

**CITY OF BOULDER  
CITY COUNCIL AGENDA ITEM**

**MEETING DATE: December 16, 2008**

**AGENDA TITLE:** Consideration of a motion to Accept Amendments to the Transportation Master Plan to reflect the FasTracks Local Optimization (FLO) process and to Accept the revised Transportation Master Plan Summary for inclusion in the Boulder Valley Comprehensive Plan

**PRESENTER/S:** Jane S. Brautigam, City Manager  
Stephanie A. Grainger, Deputy City Manager  
Paul Fetherston, Deputy City Manager  
Maureen Rait, Executive Director of Public Works  
Michael Gardner-Sweeney, Acting Director of Public Works for Transportation  
Martha Roskowski, GO Boulder Program Manager  
Randall Rutsch, Senior Transportation Planner

**EXECUTIVE SUMMARY:**

This agenda item brings to City Council amendments to the Transportation Master Plan (TMP) reflecting the work of the FasTracks Local Optimization (FLO) process. These amendments to the TMP are in three key areas considered in the FLO process:

- Recognizing new conditions in the community and region, including the passage of FasTracks, referred to as general context changes;
- Updating the financial element of the TMP to reflect new fiscal realities, including escalating costs and relatively flat revenues; and
- Adopting a new, more streamlined and strategic “Complete Streets” investment program, developed from the FLO-modified Action Plan project list, which identifies the highest priority projects for the community at a lower funding level than the Action Plan already within the TMP.

Together, these amendments update the TMP so it can serve as a reliable foundation for future decision-making, including explorations of potential new revenues. Details of the new investment program are included as **Attachment A**, and a red-lined version of the text amendments to the TMP document is included as **Attachment B**. These amendments are also reflected in the revised Transportation Master Plan Summary for inclusion in the Boulder Valley Comprehensive Plan, included as **Attachment C**.

The amendments outlined in this memo were drawn from the analysis, input and discussion of the FasTracks Local Optimization (FLO) process. FLO was a multi-year effort by a committee of community representatives and staff to identify the investments and responses needed to prepare the community for the arrival of the FasTracks regional transit improvements. While the project started with a focus on FasTracks, it evolved to consider priority connections across the community. The process was also influenced significantly by the Blue Ribbon Commission work on the new fiscal realities including materials cost escalation. FLO identified early action items for each partner organization and the committee considered the relationships of these improvements to the city's Climate Action Plan. Council endorsed the FLO work on August 15, 2006 and directed staff to develop a FLO refined project list to amend the Transportation Master Plan (TMP). Council considered the revised FLO materials as part of its April 8, 2008 Study Session on the Climate Action Plan and this item brings those amendments to Council.

The FLO process is one of several efforts since 2003 consistent with the TMP as a living plan and addressing the four focus areas of the plan. As the 2003 update was completed prior to the passage of the FasTracks program, it did not consider local improvements needed to take full advantage of the FasTracks commuter rail and bus rapid transit (BRT) services. Transportation funding has also been significantly reduced as the city's buying power has declined due to surging costs of construction materials and fuel sources. The Complete Streets investment program, presented in these amendments, is a focused and strategic investment program developed from the FLO-modified Action Plan project list. It is less expensive than the TMP Action Plan, but would still make improvements throughout the community and would create links to the current and future regional transit system.

#### **STAFF RECOMMENDATION:**

Staff believes that the proposed amendments and updates to the TMP reflect the findings and conclusions of the FLO process and recommends City Council approve these amendments.

#### **Suggested Motion Language:**

Staff requests council consideration of this matter and action in the form of the following motion:

Motion to accept amendments to the Transportation Master Plan reflecting the results of the FasTracks Local Optimization (FLO) process as contained in Attachment B, including general context changes, updating of fiscal information and the addition of the Complete Streets investment program. Also a motion to accept the revised Transportation Master Plan Summary for inclusion in the Boulder Valley Comprehensive Plan contained in Attachment C.

#### **COMMUNITY SUSTAINABILITY ASSESSMENTS AND IMPACTS:**

- **Economic:** The upcoming FasTracks improvements are expected to promote a diverse and sustainable economy by improving travel options and travel time for employees, residents and visitors. Having local facilities, services and programs in place will facilitate residents and employees use of the FasTracks facilities, allowing employers to access a broader employee population in support of economic sustainability goals. Improved transportation connections to the broader Denver region is a key business concern for continued competitiveness and access to customers and employees.
- **Environmental:** Increased transit ridership meets the TMP goal of reducing single-occupant vehicle travel, resulting in reduced congestion, energy consumption and air pollution emissions. The proposed Complete Streets investment program will contribute to completing the modal systems envisioned in the TMP. Enhanced transit and travel options also promote a compact land use pattern, reducing the land required for urbanization and roadways.
- **Social:** The FasTracks improvements will improve access for all community members. Having travel choices in addition to the automobile provides mobility to all segments of the population and can significantly reduce the costs of travel. Improved transit access is particularly important to seniors, low income and disabled members of the community.

#### **OTHER IMPACTS:**

- **Fiscal:** The fiscally constrained funding level for the TMP does not cover the costs of the facilities, services and programs needed to support FasTracks improvements. Only \$3.5 million is forecast as available for transportation improvements by the time FasTracks is scheduled to arrive, with a total of less than \$20 million expected for transportation investment through 2025. Additional funding or the reallocation of funds will be needed to fund the \$115.8 million Complete Streets investment program through 2025.
- **Staff time:** The staff time to implement the early action items is included in normal work plans.

#### **BOARD AND COMMISSION FEEDBACK:**

On July 10, 2007, the Transportation Advisory Board (TAB) gave its feedback on the FLO findings and early action items. The Board's comments were:

- TAB fully endorsed integrating FLO into the TMP and having staff complete additional planning to understand the cost and feasibility of the identified projects.
- TAB fully endorsed the initiation of discussions on transit pass programs.
- TAB fully endorsed the early action items of funding the TMP Action Plan and strongly encouraged City Council to discuss funding FLO and the Action Plan.

At its November 17, 2008 meeting, TAB adopted the following motion:

*Move that TAB adopt the attached amendments to the Transportation Master Plan ("TMP"), and further that TAB recommend to Council that if the City lacks sufficient revenues to fully fund the Complete Streets*

*investment package that Council consider funding Complete Streets in accordance with the following TMP investment priorities:*

- *Highest priority – system operations, maintenance and travel safety;*
- *Next priority – operational efficiency, improvements and enhancement of the transit, pedestrian and bicycle system;*
- *Next lower priority – quality of life, such as sound walls and traffic mitigation; and*
- *Lowest priority – auto capacity improvements (new lanes and interchanges).*

*TAB stands ready to assist council, as needed, in determining how best to apply these priorities. In recommending the Complete Streets investment package, TAB assumes that FasTracks will be fully implemented as planned.*

The proposed amendments were considered by Planning Board at its meeting on Dec. 4, 2008. The Board approved the following motion unanimously:

On a motion by W. Johnson seconded E. Jones by, the Planning Board recommended (7-0, all in favor) that City Council accept the Transportation Master Plan Update, including the FLO process and the complete streets package. The Planning Board recommended that the Transportation Master Plan be amended by the addition of an addendum showing all city transportation projects with all presumed fund sources.

The Planning Board approved in the same motion (7-0, all in favor) the updated Transportation Master Plan Summary for inclusion in the Boulder Valley Comprehensive Plan.

Text has been included in the proposed amendments in Attachment B to reflect the Transit Village Area Plan (TVAP) TDM program as recommended by Planning Staff. Staff proposes adding the addendum of all transportation projects in the city to the TMP Web site and that this be updated annually as part of the CIP process. This would add the construction projects of other agencies to the city's CIP projects map. The revised Transportation Master Plan Summary for inclusion in the Boulder Valley Comprehensive Plan as approved by Planning Board is included in Attachment C.

#### **PUBLIC FEEDBACK:**

Two public open houses were held as part of the FLO process. General project ideas and comments were collected at the Nov. 1, 2006 open house and these ideas were utilized in the FLO committee's work. At the April 5, 2007 public open-house, meeting attendees were asked to prioritize funding by placing five green dots on the FLO Priorities that they felt were the most important. Projects of strong interest included the 14<sup>th</sup> and Walnut streets bus station improvements, increased funding for Special Transit services and a

HOP Express transit service. Multimodal connections were also strongly supported as a high priority.

### **BACKGROUND AND ANALYSIS:**

Comprehensive background and analysis supporting the proposed amendments are included as **Attachment D**. This attachment provides an overview of key points of the 2003 update to the TMP and reviews the concept of the TMP as a living document. The history of the FLO process is covered, including Council's reviews of the FLO materials. There is a financial analysis summarizing the significant challenges faced by the Transportation Division. The development of the Complete Streets investment program is described along with how it fits in with the existing investment programs of the TMP. And the proposed text changes that recognize changing conditions in the community and the region, the new fiscal realities and the Complete Streets investment program are described.

### **NEXT STEPS:**

The Complete Streets investment program is intended to serve as the basis for further discussion on transportation investment and funding. Staff recognizes that the program is more expensive than the funding range identified by Council at the April 8, 2008 Study Session but it also includes a more comprehensive accounting of on-going operations and maintenance needs. If future Council discussions determine that the entire Complete Streets investment program cannot be funded, staff can prepare additional investment options for Council consideration.

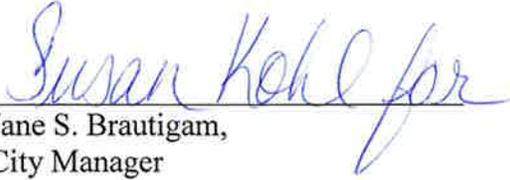
At the April 8, 2008 study session, Council also expressed support for further staff work on transportation funding options. Transportation staff is planning to prepare a report on some of these options in the first quarter of 2009. This process will further explore some of the funding options identified as worthy of further consideration by the Blue Ribbon Commission report. These include a transportation maintenance fee, market-based revenue opportunities, a vehicle miles traveled tax, a transportation fee on parking spaces and a local tax on gasoline sales.

This effort will involve input from TAB, the FLO working group, the Chamber of Commerce and local developers; and will look at potential revenue generated, feasibility issues, time lines for implementation and will identify significant challenges and/or opportunities. The report will be designed to provide council with additional background on these items for incorporation into council's broader discussions of funding priorities. This work is designed to complement the work already underway on development excise taxes. TAB will provide feedback on the proposed funding work at their Dec. 8 meeting.

Transportation staff also continues to work on refinements to our transportation demand management (TDM) approach, consistent with the feedback provided by council at the April 8 study session. Staff is refining their approach to TDM in development review and is exploring options for a trip reduction ordinance. Discussions on modifying approaches to parking managements are beginning on a staff level. Staff anticipates

bringing suggestions for modifications to the TDM development review process to TAB, Planning Board and council in the second quarter of 2009.

Approved By:

  
Jane S. Brautigam,  
City Manager

**ATTACHMENTS:**

- A. Complete Streets investment program
- B. TMP text with proposed changes highlighted
- C. Transportation Master Plan Summary for inclusion in the Boulder Valley Comprehensive Plan
- D. Background and Analysis

"Complete Streets" Investment Program 2008 thru 2025		
Cost estimates (City of Boulder costs only) October 2008		
Important notes:		
* This chart does not include any projects that are included in the 2009 to 2014 CIP. All projects on this list are in addition to the projects included in that document. Many projects are already in the current funding, action plan or vision plan project		
* These figures assume maximum leverage from other funding sources, including FasTracks, other RTD funding, CDOT, community partners such as CU, Boulder County, federal funds, private investment during development review, etc.		
* Most projects with matches will only move forward if the matching money is available.		
* Costs include both capital expenses and operating funds (such as for transit services) from start-up through 2025		
Project Themes	Cost	Notes
	in millions, city share only	
<b>Capital Projects: Providing transportation choices throughout the community</b>		
<b>Complete strategic missing links:</b>		
Along Broadway and 28th Street multimodal corridors	\$2.3	Various bike routes, bike lanes, and pathway connections. Assumes a 100% local share of most projects, though a few may be eligible for TIP funding or matched from Greenways.
North Boulder connections	\$5.5	
Other community connections	\$5.2	
Transit access improvements	\$2.0	Upgrade high use bus stops, meet ADA standards at all stops, support Special Transit's new facility
Complete 28th Street improvements	\$7.7	The final phase of 28th Street improvements: Transit widening from Pine to Valmont and multi-use paths from Walnut to Glenwood
Complete strategic, high-priority connections during redevelopment	\$7.0	Create a pool of funding to achieve a finer grid of connections during the redevelopment process, augmenting the proportional cost that can be exacted from property owners (approximately \$0.5 per year)
<b>Subtotal Multimodal connections</b>	<b>\$29.7</b>	
<b>Capital Projects: Making the most of FasTracks</b>		
<b>BRT intermodal center improvements:</b>		
14th & Walnut (downtown) bus station	\$1.0	Park additional buses on surrounding streets, shift some operations to Canyon. Assumes 50% of cost covered by RTD
Broadway at CU/Euclid: Improve bus facilities, add pedestrian/bike underpass	\$1.0	City portion of \$7.2 million project. Remainder of project funding from federal sources, RTD, CU, Boulder County and CDOT with BVSD support.
Table Mesa park-n-Ride	\$4.5	Bike/ped underpass under Table Mesa at BRT station, other connections to US 36 bikeway plus "enhancements"(1). Assumes 100% city funding
<b>Northwest Rail projects:</b>		
Gunbarrel multimodal connections	\$1.5	Project listed below assume 100% city funding, as these are the projects RTD is unlikely to fund through FasTracks Various connections plus "enhancements"(1)
63rd & Arapahoe site acquisition and station development (potential)	\$6.5	50% share in cost of acquiring and building station at this location. Includes \$1 million for station "enhancements."(1) Extend pathways to reach station
<b>Invigorate the Boulder Transit Village Area:</b>		
High priority multimodal connections	\$8.7	City contribution to transportation infrastructure, in addition to the anticipated excise and use taxes provided by new development.
Station "enhancements"(1)	\$1.0	
<b>Budget the local match for FasTracks:</b>		
Estimated contribution from Boulder	\$6.0	RTD requires a 2.5% local match to FasTracks. The final cost of FasTracks has not yet been identified, and it has not yet been determined how the local match will be divided between local jurisdictions (per station, per mile of track, based on ridership,
<b>Subtotal FasTracks capital projects</b>	<b>\$30.2</b>	
<b>Operate and maintain the system (all modes)</b>		
<b>Maintain and operate the city's infrastructure</b>		
Adequate funding to ensure safety, system integrity and preserve infrastructure investments.	\$20.0	This figure incorporates both the O&M costs of the projects in the FLO list and address potential shortfalls in on-going O&M city-wide. These costs are very preliminary results from an in-progress O&M study, so may be revised.
<b>Continue local transit services</b>		
Continue HOP service, buy-ups of JUMP, BOUND at 2008 levels	\$15.2	Assumes continued increases in cost of transit services
<b>Subtotal Operations and Maintenance</b>	<b>\$35.2</b>	

