



**INFORMATION PACKET  
MEMORANDUM**

To: Members of City Council

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Date: January 17, 2017

**Subject: Information Item: Update on Chautauqua Access Management Plan (CAMP)**

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**EXECUTIVE SUMMARY**

The purpose of this briefing is to provide council an update on the Chautauqua Access Management Plan (CAMP) process, following the May 25, 2016 information item. The work plan was based on guidance provided by council at the Feb. 9, 2016 study session, at which time council supported staff's recommendations to proceed with development of a pilot in 2017 and operating assumptions for the CAMP. Subsequent staff work has focused on data collection and analysis to understand the current issues, identifying what pilot(s) might be feasible for implementation in summer 2017 and related community engagement priorities. This memo includes a description of the results of the 2016 work plan and a preview of what steps lie ahead in 2017 to fulfill council direction to implement a pilot in summer 2017, which will inform subsequent development of a final Chautauqua Access Management Plan.

**FISCAL IMPACT**

The approved 2017 budget includes \$100,000 for implementation of a CAMP pilot in summer

2017, based on a very preliminary estimate of possible expenses. That estimate lacked details of the components of the pilot program to be implemented. Expenses in 2017 may include: costs of physical and programmatic implementation of the selected pilot program(s) (e.g., signage, pay stations, contracted transit service and other infrastructure), enforcement (additional or reallocated from other parking services areas), data collection and analysis to gauge the pilot's effectiveness (including consultant support), consultant support to develop a post-pilot plan, and additional community engagement activities to inform a proposed final plan. Total expenses in 2017 are expected to significantly exceed the approved budget of \$100,000, not including the significant multi-department staff time required to complete the project.

## **COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS**

- *Economic:* Chautauqua is a significant attraction that draws thousands of people to Boulder each year. Strategies that limit access to Chautauqua may have negative economic impacts, while strategies that promote access may have positive economic impact. The proposed 2017 pilot program may include paid parking as one of potentially several access and parking management strategies to be tested in summer 2017. Funds generated could be used to offset pilot costs.
- *Environmental:* The CAMP pilot program will explore ways to manage existing demand for transportation access (including parking) to and from the Chautauqua area in ways that minimize vehicular and parking impacts to surrounding neighbors, the visitor experience and the area's natural and cultural resources and to reduce carbon consumption and production of greenhouse gases associated with use of single occupant vehicles.
- *Social:* The strategies to be developed and implemented as a pilot program in summer 2017 will address the acknowledged obligation to produce a tailored access management strategy in the Chautauqua area to balance the access of the variety of users and modes while also maintaining the natural, build and historic environments. It is the intent of the pilot to balance any limitations on access via vehicles with increased opportunities to access the area via alternative modes.

## **BACKGROUND**

In 2015, the city and the Colorado Chautauqua Association (CCA) entered into a new lease, effective Jan. 1, 2016. The lease contains the commitment of the city and CCA to develop a Chautauqua Access Management Plan ("CAMP") according to the following specific governing principles:

- Chautauqua is a unique shared resource requiring unique solutions.
- Chautauqua is a National Historic Landmark.
- The needs of all stakeholders, including the Association, cottage owners, park users, open space users and neighbors should be considered.
- A mix of uses must be accommodated.
- Pedestrians must be given priority on narrow streets without sidewalks.
- Traffic circulation should be minimized in the interests of pedestrian safety and user experience.

- Parking demand is seasonal and solutions need not address time periods during which access is readily available.
- During peak periods, the parking needs of users in the historic core should be prioritized, but not exclusive.
- A seasonal transportation demand management (TDM) plan for employees should be implemented.
- The right of public access should not be restricted except for good cause, with such restrictions minimized as appropriate.
- The interests of the surrounding neighbors should be addressed.
- Any plan should be flexible to address changing circumstances.
- Access management should be consistent with the Guiding Principles for Place Management and Fiscal Sustainability.
- Consistent with the city's climate commitment and sustainability and resilience goals, any plan should support public transit, alternative modes of transportation, a reduction in vehicle miles traveled and a reduction in visits in single-occupant vehicles.

In addition to the CAMP governing principles contained in the city-CCA lease, relevant guidance for this plan also includes the city's [Access Management and Parking Strategy](#) (AMPS) guiding principles:

- Provide for all transportation modes
- Support a diversity of people
- Customize tools by area
- Seek solutions with co-benefits
- Plan for the present and the future
- Cultivate partnerships

At a study session on Feb. 9, 2016, staff sought council feedback on the process for development of the CAMP. Council members supported staff's recommendation to collect new (updated) data in summer 2016, followed by development of a CAMP pilot program for implementation in 2017.

