and the Transportation Master Plan's (TMP) goals of encouraging transportation options and reducing vehicle miles traveled (VMT). City policies seek to require more efficient parking solutions and avoid excessive parking as expressed in the two Boulder Valley Comprehensive Plan (BVCP) policies below:

> ***6.09 Integration with Land Use***
> *Three intermodal centers will be developed or maintained in the downtown, Boulder Junction and on the university's main campus as anchors to regional transit connections and as hubs for connecting pedestrian, bicycle and local transit to regional services. The land along multimodal corridors will be designated as multimodal transportation zones when 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.*
>
> ***6.10 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.

Consistent with the policies mentioned above, staff is considering incorporating the following best practices from other communities into the land use code:

- Updated parking requirements that include new parking minimums and parking maximums;
- Shared parking requirements;
- Automatic parking reductions;
- Unbundled parking in areas outside of Boulder Junction; and
- Requirements for electric vehicle charging stations.

Staff worked with Fox Tuttle Hernandez Transportation Consultants on analyzing different land uses throughout Boulder in different contexts (e.g., suburban locations away from transit vs. mixed-use locations along transit routes) to evaluate current parking needs. The study, which looked at the parking supply and demand of over thirty locations during peak and non-peak periods and during the university school year, found that parking supply exceeds demand in all instances. Therefore, consistent with the policy direction provided by the Boulder Valley Comprehensive Plan and goals of the Transportation Master Plan (TMP), reducing parking requirements – principally for commercial and office uses – is warranted.

The data also indicates that there is not a strong correlation between the parking needs of properties in more urban, walkable mixed-use locations versus more isolated, vehicle-oriented, suburban locations. This is due to city's high level of walk-ability, bike-ability and transit access. While differences can be seen between these locations, they are not large enough to necessitate complicated, localized parking requirements, but rather it makes sense to have updated parking requirements per land use citywide.

Based on the parking data results and the intrinsic connection between reducing parking requirements and encouraging transportation options, staff has been working on creating updated parking regulations that are linked to new Transportation Demand Management (TDM) requirements (in addition to those TDM requirements discussed later in this memorandum). The approach is to create new parking maximums and parking minimums per land use such that if a new development includes parking amounts towards the lower end of required parking, the required TDM strategies would need to be more robust to offset the need for parking and encourage transportation options. Staff is looking for direction on whether this is a good approach and also how aggressivly the numeric parking amounts should be changed.

Question:

1b. The Fox Tuttle Hernandez parking data shows that current parking requirements generally require more parking city wide than is needed for land uses. Which scenario for parking code changes below would be advised moving forward?

Scenario 1

- Minimal change to current parking requirements.
- Parking lots would continue to take up large portions of sites.

- Spillover impacts would be largely avoided.
- May result in continued applications for parking reductions.
- Would have the least impact to businesses reliant on provision on parking.
- Least alignment with city BVCP policies and Transportation Master Plan (TMP) goals.

Scenario 2

- Recognizes that alternative modes are a growing trend in Boulder based on transit use and bike-ability.
- Would entail a reduction in parking supply requirements closer to the average parking demand numbers in the data.
- More flexibility in site design as parking lots would take up some portions of sites.
- Would likely result in tighter parking availability during peak periods and potential for some spillover for some land uses. If spillover parking into neighborhoods occurred during peak periods, mitigation through the Neighborhood Parking Permit (NPP) program may be necessary.
- Would include implementation of new TDM requirements in the land use code.
- Would likely reduce the amount of applications for parking reductions.
- May have a moderate impact to businesses reliant on provision on parking.
- Better alignment with city BVCP policies and TMP goals.
- Would be more of an incremental approach towards TMP goals.

Scenario 3

- Recognizes that use of transportation options is a growing trend in Boulder based on transit use, walking, and bike-ability.
- Would entail a more significant reduction in parking supply requirements to potentially less than the current demand.
- Greatest level of site design flexibility with parking lots and garages taking up minimal portions of sites.
- Spillover parking may be more likely. If spillover parking into neighborhoods occurred during peak periods, mitigation through the NPP program may be necessary.
- Would include implementation of more robust TDM requirements in the land use code.
- This scenario would result in minimal applications for parking reductions.
- May have a detrimental impact on businesses reliant on provision of parking.
- Most alignment with city BVCP policies and TMP goals.
- May have biggest impact to travel behavior and modal choice if less parking is available.

V. TRANSPORTATION DEMAND MANAGEMENT PLANS FOR NEW DEVELOPMENT

Staff is continuing to develop a Transportation Demand Management (TDM) Plan ordinance for new developments. The work represents a systematic approach to holistically address the impacts of new commercial and residential developments on our transportation system. This TDM Plan ordinance work is moving forward together with two other initiatives that also address the impact of new developments. The two initiatives include changes to the city parking code and an impact fee study that includes evaluating the feasibility, design and implementation of a multi-modal impact fee. Furthermore, the work on the TDM Plan ordinance could also be impacted by the outcome of ballot items 300 and 301.

Parking Code Changes
As described above, staff is considering changes to the city parking code which establishes parking supply requirements for new developments. One possible modification includes the establishment of parking maximums in addition to current parking minimums. Due to the connection between parking supply, parking management and TDM, there is a need to evaluate the relationship between the parking code and TDM strategies and move these two work items in tandem. For example, if both parking maximums and minimums were implemented, the closer the parking supply is to the minimum required number of parking spaces, the more robust the TDM program should be to limit parking demand and prevent spillover parking in surrounding areas.

To move the parking code changes together with TDM Plans for new developments, staff formed a new stakeholder group with representatives from the development, commercial and neighborhood communities. The group met in early September and will meet together two more times during the next several months to provide input and feedback on the design of a TDM ordinance within the context of a modified parking code. The need to develop the TDM Plan ordinance and parking code changes together was a direct outcome of earlier input from developers and property owners in the spring of 2015.

Development-Related Impact Fees and Excise Taxes
A second related initiative is the city's update to the development-related fee studies. The city has retained TishlerBise and Keyser Marston Associates to assist in the analysis. The update is examining four different areas:

1. an update of the 2009 Impact Fee study;
2. affordable housing linkage fee on non-residential development;
3. the preparation of a study to create a public art program for new development; and
4. a study of both the capital and operating impacts to multimodal transportation facilities and services of new development.

The last area related to multimodal transportation facilities and services will employ new thinking regarding traditional Transportation Impact Fees and other funding programs. TischlerBise will employ innovative approaches toward Multimodal Mobility Fees that consider different requirements for infill/redevelopment; variations due to geographic subareas and multimodal options; and approaches that recognize the need to move people, not cars, and ways to pay for those improvements. For example, the revenue could be used to fund the installation of electric vehicle charging stations, bike-sharing stations, long-term secure bicycle parking, car share vehicles, or transit facility improvements. This type of fee has the potential to work as a foundation for the TDM Plan Ordinance in which the fee provides for initial capital improvements and long-term TDM programs and service commitments are required through the ordinance.

The development related fee study is expected to conclude in 2016.

TDM Plan Ordinance for New Developments
The overarching reasons for incorporating TDM into the Site Review process and regulating implementation and evaluation is to meet the goals and objectives of the Boulder Valley

Comprehensive Plan, the City of Boulder's Sustainability Framework and the Transportation Master Plan. At the last AMPS Study Session, City Council directed staff to study two approaches for a TDM Plan ordinance for new developments; a city-wide approach and a district approach.

City-wide Approach

There are a variety of ways a city-wide TDM Plan ordinance could be designed in terms of:

- what is measured to determine compliance;
- level of the specific targets of the measurable objective(s);
- triggers for requiring compliance;
- required elements of the TDM Plans;
- timing and duration of monitoring; and
- enforcement.

Other considerations include identifying a sustainable way of monitoring and administrating the program. Depending on the triggers and thresholds for compliance, a city-wide TDM ordinance could require significant staff time and resources.

Based on feedback from boards and council, a possible city-wide TDM Plan ordinance would measure single occupant vehicle (SOV) mode share and use vehicle trip generation as a way to verify survey results of residents and employees. The specific targets would be based on existing SOV mode share data, land use, size and location in terms of level of multi-modal access and service. If parking maximums and minimums are established, then the targets can also be correlated to parking supply to ensure that TDM requirements increase as parking supply gets closer to the minimum amount. These targets will also be lowered over time to reflect the city's long-term sustainability and transportation master plan objectives.

The trigger for requiring compliance would be based on peak trip generation as currently outlined in the city's Design and Construction Standards. Currently TDM plans are required when a commercial development is expected to exceed 100 vehicle trips at peak hour and 20 vehicle trips at peak hour for residential developments. Boards and council have discussed lowering the commercial threshold, but there has been no clear consensus.

Another option for a trigger that has come out of the stakeholder process is size of commercial and residential developments as measured by the number of employees or the number of housing units or bedrooms. One advantage of this trigger is that the ordinance would be designed to require the compliance of commercial tenants as opposed to property owners on the commercial side. One of the difficulties of a TDM ordinance linked to the developer or property owner is that the developer or owner of the property has less influence on the travel behavior of their tenants compared to the influence an employer has on employees. A TDM ordinance focused on actual commercial tenants would apply to future tenants of the property as well and not just be designed for the property and its original tenants. Furthermore, a trigger based on employee size or number of units/bedrooms also sets a foundation for a potential TDM Plan ordinance for existing commercial and residential properties. If there were a desire to require TDM plans for existing properties, one of the most common methods used in existing ordinances in other parts of the country is to have the compliance trigger based on size.

In terms of the TDM Plan design and the question of required elements, feedback supports the idea of maintaining as much flexibility as possible with very few required elements. Of the wide variety of possible elements, EcoPass participation, appointment of an employee transportation coordinator, participation in the evaluation process, and the unbundling of parking were identified as being required elements, when appropriate.

Based on initial feedback, city boards and council have supported allowing a three year period to meet targets with annual monitoring. If after three years the property is in compliance, the annual monitoring ends but properties would be periodically monitored as targets are lowered over time. If the property is in non-compliance, a revised TDM plan would be required with additional programs and incentives and the property would have one more year to reach compliance. An option that has also been discussed is requiring support from a transportation consultant or membership in a transportation management organization to receive the necessary technical assistance if a property is non-compliant after the initial three years. If the property continues to be in non-compliance, an enforcement phase would be initiated.

After several board and council meetings, there remains little consensus on what enforcement would look like. The spectrum of input ranged from the idea that making a good faith effort is sufficient to meaningful fines and penalties. Some feedback from the stakeholder groups on this topic is that using fines is counterproductive as it takes away from funding possible TDM programs and services. Often if a property is in noncompliance it is related to the level of multi-modal service. In other words, it may not matter how robust a TDM Plan is or how much “teeth” an ordinance has, if there are no accessible transportation options for employees or residents to use. One option to the fines and penalty approach is to require non-compliant properties to work with or become members of local transportation management organizations (TMO), like Boulder Transportation Connections to improve their TDM Plan. The annual membership dues paid to the TMOs would then be reinvested into the property through direct technical assistance by the TMO staff.

District Approach

The district approach is modeled after the system that has been implemented in Boulder Junction. In Boulder Junction, the city adopted a Trip Generation Allowance, which states that only 45 percent of all trips by residents and employees can be completed in a single-occupant vehicle. Rather than meeting the ordinance as individual properties, the owners voted to establish a TDM Access District. The TDM Access District is a general improvement district that collects property taxes to provide TDM programs and services designed to meet the target of the trip generation allowance. The TDM Access District works in conjunction with a Parking Access District that provides funding for parking management and the construction of shared parking structures. The revenue from the TDM Access District is currently used to provide EcoPasses to all residents and employees, discounted bike share memberships and free memberships to car sharing organizations.

There are many benefits to this approach. The taxes provide a sustainable and flexible source of revenue for TDM programs and administration of the district. The focus is not on individual property compliance and monitoring, but on how the district operates as a whole, and providing incentives for travel behavior change by providing the necessary programs and services rather

than on the disincentive of fines and penalties. If in non-compliance, enforcement and penalties are not necessarily required as taxes can be raised to provide the necessary programs and services to increase mode shift. The district approach would also provide a way to bring not only new developments, but also existing commercial and residential properties in our highest trip generation area under the ordinance. The citywide model would only cover new developments and has a limited impact on overall trip generation.

If the Boulder Junction model is applied to our current parking districts in downtown and on University Hill, this approach would concentrate resources on the higher density commercial areas of the city where parking demand and vehicle trip generation are the highest. Furthermore, a district approach could be coupled with an ordinance covering any significant developments that occur outside of existing districts. With increased development in North Boulder and along East Arapahoe, a TDM Access District approach combined with capital investments in multi-modal facilities and service could significantly improve long term sustainability and reduce the impacts of new developments.