<b>Expand transportation programs and services</b>		
<b>Improve local Transit Services:</b>		Assumes 2014 start date for new services
Start "HOP Express" to meet trains	\$2.8	Purchase two new buses, assumes 50% RTD match on operations
Turn northern leg of 204 into high frequency CTN service	\$3.5	Assumes CMAQ funding with RTD local match on initial phase, \$.25/year city buy-up in future years
Establish local service on 28th Street	\$2.6	Assumes 80% CMAQ start-up and RTD buy-up of productive service
Increase Special Transit funding	\$2.4	Increase city contribution by \$150K/year as per TMP Action Plan
Improve transit stop maintenance	\$1.5	Additional \$100,000/year for improved sweeping, plowing, etc at shelters
<b>Make it easy to leave the car behind: Transportation Demand Management programs</b>		
Increase local transit passes from 60,000 to 75,000	\$3.0	Expand GO Boulder's Eco Pass subsidy program to support low-income households, neighborhoods, businesses, at-risk youth, etc
Expand outreach and business community involvement	\$1.7	Marketing, ETC outreach and measurements
<b>Implement Bike Summit initiatives</b>		
Bike rentals, car share, etc.	\$1.4	Assumes some CMAQ start-up funds, local partnerships
Effective wayfinding and signage	\$0.3	Assist drivers, transit users, bicyclists and pedestrians in finding stations and key destinations
<b>Planning and Policy Refinements to encourage mode shift</b>		
Explore land use changes along transit corridors. Revisit parking policies, development review standards and other demand management strategies	\$1.6	Additional staff and planning efforts
<b>Subtotal expansion of services and programs</b>	<b>\$20.7</b>	
<b>Complete Streets investment package TOTAL \$115.8</b>		
1) RTD designs call for very basic FasTracks stations and are not planning many improvements outside of RTD property. The city will have financial responsibility for any "enhancements, including bringing stations to city standards, adding public art, bet		
updated November 2008		

**TMP Text changes:**

*Note: these are based on the 2003 update of the TMP. The full document is available on the web at [www.bouldertmp.net](http://www.bouldertmp.net). Page numbers (p. x) reference pages in the current TMP*

Change date on cover page to “2008 Incremental Update” within the graphic  
Change footer in document from 2003 to 2008

p. i FLO committee and staff

Lain Adams  
Jeff Becker  
David Cook  
MyriahConroy      TAB member  
AudreyDeBarros  
Michael Deragisch      TAB member  
Jeff Dunning  
Stephanie Grainger  
Betsy Hand  
Graham Hill  
Andy James  
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Kathleen Osher  
Steve Peters  
Brad Power      Staff  
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2008 City Council

Macon Cowles, Suzy Ageton, Lisa Morzel, Angelique Espinoza, Deputy Mayor Crystal Gray, Matthew Appelbaum, Mayor Shaun McGrath, Ken Wilson, Susan Osborne

2008 TAB

Lynn Guissing, Myriah Sullivan Conroy, Michael Deragisch, Spenser Havlick, David Driscoll

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**The Transportation Master Plan (TMP) is on the Web!**

~~With this update of the TMP~~ Since 2003, the city established ~~has~~ the TMP Web site as a more accessible, user friendly, cost-effective and informative presentation of the community's transportation direction published the TMP on the Internet to inform the public of the city's transportation goals. ~~This site~~ The TMP Web site contains all the material from this document both as Web pages and as a pdf file, as well as extensive background material developed through the ~~plan updates process~~. As the TMP is intended to be a "living plan," it also contains materials from planning efforts since 2003 and amendments to the plan. As this is the city's first presentation of a Web-based master plan, ~~t~~ The site is still in a development mode and will continue to be improved, based on user comments and suggestions.

In addition, the site contains the interactive "Map It" application allowing anyone with a Web browser to explore the existing and planned transportation system.

Included on the TMP Web site are:

- final products from each phase of the 2003 update process
- materials presented at the public forums
- selected Power Point presentations
- background research material on the policy focus areas
- materials from planning efforts since 2003, including the Action Plan Task Force and the FasTracks Local Optimization (FLO) process
- "Map It" interactive mapping and project information display function
- links to related transportation activities and information
- opportunities to communicate with city staff

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**Introduction**

The city of Boulder Transportation Master Plan (TMP) contains goals, objectives and policy guidance as well as an overview of the strategies and investment programs that the city and the community intend to accomplish by the year 2025. New to this plan is a fi-scally constrained investment program of how to use the revenue the city expects to have from current funding

sources, a Complete Streets investment program that will improve connections throughout the community in response to the regional transit improvements of FasTracks and an Action Plan of how the city would invest in the next steps of developing a multimodal transportation system if significant additional revenue becomes available. The plan also continues to track the desired build out of the transportation system in the Vision program.

With the 2003 update of the Transportation Master Plan, the city is transitioning to a Web-based plan to make the plan more accessible and useful to Boulder citizens. This Web site's address is: [www.BoulderTMP.net](http://www.BoulderTMP.net) [www.boulder.co.us/publicworks/depts/transportation/masterplan](http://www.boulder.co.us/publicworks/depts/transportation/masterplan) and contains a large amount of additional information supporting the policies and investment program presented here. Included on this site is an interactive mapping application that allows the user to display and get information on both existing transportation facilities and planning improvements.

### What Does this Plan Contain?

- Policies related to transportation
- Modal plans: automobile, transit, bicycle, and pedestrian
- Background on travel behavior and expectations
- Strategic actions in the four Policy Focus Areas
- Updated financial information reflecting the work of the Blue Ribbon Commission on Financial Stabilization
- An investment program of proposed projects within our funding limitations
- A Complete Streets investment program recommending strategic improvements in response to FasTracks, changing fiscal conditions and the need for better transportation connections
- An Action Plan as a framework for community action to fund the next significant step of additional transportation investment
- The Vision for our ultimate transportation system

### TMP Goals and Objectives

Previous versions of the TMP contained goals, objectives and an extensive set of policy statements. For this plan, the goals are retained and the objectives are enhanced to better reflect the policy direction of the city.

#### 2025 Goals

2025 Goals are to develop:

- An integrated, multimodal transportation system emphasizing the role of the pedestrian mode as the primary mode of travel;

- A transportation system supportive of community goals;
- Sufficient, timely and equitable financing mechanisms for transportation;
- Public participation and regional coordination in transportation planning; and
- A transportation system supportive of desired land use patterns and functional, attractive urban design.

Objectives are those measurable things that reflect our goals. These objectives are expanded to more fully reflect the desired transportation system.

**2025 Objectives**

- Continued progress toward no growth in long-term vehicle traffic;
- Reduce single-occupant-vehicle travel to 25 percent of trips;
- Continued reduction in mobile source emissions of air pollutants;
- No more than 20 percent of roadways congested (at Level of Service [LOS] F);
- Expand fiscally viable transportation alternatives for all Boulder residents and employees, including the elderly and those with disabilities; and
- Increase transportation alternatives commensurate with the rate of employee growth.

As many of the policies from the previous plan have been incorporated in city design standards and standard practice, these policies continue as a given for the city. The smaller set of policies contained in this plan focuses on areas where continued progress is needed.

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What is a Transportation Master Plan?

The Transportation Master Plan (TMP) is the city's long-range blueprint for travel and mobility. First adopted in 1989, the TMP recognized the need to reconcile two seemingly conflicting goals: first to provide mobility and access in the Boulder Valley in a way that is safe and convenient; and second, to preserve what makes Boulder a good place to live by minimizing auto congestion, air pollution, and noise.

The TMP fits under the policy umbrella of the Boulder Valley Comprehensive Plan (BVCP) and implements the broader community vision contained in the BVCP for the area of transportation. The TMP covers all forms of personal travel - walk,

bike, bus and automobile.

**Update Improvements to the 1996-TMP Improvements over Time**

This version of the TMP builds on the policies and directions contained in the 1996 and 2003 versions of the

TMP. Key concepts used in these updates are:

- The TMP update-improvements will emphasize the four policy focus areas endorsed by the City Council: Multimodal Corridors, Regional Connections, Transportation Demand Management (TDM) and Funding.
- Major transportation funding improvements will be multimodal in character (including all modes - automobile, transit, pedestrian and bicycle) and implemented by prioritized multimodal corridor segment. With increasingly limited revenues, the city will make improvements consistent with the priorities of the Complete Streets investment program.
- Cost estimates reflect the work of the 2007 Blue Ribbon Commission on Financial Stabilization which confirmed significant increases in construction materials costs
- The street network is the primary infrastructure for all methods of travel and a key public space uniting the fabric of the community. It will be well maintained, improved to maximize the efficiency of the existing system and managed to accommodate all forms of travel.
- The city will maintain and support the current Community Transit Network (CTN) and incrementally expand the bus system as funding allows. The bus system will be supported by strategic investment in mobility options for older adults and those with disabilities, the targeted expansion of our pass programs, land use changes and pedestrian oriented design, seamless connections to the other forms of travel, and high quality transit stops and stations.
- The community is building toward a complete bicycle system intended to ensure a safe and continuous system of bicycle paths and lanes. This system will provide continuous connections within the corridors to provide access to destinations within the community and to connect to the regional system.
- The TDM program will build on the existing citywide efforts through programs developed for specific geographical areas by Transportation Management Organizations (TMOs). The level of expected TDM efforts will correspond to the level of expected development and redevelopment in the TMO area.
- The Transit Village Area Plan (TVAP) contains a comprehensive and integrated TDM program that will minimize the traffic impacts resulting from anticipated redevelopment in this area with a resulting increase in population and employment. This TDM program supports the creation of a pedestrian oriented place and may serve as a model for other areas of redevelopment.
- Walking is the fundamental way to travel and normally connects travel by all other modes. The city will support pedestrian travel

throughout the community and ensure adequate connections to public transit.

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### Why Do This Update have a Living Plan?

A lot has changed since the 1996 and 2003 TMPs. The following factors require periodic adjustments to the TMP to support its policy direction and a new update to most effectively

meet-make progress toward the TMP goals:

- City funds are declining while additional funding is needed to implement the city's transportation programs and projects. (Sales taxes ~~and~~ are about 63 percent of city transportation funding but have declined in real terms by 15 percent since 2001. The Blue Ribbon Commission on Financial Stabilization identified significant challenges to maintaining the city's reliance on sales tax revenue.
  - There has been a rapid and unprecedented increase in construction costs, particularly in the materials used for transportation improvements. Construction material costs increased 70 percent over two years and may continue to increase at high rates. These increases have been reflected in the investment programs of the TMP to bring costs to 2008 levels.)-
  - Growth has been much faster than anticipated in the 1996 Plan, with ~~today's~~ population 2003 population and employment near the levels expected for 2020. Significant additional employment growth is also expected by 2025 with increased commuting into Boulder based on the BVCP.
  - RTD financial support for the Community Transit Network (CTN), which includes the HOP, SKIP, JUMP, BOUND, DASH, STAMPEDE and ~~DART~~BOLT high frequency bus services, has decreased, and we will be challenged to simply maintain the existing and planned bus service, much less expand the system.
  - The passageing of the FasTracks regional rapid transit initiative in 20074 will strengthen transit connections between Boulder and the Denver Metro region with commuter rail on the existing BNSF tracks and Bus Rapid Transit (BRT) on U.S. 36. These significant investments will ~~enhance~~improve regional access, reshape our community, and influence the location and type of local transportation investments needed to ~~best exploit~~gain the most benefits from FasTracks.
  - The 1996 Plan was never fully funded, with expected revenues equaling about two thirds of the plan's proposed funding need. The TMP needs to reflect other city planning efforts, such as the Transit Village Area Plan, that modify and enhance the city's multimodal transportation system. The TMP amendment process ensures that city plans for transportation improvements are consistent and up to date.s.
- Updating the Continuing amendments to the TMP provides the opportunity to evaluate the results of our transportation policy since 1990, to identify areas that are not working or need improvement, and to refine the policy direction. This 2003 living TMP is more realistic in relating levels

of funding to transportation programs, such as improving intersections, building bike paths or providing buses on a frequent schedule.

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**What ~~Was~~ Is the Overall Approach for This Update ~~the 2003 Update~~?**

The implementation of the city's policy direction since of the 1989 and 1996-TMPs has been very successful. The city has made significant improvements in by launching the high frequency Community Transit Network (CTN), dramatically increasing transit ridership, improving traffic flow through a number of intersection and roadway improvements, implementing major pedestrian and bicycle improvements, and minimizing traffic impacts even while experiencing significant growth. As part of the initial plan assessment phase of the 2003 TMP update, the direction provided by City Council was to "Continue What We Are Doing Well and Stay the Course." Council directed that the city continue to implement the TMP's system improvements and the policies that evolved through the 1989 and 1996 TMPs.

The plan assessment at the start of this the 2003 update process identified four focus areas to meet Boulder's transportation challenges: how the city can be smarter about where and what is invested in (multimodal corridors); the need to create effective regional partnerships to address regional travel (regional travel); engaging the business community in addressing transportation solutions (TDM); and the need to develop a realistic funding plan (funding). Summary objectives and conclusions in these four focus areas follow.

**Be Smarter about Where and What the City Invests In**

- The 2008 update adjusts for current fiscal conditions and recommends a set of strategic investments improving access to regional transit connections
- Target transportation improvements on the city's multimodal transportation corridors and make the limited and strategic investments needed to increase multimodal mobility across Boulder and provide community access to the coming FasTracks regional transit improvements:
  - One size does not fit all - Investments need to be tailored to fit each corridor.
  - Invest where needed - Transportation improvements will be prioritized for corridors that have or anticipate mixed-use development and significant growth.
  - Plan for the future population - Includes increased investment in Special Transit to provide for the mobility needs for our growing aged population.
  - Build upon what is working - A critical element in the multimodal system is the user friendly, high frequency transit network that Boulder and Boulder County have implemented. The network is working very well but can be further enhanced and expanded.
  - Continue the service and the overall approach of the CTN, which has increased

ridership significantly and is supported by the community.

- The Regional Transportation District (RTD) has reduced its commitment and funding levels for high frequency services such as the HOP, JUMP and BOUND. Sustaining such high frequency services will require Boulder, Boulder County, the University of Colorado and others to create a new model for providing transit, which will need to consider additional funding and potentially different operational and governmental approaches.

### **Create Effective Regional Partnerships that Produce Results**

- Boulder is not in this alone. Regional partnerships with Boulder County, neighboring cities, RTD, and the Colorado Department of Transportation (CDOT) are the keys to providing solutions for regional travel into and out of Boulder.
- Form broad coalitions to support a package of improvements and the funding for improvements on the regional corridors.
- Develop regional consensus for multimodal improvements to regional corridors including, but not limited to, automobile, rail, bus, bicycle and pedestrian access.
- Improve regional transit connections through enhanced transit centers such as Boulder's Transit Village and ~~Williams Village~~ Broadway/Euclid Transit Center.
- Support a Boulder County transit vision and regional corridor improvements through the Boulder County Consortium of Cities Regional Transit Committee.
- Provide regional bicycle connections to other communities.

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### **Focus on Engaging the Business Community**

- Boulder will remain an employment center and workers will constitute a growing percentage of total travel.
- Successful businesses are organized to attract and maintain customers and high quality employees and depend on the transportation system to do this.
- Businesses are integral in developing TDM strategies.
- Business Oriented Investments – Through Transportation Management Organizations (TMOs) and Business Improvement Districts (BIDs), current and future businesses can provide meaningful input on transportation improvements in their area and on managing the transportation system.
- Build upon the Success of Eco Pass – Expand Eco Pass program into TMOs and multimodal corridors.

### **Develop a Realistic Funding Plan**

- Prepare a fully funded plan which describes how we spend and what we get for it. The Current Funding Plan is based on current funding levels.
- Plan for a Complete Streets investment package focused on strategic investments in support of accounting for the FasTracks regional investments and current fiscal realities conditions.
- Plan for a reasonable increase in funding within the context of a long range plan. This Action Plan would require further "Action" on behalf of the city to identify the sources and potential for additional funds.
- Maintain a "Vision" program for Boulder which fully describes the long term post-

2025 transportation system and funding requirements to achieve that vision.

- Explore the concept of a mixed funding package to provide a more stable source of funding for transportation.

