

Prepared for City of Pensacola
Downtown Improvement Board (DIB)

2018

Transportation, Parking, and Mobility - Report - FINAL



Structured Parking Solutions

Volkert Engine

2/6/2018

Revised July - 2018

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Evolution of the project – The SPS team was selected (from a public solicitation circulated by the DIB) to provide any combination of transportation services including but not limited to consulting, design, development, operations, management, maintenance, and financing services to improve the Pensacola parking and transportation system. The system includes all parking areas under control by the Pensacola Downtown Improvement Board (DIB).

The DIB contracted with the SPS team to provide preliminary investigations into the parking system. After negotiating the final Scope of Services, the SPS team began specifically identified evaluations. The actual Scope of Services detailing the evaluation requirements are listed in the original response document.

After commencement of the evaluation process, the DIB elected to submit another solicitation seeking a parking operator. That solicitation concluded with an operator (other than the one on the SPS team) being selected. The new operator began services on March 1, 2018.

Some of the requested evaluations assumed the SPS team would have access to and assistance from the DIB new parking operator. The SPS team has met with the new operator on two occasions, first on March 26, 2018 where the SPS team identified information requirements from the operator and/or DIB to complete the evaluation, and again on July 19, 2018 when the SPS team received information and instructions from the DIB.

Additions and Clarifications to this Evaluation – The information originally submitted in the evaluation/report remains current. What has changed since original submittal of the evaluation report are fundamental changes to the parking operational and management programs which were implemented by the DIB and/or its operator and without consultation from the SPS team.

After the initial submittal of this report in February 2018, the DIB requested additional evaluations from the SPS team. Specifically, the DIB requested an opinion from the SPS team for expansion of the pay-to-park (PTP) system. In subsequent DIB meetings, the SPS team explained:

- Prior to any changes to the PTP program, the DIB and/or its agents should host public meetings to receive the public's views. During these public meetings the DIB should discuss potential changes and help explain benefits to the public from any changes to the PTP programs. These public meetings are critically important and should occur prior to implementing any changes.
- Before expanding the general PTP program, a downtown employee parking plan should be developed, vetted with the public, and incorporated in conjunction to expanding general PTP areas.
- Changes to enforcement and operational practices (booting, towing, staff perceptions, way-finding programs, and/or other public relation items) are not advised without careful consideration and public input.
- The SPS team stated in the original document that all DIB parking within the Palafox Commercial Core and East Waterfront Districts (composing the perceived collective commercial downtown) should be fully managed parking. The SPS team identified the following points:
 1. These districts have the heaviest parking demand.
 2. These districts collectively contain +/- 8,907 total on and off-street parking spaces, but only +/- 1,549 spaces are publicly available spaces controlled by the DIB. Of the +/- 1,549 public spaces, +/- 315 spaces are not actual marked and identified monumental spaces.

These +/- 315 spaces are ESTIMATED ROW spaces and, in many areas, do not have formal designation lines.

In consideration of the high demand for parking in these districts and low available public parking capacities, the SPS team recommended the un-marked spaces should become formally marked and identified spaces to assure maximum parked cars within those currently unidentified parking areas.

In addition, the SPS team recommended all parking spaces within these two districts should be fully managed under a management plan developed with public input and involvement. The team advised the DIB the management plan should include employee parking areas (at a discounted rate) and a progressive PTP fee including a higher PTP rate for spaces in highest demand areas and lower in lowest demand areas.

- While the DIB could consider managed-use of parking it doesn't "own" (including private parking venues and/or County parking areas), it was the opinion of the SPS team the DIB Interlocal Agreement did not provide the DIB the authority to "manage/use" private parking areas. The SPS team discussed opportunities for the DIB to utilize County parking spaces during limited times and days. While the County spaces could provide some parking relief at night and/or on weekends, the SPS team was concerned about (i) long-term access to the County spaces, (ii) the ability to legally charge to parking in those spaces (based on legislation the County built those garages under), and (iii) security and liability issues placed on the County and/or DIB parking from DIB's use of those spaces. We recommended the DIB have a legal review of their Interlocal Agreement to understand if they could legally manage/use private parking venues and to work with the County on the possibility of formally managing County parking areas. Lastly, we pointed out that any use of private and/or County spaces would result in a short-term resolution to isolated parking demand and should not be considered a long-term strategy to provide for public parking.
- The SPS team has pointed out the current Pensacola zoning ordinance is primarily based on parking "minimum" standards. Parking minimum standards require new developments to provide for a minimum number of parking spaces per the density and use of the development. This zoning practice is largely out-of-date with current "smart-city" practices. Current practices include parking "maximum" regulations obligating new developments (within densified downtown districts) to a maximum number (or zero) required parking spaces. The new development must still account for its parking demand, but mostly contained inside parking controlled by the City. This allows the City to control the parking infrastructure program, assure maximum shared use practices, control where parking (and its traffic) are contained, and other beneficial characteristics. This practice is no different than other smart-city infrastructure practices, exemplified by cities providing regional stormwater programs which new development "buy into" rather than these developments having to provide for separate stormwater needs within each new development. The SPS team recommended the DIB, and/or its agents, begin working with City staff to consider updates to the City parking zoning requirements. The SPS team also recommended the City involve the DIB in the parking approval process for all future developments within the DIB area of parking control.

In previous DIB meetings, the DIB stated it had no interest in subsidizing costs for the existing and/or any expansion of the PTP program. The DIB requested the SPS team create an evaluation tool to assist the DIB in evaluating potential expansion costs of the PTP program. To create the evaluation tool, the SPS team required historical data and input from the DIB and/or its operator. On July 19, 2018, the SPS team received some data and instructions from the DIB and its operator. The SPS team has created an evaluation tool (Excel spreadsheet) which could be used by the DIB to assess costs associated to expanding the downtown PTP program. This spreadsheet has been provided to the DIB with this submittal, an example of the spreadsheet is shown below.

The DIB should understand/consider the following points as it utilizes this evaluation tool.

- All “blue” fields are inputs cells which the DIB should carefully consider and apply accurate information into.

- This spreadsheet applies usage data associated to the current DIB on-street parking program and provided by the operator.

- This spreadsheet is based from information provided by the operator for 25 existing parking kiosks and assumes each kiosk manages 7 parking spaces. By extension, this spreadsheet, and its assumptions, are based from activities from only 175 curb-side public spaces and not the collective public parking program. This spreadsheet can be expanded as more information is provided.

Current PTP Evaluation			
(based from available data between March and June 2018)			
Budgeted Costs to Expand PTP Area			
Financed Parkeon Kiosk Monthly Budget			\$117.41
	Equipment Budget W/ install	\$6,000	
	Other costs (striping, signage, etc.)	\$0	
	Financed period (years)	5	
	Interest rate	6.50%	
Parkeon Kiosk Monthly Transactional Budget			\$52.00
Parkeon Kiosk Monthly Operational Budget (Operator's Overhead and Labor)			\$0.00
Additional Monthly Costs			\$0.00
Total Monthly Budget per new Parkeon Kiosk			\$169.41
Transaction Data Provide by DIB and/or Operator			
Assumed parking spaces monitored per Parkeon Kiosk (from DIB)		7	
Total transactions per 3-month period (April, May, June) or 91-days		45281	
Total Transactions (month of June Only)		13206	
Total Kiosks in current on-street program		25	
Assumed number of total spaces within the study area		175	
Average Ticket Gross Revenue		\$1.05	
Average hourly rate		\$0.50	
Average stay per turn in hours		2.10	
Calculated Assumptions			
Average Monthly Transactions Per Kiosk (3-month period)			604
Average Monthly Transactions Per Parking Space - per above assumptions			86
Average Monthly Gross Revenue per Kiosk - per above assumptions			\$634
Average Monthly Net Revenue per Kiosk - per above assumptions (3-month data)			\$465
Average Monthly Net Revenue per Kiosk - per above assumptions (June Only)			
This calculation represents the downward trend in occupancy			\$385
Hourly Parking Rate Evaluation Tool		\$0.50	
Forecasted adjusted Net Monthly Revenue per KIOSK- per above assumptions - INCLUDING CHANGE TO AVERAGE HOURLY RATE IN CELL ABOVE			\$465
Notes			
Designated Input Cells - Values placed in these cells should be validated and edited by the DIB			
Data suggests a declining trend in space occupancy. This COULD be due to increased enforcement activities. Any changes to the parking system based from the current data should be curtailed or carefully considered until a stabilized occupancy has been identified.			

- The “Average Monthly Net Revenue per Kiosk – 3-month data” line represents the budgeted NET revenue per new parking kiosk machine (\$465.00 in the current example). The DIB should carefully consider the operator’s report outlining monthly transaction per parking kiosk over the past 3-month period. There is an obvious and consistent decline in transaction counts as time progresses. One could hypothesis this decline may be related to aggressive parking enforcement activities which may not have been present before the current operator was in place, or for other reasons. Regardless, the SPS team recommends the DIB carefully monitor this information and look for any stabilization of transaction activities before entering into financial obligations that could be affected by continuing declining transaction activities.
- The “salmon” colored fields allow the DIB to project budgeted changes in Net revenue from any typical management kiosk based from changes to PTP hourly rates.

Other studied items and their associated recommendations are contained in the original report below. The SPS team appreciates the opportunity to work with the DIB and stands ready to move into additional efforts and objectives afforded to the team and DIB under our awarded RFP.

III. Executive Summary

This report summarizes weeks of field investigations, over thirty stakeholder and governmental meetings, two public forums, and a public survey, combined with the years of experience and collective knowledge of our team members to identify trends and make recommendations related to the downtown Pensacola parking and mobility program.

Our findings suggest the Pensacola parking system mostly meets demand needs, but only because two-thirds of the parking system are provided for by private citizens and companies. While the collective system meets demand needs, the primary places of commerce (the Palafox Commercial Core District and West End Districts) are severely under parked when evaluated under current city code for parking standards by use and density. Maintaining the current policies and codes of requiring minimum on-site parking for new developments has the potential of hindering future development within the city. At the least, current policy could hinder increases in property values, discourage shared use parking practices, and minimize future increases in municipal taxes stemming from new developments. We recommend the DIB consider becoming proactive in the development of more publicly available parking while working with the City to make code adjustments to incentivize better and more sustainable parking and transportation practices.

It is the professional opinion of the SPS team that the current parking operational program is not fully functioning. In addition, parking rates are not promoting appropriate actions from the parking public or incentivizing alternate means of transportation and parking in less favorable locations where parking may be underutilized. A restructuring of the parking equipment and parking rate program is recommended to encourage and incentivize better parking practices.

The most recognized areas of traditional downtown commerce exist within the East Waterfront District and Palafox Commercial Core District. Collectively, these districts provide most of the parking supporting downtown commerce. Collectively, these districts contain +/- 3,013 public spaces; of which include 315 unmarked and free, 301 marked but free, 617 free but timed, 350 encumbered by leases, and 230 PTP spaces; compared to +/- 6,223 private spaces in the same districts. Across all districts, the DIB recognizes +/- 475 on-street PTP spaces, nearly 50% existing in East Waterfront and Palafox Commercial Core. We recommend all public spaces inside these two districts move to some degree of PTP.

Newer areas of commerce have emerged along eastern portions of Government Street and southern Alcaniz and Adams Streets, all within the Seville & Aragon District. There are +/- 300 unmarked spaces along these largely commercialized corridors which we believe should be considered as some degree of PTP.

Disclosure – *When preparing this report and its recommendations, our team utilized commonly accepted and practiced transportation principals, standards, codes, rules, and techniques. It should be understood these standards do not necessarily meet all needs and should be carefully considered by the City, DIB, and community. This report represents the summary findings from our investigations, meetings, and observations and applications of the transportation standards previously referenced. For brevity, these codes, policies, rules, and standards are not included in this report.*

We've provided several articles in the Appendix of this report to provide some evidence for current standard practices and principals utilized by parking and transportation experts today which guide many of the policies and improvements suggested in this report.

IV. Definition of Goals and Objectives

The Structured Parking Solutions (SPS) team includes industry leaders from all mobility disciplines, providing this team professional experience to properly consult, masterplan, design, develop, finance, and operate all mobility systems and programs.

The SPS team submitted an unsolicited proposal to the City of Pensacola Downtown Improvement Board (DIB). The DIB is a quasi-public entity, operating under powers provided to it by the Pensacola City Council through an Interlocal Agreement.

The DIB reviewed the SPS unsolicited proposal and found sufficient merit to post a public Request for Qualifications (RFQ); the SPS team was selected from the RFQ process. Once selected, the DIB and SPS team developed a Phase One process and Scope of Services. Once the Phase One Scope of Services was developed, the DIB and SPS Team executed a contract requesting the SPS team to perform specific due diligence activities and develop a mobility report including suggested improvements and course of action activities.

This report is the outcome of the Phase One contract Scope of Services (shown below).

Phase One tasks of responsibilities:

- Task 1- Review and validation of the 2016 City of Pensacola Parking Study conducted by the West Florida Regional Planning Council:
 - Coordination of and meetings with West Florida Planning Council, City of Pensacola and DIB staff, and other stakeholders to determine updates and changes.
 - Desktop and Field review to validate report and determine changes to system since report was finalized.
 - Updates to Parking System numbers.
 - Task does not include an on-the-ground parking occupancy data collection effort which will be required in a later phase.
- (*) Task 2- Analysis of Parking System:
 - Review existing parking system, on-street and off-street parking.
 - Identify and verify areas of existing parking deficiency.
 - Make recommendations regarding short term improvements to provide immediate relief in the short- term areas.
 - Recommended modifications to the existing parking will be made in a conceptual format on aerial mapping. Construction documents are not included in this scope.

- Task 8- Ferry input analysis:

- Review Ferry input into existing parking and mobility system.
 - Make recommendations regarding parking and mobility for users of the Ferry System.
 - All modes will be considered as part of this tasks and recommendations will be made for pedestrians, bicyclists, transit, and vehicles.
 - Recommended modifications will be made in a conceptual format on aerial mapping. Construction documents are not included in this scope.
- (*) Task 9- Inspect and Evaluate Existing Parking Management Equipment System:
- Includes review of management system improvements developed by others
- (*) Task 11- Cost Analysis and Documentation for Implementation of Physical Improvements: (reduced proportionally by reduction of work)
- Prepare and provide cost analysis for any physical improvements identified in the above analysis and studies.
 - Provide contract(s) and schedules for development of any physical improvements identified in the above analysis and studies. It is understood these contracts (if required and provided) are at the DIB's sole discretion to approve.
 - This Team will not provide for and/or procure any contracts for parking management equipment under Task 11.
- (*) Task 12- Presentation of Findings and Recommendations:
- Prepare and provide Findings/Recommendations Report.
 - Make one presentation of findings/recommendations to DIB.

