

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

MEETING DATE: August 12, 2013

AGENDA TITLE: Staff briefing and Transportation Advisory Board (TAB) input regarding the August 27, 2013 City Council Study Session on the Transportation Master Plan Update.

PRESENTER/S:

Tracy Winfree, Director of Public Works for Transportation
Michael Gardner-Sweeney, Transportation Planning and Operations Coordinator
Kathleen Bracke, GO Boulder Manager
Randall Rutsch, Senior Transportation Planner
Chris Hagelin, Senior Transportation Planner
Marni Ratzel, Senior Transportation Planner
Micki Kaplan, Senior Transportation Planner
Cris Jones, Transportation Planner

EXECUTIVE SUMMARY:

This memo shares the draft memorandum for the August 27, 2013 City Council Study Session on Transportation Master Plan Update. The study session materials have been prepared to highlight updates and progress-to-date in each of the TMP Focus Areas as well as the integration efforts with the TMP Update and other city-wide planning initiatives.

Staff requests that Transportation Advisory Board (TAB):

- Provide comments on the draft memo and presentation for the August 27, 2013 Study Session

NEXT STEPS:

Work is continuing in all the Focus Areas of the TMP update and the TAB will be seeing monthly agenda items presenting the results of this work over the next eight months. Several study sessions are anticipated with City Council in early 2014 and these will be reflected in the updated TAB planning calendar.

While each TAB agenda item will provide an overview of progress in the update, they are scheduled to have the following emphasis areas over the Fall/Winter 2013:

- E-bikes Public Hearing (September)
- Update on community-wide Eco Pass Study with Boulder County (September)
- Bicycle and Pedestrian innovations updates, including status of implementation, performance measures and evaluation criteria/methodology for “Living Lab” demonstration projects
- Transit Planning: draft evaluation criteria, performance measures, and transit scenarios
- Updates on the Transportation Demand Management, Regional, and Funding Focus Areas
- Status report on TMP measureable objectives, including linkages with new Climate Commitment Greenhouse Gas reduction goal discussed at the July 30th City Council Study Session.

The public outreach related to the TMP update is also continuing on social media and a number of more traditional events have been scheduled. There will be a combined open house event in the later part of Sept. that will present the TMP update work along with other city planning efforts, including the Sustainability Framework, Civic Area plan, Climate Commitment, Sustainable Streets and Centers, Parking and Access Management Strategies, Comprehensive Housing Strategies and other city-wide planning initiatives. Staff also anticipates that TMP open house events may be held prior to a number of the TAB meetings in the Municipal Building lobby with the open house materials relating to the TAB agenda topics for that evening.

Other public outreach events will be occurring in the Bicycle and Pedestrian Innovations area as a number of bike and walk audits are scheduled through the fall. The bike innovations are being installed starting Aug. 2013 and will continue throughout Aug. and Sept.. TAB members will receive information on their locations as they are rolled out and are encouraged to ride and evaluate these treatments.

For on-going updates and more details regarding the TMP update, please visit:
www.bouldertmp.net

ATTACHMENTS:

- A. Draft of August 27, 2013 City Council Study Session Memo

MEMORANDUM

TO: Members of City Council

FROM: Jane S. Brautigam, City Manager
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DATE: August 27, 2013

SUBJECT: **Study Session on the TMP Update progress with an emphasis on the Complete Streets Focus Area, including Draft *Transit State of the System* report, Boulder County Eco Pass study and Bicycle Pedestrian Innovations**

I. EXECUTIVE SUMMARY

The City of Boulder's Transportation Master Plan (TMP) was created in 1989 and has been updated four times over the last 20 plus years. It is a mature plan reflecting more than 20 years of consistent policy direction and progress. The TMP has evolved through the application of available technology, new information and data, and the desire for the TMP to be a "living document" that dynamically reflects the needs and issues affecting the community. The 2012-13 TMP update builds on a strong foundation of success through policy refinement, using a collaborative approach and addressing the current and future transportation needs of the community while integrating with the city's broader community and sustainability planning efforts.

The TMP is set within the broader context of the Boulder Valley Comprehensive Plan (BVCP), with the resulting transportation system expected to support the sustainability and quality of life goals set by the community. It also has a key role to play in helping to achieve the community's Climate Commitment goals as determined by Council at the July 30, 2013 study session on climate action efforts. As part of evaluating these relationships, the TMP update process began

with the Policy Refinement phase in 2012 and included a comprehensive assessment of progress since 2002 relative to the existing six TMP objectives and each of the four TMP focus areas established in 2003. This phase included the development of the [2012 Transportation Report on Progress](#), a public phone survey and employee survey, consultation with the Transportation Advisory Board (TAB), an expert panel and cross-departmental interviews. These efforts and in particular the public phone survey showed strong public support for the policy direction of the TMP and particularly for enhancing the Eco Pass program and transit and bicycle systems. Based on the compiled information, Council directed that the city's transportation policy continues to produce positive results and has strong community support. Yet the TMP can benefit from refinements and City Council approved the update work program in September 2012 including the following direction:

- Maintain the existing four TMP Focus Areas:
 - Funding
 - Complete Streets, including transit planning as well as bicycle and pedestrian innovations
 - Transportation Demand Management
 - Regional Travel;
- Add a fifth Focus Area of “Integrate with Sustainability Initiatives.” This integrates TMP Update activities with the city's Sustainability Framework development, Civic Area plan, Climate Commitment, Sustainable Streets and Centers, Parking and Access Management Strategies, Comprehensive Housing Strategies and other city-wide planning initiatives.
- Add three new measurable objectives of *Safety, Neighborhood Accessibility, and Vehicle Miles Traveled (VMT) Per Capita*.

