

Downtown Greenfield Parking Study

2023

Prepared for: The City of Greenfield





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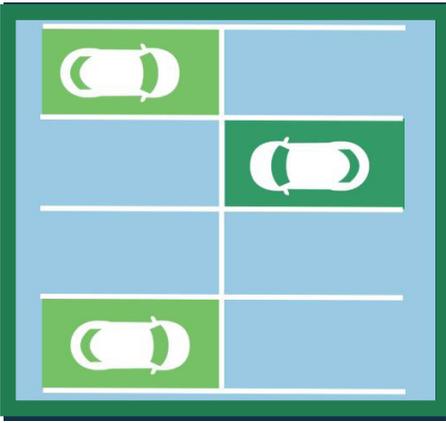
The City of Greenfield used funding from a “Massachusetts Downtown Initiative Technical Assistance Program” from the State Department of Housing and Community Development (DHCD) to prepare the Downtown Greenfield Parking Study. The City staff provided oversight and review of the plan process, draft recommendations, and the final report. In addition, City businesses, residents and visitors provided insight and input into this study through a public workshop held in January 2023, and a public meeting held in June 2023.

On behalf of DHCD and the City of Greenfield, the study team would like to thank all stakeholders for their constructive input.

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Introduction and Data

This report summarizes the findings and presents recommended strategies associated with the Downtown Greenfield Parking Study. The Study included the following:

- **Review and evaluation of 3,156 parking spaces** in a defined area encompassing Downtown Greenfield
- Review and evaluation of the **City's parking management practices**, from enforcement to regulations
- Public engagement through a **workshop and presentation of draft recommendations**
- Assessment of the **City's Zoning Code**

The consultant team worked with a team of City staff members to develop seven goals to guide the parking study, outlined to the right. These were also shared at a community meeting in the winter of 2023.

The outcomes of this effort are a series of recommendations, detailed later in this report, which generally seek to adjust the parking system to better meet the City's goals.

PARKING STUDY GOALS



1. Document existing parking supply and daily demand



2. Improve parking management system for residents, employees, customers, and visitors



3. Identify communication and wayfinding strategies to improve public awareness of parking availability and regulations



4. Identify and recommend parking supply efficiencies/opportunities to unlock parking in areas of higher demand



5. Develop flexible parking standards to complement and build on recent revisions



6. Evaluate the impact of the Wilson's building development on parking availability in Downtown



7. Consider long term uses for the Hope Street Parking Lot following construction completion

Parking Today in Downtown Greenfield



Metered parking along Main Street



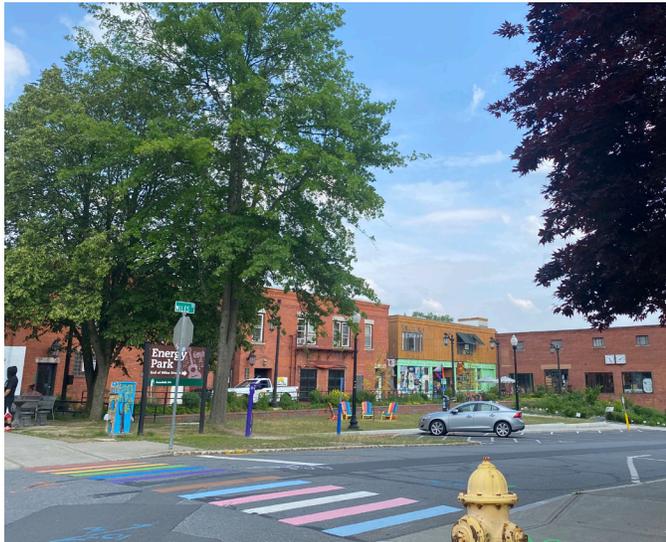
Typical signage in public lots



An example of permit parking signage



View of the Olive Street Garage



On-street parking along Miles Street



Meters in downtown Greenfield



View of the Chapman-Davis Street Lot

I.1 INVENTORY OVERVIEW

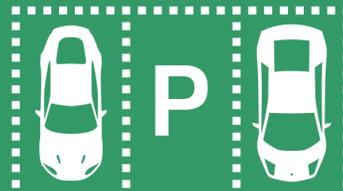
This section is focused on the inventory for Downtown Greenfield, a geographic area defined by the City team as the main focus of the study (opposite page).

Nearly **3,160 parking spaces** were identified in the Downtown area, which generally represents areas where demand for parking among residents, employees, customers, and other types of visitors is mixed.

Evaluation of Downtown Greenfield's parking system overall reveals several key findings about how parking works in the community. These include:

- The pricing for paid parking on-street is one rate, while the (relative) hourly cost of permit parking is another (much lower) rate, and the Olive Street Garage has its own higher rate; this speaks to a generally **uniform approach to parking management in the community**. A “one size fits most” approach like this where pricing does not correlate to demand often results in an imbalance in parking demand. Without variation in parking prices, the most central or popular areas of Downtown (i.e., the core area) will attract drivers who wish to park in a space immediately in front of their destination.
- Today the City offers annual permits to employees in designated areas of City-owned lots in the Center or to residents in select on-street areas in the eastern side of Downtown as a way to encourage optimization of the existing public parking supply. However, these spaces are often not where employees need them, resulting in pressure on some lots and significant vacancy in others.
- A **significant portion of the overall parking supply is privately-owned**, limiting access to customers and the general public, especially given that private spaces are less than half full at peak (see utilization section).

Inventory highlights



61% of all parking is restricted from the general public today

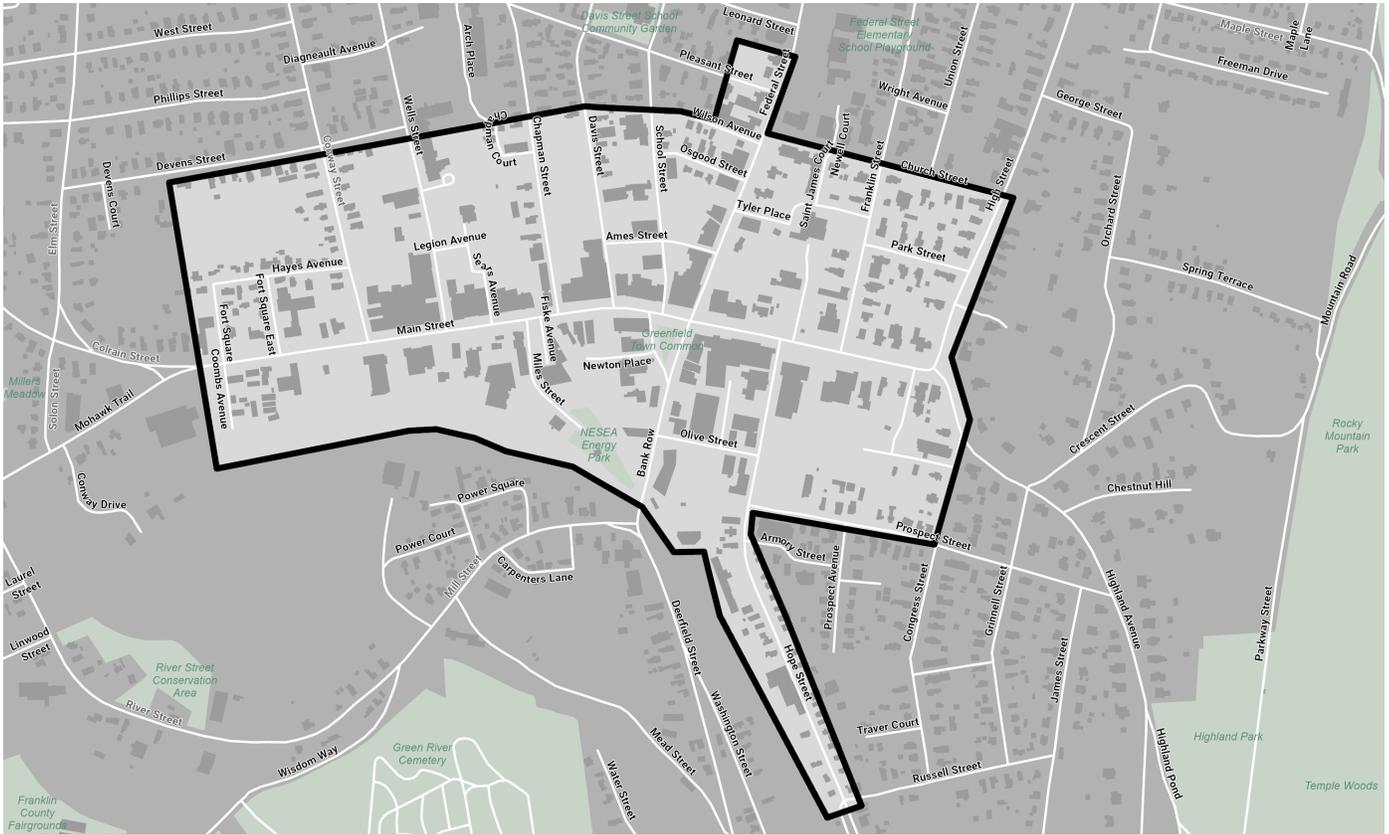
The majority of off-street public parking (559 spaces) are within a 5-minute walk to the Downtown “core”

72% of on-street spaces are paid (metered)

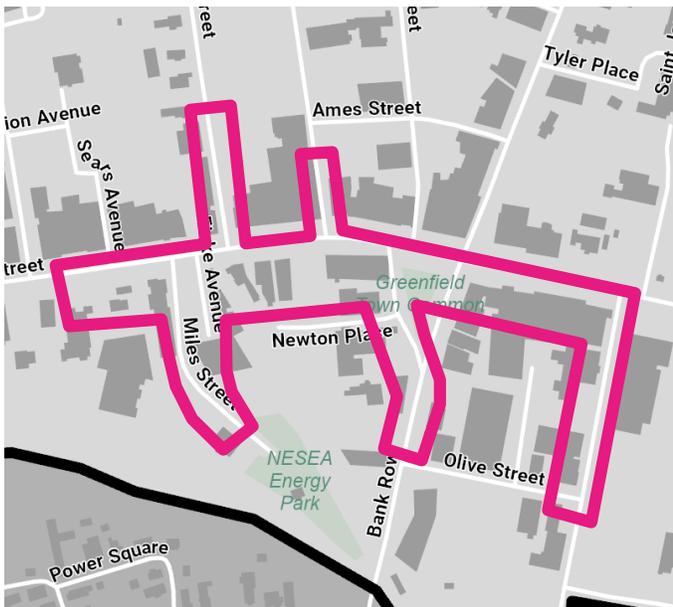
Short-term (15-minute) parking is not available near businesses where there may be demand

On-street permit parking is concentrated near residential areas on the eastern side of downtown

Downtown Greenfield Parking Study Area



Downtown Greenfield Core Area



The core is a downtown area that has been identified as an area that experiences a concentration of higher demand at certain periods. Parking demand for this area has been included in the utilization section of this report.

Inventory Key Takeaways

- More than half of the supply is restricted from general public use
- Most on-street spaces are paid, even where occupancy is low and could be free
- 2-hour spaces are appropriately concentrated near retail and dining
- Short-term (e.g., 15-minute spaces) are not located in front of western downtown businesses that may attract very short customer visits
- On-street permit parking is concentrated on the eastern side of downtown
- Off-street public parking on the western end of Main Street is limited

Regulation Overview

To gather the most accurate understanding of downtown Greenfield's existing parking, the team recorded regulations within the defined study area as they would be viewed by a first-time "visitor" to downtown Greenfield. This study's inventory represents the current signage and usage rather than the legal status of ownership of parking areas.

The maps and tables on the following pages illustrate how the parking in downtown Greenfield is distributed among an array of categories and user permissions. Overall, 61% of the parking is 'restricted,' or in other words reserved for customers, tenants, or visitors of the business or establishment with which the parking is associated. The remainder of the overall parking supply for each area is available to the general public.

Generally, there is opportunity to re-evaluate whether time-restricted pricing regulations are assigned to areas where they are likely in demand. In parallel, there is opportunity to improve the clarity and consistency of how parking regulations are displayed Downtown, or in directing users to parking appropriate to their needs. Confusion about where and how to park can lead to parkers occupying the closest available space to their destination (regardless of regulation/signage) and potentially displacing other parkers from spaces dedicated for their specific use.

There is additional opportunity to better clarify where user types can park in Downtown Greenfield, along with an opportunity to improve the clarity and consistency of signage associated with parking. For visitors who are unfamiliar with Greenfield, inconsistent signage can lead to confusion about who is truly permitted to park in some locations. Signage that does not include explicit and complete information about overlapping regulations or when time limits are in effect, for example, can force a parker to make their own interpretations, which may not be accurate.

Regulation Definitions:

PUBLIC

These spaces are categorized as those available to all users regardless of their destination – they are not associated with a private business. This includes parking with a time limit and paid parking. This also includes Handicap-Only parking.

PERMIT

These are categorized as public spaces available to users with a special permit during a specified time, and to the general public during non-specified times.

RESTRICTED

These spaces are privately-owned and often restricted to users of a certain business, e.g., "bank parking only." This also includes Police-Only parking.

TIME-RESTRICTED

These spaces are available to any user for a designated period of time, e.g., "15-minute."



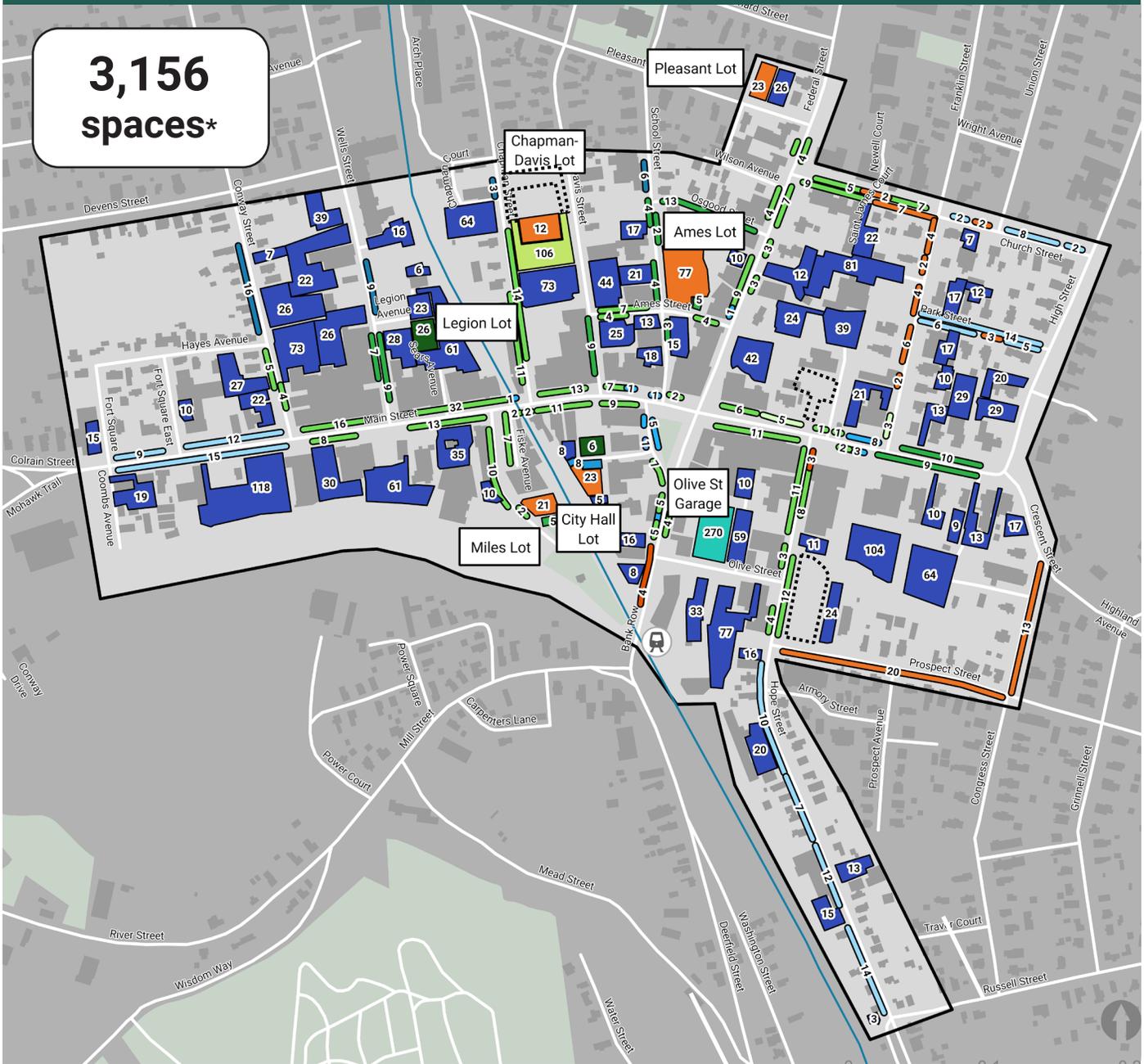
Regulation signage seen in the Chapman-Davis Street Lot



Confusing regulation signage seen in the Ames Street Lot that has “permit only” shown without “in designated space” indicated

Downtown Greenfield Parking Inventory and Regulations

3,156 spaces*



On-Street Regulation

- 15 Minute Metered Parking, 8AM-5PM M-F
- 2 Hour Metered Parking, 8AM-5PM M-F
- 4 Hour Metered Parking, 8AM-5PM M-F
- Permit Parking, 8AM-5PM M-F
- 15 Minute Limit
- 2 Hour Limit
- Handicap Only
- Police Parking Only
- Unregulated

Off-Street Regulation

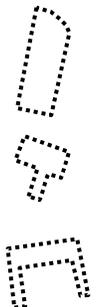
- Kiosk Pay Parking - 2 Hour Max, 8AM-5PM M-F
- Kiosk Pay Parking - 4 Hour Max, 8AM-5PM M-F
- Kiosk Pay Parking - 10 Hour Max, 8AM-5PM M-F
- Permit Parking, 8AM-5PM M-F
- Private Parking
- 30 Minute Limit
- Olive Street Garage

