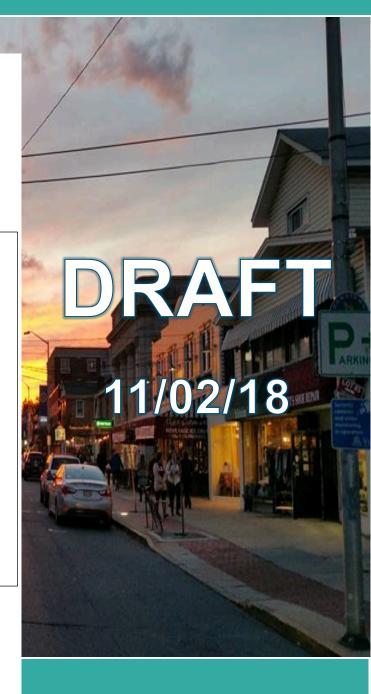
# Planning & Development Department

Staff Technical Review of the Planning Commission's Parking Subcommittee Report:

A Bold New Future for Newark:

A Comprehensive Parking Solution





#### **Acknowledgements**

### The City of Newark's Planning and Development Department would like to acknowledge the members of the <u>Parking Subcommittee</u>:

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#### **Parking Subcommittee Report**

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#### **Background**

The purpose of this section is to present brief history and background on parking regulations and policy in Newark, as well as provide a parking inventory, a survey of Newark's previous supply and demand studies, and other parking initiatives such as the parking waiver program and parking validation program.

#### 1-1: Brief History of Parking in Newark

The City of Newark took over responsibility for off-street parking in November of 1998. The transfer was a recommendation of a public forum held in March of 1997 on downtown parking. At the forum, concerns were expressed that downtown off-street parking needed to be managed better along with the belief that there was a severe shortage of available parking spaces in downtown. Parking was eventually coupled with the downtown revitalization effort, which created the Downtown Newark Partnership in 1998, and the Newark Parking Authority was dissolved, which resulted in the transfer of off-street parking holdings and responsibilities to the City of Newark. At the time, on-street parking responsibilities were also the City's responsibility. The Newark Police Department handled parking enforcement and the Finance Department managed parking meter maintenance and collections.



In 1998, the City took control of four (4) off-street parking lots. Three of them were "fee-simple" pay to park, which included "Lot 1", "Lot 3", and "Lot 4" as shown in Map "A". Prior to the City taking the lots over, the off-street parking hourly rate was \$.35 per half hour for Lots 3 and 4 and \$.50 per half hour in Lot #1. Afterwards, all pay to park lots were changed to \$.50 per half hour. A fourth lot, known as "Lot 2", was a monthly permit only lot. The total number of off-street

public parking spaces for each lot and total for downtown are shown in Table 2. Since 1998, the City has expanded Lots 1, 2 and 3 into adjacent properties and redesigned them to add more spaces. Lot 4 was also redesigned to add more spaces. In addition, Lot 5 and Lot 6 were added to the off-street parking inventory. Lot 5 is a monthly permit lot adding 80 additional parking spaces and Lot 6 is a fee-simple lot adding 35 additional parking spaces. Based on off-street parking expansion efforts since 1998, 167 fee simple park spaces and 118 permit spaces have been added to the parking inventory, which are increases of nearly 37% in pay-to-park off-street spaces and 370% in permitted offstreet parking spaces.

	Downtown Off-Stree	et Parking
Table 1-A: Inventory: 1998 & 2018		
Fee		
Simple	1998	2018
Lot 1	175	195
Lot 3	135	230
Lot 4	135	152
Lot 6	0	35
Total	445	612
Permit Only	1998	2018
Lot 2	32	70
Lot 5	0	80
Total	32	150

In addition to inventory increases, the off-street parking management staff was professionalized, improvements in safety and design were implemented, and equipment and services were upgraded. There have also been several improvements in parking lot identification and directional signage. All improvements have been made with the goal to make off-street parking a more user-friendly and convenient service that is supportive of current business and future economic growth.

Regarding on-street parking, responsibilities were initially split between two Departments and were not regarded as a high priority with either Department's other primary responsibilities and, as a result, not much time was spent on it. A study of parking meters and operations showed that of the 391 parking meters in the system, as many as 90 parking meters were not in service; and furthermore, there were inadequate supplies and funds budgeted for replacement parts.

As a result, in 2007, responsibilities for meter collection and maintenance were transferred to the Parking Division. Since that time, the Parking Division has designed an efficient operating system for meter maintenance and collections, replaced coin operated meters with ones that accept credit cards and coinage, and expanded the inventory by nearly 16% to 422 meters citywide, most of which are in the downtown area. In June of 2015, the Parking Division took over responsibility for parking enforcement and began the long transition from "Parking Enforcement Officers" to "Parking Ambassadors," with a goal of helping people find parking and improving customer service, rather than focusing on simply issuing tickets.

Parking meters also had variable rates in 1998, which had two different fee structures. From 8 a.m. to 6 p.m., the parking meter rate was \$.25 for 20 minutes; and from 6 p.m. to 1 a.m., the

parking meter rate was \$.25 for 15 minutes. The City eventually made meter rates uniform throughout the system because of many complaints about variable rates and its transparency. In 2009, parking meter rates were raised to a consistent \$.25 for 12 minutes.

The City's Parking Division continues to work on improvements to the on- and off street parking systems, looking for additional opportunities to increase inventories, improve customer service and make parking more convenient in downtown Newark. At the time of this report, the Parking Division manages 762 off-street downtown parking spaces and approximately 207 downtown parking meters.

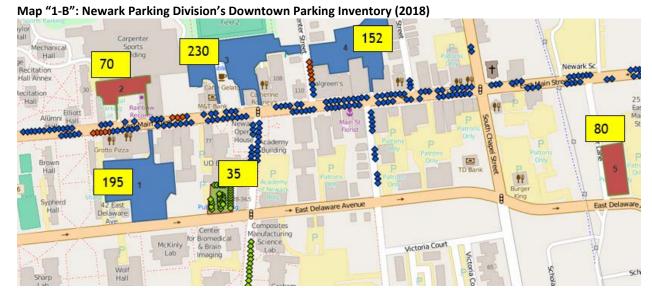


Table 1-B: Downtown On-Street Parking Inventory (2018)

<u>Location</u>	# of Meters	Location	# of Meters
Deer Park/Grottos:	26	Academy/Center/Haines:	38
Grottos/Academy:	45	Haines/ South & North Chapel	48
Academy St.:	38	Chapel St to Market East Plaza	<u>30</u>
		Total On-Street:	207

#### 1-2: The Planning Commission's Parking Subcommittee Process

In 2016, the Planning Commission began the process of working with staff to review parking capacity and demand, parking space requirements by use, parking waiver legislation, and fees and practices to make recommendations for Code amendments based on their findings. The process began with a <u>Parking Study 6/7/2016</u>, conducted with the assistance of a graduate intern of the University of Delaware's Institute for Public Administration, which reviewed the City's current parking waiver program, researched zoning regulations from other similar municipalities, and provided a series of "policy options" for City officials to consider based on best practices and

national trends The Planning Commission also hosted two Public Workshops on September 19, 2016 and on March 21, 2017, which were well attended.

The Planning Commission authorized the Parking Subcommittee on May 2, 2017 with the purpose of convening to understand the challenges related to parking in the ever-changing City's central core. Three months were put into planning what the committee should to do, how to do it, and who should be on the committee.

The Parking Subcommittee was comprised of a diverse group of participants, with representatives from city government, the Planning Commission, downtown businesses and non-profits, developers, as well as residents and students of the community to discuss their point-of view regarding downtown parking.

The committee included the following:

- Frank McIntosh, Planning Commissioner (Chairperson)
- Jordan Abada, Student University of Delaware
- Rob Cappiello, Business Manager United Methodist Church
- Mary Ellen Gray, Director Planning Department City of Newark
- Mike Fortner, Planner II City of Newark
- Willard F. Hurd, AIA, Planning Commissioner
- Chris Locke, General Counsel and Partner, Lang Development Group
- Lee Mikles, Owner, Grain Craft Bar + Kitchen
- Richard Rind, Director, Auxiliary Services University of Delaware
- Alan Silverman, Planning Commissioner

The Parking Subcommittee also utilized City staff technical support from:

- Marvin Howard, Parking Manager, Parking Division
- Courtney Mulvanity, Parking Supervisor, Parking Division
- Jay Hodny, GIS Technician, IT Department
- Michelle Vispi, Administrative Staff, Planning and Development Department

The Parking Subcommittee began meeting monthly in August 2017. The meetings were posted and open to the public in accordance with FOIA regulations. To keep the public informed, information on the Parking Subcommittee, along with meeting materials and information was posted on the City's website. The public attending the monthly meetings also had extensive and direct input in the discussion and proceedings. All attendees from the public were invited to participate, as a part of meeting table, in all working group discussions.

The charge to the Subcommittee was to examine the issues, generate ideas, and formulate solutions. The proviso was to do this without regards to political affiliation or personal bias.

Seven working meetings were held monthly through March 2018. A final public workshop was held on May 7, 2018, to garner additional comments and explain the Subcommittee's findings to the public. The Subcommittee composed a report and presentation that was presented to the Planning Commission in May 2018 and City Council in June 2018.

**Chart 1-A: Parking Subcommittee Meeting Process** Parking Public Public Public Public Sub-Parking Parking committee Parking Parking Public SC SC SC SC Public (SC) Presentation Workshop authorized meeting meeting meeting meeting to City Council 5/18 5/17 9/17 1/18 4/18 6/18 11/17 Initial Public Public Public Public Public Parking Parking Parking Parking Presentation Update to SC SC SC SC Planning to Planning meeting meeting meeting meeting Commission Commission 8/17 10/17 12/17 2/18 5/18 6/18

At the regularly scheduled Council meeting on June 25, 2018, City Council requested that City staff do a technical review of the Parking Subcommittees findings and present an implementation

plan to include prioritizations, cost-analysis, and timeline.

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## Introduction, Vision and Strategic Issues Identified by the Parking Subcommittee

#### 2-1. Introduction

The proposal developed by the Planning Commission's Parking Subcommittee (Committee) was arrived at by careful and dutiful review of the many different aspects of parking as it relates to the City of Newark and its citizens. The Committee was mindful of finances, environment, quality of life and above all, what was in the best interests of the City's present and long-term interests.

It became quickly obvious to the Committee that parking is an issue that is both personal and economic. The Committee also wrestled with the concepts of what a parking problem means and the perception that there is a parking problem in Newark. Furthermore, parking is an overarching piece of the City's viability and ability to attract quality businesses and visitors.

To that end the Committee understood that it could not produce a list of issues and attendant solutions unless they were integrated and overlapped, and so a holistic approach was needed. The solutions are designed to be applied in their totality and implemented over time whereby the implementation of each solution will provide small incremental improvement but only when packaged together will noticeable improvements occur. As such, it becomes the strength of the plan and requires both the patience to see it through and the commitment to appreciate the accumulative effect of its component parts.

The Committee sees Newark as a vibrant, walkable city drawing on the highly diverse nature of its permanent and temporary citizens. Vibrant means there are multiplicity of activities, diverse in nature that appeal to our citizens and visitors. Newark is more than the University and all its culture. Having said that, the University is also an important piece of Newark's vibrancy and we need to recognize and embrace what it offers to our city. Walkable means we want to walk or bike around our downtown area safely and in comfort. It does not mean that we don't want people to use automobiles to get here; it means we want to be careful about where those vehicles are located once they arrive downtown.

# 2-1. Vision: An Integrated and Holistic Approach - Effective Management of Current Parking Supply, People Oriented Community Design, and a Cultural Shift in Parking

The Committee advocates for a holistic approach consisting of effective management of the current parking supply; a community designed for pedestrians, bicycle riders, transit riders, drivers and riders, and not – primarily – for parked cars; and a cultural shift away from the existing model that elevates the car above other modes of transportation. To support the City's desire to have the downtown be a vibrant place that creates a sense of place and attracts residents and visitors alike, there needs to be a change in the way we think about and regulate parking. This

change is a shift away from regulations and policies that support a "suburban" transportation model that focuses on cars to an "urban" model that supports many modes of transportation and focuses on people.

A key component of this vision is to address the perception that there is a parking problem in Newark and what a "problem" in parking means. To some people it means "if I can't park in front of the bank, there is a problem." To an individual who holds this view or one that is similar, the Committee determined that the best way to address the perception and at times the reality of limited parking, is through a comprehensive marketing plan (described below). This marketing plan will quell the idea that it is difficult to find parking in Newark by demonstrating that Newark is addressing any parking issues that exist, promoting changes made to parking locations, and the convenience of parking through efficient and effective management of parking downtown.

