

GENESEE TRANSPORTATION COUNCIL

RESOLUTION

Resolution 17-3 *Accepting the Monroe Avenue Parking and Mobility Improvement Study as evidence of completion of UPWP Task 6361*

WHEREAS,

1. The *FY 2016-2017 Unified Planning Work Program* includes Task 6361, City of Rochester Monroe Avenue Parking Study, for the purpose of evaluating parking deficiencies and developing recommendations to mitigate or alleviate these deficiencies in the Monroe Avenue corridor from the Inner Loop to the eastern city line;
2. Said Task included an inventory and assessment of existing on- and off-street parking conditions, including parking space demand, use, regulation, management, and enforcement; a needs and opportunities assessment; capital improvement, service and program, as well as policy and planning recommendations; and associated implementation actions;
3. Said Task has been completed and has resulted in the *Monroe Avenue Parking and Mobility Study*, which identifies specific actions to improve multi-modal circulation, accessibility, parking, wayfinding, safety, and aesthetics within the study area; and
4. Said Study has been reviewed by GTC staff and member agencies through the GTC committee process and has been found to be consistent with the goals, objectives, and recommendations of the Long Range Transportation Plan.

NOW, THEREFORE, BE IT RESOLVED

1. That the Genesee Transportation Council hereby accepts the *Monroe Avenue Parking and Mobility Study* as evidence of completion of UPWP Task 6361; and
2. That this resolution takes effect immediately.

CERTIFICATION

The undersigned duly qualified Secretary of the Genesee Transportation Council certifies that the foregoing is a true and correct copy of a resolution adopted at a legally convened meeting of the Genesee Transportation Council held on March 9, 2017.

Date _____

KEVIN C. BUSH, Secretary
Genesee Transportation Council

EXECUTIVE SUMMARY

The Monroe Avenue Parking and Mobility Study was initiated to provide a comprehensive assessment of existing parking and mobility conditions along the Monroe Avenue corridor from the former Inner Loop to Culver Road in the City of Rochester in order to improve and enhance the overall mobility options, parking availability, walkability and transportation choices available to the public within the study area. The impetus for the study related to concerns expressed by local residents, business owners, and visitors of the corridor over the last several years. These stakeholder concerns focused on a number of parking and mobility issues, including the perceived lack of available parking supply, current parking enforcement practices and the competition between area residents and business patrons for on-street parking spaces. The City of Rochester determined that a comprehensive analysis was necessary to identify the origin of those concerns and whether they were caused by a shortage of parking and mobility options or were the result of other factors. Financial assistance for the preparation of this report was provided by the Federal Highway Administration and Federal Transit Administration through the Genesee Transportation Council (GTC) as a part of the Unified Planning Work Program (UPWP).



This study provides a comprehensive assessment of existing parking and mobility conditions, guided by extensive outreach to the public and stakeholders. It also includes an inventory of parking and mobility conditions, assessment of current/future parking demand, assessment of needs and opportunities, recommendations for improving parking and mobility conditions, and an implementation action plan.

Public and Stakeholder Engagement

To more clearly define the concerns expressed by the community and to guide the study's recommendations and implementation action plan, a thorough online/print survey was developed. The survey resulted in more than 400 responses and included insight into the modes, experiences, concerns, and suggestions for improvements for both vehicular and alternative modes of transportation. Key findings from the public survey included:

- Most visitors to the corridor are coming for dining, bars/entertainment and shopping.
- Vehicular trips account for the highest mode of travel, followed by walking and cycling.
- A majority of respondents are in favor of shared-use parking throughout the corridor.
- Metered/Pay stations was the least desirable solution.
- Location, personal safety and convenience were the top three answers with regards to where the survey respondents decided to park.
- Meigs Street to Interstate 490 is an area with the highest difficulty in finding a parking spot.

