Neighborhood Speed Management Program Guidelines

Program Overview
The city’s Neighborhood Speed Management Program (NSMP) is an integrated approach that applies a combination of education, enforcement, evaluation, and engineering improvements to mitigate the negative effects of speeding traffic on neighborhood streets.

The city’s original traffic calming program, the “Neighborhood Traffic Mitigation Program (NTMP),” was developed in 1994 and provided education, enforcement, and engineering improvements to neighborhood streets in Boulder. Funding for the engineering component of the NTMP was eliminated in 2003 due to budgetary constraints. The City of Boulder has drafted new program guidelines (rebranding the program as NSMP), revising the original process, and renewing funds for the engineering components of the program. Applications for the new NSMP are expected to be accepted in the fall of 2017 with the intention of new projects beginning design and public processes in 2018.

Engineering, Education, Enforcement, and Evaluation
The NSMP utilizes multiple methods to change speeding behavior through measures that include engineering, education, enforcement, and evaluation. Some of the NSMP elements are site specific, used to address speeding issues at a specific location; this is most notably true for engineering and enforcement methods. Others, especially education-related strategies, are applicable to many locations throughout the city. Because engineering treatments have the potential to directly affect vehicle speed (through the use of delay-inducing devices like speed humps), engineering methods are known to be the most effective method of reducing speeds.

All applicants to the NSMP are eligible to receive education and enforcement options. These options may include guidance for self-facilitated meetings, yard signs, speed trailer request processes, and speed gun loaner programs.

All streets receiving engineering treatments are evaluated prior to– and following– project construction. This procedure helps the city understand the effectiveness of traffic calming measures and informs future program decisions.

Transportation Advisory Board
The Transportation Advisory Board (TAB) advises City Council, Planning Board and city staff on community transportation issues. One of TAB’s responsibilities, as stated in the Boulder Revised Code, is to “work with individual citizens, neighborhood groups and transportation staff to develop and recommend criteria by which to guide neighborhood traffic mitigation projects.” TAB has been– and remains– an important resource in the development and administration of the NSMP. TAB hosted the community engagement efforts and process that served to inform the design the NSMP and has a key role helping staff administer the NSMP process, described below.

Traffic Calming Defined
Traffic calming, as defined through the NSMP, is a method of implementing physical traffic engineering devices to slow motorized vehicle speeds to an appropriate level for that street. Traffic calming can have other impacts including improving street conditions for people walking and riding bicycles. The City of Boulder will consider all traffic calming methods as potential treatment options, but will select a method that best suits the specific conditions of the project site.

Use of traffic calming devices outside of the context of the NSMP
Occasionally, raised crossings and other pedestrian crossing improvements are installed as part of non-NSMP projects. As with the NSMP, Transportation Division staff involves the Police and Fire departments in the design phase of non-NSMP projects to get agreement for the use of traffic calming devices. While
the NSMP focuses on residential, collector or local streets, speeding on arterial roadways will be a key consideration of other city projects such as a corridor studies.

Critical Emergency Response Route (CERR)
The Fire Department, coordinating with the Transportation Division, designates routes that are essential for emergency response access throughout the city. The NSMP has the potential to impact emergency response because traffic calming measures that are effective in slowing vehicles will have a similar effect on emergency response vehicles. NSMP projects that are proposed on CERRs will undergo special consideration through this program. A map of CERRs in the City of Boulder is included as Attachment A.

2014 Transportation Master Plan and Toward Vision Zero
Continuing to improve transportation safety is a primary objective for the City of Boulder. The 2014 Transportation Master Plan affirmed the city’s on-going commitment to safety by establishing a new objective: Toward Vision Zero (TVZ) – to reduce collisions for people using all travel modes, with the goal of achieving zero serious injuries and fatalities resulting from traffic collisions. This objective reflects a national and worldwide approach to innovate and use a data driven, interdisciplinary approach to improve safety for people using all forms of transportation.

The NSMP is one method by which the city is actively working to achieve its safety objectives. While the direct safety benefits of implementing traffic calming through the NSMP are not measured, the perceived safety benefits of the NSMP can positively impact neighborhood livability and mobility for all people using the street.

Simple and Complex Projects
Through the NSMP process, potential project locations are categorized as “simple” or "complex". Project categorization allows the program to evaluate a range of project types and specifically prioritize those locations that have an evident need and a relatively low cost. Simple projects are defined as those that are expected to have a localized impact on reducing speeds, address speeding issues on one short segment of a non-CERR street, be completed at a lower cost (less than $10,000 per project), and have little effect on traffic diversion. If through the community engagement process, the “simple” project parameters change, the project will be re-categorized as a "complex" project.

