



Study Session MEMORANDUM

To: Members of City Council

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Date: October 28, 2014

Subject: Update on the Access Management and Parking Strategy (AMPS)

EXECUTIVE SUMMARY

The purpose of this Study Session is to:



1. Review the best practices and innovations research conducted as part of the Access Management and Parking Strategy (AMPS) project;
2. Seek input on options for Transportation Demand Management (TDM) policies for new development; and
3. Share ongoing work plan items related to AMPS and next steps.

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

The primary focus of the study session is to share the best practices and innovation research and to seek more detailed input on the Transportation Demand Management (TDM) policies for new private developments which is one of the early phase components of the AMPS work program.

Staff has gathered input from the community, boards and commissions to help identify priorities for further research and community discussion. Outreach to the city advisory boards and the public is essential, with the dual purpose of educating the community about the multimodal access system and seeking input and ideas about future opportunities for enhancements. The community and Board members attended a joint Civic Area and AMPS open house on Oct. 20 from 4-6 p.m. at Boulder Museum of Contemporary Art (BMoCA). Initial community and board input is summarized in Section II below. Staff is preparing the most recent feedback from the boards and commissions, coffee talks and open house which will be submitted to Council prior to the study session.

A joint board workshop will be scheduled in the first quarter of 2015 to provide an additional opportunity for all of the various board members to collaborate in the AMPS process. Community outreach is continuing throughout the AMPS process through a series of coffee shop talks, public meetings, and social media/web, including Inspire Boulder.

In-depth analysis in the other AMPS focus areas is on-going and more detailed information and staff recommendations in these areas, as well as in the TDM focus area, will be coming to the City Council in early 2015 for review and consideration.

Questions for City Council

1. Does City Council have feedback regarding the best practices and innovation research? Specifically, is anything missing? And does Council have any initial guidance on the policy questions staff should bring back in early 2015?
2. What is council's input on the key aspects of TDM Plan policies for new private developments?
3. Does council have any feedback regarding the ongoing AMPS related work plan items and next steps?

MEMO ORGANIZATION

- I. Background**
- II. Community, Board and Commission Feedback**
- III. Best Practices and Innovation Research**
- IV. Transportation Demand Management Plans for New Private Development**
- V. Short Term Code Changes**
- VI. Ongoing Work Related to AMPS**
- VII. Timeline**
- VIII. Next Steps**

I. BACKGROUND

The City of Boulder's parking management and parking district system has a long history, with the first parking meters installed on Pearl Street in 1946. During the past decades, Boulder's parking system has evolved into a nationally recognized, district-based, multimodal access system incorporating transit, bicycling and pedestrians along with automobile parking in order to meet city goals, support the viability of the city's commercial centers, and maintain the livability of its neighborhoods. Parking districts are currently in place in three areas of the community: downtown, University Hill and Boulder Junction.

The AMPS project approach emphasizes collaboration among city departments and close coordination with the numerous current and anticipated planning efforts and initiatives such as the Transportation Master Plan (TMP) Update, Economic Sustainability Strategy, and Climate Commitment. In addition of considering enhancements to existing districts, AMPS will be examining parking and access policies and strategies outside of the districts, including parking requirements by land use, bicycle parking requirements, neighborhood parking permit program, and on-street parking.

Elements of the AMPS project approach include:

- Integrated planning coordinated with other master planning efforts;
- A that focuses on a particular set of goals and guiding principles that create an adaptable set of tools and methods, allowing the city to continually improve and innovate to achieve its goals;
- Evaluation of existing and new parking and access management policies and practices within existing districts and across the community, including on- and off-street parking, and public and private parking areas; and,
- Development of context-appropriate strategies using the existing districts as role models for other transitioning areas within the community and incorporating national best practices research.

City Council held study sessions on [Jun. 10](#) and [Jul. 29](#) to review work to-date on the seven focus areas (District Management, On- & Off-Street Parking, Technology, Transportation Demand Management, Code Changes, Parking Pricing, and Enforcement) and provide overall direction on the approach for AMPS, as well as short-term code changes. View a summary of the two study sessions [here](#).

This memo contains a summary of the best practices and innovation research, analysis of options for updating TDM Tool Kit for new private development, a summary of the short-term code changes, updates on other efforts related to AMPS, and an updated timeline.

II. COMMUNITY, BOARD AND COMMISSION FEEDBACK

Staff continues to compile community, board and commission feedback to inform the development of AMPS. Beginning in late summer and continuing into fall 2014, staff has been conducting outreach to residents and commuters through the project website, Inspire Boulder, and a series of coffee talks throughout Boulder to help develop a good understanding of how the community currently views parking and access management.

In addition to Inspire Boulder and the coffee talks, the following community, board and commission activities are scheduled and a summary will be provided for the final Council Study Session Memo.

- October 1 – Boulder Junction Access Districts Commissions
- October 6 – Downtown Management Commission
- October 13 – Transportation Advisory Board
- October 15 – University Hill Commercial Area Management Commission
- October 16 – Planning Board
- October 20 – Joint AMPS / Civic Area Open house

III. BEST PRACTICES AND INNOVATION RESEARCH

This phase of the AMPS project considers best practices from other communities for all the different focus areas. The information gathered from the best practices research will provide staff and the community with approaches and ideas to improve existing access and parking management programs, as well as consider new programs throughout the city. Click [here](#) to view the full report compiled by Kimley-Horn. **Attachment E** is a summary list of all the best practices in the report and includes a summary of parking- and transportation-related programs of peer cities and other cities as examples to learn from. Below are some of the highlights for each focus area, along with specific examples of potential strategies identified for further analysis and consideration.

