Downtown Parking Strategy

Downtown Winter Park | 2017

Kimley»Horn

Introduction

Background and Introduction

The vibrancy of Winter Park's downtown business district has brought both challenges and opportunities. Parking has become a growing concern over the past decade, felt by customers, employees, residents and visitors, leaving many to contemplate whether the current system meets community expectations.

The issues of parking, mobility and access are directly related to other city priorities, including economic development, housing, and transportation. It has been an ongoing challenge in a thriving community to provide and plan for a balanced system of parking and transportation alternatives that supports business needs and community access goals. The city has made an ongoing commitment to promote convenient multi-modal mobility, as demonstrated by its current effort to address perceived downtown access issues, its 2011 Complete Streets policy and 2010 Pedestrian and Bicycle Circulation Plan Update. However, parking and access to downtown businesses remain an ongoing issue within the community, and merit analysis from a variety of angles.

At least two comprehensive parking studies have been completed within the last decade. A 2007 study, led by the community redevelopment agency, recommended improved wayfinding and realigning supply to meet demand. A 2013 study built on these findings and quantified the increase in parking demand in the intervening six years.

- In 2007, the peak occupancy noted on Park Avenue was 86%. Surface lots and structured parking averaged 51% and 55%, respectively, while other streets averaged only 39%.
- In 2013, the peak occupancies in downtown had risen to around 90%, with peak rates closer to 96% near Park Avenue.

These numbers highlight a recurring problem for businesses in the corridor. A 2017 Chamber of Commerce-sponsored survey asked downtown merchants and customers about their experiences, and found that parking and accessing their destination was frequently perceived to be difficult.

2017 Chamber of Commerce Survey

Merchant responses:

- 50% have employees who have issues multiple times per month
- 71% feel that lunch time is the worst time to park
- 50% are not satisfied with parking for customers or employees•
- More than 60% require employees to park off-street

Customer responses:

- Many are dissatisfied with parking availability and conditions•
- 93% park between 1-4 hours
- Primary destination is a restaurant
- Primarily try to park on-street, with City Hall and Lot A as secondary options
- 50% find parking in less than 10 minutes

Keypad Polling

A survey conducted by the project team in June 2017 revealed that though many are frustrated with the current state of parking in the downtown area, the majority of people also said they are typically able to find a parking spot, even during peak times. This indicates that Winter Park's problems may not be in the supply of parking, but rather in education, wayfinding, and in finding the correct balance of parking resources.
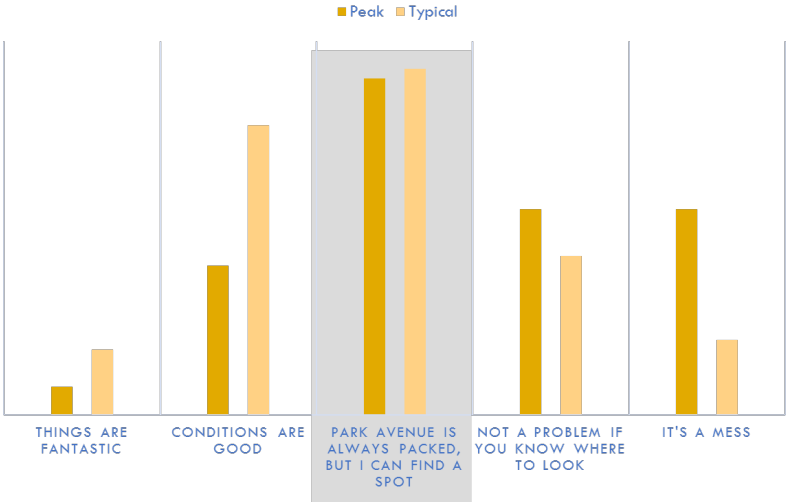
Purpose

This study was sponsored by the community's underlying discomfort with the current situation, and the understanding that the demand for parking and mobility needs in the downtown core are increasing. The intent of this report is to provide the City of Winter Park with an objective set of strategies that responds to observed and projected conditions while considering the values and priorities of local citizens, business owners, and employees.

How to Use this Report

The following pages contain a set of recommended strategies for the City's consideration as it looks to align the downtown parking system with current demands and future community goals. The report contains the following information that together creates an integrated parking strategy for the Park Avenue District:

- **Recommended Strategies:** Nine recommended strategies are included in this document. Each includes four pages of information that provide a narrative overview of the strategy as well a dashboard that provides key information to guide implementation and how stakeholders have responded to the strategy.
- **Parallel Strategies:** The recommended strategies are intended to be an integrated set of concepts that work best as a system of supportive solutions. Each strategy provides brief information on the strategies that should be considered in tandem for maximum effectiveness.
- **Action Plan:** The action plan is provided in a dashboard that provides a series of guided actions broken into phases. This plan provides the project team's recommended course of action to implement a Downtown Winter Park Parking Strategy, including actions to take immediately, within two years, and more than four years out.

Observations & Understanding

The parking strategy was developed following intensive stakeholder and community outreach and an analysis of the city's current parking system that unfolded in two phases over the summer of 2017.

In June 2017, a Kimley Horn team spent several days in Winter Park observing downtown mobility conditions, speaking with stakeholders, and working with City staff. These observations helped inform a better understanding of the city's accessibility challenges that have arisen as the Downtown has developed into a regional tourism destination.

In August 2017, the team again spent several days meeting with downtown stakeholder groups. The intent of these meetings was to test the community's appetite for several potential strategies and examine their feasibility for implementation in the community.

Key themes and observations from the engagement phase of this process are explored below.

Inadequate Parking Enforcement

Currently, the City of Winter Park employs only one full-time parking enforcement officer. Though the parking enforcement program is relatively efficient for a program of its size, that does not change the fact that the city's roughly 4,000 parking spaces are simply too many for a single enforcement officer to manage. Downtown employees often park on the street, comfortable in the knowledge that they will not be cited since the officer cannot circulate through the city in a reasonable amount of time. Though parking enforcement is not the sole answer to the city's parking challenges, effective enforcement can aid in improving turnover, changing employee parking behavior and educating visitors on appropriate parking locations for subsequent visits.

Employee parking is problematic

The current employee parking program (EPP) allows employers to request parking permits for their employees which waive parking time restrictions in select-off street facilities. However, difficulties have occurred both in incentivizing employees to utilize the program and in providing adequate parking spaces for all employees.

Facilities where the permits are currently valid are also open to the general public and while the permit the ability to park long-term and ignore the posted time limits, it does not guarantee a space. As such, during peak periods of demand, these facilities are often operating near or at capacity. Armed with nothing more than a hunting license, many employees choose to park on-street near their place of employment and risk citation, comfortable in the knowledge that enforcement is inconsistent.

Concern about parking affecting business

On-street "prime" parking spaces on Park Avenue are generally full (96% occupancy in 2013) and don't turnover frequently enough to be of value to adjacent businesses. Because of this, customers are frequently unable to find parking spaces on Park Avenue. While most local residents or frequent visitors know where to find spaces in side street or off-street lots, the more infrequent patron is often left clueless and circulating around the Avenue waiting for a space to open up. Plentiful parking is available elsewhere in the downtown, but educating first-time customers on where to park remains a challenge. Business owners are understandably concerned that these parking difficulties will begin driving perceptions of the Park Avenue district.

Insufficient Supply of Longer-Term Parking

In the past few decades as the mix of businesses on Park Avenue has changed, the district has become a full-day destination. For those customers looking to enjoy an afternoon on the Avenue, or otherwise spend an extended length of time visiting several destinations in the area, the lack of available longer-term parking options pushes them into off-street public facilities. Many of these facilities are also designated locations for the existing employee parking program permits, which in turn pushes employees into the on-street parking spaces, compounding previously identified issues and their affect on local businesses.

Need for modernized parking policies

The City's current parking policies' intents are clear: to promote multimodal development within the Central Business District. While some sections lend themselves well to this goal, such as reduced parking minimums for expansion of existing

properties and new development within the CBD boundary, others work against and even contradict these efforts. For instance, Section 58-86(1)(b) prohibits the use of remote leased parking to satisfy parking requirements related to new buildings or new floor space within the Downtown. This would directly prohibit the use of shared parking agreements and employee parking permits.

As written, the current code offers little incentive for developers and businesses in the CBD to provide adequate parking to meet the demand generated by their presence, but also offers little in the way of alternative solutions. Revision of the parking code, using a data-driven approach and allowing for more use of shared parking could create and incentivize flexible requirements that better meet the needs of the community and area businesses.

Perception or Reality?

Though anecdotal evidence indicates many in the community are dissatisfied with the current parking system, community data indicates that parking supply may not be a problem during most times of the year. The 2017 chamber of commerce survey indicated that 50% of customers find parking within 10 minutes or less. Similarly, keypad polling results from the June 2017 community engagement series indicates that even at peak times, 36% of people say they can always find a parking location. This was the most common answer, followed by "parking is not a problem if you know where to look," indicating the community's challenge may rest more with wayfinding and education than parking supply. Furthermore, Downtown Winter Park is a relatively compact and walkable community, with many ways to get around, including the region's most popular SunRail destination. Active transportation trends nationwide and regionally indicate the demand for parking in the coming years may not be as high as in the 20th century.

Regardless, it is clear that with growing discomfort and frustration at the forefront of the downtown community's mind, the City should undertake a comprehensive strategy to address the underlying issues as demand increases in the coming years.

Problem Statement and Approach

Based on the project team's review of previous parking studies, community engagement, and an evaluation of the existing parking system, a problem statement was developed that identifies three major components of the challenges facing Winter Park's Park Avenue district:

- Lack of prime parking turnover
- Under-utilization of existing parking resources
- A need to modernize parking policies and practices to better align with community expectations and prepare Winter Park for future conditions

A set of integrated recommendations that address these primary elements of the overall challenge provides the community with a comprehensive and strategic approach to parking resource management. The recommendations outlined in this report are not only geared toward maximizing the efficiency and effectiveness of the parking system's operations, but are also intended to align the community's parking policies with a larger vision for community development.

