



City of Prior Lake Downtown Parking Study

April 2015

SRE

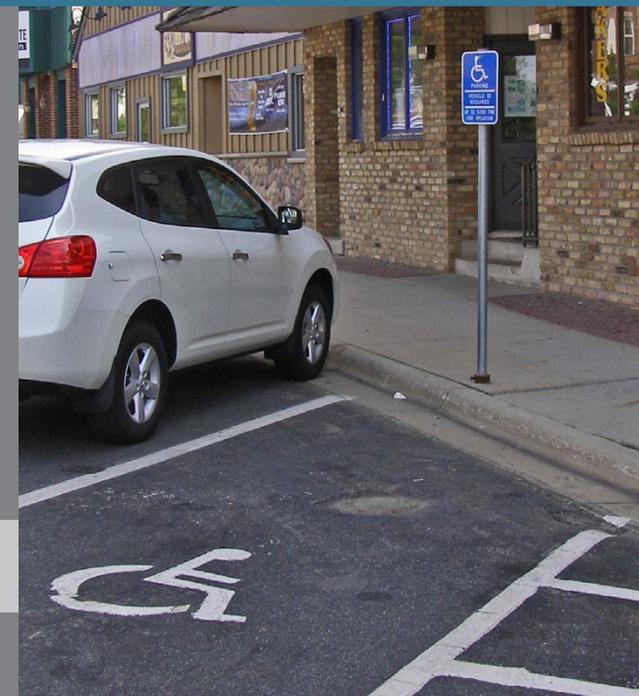


TABLE OF CONTENTS

INTRODUCTION	1
Study Area	2
Planning Process	2
EXISTING PARKING SUPPLY	5
Existing Parking Utilization	5
Utilization Survey Findings	8
EXISTING PARKING NEEDS	13
FUTURE PARKING NEEDS	15
Short-Term Redevelopment Assumptions (1-3 years)	15
Mid-Term Redevelopment Assumptions (4-5 years)	15
Long-Term Redevelopment Assumptions (5+ years)	15
Long-Term Phase I Redevelopment Assumptions (5-8 Years)	15
Long-Term Phase I Redevelopment Parking Needs (5-8 Years)	16
Long-Term Phase II Redevelopment Assumptions (8+ Years)	21
Long-Term Phase II Redevelopment Parking Needs (8+ Years)	21
RECOMMENDATIONS	25
Monitor On-Street and Off-Street Parking Utilization	25
Form a Downtown Parking Commission	25
Implement On-Street Parking Restrictions	26
Implement Wayfinding Signage	28
Plan for Future Parking Needs	29
Explore Traffic Circulation and Parking Needs for Zone B – Block 8	31
Adhere to Design Guidelines	31
Adopt a Parking Ordinance	31
POTENTIAL FUNDING SOURCES	33
IMPLEMENTATION	35

INTRODUCTION

A vibrant downtown is an asset to any community. A city's downtown provides a wealth of opportunities for social gatherings, economic vitality, and social cohesion. More importantly, downtown areas are a central hub for commerce and day-to-day activities. For the City of Prior Lake's downtown area, all of these characteristics are true. There are many offices, retail stores, and service areas in the downtown that are coupled with residential land uses in the area. Furthermore, downtown Prior Lake hosts a number of community events that bring together community members, creating a multicultural hub for social cohesion. Some of these events include Lake Front Days, the annual Fire Department Chicken BBQ, farmers markets, as well as recreational opportunities along the lake.

In short, the City of Prior Lake has a downtown with a great need for parking on a daily basis that experiences heavy demand on occasions. This demand sparks the question — is there a need for a new parking facility/structure? Currently, parking may not be allocated in the appropriate locations to meet land use needs and special events (finding parking can be challenging at times). However, providing too much parking in one location can result in underutilized lots, while not having enough parking in another location can negatively impact the downtown's vitality.

This parking study will help answer these challenging questions by providing a comprehensive review of the downtown's parking supply and demand with the necessary recommendations to serve the area well into the future.



Study Area

The project study area considered for parking review is comprised of 11 blocks in and around the downtown area (see **Figure 1**). These 11 blocks are grouped into two zones:

- Zone A: Blocks (1-7) located north of Eagle Creek Ave. SE (County Road 21)
- Zone B: Blocks (8-11) located south of Eagle Creek Ave. SE (County Road 21)

The zones are grouped this way due to the defining Eagle Creek Avenue SE (County Road 21) corridor. County Road 21 is a substantial roadway within the local and sub-regional transportation system that, at times, is a barrier for businesses/residents in the downtown to utilize parking in one zone and conduct business in the other zone. There are plans to reconstruct County Road 21 in the near future; preliminary plans have shown access closures at Main Avenue SE, which may not include pedestrian crossing amenities. Regardless of the improvements, County Road 21 will continue to be a barrier between the two zones. Therefore, this study analyzes the zones separately.

Planning Process

The planning process occurred over a six month period (September 2014 – February 2015). During this time the Economic Development Authority (EDA) served as an informal Technical Advisory Committee (TAC). The EDA was provided updates on study milestones, key findings, and recommendations. A workshop was also held with the EDA on December 1, 2014 to better understand their parking concerns and issues.

Downtown businesses and property owners were engaged as part of one-on-one interviews with City staff and invited to an open house held on February 10, 2015. The open house included information boards depicting existing conditions, study findings, and proposed recommendations. A group discussion occurred amongst the 20 individuals in attendance, which included City staff and elected leaders.



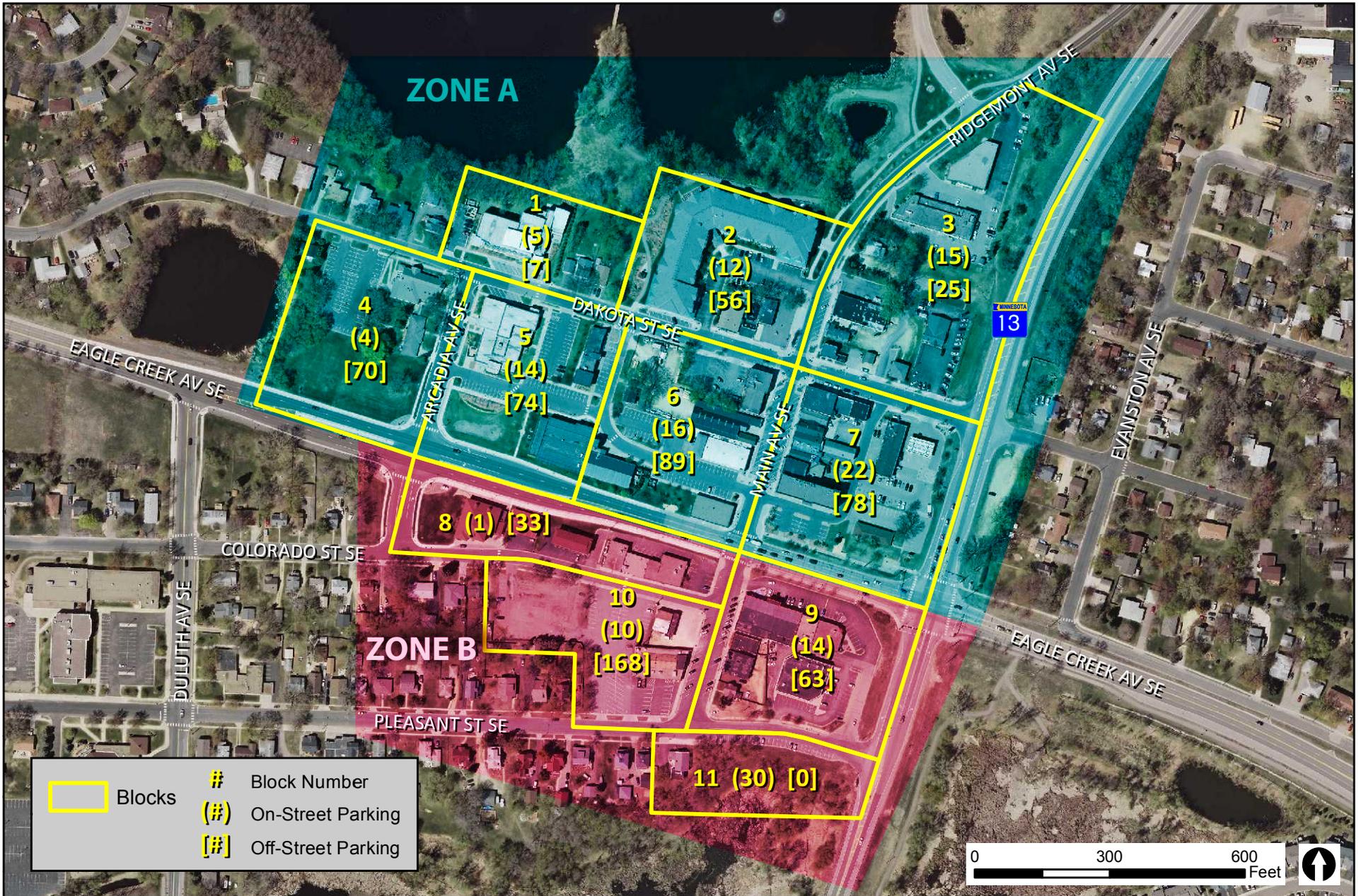


Figure 1. Study Area

EXISTING PARKING SUPPLY

The existing conditions analysis was built on previous findings from the Downtown Area Parking Study, dated Summer 2012, prepared by the Community and Economic Development Department. Findings from this report represent a baseline inventory of existing parking (on-street and off-street) spaces and utilization rates during peak parking conditions. Recent field visits were conducted in October 2014 to verify the City's 2012 parking inventory, in addition to using 2012 Minnesota Geospatial Aerials photography to cross reference.

The parking supply for each block was inventoried in a digital format using a Geographic Information System (GIS) (software used: ESRI ArcGIS version 10.1). Collecting data in this format gives the City the ability to easily maintain the inventory in the future.

The inventory is comprised of only parking spaces that have been striped or signed for such use. During field observations we found there were areas where cars may be parking illegally or the parking space is not adequately striped/signed. This was mostly evident in Block 8 with on-street parking. In this case, the spaces were not included in the inventory to ensure a more conservative approach in assessing the existing supply. A summary of the downtown's parking supply is listed in **Table 1** and displayed in **Figure 1**.

Existing Parking Utilization

To determine current usage patterns a parking utilization survey was conducted on Wednesday, October 2, 2014 during the 9:00 a.m., 2:00 p.m., and 6:00 p.m. hours. These hours represent the morning peak period (9:00 a.m.), the afternoon peak period (2:00 a.m.), and the period after most employees have returned home (6:00 p.m.). The utilization survey was completed for all on-street areas within the study area and the majority of off-street parking lots (lots used for storage and alleys) were excluded. Results from the utilization survey are presented in **Table 2** (off-street parking), **Table 3** (on-street parking), and **Table 4** (combined). Combined results from the utilization survey are also depicted in **Figures 2 – 4**.



