

VILLAGE OF DOWNERS GROVE
REPORT FOR THE VILLAGE COUNCIL MEETING
MARCH 6, 2012 AGENDA

SUBJECT:	TYPE:	SUBMITTED BY:
Downtown Parking Study – Implementation of Phase 1 Recommendations	✓ Resolution Ordinance Motion Discussion Only	Nan Newlon, P.E. Director of Public Works

SYNOPSIS

An ordinance has been prepared to amend sections of the Municipal Code to allow free parking in commuter parking lots at 11 a.m. and to revise the number of accessible parking spaces in designated parking lots.

STRATEGIC PLAN ALIGNMENT

The goals for 2011-2018 identified *Exceptional Municipal Services, Top Quality Infrastructure, and Strong, Diverse Local Economy*.

FISCAL IMPACT

N/A

RECOMMENDATION

Approval on the March 13, 2011 active agenda.

BACKGROUND

The purpose of this project is to ensure that the Village, in cooperation and coordination with the Downtown Downers Grove Management Corporation (DMC), is using best practices to plan and manage available parking in a manner that best serves downtown Downers Grove. On January 3, 2012 the Village Council accepted the Downtown Parking Study, which included recommendations to address study findings related to the mix and location of parking, fees and permits, the need for additional parking, and enforcement. These recommendations are being implemented in phases based upon the impacts to stakeholders and benefits to the system. The following items are the first study recommendations brought forward for consideration.

Free Parking in Downtown Commuter Lots at 11 a.m.

The Village's current regulations allow free parking in downtown commuter parking lots after 12:00 noon. The parking study data showed that 95% of commuters have parked before 8:30 a.m., and that the peak parking times in the downtown are between 11 a.m. and 1 p.m. This action would free up any open spaces earlier in the day for mid-day travelers and shoppers in the downtown area, but still provide time for permit enforcement by the Police Department. This proposed short-term parking revision is contained in the study recommendations.

Accessible Parking Spaces

Based on an inventory of accessible parking spaces completed during the parking study, it was determined that municipal codes needs to be updated to reflect the existing number of accessible parking spaces and that 11 additional spaces are required to meet Americans with Disability Act requirements. The following changes to the number of accessible parking spaces are recommended in these downtown parking lots:

Lot A - add 2 spaces
Lot B - remove 5 spaces
Lot C - add 3 spaces
Lot D - no change
Lot F - add 4 spaces
Lot L - add 4 spaces
Forest Lot North - add 2 spaces
Main and Maple - add 1 space

The net increase to the overall number of accessible parking spaces is 11. The number of accessible spaces required by ADA regulations is determined on a lot by lot basis, based on the number of parking spaces in each lot.

These items were reviewed by the Transportation and Parking Commission at their meeting on February 8, 2012 and unanimously recommended for approval.

ATTACHMENTS

Ordinance

Downtown Parking Study Findings and Recommendations

Draft Minutes of the Transportation and Planning Commission

Parking

ORDINANCE NO. _____

AN ORDINANCE AMENDING CERTAIN PARKING PROVISIONS

BE IT ORDAINED by the Village Council of the Village of Downers Grove in DuPage County, Illinois, as follows: (Additions are indicated by **shading**/underline; deletions by ~~strikeout~~):

Section 1. That Section 14.108. is hereby amended to read as follows:

14.108. Parking places reserved for disabled persons.

(a) The following off-street locations shall be designated as parking reserved for disabled persons:

- ~~_____ Forest Lot South, as posted (four stalls).~~
- ~~_____ Municipal Lot B, as posted (nine stalls).~~
- ~~_____ Municipal Lot H, as posted (twenty stalls).~~
- ~~_____ Municipal Lot I, as posted (eight stalls).~~
- ~~_____ The Village Municipal Complex, located at 801 Burlington Avenue, including Lots L and V, as posted (six stalls).~~
- ~~_____ The Village Public Works Facility, located at 5101 Walnut, as posted (two stalls).~~
- ~~_____ Municipal Lot G, as posted (three stalls).~~

- Municipal Lot A, as posted (two stalls).
- Municipal Lot B, as posted (nine stalls).
- Municipal Lot C, as posted (three stalls).
- Municipal Lot D, as posted (four stalls).
- Municipal Lot F, as posted (four stalls).
- Municipal Lot G, as posted (six stalls).
- Municipal Lot H, as posted (eight stalls).
- Municipal Lot I (East), as posted (seven stalls).
- Municipal Lot I (West), as posted (two stalls).
- Municipal Lot J, as posted (five stalls).
- Municipal Lot K, as posted (six stalls).
- Municipal Lot L, as posted (four stalls).
- Municipal Lot V - Police Department, as posted (four stalls).
- Municipal Lot V - Fleet, as posted (two stalls).

- Municipal Lot - Forest Lot (North), as posted (four stalls).
- Municipal Lot - Forest Lot (South), as posted (four stalls).

- Municipal Lot - Public Works Facility, at 5101 Walnut, as posted (two stalls).

(b) The following on-street locations shall be designated as parking reserved for disabled persons:

On the south side of Burlington Avenue, from a point one hundred seventy (170) feet east of Mochel Drive, to a point one hundred ninety (190) feet east of Mochel Drive (one stall).

On the north side of Curtiss, from a point twenty-four feet east of Main Street, to a point ninety-three feet east of Main Street (two stalls).

On the north side of Curtiss, from a point one hundred ninety-six feet east of Forest Avenue, to a point two hundred thirty-five feet east of Forest Avenue (two stalls).

On the north side of Warren Avenue, from west of Highland Avenue to a point fifty feet west of the west line of Highland Avenue (one stall).

Parking

On the west side of Washington Street, from a point thirty feet north of the north line of Curtiss Street, to a point eighty feet north of the north line of Curtiss Street (two stalls).

On the north side of Warren Avenue, east of Forest Avenue (one stall)

On the north side of Rogers Street, east of Main Street (one stall)

On the west side of Forest Avenue, north of Warren Avenue (one stall)

On the west side of Main Street, south of Franklin Street (two stalls)

On the west side of Mochel Drive, from a point fifty (50) feet north of Curtiss Street, to a point seventy (70) feet north of Curtiss Street (one stall)

(c) No person shall park or let stand any automobile, motor vehicle or other vehicle at any time in any designated access aisle adjacent to any parking place specifically reserved for persons with disabilities, designated by the posting of "disabled parking only" signs or in any area striped with pavement markings or otherwise designated for disabled persons accessibility.