This study session is intended to describe the on-going TMP Update work efforts and provide progress reports in each of the TMP Focus Areas. The community listening and learning phase has produced themes in each work area providing a strong foundation for moving forward with the TMP update. Highlights of the Focus Area work efforts to-date include:

- **Complete Streets** Transit system planning as well as bicycle and pedestrian innovations are major emphasis areas in this update. With a bicycle system that is substantially complete and recognized as one of the best in the country, the bike innovations effort is focused on identifying the barriers that keep the estimated 60 percent of “interested but concerned” cyclists from using the system. A “living laboratory” approach includes bike and pedestrian audits with community members to identify potential barriers and opportunities and the pilot installation of innovative treatments that will be evaluated for their role in encouraging greater use. The bicycle and walking innovations being tested are included in **Attachment A**. As the other emphasis area, the transit planning process includes an extensive community engagement phase using a variety of new outreach and social media tools as well as traditional methods. Themes derived from this outreach and the technical analysis of the existing transit system are contained in the draft *State of the System* report. These themes, issues and opportunities will form the basis for transit

system scenario development in the next phase of work. The Executive summary of this report is included in **Attachment B**.

- **Regional Travel-** With the construction of US 36 multimodal improvements scheduled to be completed in Jan. 2016, the city continues to work with regional partners on fully implementing true Bus Rapid Transit (BRT) on US 36 and to promote regional high quality transit service through the RTD Northwest Area Mobility Study. This study is looking at both the potential for arterial BRT service and the phasing of rail service in the northwest area that could be supported by FasTracks. In addition, staff is working with Boulder County on outreach to other surrounding communities and to reach in-commuters as part of the city's TMP update process.
- **TDM-** The city is partnering with Boulder County on a Community-Wide Eco Pass Feasibility study. The purpose of the study is to evaluate the cost, induced transit demand and funding strategies for different implementation scenarios that would provide Eco Passes to residents, employees and university students of Boulder County. In addition, GO Boulder staff is partnering with Parking Services to develop the Access Management and Parking Strategies (AMPS) project. Several interdepartmental workshops have helped define the draft guiding principles and areas of focus for this project, which were reviewed by City Council at its Apr. 30, 2013 study session.
- **Funding-** The funding challenge remains a central focus of the TMP update. The investment programs of the TMP will be reviewed and integrated with the results of the Complete Streets planning and TDM efforts to develop investment programs consistent with the city's Sustainability Framework and Priority Based Budgeting.
- **Integrate with Sustainability Initiatives-** An integrated management structure for the TMP update and other planning efforts has been established along with a number of joint working teams. This integration is shown in the TMP update organizational structure in **Attachment C** and in the Transportation and Land Use - Sustainability Projects integration matrix contained in **Attachment D**. The Cool Planning workshop by Smart Growth America provided a unique forum for inter-department creative collaboration and the results of the workshop are being used in multiple city planning efforts.

II. QUESTIONS FOR COUNCIL

1. Does council have any questions on the information and work efforts to-date presented in each of the TMP Focus Areas?
2. Does council have any questions on the identified themes and next steps for the Complete Streets Focus Areas, including:
 - a. Transit planning, including Draft *Transit State of the System* report?
 - b. Community-wide Eco Pass study findings to-date?
 - c. Bicycle and pedestrian innovations?

III. BACKGROUND

Transportation Master Plan (TMP)

The TMP is set within the broader context of the Boulder Valley Comprehensive Plan (BVCP), with transportation supporting the sustainability and quality of life goals set by the community. The Transportation Master Plan (TMP) was first adopted in 1989 as the city's long-range blueprint for travel and mobility throughout Boulder. The original plan contained the objective of achieving a 15 percent mode shift away from the Single-Occupancy Vehicle (SOV) and set the city on the direction of increasing travel options. The plan called for funding improvements to all the modes and established a spending plan and a metrics program to assess progress. Subsequent plans established a more complete set of goals and objectives, developed modal plans for a complete multimodal system, established funding priorities and focus areas, and prioritized individual projects into a series of investment programs ranging from “Current Funding” to the “Vision Plan.”

As a result of the evaluation from the 2012 Transportation Report on Progress, the public phone transportation survey, employee survey, cross departmental interviews, TAB and the expert panel input, staff recommended that the city’s transportation policy continues to produce positive results and has strong community support but could benefit from refinement. This results of this Policy Review phase was presented to council in August and September 2012. City Council agreed with these results and directed that the work program be guided by the following:

- Maintain the existing four TMP Focus Areas with the following emphasis-
 - *Complete Streets*, (formerly Multimodal Corridors): Rename, address transit system planning, explore bike and pedestrian innovations;
 - *Regional Travel*: continue the existing approach with a focus on US 36, the Northwest Area Mobility Study and other regional connections;
 - *Transportation Demand Management (TDM)*: explore community-wide Eco Pass and develop TDM packages for development review;
 - *Funding*: diversify transportation funding options and explore opportunities for additional funding to support on-going basic operations and maintenance needs as well as capital funding to achieve TMP goals.
- Add “Integrate with Sustainability Initiatives” as a new, fifth Focus Area. For example, this includes integrating TMP Update activities with the city’s Sustainability Framework development, Civic Area Plan, Climate Commitment, Sustainable Streets and Centers, Parking and Access Management Strategies, Comprehensive Housing Strategies and other city-wide planning initiatives.
- Add three new measurable objectives of *Safety, Neighborhood Accessibility, and Vehicle Miles Traveled (VMT) Per Capita*.