Table 1 - Existing Parking Supply

	Block	On-Street Parking	Off-Street Public Parking	Off-Street Private Parking	Total	Percent Public Parking
Zone A	1	5	7	0	12	100%
	2	12	0	56	68	18%
	3	15	0	25	40	38%
	4	4	0	70	74	5%
	5	14	74	0	88	100%
	6	16	65	24	105	77%
	7	22	16	62	100	38%
Subtotal		88	162	237	487	51%
Zone B	8	1	0	33	34	3%
	9	14	0	63	77	18%
	10	10	77	91	178	49%
	11	30	0	0	30	100%
Subtotal		55	77	187	319	41%
Total		143	239	424	806	47%

Table 2 - Parking Utilization Results (Off-Street Parking)

	Block	Supply Total	Wednesday @ 9:00 a.m.		Wednesday @ 2:00 p.m.		Wednesday @ 6:00 p.m.	
			Demand	Percent	Demand	Percent	Demand	Percent
Zone A	1	7	2	29%	3	43%	5	71%
	2	56	14	25%	24	43%	34	61%
	3	25	11	44%	13	52%	5	20%
	4	70	27	39%	29	41%	10	14%
	5	74	17	23%	16	22%	22	30%
	6	89	30	34%	49	55%	37	42%
	7	58*	34	59%	27	47%	26	45%
Subtotal		379	135	36%	161	42%	139	37%
Zone B	8	33	12	36%	15	45%	7	21%
	9	63	4	6%	27	43%	24	38%
	10	168	17	10%	24	14%	86	51%
	11	0	0	0%	0	0%	0	0%
Subtotal		264	33	13%	66	25%	117	44%
Total		643	168	26%	227	35%	256	40%

* The total number off-street parking spaces (78) was reduced by twenty (20) to provide a more accurate depiction of available spaces for public parking in Block 7. The 20 space reduction reflects the number of private spaces needed to accommodate the gas station's employees, customers, and vehicle storage.



Table 3 - Parking Utilization Results (On-Street Parking)

	Block	Supply Total	Wednesday @ 9:00 a.m.		Wednesday @ 2:00 p.m.		Wednesday @ 6:00 p.m.	
			Demand	Percent	Demand	Percent	Demand	Percent
Zone A	1	5	5	100%	2	40%	2	40%
	2	12	4	33%	9	75%	5	42%
	3	15	6	40%	8	53%	3	20%
	4	4	0	0%	0	0%	0	0%
	5	14	4	29%	12	86%	3	21%
	6	16	7	44%	12	75%	7	44%
	7	22	7	32%	15	68%	8	36%
Subtotal		88	33	38%	58	66%	28	32%
Zone B	8	1	1	100%	5	500%	2	200%
	9	14	8	57%	6	43%	12	86%
	10	10	0	0%	2	20%	10	100%
	11	30	1	3%	2	7%	4	13%
Subtotal		55	10	18%	15	27%	31	56%
Total		143	43	30%	73	51%	59	41%

*Cells highlighted in yellow indicate utilization rates over 85%. Blocks that are experiencing utilization rates over 100% are a result of vehicles parking in unmarked or unsigned parking spaces.

Table 4 - Parking Utilization Results (Off-Street and On-Street Parking)

	Block	Supply Total	Wednesday @ 9:00 a.m.		Wednesday @ 2:00 p.m.		Wednesday @ 6:00 p.m.	
			Demand	Percent	Demand	Percent	Demand	Percent
Zone A	1	12	7	58%	5	42%	7	58%
	2	68	18	26%	33	49%	39	57%
	3	40	17	43%	21	53%	8	20%
	4	74	27	36%	29	39%	10	14%
	5	88	21	24%	28	32%	25	28%
	6	105	37	35%	61	58%	44	42%
	7	80*	41	51%	42	53%	34	43%
Subtotal		467	168	36%	219	47%	167	36%
Zone B	8	34	13	38%	20	59%	9	26%
	9	77	12	16%	33	43%	36	47%
	10	178	17	10%	26	15%	96	54%
	11	30	1	3%	2	0%	4	0%
Subtotal		319	43	13%	81	25%	148	46%
Total		786	211	26%	300	38%	312	40%

* The total number available parking spaces (100) was reduced by twenty (20) to provide a more accurate depiction of available spaces for public parking in Block 7. The 20 space reduction reflects the number of private spaces needed to accommodate the gas station's employees, customers, and vehicle storage.



Utilization Survey Findings

General observations from the utilization survey indicate high utilization rates for on-street parking. Blocks experiencing utilization rates over 75% pose potential parking concerns. In particular, Zone A is experiencing high utilization rates in blocks 2, 5, and 6 during the afternoon peak. Zone B is experiencing high utilization rates in blocks 8, 9, and 10 during the evening peak:

- Zone A is experiencing high utilization rates for on-street parking during regular business hours (8 a.m. to 5 p.m.). Field observations also indicated a number of employees parking along Dakota Street and Main Street. This type of parking behavior can contribute to higher utilization rates during the morning and afternoon peaks as downtown patrons also look for on-street parking.
- Zone B is experiencing high utilization rates for on-street parking during evening hours (6 p.m.). General observations indicate the high utilization rates occurring on Block 8 with vehicles parking in unmarked or unsigned parking spaces. Blocks 9 and 10 are primarily due to evening activity at the VFW and Dance Studio (Block 8). Additional observations included vehicles parking along Colorado Street, which is not signed or marked for on-street parking.
- The utilization survey and 2014 peak utilization estimates (See **Table 1**) indicate Block 1 (City Hall), Zone A as being fully utilized. This finding is primarily associated with the limited parking on-site (12 spaces). It is assumed this block's parking needs are being met by its proximity to adjacent municipal lots in Block 5 (Police Station) and 6 (Library) and do not pose any parking concerns at this point in time.

Overall, the study area is experiencing similar historical utilization rates for off-street parking demand. Both Zone A and Zone B are experiencing utilization rates between 30% and 40% for the morning, afternoon, and evening peaks. The study area as a whole continues to see historical utilization rates for both on-street and off-street parking (the October 2, 2014 utilization survey is comparable to the findings documented in the summer of 2012 Downtown Area Parking Study).



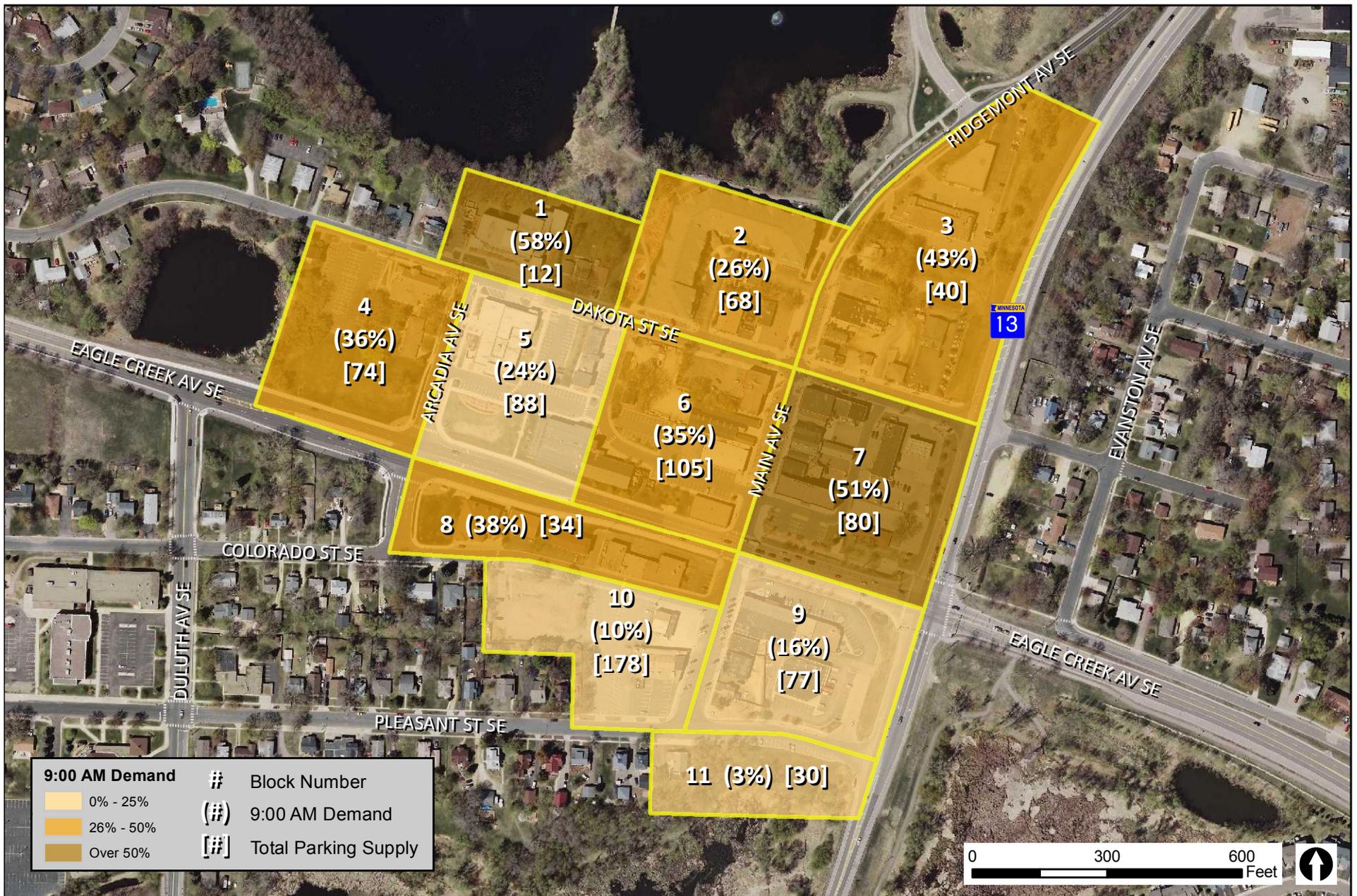


Figure 2. Utilization Rates for Morning Peak (9 AM)

