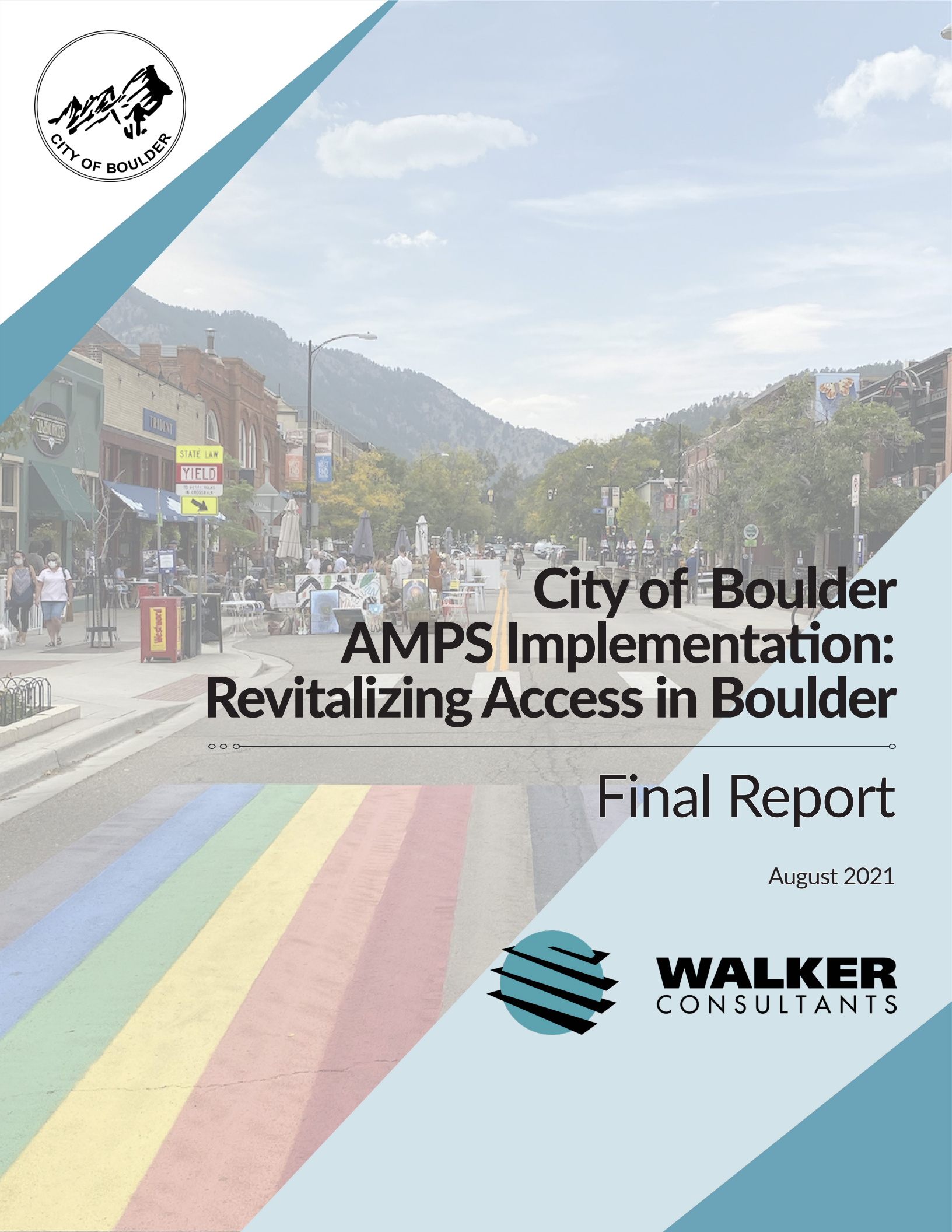

City of Boulder AMPS Implementation: Revitalizing Access in Boulder

Final Report

August 2021

WALKER CONSULTANTS

Revitalizing Access in Boulder

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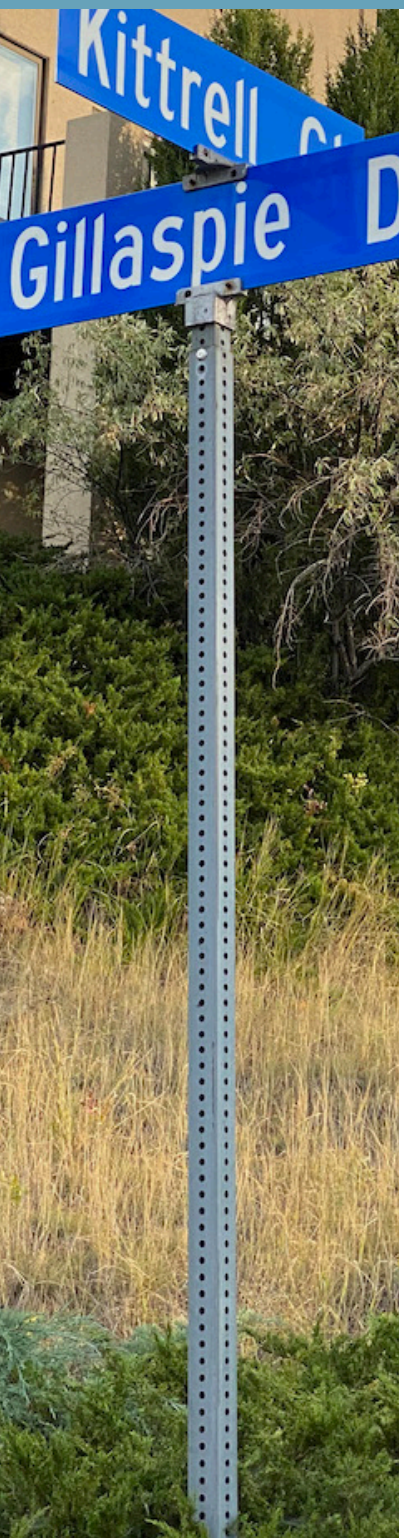

EXECUTIVE SUMMARY

BACKGROUND

In 2017, Boulder City Council adopted the Access Management and Parking Strategy (AMPS). Through this document, Boulder works to improve access to transportation and parking options citywide and balance the social, environmental and economic interests of the city and our community. The Revitalizing Access in Boulder project is an integral part of the AMPS mission. The scope of this project focuses on a rethinking of the Neighborhood Parking Permit (NPP) Program and a revitalization of the parking pricing approach citywide, including both prices for hourly and long-term parking, as well as modified fines for violations of parking rules.

WHAT IS BOULDER'S ACCESS MANAGEMENT AND PARKING STRATEGY (AMPS)?

The Access Management and Parking Strategy (AMPS) was developed as a guide through which city staff, leadership, boards, commissions and the community at large could work toward improving Boulder's approach to multimodal access and parking management across the city and within special districts. This guide was designed as one "lens" through which existing and future access management policies and practices could be evaluated to develop context-appropriate strategies, using Boulder's existing districts as models for other emerging districts within the community. As with all adopted documents, AMPS is complementary to and reflective of numerous adopted plans and policies such as the Sustainability Framework, the Boulder Valley Comprehensive Plan, the Transportation Master Plan, the Economic Sustainability Strategy and the Climate Commitment.

Implementation of the AMPS vision encompasses many other efforts beyond the Revitalizing Access in Boulder project. These include changes to various parking and transportation programs, regulations and policies to better align Boulder's access infrastructure and options with our community's needs and goals.

THE REVITALIZING ACCESS IN BOULDER MISSION

The Revitalizing Access in Boulder project seeks to rework the City's parking products, including long-term permits, daily parking and hourly parking, to better reflect the AMPS vision and specific goals related to Neighborhood Parking Management and Parking Pricing. Specifically, the Revitalizing Access in Boulder project aims to achieve the following goals.

NEIGHBORHOOD PARKING MANAGEMENT

- **Respond to user behaviors and the diversity of neighborhood needs in residential zones.**
- **Promote predictability, transparency and understanding of neighborhood parking regulations.**
- **Generate revenue needed to achieve cost recovery and support evolving community needs.**
- **Advance climate and sustainability goals by supporting travel choice beyond the personal vehicle.**

- **Increase quality of life benefits for everyone who lives in and frequents Boulder.**
- **Encourage and support travel choices outside of the personal vehicle.**
- **Improve distribution of parking occupancy using variable pricing for parking options with different levels of service for parkers**
- **Support sustainability goals by increasing the percentage of people who choose active travel options, like walking and biking, or transit.**

PARKING PRICING AND FINES

- **Recognize the value of the right-of-way by using parking utilization data to inform parking pricing decision-making.**
- **Respond to user behaviors and the diversity of business and customer needs in commercial zones.**
- **Generate revenue needed to maintain cost recovery and support evolving community needs.**
- **Promote effective parking management and customer compliance.**
- **Advance climate and sustainability goals by supporting travel choice beyond the personal vehicle.**

EXISTING CONDITIONS

Boulder is already widely considered a leader in providing options and support for access, parking and transportation throughout the community and beyond, with parking benefit and transportation demand management districts, strategic planning, transportation demand management programs, parking planning and curb management planning. The city's existing Neighborhood Parking Management, Parking Pricing and Parking Fines policies and programs play a key role within this broader framework. Over the course of this project, Boulder's City Council approved the Citywide Retail Strategy and adopted the city's first Racial Equity Plan and established new means of conducting community engagement to ensure that policies, programs and initiatives of the city benefit from inclusive engagement and allow for vetting of unintended consequences of considered policy enhancements or adjustments. This project benefited from these additional considerations which are reflected in recommendations and next steps.

NEIGHBORHOOD PARKING MANAGEMENT

The existing NPP Program manages parking in 13 zones. Most zones allow users without a permit to park for a limited time—typically between two and three hours. The Program was initiated in 1994 with the primary intent of managing spillover parking from activity centers, like Downtown, into surrounding neighborhoods, preserving neighborhood character and promoting safety. Zones are created or expanded through a citizen-driven petition process

followed by City review. This review process includes a public hearing with the Transportation Advisory Board (TAB), which provides a recommendation for approval or denial by the city manager. The city manager then informs City Council of the final decision. The current approach is limited in terms of its responsiveness, support of travel choices outside the personal vehicle and benefits for the whole community.

PARKING PRICING

Currently, users pay for parking on-street and off-street in and around Downtown Boulder (CAGID), the University Hill General Improvement District (UHGID) and the Boulder Junction Access Districts (BJAD). Parking prices for all public facilities are generally set at $1.25/hour, with some increases for longer stays in Downtown garages, with a $2.50/hour price in Chautauqua during summer weekends. To date, there has been no set automatic annual increase to existing rates. Notably, parking revenues generated are sufficient to pay for the current expenses associated with the parking program and other transportation demand management and access initiatives led by the City. The current approach is limited in terms of its responsiveness to user behaviors, equity, transparency and ability to manage parking resources effectively.

PARKING FINES

Today, fines for parking violations are low compared to peer cities and even many cities in the Front Range, with most violations costing only $15 to $20 per citation no matter how many times a rule is violated by the same party. In addition, the City's fines are substantially lower than those of CU Boulder, which charges $35-60 for most violations. A limited number of violations are eligible for a graduated fine structure (e.g., parkers who violate the same rule more than once must pay a higher fine for each subsequent violation). The current approach is limited in terms of how well it can support effective parking management, support travel choices outside the personal vehicle and reflect the true value of the public right-of-way.

STRATEGY DEVELOPMENT AND REFINEMENT

The process for creating better-aligned strategies for Neighborhood Parking Management, Parking Pricing and Parking Fines required extensive community collaboration, analysis of best practices from other communities nationwide and rigorous data analysis. Over 8,700 members of the broad Boulder community—residents, employees and visitors—participated in the strategy development process via the Revitalizing Access in Boulder online platform, small-group virtual engagement sessions, targeted surveys, focus groups and more. The work was also shaped by the participation of a group of Community Connectors providing guidance on pricing and subsidy options for low-income community members and tailoring outreach to meet the needs of traditionally underrepresented groups.

In addition to the community-at-large, five boards and commissions, including the Downtown Management Commission, the Boulder Junction Access Districts Commission, the University Hill Commercial Area Management Commission, the Planning Board and the Transportation Advisory Board, provided feedback on the project at regular intervals.

KEY STRATEGIES FOR REVITALIZING ACCESS IN BOULDER

NEIGHBORHOOD PARKING MANAGEMENT

The strategy that most closely aligns with project goals and feasibility metrics is **Priority Based Neighborhood Access Management.** This strategy entails an evaluation of the entire city by zone or neighborhood based on a key metrics, such as parking occupancy, trip generation and access to other modes of transportation, to determine an appropriate neighborhood parking management and permitting strategy.

This strategy is best aligned with goals because it allows for the greatest increases in responsiveness to user behaviors, quality of life benefits and predictability for the community. In addition, this strategy is projected to meet cost recovery goals, with revenues matching program expenses by the third year following implementation (2024). Beyond 2024, this program is capable of generating new net revenues which can be reinvested into community transportation and mobility initiatives.

How will the Boulder Community Experience Changes to Neighborhood Parking Management?

Under the new plan, rates for NPP permits will increase annually by $10 for residents and $20 for commuters, each year through 2024. Additional increases may be established after 2024 to generate funds for neighborhood mobility and transportation programs available to NPP holders. While no new zone applications will be considered in 2022, parking behavior data will be collected to inform eligibility and prioritization for consideration of new or modified management zones. Residents interested in establishing or modifying a Neighborhood Parking Permit zone, or requesting other parking management tools for their neighborhood, will be able to verify if they are located within an eligible area prior to initiating an application.

PARKING PRICING

The strategy that most closely aligns with project goals and feasibility metrics is **Performance-Based Pricing**. This strategy entails pricing of on-street parking by block face in existing paid districts based on typical peak occupancy. Hourly pricing in off-street parking facilities will be lower than on-street options in all cases and graduated rates in off-street facilities will be eliminated.

This strategy is best aligned with goals because it recognizes the value of the public right-of-way, helps to advance climate and sustainability goals by promoting other travel choices, responds effectively to user behaviors and achieves parking management initiatives, like "turnover " of parking spaces. Additionally, this strategy is projected to accrue additional revenues from the parking system, which can be used for transportation and mobility benefits for the Boulder community.

How will the Boulder Community Experience Changes to Parking Pricing?

Under the new plan, all on-street parking rates will be increased by $0.25 per hour in 2022. Off-street parking will still cost $1.25 per hour, with a maximum daily rate of $15 for stays longer than 6 hours. In future years, on-street parking pricing will be set based on three categories—higher pricing in areas with the highest demand for parking and closest proximity to popular areas, standard pricing in areas with typical demand and the lowest pricing in areas with the lowest demand.

PARKING FINES

The strategy that most closely aligns with project goals and feasibility metrics is **Graduated Fines + Mobility Safety Fines**. This strategy entails graduated fines for all parking violations citywide and higher fines for violations that impede mobility safety, such as parking in a bike lane. These higher fines are called "Mobility Safety Fines" and are similar to premiums for safety violations that Boulder already charges.

This strategy is best aligned with goals because it achieves parking management initiatives like parking turnover, is transparent and predictable for parking system users and supports climate and sustainability goals by supporting other travel choices.

How will the Boulder Community Experience Changes to Parking Fines?

In 2022, the base rate for all parking fines will increase to $35. Fines for violations that limit others' travel or make travel unsafe, such as parking in a bike lane or crosswalk, will be increased to $65 or more. Repeat violators—those who violate parking rules more than once in a calendar year—will be charged an escalating rate up to the third violation.

IMPLEMENTATION AND ACTION

NEIGHBORHOOD PARKING MANAGEMENT: IMPLEMENTING PRIORITY-BASED ACCESS MANAGEMENT

Full implementation of Priority-Based Access Management will include:

- **Ordinance and Regulation Changes:** Updates to the city's municipal code and City Manager regulations to reflect the new program.
- **Data Collection and Analysis:** Standardized data collection and analysis to identify and prioritize appropriate neighborhood parking management solutions.
- **Communication and Staff Training:** A combination of online and face-to-face communications to help current and prospective NPP holders understand their options and training for front-line staff.