District Management

Boulder has well-defined and successful parking and access management districts in the downtown and on University Hill. Elements of these districts have been adapted to create the new access and parking management districts in the Boulder Junction transit-oriented development area. The district management focus area will further the enhancement and evolution of existing access and parking districts, as well as consider new districts that could be formed to address the specific issues and opportunities in other areas of the city such as North Boulder and along the east Arapahoe Avenue corridor. A toolkit of policies, implementation strategies and operational procedures will be developed to assist in the creation of new districts. The following are several specific examples of potential strategies identified for further analysis and consideration:

1. Edge Parking as a Commuter Parking Strategy – Seattle, Washington and Santa Clara Valley, California (Best Practice # 10) - This strategy provides shared remote parking within mixed-use development and is associated with transit-oriented developments and/or mobility hubs. The plans include coordination with existing districts to develop shared parking options for employees in edge locations with transit and bike options to travel the “last mile.” Parking spaces could be shared to maximize the benefit, with off-site employee parking during the day and residential parking at night.
2. Neighborhood Parking Management Plans and Benefit Districts – Houston and Austin, Texas (Best Practice # 34 and 35) - These communities provide examples of strategies

for both commercial and residential neighborhoods to develop specific parking solutions and parking/transportation-related investments. Applications have varied in different types of neighborhoods, and the strategies include the option of sharing parking revenues for community benefit.

3. Integration with Broader Community Planning Strategies – *Vancouver, British Columbia; Seattle, Washington; and Portland, Oregon (Best Practices #32, 36 and 37)* - These cities have taken a comprehensive and holistic approach to integrated planning, including transportation through either a cluster or district approach that addresses multiple sustainability components.
4. Neighborhood Parking Permit Program Permit Pricing – *Seattle, Washington and Charlotte, North Carolina (Best Practice #39)* - These different parking permit pricing structures will be reviewed and evaluated in the context of the program goals, including regional pricing. Potential relationships with the Neighborhood Parking Management Plans and Benefit Districts best practice will also be considered.

On- and Off-Street Parking

One of the significant issues for providing good access to a community is how it allocates limited curbside (on-street) space. This space tends to be used as unrestricted parking on most roadways, with restricted parking (either time-restricted by sign or by meter) in commercial areas like the downtown, University Hill and the North Boulder commercial area. However, there are many other uses for this curbside space that compete with these general uses. These other uses include handicapped-only designated parking; commercial loading zones; passenger loading zones; taxi stops; RTD bus stops; bicycle parking corrals; and parklets, as well as new possibilities such as on-street B-cycle stations; on-street electric vehicle (EV) charging stations; or designated car-share parking spaces. The challenge is how to balance the demand for all of these different uses with the limited curbside supply in a fair and equitable manner that meets the city's various goals and objectives. Staff is creating a "Policy Document" that will guide decision-making about balancing the use of limited curbside space.

Included in this focus area is off-street parking, either in parking lots or garages. The on-street and off-street parking resources work together to provide a variety of parking access options. For instance, in commercial areas, on-street parking is more focused on convenience for short-term parking, while off-street parking provides more long-term parking for employees and all-day visitors. Coordinated management of the two different resources is essential for providing access to the variety of different users and supporting the viability of commercial areas. Specific examples are:

72-hour On-street Parking - (Best Practice #5)

Currently, the B.R.C. restricts on-street parking to no more than 72 hours at a time, so parked vehicle must be moved every 72 hours. This restriction is in place for a variety of reasons. It is used to ensure that vehicles are not left abandoned in the public right-of-way with no resource for removal. It is also used to denote the time requirement in advance of a construction project or special event that temporary "No Parking" signs be placed on a roadway. If vehicles must be moved every 72 hours, then signs for temporary parking restrictions for special events need to be

placed 72 hours in advance. It has been suggested through community input that this 72-hour parking restriction should be either modified or eliminated. One reason suggested is that a requirement to move a vehicle every 72 hours is counter to some of the community's transportation (less driving) and environmental (better air quality) goals. Staff is investigating the need for modifying or eliminating this 72-hour restriction, and options for doing so if that is the policy direction.

Coordinated Private Parking Systems - Seattle, Washington (Best Practice #7)

Seattle has addressed the challenge of reduced parking from a waterfront viaduct project by developing a program that provides consistent public access to private parking facilities, including coordinated marketing and branding. This approach maximizes utilization of existing parking resources.

Parking Garage Management - San Francisco, California; Seattle, Washington; and Denver, Colorado

Staff will also be considering the off-street parking approaches of SFpark, Seattle car2go, and [Denver Strategic Parking Plan](#).

Technology

Technology has become an integral part of access and parking management strategies. Boulder has adopted a variety of technologies to make parking more convenient and efficient. These include a variable messaging system in the downtown garages to monitor garage occupancy, on-street parking kiosks, and a pay-by-phone option via the [Parkmobile](#) app. As new technologies evolve, staff will be considering cost-effective, customer-oriented and sustainable apps and systems to enhance the parking and access experience. In addition, the garage gate access and permitting technology systems will be replaced in 2015 and a request for proposals process is underway (see Section VI of the memo). An example is:

Parking Apps - Phoenix, Arizona, San Francisco and Los Angeles, California (Best Practice #14)

Parking applications for smartphones, tablets and other electronic devices are valuable tools for both customers and staff. Currently, the city does not have an adequately accurate database to provide reliable service to patrons. During the AMPS process, staff will be developing a database with detailed information about the location, number, and type of parking spaces. The PARCS (Parking Access and Revenue Control System) equipment project for the parking garages is one means to achieve a consistent count and provide the database link. The city's current level of sophistication with on-street parking management can provide a lower level of information. In later phases of AMPS, staff will look at how technology (geographic information systems and transaction data) can provide real-time information about the available on-street parking and explore what other cities utilizing similar equipment are doing and how to integrate apps for all modes of travel.

Transportation Demand Management

Transportation Demand Management (TDM) involves all programs that reduce single-occupant vehicle trips, including travel by transit, bikes, walking and carpool and vanpool programs. In

addition, there are strategies for telecommuting and parking pricing. The TDM focus area includes three primary components; the integration of TDM with access and parking management; refinement of the policies, implementation, and evaluation of TDM plans in the review of private developments; and the management of TDM programs in districts (existing and new/citywide). The City of Boulder's downtown has a robust and successful employee TDM program that has contributed to a major shift in the way that downtown employees access this high-density area. The free downtown employee EcoPass, support of bike- and car-share, and providing public bike parking are all successful elements of the current TDM program. Some examples are:

TDM for New Private Development

This element of the TDM focus area has been a priority and an early work plan item, as it is a part of the recently updated Transportation Master Plan (TMP). Staff has worked with Urban Trans, a sub consultant for the AMPS project, to identify national best practices and outline a series of steps to create a policy framework for updating Boulder's program. Detailed information regarding TDM Plan policy options are described Section IV.