### **The CAMP Community Engagement Process**

To gain input on the many perspectives on Chautauqua from a variety of users and stakeholders, the project team has used and will continue to employ various communication tools to foster outreach and engagement. As reported in the May 25, 2016 Information Item, the project team presented the CAMP 2016 work program and received input from approximately 50 community members who attended the CAMP Open House on April 28, 2016 as well as from the Colorado Chautauqua Association board of directors, the Open Space Board of Trustees (OSBT), the Transportation Advisory Board (TAB), the Parks and Recreation Advisory Board and the Landmarks Board.

Project staff widely communicated a solicitation to serve on the CAMP Working Group (CWG) via strategies including use of city and other mailing lists, social media, traditional media and flyers posted at Chautauqua and other locations. The stated charge of the CWG is to help city staff recommend to respective city boards and city council which short-term measures could be implemented and evaluated in 2017, with the acknowledgement that beyond the summer 2017 pilot, additional community process will help craft the final plan. Twenty-seven applications were received and 10 community members were appointed by the city manager. Please see Attachment A for a list of the CWG members and their affiliations. A project webpage was created at [www.ChautauquaAccessManagementPlan.com](http://www.ChautauquaAccessManagementPlan.com) to provide project news, background, materials from the April 28, 2016 open house and the CWG meetings, and other resources, including a public comment e-mail address of [CAMP@bouldercolorado.gov](mailto:CAMP@bouldercolorado.gov). A meeting summary for each of the three CWG meetings to date is available on the CAMP webpage. Two more CWG meetings are scheduled for Jan. 19, 2017 and Feb. 23, 2017.

The next steps in community engagement are described below and are intended to engage users and stakeholders in helping craft specific proposed summer 2017 pilot projects that balance the need to maintain access with reducing use of single occupant vehicles and their impacts. All input received from all sources to date has been considered, and all upcoming input will be considered, by staff in identifying and analyzing potential pilots.

### **Initial Mitigation Strategies in Summer 2016**

Staff implemented several preliminary mitigation strategies in summer 2016 based on discussions with and feedback from residents within the neighborhood north of Baseline. Parking block striping (“Ls”) were installed in an attempt to address illegal parking blocking site lines and driveways. Additional enforcement staff was also deployed on peak weekend visitation days.

### **Summer 2016 Data Collection and Analysis – Key Findings**

Three types of data collection occurred in 2016 to aid development of a 2017 pilot program and subsequent evaluation of the implemented pilot. First, the Fox Tuttle Hernandez Transportation Group collaborated with multiple city departments and the Colorado Chautauqua Association (CCA) to monitor and collect parking utilization and duration data as well as speed and volume data in and around the Colorado Chautauqua National Historic Landmark, including the surrounding neighborhoods. Data collection took place on multiple days in July and August. A map showing the boundary of the parking utilization and duration data collection and speed and volume data collection study area is included in the May 25, 016 Information Item to council. Second, RRC Associates developed a user intercept survey. This survey was conducted at multiple locations throughout the Chautauqua campus by a team of trained interviewers between June 30 and Sept. 4 throughout the day, from morning through early evening, on various days of the week. A total of 1,491 interviews were completed. Third, OSMP staff analyzed updated

visitation counts in 2015 and administered visitor surveys at the Chautauqua trailheads in 2016 that were specifically designed to support the CAMP process. This data is available for review on the CAMP webpage, including a high-level summary of more than 650,000 data points collected during summer 2016.

The data collection efforts included new parking observation areas that have not been studied in previous field studies, new observations of bicycle demand, new travel pattern data beyond the Chautauqua area, and a shared street safety analysis within Chautauqua. The specific data collected included:

- **Travel pattern and arrival routes**

Acyclica readers detect a portion of the Wifi or Bluetooth signal that emits from a mobile device or vehicle. The city's Acyclica readers at four locations external to Chautauqua and two readers deployed within Chautauqua yielded data on two days that indicated arrival direction patterns of Chautauqua area visitors.

