



TAMPA
DOWNTOWN PARTNERSHIP

DOWNTOWN TAMPA **PARKING STUDY AND PLAN**

UPDATED SPRING 2020



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INTRODUCTION

An overview of the study and summary of key findings and recommendations.



▶ *PHOTO CAPTION* photo caption photo caption

INTRODUCTION

The Tampa Downtown Partnership, working with Strategic Property Partners, LLC, led this comprehensive study of parking in downtown Tampa during most of 2018, with updates made based on additional data collected in late 2019. The Downtown Tampa Parking Study is the first comprehensive analysis of parking in greater downtown, and is occurring at a time of unprecedented development for Tampa's urban core. In the last decade, major changes in downtown have greatly changed its overall parking profile: the addition of major residential projects in the central business district has brought a nighttime population; the addition of new hotels has increased the number of visitors to downtown; and major special events are an increasingly common occurrence with use of the Amalie Arena and the completion of the Tampa Riverwalk.

2018 and 2019 were continued years of major changes: vertical construction began on the Water Street Tampa development, the opening of Julian Lane Park greatly increased the number of special events held downtown, and the passage of the All For Transportation sales tax and subsequent delays to its implementation pointed to a future of expanded promise for multimodal transportation in the city—and the importance of securing reliable funding sources for it. Looking to the future, the development of Water Street Tampa will add significant daytime and nighttime population to downtown and increase travel demand further, and the introduction of a micro-mobility pilot program in 2019 brought another travel option to meet demand for short trips in the urban core. .

This study was commissioned to assess the impact of these changes and to provide a comprehensive inventory of downtown's parking supply and use. It considered these relative to expected levels of parking demand based on current and future development, and it offers strategic recommendations for management and adding to parking supply. The study is not narrowly focused on providing additional parking, but views parking as a resource to manage and leverage with the larger downtown transportation system.

DOWNTOWN PARKING AT A GLANCE

24,000
spaces covered in
the study

8,000
of these spaces
managed by the
City of Tampa

6,000
spaces are available
at downtown's
busiest time
surveyed

WHAT DID THE STUDY INCLUDE?

The study collected and analyzed parking information for an area bounded by Hillsborough River on the west, Garrison Channel on the south, Meridian Drive on the east, and I-275 on the north. This includes Tampa's historic central business district and several major center city attractions, such as the Straz Center for the Performing Arts, Amalie Arena, and Curtis Hixon Park. It reviewed a large sample of available parking within this district, both publicly (City of Tampa) owned and operated as well as parking operated by private companies and/or directly serving private buildings.

The study counted parking to represent three different types of typical day in downtown: a typical weekday with no special events, a weekday with a small number of minor events, and a Saturday with several public events occurring simultaneously in the evening. Additional counts performed in late 2019 added to these dates as well.

PARKING DEMAND AND HOW IT IS MET: WHAT DID THE STUDY FIND?

As one of the Tampa Bay region's primary employment centers, a major share of downtown Tampa's parking demand has historically come from workers commuting to jobs. This employment population has been expanding in recent years with an office market shift back to downtown and the addition of major institutional facilities such as USF Health. However, downtown Tampa has also emerged in the last two decades as a residential neighborhood and a major events center—the Straz Center for the Performing Arts is one of the nation's premier multi-venue performing arts complexes, the 16,000-seat Amalie Arena hosts hundreds of sports events and concerts per year, and the Curtis Hixon and Julian Lane Parks and the award-winning Tampa Riverwalk bring festivals and events throughout the year. What was a 9-to-5 downtown only a generation ago has evolved into a dynamic urban center with many diverse attractions.

As a result, **parking demand downtown is far more diverse than it used to be**, and the supply of parking downtown is expected to serve a greater number of uses in a given day. However, many of these new purposes and facilities have not added parking supply. The balance of daytime employment and evening special-event uses suggests a scenario in which these can share a fixed supply of parking, although as special events increase in number and downtown continues to attract jobs and residents, this balance is becoming more challenging to meet. In addition, continued land development downtown is removing existing parking supply. Even though major portions of this supply are expected to be replaced with new parking facilities built with development, reduction in supply coupled with an increase in demand points to a potential future where downtown parking needs cannot easily be met.

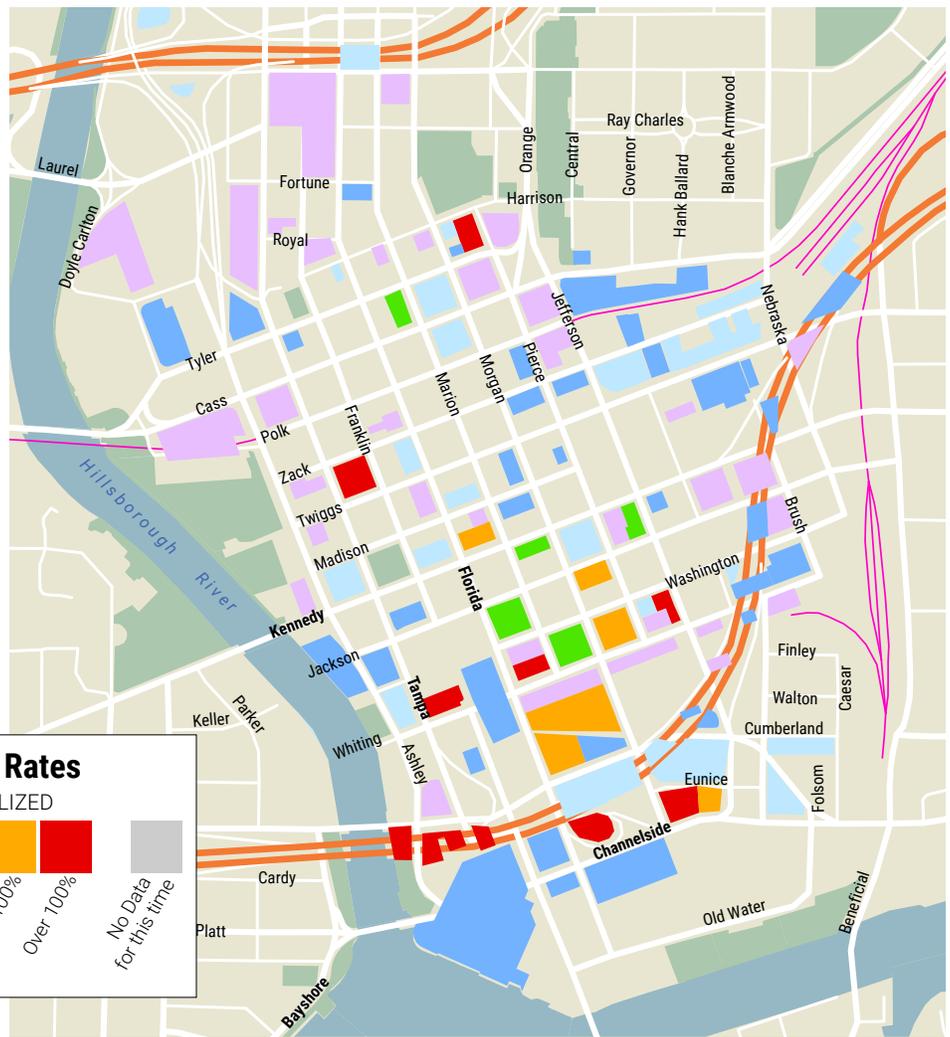
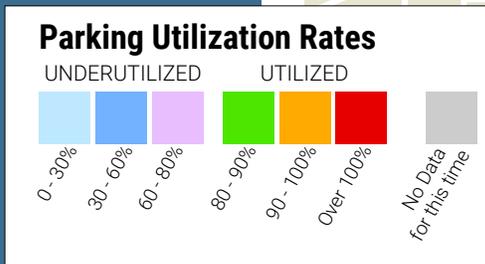
However, there are other factors that underlie this general increase in demand for parking, and they point to the ways in which downtown parking is managed and made available:

- **The market for downtown parking**—or the means in which downtown parking customers access spaces and meet their parking needs— **remains highly focused on monthly permits**. Even though many parking facilities strive to use a single space as much as possible and not simply accommodate daytime customers, there is a diversity of parking demand throughout the day that a strong focus on monthly parking impedes.
- **This market is manipulated by a difference in price**, especially between facilities owned and operated by the City of Tampa and those operated by private companies. This drives customers to a strong preference for City facilities that are already heavily subscribed, even though there is available parking in other parts of downtown.

text continues on page 7

PARKING UTILIZATION

At the busiest times on weekdays, certain parking facilities are heavily used while others nearby have ample unused space. However, unused space does not mean that parking is available—and this contributes to a perceived shortage of parking downtown.



ACCESS TO PARKING

Downtown's parking market continues to show a strong preference for monthly parking access, which leads customers (especially businesses and other organizations) to hold large quantities of parking spaces even if they are not being used regularly.

Public Garage/Lot	Total Spaces	How Many are Available for Monthly Permits?	How Many are Available for Transient Customers?
Ft. Brooke Garage	2523	1967	556
South Regional Garage	1140	350	790
Twiggs Garage	890	400	490
W.F. Poe Garage	932	782	150
Regional/Royal Lot	315	315	Remaining spaces (after monthly customers)
Scott Street Lot	309	309	
Selmon Expressway II Lot	168	168	
Selmon Expressway Union Station Lot	58	58	Open to monthly permit holders only
Interstate Lot	200	200	
Whiting Garage	503	503	

- **The City’s less expensive facilities have long wait lists for a monthly permit subscription**, and there is no incentive for parking customers not to join and remain on these wait lists. This keeps new customers in the market—such as new businesses or commercial tenants—from being able to access desirable parking if it is not already provided in their building or facility.
- **Neither the City of Tampa nor the private owners or operators who account for most of the parking supply are currently showing interest in building new parking.** Private development may add parking into the future, but this is expected to serve that development and not allow significant expansion of the supply that can serve a broader public market.
- **The general public concern over access to parking has led customers in the market to purchase more than they may need.** In addition, the City is currently not overselling any of its facilities to a significant degree, meaning that permit-based access to parking that is not used on a regular basis simply sits empty.

HOW SHOULD TAMPA ADDRESS THESE FINDINGS?

The study recommends a structured approach to management that involves three major downtown partners in parking and mobility: the City of Tampa as the single-largest owner-operator of parking and the governing authority that sets policy and regulations; the Tampa Downtown Partnership as the business improvement district with a mission to improve economic development opportunities and promote downtown as a destination; and the private operators who manage and control the balance (nearly two-thirds) of downtown’s parking.

Each one of these players in downtown parking plays a key role, and the study’s implementation plan treats each one of these roles as a major phase

of transforming how parking works in downtown Tampa. These are detailed below and in the diagram on the following page.

Phase 1: Tampa Downtown Partnership takes an early lead to gather information and help to build a business case for making these adjustments to parking management. It draws on its membership to build political support for the City making changes that allow more nimble, strategic policy-making that responds to parking needs.

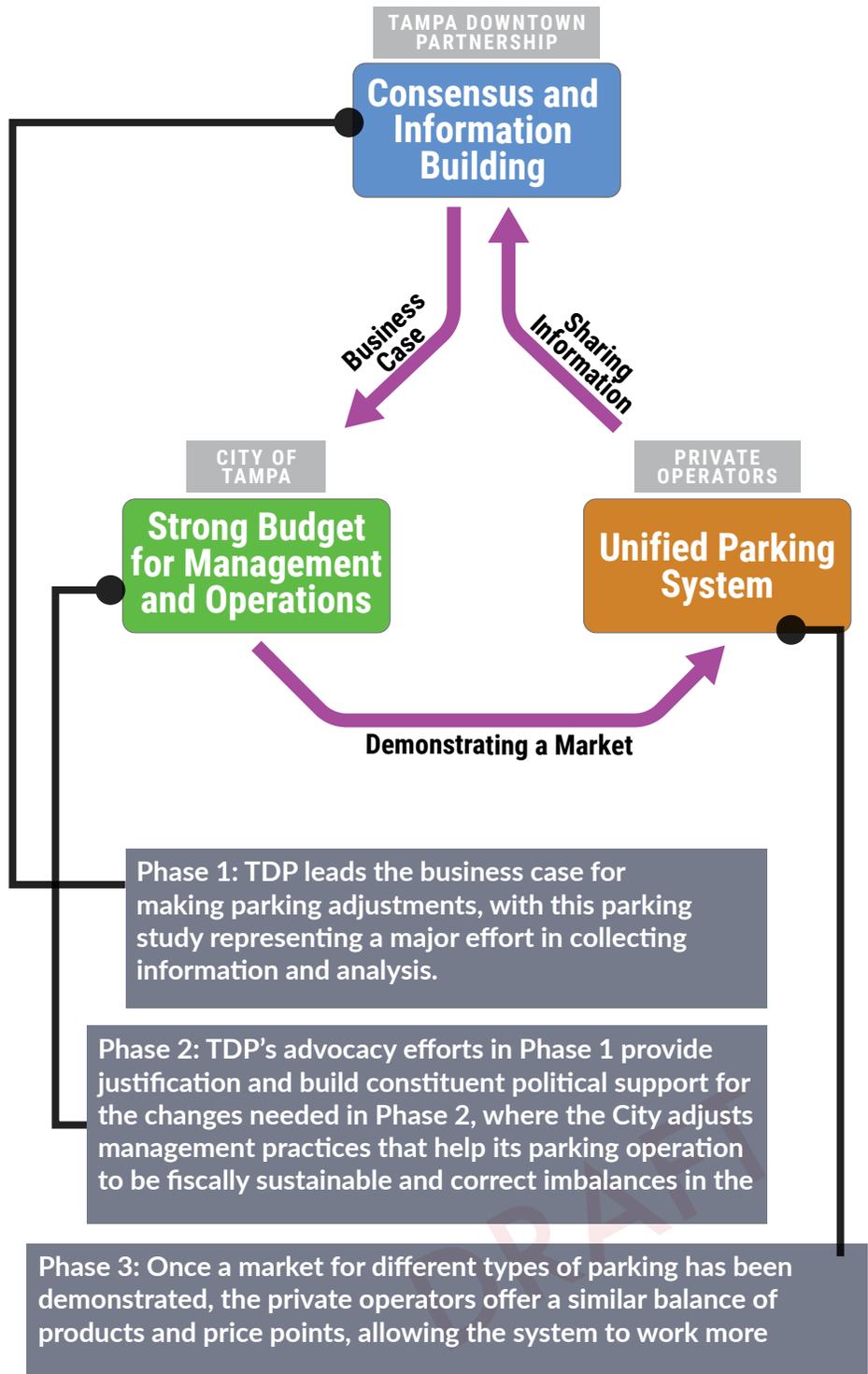
Phase 2: The City of Tampa responds to this advocacy by making key ordinance changes and adjusting pricing, regulations, and other management methods to correct imbalances in the pricing market and help to demonstrate that there is a market for a broader range of parking options. Key among these is:

- The City Council gives staff the administrative authority to adjust prices, regulations, enforcement hours and practices on spaces not encumbered by special agreements (such as in the South Regional Garage).
- Staff begins pilot programs based on these adjustments, using basic thresholds for when to use time limits, pricing, and other management techniques to ensure availability.
- Staff applies a management system to wait lists for City-owned parking facilities to help correct the market.
- Staff offers a greater range of parking products, keeping prices set for the primary patterns of use today but increasing prices at high-demand facilities for more premium products.

Phase 3: Private parking operators adjust their sales to this new market, allowing potentially more locations in underutilized lots and garages to serve downtown parking demand.

ADDRESSING DOWNTOWN'S PARKING CHALLENGES

The study makes several recommendations and organizes these around three major phases, each led by one of the major players of downtown parking.



PRIVATE ENTRANCE
PUBLIC PARKING



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PUBLIC P

STOP
DO NOT
NO
ENT

VALET ONLY



1

DOWNTOWN PARKING OVERVIEW

Downtown Tampa has multiple mobility options as well as demands on space. In total, there are approximately 24,000 parking spaces in the study area.

DOWNTOWN PARKING

The following sections describe inventory and levels of occupancy observed during this study. Downtown Tampa is typical of American cities with regard to parking inventory ownership and management: while public agencies (mostly the City of Tampa) such as own and administer on-street parking and a select set of off-street facilities, most privately-owned off-street facilities are managed by a small number of private companies, the largest of these being Tampa-based Seven One Seven. These private operators have built extensive knowledge of the parking system and relationships in the urban core, and they manage the vast majority of downtown’s available parking in addition to providing contracted management services for some public facilities.

Nonetheless, many of downtown’s parking facilities are privately owned, with Seven One Seven and other downtown managers providing services for their owners and not setting common rates or regulations. The relationship of public and private spaces and management roles has generally preserved a market cost for downtown parking, but has meant that any one single actor cannot easily affect other parking dynamics, such as areas of downtown with consistent but higher prices than others based on demand.

OWNERSHIP AND OPERATIONS

The study reviewed the entirety of downtown Tampa’s parking supply, a total of nearly 24,000 spaces including both public and private spaces located on streets and in lots and garages. Of this amount, approximately 8,000 spaces are owned

and managed by the City of Tampa, over one third of the total inventory.

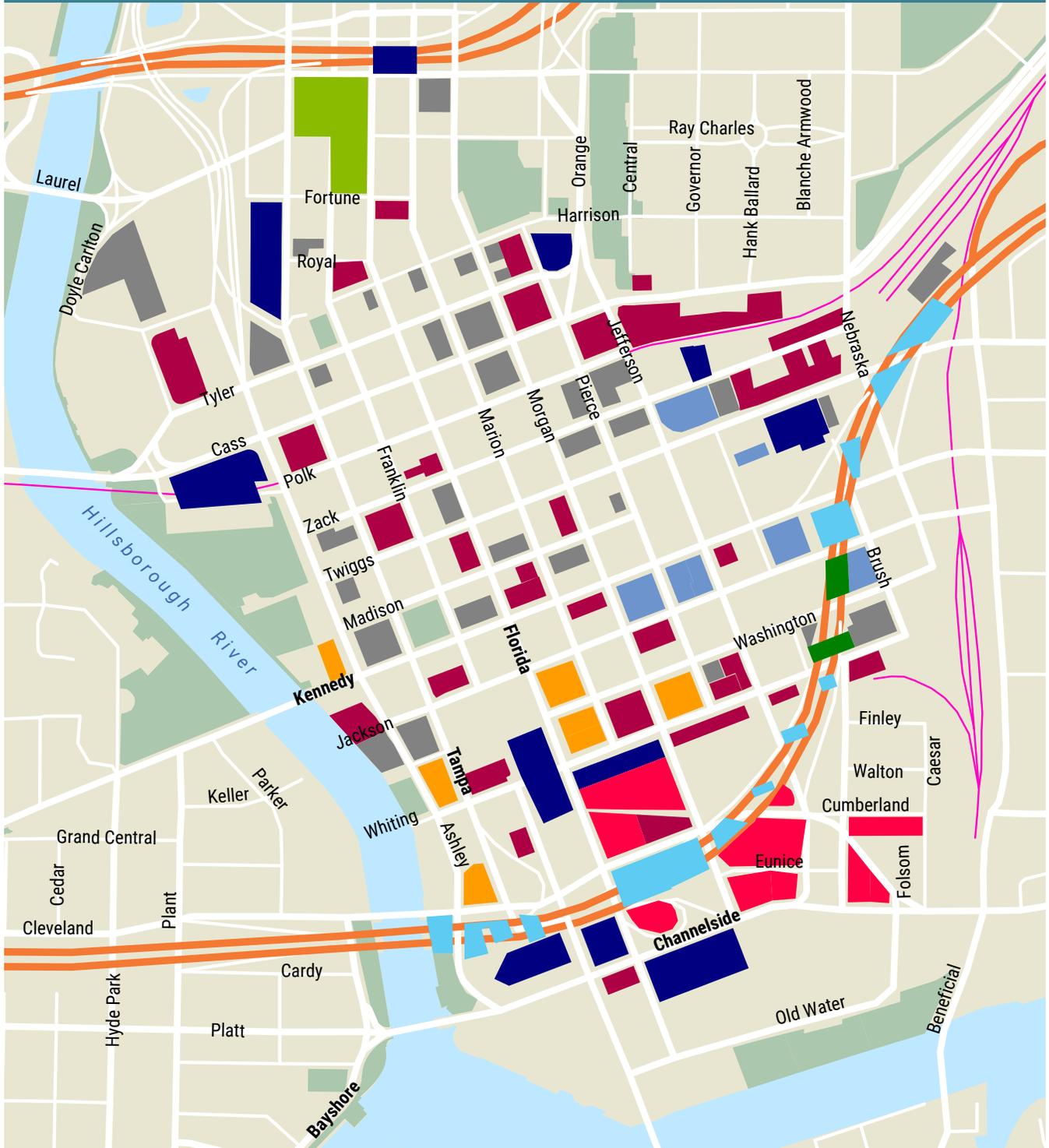
WHAT DRIVES PARKING DEMAND

As one of the Tampa Bay region’s primary employment centers, a major share of downtown Tampa’s parking demand has historically come from workers commuting to jobs. This employment population has been expanding in recent years with an office market shift back to downtown and the addition of major institutional facilities such as USF Health. However, downtown Tampa has also emerged in the last two decades as a residential neighborhood and a major events center—the Straz Center for the Performing Arts is one of the nation’s premier multi-venue performing arts centers, the 16,000-seat Amalie Arena hosts dozens of sports events and concerts per year, and the Curtis Hixon and Julian Lane Parks and the award-winning Tampa Riverwalk bring festivals and events throughout the year. What was a 9-to-5 downtown only a generation ago has evolved into a dynamic urban center with many diverse attractions.

