

Old Town Area Parking Study (OTAPS) Work Group
2015 Report
Staff Report and Next Steps
November 2015

Background

In 2010, the City conducted the Old Town Area Parking Study (OTAPS) to assess the availability of parking, both on-street and off-street, three blocks north and south of King Street, between the Potomac River and the King Street Metro Station. One of the recommendations of this study was to create a task force of major stakeholders to review and make recommendations about potential parking management strategies. The OTAPS Work Group was established later that year and made recommendations, many of which were implemented, including the launch of a mobile parking application and the extension of meter hours.

The Work Group was reconvened in 2012 and developed additional recommendations for consideration, such as the installation of additional multi-space meters, and City monitoring of parking occupancy. In response, in the fall of 2014, the City collected new occupancy data. The OTAPS Work Group was reconvened in early 2015 to review the data and develop recommendations related to metered parking and residential permit parking in the study area. The Work Group met monthly from January 2015 through August 2015, and a summary of the Work Group discussions and recommendations are provided in the 2015 OTAPS Work Group Final Report (Attachment 1). Each meeting included a public comment component.

Discussion

An analysis of the parking occupancy data collected in 2014 demonstrated that since 2009, overall metered parking has seen a slight increase in occupancy, overall on-street parking occupancy has increased in residential areas on weekday evenings, and garage occupancy has decreased. A detailed description of trends can be found in the 2015 OTAPS Work Group Final Report.

In addition to occupancy trends, staff prepared background data for the Work Group to consider throughout their discussion of parking management in the study area. This detailed background information, which includes land use and economic trends, enforcement data, meter rate comparison among neighboring jurisdictions, and parking removed and added in the study area, is provided in Attachment 2.

As the Work Group reviewed staff's analysis, several issues and concerns related to parking management in the study area were identified and discussed. The most repeated concerns included spillover parking in residential areas, insufficient parking for new waterfront developments, limited wayfinding, garage pricing as too high relative to the price of on-street parking, the lack of adequate enforcement of existing parking regulations, and on-street parking regulations that do not account for differences in demand throughout the study area. Based on the concerns that were raised and available data and examples of best practices locally and nationally, the Work Group determined the following goals for improving parking management in the study area:

1. Encourage short-term visitors to park in metered areas rather than residential blocks;
2. Encourage long-term visitors to use transit and park in off-street garages and surface lots;
3. Preserve parking on residential blocks for residents and guests;
4. Encourage compliance at meters and in residential parking districts.

These parking management goals created the foundation for the Work Group's recommendations for implementation. Attachment 3 is the 2015 OTAPS Work Group Recommendations Chart, with recommendations tied to each parking management goal. Both the majority and minority positions expressed by Work Group members are provided in the summary, as well any formal motions that were made during the meetings. Work Group members expressed that their recommendations are intended to work together to improve parking management in the study area. The 2015 Work Group intended that their recommendations supersede those from the 2010 and 2012 OTAPS.

The Work Group discussed the topic of restricting new developments from receiving residential parking permits and held public comment on it at their May meeting. The motion from the May 27, 2015 meeting stated that "no universal restriction should be placed on the availability of residential parking permits in new residential developments in districts 1-5 and each DSUP be considered on its own merits with respect to the issuance of residential parking permits." Staff will provide a recommendation to City Council on the application of this parking management tool for individual developments through the development review process, and going forward, staff will require parking studies associated with development applications to examine whether or not this type of tool is appropriate for a given development.

In general, recommendations from the Work Group with the greatest level of majority agreement were parking management tools related to wayfinding, enforcement, and employee parking and transit programs. Taking into consideration the majority agreement of the Work Group, as well as the fulfillment of the above parking management goals for the Old Town Area Parking Study area, staff has developed a draft implementation timeline, shown in Attachment 4. This timeline includes two immediate action items that can be implemented starting this Winter. The first action is to improve citywide parking information and marketing. To accomplish this, staff will work with Visit Alexandria and the Alexandria Economic Development Partnership to provide better marking of transit and parking options available in the City, including the City's pay by phone feature, Pango.