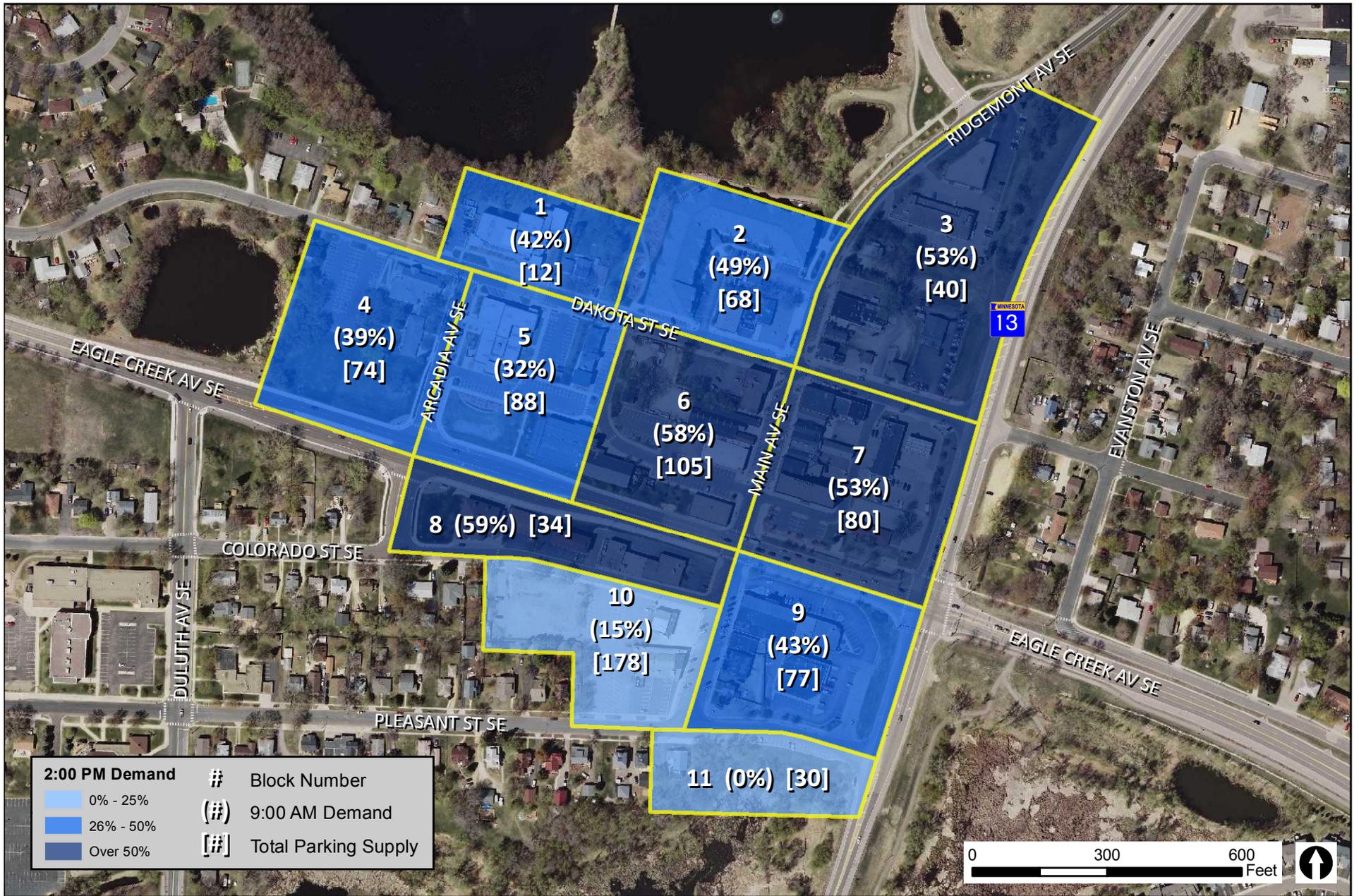


Figure 3. Utilization Rates for Mid-Day Peak (2 PM)

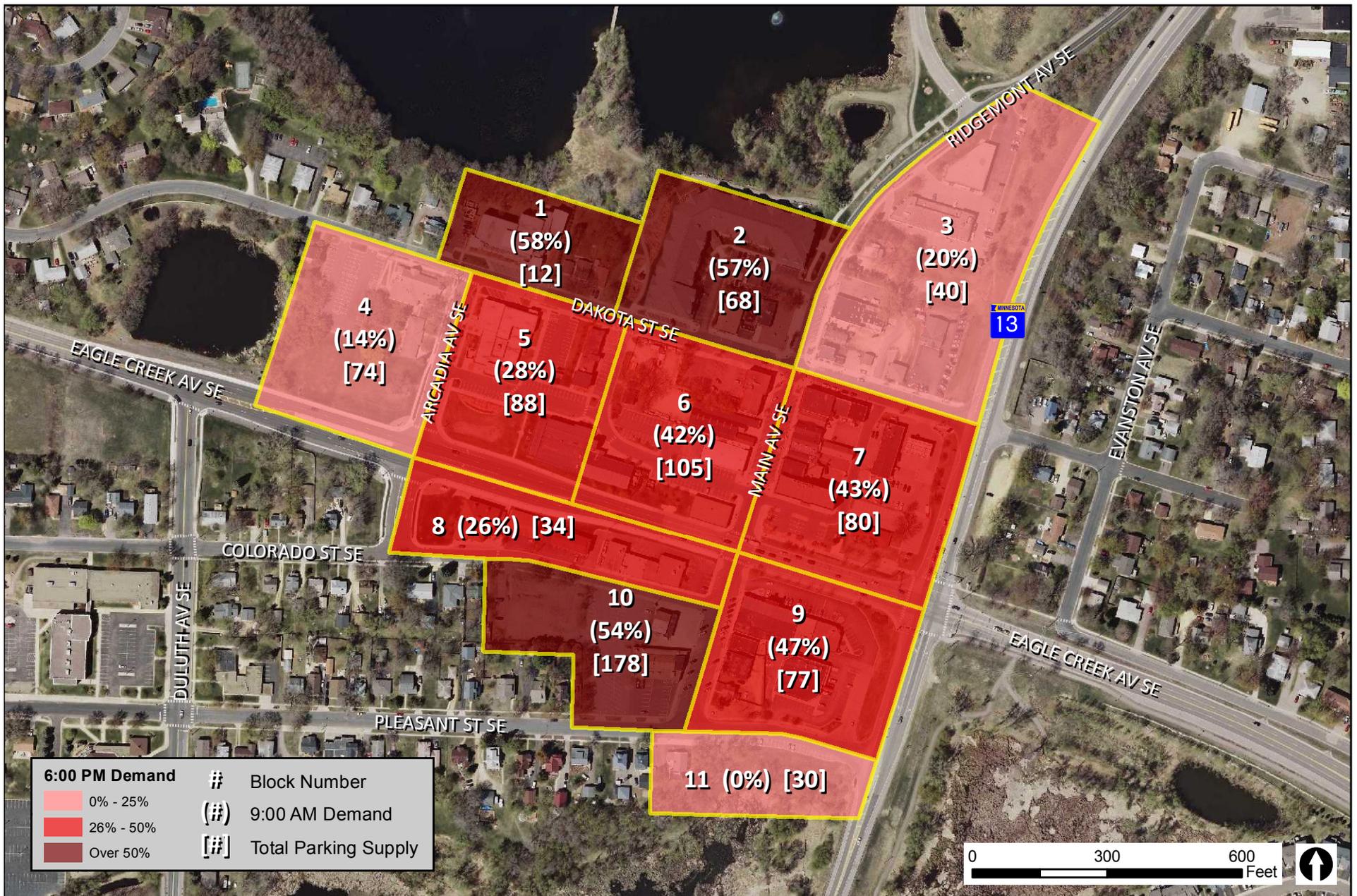


Figure 4. Utilization Rates for Evening Peak (6 PM)

EXISTING PARKING NEEDS

To determine the existing parking needs for downtown Prior Lake, a comparison between the Institute of Transportation Engineers (ITE) parking demand estimates (used as a basis for industry standards) and utilization survey results was conducted for each block. It is important to recognize that the ITE parking demand estimates represent a total number of parking spaces needed to meet peak parking demand per land use. For example, the ITE parking demand estimates are compounded and represent a maximum or overbuilt parking scenario. Therefore, this assessment does not take into account shared parking opportunities that typically occur in a downtown environment, such as Prior Lake. In that respect, the ITE parking demand estimates are compared against the utilization survey results to provide a more accurate picture of existing parking demand.

ITE estimates identified an overall deficiency of 70 spaces, while the parking utilization surveys indicate that the combined study area's existing weekday parking supply has a peak occupancy surplus of 474 spaces or a 40% peak occupancy rate (see Attachment A for the ITE results). This finding was consistent with the 2012 Downtown Area Parking Study, which determined a total weekday average parking occupancy of 38%. The 2012 study also identified a weekend peak occupancy (excluding the Farmer's Market) of 62%. The 2014 utilization survey did not include utilization counts for a weekend condition. Therefore, findings from the 2012 study were used to determine a 2014 peak weekend occupancy rate. This was determined by dividing the 2012 weekend peak occupancy by the 2012 weekday peak occupancy (see **Table 5**). The end result is a "2014 Weekend Peak Occupancy Factor," which is multiplied by the 2014 maximum weekday utilization count for each block (see **Table 6**); this provides an estimate of the maximum peak utilization rate for the entire study area and on a block by block basis.

Based on the estimate of maximum peak utilization rates, the study area may experience a peak utilization rate of 73 percent or a 215 parking space surplus (see **Table 6**). Review of the study area, block by block, indicates some blocks may also be experiencing occupancy rates higher than what should be considered acceptable (greater than 85%). Occupancy rates greater than 85% typically indicate potential parking demand and parking circulation issues in commercial environments.

Table 5 – 2012 Peak Occupancy Rates

	Block	2012 Weekday Peak % Occupied (avg.)	2012 Weekend Peak % Occupied (avg.)	2014 Weekend Peak Occupancy Factor (Weekend divided by Weekday)
Zone A	1	44%	75%	1.70
	2	46%	59%	1.28
	3	36%	53%	1.47
	4	25%	39%	1.56
	5	40%	68%	1.70
	6	60%	89%	1.48
	7	54%	71%	1.31
Zone B	8	40%	50%	1.25
	9	34%	51%	1.50
	10	24%	38%	1.58
	11	12%	27%	2.25
	Total	38%	62%	1.63

Table 6 – 2014 Peak Occupancy Estimates

	Block	2014 Max Utilization	2014 Peak Utilization Estimate	Existing Space	Surplus or (Deficit)	Peak Utilization Rate (estimate)
Zone A	1	7	12	12	0	100%
	2	39	50	68	18	74%
	3	21	31	40	9	77%
	4	29	45	74	29	61%
	5	28	48	88	40	54%
	6	61	90	105	15	86%
	7	42	55	80	25	69%
	Subtotal	227	331	487	156	71%
Zone B	8	20	25	34	9	74%
	9	36	54	77	23	70%
	10	96	152	178	26	85%
	11	4	9	30	21	30%
	Subtotal	156	240	319	79	75%
Total	383	571	786	215	73%	

*Cells highlighted in yellow indicate utilization rates over 85%. Blocks that are experiencing utilization rates over 100% are a result of vehicles parking in unmarked or unsigned parking spaces.

Since the ITE parking demand estimates do not match the field survey, an additional analysis was undertaken. This analysis reviewed the actual number of vehicles parked in each block (based on data from the utilization survey), the total square footage, and the number of residential units within that zone. This observed parking demand rate was calculated for each zone’s land uses. Parking demand for these land uses were not based solely on square footage; instead, the maximum number of observed parked vehicles during any period surveyed was divided by the zone land use square footage to yield an observed parking demand rate estimate.

This method shaped the study’s customized parking generation rates for both existing conditions and the future development scenario. A summary of the parking generation rates are listed in **Table 7**.

Table 7 – Downtown Prior Lake Customized Parking Generation Rate by Block

	Block	Customized Parking Generation Rate
Zone A	1	0.33
	2	4.23
	3	1.66
	4	3.71
	5	1.10
	6	3.67
	7	1.28
Zone A Average		1.75
Zone B	8	0.87
	9	2.32
	10	17.93
	11	5.08
Zone B Average		3.85
Average Study Area Rate		2.27

Based on the customized utilization rates and existing land use patterns, the existing parking needs are currently being met as a whole. Approximately 73% of the downtown’s parking is being utilized with a surplus of approximately 215 parking spaces (see **Table 6**). However, as noted earlier, there are specific parking lots that reach a utilization rate of 85% or higher. These areas are taken into further consideration as part of the plan’s recommendations.