V. Data – system assessment

- a. Definition of study areas / boundaries - The boundary area for this study is the same area established by the DIB's Interlocal Agreement with the City. The individual districts within the collective boundary were established in previous parking and transportation studies. To allow for consistency and comparisons between past studies and this study, we utilize the same geographical sub-districts.



(An 11x17 version of this map is available in appendix “A” of this document)

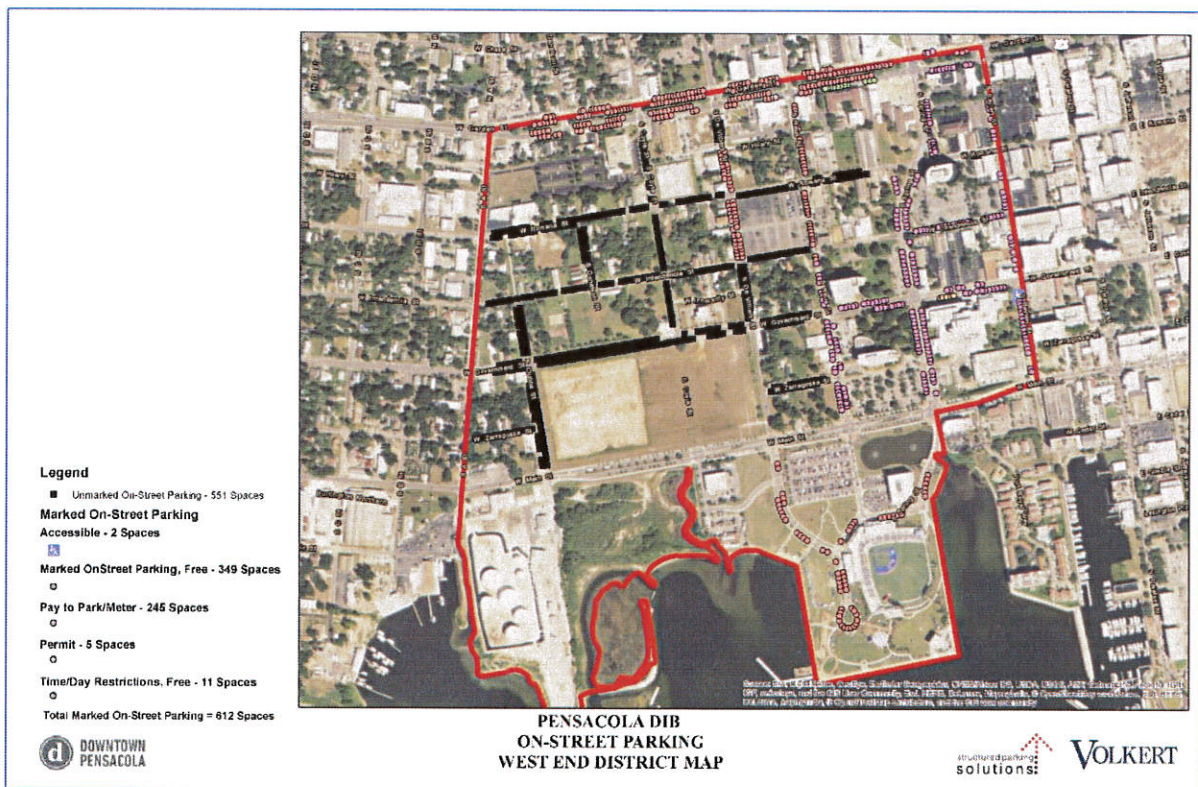
- b. Field Investigations - The SPS team placed individuals in the study area to validate our parking capacity counts and other due diligence investigative needs. We also utilized private and public graphical information systems (GIS), interviewed municipal staff, and hosted other investigatory meetings and events. In addition, we considered areas outside the actual study area to develop further understandings of pressures and interdependencies acting on the study area. These investigations were primarily conducted from late September through early October 2017. We also considered past reports and studies.
- c. Maps, live access - Our team developed comprehensive maps for the total parking system and the individual districts after completing data collection. These maps are referenced in the following exhibits. Full size copies are included in the Appendix and provided to the DIB in PDF format.

On Street Parking Demand Map – This map provides the DIB with a graphical image indicating general parking demands under 3-categories of use (light, mild, heavy).

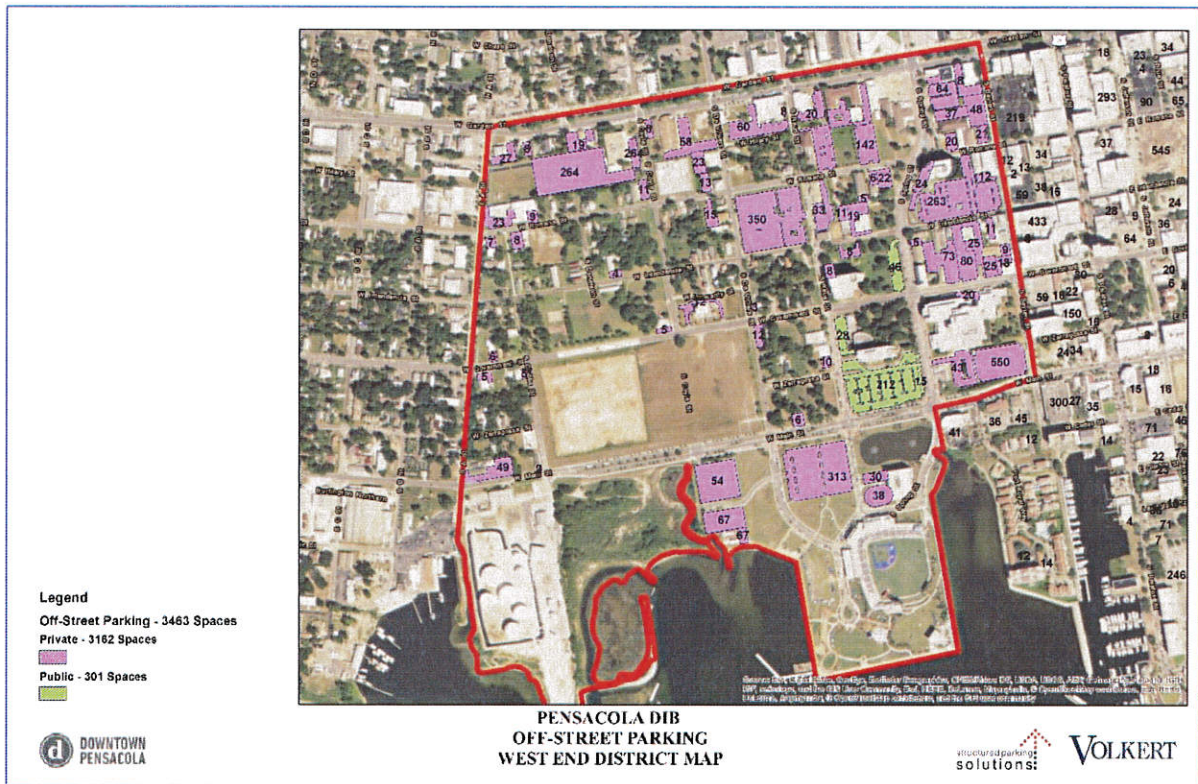


(An 11x17 version of this map is available in appendix “A” of this document)

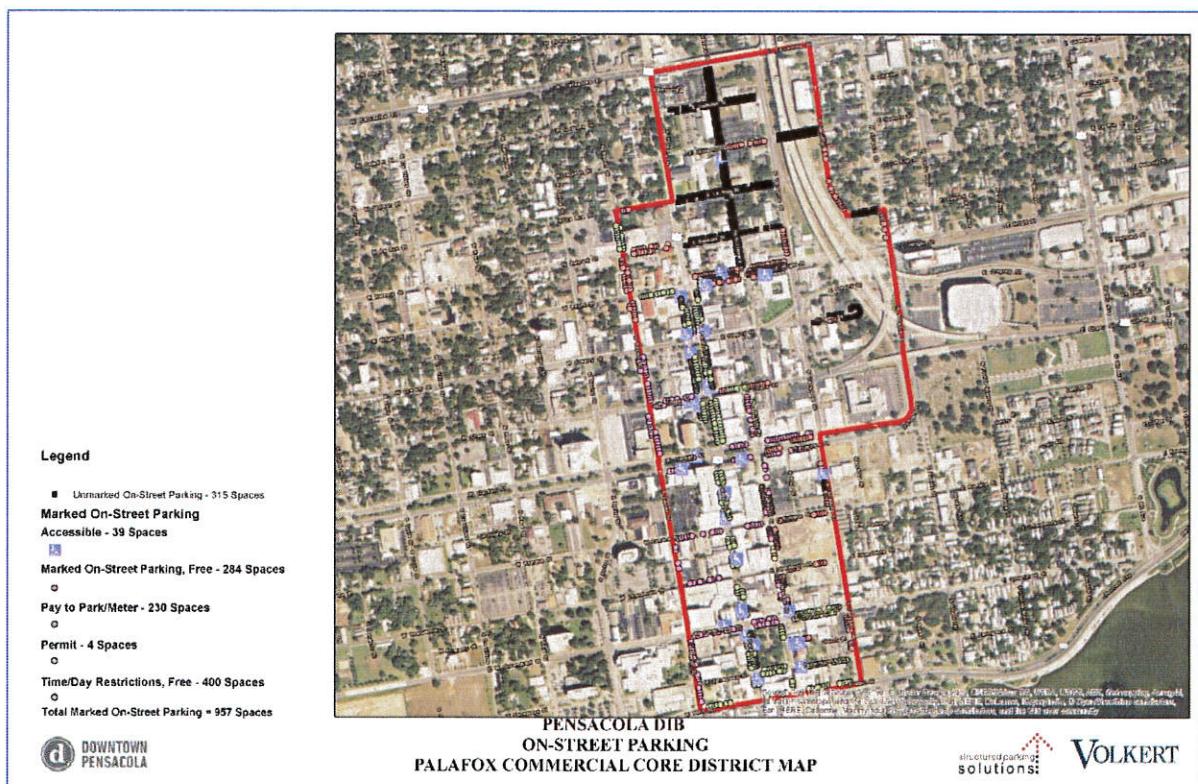
West End On-street parking map – Describes on-street parking inventories in the West End District



(An 11x17 version of this map is available in appendix "A" of this document)

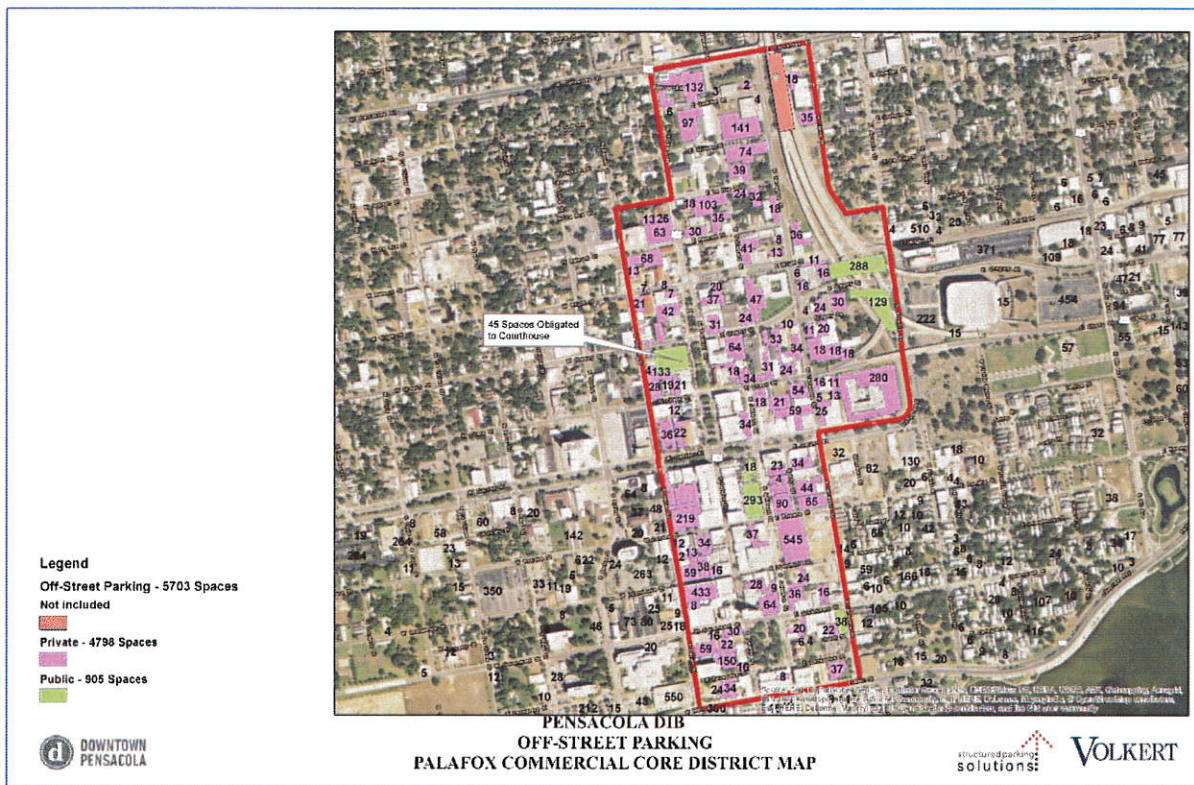


Palafox Commercial Core On-street parking map – Describes on-street parking inventories in the Palafox Commercial Core District.