- **Vehicle traffic and speeds**

Using traffic count and speed data equipment at various locations on roadways in and around Chautauqua

- **Parking supply, duration, and utilization**

Through FTH field observation and photo documentation walking routes each hour for eight hours over 11 collection days with different usage patterns – concert and non-concert, weekday and weekend – as well as license plate recognition technology

- **Bicycle parking and usage**

Through FTH field observation over two days

- **Rideshare usage and drop off locations**

Using FTH field observations over 11 days while conducting the hourly parking supply, duration and utilization observations and photo documentation and on two concert nights

- **Shared Street interactions**

Through video camera footage of Kinnikinnick Road analyzed by FTH

Key findings from the transportation data collection, OSMP surveys and RRC user intercept surveys included:

- Approximately one-third of visitors to the Chautauqua area are city of Boulder residents, approximately another third are non-city Boulder County residents and the remainder

come from other Colorado communities like Denver and Broomfield or from out of state (California and Texas, for example).

- Approximately 70 percent of visitors who live between two and four miles from the Chautauqua area arrive by automobile and do so several days per week.
- Data collected from August to November suggests that Open Space and Mountain Parks (OSMP) visitation at Chautauqua more than doubled between 2004 and 2015. The largest component of this increase can be attributed to visitors living outside the City of Boulder.
- Visitation to Chautauqua trailheads is twice as much on a weekend day compared to a weekday and typically peaks around 11 a.m.
- Visitation to Chautauqua trailheads is typically around 2,500 people per day and can be as high as 5,000 people per day. (Note: Visitation levels will not explicitly be capped or limited as part of the CAMP.)
- Almost half of the people surveyed when visiting Chautauqua trailheads stated that they found it “easy” or “very easy” to find parking. Less than one third found it “difficult” or “very difficult” to find parking.
- The majority of people traveling to the Chautauqua area arrive from the south, using either US-36 or Broadway to access Baseline Road. Between a quarter and a third (varies by day) come from the north (downtown) and arrive by 9th Street. Most of the remainder come in from the east or northeast (east Boulder, Longmont, Lafayette, etc.). When entering the historic district, more than 80 percent enter from the Baseline Road/Grant Place/Kinnikinnick entrance.
- The duration that people parked in the Chautauqua area averaged close to three hours per visit. Parking duration in the Ranger Cottage lot, around the Chautauqua Green (city park) and in the neighborhood north of Baseline were typically between two and three hours. Parking duration on Baseline was shorter and parking duration within the leasehold was longer.

It also was observed that:

- Access for visitors with mobility impairments is limited.
- There are public parking spaces in the downtown, the CU campus and along South Boulder Road/Table Mesa and Broadway that many Chautauqua area visitors pass on their way to the site. The number passing these spaces and the availability of parking in these spaces is highest on the weekend when visitation to the Chautauqua area is highest.

### **Issue Statements**

Potential summer 2017 pilot projects will be targeted to mitigate the following main issues identified from the technical and survey data collected in summer 2016 and based on input from the CWG:

- The vast majority of visitors to the Chautauqua area arrive by automobile which, combined with the popularity of the area, creates traffic congestion, parking congestion and greenhouse

gas emission levels that do not meet the city's transportation mode choice or environmental goals.

- Parking demand within the Chautauqua complex exceeds supply, resulting in the surrounding neighborhood streets (within the CCA leasehold and north of Baseline) becoming overflow parking for the site and creating a variety of concerns for the residents of those streets, including lack of access to on-street parking for their own homes, illegal parking that limits sight distance to conflict areas, and issues with trash, noise and verbal conflicts.
- On streets within the National Historic Landmark itself (i.e., the CCA leasehold area, the city park commonly referred to as "The Green" and the Ranger Cottage parking lot), pedestrians walking in the street (no sidewalks) are in conflict with motor vehicles, including those looking for parking spaces.
- Chautauqua Auditorium event night shuttle buses become problematic for the neighborhood east of Chautauqua because of requests from some shuttle riders for Americans with Disabilities Act (ADA) drop-off at the Auditorium via Columbine vs. regular drop-off on Baseline, creating noise and odor for east-side neighborhood residents and concerns about conflicts with pedestrians and other vehicles along Columbine.
- The CWG recommended adding as an issue for consideration speeding on residential streets within and outside of the historic district.

### **Chautauqua-area Transit**

The city contracted with Jarrett Walker & Associates to complete a Chautauqua area transit study in support of the CAMP process and also the HOP Refresh initiative currently underway. The CAMP transit study was funded 50% by GO Boulder and 50% by the Boulder Convention and Visitors Bureau (BCVB). The study explores the possible role public transit could play in addressing CAMP issues. The CAMP Transit Study is scheduled to be presented to the CWG at its meeting on Jan. 19, 2017 and will be posted on the CAMP webpage. Additional staff exploration with various mobility partners also is underway regarding non-traditional transit options to consider for possible summer 2017 pilot. Recommendations on how to include transit in the 2017 pilot will result from these two efforts.

