STUDY SESSION MEMORANDUM

TO: Mayor and Members of City Council

FROM: Nuria Rivera-Vandermyde, City Manager
Mark Woulf, Assistant City Manager
Brad Mueller, Director of Planning & Development Services
Valerie Watson, Interim Director of Transportation & Mobility
Cris Jones, Director of Community Vitality
Stephen Rijo, Transportation Planning Manager
Charles Ferro, Senior Planning Manager
Karl Guiler, Senior Policy Advisor
Chris Hagelin, Principal Project Manager
Samantha Bromberg, Senior Project Manager
Lisa Houde, Principal City Planner

DATE: January 23, 2025

SUBJECT: Project Update on Access Management and Parking Strategy (AMPS): Code and Policy Enhancements

---

EXECUTIVE SUMMARY

The purpose of this item is to update the City Council on the status of the final initiative to implement the Access Management and Parking Strategy (AMPS) project, provide more detailed analysis of best practices and options, and receive further direction from council prior to drafting code changes.

Adopted by City Council in late 2017, 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. One of the recommendations to come out of the AMPS work was a comprehensive update of parking requirements and transportation demand management (TDM) requirements for new developments.

Parking code updates and transportation demand management changes were underway in 2020 when the project was indefinitely paused due to staffing impacts during the

pandemic. The project has been reinitiated in 2024. At the 2024-2025 Council Retreat, City Council affirmed this project as part of the staff work plan.

The scope of this interdepartmental project involves three main focus areas, each with a corresponding lead department:

- Off-street parking standards (Planning & Development Services)
- TDM requirements (Transportation & Mobility)
- On-street parking management strategies (Community Vitality)

These three topics are being reviewed together due to their interrelated nature to allow for a more holistic look at parking throughout the city. For example, in reviewing changes to off-street parking standards, it is important to understand other strategies and opportunities that the city has available to manage travel demands. TDM requirements support all modes of travel, and on-street parking management strategies ensure that public right-of-way can be effectively utilized.

Earlier this year, the Colorado State Legislature passed HB24-1304, regarding restrictions on enforcement of minimum parking requirements for certain uses. The City actively supported HB24-1304. Staff recommends implementing HB24-1304 with this project.

Staff presented the scope of this project to City Council on Aug. 8, 2024 and had planned to return to City Council with further analysis of best practices and options in the first quarter of 2025. Following further guidance from council based on the key issue questions below, staff plans to next move forward with community engagement and then drafting code changes. Staff plans to complete the code changes in the project in the second quarter of 2025. A draft project charter is in **Attachment A** and is expected to be refined based on the discussion with council.

QUESTIONS FOR CITY COUNCIL

Staff is seeking input and direction from City Council to guide the development of a draft ordinance.

1. Does City Council support staff's recommendations related to maximum parking requirements, bicycle parking, shared parking, and electric vehicle charging?

2. Does City Council support the general approach to the design of the Transportation Demand Management (TDM) ordinance for new developments, particularly relating to staff's recommendation on the use of financial guarantees as the mechanism for funding tenant TDM programs, and utilization of a three-tiered approach with specified exemptions?

3. Does Council support staff's recommended on-street parking management strategies?

BACKGROUND

Staff introduced this project and received initial direction from City Council at their August 8, 2024 meeting. A detailed description of the background of the project is available here.

City Council

City Council reviewed staff's recommended scope at its August 8 meeting and expressed general support for the recommendations. Council members encouraged staff to continue exploring the elimination of minimum parking requirements, implementing state bill HB24-1304 and applying changes citywide. In doing so, council members wanted to ensure that the community messaging of the project clarifies that changes would not remove parking from the city, but rather eliminate the code's minimum requirements. Council members also expressed interest in reviewing topics like electric vehicle charging, bicycle parking requirements, and shared parking. One council member asked that the scope of TDM policy extend beyond new development, and that staff clarify and quantify the desired outcomes of the project with strategies chosen to meet those targets.

Planning Board

On August 20, staff met with Planning Board to discuss the AMPS update. Planning Board members, in general, supported staff recommendations and the proposed scope of the project for the three components:

- Off-Street Parking Standards: Planning Board members supported the elimination of parking minimums across all land uses and suggested that staff also look at bicycle parking requirements related to e-bike charging and site design to accommodate larger cargo-style bikes and bikes with trailers.

- TDM Requirements: Planning Board members stated a desire to use the policy and requirements to go beyond mitigating impacts and providing multimodal access and to use the TDM ordinance to stimulate travel behavior change and contribute to meeting citywide goals. Members did not have objections to using a tiered approach for the ordinance.

- On-Street Parking Management Strategies: members cautioned staff about the restricting access to public right-of-way to those that "came first" and pricing this valuable resource at too low of a cost. On the public engagement strategy, board members urged staff to think of the significant portion of our population that does not drive and the impacts of this project and that free parking is essentially a subsidy.

Transportation Advisory Board (TAB)

At the October 14 TAB meeting, the advisory board generally supported the staff recommendations on the proposed scope of the project.

- Off-Street Parking Standards: TAB members also supported the elimination of parking minimums across all land uses across the whole city. TAB also agreed with Planning Board members that the city should revisit bicycle parking codes to support larger and longer bicycles and e-bike charging.

- TDM Requirements: TAB members, like Planning Board members, wanted to use the TDM ordinance to stimulate travel behavior change and contribute to meeting

city wide goals. Members supported using a tiered approach for the ordinance with increasing requirements for larger projects in relation to the on-site parking supply.

- On-Street Parking Management Strategies: TAB members shared their view that the Neighborhood Parking Permit program reserves public right-of-way for the private use of residents at too low of a cost and questioned the use of the program without reform or modifications. TAB supported the concept of evaluating right of way uses under the curbside management plan for redevelopment projects that change use and curbside demands.

AMPS Project

Building on the foundation of Boulder's successful multimodal, district-based access and parking system, the AMPS project was initiated in 2014 and identified guiding principles, over-arching policies, tailored programs, priorities and tools to address citywide access management in a manner consistent with the community's social, economic and environmental sustainability principles.

Adopted by council in 2017, the city's AMPS approach emphasizes collaboration among city departments and reflects the policies of the Boulder Valley Comprehensive Plan, the Climate Commitment, the Transportation Master Plan (TMP) and the Economic Sustainability Strategy.

The implementation projects identified in the AMPS Summary Report were the culmination of the multi-year strategic planning process and represent each of the interdisciplinary AMPS focus areas. With the exception of the last two in bold, all work to implement the AMPS summary report has now been completed. This project will address the final two projects.

- Chautauqua Access Management Program (CAMP)
- Civic Area Parking Management and TDM Programs
- Neighborhood Permit Parking (NPP) Review -- Now under Residential Access Management Program (RAMP)
- Parking Pricing
- **Off-Street Parking Standard Changes**
- **TDM Plan Ordinance for New Developments**

Project Issue and Purpose

Issue

A comprehensive update to the city's off-street parking standards has not been done in many years, and as evidenced by collected data and continued requests for parking reductions, existing standards often do not reflect current parking needs in Boulder. Changes to parking needs after the impacts of the COVID-19 pandemic are not fully understood. In addition, the parking and TDM requirements in the code have not been

significantly revised in many years. The residential access management program should be reassessed simultaneously.

Purpose

This project groups three interrelated topics related to parking: off-street parking standards, updating TDM requirements for new developments, and reassessing the residential access management program. This project will reimagine the approach to parking regulation in Boulder, better support ongoing TDM efforts, and ensure that public right-of-way is efficiently managed.

Note that the scope of this project is to implement the final outstanding recommendations from AMPS – namely, to implement changes to off-street parking standards and create a TDM plan ordinance for new developments. The incorporation of changes to on-street parking management strategies is included in the project due to the implementation of HB24-1304, which necessitates a more holistic look at parking throughout the city and how potential impacts of the state bill implementation could be mitigated.

Applicability

This work plan item will present changes that apply to new development or significant redevelopment as building permits or land use approvals are issued by the city, as with the vast majority of code amendments. Some interest was expressed by TAB and Planning Board members to apply code changes retroactively to all properties. This work program item is not scoped for this expanded level of applicability. Expanding the scope of the project beyond application to new developments or significant redevelopment is not a part of the work plan project to complete implementation of AMPS. This would require extension of the project and adjusting of staff work plan programming priorities and potentially a second phase of work, particularly related to TDM.

The recently passed state law on parking (HB24-1304 discussed on page 7) also specifies a compliance date of June 30, 2025, which informs the intended completion date of the AMPS project. The goal is to complete the scoped work program item, which focuses on ordinance changes, in entirety by that date, so they can all be considered cohesively. Some elements of TDM implementation, like the toolkit, are envisioned to be finalized after ordinance adoption and prior to an effective date for the new TDM requirements. Additional projects could explore additional changes to any of the topics, should they be prioritized in future work plans.

Plan and Policy Framework

Transportation Master Plan

Boulder's Transportation Master Plan (TMP) is updated about every five years. The 2019 TMP identifies several measurable objectives:

- **Vehicle Miles Traveled** (VMT): 20% reduction overall, specific VMT/capita

- **Mode Share**: 80% walking, biking, and transit for all trips of residents, 40% work trips of non-residents

- **Climate**: Reduce transportation-sector greenhouse gas emissions by 50% and continuously reduce mobile source emissions of other air pollutants

- **Safety**: Eliminate fatal and serious injury crashes and continuously improve safety for all modes of travel

- **Vulnerable Populations**: Expand fiscally-viable transportation options for all Boulder residents and employees, including children, older adults and people with disabilities

- **Transportation Options**: Increase transportation options commensurate with the rate of employee growth

- **Travel Time**: Maintain 1994 levels of travel time on arterial streets, and improve travel time reliability and predictability

- **Walkable Neighborhoods**: Increase the share of residents living in walkable (15-minute) neighborhoods to 80 percent

These measurable goals and objectives are tracked and shared with the community in the Transportation Master Plan Report on Progress, which measures progress toward achieving the plan's goals. These results help the city and the Boulder community gauge our progress and adjust our course as needed over time. These goals and objectives also inform the work of the AMPS project.

Sustainability, Equity, and Resilience Framework

While many of the goals in the Sustainability, Equity, and Resilience (SER) Framework are related to the AMPS project, the following goals align specifically with the intent of this project:

- Livable

- Accessible and Connected

- Environmentally Sustainable

Boulder Valley Comprehensive Plan

The Boulder Valley Comprehensive Plan (BVCP) is the overarching policy document for the city. Several relevant policies are adopted within the BVCP, with many policies directly applicable to this project (full policy language is available in the project charter in **Attachment A)**:

- Built Environment Policy 2.16: Mixed Use & Higher-Density Development

- Built Environment Policy 2.19: Neighborhood Centers

- Built Environment Policy 2.25: Improve Mobility Grid & Connections

- Built Environment Policy 2.41: Enhanced Design for All Projects

- Economy Policy 5.01: Revitalizing Commercial & Industrial Areas

- Economy Policy 5.05: Support for Local Business & Business Retention

- Economy Policy 5.06: Affordable Business Space & Diverse Employment Base

- Economy Policy 5.08: Funding City Services & Urban Infrastructure

- Economy Policy 5.14: Responsive to Changes in the Marketplace

- Transportation Policy 6.02: Equitable Transportation

- Transportation Policy 6.06: Transportation System Optimization

- Transportation Policy 6.07: Integrated Transportation Demand Management (TDM) Programs

- Transportation Policy 6.08: Accessibility and Mobility for All

- Transportation Policy 6.13: Access Management & Parking

- Transportation Policy 6.14: Transportation Impacts Mitigated

- Transportation Policy 6.16: Integrated Planning for Regional Centers & Corridors

- Transportation Policy 6.18 Transportation Facilities in Neighborhoods

- Transportation Policy 6.22: Improving Air Quality & Reducing Greenhouse Gas Emissions

- Housing Policy 7.01: Local Solutions to Affordable Housing

- Housing Policy 7.07: Mixture of Housing Types

- Housing Policy 7.08: Preserve Existing Housing Stock

- Housing Policy 7.10: Housing for a Full Range of Households

- Housing Policy 7.17: Market Affordability

- Local Governance and Community Engagement Policy 10.01: High-Performing Government

State Legislation

The Colorado State Legislature passed HB24-1304 this year, which states that, as of June 30, 2025, cities and counties within a Metropolitan Planning Organization (like the Denver Regional Council of Governments) shall not enforce minimum parking requirements for certain uses. The bill applies to minimum requirements for multifamily residential development, residential adaptive reuse, or mixed-use adaptive reuse projects with 50 percent residential uses within an "*applicable transit service area*."

The official applicable transit service area map has been published by the state. About 28,000, or 77%, of the city's parcels in the city intersect a transit service area.

The bill does provide some potential exceptions to the prohibition on minimum parking requirements for these uses, although a high bar is set to use the exception. Local governments can impose a parking requirement of one space per dwelling unit for projects over 20 units or affordable housing developments, but only if findings are met

that "*not imposing or enforcing a minimum parking requirement… would have a substantial negative impact*."

The local governments utilizing this exception would have to support the parking requirement with substantial evidence of negative impacts on safe pedestrian, bike, or emergency access, or the existing on- or off-street parking spaces within 1/8 mile of the project. The city would need to include parking utilization data from the area surrounding the project, engineer approval, and demonstrate that "*strategies to manage demand for on-street parking for the… [surrounding] area would not be effective to mitigate a substantial negative impact*." Each year, the local government would have to submit information to the Colorado Department of Local Affairs about the parking requirements enforced using this exception.

ANALYSIS

The following section will provide a summary of best practices researched and review main topics for council's consideration related to each of the focus areas.

Off-Street Parking Standards

Parking Utilization and Best Practices

The city has worked with a transportation planning consultant, Fox Tuttle, who has collected and reviewed parking utilization data in Boulder over the last ten years and developed recommended changes to the off-street parking standards based on this data. In response to HB24-1304, Fox Tuttle also explored the potential benefits and drawbacks of eliminating minimum parking requirements for all uses citywide. Fox Tuttle's report is available in **Attachment B**.

Staff has also worked on a summary graphic to explore the space that parking utilizes in Boulder today and what opportunities eliminating minimum parking requirements would present in Boulder. See **Attachment C**.

Maximum Parking Requirements

With support expressed by City Council, TAB, and Planning Board to eliminate minimum parking requirements, staff has been continuing to focus on changes that would eliminate minimums. One additional consideration is whether to simultaneously implement maximum parking requirements. Many cities that have eliminated minimum parking requirements have instituted maximum parking requirements instead.

The State of Colorado recently released *Best Practices in Parking Management Strategies for Colorado Communities* to aid in implementation of HB24-1304, as required by the bill. The state's guidance document notes the following benefits of maximum parking requirements:

> *Parking management literature and focus group attendees repeatedly emphasized the utility of setting maximum parking requirements to prompt additional complementary parking management strategies in high-value areas that support multimodal mobility, noting that maximum parking requirements enable other*

strategies to succeed. For example, maximum parking requirements can prompt developers to explore alternative transportation services and parking strategies like shared and unbundled off-street parking, and can support the viability of timed, metered, or permitted on-street parking. Moreover, an increased demand for mobility options in districts with maximum parking requirements will necessitate developers' investments in shared vehicle, transit, and micro[mobility] (e.g., bike and scooter) services, and other TDM strategies to remain attractive to prospective tenants in a high-demand, mobility-rich area.

Other studies have found that implementing maximum parking requirements has limited impact on the amount of parking ultimately provided and that eliminating minimum parking requirements is the more impactful policy change.

Staff recommendation: Staff does not recommend implementing citywide maximum parking requirements but does recommend maintaining the existing maximums in specific areas. In the Site Review process, site designs are reviewed to ensure excessive parking and pavement is not provided and that the site design supports alternative modes of travel and works to reduce vehicle miles travelled.

Local experience confirms that maximum parking requirements have more utility in specific areas with direct policy guidance for vehicle trip reduction goals. One example is Boulder Junction, where maximums are already in place, and have successfully supported multimodal goals in the district.

Implementation of citywide maximum parking requirements is not anticipated to provide much benefit in relation to the effort of administering it. Similar to setting minimum limits, it would be difficult to set maximum limits that would not also need some level of flexibility, like a parking increase approval to address unique circumstances. Rather than simplifying the code, which has been a goal in many recent ordinances, adding this new process would replace the parking reduction process with a new process subject to review criteria. Further, developers in Boulder rarely provide more parking than required since there are good transit options, a greater level of walkability and bikeability than many other Front Range communities, and high cost of land. Therefore, the need for such a process is also largely unnecessary. In addition, setting maximum parking requirements citywide would likely cause many properties to become nonconforming, unless the standard is set very high, in which case it has minimal utility for future development.

Bicycle Parking

At the August 8 City Council meeting, as well as the subsequent TAB and Planning Board meetings, several council and board members expressed interest in reviewing the city's bicycle parking requirements as well.

Fox Tuttle also reviewed the city's bicycle parking requirements in comparison to peer communities. In general, Boulder's bicycle parking requirements are higher than most of the requirements of peer communities. Fox Tuttle did not recommend any changes to the bicycle parking requirements in Section 9-9-6 based on the findings from peer communities and the City's mode split and climate change goals.

Some members of the City Council and Planning Board and community members have raised concerns about the design requirements for bicycle parking spaces. In particular, issues with vertically mounted bicycle racks, spacing between racks, and general bicycle security have been discussed.

Currently, off-street bicycle parking requirements are reviewed by the city's Planning & Development staff of planners and engineers for compliance during the development review process. These staff members review for the design and quantity of bicycle parking spaces during land use review applications, technical document applications, and building permit applications, and pre-application meetings. Even if a development proposal does not increase floor area, staff still reviews for the quantity of spaces provided and would require new bicycle racks if the existing racks do not meet the minimum requirements in the Design and Construction Standards.