The second immediate action that could begin this winter is the implementation of a pilot program for adding pay-by-phone payment requirement for residential blocks, following public engagement with the residents of the proposed blocks. The pay by phone payment requirement would not apply to residents of the district where that block is located nor would it apply to those resident's guests. Potential blocks for a pilot program would likely be immediately adjacent to metered areas where on-street parking occupancy exceeds 85 percent during peak parking hours. Because a city code modification would be needed, this item would require a public hearing before the Traffic and Parking Board and City Council approval.

Beyond these two immediate projects, staff recommends implementation of several other Work Group recommendations in the short term to comprehensively approach parking management. It should also be noted that in general, these recommendations also received the greatest level of majority agreement from the Work Group as appropriate parking management tools. Because these items are not budgeted for FY 2016, they could be considered through the FY 2017 budget process, and would not be completed unless they are funded in an upcoming budget. The following is a list of the proposed short-term recommendations and approximate cost:

Wayfinding

- Provide and promote digital wayfinding with parking garage information through mobile applications and websites, and maintain a current City parking map.
- Add parking wayfinding signage consistent with the City's Wayfinding Plan guidelines.
- Explore adding appropriate real-time information for parking garage signs.
- Proposed capital cost: \$200,000
- Proposed annual operating cost: \$5,000

Enforcement

- Provide funding to modernize citation equipment.
- Reinstate the adjudication process so that the City can resume administering this process and the Alexandria Police Department resources currently dedicated to adjudication can be reassigned to parking enforcement activities
- Add additional parking enforcement officers (Staff has already acted on a component of this action item. In the summer of 2015, five overhire positions were added. This recommendation would be to continue to fund those five positions in subsequent years.)
- Proposed capital cost: \$150,000
- Proposed annual operating cost: \$500,000
- Potential revenue: \$600,000 (from enforcement activities)

Employee Parking and Transit Programs

- Provide more off-street parking options for City employees on the City parking waitlist by increasing the number of monthly garage spaces in City garages or applying the City's garage subsidy to private garages.
- Facilitate coordination with private garage owners for garage spaces and promote transit programs for private employers.
- Proposed annual operating cost: \$40,000

Transit Service

- In coordination with DASH, add morning trolley hours and/or reduce headways and optimize DASH routes operating in Old Town. Study the concept of a fare free transit zone in Old Town.
- Proposed annual operating cost: \$200,000

The draft implementation timeline also includes mid-term and long-term items, however, implementing these items may not be feasible with current staff resources. Staff will evaluate when to bring these items forward depending on available resources at that time. T&ES staff

will also develop a proposal for FY 2017 budget consideration with an estimate of additional staff resources necessary to accelerate the implementation timetable for this set of Old Town parking issues, as well as parking issues Citywide. It should also be noted that some mid to long term items, such as changing meter hours, adjusting district boundaries, changing time limits for residential districts, and creating a staff initiated process for changing residential permit parking districts would require a public hearing before the Traffic and Parking Board and City Council approval.

Attachments

Attachment 1: 2015 OTAPS Work Group Final Report

Attachment 2: Background Data

Attachment 3: 2015 OTAPS Work Group Recommendations Chart

Attachment 4: Draft Parking Management Work Plan

DRAFT

**2015 Old Town Area
Parking Study (OTAPS)
Work Group**

Final Report and Recommendations

October 2015

Prepared by:

Department of Transportation and Environmental Services

Old Town Area Parking Study (OTAPS) Work Group 2015 Report

Background

In 2010, the City conducted the Old Town Area Parking Study (OTAPS) to assess the availability of on- and off-street parking in Old Town. The City convened the Old Town Area Parking Study (OTAPS) Work Group later that year to assess the recommendations set forth in the Old Town Area Parking Study and to develop recommendations for implementing parking management strategies. This Work Group was reconvened in 2012 and 2015 to continue review of these recommendations and implementation.

Since the first Work Group, a number of important recommendations have been implemented, including a pay by phone payment system, operated by Pango, to pay to park on-street using a cell phone. Another recommendation completed is the implementation of an online program to print guest parking passes and the replacement of nearly all single space, coin-operated meters in the City with multi-space meters. There are now 142 multi-space meters, and 43 double space meters.

