South Wilson Park Residential Parking District Analysis

September 2019

Overview: The City Council has asked for a parking analysis for the eight-block residential area directly south of Wilson Park bounded by Louise Street on the north, Park Avenue on the east, Maple Street on the south, and Wilson Avenue on the west. This area is included in the City's Town and Gown Boundary.

The issue of parking conflicts in neighborhoods adjacent or in proximity to the University was previously examined on a broad scale by a group of University of Arkansas Public Policy graduate students in 2014 concluding with a policy alternative paper titled "Parking Policies around the University of Arkansas Campus". This study provided City staff with a historical background for the development of this current residential parking analysis.

This South Wilson Park Residential Parking District Analysis has been designed within a framework of policy goals. Potential policy alternatives are then compared against the policy goal framework to identify the strengths and weaknesses of the various policy alternatives.

Policy goals examined include:

- *Administrative Feasibility* – ease of enforcement, ease of implementation, long-term policy flexibility,
- *Efficiency* – total social net cost and benefits,
- *Equity* – policy fairness for both residents and visitors to the area,
- *Sustainable Use of Parking Resource/Utilization* – policy alternative should be aligned to efficiently utilize the parking resource that exists,
- *Political Feasibility* – resident acceptance, visitor acceptance, likelihood of successful adoption by the City Council.

- *Replicability and Scalability* – the policy alternative should be flexible in its design to allow it to be effectively implemented in other areas or neighborhoods of the city.

Policy alternatives include the following:

1) Status Quo, no change,
2) Expansion of the current residential parking permit program used in the Dickson Street Entertainment District,
3) A "Resident Parking Only" signage strategy, and
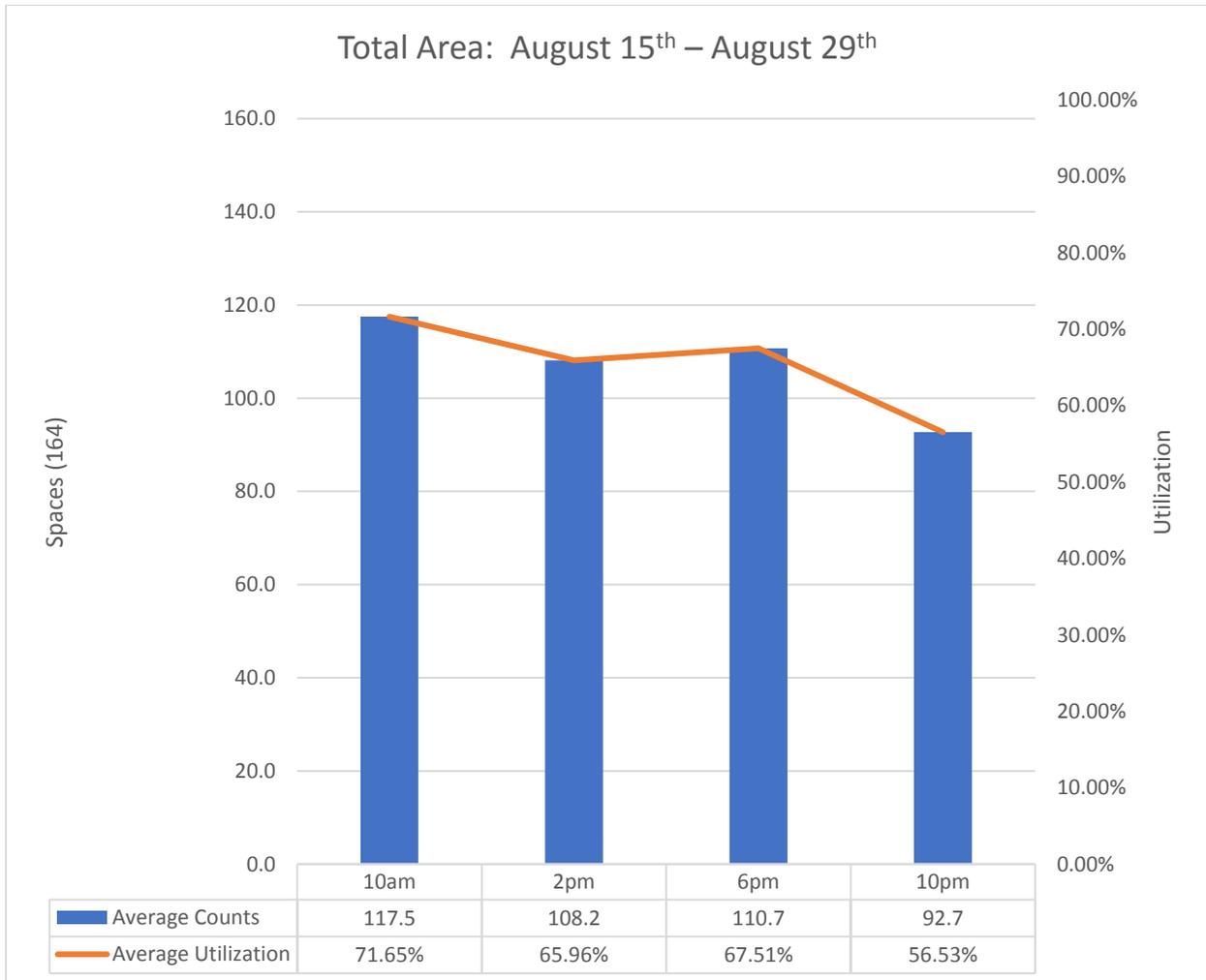4) Creation of a Shared Residential Parking District.