*Inventory excludes the following facilities:

Hope Street Lot
(future use uncertain)

Library Lot (under construction during study)

Portion of Chapman-Davis Lot (recent change of use)



Downtown Greenfield Parking Inventory by Regulation

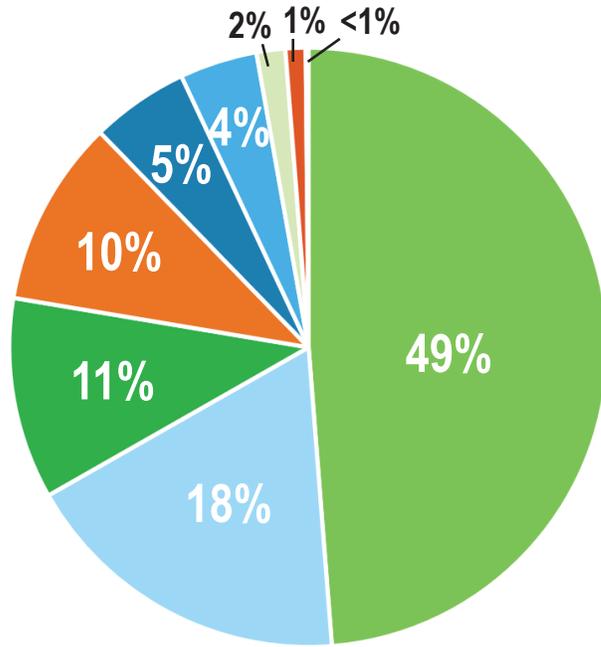
| Regulation | Supply | % of Sub-Total |
|--|--------------|----------------|
| On-Street | | |
| 15-Min, 8AM-5PM, M-F (Metered) | 10 | 1.6% |
| 2-Hr, 8AM-5PM, M-F (Metered) | 314 | 48.8% |
| 4-Hr, 8AM-5PM, M-F (Metered) | 70 | 10.9% |
| Permit Only, 8AM-5PM, M-F | 65 | 10.1% |
| 15-Min Limit | 27 | 4.2% |
| 2-Hr Limit | 34 | 5.3% |
| Handicap Only | 1 | 0.2% |
| Police Parking Only | 7 | 1.1% |
| Unregulated | 116 | 18% |
| Sub-Total | 644 | |
| Off-Street | | |
| 2-Hr, 8AM-5PM, M-F (Kiosk Paid) | 32 | 1.3% |
| 4-Hr, 8AM-5PM, M-F (Kiosk Paid) | 10 | 0.4% |
| 10-Hr, 8AM-5PM, M-F (Kiosk Paid) | 106 | 4.2% |
| Permit Only, 8AM-5PM, M-F | 156 | 6.2% |
| Restricted Parking (includes private facilities, police parking) | 1,930 | 76.8% |
| 30-Min | 8 | 0.3% |
| Olive Street Garage (24/7 access) | 270 | 10.7% |
| Sub-Total | 2,512 | |
| Total | 3,156 | |



Example of resident permit parking in Greenfield

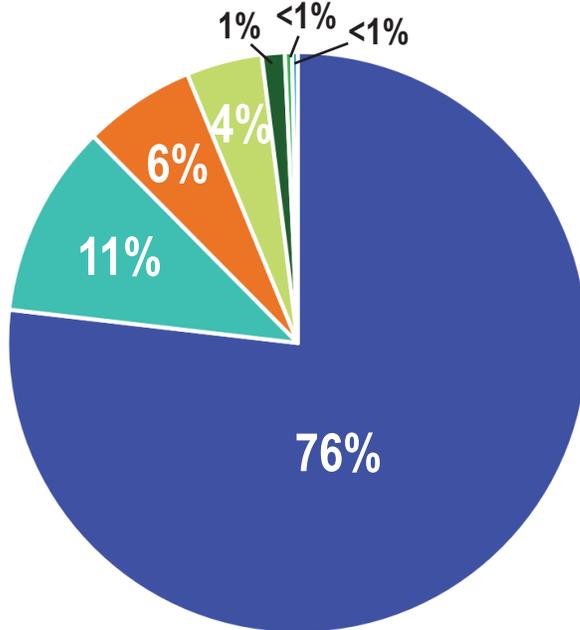
80% of the entire parking supply is located off-street

Downtown Greenfield Parking Inventory by On-Street Regulation



- 2-Hr, 8AM-5PM, M-F (Metered)
- 4-Hr, 8AM-5PM, M-F (Metered)
- 2-Hr Limit
- 15-Min, 8AM-5PM, M-F (Metered)
- Handicap Only
- Unregulated
- Permit Only, 8AM-5PM, M-F
- 15-Min Limit
- Police Parking Only

Downtown Greenfield Parking Inventory by Off-Street Regulation



- Private/Restricted Parking
- Olive Street Garage
- Permit Only, 8AM-5PM, M-F
- 10-Hr, 8AM-5PM, M-F (Kiosk Paid)
- 2-Hr, 8AM-5PM, M-F (Kiosk Paid)
- 4-Hr, 8AM-5PM, M-F (Kiosk Paid)
- 30-Min

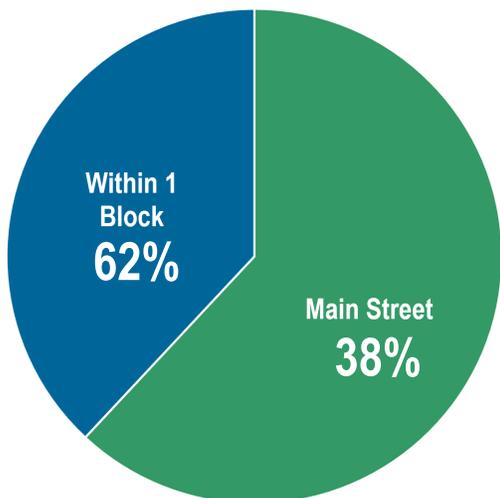
Overall Parking Inventory Overview



3,156
Total Parking Spaces

| Parking Type | Number of Spaces |
|--------------|------------------|
| On-Street | 644 |
| Off-Street | 2,512 |

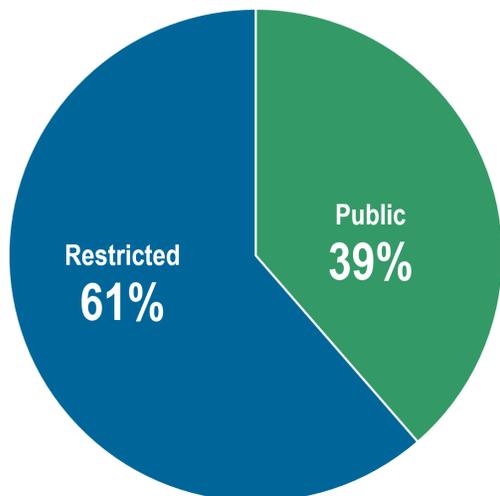
Public vs. Restricted Parking Inventory Overview



62%
of the Main Street supply can be found within one block

| Parking Type | Number of Spaces |
|---|------------------|
| Main Street on-street spaces | 208 |
| Unrestricted on-street spaces within one-block of Main Street | 129 |

Main Street vs. Nearby On-Street Parking Inventory Overview



61%
Of the overall inventory is 'restricted'

| Parking Type | Number of Spaces |
|---|------------------|
| Public | 1,219 |
| Restricted (including private facilities, police parking) | 1,937 |

1.2 UTILIZATION ANALYSIS

The team conducted parking utilization counts in all* private and public facilities during a typical weekday (April 27, 2023) and typical weekend (April 29, 2023) to represent usual conditions of parking demand in Downtown Greenfield. Counts included three time periods to understand how demand changes throughout the day: 10:00 AM, 1:00 PM, and 6:00 PM. These were compared to and validated by historic aerials from 2018 which showed similar utilization rates and patterns from before the pandemic.

To ensure efficient parking management operations in any urban area, it is ideal to maintain at least one empty space on each block of street parking. This allows reliable visitor access to destinations, and typically equates to about one out of eight spaces free, or a target of 15% vacant per block. Similarly, a goal of at least 10% vacancy is considered ideal in off-street facilities (this occupancy target assessment ensures that front-door spaces are available for those who need them - such as those with mobility challenges). If any facility has less availability than this, it is usually the case that users arrive to a full lot or have significant trouble finding space. However, if a facility has substantially more availability (especially in high-demand areas), this points to conditions or regulation that may be keeping potential parkers away, including lack of demand as well as practical factors such as walkability, price, time limits, or wayfinding.

★ Parking Utilization Key Takeaways

- There is plenty of availability in the overall system at all times
- A core area is consistently full from late morning through evening, but hundreds of on- and off-street spaces within a 2-minute walk remain empty during all time periods
- Pockets of higher private demand near Legion Lot and Hayes/Chapman exist, but have no effect on public availability

**Three facilities were excluded from both the inventory and being counted for utilization: The Greenfield Public Library lot while the library was under construction; an area in the northern portion of the Chapman-Davis Lot which had changed regulations to a free parking area towards the end of this study (which would have skewed the analysis); and the Hope Street Lot, which was temporarily occupied by the Fire Station during the study.*



Example of low utilization



Example of optimal utilization



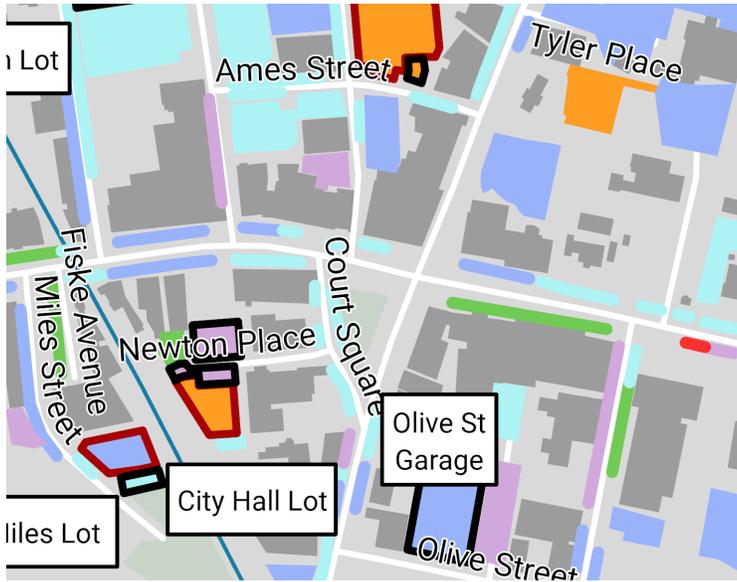
Example of full utilization

How to Read Utilization Maps

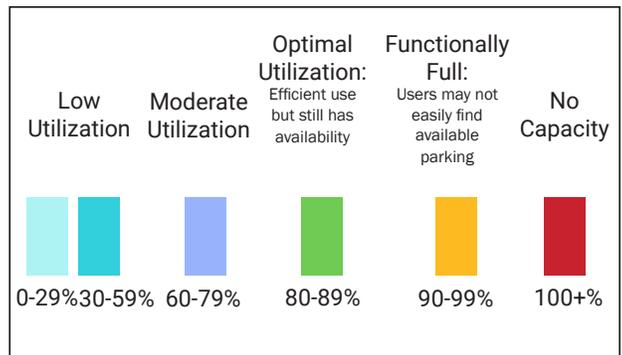
The series of maps and charts throughout the following pages illustrate the results of the in-person parking counts conducted for Downtown Greenfield. The maps demonstrate utilization levels for each individual parking facility or space (see following page). The bar charts illustrate how utilization levels change throughout an entire day for different types of parking within the overall supply.

The parking utilization information can provide clarity about the accuracy of long-held community perceptions about parking availability but also identify opportunities to improve availability in targeted locations so that the optimal vacancy of 15% for any area within the parking system can be consistently maintained.

Utilization Map Color Guide



The color scheme used here applies to the maps on the following pages.



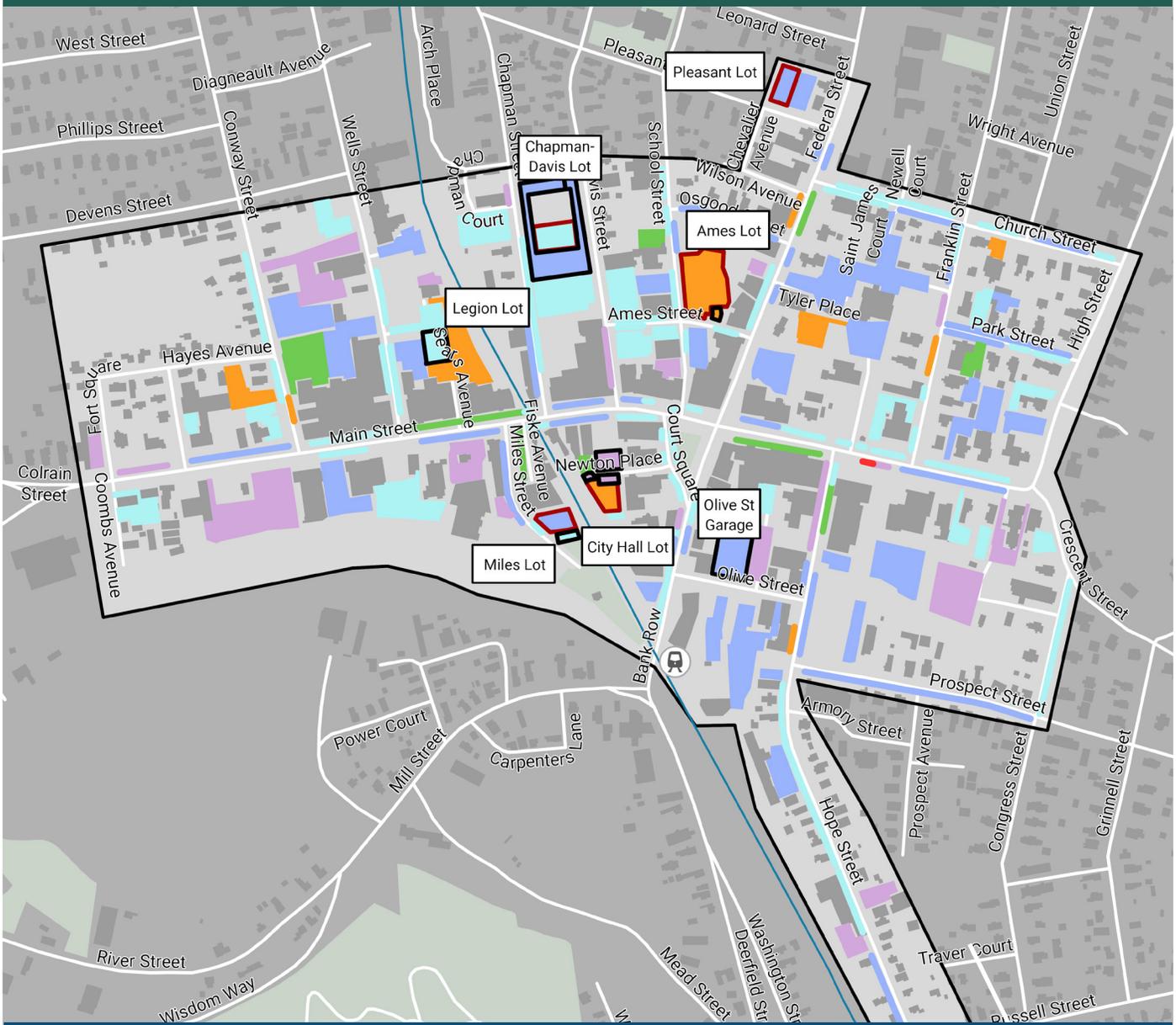
Downtown Greenfield Utilization Summary

There is **significant capacity available across the Downtown throughout the entire day**. In spite of the newer Olive Street Garage offering an updated and centralized public parking opportunity, it is far from achieving optimal utilization even during typical peak periods. On-street spaces along the central core area of Main Street however, see consistent higher levels of demand throughout the day. This particularly occurs during 6:00pm on a weekday and 1:00 pm on a weekend day, which aligns with peak dining periods. The larger Ames Lot (public) and Legion Lot (permit only) mirror higher levels of demand during the weekday, full in the morning, then at optimal level in the early afternoon. The northernmost public facility, Pleasant Street Lot, never reaches optimal utilization during either day, likely because it is being used by people visiting destinations immediately nearby and may not be

perceived as walkable to destinations in the core area. In spite of high on-street demand on Chapman Street, the Chapman-Davis Lot remains consistently underutilized throughout all time periods. The public portion of the City Hall Lot remains in high demand or full during nearly all time periods, while the permit area of the lot is either full or at optimal level during business hours, as expected.

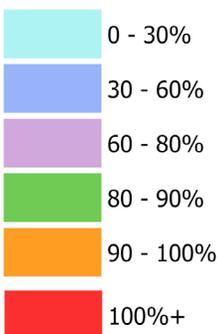
Collectively, 55% of all parking in the Downtown is occupied during the weekday late morning peak period. On-street metered parking is utilized at 38% percent during that time, and the much larger supply of off-street, private (restricted) parking is utilized at 61% percent.