(d) No person shall park or let stand any automobile, motor vehicle or other vehicle at any time in any location in which parking places have been reserved for parking by disabled persons by the use of signs or pavement markings, unless such automobile, motor vehicle or other vehicle is used immediately prior to parking or immediately after parking by or for transportation of a disabled person, as evidenced by display on such vehicle of one of the following:

(1) A disabled registration plate or disabled parking placard issued by the State of Illinois pursuant to its authority under Section 5/3-616 of Chapter 625 of the Illinois Compiled Statutes and displayed by hanging on the rearview mirror of the vehicle, or if no rearview mirror is available, by placement on the dashboard or visor.

(2) A disabled parking placard issued by a municipality pursuant to its authority under Section 5/11-1301.2 of Chapter 625 of the Illinois Compiled Statutes and displayed by hanging on the rearview mirror of the vehicle, or if no rearview mirror is available, by placement on the dashboard or visor.

(e) Any person who violates this section shall be fined not less than two hundred fifty dollars (\$250.00) nor more than five hundred dollars (\$500.00).

(f) A Village of Downers Grove disabled parking placard can be obtained upon a showing by adequate documentation that the person for whose benefit the placard is to be issued has a Class 1A or 2A disability under the provisions of Section 4A of the Illinois Identification Card Act. (15 ILCS 335/4A) The cost for obtaining such a placard or a replacement placard shall be as set forth in Administrative Regulation entitled "User-Fee, License and Fine Schedule".

(g) It shall not be a defense to a charge under this section that either the sign posted pursuant to this section or the intended accessible parking place does not comply with the technical requirements of state law 625ILCS 5/11-301 or of this local ordinance if a reasonable person would be made aware by the sign or notice on or near the parking place that the place is reserved for a person with disabilities. (See similar State law at 625ILCS 5/11-1301.3(c)). (Ord. No. 2001, § 1; Ord. No. 2522, § 1; Ord. No. 2745, § 39; Ord. No. 2860, § 2.)

Section 2. That Section 14.123. is hereby amended to read as follows:

14.123. Issuance and sale of permits.

(a) The Village Manager shall cause suitable window sticker permits or hang tags be prepared and made available for issuance and sale. The aggregate number of permits prepared, available and designated for any specific permit lot (or for any portion thereof designated for permit parking pursuant to Section 14-122) at any one time shall not exceed one hundred twenty percent of the number of parking spaces available for parking vehicles in such lot (or such portion thereof.)

Notwithstanding anything in this Code to the contrary, the number of permit stickers or hang tags sold shall not exceed the number of parking spaces actually available for parking of vehicles in such lot (or such portion thereof) unless the Village Manager determines, on the basis of surveys of parking space vacancy rates and other relevant criteria, that the sale of an additional amount of parking stickers or hang

Parking

tags is justified, in which event, an additional amount of parking stickers or hang tags may also be sold at the direction of the Village Manager. Permit stickers and hang tags shall designate the permit parking lot for which issued and shall be issued and sold for a minimum three month period and a maximum of one year, except that permit stickers or hang tags for Lot W and Lot Z shall only be issued annually.

(b) Under the direction of the Village Manager, permit stickers or hang tags shall be offered for sale during regular business hours at the Village offices in advance of the commencement of each such three month period and shall be sold to applicants in accordance with the chronological priority of applications for such permits, subject to the following:

(1) Permit renewal notices shall be mailed to existing permit holders, and renewal permits or hang tags may be issued and sold to such permit holders, in advance of the time when such permits or tags are made available for sale at the Village offices provided payment is made prior to the established deadline for renewal; however, every overlay parking permit shall require resubmission of proof of employment at a DB Downtown Business District business as provided for in paragraph (g) of this section on a yearly basis.

(2) At the discretion of the Village Manager, permit stickers and hang tags may be offered for sale at the Village offices only to persons residing within the corporate limits of the Village or persons who own or are employed by businesses within the DB Downtown Business District of the Village, as defined in the Comprehensive Zoning Ordinance of the Village, prior to any offer of such permits for sale to the general public and nonresidents. To be eligible for a permit pursuant to this Section, the applicant must either be actually residing and living within the Village, or be employed by, or an owner of, a business within the DB Downtown Business District at the time of application.

(c) The fee for each such permit sticker or hang tag for each three month period shall be determined by the rate class assigned to the permit parking lot for which such permit sticker or hang tag is to be issued, computed in accordance with and subject to the following schedule:

Rate class	Resident Fee	Non-Resident Fee
I	\$80.00	\$110.00
II	\$75.00	\$105.00
III	\$25.00	
IV	\$250.00	
V	\$90.00	\$120.00
VI	\$195.00	
VII	\$3.00/daily*	\$3.00/daily*

(plus an additional \$.50 if pay by phone system is used)

Such fee shall be reduced, based on a daily proration of the number of days that have expired prior to the date of sale of such permit sticker or hang tag.

(d) If payment for a Rate Class I, II or V parking permits is not received forty-five (45) days following the date of the issued invoice, a twenty-five dollar (\$25.00) late fee will be assessed in addition to the cost of the permit.

(e) If payment for a Rate Class III parking permit is not received forty-five (45) days following the date of the issued invoice, a ten dollar (\$10.00) late fee will be assessed in addition to the cost of the permit.

(f) If payment and late fee are not received fifty-five (55) days following the date of the invoice, the Rate Class I, II or III or V parking permit will no longer be valid and the holder will no longer be eligible to park in the previously assigned lot/space.

(g) At the discretion of the Village Manager, permit holders may return permit stickers and hang tags prior to the expiration of the three-month period covered by such permit sticker or hang tag and may receive a refund of all or a portion of the fee paid for such sticker or tag, without interest, such refund to be determined on the basis of number of unexpired full days remaining in such three-month period less a \$6.00 administrative fee. Class III permits shall be returned to the Village for such refund immediately upon the termination of permit holder's employment with a business located in the DB Downtown Business District

Parking

as defined in the Comprehensive Zoning Ordinance of the Village. Permit stickers and hang tags issued to permit holders pursuant to this Section shall not be transferable to another person, motor vehicle, or parking lot, except as provided in subsection (h). Such returned permits may be resold in chronological priority to those on waiting lists kept by the Village for that quarter and not valid past the next sale of permits, but such waiting list for Lots A, B, C, D, F, L, and R shall include Downers Grove residents only.

