INTRODUCTION

This document presents a revised TDM Plan consisting of updated TDM recommendations for improved parking management and multimodal access in downtown Traverse City. The memo organizes these recommendations by proposed implementation timeline, as follows:

Quick Win Opportunities – Recommendations that can be implemented with minimal cost, logistical, or policy/political barriers, and thus should be considered for implementation within the next two years.

Short Term Priorities – Recommendations that are likely to require some time to align funding, logistics, or policy/political support sufficient for effective implementation, and thus should be considered for implementation within the next five years.

Recommendations for Further Study – Recommendations that will take more time to develop, including, for most, some additional study and analysis, to determine the right implementation approach and timeline.

For each recommendation, a description is provided along with a high-level **Implementation Action Plan**, outlining the basic sequence of recommended implementation steps. Many recommendations are also accompanied by **Examples in Action** – descriptions of how the strategy has been implemented in other cities. For those with direct links to recommendations in the 2017 TDM Study, a **2017 Recommendation Spotlight** on the related recommendation/s is also provided to underscore consistency with the findings and outcomes of the original TDM study.

QUICK WIN OPPORTUNITIES (1 – 2 YEARS)

Create Flex-Use Loading Zones in Key Locations

Key blocks of Cass and Union Streets have been identified for conversion to flex zones, with loading zone schedules more closely aligned with patterns of loading activity, and remaining hours used to provide more short-term parking.

Flex Zone in Athens, OH – After 2pm, Loading and Parking Share the Zone.

Examples in Action

Seattle

Most loading zones are reserved for commercial activity between 7 AM and 6 PM, with some exceptions, after which the space is available for personal vehicle parking. This can apply to both passenger and commercial vehicle loading zones. This regulation allows priority access for loading and unloading during peak business hours and creates more space for on-street parking in the evenings when demand is likely to be higher.

Passenger vehicles parked in after-hours load zones are subject to the time limits and/or paid parking rates posted in the vicinity. Parking is permitted in signed loading zones all day on Sundays and holidays.

Los Angeles

Yellow painted curbs are reserved for both passenger and commercial vehicles during the day, from 7 AM – 6 PM Monday through Saturday in most cases. After hours, the space is available for personal vehicle parking, subject to posted duration-of-stay and fee regulations. Yellow curbs are available for personal vehicle parking all day on Sundays.

Spokane, Washington

Spokane reserves space at the curb between the hours of 8 AM and 6 PM, for commercial vehicle loading activity. Loading is limited to 30 minutes. Outside of posted hours, personal vehicle parking is permitted.

2017 Recommendation Spotlight

Create short-term parking in off-hour loading zones.

On prime commercial streets, set loading-zone regulations to hours that balance the morning/afternoon peak in loading activity, with evening/weekend peaks in short-term parking demand.

- Adjust the schedule of loading-zone restrictions, as negotiated with nearby commercial uses who rely upon these spaces for delivery of goods and services, to expand curbside-parking capacities during evening and weekend periods, when demand for such high-convenience parking is at its peak, and when loading zones attract little to no activity

Create early morning loading zones to encourage more activity at these times.

Generous early-morning loading zones on secondary streets, or on alternate sides on prime streets, can encourage more truck deliveries during these times of modest short-term parking demand.

- Set aside entire blocks for commercial loading/unloading between 6AM and 10AM, when short-term parking demand is modest.
- Pilot this on side streets, perhaps alternating sides of the street to moderate the impact on parking supplies, and expand to primary streets if results are positive.
- Concentrate enforcement efforts during the pilot to further incentivize use of these loading zones, and reduce the current rate of loading from within travel lanes.

Implementation Action Plan

Step 1 – Identify locations where this change should first be applied, and confirm that the change is appropriate by observing level and frequency of commercial loading activity during evenings and weekend afternoons – note that this activity would continue to be allowed alongside personal vehicle parking, so some activity should not preclude making the change.

Step 2 – Change the regulations in these zones to allow personal vehicle parking after 6 PM.

Step 3 – Observe activity when these spaces are reserved for loading, and when parking is allowed, and adjust the extent of these Flex Zones, as may be necessary, to balance activity with demand.

- If significant loading activity continues into the times when personal vehicle parking is allowed, consider reducing the length of the Flex Zone to provide more dedicated loading space at these times, or returning the full space to previous regulations.

