

## Department of Permitting & Inspections

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**TO:** Development Review Board  
**FROM:** Scott Gustin  
**DATE:** June 6, 2023  
**RE:** Joint Institutional Parking Management Plan

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**Note: These are staff comments only; decisions on projects are made by the Development Review Board, which may approve, deny, table or modify any project. THE APPLICANT OR REPRESENTATIVE MUST ATTEND THE MEETING.**

**Applicant:** CATMA

**Request:** Review of 2023-2028 Joint Institutional Parking Management Plan

**Applicable Regulations:**  
Article 8 (Parking)

### **Background Information:**

The applicant proposes a Joint Institutional Parking Management Plan (JIPMP) for a 5-year period spanning 2023-2028. The current JIPMP expired June 1, 2023. Sec. 8.3.2, *Applicability*, of the Comprehensive Development Ordinance requires the post-secondary and medical institutions within the Institutional zone to prepare, maintain, and monitor a comprehensive parking management plan. Institutional parking management plans are typically valid for 5 years. The latest plan was approved for only 2 years (plus a 6-month extension) due to a number of concerns related to COVID-19 impacts, event parking, transportation demand management, and off-peak parking demand. The proposed JIPMP addresses the points raised by the DRB in the prior plan approval.

The Planning Commission reviewed the proposed JIPMP at their April 25 and May 9, 2023 meetings. They voted to forward the plan to DRB for review and noted four topics for DRB consideration:

- Margin of Error: UVM Parking Demand
- JIPMP intent and reduced parking demand
- Transportation Demand Management and the JIPMP
- Efficiency-based standards

The cover memo accompanying the proposed JIPMP addresses two of these items – the margin of error and efficiency-based standards.

Since approval of the prior JIPMP, Article 8 has been substantially amended. Most significantly, parking minimums have been eliminated. Prior JIPMP's have basically served as parking waivers for the institutions. With the elimination of parking minimums, the institutional parking plan standards have been revised to more holistically address transportation demand management and the balance between parking supply and demand now and in the future.

**Recommendation: Approval of the Joint Institutional Parking Management Plan** as per, and subject to, the following findings:

## **I. Findings**

### **Article 8: Parking**

#### ***Sec. 8.3.4 Review and Approval of Institutional Parking Management Plans***

##### *(a) Plan Approval.*

*Such a plan shall require review and approval by the DRB, after consultation with the planning commission, and after a public hearing. In order to approve a proposed Institutional Parking Plan, the DRB shall find:*

- a. the proposed Institutional Parking Plan adequately serves existing and proposed development and user groups by the institution(s);*

The proposed JIPMP addresses each of the three institutions' parking supply and demand, now and 5 years in the future. Numbers for present demand are based on two methods – actual lot counts and user surveys. Numbers for future demand are based on user surveys. The plan notes that user survey numbers are likely overestimations due to characteristics of the survey population and limitations on the extent of the survey. Improvements to surveys should be sought with future JIPMP's to address these present shortcomings. Context and background to the numbers are provided with parking utilization trends since 2019.

Champlain College shows a current peak demand of 427 parking spaces based on lot counts and 741 based on user survey. There is a parking supply of 642 spaces (plus 145 on-street spaces available per agreement with the City). Projected peak demand grows to 992 spaces with no increase in available parking supply.

UVM shows a current peak demand of 3,508 parking spaces based on lot counts and 4,943 based on user survey. There is a parking supply of 4,865 spaces (plus 379 ground lease spaces within campus). Projected peak demand grows to 4,988 spaces with an increase in parking supply to 5,503 spaces (plus 379 ground lease spaces).

UVMMC shows a current peak demand of 1,941 parking spaces based on lot counts and 2,145 based on user survey. There is a parking supply of 2,500 spaces. Projected peak demand remains unchanged at 2,145 spaces with no change to the available parking supply of 2,500 spaces.

The proposed JIPMP shows that each of the three institutions are presently balancing parking demand and supply. UVM and UVMMC show continued balance in the future. Anticipated demand for Champlain College shows a likely imbalance 5 years in the future. Decrease in demand is preferable to increase in physical parking supply. Within the forthcoming annual updates, there needs to be some assurance that parking supply and demand remain more closely aligned and demonstration of measures taken to achieve that balance. **(Affirmative finding as conditioned)**

- b. the proposed Institutional Parking Plan effectively meets the intent of this Article and the goals of the municipal development plan.*

The express intent of Article 8 is to:

- (a) Ensure there are adequate parking and loading facilities to serve the use or uses of the property;
- (b) Ensure that parking facilities are designed to provide proper circulation, reduce hazards to pedestrians, and protect the users of adjoining properties from nuisance caused by the noise,

fumes, and glare of headlights which may result from the operation of vehicles parking off the street;

- (c) Reduce congestion in the streets and contribute to traffic safety; and
- (d) Encourage alternate modes of travel that will reduce dependence upon the single-occupancy automobile.

The proposed JIPMP addresses each of these criteria.