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FIGURE 2.1 Off-Street Parking by Major Owner/Operator

Off-street parking supply accounts for over 90 percent of all downtown parking. While the City of Tampa operates around one-third of this, much of the City inventory is located in downtown's largest parking structures.



Public Owners/Operators

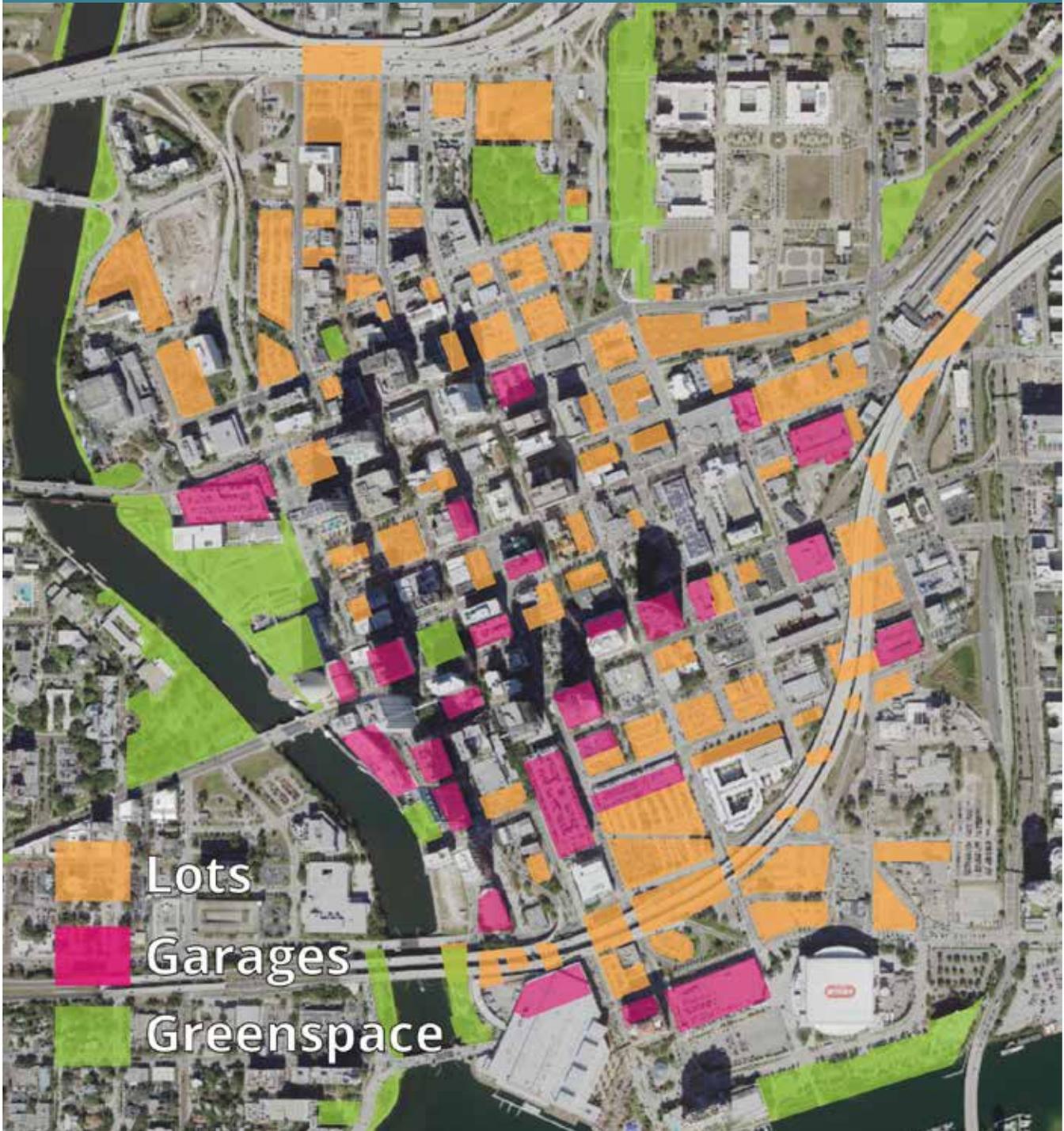
- City
- School Board
- THEA/City
- State
- County

Private Owners/Operators

- 717
- The Car Park
- SP+
- Other Private

FIGURE 2.2 Parking Relative to Downtown's Overall Area

When considering all of downtown's land area, parking accounts for nearly one-third of it: more than greenspace (which is only 13 percent) and nearly as much as right-of-way (which is around 37 percent).



How much space does downtown's parking take up? The tables and figures below put parking and its footprint into context. While it may seem like downtown faces a shortage, parking comes at a great opportunity cost to other resources and assets that could make downtown more vibrant.

Although parking has been added in downtown Tampa as a necessary component of the transportation system, it takes up significant space. This suggests that additional parking in downtown brings tradeoffs for what else downtown could be. In addition, the cost of adding more parking—especially structured parking—makes this a difficult proposition for either the City or private parking operators.

	Acres
Total Area of Downtown Tampa Parking Study	457.9
Total Area of Downtown Parcels	288.2
Total Area of Downtown Parcels not owned by THEA	273.2
Total Area of Surface Parking Lots	73.9
Total Area of Parking Garage Footprints, including garages that are part of buildings	27.9
Footprint of Surface Lots and Freestanding Garages	89.3
Greenspace Area (within or adjacent to study area)	35.8
Total Area of On-Street Spaces (1,361 total spaces)	5.5

The distinction here is that some of the Selmon Expressway's right-of-way is actually private parcels owned by THEA, not conventional right-of-way.

Some downtown garages are part of buildings and do not occupy land on their own. This only counts those that do.

Total Surface Parking Lots as Share of Downtown Property	25.6%
Total Surface Parking and Independent Garages as Share of Downtown Property	31.0%
Greenspace Area as a share of downtown property	12.4%
ROW as share of total area	37.1%
On-Street Parking as share of ROW	3.2%

Since many THEA parcels under the Selmon are used for surface parking, these are included as part of 'downtown property' in this case..

Twice as much land is used for parking downtown as for greenspace..

Nearly the same amount of land is used for parking as for all public right-of-way, which includes sidewalks, many utilities, and carries all modes of transportation. It also includes on-street parking, but only 3 percent of right-of-way is used for that.

The location of downtown's parking is also important to understanding use patterns. While most large facilities are in the core business district along Tampa Street and Florida Avenue, other large facilities lie further away from major destinations.

Although parking has been added in downtown Tampa as a necessary component of the transportation system, it takes up significant space. This suggests that additional parking in downtown brings tradeoffs for what else downtown could be. In addition, the cost of adding more parking—especially structured parking—makes this a difficult proposition for either the City or private parking operators.

Fort Brooke Garage

2,523 spaces for the public
1,967 for monthly permits
556 for transient use

Pam Iorio Parking Garage

1,140 spaces for the public
350 for monthly permits
Up to 790 for transient use

William F. Poe Garage

932 spaces for the public
782 for monthly permits
150 for transient use

Royal Regional Lot

315 spaces for the public
315 for monthly permits
What remains at a given time open for transient use



Twiggs Street Garage

890 spaces for the public
400 for monthly permits
490 for transient use

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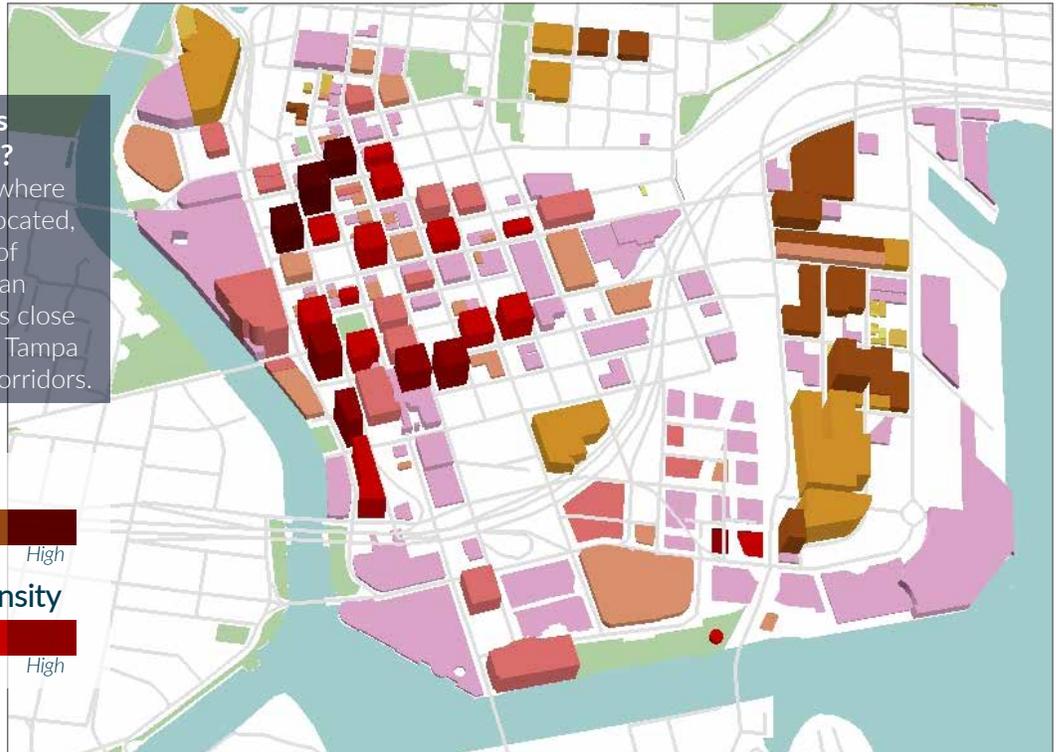
Where is downtown's density concentrated?

This diagram illustrates where downtown's density is located, measured by a number of square feet per acre on an entire block. Most of it is close to the river or along the Tampa Street/Florida Avenue corridors.

Residential Density



Non-Residential Density



Where is this density relative to parking supply?

The density diagram is shown here with parking supply superimposed, using the same style of illustrating parking by height as in the last graphic. Although the largest parking facilities are located near the greatest density, outlying facilities also offer considerable parking supply—although these are less convenient to many of downtown's destinations.







2

PARKING INVENTORY

Downtown's parking supply and regulations today.

PARKING INVENTORY

OVERVIEW

This study compiled an exhaustive inventory of parking spaces within the Downtown Tampa study area. This included both public spaces owned and operated by the City of Tampa and privately-owned spaces distributed among various property owners and operators; it also included both on-street and off-street parking in the area.

SPACES BY OWNERSHIP

The study area includes approximately 24,000 parking spaces, divided between on-street curbside spaces, off-street lots and off-street garages, and including both public and private parking facilities. Parking is far from uniform in who may access it and how it is regulated. In simple terms, one of every twelve spaces are located on street; two out of every five are accessible to the public, and one out of every four either has a time limit, a price that is not associated with a regular permit, or both.

However, when looking at the overall study area, parking is never more than 70 percent utilized on a typical weekday and never more than 60 percent utilized on a Saturday, even one with special events. Although downtown faces parking needs in key locations and the spaces in these locations are used in high rates, parking facilities representing approximately one third of all of downtown's spaces are never more than 50 percent full on typical days.

The following sections discuss specific characteristics of greater downtown Tampa's parking and transportation system. Although the

One-third of downtown Tampa's parking supply is owned and operated by the City of Tampa—an amount higher than many of Tampa's peers. However, over half of this City supply is reserved for monthly parking customers.

parking study has made recommendations tailored to more specific districts of its overall study area, it is important to understand the findings of the study at a broad level in order to understand why these recommendations are offered. In particular, the study has only identified limited locations where additional parking is needed in the short term, and the study's philosophy of exploring management opportunities before moving to costly construction of new parking is based in part on the multiple opportunities for making more efficient use of downtown's existing parking.

PRICE AND REGULATIONS

Table 2.1 on page 17 provides detail on the parking spaces in downtown Tampa's inventory. As is typical with American downtowns, the vast majority of parking is located in off-street lots and garages; in Tampa's case this is over 90 percent of the parking in the overall study area.

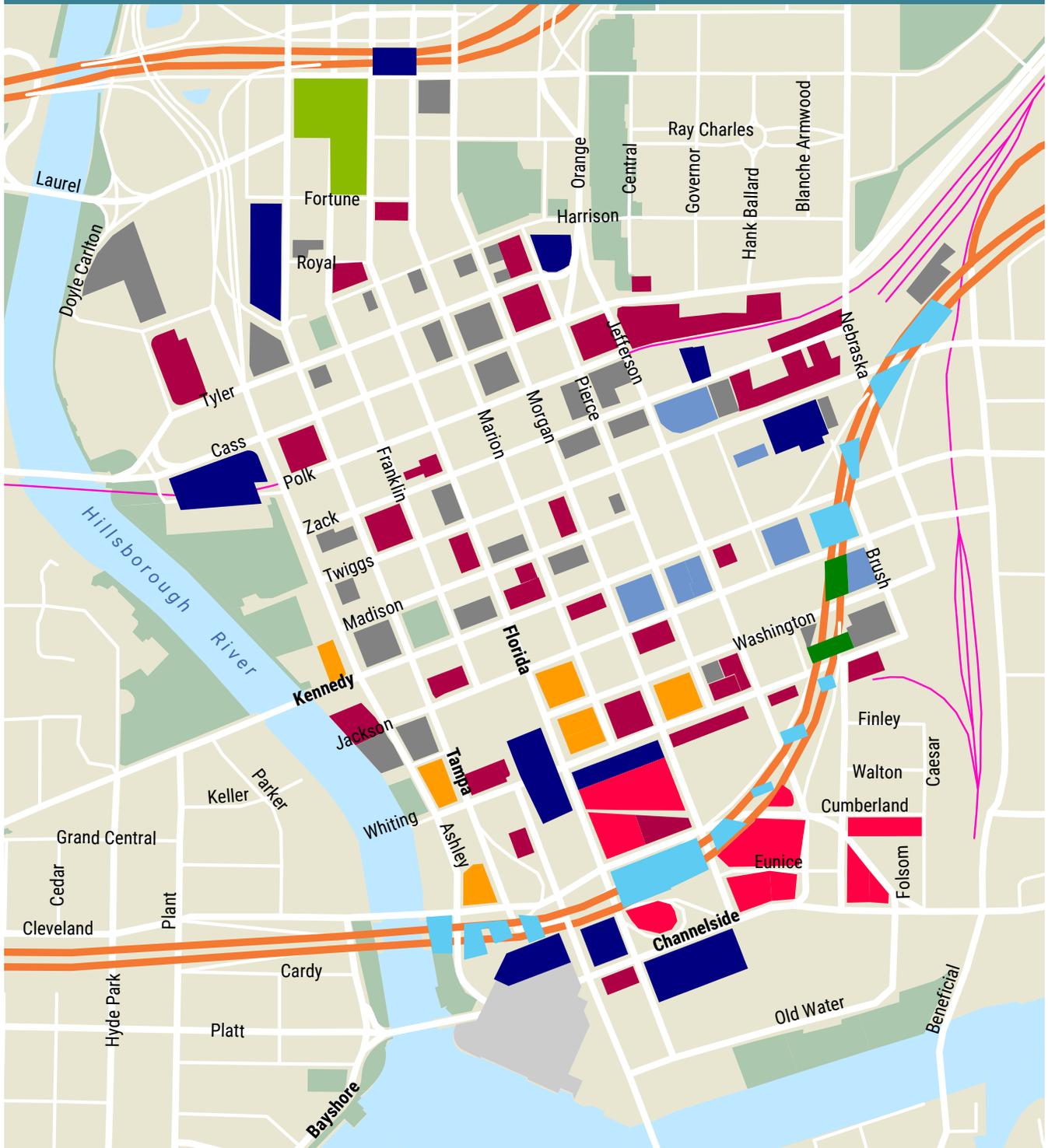
Within on-street parking, there are numerous specific types of regulations, many accounting for a small number of spaces. One notable factor in this is the very small number of free and unregulated spaces. While this is not unusual for downtowns, some portions of the study area appear to have little immediate demand for on-street parking (especially in the northeast, where many entire blocks are used for surface parking).

Off-street parking has similar differences in price, but in general all of the off-street inventory has a price of some sort, and prices are mostly in effect at all times, where all on-street parking has at least

text continues on page 23

FIGURE 2.1 Off-Street Parking by Major Owner/Operator

Off-street parking supply accounts for over 90 percent of all downtown parking. While the City of Tampa operates around one-third of this, much of the City inventory is located in downtown's largest parking structures.



Public Owners/Operators

- City
- School Board
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Private Owners/Operators

- 717
- The Car Park
- SP+
- Other Private

PARKING ACCESS AND REGULATIONS

Table 2.1 provides detail on downtown Tampa’s parking inventory by general access (whether on-street or off-street, private or public) and any regulations governing this parking.

