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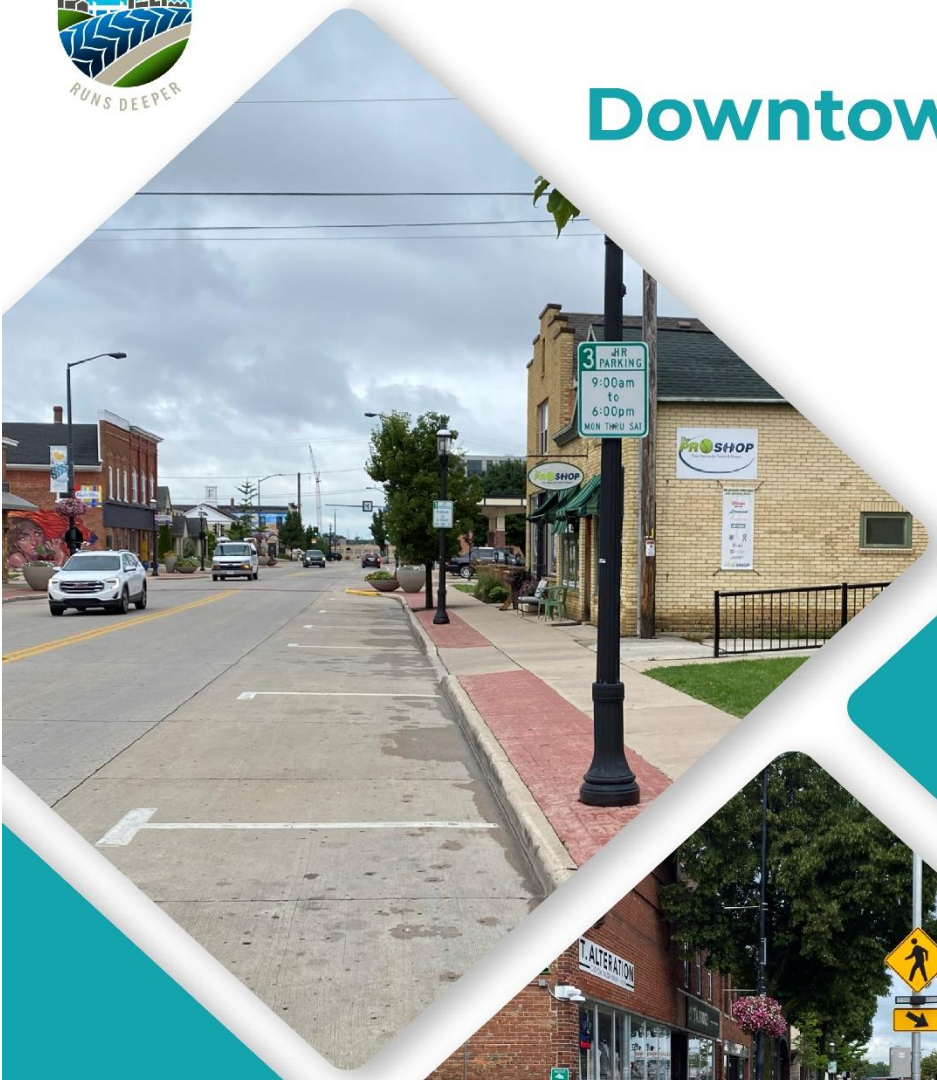
City of De Pere Downtown Parking Study

De Pere, Wisconsin

September 2023



WALKER CONSULTANTS

September 6, 2023

Mr. Daniel Lindstrom, AICP
Director of Development Services
City of De Pere, Wisconsin
335 South Broadway
De Pere, WI 54115

Re: Downtown De Pere Parking Study
De Pere, Wisconsin
Walker Project No. 21-004831.00

Dear Mr. Lindstrom:

The City of De Pere, Wisconsin hired Walker Consultants to prepare the following report which summarizes the process, findings, key considerations, and recommendations associated with the parking study completed for West Downtown and East Downtown.

This report includes an Appendix C, which represents an updated shared parking analysis of the proposed ShopKo site redevelopment, updated from what was originally analyzed as part of the parking study in the summer and fall of 2021.

We appreciate the opportunity to be of service to you on this project. If you have any questions or comments, please do not hesitate to call.

Sincerely,

WALKER CONSULTANTS

Kevin T. White, AICP, CAPP
Parking and Mobility Consultant

Andrew Baglini
Parking and Mobility Consultant

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Executive Summary

Executive Summary

Walker Consultants worked with the City of De Pere ("the city") to complete a parking study focused on East and West Downtown with the following objectives:

1. Evaluate current parking supply, demand, behavior
2. Review and assess current parking operations and management
3. Compare De Pere to similar peer cities in how parking is provided, operated, and managed
4. Evaluate future parking needs with expected development
5. Identify strategies to improve and provide parking operations and management, and leverage parking as an economic development tool and key factor in a high quality of life, especially as the city grows and expands

To establish a baseline of parking conditions, Walker conducted parking occupancy counts in July 2021. The peak parking demand is depicted in the figure below. Occupancy is a measure of demand (the number of parked cars) divided by the total number of spaces.

Figure: Parking Occupancy at 10:00 a.m. (Peak Parking Demand)

Study Area	Parking Type	Inventory	10:00 am Demand (peak)	Occupancy %	Total Vacant Parking Spaces
West Downtown	On-Street	235	33	14%	202
	Off-Street	555	246	44%	309
Subtotal		**790**	**279**	**35%**	**511**
East Downtown	On-Street	243	92	38%	151
	Off-Street	951	351	37%	600
Subtotal		**1,194**	**443**	**37%**	**751**
Downtown Total		**1,984**	**722**	**36%**	**1,262**

Source: Walker Consultants, 2021

In addition to parking occupancy counts, the study included a review of peer cities Northfield, Minnesota, Stevens Point, Wisconsin, and Marquette, Michigan. Both Stevens Point and Northfield have formal long-term parking permit programs.

Walker conducted a formal online and in-person stakeholder engagement process to support the study and inform identification of needs and the formation of strategic recommendations. Among other considerations, stakeholder engagement indicated the need for better signage, wayfinding, and communication around parking and parking management, the need for a coherent approach to parking management, and the need for a better system of balancing and accommodating short and long-term parkers in both West and East Downtown.
The following needs, issues, and opportunities are summarized in Chapter 5:

- Communications, Wayfinding, and Marketing
    - Knowledge and information
    - Comprehension and compliance
    - Leveraging parking for economic development
    - Parking nomenclature
    - Messaging, communications, and branding
    - Wayfinding

- Personnel, Organization, and Community Engagement
    - Inherent foundation for parking management
    - Consolidated parking management and strategic leadership
    - Enforcement and staff turnover
    - Stakeholder engagement
    - Management consistency

- Policy, Operations, and Management
    - Current parking availability
    - Walkability and walking tolerance
    - Parking fragmentation
    - Short-term vs. long-term parking confusion and tension
    - Parking supply
    - Information for data-driven management
    - Manual enforcement process
    - Pivot to customer service and compliance

Chapter 6 offers an assessment of future parking needs based on the most recent plans and scenarios for development in West and East Downtown. A small surplus is projected in East Downtown and a deficit is projected in West Downtown. Formal parking studies should be conducted for each proposed project once specific plans are finalized; studies should include developer plans for providing off-street parking and managing transportation and parking demand. Additionally, ongoing conditions need to be evaluated after new land uses (and associated parking supply are added), and after the city enacts changes included in this report.

The following recommendations are provided in Chapter 7:

Policy, Parking Operations, and Management

- On-Street Parking Recommendations
    - Implement On-Street Short-Term Parking/Loading Zones

    - Institute Revised On-Street Parking Time Limits in East and West Downtowns
    - Be Deliberate About Expanding Managed On-Street Parking Areas
    - Monitor On-Street for Future Implementation of Paid Parking
- Off-Street Parking Recommendations
    - Introduce a Parking Pass Program for Off-Street Long-Term Parking
    - Implement Modified Short and Long-Term Parking Management Approach
    - Implement An Integrated Virtual Parking Pass and Mobile License Plate Based Enforcement System
    - Calibrate Parking Pass Numbers and Pass Rates for Effective Ongoing Parking Management
    - Implement a Strategic Goal of Efficient Off-Street Parking Management
    - Implement a Formal City-Led Shared Parking Program
    - Consider a Parking Utility Fee Program to Fund Public Parking and Mobility Improvements
    - Implement Best Practices for Event Parking Management
    - Strategically Add Electric Vehicle Chargers and Require Chargers for New Developments
- Consider the Adoption of a College Development Zoning District

Communications, Wayfinding, and Marketing

- Change Off-Street Parking Naming Structure
- Launch a Park De Pere Branding, Communications, and Marketing Campaign
- Update City Website with Clear Downtown Public Parking Information
- Update Signage at Key Locations to Include Parking-Related Information
- Install Entry and Location Signage at all Publicly Accessible Parking Facilities

Personnel, Organization, and Community Engagement

- Create a Single City Parking Entity and Consolidate All Parking and Mobility Services
- Develop a Mission Statement that is Supported Across City Departments
- Engage with St. Norbert College on Access and Parking
- Engage with Community Organizations on Branding and Communications

Accommodating Parking Needs with Expected Future Development

- Require Parking Study with New Downtown Development
- Monitor Parking Demand to Continually Assess Parking Needs
- Seek Public-Private Partnerships to Strategically Add Parking Supply
- Be Cognizant of Lost or Displaced Off-Street Parking
- Be Strategic About Off-Street Parking Minimum Requirements
- Ensure Continued Access for Long-Term and Short-Term/Transient Parkers
- Unlock Front Street On-Street Parking

Chapter 8 includes an implementation action plan of all study recommendations. This implementation action plan serves as the city's workplan for moving forward with strategy recommendations.

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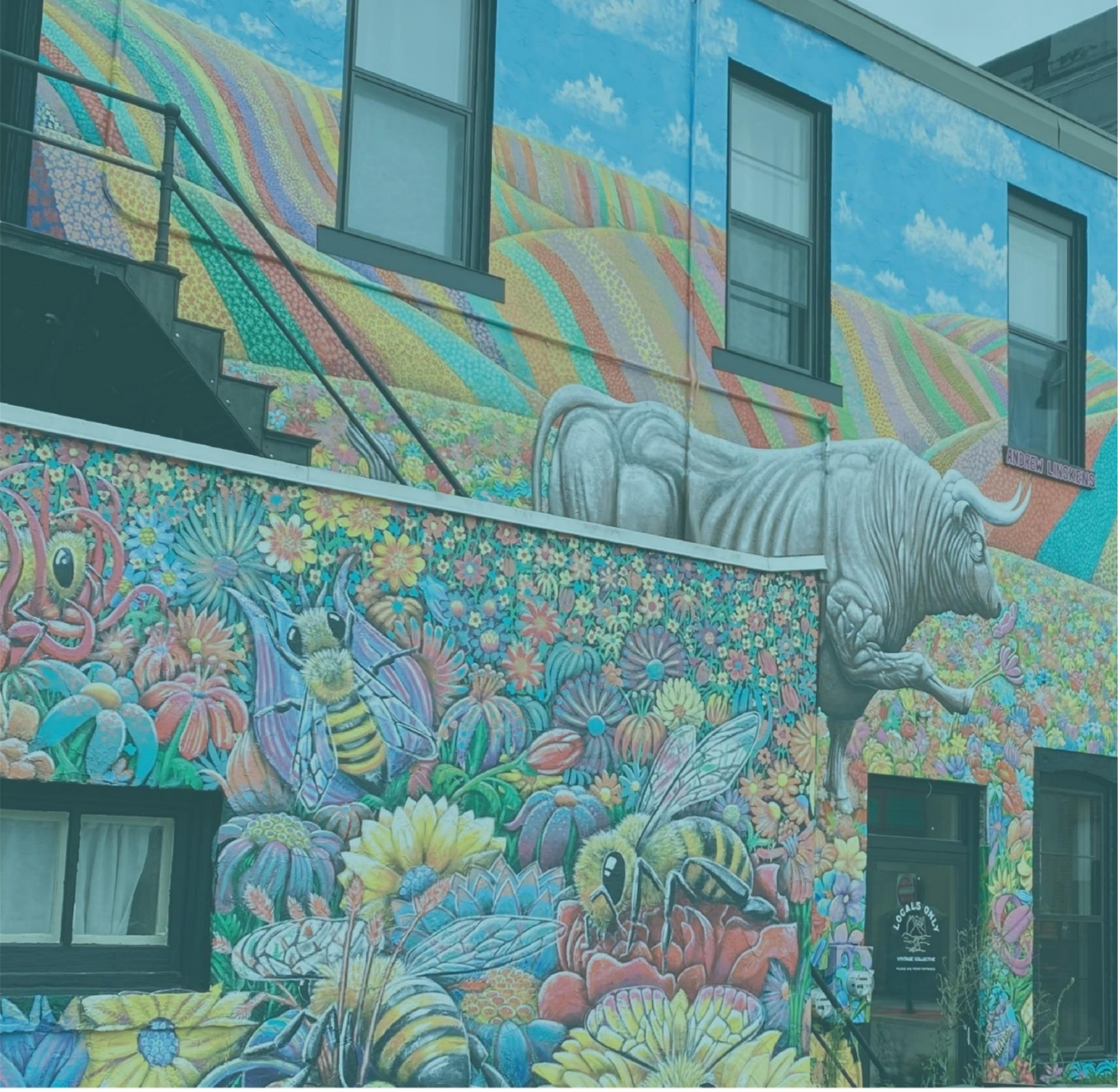


1 Background and Context

Introduction

Straddling the Fox River, De Pere is a vibrant community of roughly 25,000 people within the Green Bay Metropolitan Statistical Area. The heart of De Pere is its downtown, comprised of West Downtown encompassing the Main Avenue corridor, and East Downtown centered around the Broadway corridor. Downtown De Pere contains a diverse mix of commercial, office, retail, and residential land uses, including a variety of professional services, boutique retail establishments, popular restaurants, and others. St. Norbert College frames the edge of the west side of Downtown De Pere.

East and West Downtown are connected by the Claude Allouez Bridge across the Fox River. West of the river, Main Avenue is part of Wisconsin State Trunk Highway 32. On the east side of the river, Highway 32 travels south from a roundabout. On the east side of the river and north of the roundabout, Broadway is part of Wisconsin State Trunk Highway 57 which continues north along the Fox River toward downtown Green Bay. Annual average daily traffic (AADT) on Main Avenue west of the Fox River is nearly 14,000. While the AADT on Broadway east of the river and north of the roundabout is just over 12,000, while the AADT south of the roundabout is nearly 22,000. Traffic volumes, speeds, and the presence of larger commercial trucks has a profound impact on the travel, parking, mobility, safety, and other dynamics in both parts of downtown.

The city works closely with an active and engaged citizenry and business community to encourage thoughtful development, promote business recruitment and retention, and advance safety and quality of life initiatives. The City of De Pere is at a critical point in its history. Ongoing downtown master planning, development projects, and investments are poised to alter the downtown landscape. This includes the Mulva Cultural Center, a premier arts and cultural destination with hopes of opening in 2023. Forthcoming changes are expected to bring a variety of opportunities, but also parking and mobility challenges that need to be addressed.

Project Catalyst and Objectives

Ongoing engagement by the city and leading community business organization Definitely De Pere indicates access and parking is a priority issue among business owners, employees, and residents, and continues to be an ongoing challenge. The city has worked to address questions and challenges as they have come up but acknowledges that a tangible plan and approach must be developed for how parking is provided, operated, and managed, especially as the city grows and changes. In response to this, Walker Consultants began the work of the Downtown De Pere Parking Study in early summer 2021 with the following objectives:

1. Evaluate current parking supply, demand, and behavior
2. Review and assess current parking operations and management
3. Compare De Pere to similar peer cities in how parking is provided, operated, and managed
4. Evaluate future parking needs with expected development
5. Identify strategies to improve and provide parking operations and management, and leverage parking as an economic development tool and key factor in a high quality of life, especially as the city grows and expands

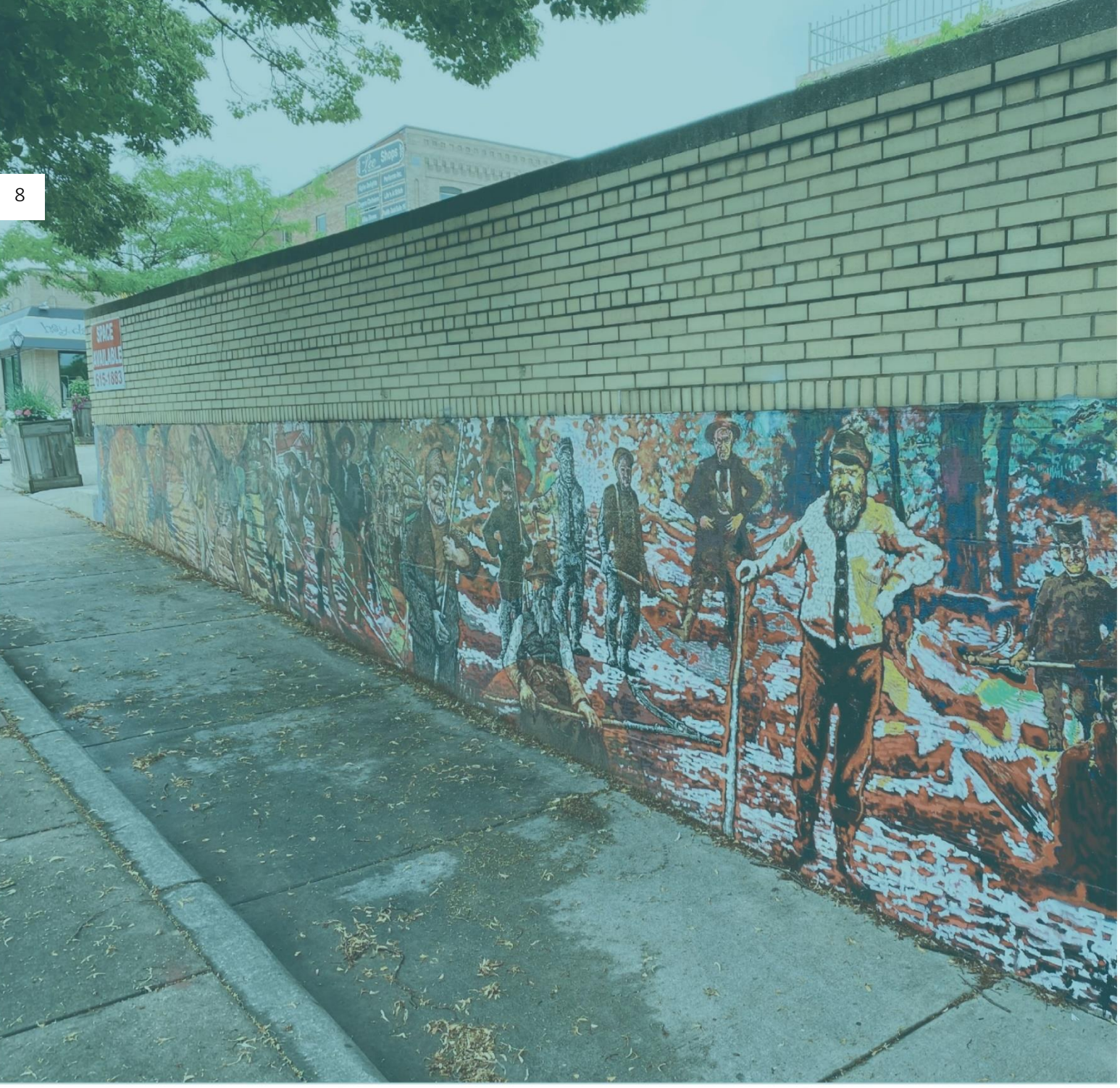
Ongoing and future development downtown have brought the city to an inflection point. In response, parking and mobility management must "take the next step" and be deliberate, coordinated, and strategic. The city recognizes the need for progressive, consolidated, and best practices-based parking and mobility management to maintain a vibrant community and a high-quality experience for residents, business owners, and visitors.

Project Process and Study Area

This plan includes a detailed summary of the process, methodology, findings, key conclusions, considerations, and recommendations of the parking study. The study included a review of existing conditions and operations, data collection, a peer review, stakeholder engagement, parking needs analysis, and the development of a recommendations and implementation action plan. The project began in early June 2021 and concluded in fall 2021. The study area includes East Downtown and West Downtown. East Downtown is generally bound by Cass Street to the north, Michigan Street to the east, Front Street/the Fox River to the west and Merrill Street to the south. West Downtown is generally bound by the railroad tracks to the north, Third Street to the east, the railroad tracks to the west and Grant Street to the south. Figure 1.1 below highlights the project study area.

Figure 1.1: Downtown Study Area

Source: Walker Consultants, 2021



2 | Existing Conditions Assessment and Evaluation

Existing Parking Supply

East and West Downtown De Pere have a variety of off-street surface and on-street parking available. The City of De Pere manages off-street parking in several public surface lots on both sides of the river. Short-term (parking up to three hours) and long-term (parking up to 72 hours; short-term parking is also permitted) parking spaces are provided in off-street facilities and indicated with signage. Short and long-term parking is often comingled in the same parking lot. Unmanaged parking with no daytime time limits is provided in select off-street facilities.

Managed on-street spaces are signed and have a time limit of up to three hours. Some unrestricted (i.e., no time limit) parking and 20-minute parking is available. There is over 27 acres of surface parking in Downtown De Pere within the project study area, about a quarter of all the potentially taxable land area. This represents over $25 million in land value. Figure 2.1 depicts the area dedicated to parking in Downtown De Pere.

Signage indicates 3-hour time limits for on-street parking.