Downtown Greenfield Parking Utilization- Weekday

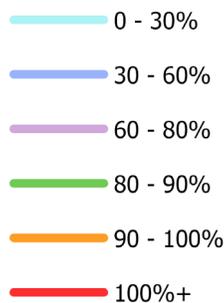


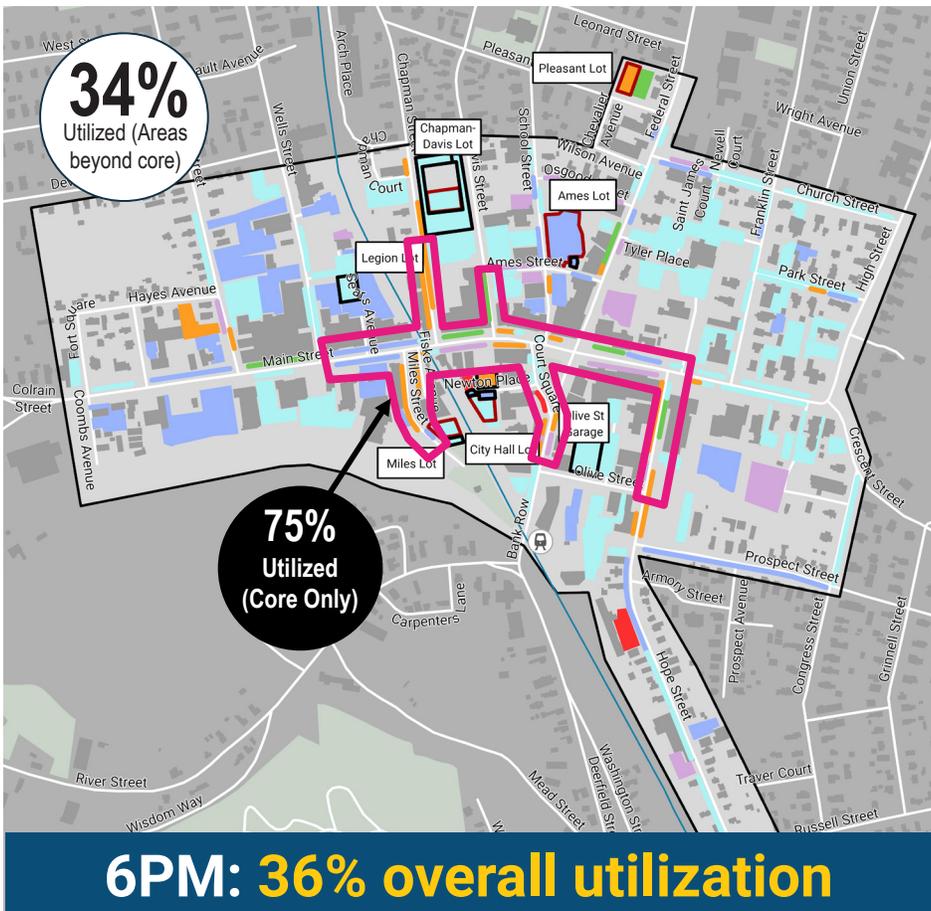
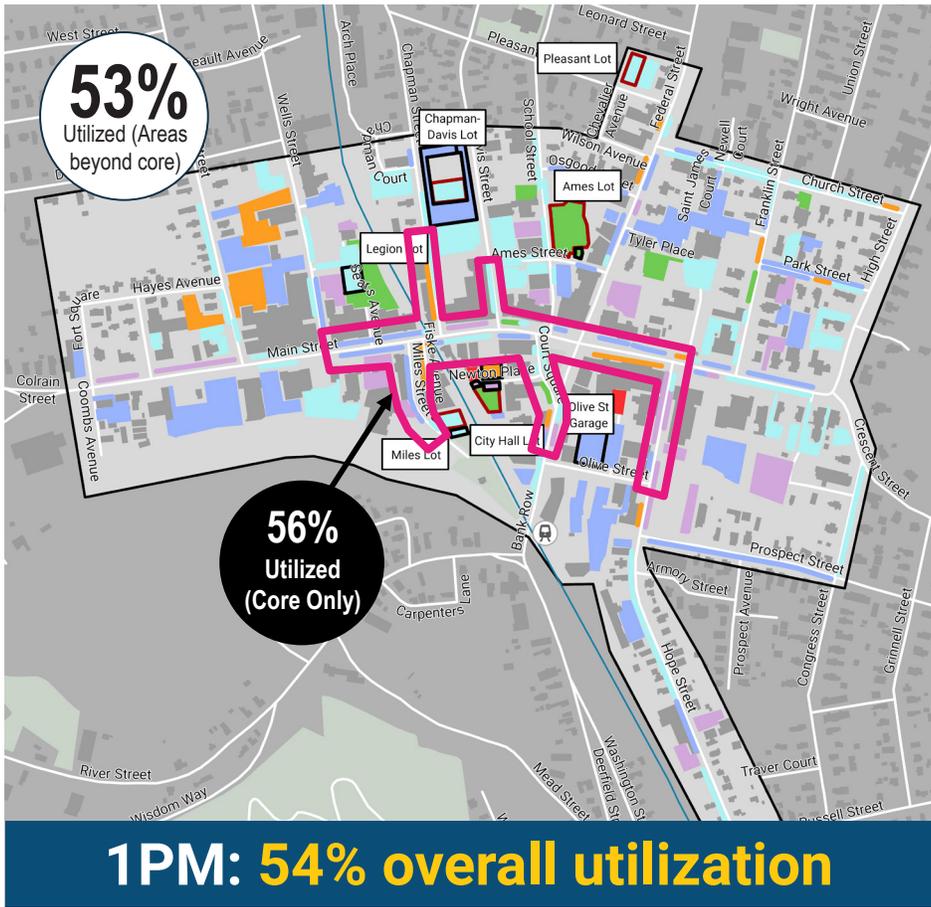
10AM (peak): 55% overall utilization

OFF-STREET UTILIZATION



ON-STREET UTILIZATION





Key Observations (Weekday)

10:00AM

- Overall utilization is relatively low, though this is the peak of all time periods
- Ames/City Hall permit spaces are busy
- Main St. is beginning to fill, with some areas at optimal level
- Nearby Legion/Chapman lots are not busy

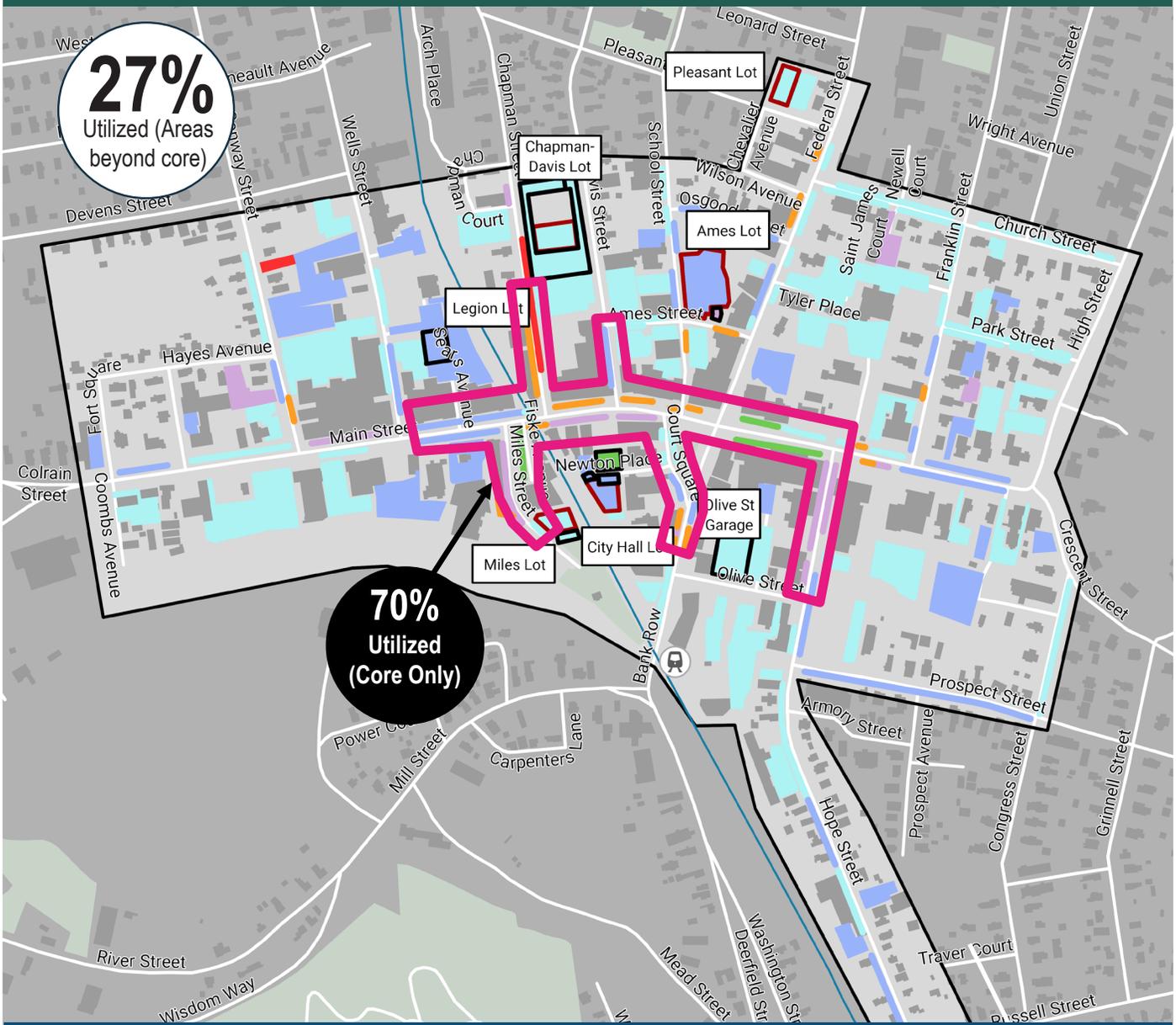
1:00PM

- There is strong demand near Hayes & Conway Streets
- The “core area” is increasing in demand, especially by the court, but availability remains along most of Main St.
- Legion/Chapman lots have capacity

6:00PM

- Overall utilization sees its lowest point of the day, yet with meters off, the core area is much busier
- Public lots/garages are nearly empty (except Pleasant Street Lot)
- The core area is at its busiest

Downtown Greenfield Parking Utilization- Weekend

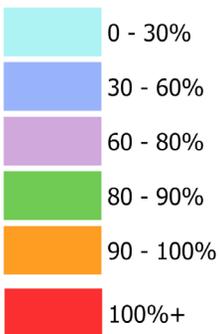


27%
Utilized (Areas beyond core)

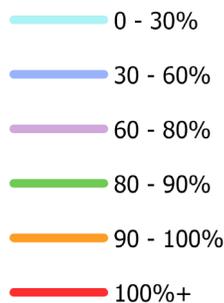
70%
Utilized (Core Only)

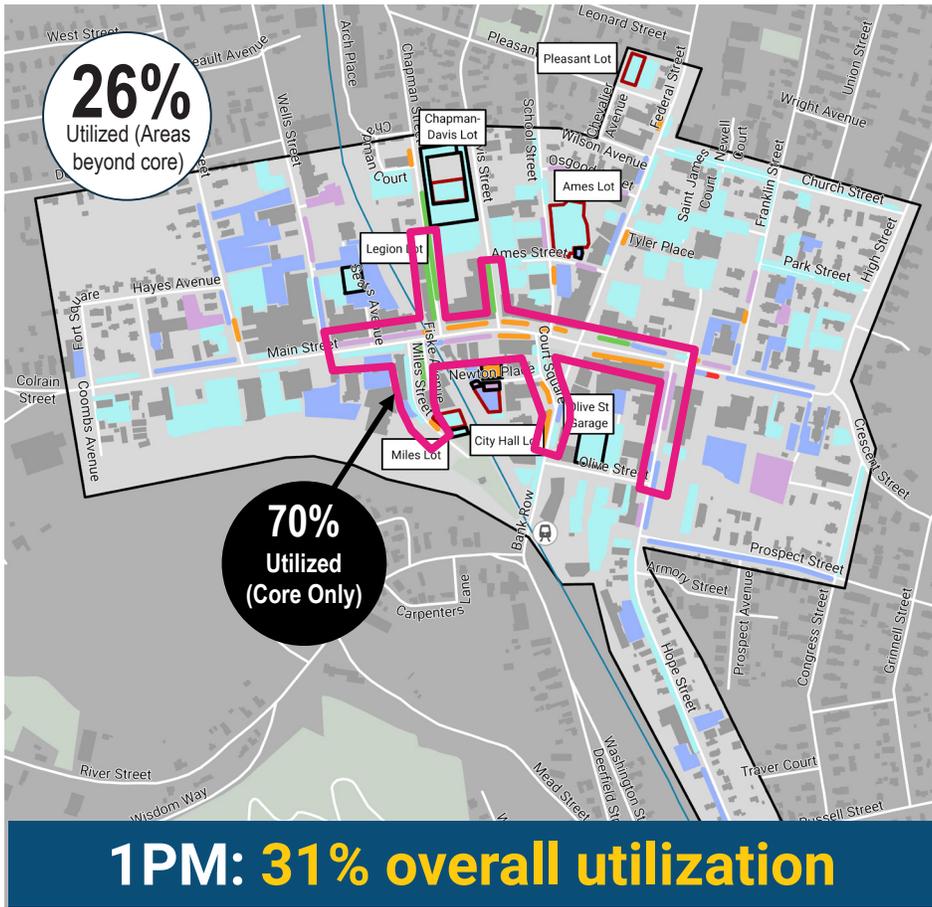
10AM (peak): 30% overall utilization

OFF-STREET UTILIZATION



ON-STREET UTILIZATION





Key Observations (Weekend)

10:00AM

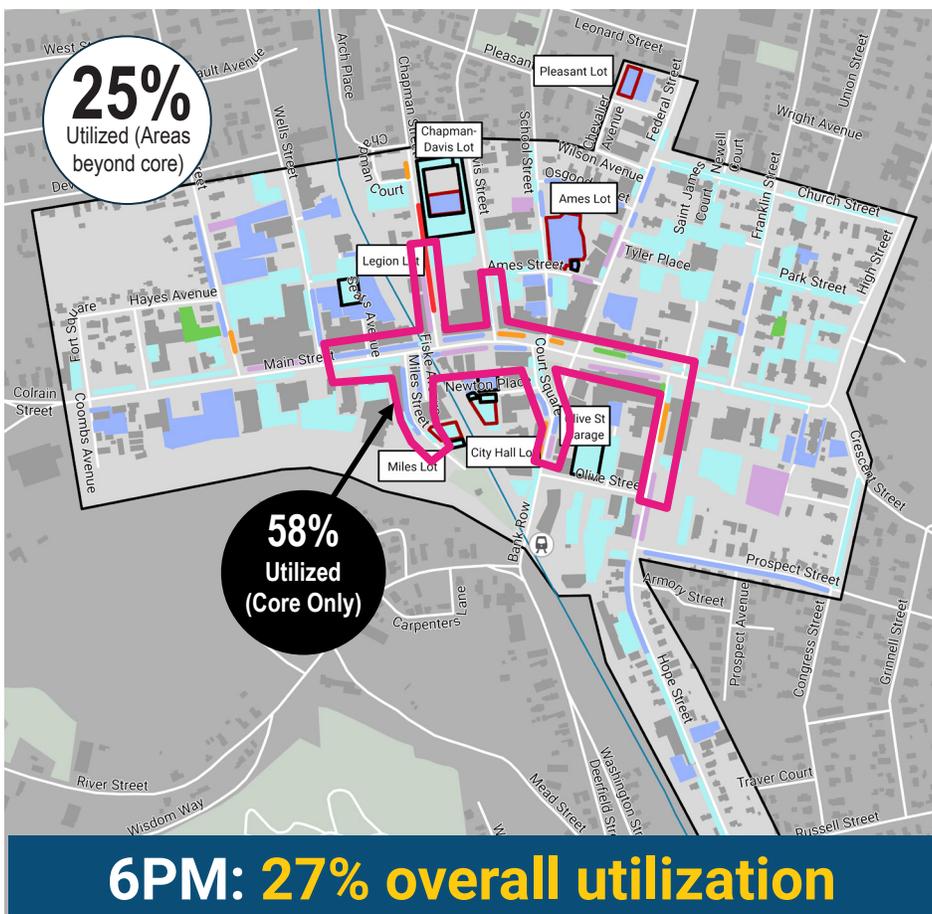
- All public lots/garages are nearly empty (except City Hall)
- Most private lots are empty
- The core is getting busy

1:00PM

- This is the peak period on a Saturday
- There is significant availability in most public, permit, and private lots
- Demand in the core has remained steady, though on-street along Chapman is full

6:00PM

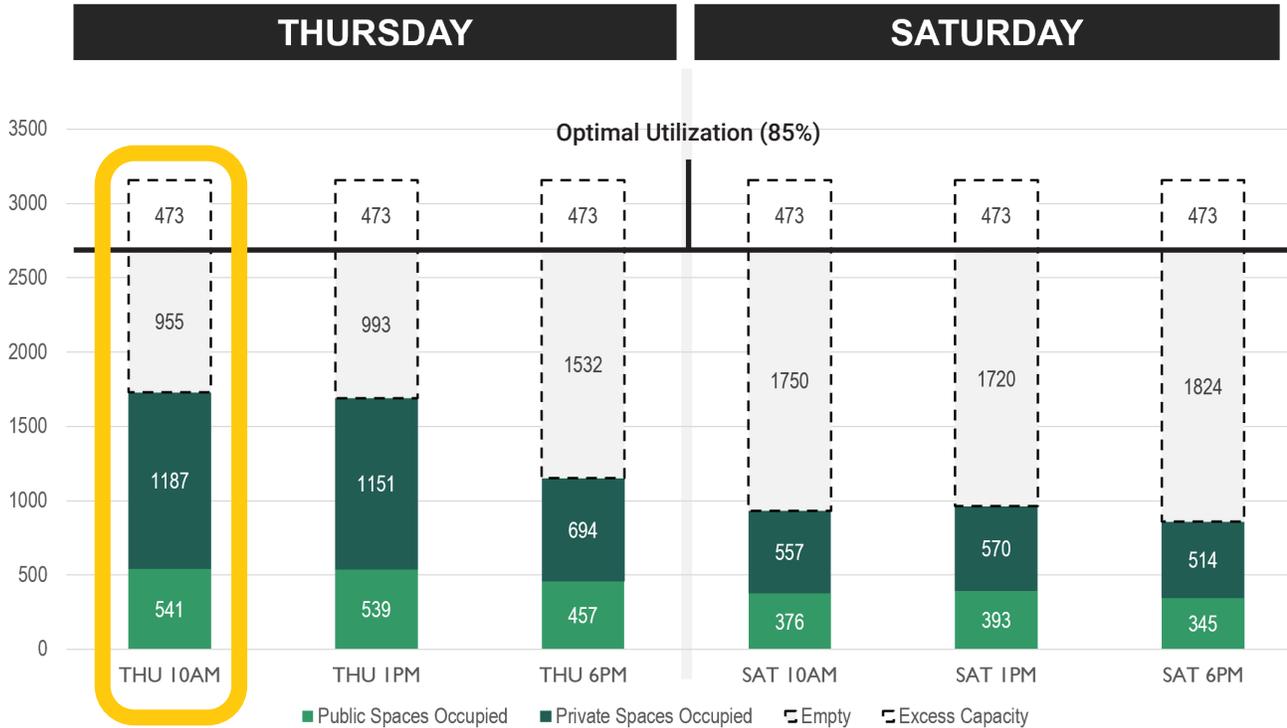
- Only the core area has notable utilization