Inverted U-racks have been required for bicycle parking in the public right-of-way for over 25 years (see Design and Construction Standards Chapter 11 - Details 2.52a and 2.52b). The city allowed a "Cora" style rack design until 2014, which is the rack style that many have raised issues with due to their functionality. Lockers and alternative designs that meet specific design criteria in the Design and Construction Standards are also allowed.

Staff recommendation: Continue to work with stakeholders to develop modified design requirements that better accommodate electric bikes, cargo bikes, and support bicycle security, and potentially limit the number of required bicycle parking spaces that can be met through vertical racks.

Shared Parking

At the August 8 City Council meeting, the potential for shared parking was raised as a topic to research further.

Shared parking is one of the off-street parking strategies recommended in the state's new guidance document for parking management strategies. As noted in the report:

> *Sharing introduces parking efficiencies, reduces individual parking management costs for partners, and allows more economically productive use of high-value property. According to the Victoria Transport Policy Institute (VTPI), 100 shared parking spaces should replace 150 to 250 exclusive parking spaces.*

The report also provides implementation guidance for local governments, and provides the following examples of how cities can support shared parking:

- *Allow shared parking with administrative review or by-right rather than requiring zoning variances or other approval processes;*

- *Incorporate incentives for sharing parking into their codes;*

- *Draft template shared parking agreements;*

- *Empower TMOs or another partner to broker shared-parking agreements; and*

- *Offer funding to help low-resourced property owners share parking.*

Staff recommendation: Further explore recommended guidance for inclusion in Boulder's land use code or other methods of implementation.

Electric Vehicle Charging

City Council members also expressed interest in electric vehicle (EV) charging requirements at the August 8 meeting.

The city's land use code does not have EV charging requirements. Rather, the 2024 City of Boulder Energy Conservation Code requires that commercial and residential projects provide EV charging infrastructure. For detached dwelling units, duplexes, and townhomes with a dedicated on-site parking space, at least one EV-ready space must be provided. Commercial uses require a certain number of EV supply equipment installed, EV ready, EV capable, and EV capable light spaces based on the number of parking spaces provided.

For cities that have incorporated EV charging requirements into their zoning regulations, the requirements typically are very similar to Boulder's existing requirements in the Energy Conservation Code. Cities that incorporate it into zoning note that the purpose is to support the city's transportation policies, encourage use of electric vehicles, and increase equitable access to and distribution of vehicle charging infrastructure.

Staff recommendation: Additional requirements for EV charging are not necessary in the land use code as they are thoroughly covered by the Energy Conservation Code. As of Dec. 1, 2024, all projects must be designed to meet the 2024 City of Boulder Energy Conservation Code. EV requirements for bicycle parking should be considered for incorporation in the land use code.

Transportation Demand Management Ordinance for New Developments

The second component of this AMPS project is to design a TDM ordinance for new developments. Following the initial round of feedback from Boards and Council, the project team has refined the overall approach to the ordinance and worked with a consultant to complete a review of best practices.

The Best Practices Report evaluated TDM ordinances across the country. The report highlighted each municipality's overall approach and the design of their ordinance. Virtually all ordinances for new development share a set of components, which generally include:
- Purpose of the ordinance in mitigating impacts of new developments and advancing overarching city transportation goals,
- Thresholds and triggers that determine which developments need to comply with the ordinance,
- Metrics used to measure compliance and how they are measured,
- The methodology to set metric(s) target levels that TDM plans need to achieve to be in compliance,
- The programs, services, or benefits that are required or optional in the TDM plans,

- The procedures to monitor and evaluate compliance and the timing of evaluations,
- The remedial procedures that are triggered when a property is out of compliance and what happens to a property that meets targets after the evaluation period, and
- Based on program design, the staffing time and resources needed to manage the TDM ordinance program.

Based on the best practices and internal staff analysis, the project team developed an overall framework for the ordinance and determined the approach to each of the shared components listed above. The internal staff analysis included input from planners, engineers, and city attorney's office representatives from Transportation & Mobility, Community Vitality, and Planning and Development Services. Staff also consulted with the project liaison from the Transportation Advisory Board on direction and approach. Just prior to this study session, staff presented this material to the Transportation Advisory Board (TAB) and their feedback will be presented at the council meeting.

For this study session, staff are asking for council feedback on the overarching framework, the mechanism for funding tenant TDM programs, and the tiered approach that determines which projects would fall under the ordinance and which are exempted.

Overarching Framework of Ordinance

Initial input from Boards and Council asked staff to develop a TDM ordinance for new developments that mitigates their impact on adjacent properties and surrounding neighborhoods, while increasing access to multimodal infrastructure and services, and that also contributes to meeting the city goals related to transportation and climate change. To meet that purpose, staff determined that the ordinance would need to support ongoing TDM programs at new developments and reviewed best practices used across the country which have a mechanism to accomplish that need.

As stated, the TDM ordinances for new developments implemented across the country generally share the same interrelated components listed earlier. Within each component are a variety of options to consider that are dependent on the overarching framework of the ordinance. Based on the best practice analysis, the city's recommended approach is similar to the ordinance adopted in Alexandria and Fairfax County, Virginia. Staff believes that the Alexandria/Fairfax models provide the best solutions to the key challenges faced when designing a TDM ordinance.

Those key challenges include:

- A situation in which conditions and requirements are connected to a property and its owner, while the programs to meet those requirements are implemented by tenants or property managers, and

- The ongoing annual costs associated with TDM programs, strategies and services.

Alexandria uses annual and remedial financial guarantees put up by the property owner to provide ongoing funding to support TDM programs, benefits, and services for the tenant(s) of their property. In Alexandria and Fairfax, developers and property owners pay an annual financial guarantee (AFG) used by their tenants to fund ongoing TDM programs. Depending on their size, they are also required to fund a second remedial

financial guarantee (RFG) that can be used to supplement the annual contribution and improve the TDM plans by offering additional programs or incentives if the property is not meeting the required target(s).

Staff Recommendation: The project team recommends using a similar financial guarantee model as a basic framework for the TDM ordinance for new developments for the following reasons:

- The city currently uses a financial guarantee process for TDM plans and other required improvements placed on the owner of the property. Title 9 of the BRC, defines the applicant of a project as the owner of the property and is the entity with whom the city enters into a development agreement.
- The use of AFGs addresses the need to provide ongoing, annual funding for traditional and innovative TDM programs, services and benefits, like the EcoPass or vanpool subsidies.
- The second RFG, when required for the largest tier of developments, provides a source of additional funding to modify a TDM Plan and provide new incentives and programs if targets are not met.
- AFG and RFG rates can be set based on land use zoning and size to cover the costs associated with TDM plans. These are often based on square footage for commercial properties as a proxy for the number of employees, or the number of units for residential properties.
- Both annual and remedial funding levels can be adjusted over time to account for cost escalation, and if uses at that property significantly change and a new TDM plan is needed.

Tier Thresholds

Initial feedback from Boards and Council supported staff's view that a tiered approach should be used to determine which properties are required to comply with the ordinance. In a tiered approach some of the smallest development projects would be exempt from the ordinance, and while medium or large developments would have to comply with the ordinance, their requirements can be different with more requirements and monitoring for the largest, most impactful projects.

A sound tiered system will make sure that staff time and resources are spent on the most significant projects with the highest impacts on our transportation system, adjacent properties, and surrounding neighborhoods, and exempt properties with relatively little to no impact. While it is likely that any kind of TDM ordinance will require additional staff and resources to manage, it is important for the city to use a tiered system that does not require significant increases in FTEs or funding demands to focus staff time and efforts on the most impactful developments.

The City and County of Denver's TDM ordinance uses a three-tiered approach based on square feet for commercial properties and the number of units for multifamily residential properties. The smallest developments fit in Tier O and are essentially exempt from ordinance requirements. Medium size developments in Tier 1 must meet certain requirements, and the largest, most impactful developments in Tier 2 have more rigorous requirements and are monitored for compliance.

Staff Recommendation: Staff recommends using Denver's three-tiered approach as a starting point. Adjustments will be made to size thresholds to right-size our approach to ordinance program management and compliance monitoring, and ensure that resources focus on the development projects with the most significant impact.

The table below provides historical estimates on how many of Boulder's development projects fit within each of the Denver categories annually. Based on that information, the project team could adjust thresholds for each land use to better apply to Boulder's local context.

Tiers and Triggers from Denver's TDM Ordinance

Land Use	Tier	Size	Estimated number of annual projects in Boulder's 2024 development pipeline (1-3 year timeframe)
General Commercial/Retail	Tier 0	less than 25,000 sq ft	5
	Tier 1	25,0000 to 49,999 sq ft	1
	Tier 2	50,000 sq ft or more	2
Office	Tier 0	less than 25,000 sq ft	1
	Tier 1	25,0000 to 49,999 sq ft	1
	Tier 2	50,000 sq ft or more	4
Industrial	Tier 0	less than 150,000 sq ft	3
	Tier 1	150,000 to 299,999 sq ft	0
	Tier 2	300,000 sq ft or more	0
Multi-Family Residential	Tier 0	less than 25 units	7
	Tier 1	25-49 units	1
	Tier 2	50 units or more	1

Development Project Exemptions

In addition to the tiered approach based on size, the project team will also need to determine if some properties should be exempt or treated differently under the ordinance. Staff recommends that this ordinance only apply to properties going through the site review process and not by-right developments. Site review standards set thresholds that require projects of significant size to be reviewed in a site review. These thresholds were designed to focus staff attention on larger, more impactful projects and reduce the need for additional resources to manage new developments in the city.

Staff also recommends exempting properties that have land-use designations which already have a TDM trip reduction ordinance associated with them, this includes certain developments within the MU-4, RH-6 and RH-7 zoning districts, as set forth in BRC 9-9-22. The trip reduction requirements in BRC 9-9-22 were initially created for areas subject to the Transit Village Area Plan (Boulder Junction). Other properties that are exempt from the ordinance could include 100%-permanently affordable housing developments based on previous input from Boards and Council.

Staff Recommendation: Staff recommends exempting by-right developments that do not trigger Site Review process based on their size, properties with zoning that have existing trip reduction ordinances, and 100%-permanently affordable housing developments.

Next Steps

Based on council input on staff recommendations for the overarching framework using financial guarantees and the tiered approach, the project team will continue to design the other components of any TDM ordinance for new developments including metrics of success, compliance requirements, monitoring schedule and cycles, TDM Plan requirements, and estimated staffing and cost to maintain the program.

On-Street Parking Management Strategies

To enhance Boulder's on-street parking policies, we analyzed strategies from eight cities that have successfully reduced or eliminated parking minimums:

- Costa Mesa, CA
- Portland, OR
- Columbus, OH
- Eugene, OR
- Berkeley, CA
- Denver, CO
- Estes Park, CO
- Seattle, WA

These cities offer valuable practices that Boulder has yet to adopt.

Several cities, including Portland and Costa Mesa, limit residential parking permits to one per licensed driver. This reduces excessive demand while providing a fair solution for residents reliant on their vehicles.

Columbus pairs paid parking with residential permits in high-demand neighborhoods, a dynamic approach that manages non-residential parking needs near schools and commercial districts while ensuring availability for residents.

Cities like Eugene and Denver implement stricter residency requirements for parking permits. In Eugene, long-term residents (4+ years) benefit from lower annual rates, while short-term residents pay higher quarterly fees, a strategy that discourages students living off-campus from bringing vehicles. Similarly, Denver requires both a matching address on vehicle registration and driver's license to qualify for a permit, ensuring only long-term residents are eligible.

Neighborhood-specific restrictions also play a key role in cities like Berkeley, Denver, and Estes Park. Berkeley ensures residential permit programs only apply in areas where more than half the block is residential, while Denver excludes large multi-unit buildings from eligibility when on-street spaces are insufficient. Both Denver and Estes Park limit permit issuance based on a household's off-street parking availability, ensuring that private parking is utilized first.

Finally, Seattle enforces a strict visitor parking policy, allowing just one visitor permit per household. This prevents misuse and preserves street parking for residents and other users.

These strategies offer actionable insights that could improve Boulder's parking management by addressing both equity and efficiency concerns.

To enhance the effectiveness of the Neighborhood Permit Parking (NPP) program and address the evolving needs of Boulder's residential and mixed-use neighborhoods, the following strategies are proposed. These recommendations aim to improve parking management, promote equity, and align with the City's broader transportation goals.

Key Recommendations for the Existing NPP Program:

Evaluate Non-Residential Parking Policies:

Evaluate and adapt policies for non-residential parking in NPP zones, particularly near schools, commercial areas, and other high-demand zones. Consider replacing the current two- or three-hour time limits for non-permit holders with paid parking systems. Paid parking technology offers dynamic management tools, such as digital wallets with preloaded credits and rate structures that influence behavior. These tools can encourage turnover, provide parking options for visitors and employees, and reduce congestion while incentivizing the use of alternative transportation methods.

Staff recommendation: Pilot a phased implementation of a blended zone in a high utilization area that includes NPP, time limits, and paid parking to provide a greater variety of parking options to all users.

Promote "Park and Walk" Near Schools:

Collaborate with the Boulder Valley School District (BVSD) to formalize "Park and Walk" zones around elementary schools. These zones encourage parents to park a short distance from schools and walk the remaining way, promoting physical activity and reducing vehicle congestion. The City should assess parking patterns around schools and modify time limits or restrictions for non-resident parking to better accommodate school-related needs.

Staff recommendation: Adopt a parking policy in NPPs near BVSD elementary schools for "Park and Walk" that provides for longer or multiple parking sessions daily on blocks near the schools.

Limit Guest and Visitor Permits:

Consider reducing the number of guest and visitor permits available in overcrowded NPP zones to prioritize resident access to on-street parking. Currently, residents can purchase two visitor permits with no annual usage limits, in addition to multiple guest permits each lasting up to two weeks, creating potential for misuse. The City should analyze parking data to determine the extent of guest permit usage and consider consolidating guest and visitor permits into a simplified system, ensuring availability for residents while addressing misuse.

Staff recommendation: Reduce the number of guest and visitor permits available based on utilization of on-street parking in the zone. Consolidate guest and visitor permits into a simplified system.

Restrict Permits Per Licensed Driver:

Explore limiting NPP permits to one per eligible resident to reduce excess vehicle storage and align parking permits with actual need. In addition, consider implementing an escalating rate structure for households requesting multiple permits, encouraging the use of off-street parking where available and promoting equitable use of public parking resources. For households requiring multiple permits, fees could increase progressively after a certain number to reflect the higher demand they place on public parking spaces.

Staff recommendation: Limit residential permits to one per licensed driver. Assess the change in the number of permits issued after each year and, if necessary, cap the total number of permits issued per NPP zone.

Introduce a Transportation Demand Management (TDM) Wallet:

Establish a digital mobility wallet to encourage the use of alternative transportation options such as public transit, shared e-bikes, and scooters. Modeled after successful programs in Portland and Los Angeles, this initiative approach can reduce greenhouse gas emissions, support multimodal travel, and improve mobility for lower-income households. The City should collaborate with vendors to develop a program framework and integrate it with the existing NPP program.

Staff recommendation: Introduce a TDM wallet to all NPP residents at cost, with subsidized options in specific circumstances. These include NPPs who opt into paid parking, low-income households, or those with proof of no vehicle ownership.

Regulate Mixed-Use Area Participation:

Consider further limiting the availability of residential and visitor permits on mixed-use blocks, or for mixed use buildings. This ensures that curbside access in mixed-use areas balances residential needs with those of businesses, visitors, and employees.

Staff recommendation: Provide residents in mixed-use neighborhoods or buildings the option to participate in NPPs but limit the number of permits available.

Recommendations for New and Redeveloped Areas:

Limit New NPP Programs:

Apply NPP programs judiciously, targeting areas where residential parking is significantly impacted by commercial activities, schools, or recreational facilities. New NPP zones should only be considered when necessary to address parking challenges.

Staff recommendation: Limit all new NPP block and zone applications to only areas within a certain number of blocks of a commercial zone, school, and recreational facility.

Trigger Parking Studies for Large Developments:

Large developments require site review if they meet the thresholds in Table 2-2 of the land use code. As part of traffic studies already required during the site review process, require parking studies for new developments exceeding specific residential unit counts or commercial square footage. These studies should evaluate current and projected parking demand, including occupancy and utilization data, to guide the proactive creation of NPP zones. If warranted, NPP zones should be established before project completion to manage the anticipated increase in parking demand effectively.

Staff recommendation: Develop thresholds for when a new NPP is proposed for an area impacted by new/ redevelopment based on utilization data and anticipated new trip generation.

Goals Supported by the Recommendations

- Proactively manage curbside parking demand in residential and mixed-use areas.
- Enhance accessibility while reducing congestion around schools, commercial districts, and new developments.
- Support Boulder's Transportation Master Plan and Comprehensive Plan goals by encouraging walking, biking, and transit use.
- Ensure parking systems are data-driven, user-friendly, and adaptable to future needs.

These recommendations above offer a balanced and forward-thinking approach to managing Boulder's parking resources while promoting equity, sustainability, and multimodal transportation. For more details on the analysis of various options for implementation, a strategy impact matrix is available in **Attachment E**.

COMMUNITY ENGAGEMENT

Relevant Past AMPS Engagement

Previous phases of the AMPS project included community engagement activities such as stakeholder meetings, consultations with community connectors, questionnaires, and open houses. The feedback received throughout the history of the project will continue to inform next steps, but will be significantly supplemented by further engagement efforts.

Community Engagement Plan

The project will focus on a "consult" level of engagement, aside from the part of the project mandated by the HB24-1304, which will be at an "inform" level. The project charter in **Attachment A** outlines the planned engagement strategies.

To supplement previous relevant feedback, staff is planning to host two community workshops on the project options in the early spring. Staff will be focusing engagement efforts on hearing from underrepresented groups at these community events and has utilized the city's racial equity instrument to guide efforts in this project and advance

racial equity. In addition, the common successful methods for outreach including newsletters, web and social media updates will be used to raise awareness of the project. Staff will also hold virtual and in-person office hours to answer questions and have more in-depth conversations with community members, and staff has been meeting regularly with interested stakeholders as requested.