One critical disadvantage of the approach is that the establishment of a general improvement district (GID) requires the vote of property owners even with an ordinance in place. In Boulder Junction, the option to form a district was developed as an alternative to individual properties meeting the requirement of the Trip Generation Allowance on their own.

Staff Consideration

Due to the critical implementation issue with the District approach, staff is asking City Council to consider a hybrid approach. The hybrid approach would be to design a city-wide TDM Plan ordinance while at the same time looking for opportunities to form future TDM Access Districts as part of area planning efforts. As the city conducts area plans, the feasibility of the TDM Access District approach should be analyzed as a way to incorporating both new and existing developments and to provide the critical sustainable funding source.

Staff would also like City Council to consider using employee size for commercial and the number of units/bedrooms for residential properties as the key trigger. The benefits of this trigger are that on the commercial size the focus of the ordinance is on the employer tenant and not the developer or property owner and its sets a foundation for a possible future TDM Plan ordinance on existing commercial and residential properties. Also, because administrative time and cost is a key issue with a city-wide approach, the level of the trigger can be used to control the number of properties that need to be in compliance and therefore the level of administrative effort.

Next Steps

The next steps in designing a city-wide TDM Plan ordinance for new developments are to develop the criteria for setting targets and produce a matrix outlining the targets for different land uses, sizes and locations for the city-wide approach. Staff will continue working with an internal working group and the City Attorney’s Office to begin to craft potential ordinances reflective of the city-wide approach that also can set the foundation for the formation of districts when opportunities arise. Similar to potential parking code changes, the current approach to the TDM Plan ordinance will need to be reevaluated if Ballot Measures 300 and 301 pass on Nov. 3 as discussed in the Executive Summary.

Question:

1c. **Should the city pursue a city-wide TDM Plan ordinance for new developments while working to create new TDM districts as opportunities arise in future area planning efforts?**

1d. **Should the city include in the city-wide approach an option to have the threshold based on the number of employees or bedrooms/housing units or number of peak hour vehicle trips?**

VI. CAR SHARE ON-STREET PARKING POLICY

Car sharing has been recognized as a viable transportation option for use in urban areas. The City of Boulder currently has a relationship with eGo car share which operates out of both designated and undesignated spaces in public and private parking lots and undesignated spaces on-street in the public right-of-way. Staff has been approached by other car share companies wishing to operate in Boulder. Each of these companies has an interest in having special access to on-street parking in the public right-of-way and a clear on-street parking policy is needed to help guide those conversations.

There are two basic models for on-street car share parking. The first is a roundtrip model where the vehicle is located in an assigned parking space and must be returned to that space at the conclusion of the transaction. The second model allows for geo-tracked vehicles to be rented from any geo-fenced location, driven to another geo-fenced location, and left for the next customer to find using a GPS-based mobile application. Both business models have asked for specific on-street parking privileges. The roundtrip model would require a designated parking space in the public right-of-way (which only that vehicle would be able to legally park in), while the geo-tracked, one-way model would require some type of permit or exemption from rules and restrictions associated with parking at a pay station or in an NPP or other managed parking location. Neither of these requests is currently legal and accommodating them would require changes to the Boulder Revised Code. Changes for designated parking would require modifications to the code regarding franchises, while changes to allow for the geo-tracked business model would require changes to the code regarding parking on blocks with neighborhood permit parking.

There were several considerations identified by staff in researching these requests, including the following:

- The City's current policy is that on-street parking should be shared, unbundled, managed and paid (SUMP). Designated parking spaces for a single private vehicle seem at odds with this policy. However, a vehicle being shared by multiple people may constitute a different kind of "sharing";
- There is data suggesting that both car share business models reduce motor vehicle ownership, which in turn decreases the need for parking those vehicles. A 2010 report on greenhouse gas emissions suggested that for two-way car share programs, each car share vehicle deployed to a community would replace between 9 and 13 privately owned motor vehicles;
- Despite these potential benefits, it is unclear how big a role car-share might have in influencing the city's transportation and environmental goals. There are fewer than 40

car-share vehicles in the City of Boulder today and it is unclear how quickly this number could grow and what a sustainable maximum might be;

- It is possible that the designation of on-street parking spaces would result in a precedent that would prompt other requests for designated parking spaces in the public right-of-way. Any changes to the BRC should consider this possible issue.
- A report on one-way car share operations in Seattle, Washington suggested that users of their one-way car share program were almost 50% less likely to use transit once they became a member.

Staff researched available information on the benefits and impacts of car share. A draft consultant report is available for more information.

Questions:

1e. Should the city include a designated on-street parking alternative for car share companies in our car share on-street parking policy?

1f. Should the city include a permitting process for geo-tracked car share vehicle to park in undesignated public right-of-way parking spaces in excess of time restrictions or meter requirements present in these areas?

VII. ONGOING WORK AND COORDINATION RELATED TO AMPS

New Technology Improvements

- Staff has selected a vendor (contract negotiations are underway) for the replacement of the downtown garage access, revenue control, and permitting systems to a state-of-the-art system that will coordinate with other technologies such as the variable messaging system. Installation is expected by early 2016. Installation will be phased and managed to maintain access to the garages.
- With the projected completion of the Depot Square mixed-use development in Boulder Junction in the second quarter of 2015, staff is working with the multiple parties – the hotel, RTD, affordable housing and Boulder Junction Parking District – to implement a parking management system to accommodate the variety of users of the shared parking.
- The Department of Community Vitality is pursuing an innovative pilot program with a downtown Boulder startup company, Parkifi. Parkifi is developing a real-time parking space occupancy technology system and is proposing to pilot the program in the Broadway and Spruce Street surface parking lot, in on-street spaces downtown, and potentially in the downtown garages. The pilot consists of installing sensors in parking spaces at no cost to the city. The sensors are connected to a Parkifi gateway that is connected to a cloud-based dashboard that displays occupancy data. The goal will be to work with the city's existing mobile payment vendor, Parkmobile, to provide real-time parking data to customers. Installation of the sensors is expected within the next couple of months as the details and specifications are worked out.

Shared Parking

Based on Council feedback from the last study session, staff is proceeding with the development of a policy that would be incorporated as a step in the development review process. The goal of a shared parking partnership policy is to maximize potential opportunities for additional shared and managed parking between private developments and established parking districts. The

proposed policy could require a mandatory step in the development review process for projects of a certain size located inside one of the three parking districts (Downtown, University Hill and Boulder Junction) to explore options and opportunities for additional parking and/or parking management strategies benefiting the entire district. Partnerships could take a number of different forms.

Updates on the Civic Area project for access/parking/TDM programs and the satellite parking pilot are included in **Attachment C**.

In addition to the items described above, the project team is advancing work in several AMPS focus areas in 2016:

Districts

- Negotiations are continuing for a shared parking option between the Central Area General Improvement District (CAGID) and Trinity Lutheran Church in downtown for a mixed-use project, including senior affordable housing, additional congregational space, and additional parking.
- Negotiations are also continuing for a public-private partnership redevelopment of one of the catalyst sites - the University Hill General Improvement District (UHGID) Pleasant Street parking lot - for a hotel, and a district parking garage.
- Downtown and University Hill development and access projections will be updated during the second and third quarters of 2015 to reflect recent zoning changes on the Hill, projected development, and the results of the employee travel surveys. This is a valuable tool in anticipating access needs, including parking, for the downtown area.
- The downtown bike rack occupancy count was completed in August 2014. This survey provides valuable information and informs staff of locations for additional bike racks. Based on data from the final report and recommendations, additional bike parking was added to the West Pearl area.
- Staff will be developing recommendations for guidelines for the creation of new access/parking districts. Suggested locations include East Arapahoe and North Boulder.

Transportation Demand Management

- The communitywide Boulder Valley Employee Survey was completed at the end of 2014 with a special subsample taken from downtown employees. A survey of the travel patterns of the University Hill commercial district employees was completed in the beginning of 2015. A University Hill employee pilot EcoPass program is recommended in the 2016 budget for implementation in 2016.
- The property owner of the future Google campus at the southwest corner of 30th and Pearl streets petitioned to join the Boulder Junction Access District (BJAD) – Travel Demand Management (TDM) and was accepted by the Boulder Junction Access District-Parking. In addition, staff is in initial discussions with the Reve project at the southeast corner of 30th and Pearl about joining the TDM district.

On-Street/Off-Street

- A downtown parklet study determined potential criteria and locations, operational parameters and considerations, installation requirements, and recommendations for

potential parklet sites. The evaluation of the pilot parklet on University Hill has been completed and provided valuable information for the development of future parklets in the downtown.

- An alley master plan for the University Hill commercial district is proposed in the 2016 budget.
- Beginning in 2015 and continuing into 2016, a review will be conducted of the Neighborhood Parking Permit program's regulations and how the program serves the variety of community needs. Staff will also be preparing the Chautauqua Access Management Plan (CAMP) which is called out in the Chautauqua lease. In addition to the Chautauqua leasehold, the surrounding neighborhoods will be included to address any spillover impacts. Preliminary discussions are underway with the Steelyards Association regarding the potential for a coordinated parking management and TDM program for the mixed-use neighborhood in anticipation of the completion of Depot Square at Boulder Junction. The homeowners' association has expressed interest in creating a form of NPP in their mixed-use neighborhood. A study session is scheduled in January 2016 to review and discuss the NPP program.

Question:

2. **Does Council have any feedback regarding the ongoing AMPS community engagement and related work plan items and next steps?**

VIII. NEXT STEPS

Information from community outreach and input from the City Council and boards will be used to refine the AMPS 2016 work plan items. In the second quarter of 2016, staff will schedule a joint board workshop in preparation for a council study session to consider a final AMPS Summary Report. Not all AMPS topics will be addressed within the AMPS umbrella, therefore an on-going strategy will identify future action items to address the next generation of Boulder access and parking needs. A timeline of all AMPS work plan items is shown in **Attachment F**.

As noted throughout this memo, the potential passage of Ballot Questions No. 300 and 301 on November 3 will influence the discussion at the City Council study session on November 12. This memo reflects the current thinking on AMPS and if the measures pass, staff will need to reevaluate the overall AMPS work plan to reflect how the city implements the two measures.

Community engagement and outreach will continue to ensure public feedback and participation with the AMPS. **Attachment G** shows an info graphic that staff will use to help explain the overall purpose of AMPS, moving forward.

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

ATTACHMENTS

A. AMPS Project Purpose, Goals and Guiding Principles
B. Engagement Summary
C. Information about Parking and Access requested by Council
D. Tuttle, Fox Hernandez Parking Study
E. Parking Fines in Boulder and Other Cities
F. AMPS Timeline
G. AMPS Infographic

ATTACHMENT A: AMPS 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.

Goals

The Access Management and Parking Strategy (AMPS) will:

- Be consistent with and support the city's sustainability framework: safety and community well-being, community character, mobility, energy and climate, natural environment, economic vitality, and good governance.
- Be an interdepartmental effort that aligns with and supports the implementation of the city's master plans, policies, and codes.
- Be flexible and adapt to support the present and future we want while providing predictability.
- Reflect the city's values: service excellence for an inspired future through customer service, collaboration, innovation, integrity, and respect.

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.

AMPS Council Update – October 2015

Community, Board and Commission Feedback

Community engagement is a foundational element of the City of Boulder's Access Management and Parking Strategy (AMPS) initiative. Since the beginning of AMPS in early 2014, staff has worked closely with representatives from Kimley-Horn and Associates to continue and expand both traditional and online outreach efforts. A summary of outreach activities from the beginning of AMPS through April 2015 can be found here.

Beginning in May 2015, staff took the best practice and peer community research developed through Phase I of AMPS and began to identify focus areas and key priority areas for Phase II. Staff then worked with various consulting teams from summer to fall of 2015 to identify policy questions for boards, commissions, key stakeholders to weigh in on in preparation for a November 12, 2015 Boulder City Council study session.

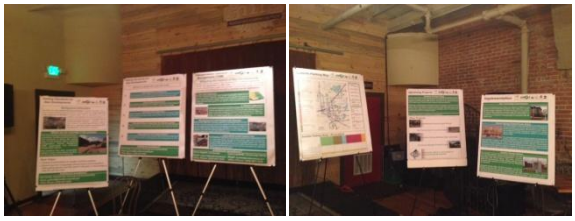
Community engagement activities for Phase II of AMPS are currently underway. The following memo outlines outreach efforts to date and what feedback has been gathered from the community thus far.

Traditional Strategies

- ***Presentations to Boards, Commissions and City Council***
  - Joint Board Meeting working session (9/21/15)
  - Downtown Management Commission (10/5/15)
  - Transportation Advisory Board (10/12/15)
  - Downtown Boulder Inc. (10/14/15)
  - Boulder Junction (10/15/15)
  - University Hill Commercial Area Management Commission (10/21)
  - Planning Board (10/22/15)
  - City Council Study Session (11/12/15)

- ***Targeted Stakeholder Meetings*** (Ongoing)
  - TDM/Parking Requirements Focus Group (9/1) – Complete
    - Two additional stakeholder meetings will be held in October/early November

- ***Open Houses***
  - AMPS Open House (9/28/15)



All of the AMPS boards presented at the open house are available here.