IV. ISSUES

This section describes progress on the TMP update in each of the five Focus Areas, the relationship of the TMP focus areas with the Sustainability Framework and the integration of the TMP efforts with other city-wide planning initiatives.

The TMP Update:

Structure and Process

The TMP update process is integrated within the citywide organization through the project management structure shown in **Attachment C**. This structure includes intradepartmental teams to ensure on-going collaboration with other land use and transportation related planning efforts. This intradepartmental approach has been instrumental in establishing the TMP update project time line as shown in **Attachment E**. The timeline for the TMP update is coordinated with the other city-wide planning initiatives and includes joint opportunities for community outreach and presentations with Boards and City Council

Staff is providing monthly updates to TAB and will provide periodic updates to City Council through a number of scheduled study sessions. Final approval of the TMP update is planned for the second quarter of 2014.

Community Outreach Efforts

Engaging city boards, the Boulder community and agency partners is a challenge and opportunity in achieving the goals of the TMP update as well as related planning initiatives. Throughout 2013, staff and the TMP consulting team have developed a detailed schedule with key milestones for the public outreach process. Components of the public outreach process include community events, meetings with key stakeholders, online surveys, focus groups, web/social media, and the more traditional approaches of open houses and meetings with boards and City Council. An initial public open house was held on Mar. 4, 2013 in conjunction with the Smart Growth America *Cool Planning* workshop. A second open house with an emphasis on Bicycle and Pedestrian Innovations was held on May 15, 2013 and a third is planned for Sept. 2013.

In addition to the standard outreach practices of open houses, web materials, and print media, this update is utilizing a wide range of social media tools. These include Twitter, Facebook, Tumblr, and email blasts. These are used to announce events and encourage participation on TMP update web page, the Community Feedback Panel, the InspireBoulder site, the Design Your Transit site, and a variety of Bike Audits, Walk Audits, Focus Groups, and Storefront Workshops for all TMP update focus areas. One aspect of the success of these efforts can be seen from the number of community members participating in these efforts. A brief summary of this participation is provided in the following table.

Social Outreach Tools and Participation

Outreach Tool	Participation	TMP Aspects
InspireBoulder	10,000 visitors with 1300 active participants	14 topics posted with more than 100 interactions per topic
Design Your Transit System Tool	More than 1,000 responses to tool and survey	Of respondents, 50% were in 25-44 age group. 27% live outside of Boulder
Community Feedback Panel	More than 400 community members signed up to participate	Members recruited from other outreach activities and provide basic demographic for the analysis of responses
Tweets, Tumblr and other digital outreach posts	XX	

Community outreach has also included meetings with community stakeholders and regular meetings with both a transit Technical Advisory Committee (TAC) and a Bike/Walk Steering Committee. The TMP update community outreach events also provide the opportunity to share information regarding the other integrated planning initiatives underway in 2013.

A more comprehensive summary of the TMP community outreach is provided in **Attachment F** which provides detailed information on each of the community outreach efforts and highlights the results and key findings from the community input.

On-going and current information regarding the city's TMP update is available at www.BoulderTMP.net, including the boards used for the open houses and upcoming opportunities to participate in TMP outreach events.

TMP Focus Area Progress

Planning work is underway in all TMP focus areas; a brief summary of the work and progress to-date is provided for each focus area below:

Complete Streets

The Complete Streets Focus Area strives to accommodate all modes of transportation by including pedestrians, bikes, busses and cars as facilities are planned, designed and constructed. This focus area aims to develop the complete modal systems needed to accommodate increased travel while moving a greater percentage of that travel away from single occupant vehicles (SOVs) by enhancing options for biking, walking, and transit.

Bicycle and Pedestrian Innovations

Based on guidance provided by the TAB and City Council, “Bicycle and Pedestrian Innovations” are the first emphasis area within the Complete Streets focus area. This area is looking at fine-tuning the existing system through targeted enhancements to encourage use by a broad range of cyclists and pedestrians including all ages and abilities. Staff has also developed a ‘Living Laboratory’ approach to introduce and demonstrate a Boulder Walks program supporting pedestrian-scale environments that invite walking and to demonstrate innovative bike treatments to improve safety, and attract “interested but concerned” cyclists. These “interested but concerned cyclists” are people who like to ride a bike but don’t ride regularly as they feel uncomfortable or less confident riding in the roadway with automobile traffic and are estimated to be as much as 60 percent of the Boulder community,

The Bike and Pedestrian Innovations work to date has focused on establishing baseline conditions, conducting community outreach to understand mode choice decisions and identifying what tools and treatments are missing from the city’s walking and biking systems. The focus of this effort is to engage women, older adults and families with children, recognizing that a system that works for these populations will work for everyone. Equipped with this knowledge and through collaboration with the public, a Walk and Bike Action Plan will be developed to prioritize policies, projects and programs that will be fully integrated as part of the overall TMP Update.