Program Goals and Policies
Goals of the NSM:
• Enhance neighborhood livability by reducing speeding traffic
• Involve neighborhood residents in addressing neighborhood-identified speeding issues
• Use clear evidence and a documented process to support the prioritization of neighborhood traffic calming activities and identify impacts of such activities (i.e., impacts to traffic diversion)
• Effectively address the public safety interests of emergency responders
• Reflect the overall city transportation and environmental policies and values with emphasis in Toward Vision Zero and the Transportation Master Plan

Policies of the NSM:
NSMP polices are guidelines by which the program is conducted. The following policies provide a basic framework for neighborhood speed management in the City of Boulder:
• NSMP projects may only be initiated for streets within the City of Boulder.

• While it is possible for an NSMP project to be initiated by a non-resident of a neighborhood, the process will favor feedback and participation from the people living in the neighborhood where the project will occur.

• Any residential street, which is classified as a Local or Collector roadway, may be considered for traffic calming through this program. (The city’s street classification map is included as Attachment B).

• Each NSMP project will include a logical project boundary that will address the issue of displacement/diversion as a result of a NSMP project. This may include expanding a project area to include streets impacted by future projects.

• The program will seek to balance the goals of efficient emergency response and reduction of speeding traffic.

• The goal of the NSMP is to reduce speeding traffic and not to address other transportation issues such as high crash locations, noise mitigation, traffic signal operations or overall street classification system.

• Implementation of the NSMP will be in accordance with the procedures set forward in this document, in keeping with sound engineering practices, and within the limits of available resources.

• With input from the community and the TAB, the City may modify and update policies and processes of the NSMP to adapt to changing needs of the community.

NSMP Process

Neighborhood speed management for the City of Boulder is carried out in a series of steps beginning with an individual completing an online registration form. See the NSMP Process Details (p. 4), chart (p 10), and schedule (p. 11) for specifics of the NSMP process.

Application Retention Option

All applications have the option to be retained in the program for a period of two-years. Applications that are not prioritized for engineering treatments in the first year, are eligible for re-enrollment in the program at the data collection step of the process, in the following program year. Re-enrolled applications will not be required to collect petition signatures in a subsequent year.

Engineering Device Replacement and Removal

Existing traffic calming engineering treatments, or treatments constructed through the NSMP, will be reconstructed by the city during regular street maintenance. Engineering treatments that are constructed through the NSMP are not eligible for removal for a period of three years following project construction unless the city determines there to be a safety or maintenance issue as a result of the NSMP project. If a neighborhood desires to have NSMP treatment removed after the three-year grace period, the applicant must follow the regular NSMP process including gathering of signatures and attending a public hearing with the TAB. If removed at the request of a neighborhood, the neighborhood is responsible for providing 100% of the funds for treatment removal.

Funding

NSMP project design and construction will be funded entirely through the program’s budget. The City commits to build NSMP projects to a good level of quality. If a neighborhood desires to enhance the design beyond this level, the neighborhood is responsible for the difference in construction costs.
NSMP Process Details:
(Note to the reviewer: A rationale for design has been provided to explain development of each step the process, including how the NSMP process relates to the past NTMP, to other programs from around the country, and to community feedback provided during the NSMP development process. This discussion will likely be removed in the final draft of this document):

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<thead>
<tr>
<th>Process Step</th>
<th>Rationale for Design</th>
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<tr>
<td>1. Online Registration</td>
<td>Several cities use an online registration that is submitted by a member of the community to initiate a project. Some communities use a registration period. According to coordinators of these communities, this helps build interest in the program and consistency in how neighborhood issues are presented to the city in the program.</td>
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A. Registration period
- City opens a program registration period by activating a form online and posting hard copies at several city locations.
- Individuals submit an online or hardcopy application form. Information fields on the form include contact information, location, and description of traffic issue.
- All applicants will receive an education packet that includes information about a self-facilitated meeting instructions and enforcement options.

B. Project eligibility review
- The program coordinator reviews each form for completeness and eligibility based on program goals and policies.
- For eligible applicants, staff sends a petition template, program education materials, and the date for a TAB public hearing for project prioritization.

At the final Boulder public meeting, in April 2017, the public generally articulated a preference for making an application easy to complete by at least one person who may or may not live in the neighborhood.
Process Step

2. Enrollment/Data Collection

A. Signature gathering

- The applicant must collect signatures from either 20 neighbors or 30 percent of households on the same block (including a side of the street adjacent to where traffic calming is desired, or households on at least one entire street block adjacent to an intersection where traffic calming is desired).
- The applicant submits the petition to the city, which initiates data collection by staff.