Capital and ongoing costs associated with implementing and operating the Priority-Based Access Management strategy will be fully covered by projected program revenues by 2024.

PARKING PRICING: IMPLEMENTING PERFORMANCE-BASED PRICING

Full implementation of Performance-Based Pricing will include:

- **Ordinance and Regulation Changes:** Updates to the city's municipal code and City Manager regulations to reflect the new program.
- **Data Collection and Analysis:** Standardized data collection and analysis to evaluate typical peak occupancies on on-street block faces and change rates as necessary.
- **Communication:** A combination of online and on-the-ground communication to help users of the public parking system understand their parking options and make transportation decisions based on those options.

Capital and ongoing costs associated with implementing and operating the Performance-Based Pricing strategy will be fully covered by projected program revenues; additionally, the strategy is expected to generate additional net revenue which can be used for operating the city's parking and transportation demand management special districts, funding mobility offerings for community members, off-setting permit subsidies for income-qualified residents and employees and more.

PARKING FINES: IMPLEMENTING GRADUATED FINES + MOBILITY SAFETY FINES

Full implementation of Graduated Fines + Mobility Safety Fines includes:

- **Ordinance and Regulation Changes:** Updates to the city's municipal code and City Manager regulations to reflect the new program.
- **Communication:** A combination of online and on-the-ground communication to help users of the public parking system understand the changes to parking violation fines and make parking choices based on that information.

Capital and ongoing costs associated with implementing the Graduated Fines + Mobility Safety Fines strategy will be fully covered by projected program revenues.

OVERARCHING INGREDIENTS FOR SUCCESS

A successful rollout of the Revitalizing Access in Boulder program involves strong interdepartmental coordination; collaboration with boards, commissions and the community; and rigorous data collection and analysis to improve continuously and address changes in transportation and mobility behaviors in the long-term. Core ingredients for success include:

- **Ongoing Community Outreach:** Regular updates to the community on progress via the Access4Boulder website, the BeHeardBoulder public engagement website and other city collaboration and outreach platforms.
- **Coordination with Boards and Commissions:** Regular coordination with the Downtown Management Commission, the Boulder Junction Access Districts Commission, the University Hill Commercial Area Management Commission, the Planning Board, the Transportation Advisory Board, the Environmental Advisory Board and the Human Relations Commission on implementation progress and results.
- **Staff Leadership and Data-Sharing:** Leadership of the Revitalizing Access in Boulder program implementation and other AMPS implementation initiatives, as well as ongoing coordination and collaboration between staff departments and teams.

WHAT MIGHT REVITALIZED ACCESS IN BOULDER LOOK LIKE?

RESPONSIVENESS TO COMMUNITY NEEDS

Parking products available to the Boulder community will be reflective of predictable needs and behaviors. In residential areas, different parking options will be available depending on the neighborhood's context, including parking supply, occupancy, surrounding land uses and access richness. In special districts, users will be able to choose between various long-term parking and short-term parking options depending on their needs for proximity, convenience, cost control and other factors.

PREDICTABILITY AND TRANSPARENCY

Parking options will be clearly and concisely communicated through online sources and on-the-ground signage and technology, such as the city's parking pay stations. Community members will be readily armed with the information they need to make a transportation decision on any given day.

EQUITY

Parking options will acknowledge and honor our community's differences and diversity. Low-cost parking options, qualification-based subsidies for parking permits and other programs will be available to those who need them. Further, parking programs will be established on a foundation of strong data analysis to ensure that any and every neighborhood in the city is treated with equitable consideration.

COST RECOVERY

Parking programs, including the NPP Program and the broader public parking network, will self-fund entirely by 2024. Projected revenues beyond cost recovery will be used to pay for mobility initiatives and programs for the Boulder community.

CLIMATE AND SUSTAINABILITY

Each of the city's parking programs will play an integral role in supporting and encouraging transportation choices beyond the personal vehicle, contributing to greenhouse gas emissions reductions goals and making Boulder a cleaner and safer place to live, work and play.

Revitalizing Access in Boulder

Planning Context

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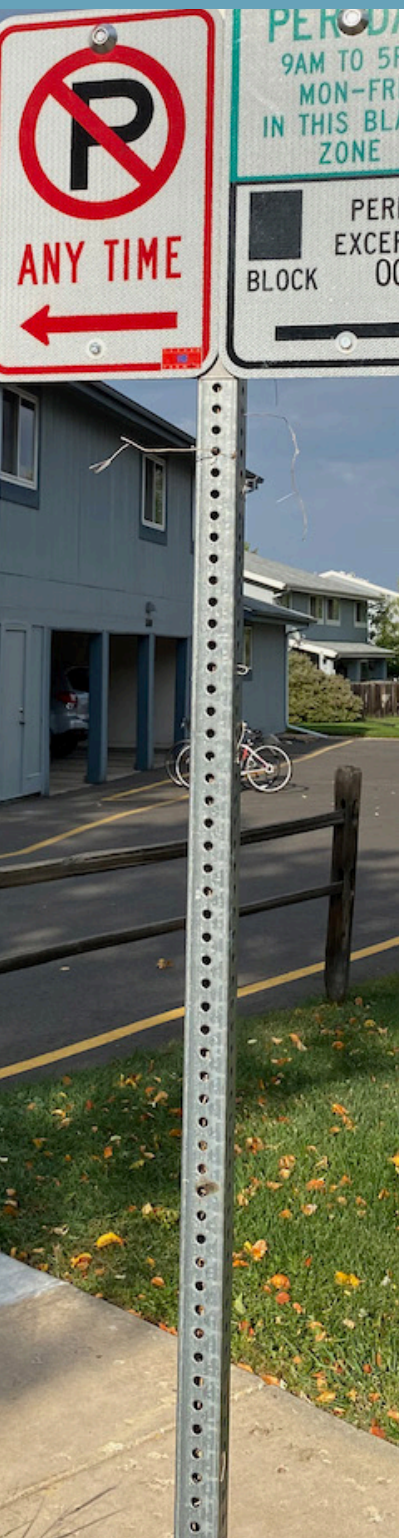


This section, while not an exhaustive assessment, outlines the guiding principles for access management and parking initiatives set forth by AMPS, as well as the AMPS work plan components that the city has made significant progress in implementing. In addition, this section summarizes key elements of each of the key adopted plans and policies that have taken place city-wide within the last several years that focus on AMPS, AMPS implementation to date and how the work and study efforts included in this report furthers the vision articulated in AMPS.

PREVIOUS PLANNING EFFORTS

Boulder has already taken significant steps to shape parking and access policies citywide through several planning efforts. Primarily, this includes the Access Management and Parking Strategy (AMPS), adopted by City Council in late 2017. In addition, this work is reflective of many other adopted plans and policies, including the Sustainability Framework, the Boulder Valley Comprehensive Plan, the Transportation Master Plan, the Economic Sustainability Strategy and the Climate Commitment.

ACCESS MANAGEMENT AND PARKING STRATEGY (AMPS)

The city initiated the Access Management and Parking Strategy project in 2014 in keeping with its position as a leader in access, parking and transportation, as well as its commitment to providing innovative, future-forward options to the Boulder community. Ultimately adopted by City Council in fall 2017, AMPS is a guiding document through which existing and future access and management policies and practices can be evaluated and measured.

AMPS sets forth a series of guiding principles for access management and parking initiatives citywide, including:

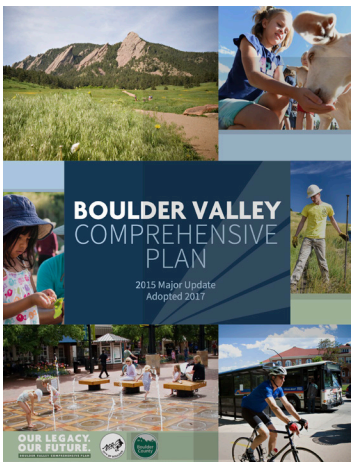
- **Provide for all Transportation Modes:** Support a balance of modes, including pedestrians, bicycle, transit and multiple forms of motorized vehicles, with pedestrians at the center.
- **Customize Tools by Area:** Use a toolbox with a variety of programs, policies and initiatives customized for each of Boulder's unique and diverse neighborhoods.
- **Support a Diversity of People:** Address the transportation needs of different people within the entire Boulder community at all ages, stages of life and mobility levels.
- **Seek Solutions with Co-Benefits:** Find common ground and address trade-offs between community character, economic vitality and community well-being. Seek elegant, multi-benefit solutions.
- **Plan for the Present and Future:** While focusing on today's needs, develop solutions that address future demographic, economic, travel and community design needs. Align with Boulder's guiding plans and documents.
- **Cultivate Partnerships:** Be open to collaborate and public-private partnership to achieve desired outcomes.

The city has made significant progress in implementing several components of the AMPS work plan, including:

- **Transportation Demand Management Initiatives:** The city has worked on several initiatives intended to encourage and support travel choices outside of the personal vehicle. These include support for TDM initiatives implemented by the private sector, expansion of the EcoPass Program, expanded bike amenities for city government employees, additional support for new city government employees to choose commute options, and more.
- **Parking Planning Initiatives:** The city has plans to continue updating the parking code, which regulates how new development must parking and support citywide transportation demand management objectives.
- **Parking Pricing Initiatives:** The city is updating its parking payment technology through an initiative to install new parking pay stations in Q1 and Q2 2021. In addition, the city has implemented an evening garage pricing pilot in certain city-owned parking garages providing $3 parking to downtown visitors and employees arriving and departing between 3 p.m. and 3 a.m. on weekdays. The city is also working on a curbside management plan using a $300,000 grant from the Denver Regional Council of Governments.

Revitalizing Access in Boulder advances multiple components of the AMPS work plan, aiming to support the balance between providing effective parking options while reducing the impacts vehicles have on our quality of life. Specifically, this project encompasses a reimagination of the Neighborhood Parking Permit Program first adopted by the city in 1994, and a revitalization of the city's approach to valuing and pricing public space dedicated to vehicle storage.

SUSTAINABILITY FRAMEWORK



Boulder has a vision for a future with equitable access to health, prosperity and fulfillment for all community members as the city adapts to social, economic and environmental challenges. The Sustainability and Resilience Framework guides the city's budgeting and planning process by providing clear and consistent goals to achieve this vision.

BOULDER VALLEY COMPREHENSIVE PLAN

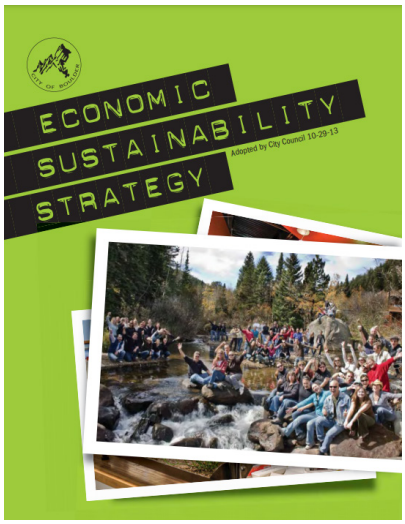
The Boulder Valley Comprehensive Plan, adopted in 2017, reflects a vision for the creation and preservation of a livable, sustainable, equitable and inclusive community. The Plan guides this vision with goals for the built environment, the natural environment and natural resources, the economy, transportation, housing, community well-being and safety, agriculture and food and local governance.

TRANSPORTATION MASTER PLAN (TMP)

The updated Transportation Master Plan, adopted in 2019, is a policy framework for providing safe, convenient access and transportation in the Boulder Valley. The Plan also envisions preservation of Boulder's high quality of life by designing for people and minimizing the impacts of vehicles on the community. This update continues the vision of the 2014 TMP, with a focus on safety, improved transit service, greenhouse gas reduction, advanced mobility and funding.

ECONOMIC SUSTAINABILITY STRATEGY

The Economic Sustainability Strategy, adopted in 2013, is an innovative economic development and resilience tool intended to support the city's economic vitality by building on its strengths and addressing its challenges. The strategy seeks to strengthen the existing business community while priming Boulder for growth in new areas of its economy associated with broader economic, environmental and social trends.



CLIMATE COMMITMENT

The city declared a Climate Emergency in summer 2019 and has made far-reaching commitments to address the global climate crisis and ensure quality of life in Boulder and beyond. These commitments are guided by the Climate Mobilization Action Plan (CMAP) and include innovations in energy systems, regenerative ecosystems, the economy, land use and financial systems.

SUPPORTING PLANNING PRINCIPLES

This document and its contents are supported by numerous best practice planning principles that guide analysis and future recommendations. This section discusses some of these key principles.

THE IMPORTANCE OF MANAGING PARKING AND ACCESS

It's important for cities to manage parking resources and access for the entire community. Active parking management can:

- **Help distribute parking more effectively across parking resources.**
- **Promote equity for all users of the city's parking and access resources.**
- **Preserve the character of neighborhoods by managing how they are accessed.**
- **Reduce vehicle congestion and excessive vehicle circulation in the busiest areas of the city.**
- **Improve experience for all travel options by ensuring appropriate accommodation of each travel choice.**

THE VALUE OF THE PUBLIC RIGHT OF WAY

The public right of way, including the curb—meaning the area where the street meets the sidewalk—serves many functions. This space operates as a travel way, a pedestrian realm, a community gathering and greening space and a flexible zone for transit access, vehicle storage, passenger pick-up and drop-off and deliveries, among other things. Because the curb provides significant value to the community, many cities seek to find the highest and best use for the curb.

Active management of the curb improves access for all travel choices.

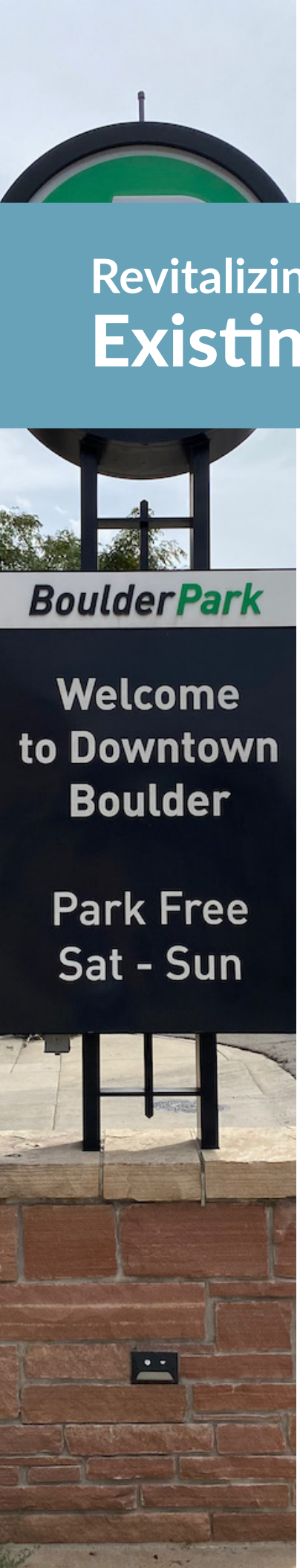
NEIGHBORHOOD-SPECIFIC PARKING SOLUTIONS

Neighborhood-specific parking solutions, such as the Neighborhood Parking Permit (NPP) Program, are important features of a parking and access strategy that help preserve neighborhood character and promote safety and efficiency. Neighborhood-specific parking solutions can help shape outcomes that meet the unique needs of specific neighborhoods, and can include tailored use and time restrictions, prioritization of certain travel choices and other initiatives.