Staff is also working with a Bike-Walk Steering Committee that includes representatives from local agencies, non-profits, and community organizations to provide input throughout the Bike and Pedestrian Innovations planning process. The purpose of the steering committee is to:

- share information and ideas;
- encourage community members to get engaged;
- provide input on the demonstration projects;
- help create programs to encourage increased trips on foot and bike; and,
- guide recommendations to include in the Bike and walk Action Plan.

The two major programs of the Bicycle and Pedestrian Innovations effort are described in more detail below.

Boulder Walks Program

The Boulder Walks program is a new initiative being launched in summer 2013 to encourage walking, build awareness of what contributes to a walkable community, identify needed pedestrian safety improvements and identify connections to transit and key destinations. The Transportation Division is working with Community Planning and Sustainability Department to integrate the program with the Sustainable Streets and Centers project and to utilize a new neighborhood access GIS tool (*aka* 15-minute or accessible and connected neighborhoods) to explore these connections.

Community walk audits are scheduled throughout the summer and fall to assess neighborhood and corridor walkability, the connectivity to destinations and the comfort of the surrounding environment from a pedestrian perspective. These audits include city staff and local community members allowing participants to become acquainted with historic landmarks and other points of interest along the corridor as well as with how land use and streetscape design can support best practices for a walkable community. As part of the audits, community members are asked to document their observations and findings through photos, videos and field notes to help guide policies and practices for improving walking conditions throughout Boulder. Another deliverable of the program will be to develop neighborhood-based walking maps highlighting points of interest and encouraging exploration of these neighborhoods.

Bicycle Innovations “Living Lab” Projects

A primary objective of the living laboratory is to introduce and test new types of bike facilities with the community. The locations chosen to demonstrate these new bike facilities are places where treatments can be implemented this year and that offer a real world environment for community members to experience them. Once they are installed, community members will be encouraged to interact with them, provide their input on these experiences and suggest other locations for these treatments in the community. Installation of the following bike innovation treatments are planned this summer and fall:

- Cycle Track (Baseline Road between 30th Street and Foothills Parkway);
- Buffered Bike Lane (University west of Broadway).
- Back-in-Angle parking (University east of Broadway);
- Advisory Bike Lane (Harvard Lane south of Dartmouth);
- Bike Boulevard (13th Street between Balsam and North Boulder Rec. Center);
- Bike Box (Folsom Street at southbound Canyon Boulevard);
- Green bikelanes in various high conflict zones including Colorado Avenue at Regent Drive; and,
- Update Bike Parking code requirements for new development to link with land use type and include short-term and long-term bike parking facilities (citywide).

There are several innovations under consideration that require additional study to explore community and board interest, including:

- On-street bike facility (Spruce Street between 15th and Folsom)
- Glow paint used in bike paths(Boulder Creek path at 29th Street, Bear Creek path at Martin Drive ;
- Slow zones to help cyclists feel safer in exposed areas;
- Development of an Electric Assist Bike Demonstration Pilot Project for multi-use paths; and,
- Revisioning 30th Street Corridor (between Baseline and Arapahoe).

It is anticipated that most or all of these future innovations may be advanced as part of the living laboratory concept in late 2013 or early 2014. A more complete description of all the proposed demonstration projects is included as **Attachment A**.

While an initial assessment of the demonstration projects installed this year will be conducted to help guide next steps in developing the Bike and Walk Action Plan, the living laboratory is likely to continue for 12 to 18 months. Staff anticipates that Federal Highway Administration (FHWA) authorization is required to experiment with advisory bike lane innovation(s) and timing as well as the evaluation criteria for this treatment depends on FHWA review and approval.

Performance monitoring of the bike innovation demonstration projects will include several qualitative and quantitative measurements including:

- Bike and walk audits, focus groups and a feedback panel to offer community interaction and public input before, during and after treatments are installed;
- Transportation data collected and analyzed to provide a before/after comparison of modal traffic volume, vehicle speeds and collision experience;
- Field observations to track driver and bicyclist behavior;
- A bicycle network analysis will be conducted to evaluate before/after level of "traffic stress" and define whether treatments reduce the stress level for bicyclists.

Bicycle and Pedestrian Planning Emerging Key Issues and Themes:

While staff continues gathering input and data as part of the TMP update, some key issues and themes relative to the walking and biking element have emerged:

- **It's all about promoting public health** – Look holistically at bike and walk mode share goals, including public health, land use and recreation. Make health a central message. It speaks to how to motivate people to choose biking and walking. Collaborate with community partners including Boulder County Public Health, CU-Boulder, Boulder Valley School District and the City Parks & Recreation Department.
- **Focus on the regional system and network** – With a resident population of about 100,000 persons and a daytime population of about 150,000, a significant percentage of travel trips is generated daily by in-commuters to Boulder. The TMP Update needs to work with regional partners and adjacent communities to collectively promote travel choices, identify and develop regional trail connections, and engage commuters who don't live in Boulder.
- **Land use and transportation relationship** – Boulder's land use and parking policies are key factors influencing the motivation for people to choose to bike and walk more. These areas must be integrated with the TMP goals to support changes in travel behavior.