Background: The University of Arkansas reported total enrollment including undergraduate, graduate and law degree seekers at 26,062 in the spring of 2019. This is a 9% increase over the spring of 2014 when there were 23,917 students enrolled, and a 44% increase over 2009 when there were 18,091 students enrolled. This amount of growth at the University of Arkansas has directly impacted the adjacent neighborhoods through redevelopment. The additional density and intensity of apartment dwellings, fraternity and sorority houses, commercial spaces, and a variety of University uses has intensified the parking issues experienced by residents and visitors of adjacent neighborhoods. Areas that have free on-street parking and are in proximity to the University are frequently utilized by students for short and sometimes long-term parking needs. Likewise, areas and neighborhoods in proximity to fraternity and sorority houses may also experience parking issues such as parking space shortages during peak times, lack of adequate turn-over of parking spaces throughout the day or night, and the long-term storage of resident and visitor vehicles in public parking spaces.

For this analysis, staff is looking at residential parking policy alternatives for an eight-block area directly south of Wilson Park. The area is bounded by Louise Street on the north, Park Avenue on the east, Maple Street on the south, and Wilson Avenue on the west. The area has undergone many changes in the last 5-10 years with the addition of the 640 bed Sterling Frisco Apartment complex completed in 2013, the 42,000 square foot Pi Beta Phi Sorority house that has accommodations for 98 residents, dining facilities to seat 215, and a chapter room that seats 400 completed in 2017, and the recently completed Kappa Delta sorority house that encompasses 36,000 square feet with 36 bedrooms which opened in the fall of 2019.
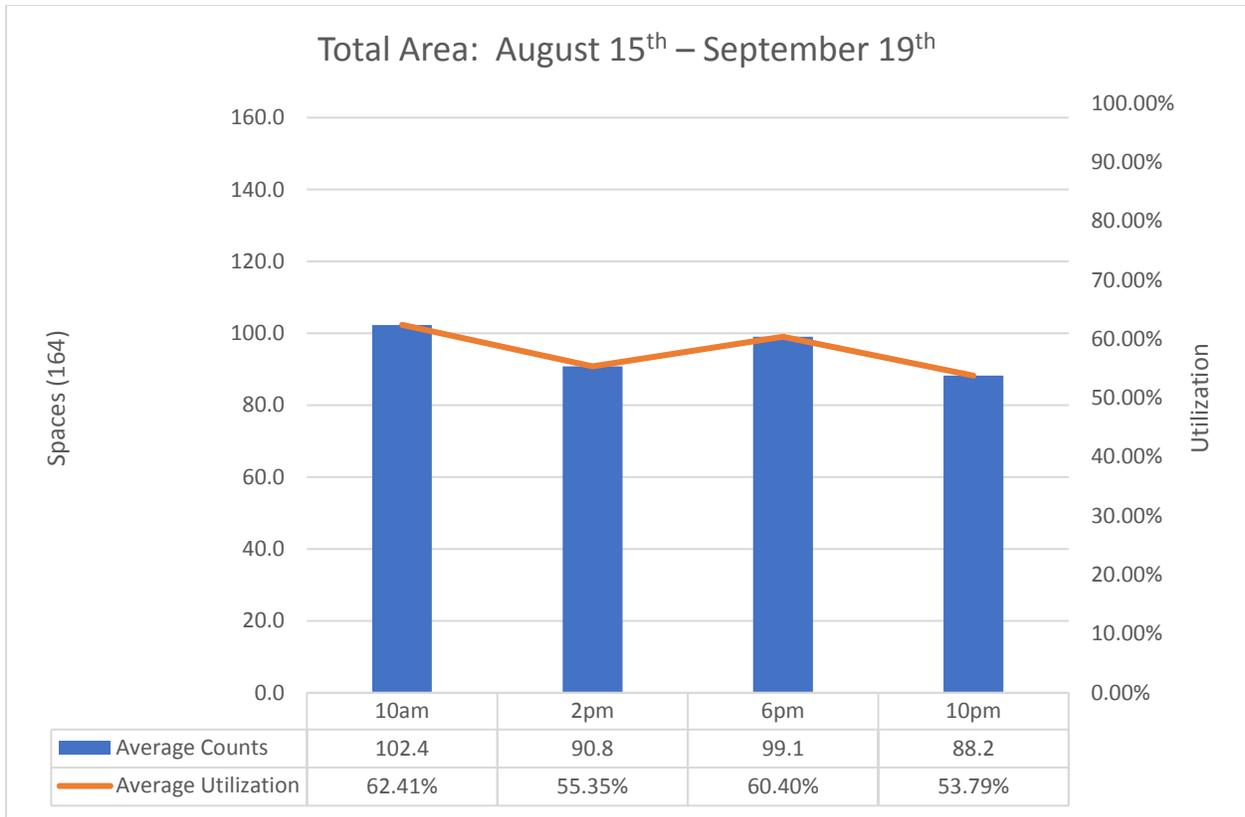