Reconvening the Work Group in 2015

One of the recommendations of the 2012 Work Group was to monitor on-street and off-street parking to determine areas that have exceeded the 85% parking occupancy threshold. In the fall of 2014, the City collected this data and reconvened the Work Group to review the results. The reconvened Work Group included representatives from the previous stakeholder groups, which are listed below. The two changes to membership were to appoint representatives from the Planning Commission and Transportation Commission in place of City staff from the Departments of Planning and Zoning (P&Z) and Transportation and Environmental Services (T&ES).

Stakeholder Group	Representative
Alexandria Chamber of Commerce (1 member)	Charlotte Hall
Alexandria Commission on Persons with Disabilities (1 member)	Mollie Danforth/Kent Fee
Alexandria Waterfront Commission (1 member)	Howard Bergman
Citizen representative (2 members)	Mark Abramson Mark Feldheim
Old Town Business and Professional Association representative (1 member)	Danielle Romanetti
Old Town Civic Association representatives (2 members)	Yvonne Weight Callahan Bert Ely
Parking garage owner/operators representative (1 member)	Andrew Blair, Colonial Parking
Planning Commission representative (1 member)	Stew Dunn
Real Estate Developer representative (1 member)	Rob Kaufman, PMA Properties
Small business owners, including restaurants, retailers, and hoteliers (3 members)	Jody Manor, Alexandria Restaurant Commission Roger Parks, small business representative Elizabeth Todd, Old Town Boutique District (Chair)
Transportation Commission representative (1 member)	Nathan Macek (Vice Chair)
Upper King Street Neighborhood Association	Aimee Houghton

representative (1 member)	
U.S. Patent and Trademark Office (1 member)	Jim Nowak
West Old Town Citizens Association representative (1 member)	Keil Gentry

Parking occupancy data collected by the City, as well as research of parking trends in the study area was part of a packet of background data evaluated by the Work Group. The background data can be viewed here:

https://alexandriava.gov/uploadedFiles/2015%20OTAPS%20Data%20Requests_Final.pdf

An analysis of the parking occupancy data collected in 2014 showed the following trends:

- Overall metered parking has seen a slight increase in occupancy as shown in Figure 1. A decrease in metered parking occupancy has occurred west of Alfred Street. An increase in occupancy has occurred east of Alfred Street.
- Garage parking occupancy is down as shown in Figure 2.
- Overall on-street parking occupancy has increased in residential areas on weekday evenings, but remains constant on weekends.
- Overall parking occupancy levels are higher east of Alfred Street in Districts 1 and 2 than west of Alfred Street.
- On-street parking occupancy rates exceed 85% during the weekend evening hours in Districts 1 and 2 east of Alfred Street.
- Garage and surface lot parking is less prevalent west of Alfred Street.

Figure 1: Comparison of Metered and Non-Metered Parking Occupancy on a Weekday Evening, 2009-2014