Online & Digital Media Strategies

- ***Inspire Boulder***
  - Multiple topics, surveys and polls have been covered including TDM, Curb Management and general access management questions.
- ***Social Media***
  - Twitter: @BoulderParking, @Bouldergobldr and #BoulderAMPS
- ***Commonplace***
  - Commonplace is a geographically-based online engagement tool that allows participants to make a comment or "rate a place" using a map of Boulder County. The City of Boulder is hosting the first installation of Commonplace in the United States.

What We're Hearing

Engagement activities for Phase II of AMPS have been less focused on general stakeholder and community education about the AMPS focus areas and more focused on:

1. Providing stakeholders with results from the best practice, peer community and outreach activities of Phase I ("What we've learned")
2. Presenting draft policy questions for specific Phase II priority areas (e.g., car sharing) to stakeholders for review and feedback (e.g., Alternatives Analysis)

As many of the priorities in Phase II of AMPS are more technical in nature, outreach efforts in September and early October 2015 have been more targeted to specific stakeholder groups that might be directly impacted by policy decisions (e.g., TDM Toolkit for New Development, parking code considerations). Staff also felt it was important to allow boards and commissions to weigh in and inform recommendations for the City Council Study Session on November 12. After Council has an opportunity to share their thoughts and provide guidance on Phase II priorities, more widespread outreach to the general public will continue – likely in late November/early December 2015.

Key Themes from Phase II Outreach

1. Stakeholder and Public Meetings
   - ***TDM / Parking Requirements Stakeholder Meeting (9/1/15)***
     - 16 Attendees
     - Attendees discussed:
       1. Parking minimums and maximums
       2. Parking reductions
       3. Unbundled parking
       4. EV charging stations
       5. TDM requirements and strategies
       6. The relationship between TDM and parking
     - Notes are available here.

- ***Joint Board Meeting Session*** ***(9/21/15)***
  - 18 board and commission members attended, representing BJAD, DMC, EAB, PAB, TAB, and UCHAMC
  - Nine staff members attended
  - Two consultants attended
  - The attendees asked questions about and discussed:
    1. Car share
    2. Transportation demand management
    3. Parking code changes
  - Notes are available here.

- ***AMPS Open House*** ***(9/28/15)***
  - Approximately 20 attendees, both staff and community members
  - Attendees asked questions about car share, parking code changes and transportation demand management

2. Online / Digital Media Outreach

- ***InspireBoulder***
  - TDM question on InspireBoulder: Should development companies be responsible for managing the transportation demands of new developments?
  - 136 surveys submitted
  - 46% of respondents responded to the question:
    - "Should development companies be responsible for managing the transportation demands of new developments?" With, "Yes, development companies should create an environment that provides transportation options, but should not be responsible for tenants' travel behavior."
    - Another 20% answered: "Yes, development companies should be responsible for managing tenants' transportation demands and travel behavior."
    - 19% provided a custom response and 15% provided some variation of a no answer.
  - The full Inspire Boulder report is available here.

- ***Commonplace*** (launched at the end of January 2015)
  - 1,001 unique visitors
  - 172 posted comments
  - 92 registered users
  - 29% of users have added one comment; 15% of users have added three or more comments
  - Majority of users are residents between ages 26-35 and identify themselves as "residents"
  - Majority of registered users are signing up via the Commonplace website (70%), followed by Facebook (17%) and Twitter (13%)
  - Top 5 most frequently tagged themes are:
    1. Crosswalk enhancements
    2. Bike lanes
    3. Sidewalk improvements
    4. Traffic calming / Pedestrian safety
    5. Streetscaping
  - The full Commonplace report is available here.

Information About Parking and Access Requested by Council

Over the last several months and during the 2016 budget process, Council has asked a number of questions regarding parking and access. This attachment addresses: parking utilization and wait lists; employee parking on upper levels of garages; status of satellite parking lots; the parking and access plan for the Civic Area; and issues regarding the Neighborhood Parking Permit program. The topics of parking pricing, EcoPasses for part-time downtown employees and expanding the hours and days of paid parking are addressed in the study session memorandum.

Downtown Parking Utilization and Wait Lists

Downtown has five parking garages and four surface lots in the downtown. In addition there are approximately 1,367 metered parking spaces. The chart below compares parking utilization rates between 2011 and 2015.

Downtown Boulder Parking Spaces

Fox Tuttle Hernandez, July 2015

Public Spaces in CAGID			
Type of space	**2011**	**2015**	**Utilization Change**
Surface lots	293	293	Constant: 90% permits; 85% metered
Garages	2209	2209	Increase: 73% to 81%
On-street metered	810	810	Constant: 85%
Sub- total:	3312	3312	Peak weekday: 74% to 80%
NPP: Commuter*	340	319	
Total CAGID:	3652	3631	

On a regular basis, Community Vitality commissions updates to the projected downtown build out and associated access demand – both parking and TDM programs. These began in the late 1990s and are updated approximately every five years. The updated projections, factoring in the increased parking utilization and alternative mode percentages, are in progress and will be available later in November. This analysis and data are the foundations for planning for future access to downtown.

Garage utilization is monitored with monthly statistics to allow staff to meet varying needs in the downtown area. Most garages see 95 percent or higher occupancy several times per day. Downtown is fortunate in that the uses of the garages are very complementary to business needs downtown. This allows for relatively high usage throughout the day. For instance, when restaurant use is highest in the evenings, most of the permit holders have exited the garages.

Downtown garages must maintain a balance of parking for long term permit holders and short term users. There are 2,209 spaces in the garages and 2,151 permits are sold, or 98 percent of the spaces are sold for long term permits. Different ‘oversells’ exist per garage as demand differs by location. Utilization reports determine how many permit holders use their permit on any given day, allowing us to maintain a balance of parking for all the competing needs downtown.

In 2010, during the last recession, there were only 102 spaces on the wait list for garage parking permits. Currently the wait list has grown to 1,723. This demand is reflective of the current downtown vacancy of 3%. In some cases, companies and individuals have joined the wait lists for multiple garages and are hence double counted. Also, some developments have added requests to the wait lists in anticipation of future demand. Staff will be considering different strategies to better monitor the CAGID garage wait lists.

There are 203 spaces in the three surface lots along 14th Street and 253 permits are sold, or 124 percent of spaces are sold for long term permits. There is no short term parking in the 14th Street surface lots. An oversell of 24 percent is allowable as we know how many permit holders are likely to use their permit on any given day. There are no gates at these parking lots to monitor access; utilization is balanced through car counts and phone complaints.

On-street parking utilization has been consistent from 2011 to 2015 at a rate of 85 percent occupancy.

EcoPasses for Part-time Employees

Currently the definition of employees eligible for the free downtown employee EcoPass program is defined by RTD as any employee who is scheduled to work an average of 25 or more hours per week and who receives all other full-time benefits. The Department of Community Vitality issues 6,700 EcoPasses and maintains an extensive database of businesses and their full-time employees. It is estimated that there are approximately 3,000 part-time employees downtown. The cost to purchase additional EcoPasses for part-time employees in 2016 is estimated to be $444,000. Because of the requirements of the EcoPass program, passes for part-time employees would need to be purchased for all part-time employees. This is potentially significant as we do not know the number of part-time employees who are also CU students who already have a College Pass which functions the same as a business EcoPass, which could lead to inefficiencies as different institutions pay for one person to hold two passes.

Determining the number of downtown part-time employees would require an added work plan item in 2016 in order to bring forward a budget request in 2017.

Permit Parking on Upper Levels of the Garage

Council has asked about the possibility of requiring permit holders to park on the upper levels of garages to provide greater convenience for short term customer parkers by freeing up spaces on the lower levels of garages. Currently, there are no designated garage areas for employee parking. A voluntary program was tried in the early 2000s with signage requesting that spots be left open for customer parking on the first levels of the garage at 11th and Spruce. The feedback received from the permit parkers was that as downtown employees they were also customers of downtown.

Permit holders gain access to the garage through an RIFD permit card that is issued to the user, not the vehicle/license plate. There is not a visual permit issued for the garages, as there are for the permit holders in surface lots. Without a visual permit or associated license plate, it is impossible to distinguish between a permit holder and a short term parker. A concern to be addressed is how designated parking areas would fit into the SUMP principles in terms of

providing shared and unbundled parking. It would be important that any unused parking spaces in the employee area could be available to all users.

In addition, staff is working with a Boulder start-up, Parkifi, to provide real-time parking space availability. This could provide all parkers with real-time information on where spaces are available within the garages as well as on-street. The system is currently in a testing phase on two levels of the 11th and Spruce garage.

Staff will research other parking systems for related programs that could be applicable in Boulder's mixed use garages.

Satellite Parking Program

As reported at the last AMPS study session on May 26, 2015, staff is developing a pilot satellite or remote parking lot program. The concept is to find locations along high-frequency transit corridors that correspond to the major in commuting routes. The goal would be to change an automobile trip to a multi-modal trip by intercepting the employee at an outlying parking facility and then having the employee complete their journey through transit, walking or a bike trip. A report by Fox Tuttle Hernandez has identified potential sites that fall into several categories: existing lots that are currently available to the public, existing private parking lots that could be leased, and future locations that would need substantial infrastructure investment to serve as satellite or remote parking lots. The near-term locations include existing RTD Park-N-Rides, as well as potentially the Boulder Community Hospital site. Discussions are ongoing regarding the Eco-Cycle facility on Arapahoe. Longer term, staff is working on including satellite or edge parking as part of the SH 119 and the Diagonal corridor studies, which are getting underway, and the mobility hub at Highway 36 and Broadway.

A pilot program is planned to begin in late 2015 targeting up to 100 employees, both in the downtown area and City of Boulder employees in the civic area.

Additional information on satellite parking is available here.

Expansion of the Time and Days the City Charges for Parking

Currently, parking is charged on-street from 9 a.m. to 7 p.m., Monday through Saturday. In the downtown garages, parking is charged Monday through Friday from 9 a.m. to 11 p.m., while the three garages west of Broadway are paid until 2 a.m. on Thursday and Friday nights. Saturday and Sunday garages are free and open to the public.

Council has asked staff to consider changing the hours and days charged to include later evening times throughout the system, on-street on Sundays and in the garages on Saturdays and Sundays. There are a number of factors to consider:

- The impact charging for parking on Sunday will have on the downtown churches whose congregations use both our garages and surface lots for their congregations.
- Consideration of the impact for charging for parking in the garages and lots on Saturday and Sunday will have on the Boulder County Farmers' Market, downtown events, and downtown retailers who have used free garage parking on the weekend as a marketing tool.

- How charging later in the evening will impact employee parking and impacts on the surrounding neighborhoods.
- The fact that the new garage parking access equipment will have the capability to charge 24/7.
- Need for additional staffing.

These proposals would have a major impact on a number of downtown businesses and organizations as well as the general public. It would be important to have agreement on the rationale, goals and objectives before making these changes. A very thorough and thoughtfully planned public engagement and communication plan would be need to be developed to have a productive community dialogue.

Staff can conduct peer city research to understand the best practices in these charging approaches and what those communities have experienced. This would be an added work plan item within AMPS.

Neighborhood Parking Permit Program

Currently the city of Boulder has 10 NPP zones: Mapleton Hill, Whittier, West Pearl, Goss Grove, Columbine, University Hill, East Ridge, Fairview, University Heights, and High Sunset. The NPP ordinance was established in the mid 1990s to support neighborhood livability while balancing a “shared” street approach. Priority is given to neighborhood residents who have resident permits; business permits are allowed for a few embedded businesses within the zones; commuter permits are allowed on a limited basis (four permits per block if there is space); and finally unrestricted parking (two to three hours) for the public. The zones have grown organically and expanded gradually over the last 20 years. In 2015, residents petitioned to expand three zones and add a new zone in the Aurora neighborhood. Council tabled the request in order to more fully discuss the NPP program, particularly the issues with spillover and number of permits allowed by regulations.

Enforcement varies with the zone, the time of year (e.g., University Hill enforcement reflects the academic year), and the areas that are experiencing greater demand. Generally the busier zones (Mapleton, Whittier, West Pearl, University Hill and Goss Grove) are enforced two and a half times a week. The other zones receive enforcement twice a week or less. As part of the 2016 budget, two additional enforcement officers are included, in part to address the expanded NPP areas and need for more directed enforcement. In the interim enforcement has increased for two areas based on additional activity. Both Whittier and University Hill adjacent to Chautauqua are receiving enforcement three times per week.