#### Comprehensive Plan V

Newark residents, through surveys and participation in community planning activities, frequently indicate they want to see Newark develop as a walkable and bike-able community, with a vibrant downtown. The <u>Comprehensive Development Plan V</u> envisions Newark as a community that is healthy and active, sustainable, and inclusive. This vision supports policies such as:

- Bicycle and pedestrian accessibility.
- "Complete Streets" supporting all transportation options.
- Compact and mixed-use development for a pedestrian friendly environment.
- Access to transit and other alternative transportation modes.
- High air and water quality, as well as watershed protection.
- Preservation of historical resources.
- Range of housing choices and affordability levels.





A comprehensive and consolidated approach to modernizing how the City of Newark regulates and manages parking, particularly in the downtown, is key to guiding future development in Newark. The outcome means the difference between Newark being a place with significant amounts of land covered with asphalt dedicated to the storage of automobiles, to Newark being a place that is designed for people, with space for residents to engage each other.

Therefore, the Parking Subcommittee sought a comprehensive approach to parking with the following priorities:

- More effectively managing the existing parking supply by making it easier for downtown residents and visitors to locate parking locations and availability.
- Modernizing the City's Zoning <u>Code</u> regulations to encourage land use development that is designed for all modes of transportation, including walking, cycling, and transit, and reducing private areas dedicated to surface parking lots.
- Expand parking opportunities for visitors by improving access to existing private surface lots in and surrounding the downtown area.

Effective parking solutions are integral to the success of this vision. As with any complex issue, there can be and likely will be disruption of what we have become used to in favor of what can become the future.

#### 2-2. Identified Strategic Issues

The following is an overview of the strategic issues that were identified with solutions and a summary of the next steps. The strategic issues included:

- Parking Distribution and Availability.
- Cultural Thinking About Parking.
- Economics of Parking.
- Zoning Code Revisions.
- Stormwater Quality/Quantity.
- Employee Parking.
- Private lots not in the City Network.



#### Strategic Issue # 1: Parking Distribution/ Availability at Certain Times of Day

The Parking Subcommittee identified that parking availability varies by time of day. Several previous studies, conducted in Newark's downtown, have shown this fluctuation in availability. The <u>Desman 2006 Study</u> conducted a parking utilization survey with the results shown in <u>Chart and Table 2-A</u>. The Desman survey shows that on a typical weekday when University of Delaware classes are in session, off-street Parking Lots #1 (Galleria), #3 (Caffé Gelato), and #4 (Walgreens) have a high rate of parking availability in the morning from 8 a.m. to 10 a.m. Between 10 a.m. and 2 p.m., the capacity of the lots become nearly full, particularly in Lots #1 and #4. Later in the

afternoon, some availability returns. Then, sometime after 6 p.m., the lots begin operating again at near capacity.

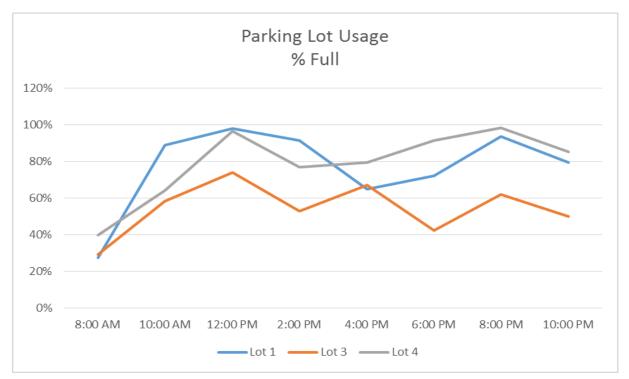


Chart and Table 2-A: Parking Utilization Survey Results by Lot and Time

Average Off-Street Parking Utilization (Desman 2006) (% full)								
	8:00 AM	10:00 AM	12:00 PM	2:00 PM	4:00 PM	6:00 PM	8:00 PM	10:00 PM
Lot 1	28%	89%	98%	92%	65%	72%	94%	80%
Lot 3	29%	58%	74%	53%	67%	43%	62%	50%
Lot 4	40%	64%	97%	77%	80%	92%	99%	85%

This pattern is less pronounced in the summer, when the University of Delaware is not in full session, as shown in community residents Morgan & Gifford's utilization study, conducted on Lot #1 over several days in June 2016. Their survey shows during the mornings the lot is approximately 20% full, becomes just over 70% full in the afternoon, and falls below 40% full in the evening. (\*The Galleria had, and currently has as of this writing, a major vacancy where a restaurant tenant used to be.)

In 2015, <u>The TimHaahs City of Newark Supply and Demand Study</u> showed similar patterns for both off-street parking and on-street parking.

#### Strategic Issue # 2: Cultural Thinking Around Parking

One of the key challenges in addressing parking downtown is the perception that there is not enough parking. In reality, the area between the Deer Park Tavern and the Newark Shopping Center has over 2,360 public and private commercial parking spaces available to downtown customers. This total does not include the dozens of private, single-use, parking lots throughout downtown, which would total several-thousand more parking spaces. The Parking Subcommittee believes that we should change the way people think about "parking", and the perception that there is a problem with parking downtown.

Donald Shoup, Professor of Urban Planning at UCLA/Luskin School of Public Affairs, calls parking "the most emotional topic in transportation." As Shoup writes in <u>Parking in the City</u>: "When it comes to Parking, rational people quickly become emotional..." The Parking Subcommittee identified *cultural thinking* regarding parking, and reflected in the City's Zoning <u>Code</u> and policies, are based on "Suburban" assumptions. These assumptions include:

- 1. People do not like to walk downtown: People tend not to mind walking a few blocks or more in walkable downtowns and communities when the compact development is clean and well maintained, and the streets have shops and restaurants to create an enjoyable walking experience and when the distance from parking to destination is known.
- 2. Building more parking means more customers will come to downtown: Analysis from a variety of research on downtown economic development shows that parking does not drive economic development as in a "Field of Dreams" approach. Parking, by itself, does not bring more customers to downtown; rather, visitors come to downtown for its retail, restaurants, entertainment, and services. Parking is one component of a downtown revitalization strategy that focuses on economic and quality of life improvements to succeed.
- **3.** Parking must be available in front: People will park where parking is provided. Downtowns tend to be built in a grid pattern that allows for rear lot parking behind business. The challenge is providing adequate signage that helps direct visitors especially non-regular visitors to non-visible parking lot locations.
- 4. Everyone is entitled to free parking: Every space entails a cost for developers, owners, tenants, and taxpayers. These fees are factored into rents, lease fees, sale prices, and taxes. Critics say that ample free parking subsidizes cars, increases traffic congestion and carbon emissions, encourages sprawl, raises housing costs, degrades urban design, and makes communities less walkable and bike-able.
- 5. Parking should be provided according to the ITE Parking Generation Manual: Many local governments, including Newark, based their Zoning Code's minimum parking requirements on the ratios provided in the Institute of Transportation Engineers (ITE) Manual. The ITE Manual bases its estimates of demand on single-use suburban sites, where ample free parking exists and there are no other feasible transportation options

other than driving. While it may be useful as a guide, the ITE Manual often creates larger than needed supply of private parking, especially for downtowns.

**6.** A Parking problem is a Bad thing: A lack of plentiful empty parking spaces may be part of any vibrant and active downtown with many customers and visitors and well-used business and services.

The Parking Subcommittee supports the City's desire to have the downtown become a vibrant place that attracts a variety of visitors. To reach this vision, they advocate a cultural shift away from the existing model that elevated the car above other modes of transportation. Therefore, the Committee concluded Newark needs an approach to parking in conjunction with addressing mobility needs that also includes pedestrians, bicycles, and transit. They support the vision of the Comprehensive Development Plan V for complete streets and compact, mixed-use development.

#### Strategic Issue # 3: Zoning Code Issues - Suburban vs. Urban Parking Standards

Parking requirements are the primary factor in determining urban design, land use and density, and the experience of place. Their impact on the community's form determines its accessibility for walking, bicycling, and using transit. When minimum parking requirements are set high, it makes for a community where it is difficult or unpractical to walk or ride a bike, as well as making transit unfeasible.

Figure 2-1: Urban Form through minimum off-street parking requirements



Cities and local governments started adopting minimum parking requirements into their Zoning Code ordinances between the 1940s and 1970s as automobile ownership increased and cities began to suburbanize. The intent was to ensure that there was ample, convenient, and accessible free parking for all uses at all times of day. Other perceived benefits of minimum parking requirements included: (6) (1)

 Transportation Efficiency: Off-street parking requirements are seen as a tool for reducing traffic congestion by giving automobiles easy access off the street when they reach their

destination, rather than having drivers circling streets looking for on-street parking - thereby congesting the streets (and increasing air pollution). Also, requiring ample off-street parking within a development reduces the likelihood that excessive cars will "spillover" onto other developments or onto surrounding residential neighborhoods.

- Urban Design/Form: Off-street parking requirements create orderly land-use developments with "self-sufficient" parking provided for each site. This approach is applicable to suburban development where uses are separated by zoning. Because each site provides a sufficient amount of parking, there is little concern for competition for a limited parking supply.
- 3. **Economic Development**: As many traditional downtowns faced competition from shopping centers and malls with ample free parking, cities used minimum parking requirements in new downtown developments to increase supply to "level the playing field", making downtowns more "mall-like" in their parking to entice more customers.
- 4. *Limited City Administration*: In this view, parking is seen as the responsibility of the developer. By each development providing its own off-street parking, there is less demand for on-street parking and public lots, keeping the city out of the parking business at public cost. (6)

The Parking Subcommittee reviewed Newark's wide range of parking requirements. There are 34 different parking requirements that indicate a ratio for the number of parking spaces to be provided by each business-type or land use. Table 2-B, below, shows a sample of parking regulations from the City of Newark Zoning Code.

Like many communities, Newark's minimum off-street parking requirement ratios are based on the <u>ITE Parking Generation Manual</u>. However, these ratios are based on assumptions that do not necessarily apply to compact, mixed-use, downtowns. ITE Manual assumptions include:

- The measurement is for "peak" usage. For a retail store, the ratio is set for the day of the year with maximum peak demand (example: Black Friday), not a typical weekday or weekend.
- All uses in a mixed area "peak" at the same time. In reality, businesses clustered together
  may have different peak-times. For example, a bank may peak during the day, whereas a
  restaurant may peak in the evening, when the bank is closed.
- 3. **Everyone will drive.** The ITE ratios assume that no one arrives by transit, by bicycle, or by walking.

There are a significant number of criticisms of minimum off-street parking requirements. Parking requirements are considered an expensive and inefficient way to manage parking demand. The requirements produce unwanted side-effects that are in direct conflict with pedestrian-oriented

and transit-friendly downtowns and undercut the City's vision as a community that is "healthy and active", "sustainable", and "inclusive."

Table 2-B: Zoning Code Section 32-45(a) - Off-street parking requirements

Retail stores, all types; supermarkets; adult bookstores/entertainment centers; department stores	One off-street parking space per 200 square feet of floor area used or designed for sales on ground floor, plus one off-street parking space per 300 square feet of floor area used or designed for sales on all other floors, plus one off-street parking space for each employee.
Personal service establishments	One off-street parking space per 200 square feet of gross floor area.
Banks and other financial institutions	One off-street space per 200 square feet of gross floor area, plus one space for each employee.
Medical and dental offices	One off-street parking space per 200 square feet of gross floor area.
Churches	One off-street parking space per five seats or one off-street parking space per 90 lineal inches of pew space.
Restaurants and diners	One off-street parking space per three seating accommodations, plus one off-street parking space per employee on shift of greatest employment.
Dwelling, garden apartment, duplex, high-rise apartment, or group housing	Two off-street parking spaces per dwelling unit, plus one additional off- street parking space for each dwelling unit with more than three bedrooms.
Post office	One off-street parking space per 200 square feet of gross floor area devoted to patron use, plus two off-street parking spaces per three employees on the shift of greatest employment.
Bakery-restaurant	One off-street parking space per three seating accommodations, plus one off-street parking space per 200 square feet of floor used or designed for sales excluding the floor area of tables, benches, service counters, and all other seating facilities, plus one off-street parking space per employee on the shift of greatest employment.
Shopping centers	Four spaces per 1,000 square feet of gross floor area.

For a summary of the criticisms of minimum off-street parking requirements in terms of transportation efficiency, urban design, economic development, sustainability, and city administration, see Appendix "A".

To support the City's downtown goals, the Parking Subcommittee recommends a review of the City's <u>Zoning Code</u> and consideration of reducing or eliminating minimum parking requirements for the downtown area.