This report highlights the importance and complexity of parking as a critical element in the continued development of the Park Avenue area. Parking should be viewed as an important aspect of the overall downtown mobility system, as it is understood that the proper balance, location, and pricing of parking supply can enhance or encourage the use of alternate transportation methods to reduce congestion while simultaneously providing enough parking to support the downtown businesses. As business activities continue to increase, maintaining this balance will be increasingly important , and the demand for parking spaces is highly likely to exceed the available supply during peak conditions and certain special events.

The development of a more intentional and flexible parking management system, combined with preemptive investments in enforcement and technology, shifts in the existing policy, and the careful consideration of additional parking supply is now of paramount importance. Developing a system that is financially sustainable will be a critical component of the community's success. By properly aligning its parking and mobility resources a with the larger community strategic and economic development goals, the City of Winter Park will be well-positioned for to meet future demands successfully.

Recommended Strategies

Recommendations

Building on their current reputation, the City of Winter Park desires to create a customer-focused and welcoming parking environment in the Park Avenue district that provides for the varied needs of visitors, residents, business owners, and downtown employees. Based on this understanding, a set of recommendations were developed that align with a set of industry best practices and informed by the key community and downtown stakeholders.

The overall recommendation includes a set of nine parking strategies that respond to the problem statement and work together as a system to provide the maximum amount of benefits for Winter Park residents, visitors, business owners and employees.

The recommended strategies are:

- Modernized Enforcement Practices
- Flexible Parking Time Limits
- Improved Employee Parking Program
- Wayfinding
- Centralized Valet
- Paid Parking
- Supply Additions
- Remote Parking Connections
- Modernized Parking Policy

The strategies are presented in the document along with a brief narrative that outlines how each addresses the problem statement, and basic recommendations on phasing, cost, and which agency is best positioned to lead its implementation. Additional details provide more information on implementation considerations, as well as how it was received during the community outreach sessions.

A Note

These strategies should be considered a "menu of options," but selecting and implementing which recommendations to implement should be considered carefully. Many of these strategies are supportive of one another, and thus achieve their full effectiveness when implemented together. Therefore, picking and choosing which strategies to implement without consideration of the supportive benefits of their parallel strategies is strongly inadvisable. These supportive strategies are noted along with the detailed information on each strategy.

Mutually Supportive Strategies

Parallel Strategies

Main Strategies	Modernized Enforcement Practices	Flexible Time Limits	Improved Employee Parking	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
Modernized Enforcement Practices			✔	✔					
Flexible Time Limits	✔			✔					
Improved Employee Parking Program	✔					✔	✔		
Wayfinding	✔						✔		
Centralized Valet	✔			✔			✔		
Paid Parking	✔								✔
Supply Additions	✔			✔		✔			
Downtown Trolley						✔			
Modernized Parking Policy			✔			✔			

✔ Parallel Strategy

Modernized Enforcement Practices

Winter Park should modernize its parking enforcement practices to promote turnover of on-street spaces and the appropriate use of the city's parking facilities. This recommendation includes several initiatives.

Additional Enforcement Officers

At a minimum, the City should increase the number of enforcement officers who are assigned to monitor and manage parking in the prime parking areas in and around Downtown. Currently, a single officer is responsible for thousands of parking spaces throughout the community, in addition to the additional support functions he must provide during traffic monitoring or other community events. Additional support is necessary to ensure that parking is adequately enforced in the downtown area to promote turnover and appropriate parking behavior.

Parking Ambassadors

The preferred approach focuses on customer service and promoting "voluntary compliance" of the City's parking facilities. With this approach, enforcement staff can be presented as parking ambassadors (PAs), rather than as regulatory or punitive agents. As such, the role of PAs should be to create a better customer experience by being highly visible and approachable to visitors in order to present Pas as community resources who help educate the general public while also serving in an important regulatory role for the City when called upon.

Graduated Fine Structure

It is recommended the City move to a graduated fine structure, which is aimed at heavily punishing repeat offenders and educating first time violators. A sample fine structure is shown below.

Type of Violation	Current Fine Schedule	Proposed Fine Schedule
• Rear or left wheels to curb • Prohibited by sign • Over posted time	$25.00 per occurrence	1st Offense - warning 2nd Offense - $25.00 3rd Offense - $35.00 4th Offense - $50.00
• Re-park within 500 feet within 4 hours	$55.00 per occurrence	1st Offense - warning 2nd Offense - $50.00 3rd Offense - $75.00 4th Offense - $100.00

Introducing new regulations always requires significant outreach and education to inform residents, employees, and business owners about the goals of the regulation and what they can expect in terms of enforcement and fines. This initial phase is a critical period during which there is an opportunity for PAs to build a reputation as community partners rather than "enforcers". Therefore, it is recommended that PAs only distribute notifications during the first four weeks of implementation (in lieu of citations). These "notifications" can take the form of an educational brochure that can be placed under a driver's windshield wiper blade and that provide a map of parking availability and inform the driver of upcoming changes to the enforcement policies.

Modernized Technology

To be efficient and successful at parking enforcement, parking ambassadors must be proficient with the use of modern enforcement technologies. This report recommends the city invest in advanced parking enforcement equipment, including mobile vehicle mounted license plate recognition (LPR) and ticketing devices to use in day-to-day operations of the most densely utilized areas of the City, including Park Avenue, and support ongoing data collection which can be used to more efficiently manage the overall parking system. This equipment will improve staff efficiency and allow for better communication with data servers that can be accessed to manage permit and citation data.

Key Characteristics

- Accurate digital enforcement allows for better management of short- and long-term demands without additional staff.
- Improved monitoring of parking promotes increased turnover and the availability of prime parking spaces.
- To change the behavior of habitual offenders, a graduated fine structure should be used that increases with the number of offenses.
- Aggressive enforcement could negatively impact perceptions of Park Avenue.

Strategy Alignment

Insufficient Turnover of Prime Parking Spaces

Currently, enforcement of time restrictions is reportedly inconsistent and further strained by under-staffing and use of dated practices and equipment. This results in many taking advantage of the system and utilizing short-term spaces for long-term parking, comfortable that they will not be cited. Improved enforcement, through additional human resources, technology, and policies, can help ensure that parking spaces turnover more frequently, increasing the availability of short-term parking on Park Avenue for visitors and customers.

Modernized Parking Policies and Practices

Investments in improved technology, graduated fine structures, and a re-branding of the city's parking enforcement department to focus on education and customer service brings a modern outlook to the city's parking system that focuses on the management of parking assets and ensuring the city's reputation as a friendly and customer-focused destination is carried through.

Expected Outcome

Higher degree of accuracy in parking enforcement which can promote better compliance, higher turnover, and more availability.

Implementation Elements and Considerations

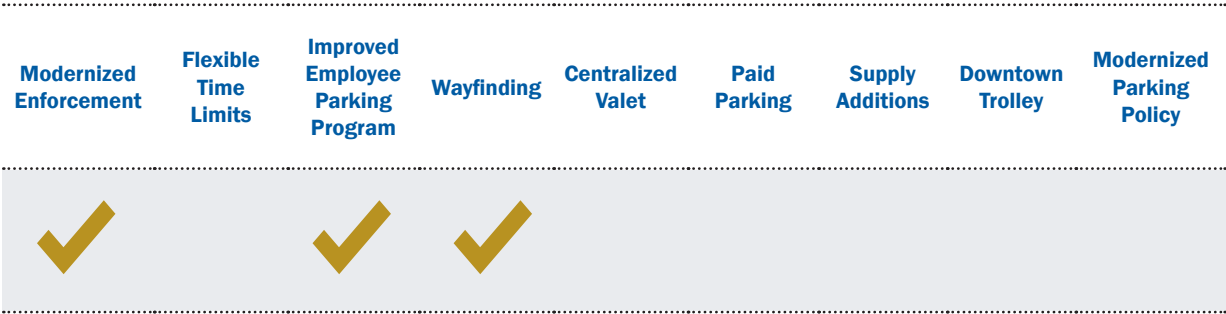| Description	Implementation	Responsibilities and Costs
Parking Ambassadors (PAs) in place of Parking Enforcement Officers shift the position's focus from punitive enforcement to customer service. The ambassador model is shown to improve customer perceptions and increase voluntary compliance. PAs often serve complimentary roles being source of information for visitors and providing a consistent presence that improves perceptions of security in area.	While traditional "enforcement officers" likely wear uniforms, Downtown/parking ambassadors can be dressed more casually (yet still professionally) and carry downtown maps, restaurant/business guides and other helpful information that welcome a parking customer to downtown Winter Park	▪ Multiple enforcement officers will enable the program to better monitor high demand areas. ▪ Additional staff at existing salaried cost plus benefits
License Plate Recognition (LPR) increases the efficiency with which an area is monitored without incurring additional labor costs. Often, a PA is able to complete their enforcement route in less than half the time needed when enforced on foot. It allows consistent enforcement efforts to continue through rain and inclement weather.	Implementing the use of LPR in a community is often viewed as means of generating increased revenues related to citations. It is important to provide education leading up to the technology's introduction stressing its use to improve efficiency of existing policies and provide a grace period during which warnings are issued to first time offenders, especially in areas where other new regulations have been implemented recently (i.e., Flexible Time Limits). LPR can also be used to streamline the permitting associated with the Employee Parking Program. Use of plate based permits reduces confusion and frustrations associated with lost or stolen placards, as well as prevents program abuse.	▪ Mobile mounted LPR equipment typically costs $25,000 - $35,000 per vehicle, including in car computer, camera and ports, and setup. ▪ Ongoing software and database charges could run $10,000 - $20,000 annually.
Introduction of a **Graduated Fine Structure** reinforces parking regulations without unduly punishing the infrequent offender. Scofflaws, or those who frequently and intentionally violate parking regulations, provide the greatest strain on the efficient operation of parking systems.	By exponentially increasing the impact of scofflaws' negative behaviors, voluntary compliance is more quickly adapted. Graduated fine schedules should be accompanied by increased efforts to educate parking patrons on the appropriate facilities to meet their needs. Maps showing locations and their associate time restrictions and costs should be provided with any citation.	▪ Staff time to define graduated fines and amend ordinances ▪ Database costs from LPR or other parking management system to monitor ongoing citations

What the Community Thinks

- Lack of enforcement in employee parking lots; customers are parking in their limited facilities.
- There is concern that increased enforcement efforts will scare away customers or target employees specifically.

