

EXECUTIVE SUMMARY

The City of Burlington started its residential parking program in the 1990s to regulate on-street parking in the neighborhoods around Centennial Field. Since then, streets with resident parking restrictions have expanded to over eight miles of curbside parking, located predominantly in neighborhoods adjacent to high parking generators such as the University of Vermont (UVM), the UVM Medical Center, and portions of downtown.

The 2011 Burlington Municipal Development Plan (PlanBTV) recommended that a Residential Parking Study be conducted to formally review the existing program and recommend revisions to management, administration, and enforcement of on-street parking in residential areas. The Study is jointly sponsored by the City and the Chittenden County Regional Planning Commission (CCRPC), and consisted of the following tasks:

- Analysis of the current residential parking streets, regulations, and trends;
- Review of residential parking practices in comparable cities;
- Comprehensive analysis of parking supply and demand in three representative Burlington neighborhoods;
- Extensive public outreach, including two public meetings, four Advisory Committee meetings, Neighborhood Planning Assembly meetings, and online comment tools.
- Recommend approaches and strategies that allow for flexibility to improve residential area parking management.

The Plan strives to achieve the following objectives to improve parking in residential areas:

- Balance parking needs of residents, visitors, and commuters.
- Account for neighborhood need and quality of life.
- Administer a program that is fair and transparent.
- Consider the highest and best use of the public right-of-way.
- Streamline the administrative process.
- Apply a data driven approach.
- Utilize market-responsive feedback.
- Address the need to maintain city transportation infrastructure.

The Plan recommends the continuation of seven general parking management approaches, in which the City is currently engaged, and recommends nine strategies that are new or important modifications of the existing residential permit program (RPP). The over-arching goal is to achieve an optimal parking management approach that preserves the livability of Burlington neighborhoods while finding the best use of the public Right-of-Way. **None of the strategies proposes removing existing resident-only parking restrictions.**

To improve parking in residential areas, this Plan recommends a menu of strategies that can be in-lieu of or in addition to residential parking permits. General parking management



strategies can be implemented at any time. To improve the residential permit program, nine strategies are recommended for implementation over the short-term (0-1 year), mid-term (1-3 years), and long-term (3+ years). The table below provides a summary description of the residential parking toolbox with seven General Parking Management Approaches and nine Strategies for the residential permit program, the time frame for implementation, and the City departments (or other agencies) responsible for spearheading and supporting the strategies.

		Description	Responsible City Department/Agency	
			Lead	Supporting Department/Agency
General Parking Management Approaches	Strategic Approaches	Encourage and Improve Sustainable Transportation Modes	DPW	CEDO, Planning, CATMA, CCTA, CCRPC, CarShareVT, Institutions
		Encourage Satellite Parking and Incentivize Parking in Remote Lots	DPW	CEDO, Planning, CATMA, Institutions, CCTA
		Improve Signage and Wayfinding	DPW	
	Tactical Approaches	Install Parking Meters/Paystations	DPW	Burlington Police Department
		Implement Parking Time Limits in Non-RPP Areas	DPW	
		Stripe Parking Stalls	DPW	Burlington Police Department
		Improve Lawn Parking Ban Enforcement	BPD	DPW, Code Enforcement
Short-Term Residential Permit Program Strategies				
0-1 year	1	Provide Online Residential Permit Resources: Downloadable Application and Renewal Documents	BPD	DPW
	2	Establish Commuter Parking Permit Program (3-Year Pilot Program)	DPW	Burlington Police Department
	3	Establish Residential Parking Permit Periods Based on Supply and Demand	DPW	Burlington Police Department
	4	Evaluate Residential Parking Areas Rather Than Streets	DPW	Burlington Police Department
	5	Streamline the Process for Petitioning for Resident-Only Parking	DPW	Burlington Police Department
	6	Establish Process for Removing or Reallocating Residential Parking	DPW	Burlington Police Department
Mid-Term Residential Permit Program Strategies				
1-3 years	1 (mid-term)	Provide Online Residential Permit Resources: Comprehensive Program Information	DPW	Burlington Police Department
	7	Revise Program to Incorporate Fee Structure and to Allocate a Maximum of 4 Permits per Dwelling Unit	BPD	DPW, Planning
	8	Establish Construction and In-Home Care Permits	BPD	DPW, Planning
Long-Term Residential Permit Program Strategies				
>3 years	1 (long-term)	Provide Online Residential Permit Resources: Online Payment of Permits and Fines	DPW	Burlington Police Department
	9	Improve Enforcement Technology	BPD	DPW