(h) The following permit parking lots shall have the following rate classes:

Rate class I: Lot A, lot B, lot C, lot G, lot H and lot L, as such lots are designated in Section 14-85.

Rate class II: Lot D, lot F and lot I, as such lots are designated in Section 14-85.

Rate class III: Lot A, lot B, lot D, lot F, lot L, Forest Lot North, a portion of the Main and Maple Avenue lot and any designated spaces in the Parking Deck as such lots are designated in Section 14-85.

Rate class IV: Lot W and Lot Z.

Rate class V: Lot S in the Parking Deck.

Rate class VI: Lot R in the Parking Deck.

Rate class VII: One-day parking permit, Level 5 of the Parking Deck after 8:00 a.m. or in any Village permit parking lot, with the exception of Village Employee Lot V and Lot L, after 8:15 a.m.; Lots J and K, Chase Avenue Lot.

(i) Notwithstanding any contrary provision in this division, the Village Manager shall be authorized to refuse to issue any such permit sticker or hang tag, or renewal thereof, to any permit holder who is convicted of more than three violations of any of the provisions of this division within any consecutive period of six months, except for Section 14-127.

(j) Class III permits, also referred to as "overlay parking permits", shall be issued only to employees of businesses located in the DB Downtown Business District, as defined in the Comprehensive Zoning Ordinance of the Village, upon their providing evidence of such employment. An overlay parking permit shall be available for purchase at Village Hall only for those DB Downtown Business District employees who provide the following: (1) a current pay stub from a DB Downtown Business District employer; and (2) a written letter on letterhead from the DB Downtown Business District employer requesting permission for said employee to obtain an overlay parking permit along with the employee's general work schedule.

Said overlay parking permit may only be used by a DB Downtown Business District employee during the employee's working hours at the DB Downtown Business District employer's place of business. Any violation of these requirements or misuse of this permit may result in a forfeiture of said permit and inability to apply for another permit for a period of one (1) year as well as a parking citation issued pursuant to this Code. Overlay parking permits shall be valid in lot A, lot B, lot C, lot D, lot F and lot L from 8:30 a.m. to 12:00 noon, Monday through Friday and in Forest Lot North, a portion of the Main and Maple Avenue lot and any designated spaces in the Parking Deck from 5:00 a.m. to 3:00 p.m., Monday through Friday.

(k) Transfers between Village permit parking lots shall be made only at the start of a three-month permit period. If a permit holder desires to transfer to another Village permit parking lot, the permit holder shall remit to the Village the following: (1) the parking permit renewal form; (2) a request that the permit be transferred to another lot as specified by the permit holder; and (3) payment of the appropriate parking permit fee in the manner specified by the Village.

Transfers shall be made by the Village after permit renewals are completed, but prior to sale to the general public, and shall be made in accordance with the chronological order such requests for transfers were received; however, non-resident permit holders shall not be allowed to transfer into Lots A, B, C, D, F, L and S.

(l) At the discretion of the Village Manager, the Village may sell one-day parking permits for Village permit parking lots at a cost of \$3.00 each (Rate Class VII). Such permits shall be sold only after 8:15 a.m. on the day the permit may validly be used and may be used in any Village permit parking lot except in Village Employee Lot V and in Lot L. One-day parking permits for Level 5 of the Parking Deck may be purchased only after 8:00 a.m. After ~~4:59~~10:59 a.m. Monday through Friday, the Village permit parking lot spaces are free, except Lot R and Lot V.

Parking

(m) Permits for Lot W (Class IV) shall only be issued to students of Downers Grove North High School, said permits are non-transferable.

(n) Permits for Lot Z (Class IV) shall only be issued to students of Downers Grove South High School, said permits are non-transferable. (Ord. No. 1542, § 4; Ord. No. 1737, §§ 8, 9; Ord. No. 1820, § 2; Ord. No. 1861, § 1; Ord. No. 1989, § 3; Ord. No. 2346, § 1; Ord. No. 2375, § 2; Ord. No. 2531, § 4; Ord. No. 2906, § 1; Ord. No. 3118, §§ 15, 16; Ord. No. 3127, §§ 10, 11; Ord. No. 3195, § 2; Ord. No. 3202, § 1; Ord. No. 3348, § 1; Ord. No. 3353, § 1.)

Section 3. That all ordinances or parts of ordinances in conflict with the provisions of this ordinance are hereby repealed.

Section 4. That this ordinance shall be in full force and effect from and after its passage and publication in the manner provided by law.

Mayor

Passed:

Published:

Attest: _____

Village Clerk

Section 6 – Findings / Recommendations

Parking Supply

1. Publicly provided parking (excluding commuter spaces) comprises 45 percent of the downtown parking supply during the daytime. This is less than the recommended best practice ratio whereby 50 percent of parking should be publicly available.
2. In the evening including with the available parking the lots and spaces that have been vacated by commuters, the ratio of publicly provided parking increases to 58 percent of the total supply.
3. Commuter parking (911 spaces) comprises 25 percent of the total downtown parking available.
4. The number of handicap accessible spaces provided in the public lots is a total of 10 spaces less than what is required per Federal ADA and Illinois state guidelines.

Parking Utilization

1. Eighty-five percent of the publicly provided parking (including commuter spaces) was occupied at peak time. If commuter parking is excluded, the maximum occupancy of publicly provided parking for the downtown was 75 percent.
2. Only 55 percent of the privately controlled parking was occupied at peak time.
3. Approximately 93 percent of designated commuter parking spaces were occupied at peak time.
4. The parking garage was overall 90 percent occupied at peak time
 - a. Daily Fee spaces in the parking garage reached 100 percent occupancy before 9:00 am
 - b. Employee designated spaces (Level 2) reached about 82 percent occupancy at peak time
 - c. The shopper parking (ground floor and 1st floor ramp) totaling 143 spaces peaked at 91 percent occupancy between 7:00 pm and 8:00 pm. During the daytime hours (prior to 4:00 pm) these spaces achieved a maximum occupancy of 71 percent.
5. Frequent visitors to the downtown were of the opinion that finding available on-street or off-street parking can be difficult
6. The number one reason cited by infrequent visitors for avoiding coming to downtown Downers Grove was parking.