**Staying the Course....Progress while Experiencing Significant Growth  
(insert updated VMT graph)**

As part of the initial plan assessment phase of the 2003 TMP update, an extensive inventory was done on what had been accomplished under the current policy direction since 1990. This inventory ~~looked at~~listed the programs that have been established and facilities built under this policy direction. These include:

- ~~Increase~~inged the roadway maintenance budget by \$500,000 a year starting in 1997;
- ~~Implementation~~Implementation ofed a major signal system upgrade and improved signal system timing in all major corridors;
- ~~Establishment~~ ofed the CTN with six (6) current services and an additional service starting in 2004;
- ~~Establishment~~ ofed the GO Boulder program of education, marketing and pass programs such as the Eco Pass, with 60,000 Eco Passes in the community;
- Constructed 11 bicycle/pedestrian underpasses;
- Completed repairs and access ramps in seven (7) out of 29 Sidewalk Improvement areas and constructed more than 32 miles of new sidewalks; and
- Completed one-fifth of the projects in the Bicycle System Plan.

The results of these investments and other characteristics of the community produce travel behavior in Boulder that is quite different from travel behavior in the rest of the region. Boulder has a significantly higher use of the non Single Occupant Vehicle modes, resulting in a vehicle miles of travel (VMT) increase that is about one-fifth that of the region. Since 1994, these differences have avoided about 1.8 million miles of daily vehicle travel in the Boulder Valley.

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**Investment Program**

**Investment Strategy**

The city's investment strategy focuses on fi-rst maintaining and operating the existing transportation system and then using the remaining available funds for capital improvements and investments in the city's multimodal corridors. This strategy both protects the large public investment in the existing facilities and ensures that the system is operated in as safe a manner as possible. While the following sections discuss ~~three~~four levels of investment, in all cases the largest segment of the planned

spending remains in the operations, maintenance and safety area.

### **Investment Packages**

The TMP presents ~~three~~ four transportation investment programs based on different levels of funding: Current Funding, Complete Streets, the Action Plan and the Vision. In addition, a Reduction Strategy ~~has been~~ was developed in the event that the ~~current~~ expected funding levels are not realized and ~~future~~ reductions are necessary. These programs implement the policy direction of the TMP at the different funding levels. While the 1996 TMP outlined the vision for Boulder, that plan was not based on available transportation funds and resulted in the need to prioritize transportation spending in 2000. Since ~~In~~ the 2003 plan, transportation investment ~~is~~ has been prioritized through the ~~three~~ four investment programs. In each of these investment programs, funding of transportation operation/maintenance and safety is the highest priority. The Complete Streets, Action Plan and Vision investment programs all reflect cost increases since 2003 and include an enhanced service standard for maintenance. The level of capital improvement investment is dependent on the funds remaining after these priorities are funded.

### **Investment Policies**

The city shall generally give priority to transportation investments as follows\*:

- Highest priority - system operations, maintenance and travel safety;
- Next priority – operational efficiency improvements and enhancement of the transit, pedestrian and bicycle system;
- Next lowest priority - quality of life, such as sound walls and traffic mitigation; and
- Lowest priority - auto capacity additions (new lanes and interchanges).

\* *Note that within each priority level, all items are given equal weight.*

Investment in modal enhancements will be integrated between all modes, focused in the designated multimodal corridors and prioritized by the ranked multimodal corridor segments.

As the street network is the primary infrastructure for all modes, it will be managed and expanded to balance its use by all the

modes. Roadway capacity will not be added at the expense of the non-auto modes.

The city's transportation system includes all the modes and the resources needed for the sustainable operation of the system.

Any consideration of the share of system funding ~~from~~ allocated to future growth will be based on this system.

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### **Current Funding**

**(Insert new pie chart)**

The Current Funding program reflects an investment strategy fixed at current funding levels, which is estimated at \$448-304.2 million from 2008 through 2025. Over ~~75-88~~ percent

of these funds are for maintenance of the existing transportation system. The Current Funding:

- Maintains the safety and maintenance/operations priority for investment;
- Maintains programmatic enhancements for all modes;
- Prioritizes the limited capital improvement funds in high demand city and regional travel corridors;
- Maintains the current, high frequency CTN bus service (HOP, SKIP, JUMP, BOUND, DASH, DART, STAMPEDE);
- Preserves the existing Eco Pass program (RTD's bus pass program) and TDM efforts to promote and encourage alternatives to driving alone; and
- Increases regional emphasis by initiating actions to support a Boulder County transit vision and regional corridor improvements.

### **Potential Funding Reduction Strategy**

While it is likely that long term revenues will meet the \$448-304.2 million forecast, the recent reductions in sales tax revenue has resulted in the need to develop a reduction strategy for lower transportation spending while maintaining integrity with program objectives. The principles of this strategy have been applied to the 2003 through 20097 and 2004 transportation budgets and will be used in the event of further revenue reductions. These principles are:

- Maintain the integrity of the Transportation Prioritization approach previously developed by City Council in 2000 in priority order:
  1. Maintenance and Operations - limited/strategic reductions
  2. Scale back expansion of the multimodal system - focus reductions on projects which increase maintenance responsibilities
  3. Neighborhood enhancements - defer additional capital investments;
- Achieve sustainable reductions over time, rather than one-time reductions;

- Continue efficiency improvements, such as reducing service in technical support categories where appropriate; and
- Maintain leveraged funded projects.

**(Insert revised Bar graph)**

p. X

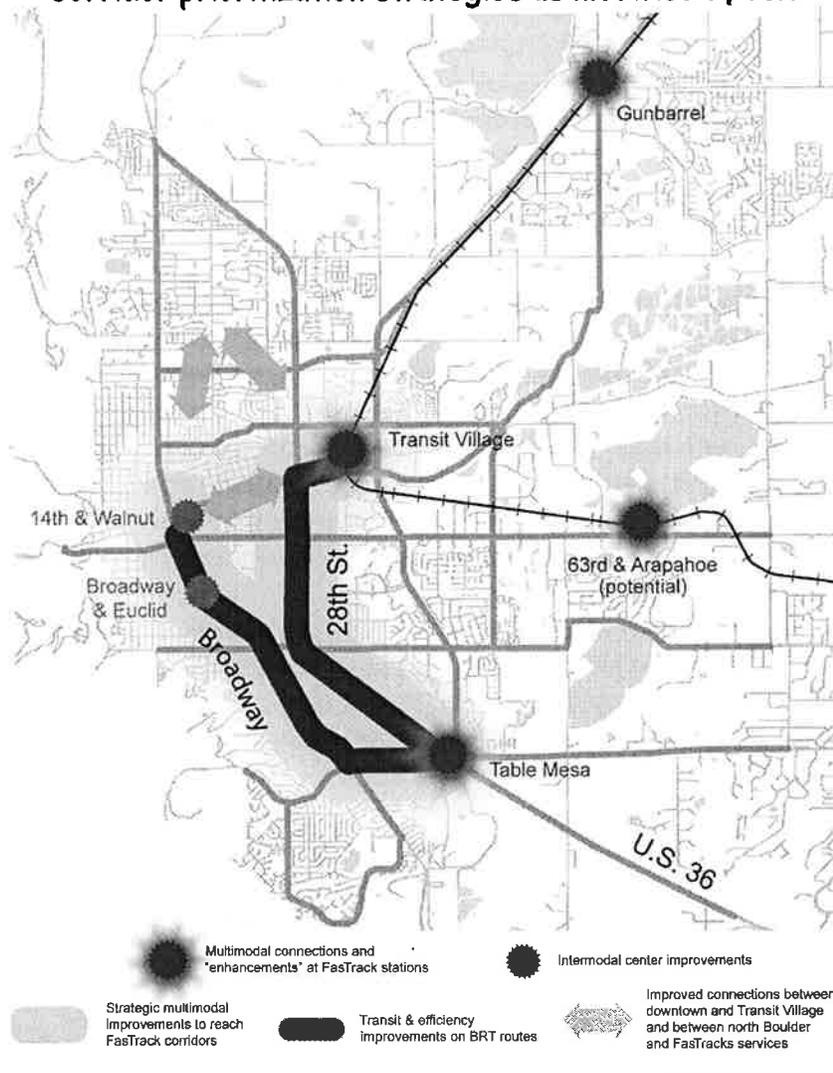
### Complete Streets

The Complete Streets Investment Package is a streamlined and strategic package of community-wide transportation elements that could be built with a relatively modest increase in funding. The city and its community partners developed it through a two year review of investment priorities. While the FasTracks Local Optimization (FLO) process started with a focus on connections to the planned FasTracks facilities, it was expanded to reflect the new fiscal realities and the need for priority improvements across the community. The Complete Streets program was developed based on the FLO guiding principles and has an estimated cost of \$115.8 million. The total cost for this program would be \$384.2 million, \$80 million more than Current Funding. Complete Streets would:

- Improve access to multimodal facilities at the Boulder Transit Village, the Downtown Station, Table Mesa park-n-R-and-ride and to the BRT corridors;
- Make top priority multimodal improvements through the community;
- Complete the 28<sup>th</sup> Street improvements including transit accommodation from Pine to Walnut;
- Maintain buy-ups of high frequency local transit service to reflect expected cost increases;
- Pay the city's local contribution to FasTracks;
- Start a HOP express to the downtown and a high frequency service to north Boulder;
- Increase community involvement in TDM efforts and increase Eco Passes by 25 percent;
- Increase operations and maintenance funding by more than \$1 million a year from Current Funding.

The following illustration resulting from the FLO process also resulted in the following illustration showing how the multimodal corridor strategy of the TMP has been modified. The new approach combines the focus on multimodal corridors with an emphasis on the bike and pedestrian access to the FasTracks corridors and stations.

**Corridor prioritization strategies as modified by FLO**



**(in box) Guiding principles for FLO amendments to TMP project list**

**Continue TMP goals and policies:**

- The goals, objectives, policies and focus areas of the 2003 TMP update remain the same. The FasTracks improvements contribute to achieving the TMP goals and objectives. Only the project lists under the various funding plans will be modified.

**Ensure adequate funding for maintenance and operations:**

- In the TMP, the highest priority transportation investments are System Operations, Maintenance and Safety followed by Operational Efficiency and Enhancements. FLO honors this investment priority. Analysis is currently underway to insure that existing infrastructure and services will be adequately maintained.

**Balance community mobility and FasTracks access:**

- The second priority in the TMP is "operational efficiency and enhancements of the transit, pedestrian and bicycle system." The changes to the TMP project lists balance these general community mobility improvements with improving access to FasTracks regional transit services. Ideally, projects will do both.

**Be more strategic in project selection:**

- Given limited resources, the TMP project lists will be fine-tuned to identify those projects which have maximum impact. The 2003 TMP called for completing all projects within key multimodal corridors. The new approach is to develop a leaner subset of projects. Some large projects, such as the final phase of improvements on 28<sup>th</sup> Street, will be streamlined.

**Stretch city dollars:**

- **Follow through on existing grants and commitments:** All projects in the CIP that have been awarded federal funding will be completed, as city dollars are highly leveraged on these important projects. Boulder will contribute its fair share to the FasTracks local match.
- **Maximize outside funding:** The city of Boulder will proactively seek other funding from a wide variety of sources including:
  - RTD general and FasTracks funding
  - CDOT and other state funding opportunities
  - Boulder County
  - Federal transportation funds and other federal earmarked funds
  - Joint projects with CU, BVSD and other community partners
- **Leverage city dollars with private investment during development review**
- **Only implement if funding materializes:** Some projects which require highly leveraged funding will not be constructed or implemented if partner funding does not materialize. Examples include:
  - 14<sup>th</sup> and Walnut Transit Station improvements (RTD, federal, COB)
  - Broadway at CU/Euclid Transit Station improvements (RTD, CU, federal, COB)
  - HOP Express – direct service between BTV and downtown (COB, RTD)
- **Ensure outside funding:** Some projects are slated to be funded by other agencies. The city will strongly advocate for full funding and execution of these projects. Examples include:
  - Fully functional BRT services with dedicated lanes on US 36 (CDOT)
  - Enhanced 204, 206 and 208 services (RTD)
  - TDM and outreach during construction (RTD, CDOT)

**Advance community sustainability goals****Achieve the "indicators of success" identified by the FLO task force:**

- These elements were identified during the FLO process by the stakeholders as being key to maximizing the effectiveness of FasTracks improvements in Boulder.
  - Bus Rapid Transit is fully funded and fully functional
  - BRT and Commuter Rail integrate seamlessly:
    - Intermodal centers are functional and appealing

- Local transit links to major activity centers
- Multimodal corridors are safe, attractive and plentiful
- Redevelopment along FasTracks corridors supports transit and benefits from it
- Boulder Transit Village is a model for land use and transportation integration
- All Boulder County residents, employees and students have universal unlimited access transit

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### Action Plan

#### (Insert new pie chart)

The Action Plan represents the next best steps toward reaching the community's transportation goals if additional funding becomes available. Pursuing and funding the Action Plan would approximately double the number of corridor segments that could be fully developed into multimodal environments. These improvements would significantly change the experience by users of all modes, with intersection improvements moving vehicles more quickly, pedestrians and bicyclists having access to completed facilities, and transit service expanded to those areas expected to see the majority of land use change and mixed use development. The combination of multimodal transportation investment and expected land use changes have the potential to create in other areas the kind of vibrant, interesting and pedestrian friendly environment that characterizes the downtown. As reported in the Performance section, the strategic initiatives of the Action Plan are expected to move the community about halfway toward our transportation objectives for a third the cost of the Vision program.

The Action Plan assumes that an additional \$111-310.6 million will become available through various funding sources. While increases are proposed for the expansion of the bus pass program and travel demand efforts, the majority of the additional funds are targeted toward the needed capital improvements along the city's multimodal transportation corridors. In addition to the items in the Current Funding program, the Action Plan:

- Provides increases in safety/maintenance investments;
- Increases regional emphasis by expanding actions to support a Boulder County transit vision and regional corridor improvements for all modes, including staffi-ng support for regional coalition building;
- Makes investments by priority corridor segment in additional corridors as compared to the Current Funding and Complete Streets programs;
- Targets additional corridor segments which have CTN service, higher density and redevelopment expectations;
- Establishes organizing structures for public/private partnerships such as Business Improvement Districts (BIDs) and Transportation Management Organizations (TMOs);

- Increases funding of Special Transit to provide needed transportation opportunities for the growing aged population;
- Maintains the current CTN network and provides two new services: the ORBIT and the LEAP;
- Focuses Eco Pass program increases along priority corridors through TMOs;
- Maintain city funding for high frequency local transit service to reflect expected cost increases;
- Increases operations and maintenance funding by more than \$1 million a year; and,
- Provides real-time roadway system information, transit information and carpool matching services.

### **Vision**

#### **(Insert new pie chart)**

The Vision reflects the 1996 TMP in representing the completed multimodal system desired by the community. It is financially unconstrained and will take longer than 2025 to support financially as it has a total estimated cost of ~~\$729-909.9~~ million, more than ~~\$605.7300~~ million over expected revenues by 2025. This program includes the strategic initiatives of the Complete Streets and Action Plan programs and also would:

- ~~Increase~~Increase maintenance and operations funding to a life-cycle replacement level where we fully maintain our facilities;
  - Complete the enhancement investments in all the multimodal corridors;
  - Complete the CTN with 13 routes;
  - Maintain city funding for high frequency local transit service to reflect expected cost increases;
- 
- Complete the bicycle and pedestrian systems;
  - Significantly expand TDM efforts to include the Community Pass, providing Eco Passes for all residents and employees;
  - Expand parking management to other areas of the community; and
  - Complete all roadway improvements.

### **Four Focus Areas**

The assessment of results from the policy direction since 1990 produced two primary findings. The first was to “Stay the Course” in terms of continuing to do what has worked well and been successful. Consequently, the city will continue to implement a balanced set of modal improvements for automobile, transit, bicycle and pedestrian travel. The second finding identified four focus areas where improvement and additional work was needed. These four policy focus areas have been emphasized throughout the TMP Update and organize the strategies reflected in the investment programs.