### **Initial Identification of Possible Summer 2017 Pilot Projects**

As discussed at the Feb. 9, 2016 City Council study session, options for the CAMP summer 2017 pilot will include consideration of:

- Some degree of managed parking within the Chautauqua leasehold area and possibly in the surrounding neighborhood as well. This could include parking restrictions similar to those provided by the Neighborhood Parking Permit Program.
- Some degree of paid parking, possibly in the Ranger Cottage lot, on the loop surrounding the park and/or on Baseline Road.
- Enhancements to other modes of transportation including but not limited to restoration of transit service to the Chautauqua area.

In response to the key data findings and the articulation of the target issues, staff initially identified a wide range of potential strategies for summer 2017 pilots in the form of a matrix (**ATTACHMENT B**) that identifies which issues the strategy addresses, associated considerations, implementation needs and potential impacts, concluding with an initial evaluation of the high-medium-low feasibility of summer 2017 implementation as part of a pilot.

Staff subsequently has been working on more detailed analysis of potential pilot projects. Staff anticipates recommending as summer 2017 pilots “packages” of actions that address multiple components across the multiple “zones” of greater Chautauqua and across all four categories of parking management, multi-modal improvements (including transit scenarios), infrastructure and programmatic changes. It will be essential to pursue a comprehensive strategy even for the summer pilot, as modifications in one area are highly likely to affect other areas. Two matters of concern are funding availability and timing of necessary approvals to implement the summer 2017 pilot. Given the \$100,000 budget in 2017, staff’s recommended summer 2017 pilots are anticipated to include both fiscally-constrained and recommended packages. The recommendations will include identification of trade-offs – why one recommendation vs. other options. (For example, while a paid parking scenario may produce revenue, it also would have significant upfront costs of installation and significant ongoing enforcement expense.) We note that any mitigation approach that includes an external alteration within the historic landmark district (e.g., a parking payment kiosk) would be dependent upon issuance of an LAC. Any mitigation approach that includes parking management through a permit system within the CCA leasehold or on Sundays and holidays anywhere in the study area may require an ordinance amendment (two readings, public hearing and 30-days to effective date). The reality of these additional required processes could mean that either these strategies cannot practicably be tested this summer or that they can be tested over a shorter pilot period in summer 2017 than would otherwise be desirable.

## **NEXT STEPS – 2017 WORK PLAN**

### **• Additional Community Engagement**

- Community Questionnaire – An informal tool to gauge community support for possible approaches, this questionnaire will not be statistically valid – that is, it could not be generalized to represent the views of a larger group of people than those who completed it. However, it will provide staff and council an opportunity to hear from a wide range of stakeholders, including neighbors, CU students, non-city residents, CCA employees and others. It will be distributed by mid-January and close by mid-February.
- Community Open House – Jan. 26, 2017 at Chautauqua Community House
- The city’s Community Newsletter – sharing the city’s lease commitment to action on Chautauqua access management, identifying the issues to be addressed and alerting the community to expect summer 2017 pilot programs - Feb/March edition



- **CAMP Working Group meetings #4** (Jan. 19) to discuss transit options and give input on staff's preliminary recommendations and #5 (Feb. 23) to give input on staff's near-final recommendations
- **Outreach to Boards and Commissions** (Feb/March) to give input on staff's near-final recommendations

**Staff will return to City Council on April 4, 2017 for consideration of recommended summer 2017 pilots** – this date is critical to allow for necessary preparation for implementation in summer 2017. Thereafter, the staff work plan will include:

- Preparation for implementation, including application for any required LACs and processing of any ordinance amendments
- During and following implementation in summer 2017, evaluation of pilot results to inform development of an actual plan
- Return to council to report on results of the summer 2017 pilot and recommended process to develop a final CAMP (Fall 2017)
- Development of a CAMP, including community engagement (Fall 2017 to Winter 2018)
- Return to council and CCA board of directors for consideration of a recommended CAMP (Spring 2018)

For additional information, please contact Bill Cowern at [CowernB@bouldercolorado.gov](mailto:CowernB@bouldercolorado.gov) or Susan Connelly at [ConnellyS@bouldercolorado.gov](mailto:ConnellyS@bouldercolorado.gov).