Recently, a number of issues have emerged regarding the NPP program. First, the Whittier residents requested a closer review of the number of commuter permits issued on specific blocks. In response, staff reviewed the block faces for compliance with the number of permits allowed in the regulations and have removed 16 commuter permits in the last few years. It is important to note that 21 block faces in Whittier have no commuter permits issued and 25 block faces have fewer than the allowed four permits.

Secondly, neighborhood parking issues have emerged in two other areas of the city – Steelyards and University Hill adjacent to Chautauqua. The current NPP regulations were not designed to address the issues raised by these neighborhoods.

Present NPP regulations are focused on residentially zoned neighborhoods and the regulatory design did not contemplate the type of horizontal mixed use neighborhood present in the Steelyards. For example, business permits were contemplated for the few businesses embedded in the predominately residential area but do not address a mix of commercial and residential uses, as in Steelyards. The Steelyard neighborhood is also concerned about the overflow parking impacts from the new Depot Square development and RTD bus station.

In the University Hill neighborhood adjacent to Chautauqua, residents requested a resident-only zone as they are experiencing the impacts of increased visitation to open space at the Chautauqua trailhead, which often occurs on weekends. The current NPP regulations state that there are no NPP regulations on Sunday, that NPPs do not accommodate a resident-only zone and that nighttime and weekend restrictions not be used to prohibit public parking in residential areas abutting public schools, churches, Chautauqua, large park sites and trail and greenway corridors. The issues in these neighborhoods have emerged over the last several years and were not contemplated when the regulations were created twenty years ago and hence are not addressed in the current NPP program.

A study session has been scheduled for January 2016 as an opportunity to give a full overview of the NPP program, what it has accomplished to date, understand Council's concerns and articulate the issues that need to be addressed to accommodate a changing environment and meet the original intent of the NPP program – enhancing neighborhood livability.

<u>Civic Area Plan: Parking and Access</u>

General Information

The civic area is currently served by four city parking lots. Parking is managed through a variety of means; paid, hourly customer parking; employee permit parking, and free parking for library patrons. The goal is to manage these parking spaces in a collective, comprehensive and shared manner (e.g., parking spaces are open to all users) through a variety of methods. The parking spaces will be managed under the Shared, Unbundled, Managed and Paid (SUMP) principles.

Basic Parking Principles

All four lots will be managed comprehensively. There will be no designated spaces for employees. However, employee parking will not be allowed in the Park Central lot or in a portion of the Municipal parking lot in order to allow access to city services by citizens and customers. One and one half hours of free parking will be provided at the parking kiosks to serve library patrons and citizens wishing to access city offices.

Parking Management

Hourly parking will be managed through the use of pay stations and pay by phones and will be limited to three hours Monday through Saturday, 9 a.m. to 7 p.m. Pay stations will be programmed, as will pay by phone, to grant 1.5 hours of free parking with each transaction. Employees will be required to have their employee pass displayed.

Transportation Demand Management Strategies
In addition to holistically managing the parking lots throughout the civic area campus, the city is enhancing Transportation Demand Management (TDM) strategies for city employees to improve multimodal access. These TDM strategies build on existing programs such as EcoPass, Boulder B-cycle memberships, carpool/vanpool incentives, Guaranteed Ride Home, and flextime/ telework, as well as offer new strategies such as satellite parking, parking cash out, and personalized trip planning assistance. Through these TDM strategies, the city can manage the demand for employee parking and offer more parking availability for civic area customers/visitors.

Next Steps
The following are next steps to address these issues:

- Downtown Access Projections will be completed later in November and presented to the Downtown Management Commission at their December meeting;
- Implementation of the Pilot Satellite Parking program will begin in 2015;
- Neighborhood Parking Program City Council study session is scheduled in January 2016;
- Staff will explore the scope of work, community impacts and resources needed to address:
    - EcoPasses for part-time employees;
    - permit parkers on upper levels of the garages; and
    - expanding the hours and days of charging for parking.

FOX TUTTLE HERNANDEZ
TRANSPORTATION GROUP

Date: September 11, 2015

To: Karl Gulier – City of Boulder

From: Carlos Hernandez – Fox Tuttle Hernandez Transportation Group
Bill Fox - Fox Tuttle Hernandez Transportation Group
Drew Willsey – Fox Tuttle Hernandez Transportation Group

RE: 2015 Parking Study Results

This memo summarizes the results of a parking study conducted in the City of Boulder between Spring and Fall 2015. This study is an extension of a prior study that was conducted in Summer 2014. The purpose of these studies is to provide the Transportation Advisory Board, Planning Board, and the AMPS project with actual parking data from selected sites around the city. The attached summary presentation provides specific details. The key findings from the 2015 parking study are summarized in Table 1 below. The ranges shown in the table include sites studied in 2014 as well as the ones studied in 2015. A detailed list of all sites studied and when their peak demands occurred can be found at the end of this document.

Table 1: Parking Supply and Demand Rate Ranges (2014 & 2015) by Land Use Type (Not Including On Street)

Land Use Type	Observed Supply Range		Observed Demand Range		Units
	Lowest	Highest	Lowest	Highest	
Residential	0.48	1.72	0.43	1.27	(Spaces per DU)
Commercial	2.57	5.92	1.96	4.39	(Spaces/1000 sq. ft.)
Office	1.92	4.15	0.92	2.79	(Spaces/1000 sq. ft.)
Mixed-use (Residential)	0.82	1.58	0.42	1.17	(Spaces per DU)
Mixed-use (Commercial)	1.69	2.89	1.3	2.22	(Spaces/1000 sq. ft.)

2015 Study Details

In April and early May of 2015, Fox Tuttle Hernandez (FTH) staff conducted a comprehensive city-wide parking study of 6 commercial sites, 5 office/light industrial sites, 8 residential sites, and 3 mixed-use sites. The data-gathering phase of this study was completed before the end of the spring semester at the University of Colorado. Additional follow-up mid-week counts were conducted at selected commercial retail sites in August and September.

Sites were chosen in the interest of obtaining a representative sample of the entire city. Therefore, sites adjacent to the Community Transit Network and bike network were evaluated as well as sites with fewer destinations and higher reliance on motor vehicle access. A visual survey of building occupancy and resident occupancy was also conducted, and only commercial and residential sites that appeared to be near or at full occupancy were studied. Finally, follow-up calls to some of the residential sites were made to determine the ratio of students to non-students for those complexes to enable better understanding of parking patterns of university students.

For all commercial sites, parking demand was sampled 3 times: weekday afternoons between noon and 2 pm, Friday evenings between 5:30 and 7:30 pm, and Saturday afternoons between noon and 2 pm. For all residential sites, parking demand was sampled once on weekdays after 8 pm. For all office sites, parking demand was sampled once on weekday afternoons between 2 and 3 pm. Mixed-use sites were sampled 4 times in order to ensure the peak demand was captured considering the unique and more complex demand fluctuations at those sites. These samples were taken on Friday afternoons between noon and 2 pm, Friday evenings between 5:30 and 7:30 pm, Saturday afternoons between noon and 2 pm, and Saturday evenings between 5:30 and 7:30 pm. Additional mid-week samples were conducted at four commercial retail sites in August and September. These additional samples were taken on Tuesday afternoons between noon and 2 pm and Tuesday evenings between 5:30 and 7:30 pm. Parking supplies were determined at the time of the first demand observation at all sites, and any significant changes in supply that occurred during subsequent samples were noted and taken into account. FTH staff photographed peak demand at all sites when possible (i.e., when peak demand occurred during daylight hours). Supply rates were observed in the field on study days and adjusted when necessary for temporary supply constraints such as special events taking place in the lot.

Results, once entered, were then used in conjunction with gross square footage figures and/or residential unit counts that city planning staff provided to determine the observed supply rates and peak demand rates for all sites (spaces per 1000 square feet for commercial and office sites and spaces per dwelling unit for residential sites). Rates were calculated both including and excluding any applicable on-street parking.

Chart 1: Parking Supply & Highest Demand Rates for Residential Sites (Excluding On Street)

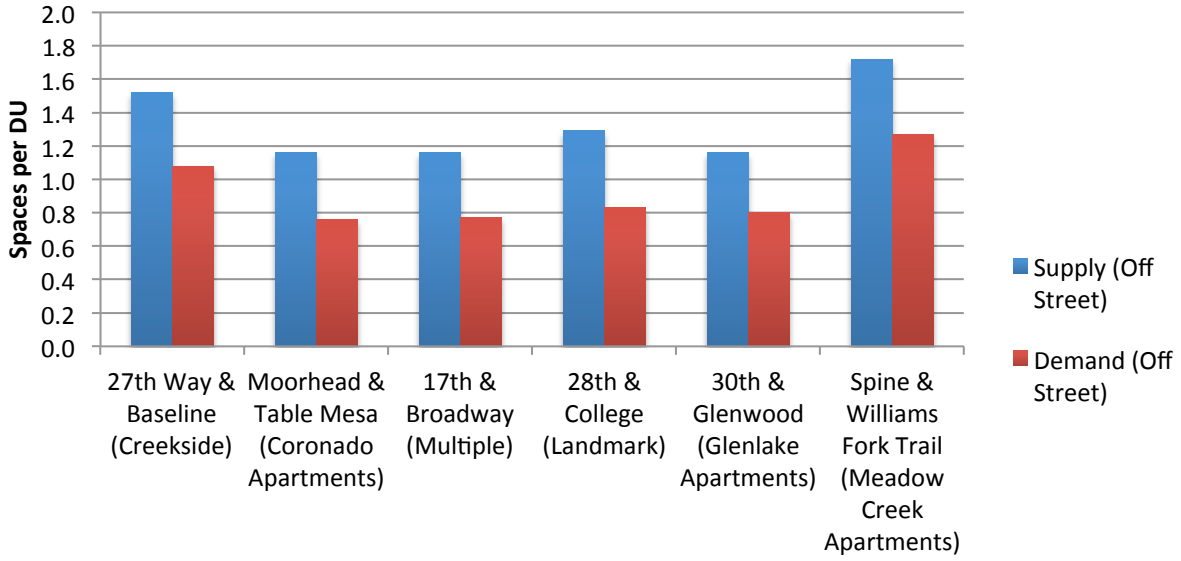


Chart 2: Parking Supply & Highest Demand Rates for Residential Sites

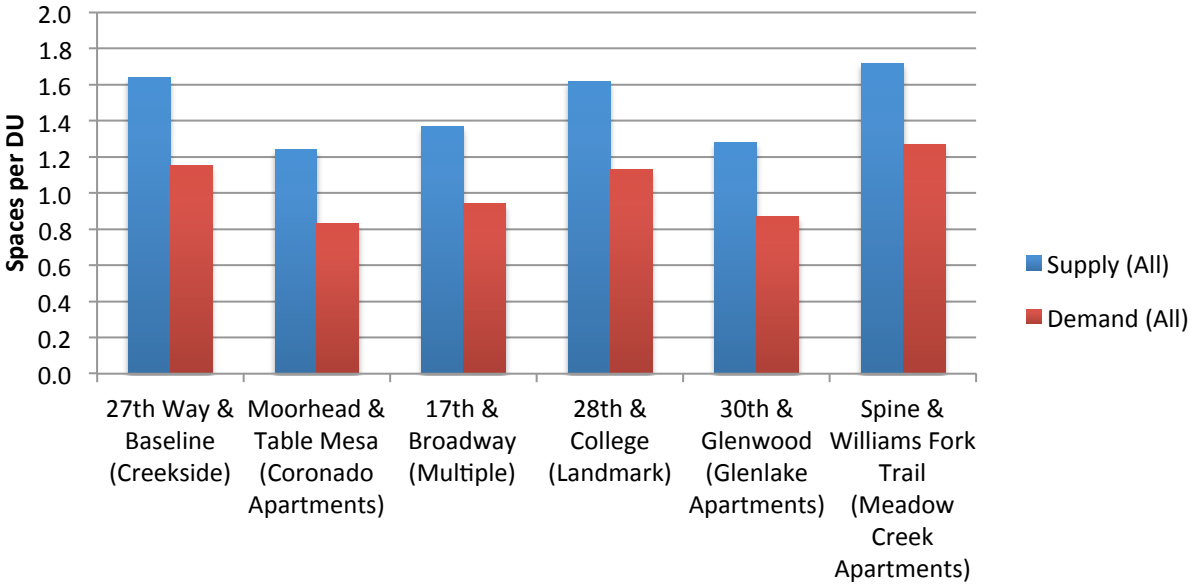


Chart 3: Parking Supply & Highest Demand Rates for Commercial Sites (Excluding On Street)