Expand Employee Parking Options

Make use of underutilized locations to offer low-cost options.

Using the Performance-Based Pricing approach defined in the 2017 recommendations, create new parking options for employees to find their right-fit balance between cost and convenience, leveraging reduced demand at the Old Town deck to create new permit types at a lower cost.

2017 Recommendation Spotlight

Performance-Based Pricing

Link parking rates to demand, measured as utilization/availability conditions during peak-demand periods, to underscore the standing policy that pricing is the most effective, and intuitive management tool for maintaining demand/supply equilibrium across the downtown and across times of varying levels of demand.

- Review rates annually to determine if adjustments are warranted, raising or lowering rates to address any meaningful gaps between targeted and actual availability measures.
- Provide transparency by providing data, analysis, and findings used to make management/pricing adjustments

Implementation Action Plan

Step 1 – Create an All Deck permit, priced at the current rate for both decks, and an Old Town Deck permit that is offered at a reduced rate.

- This should be promoted to help address the impact of the redevelopment of Lot P
- The Old Town Deck permit should be monthly only
- Offer current annual permit holders the option to apply the remaining value of their permit toward monthly Old Town permits

Step 2 – When demand between the two decks achieves greater parity, create a Hardy Deck permit, priced relative to the balance of demand between the two garages.

- Both deck-specific permits should be monthly only

Step 3 – Phase out annual permit purchases to provide greater flexibility to align rates with variable demand across the year.

Vary Monthly Permit Rates by Season

As monthly permit purchase become the norm, and annual purchases are phased out, this recommendation from 2017 should become a central strategy for reducing cost barriers to downtown employment, and employee recruitment and retention – leveraging the fact parking costs can be lowest during months when driving alternatives are the least appealing/viable, and that parking costs are highest for just a few months when high-visitor demand must be prioritized and when seasonal conditions make options like transit, biking, and walking from peripheral lots more acceptable to more commuters.

2017 Recommendation Spotlight

Vary parking rates by season.

To maintain more-consistent availability during high-demand seasons, without overpricing parking during lower-demand, off-season months, establish a calendar of rate adjustments that closely track seasonal demand patterns. Collecting occupancy/availability data will be essential to make any necessary adjustments to these rates and the schedule of adjustments over time.

Implementation Action Plan

Step 1 – While commuter demand remains below pre-COVID norms, reduce parking rates for off-season months.

Step 2 – Monitor utilization to ensure that availability remains within the targeted range, in all seasons.

Step 3 – Adjust pricing as necessary, as commuter demand continues to recover.

Create Digital Validation Program

Leverage investments in new meter and pay-by-phone technology to offer a modern, digital validation program that would allow downtown businesses to reimburse or pay for the parking costs of their customers.

Examples in Action

Atlanta, GA

Ponce City Market, located in downtown Atlanta, is a multipurpose redevelopment with restaurants, retail, offices, residences, and a dedicated parking garage. Regular parking costs $1 for 1-30 minutes, $1 for each additional 30 minutes after the first 30 minutes, $10 for 4-8 hours and $15 for 8-24 hours. Utilizing ParkMobile parking systems, Ponce City Market management provides special codes that restaurants, merchants, offices, and residence managers can purchase to allow their special guests and patrons to park at a discounted rate.[1]

Oakland, CA

Montclair Village is a neighborhood shopping area in Oakland, California with retail shops, service providers, restaurants, and financial services. Parking for Montclair Village predominantly occurs in a city-owned garage, and the rate is $2 per hour Monday through Saturday. Through the ParkMobile App, customers are able validate their parking with a code provided by Montclair Village vendors. The code provides $2 off, the equivalent of 1 hour of free parking.

Implementation Action Plan

Step 1 – Coordinate with representatives from the current downtown meters and pay-by-phone service providers to define options for creating a seamless validation program that would work at meters or via mobile pay.

Step 2 – Work with downtown business owners to discuss options and define preferred options for creating and marketing a program.

Step 3 – Work with payment-service vendor to establish processes and procedures for activity tracking and repayment collections.

Step 4 – Track revenue collected and coordinate with participating downtown businesses to assess the value-add benefits provided by this option.

Step 5 – Make adjustments to address underperformance and expand upon successes – including by marketing benefits, focusing on businesses similar to early adopters who have found the program beneficial.