As part of this study a Project Advisory Committee (PAC) was formed and included members of several public agencies and non-governmental organizations to participate and provide input and guidance throughout the Study. PAC representatives included several departments from the City of Rochester, Genesee Transportation Council, Rochester Regional Transportation Authority, Monroe County Department of Transportation, New York State Department of Transportation, Upper Monroe Neighborhood Association, Monroe Village Taskforce and Monroe Avenue Merchants Association.

Stakeholders identified by the City and the PAC were also interviewed to provide greater insight into the needs and opportunities within the corridor and supplement the survey results. Feedback from these stakeholders included four key elements: enforcement, parking supply and utilization, maintenance of parking and mobility infrastructure, and signage. Key themes from stakeholders included: lack of parking turnover in front of commercial businesses, shortage of parking enforcement and unclear signage within the study area.

In addition to the public survey, two public outreach sessions and two public meetings were held during the study process to present data/findings and gather feedback and input. The first public outreach session was held with the Monroe Avenue Merchants Association and the second session was held during the Spokes & Ink Bike and Poster Festival. These sessions



provided input on future public engagement opportunities, allowed for stakeholder input on the existing conditions analysis, and solicited feedback on issues, concerns and solutions affecting parking and mobility within the corridor. The two public meetings, one held at the Monroe Square Trillium Health Facility on Monroe Avenue and the other at the Park Avenue Festival, provided additional opportunities for stakeholders to learn about the study's findings and weigh in on its recommendations and implementation action plan.

The second public meeting offered members of the community the opportunity to vote on potential study recommendations. Examples of these recommendations included; shift to a customer friendly approach for parking fines (incremental parking fines), define on-street spaces with "tick" pavement markings and review/expand transit frequency throughout the corridor.

Parking and Mobility Inventory

To provide a foundation of information needed for a comprehensive analysis of parking and mobility, an inventory was conducted that included a review of past planning studies, existing land use and development patterns, City Zoning Code parking requirements, and documentation of vehicular, transit, and bicycle/pedestrian conditions. Documented vehicular conditions included parking supply, ownership, rates, regulatory signage, destination and wayfinding signage, road markings, traffic circulation/volumes, road geometry, and parking enforcement. Documented transit conditions included the available services, routes, and stops. Documented bicycle/pedestrian conditions included bicycle routes/markings, bicycle parking, and the condition and availability of crosswalks and sidewalks. The assessment of the parking

and mobility inventory is presented in the needs and opportunities assessment section. Inconsistent/confusing on-street regulatory signage and unbalanced parking supply and demand were two examples that resulted from the inventory phase.

Study Area

A project study area was established and extended from the former Inner Loop on the north-west to Culver Road on the south-east, and approximately 500 feet on either side of Monroe Avenue. This 500-foot offset was based on input from City of Rochester’s Bureau of Planning and Zonings and precedents from similar corridor parking/mobility studies. Four sub-areas within the study were noted and reviewed in greater detail with regards to parking and mobility. These sub-areas included the Marshall Street, South Goodman Street, Canterbury Road and Belmont Street intersections.



Parking Supply and Demand

Parking supply within the study area was documented for location, capacity, and regulation through information collected during field visits and through geographic information system data. (See parking supply and ownership table below). Parking demand (utilization) was also observed to document and analyze hourly and daily trends. Several time periods of the day and days of the week were chosen to provide comparable data. Counting times were chosen for two periods during the weekday daytime, weekday evening time, weekend daytime, and weekend evening time.