NEXT STEPS

Based on City Council, Transportation Advisory Board, and Planning Board feedback, staff will develop options for public input at the engagement events noted. After that engagement window, an ordinance will be developed that addresses the focus areas. Some features, like the TDM toolkit, would be developed separately following ordinance adoption. Additional community input will be solicited on the draft ordinance. The goal is to complete this project by the end of Quarter Two of this year to align with HB24-1304.

ATTACHMENTS

Attachment A: Project Charter

Attachment B: Fox Tuttle Report

Attachment C: Empty Spaces Graphic

Attachment D: RAMP Best Practices Report

Attachment F: On-Street Management Strategy Impact Matrix

Access Management and Parking Strategy: Code and Policy Enhancements

Land Use Code Amendment
Project Charter – *Working Draft*

Project Purpose & Goals

Background

The City of Boulder is a recognized national leader in providing a variety of options for access, parking, and transportation. To support the community's social, economic, and environmental goals, Boulder must continuously innovate and prepare for a world that is rapidly changing.

This project has been in process for many years and has been composed of several phases.

Phase I: In early 2014, an interdepartmental team of city staff began a new project called the Access Management and Parking Strategy or AMPS. That year, City Council passed Ordinances 8005 and 8006 to update the Land Use Code and Design and Construction Standards, including simplifications to vehicular parking standards, reducing vehicle parking requirements for warehouses, storage facilities and airports, and requiring both short- and long-term bicycle parking standards based on land use type.

Phase II: In 2016, the project team conducted additional parking supply and occupancy observations at 20 sites, including commercial, office, industrial, mixed-use, and residential land uses. These observations supplemented more than 30 sites that had previously been studied. A range of draft parking rate recommendations, including parking maximums and minimums, were developed for consideration. The potential to coordinate and link the recommended parking supply rates with the evolving Transportation Demand Management (TDM) strategy was also identified. No changes were adopted at this time.

Phase III: In 2019, as part of a previous Council work plan, a final phase of the parking code changes was initiated. Updates to the parking code were intended to balance an appropriate amount of parking based on parking supply and utilization data collected over a multi-year period while also reflecting the multimodal goals of the Transportation Master Plan and aligning parking supply rates with the city's evolving TDM goals. The project was paused due to the COVID-19 pandemic in 2020.

This phase has been reinitiated in 2024, as staffing has returned to full capacity and City Council, the Transportation Advisory Board (TAB), and the Planning Board have indicated interest in restarting the project, and potentially considering eliminating minimum parking requirements entirely. At the 2024-2025 Council Retreat, City Council affirmed this project as part of the staff work plan.

HB24-1304: In 2024, the Colorado State Legislature passed HB24-1304 related to minimum parking requirements. The bill prohibits cities from enforcing minimum parking requirements within a defined "transit service area" except for certain projects that meet specific exemptions. State law indicates that the city must comply with this bill by June 30, 2025. All changes proposed as part of this project are intended to comply with the new state regulations.

Problem/Issue Statement

A comprehensive update to the city's off-street parking standards has not been done in many years, and as evidenced by collected data and continued requests for parking reductions, existing standards often do not reflect current parking needs in Boulder. Changes to parking needs after the impacts of the COVID-19 pandemic are not fully understood. In addition, the Transportation Demand Management

requirements in the code have not been revised in many years. The residential access management program should be reassessed simultaneously.

Project Purpose Statement

This project groups three interrelated topics related to parking: off-street parking standards, TDM, and the residential access management program. This project will reimagine the approach to parking regulation in Boulder.

OFF-STREET PARKING STANDARDS:

- Understand the actual parking supply and demand rates that currently exist throughout Boulder.
- Minimize construction of underutilized parking spaces while also avoiding or mitigating transportation and public on-street parking impacts.
- Encourage efficient use of land.
- Explore the benefits and drawbacks of eliminating minimum parking requirements.
- Reflect the multimodal goals of the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan policies to encourage alternative modes of transportation and support walking, bike, and transit use.
- Increase predictability in the application of parking standards and reduce the number of parking reductions requested.
- Acknowledge the impact of parking regulations on housing affordability and local business support.
- Reflect changing market conditions nationwide.
- Comply with state bill HB24-1304.

TDM:

- Coordinate and align parking supply rates with the city's evolving Transportation Demand Management goals and strategies.
- Design a TDM Plan Ordinance for New Development to mitigate the impact of new development on the surrounding transportation system and adjacent properties.
- Formalize and codify TDM Plan requirements for new development regarding trip generation targets, thresholds and project tiers, required plan elements, timing and duration, monitoring compliance, program evaluation and staffing resources.
- Develop a toolkit for developers on TDM Plan requirements, strategy options, and compliance guidelines.

ON-STREET PARKING MANAGEMENT STRATEGIES:

- Explore the creation of new tools within the Residential Access Management Program (RAMP) and modification of the existing Neighborhood Permit Parking (NPP) Program to mitigate the parking impacts of higher intensity development in residential zones by proactively managing curbside demand

- Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development.
- Consider tools which complement the Transportation Demand Management (TDM) Plan requirements for new development and are aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use.

Guiding BVCP Policies

The project is guided by many key BVCP policies:

Built Environment Policy 2.16: Mixed Use & Higher-Density Development

The city will encourage well-designed mixed use and higher-density development that incorporates a substantial amount of affordable housing in appropriate locations, including in some commercial centers and industrial areas and in proximity to multimodal corridors and transit centers. The city will provide incentives and remove regulatory barriers to encourage mixed use development where and when appropriate. This could include public-private partnerships for planning, design or development, new zoning districts, and the review and revision of floor area ratio, open space and parking requirements.

Built Environment Policy 2.19: Neighborhood Centers

Neighborhood centers often contain the economic, social and cultural opportunities that allow neighborhoods to thrive and for people to come together. The city will encourage neighborhood centers to provide pedestrian-friendly and welcoming environments with a mix of land uses. The city acknowledges and respects the diversity of character and needs of its neighborhood centers and will pursue area planning efforts to support evolution of these centers to become mixed-use places and strive to accomplish the guiding principles noted below.

Neighborhood Centers Guiding Principles

  4. Encourage parking management strategies.

  Encourage parking management strategies, such as shared parking, in neighborhood centers.

Built Environment Policy 2.25: Improve Mobility Grid & Connections

The walkability, bikeability and transit access should be improved in parts of the city that need better connectivity and mobility, for example, in East Boulder. This should be achieved by coordinating and integrating land use and transportation planning and will occur through both public investment and private development.

Built Environment Policy 2.41: Enhanced Design for All Projects

Through its policies and programs, the city will encourage or require quality architecture and urban design in all development that encourages alternative modes of transportation, provides a livable environment and addresses the following elements:

  f. Parking.

  The primary focus of any site should be quality site design. Parking should play a subordinate role to site and building design and not jeopardize open space or other opportunities on the property. Parking should be integrated between or within buildings and be compact and dense. The placement of parking should be behind and to the sides of buildings or in structures rather than in large street-facing lots. Surface parking will be discouraged, and versatile parking structures that are designed with the flexibility to allow for different uses in the future will be encouraged.

Economy Policy 5.01: Revitalizing Commercial & Industrial Areas

The city supports strategies unique to specific places for the redevelopment of commercial and industrial areas. Revitalization should support and enhance these areas, conserve their strengths, minimize displacement of users and reflect their unique characteristics and amenities and those of nearby neighborhoods. Examples of commercial and industrial areas for revitalization identified in previous planning efforts are Diagonal Plaza, University Hill commercial district, Gunbarrel and the East Boulder industrial area. The city will use a variety of tools and strategies in area planning and in the creation of public/ private partnerships that lead to successful redevelopment and minimize displacement and loss of service and retail uses. These tools may include, but are not limited to, area planning with community input, infrastructure improvements, shared parking strategies, transit options and hubs and changes to zoning or development standards and incentives (e.g., financial incentives, development potential or urban renewal authority).

Economy Policy 5.05: Support for Local Business & Business Retention

The city and county value the diverse mix of existing businesses, including primary and secondary employers of different sizes, in the local economy. Nurturing, supporting and maintaining a positive climate for the retention of existing businesses and jobs is a priority. The city recognizes the vital role of small, local and independent businesses and non-profits that serve the community and will balance needs of redevelopment in certain areas with strategies that minimize displacement of existing businesses and create opportunities for startups and growing businesses. The city will continue to proactively analyze trends in market forces to shape its activities, plans and policies regarding local business and business retention. The city and county will consider the projected needs of businesses and their respective employees, such as commercial and office space, when planning for transportation infrastructure, programs and housing.

Economy Policy 5.06: Affordable Business Space & Diverse Employment Base

The city and county will further explore and identify methods to better support businesses and non-profits that provide direct services to residents and local businesses by addressing rising costs of doing business in the city, including the cost of commercial space. The city will consider strategies, regulations, policies or new programs to maintain a range of options to support a diverse workforce and employment base and take into account innovations and the changing nature of the workplace.

Economy Policy 5.08: Funding City Services & Urban Infrastructure

The city will encourage a strong sustainable economy to generate revenue to fund quality city services and recognizes that urban infrastructure, facilities, services and amenities are important to the quality of life of residents, employees and visitors to the community. A strong and complete local and regional multimodal transportation system and transportation demand management programs are essential to a thriving economy, as they offer options for commuters, help attract and retain key businesses, employers and visitors and provide regional access to global markets. The city will continue to plan for and invest in urban amenities and infrastructure (e.g., bike paths, parks, shared and managed parking, public spaces, quality gathering places, cultural destinations and public art) as well as community services (e.g., open space and mountain parks, high speed internet, fire-rescue, public safety and senior services).

Economy Policy 5.14: Responsive to Changes in the Marketplace

The city recognizes that development regulations and processes have an impact on the ability of businesses to respond to changes in the marketplace. The city will work with the local business community and residents to make sure the city's regulations and development review processes provide a level of flexibility to allow for creative solutions while meeting broader community goals. This could involve modifying regulations to address specific issues and make them more responsive to emerging technologies and evolving industry sectors.

Transportation Policy 6.02: Equitable Transportation

The city and county will equitably distribute transportation investments and benefits in service of all community members, particularly vulnerable populations, ensuring that all people benefit from expanded mobility options. Providing more transportation options – like walking, biking, transit and shared options – in areas where people are more reliant on various modes will have a greater benefit to overall mobility. New transportation technologies and advanced mobility options provide Boulder with an opportunity to expand affordable transportation choices to those who need them the most, including those who cannot use existing fixed route transit such as service and shift workers.

Transportation Policy 6.06: Transportation System Optimization

The transportation system serves people using all modes, and maintaining its efficient and safe operation benefits all users. The city and county will monitor the performance of all modes as a basis for informed and systematic trade-offs supporting mobility, safety, GHG reduction and other related goals.

Transportation Policy 6.07: Integrated Transportation Demand Management (TDM) Programs

The city and county will cooperate in developing comprehensive Transportation Demand Management (TDM) programs for residents and employees, which include incentives, such as developing a fare-free local and regional transit system; promoting shared-use mobility, ridesharing, bikesharing, carsharing, vanpools and teleworking; and supporting programs for walking and biking, such as secured long-term bike parking. The city will employ strategies such as shared, unbundled, managed and paid parking (i.e., "Shared Unbundled, Managed, and Paid" – "SUMP" principles) to reflect the real cost of Single Occupancy Vehicle (SOV) travel. The city will require TDM plans for applicable residential and commercial developments.

Transportation Policy 6.08: Accessibility and Mobility for All

The city and county will continue development of a complete all-mode transportation system accommodating all users, including people with mobility impairments, youth, older adults, non English speakers and low-income persons. This will include increased support for mobility services for older adults and people with disabilities, reflecting the expected increases in these populations. Efforts should focus on giving people options to live well without a car and may include prioritizing affordable public transportation and transit passes, new technologies such as electric bikes, mobility services and prioritizing connections between multimodal transportation and affordable housing to facilitate affordable living.

Transportation Policy 6.13: Access Management & Parking

The city considers vehicular and bicycle parking as a component of a total access system for all modes of transportation (bicycle, pedestrian, transit and vehicular). Such parking will be consistent with the desire to reduce single-occupant vehicle travel, balance the use of public spaces, consider the needs of residential and commercial areas and address neighborhood parking impacts. The city will accommodate parking demands in the most efficient way possible with the minimal necessary number of new spaces and promote parking reductions through a variety of tools, including parking maximums, shared parking, unbundled parking, parking districts and transportation demand management programs. The city will expand and manage parking districts based on SUMP principles (shared, unbundled, managed and paid) to support transportation and GHG reduction goals as well as broader sustainability goals, including economic vitality and neighborhood livability.

Transportation Policy 6.14: Transportation Impacts Mitigated

Transportation or traffic impacts from a proposed development that cause unacceptable transportation or environmental impacts, or parking impacts, to surrounding areas will be mitigated. All development will be designed and built to be multimodal and pedestrian-oriented and include TDM strategies to reduce the vehicle miles traveled generated by the development.

Supporting these efforts, new development will provide continuous multimodal networks through the development and connect these systems to those surrounding the development. The city and county will provide tools and resources to help businesses manage employee access and mobility and support public-private partnerships, such as transportation management organizations, to facilitate these efforts.

Transportation Policy 6.16: Integrated Planning for Regional Centers & Corridors

Land use in and surrounding the three intermodal regional centers (i.e., Downtown Boulder, the University of Colorado and the Boulder Valley Regional Center, including at Boulder Junction) will support their function as anchors to regional transit connections and Mobility Hubs for connecting a variety of local travel options to local and regional transit services.

The land along multimodal corridors, the major transportation facilities that provide intra-city access and connect to the regional transportation system, will be designated as multimodal transportation zones where transit service is provided on that corridor. In and along these corridors and centers, the city will plan for a highly connected and continuous transportation system for all modes, identify locations for mixed use and higher-density development integrated with transportation functions, emphasize high quality urban design and pedestrian experience, develop parking maximums and encourage parking reductions.

Transportation Policy 6.18 Transportation Facilities in Neighborhoods

The city will strive to protect and improve the quality of life within city neighborhoods while developing a balanced multimodal transportation system. The city will prioritize improvements to access by all modes and safety within neighborhoods by controlling vehicle speeds and providing multimodal connections over vehicle mobility. The city and county will design and construct new transportation facilities to minimize noise levels to the extent practicable. Neighborhood needs and goals will be balanced against the community necessity or benefit of a transportation improvement. Additionally, the city will continue its neighborhood parking permit (NPP) programs to seek to balance access and parking demands of neighborhoods and adjacent traffic generators.

Transportation Policy 6.22: Improving Air Quality & Reducing Greenhouse Gas Emissions

Both the city and county are committed to reductions in GHG emissions, with the city committing to an 80 percent reduction from 2005 levels by 2050 and the county committing to a 45% reduction by 2030 and a 90% reduction by 2050. The city and county will design the transportation system to minimize air pollution and reduce GHG emissions by promoting the use of active transportation (e.g., walking and bicycling) and low-emission transportation modes and infrastructure to support them, reducing auto traffic, encouraging the use of fuel-efficient and clean-fueled vehicles that demonstrate air pollution reductions and maintaining acceptable traffic flow.

Housing Policy 7.01: Local Solutions to Affordable Housing

The city and county will employ local regulations, policies and programs to meet the housing needs of low, moderate and middle-income households. Appropriate federal, state and local programs and resources will be used locally and in collaboration with other jurisdictions. The city and county recognize that affordable housing provides a significant community benefit and will continually monitor and evaluate policies, processes, programs and regulations to further the region's affordable housing goals. The city and county will work to integrate effective community engagement with funding and development requirements and other processes to achieve effective local solutions.

Housing Policy 7.07: Mixture of Housing Types

The city and county, through their land use regulations and housing policies, will encourage the private sector to provide and maintain a mixture of housing types with varied prices, sizes and densities to meet the housing needs of the low-, moderate- and middle-income households of the Boulder Valley population. The city will encourage property owners to provide a mix of housing types, as appropriate. This may include support for ADUs/OAUs, alley houses, cottage courts and building multiple small units rather than one large house on a lot.

Housing Policy 7.08: Preserve Existing Housing Stock

The city and county, recognizing the value of their existing housing stock, will encourage its preservation and rehabilitation through land use policies and regulations. Special efforts will be made to preserve and rehabilitate existing housing serving low-, moderate- and middle-

income households. Special efforts will also be made to preserve and rehabilitate existing housing serving low-, moderate- and middle-income households and to promote a net gain in affordable and middle-income housing.

Housing Policy 7.10: Housing for a Full Range of Households

The city and county will encourage preservation and development of housing attractive to current and future households, persons at all stages of life and abilities, and to a variety of household incomes and configurations. This includes singles, couples, families with children and other dependents, extended families, non-traditional households and seniors.

Housing Policy 7.17: Market Affordability

The city will encourage and support efforts to provide market rate housing priced to be more affordable to middle-income households by identifying opportunities to incentivize moderately sized and priced homes.

Local Governance and Community Engagement Policy 10.01: High-Performing Government

The city and county strive for continuous improvement in stewardship and sustainability of financial, human, information and physical assets. In all business, the city and county seek to enhance and facilitate transparency, accuracy, efficiency, effectiveness and quality customer service. The city and county support strategic decision-making with timely, reliable and accurate data and analysis.

Project Timeline

	2024									2025								
	Q2			Q3			Q4			Q1			Q2			Q3		
	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S
PROJECT SCOPING																		
Internal scoping	X																	
Peer research	X																	
Consultant contracting		X	X															
Data collection	X	X	X															
PUBLIC ENGAGEMENT																		
Community workshops						X				X	X	X						
Be Heard Boulder										X	X	X						
In-person events						X				X	X	X						
DRAFTING																		
Consultant research							X	X										
Options development							X	X	X									
Initial draft										X	X							
CAO review											X	X	X					
PLANNING BOARD AND TAB REVIEW																		
PB matters					8/20					X								
TAB matters							10/14			X								
TAB final review														X				
PB public hearing														X				
CITY COUNCIL REVIEW																		
Study session					8/8					1/23								
Agenda/matters											X							
1st reading															X			
2nd reading															*			
IMPLEMENTATION																X	X	X

*Note: HB24-1304 requires compliance by June 30, 2025.