Stakeholder Feedback

Score by User Group (out of 5)

City Staff	Boards & Commissions	Park Avenue Merchant's Association	Property Owners	Overall
4.75	3.78	3.48	3.80	3.84

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
✔	✔	✔						
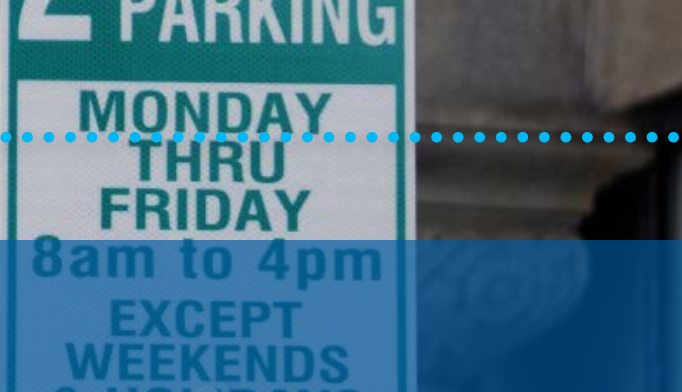
Flexible Time Limits

Allows for changes in parking time limits based upon time of day and day of week. Time limits are based on real data, so the policies capture the needs of the local parking system.

Flexibility is key

Currently, Winter Park's time limits are static across the downtown district, and do not take into account the actual demand for parking in a particular location on a particular day of the week or time of day. Changing these time limits to take into account the actual demands placed on the system allows for the flexibility to respond to changing conditions and can promote the use of open spaces in seldom-used parts of the district, rather than encouraging the inappropriate use of prime parking spaces.

Consistent Enforcement

Changing the downtown's parking time limits won't change anything without consistent enforcement to ensure that prime parking spaces turnover within the appropriate time period. Any attempts to shift parking usage patterns within the Park Avenue district must be accompanied by increased enforcement and educational efforts to ensure that long-time residents are aware of the changes, and that visitors are knowledgeable about where to park.

Data-based System

An amendment of the current parking time limits should be driven by real data about how the current parking system is typically used. The intent of the time limits are to provide spaces that meet the needs of the majority of visitors, so data about how much time visitors spend on the Avenue and how long they park in a single location will be crucial. This can be accomplished through customer surveys, or more accurately through data gathered as part of new technology investments for the city's parking enforcement officers.

A sample schedule is shown below:

Monday-Friday	Time Limit
8 a.m. - 4 p.m.	2 hours
4 p.m. - 8 p.m.	3 hours (to serve longer duration dining and entertainment needs)
Saturday-Sunday	
6 a.m. - 6 p.m.	4 hours
6 p.m. - 6 a.m.	No restriction
Off-Street	
6 a.m. - 3 a.m.	No time restrictions, no overnight parking
	* EPP permits would provide access to employee only lots/spaces. Time limits wouldn't apply to them and general public off-street spaces would be reduced*EPP

Key Characteristics

- Allows for flexibility in how demand and availability are managed, and can promote the use of available spaces during off-peak periods.

- When coupled with consistent enforcement, flexible time limits promote turnover during peak use conditions, resulting in increased revenues per space for area businesses.

- Real data helps define time limit policy based on adjacent business needs and durational parking data.

Strategy Alignment

Insufficient Turnover of Prime Parking Spaces

Flexible time limits can help re-balance parking demand by moving long term parkers into the remote facilities while providing customers with increased accessibility to prime parking locations through the use of data to set time limits based on how visitors use the current parking system.

Modernized Parking Policies and Practices

By making time limits more flexible, locations can serve different types of users dependent upon time of day or day of the week. Time limits should be re-examined regularly to readjust according to updated needs to keep the system flexible and responsive to the community's changing needs.

Expected Outcome

Improved utilization of spaces and balanced distribution of demand that better matches customer and business needs.

Implementation Elements and Considerations

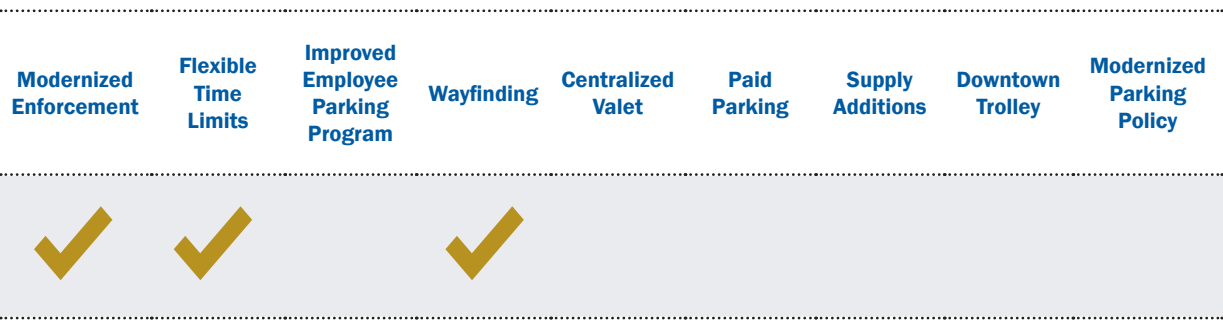| Description	Implementation	Responsibilities and Costs
Signage to denote time limits on-street and in off-street facilities, as appropriate.	Signage should be simple and easy to comprehend from passing motorists. Messaging should be simplified to symbols and information related to how and when to park.	$250 – 500 per sign installation
Staff time and resources to educate stakeholders prior to implementation and perform ongoing monitoring of the system.	Time limits and associated occupancy/duration data should be reviewed annually to ensure limits are efficiently serving their adjacent land uses and intended users. The intent is to encourage turnover of spaces so more of the prime parking is available for customers.	Labor costs ▪ Education ▪ Data collection and analysis ▪ Monitoring Printed educational materials to distribute leading up to enforcement of new limits
Occupancy and Duration data to inform the assignment of time limits to different areas	Utilizing existing and recent data to identify how long customers are staying on each block face will inform the needed time restriction for that area. Vehicles observed parked within a specific area, those that move around a two-block radius or stay in one space for longer than the designated time limits	▪ Data collection equipment, including costs, is discussed in the enforcement strategy ▪ Utilizing previously collected data will minimize the financial impact but outdated data may sacrifice accuracy of initial time limit assignments

What the Community Thinks

- Where existing time limits are in place, enforcement is inconsistent.
- Employees and business owners are parking on-street for long periods, making it difficult to find convenient spaces for customers.
- Employees are parking on-street where time limits exist and risking/accepting of citation in exchange for convenience and reliability.
- Security concerns with off-street parking in garage during evening hours leads to desire to park on-street.

Stakeholder Feedback

Score by User Group (out of 5)

3.18	2.71	2.92	3.50	2.92
City Staff	**Boards & Commissions**	**Park Avenue Merchant's Association**	**Property Owners**	**Overall**

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
✓	✓		✓					

Improved Employee Parking

Designated employee-only spaces would ensure an adequate parking supply for downtown merchant employees, and discourage employee parking in prime on-street spots.

Incentivize proper behavior

As expressed throughout the community outreach process, business owners want their employees to park in the off-street facilities. To properly incentivize participation in an EPP, there must be a disincentive for employees to use on-street parking. With parking currently free of charge, and enforcement efforts inconsistent and infrequent, many employees are choosing to risk citation for the more convenient locations. As previously discussed, the issue of employees utilizing on-street parking spaces pushes customers into the off-street surface lots and using a greater quantity of the spaces shared with the current EPP, which then pushes additional employees into on-street parking as they cannot find space in the lots, creating a cyclical, growing problem.

Through some combination of implementing paid parking or flexible time limits (both further discussed in this document), and providing reduced cost or free parking for EPP permit holders in off-street facilities, employees are both incentivized to park in the correct areas and disincentivized by costlier and time limited parking on-street. Within the EPP, permits can be tied to specific locations with tiered pricing to further influence the distribution of parking throughout the system.

Technology

License plate reader equipment, as previously discussed, can be used to establish a license-plate-based permit system that not only provides improved efficiencies for enforcement efforts, but also reduces inconvenience and confusion for permit holders. Information can be updated almost immediately with PAs in the field, often leading to a reduction in contested citations, increased customer satisfaction, and more current records for active permit holders, with employees renewing their own permits.

Policy Revisions

Incentivizing the program can be further accomplished by designating certain facilities or specific sections within facilities as employee-only spaces. These facilities and spaces must be consistently enforced to be effective, however. Designating specific parking spaces or facilities for employee use will require revision to the current parking code. However, doing so would reduce the competition for spaces and ensure that employees are more likely to find parking spaces available to them when needed, eliminating their incentive to park in prime on-street spots.

Key Characteristics

- Designate one or two surface lots as employee parking only with no time restrictions. Do not allow public parking in these lots, as is currently allowed.
- Improve enforcement of on-street parking spots to encourage employees currently parking in spots meant for visitors to change their behavior.
- Provide a premium permit to ensure a guaranteed space for employees willing to pay. The existing free "hunting" permit, for employees who are willing to compete for public spaces will continue.

Strategy Alignment

Insufficient Turnover of Prime Parking

Improving on the employee parking program removes downtown employee's incentive to park in on-street spaces due to a difficulty finding a space in an off-street lot. This reserves more prime parking for visitors and customers who are likely to be parking short-term, thus increasing the prime parking turnover on Park Avenue.

Utilization of Existing Parking Resources

While Park Avenue spaces might be reliably full at peak times, the downtown area currently has several lots or parking garages with vacancies and capacity remaining that could be utilized for the EPP. Balancing parking demand across all available downtown assets ensures that prime parking resources remain available to visitors and customers on Park Avenue.

Modernized Parking Polices and Practices

The use of technology and updated policies can bring the EPP in line with the system's current demands and community expectations. When paired with other implemented strategies such as paid on-street parking and modernized enforcement, an improved EPP can help to greatly re-balance the downtown parking system.