Downtown Greenfield Parking Utilization Time Comparison

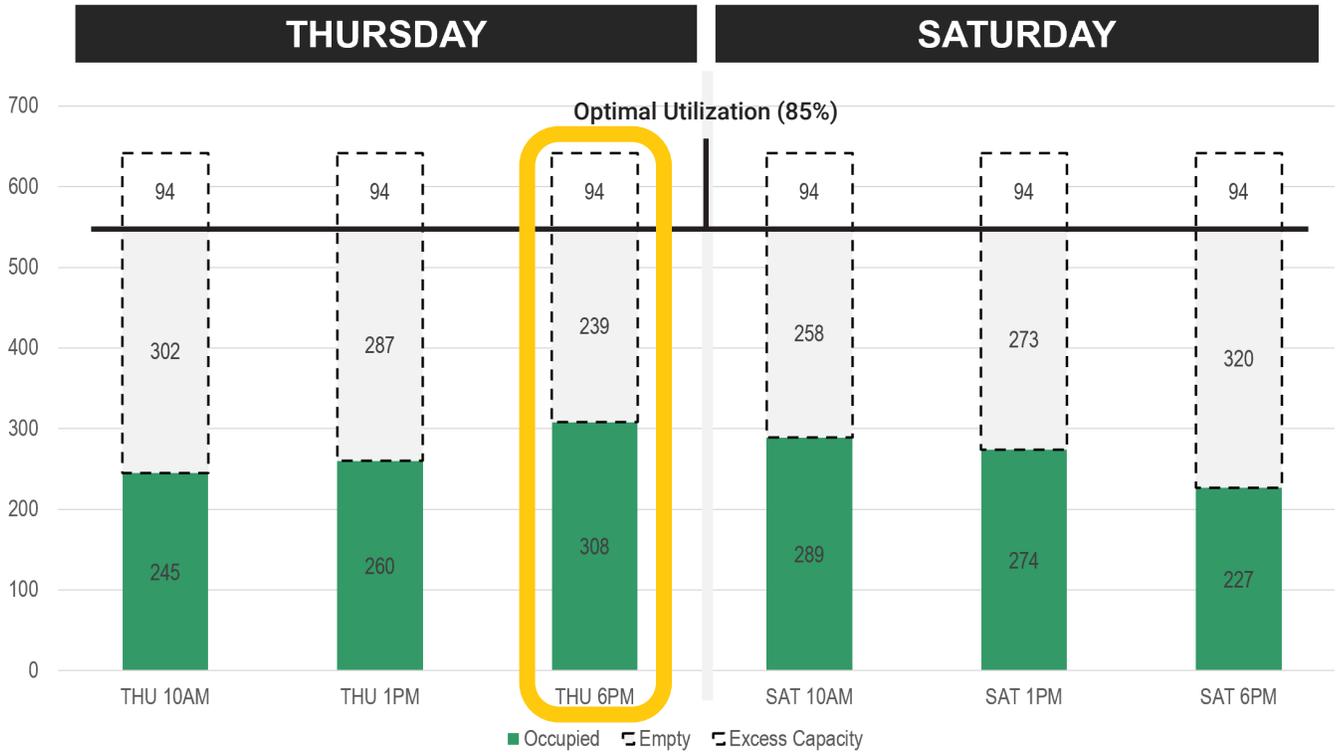
The following charts below look more closely at how different types of parking are being used throughout all time periods evaluated. This data reveals where there may be an imbalance of supply and demand.

Overall Supply Utilization (3,156 spaces)



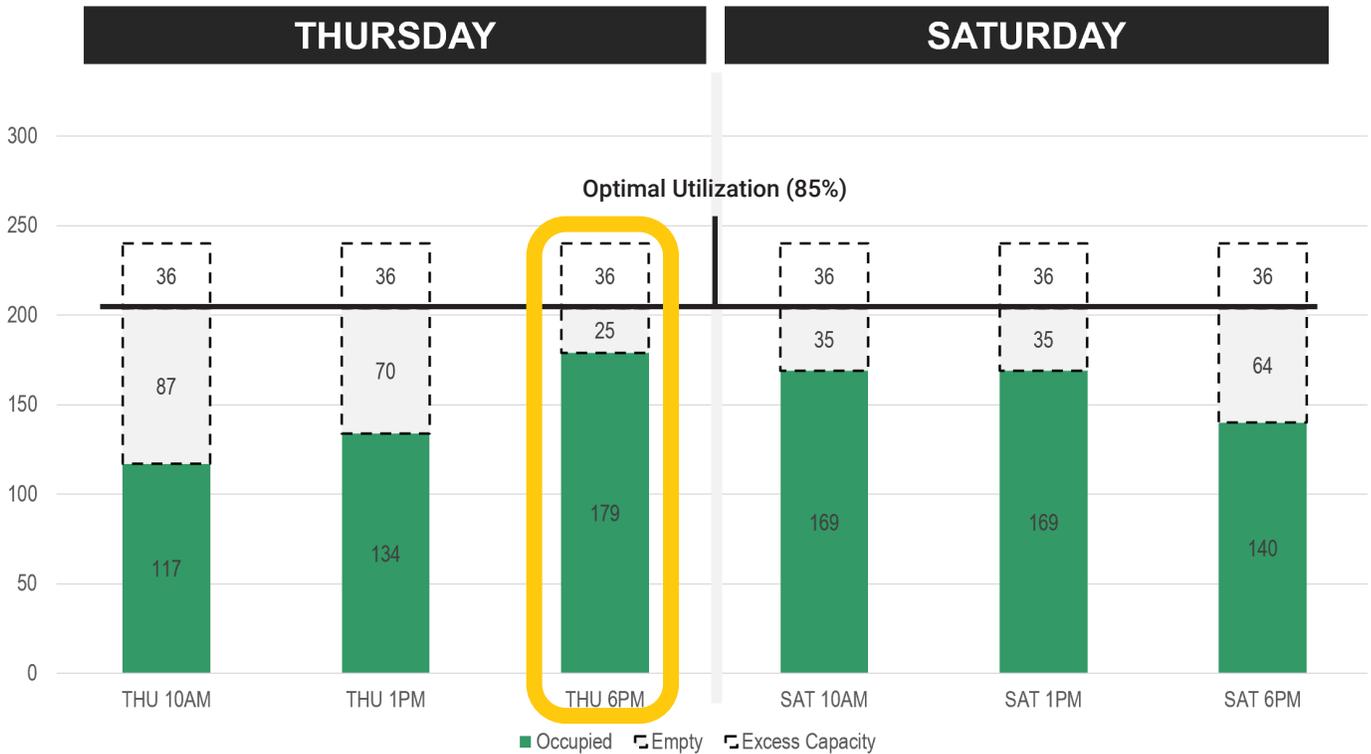
The peak period of late morning on a weekday aligns with typical opening times of downtown businesses. Twice as many private spaces (dark green) are being occupied than public spaces, indicating that a good portion of utilized spaces is likely due to employees or visitors of particular businesses.

All On-Street Spaces Utilization (641 spaces)



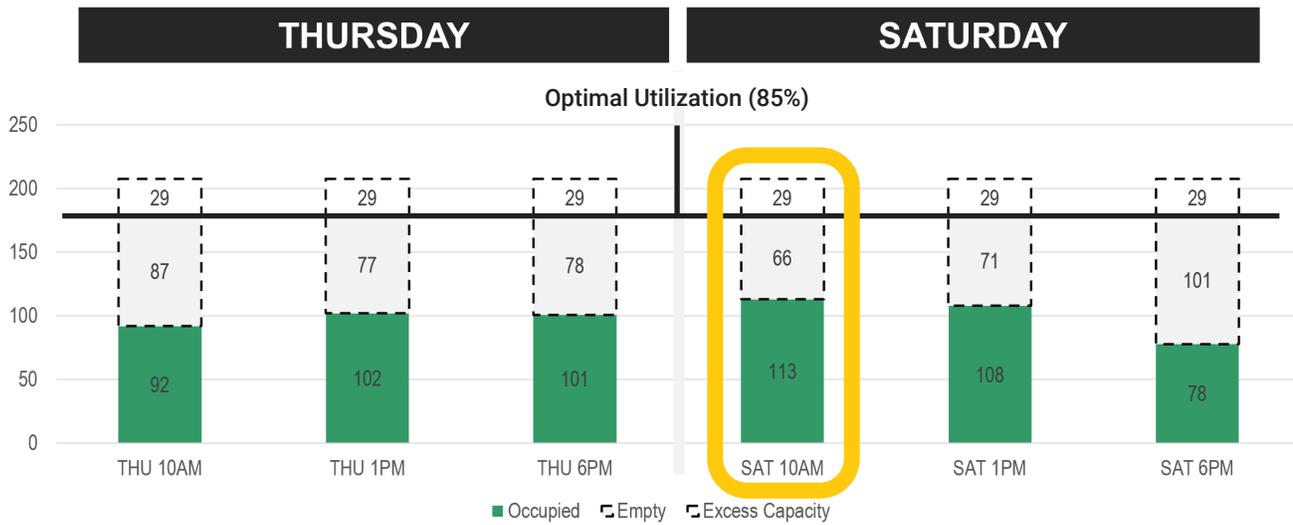
The peak period of early evening on a weekday aligns with dinner activity when local employees or other visitors target the central core area and want to park near their destinations.

On-Street Core Area Utilization (240 spaces)



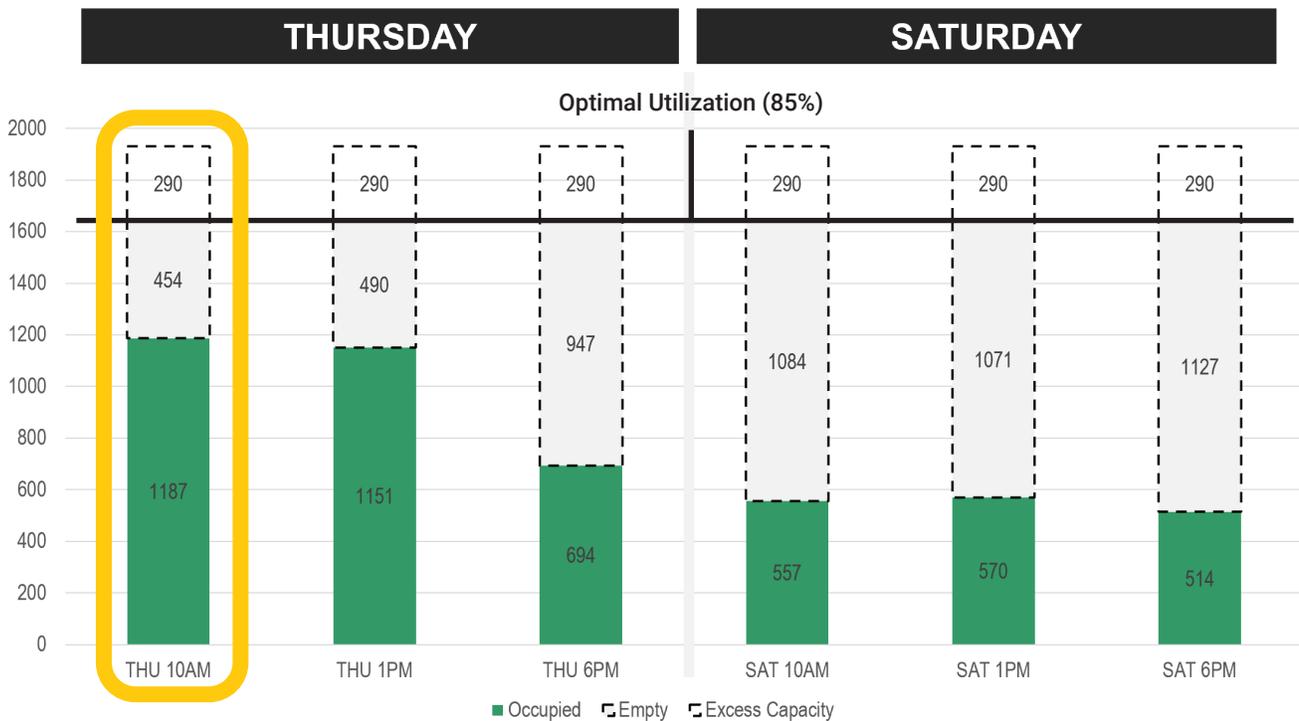
The peak period of early evening on a weekday aligns with dinner activity when local employees or other visitors target the central core area and want to park near their destinations.

All Main Street On-Street Utilization (208 spaces)



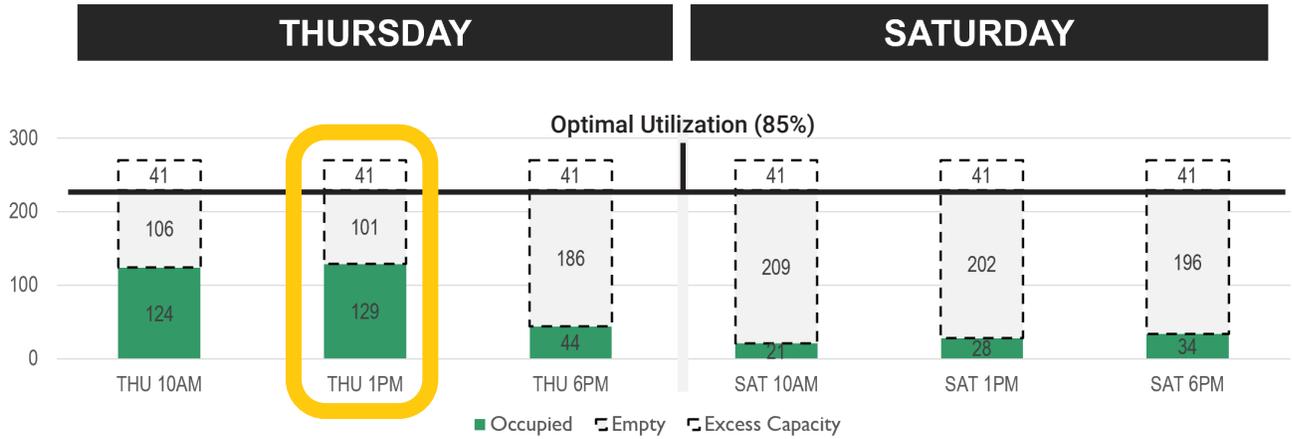
The peak period aligns with typical peak activity of dining and commercial activity on a weekend, as seen in most similar downtowns.

All Private Lots Utilization (1,931 spaces)



The peak period of late morning on a weekday aligns with typical opening times of downtown businesses, indicating that these facilities are at least partially being used by employees.

Olive Street Garage Utilization (270 spaces)



The peak period of early afternoon on a weekday may align with typical dining activity of employees, or other visitors coming downtown to conduct errands during their lunch break.



Olive Street Garage during a weekday evening

I.3 PARKING USER EXPERIENCE

Whether a first-time visitor or a long-term resident, parking is often the first point of interaction that any visitor will have when arriving to Downtown Greenfield. It is therefore very important to make a good impression through a positive parking experience to encourage return visits.

Components of the user experience include things such as:

- How easy it is to pay for parking, and the range of payment options available to accommodate the needs of different types of visitors
- How *reliable* payment options are to provide for a seamless visit every time
- The availability and clarity of information about the “rules” of parking and how enforcement works
- The ease of the process for securing a parking permit for areas where they are accepted
- The financial impact of parking in Greenfield (i.e. cost of meters, cost of permits, cost of violations)

The parking user experience is directly related to the options provided through the City’s management of the overall system. While there are often limits in capacity of municipal staffing and budgets, being proactive and responsive to changes in visitor preferences and changes in technology can ensure a more consistently positive association with parking in Greenfield.

This study investigated how parking is managed and how a visitor experiences parking to better understand opportunities for improving efficiencies in the system and meeting the needs of its many different users.