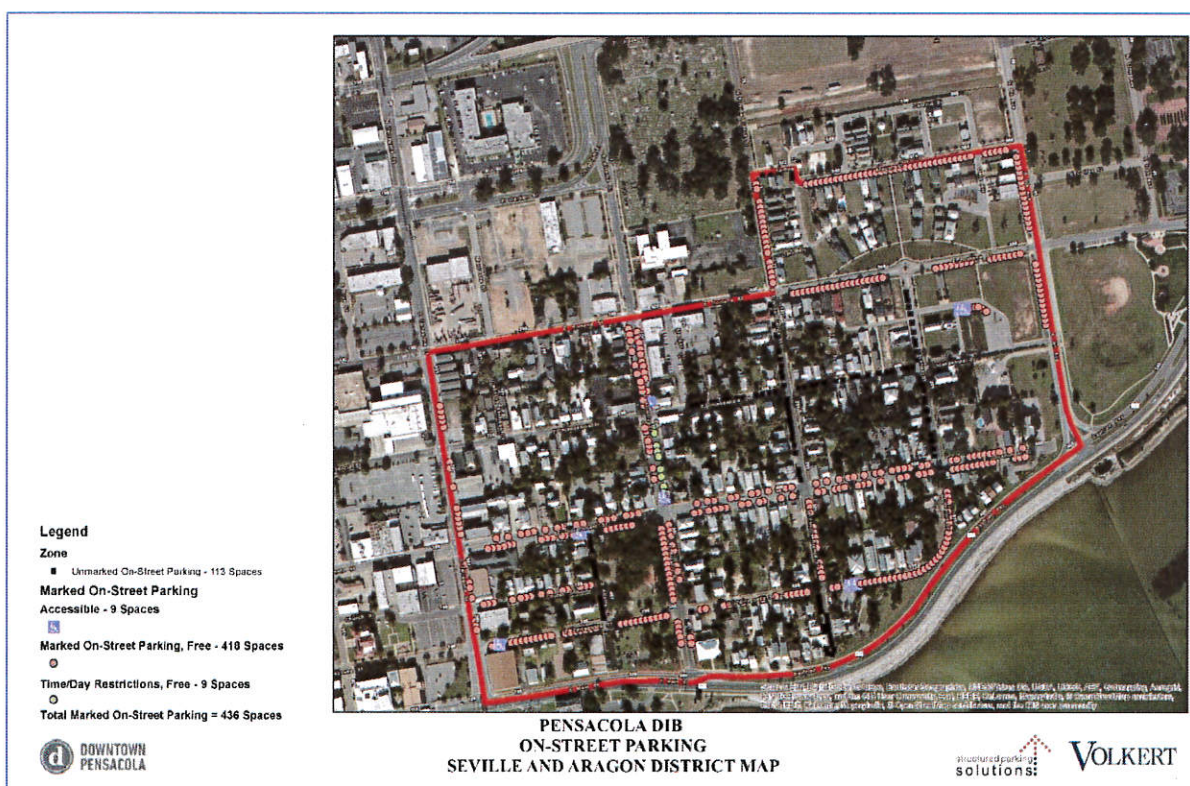
(An 11x17 version of this map is available in appendix "A" of this document)

Palafox Commercial Core Off-street parking map – Describes off-street parking inventories in the Palafox Commercial Core District.



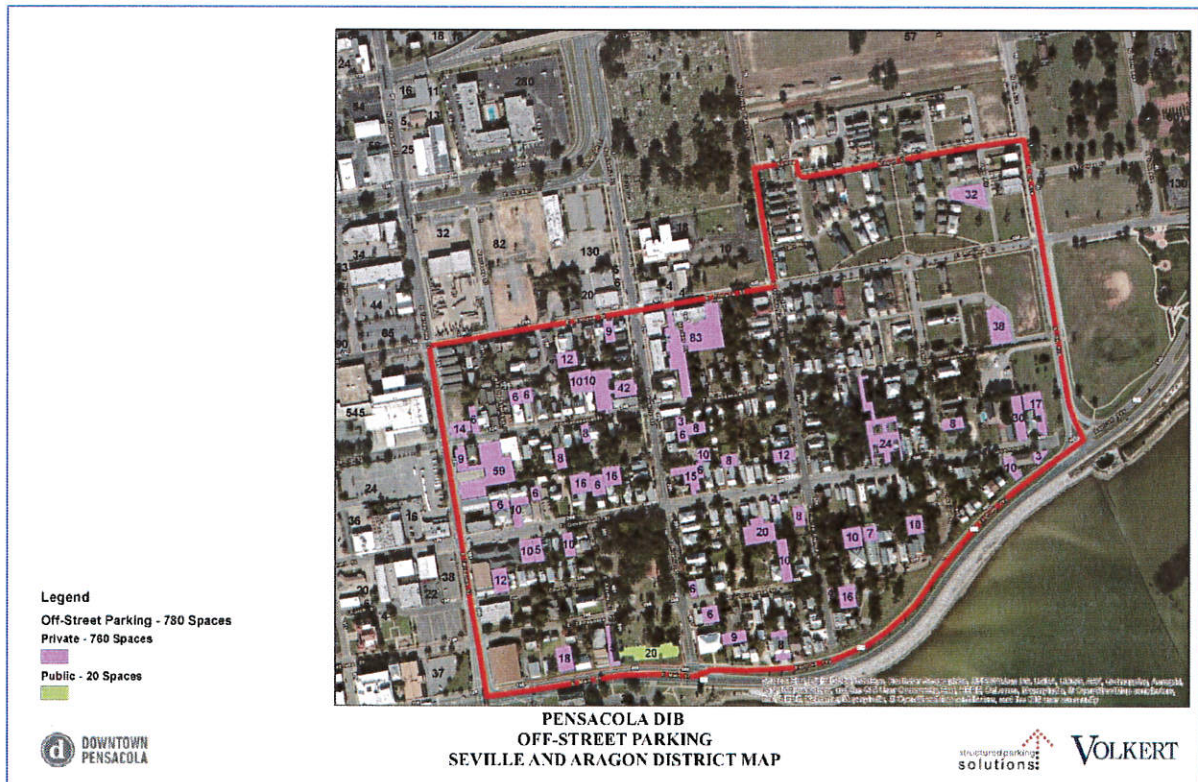
(An 11x17 version of this map is available in appendix “A” of this document)

Palafox Seville and Aragon On-street parking map – Describes on-street parking inventories in the Palafox Seville and Aragon District.



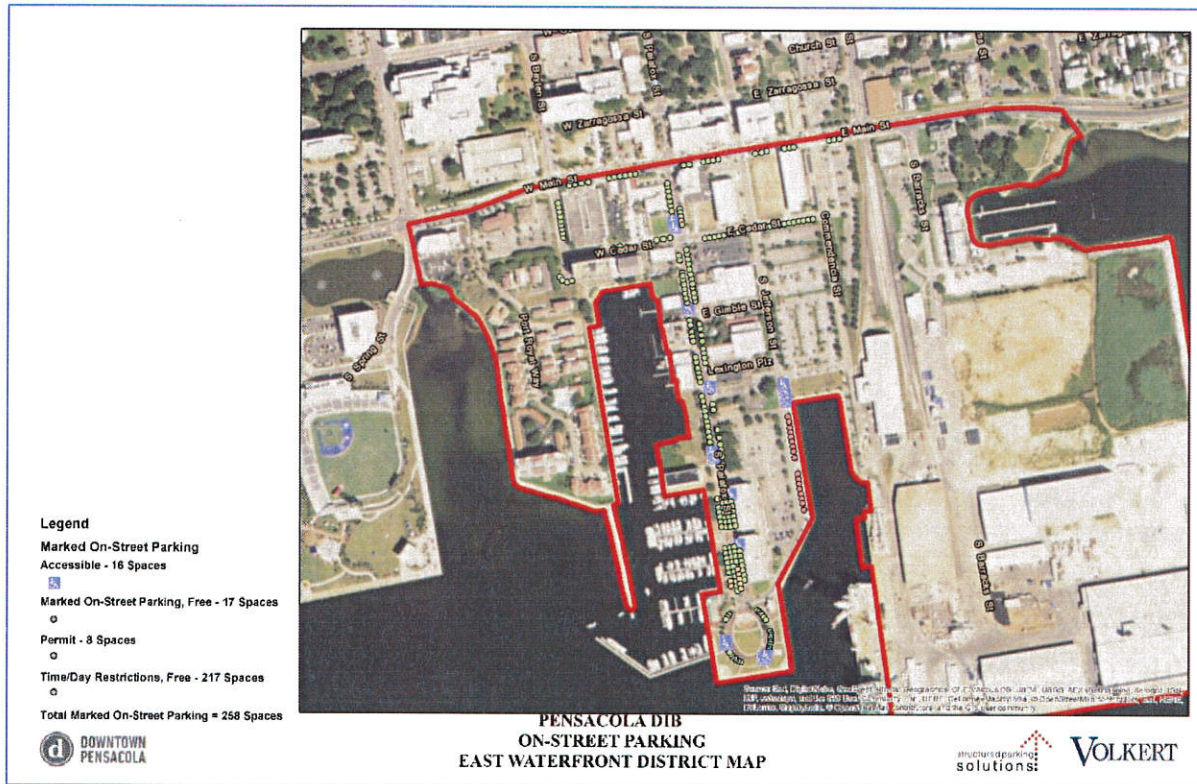
(An 11x17 version of this map is available in appendix "A" of this document)

Palafox Seville and Aragon Off-street parking map – Describes off-street parking inventories in the Palafox Seville and Aragon District.



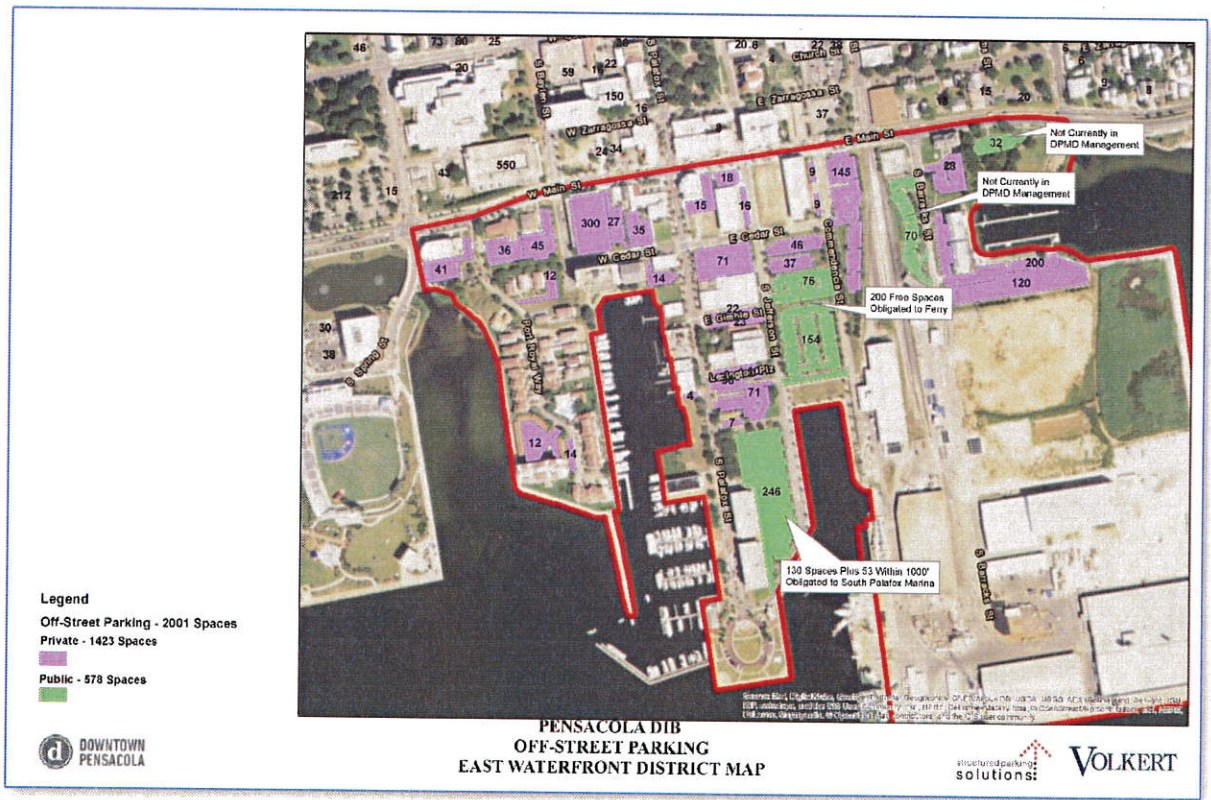
(An 11x17 version of this map is available in appendix "A" of this document)

East Waterfront On-street parking map – Describes on-street parking inventories in the East Waterfront District.



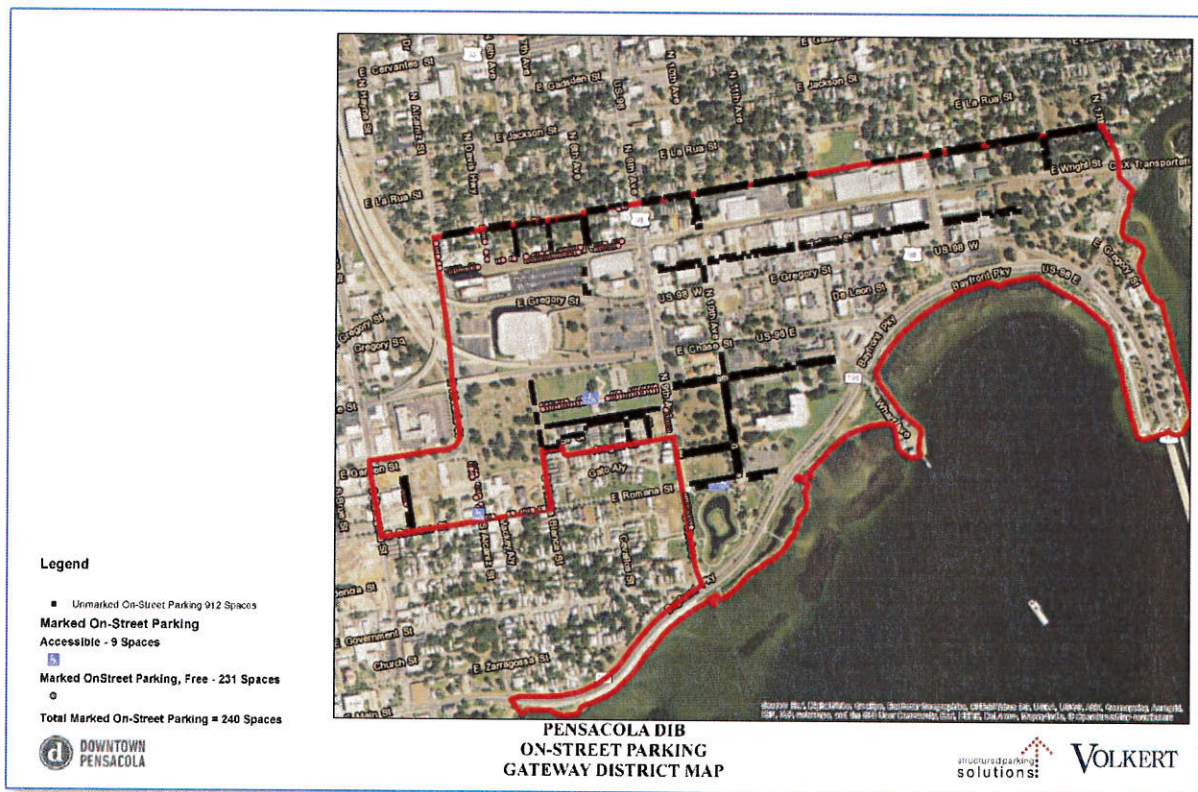
(An 11x17 version of this map is available in appendix "A" of this document)

East Waterfront Off-street parking map – Describes off-street parking inventories in the East Waterfront District.