PARKING PRICING AS AN ACCESS MANAGEMENT TOOL

Parking pricing is a key part of any access management strategy. Parking pricing can:

- **Encourage and support travel choices outside of the personal vehicle.**
- **Improve distribution of parking occupancy using variable pricing for parking options with different levels of service for parkers.**
- **Support sustainability goals by increasing the percentage of people who choose active travel options, like walking and biking, or transit.**



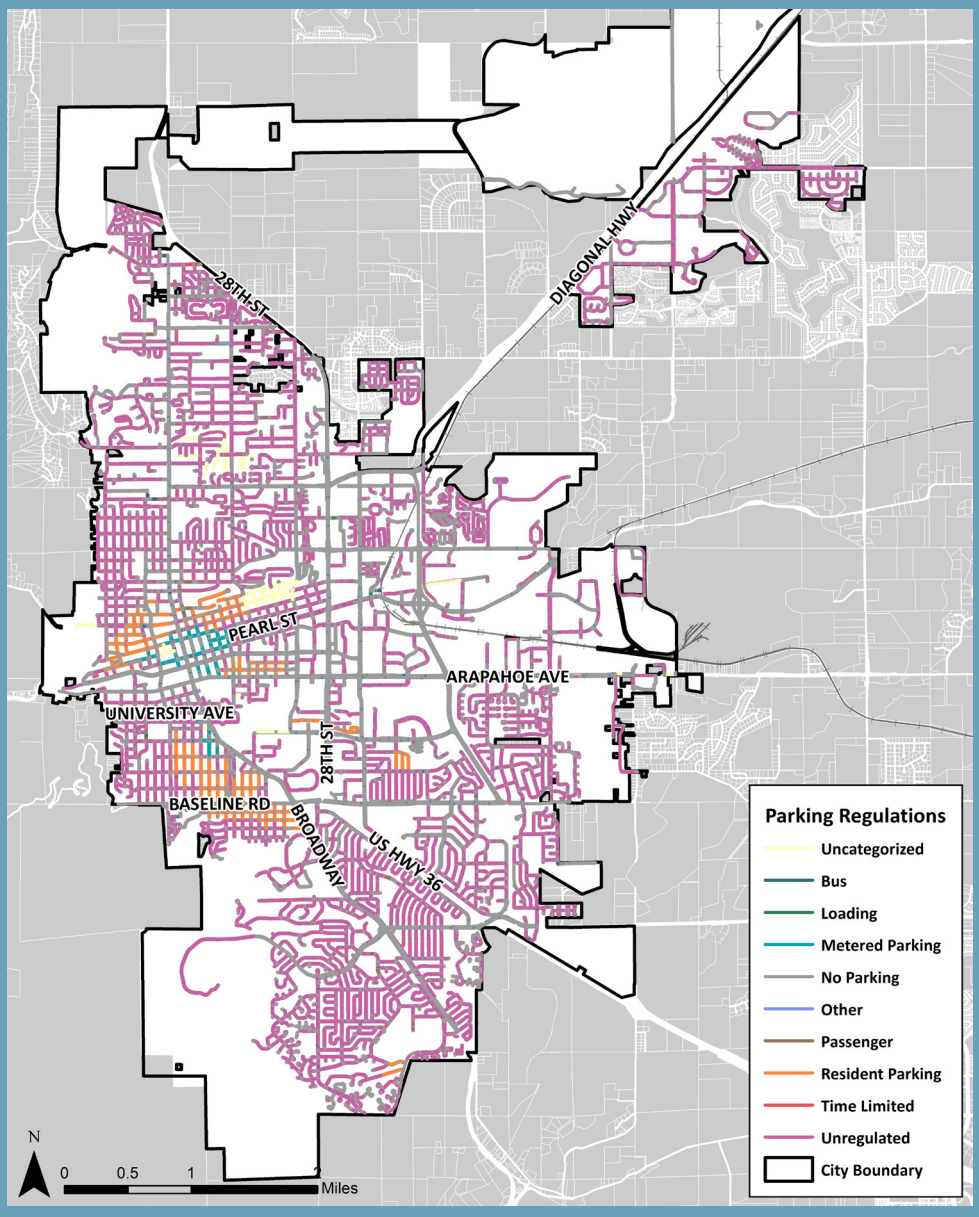
Revitalizing Access in Boulder

Existing Conditions 2

Boulder has an existing framework for managing parking and access resources on a district and neighborhood level. This section provides a foundation for understanding policies and practices the city uses to manage parking and how parking is suppled and used throughout the city. It will also briefly outline the parking regulations in place city-wide, what typical occupancy looks like in downtown Boulder, discuss the neighborhood parking permit zones (NPPs) and their surrounding land use context, summarize factors in travel choices and decision making such as rates and fees, describe projected changes to parking and access resources in the future and review the financial health of the city's parking and accesss resources.

AN OVERVIEW OF PARKING AND ACCESS RESOURCES

Boulder is a leader in providing travel options for a broad and far-reaching community through active and effective management of the city's parking and access resources. To improve and guide this mission, the Access Management and Parking Strategy (AMPS), adopted by City Council in 2017, aims to support the balance between providing enough vehicle parking options while reducing the impacts vehicles have on our shared quality of life. Throughout 2020 and 2021, the city is moving forward with two key components of the AMPS workplan—reimagining the Neighborhood Parking Permit (NPP) Program, which has been in place in its current form since 1994, to better reflect the needs of the Boulder community, and developing a new pricing approach for city-maintained on-street and off-street parking spaces.



Curb lane by use, city-wide

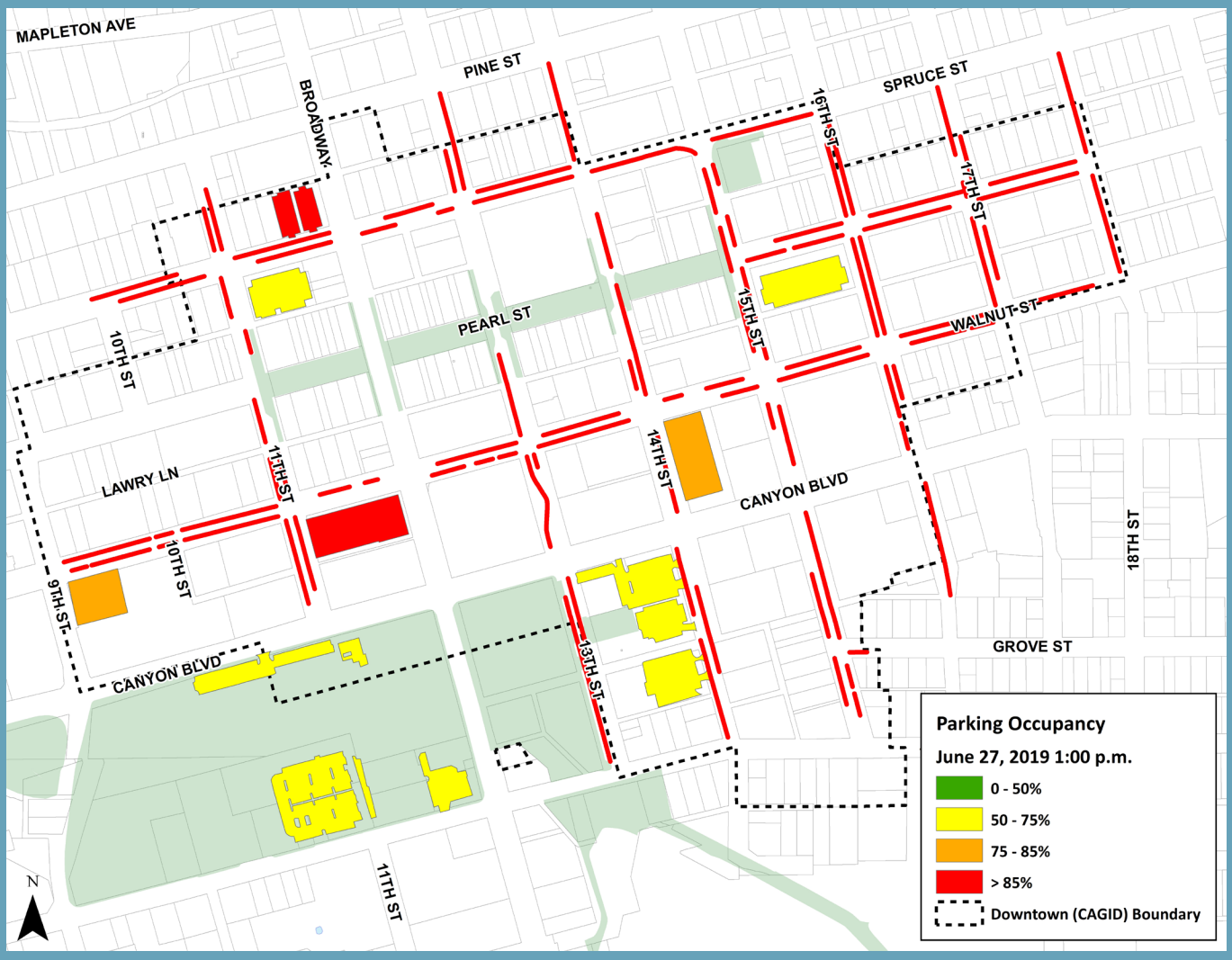
AMPS = *Access Management and Parking Strategy*

NPP = *Neighborhood Parking Permit Program*

BJAD = *Boulder Junction Access District*

*The **curb** or **curb lane** is the area where the street meets the sidewalk.*

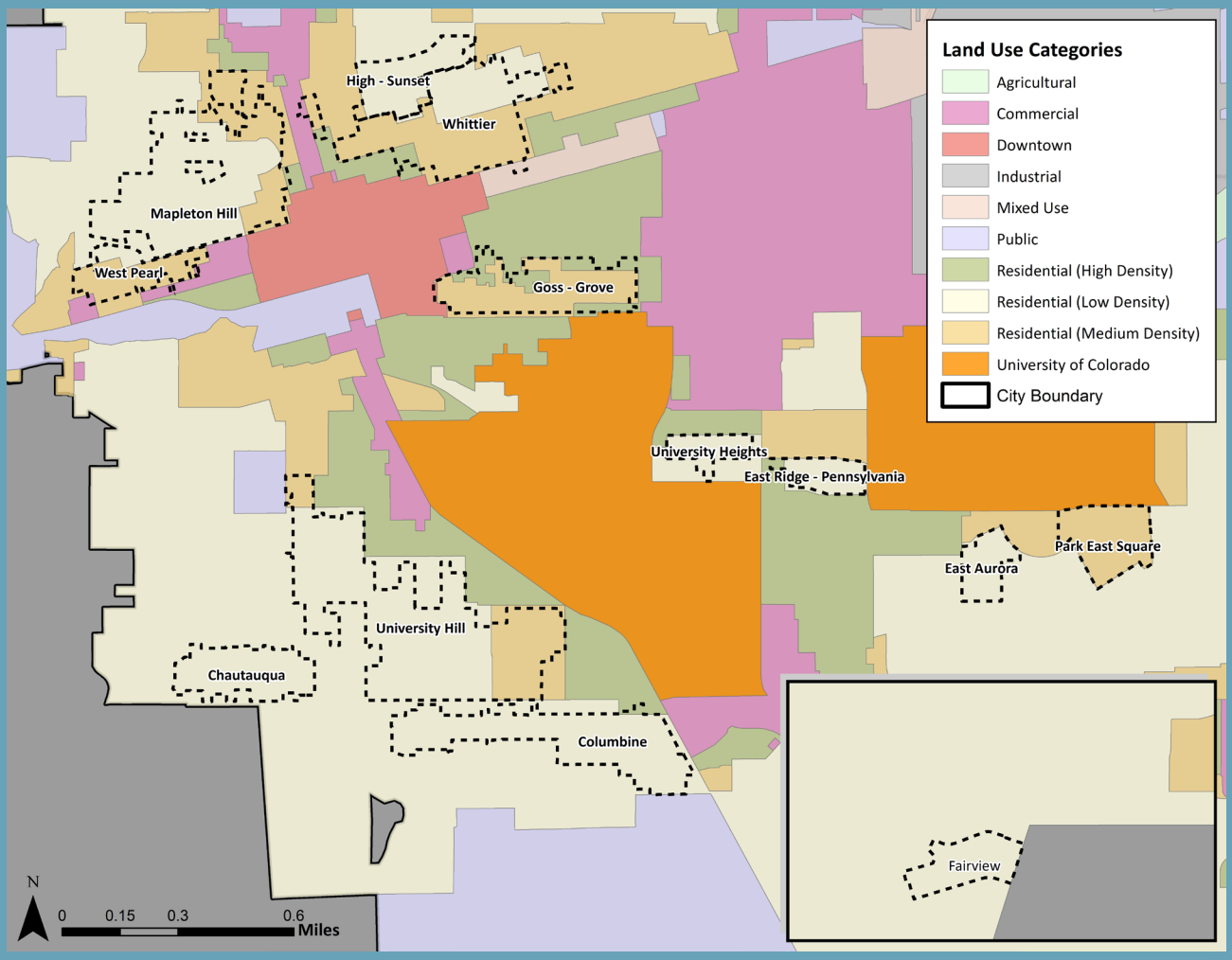
Not surprisingly, the areas of the city in which parking is actively managed are those where parking occupancy is typically the highest. The highest continual parking occupancy is concentrated downtown, where both public on-street and most public off-street facilities approach or reach capacity during the busiest hours of the day, which generally occurs between 12:00 p.m. and 3:00 p.m. Other districts, like the University Hill General Improvement District and the Boulder Junction Access District, experience a lower overall parking occupancy with some busy periods.



Parking occupancy in downtown Boulder
Typical weekday at 1 PM

The Neighborhood Parking Permit (NPP) Program is one method of district-level parking management. The 13 zones in the NPP Program vary in terms of how well they fulfill this original intention; surveys conducted among NPP holders in 2017 indicate that some zones, like East Aurora, East Ridge and Mapleton are very successful, while others, like West Pearl and Whittier, are not as successful.

*Parking **supply** refers to how many parking spaces there are in a given area. Parking **occupancy** refers to how many vehicles fill up those spaces at a given time.*



NPP zones and surrounding primary land use context

CURRENT FACTORS IN TRAVEL CHOICES AND DECISION-MAKING

Exploring current factors in travel choices helps create a foundational understanding of how the Boulder community makes travel decisions.

The city is very active in the development and implementation of programs to influence travel decisions. The city has dedicated staff to develop and implement programs to support and encourage travel choice outside of a personal vehicle, such as the EcoPass Program. These initiatives have a high impact on the Boulder community's travel decisions and the percentage of people who use options other than a personal vehicle, as summarized here

Modal Split of All Trips	Have an EcoPass?	
	No	Yes
Personal Vehicle	42.5%	31.5%
Multiple-Occupancy Vehicle with Adults Only	14.6%	11.1%
Multiple-Occupancy Vehicle with Children	11.0%	7.6%
Bus (Transit), including School Bus	1.8%	7.4%
Bicycle	14.1%	18.7%
Foot	16.0%	23.7%

from the 2018 Modal Shift Survey addition to the differences **Parking pricing is another key factor in choosing a travel option.** The city's rates for public, managed parking both on-street and off-street are generally set at $1.25 per hour, with some graduated increases for longer stays. The city charges nominal rates to purchase resident ($17/year), business ($75/year) and commuter ($100/quarter) parking permits. However, pricing is only one means of influencing progress against all AMPS goals.