The Study recommends that the City review the residential parking program every five years, to determine whether modifications are necessary to better address community goals.

Downtown Burlington Parking and Transportation Initiative

EXECUTIVE SUMMARY

October 16, 2015

INTRODUCTION

The City of Burlington has historically been governed by the idea that parking is a necessary utility to support downtown commerce and development, and as such needs to be provided at no or low cost in as much abundance as possible. Since it has not been viewed as a comprehensive system, parking management tasks have been split up among various City departments. While some efficiencies were achieved under this model, it also led to a parking system where core functions were fractured and subject to conflicting missions. Managing parking as a utility means that little thought is given to the bigger picture, including the availability and role of non-motorized modes of transportation and the impact of parking on quality of life; and even less thought is given to the financial sustainability of the fractured system.

Burlington has reached a point in its evolution as a City where it is prepared to move away from the core philosophy of parking as a base utility, including the 'more is better' perspective and its attendant policies. Following the cues of comparable communities across the country, Burlington is prepared to shift perspective and start treating transportation access to downtown as a mechanism for economic and community development, *adopting a 'smart use' philosophy* toward the development, management, and financial stability of parking assets and complementary transportation access options. This new school of thought is also a conscious step away from the traditional 'car is king' approach to transportation and towards a stance that integrates driving and parking as one in a broad array of transportation choices.

SYSTEM GOALS, OBJECTIVES AND PRINCIPLES

Goals:

The downtown parking and transportation system will be designed and operated to:

- ◆ **Deliver a consistently positive customer experience**
- ◆ **Ensure the continued vitality of downtown Burlington**
- ◆ **Create a parking system which is fiscally sound and operationally efficient**

Objectives:

- ◆ Provide a high quality parking service which serves customers arriving by all vehicles
- ◆ Set prices and manage availability to support the needs of users and the community
- ◆ Actively promote and support the use of a wide range of transportation modes
- ◆ Provide robust and effective information and on-line services and tools
- ◆ Support new development in downtown Burlington
- ◆ Collect data on system usage and use that data to inform policy

- ◆ Respond to constituents' changing needs and concerns
- ◆ Improve the fiscal operations of the system
- ◆ Sponsor non-core programs and events
- ◆ Operate facilities, services and programs that are environmentally responsible
- ◆ Improve management of downtown parking assets while implementing strategies to preserve the quality of life in transition zone areas

Principles:

To achieve these goals and objectives, the following principles must be followed:

- ◆ There must be governing body overseeing the downtown parking system that has representation from both the public and private sectors.
- ◆ There must be more structured coordination between the public and private parking systems.
- ◆ The downtown private parking assets must be more accessible for public use.
- ◆ The parking system must become a parking and transportation service, which supports multiple modes.

BIG PICTURE

1. Burlington Parking Initiative Off to a Good Start

- ◆ Burlington's Traffic Fund outperformed its FY 2015 budget
- ◆ Occupancy and turnover rates in Downtown Core are improved
- ◆ Downtown Parking Team gathered feedback from 100s of community members and leaders
- ◆ Garage repair and improvement work is underway
- ◆ Public and area stakeholders support parking change
- ◆ Data collection is ongoing, with results informing 4-year plan