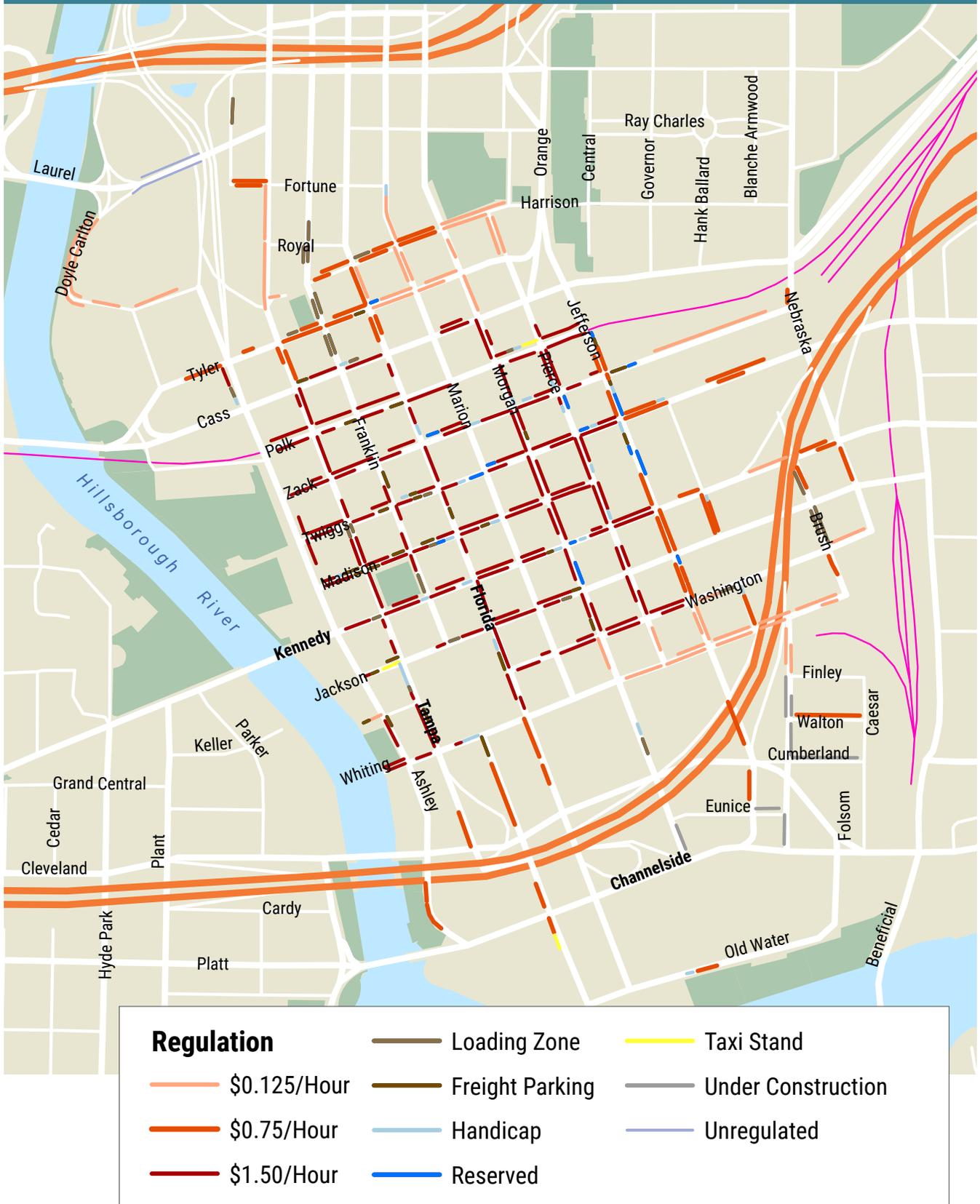
As is common in American downtowns, Tampa’s on-street parking spaces feature a broad variety of regulations, although the vast majority of these (nearly 1,400 spaces, or 85 percent) allow public parking for an hourly payment. Relatively few of these are reserved for full-time freight or loading spaces,

TABLE 2.1 Parking Inventory by Access and Regulations

Parking Facility Type	Number of Spaces	Percentage of Spaces
Total Spaces in the Study	23,965	100%
Off-Street	22,352	93% of total
Private Garage	7,759	35%
Private Lot	6,120	27%
Public Garage	7,258	32%
Public Lot	1,215	5%
On-Street	1,613	7% of total
\$1.50/hour - 2 hour max (Monday-Friday)	470	29%
\$1.50/hour - 2 hour max (Monday-Friday) changing to \$0.75/hour overnight and weekend	238	15%
\$1.50/hour 2 hour max, Freight Parking in AM	11	1%
\$0.75/hour Monday-Friday; no time limit	187	12%
\$0.75/hour Monday-Sunday; no time limit	164	10%
\$0.125/hour, 8am-6pm, Monday-Friday	182	11%
\$0.125/hour weekdays, \$0.75/hour weekends	112	7%
15 minute loading	49	3%
15 minute loading, \$0.75/hour weekends	18	1%
Free, 4 hour time limit	31	2%
Freight Parking	41	3%
Under Construction (unused for parking at time of study)	41	3%
Disabled parking	36	2%
Reserved	33	2%

FIGURE 2.2 On-Street Parking by Regulation

On-street spaces account for under 10 percent of downtown’s inventory, but represent a broad diversity in curbside use. Most spaces have metered pricing.





▶ **WATER STREET TAMPA** is expected to add a significant amount of new parking to Downtown Tampa's inventory.

some time periods where no pricing or regulation is in effect.

FORTHCOMING CHANGES

With the major changes for downtown that have occurred over the last several years, it follows that parking is likely to change as well. Based on discussions with stakeholders, many surface parking facilities that have served downtown customers are either now unavailable or soon to be unavailable as private development occurs.

The most notable example of this is Water Street Tampa master-planned development, which will add significant amounts of office, residential, hotel, and retail space in the southeast of the study area (and outside of it). Several blocks of land that are currently vacant and part of the Water Street project have recently served as surface parking lots, usually at a relatively low price for the downtown market. As engineering and construction begin on these blocks, the surface lots are being removed from the inventory. Similar shifts have been occurring at other parking lots through downtown with other infill projects being constructed on previous parking.

In many cases, such as Water Street, parking is being replaced, but it is generally being constructed to serve a particular building, land use, or set of land uses. There may be parking available to the general public, but these are no longer specific park-for-hire facilities that allowed any customers wishing to purchase access to use them. This factor was expressed as a key concern among stakeholders, especially commercial real estate representatives and property managers who have

been responsible for attracting and maintaining tenants in downtown Tampa's office market. Most of the office buildings in downtown Tampa do not include parking at the same leasable-space ratios as other office submarkets in the Tampa Bay region, and the commercial real estate community working with downtown properties have noted that meeting tenant demands for parking space often requires finding available parking in multiple locations.

OTHER MOBILITY OPTIONS

Recognizing that the conventional travel methods of driving/parking, public transit, and walking did not adequately serve a full range of downtown transportation demand, both HART and the Tampa Downtown Partnership have inaugurated circulator services in downtown to better connect a range of destinations. HART's Intowner shuttle service, operating on a fixed route, ceased operations in 2018, but the Downtowner on-demand microtransit service launched by TDP and now operated in a partnership with HART, has proven to be a popular means of downtown circulation. It is free to use and connects an expansive set of downtown locations, including Harbour Island, the Channel District, and the University of Tampa campus. However, its budget has limited the amount of vehicles that it keeps in service, and high demand has resulted in long wait times for service as operators cannot keep up with demands during peak times.

Downtown Tampa also includes numerous locations of the Coast station-based bikeshare program, operating in Tampa since 2015. In 2019, the City of Tampa began a one-year pilot program for electric scooters, selecting four vendors each allowed a

limited number of devices. This program has led to innovations even in just its one year: the City has worked with vendors to install pilot mobility hub locations to collect scooters between uses (similar to Coast bikeshare stations); the City has also set speed controls on scooter operations along the Tampa Riverwalk to ensure safety of pedestrians and other users.

These mobility options are important parts of the overall transportation system and the study considered them as key strategic resources in addressing parking challenges and needs. They are discussed in additional detail in the recommendations section of the report.

DRAFT





3

PARKING UTILIZATION

PARKING UTILIZATION

The major component of the study's data collection and analysis effort was a survey of parking occupancy, collected through field counts of major samples of downtown's parking inventory. **The Spring 2020 update of this report includes data collected in late 2019, allowing TDP to begin observing trends in numerous parking facilities.**

The study reviewed nearly all of downtown Tampa's parking supply, a total of nearly 24,000 spaces including both public and private spaces located on streets and in lots and garages. The only significant supply of parking not included was the private parking associated with downtown's residential buildings. Of the total amount surveyed in this study, approximately 8,000 spaces are owned and managed by the City of Tampa, over one third of the total inventory.

ON-STREET UTILIZATION

On-street spaces are highly utilized in general, with many of the blocks in downtown's core office and government districts regularly full during the study's data collection. This is typical for downtowns, but also points to a mix of land uses and destinations that drive parking demand—restaurants, retail and service businesses, and government and civic buildings. The area of activity extends well beyond the office core that represents the highly utilized areas for off-street parking.

Current regulations on street spaces do not apply north of Kennedy Boulevard in the evenings (after 6 PM), although pricing and time limits continue south of Kennedy. This appears to drive a heavy

use of street spaces in the evening, even when adjacent off-street lots and garages are not highly utilized. This is due largely to the lack of regulation and a relatively large supply of on-street spaces (around 700) north of Kennedy—customers choose a free space over one with a cost, especially when time limits do not restrict how long they spend there. One particular pattern of note is street parking north of the office core, especially around the major residential buildings between Zack and Cass Streets. Based on accounts from study stakeholders, these spaces are frequently used by overnight guests and even residents of these buildings who wish to avoid payment for parking or circulation through a large garage.

In addition to the change in regulations by hour, most downtown on-street spaces are actually priced lower than their off-street counterparts in City-owned facilities, and significantly less than in privately-owned facilities. As shown in Figure 2.2, many of these spaces, especially in the central business district core of downtown, are priced at \$1.50 per hour, less than the \$1.60 per hour in several nearby City garages and private garage spaces that may be as much as \$4.00 per hour. On-street use is potentially made even more desirable by the mobile payment system that the City provided (through the ParkMobile vendor) for much of the duration of the parking study. Beyond the natural convenience-based preference that many parking customers feel toward on-street parking, both pricing and payment media also favor its use.

Figures 3.1 through 3.4 on the following pages illustrate on-street utilization patterns.

text continues on page 32

FIGURE 3.1 On-Street Parking: Typical Weekday Morning (2018)

On-street parking is in high demand throughout the main business day, but less so in the evenings. Nonetheless, free parking north of Kennedy Boulevard drives a higher evening demand.

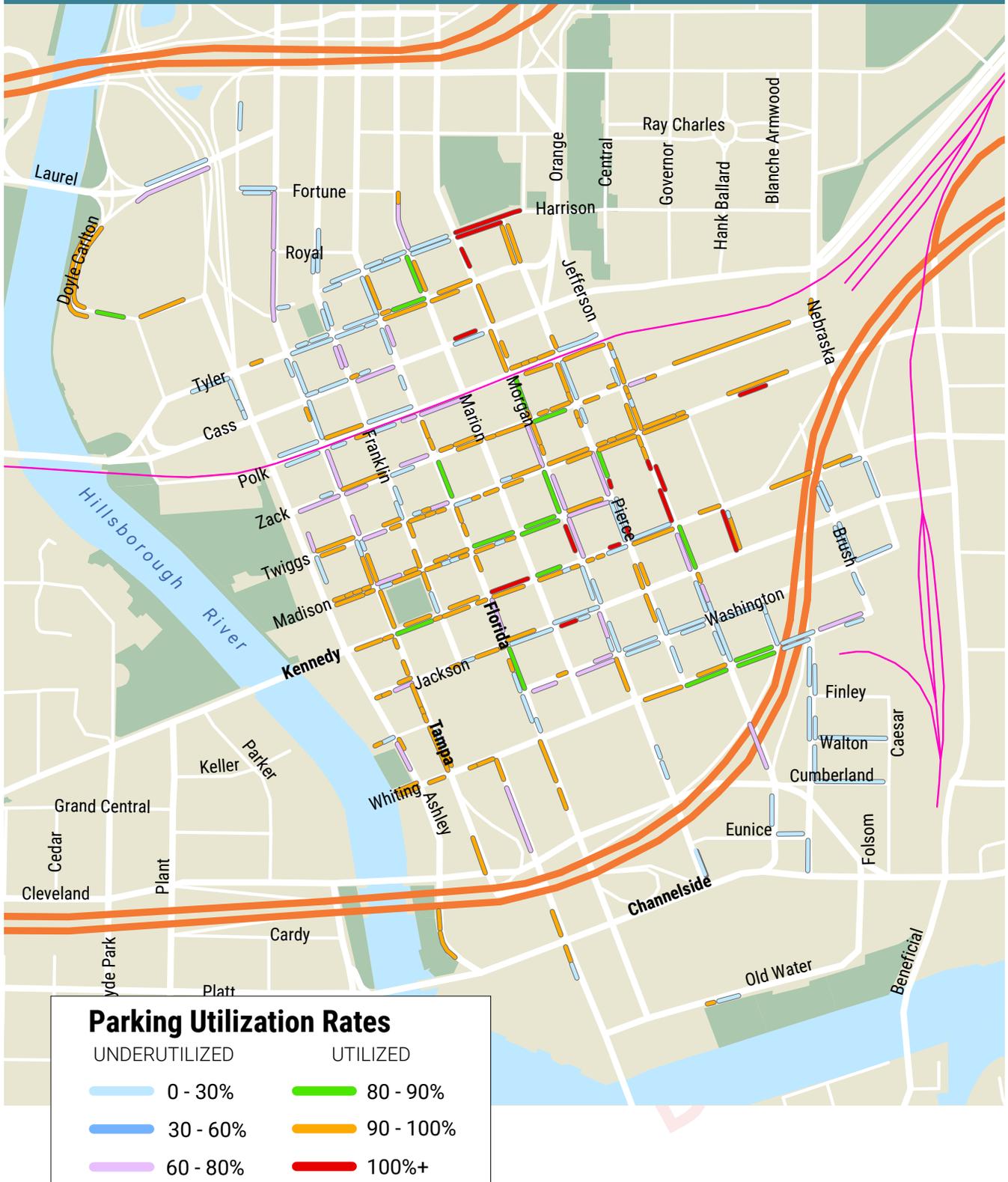


FIGURE 3.2 On-Street Parking: Typical Weekday Midday (2018)

On-street parking is in high demand throughout the main business day, but less so in the evenings. Nonetheless, free parking north of Kennedy Boulevard drives a higher evening demand.

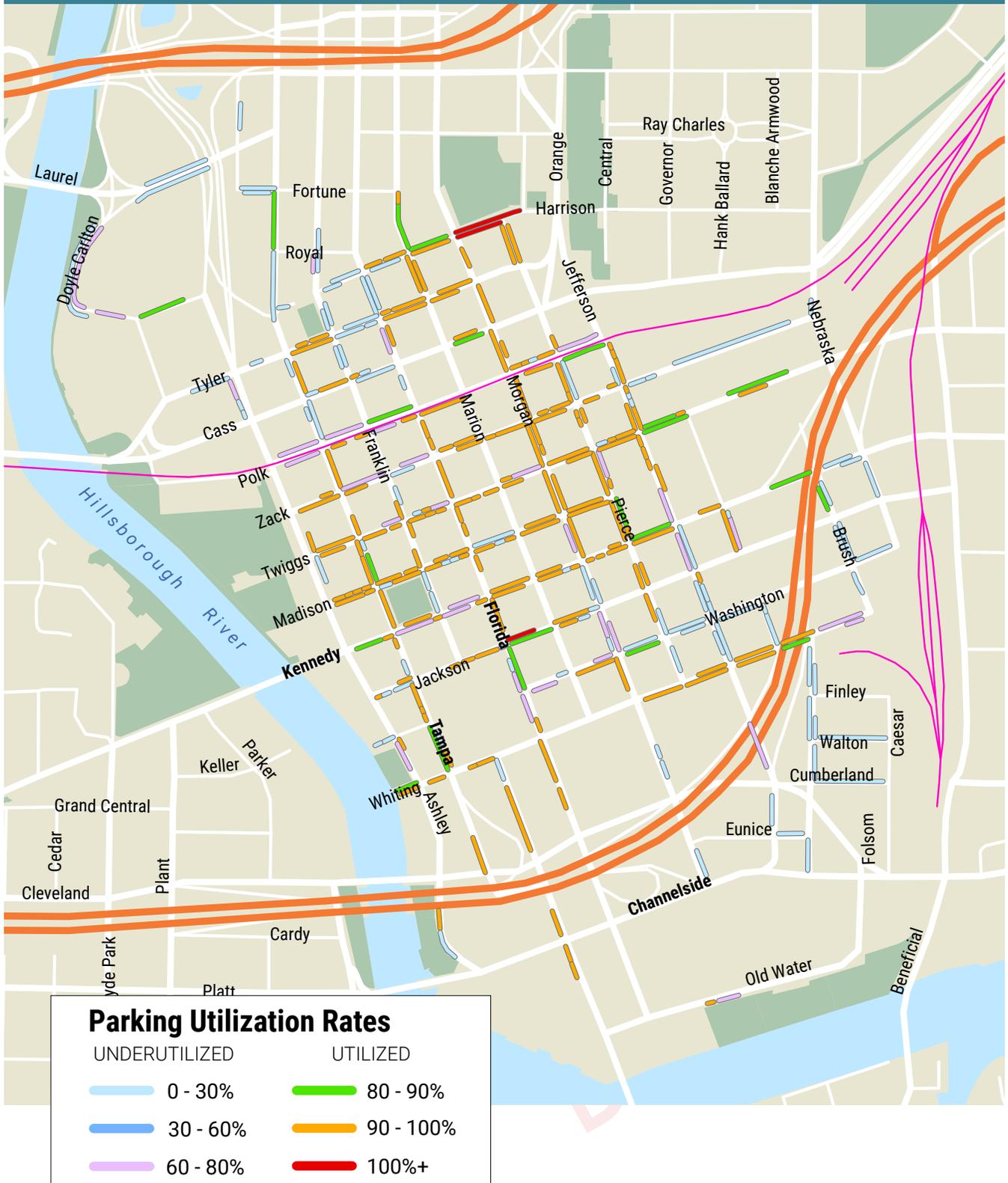


FIGURE 3.3 On-Street Parking: Typical Weekday Afternoon (2018)

On-street parking is in high demand throughout the main business day, but less so in the evenings. Nonetheless, free parking north of Kennedy Boulevard drives a higher evening demand.

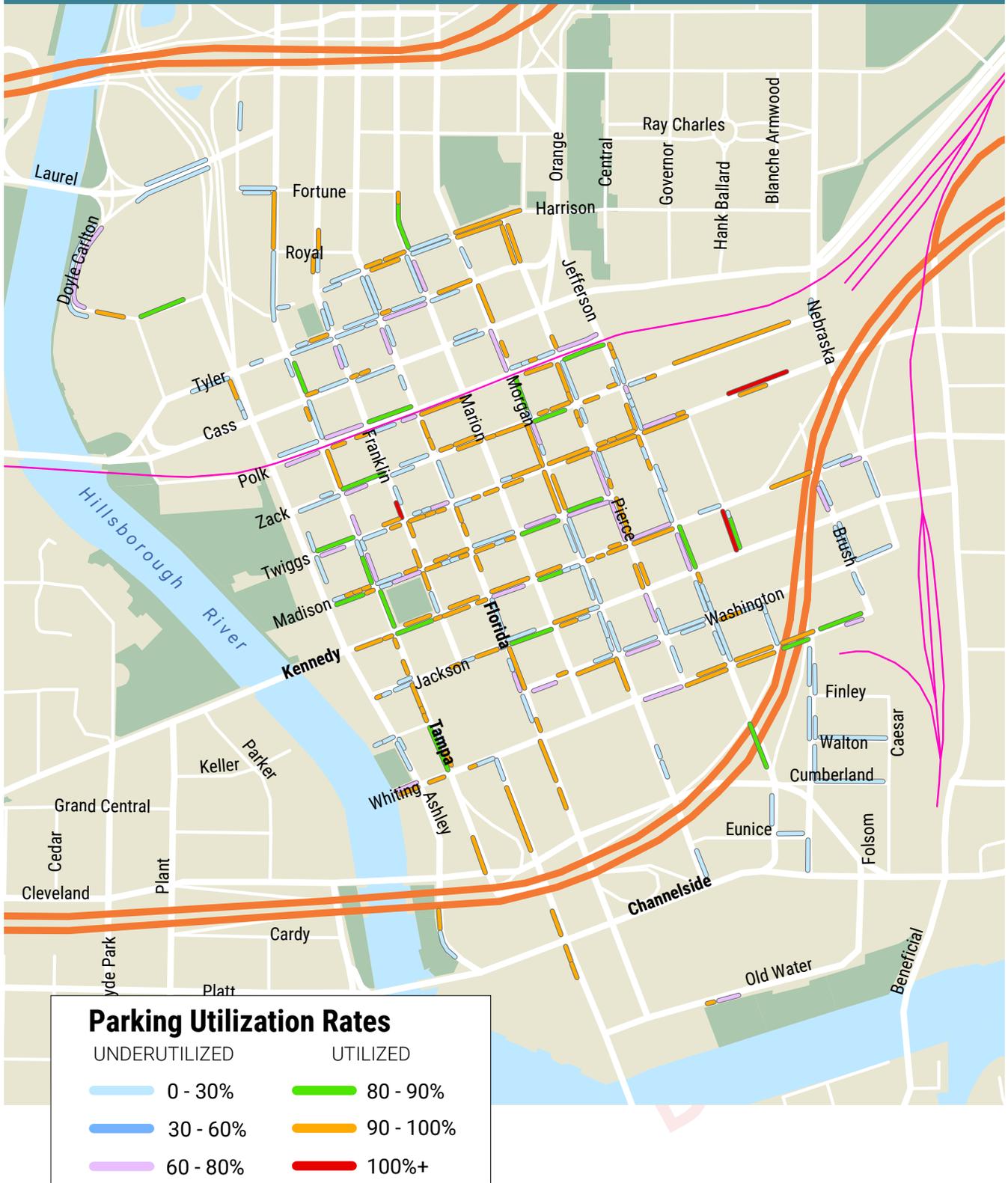
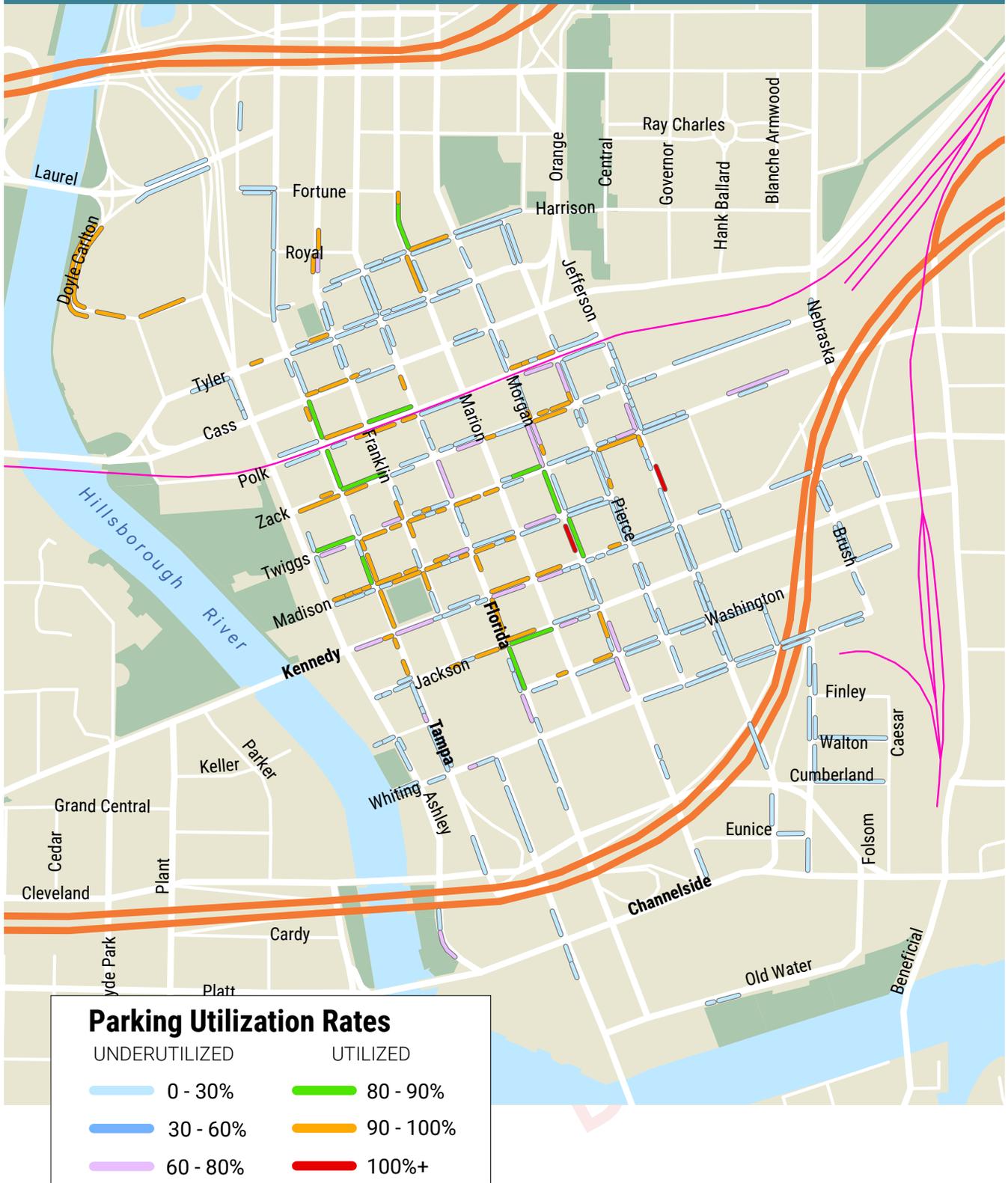