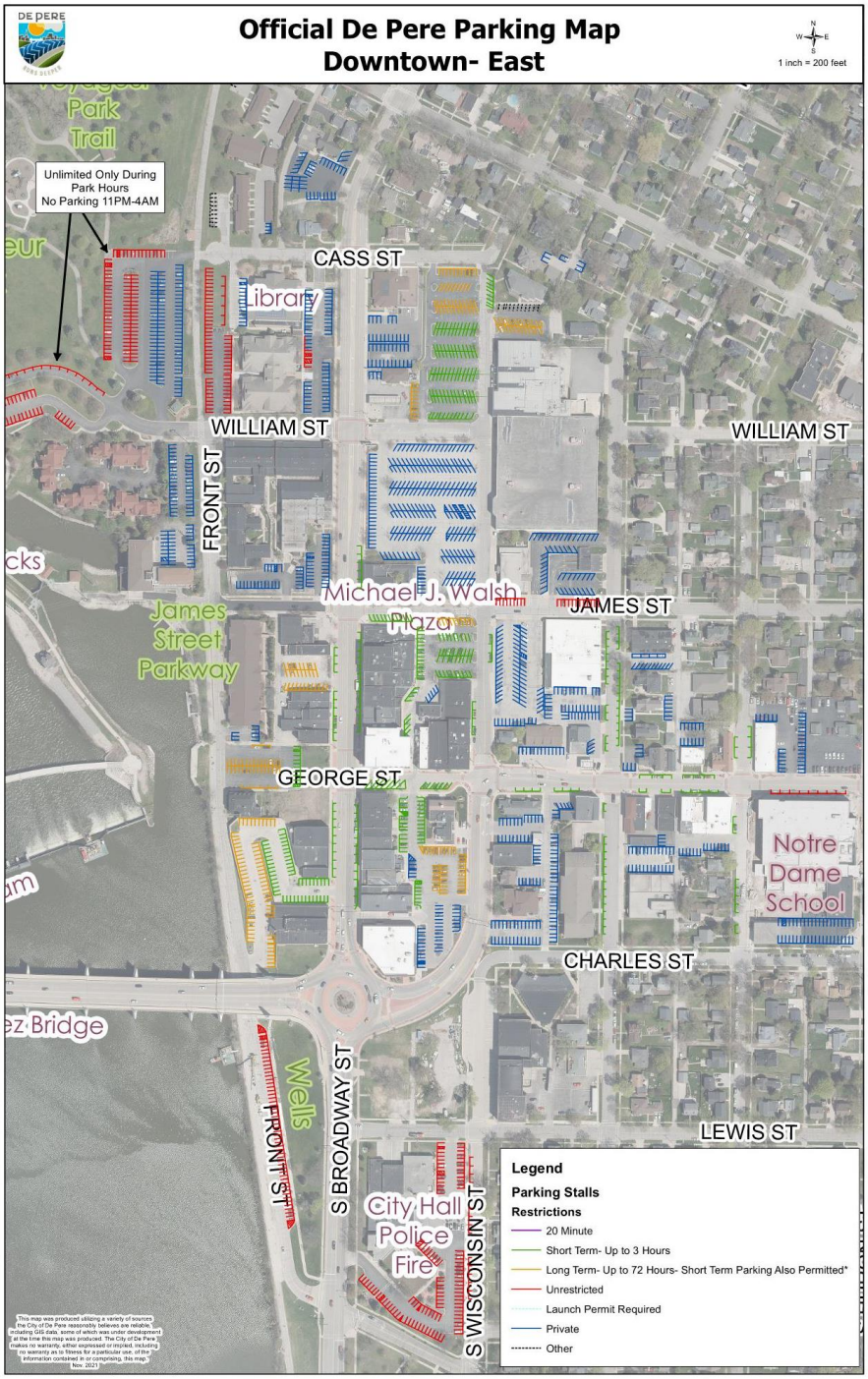
Source: Walker Consultants, 2021

Figure 2.1: Surface Parking in Downtown De Pere

Source: Walker Consultants, 2021

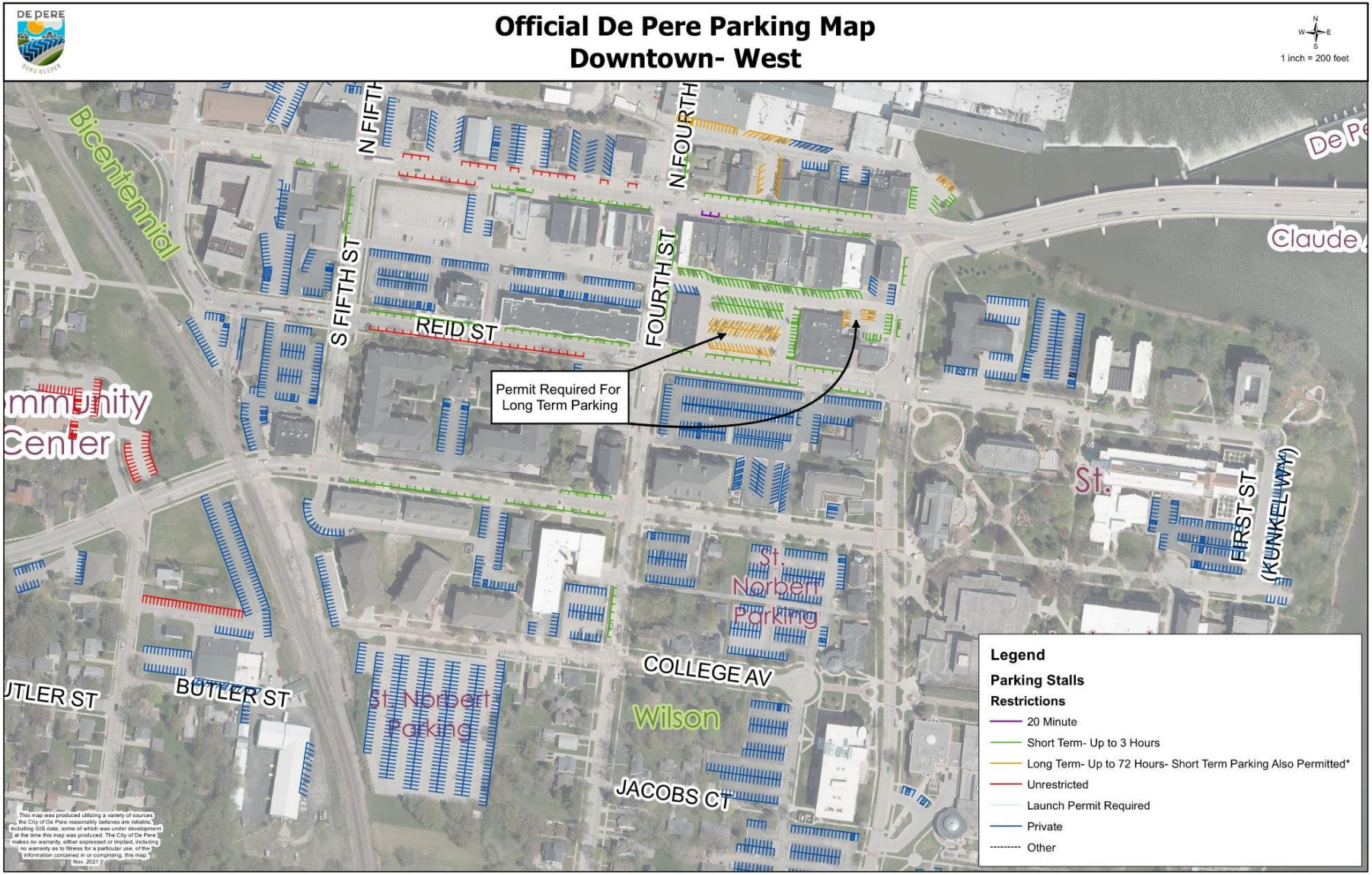
Figures 2.2 and 2.3 show the existing detailed on and off-street parking supply in East and West Downtown, respectively. Private (i.e., not managed by the City of De Pere) parking is shown in dark blue. Most parking in East and West Downtown is within a five-minute walk of the core part of downtown.

Figure 2.2: East Downtown Parking



Source: City of De Pere, 2021

Figure 2.3: West Downtown Parking



Source: City of De Pere, 2021

Public Parking Supply

Walker inventoried current publicly available on- and off-street parking supply within the study area in July 2021. The study area had a total of **1,984±** spaces, including **478±** on street spaces and **1,506±** off-street spaces.

In West Downtown, **43 (8%)** of the off-street spaces were designated as long-term, and **152 (27%)** were designated as short-term. The remaining off-street spaces were unrestricted **(40%)** or reserved/customer only/ADA spaces **(25%).**

In East Downtown, **223 (23%)** of the off-street spaces were designated as long-term, and **261 (27%)** were designated as short-term. The remaining off-street spaces were unrestricted **(42%)** or reserved/customer only/ADA spaces **(7%).**

Signage indicates short and long-term parking in off-street parking lots. Source: Walker Consultants, 2021

The parking inventory is summarized in Figure 2.4 below.

Figure 2.4: Inventoried Parking Supply

Study Area	Parking Type	Inventory	% of Total
West Downtown	On-Street	235	30%
	Off-Street	555	70%
Subtotal		790	
East Downtown	On-Street	243	20%
	Off-Street	951	80%
Subtotal		1,194	
Downtown Total		1,984	

Source: Walker Consultants, 2021

Parking Occupancy

Walker conducted parking occupancy (calculated as the observed number of parked vehicles divided by the total number of spaces) counts in all publicly accessible parking facilities within the study area on Wednesday, July 14, 2021, at 10:00 a.m., 1:00 p.m., and 3:00 p.m. The date and collection times were chosen in collaboration with the City of De Pere to correspond with typical operating conditions. Walker recognizes that a variety of circumstances and conditions affect parking demand, including weather, events, and myriad other factors. Furthermore, it is understood that parking demand associated with retail, restaurant, commercial, and office space has been impacted by the COVID-19 pandemic.

Given this, the purpose of the parking occupancy data collection was to establish a "snapshot" of current parking conditions, a baseline on which to identify needs, issues, and opportunities. Walker performed the parking occupancy counts in July 2021, allowing for a return to pre-pandemic parking demand conditions and patterns. Walker understands that during summer 2021, downtown parking and visitation was largely back to normal conditions, outside of office-related parking demand. These typical summer parking conditions serve as a baseline for estimating the parking impacts of ongoing development in De Pere, including the Mulva Cultural Center, discussed later in this report in Chapter 6. Occupancy is a measure of demand (the number of parked cars) divided by the total number of spaces.

Overall, on-street parking was only **14%** occupied in West Downtown and **38%** occupied in East Downtown. the spaces on George Street in East Downtown were the most occupied during peak, ranging from 50-70%. Main Street had a block of on-street parking within the 70-85% occupied range, and Broadway Street saw sections at 50-70% occupied.

Figure 2.5 summarizes parking occupancy during the peak time of 10:00 a.m., and Figure 2.6 includes a map depicting occupancy by facility at peak. The total spaces per sub area have been calculated to include both on-street and off-street publicly accessible parking spaces. The green shading represents parking occupancy below 50%. Besides a few facilities in both sub areas, which have a parking occupancy of 50% or higher, the remaining facilities have a large amount of publicly accessible on-and-off street parking available. Overall, the downtown at peak overall occupancy is only **36%** occupied.

Figure 2.5: Parking Occupancy at 10:00 a.m. (Peak Parking Demand)

Study Area	Parking Type	Inventory	10:00 am Demand (peak)	Occupancy %	Total Vacant Parking Spaces
West Downtown	On-Street	235	33	14%	202
	Off-Street	555	246	44%	309
Subtotal		**790**	**279**	**35%**	**511**
East Downtown	On-Street	243	92	38%	151
	Off-Street	951	351	37%	600
Subtotal		**1,194**	**443**	**37%**	**751**
Downtown Total		**1,984**	**722**	**36%**	**1,262**

Source: Walker Consultants, 2021

If the large supply (and associated demand) of unrestricted parking at the Voyageur Park lot were excluded from the analysis, off-street parking in East Downtown would be a very slightly higher 38 percent occupied, and the East Downtown system as a whole would be a similar 37 percent occupied. The Voyageur Park lot itself experienced peak demand of 34 percent, thus not having a material impact on the overall supply/demand results.

Figure 2.6: Parking Occupancy at 10:00 a.m. (Peak Parking Demand)

Source: Walker Consultants, 2021

Short-Term and Long-Term Parking Occupancy

During peak occupancy at 10:00 a.m. short- and long-term off-street spaces in West Downtown were **72%** and **77%** occupied, respectively. East Downtown was **22%** occupied for short term and **40%** occupied for long term long-term spaces, respectively. Please note the East Downtown percentages do not include the large supply of parking at Voyageur Park as these are unrestricted spaces. Observation and engagement indicate that short-term parkers do sometimes park in long-term spaces, and vice versa, so parking occupancy counts are not a fully reliable determinant of specific short and long-term parking demand. More information on addressing issues and opportunities and managing short and long-term parking demand is available in Chapter 5 and 7 of this report.

Summary and Key Conclusions

The following observations are offered given field observations and data collection and analysis.

1. **Significant on-street parking is available** throughout downtown, with limited high demand areas at all times of day.

2. Easily visible **electronic pedestrian crossing signals.**

3. **Pleasant, attractive streetscapes** and clean on-street parking areas.

4. **High-speed traffic zones,** particularly near the roundabout (East) and intersection of 3rd and Main (West), which may make on-street parallel parking intimidating or frustrating for some users.

5. High occupancy facilities: Nicolet Square Lot, Mission Square, Reid St/Fourth St facilities, 335 S. Broadway (City Hall).

6. **Short-term vs. long-term off-street parking supply likely needs to be adjusted and calibrated** to satisfy occasional higher demand hotspots and businesses.

7. **Off-street parking lot identification, signage, and a consistent brand** would assist in pedestrian/vehicular wayfinding and an enhanced downtown identity.

8. **Additional delivery/loading spaces** are needed on both sides of the river.

Parking Policies and Ordinances Review

Several sections of the City of De Pere Code of Ordinances detail policies related to on and off-street parking:

- Section 14-55: Off-street parking: This section details regulations related to the size, design/layout, and the requirements for the minimum number of off-street spaces to be provided with development. The City of De Pere does not have a specific process for providing reductions to minimum off-street parking requirements (e.g., via a shared parking reduction). The city does have a Zoning Code variance request process, however. Additionally, The city Code of Ordinance does state that off-street parking and loading requirements "shall not apply to those properties which have accepted special assessments for parking facilities constructed and maintained by the city."
- Section 150-22. Parking in parkways, building setbacks and property dedicated to public: This section details regulations related to parking in setback, driveway, and parkway areas.
- Section 150-22. Parking: This section documents regulations related to overnight parking, long-term parking, and street parking.

Parking Enforcement

The following are the types of parking in downtown De Pere:

- 3-hour time-limited on-street parking, enforced 9:00 a.m. – 6:00 p.m., Monday – Saturday
- Unrestricted/unmanaged on-street parking
- 3-hour time-limited short-term off-street parking, enforced 9:00 a.m. – 6:00 p.m., Monday – Saturday
- Long-term (up to 72 hours) off-street parking (parking pass only required for long-term parking in Nicolet Square lot; short-term parking also allowed)

Two civilian community service officers conduct parking enforcement Monday – Saturday, 9:00 a.m. – 6:00 p.m. Enforcement is done with a pick-up truck with no additional special technology. Enforcement is focused on identifying violations of posted time limits. Officers chalk tires and return to identify overstays. Paper tickets are issues for violations. Community service officers are often local students who work part-time. Staff turnover is frequent. City personnel indicate that enforcement is not a significant source of revenue. Collections are handled by City records staff. The Captain of Field Services within the city Police Department oversees all parking enforcement.

Parking Operations and Management

Duties related to parking and mobility are divided into different entities at the city. Strategic parking planning related to development proposals and master planning is handled by the Director of Development Services. Public Works and the Public Works Director oversee on and off-street parking maintenance. This includes cleaning, snow removal, repairs, signage, striping and pavement markings, and capital investments. A Parking and Traffic Team comprised of different City staff who are involved with parking meetings regularly to address complaints that are received, review issues, and make recommendations that go to the Board of Public Works and City Council for approvals as necessary. It is understood that the Director of Development Services will take the lead on implementing the parking study contained herein.

Looking Ahead: Future Downtown Development

Continued development in De Pere, including the Mulva Cultural Center, will impact the needs and conditions for access and parking management. More information on estimated future parking needs is included in Chapter 6. Recommendations included in Chapter 7 are meant to balance users and address parking management needs amidst growth and development.

Utilizing Urban Land Institute's Shared Parking methodology, Walker projects that at full build-out of all currently proposed downtown developments (based on current working plans of the development at the time of this study), East Downtown will experience a parking surplus of approximately 70 spaces during peak demand conditions when considering the Mulva Cultural Center, the Front Street development, and the Shopko site development. In West Downtown, Walker projects that there will be a parking deficit of approximately 120 spaces during peak demand conditions if all proposed development projects (conceptual projects provided by SmithGroup in Fall 2021) are fully completed.

View down Broadway - East Downtown. Source: Walker Consultants, 2021

Based on Walker's projections of current development proposals, if all developments are fully built out, there is expected to be enough parking to satisfy existing and new parking demand in East Downtown. Chapter 6 of this report includes details on future parking needs projections.

In West Downtown, parkers may be required to use outer lots in peripheral areas (i.e., the community center and pool lots) or park on-street in residential areas during peak demand conditions. Further, the city may consider adding a surface parking lot (or parking structure, if demand warrants) or exploring options to expand current surface lots. Shared parking agreements and/or increased and enhanced Transportation Demand Management (TDM) options would be alternatives to building new parking supply, which can come at a prohibitively high capital cost. More information on accommodating future parking needs from new development is included in Chapter 7 of this report.

Note that with all parking management strategies, the city, stakeholders, and Common Council must evaluate and balance several factors, including the community's willingness to walk to open and available parking.

3 Peer Review

Introduction

One way to measure success and efficiency of a parking program is to evaluate it in comparison to other similar communities. The peer city parking review provides a snapshot of these cities and how they are functioning and operating their parking programs.

The goal of the peer city parking review is to seek out opportunities to implement best management practices and strategies that have performed well and look for ways to further improve the existing parking and transportation systems.

Peer Review Process

The project team identified three communities: Northfield, Minnesota, Stevens Point, Wisconsin, and Marquette, Michigan. These communities were chosen in collaboration with project personnel and represent similar characteristics to De Pere. The objective was to evaluate cities with a Midwest climate (snow/cold), that have comparable population sizes (± 10,000), are associated with a college or university, and have environmental impacts from rivers or bodies of water. The following sections provide descriptions of each of the cities, including community characteristics and an overview of the parking program.

Northfield, Minnesota

The City of Northfield is in south central Minnesota, 35 miles from Minneapolis – St. Paul and 50 miles from Rochester.

Community Characteristics

- **Population:**
  20,217
- **Colleges/Universities:**
  St Olaf College (3,179 Students)
  Carleton College (2,014 Students)
- **Rivers/Bodies of Water:**
  Cannon River
- **Top Employers:**
  St Olaf College, Carleton College, Post Consumer Brands, Target, Aldi, Menards

Source: https://www.ci.northfield.mn.us/

City of Northfield Parking System

Figure 3.1: Publicly Accessible Parking Spaces within Downtown

Parking Type	Inventory	De Pere Inventory
Surface Lots	9	22
Off-Street Spaces	207	1,506
On-Street Spaces	340	478
On-Street Spaces with Time Restrictions	309	-
Total Number of Publicly Accessible Spaces within Downtown	**856**	**1,984**

Source: Walker Consultants, 2021

Parking Regulations

All on-street parking in Northfield is free to use with specific time restrictions. The city has restricted parking in downtown and select streets near both colleges to 2-hour parking, with 20-minute parking spaces in high turnover uses (dry cleaners etc.). In addition to free on-street parking, The city also does not charge for off-street parking.

Winter Parking Regulations

The City of Northfield's Winter Parking Ban states no parking on-street from 2:00am to 6:00am from November 15 to March 15 in any year. During the winter parking ban, the city offers off-street parking permits to residents with extenuating circumstances. These winter permits do not allow on-street parking during a snow emergency.

Parking Management and Operations

There is no formal parking system or authority currently. The city operates and manages the on-street facilities and the nine (9) publicly accessible off-street parking facilities. The city also provides enforcement of public-on-and-off street parking facilities through local police.

Parking Development Standards

Downtown

Parking standards have been waived within the downtown district to encourage growth and development.

College Development District

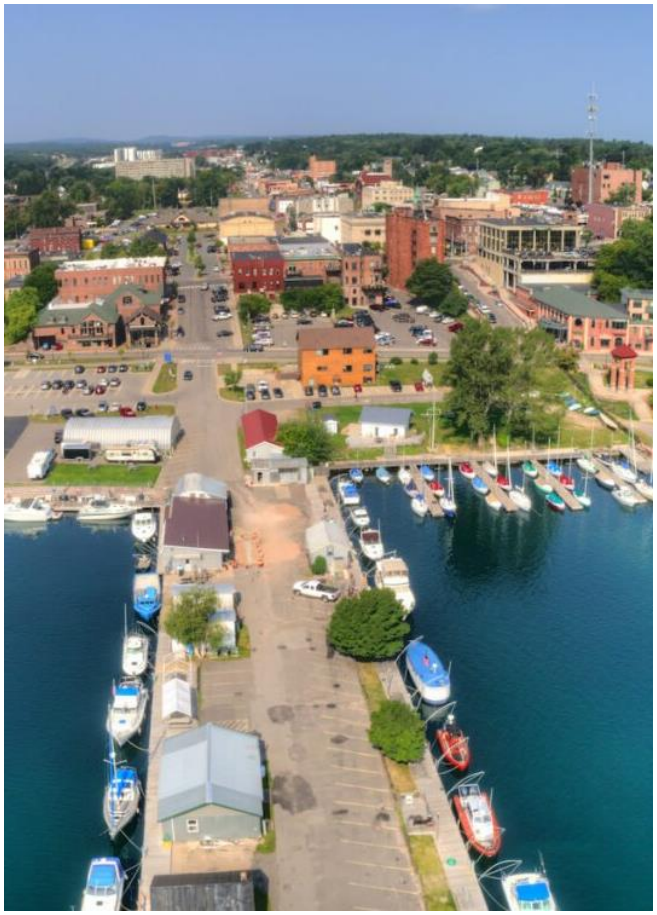
The city has created a special base zoning district (College Development, CD-S) for both college areas. The purpose of the College Development (CD-S) district is to allow college facilities and operations within the city limits while providing boundaries which respect the function and character of the colleges and their adjoining districts, particularly adjoining residential and commercial districts (Land Development Code 2.4.2). All development proposed within the CD-S are required to prepare and provide a parking study to analyze campus wide supply and demand per the zoning code.

Marquette, Michigan

The City of Marquette is in the Upper Peninsula (UP) of Michigan. It is the largest city in the UP. The closest major city to Marquette is Milwaukee, Wisconsin about 300 miles. The city is also about 176 miles from the Green Bay, Wisconsin metro area.

Community Characteristics

- **Population:**
  20,932
- **Colleges/Universities:**
  Northern Michigan University (7,600 Students)
- **Rivers/Bodies of Water:**
  Lake Superior, Dead River
- **Top Employers:**
  UP Health System, Northern Michigan University, Cliffs Natural Resources, Michigan Operations, Upper Peninsula Medical Center



Source: Jacob Boomsma / shutterstock.com

City of Marquette Parking System

Figure 3.2: Publicly Accessible Parking Spaces within Downtown

Parking Type	Inventory	De Pere Inventory
Surface Lots	8	22
Ramps	1 (2 levels)	0
Off-Street Spaces	755	1,506
On-Street Spaces	636	478
On-Street Spaces with Time Restrictions	365	-
Total Number of Publicly Accessible Spaces within Downtown	**1,391**	**1,984**

Source: Walker Consultants, 2021

Parking Regulations

On-street parking within downtown Marquette is metered with an hourly rate of $0.50, The city restricts meters to 1-hour, 3-hour, and 10-hour. The hourly rates for surface lots are free for 2-hours with a permit program set up for long term parkers at designated lots and the Bluff Street Ramp. The permit program is set up as followed:

- $30 per month for a daytime permit – businesses/employees can park beyond time limits
- $40 per month for a 24-hour permit – residents, landlords, AirBnBs, etc.
- $5 single use daily permit

Parking is managed with virtual permitting and LPR-based enforcement.