### **What Are the Four Focus Areas?**

#### **Multimodal Corridors**

The multimodal corridors are the major transportation facilities providing for travel across town and connecting with the regional transportation system. The 1996 and 2003 TMP identified these corridors and calls for improving all modes of travel along them. As these corridors carry a majority of the trips in the community and link important activity and commercial centers, maximizing their efficient trip carrying ability requires improving the relationship between the multimodal transportation system, land use and design along these corridors.

#### **Regional Travel**

Significant growth in the number of employees working in Boulder but living elsewhere highlights the need for improved regional connections. Such improvements will only occur where corridor plans, funding, and collaboration with other communities and agencies are established.

#### **Transportation Demand Management**

When community or environmental impacts and costs limit expansion of the transportation system, improving the management and utilization of the existing system becomes a primary strategy. Boulder is largely developed and will not grow outward due to its open space, so managing the existing system will be an increasing contributor to meeting the city's transportation goals. Improved management is also the most cost effective strategy to maintain the function of the transportation system.

#### **Funding**

Providing transportation facilities and programs requires public funding, yet the 1996 Transportation Master Plan was only about two-thirds funded. Since 2003, declines in city sales tax revenue and an unprecedented increase in the cost of construction materials have increased the portion of the plan that is unfunded. Job and population growth increases the demand for travel and will require additional investment to meet travel increases while maintaining the quality of life of the community.

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#### **Multimodal Corridors**

The multimodal corridors are the major transportation facilities which accommodate auto, bus, bicycle and pedestrian travel. These corridors provide for travel across town and connect with the regional transportation system. We can increase travel efficiency in how we integrate future land uses along these multimodal transportation corridors. In the future, these corridors will facilitate linking different modes together (i.e., bikes on buses or being able to park once and walk to multiple destinations), giving people workable choices of travel. Information systems can also greatly

improve how we travel in the future. Using technology to provide up to the minute information on bus arrival times, carpool availability and road conditions will make transportation choices more convenient. "Smart" transportation can also help us provide workable transportation options for our aging population.

**Broadway: A Multimodal Corridor**

The 1996 TMP identified 10 multimodal corridors, but did not provide a lot of detail on how to develop a true multimodal corridor. Since that time, the city has studied the existing corridors with Broadway being the best example of a complete multimodal corridor in many sections. The multimodal characteristics of Broadway include:

- is one of the primary north-south corridors in the community and connects to the regional transportation system;
- has high frequency CTN transit service for its length in the SKIP and several regional transit services;
- has high quality pedestrian and bicycle facilities for most of the corridor allowing for safe and convenient travel along the corridor;
- has numerous safe and convenient crossing opportunities of the corridor, including underpasses and signalized intersections;
- provides good pedestrian and bicycle access to the corridor allowing easy access to transit and facilities on the corridor;
- contains a mix of uses with a high concentration of users in the activity centers of the downtown and the University of Colorado (CU);
- has high quality, pedestrian friendly design in the downtown area and older segments; and
- has two major activity centers, the downtown and CU, which manage and price their parking supply.

The result of these characteristics produces a transit mode share of 19 percent for travel along the corridor when measured at Regent Drive in the p.m. peak period. A significant number of bike trips also travel along the corridor. If these transit trips were taken in automobiles,

the Level of Service (LOS) at this intersection would drop from a D to a very poor F condition and travel along the corridor would be more difficult.

Multimodal

Corridors

Multimodal

Corridors

**What Are the Multimodal Corridors and What Improvements Are Proposed?**

The 1996 TMP identified 10 multimodal corridors and called for improving all modes of travel along them. As these corridors carry a majority of the trips in the community and link important activity and commercial centers, maximizing their efficient trip carrying ability requires improving the relationship between the multimodal transportation system, land use and design along these corridors. The 10 corridors' improvements include:

**Roadway**

- Roadway reconstruction to reduce long term maintenance liabilities;
- Improved operational and traffic flow through intersection enhancements focusing on system "bottlenecks";
- Roadway improvements which support multi-occupant vehicle use;
- Roadway related (functional efficiency/safety) improvements in priority corridors; and
- Signal coordination optimization based on current traffic flow patterns.

**Pedestrian**

- Complete segments of missing sidewalks to provide direct and continuous connections between destinations and to transit;
- Continue adding enhanced pedestrian crossings at strategic locations; and
- Continue installation of pedestrian signals and crossing count-down heads.

**Bicycle**

- Complete missing bicycle trails and bicycle lanes to provide direct and continuous connections;
- Construct needed underpasses at high volume locations to provide safe connections; and
- Provide effective bicycle route signage.

**Transit**

- Deploy the high frequency CTN;
- Construct enhancements at key high frequency transit

stops to include, at a minimum, transit signs and pavement platforms. At higher demand transit stops, shelters, benches and trash receptacles will be provided; and

- Operational system efficiency improvements, such as bus bypass lanes, bus signal prioritization and other improvements to increase the efficiency of the CTN.

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### **Corridor Prioritization**

Because available transportation funds are insufficient to fully fund all the corridors, improvements to the corridors need to be phased. In 2003, the 10 multimodal corridors were divided and prioritized into 42 segments based on a number of transportation and land use characteristics. Improvements to these corridor segments are dependent upon the available funds. ~~Eleven~~ Less than one (1) of the 42 corridor segments can be constructed under the 2008 to 2025 Current Funding program; ~~the~~ additional funds identified in the Action Plan would allow 21-19 of the corridor segments to be implemented, while the Vision program builds out all 42 segments.

The FLO committee provided the guiding principles for developing a refined prioritization and implementation strategy within the multimodal corridor segments. ~~process refined the multimodal corridor prioritization and implementation strategy.~~ Instead of a comprehensive implementation of expecting to build all envisioned improvements the projects in a priority corridor segments, a strategic subset of multimodal projects was identified in the Complete Streets program. Lower efficacy improvements were deferred to the vision plan. Projects in the segment not included in this package were moved to the Vision plan. This strategic approach allowed for the city investments to be stretched further and address priority needs in more priority corridor segments.

### **Transportation Network Plans (TNPs)**

As in previous master plans, the 2003 TMP contains individual modal system plans that detail how each mode will contribute to the mix of transportation options available to the community. The concept of multimodal corridors is that all modes are integrated and coordinated. ~~A new~~ planning approach has been developed in the last several years that has advanced this "multimodal" integration at a finer grain: Transportation Network Plans (TNPs) and Network Plans (TNPs). TNPs Connection Plans prepared as part of an area plan have been used to define goals and facilities for all varieties of transportation in a specific area. ~~define goals and facilities for all varieties of transportation in a specific area.~~ This definition is intended to be flexible while helping land owners, developers

and the city develop the infrastructure to improve safety and mobility for people using a variety of travel options in that area. The first ~~TNP~~ Connections Plan was generated through the North Boulder Subcommunity Plan in the early 1990's. More recently the City Council has adopted the North 28th Street TNP and the Boulder Valley Regional Center (BVRC) Connections Plan. Connection Plans have the advantage of integrating planned changes in land use with a well defined multimodal transportation network and will be pursued in the future. Other TNConnection plans have been developed as part of the processes currently underway are for the Gunbarrel Community Center Plan and East Arapaho the Transit Village Area Plan. ~~TNPs are developed with their own independent review and approval processes with ultimate adoption by the City Council. As TNPs are~~ Connection Plans are adopted as part of area plans and once adopted by the City Council, they become a part of the Transportation Master Plan's long term, multimodal system plan.

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### **Community Transit Network**

The implementation of the city's Community Transit Network (CTN) originated with the HOP and SKIP services and was fully planned in the 1996 TMP. This transit service has been highly successful at minimizing congestion impacts in corridors such as Broadway and has increased transit ridership more than 400 percent since 1990. The CTN has been supported by the public for both continuation and expansion as funds are available. Currently there are ~~six~~ seven (67) CTN services: HOP, SKIP, JUMP, BOUND, STAMPEDE and DASH; and the ~~DART-BOLT~~ service to Longmont ~~will start in 2004~~. The Current Funding program proposes continuation of these services for the life of the Plan through local funding to support service above the RTD base service level. The Complete Streets program would improve transit amenities along the BRT corridors, start a HOP express service to connect the rail service to downtown, add local service on 28<sup>th</sup> Street and convert the northern portion of the existing 204 service to high frequency. The Action Plan builds on the CTN success and adds two important services, the LEAP (east Boulder) and the ORBIT as high frequency service on (the 28th and Folsom loop), to serve the areas where the majority of development and redevelopment is expected to occur. The long term vision for Boulder is to provide a network of 13 CTN services integrated with the RTD services as well as to enhance transit with real-time information and supplement Gunbarrel fi-xed route service with Call-n-Ride services.

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### **Intelligent Transportation Systems**

Intelligent Transportation Systems (ITS) is the collective term for a variety of advanced technologies intended to aid travel, enhance the capacity and efficiency of the highway transportation system, improve safety, and assist in the active management of facilities and traffic. ITS can provide real-time traffic information to motorists and emergency services, informing motorists about the best route to travel, and allowing emergency services to remove roadway incidents quickly. These systems are under development throughout the United States and will have long-term benefit within the city of Boulder.

Given the limited ability to add more roads in the city, ITS helps maximize the use of our existing road system and control congestion. The integrated elements of ITS include:

- Fiber-optic cables to communicate information;
- Sensors to provide information on average traffic speed and volume;
- Closed-circuit cameras at major intersections to provide live video information on traffic flow;
- Variable message signs to inform motorists of incidents ahead and supply alternate route options;
- Synchronization of traffic signals;
- Direct emergency services tie-in for immediate response to incidents;
- Information sharing with transit centers about traffic flow; and
- Information on parking availability and location.

### **Special Transit**

Special Transit provides a unique and important service to the city of Boulder, serving the elderly and disadvantaged with door-to-door demand responsive service. Under the Complete Streets and Action Plan, annual funding for Special Transit would about double approximately double to serve the increasing aged population and those with special needs.

### **Why Not Build Interchanges on Foothills Parkway to Relieve Congestion?**

An often asked question is, "With existing and forecast congestion on Foothills Parkway, why not build more grade separated interchanges?" While interchanges would reduce

congestion along parts of Foothills Parkway itself, there are many reasons why these interchanges would not provide the expected traffic relief and would result in major impacts. These reasons and impacts are summarized as follows:

- A significant increase in traffic volumes would occur on the east-west roadways feeding the parkway, increasing traffic congestion, noise impacts and air quality impacts on these connecting roadways.
- The Foothill Corridor improvements would result in increased congestion at the end points at U.S. 36 and the Diagonal Highway, offsetting any significant travel time savings from the interchanges.
- Residential areas in proximity to the parkway are already impacted by noise. The noise would be exacerbated by increased volumes, increased speeds and higher elevations associated with several new grade separated intersections.
- The grade separated interchanges would result in aesthetic impacts and would impact the view of properties east of the parkway.
- Increased traffic along Foothills Parkway would increase air quality impacts.
- The construction of these four grade separated intersections would cost approximately ~~\$40-78~~ million. If the city tried to pay for this itself, this would equate to ~~10-14~~ to ~~15-20~~ years worth of the city's discretionary CIP funding. It is likely that these interchanges could only be afforded as part of a set of regional corridor improvements.
- A more cost effective and efficient approach ~~is to~~ has been implemented to improve intersection design, turning capabilities, signal phasing and other high-yield/low-cost improvements. These ~~types of improvements are funded~~ were complete for the Arapahoe/Foothills intersection in 2008.

#### **Transit Information in Real-Time**

Key to the success of the CTN is the fact that with high frequency service, the user does not need a schedule and can rely on a bus coming every 10 minutes. Since high frequency service for all the transit routes in Boulder is unaffordable, an innovative and promising solution for bus service with frequency of 20 minutes or longer is to provide the user with real bus arrival times through the internet, cell phones and Personal Digital Assistants (PDAs). This system is based on Global Positioning System (GPS) technology and removes the uncertainty and wasted time of waiting for a bus. In the Action Plan and Vision, all buses in Boulder will be equipped with real-time capabilities.

## Intelligent Transportation Systems

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**Regional Travel**

The greatest increase in projected travel over the next 25 years for the city of Boulder is in the area of regional travel. New employment and shopping opportunities will increase the need for travelers to be able to get to, into and through Boulder to reach their destinations. If our businesses are to be successful and thrive, we must provide a broad range of multimodal improvements to address congestion and mobility needs. Recent transportation modeling shows that the greatest increase in future congestion will occur on the limited number of regional facilities connecting Boulder with neighboring communities. While the city has an investment program to fund facilities and programs within the city, there is very little additional investment currently funded for the regional facilities ~~beyond the FasTrack~~ FasTracks transit improvements. Without some change, a significant increase in regional travel will occur on facilities that look much like they are today. The city of Boulder can play an important role in facilitating regional action to provide and fund convenient travel choices. While travel by Boulder residents within the city is generally on track with the TMP objectives, regional travel is still highly dependent on Single Occupant Vehicles. Due to the distances of regional trips, future travel will need to be balanced between automobiles, transit and strategies such as carpooling and vanpools. As with the U.S. 36 corridor, regional corridors will require long-term solutions that include and integrate multiple travel options.

**What are We Currently Doing to Improve Regional Travel?**

The city of Boulder has planned improvements ~~that begin~~ to address regional travel.

- **Arapahoe Intersection Improvements from Foothills to 75th:** In coordination with CDOT, numerous intersection improvements ~~are planned~~ have been completed including turn lanes, transit bypass lanes, sidewalks and bike lanes.
- **28th and Colorado:** Recently completed improvements at this intersection include the addition of double left turn lanes for both north and southbound movements on 28th Street, the replacement of the traffic signal at Colorado and 28th, and bicycle and pedestrian improvements.
- **Bus Bypass Lanes along 28th Street**

**Improvements:** As part of the 28th Street Study, there are a number of improvements approved/constructed improvements that will benefit both local and regional transit. Key to this plan ~~is~~ was the construction of bus bypass lanes on the frontage road along the south section of 28th Street. These bus bypass lanes are intended to enhance both local and regional transit travel times, making transit more competitive with the automobile as a viable transportation option. The 28th Street project also includes improved transit stops and pedestrian connections to local destinations.

- **Williams Village Transit Center:** The proposed Williams Village Transit Center will provide a strategic transfer area where regional patrons can walk to or from the local stop area as well as transfer from existing and proposed transit service.

- **Boulder Transit Village:** The Boulder Transit Village is ~~intended~~ planned to become a major connection between local bus service, bicycling and walking, and the regional bus and rail service provided by FasTracks.

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#### **Key Partnership Strategy Areas Being Pursued**

Many Boulder residents and employees travel daily through Boulder County and adjacent cities to reach their destinations,

while ~~nearly~~ more than half of the ~~city's~~ community's workforce ~~must use~~ uses the regional facilities to reach their jobs in Boulder. Given these relationships, it is evident that Boulder is not in this alone and must work with neighboring communities to develop regional partnerships addressing regional travel.

- **U.S. 36 Mayors and Commissioners Coalition (MCC)** – Since 1998, the city has worked with the Boulder County Commissioners and U.S. 36 corridor mayors on developing a mutually agreed upon multimodal package of improvements for the corridor. The city will continue partnerships to support the Locally Preferred Alternative (LPA) set of improvements for the corridor. The city ~~will~~ is proactively working

with these partners and RTD, CDOT, Denver Regional Council of Governments (DRCOG), the federal government and the business community to complete the Environmental Impact Study (EIS); and to fund and build these improvements. Ideas and objectives for the U.S. 36 Corridor include:

- Support the ~~LPA package~~ Combined Alternative of improvements including additional travel-managed lanes for; bus rapid transit, HOV (High Occupancy Vehicle) and paying SOVs, bus rapid transit, commuter rail, and a corridor bikeway, TDM and other improvements;

- Support commuter rail using the BNSF alignment through the NW Rail study;
- Leverage local investments for state and federal funds;
- Develop Intelligent Transportation Systems (ITS);
- Implement smart bus technologies with real-time transit travel times; and
- Support real-time carpool/vanpool technologies.