FIGURE 3.4 On-Street Parking: Typical Weekday Evening (2018)

On-street parking is in high demand throughout the main business day, but less so in the evenings. Nonetheless, free parking north of Kennedy Boulevard drives a higher evening demand.



OFF-STREET UTILIZATION

Off-street utilization patterns are less even, and reflect a series of underlying factors in pricing, regulation, and overall management that strongly influence overall parking behavior. In general, off-street parking tends to be utilized more highly in the core downtown business district, especially during the working day. However, parking near major special events venues is heavily utilized when these venues are active.

Both of these patterns are intuitive, as customers want to find the most convenient parking to their destinations. What is remarkable about downtown’s off-street parking utilization, however, is that utilization rates often change considerably between adjacent facilities, even in high-demand locations such as the office core south of Kennedy Boulevard and west of Florida Avenue. Highly-utilized facilities may be directly across the street from underutilized facilities, a pattern especially prominent during special event periods (see Figure 3.7 on page 35).

This discrepancy occurs primarily for reasons of facility accessibility. Many privately-owned facilities do not allow public access and are restricted to tenants of a particular building or certain parking customers with access cards or other means of entry. Operators of these facilities often do not allow transient public access for a variety of reasons: in some cases they have concerns about general maintenance, safety, and liability; in others, the design of garages requires a user to access the inside of a building, sometimes after hours.

However, even publicly owned facilities have similar limitations, as shown in Table 3.1 below. The four largest City-owned garages reserve a portion of their spaces for transient users and use special-event access and pricing in evenings, allowing a large number of spaces to serve special events and other general purposes for downtown visitors. However, other facilities allow both monthly permit access and transient (hourly or daily) customer access on a first-come, first-served basis, meaning

text continues on page 36

TABLE 3.1 Parking Inventory by Types of Access

Public Garage/Lot	Total Spaces	How Many are Available for Monthly Permits?	How Many are Available for Transient Customers?
Ft. Brooke Garage	2,523	1,967	556
South Regional Garage	1,140	350	790
Twiggs Garage	890	400	490
W.F. Poe Garage	932	782	150
Regional/Royal Lot	315	315	Remaining spaces (what remains after monthly customers)
Scott Street Lot	309	309	
Selmon Expressway II Lot	168	168	
Selmon Expressway Union Station Lot	58	58	No transient customer access: open to monthly permit holders only
Interstate Lot	200	200	
Whiting Garage	503	503	

FIGURE 3.5 Off-Street Utilization: Typical (Non-Event) Weekday Morning (2018)

Off-street parking supply accounts for over 90 percent of all downtown parking. While the City of Tampa operates around one-third of this, much of the City inventory is located in downtown's largest parking structures.

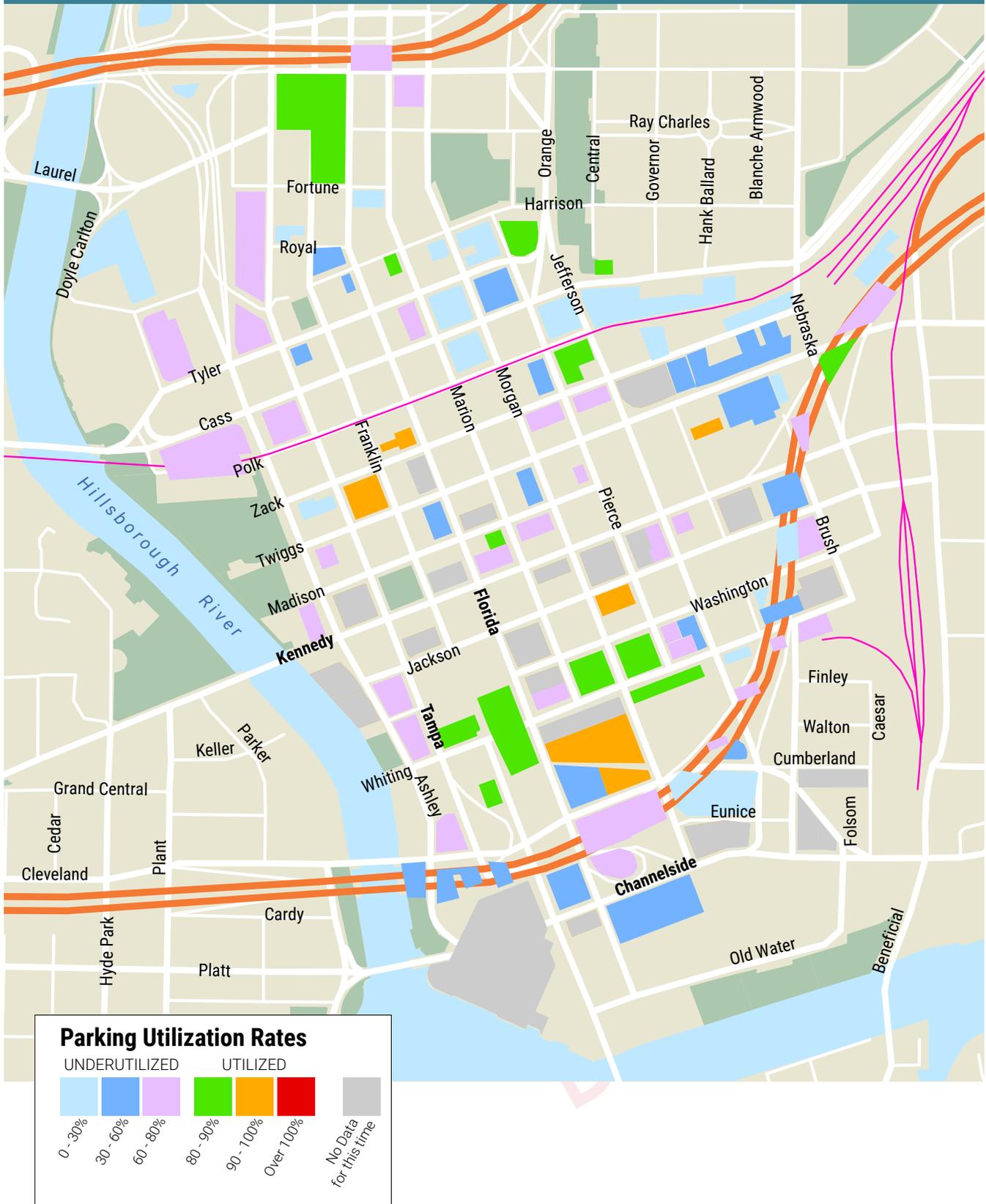


FIGURE 3.6 Off-Street Utilization: ‘Light Event’ Weekday at Peak (2018)

Off-street parking supply accounts for over 90 percent of all downtown parking. While the City of Tampa operates around one-third of this, much of the City inventory is located in downtown’s largest parking structures.

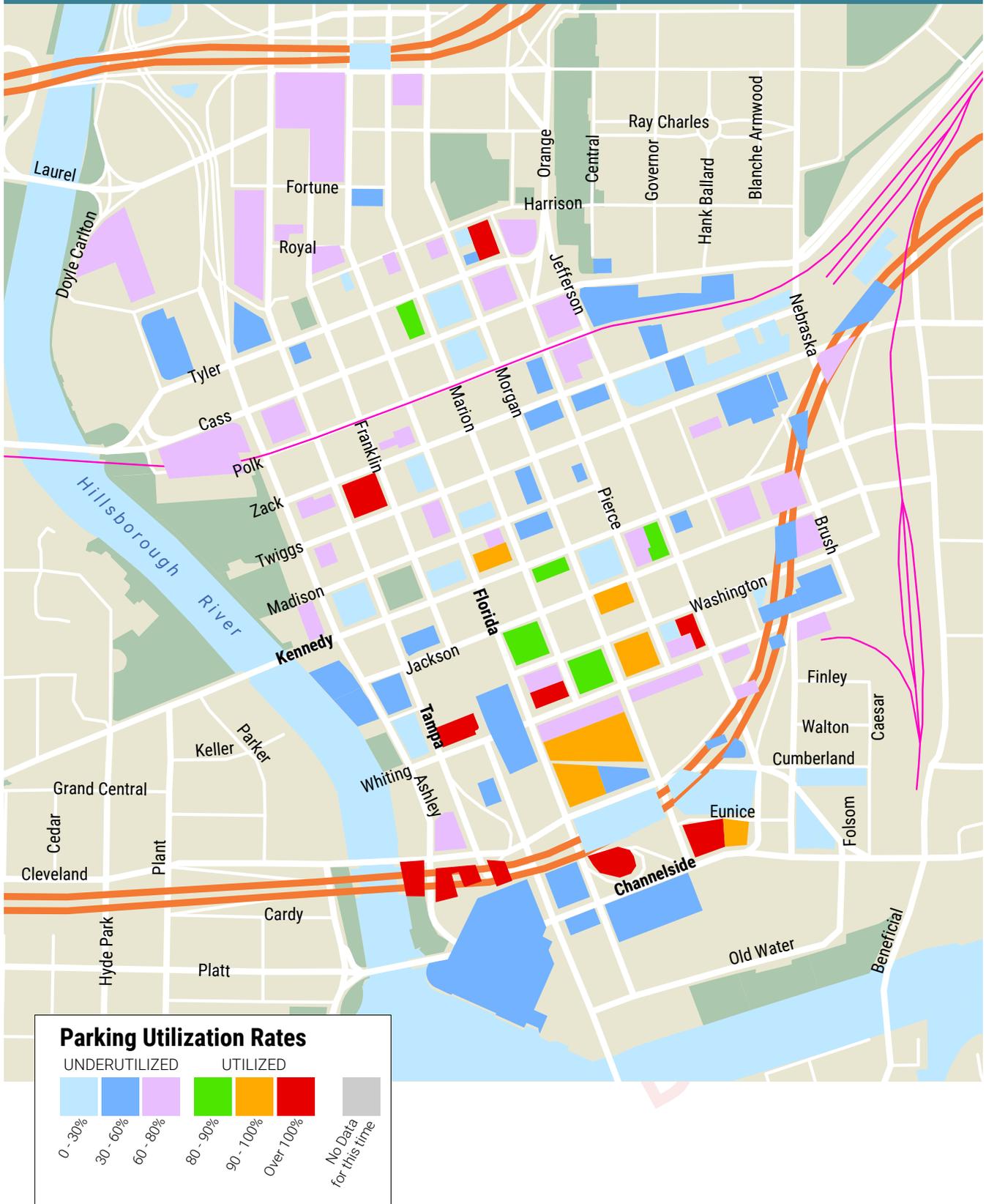
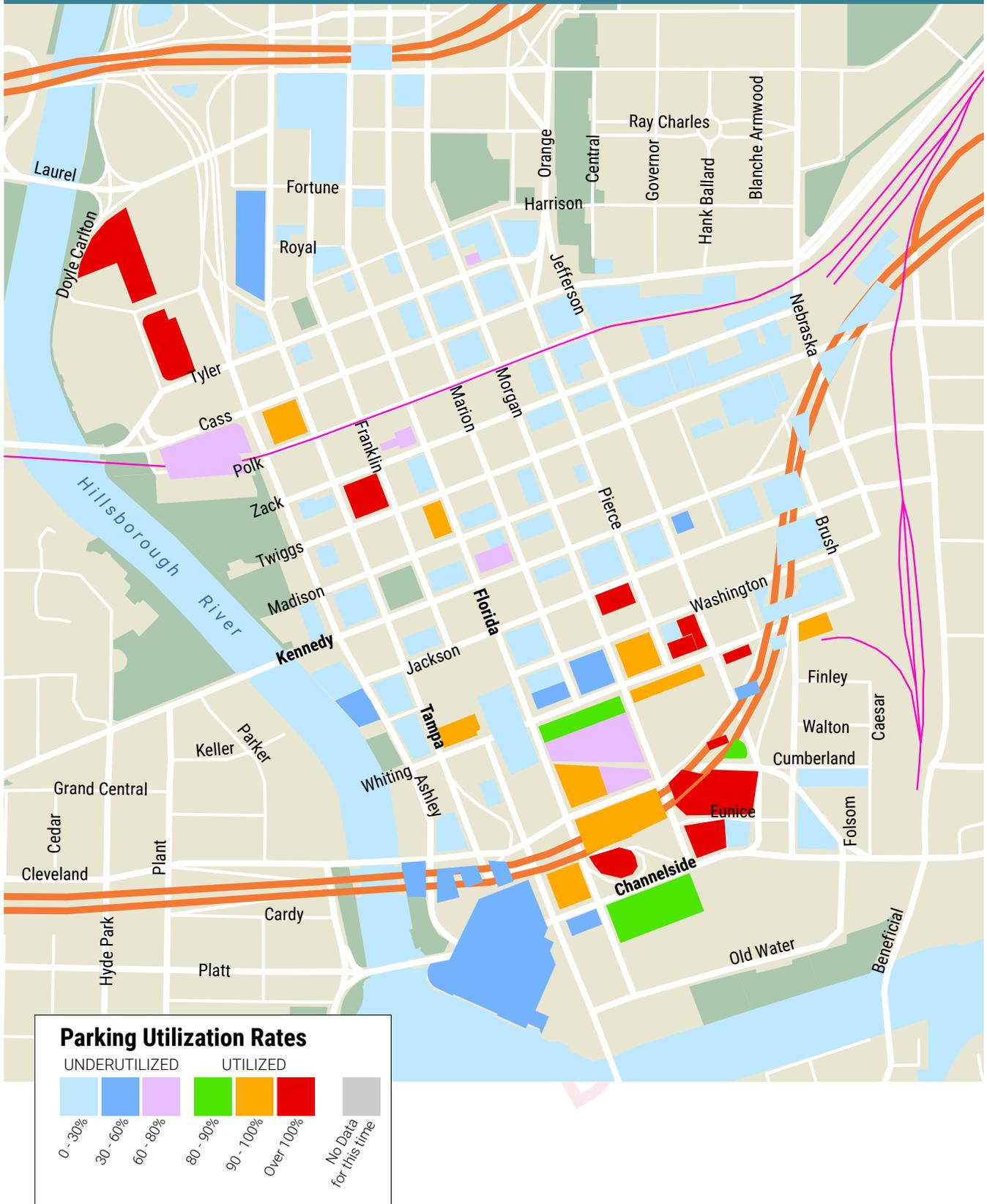


FIGURE 3.7 Off-Street Utilization: Busy Saturday at Peak (2018)

Off-street parking supply accounts for over 90 percent of all downtown parking. While the City of Tampa operates around one-third of this, much of the City inventory is located in downtown’s largest parking structures.



that monthly permit holders already in a location have an advantage in use of that facility. Other facilities than these do not allow any transient access at all, with the Whiting Street garage being the largest and most centrally-located of these.

UTILIZATION-PRICE COMPARISONS

In general, higher-utilized parking facilities are those closest to the downtown Tampa office core and to major special events venues such as the Straz Center. This pattern largely holds true against price, suggesting that location is a premium factor in parking choice and that customers may be willing to pay higher prices for convenience. However, there also appears to be at least some recognition of lower prices, with the Royal Regional lot an example of a facility removed from the office core of downtown but seeing high rates of utilization on typical weekdays.

This dynamic is underscored by a consistent pattern of lower prices for City facilities than adjacent or nearby private facilities, and appears to be a major factor in the dynamics of customer decision-making.

SPECIAL EVENT TRENDS

Approximately 1,000 special events are held each year in downtown, with an average of more than one 'perfect storm' day (in which four major events occur on the same day, especially at the Amalie Arena and Straz Center for the Performing Arts) per month. The balance of parking management, traffic operations, and overall downtown mobility has become more complex in recent years with the growth of special events.

The TDP-led study team collected additional data on a busy Saturday in downtown Tampa. The chart below gives an overview of the events taking place and the corresponding counts:

The evening hours included major events at both the Straz Center and Amalie Arena, as well as others. Of the nearly 13,000 spaces counted, approximately 6,000 were empty at the "event peak" of 8 pm – 10 pm, or overall the observed utilization rate was just over 50%.

Much of this availability in the evening is concentrated in seven facilities, including:

- Fort Brooke garage, with almost 2,000 spaces unoccupied
- Twiggs Street garage, with over 800 spaces unoccupied
- Madison Building Garage, with over 800 spaces unoccupied
- Rivergate Tower, with over 700 spaces unoccupied
- Poe Garage, with nearly 350 spaces unoccupied
- Pam Iorio Parking Garage, with over 200 spaces unoccupied
- Royal Regional Lot, with just under 200 spaces unoccupied

In contrast, in other surface facilities, occupancy data indicates that operators are "stacking" or valet parking cars into more efficient parking patterns than a traditional lot allows, especially during periods of special events (see Figures 3.6 and 3.7). These patterns point to several key findings:

- Surface facilities may be perceived as more desirable, particularly in the evening. This could be due to lighting and safety issues, or the perception that it may take a long time to circulate into or out of a garage
- Pricing may be driving people to choose some facilities over others, leaving high vacancy rates (and revenue on the table)

- Some facilities may have regulations preventing the use of unoccupied spaces at off-hours when events typically occur, which is an inefficient use of existing parking

TRENDS OVER TIME: HOW PARKING ACTIVITY HAS EVOLVED

It is a best practice for cities and downtowns to follow studies such as this one with subsequent collection of utilization data to confirm patterns or identify trends in parking behavior. After the initial data used for the study in late 2018, the Tampa Downtown Partnership field guides collected utilization data at the same locations counted in the previous year, and maps of this information are illustrated here with an emphasis on identifying significant changes and trends.