FUTURE PARKING NEEDS

Future parking needs were prepared in a manner that relied on empirical evidence. In that respect, findings and recommendations needed to be supported by data. In order to establish this evidence, a parking generation model was specifically developed for Prior Lake to reflect existing conditions within the downtown area. The parking generation model utilizes existing conditions data (e.g., utilization survey results and building occupancy rates) and “Customized Parking Generation Rates” to estimate future parking demand. Furthermore, the parking generation model incorporates a series of assumptions to determine if the existing parking supply will be impacted by (re)development efforts. These assumptions can be changed at any time, which gives the City a tool to use in the future to test various (re)development scenarios.

In order to determine future parking demands, SRF worked with City staff and the Economic Development Authority (EDA) to determine realistic (re)development assumptions (see **Figure 5**). The following (re)development assumptions were used in the parking generation model as a baseline for determining (re)development impacts on the existing parking supply and demand. These assumptions were further defined into three time bands to help implement and phase the appropriate parking strategies and solutions as (re) development occurs. However, it is assumed the bulk of new development will occur in the long-term time horizon.

Short-Term Redevelopment Assumptions (1-3 years)

No major (re)development assumptions were assumed to occur over the next three years that would significantly impact the current parking supply. If a major (re)development is proposed in the near future, the parking generation model developed for this study should be used to assess potential parking impacts.

Mid-Term Redevelopment Assumptions (4-5 years)

No major (re)development assumptions were assumed to occur over the next four to five years. However, Block 10, located in Zone B, has the potential to absorb new development. Zone B is guided in the City’s Comprehensive Plan as “Transitional Town Center,” which includes higher density land uses (e.g., commercial and office). This reflects a long-term vision for the area. At this point in time, the study did not include specific (re)development assumptions as part of this parking study. Zone B will need to be carefully monitored over time to determine the timing of (re)development and its potential impact on the existing parking supply.

The City’s existing municipal parking lot in Zone B should be maintained and preserved to accommodate future parking needs as Zone B transitions towards higher density land uses. In the meantime, the existing municipal parking lot needs resurfacing and restriping. **Figure 8** demonstrates how the parking lot can be reconfigured to maximize the number of parking spaces, with landscaping improvements. This concept also highlights potential redevelopment, infill opportunities.

Long-Term Redevelopment Assumptions (5+ years)

It is assumed long-term development will occur in two phases. The first phase of (re)development is expected to occur in five to eight years (see **Figure 5**). These (re)development assumptions are based on known market trends and recent discussions with developers in the area.

The second phase of (re)development would occur in eight years and beyond. It is assumed if the Phase I (re)development efforts are realized, additional growth would follow. The second phase also reflects a community desire to build a community center in Block 1.

The following section provides a detailed description of the long-term redevelopment assumptions by phase and parking needs.

Long-Term Phase I Redevelopment Assumptions (5-8 Years)

In recent years, there has been interest by private developers to build a mixed use development (commercial and office) and a sit-down restaurant in Block 7 along Eagle Creek Avenue. Therefore, this study has assumed a two to three story building with approximately 20,000 sq. ft. of commercial/office space and a 5,000 sq. ft. sit-down restaurant, which is a similar footprint to the recently constructed Pizza Lucé in Richfield and Hopkins, MN.

Additional assumptions included the (re)development of the former lumberyard site in Block 6 (see **Figure 5**). If this property was to redevelop, the desire is to integrate a new mixed-use building that accommodates retail/office space on the first floor and townhomes/apartments on the second and third story.

Long-Term Phase I Redevelopment Parking Needs (5-8 Years)

It is assumed that 37,000 sq. ft. of new development and some residential uses will occur in the next six years. If so, these types of land uses will generate a peak utilization demand for Block 6 and 7 or approximately 103 parking spaces, which will result in a deficit of 42 parking spaces (see **Table 8**). This estimate was determined by using the following parking demand rates associated with the proposed (re)development scenario:

- 1.75 spaces per 1,000 sq. ft. for commercial or office use. This factor represents the customized parking generation rate for Zone A, which is based on the 2014 peak utilization estimates (see **Table 7**). This factor also provides a better representation of parking needs for this type of land use in downtown Prior Lake.
- 1.38 parking spaces per residential uses. This factor is based on ITE parking demand rates for low/mid-rise apartments.
- 5.50 spaces per 1,000 sq. ft. for a sit-down restaurant. This factor is based on the Institute of Transportation Engineers (ITE) parking demand estimates (used as a basis for industry standards).

If (re)development of Block 6 and 7 is realized, parking demand in Block 6 and 7 may reach a utilization rate of over 100 percent (see **Table 8**). These findings suggest the need to explore future parking opportunities to meet demand in Zone A.

Figure 7 portrays a potential (re)development scenario that assumes the former lumberyard site is redeveloped. This scenario also takes into consideration existing and future parking needs, which are based on the Phase I (re)-development assumptions. More importantly, this scenario preserves space to accommodate future parking needs under the Phase II (re)development assumptions (discussed on page 21).

Block 6 was chosen as the most appropriate site in Zone A to accommodate a new parking facility. The criteria used to select this site was based on proximity and walking distance to existing land uses (see **Figure 8**), unsuitable land uses (e.g. lumberyard), likelihood of redevelopment, and existing City owned property to minimize acquisition costs.

Table 8 – Long-Term Phase I Parking Demand Estimates

	Block	Existing Parking Demand	Long-Term Phase I Parking Demand	Total Long-Term Phase I Parking Demand Plus Existing	Existing Parking Supply	Long-Term Phase I Parking Surplus/ (Deficit)	Estimated Utilization Rate *
Zone A	1	12	0	12	12	0	100%
	2	50	0	50	68	18	74%
	3	31	0	31	40	9	77%
	4	45	0	45	74	29	61%
	5	48	0	48	88	40	54%
	6	90	40	131	105	(26)	125%
	7	50	63	118	100	(18)	118%
	Subtotal	331	103	434	487	53	89%
Zone B	8	25	0	25	34	9	74%
	9	54	0	54	77	23	70%
	10	152	0	152	178	26	85%
	11	9	0	9	30	21	30%
	Subtotal	240	0	240	319	79	75%
Total	571	103	674	806	132	84%	

* Occupancy rates greater than 85% typically indicate potential parking demand and parking circulation issues in commercial environments.