B. Scoping and data collection

- If an applicant submits a viable petition, the program coordinator develops a scope for the project and defines a project area.
- The program coordinator facilitates the collection of project data to establish project criteria score. (Data collection and scoring methods are discussed in detail below). Data collected include:
  - CERR or non-CERR designation
  - Five most recent years of historic speed-related crashes in project area
  - Motor vehicle speeds collected on block for three days
  - Traffic volume data collected on block for three days
  - A determination of the presence of activity generators (schools, congregate care facilities, transit stops, parks, crosswalks, etc.) within one block of the location
  - Lack of or type of sidewalks in project area
  - Lack of or type of bicycle facility in project area
  - Preliminary cost estimate (range)
- The program coordinator develops a project criteria score based on analysis of project data and screens projects that are below the speeding threshold. A speeding threshold is defined as the 85th percentile of vehicles traveling at speeds greater than three (3) miles per hour (m.p.h.) above the posted speed limit or greater for one day of the designated observation period.
- The program coordinator sends correspondence with education and enforcement program options to applicants that registered for the program and did not meet speeding threshold minimum.
- The program coordinator categorizes projects passing the minimum speeding threshold as simple or complex.
- The program coordinator releases a scoring and ranking report to all applicants and posts it online.

Rationale for Design

The original NTMP process required a petition be completed more than 50 percent of the affected neighborhood. Most comparable communities require some show of level of support for a treatment during the process, but there is variability in how many signatures are required.

The public generally favored requiring a lower level of support. The preferred method was a petition. Public discussion highlighted the need to balance the time and resources people spend to initiate projects with the desire to engage neighbors and have people talk to each other about the issues. There may be some interest in combining the petition process with an online questionnaire to give people multiple ways to weigh in. Finally, the definition of household should address different household types (single family, multi-family, rentals, etc.).

Prioritization follows data collection, in accordance with comments received from the public. While some participants preferred no separation of simple and complex projects, most supported an approach to allow for a faster turnaround on simple projects and to better manage limited funds.

Some members of the public envisioned public input in the determination of simple and complex projects. While this program stipulates that staff will make the determination based upon predetermined criteria, there is the opportunity for a simple project to be identified as complex based upon public comment at the hearing before TAB. The posting of the scoring and ranking of all projects responds to the desire to have results made public.
3. Neighborhood Notification and Prioritization

**A. Preliminary selection of priority projects**
- TAB is presented with the ranked list of projects and a recommendation from staff that identifies which projects to move forward for neighborhood notification.
- TAB provides a recommendation to staff.
- Staff develops the final neighborhood notification list of priority projects.

**B. Neighborhood notification of priority projects**
- All households within the scoped project area for projects that are in the priority programming list receive a mailing with a notification of the interest to install traffic calming and a date for the TAB public hearing.
- Street signs are posted within the project area with TAB hearing notification.

**C. TAB information packet**
- TAB is provided with an annual program briefing, which includes submitted registration forms, completed petitions, project cost estimates, and project criteria scores for all registered projects for that program cycle and a staff recommendation for a prioritized list of projects.
- TAB is provided with project prioritization options generated by city staff (including the high-priority simple and complex projects) for their consideration and recommendation. TAB has the option to recommend that staff revise the staff-provided prioritization list.

**D. TAB Prioritization**
- TAB holds a public hearing to hear additional support or concern from the public.
- TAB provides a recommendation to staff on a list of projects (both simple and complex) to begin the design process in the coming year.
- Staff considers TAB’s recommendation to finalize or modify the priority project list for the program in the upcoming year.
- A final prioritized list of projects to be worked on in the upcoming year is published on the city’s NSMP website, and the program coordinator informs the respective applicants.
- Projects that are not prioritized are automatically enrolled in the program the following year and are not required to re-gather petitions. These projects will be automatically re-evaluated starting with program step 2-B.

The TAB public hearing responds to the public’s desire to have TAB involved to ensure transparency. While individual mailings can be expensive as a mode of notification, this approach should ensure that each household in the scoped project area has an opportunity to weigh in on the project prioritization before the project is programmed and designed. Neighborhoods will be encouraged to do additional outreach prior to the hearing (meetings, online questionnaires, etc.) but these activities will not be staff sponsored.
### Process Step

#### 4s. Project Development – Simple

**A. Neighborhood forum**
- The program coordinator sends the internal program project team (fire, police and other internal staff) information about prioritized simple projects.
- The neighborhood is invited to a forum for all simple projects where neighbors can provide input on traffic issues and proposed design concepts.
- The program coordinator works with internal staff and the program project team to revise designs based on community forum input.