Expected Outcome

Improved utilization of spaces and balanced distribution of demand that better matches customer and business needs.
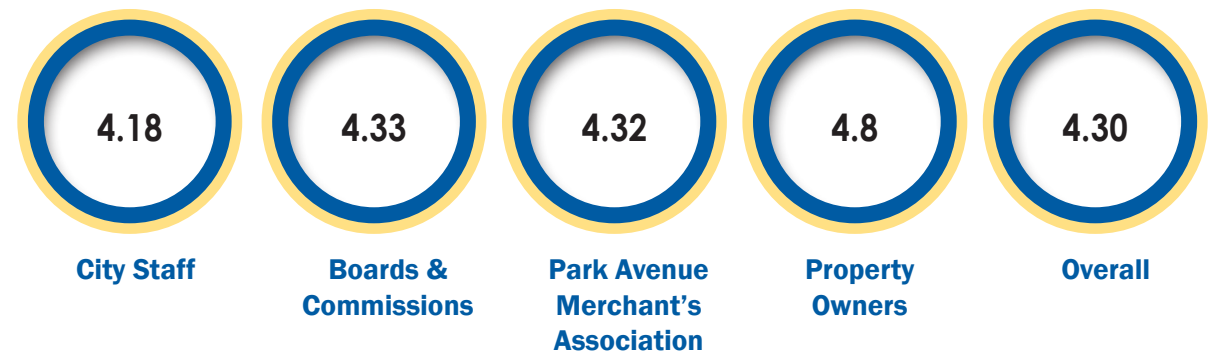
Implementation Elements and Considerations

Description	Implementation	Responsibilities and Costs
Technology	Use of the proposed hand held electronic chalking units, or mobile license plate recognition equipment, would facilitate a plate based permit system that prevents system abuse associated with parking in unauthorized locations or passing hanging placards between individuals. It also alleviates frustrations experienced by employees who switch between cars (may register more than one vehicle and system recognizes if both are parked within an established zone concurrently), forgets, or loses their tag.	LPR technology defined in enforcement element
Incentivize use of the system to open parking supply on-street for customers and increase participation.	Incentivizing the program can be accomplished by designating facilities or specific sections within facilities as employee-only spaces. These facilities and spaces must be consistently enforced to be effective, however. Incentives may also include waiving parking fees associated with a displayed permit (or registered license plate) in specific locations, shared with the general public or designated for employee-use only.	Market rate to lease spaces
Tiered Permit Options will allow employees to choose an option that best meets their individual needs and preferences.	Employees want parking to be free, convenient to their workplace, and plentiful. By offering employee parking permit options, employees may prioritize their needs, increasing satisfaction with parking system and promoting voluntary compliance with parking regulations. A premium permit provided at an increased rate allows those users who place a greater value on convenience and availability to access core parking that is reserved for their use. These permits should be restricted in number to ensure availability of spaces for permit holders. The existing free, or lower priced, permit allows those who are more price sensitive to park in facilities without worry of time restrictions and should waive any applicable hourly or daily rates for the facility.	To incentivize participation, EPP permits should be implemented at a significantly reduced rate compared to implemented conventional or progressive paid on-street parking. For instance, if paid parking is available at a rate of $1.00 per hour on-street with a 4-hour maximum, providing EPP permits at $25 per month would still provide an approximate discount of 50% or more for employees working at least 4 hours a day, 3 days a week.

What the Community Thinks

- An estimated 28% of employee utilize on-street spaces along the Park Avenue corridor.

- Business owners and visitors, and employees themselves-report employees continue to use on-street spaces, causing spillover impacts on customers.

- Employees expect parking to be free, plentiful, and convenient to their place of employment

- 68.3% of responding employees would consider alternative employment if they had to pay for parking.

- Half of the area business owners are almost evenly divided on whether the City should provide a designate employee-only parking facility (52.9% yes; 47.1% no).

- Employee parking facility is often over capacity.

Stakeholder Feedback

Score by User Group (out of 5)

4.18	4.33	4.32	4.8	4.30
City Staff	**Boards & Commissions**	**Park Avenue Merchant's Association**	**Property Owners**	**Overall**

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
✓	✓				✓	✓		

RECOMMENDED STRATEGIES | IMPROVED EMPLOYEE PARKING

Wayfinding

Parking wayfinding is a simple way to direct visitors to desired parking locations. At its simplest, it could be simply a sign that points to way to a public parking garage or lot, while more advanced signage can indicate how many spaces are open within each facility.

Signage

Wayfinding signage can take many forms, from traditional street signs to digital signs and mobile applications that integrate with navigational software. Winter Park's current wayfinding signage often does not stand out to visitors, and is lost in a busy commercial environment with a lot of competing messages. Revamping the communty's wayfinding signage to ensure it is easy to find parking facilities would facilitate a more balanced use of the parking system by directing people to the most effective parking location, and also reduce traffic congestion and vehicle emissions related to circling an area to "hunt" for a space. This circling also tends to increase conflicts between vehicles and cyclists or pedestrians, so improved wayfinding can lead to improved overall safety.

Promotes the Winter Park Brand

While many cities simply utilize the traditional blue "P" signs that universally point the way toward parking, others have moved toward signs that integrate the city's logo and brand to promote a sense of place. This is especially relevant in a destination such as Winter Park which has such a unique sense of community and aesthetic. Creative stylized signs that carry forward the colors and themes from the surrounding community while still standing out enough to be noticeable would be of special interest in the Park Avenue district.

Mobile Applications

In addition to traditional signage, most people arrive at their destination today aided by a smartphone. It is only natural that many visitors would turn to their phones as an aid to find parking as well. Many cities have created their own special applications that can help people find parking, show them special events, or help them find community resources. Under this option, the City has complete control of the data, but it can be difficult to educate visitors about the app and expensive to maintain. This option can be useful for local residents, but is not recommended as a primary way to educate visitors about parking locations.

Another option is to push integration with traditional navigation applications that many visitors are already using, such as Google Maps and Waze. Google started showing parking locations near users' final destinations in 25 metro areas earlier this year, including Orlando (see images at right). When searching many of the destinations on or near Park Avenue, Google will show the estimated parking difficulty based on historical data, and allow users to select a nearby parking facility to add to their directions as a waypoint. It is likely that this new feature of Google maps will help many visitors find underutilized parking facilities, including off-street garages, and cut down on the amount of searching that first-time visitors need to do before finding an empty parking space. The City of Winter Park should seek a partnership with Google to provide updated information on all parking facilities within the city, including the potential for future use of real-time data, and utilize outreach and education efforts to promote the use of this tool within the downtown area.

Key Characteristics

- Branded signage makes finding parking easier for visitors, and promotes awareness of existing parking options.
- Enhances the user experience by providing information through a combination of traditional signage and smartphone apps.
- Reduces traffic caused by parking patrons searching for available parking spaces by providing real-time information.
- Creates and supports a distinctive Winter Park parking brand.

Strategy Alignment

Utilization of Existing Parking Resources

By providing parking patrons with information on options for location and cost, parking demand can be better distributed to promote increased utilization of perimeter lots and direct patrons away from core locations during peak times when spaces may be harder to find.

Expected Outcome

Reduces stress and traffic associated with searching for spaces. Could also lead to increased utilization of previously underutilized spaces.
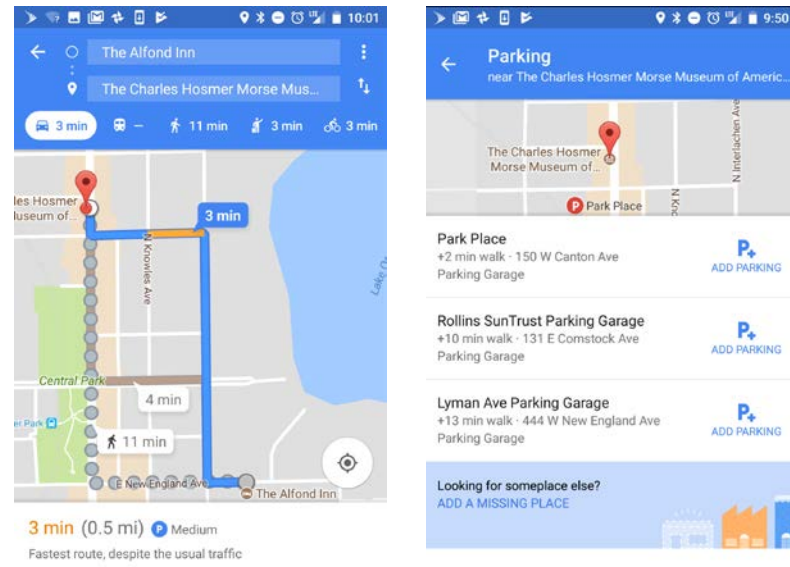
The screenshots above show Google Maps parking directions to a destination within the Park Avenue Corridor. Google began providing parking suggestions in August 2017.

Implementation Elements and Considerations

Description	Implementation	Responsibilities and Costs
Consistently themed Signage and Wayfinding allows the City to communicate parking destination locations and helps users easily navigate the entire system.	■ Continued implementation and improvement upon the existing wayfinding and signage plan will promote efficient use of resources and establish policies for future expansions and additions to the public parking system. ■ The City should consider specific parking branded wayfinding and trailblazing signage, including illuminated exterior parking signs outside public parking structures. ■ Using a consistent theme and brand will enable parking patrons to easily identify parking resource information throughout the area.	■ $250 – 500 per static trailblazer sign ■ $500 – 1,000 per static parking wayfinding sign ■ $5,000 - $15,000 for illuminated exterior signage
Mobile Applications and online parking information keep today's "connected travelers" informed about where to find parking.	■ Providing the information that allows parking patrons to preplan their trip to the area reduces traffic congestion and educates parking patrons on all of their available parking options. ■ Many programs are now compiling data to be used in standalone wayfinding applications (e.g. Waze and Google Maps) because of their ability to reach more users than possible in a standalone City-led application.	■ Data collection equipment (defined in Enforcement) plus staff time to manage data ■ $50,000 – 100,000 to develop standalone City-led application

What the Community Thinks

- 60.3% of survey respondents indicated they are willing to walk up to 5 minutes from parking to their destination in the Park Avenue area. 5 minutes of walking equates to approximately a quarter-mile in distance. An additional 22.3% of respondents indicated a willingness to walk up to 10 minutes, or a half-mile.