Parking Supply + Ownership								
	Parking Spaces		Publicly Available		City-Owned		Private & Non-Profit	
On-Street	1,591	27%	1,591	100%	1,591	100%	-	0%
Off-Street	4,402	73%	3,293	75%	179	4%	4,223	96%
<i>Total</i>	5,993	100%	4,884	81%	1,770	30%	4,223	70%

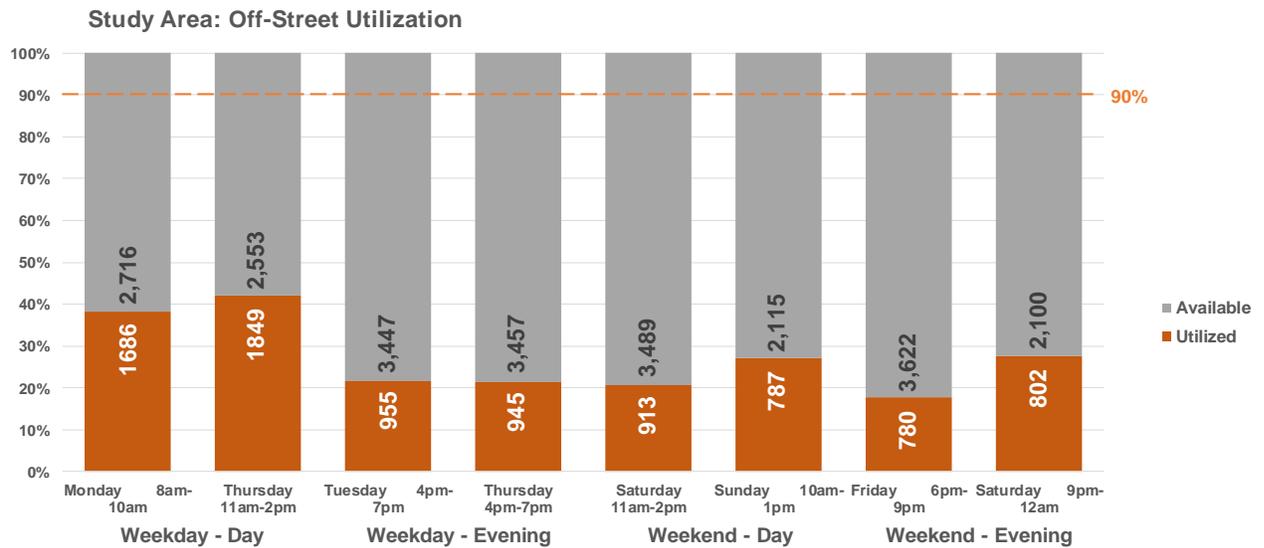
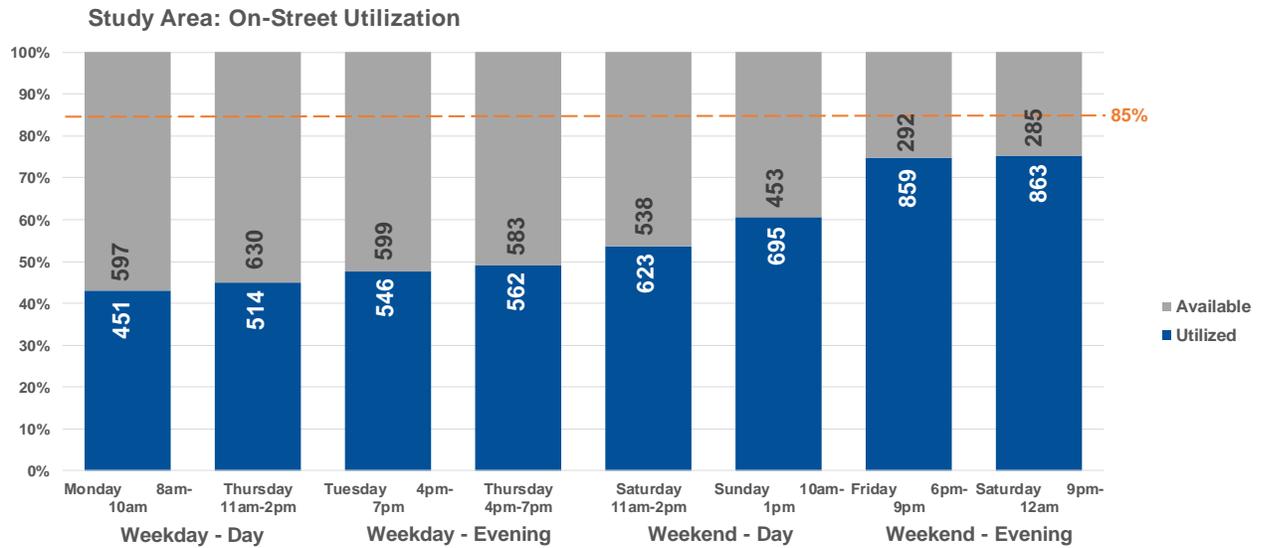
The analysis of parking utilization counts included several different levels of assessment, from the macro scale at the study area level to the micro scale at the street-by-street level. To assess if utilization was too high, a utilization threshold of 85% for on-street parking and 90% for off-street parking was used. Key observations include:

- Study area:** Overall, on-street parking is lowest during the weekday day time, and highest during the weekend evening time. Both on-street weekend evening counting periods reached 75% utilization. Off-street utilization is highest during the weekday daytime, but was observed far below the threshold of 90% utilization.
- Subareas:** Four subareas were defined that represent 5-minute walking distances from major intersections with clustered development. Similar to the evaluation at the study area level, all four subareas showed on-street utilization highest during the weekend evening counting periods. The highest on-street utilization occurred within the South Goodman Street and Monroe Avenue Subarea during both weekend evening counting periods, at just above 80%. The highest off-street utilization occurred within the Canterbury Road and Monroe Avenue Subarea, as indicated in red on the heat map below. Six out of the eight counting periods showed observed utilization above 40%. However, all subareas across all counting periods showed utilization significantly below the threshold of 90%.



- Street-by-street:** When examined at the study area and subarea levels, parking utilization never exceeded the thresholds of 85% (on-street) or 90% (off-street) utilization. However, observed data showed that across counting periods some roads and off-street parking lots exceeded their respective thresholds. The highest utilization for on-street parking was during the weekend evening counting periods. Several streets throughout the study area showed utilization above 85% and some streets over capacity (illegally parked vehicles). However, these streets and areas had available parking within a 1-3 block walk.

The following two graphs illustrate on-street and off-street utilization profiles created to evaluate parking demand.



The parking supply and demand analysis also included a future parking analysis. The analysis was completed to determine the extent to which the study area could accommodate potential future infill development. The analysis utilized existing zoning guidelines and the evaluation for infill development potential in order to create a series of concepts. The concepts show that through careful planning and development, additional development and parking facilities could be accommodated within the corridor. This parking represents an additional 350+/- off-street

parking spaces to support the infill development. See below for an example of infill development sketch in the Marshall Street subarea.



Needs and Opportunities Assessment

Utilizing information from the parking and mobility inventory and the parking supply and demand analysis, a needs and opportunities assessment was completed to identify the internal and external factors impacting parking and mobility. This assessment, in part, was used as the basis for developing a series of recommendations. A SWOT (Strength, Weaknesses, Opportunities, Threats) analysis was completed that utilized information from the public and stakeholders, previous planning studies, data collected during the parking and mobility inventory, and results from the parking supply and demand analysis.

Based on the SWOT analysis, a series of assessments provided a concise framework for the development of recommendations needed to improve parking and mobility and encourage the use of alternative transportation. The following assessments represent the key internal and external factors affecting parking and mobility within the study area.