Parking Meters

PAYMENT OPTIONS

- Meters accept coins
- Meters can also be paid using the Passport Parking App. Drivers enter a unique parking zone number that is identified on a posted sign near their space. They are then able to select a time period to park, pay with a debit or credit card, and to understand any maximum time limits relevant to their zone

FUNCTIONALITY

- All metered spaces have “electro-mechanical” meters
- Currently, one meter head per space is installed
- Current meters do not include the number of minutes in violation, if surpassed
- Parking sessions do not reset upon turnover
- The Passport app requires ownership of a smartphone, downloading the app, and setting up a personal (free) account

Parking Kiosks

PAYMENT OPTIONS

- Kiosks accept both cash and credit cards

FUNCTIONALITY

- Kiosks provide a pay-and-display ticket to be placed on the vehicle’s dashboard
- Kiosks are located in several public parking facilities including Olive Street Garage



Entrance to the Olive Street Garage



Typical sign indicating a Passport zone in Greenfield

Please fill out the required information for the permit

Please review all of the permit information to ensure that you are applying for the correct one. For any questions regarding permits and how they are purchased, please contact us.

| Permit Information | |
|--------------------|---|
| Type | Olive Street Parking Garage - Monthly |
| Zone | Olive Street Parking Garage |
| Cycle | Monthly |
| Valid From | 07/01/2023 thru 07/31/2023 |
| Price | \$35.00 |
| Availability | Available (26 available out of 125 total) |

| Vehicle Information | |
|--------------------------|--|
| License Plate State | Massachusetts |
| License Plate Number (?) | 10 CHARACTERS OR LESS, ONLY LETTERS AND NUMBERS DON'T INCLUDE ANY SPECIAL CHARACTERS OR SPACES ENTER YOUR LICENSE PLATE EXACTLY AS IT READS ON YOUR PHYSICAL PLATE |
| Make | Select a make |
| Model | Select a model |
| Color | Select a color |

[Add Vehicle](#)

Screenshot of form required to be completed to purchase a Greenfield parking permit

Parking Permits

SUPPLY

- General Permits- No limit identified
- Resident Permits- No limit identified
- Olive Street Garage Permits- 125 (paid)

ELIGIBILITY

- General permit- Anyone can purchase for designated off-street permit facilities
 - Employers are able to purchase permits on behalf of their employees
 - Employees can purchase their own permits individually
- Resident permit- Downtown residents can purchase for designated on-street residential permit areas
- Olive Street Garage permit- Anyone can purchase

PURCHASING/RENEWALS

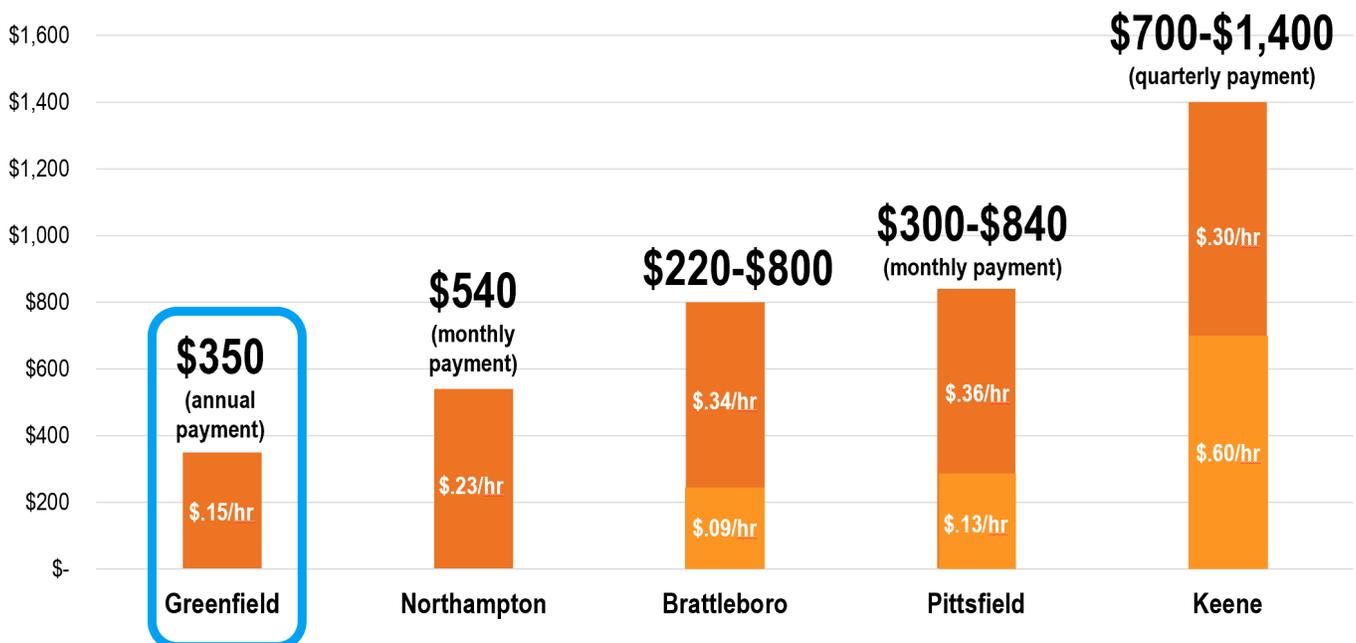
- General or Residential annual permit cost is \$350
 - Purchased annually (even if only used for a portion of the year)
 - Re-application required every year (January 1)

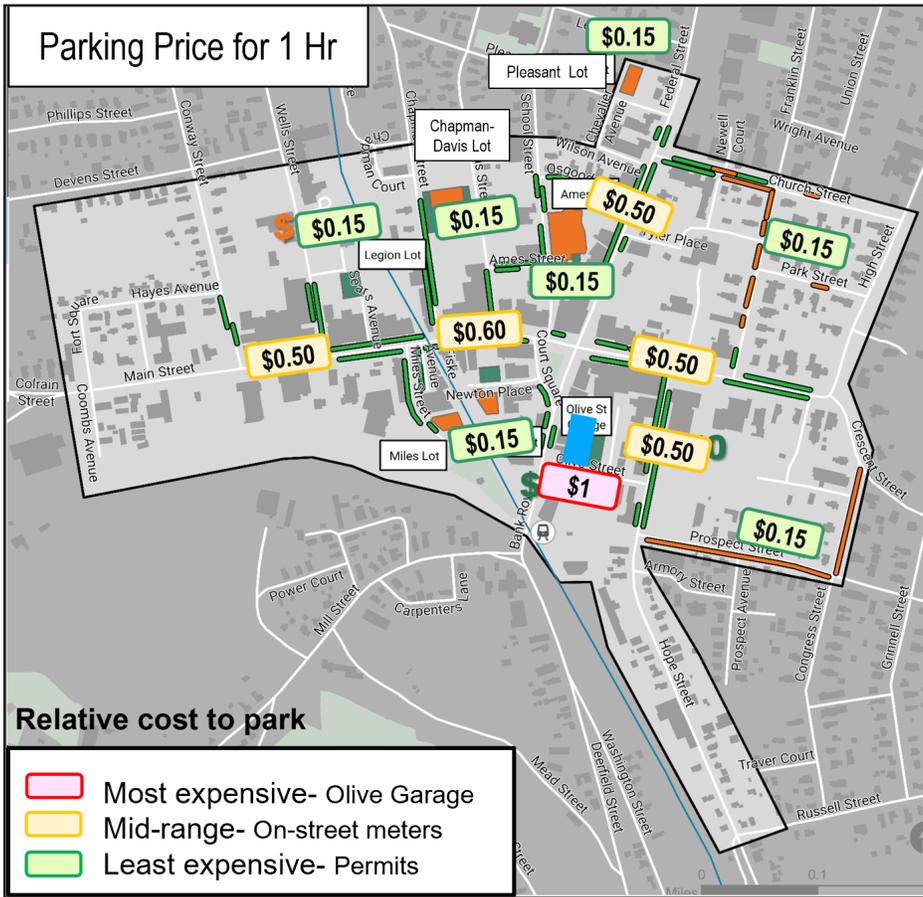
- Olive Street Garage monthly permit cost is \$35
 - Sticker is valid for only the month listed, and is not a 31-day permit
- All permits can be paid by cash or check, in-person or through the online purchase system by setting up a free account (employers can also pay online but must request a unique URL through the City to do so)
 - Automatic renewal options are available through the online purchase system
- All permits must be picked up in-person at the Treasurer’s Collector’s Office

DISPLAY/PRACTICE

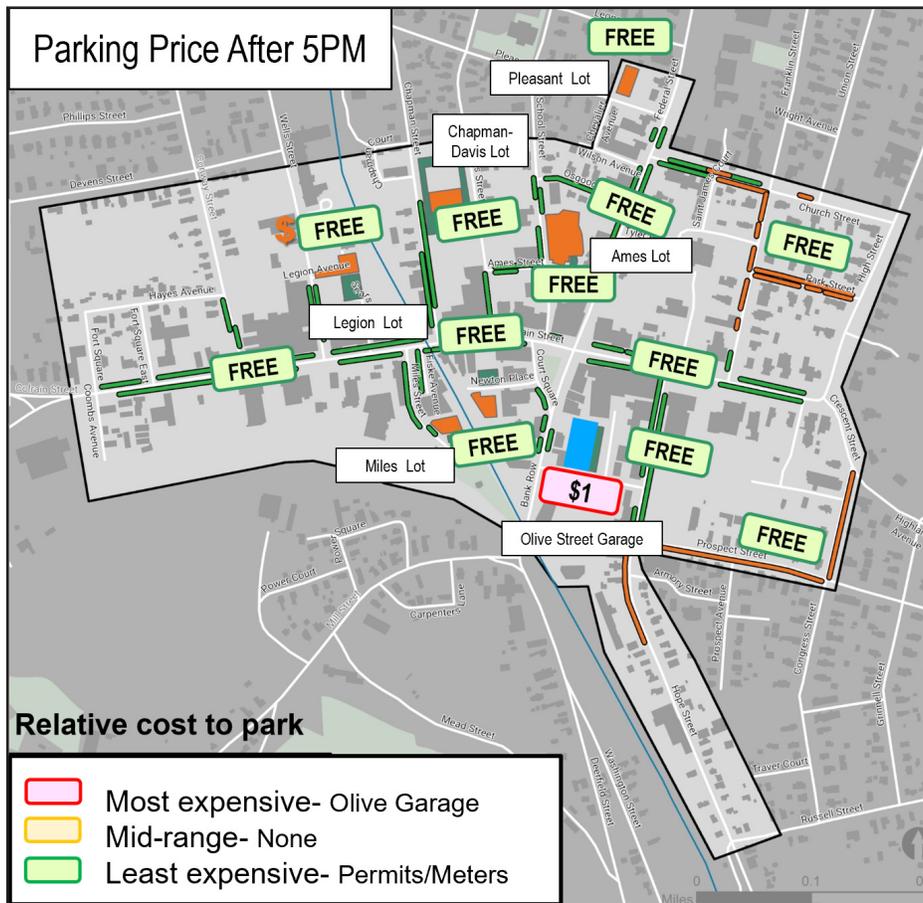
- Physical permit, displayed on either the rearview mirror or the dashboard
- Each permit is associated with a license plate
- Permits are transferable but require the new vehicle to be updated in the account

Annual Permit Costs in Greenfield Compared to Similar Communities





The map to the left demonstrates the relative cost of parking for **one-hour** in comparison between three parking options- Olive Street Garage, on-street meters, and permits. During the day, the Olive Street Garage is the most expensive place to park, so would not incentivize parkers looking for a space in busier areas to park there instead. If the annual cost of permits was broken down to an hourly cost, this demonstrates that permit-holders are rewarded with a significantly lower parking price than other options.



This map demonstrates the relative cost of parking for one-hour **after 5PM** in comparison between three parking options- Olive Street Garage, on-street meters, and permits. In the evening, the Olive Street Garage is the most expensive place to park, so would not incentivize parkers looking for a space in busier areas to park there instead.

Sell Rate and Revenue

More spaces are available than permits sold and sales seen prior to the pandemic have not sustained

- Utilization indicates that not everyone uses permits every day
- Permit sales varied widely from year to year but have generally maintained significantly low since 2019. Annual revenue from permits in 2022 was approximately \$74,000

Meter revenue has not returned to pre-pandemic levels

- Meter revenue from 2022 was approximately \$45,000, only about 16% of the meter revenue which had been generated in 2020

The highly-fluctuating sales in recent years does not point to a clear trend, but permit revenue was about 64% more than meter revenue in 2022.

Enforcement/Tickets

STAFF

- Enforcement is conducted by parking enforcement officers with the Greenfield Police Department

ENFORCEMENT PERIOD

- Enforcement is conducted between 8AM-5PM Monday through Friday, excluding Massachusetts legal holidays

PRACTICE

- The number of violations/tickets that are issued daily varies greatly
- Turnover and utilization is not currently tracked with the current enforcement system

VIOLATIONS

- The most expensive violation is for parking in handicapped spaces
- The most frequent violations are overwhelmingly related to staying over time and/or violating meters
- Permit violations are not specifically tracked/defined within all violation types



User Experience Key Takeaways

PRICING

- Annual permit purchase is not a realistic option for part-time workers, or others with infrequent work schedules/ arrangements
- Multiple payment options provides flexibility for visitors
- Relatively lower price of on-street meters doesn't incentivize parkers to utilize off-street facilities, and similar pricing structure for all on-street spaces means visitors will always target the spaces nearest their destinations (creating higher demand in some areas) instead of parking slightly farther away and walking

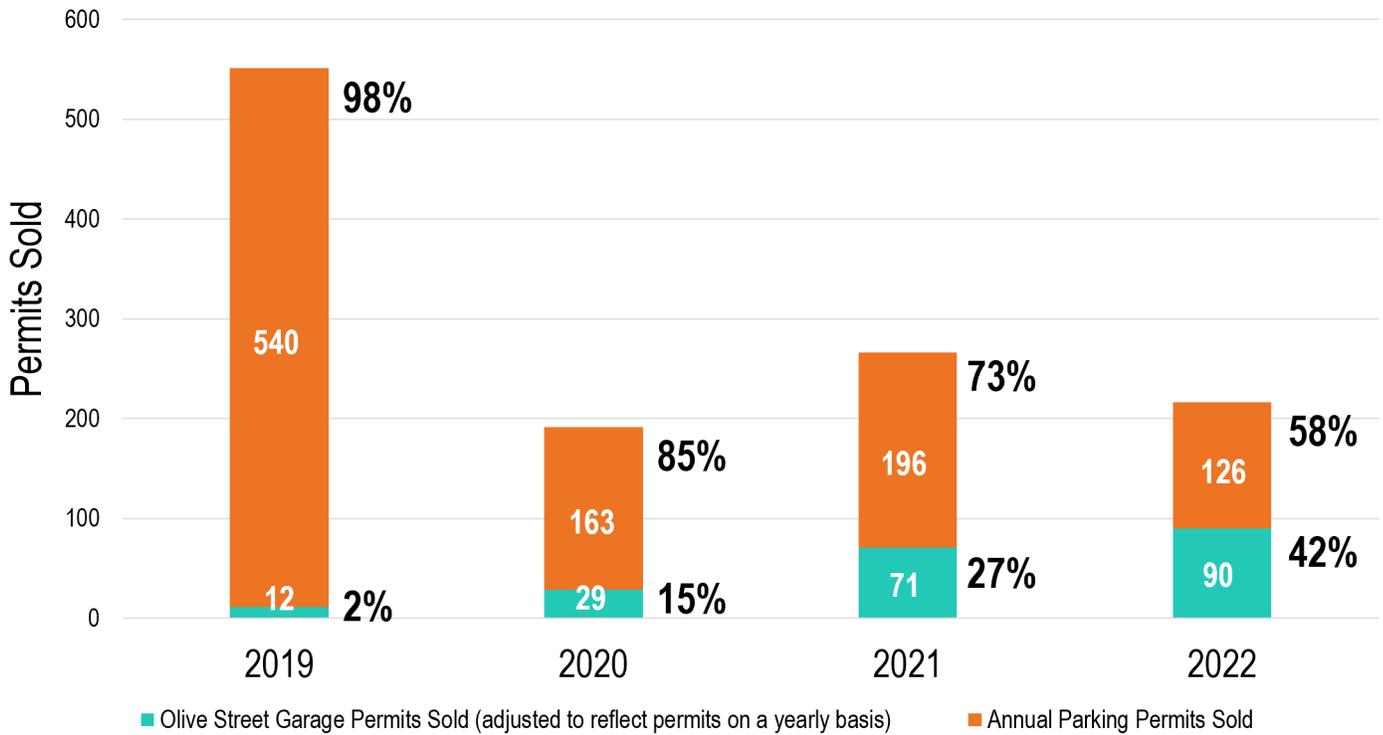
TIME LIMITS

- Most on-street spaces have a 2-hour maximum limit, which discourages people from spending more time downtown
- However, longer-term parking options are limited and not identified on wayfinding signage

ENFORCEMENT

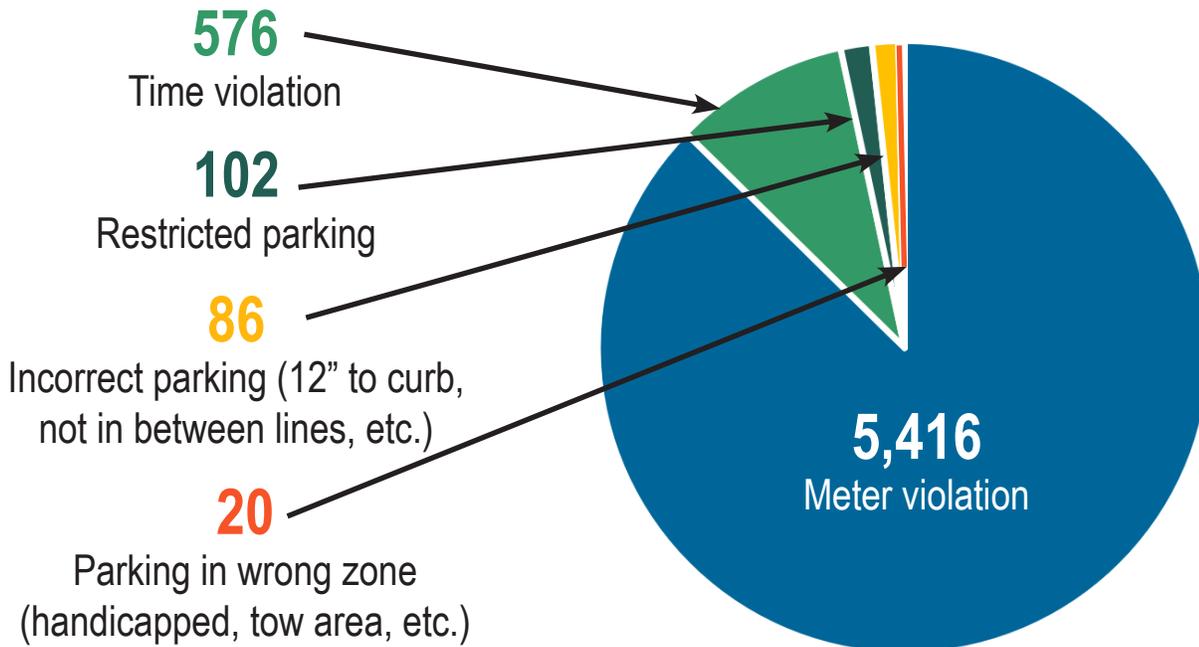
- Enforcement currently limited to daytime
- Meter violations are the most frequently occurring parking violations
- Tickets can be paid online
- Span of enforcement does not match hours of 'parking crunch' in the core area (after 6pm)

Greenfield Annual Parking Permits Sold in Comparison To Olive Street Garage Permits



Annual permit sales have remained consistently low since their decline after 2019. In comparison, Olive Street Garage permits sold have gradually increased every year since the facility opened.