The development of these large institutional and multi-family apartment projects has had an impact on the on-street parking availability of the neighborhood in the surrounding blocks. Many of these neighborhood streets are narrow, lack storm-water infrastructure and sidewalks, and have parking spaces that are not clearly marked. For instance, sections of Ila Street have clearly marked parking spaces, while the parking spaces along Louise Street are unmarked and in the gravel shoulder. Variations in the street cross-section can lead drivers to parking cars in locations that obstruct driving lanes or that are disruptive to driveway access, mailboxes, and recycling and trash pick-up.

Parking Utilization Study: City Parking Division staff began an ongoing in-person parking utilization study on August 15th for this neighborhood. Parking Division staff has been performing specific parking counts for four time-periods of the day: 10 am, 2 pm, 6 pm and 10pm. These counts were conducted throughout the entire eight-block area and included both cars parked in clearly marked spaces and cars parked in un-marked spaces. The timing of this parking utilization study coincides with the beginning of the fall semester when the activities associated with moving-in and fall rush for the sororities is in full

swing. This is evident in the parking utilization data from the time-period of August 15th to August 29th when parking counts averaged 65% for the eight-block area with peak times occurring between 10 am and 6 pm. Noticeably, the parking utilization decreased in the evening.

Total Area: August 15th – August 29th

	10am	2pm	6pm	10pm
Average Counts	117.5	108.2	110.7	92.7
Average Utilization	71.65%	65.96%	67.51%	56.53%

Y-axis left: Spaces (164); Y-axis right: Utilization

It is important to note that the parking utilization for the eight-block neighborhood decreased over time as the school year got underway. The graph below is the parking utilization rate averaged out for a little over a month, from August 15th to September 19th. The data over this longer period-of-time shows that an overall decrease in utilization that is likely a more accurate picture of the normal parking situation for much of the year. In this longer view, the westernmost unregulated street segments continue to see high utilization (approaching 80% or higher) while the average daily parking utilization rate for the entire South Wilson Park neighborhood is 58%.