- Approximately one-third of respondents reported a lack of adequate signage in the Park Avenue area; this grows to 40.4% in the Hannibal Square area; and 62.8% in the Orange Avenue area

- Visitors struggle to find off-street parking options when on-street stalls are full.

- Special events, when supplies are especially taxed and on-street stalls are closed, provide additional confusion for visitors and employees.

Stakeholder Feedback

Score by User Group (out of 5)

4.00	4.07	3.25	4.6	3.63
City Staff	**Boards & Commissions**	**Park Avenue Merchant's Association**	**Property Owners**	**Overall**

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
✔			✔			✔		

Centralized Valet

Provides a collection of centrally organized valet stands to support retail and restaurant use along Park Avenue.

Centralized Operations

Park Avenue currently has valet parking operations at a few places throughout the district. However, these operators are paid through private agreements with the adjoining businesses, and operate as single entities. In order to service the district as a whole, a centralized valet system provides several valet stations along the length of the corridor in a single, networked service that allows users to drop their car off at one location and pick it up at any other location in the district. Technology makes this type of service more convenient than ever, as many utilize a smartphone application to allow users to call for their vehicle without having to wait around at the kiosk.

Privatized Paid System

This service is one way to monetize parking and to begin re-balancing the supply and demand of parking across the district. There are many ways the costs of the private valet service could be paid - through an operating agreement with the City or the Park Avenue Merchants Association who provide the service free or at a discount to visitors, or the entire cost of the transaction could be borne by visitors. Costs vary depending on the scale of the operation and the total demand, but in general monetizing the system encourages those who value it to take advantage, reducing the competition for street-side parking and creating more turnover overall.

Supports Park Avenue Brand

This type of service supports Park Avenue's identity as a high-end destination. Over the years, Park Avenue has attracted and maintained a high-end mix of retail and restaurants, and frequent visitors are familiar with amenities such as valet parking. By providing this service to their customers, Park Avenue would be not only adding another tool to their parking system toolkit, but also providing another level to the shopping and dining experience for visitors.

Use of Existing Resources

Valet parking can also increase the capacity of the remote parking facility through the use of alternative parking patterns. Because the general public must be able to access their individual vehicles, cars are traditionally parked no deeper than two vehicles. Because valet operators are able to, in essence, shuffle cars quickly like a sliding puzzle, they are able to store vehicles in alternative patterns with vehicles parked closer together (no need to access the passenger side or trunk) and with more vehicles per row. The photo below demonstrates the increased capacity available with valet storage patterns.

An example of valet parking patterns that maximize space in existing lots.

Key Characteristics

- Multiple, networked valet locations allows patrons to park once and visit multiple businesses.
- Could be paid by the customer, community or business improvement district to provide subsidized usage for customers.
- Technology can provide for vehicle retrieval from anywhere along the Avenue.
- Creates a unique branded valet system for Park Avenue.
- Works with adjacent surface lots and decks.

Strategy Alignment

Insufficient Turnover of Prime Spaces

A centralized valet system provides increased parking options for visitors patronizing Park Avenue businesses. With paid valet as an available option, it is likely that a sizable portion of visitors who currently park on-street will take advantage of the valet system especially when they wish to visit the avenue for more than a few hours, reserving the spaces for short-term visitors without inconveniencing any customers.

Utilization of Existing Parking Resources

The use of valet parking can help to better align demand with underutilized resources, allowing valet staff to park cars in places that patrons would not normally park them. By taking advantage of these underutilized spaces, valet parking can also effectively increase capacity along the prime curb spaces by allowing more vehicles to access businesses curbside before their vehicles are stored in a remote location.

Expected Outcome

Increased availability of on-street spaces while leveraging existing infrastructure, creating balanced demand along the Avenue.

Implementation Elements and Considerations

Description	Implementation	Responsibilities and Costs
Centralized Valet Operations provide the convenience of valet without excessive encroachment on public on-street parking supply.	■ Centralizing valet stations provides convenience for service customers without removing additional supply from the parking system by allowing access from a shared, known, and consistent location nearby their destination without having multiple valet stations serving various businesses on the same block. ■ Signage and Wayfinding should include the centralized valet locations to aid visitors in locating and accessing these services.	■ Assuming 3 stands, operating 8 hours per day and 5 days per week, with between 6 and 9 employees (depending on car volume), the valet operation should cost between $250k and $350k annually ■ Additional vehicle storage costs at designated facilities may drive that cost up
Networked Valet Operations allow patrons to retrieve their vehicle from multiple destinations throughout the study area.	Networking locations through means as simple as hand-held communications (i.e., walkie talkies), increases customer convenience and promotes a "park once" experience to further explore the study area without having to return to their original point of arrival.	Should not be additional costs above those highlighted above for multiple stands that work in concert with one another
Mobile Applications can increase user convenience and reduce time associated with the wait for retrieval on one's vehicles.	By allowing valet users to request retrieval of their vehicles remotely, valet employees may store vehicles in more remote locations without impacting wait times for the customer's retrieval of their vehicle.	Valet operator should provide technology (app or devices) for networking, but that could raise the annual cost between $10k and $40k annually, based on the technology utilized

What the Community Thinks

- 12.3% of survey respondents report utilizing valet when visiting the Park Avenue area. Those are report using valet find the service valuable and convenient.

- Although valet services only utilize approximately 0.7% of the parking supply serving the Park Avenue area, there is a public perception that these services remove too many on-street parking spaces from public supply.

- Valet service on Park Avenue is perceived to disrupt the flow of traffic along Park Avenue.

- There is a perception that valet storage is occurring in public parking facilities, further removing supply from the system for parking patrons. Additional concerns regarding queuing valet on private properties by valet employees

Stakeholder Feedback

Score by User Group (out of 5)

3.83	3.78	3.35	4.60	3.57
City Staff	Boards & Commissions	Park Avenue Merchant's Association	Property Owners	Overall

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
		✔	✔			✔		✔

Paid Parking

Charges a rate for parking based on a given amount of time. The system may be set up with intent to use revenue to improve transportation and aesthetics along the Avenue, while using simple payment methods.

When parking demands in an area become so high that parking facilities operate above the system's effective capacity, paid parking becomes a very effective tool in influencing behavior, redistributing parking demands, and promoting economic activity through turnover of parking spaces. It is critical to note that paid parking should not be implemented with the intent to generate revenue. Implementation of paid parking must be driven by the parking demands experienced in the study area and the need to create access to businesses.

Balancing Demand

The introduction of paid parking adds another layer in the decision-making process that defines how patrons use the parking system. The monetization of the parking program ensures that more people will begin to choose alternative parking and/or access options, helping to free up spaces along the curb or in prime parking areas.

Technology

While traditional meters are still found in some areas, many cities are moving toward "smart meters" and mobile applications that allow users to pay with their phones and add time without returning to their vehicle.

Impact

While many are concerned that paid parking will have a negative impact on Park Avenue business, strong business districts are likely to continue thriving after parking is monetized. An important aspect of the strategy is to continue providing free parking locations nearby, so that employees, residents, and those who choose not to pay are provided with a choice, while those who are willing to pay for prime parking benefit from the increased availability.

System	Description & Benefits	Sample Rate Schedule
Conventional Paid Parking	Using a set hourly and/or daily rate reduces confusion associated with calculating parking costs. The cost to park increases with each hour, up to an established maximum, at a consistent rate. To ensure conventional paid parking effectively promotes turnover parking resources, annual reviews of pricing should be established with the intent of pricing more desirable, convenient locations higher than the perimeter, less convenient locations.	$0.50 per hour
Progressive Paid Parking	By establishing a progressively increasing rate for parking, those who utilize premium parking spaces pay higher rates for occupying those stalls the longer they stay. This promotes more frequent turnover of these spaces. While this strategy is extremely effective in promoting turnover of parking resources, it can be confusing to visitors and frustrating for area customers if not messaged well, and is best used in extremely high demand locations that find continued excessively long durations where other methods of demand management have been tried unsuccessfully.	1 hour = $0.50 2 hours = $1.25 3 hours = $2.25 4 hours = $3.50 5 hours = $5.00

Key Characteristics

PROGRESSIVE PAID PARKING

- Pay structure is set up with lower fees or free parking for shorter trips, and higher fees for longer time limits, encouraging higher rates of turnover.
- Allows for customer flexibility and encourages spending along the Avenue.
- Utilizes pay-by-phone and other customer friendly payment methods.
- Excess revenue is returned to the Avenue area for transportation improvements.

CONVENTIONAL PAID PARKING

- Simple parking arrangement which charges for spaces at published rates, usually managed with meters or pay stations.
- Can be an effective tool to balance demands if consistently applied throughout the area.
- Charging for on-street parking while providing free off-street spaces will help balance demand and promote increased on-street parking turnover.
- Smart meter technology makes payment quick and easy for customers

Strategy Alignment

Insufficient Turnover of Prime Spaces

After the introduction of paid on-street parking, the length of stay also typically normalizes to the desired duration, helping to promote more turnover of prime parking spaces as long-term parkers choose to park in free or lower-priced off-street facilities.

Utilization of Existing Parking Resources

The fee for parking encourages many people to park further away in a lower priced facility, or use an alternative transportation option to reach their destination, thus creating more available spaces in high-demand areas and creating choices for those who wish to pay a premium for prime parking spaces. The provision of options to park in other locations or use alternative transportation helps to redistribute parking demand throughout the area.

Modernized Parking Policy and Practices

It is recommended that the City perform and review a supply and demand analysis annually to monitor the effectiveness of paid parking, and other strategies, and adapt rates as necessary to further influence user behaviors. As part of the ordinance revision, guidelines may be outlined that allow for paid parking to a maximum rate, as well as how revenues are to be collected and how those monies may be reinvested into the community. Implementation of paid parking does need to occur at the maximum allowed rate, but may be increased up to that point over time as conditions warrant. These conditions are monitored through annual supply and demand analysis, which will also inform of potential locations for expansion of the strategy as the area continues to develop and/or should spillover begin to impact nearby area.