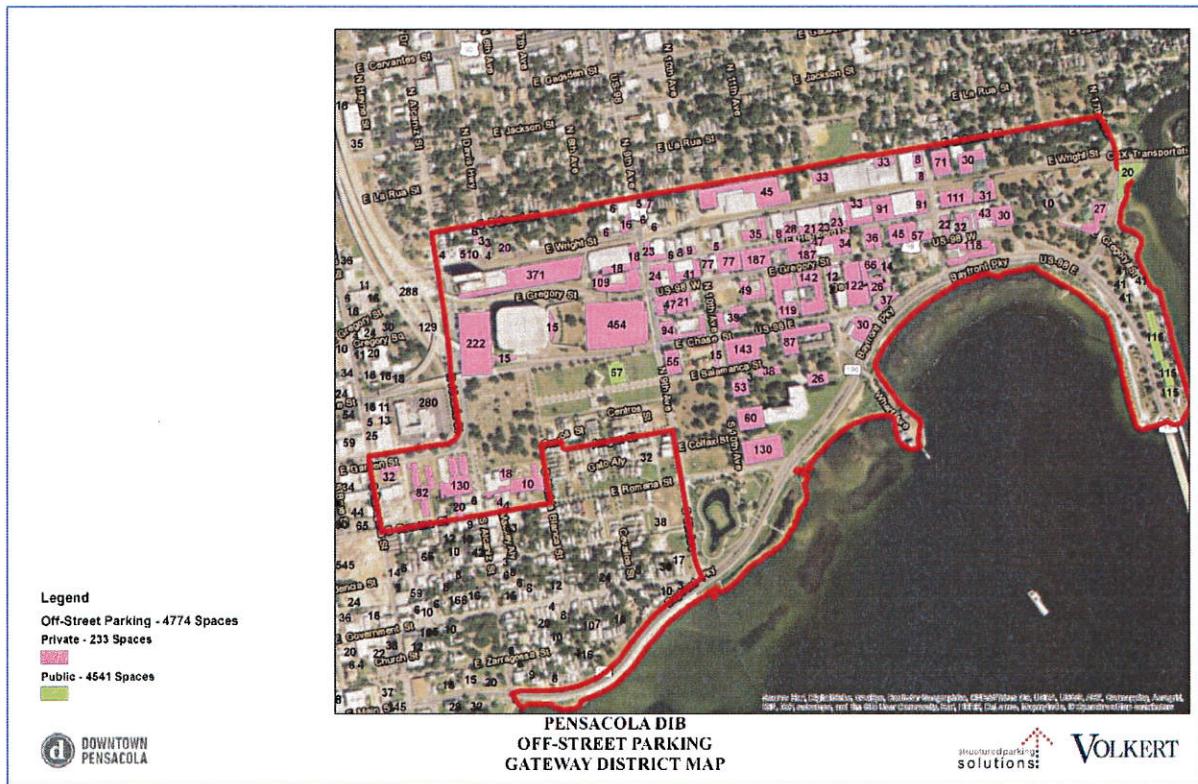
(An 11x17 version of this map is available in appendix “A” of this document)

Gateway On-street parking map – Describes on-street parking inventories in the Gateway District.



(An 11x17 version of this map is available in appendix "A" of this document)

Gateway Off-street parking map – Describes off-street parking inventories in the Gateway District.



(An 11x17 version of this map is available in appendix "A" of this document)

(NOTE: At time of print, it was recognized the chart in this map inadvertently reversed private and public counts. It should represent the private spaces as 4541 and public as 233. This has no bearing on the other charts, data, or interpretations in the document. The map is being corrected and will be furnished to the DIB)

Live view on-line access:

These maps were generated utilizing ESRI and ArcCad software. We've provided access for the DIB and its authorized agents to utilize the electronic mapping system. With this tool, the DIB and its agents can zoom into any portion of the parking system to view parking space information including fares, usage information, and other data.

To view the parking maps the user must download the following free software:

<https://www.esri.com/software/arcgis/arcreader/download>

Once installed, the DIB may access the files we've provided on a thumb-drive.

Below are notes to corresponding clarifications associated to the previous maps:

Parking Area	Notes
1	City Owned, leased to Holiday Inn and Alystock, Witkin and Sassser Law Firm
2	Public, not part of current DPMD- Bertram Park
3	Public, not part of current DPMD- City Hall
4	Public, City Owned- Will lose 2 spaces to construct Garbage Enclosure
5	Public, City Owned- Obligated to provide 200 free spaces within 1000 yards of Ferry Landing
6	Public, City Owned- Obligated to provide 200 free spaces within 1000 yards of Ferry Landing
7	Public, not part of current DPMD0 Port
8	City owned, leased to Maritime Park- Wahoos
9	Public, not part of current DPMD- City HallGas Payment Lot
10	Recently sold- change to Private
11	Public, not part of current DPMD- Bay Front
12	Public, not part of current DPMD- Bay Front
13	Public, not part of current DPMD- Bay Front
14	Public, City Owned
15	Recently sold- change to Private
16	City owned, leased to Fishhouse
17	City owned, leased
18	CRA owned, leased to Pensacola Sports Association
19	Not City owned, Parking Garage- Open to pubic in evening
20	CRA owned, Under contract to sell, change to private
21	City owned- Jefferson Street Garage
22	Public, not part of current DPMD- Bay Front- 53 spaces obligated for South Palafox Marina
23	City owned, leased- South Palafox Marina
24	Public, not part of current DPMD- S. Palafox Onstreet- 9 Spaces obligated for South Palafox Marina
25	Public, CRA owned, 45 spaces leased to GSA(Courthouse)
26	City owned, leased- Civic Center- Under County Control??
27	Public, City Owned- CityHall Metered
28	Public, CRA owned, CRA developed for Free parking, may not want to change
29	Public, not part of current DPMD- Library
30	Public, not part of current DPMD- Public Housing Admin.

The collective data from these maps is as follows:

**City of Pensacola Parking Inventory per Pensacola Regional Planning Council Report dated July 29, 2016
Balanced against our own findings**

Study Area Zone	On Street Parking(Public)		Off Street Parking		Total
	Marked	Unmarked	Public	Private	
West End	612	551	454	3009	4626
Palafox Commercial Area	976	315	1014	4352	6657
East Waterfront	258	0	652	1340	2250
Seville and Aragon	436	113	20	760	1329
Gateway	240	912	298	4541	5991
Total	2522	1891	2438	14002	20853

* Single Family Residential Driveways and Individual Garages are excluded

City of Pensacola Parking Inventory as of 9-20-17-

Study Area Zone	On Street Parking(Public)		Off Street Parking		Total
	Marked	Unmarked	Public	Private	
West End	612	551	301	3162	4626
Palafox Commercial Core	957	315	905*	4798	6975
East Waterfront	258	0	578**	1423	2259
Seville and Aragon	436	113	20	760	1329
Gateway	240	912	233	4541	5926
Total	2503	1891	2037	14684***	21115

Single Family Residential Driveways and Individual Garages are excluded

Includes proposed Southtowne and YMCA

* 45 spaces are obligated to the GSA(Courthouse)

** 200 Free parking Spaces are obligated for the Ferry and

130 spaces are obligated for the South Palafox Marina plus another 53 with 1000 yards

*** Includes 1,034 Escambia County Owned Spaces located at Baylen Street Garage, Baylen Street Surface Lot, Escambia County Courthouse Garage and surface lot

City of Pensacola Marked On-Street Parking as of 9-20-17-

Study Area Zone	Free, Unrestricted	Free, Time/Day Restrictions	Pay to Park/Meter	Permit Only	Accessible	Total
West End	349	11	245	5	2	612
Palafox Commercial Core	284	400	230	4	39	957
East Waterfront	17	217	0	8	16	258
Seville and Aragon	418	9	0	0	9	436
Gateway	231	0	0	0	9	240
Total	1299	637	475	17	75	2503

Includes proposed Southtowne and YMCA

City of Pensacola Parking Off Street Parking Inventory as of 9-20-17-

Study Area Zone	Off Street Parking		Total
	Public	Private	
West End	301	3162	3463
Palafox Commercial Core	905*	4798	5703
East Waterfront	578**	1423	2001
Seville and Aragon	20	760	780
Gateway	233	4541	4774
Total	2037	14684	16721

Single Family Residential Driveways and Individual Garages are excluded

Includes proposed Southtowne and YMCA

* 45 spaces are obligated to the GSA(Courthouse)

** 200 Free parking Spaces are obligated for the Ferry and

130 spaces are obligated for the South Palafox Marina plus another 53 with 1000 yards

The West End Area Public Off Street Parking Areas are:

* City Hall Parking Area- 212 spaces- Not in DPMD

* City Hall Gas payment lot- 28 spaces- Not in DPMD

* City Hall- 15 metered spaces at \$.25/hour

* Chappie James Parking Lot- 46 metered spaces at \$.50/hour(State Owned?)

The Palafox Commercial Core Public Off Street Parking Areas are:

* Jefferson Parking Garage- 293 spaces- \$.50/hour 8am-6pm, \$2 flat rate after 6pm

* Jefferson Surface Parking Area- 18 spaces- \$.50/hour 8am-6pm, \$2 flat rate after 6pm

* Civic Center Parking Lot, Corner of Chase and Alcaniz Streets- 129 spaces

* Civic Center Parking Lot #2, Corner of Gregory and Alcaniz Streets- 288 spaces

* North Palafox Parking Lot- 133 spaces at \$.50/hour- 45 spaces obligated to GSA(Courthouse)

* Lee Square, North Palafox and East Gadsden- 6 spaces

* Terragona Street North Parking Lot- 38 spaces at \$.50/hour

The East Waterfront Area Public Off Street Parking Areas are:

* Plaza De Luna- 246 Spaces- 130 spaces obligated to South Palafox Marina plus an additional 53 spaces obligated within 1000 yards- Not in DPMD

* Comendancia Lot- 154 Spaces- 200 free spaces obligated to Ferry- Not in DPMD

* South Jefferson Street Lot- 76 Spaces- 200 free spaces obligated to Ferry- Not in DPMD

* Baracks Street Lot(Port)- 70 spaces- Not in DPMD

* Bartram Park- 32 spaces- Not in DPMD

The Seville and Aragon Area Public Off Street Parking Areas are:

* Fountain Park- 20 Spaces

The Gateway Area Public Off Street Parking Areas are:

* Visitor's Center/Fishing Pier- 156 Spaces

* 17th Avenue Boat Ramp- 20 spaces

* Technology Park Site- 57 spaces

New Southtowne Private Parking Garage located in Palafox Commercial Core-

Provides 545 Parking Spaces

258 are for residents only

Leaves 282 Parking Spaces

for

Estimate 40% additional spaces will be requested by Residents(103 spaces)

16,000 sq.ft. Retail Space

65,000 sq.ft. Commercial Space

9000 Current YMCA members

These maps depict 1891-spaces within the collective public parking system as “unmarked” spaces. Respectively; 551 spaces in the West End district, 315 in the Palafox Commercial district, 113 in the Seville and Aragon district, and 912 in the Gateway district. These spaces are on-street right-of-way (ROW) unimproved spaces. Meaning these spaces exist within the city owned ROW, are unmarked (no parking lines, signed, or properly designated), and unmanaged. In many cases, these spaces are simply wider than normal driving lanes. In many locations these spaces are used daily for over-flow residential parking and needed parking to drive community business functions. In other locations these spaces are unused.

West End district: These unmarked parking areas are used for public park (Seville Square – Fountain Park – etc.) access, small business ventures, and residential overflow parking needs. These spaces are in demand during a wide-range of daytime and nighttime hours. We believe this area should be studied further by the DIB and its parking operator and considered for converting into paid parking. Careful considerations should be made to provide parking at specific times for the varied user groups while developing a parking rate that creates value without overburdening the users. Variable parking rates will be required to benefit the retail businesses and visitors of the local public parks while also allowing residential parking needs. We recommend a combination of on-street multi-space meters used in conjunction with residential parking decals or hangtags. Rates should be vetted with the residents and establishments prior to posting. Converting this area to managed parking could also benefit the users of the system by helping assure the intended parking users are afforded access to the appropriate parking at the appropriate times.

Palafox Commercial Core district: These unmarked parking areas are grouped towards the north and located in lower income housing areas. These spaces are not largely utilized and intermingled with private homes along street ROW. At this time, we believe most of the unmarked spaces in this area would not be utilized if converted to a paid parking experience and would only increase pressures on private parking areas. We recommend reevaluation of these spaces in 12-18 months.

Seville and Argon district: These unmarked parking spaces are sporadically located and spread throughout the area. These spaces are primarily being used as residential over flow parking. These residential areas were developed with wider streets and with the assumption ROW parking was available. While these spaces could become formalized and managed spaces, and include a paid parking experience, we suggest they be maintained as unmarked for now. We also suggest this area be reevaluated in 12 – 18 months.