Enhancements to Existing TDM Programs - Ann Arbor, Michigan and Arlington County, Virginia (Best Practices # 31 and 33)

The best practices research from those two communities focuses on additional opportunities for outreach, education and program development to enhance existing programs and engage constituents. Each community also has an educational component to share information about travel options and evaluation results. Additional research and staff coordination is being conducted with City of Portland, Oregon.

Code Changes (Best Practice #25)

Planning staff is working on updates to the land use code for parking requirements citywide (e.g., adding special parking requirements for uses with low parking demand such as the airport and warehouses where current parking requirements require too much and updating the code to meet American with Disabilities Act requirements). In addition, these initial code changes include updates to the city's land use code to enhance bicycle parking for new private developments. See Section V.

Longer-term code changes would respond to recent changes in travel behavior (e.g., increased bicycling and transit use) and the AMPS' principles for shared, unbundled, managed, and paid parking (SUMP). Code changes could include, but not be limited to, increased use of unbundled parking, shared parking requirements, parking maximums, automatic parking reductions and special parking requirements for high frequency transit corridors.

Staff is considering the following best practices for the long-term parking code changes:

- Analyze current parking requirements to assess whether the appropriate amount of parking is being provided based on contemporary travel conditions;
- Establish maximum parking requirements in addition to minimum parking requirements;
- Allow shared parking agreements between properties if the owners can demonstrate that parking needs would be met for land uses on both sites based on different hours of usage;

- Create new parking standards specific to land use rather than generalized per zoning district;
- Develop district-specific parking standards such as overlays, special requirements along transit corridors, unbundled parking, transit-oriented development areas, etc. based on the shared parking characteristics of an area (similar to how parking requirements are required and managed in downtown Boulder);
- Explore automatic parking reductions based on set conditions (e.g., car-share availability, transit access, bike parking above required amounts, etc.);
- Reassess the city's current parking design standards to determine if alternative car stall sizes are warranted among other design considerations; and,
- Accommodate electric vehicle charging stations.

Communities that have initiated some or all of the best practices listed above and are being analyzed as part of the AMPS process include Fort Collins, Colorado; Arlington, Virginia; Ann Arbor, Michigan; Largo, Florida; Eugene, Oregon; Portland, Oregon; and Madison, Wisconsin.

Parking Pricing

Parking pricing and enforcement fines will be reviewed and analyzed along with comparisons with other local and regional communities. The SUMP parking principles – shared, unbundled, managed and paid – are the basis for the city's parking management strategies. It will be important to appropriately price the parking in various areas of the community to meet multiple objectives: manage parking, provide convenient access, encourage multimodal travel, maintain neighborhood livability and ensure economic viability. Public outreach and education will be a major component of the process. This effort will be coordinated with the review of parking enforcement fines. Pricing for both long-term (permit) and short-term parking will be considered. The following are some parking pricing best practices that will be analyzed:

Performance-based and/or Variable Pricing - *Seattle, Washington; San Francisco, Los Angeles and Redwood City, California (Best Practice #22)*

Pricing parking based on parking demand, where locations with greater demand have a higher rate and locations with less demand have a lower rate. The intent is balanced parking management and providing availability and turnover in high-demand areas. Parking rates can be changed by time period or location. An optimal industry standard is 85 percent occupancy.

Progressive Pricing - *Albany, New York (Best Practice #23)*

Rates in a progressive pricing structure are determined by the length of time a vehicle remains parked. The intent is to provide flexibility by allowing those who wish to park longer to do so at a progressively higher rate. The elevated rate structure deters people from parking for long periods of time, thus creating more availability for others.

Coordinate On- and Off-street Parking Rates - *(Best Practice #4)*

On- and off street parking rates should be coordinated so that the parking facilities work together as a comprehensive system to achieve a common goal: to encourage longer-term parkers to use off-street facilities and short-term parkers to use the more convenient on-street parking. Higher rates on-street will also encourage greater turnover.

Parking Tax - San Francisco, California; Pittsburgh, Pennsylvania; Vancouver, British Columbia; and Sydney, Australia (Best Practice #24)

There are a variety of types of parking taxes. Commercial parking taxes are applied to parking rental transactions; per-space parking levies are a special property tax applied to parking facilities. Parking taxes can raise funds and help achieve various planning objectives, including more compact development and increased use of alternative modes, but can be unpopular.

Enforcement

Enforcement is a key to balancing parking access and management through education, customer service and regulation in an effort to better serve those who live, work and visit the City of Boulder.

Development of a Parking Enforcement Manual - Variety of communities (Best Practice # 20)

Staff continues to evaluate current policies and has been provided with sample policies from the consultant as best practices gathered from a variety of communities. Kimley-Horn developed a [Sample Parking Enforcement Operations Manual](#) and a [Sample Parking Enforcement Audit Checklist](#).

Parking Enforcement Fines: Fort Collins, Colorado (Best Practice # 19)

While certain parking fines have been increased over time, the over-time-at-meter rates have not been increased in at least 20 years. During the AMPS project, a detailed review will be conducted of other peer communities, as well as an analysis of the relationship to the short-term parking rates. Graduated or escalating parking fines is an approach used in different communities that focuses on fining repeat violators, rather than people who occasionally receive tickets, such as tourists.

Evaluation

Arlington County, Virginia (Best Practice #31)

An essential component of AMPS will be on-going evaluation. Staff will be determining the appropriate goals for the different focus areas and then refining and enhancing current methods to determine and evaluate how successfully the goals are met and how well the goals align with the AMPS guiding principles. The city currently uses a variety of surveys – Boulder Valley employee travel survey, Boulder resident travel survey, Downtown Boulder employee travel survey, Downtown intercept survey, Downtown Bike Occupancy Survey – and other data regarding parking utilization and revenues that provide statistics for access and parking management performance. Identifying how best to use this data to evaluate success and share it staff, policy makers, and with the public will be an outcome of the AMPS project.

The [Arlington County Commuter Services Performance Report](#) is an excellent example of an annual report that tracks performance and progress towards achieving defined objectives and goals. The report includes drive-alone commute mode share, average weekday vehicle trips and miles, and transit usage. Additionally, they track bicycle usage, bike-share memberships, number of employers with the Arlington Transportation Partners, resident awareness of TDM services, and greenhouse gas emission reductions attributed to their programs.