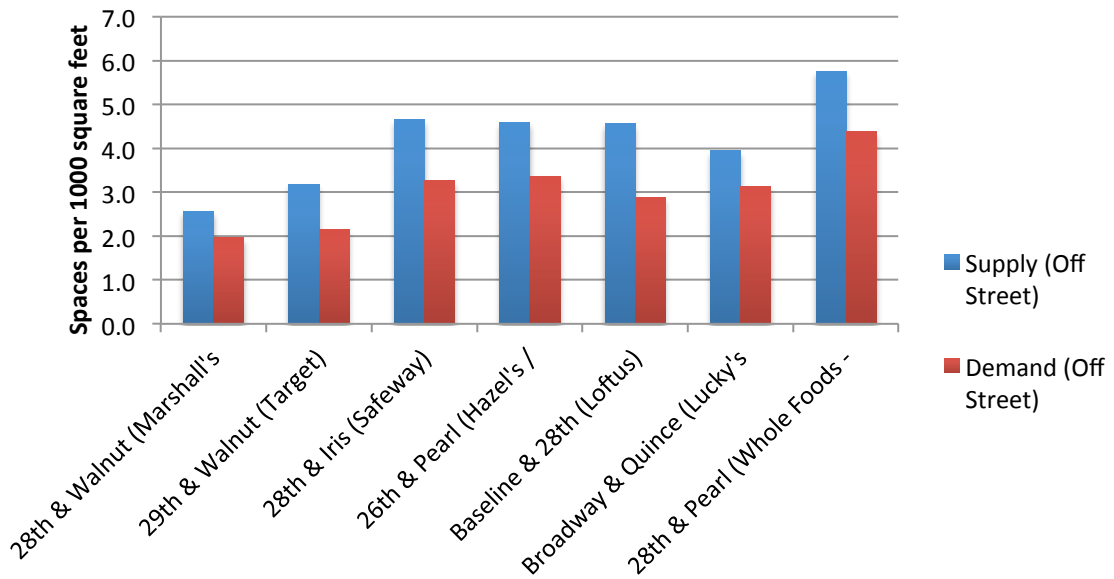


Chart 4: Parking Supply & Highest Demand Rates for Commercial Sites

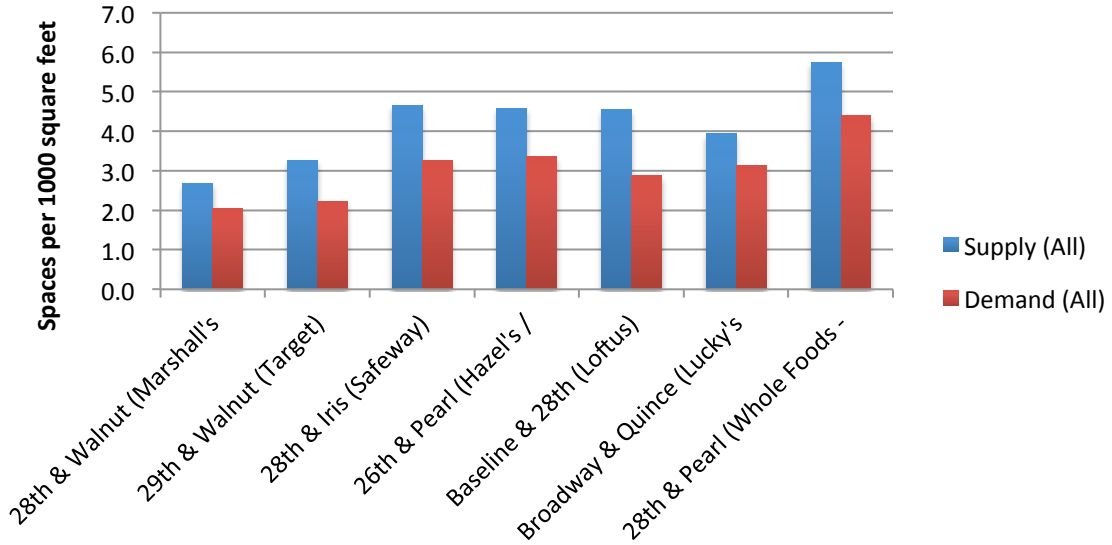


Chart 5: Parking Supply & Highest Demand Rates for Office Sites (Excluding On Street)

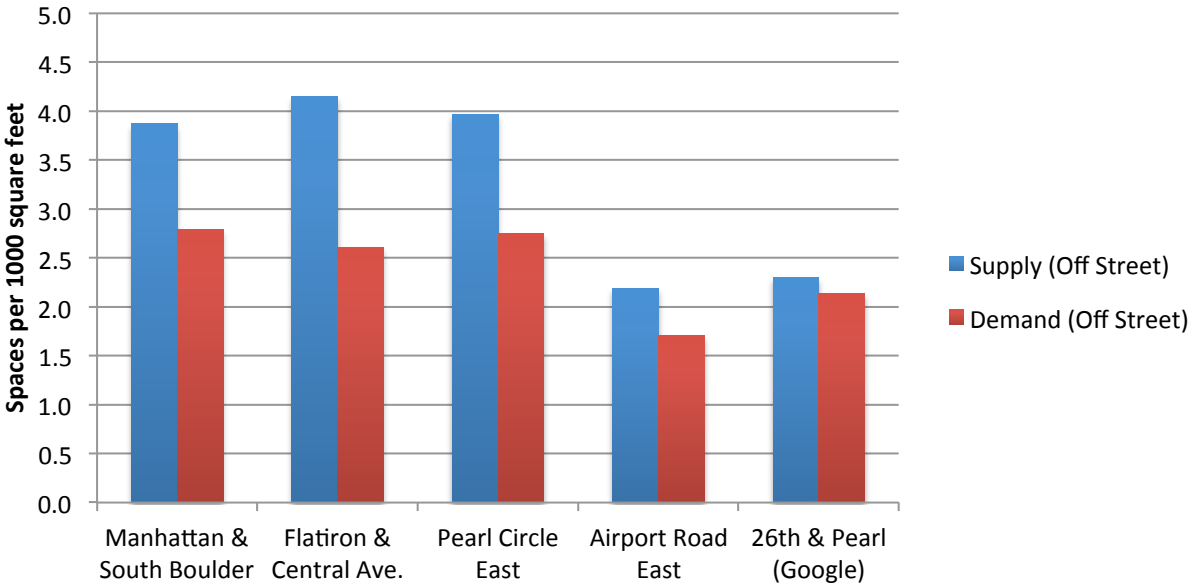


Chart 6: Parking Supply & Highest Demand Rates for Office Sites

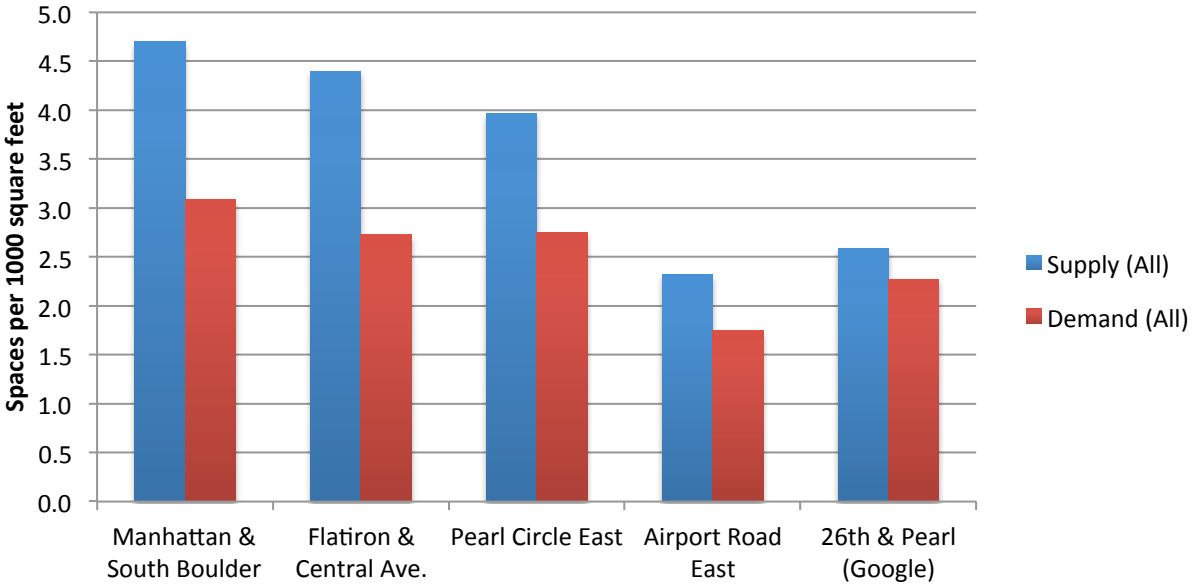


Chart 7: Parking Supply & Highest Demand Rates for Mixed-Use (Residential) Sites (Excluding On Street)

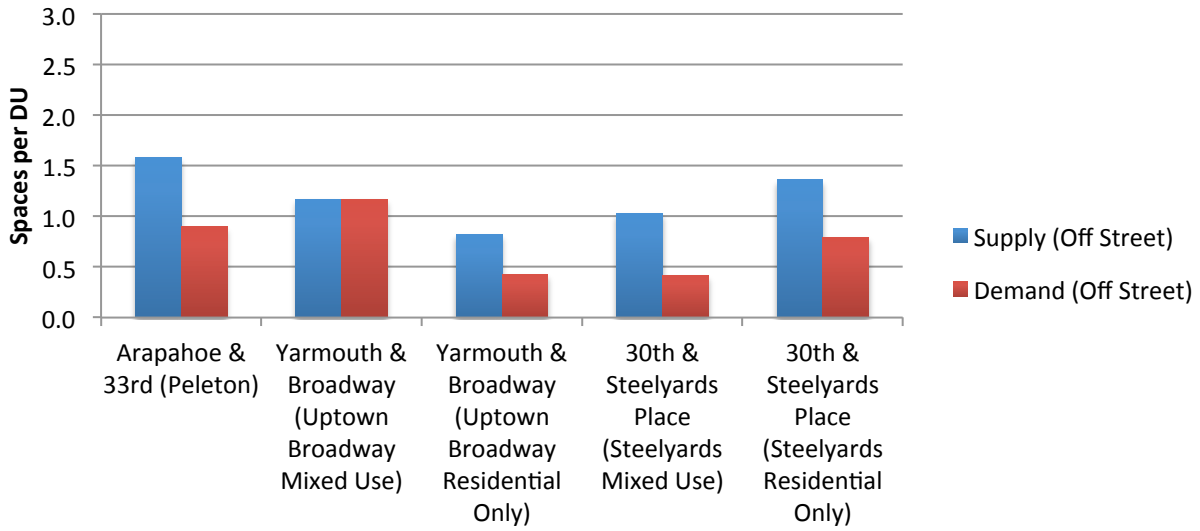


Chart 8: Parking Supply & Highest Demand Rates for Mixed-Use (Residential) Sites

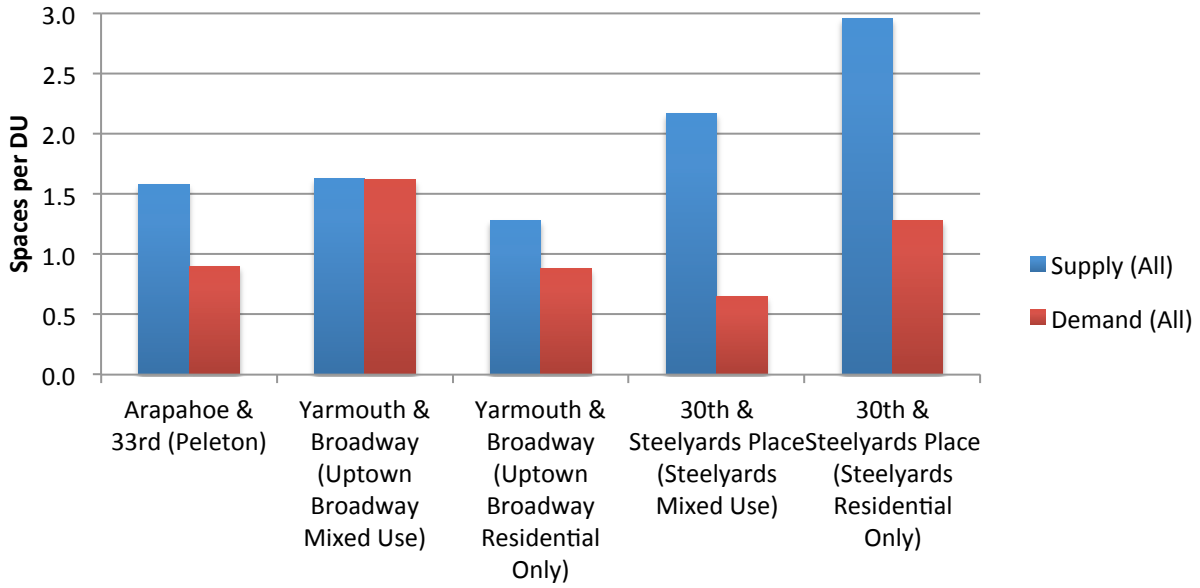


Chart 9: Parking Supply & Highest Demand Rates for Mixed-Use (Commercial) Sites (Excluding On Street)