Project Scoping | Q2 2024 | Planning

- Develop initial scope of work for parking and TDM changes **(DONE)**
- Research minimum and maximum parking requirements for several key land uses in peer communities **(DONE)**
- Internal issue identification meetings – engineers, case managers, transportation **(DONE)**
- Regular coordination meetings – P&DS, TM, CV **(DONE)**

- Engage with consultants to collect updated parking data at 40 sites for comparison to data collection in 2014/2016 and 2018/2019
- Analyze recent data related to parking reductions
- Update city website
- Begin developing options to present for public engagement
- Meet with interested stakeholders as requested

Deliverables – P&DS

- o *Peer city research matrix and graphics*
- o *Project charter*
- o *Internal meeting summaries*
- o *Application data*
- o *Be Heard Boulder page*

Deliverables – Consultant

- o *Updated parking data spreadsheet*

Engagement and Initial Direction | Q3 2024 – Q1 2025 | Shared Learning

- Develop and launch Be Heard Boulder virtual engagement
- In-person engagement events
- Present project introduction as Matters item to TAB, Planning Board, and City Council study session
- Community workshop to review parking utilization data and best practices research, TDM peer city review, and options, and TAB/ Planning Board/ City Council direction
- Continued internal staff stakeholder engagement
- Begin potential reorganization drafting strategies

Deliverables – P&DS

- o *Community workshop meeting materials*
- o *Engagement summary*
- o *Be Heard Boulder engagement tool*
- o *Initial reorganizing draft*
- o *Materials for in-person events*
- o *Planning Board Matters memo and attachments*
- o *City Council study session memo and attachments*

Deliverables – Transportation

- o *Peer city ordinance review/best practices*
- o *Ordinance design*
- o *TDM Toolkit for Developers*
- o *Engagement and Communication Strategy*
- o *TAB Matters memo and attachments*
- o *Engagement summary*

Deliverables – Consultant

- o *Summary slides & comparison to previous years*
- o *Recommended standards*
- o *9-9-6 audit*
- o *Methodology slides*

Deliverables – Community Vitality

- o *Peer city policy review/best practices*
- o *RAMP Toolkit for new development*
- o *Engagement and Communication Strategy*
- o *Engagement summary*

Draft Ordinance | Q1-Q2 2025 | Options

- Draft ordinance of parking changes and TDM
- Draft City Manager Rule updates for RAMP toolkit
- Begin CAO review meetings
- Community workshops to present draft for review

Deliverables – P&DS

- o *Draft ordinance*
- o *Planning Board memo*
- o *TAB memo*
- o *City Council memos*

Deliverables – TAB

- o *TAB memo*

Deliverables – Community Vitality

- o *Draft City Manager Rule updates*

Adoption | Q2 2025 | Decision

- Finalize CAO review of ordinance and City Manager Rule updates
- Engagement – feedback on draft ordinance and City Manager Rule updates
- Public hearings at Planning Board, TAB and City Council – final adoption by June 30, 2025

Deliverables – P&DS

- o *Draft ordinance*
- o *Planning Board memo*
- o *City Council memos*
- o *TAB memo*

Engagement & Communication

Level of Engagement

The City of Boulder has committed to considering four possible levels when designing future public engagement opportunities (see chart in the appendix). For this project, the public will be ***Consulted*** on potential changes. One important factor in this project is that HB24-1304 mandates certain changes related to residential off-street parking, so communication regarding those changes will be an ***Inform*** level, as the city will now be prohibited from enforcing those types of requirements.

Who Will be Impacted by Decision/Anticipated Interest Area

- **Residents and neighborhoods** who may be impacted in the neighborhoods where they live/work/play.
- **Historically excluded communities** that may be unfamiliar with the methods to offer input.
- **City staff, City boards, and City Council** who will administer parking-related programs and regulations.

Overall Engagement Objectives

- Model the engagement framework by using the city's decision-making wheel, levels of engagement and inclusive participation.
- Involve people who are affected by or interested in the outcomes of this project.
- Be clear about how the public's input influences outcomes to inform decision-makers.
- Provide engagement options.
- Remain open to new and innovative approaches to engaging the community.
- Provide necessary background information in advance to facilitate meaningful participation.
- Be efficient with our community's time.
- Show why ideas were or were not included in the staff recommendation.

Engagement Strategies

COMMUNITY WORKSHOPS

Purpose: Convene a group of diverse interests to provide guidance and feedback on potential options and proposed code changes.

Logistics: Community workshops will meet be open to all and will be promoted through the P&DS newsletter, any T&M or CV communications outlets, social media, and on the Be Heard Boulder page. The meetings will be hybrid, held in-person and virtual. Staff will provide a presentation and develop engagement activities.

IN-PERSON EVENTS

Purpose: Obtain feedback on potential options for parking, TDM, and neighborhood parking program changes at existing city events.

Logistics: Staff will focus in-person engagement to existing events in summer/ fall 2024. P&DS and TM staff will prepare engagement activities and informational boards and/or handouts. Staff will identify 2-3 events to attend. One event will be What's Up Boulder on Saturday, Sept. 7, 2024, 1 – 4 p.m.

BE HEARD BOULDER

Purpose: A home page for all project-related documents, announcements of engagement opportunities, and virtual engagement.

Logistics: Virtual engagement will align with in-person engagement efforts in the summer/fall.

OFFICE HOURS

Purpose: Provide an informal forum for interested residents to chat with staff about the project and answer any questions.

Logistics: P&DS, TM, and CV staff will attend. One will be held virtually and one will be held in person.

COMMUNITY CONNECTORS-IN-RESIDENCE

Purpose: The Community Connectors-In-Residence (CCR) support the voices and build power of underrepresented communities by reducing barriers to community engagement, advancing racial equity, and surfacing the ideas, concerns, and dreams of community members.

Logistics: Coordinate with CCR staff to determine if the topic is of interest of the group and schedule a time to attend a meeting to seek feedback on the project's racial equity strategies and on any proposed alternatives or changes. Provide meeting minutes afterwards for approval.

NEXTDOOR

Purpose: Nextdoor is another method to promote opportunities to provide input about the project and raise awareness that has a wide reach that may reach people who are not otherwise involved or engaged in planning-related topics.

Logistics: Staff will work with communications staff to craft posts to promote engagement efforts.

WEBSITE

Purpose: The code change website will be maintained and updated throughout the remainder of the project to inform the public of the project, provide updates, and link to any engagement opportunities.

Logistics: Work with communications staff to make updates as needed to the website.

NEWSLETTER AND EMAIL UPDATES

Purpose: Updates on the project will be provided to interested parties.

Logistics: Staff will work with communications staff to draft content for the planning newsletter during key engagement windows. Additional email updates will be provided on an as-needed basis.

Project Team & Roles

Team Goals

- Follow City Council and Planning Board direction regarding changes to parking standards, TDM, and the neighborhood parking program.
- Seek community feedback on proposed standards or criteria and incorporate relevant ideas.
- Solution must be legal, directly address the purpose and issue statement, and must have application citywide.

Critical Success Factors

- Conduct a successful public engagement process.
- Identify solution that meets policy goals and transportation needs of the community.

Expectations

Each member is an active participant by committing to attend meetings; communicate the team's activities to members of the departments not included on the team; and demonstrate candor, openness, and honesty. Members will respect the process and one another by considering all ideas expressed, being thoroughly prepared for each meeting, and respecting information requests and deadlines.

Potential Challenges/Risks

The primary challenge of this project is making sure that proposed code changes avoid land use impact, unintended consequences, and over complication of the code.

Administrative Procedures

The core team will meet regularly throughout the duration of the project. An agenda will be set prior to each meeting and will be distributed to all team members.

CORE TEAM	
Executive Sponsor	Brad Mueller
Executive Team	Brad Mueller, Charles Ferro, Karl Guiler
Project Leads	
Project Manager	Lisa Houde
Community Vitality	Samantha Bromberg
Transportation & Mobility	Chris Hagelin
Other Department Assistance	
CAO	Hella Pannewig
Comprehensive Planning	TBD
Communications	Cate Stanek
GIS	Sean Metrick
Community Engagement	Vivian Castro-Wooldridge

Executive Sponsor: The executive sponsor provides executive support and strategic direction. The executive sponsor and project manager coordinates and communicates with the executive team on the status of the project, and communicate and share with the core team feedback and direction from the executive team.

Project Manager: The project manager oversees the development of the Land Use Code changes and overall project. The project manager coordinates the core team and project management. The project manager will be responsible for preparing (or coordinating) agendas and notes for the core team meetings, coordinating with team members on the project, and coordinating public outreach. The project manager coordinates the preparation and editing of all council/board/public outreach materials for the project, including deadlines for materials

Project Leads: Other project leads from Transportation & Mobility and Community Vitality will manage the consultants for the TDM and RAMP topics. Project leads will attend regular check in meetings, help to coordinate public outreach, and will attend most board or council meetings related to the project.

Other Department Assistance: Staff from other departments coordinate with the project manager on the work efforts and products. These staff members will assist in the preparation and editing of all council/board/public outreach materials including code updates as needed.

Project Cost

Throughout the early years of the project, staff worked with Fox Tuttle on various parts of the project. Fox Tuttle is currently completing an update of the parking utilization count. Staff is working on an updated scope of work for additional consulting assistance, primarily during the initial stages of the project. The cost of the parking utilization count is approximately $19,000. Further work could be maintained under $50,000 for continuing services with Fox Tuttle. Additional consulting assistance is anticipated through Urban Trans (for TDM work) and Dixon (for RAMP). Scoping and cost are still being determined.

Decision-Makers

- **City Council:** Decision-making body.
- **Planning Board:** Will provide input throughout the process, and make a recommendation to council that will be informed by other boards and commissions.
- **City Boards and Commissions:** Will provide input throughout process and ultimately, a recommendation to council around their area of focus.

Boards & Commissions

City Council – Will be kept informed about project progress and issues; periodic check-ins to receive policy guidance; invited to public events along with other boards and commissions. Will ultimately decide on the final code changes.
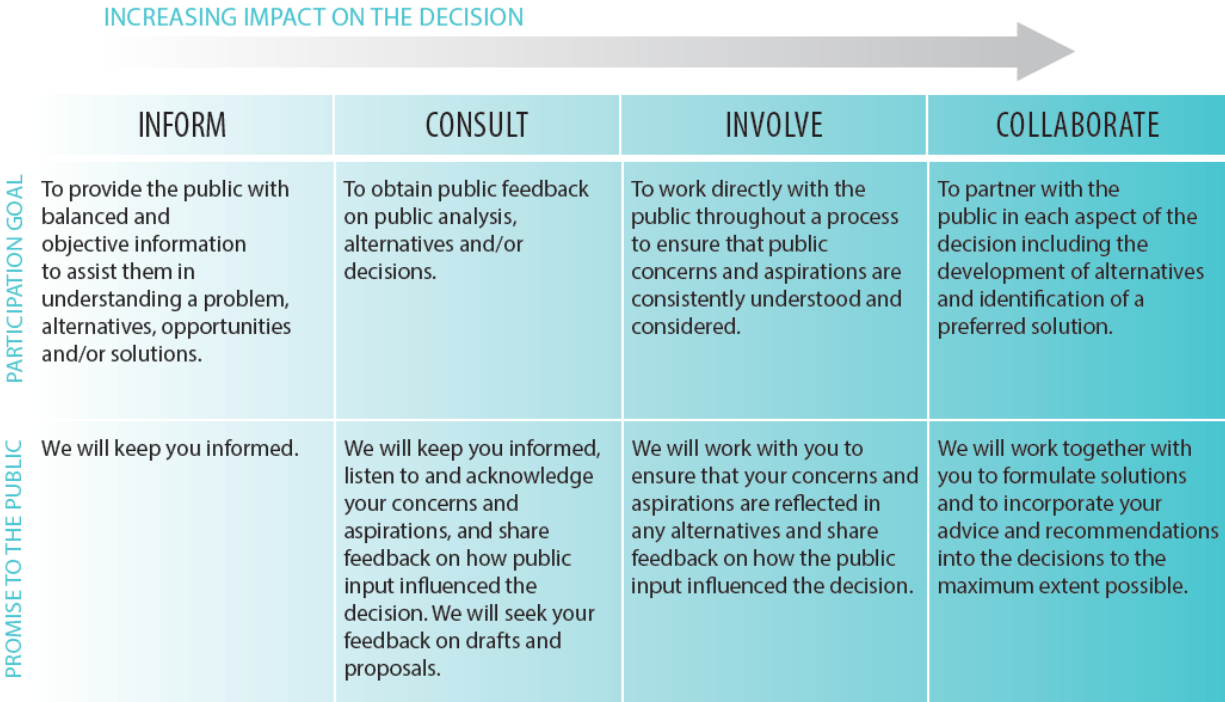
Planning Board and **Transportation Advisory Board** – Provides key direction on the development of options periodically. Will make a recommendation to City Council on the final code changes.
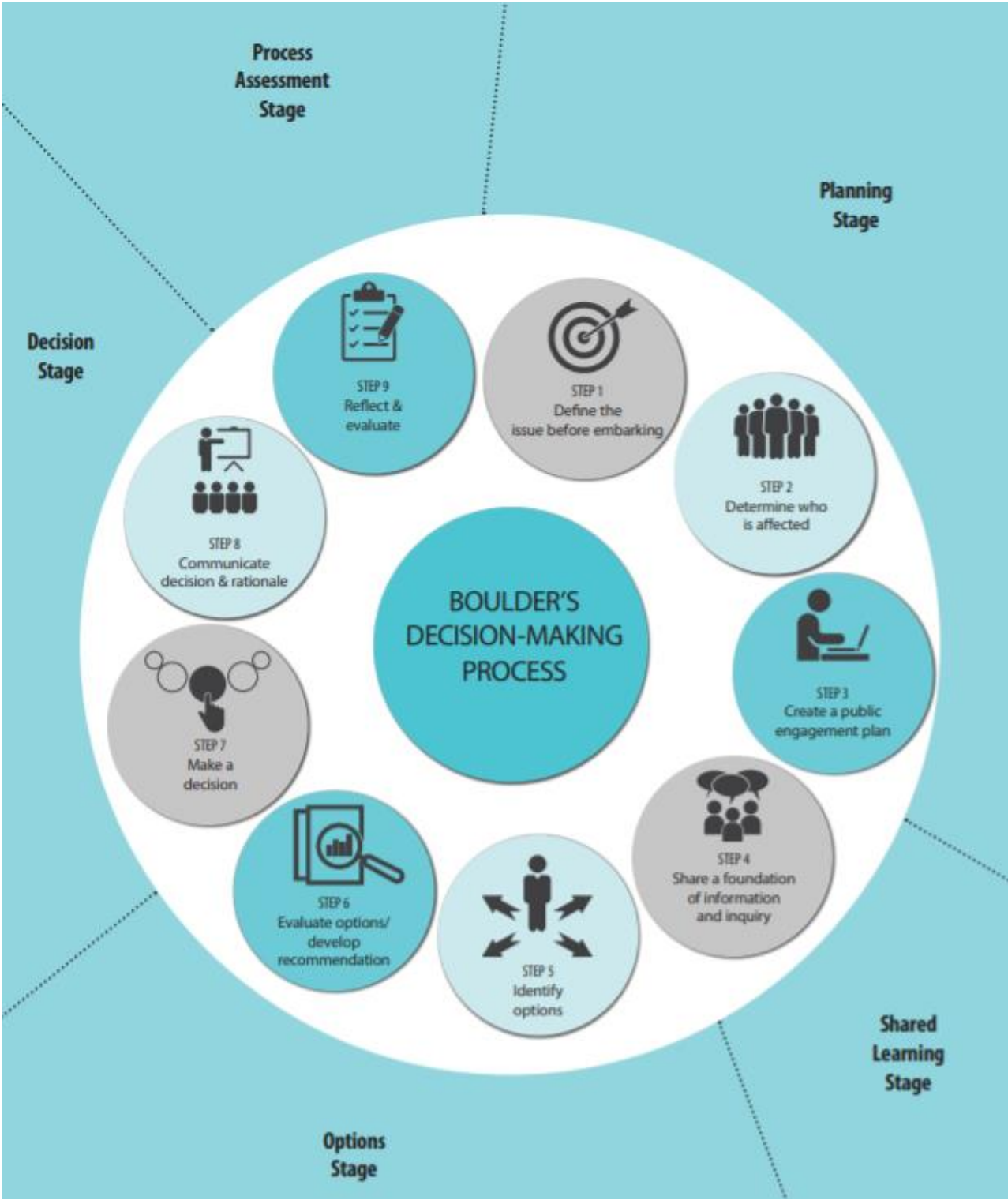
Appendix: Engagement Framework

City of Boulder Engagement Strategic Framework

BOULDER'S ENGAGEMENT SPECTRUM

The city will follow a modified version of IAP2's engagement spectrum to help identify the role of the community in project planning and decision-making processes.

INCREASING IMPACT ON THE DECISION →

	INFORM	CONSULT	INVOLVE	COLLABORATE
PARTICIPATION GOAL	To provide the public with balanced and objective information to assist them in understanding a problem, alternatives, opportunities and/or solutions.	To obtain public feedback on public analysis, alternatives and/or decisions.	To work directly with the public throughout a process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and identification of a preferred solution.
PROMISE TO THE PUBLIC	We will keep you informed.	We will keep you informed, listen to and acknowledge your concerns and aspirations, and share feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	We will work with you to ensure that your concerns and aspirations are reflected in any alternatives and share feedback on how the public input influenced the decision.	We will work together with you to formulate solutions and to incorporate your advice and recommendations into the decisions to the maximum extent possible.