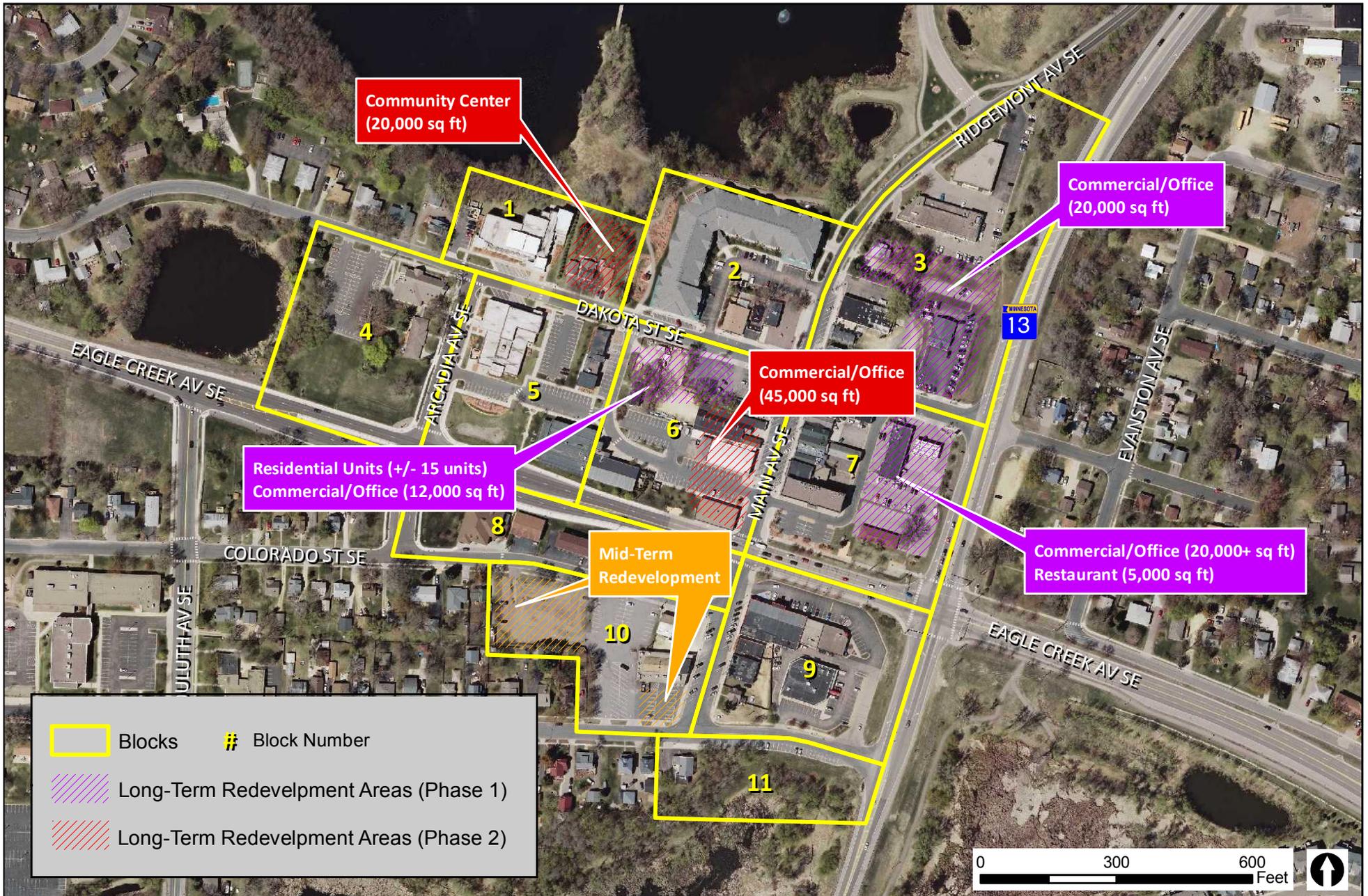


Figure 5. Redevelopment Assumptions



Figure 6. Mid-Term Parking Concept for Zone B

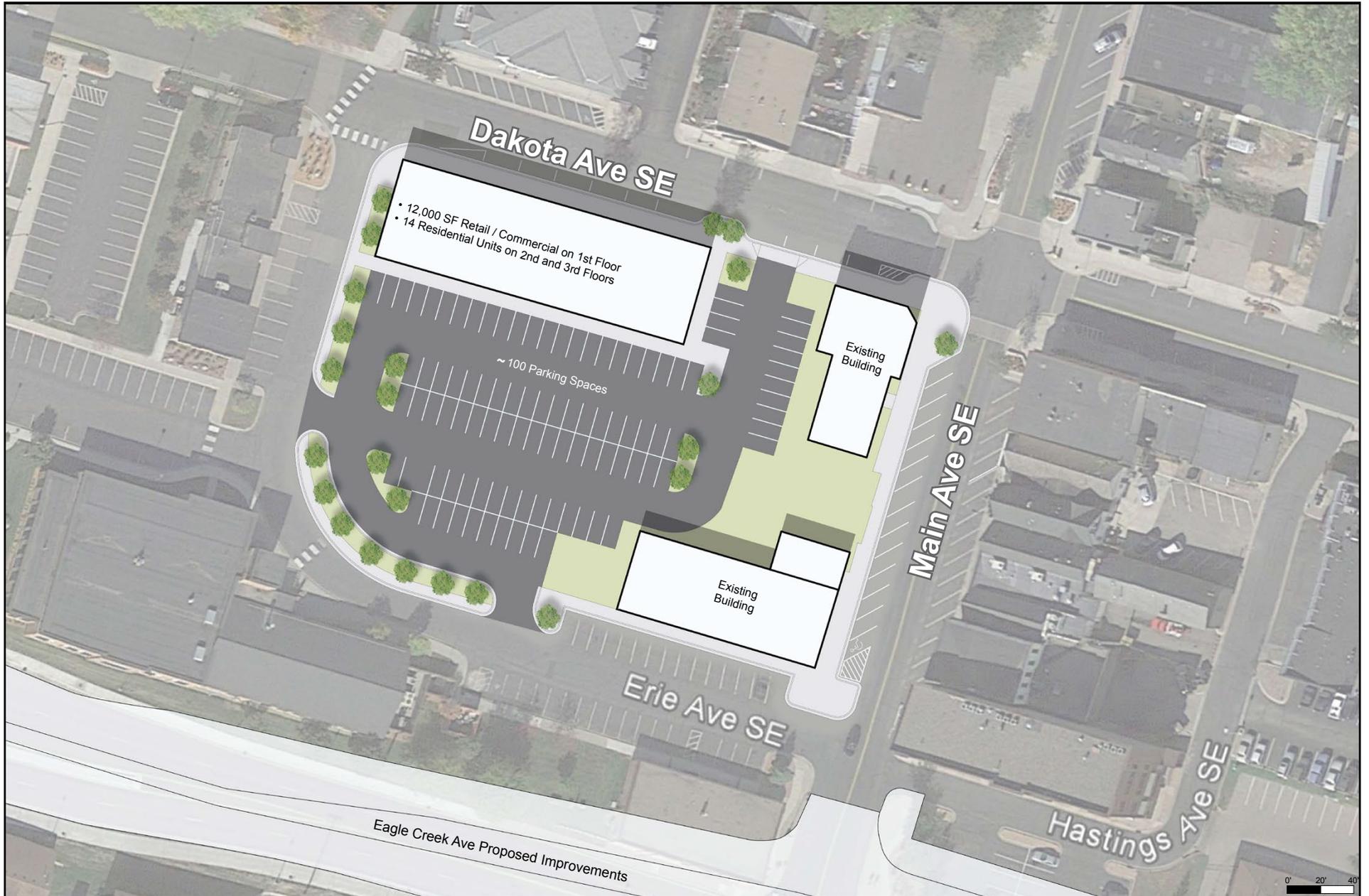


Figure 7. Long-Term Phase I Parking Concept for Zone A

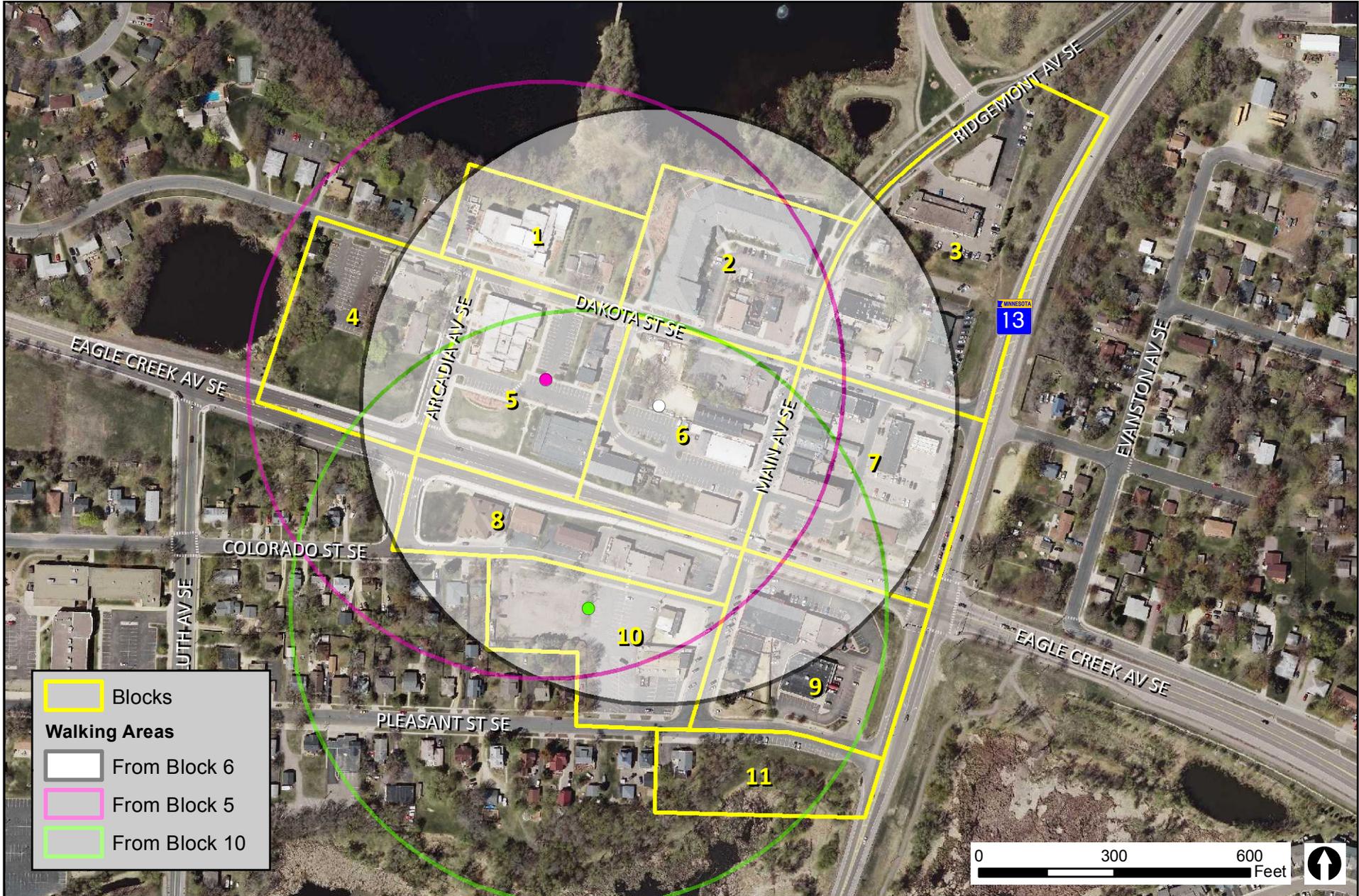


Figure 8. 1/8th Mile (660 Foot) Walking Areas

Long-Term Phase II Redevelopment Assumptions (8+ Years)

Downtown Prior Lake will continue to (re)develop overtime well beyond the long-term Phase I time frame. Therefore, the long-term Phase I (re)development assumptions were tested to determine their potential impacts on the existing parking supply while taking into consideration long-term Phase II (re)development assumptions. These assumptions include:

- Block 1 (Zone A) – 20,000 sq. ft. community center
- Block 3 (Zone A) – 20,000 sq. ft. mixed commercial and office
- Block 6 (Zone A) – 45,000 sq. ft. mixed commercial and office

These assumptions assumes 20,000 sq. ft. of existing building spaces is redeveloped. Thus, the parking model assumed only 5,000 sq. ft. of new commercial and office development.

Long-Term Phase II Redevelopment Parking Needs (8+ Years)

The (re)development assumptions for Zone A will pose significant parking challenges. The estimated parking demand will far exceed what is available for supply today (see **Table 9**), with a deficit of approximately 76 parking spaces. The future parking demand for the long-term (re)development assumptions were determined by using the ITE parking demand rates versus the customized parking generation rates. This approach was chosen to provide a more aggressive analysis for evaluating long-term Phase II parking needs.

- 3.30 spaces per 1,000 sq. ft. for a government office use (i.e., community center).
- 2.47 spaces per 1,000 sq. ft. for office use
- 2.55 spaces per 1,000 sq. ft. for commercial use

The long-term Phase II parking deficit also needs to account for a “downward adjustment.” The Urban Land Institute defines effective supply as “a downward adjustment, usually between 10 and 15 percent of the actual parking inventory, to reflect the fact the facility will rarely be functioning at 100 percent of capacity. When a parking facility is designed, it ordinarily incorporates an effective supply cushion, which is the difference between the actual number of spaces and the effective supply.” This results in approximately 10 to 15 percent additional parking

available on site. Based on this methodology, Zone A will need to accommodate an additional 150 – 200 parking spaces. This will accommodate existing parking needs, as well as parking demand associated with long-term Phase I redevelopment assumptions.

Figure 9 portrays a (re)development of Block 6. This concept serves as the second phase of concept one (see **Figure 6**) for Zone A, which assumes the long-term Phase I redevelopment of the former lumberyard site. Based on this Phase I concept, the surface parking lot has been sized to accommodate a future parking structure. Thus, **Figure 9** demonstrates how a 200-space parking structure (two levels) can be retrofitted on-site and integrated with potential new development.