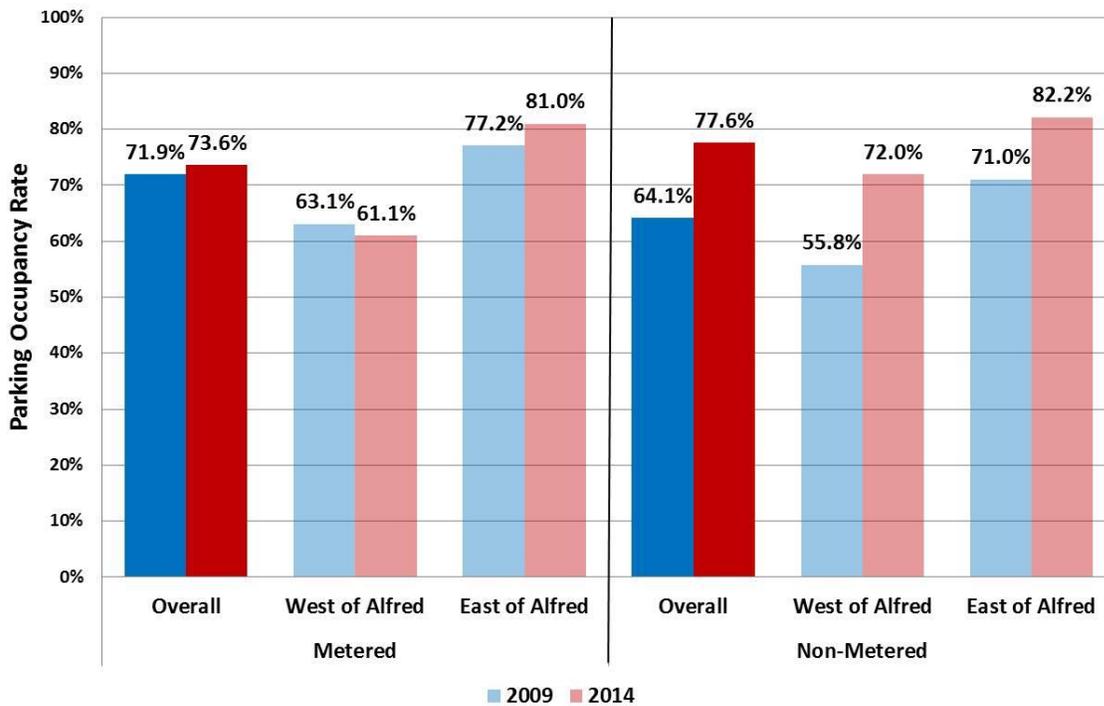
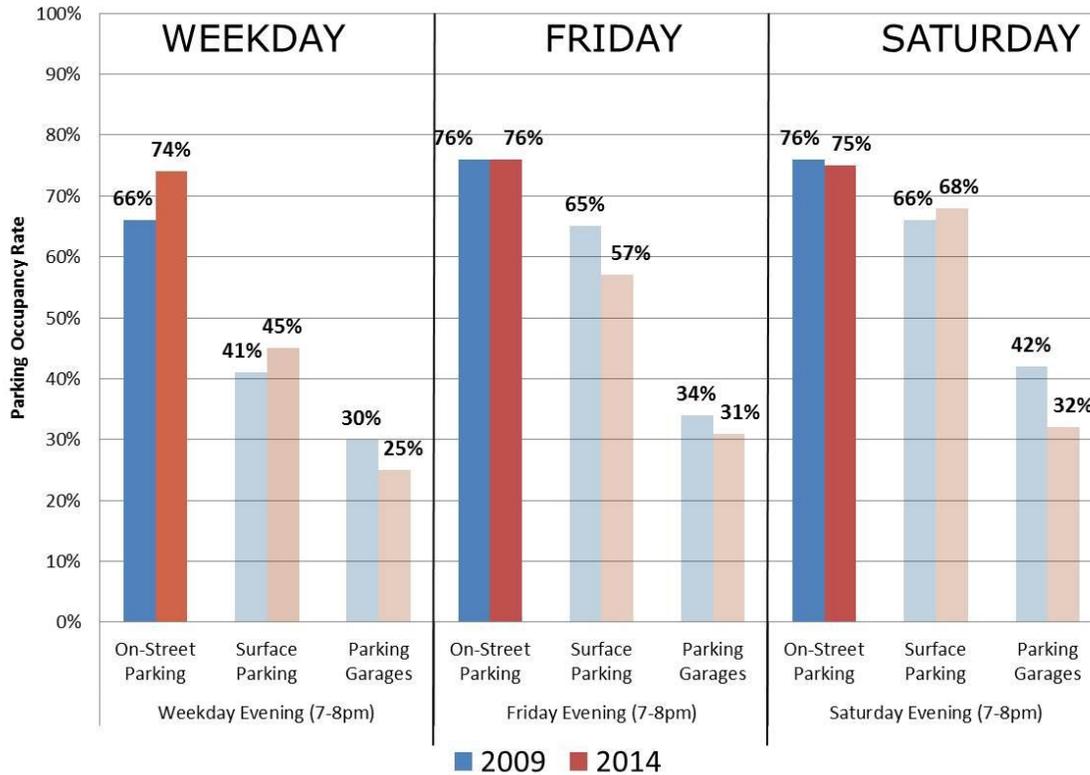


Figure 2: Comparison of Parking Occupancy Rates, 2009-2014



The Work Group began meeting in January 2015 and held a total of eight meetings between January and August, summarized in the table below. Each meeting had a public comment period.