Downtown Greenfield Parking Violations (2022)



87% of all parking violations in Greenfield are related to meter violations.

I.4 ZONING ANALYSIS

Parking Requirements

Greenfield’s Zoning Ordinance parking requirements are relatively high compared to national standards (see table below), although these uses are limited or do not occur in the Central Commercial (CC) District where the parking study boundary is concentrated. However, the code does provide some flexibility to minimize parking requirements, which supports prioritizing the optimal use of the City’s existing parking supply. Notably, there are no minimum parking requirements to be met in the CC District, and mixed uses are exempt from providing off-street parking for residential uses.

Other flexible guidelines in the ordinance also support the approach of preventing the development of additional parking supply, such as-

- *The required number of spaces may be reduced on special permit by the Board of Appeals if it finds that fewer spaces meet all parking needs. Such cases might include but are not limited to:*
 - (a) *Use of a common parking lot for separate uses having peak demands occurring at different times;*
 - (b) *Age or other characteristics of occupants which reduce their auto usage;*

- (c) *Peculiarities of the use which make usual measures of demand invalid;*
- (d) *Proximity to and availability of municipal parking facilities providing overnight parking.*

- *Shared off-street parking areas for two (2) or more structures or uses may be permitted provided that the total number of spaces for each use computed separately is provided.*

With particular consideration of the data results from this study, the City should feel comfortable with maintaining a progressive zoning approach that supports optimizing the use of existing parking.

★ Zoning Key Takeaways

- Requirements are relatively high for uses beyond downtown
- Flexible standards are generally providing opportunities to reduce the need for additional supply downtown

Greenfield Zoning Requirements in Comparison to Best Practice National Standards

| Land Use | Greenfield Requirement (Oct 2021) | Best Practice (ITE Trip Generation Manual) | Comparison |
|-----------------------|---|--|--------------------|
| Residential | 1 space per unit | 1.15 spaces per unit ¹ | 13% Lower |
| Office | 3.33 spaces/1000sf (buildings up to 50ksf plus 1.67 spaces/add'l 1000sf) | 2.5 spaces/1000sf | 32% Higher |
| Medical Office | 5 spaces per practitioner (1 space per practitioner, 4 patient spaces per practitioner, and 1 space per employee on largest shift) | 1.2 spaces per physician | 416% Higher |
| Retail | 2.5 spaces/1000sf | 1.95 spaces/1000sf | 28% Higher |
| Restaurant | 1 space per 3 seats (plus 1 per employee on largest shift) | 0.6 spaces per 3 seats | 40% Higher |

¹ Assumes 2 spaces per bedroom unit

I.5 MULTIMODAL ANALYSIS

Multimodal Overview

Parking is one component of the overall transportation system, and the quality of the multimodal environment impacts parking demand. A multimodal environment that emphasizes car travel will encourage parking demand. In addition, poor walking connections from parking facilities to the core can dissuade people from using the entire system as certain facilities feel much farther away than they actually are. With these patterns in mind, this study assessed the multimodal environment for its potential impact on parking demand.

The existing transportation network in Greenfield is car-centric but there is some infrastructure in place to support other travel modes.

PEDESTRIAN SAFETY/ ACCESSIBILITY

Sidewalks are complete and in generally good condition, however some areas and crosswalks need improvement to increase safety and comfort.

Crosswalks can be shortened in some areas, or added in others to help calm traffic, and improve the ease of pedestrians traveling to/from parking (see following page).

TRANSIT

Downtown Greenfield is currently served by several fixed, local routes through the Franklin Regional Transit Authority (FRTA). These routes bring people to and from Downtown, connecting through the John W. Olver Transit Center. The Transit Center also hosts services for inter-city buses, and a few Amtrak lines with daily services.

The central location of the center provides a comfortable walking distance to downtown Greenfield's commercial core and key destinations, and can provide other travel options to visitors that aid in reducing downtown parking demand.

ELECTRIC VEHICLES

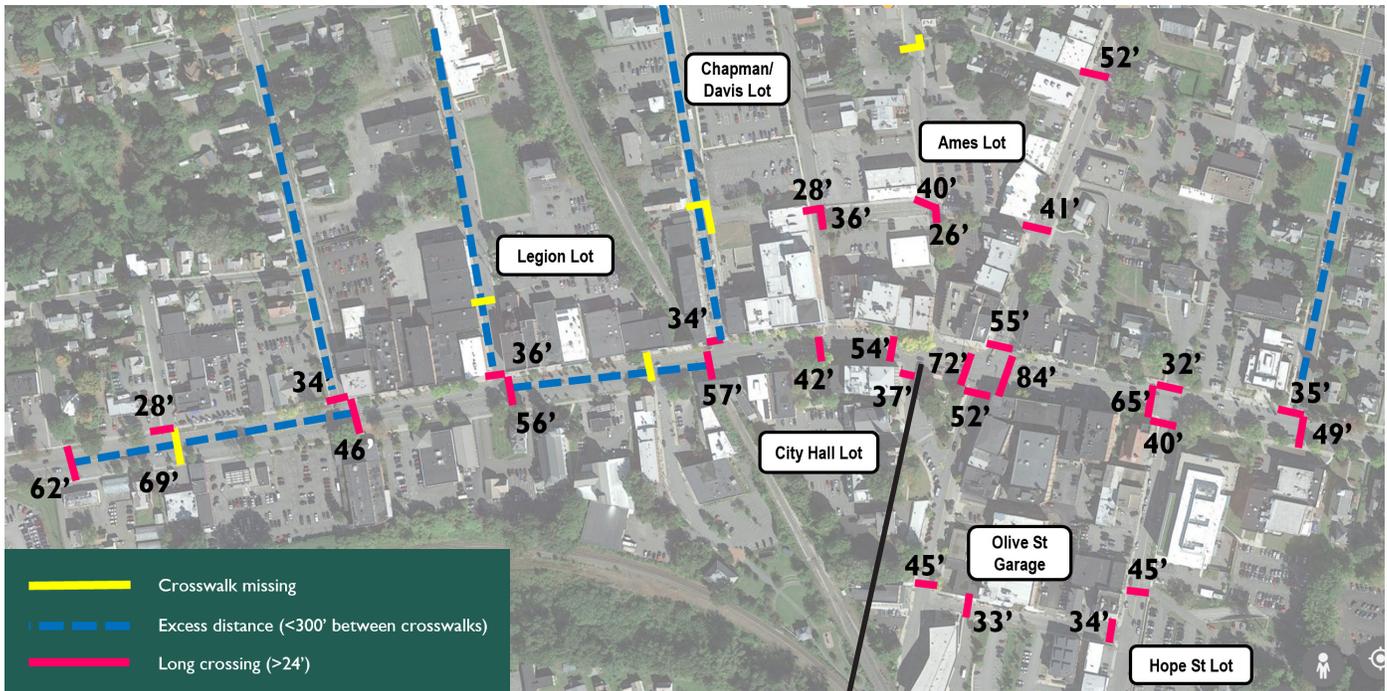
Electric vehicle sales and demand are continually increasing both across the US and throughout Massachusetts. The desire for public EV charging infrastructure to support these vehicles will also continue to increase, particularly in downtown areas.

There are several options for EV parking and charging at key destinations in the center of Downtown Greenfield. This support for new technology should continue to be integrated in parking planning in the future.



Electric vehicle charging station at the Chapman-Davis Lot (Source: City of Greenfield)

Analysis of Greenfield's Pedestrian Access Infrastructure in Relation to Public Parking



Example of a longer pedestrian crossing across Main Street in downtown Greenfield

BICYCLES

- Currently, there are no bike lanes or sharrow markings to support the safety of bike riders
- Bike racks are present in some areas along Main Street but may not be concentrated near higher-volume destinations, and signage to bike parking is lacking
- Signage directing to bike parking or to nearby trails is lacking

OTHER AMENITIES

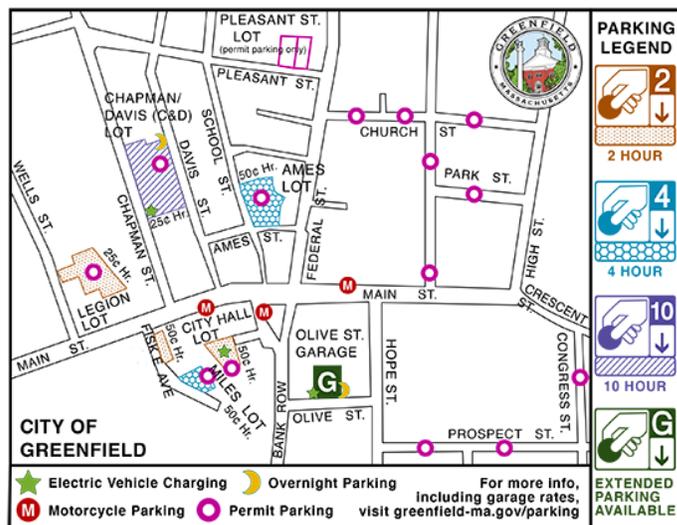
- The presence of consistent streetscaping, trees, historic lighting, and some seating options, particularly in Court Square, improves the experience of pedestrians and creates a welcoming downtown atmosphere

Parking Wayfinding and Parking Information Overview

How parking information is communicated is just as important as the existence of parking itself, in many cases of small towns and cities. As the project team conducted analysis in Greenfield, the importance of clear and consistent wayfinding signage and parking information was raised.

Downtown Greenfield currently features some parking wayfinding signs, particularly along Main Street. Although they are in a distinct color and generally highly visible, an increase in the frequency of signage, their positioning, and additional information on the signs may be beneficial to help parkers 1) be aware that off-street facilities exist, and 2) understand which facility meets their needs (i.e., hours of operation, long- or short-term).

Parking information that is available online is also important to help first-time or less-familiar visitors plan their visit ahead of time and understand where parking is located in relation to intended destinations, and parking costs. The current parking map on the City's website provides a good overview of the general types of parking available and their general locations, however is confusing to read and is inconsistent with color systems or symbology of actual signage. In addition, a limited area is featured, instead of the broader downtown (particularly lacking the location of the transit center).



City website parking map

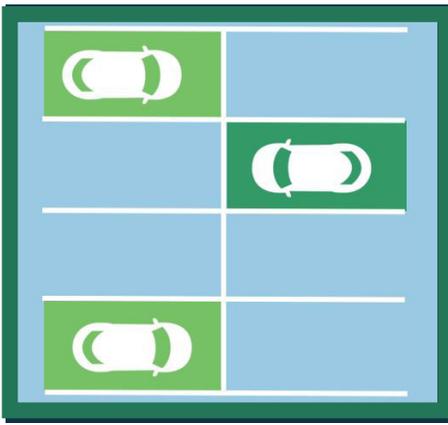


Examples of a parking wayfinding sign in Greenfield

★ Multimodal Key Takeaways

- Connectivity to/from public parking can be significantly enhanced to increase the utilization of public facilities, and to create a more walkable downtown
- Several pedestrian amenities are generally present throughout Greenfield but are lacking in some areas, which contributes to a sense of inconsistency
- Larger, more centralized bike rack areas are needed to attract bicyclists to visit key destinations where parking is in higher demand

2



Public Outreach

Public outreach was conducted at the beginning and end of the study to better understand community parking goals, how parking functions or concerns about the system, and whether there was general consensus for the draft recommendations prepared as part of this study. Both meetings were held both in-person, and were broadly advertised to reach as many residents, employees, business owners, or visitors, as possible. The feedback collected from all outreach efforts helped to provide insight on Greenfield's parking system and ultimately inform the final project recommendations.

COMMUNITY MEETINGS

A community workshop was held on January 31, 2023, and focused on **citywide parking issues, the study goals, and project schedule**. The second meeting, hosted on June 12, 2023, shared **preliminary project recommendations and highlighted key findings** from the parking data collection and other analysis relating to parking management and demand. Both meetings were intended for a general audience, though key stakeholders were also invited.

Both meetings included an introductory presentation, with other data and information from the parking study displayed in an open house style format that allowed attendees to take time to interact. A period of time was allocated for attendees to ask questions at the end of each meeting. Both meetings were conducted in English, as well as the flyers and meeting materials. Key takeaways from these meetings are noted on page 41.



Attendees at the January public workshop



June public presentation



Attendees at the January public workshop



June public presentation

Public Comment Summary

Attendees of the public workshop provided valuable input, identifying both concerns and issues about the parking system and transportation network, as well as general potential solutions or improvements they would desire to see. Some of the comments have been included below-



PARKING CONCERNS

“Parking lots are **underutilized**”

“Lack of **crosswalks**”

“People don’t like parallel parking but need to keep for **safety of bicyclists**”

“Areas are **not well lit**”

“Too many parking lots downtown make **downtown feel unlively**”

“**Cars speed** on Main Street”

“**Angled parking is dangerous** to back out”

“**Accessibility issues** getting from garage parking to theater because of a steep incline”



PARKING OPPORTUNITIES

“**Improve signage** to parking lots”

“Switch angled parking to **parallel**”

“**Add crosswalks** in front of Olive Street Garage and old Wilson’s building”

“Need more **bike parking**”

“Allow more **outdoor dining** opportunities”

“**Educate seniors** on how to use the mobile app for parking”

“Allow for **15-20 minute spaces** for pick-ups”

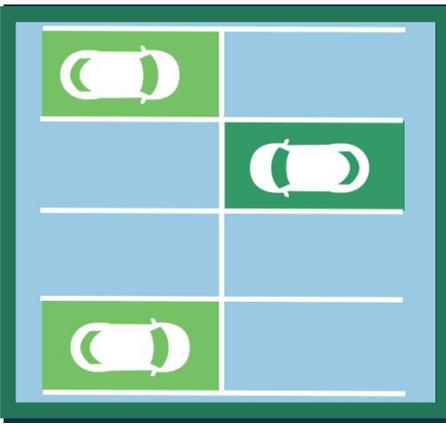


A sample of comments collected during the January public workshop

★ Community Outreach Key Takeaways

- Parking is perceived as being underutilized (prior to being shown the data that confirmed this perception)
- There is desire to see more inclusion in the parking and transportation networks to accommodate people with different needs (e.g., bicyclists, those with mobility challenges)
- Education is important for ensuring broader utilization of parking payment options (i.e., Passport app)
- Amenities that contribute to a sense of safety and vitality can be enhanced both in parking and in the public realm
- Pedestrian safety should be enhanced
- More types of parking for specific users should be integrated (e.g., short-term)
- Maintaining angled parking on Main Street is not a priority
- Parking wayfinding can be improved

3



Recommendations

Historic communities such as Greenfield were not built around the car but became car-centric over time as travel patterns and policies changed. Fortunately, Greenfield has taken proactive efforts in limiting the growth of its off-street parking supply, and has been forward-thinking in considering that some parking assets which are underutilized may better serve the needs of Greenfield and contribute to the community as a different use.

Like most historic downtowns, Greenfield's parking system has evolved over time in a somewhat ad hoc way. This has resulted in a disjointed and, at times, confusing system that may not entirely serve the needs of specific, different users. As consumer spending is rebounding following the worst of the COVID-19 pandemic, and new types of development or redevelopment continue to increase the vitality of downtown, Greenfield the time is right for a more coordinated approach to the parking system and how it can best support community goals over the coming years.

The following recommendations will help create a parking system that better meets Greenfield's goals while building in additional flexibility for the system to adapt as travel patterns continue to change and evolve.