**B. Recommendation at TAB**
- TAB is provided with a staff recommendation for each project and with information from the community forum and is asked to make a recommendation about whether to proceed with each project.
- Staff notifies neighborhoods of the final TAB recommendation

### Rationale for Design

**About simple and complex project categorization:**

Some communities categorize projects in this way. Vancouver, WA offers a striping-only track and a physical device track. Longmont, CO has simple and complex project tracks. Most of those that do, have a similar method of increasing the community engagement for the more complex projects.

The prior program was prescriptive in how projects were selected for construction. This method allows the city to be flexible in how it programs project cycles. In early years of the program, the city may choose to focus on addressing a backlog of simple project locations. There may be some years when the city chooses to focus on one or two complex project locations.

Public comments suggest a preference for receiving relevant materials and participating via an online questionnaire at this time, although
### Process Step

4c. Project Development – Complex

<table>
<thead>
<tr>
<th>Process Step</th>
<th>Rationale for Design</th>
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<tbody>
<tr>
<td><strong>A. Internal coordination meeting</strong></td>
<td>some also suggested a neighborhood open house. To make sure everyone in the scoped area has the chance to learn and ask questions about and provide input any traffic calming design and construction project, a neighborhood meeting is planned at this time for simple projects. It may be advisable to post an online questionnaire to elicit broader input in advance of the neighborhood meeting.</td>
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<tr>
<td>• The program coordinator organizes an internal meeting to discuss project issues, potential impacts and proposed program actions for each complex project. This meeting includes relevant city departments and work groups, including police, fire, maintenance and utilities, as well as other agencies and organizations, as appropriate.</td>
<td>Most participants agreed that complex projects would have more avenues to inform and involve the neighborhood than simple projects. Suggestions included a neighborhood forum, information materials and an online questionnaire. The project team included three touchpoints with the neighborhood during design based on past experience that multiple points of involvement work best in designing the engineering treatment; these include 1) allowing people first to understand the issue, 2) then providing an opportunity for interested residents to provide input on designs and 3) finally, explaining the proposed recommended design and the rationale for choosing it.</td>
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<tr>
<td><strong>B. Neighborhood meeting series</strong></td>
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<td>• Staff hosts a neighborhood meeting series for each complex project to develop design options for engineering treatments:</td>
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<tr>
<td>• Meeting #1 – Discuss traffic issues and potential design concepts</td>
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<td>• Meeting #2 – Present and collect input on design options</td>
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<td>• Meeting #3 – Provide a staff recommendation at a neighborhood forum. The revised design presented in meeting #3 is posted online. A neighborhood questionnaire is made available to everyone in the project boundary to collect input on Staff recommendation.</td>
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<td>• The program coordinator posts information about meetings, project questionnaire and input gained from the neighborhood on the NSMP webpage.</td>
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<td><strong>C. Recommendation at TAB</strong></td>
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<td>• TAB is provided with the staff-recommended design and information from the community outreach. During the public hearing, TAB is asked to make a recommendation to council.</td>
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<td><strong>D. City Council Call-up</strong></td>
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<td>• TAB provides City Council with a recommendation and other project information and is asked to consider project construction as an informational Call-up item.</td>
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<td>• Staff notifies neighborhoods of the final project decision</td>
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Data Collection and Scoring Process
The data collection and scoring process occurs for every registered project that meets the program policies described above.

NSMP Data Collection Method

Speed and Volume Data:
- For each application location, the City of Boulder will collect three days of speed and volume data (days of the week selected for collection may vary depending on the situation).
- The volume will be the average of the three days, but the speed data will be three distinct data points.
- The 85th percentile speed will be captured for each of the three days and the highest will be used in the analysis.
- If the 85th percentile speed is not at least three or more m.p.h. higher than the speed limit for at least one of these days, the application is only eligible for education and enforcement through the program.

Crash Data:
- Review crash history - Note any speed-related crashes in the corridor that engineering judgement suggest may have been mitigated by engineering treatments.

Bicycle/Ped Facilities:
- Differentiate between 1) No sidewalk; 2) Attached sidewalk; 3) Detached sidewalk, and, Motor vehicle volume.
- Differentiate between 1) No bike facilities; 2) Designated bike route; 3) Conventional on-street bike lane; 4) Buffered or protected bike lane.