2. Topline Recommendations from DESMAN, Inc.

- ◆ Offer a range of parking options and price points that reflect demand
- ◆ Employ new technology like Pay-by-Phone to improve customer experience
- ◆ Complete Parking garage capital improvements in phases – 2015-2017, with a focus on cleanliness and safety
- ◆ Bring private parking lots and garages into the system
 - Open currently private spaces for public use through a myriad of strategies
- ◆ Retool 2-hour free parking in the Marketplace Garage and offer a merchant validation program in its stead
- ◆ Promote active transportation modes - such as walking, bicycling, and public transit - via targeted and proactive education and outreach
 - Offer more on-line services including paying for parking, leases, and violations
- ◆ Add secure bicycle parking as a system-wide service and prioritize it in downtown transportation strategy
- ◆ Offer special programs for employers and their employees

3. Some Things Should Remain Consistent

- ◆ No changes are recommended to current Snow Ban parking policy - garages will still serve as snow ban parking
- ◆ Lakeview and College Street Garages would have no changes in the 2-hour free parking program
- ◆ Parking enforcement in the evenings in the core of downtown should remain as long as occupancy data supports it
- ◆ Multiple forms of payment at meters and pay kiosks have been hugely successful - this should be continued
- ◆ It is recommended that parking downtown should continue to be unenforced on Sunday mornings

PARKING POLICY AND OPERATIONS RECOMMENDATIONS

Phase 1: August to December 2015

Finalize pilot projects, continue capital work and engage the community on parking recommendations and changes.

On-street

Finalize Smart Meter Pilot

Evaluate and report out on meter types, rates, and enforcement hours system-wide

Gather feedback from stakeholders on system changes

Implement a pay-by-phone application for parking

Garages

- ◆ Establish regular cycle to do annual cleaning, maintenance, and seasonal work in garages
- ◆ Begin operating Marketplace Garage on 24/6 schedule and adjust garage attendant schedules and seasonal work in garages to harness the benefit of automated lanes
- ◆ Complete 2015 capital work, including major renovation of Marketplace Garage elevator
- ◆ Add daytime security services to Marketplace Garage
- ◆ Install wayfinding signage

Private Parking

- ◆ Continue discussions with Burlington's four large garage owners about parking management agreements using recommended strategies in the plan
- ◆ Work on reform of related zoning issues to allow for more parking uses

Marketing and Outreach

Launch next phase of a parking and transportation website, parkburlington.com

Include a broad range of parking and transportation resources and links, including those for public transit, bike parking and routes, and specific parking like handicap accessible, electric cars, and others

Work on adding pay for parking and citation services

Engage a broad range of stakeholders for feedback on parking system recommendations

Launch Interactive Parking Map

Phase 2: 2016

Begin approval process and implementation of parking recommendations while continuing capital improvements. Launch discussions on the creation of a Downtown Improvement District and use the feedback to write a plan.

On-Street

- ◆ Adjust enforcement hours and/or rates based on desired 85% occupancy, including the introduction of Sunday enforcement starting at noon
- ◆ Implement 4-tiered system for parking meters as outlined below with some seasonal adjustment within tiers (see Table I)
- ◆ Evaluate and report out on charging for parking 7 days a week.
- ◆ Relocate Main St. parking kiosks to surface lots, replace with smart meters
- ◆ Implement monthly data gathering and analysis to inform short and long term parking policy.

Table 1 - Proposed On-Street Parking System

Designation:	Tier 1	Tier 2	Tier 3	Tier 4
Application:	All 15 and 30 minute meters and time limited spaces	High-demand downtown core	Selected time limited and 3-hour metered spaces	Selected unlimited, time limited, 3- and 10-hour metered spaces
Technology and Policy:	Yellow 30-minute meters @ \$2.00/hour (\$0.50/15 minutes)	Grey "Smart" meters @ \$1.50/hour with no time limits	Blue "Smart" meters @ \$1.00/hour w 3-hour maximum	Brown long-term meters @ \$0.50/hour
Hours of Enforcement:	8 AM - 10 PM, Monday through Sunday	8 AM - 10 PM, Monday through Saturday (Noon - 10 PM, Sunday)	8 AM - 6 PM, Monday through Saturday	8 AM - 6 PM, Monday through Saturday