Meeting	Discussion
January 28, 2015	Kick-off meeting and review of the 2014 parking occupancy data.
February 25, 2015	Review of meter regulations and additional data collected in the study area.
March 25, 2015	Review of meter regulations and potential tools to encourage usage and turnover, and introduction to potential residential parking policy tools.
April 29, 2015	Discussion about residential parking policy tools.
May 27, 2015	Discussion about restricting residents of new DSUP development from obtaining residential parking permits and an overview of the parking enforcement program and available resources.
June 11, 2015	Discussion about employee parking management tools and wayfinding options. Polling exercise to review draft Work Group recommendations. Sticker exercise for public to comment on draft Work Group recommendations.
June 24, 2015	Review of the polling results and discussion about the draft recommendations.
August 11, 2015	Final review of the draft recommendations.

Goals

The 2015 Work Group identified the following goals for improving parking management in the study area:

- Encourage short-term visitors to park in metered areas rather than residential blocks.
- Encourage long-term visitors to use transit and park in off-street garages and surface lots.
- Preserve parking on residential blocks for residents and guests.
- Encourage compliance at meters and in residential parking districts.

Discussion of Tools

- The Work Group evaluated potential parking management tools according to these goals. City staff provided background data related to each respective parking management tool considered by the Work Group. During the discussion, the Work Group considered implementation options for each tool and how, and if, these tools could achieve their desired goals for improving parking management. The 2015 OTAPS Work Group Recommendations Chart (Attachment 1) summarizes the final recommendations for each of these tools. Within the chart, staff noted the majority and minority position expressed by the Work Group members. For some tools, the Work Group made specific motions that came out of the discussion from a particular meeting, listed below. However, the Work Group did not prioritize the full list of recommendations and these motions were not intended to imply a higher priority than other tools without a separate motion. Extend maximum time limit for meters west of Alfred Street from 2 to 3 hours (OTAPS Work Group motion made on April 29, 2015)
- End meter times at 7 p.m. for meters west of Alfred Street (OTAPS Work Group motion made on April 29, 2015)
- No universal restriction be placed on the availability of residential parking permits in new residential developments in District 1 through 5 and that each Development Special Use Permit (DSUP) be considered on its own merits with respect to the issuance of residential parking permits (OTAPS Work Group motion made on May 27, 2015)
- Increase funding to modernize citation and enforcement equipment; increase funding to support additional parking enforcement officers (PEOs); and reinstate the adjudication process (OTAPS Work Group motion made on May 27, 2015)

The Work Group's recommendation to extend the maximum time limit for meters west of Alfred Street from 2 to 3 hours was approved by the Traffic and Parking Board on May 18, 2015. The Work Group's recommendation to end meter times at 7 p.m. for meters west of Alfred Street was not brought before the Board as the fiscal implications required greater analysis. On June 23, 2015, City Council approved a resolution extending the maximum time limit from 2 to 3 hours for parking meters west of Alfred Street within parking meter Zone 2. This change was effective on July 1, 2015.

The Work Group approved a motion during the final meeting on August 11, 2015 that the 2015 OTAPS Work Group Recommendations Chart was an accurate summary of the Work Group's discussion. In general, Work Group members expressed that all of their recommendations are intended to work together cohesively in order to improve parking management in the study area.

The 2015 Work Group recommended that recommendations from the 2010 and 2012 OTAPS be superseded by their recommendations shown in Attachment 1.

Conclusion

From January through August, the Work Group reviewed data, listened to presentations from parking enforcement and Pango, and heard the concerns of many members of the community. Members weighed all of the information carefully, discussed all issues amongst themselves and developed a comprehensive set of recommendations to address parking management in the study area. It is the intent of the Work Group that these recommendations be viewed as a comprehensive response to Old Town parking issues.

Staff would like to thank all members of the OTAPS Work Group for volunteering their time and expertise to help address these issues.