Table 3.2 below and the maps on the following pages (Figures 3.8 through 3.12) illustrate utilization as recorded in 2019, with specific annotations of notable trends. Overall, downtown’s parking tends to be heavily used in high-demand

locations, although the levels of utilization are expanding further from this central core of downtown. It is important to keep in mind that the rates of change in one year in some facilities—such as the 70 percentage-point increase in utilization of the Interstate lot, for example, are likely due to particular cases of a day that a survey occurred having low utilization. However, the overall trend from 2018 to 2019 shows an increase in parking utilization throughout downtown. This is generally consistent with changes in the downtown Tampa office market and the overall programming of activity for special and cultural events, both of which saw sustained increases.

This points to one of the key themes of the parking study’s findings: that while downtown has continued to evolve and its uses have become more diverse, it has relied on a parking system strongly favoring a particular type of parking user (the daily commuter), and there is less and less availability with which to do this. In some cases, facilities are reaching regular levels of being fully utilized, giving new tenants and visitors to downtown limited options for meeting parking needs.

TABLE 3.2 Parking Utilization Trends, 2018-2019

Public Garage/Lot	Peak Utilization in 2018	Peak Utilization in 2019	Overall Change
Ft. Brooke Garage (2,523 spaces)	1,565 (62%)	2,123 (85%)	+23 percentage points
Pam Iorio Parking Garage (1,450 spaces)	500 (34%)	690 (48%)	+18 percentage points
Twiggs Garage (890 spaces)	742 (83%)	631 (71%)	-12 percentage points
W.F. Poe Garage (932 spaces)	705 (76%)	760 (82%)	+6 percentage points
Royal Regional Lot (315 spaces)	258 (82%)	308 (98%)	+16 percentage points
Interstate Lot (135 spaces)	27 (20%)	121 (90%)	+70 percentage points
Whiting Garage (503 spaces)	394 (78%)	438 (87%)	+9 percentage points

FIGURE 3.8 On-Street Utilization: Afternoon on a Non-Event Day (2019)

On-street parking activity increased in just one year, with many more locations on downtown’s edges seeing higher levels of use.

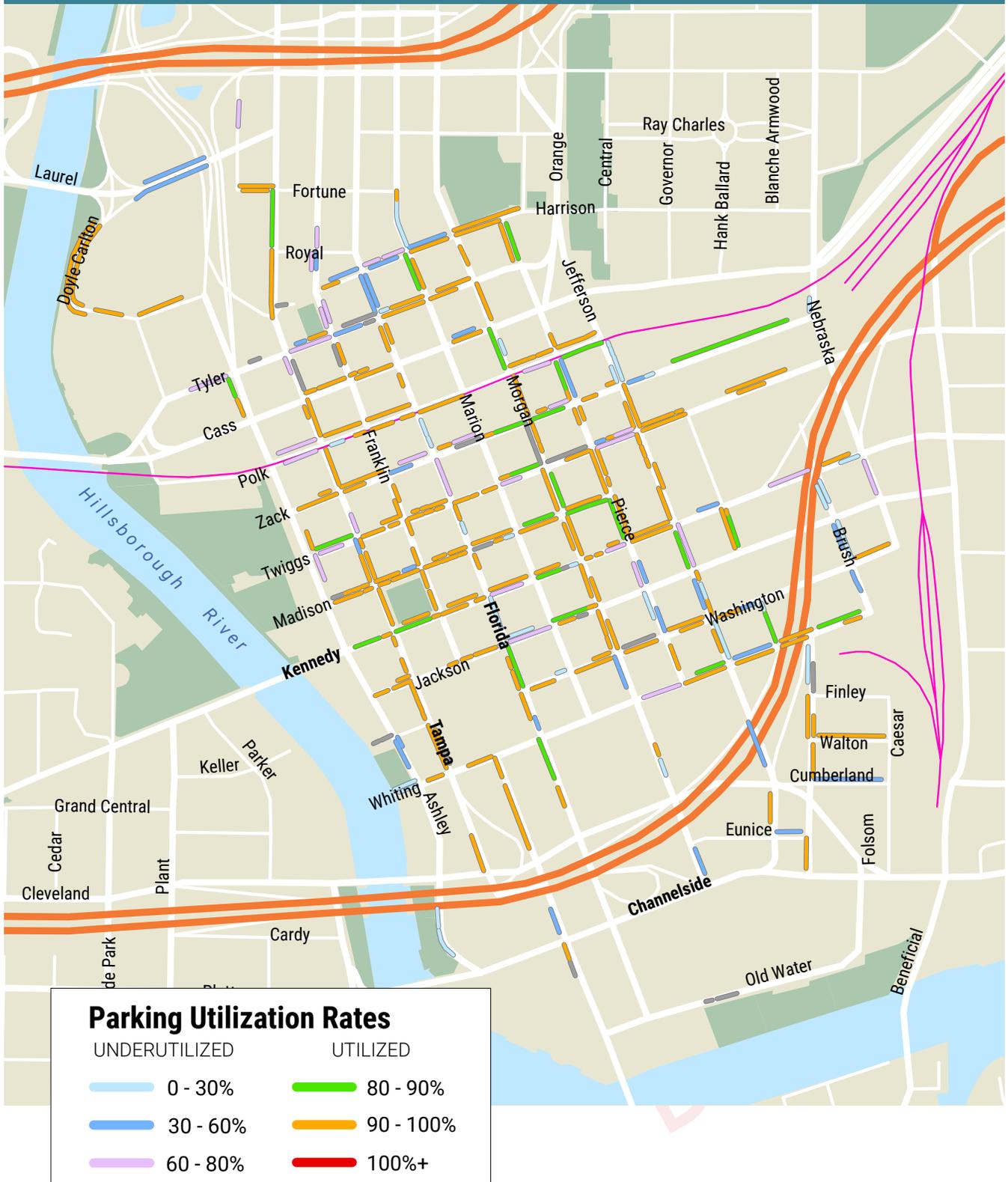


FIGURE 3.9 On-Street Utilization: Morning on a Non-Event Day (2019)

On-street parking activity increased in just one year, with many more locations on downtown’s edges seeing higher levels of use.

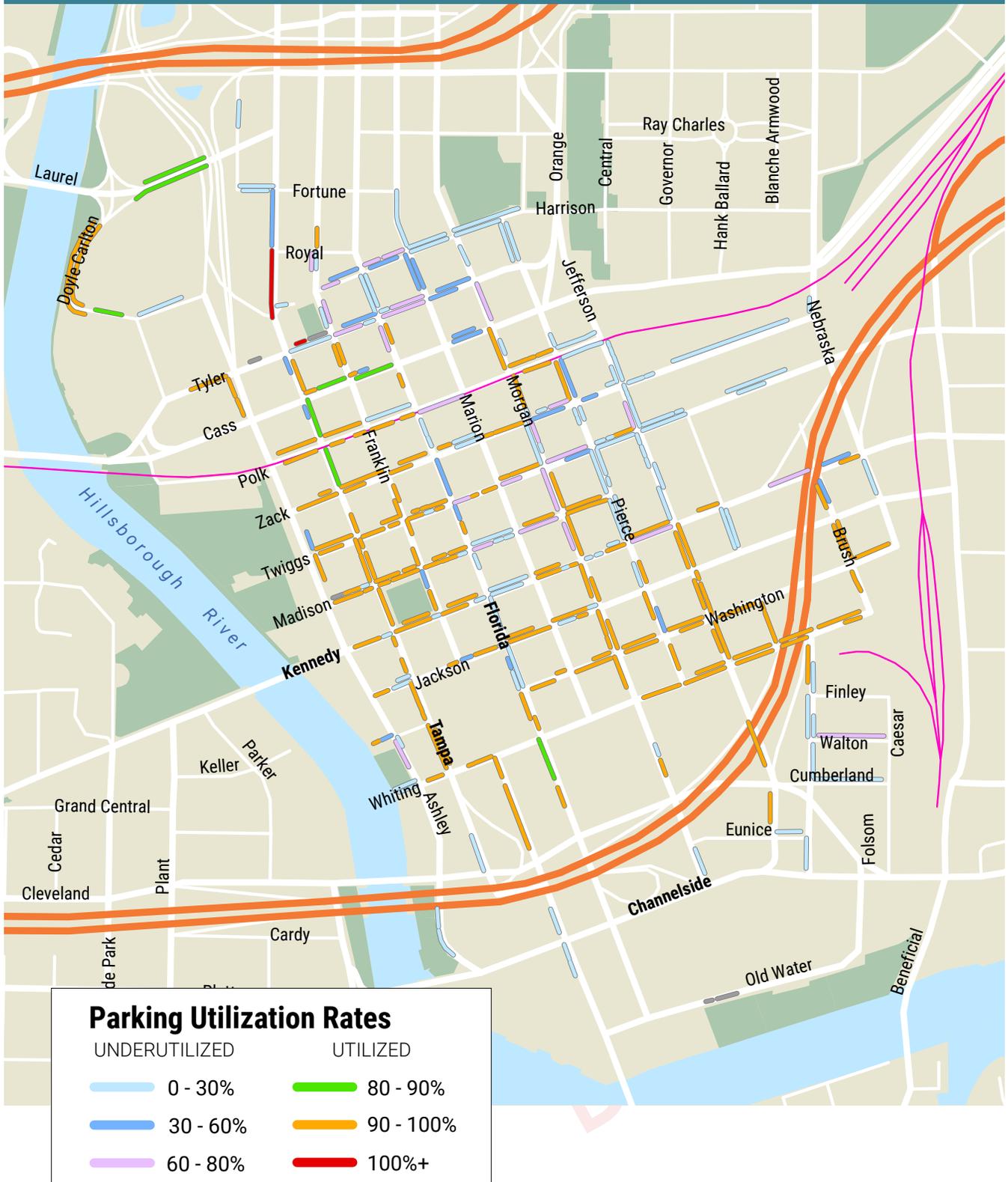


FIGURE 3.10 Off-Street Utilization: Morning on a Non-Event Day (2019)

Some well established patterns from a year prior, such as the heavy use of the Royal Regional Lot, continued in 2019. Parking utilization at some of the more remote facilities along downtown’s eastern edge has also increased.

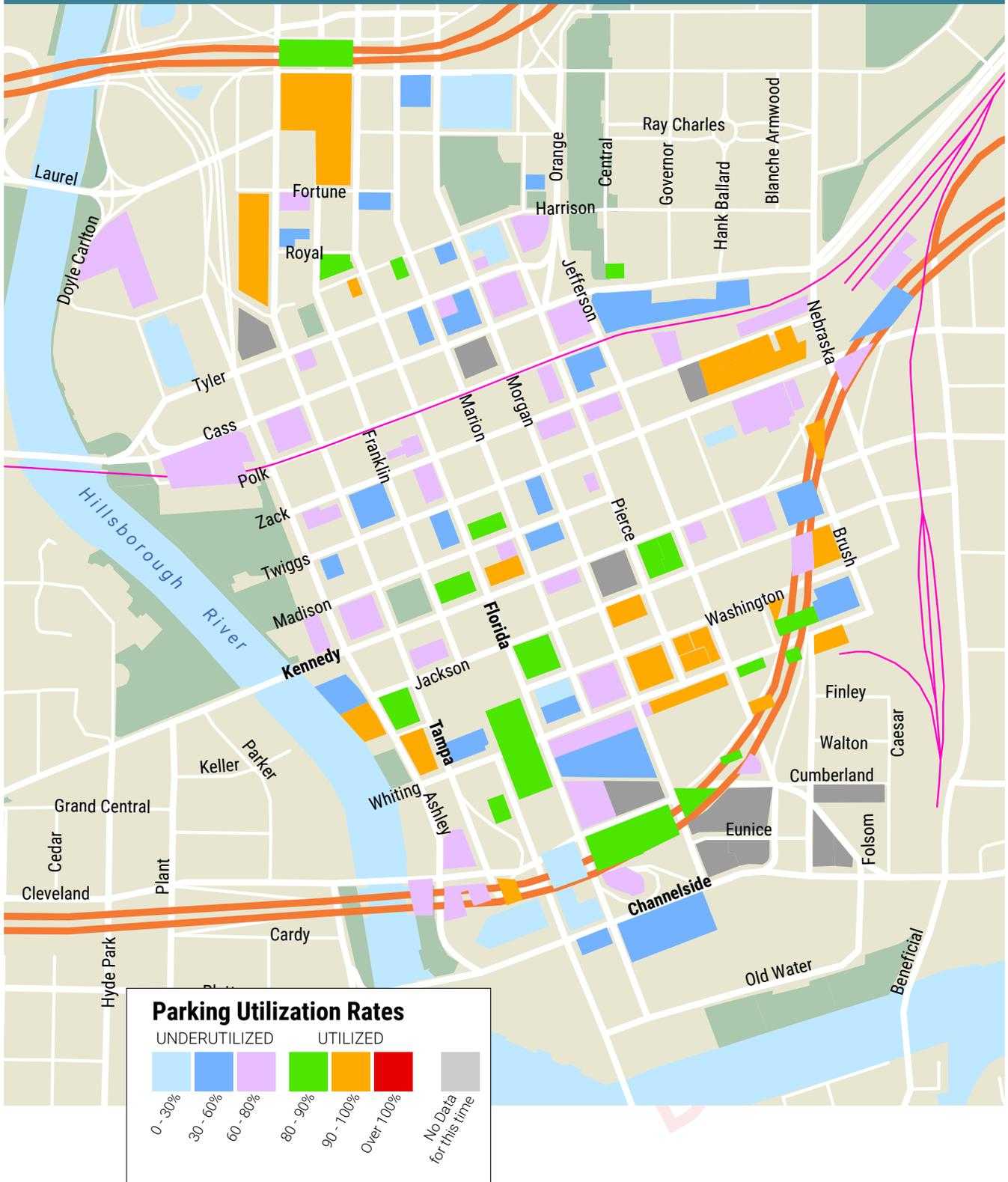


FIGURE 3.11 Off-Street Utilization: Afternoon on a Non-Event Day (2019)

Some well established patterns from a year prior, such as the heavy use of the Royal Regional Lot, continued in 2019. Parking utilization at some of the more remote facilities along downtown’s eastern edge has also increased.

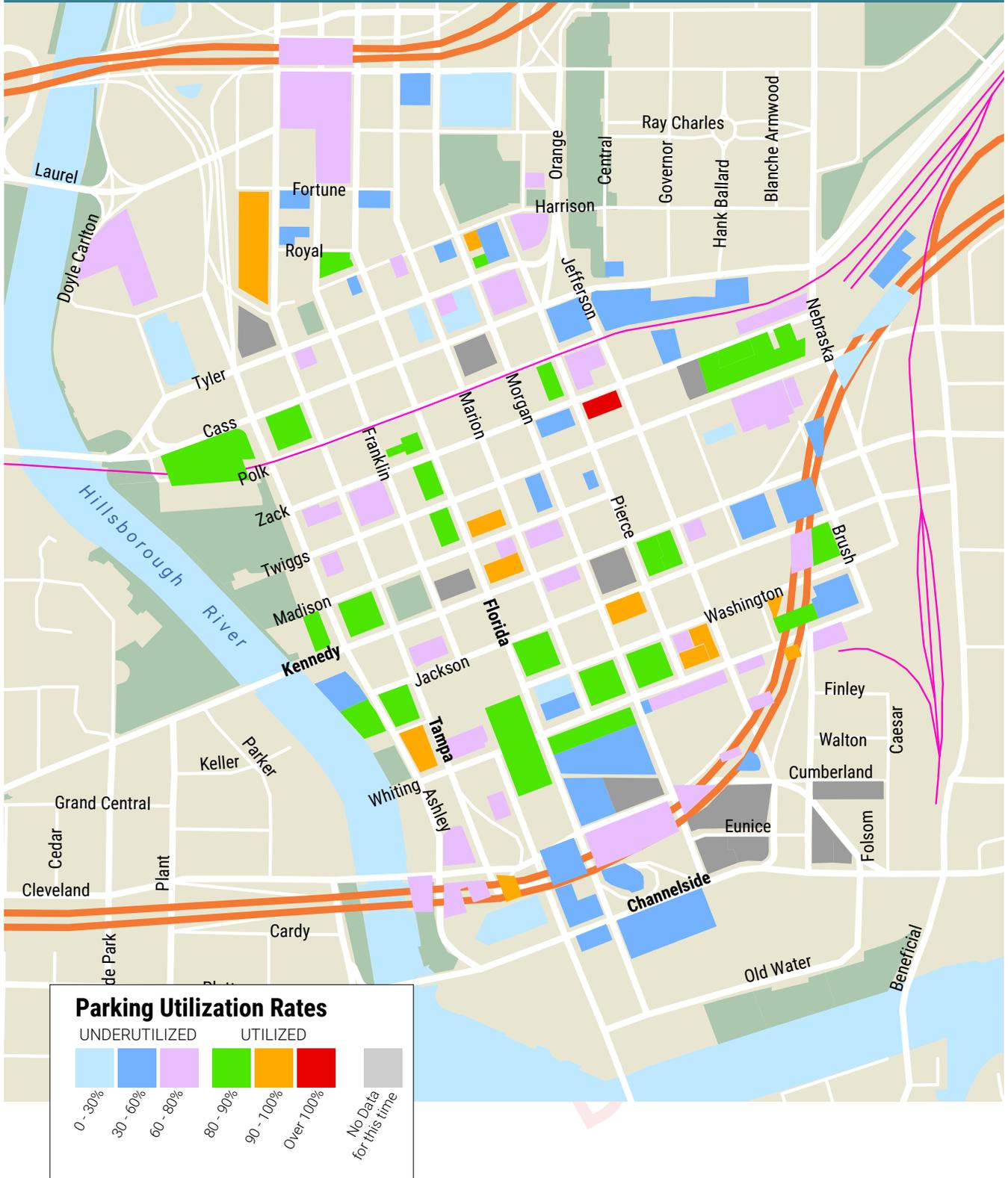
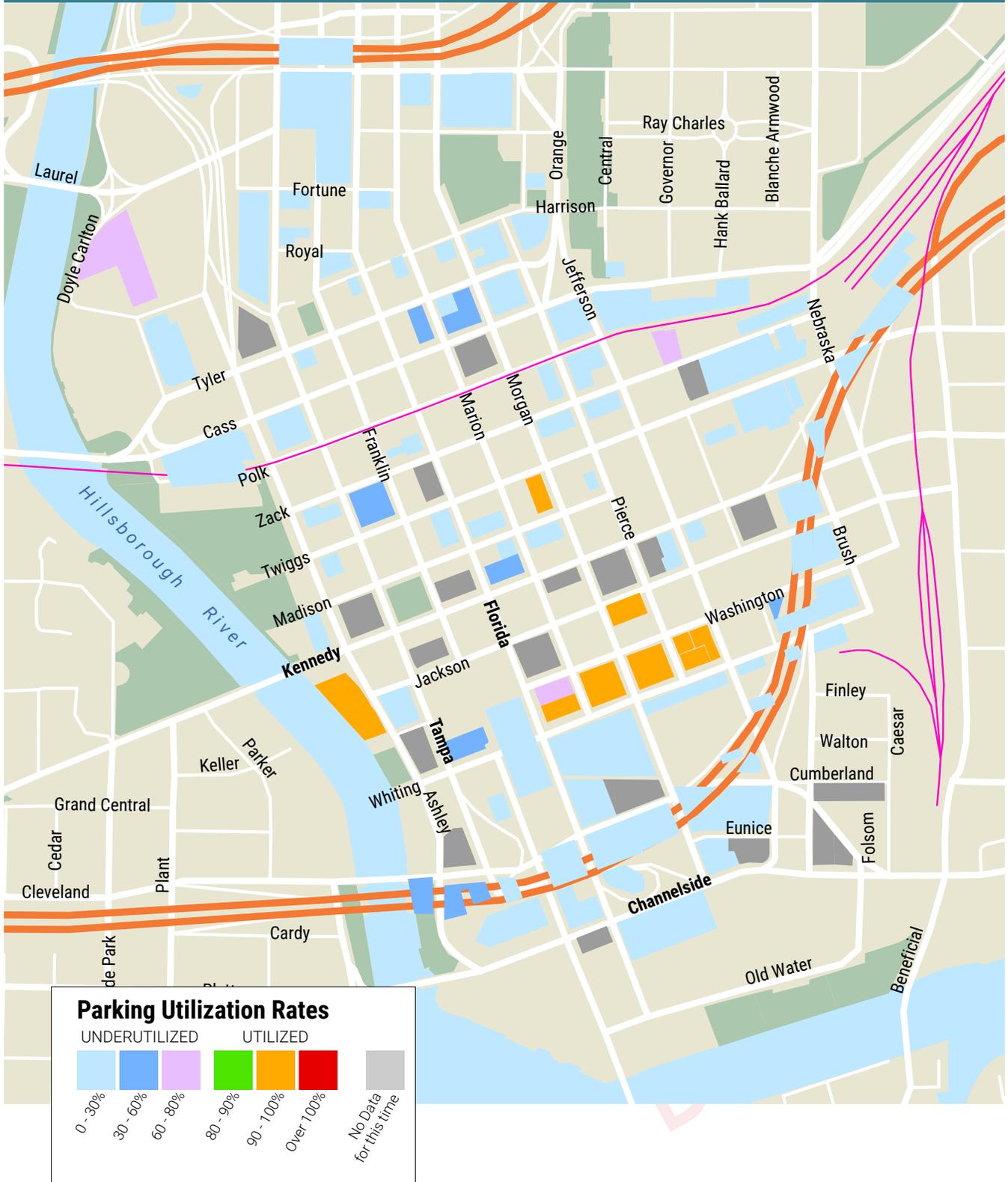


FIGURE 3.12 Off-Street Utilization: Evening on a Non-Event Day (2019)

Some well established patterns from a year prior, such as the heavy use of the Royal Regional Lot, continued in 2019. Parking utilization at some of the more remote facilities along downtown’s eastern edge has also increased.