<table>
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<tr>
<th>Criteria</th>
<th>Points allocated</th>
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<tr>
<td>Speed</td>
<td>Three (3) points for each mile per hour greater than the speed limit (Maximum of 45 points)</td>
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<td>Traffic Volume (Vehicles per day)</td>
<td>One (1) point for every thousand (1000) vehicles per day (Maximum of 20 points). Volume data will be rounded to the nearest 100 vehicles per day; Traffic volume of less than 1000 vehicles per day receives one point</td>
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<td>Crashes</td>
<td>Five (5) points for each reported speed related crash in the past three years (No point maximum)</td>
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<td>Sidewalks and bike routes</td>
<td>Maximum of 4 points</td>
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<td>No points for detached sidewalks</td>
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<td>One (1) point for attached sidewalks</td>
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<td>Two (2) points for no sidewalks</td>
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<td></td>
<td>No points for buffered/protected bike lanes or for no bicycle facility designation</td>
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<td></td>
<td>One (1) point for bike lanes</td>
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<td>Two (2) points for a designated bike route</td>
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All sidewalk and bike route scores will have a 2x multiplier for streets with traffic volume equal to, or greater than, 4,000 vehicles per day

Activity generators: Five (5) points for projects within one block of a school, park, neighborhood commercial area; or including unprotected crossing treatment in the block
NSMP Process Chart

**Phase 1 - All Applications**

1. **Online Registration**
   - Individual submits program registration form within the designated registration period
   - Staff completes project eligibility review

2. **Enrollment/Data Collection**
   - Neighborhood collects signatures for petition
   - Staff develops project scope and impact area definition
   - Staff facilitates data collection, analysis, and preliminary prioritization

3. **Neighborhood Notification and Prioritization**
   - The TAB provides a recommendation for neighborhood notification
   - Staff notifies, by mail and posting, all households within a scoped project area
   - The TAB is provided with prioritization options
   - The TAB provides recommended project prioritization

**Phase 2 - Simple Projects**

4. **Project Development**
   - Staff notifies program project team of upcoming projects and facilitates neighborhood forum
   - Staff revises concepts based on input and communicates with neighborhood (online information and questionnaire)
   - TAB recommendation

**OR**

**Phase 2 - Complex Projects**

4c **Project Development**
   - Staff facilitates internal coordination meeting with project stakeholders (police, fire, other interested parties)
   - Neighborhood open house series and communication (3 community meetings, online questionnaire)
   - TAB recommendation
   - City Council recommendation

**Phase 2 - Simple or Complex Projects**
## Annual NSMP Cycle

The typical program cycle will occur over the course of two to three years depending on the complexity of the project. Project prioritization occurs every year beginning with the registration period in January and concluding with a TAB meeting in December. In year two, staff works with the neighborhood to design projects and construction begins. For the most complex projects, construction will likely continue into year three.

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<tr>
<th>ID</th>
<th>Program step</th>
<th>Jan</th>
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<td>1-A</td>
<td>Registration period</td>
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<td>1-B</td>
<td>Project eligibility review</td>
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<td>2-A</td>
<td>Signature gathering</td>
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<td>2-B</td>
<td>Scoping and data collection</td>
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<td>3-A</td>
<td>TAB Briefing</td>
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<td>3-B</td>
<td>Neighborhood notification</td>
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<td>3-C</td>
<td>TAB Prioritization meeting</td>
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<table>
<thead>
<tr>
<th>Design &amp; Implementation in Year(s) Two (Three for complex projects)</th>
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<tbody>
<tr>
<td>4s Simple Project Track</td>
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<tr>
<td>4s-A Neighborhood forum</td>
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<tr>
<td>4s-B Recommendation at TAB</td>
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<tr>
<td>4s-C Final Design</td>
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<td>4s-D Construction</td>
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| 4c Complex Project Track                                        |
| 4c-A Internal coordination                                     |
| 4c-B Neighborhood meeting series                               |
| 4c-C Recommendation at TAB                                     |
| 4c-D City Council Call-up                                       |
| 4c-E Final Design                                               |
| 4c-F Construction                                              |

| Action taken by neighbor(s)                                      |
| Facilitated by Program Coordinator                              |
| TAB recommendation                                              |
| Council Call-up                                                |
| Contract                                                        |

*New program cycle*
Attachment A. Critical Emergency Response Routes (updated 2017)
Attachment B. City of Boulder Street Classifications