In their approval of the prior JIPMP, the DRB requested that the next Plan (currently proposed) address the following:

- *Anticipated impact of COVID-19 on short- and long-term parking demand.*

Part 2, Collective Institutional Summary, of the proposed JIPMP addresses COVID-19 impacts. Beyond the acute impacts to operations during the height of the pandemic, practices such as telecommuting, telelearning, and telehealth have been incorporated into ongoing operations of the institutions. Integration of these measures will enable ongoing lowered parking demand.

- *Available Parking Spaces on UVM campus. Please respond to concerns about available spaces on the UVM campus, including whether UVM's current parking demand exceeds UVM's effective available parking taking into account unmet/unfulfilled demand. Please respond to claimed discrepancies in actual parking limitations in approvals for individual projects on UVM campus.*

Part 4, University of Vermont, of the proposed JIPMP addresses UVM's parking supply and demand. A comprehensive breakdown of existing parking supply and demand is provided, along with an articulation of anticipated demand based on future trends and potential construction within the University. Table 12 depicts current parking supply and demand utilizing both the survey and lot count methods noted above. Observed peak parking demand (3,508 spaces) is below parking supply (4,865 spaces). Based on survey data, peak parking demand is 4,943 spaces. As noted by the Planning Commission the survey demand number has a 21% margin of error. An accompanying memo by the applicant addresses this margin of error and points to the actual lot count numbers and to the parking utilization trends depicted in Figure 7. Future parking demand noted in Table 13 shows a parking supply surplus (demand of 4,988 spaces with 5,503 spaces provided).

- *Pursuant to Article 8.3.3.b, an analysis of parking demand outside of designated peak hours including during daytime and evening events. Please provide an evaluation of how parking required for future large events will impact surrounding neighborhoods. What is the baseline for parking at the times of day when these events would occur, is there enough capacity to handle the size of proposed events, and if not, how frequently will available parking be exceeded per month? If space is not available on the UVM campus how will this need be met and will it result in increased on-street parking during events?*

Lot counts were taken at three different times of day over the course of three days each of every quarter of the year. These numbers provide the basis for peak parking demand, but they also reflect parking utilization during off-peak times. Event parking for UVM is addressed under Part 4, University of Vermont, Other Key Areas of Concern. This section

asserts that event parking is handled within the University's existing parking capacity and functions on the basis of shared use. Most events take place during off-peak evening hours for typical parking demand (i.e. employee and commuter student use). As such, the same parking spaces serving daytime users can also serve nighttime users. While the concept of shared use parking is clear and effective, this section could be strengthened with actual numbers associated with typical large events like hockey and basketball games. The parking lot counts provided are all during the daytime. Additional detail is needed.

- *Additional data, analysis, and enforcement plans for city street parking in nearby neighborhoods that may be burdened by institutional parking demands. Specifically, please provide numbers from Champlain college monitoring of off-street parking violations - how do these numbers compare to survey data in the report?*

Each of the institutions incorporate parking monitoring, compliance, and enforcement. The proposed JIPMP includes information as to nearby city streets that are commonly used by employees and students (see Part 2, On-Street Parking Adjacent to Institutions and related Table 3). Champlain College has an agreement with the City that allows for use of certain neighborhood streets by College affiliates and prohibits use of others. Part 3, Monitoring, Compliance, and Enforcement articulates enforcement measures specifically used by Champlain College. The College monitors and enforces its parking plan continuously, 24-hours per day and 7 days per week. Enforcement actions in the 2021-2022 school year reflected a 3X increase over the prior year.

- *TDM plans. Please provide additional information on what new measures are proposed by each institution as part of the JIPMP to reduce single occupancy vehicle trips and encourage greater public transportation/biking/walking/carpooling. What are the specific proposals to address existing increasing trends in single occupancy trips - particularly for UVM and UVM Medical. This should include a discussion of the effectiveness of prior TDM efforts and steps that can be taken to improve effectiveness as well as plans to mitigate any noted adverse trends such as increased drive-alone rates.*

Part 2, Collective Highlights & Strategies, of the proposed JIPMP outlines specific TDM measures and elaborates in detail on several of them. Taken in its entirety, the proposed JIPMP shows trends in parking demand and transportation modes. There is no express discussion of the effectiveness of prior TDM efforts and specific measures taken to improve effectiveness in this new plan. The plan notes that the specific efficacy of a given TDM strategy may be unknown, although some details are provided as to GMT ridership and CarShare Vermont impacts. Additional detail is needed.

- *Recommend TDM as a component of each institutions' Climate Initiatives. Please provide additional information whether each institutions' proposed TDM plans, programs, and efforts are consistent with the carbon emission reductions targets set by each organization. Please clarify how are the respective institutions' Climate initiatives integrated into the TDM in terms of parking demand, VMT and level-of-service goals, transit usage goals and public outreach.*

Part 2, Collective Highlights & Strategies, Climate Initiatives, addresses how each of the three institutions have integrated TDM into their climate action strategies. **(Affirmative finding except where need for additional detail is noted)**

## **II. Conditions of Approval**

Assuming outstanding items noted above are addressed, the following conditions are recommended:

1. This approval is valid for 5 years.
2. Annual reporting is required per Sec. 8.3.4 (b) Annual Reporting of the CDO.
3. Annual reports must show that parking supply and demand for all three institutions remain balanced and shall demonstrate measures taken to achieve that balance.