Parking Demand vs. Parking Supply

1. Total calculated parking demand¹ totals approximately 1,680 spaces needed at peak time for the downtown.
2. Comparing total parking demand⁶ to total parking supply shows that there should be a surplus in excess of 1,000 spaces for the downtown.
3. The 1,000 space gross surplus is misleading because it includes surplus privately provided parking which is not available to visitors of other businesses.
4. If the surplus private parking is excluded from the calculation, the net overall surplus for downtown is reduced to 368 spaces.
 - a. For the north side of the tracks this would reduce the gross surplus from 333 spaces to a net 96 spaces
 - b. On the south side the surplus would be reduced from 748 spaces on the gross basis (total demand vs. total supply) to a net 272 spaces.
5. Excluding not only surplus private spaces but on-street spaces in front of adjacent residential properties north of Rogers Street and along Carpenter Street and Grove Street reduces the downtown surplus to just 225 spaces from 368 spaces.
 - a. Excluding the “remote” public supply would reduce the north side surplus to only 11 spaces from 96 spaces, equivalent to 97 percent utilization.
 - b. The south of tracks surplus would be reduced to just 214 spaces, equivalent to an 85 percent utilization rate.

FUTURE DEMAND

1. At this time there are no specific plans for new development that would significantly increase the demand for parking downtown. There is currently 16,698 sq ft of vacant building space in the study area (11,719 sq ft on the north and 4,979 sq ft on the south. Assuming 40 percent re-occupancy of this space using mixed use land use in five years, there could be a need for an additional 43 spaces.
2. Within the constraints of available parking there is limited opportunity to provide additional development particularly on the north side of the tracks without providing additional parking.
3. There are slightly better conditions on the south side so long as new development doesn't take place on existing surface parking lots which would further reduce the parking supply.

1. Excluding commuters and residents

4. The Draft 2011 Comprehensive Plan identifies several downtown catalyst sites for development. For most of these sites, additional parking has been identified, though there are no specific details of square footage or parking needs. These sites may be candidates for a public/private partnership to provide structured parking.
5. There are limited sites on the north side of the tracks for a stand alone parking structure, and any parking structure would probably be part of an overall private development. To provide for some component control of new parking and the opportunity for shared uses the Village may consider a public/private partnership arrangement.
6. If future development should warrant there are two possible stand alone parking structure sites on the south side of the tracks; the Library Lot and the Village Hall Lot. Additionally, there are several potential development sites where a public/private partnership could be developed to provide structured parking.

Parking Operations

1. Non-commuters are currently prevented from using available spaces in commuter lots until 12:00 noon.
2. The majority (97 percent) of commuters have arrived by 8:30 am.
3. Fifteen percent of responding commuters indicated that they have a station closer to their home than downtown Main Street but choose Main Street because of parking closer to the station or more convenient train schedules.
4. The current time limits (two, three or four hours) are adequate for most visitors to complete their business downtown.
5. Some business owners reported that they do not want to pay the \$25.00 quarterly fee for part-time employees who may only work once or twice a week to park in designated employee spaces. For these individuals it is important to have available daily fee spaces.
6. There were anecdotal reports of commuters being dropped off waiting for short periods of time in Lot B spaces which prevents commuters with Lot B permits from being able to park in a timely fashion in a lot for which they have paid.
7. There are various businesses around downtown (drycleaners, bakeries, pizza restaurants, gift shops, etc) that could benefit from having short-term (10 – 15 minute) high turnover spaces available.
8. Overnight parking is permitted on weekends on the top level of the parking garage free of charge.

Parking Enforcement

1. Six percent of vehicles were found to be violating the stated time limits in on-street spaces. Five percent is generally considered the maximum desired violation rate.

2. The current parking enforcement schedule is 7:30 to 3:30, Monday through Friday. This schedule does not address parking violations in the late afternoons, evenings and weekends.
3. There were approximately 14 vehicles ($\pm 1\%$ of vehicles) that appeared to be shuffling from one space to another in order to circumvent the on-street time limitations.
4. The Village does not currently have an anti-shuffling ordinance.

Tivoli Theater

1. The 1,012 Tivoli Theater has a calculated parking need of 289 spaces at peak time during the evening which equates to 0.29 spaces per seat. This is based on the projected showing schedule provided by the owner and assumes 85 percent of patrons drive and park when coming for a show and with an assumed average of 2.1 people per car.
2. The Institute of Transportation Engineers (ITE) in the *Parking Generations Manual* has an average factor of 0.26 spaces per seat for theaters with matinees on a weekday.
3. At the peak time during the evening, vacated commuter spaces are available to movie theater patrons.
4. During the daytime hours, the theater could be approximately 100 spaces short of being able to meet its parking needs given the existing capacity of the adjacent owned parking lot (approximately 75 unmarked spaces) and the unavailability of commuter spaces owing to the existing occupancy of nearby commuter spaces by commuters. The theater has been increasingly marketing its space in the daytime for corporate meetings and events. The theater owner and Village have been working together for these events to identify parking solutions, which have included shuttle services and remote parking.

Signage

1. The Village is in the process of implementing a signage improvement program.
2. Some signs directing patrons to the parking garage are not properly located to direct someone, particularly at a decision point (turn or go straight).
3. There is not a consistent shape, format or color for parking signs.
4. Garage signs and numbering of spaces on first and second floors confusing to patrons.

Economics

1. Two of four other communities along the BNSF line have rates that they charge their residents for commuter parking which are higher than the minimum rate charged residents in Downers Grove. The other two communities have equivalent minimum rates to Downers Grove.

2. The highest quarterly rate for resident commuter parking among the surveyed communities is in Naperville and is \$30.00 higher than Downers Grove maximum rate.
3. Parking in Downers Grove is not priced with more convenient spaces costing more than less convenient spaces.
 - a. Parking on the top level of the parking garage which does not afford protection from weather is more expensive than right at the station.
4. Currently, the Village Zoning Ordinance does not require non-residential developments (other than medical and dental uses) within the Downtown Business District to provide parking per the zoning code. Therefore, the responsibility for providing sufficient parking in the Downtown Business District is the responsibility of the Village.
 - a. There is currently no financial mechanism for businesses to pay for the creation of additional parking or maintenance of the parking.