Attachments:

1. 2015 OTAPS Work Group Recommendations Chart

The full background data provided to the 2015 Old Town Area Parking Study Work Group can be found here:

http://alexandriava.gov/uploadedFiles/2015%20OTAPS%20Data%20Requests_Final.pdf

2015 OTAPS Work Group Recommendations

Parking Management Goal	#	Parking Management Tool Considered by OTAPS Work Group	2015 OTAPS Work Group Recommendation (Majority)	Minority Comments	Notes	Budget Impact
Encourage short term visitors to park in metered areas rather than residential blocks	1	Maximum Time Limit for Meters	(1) Extend maximum time limit for meters <u>west</u> of Alfred Street from 2 to 3 hours* (OTAPS WG motion - 4/29) (2) Extend maximum time limit for meters <u>east</u> of Alfred Street from 2 to 3 hours.		Part 1 of this recommendation as already been implemented.	Low
	2	End Time for Meters	(1) End meter times at 7 pm for meters <u>west</u> of Alfred Street (OTAPS WG motion - 4/29) (2) No change to the end time for meters <u>east</u> of Alfred Street.	Two WG members were not supportive of ending meters times at 7 pm for any location in the study area since this would decrease turnover in the evening.		High
	3	Ticket fees	Reduce the ticket fees for meter violations, but maintain the current fee for residential parking violations.		New tool discussed 6/24/15	Medium
	4	Meter rates	No change to the meter rates recommended.		New tool discussed 6/24/15	N/A
Encourage long term visitors to use transit and park in off-street garages and surface lots	5	Garage/Surface Lot Pricing and Payment	(1) Adjust the pricing of the City garages and surface lots to be less than the cost of parking at a meter. (2) Reduce the rates at City garage and surface lots on weekends and evenings. (3) Make City owned surface lots available for long term parking and coordinate the hours of operation with the meters hours. (4) Coordinate operations, maintenance, and policies of facilities between City departments.			High
	6	Wayfinding	(1) Provide/promote digital wayfinding with parking garage information through mobile apps and websites and maintain a current City parking map. (2) Direct staff to add additional parking wayfinding signage consistent with the City's Wayfinding Plan guidelines. (3) Explore adding appropriate real-time information for garage signs.			High
	7	Information and Marketing	Direct staff to work with Visit Alexandria and AEDP to provide better marketing of transit and parking options available in the City, including the City's Pay by Phone feature.			Low
	8	Employee Parking and Transit Programs	(1) Provide more off-street parking options for City employees on the waitlist by increasing the number of monthly garage spaces in City garages or applying the City's garage subsidy to private garages. (2) Direct staff to help facilitate coordination with private garage owners for garage spaces and promoting transit programs for private employers.	Some WG members did not support subsidizing employee parking. Some WG members supported increasing transit benefits, although the majority did not think the cost would create a significant change in behavior for employees.		Medium to High
	9	Transit Service	(1) Explore adding morning trolley hours and reducing headways. (2) Optimize DASH routes operating in Old Town. (3) Optimize transit fare policy in Old Town with consideration of a fare free transit zone.		New tool discussed 8/13/15	Low
Preserve parking on residential blocks for residents and guests	10	Pay by Phone Payment in Residential Areas	Implement a pilot program for adding a pay-by-phone payment requirement for residential blocks following public engagement with the residents of the proposed blocks. The pay-by-phone payment requirement would not apply to residents of the district where that block is located nor would apply to those resident's guests.	One WG member supported a staff initiated pilot program because they felt it could be more successful and provide data needed to encourage other blocks to apply this tool.	Many WG members supported the use of this tool, but felt it was appropriate to ensure the process for the pilot program was initiated by residents.	Low
	11	Resident Only Parking	Do not implement resident only parking.	Some WG members supported this recommendation as a way to ensure parking for residents.		N/A
	12	Restrictions on New Development	No universal restriction be placed on the availability of residential parking permits in new residential developments in districts 1-5 and each DSUP be considered on its own merits with respect to the issuance of residential parking permits. (OTAPS WG motion 5/27)	Some WG members did not support this recommendation since they felt it was not responsive to the City Council's request for guidance, was not equitable to residents of new developments, and changed the existing practice of allowing residents of new developments to be eligible for residential parking permits.		Low
	13	Limit Residential Parking Permits	Do not limit the number of residential parking permits.	Two WG members were supportive of limiting the number of residential parking permits.		N/A
	14	Residential Parking Permit Fees	Maintain the current residential parking permit fees for the first and second vehicle registered to a household but increase the fee for any additional vehicles.	Two WG members were concerned about this recommendation as they saw the increase in permit fees as a financial burden on households with three or more registered vehicles		Low
	15	Time limits for residential permit parking districts	Amend the City Code to allow one hour parking as an option for residents to request through the residential permit parking district process.	Some WG members were concerned about use of this tool without clear criteria for when and where to allow it. Widespread implementation of one-hour time limits on residential blockfaces could create additional parking issues by severely limiting parking options for visitors requiring one to two hours of parking.	If this tool was approved, it would still require residents to initiate the request and review by the TPB. As part of that review, staff would evaluate whether the location and occupancy trends warranted shorter time period.	Low
	16	Adjust district boundaries	Reexamine current district boundaries to determine if a smaller district adjacent to King Street would be appropriate.		New tool discussed 6/24/15	Low
17	Staff initiated process for amending/changing residential permit parking districts	No change to the process for amending/creating residential permit parking districts	One WG member felt a staff initiated process -- in parallel to the existing resident-initiated process -- would allow for more consistent parking regulations block-to-block that would be less confusing to residents and visitors alike.	New tool discussed 6/24/15	N/A	
Encourage compliance at meters and in residential parking districts	18	Enforcement	(1) Increase funding to modernize citation/enforcement equipment (2) Increase funding to support additional PEOs (3) Reinstate the adjudication process (OTAPS WG motion 5/27)			High