IV. TRANSPORTATION DEMAND MANAGEMENT PLANS FOR PRIVATE DEVELOPMENT

Under current city code, which sets policies for Site Review, commercial and residential developments that generate additional vehicle trips in excess of specific amounts are required to submit a Transportation Demand Management (TDM) Plan. The TDM Plan demonstrates how a applicant intends to “significantly” reduce vehicle trip generation. The city provides a TDM Toolkit and staff assistance to guide applicants through the Site Review process and develop a TDM Plan.

As part of the Transportation Master Plan (TMP) update and the AMPS work program, staff is working to make changes to Site Review TDM Plan policies and processes and is updating the TDM Toolkit for new developments. The options presented by staff include findings from a review of peer cities that have regulated TDM plans for new developments through ordinances. The draft report compiled by UrbanTrans and Kimley-Horn’s for the AMPS work program can be found at www.bouldertransportation.net.

During City Council study sessions about the TMP and AMPS in June and July of 2014, council members expressed the concept of implementing a TDM program for new developments that has specific ordinance-based requirements and that are actively monitored, evaluated, and enforceable (“TDM with teeth”). To implement such a program, several key aspects need to be determined, including:

- Specific goals and objectives of the TDM plans;
- Target level of the measurable objective(s);
- Trigger(s) for when such plans are required;
- TDM Plan design;
- Timing and duration of monitoring;
- Enforcement to meet TDM Plan objectives; and,
- Program staffing and funding evaluation.

Attachment B of the memo contains background and questions related to policy options for TDM Plans for new private developments. It is based on current practices in the City of Boulder and other peer cities, as well as municipalities that have ordinances in place to guide the design, implementation, evaluation and enforcement of TDM plans that mitigate the impacts of new developments. **Attachment C** contains the current language of the Design and Construction Standards (DCS), which currently dictate the TDM Plan process for Site Review in the City of Boulder. **Attachment D** provides a list of potential elements that could be included or required as part of TDM Plans.

At this early phase of rethinking TDM Plans for new developments and modification of the TDM Toolkit, staff is seeking initial feedback from members of the boards and City Council to develop the policy framework and recommendations to update the city’s TDM Tool Kit for new development.

Measuring Success:

1. Which measurable objective should determine the success of a TDM plan for new developments?

2. Which factors should be taken into account when calculating target levels for the measurable objective?

Triggers and Thresholds:

3. What triggers (and thresholds) should be considered in a regulatory approach to TDM Plans for new developments?
4. Are there TDM Plan elements that should be required based on the characteristics of the development?

Monitoring and Enforcement:

5. What should be the timing and duration of TDM Plan monitoring?
6. What kind of “teeth” and how much “teeth” is right for Boulder?

Funding

7. How will a regulated TDM Plan program be funded and staffed?

V. SHORT-TERM CODE CHANGES

As part of the Access Management and Parking Strategy (AMPS) process, staff is bringing forward an initial set of short-term ordinances that can be implemented as part of the early phase of work for AMPS.

1. Update vehicle parking standards to simplify and correct parts of the vehicle parking requirements that require too much parking, contain errors or are difficult to implement. Some examples are reducing parking requirements for low-parking-demand uses (i.e., warehouses, self-storage, and aircraft hangers), simplifying requirements for restaurants and retail in large commercial centers, and other cleanup items and updates.;
2. Revise bike parking requirements for new development to base bike parking requirements on land use type and require both short- and long-term bike parking.; and,
3. Amend the bicycle parking design standards in the Design and Construction Standards.

The [Sept. 18 report](#) to Planning Board has additional details and the ordinances are scheduled for a second reading at City Council on Nov. 6. Future longer-term parking-related code changes that are more complex in nature will be coming forward as part of the next phase of the AMPS process.

VI. ONGOING WORK RELATED TO AMPS

- With assistance from Kimley-Horn, staff is developing a request for proposals for the replacement of downtown garage access, revenue control and permitting systems to a state-of-the-art system that will coordinate with other technologies such as the variable messaging system.
- Negotiations are continuing for a shared parking option between the Central Area General Improvement District (CAGID) and Trinity Lutheran Church in downtown and a public-private partnership redevelopment of the University Hill General Improvement District (UHGD) 14th Street parking lot with Del Mar Interests.

- As one of the action items from the recently updated [Transportation Master Plan](#), the city is exploring the concept of a mobility hub for North Boulder, at the intersection of North Broadway and US 36. The mobility hub could include potential opportunities for enhancing transit stations, bike parking, bike-share, car-share, and edge parking (park-and-ride), kiss-and-ride, etc. The city is working with CDOT, RTD, Boulder County, and area property owners to develop concept sketches for consideration in fall 2014. In a related effort, staff is in initial discussions with a developer regarding a public-private partnership for a shared parking garage that could be used as edge parking for downtown employees.
- Staff is also exploring opportunities for mobility hub(s) as part of the Envision East Arapahoe corridor planning process.
- Downtown CAGID long-term parking permit rate increases are proposed in the 2015 budget for both the downtown and University Hill surface lots and garages. These proposed rates are consistent with the private parking rates.
- Staff is considering potential policy recommendations for on-street car-share parking to provide flexibility with new car-share programs.
- Implementation of the communitywide and Downtown Employee Travel Survey is underway this fall. The survey is done biannually and provides valuable information to evaluate and monitor access and parking management programs.
- Preliminary discussions are underway with the Steelyards Association regarding the potential of a coordinated parking management and TDM program for the mixed-use neighborhood in anticipation of the completion of Depot Square at Boulder Junction.
- Parking staff is coordinating with the Southwest Energy Efficiency Project (SWEET) and Climate Commitment staff regarding electric vehicle charging stations at parking facilities.
- A downtown parklet study will determine potential criteria and locations, operational parameters and considerations, installation requirements, and recommendations for potential sites. The evaluation of the pilot parklet on University Hill will be completed this fall and provide valuable information for the development of future parklets in the downtown.
- With the projected completion of the Depot Square mixed-use development in Boulder Junction in early 2015, staff will be working with the multiple parties – the hotel, RTD, affordable housing and Boulder Junction Parking District – to implement a parking management system to accommodate the variety of users of the shared parking garage. The Boulder Junction district will develop a parking pricing strategy to implement the SUMP principles and reflect the market of the surrounding area.
- Coordination is ongoing with Community Planning and Sustainability staff, Transportation staff, and consultants regarding the parking and access projections for the Civic Area planning effort and integration of future TDM programs and additional parking.
- The downtown bike rack occupancy count was completed in August 2014. This survey provides valuable information and informs staff of locations for additional bike racks. The final report will be distributed in late October.
- DUHMD/PS is pursuing an innovative pilot program with a downtown Boulder startup company, Parkifi. Parkifi is developing a real-time parking space occupancy technology system and is proposing to pilot the program in the Broadway and Spruce Street surface