Winter Parking Regulations

The City of Marquette's Winter Parking Ban prohibits on-street overnight parking between November 1 and April 1.

Parking Management and Operations

The city does have a Traffic-Parking Advisory Committee. The Traffic-Parking Advisory Committee advises the city Commission on matters relating to parking, traffic flows, traffic patterns and Complete Streets.

The city has contracted with the Downtown Development Authority (DDA) for operation of public parking lots in the downtown area. Parking lot maintenance is a shared responsibility for the city and the DDA but is coordinated by the DDA Director.

Parking is enforced by the city's Police Department and enforcement is Monday through Friday from 9 a.m. to 6 p.m. and provided complimentary on Saturdays, Sundays, and weekdays after 6 p.m. Overnight parking in rental lots is by permit only.

Parking Development Standards

Parking space requirements for principle uses within the CBD apply only to residential uses and all other principal uses in the CBD are exempt from parking space requirements (UDO Section 54.902 Parking Regulations).

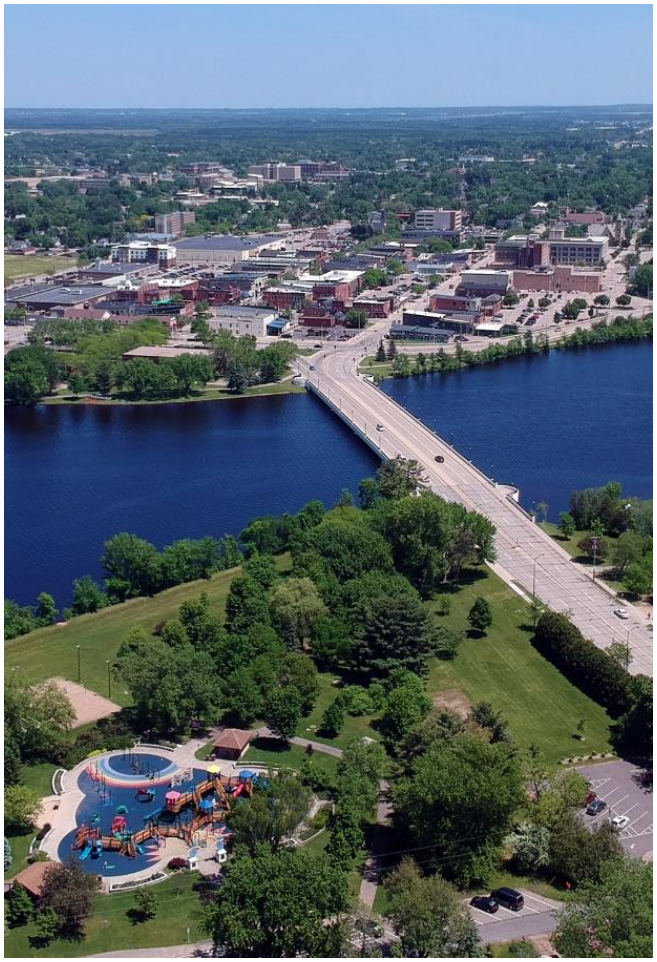
The city has implemented a Parking Reduction Formula as a zoning code exemption for uses other than residential for specific zoning districts. The Parking Reduction Formula is a percent reduction in total number of parking spaces required for the project.

Stevens Point, Wisconsin

The City of Stevens Point is centrally located in the state and located on the Wisconsin River, roughly 88 miles west of De Pere.

Community Characteristics

- **Population:**
  26,717
- **Colleges/Universities:**
  University of Wisconsin – Stevens Point (8,626 Students)
  Mid-State Technical College (±2,000 Students)
- **Rivers/Bodies of Water:**
  Wisconsin River, McDill Pond
- **Top Employers:**
  Sentry Insurance, University of Wisconsin – Stevens Point, Canadian National Railway, AIG, Associated Bank



Source: https://www.stevenspoint.com/

City of Stevens Point Parking System

Figure 3.3: Publicly Accessible Parking Spaces within Downtown

Parking Type	Inventory	De Pere Inventory
Surface Lots	13	22
Off-Street Spaces	1,420	1,506
On-Street Spaces	697	478
Total Number of Publicly Accessible Spaces within Downtown	**2,117**	**1,984**

Source: Walker Consultants, 2021

Parking Regulations

On-street parking within downtown Stevens Point is metered with an hourly rate of $0.75, the city restricts meters to 15-minute, 1-hour, 2-hour, 3-hour, 4-hour and 10-hour limits. There is also metered parking on the streets within the University Area. In addition to the metered parking, The city has also implemented a residential parking permit within three separate zones all near or surrounding the UW-Stevens Point campus.

The city has also implemented an alternate side parking for overnight parking. This is for the entire year, every day of the week, throughout the entire city - except for the Downtown Business District. Alternate side parking is in effect 2:30 AM - 6:00 AM on any city street differentiated between odd and even days.

The city has a mix of Pay by Plate Kiosks and Single Space Meters for on-street parking

Off-street parking within downtown is free 2-hours with a long term and overnight parking permit program available at designated lots. The permit program is set up as follows:

- $25 per month for 24/7 long-term access
- Reserve specific spaces for long-term parking

The city leverages virtual permitting and LPR-based enforcement to manage the program.

Winter Parking Regulations

The mayor announces Snow Emergency Parking Restrictions and Regulations.

Parking Management and Operations

There is no formal parking system and the city's Public Works and/or Police Department maintains all on-street meters, multi-space kiosks, and off-street facilities within the downtown and University Area. The city also provides enforcement of public-on-and-off street parking facilities through local police using license plate recognition (LPR) technology.

Parking Development Standards

The city does not require parking in the designated downtown area, with parking reductions in place for the following standards

- Bus Transit Availability
- Provision of Structured Parking
- Access to Car-Sharing Program
- Tree Preservation

The city has also created a University Facilities Zoning District for the UW-Stevens Point campus area to primarily accommodate developed University owned land, buildings, and facilities.

Findings and Key Takeaways

The following is a summary of the findings and key takeaways from the peer review:

- **Long Term Parking Permit Management:** All of the cities reviewed provide some form of long-term parking permit program, either longer duration then meters, overnight and/or winter parking for residents. Generally, the cities had designated off-street facilities for permit holders with reserved spaces.

- **Virtual Permitting and LPR-Based Enforcement for On-Street and Off-Street Parking:** For the cities reviewed that charged for parking, Marquette, and Stevens Point, both use new parking technology to issue parking permits for off-street facilities and enforcement for on-street parking. The use of new technology allows these cities to take advantage of the streamlined back-end enforcement and management software for both permitting and License Plate Recognition (LPR) based enforcement. More information on potential technology platforms is included in the Recommendations in Chapter 7.

- **Paid Parking:** The City of Marquette and Stevens Point charge for parking. The City of Marquette charges an hourly rate of $0.50 with 1, 3, and 10-hour meters for on-street parking. Stevens Point charges an hourly rate of $0.75 with 15 minute, 1, 2, 3, 4, and 10-hour for on-street metered spaces.

These findings are most applicable to the City of De Pere and have been incorporated into recommendations included in Chapter 7.

4 | Stakeholder Engagement

Introduction

Public and community collaboration was essential to understanding the parking and mobility issues within Downtown De Pere. Engagement was critical to informing the public on project process, garnering support, and receiving input to help inform and guide the recommendations provided in this study. The following engagement opportunities were conducted as part of the project process:

In-Person

- Two (2) focus groups on July 13, 2021, with invited community and business stakeholders

Virtual/Online

- June 4, 2021: Project kick-off strengths, weaknesses, opportunities, and threats (SWOT) discussion with City staff and specific invited business and community members
- August 2021 phone interviews with City staff and Definitely De Pere
- August 26, 2021: Collaborative work session to discuss existing conditions assessment, needs/opportunities, and potential strategies with City staff and specific invited business and community members
- September 28, 2021: Virtual engagement session with invited community and business stakeholders
- July – August 2021: Online survey seeking feedback on parking and mobility challenges, priorities, and opportunities
- September - October 2021: Online survey seeking feedback on potential long-term parking management strategies

The following summarizes the key results and takeaways from stakeholder engagement. Results are summarized below, separated by engagement with the broader public, and engagement with staff and community stakeholders.

Public Engagement

Engagement with the broader public included in-person focus groups, two public online surveys, and a virtual engagement session.

In-Person Focus Groups

Two in-person focus groups were facilitated the evening of July 13, 2021, at De Pere City Hall. A total of approximately fifteen (15) attendees were present at both meetings. The meeting included discussion, and attendees provided input on printed maps. Key findings included feedback about areas of underutilized parking supply; lack of knowledge and information about parking inventory, availability, and policy; need for uniform parking enforcement and management (e.g., with long-term parking management – parking passes currently exist for only the Nicolet Square lot); and the need to plan for future parking needs with all the current and planned downtown development. Figure 4.1 below depicts map input received.

Figure 4.1: Focus Group Map Feedback Received

Source: Walker Consultants, 2021

July – August 2021 Online Survey

Walker routinely utilizes public surveys to gauge opinion and garner input from the community relating to challenges and possible areas of improvement regarding the public parking system. Online surveys are an effective medium to hold this type of forum. The survey for this project was used to gather input and opinion from a cross section of the various groups who live, work, shop, dine, and visit downtown De Pere.

The online survey consisted of multiple choice and open-ended questions that sought input related to various aspects of public parking in downtown including availability, ease of use of the system, most common parking locations, downtown walkability, typical parking behaviors, and policies, among others. The city advertised the survey through City information/communication and media channels and the survey was open for six (6) weeks. In total, the survey was completed by 245 participants, who offered descriptive responses and priority rankings that helped produce key findings and recommendations when it comes to parking in downtown. Of the 245 unique respondents, 69% were residents, 17% employees, 8% business owners, 4% visitors, and 2% property owners.

Key Findings

The most popular West Downtown destinations were Luna Coffee, The Exchange Coffee, and Gallagher's Pizza, among others. Popular parking facilities used include Main Avenue and Reid Street, as well as the Nicolet Square Lot.

The most popular East Downtown destinations were Voyageur Park, Walgreens, the County Library, and The Lee Building. Popular parking facilities used include Voyageur Park, Library, the Lee Building, and on-street parking on George Street, Wisconsin Street, and Broadway.

Asked about top priorities when parking, "not having to pay for parking" was listed as the highest priority among the most respondents, while there was a three-way tie among "traveling safely from parking to my final destination," "feeling confident that there will be parking available, even it is not right next to my final destination," and "finding and available space that is close to my destination."

A total of 78% of respondents indicated that they "sometimes" or "usually" can find parking where they prefer to park. Just over half (52%) of respondents indicated that parking in De Pere is easier than parking in similar communities that respondents have visited.

Open-ended comments yielded valuable feedback. Several respondents indicated traffic on Main Avenue and Broadway making pedestrian safety and parking a challenge. Respondents indicated the need for better long-term parking options, particularly among employees. Several respondents indicated the need for better parking information, wayfinding, and signage, and the need for more parking supply in select locations, particularly West Downtown.

Additionally, respondents indicated the need to revisit overnight parking restrictions, assess the impact on parking needs of the Mulva Cultural Center, and the importance of development being accompanied by appropriate parking resources and De Pere maintaining its high quality, small-town vibe. Respondents indicated the desire to make Downtown De Pere more pedestrian and bicycle friendly.

September - October 2021 Survey

A second online survey was administered in September and October 2021 to assess respondents' opinions on potential long-term parking management strategies. A total of 35 separate individuals responded to the survey. Respondents were primarily business owners and residents of both East and West Downtown.

Key Findings

Fourteen (14) out of the twenty-four (24) individuals that answered the question would support the city implementing a parking pass program for long-term parkers across East and West Downtown; fourteen (14) out of twenty-four (24) indicating they would be interested in purchasing a long-term parking pass (no specific parking pass price details were given as these details will not be finalized until a later date).

Respondents indicated the need for better long-term parking management for business owners, residents, and employees, while also providing for the shorter-term parking needs of customers. Respondents indicated the need for different types of long-term parking passes, the need for convenient parking options for parkers, and potential reluctance among some residents and business owners/employees to pay for long-term parking passes (some questioned needing to pay for parking, although one business owner indicated they would purchase parking passes for their employees). Some respondents discussed the need for overnight parking, and potentially reserved parking for residents.

Finally, respondents expressed concern about growth and development in both West and East Downtowns, specific projects that have been built or in planning stages, and parking pressures increasing with new development, often when development brings extra density and demand, and is built on existing parking spaces. Respondents discussed the need for ongoing parking strategies to address parking pressures.

September 2021 Virtual Engagement Session

Walker conducted a virtual engagement session with members of the public. Fewer than ten (10) attendees were present. Walker provided an overview of the project process, and the findings, key conclusions, and identification of needs, issues, and opportunities related to various focus areas. Focus areas included communications, wayfinding, and marketing; personnel and organization; and policy, operations, and management. Engagement was conducted online using the collaborative platform, Mural.

Feedback included the need for better signage to help users, heavy traffic warranting reliable short-term parking options, the need for clearly designated employee parking, the need for slowing down traffic on Broadway, and the desire for better management of long and short-term parking, and more long-term parking spaces.

Engagement with City Staff and Community Stakeholders

Engagement with City staff and Definitely De Pere occurred at three primary points through the project process: a kick-off meeting in early June, staff interviews in early August, and a collaborative workshop at the end of August. The group engaged included the following core members:

- Daniel Lindstrom, Development Services Director, City of De Pere
- Eric Rakers, City Engineer, City of De Pere
- Larry Delo, City Administrator, City of De Pere
- Tony Fietzer, Street Superintendent, City of De Pere
- Jeremy Muraski, Captain of Field Services, City of De Pere
- Tina Quigley, Executive Director, Definitely De Pere

Input and feedback from the group was critical in guiding the identification of needs, issues, and opportunities outlined in Chapter 5, and in developing the recommendations included in Chapter 6. Feedback mirrored much of what the general public said: parking management is not uniform across the city, and a coherent plan is needed that embraces new technology and best practices to manage long and short-term parking. Parking supply, operations, and management is a “hodgepodge” of approaches that have been accumulated over the years. Current parking resources and enforcement is confusing, and education and communications need to be improved. More automated strategies are desired that embrace data and performance tracking and management. Access and parking can and should play a central role in contributing to the quality of life in De Pere, but consistent and coherent management is needed, especially as the city grows and new development occurs.

5 Needs, Issues, and Opportunities

Introduction

Walker performed a variety of tasks throughout the course of this parking study to review, assess, and evaluate current parking conditions and operations. This included system review and observation, review of policy, field data collection, stakeholder interviews, survey, and peer review. A description of the process, results, and key takeaways for each of these elements is included in Chapters 3, 4, and 5 of this report.

The primary objective of these diagnostic activities is to identify the critical needs, issues, and opportunities that exist with access and parking in De Pere. These needs, issues, and opportunities answer the question "what are we solving for?" That is, what items need to be addressed with new strategies, projects, and initiatives, described in more detail in Chapter 7 Recommendations.

Identified needs, issues, and opportunities can be divided into one of three primary categories:

- Communications, wayfinding, and marketing
- Personnel, organization, and community engagement
- Policy, parking operations, and management

These categories are useful in grouping strategies and action items when thinking about implementation and are used throughout the remainder of this report.

Current parking wayfinding signage is small and difficult to read.

Source: Walker Consultants, 2021

Off-street parking signage is difficult to locate, and in some cases, difficult to understand. In this example, it is difficult to understand what spaces are long-term with the arrow on the sign.

Source: Walker Consultants, 2021

Communications, Wayfinding, and Marketing

This category involves a variety of topic areas, including:

- Providing information about access and parking to parking users to inform them before they make the trip to De Pere (information could include where parking is located, rules and regulations, who can park where, etc.)
- Providing information to drivers arriving to or circulating around Downtown De Pere to guide them to available parking supply
- Providing signage and information that designates parking facilities and specific parking restrictions within parking facilities (i.e., time limits, who is allowed to park where, etc.)
- Providing information on parking rules so parking users understand restrictions and can comply
- Communicating specific access and parking closures, and other changes

Primary needs, issues, and opportunities are described below.

Knowledge and Information

Observation and stakeholder engagement suggest that there is a fundamental need for greater information sharing about mobility and parking locations, options, regulations, and resources to visitors and parking users in De Pere. Parking users lack information before they make their trip and information in real-time while they search for and finalize their parking choices. The city has parking information on its website, but it is buried under several layers of pages. Stakeholder sessions indicate that parkers struggle accessing information on parking options. Physical maps are not evident downtown; nor is real-time parking availability information.

It is not clear in some cases that City of De Pere lots are open and available to the public; discussions with stakeholders indicates that many members of the public do not clearly know which parking facilities are public facilities, and that some public facilities even exist. The city should work to raise the profile and familiarity of parking in De Pere among the visitor, business, and resident community by leveraging all channels to ensure information is provided.

Engagement indicates that there is a lack of awareness that the 200 Main Avenue lot in West Downtown is a public parking facility.

Source: Walker Consultants, 2021

Comprehension and Compliance

In addition to a deficiency in knowledge and information among parking users, parking users struggle to understand where they are allowed to park and for how long, and what are the parking rules and regulations. Observations and engagement indicate confusion among users about parking options and rules, in both on-street and off-street parking areas.

Users are struggling to understand posted signage, the rules for who may park where, and the process or rationale behind parking enforcement actions. Engagement indicate that some feel parking enforcement is inconsistently applied and arbitrary. A pivot is needed. Emphasis should be placed on compliance rather than punitive measures. A need and opportunity exist to reconfigure parking management and communications to improve clarity and understanding of parking regulations and enhance parking compliance.

Leveraging Parking for Economic Development

In addition to increasing information sharing, improving comprehension, and driving compliance among parking users in De Pere, there is an opportunity to leverage parking as an economic development tool. Clear, well-managed parking promotes customer activity, parking turnover to support businesses, and enhances customer service and quality of life for residents, business owners, employees, and visitors. Parking is one of the primary first and last impressions that visitors have when coming to a place like De Pere. Well managed parking can attract and enable new development and new users. There is an opportunity for the city to: 1, improve the way parking is operated and managed to better support economic

retention, growth, access, and quality of life, and 2, work with partners to make access and parking a central part of The city's economic development initiatives and campaigns.

Parking Nomenclature

There are no clear names or ways of referencing public off-street parking facilities throughout downtown. In fact, engagement suggests that different personnel within city government refer to parking lots differently. There is a need for a consistent, recognizable parking facility nomenclature.

The sign plaque located below the 3-hour parking sign in the Nicolet Square lot is small and difficult to see. Additionally, the arrow is confusing.

Source: Walker Consultants, 2021

Messaging, Communications, and Branding

To provide enhanced knowledge and information about parking, drive comprehension and compliance, and central asset in promoting economic development, messaging, communications, education, and branding will be critical. Access and parking in De Pere should be promoted as part of a coordinated communications and marketing campaign with a recognizable brand. Such a campaign should promote consistent and comfortable brand recognition for parking users in all phases of the trip making and parking journey (i.e., before/trip planning, during, and after).

Wayfinding

The need for clear, prominent, consistent, and recognizable wayfinding is a critical component of any parking operator's messaging and communications and essential to the parking user's experience. Well-designed wayfinding improves customer service, and the efficiency of how existing parking resources are used. Confusing, inadequate, and absent wayfinding was noted throughout the existing conditions assessment phase as being a critical need and opportunity for the City of De Pere. Work should be integrated with De Pere's wayfinding plan adopted in 2021.

Personnel, Organization, and Community Engagement

This category involves the following topic areas:

- Engaging with stakeholders and the public on topics of access, mobility, and parking
- Ensuring internal processes, personnel, resources, and equipment are in place to properly manage on and off-street parking facilities, implement changes, and provide strategic direction, including collecting and monitoring key performance metrics
- Providing a high-level of customer service for all parking users

Primary needs, issues, and opportunities explored through this process are described below.

Inherent Foundation for Parking Management

There is an inherent foundation for robust and comprehensive parking management in De Pere. The city has good public infrastructure, unique and appealing destinations, attractive streetscapes, involved and engaged stakeholders, and a thriving business and development community. Additionally, staff are competent and dedicated, and there are existing channels that can be leveraged including an existing Parking and Traffic Committee, and the Definitely De Pere Economic Development Committee that has examined parking issues in the past (including a July 2021 report implemented, which noted the high importance of parking in economic development issues). Furthermore, the city has high-quality and detailed data on existing parking resources on which to build upon.

In many cases, public parking facilities are small, fragmented, and oftentimes, hidden from view, leading to challenges with wayfinding and parking efficiency. This is true of the 123 N. Broadway lot in East Downtown.

Source: Walker Consultants, 2021

Consolidated Parking Management and Strategic Leadership

To ensure coordinated parking management and implementation of new strategic initiatives, there is a need for ongoing strategic leadership and consolidated management on access, parking, and mobility parking planning and operations. Consolidated parking management would bring together parking enforcement, technology, customer service, day-to-day operations, and strategic initiatives under a single entity. Strategic leadership involves seeking and capitalizing on partnerships and opportunities, evaluating redevelopment opportunities, aligning internal resources, garnering support, communicating new initiatives, and ensuring successful implementation.

Enforcement and Staff Turnover

Discussion and evaluation indicate that there is confusion among enforcement staff with how and where to apply parking rules and regulations, and staff turnover contributes to issues of confusion and inconsistency.

Stakeholder Engagement

Observations and feedback indicate that there is a need and opportunity for enhanced engagement with the community and public on access, transportation, and parking topics. An opportunity exists for the city to partner with community and business organizations to establish trust and provide information on access and parking strategies, policies, and campaigns. This is particularly important with any new parking operations and management changes, marketing campaigns, or new strategies implemented. It is also important as new businesses come to town. Once engaged, businesses can relay information down to employees and customers. A feedback loop needs to be established between the city and its stakeholders. Stakeholder

engagement should make it clear to the business community and public that the City of De Pere is an ally when it comes to access and parking in the city.

Management Consistency

A common theme evident across parking operations and management in De Pere is the need for greater consistency: consistency across messaging, regulations, enforcement, and management practices. Engagement feedback indicated some felt enforcement was inconsistently and arbitrarily applied depending on the specific enforcement officer and location. Walker cannot confirm this to be true, but it is worth monitoring. Walker did note inconsistent signage indicating short and long-term parking, and the presence of a long-term parking pass program in the Nicollet Square lot in West Downtown that is not available in any other part of the city. To drive compliance and establish a level of trust and familiarity with the public, all aspects of parking management and operations should be consistent across all parts of the city.