Boulder's Decision Making Process

FOX TUTTLE

MEMORANDUM

To: Lisa Houde, AICP – City of Boulder Principal City Planner

From: Scott Kilgore, PE – Transportation Engineer

Date: December 31, 2024

Project: Update to the City of Boulder Off-Street Parking Standards

Subject: Project Summary and Recommendations

As a culmination of the years-long process to reevaluate off-street parking requirements in the City of Boulder, Fox Tuttle Transportation Group (Fox Tuttle) is pleased to present the following summary of work completed and recommended next steps. This phase of the project built upon previous efforts to quantify parking utilization for a variety of land uses within the City of Boulder and evaluate adjustments to the City code for parking standards. Parking data were collected at a variety of sites both new and previously surveyed. Current and historical data were analyzed for an understanding of parking utilization by land use type.

Current and Historic Parking Utilization Data

Parking data were collected at multiple sites across the City of Boulder starting in 2014 with periodic updates through 2019. The same group of sites was surveyed over time as much as possible and some new land uses were added in 2024 to represent current development. Some sites could not be surveyed consistently such as residential uses with secured parking that did not permit access at all phases of the project. Each type of land use was surveyed at peak occupancy times; for example, residential uses were observed overnight while offices were observed daytime on weekdays. The project was put on pause during the COVID-19 pandemic due to fluctuating travel patterns caused by pandemic-related conditions. As travel patterns began to normalize in 2024, a new round of data collection was completed. A compiled master spreadsheet has been developed to include all data collected over the past 10 years in support of this project.

Update to the City of Boulder Off-Street Parking Standards
December 31, 2024   Page 2

Historic (2014-2019) and current (2024) data indicate that off-street parking is underutilized during peak times for nearly all land uses surveyed. A summary of observed excess parking for each land use surveyed is shown in **Table 1**.

Table 1: Excess Parking Provided by Land Use

Land Use	Observed Amount of Excess Parking Provided at Peak Times
Retail	22% to 69%
Office	27% to 66%
Medical Office	14%
Industrial	40% to 50%
Lodging/Hotel	51% to 85%
Residential	5% to 53%
Mixed Use Residential	26% to 62%
Mixed Use Commercial	9% to 61%

Each individual use in **Table 1** was reviewed over time to understand the trends of parking usage across the 10 years of data collected. A brief overview of parking usage trends by use type is provided below:

Retail

Parking demand has generally fallen for retail uses since data collection began in 2014. Since the first round of data collection between 2014 and 2016, the average parking demand for retail has dropped over time. The parking occupancy data over time for retail is shown in **Figure 1** below.

Figure 1: Retail Parking Occupancy Data
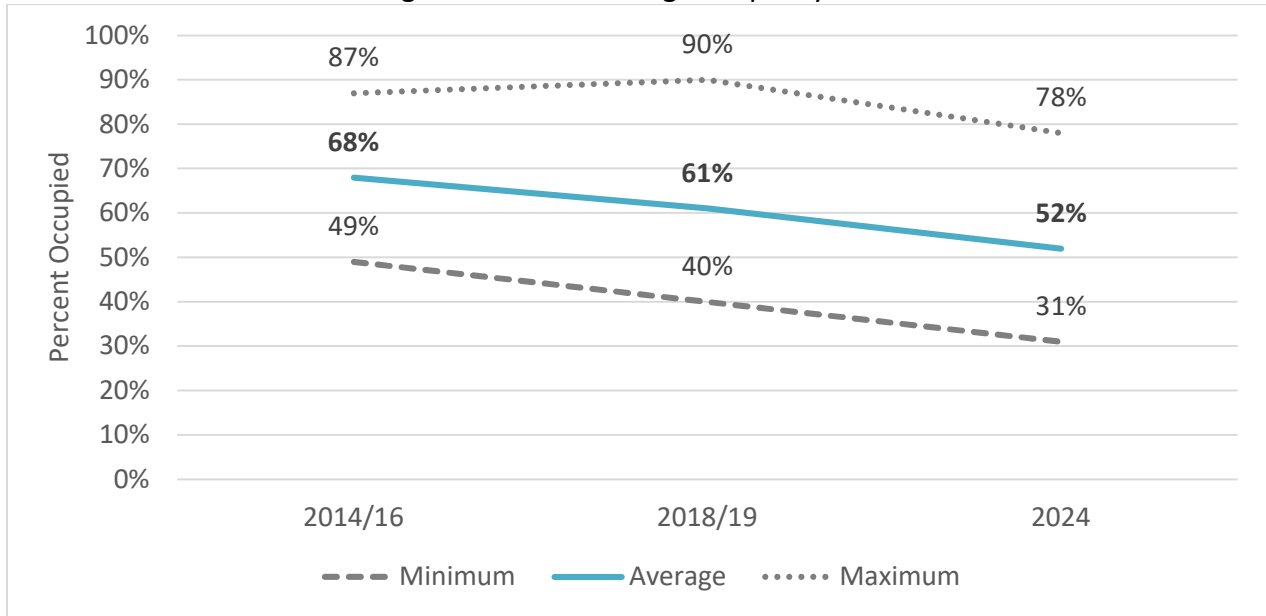
Mixed Use Commercial

For commercial uses within mixed use districts, the average parking occupancy in 2024 is very similar to 2014/16. Despite a decrease in occupancy of these sites in 2018/19, the trend across the past 10 years is relatively unchanged average and maximum occupancy, with more variation in 2024 as compared to 2014/16. Mixed Use parking data is shown in **Figure 2**.

Figure 2: Mixed Use Commercial Parking Occupancy Data
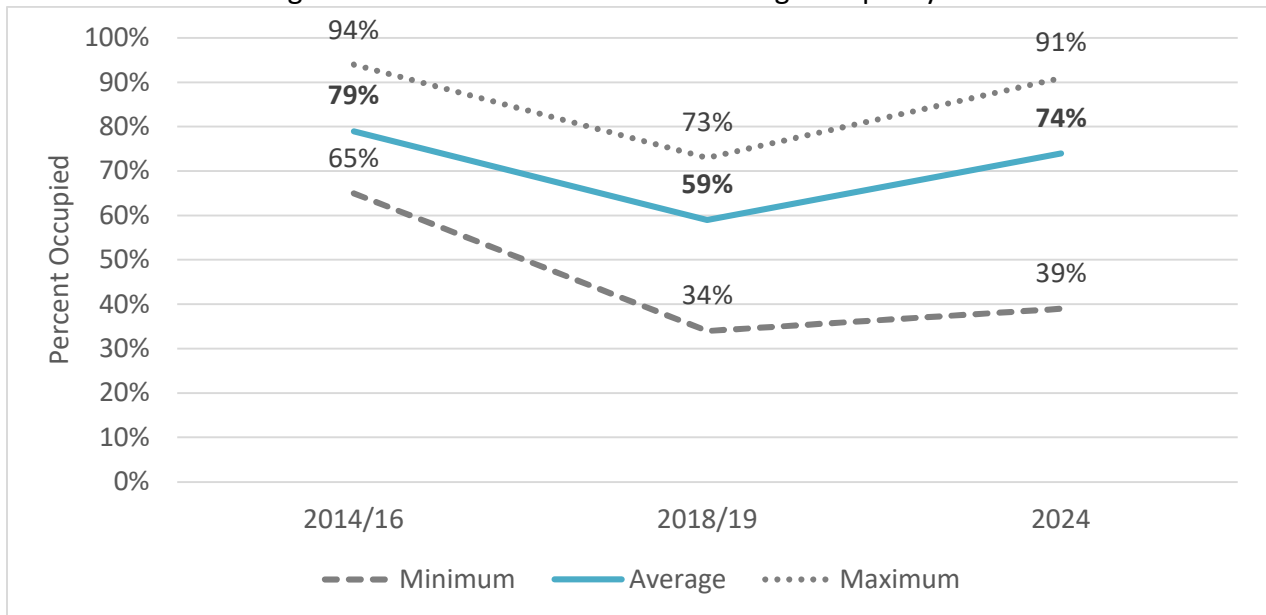
Office

Parking occupancy has changed significantly for office uses with the increase in remote work after the covid pandemic. Average parking occupancy dropped 26% in 2024 as compared to 2018/19. The spread of parking occupancy has also increased post-covid. Even at the highest levels of occupancy observed in 2018/19, an excess of at least 20% of parking was being provided at office uses. Office parking data is shown in **Figure 3**.

Figure 3: Office Parking Occupancy Data
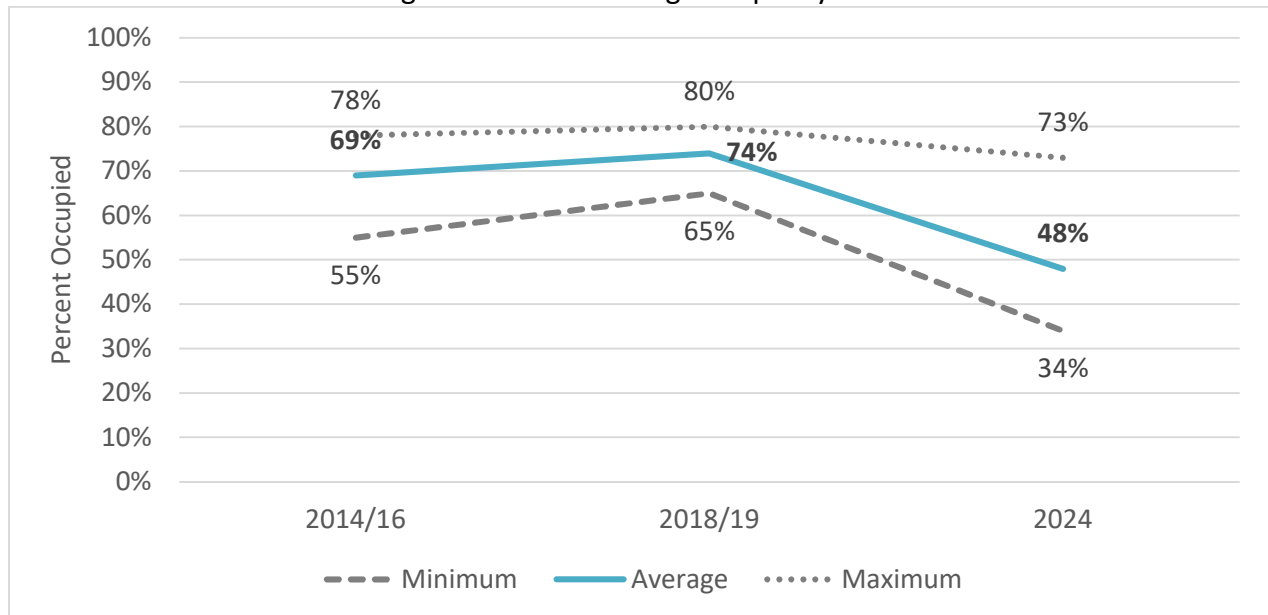
Industrial

Only two industrial sites were surveyed as part of this project. Parking occupancy for these sites has been relatively unchanged over time. Both sites have significantly more parking provided than is utilized at peak times. Industrial parking data is shown in **Figure 4**.

Figure 4: Industrial Parking Occupancy Data
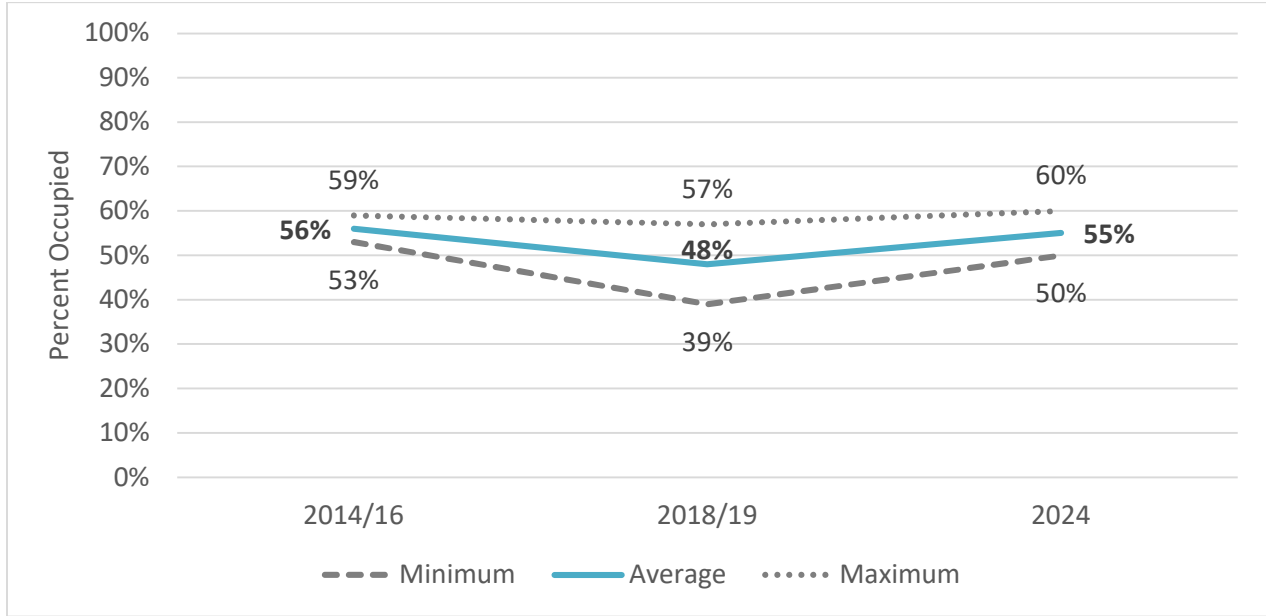

Lodging/Hotel

The parking data for lodging/hotel sites shows that these uses provide an excess of parking. The parking data shown in **Figure 5** shows that the range of parking utilization at hotels has not changed much between 2018/19 and 2024. Hotels have at least 50% more parking than is occupied.

Figure 5: Lodging/Hotel Parking Occupancy Data
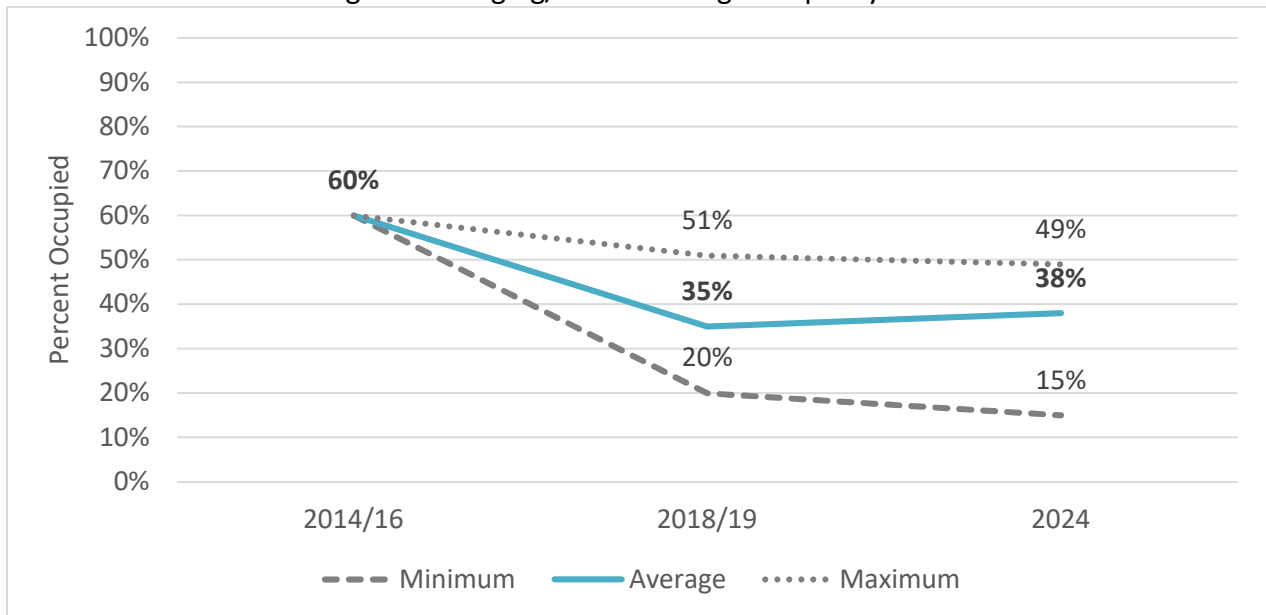
Residential

Parking occupancy at multifamily residential properties fluctuated slightly between 2014/16 and 2024. Parking occupancy increased from 2014/16 to 2018/19, and then decreased from 2018/19 to 2024. Overall there was a very slight increase in average parking occupancy between 2014/16 and 2024, with an increased overall spread between maximum and minimum observed parking occupancy. Residential parking occupancy data is shown in **Figure 6**.