[1] Discussion with ParkMobile on March 2, 2016.

Continue to Update the Performance-Based Management approach.

TCPS uses pricing as a primary means of distributing parking demand more broadly and efficiently across the full downtown parking system, using lower rates to increase parking activity outside the high-demand core. Following is a series of recommendations to formalize this approach, to create more transparency, clarity, and understanding regarding how, why, and when parking rates, regulations, and restrictions are established and adjusted.

Step 1 - Formally define Availability as the primary performance measure for parking management in downtown.

- For visitor parking, define Availability as the number of empty parking spaces available, at any given time, along individual block faces and within individual off-street parking facilities.
- For commuter/resident parking, define Availability as the number of long-term parking permits (daily or monthly) available for off-street parking facilities.

Step 2 - Monitor Performance.

Track occupancy/availability conditions across the TCPS parking system, using data-tracking technologies, as may be available, as well as field surveys.

- This should include all off-street facilities, all metered on-street blocks, and residential blocks known to attract significant parking demand (which is likely to change, seasonally).
- Take measures monthly, or more frequently as may be viable.
- Track findings against defined performance targets

Step 3 - Define performance targets.

Targeted availability conditions:

- On-street parking: 15% of spaces are available, or about 1-2 spaces on each block-face
- Off-street, hourly parking: 10% of spaces are available
- Off-street, long-term parking: 5% of spaces are available, with no wait list for monthly permits.

Step 4 - Define thresholds for management change.

<u>Thresholds for rate increases</u>

- On-street parking: Availability averages less than 10%, over three months of measures during peak-demand periods
- Off-street, hourly parking: Availability averages less than 5%, over three months of measures during peak-demand periods
- Off-street, long-term parking: Wait lists are established, with applicant wait-times lasting more than three months.

<u>Threshold for rate decreases</u>

- For all types of parking: Peak-period availability averages less than 50%

Continue to Emphasize Mobility Investments as a Key to Effective Parking Management

This is the key to providing effective "carrots" in reducing/managing parking demand – those strategies that make driving alternatives better, as opposed to the "sticks" of discouraging driving/parking.

Step 1 – Build on the success of the Destination Downtown program

Step 2 – Continue to partner with BATA to provide more/better bus shelters

Step 3 – Look for new opportunities coming out of the Mobility Action Plan, particularly mobility improvements that realize and expand Park Once opportunities (mobility hubs, shared bikes/scooters, wayfinding, etc.) and those that improve peak-season driving alternatives more viable/attractive for more downtown employees (bike buddy programs, promotional rides/challenges, pedal-and-ride, etc.).

SHORT-TERM PRIORITIES (2-5 YEARS)

Refine Resident Permit Parking Program

Incorporate a parking-benefit element to the current program, to provide a process for offering daytime permits, and/or incorporate metering, to meet employee/business parking needs in several growth areas and emerging mixed-use districts along the downtown periphery.

Examples in Action

Columbus, OH

Columbus' Short North benefit district was created to generate revenue for reinvestment in the neighborhood, reduce parking demand, and increase mobility options. Parking regulations are actively enforced 7:30AM – 3 AM Monday through Saturday. 100% of revenue from the program, less administration costs, are used for parking and mobility improvements within the parking area boundaries, including but not limited to:

- Management of existing parking infrastructure
- Improved mobility information like signage and marketing
- Parking related technology improvements, like pay-by-phone, pay-by-plate, and license plate reader (LPR) for enforcement.
- Promotion of alternative travel modes like walking, biking, and riding transit