4

MAJOR FINDINGS

MAJOR STUDY FINDINGS

OVERVIEW OF FINDINGS

In contrast to many similar American downtowns, Tampa’s parking system is bifurcated between public and private parking entities generally serving the same pool of parking customers in very different ways. The legacy public system (parking owned and operated by the City of Tampa) has not increased rates and fees to keep up with income growth and average market prices for parking in downtown, resulting in high demand and long wait lists. Thanks to these generous policies, many monthly parkers have locked in such low rates for many years that they can easily hold a permit cost-effectively for infrequent use, even if they no longer need to use a space every day. Others subscribe to multiple waiting lists and game the system, waiting for a lower-cost or more convenient option to become available, while newcomers must wait years for the privilege to park in a public facility.

Meanwhile, private operators attempt to compete in normal fashion for the remaining supply of downtown parking customers, yet cannot match the prices of publicly available spaces. Even at the highest hours of demand, thousands of spaces remain empty in downtown, and operators are not selling monthly spaces. By contrast, transient rates—especially for infrequent event-goers who cannot easily choose to shop for inexpensive parking—are high. While transient parking customers pay higher rates out of necessity, the costs discourage more frequent visitation, limiting the ultimate growth of downtown retail and restaurant trades.

As important as supply and demand, parking management and access—both regulation and

physical—have an impact on the efficiency of a downtown parking system. Spaces that are restricted are often inefficiently utilized as it is challenging to create time and access restrictions that respond to parking patterns in a dynamic downtown such as Tampa. The differences in price encourage people to use the cheapest, most convenient parking, and if that resource is limited it leads to a level of demand that is uneven throughout the parking system. Finally, parking is a piece of an overall mobility system that caters to people who also walk, bike, and take transit or other options. If the components of this system tilt toward making any one mode the predominant or “best” choice, this also increases the burden on that mode.

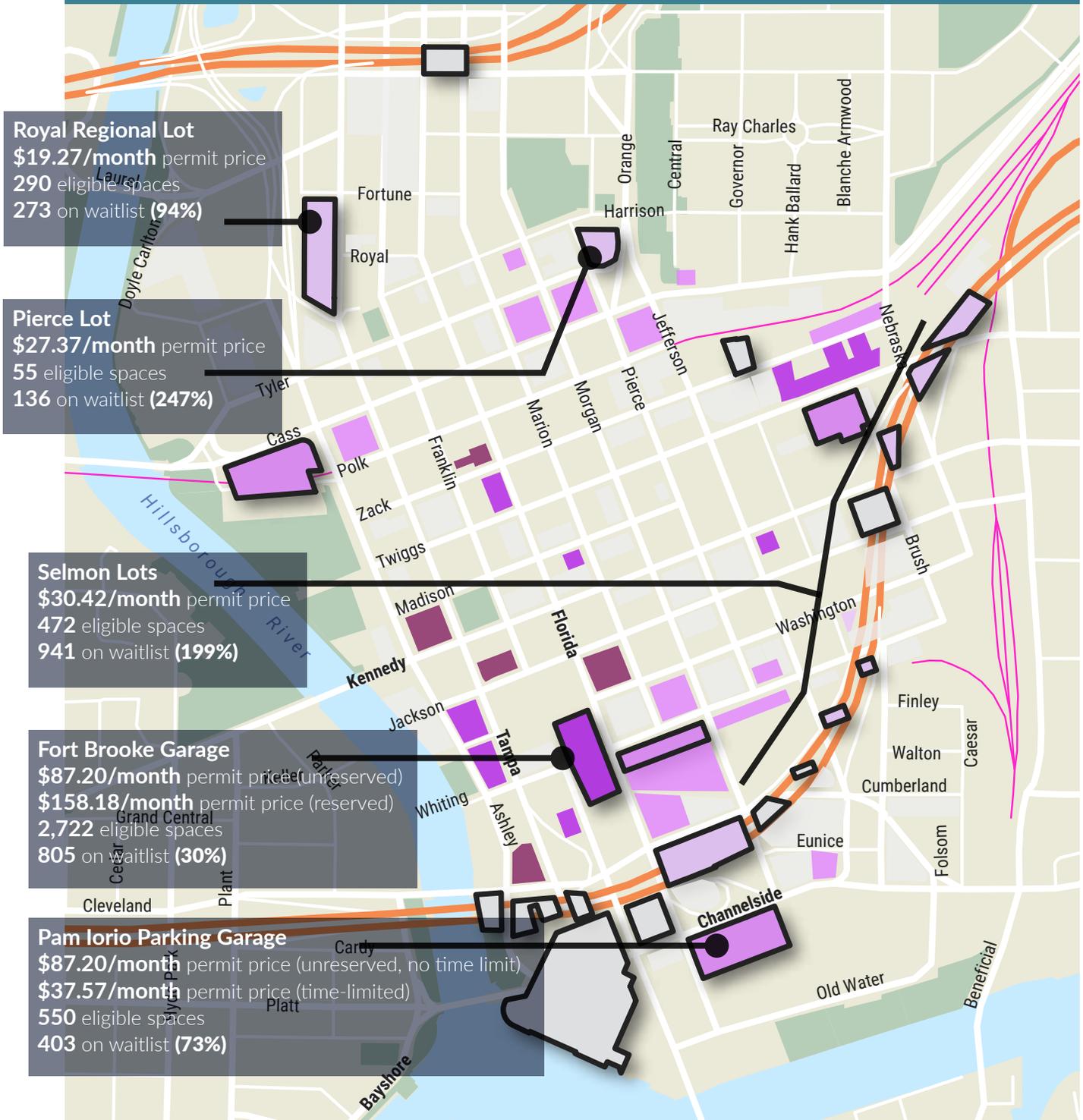
ACCESS TO PARKING

Although there are significant numbers of spaces that are unoccupied, even at peak times, many of those spaces are currently governed by a single type of regulation—or tied up in special arrangements—and unavailable to support downtown Tampa’s broader mobility system. In Tampa’s significant supply of off-street parking, there are approximately 6,000 spaces available at the peak period of use. Interviews with stakeholders revealed several instances of people driving by unoccupied spaces with “reserved” or other restrictive signage, only to be unable to find a convenient space. These experiences not only add to the perception of a “parking crunch,” they show that existing parking could be more efficiently utilized.

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FIGURE 4.1 Public Facility Pricing and Waitlist Subscriptions in September 2019

Nearly all the City's parking facilities have waitlists for monthly parking permit sales. The lengths of each of these waitlists relative to parking facility capacity varies, though generally increases for less costly parking.



Average Monthly Permit Price



Facilities Owned and/or Operated by City of Tampa

The Fort Brooke garage is an example of how reserving spaces limits the parking system. In this facility, there are approximately 150 “reserved” monthly permits sold, and the City is not significantly overselling parking permits beyond the actual space capacity—a common and accepted industry practice to account for regular underuse of parking permits among individual tenants. Thus, these spaces are entirely reserved for a limited pool of permit holders. If most of these permit holders are daytime users (which is true of overall garage users), this means that the spaces are both unused and unavailable in the evening although they could support uses such as restaurants, the Amalie Arena, and even residential buildings.

In addition to reserving spaces, long waitlists for monthly permits in City-owned parking facilities add to the perception that “there is no parking” in downtown Tampa. Although the City has taken recent steps to begin managing these waitlists, the larger reality is that City parking is both underpriced for its larger market and conveniently located. However, this waitlist pattern means that there is a constant shuffle in Tampa’s parking system, where both newcomers and those that find other parking accommodations continue to look to the City for spaces.

ON-STREET/OFF-STREET PRICE BALANCE AND ADMINISTRATION

The price difference between on-street and off-street parking in similar locations motivates people to choose on-street spaces, creating a parking crunch right outside of off-street facilities with availability. On-street parking is limited – there is one on-street space for every 15 off-street spaces, and parking at the curb can be some of the most convenient parking to destinations. Thus, although this limited resource should be priced as such, comparing utilization patterns reveals that current pricing is set up to lead people to occupy on-street spaces. For example, on-street parking near the

courthouses along Twiggs Street is in regularly high demand, where many off-street facilities in this general area of downtown are not fully utilized throughout the day—even if they would allow a more convenient type of parking for customers.

THE MONTHLY PASS ADVANTAGE

However, there is still a major advantage that off-street parking has over on-street parking, even beyond the difference in price: the predominance of monthly parking permits that are sold in these facilities, especially the largest City-managed lots and garages. To a large degree, this is in response to what the market has historically demanded. Since the construction of the Fort Brooke garage and the Tampa City Center mixed-use development 40 years ago, the focus of adding new parking in downtown has been closely tied to supporting employment-based land uses and other supporting services (such as hotels). Nearly every major employment-focused development since that time has provided its own parking, and as employment in downtown Tampa has resumed growth in recent years, there is greater pressure on the parking system to serve the needs of daytime employees.

This has preserved a robust market for monthly parking passes as a mainstay of providing access to downtown parking spaces. They are closely aligned with the regular travel patterns of downtown workers and offer convenience of access to a given parking facility. However, downtown’s growth has extended beyond daytime employment and includes special events, of which more than 1,000 per year are currently programmed in downtown, and evening-based dining and entertainment. Downtown has also added major residential buildings, and although these provide their own parking, they have introduced a parallel need for visitors and other parking customers.

It is difficult for this expanded set of downtown needs to be served in the current market, since so many spaces in the downtown Tampa parking

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THE DOWNTOWN PARKING STORY TODAY: MAJOR THEMES OF THE STUDY

Where downtown may appear to have available parking spaces even in busy periods, these are managed in a way that makes these spaces difficult—if not impossible—to access.

A reliance on monthly parking permits—a type of parking product tailored to the working commuters who were once the only significant user of parking downtown—has left the overall parking system unable to respond to the needs of a more diverse set of users today.

The advantages of this monthly permit system are numerous, making it difficult for users or parking managers to move toward a more balanced system.

However, with little appetite for building more parking (or financially feasible paths to it), the current supply must do more to meet downtown's varied parking and mobility needs.

system are prioritized for monthly parking customers. As shown on the previous page, the hourly cost breakdowns when considering different parking types (hourly, daily, and monthly passes) reveal a wide range of potential prices a user could pay—and a clear inherent bias in the parking system toward monthly passes.

LOWER PRICES FOR CITY PARKING

The cost of monthly parking passes generally encourages heavy use of this product, and even an over-subscription to it since an employer, business, or other organization is more likely to plan for a worst-case need scenario and opt to purchase more monthly passes than they need. If individuals make similar decisions, motivated by the relatively low cost of monthly permits on a per-hour or per-day basis, any inefficiency from individuals not using their monthly permit-accessed parking as much as possible will lead to gaps in actual utilization—and a continued perception that there is insufficient parking supply.

This effect is only exacerbated by the substantial price difference between City-managed and privately-managed parking in comparable areas. The relatively low price of City-managed parking, led by a long-standing approach to parking as facilitating downtown's economic development through staying price-competitive with other employment centers such as Westshore, drives users to select this parking when available and even wait for long periods to have access to purchase spaces.

MOBILITY OPTIONS

Mobility options are key to parking system improvements, not only because they provide an alternative to driving, but because they expand the reach of the parking system. Basic civic infrastructure, such as streetscape design (benches, lighting, width of sidewalk, etc.) can influence whether someone feels safe and comfortable

enough to choose to park slightly farther away from a destination.

Downtown has good, though under-resourced, options for mobility, whether it is people walking, biking, driving alone or in a shared ride, or taking a form of transit. These options include:

- HART transit service
- Short block lengths, which allow people walking and biking to take direct routes between destinations
- The Downtowner free on-demand shuttle
- Active street enhancements such as places to sit, lighting, trees, etc.
- Crosswalks and pedestrian signals at most intersections

To alleviate a true parking shortage in the future, it is imperative that these options are just as if not more viable than driving. As long as driving and parking is relatively cheap and convenient, people who can will continue to choose that mode. The Tampa multimodal system is limited in some ways, including:

- Most streets prioritize movement for people driving rather than people walking. This is in terms of roadway space, signal timing, and emphasizing vehicle speed and turning movements over those of people walking or biking.
- Infrequent service (30 min) on many HART bus routes. This limits the convenience of this service.
- Limited bus stop facilities. With Tampa's temperature extremes, it is important that when people have to wait for transit they can do so comfortably. However, bus stops that do not provide basic amenities such as a place to sit, shade, and service

information contribute to the perception that the bus is a "second best" choice.

- Limited bicycle facilities, although the City and its partners (such as FDOT) have made remarkable progress in expanding the downtown network in recent years and continues to do so.
- Few, if any, rideshare drop-off zones. One curbside space can serve about 15 vehicles per hour if those vehicles are dropping off; prioritizing these services encourages people to leave private cars at home.
- Few employers offer travel incentives to employees beyond finding and/or discounting parking. Examples of this would include providing bicycle parking, free transit passes, or the option of the cash equivalent of parking.
- The Downtowner is a victim of its own popularity and currently there are long wait times for this service. TDP plans to expand this service significantly in the future, which will help people move around downtown.

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5

RECOMMENDATIONS

RECOMMENDATIONS

The study's recommendations rest on finding a better balance between the available supply in downtown Tampa's parking system today and the various drivers of parking demand that are currently not using this supply. They are also based on an understanding that, at least in the short term, neither the City of Tampa nor private operators have expressed an interest in building new parking facilities that can be available for public use. The exception to this is in parking expected to be developed as part of the Water Street Tampa development, although this will be built to support the new land use intensity that development will bring and is not expected to be shared broadly beyond uses specific to that district.

Finding this balance is based on an arrangement where the three major partners in downtown parking—the Tampa Downtown Partnership, the City of Tampa, and the general collective of private parking owners and operators—coordinate information and services in a way that better equalizes the market and distributes demand. The diagram below defines and explains these principal roles, and the more detailed recommendations that follow outline the steps and actions involved in achieving this.

COORDINATING PARKING'S PLAYERS

The diagram on the opposite page provides an illustration of how these three main partners and their responsibilities should be coordinated. These three main partner responsibilities also represent phases of how recommendations will be implemented, as each requires a certain outcome

to be accomplished for the next to begin. This is explained in the descriptions of these players and their responsibilities as well as in the following report section on implementation.

Tampa Downtown Partnership: Builds consensus, gathers information. By virtue of its constituency of major downtown parking customers, the Tampa Downtown Partnership is best suited to continue its advocacy role and help to build a business case for a more balanced parking system. This includes numerous steps and actions to assess true market demand for parking and help customers to understand potential options for parking and for downtown transportation—another role that the Partnership already plays, but may need to perform on a greater scale as a stronger management framework for downtown's parking emerges.

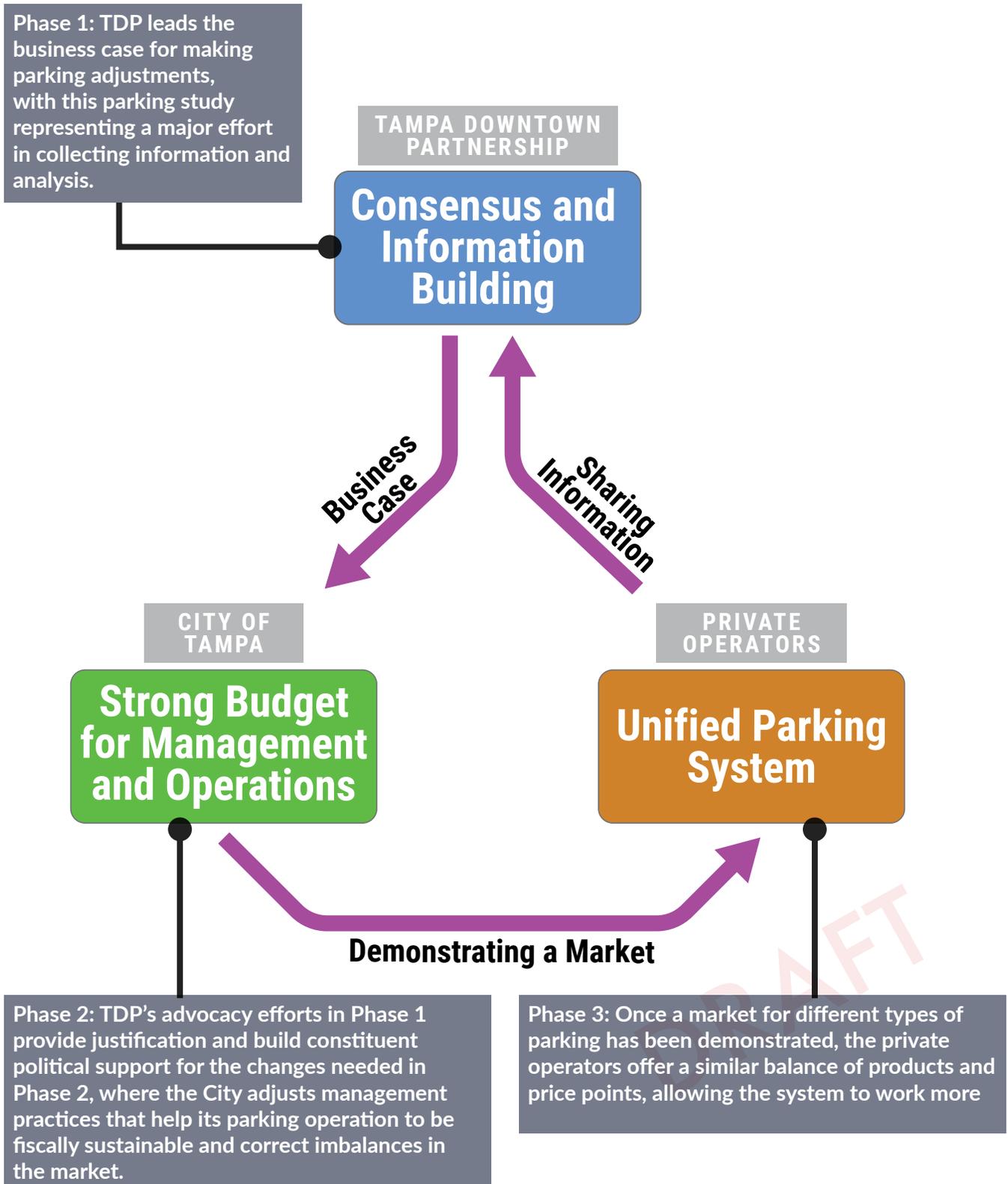
The key role for the Downtown Partnership in the proposed multi-party arrangement is in gathering this information and helping to sustain the City's actions (and Mayor and Council support for them) through business cases for how the City benefits from implementing the recommendations of this plan. This is an important step that the City could take, although the Downtown Partnership, both from having led this study and from maintaining a stronger relationship with private parking operators, is in the best position to lead this effort.