Total Area: August 15th – September 19th

	10am	2pm	6pm	10pm
Average Counts	102.4	90.8	99.1	88.2
Average Utilization	62.41%	55.35%	60.40%	53.79%

Policy Goals: The following policy goals provide a basis for the comparison of the status quo policy and policy alternatives. These policy goals are intended to be considered at a neighborhood scale while recognizing that parking spaces on public streets are intended to serve both residents of the neighborhood and visitors from the wider community.

- *Administrative Feasibility*: Viable policy alternatives should be evaluated for the ease of implementation and enforcement by City staff. If the policy alternative will require additional resources to be successful, these costs are identified. Policy alternative should also be evaluated for their replicability to other areas or neighborhoods in the city. Policy alternatives designed to be implemented at the block level can provide context sensitive solutions and ultimately provide flexibility to the policy.
- *Efficiency*: This policy goal is primarily looking at the hard costs and benefits to all stakeholders of the various policy alternatives. These costs include labor, materials, administrative and enforcement costs. Benefits include revenue generation potential to off-set associated costs.
- *Equity*: This examines how the policy alternatives impact stakeholders. Residents should have access to public parking in proximity to their homes, and visitors should also have access to the public street parking for their short-term parking needs.
- *Sustainable Use of Parking Resource/Utilization*: Parking spaces located in the public right-of-way are intended for public use and should have utilization rates that justify the use of dedicating this space for parking vehicles. If the utilization rate is too low it indicates that the parking space

supply is more than what is needed, if the utilization rate is too high it indicates that parking space supply is limited or undervalued.

- *Political Feasibility*: This includes considerations for resident and visitors' acceptance and elected officials' support.
- *Replicability and Scalability*: The policy alternative should be replicable for other areas or neighborhoods of the City and cover the cost of operations

Policy Alternatives: The following policy alternatives are detailed and compared with the identified policy goals.

1) ***Status Quo***. The Entertainment District residential parking permit program is applicable for Ila Street from Wilson Ave to Vandeventer Ave. Portions of some streets are designated as "no parking" while the rest of the study area is unregulated and open to residents and visitors for no-cost parking at all hours. Enforcement for this parking program is managed through both the City's Parking Management Division and the Fayetteville Police Department.
   - *Administrative Feasibility*: Ease of operation and enforcement for the status quo is rated low because the Fayetteville Police Department is responsible for enforcing parking ordinances and regulations for the unregulated portion of the neighborhood. Appropriately, responses to parking complaints are a lower priority than other public safety and protection responsibilities.
   - *Efficiency*: The status quo option is not viable for efficiency. The program as it currently exists is subsidized with revenue from other parking programs. Total costs for the enforcement of the entire Entertainment District residential parking program in 2018 including labor, materials and operational costs was estimated at $21,150. Expansion of this program by adding additional streets or blocks will only worsen its inefficiency.
   - *Equity*: The status quo scores low for equity for both residents and visitors. Having a portion of Illa Street reserved only for residents while allowing the remainder of the neighborhood unregulated parking access produces an outcome that prioritizes resident parking for the exclusive use of only certain residents on certain streets segments. Residents on adjacent streets are then negatively impacted by improperly parked cars, reduced access and high utilization rates from visitors to the neighborhood. Likewise, the status quo policy effectively pushes visitors further into the neighborhood searching for free parking.
   - *Sustainable Use of Parking Resource/Utilizations*: Parking utilization under the status quo is generally acceptable, however, certain street segments are more desirable and have higher utilization rates than others in the neighborhood. Overall the status quo would be ranked medium because the parking utilization of the entire neighborhood is acceptable.
   - *Political Feasibility*: This option rates low due to the difficulty in enforcement and the associated costs. The current policy also has low support from both residents and visitors.
   - *Replicability and Scalability*: The current policy is not replicable or scalable for multiple reasons, primarily: its high cost of implementation and enforcement, inequitable outcomes and lack of political feasibility.

2) ***Expansion of the current residential parking permit program used downtown and in the Dickson Street Entertainment District.*** The second alternative is to expand the existing Residential Paid Parking Program to the eight-block neighborhood south of Wilson Park.