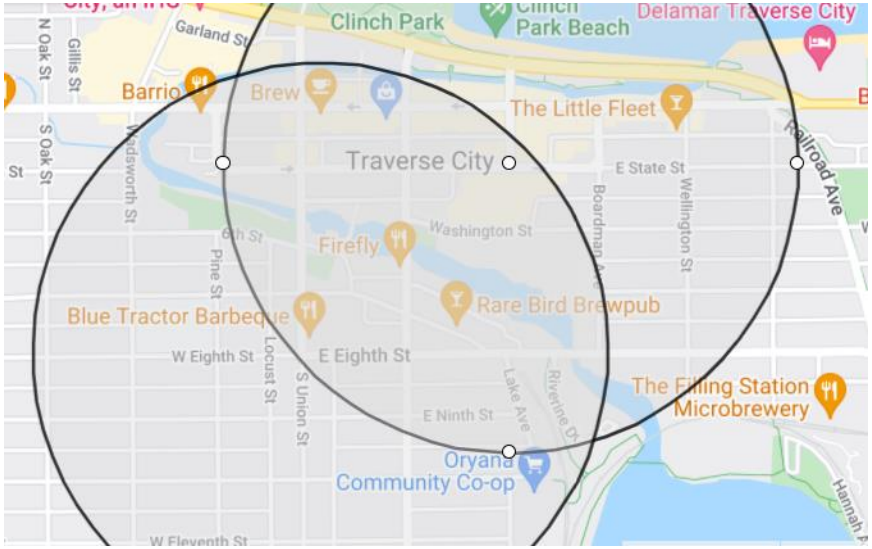
Permits are available to both employers and employees and residents. Employers are eligible for up to 10 employee permits, 4 of which are valid 24/7 and 6 of which are valid 6 AM – 8 PM. The first 4 permits are $100 each, after which the cost of each additional permit increases by $100. Residents are eligible for up 1 permit per driver, up to 2 permits per address. There is a $25 annual permit fee, and residents may also purchase a $25 guest parking pass. Low-income individuals qualify for a reduced fee of $10 per permit. Short term rentals qualify for the program under the residential provisions.

Arlington, VA RPP Program

The RPP is a program established to make it easier for residents to park on public streets near their homes. RPP is an opt-in program, and each block of neighbors can choose whether to have permit parking or not. Residences with off-street parking are eligible for up to 2 permits; residences without off-street parking are eligible for up to 4 permits.

- Residents may purchase one of two passes:
  - Vehicle-specific permits: stickers placed on the driver's-side bumper of the vehicle. The vehicles must be registered with the Arlington County Commissioner of Revenue at the zoned address.
  - FlexPass ($40): a dashboard placard that can be used in either a resident or guest's vehicle.
- The FlexPass is specific to the household and displays the zone number and household address.
- Other passes include:
  - Short-Term Visitor Pass (1st book, $5; 2nd-5th book, $10): a paper pass to be displayed on the dashboard valid for up to three consecutive days. Short-term visitor passes are sold in books of 20 and each household may obtain up to five books per year.
  - Landlord Pass ($40): People who own real estate on street with RPP restrictions, but don't live there may apply for one Landlord Pass each year. The pass should be displayed dashboard and the owner to park at the zoned address for the purpose of conducting business concerning the property.
  - Contractor Passes: a zone-specific temporary dashboard placard valid for three months
  - School Staff Permit ($40): One annual permit may be issued to employees of elementary, middle, or high schools when 50% or more of the streets Permits will be issued on a first-come-first-served basis. When applying for the permit, employees must provide a signed employer confirmation form as proof of eligibility.
  - Group Home Staff Permit ($40): One annual permit may be issued to employees of group homes within an RPP zone. When applying for the permit, employees must provide a signed employer confirmation form as proof of eligibility.
  - Good In All Zones ($40): A permit issued to eligible health care workers and social workers who conduct multiple site visits to multiple homes in the County. The permits enable the workers to park on permit parking restricted blocks while serving residents on those blocks. When applying for the permit, employees must provide a signed employer confirmation form as proof of eligibility.

Implementation Action Plan



Step 1 – Identify current and likely districts where RPP implementation is likely to become desirable, as follows:

- Define Zones for these new areas, based on anticipated expansion of commercial activity beyond the downtown periphery.
- When restrictions are applied within these zones, households should become eligible for permit parking, if they have vehicles registered to an address on an affected block

Step 2 – Identify preferred policies and practices for offering access to non-residents at key times when there is significant non-residential demand, and moderate residential demand, for resident-street curb parking.

- This should focus on strategies that support a Parking Benefit approach that uses paid parking to manage non-resident demand while also generating revenue that can be dedicated to local investment in the neighborhood.
- This can include any combination of:
  - Business permits, offered to nearby businesses to accommodate employee or commercial-vehicle parking needs.
  - Hourly parking rates, using meters and/or pay-by-phone technology to facilitate public parking while exempting vehicles with resident permits from having to pay.