Gateway district: Includes a complex mixture of unmarked ROW spaces which serve residential overflow, business ventures, event parking for the Bay Center, and parking for Veterans Memorial Park. The train tracks and series of one-way highspeed traffic to the north of this district provide barriers for shared parking uses within this district and defines the district’s parking areas. We recommend additional studies by the DIB and its parking operator for considerations to utilize some portions of E. Heinberg, N. 10th Avenue, and possibly the areas around Veterans Memorial Park, as possible daytime paid parking but mostly in connection to Bay Center event parking needs. The balance of the unmarked parking within the Gateway district falls within residential areas which we recommend maintaining as available residential overflow parking. As the

Gateway district continues to evolve into a business and entertainment district there should be future studies into a collective district parking plan.

East Waterfront District - The East Waterfront district has one of the higher growth potentials for new developments downtown. The district is easily walkable from the core downtown business area and already is largely recognized (along South Palafox) as an extension of downtown. This district includes South Palafox, marina areas, ferry landing site, the Port, and many large open tracks of property. While this district contains many parking lots and some on-street parking, most of the parking is recognized as “private” and/or long-term contractual obligations between government entities and/or private ventures.

During our investigations we developed some understandings for some of the complex legal structures encumbering many of these properties.

- The 246-space lot has an encumbering lease with a private venture affording the private venture dedicated access to +/- 183-spaces plus another 53-spaces of unidentified spaces within 1000'

- The 154-space and 76-space lots are encumbered and dedicated to future ferry use. It is our understanding these ferry spaces are required to be free parking.
- The 70-space lot is encumbered by an agreement with the Port.
- The 32-space lot includes a possible encumbrance with the Port and public park.
- We believe the 200-space and 120-space lots are publicly owned but we understand there is an encumbering exclusive lease on these lots.
- There are other agreements in place encumbering parking in the area for other business ventures.

We attempted to gain access to leases and encumbrance documents for the collective area. At this time, we have not been provided access to any documents describing any of these potential encumbrances or relationships. We recommend the DIB utilize City legal staff to gain access to these documents. Once the DIB has the documents we will review and provide further information and recommendations.

- d. Interviews (stakeholders, city, others) - During our investigation we conducted approximately thirty-one meetings with stakeholders (companies and individuals heavily engaged with, doing business in, and/or those owning property within the study area), governmental entities and personnel (both city and county), event groups, and individual citizens/visitors.
- e. Citizen survey - As part of our investigation exercises, the DIB assisted our team with hosting a citizen survey. The survey was advertised through the DIB/city websites and through other traditional municipal channels and portals. Typical of most surveys, responses were few, with thirty-three responders.

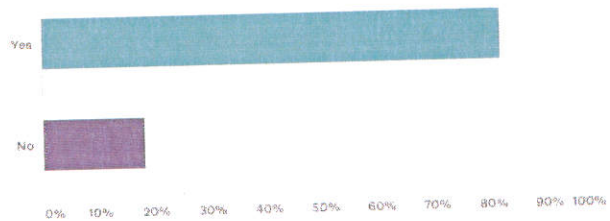
The following slides are the results from the public survey:



Downtown Improvement Board Citizen Survey
Nov. 14-20, 2017
33 respondents

Do you live in Pensacola?

Answered: 33 Skipped: 0



ANSWER CHOICES

▼ Yes

▼ No

TOTAL

RESPONSES

81.82%

18.18%

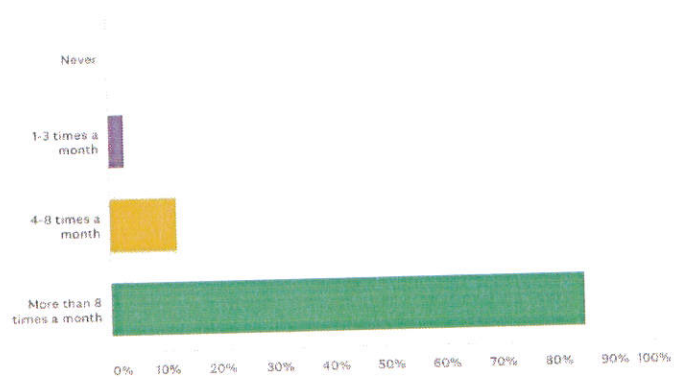
27

6

33

How often do you visit downtown Pensacola?

Answered: 33 Skipped: 0



ANSWER CHOICES

▼ Never

▼ 1-3 times a month

▼ 4-8 times a month

▼ More than 8 times a month

TOTAL

RESPONSES

0.00%

3.03%

12.12%

84.85%

0

1

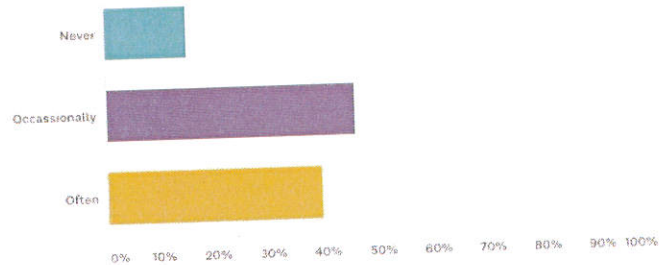
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28

33

Are you able to locate adequate parking when visiting downtown?

Answered: 33 Skipped: 0



ANSWER CHOICES

- ▼ Never
- ▼ Occasionally
- ▼ Often

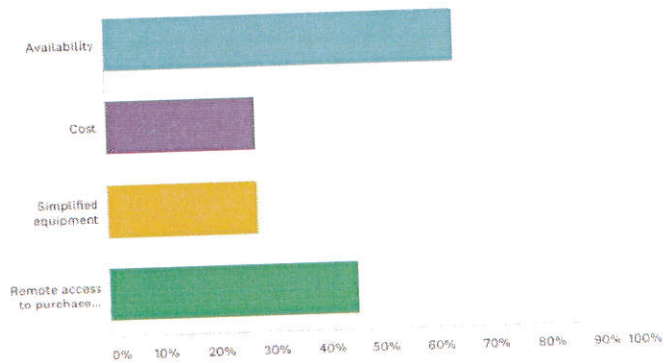
TOTAL

RESPONSES

15.15%	5
45.45%	15
39.39%	13
	33

What concerns would you like to see addressed to further enhance your overall parking experience? Check all that apply.

Answered: 33 Skipped: 0



ANSWER CHOICES

- ▼ Availability
- ▼ Cost
- ▼ Simplified equipment
- ▼ Remote access to purchase parking or extend time

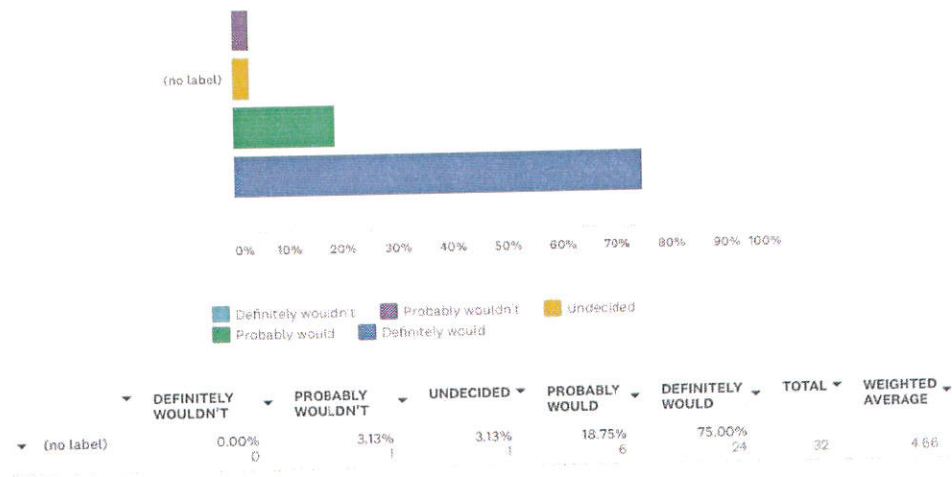
Total Respondents: 33

RESPONSES

63.64%	21
27.27%	9
27.27%	9
45.45%	15

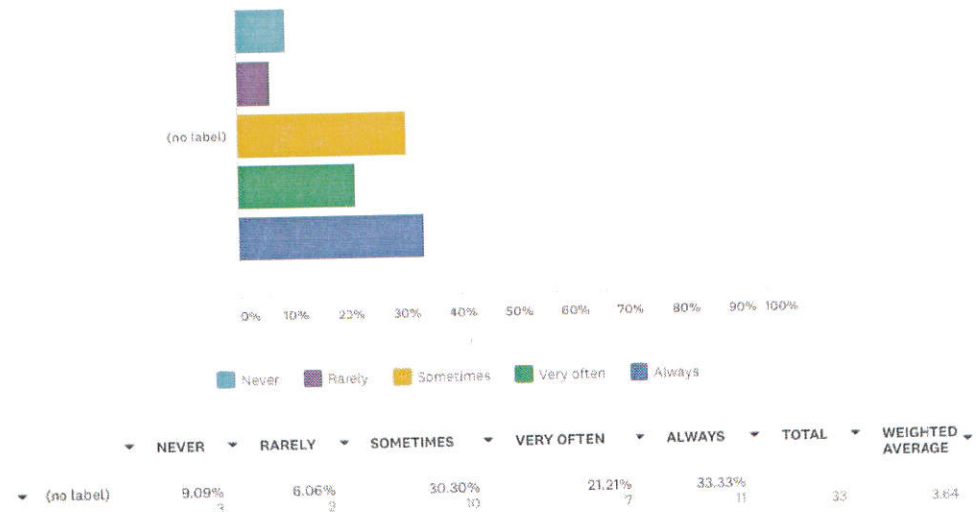
Would you support more public parking?

Answered: 32 Skipped: 1



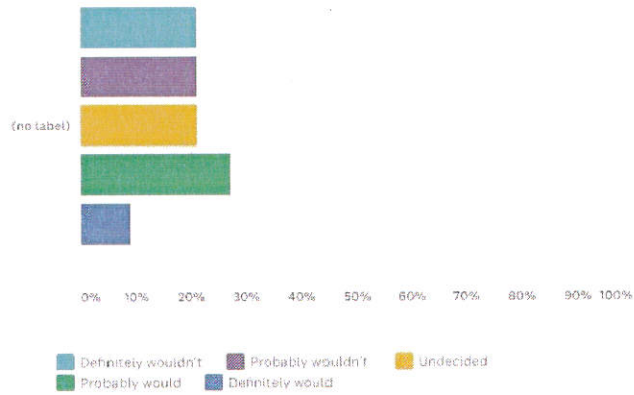
Do you pay to park when required?

Answered: 33 Skipped: 0



Would you use a free or low priced public shuttle and park at more remote locations?

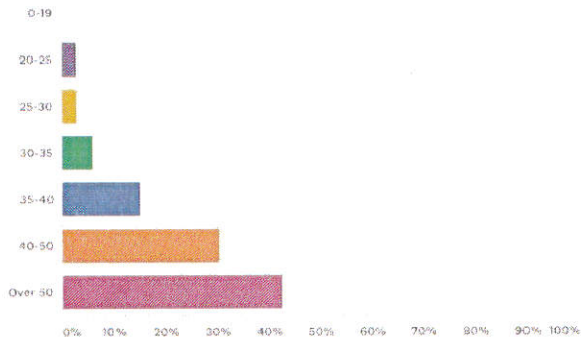
Answered: 33 Skipped: 0



	DEFINITELY WOULDN'T	PROBABLY WOULDN'T	UNDECIDED	PROBABLY WOULD	DEFINITELY WOULD	TOTAL	WEIGHTED AVERAGE
(no label)	21.21% 7	21.21% 7	21.21% 7	27.27% 9	9.09% 3	33	2.82

What is your age category?

Answered: 33 Skipped: 0



ANSWER CHOICES

- 0-19
- 20-25
- 25-30
- 30-35
- 35-40
- 40-50
- Over 50
- TOTAL

RESPONSES

0-19	0.00%	0
20-25	3.03%	1
25-30	3.03%	1
30-35	6.06%	2
35-40	15.15%	5
40-50	30.30%	10
Over 50	42.42%	14
TOTAL		33

Q10 Please add any additional comments here that you would like for us to know:

Answered: 10 Skipped: 23

#	RESPONSES	DATE
1	Projects in the recent past should not have been approved without provision for adequate parking.	11/16/2017 7:34 PM
2	There are many private lots that tow cars after 5 pm. One true way to anger customers downtown is to tow their car. I think another parking garage is in order.	11/16/2017 8:15 AM
3	We need more free parking. Tow companies are killing the downtown. Being towed is not a good for Pensacola!	11/15/2017 12:42 PM
4	Too many lots reserved or blocked by private businesses especially during special events.	11/15/2017 12:39 PM
5	I really hate how our paid public parking spaces do not benefit our local economy and that they only line the pockets of out of state corporations based on a fraudulent sense of authority. I refuse to pay any public parking fees until that money is used to better our city. Stand up for our city	11/15/2017 12:26 PM
6	Downtown Pensacola is going and that is great. It is one of the most fun Downtown's but the parking sucks. With the growth Downtown has lost over 500 parking spaces that they have not replaced. Now the tow companies have moved in and they are hurting business more than anything. A new parking garage needs to be built ASAP! Downtown does not need the bad press of there is no parking and if you do find one there is a possibility that when you return to your car in might be towed. Bad Press Kills the Golden Goose!	11/15/2017 10:57 AM
7	Tell the city to quit selling out parking lots/buildings to the Studer family and create an affordable parking lot/garage. In CITYPLACE in West Palm Beach there is a parking garage. Free to park there if you spend 50\$ in the cityplace market area. Show your receipt to the garage attendant. This is what's going to draw more people to celebrate downtown. Maybe add more parking signs directing traffic to appropriate lots. People drive up and down Palafox not realizing there are a few more streets to downtown Pensacola. We did enjoy the trolley last year. But people will not enjoy paying for a spot and paying for trolley.	11/15/2017 10:53 AM
8	There should be more free parking.	11/15/2017 10:48 AM
9	Parking isn't really a problem right now. But increased building without planning for future parking will cause issues.	11/15/2017 10:26 AM
10	During festival periods, like the recent Arts Fest and Foo Foo Fest, parking enforcement for time violations should be more lenient. There isn't the infrastructure to support those of us that are displaced from our regular parking spaces due to accommodating the special events. I resent being ticketed for parking 8 blocks away from my office when I'm just doing my job.	11/15/2017 10:23 AM

- f. Public forums – Our team hosted two public forums which were properly advertised but minimally attended. There was minimal interest or participation from these forums. These efforts provided no tangible feedback, recommendations, or comments.