- *Administrative Feasibility*: The ease of enforcement would be high for this option since it would be an extension of an existing program and Parking staff can easily identify parking violations. The ease of implementation would be medium due to the administrative oversight required and the costs to implement. The flexibility of this policy option would be medium since it could be effective but other options may be more replicable on a larger scale for additional neighborhoods surrounding the University that are also being impacted by visitor parking associated with University uses.
- *Efficiency*: The efficiency of expanding the residential parking permit program ranks low due to the high costs for implementation. It is estimated that utilizing this option for the South Wilson Park neighborhood would amount to $15,511 in annual costs with no off-set in revenue.
- *Equity*: Fairness to residents is rated medium because it will increase the amount of on-street parking for residents and guests, however, some residents may be opposed if they are asked to obtain and display residential parking permits. The parking availability for visitors to the neighborhood is rated low because it would remove on-street parking from public use without providing alternative parking options for the public.
- *Sustainable Use Parking Resource/Utilization*: Parking utilization under the current Residential Parking Program has varying levels of utilization depending on the area where it has been implemented. Areas with high utilization such as the Boles Ave./Watson St. area are highly utilized. Other areas such as portions of Locust Ave. have had low utilization resulting in amendments to the program's regulations. Given the nature of the amount of visitor parking evident in the South Wilson Park area it can be assumed that this option would leave many parking spaces under-utilized for much of the time, therefore this option is rated low.
- *Political Feasibility*: This option rates medium for the likelihood for successful implementation because it mirrors an existing program. It would likely have mixed support from both residents and visitors. For residents it would not guarantee an on-street parking space, however, it would require registering for permits to utilize public parking spaces. Visitors would have decreased access to public parking spaces and may perceive that they are unwelcome in the neighborhood.
- *Replicability*/Scalability: An expansion of the Residential Parking Program is rated low for replicability and scalability because it is negative for efficiency, equity, and sustainable use/utilization.

3) ***Resident Parking Only***. The third policy alternative is to install "Resident Only Parking" signage in the neighborhood to deter visitors from parking in the neighborhood. This option would allow residents to park at any time.

- *Administrative Feasibility*: The ease of enforcement would be low. The enforcement would be like the status quo with residents calling complaints into the Fayetteville Police Department. Ease of implementation would be high because it would require the one-

time cost of signage and installation. The long-term flexibility and replicability of this option would be medium as it could be effective in some additional areas of the City impacted by University uses and growth.

- *Efficiency*: The costs for implementing this option is rated medium. Costs associated with installing signage is estimated at $1,400 with no off-set in revenue that would be generated. The medium rating for this policy goal is due only to the low cost associated with installing the signage.
- *Equity*: Fairness to residents is rated high because it would reinforce the message that visitors shouldn't park in these areas. However, it would rate low for visitors because they would effectively be "banned" from parking on public streets in the neighborhood.
- *Sustainable Use Parking Resource/Utilization*: This is given a low rating as it would leave large areas of the neighborhood un-parked during most hours of the day.
- *Political Feasibility*: This option rates medium for political feasibility. It would likely have some support from residents initially. However, it is similar to the status quo in that the policy enforcement would be complaint driven and not necessarily timely or effective. Acceptance of this option by visitors would be low as they would be effectively banned from parking in this neighborhood.
- *Replicability and Scalability*: This policy option is ranked low for replicability and scalability because it would be difficult to enforce and would result in under-utilized parking in the public right-of-way.

4) ***Residential Shared Parking District***. A residential shared parking district allows residents a certain number of public parking spaces to be accessed at no cost while charging visitors to park. Residents would be eligible to receive permits allowing them to park on-street at any time. Visitors would be required to pay an hourly fee to park on-street and access could be limited to certain hours of the day. Revenue generated from visitor parking fees would help offset the cost of administering the program. Staff would recommend that resident parking permits be issued based upon the parcel size in the neighborhood with additional parking permits available to the larger parcels of land. For instance, each parcel 10,000 square feet or less would receive two parking permits. Parcels larger than 10,000 square feet would be eligible for 1 additional parking permit for every 5,000 square feet of land area greater than 10,000 square feet. (ex. A 40,000 square foot parcel would be eligible for 8 parking permits – 2 for the first 10,000 sq. ft., and 6 more for the additional 30,000 sq. ft.).