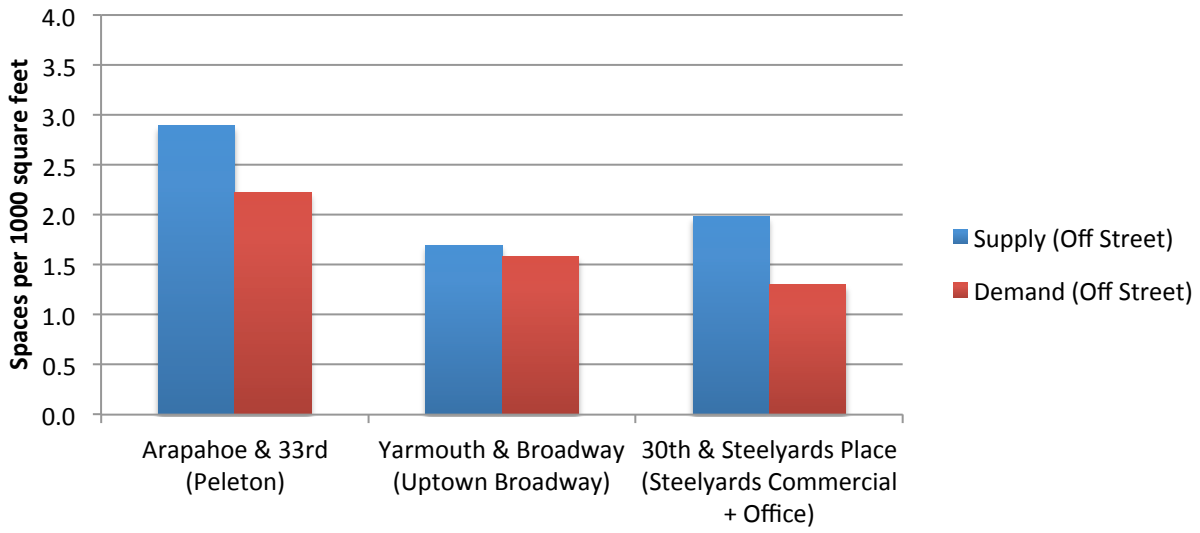
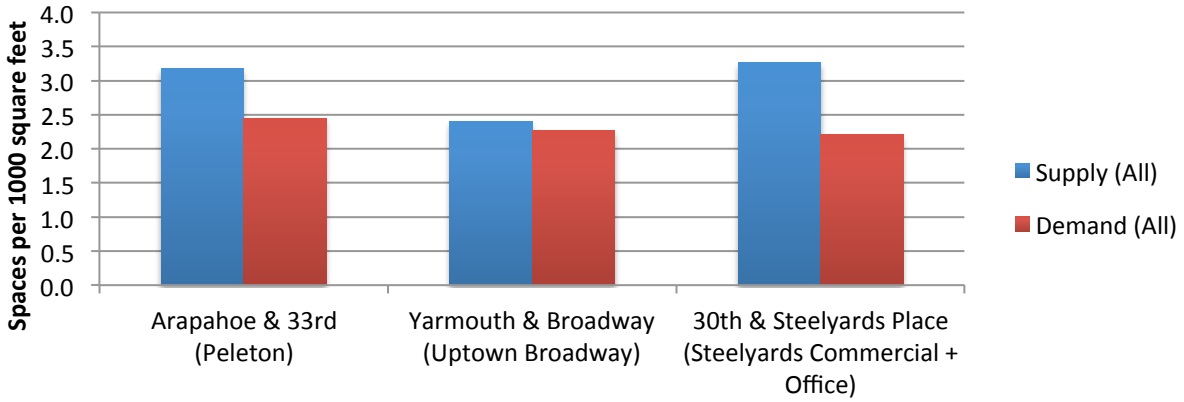


Chart 10: Parking Supply & Highest Demand Rates for Mixed-Use (Commercial) Sites



Comparison to Peer Cities

In order to gather perspective on and context to Boulder's existing parking code, FTH staff reviewed the parking rate requirements of three other selected cities: Davis, CA; Walnut Creek, CA; and Portland, OR. Tables summarizing how Boulder's code compares to these peer cities are given below.

Table 2: Summary of Basic Rate Requirements Across Selected Cities by Major Land Use Type

Use Type	Davis, CA	Portland, OR	Walnut Creek, CA	Boulder, CO
Detatched Dwellings	1 covered space, 1 uncovered space for 0 - 4 bedrooms; 1 additional uncovered space per additional bedroom.	Typically, 1 space per DU.	2 covered spaces per DU.	Typically, 1 space per DU; 0 for MU-4 or RH-7.
Attached Dwellings	1 covered space, 1 uncovered for 0 - 3 bedrooms, 1 additional space per additional bedroom.		1 additional space per DU compared to detatched dwelling requirement.	Minimum: Varies by zoning. Either 1 space per DU; 1 for 1 - 2 bedrooms, 1.5 for 3 bedrooms, and 2 for 4 + bedrooms; or 1 for 1 bedroom, 1.5 for 2 bedrooms, 2 for 3 bedrooms, and 3 for 4 + bedrooms. No minimum for MU-4 or RH-7. Maximum: typically, no maximum except for MU-4 and RH-7 (1 space per DU maximum).
Multi-family Dwellings	1 space for 0 - 1 bedrooms, 1.75 for 2 bedrooms, 3 for for 3+ bedrooms.		1.25 spaces per studio, 1.5 per 1 bedroom, 2 per 2 bedrooms, 2.25 per 2+ bedrooms. At least one space must be covered.	
Retail	1 space per 300 sqare feet of gross area.	Minimum: 1 space per 500 square feet of net building area. Maximum: 1 per 196 square feet.	1 space per 250 square feet of RFA.	Minimum: Varies by zoning. No minimum for RH-3, RH-6, RH-7, MU-4; 1 space per 400 square feet of floor area for BCS, MR-1, IS, IG, IM, A; 1 per 400 sq. ft. if residential is less than 50% of FA (otherwise 1 per 500 sq. ft.) for RMX-2, MU-2, IMS, BMS; 1 per 300 sq. ft. if residential is less than 50% of FA (otherwise 1 per 400 sq. ft.); 1 per 300 sq. ft. of FA for all other zones. Maxiumm: typically, no maximum except for RH-3, RH-6, RH-7, and MU-4 (1 space per 400 sq. ft. of FA if residential is less than 50% of FA, otherwise 1 space per 500 sq. ft.).
Restaurants (Dine-in)	1 space per 3 seats.	Minimum: 1 space per 250 square feet of net building area. Maximum: 1 per 63 square feet.	1 space per 5 seats and 1 per 75 square feet of floor area for portable seats or tables.	
Mixed Use	1 space per 350 square feet of gross commercial area; 1 per DU.	N/A	1 space per 200 square feet of rentable floor area up to 50,000 square feet, 1 per 250 square feet after 50,000. Residential requirement determined on case-by-case basis.	

*** Requirements listed are minimums unless otherwise noted**

Table 3: Examples of Space Requirements per Parking Code by Selected City and Land Use Type (Not Including Reductions)

Example Number of DU's or Amount of Square Feet	Davis, CA	Portland, OR	Walnut Creek, CA	Boulder, CO****
Detatched Dwellings				
1BR DU	2	1	2	1
2BR DU	2	1	2	1
3BR DU	2	1	2	1
4+BR DU	2	1	2	1
Attached Dwellings				
1BR DU	2	1	3	1
2BR DU	2	1	3	1.5
3BR DU	2	1	3	2
4+BR DU	3	1	3	3
Multi-family Dwellings				
1BR DU	1	1	1.5	1
2BR DU	1.75	1	2	1.5
3BR DU	3	1	2.25	2
4+BR DU	3	1	2.25	3
Retail				
5,000 SF	17	10	20	17
15,000 SF	51	30	60	51
40,000 SF	133	80	160	133
Restaurants (Standalone Dine-In)**				
5,000 SF	67	20	40	67
10,000 SF	133	40	80	133
15,000 SF	200	60	120	200
Mixed Use***				
10,000 SF with 10 DU	39	40	60	0 - 43
25,000 SF with 40 DU	111	90	165	0 - 123
50,000 SF with 200 DU	343	300	400	0 - 367

*** Requirements listed are minimums**
**** Assuming 200 seats per 5,000 sq. ft. of restaurant space**
***** Assuming 1 space per DU for Walnut Creek, CA and Boulder, CO mixed-use residential (actual requirement determined on case-by-case basis)**
****** Assuming typical suburban zoning type (highest minimum possible listed; minimums may be lower depending on other criteria)**

Correlations to Transit Network Accessibility and Bicycle Facilities

In addition to comparing Boulder's parking code to that of selected peer cities, FTH staff researched each 2015 study site's proximity to transit routes, both on and off the Community Transit Network (CTN), as well as proximity to existing bicycle facilities, and related those proximities to parking demand in order to ascertain if any correlations exist. These correlation graphs are depicted below.