parking lot, on-street spaces and potentially in the downtown garages. The pilot will consist of installing sensors in parking spaces at no cost to the city. The sensors will be connected to a Parkifi gateway that will be connected to a cloud-based dashboard that displays occupancy data. A goal will be to work with the city's existing mobile payment vendor, Parkmobile, to provide real-time parking data to customers.

VII. TIMELINE

Attachment F includes a timeline for the project, along with major milestones and outreach activities.

VIII. NEXT STEPS

Information from the October community outreach and input from City Council and boards will be used to refine the best practices research and analyze options for each of the AMPS focus areas. A multi-department staff meeting will be scheduled in November to review and plan the next steps, including future work plan items and areas for policy recommendations. In early 2015, staff will schedule a joint board workshop and council study session to provide an update on next steps and policy recommendations. In particular, parking policy questions are expected to begin the vetting process in the next Council study session. Community engagement and outreach will continue to ensure public feedback and participation regarding AMPS.

- November – City Staff workshop
- First Quarter 2015 – Joint City Board and Commission Meeting
- First Quarter 2015 – City Council Study Session
- Spring 2015 – AMPS recommendations for consideration by Boards and City Council

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

ATTACHMENTS

- A. Project Purpose, Goals and Guiding Principles
- B. TDM Plan Policy Options for Private New Developments
- C. Design and Construction Standards and TDM Plans
- D. TDM Plan Elements
- E. Summary List of Best Practices Documentation
- F. Project Timeline

ATTACHMENT A: PROJECT PURPOSE, GOALS, AND GUIDING PRINCIPLES

Purpose

Building on the foundation of the successful multi-modal, district-based access and parking system, the Access Management and Parking Strategy (AMPS) will define priorities and develop over-arching policies, and tailored programs and tools to address citywide access management in a manner consistent with the community's social, economic and environmental sustainability principles.

Goals

The Access Management and Parking Strategy (AMPS) will:

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

Guiding Principles

1. Provide for All Transportation Modes: Support a balance of all modes of access in our transportation system: pedestrian, bicycle, transit, and multiple forms of motorized vehicles—with the pedestrian at the center.
2. Support a Diversity of People: Address the transportation needs of different people at all ages and stages of life and with different levels of mobility – residents, employees, employers, seniors, business owners, students and visitors.
3. Customize Tools by Area: Use of a toolbox with a variety of programs, policies, and initiatives customized for the unique needs and character of the city's diverse neighborhoods both residential and commercial.
4. Seek Solutions with Co-Benefits: Find common ground and address tradeoffs between community character, economic vitality, and community well-being with elegant solutions—those that achieve multiple objectives and have co-benefits.
5. Plan for the Present and Future: While focusing on today's needs, develop solutions that address future demographic, economic, travel, and community design needs.
6. Cultivate Partnerships: Be open to collaboration and public and private partnerships to achieve desired outcomes.

ATTACHMENT B: TRANSPORTATION DEMAND MANAGEMENT (TDM) PLAN POLICY OPTIONS FOR PRIVATE NEW DEVELOPMENT

MEASURING SUCCESS:

Goals and Measurable Objectives TDM Plans for New Developments

The overarching reasons for incorporating TDM into the Site Review process and regulating implementation and evaluation is to meet the goals and objectives of the Boulder Valley Comprehensive Plan, the City of Boulder’s Sustainability Framework and the Transportation Master Plan. However, when designing a new set of policies and a TDM toolkit, it is important to understand the *specific* reasons in terms of new developments.

Currently, the City focuses on vehicle trip reduction as the key measurable objectives of TDM plans. The Design and Construction Standards state that when a commercial development is expected to exceed 100 vehicle trips at peak hour or 20 vehicle trips at peak hour for residential developments, a traffic study is required. See Attachment C for additional background. One element of the traffic study is the design of a TDM Plan, which provides an outline of site design amenities and vehicle trip reduction strategies to mitigate traffic impacts. To be approved, the TDM plan must be judged to provide a “significant” reduction in vehicle trips. However, what is meant by “significant” trip reduction is not defined by ordinance, nor is there any regulatory mechanism to enforce the implementation of the plan or penalties for failing to meet the plan objectives.

In Boulder Junction, the Trip Generation Allowance ordinance is more specific and focuses on allowing just 45 percent of all trips in single-occupant vehicles within the TDM Access District as a whole. It is up to the District to implement, monitor, and intensify the TDM strategies designed to meet the ordinance. As properties redevelop in Boulder Junction, payment-in-lieu-of-taxes (PILOT) fees and property taxes are collected to fund the Boulder Junction TDM program. The funds are being used to provide RTD Eco Passes to all residents and employees within the District, free carshare memberships and subsidized bikeshare memberships. As more properties redevelop and join the District, staff will begin to monitor SOV trips and make adjustments as necessary to meet the target.

Steps to Design Framework of a Regulatory Approach to TDM Plans

Step 1: Identify which measurable objective(s) should determine the success of a TDM Plan for new developments and which factors should be taken into account when calculating target levels for the measurable objective(s).

To design a regulatory approach for TDM Plans for new developments, staff is working through a number of steps that when completed will provide a framework for a set of policies and processes of a TDM ordinance. The first step is to decide what will be the measurable objective(s) that will determine whether a TDM plan is successful or not as well as the target level(s) for the objective(s). A review of peer cities and municipalities that have ordinances in place reveal a limited number of key measures. These include:

- Vehicle trips,
- Single-occupant vehicle trips, more specifically, and
- Average vehicle ridership (AVR)

Typically, the target level of vehicle trip reduction is based on a percent reduction from peak hour ITE trip generation rates based on size and land-use. Our current Site Review traffic studies estimate the number of vehicle trips that a specific-sized land use will generate and the City could determine what percent reduction will align with our wider transportation and sustainability goals. In Fairfax County, Virginia for example, vehicle trip reduction targets vary based on size and location, specifically proximity to transit oriented development (TOD) locations.