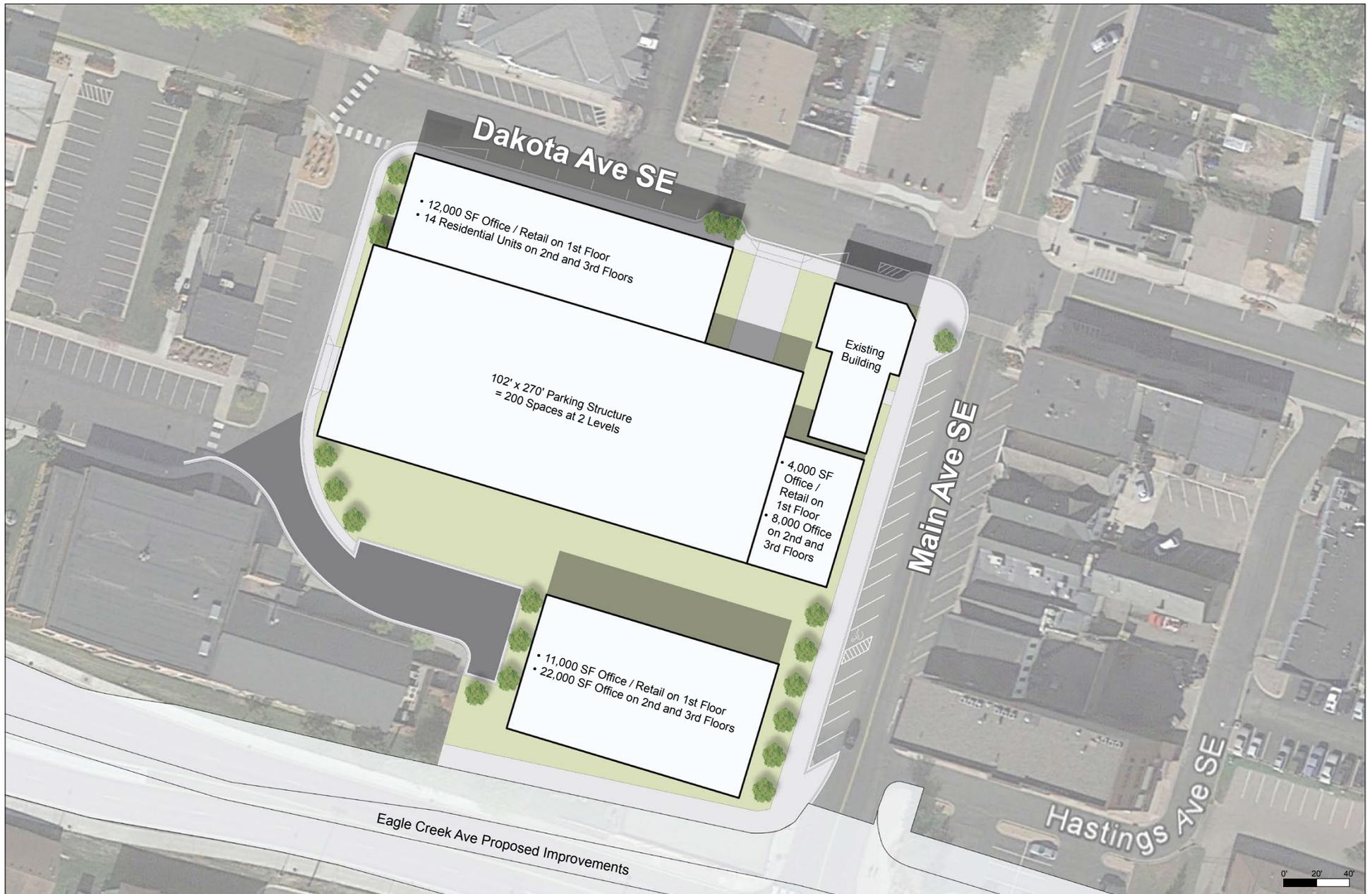


Figure 9. Long-Term Phase II Parking Concept for Zone A

Table 9 – Long-Term Phase II Parking Demand Estimates

	Block	Long-Term Phase I Parking Demand (plus Existing)	Long-Term Phase II Parking Demand	Total Long-Term Phase I & II Parking	Existing Parking Supply	Long-Term Parking Surplus/ (Deficit)	Estimated Utilization Rate *	Future Long-Term Parking Need **
Zone A	1	12	66	78	12	(66)	649%	78 spaces needed
	2	50	0	50	68	18	74%	10 space surplus
	3	31	50	81	40	(41)	203%	53 spaces needed
	4	45	0	45	74	29	61%	22 space surplus
	5	48	0	48	88	40	54%	33 space surplus
	6	90	13	144	105	(39)	137%	60 spaces needed
	7	118	0	118	100	(18)	118%	35 spaces needed
	Subtotal	394	129	563	487	(76)	116%	161 spaces needed
Zone B	8	25	0	25	34	34	74%	N/A – No redevelopment assumptions
	9	54	0	54	77	77	70%	
	10	152	0	152	178	178	85%	
	11	9	0	9	30	30	30%	
	Subtotal	240	0	240	319	319	75%	
Total	634	129	803	806	243	100%	161 spaces needed	

* Occupancy rates greater than 85% typically indicate potential parking demand and parking circulation issues in commercial environments.

** A 15% downward adjustment was applied to determine future parking needs. This takes into consideration Zone A's parking supply will rarely be functioning at 100 percent of capacity. When a parking facility is designed, it ordinarily incorporates an effective supply cushion, which is the difference between the actual number of spaces and the effective supply. Based on this methodology, Zone A will need to accommodate an additional 150 – 200 parking spaces.

RECOMMENDATIONS

Overall, parking needs are being met with today's existing supply. However, there are a number of parking strategies (e.g., on-street parking restrictions and wayfinding) that can be implemented to help better manage today's parking needs. Implementing these strategies in the near-term will better position the City in handling future parking needs as the downtown (re)develops over time.

The following recommendations are based on existing conditions and future (re) development scenarios. These recommendations are further supplemented with "high-level" cost estimates. These cost estimates are intended to provide a general sense of resources needed for carrying out the recommendations.

Monitor On-Street and Off-Street Parking Utilization

A core component for determining existing and future parking needs were utilization counts. The utilization counts used for this analysis represent a snapshot in time. Therefore, it is important for the City to continue to monitor parking utilization on a regular basis for both on-street and off-street parking. It is suggested utilization counts occur on a quarterly basis (e.g., February, May, August and November) for a weekday (Wednesday or Thursday) and weekend (Saturday) during peak periods of the day (e.g., 10 a.m., 2 p.m. and 6 p.m.); or, at a minimum twice a year. This data collection will build a stronger baseline for evaluating future parking needs and for identifying unforeseen parking issues. More importantly, regular utilization counts will help refine the parking model to provide a better representation of parking patterns within the downtown.

Cost

Costs associated with this recommendation include staff time and internal resources. The level of effort to conduct the recommended time periods can be done by one or two individuals. Traveling in a vehicle to collect data has proven to be the most efficient method for this study area. Data is typically logged in the field by using handwritten spreadsheets and logged electronically later in GIS.

Form a Downtown Parking Commission

Managing downtown's parking will require continued coordination and collaboration amongst the City, businesses, and residents. It is suggested Prior Lake form a Downtown Parking Commission. Forming a Downtown Parking Commission will foster stronger coordination and collaboration in respect to implementing future parking strategies, while creating a transparent planning process. This approach is important as the City pursues the proposed recommendations listed throughout this report.

Downtown Parking Commissions are typically charged with overseeing the development and implementation of the Downtown Parking Study. Other responsibilities include planning for long-range parking improvements and monitoring day-to-day parking needs. Local examples of Downtown Parking Commissions include the City of Stillwater, Duluth, Minneapolis, and St. Paul. In some respect, the City has used EDA as a sounding board for downtown parking discussions and recommendations. The EDA can serve as a foundation for launching a Prior Lake Downtown Parking Commission, but this commission should also include the representation of downtown businesses and residents.

Cost

Costs associated with this recommendation include staff time and internal resources.

Implement On-Street Parking Restrictions

On-street parking is a valuable amenity for downtown businesses. If managed accordingly, it provides patrons short-term parking options within proximity of a business for “one-stop” shopping needs. For example, on-street parking in front of Edelweiss Bakery allows patrons convenient parking to pick up a cup of coffee on the way to work. If on-street parking is not managed accordingly, these “one-stop” shopping needs become less frequent.

Today, the downtown does not have any on-street parking restrictions. As a result, there has been high on-street utilization along Main Avenue and Dakota Street. Field observations and stakeholder input also associated this high utilization with downtown employees who are using on-street parking for long periods of time. Therefore, it is important to implement on-street parking restrictions to better manage short-term parking needs for downtown patrons.

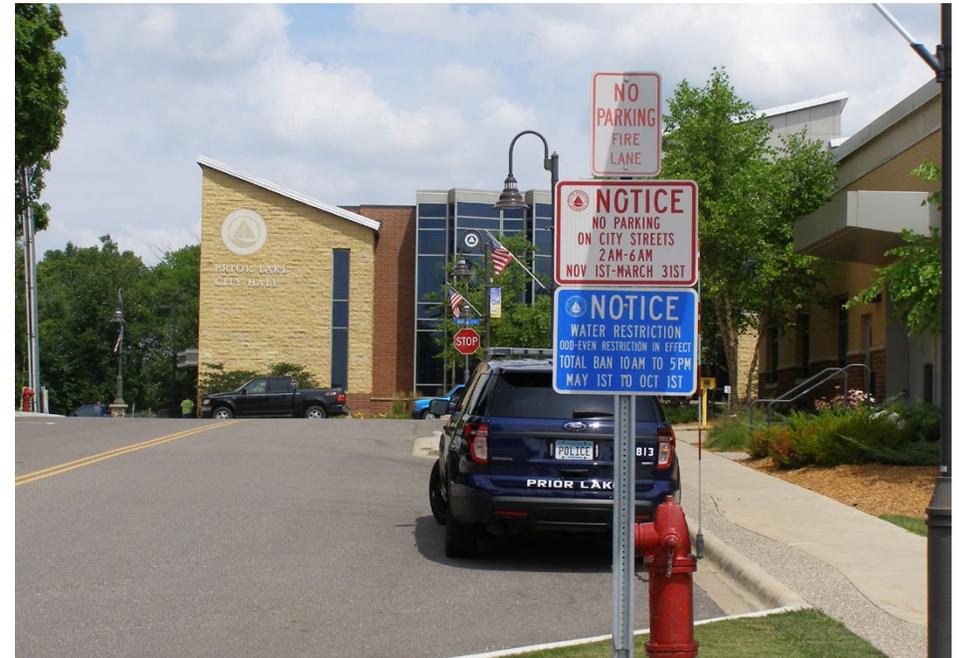
Based on these findings, the City should implement on-street parking restriction along Main Avenue and Dakota Street in Zone A (see **Figure 10**). The appropriate time restrictions for these roadways would be a three-hour limit that is enforced Monday through Friday from 8 a.m. to 6 p.m. Utilization counts did not warrant the need for parking restrictions after 6 p.m.

Before pursuing this recommendation, it is suggested the City work with the downtown businesses to encourage their employee’s to use off-street municipal lots. As part of this effort, the City should also monitor on-street utilization counts over the next year.

Cost

Implementing parking restrictions is only effective if it is enforced. Therefore, the cost in implementing this recommendation is largely associated with enforcing time restrictions, administrating the program, and courts and appeals. Additional coordination and collaboration amongst City staff and the Police Department will need to occur to determine detailed costs.

Additional costs associated with this recommendation include signage. This cost is fairly minimal. A typical parking restriction sign (12 inches by 18 inches) costs approximately \$40 to \$50 per sign. This cost includes installation and furnishing. It is assumed a total of 22 signs are need to be installed along the Main Avenue and Dakota Street corridor (see **Figure 10**). The total project cost is approximately \$1,000 +/-.