Recommendations

The recommendations presented in the following section are designed and intended to make for efficient use of the available parking within the downtown and to improve the parking experience for downtown customers and visitors. At the same time, the recommendations seek to discourage use of customer/visitor spaces by downtown employees by seeking to insure that appropriate off-street parking options are provided at reasonable costs. Without existing requirements for businesses in the downtown to provide parking, there is an opportunity for increased density as available funds can be put into business enhancement as opposed to parking provision and maintenance. However, this does come with a corresponding reliance on the public sector to provide the necessary parking to support the businesses and encourage business activity and future development.

The use of the parking through sharing arrangements whereby the public parking is used by patrons of multiple businesses who can park once and walk to various destinations is the most efficient.

Recommendations are grouped into Key or Primary Recommendations and into some less critical changes or additional recommendations

Primary Recommendations

Parking Capacity/Allocation

Enforcement

Parking Management

Economics

Parking Capacity/Allocation

Item 1: Allocation of Spaces

Discussion: Information provided in discussions with the Village found that sale of commuter permits has been suspended and that there is a significant waiting list that can extend for three to four years. There is also a perception by many that the surface parking lots adjacent the train station could better serve the downtown as convenient visible parking for visitors and customers of the various businesses. Data provided during the turnover/occupancy analysis conducted in early June 2011 found that privately controlled parking is only about 55 percent occupied at peak time while publicly provided parking including commuter spaces is reaching a maximum of 85 percent occupied. It also appears that the Village is contractually obligated to provide 825 spaces for Metra commuters downtown and is currently providing 911 spaces.

Recommendations:

1. Reallocate commuters from some commuter lots to surplus private spaces. Set-up program whereby private businesses or landowners with surplus parking capacity can provide commuter or downtown employee parking. Landowners would provide Village with number of parking spaces that they have available and Village would sell permits for those locations. This would save individual landowners with having to work with individual parkers.

2. Convert commuter parking lots to designated shopper parking. Two lots would seem to be obvious candidates. Lot A on the north side of the tracks has 35 commuter permit spaces and 12 employee spaces in addition to 5 shopper spaces. Another choice could be Lot B on the south side of the tracks that could provide additional shopper parking at the north end of the south side.
3. Spaces on the upper level at Village Hall which are designated for Village Staff parking or Village vehicles should be relocated to the lower level or the fenced Lot (Lot V), which is not currently fully utilized. These upper level spaces could then be designated either for downtown employee parking or sold as commuter parking (since would likely be used all day just as now by Village staff).
4. In designated commuter parking lots, instead of waiting until 12:00 noon allow non-permit holders to park in commuter parking as early as 9:30 am (or as reasonably determined by enforcement schedule and abilities)
5. Consider restricting access to daily fee parking on top level of garage until 8:30 am so it is not monopolized by commuters and spaces are available for downtown employees who do not have a permit for employee parking.

Costs: Costs of Village administering permits can be paid by Village collecting percentage of permit costs charged to patron so that net costs to Village is minimal.

Benefit: Can make use of underutilized parking in private lots before having to build new parking. Depending on inventory of private lots and spaces, may be able to convert some existing commuter spaces along railroad tracks for customer/visitor parking which would be more convenient and desirable by visitors and thus more beneficial for businesses.

Relocating Village staff parking makes for more efficient use of available parking in fenced in area which is currently underutilized. These spaces are still relatively convenient for Village staff in Village Hall. Allowing use of the upper level spaces by non Village employees provides additional parking inventory for commuters or downtown employees and makes use of underutilized spaces.

Use of non-occupied commuter parking earlier makes spaces available to shoppers or downtown employees who arrive during morning hours.

Action Time: Immediate

Responsibility: Village

Item 2: Inadequate Handicap Accessible Spaces per ADA guidelines

Discussion: In response to a request to review the amount of handicap accessible parking provided by the Village, it was determined that there is a deficiency in the number of spaces provided based on minimum ADA guidelines. The number of handicap accessible spaces is determined by the capacity of the individual parking lot. While the spaces do not necessarily have to be provided in the specific lot if they can be placed along or more accessible path or in a more accessible location, the total aggregate number required from the individual lot requirements are required. The parking space requirement for the various public lots is shown below.

Lot	Total Lot Capacity	Required Accessible Spaces	Provided Accessible Spaces	Surplus / (Deficit)
Lot A	52	3	0	(3)
Lot B	66	3	9	6
Lot C	66	3	0	(3)
Lot D	77	4	4	0
Lot F	89	4	0	(4)
Lot L	83	4	0	(4)
Forest Lot N	82	4	2	(2)
Forest Lot S	87	4	5	1
Parking Garage	788	16	16	0
Main/Maple Lot	29	2	1	(1)
TOTAL		47	37	(10)

Recommendation: Provide additional handicap accessible spaces in the downtown. These do not necessarily have to be in the specific lots noted above (such as Lot F which is not convenient to many destinations but should be in more convenient locations such as Forest Lot S (adjacent the Library), Lot B or Main/Maple.

Costs: Minimal for restriping of subject lots

Benefit: Provides necessary handicap accessible parking

Action Time: Immediate

Responsibility: Village

Item 3: Parking Space Time Limits

Discussion: Having time limits in on-street spaces encourages turnover of the most convenient spaces and with sufficient enforcement discourages abuse by downtown employees. Time limits in some off-street lots discourages abuse by commuters and helps to make these spaces available to shoppers or visitors that may need longer than two hours to conduct their business downtown. There are various businesses located around downtown that have expressed a need to have short term parking for customer to drop off or pick up items. There are at present no designated short-term spaces with the exception of a few businesses that will attempt to protect spaces in front of their establishment for short-term traffic during certain parts of the day. Continued permission for these businesses to reserve spaces is likely to encourage other businesses to seek the same consideration without any formal approval from the Village.



Recommendation:

1. Maintain two hour on-street parking limit
2. Maintain 3-hour limit for off-street lots
3. Establish on those blocks with businesses with short-term needs a minimum of one to a maximum of two clearly defined short-term (15 minutes or less) parking spaces at the ends of blocks. This will require consistent parking enforcement (see item below) and potentially a significantly higher fine for overtime parking to discourage abuse such that 15 minutes doesn't turn into 30 minutes or longer. For the most part, the short-term parking at the post office which is limited to 20 minutes and therefore similar in nature functions reasonably well with a high turnover of spaces.