- **Better north-south corridors** – In response to a question posted in the Inspire Boulder website, community members identified a need for better north-south bike corridors both on-street and off-street.

Transit Planning

The second area of emphasis within the Complete Streets Focus Area is transit planning. The city has made remarkable progress in our transit system since 1990 with a 300 percent ridership increase. However, over the past ten years transportation revenue has been stagnant, local transit service in Boulder has declined due to RTD service cuts, and the RTD FasTracks improvements in Boulder have been significantly delayed. The funding strategy used for establishing new transit service in the past is also no longer viable. Due to these factors, the city has not been able to implement a new local Community Transit Network (CTN) route since 2003 and is unable to keep pace with community transportation, TMP mode shift and sustainability goals.

In addition, areas of Boulder are experiencing a transition from suburban land use patterns to new opportunities for mixed use Transit Oriented Development (TOD), including new infill/redevelopment projects that need to be served with high quality transit. Key new developments include the projected opening of the Boulder Junction transit center in 2015, the Boulder Community Hospital expansion on east Arapahoe Avenue and on-going CU East Campus developments. The TMP Update, including the transit planning element, needs to address these multimodal transportation and land use challenges and opportunities.

Staff has been working with the TMP consultant team Nelson\Nygaard and the Transit Technical Advisory Committee (TAC) to implement community outreach strategies and facilitate technical data collection and analysis regarding the transit planning element of the TMP Update. While the work to generate a renewed vision for transit is in the early phases, the end product will be a strategic action plan for wise investment in transit over time, fully integrated with the overall TMP Update and other city plans and initiatives and informed by community sustainability and emission reduction goals.

To date, the initial transit planning work has occurred in two areas. The first is community “listening and learning” phase which has included a variety of robust community outreach efforts and innovative tools that will help to develop the renewed community vision for transit. A “Design your Transit System” Web tool was launched to the community in May and is available at <http://bouldertransitdesign.com>. City Council is encouraged to participate in the interactive tool and survey. The tool allows users to prioritize transit service, fares, connections, amenities etc and was a focus for the “listening and learning” phase of community outreach in May and June. The Public Outreach Summary included in **Attachment F**, contains more information on outreach efforts to date including emerging key themes and issues from the community.

The second area of transit planning is the technical data collection, analysis, and evaluation of the existing local and regional transit system. This work effort is compiled into a draft *Transit State of the System* report. The draft *State of the System* Report documents the existing conditions of the local and regional transit system and provides statistics and trends associated with the performance of the system. The report will help lay the groundwork to develop the renewed transit vision with the city's early action items and longer term transit strategies. Key findings from the report on our transit system include the following:

- The Community Transit Network (CTN) model for local transit service delivery works. CTN routes (HOP, SKIP BOUND, STAMPEDE, DASH, etc) are the most cost effective and productive bus routes of the Boulder transit system. These services are a highly-valued element of Boulder's transportation system and are considered as "best practices in transit" at the national level.
- The HOP is the most cost effective local route in the system, followed by the SKIP and the BOUND. The B is the most cost effective regional route.
- Boulder riders pay a higher proportion of transit operating costs than riders in peer cities. Farebox revenues pay for 43% of the total cost of transit operation in the Boulder area, higher than the peer average of 30%
- The city of Boulder is doing more with less. Despite a 9% decline in RTD transit service hours on the Boulder local routes, ridership in 2012 has trended upwards.
- The City's Transportation Demand Management programs work. Areas with paid parking districts such as the Downtown and the University have higher transit ridership than other areas of the city. Surveys show that people with an Eco Pass are 4 to 7 times more likely to ride transit.

Despite these successes in our transit system, the city is not on course to meet the TMP mode share goals and needs to accelerate the rate of mode shift which includes getting more trips on transit.

The *Transit State of the System* Report helps set the stage for increasing transit ridership by diagnosing key issues and opportunity areas for the community to explore to develop a renewed vision for transit. This vision needs to respond to changing needs; capitalize on unique local opportunities, identify necessary revenue; develop supportive land use, housing, climate, and placemaking initiatives; create better regional partnerships; and stay true to Boulder's strong local values. **Attachment B** contains the draft Executive Summary of the *Transit State of the System* Report and Web links to the full report.

While the outreach and data collection phase of the TMP update will continue through the fall of 2013, some key issues and themes have already emerged regarding transit planning, including the following.

Transit Planning Emerging Key Issues and Themes:

- **Need for regional partnerships to address in-commute** – Success in reducing Single Occupant Vehicle (SOV) travel among “in-commuters” will require an assertive stance from Boulder and Boulder County, strong partnerships, new fare tools, better partnerships with RTD, and new funding sources to grow service offerings.
- **Enhance CTN services** – Boulder has the correct formula for designing and operating CTN service, though we are challenged by limited and decreasing operating resources. Route performance enhancements along arterial roadways and giving priority for transit and transit service expansion along key local and regional corridors is important to advancing the CTN.
- **Parking management is key** – Community-wide parking management strategies and expanded parking districts will help the city meet TMP mode split goals and reduce the increasing impacts of in-commuter travel. East Boulder is an area where the city should use parking strategies to facilitate a transformation to compact, multi-modal mixed use centers and neighborhoods.
- **Bus rapid transit (BRT) service** – The introduction of “fully-featured” US36 BRT service will be an opportunity to generate momentum for extending the BRT/transit lane enhancements into the city (e.g. on Broadway) and along other important regional corridors.
- **Climate commitment drives TMP outcomes** – TMP outcomes need to align with the developing Climate Commitment goal to reach net-zero emissions; the Climate Commitment process is being integrated with the TMP Update process to help shape transportation goals and land use policy.
- **Land use and transportation connection** – Providing cost effective, fast, efficient transit for regional commuters is part of the solution; however, working to ensure that more existing and future workers can live and work in compact, walkable neighborhoods and mixed use districts is an equally essential outcome. This theme is particularly relevant to the concurrent work efforts on a Comprehensive Housing Strategy, Sustainable Streets and Centers and the Neighborhood Access analysis.
- **New and sustainable funding** – The need for new funding for transit and other multimodal transportation system improvements, as well as basic operations and maintenance needs, in Boulder and for the regional system is highly supported; however, there are varying opinions on the best funding mechanisms. There was also agreement that RTD needs to invest heavily in Boulder County in the coming years to compensate for the local tax dollars paid into FasTracks.
- **Plan for changing demographics** – Boulder needs to deliver a “golden menu” of options to meet the demands of a community that is growing older while recognizing a younger generation of people that are becoming less inclined to rely on automobiles.
- **Improved passenger information** – Online trip planner; maps and schedules at bus stops; and real-time arrival information are needed to meet passenger expectations.

- **Improved transit service** – Regional service comments have been focused on new connections, improved frequency and service span while local service comments have focused more on service span and less on frequency. There are many requests for new local connections to reduce the need for transfers.
- **Improve transit access to schools** – Peak hour commute trips to schools make-up a significant amount of VMT and congestion in school areas and add to VMT in Boulder. Yellow buses provide a basic level of service for students that live within a particular service area and most schools in Boulder are served by RTD local services. Many students, however, have schedules that are incompatible with existing scheduled services or they live too far from established transit access. Open enrollment at Boulder Valley School District (BVSD) poses a particularly daunting challenge as parents are choosing to drive farther to ensure their children have access to desired educational opportunities.

Other Complete Streets Efforts

While the emphasis areas in this Focus Area are Bicycle and Pedestrian Innovations and Transit Planning, work is also occurring in a number of other areas under this Focus Area. Two of these are highlighted below.

CU East Campus Connections Project

As an area of significant change, the CU East Campus Connections planning work is coordinating bicycle and pedestrian connections between the University of Colorado (CU) and the surrounding community and identifying and prioritizing key projects for potential funding opportunities. This work is a partnership with the city and CU, with a joint staff team conducting several workshops to identify and prioritize potential multimodal connections to/from the CU East Campus area. A joint public open house was held on March 13, 2013 to present draft connections along with a number of proposed CU projects on the East Campus. The bulk of the planning effort has been completed and the proposed connections and planning studies will be integrated into the city's TMP facility changes. This project will also assist CU as future development occurs within the East Campus area. Staffs from the city and university have identified a draft list of facilities and studies for additional work. Next steps include developing a list of those connections and projects that will require initial design to support funding applications.

The closely related East Arapahoe and Sustainable Streets and Centers planning projects will incorporate the work from the CU East Campus Connections project and will further explore connections and potential land use changes in this area. The scope of the East Arapahoe project is still being defined while the first phase of the Sustainable Streets and Centers project is in the data collection phase to assess the transportation and land use characteristics along sections of Colorado and Arapahoe avenues and 30th Street as pilot corridors.

TMP Capital Improvement Programs

As part of the update process, the projects in the capital improvement programs of the TMP will be reviewed, revised and re-prioritized to reflect adjustments/updates to existing projects, identification of projects for potential removal and potentially adding new projects. The Broadway/Euclid Improvement project is a past example of a project emerging from the 2008 TMP update. Staff is working on the process and evaluation criteria and will be presenting CIP refinement information at a future TAB and City Council meetings. This work will inform updates to the TMP investment program and funding analysis.

Regional Travel

Regional Travel was identified as a Focus Area of the 2003 TMP with increase in in-commuting employees to the city and the large amount of residential development occurring in the I-25 corridor. With the anticipated Jan. 2016 completion of construction on US 36, the city continues to work with community and regional partners to fully implement true bus rapid transit (BRT) service as well as the regional bikeway on US 36. The Colorado Department of Transportation recently announced a public-private partnership to complete the high occupancy toll (HOT) lanes to Boulder that will support BRT service on US 36 with construction scheduled for completion by January 2016. With the physical facility defined, staff and our US 36 partner communities have been working with RTD to assure high quality BRT service on the corridor. After much discussion, RTD recently agreed to a unique brand for the service. And after initially assuming that it would use existing buses, RTD is now working with the US 36 Mayors and Commissioners Coalition (MCC) to select a true BRT vehicle for the corridor. As part of our regional outreach efforts, staff presented the TMP Update process and transit innovations to the monthly US 36 Commuting Solutions meeting in May. And we have met with the transportation staff from Boulder County to discuss the update and solicit their participation in reaching out to the other Boulder County communities. Staff continues to work with both of these partners to ensure that high quality BRT service is implemented on US 36 and to push for clean fuel vehicles.