DRAFT PARKING MANAGEMENT WORK PLAN

2016		2017				2018				2019					
FY16		FY17				FY18				FY19				FY20	
Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2
	●	WAYFINDING —REAL-TIME GARAGE SIGNAGE, ADDITIONAL DIRECTIONAL SIGNAGE AND DIGITAL SIGNAGE/APPS TO GARAGES													
	●	ENFORCEMENT —ADDITIONAL PEOs, UPGRADED CITATION EQUIPMENT, ADJUDICATION PROCESS													
	●	EMPLOYEE PARKING —OFF-STREET PARKING FOR CITY EMPLOYEES, GARAGE AND TRANSIT COORDINATION FOR PRIVATE EMPLOYERS													
INFORMATION & MARKETING —IMPROVED MARKETING OF PARKING LOCATIONS AND PAYMENT OPTIONS															
	●	TRANSIT SERVICE —ADD MORNING TROLLEY HOURS, OPTIMIZE DASH ROUTES, STUDY FARE FREE TRANSIT ZONE													
▲	PAY BY PHONE PAYMENT —STUDY, OUTREACH, AND IMPLEMENTATION TO ADD FEATURE TO RESIDENTIAL BLOCKS														
					■	GARAGE / SURFACE LOT PRICING & PAYMENT —ADJUST PRICING AT CITY FACILITIES TO BE LESS THAN METERS									
					▲	RESIDENTIAL PARKING PERMIT FEES —INCREASE PERMIT FEE FOR MORE THAN TWO CARS									
							▲			ADJUST DISTRICT BOUNDARIES —STUDY A SMALLER BOUNDARY ADJACENT TO KING ST					
							▲			STAFF INITIATED PROCESS FOR AMENDING RESIDENTIAL PERMIT PARKING DISTRICTS —ALLOW STAFF TO INITIATE CHANGES TO PARKING DISTRICTS					
						■	●	▲		END TIME FOR METERS —END METERS AT 7PM					
							■	▲		TIME LIMITS FOR RESIDENTIAL PERMIT PARKING DISTRICTS —ADD 1 HOUR PARKING AS A DISTRICT OPTION					
								■	●	▲	TICKET FEES —REDUCE TICKET FEES FOR METERS				
								■	●	▲	TIME LIMIT FOR METERS —3 HOURS EAST OF ALFRED				

KEY					
SHORT-TERM	MID-TERM	LONG-TERM	REQUIRES FUNDING, BUDGET PROCESS = ●	CITY CODE CHANGE = ▲	ADDITIONAL STUDY REQUIRED = ■