#### **Strategic Issue # 4: Stormwater Issues**

Parking also has a cost to the environment. Parking lots increase the volume of stormwater, which puts stress on the City's stormwater management system and reduces groundwater recharge, surface lots collect pollutants from leaking oils and fluids from parked cars that wash

into our stormwater management systems and effects the quality of our water supply. Pollutants such as fine particulates are often concentrated around parking lots. Rain falling on parking lot surfaces runs off into our creeks and streams, with impacts to the natural ecosystems of fish and wildlife, as well as our drinking water. (12) Finally, parking lots with excess parking can take land that could otherwise be used for open space, trees or other plantings, parks or public space, or preserved for habitats and wildlife.

#### Strategic Issue #5: Employee Parking

There are a vast number of employees that work in Newark's Downtown. They range from professional salaried office workers to wage-earning workers in restaurants and retail stores. Downtown employees compete for the limited parking resources of other downtown visitors; however, a healthy downtown business environment must try to preserve as much premium parking available as possible for customers. As in any shopping district, the employees usually arrive before customers and, unless there are incentivized alternatives available, can take up many premium parking spots before customers arrive. Therefore, an effective approach to parking management is to provide incentivized alternatives to downtown employees that are both convenient and affordable, while keeping available parking for customers.

The Parking Subcommittee proposes to address this through better parking management by using surrounding University lots and private lots for employee parking as an attractive and more affordable alternative.

#### Strategic Issue #6: Independent, Private Lots that are not part of the City parking network

Map 2-A is an aerial view of the City of Newark's downtown central business district showing the area between Delaware Avenue and the University of Delaware's Frasier Field, and between North College Avenue and the Newark Shopping Center. This is Newark's most urban area, consisting of densely-located mixed-use commercial/residential buildings, pedestrian "walkable" scale development. The areas that have been colored in the aerial view represent land that is used for surface parking. As you can see, surface parking takes up a significant portion of Newark's Downtown commercial district – its most urbanized area.

A calculation of surface areas in downtown shows that approximately 42% of the ground surface is used for off-street parking. Areas shown in blue, red, or green are City municipal-run parking lots. These lots make up about 26% of all ground surface area dedicated to parking. These lots charge a fee and can be used by all visitors to downtown. The remaining 74% of parking areas downtown, shown as yellow/gold in Map 2-A, are private parking lots that are dedicated to a single location. Most of the parking in private lots can only be used for the business, or group of

businesses, they are allocated to on the specific property. When the businesses are closed, or the property is vacant, the surface lot on the property remains unused and unavailable to other downtown customers and employees. Furthermore, if a customer of any of these businesses wants to visit additional nearby businesses, they would not be permitted to keep their car at the private lot for the duration of their visit to downtown.

Map 2-A: Aerial View of Downtown Newark with Parking Areas Highlighted

Public lots - blue, red, or green

Private lots - yellow/gold



A broader view of public and private surface lots surrounding the downtown can be seen in Map 2-B. If private lots in and surrounding downtown can be more effectively utilized, it would open significant supply opportunities, without construction of new parking lots or garages, for both customers and employees of downtown.

The Parking Subcommittee proposes to pursue ways to better utilize private parking lots and better integrate them into the overall downtown parking management system.

Privately Owned Parking Lots
- City of Newark leases the lots having the diagnol color pattern

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CONTRIBUTA

Map 2-B: Privately Owned Parking Lots (Shown in solid orange)

#### Strategic Issue #7: Economics of Parking

"There is no such thing as a free lunch." – Milton Friedman, Economist

Milton Friedman's comment seems to apply to parking, also. Indeed, according to UCLA Professor Donald Shoup, "the most common myth about free parking is that it is free." Parking may seem free to a driver because shoppers, business owners, and taxpayers are paying for it. (7) Parking comes at a cost to land owners/developers through increased construction expenses and lost revenue. The city and the taxpayers also lose through decreased revenue from property taxes and utilities. This loss is not a one-time loss but rather a perpetual loss.

Parking on private properties used for commercial or multifamily housing comes at a significant cost, particularly in the downtown which contains much of the City's most valuable real estate. When land is used as surface parking lots, it decreases in value, with losses for the City in both tax and utility revenues. According to analysis provided by Chris Locke, General Counsel and Partner for Lang Development Group, a typical space of 9' x 18' (162 square feet) could generate

an additional \$2,400 to \$4,800 in additional annual rental income if developed as housing. Not only would this increase the building value but would also increase the tax assessed value. According to this estimate, over the past 10 to 15 years, the City would have lost somewhere between 25-30% in additional property tax revenue from new buildings built during that period, and lost millions in additional utility revenue.

Numerous real-estate studies show communities that are "walkable" have increased housing values. According to a George Washington University report, walkable, urban communities have housing that is priced between 40% to 200% greater than drivable, suburban housing. Twenty-five years ago, this correlation did not exist because, back then, walkable communities were not valued by home-shoppers. (13) Therefore, a vibrant downtown is not only good for business owners, but also to homeowners. Parking requirements that promote a more urban design better utilize land for more business and housing opportunities, and make the community more walkable and bicycle-friendly.

However, the City's current parking regulations dictate the inefficient use of real estate. For example, if the City would like to encourage developers to build smaller apartment units (1 or 2 bedrooms) downtown that may have greater appeal to young professionals and senior citizens, the current parking regulations make this prohibitive since the parking requirements for small units is not significantly different than for larger units.

The Parking Subcommittee advocates looking at parking in the context of the broader economics and recommends policies of improved cost distribution.

#### 2-3. Parking Subcommittee Recommendation Summary

The Parking Subcommittee developed specific recommendations to address each strategic issue.

#### **CULTURAL THINKING AROUND PARKING**

- Marketing Strategy
  - Wayfinding and Systems Education; Promotion of Parking Options
    - Marketing campaign aimed at changing public perception of parking.
    - Improved wayfinding is on-going through the improved signage and web applications such as the downtown business directory map and the on-line parking map.
    - Use available resources with the DNP and City to provide useful information in text/videos regarding parking downtown in a way that is engaging and fun for viewers/users.

- In conjunction with all downtown promotion campaigns, include promotional information on parking locations and cost i.e., business sites could advertise "Park behind Galleria for a five-minute walk."
- Changing Public Perception of Parking
  - Develop a comprehensive marketing plan, with the assistance of an outside consultant, to communicate that Newark is addressing any parking issues that exist, promoting changes made to locations and convenience of parking, and to dispel the idea that it is difficult to find parking in Newark. This marketing plan will support and promote all the other parking solutions.
- Internal Downtown Circular Bus Route
  - Establish an internal downtown fixed-bus route serving, on a frequent and continual basis, areas between Deer Park Tavern and College Square along East Main Street and Delaware Avenue, and connect to all parking lots – municipal and private. One option would be to expand the current Unicity bus system for this service.

#### PARKING DISTRIBUTION/AVAILABILITY AT CERTAIN TIMES OF THE DAY

- Improved Information on Wayfinding Signage
  - o Parking lot countdown signage in front of each municipal lot is currently being deployed.
  - Develop an introductory billboard at a location near Newark Shopping Center and/or North Chapel Street (or at Library Avenue) that gives real-time information of the municipal lots and Trabant Parking Garage.
  - o Improved identification of the function of the lot i.e., short/long term parking.
- Development of a "Parking App"
  - Continued development of the City's GIS capabilities.
  - Develop or coordinate an existing smart-phone application that can link "realtime" parking occupancy information at municipal lots and the Trabant Parking Garage to provide a guide to downtown visitors on parking locations, availability, costs, and payment options.
- Centrally Located Downtown Parking Garage possibly through public/private partnership

#### **ECONOMICS OF PARKING**

- Use a "Dynamic" Fee Structure for Municipal Off-Street Lots and On-Street Parking based on Market Demand Levels
  - During times when the University is in session, Municipal Lot #1 (Galleria) fees to meet or exceed University garage short-term rates to disincentivize its use for University patrons.
  - Increase municipal parking fees during peak-times and decrease during low-usage times.
  - On-street parking should be priced higher to encourage patrons to use off-street parking.

#### ZONING CODE REVISIONS

- Revise the Zoning Code, perhaps with the assistance of a consultant, to:
  - Create "Parking Districts" with different parking requirements based on location, whereby:
    - "Downtown District": Eliminate all off-street parking minimums and requirements for all new uses, changes of uses, expansions, and developments.
    - "Shared Parking District": Area surrounding downtown would have an offstreet parking requirement equal to ½ of the current requirement for "Shopping Centers."
    - "Neighborhood District": An outer zone would have parking requirements in Code, but would have a "mechanism" for developers to reduce them by providing bicycle, transit, or pedestrian amenities, or pay fees to be used for shuttle bus, or implement Newark Bicycle Plan, etc.
  - Separate parking i.e., "de-couple" for residential uses in districts surrounding the downtown and UD.
    - Residential developments would be encouraged/required to not include parking with the lease of an apartment unit.
    - Parking provided at the site could be leased separately at a market rate.
  - o Identify and eliminate barriers/prohibitions to allow private parking entities to share parking lots. Much of this supply would come from buildings where the parking had been fully dedicated by Code.

#### **STORMWATER**

- Continue to explore locations and financing options/partnerships for a centrally located parking garage downtown (see "PARKING DISTRIBUTION/AVAILABILITY AT CERTAIN TIMES OF THE DAY" above).
  - o Reduce impervious surfaces and improve water quality.
  - Reduce zoning code requirements for minimum parking requirements (see "ZONING CODE REVISIONS" above).

#### **EMPLOYEE PARKING**

- Utilize UD's current daily and monthly permit parking program in Pearson/Graham Lot and Hollingsworth Lot from 4:00 p.m. to 7:00 a.m. <a href="https://sites.udel.edu/parking/permit-info/">https://sites.udel.edu/parking/permit-info/</a>. Currently a monthly parking permit in these locations is \$17.00/month.
- Negotiate and enter into lease agreements with surrounding private parking lot owners for use of their parking facilities during their off-hours for parking of employees who work downtown.
- Pursue lease agreements with:
  - Newark Shopping Center for putting meters in spaces closest to Main Street.
  - College Square to have parking available to be on downtown shuttle route.
- Maximize use of municipal lots at night.

#### INDEPENDENT, PRIVATE LOTS THAT ARE NOT PART OF THE CITY PARKING NETWORK

 Review the City of Newark Code to identify and eliminate barriers/prohibitions of allowing private parking entities managing shared, private parking lots (see "ZONING CODE REVISIONS" above).

The Parking Subcommittee developed a policy matrix to link strategic issues and solutions to three (3) "policy layers"

Policy Layer #1: Efficiency: Managing the Existing Parking Supply

Policy Layer #2: Culture: Evaluating Demand

Policy Layer #3: Expansion: Increased Supply and Access to Parking

**Chart 2-C: Parking Policy Matrix** 

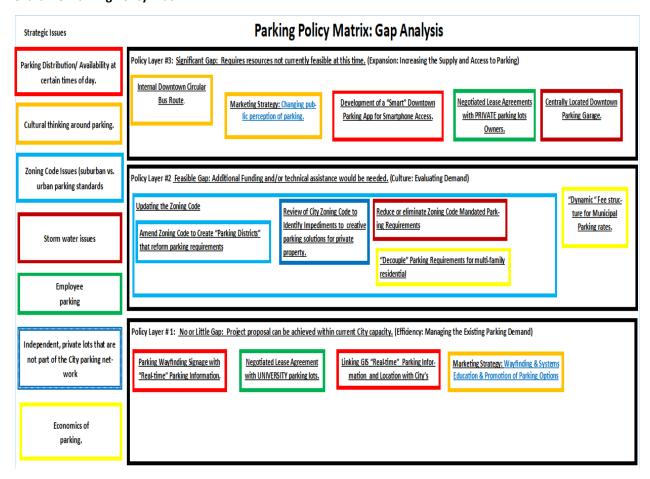


Chart 2-C shows the Parking Subcommittee's strategic issues on the left, color coded to the proposed solutions on the right. The solutions are arranged within their policy layer. Staff has reviewed each solution within its policy layer, and includes a Gap Analysis, and recommendations on implementation and timeline.

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- 3. Tom Vanderbilt; "There's No Such Thing as Free Parking"; Slate, 2015, available at: <a href="http://www.slate.com/articles/news">http://www.slate.com/articles/news</a> and politics/the hive/2010/06/theres no such thing as free parking.html
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#### 3. Policy Layer # 1: Managing the Existing Parking Supply

One of the most common complainants about downtown is that there is not enough parking. This "problem" is often defined in two ways: *supply* (there is not enough parking, and somebody should build more) and *management* (the available parking is used inefficiently and should be better managed). A plan to simply "build more parking" in downtown is limited in effectiveness due to the lack of valuable land, the cost of construction, and the adverse impact large parking lots have on vehicle trips, walkability, transit, and quality of life/sense of place.