Step 3 – Define benchmarks for determining whether a Parking Benefit component is warranted, this being determined at the discretion of the City, based on proximity to:

- Commercial uses with employee parking needs at times suitable for accommodating on RPP blocks.
- Parks and open space with significant visitor parking demand at times suitable for accommodating on RPP blocks.
- Other similar circumstances where a specific form of parking demand that advances community needs or development goals could be accommodated on RPP blocks without undue impact to resident parking needs.

Step 4 – Create a dedicated budget line for revenues collected in each RPP district, to accrue all revenues above program costs, and to be spent on local benefits, to be determined in consultation with neighborhood representatives.

Adjust Meter-Enforcement Schedules

On-street utilization patterns support the shifting of parking-meter enforcement schedules, as follows:

- Starting enforcement later in the mornings, as availability remains ample until at least 10am on most downtown blocks, even during the summer season.
- Requiring meter payments later into the evenings, as demand currently constrains availability along most core-downtown blocks after 6pm, when parking currently becomes free and time limits no longer enforced.

Such a shift will provide hundreds of spaces of free parking during early morning hours, incentivizing visits to coffee shops, bakeries, cleaners, and other businesses that typically have an early-morning, pre-work rush of customer visits. These spaces will also become more convenient for business owners to use for early-morning loading/unloading activity at the start of the day.

By contrast, downtown-core spaces that transition to free parking early in the evening tend to become popular options for evening-shift employees – occupying downtown's best parking spaces for several hours, when offering convenient visitor parking is most critical for supporting evening-oriented downtown businesses.

Implementation Action Plan

- **Step 1** – Shift meter-enforcement schedules to start no earlier than 10am across downtown.
- **Step 2** – Within the downtown-core (where meters currently charge a premium rate reflective of higher demand) enforcement meter payments until 10pm during the summer season, and until 8pm during "shoulder" seasons.
- **Step 3** – Communicate these changes to incentivize drivers to both seek out the free parking options – particularly those created by this adjustment – and to look for increased availability during new hours of meter enforcement.
- **Step 4** – Monitor utilization periodically to document shifts in behavior – and adjust hours and locations of the new schedules to seek targeted levels of availability.

Another key step to consider is **capturing any increased revenue resulting from these adjustments** – which should be expected, since it would be shifting meter hours to overlap with high-demand times more closely – to fund targeted walkability improvements, such as additional/expanded snow clearance activity to keep downtown walkable in all seasons.

Develop a Plan for Supporting Future of Consolidated Parking

It is generally anticipated that downtown's growth potential will be best achieved through the gradual redevelopment of most to all downtown surface parking lots. The future envisioned would create better and more consistent walkability across an expanding "downtown" district. It will also mean that downtown parking will gradually become consolidated into three parking structures – the two current structures, plus the planned West Front Street parking structure.

Implementation Action Plan

Step 1 – Quantify the capacity of existing, public surface parking lots likely to be redeveloped, including timeline benchmarks for when redevelopment is likely to occur.

Step 2 – Update projected net capacity increase of proposed West Front Street structure.

Step 3 – Quantify gaps between the net capacity increase of the 3rd structure and the capacity lost, including the timeline benchmarks of Step 1 and Step 2.

Step 4 – Outline capacity expansion strategies to develop in anticipation of these gaps, including phase implementation to align with timeline benchmarks.

Complete a First/Last-Mile Alternatives Analysis

Study the viability and cost/benefit potential of a downtown circulator that connects all three public parking decks as part of an Alternatives Analysis of other means of providing first/last-mile connections between these parking locations and key downtown destinations, including:

- Expanding BATA service
- Specialized/Branded BATA service
- Micro-mobility – shared, public bikes and e-scooters