**ATTACHMENTS:**

Attachment A – CAMP Working Group members

Attachment B - CAMP Potential Strategies Under Consideration for 2017 Pilot (matrix)

## **ATTACHMENT A**

### **CAMP Working Group Members**

Curt Brown - current OSBT member

Patrick Casey - regular hiker/climber; CU employee; CU student in environmental science

John Kenyon - Chautauqua cottage owner/year-round resident and CCA board member

Joel Koenig – long-time Ranger Cottage volunteer (OSMP Volunteer of the Year 2014), CMF season ticket holder

Mary Ann Mahoney - Boulder Convention and Visitors Bureau

Roni Chen Maloney - avid multi-forms recreation user, regular attendee at CCA Auditorium programs, ecologist, former market research analyst, digital analytics consultant

Michael McCarthy – long-time homeowner/resident on 8<sup>th</sup> Street, attorney)

Mary Price – long-time homeowner/resident on 10<sup>th</sup> Street

Sara Pritchard - frequent hiker, worked at NCAR/now CU, attorney and

Tara Winer - homeowner/resident on Columbine, walks CCA leasehold and hikes daily

### Chautauqua Access Management Plan - 2017 Summer Pilot Options by Zone

Zone/Location	Leasehold/NH	Historic City District (Ranger Lot and Green)	Baseline Road	North NH (Sustainable Chautauqua)	East NH (Columbine)	Not location specific	General Considerations
Parking Management Strategies	Neighborhood Permit Parking Program (Requires Ordinance Change; may require Landmarks Alteration Certificate)	Paid Parking using installed Pay Stations (may require Landmarks Alteration Certificate/may require additional funding)	Paid Parking using installed Pay Stations (may require additional funding)	Neighborhood Permit Parking Program (Requires modification to NPP Regulations/May require Ordinance Change to allow Sunday/Holidays)	Additional Neighborhood Permit Parking Program proactively installed on any missing blocks (May require Ordinance Change to allow Sunday/Holidays)	Explore shared parking opportunities with NCAR to provide different trailhead access	Increased Costs for Increased Parking Enforcement in the Chautauqua Area, especially on Weekends
	Permit Only for CCA residences and employees only (Requires Ordinance Change; may require Landmarks Alteration Certificate)	Paid Parking using staff to collect fees with no infrastructure (Would require additional staffing/funding)	Paid Parking (with no infrastructure)	Permit Only - managed by City with permits issued selectively (COB residents only or by reservation)			Increased costs for the administration of any permit program
	Permit Only for CCA residences and Chautauqua area employees with permits issued selectively, such as Boulder residents only or by reservation. (Requires Ordinance Change; may require Landmarks Alteration Certificate)	Priorize/Reserve parking for Accessible parking and/or Tour bus parking and/or High Occupancy Vehicle parking (may require Landmarks Alteration Certificate)		Stripe Ts and Ls to organize and decrease density of parking in the Neighborhood			Increased short-term and long-term purchase, maintenance and operation costs to the City for strategies such as parking management and providing transit service
		Maximize parking on Green (angled parking) (may require Landmarks Alteration Certificate/may require additional funding)					Lost Opportunity Costs from staffing and funding
Multi-Modal Enhancements	Relocate and/or increase Bicycle Parking in the Chautauqua area (may require Landmarks Alteration Certificate)	Relocate and/or increase Bicycle Parking in the Chautauqua area (may require Landmarks Alteration Certificate)				Seasonal Transit service to the Chautauqua area - Routing options include:  A. Downtown to Chautauqua B. CU Parking to Chautauqua C. Table Mesa PnR to Chautauqua D. Combine A+B E. Combine B+C	
Infrastructure Strategies	Traffic Calming such as speed bumps or humps (May require Landmarks Alteration Certificate)	Elevated Cameras in parking lot or around Green (may require Landmarks Alteration Certificate)	Variable Message Signs (VMS) and/or other static signs to provide information about parking and about other access options such as shuttle	Traffic Calming such as speed bumps or humps	Traffic Calming such as speed bumps or humps	Variable Message Signs (VMS) and/or other static signs to provide information about parking and about other access options such as shuttle	
Informational/ Programmatic Strategies	Transportation Demand Management (TDM) for employees in area - Strategies could include paid permit parking with free parking for vanpool or carpool and/or parking cash-out program			Transportation Demand Management (TDM) for employees in area - Strategies could include paid permit parking with free parking for vanpool or carpool and/or parking cash-out program		Strong marketing strategy which includes website information informing people about access constraints, parking requirements and other trailhead opportunities	
		Shared Street Designation to legally prioritize pedestrians in street (may require Landmarks Alteration Certificate)					