The RTD Northwest Area Mobility Study (NAMS) is intended to resolve an approach to Northwest Rail challenges and expand multimodal travel options on regional corridors. This study will be investigating incremental expansion of rail service in the northwest corridor along with potential arterial BRT expansion and bus based service improvements in the northwest area. Corridors of most interest are SH 119 between Boulder and Longmont, SH 287 from Longmont to US 36, SH 7 from Erie to Boulder and possibly SH 42 thru Louisville. The NAMS has begun and had its first advisory committee meeting on May 23, 2013. City staff is on the Technical Advisory Committee for the study and are active participants in that process while Mayor Appelbaum is serving on the Policy Advisory Committee. City staff is also working closely with Boulder County and Boulder Valley School District to understand regional travel patterns and to reach in-commuting employees and students in the TMP update process. This work will continue to focus on the in-commute trip as well as the first and final mile and mid-day travel options.

A relatively new and related effort related to in-commuting employees is the Comprehensive Housing Strategy that was the subject of a study session with City Council on May 15, 2013. Based on council direction at the study session, staff is conducting initial housing market research and refining the project work program, including opportunities to coordinate potential strategies to address the regional commute and related issues. The combined costs of housing and transportation are 45 percent of the average household budget and are interchangeable. The travel options available in Boulder and the development of more complete neighborhoods offer the opportunity to reduce household transportation costs and contribute to housing affordability. Transportation staff is participating on the working group for this project.

Transportation Demand Management (TDM)

The TDM Focus Area was added as part of the 2003 TMP. The TMP's TDM Focus Area for the update includes the major activities described below:

Community-Wide Eco Pass

City staff is coordinating with Boulder County staff to evaluate the concept of a Community-Wide Eco-Pass. This feasibility study is being coordinated with the TMP update transit planning work as well as integrated into the ongoing transportation funding analysis. The strategic objectives of a Community-Wide Eco Pass program would be to reduce Vehicle Miles Traveled (VMT) per capita, reduce Greenhouse Gas (GHG) emissions by mobile sources, increase transit ridership, improve access to transit and provide a financially sustainable transit pass program in partnership with the County and RTD. At this point, the study is focused on technical analysis and strategies for implementation:

- Technical Analysis
 - Developed three scenarios
 - All residents, employees and university students (353,000 passes)
 - Residents only (299,000 passes)
 - Employees only (163,000 passes)
 - Developed an induced demand/cost model with input from RTD
 - Working with RTD to develop a reasonable cost estimate based on:
 - replacement of existing revenues (from current Eco Passes, other passes and cash fares); and,
 - predicted induced ridership and associated marginal costs for providing additional transit service.
- Implementation Analysis
 - A draft integration strategy is under internal review for integrating the existing Eco Pass programs into a Countywide pass

- Several potential revenue sources to fund a community transit pass are being evaluated, including a combination of property tax, sales tax, an employee head tax, parking fees, and the existing student fees

City and County staff will continue to work with RTD to refine the induced demand and cost models to assess the feasibility of a financially sustainable community-wide pass program. The feasibility study is expected to be completed this fall.

TDM Tool Kit

Staff is renewing efforts in 3rd Quarter 2013 to develop updated TDM packages for new development projects completing site review in coordination with Planning and Development Services. This work will help codify many of the existing practices and well as respond to the increased expectations for travel behavior change resulting from the Climate Commitment and Parking and Access Management Policies and Strategies (AMPS) work.

Parking

The Access Management and Parking Strategies (AMPS) project's draft purpose and scope were presented to the TAB, Planning Board, Downtown Management Commission, Boulder Junction Access District, and the University Hill Commercial Area Management Commission in February and March 2013. Transportation staff is working in collaboration with staff from Parking Services and Community Planning and Sustainability to advance this work effort. Progress to-date includes developing guiding principles and focus areas for the project. The TMP update will incorporate joint public outreach opportunities with the AMPS process to discuss potential district and community-wide access and parking management strategies.

Funding

The Funding Focus Area has encompassed a significant amount of work since 2003, including the most recent task force process exploring a transportation maintenance fee. The funding shortfall for Transportation operations, maintenance and multimodal enhancements remains a significant challenge to achieving the goals and objectives of the TMP as well as community sustainability goals. The investment programs of the TMP will be reviewed as part of the update process. The transportation funding analysis has been integrated into the city's overall consideration of 2013 ballot items as well as the overall TMP update process. The results of the transportation funding community task force and community outreach was presented at a City Council Study Session on April 9, 2013. A study session summary was accepted by council on May 21, 2013 and staff has developed the additional information requested by council regarding fee and tax options to support a potential November 2013 ballot item. Consideration of transportation funding is an integral element to the TMP. The options requested by council were included in the June 18, 2013 council agenda item on potential ballot items and will be advanced based on council direction on July 16, 2013 and August 5, 2013.