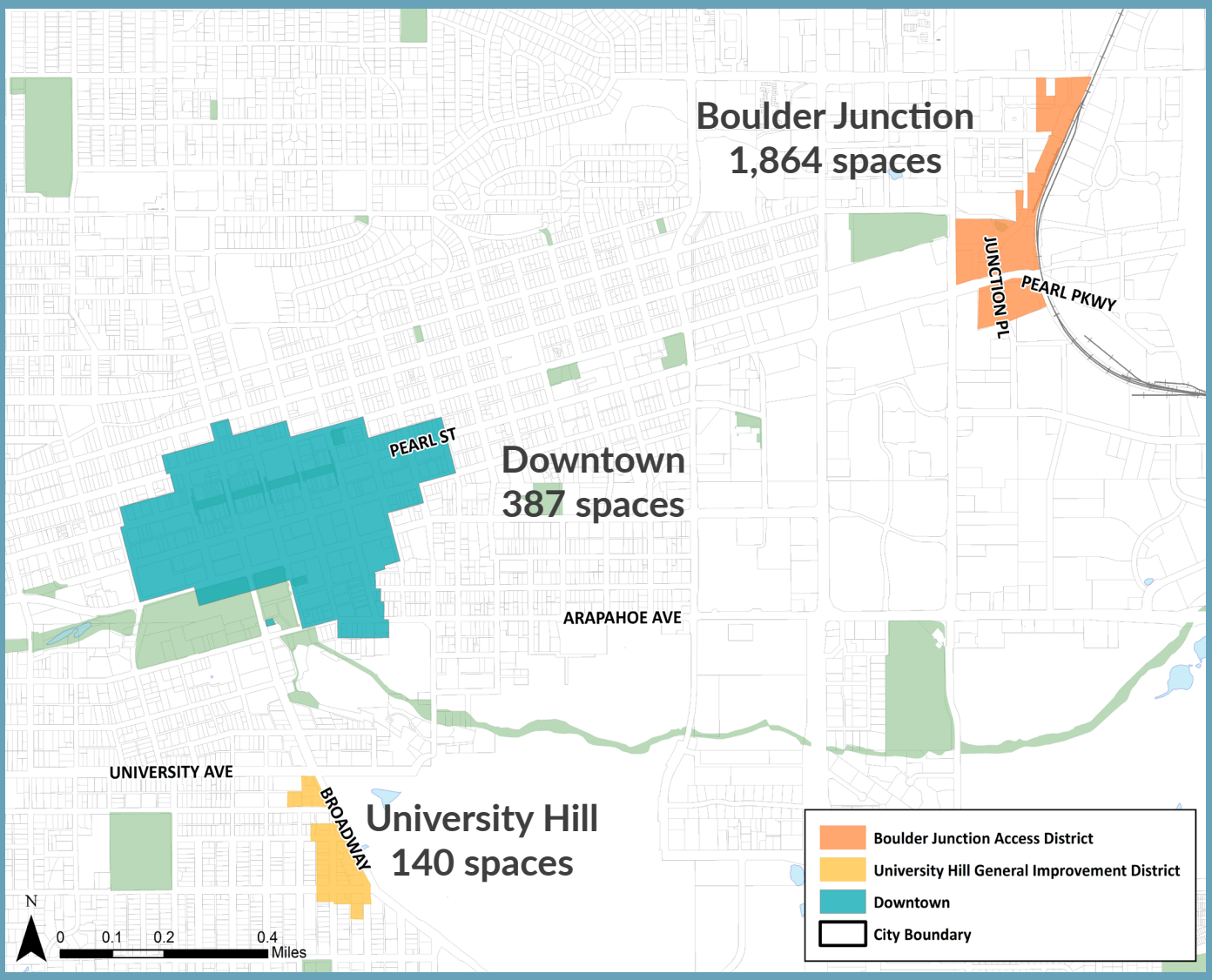
Type	Hourly	Permits
On-Street	$1.25 per hour Limits vary Meter feeding prohibited ADA accessible spaces same rate	Not available
Surface Lots	Hours 1-3: $1.25 per hour Hours 4+: $2.50 per hour	$270 per quarter University Hill Lot $210 per quarter
Garages	Weekdays: Hours 1-3: $1.25 per hour Hours 4+: $2.50 per hour $3 flat fee after 3:00 p.m. until 3:00 a.m. Weekends: Free*	$465 per quarter
Neighborhood Parking Permit	Not applicable	$17 per year for residents $75 per year for business $100 per quarter for commuters

**** The 3:3:3 pricing in the garages is a pilot program***

PROJECTED CHANGES TO THE PARKING AND ACCESS RESOURCES

Understanding projected changes to parking and access resources—whether driven by private development or city-led initiatives—guides how parking supply, use and other patterns related to parking and travel might change in upcoming years and helps "future-proof" recommendations.

Known developments downtown, in the Boulder Junction Access District and in the University Hill General Improvement District are expected to increase access needs in these areas. The map on the next page summarizes how these known developments are expected to increase access needs in each district.



Net new parking spaces needed for known future development

Beyond the impacts of private development, the city is making progress on several significant advancements in parking and access within the community, including expansion of the EcoPass Program, safety and security initiatives for cyclists, an evening garage pricing pilot to provide $3 afternoon and late night parking for downtown visitors and workers, and more.

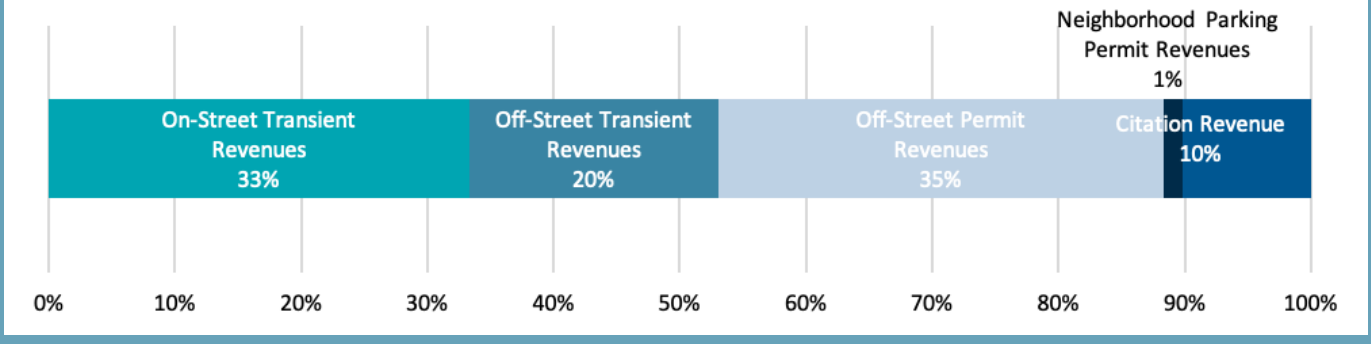
FINANCIAL HEALTH OF THE CITY'S PARKING AND ACCESS RESOURCES

The financial metrics of the city's parking and access resources help to evaluate potential revenue and budget implications for future programs and strategies.

Overall, the city's parking and access resources typically generate about as much revenue as it costs to manage and maintain them. While the city generates more revenue per managed parking space than industry average, it offers a considerably higher level of services and program maintenance than comparable agencies.

The NPP Program must use other funding sources to pay for its expenses, as it does not generate sufficient revenue to cover them. The city has chosen to subsidize this program through the General Fund due to the contributions it makes toward the city's parking and access vision.

The annual parking and access resources budget of approximately $12 million is generated by on-street and off-street hourly parking revenues, off-street permit and NPP revenues, and citation revenues. These revenues cover the cost of not only operating and maintaining the parking programs and its assets, but administering the Eco Pass Program, NPP program, supporting special events and economic vitality and placemaking, among many other initiatives and operational costs. More specifically, revenues from the general improvement districts go to the city's General Fund, whereas off-street parking revenues are reinvested only within their respective districts. Currently, approximately 56% of the NPP program's costs are covered by permit revenue. The remaining 44% is subsidized by the General Fund.



City parking & revenue access sources

CONCLUSION

This Revitalizing Access in Boulder work furthers the framework that Boulder has created to shape its parking and access future, and is part of the AMPS workplan, alongside other city initiatives in parking planning, parking pricing and transportation demand management. The project scope includes a reimagination of the Neighborhood Parking Permit (NPP) Program, which has been in place in its current form since 1994, to better reflect the needs of the Boulder community, and the creation of a new pricing approach for city-maintained on-street and off-street parking spaces. This Existing Conditions report builds a foundation for these efforts by summarizing existing conditions, as they are presented prior to the impacts of COVID, related to various components of the city's parking and access resources and factors influencing the Boulder community's travel decisions.

Revitalizing Access in Boulder

Strategy Development

3

In this section, we present the strategy development process and review successes, challenges and the vision moving forward for the neighborhood parking permit program and parking pricing based on key learnings from the existing conditions assessment. Then we review the process and metrics used for the community collaboration process and summarize community perspectives provided. Finally, we highlight some best practices observed from peer communities and describe the desired direction for Boulder on neighborhood parking management and curbside pricing.

STRATEGY DEVELOPMENT PROCESS

EXISTING CONDITIONS KEY LEARNINGS

The Existing Conditions analysis focused on the ways in which people use Boulder's parking and access resources, how the City influences and supports transportation decisions, and the financial health of the access services and programs Boulder provides to its community.

BOULDER'S ACCESS SUCCESSES

Boulder is a leader in providing options and support for access, parking, and transportation throughout the community and beyond. In keeping with this reputation, the city has already implemented and advanced key initiatives to improve the Boulder community's access experience over the last decade.

- **Parking Benefit and Transportation Demand Management Districts:** Boulder has joined a small group of communities nationwide that have created parking benefit and transportation demand management districts to achieve strategic objectives.
    - Currently, the city manages four districts with localized access goals, including the Central Area General Improvement District (CAGID) in Downtown Boulder, the University Hill General Improvement District, and the Boulder Junction Access Districts (Parking and Transportation Demand Management).
    - These districts offer a critical foundation for transformational transportation policy, including continuation of existing services like the EcoPass and CarSharing programs, expansion of transportation options and support, parking pricing, and more.
- **Strategic Planning for Access Management:** Rather than taking a reactive approach, Boulder elected to develop and adopt the Access Management and Parking Strategy in 2017 to set forth clear guiding principles for access policy decisions citywide.
- **Transportation Demand Management:** The city is a leader in expanding and supporting choices for residents and employees outside the personal vehicle.
- **Parking Planning:** The city has taken steps to align the ways in which new development considers and supplies parking with strategic goals and objectives.
- **Pricing and Curb Management:** The city is keeping up to date with technological advancements in parking technology, and is updating its parking pay stations in 2021. The city is also moving forward on advanced curb management strategies to better allocate and manage the valuable curb space in the face of new and evolving demand, like Uber and Lyft and commercial deliveries.

THE NEIGHBORHOOD PARKING PERMIT (NPP) PROGRAM: EXISTING CONDITIONS AND VISION

Currently, the NPP Program manages parking in 13 zones. Most zones allow users without a permit to park for a limited time (2-3 hours). The Program was initiated in 1994 with the primary intent of managing spillover parking from surrounding land uses into neighborhoods, preserving neighborhood character, and promoting safety. Zones are created and/or expanded through a citizen-driven petition process followed by review by the City. This review process includes a public hearing with the Transportation Advisory Board (TAB), which provides a recommendation for approval or denial by the city manager. The city manager then informs City Council of the final decision.

The current Neighborhood Parking Permit (NPP) Program approach is:

- **Not responsive to different conditions across the city:** A "one size fits all" tool in Boulder's toolbox to providing neighborhood parking management and responding to spillover.
- **Limited in terms of its ability to support the entire community:** Focused on providing for parking needs expressed by certain members of the community, rather than implementing broad community goals for access and parking management.
- **Varying in terms of success and satisfaction:** Reflective of varied success and satisfaction among the different zones.
- **Parking-focused:** Parking-centric, offering a solution that focuses on managing automobile parking rather than addressing all forms of travel support and choice.
- **Limiting value and use of curb space citywide:** Limiting the potential of the very valuable curb space in Boulder's neighborhoods.

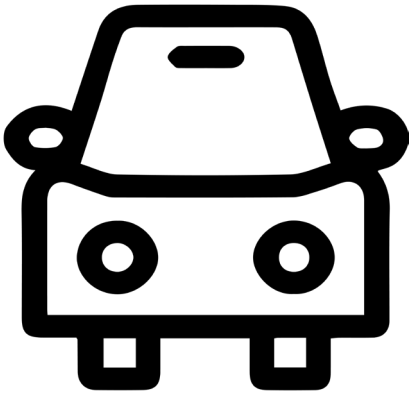
We envision a reimagined NPP Program that is:

- **Data-driven and strategic.**
- **Shaped by the unique characteristics of Boulder's distinctive neighborhoods.**
- **Able to maximize and support travel choice outside the personal vehicle.**
- **Able to increase the value and diversity use of the curb space in Boulder's neighborhoods.**

PARKING PRICING: EXISTING CONDITIONS AND VISION

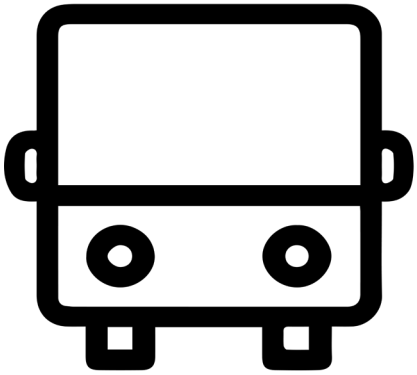
The current parking pricing approach is:

- **Not responsive to user behaviors.** Current parking prices are mostly consistent regardless of the location of a parking facility or whether the facility is on-street or off-street, despite substantial differences in the ways people use these facilities.
- **Reliant on vehicle storage as the primary use of the curb space.** The current pricing approach is only able to generate value from only one type of curb usage (vehicle storage or parking), while there are many other demands for the curb use.
- **Equal, but not always equitable.** Because parking prices are the same citywide, parkers receiving a higher-demand, higher-value product are paying the same as those receiving a lower-demand, lower-value product. In addition, there are limited opportunities within the existing parking approach to offer discounts for frequent, cost-sensitive parkers, such as retail and restaurant employees.
- **An effective parking management tool**—with room for improvement. At current rates, the pricing approach in place encourages turnover and promotes some distribution of parking demand to less occupied areas of the city. However, there is opportunity to increase turnover rates and improve distribution of demand to facilities that aren't used as much as others.
- **Able to support community needs.** Paid parking is set at prices that match the cost of services and programs it pays for.



We envision a revitalized parking pricing framework that is:

- **Set at prices that continue to match the cost of services and programs it pays for.**
- **Proactive, rather than punitive.**
- **Responsive to users' behavioral patterns.**
- **Supportive of travel choices beyond the personal vehicle.**
- **Future-proofed for managing other uses of the curb, like Uber and Lyft or commercial deliveries.**



COMMUNITY COLLABORATION

Community Engagement Metrics

Engagement Methods

- **Broad Community Reach:**
  Digital Hub, Quick Polls, Discussion Forum, Questionnaire
- **Targeted Community Reach:**
  Virtual Engagement Modules, Targeted Questionnaires for NPP Holders and Public Parking System Users, NPP Focus Groups, Mobile Businesses Survey
- **Touches with Influential/Impacted Groups:**
  Access Allies Meetings, Community Connectors Meetings

Virtual Engagement Modules

5 Meetings with Community Organizations:

- Youth Opportunities Advisory Board
- Local Communities Coalition
- Boulder Transportation Connections Monday Morning Cup
- Community Cycles
- Boulder Transportation Connections Monthly Luncheon
- Center for People with Disabilities
- 88 unique attendees

Participation

Community Connectors

4 meetings with a team of 4 Community Connectors selected through an application process

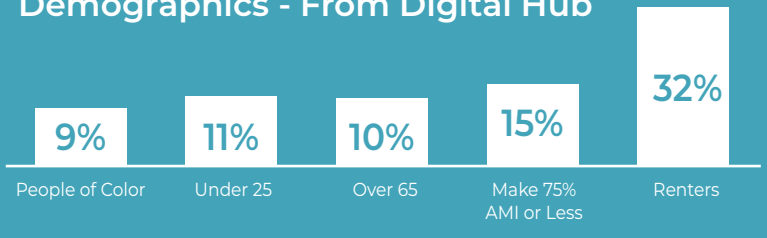
Access Allies

4 meetings with a team of 22, including 6 Board and Commission representatives

Digital Hub

5,522	Page Views
2,906	Unique Site Visits
1,161	Poll Responses
890	Questionnaire Responses

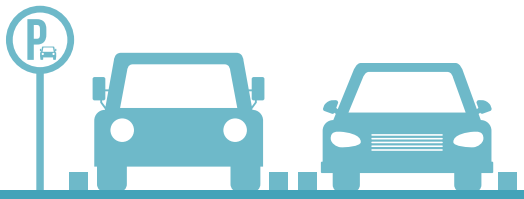
Demographics - From Digital Hub



The community has played an integral role in developing and refining strategies for parking pricing, neighborhood parking management, and parking fines.