City of Tampa: Implements strategic changes to balance parking budget. The City's primary role in this agreement is to make management-based changes in how it operates its parking inventory,

text continues on page 49

FIGURE 5.1 Parking Management Framework Diagram

Off-street parking supply accounts for over 90 percent of all downtown parking. While the City of Tampa operates around one-third of this, much of the City inventory is located in downtown’s largest parking structures.



but in so doing will achieve two important outcomes:

- **It increases parking revenue** to make its parking operations self-sustaining, and
- **It removes the market manipulation** that currently keeps other parts of the downtown parking supply from being better utilized.

The key steps to achieve this are the following:

- The City Council gives staff the administrative authority to adjust prices, regulations, enforcement hours and practices on spaces not encumbered by special agreements (such as in the Pam Iorio Parking Garage).
- Staff begins pilot programs based on these adjustments, using basic thresholds for when to use time limits, pricing, and other management techniques to ensure availability.
- Staff applies a management system to wait lists for City-owned parking facilities to help correct the market.
- Staff offers a greater range of parking products, keeping prices set for the primary patterns of use today but increasing prices at high-demand facilities for more premium products.

Private Operators: Respond to City-led changes to parking pricing and regulation, allowing customers greater choice in accessing downtown’s parking.

Private operators already seem to understand the business advantage of shifting their focus away from monthly parking permit sales and toward a stronger representation of daily and hourly use, but the greater market demand in downtown keeps monthly permit sales the dominant means of parking access.

The opportunity to provide more types of monthly and daily parking options will increase overall utilization and revenues in the private parking

system. These include many of the same offerings the City would begin providing in Phase 2.

However, many operators who have guaranteed revenue streams from long-term tenants will be reluctant to change leases without the ability to easily offer spaces in other facilities, which are often found with the competition. Fortunately, a collaborative approach can open up new opportunities for sharing parking and revenues that do not exist today, creating a large amount of shared employee and resident parking in Downtown while still preserving operators’ rights to maintain a smaller pool of tenant-only reserved parking.

In addition to these three primary phases of coordinating parking’s major players, the study also recommends a series of policy and program actions, detailed on the following pages, to achieve a more balanced parking system.

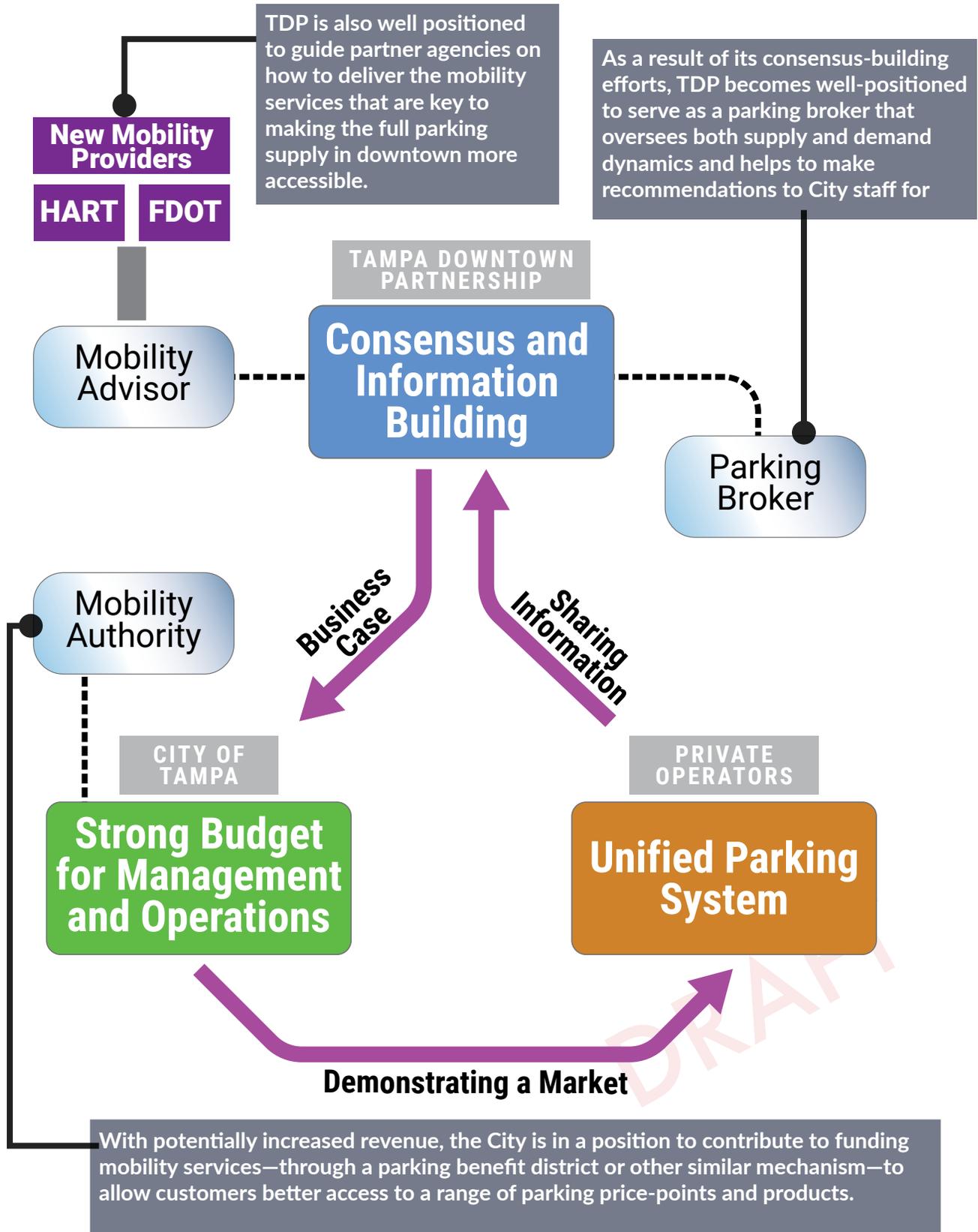
THE PATH TO IMPLEMENTATION

The table on the following pages provides detail on the specific steps that each of these three principal players would take. Although TDP continues to serve as an advocate, the primary changes to move toward implementation of a more modern and flexible parking system must be made with the City of Tampa. The private operators that collectively control the majority of the parking inventory follow with similar steps that reflect the market the City has helped to establish.

The implementation steps presented here are how the parking study discussed in the first sections of this report transitions into a parking plan to better prepare downtown Tampa for continued economic growth and success. Specific action steps are laid out over a period of approximately three years, beginning with the advocacy efforts that have largely been underway as a result of this study’s efforts.

FIGURE 5.2 Parking Management Framework: Secondary Roles and Responsibilities

Through moving through the three-phase approach to implementing recommendations, at least two of the major players begins to assume secondary responsibilities.



PARKING PLAN SUMMARY OF RECOMMENDATIONS

Plan Recommendation	Lead Partner	Supporting Partners
PHASE 1: Consensus & Information Building Led by Tampa Downtown Partnership		
1.1 Information Campaign	TDP	City, Private Operators
1.2 Stakeholder Outreach	TDP	Key Stakeholders
1.3 Public Marketing Campaign	TDP	City, Private Operators
PHASE 2: Sustainable System and Budget Led by City of Tampa		
2.1 Offer New Permitholder Perks	City of Tampa	TDP
2.2 Management of Waitlists	City of Tampa	TDP
2.3 Introduce Demand-Responsive Pricing Tiers	City of Tampa	
2.4 Provide Remote Parking Shuttle	City of Tampa	TDP, HART
2.5 Introduce User-Group Discounts	City of Tampa	TDP
2.6 Restrict Hours of Operation for Existing Permit Holders	City of Tampa	
2.7 Introduce New Parking Payment Technologies	City of Tampa	
2.8 Introduce Real-Time Availability Signs & Apps	City of Tampa	
PHASE 3: Creating a Unified Parking System Led by Tampa Downtown Partnership, with strong support from Private Operators		
3.1 Identify & Implement a Shared Parking Pilot	TDP	Key Stakeholders
3.2 Finalize a parking brokerage	TDP	Key Stakeholders, Private Operators
3.3 Begin a parking benefit district	City of Tampa	

Recommendations from this table are described in greater detail on the following pages, with specific information provided for lead agency, expected general costs, and levels of effort. Specific costs will need to be further refined in partnership with TDP, the City, and other partner organizations, although they are generally understood to reflect the following:

\$\$\$\$ Lower cost, limited mostly to materials and time

\$\$\$\$ Moderately low cost, may involve investments that affect budgets

\$\$\$\$ Moderately high cost, involves substantial programs or actions to budget

\$\$\$\$ High cost involving more substantial budget commitments or capital investments, and possibly staff positions

■ ■ ■ ■ Lower effort, consistent with current actions being taken

■ ■ ■ ■ Moderately low effort, requires added coordination or outreach

■ ■ ■ ■ Moderately high effort, involves substantial coordination across agencies and/or use of staff time

■ ■ ■ ■ High level of effort more likely to require additional/dedicated staff and ongoing coordination

TIMELINE



Initiation and Start-Up Activity



Ongoing continuation

Recn.	Y1/Q1	Y1/Q2	Y1/Q3	Y1/Q4	Y2/Q1	Y2/Q2	Y2/Q2	Y2/Q3	Y2/Q4	Y3
PHASE 1: Consensus & Information Building Led by Tampa Downtown Partnership										
1.1	Initiation	Ongoing	Ongoing							
1.2	Ongoing									
1.3			Initiation	Initiation	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing	Ongoing
PHASE 2: Sustainable System and Budget Led by City of Tampa										
2.1		Initiation								
2.2		Initiation								
2.3			Initiation	Initiation						
2.4				Initiation						
2.5					Initiation					
2.6						Initiation	Ongoing	Ongoing	Ongoing	
2.7								Initiation		
2.8										Initiation
PHASE 3: Creating a Unified Parking System Led by Tampa Downtown Partnership, with strong support from Private Operators										
3.1				Initiation	Initiation	Ongoing	Ongoing	Ongoing		
3.2					Initiation	Initiation	Ongoing	Ongoing	Ongoing	Ongoing
3.3							Initiation	Ongoing	Ongoing	Ongoing

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STEP 1 RECOMMENDATIONS

BUILD THE SUPPORT AND BUSINESS CASE

1.1 DEVELOP AN INFORMATION CAMPAIGN

LEAD Tampa Downtown Partnership

BASICS An effort largely undertaken through the two years of studying downtown parking, TDP should make its stakeholders and downtown parking customers aware of options and strategies that this plan recommends.

COST  Lower cost, limited mostly to materials and time

EFFORT  More extensive effort in City coordination and information distribution

Major changes to downtown's parking system will involve making the numerous organizations and individual customers of downtown parking aware of their new options. Although the City's role as a manager of one-third of downtown parking has contributed to a misconception of the City as the decision-makers on all parking, the City is not fully in a position to broadly share information on downtown parking. The Downtown Partnership, through its greater level of influence and connection to individual businesses, is in a better position to lead this information campaign.

Key information in an information campaign should be organized around a consistent messaging and brand, to be agreed upon by the City and Downtown Partnership, and should include regular updates in advance of major changes.

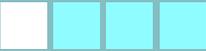
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1.2 CONTINUED STAKEHOLDER OUTREACH

LEAD Tampa Downtown Partnership

BASICS Continue discussions with key stakeholder groups, keeping them informed of ongoing trends, new options, and ways that they can participate in seeking new solutions for downtown parking challenges.

COST  Marginal cost; many meetings already occurring

EFFORT  Marginal effort; many meetings already occurring

The parking study and plan documented in this report represent nearly two years of stakeholder coordination, discussion, and even steps toward action on taking new approaches to parking management. This in and of itself represents arguably the most concerted effort in Downtown's recent history to organize discussions around parking and focus on solutions other than expecting additions to parking supply. In doing this, the study effort has built a broad base of support for some of the study's central ideas and findings:

- Parking supply in downtown is unlikely to be substantially increased, both from the City's ability to make further capital investments and the private sector's unwillingness to take on high construction costs
- The historic dominance of monthly parking products has hindered a culture of shared and more carefully managed parking from developing
- Key stakeholders in the study represent the growing complexity of downtown activities

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1.3 CREATE A PUBLIC MARKETING CAMPAIGN

LEAD Tampa Downtown Partnership

BASICS Develop information materials to help the City of Tampa promote new parking strategies and products offered through Phase 2 recommendations.

COST **\$\$\$\$** *High cost: extensive budget needed for marketing and direct support of incentives programs*

EFFORT  *High level of effort: expanding beyond current scale of TMO and incentives programs likely needs additional staff position(s)*

This recommendation primarily involves TDP's role as the FDOT-designated Transportation Management Organization (TMO) for central Tampa and should explore use of funding made available to TMOs to promote travel alternatives. Although specific eligibility needs to be determined, TDP should explore use of its TMO as a basis for a larger marketing campaign for downtown parking that will communicate all changes that continue as the recommendations of this plan are recommended.

The general parameters of this plan should include the following:

- Introducing, and keeping a focus on, new options in parking being made available to users, especially organizations that have historically been inclined to make bulk purchases of monthly parking and retain their renewal rights to these spaces for fear of having insufficient parking access for employees at a later date
- Changes to pricing that the City or private operators may introduce
- Introduction of new mobility services such as a circulator service, micromobility or shared mobility, or new fixed-route transit
- Introduction of services benefiting customers of specific facilities

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STEP 2 RECOMMENDATIONS

MATCH PRODUCT AND PRICE TO DEMAND

2.1 OFFER NEW PERMITHOLDER PERKS

LEAD City of Tampa

BASICS Expand offerings to show that parking is serving new markets before the City begins changing how it sells the core monthly permits

COST  Moderate cost: programs expected to be self-sustaining through future increases in transient parking revenue

EFFORT  High level of effort: extensive coordination needed with potential perk sponsors or partners. TDP may be called on for support.

Examples might include 7 AM to 7 PM monthly permits that include a promotional code for credit for free Uber or Lyft use for customers who may wish to return downtown for evening special events, or a partnership with a scooter company or Coast bikeshare for customers who take parking in a more remote location. Even without these partnership-based programs, the City can also offer new programs, such as a discounted multi-event parking bundle that allows attendance at multiple special events in City parking facilities—and make this available to customers who opt for less restrictive permits.

Although the City will lead these programs, the intent of this program is that it provides a promotional opportunity for the mobility partners and should be able to attract their in-kind support (through subsidizing the promotion) enough to offset early costs. With more parking spaces removed from the control of 24-hour, 7-day unlimited passes and monthly passes in prime locations, the City can begin to position these facilities to serve more transient parking use, which yields a much greater amount of revenue on a per-hour basis than the monthly permits. Increases in revenue will continue to subsidize these kinds of programs as well as other incentives offered in later recommendations.

As a precursor to implementing bigger changes, the City should begin developing incentives programs through strategic partnerships. These include with other mobility providers and vendors such as Tampa's pilot micromobility companies, Coast bikeshare, and carshare companies such as Zipcar. These can be used on a limited basis at first but combined with more limited-function parking permits to encourage customers to use these kinds of permits.

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2.2 MANAGE MONTHLY PERMIT WAITLISTS

LEAD City of Tampa

BASICS Charge users a nominal fee, possibly on an annual basis, to join waitlists for City parking spaces

COST  Marginal cost: can be included in existing permit payment system

EFFORT  Moderate level of effort: updates to payment systems needed; annual monitoring of maintenance payment must be staffed

In addition to the relatively low cost of monthly parking in City-managed facilities, the City's parking division has historically allowed customers to join waiting lists for purchasing monthly passes in multiple garages or lots, with no fee other other system of tradeoffs for customers. As a result, the City's facilities have had lengthy backlogs of demand, lasting as long as several years, that make securing new parking virtually impossible for new downtown customers. Anecdotal evidence, confirmed by the practical experience of the City's parking managers, suggests that many customers on the wait lists already use some other downtown parking and are simply seeking opportunities to find parking at a lower cost—driven by the notable price differences between City-managed and privately managed parking.

In 2019 the City began to take more careful management of the wait lists, using an unofficial policy that listed customers must confirm their interest in continuing to wait for parking availability and initiating a mass outreach program asking customers to verify that they wanted to continue waiting. This helped to reduce numbers on the waitlists, although this plan recommends that the City may take further actions. Specific next steps are as follows:

1. The City institutes a nominal fee, recommended at \$25, for every waitlist a customer wishes to join. Although the ability for customers to join up to three waitlists currently 'manufactures' a broad backlog of demand and has led to artificially high waitlists across the City-managed system, the City may still wish to allow multiple registrations as long as the fee is paid for each—this should serve as a sufficient disincentive to reduce many of the waitlists, and will generate additional revenue for the City.
2. After nine months, the City introduces an annual renewal fee to remain on waitlists. This may be a lesser fee than the initial fee paid upon joining, such as \$20, but is intended to further discourage customers simply waiting to find a lower-priced alternative to their current parking.

As noted previously, both of these approaches would generate additional revenue for the City. As of September 2019, over 2,100 customers remained on waitlists representing 4,300 total requests (since many customers requested more than one location), which itself is a substantial reduction from the number of requests one year prior. However, if that same number of requests had been subject to the start-up fee and one year of renewal fees proposed in this recommendation, it would generate just under \$200,000 in revenue for the City.

2.3 DEMAND-RESPONSIVE PRICING SYSTEM

LEAD City of Tampa

BASICS Recalibrate parking pricing for type and location based on true demand as reflected in the Downtown Parking Study

COST  Initial costs moderately high, but expected to be offset with increased revenue

EFFORT  High and likely ongoing level of effort as changes are introduced, especially changes to monthly parking pricing and products. Will involve regular monitoring and reporting to show effectiveness

Pricing is one of the most effective tools for manipulating parking demand to create availability in key locations. Without an effective pricing system, the incentive is to choose the most convenient parking space to one's destination. If that destination is the same as a majority of others', this creates a parking crunch. In contrast, a well-designed parking pricing system allows users to pay more to park closer to their destination, while providing discount spaces slightly farther away.

From a user perspective, Tampa's current pricing system is set up such that the most convenient spaces are generally the least expensive off-street, creating a parking crunch evidenced by long wait

lists for those garages. On-street parking pricing is generally set up to match demand, although parking counts reveal that some of the more heavily used spaces are priced the same as those that are not as popular.

Overall, it is key that the on- and off-street parking options work together to support this system. The specific steps below outline how this broader recommendation can accomplish this. First and foremost, the City should consider how on-street rates compare to off-street, as curbside parking is some of the most valuable in the entire parking system.

2.3.1: Recalibrate pricing and regulation for on-street parking based on demonstrated demand.

Today's on-street parking system is well-utilized, and in some key areas is virtually full all day. However, in the northwest and southeast part of the study area, there is availability during the day, while utilization of much of the on-street drops in the evening hours.

Rethinking on-street pricing should focus on creating availability in key locations while leveraging underutilized locations to address other needs. Specifically, this should include:

- Adopting a transparent and clear goal for pricing changes. Adopting an availability goal for each block face, which serves as a framework for price adjustments. A block is appropriately utilized at approximately 90%, where one out of every 10 spaces is available and space is not being wasted as parking.
- Adjusting price to match demand. This would entail raising the price in the core areas of demand and lowering it elsewhere. The map below shows some conceptual pricing boundaries.

- Removing/adjusting time limits. In general, it is a best practice to manage parking with price rather than time limits. Time limits tell people that they have to leave downtown, while instead adjusting price to create availability allows someone to have much more dynamic trips into Tampa and stay as long as they are willing to pay.

2.3.2: Adjust transient pricing in nearby garages to reflect street pricing changes. In addition, the City will need to adjust prices in off-street facilities to ‘correct’ the imbalance with on-street prices. In high demand areas, on-street prices should be higher on a per-hour basis, with an optional removal of time limits intended to guide customers to make their decision of parking facility based on price.

A preliminary way to test this concept would be on the periphery. Some spaces on the periphery of downtown currently have a 12-hour limit, and adding others to that inventory creates additional long-term options.