- *Administrative Feasibility*: The ease of enforcement for this policy would be high. Residents would be issued visible permits that would allow Parking Division staff to easily identify parking violations. Payment technology allows Parking Division staff to determine whether visitors have properly paid for parking. Ease of implementation would be medium due to the increased Parking Division staff resources required to issue permits and patrol the neighborhood to ensure compliance. The flexibility of this policy rates high because it would be easily replicable for other neighborhoods within the city.
- *Efficiency*: The costs for implementing a Residential Shared Parking District option is rated high. Costs associated with operations and enforcement of the policy are offset by revenue estimates that would offset these costs. For purposes of this analysis it is

estimated that this policy could generate $28,782 in revenue to offset $15,511 in cost for a net benefit of $13,271 annually.

- *Equity*: Fairness to residents is rated high because it would allow parking permits based on parcel size. It would also be rated high for visitors because the more intensive land uses, such as sorority houses, would be issued an appropriate number of parking permits based on their larger parcel size. This policy option would provide a more level playing field for the residents and visitors in the neighborhood.

- *Sustainable Use Parking Resource/Utilization*: A residential shared parking district would likely keep utilization at an acceptable level for both the residents and visitors and therefore ranks high in this analysis.

- *Political Feasibility*: This option rates medium for political feasibility. It would likely have some support from some residents, however, this option may be less popular with the visitors to the larger destinations within neighborhoods.

- *Replicability and Scalability*: A Residential Shared Parking District is highly replicable. It ranks highly across most of the identified policy goals including: administrative feasibility, efficiency, equity, the sustainable use of parking resources, and political feasibility.

Parking Policy Cost/Benefit Analysis: Parking Division staff prepared a spreadsheet of identified parking policy costs and parking policy benefits to analyze the "efficiency" goal and provide a financial basis for the decision-making process. This data is shown in the spreadsheet below:

Benefits	Current Entertainment District Residential Parking Program	Expansion of Current Entertainment District Residential Parking Permit Program	Residential Parking Only Signage	Neighborhood Parking Benefit District
Revenue	$0	$0	$0	$28,782
Total Benefits:	$0	$0	$0	$28,782
Costs				
Labor	$16,845	$11,575		$11,575
Materials	$755	$1,608	$1,400	$1,608
Operational	$3,550	$2,328		$2,328
Total Costs:	$21,150	$15,511	$1,400	$15,511
Total Net Benefits:	($21,150)	($15,511)	($1,400)	$13,271
Cost Rationale:				
Neighborhood Size	164 spaces			
Labor	Based on pro rata per space allocation			
Materials	Current permits = 581 permits x $1.30; future permits 160 x $1.30			
	Signs = 40 signs at $35 per sign			
Operating Costs	Based on pro rata per space allocation of applicable expenses			
Revenue	Assumes 10% of spaces occupied (16.4) x half of the daily max rate ($9) x 195 days (75% of year)			
	Regulation assumes paid parking 8a-5p, M-F at $2/hr.			

Policy Alternative Matrix: The following Policy Alternative Matrix illustrates the ranking of policy goals from the identified policy alternatives presented:

Policy Goals	Impact Categories	Status Quo	Extension of RPP	"Resident Only" Signage	Residential Shared Parking District
Administrative Feasibility	Ease of Enforcement	Low	High	N/A	High
	Ease of Implementation	N/A	Medium	High	Medium
	Flexibility of Policy Long-Term	N/A	Medium	Medium	High
Total Net Benefits	Total Net Benefits	Low	Low	Medium	High
Equity	Fairness to Residents	Low	Medium	High	High
	Fairness to Visitors	Low	Low	Low	High
Sustainable Use of Parking Resource/Utilization	Utilization Sufficient to Warrant the Space Designated for Parking	Medium	Low	Low	High
Likelihood of Success	Likelihood of Successful Adoption by City	Low	Medium	Medium	Medium
	Residents Acceptance	Low	Medium	Low	Medium
	Visitors Acceptance	Low	Medium	Low	Medium
Replicability/ Scalability	Flexible Policy that is Adaptable for other Neighborhoods	Low	Low	Low	High

Recommendation: A Residential Shared Parking District ranks highest among the four possible policy alternatives across most of the six identified policy goals. Therefore, staff recommends that the City further consider options similar to Policy Option 4: Residential Shared Parking District for the eight-block residential area directly south of Wilson Park bounded by Louise Street on the north, Park Avenue on the east, Maple Street on the south, and Wilson Avenue on the west.