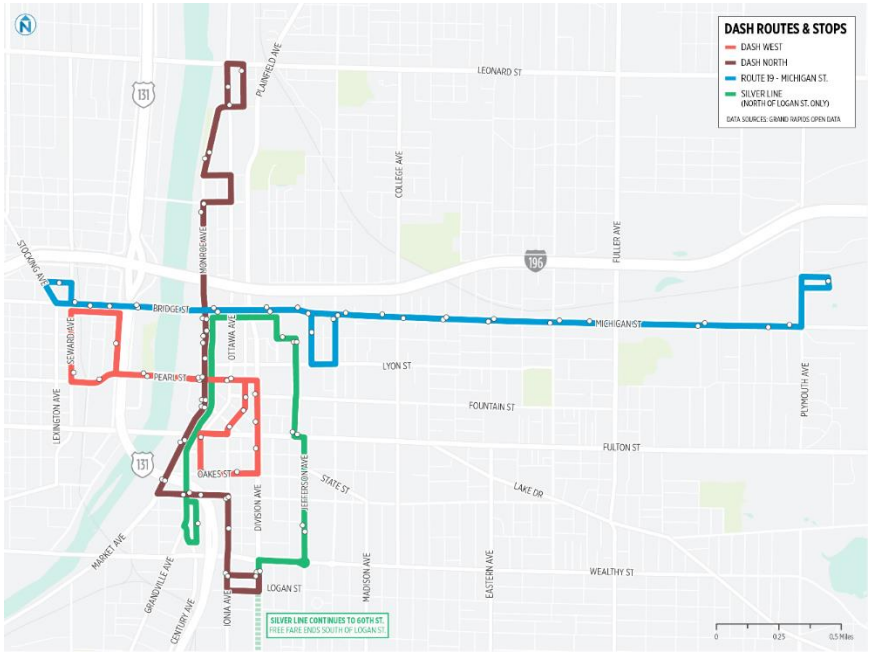
Examples in Action

Hilton Head Breeze

The Breeze is a tourist focused trolley operated by Low County Transit Authority. The Breeze is branded as a distinct, circulator service covering just the six-square miles of Hilton Head Island. The fare-free service runs on 30-minute frequencies, serving fixed-route stops that focus on hotels, resorts, major shopping centers, beaches, and other key tourist destinations. The service is funded by the Tourism Bureau, with member hotels and resorts paying ridership-based dues.

Grand Rapids DASH

The City of Grand Rapids, through the Mobile GR Department, operates the Downtown Area Shuttle (DASH), a system of free buses that connects key Downtown locations and provides access to multiple off-street parking locations. DASH service was expanded in 2018 to include later operating hours and weekend service. DASH is solely funded by the City of Grand Rapids.



Service Characteristics of DASH Shuttles

Frequency	Span of Service			
	Monday - Wednesday	Thursday - Friday	Saturday	Sunday
8 Minutes	6:30am - 10:30pm	6:30am - 1:00am	10:00am - 1:00am	10:00am - 8:00pm

Implementation Action Plan

Step 1 – Coordinate with the City's ongoing **Mobility Action Plan** to ensure that development of micromobility/microtransit and mobility-hub concepts include a focus on extending the effective range of existing and future off-street public parking facilities.

Step 2 – Continue to explore case studies of parking circulator services, and compile a list of key components linked to successful programs.

Step 3 – Use this list to inform an Alternatives Analysis feasibility study that anticipates a future in which most public parking is consolidated into three City-controlled structures – the two existing and the planned structure. The analysis should focus on comparing the viability of replicating success from case studies explored during Step 2, and the potential value-add that a circulator might provide as a complement to existing/anticipated first/last-mile micromobility/microtransit options and mobility hubs recommended in the Bike and Mobility Plan.

- The study should focus on circulator options that include a BATA-operated circulator as well as a 3rd-party operated service
- It should also identify a financial model for a potential service, including likely funding partners.
- It must also identify essential components of a successful service – minimum frequency, supportive information technology such as vehicle tracker mobile apps, route simplicity and efficiency, and fareless rides – to ensure that funding partners are aligned with these service plan parameters.

Step 4 – If a circulator is supported by the Step 3 study work with BATA staff to determine whether such a circulator would be best provided as an extension of its services, or via contracting to a third-party operator – based on the technologies, operational models, and service providers available at the time.

RECOMMENDATIONS FOR FURTHER STUDY

These recommendations will take more time to develop, including for most some additional study and analysis, to determine the right implementation approach and timeline.