Benefit: Encourages turnover of spaces and prevents abuse by employees and/or commuters. Provision of short-term spaces addresses need for short-term parking by dry cleaners, pizza restaurants, card or gift shops etc without having individual businesses “staking out” spaces. Provides convenient spaces for businesses and if properly used generate high turnover.

Costs: Negligible for signs and striping plus costs for increased enforcement

Action Time: 3 – 6 months

Responsibility: Village

Item 4: Additional Parking

Discussion: Based on conversations with planning staff, there were no near term development projects to review for their potential parking needs and impact on the parking in the study area. There are several sites on the north and south side of the tracks that were identified in the 2011 Draft Comprehensive Plan that could be re-developed and these possible developments would require additional parking.

Results from the analysis of current parking demand has demonstrated that after excluding surplus private and on-street parking in residential areas that there is at best a minimal (11 space) parking surplus on the north side of the railroad tracks. Depending on the success of Item 1 above which seeks to make use of surplus private supply, it will likely be necessary for the Village to provide additional parking on the north side of the tracks to support continued growth and development assuming the Village maintains the current zoning requirements for parking which states that there are no parking requirements for any land use except multi-family residential, which is 1.4 spaces per dwelling unit. On the north side of the tracks, any potential parking structure site would probably be provided as part of a new development and the parking structure would be integral to the development and not stand alone.

On the south side of the tracks, there is a current parking surplus. There are several opportunities for a free standing parking structure such as the Library Lot and the Village Hall Lot. These sites could contain mixed use components. Additionally, there is the potential on the south side of the tracks for structured parking to be provided by a public/private partnership with potential development sites identified in the 2011 Draft Comprehensive Plan.

Recommendation:

1. Begin the process of insuring that funds can be available to support the development of additional parking in the future. This would be through periodic rate increases to insure that capital and operating funds would be available when needed.
2. Consider implementing a special service area to provide capital funds to develop additional parking if the Village continues to not require land uses in the downtown to provide off-street parking and that role is assumed by the Village (except for residential developments).
3. Seek out opportunities for public / private partnerships that may be mutually beneficial in providing the necessary parking.

Costs: Capital Costs for a parking structure can exceed \$23,000 per space.

Benefit: Available parking supports the continued growth and vitality of the downtown.

Action Time: 3 to 5 years

Responsibility: Village

Enforcement

Item 5: Parking Enforcement

Discussion: PEO (Parking enforcement officers) are tasked with monitoring the use of permits at all three train stations in addition to downtown permits and time limited parking. Although this is done with a vehicle and hand-held citation writers, the number of spaces to be observed coupled with additional responsibilities limit the frequency that the spaces can be monitored. Because of some fear of enforcement, some downtown employees will move their on-street parked vehicles from one space to another (often on the same block) which under existing code is not a violation. This does however defeat the purpose of on-street parking functioning as a convenient location for customers and visitors. Efficiencies in the enforcement efforts resulting from improved technology has permitted enforcement efforts to remain relatively consistent despite reduced staffing.

Recommendation:

1. Implement random enforcement hours and days. On some days, may only perform enforcement during afternoon hours into early evening (6:00 pm) whereas on other days may concentrate on commuter permitted locations or time limited spaces. Schedule such that some days may work mornings and others mid-day or afternoon so that all hours that spaces are enforced are covered.
2. With existing use of hand-held units consider issuing 1st time “courtesy violation” for those vehicles that have not been previously cited. Provide on back of citation verbiage thanking them for visiting downtown Downers Grove and map of long-term parking locations. Also will be critical to have additional enforcement if implement short-term parking spaces on each block (see item above).
3. Enact anti-shuffling ordinance which does not allow a vehicle to be parked on that same block face longer than the time limit (2-hours). The current use of hand-held citation writers allows vehicles to be tracked and should not require additional hardware but may require a software upgrade. (Sample ordinance on the **following page**).

(2) In any area where parking on the street or in a parking ramp or lot is restricted to two hours or less at a time, and signs are properly posted to indicate such parking time limitation, any vehicle parked along a single block face, as herein defined, or in the same parking ramp or lot in excess of the time restriction, shall be considered to have continuously parked, and shall be subject to citation for violation of such parking time restriction. A block face shall be defined as one side of a single street between two consecutive intersecting streets. For example, the south side of the 300 block of Main Street would be a single block face, and the west side of 3rd Street between Main Street and State Street would be a single block face. (3) The penalty for violating the provisions of Paragraph (1) shall be a forfeiture of \$130.00 plus applicable costs. (Ord. #3822 - 3/11/99; effective May 3, 1999) La Crosse Municipal Code Chapter 9, Traffic Regulations 9.06 PARKING, STOPPING, OR STANDING, I,2

Benefits: Enforcement meets best practice of consistent enforcement which is seen as fairer than more infrequent pattern. Consistent enforcement generally encourages patrons to “follow the rules” which leads to better use of parking supply. Use of courtesy violation provides goodwill to patron that may have innocently overstayed limit and may encourage return trip for additional services. Anti-shuffling ordinance encourages employees to park in appropriate off-street locations so that on-street spaces which are the most valuable in a downtown environment are available to customers and visitors.

Costs: May require software upgrade for tracking anti-shuffling or tracking vehicles for courtesy violations.

Action Time: 3 to 6 months

Responsibility: Village

Parking Management

Item 6: Parking Lot/Space Conditions

Discussion: In order to be attractive to parking patrons, parking areas must provide a perception that the lot or location is safe both for the patron and for their vehicle. They must be confident that they are permitted to park there without receiving a citation and know of any time limits or other restrictions. The lots or spaces need to present a clean appearance and be free of tripping hazards or poor lighting.

Recommendation:

1. Conduct a formal conditions audit at least annually of every public parking location noting the condition of the parking lot surface, stall marking, pedestrian and vehicle pathways. Examine parking lot lighting (beneficial if performed at night when foliage is fully developed to insure that trees are not limiting light on parking surface or along pathways). Where deficiencies are beginning, can budget for appropriate remedial action such as re-surfacing, lighting improvements or pathway improvements.

2. Where valet stalls are provided for certain businesses, re-stripe spaces and provide appropriate signage to distinguish valet stalls from “normal” spaces. (see example below)



Benefit: Maintaining lots makes them attractive parking locations for most efficient use of available spaces. Lot condition issues can be addressed while smaller and repaired for less cost than waiting to become major issues.