Parking management expands the parking supply with strategies for using existing parking spaces more effectively. Parking management strategies also supports other land-use planning objectives listed in Newark's <u>Comprehensive Development Plan V</u> such as:

- Bicycle and pedestrian accessibility.
- "Complete streets" to support all transportation options, including access to transit.
- Stream valley/watershed protection.
- More affordable housing options.
- Ample parks and open space.
- Diverse economic base (opportunities for small business).
- Preservation of historical resources.

In this section, the Parking Subcommittee recommends a variety of strategies to improve the management of the current parking supply downtown. This approach, in conjunction with other policy objectives, embraces a variety of strategies that should make finding parking easier, improve the customer experience, and address the uneven distribution of parking demand.

Strategy	Parking Wayfinding Signage with "Real-time" Parking Information.
1-A	

# Wayfinding signage directs motorists to public parking that is convenient to their destination. At a minimum, signs include a distinctive "P" with blue background to indicate locations of public parking lots that can often seem hidden in an urban environment.

The Parking Subcommittee endorses expanding the use of wayfinding signage which uses real-time parking supply information. This type of signage has recently been installed at all entrances to Newark's three downtown fee-simple public parking lots. The feedback from the new signs has been overwhelmingly positive.

Furthermore, the Parking Subcommittee recommends that digital display wayfinding signage, similar to that shown in the photo to the right, be used in strategically placed downtown entry points that would list, on one sign, all public parking lots as well as



available parking in the University of Delaware Trabant parking garage and current availability so that visitors can quickly identify a location to park as they come into downtown. Possible locations could include on East Main Street just past the Newark Shopping Center and on Delaware Avenue just before the Galleria parking lot (Lot # 1.).

#### Strategic Issues Addressed

- Parking Distribution/Availability: It helps visitors find venues and parking more easily and facilitates balancing of the parking supply.
- Cultural Thinking About Parking: The project conveys the feeling of connectivity with a parking "system." The signage also serves as an education tool for downtown visitors by not only showing where parking is located, but that an ample supply of parking is available.

#### Rationale/ Benefits

Signage is crucial to clearly communicating the location and availability of parking. The proposal significantly improves the customer experience by providing downtown customers with valuable information that saves them time and frustration. The digital display of the available parking gives the customer the assurance that, if they enter the parking lot, there will be parking available for them. Furthermore, the signage reduces traffic congestion for automobiles circling blocks looking for parking, which also improves air-quality and energy efficiency.

The digital signage also has improved visibility because they can be more easily seen at night.

#### Estimated Costs

Signs for the entrances of the three fee simple lots have already been installed. Additional wayfinding signage with digital, real-time, parking availability

	information would be needed on East Main Street near the Newark Shopping Center and on Delaware Avenue near the Galleria. These signs would include parking availability information for all fee-simple public lots and the University of Delaware Trabant parking garage
Gap Analysis	No or Little Gap: Proposal for the signs for the three fee simple lots can be achieved within current City capacity. The signage for the three-public fee-simple lots is already implemented.  Gap: Proposal for the comprehensive sign will need to be budgeted in the 2020 budget.
Timeline	Phase I: The signage for the three municipal lots has been completed within existing resources. At least two additional digital, real-time, wayfinding signs are recommended at entry points to downtown to give an overview of parking availability throughout downtown. The purchase and installation of these signs, if Council approves, could be completed in 2019. Explore the feasibility of a coordinated countdown sign to be installed at the beginning of Main Street that includes all three public lots and the UD Trabant garage.  Phase II: Install the coordinated countdown sign at the beginning of Main Street that includes all three public lots and the UD Trabant garage.

Strategy	Linking GIS "Real-time" Parking Information and Location with City's Webpage
1-B	

# Finding a parking space can be a contentious issue when visiting downtown, especially during peak times. The continued development of Geographic Information Systems (GIS) mapping systems and tracking technology has created an environment where real-time information is essential to the traveling public. The Parking Subcommittee recommends the continued development of the City's parking web application which shows parking supply availability in "real-time." The City currently has the capabilities of displaying real-time parking supply data on its webpage, and currently provides this information for Lot # 1, #3, and #4. This website can be accessed from the City of Newark Website's homepage by going to "City Maps," bringing you to the GIS Application Gallery, then to the application "2018 City of Newark Parking Map." (See image below). The current available parking spaces are shown in the green. The webpage also shows the locations of on-street metered parking but does not provide real-time information on availability.

Strategic Issues Addressed	<ul> <li>Parking Distribution/Availability: A real time GIS web-based application would help visitors find venues and parking more easily and facilitates balancing of the parking supply.</li> <li>Cultural Thinking About Parking: The web-application also serves as an education tool for downtown visitors by not only showing where parking is located, but that an ample supply of parking is available.</li> </ul>
Rationale/ Benefits	Clear, consistent, and readily accessible information is critical for improving the customer user experience for downtown customers. The web-page would improve the understanding of the parking system and parking availability.  This web feature is also available for viewing with a smartphone and could serve as a very rudimentary smartphone application (app), although it would be extremely impractical to use while driving.  The completion of this task if the first step towards developing a smartphone application (Strategy 1-C) either by coordinating and sharing data with existing smartphone apps or developing a Newark specific app.
Estimated Costs	<b>No or Little Gap</b> : The web application has already been developed by the Parking Office and IT/GIS Department within existing resources.
Gap Analysis	No or Little Gap: Proposal can be achieved within current City capacity
Timeline	<b>Phase I:</b> The development of the web application has been completed within existing resources.

View of City's Web application, <u>City of Newark Parking Map</u>, from a computer screen, which shows "real-time" parking availability in each municipal parking lot.



View of City's Web application, <u>City of Newark Parking Map</u>, from a smartphone screen, which shows "real-time" parking availability in each municipal parking lot.



1



Solution	Development of a "Smart" Downtown Parking App for Smartphone Access.
1-C	

#### Summary

Smartphone parking apps provide real-time information of parking locations, pricing, and availability to downtown visitors. Many applications also allow payment options. In addition to improving the user experience for downtown visitors, they can also benefit parking management by assisting administrators with information for efficient asset management, improved compliance, and more satisfied and connected customers.

As of 2018, an estimated 77% of the Americans are actively using smartphones, with the numbers steadily rising, and using a wide range of apps. According to a Parking Industry report from 2016, there has been more than 13 million total downloads of parking apps, with over 100 million parking transactions in 2016.

Cities and municipalities are, in some cases, developing their own specific parking apps, or partnering and integrating with a variety of existing parking apps. For example, the City of Pittsburgh developed *ParkPGH*, is a free service that combines real-time data and predictive algorithms, that guides users to selected garages in certain areas. Customers can use a mobile web, a smartphone app, text messaging, a traditional website, and a call-in service. Other municipal developed apps include Indianapolis (*ParkIndy*), and Los Angeles (*L.A Express Park*).

Other cities have partnered with, or relied on, a variety of private parking apps available now to downtown customers. Common and highly rated apps available for I-Phone and Android phones include *BestParking, ParkMobile, Parker*, and *Waze. BestParking, ParkMobile*, and *Parker* includes parking location and availability information on over one hundred cities and airports in North America. For example, going to the Inner Harbor in Baltimore will show you dozens of locations and pricing information for parking, as well as allowing you to reserve and pay for the pace through your smartphone. However, the apps currently have limited to no parking information on downtown Newark locations.

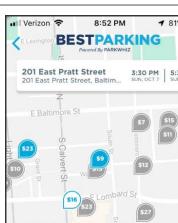
The app *Waze*, with over 25.6 million users, is a community-based traffic and navigation app which allows users to use "live" maps with "real-time" traffic updates, as well as turn-by-turn navigation. It also identifies parking lot locations and seems to have complete and accurate information on Newark municipal lot locations that can guide visitors directly to the closest municipal lot. It does not, currently, have information on pricing or "real-time" availability.

Currently, the City has the ability to deploy a mobile app that would provide availability of on-street parking meters and allow users to pay with their smart phone. The University of Delaware is also using a parking application that allows

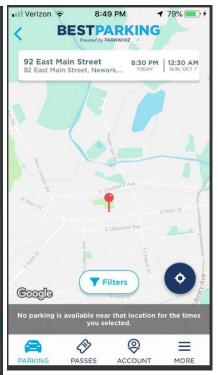
users to locate and pay for parking. The City could look to partnering with this application, as well. Strategic Parking Distribution/Availability: Parking apps could be a powerful tool Issues to guide visitors to available parking, especially during peak times. If used Addressed optimally, the apps would provide customers with exact and up-to-date information on current parking availability, saving customers time and decreasing traffic from motorists circling downtown searching for parking. **Cultural Thinking About Parking:** With off-street parking facilities often "hidden" behind commercial buildings, many visitors to downtown Newark are often unaware of all the parking options besides on-street parking. By providing visitors with turn-by-turn navigation to off-street parking facilities near their destination, these apps expose patrons to offstreet parking options and counter the perception that there is not convenient parking downtown. Rationale/ Clear, consistent, and readily accessible information is critical for improving the **Benefits** customer user experience for downtown customers. The City is currently able to track and display (on the web and on wayfinding signage) real-time information on parking supply at its three fee-simple municipal lots. However, this information is not linked to a turn-by-turn navigation app that a visitor could use to be guided to a specific parking space or lot. Nor is there the ability to pay parking fees through an app. The City should look first to partnering with existing parking apps to share data and give users better real-time information. Many existing apps are already widely in use from potential downtown visitors from around the country. If partnering with existing apps proves unsatisfactory, then the City could look into, as many cities have done, creating its own app specifically for Newark's downtown. However, apps such as Waze, currently in extensive use, coupled with the City's wayfinding signage plan with real-time parking supply information, may be a significant approach as other Parking apps continue to expand and develop their services. The City should further evaluate other parking applications and investigate coordinating with their services. The Parking Office is also reviewing mobile application that provides information on availability of on-street meters and allows users to pay by phone.

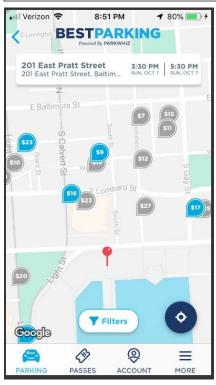
#### **Baltimore Inner Harbor**

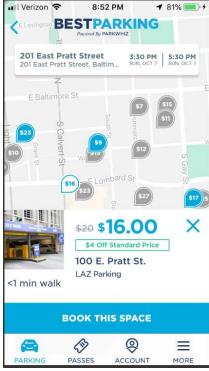
Find Parking locations and prices, then "Book it"



Downtown Newark shows... "No parking is available...."?

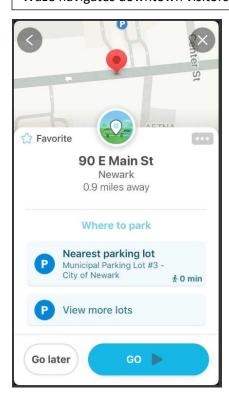


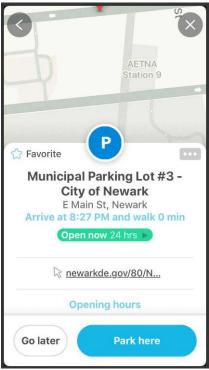


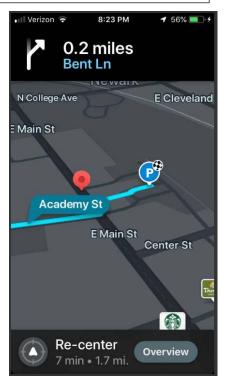


#### **Downtown Newark**

Waze navigates downtown visitors to off-street municipal parking. No price or availability information.







	T
Estimated Costs	The mobile application that provides information on availability of on street meters and allows users to pay by phone requires additional parking meter batteries. The estimated cost for these batteries is \$15,000-\$20,000 per year.  The cost for a comprehensive parking application will be ascertained in 2019.
Gap Analysis	Moderate Gap: Services such as Waze already provide turn-by turn navigation to City of Newark parking lots, but the service does not offer real-time parking availability information. While parking apps are continuing to enhance and expand their services, the issue may resolve itself with coordination to share the City's data with these services. It is possible that the City could fully implement this strategy by simply entering into cooperation and data sharing agreements with established smartphone app providers so that their users can have access to the City's real-time data the same way they access other City's parking availability information. If so, such an agreement could be established within a year, likely within existing resources.
	Developing a unique app specifically for downtown Newark, as many cities have done for their downtowns, is beyond our current capacity. The app's development would require technical assistance and funding. In addition to the apps development, the City would have to promote awareness and usership of the app whereas other commonly used existing apps already have a usership base.
Timeline	<b>Phase I:</b> The City's existing web application (Strategy 1-B, above) services as a first-generation smartphone app since customers can view the data directly from their phone screens. Functionally, especially from a car, the City's web application is limited in its ability to guide drivers directly to available parking because it does not have turn-by-turn navigation ability. Explore feasibility and cost of a comprehensive mobile parking app. Purchase the mobile application that provides information on availability of on street meters and allows users to pay by phone.
	Phase II: Purchase and deploy comprehensive mobile parking app

Solution 1-D	"Dynamic" Fee Structure for Municipal Parking Rates
Summary	One of the central issues the Parking Subcommittee discussed was the uneven distribution of parking demand in downtown Newark. Parking demand downtown is seasonal, with peak demands from September through May when

the University of Delaware is in session, and much lower during the summer. Parking demand also varies by time of day, with peaks during weekday lunch-time and evenings, and frequently on weekends. In addition, parking demand varies by location, with Main Street on-street parking, Lot #1 (Galleria) and Lot #4 (Klondike Kates) often seeing higher demands than Lot #3 (Caffé Gelato), Lot #6 (UD Bookstore) and on-street parking on some side streets. However, despite these variations in demand, pricing largely remains the same during all times.