Garages

- ◆ Launch interim validation program for City garages, whereby downtown businesses receive coupons for customers. The technology for this program would be updated when the garage system is overhauled in Phase 3.
- ◆ Develop and implement Standards of Care
- ◆ Develop and implement an Operations Manual
- ◆ Adjust rates in City garages based on short and long term use patterns
- ◆ Develop and implement the following additional pricing policies at Lakeview and College:
 - Free or low-cost on Sunday
 - Flat-fee "night rate" from 4pm-3am
 - Downtown employee discounted parking program
- ◆ Begin operating Marketplace Garage 24/7
- ◆ Remove 2-hour free at Marketplace Garage once validation program established

Private Parking

- ◆ Craft draft agreements with at least 2 large downtown garages
- ◆ Begin working with larger lots owners on shared solutions

Bicycle Parking

- ◆ Work with nonprofit partners and bike users to identify priority locations for additional bike parking
- ◆ Install substantial additional bike parking and upgrade current racks located within the public right of way across downtown
- ◆ Work with private property owners to create more publicly accessible bike parking on private property, both indoor and outdoor, including secure bike parking options
- ◆ Add substantial quantities of secure bike parking to all public garages and ensure that it is sited, installed, and managed in ways that promote easy access and use
- ◆ Ensure all bike parking meets current national bike parking best practices

Marketing and Outreach

- ◆ Continue improving website, adding key functions which improve customer service
- ◆ Survey market to identify key concerns areas for improvement
- ◆ Continue outreach and education campaign

Phase 3: 2017

Complete work and lay the groundwork for full implementation of a Parking and Transportation Management District for Burlington.

- ◆ Add smart meters to the on-street system based on data and occupancy
- ◆ Continue to adjust enforcement hours and rates based on desired 85% occupancy
- ◆ Complete implementation of new Garage Standards of Operation and Maintenance
- ◆ Implement major overhaul of technology and payment systems in garages
- ◆ Continue automation investments and implement 24/7 operation of all garages
- ◆ Complete majority of \$9M of deferred capital work
- ◆ Continue implementing highest priority bike parking upgrades downtown
- ◆ Enhance website functionality to enable purchase of leases and payment of tickets through the Go! Burlington website
- ◆ Review and report out on performance of the parking system during the pilot periods
- ◆ Evaluate the management structure of public (and participating private) garages

5-YEAR FINANCIALS

Parking and Transportation Management Plan Pro Forma - 2016 to 2020

	FY2016	FY2017	FY2018	FY2019	FY2020
Expenses	5,112,791	5,052,894	5,190,006	5,474,990	5,552,637
Revenue	5,662,107	6,109,449	6,631,823	7,154,447	7,703,637
Net Operating Income	549,316	1,056,555	1,441,818	1,679,457	2,151,001
Debt Service	(663,170)	(1,046,317)	(1,230,513)	(1,230,513)	(1,230,513)
Net Cash Flow	(113,854)	10,239	211,305	448,945	920,888

Please note:

- The projected expenses and revenues above are based on the policy and operations recommendations in the previous section.
- Figures include Burlington Airport parking expenses and revenue, expenses of Burlington school crossing guards and signals, and an annual payment to the Police Department for parking enforcement operations.
- All revenue generated from parking (excluding citations) remains in the city transportation/parking fund for maintenance and improvement of the system.
- FY'16 expenses and revenues are both modestly higher than the City's approved FY'16 budget as the consultant is projecting higher revenues and recommending additional capital work to be completed in the fiscal year.

PARKING & TRANSPORTATION MANAGEMENT DISTRICT

A private-public collaborative charged with meeting the goals and objectives of the PMD and creating a parking and transportation system that supports the community and our downtown.