- **Digital Hub:** The digital hub, launched in mid-November, is a layered, multi-faceted virtual engagement experience for every constituent, from the avid researcher to the busiest taskmaster in search of a quick bite of information.
- **Access Allies:** This group of 22 community members, including 6 Board and Commission representatives, guides the project's core decisions by bringing forward the voices of constituencies most directly impacted by project outcomes, such as the business community, resident groups, transportation and mobility advocacy and policy groups, and others.
- **Community Connectors:** This group of paid community connectors is responsible for expanding outreach in traditionally untapped groups throughout the broader community, such as low-income residents, service employees, non-English speakers and people who speak English as a second language, and parents.
- **Virtual Engagement Modules:** Instead of large community workshops, the project team developed 15-minute and 30-minute modules with questions about transportation decision-making, neighborhood parking management, and parking pricing and presented these modules at five different meetings with local community organizations, including the Center for People with Disabilities, Boulder Transportation Connections, and the Youth Opportunities Advisory Board.
- **Targeted Engagement:** The project team created and issued targeted questionnaires for current NPP holders, frequent users of the Boulder public parking system, and mobile businesses. To increase participation, the team coordinated with ParkMobile, the company that provides and manages Boulder's parking payment system.
- **Board and Commission Feedback:** The project team presented findings and gathered feedback from five different boards and commissions in November and December 2020, including the University Hill Commercial Area Management Commission, the Boulder Junction Access District Commissions, the Downtown Management Commission, the Planning Board, and the Transportation Advisory Board. The team also gathered feedback and direction from City Council in January 2021.

PARKING AND ACCESS: PERSPECTIVES FROM THE COMMUNITY



Revitalizing Access in Boulder

Community Perspectives

Travel

Out of a list of parking management goals, respondents found that making it easier and more pleasant to use other forms of travel (like walking and biking) is the most important

Parking Permits

67%

of respondents with a resident parking permit think their parking permit is worth at least what they pay for it

40%

of respondents with a resident parking permit think their parking permit would be worth more to them if it included other transportation and access options and support, compared to only 22% who did not think it would be worth more with these benefits

56%

of respondents feel that because they have a parking permit that they have paid for, they should use it daily or at least on a regular basis

City Parking Process

60%

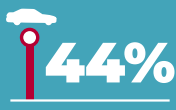
say they **do not** understand how the city makes decisions about neighborhood parking and access management

Parking Pricing

50%

think public parking should cost more in the busiest areas and/or busiest times

Proximity of parking space to popular destinations is important in pricing say **75%**



44%

say demand for parking in a given area is an important factor in costs to park

45%

say parking pricing influences whether they drive and park

63%

of respondents with a household income less than $25,000 say pricing influences their travel decisions

Parking Location

50%

Prefer to park on-street while 21% prefer to park off-street

On-street parking should be available on a first-come, first served basis **67%**

65%

do not believe that on-street parking should be prioritized over other potential uses in the public right-of-way (e.g. bike lanes, transit stops) during busy times

- **Transportation Behaviors and Decision-Making:** While collaborators indicated that personal vehicles are still the primary mode of transportation for many types of trips in Boulder, active transportation choices—like walking and biking—are nearly as popular, especially for non-work trips. When making transportation choices, collaborators ranked their schedule as the most important factor, closely followed by the convenience of the travel choice. Environmental impact considerations ranked third.

- **Parking Management Basics:** Improving convenience and safety for travel choices outside the personal vehicle is among the most important goals for parking management. Collaborators reported that the most important goal of parking management is to make it easier to use other forms of travel, like walking, biking, and public transit. Most collaborators feel that on-street parking should be available on a first come-first served basis, and most collaborators prioritize other uses of the right-of-way, like bike lanes and transit stops, over on-street parking, even during busy times.

- **Setting Parking Prices:** Parking demand and location are important determinants of price. Half of collaborators think that public parking should cost more in the busiest areas, and/or at the busiest times. Most collaborators (75%) believe that the proximity of a parking space to popular destinations is the most important factor in determining its price.

- **Price Sensitivity and Decision-Making:** Price influences parking and transportation decisions, and price sensitivity is an issue among low-income community members. Most collaborators with long-term parking permits feel that because they've purchased a parking permit, they should use it daily or at least on a regular basis. 45% of collaborators indicated that parking prices in Boulder influence whether they drive and park, while 63% of collaborators with incomes of less than $25,000 per year said that parking prices in Boulder influence whether they drive and park.

- **NPP Program Benefits:** The NPP Program appears to benefit permit holders more than the broader community in terms of safety, congestion reduction, and parking management. While most collaborators with an NPP suggested that the program makes it easier to find parking, reduces congestion, and creates a safer environment for public transportation, most collaborators without an NPP who spend time in an NPP zone for work do not feel the program offers these benefits when compared to other neighborhoods.

- **NPP Program Demographics:** 13% of collaborators who live within a resident NPP earn 60% of the Household Area Median Income (AMI) or less per year, according to 2015 - 2019 US Census Data. 25% rent their homes.

- **NPP Program Costs:** NPP holders are comfortable with the price, and would potentially be comfortable with the price increasing, especially with expanded benefits. Most collaborators with an NPP indicated that their permit is worth at least what they pay for it. 40% of collaborators with a resident NPP think that their permit would be worth more to them if it included other transportation and access options and support.

- **Neighborhood Parking Management Predictability and Transparency**: Predictability and transparency is an issue for the NPP Program. Most respondents indicated that they do not understand how the city makes decisions about neighborhood parking and access management in the neighborhood the live or work in.

BEST PRACTICES

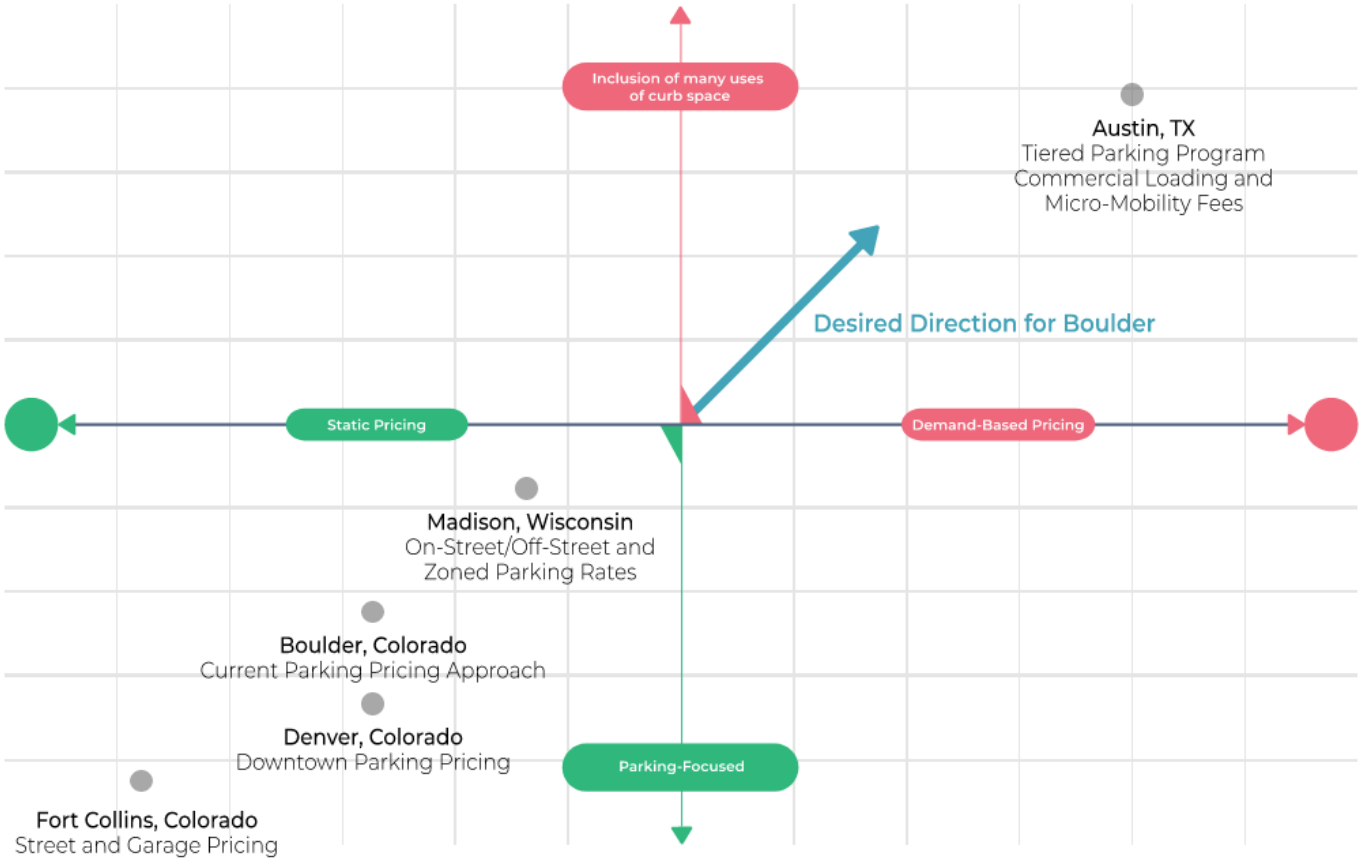
The best practices review focused on communities that have brought AMPS principles to life with strategic parking pricing initiatives and effective neighborhood parking management. The review serves as inspiration for creating tailored solutions for Boulder and helps us understand the results of actions and strategies by learning from another community's experience.

NEIGHBORHOOD PARKING MANAGEMENT

The figure below shows how neighborhood parking management best practices align with the desired direction for Boulder's neighborhood parking management approach

PARKING AND CURBSIDE PRICING

The figure below shows how parking and curbside pricing best practices align with the desired direction for Boulder's parking and curbside pricing program.



Revitalizing Access in Boulder

Alternatives Analysis

4

The alternatives analysis process is a quantitative and qualitative review of strategies for modernized, community-centered approaches to parking pricing, neighborhood parking and access management and parking fines. This section outlines the key details, implementation characteristics, feasibility, and overall score of each strategy relative to the goals of the project.

NEIGHBORHOOD PARKING MANAGEMENT: REFINED STRATEGIES & EVALUATION

GOALS FOR NEIGHBORHOOD PARKING MANAGEMENT

Respond to user behaviors and the diversity of neighborhood needs in residential zones

Promote predictability, transparency, and understanding of neighborhood parking regulations

Generate revenue needed to achieve cost recovery and support evolving commuinity needs

Advance climate and susbainability goals by supporting travel choice beyond the personal vehicle

Increase quality of life benefits for everyone who lives in and frequents Boulder

The refined strategies developed for neighborhood parking management include:

- **Strategy N0: Minor Program Adjustments (Score: 10/20, 50%)**
- **Strategy N1: Data-Based Decision-Making (Score: 14/20, 70%)**
- **Strategy N2: Neighborhood Access Management (Score: 16/20, 80%)**

STRATEGY N0: MINOR PROGRAM ADJUSTMENTS

Minor program adjustments would include minor, customer-focused changes to the existing NPP Program, including:

- **Expansion of LPR enforcement capabilities to include resident, visitor, and guest permit permits**
- **Streamlining of online and in-person permit renewal process**
- **Standard annual increases to permit rates to align with increases in expenses.**
    - Note that no significant increases in expense recovery is expected, as the program currently qualifies for partial cost recovery based on the 1994 Citywide Pricing Policy Guidelines and no ordinance changes are recommended under this strategy.
- **Improved data collection and retention practices for NPP zones**

FEASIBILITY

Feasibility Scale

1. **Can only be accomplished with extensive expansion of existing resources**
2. **Can be accomplished in the immediate term with moderate enhancement of existing resources**
3. **Can be accomplished with existing resources in the immediate term, with some updates**
4. **Can be accomplished completely with existing resources in the immediate term**
5. **Can be accomplished with existing resources, including both immediate term and mid-term measures**

KEY IMPLEMENTATION CHARACTERISTICS

- **Expand LPR Enforcement:** Collect license plate data from a wider range of permit holders, such as visitor and guest permit holders, to expand LPR enforcement capabilities.

- **Update Application and Renewal Process:** Streamline the application process to allow for fully online applications and renewals, with standardized documentation required from applicants.
- **Establish and Publish Annual Percentage-Based Increases:** Create and publish percentage-based annual increases to permit rates commensurate with inflation and other expense increases needed to facilitate the program.
- **Collect and Retain Data Digitally:** Collect data on NPP zones and house data online in a publicly accessible format.

SCORE

Scoring Scale

1. The strategy does not meet the goal.
2. **The strategy partially meets the goal.**
3. **The strategy perfectly meets the goal.**

Goal	Score	Score Notes
1: Respond to User Behaviors	1	The strategy allows for people to request and obtain NPP permits if they would like to but does not support other travel choices or enable proactive responsiveness to neighborhoods' unique needs.
2: Promote Predictability, Transparency, and Understanding	1	The strategy does not create a process in which the approval, denial, or amendment of NPP zones is clearly based on objective metrics.
3: Achieve Cost Recovery	1	The NPP Program under this strategy would not achieve sufficient cost recovery on its own within 5 years, assuming some caps on how much permit prices can increase year to year.
4: Advance Climate and Sustainability Goals	1	The strategy does not support travel choices outside the personal vehicle, and therefore is unlikely to influence reductions in VMT, improved mode split, or other goals.
5: Increase Quality of Life Benefits for Everyone	1	The strategy addresses parking spillover, but does not serve to enhance overall access and connectivity or promote parking availability and options for people without permits.
Goal Score	**5**	
Feasibility Score	**5**	
Total Score	**10**	

STRATEGY N1: DATA-BASED DECISION-MAKING

Currently, the City has general guidelines around quantitative and qualitative metrics to be met prior to approving or expanding a new NPP zone, but these guidelines are not required or written into City ordinance. The only metric required by ordinance today is the requirement for 25 signatures from adult residents on a petition request. This strategy entails strengthening the metrics by which zones are created, expanded, and measured, both in practice and in regulations. This strategy also includes an option to expand the NPP to offer additional resources to transportation options, called a "Transportation Wallet".

FEASIBILITY

KEY IMPLEMENTATION CHARACTERISTICS

- **Update NPP Ordinance:** Update the NPP ordinance to require that new zones meet key metrics, such as surrounding and nearby land use characteristics, new demand and traffic generation, and parking supply and occupancy. Include a provision empowering staff to review and deny or approve petitions based on these metrics, and amend existing zones based on these metrics. Require that NPPs continue to be monitored based on performance on an annual basis and publish results in an annual report.
- **Conduct Public Outreach:** Conduct public outreach digitally and through targeted focus groups to discuss the changes and the reasons behind them.
- **Collect and Publish Data as Required:** When a petition is received, collect and publicly publish data related to the key metrics. If metrics are not met, deny the petition with a clear statement of the justification behind the denial

ADDITIONAL CONSIDERATIONS

- **Pilot Transportation Wallet Program, Including Surcharge:** Consider implementing a "transportation wallet" program on a pilot basis, that leverages permit funds beyond the full cost recovery of the program in that zone, and any funds from expansion of paid parking.
    - The wallet could include subsidies for transit use, bikeshare credits, and other mobility options and support.
    - The pilot should include before-and-after mode share and customer satisfaction surveys to determine project success and facilitate adjusting the program as necessary before full implementation.