To address clear differences in parking demand by location, time of day, day of week, and season, the Parking Subcommittee proposed that the City of Newark use a demand-based ("dynamic") approach to parking management. The goal of demand-based management is to make it easier to find parking spaces by distributing parking demand to underutilized areas and reduce customer time searching for parking.

The Parking Subcommittee's approach includes replacing the City's current stagnant fee structure with a demand-driven, adjustable fee structure, that charges higher rates for parking during peak periods and lowering rates during off-peak periods. Parking fees for both on-street and off-street parking would be calibrated by season, day of week, time, and event status.

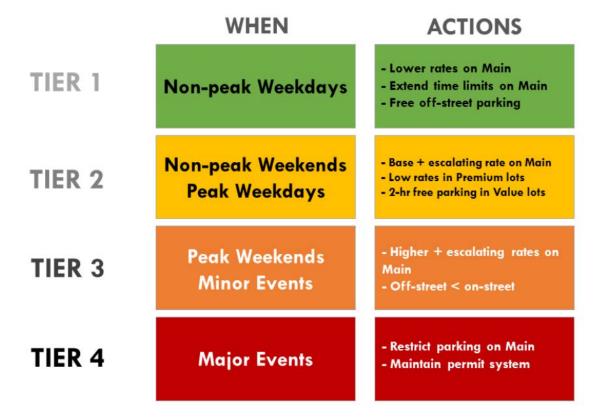
There are four (4) general practices to implementing a demand-based parking management approach:

- 1. Establish target occupancy policy for availability for parking on-street and off-street parking. A commonly used standard is for 85% occupancy for on-street parking and 90-95% occupancy for off-street parking. At this rate, there should always be 1-2 parking spaces available at each on-street parking section and several off-street parking spaces available at each municipal lot.
- 2. **Set different parking fees by location and time**. The parking fee is set at the <u>lowest</u> price that will achieve the targeted occupancy. The City could adopt a simple methodology such as a "tier" system, as shown below, to communicate pricing changes.
- 3. Implement a plan to communicate and market the program. The City's recent improvements to wayfinding signage and web application, both with real-time parking availability information, were important first steps towards demand-driven parking management. The City will also need to communicate pricing. Furthermore, the City should continue to investigate improved signage, as well as smartphone app utilization, with pricing information included so the customer is aware of pricing and can even be directed to lower price parking.

	4. Monitor and evaluate parking availability. This should be done regularly to make sure the program is meeting its goals and targets, as well as to address any issues. Rates should be adjusted at least annually to reflect new information about parking patterns.
Strategic Issues Addressed	<ul> <li>Parking Distribution/Availability: Demand-based parking management works by putting a premium cost on the highest demand parking and creating an incentive to use lower-demand parking. Drivers will be encouraged to look for parking in underutilized lots within easy walking distance of their location.</li> </ul>
	<ul> <li>Cultural Thinking About Parking: Demand-based parking management prices parking at a rate to ensure that there is likely a parking space available wherever you go downtown. This helps counters the perception that there is no parking available downtown.</li> </ul>
	Economics of Parking: Parking meter rates are mostly uniform and do not reflect the differences in demand or the unique needs of different users. Demand-based parking management seeks to apply a free-market- inspired pricing system to distribute parking supply by charging higher prices at times and locations of peak demand, as well as lower prices at non-peak times and locations.
	Employee Parking: Currently, with uniform parking rates at all municipal lots, downtown employees are incentivized to use premium parking spaces close to the businesses since there is no difference in price. Demand-based parking management incentivizes employees to park in low-demand lots while leaving more premium parking spaces available to customers.
Rationale/ Benefits	Managing parking with the goal of consistent availability is an important strategy for any vibrant downtown. One of the most efficient pricing strategies is to simply coordinate on-street parking and off-street parking so that there is an incentive to go directly to an off-street parking lot rather than circle the streets looking for on-street parking. Most downtown parking planners advocate as a high priority to keep on-street parking spaces available for short-term use.
	A "dynamic" fee structure downtown will make it easier for customers and employees to find parking where and when they need it. It will also encourage drivers to look for parking in underutilized lots and areas within easy walking distance to downtown.
	Whereas the price of parking will go up at some premium locations during peak times, prices will also go down during off-peak times. This could be an incentive

	for customers to come downtown during the summer, when parking fees could be set at a lower rate than they are currently. Depending on the demand, there could be more times where parking could be free.  Other benefits include reduced traffic and better circulation. Less traffic congestion means improved access for customers using alternative modes of transportation. Less traffic and more alternative mode in use means less pollution.
Estimated Costs	Improved signage and some advancements in technology may be needed. The first phase can be implemented by using the 'tier" pricing system. Technology can be utilized later that can constantly monitor parking demand and adjust parking prices in real-time. Consultant will be utilized to explore and make recommendations on dynamic parking rates. This cost is included in estimated fee of \$35,000 for parking consultant.
Gap Analysis	Moderate to Significant Gap: Proposal can be achieved within current City capacity. However, outreach is needed to the business community and customers so that they understand the benefits of this approach and do not see it as an attempt to "gouge" downtown visitors.
Preliminary Activities	Phase I: Key first preliminary steps have been implemented. This includes improved wayfinding signage and web application with real-time parking availability information. Explore additional low-cost parking options for employees for employees of downtown businesses such as using the University owned Graham Hall lot, as a low-cost parking option for employees before implementing Dynamic parking rates. Explore dynamic parking rate options for parking meters and parking lots for City Manager and Council consideration. Incorporate low cost parking options and dynamic pricing rates into marketing plan.
	Phase II: Implement dynamic parking rates.

Example of Pricing "Tiers" and Management Actions used in Park City, UT.



**Example of Communication of Price setting.** 



#### Solution 1-E

Marketing Strategy (Phase 1) – Wayfinding & System Education/Promotion of Parking Options.

#### **Summary**

An important aspect of parking management is the way in which the public is informed of parking facility locations, space available, time restrictions, parking rates, and other aspects of the system. In addition, technology has made it possible to have real-time information on parking availability throughout downtown.



The Parking Subcommittee recommends developing and implementing a "marketing plan" for public outreach and communications. The plan should clearly articulate the goals, objectives, benefits, and details of parking management and planning efforts with clear, consistent, and ongoing communications to ensure successful implementation.

#### Specific recommendations include:

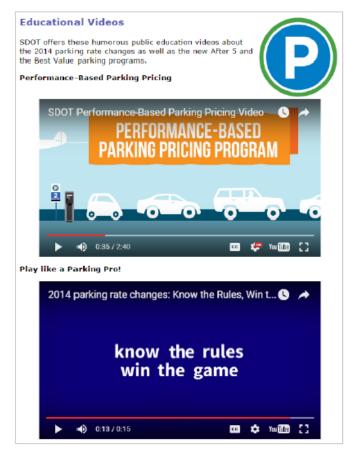
- Identify and dedicate staffing and resources to parking communications, marketing, and outreach. In addition, a community-based "Parking Committee" should be established to guide City staff in planning and implementation.
- Develop key messages and outreach efforts based on different user groups, such as businesses, employees, customers, etc. Messages should focus on clearly communicating the goals/objectives, how the program works, how people can utilize new services, and where they can find more information.
- 3. Conduct on-going workshops, focus groups, and one-on-one meetings with downtown stakeholders to constantly evaluate the message.
- 4. Develop press releases and engage in education/outreach programs with key press outlets.
- 5. Create a feedback loop once implemented to allow people to provide comments and direct those comments to the appropriate staff.

#### Strategic Issues Addressed

Parking Distribution/Availability: A marketing strategy for wayfinding creates greater awareness of parking availability throughout downtown, reduces confusion, and provides customers with knowledge of alternative parking options downtown.

	<ul> <li>Cultural Thinking About Parking: A marketing strategy proactively reaches the community members, providing information about parking availability, and communicating parking system's goals, objectives, and benefits.</li> </ul>
Rationale/ Benefits	Existing informational materials do not effectively communicate the existing program. The approach outlined above is a more dynamic approach to managing and promoting parking. Developing a coherent marketing strategy would be a proactive way to do outreach and communicate a clear, simple, and intuitive message to the community on the parking program's goals, objectives, and benefits.  A reinvigorated Parking Committee, like the structure of the Downtown Newark Partnership's previous Parking Committee, could assist and guide City staff in developing and implementing recommendations, and continue the dialogue with community stakeholders.
Estimated Costs	An outside consultant will be hired to develop and lead this marketing effort. This cost is included in estimated fee of \$45,000 for marking consultant.
Gap Analysis	<b>Significant Gap</b> : The development of the marketing strategy will be done by a consultant. Once developed, City staff can promote the strategy through the City's website, social media, and improved informational materials and signage. The Parking Committee will be formed and led by the marketing consultant during the development of a marketing strategy.
Preliminary Activities	<b>Phase I</b> : A consultant will be engaged to develop a marketing strategy. Once developed, the City can communicate this strategy

#### **Examples of Parking Marking and Communications**







#### Sources:

GIS Lounge; "Using GIS to Evaluate Parking Availability in Bloomsburg, PA"; August 13,2015; available at:

https://www.gislounge.com/using-gis-to-evaluate-parking-availability-in-bloomsburg-pa/

Internet & Technology; "Mobile Fact Sheet" available here: www.pewinternet.org/fact-sheet/mobile/

My Parking Permit: "Parking apps with an urban impact catch governments eyes; July 4, 2014, available here:

https://www.myparkingpermit.com/blog/parking-apps-catch-governments-eye/

Government Technology; "5 Mobile Parking Apps to Help Cities Ease Traffic Congestion"; February 6, 2015; available here:

http://www.govtech.com/transportation/5-Mobile-Parking-Apps-to-Help-Cities-Ease-Traffic-Congestion.html

International Parking Institute; "At a Glace: Mobile Apps for the Parking Industry; available here: <a href="https://www.parking.org/wp-">https://www.parking.org/wp-</a>

content/uploads/2017/01/Mobile-Apps-At-A-Glance.pdf

The New York Times; "The Technological Race to find You a Place to Park; Nov. 30, 2017; available here:

 $\underline{\text{https://www.nytimes.com/2017/11/30/business/car-parking-apps.html}}$ 

IPI: "App Nation"; available here: https://www.parking.org/2016/02/13/tpp-2012-02-app-nation/

ParkPGH: Available at; <a href="http://parkpgh.org/">http://parkpgh.org/</a>

Statista; "Most popular mapping apps in the United States..." April 2018; available here: <a href="https://www.statista.com/statistics/865413/most-popular-us-mapping-apps-ranked-by-audience/">https://www.statista.com/statistics/865413/most-popular-us-mapping-apps-ranked-by-audience/</a>

## 4-1. Policy Layer # 2: Evaluating Demand

The optimal parking supply is the amount that motorists would purchase if they paid all costs directly and had good parking and transport options. But conventional planning practices, including the City of Newark's Zoning Code, reflect an assumption that it is desirable to maximize parking supply and minimize user charges — with parking management being a last resort to use only when it is unfeasible to increase the supply. (1)

To establish standards to maximize supply, the City of Newark Zoning <u>Code</u> used various industry manuals with parking ratios to calculate the minimum number of spaces to supply each location based on the land-use. As noted previously, these standards generally reflect the maximum supply needed for each land-use under absolute peak conditions, and don't consider characteristics common in downtowns such as different times of usage, opportunities for shared-parking (users parking once and visiting multiple locations), access to transit, walkability and bikeability. (2)(3) These standards tend to err towards oversupply. Indeed, when looking at an aerial photo of downtown Newark, it is revealing to see how much land is dedicated to the storage of parked cars.