Expected Outcome

Charging for parking may increase turnover and balance demand for parking in high demand areas. Revenues from progressive paid parking may also support added mobility options in the downtown area.

Implementation Elements and Considerations

Description	Implementation	Responsibilities and Costs
Paid Parking is an extremely effective tool in balancing parking demand.	The decision to implement paid parking should be driven by parking behavior data. With so many parking patrons indicating a strong preference for on-street and public off-street parking facilities, the parking system is experiencing an imbalanced demand that shifts the privately generated demand to the publicly provided supply. Implementing paid parking is intended to financing the provision of this amenity on a fair and equitable basis for the area.	Staff should begin to define the parameters for paid parking even well in advance of implementation, including drafting ordinance language that sets floor and ceiling rates, collection processes, and resources for expenditure of excess revenues
Identify Technology that works to accomplish the goals of the parking system.	Various smart meters should be considered for optimization of resources while providing a level of service acceptable to parking patrons. This may include single space meters, multi-space meters, mobile and app payment options, etc. When evaluating options, the City should consider how new meter technology integrates with existing parking management equipment and software, payment options available to customers, ease of use, cost, back-end reporting capabilities, and additional technology enhancements such as solar power and mobile and app based payment integration.	▪ Single space credit card meters - $400-800 per meter, plus transaction and maintenance costs ▪ Multi-space pay station - $4,000 – 8,000 per kiosk, plus transaction costs and maintenance ▪ Pay by phone application – typically no capital cost, with transaction cost passed on to the consumer
Pricing is best driven by occupancy and turnover data.	To utilize pricing as a strategy to balance parking demands, prices should be established at a level that promotes the intended turnover and duration for on-street facilities, and occupancy for off-street facilities where parking patrons tend to store their vehicles for longer periods of time. Core areas that experience greater demands and have higher utilization rates can charge more, whereas perimeter locations that experience less demand should charge less to provide parking for those who are willing to sacrifice convenience in order to pay less and better distribute demands throughout the study area.	Data from collection technology should be used to evaluate responsive demand after prices are implemented and then used to adjust prices on an annual basis until prime parking and off-street parking demands are balanced

What the Community Thinks

- Most visitors to the Park Avenue area prefer to utilize on-street (75.9%) and off-street public parking facilities (69.0%). Only 20.7% of respondents indicate usage of private off-street parking facilities.

- The majority of survey respondents, 83.3%, indicated an unwillingness to pay for parking near their destination, indicating they were more influenced by cost and availability than they were location. It should be noted that paid parking options were presented at daily rates, rather than hourly rates.

- There is considerable concern reported that implementation of paid parking will drive customers away from the Park Avenue area in favor of other retail and restaurant destinations that provide on-site, free parking

Stakeholder Feedback

Score by User Group (out of 5)

Progressive Paid

City Staff	Boards & Commissions	Park Avenue Merchant's Association	Property Owners	Overall
2.67	2.64	2.64	3.40	2.65

Conventional

City Staff	Boards & Commissions	Park Avenue Merchant's Association	Property Owners	Overall
1.92	2.36	2.71	3.40	2.44

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
✔					✔			✔

Supply Additions

Additional parking supply investments may be a necessary long-term strategy for the downtown area.

While we recommend first utilizing parking demand management strategies, such as the implementation of paid parking and improvements to the employee parking program to re-balance existing parking demand, and transportation demand management strategies, such as offering a shuttle service, we also acknowledge that there is a strong perceived lack of supply to serve the parking needs of the Park Avenue area as it operates today.

More than Parking

In identifying potential locations for new parking, the City should consider the intended users of the proposed parking facility and perform a supply and demand analysis for the area representing a typical day for the study area. Once the City has separated perception from reality through the demand analysis, and with the recognition that peak conditions and special events will likely always prove a challenge and the city should not build supply with the intent of providing capacity for atypical days, the intended users should be studied to identify their preferences and actual behaviors. For instance, how far is each intended user willing to walk, and how do they rank various parking amenities (security, convenience, cost, availability, etc)? The photo above shows a hypothetical example of the area served by a parking facility at New York Avenue and Morse Boulevard, for employees willing to pay $25 per month with a walking tolerance of 800-feet.

Once a location is identified, the facility's design should incorporate opportunities to further contribute to the vibrancy of Downtown Winter Park and serve the goals of the community. The following provides a recommended checklist of considerations for implementation of additional parking supply:

- A structured parking facility should include mixed-use components
  - Ground floor retail with parking above
  - Parking on lower level(s) with residential units above
  - Interior parking with residential units wrapped around the perimeter
- Will the facility provide bicycle parking in the form of traditional racks or secure bicycle lockers with nearby access to trails and bicycle lanes?
- The facility should improve walkability with the Downtown and to adjacent districts by providing a pleasant ground-level environment that links activity nodes.
- The facility should provide multimodal options, such as a bus or shuttle stop
- The facility should have design considerations to ensure that it fits the character of the Winter Park community.
- Parking facilities should provide for shared parking uses with private residential and retail uses, as well as public parking spaces
- Public investment in parking must provide a return on investment through enhanced development and/or increased sales tax in the Downtown area.

This policy has been effectively implemented in areas such as Boise, Idaho and Boulder, Colorado. In Boise the Capital City Development Corporation (CCDC) had a stated goal of a 5 to 1 return on parking investments. With the recent completion of the so called "BoDo" (Boise Downtown) project, they leveraged $15.5 million dollars in public infrastructure investment (two parking garages and streetscape improvements) in return for $87 million in private development–a 5.61 return on investment. By setting this philosophy, CCDC had a guideline for the development community to consider before approaching the City of Boise for partnership to provide parking to support a desired development opportunity. The exact same numbers may not be repeatable in Winter Park, but a similar approach should be looked at if the city considers a public investment in parking supply.

Key Characteristics

- Can be added through surface lot or structured parking decks that include ground level retail and future adaptations for other uses.
- Allows for growth in the community and actively plans for future parking needs.
- Requires a large upfront capital investment.
- New infrastructure should support normal parking demand, incentivize additional development or growth, and support special event parking needs.

Strategy Alignment

Modernized Parking Policies and Practices

With modern parking structures costs between $15,000 and $25,000 per space, it is crucial that communities ensure that a parking facility investment add value to the community rather than simply provide parking spaces. By seeking to recapture some of the public investment and also looking to a potential future structure as an infill retail or mixed-use development, the conversation turns toward long-term community vibrancy rather than short-term parking supply and the continued quality of life in the Downtown area becomes the focus.

Expected Outcome

Increased supply may facilitate easier parking in the near term, but induced demand may fill parking lots without substantial long-term relief.

The photo above shows a parking garage seamlessly integrated into the landscape with retail on the ground floor that serves to activate the entire block.

Implementation Elements and Considerations

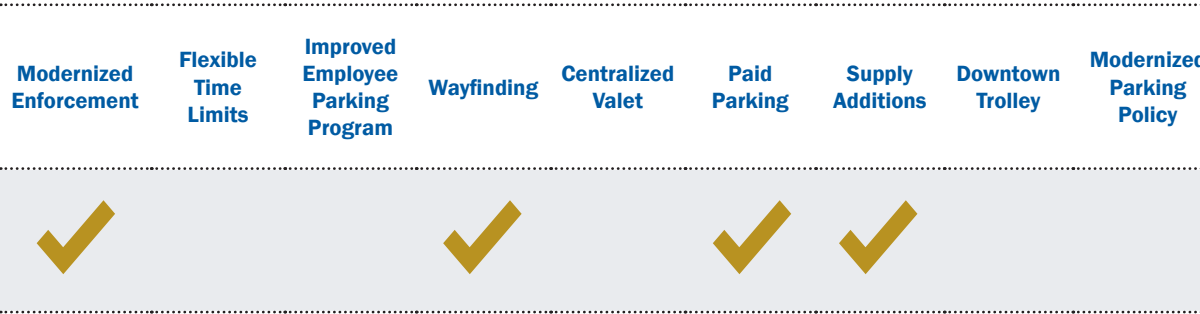| Description	Implementation	Responsibilities and Costs
The Cost of additional parking is a big investment and trends show a national decline in automobile ownership that may render the parking facility unneeded in the not distant future.	With the price of "no frills" above-grade, structured parking reaching $15,000 - $25,000 per space in the national market, and the standard operations and maintenance cost at $75 - $85 per space annually, the decision to invest in structured parking is one that some communities and districts struggle to budget into capital improvement plans.	$3,000-$5,000 plus land cost for surface parking $15,000-$25,000 plus land cost for above-ground structured parking. $30,000 – 40,000 plus land cost for below-ground structured parking $75-$85 per space per year for ongoing operations and maintenance
Parking should be about More than Parking	The garage should include ground floor commercial uses that activate street life and continue to support walkable vibrancy within the Downtown. The garage should also serve to connect adjacent destination areas through this enhanced walkability. Finally, architectural design of a garage should fit within the context of the Downtown area.	City should establish a checklist for garage design that includes the presence of ground floor retail, preference given to mixed-use development above or around parking, inclusion of alternative mobility options, improved connectivity and walkability around garage, context-sensitive design elements, and promotion of shared parking
Location of additional parking supply should account for the opportunity cost of utilizing the land for a parking facility, as opposed to another land use.	While parking should be convenient, it should not take the place of what could be a visitor drawing restaurant or retail destination. The location should consider the intended user type, their established walking tolerance, and be placed to serve the greatest number of benefactors possible.	City should evaluate the loss of available developable land by comparing potential sales tax revenue from development potential with cost of parking design, construction, and operation
Enforcement should continue from on-street and time limited and priced parking areas into the parking structure.	Not only does an increased enforcement presence ensure intended usage of a parking facility, but also increases perceptions of security, it does effectively prevent much of the types of crimes associated with parking facilities, such as theft from vehicles and assaults. Enforcement patterns should be varied but frequent enough to prevent individuals from identifying a pattern than be exploited.	See Modernized Enforcement Strategy
Parking Structure Design should complement the surrounding environment through design consideration.	Parking structures should incorporate architectural materials and details similar to those buildings adjacent to it and typically found in the district. Lighting elements, stairwells and sight lines should be designed so as to inhibit loitering in the facility and promote a safe experience for users. This can be achieved through the use glass enclosed stairwells; well-lit parking decks; activated, mixed-use ground floors; as well as through other architectural elements.	Parking structure design is typically about 10% of the total cost of construction of a parking garage

What the Community Thinks

- All stakeholder groups experience a deficit of parking supply during special events.