Policy, Parking Operations, and Management

This category involves employing the right mix of proactive policy, program, and infrastructure strategies to drive the efficiency of the use of parking resources and balance the needs of short and long-term parking users. Primary needs, issues, and opportunities explored through this process are described below.

Current Parking Availability

According to data collected, excess parking supply exists in the current public parking system (supply beyond current peak parking needs) to accommodate changing conditions, parking losses, and future development. In addition to excess parking supply, there is an opportunity to employ strategies to improve the efficiency of parking's use. Public parking supply is evaluated relative to projected future developments, including the Mulva Cultural Center in East Downtown, in Chapter 6 of this report.

There may be an opportunity for additional short-term on-street loading/unloading spaces. Delivery vehicles should not be blocking drive lanes as is the case in this photo.

Source: Walker Consultants, 2021

Walkability and Walking Tolerance

Observation and indicate that walking can be uncomfortable in certain parts of East and West Downtown due to high traffic and sidewalk conditions. Additionally, study work indicates that those visiting and parking in De Pere have a low tolerance for walking from parking facilities to destinations. There needs to be a focus on creating a more inviting, welcoming, and comfortable walking environment and experience to ensure parking facilities are used efficiently.

Parking Fragmentation

A central problem of the current De Pere public parking system is the issue of the parking system being fragmented. The city lacks consolidated and central parking facilities. Instead, public parking is in small, disjointed, and fragmented lots, oftentimes hidden from view from the street and difficult to locate (e.g., public parking north of Main Avenue in West Downtown, behind the buildings that front Main Avenue).

Positive feedback was received on long-term parking passes and management in the Nicolet Square lot. There is a desire an opportunity for a consistent comprehensive citywide long-term parking management solution.

Source: Walker Consultants, 2021

Short-Term vs. Long-Term Parking Confusion and Tension

In addition to parking fragmentation, there is a consistent tension of long-term and short-term parking. Short-term and long-term parking are in most cases comingled in the same off-street parking facility, causing confusion among users and even among enforcement staff. Feedback among users indicates availability in some cases among one parking type within a single parking facility, while the other parking type is fully occupied. For example, several reports from businesses indicated employees being forced to park in short-term spaces in the parking lot south of the 300 block of Main Avenue because there is a limited amount of long-term parking. These employees must move their vehicles every 3 hours throughout the day to comply with posted time limits. Additionally, there are confusion and compliance issues regarding which parking is short and long-term in this area and who can park where.

Additionally, commercial vehicles were observed conducting loading/unloading activities in off-street lots, in some cases blocking travel lanes. There may be an opportunity for additional 20-minute loading/unloading on-street spaces.

Parking Supply

Consistent throughout the evaluation process was the discussion of a parking structure and whether the City of De Pere needs additional parking supply and/or parking structure in West or East Downtown. Further discussion of this is included in Chapter 6 and 7 of this report.

Information for Data-Driven Management

Data is a powerful tool in monitoring and tracking, performance management, and strategic decision-making. The City of De Pere lacks data and information that would assist with parking management and operations. Beyond a detailed parking inventory, the city does not have or collect regular parking occupancy data. Having such data, especially knowing the demand for long-term parking vs. short-term parking, would help the city be able to monitor and reallocate short-term and long-term parking supply as needed and as demand shifts. The city's system is antiquated and has only recently migrated to a computer-based parking pass. The system does not allow for tracking of who has passes or how many

active passes exist, nor does it allow for prohibiting the use or circulation of passes among those who are not active employees or business owners. Additionally, the city lacks the ability to track and reconcile/collect unpaid parking tickets, impacting overall revenue and enforcement processes.

Manual Enforcement Process

In addition to staff turnover and issues, the need for more consistent parking enforcement, and difficulties accessing necessary data, parking enforcement is hindered by its manual, labor-intensive processes of marking vehicles during parking sessions, going back to check these vehicles, issues tickets, and the like. Automated processes would greatly increase the speed and efficiency of enforcement operations.

Pivot to Customer Service and Compliance

Observations and evaluation indicate that there is a need and a desire to pivot away from punitive parking enforcement to focusing on compliance, with an emphasis on a high-level of customer service. Strategies to better manage the variety of parking users, strategies that improve signage, wayfinding, and clarify existing regulations will help to boost customer service and compliance. This type of approach will allow the city to spend more time and resources on promoting parking and leveraging it for economic development purposes than on parking enforcement, answering questions, and addressing complaints.

6 Ongoing Development and Impacts on Parking Needs

NOTE: *This chapter contains analysis of the ShopKo redevelopment based on information in the summer and fall of 2021. An analysis of the parking needs associated with the ShopKo redevelopment updated in the summer of 2023 is available as Appendix C of this report.*

Introduction

Walker was engaged by the city to project future parking needs for both east and west sides of downtown, utilizing various planning scenarios for future proposed developments. Proposed development information was provided to Walker by City staff and SmithGroup, in proposed development plans agreed to by the Client. **Walker understands that many of the proposed developments are highly conceptual in nature and could change in size and use. The parking needs projections herein are estimates based on the latest and most complete development proposal information as of October 2021. These estimates and this Chapter do not represent a full parking needs study for expected development; these are estimates based on the best information available currently and are presented for discussion and conceptual planning purposes only.** The city should require developers to perform formal parking needs studies to finalize specific parking needs at each site. Using these conceptual plans, Walker assessed the parking needs for both sides of downtown separately, utilizing the following planning scenarios:

East Downtown

1) Front Street Development, programing information from Cultural District Plan page 30

2) Mulva Cultural Center, programming information from development site plan (January 2021)

3) Shopko Site Development, programming information from project data room, future projections Excel file (October 2021)

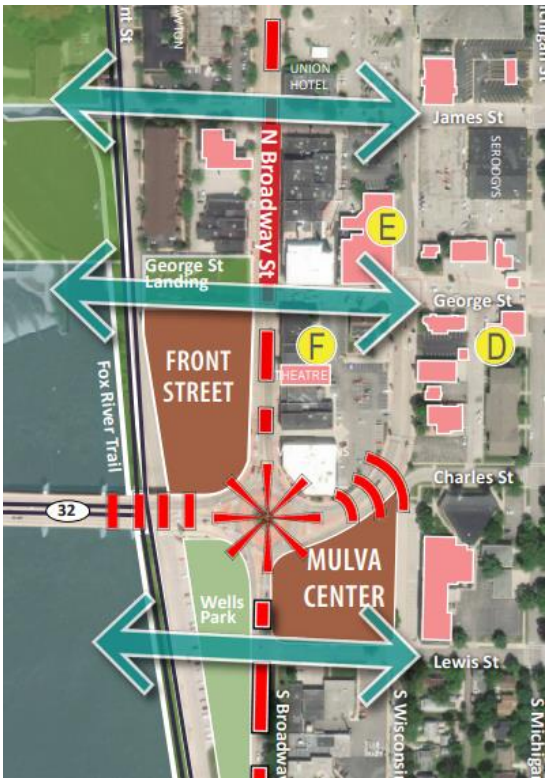
West Downtown

All development information from preliminary SmithGroup Master Plan (October 2021, highly conceptual):

1) Project #1 and #2

2) Project #3 and #5

3) Project #4



Top: Conceptual rendering of the Mulva Cultural Center.

Bottom: The Cultural District Master Plan, which shapes much of the future vision of East Downtown.

Source: mulvaculturalcenter.com; SmithGroup

East Downtown Proposed Development Programs

The following figures provide the East Downtown proposed development programming information that was provided to Walker for the planning scenarios outlined above.

Figure 6.1: Front Street Development – Galleria (Cultural Plan Preferred) Scenario

Building Label	Land Use	GSF / Units	GLA Factor	GSF / GLA
A	Residential	39,200	-	39,200
A	Retail	9,800	85%	8,330
B	Residential	35,000	-	35,000
C	Retail	9,800	85%	8,330
D	Residential	24,000	-	24,000
D	Retail	12,000	85%	10,200
Total		**129,800**	**-**	**125,060**

Source: SmithGroup

Figure 6.2: Mulva Cultural Center

Land Use	GSF	GLA Factor	GLA
Museum / Cultural Center (front of house space)	38,448	85%	32,681

Source: SOM, 2021

Figure 6.3: Shopko Site Development

Site #	Land Use	GLA / Units
1	Retail	14,400
1	Commercial	16,000
1	Residential - Condo	31
2	Retail	14,400
2	Residential	47
3	Retail	10,800
3	Residential	47
4	Retail - Brew Pub	9,000
4	Residential	24
5	Residential	18
6	Residential	18
Assoc. Bank	Residential	24
Total		**64,809**

Source: City of De Pere (hypothetical development project presented by the city), 2021

West Downtown Proposed Development Programs

The following tables provide the West Downtown proposed development programming information that was provided to Walker for the planning scenarios previously outlined. More information on the proposed development is included in the figures below, and a map is included in Figure 6.8. Parking needs projections were not provided for Project #6 as the Client indicated this development is not likely to proceed.

Figure 6.4: Project #1 and #2 – Low Density Scenario plus Hotel

Land Use	GLA / Units
Mixed Use	44,250
Residential	29
Project #1 Sub-Total	**44,279**
Boutique Hotel	60
On-Site Restaurant	1,333
Project #2 Sub-Total	**1,393**

Source: SmithGroup, 2021

Figure 6.5: Project #3 and #5 – High Density Scenario

Land Use	GSF / Units	GLA Factor	GLA / Units
Mixed Use Commercial	16,000	85%	13,600
Residential	36	-	36
Project #3 Sub-Total	**16,036**	**-**	**13,636**
Mixed Use Space	22,500	85%	19,125
Project #5 Sub-Total	**22,500**	**-**	**19,125**

Source: SmithGroup, 2021

Figure 6.6: Project #4 – High Density Scenario

Land Use	GSF / Units	GLA Factor	GSF / GLA
Mixed Use Commercial	19,000	85%	16,150
Residential	12	-	-
Total	**19,012**	**-**	**16,150**

Source: SmithGroup, 2021

Further development project details are provided below, including a map in Figure 6.8.

Shared Parking Needs Analysis

Methodology

As one task of the Downtown Parking Study, the Client requested Walker prepare a Shared Parking needs analysis to ascertain the approximate number of parking spaces needed to effectively serve the various proposed developments during peak-hour demand conditions. Shared parking leverages the presence of complementary land uses on a site having different periods of peak parking demand, allowing for the sharing of parking spaces among uses in a mixed-use environment, in lieu of providing a minimum number of parking spaces for each individual use. For example, an office building can share parking with residential units because parking demand peaks in the day for the office workers and it peaks in the evening for the residents. This results in an opportunity to provide adequate parking without building more parking spaces than necessary for customers, employees, and residents. Shared parking commonly results in a reduction in the total need for parking spaces and in more efficient use of land dedicated to parking. Shared parking is a cost-effective approach to addressing parking shortfalls, while increasing the capacity of each parking space in the system. This opens more land for uses other than parking and reduces overall development costs, which can have the parallel effect of lowering rents.

Walker's Shared Parking Model is based on the Urban Land Institute (ULI) and International Council of Shopping Center's (ICSC) Shared Parking publication. Walker led a team of consultants in writing the updated Shared Parking Third Edition and it features the most up-to-date parking demand model. The model projects the parking needs of a various types of development from 6:00 a.m. to 12:00 midnight on a typical weekday and a weekend for every month of the year.

A shared parking analysis, in accordance with the 3rd Edition of the *Shared Parking* publication, is the generally accepted methodology for determining the appropriate parking supply for a mixed-use development. The ability to share parking spaces is the result of two conditions.

1. Variations in the accumulation of vehicles by hour, by day, or by season at the individual land uses. For example, office buildings have peak parking needs during the day on weekdays, restaurants have peak parking needs during the evening and weekends, and hotels and residential land uses have peak parking needs overnight.

2. Relationships among the land uses that result in visiting multiple land uses on the same auto trip. For example, a substantial percentage of patrons at one business (a restaurant for example) may be staying at the nearby hotel. This is referred to as the "effects of the captive market." These patrons are already parking and contribute only once to the number of peak hour parkers. In other words, the parking demand ratio for individual land uses should be factored downward in proportion to the captive market received from neighboring land uses.

To determine a recommended parking supply for the proposed developments, which is a mix of hotel, cultural center, office, retail, restaurant, and residential land uses, Walker utilized these shared parking methodologies. The resulting recommended supply for the proposed projects are based on the projected peak hour of design day parking demand. This does not represent the maximum ever generated by the development. In Walker's experience, designing a parking system for the absolute peak busiest day of the year leads to overbuilding of parking spaces. Similarly, one does not build for an average day and have insufficient supply for the peak (if not

multiple) hours on 50 percent of the days in a year. The peak in this analysis refers to the "design day" or "design hour," one that occurs frequently enough to justify providing spaces for that level of parking activity. The 85th percentile of peak-hour observations is generally recommended by Shared Parking, except for retail shopping, for which the 20th highest hour of the year is employed. Figure 6.7 provides an illustrative view of the steps involved in the Shared Parking analysis.

Figure 6.7: Steps of a Shared Parking Analysis

Land Use Units (Number of rooms, square footage, etc.)	X	Standard or Base Parking Generation Ratio	X	Monthly Factor	X	Hourly Factor	X	Driving Ratio	X	Non-Captive Ratio	=	TOTAL

Source: SmithGroup, 2021

Development Program Assumptions

Walker has modeled the projected parking needs based on the following development planning scenarios:

East Downtown

1) Front Street Development
2) Mulva Cultural Center
3) Shopko Site Development

West Downtown

To capitalize on potential shared parking opportunities due to their proximity to each other, Walker combined Projects #1 and #2 and Projects #3 and #5. This allows for a reasonably short walking distance to potential proximate, shared parking supply for development patrons and employees alike:

4) Project #1 and #2
5) Project #3 and #5
6) Project #4

As most development plans are not finalized at this time, and in order to make best use of the Shared Parking model, Walker made the following land use assumptions. Any proposed new parking supply associated with each development is included in the assumptions as well, in blue.

For all proposed developments:

a) Converted retail and museum space to gross leasable area (GLA). This was achieved by reducing gross square footage (GFA) totals by 15 percent.

East Downtown

1) Front Street Development

    a. Building A retail square footage (sf) is 33% fast casual dining and 67% general retail.
    b. Building C retail sf is half fine dining for the anchor restaurant and half general retail.
    c. Building D retail sf is entirely general retail.
    d. Per the Cultural Plan, residential assumes 18 townhomes, with remaining 60 apartments split up by 20 studio and 40 one-bedroom units.
    e. 124 net new parking spaces are proposed as part of the development.

2) Mulva Cultural Center

    a. The adjacent St. Francis Xavier church should park itself at on-site surface lot and surrounding on-street spaces; church parking need shouldn't overlap with Mulva Cultural Center peak demand times.
    b. 122 net new spaces are proposed.

3) Shopko Site Development

    a. Site 1 retail sf is 33% fine dining and 67% general retail.
    b. Site 1 commercial sf is assumed to be office space.
    c. Site 2 retail sf is 33% fast casual dining and 67% general retail.
    d. Site 3 retail sf is entirely general retail.
    e. Site 4 retail sf is assumed to be entirely the brew pub, per project Excel file, and is modeled as fast casual dining.
    f. Residential assumes units are divided 25% studio, 50% one-bedroom, 25% two-bedroom.
    g. 286 net new spaces are proposed (possible range of approximately 270 to 360 spaces.

West Downtown

1) Project #1 and #2

    a. Project #1 mixed use sf is half general retail, 10 percent fast casual restaurant, and 40 percent office space.
    b. Residential units are one third studio and two thirds one-bedroom units.
    c. Hotel restaurant is assumed to draw some outside, non-hotel patrons.
    d. Mixed-use building proposed to replace bank building was not modeled due to lack program of information.
    e. 12 net new parking spaces are proposed as part of the developments.

2) Project #3 and #5

    a. Project #1 mixed use sf is half general retail, 10 percent fast casual restaurant, and 40 percent office space.

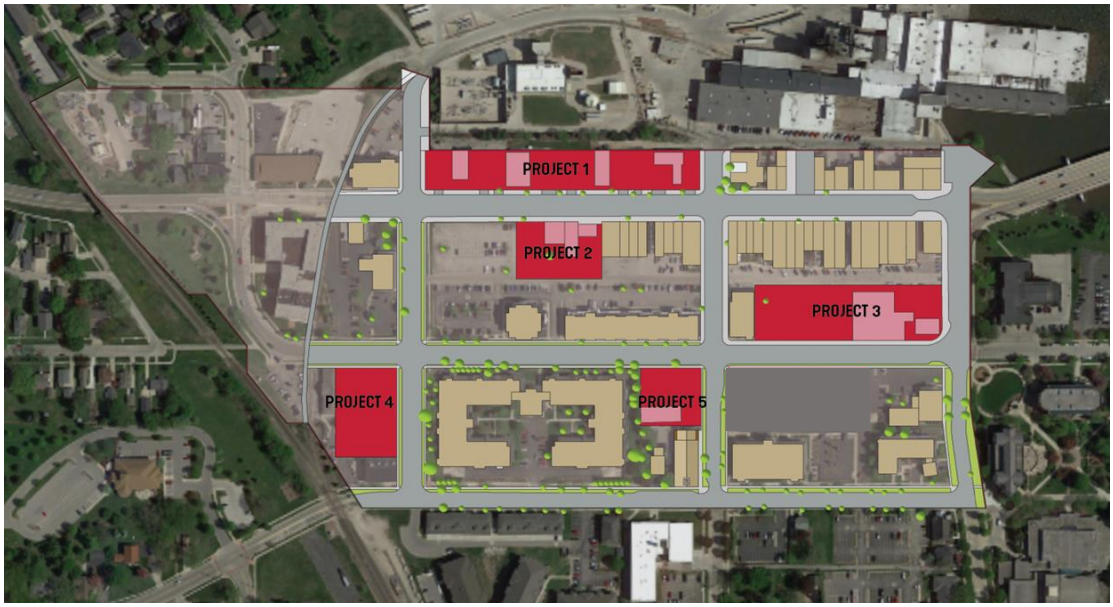
b. Residential units are 25 percent studio, 50 percent one-bedroom, 25 percent two-bedroom.
c. 124 net new spaces are proposed as part of the developments.

3) Project #4

a. Mixed use sf is half general retail and half office space.
b. Residential units are one third studio and two thirds one-bedroom units.
c. 37 net new spaces are proposed.

A map highlighting the conceptual development projects in West Downtown is presented below.

Figure 6.8: West Downtown – Hypothetical Development Project Locations



Source: SmithGroup, City of De Pere (hypothetical development projects presented by the city), 2021

Standard or Base Parking Generation Ratios

Simply put, the base parking demand ratios represent how many spaces should be supplied to each use if the spaces are unshared, and the subject development is in a suburban context where the driving ratio, or mode split, is at or near 100 percent. The following table documents the weekday and weekend base parking generation ratios employed in this analysis. Walker utilizes ULI's *Shared Parking* ratios that are informed by thousands of field parking occupancy studies performed by dozens of parking and transportation professionals over the past several decades. These ratios have been vetted by a team of consultants who specialize in parking demand analyses and who mutually agreed upon the use of these ratios prior to the publication of *Shared Parking*. Figure 6.8 documents the base ratios utilized in this analysis.

Figure 6.9: Standard or Base Parking Generation Ratios

Land Use	Weekday			Weekend			Unit
	Visitor	Employee	Total	Visitor	Employee	Total	
Retail							
Retail (<400,000 sq feet)	2.90	0.70	3.60	3.20	0.80	4.00	ksf
Food and Beverage							
Fine Dining	13.25	2.25	15.50	15.25	2.50	17.75	ksf
Fast Casual Dining	12.40	2.00	14.40	12.70	2.00	14.70	ksf
Museum	4.00	0.40	4.40	4.50	0.50	5.00	ksf
Hotel and Residential							
Hotel	1.00	0.15	1.15	1.00	0.15	1.15	keys
Restaurant/Lounge	6.67	1.20	7.87	7.67	1.33	9.00	ksf
Residential							
Studio Efficiency	0.10	0.85	0.95	0.15	0.85	1.00	units
1 Bedroom	0.10	0.90	1.00	0.15	0.90	1.05	units
2 Bedrooms	0.10	1.65	1.75	0.15	1.65	1.80	units
3+ Bedrooms	0.10	2.50	2.60	0.15	2.50	2.65	units
Office							
Office	0.20	2.60	2.80	0.02	0.26	0.28	ksf

Note: ksf = 1,000 square feet

Source: Walker Consultants, 2021

Presence Factors

After the development's land uses have been quantified and base parking generation ratios have been applied to these land use quantities, adjustments are made to account for parking demand variability by hour of day and month of year. This is referred to as a "presence" adjustment. Presence is expressed as a percentage of peak potential demand modified for both time of day and month of the year. The fact that parking demand for each component may peak at different times generally means that fewer parking spaces are needed for the project than would be required if each component were a freestanding development.

Drive Ratio (Transportation Mode Split)

A drive ratio, or transportation mode split adjustment, is the percentage of patrons and employees that are projected to drive to the site in a personal vehicle, expressed as a ratio. This excludes all non-driving modes of transportation including ride-hailing (Uber/Lyft), taxi, shuttle bus, public transit, biking, e-scooters, and walking. Drive ratio adjustments were made to the base ratios based on commuter survey data provided by the United States Census Bureau's 2019 American Community Survey via the DATA USA online database. The results of the US Census survey for the Green Bay metropolitan area may be found in Figure 6.9. Please note, the City of De Pere's current drive ratio may be slightly higher than what is presented here as the city recently lost its local bus route and has limited multi-modal regional trails. The drive ratio was retained at 92.1% as this is based on the best data available.

Figure 6.10: Drive Ratio (Transportation Mode Split)

Green Bay, WI MSA		
Mode of Transportation	% of Total	Drive Ratio
Drove Alone	84.0%	92.1%
Carpooled	8.1%	
Work at Home	5.1%	7.9%
Walked	1.3%	
Public Transit	0.7%	
Other	0.8%	
Total	100.0%	100.0%

Source: US Census, 2019

According to 2019 US Census data, approximately 92 percent of Green Bay area resident's commute to work via private vehicle, either alone or as part of a carpool. Walker modeled the office commuter drive ratio at 92 percent and modeled the retail/dining/miscellaneous customer and service employee drive ratio at a slightly reduced 90 percent due to the potential increased use of bikes, Uber/Lyft, taxis, shuttles, and/or public transit. The resident vehicle ownership rate was modeled at 98 percent, which was provided within the same Green Bay MSA census documentation.

Non-Captive Adjustment

A Shared Parking analysis recognizes that people often visit two or more land uses housed within the same mixed-use development site, without increasing their on-site parking use. For example, an office worker who walks to a next-door restaurant for lunch but arrived at the site originally by car creates parking demand for one, not two parking spaces. A non-captive ratio allows for an adjustment to the shared parking analysis by considering the portion of on-site visitors who are already accounted for as office parkers and are therefore not creating additional parking demand. In this example the restaurant demand is captive to the office demand and therefore care must be taken in the analysis to avoid double counting. This double counting is avoided by applying what is referred to as a "non-captive ratio". Non-captive ratios can vary from one property to the next and from one land use to the next within the same property. The non-captive ratios included herein are intended to be reasonable and appropriate adjustments.