Three things to keep in mind about land dedicated to parking:

1) It is prime real estate unable to be used for anything else.

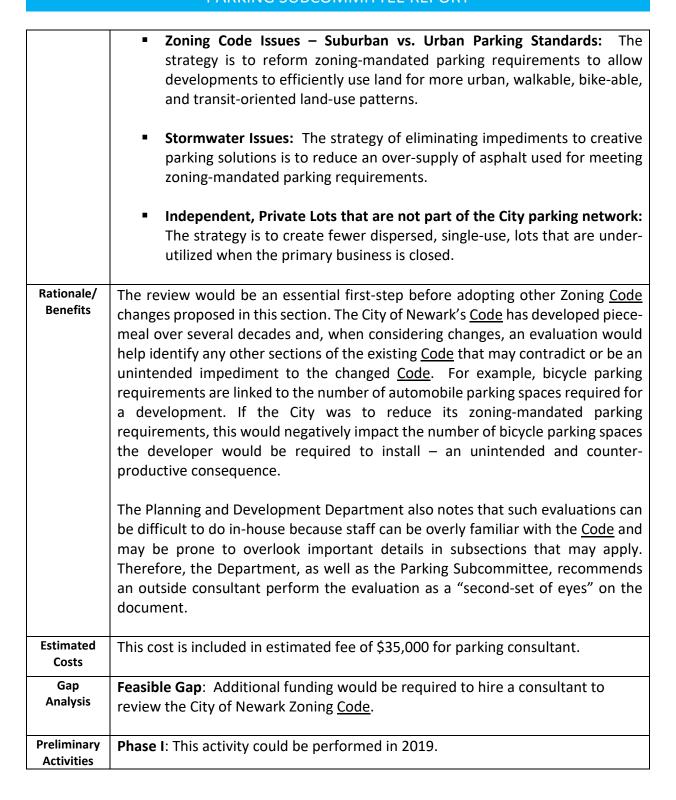
Solution

- 2) It is diminished in value and collects little or no property tax revenue. And...
- 3) Lots are rarely at full capacity and exist as empty asphalt much of the time. (3)

The Parking Subcommittee recommends that the City reform how we evaluate parking demand by modernizing the City's Zoning <u>Code</u> to more closely reflect our land-use planning objectives listed in Newark's <u>Comprehensive Development Plan V</u> (see page 23). Specifically, modernizing the Zoning <u>Code</u> involves evaluating and reforming zoning-mandated parking requirements.

Review of City Zoning Code to identify impediments to creative parking

2-A	solutions for private property.
Summary	The Parking Subcommittee recommends an analysis of the City of Newark Zoning Code to identify impediments, both intentional and unintentional, in our current Zoning Code that prevents property owners from developing creative, demand-based solutions for supplying parking. For example, does the City's Code have specific provisions preventing solutions such as "decoupling" parking for multifamily residential developments, or preventing private "shared-parking" lots to be used by multiple sites.
Strategic Issues Addressed	<ul> <li>Cultural Thinking About Parking: The strategy is to change the assumption that it is desirable to create an over-supply of parking at the expensive of undercutting the City's land-use planning objectives.</li> </ul>



# Solution 2-B

Modernize the City Zoning <u>Code</u> by reducing or eliminating zoning-mandated minimum parking requirements through approaches such as establishing "Parking Districts."

#### Summary

Minimum parking requirements dictate how much parking must be built depending on the development's size and land-use category through a parking ratio (i.e. one parking space per 300 square feet of retail space). However, because these ratios are established from suburban developments where alternatives to driving were not an option, they are much higher than what would typically be used for mixed-use and historic downtowns. Because of the significant land constraints in a downtown, suburban-style minimum parking requirements are difficult to meet and can impact the feasibility of redevelopment. In addition, critics of minimum parking requirements argue that these regulations "subsidize cars, increase traffic congestion and carbon emissions, pollute the air and water, encourage sprawl, raise housing costs,...degrades urban design, (and) reduces walkabiltiy."(5) For a more complete review of the criticisms of minimum parking requirements, see Appendix 1.

To support a vibrant downtown, the Parking Subcommittee recommends revising the minimum parking requirements for the downtown area. Specifically, they propose Council consider creating two (2) "Parking Districts" downtown. *District 1* would encompass the high-density area along Main Street and Delaware Avenue. In this district, they recommend the Zoning <u>Code</u> be changed to remove all minimum parking requirements and allow the owner to determine how much parking they needed to provide. *District 2* would encompass the medium to high density commercial and residential area surrounding the downtown core with "comfortable walking distance" to amenities. For commercial and mixed-use properties in District 2, the Parking Subcommittee recommends Council consider setting the off-street parking requirement at half of the current requirement for shopping centers or one car for every 500 square feet.

#### Strategic Issues Addressed

- Cultural Thinking About Parking: The strategy is to change the presumption that parking demand is the same for every building with the same land-use. Density and diversity of nearby land uses, the price of parking, as well as the feasibility of transit, walking, and bicycling in the area are key determinates of parking demand. (6)(7)
- Zoning Code Issues Suburban vs. Urban Parking Standards: The common intent of minimum parking requirements is to accommodate parking demand for each use on-site in order to prevent new development or changes of use from negatively impacting the availability of public parking and on-street parking in the area. However, when these requirements are set using suburban standards, they tend to require more

parking than typically seen for urban areas like a downtown. (7) The strategy is to reform these requirements for a more efficient, urban-like, land-use that encourages walking, bicycling, and transit.

- **Stormwater Issues:** The strategy of reducing or eliminating minimum parking requirements improves stormwater quality and decreases stormwater quantity by having fewer and smaller asphalt lots.
- Independent, Private Lots that are not part of the City parking network: The strategy to reduce or eliminate the minimum parking requirement does not mean that no on-site parking will be built. Some developers may still choose to build some private off-street parking according to market demand.
- **Economics of Parking**: The strategy of reducing or eliminating the minimum parking requirements can provide significant development flexibility allowing the "market" to determine parking supply.

#### Rationale/ Benefits

Goals of downtown Newark include having mixed-use, high density, compact design development that is walkable and bicycle-friendly, with a strong sense of place that highlights its historical and cultural features. The City's zoning policies with regards to parking should support this goal.

Reducing or eliminating parking requirement in the Zoning <u>Code</u> will not limit the parking supply because developers can always provide more than the required number of spaces if they think demand justifies the added cost. Replacing "suburban-standard" parking regulations downtown and surrounding areas with urban-standards, which put more emphasis on walkable, bicycle-friendly, and transit-oriented development, is a sound planning principle and a significant trend in many communities like Newark.

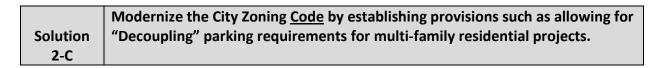
Many economic development professionals and planners advocate avoiding "self-contained" single-use parking lots in traditional downtown because it discourages visitors from passing by other downtown business. (4)

The Planning and Development Department recommends that an extensive review and policy development process be conducted with significant public outreach to residents, developers, and business owners.

# Estimated Costs

\$35,000. This cost is included in estimated fee of \$35,000 for parking consultant.

Gap Analysis	<b>Feasible Gap</b> : Additional funds are requested for consulting services. Changes of this nature to the Zoning <u>Code</u> can be difficult in having the public, developers, and business owners understand the objectives.
Preliminary Activities	<b>Phase II</b> : This process can be started in 2019 after a review of impediments to parking solutions is completed. The extensive public outreach and process to develop legislation may continue into 2020.



# Decoupling or "unbundling" parking is when private vehicle parking spaces are priced and sold separately from the rental or purchase of dwelling units. This lets the tenants decide whether to take on the expense of a parking space, as opposed to the cost of parking automatically being bundled into the lease or sale price of the unit. (8)

The Parking Subcommittee recommends that Council consider reducing or eliminating off-street parking requirements for multi-family developments and allow developers to decouple parking from the rental units. This shifts the cost of car ownership directly to the renter and removes the subsidy paid by all tenants for the land dedicated to parking. By removing minimum parking requirements, developers could choose to incorporate more open green space into their site design. With a well-managed comprehensive parking system in place, there would be many alternative parking locations at a variety of price points a resident could use if they chose not to rent a space at their building.

#### Strategic Issues Addressed

- Cultural Thinking About Parking: The strategy is to change the assumption that it is desirable to create an over-supply of parking at the expense of undercutting the City's land-use planning objectives.
- Zoning Code Issues Suburban vs. Urban Parking Standards: The strategy is to reform zoning-mandated parking requirements to encourage walkable community design and discourage automobile reliance, particularly in apartment developments surrounding the University of Delaware targeted to university students. In addition, lifting the minimum off-street parking requirement could incentivize the construction of apartments with less bedrooms per unit, which the City would like to encourage.

- Stormwater Issues: The strategy of reducing or eliminating, as well as decoupling, parking requirements for apartment buildings, may encourage developers to incorporate more creative parking solutions and reduce the amount of asphalt surfaces and increase the amount of open green space.
- Economics of Parking: The strategy of decoupling parking creates a market place for parking where the price for parking is consistent with demand. In the current system, where developers are required to provide 2-3 parking spaces per unit, the tenants are charged for the cost of parking whether they use the parking or not. By decoupling parking, those who choose to bring automobiles pay an extra fee set at the market-rate based on availability, and those who choose not to bring an automobile do not pay for parking they do not use.

#### Rationale/ Benefits

Critics of decoupling parking say they worry that drivers who don't have spots at their building will just compete for street parking spaces and increase traffic. This is a valid concern but can be controlled through adequate regulations and/or proper pricing of street spaces. (9)

There are also many potential benefits to decoupling parking from apartment buildings.

First, decoupling parking reduces the cost of construction for developers and can lead to lower rents for more affordable housing. Requiring parking for each dwelling unit reduces the housing supply, thereby increasing the cost of housing. According to two studies conducted by Donald Shoup, parking requirements have the following impacts on housing:

- 1. Parking spaces can increase the construction costs per dwelling by 18%.
- 2. Parking decreases housing density by 30%.
- 3. Parking decreases land value 33%. This is especially important to remember. (8)

Decoupling parking may be an effective strategy in a college town, such as Newark, because there are a significant number of students looking for affordable housing, and it could be an incentive to not bring a personal vehicle.

The Planning and Development Department recommends that an extensive review and policy development process be conducted with significant public outreach to residents, developers, and business owners.

# Estimated Costs

\$35,000. This cost is included in estimated fee of \$35,000 for parking consultant.

Gap Analysis	<b>Feasible Gap</b> : Additional funds are requested for consulting services. Changes of this nature to the Zoning <u>Code</u> can be difficult in having the public, developers, and business owners understand the objectives.
Preliminary Activities	<b>Phase II</b> : This process can be started in 2019 after a review of impediments to parking solutions is completed. The extensive public outreach and process to develop legislation may continue into 2020.

#### Source:

- 1. Donald Shoup: Parking and the City; 2018.
- 2. Todd Litman; Parking Management Strategies, Evaluation and Planning; Victoria Transportation Policy Institute; 2016.
- 3. Christopher Emmanuel; "Free Parking, Anti-Free Market?"; The Journal of the James Madison Institute; 2017, available here: <a href="https://www.jamesmadison.org/free-parking-anti-free-market/">https://www.jamesmadison.org/free-parking-anti-free-market/</a>
- 4. Syden & Scavo; "Downtown Parking Myths, Realities, and Solutions"; Laberge Group.
- 5. Donald Shoup; "The High cost of Minimum Parking Requirements"; Transportation and Sustainability; Emerald Group Publishing; 2014
- 6. Rachel Quednau; "Lessons In People-Centered Transportation from the First U.S. City to Completely Eliminate Parking Minimums"
- 7. <u>Downtown and Main Street Parking Management Plan: Final Report</u>; Nelson/Nygaard Consulting Associates, Inc; 2016
- 8. Kirsten Jones; Parking Study: City of Newark, DE; Institute for Public Administration; 2016
- 9. Eric Jaffe; "An Unusual Objection to Less Parking: It Will Make Our City Too Nice"; CityLab 2015

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## 5-1. Policy Layer # 3: Increasing Parking Access and Expansion

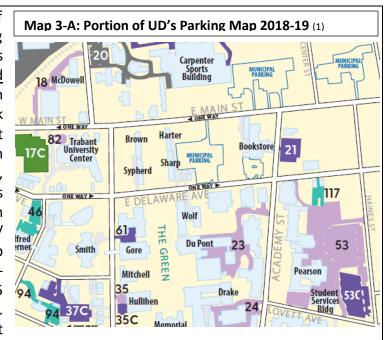
The primary goal of the Parking Subcommittee's recommendations is to better manage the <u>existing</u> supply of parking citywide, but particularly downtown, recognizing that there are substantial opportunities to improve how parking is used. The following proposed solutions continues the theme by primarily focusing on existing parking, often outside of the downtown core but with easy access to downtown, that can be used more effectively to expand the parking opportunities for downtown customers.