- Observed deficits exist within employee parking supply; currently provides approximately 349 spaces for shared use with the general public, providing access with permit but not guaranteeing a space.

- Almost one-third of employee respondents to a recent survey indicated they continue to utilize on-street parking spaces while working; a correlation exists with almost 60% reporting the experience difficulty finding available parking with the employee parking permit regularly or during peak times.

- There is a strong preference for increased on-street parking supply, or nearby surface parking. Structured parking is perceived as having security concerns.

Stakeholder Feedback

Score by User Group (out of 5)

3.18	2.57	3.89	2.80	3.38
City Staff	Boards & Commissions	Park Avenue Merchant's Association	Property Owners	Overall

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
✔			✔		✔	✔		

Remote Parking Connections

Serves both visitor and residents by providing convenient transportation from remote parking locations, surrounding neighborhoods, hotels, and activity centers to downtown attractions.

Providing Connections

City-provided connections to the downtown area can take many forms, and serve a vital utility in connecting major activity destinations with remote parking destinations. By providing this service, it allows downtown visitors to leave their cars outside the downtown area, and visit downtown destinations without filling up prime parking areas and. This is especially useful during special events and peak times, when the existing downtown parking supply is strained.

- **Downtown Circulator:** A downtown circulator route can provide regular or seasonal service to remote parking areas and popular destinations. These are especially popular with visitors and can be useful as an added benefit during the holiday season and special events. However, service must be reliable, frequent, and convenient in order to gain adequate ridership to alleviate downtown parking congestion. The initial capital investment and operating costs of such a route are sometimes cost prohibitive, but popular routes can attract sponsorships or partnerships with local businesses and destinations to help defray some of the investment. Local options may include the Alfond Inn and Rollins College.

- **Subsidized Rideshare:** Another option is for the City to subsidize the use of Uber or Lyft services within a certain distance of the downtown area. This service is especially useful for local residents who currently drive to downtown, but may be able to take advantage of a subsidized rate to leave their vehicles at home to reserve space for visitors. By providing discount codes during special events, the City can provide an alternate way for those within a few miles of downtown to arrive safely and quickly to the front door of their destination without eating up valuable parking space.

Increased Mobility

In addition to reducing parking congestion in the downtown area, providing connections to the surrounding neighborhoods and to remote parking locations also serves to improve local mobility. By providing alternate transportation methods within the local area, the city promotes the use of transportation methods besides single-occupancy vehicles and reduces the community's reliance on cars for short trips.

This option should be coupled with monetized parking in the Park Avenue District, in order to incentivzie users to take advantage of the alternate mobility options offered to them, rather than paying to park near to their destinations. In this way, the City provides additional parking choices as well as improves mobility to ensure that no visitors are inconvenienced by the increased parking rates.

Key Characteristics

- Connects remote parking lots, hotels, transit stations, and downtown attractions.
- Should be coupled with paid parking to encourage use and defray operating costs.
- Appeals to visitors as a downtown attraction in itself.
- Requires an upfront capital investment and annual operating and maintenance costs.
- Provides an additional mobility option for downtown visitors and residents for short trips around the community.

Strategy Alignment

Utilization of Existing Parking Resources

By providing connections to remote parking locations and areas that are currently underutilized, the existing parking demands are rebalanced throughout the community and visitors are encouraged to take advantage of alternate options to arrive into the Park Avenue District, rather than utilizing prime parking spaces that may be inappropriate for long-term or all day parking needs, especially during special events.

Expected Outcome

With sufficient ridership, a downtown circulator or subsidized shared ride services may decrease the demand the downtown parking, leaving more spaces for those willing to pay for them.
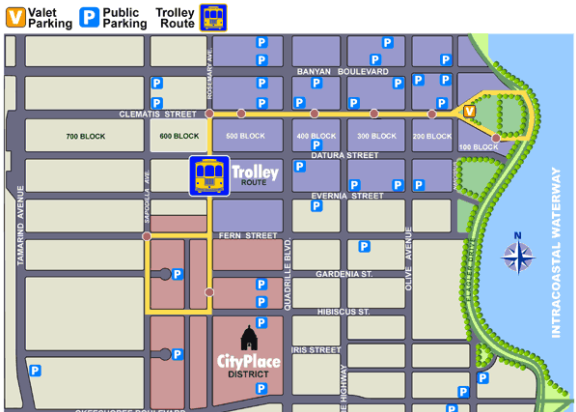
Above is the Downtown West Palm Beach trolley, which provides mobility to tourists and daily visitors. At right is the trolley's circulation route, which connects to several parking facilities.

Implementation Elements and Considerations

Description	Implementation	Responsibilities and Costs
Initial Investment and Ongoing Funding for a Downtown Circulator can be cost prohibitive for some communities.	Implementation of paid parking can allow revenues to be reinvested into transportation improvements, including shuttle/trolley service, to aid in redistributing and decreasing parking demand within the service area. Costs may also be offset by offering area businesses the opportunity to sponsor advertisements within or on the shuttle itself, as well as at shuttle stop locations on scheduling and map signage and on benches or within shelters.	▪ New Vehicles recently purchased in West Palm Beach: $200,000 each ▪ Monthly Operational cost varies depending on ridership and route. West Palm Beach Monthly Cost: $27,000 - $35,000 per month per route
Optimize Ridership by connecting to existing public transit facilities.	Shuttle routes should include the Sunrail station to encourage customers to utilize alternative modes of transportation that do not include the single occupant vehicle. The SunRail station provides convenient transfers to and from rail and bus routes.	Staff time to promote existing services and coordinate with SunRail and transit providers during special events
Subsidize shared ride services during peak times and events	Discount codes subsidized by the City or a sponsor during special events (or regularly during peak timse) can provide for free or reduced rates for rides starting from or ending in a certain area. This allows residents, visitors, and others to enter the Downtown area without the need to park in congested areas.	Costs negotiated with ride services

What the Community Thinks

- One business owner commented on the improved "quality of experience on Park" when the area is limited to pedestrians and closed to vehicles, allowing stores and restaurants to expand outside the restrictions of their walls and onto the sidewalks and into the streets.

Stakeholder Feedback

Score by User Group (out of 5)

City Staff	Boards & Commissions	Park Avenue Merchant's Association	Property Owners	Overall
4.00	3.13	2.97	3.2	3.24

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
					✔		✔	

RECOMMENDED STRATEGIES | REMOTE PARKING CONNECTIONS

Modernized Parking Policy

Update Winter Park's codes and policy to support shared parking, good community design, and adequate parking capacity.

Responsive to Community Goals

Winter Park's current parking policy does not align with the community's current reality, or the community's current expectations for a vibrant downtown commercial environmental. The city's current parking code does net reflect the community's focus on aesthetics and quality design, and a context-sensitive approach to parking policies can allow Winter Park's unique environment to remain vibrant even a future parking supply investment are needed.

A new approach to shared parking, and an incentive for businesses to participate in such an arrangement, will be crucial for providing for the community's transportation demand and maintaining a vibrant environment in the future. Aligning the city's code to allow for businesses with complementary demands to share facilities will allow the community to optimize the use of its facilities and balance demand across the entire system. Similarly, agreements with private facilities to allow for public parking during off hours can instantly increase downtown parking supply without a significant capital investment.

Data-Driven Approach

Like many communities, Winter Park is changing rapidly, and has changed dramatically since the current parking code was written. It is necessary to have a complete understanding of the demands and reality facing the community in order to shape a set of policies that are tailored to local needs. Parking data, an understanding of the community's walking tolerance and active transportation facilities, local transit networks, and changing development patterns all play an affect on how parking codes reflect the community through the rates and requirements developed for each district within the city. Collecting this type of data will be critical to developing a context-sensitive parking code that reflects current conditions in Winter Park.

Key Characteristics

- Aligns parking requirements with community goals and localizes parking codes to reflect Winter Park's development conditions.
- Allows for more use of shared parking, and provides incentives to maximize underutilized space.
- Takes a data-driven approach to parking requirements and revises policies to reflect higher walking tolerances within the community.
- Creates flexible requirements that meet the needs of the both the community and development.

Strategy Alignment

Modernization of Parking Policy and Practices

A context-sensitive parking policy update will allows for the city's current parking code and practices to reflect current design standards, to promote the use of shared parking, and to allow for innovative solutions such as valet services to optimize the city's parking resources in order to promote mobility, access, and community vibrancy.

Expected Outcome

Balanced parking options with opportunities for shared parking throughout, and an increased potential for community development.

Implementation Elements and Considerations

Description	Implementation	Responsibilities and Costs
Context Sensitive Parking Requirements allow the City to define parking requirements that are more in line with the expectations for the areas they serve.	▪ Requirements need to be defined based on a data-driven approach that looks at how existing and proposed developments truly rely on parking in the area. ▪ It is not uncommon for destination or downtown areas to have differing parking requirements that reflect their true nature.	Staff time to implement; consultant time to research and define data-driven requirements
Shared Parking allows two or more land uses to utilize the same parking facility provided their operating hours do not conflict. The intent is to optimize the use of the parking facility.	▪ Parking facilities should be within comfortable walking distance to all participant land uses. ▪ Incentivizing participation in and the promotion of a shared parking policy will encourage developers and existing property owners to participate.	Staff time to implement
Improved Community Design considers the complete design and use of the public right-of-way for motorists, cyclists, and pedestrians.	Improved bicycle infrastructure promotes increased use of cycling as a means to move through and throughout the study area. Dedicated bicycle parking racks that are located within eyesight of multiple destinations have been shown to reduce parking demand and increase length of stay for these system users.	Staff time to implement
Parking Fee-in-Lieu provides developers with the option to contribute to the funding of shared parking in exchange for reduced parking requirements. The intent is to promote more mixed-use, vertical development that promote the "park once" experience and facilitates movement throughout the area by bike and/or foot.	▪ Parking fee-in-lieu should be reviewed annually and adjusted as necessary to reflect increases and decreased to the Consumer Price Index. ▪ Fees should be invested in both new parking infrastructure and other transportation related community improvements aimed to reduce parking demand within the applicable area. ▪ Successful programs provide developers and property owners with complete transparency of the program and where funds are invested, how fees are derived, program boundaries, etc.)	Staff time to implement; Consultant time to research parameters and define the in lieu fee program
Incorporating Valet Service Regulations encourages further use of shared parking facilities	▪ Valet operations should have defined limits for queuing areas to prevent encroachment on public parking supply. ▪ To ensure traffic congestion is reduced as intended, valet operations should have a defined route and destination to and from storage areas. ▪ How cars are parked within valet storage locations can significantly increase parking supply. For instance, parking vehicles three deep is an option not available in public facilities where individuals must access their own vehicles and cannot move others out of the way.	Staff time to implement

What the Community Thinks

- Why can't private facilities be utilized for public parking during off-peak hours?
- Bicycle infrastructure could provide a safer environment.
- "We do not have a parking problem, we have a walking problem."