The draft EIS for US 36 was completed in 2007 and the Combined Alternative was agreed to by corridor communities in July, 2008.

• **Boulder County Regional Transit Committee** – A key strategy of this plan is the proactive participation of the city in the Boulder County Regional Transit Committee sponsored by the Consortium of Cities to plan and finance the transit future together. Ideas and objectives include:

- Develop an understanding of and methods for transit financing;
- Develop organizing structures to implement new financing and to determine operational approaches;
- Construct bus lanes or bus bypass lanes to reduce travel times;
- Develop Intelligent Transportation Systems (ITS);
- Implement smart bus technologies with real-time transit arrival information;
- Support real-time carpool/vanpool technologies; and
- Reduce transit/carpool travel times through additional travel lanes.

• **S.H. 119/Diagonal Consensus** – Through partnerships between Boulder County, CDOT, RTD, city of Longmont and city of Boulder, a collective set of near-term and mid-term regional solutions have been developed for this corridor. The city will continue partnerships to support the consensus set of improvements, ~~including the pursuit of extending passenger rail up the S.H. 119 corridor;~~ funding; and construction. Ideas and objectives for the S.H. 119 corridor include:

- Construct bus lanes or bus bypass lanes to reduce transit and/or HOV travel times;
- Develop corridor-based funding strategies;
- Implement roadway and intersection capacity improvements, including a multimodal interchange at S.H. 52 consistent with the corridor consensus;
- Develop Intelligent Transportation Systems (ITS);
- Implement smart bus technologies with real-time transit travel times;
- Support real-time carpool/vanpool technologies; and
- Submit joint requests for federal funding of improvements.

The ~~include a blurb on the S.H. 119/63<sup>rd</sup> Street intersection project~~ improvements are a result of partnerships with ~~and the associated~~ CDOT, Boulder County, and city of Boulder. ~~partnership~~

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### **Transportation Demand Management (TDM)**

With limited resources to build new capacity and continued employment growth, Transportation Demand Management (TDM) strategies are cost effective, complementary, and efficient alternatives to additional investment in transportation facilities. Consequently, TDM will become a bigger part of the effort to achieve

Boulder's transportation objectives. Over the past few years, the business community has become more proactive in providing travel choices for their employees through support of programs like the Eco Pass. The community must build on its partnerships with business to both achieve the transportation objectives and to continue as an attractive and vital employment and commercial center.

- Improved access;

### **What is Transportation Demand Management (TDM)?**

TDM promotes more efficient use of the existing transportation systems by influencing the time, route or mode selected for a given trip. TDM strategies increase travel choices, offering the opportunity to choose how, when, and, if travel will be by car or in some other way, with the aim of balancing demand with the transportation system.

Options include:

- Modal strategies such as vanpools and teleworking;
- Incentives such as Eco Passes and Commuter Clubs;
- Specialized services such as shuttles; and
- Design improvements such as bike lockers and preferential parking for ridesharing.

Besides city wide and employer programs, localized Business Improvement Districts (BIDs) and Transportation Management Organizations (TMOs) are potential organizing structures for providing area wide improvements and parking management programs.

Boulder's application of TDM continues to evolve, responding to the community's experience, the changing nature of transportation challenges and individual travel preferences. With a historic emphasis on mode shift, many of Boulder's current TDM efforts focus on modal choice. This requires first providing the options, such as starting high frequency transit or building a bike facility and then supporting them through education, incentives, and marketing efforts. However, other aspects of TDM focus more on congestion by efficiently using the full capacity of the existing transportation system. TDM is a much more cost effective strategy than trying to build a system to meet peak demand, and offers significantly fewer community and environmental impacts.

Today, with the expected increase in employee travel, TDM emerges as a critical component for maximizing the city's multimodal infrastructure investments. TDM, pursued in partnership between the public and private sectors, includes the following benefits:

- Improved access;
- Improved mobility;
- Enhanced access to employees;

- Improved employee retention;
- Increased customer parking availability at peak times;
- Tax benefits;
- Cost savings to employers; and
- Decreased congestion and air pollution.

**T-DM Policies**

- The community's TDM efforts will be focused on reducing congestion and on limiting the increase in vehicle miles of travel.
- TDM initiatives will be undertaken in partnership with the business community and will focus on providing a wide range of incentives valuable to business in exchange for increasing commitments and performance in supplying employee travel choices through area based organizations such as Business Improvement Districts (BIDs) and Transportation Management Organizations (TMOs).
- TDM efforts will be focused to maximize the benefits of existing and planned transportation investment in the multimodal corridors and in the areas of development and redevelopment where they can support the land use character desired by the community.
- Higher levels of development and redevelopment will be supported provided that this development occurs in conjunction with higher levels of TDM to mitigate the congestion effects of this growth.

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A promising TDM strategy supports the formation of organizing structures such as Business Improvement Districts (BIDs) and Transportation Management Organizations (TMOs). These organizations allow local business and residents to partner with the city to provide better access in a given area, such as occurs in the downtown area. A **Transportation Options Toolkit** has been developed to help businesses make economical choices for customers' and employees' access and to retain valuable employees. A BID has a broad charge and can be formed to undertake a wide variety of activities, such as enhancing the amenities of an area to attract and maintain customers or marketing the area, with travel management being only a small part of its activities.

**Where Does TDM Work Best?**

Three ingredients work together to provide the fertile ground necessary for a Transportation Demand Management plan to be effective in providing individuals with transportation

choices. These ingredients include land use with a sufficient mix and density of land uses, urban design which integrates with our transportation system, and a comprehensive transportation system that provides multiple choices and is seamless between modes of travel

### **TDM and the Boulder Business Community**

Representatives from Boulder businesses and community organizations participated in building a business friendly TDM program in 2003. This group established these guiding principles for the city in pursuing TDM:

- Provide Tools and Resources for Employers and Property Owners to Implement TDM. The **Transportation Options Toolkit** guides employers and developers in designing a site based TDM program tailored to help them make economical and effective choices for customers' and employees' access and mobility.

- Emphasize Incentives.

For employers and developers, incentives involve receiving a return for conducting TDM, such as preferential treatment in the development review process or bonuses in the development process. Travelers and commuters, on the other hand, identify incentives as reasons to utilize modal alternatives to driving alone that do not penalize those who continue to drive alone. These incentives can include subsidies, transit passes, and financial incentives.

- Encourage the Development of Organizations that Coordinate Transportation Needs Through Public-Private Partnerships.

A key TDM strategy supports the formation of organizing structures such as General/Business Improvement Districts (G/BIDs) and Transportation Management Organizations (TMOs). These organizations allow local business, property owners, and residents to partner with the city to coordinate and implement comprehensive transportation services and infrastructure within a localized area. The Boulder East TMO was formed in 2004 and provides a variety of services to businesses east of 28<sup>th</sup> Street.

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### **TDM Implementation**

Under Current Funding, the city will continue Boulder's existing TDM programs, which includes a proactive distribution of Eco Passes (transit), alternative mode marketing and outreach, and an extensive Employee Transportation Coordinator (ETC) network.

Additional TDM strategies will be implemented following the principles of the business TDM committee. These will be location specific and will include travel options and/or implementation steps chosen for a customized program advancing our transportation objectives and fitting the specific needs of that area. A comprehensive list of potential TDM

strategies for implementation is available on the TMP Web site.

The Transit Village Area Plan contains a comprehensive TDM program integrated with the land use and connections plan. The TDM program includes unbundled parking and parking management along with education and incentive programs supporting a pedestrian oriented place. Using techniques such as managing all parking and providing universal transit passes, this aggressive TDM program is expected to hold vehicle traffic from increased development to that expected under today's zoning. Included a blurb on the TVAP innovative approaches to an integrated land use, TDM, and parking management approach.

### **Complete Streets**

This program would increase the number of Eco Passes in the community by 25 percent with a focus on under served groups such as low income households and at risk youth. It would also increase marketing and outreach to the businesses community and add support to the ETC network.

### **Action Plan**

Strategies recommended in the Action Plan for the city include:

- Implement the **Transportation Options Toolkit** for developers and employers;
- Eco Pass subsidies for 100,000 passes targeted to multimodal corridors;
- Vanpool subsidies and startup assistance, creating fi-ve (5) to 10 new vanpools per year. The goal is to establish 116 total vans by 2025, with the city paying for one-third of the cost of the van (the remainder is paid by user fees);
- Up to six (6) Business Improvement Districts (BIDs) or Transportation Management Organizations (TMOs):
  1. Crossroads
  2. 28th
  3. Arapahoe Ave./55th
  4. Gunbarrel
  5. Central Area General Improvement District (CAGID) Areas (existing)
  6. University of Colorado (CU) (existing);
- Market-based TDM strategies; and
- Real-time ridesharing.

### **Vision**

Additional strategies recommended for the Vision include:

- Community Pass Program;
- 7th TDM Area - North Broadway; and
- Expanded Parking Management.

### **TDM Strategies**

The fertile ground necessary for a TDM plan to be

effective in providing individuals with transportation choices requires land use with a sufficient mix and density of land uses, urban design which integrates with our transportation system, and a comprehensive transportation system that provides multiple choices and is seamless between modes of travel. To be most effective, TDM strategies combine three elements:

• **Services**

Services provide and enhance the convenience of alternative modes (such as streamlining the process for forming a vanpool) and the coverage of those modes (such as providing better access to transit facilities). Services may include the provision of rideshare matching; vanpool formation; employee shuttles; employee transportation coordinators; marketing and information; and assistance in developing flexible working policies.

• **Design**

Design provides the high-quality pedestrian environment conducive to using alternatives and affects the general aesthetics of the built environment. TDM-friendly site design includes an aesthetically pleasing environment for pedestrians; adequate and convenient bicycle facilities; protected pedestrian corridors through parking facilities; preferential parking for carpools and vanpools; passenger drop-off locations near building entrances; and buildings sited to the street.

• **Pricing**

Pricing strategies provide incentives for using options to driving alone and manage the existing cost structure between modes. These strategies may include subsidized vanpools; Eco Passes; separating parking from office leases; transportation allowances; parking cash-out; parking management; and financial incentives (such as Commuter Clubs, mode use assistance, etc.).

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**Funding**

**Develop a Realistic Funding Plan**

The budget is the means by which the city manages its assets and implements its policies. The transportation budget is formulated within the policy context of the Transportation Master Plan (TMP). The TMP is based on implementing a balanced multimodal-based transportation system. The TMP advocates that the city:

- Adequately preserve the existing infrastructure;
- Strive to increase safety;

- Maximize the efficiency of our existing system (roadway, transit, bicycle and pedestrian); and,
- Enhance mobility through investments in the completion of the multimodal system (transit, bicycle and pedestrian).

The TMP advocates that this multimodal-based investment strategy be focused in the system of ten corridors that constitute the designated multimodal corridor grid. TMP priorities form the base for funding allocation. Investment on enhancements to the modal systems is focused in multimodal corridors. With limited resources, investments are focused on maintaining the existing infrastructure. Remaining resources are focused on enhancements to the highest priority corridors.

The 1996 TMP prioritizes funding for maintenance, operation and safety as the top priority and advocates that the city move toward a preferred maintenance practice of life cycle replacement. The 2003 TMP Update is consistent with these funding priorities. Under all 2008~~3~~ TMP investment programs (Current Funding, Complete Streets, Action Plan

and Vision Plan) maintenance, operations, and safety programs receive the majority of transportation funds, ranging from ~~77-88~~ percent in the Current Funding program to ~~63-62~~ percent in the Vision program. As the roadway system is the largest and most complete of the modal systems, it requires the majority of maintenance and operation funds in each investment program. The Complete Streets and Action Plan programs supplements the level of maintenance but does not reach the level of preferred practice.

The next funding priority after maintenance and operation is improving mobility through multimodal system enhancements

and efficiency improvements, including roadway, transit, bicycle and pedestrian investments. The 1996 TMP developed

system plans and identified the projects needed to complete each system. While the street system largely exists today,

other systems such as transit and bicycle are only partially developed and consequently require greater investment to reach

completion. The 1996 TMP vision includes a grid-based high-frequency transit system and a grid-based bicycle system of

primary and secondary corridors intended to accommodate all levels of users.

The 2003 TMP Update process has refreshed the vision for each mode, identifying completed projects, and ~~adding and removing~~ refined the proposed projects (see Modes and Plans

for more detail). The number of proposed high-frequency transit routes has been reduced from 18 to 13 while; the need for improved regional connections is highlighted; additional efficiency projects are identified for the road system; and a major network planning effort has been completed to identify bicycle/pedestrian and road connections needed throughout the community similar to the adopted Transportation Network Plans. Project costs were reviewed and documented.

A significant refinement in the investment programs is to prioritize projects by multimodal corridor segment. City Council's direction in the 1999 Prioritization Process emphasized multimodal transportation investments by prioritized corridor. The

new process incorporated an improved understanding of the elements and integration needed to produce a transportation system that works well for all modes. Projects have been classified by multimodal corridor segments, and these segments prioritized by a matrix of criteria that include the level of transit service, regional connections, existing and needed facilities, and existing and future land use.

As part of the FLO process completed in 2008, the costs for each investment program were updated to reflect the unprecedented increase in construction material costs. The Complete Streets investment package is a strategic set of projects reflecting the city's priorities for improving connections throughout the community to the regional FasTracks facilities.

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**Funding for the Action-Complete Streets Plan Investment Program**

To accomplish the ~~\$80~~ \$111-million of additional investments outlined in the ~~Action Plan~~ this investment program,

additional funding will be required. This amount equals approximately ~~\$5~~ 4.4 million of additional funding annually. One source of funds that staff will continue to pursue is federal and state grants. Historically the city has been able to receive about \$2 million per year in these grants. ~~Even if the city were only able to secure~~ These funds are becoming more limited, but half the historical grants, ~~these~~ of this amount from federal and state funds would provide a positive step toward the

proposed ~~Action Plan~~ investment programs. However, a significant source of new revenue will be needed

to fund the ~~Action Plan~~ this program. Examples of funding sources that might be considered

that would each approximately produce the required funds for the Complete Streets program include:

- An increase in sales tax of ~~0.252~~ percent, **or**
- A head tax of about ~~\$2~~ 4 per employee per month, **or**
- A tax on greenhouse gas emissions of \$2.30 per metric ton of CO2 equivalent;
- An increase in the Transportation Excise Tax for new development, or
- Some combination of these or other sources such as a Transportation Utility Fee An increase in the ~~Transportation Excise Tax for new development, or~~
- ~~Some combination of these or other sources.~~

The declining ability of the city to fund enhancements in the system is demonstrated by the adjacent graph.

From 1980 to the proposed 2004 budget, the portion of funding available for enhancements has decreased from being more than half of the transportation budget to 25 percent. Some of this change is due to the increased maintenance needed on a larger system and to recent reductions in enhancements consistent with our priority

to maintain the system, with roadway maintenance being the largest expense. Even with these adjustments, capital investment in the transportation system has clearly fallen short of recent growth and the amount needed to achieve our transportation goals and objectives. The trend of diminishing capital investment has continued, and work prepared for the Blue Ribbon Commission in 2007 show that with increasing costs for operations and maintenance, these functions could consume the entire transportation budget within a few years.

### **Transportation Revenues and the new Fiscal Reality**

Revenues to support the transportation programs and investments of the city come from a variety of sources, but by far the largest share comes from sales tax revenue. The dedicated transportation sales tax is six tenths of a cent on a dollar of spending and was approved by the voters in 1967. In recent years, the dedicated transportation sales tax has provided approximately 63 percent of total funding for transportation. The funds expected in 2008 to be available for transportation through 2025 reflect the city's revenue forecasts and current funding sources, resulting in \$448304.2 million in ~~2003~~ 2008 dollars.