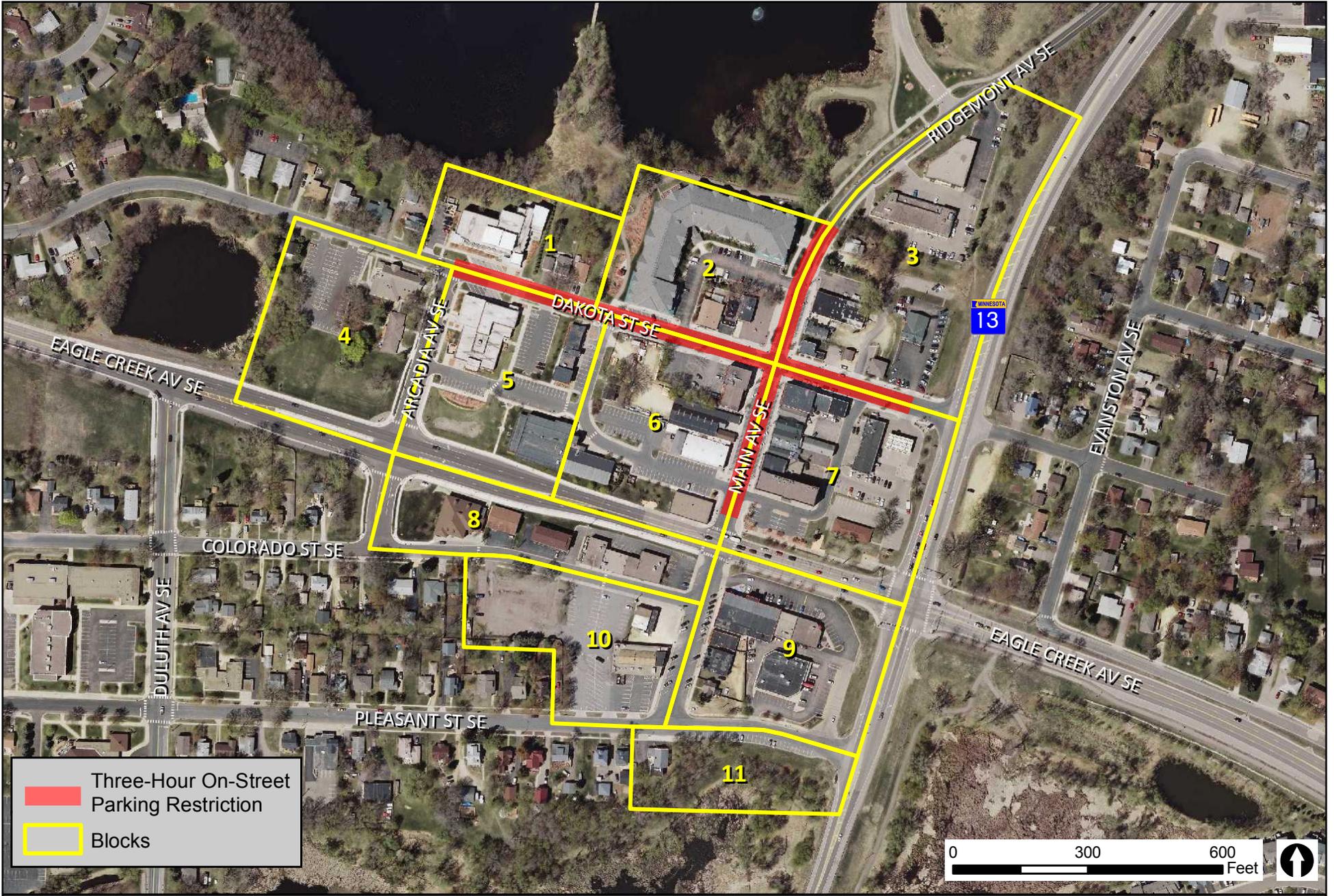


Figure 10. Proposed On-Street Parking Restrictions

Implement Wayfinding Signage

Municipal wayfinding systems serve an important role well beyond responding to the need for basic navigation, identification, and information. Wayfinding elements, such as monuments, directional systems, directories, interpretive and even regulatory signs can enrich and enhance our experience within urban environments. In this case, wayfinding signage is discussed from a parking perspective (see images for precedent examples). More importantly, this low-cost/high-benefit solution will help better manage today's parking supply.

Today, there is little or no signage that directs vehicles to parking facilities. As a result, downtown employees and patrons have questioned where municipal parking facilities are located. For example, Block 5 (police station) and 6 (library) provide free municipal parking; however, the lack of signage has deterred patrons from parking in these facilities. Implementing municipal parking signs and wayfinding signs in the appropriate locations will help direct vehicles to these underutilized facilities.

The primary location for wayfinding signage should be located on Eagle Creek Avenue (see **Figure 11**). Eagle Creek Avenue serves as a major thoroughfare and gateway into downtown. However, it is important to recognize the future improvements along Eagle Creek Avenue, which will consist of a signalized intersection at Arcadia Avenue, and the closure of the full access intersection at Main Avenue. Regardless of these improvements, wayfinding signage should be located at both the Eagle Creek Avenue/Arcadia Avenue, and Eagle Creek Avenue/Main Avenue intersections (see **Figure 11**). Both of these roadways provide direct access to municipal parking lots in Block 5 and 6.

Wayfinding signage may also be appropriate at the intersection of Highway 13 and Dakota Street (see **Figure 11**). Dakota Street serves as another major thoroughfare into downtown. Signage at this location will need to be coordinated with the Minnesota Department of Transportation (MnDOT).

Secondary wayfinding signage should also be located at the entrance of the municipal lots (see **Figure 11**). Distinguishable signs should be placed at the municipal parking entrances off of Arcadia Avenue and Main Avenue in Block 5 and 6. Internal signage should also be placed in these parking facilities that indicate spaces are available for employees and patrons.

Prior to implementing this strategy, the City should consider developing a wayfinding plan. This plan would look beyond just the signage needed for



Figure 12. Examples of Wayfinding Signage

parking; elements of a wayfinding plan take into consideration items such as kiosks, banners, gateway markers, and general branding efforts. A wayfinding plan will also help establish uniformity and a hierarchy amongst wayfinding elements.

Cost

The proposed wayfinding signage that are located at the four intersections are intended to be placed on existing signal and street sign poles. A typical wayfinding sign (30 inches by 24 inches) costs approximately \$130 to \$150 per sign. This cost includes installation and furnishing. It is assumed a total of eight signs (two signs per intersections at the major approaches) are need for all four intersections. The total project cost is approximately \$1,200 +/-.

Municipal parking signs are also recommended to be placed at the entrances of each municipal lot. These types of signs can vary in cost depending on the size, material, and amenities associated with the signage (e.g., lighting and landscaping). For example, the U of M precedent example shown in **Figure 12** is approximately \$15,000. Smaller scale signs, such as the ones being proposed at the key intersections, can also be implemented at the municipal parking entrances at smaller cost (approximately \$150 per sign).

Plan for Future Parking Needs

Planning for future parking is part of responsible economic development. Parking needs to be available to accommodate existing and future (re)development initiatives. Further, perspective developers need to be assured how their parking can be handled to accommodate their future tenants.

This study has demonstrated an adequate amount of parking to meet today’s needs. However, the study has also taken into consideration future (re) development scenarios. Under these scenarios, the parking generation model has shown the need for more parking if (re)development is realized. In order to accommodate this need, parking will need to be handled on “on-site” or “district-wide.” An on-site parking approach would require developers to meet their parking needs on-site or by reaching a shared use parking agreement with another property owner (public or private).

The other option is moving towards a “district-wide” parking model. A district-wide parking model relies on the entire district’s parking supply to accommodate all land uses within that area. This may require employees, residents and patrons to walk a block or two between their parking space and their destination. Industry standards typically use a 1/8 mile (660 feet) buffer to determine the appropriate walking distance from a parking facility to a destination. **Figure 8** demonstrates that a significant portion of the City’s parking lots are within proximity (600 feet) to a number of existing businesses and residential uses. Therefore, the study area’s existing parking supply should be perceived as an amenity for all users in the downtown and not solely allocated for one particular land use.

A district-wide parking approach provides more flexibility for a developer. For example, a larger building footprint can be accommodated on a parcel without dedicating space for parking. From an urban design perspective, this approach also helps discourage individual parking lots. This helps limit the visual breaks in the building on a block and improves the pedestrian experience.

In some cases, a district-wide parking approach will not satisfy the parking needs for a new development. The City will need to provide some flexibility for property owners and developers to provide on-site parking. This can be achieved by updating the City’s Zoning Ordinance.

As the City moves toward a district-wide parking approach, (re)development initiatives will need to be carefully monitored for how it corresponds to the

existing parking supply. If the (re)development assumptions identified herein are realized, the City will need to preserve space for a future parking facility in Zone A. A new facility will likely be warranted once Zone A absorbs approximately 35,000 square feet of new commercial/office space, resulting in the need for a 150 to 200 space parking facility. A facility of this size may warrant the need for a parking structure as portrayed in **Figure 9**.

Finding a parcel to accommodate a parking facility of this size without disturbing the urban fabric is limited. As noted earlier, a broad brush of land use criteria was applied to determine potential sites. This included vacant property and underutilized property. The former lumberyard in Block 6 was determined as the best potential site based on this high-level assessment. Therefore, the City should consider preserving this site to accommodate a future parking structure while redeveloping Block 6 to accommodate new commercial, office and residential.

Cost

There are a number of costs associated with the construction, maintenance, and operations of a parking structure. **Table 10** provides general cost estimates associated with a new surface lot and parking structure.

Table 10 – Cost Estimates (2014 dollars)

	Surface Lot (per space)	Surface Lot (100 Spaces)	Freestanding Parking Structure (per space)	Freestanding Parking Structure (two levels - 200 spaces)
Construction Cost	\$3,000 - \$5,000	\$300,000 - \$500,000	\$15,000 - \$20,000	\$1,500,000 - \$2,000,000
Annual Operation Expense	\$100	\$10,000	\$250	\$50,000

As indicated throughout the study, Zone B does not require new parking. However, the existing municipal lot south of Colorado Street is still an asset and should be maintained. This municipal lot has reached its useful life and will require resurfacing and restriping in the near future. **Table 11** provides a detailed cost estimate for these improvements.