VI. Legal

- a. Interlocal Agreement – The DIB was formed through an Interlocal Agreement (Interlocal) approved by the City of Pensacola City Council. Interlocal Agreements are common throughout Florida governments and are a means to transfer some municipal powers and responsibilities to isolated autonomous groups, committees, teams, or authorities. Over time, the DIB Interlocal has been amended. The DIB Interlocal assigns responsibilities to the DIB and creates oversight rules which guide the DIB functions and how it carries on day-to-day activities. As related to the parking system, the DIB has full authority (without further approvals by City Council) to manage the day-to-day functions of the parking system within the DIB's approved area of operation (defined in the Interlocal). These functions and responsibilities include, and are not limited to operations, (which can be subordinated to a private 3rd party firm), setting parking rates, adding to and subtracting to parking supplies, subleasing parking, and other functions. The DIB must seek approvals from City Council to change fines levied to individuals for not paying parking fees. The DIB is responsible for maintenance of the parking system as well as other downtown mobility concerns including but not limited to pedestrian ways (sidewalks), bicycle paths and operations, signage programs, public landscaping areas, some trash receptacles, etc. The DIB has legal capabilities to leverage and assign debt through bonding activities and maintains their own banking accounts separate from the City. The DIB also maintains their own and separate payroll. The DIB raises funds from the receipt of parking revenues (less expenses) and receives some payments from the TDC and other means.
- b. Parking Authority – A stipulation of the DIB Interlocal prohibits the DIB from managing (or causing to be managed directly by the DIB) 3rd party private parking areas within the DIB area of operation. This creates unique difficulties for the City and the DIB because (as identified in the previously submitted data) roughly two-thirds of the parking supply in downtown Pensacola is under private and/or County ownership. Thusly, the public experiences confusion and inconsistencies from the wide-ranging parking operational styles, signage, parking rates, and policies within the large percentage of privately owned parking areas. To circumvent this obstacle the DIB could request an amendment to the Interlocal allowing their ability to operate third-party parking areas. However, this action could be politically difficult to execute and could expose the DIB (and by extension the City) to legal issues arising from not owning the full system they manage.

The SPS team has suggested the DIB and City consider creating a regional Parking Authority (Authority). The Authority could be "501-style" not-for-profit corporation created by the SPS team. The DIB could subordinate their parking management and operations needs to the authority. Other entities, including the County and/or privately-owned parking venues, could also bring their parking venues into the Authority, allowing the Authority to legally manage and operate their parking venues. All parking venues within the Authority would be operated and managed as "one", utilizing the same operational staff, signage, management equipment, and rates. This provides the parking public with a seamless and singular parking experience. As an entity brings their parking program into the Authority, they have a "seat" on the Authority Board. The Authority Board meets twice a year to discuss needs, issues, and set policies. Costs for operations and revenues associated to each venue under the Authority's control are isolated by the operator managing the parking; thus, allowing each venue to appropriately receive its

profits/losses independently from the other parking programs within the Authority. This concept also creates economies of scale which should save all participants within the Authority costs to operate their independent parking programs. There is legal precedence within Florida law for these types of Authorities. Walton County Florida has the Regional Authority which manages multiple community sewer and wastewater facilities in south Walton County. Miami Parking Authority manages parking for Miami-Dade County and the City of Miami and established through a mutual Interlocal between the municipalities. The SPS team has the capability to set up an Authority and independently manage it and provide oversight for the DIB.

RECOMMENDATION: *Engage SPS team to develop further details and needs to setup a regional parking authority, verify the need and potential participation by others, assemble the general legal requirements, develop a budget, and report back to the DIB for further instructions.*

- c. Transportation Planning Organization (TPO) – The West Florida Regional Planning Council (WFRPC) is a not-for-profit entity that assists regional cities, counties, and schools with planning and transportation studies and needs. The WFRPC has also set up legally recognized municipal organizations called Transportation Planning Organizations (TPO). These TPO's are entities that have assembled to address regional transportation planning and deployment needs. The City of Pensacola and Escambia County have united to form the northwest Florida TPO. This TPO could be better utilized through active participation by representatives of the City and County downtown parking systems to help attract grants and other benefits while also crafting and enacting a future downtown transportation masterplan

RECOMMENDATION: *Engage SPS team to become the DIB representative and liaison to the WFRPC Northwest Florida TPO and allow the SPS team to become proactive in refining the TPO and enacting its recommended actions. These actions should help the system become proactive and thoughtfully plan for future needs while addressing current transportation concerns.*

- d. Multimodal Transportation District (MTD) – A MTD is designed to encourage a mix of land uses, support transportation needs and options, and promote pedestrian-oriented site and building designs. Typically, new developments and/or re-developments within the MTD approved area(s) are required to contribute to bicycle, pedestrian, and transit/parking networks to minimize vehicle trips and provide options for travel. Proposed projects within the MTD are evaluated for concurrency through a flexible points system called Concurrency Evaluation Certification (CEC). Prior to development approval, a CEC worksheet is completed for the proposed project by the applicant, and then reviewed by the City's Transportation Planning Consultant to determine if the minimum points have been met.

Generally, the point values are assigned to multimodal site design measures such as parking, sidewalks, building orientation, and bicycle parking. If the minimum number of points is not met through on-site design elements, the following mitigation options are available:

- Off-site multimodal mitigation
- Travel demand management program
- Functional on-site open space
- Mitigation Fees

Destin and many other cities have successful MTD programs, however these programs may require comp-plan amendments and other code changes for successful implementation.

RECOMMENDATION: *Engage SPS Team to work with Pensacola Planning staff to evaluate MTD's and other similar programs for effectiveness, costs, and legal needs to implement a MTD program, then report back to the DIB with findings.*

- e. Parking Operations – As previously mentioned within the Interlocal Agreement section (VI,a), the DIB is under an Interlocal Agreement authorized by the City of Pensacola City Council, affording them the responsibility to operate and maintain certain prescribed services of the downtown area, including parking. Parking Operations are discussed in detail in Section XI, and only mentioned in this section to identify the legal obligations (under the Interlocal) which require the DIB to operate and maintain the downtown parking system and other downtown city functions.

VII. Roads

- a. General – Our team was not required to study the roadways, traffic signals, and other road-related factors effecting the downtown mobility system. However, during our investigations we did recognize areas where a comprehensive road analysis program could be beneficial to downtown system. Furthermore, having a team in place to evaluate future private or public developments and their impacts to the parking and greater mobility system could further benefit the downtown area.

RECOMMENDATION: *Consider placing the SPS Team or other qualified entity under contract to fully study and make recommendations to the existing downtown road network and maintaining that entity under an annual contract to evaluate development impacts to the downtown mobility environment. In addition, this team could act as a DIB lesion to assist and make recommendations to those developments to protect the downtown mobility system and the individual developments.*

- b. North Palafox – After being placed under this contract, the DIB requested an additional evaluation of north Palafox generally between Garden and East Cervantes. Specifically, the stretch between East Gregory and East Jackson Street. The issue is speed of traffic moving uphill in a north bound direction on Palafox and interests in business redevelopments on the east side of Palafox in this area. Our team was asked to consider means to calm traffic in this area to invite a user-friendly outdoor environment and promote safety for existing and potential new developments in this area. There are some existing restraints placed on the roadways in this area by Florida Department of Transportation (FDOT), identifying this area (specifically West Chase east bound traffic) as a major corridor and gateway to highway 110. However, after reviewing the area of Palafox Street between East Gregory Street and East Cervantes Street we have a few recommendations that could help calm traffic and provide additional on-street parking.

RECOMMENDATIONS:

- *Palafox Street from East Wright Street to East Cervantes could benefit from a “road diet” in which the travel lanes are reduced to one lane in each direction and the addition of on-street parking and enhanced bicycle and pedestrian facilities. This approach could add a substantial number of public parking spaces that could support redevelopment activities in this area. Additionally, by reducing the width of travel lanes and introducing other uses (ie. parking, bicycle lanes, pedestrian ways) vehicular speeds through this section should be reduced.*
- *Traffic signal timing along the Palafox corridor could be modified to allow more through time per cycle for East Chase Street and East Gregory Street. This should assist in calming traffic along the Palafox corridor and promote the use of Spring Street and Baylen Street to access East Chase Street and I-110.*
- *A roundabout could be considered at the intersection of Palafox and East Belmont Street. The roundabout should calm traffic while also providing a “gateway” into the downtown core area of Palafox.*

VIII. Pedestrian ways – walkability (sidewalks, bike paths, etc.)

Our team was not required to study sidewalks or bike paths as part of this contract. However, as we performed other evaluations and conducted interviews for the downtown mobility system we identified areas of concern and suggested improvements we felt were important to notify the DIB about.

- Sidewalks – Areas of the downtown district have incomplete or missing sections of sidewalks. For a mobility system to become accepted and perceived as a walkable community, sidewalks must be complete and provide convenient access throughout the area. There are also sidewalk areas where American Disabilities Act (ADA) needs should be addressed. Furthermore, there are areas of high walking traffic where the sidewalks need repairs. There were many comments during our public interviews about the condition of some sidewalks and needs for repairs or improvements, and the dangers these areas of disrepair created.
- Bike paths – While little discussions or recommendations came up about bike programs and pathways during our investigations, our team believes these are important features for a successful transition into alternate forms of transportation and a “walkable” downtown. It is our team’s understanding the DIB is considering a bike-share program for downtown, which we encourage. As part of the bike-share program, the DIB should also evaluate the roads and signage programs to foster safe comingling between automobile traffic and the biking public.

RECOMMENDATION: *Engage the SPS team to provide a sidewalk assessment report to the DIB. The assessment would survey all sidewalks in the downtown district for completeness, need for repairs, American Disabilities Act (ADA) compliance, and other issues. The report would prioritize improvements needs and identify budgets for the improvements. The report could also encompass a road assessment for improvements focused on bicycle safety, signage, and operations.*

IX. Shuttle

Our team was not required to study shuttle services as part of this initial contract. However, as we performed other evaluations and conducted interviews for the downtown mobility system we identified areas of concern and suggested improvements we felt were important to notify the DIB about.

We received many comments about needs for a regional downtown shuttle program. Major groups suggested they had withheld development considerations because of the absences of a downtown shuttle program. As the City continues to grow and evolve, we believe a shuttle program should seriously be considered. A shuttle program could greatly benefit and promote the conversion of downtown to a perceived walkable downtown while providing the public an alternate means of transportation. A shuttle program is also a critical factor in promoting park and ride programs. Lastly, as the ferry between downtown and the island begins operations, the ferry riders initiating their trips from the island to downtown will need means to move throughout the downtown area. A shuttle program could assist those individuals unable or unwilling to walk and/or ride a bicycle.

RECOMMENDATION: *Engage the SPS team to investigate and report to the DIB on a start-up shuttle program, routes, shuttle stops, legal needs, estimated costs, available grants or offsetting cost programs, potential participation with other entities (Escambia County, schools, etc.) and benefits from a shuttle program.*

X. Rideshare programs

Our team was not required to study rideshare programs as part of this initial contract. However, as we performed other evaluations and conducted interviews in and for the downtown mobility system we identified areas of concern and suggested improvements we felt were important to notify the DIB about.

Rideshare programs include two broad concepts:

- Individuals moving in a common direction partner (by design or accident) to share a vehicle. These programs have largely been ineffective and underutilized because of difficulties scheduling common interest between individuals moving in similar directions.
- Programs have emerged where for-profit private companies (Uber and Lift to identify two national companies) hire citizens to provide transportation for individuals who don't have access to a vehicle or choose not to use their vehicle to move from place to place. Through creative technologies, these programs have successfully tied unrelated commuters traveling in common directions together to maximize efficiencies, reduce traffic on roads, and create value.

From the success of the Uber and Lift programs, many cities are experiencing some erroneous traffic conditions resulting from these programs not being able to pull out of traffic to pick-up or drop-off riders. While these actions may seem quick and effortless, many studies prove the most marginal delay in traffic creates a ripple effect taking time to overcome but inevitably causing traffic delays and greater congestion.

RECOMMENDATION: *Engage the SPS team to further study and provide the DIB with recommendations to promote ride-share programs (like Uber and Lift). The report could consider locations and budgets to provide pull-off areas for drop-off and pick needs. The report could also identify grants and/or other programs to help offset costs to implement these programs. Primary areas for these drop-off and pick-up locations could include areas of high public traffic ie. Palafox, Main, Garden, sporting and event venues, hotels, and major restaurants.*

XI. Parking

- a. Supply (1. Public) – As exemplified in the previously submitted parking data, there are +/- 6,431 public spaces (public spaces are those physically owned and controlled by the City and by extension of the Interlocal, managed by the DIB) within the total footprint of the downtown area as indicated on the previous maps. These spaces include all marked, un-marked, on-street, and off-street spaces throughout the entire downtown area. When considering actual public parking supplies, we are further recommending the DIB understand the +/- 6,431 public spaces includes +/- 1,891 unmarked parking spaces. As previously explained, these unmarked spaces are not formal parking spaces. Additionally, these spaces are mostly in areas of the City which are not perfectly suited for downtown commerce. As the DIB considers and evaluates the downtown parking demand needs vs. actual and available public parking supplies, we advise these spaces should be removed from the public parking supply inventory.

Supply (2. Private) – As exemplified in the previously submitted parking data, there are +/- 14,684 private spaces (private spaces are those owned by private endeavors and not within ownership or control of the DIB) within the total footprint of the downtown area and as indicated on the previous maps. Escambia County owns and controls approximately 1,034 spaces within the private supply count.

Supply (3. Accessibility requirements) – We were not required by this contract to inventory or make assessments towards American Disabilities Act (ADA) compliance needs for either the public or private parking inventories. As previously noted, we believe this is an important exercise the DIB should consider asking this team to perform.