Starting in 2000, city sales tax revenues entered a period of decline, falling more than 16 percent. While sales tax revenues essentially returned to year 2000 levels in 2007, in real dollar terms, the city has lost about 15 percent of its purchasing power. Since 2004, the cost of construction materials increased an unprecedented 70 percent. The combination has reduced our ability to fund transportation projects by almost 50 percent. These reductions and increased costs in materials and energy suggest that Operations and Maintenance could consume the entire Transportation budget within a few years.

**(revise Revenue Forecast Chart)**

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### **Transportation Plan Modal Elements**

The 1996 Transportation Master Plan identified a vision for the buildout of Boulder's transportation system. This vision addressed all modes of transportation including automobile, transit, bicycle and pedestrian. As part of the direction to stay the course, the ~~2003~~ is update process refined the list of improvements by mode reflecting improvements completed to date and public input through the course of this update process. Since 2003 This the TMP also benefits from the capabilities of Geographic Information Systems (GIS) spatial analysis and mapping.

Through review of the improvements completed since 1996 and analysis of the modal improvement plans, the TMP modal elements have been refined and each project's description and costs updated to 2008. All proposed projects are part of a geographic database available through the Plan's Web site, where users can ask "what if" type mapping questions and queries. The TMP modal elements include automobile, transit, bicycle and pedestrian. Overview maps of these elements are provided here, while detailed maps are available through the TMP Web site.

### **Automobile**

The street network is the primary transportation system and serves a variety of modes and vehicular types, including automobile, truck, transit, bicycles and pedestrians. Boulder's street system is largely built out and constrained by Boulder being a mature community, so the emphasis in the automobile modal element is to operate the system as safely and efficiently as possible. A significant number of intersection improvements are planned to increase efficiency, remove bottlenecks and reduce congestion. The intersection operational improvements are designed to increase traffic flow and include additional through, left- or right-turn lanes. Traffic flow improvements also consist of both the installation of new signals, and improved signal timing and progression of existing signals. These improvements and anticipated additional traffic signals are shown on the facing map.

As the street system is aging, additional emphasis is needed on repair and replacement of street sections that have reached the end of their expected life. Boulder is committed to replacing high-volume streets and intersections in concrete, which provides a smoother travel surface, greatly extends their expected life and significantly reduces long-term maintenance costs.

The recent street reconstruction projects on Table Mesa and Broadway are examples of this emphasis.

The street system is defined by a Street Functional Classification, consisting of a hierarchy of streets from the local streets to collector streets to freeways. These functional classes establish a common understanding of the use of the street and its character, regulate access from adjacent properties and determine how the costs of new street construction are shared between the city and surrounding properties.

### **Roadway Policies**

- The city will develop and manage its street network in a manner that places reliance on improving the efficiency of the existing system before expanding that system.

- The city will pursue development of a highly connected and continuous road system, based on a grid pattern allowing for convenient and efficient travel by all modes.

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**(Add TVAP boundary)**

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**Transit**

A major element of the city's Transportation Plan is the high-frequency Community Transit Network (CTN). This system had been developed to address the most common barriers to transit use, such as infrequent service and indirect routes. The transit service is strongly supported by marketing and education and transit pass programs such as the Eco Pass that make the service easy to use.

The key components of the CTN system are:

- Direct service from point A to point B;
- Schedule free service at 10 minutes or less from 7 a.m. to 7 p.m.;
- Community-based design for a unique and inviting identity;
- Appropriately sized buses that are warm, friendly and family-oriented with large doors and windows;
- Bus drivers as community ambassadors;
- Supported by pass programs that eliminate the need for exact change and speed boarding;
- Strong continuous transit marketing and education program;
- Seamless interface between bus, bike and pedestrian facilities;
- Effective transit connections between regional and local systems;
- System based on strong partnerships between the city, county, CU and other local governments; and
- Transit supported by adjacent land use and high-quality urban design.

The long-range vision for the transit system includes 13 high-frequency routes with linkages and connections at transit super stops throughout the community, and major transit centers providing regional connections in the downtown, CU, and at the Boulder Transit Village.

**Transit Policies**

- The city will work to incrementally improve and expand the high-frequency transit service provided by the CTN throughout Boulder County, including introducing timed transfers and implementing an expanded transit information system including real\_time transit information.
- The city will improve transit access through a variety of capital improvements including the Boulder Transit Village, transit super stops, transit priority lanes, improved bike parking and continuous pedestrian connections.
- The city will support improved regional service between Boulder and its sister cities in Boulder County and in the U.S. 36 corridor between Boulder and Denver.
- The city will continue to expand the existing pass programs (Eco Pass, CU Pass, BVSD Pass) and develop new applications of

the group pass concept to improve transit accessibility and to increase transit demand.

**Successful Transit**

Making transit a viable and used mode of transportation requires five key ingredients:

- Route structure: Does the service take you from where you begin your trip to your destination?
- Hours of service: Is the service available when you want to take your trip?
- Frequency: Is the service convenient so you do not have a long wait for the bus?
- Vehicles: Are the vehicles inviting and user friendly? and;
- Pass programs: Does the fare system encourage the efficient use of transit while generating sufficient revenue?

The success of the CTN service demonstrates that all five ingredients are provided.

**What is a Super Stop?**

Transit “Super Stops” are locations where multiple transit services meet that provide for a pleasant and convenient transfer between transit services and that connect passengers with

community activity centers. These key locations will often require greater amenities than bus stops, but do not require the level of investment of stations. Super stops could include amenities for transferring transit customers (such as shelter, seating, schedule information,

fare payment systems, supporting retail, etc.) and quality connections to important community

destinations (such as improved roadway crossings, multi-paths, pedestrian connections, signage and wayfinding systems).

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(Add TVAP boundary)

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**Bicycle**

Bicycling is often portrayed as a symbol of the healthy and active community and lifestyle found in Boulder. Boulder already has high bicycle use compared to most U.S. communities, but with growing public health concerns about obesity

and air quality, increased bicycling remains one of the most effective ways to travel while achieving personal health and air quality benefits. With an average trip length of about four miles, many of the trips made by Boulder residents could be accomplished by bike.

The bicycle element is based on developing a continuous bicycle network of cross-town corridors allowing for safe and convenient bicycle travel throughout the community. While these corridors may be composed of a variety of facility types, continuous corridors avoid the missing links that disrupt bicycle travel and put bicyclists in unexpected, difficult, and potentially dangerous situations. The bicycle element also recognizes that bicycle users range from the experienced commuter who is comfortable in traffic to children who cannot safely use a busy street. Consequently, a system of off-street multi-use paths is included as an option to the street system.

The long-range bicycle network for the city of Boulder is comprehensive and will provide both on- and off-street connections throughout the city. With the completion of the bicycle element, an additional 92 miles of bicycle lanes, routes, and shoulders will be added. In addition, enhanced crossings, overpasses and underpasses will be added to the bicycle network. These facilities will provide safe connections and the opportunity for bike travel throughout the city for all levels of riders.

### **Bicycle Policies**

- The city will complete a grid-based system of primary and secondary bicycle corridors to provide bicycle access to all major destinations and all parts of the community.
- The city will coordinate with Boulder County, CU, the Boulder Urban Renewal Authority (BURA), neighborhood plans, the City Parks and Recreation Department, the Open Space and Mountain Parks Department, and other government entities and plans to ensure that all city and county projects connect with and/or help to complete the corridor network.
- The city will work with property owners, developers, the BURA, the Boulder Valley School District (BVSD), the City Parks and Recreation Department and CU to ensure that commercial, public, and mixed-use and multi-unit residential sites provide direct, safe and convenient internal bicycle circulation oriented along the line of sight from external connections to areas near building entrances and other on-site destinations.
- The city will combine education and enforcement efforts to help instill safe and courteous use of the shared public roadway, with a focus on better educating students on how to properly share the road with bicyclists, pedestrians and users of transit.
- The city will complete a grid-based system of primary and secondary bicycle

corridors to provide bicycle access to all major destinations and all parts of the community.

- The city will coordinate with Boulder County, CU, the Boulder Urban Renewal Authority (BURA), neighborhood plans, the City Parks and Recreation Department, the Open Space and Mountain Parks Department, and other government entities and plans to ensure that all city and county projects connect with and/or help to complete the corridor network.
- The city will work with property owners, developers, the BURA, the Boulder Valley School District (BVSD), the City Parks and Recreation Department and CU to ensure that commercial, public, and mixed-use and multi-unit residential sites provide direct, safe and convenient internal bicycle circulation oriented along the line of sight from external connections to areas near building entrances and other on-site destinations.
- The city will combine education and enforcement efforts to help instill safe and courteous use of the shared public roadway, with a focus on better educating students on how to properly share the road with bicyclists, pedestrians and users of transit.

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**(Add TVAP boundary)**

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### **Pedestrian**

Pedestrian travel is the real measure of the accessibility of the transportation system.

Walking is the original mode of travel

and is essential to all other modes. Whether one is walking from a parked car to the front door of a business or from a

transit stop to home, the pedestrian portion of every trip helps determine the enjoyment, safety and convenience of that

trip. The pedestrian system provides the connections between the different modes and is a critical element in supporting the

transit system. The lack of a pedestrian system is also now identified as a major obstacle to "active living," with the resulting

increase in obesity and related health issues nationwide.

To encourage more walking, the pedestrian element supports:

- Providing a continuous network so that pedestrians are not stranded short of their destination or forced into difficult or potentially dangerous situations;
- Ensuring a safe walking environment through adequate maintenance, snow removal, vegetation trimming and lighting;
- Creating a pedestrian-oriented environment through high-quality urban design and pedestrian amenities; and,
- Providing routine education and enforcement on the rights and responsibilities of pedestrians, bicyclists and vehicle drivers.

The TMP pedestrian element address key improvements needed to complete the missing links connecting popular destinations and providing linkages between home, shopping, work and transit. In many areas, these pedestrian connections will provide a pedestrian environment similar to the downtown. In other areas, the pedestrian connections are strategic, providing pedestrian linkages between activity areas and transit. With the proposed pedestrian improvements, 55 new underpasses, 60 enhanced pedestrian crossings and an additional nine (9) miles of new pedestrian facilities ~~will be~~ could ultimately be added to complete the pedestrian element under the Vision program. This last figure does not include multi-use paths, which have been included in the bicycle facilities.

**Pedestrian Policies**

- ~~Pedestrian travel~~ Walking is involved in every trip and is the basis for all other modes of travel. A high-quality pedestrian environment will be developed as the foundation for the desired multimodal transportation system.
- The city's standard for pedestrian mobility and accessibility is the ability of a wheelchair user to move safely and conveniently through the transportation system.
- A high-quality pedestrian environment includes the ability to travel safely and conveniently along the street and to have reasonable crossing opportunities; to travel through a comfortable and interesting environment provided by high - quality urban design; and to have appropriate pedestrian amenities such as benches, shade and water fountains.
- In existing residential areas, the city will identify alternative means of meeting defined pedestrian needs. If the need can be met safely within the traveled way of a rural residential street or access lane, then sidewalks may not need to be developed.

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**(Add TVAP boundary)**

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**Performance**

An important question with any plan is "How does the plan perform given the investment?" To address this question, traditional vehicle-based performance measures were supplemented with new measures reflecting the accessibility and mobility of the multimodal transportation system.

**1996 TMP Performance Measures**

In the 1996 TMP, key performance measurements were identified. These performance measures resulted from the development and application of a transportation model developed specifically for the Boulder Valley as part of that TMP

update. This model included the most recent assumptions regarding 2020 growth in population and employment.

The key 1996 TMP performance measures included:

- Alternative Modes as a Percent of Total Trips;
- Vehicle Miles of Travel (VMT);
- Percent of Arterial Lane Miles Congested; and
- Air Quality
- Carbon Monoxide (CO) Emissions;
- Volatile Organic Compounds (VOC) Emissions; and
- Nitrous Oxides (NOx) Emissions.

### **2003-TMP Performance Measures**

The forecast for significant growth in population and employment within the Boulder Valley will result in increased

congestion on the regional corridors. As discussed in the Regional Focus Area, this results from a lack of funded investments in the regional corridors. The modeling conservatively assumes existing, dedicated funds for these regional connections.

However, with the increased investments within the Boulder Valley proposed in this Plan, from the Current Funding program through the Complete Streets, Action Plan and to the Vision programs, improved access and connections to alternative modes is provided. This improved access to alternative modes results in reductions in the expected congestion and improved mobility. However, the resulting congestion levels will be higher than exist today with significant congestion increases on the regional corridors if additional improvements are not funded.

### **Air Quality**

The Denver region has been out of compliance with federal air quality standards for most of the time that those standards

have existed. Regional pollutants with established federal health-based standards include carbon monoxide, particulate

matter and ozone. While industry, power plants and other activities contribute to air pollution, automobiles are the largest

source for carbon monoxide and a major contributor to the others.

**Carbon monoxide (CO)** is a colorless, odorless gas that is formed from incomplete combustion and inhibits the body's ability to transport oxygen in the bloodstream.

**Particulate matter (PM)** refers to airborne particles that can be inhaled and reduce lung function. Larger particles come

from windblown dust, unpaved roads and street sand. Smaller particles are more hazardous to

health and come from motor vehicles, power generation, diesel emissions, and wood smoke.

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**Ozone** pollution is formed when volatile organic compounds (VOCs) and nitrogen oxides (NOx) react in the presence of sunlight. Emissions from local industry, cars, paints and even our lawn mowers contribute to ozone formation. At ground level, ozone is an irritant to everyone and can cause breathing problems and respiratory infections in the elderly, the young, and those with pre-existing ailments. Healthy people who exercise or work outdoors can experience breathing problems when exposed to ozone.

While the Denver region ~~recently had~~ achieved the federal standards for air pollution, this was almost entirely due to improvements in motor vehicle technology. With the continued increase in the miles of vehicle travel, the region ~~will likely~~ has returned to violating air quality standards for ozone and not has not accomplished the objective of continuous improvement in air quality. Increased vehicle travel ~~will also increase~~ the amount of CO<sub>2</sub> (carbon dioxide) produced, a gas implicated in global warming.

#### **Alternatively Fueled Vehicles**

Increasing the share of alternatively fueled vehicles (AFVs) in the community contributes to the TMP and Climate Action Plan objectives of continuously reducing air pollutant emissions

from mobile sources. AFVs produce fewer air pollutants and greenhouse gases and generally have improved fuel economy, which supports environmental sustainability. “Alternative fuels” are fuels that are not petroleum-based gasoline or diesel. For the three distinct vehicle fleets, strategies are:

- **City Fleet**

The city actively acquires AFVs, which currently makes up eight (8) percent of the city fleet. The city intends to replace 60 percent of light duty vehicles with alternative fuel or hybrid vehicles.

- **Public (Bus) Fleet**

Currently, AFVs make up a small percent of the transit fleet. The city will work with Special Transit and RTD in vehicle selections and specification development to pursue AFVs. Special Transit intends to pilot AFVs, and based on that experience, the city and its partners will develop an appropriate target for AFVs in the public fleet.

- **Private (Citizens of Boulder) Fleet**

Cost, inconvenience of “fueling,” lack of convenient options and lack of information are barriers to private AFV ownership. The city will work to address these barriers and develop a target for increasing the number of AFVs in the Boulder community. These barriers will likely be overcome incrementally, and this will be reflected in the target. Overall, the infrastructure to support alternatively fueled vehicles will be developed on an incremental basis, building on successes

along the way. The most important result of the infrastructure would be availability of an attractive, competitive alternative to the petroleum-fueled vehicle for travel to and within Boulder and ultimately in the region.

