



Downtown Burlington Parking and Transportation Initiative

EXECUTIVE SUMMARY

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 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 online 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
- Fund related downtown infrastructure, education, and marketing activities
- Operate facilities, services and programs that are environmentally responsible
- Implement strategies that preserve the quality of life in neighborhoods adjacent to downtown

Principles:

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

- There must be a 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 the 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 improvement to the parking system
- Data collection is ongoing, with results informing this 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 – 2015-2018, with a focus on cleanliness and safety
- Partner with owners of private lots and garages to open their parking for public use through a variety of strategies



- Preserve 2-hour free parking in Lakeview and College St garages, remove it from the Marketplace Garage and offer a downtown-wide merchant validation program for discounted parking
- Promote active transportation modes - such as walking, bicycling, and public transit - via infrastructure improvements, commuter incentives, and targeted education and outreach
- Offer more online 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 a coordinated suite of transportation solutions for employers and their employees
- No changes are recommended to current Snow Ban parking policy - garages will still serve as snow ban parking

PARKING POLICY AND OPERATIONS RECOMMENDATIONS

Phase 1: 2016

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
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Private Parking

- Continue discussions with Burlington's four large garage owners about parking management agreements using recommended strategies in the plan, particularly for downtown residents
- 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-on-line services for parking and citation services
- Engage a broad range of stakeholders for feedback on parking system recommendations

Phase 2: 2016 to 2017

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 nights and weekends lease option for downtown residents.
- 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:
 - Flat-fee “night rate” from 4pm-3am
 - Downtown employee discounted parking program
- Remove 2-hour free at Marketplace Garage once validation program established

Private Parking

- Ensure success management agreements in place with at least 2 large downtown garages
- Report our on lot owners on solutions to identify success and opportunities

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

- Launch Interactive Parking Map
- 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 to 2018

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

- Restructure configuration of on-street meters 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 with implementation beginning in September of 2015.
- 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 - Spring 2016 to Winter 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 funding support from the DID (currently underwriting the cost of the 2-hour free parking program) to:
 - 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 downtown Burlington.
 - Well-maintained capital infrastructure
 - Excellent customer service
 - Efficient operations

Downtown Improvement District (DID) Implementation

Following completion of the pilot phase

- 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

TRANSPORTATION AND DEMAND MANAGEMENT POLICY RECOMMENDATIONS

- Create a Transportation Demand Management (TDM) service model for downtown employees
- Work with CATMA as service delivery agent
- Develop an online 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

READ MORE

[Downtown Parking and Transportation Management Study by Desman Associates, Dec. 11, 2015](#)

[Implementation Timeline](#)

[Park Burlington website](#)