Future Downtown Parking Supply

As part of the future conditions analysis, Walker layered in the projected new development parking demand with the existing parking supply and demand in both east and West Downtown. The supply for any facility outside of the core downtown area, that would be outside a comfortable walking distance for patrons and employees of the various proposed developments, was excluded from this analysis. The accompanying existing demand from these facilities was excluded as well. Further, the supply of existing surface lots that are slated to be removed for new development was excluded from the analysis, however the existing demand was incorporated as these current parkers will need to park elsewhere in the system.

East Downtown

In East Downtown, the large surface lot at Voyageur Park was excluded from the analysis, as well as the smaller surface lots around it in the northwestern corner of the East Downtown study area. These lots are outside of a comfortable walking distance from the core development areas to the south and east. This includes a total supply of 344 spaces, and the existing demand of 145 vehicles, at the peak demand period. Further, Walker excluded the ramped surface lot (105 spaces) at the northwest corner of Main Avenue and Broadway, as the Front Street development is slated for this parcel. Walker did, however, include the peak existing demand (13 vehicles) for this lot, as it is likely these parkers will need to park elsewhere in the system when the lot is demolished. Additionally, police, city vehicle, and other reserved spaces and associated demand at the city Hall lot were removed from the analysis.

West Downtown

In West Downtown, Walker excluded the public surface lots west of the railroad tracks (De Pere Community Center, community pool, and the small gravel lot off 6th Street) as these lots are removed from the core, walkable downtown area and proposed new development sites. This sums to a total of 239 spaces and a demand of 43 parked vehicles. Further, Walker removed the supply (a total of 208 spaces) for the two lots that are potential development sites – the large private lot at the southeast corner of Main Avenue and 5th Street, and the Nicolet Square Lot. However, the peak existing demand from these lots (103 parked vehicles) was included in the analysis as these parkers will likely need to find a new location to park within West Downtown.

Effective Supply Factor

Before summing projected parking demand with existing demand and comparing to the future proposed parking supply, Walker applied an effective supply factor (ESF). The effective supply factor is utilized to allow for an operational cushion within the total amount of spaces. The effective supply allows instances where a portion of the supply may be offline for construction, routine maintenance, or mis-parked vehicles taking up more than one space. The effective supply is what is ultimately compared to parking demand to determine the parking adequacy (surplus/deficit) of the system. Effective supply adjustments vary based upon the amount, type, and user group of the subject parking facility, but typically represent 85% to 95% of the total capacity of the system. Walker applied an ESF of 93 percent for off-street spaces, and 95 percent for on-street spaces. The ESF was applied to both existing parking supply and proposed new parking supply.

Future Parking Needs Analysis Results

Walker compared the projected parking need for each proposed development with the proposed net new effective parking supply. Walker assumes each development will be fully completed as proposed in the October 2021 site plans and programming information. Additionally, Walker added the existing supply and demand conditions for on- and off-street parking, accounting for downtown walkability and the loss of supply due to new developments, as discussed earlier. Walker then summed the parking adequacy (or deficit) for each scenario as presented in the Figures 6.11 and 6.12 below.

Figure 6.11: East Downtown – Future Parking Needs Summary

East Downtown Development	Future Proposed Parking Supply	ESF Factor	Future Proposed Effective Supply	Projected Peak Parking Need	Parking Adequacy / (Deficit)
Front Street	124	93%	115	202	(87)
Mulva Cultural Center	122	93%	113	163	(50)
Shopko Site	286	93%	266	457	(191)
Existing Conditions - On-Street	243	95%	231	92	139
Existing Conditions - Off-Street	492	93%	467	206	262
Total	**1,267**	**-**	**1,183**	**1,110**	**73**

Source: Walker Consultants, 2021

Considering East Downtown in its entirety, Walker projects an overall parking surplus of approximately 73 spaces during peak parking demand conditions. While each individual development is projecting a parking deficit (ranging from 50 spaces for the Mulva Cultural Center to 191 spaces for the Shopko Site development), when using available parking supply in current on- and off-street spaces, a slight parking surplus is projected to occur. While each individual development may consider additional on-site parking to satisfy their own peak demand needs, East Downtown as a whole is projected to have sufficient supply to satisfy demand.

Note that while surpluses are anticipated, the Common Council, in concert with stakeholders, must evaluate the community's walking tolerance in accessing parking and balance this with other project opportunities and constraints.

Figure 6.12: West Downtown – Future Parking Needs Summary

West Downtown Development	Future Proposed Parking Supply	ESF Factor	Future Proposed Effective Supply	Projected Peak Parking Need	Parking Adequacy / (Deficit)
Project #1 & #2	0	93%	0	163	(163)
Project #3 & #5	124	93%	115	156	(41)
Project #4	37	93%	34	52	(18)
Existing Conditions - On-Street	235	95%	223	39	184
Existing Conditions - Off-Street	108	93%	100	186	(86)
Total	**504**	**-**	**473**	**596**	**(123)**

Source: Walker Consultants, 2021

When considering West Downtown in its entirety, Walker projects an overall parking deficit of approximately 123 spaces during peak parking demand conditions. Please note this would consider each development, plus the existing parking market, at typical peak (non-special event) demand conditions. Like East Downtown, each individual development is projecting a parking deficit (ranging from 18 spaces for Project #4 to 163 spaces for Projects #1 and #2). During typically busy peak demand conditions, with full build-out for each proposed

development, West Downtown will likely experience an effectively full parking condition, and/or a parking deficit. Parkers may be required to use outer lots in peripheral areas (i.e., the community center and pool lots) or park on-street in residential areas.

Important note: Developers should be required to perform formal parking studies for each proposed project once specific plans are finalized; studies should include developer plans for providing off-street parking and managing transportation and parking demand. Developer-provided studies should be required either as part of the zoning code or under TIF agreements when financial assistance is requested. Additionally, ongoing conditions need to be evaluated after new land uses (and associated parking supply are added), and after the city enacts changes recommended in this report.

More information on parking modeling can be found in this report's appendix.

Recommendations on accommodating parking needs with expected future development are included in Chapter 7 below.

7 Recommendations

Introduction

This Chapter provides detail parking operations and management recommendations, well as an implementation plan with relevant considerations. There are a wide variety of policy, program, and infrastructure strategies that municipalities and parking operators can employ. Care was taken to present customized strategies most relevant to the City of De Pere.

Strategic Recommendations

Recommendations provided herein are meant to address the specific needs, issues, and opportunities identified through the evaluation process. Recommendations are provided below according to the following categories:

- Policy, Parking Operations, and Management
- Communications, Wayfinding, and Marketing
- Personnel, Organization, and Community Engagement
- Accommodating Parking Needs with Expected Future Development

The implementation plan following the recommendations should serve as the city's workplan as it moves forward to enact changes to how it operates and manages parking following this parking study.

Policy, Parking Operations, and Management

A fundamental shift in how the City of De Pere manages short and long-term parking is needed. Such a shift represents a significant departure from how things currently operate, and the most consequential changes recommended in this plan. These recommendations respond to needs and issues identified throughout the stakeholder engagement and existing conditions evaluation phases of this project.

The modified management approach will necessitate downstream strategies and modifications. It is for these reasons that this category of recommendations is presented first. Recommendations are provided below for on-street parking and off-street parking.

On-Street Parking Recommendations

Implement On-Street Short-Term Parking/Loading Zones

Two 20-minute parking spaces are located on Main Avenue near 4th Street in West Downtown. To facilitate short-term parking and the loading and unloading of passengers and goods across the city, a minimum of one (1) 20-minute should be located on each block face within the core commercial areas of West Downtown (i.e., Main Avenue and Read Street) and East Downtown (i.e., Broadway Street, Wisconsin Street, James Street, George Street). These spaces should be clearly marked and enforced, placed on each block face, located near corners to facilitate maneuvering, and should be placed on the far side of the intersection (after the intersection in the direction of travel).

Institute Revised On-Street Parking Time Limits in East and West Downtowns

Several on-street block faces in East and West Downtowns currently have open, unrestricted parking, including Main Avenue west of 4th Street in West Downtown. It is recommended that on-street parking time limits be recalibrated and set for the areas that encompass West and East Downtowns. All on-street block faces within the downtown area should be managed. The city should develop maps and communicate information to stakeholders and the public. Recommended on-street time limits within the defined boundary are as follows:

- 3-hour parking, enforced Monday – Saturday, 9 am – 6 pm
- 6-hour parking, enforced Monday – Saturday, 9 am – 6 pm

3-hour parking should be located near the core commercial areas, and 6-hour parking should be located further out. It is preferred that employees and others parked all day for work or other purposes should park in the long-term no time limit off-street parking facilities described below. Enforcement of on-street parking time limits should be performed with mobile license plate recognition (LPR) cameras. Recommended boundaries and block face time limits are included in 7.1 below.

Be Deliberate About Expanding Managed On-Street Parking Areas

With the growth and development of West and East Downtowns, the city should monitor on-street parking on streets near both West and East Downtown for spillover parking effects and the need for increased management. Recommendations include:

- Painting on-street spaces is not necessary. It limits on-street parking capacity (since some smaller vehicles may not occupy an entire painted on-street space) and necessitates ongoing maintenance. Drivers can assume that parking is permitted anywhere along an on-street block face unless signage otherwise indicates no parking is permitted.
- Time-limited parking should be considered for commercial and mixed-use areas in need of parking turnover to support adjacent land uses. Time limited areas need to be enforced consistently to be effective and achieve desired outcomes. Recommended on-street parking is included in Figure 7.1 below.
- Signage should be used to indicate parking management rules and restrictions.
- St. Norbert College students, faculty, or staff parking long-term along city streets is not a viable parking solution for these user groups. The city may need to expand on-street parking management in areas that are being impacted by St. Norbert College parking (e.g., in residential and/or commercial areas in need of on-street parking turnover). The city should work collaboratively with the College to ensure long-term parking needs of faculty, staff, and students are being accommodated appropriately.
- Predominantly residential streets that see occupancies of over 80% and/or observed or reported issues with long parked vehicle lengths of stay should be considered for implementation of residential parking pass programs. Under such a program, time limits would be in place during the day for all vehicles that do not have a valid residential parking pass. A limited number of passes would be sold to those with a residential address in the managed parking pass zone. The residential parking pass would allow residents to park beyond posted time limits during enforcement hours.

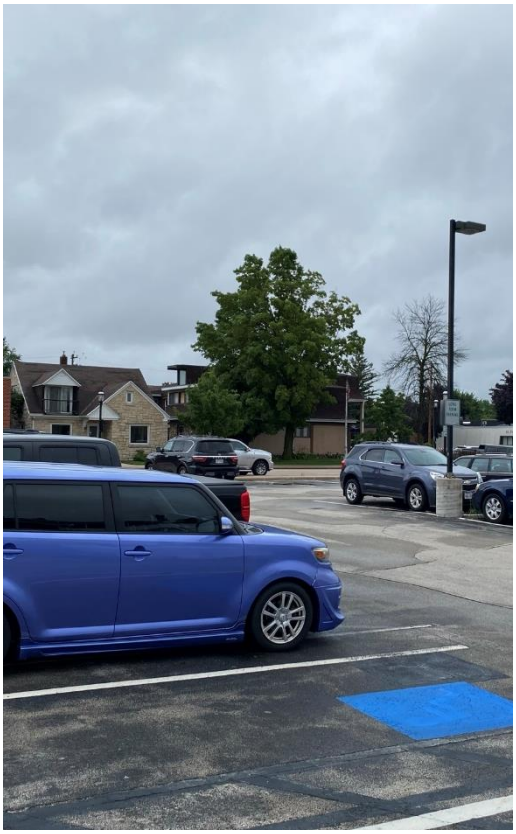
Monitor On-Street for Future Implementation of Paid Parking

Paid on-street parking is not recommended at this time. Paid parking is beneficial as a tool to manage on-street parking supply and encourage consistent parking turnover and the appropriate balance of parking demand

throughout an area. The city should monitor reports about on-street parking pressures and collect parking occupancy data across all managed / time-restricted block faces at least four times per year (once per season). On-street parking should be considered if there are consistent length of stay violations and/or parking occupancies consistently exceed 80%.

Off-Street Parking Recommendations

Introduce a Parking Pass Program for Off-Street Long-Term Parking



The introduction of a revamped program for long-term parking passes and long-term parking management across all public off-street parking facilities is recommended. The following types of long term parking passes should be offered:

- **Resident, which includes overnight parking privileges:** These passes allow for 24/7 long-term parking privileges in all off-street parking facilities, with full exemption to all posted time limits. Resident passes should not grant reserved parking privileges. That is, resident passes do not guarantee residents access to a specific parking lot and/or a specific space. If the city desires, resident parking pass holders could also be issued small retroreflective bumper stickers for enforcement and city personnel to quickly identify their vehicles as being allowed to park overnight. Resident parking passes would allow for unlimited use on an ongoing basis as long as the resident maintains a valid, paid account.
- **Resident guest parking, which includes overnight parking privileges:** Residents should be allowed to request access to 24-hour guest parking passes. The parking passes provide exemption to posted time limits and allow for overnight parking.
- **Business/employee:** Businesses should be allowed to purchase up to five (5) parking passes for ongoing use by business owners and employees (the city may wish to increase the limit over time if supply and demand warrant). These parking passes provide exemption to posted time limits for employees and business operators who wish to park in 3-hour parking lots. These parking passes do not provide overnight parking privileges. Business operators and employees who do not wish to purchase a parking pass may park during the day with no time limits in long-term lots. Business/employee parking passes would allow for unlimited use on an ongoing basis as long as the business/employee maintains a valid, paid account.
- **Daily:** These parking passes allow for exemption to time limits in short-term parking lots for those parking on a specific day. Those coming for the day who wish to park for more than 3 hours without a pass may park in long-term off-street facilities or the 6-hour time limited on-street locations.

Facility-specific recommendations for implementing a revamped long-term parking pass program and managing short and long-term parking demand is included below. Also included below is cost and technology information related to parking pass management implementation.

Implement Modified Short and Long-Term Parking Management Approach

A new approach to managing short and long-term parking needs is recommended for implementation across all public off-street parking facilities in West and East Downtowns. This approach will be a departure from current conditions but is designed to address identified needs and issues and improve user satisfaction. The approach is meant to be simple and balance short and long-term parking needs. The city should implement a deliberate communications and marketing campaign in advance of program changes and in accordance with recommendations below. Clear signage should be in place before system implementation. The city should consider implementing the program first in one part of downtown (i.e., East or West) to ensure smooth operation before implementing citywide.

Two types of off-street parking facilities are recommended, described below. **Under this recommended approach, short-term parkers (parked under 3 hours) will experience no change in the current ways in which parking operates in these lots. The time limits and enforcement schedule will be the same as it currently is. The recommended changes give parking pass holders long-term parking privileges and simplify parking lot operations and enforcement by removing space-specific short and long-term space signage and competition for specific spaces in comingled lots.**

All current facilities are recommended for transitioning to the following:

Short-Term Parking, 3-Hour Time Limit, Or By Parking Pass

These parking lots are recommended to be indicated by green color coding and signage and are recommended in areas close to key destinations and nodes. Vehicles without parking passes may park in these lots for up to three hours. Those with a long-term parking pass (i.e., residents, business owners, employees, residential guests, or daily visitors) may park beyond the three-hour posted time limit in any of these marked facilities. Short-term and long-term parkers may park in any space within these facilities. Individual spaces will not be marked for short or long-term use, thus there is no competition for individual spaces within these facilities. Parking in these facilities will be first-come first-served. If parkers cannot find a space in a specific lot, they can simply find another short-term 3-hour marked lot and the same rules apply.

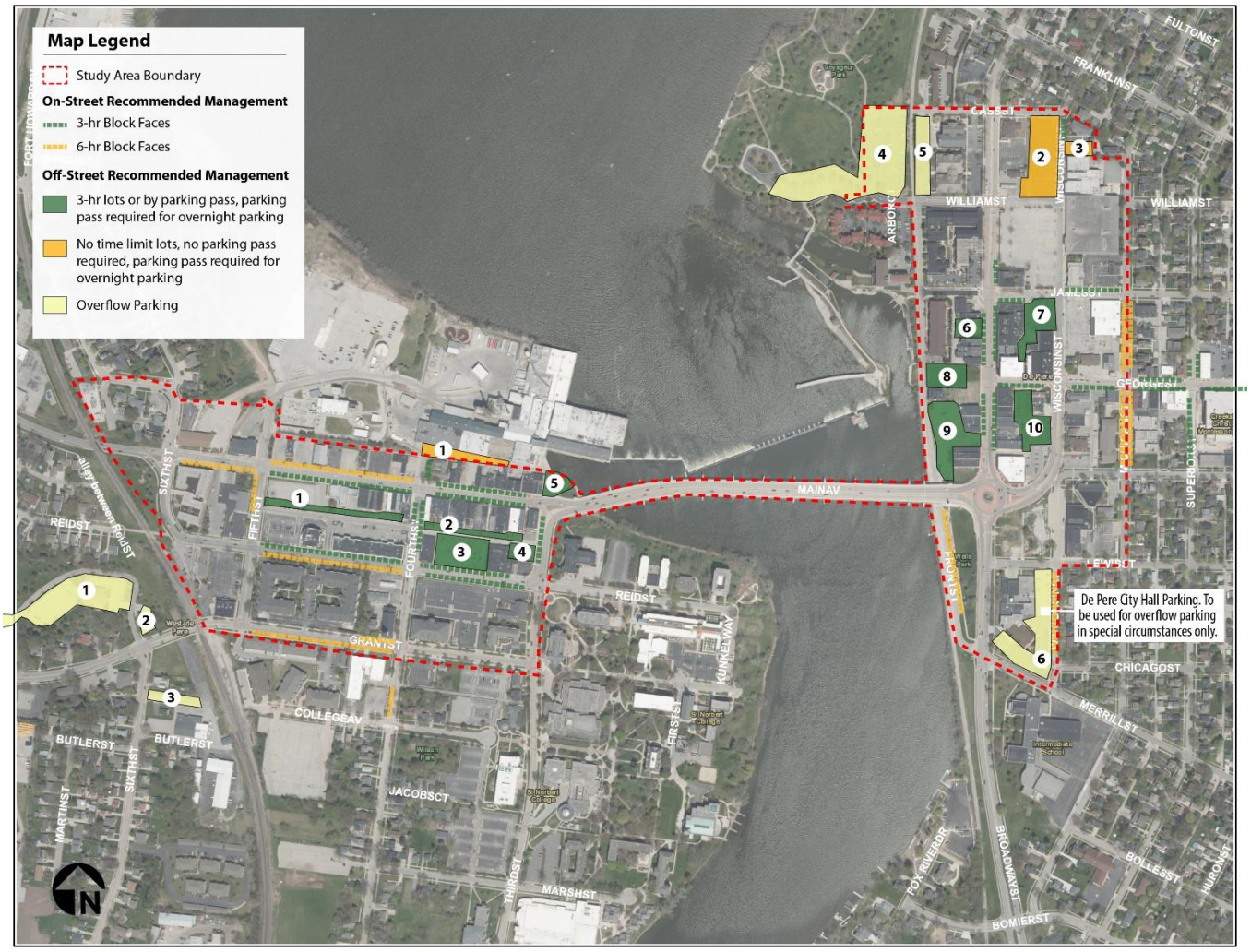
Lots should be marked with signs that read “3-Hour Parking Only, Except Vehicles with Valid Long-Term Parking Pass. Enforced Monday – Saturday 9:00 a.m. – 6:00 p.m.” No overnight parking should be allowed in these lots other than by vehicles possessing a resident or resident guest parking pass which allows overnight parking.

Long-Term Parking, No Time Limit Parking Lots

These parking areas are recommended to be indicated by gold color coding and signage and are recommended for areas further from key destinations and nodes. Vehicles may park in these lots for as long as they wish, and no parking pass is required. However, no overnight parking (11:00 p.m. to 6:00 a.m.) should be allowed other than by vehicles possessing a resident or resident guest parking pass.

The recommended on and off-street parking management approach is depicted in Figure 7.1 below. Note that certain gold facilities that are further out are noted as “Overflow Parking,” to be used as needed. Note that ADA parking spaces would not be impacted by posted time limits.

Figure 7.1: Recommended On and Off-Street Parking Management Approach



Source: Walker Consultants, 2022

Implement An Integrated Virtual Parking Pass and Mobile License Plate Based Enforcement System

An integrated virtual parking pass and license plate-based enforcement system is recommended to manage off-street parking and the new long-term parking pass system. The virtual parking pass system would provide for online customer application and registration for the various types of long-term parking passes. Payments and account administration would be handled by the platform for all long-term pass holders. The system uses parking pass holder license plates as the parking credential.

The system should provide backend program administration access, and access to ongoing data analytics, and should be fully integrated with a mobile LPR used for enforcement. The parking pass system should be set to require regular renewal of parking passes to avoid extraneous passes in the system from users that no longer need them. The virtual system should offer online user application features, billing, the ability to manage user accounts, vehicles, and plate numbers, and allow for auto-renewal.

In addition to a virtual parking pass system, the mobile license plate recognition is essential to operating the off-street management approach recommended herein. The license plate is the credential in this system. The city should purchase and deploy one mobile LPR unit (if current appropriate technology is not available) affixed to a city fleet vehicle. The easiest approach is for the city to procure a comprehensive and integrated LPR and virtual solution from a vendor at the same time.

Vehicles should make regular passes through all time-limited (3-hour and 6-hour) on-street and off-street parking facilities. Enforcement runs should ideally be made at intervals corresponding with just longer than posted parking time limits.

Enforcement times throughout the week should be varied so as not to create predictable patterns for parkers. Depending on conditions like user patterns, downtown events, and occupancy levels, there may be times where the city wishes to increase or decrease enforcement.

A virtual parking pass and license plate-based enforcement system is recommended to manage off-street parking facilities and the new long-term parking pass program.

Source: Walker Consultants, 2021

An illustration of how enforcement would work is as follows: During each enforcement run, the LPR would read each license plate and cross-check each with the virtual parking pass database to confirm if the vehicle is a parker possessing a valid parking pass, or a transient/hourly parker. If a license plate is identified as a transient/hourly parker, the first instance this license plate is read represents the effective start of that vehicle's transient/hourly parking session. If the next time the enforcement vehicle drives through the lots the same transient license plate is still parked, then the vehicle is identified as being in violation of the posted time limit and the LPR reads a "hit." A citation could then be issued.

Paper citation tickets can be written during enforcement. E-citations are also possible. Mobile LPR units can be used to enforce other surface lots and/or on-street parking as needed. As with any parking enforcement, the city will need to determine its goals around the rigor of parking enforcement and compliance relative to delivering a satisfactory level of parking availability and the desired level of customer service.