1. On-street regulatory signage is confusing, inconsistent, and incomplete
2. Destination/Wayfinding signage is needed to direct and inform drivers
3. ADA accessibility is insufficient
4. Street geometries and markings are excessive or worn
5. Parking enforcement is unbalanced
6. Transit stop amenities can be expanded

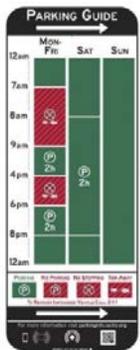
7. Bicycle facility availability is unbalanced with vehicular facilities
8. Parking supply and demand is unbalanced
9. Wadsworth Square parking lot is underutilized
10. Parking turnover is inhibiting visitors and patrons
11. Mixed perceptions on City Zoning Code parking requirements and their impact on business expansion / new development

Parking and Mobility Recommendations & Implementation Action Plan

Through careful data collection, analysis, public input, and stakeholder feedback, a series of comprehensive recommendations that seek to address the concerns noted by the public and the findings of the study were developed. The recommendations are grouped by management of existing facilities, demand, and capacity, as follows:

Existing Facilities Management

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|------------|---|
| Short-term | <ol style="list-style-type: none"> 1. Reduce variety of time limit and time span regulations so drivers can quickly understand regulatory signage. 2. Install additional signage to cover areas with missing or incomplete signage so drivers can readily see parking requirements. An example of simplified on-street signage from the City of Los Angeles can be viewed to the left. 3. Install wayfinding and destination signs for public parking facilities to direct vehicles to these facilities and provide or clarify applicable regulations and restrictions. 4. Update the City's parking website to include public parking facilities within the study area. 5. Shift parking enforcement to a customer-friendly approach. |
| Mid-term | <ol style="list-style-type: none"> 6. Streamline alternating parking regulations to be more user friendly. 7. Install parking technology in high demand commercial- retail areas. 8. Create a neighborhood parking benefit district to reinvest meter and enforcement funds. |
| Long-term | <ol style="list-style-type: none"> 9. Expand parking technology. |



Demand Management

- | | |
|------------|---|
| Short-term | <ol style="list-style-type: none"> 10. Improve transit users' experience and comfort through added amenities at each transit stop. 11. Improve pedestrian access, safety, and experience that promotes walking and encourages users to seek parking beyond adjacent facilities. 12. Expand bicycle facilities to accommodate current users and encourage future users. |
| Mid-term | <ol style="list-style-type: none"> 13. Expand transit service routes and access to accommodate current users and encourage more transit trips. 14. Evaluate the impact and effectiveness of the county-wide Bus Stop Optimization effort on the Monroe Avenue Corridor. 15. Add a neighborhood shuttle service. |
| Long-term | <ol style="list-style-type: none"> 16. Expand High-Capacity Transit (HTC) options as demand increases. |

Capacity Management

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|------------|---|
| Short-term | 17. Continue parking utilization counts to track progress and fluctuations. |
| | 18. Expand on-street parking access for mobility impaired users. |
| | 19. Facilitate the creation of shared-parking lots. |
| | 20. Expand availability of public off-street parking. |
| Mid-term | 21. Adjust travel lane geometry and remove unnecessary lanes (where feasible). |
| | 22. Evaluate parking-related requirements and restrictions within the City Code. |
| | 23. Explore acquisition of private lots for the conversion to public lots. |
| Long-term | 24. Convert existing parking lots to structured or stacked parking. |

As the study indicates, the implementation of these recommendations would best be accomplished through a coordinated effort, spearheaded by the City of Rochester in cooperation with other public agency stakeholders. As a first step in implementing these recommendations, a committee should be created to be responsible for coordinating implementation activities and evaluating the effectiveness of the short, mid and long-term strategies. The action plan provides timeframes and responsible party/technical resources for each recommendation. Immediate action items include the following; install way finding signs and destination signs at public parking facilities, continue to add bicycle amenities (additional lanes, sharrows, bicycle parking and bicycle shelters) along the corridor and change/modify and install new on-street signage.

In conclusion, the study encompasses a series of implementable recommendations and strategies developed to improve the quality of parking and mobility facilities for area residents, businesses and visitors while encouraging the use of alternative transportation. These recommendations, when implemented, will help alleviate the parking and mobility pressures felt within the corridor while embracing Monroe Avenues highly desirable, vibrant and eclectic sense of place.