In places where reducing SOV trips is the basis of a TDM ordinance for new developments, the target is generally set by wider city or county goals. For example, our TMP objective is to have just 25 percent of all trips by residents in SOVs by 2025 and currently in Boulder Junction TDM Access District the target is to have just 45 percent of all trips by residents and employees immediately. In Cambridge, Massachusetts TDM plans are required to meet a 10 percent reduction in the SOV mode share from overall drive alone mode share of the census tract in which the development is located.

Average vehicle ridership (AVR) is typically found in California where air quality regulations require TDM plans for new and existing developments. AVR is calculated by dividing the number of persons traveling by all persons trips (including transit riders) by the number of private vehicle trips, while taking into account the average vehicle ridership of multiple-occupant vehicles. In Pasadena, California, the peak hour AVR targets range from 1.5 to 1.75 for large commercial developments depending on location and proximity to TOD locations. In California, TDM plans and targets must meet the regional Air Quality Management District's regulations and monitoring requirements as well.

When deciding which measurable objective to use it is important to consider the time and cost to collect the necessary data from property managers, residents and employees. While vehicle trip generation can be measured with driveway counts, SOV mode share and AVR require the administration of surveys to collect the necessary data.

Setting Target Levels

Once a measurable objective is identified, setting the target levels can be a difficult process considering of the level of complexity that can be generated if the calculation of target levels varies based on the characteristics of development. Based on the review of peer cities and municipalities with ordinances in places there is a potentially a large number of characteristics that could influence the target level of the measureable objective. The report on peer cities and existing ordinances provides examples of specific target levels for locations with ordinances in place.

For both commercial and residential developments, the most frequently used characteristics include land-use, size and location. Location is often related to proximity to a TOD location or transit level of service in general. In our case, the City may also want to consider proximity to

our Community Transit Network (CTN) routes and future bus rapid transit (BRT) service specifically, as well as location in a current or future parking management or TDM district. Also, depending what changes, if any, are made to the City's parking code, it may be necessary to include parking supply as an additional factor given the frequency of requests for parking reductions.

For the City, it will be important to align targets with the BVCP, TMP and Sustainability Framework objectives related to SOV mode share, VMT, transportation-related GHG emissions. An option to consider is have targets change over time to match the trajectory of the necessary reductions to meet the goal of an 80 percent reduction in GHG by 2050.

Step 1- Staff Considerations: *Staff is considering using SOV mode share as the primary objective since it is also used as a TMP objective and the key metric of the existing Boulder Junction Trip Generation Allowance ordinance. Tracking of this measurable objective would be accomplished through survey of employees/residents of the development. Staff also is considering the collection of vehicle trip generation data through traffic counts to validate survey findings through the use of pneumatic tube counters at entrances of the development.*

Staff is considering using land-use, size, proximity to CTN or BRT service and frequency of service, location in an existing Parking or TDM Access District, and parking supply in relation to reductions from minimum parking requirements as the key factors in determining specific target levels for the measurable objective(s). For multi-family residential, location in an existing Neighborhood Eco Pass program could also impact specific target levels. TAB also suggested proximity to the city's multi-use path system as an additional factor to consider.

Step 2: Determine what triggers and thresholds should be considered in a regulatory approach to TDM Plans for new developments.

In all places with TDM ordinances for new development, there are some projects that are exempt from the requirements. Typically, this is based on size or estimated ITE trip generation rates. As previously stated, the Design and Construction Standards state that when a commercial development is expected to exceed 100 vehicle trips at peak hour or 20 vehicle trips at peak hour for residential developments an approved TDM Plan needs to be submitted. The City may want to revisit these figures and raise or lower the thresholds based on staff feedback on the frequency of exempted Site Review developments.

While trip generation or size measured in square feet, or number of bedrooms for residential, are most typically used, the City may want to consider some other triggers which either exempt or automatically require a regulated TDM plan. As mentioned, a request for parking reduction could automatically trigger the need for a plan. Other options to consider include location within a TOD or sub-plan area or in an existing district such as CAGID or UHGID. Under current code, any property that redevelops in Boulder Junction is already required to meet the Trip Generation Allowance through the District or independently.

Step 2- Staff Considerations: *Staff is not considering changing the trip generation thresholds currently in place. Staff is also considering the inclusion of parking reduction requests as a*

trigger for requiring TDM Plans as well as location in an existing parking or TDM Access District, or in an existing or future TOD site.

Step 3: Identify which TDM Plan elements, if any, should be required based on the characteristics of a specific development.

Once a TDM plan is required for a new development, the plan must be designed through a collaborative process with city staff and the applicants. One of the key aspects to consider in regard to plan design is whether or not there are required elements. For example, parking cash-out programs, in which an employee is financially compensated for not using a parking space, were frequently required in regional California Air Quality Management Districts. On the other side of the spectrum, plans could be flexible and customized to each development without any required elements. TDM plan ordinances that do not require specific elements still meet the overall goals through monitoring and enforcement. When developments are not meeting the target levels are typically required to submit modified plans until the target is reached and in some areas are subject to financial penalties.

In Boulder, RTD Eco Passes for residents or employees could be a required element based on the characteristics of the development. In locations underserved by transit, the unbundling of parking could be a required element of multi-tenant commercial properties or attached multi-family residential projects. There is a long list of TDM plan elements that could be required in addition to Eco Pass and unbundled parking. Attachment D contains a list of residential and commercial TDM plan elements which could be required in certain cases.