- **Expand Transportation Wallet Program:** Based on success of the pilot transportation wallet program, offer the program in expanded paid parking and neighborhood permit parking zones.
    - Roll out of the program should include a thorough marketing and communications campaign.
    - Those living and working in these NPP zones can choose to opt into purchase of a neighborhood parking permit, or receive a subsidized transportation wallet if they do not opt in.
    - Transportation wallets could also be for sale to anyone else living in these NPP zones, whether they have a parking permit or not.
    - Non-resident commuters could be given the option to purchase transportation wallets with the addition of a limited number of daily parking passes added in, for days where these commuters may need to drive and park.
        - This offering could also be expanded to include quarterly garage permit holders as well.

SCORE

Goal	Score	Score Notes
1: Respond to User Behaviors	2	The strategy allows for those with a demonstrated need and desire for NPP permits to obtain them and supports other travel choices and options outside the personal vehicle. However, the strategy does not support proactive responsiveness to unique characteristics.
2: Promote Predictability, Transparency, and Understanding	2	The strategy uses objective metrics to make decisions about creating and expanding NPP zones, but does not include broad, up-front, publicly available data reporting and analytics.
3: Achieve Cost Recovery	2	The NPP Program under this strategy can achieve at least 80% cost recovery within 5 years.
4: Advance Climate and Sustainability Goals	2	The strategy generally supports other travel choices and enhances the overall ability and convenience of travel options other than the personal vehicle.
5: Increase Quality of Life Benefits for Everyone	2	The strategy addresses parking spillover, enhances overall access and connectivity citywide, and promotes parking availability for those that don't have an NPP permit, as well as NPP permit holders.
Goal Score	**10**	
Feasibility Score	**4**	
Total Score	**14**	

STRATEGY N2: NEIGHBORHOOD ACCESS MANAGEMENT

In a push to take a broad and active approach to managing parking and mobility behavior, this strategy expands the reach of intentional, city-driven parking and access policy. The strategy entails assessment of the entire city by zone or neighborhood based on a key metric or metrics, such as parking occupancy, trip generation, and length-of-stay records to determine appropriate next steps. This strategy also includes an option to expand the NPP to offer additional resources to transportation options, called a "Transportation Wallet".

FEASIBILITY

KEY IMPLEMENTATION CHARACTERISTICS

- **Establish Neighborhoods/Areas**: Determine boundaries of neighborhoods/areas city-wide. These could be driven by boundaries of existing NPP zones, official neighborhoods, area plan boundaries, zone districts or walking distance level of service to key destinations, such as major trailheads.
- **Data Collection:** Collect data for the following:
  - **Primary Metrics (to use as key indicators for establishing new zones):**
    - **Typical Peak Hour Parking Occupancy:** Typical peak hour parking occupancy within the neighborhood or zone boundary.
    - **New Development and Trip Generation:** Projected new development within the zone boundary or proximate to the zone boundary, and the peak hour trip generation projected for the new development.
  - **Secondary Metrics (to use to evaluate, expand, or adjust existing zones)**
    - **Length of Stay:** The cumulative average length of a parking session within the zone boundary. Adjusting boundaries/reevaluating zones
    - **Violation Data:** The cumulative average number of parking violations pertaining to length of stay within the zone boundary. Adjusting boundaries/reevaluating zones
    - **Access Score:** The access score within the zone boundary. This score should be determined by the level of transit and active transportation amenities within the zone. For continuity and ease of interpretation by the community, the city could incorporate the ranges used by Walk Score/Bike Score/Transit Score with some updates, as follows:
      - 0-24: Dependent on cars, with nearly all local trips requiring a car
      - 25-49: Dependent on cars, with most local trips requiring a car
      - 50-69: Some local trips can be accomplished on a bike, on foot, or using transit.
      - 70-89: Most local trips can be accomplished on a bike, on foot, or using transit.

    - 90-100: Local trips do not require a car at all.

- **Establish KPIs:** Establish a Key Performance Indicator (KPI) for the primary metric to determine NPP eligibility and tier.
    - **Typical Peak Hour Parking Occupancy:** 85% is an appropriate base parking occupancy for a KPI, with tiers at 85-90% (Tier 1), 90-95% (Tier 2), and over 95% (Tier 3).
    - **New Development and Trip Generation:** A new development projected to generate 500 trips at the peak hour, or more, is an appropriate base KPI, with tiers at 500-750 (Tier 1), 750-1000 (Tier 2), and 1000+ (Tier 3).
- **Classify Areas:** Classify each area or neighborhood based on determined KPI(s). Publish a publicly available, online map showing each zone's classification, with an option for address look-up. Petitions for new zones will only be accepted in areas that meet KPIs.
- **Apply KPI-Based Permit Pricing and Subsidies:** Establish pricing for permits and available subsidies based on KPI(s).
    - **Permit Pricing-** Typical Peak Parking Occupancy: Price permits highest in Tier 3 zones, followed by Tier 2 and Tier 1.
    - **Permit Pricing- New Development and Trip Generation**: Price permits highest in Tier 3 zones, followed by Tier 2 and Tier 1.
    - **Subsidies:** Offer percentage-based subsidies for areas with access scores indicating the need for a car for all or most local trips. Additionally, offer percentage-based subsidies for qualifying low-income households.

ADDITIONAL CONSIDERATIONS

- **Pilot and Offer a Transportation Wallet:** Based on success of a pilot transportation wallet program, offer the program in expanded paid parking and neighborhood permit parking zones.
    - Roll out of the program should include a thorough marketing and communications campaign.
    - Those living and working in these NPP zones can choose to opt into purchase of a neighborhood parking permit, or receive a free transportation wallet if they do not opt in.
    - Transportation wallets could also be for sale to anyone else living in these NPP zones, whether they have a parking permit or not
    - Non-resident commuters could be given the option to purchase transportation wallets with the addition of a limited number of daily parking passes added into the transportation wallet, for days where these commuters may need to drive and park.
- **Monitor Annually:** Monitor and adjust zone classification on a regularly scheduled, annual basis.

SCORE

Goal	Score	Score Notes
1: Respond to User Behaviors	3	The strategy allows for those with a demonstrated need and desire for NPP permits to obtain them and supports other travel choices and options outside the personal vehicle, and develops proactive responsiveness to unique neighborhood characteristics.
2: Promote Predictability, Transparency, and Understanding	3	The strategy uses objective metrics to make decisions about creating and expanding NPP zones and shares the process by which the City makes decisions about the NPP with the public.
3: Achieve Cost Recovery	2	The NPP Program under this strategy can achieve at least 80% cost recovery within 5 years.
4: Advance Climate and Sustainability Goals	3	The strategy generally supports other travel choices and enhances the overall ability and convenience of travel options other than the personal vehicle. The strategy also tailors transportation demand management solutions to the needs of different neighborhoods
5: Increase Quality of Life Benefits for Everyone	3	The strategy addresses parking spillover, enhances overall access and connectivity citywide, and promotes parking availability for those that don't have an NPP permit, as well as NPP permit holders.
Goal Score	**14**	
Feasibility Score	**2**	
Total Score	**16**	

PARKING PRICING: REFINED STRATEGIES & EVALUATION

GOALS FOR PARKING PRICING

Recognize the value of the right-of-way by using parking utilization data to inform parking pricing decision-making

Respond to user behaviors and the diversity of business and customer needs in commercial zones

Generate revenue needed to achieve cost recovery and support evolving commuinity needs

Achieve transparency and predictability to create a more equitable system

Promote effective parking management and customer compliance

Advance climate and sustainability goals by supporting travel choice beyond the personal vehicle

The refined strategies developed for neighborhood parking management include:

- **Strategy P0: Static pricing adjustments (Score: 15/23, 65%)**
- **Strategy P1: Place-Based Pricing (Score: 17/23, 74%)**
- **Strategy P2: Performance-Based Pricing (Score: 19/23, 83%)**

STRATEGY P0: STATIC PRICE ADJUSTMENTS

Static pricing adjustments would include a standard, across-the-board increase in hourly parking pricing for all parking choices, including on-street parking and off-street parking, in every location. Because this strategy would entail standard increases for all parking, it does not include any additional price differentiation among on-street and off-street parking pricing. This strategy would also allow for annual percentage-based increases in rates based on inflation and other expense increases.

FEASIBILITY

Feasibility Scale

1. **Can only be accomplished with extensive expansion of existing resources**
2. **Can be accomplished in the immediate term with moderate enhancement of existing resources**
3. **Can be accomplished with existing resources in the immediate term, with some updates**
4. **Can be accomplished completely with existing resources in the immediate term**
5. **Can be accomplished with existing resources, including both immediate term and mid-term measures**

KEY IMPLEMENTATION CHARACTERISTICS

- **Establish and Publish Year 1 Rate Increase:** Establish and publish the desired standard rate increase.
- **Establish and Publish Percentage-Based Annual Increase:** Establish and publish the desired percentage-based annual increase of parking rates based on inflation and other expense increases.
- **Communicate Rate Increases:** Create public-facing materials communicating the changes and host meetings with business and property owners, employees, residents, and other members of the public to share information and take comments.

SCORE

Scoring Scale

1. The strategy does not meet the goal.
2. **The strategy partially meets the goal.**
3. **The strategy perfectly meets the goal.**

Goal	Score	Score Notes
1: Recognize the Value of the Right-of-Way	1	Parking pricing is the same across all locations, with little differentiation between pricing for on-street and off-street parking
2: Respond to User Behaviors	1	The pricing does not reflect user behaviors or choices, as pricing is consistent in all facilities.
3: Maintain Cost Recovery	2	While paid parking citywide does achieve cost recovery under this strategy, two areas—CAMP and BJAD—do not achieve cost recovery on their own without much more substantial rate increases.
4: Achieve Transparency and Predictability	3	Because rates are standard across the board, transparency and predictability are easy to achieve
5: Promote Effective Parking Management	1	The strategy does not support increased turnover of on-street parking spaces or increased usage of off-street options over on-street options.
6: Advance Climate and Sustainability Goals	2	The strategy is expected to reduce overall vehicle miles traveled (VMT) in Boulder, support increases in transit usage, and increase TDM investment.
Goal Score	**5**	
Feasibility Score	**5**	
Total Score	**10**	

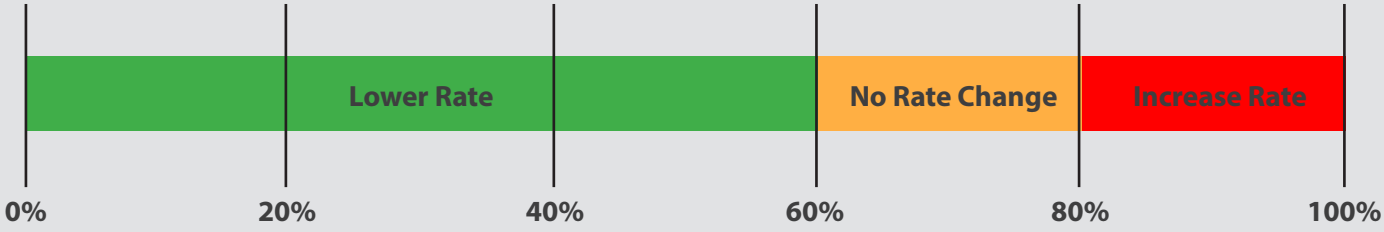
STRATEGY P1: PLACE-BASED PRICING

Place-based pricing is when a different parking rate schedule is implemented depending on the location of a parking space or facility. This strategy builds on the existing parking and access districts Boulder already manages and the data available within those districts—Downtown (CAGID or the Central Area General Improvement District), the University Hill General Improvement District (UHGID) and the Boulder Junction Access District (BJAD). If parking and access management is expanded into other areas throughout the city, this approach would also allow for integration of that new district and creation of a unique parking rate schedule depending on typical peak parking occupancy in the new district.

FEASIBILITY

KEY IMPLEMENTATION CHARACTERISTICS

- **Establish Tiers:** Identify "tiers" for varying levels of parking occupancy. For example:
  - Tier 1: 80% or higher
  - Tier 2: 60%-80%
  - Tier 3: Less than 60%
- **Establish Rate Schedule for Each Tier:** Establish rate schedules for each tier based on typical peak occupancies for on-street and off-street facilities.
  - The rate schedule should include a standard rate for on-street blocks and a different standard rate for off-street lots and garages.
- **Establish Occupancy Parameters:** Determine target annualized typical peak occupancy.



- **Collect and Publish Data:** Collect occupancy data regularly (every quarter at minimum) to establish the typical peak occupancy over a one-year period.
  - Summarize and publish the data on the City's website and through other appropriate channels.
- **Adjust Rate Schedules on a Regular Basis:** Adjust rate schedule pursuant to the typical peak parking occupancy measured and the established occupancy parameters on a regular basis in the immediate term,

such as every year.

  - For off-street parking, maintain permit pricing with a standard annual increase commensurate with expenses, and monitor "oversell (1)" percentages based on facility utilization.

  - Allow for income-based qualifications for lower off-street permit rates.

- **Over Time, Move to More Dynamic Pricing:** Incorporate demand-based pricing at the facility level in the mid-term, based on differing occupancy levels, as well as other dynamic pricing strategies, such as seasonal pricing and time-of-day pricing.

  - Prices for both public on-street and off-street parking will consider the pricing of privately-owned facilities to ensure goals can be met.

(1) - Oversell" ratio in parking refers to the percentage of permits you sell compared to the number of spaces in a given parking facility.

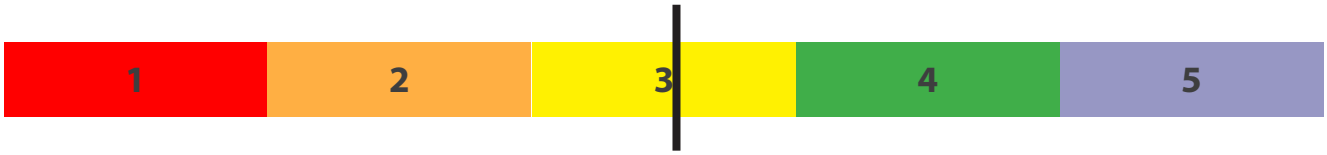
SCORE

Goal	Score	Score Notes
1: Recognize the Value of the Right-of-Way	2	Parking pricing is based on demand in each place but does not reflect differences in the value of the right-of-way from block to block.
2: Respond to User Behaviors	2	The strategy is responsive to differences in how people choose where to park but does not allow for different pricing for other uses of the curb, like loading/unloading
3: Maintain Cost Recovery	2	While paid parking citywide does achieve cost recovery under this strategy, one district—BJAD—does not achieve cost recovery on its own.
4: Achieve Transparency and Predictability	3	With the use of some online and on-the-ground resources for the public, this strategy will allow for strong transparency and predictability for the public.
5: Promote Effective Parking Management	2	The strategy supports increased turnover of on-street parking spaces and effectively encourages use of off-street options but does not allow for differences in reducing demand on certain high-demand blocks.
6: Advance Climate and Sustainability Goals	2	The strategy is expected to reduce overall VMT in Boulder, support increases in transit usage, and increase TDM investment opportunities. The strategy is not expected to increase potential opportunities for active transportation amenities on high-demand streets.
Goal Score	**13**	
Feasibility Score	**4**	
Total Score	**17**	

STRATEGY P2: PERFORMANCE-BASED PRICING

Performance-Based Pricing manages needs for the public right of way beyond those generated by private vehicles, such as needs related to e-commerce pickups and deliveries, commercial freight deliveries. Basing pricing on the demand for the curb lane aligns transportation choices with the unique needs of the area and community's transportation and access goals. This strategy entails pricing of on-street parking by block face in existing paid districts based on typical peak occupancy, with paid loading zones in the highest-demand areas and uniformly lower off-street pricing.