Discussions with one market vendor (T2 Systems) yields a total estimated year-one capital cost of $60,000 - $65,000, provided as a starting point for budgeting purposes. This parking pass and enforcement package would include the following:

- One (1) vehicle mounted LPR unit (assume reuse of an existing city fleet vehicle);
- Virtual parking pass system integrated with mobile LPR;
- One (1) handheld device for issuing ticket;
- One (1) backend city user administrative account for monitoring and performance management; and
- Customer-facing portal for parking pass requests and account management.

Under this approach, the city would retain physical ownership of equipment and would need to pay to replace equipment outside of the warranty period and at the end of useful lifespan. POF stations may be leased if desired. Ongoing costs include ongoing subscription and support fees for the comprehensive system at approximately $16,000 per year. Please note that Walker is vendor neutral. The city should contact several vendors and obtain a variety of quotes to select one that best meets its needs. Note that the values presented are costs based on the information available at this time. All values are based on 2022 dollars and do not account for inflation. Final costs will be determined by desired specifications and a range of factors, including current market conditions. Final costs should be refined through formal specifications, and a formal Request For Proposals (RFP) and a procurement process.

Calibrate Parking Pass Numbers and Parking Pass Rates for Effective Ongoing Parking Management

Beyond capital and ongoing costs for LPR and the virtual parking pass/enforcement platform, existing staff and resources can be reallocated to operate the recommended off-street parking approach. Analysis indicates that to recover costs of program administration (this includes LPR/virtual parking pass, and enforcement system ongoing costs, not the costs of labor or fleet vehicle fuel, for example), the city would need approximately $20,000 annually. It is difficult to ascertain at this time how many long-term resident, business/employee, and guest parking passes will be in demand in De Pere. The number may be in the 100 – 500 range initially and would be expected to change as the downtown grows and new residents, businesses, parking demand generators, and parking supply is added.

The number of active long-term passes relative to overall peak parking demand and the total number of off-street spaces should be continuously monitored to ensure enough parking is available for both short and long-term users. As an initial target, the number of active long-term parking passes should not exceed 25% of the total number of off-street public parking spaces available (25% of 1,506 off-street spaces = maximum of 376 active parking passes). The city should conduct regular occupancy counts of short and long-term parkers in all public parking facilities. Parking occupancies in off-street parking lots should not regularly exceed 85%. Exceeding this level, facilities are effectively full, and parking becomes exceedingly difficult to find for users, particularly for transient users. Additionally, the city should monitor lengths of stay in popular, close-in parking lots to ensure that these lots are not overly dominated by long-term parkers. If this is the case, certain select lots may need to be managed differently to ensure short-term parking is available.

The City of De Pere must navigate any negative feedback against instituted fees for long-term parking passes. The city should undertake a deliberate and comprehensive public communication and education process well before implementation. Implementation should be considered via phased approach. Such a campaign should focus on the benefits of an easier, more convenient, and more equitable parking system focused on compliance instead of punitive enforcement. Communication should stress that parking pass fees are used only for the express purpose of managing the new parking program for enhancement of convenience and access for long-term parkers. Parking passes are not required to park in the short-term, and short-term parkers will be able to park in any space in designated lots, instead of having to look for specific space signage as they must do now.

Since it will take the program some time to be implemented and the public to get accustomed to parking passes, the city may not be able to recover all year 1 and year 2 program expenses with parking pass sale revenue. Other funds may need to be allocated to make initial capital investments. An initial rate of $5 per month per business/employee parking pass and $15 per month per resident parking pass is recommended for consideration (Stevens Point charges $25/month for long-term parking passes). The city could elect to start rates at a lower level than this and increase gradually over time to mitigate the impact. Parking rates at any potential future parking structures in De Pere should be structured separately of the rates recommended herein for current surface parking facilities.

Resident parking passes are more expensive because they allow for overnight parking privileges. Resident guest and daily passes should be sold for $3 as a start. Selling 200 business/employee passes and 100 resident passes at the $5/month and $15/month rates, respectively, would yield $30,000 in annual revenue, compared to approximately $20,000 in annual ongoing costs.

Implement a Strategic Goal of Efficient Off-Street Parking Management

Note that in off-street parking facilities, industry standards indicate that at 85 – 90% occupancy, the parking facility is considered effectively fully. At these occupancy levels, available parking spaces are increasingly difficult to locate for users, particularly those who are unfamiliar with the area. Parking is expensive to build, maintain, operate, and manage. Increasing use efficiency of existing parking should always be the priority before building new parking assets. With effective communications, marketing, wayfinding signage, and operations and management, the City of De Pere can effectively manage its parking facilities at or even above these occupancy levels. This will ensure all parking facilities are being used as efficiently as possible.

Implement a Formal City-Led Shared Parking Program

Implement a district-level shared parking approach in downtown De Pere with the help of the maintenance of an information database that is regularly updated, containing information about the location of parking, and parking occupancy and rate information. The City of De Pere could serve as a parking "clearinghouse," connecting employers, landlords, developers, and others with parking resources. Moreover, the city should create and share a standard shared parking/joint use template for private parties to use and review with their own legal counsel in brokering agreements.

Consider a Parking Utility Fee Program to Fund Public Parking and Mobility Improvements

The city should consider implementing a parking utility fee program where downtown business owners would pay into a fund used to make streetscape, or parking and mobility improvements downtown. Deliberate communication and stakeholder engagement would be required for such a program to ensure businesses understand that these fees are used separately from the parking pass fees implemented to fund ongoing parking management and enforcement.

Implement Best Practices for Event Parking Management

De Pere hosts several events downtown, which include seasonal events such as the Farmer's Market, Trick or Treat Downtown and De Pere Holly Day. These increased levels of congestion not only affect traffic and parking operations but increase the conflicts between vehicles, pedestrians, bicycles, and transit providers. Strategies and recommendations for event parking best practices include:

Identifying and leveraging locations for off-site event parking such as Voyageur Park, the north parking lots near Shopko, and parking near the De Pere Community Center

- Leverage shared-parking agreements for peak parking needs during events
- Locate and establish flexible curb zones to handle event passenger pick-up and drop-off
- Develop a parking communication and event signage plan for special events.
- Add parking ambassadors during special events.
- Evaluate the potential to add bike parking in existing off-street public parking facilities and in one or more on-street spaces.

The city should develop a specific event parking management plan for downtown events to reduce congestion, avoid conflicts and efficiently move people and vehicles.

Strategically Add Electric Vehicle Chargers and Require Chargers for New Developments

There is a growing need for electric vehicle (EV) chargers with increased adoption of EVs, federal tax credits and incentives, and continued investment in the technology in the form of dedicated federal infrastructure funding. The city should consider installing Level 2 chargers (one in East Downtown, and one in West Downtown is recommended as a starting point) to serve existing need. There are a variety of approaches to paying for installation of the charging infrastructure and the power itself, depending on how much the city wants to spend and how much cost it wants to pass on to the customer; the city has control over the costs it incurs versus those customers would incur.

Some EV charging companies (e.g., ChargePoint) offer a "hardware-as-a-service" model where the charger is installed and maintained for an ongoing fee that the city would pay to the company. If costs are passed on to customers, those wishing to charge their vehicles would pay a charge fee via a mobile application. The actual cost of the power can be taken on by the city or passed on to the customer as part of the use/charge fee.

In addition to installing EV chargers in existing facilities, policy should be established to require EV chargers as part of new developments. Industry standards indicate that 2-4% of spaces in new parking garages should be EV chargers, or at least EV charger "ready" (with proper power and accommodations).

Consider the Adoption of a College Development Zoning District

The city should consider the establishment of a special zoning district around St. Norbert College that would set a specific form and function for the area for new development. The district would require that all new development proposed within the area prepare and provide a parking study to ensure parking needs are being met without causing widespread spillover impacts.

Communications, Wayfinding, and Marketing

All communications, wayfinding, and marketing recommendations should be coordinated and integrated with past wayfinding and signage planning the City of De Pere has completed.

Change Off-Street Parking Naming Structure

To facilitate messaging and communication, and to ease confusion and create an understanding among parkers, a new off-street parking nomenclature is recommended. This naming convention should be consistent with the off-street parking management recommendations provided herein. Walker recommends the establishment of green lots (short-term, parking pass required for long-term parking) and gold (long-term, no parking pass required) lots. Lots should be named Green Lot 1, Green Lot 2, Gold Lot 1, Gold Lot 2, etc. or something similar that is recognizable. Recommended lot names and designations are included in Figure 7.1.

Launch a Park De Pere Branding, Communications, and Marketing Campaign

This marketing initiative should focus on strategic communications and branding of parking in the downtown. This initiative will create a Park De Pere brand and logo to help educate visitors and residents on where they can park and provide information on all parking related services, including expanding the reach to digital platforms.

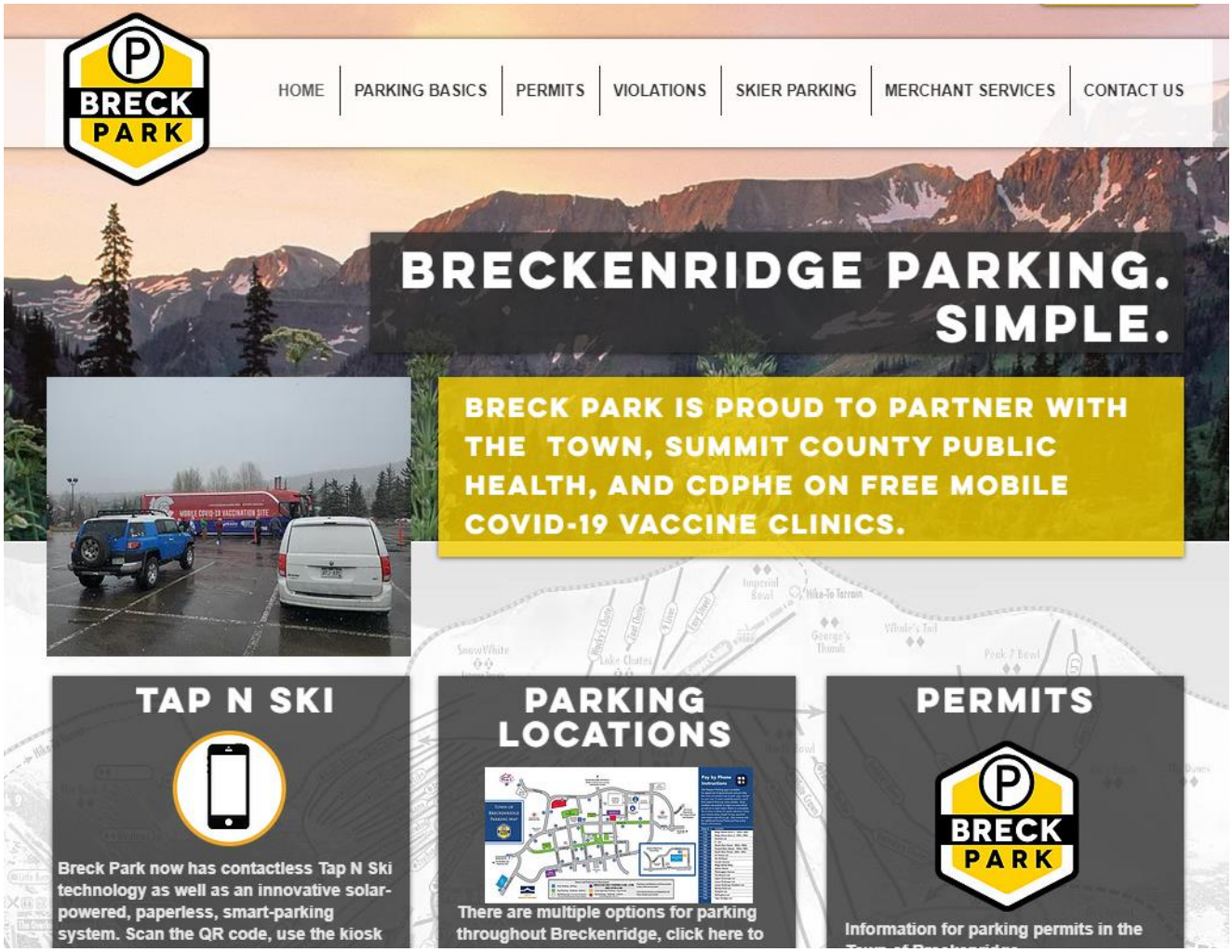
Left: Prominent, branded signage indicating parking facilities is recommended. Sign branding should correspond to branding all parking communications. Source: Platteville.org; Guidestudio.com

Right: An example of parking branding and leveraging parking as an economic development tool. Source: https://alliewaymarketing.com/

Update City Website with Clear Downtown Public Parking Information

In addition to consulting online sources for restaurant recommendations and points of interest, people visiting a city for the first time will also often look online for parking information. Providing easily accessible and clear parking information online can greatly reduce the stress experienced by first-time or infrequent visitors to a city.

Currently, information about public visitor parking in Downtown De Pere is not easy to find online, especially maps identifying parking locations. Parking maps are detailed, but difficult to identify available public parking clearly and quickly. The city should provide an updated parking map that clearly shows where public parking is available. Additionally, the city should work with stakeholders (e.g., Definitely De Pere) to build an upgraded website with parking information as part of a comprehensive De Pere parking brand, with a special focus on parking information for downtown visitors. The website could be linked on the city's homepage under a lead-in about finding out more information on how to access and park downtown.



Comprehensive branding around parking in De Pere, and a parking website, is recommended. All engagement should be consistent with the brand created. Source: BreckPark

Clear, color-coded parking maps should be developed and incorporated with the branding and communications campaign. Source: https://alliewaymarketing.com/

Update Signage at Key Locations to Include Parking-Related Information

Parking directional messaging should be installed on either existing or future directional signs located at key decision points within the downtown.

Install Updated Entry and Location Signage at all Publicly Accessible Parking Facilities

Consider placing parking branding signs at entries to all publicly accessible parking facilities. The signage should incorporate a facility name and other visual cues letting visitors and residents know that this facility is for public parking, like prominently displaying “public” or the universal “P” symbol.

An important component of the any parking system is the customer experience. The way in which parking facility locations, space availability, time restrictions, parking rates, and other aspects of the system are communicated to the public greatly influences customer experience. Parking information can be delivered through a variety of different ways, the most effective method involves a combination of a uniform wayfinding system and easy to locate online resources. A uniform parking wayfinding system clearly guides visitors and patients to all publicly available parking within an area. This not only improves the overall efficiency of the parking system but also reduces the time spent circulating for parking, which creates a safer environment for both drivers and

pedestrians. Additionally, providing easily accessible and clear parking information online can greatly reduce the stress experienced by first-time or infrequent visitors.

Key Concepts and Guidelines

The primary objective of wayfinding signage is to assist in the navigation of different users and provide a sense of shared identity through different environments. Walker has created the following key concepts and guidelines to be followed when designing and addressing any issues related to wayfinding and signage.

Most wayfinding signs can be grouped into one of four types: identification, directional, informational, and regulatory signs. When developing a wayfinding system, you'll need to understand the difference between each to help create an efficient sign system.

- Identification Signs – Let you know that "you are here" such as a gateway sign into a downtown
- Directional Signs – Tell you which way to go and are usually shown with arrows or distances/times
- Informational Signs – Provide you with additional information, such as a map with different destinations
- Regulatory Signs – Tell you different rules and regulations

All new signage should address the following design elements: colors, fonts, messaging, identity, placement, consistency, and continuity.

Identification

Directional

Informational

Regulatory

Personnel, Organization, and Community Engagement

Create a Single City Parking Entity and Consolidate All Parking and Mobility Services

Parking management is currently spread across several city units including Police, Public Works, and Development Services. Centralization of parking program operations, enforcement, and management is recommended under a single staff person, ideally a parking manager, under a distinct parking and transportation department. This person's primary responsibility should be to lead system management, budgeting, space and parking pass allocation/distribution, enforcement, communications, and customer service. The division would have authority and autonomy for strategic and daily parking system operations and management and would coordinate with other city entities. The division should be able to collect user fees (e.g., parking pass fees, fees-in-lieu of parking) but should be tied to the city general fund (rather than be a separate self-sustaining parking authority or enterprise). Continued support from the general fund is anticipated to be needed to cover parking division expenses as on-street parking is unpaid and ongoing revenues collected are anticipated to be relatively modest. The city should determine the extent to which full parking management cost recovery should occur (i.e., with revenue collected matching all expenses) versus support from the general fund.

Additionally, the parking division director/manager would be responsible for strategic planning and leadership. Strategic leadership should include implementing this parking study, seeking partnerships and opportunities, being involved in planning and economic development projects, identifying, and mobilizing internal resources and funding, guiding messaging, and establishing trust and communications.

Develop a Mission Statement that is Supported Across City Departments

Critically important is the creation of a parking mission statement, one that frames and objectives, and serves as a guidepost of ongoing work. Decisions, programs, and should be consistent with the mission statement, and the mission statement should be supported across all city agencies. This mission statement should be adopted at the outset of plan implementation and should be central to public relations and communications campaigns focused on the implementation of this strategic plan and implementation of programs and initiatives. The inclusion of objectives like managing parking efficiently to promote customer service, quality of life, and economic development is recommended in the mission statement.

Engage with St. Norbert College on Access and Parking

The city should engage regularly with St. Norbert College to understand parking needs and concerns, ensure college parking needs are being met on campus, identify partnerships where possible and necessary, and mitigate college parking impacts into adjacent areas.

Engage with Community Organizations on Branding and Communications

One prominent partnership opportunity is partnering with Definitely De Pere and other community and business organizations to promote parking in De Pere, communicate changes, and others market the revamped Park De Pere brand. These organizations have contacts lists and established trust with community and business leaders and should be leveraged.

Accommodating Parking Needs with Expected Future Development

The city should monitor new development and take an active role in ensuring access, parking, and mobility needs are met. The following recommendations are offered.

Require Parking Study with New Downtown Development

The city should require formal parking studies with all new downtown development as part of the formal city approval process and/or TIF assistance process. Studies should an identification of projected parking needs, and developer plans accommodating and managing transportation and parking demand.

Monitor Parking Demand to Continually Assess Parking Needs

On and off-street parking demands should be monitored on an ongoing basis. It is recommended that on and off-street inventory and occupancy data is collected annually, and strategies included in this parking study should be revisited. Data should be collected at typical peak demand periods, with St. Norbert College in session. On-street occupancies should not regularly exceed 80% and off-street occupancies should not regularly exceed 85-90%. After completion of the Mulva Cultural Center, monitor on and off-street occupancies and stakeholder feedback in East and West Downtown. Conditions should be monitored to evaluate the need for a future potential parking structure. Walker cannot recommend a parking structure at this time.

Seek Public-Private Partnerships to Strategically Add Parking Supply

With all downtown development, the city should seek public-private partnerships that could add off-street public parking supply, particularly covered parking in core areas, which provides a premium experience for parkers. Different leasing, tax exemption, and other incentives-based agreements may be possible to establish such a partnership, all of which should be explored through the development process.

There may be an opportunity for the city to take over the management of off-street parking facilities built with new development to unlock more parking for public access, and ensure these facilities are managed well and consistently with the rest of the public parking system.

Be Cognizant of Lost or Displaced Off-Street Parking

One of the primary challenges of new development is that it is typically built on off-street parking lots and displaces off-street parking supply. The city should carefully identify and document the number of off-street

parking spaces being lost or displaced with all new development, and typical current off-street parking demand conditions in those facilities. Chapter 6 of this report provides a foundation for this work. Any off-street parking lost (especially that which is not factored into the Chapter 6 analysis) will impact future parking supply and the ability to accommodate ongoing parking needs. In some cases, the city may want to ensure that displaced off-street parking is replaced on a one-to-one basis when new development is added.

Be Strategic About Off-Street Parking Minimum Requirements

The city should be strategic about waiving off-street parking minimum requirements and/or granting variances. Relaxing off-street parking minimums is an important tool in reducing development (and leasing/ownership) costs, encouraging development, and encouraging good, walkable, in-fill development. However, the city should ensure that new development does not have negative externalities (e.g., causing spillover parking demand on to resident streets) and/or bring increased parking demand that cannot be accommodated by the system. Developers and property owners should be required to have strong transportation demand management plans, and the city should consider requiring that parking costs are unbundled for leasing/ownership costs.

Ensure Continued Access for Long-Term and Short-Term/Transient Parkers

The city should require specific parking studies with all new development. Among other considerations, parking studies should project short and long-term parking needs. The city should work to ensure that long-term parking needs with new development are accommodated; new residents and business owners/employees should be given access to long-term parking passes under the city's new parking management program. Short-term parkers should be given proximate off-street parking resources and be encouraged/incentivized to use proximate on-street parking.

Unlock Front Street On-Street Parking

With East Downtown development, consider adding wayfinding signage from the Front Street perpendicular spaces up the hill towards the Mulva Cultural Center. Parking access should be preserved with future George Street Landing plaza design.

8 | Implementation Action Plan

Implementation Action Plan

The implementation action plan below in Figure 8.1 below includes all strategic recommendations presented herein. This implementation action plan should serve as the City of De Pere's parking workplan for the coming years, and a key discussion and coordination tool. Recommendations are organized based on Immediate (0-2 years), medium-term (2-3 years), and long-term (3+ years).