Figure 6: Residential Parking Occupancy Data
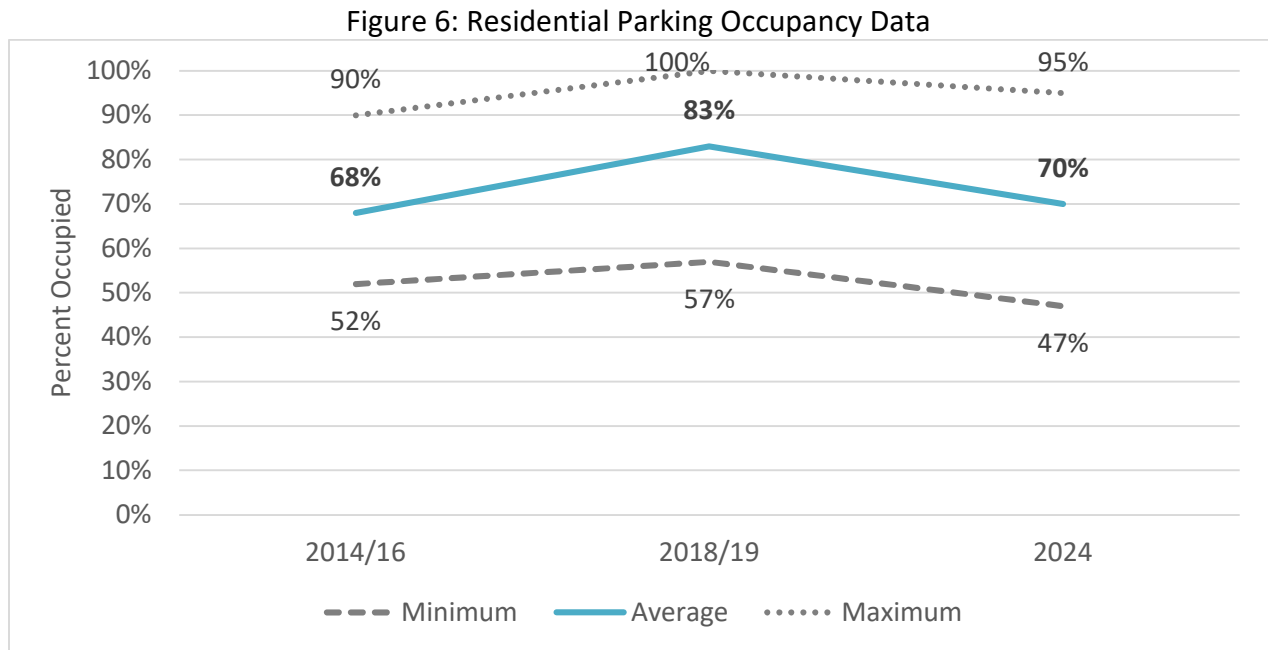
Mixed Use Residential

For multifamily residential uses that are part of a mixed use district, parking occupancy is generally lower than standalone multifamily residential. A similar trend of parking occupancy over time was observed, with an increase in occupancy in 2018/19 as compared to 2014/16 and a decrease in 2024 compared to 2018/19. The trend of parking occupancy over time for residential in mixed use districts is shown in **Figure 7**.

Figure 7: Mixed Use Residential Parking Occupancy Data
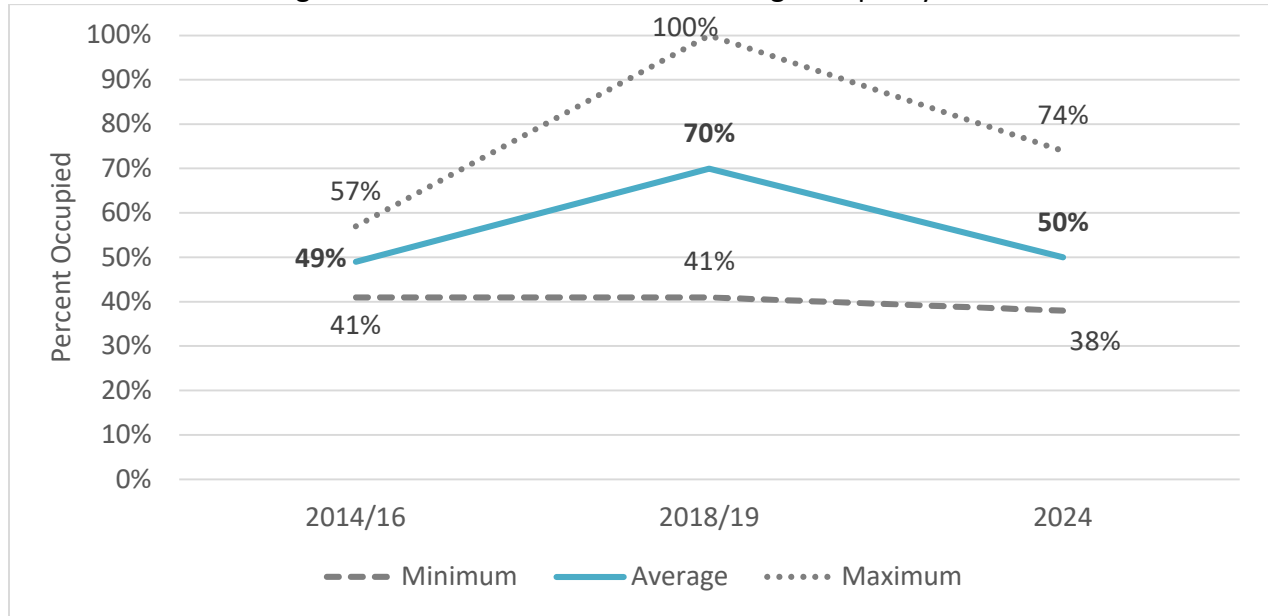
Impact of Covid Pandemic

Trends in parking utilization between 2018/19 and 2024 captured the influence of the covid pandemic, before the onset of any pandemic impacts and after patterns had settled.

For most uses surveyed, the trend of parking utilization pre-covid and post-covid showed a continuation of established patterns. The industrial and lodging/hotel uses surveyed continued to have a consistent parking utilization, while multifamily residential uses showed an increase in utilization in 2018/19 that dropped close to 2014/16 levels in 2024. Retail uses continued a pattern of decline in parking occupancy over time. Mixed use commercial saw an overall decrease in parking occupancy in 2018/19 compared to 2014/16. Average parking occupancy for mixed use commercial sites increased near 2014/16 levels again in 2024, though the spread between minimum and maximum parking occupancy observed increased.

The office use was most impacted by covid. Vacancy rates for offices across the country have dropped as many office jobs have transitioned to increased remote work. Data at the offices surveyed showed a significant decrease in average and minimum observed parking occupancy post-covid. The spread between minimum and maximum parking utilization increased dramatically in 2024 compared to previous years, indicating that there is increased variability in parking demand for office space post-pandemic. The one medical office surveyed was an exception from other office uses and showed a fairly consistent parking utilization across the years surveyed.

Recommended Changes to Existing Parking Standards

The recommended changes to existing parking standards are detailed in two commented versions of Section 9-9-6 of the Boulder Municipal Code. Section 9-9-6 describes parking requirements for new development. The quantity and design criteria of vehicle parking are defined, as well as the process for requesting reductions and deferrals. Required bicycle parking by use and zone district are also described in Section 9-9-6. This project completed a full review of Section 9-9-6 and has developed two "track changes" versions of the code with proposed specific language adjustments called out.

Data driven motor vehicle parking minimums were developed based on the previously mentioned parking utilization data. Potential data driven changes to parking minimums based on the parking utilization data are shown in **Table 2** and **Table 3** below for residential and nonresidential land uses, respectively. The data driven minimums shown in **Table 2** and **Table 3** reflect the zone districts and land uses with changes to minimum or maximum requirements as supported by the data collected. It should be noted that while the data collected in support of this project included a wide variety of properties in various parts of Boulder, not every zone district or use was surveyed. For zone districts and uses that were not surveyed, no changes to parking minimums were suggested.

With the passage of Colorado House Bill (HB) 24-1304, local parking minimum requirements for multifamily housing near high-frequency (defined as every 15 minutes during peak hours) transit lines cannot be enforced beginning on June 30, 2025. A map of the applicable transit service areas where HB 24-1304 can be enforced was released by the Colorado Department of Local Affairs in September 2024. Applicable transit service areas cover most of the City of Boulder. For regulatory simplicity, it is recommended that multifamily parking minimum requirements be eliminated throughout the City of Boulder for residential uses in all zone districts. This would bring the City into compliance with HB 24-1304 while minimizing regulatory burden. For consideration, the revised version of Section 9-9-6 includes data-supported reductions in residential parking minimums as shown in **Table 2**.

Similarly, Colorado House Bill (HB) 24-1152 prevents certain municipalities, including Boulder, from requiring additional off-street parking for an accessory dwelling unit (ADU). While ADUs were not specifically surveyed in the parking utilization data collection, the proposed revisions to Section 9-9-6 include the removal of parking minimums for ADUs.

Table 2: Boulder Context Residential Parking Requirements

| Land Use | Zone District(s) | Minimum Parking Requirement | | | Maximum Off-Street Parking | |
		Current Code	Boulder Context Change	Proposed Change	Current Code	Proposed Change
Residential - Attached DU or Duplex	RR, RE, MU-1, MU-3, BMS, DT, A, RH-6	1 per DU	1 per DU	0	N/A	N/A
	RMX-2, MU-2, MH, IMS	1 for 1- or 2-bedroom DU 1.5 for 3-bedroom DU 2 for a 4 or more bedroom DU	1 per DU	0	N/A	N/A
	RL, RM, RMX-1, RH-1, RH-2, RH-4, RH-5, BT, BC, BR, IS, IG, IM, P	1 for 1-bedroom DU 1.5 for 2-bedroom DU 2 for 3-bedroom DU 3 for 4 or more bedroom DU	1 per DU	0	N/A	N/A
	RH-3	1 for 1-bedroom DU 1.5 for 2-bedroom DU 2 for 3-bedroom DU 3 for 4 or more bedroom DU	1 per DU	0	N/A	N/A
Efficiency Units, Transitional Housing	Any Applicable	1 per DU	0.8 per DU	0	N/A	N/A
Attached Accessory Dwelling Unit, Detached Accessory Dwelling Unit	Any Applicable	The off-street parking requirement for the principal DU must be met, plus any parking space required for the accessory unit, see Subsection 9-6-3(n), B.R.C. 1981		0	N/A	N/A

Data driven reductions in parking minimums were based on the average observed occupancy for each surveyed use. The data collected could support lower minimums for some uses. For example, the average observed multifamily parking demand of 0.8 per unit is recommended in **Table 2** for efficiency units, but the minimum utilization observed was as low as 0.15 per unit. While these

data-driven residential minimums are presented for consideration, the elimination of multifamily residential parking minimums citywide is recommended for compliance with HB 24-1304 and simplifying the development code.

Table 3: Proposed Boulder Context Nonresidential Parking Requirements

Land Use	Zone District(s)	Minimum Parking Requirement		Maximum Off-Street Parking	
		Current Code	Proposed Change	Current Code	Proposed Change
Nonresidential General	RH-3, RH-6, RH-7, MU-4 (not in a parking district)	0	0	1:400sf if residential uses comprise less than 50% of the floor area; otherwise 1:500sf	1:500sf
	BCS, BR-1, IS, IG, IM, A	1:400sf	1:500sf	N/A	N/A
	RMX-2, MU-2, IMS, BMS (not in a parking district)	1:400sf if residential uses comprise less than 50 percent of the floor area; otherwise 1:500sf	1:500sf	N/A	N/A
	MU-1, MU-3 (not in a parking district)	1:300sf if residential uses comprise less than 50% of the floor area; otherwise 1:400sf	1:400sf	N/A	N/A
	RR, RE, RL, RM, RMX-1, RH-1, RH-2, RH-4, RH-5, BT, BC, BR-2, P (not in a parking district)	1:300sf	1:400sf	N/A	N/A
Motels, Hotels, and Bed and Breakfasts	Any Applicable	1 per guest room or unit, plus required spaces for nonresidential uses at 1 space per 300 square feet of floor area	0.5 per guest room or unit	N/A	N/A

Bicycle Parking

Bicycle parking requirements in Section 9-9-6 were also reviewed in comparison to the peer communities. In general, Boulder's bicycle parking requirements are on par or higher than the requirements of peer communities. For example, Portland Oregon requires similar amounts of bicycle parking to Boulder but allows for counting storage of bicycles in residential units toward the requirement, whereas Boulder does not allow counting of bicycle storage in residential units.

The only bicycle parking requirement which exceeded Boulder is the residential parking requirement in Fort Collins, CO which requires one bicycle parking space per bedroom as opposed to 2 bicycle parking spaces per dwelling unit in Boulder. For residential units with three bedrooms or more, Fort Collins requires more bicycle parking spaces than Boulder, but Boulder requires more bicycle parking for studio and one bedroom units. The actual discrepancy for a given property would depend on the unit mix, which generally tends to favor more studio and one bedroom units than three (or more) bedroom units for most multifamily properties. A typical multifamily residential project unit mix with more one bedroom units than three bedroom units would result in Boulder requiring more bicycle parking than Fort Collins. The peer review comparison did not account for type of bicycle parking required (e.g. short term vs. long term).

Changes to the bicycle parking requirements in Section 9-9-6 are not recommended based on the findings from peer communities and the City's mode split and climate change goals.

Peer Review of Parking Standards

Previously, the City of Boulder completed a peer review of the off-street parking requirements of 33 peer communities across the US. This peer review was summarized in a table describing minimum and maximum off-street parking requirements by land use for each of the communities surveyed. In support of the recommended changes to the City's parking requirements, certain peer communities were surveyed in greater detail. The peer review for this phase was limited to a select handful of communities included in the larger 33 communities summarized previously.

Peer communities for further interview were selected based on the findings of the initial peer summary table and the recommended changes to the Boulder parking standards developed in this stage. The goal was to follow up with peer communities that have eliminated parking minimums or have parking standards similar to the recommended changes and gain some insight into how those standards are working in those communities. The identified communities included several that have eliminated parking minimums completely to gain more insight on how that option has been playing out in a variety of contexts. Peer communities selected to be surveyed included Longmont Colorado, Portland Oregon, Berkeley California, Raleigh North Carolina, and Minneapolis Minnesota. Contacts at Raleigh and Minneapolis could not be established in time for inclusion in this report.

Berkeley, CA

Justin Horner, Principal Planner at the City of Berkeley provided valuable insight into how parking standards in Berkeley have been working. Berkeley has no residential parking minimums in most of the city, with select exceptions for lots on narrow streets in the Hillside neighborhood that is more car dependent than the rest of the city. Due to a California state law Berkeley also has no commercial parking minimums near transit. The areas where the state law does not apply has commercial minimum parking requirements that are very similar to the Boulder-context data-supported minimums shown in **Table 3**.

Transitioning to the removal of parking minimums was aided by a previously-enacted city policy that required unbundling housing and parking costs. Many residents were already accustomed to paying for parking separately from housing and therefore were encouraged to own fewer vehicles overall. Before minimums were removed, it was a regular occurrence that developers were requesting variances to provide less parking than required. These variances were almost always granted because of the strong evidence supporting provision of less parking in the community. The experience of prior policy unbundling housing and parking from a cost perspective was pivotal in helping decision-makers become more comfortable with removing parking minimums completely. Overall, the transition to remove parking minimums in Berkeley has been successful and there have not been any negative unforeseen consequences to the change. The policy of unbundling housing and parking costs has made it difficult to identify the impact of removal of parking minimums on housing prices.

Portland, OR

The City of Portland has no minimum off-street parking requirements for any uses. The removal of all minimums was implemented in response to new state-level rules requiring the removal of parking requirements within ½ mile of frequent transit or ¾ mile of a rail station. Through a code compliance update process (similar to that being performed by the City of Boulder), it was determined that the state rules would require removing parking minimums for most of the city, so removing parking requirements for all of the city became a preferred option because of the comparative simplicity to the option of maintaining minimums in a select few areas. The code was updated to remove minimum parking requirements citywide and eliminate the variance processes to minimum parking requirements since they would no longer apply. The code changes removing parking minimums citywide went into effect on June 30, 2023.

There have been many new projects that have chosen to provide no off street parking, particularly in the form of infill residential projects. A specific comparison of development before and after the removal of parking minimums is challenging because of other updates to the development code around the same time that expanded access to tax credits and financing opportunities that

have resulted in an increase in new housing, much of which has no off-street parking. Many new multifamily residential developments without off-street have been proposed or completed since the removal of parking minimums. So far, the removal of minimums has helped spur new affordable housing development which is a benefit of implementing the policy.

Longmont, CO

As the nearest peer community that has eliminated parking minimums citywide, Longmont has experience that can inform the removal of parking minimums in a Colorado context. Ben Ortiz, a Transportation Planner with the City of Longmont, provided valuable insight into the removal of parking minimums in Longmont, and the experience of the city before and after implementation. The city removed commercial parking minimums in 2013. There have been no new developments that have come in requesting zero off-street parking since that change was implemented.

Removal of minimums has helped spur new development in some areas. For commercial centers with excess parking, creating a new lot on a portion of the parking lot and building new projects there has allowed for more efficient use of land in the city. As an example, Ben pointed to the Popeye's fast-food restaurant at 2120 Main Street. A portion of the shopping center parking lot was repurposed for the project, and the development only chose to provide 9 parking spaces. In comparison, the McDonalds fast food restaurant at 245 S Main Street was built to the previous parking code and provided 56 parking spaces. Generally, when parking minimums were in place, developers were building the minimum required number of parking spaces. Since minimums were removed, developers have been building less parking than the previous minimums. In 2018, the city also eliminated parking minimums for residential uses in mixed use corridors. At 3rd and Atwood, an affordable housing development had planned to provide 1 parking space per unit (the minimum under the previous code), and then revised the project to provide more housing units and less parking after the minimum requirement was removed.

Overall, removal of parking minimums in Longmont has been successful at enabling new infill development and encouraging more housing construction than would have been achieved before. There have been no negative consequences to removing minimums, with no spillover issues being raised. In the Colorado context, the experience of Longmont suggests that developers will continue to provide adequate parking for their sites even without any minimum required. The previous parking maximums were left in place when minimums were removed and have been functioning well – only 2 projects have ever requested exceeding maximums. Longmont was ultimately successful in building consensus to remove parking minimums by drawing the connection between climate, housing, economic, and mode share goals to the impact of land use and provision of parking.

Peer Review Summary

In all, the peer communities surveyed have found success in removing parking minimums. The removal of minimums has resulted in the construction of less parking than before and has resulted in relatively limited unexpected consequences. The experience of Berkeley suggests that parking minimums similar to the observed Boulder-context usage data can function well. Additionally, the unbundling of housing costs and parking cost in Berkeley, similar to Boulder code for RH-7 and MU-4 zone districts, helped reduce car ownership and prove that parking requirements were resulting in excess parking than market forces would require. In Longmont, removing minimums has not resulted in displacing all parking onto the street as some fear. Overall, top reasons to remove parking minimums included less regulatory burden, aligning climate and transportation policy with stated goals, reducing housing costs, and more efficient land use.