PARKING STUDY GOALS



1. Document existing parking supply and daily demand



2. Improve parking management system for residents, employees, customers, and visitors



3. Identify communication and wayfinding strategies to improve public awareness of parking availability and regulations



4. Identify and recommend parking supply efficiencies/opportunities to unlock parking in areas of higher demand



5. Develop flexible parking standards to complement and build on recent revisions



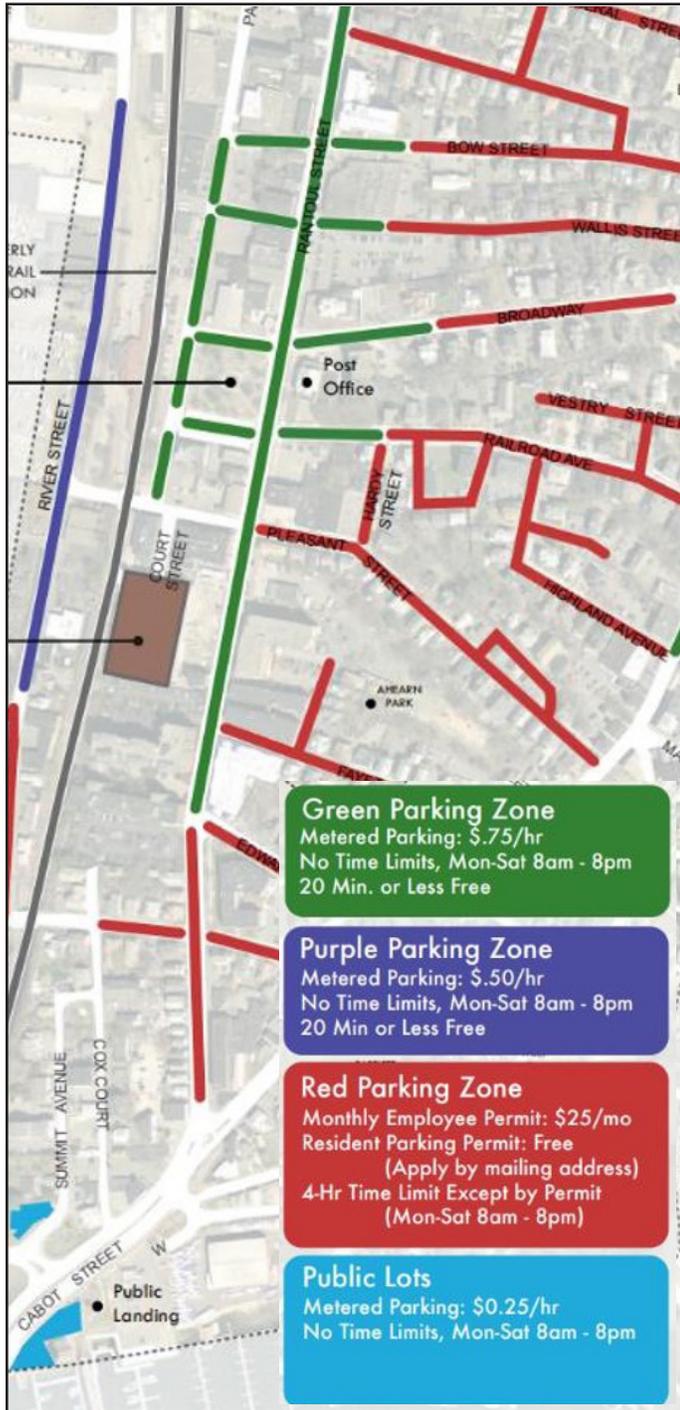
6. Evaluate the impact of the Wilson's building development on parking availability in Downtown



7. Consider long term uses for the Hope Street Parking Lot following construction completion

1

Implement a tiered pricing approach



Case Study: Beverly, MA

Description: The most expensive spaces for visitors are the on-street spaces which are most convenient and in demand

WHAT IS RECOMMENDED

A performance-based pricing structure follows best practice in many communities across the country in better managing systemwide demand for user-friendliness. It involves tiered pricing adjusted on a periodic basis in response to demand, helping to ensure some amount of availability is always present. Many motorists will be sensitive to pricing and happy to seek a cheaper, more remote alternative, which creates availability for others—particularly those seeking a shorter stay. In a performance-based system, some parking will remain inexpensive or even free as compared to peer communities, while other spaces will increase in price depending on the time of day. Operating spans are also adjusted to match demand, such as extending paid parking hours into the evening when dinnertime parking demand increases.

By pricing parking around a performance target—typically 85% occupied, drivers can understand that a space will be available where they need it or choose to pay less by parking further away.

WHY IT IS RECOMMENDED

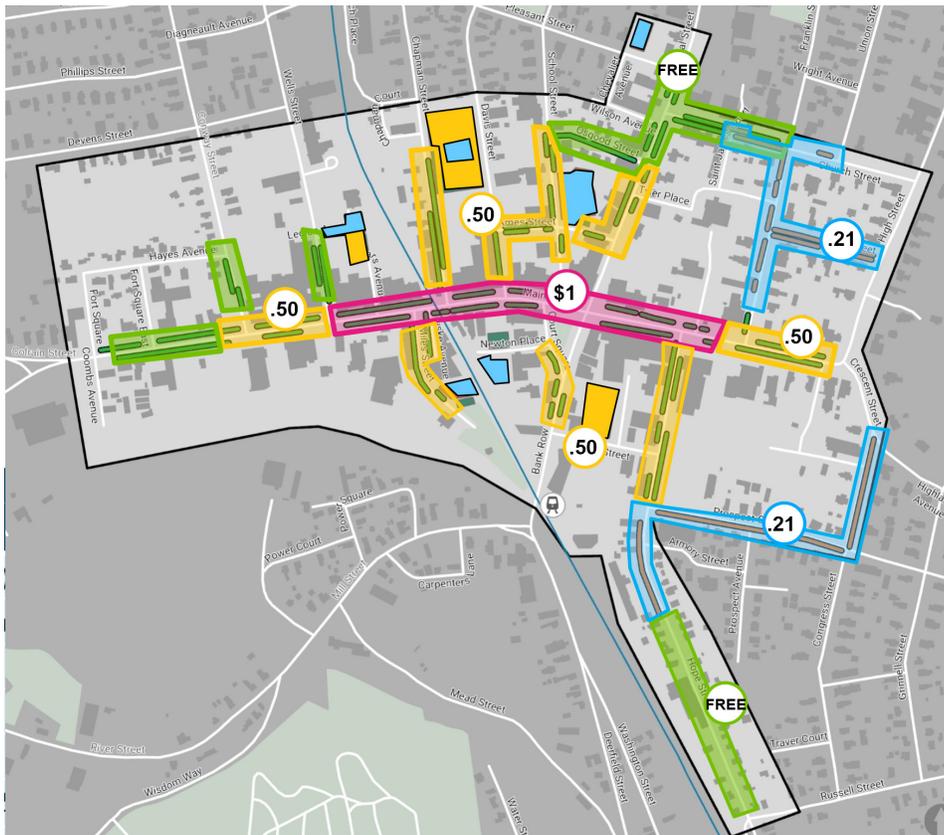
A key challenge faced with parking operations in Greenfield today is managing system demand during peak periods in a small number of localized areas (generally, the ‘core’). The current meter pricing and operating span has led to a parking crunch in a limited number of specific areas at specific times, while other spaces remain underutilized. In addition, spaces are ‘claimed’ in these prime areas early in the evening when they become free with no time limits, while there is no incentive to use off-street spaces a little farther away, including the Olive Street Garage, which is a valuable but underutilized public parking asset for the City.

HOW IT WOULD WORK

In order to make parking price responsive to true demand and maintain a reliable level of parking availability, the City should establish a tiered pricing structure, as demonstrated below. This approach involves increasing prices where parking demand is higher (i.e., along the core area of Main Street), decreasing parking prices where demand is lower (i.e., beyond the core), adjusting permit pricing (See Rec. #2), and allowing free parking in areas that are towards the farther edges of the

Downtown. This also includes adjusting the span of paid parking beyond 5pm when it is higher in demand and starting later in the morning based on actual demand (the City may want to conduct utilization at 8AM at a future time to confirm demand). In addition, time limits should be removed, to encourage people to spend as much time downtown as they wish. This recommendation requires coordination with Passport to ensure the app accurately reflects the pricing of various zones.

Downtown Greenfield- Recommended Parking Price Structure



| Existing Price Structure | Recommended Price Structure | Current Span & Limit | Rec. Span & Limit |
|---|---|------------------------|--------------------------|
| \$0.50-\$0.75/hr (All meters) | ● \$1 (Main Street core meters) | 8a-5p; Limit Varies | 10a-8p No time limits |
| | ● \$0.50 (Beyond Main St core meters) | | |
| | ● FREE (Remote areas) | | |
| \$0.25-\$0.75/hr (Public Lots) | ● \$0.50 (Public Lots/ Garages) | 8a-5p; 2-10 hrs | |
| Free 1 st hr, then \$1/hr 8-5, M-F | ● \$0.50 (Olive St Garage) | 24 hrs; 4 hrs | |
| \$0.15/hr (Permits @ \$350/yr) | ● \$0.21 (Permits, \$500/yr or \$42/mo) | 8a-5p; 9 hrs | |
| \$0.50-\$0.75/hr. (Hope, Osgood) | ● FREE (Hope St, Osgood) | None; 4 hrs | |

2

Increase permit costs + payment options



Empty permit spaces in the Miles Lot in Greenfield

WHAT IS RECOMMENDED

Reconsider the pricing of parking permits and the periods that they can be purchased for, with consideration of the types of users that would most likely utilize them (e.g., residents, employees with flexible work schedules, etc.). Providing options for permit purchase increases the flexibility and improved user experience of the parking system. It also provides the City with insight into demand for permits at a more specific level (e.g., twice as many permits sold during the holiday season) to help better plan and shift the approach of permit parking in the future, if needed.

The price of permits should also be adjusted to better correlate with the cost of other types of parking in the system.

WHY IT IS RECOMMENDED

Greenfield's parking permit system requires users to purchase permits annually, regardless of how many days/weeks/months the permit holder actually intends to use the permit. However, the relative price of parking per hour with a permit is significantly cheaper than all other types of paid parking available, which de-values the parking- rewarding the smaller population of people where purchase of an annual permit is applicable and financially feasible, and indirectly penalizing those who are open to using other facilities. The current annual permit price is lower than those found in other peer cities.

In addition, many permit spaces throughout Greenfield are consistently underutilized, and the number of permits sold annually has remained significantly lower since 2019.

HOW IT WOULD WORK

Permit prices and the frequency they are able to be purchased should be adjusted as reflected in the table below. This recommendation would require future monitoring to better understand when and where true demand for permits is taking place to inform potential adjustments, as needed.

Proposed Permit Price

| Existing Annual Price | Existing Purchase Frequency | Proposed Annual Price | Proposed Purchase Frequency |
|-----------------------|-----------------------------|-----------------------|-----------------------------|
| \$350 | Yearly | \$500 | Monthly (\$42/month) |

Proposed Permit Price in Relation to Peer Communities

| Community | Annual Price | Hourly Cost | Purchase Frequency |
|-----------------|---------------|---------------|-------------------------|
| Greenfield | \$500 | \$0.21 | Monthly (\$42) |
| Northampton | \$540 | \$0.23 | Monthly (\$45) |
| Pittsfield | \$300-\$840 | \$0.13-\$0.36 | Monthly (\$25-\$70) |
| Keene, NH | \$700-\$1,400 | \$0.30-\$0.60 | Quarterly (\$175-\$350) |
| Brattleboro, VT | \$220-\$800 | \$0.09-\$0.34 | Yearly |

3

Improve clarity and consistency of parking information



Case Study: McKinney, Texas

WHAT IS RECOMMENDED

It is important that public information about parking in Downtown Greenfield is clear and consistent enough to remove confusion about where parking is available and how the parking system works. This includes information on websites, apps, maps, wayfinding signage, and language on regulation signage. Essential information should be included on all parking signs, and simplified when possible to reduce the number of signs. Parking information should also feature consistent branding, such as a defined color system, and the incorporation of City branding (e.g., logo, seal)

WHY IT IS RECOMMENDED

Although the City currently has comprehensive parking-related information on its website, the overall City parking map is confusing to read, doesn't capture the entire downtown area, and is inconsistent with how different parking regulations are displayed in the public realm. Additionally, information does not indicate on a map where the different Passport Parking Zones are located or how they are priced.

A number of wayfinding signs have been placed throughout downtown to direct to public parking lots, but the signs lack some information to help parkers with their choice (e.g., paid or unpaid). Consistent, recognizable signage near the entrance of each facility should also include hours of operation.

In addition, some parking regulation signs throughout downtown could benefit from additional information for clarity (e.g., indicating when time restriction is in effect).

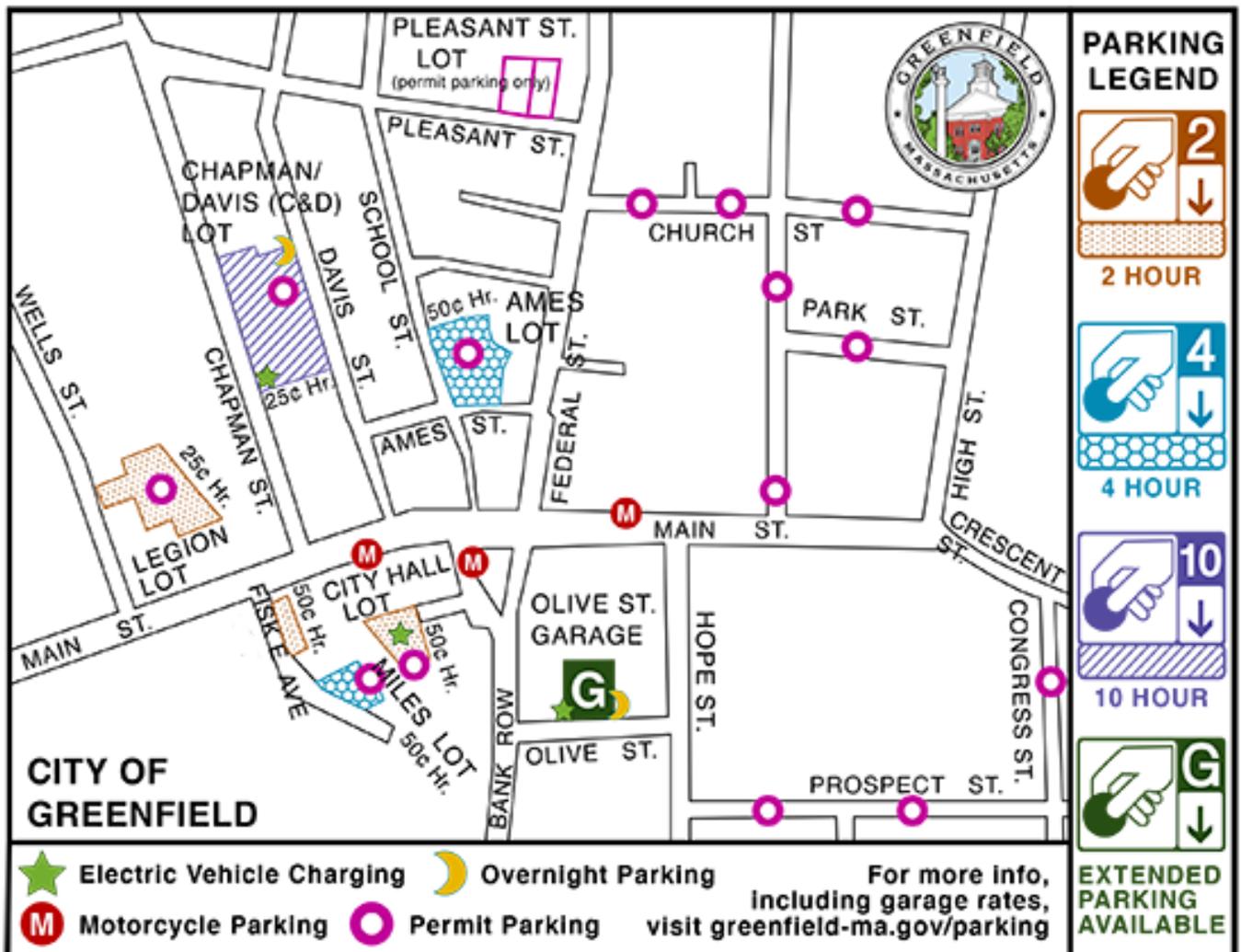
HOW IT WOULD WORK

The City should prioritize updating its overall parking map to accurately reflect where different types of parking are available, using a visual coded system that is reflected in the actual signage used in the public realm (e.g., the same blue used on wayfinding signs directing to public parking might be used to indicate public parking lots on the map). The map area should be expanded to include the entire downtown (i.e. including all public facilities) and should also identify a number of key destinations to help visitors understand where nearby parking is located. A separate map should also be available to indicate the geographic areas of the different Passport App parking zones and their pricing.

The City may consider adding additional information to wayfinding signs (including whether the facility is paid) and to parking lot facility signage (including hours of operation). In addition, regulation signs with unclear language should be updated.

These simple adjustments can be pursued as a short-term, relatively low-cost solution that should incorporate earlier recommendations relating to proposed time limit adjustments, paid parking areas.

Existing Greenfield Parking Map That Requires Updating and Improved Clarity



4

Increase ticket fees

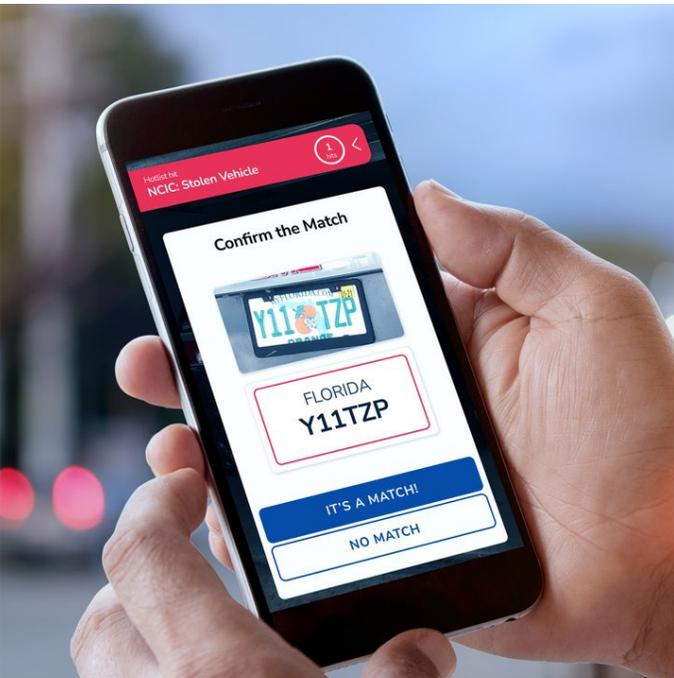


WHAT IS RECOMMENDED

Enforcement is a challenging yet critical part of any parking system as staff are often the front line between customers and the parking system. It is important that they have the right mission, equipment, and staffing.