Secure an LPR-Data Collection Package

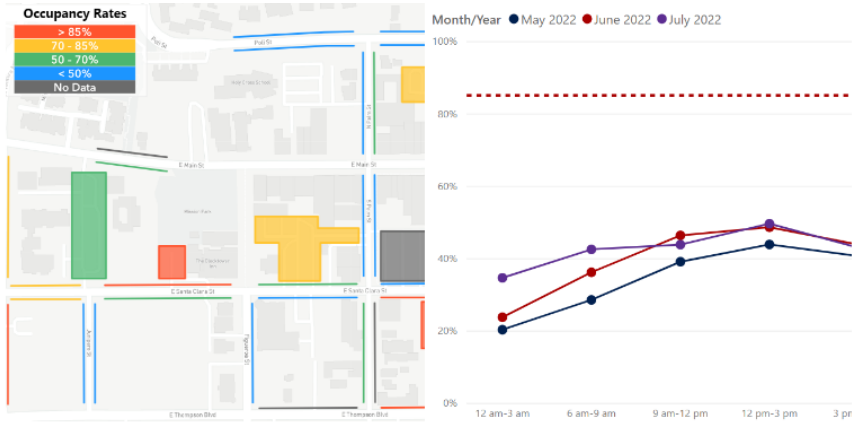


Image Source: https://dixonresourcesunlimited.com/rapid-lpr-report/

License Plate Readers (LPR) generate a data stream that can be used to document occupancy conditions along downtown streets. Most LPR vendors pair their hardware with analytical software that aggregates, analyzes, and synthesizes the data collected by the cameras. Data is presented in a dashboard that can be scaled anywhere from the blockface to a regional level. This can include software that translates plate-read data points into parking-occupancy data points, which can be referenced to supply, to track utilization.

This data would greatly enhance a demand-based approach to pricing downtown parking options, providing a robust set of data from which patterns of high and low demand can be more clearly identified – including by time of day, day of week, and seasonal variations.

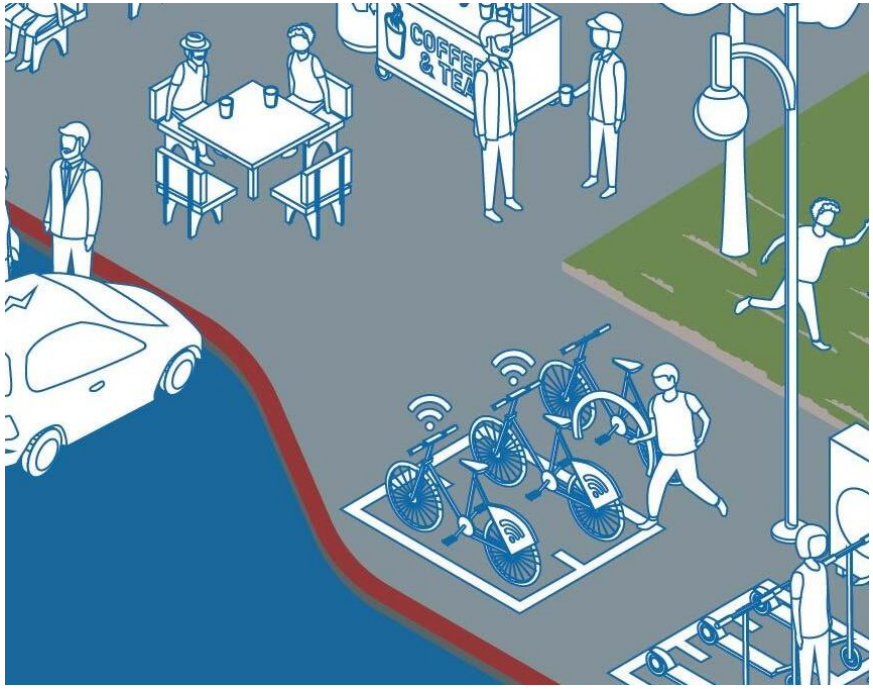
Example in Action

Rapid LPR Tool

Dixon Resources Unlimited offers a software package, branded as the Rapid LPR Tool, which leverages the data being collected by LPR devices used for parking compliance monitoring. With the tool, data that is collected during routine monitoring activity is transformed into parking analytics that can include:

- Occupancy – Percentage of parking spaces occupied.
- Length of Stay – Duration and turnover results.
- Repeat Plates – Identification of re-parking on the same day or across days.
- Timestamped and Geocoded Collection Details – Overview where data is collected, when it was collected, and by which data collector and system data were obtained.

Leverage Mobility Hubs and Microtransit to Enhance & Expand Park Once



Mobility hubs are multimodal transportation connection points designed to integrate independent mobility networks and services to make these resources more viable as primary and connected means of transportation. Mobility hubs commonly address "first-mile/last-mile" gaps, including by providing immediate access to shared and public mobility options at key parking facilities.