Figure 8.1: Implementation Action Plan

Number	Action Item	Recommendation Type	Relative Cost
Immediate Action Items (0-2 years)			
1	Create a Single City Parking Entity and Consolidate All Parking and Mobility Services	Personnel, Organization, and Community Engagement	$
2	Develop a Mission Statement that is Supported Across City Departments	Personnel, Organization, and Community Engagement	$
3	Implement Modified Short and Long-Term Parking Management Approach	Policy, Parking Operations, and Management	$
4	Introduce a Parking Pass Program for Off-Street Long-Term Parking	Policy, Parking Operations, and Management	$
5	Implement An Integrated Virtual Parking Pass and Mobile License Plate Based Enforcement System	Policy, Parking Operations, and Management	$$
6	Institute Revised On-Street Parking Time Limits in East and West Downtowns	Policy, Parking Operations, and Management	$
7	Implement a Strategic Goal of Efficient Off-Street Parking Management	Policy, Parking Operations, and Management	$
8	Change Off-Street Parking Naming Structure	Communications, Wayfinding, and Marketing	$$
9	Launch a Park De Pere Branding, Communications, and Marketing Campaign	Communications, Wayfinding, and Marketing	$$
10	Update City Website with Clear Downtown Public Parking Information	Communications, Wayfinding, and Marketing	$$
Medium-Term Action Items (Begin 2-3 years in, and ongoing)			
11	Calibrate Parking Pass Numbers and Parking Pass Rates for Effective Ongoing Parking Management	Policy, Parking Operations, and Management	$
12	Update Signage at Key Locations to Include Parking-Related Information	Communications, Wayfinding, and Marketing	$$$
13	Install Entry and Location Signage at all Publicly Accessible Parking Facilities	Communications, Wayfinding, and Marketing	$$$
14	Implement a Formal City-Led Shared Parking Program	Policy, Parking Operations, and Management	$
15	Consider a Parking Utility Fee Program to Fund Public Parking and Mobility Improvements	Policy, Parking Operations, and Management	$
16	Implement Best Practices for Event Parking Management	Policy, Parking Operations, and Management	$$
17	Engage with St. Norbert College on Access and Parking	Personnel, Organization, and Community Engagement	$
18	Consider the Adoption of a College Development Zoning District	Policy, Parking Operations, and Management	$
19	Strategically Add Electric Vehicle Chargers and Require Chargers for New Developments	Policy, Parking Operations, and Management	$$$
20	Implement On-Street Short-Term Parking/Loading Zones	Policy, Parking Operations, and Management	$$
21	Be Deliberate About Expanding Managed On-Street Parking Areas	Policy, Parking Operations, and Management	$
22	Monitor On-Street for Future Implementation of Paid Parking	Policy, Parking Operations, and Management	$

Long-Term Action Items (Begin 3+ years in, and ongoing)			
23	Engage with Community Organizations on Branding and Communications	Personnel, Organization, and Community Engagement	$
24	Require Parking Study with New Downtown Development	Accommodating Parking Needs with Expected Future Development	$
25	Monitor Parking Demand to Continually Assess Parking Needs	Accommodating Parking Needs with Expected Future Development	$
26	Seek Public-Private Partnerships to Strategically Add Parking Supply	Accommodating Parking Needs with Expected Future Development	$
27	Be Cognizant of Lost or Displaced Off-Street Parking	Accommodating Parking Needs with Expected Future Development	$
28	Be Strategic About Off-Street Parking Minimum Requirements	Accommodating Parking Needs with Expected Future Development	$
29	Ensure Continued Access for Long-Term and Short-Term/Transient Parkers	Accommodating Parking Needs with Expected Future Development	$
30	Unlock Front Street On-Street Parking	Accommodating Parking Needs with Expected Future Development	$$

Source: Walker Consultants, 2022


GREEN BAY METRO
Smarter Phone.
Associate
Bank
Drive-up ATM
JAMES ST

A | Appendix

Appendix A – East Downtown Shared Parking Results (2021 Version)

Appendix Figure 1: Front Street Development Shared Parking Results – Peak Projected Parking Need

Land Use	Project Data		Weekday					Weekday		
			Base Ratio	Driving Adj	Non-Captive Ratio	Project Ratio	Unit For Ratio	Peak Hr Adj	Peak Mo Adj	Estimated Parking Demand
	Quantity	Unit						7 PM	December	
Retail										
Retail (<400,000 square feet)	19,946	sf GLA	2.90	90%	97%	2.54	ksf GLA	90%	100%	46
Employee			0.70	90%	98%	0.62		100%	100%	12
Food and Beverage										
Fine/Casual Dining	4,165	sf GLA	13.25	90%	96%	11.42	ksf GLA	100%	100%	48
Employee			2.25	90%	98%	1.99		100%	100%	9
Fast Casual/Fast Food	2,749	sf GLA	12.40	90%	57%	6.41	ksf GLA	80%	96%	14
Employee			2.00	90%	98%	1.77		90%	100%	5
Hotel and Residential										
Residential, Urban										
Studio Efficiency	20	units	0.85	98%	100%	0.83	unit	75%	100%	12
1 Bedroom	40	units	0.90	98%	100%	0.88	unit	75%	100%	26
2 Bedrooms	18	units	1.65	98%	100%	1.62	unit	75%	100%	22
Visitor	78	units	0.10	90%	100%	0.09	unit	100%	100%	7
								Customer/Visitor		**115**
								Employee/Resident		**87**
								Total		**202**

Source: Walker Consultants, 2021

Appendix Figure 2: Mulva Cultural Center Shared Parking Results – Peak Projected Parking Need

Land Use	Project Data		Weekend					Weekend		
			Base Ratio	Driving Adj	Non-Captive Ratio	Project Ratio	Unit For Ratio	Peak Hr Adj	Peak Mo Adj	Estimated Parking Demand
	Quantity	Unit						2 PM	April	
Entertainment and Institutions										
Cultural Center	32,681	sf GLA	4.50	100%	100%	4.50	ksf GLA	100%	100%	148
Employee			0.50	90%	100%	0.45		100%	100%	15
								Customer		**148**
								Employee/Resident		**15**
								Total		**163**

Source: Walker Consultants, 2021

Appendix Figure 3: Shopko Site Shared Parking Results – Peak Projected Parking Need

Land Use	Project Data		Weekday					Weekday		
			Base Ratio	Driving Adj	Non-Captive Ratio	Project Ratio	Unit For Ratio	Peak Hr Adj	Peak Mo Adj	Estimated Parking Demand
	Quantity	Unit						7 PM	December	
Retail										
Retail (<400,000 square feet)	30,096	sf GLA	2.90	90%	97%	2.52	ksf GLA	90%	100%	69
Employee			0.70	90%	98%	0.62		100%	100%	19
Food and Beverage										
Fine/Casual Dining	4,752	sf GLA	13.25	90%	90%	10.76	ksf GLA	100%	100%	51
Employee			2.25	90%	98%	1.98		100%	100%	10
Fast Casual/Fast Food	13,752	sf GLA	12.40	90%	81%	9.00	ksf GLA	80%	96%	95
Employee			2.00	90%	98%	1.76		90%	100%	22
Hotel and Residential										
Residential, Urban										
Studio Efficiency	52	units	0.85	98%	100%	0.83	unit	75%	100%	33
1 Bedroom	105	units	0.90	98%	100%	0.88	unit	75%	100%	70
2 Bedrooms	52	units	1.65	98%	100%	1.62	unit	75%	100%	64
Visitor	209	units	0.10	90%	100%	0.09	unit	100%	100%	19
Office										
Office	16,000	sf GFA	0.20	90%	100%	0.18	ksf GFA	2%	100%	-
Employee			2.60	92%	77%	1.84		15%	100%	4
								Customer/Visitor		**234**
								Employee/Resident		**222**
								Total		**457**

Source: Walker Consultants, 2021

Appendix B – West Downtown Shared Parking Results (2021 Version)

Appendix Figure 4: Project #1 & 2 Shared Parking Results – Peak Projected Parking Need

Land Use	Project Data		Weekday					Weekday		
			Base Ratio	Driving Adj	Non-Captive Ratio	Project Ratio	Unit For Ratio	Peak Hr Adj	Peak Mo Adj	Estimated Parking Demand
	Quantity	Unit						7 PM	December	
Retail										
Retail (<400,000 square feet)	22,125	sf GLA	2.90	90%	98%	2.55	ksf GLA	90%	100%	51
Employee			0.70	90%	99%	0.62		100%	100%	14
Food and Beverage										
Fine/Casual Dining	4,425	sf GLA	13.25	90%	89%	10.63	ksf GLA	100%	100%	47
Employee			2.25	90%	99%	2.01		100%	100%	9
Hotel and Residential										
Hotel-Business		keys	1.00	59%	100%	0.59	key	75%	60%	-
Hotel-Leisure	60	keys	1.00	50%	100%	0.50	key	85%	50%	13
Hotel Employees	60	keys	0.15	90%	100%	0.14	key	20%	50%	1
Restaurant/Lounge	1,333	sf GLA	6.67	63%	90%	3.78	ksf GLA	60%	100%	3
Restaurant/Meeting Employees	1,333	sf GLA	1.20	90%	100%	1.08	ksf GLA	40%	100%	1
Residential, Urban										
Studio Efficiency	10	units	0.85	98%	100%	0.83	unit	75%	100%	7
1 Bedroom	19	units	0.90	98%	100%	0.88	unit	75%	100%	13
Visitor	29	units	0.10	90%	100%	0.09	unit	100%	100%	3
Office										
Office	4,425	sf GFA	0.20	90%	100%	0.18	ksf GFA	2%	100%	-
Employee			2.60	92%	85%	2.04		15%	100%	1
								Customer/Visitor		**117**
								Employee/Resident		**46**
								Total		**163**

Source: Walker Consultants, 2021

Appendix Figure 5: Project #3 & 5 Shared Parking Results – Peak Projected Parking Need

Land Use	Project Data		Weekday					Weekday		
			Base Ratio	Driving Adj	Non-Captive Ratio	Project Ratio	Unit For Ratio	Peak Hr Adj	Peak Mo Adj	Estimated Parking Demand
	Quantity	Unit						2 PM	December	
Retail										
Retail (<400,000 square feet)	19,250	sf GLA	2.90	90%	99%	2.57	ksf GLA	100%	100%	50
Employee			0.70	90%	99%	0.63		100%	100%	13
Food and Beverage										
Fine/Casual Dining	3,850	sf GLA	13.25	90%	95%	11.36	ksf GLA	65%	100%	29
Employee			2.25	90%	99%	2.01		90%	100%	7
Hotel and Residential										
Residential, Urban										
Studio Efficiency	9	units	0.85	98%	100%	0.83	unit	50%	100%	4
1 Bedroom	18	units	0.90	98%	100%	0.88	unit	50%	100%	8
2 Bedrooms	9	units	1.65	98%	100%	1.62	unit	50%	100%	7
Visitor	36	units	0.10	90%	100%	0.09	unit	20%	100%	1
Office										
Office	15,400	sf GFA	0.20	90%	100%	0.18	ksf GFA	95%	100%	3
Employee			2.60	92%	96%	2.29		95%	100%	34
								Customer/Visitor		**83**
								Employee/Resident		**74**
								Total		**156**

Source: Walker Consultants, 2021

Appendix Figure 6: Project #4 Shared Parking Results – Peak Projected Parking Need

Land Use	Project Data		Weekday					Weekday		
			Base Ratio	Driving Adj	Non-Captive Ratio	Project Ratio	Unit For Ratio	Peak Hr Adj	Peak Mo Adj	Estimated Parking Demand
	Quantity	Unit						2 PM	December	
Retail										
Retail (<400,000 square feet)	8,075	sf GLA	2.90	90%	99%	2.59	ksf GLA	100%	100%	21
Employee			0.70	90%	99%	0.62		100%	100%	5
Hotel and Residential										
Residential, Urban										
Studio Efficiency	4	units	0.85	98%	100%	0.83	unit	50%	100%	2
1 Bedroom	8	units	0.90	98%	100%	0.88	unit	50%	100%	4
Office										
Office	8,075	sf GFA	0.20	90%	100%	0.18	ksf GFA	95%	100%	2
Employee			2.60	92%	97%	2.31		95%	100%	18
								Customer/Visitor		**23**
								Employee/Resident		**29**
								Total		**52**

Source: Walker Consultants, 2021

WALKER CONSULTANTS

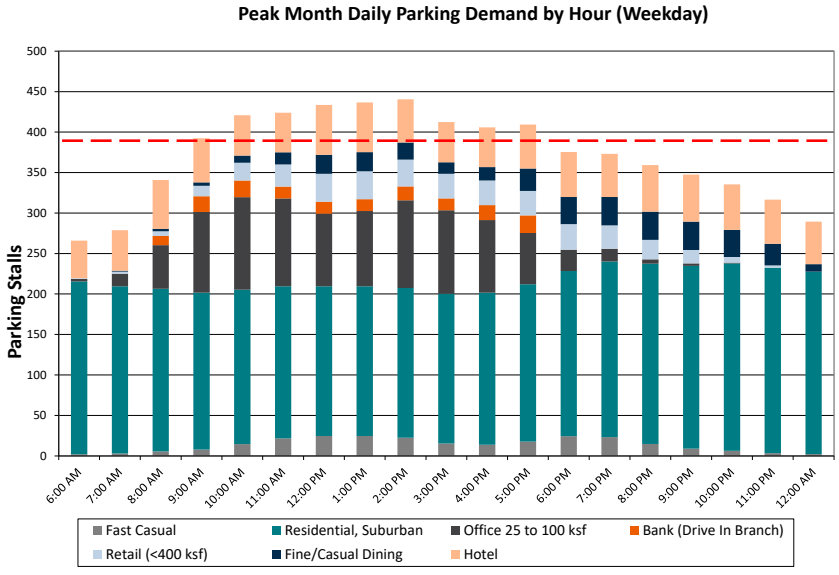
Memorandum
De Pere Shopko Site – Shared Parking Analysis
21-005049.20

Date:	September 4, 2023
To:	Mr. Dan Lindstrom
Company:	City of De Pere, Wisconsin
Address:	335 S. Broadway, De Pere, WI, 54115
Copy To:	Andrew Baglini, Kevin White
From:	Eric Haggett
Project Name:	Shopko Site Redevelopment – Shared Parking Analysis
Project Number:	21-005049.20

Executive Summary

Tadych Investment Partners ("Developer") has put forth a redevelopment proposal for the former Shopko site, it's associated surface parking lot, and the City of De Pere's ("City") parking lots immediately north of William Street, west of N. Wisconsin Street. The building program is expected to include a mix of residential, hotel, office, retail, and restaurant uses across eight buildings, totaling 79,400 SF of commercial space, an 80-key hotel, and 181 residential units. The development will be supported by approximately 158 dedicated residential parking spaces beneath several buildings, as well as a proposed 230-space aboveground parking structure to be owned and operated by the City. As part of its due diligence, the City engaged Walker to prepare a shared parking analysis to determine if the proposed public parking structure will be of sufficient size to satisfy the parking needs of the development, when considering the quantity of parking being provided by the Developer.

The figure at right shows the projected parking needs of the development, by hour, on a peak weekday compared with the proposed parking supply (dotted red line). Based on the proposed building program, peak parking need is projected to occur on a weekday in March around 2:00 PM, when approximately 443 spaces will be needed to accommodate the peak demand. As currently envisioned, the development is expected to include approximately 388 parking spaces in a mix of reserved residential parking under several buildings and an aboveground public parking structure.



Based on the demand expected to be generated by the proposed development at full build-out and the number of parking spaces to be provided, it is anticipated that there will be at least a 55-space deficit of parking at peak. This does not account for any current parking demand in the City's existing surface parking lots that will be displaced because of this development. Additionally, this projected deficit does not factor in any other future growth in parking demand in this area of downtown De Pere.

Shared Parking Analysis

Methodology

For the analysis herein, Walker employed the use of a demand modeling technique, known as the shared parking methodology, to generate a recommended number of parking spaces for the proposed redevelopment of the former Shopko site and surrounding parcels. The shared parking methodology was developed in the 1980s and has been a widely accepted industry standard for rightsizing parking facilities over the past 30+ years. Adopted by cities throughout the U.S., and codified in zoning ordinances as an acceptable practice, shared parking is endorsed by the Urban Land Institute ("ULI"), the American Planning Association ("APA"), the National Parking Association ("NPA"), and the International Council of Shopping Centers ("ICSC"), as an acceptable method of parking planning and management.

Shared parking is defined as the ability to use the same parking resource by multiple nearby or adjacent land uses without encroachment. Shared parking allows for the sharing of parking spaces among uses in a mixed-use environment — in lieu of providing a minimum number of parking spaces for each individual use. Shared parking commonly results in a reduction of required parking spaces. This reduction, which is sometimes significant, depends on the quantities and mix of uses and local code requirements.

Shared parking considers the parking demand for more than 55 different land uses; the availability and use of alternative modes of transportation; captive market effects (to be explained later); and daily, hourly, and seasonal demand variations. In the case of the Shopko redevelopment, the shared parking analysis recognizes the interrelationship of parking among residents, office employees, hotel guests and employees, and restaurant and retail customers and employees.

A shared parking model generates 494 parking space need computations as follows:

- 19 hours during a day, beginning at 6 AM and concluding in the midnight hour
- 2 days per week, a weekday, and a weekend day
- 13 months of the year (including late December as an additional retail month)
- 19 x 2 x 13 = 494 different calculations

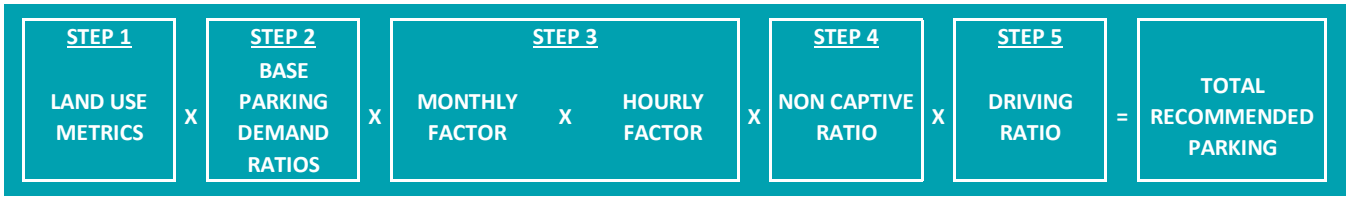
The recommended number of spaces (parking capacity) is derived based on the highest figure generated from these 494 computations. Therefore, the intent is to design for the busiest hour of the year, busiest day of the year, and busiest month of the year, at an 85th percentile level of activity relative to comparable properties.

A shared parking analysis begins first by taking the land use quantities of the project, e.g., number of residential units, and multiplying by a base parking demand ratio and monthly and hourly adjustment factors. All base ratios and hourly and monthly adjustments are industry standards that are based on thousands of parking occupancy studies, vetted by leading parking consultants and real estate professionals, and documented within the Third Edition of ULI/ICSC/NPA's *Shared Parking* publication.

Two additional adjustments are then applied to the base parking demand ratios: one to reflect an estimate of the local transportation modal split (called the driving ratio) and another to account for the best estimate of captive market effects (called the non-captive ratio). All adjustments are described in more detail in the sections to follow.

The following graphic provides an illustrative view of the steps involved in the shared parking analysis. The Shared Parking Analysis section of this report follows this graphic in consecutive order, moving from left to right, with each step identified in the section title.

Figure 1: Steps of Shared Parking Analysis



For most land uses, shared parking is based on the 85th percentile of peak-hour observations, a standard espoused by the Institute of Transportation Engineers ("ITE"), the NPA's Parking Consultants Council, and renowned parking planners. This 85th percentile is a significant and high threshold to meet in terms of supplying parking capacity in that it is provides a parking supply that will not be needed by a majority of developments. The 85th percentile recommendation is informed by field data counts in the fifth edition of ITE's *Parking Generation*[1] and this threshold represents the 85th percentile of peak-hour observations supplied during the study.

The key goal of a shared parking analysis is to find the balance between providing adequate parking to support a development from a commercial and operational standpoint, while minimizing the negative aspects of excessive land area or resources devoted to parking. The ultimate goal of a shared parking analysis is to find a typical peak period, or design day condition.

Allowing multiple land uses and entities to share parking spaces has allowed for and led to the creation of many popular real estate developments and districts, resulting in the combination of office, residential, retail, hotel, and entertainment districts that rely heavily on shared parking for economic viability. Traditional downtowns in large and small cities alike have depended on the practice in order to be compact, walkable, and economically viable. In the same way, mixed-use projects have also benefited from the shared-parking principle, which offers multiple benefits to a community, not the least of which is lesser environmental impact due to the reduction in required parking needed to serve commercial developments, as well as the ability to create a more desirable mix of uses at one location.

Analysis

Step 1: Gather and Review Project Data

Tadych Investment Partners has put forth a redevelopment proposal for the former Shopko site, it's associated surface parking lot, and the City of De Pere's parking lots immediately north of William Street, west of N. Wisconsin Street, containing approximately 152 public parking spaces. As identified by the shaded area in the below figure, the project site for the proposed development is generally bounded by Cass Street on the north, N. Broadway Street on the west, James Street on the south, and N. Michigan Street on the east. The figure calls out the location of the former Shopko building for reference.

[1]Parking Generation, Fifth Edition. Washington DC: Institute of Transportation Engineers, 2019.

Figure 2 Proposed Development Site

Source: Google Earth

Based on information provided by the City, as well as supplemental discussions with City staff, Walker understands that the proposed development is anticipated to include the following land uses in the noted buildings within the development:

Building A

- 9,000 SF of retail/commercial space; Walker assumed a 50/50 split between retail and restaurant uses
- 45 market-rate residential rental units (25 one-bedroom and 20 two-bedroom)
- Underground parking for residents; Walker assumed 1.25 spaces/unit or 56 total spaces

Building B

- 8,400 SF of retail space

- 8,400 SF of office space

Building C

- 16,000 SF of hotel/retail/restaurant space; Walker assumed 5,000 SF of hotel restaurant, 1,000 SF of hotel retail/gift shop, and 10,000 SF of hotel lobby/amenity space
- 80-key hotel

Building D

- 16,600 SF of retail/office space; Walker assumed 2,000 SF of retail and 14,600 SF of office
- 16 market-rate residential condominium units (all two-bedroom units)
- Underground parking for residents; Walker assumed 2.0 spaces/unit or 32 spaces

Building E

- Aboveground parking structure, paid for and owned by the City
- ~230-spaces

Building F

- 5,000 SF retail/commercial/bank space; Walker assumed 2,500 SF of retail and 2,500 SF of restaurant
- 60 market-rate residential rental units (13 studio, 27 one-bedroom, and 20 two-bedroom)
- 40-space underground parking structure for residents

Building I

- 16,000 SF retail/office/bank space; Walker assumed a 4,000 SF bank and 12,000 SF of office
- 30 market-rate residential rental units (19 studio, 5 one-bedroom, and 6 two-bedroom)

Building J

- 22 market-rate residential rental units (10 studio, 6 one-bedroom, and 6 two-bedroom)
- 15-space underground parking structure for residents

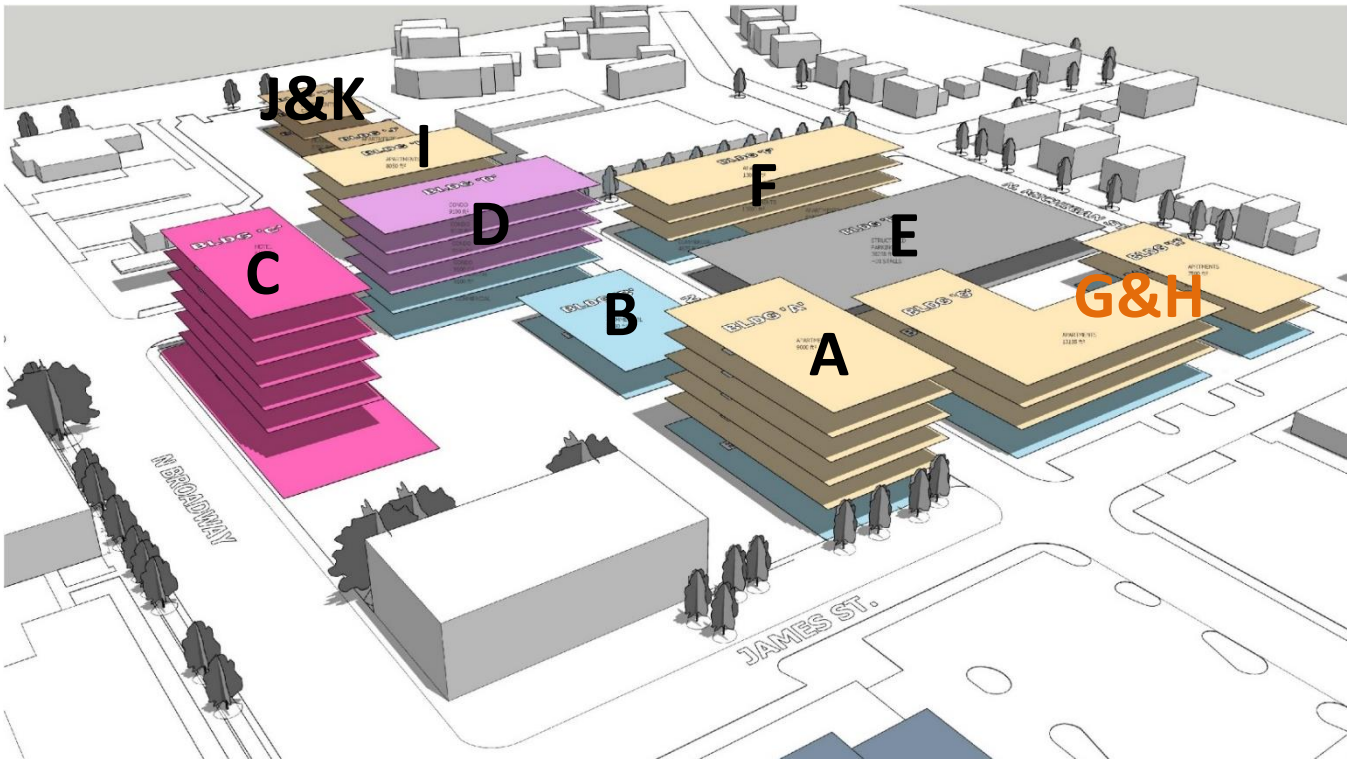
Building K

- 22 market-rate residential rental units (10 studio, 6 one-bedroom, and 6 two-bedroom)
- 15-space underground parking structure for residents

In total, the development is proposed to include 79,400 SF of retail/restaurant/office/other commercial space, an 80-key hotel, and 181 residential units. A total of 158 parking spaces dedicated to residents are proposed to be provided in small underground parking structures beneath buildings A, D, F, I, and J. Additionally, approximately 230 parking spaces are proposed to be constructed in the City-owned, aboveground parking structure identified as Building E.