Comparison to Option of Eliminating Parking Standards

As previously noted, Colorado House Bill (HB) 24-104, effectively eliminates local parking minimum requirements for multifamily housing near high-frequency (defined as every 15 minutes during peak hours) transit lines beginning on June 30, 2025. Therefore, some elimination of parking minimums within the City of Boulder will be required. However, for the remaining land uses, decisions must be made about either modifying or eliminating parking minimums.

The potential benefits and drawbacks of removing minimum parking requirements in the City of Boulder for other land uses are explored below.

Potential Benefits of Eliminating Parking Minimums

Eliminating parking minimums entirely allows developers to determine how much off-street parking is appropriate for each development. Greater flexibility can spur new development projects that would not have been economically viable when subjected to parking minimums. For many projects, ensuring that the product is marketable will typically ensure some level of off-street parking is provided based on the type of development and location. To secure financing, developers will need to do their due diligence on the project and justify the amount of parking provided to the entities providing financing. These market forces provide a check on development that naturally supports a provision of adequate parking without regulatory oversight. The experience of Longmont supports the notion that developers will continue to provide some amount of parking on-site in the Colorado context with minimum parking requirements eliminated.

Elimination of parking minimums altogether can also streamline the development review process for the city and regulatory burdens of processing requests for parking reductions or deferrals. Removing the review of parking requirements simplifies the city's process and requires fewer

resources. The option of removing parking minimums is much less complex compared to the current system of review and approval for parking reductions and deferrals, which would remain even with the lowered requirements proposed.

Flexibility in the development code from removing parking minimums benefits both new construction and adaptive re-use projects. Adaptive re-use is the repurposing of an existing structure for a new purpose other than what it was originally built for. New projects can employ designs and building types that are not currently feasible due to parking constraints. Adaptive re-use may become much more feasible when converting existing buildings to new uses without needing to meet parking requirements for the new use.

Allowing new development to maximize buildable space for active uses instead of vehicle storage also has the benefit of improving walkability and elevating multimodal travel, which can help the city achieve its mode split, road safety, and climate action goals. Requiring parking minimums creates more space between uses and barriers for multimodal travel, while encouraging and elevating driving. Removing vehicle parking minimums would align the building code with the city's other goals for a more cohesive and holistic approach to shift travel away from single occupant vehicles to active, environmentally friendly, and safer modes. From a climate perspective, fewer surface parking lots may reduce driving and associated emissions while also potentially reducing impervious area and stormwater runoff from paved surfaces.

Additionally, eliminating parking minimums may further the city's goal of improving affordability by removing the cost of building parking from new development. Depending on the type of construction and land cost, parking construction can increase development cost by tens of thousands of dollars per parking space. Removing minimums legalizes more affordable housing types and provides more flexibility for new construction to address the housing shortage. Untying vehicle parking from housing allows for greater equity for those who cannot afford a vehicle or are unable to drive.

It is also possible that the city may see increased revenue from allowing more businesses and residents within a space that otherwise would have been largely reserved for storing automobiles. The potential for infill development increases dramatically by removing parking minimums. Currently underutilized parking lots can be repurposed for new development.

Potential Drawbacks of Eliminating Parking Minimums

Eliminating parking minimums may result in unintended consequences, particularly regarding on-street parking in established areas. Allowing projects to provide no off-street parking has the potential to increase demand for on-street parking. While peer community interviews indicate that many projects will still choose to provide adequate off-street parking without minimum requirements, it is possible that new development will occur with zero or very limited parking that

pushes demand onto the surrounding streets. Higher on-street parking demand may result in resident complaints and potentially greater instances of illegal parking. Some displacement of parking demand from off-street to on-street parking can also be expected when off-street parking is provided at a cost. It is expected that some degree of parking demand displacement is already occurring from developments that charge for parking in areas where street parking is free. Projects that choose to build less off-street parking than currently required may be able to eliminate fees for off-street parking because of the reduced upfront cost of building less parking, but eliminating parking minimums overall may increase demand for on-street parking.

Current residents who are used to existing levels of on-street parking demand may become frustrated by increased demand for on-street parking. The City of Boulder has a robust Neighborhood Parking Permit (NPP) program to ensure on-street parking availability for residents within specific areas, which is being reevaluated as part of the AMPS project. An increase in on-street parking demand from development providing less (or no) off-street parking may increase demand for NPP expansion outside of the existing zones. While eliminating parking standards may free up staff resources from development review, there may be additional demands for city staff to implement new on-street parking management strategies in the future.

Equitable access to services and opportunities may also be influenced by elimination of off-street parking requirements. The high cost of living within the City of Boulder means that many lower-income workers commute into the city. Access to opportunities in Boulder may become more challenging if the removal of parking minimums results in inadequate off-street supply and high competition for on-street parking. Fortunately, most of the City is reasonably well-served by public transportation to mitigate most access concerns.

Eliminating parking minimums overall may also influence the decision-making of developers when providing transportation demand management (TDM) measures. Under the current framework, TDM plans are key to securing reductions in required off-street parking. This system creates a synergy where developers are incentivized to create robust TDM plans in exchange for the increased flexibility and cost savings of reduced off-street parking requirements. The reduction in driving and associated parking demand is then supported by TDM. With the removal of parking minimums entirely, the City of Boulder may need to consider alternative policy levers to incentivize the creation of TDM plans and investments in TDM measures with new development. Requirements for TDM are also being evaluated as part of the AMPS project.

Conclusion and Recommendations

Real-world parking data were collected and analyzed to understand the current utilization of off-street parking at a variety of uses in the City of Boulder. The observed level of parking utilization was compared to the amount of required off-street parking in the City's code. Proposed revisions to the code are offered to reduce the amount of minimum parking required to better match the

observed Boulder-specific parking demand. An alternative code revision with parking minimums removed entirely is also offered along with a discussion of pros and cons to removing minimums citywide.

It is recommended that residential off-street parking minimums be eliminated citywide to bring the City of Boulder into compliance with new state-level land use regulations. Data driven reductions to parking minimums for nonresidential uses are recommended to be implemented if the City decides to retain parking minimums for those uses. These reduced minimums will help ensure that an appropriate amount of parking is built. No changes to the bicycle parking requirements are recommended at this time.

/SK

Empty Spaces: Rethinking Parking Requirements in Boulder

Space Wasted?

Over the last decade, many major cities around the country have taken minimum parking requirements out of their codes. Colorado legislators recently passed a bill that limits minimum parking requirements for multifamily residential development in transit rich areas.

The City of Boulder is considering removing minimum parking requirements citywide.

- How much land is already used for parking?
- What tradeoffs does the city make when we require parking?

Space For Cars In Boulder

9.82% of land is dedicated to parking
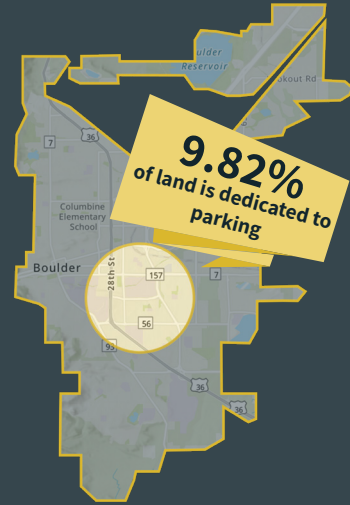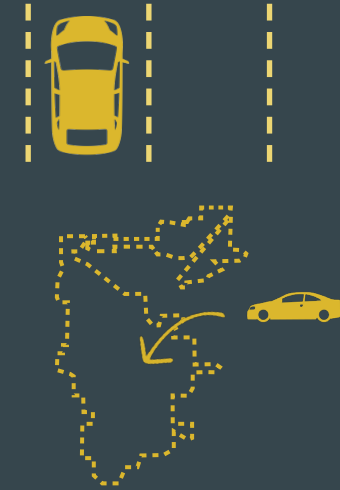
This is **1,517 acres** of parking

That's the size of **~1,150 football fields!**

A typical 2,500 sf. restaurant requires:

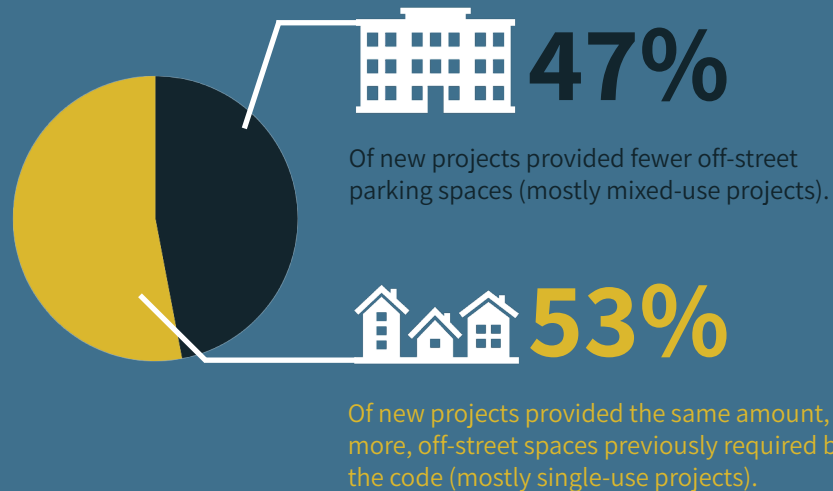**21 spaces - 3 X** the land area of the restaurant

3 Spaces exist for each household vehicle

If **every** commuter and household vehicle parked in Boulder at the same time, there would still be **extra parking spaces** left over.

Space to Learn

Buffalo, NY was the first major U.S. city to remove minimum parking requirements citywide. In the two years that followed...

47% Of new projects provided fewer off-street parking spaces (mostly mixed-use projects).

53% Of new projects provided the same amount, or more, off-street spaces previously required by the code (mostly single-use projects). ①

Space to Adapt

Removing minimum parking requirements **would**...

Allow developers or business owners to assess their own parking needs.

AND provide the amount of parking they determine will best support the development.

Removing minimum parking requirements **would not**...
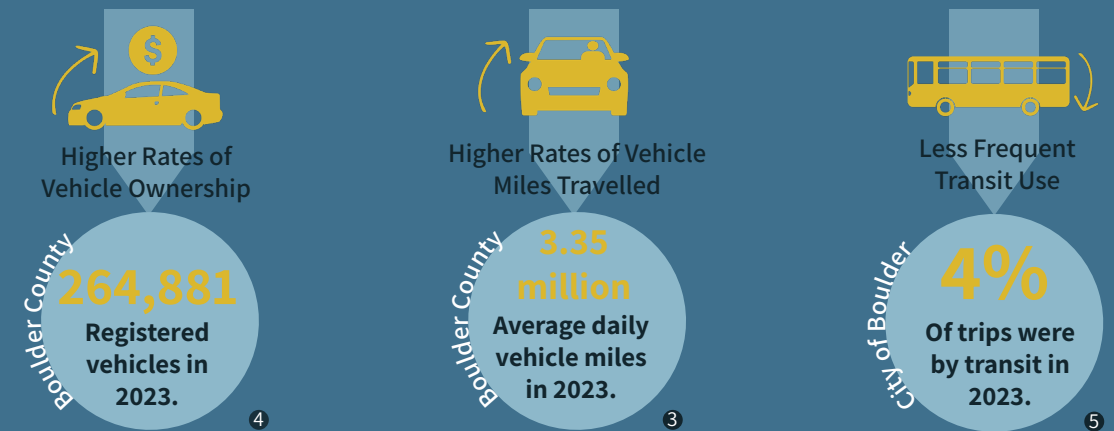
Would **NOT** remove existing parking spaces.

Would **NOT** eliminate **ALL** parking spaces.

Space to Support Climate Goals

Local government land use decisions that require a minimum amount of parking spaces beyond what is necessary to meet market demand increase vehicle miles travelled and associated greenhouse gas emissions. ②

Providing more free parking in residential developments causes:

Higher Rates of Vehicle Ownership
Boulder County **264,881** Registered vehicles in 2023. ④

Higher Rates of Vehicle Miles Travelled
Boulder County **3.35 million** Average daily vehicle miles in 2023. ③

Less Frequent Transit Use
City of Boulder **4%** Of trips were by transit in 2023. ⑤

Space for New Strategies

Transportation demand management (TDM) is a set of strategies to make transportation more efficient and convenient, like:

- EcoPass Program: Incentivize public transit use
- Bike share programs & improved bike parking
- Rent incentives: unbundled parking
- Shared parking

On-street parking management involves the planning, measuring, managing, allocating, and enforcement of the uses and users of the curb by the city like:

- Efficient, proactive, flexible
- Timed parking
- Paid parking
- Permit programs
- Loading zones

Space Reimagined

The removal of parking minimums would allow developers to reimagine land use in a creative way and meet the goals laid out in the Boulder Valley Comprehensive Plan. **How can we reimagine these spaces?**

Pocket Parks

Affordable Housing Units

Walkable Neighborhoods

Citations: Item 1 - AMPS Parking / TDM Project Update

1. Hess, D. B., & Rehler, J. (2021). Minus Minimums: Development Response to the Removal of Minimum Parking Requirements in Buffalo (NY). Journal of the American Planning Association, 87(3), 396–408. https://doi.org/10.1080/01944363.2020.1864225

2. House Bill 24-1304 Millard-Ball, A., West, J., Rezaei, N., & Desai, G. (2022). What do residential lotteries show us about transportation choices? Urban Studies, 59(2), 434-452. https://doi.org/10.1177/0042098021995139

3. Colorado Department of Transportation. (2023). Daily Vehicle Miles of Travel (DVMT) for All Vehicles by County.

4. Motor Vehicle Statistics. Boulder County. (2024, July 11). https://bouldercounty.gov/records/motor-vehicle/additional-motor-vehicle-resources/statistics/

5. Modal Shift in Boulder Valley. 2023 Travel Diary

To: Samantha Bromberg, City of Boulder, Community Vitality Department
From: DIXON Resources Unlimited (DIXON)
Date: December 16, 2024
Subject: Neighborhood Permit Parking Strategy Plan Summary

PLAN STRATEGIES

The following strategies have been developed as a toolkit to update the Neighborhood Permit Parking (NPP) program. This update is crucial to support positive parking management of existing NPP zones and areas impacted by new or re-development.

Each of the **Plan Strategies** recommended for Boulder is firmly grounded in the Project Purpose & Goals that were developed through the City's Project Team. This alignment ensures the strategies are directly addressing the city's needs and goals.

The City's Residential Access Management Program (RAMP) has developed the following Project Purpose & Goals, which all Plan strategies should be considered.

- Explore the creation of new tools within the Residential Access Management Program (RAMP) and modification of the existing Neighborhood Permit Parking (NPP) Program to **mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand.**
- **Enhance accessibility and reduce congestion** in the residential neighborhoods surrounding new development.
- Consider tools that complement the Transportation Demand Management (TDM) Plan requirements for new development and are aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to **encourage multimodal transportation options and support walking, biking, and transit use**.

Additionally, the Plan includes additional goals to support the RAMP project.

- **Easy to navigate** with clear information about where parking is available and how to park when you arrive.
- **Data-driven**, committed to regularly collecting good data to help inform decision-making.
- **Flexible** enough to evolve and respond to the future needs of residents, the business community, and visitors.

A. RECOMMENDATIONS FOR THE EXISTING NPP PROGRAM

The following strategies are intended to address parking management objectives and impacts in the existing NPP program.

A-1. Analyze and adjust policies for non-residential parking in NPP areas.

NPPs throughout the City are primarily in areas where an external factor impacts parking demand, such as areas near a commercial district or surrounding a school. The NPPs are intended to balance the needs of those who park on City streets, including residents, visitors,

City of Boulder – Neighborhood Permit Parking Strategy Plan Summary   1

and commuters. Many of these NPP streets also have a once-per-day, two- or three-hour parking restriction. This allows non-permit holders to park short-term on an NPP block for visiting a residence, business, or conducting other activities. In some cases, this once-per-day, two- or three-hour restriction does not serve the parking needs of the non-permit holders. The City should evaluate the non-permit holder regulations to determine if a better community-fitting solution can be implemented, such as longer time limits or the allowance to park multiple times daily.

Another option is to implement paid parking in some of the neighborhoods. Paid parking is a dynamic parking management tool that can be considered on neighborhood streets to manage parking demand from schools and nearby commercial districts, depending on evolving parking needs. Paid parking technology also provides unique customer service and incentive opportunities that are not possible with time limits alone. Paid parking offers several benefits, including incentive programs such as providing a digital wallet that gives a specific dollar amount of free parking when you load the wallet, utilizing rate structures to influence driver behavior, and encouraging drivers to shift to alternative modes of transportation.

Adding paid parking in these areas can help increase parking options and address non-residential demand in NPP areas with a need for non-residential parking (e.g., around schools and near commercial districts) while still creating turnover that frees up parking spaces for residents.

Goals Met	
Mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand	☑
Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development	☑
Aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use	☑
Easy to navigate with clear information about where parking is available and how to park when you arrive.	☑
Data-driven, committed to regularly collecting good data to help inform decision-making.	☑
Flexible enough to evolve and respond to the future needs of residents, the business community, and visitors.	☑

A-2. Designate blocks around BVSD elementary schools as "Park and Walk" to increase school access parking options for parents.

The Boulder Valley School District (BVSD) promotes a "Park and Walk" challenge on its webpage. This program not only promotes physical activity but also may allow the City to evaluate parking around the schools and develop a plan to address the needs of non-residential parking differently, including changes to time limits and other restrictions for non-permit parkers. The 'Park and Walk' strategy can significantly increase school parking options for parents, thereby reducing congestion and improving accessibility.

Goals Met	
Mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand	☑
Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development	☑
Aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use	☑
Easy to navigate with clear information about where parking is available and how to park when you arrive.	☑
Data-driven, committed to regularly collecting good data to help inform decision-making.	☑
Flexible enough to evolve and respond to the future needs of residents, the business community, and visitors.	☑

A-3. Limit the number of permits for residential guests and visitors in high-demand NPP zones to help ensure parking is available for resident vehicles.