Hubs can include a variety of multimodal such as:

- Bus Stops: sheltered waiting area for circulators and buses
- Bike Parking: secure bike racks or public lockers
- Micro-Transit Stations: shared bikes and scooters, including e-assist options
- Ride-Share: dedicated pickup/dropoff zones for local taxi services, Uber, and Lyft rides
- Charging infrastructure for private and shared electric mobility devices

Example in Action

Ann Arbor, MI

Bike racks, car-share, and bike-share are co-located with a below-grade parking structure, which is also adjacent to a downtown transit center and library branch.

Explore Options to Re-Introduce Public Valet

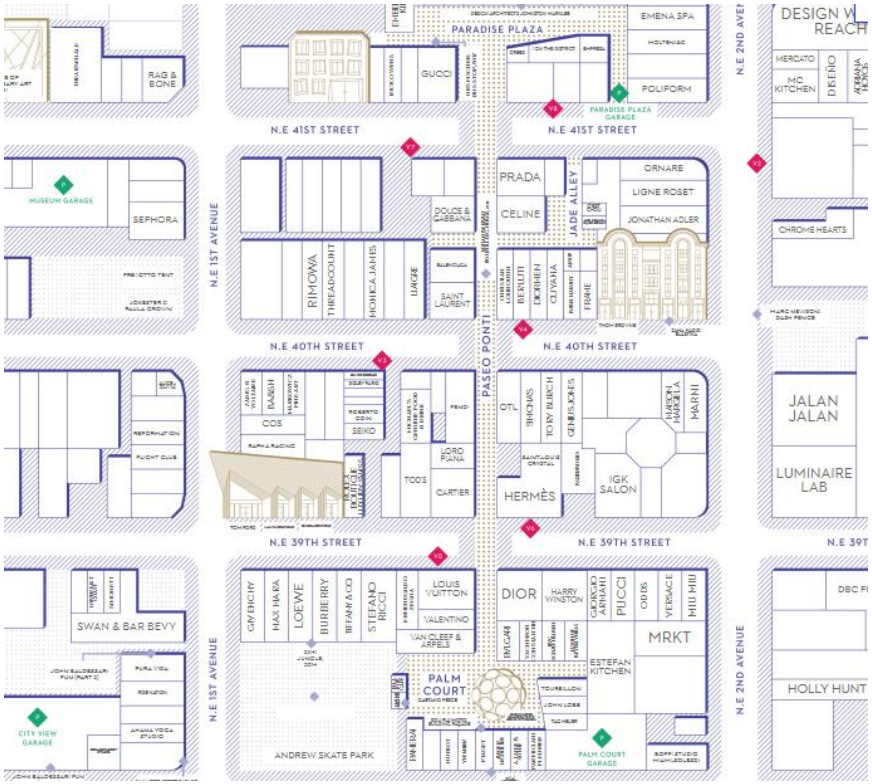
The primary challenge faced by the Public Valet program, as recommended by and implemented following the 2017 Study, was funding – with no sustainable source of sufficient subsidy identified to maintain the program. However, the funding gap might have been greatly reduced if the program had included user fees for the service. This is a common component of public valet programs, generating significant revenue, though often not enough to cover all program costs.

Example in Action

Miami, FL

Located just under three miles north of downtown, the Miami Design District is a master-planned redevelopment of a historic commercial district, based on the new-urbanist model of mixed-use retail centers. In January 2019, its owners secured an agreement with the City of Miami's Parking Authority, paying it $10 per day to use 29 on-street spaces in seven distinct locations to operate a public valet program. The five-year deal is renewable at a rate of $15 per space, per day. The 29 spaces are used to provide seven valet stations across the district, allowing drivers to choose the location of greatest convenience, for both dropoff and pickup – which need not be the same station.[2]

Parking Decks (green) and Valet Stations (red).



[2] John Charles Robbins, Miami Today, January 1, 2019

Key Elements of Successful Implementation

- Public valet, broadly available and marketed as a Park Once option for all downtown
- Must be strategically located, close to key destinations, but also centrally located enough to function well as a Park Once solution
- User fees – this is a premium parking option, leveraging high-demand curbside spaces, and should be priced accordingly
- Will likely still require subsidy to cover costs -- this must be a sustainable source of subsidy
- Potential operators with capacity to provide attractive, effective service
- Digital validation component