Step 3- Staff Considerations: *Staff's preference would be to have very few required TDM Plan elements required which would allow TDM Plans to be more flexible and customized for each particular site. If a development is located in an existing District such as CAGID or Boulder Junction for example, participation in certain programs like the Eco Pass would be automatic. However, staff does not recommend that Eco Pass participation be a required element, with the exception of a residential development being located within an existing Neighborhood Eco Pass program. Since Eco Pass participation has proven to be one of the most effective strategies for changing travel behavior it is highly likely that it will be a necessary element to be in compliance with a TDM Plan ordinance wherever transit level of service is adequate.*

The few elements that could be required include:

- *Facilitation of scheduled TDM Plan evaluations or submission of required reporting*
- *Appointment of ETC as a point of contact for commercial developments or residential properties*

Additional elements to consider include:

- *Business Eco Pass participation based on transit LOS*
- *Unbundled parking for multi-tenant commercial or multi-family residential properties with possible size thresholds*
- *Showers and Changing Facilities for commercial developments with possible size thresholds*

- *Neighborhood Eco Pass program participation if development is located within existing program boundaries*
- *Transportation Management Organization (TMO) membership as a way to secure services to meet TDM Plan requirements.*

Step 4: Determine the Timing and Duration of TDM Plan Monitoring

Once regulated TDM plans have been implemented they need to be monitored to ensure that the target levels of the measurable objectives are being met. In designing a TDM ordinance for new developments, decisions need to be made about how often and for how long the effectiveness of the TDM plan is evaluated. The review of peer cities and current ordinances in place reveal that plans are typically evaluated annually for a certain number of years. After that period, often three to five years, the requirement either ends or compliance with the ordinance continues but with less periodic monitoring.

A frequent question of Boards and Council specifically concerns the duration of required Eco Pass participation, which in practice has been three years in time. With an ordinance in place that requires permanent compliance to a specific target, the “required duration” of any specific TDM Plan element becomes moot.

Developments are sometimes required to submit annual reports that are based on data collected by themselves or consultants or in some areas by city or county staff. Who actually is responsible for submitting reports and collecting data often depends on staff resources and the number of TDM plans that are required to be monitored.

When a development is not meeting their targets annual evaluations can continue beyond the initial time period. If targets are being met, require annual evaluations can cease or evaluations requirements can change. For example in Cambridge, when a development has been met its objective three years in a row, their file is set aside in a pool of projects that can be randomly selected for a special evaluation every five years.

Step 4- Staff Consideration: *Staff is considering an approach in which compliance to the TDM Plan ordinance is permanent. Developments would have three years to be in compliance and to meet the measurable objective target. During those first three years, annual evaluations would be conducted or annual reporting would be required. If a development is non-compliant in any of the first three years, then action is taken to modify the existing TDM Plan with assistance from GO Boulder and/or Boulder Transportation Connections (BTC), the city’s local transportation management organization (TMO).*

If after the initial three years the development is still non-compliant, then additional measures are taken and possible fines or fees are levied. Any fines, fees, or escrowed funds are then reinvested into the development to provide additional programs, services or incentives to motivate travel behavior change until the development is in compliance. Any development that is in compliance three years in a row would still be required to meet the target, but would no longer be required to be annually evaluated or submit annual reports. Instead the development

would be placed in a pool subject to random or periodic review to check for compliance similar to the process used in Cambridge.

Step 5: TDM Plan Enforcement

The difference in the City's current approach to TDM Plans for new developments and a regulatory approach is the ability to actually enforce that target objectives be met and outline a course of action if targets are not met. There is a wide spectrum of options for how TDM Plans can be enforced. In some areas, developments simply have to make "a good faith effort" to achieve the target levels. In others, like Cambridge, MA, properties face a \$10 per parking space per day fine if in non-compliance with the ordinance and the city also has a right to revoke the landowner's parking permits if non-compliance continues. Without the willingness to enforce it, a TDM ordinance is not worth pursuing.

Like in Cambridge, TDM Plan requirements are most often enforced through the use of fines, with a few exceptions. In Fairfax County, letters of credit are held and developments that fail to meet the vehicle trip reduction goals are required to use those funds to implement additional TDM plan elements or strategies. Continued failure to reduction goals in Fairfax County can result in the assessment of fines against the penalty fund. In Bloomington, MN the city requires financial guarantees valued at \$50 per parking space. In both places the letter of credit or escrow account funds are returned if the development meets the plan objectives for the required consecutive years. Under current practice in the City, letters of credit or escrowed financial guarantees are used to ensure that commercial developments participate in the Eco Pass programs they have agreed to provide.

In Montgomery County, Maryland and in the Warner Center of Los Angeles, new developments required to have TDM Plans must join their local transportation demand management organization/association (TMO or TMA). In exchange for annual membership fees, the TMO provides programs and services to assist in meeting the target levels. The TMO fees are collected as part of the property's tax assessment. Locally, Boulder Transportation Connections (BTC), in conjunction with DRCOG's Way to GO regional TDM program, could fill a similar role in providing outreach services to assist in the implementation and monitoring of TDM Plans for new developments, which at the same time securing needed funding and cultivating relationships with employers and employees. Instead of membership fees going directly to BTC, any fines imposed on a property could be used to fund BTC outreach to developments that are not meeting their targets. BTC's 2014 scope of work with the city includes conducting evaluations of existing TDM Plans and will commence with evaluations of Two-Nine North on 29th Street and the Whole Foods on Pearl Street this fall.

As the report illustrates, there are a variety of ways to enforce a TDM ordinance and policy makers will need to decide how much "teeth" is the right amount. Before deciding on an enforcement approach, Colorado state and local laws need to be thoroughly reviewed to determine their legality.

Step 5- Staff Consideration: *The issue of active monitoring, evaluation, and enforcement and just how much "teeth" is the right amount will be one of the more challenging aspects of a TDM*

Plan ordinance for new developments. Staff is considering an approach based on the use of escrowed financial guarantees that are set aside by developments. The escrowed funds or financial guarantees would be used to pay for additional programs, services or incentives if a development is in non-compliance with the ordinance. The funds could also be released to the local TMO to be used to provide assistance to the development in question. The level of the financial guarantee would need to be high enough to ramp up a development's TDM Plan when there is persistent non-compliance or include additional fees if original financial guarantee is spent. Input from the City Attorney's Office will be critical in development of the ordinance and enforcement procedures.

As the TDM program for new development is updated based on Council guidance and direction, staff also will identify the resources required to implement and maintain the program.