FEASIBILITY



KEY IMPLEMENTATION CHARACTERISTICS

- **Establish Pricing by Occupancy Level for Block Faces:** Establish a pricing rate schedule based on typical peak occupancy on each block face in managed/paid areas.
    - Establish a lower, standardized pricing rate schedule for off-street garages and lots.
    - Prices for both public on-street and off-street parking will consider the pricing of privately-owned facilities to ensure goals can be met.
- **Establish Other Fees by Use:** Establish fees for other uses of the curb.
    - As an example, initial implementation could include paid loading zones in the highest-demand block areas.
    - Over time, incorporate per-ride fees for TNCs, parklet and food truck fees, etc.
- **Collect and Publish Data:** Collect occupancy data regularly by block face (every quarter at minimum) to establish the typical peak occupancy over a one-year period.
    - Summarize and publish the data on the City's website and through other appropriate channels.
- **Adjust Rate Schedules on a Regular Basis:** Adjust rate schedule pursuant to the typical peak parking occupancy measured and the established occupancy parameters on a regular basis, such as every year.
    - For off-street parking, maintain permit pricing with a standard annual percentage-based increase commensurate with expenses, and monitor "oversell (2)" percentages based on facility utilization.
    - Income-based qualifications for lower rates could be allowed in some cases.

(2) "Oversell" ratio in parking refers to the percentage of permits you sell compared to the number of spaces in a given parking facility.

SCORE

Goal	Score	Score Notes
1: Recognize the Value of the Right-of-Way	3	Parking pricing accommodates demand differences from location to location, even at the block-by-block level.
2: Respond to User Behaviors	3	The strategy is responsive to differences in how people choose where to park, and creates pricing options for other uses of the curb, like loading/unloading.
3: Maintain Cost Recovery	2	While paid parking citywide does achieve cost recovery under this strategy, one district—BJAD—does not achieve cost recovery on its own.
4: Achieve Transparency and Predictability	2	The strategy will require significant online and on-the-ground communication efforts to be transparent and predictable for users.
5: Promote Effective Parking Management	3	The strategy supports increased turnover of on-street parking spaces and effectively encourages use of off-street options, including support of reduced parking on certain high-demand blocks.
6: Advance Climate and Sustainability Goals	3	The strategy is expected to reduce overall VMT in Boulder, support increases in transit usage, increase TDM investment, and access for active transportation modes, like walking and biking, on high-demand streets.
Goal Score	**16**	
Feasibility Score	**3**	
Total Score	**19**	

PARKING FINES: REFINED STRATEGIES & EVALUATION

GOALS FOR PARKING PRICING

Recognize the value of the right-of-way by using parking utilization data to inform parking pricing decision-making

Respond to user behaviors and the diversity of business and customer needs in commercial zones

Generate revenue needed to achieve cost recovery and support evolving commuinity needs

Achieve transparency and predictability to create a more equitable system

Promote effective parking management and customer compliance

Advance climate and sustainability goals by supporting travel choice beyond the personal vehicle

The refined strategies developed for parking pricing include:

- **Strategy F0: Existing Fine Strategy (Score: 12/23, 52%)**
- **Strategy F1: Graduated Fines + Transportation Choice Fines (Score: 19/23, 83%)**
- **Strategy F2: Zone-Based Fines + Graduated Fines + Transportation Choice Fines (Score: 18/23, 78%)**

STRATEGY F0: EXISTING FINE STRATEGY

This strategy maintains the existing fine strategy.

FEASIBILITY

Feasibility Scale

1. **Can only be accomplished with extensive expansion of existing resources**
2. **Can be accomplished in the immediate term with moderate enhancement of existing resources**
3. **Can be accomplished with existing resources in the immediate term, with some updates**
4. **Can be accomplished completely with existing resources in the immediate term**
5. **Can be accomplished with existing resources, including both immediate term and mid-term measures**

KEY IMPLEMENTATION CHARACTERISTICS

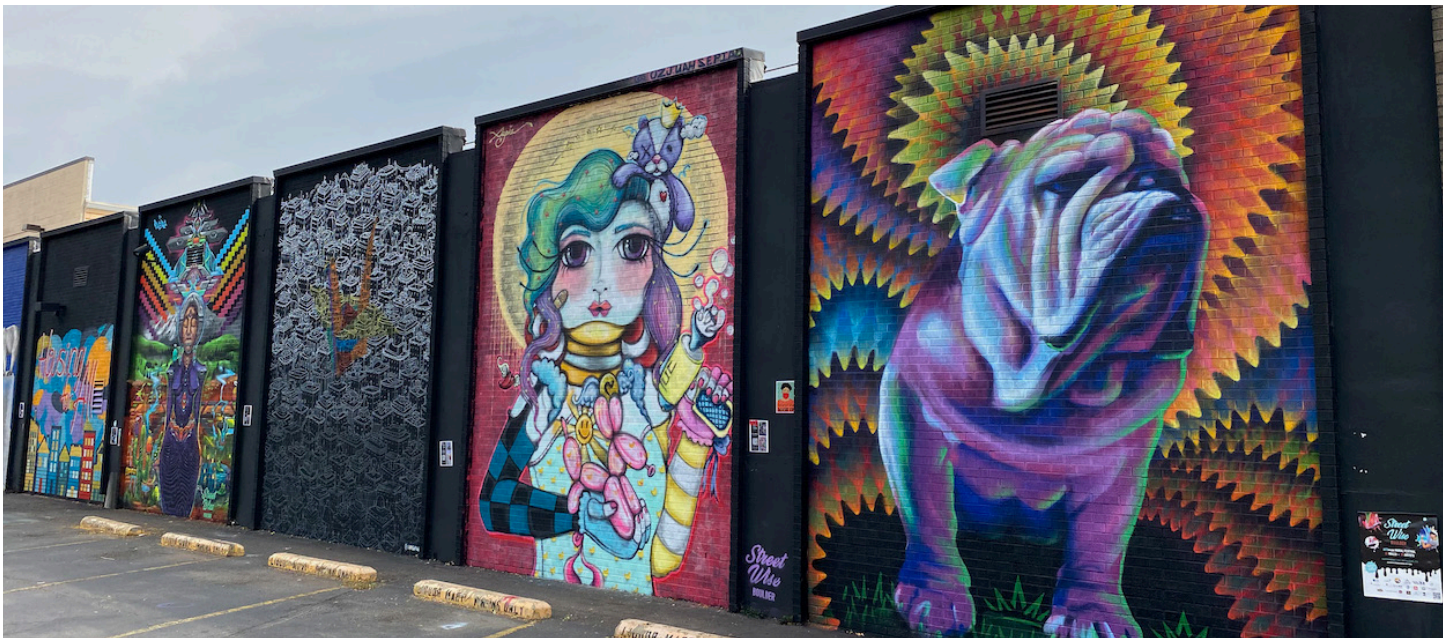
The strategy does not require implementation of any new initiatives.

SCORE

Scoring Scale

1. The strategy does not meet the goal.
2. The strategy partially meets the goal.
3. The strategy perfectly meets the goal.

Goal	Score	Score Notes
1: Recognize the Value of the Right-of-Way	1	Parking fines do not recognize the increased impacts to the right-of-way when parking rules are broken frequently.
2: Respond to User Behaviors	1	Parking fines are not reflective of the differences in user behaviors or user needs across the city.
3: Maintain Cost Recovery	2	The parking fines are projected to generate enough revenue to cover enforcement costs in aggregate, but not on a district-by-district basis.
4: Achieve Transparency and Predictability	1	Parking fines are not publicly available without a direct request.
5: Promote Effective Parking Management	1	The strategy does not discourage repeat violations or support increased turnover of prime parking spaces.
6: Advance Climate and Sustainability Goals	1	The strategy does not support travel choices outside the personal vehicle in a meaningful way.
Goal Score	**7**	
Feasibility Score	**5**	
Total Score	**12**	



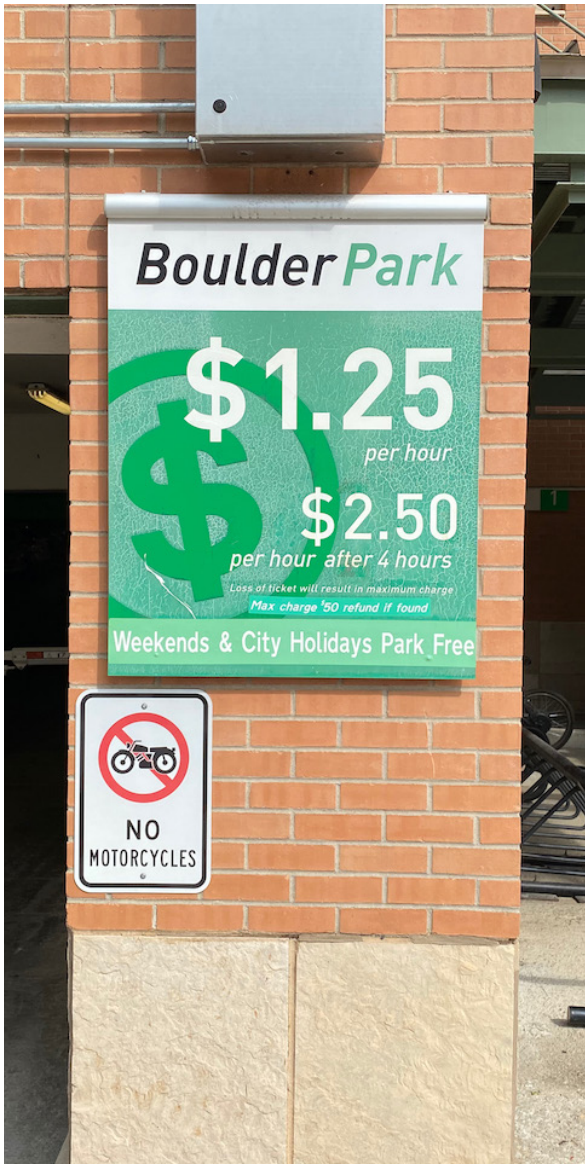
STRATEGY F1: GRADUATED FINES + TRANSPORTATION CHOICE FINES

This strategy entails graduated fines for all parking violations citywide, meaning that parkers who routinely violate parking rules and regulations would be subject to an increased fine upon each violation, up to an established maximum. The city already charges graduated fines for certain violations, including on-street, overnight parking of a commercial vehicle, and on-street, overnight parking of a recreational vehicle (RV) or trailer.

FEASIBILITY

KEY IMPLEMENTATION CHARACTERISTICS

- **Collect and Analyze Data**: Collect new and analyze existing parking occupancy and violations data citywide to assess impacts of graduated fines. Specifically, evaluate:
  - Where violations occur most frequently and with habitual violators
  - Which violations occur most frequently and with habitual violators
  - How violation frequency corresponds with parking occupancy
- **Determine Fee Structure:** Determine a graduated fine structure for each violation type.
  - Consider higher violations for infractions that reduce the ability of people to use other modes, like blocking a bike lane, bus stop, or sidewalk.
  - Include automatic annual adjustments based on inflation and expense increases in the fee structure.
- **Community Outreach Plan**: Develop collateral for the initiative, such as a one-pager describing the justification behind the changes and the new fee schedules, press releases, social media updates, and targeted meetings with stakeholders.



SCORE

Goal	Score	Score Notes
1: Recognize the Value of the Right-of-Way	2	Parking fines would reflect the value of the right-of-way through fine increases for repeat offenders. This strategy does not allow for differentiation in right-of-way value from location to location.
2: Respond to User Behaviors	2	The strategy reflects user behaviors and responds to dynamic needs through graduated fine increases and surcharges for violations that impede other travel choices.
3: Maintain Cost Recovery	2	The parking fines are projected to generate enough revenue to cover enforcement costs in aggregate, but not on a district-by-district basis.
4: Achieve Transparency and Predictability	3	With the use of some online and on-the-ground resources for the public, this strategy will allow for strong transparency and predictability for the public.
5: Promote Effective Parking Management	3	The strategy is expected to discourage repeat offenses, therefore improving parking turnover and customer compliance with parking regulations.
6: Advance Climate and Sustainability Goals	2	While the strategy is unlikely to have any appreciable impacts on mode split, the parking fines will support other travel choices through a surcharge for violations that impede bike lanes, sidewalks, and more.
Goal Score	**14**	
Feasibility Score	**5**	
Total Score	**19**	

STRATEGY F2: ZONE-BASED FINES + GRADUATED FINES + TRANSPORTATION CHOICE FINES

This strategy acknowledges the varying value of the curb in areas throughout the city by levying higher or lower fine structures based on the parking demand in a given location. For example, CAGID might have higher parking fines than BJAD, UHGID, or certain NPP zones because demand for parking in CAGID is significantly higher.

FEASIBILITY

KEY IMPLEMENTATION CHARACTERISTICS

- **Collect and Analyze Data**: Collect new and analyze existing parking occupancy and violations data citywide to assess impacts of graduated fines. Specifically, evaluate:
    - Where violations occur most frequently and with habitual violators
    - Which violations occur most frequently and with habitual violators
    - How violation frequency corresponds with parking occupancy
- **Establish Tiers:** Establish tiers for fee structures based on number of violations and/or parking occupancy data. Include annual adjustments based on rising expenses to provide enforcement.
    - Tier 1: Typical peak demand of 80% or higher
    - Tier 2: Typical peak demand of 60%-80%
    - Tier 3: Typical peak demand of less than 60%
- **Determine Fee Structure:** Determine a graduated fine structure for each violation type.
    - Consider higher violations for infractions that reduce the ability of people to use other modes, like blocking a bike lane, bus stop, or sidewalk.
    - Include automatic annual adjustments based on inflation and expense increases in the fee structure.
- **Community Outreach Plan**: Develop collateral for the initiative, such as a one-pager describing the justification behind the changes and the new fee schedules, press releases, social media updates, and targeted meetings with stakeholders.
- **Update Annually:** Update and public fee schedule annually based on updated parking occupancy and/or number of violations.

SCORE

Goal	Score	Score Notes
1: Recognize the Value of the Right-of-Way	3	Parking fines would reflect the value of the right-of-way through fine increases for repeat offenders, and allows for differentiation in right-of-way value from location to location.
2: Respond to User Behaviors	2	The strategy reflects user behaviors and responds to dynamic needs through graduated fine increases and surcharges for violations that impede other travel choices.
3: Maintain Cost Recovery	2	The parking fines are projected to generate enough revenue to cover enforcement costs in aggregate, but not on a district-by-district basis..
4: Achieve Transparency and Predictability	2	With the use of substantial online and on-the-ground resources for the public, this strategy will allow for strong transparency and predictability for the public.
5: Promote Effective Parking Management	3	The strategy is expected to discourage repeat offenses, therefore improving parking turnover and customer compliance with parking regulations
6: Advance Climate and Sustainability Goals	2	While the strategy is unlikely to have any appreciable impacts on mode split, the parking fines will support other travel choices through a surcharge for violations that impede bike lanes, sidewalks, and more.
Goal Score	**14**	
Feasibility Score	**4**	
Total Score	**18**	

CONCLUSION

The process for developing and refining strategies for neighborhood parking management, parking pricing, and parking fines employed existing conditions data, community insights, and best practices from peer and aspirational communities nationwide. Each refined strategy was scored in terms of how well it fulfills a set of goals created from this process and cultivated with the help of the community and City Boards, Commissions, and Council.