Pilot Period - July 1, 2015 to June 30, 2017

- ◆ Create a pilot entity (Go! Burlington) through Council resolution charged with the following:
 - Oversee the implementation of the Downtown Parking Management District Plan (PMD)
 - Advise DPW on rates, policies, and prioritization of reinvestments in the parking system.
 - Set and monitor annual goals for the parking system based on the PMD plan
 - Work closely with DPW and the BBA to further the objectives of the PMD
 - Ensure that transportation access to downtown is managed and developed in a way that is consistent with the smart use philosophy outlined in the introduction to this plan
- ◆ On behalf of the private sector, Burlington Business Association (BBA) will:

- ◆ Utilize DID funding support from the DID (currently underwriting the cost of the 2-hour free parking program) will be responsible for the following:
 - Implement recommendations from the Downtown Parking Study.
 - Lead the effort to work with Private parking owners to achieve the goal of efficiently utilizing all of Burlington's parking assets.
 - Manage marketing, communications, and outreach of parking and transportation services
 - Create a Parking and Transportation website which:
 - Provides information and access to parking and transportation services
 - Includes an interactive parking map which includes bike parking
 - Coordinate the provision of downtown TDM services
 - Work closely with DPW and Go!Burlington to further the objectives of the PMD
- ◆ On behalf of the City, DPW will:
 - ◆ Support maintenance and attendant/ambassador positions to deliver a great customer experience
 - ◆ Prioritize capital reinvestment and automation in the public garage system
 - ◆ Complete a majority of the garage capital projects outlined in the Hoyle Tanner Associates (2014 HTA) Facilities assessment and present a plan for the timely completion of the remaining work
 - ◆ Manage both off-street and on-street public systems (including bike parking) in a manner that follows the PMD and includes input from Go!Burlington and the BBA
 - ◆ Focus the DPW Assistant Director job description on parking and transportation, with a national search and input from Go! Burlington, BBA and the PAC
 - ◆ Create and implement standards of care for the parking system
 - ◆ Create and implement standards of operations for the parking system
 - ◆ In Collaboration the team of Go! Burlington, BBA and DPW will:
 - Implement the parking and transportation recommendations outlined in the PMD
 - Craft a plan for creation of a Downtown Improvement District
 - Prioritize bike parking needs downtown and develop implementation plan
 - Work towards a 5-year goal of repairing and improving the parking system on the following three fronts so that the system generates net income that would then be re-invested in the care, improvement, and marketing and promotion of Burlington, VT.
 - Well-maintained capital infrastructure
 - Excellent customer service
 - Efficient operations

Downtown Improvement District Implementation

(upon completion of Pilot – July 2017)

- ◆ Formally incorporate the DID as a separate organization.
- ◆ Formalize DID funding permanently to support transportation-related work of the DID
- ◆ Request City Council grant certain authorities to the DID
- ◆ Formalize collaboration with Church Street Marketplace

TRANSPORATION AND DEMAND MANAGEMENT POLICY RECOMMENDATIONS

- ◆ Create a Transportation Demand Management (TDM) service model for downtown employees
- ◆ Work with CATMA as service delivery agent
- ◆ Develop a on-line portal for transportation services
- ◆ Create secure, covered bicycle parking and a mechanism to pay for its ongoing maintenance and expansion over time as warranted by demand

ACHIEVEMENTS AND REALIZATION OF PURPOSE

We set forth the following achievements to realize within the first five years of operation as benchmarks for determining the success of this initiative:

- ◆ The Burlington parking system is operating within budget while ensuring that the capital and maintenance needs of the garages as outlined in the HTA report are met.
- ◆ Work is complete on all needed capital improvement and annual recommended maintenance is completed.
- ◆ Parking and Transportation customers when polled report that they are receiving a better service when compared to 2014.
- ◆ The Go!Burlington can list improvements to the system that create a better customer experience.
- ◆ Data supports the efficacy of changes to the parking system.
- ◆ Private parking facilities have executed agreements for joining the Parking Management District and are providing currently underutilized parking spaces to a myriad of uses.
- ◆ Rates of bicycling, walking, and transit use are systematically and regularly measured, and all show sustained and substantial growth over time relative to driving and parking as modes of access to downtown

REFERENCES:

Desman Associates Parking Study and Recommendations 6/23/2015

Park Burlington website