**Alternatively Fueled Vehicle Policies**

The goal is to increase the number of AFVs by 2025 in the private (citizens of Boulder), public (bus),

and city fleets. To meet this goal, the city will employ the following policies:

- The city will be a leader in the community in purchasing and utilizing alternatively fueled vehicles.
- The city will contribute to an infrastructure supporting alternatively fueled vehicles, developed with Boulder County, CU, the Boulder Valley School District, RTD, Special Transit and other interested parties.

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**Corridor Level of Service**

Level of Service (LOS) is a measure of how well the roadway system is operating in terms of moving motor vehicles. It includes factors such as the delay at traffic signals and the ability for a driver to make the desired movements. Currently, the overall Level of Service for the multimodal corridors is LOS C. With forecasted traffic growth, this overall level of service will drop to a mid LOS D without additional improvements or improve to a high D with the Current Funding roadway improvements coupled with the expected shifts in trips to alternative modes. The composite multimodal corridor LOS rating will improve to upper D/ lower C with the investment and mode shift expected from the Action Plan.

**Facility Performance**

To address multimodal facility performance, pedestrian, bicycle and transit facilities were evaluated for each of the multimodal corridor segments and rated from high to low on the basis of quality of their facilities for pedestrian, bicycle and transit travel. These individual corridor segment rankings were then aggregated for the overall city composite rating presented below.

In general, the city of Boulder's multimodal transportation corridors currently have moderate to good pedestrian, bicycle and transit facilities. Whereas Current Funding will provide some improvement toward Boulder's vision, the additional investment of the Current Funding and Action Plan programs makes further progress toward this vision.

**Citywide Mobility Index**

The Transportation Equity Act for the 21st Century (TEA-21) provides a new framework for addressing mobility in our community. A key element

of this federal legislation was recognizing that mobility is defined in a larger context than just automobile travel. The Citywide Mobility Index reflects this by considering mobility for all modes. It was created by aggregating the above corridor levels of service and facility performance measures for pedestrian, bicycle, transit and roadway. Each was weighted based on its share of total trips in Boulder for today and in the future.

This measurement is similar to the Congestion Burden Index generated by the Surface Transportation Policy Project (STPP)

and seeks to balance the proportion of an area's population subjected to traffic congestion with its ability to utilize other modes of transportation. Improvements in the other modes with limited increases in roadway congestion may increase the overall mobility of a community or at least somewhat compensate for increases in roadway congestion.

The Citywide Mobility Index shows that with increased travel growth in the city of Boulder, overall mobility will decrease without transportation investments. With the investments under Current Funding, overall mobility remains about the same as today while the investments of the Action Plan are expected to improve overall mobility within the city.

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#### **Implementation.....2008 Next Steps**

With the adoption of this plan, the city commits itself to the strategies contained in the Current Funding program and to actively pursuing the funding needed to implement the Action-Complete Streets Plan investment program. The implementation steps that will be taken in the next two-few years include:

#### **Multimodal Corridors**

- Continue to prioritize, design and construct our multimodal corridors for all modes of travel in a way that fits the desired character and function of ~~each~~ the individual corridor and corridor segment, and that implements the streamlined and strategic investments of the Complete Streets investment program.
- Continue to coordinate transportation planning and investments with anticipated changes in land use to maximize the effectiveness of both.
- Continue planning for the proposed CTN transit service on 19<sup>th</sup> Street to north Boulder and on 28th Street to support the land use and multimodal investments on that corridor.
- Continue to pursue lower-cost pedestrian and bicycle facility enhancements (such as pedestrian crossings, access ramps, bike lanes and missing links ) through the dedicated pedestrian and bike facilities funds.

- Focus on roadway enhancement projects that also address safety issues identified through the Hazard Elimination Program.
- Continue to implement efficiency improvements to the overall system through real-time traffic information, traffic flow improvements at key intersections, and other efforts.

**Regional Travel**

- Continue to support and participate in coalitions to create multimodal plans and funding for key regional connections such as the Diagonal (Highway 119), Arapahoe Road (Highway 7), Highway 93, and U.S. 36.
- Maintain the city's role in supporting the locally preferred improvements on the U.S. 36 corridor by active participation and creation of funding opportunities in the EIS process.
- Continue the city's participation in the partnership with Boulder County Regional Transit Committee to develop to implement the a-county-wide vision and funding plan for transit developed by the Regional Transit Committee.
- Pursue implementation of providing real-time transit information at major bus stops and through the internet, cell phones and PDAs once RTD buses can support this service.

**Transportation Demand Management (TDM)**

- Continue to implement efficiency improvements to the overall system through real-time traffic information, transit information, traffic flow improvements at key intersections and other efforts that help people use the transportation system more efficiently.
- ~~Begin working with businesses and residents in the 28th/30th Street corridor to explore how TDM and a~~ Continue participation in the business-oriented East Boulder Transportation Management Organization can to integrate and, promote TDM measures and support the expected development, redevelopment, and transition of the area.
- ~~Distribute the TDM Toolkit to businesses, property owners, and property managers, and work with them to develop customized TDM programs appropriate for their location~~ Revise the city's development review process to include quantified TDM commitments and benefits in the approval process for new development.
- Increase the coordination and partnership between Transportation and the Office of Environmental Affairs to coordinate businesses outreach and support to meet the objectives of the TMP and Climate Action Plans.
- Research and implement a trip reduction ordinance (TRO) to provide a framework for partnerships with businesses and measurable progress toward the objectives of the TMP and Climate Action Plans.
- Expand and invigorate the ETC network to support these TDM initiatives and more actively engage businesses in managing congestion.

**Funding**

- Develop the annual transportation budget and CIP in a way that reflects the spending priorities of the Current Funding program.
- Continue to coordinate with the efforts of the Blue Ribbon Commission on Revenue Stabilization
- ~~Begin~~ Continue discussions with business, ~~and~~ community groups and Council on the need for additional transportation funding, with the expectation of developing a ballot proposal supporting a set of projects and programs consistent with the framework of the ~~Action Plan~~ Complete Streets program.
- ~~Work with RTD to implement and fund real-time transit information on buses in Boulder.~~

**Smart Transportation**

- Establish targets for clean fuels for the public (bus) fleets and, through an incentive-based approach, the private (citizens of Boulder) fleet.
- Continue to replace gasoline- and diesel-fueled vehicles with alternatively fueled vehicles within the city fleet.
- Maintain and enhance the TMP Web site and develop it into a comprehensive gateway to the transportation activities of the city and the region.

## 5. Transportation Master Plan Summary

*Since the first Transportation Master Plan in 1989, significant progress in building a balanced transportation system and in shifting to alternate travel modes has been realized in the Boulder Valley. However, growth in population and employment in the region and in the Boulder Valley threatens to increase auto traffic from outside the city and overwhelm those gains. The 2003 ~~Transportation Master Plan~~ Update identified four focus areas as the areas presenting significant challenges to the Boulder Valley. These focus areas are multimodal corridors, regional travel, transportation demand management (TDM) and funding. The 2008 Update reflects the work of the FasTracks Local Optimization process, which reaffirmed the policy direction of the plan, reflected changing financial conditions and added the scaled down, strategic Complete Streets investment program.*

### Goals and Objectives

The Transportation Master Plan (TMP) was first adopted in 1989 as the city's long-range blueprint for travel and mobility. The 1989 TMP recognized the need to reconcile two often-conflicting goals: first 'to provide mobility and access in the Boulder Valley in a way that is safe and convenient,' and second 'to preserve what makes Boulder a good place to live -its quality of life- by minimizing the impact of auto traffic such as air pollution, congestion and noise.'

Since 1989, the TMP has clarified the city's policy that transportation plans and programs are placed within the context of the broader community goals to protect the natural environment and enhance Boulder's quality of life. The plan recognizes that Boulder is unlikely to build significant additional road capacity due to environmental, financial and community constraints. The Transportation Master Plan (TMP) then establishes the following goals for the Boulder Valley transportation system:

- (a) • An integrated, multimodal transportation system emphasizing the role of the pedestrian mode as the primary mode of travel;
- (b) • A transportation system supportive of community goals;
- (c) • Sufficient, timely and equitable financing mechanisms for transportation;
- (d) • Public participation and regional coordination in transportation planning; and
- (e) • A transportation system supportive of desired land use patterns and functional, attractive urban design.

The following objectives are those measurable things reflecting these goals.

- (a) Continued progress toward no growth in long-term vehicle traffic;
- (b) Reduce single-occupant-vehicle travel to 25 percent of trips;
- (c) Continued reduction in mobile source emissions of air pollutants;
- (d) No more than 20 percent of roadways congested (at Level of Service [LOS] F);
- (e) Expand fiscally viable transportation alternatives for all Boulder residents and employees, including the elderly and those with disabilities; and
- (f) Increase transportation alternatives commensurate with the rate of employee growth.

## Plan Contents

The TMP contains the following elements:

- Goals and policies related to transportation;
- Modal plans for automobile, transit, bicycle, and pedestrian;
- Background on travel behavior and expectations;
- Strategic actions in the four Policy Focus Areas of multimodal corridors, regional travel, transportation demand management (TDM) and funding;
- An investment program of proposed projects and programs within our current funding limitations;
- A Complete Streets strategic investment program providing key connections across the community and to the FasTracks regional transit facilities and increased operations and maintenance funding, both reflecting current fiscal realities, at a cost of \$115.4 million.
- An Action Plan as a framework for community action to fund an additional \$104310.6 million of high-priority, ~~strategie~~ transportation investments;
- The Vision for our ultimate transportation system.

The complete TMP as well as the background materials developed for the ~~2003~~se updates of the TMP can be found on the Web at:

<http://www.BoulderTMP.net>.

[ci.boulder.co.us/publicworks/depts/transportation/masterplan/index.html](http://ci.boulder.co.us/publicworks/depts/transportation/masterplan/index.html)

The existing transportation system and the plan's proposed investments can also be interactively mapped using the -"Map It" tool, found as a link on this page at:

[http://gisweb.ci.boulder.co.us/website/pds/Transportation\\_gisweb/viewer.htm](http://gisweb.ci.boulder.co.us/website/pds/Transportation_gisweb/viewer.htm)

## Investment Priorities

To support the goals and policies of the TMP, the plan contains the ~~three~~four investment programs and prioritizes transportation spending. The city shall generally give priority to transportation investments as follows\*:

- Highest priority - system operations, maintenance and travel safety;
- Next priority - operational efficiency improvements and enhancement of the transit, pedestrian and bicycle system;
- Next lowest priority - quality of life, such as sound walls and traffic mitigation; and
- Lowest priority - auto capacity additions (new lanes and interchanges).

*\* Note that within each priority level, all items are given equal weight.*

Corridor segments have been identified in the 10 multimodal corridors and investments in modal enhancements will be prioritized by the ranked multimodal corridor segments.

While the 2003 TMP called for investments by the prioritized corridor segments in modal enhancements will integrate all modes to complete the multimodal transportation system, the Complete Streets investment package calls for more focused and strategic multimodal investments within the priority corridor segments linking with the FasTracks regional transit investments within the prioritized corridor segments.

**BACKGROUND/ANALYSIS:**

The 2003 update of the TMP assessed progress under the city's policy direction since 1989, affirmed the policy direction and established four policy focus areas for additional improvement: multimodal corridors, regional connections, Transportation Demand Management (TDM) and funding. The FLO process addressed each of these focus areas. The 2003 TMP also established a priority for transportation investment based on completing improvements by multimodal corridor segments, establishing the Current Funding investment program based on expected funds and the Action Plan requiring additional funding. Regional connections were identified as a major new challenge, given expected growth patterns and limited improvements in these corridors.

TMP goals include developing:

- An integrated, multimodal transportation system emphasizing the role of the pedestrian mode as the primary mode of travel;
- A transportation system supportive of community goals;
- Sufficient, timely and equitable financing mechanisms for transportation;
- Public participation and regional coordination in transportation planning; and
- A transportation system supportive of desired land use patterns and functional, attractive urban design.

A key premise of the 2003 TMP was that the plan was to be seen as a living document. A formal amendment process to the TMP was adopted by Council in 2006, and a number of efforts since 2003 have worked on refining the focus areas of the plan. The 2004-5 Action Plan Task Force focused on funding strategies for the Action Plan, while the FLO process focused on strategic community connections and connections to the regional transit within the current fiscal realities.

**FasTracks Local Optimization (FLO) Process**

As planning advanced for FasTracks on the U.S. 36 corridor, staff realized that there were significant needs for local improvements to connect to FasTracks services. The FLO process was initiated to learn from other corridors and identify local improvements needed to connect the community to FasTracks improvements.

**FLO History**

The FLO process kicked off with a "lessons learned" field trip for staff to the T-REX corridor project at the end of 2004. A staff team also met with city of Lakewood staff to discuss their experiences with the west line light rail project. Both visits reaffirmed that participation and partnerships among numerous agencies are essential and that planning should begin as quickly as possible.

A FLO committee of community representatives was assembled and met five times between 2005 and 2007. The FLO committee also met with RTD representatives and toured the T-Rex corridor in January 2007. The FLO committee included representatives from Boulder City Council, TAB, city staff, RTD, Boulder County, University of

Colorado (CU), interest groups such as Sierra Club, property owners and residents representing downtown and the Boulder Valley Regional Center. The group analyzed the existing plans for each entity and developed a “to do” list of the necessary facilities, services and programs to provide seamless connections between the local transportation system and the BRT and commuter rail services. The committee identified early action items for the various organizations to work on and the partnerships and funding sources necessary to accomplish their goals. The process also evolved to consider broader community connections, not just those directed specifically at current and future regional transit connections.

The group identified success as:

- Bus Rapid Transit (BRT) is fully funded and fully functional.
- BRT and commuter rail integrate seamlessly.
- Intermodal centers are functional and appealing.
- Local transit links to major activity centers.
- Multimodal connectivity throughout the community
- Multimodal connections are safe, attractive and plentiful.
- Local streets facilitate BRT service.
- Redevelopment along ~~FasTrack~~FasTracks corridors supports transit and benefits from it.
- Boulder Transit Village Area is a model for land use and transportation integration.
- All Boulder County residents, employees and students have universal, unlimited transit passes.

The committee recognized that enhancing connectivity to main regional transit areas also created a broader set of travel choices for the community. The committee also recognized that accomplishing these items will require strong partnerships between organizations and agencies and a variety of funding sources. The FLO group identified early action items for the city as:

- Integrating FLO projects into the TMP;
- Funding the TMP Action Plan;
- Adopting the Transit Village Area Plan; and
- Initiating transit pass program discussion.

The committee prioritized transportation investment through a “FLO bucks” exercise that established the priorities for the FLO-modified Action Plan. An examination of the current fiscally constrained TMP funding investment program showed that some of the items on the FLO “to do” list, including improvements along multimodal connections on the Broadway, 28th Street and Arapahoe Avenue corridors, will be accomplished within the current funding level. However, many of the projects are unlikely to be built before FasTracks services begin without additional funding.

On Aug. 15, 2006, staff presented a summary of the FLO findings to City Council, including a description of the “FLO bucks” exercise. Council was asked to endorse the FLO effort, the proposed staff work program and early action items. City Council endorsed these four early action items:

- Integrate FLO into the Transportation Master Plan (TMP);
- Seek funding for FLO priorities;
- Adopt Transit Village Area Plan; and
- Initiate pass program discussion.

Council directed staff to create a subset of the TMP Action Plan reflecting the FLO priorities, including updating the costs of improvements. This subset would include such projects as intermodal centers, multimodal connections, local transit service enhancements and pass program improvements.