Lighting, security and personal hazard remediation in lots can result in lower litigation cost to Village.

Striping of valet spaces reduces patron confusion.

Costs: Cost of implementing program should be minimal and result in savings to Village through timely addressing of issues while small.



Action Time: 3 Months

Responsibility: Village Public Works

Item 7: Signage and Wayfinding

Discussion: Observations conducted during the fieldwork found that there were several instances where signs directing patrons to the parking garage were not clearly visible or appropriately located. Signs on the parking garage for permitted parking by level are confusing as are the numbering of spaces on the first floor which are supposed to be free leading to confusion. Several signs in lots were not clearly visible as were some signs adjacent the permit lots which were not clearly visible noting the availability of parking without a permit.

One way streets present confusion of someone being able to find their destination once having found parking if they are unfamiliar with downtown. In order to be effective signs must be easily and quickly seen and clearly communicate their message. A consistent format (shape, coloring, logos) for various signs should be adopted and implemented so that once someone sees an initial sign for parking, they know what to look for to guide them to parking and their destination.

Recommendation:

1. Recognizing that the Village is considering a signage improvement program through the Downtown Management Corporation, a consistent format and careful consideration of the placement of signs must be considered. The signs to be provided as part of the signage program should consider the five primary types and be incorporated into the program. So as not to have sign overload, any signs must be carefully considered for appropriateness and placement.
2. Reverse signs for parking garage with level 5 at top of sign and level 1 at bottom of sign so that corresponds with parking garage levels .
3. Eliminate numbering of spaces on first floor which are always free to patrons and from second floor which are free after 3:00 pm when the entire garage offers free parking.
4. There are five primary types of signs that should be considered.



- a. Introduction parking signage alerts drivers approaching the downtown of the locations of the publicly owned, off-street parking lots. This type of signage is distinctive in color and size, and it can be characterized by unique logos. The signs display the names of the off-street parking lots and the names of their streets. The signs are located on the street, and are mounted on poles of standard heights.



- b. Direction parking signage is distinct in color, size and logo and directs drivers to off-street parking areas. The signs are mounted on poles at standard heights, on the streets.
- c. Parking location signage complements the directional parking signage. The signs have arrows pointing to the off-street lots. The signs are mounted on poles at standard heights and located on-street.



- d. Identification signage is placed at the entry of each parking lot. The name of the parking area is identified and the type of parking available at the parking area is listed on the signage. The identification signage is distinctive in color and size, and it is located on a pole at a lower height.



- e. Way finding signs are placed at the points of pedestrian entry/exit to parking lots and structures. The sign is a map illustrating the downtown area that points out the various shops or attractions that can be found. These types of signs are placed at locations easily found by a pedestrian and are intended to help that person orient themselves to the downtown area such that they can locate their destination and then be able to return to where they parked.



Benefit: *Placement of signs will help patrons not only orient themselves to available parking but will also help them find their destinations once parking. They can help assure patrons that they are parked in a permitted location and shouldn't fear receiving a citation (or towing) for illegally parking. Signs can help improve traffic flow since by directing patrons to appropriate destinations without having to guess.*

Costs: A comprehensive signage program can cost upwards of \$50,000.

Action Time: 12 Months

Responsibility: Downtown Management Corporation / Village Public Works

Item 8: Marketing of Parking

Discussion: Appropriately communicating the policies and procedures regarding the functioning of a parking system is critical to its smooth operation. Downtown employees must be informed on permissible locations as well as the repercussions for violating policies (fines). Communicating information to downtown patrons and customers through brochures available at businesses throughout the downtown or through websites can keep them informed of available parking locations. Information on potential parking restrictions during upcoming events should be communicated and offer alternative parking arrangements so as not to discourage their visit to downtown. It was reported that presently signs regarding downtown events may be erected prematurely that effectively say "don't come here" because alternative information is not being provided.

Recommendation: Insure that materials providing parking are current and accurate and offer multiple methods to "get the word out" on where parking is available and the policies (and costs) where appropriate. Make sure that when large events are planned which may impact the availability of parking that information is provided on alternatives

Benefit: Keeping individuals informed of parking can alleviate the perception that parking is inadequate resulting in patrons avoiding downtown. Can help businesses that have customer base keep their customers who may otherwise avoid downtown during certain periods.

Costs: May be negligible in conjunction with other informative newsletters or services.

Action Time: Immediate

Responsibility: Downtown Management Corporation/Village Staff

Parking Economics

Item 9: Rate Schedule

Discussion: Having sufficient revenue to cover the operating expenses of providing parking downtown is a fundamental requirement if the parking is to be maintained and developed to accommodate future growth. Parking that is paid for by the benefactors will be seen as more equitable to Downers Grove residents and businesses rather than have taxes unnecessarily increased to provide for parking downtown. Costs of providing parking like so many other expenses will increase over time. Labor costs and costs for materials to maintain the parking will over time increase. New technology can require an initial capital expenditure in order to save operating costs over the longer term. There is no requirement that off-street handicap accessible parking must be provided free of charge although currently the Village does provide this for free.

Recommendation:

1. Increase parking rates periodically. Rates should be adjusted on an appropriate schedule to cover increases. The schedule should be frequent enough so that the increase is not an excessive burden to the parking patron but not so often to create staffing issues or excessive costs to the Village. A two to three year time schedule should be sufficient.
2. Adjust the permit rates so that parking that is more convenient carries a higher quarterly cost than spaces that are less convenient. This puts the decision in the hands of the parking patron to pay for convenience or save dollars and park more remotely.
3. Commuters parking in commuter lots must purchase a permit for that lot, including accessible spaces.

Item 10: Overnight Parking

Discussion: Collected comments from community surveys expressed a desire to have overnight parking. It is understood that overnight parking is permitted on weekends on the top level of the garage. While it would not be desirable for Downers Grove to meet the overnight parking needs for downtown Chicago or other destinations, there is an opportunity to make use of surplus capacity on weekends to provide this service and generate additional revenue. The costs of weekend overnight parking could be set at a level below the average costs for downtown Chicago overnight parking or at the airports (plus the costs of tolls) to provide an economic benefit to use the surplus capacity on Friday and Saturday nights. This would allow someone who wants to travel on weekends to leave their car and take the train. Village could limit overnight parking on weekends that have significant events (beyond the weekly car show).