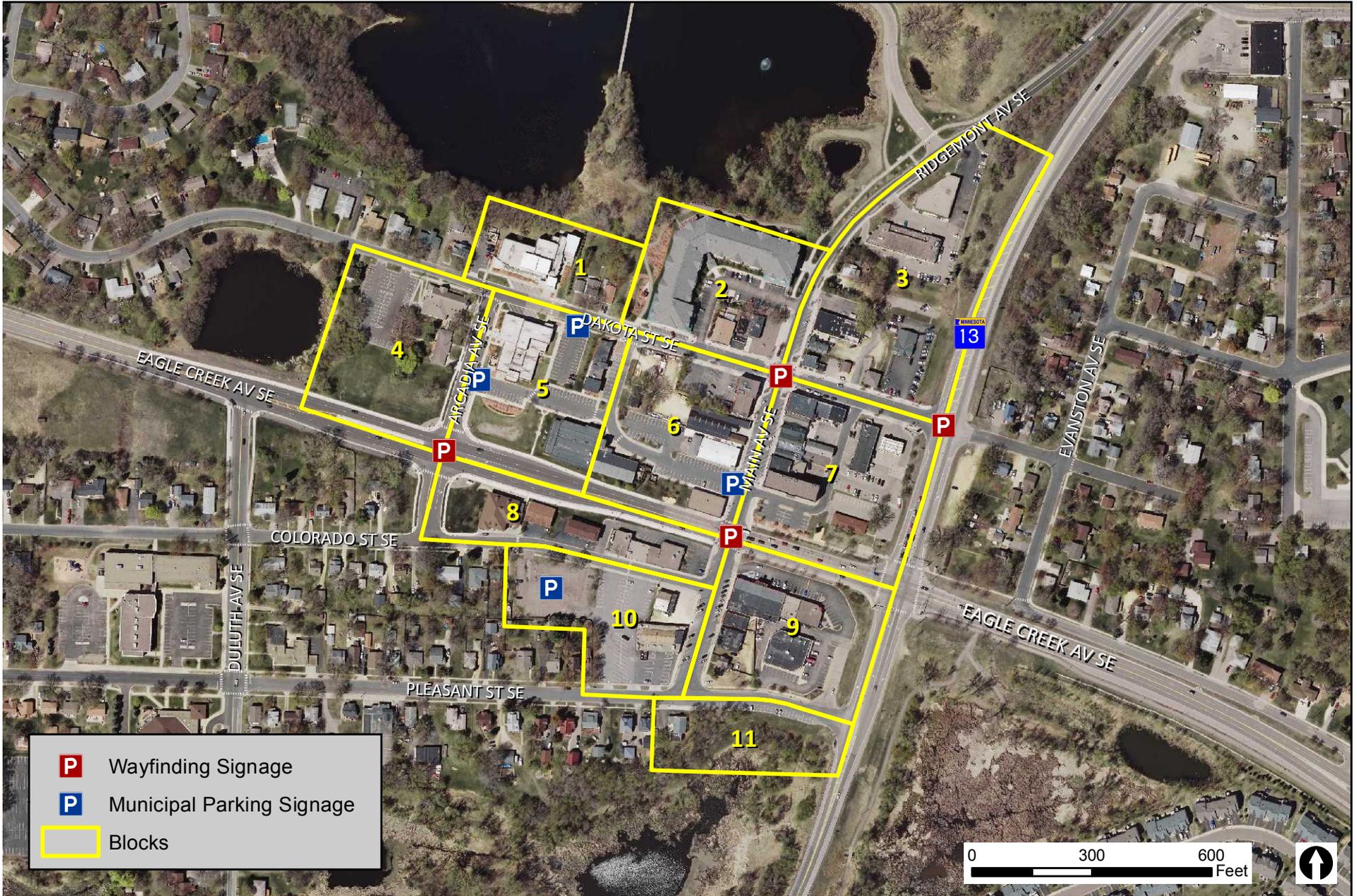


Figure 11. Proposed On-Wayfinding Locations

Table 11 – Cost Estimates (2014 dollars) for resurfacing Zone B Municipal Lot

Item	Quantity	Unit	Unit Price	Total
Mobilization	1	Lump Sum	\$6,448	\$6,448
Remove existing bituminous pavement	3,388	SY	\$6.00	\$20,328
Shape and compact existing aggregate base	3,388	SY	\$1.50	\$5,082
Repair soft areas in existing aggregate base	1	Lump Sum	\$8,000	\$8,000
Bituminous paving (3" thickness)	630	Ton	\$90	\$56,700
Striping	1	Lump Sum	\$2,000	\$2,000
Total:				\$98,558

Explore Traffic Circulation and Parking Needs for Zone B – Block 8

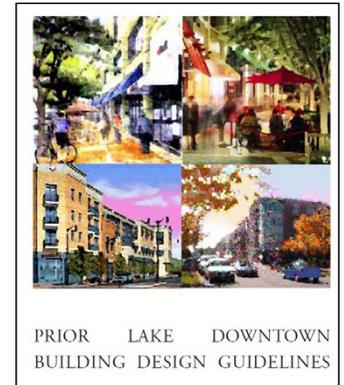
The dance studio (Premiere Dance Academy) located on Colorado Street was a topic of discussion throughout the study. This particular land use generates a number of vehicle trips during the evening and weekends. As a result, this has created traffic circulation issues as vehicles enter and exit the drop-off zone (located in front of the dance studio). Vehicles are also parking illegally on both sides of Colorado Street – contributing to the traffic circulation issues.

Patrons of the dance studio should be utilizing the municipal parking located across the street as much as possible. The City should plan to reconstruct the parking lot immediately across the street to the south. Patrons of the dance studio can safely access the parking lot by using the existing, or improved pedestrian crossing, which is marked and signed. The placement of no parking signs may need to be installed along Colorado Street to prohibit on-street parking.



Adhere to Design Guidelines

The study has explored a series of concepts (Figure 6 and 9) that depict how new development and parking can be integrated with existing building footprints. As (re)development occurs, it is important that these new buildings and structures adhere to a set of design guidelines. The Prior Lake Downtown Building Design Guidelines, dated September 21, 2007, should be used to evaluate (re)development plans to ensure they are consistent with the vision set forth for downtown. More importantly, these guidelines can serve as a foundation for determining the appropriate façade treatments for a new parking structure, if warranted in the future.



Adopt a Parking Ordinance

The City should consider adopting a parking ordinance that accommodates a district-wide parking approach, while providing flexibility for property owners and developers to provide some on-site parking without negatively impacting the existing parking supply. A number of other metro-area communities with traditional downtowns and municipally-owned parking facilities have adopted ordinances along these lines (e.g., City of Hopkins, Wayzata and Excelsior). A potential ordinance of this nature should consider the following elements:

- Requiring all parcels in a given zone to provide zero parking spaces, with the understanding that parking for these parcels is accommodated in existing municipal lots. For example, the City of Hopkins requires all uses to provide parking according to the schedule in the zoning code.
- Allowing all parcels in a given zone to be eligible for a conditional use permit, which if approved by Council would allow a given parcel to accommodate some of their required parking in municipal lots. This type of condition is reflected in the City of Wayzata’s Zoning Ordinance. A parking study also needs to be submitted by the applicant demonstrating the need for on-site parking.
- Administering an annual parking program, in which all parcels within a given zone that are unable to satisfy their off-street parking requirement on-site

are able to pay an annual fee to accommodate the required spaces in a municipal lot, as in the City of Excelsior.

- Establishing a parking district in which most or all uses within the district would be eligible for accommodation of their required parking in municipal lots by paying for permits in those lots, as in the City of Stillwater.
- Requiring the developer to submit a parking study that demonstrates there is enough existing municipal off-street parking available to accommodate their land uses. The study is used as part of the City's development review process. This is a common practice in many communities.

Cost

- Amending the zoning ordinance will require staff time or hiring a consultant. The cost may vary depending on the level of effort and the implications the parking ordinance has on other areas of the zoning code. It is assumed the parking ordinance will only be applicable to parcels zoned in the "Town Center" district. An estimated cost to develop the parking ordinance is in the range of \$5,000 to \$8,000. This cost does not take into account public outreach, meetings with elected leaders, and the publication of the parking ordinance.

POTENTIAL FUNDING SOURCES

There are a number of costs (e.g., construction, operations, and maintenance) associated with implementing a new parking facility. The City will need to develop a funding plan to ensure the City has the available resources not only to build the parking facility, but to manage, operate, and maintain the facility. It is further recommended the City continues to monitor parking conditions and (re) development initiatives to determine the appropriate time to redevelop Block 6 to accommodate a new parking facility. At that time, the City may consider a range of funding programs to help with this effort. In some respect, these funding programs were selected based on the past land uses that may require environmental cleanup.

Federal

Unites States Environmental Program Agency (EPA) Assessment Grant

Assessment Grants provide funding for a grant recipient to inventory, characterize, assess, and conduct planning and community involvement related to brownfield sites. An eligible applicant can apply for up to \$200,000 to assess sites contaminated with hazardous substances, including those comingled with petroleum contaminated sites.

EPA Cleanup Grant

Cleanup Grants provide funding to carry out cleanup activities at brownfield sites. An eligible entity may apply for up to \$200,000 per site. Cleanup grants require a 20% cost share, which may be in the form of a monetary contribution, labor, material, or services, and must be used for eligible and allowable costs.

EPA Revolving Loan Fund (RLF)

RLF Grants provide funding for a grant recipient to capitalize a revolving loan fund and to provide subgrants to carry out cleanup activities at brownfield sites.

State

Minnesota Department of Employment and Economic Development (DEED) Investigation Grant

The Investigation Grant can pay for up to 75% of the cost of completing a Phase I Environmental Site Assessment (Phase I), Phase II Environmental Site Assessment (Phase II), and development of a Response Action Plan (RAP). The grants are capped at \$50,000. The grants require a 25% match. Investigation Grants are typically applied for when a substantial amount of time will occur between RAP development and RAP implementation. When RAP development is followed closely by RAP implementation, investigation and RAP development costs are typically wrapped into a Contamination Cleanup Grant.

DEED Contamination Cleanup Grant

The Cleanup Grant can pay for up to 75% of the investigation, RAP development and RAP implementation (i.e., remediation) costs, including incidental costs required for the remediation (e.g., demolition and subsurface structure removals). The amount of the grant is limited by available funds at the time of application. The grants require a 25% match with 12% of the match coming from sources deemed unrestricted by DEED.

DEED Redevelopment Grant

Redevelopment Grants are available to assist with the redevelopment of contaminated properties. Costs eligible for a Redevelopment Grant include demolition, infrastructure improvements, soil stabilization, ponding and other environmental infrastructure, and adaptive reuse of buildings (including lead paint and asbestos abatement costs).

The amount of the grant is limited by available funds at the time of application. The grants require a 50% match. The grants are funded by two sources: state bonds and state general fund money. Grants funded with state bond funds are restricted to property that is owned by the public sector and will remain in the ownership of the public sector in perpetuity. Redevelopment Grants funded with general fund money do not have the same restrictions as those funded with bond funds. Projects receiving grant funded with general fund money can be owned by and/or sold to private sector entities.

DEED Demolition Loan

The Demolition Loan program is a brand new program with DEED. The program's maiden voyage will take place this summer, running concurrent with DEED's Redevelopment Grant Program (i.e., having an application deadline of August 1). Funding for the loan program is shared with the Redevelopment Grant program (currently at \$3,000,000). Available funding in August 2014 will depend on how much if any redevelopment grants are awarded in February 2014. Demolition Loans will be made available to an eligible public sector entity through a competitive application process based on criteria similar to the Redevelopment Grant program.

Loans will be low interest (2 percent) and interest free for the first two years. Principal and interest payments will start in year three. The loan term cannot exceed 15 years. The loans are capped at \$1 million. Upon completion of a redevelopment plan up to 50% of the original loan amount may be forgiven (effectively turning the loan into a redevelopment grant). Two elements required to qualify for a loan, which may present an issue for the former Macy's building are: (1) structures constitute a threat to public safety because of inadequate maintenance, dilapidation, obsolescence, or abandonment; and (2) structures are not listed on the National Register of Historic Places.

DEED Revolving Loan Fund (RLF)

The DEED RLF Program is similar to the EPA RLF. RLF funds can pay for site cleanup and in some cases demolition.

Local

Metropolitan Council Tax Base Revitalization Account (TBRA) Grant

TBRA Grants can pay for investigation and RAP development costs incurred up to 180 days before application for a grant is due and eligible cleanup costs, including incidental cost necessary for cleanup (e.g., demolition and subsurface structure removal), after the award date of the grant. TBRA funding is also available for asbestos abatement and lead paint abatement necessary for adaptive reuse of buildings. The amount of the grant is limited by available funds at the time of application. The program has no match requirement. TBRA funds can be used to fulfill part of the required DEED Contamination Cleanup grant match.

IMPLEMENTATION

Implementing the recommendations will need to occur over a period of time. Therefore, the implementation chapter provides a framework for identifying the appropriate time bands for implementing each measure.

Short-Term (1 – 3 years)

- Implement a 3-hour public parking restriction at key locations along Main Avenue and Dakota Street.
- Install public parking signs at the entrances to all off-street municipal lots.
- Install public parking wayfinding signage at identified locations in the downtown area.
- Resurface the municipal parking lot on Colorado Street within Zone B.
- Coordinate downtown business employee parking away from on-street parking to underutilized public parking lots.
- Evaluate the use of a district-wide parking ordinance approach, which establishes parking requirements for downtown buildings on an individual site and area need basis.
- Update and monitor downtown parking utilization counts using the Parking Generation Model.

Mid-Term (4 – 5 years)

- Develop a funding plan to finance a future public parking lot and/or structure on the former lumber yard site (Block 6).
- Reconstruct the municipal parking lot on Colorado Street within Zone B.
- Update and monitor downtown parking utilization counts using the Parking Generation Model.

Long-Term (5+ years)

- Begin acquisition of property on Block 6 to construct a new public parking lot and/or structure to serve future downtown parking needs.
- Evaluate future parking needs, and establish new goals and objectives for the next ten years