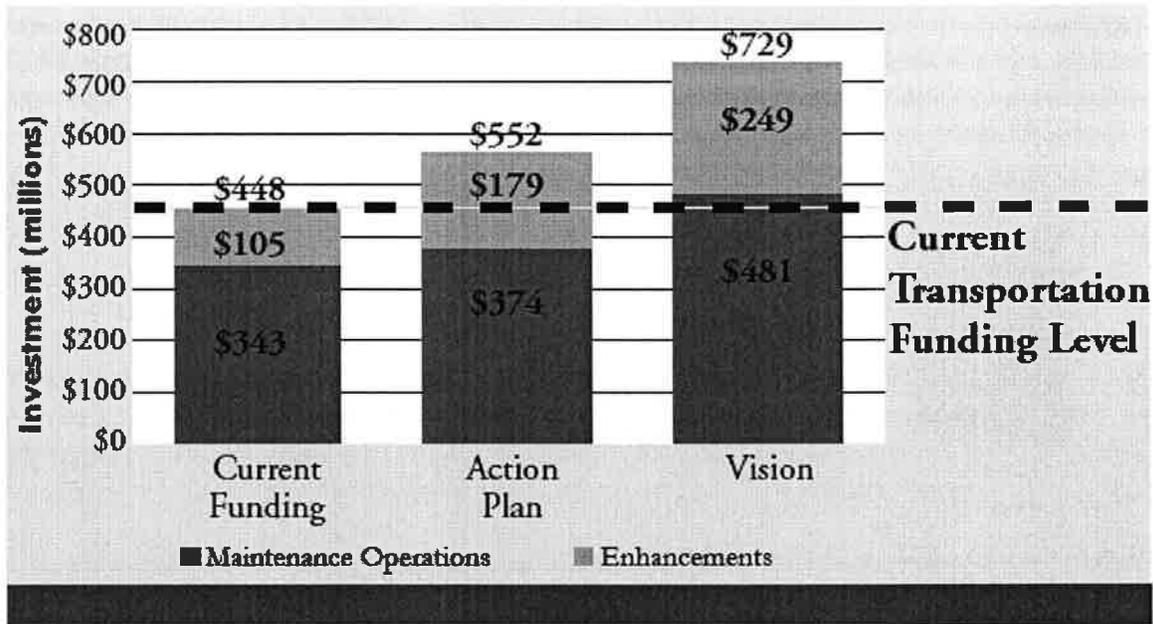
Council considered revised FLO materials as part of the April 8, 2008 Study Session on the Climate Action Plan (CAP), Transportation and Renewable Energy Strategies to reduce Greenhouse Gas Emissions. While the previous FLO materials considered by council focused on areas of funding and prioritized investments in additional facilities, the area of policy implementation was identified as an important addition for staff to work on in order to achieve progress toward vehicle miles traveled (VMT) reduction. There are policy implementation activities that the city could pursue at little cost that would make significant contributions to achieving the goals of the TMP and the CAP. Examples include a trip reduction ordinance or parking policy changes reflecting the true cost of parking. As the Study Session, council had the opportunity to consider the interplay between additional funding and additional policy initiatives in achieving the VMT reduction through a “setting the dial” exercise. Potential levels of funding for facilities were illustrated on one dial and funding for TDM programs were depicted on the other. Council supported amending the TMP investment program to reflect the FLO process, generally supported the need for more funding for transportation at a level between the Blue Ribbon Commission and the FLO-modified Action Plan, supported continued staff work on funding issues and generally supported a moderate effort as a starting place for additional policy work.

### **Financial Update**

The following section provides updated information on the transportation funding situation. Continuing increases in construction costs and diminishing opportunities for state and federal funding are increasingly constraining the portion of the Complete Streets investment program that can be completed with existing funding.

### **Transportation funding changes and challenges since the 2003 TMP Update:**

The 2003 TMP included funding estimates for the Fiscally Constrained (FC), Action Plan and Vision Plan (VP) scenarios, as shown in the following figure:

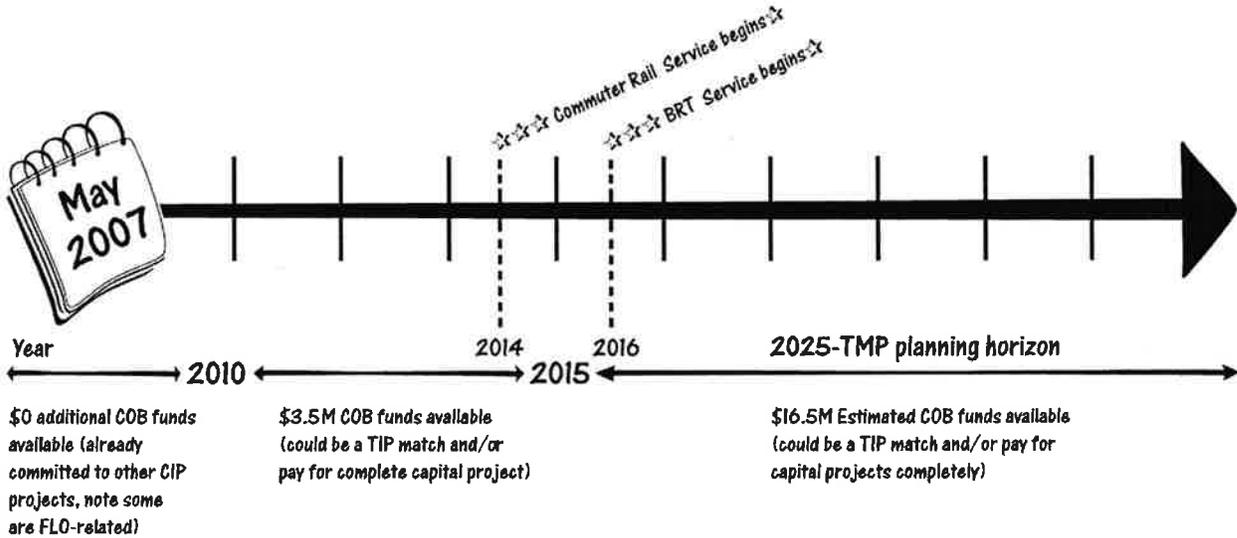


A review of the financial assumptions, construction cost indices and other financial information was undertaken to determine the city's ability to implement the TMP and Complete Streets investment program. Increases in construction materials such as copper, steel, concrete, asphalt and oil due to major events like Hurricane Katrina and demand from China have produced a 70 percent average increase in project construction costs in Colorado since 2003. Many of these materials are also used in operations and maintenance (O&M) activities as well, which has caused the transportation budget to devote more funding towards O&M (highest funding priority) and less funding to system enhancements. Costs from the 2003 TMP have been factored up by 40 percent to reflect current financial realities. This number is mid-range between the recent cost increases and the historic norm of prices generally following the consumer price index, and is the number also used by the state's Blue Ribbon Commission on Transportation Finance.

Recent analysis from the Revenue Stabilization/Blue Ribbon Commission also demonstrated the deteriorating condition of the transportation fund, with total expenses forecasted to exceed forecasted revenues beginning in 2010.

With all of this information in mind, transportation staff estimates that approximately \$20 million will be available to pay for all new transportation projects, programs and services through 2025. The \$20 million does not include projects currently funded in the CIP, but the local match to FasTracks will also need to be paid from this amount. A total of \$3.5 million in new funds is available from 2010 through 2015 (the start of FasTracks services), with the remaining \$16.5 million available between 2015 and 2025, as shown in the graphic below. Maintenance and operation of the current system was included in the calculations that resulted in the estimate of \$20 million in un-obligated funds that can be put towards the FasTracks local match and new transportation projects, such as those identified in the Complete Streets investment program.

This funding could be leveraged through Transportation Improvement Program (TIP) funding and other matches, or could be used to pay for entire projects.



**Creation of the Complete Streets Investment Program**

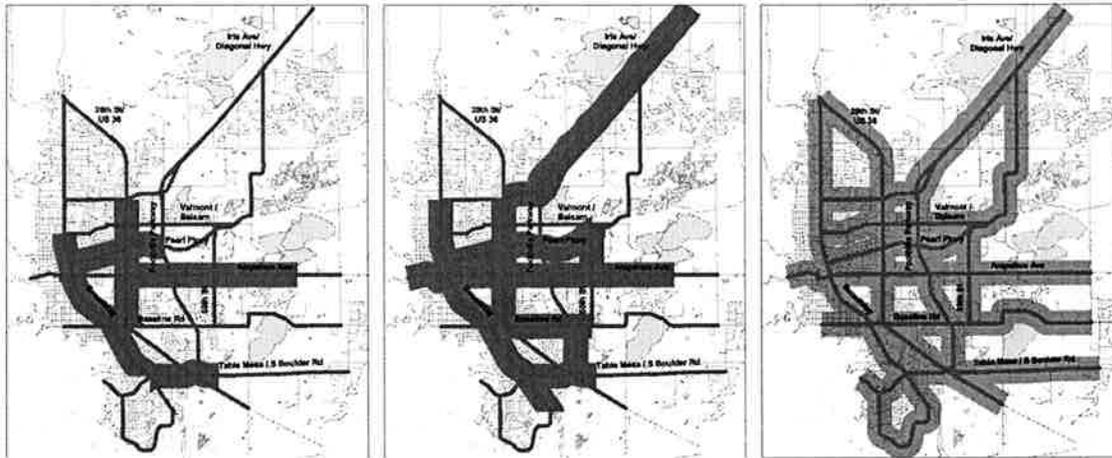
The Complete Streets investment program is a streamlined and strategic package of transportation elements that could be built and improved community-wide over the next 15 to 20 years with a relatively modest increase in funding. It would modify the investment priorities of the TMP for multimodal improvements by refining their geographic focus while remaining consistent with the policies of the TMP.

**Relationship to TMP Policies**

FasTracks promises a significant level of regional transit services by bringing commuter rail and BRT to Boulder in the next decade. These regional transit improvements are consistent with, and supportive of, the goals, objectives, policy direction and focus areas of the TMP. In particular, FasTracks supports the multimodal and regional travel focus areas of the plan, as well as providing significant funding and creating new opportunities for more effective transportation demand management elements.

FasTracks and the changing fiscal reality created the need to modify the investment priorities of the TMP to insure the city’s future transportation investments support the new regional transit options at an appropriate level, without ignoring other transportation needs in the community.

The 2003 TMP prioritized improvements to multimodal corridor segments, with the concept being that all improvements would be done in each corridor segment to transform it into a “complete street” that served all modes of transportation. The three investment programs from the TMP are shown below:



Fiscally Constrained

Action Plan

Vision Plan

Many of the recently completed and upcoming projects will support FasTracks services, including projects on 28<sup>th</sup> Street, 30<sup>th</sup> Street and Broadway. However, it is clear from the current fiscal realities that continuing to invest in this way will not provide the key connections needed across the community within the time frame of FasTracks or the TMP.

### **Complete Streets Investment Program**

The Complete Streets investment program is included as **Attachment A**. The estimated cost to complete all of the projects on this list is \$115.8 million in 2008 dollars. This list was created based on the FLO guiding principles that are included in the Complete Streets investment program description, on the new financial information and from feedback from a wide variety of sources, including FLO committee members, TAB and the general public through three open houses. This program includes re-prioritized infrastructure investments with increased funding for operations and maintenance, increased funding for high frequency local transit and expanded transportation demand management (TDM) programs.

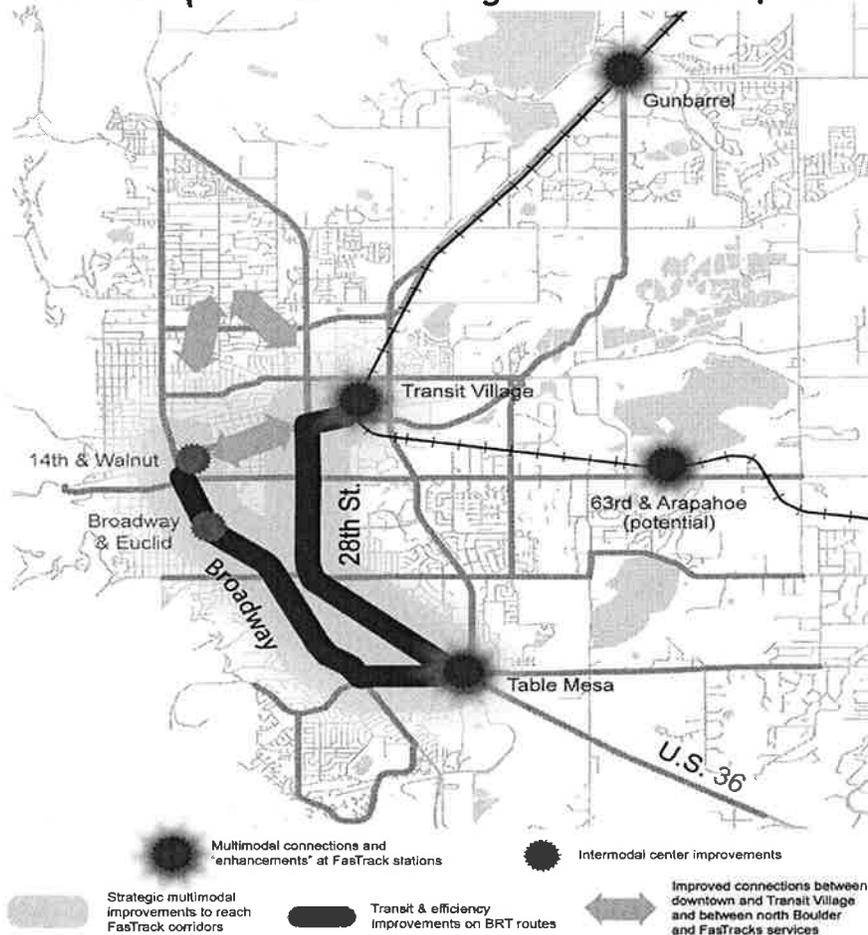
The new approach to enhancements combines the focus on multimodal corridors with the needs and opportunities created by FasTracks to create a more streamlined and strategic project list. The themes used to develop the enhancement project list included:

- Paring TMP projects down to focus on a strategic subset of modal investments. For FLO, only the most critical investments are included. An example is where a pedestrian underpass is envisioned close to an adequate signalized crossing, the underpass is not included in FLO.
- Focusing on enhancements within a 0.5 mile walking and 1.5 mile biking distance from major FasTracks corridors, including:
  - 28<sup>th</sup> Street and Broadway Bus Rapid Transit (BRT) corridors and associated intermodal centers:
    - 30<sup>th</sup> and Pearl streets transit station;
    - Table Mesa Drive park-n-Ride;

- CU-Boulder Williams Village;
- CU-Boulder at Broadway and Euclid Avenue; and
- 14<sup>th</sup> and Walnut streets transit station.
- FasTracks Commuter Rail corridor, including stations at:
  - Arapahoe Road and 63<sup>rd</sup> Street,
  - Boulder Transit Village at Pearl and 30<sup>th</sup> streets, and
  - Gunbarrel at 63<sup>rd</sup> Street and Diagonal Highway 119.
- Anticipating implementation of the finer-grain network has been adjusted to reflect that it will occur over a longer timeframe through redevelopment.
- Focusing on eliminating physical barriers in the bike and pedestrian systems.

The FLO process also resulted in a new illustration showing how the multimodal corridor investment strategy of the TMP has been modified for enhancements. The graphic “Corridor prioritization strategies as modified by FLO” (below) provides a graphical representation of the major themes of the revised project lists.

**Corridor prioritization strategies as modified by FLO**



**TMP Text Revisions**

Staff has been working on integrating the FLO based amendments and Complete Streets investment program into the TMP document and Web site. These are relatively minor

changes to the document, reflecting the addition of the Complete Streets Investment Program and a general updating of the document to reflect the approval of FasTracks and other work efforts. The proposed text changes are included as **Attachment B**. This document was prepared by extracting all text from the existing TMP plan document and then tracking changes in a word processing program. Any changes to the existing text are represented by highlighted strike outs or additions in the document. The changes proposed generally fall under three themes:

- Project List Adjustment.
- Recognition of New Fiscal Realities.
- General Context Changes.

The Complete Streets Investment Program is the major addition to the plan document. Details of this investment package and background information from the FLO process will be included on the TMP Web site.