The figure below shows the proposed layout and massing of the site (as viewed from the southwest). It should be noted that Buildings G and H in the rendering are shown for reference only; these buildings are not included in the proposed development and neither property is owned by the Developer.

Figure 3 Proposed Site Plan Layout and Development Massing



Source: Tadych Investment Partners; Eppstein Uhen Architects

Step 2: Select Parking Ratios

The second step of a shared parking analysis is to determine the appropriate base parking ratio to use for each identified land use. Each land use has a specific metric considered by the parking industry to be a reliable measure of parking demand for that use. For commercial retail space, that metric is square footage (gross leasable area or GLA), for residential that metric is the number of dwelling units, etc. The parking demand is divided by the quantity for each metric to generate a base parking ratio for each land use (i.e., for retail the ratio is presented as "spaces per thousand square feet of gross leasable area," for residential the ratio is presented as "spaces per unit").

The base parking ratios represent how many spaces should be supplied to each land use if the spaces are unshared and the project is in a suburban context where the driving ratio is at or near 100 percent. The shared parking model contains base parking ratios that are typically utilized unless a project specific feature merits changing them. The table below shows the base ratios used in this analysis.

While many behaviors have reverted to pre-pandemic levels such as shopping, dining out, and leisure travel, remote work for those who work in offices has persisted and is varied from city-to-city and industry-to-industry. For the purposes of this analysis, Walker has assumed that the peak parking demand generated by office space in this development will mirror pre-pandemic peak demand generated by office space of similar size and type to that being proposed in this development.

Table 1 Base Parking Ratios

Land Use	Weekday			Weekend			Unit
	Visitor	Employee	Total	Visitor	Employee	Total	
Retail							
Retail (<400 ksf)	2.90	0.70	**3.60**	3.20	0.80	**4.00**	ksf
Food and Beverage							
Fine/Casual Dining	13.25	2.25	**15.50**	15.25	2.50	**17.75**	ksf
Fast Casual	12.40	2.00	**14.40**	12.70	2.00	**14.70**	ksf
Residential							
Hotel-Leisure	1.00	0.15	**1.15**	1.00	0.15	**1.15**	keys
Restaurant/Lounge	6.67	1.20	**7.87**	7.67	1.33	**9.00**	ksf
Residential, Suburban							
Studio Efficiency	0.10	0.85	**0.95**	0.15	0.85	**1.00**	units
1 Bedroom	0.10	0.90	**1.00**	0.15	0.90	**1.05**	units
2 Bedrooms	0.10	1.65	**1.75**	0.15	1.65	**1.80**	units
Office							
Office 25 to 100 ksf	0.29	3.45	**3.75**	0.03	0.35	**0.38**	ksf
Bank (Drive In Branch)	3.50	2.50	**6.00**	3.00	1.75	**4.75**	ksf

Source: *Walker Consultants*

Step 3: Select Presence Factors

After the project's land uses have been quantified and base parking ratios have been applied to these land use quantities, adjustments are made to account for parking demand variability by hour of day and month of year. These time-based adjustments are referred to as a "presence" adjustment.

Presence is expressed as a percentage of the peak hour demand on a design day for both time of day and month of the year. The fact that parking demand for each component may peak at different times generally means that fewer parking spaces are needed for the project than would be required if each component were a freestanding development.

Seasonality usually has varied effects on the parking generation at mixed-use sites because land uses and quantity mixes vary from one development to the next. Both restaurant and retail parking demand exhibit strong seasonal peaks at similar times, so many mixed-use developments with a strong retail component peak based on the combination of these two uses. An example of time of year adjustments includes the increased business of health clubs in January or greater movie attendance in the "thirteenth month," in the last week of December. Time of year adjustments are considered in the monthly factor category.

The parking demand for any given land use also varies throughout the day. The model evaluates parking demand for each land use from 6 AM to 12 midnight on weekdays and weekends for every month of the year. Restaurants, for example, typically show peaks around the lunch hour and a larger peak during the evening.

Step 4: Adjust Demand for Captive Factors

"Captive market" is borrowed from market researchers to describe people who are already present in the immediate vicinity at certain times of the day. In the shared parking analysis, the term "captive market" reflects the adjustment of parking needs and vehicular trip generation rates due to the interaction among uses in an area.

Walker, in designing a shared use analysis in accordance with industry best practices, uses the inverse, or non-captive ratio, which is the percentage of parkers who are not already counted as being parked for another land use.

Non-captive adjustments for any mixed-use development consider that some visitors to a specific land use may already be parked or have arrived at the site to visit multiple land uses, such as when a hotel guest visits a restaurant within the same development. This is referred to as the "effects of a captive market," as some of the restaurant's patrons are already parking at the site. Therefore, these patrons contribute only once to the number of peak hour spaces utilizing the development's parking supply. In other words, with shared parking, the parking demand ratio for individual land uses can be adjusted downward in proportion to the captive market support of the neighboring land uses.

Non-captive ratios can vary from one property to the next and from one function to the next within the same property. Typically, a reduction ranging from 10 to 90 percent has been used by parking and transportation professionals to fine-tune the parking requirements for mixed-use projects with primary attractors and secondary attractors. The non-captive ratios presented in the table below reflect Walker's assumptions of reasonable and appropriate adjustments for the proposed development.

Captive market adjustments for most land uses in the analysis have been taken based on the non-captive subroutine in the shared parking model. The non-captive subroutine uses data gathered by Walker and other ULI members regarding the interaction between various land uses.

Table 2: Captive Ratio Adjustments

Land Use	Captive Ratio Adjustments			
	Weekday		Weekend	
	Daytime	Evening	Daytime	Evening
Retail				
Retail (<400 ksf)	96%	95%	97%	95%
Employee	99%	97%	98%	97%
Food and Beverage				
Fine/Casual Dining	66%	78%	65%	81%
Employee	99%	97%	98%	97%
Fast Casual	58%	69%	72%	71%
Employee	99%	97%	98%	97%
Residential				
Hotel-Leisure	100%	100%	100%	100%
Hotel Employees	99%	97%	98%	97%
Restaurant/Lounge	90%	90%	30%	30%
Restaurant/Meeting Employees	99%	97%	98%	97%
Residential, Suburban				
Studio Efficiency	100%	100%	100%	100%
1 Bedroom	100%	100%	100%	100%
2 Bedrooms	100%	100%	100%	100%
Reserved	100%	100%	100%	100%
Visitor	100%	100%	100%	100%
Office				
Office 25 to 100 ksf	100%	100%	100%	100%
Reserved	100%	100%	100%	100%
Employee	97%	97%	97%	97%
Bank (Drive In Branch)	92%	100%	100%	100%
Employee	97%	97%	97%	97%

Source: *Walker Consultants*

Step 5: Modal Split (Drive Ratio) Adjustment

The drive ratio represents a reduction in anticipated spaces needed to account for employees, guests, and visitors arriving to the site by means other than a single-occupant, motorized vehicle. These other means include mass transit, carpooling/vanpooling, taxi, or ride hailing services e.g., Uber/Lyft, drop offs, bicycling, or walking from locations outside of the development site. Walker typically utilizes market and site-specific data sources to generate assumptions for a drive ratio reduction. Market data is available from the U.S. Census American Community Survey. Site specific analysis is also needed to confirm that transit is available (or not), and that other means (bicycle and walking) are also feasible. Employee driving adjustments were made based on commute to work data from the American Community Survey.

In De Pere, approximately 89 percent of employees drive or ride to work in a personal vehicle, so this factor was used for office employees in the development. A slightly lower 85 percent drive factor was used for service employees, to account for slightly lower use of personal vehicles by these workers.

For retail and dining customers, Walker assumed a 95 percent drive ratio to account for the fact that a small percentage of these users will walk from another location within downtown, bike from another location within

the Greater Green Bay area, or use a rideshare to arrive at the site, particularly for evening visits to dining destinations.

Vehicle ownership among residents is 99 percent in De Pere, so this factor was used as the residential drive ratio.

The below table summarizes the drive ratio adjustments used in this analysis.

Table 3: Drive Ratio Adjustments

	Weekday		Weekend	
	Daytime	Evening	Daytime	Evening
Residents (vehicle ownership)	99%	99%	99%	99%
Service (Non-office) Employees	85%	85%	85%	85%
Office Employees	89%	89%	89%	89%
Retail/Dining & Misc Customers	95%	95%	95%	95%

Source: Walker Consultants, 2022

Step 6: Calculate Recommended Parking Capacity

As mentioned previously, the shared parking model calculates the parking demand 19 hours a day for weekdays and weekends for each of 12 months, plus a special period between Christmas and New Year's Day. In the latter period, office and other professional employment parking is reduced, while retail/dining/entertainment uses are high.

The table below shows the peak parking needs of the proposed development for both a weekday and a weekend day. Peak demand conditions are projected to occur on a weekday in March around 2:00 PM when approximately 443 spaces are expected to be needed to accommodate the parking demand generated by the proposed development. For the weekend peak period, demand drops to approximately 381 spaces and shifts to 7:00 PM in December, reflecting the absence of office demand and higher residential, restaurant, and hotel parking demand.

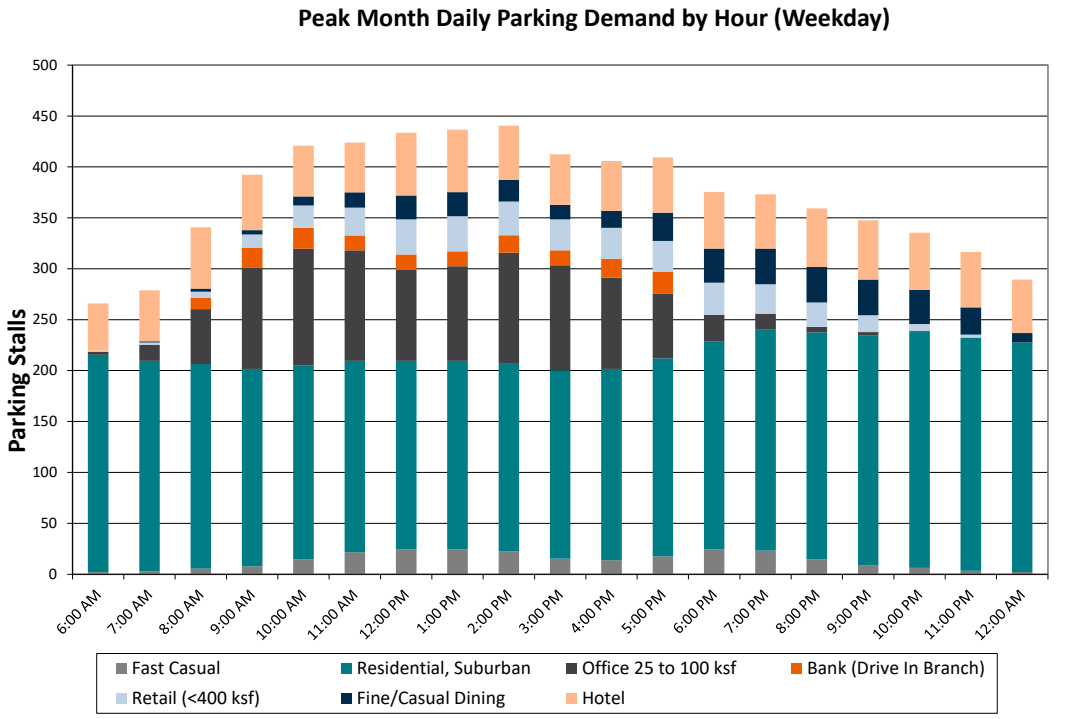
Table 4: Projected Peak Parking Needs Summary

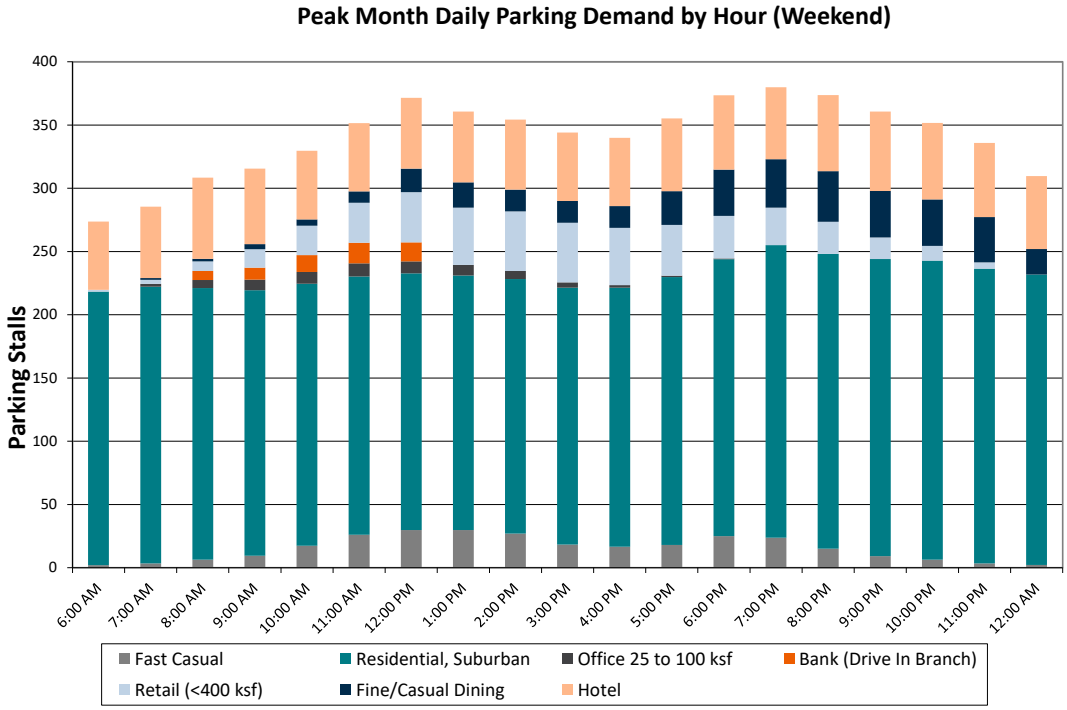
Land Use	Project Data		Weekday					Weekend					Weekday			Weekend		
	Quantity	Unit	Base Ratio	Driving Adj	Non-Captive Ratio	Project Ratio	Unit For Ratio	Base Ratio	Driving Adj	Non-Captive Ratio	Project Ratio	Unit For Ratio	Peak Hour Adj 2 PM	Peak Month Adj March	Estimated Parking Demand	Peak Hour Adj 7 PM	Peak Month Adj Late December	Estimated Parking Demand
Retail																		
Retail (<400 ksf)	14,790	sf GLA	2.90	95%	96%	2.63	ksf GLA	3.20	95%	95%	2.88	ksf GLA	95%	70%	26	70%	85%	22
Employee			0.70	85%	99%	0.59		0.80	85%	97%	0.66		100%	79%	7	80%	95%	8
Food and Beverage																		
Fine/Casual Dining	2,975	sf GLA	13.25	95%	66%	8.25	ksf GLA	15.25	95%	81%	11.66	ksf GLA	65%	98%	16	95%	95%	32
Employee			2.25	85%	99%	1.89		2.50	85%	97%	2.07		90%	100%	5	100%	100%	7
Fast Casual	2,975	sf GLA	12.40	95%	58%	6.77	ksf GLA	12.70	95%	71%	8.51	ksf GLA	90%	97%	18	80%	95%	19
Employee			2.00	85%	99%	1.68		2.00	85%	97%	1.65		95%	100%	5	90%	100%	4
Residential																		
Hotel-Leisure	80	keys	1.00	59%	100%	0.59	key	1.00	69%	100%	0.69	key	70%	100%	33	85%	100%	47
Hotel Employees	80	keys	0.15	85%	99%	0.13	key	0.15	85%	97%	0.12	key	100%	100%	10	20%	100%	2
Restaurant/Lounge	4,250	sf GLA	6.67	63%	90%	3.78	ksf GLA	7.67	54%	30%	1.24	ksf GLA	33%	95%	5	60%	95%	3
Restaurant/Meeting Employees	4,250	sf GLA	1.20	85%	99%	1.01	ksf GLA	1.33	85%	97%	1.10	ksf GLA	100%	100%	5	100%	100%	5
Residential, Suburban																0%		
Studio Efficiency	51	units	0.23	99%	100%	0.23	unit	0.23	99%	100%	0.23	unit	40%	100%	5	80%	100%	10
1 Bedroom	57	units	0.24	99%	100%	0.24	unit	0.24	99%	100%	0.24	unit	40%	100%	6	80%	100%	11
2 Bedrooms	73	units	0.45	99%	100%	0.44	unit	0.45	99%	100%	0.44	unit	40%	100%	13	80%	100%	26
Reserved	73%	res spaces	0.87	100%	100%	0.87	unit	0.87	100%	100%	0.87	unit	100%	100%	158	100%	100%	158
Visitor	181	units	0.10	95%	100%	0.10	unit	0.15	95%	100%	0.14	unit	20%	100%	4	100%	100%	27
Office																		
Office 25 to 100 ksf	35,000	sf GFA	0.29	95%	100%	0.28	ksf GFA	0.03	95%	100%	0.03	ksf GFA	95%	100%	10	0%	80%	-
Reserved		emp	0.00	89%	100%	0.00		0.00	89%	100%	0.00		100%	100%	-	100%	100%	-
Employee			3.45	89%	97%	2.96		0.35	89%	97%	0.30		95%	100%	99	0%	80%	-
Bank (Drive In Branch)	4,000	sf GFA	3.50	95%	92%	3.04	ksf GFA	3.00	95%	100%	2.85	ksf GFA	70%	100%	9	0%	100%	-
Employee			2.50	89%	97%	2.14		1.75	89%	97%	1.50		100%	100%	9	0%	80%	-
													Customer/Visitor		121	Customer/Visitor		150
													Employee/Resident		164	Employee/Resident		73
													Reserved		158	Reserved		158
													Total		**443**	**Total**		**381**

Source: *Walker Consultants*

The figures below show the projected parking need by hour on both a weekday and weekend day after full build-out and occupancy of the proposed development.

Figure 4: Parking Needs by Land Use by Hour, Weekday and Weekend





Source: Walker Consultants, 2022

Findings and Recommendations

Based on the shared parking model developed by Walker, the land use types and quantities envisioned for the proposed development are projected to generate the need for approximately 443 parking spaces during the peak demand period. However, as currently envisioned, a total of 388 parking spaces are planned to be provided within the development – 158 spaces located in several small underground parking structures, which are dedicated for use by residents of the development, and an additional 230 parking spaces in a City-owned, aboveground, public parking structure. At present, this means that there is at least a 55-space deficit between the projected peak parking demand expected to be generated by the proposed development and the planned parking supply.

In addition to the projected 55-space deficit for the proposed development, the plan to displace approximately 152 existing spaces in the City-owned surface parking lot at the north end of the development site means that, at certain times, it will be necessary for any replacement parking supply to satisfy any existing demand displaced by the project. While these existing public surface parking lots are not typically well utilized, cars do park here to frequent area businesses. As a result, the City should carefully consider the capacity of the aboveground parking structure being proposed as part of the Shopko redevelopment. If this new parking structure is expected to accommodate demand from the development, vehicles displaced from the City's surface parking lots, and any other future demand growth in the area, it may be advisable to increase the size of the structure that is built. Building additional spaces now will be more cost effective and less disruptive than expanding the parking structure at a future date, if necessary.

Impact of Removing Buildings I, J, and K from the Development

At the request of the City, Walker was asked to consider the impact on the projected peak parking demand expected to be generated by the proposed development if Buildings, I, J, and K were not constructed. Because these three buildings are proposed to displace existing City-owned public parking, the City wants to understand the net impact of removing these buildings from the development on the supply of and demand for parking in the area.

Removing Buildings I, J, and K from the shared parking model reduces the commercial square footage in the proposed development by 16,000 square feet from 79,400 to 63,400 square feet. Eliminating these buildings would also reduce the residential unit count by 74 units, bringing the total unit count down to 107 from the current 181 units. Lastly, 30 underground, resident parking spaces would be lost if these three buildings were not constructed, reducing the total parking count from 388 spaces to 358 spaces.

If Buildings I, J, and K were removed from the development program, the peak parking need for the remaining development is projected to be 345 spaces on a weekday and 304 spaces on a weekend day. When compared to the new proposed parking supply of 358 spaces, eliminating these three buildings is expected to result in a small surplus of parking. Additionally, because the City's existing public surface parking lots could remain in place if Buildings I, J, and K were not developed, those 152 existing spaces could be used to serve the development. However, the existing surface parking would be insufficient to fully replace the 230-space public parking structure currently being proposed to serve the development.

WALKER
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