The Parking Subcommittee also explored building a parking garage as a potential option for the future.

Solution	Negotiate Lease Agreements with UNIVERSITY parking lots during off-peak
3-A	hours.

#### Summary

The University of Delaware's Parking Services division has developed a Night and Weekend Permit which allows holders to park in any unrestricted lot after 5 p.m. and on weekends. Specifically, two UD parking lots adjacent to downtown Newark - the Pearson/ Graham Lot (See Map and **#53**) an restricted lots after 5 p.m. and on weekends. The cost of the Night



and Weekend Permit is approximately \$95 for the academic year. (2) More information can be found at: <a href="https://sites.udel.edu/parking/">https://sites.udel.edu/parking/</a>

The Parking Subcommittee recommends expansion and promotion of the Night and Weekend Permit program to help increase parking access, particularly for downtown employees. Such a program, for the cost of about \$11 per month, could provide increased and low-cost parking availability to downtown Newark employees who work evening and weekend hours. In addition, by having a more affordable option for downtown employees to park outside of the downtown core, this could increase the availability of parking in municipal lots for downtown customers.

#### Strategic Issues Addressed

- Parking Distribution/Availability: The strategy addresses peak-time distribution by providing incentives for downtown visitors to use under-utilized lots. For example, downtown Newark employees working during peak times during the evening or weekends have an incentive to park in affordable and nearby parking outside the downtown core and leaving more availability for downtown customers on-street or in high-demand municipal lots.
- Cultural Thinking About Parking: The strategy addresses the perception that there is not enough parking downtown by better utilizing selfcontained, single-use parking lots that often go unused when the University is not in session.
- Employee Parking: The strategy provides a low-cost parking option for downtown employees that may be disproportionally impacted by other demand-based parking management strategies such as a "dynamic" fee structure.
- Economics of Parking: The strategy provides a market-based approach by allowing downtown customers and employees to have different location and pricing options. Premium parking spaces, those that have high-demand because of their proximity and convenience, have higher fees for customers who want quick and short access, and Non-premium parking spaces for those customers that a want lower cost, longer-term, alternative.
- Stormwater Issues: Surface lots reduces stormwater quality and increases stormwater runoff. The strategy better utilizes existing parking surfaces to avoid additional surface lots be created, thus exacerbating the issues associated with poor stormwater runoff.

#### Rationale/ Benefits

The solution increases access to hundreds of additional parking spaces that go under-utilized during the evening and on weekends when there is significant demand for downtown parking, but limited demand for University parking.

Currently, according to permit information on-line, only people "affiliated with the University who has a UDelNetID and password" may purchase a parking permit. (2) While downtown users who are already affiliated with the University could benefit from the Nights and Weekends Permit, other downtown employees would not be eligible. However, staff of the University of Delaware's Parking Services are considering changes to eligibility for the program to allow customers not affiliated with the University to purchase a permit.

	The City of Newark should work with the University regarding the expansion of eligibility and actively promote the program through the City's website.
Estimated Costs	None.
Gap Analysis	<b>Little to no Gap</b> : University of Delaware staff have indicated a potential future change in policy to allow greater usage.
Preliminary Activities	<b>Phase I</b> : This project could be completed in 2019. This program could be an important component to making demand-based parking management strategies more feasible and affordable to downtown employees.

Solution	Negotiate Lease Agreements with PRIVATE parking lot owners.
3-B	

#### Summary

The aerial photo below shows areas designated for parking downtown. The areas that are shown in blue, red, or green are municipal parking lots; areas shown in gold/ yellow are private lots. These private lots are mostly self-contained, designated for a single business, or a small group of businesses, that most often are under-utilized when those business are closed. Because the parking spaces are solely used to serve the business on the same lot, they have limited benefit to the rest of downtown because users cannot park in an available space on the lot and visit other locations.



The Parking Subcommittee recommends that the City of Newark, through lease agreements, <u>Code</u> changes, and incentives, encourage private property owners to make their self-contained lots part of the over-all parking system to increase the availability of parking downtown. The primary incentive would be to encourage private lot owners to establish a demand-based pricing strategy that meets the

needs of the business or businesses being served, while opening up the lot for other customers, particularly during times when lots are otherwise under-utilized. One approach would be for the private lot owner to install parking meters. The pricing of the parking meter could be adjusted to meet the primary business's needs by having low to no fee during the primary business's hours of operation and be adjusted to market-rate parking fees when the business is closed. The lot could be managed as an enterprise or a private/public partnership, with either sole or shared profits for the property owner.

In conjunction with these changes, the Parking Subcommittee also recommends the <u>Code</u> be revised to allow the management of the previously dedicated parking by private entities to encourage cross access agreements to adjoining parcels. By making these previously private lots available to a wider group of users, they would serve to balance peak demands currently experienced in City lots without the need to construct additional parking.

#### Strategic Issues Addressed

- Parking Distribution/Availability: The strategy addresses peak-time distribution by expanding the locations of lots available to downtown customers. Many private, single-use lots downtown, such as the United Methodist Church and Simon's Eyes, sit largely vacant when the business is closed.
- Cultural Thinking About Parking: The strategy addresses the perception that there is not enough parking downtown by better utilizing parking lots that are often vacant when the primary use or business is closed.
- **Economics of Parking:** The strategy provides a market-based approach to managing existing parking spaces that are underutilized when the private lot owner's business in not using them.
- Stormwater Issues: Surface lots reduces stormwater quality and increases stormwater runoff. The strategy better utilizes existing parking surfaces to avoid additional surface lots be created, thus exacerbating the issues associated with poor stormwater runoff.

#### Rationale/ Benefits

Private property owners with self-contained parking lots are very protective of their resource. Many see their private lot as a significant benefit to attracting and retaining tenants and have liability and enforcement concerns about opening the parking lot to other Main Street users, even after hours. However, encouraging private lot owners to remove "Parking for (business) only" signs and replacing them with parking meters would better manage the parking and allow the owner to turn their lot into an enterprise or a private/public partnership.

The type of enterprise management of a private parking lot has been implemented by the owner of 129 East Main Street/132 E. Delaware Ave. The private lot that serves the businesses Taverna, Citizens Bank, El Diablo Burritos, etc., are managed with a paid Parking meter system and a private parking management firm. The private firm handles all money collection, ticketing, and towing. This model could also be implemented at other private lots. Private property owners could also choose to enter into an agreement with the City's Parking Office to manage their private lot. Many private lots downtown offer free parking. Private free parking lots cannot be as easily integrated into the downtown-wide shared-parking system because users of private lots cannot remain parked in the location while they visit other downtown locations. In a large, free, private parking lot, when they are full during normal hours of operation, it can be difficult to determine if the cars are parked lawfully. Demandbased management alleviates the issue of abuse by unauthorized automobiles by creating a system that's easy to manage and enforce, with less risk of towing someone wrongfully. Another example of using under-utilized parking lots is done effectively at University of Delaware football games where surrounding private lots are used to provide parking – for a fee – and reducing the need for the University to build more parking structures. None. Significant Gap: Private property lot owners have been resistant to making their parking more available to other downtown customers for a variety of reasons. Implementation must include a significant amount of outreach and negotiation.

Preliminary Activities	Phase I and II: Activities can start in 2019 and continue into 2020 as an on-going incentive.

**Estimate** 

d Costs Gap

**Analysis** 

Solution 3-C	Increase/ Promote transit use, including operating an internal downtown
3-C	circular bus route.
Summary	The Parking Subcommittee encourages an increasing role for transit in serving downtown. Furthermore, the Subcommittee proposes an internal downtown circular bus route that would connect downtown visitors to peripheral parking lots surrounding downtown, such as the College Square Shopping Center.

While the Parking Subcommittee acknowledges that a similar DART First State downtown circular route (the Trolley) was not successful in attracting ridership, the issue may have been that the bus did not run regularly enough, connect enough destinations, and run at times such as late at night and weekends when ridership options are needed downtown.

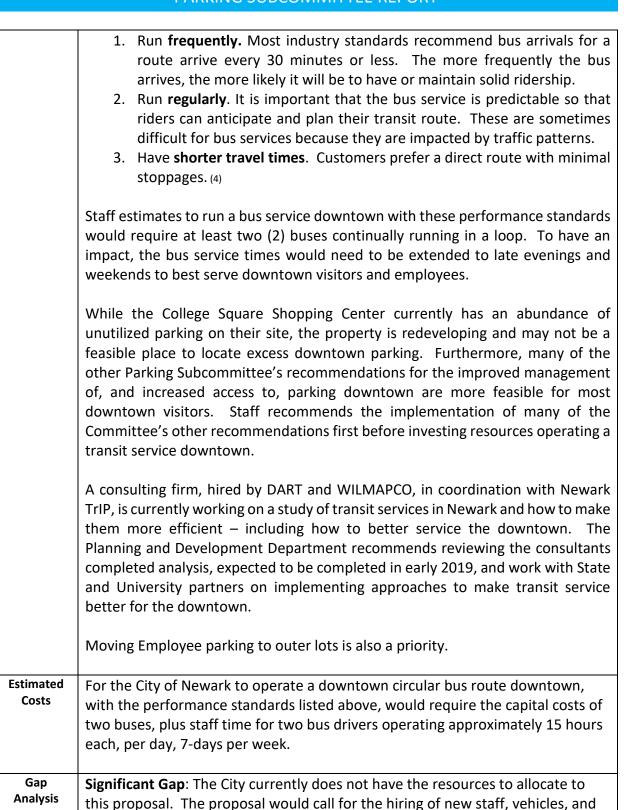
Instead of the City operating/expanding its own bus service downtown, the Parking Subcommittee suggests that the service could be provided by a private contractor or as an extension of the Unicity system.

#### Strategic Issues Addressed

- Parking Distribution/Availability: The strategy addresses peak-time distribution by expanding the locations of lots available to downtown customers. A circular bus route serving downtown improves access to parking at peripheral parking lots. It may make it more feasible for visitors to use the Trabant Parking Garage on the west side of downtown, or the College Square Shopping Center on the east side of downtown.
- Cultural Thinking About Parking: The strategy addresses the perception that there is not enough parking downtown by providing better access to peripheral lots that are often underutilized. An effective and well utilized circular bus service downtown could change the cultural thinking about parking by better exposing people to the benefits of transit for coming downtown. Whereas many residents automatically assume they need a car, a well published transit service may encourage more people to come to downtown.
- Employee Parking: The strategy may provide a low-cost parking option for downtown employees that may be disproportionally impacted by other demand-based parking management strategies such as a "dynamic" fee structure. Moving Employee parking to outer lots is also a priority.
- **Stormwater Issues**: Surface lots reduces stormwater quality and increases stormwater runoff. The strategy better utilizes existing parking surfaces to avoid additional surface lots be created, thus exacerbating the issues associated with poor stormwater runoff.

#### Rationale/ Benefits

Downtown Newark has many of the elements that make it a transit-oriented place, such as walkability, density (both in jobs and residential), and a population looking for alternatives to using automobiles.(3) Transit systems are most successful when they:



management of the system.

# Preliminary Activities

<u>Phase III</u>: Staff recommends not dedicating resources to this proposal until after the <u>Newark TrIP</u> report is complete, and all other proposals on parking management and increased access to parking are implemented. At that point, further review should be considered.

# Solution 3-D

Marketing Strategy (Phase 2) – Changing public perception of parking and promoting parking options

#### Summary

A professional marketing strategy to effectively explain downtown's parking system and directly address the perception that "there is not enough parking downtown" is key to the program's success. The Parking Subcommittee recommends developing and implementing a "marketing plan" that clearly articulate the goals, objectives, benefits, and details of the parking system with clear, consistent, and ongoing communications.

In addition to the <u>Solution 1-E</u> on page 35, for Phase 1 of the Marketing Strategy, the Planning Subcommittee recommends the assistance a professional marketing firm to develop a campaign and advise the City with implementation.

As with the Phase 1 recommendation, the marketing strategy also includes:

- Dedicate staffing and resources to parking communications, marketing, and outreach. The effort should be guided by a community-based "Parking Committee."
- 2. Messages should focus on clearly communicating the goals/objectives, how the program works, how people can utilize new services, and where they can find more information.
- 3. Community outreach should be on-going to address constantly changing perceptions and issues and to create a constant feedback loop. Outreach should include activities such as workshops, focus groups, and one-on-one meetings with downtown stakeholders.