Integration with other Sustainability Initiatives

This new focus area emphasizes collaboration and integration across city-wide sustainability initiatives in alignment with the city's Sustainability Framework. These efforts are reflected in monthly meetings of an interdepartmental executive team and staff participation in project management team meetings for the TMP Update as well as with scoping efforts for Climate Commitment, Sustainable Streets and Centers, the Civic Area project, Parking and Access Management Strategies, Comprehensive Housing Strategy, and East Arapahoe Corridor planning. Bi-weekly intradepartmental staff meetings are held to ensure on-going integration and collaboration across these city-wide planning initiatives. Examples of integration include:

1. The Smart Growth America "Cool Planning" events held in March, jointly hosted by Transportation and Community Planning and Sustainability;
2. An iterative process of establishing the mobile sources GHG emissions inventory methodology and reduction objectives for with the city's Climate Commitment effort. With the 80 percent reduction by 2050 objective favored by Council, the needed reductions in mobile source emissions from Climate Commitment will be integrated into the TMP update effort;
3. Coordinating the scope of work and consultant support for the TMP Update with the city's Sustainable Streets and Centers project, North Boulder Area Plan and AMPS;
4. Interdepartmental scoping and work teams for the Sustainable Streets and Centers and East Arapahoe planning efforts; and,
5. A joint Board workshop will be held on Aug. 16, 2013 including the Planning Board, Transportation Advisory Board, Environmental Advisory Board and Parking District Boards. This workshop focuses on the TMP, AMPS and Climate Commitment projects and will focus on the intersections of these efforts and actions needed for success. Staff will bring the results of this workshop to the study session.

The Cool Planning Workshop with Smart Growth America on March 5, 2013 was a unique opportunity for creative collaboration across city departments. This workshop brought together more than thirty city staff and community members to consider new and creative strategies to achieving our transportation and climate commitment goals. The workshop involved presentations on best practices from around the world and a number of group exercises to identify challenges and strategies relative to Boulder's goals. A report on the workshop and recommendations for action items will be available on the city website. This report documents the variety of cross-cutting ideas developed in the workshop that will inform the city's sustainability planning efforts. The city will need to report on progress in these areas to Smart Growth America in six months (Fall 2013) and again in one year (Spring 2014).

Transportation staff is involved with all of the identified Sustainability Initiatives and this involvement will reinforce the intersection among these efforts and the TMP update. Staff is also pursuing opportunities for coordinated public outreach events and updates to boards and City Council. A summary matrix illustrating areas of coordination and integration efforts is included in **Attachment D**.

TMP update and the Sustainability Framework

Boulder's Sustainability Framework is intended to help staff and decision-makers recognize the need to do many things at once and how changes in any one area can help strengthen and reinforce the rest. The Sustainability Framework is a tool for departmental master planning and other program considerations to help ensure that plans align with and advance the goals and priorities of the City Council and community. Utilizing the framework in planning processes ensures consideration of strategies, impacts and opportunities in all areas. Moving in a more sustainable direction will require new thinking about how the city functions, provides services, operates, and invests in infrastructure. The Sustainability Framework helps the organization have a common language and understanding of community and organizational goals.

The Sustainability Framework has already been applied in two of the city's master plans, the Fire-Rescue Master Plan in 2012 and the Parks and Recreation Master Plan currently under review. Initial strategies for the relationship between the Sustainability Framework and TMP are shown in **Attachment G**. These will be more fully developed through the update process and in conjunction with the city's other planning efforts.

V. COMMENTS FROM TAB

(To be added after TAB meeting 8-12-13)

VI. NEXT STEPS

Staff will continue to move forward with the TMP update process in accordance with TAB and City Council guidance and under the integrated management structure established for the TMP and related city-wide planning efforts. Staff will continue community outreach, monthly working sessions with the TAB and will continue the technical work to refine the TMP. Staff will return to council in early 2014 with these refinements at the study sessions to be scheduled with council. The goal is to ensure that council remains informed and engaged with the TMP update and related sustainability planning efforts.

The public outreach related to the TMP update is also continuing on social media and a number of more traditional events have been scheduled. There will be a combined open house event in the later part of Sept. that will present the TMP work along with other city planning efforts, including the Sustainability Framework, Civic Area plan, Climate Commitment, Sustainable Streets and Centers, Parking and Access Management Strategies, Comprehensive Housing Strategies and other city-wide planning initiatives. Staff also anticipates that TMP open house events may be held prior to a number of the TAB meetings in the Municipal Building lobby with the open house materials relating to the TAB agenda topics for that evening.

Other public outreach events will be occurring in the Bicycle and Pedestrian Innovations area as a number of bike and walk audits are scheduled through the fall. The bike innovations are being installed starting Aug. 2013 and will continue throughout Aug. and Sept.. The City Council,

Boards, and the community will receive information on these locations as they are rolled out and everyone is encouraged to ride and evaluate these treatments.

For the Community-Wide Eco Pass Study, the City and County team will be working with RTD and the consultants to amend the induced demand and cost model to estimate program costs of various scenarios, allocate costs for each city and town within Boulder County, develop short and long term implementation strategies, and calculate the potential travel and emissions benefits for each scenario. The team will also work with RTD on strategies for managing risks related to high demand for services, increased costs and impacts to existing Eco Pass programs.

For more information and updates regarding the Transportation Master Plan Update, please visit: www.bouldertmp.net

V. ATTACHMENTS

- A. Proposed Bike Demonstration Projects Planned for Installation and Additional Innovations Under Consideration for the Future
- B. Draft *Transit State of the System* Report – Executive Summary and Web links to Draft State of the System Report and Transit Route Profiles
- C. TMP Update Project Management Graphic
- D. Transportation and Land Use - Sustainability Projects Integration for 2013
- E. TMP Update Timeline
- F. Public Outreach Summary
- G. TMP Strategies and the Sustainability Framework