Demand in certain NPP zones exceeds the available parking supply, making parking for residents difficult. The City should consider limiting the number of residential guest and visitor permits available in these areas to ensure better access for residents and other users. Residents are currently able to purchase two visitor permits. These permits have no limit to how often they can be used throughout the year and can be misused. Additionally, residents are entitled to two free, two-week guest permits per year and can purchase up to ten more. It would benefit the City to analyze the parking occupancy data in these high-demand areas to determine how many guest and visitor parking permits are utilized. Following the analysis, guest and visitor parking reduction should be considered. Consolidating the guest permit options simplifies the permit types while still allowing guest access.

Goals Met	
Mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand	☑
Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development	
Aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use	
Easy to navigate with clear information about where parking is available and how to park when you arrive.	
Data-driven, committed to regularly collecting good data to help inform decision-making.	☑
Flexible enough to evolve and respond to the future needs of residents, the business community, and visitors.	☑

A-4. Limit parking permits to one per licensed driver to reduce on-street vehicle storage.

The City should consider limiting permits to one permit per eligible resident. With the growing number of people living in each household, more vehicles are needed to support those additional residents. Limiting permits to one per eligible resident simultaneously reduces

City of Boulder – Neighborhood Permit Parking Strategy Plan Summary 3

excess parking demand and provides an equitable solution for residents who cannot give up their vehicles. Once permits are limited to one per eligible driver, the number of permits per household will also be limited to how many drivers live there. This will align permit allocations with the actual need, rather than a one-size-fits-all maximum, and ensure permits are only used by those who need a permit for their vehicle.

Additionally, implementing an escalating rate model will encourage larger households to utilize off-street parking if available. For households with multiple drivers, additional permits should be offered at a higher premium rate. The rationale behind the escalating rate model is to ensure that those who use more public parking resources contribute more to the cost of managing those resources, promoting fairness and discouraging excessive use of public parking. Ideally, the City should increase the permit fee for additional permits purchased after four per household.

Goals Met	
Mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand	☑
Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development	
Aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use	
Easy to navigate with clear information about where parking is available and how to park when you arrive.	
Data-driven, committed to regularly collecting good data to help inform decision-making.	☑
Flexible enough to evolve and respond to the future needs of residents, the business community, and visitors.	☑

A-5. Implement a TDM wallet to encourage alternate modes of transportation.

A TDM wallet allows users to pay for transportation alternatives like buses and shared e-bikes/e-scooters. Cities such as Portland, Pittsburgh, and Los Angeles have launched these programs to increase alternate modes of transit, reduce greenhouse gases, and increase travel access to lower-income households.

To begin, the City should evaluate TDM/mobility wallet vendors. These vendors will work to establish the necessary integrations with the various City TDM options and help the City determine the framework for participation.

Goals Met	
Mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand	☑
Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development	☑
Aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use	☑

City of Boulder – Neighborhood Permit Parking Strategy Plan Summary 4

Goals Met	
Easy to navigate with clear information about where parking is available and how to park when you arrive.	☑
Data-driven, committed to regularly collecting good data to help inform decision-making.	☑
Flexible enough to evolve and respond to the future needs of residents, the business community, and visitors.	☑

A-6. Regulate mixed-use area participation in NPPs by requiring a certain percentage of the addresses on the block to be residential to help ensure access to parking is equitable to the needs of the area.

High-density residential development is created to increase accessibility to residential areas close to major shopping, transportation, and employment centers. In mixed-use, multiple uses (such as residential and commercial) are combined into a single building or area. While most NPPs are created to provide access for residents near their homes, mixed-use areas have differing demands for on-street parking, including customer/visitor parking and employee parking, in addition to the needs of the block's residents. The City should consider limiting or restricting mixed-use participation in the NPP program.

Goals Met	
Mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand	☑
Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development	
Aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use	☑
Easy to navigate with clear information about where parking is available and how to park when you arrive.	
Data-driven, committed to regularly collecting good data to help inform decision-making.	☑
Flexible enough to evolve and respond to the future needs of residents, the business community, and visitors.	

B. NEW/RE-DEVELOPMENT STRATEGIES

B-1. Limit the application of permit parking for areas impacted by commercial parking demand, schools, and recreational facilities to help ensure NPPs are reasonable but allow for residential access.

Equitable curbside access continues to be a priority of the City of Boulder. NPP programs should be implemented as a last option solution for parking demand management. Only in those areas where the curbside is significantly impacted in residential neighborhoods/blocks and residents lack access to the curb should the City consider implementing an NPP. With new and re-development, there may be additional demand for on-street parking. The City currently evaluates visitor and resident occupancy when creating an NPP zone. In addition, the City

City of Boulder – Neighborhood Permit Parking Strategy Plan Summary   5

should consider updating its policies only to consider only implementing new NPPs or new NPP blocks where there is an impact from commercial parking demand, schools, and recreational facilities to help ensure NPPs are reasonable but allow for residential access. These NPPs should be continually monitored to ensure the NPP is still needed.

Goals Met	
Mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand	☑
Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development	
Aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use	☑
Easy to navigate with clear information about where parking is available and how to park when you arrive.	
Data-driven, committed to regularly collecting good data to help inform decision-making.	☑
Flexible enough to evolve and respond to the future needs of residents, the business community, and visitors.	☑

B-2. Create a trigger action based on new / re-development for implementing a new NPP to ensure that the implementation of new NPPs is timely and responsive to the changing urban landscape.

As noted in B-2, the demand for curbside parking is projected to increase with new and re-development. The City should consider that any new/re-development planned over a specific number of units or commercial development over a particular size would trigger a parking study. The parking study should include occupancy and utilization data collection with an analysis of the anticipated increased parking demand upon the completion of the development. Based on this study, the City could implement an NPP before the development is completed to help mitigate parking demand and supply challenges.

Goals Met	
Mitigate the parking impacts of denser development in residential zones by proactively managing curbside demand	☑
Enhance accessibility and reduce congestion in the residential neighborhoods surrounding new development	
Aligned with the Transportation Master Plan (TMP) and Boulder Valley Comprehensive Plan goals and policies to encourage multimodal transportation options and support walking, biking, and transit use	☑
Easy to navigate with clear information about where parking is available and how to park when you arrive.	
Data-driven, committed to regularly collecting good data to help inform decision-making.	☑
Flexible enough to evolve and respond to the future needs of residents, the business community, and visitors.	☑

STRATEGY IMPACT MATRIX

Strategy	Low-Impact Option	Mid-Impact Option	High-Impact Option
A-1. Analyze and adjust policies for non-residential parking in NPP areas	Keep all NPP blocks restricted to 2-3 hours of parking once per day except for commuter permit holders, residents, and their guests.	Pilot a phased implementation of a blended zone in a high utilization area that includes NPPs, time limits, and paid parking to provide a variety of parking options to all users.	Expand paid parking to all existing NPP zones.
A-2. Designate blocks around BVSD elementary schools as "Park and Walk" to increase school access parking options for parents.	Keep existing NPP time-limited policies and make no changes to increase curbside access for areas around schools.	Adopt a parking policy in NPPs near BVSD elementary schools for "Park and Walk" that provides for longer or multiple parking sessions daily on blocks near the schools.	Eliminate NPP zones around schools where primary use should be for school access.
A-3. Limit the number of permits for resident guests and visitors in high-demand NPP zones to help ensure parking is available for resident vehicles.	Keep NPP guest and visitor parking permit limits as is.	Limit the number of residential guest and visitor permits and set a total zone maximum number of permits that can be issued.	Restrict all residential guest and visitor permits in zones which regularly exceed 85% to ensure parking availability to all non-residents.
A-4. Limit parking permits to one per licensed driver to reduce on-street vehicle storage.	Keep permit allocations and rates the same.	Eliminate the two permit maximum per person and allow one permit purchase per licensed driver. Assess the change in the number of permits issued after each year and, if necessary, cap the total number of permits issued per NPP zone.	Reduce the permit maximum in NPPs from two permits per person to two permits per household and annually increase permit fees by a fixed amount.

City of Boulder – Neighborhood Permit Parking Strategy Plan Summary   7

Strategy	Low-Impact Option	Mid-Impact Option	High-Impact Option
A-5. Implement a TDM wallet to encourage alternate modes of transportation.	Offer a TDM wallet to all NPP residents at cost.	Introduce a TDM wallet to all NPP residents at cost, with subsidized options in specific circumstances. These include NPPs who opt into paid parking, low-income households, or those with proof of no vehicle ownership.	Offer a free TDM wallet to all NPP residents, subsidized by the general fund.
A-6. Regulate mixed-use area participation in NPPs by requiring a certain percentage of the addresses on the block to be residential to help ensure access to parking is equitable to the needs of the area.	Allow all new/re-development participation in NPPs, regardless of the number of units, off-street parking availability, and mixed-use status.	Provide residents in mixed-use neighborhoods or buildings the option to participate in NPPs but limit the number of permits available.	Restrict all new/re-development buildings from participating in NPPs.
B-1. Limit the application of permit parking for areas impacted by commercial parking demand, schools, and recreational facilities to help ensure NPPs are reasonable but allow for residential access.	Continue to process new NPP zone requests with no changes.	Limit all new NPP block and zone applications within 3 blocks of a commercial zone, school, and recreational facility.	Prohibit all new NPP blocks and zones.
B-2. Create a trigger action based on new / re-development for implementing a new NPP to ensure that the implementation of new NPPs is timely and responsive to the changing urban landscape.	Take no additional actions.	Implement a new NPP in an area impacted by a new/re-development based on utilization data and anticipated new trip generation.	Automatically implement an NPP in an area where there is a new/re-development.

City of Boulder – Neighborhood Permit Parking Strategy Plan Summary   8

COMPARABLE CITIES BEST PRACTICES

The following table summarizes some parking management best practices from other agencies that have eliminated or lowered parking minimums.

City	Best Practice	Context
Costa Mesa, CA[1] Portland, OR[2]	Parking permits are limited to one per licensed driver.	Limiting permits to one per eligible resident simultaneously reduces excess parking demand and provides an equitable solution for residents who cannot give up their vehicles.
Columbus, OH[3]	The residential parking permit program is blended with paid parking for non-permit holders.	Paid parking is a dynamic parking management tool that can be considered on neighborhood streets to manage parking demand from schools and nearby commercial districts, depending on evolving parking needs. Adding paid parking in these areas can help increase parking options and address non-residential demand in NPP areas with a need for non-residential parking (e.g., around schools and near commercial districts) while still creating turnover that frees up parking spaces for residents.
Eugene, OR[4]	Separates long-term renters/property owners from short-term renter permits.	Eugene, OR, like Boulder, has a large student body population. Residential permits in Eugene have separate pricing structures and renewal terms for short-term and long-term residents. Long-term residents must provide documentation to show they have lived at their current address for more than 4 years to qualify for a lower annual rate. Short-term residents are offered quarterly permits at a higher rate. This strategy makes it more expensive for students living off-campus to bring a vehicle with them.

---

[1] https://www.costamesaca.gov/trending/residential-permit-parking-program
[2] https://www.portland.gov/transportation/parking/documents/northwest-portland-zone-m-parking-program-changes/download
[3] https://www.parking-mobility.org/2018/12/12/member-news-parkmobile-launches-new-parkcolumbus-app-offering-mobile-parking-payments-in-the-city-of-columbus/
[4] https://www.eugene-or.gov/781/Residential-Permits

City	Best Practice	Context
Berkeley, CA[5]	Parking permit programs can only be established in areas where 51% of the block front has a residential-coded address.	Addressing the overall parking needs of each block and ensuring equitable parking for all is imperative to balancing parking management. Only blocks where the primary use is for residential parking should a permit program be considered.
Denver, CO[6]	The driver's license and vehicle registration must match the address on the parking permit.	Requiring a valid driver's license and vehicle registration with a matching permit address ensures that actual residents of a given neighborhood are utilizing permits.
	Addresses located within a residential parking permit zone and in a large multi-unit dwelling may be ineligible for RPPs when the number of units is significantly greater than the immediate on-street parking supply.	Restricting buildings with total units larger than the block's supply ensures access availability to all residents of a given block/zone.
Denver, CO[6] Estes Park, CO[7]	The number of permits per household is based on the off-street parking available. Downtown residential parking permits are only available to those who do not have access to private parking.	Limiting the number of permits to only households that do not have off-street parking ensures that residents are fully utilizing their on-site parking resources, including garages and driveways.
Seattle, WA[8]	Guest/visitor permits are restricted to one per household.	Restricting guest and visitor permits can ensure that they are used only by guests and visitors and not utilized by residents who should purchase residential permits. This cuts down on improper use of permits.

---

[5] https://berkeley.municipal.codes/BMC/14.72.050
[6]   https://www.denvergov.org/Government/Agencies-Departments-Offices/Agencies-Departments-Offices-Directory/Parking-Division/Permits/Residential-Parking-Permits
[7] https://estespark.colorado.gov/parking
[8]   https://www.seattle.gov/transportation/projects-and-programs/programs/parking-program/restricted-parking-zone-program/rpz-faq#caniuseaguesthangtaginmyowncar

City	Best Practice	Context
Albany, NY[9]	Residents have 15 days after a permit expires to renew, or they have to reapply. Residents have the option to auto-renew their parking permits.	By setting a deadline for permit renewals, residents can keep their permit, and the city can open that permit up to someone else once the time has elapsed. By including auto-renewal, residents can have their permits renewed without (or with limited) additional interaction.
Alexandria, VA[10] Berkeley, CA[11]	Restricts permits from being issued to newly constructed residential units.	With the reduction of parking minimums and to meet their continued sustainability goals, cities may exclude new/re-development buildings from participation in residential parking permit programs.
Costa Mesa, CA[12]	Parking permit zones are only eligible to be established in neighborhoods impacted by commercial parking demand, schools, recreational facilities, fairgrounds, and impacts from neighboring cities.	Some cities only consider introducing parking permit zones in neighborhoods experiencing external parking demand (not from other local residents). The program's intent should simply be to safeguard access for residents and their guests.

---

[9] https://www.albanyny.gov/760/Parking-Permits

[10] https://media.alexandriava.gov/docs-archives/2017-06-13---final-rpp-for-development-policy.pdf?_gl=1*3vidmj*_ga*MTIwNzcwOTczMS4xNzM0Mzc4MzM3*_ga_249CRKJTTH*MTczNDM3ODMzNy4xLjEuMTczNDM3ODQ0NS4wLjAuMA..

[11] https://berkeley.municipal.codes/BMC/14.72.080

[12] https://www.costamesaca.gov/trending/residential-permit-parking-program

City of Boulder – Neighborhood Permit Parking Strategy Plan Summary   11

ATTACHMENT E: ON-STREET PARKING MANAGEMENT STRATEGY IMPACT MATRIX

Strategy	Low-Impact Option	Mid-Impact Option	High Impact Option
A-1. Analyze and adjust policies for non-residential parking in NPP areas	No Change – retain 2-3 hour once per day parking except for commuter permit holders, residents, and their guests.	Pilot a phased implementation of a blended zone in a high utilization area that includes NPP, time limits, and paid parking to provide a greater variety of parking options to all users.	Expand paid parking to all existing NPP zones.
A-2. Designate blocks around BVSD elementary schools as "Park and Walk" to increase school access parking options for parents.	No Change – retain existing time-limited polices and make no changes to increase curbside access for areas around BVSD elementary schools.	Adopt a parking policy in NPPs near BVSD elementary schools for "Park and Walk" that provides for longer or multiple parking sessions daily on blocks near the schools.	Eliminate NPP zones around BVSD elementary schools where primary use should be for school access.
A-3. Limit the number of permits for resident guests and visitors in high-demand NPP zones to help ensure parking is available for resident and non-resident vehicles.	No Change - Keep NPP guest and visitor parking permit limits as is.	Reduce the number of guest and visitor permits available based on utilization of on-street parking in the zone. Consolidate guest and visitor permits into a simplified system.	Restrict or eliminate all residential guest and visitor permits in zones which regularly exceed 85% to ensure parking availability to non-residents.
A-4. Limit parking permits to one per licensed driver to reduce on-street vehicle storage.	No Change- Keep the current limit of two permits per person, and no limit per household.	Limit residential permits to one per licensed driver. Assess the change in the number of permits issued after each year and, if necessary, cap the total number of permits issued per NPP zone.	Reduce the permit maximum in NPPs from two permits per person to one per licensed driver and consider escalating permit fees per household after a certain number of permits have been purchased.
A-5. Implement a TDM wallet to encourage alternate modes of transportation.	Offer an optional TDM wallet to all NPP residents at cost (no subsidy).	Introduce a TDM wallet to all NPP residents at cost, with subsidized options in specific circumstances. These include NPPs who opt	Offer a free TDM wallet to all NPP residents, subsidized by the general fund.

1

Strategy	Low-Impact Option	Mid-Impact Option	High Impact Option
		into paid parking, low-income households, or those with proof of no vehicle ownership.	
A-6. Regulate mixed-use area participation in NPPs to help ensure access to parking is equitable to the needs of the area.	Allow participation in NPPs, regardless of the number of units, off-street parking availability, and mixed-use status.	Provide residents in mixed-use neighborhoods or buildings the option to participate in NPPs but limit the number of permits available.	Restrict all new/re-development buildings from participating in NPPs.
B-1. Limit the application of permit parking to areas impacted by commercial parking demand, schools, and recreational facilities.	Continue to process new NPP zone requests with no changes.	Limit all new NPP block and zone applications to only areas within a certain number of blocks of a commercial zone, school, and recreational facility.	Prohibit all new NPP blocks and zones.
B-2. Create a trigger action based on new / re-development for implementing a new NPP to ensure that the implementation of new NPPs is timely and responsive to the changing urban landscape.	Current structure remains, where NPP's are only considered after resident petition.	Develop thresholds for when a new NPP is proposed for an area impacted by new/ redevelopment based on utilization data and anticipated new trip generation.	Automatically implement an NPP in an area where there is a new/redevelopment.