Supply (4. Belmont DeVilliers) – After execution of this contract, our team was asked to include preliminary assessments for parking needs and supply standards for the Belmont DeVilliers district in the northwest corner of the downtown area. Our team surveyed the Belmont DeVilliers district and identified some growth in the area. While most of the area is still in its original state, there are signs of coming growth.

RECOMMENDATION: *At this time, we have no findings to support the need for a formalized parking study in this area but do recommend this area stay under close watch and as new developments are identified the City and/or DIB should take a proactive stance to assure parking and other mobility standards are considered and met.*

- b. Demand (1. Current) – During our interview processes we hosted many discussions on parking demand for downtown parking. Parking demand is generally derived or identified from two widely different means. Demand can be identified by either actual (the actual demand on a parking system calculated from physical mathematical relationships between available supply and required parking by use); and perceived, which is the perception by the public there is sufficient or insufficient parking supply. Demand “perception” is often driven by identifiable and conveniently available parking near the public's intended destinations. When identifying demand

for parking you should also understand there are different parking needs from the various user groups: employees, residents, visitors (day-trippers), and visitors (stay-trippers which are overnight lodging visitors).

The initial response from most interviewed groups and stakeholders was existence of overall sufficiently available parking downtown, but the parking was dwindling and there were some needs in areas around Palafox (south of Garden) for more parking. There were also many comments about the lack of “city” consistency in operating the parking system including fees, equipment, hours of operations, and towing activities (all discussed in this document).

However, most stakeholders and interviewees were surprised to learn that two-thirds of the perceived public parking supply was actually privately owned and not necessarily intended for public use. Furthermore, the privately owned two-thirds of the parking supply and its wide-range of operational styles helps explain the inconsistency issues between operational tactics and management styles.

Demand is generally greatest and most consistent (from a day-to-day retail perspective) along the Palafox and Main Street corridors. However, high parking demand needs are generated from events at performance venues including the Sanger Theater, Vinyl, and other high volume gathering-style businesses. In addition to typical pedestrian vehicular traffic from events, other traffic and parking concerns are generated. These additional parking needs include bus access and parking, back-of-house and performer parking, ticket pick-up (short term parking), and pedestrian drop-off and pick-up needs.

Demand is also driven by street-style events when the City closes streets for regional events, festivals, and other gatherings. Each of these events have different impacts on the parking demand for downtown.

Demand (2. Anticipated future demand) – Pensacola is quickly growing. Most new downtown growth is occurring on privately owned properties which are parking lots that are perceived to be part of the public parking supply. As new developments occur, several trends have developed:

- perceived and actual parking supplies are removed from the current parking inventories
- new parking demands are created from the new developments (and in most cases, the new developments require greater parking needs than the occupancies previously existing on the sites)
- the new developments are often creating more burden on the overall parking system than they are providing parking for

We were not able to collect any tangible information from private developers detailing any pending new downtown developments.

In addition to new private developments, P3 (private-public-partnership) opportunities are surfacing which will increase parking demand on the downtown system. These include the ferry operation and a pending expanded sports venue which could replace the existing Bay Center.

The ferry operations will include ferry passengers originating at both Pensacola Beach and at the Palafox pier area. Some of the success of the ferry program is dependent on individuals originating their ferry ride from downtown to the beach. It is greatly anticipated many locals will utilize the ferry to access the public beach instead of driving to the beach. These individuals must have access to parking around the Palafox launch site to park and catch the ferry. While there is parking currently available for this purpose, it significantly removes (dedicates) a large percentage of existing and true publicly owned parking for a specific use (the ferry).

The proposed new sports venue will require additional parking, the favored location seems to be adjacent to the Wahoo Stadium. The proposed facility is expected to include a new flex-use coliseum to host a multitude of events including concerts, basketball, hockey and others. In addition, the development will include a “field house” for hosting expos and sporting events, new retail areas, and a hotel. Collectively, significant new parking supplies must be developed to support those operations.

- c. Analyzing supply and demand – As supply and demand are analyzed the DIB must consider short-term and long-term parking strategies. These strategies are mostly focused on a single element; ***who provides for the parking infrastructure?*** In the past (as evidenced by current city codes, the parking counts, and parking philosophies) the downtown parking supply is currently provided for by private enterprise. This practice is not uncommon in older and slower growing urbanized areas (downtown districts). Also understand, most urbanized areas are intended to be densely developed which utilize properties to their fullest extent. The problem with requiring developments (inside urbanized areas) to internally provide minimum parking needs is that the parking greatly diminishes the density of the developments and adds costs to the developed products. This counterintuitively decreases the developments density (occupied area) and thusly decreases the taxes generated by the developments going to the municipality. These practices also fail to incentivize or encourage shared parking practices.

Today, most progressive cities take a proactive approach to parking infrastructure. These progressive cities have maximum parking allowances (or none) for developments, and traditionally the cities develop most parking themselves as regional parking facilities for use inside their urbanized areas. This effort allows land to be fully developed as occupied use and provides the municipality with maximum taxes. While difficult to estimate, these additional taxes (along with potential parking fees) are used to repay the city for their investment in a regional parking program they provide for and administer. Our team would be pleased to meet with the DIB and/or City to develop assumptions and a preliminary analysis to help understand the positive tax implications from considering these new policies.

As the Pensacola downtown parking supply and demand are analyzed, one must also accept the overall downtown area is vast, stretching from the east side Bay Center to the west side Wahoo Stadium; likewise, north beyond Garden Street to the southern end of Palafox. To the point, parking supplies in the east area around the Bay Center don't meet parking needs for the Palafox commercial district, and likewise, parking at the Wahoo Stadium don't directly assist parking needs at the Bay Center.

Our team looked at parking supply and demand relationships for the 5 sub-districts of the downtown area.

- The Gateway District includes the existing Bay Center and some degree of one-off developments, mostly focused along Heinberg and Gregory Streets. This area is sufficiently self-parked within the developments. While the Bay Center does experience some occasional parking issues from event needs, because of the unknown status of the Bay Center, we have no recommendations for this district other than considerations stated previously to evaluate and consider changes to some of the unmarked parking areas.
- The Seville and Aragon District is largely residential with some small retail and restaurant businesses. For the immediate future, and because of historic issues and the small nature of the properties we believe this area will be one that continues to provide for parking needs internally as needed. As previously stated, we do recommend some of the unmarked spaces be considered for parking management by the DIB.
- West End District is a combination of residential, mixed-use, entertainment (the Wahoo Stadium), and commercial uses. Currently, and excluding events at the Wahoo Stadium, this area is sufficiently self-parked. Events at the Stadium rely on parking through surrounding neighborhoods and business, these practices are discussed in the codes section of this document. Our team noted several pending developments being considered in this District but could not ascertain specific information on those developments. We advise the DIB to watch this area and be involved in parking needs and requirements for these pending projects.
- Ultimately much of our efforts focused on parking demand and supply relationships within the areas commonly recognized by most citizens, visitors, and the City as the primary commercial, retail, restaurant, and hospitality portions of downtown or the Palafox Commercial Core District and East Waterfront District. As evidenced by the parking supply analysis, both these districts combined include +/- 3,013 public parking spaces and +/- 6,221 private spaces. Of the +/- 3,013 public spaces, 315-spaces are unmarked, 200-spaces are obligated for ferry use, 183 for dedicated private use by entities along Palafox Pier, and 45-spaces for GSA use; leaving only +/- 2,270 true spaces for actual public use.

Conversely, we applied the current municipal code against an estimated square footage of occupancies within these two districts and estimated the current occupancies require (by current code) nearly 10,000 parking spaces. The public supply is +/- 2,270, meaning the private supply is required to remotely cover parking demand.

Ultimately, there must be a consideration for the parking strategy of the future for downtown Pensacola. If the City maintains its current policies requiring new developments to provide for their own parking needs, the City will not benefit from maximum tax generations from future developments. Additionally, requiring development to provide for their own parking needs creates “privatized” parking and doesn’t promote shared parking practices, creating further inequities and inefficiencies.

To address parking supply concerns, the DIB could also consider assistance from other parking allocations and supplies in the area. These could include County parking supplies in the County garages and/or parking supplies in private parking locations. The first challenge with this consideration is the Interlocal Agreement (which the DIB is bound to) which prohibits the

DIB from managing 3rd party parking venues. This issue is discussed in other areas of this report (with recommendations). The second problem with reliance or use of 3rd party parking supplies is dealing with the deficit when the supply is no longer available (if the 3rd party parking supplier decides to use their parking or redevelop it into other uses). It is our general belief, any city should address its needs internally, so it controls its own destiny.

RECOMMENDATION: *We recommend the DIB and the SPS Team meet with City Leadership to discuss potential changes to City codes, road use actions, and future parking policies to spur proactive parking efforts and place future parking supply needs through the DIB. These changes could include code improvements to remove required parking minimums from developments and replaced with parking maximum allowances and incentivizing measures to push alternate transportation concepts.*

We believe the meetings with the City should also include discussions around the City's approach towards taking charge of developing regional parking areas to help spur redevelopments on private parking lots by removing the burdens on the private sector to provide for parking needs of private property.

We also recommend considerations to changes (within some portions of the City) to remove parking from those areas to be utilized for other uses. The primary areas for consideration include:

- *Palafox between Garden and Intendencia. This area could be considered for removal of all or most parking to allow for widening the sidewalks and promoting more al-fresco style business activities and smartly located drop-off areas for rideshare programs and deliveries, or completely closing the street.*
- *Converting Intendencia to one-way traffic to the west and Romana one-way traffic to the east. Our research suggested this use to occur. This action could allow the development of buys parking and other event operational needs for the Sanger and Vinyl venues.*

The DIB could make slight improvements to perceived parking supplies by propagating shared parking use programs through modification of its parking rate program and slightly improved parking practices at the Jefferson garage. However, it's our belief this would require restructuring the DIB lease program for spaces that garage.

- d. **Current City policies** – As previously discussed, the City's current parking codes and policies rely largely on private developments providing for their own parking.

RECOMMENDATION: *- We recommend the DIB and the SPS Team meet with the City to discuss potential modifications to City parking and transportation codes and practices. These could include any combination of the follow and other items. A complete list of changes should be discussed with DIB member's and City.*

- *Allowances for offsite parking (under conditional use approval) within an appropriate and approved distance and location from the development so long as parking standards are met.*
- *Allowances and credits for approved shared-use parking standards.*
- *Setting of maximum standards allowed for on-site parking.*
- *Creation of programs allowing developments to purchase or lease parking from the City*

- *Proactive stance from DIB/City to develop parking for future needs, specifically, the parking lot south of Main and east of Palafox, which should help propagate development on surrounding private properties.*
 - *Code considerations controlling parking uses as private enterprise on residential properties.*
 - *Code considerations for towing and other parking control measures on private properties.*
 - *Licensing and control measures (setting standards for operations) guiding 3rd party parking operations on private properties.*
 - *Incentivizing maximum use developments which rely on parking outside their properties.*
 - *Consider land-use ordinances and those relationship guiding parking requirements within the land-use code.*
 - *Focus code changes on trip reductions.*
 - *Consideration of impact fees for developments to offset parking, shuttle, pedestrian ways, and other transportation needs placed on the transportation infrastructure from the development.*
- e. Private parking management systems and impacts (1. Private lot management) – As previously explained, over two-thirds of the Pensacola parking system is privately owned and operated. These private lots are not normally open to anyone, not managed throughout the entire day and night, or managed during specific hours. The lots fully managed or partially managed have inconsistent management practices but are perceived by the public to be public parking spaces. The inconsistent management practices create uncertainties and issues for the public attempting to legally or illegally use these parking areas.

Private parking management systems and impacts (2. Private lot towing) – Many of the private parking lots utilize private venture towing companies to provide enforcement measures to control approved parking uses for these lots. In many cases, these towing companies are under a general understanding or agreement to tow (at any time) non-authorized parked cars. In many cases, these private lots only need parking during traditional daytime parking hours, yet the towing companies can tow vehicles (at-will) during off-hours. Furthermore (in some cases we heard) the towing companies don't act on a consistent basis, meaning sometimes parkers are able to park in a lot, and towed for parking in the same lots on other days.

Private parking management systems and impacts (3. Winterfest) – During our investigations we interviewed Winterfest management to understand more about their practices and impacts on the downtown parking and transportation system. Winterfest is a privately owned, not-for-profit company originally founded to provide entertainment and promotion for the downtown area during the Christmas season. Winterfest provides tours (via shuttles and walks) of downtown and the surrounding communities. They also provide for events and other activities to draw the public to downtown Pensacola in December. To help fund Winterfest, the ownership/management began requesting use of privately and publicly owned parking areas within the downtown district during the Christmas season (December) to manage a periodic nighttime and weekend parking program for individuals attending the various Winterfest activities. Winterfest charges those parking in areas Winterfest controls and in return, Winterfest provides the parker with a receipt thanking them for their donation and allowing the parking fee to become tax deductible. Winterfest utilizes volunteers to manage their parking program.

Recently, Winterfest began acquiring long-term access to parking lots and running sporadic and in some cases long-term, for profit, parking programs on privately owned lots. It was also explained Winterfest manages parking (at various times) at the county owned Bay Center.

RECOMMENDATIONS: *As noted in section (XI. d.) we recommend the DIB and this team meet with the City to discuss possible code changes to:*

- *Considerations controlling parking uses by private enterprises on residential properties.*
- *Considerations for towing and other parking control measures on private properties. To create consistency and uniformity within a visitor oriented downtown environment, many cities bid out towing services to a singular company under 2 or 3-year contracts. This allows the city to set and control towing policies, rates, and other activities which could set poor examples for visitors of the downtown area.*
- *Licensing and control measures (setting standards for private parking operations) guiding 3rd party parking operations on private properties. The licensing program should consider including minimum qualification standards, insurance requirements, and training for the parking operator. As with towing, these efforts set standards and uniformity for the parking public and promote safety*

- f. Management / Operation System (1. Current assessment / equipment /rates) – The DIB has recently approved a change in the company operating the public parking system. At the release of this document, the new company was still in negotiations with the DIB to execute a mutually acceptable contract. The existing parking system utilizes several means to control parking activities including but not limited to multi-space meters, conventional parking meters, pay stations, to timed free parking areas which are manually patrolled by parking enforcement officers. At time of release of this document, we believe approximately 23% of the existing on-street management equipment was in disrepair. It is our understanding the DIB has money to make repairs and intends to do so once the new operator is running. It is unclear how the new company intends to manage the system or provide for improvements. Rates within the public spaces include free parking, free-timed parking, and charged parking ranging from .50 to several dollars for a typical parking experience.