ATTACHMENT C: DESIGN AND CONSTRUCTION STANDARDS: TDM PLANS

The foundation for TDM Plans within the Development Process is located in the Boulder Revised Code 9-2 Review Process under 9-2-14-d-16 of the Site Review section where it states that a traffic study required by city of Boulder Design and Construction Standards.

In section 2.02 of the city of Boulder Design and Construction Standards, it states:

(A) Traffic Assessment

The Director will require an applicant to submit a Traffic Assessment in order to adequately assess the impacts of any development proposal on the existing and planned transportation system. The Assessment shall include a peak hour trip generation study projection (Refer to 2.03(J)) and may require additional information as determined by the Director.

(B) Traffic Study Requirements

For any development proposal where trip generation from the development during the peak hour of the adjacent street is expected to exceed 100 vehicles for nonresidential applications, or 20 vehicles for residential applications the Director will require an applicant to submit a Traffic Study to evaluate the traffic impacts of any development proposal required to undergo a concept review as set forth in Section 9-4-10, "Concept Plan Review and Comment," B.R.C. 1981. The traffic study may include the information required in Subsections (A) through (K), of Section 2.03, "Traffic Study Format," of these Standards at the discretion of the Director.

The TDM Plan requirements are specifically referred to in section I of Chapter 2:

(I) Travel Demand Management Strategies

Include an outline of travel demand management strategies to mitigate traffic impacts created by proposed development and implementable measures for promoting alternate modes travel, including but not limited to the following:

- (1) **Site Design:** Incorporate design features that facilitate walking, biking, and use of transit services to access a proposed development, including features such as transit shelters and benches site amenities, site design layouts, orientations and connections to increase convenience for alternate modes and reduce multiple trips to and from the site, and direct connections to existing offsite pedestrian, bicycle, and transit systems.
- (2) **Programs and Education:** Incorporate alternate modes programs, such as providing transit passes to employees and residents, van pooling to the site by a major employer, ride-sharing, parking pricing, and planned delivery services, and educational measures such, as promoting telecommuting, distributing transit schedules and trails maps, signing alternate travel routes, and providing an onsite transportation coordinator or plan to educate and assist residents, employees, and customers in using alternate modes.

ATTACHMENT D: TDM PLAN ELEMENTS

Residential Development Elements	Commercial Development Elements
<u>Parking</u>	<u>Parking</u>
Managed On-Site Parking	Managed On-street Parking
Unbundled Parking	Unbundled Parking
Short-term bicycle parking	Short-term Bicycle Parking
Long-term bicycle parking	Long-term Bicycle Parking
Electric Vehicle Parking/Charging	Electric Vehicle Parking/Charging
Carshare Vehicle Parking	Carshare Vehicle Parking
	Preferential Parking
	Employee Paid Parking
	Parking Cash-out Program
<u>Infrastructure/Amenities</u>	<u>Infrastructure/Amenities</u>
Pedestrian Access/Safety Enhancements	Pedestrian Access/Safety Enhancements
Bicycle Access/Safety Enhancements	Bicycle Access/Safety Enhancements
Transit Enhancements	Transit enhancements
Onsite Amenities	Onsite Amenities
Transportation Information Center	Transportation Information Center
	Showers
	Changing Facilities/Lockers
<u>Programs</u>	<u>Programs</u>
NECO Pass Program	BECO Pass Program Participation
Alternative Transportation Subsidy Fund	Alternative Transportation Subsidy Fund
Resident Orientation Packets	Employee/Tenant Orientation Packets
Carshare Membership Subsidy Program	Carshare Membership Subsidy Program
Bikeshare Membership Subsidy Program	Bikeshare Membership Subsidy Program
Pool Bike Program	Pool Bike Program
	Transportation Management
	Organization Membership
	Financial Incentive/Pre-tax Programs
	Alternative Work Schedules and Policies
	ETC Appointment
	Walk and Bike Month Participation
	Walk and Bike Month Sponsorship
<u>Evaluation</u>	<u>Evaluation</u>
Scheduled TDM Plan Evaluation	Scheduled TDM Plan Evaluation

ATTACHMENT E: SUMMARY LIST OF BEST PRACTICES DOCUMENTATION

PARKING MANAGEMENT STRATEGIES – ON-STREET

1. Evaluate the use and management of loading zones to improve loading efficiency and access to businesses
2. Review implications of new federal regulations related to Accessible (ADA) Parking
3. Assess the use of time zones as a parking management tool in lower demand zones
4. Coordinate on- and off- street parking rates
5. Reassess Boulder’s 72 hour on-street parking limitation (abandoned vehicles)
6. Repurpose on-street parking spaces

PARKING MANGEMENT STRATEGIES – OFF-STREET

7. Develop relationships/potential partnerships with private parking providers
8. Evaluate the use of one day parking permits
9. Develop a parking and access management program strategic communication plan and annual report
10. Explore the concept of “edge parking” as potential commuter parking strategy
11. Use parking to create a sense of place
12. Explore “brackets” systems of shared parking

TECHNOLOGY AND INNOVATION STRATEGIES

13. Develop an overview of currently available parking technology options
14. Research the latest developments in parking apps
15. Multi-modal apps and payment options
16. Explore emerging best practices in electric charging stations
17. Automated parking garages
18. Preparing for “driverless cars”

PARKING ENFORCEMENT STRATEGIES

19. Escalating parking fine structures
20. Develop enhanced parking enforcement operations and training manual
21. Develop parking enforcement checklist

PARKING PRICING STRATEGIES

22. Performance based or variable pricing
23. Progressive on-street parking pricing
24. Parking Taxes

PARKING CODE STRATEGIES

25. Review and update parking codes

TDM STRATEGIES

26. Explore “first and last mile” strategies
27. Trip reduction or trip generation allowance
28. Explore the concept of increasing availability by decreasing demand
29. Local government’s role in promoting car share

30. Parking cash out options
31. Adopt a research and educational mission to promote all modes of transportation

DISTRICT MANAGEMENT STRATEGIES

32. Livable neighborhood plans
33. Integrated downtown management and TDM programs
34. Neighborhood partnership program
35. Neighborhood district parking management plans and benefit districts
36. Seattle's Urban Village strategy for neighborhood development
37. Industry cluster development
38. Innovation districts
39. Neighborhood parking programs
40. Transit oriented corridor
41. District Trolley