#### Strategic Issues Addressed

 Cultural Thinking About Parking: A marketing strategy proactively reaches the community members, providing information about parking availability, and communicating parking system's goals, objectives, and benefits. The campaign needs to explain the impacts of providing an over-supply of parking, such as the impacts to stormwater, walkability, density, affordable housing, and traffic.

Rationale/ Benefits	Existing informational materials do not effectively communicate the existing program. The approach outlined above is a more dynamic approach to managing and promoting parking. Developing a coherent marketing strategy would be a proactive way to do outreach and communicate a clear, simple, and intuitive message to the community on the parking program's goals, objectives, and benefits.  The marketing program should be comprehensive by including with the campaign not only the availability of parking areas and how to access them, but also how-to best access downtown by bicycle and by transit. Downtown has limited information regarding bicycle parking, regulations on riding downtown (ex: no riding on the sidewalk or riding bicycles against the flow of traffic), and how to use the "sharrows." Likewise, information on the transit options are also limited and could be better communicated to the public.  The City of Newark does not have a marketing professional on staff and would need to seek a consultant for these services.  A reinvigorated Parking Committee, like the structure of the Downtown Newark Partnership's previous Parking Committee, could assist and guide City staff in developing and implementing recommendations, continue the dialogue with
Father at a d	community stakeholders.
Estimated Costs	\$45,000. This cost is included in estimated fee of \$45,000 for parking consultant.
Gap Analysis	<b>Significant Gap</b> : The development of the marketing strategy will be done by a consultant. Once developed, City staff can promote the strategy through the City's website, social media, and improved informational materials and signage. The Parking Committee will be formed and led by the marketing consultant during the development of a marketing strategy.
Preliminary Activities	<b>Phase I</b> : This is the first step in communicating and promoting available parking options.

Solution 3-E	Centrally located downtown Parking Garage.
Summary	Desman Associates completed Parking Study for Newark in 2011 regarding future
	needs for building a parking garage downtown. Council has also considered the merits and various locations for a downtown parking garage and has reviewed various proposals.

The Parking Subcommittee advocates several approaches that better manages the existing supply, modernize the City's Zoning Code, and improve access to underutilized supplies to address the downtown parking issue. However, as downtown continues to redevelop, and density – with commercial and residential growth – is appropriately placed in the City's downtown core, it may be strategic for City officials to consider future locations and approaches for developing a centrally located downtown parking garage. The Parking Subcommittee believes, should a parking garage be constructed in the future, that the location should be centrally located to be able to provide convenient access to the largest amount of businesses. The most ideal place, in the Subcommittees view, would be at the current locations of Lot # 3 or Lot # 4. Both of these locations serve primarily downtown business, with lesser impact of University students, and would not create significant "dead space" (areas where there are not commercial structures on the ground floor) along Main Street or Delaware Avenue that would impact downtowns walkability.

#### Strategic Issues Addressed

- Parking Distribution/Availability: The strategy would improve availability by increasing the supply of parking downtown. However, a parking garage not centrally located could create a significant oversupply in one location without addressing the distribution concerns in other areas of downtown.
- Cultural Thinking About Parking: A parking garage would address the perception that there is not enough parking downtown because the structure would be a very identifiable location. However, a sharp increase in supply could undercut other initiatives such having people consider alternative modes of transportation such as bicycling and transit.
- Stormwater Issues: Parking garages are a more efficient use of land than large surface lots and has fewer negative consequences to stormwater management and quality.
- Employee Parking: A centrally located parking garage would provide more parking options for downtown employees. Increased supply would cause parking to affordable.

### Rationale/ Parking garages are a more efficient use of **Benefits** land and preferable to surface lots downtown. There has been much analysis and projections on how recent transportation trends, such as Uber and Lift, as well as emerging technology such automated vehicles (AVs) may impact the location, design, and demand for parking. example, AVs would reduce or eliminate the need for parking at or near the destination; rather, parking could be moved off-site several blocks away. Given these trends, some analysts are projecting that the need for parking may be significantly reduced over the next 25 years. (5) When considering any future proposals for parking garages, Council may want to consider designs for parking garages that can be converted into residential, offices, or other types of uses if the demand for parking changes. A significant increase in the parking supply downtown may undercut other City of Newark planning initiatives for downtown, such as encouraging transit, walking, and bicycling to reduce traffic congestion. **Estimated** Most projections indicated that parking garages cost between \$25,000 to Costs \$35,000 per parking space. Gap **Significant Gap:** The City of Newark does not have allocated resources **Analysis** currently. **Preliminary Phase III**: Recommended for consideration after all parking management **Activities** strategies, zoning changes, and increase access proposals have been implemented. Further consideration proposed after 2020.



Image: Dr. Tim Chapin, "Placemaking and Mobility in an Autonomous Vehicles World"; 2018

#### Sources:

- (1) Parking Map & Information; University of Delaware; 2018; available at: <a href="https://cpb-us-w2.wpmucdn.com/sites.udel.edu/dist/6/6370/files/2018/08/ParkingMap18-19-1qi48pf.pdf">https://cpb-us-w2.wpmucdn.com/sites.udel.edu/dist/6/6370/files/2018/08/ParkingMap18-19-1qi48pf.pdf</a>
- (2) Permit Information; University of Delaware Parking Services; 2018; available here: <a href="https://cpb-us-w2.wpmucdn.com/sites.udel.edu/dist/6/6370/files/2018/07/PermitInfoSheets-16l8e1h.pdf">https://cpb-us-w2.wpmucdn.com/sites.udel.edu/dist/6/6370/files/2018/07/PermitInfoSheets-16l8e1h.pdf</a>
- (3) Payton Chung; "The Secrets of Successful Transit Projects- Revealed!" StreetsBlogUSA; 2014; available here: https://usa.streetsblog.org/2014/07/10/new-report-reveals-secrets-of-busy-transit-routes-transit-friendly-cities/
- (4) Leah Binkovitz; What Makes Transit Successful? Survey Says Its Frequency, Reliabillity, and Shorter Travel Times"; The Kinder Institute 2016; available here: <a href="https://kinder.rice.edu/2016/07/12/what-makes-transit-successful-new-survey-provides-insights">https://kinder.rice.edu/2016/07/12/what-makes-transit-successful-new-survey-provides-insights</a>
- (5) Dr. Tim Chapin; "Placemaking and Mobility in an Autonomous Vehicles World"; Presentation at the DE-APA Regional Conference; Rehoboth, DE, October 24, 2018

#### Appendix "A"

The following summarizes the criticisms of minimum off-street parking requirements in terms of transportation efficiency, urban design, economic development, sustainability, and city administration: (6)

#### 1. Transportation Efficiency:

Minimum parking requirements promotes traffic congestion. When minimum parking requirements are set at a level which assumed everyone will drive, an oversupply of parking is created. As a result, since so much land is dedicated to the storage of cars, other modes of transportation such as walking, bicycling, and transit become less feasible. The sprawled development increases regional vehicle miles traveled (VMT) per capita because places are farther apart. Therefore, the assumption that everyone drives becomes a self-fulfilling prophecy.

Minimum parking requirements undercuts alternative modes of transportation. Downtown visitors consider comparative travel times and costs when selecting a travel mode. When parking is free and abundant, there is a significant economic advantage of driving and parking over other modes. Why pay transit fare when parking is free? Why would a college student consider not bringing a car to campus, and using transit, bike, or car-sharing instead, when the cost of parking their car is already included in the rent of their apartment?

#### 2. Urban Design/Form:

Minimum parking requirements force reduced density, promoting sprawl. Parking requirements can prevent a downtown from achieving the density needed for economic health. The average parking space, including the access aisles, is about 330 square feet. (4) As shown in the City of Newark's Zoning Code, shown in Table 2-2, when a retail business is required to provide one (1) parking space per 200 square feet of floor area, then, by design, a commercial development would have 65% more space dedicated to automobile storage (parking) than retail space for people shopping. By default, these regulations create development patterns like shown in Figure 2-1. While setbacks and height limits also impact development densities, parking requirements are the primary determinate of the urban form. Even structured parking takes up physical space not available for other uses,

Minimum parking requirements degrades project designs and reduces streetscape quality. A great street is defined by activity, quality building with interesting facades, and quality spaces for people to gather. Excessive off-street parking located in front of and/or beside buildings disrupts the quality of the streetscape and its "sense of place." It makes

transit, bicycle, and walking accessibility more difficult and inhospitable. Lower density development, particularly when surrounded by a large surface parking lot, make it difficult for transit providers to access and serve, and makes walking or bicycling between sites longer and less safe. Development become primarily only serviceable through driving, and those who cannot drive, or who would prefer to choose not to, are left out.

#### 3. Economic Development:

Minimum parking requirements thwarts development and economic activity. They generally make developers provide more parking spaces than they otherwise would have provided. (Otherwise, there is not any reason to have them.) As shown earlier, the City of Newark's parking requirements allocates 65% more land allocated to the storage of cars (parking) than of retail space for customers. Parking adds land, construction, and maintenance costs without adding direct revenue. Furthermore, excessive parking requirements low land values since a larger portion cannot be used to generate revenue. The costs of parking is passed on by the developer to the business owner in the form of increase rent. Business pass on these increased costs to the customers in increased prices. To be fair, there is an economic value to having a development with a large parking lot if owners, tenants, and customers are willing to pay higher prices. But when the minimum ratio requires more than is needed, then the excess parking is "dead weight" from an economic development perspective. (6)

Minimum parking requirements stifles small business development. Minimum parking requirements works to the advantage of large retailers like Walmart, Kohl's, and Target. These "big box" stores, who primary cater to drivers, and are happy to have regulations requiring expensive parking lots because it raises the cost of entry for small business competitors. Furthermore, they continue to tilt the marketplace to drivers. Small business development is also stifled when a business wants to reuse an existing building but is prevent because the new use's Code required parking exceeds the number of the building's previous use. (9)(6)

Minimum parking requirements makes affordable housing more challenging. Providing parking at multi-family developments makes housing more expensive because the costs are passed on to the tenants through higher rent - whether the tenant owns a car or not. Therefore, lower income households, seniors, and people with disabilities, who may not have automobiles, may still have to pay higher rents for parking they do not use. In Newark, when multifamily housing is required to provide parking for each unit, college students are incentivized to bring their automobiles because they will already have easy access to parking that they already pay for in their rent.

Minimum parking requirements exacerbate social inequities. Those without a car, or are unable to drive, are further disadvantaged by an urban design that caters primarily to the automobile. The lower commercial densities and increased distances that minimum parking requirements create disadvantages low income households who have less access to employment opportunities, fresh food, child care, medical care, and education. On the

other hand, communities that design to encourage transit, walking, and bicycling are more inclusive for all income-types and ages.

#### 4. Sustainability

Minimum parking requirements harm the environment. The large asphalt lots needed to meet the parking requirements of new development case heat island effects, decreases opportunities for open space, increase stormwater runoff and decreases groundwater recharge (Addressed further in Strategic Issue # 4, below.), and increases VMT and air pollution from carbon emissions from auto-dependent developments. (6) What's more, parking lots contribute to the "heat island" effect. Heat islands are created where common construction materials (such as those used in roofs and parking lots) absorb and retain more of the sun's heat, raising temperatures by 2 to 3 degrees, than surfaces covered with soil or vegetation do. As such, urban heat islands contribute to higher temperatures in cities. This puts additional demand on non-renewable resources such as energy to power increased use of air conditioning in unnaturally areas. (11)

#### 5. Public Health

Minimum parking requirements disadvantages transit riders, pedestrians, and bicyclists. When parking is required in an abundance, the "market price" of the parking is hidden from the users, and the costs of parking is already passed on to the customers in the form of higher prices, less new business opportunities, and more expensive housing. Customers pay for those costs even if they used transit, walked, or bicycled. (4)

Minimum parking requirements decreases opportunities for physical opportunities with effects the public health of a community. When communities ae designed to by "activity-friendly" has been correlated with improvements with public health issues such as chronic illness, safety/injury prevention, and mental health. Increased VMT and automobile use in a community correlates with increases in obesity, high blood pressure, and respiratory conditions. (10)

#### 6. Limited City Administration

Minimum parking requirements impose arbitrary ratios that do not reflect actual parking utilization levels. Parking ratios found in Zoning Codes, like Newark's, are set to a perceived "national standard" such as the ITE Parking Generation Manual, as discussed above, or by surveying other local government's Codes, copying other Codes which are using the same faulty sources. These ratios do not adequately consider local factors such as mixed use development, access to alternative modes of transportation, and parking pricing and other economic factors.

Minimum parking requirements distorts the natural marketplace for parking. By setting parking regulations that mandate a surplus of parking be provided for new developments, local governments often force developers to provide more parking than they would otherwise provided based on their estimation of demand or need. As discussed above, high minimum parking requirements distorts parking demand, but it also the marketplace by creating an oversupply of parking through government regulation.