Chart 11: Commercial Demand versus All Nearby Transit Routes

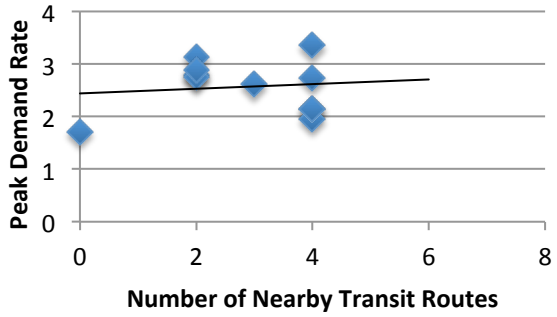


Chart 12: Commercial Demand versus Nearby CTN Routes

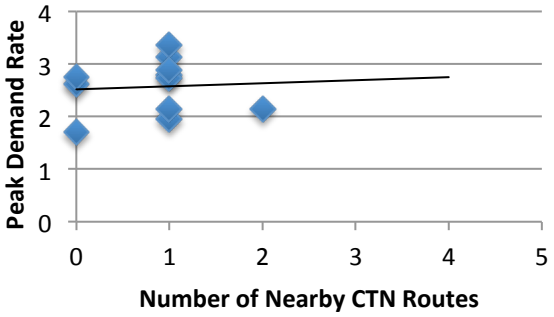


Chart 13: Commercial Mixed Use Demand versus All Nearby Transit Routes

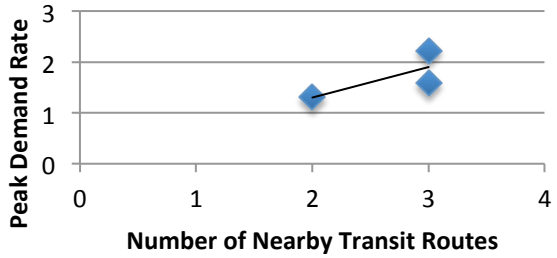


Chart 14: Commercial Mixed Use Demand versus Nearby CTN Routes

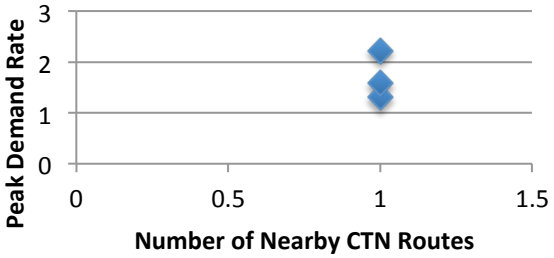


Chart 15: Residential Demand versus All Nearby Transit Routes

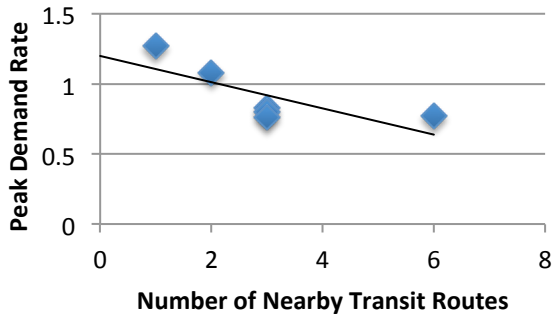


Chart 16: Residential Demand versus Nearby CTN Routes

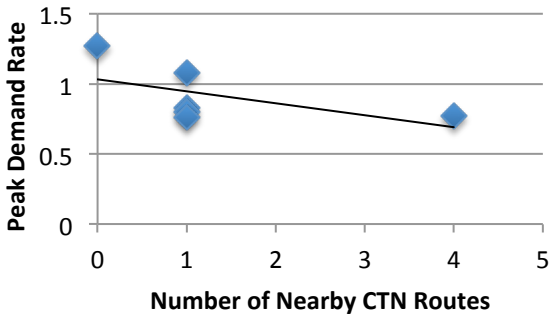


Chart 17: Residential Mixed Use Demand versus All Nearby Transit Routes

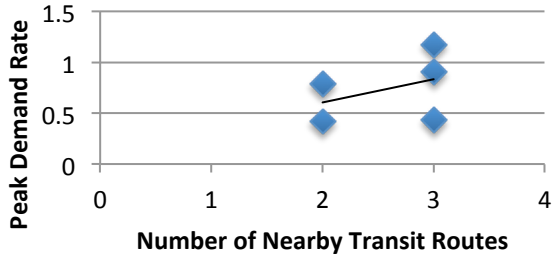


Chart 18: Residential Mixed Use Demand versus Nearby CTN Routes

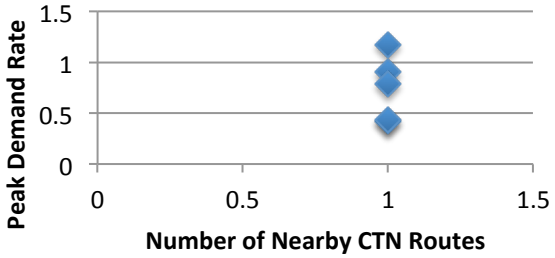


Chart 19: Commercial Demand versus Nearby Bike Facilities

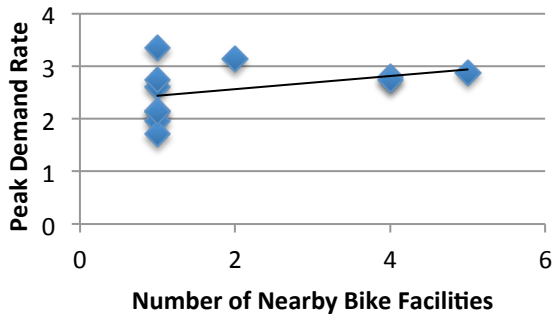


Chart 20: Residential Demand versus Nearby Bike Facilities

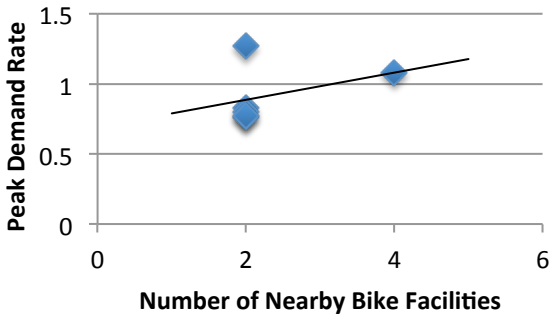


Chart 21: Commercial Mixed Use Demand versus Nearby Bike Facilities

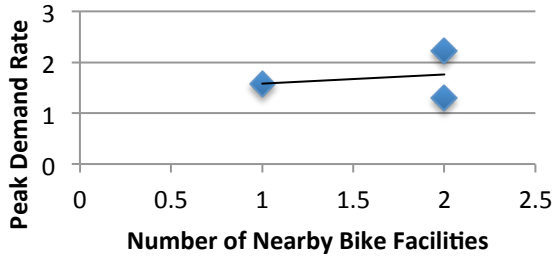
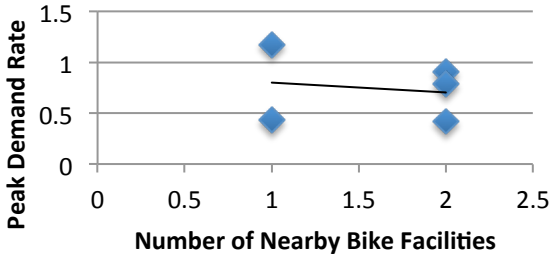


Chart 22: Residential Mixed Use Demand versus Nearby Bike Facilities



Key Questions To Consider

The following questions can be considered as part of upcoming conversations with Transportation Advisory Board and Planning Board regarding parking code adjustments:

- Should new requirement be a parking minimum, parking maximum, or both?
    - If no minimum, should parking reductions be eliminated?
    - If maximum, should a new exception process be created to allow for more parking in certain circumstances and/or when requested?
- Should different parking requirements be created depending on zoning district/typology or by land use type, or a combination of the two?
    - If by typology, should proximity to multi-modal networks or CTN routes be considered?
- If parking reductions are kept, should the criteria for obtaining a reduction be more stringent or more lenient?
- What methodology should be used to determine option ranges (i.e., conservative, moderate, progressive)?
- Can the data determine automatic percentage parking reductions that should apply under certain scenarios?
- How do other AMPS components factor into any proposed code changes (e.g., TDM, district parking enforcement, et cetera)?
- Where should, if at all, unbundled parking be required outside of Boulder Junction?
- Should special considerations be made in the updated code for electric vehicles (EVs)?
    - If so, how many EV stations should be required?
    - What type(s) of EV stations should be required?

Table 4: Summary of Days Observed in 2014 & 2015 by Site

2015 Sites

Site ID Number	Site	Highest Commercial Demand Rate Observed (Excluding On Street)	Highest Residential Demand Rate Observed (Excluding On Street)	Days Studied (Highlighted Indicates Peak Demand Observed)									
				Weekday Afternoon 2 - 3 PM (Tuesday thru Thursday)	Weekday Late Night 8 - 11 PM (Tuesday thru Thursday)	CU Move-in Tuesday Afternoon 12 - 2 PM	CU Move-in Tuesday Evening 5:30 - 7:30 PM	Tuesday Afternoon 12 - 2 PM	Tuesday Evening 5:30 - 7:30 PM	Friday Afternoon 12 - 2 PM	Friday Evening 5:30 - 7:30 PM	Saturday Afternoon 12 - 2 PM	Saturday Evening 5:30 - 7:30 PM
Residential													
2	28th & College (Landmark)		0.83		X								
9	20th & Glenwood (Glenlake Apartments)		0.8		X								
10	27th Way & Baseline (Creekside Apartments)		1.08		X								
14	Spine & Williams Fork Trail (Meadow Creek Apartments)		1.27		X								
16	Moorhead & Table Mesa (Coronado Apartments)		0.76		X								
19	17th & Broadway (Multiple)		0.77		X								
22	20th & Steelyards Place (Residential Only)		0.79		X								
23	Yarmouth & Broadway (Uptown Broadway Residential Only)		0.43		X								
Commercial/Retail													
3	Arapahoe & 33rd (Peleton)	2.22	0.9							X	X	X	X
6	26th & Walnut (Marshall's Plaza)	1.96						X	X	X	X	X	
7	20th & Steelyards Place (Mixed Use Portion)	1.3	0.42							X	X	X	X
8	29th & Walnut (Target)*	2.15				X	X			X	X	X	
12	Broadway & Quince (Lucky's Market/Nomad)	3.14				X	X			X	X	X	
13	Yarmouth & Broadway (Uptown Broadway Mixed Use Portion)	1.58	1.17							X	X	X	X
15	26th & Pearl (Hazel's/Wahoo's)	3.36								X	X	X	
17	28th & Iris (Safeway)	3.26						X	X	X	X	X	
20	Baseline & 28th (Loftus)	2.88								X	X	X	
Office													
1	Manhattan & South Boulder (Multiple)	2.79		X									
4	Flatiron & Central Ave. (Multiple)	2.61		X									
5	Pearl Circle East (Multiple)	2.75		X									
11	Airport Road East	1.71		X									
21	26th & Pearl (Google Campus - Largest Two Buildings)	2.14		X									

* Peak demand (2.61 rate) that occurred on CU move-in day is noted in red highlight. Typical peak demand is highlighted in yellow.

2014 Sites

Site ID Number	Site	Highest Commercial Demand Rate Observed (Excluding On Street)	Highest Residential Demand Rate Observed (Excluding On Street)	Days Studied (Highlighted Indicates Peak Demand Observed)									
				Weekday Afternoon 2 - 3 PM (Tuesday thru Thursday)	Weekday Late Night 8 - 11 PM (Tuesday thru Thursday)	CU Move-in Tuesday Afternoon 12 - 2 PM	CU Move-in Tuesday Evening 5:30 - 7:30 PM	Monday Afternoon 12 - 2 PM	Monday Evening 5:30 - 7:30 PM	Friday Afternoon 12 - 2 PM	Friday Evening 5:30 - 7:30 PM	Saturday Afternoon 12 - 2 PM	Saturday Evening 5:30 - 7:30 PM
Residential													
A	Walnut & 9th (Multiple)		0.43		X								
B	18th & Marine (Multiple)		1.04		X								
C	21st & Goss (Multiple)		0.53		X								
Commercial/Retail													
D	28th & Pearl (Whole Foods Shopping Center)	4.39								X			
E	Broadway & Baseline (Basemar)	3.36								X			
F	Broadway & Table Mesa (King Soopers)	2.77						X					
G	28th & Arapahoe (The Village)	2.77									X		
H	28th & Iris (Willow Springs Shopping Center)	3.16								X			
I	29th & Arapahoe (29th Street)	2.09										X	
Industrial/Office													
J	Pearl & Foothills Northwest Side (Multiple)	1.73		X									
K	Pearl & Foothills Southwest Side (Multiple)	0.92		X									

Table 5: Site Transit & Bike Route Access Analysis

Site	Highest Commercial Demand Rate Observed (Excluding On Street)	Highest Residential Demand Rate Observed (Excluding On Street)	Transit													Bike Facilities								Walkability Rating	Walkability Rating Index
			Boulder Community Transit Network							Other Transit			Total Proximate Boulder Transit Routes	Total Proximate Numbered Transit Routes	Total Proximate Transit Routes (All)	Designated Bike Route	Multi-use Path	On Street Bike Lane	Paved Shoulder	Sidewalk Connection	Soft Surface Multi-use	Street with Single Bike Lane	Total Proximate Bike System Features		
			Existing				Future																		
			1	2	3	4	1	2	3	1	2	3													
1	2.79		DASH				LEAP			206			1	1	2	1		1	1		1		4	36	3
2		0.83	STAM				ORBIT			201	J		1	2	3		1	1					2	36	3
4	2.61						LEAP			206	208	S	0	3	3		1						1	15	1
5	2.75						LEAP			206	S		0	2	2		1						1	15	1
6	1.96		HOP				LEAP	ORBIT	DART	205	F/H/T	206	1	3	4			1					1	70	6
8	2.15		HOP	BOUND			ORBIT	LEAP		205	206		2	2	4		1						1	70	6
9		0.8	BOUND							205	208		1	2	3	1		1					2	57	5
10		1.08	BOUND							204			1	1	2	1	1	1				1	4	57	5
11	1.71												0	0	0		1						1	0	0
12	3.14		SKIP							M			1	1	2	1		1					2	46	4
14		1.27								205			0	1	1	1				1			2	36	3
15	3.36		HOP				ORBIT	DART		205	206	F/H/T	1	3	4			1					1	70	6
16		0.76	DASH				LEAP			204	206		1	2	3			1	1				2	57	5
17	2.73		BOUND				ORBIT			205	208	F/H/T	1	3	4		1	1	1	1			4	70	6
19		0.77	HOP	SKIP	DASH	STAM				203	204		4	2	6	1	1						2	57	5
20	2.88		BOUND							203			1	1	2	1	1	1	1	1			5	70	6
21	2.14		HOP				ORBIT	DART		205	206	F/H/T	1	3	4			1					1	70	6
Mixed Use Sites																									
3	2.22	0.9	JUMP							S	J		1	2	3	1	1						2	57	5
7	1.3	0.42	BOUND							208			1	1	2		1	1					2	70	6
13	1.58	1.17	SKIP							M	204		1	2	3			1					1	57	5
22		0.79	BOUND							208			1	1	2		1	1					2	57	5
23		0.43	SKIP							M	204		1	2	3			1					1	57	5

Parking Fines in Boulder and Other Cities

INFRACTION	Boulder, CO	Ann Arbor, MI	Austin, TX	Breckenridge, CO	Colorado Springs, CO	Denver, CO (Including Cherry Creek)	Fort Collins, CO	Longmont, CO	Madison, WI	Pasadena, CA	Portland, OR	Santa Monica, CA	Seattle, WA
Most Recent change	**2007***	2010		2015						2010		2012	
Expired/Unpaid Meter	**$15**	$20	$30	N/A	$20	$25	NA	NA	$25	$47	$60	$53	$44
Overtime Parking-Meter	**$15**	$35	$40	$30-[illegible]**	$30	$25	NA	NA	$35	$47	$39/45/65	$53	$ 47
Overtime -Non-Meter	**$20**	$35	$30	$30-[illegible]**	$30	$25	W-$50**	$20	$35	$47	$39/45/65	$64	$47
Outside Lines/Markings	**$15**	$ 35	$40	$30	$40	$25	$25		$30	$41	$39	$53	$47
Double Parking	**$15**	$50	$70	$30	$50	$25	$ 25	$10	$30	$47	$80	$53	$47
Loading Zones (Commercial)	**$20**	$45	$40	$30	$50	$ 25	$25		$40	$41	$90	$53	$53
No Permit (in Permit Zone)	**$25**	$25	$40	$30		$25	$25		$30	$47		$64	$53
Bus Stop	**$25**	$35	$40	$30		$25	$25		$45	$281	$100	$304	$47
Crosswalk	**$25**	$35	$40	$30	$50	$25	$25	$20	$30	$ 47	$90	$53	$47
Red Zone/Fire Lane	**$50**	$50	$70	$30	$70	$50	$25		$30-100	$58	$80	$53-64	$47
Parking Prohibited	**$25**	$35	$40	$30	$50	$25	$25	$25	$ 30	$47		$64	$47
No Stopping/Standing	**$25**	$35	$40	$30	$50	$25	$25		$30-45	$53	$80	$64	$47
Fire Hydrant	**$50**	$40	$70	$30	$50	$25	$25	$35	$30	$53	$150	$53	$47
Blocking Traffic	**$15**	$35	$40	$30	$50	$25	$25			$41	$50	$53	$47
Disabled Parking	**$112**	$125	$300	$100	$350	$150	$100	$100	$150	$362	$160-435	$ 399	$250
Blocking Driveway	**$25**	$35	$40	$30	$50	$25	$25		$30	$47	$90	$ 53	$ 47

*Increase was for "safety violations" only, not overtime fines.