2.3.3: Extend pricing time spans to match demand. Correcting a pricing balance involves not only the hourly rate being charged to customers, but also the time period during which pricing is in effect. Most on-street parking spaces north of Kennedy Boulevard, for instance, do not charge

for use after 6 PM, which leads to their use as free evening parking for patrons who cannot or do not wish to find paid parking in off-street garages of lots. At the same time that pricing strategies are being pursued, appropriate time limits should be set to respond to actual demand. Determining this may involve review of on-street and off-street utilization data from this parking study to understand an overall area demand at different times of day—not simply a review of on-street data where high levels of utilization due to no price might incorrectly imply a high level of demand.

2.3.4: Monitor and adjust. In a dynamic environment like downtown Tampa, it is challenging to predict exactly how price changes will impact demand. Using the baseline data from this study, the City should provide periodic updates on how the price changes are impacting availability on-street.

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2.4 CONNECT REMOTE PARKING TO CORE

LEAD City of Tampa

BASICS Provide more direct mobility connections between remote parking locations and the high-demand destinations throughout downtown

COST **\$\$\$\$** *High cost, especially for shuttle/circulator service*

EFFORT  *High level of effort for operating services, though partnerships with HART or other agencies may streamline operations into existing services*

Once parking changes are implemented, especially in the high-demand core, the City should be prepared for a shift of demand toward outer parking locations. Many of these are increasingly utilized because of their relatively low cost, but they hold some of the most reliable availability in the current parking system and will become a more desirable choice for price-sensitive customers—a trend that discussions with parking study stakeholders seem to confirm.

However, the long distance from these locations to more high-demand areas of downtown is a significant deterrent to many users. Factors such as Tampa's climate, uncomfortable or unpleasant walking conditions, and a greatly reduced level of activity and natural sense of safety in many parts

of downtown, especially east of Marion Street and north of Kennedy Boulevard, have kept a greater number of users from selecting these locations as a first choice.

To ensure a long-term use of these spaces and to meet the needs of downtown workers, the City or TDP should explore—or partner with HART to explore—a more frequent and focused last-mile connecting service from remote parking locations. The Downtowner on-demand, point-to-point circulator service can meet some of this demand, but its high level of use and popularity and the large geography that it covers lead to typically high wait times for service in peak periods—and little predictability of what these wait times will be.

This points to a need to introduce more of a regularly scheduled service, or even service frequent enough that users do not feel a need to rely on schedules. During the course of the parking study, TDP transferred management of the Downtowner service to HART and began working closely with HART to explore new ideas for circulator service. However these continue, they should include the following at a minimum:

- Connection to parking facilities east of Marion Street, especially on Cass and Zack Streets, that are among the more regularly underutilized in downtown
- Direct connections to the primary office employment core where most remaining available office space is located
- Operations at a level of frequency during peak hours that encourages parking customers to consider lower-cost locations than where some may have parking currently, allowing more of the high-cost parking reserved for monthly users to be converted to transient use.

2.5 USER GROUP DISCOUNTS

LEAD City of Tampa

BASICS As a preliminary step to changing parking product types, offer new lower-priced parking products that can take advantage of lower utilization periods or special events

COST  Relatively low cost to set up once partnerships in Recommendation 2.1 have been established and developed

EFFORT  Moderately high level of effort to establish new programs and products to encourage users to select different parking options. TDP support likely to be needed.

At part of its three-phase system of recommendations, the parking plan generally calls for the City to pursue and establish a broader market for parking access and products than either the monthly parking that dominates the City-managed system or transient parking spread among on-street and off-street spaces. Similar to Recommendation 2.1, this recommendation calls for adding amenities to the parking system and improving the overall customer experience with new options that may be better suited to particular needs. This is an important preliminary step to more impactful changes to come later.

This can be accomplished through a variety of options, and these should be drawn from the City's understanding of its parking market and potential ways to capture demand. It may also result from trials of programs being used in other Florida or southeastern cities, although these should be adapted as closely as possible to Tampa's market conditions and needs. TDP is in a good position to assist the City with this through its more regular discussions with downtown employers, businesses, tenants, and even residents.

Potential approaches may include:

- Nighttime and weekend-specific permits to work in City facilities with lower levels of utilization during these times (such as the Whiting Street or Twiggs Street Garages)
- To the extent that the City parking system's entry and payment systems allow, introduce 'pay as you go' or 'bulk-transient' parking products that offer a lower cost than daily or hourly parking use but that limit use to fewer days (or hours) than an entire month
- For lower-level parking products such as time-limited monthly passes, offer expanded partnerships with mobility service providers, such as Coast Bikeshare, e-scooter companies, or even HART, to combine services and cross-endorse for discounts.

Improvement of mobility options to and from the parking facilities that have availability to offer these options is an important prerequisite to this recommendation.

2.6 RESTRICT HOURS FOR EXISTING PERMIT HOLDERS

LEAD City of Tampa

BASICS Convert existing 24/7 permits to have time restrictions; offer a new 24/7 permit at higher prices

COST  Relatively low cost, mostly with printing new media

EFFORT  High level of effort and ongoing reporting, including an extensive use of the marketing campaign in Recommendation 1.3. Ongoing need for Administration/ council updates and coordination.

monthly passes, prices would increase to be equal to the previous price for unrestricted passes.

In addition, this recommendation would include increases to prices for any reserved-space permits, such as those currently sold for the Whiting and Fort Brooke garages.

The table below illustrates how this would work, with specific examples of existing permit prices as of late 2019.

Perhaps the most significant change to make to the City's system, this recommendation is the means by which the City can begin increasing prices to monthly permits: it converts any existing customers of unreserved, monthly access on a 24-hour, 7-day basis into a more time-limited format that frees up substantial portions of the facilities for greater efficiency, especially for evening use to support special events.

This is based on a public message that parking prices do not need to change for users that want to stay with a monthly permit only usable during core working hours, but that prices will increase for them if they wish to keep the unlimited access they have. For customers already purchasing time-restricted

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2.7 INTRODUCE NEW PAYMENT TECHNOLOGIES

LEAD City of Tampa

BASICS Use payment systems that enable a more flexible pattern of access to parking facilities and facilitate data collection and reporting on user activity

COST  High cost, though expected to be offset by increases to revenue

EFFORT  High level of effort for installing new equipment and working out early rollout needs; similar level of effort for new payment contracts, if these are pursued

In addition to the main findings in Chapter 4, an important observation of the Downtown Parking Study is that the overall downtown parking system—both the facilities managed by the City and those by private operators—does not have technology systems currently in place to allow for more reliable collection of data on user activity and to aggregate, analyze, and report on this information. Many of the recommendations for a diversified offering of parking products and strategies for access cannot be implemented with technology in place throughout the parking system as of late 2019.

The plan recommends that the City invest in new payment and garage entry technology that will readily allow for more innovation in how parking

is sold and how access to facilities is provided to users. Although this could be accomplished in multiple different ways, they City should move toward developing a system that accomplishes the following at a minimum:

- Allows for more flexible means of entry and product types to be recognized by the system, creating more options to allow access to lots and garages than simple ‘monthly’ or ‘transient’ categories
- Allows payment for transient parking through multiple means, such as extending the current on-street mobile payment system into garages and lots
- Allows a ‘payment cap’ system to be implemented wherein users who choose to park for only select days per month may be allowed to reach a maximum of payment for a one-month period that is comparable or even less than the purchase of a monthly pass

In addition, these systems should also allow monitoring and reporting so that the City, TDP, or other partners may understand how parking activity is responding to new products and recommendations.

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2.8 INTRODUCE REAL-TIME AVAILABILITY TECHNOLOGY

LEAD City of Tampa

BASICS Invest in technology and needed infrastructure to provide real-time availability information to parking customers, especially for special events

COST **\$\$\$\$** *High cost, though funding may be available through external sources*

EFFORT  *High level of effort for procuring and installing equipment; additional effort needed for upgrading parallel systems*

Parking technology that directly benefits the user experience of parking downtown is an important step as well. This not only gives users the much needed confidence that they have expressed is missing in using downtown parking, but it also allows the City another tool to manage the broader transportation impacts of parking demand—especially traffic congestion in high-demand areas that may be exacerbated by customers searching for parking. This is a challenge today because of the relatively low level of coordination among parking facilities, especially between City-managed and privately-managed lots and garages.

The Plan recommends that the City invest in a real-time availability system that is compatible

with larger intelligent transportation systems (ITS) infrastructure and networks in use throughout downtown today and into the future. This should allow users to understand availability both at the point of entry (e.g. dynamic signage directly on garages indicating real-time availability) as well as remotely (e.g. through a mobile device software app that communicates this information to users prior to arriving downtown).

The City has shown a broad interest in innovative uses of technology to help manage overall downtown parking and transportation need. The ways that this system takes shape will likely depend on other infrastructure and technology decisions, and for this reason this recommendation is reserved as a longer-term step. It should be seen as adding value to a system that has been made more efficient and market-responsive based on the previous recommendations of this section, and not as a critical step to making parking work. The basic management needs outlined earlier, especially in Recommendations 2.2, 2.3, and 2.6, should be pursued at least in tandem with expanded investment in technology—if not before.

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PHASE 3 RECOMMENDATIONS

THE PILLARS OF A UNIFIED PARKING SYSTEM

3.1 IDENTIFY AND IMPLEMENT A SHARED PARKING PILOT

LEAD Tampa Downtown Partnership

BASICS Find and facilitate an arrangement for private companies to use parking on a shared basis

COST  Marginal cost, apart from staff time needed for coordination

EFFORT  Moderate level of effort, especially if coordination is needed through a development review or permitting process

However, a key step to this is working out parking sharing opportunities for customers—businesses, tenants, or other parking customers—who may not understand options for parking and need additional guidance.

TDP should establish a model, pilot shared parking arrangement to demonstrate to other downtown users how these can be structured and the steps involved in achieving it. This may be a new development that would require City review and approval as part of a development review process, or a new or existing tenant in a downtown building unable to meet conventional parking needs through available supply.

Parking in downtown Tampa functions today as a ‘support resource’ of the region’s roadway network, facilitating driving access to downtown but not used as a key resource to optimize downtown’s economic development potential. Shifting how parking is used, from being a public service to an asset to be positioned for broader development strategy, will entail management changes that can help to address challenges previously identified in this report.

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3.2 FORMALIZE A PARKING BROKERAGE

LEAD Tampa Downtown Partnership

BASICS Find and facilitate an arrangement for private companies to use parking on a shared basis; build this into an ongoing system where TDP is a moderator leading similar arrangements as needed

COST  High cost, though expected to be offset by increases to revenue

EFFORT Extensive level of effort, likely requiring dedicated staff position

TDP can act as a parking broker between the City and the private operators to create a more balanced market. It allows the organization, already well positioned with knowledge of downtown tenants, employer needs, and parking patterns, to serve as a go-between to help parking customers meet their needs through appropriate solutions.

This already occurs by default, with TDP serving as a first resource for potential tenants, businesses, or other parking customers interested in Downtown. However, in the absence of a coordinated system, TDP is limited in the services it can offer and typically only advises these potential customers of options and parking operators who might be able to serve them.

This study and the plan that has followed made early steps toward creating this kind of a system. First and foremost, it established a framework by

which real-time use of garages and lots can be recorded so that TDP knows of likely vacancies or availability. And previous recommendations in this plan, especially on management of waitlists at City facilities and the introduction of a more sophisticated pricing system, have shown a willingness to better manage City facilities.

With a formal brokerage system, TDP would be able to directly select facilities that could meet a customer's parking needs, something it does not do currently because of limited City availability for further parking leases and a neutral position on individual private operators. TDP would take on more of a role in matching supply and demand.

The following key steps should be taken to establish this brokerage:

1. TDP finds a candidate business or organization that will participate in a shared parking agreement
2. TDP and the City create a 'one-stop' system where development applicants (for new development) are made aware of the TDP-led brokerage as a resource to help them meet parking requirements through shared or partner-based arrangements.
3. TDP begins to work with property leasing agents and developers to broker higher-priced deals at City parking facilities in lieu of individual-customer monthly permit sales. \ demand for bulk-lease arrangements currently common in downtown.
4. The City captures this excess revenue to use for other parking and mobility improvements.

3.3 CREATE A PARKING BENEFIT DISTRICT

LEAD City of Tampa

BASICS Establish an official program that determines a baseline in the City parking program budget and invests revenue beyond what is needed for other budget purposes into parking and mobility benefits.

COST

EFFORT

A Parking Benefit District takes the revenue from parking and puts it into a fund that is separate from the general fund. This allows the City to reinvest parking revenue into the overall mobility system, which in turn can help relieve some of the parking crunch due to challenges described above.

This plan recommends the creation of a district as a later step in the implementation program, primarily due to the recognized need for the City's parking program to make critical capital investments and maintenance to achieve many of these earlier steps.

A parking benefit district generally requires:

- 1. Establishment of a formal program,** such as a parking enterprise fund. The City may be able to treat this benefit district as an added function and responsibility of the existing Special Services District for downtown.
- 2. A prioritized list of improvements.**

The City should take recommendations from this plan and develop a formal list of parking- and mobility-related capital projects that the PBD can fund. Specifically, this may be improvements such as:

- Operational costs for additional shuttles
- Signage/wayfinding
- Bus stop improvements, including to add climate protection
- Lot maintenance
- Improvements to key walking impediments, such as challenging crossings or lack of sidewalks
- Sidewalk cleaning, power washing, graffiti removal
- Purchase/leasing of private, off-street spaces
- Parking operations and maintenance costs

- 3. Local advertising.** Particularly as rates change, it is important to point out that the money from parking is being reinvested into downtown improvements. This is tied closely to recommendations 1.1 and 1.3, the sharing of information and development of a unified branding system, that TDP will lead.

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SUPPLEMENTAL BEST PRACTICES

DAY-TO-DAY STEPS TO ACHIEVE A BETTER SYSTEM

Downtown Tampa's transportation system today, as reflected in its mode share, prioritizes vehicle travel over other modes. Parking is an integral part of this: in addition to the market preference for monthly parking permits, downtown employers that provide free or subsidized parking in a market where monthly and daily parking has a price are essentially paying people to drive to work.

HART fixed-route service and the Downtowner provide good coverage downtown, but the lack of frequency with each limits its use, particularly as users compare the service to driving, which is relatively easy and allows direct routes to destinations.

In order to build a transportation system of choices, the City and its partners must invest in infrastructure, operations, and policy related to other modes to level the playing field and make each option at least as attractive as driving alone. The following strategies support this effort:

4.1 PARKING MANAGEMENT PLANS FOR SPECIAL EVENTS

Approximately 1,000 special events are held each year in downtown, with an average of more than one 'perfect storm' day (in which four or more major events occur on the same day) per month. The balance of parking management, traffic operations, and overall downtown mobility has become more complex in recent years with the growth of special events. This poses a challenge as downtown's parking system must flex to meet this concentrated demand. Interviews with stakeholders noted the following:

- **There is opportunity for improvement in coordinating real-time information with day-to-day operations** to streamline the user's experience, though the City is testing several different technology applications to help with this.
- **Garages are not shut down on a regular, habitual basis**, although they are shut down occasionally due to occupancy nearing capacity for reserved and monthly permit holders. These users take priority over transient parkers, and they are the only users allowed to enter past a certain level of occupancy.
- **Many arts and culture destinations** such as the Tampa Theatre, Tampa Bay History Center, and Straz Center own and operate no parking of their own for visitors; some may accommodate staff with their on-site parking, but **rely on nearby supply for visitors**. These organizations have sought arrangements with nearby parking facility owners and operators and have worked to publicize this information to visitors, although in some cases these have ceased to be available as the owners of this adjacent parking have used it for other purposes or, in the case of the History Center, it is programmed for redevelopment in the near future. They also try to provide guidance on parking locations prior to guest arrival so that ambiguity on where to park is removed from the visitor experience, although most do not endorse or state preference for a given location.

The Tampa Downtown Partnership could lead and manage event planning for the parking and mobility system, coupling the data from this study with their network of downtown contacts. This would entail:

- Provide as much advance information as possible, including online and via temporary signage. This should include key details such as addresses for remote parking (for people driving to put into GPS) and price fluctuations
- Working with a vendor to facilitate advanced purchases, if deemed advantageous to operators.
- Providing signage at key locations to intercept vehicle traffic and direct people walking from their vehicles to transit or walking routes to their destination. The TDP could keep its own signage to ensure that it is consistent and easy to understand, as well as a list of key locations.
- Working with private parking operators to open their parking for events, and connecting those operators to event staff to create revenue sharing or other agreements.

4.2 WORK WITH EMPLOYERS TO PROVIDE TRANSPORTATION BENEFITS

TDP already serves as a *transportation management association* (TMA), a planning industry term for an organization that facilitates information and incentives programs to encourage non-driving travel. It receives funding from the Florida Department of Transportation as part of a statewide funding of commute-alternatives programs. TDP should expand this role and continue working with local employers to shift the approach to

transportation to a discussion of benefits, similar to insurance or other company perks. Access to free, subsidized, or even simply nearby parking can be offered to employees, but should be offered as a benefit rather than a default—and part of a larger package of options allowing employees to make more rational economic decisions.

Tools to encourage other transportation modes should also be part of these benefits, including:

- **Free or subsidized transit passes.** TDP may be able to act as a broker with HART to secure bulk purchase of transit passes at a discount, passing these on to interested employers and other downtown member organization. Employers may find that providing these passes is cheaper than providing parking, and by giving employees a choice of which to take, may be able to reduce operating costs from requiring fewer parking spaces.
- **Parking Cash-Out.** Through this program, employers offer employees either parking or the cost of providing parking in cash. Employees can take the cash reimbursement and use it to make their own transportation choices, whether it is more remote parking and keeping some of the cash, walking/biking, or transit – or combination. TDP offers an example of this kind of a program now through its use of a transportation allowance—employees may apply it to whatever they wish, including parking costs, but the allowance does not guarantee a parking space.
- **Bicycle accommodations.** Showers, lockers, “fix-it” stations, and secure bicycle racks all help to encourage people to make this healthy choice. Downtown Tampa has had a bicycle station in the past, although it served downtown

well before the robust infrastructure in place today. Giving renewed focus to the end-of-trip facilities in bicycle commuting can help to make this a more attractive option for commuters.

- **Guaranteed Ride Home programs.** This allows participants a limited number of rides directly from work to their home (or other destination) for emergencies, late-hour work, and other contingencies, so that people feel more comfortable not bringing their own vehicle to work. With the rise of transportation network companies such as Uber and Lyft, many cities are beginning to offer vouchers to these services rather than operating shuttles or relying on taxi services.

4.3 PROVIDE INCENTIVES FOR PEOPLE WHO WALK AND BIKE

In addition to employers, the City and TDP can encourage people to walk and bike through a variety of programs, such as:

- Apps that reward users for their daily mode choice, such as Miles
- Free or discounted bikeshare memberships, particularly for low-income users
- Working toward a unified payment system for transit, parking, bikeshare, and other transportation options. Long-term, this could be linked to a commuter rewards program.
- Setting (and enforcing) requirements for employers or building owners to meet mode share goals, provide alternative transportation options,

pay a transportation improvement fee, join a TMA, or otherwise support TDM programming.

- Hold Walk and Bike to work day / week / month events, with prizes and incentives

4.4 IMPLEMENT TRANSIT IMPROVEMENTS

Tampa's transit service, HART as well as its on-demand shuttle service, the Downtowner, will change in the future. At the time of this report's update, the Downtowner has been planned to be in service through September 2020, with a new version of on-demand service expected to be inaugurated afterward.

Although a specific shuttle service connecting remote parking to high-demand locations was already discussed in Recommendation 2.4, TDP, HART, and other partner agencies should continue to advocate for and introduce transit service that promotes use of parking across a broader geographic area. This may include concepts such as:

- A fare-free zone within the main transfer area of HART's route network (largely around the Marion Transit Center) for trips beginning and ending within the zone
- Additional shuttles and circulators that follow popular downtown routes

4.5 DEVELOP MULTIMODAL HUB LOCATIONS

Co-locating transportation services such as transit, microtransit, bikeshare, rideshare drop-off zones, and even parking provides convenient, easy, and safe locations for people to change modes. For Tampa in particular, these hubs could be focused on remote lots where people could park and

then transfer to a more efficient mode to get to a destination downtown. Hubs should also include:

- Multimodal and real-time wayfinding, including transit arrival information and availability of microtransit such as scooters or the Downtowner
- Covered and climate controlled waiting areas
- Excellent walking infrastructure
- Cell phone charging and wifi

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