Stakeholder Feedback

Score by User Group (out of 5)

4.50	4.21	3.19	3.60	3.75
City Staff	Boards & Commissions	Park Avenue Merchant's Association	Property Owners	Overall

Parallel Strategies Critical for Success

Modernized Enforcement	Flexible Time Limits	Improved Employee Parking Program	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Downtown Trolley	Modernized Parking Policy
		✔				✔		

RECOMMENDED STRATEGIES | MODERNIZED PARKING POLICY

Action Plan

Phased Implementation

The nine recommended strategies provide a road map for success to re-balance the Downtown Winter Park parking system and re-align parking demands to meet community expectations. The action plan provides specific implementation actions and guidance broken into timed phases to help guide the City toward success. It is critical to realize that success will not come overnight, and that these action items are not set in stone. The City should re-evaluate its outlook once a year to step back and determine whether the next steps still make sense or if an amended strategy is needed in light of new challenges and opportunities.

In the Action Plan table, the recommended strategies are translated into specific action items, categorized by their recommended timing, and with additional information on staffing, and budget impact. This information is simply a basic overview, and does not provide detailed steps, as much of the plan's implementation will be decided on the local level according to what makes sense for Winter Park's reality. However, the table can help guide the conversation and lay the framework moving forward.

Management Strategy

In order to ensure success as the community shifts its approach to managing its parking management and policy, Winter Park should hire a parking manager responsible for providing management oversight for parking policies, programs and operations.

In the short-term, the parking manager will help with building the parking program. This will include enacting the policies and programs identified as immediate action items; monitoring and enacting data related to the parking program; determining immediate contractor and equipment/technology needs; and conducting outreach and education.

After the program is more established, the parking manager will need to focus more on program maintenance helping to ensure that the system is self-sustaining and financially accountable. The longer-term role of the parking manager will include annually evaluating program management to ensure the program retains the flexibility to respond to new needs and opportunites, helping to implement new parking assets and policy, and strengthening the connection between mobility and the parking program.

Summary Strategy Alignment

	Modernized Enforcement Practices	Flexible Time Limits	Improved Employee Parking	Wayfinding	Centralized Valet	Paid Parking	Supply Additions	Remote Parking Connections	Modernized Parking Policy
Insufficient Turnover	✓	✓	✓		✓	✓			
Utilization of Parking Resources			✓	✓	✓	✓		✓	
Modernize Policies and Practices	✓	✓	✓		✓	✓			✓

Phased Action Plan

Strategy	Description	Cost	Responsibility	Data Needed to Evaluate Effectiveness	Partner Strategies for Successful Implementation
Immediate Strategies					
Increase enforcement staff and align operations	The City should increase the number of enforcement officers and transition title and approach to parking ambassador, with an emphasis on education and promoting compliance, rather than excessive ticket writing	Additional staff at existing salaried cost plus benefits.	Police Department or Parking Program Manager	Citation data (quantity, type, location, time of day), Duration and Turnover, Occupancy, and Community Outreach survey	• Invest in advanced enforcement technology • Improve employee parking program
Define employee-only parking areas	By designating facilities or specific sections within facilities as employee-only spaces, there is more reliability and predictability for employees who participate in the employee parking program.	Signage; staff time for monitoring; communication to Downtown stakeholders and community	Public Works for space allocation or Parking Program Manager	Supply, Occupancy, Duration and Turnover, and Employee Feedback Survey	• Increase enforcement staff • Additional parking supply
Define context-sensitive parking codes for Downtown and other areas	Revision of the Off-street Parking and Loading Regulations should allow greater flexibility and promote the use of shared parking in a manner that recognizes the value of parking within the Downtown area. Often times, in downtown or destination areas, parking requirements are set at a lower minimum to account for the multimodal nature of the surrounding environment.	Staff time for coordination, research, and formal drafting and adoption of concept	City Planning	Occupancy, Business metrics (type, quantity, lease rates)	• Additional parking supply • Improve employee parking program

Within the Next 2 Years

Strategy	Description	Cost	Responsibility	Data Needed to Evaluate Effectiveness	Partner Strategies for Successful Implementation
Invest in advanced enforcement and data collection technology and back-end management platforms	Acquire advanced parking enforcement equipment, including mobile vehicle mounted license plate recognition (LPR) and ticketing devices to use in day-to-day operations of the most densely utilized areas of the City, including Park Avenue, and support ongoing data collection. This equipment will improve staff efficiency and allow for better communication with data servers that can be accessed to manage permit and citation data.	Mobile mounted LPR equipment typically costs $25,000 - $35,000 per vehicle, including in car computer, camera and ports, and setup. Ongoing software and database charges could run $10,000 - $20,000 annually.	Police Department or Parking Program Manager	Citation data (quantity, type, location, time of day)	Increase Enforcement staff and align operations
Implement a graduated fine structure	A graduated fine structure reinforces parking regulations without unduly punishing the infrequent offender. Under this strategy, a parking fine for a first-time offender is relatively low or free. In addition to the fine, information is provided about how to park legally on the next visit. A graduate fine structure is designed to be more punitive for those who repeatedly park illegally.	Staff time to define graduated fines and amend ordinance; Database costs from LPR or other parking management system to monitor ongoing citations.	Police Department or Parking Program Manager	Citation data (quantity, type, location, time of day)	Invest in advanced enforcement technology
Implement a license plate based employee parking program	LPR equipment can be used to establish a license plate based permit system that provides improved efficiencies for enforcement efforts and reduces inconvenience and confusion for permit holders.	Mobile mounted LPR equipment typically costs $25,000 - $35,000 per vehicle, including in car computer, camera and ports, and setup. Ongoing software and database charges could run $10,000 - $20,000 annually.	Police Department or Parking Program Manager	Program participation data, Employee Feedback Survey, Occupancy, Duration and Turnover Data	• Improve employee parking program • Additional Parking Supply
Implement centralized valet along Park Avenue	Centralizing valet stations increases efficiencies through use of networking stations to allow patrons to move about the service area and request a retrieval of their vehicle from alternation location, optimally using mobile applications or devices.	Assuming 3 stands, operating 8 hours per day and 5 days per week, the valet operation should cost between $250k and $350k annually	PAMA & Parking Program Manager	Parking facility occupancy, Customer Survey feedback, Business owner feedback	• Modernized Parking Policies • Wayfinding • Additional Parking Supply
Continue and improve wayfinding offering for parking navigation	Consistently themed Signage and Wayfinding allows the City to communicate parking destination locations and helps users easily navigate the entire system. Mobile Applications and online parking information keep today's "connected travelers" informed about where to find parking.	• $250 – 500 per static trailblazer sign • $500 – 1,000 per static parking wayfinding sign • $5,000 - $15,000 for illuminated exterior signage	Public Works for signage implementation or Parking Program Manager	Parking facility occupancy, Customer Survey feedback	• Parking Supply Additions • Modernized Enforcement

Within the Next 4 Years

Strategy	Description	Cost	Responsibility	Data Needed to Evaluate Effectiveness	Partner Strategies for Successful Implementation
Implement flexible time limits	By making time limits more flexible, locations can serve multiple user types, dependent upon time of day or day week.	Signage; staff time for communication to Downtown stakeholders and community	Public Works for signage implementation or Parking Program Manager	Occupancy, Duration and Turnover, Business type and needs	• Modernized Enforcement • Wayfinding
Implement parking fee in lieu options for new developments	When parking demands in an area become so high that parking facilities (on- and off-street) operate above the system's effective capacity (85-90 percent occupancy), paid parking becomes a very effective tool in influencing behavior, redistributing parking demands, and promoting economic activity through turnover of parking spaces.	Staff time to define the parameters for paid parking, including drafting ordinance language that sets floor and ceiling rates, collection processes, and resources for expenditure of excess revenues	City Planning, Economic Development, and/or Parking Program Manager	Occupancy, Duration and Turnover, Citation Data, Community Feedback	• Modernized Enforcement • Modernized Parking Policies
Implement a Downtown Circulator or Subsidized Ride System	Define a city-sponsored system to move patrons from fringe parking areas to the heart of the Downtown area, as well as move between destination areas within the community.	Costs vary depending on agreements with sponsors, size of transit network, and ridership	City Planning and Economic Development	Occupancy, Duration and Turnover, Community Feedback, Shuttle Ridership	• Conventional or Progressive Paid Parking • Modernized Parking Enforcement • Additional Parking Supply

Beyond 4 Years

Strategy	Description	Cost	Responsibility	Data Needed to Evaluate Effectiveness	Partner Strategies for Successful Implementation
Create New Supply	Build additional parking to support economic development, with goals of increased connectivity and walkability as a primary driver. Parking should be shared in nature, serving many different users and supporting the economic vitality of the community.	• $3,000-$5,000 plus land cost for surface parking • $15,000-$25,000 plus land cost for above-ground structured parking. • $30,000 – 40,000 plus land cost for below-ground structured parking • $75-$85 per space per year for ongoing operations and maintenance	Public Works, Economic Development, City Planning, City Architect	Occupancy, Valuation of area development, transportation mode split	• Modernized Enforcement • Paid Parking • Wayfinding