NEIGHBORHOOD PARKING MANAGEMENT

Refined Strategy	Description	Score
N0: Minor Program Adjustments	Updates the NPP Program to include minor, customer-focused changes	10/20, 50%
N1: Data-Based Decision-Making	Requires that all new and existing NPP zones meet certain objective quantitative metrics, and includes transportation and access support beyond the parking permit.	14/20, 70%
N2: Neighborhood Access Management	Sets parameters for how neighborhood parking management is implemented citywide.	16/20, 80%

PARKING PRICING

Refined Strategy	Description	Score
P0: Static Pricing Adjustments	Adjusts hourly parking pricing by a standard margin for all parking options citywide.	15/23, 65%
P1: Place-Based Pricing	Sets different parking rates depending on location and differentiates between on-street and off-street parking.	17/23, 74%
P2: Performance-Based Pricing	Sets different parking rates for on-street blocks depending on demand on that block and differentiates between on-street and off-street parking.	19/23, 83%

PARKING FINES

Refined Strategy	Description	Score
F0: Existing Fine Strategy	Maintains the existing parking violation fine structure.	12/23, 52%
F1: Graduated Fines + Transportation Choice Fines	Sets increasing fines for repeat violators and adds a surcharge for violations that impede other travel choices.	19/23, 83%
F2: Zone-Based Fines + Graduated Fines + Transportation Choice Fines	Sets different fine schedules for different parts of the city, Sets increasing fines for repeat violators and adds a surcharge for violations that impede other travel choices.	18/23, 78%

Revitalizing Access in Boulder

Implementation & Action Plan

5

This section outlines how these three strategies will be implemented over the course of the next year and how implementation will progress in the near term and mid-to-long term. The Alternatives Analysis identified the following strategies as those that most align with project goals:

- Neighborhood Parking Management—Priority-Based Neighborhood Access Management
- Parking Pricing—Performance-Based Pricing
- Parking Fines—Graduated Fines + Mobility Safety Fines

PRIORITY-BASED NEIGHBORHOOD ACCESS MANAGEMENT

WHAT IS PRIORITY-BASED NEIGHBORHOOD ACCESS MANAGEMENT?

1. **Cost Recovery:** The strategy sets permit rates to achieve 100% cost recovery for the NPP Program by 2024. Resident permit rates are set to increase by $13 each year in 2022, and by $10 each year in subsequent years. Commuter permits are set to increase by $20 each year.

2. **New or Expanded Zone Eligibility and Prioritization:** The strategy enables the city to take a strategic, proactive approach in determining which residential areas are eligible for an NPP zone using quantitative Key Performance Indicators. Petitions will only be accepted in areas that meet these indicators. Eligible areas will then be prioritized according to need. Each year, staff will share an annual report detailing program performance and an updated Eligibility and Prioritization Map for review by advisory boards and Council.

3. **Phase Out:** Existing NPP Zones that do not meet Key Performance Indicators for a period of three consecutive years will be identified by staff for Phase Out.

4. **Process Changes:** Advisory board and Council will receive an annual report detailing program performance, an updated Eligibility and Prioritization Map, and any zones identified for Phase Out. Individual petitions accepted from eligible and prioritized areas will be reviewed by the City Manager.

5. **Subsidies for Qualified Residents and Commuters:** The city will seek to incorporate subsidies that could range from 30-75% of the total annual permit cost for qualifying residents and commuters.

6. **Community Reinvestment:** City Council has expressed an interest in continuing permit rate increases after 2024 and reinvesting the resulting surplus in transportation demand management and mobility initiatives and programs available to NPP holders

EFFORT REQUIRED FOR FULL-FLEDGED IMPLEMENTATION

- **Process Foundation:** The final approach and near-term implementation steps for Priority-Based Neighborhood Access Management should be reviewed by advisory boards and Council. This review should include a description of the ordinance, regulation, and procedural changes necessary for full-fledged implementation of the strategy.
- **Ordinance and Regulation Changes:** The strategy will require revisions to the Boulder Revised Code Title 4, Chapter 23 Neighborhood Parking Zone Permits, B.R.C. 2-2-15 NPP Zones, B.R.C. 4-20-49 NPP fees as well as to the current Neighborhood Permit Parking Zone City Manager Regulations, to reflect the new strategy.
- **Data Collection and Analysis:** City staff, or a combination of City staff and contractors, will collect and analyze data on a regular, annual basis to support review of Key Performance Indicators and NPP zone eligibility and prioritization.
- **Communication and Staff Training:** A combination of online and face-to-face communications will help current and prospective NPP holders understand the changes and their options. Staff should also be trained to understand the new strategy and how to communicate with inquirers about their questions and concerns.

KEY BENEFITS

1. **Predictability and Transparency:** Clear and quantitative metrics for establishing, expanding, and maintaining NPP zones, combined with effective communication, help the community understand how the city makes decisions about neighborhood parking management.
2. **Neighborhood Characteristics:** Eligibility and prioritization for an NPP zone is based on the unique characteristics of each neighborhood, such as land use, parking supply and utilization, surrounding trip generators, and multimodal access.
3. **Sustainability:** The program recovers its operating costs and, after just three years, allows for a surplus to be reinvested into mobility options for neighborhood residents and commuters.
4. **Equity:** The program allows for subsidized options for qualifying low-income residents and commuters.

PERFORMANCE-BASED PRICING

WHAT IS PERFORMANCE-BASED PRICING?

1. **On-Street and Off-Street Differentiation:** The strategy begins with enacting a small ($0.25) differentiation in on-street and off-street parking, which will grow over time, especially when comparing the highest-demand on-street options to off-street garages and lots.

2. **Tiered Pricing:** Pricing for on-street parking on each block face in paid parking areas will be tiered based on typical peak occupancy. The most popular on-street block faces will be priced the highest, followed by mid-tier block faces, and then low-tier block faces. The highest-price block faces will include paid loading zones, so that every use of these in-demand rights-of-way is paid. Tiers and corresponding rates will be monitored using parking occupancy data and reviewed annually.

3. **Off-Street Price Changes:** Graduated rates in off-street garages and lots—where hourly pricing is increased after four hours—is eliminated. Discounted parking products—like the $3 weekday evening pricing—is kept in place. Consideration will also be given to charging a flat rate for parking on weekends.

EFFORT REQUIRED FOR FULL-FLEDGED IMPLEMENTATION

- **Process Foundation:** The final approach and near-term implementation steps for Performance-Based Pricing should be reviewed by advisory boards and Council. This review should include a description of the ordinance, regulation, and procedural changes necessary for full-fledged implementation of the strategy.
- **Ordinance and Regulation Changes:** The strategy will require revisions to the Boulder Revised Code Title 4 Chapter 23, B.R.C. 2-2-15, B.R.C. 4-20-49, as well as any other relevant updates in the City Manager regulations.
- **Data Collection and Analysis:** City staff, or a combination of City staff and contractors, will collect and analyze data on a regular, annual basis to evaluate typical peak parking occupancy in paid parking areas citywide.
- **Communication:** A combination of online and on-the-ground communications will help users of the public parking system become familiar with the changes and make parking decisions based on the new rate structure.

KEY BENEFITS

1. **Right-of-Way Value:** The strategy creates a parking pricing framework that more closely represents the high value of the city's right-of-way, and its on-street parking in particular. The strategy also demonstrates the difference in the value of right-of-way in different parts of the city, as demonstrated by market demand.
2. **Predictability and Transparency:** While a more complex strategy than the current parking pricing structure, decisions about parking pricing under this framework are based on clear, quantitative data that can be shared with the public.
3. **Sustainability:** This strategy will result in additional revenues for the public parking system able to be used to pay for transportation demand management and other mobility initiatives undertaken by the city. In addition, the pricing changes are expected to result in a reduction in Vehicle Miles Travelled (VMT), derived from both price elasticity impacts (people opting for a different transportation option, rather than a personal vehicle) and reduced circulation to locate an on-street parking space.
4. **Equity:** The strategy maintains and expands discounted off-street parking options for price-sensitive residents, commuters, and visitors.

GRADUATED FINES + MONTHLY SAFETY FINES

WHAT ARE GRADUATED FINES AND MOBILITY SAFETY FINES?

1. **Increased Base Fine:** The strategy entails an increase in the base parking violation fine to be more in line with fines levied by CU Boulder and surrounding municipalities, and to encourage customer compliance.
2. **Premium for Repeat Violations (Graduated Fines):** A premium is levied for repeat violations within a calendar year, with a cap at the third violation.
3. **Premium for Mobility Safety Violations (Mobility Safety Fines):** A premium is levied for any violation that impedes mobility safety, such as parking in a bike lane.

EFFORT REQUIRED FOR FULL-FLEDGED IMPLEMENTATION

- **Process Foundation:** The final approach and near-term implementation steps for Performance-Based Pricing should be reviewed by advisory boards and Council. This review should include a description of the ordinance, regulation, and procedural changes necessary for full-fledged implementation of the strategy.
- **Ordinance and Regulation Changes:** The strategy will require revisions to Boulder Revised Code Title 7, Chapter 6 Parking Infractions, as well as fine structure updates, if any in City Manager regulations.
- **Communication:** A combination of online and on-the-ground communications will help users of the public parking system become familiar with changes and make parking decisions based on the new fine structure.

KEY BENEFITS

1. **Right-of-Way Value:** The strategy clearly demonstrates the value of the city's right-of-way by levying fines commensurate with the disruption violation of parking rules and regulations have on public ROW usage.
2. **Customer Compliance:** With a strong communications strategy, the city can improve customer compliance by alerting users to the financial impacts of repeat violations and mobility safety violations.
3. **Sustainability:** The strategy is expected to increase customer compliance, thereby enhancing the ability of the existing parking system to accommodate demand today and in the years to come. This will help Boulder maintain existing parking resources and limit needs to build additional parking. In addition, premiums for Mobility Safety violations will underscore the seriousness of these types of violations and create a safer and more friendly environment for pedestrians, cyclists and transit users.
4. **Equity:** The strategy allows for alternative payment options for first time violations of all parking regulations except for Mobility Safety violations.

OVERARCHING RECOMMENDATIONS FOR SUCCESS

- **AMPS Implementation Lead:** It is essential that the city has a designated champion to maintain the momentum for this and other AMPS Implementation projects and spearhead cross-departmental coordination.
    - This could be an existing staff person, or a new position created and hired out using a temporary contract.
- **Continued AMPS Staff and Leadership Meetings:** Existing cross-department AMPS Staff Working Group and Leadership Team meetings should be continued throughout the implementation process.
- **Cross-Department Data Sharing:** Data collected for the implementation of these strategies should be available for access by all City departments and Boulder County.
- **Website:** The existing Access4Boulder website should be updated and maintained to share information about AMPS Implementation updates and gather feedback from the public on key initiatives.
- **COVID-19 Impact Monitoring:** Many of the assumptions included in this document include a relative return of 2019 transportation behaviors.
    - However, long-term impacts of COVID-19, particularly on commuter parking demand, transit usage, and more, are not fully known.
    - The city should continue monitoring these impacts as part of the data collection and analysis process.
- **Coordination with Climate Initiatives Team:** The City has committed to a community-wide reduction in emissions of 50% by 2030(1).
    - Impacts to vehicle miles travelled (VMT) and greenhouse gas emissions (GHG) in correlation with the Priority-Based Neighborhood Access Management and Performance-Based Pricing programs should be evaluated with the city's Climate Initiatives team.
    - It is anticipated that the new differential in on-street and off-street parking pricing, which will encourage use of underutilized off-street options, could precipitate a reduction of roughly 1,000-1,400 vehicle miles traveled (VMT) on a typical peak day, or 180-250 tons of CO2 each year(2).
- **Coordination with Environmental Advisory Board and Human Relations Commission:** City Council has recommended ongoing coordination with the Environmental Advisory Board and Human Relations Commission on climate, affordability, and equity impacts as implementation progresses.

(1) City of Boulder Climate Commitment
(2) California Environmental Protection Agency, Air Resources Board. "Impacts of Parking Pricing and Parking Management on Passenger Vehicle Use and Greenhouse Gas Emissions," September 30, 2014.

Revitalizing Access in Boulder
Conclusion

6

The Access Management and Parking Strategy (AMPS), adopted by City Council in 2017, is the guiding framework for advancing and implementing the community's social, economic and environmental goals through transportation and mobility initiatives.

AMPS is guided by a wide range of city plans and strategies, including the Sustainability Framework, Boulder Valley Comprehensive Plan, Transportation Master Plan and Economic Sustainability Strategy, as well as in newly adopted planning frameworks such as the Citywide Retail Strategy and Racial Equity Plan. The Revitalizing Access in Boulder project is a key element of the AMPS workplan.

REVITALIZING ACCESS IN BOULDER – GOALS AND KEY STRATEGIES

The Revitalizing Access in Boulder project will rework the city's parking products, including long-term permits, daily parking and hourly parking, to better reflect the AMPS vision and specific goals related to Neighborhood Parking Management, Parking Pricing and Parking Fines in accordance with the guiding principles of the program. These goals, and the key strategy or strategies identified in this report that will enable the city to achieve the goals for each respective area of focus, include:

NEIGHBORHOOD PARKING MANAGEMENT

The key strategy that was identified for this area of focus is **Priority-Based Neighborhood Access Management**. Under this strategy, rates for permits under the NPP will increase annually by $10 for residents and $20 for commuters each year from 2021 through 2024. With these changes, the entire city will be evaluated by zone or neighborhood based on metrics such as parking occupancy, trip generation and access to other modes of transportation. This evaluation will then determine a parking management and permitting strategy that is tailored to the specific context and needs of each zone or neighborhood. In addition, parking behavioral data collected will help to determine whether existing zones, and their associated rates and strategies, should be modified or whether new zones should be added.

This strategy will allow the NPP program to become more responsive to user behaviors and neighborhood diversity; promote predictability, transparency and understanding of regulations; generate revenue and achieve cost recovery; advance climate and sustainability goals and increase quality of life for everyone, both residents and visitors to Boulder.

PARKING PRICING

The key strategy that was identified for this area of focus is P**erformance-Based Pricing**. Under this strategy, all on-street parking rates will increase by $0.25 per hour in 2022, while off-street parking per hour will remain $1.25 per hour, with a maximum daily rate of $15. With these changes, occupancies and behavior will continue to be evaluated closely. As a function of that, in future years on-street pricing will vary based on demand and activity levels for a given area, with higher pricing for the areas where parking is most in demand and lower pricing for the areas where parking is least in demand. Crucially, off-street pricing will remain lower than on-street pricing to incentivize usage of off-street parking.

This strategy will position the pricing of parking so that it encourages turnover, recognizes the value of the right-of-way, responses to user behaviors and the diversity of needs for different user groups, generates revenue and achieves cost recovery, promotes effective parking management and customer compliance and advances climate and sustainability goals.

PARKING FINES

The key strategy that was identified for this area of focus is **Graduated Fines + Mobility Safety Fines**. Under this strategy, the base rate for all parking fines will increase to $35. Fines for violations that make travel unsafe for others, called "Mobility Safety Fines," will be increase to at least $65. Examples of this type of fine include parking in a bike lane or in a crosswalk. Also, all fines will escalate based on the number of violations within a calendar year, up to the third violation. With these changes, an increased financial disincentive for violation of parking rules and regulations, especially where they inhibit the safety of others, should minimize the number of such violations that occur.

Like with performance-based pricing, this strategy will encourage turnover, recognize the value of the right-of-way, respond to user behaviors and the diversity of needs for different user groups, generate revenue and achieves cost recovery, promote effective parking management and customer compliance and advance climate and sustainability goals.

These key strategies, as discussed in this report, were developed in close collaboration with the community and city leadership. Taken together, these strategies advance a holistic approach to not only bring Boulder back to the forefront of innovation when it comes to access strategies, but to ensure that Boulder remains at the forefront well into the future. Dynamic strategies that integrate flexibility and adaptability will help to ensure that strategies continue to work as intended while the city continues to adapt and change with the times.

NEXT STEPS

Following the release of this report, certain next steps will be necessary to put the key strategies outlined in this report into action. Implementation, which will be rolled out in steps depending on the strategy, constitutes the next phase for revitalizing access in Boulder.

The following summarizes next steps and any ongoing efforts that will be necessary to ensure short-term and long-term success for the key strategies identified.

IMMEDIATE NEXT STEPS

Immediate next steps include review of the final approach strategy and near-term implementation steps, as well as the associated and necessary ordinance and regulatory changes required to enable and support those steps.

NEAR TO LONG TERM NEXT STEPS

Near to long term next steps include continued data collection and analysis in support of the key strategies chosen; communication and staff training regarding the changes made in policies, fees and procedures; designation of an AMPS implementation lead; continued AMPS staff and leadership meetings; cross-department data sharing; website and social media updates and COVID-19 impact monitoring. All these steps will need to be taken, and implementation of key strategies identified in this report will need to be performed, in coordination with the Climate Initiatives Team and the Environmental Advisory Board and Human Relations Commission.