Within the “primary downtown area” including the Palafox Commercial Core and East Waterfront districts there are +/-:

- 301 free and unrestricted spaces
- 617 free, but restricted by day and time spaces
- 230 pay-to-park metered spaces
- 12 by-permit-only spaces
- 55 ADA spaces

Free and/or timed-free parking exists in high demand areas (south Palafox). This free parking only incentivizes employees to park in these locations and for the parking public to begin their hunting exercises on these streets, which creates phantom and unnecessary traffic in these areas.

During our investigations we considered new parking rates for the DIB system. No parking system should set rates based solely from comparable rates in neighboring cities or territories, however,

the most comparable city near Pensacola charging to park is Mobile which has a flat \$1.00 per hour in most areas.

We advise all clients parking rates should be used to:

- assure parking is available in the appropriate areas for the intended user, and
- steer parking behavior to push certain parking users to park in certain locations, and
- to provide some off-setting income to meet operational costs and provide for future growth and repairs of the system

Ultimately, parking should be understood (by all) to be public infrastructure, no different than water or sewer services and traditionally, these infrastructural services operate as a break-even endeavor.

We advise the DIB to work with their operator and consider a progressive parking rate scale for all parking users and locations which is affordable, fair, and provides sufficient scale to appropriately steer parking behaviors. Setting these rates is not an arbitrary process and should be carefully studied and developed with inputs from the users and everyone visiting/using the downtown environment. SPS has recently developed pay scale programs for two other markets, both processes took 4-months to develop. We used this time to gain input and acquire acceptance from many public and stakeholder meetings. This is the only means to assure unilateral success and acceptance of a new and progressive parking rate structure.

RECOMMENDATION: *We recommend the DIB and new operator (with assistance from the SPS team):*

- *Make global changes to the parking management equipment to create consistent parking operating equipment across all public parking areas. Allow parked vehicles to move from location to location if they have additional time on a ticket. Allow parked cars to purchase additional time with going back to their cars. System should allow electronic rate changes based on events and other demand drivers. Overall foster ease of use.*
- *Develop a progressive pay-to-park program that places the highest cost for parking in the areas where parking is in most demand. While incentivizing parking in less convenient areas through cheaper or free parking rates. I.E. Palafox (south of Garden Street) should be considered as one of the higher cost parking areas.*
- *Work with the new parking operator to establish new parking rates and the areas covered by the new rates. As a rule, the DIB should consider no free parking (timed or un-timed) in highly travelled areas.*
- *Convert most, if not all, parking in the Palafox Commercial Core and East Waterfront districts to managed paid parking.*

Management / Operation System (2. Way-finding, branding) – The City/DIB has developed an initial way-finding program to assist in locating public parking. One problem is the heavily disproportionate amount of private parking within the downtown that is either not identified or poorly identified as “private parking” and perceived as public parking. The DIB has not developed a branding program to identify to the public areas charging for parking are city/DIB controlled.

RECOMMENDATION: *Work with new operator to reinforce the existing way-finding signage program while creating a brand for the DIB parking areas. Utilize branding practices through colors and/or symbols to the parking public understands they are in a DIB/City controlled parking area. Work to educate the public the DIB has no preview over private lots. Utilize technological capabilities (smart phone applications) to assist the public in locating and paying for public parking. Implement a webpage and/or newsletter for the public to explain parking rules, standards, rates, and event traffic and parking announcements. Work with private lot owners to incentive them to align with the parking rates, signage programs, and management styles enacted and enforced by the DIB to create a consistent public perception for the downtown parking system.*

Management / Operation System (3. Technological Improvements) - Exclusive of multi-space metering systems, the DIB has not embellished or utilized technological means to manage the parking program or provide other benefits to users of the system. It is believed the new parking operator will be suggesting/utilizing technological enhancements to improve the parking system.

RECOMMENDATION: *As previously mentioned, utilize technological capabilities (smart phone applications) to assist the public in locating and paying for public parking. Implement a webpage and/or newsletter for the public to explain parking rules, standards, rates, and event traffic and parking announcements. Parking and its enforcement should be a proactive marketing tool, selling the downtown area and not perceived as a policing tool or profit center. To that extent, parking services should be clear, convenient, easy to use, and friendly.*

Management / Operation System (4. Event needs) – As previously discussed, downtown promotes many events which attract significant needs for parking and impacts on the mobility system. It is our understanding the DIB doesn’t have an event plan or event coordinator on staff, and the past parking operator did not assist in planning for or guiding parking operations for event needs.

RECOMMENDATION: *Work with new parking operator (and the SPS team if requested) to develop and coordinate an event parking and transportation plan for the various reoccurring events and setup standards and procedures (administered through the DIB) for approval of all required event parking and transportation plans.*

Areas to be considered include:

- private vehicles
- buses
- event drop-off and pick-up needs
- event participant parking and delivery needs
- street and road closures forcing re-routed traffic

Management / Operation System (5. Employee Parking) – The DIB/City does not currently have an employee parking strategy or plan. An effective urbanized parking program typically has an employee parking plan to:

- Provides identified parking in logical areas away from primary areas of commerce
- Provides employee parking at a reasonable and economical rate

RECOMMENDATION: *Work with the SPS team and new parking operator to develop a collective employee parking plan. The plan should focus on:*

- *Provide identified parking in logical areas away from primary areas of commerce*
- *Provide employee parking at a reasonable and economical rate*
- *Create intensification programs for employees who rideshare, use mass transit, or alternate forms of transportation to get to work*

Management / Operation System (6. Enforcement tactics) – Current enforcement tactics by the past parking operator included posting ticketed fines on vehicles which were parked illegally. It is unclear what method of enforcement will be utilized by the new parking operator.

RECOMMENDATION: *Pensacola has a significant amount of visitor traffic. All cities want to encourage and incentivize visitor traffic. How a city enforces its parking policies has a significant impact on the perceived friendliness of the city. We recommend the DIB and its operator:*

- *Utilize LPR (license plate recognition systems) to monitor enforcement as much as possible to reduce cost and improve effective and consistent enforcement.*
- *Utilize ticketing with fines, rather than booting vehicles. Booting creates poor perceptions, can deface vehicles, and places the operator attendants in difficult (and in many cases) contentious situations.*
- *Train all parking attendants to be “ambassadors” to the city. They should be properly dressed (preferably matching attire and properly identified as a parking ambassador). They should have general knowledge of the City and offer directions and answer questions from the public. They should carry phones or radios and be trained to recognize emergency or situations of distress and able to contact the appropriate authorities.*

- g. Site analysis for improvements – While our team has not had formal discussions with the DIB or City about the findings and recommendations contained in this report, if basic acceptances for current municipal parking and transportation standards are applied to the characteristics of the downtown Pensacola parking system, most would probably conclude the public parking program has insufficient capacity.

Furthermore, our team firmly believes some perceived and actual parking deficiencies could be mitigated through applications of any combinations of improved parking rates, shared-parking programs, alternative transportation means, and other options discussed in this report.

However, (assuming the City/DIB has interest in maximizing future land uses), the team does not believe actual parking demand (utilizing current public parking supplies) both now and in the future, can be met without additional parking being developed. Assuming this to be the case, our team considered the most logical location for improvements to the parking system and its capacities.

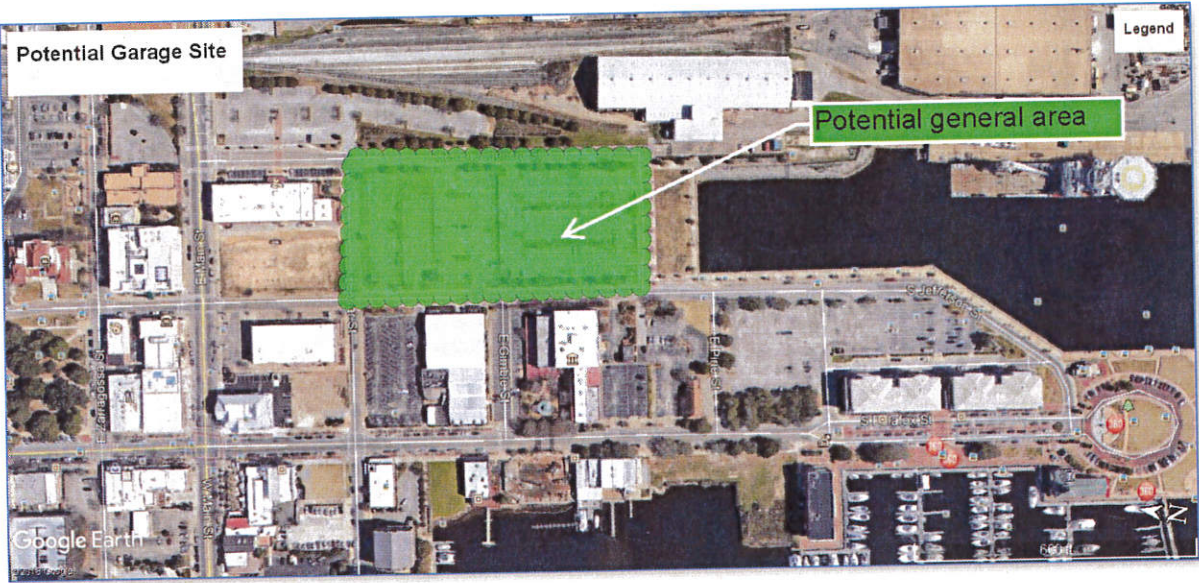
Conditions used when making this consideration included:

- Most logical area(s) requiring and/or gaining benefit from more public parking
- Availability of sufficiently sized and shaped land
- Zoning and codes applicable to the land
- Cost of land
- Highest and best use of land
- Impacts (pro and con) by using land for parking
- And other items

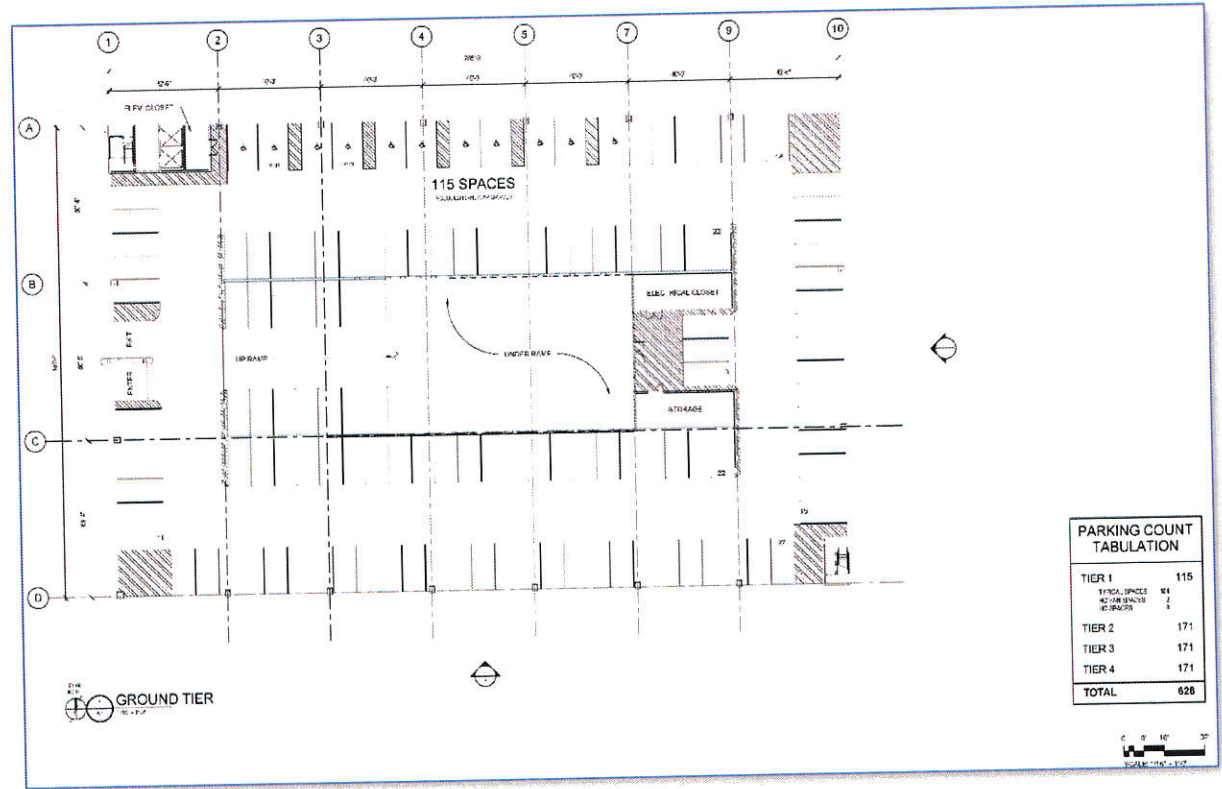
After careful analysis we determined the south Palafox area and areas directly east of south Palafox have a high potential for redevelopment while also affording accessible land (owned by the City) for development of parking infrastructure. We believe that a progressive and preemptive parking development program could assist in propagating new development in that area. Additionally, that area has suffered from loss of public parking from ferry parking requirements. Lastly, parking in this general location meets acceptable walking standards for the public which could benefit parking needs for Palafox businesses and performing venues like the Sanger Theater.

We've taken efforts to explain preliminary findings for a regional public parking facility located in this area on municipal property.

General site location:



Preliminary Floorplan



Statistics:

- Ground level plus 3-elevated levels
- +/- 628 spaces (including ADA spaces)
- Could include ground level retail or other uses (at the loss of parking)
- Could be horizontally expanded in future
- Assuming no land costs and traditional development costs:
Hard costs (construction only) +/- \$17,000 per space

Recommendation: - *After scrutiny of the findings in this report, we recommend further discussions with the DIB and City into considerations for additional parking. These findings are preliminary and made without full input from the City, DIB, and/or others, which could result in other conclusion or suggestions.*