Recommendation:

1. Permit overnight parking at but require a permit on Fridays and Saturdays. Although overnight (weekend) parking in Naperville is free, Downers Grove also provides parking overnight. However, parking rates at some downtown Chicago hotels can reach \$50.00 per night while O'Hare Airport parking can reach \$30.00 per day which risks becoming a free "dumping ground" for overnight parking on weekends. A rate of even \$20.00 to \$25.00 per night for an overnight parking permit to be used on Friday and/or Saturday would be seen as advantageous.



Costs: Minimal for administering Permits

Benefit: Meets at least a portion of desire for overnight parking and generates additional revenue

Action Time: Immediate

Responsibility: Village

Additional Recommendations

Item 11: Loading Zones

Discussion: There are several locations around downtown where spaces are striped out for loading zones. In other cases, delivery trucks may be forced to double park or otherwise create congestion trying to navigate into loading areas.

Recommendation: Consider the possibility of creating truck delivery areas that would be restricted to delivery vehicles during certain periods of the day (until 11:00 am). Spaces striped and signed so that after this period normal vehicles permitted to park.

Benefit: Provides designated loading zones where may be needed while still allowing normal parking during peak period of day.

Costs: Negligible. Cost of restriping and signs

Action Time: 6 – 12 Months

Responsibility: Village

Item 12: Train Passenger Drop Off

Discussion: It was related that commuters being dropped off will sometimes park in Lot B and sit in vehicle while waiting for train. This can prevent commuters with parking permits for this lot with being able to park their car and make their train.

Recommendation: Set spaces outside Lot B as no parking until 8:00 am and set aside for “kiss-and-ride”. This would help accommodate commuters and still leave the two-hour spaces available for later in the day when needed.

Benefit: Provides designated passenger drop off area where may be needed while still allowing normal parking during peak period of day.

Costs: Negligible. Cost of signs

Action Time: 3 – 6 Months

Responsibility: Village

Item 13: Update Utilization Counts

Discussion: In order to analyze the effectiveness of various initiatives and to provide the Village administration with up-to-date information, conducting annual occupancy counts of the on-street and off-street parking would help to insure that the most efficient use of the parking is being maintained.

Recommendation: The Village should conduct annual occupancy counts of on-street and off-street parking on a typical weekday to quantify periodic utilization of the downtown parking.

Benefit: Provides current utilization statistics which would permit the Village to determine if more aggressive oversell rates would be appropriate for various lots or where additional parking in private lots could be available and negotiated for use.

Costs: Depending on hours and number of staff employed

Action Time: 12 Months

Responsibility: Village

TRANSPORTATION AND PARKING COMMISSION (DRAFT) MEETING MINUTES

FEBRUARY 8, 2012

3. File # 06-12 Short-Term Parking Revisions - Additional Accessible Spaces. **Mr. Fera** explained that this was one of many revisions from the downtown parking division coming before this commission for the future. This revision is required in consideration of the ADA requirements within the village's parking lots.

Mr. Schiller questioned the number of spaces in Lot B, stating that more than enough handicap spaces were being provided than required. He suggested that staff evaluate if, in fact, the nine spaces were being use regularly by handicap commuters/shoppers. **Mr. Fera** stated that about half of the spaces were being used regularly and that he did not recall seeing all nine spaces used. He reminded the commissioners, however, that the nine spaces were inserted to compensate for Lot D which had no handicaps spaces for many years. Staff offered to remove some spaces and be flexible. Dialog was raised that Lot B near the train station did not have enough handicap spaces and if the proposal before the commissioners supplemented that. **Mr. Stuebner** suggested keeping the nine spaces where proposed until the on-street accessible spaces were installed.

As to whether there were any proximity requirements to locate handicap spaces on the street, **Mr. Fera** stated there were none but that you wanted to locate the spaces in locations where they were completely accessible and usually those were at the ends of a block. Further details followed regarding the balancing of spaces that would have to take place. Regarding a time constraint for the proposal, **Mr. Fera** stated staff was trying to meet the recommendations of the Downtown parking study and completing the spaces by this year. **Mr. Fera** reviewed some of the other recommendations coming out of the Downtown parking study.

No public comments received.

MR. SCHILLER MADE A MOTION TO APPROVE STAFF'S RECOMMENDATIONS AND KEEP LOT B WITH THE EXISTING NINE (9) ACCESSIBLE SPACES UNTIL THE ON-STREET ACCESSIBLE SPACES WERE INSTALLED IN THE FUTURE.

SECONDED BY MR. SARICKS.

Questions followed whether additional parking had to be made to Lot C, wherein **Mr. Fera** explained that Lot C had to meet its own handicap requirements separately, just as the other lots. As explained by Mr. Saricks, this was a temporary measure.

ROLL CALL:

**AYE: MS. VLCEK, MR. SCHILLER, MR. STUEBNER, MR. SARICKS, MR. CRONIN,
MS. VAN ANNE, MS. AUGZINO**

NAY: NONE

MOTION CARRIED BY VOICE VOTE: 7-0

4. File #07-12 Short-Term Parking Revisions - Free Parking after 11:00 a.m. Mr. Fera summarized that one of the other findings from the Downtown parking study was that many of the permit parking lots filled up earlier in the day than originally thought, with the lots being filled by approximately 9:00 a.m. to 9:30 a.m. In order to make the spaces available for shoppers, staff's thought was to open up the free spaces at 11:00 a.m., thereby giving enough time for the police to enforce the regular commuter parking first. Parking signage would be changed accordingly.

Asked if the change would reduce the enforcement burden on the police department because they would not have to be monitoring the spaces as late as 12:00 p.m., Officer Sembach indicated that it meant the department would have enforce the non-permit lots sooner, which he said he would do his best. Asked if the change meant a decrease in fines, he stated that he had not reviewed what time tickets were issued. It could have an impact he was not sure. A suggested revision was to have the downtown parking lots be free parking after 11:00 a.m.

MS. VAN ANNE MADE A MOTION TO APPROVE STAFF'S RECOMMENDATIONS OF HAVING FREE PARKING IN THE DOWNTOWN PARKING LOTS AFTER 11:00 A.M.

SECONDED BY MR. SCHILLER.

MOTION CARRIED BY VOICE VOTE OF 6-1 (NAY: MS. VLCEK)

Ms. Vlcek said she voted Nay because the one hour change was not significant enough and she had concerns about the added costs for signage and police enforcement.