**Escalating fines: Breckenridge is based on 365 days; Fort Collins has no meters; overtime fine escalated based on 180 days (Initial infraction is warning)

Note: Pasadena fines have been increased based on the CPI so are not in even dollars. Table data is rounded to nearest dollar. Austin has "standard" fines, with a lesser amount accepted for a certain period after issuance. Table displays the reduced "early payment" amounts.

Access Management & Parking Strategy Timeline

Focus Areas	Specific Projects	2015 2ND QUARTER	2015 3RD QUARTER	2015 4TH QUARTER	2016 1ST QUARTER	2016 2ND QUARTER
District Management	Analyze Satellite Parking and Other Mobility Options					
	Explore Shared Parking Policy with Public-Private Partnerships					
	Develop Criteria to Pilot New Multimodal Districts					
	Develop Civic Area Access & Parking Strategy					
Pricing	Evaluate Neighborhood Parking Permit Program Pricing					
	Evaluate Pricing Options for Hourly Rates					
	Recommend Amount for Overtime at Meter Fine					
	Consider a Graduated Fine Structure					
Technology	Install New PARCS Equipment in Downtown Garages					
	Integrate PARCS Software with Existing Technology					
	Explore Applications to Enhance the Parking Experience					
Parking	Reassess Long-term On-Street Parking (72-Hour) Limitation					
	Develop a Curbside Space Management Plan					
	Explore Transportation Demand Management Options for New Private Developments					
	On Street Car Share Policy					
Code	Evaluate & Update Parking Requirements					
	Explore Automatic Parking Reductions for Beneficial Projects					
	Evaluate Expansion of Shared, Unbundled, Managed & Paid Parking in New Districts or as Potential Overlays					
Travel Options	Transportation Demand Management Toolkit for Private Developments					
	Explore Trip Reduction Tools for Existing Commercial					
	Investigate Bundled First & Final Mile Strategies					
	Explore Parking Cash-Outs for CAGID Employees					

Project Phase(s)

= Alternatives Analysis

= Policy/Strategy Recommendations

= Development & Implementation

= Community Outreach

= City Council Review of Draft Recommendations

= City Council Review of Policy/Strategy Recommendations

Access Management & Parking Strategy

Boulder is a national leader in providing options for access, parking and transportation. To support the community's social, economic and environmental goals, it is important to create customized solutions that meet the unique access goals of Boulder's diverse districts, residential and commercial.

AMPS: A balanced approach to enhancing access to existing districts and the rest of the community by increasing travel options — biking, busing, walking and driving — for residents, commuters, visitors and all who enjoy Boulder.

TOOLS FOR CHANGE

- district management
- pricing
- technology
- parking
- code
- travel options

mixed use neighbor-hoods
- North Boulder

transit oriented development
- Boulder Junction
- Depot Square

historic commercial
- Downtown
- University Hill

office park
- East Arapahoe
- Flatirons Park

residential
- Mixed Use
- Multi-Family
- Single-Family

suburban commercial
- 29th Street
- Table Mesa
- BaseMar

Mixed-income, mixed-use neighborhoods where residents can easily walk or bicycle to meet all basic daily, non-work needs.

15 minute neighborhood

CITY OF BOULDER

AMPS

bouldercolorado.gov/amps

STUDY SESSION
MEMORANDUM

TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
Mary Ann Weideman, Assistant City Manager
Don Ingle, Director of Information Technology
Carl Castillo, Policy Advisor
Elizabeth Hanson, Economic Vitality Coordinator

DATE: November 12, 2015

SUBJECT: Community Broadband Update and Council Engagement

EXECUTIVE SUMMARY

The purpose of this study session topic is to:

1. Brief council on the activities of city staff and the community Broadband Working Group since last November's approval of ballot item 2C, including the broadband feasibility study currently underway.
2. Present information on the emerging issues associated with public broadband initiatives, particularly those involving public-private partnerships.
3. Obtain council feedback on factors to be included in the current broadband feasibility study, particularly those related to community broadband goals as reflected in the Broadband Working Group's draft vision statement.

During the week of November 9, a number of community and regional partner focus groups will be conducted by city staff and representatives from the recently-selected broadband consulting firm, CTC Technology and Energy ("CTC") of Kensington, Maryland. As CTC kicks off its discovery process, this study session also provides a timely opportunity to share initial themes from community focus groups conducted during the week, while directly engaging council in a similar, interview-style format to solicit its thoughts on the framework for a successful city-sponsored broadband initiative.

Questions for Council

1. Do the factors included in the Broadband Working Group's draft vision statement (Attachment A) accurately reflect the city council's priorities for a potential community broadband initiative?

2. Following a presentation of the current public broadband market landscape and public-private partnership considerations by broadband feasibility consultant CTC Technology and Energy:
   a. What priorities does council have as the city considers alternative broadband business models?
   b. What thoughts does council have on the alternative public-private business models used by other communities?
   c. How should a regional approach factor into the broadband alternatives analysis?

BACKGROUND

In November 2014, the community resoundingly approved a ballot measure (Item 2C) exempting the city from state limitations on telecommunication services. This measure reestablishes city autonomy for investing in community broadband services currently limited by Colorado Senate Bill 05-152. This law significantly limits the ability of municipal governments to provide broadband services, including potential partnerships with private entities.

The overwhelming passage of Item 2C opens exciting new opportunities to explore a number of alternative broadband initiatives that would leverage the community's significant telecommunication resources – our surplus over 100-miles of fiber optic cable and vacant conduit pathways. Through what we now term the "Connect Boulder" initiative, the community could significantly benefit from more economical, higher-capacity broadband services, given the tech-savvy demographic, readiness for next-generation services, and publicly available fiber-optic infrastructure.

As an initial step, a Broadband Working Group (Attachment B) composed of community representatives and city staff was established in March of this year. The Group is playing a key advisory role in moving Connect Boulder forward and is actively engaged in:

- Assessing needs, contributing ideas and helping guide the initial vision for Boulder's broadband efforts.
- Designing and executing initial public participation, communication and marketing strategies.
- Advising on the selection and work of our consulting partner to assist in developing a comprehensive broadband feasibility study.

Aided by the Broadband Working Group, a visioning discussion began during the first quarter of 2015, with a draft vision statement (Attachment A) guiding next steps. With this vision as a foundation, a team of city staff and Working Group members selected CTC Technology and Energy at a cost of $150k to conduct a comprehensive broadband feasibility study following an extensive Request for Proposals (RFP) process. The study is now underway and will provide detailed, actionable guidance for the planning and implementation of a successful community broadband initiative. Planned for council review during the second quarter of 2016, the results of the study are intended to contribute considerably to the achievement of the city's broadband vision with the highest quality and greatest return for our community stakeholders.

In the interim, the City has been analyzing the feasibility of small projects that would have a positive impact on public spaces. In April 2015, the first such project – an outdoor public Wi-Fi network called "Connect Boulder" – began service in the downtown Civic Area. In addition, a 2016 budget proposal includes the addition of three additional free outdoor Wi-Fi sites in highly-used areas around Scott Carpenter Park, the South Boulder Recreation Center, and the Boulder Reservoir. These and related projects would not be possible without the exemption vote.

ANALYSIS

While the city controls significant surplus fiber optic and conduit pathway assets constructed incrementally over the past two decades, these resources (similar to a series of information transmission "main thoroughfares") require considerable supplementation in the form of costly "last mile" fiber optic construction into residential and business areas in order to supply the next generation broadband services the community requires. The underlying demand for expanded bandwidth is primarily driven by the ever-increasing and converged quantities of voice, data and video-based transmissions that utilize the internet as its unified transmission medium. Where once thought to be an extravagance, residential speeds of at least one gigabit per second will be required to deliver geometrically-expanding quantities of digital information and increasingly sophisticated computer applications with sufficient speed, reliability and security to ensure productivity and ease-of-use.

Though a dense, robust and redundant fiber optic infrastructure serves as the foundation for any high-performance broadband network, a sophisticated array of well-managed network electronics, network operation centers, and internet access systems and services are required to deliver broadband transmissions with increasingly high throughput and dependability. These intertwined layers of infrastructure, the quantities in which they currently exist, and the critically-important maintenance and operational capabilities required to successfully deliver and manage them all raise many business modeling and strategic questions to be explored in the feasibility study.

During its study session presentation, CTC Technology and Energy will share background and case studies on the fast-changing public broadband arena. A broad continuum of business models will be reviewed involving alternative levels of public and private investment, associated risks, costs, benefits and comparative levels of control. The presentation will highlight how "one size fits all" is not the norm in implementing successful community broadband networks, and will frame a conversation with council to elicit thoughts on objectives, priorities and hazards to be avoided.

NEXT STEPS

Beginning with this study session, staff and the Broadband Working Group look forward to seeking City Council input as the visioning, analysis and infrastructure assessment work included in the feasibility study moves toward completion during the second quarter of 2016. Depending on the outcome of this effort, council may be asked to formally endorse next steps in the development of future community broadband service offerings.

Further information on the city's broadband efforts can be found on the city's "Connect Boulder" website.

ATTACHMENTS

Attachment A – Draft Boulder Broadband Vision
Attachment B – Broadband Working Group Members

ATTACHMENT A – Draft Boulder Broadband Vision

Draft Vision: Gigabit Broadband to Boulder Homes and Businesses (May 21, 2015)

Our vision is to provide a world-class community telecommunications infrastructure to Boulder for the 21st century and beyond, facilitated by new access to the public's local telecommunications assets. We acknowledge that broadband is a critical service for quality of life, as is the case with roads, water, sewer, and electricity. Every home, business, non-profit organization, government entity, and place of education should have the opportunity to connect affordably, easily, and securely. Boulder's broadband service will be shaped by the values of the community.

We intend to empower our citizens and local businesses to be network economy producers, not just consumers of network information and data services. We realize that doing so requires access to gigabit-class broadband infrastructure to support these needed services and capabilities:

1. **Broadband Infrastructure:** Provide the infrastructure to enable every Boulder home, business, visitor, and public or private institution the opportunity to access affordable high speed broadband connections to the Internet, and other networks.
2. **Open Access:** Demonstrate, support, and build a non-discriminatory, open-access infrastructure that should, to the maximum extent possible, be open to all users, service providers, content providers, and application providers and be usable via all standard commercial devices.
3. **Competitive Marketplace:** Facilitate a local broadband marketplace that is as competitive as reasonably possible.
4. **Compete Globally:** Provide stakeholders with the broadband capacity, affordability and local, regional and national connectivity they need to compete successfully in the global marketplace.

We envision significant progress toward an operational network in 1-2 years with commitments from providers, community stakeholders, regional partners, and a shared common vision to make gigabit-class bandwidth available to all residents and workers in Boulder.

ATTACHMENT B – Broadband Working Group Members

Working Group Participants

- Claire Carlin – Student, Boulder High School
- Angelique Espinoza – Boulder Chamber of Commerce
- Dale Hatfield – Silicon Flatirons Center
- Ken Leiden – Boulder Resident
- Christopher Meier – Student, CU School of Law
- Andrew Moore – Boulder Valley School District
- Tim O'Shea – Engage Colorado
- Lee Shainis – Intercambio

City Support Staff

- Carl Castillo – Policy Advisor
- Liz Hanson – Economic Vitality Coordinator
- Don Ingle – Director of IT