- Raise ticket fees to disincentivize violations
- Adjust enforcement hours to match the recommended metering time span (10AM - 8PM).
- Consider incorporating License Plate Recognition (LPR) to clearly record violations and simplify tracking.
- Consider a policy where the first ticket is free, and instead a notice is provided that includes parking information or a parking map. This helps encourage first-time visitors in particular to return.

These ideas ensure the parking system is managed and enforced consistently and fairly, with more accurate reporting of violations. that can inform where improvements are needed.



Handheld License Plate Recognition (LPR) devices or LPR apps improve the ease and efficiency of monitoring for enforcement officers.

WHY IT IS RECOMMENDED

Currently, metered parking has a time maximum, and parkers can either add on parking time up to the maximum, or must seek parking elsewhere. Most of Greenfield's parking violations are related to meters (87% in 2022). This high percentage indicates that 1) meter times are being exceeded because more time is needed than expected, 2) that areas for longer-term parking is not clear enough, or 3) that ticket prices are too low to discourage parkers from violating time limits.

HOW IT WOULD WORK

Downtown Greenfield Meter Violations (2022)



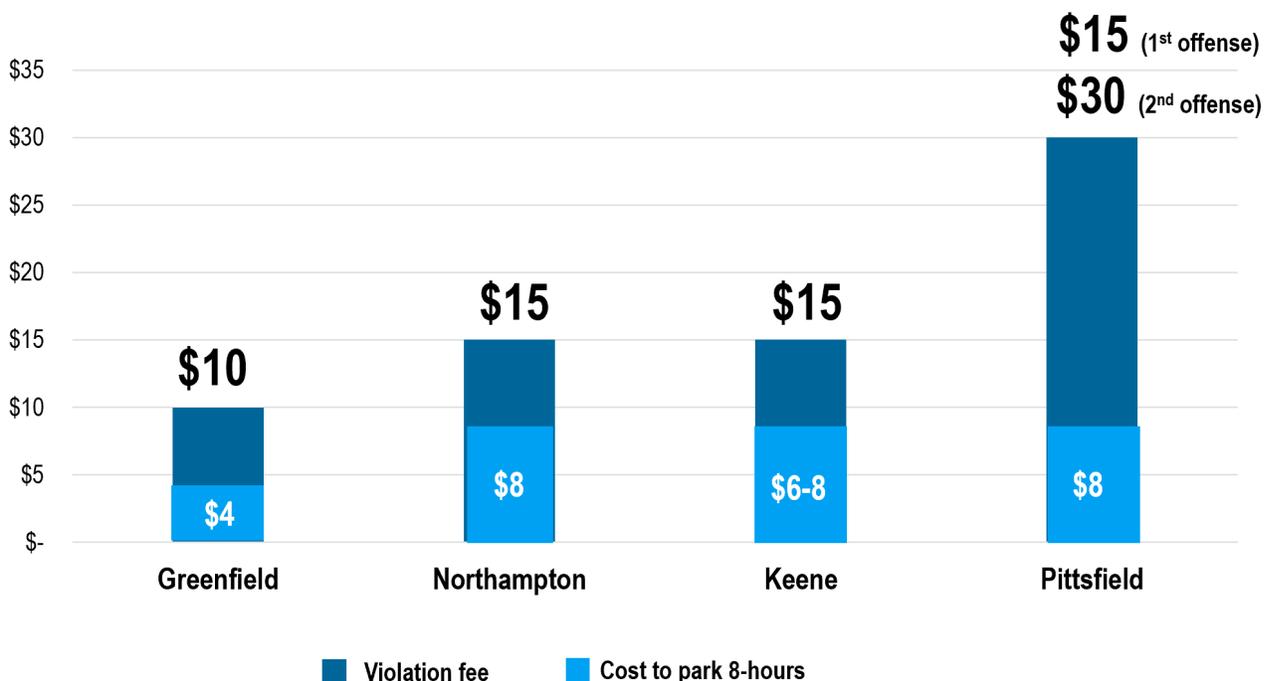
The City should increase parking ticket fees. As a reference point, the chart below demonstrates violation fees seen in other similar communities in relation to the cost of parking for 8 hours.

With the removal of parking time limits and the extension of meter operating times (Rec. #1), enforcement should also be extended, particularly as the highest density of meter violations in the most recent year of 2022 (left) were concentrated in and near the Main Street core area. These violations likely occurred during the peak hours of demand during the evening dining period.

Parking tickets could be re-imagined/ re-designed to include parking maps or other information to educate motorists. A sample is shown to the right.

Violations should be evaluated annually to understand the effectiveness of parking regulations and parking fees.

Parking Violation Fee in Relation to Parking Price for 8 Hours



5

Convert underutilized parking space to public improvements



Re-purposed parking spaces can support many other uses, such as those shown above

WHAT IS RECOMMENDED

Finding opportunities to encourage alternative transportation both reduces parking demand and promotes equity. Safe crosswalks (including to and from parking) and amenities that make walking enjoyable encourage people to walk through and spend more time downtown. Providing consistent and integrated bicycle infrastructure encourages bicyclists of all levels to ride instead of drive. Spaces designated for short-term pick-ups can reduce occupation of nearby prime parking spaces.

Many municipalities have successfully tested converting parking spaces to other amenities, including: **Bicycle lanes; Bicycle parking; Shared bike systems; Pick-Up/Drop-Off Curbside Zones for Uber/Lyft/Food delivery services; Public seating areas; and other uses.** Any of these options require coordination with adjacent business owners and additional public surveys to gauge preferences, posting of new signage, and/or installing materials (e.g., new paint)

WHY IT IS RECOMMENDED

Downtown Greenfield has limited infrastructure supporting biking or other alternative travel modes, and crosswalks could be added or enhanced to increase pedestrian safety. However, there are significant amounts of underutilized parking (particularly along Main Street where pedestrian activity is vital to a strong and vibrant downtown economy).

The City has successfully experimented with periodic closures of Court Square, and positive feedback has demonstrated a general openness to existing on-street parking spaces being potentially used for other purposes that contribute vitality to streets and sidewalks.

HOW IT WOULD WORK

The City should consider how Main Street’s parking could be partially repurposed. The table below demonstrates that, based on the maximum utilization of parking on Main Street at any time, a large number of parking spaces could be removed, with nearby parking within one block of Main Street being able to accommodate any ‘spillover’ demand (approximately 50 vehicles).

The width of Main Street provides some flexibility. The City could convert existing angled parking spaces to parallel parking. This would re-open up space in the right-of-way for amenities such as:

- New and shortened crosswalks to better connect pedestrians to parking and downtown destinations
- Bike infrastructure
- Wider sidewalks
- Landscaped areas
- Other amenity space (e.g., outdoor dining area)
- Pick-up/Drop-off zones

Building from the efforts of the Main Street Revitalization Program, the City should conduct an outreach survey to identify preferences and priorities for the potential available space.

Parking Violation Fee in Relation to Parking Price for 8 Hours

| Maximum # of spaces used on Main Street at any time | On-street availability within 1 block of Main Street (without restriction) | % of Main St cars that could be accommodated within 1 block |
|---|--|---|
| 113 (out of 208) | 50 (out of 129) | 61% |



An area in Cambridge, MA that has repurposed parking spaces for bike lanes, bike parking, and seating.

6

Establish a shared parking district and share facilities



Case Study: Salem, MA
Description: The City's Shared Parking District expands on the idea of looking at parking as shared assets that can benefit different types of owners and users

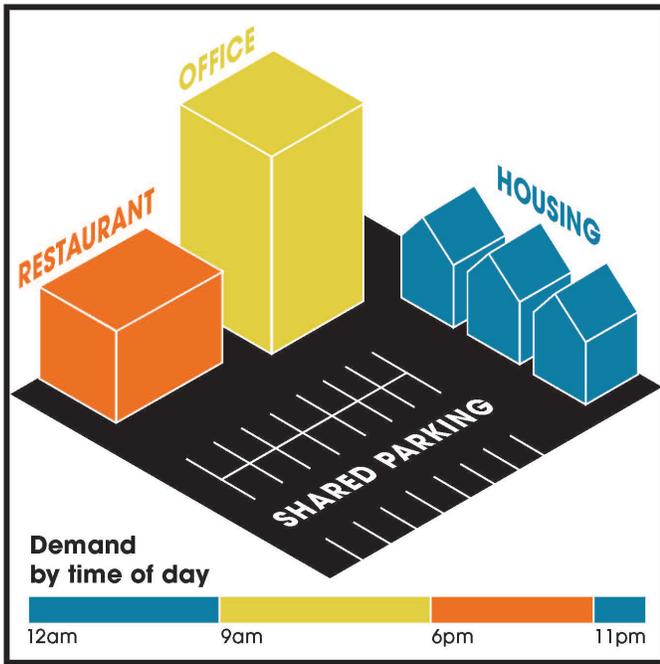
WHAT IS RECOMMENDED

Shared parking requires identifying and filling underutilized parking at times of the day when other kinds of parking, such as metered parking or restricted off-street spaces, are full or do not meet the needs of users. This can include employees desiring longer-term parking when metered parking is time-limited, retail proprietors who desire additional parking for their customers, and residents of Downtown Greenfield for whom sufficient on-site parking is not available. A shared parking district would bring as many public and private parking resources together under one system as possible, helping to better manage availability, costs, and pricing. Parking ownership may still be disparate but the City would take the lead in working with private parking owners to develop a coordinated system with various levels of incentives to participate partially or in full.

WHY IT IS RECOMMENDED

Overall, the Downtown Greenfield parking system has significant availability most of the time. A good portion of that availability is in 'restricted' private spaces. These spaces take up space in Greenfield's commercial core area, but may not be the best use of space if they remain underutilized. Meanwhile, at certain hours and in certain locations, particularly on street, the average user may experience a parking 'crunch' while hundreds of private spaces nearby remain vacant.

HOW IT WOULD WORK

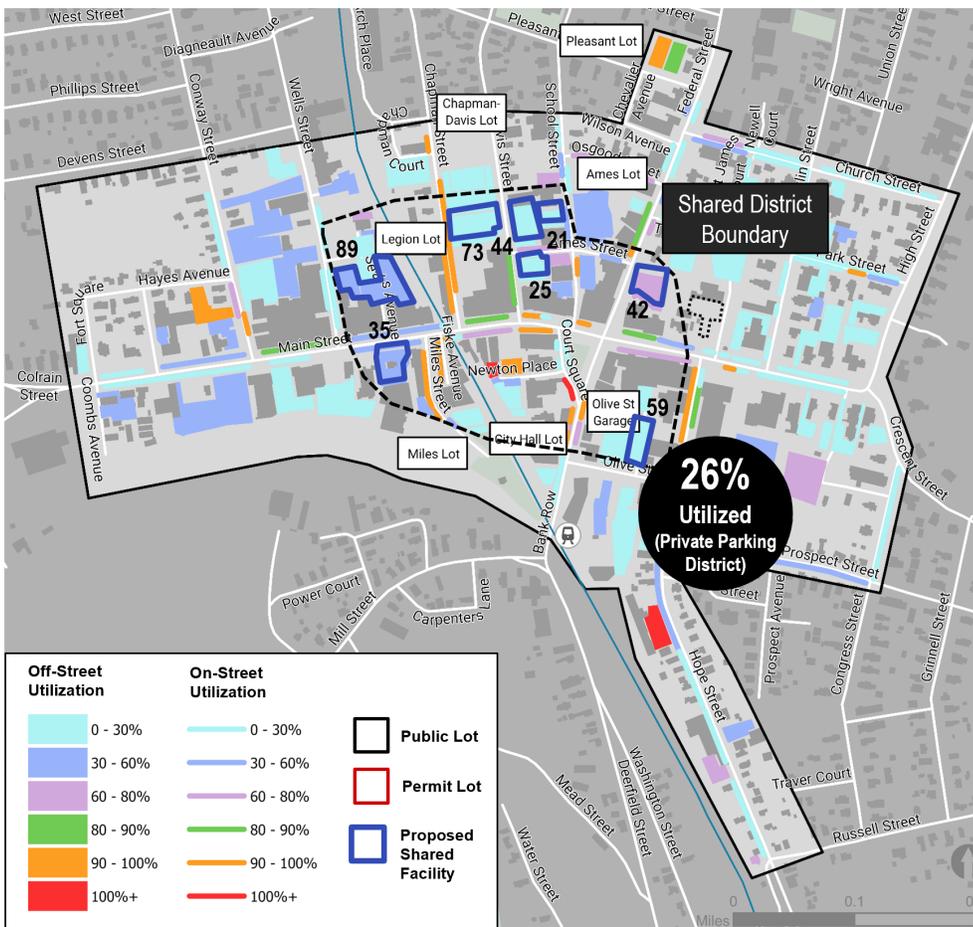


Shared parking is a natural synergy among mixed uses, especially in a downtown. Multiple sharing opportunities exist in Greenfield between daytime office uses and nighttime restaurant uses.

Although discussions with landowners would be the necessary first step, the City could prepare to offer different levels of revenue sharing or in-kind services and improvements for the shared use of private facilities. The City may also support, partial or full operational needs for private landowners, including staffing and equipment. Once operational, parking areas should be branded and with signage provided to note the regulation (visitor parking, reserved parking, etc.).

The map below demonstrates an example of a potential boundary, but this should be defined and approved by the Planning Board.

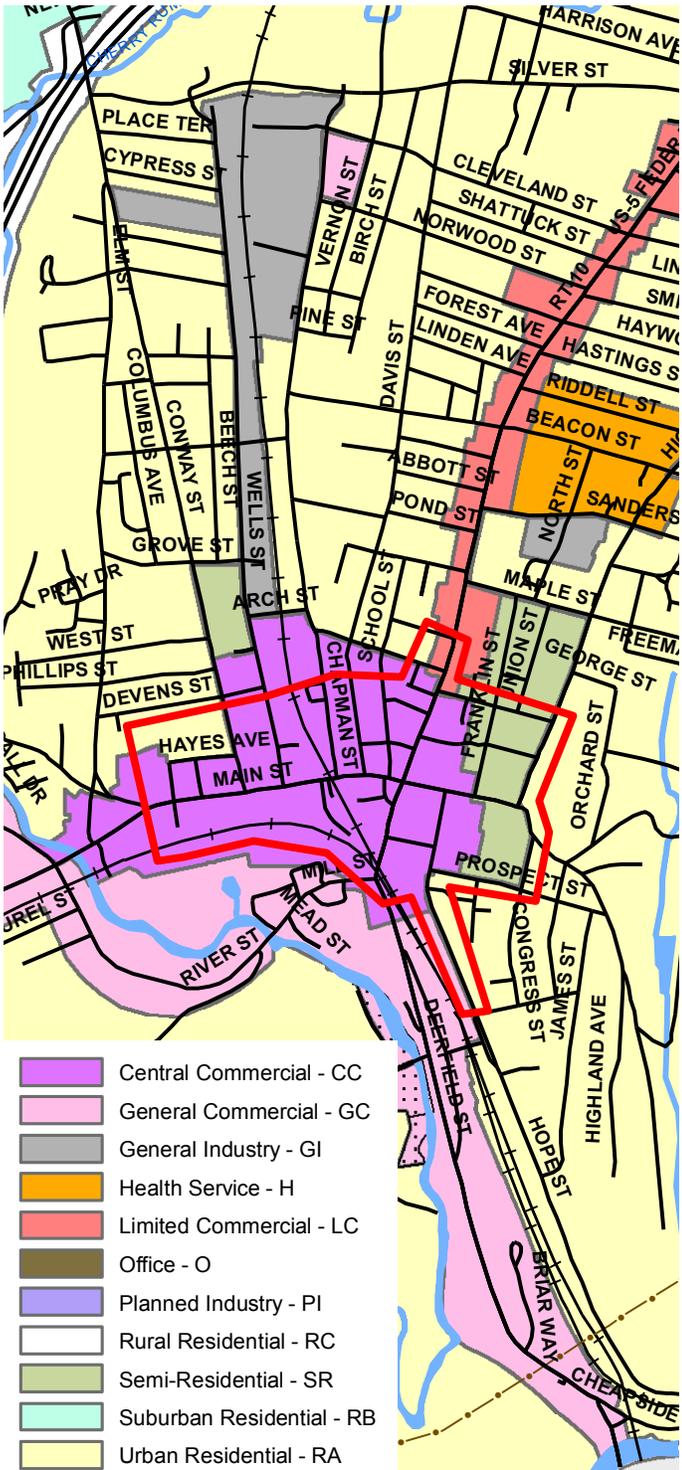
Potential Downtown Greenfield Shared Parking District



Promotion of a shared district approach will help future new developments like the Wilson's Building integrate easily into the downtown without requiring detailed studies and process. The district would both help and be benefitted by new development.

7

Improve use of sharing in zoning



The Downtown Greenfield Parking Study Area (highlighted in red) predominantly falls within the area of the Central Commercial District.

WHAT IS RECOMMENDED

This recommendation is to expand flexibility and standardization into Greenfield zoning code both in and beyond the study area by:

- Defining a shared parking district
- Clarifying where other options exist for maximizing on the existing supply
- Considering the implementation of parking maximums
- Expanding off-site parking allowances
- Considering the implementation of an in-lieu fee program
- Considering the incorporation/ expansion of transportation demand management elements

Together, these allow parking to support rather than stand in the way of broader goals for the study area and beyond.

WHY IT IS RECOMMENDED

Although there are no minimum parking requirements in the Central Commercial District, shared parking districts and other ordinance language with built-in flexibility for developers is a best practice in any downtown. Increasing clarity in Greenfield’s zoning ordinance is a forward-thinking approach to best support needs for parking that may arise in the future while prioritizing the preservation and utilization of the City’s existing supply. With flexible options for various uses to either provide parking or to support other travel modes besides a personal vehicle, the City can reallocate or repurpose space to other uses that contribute vitality to Downtown and adjacent neighborhoods.

HOW IT WOULD WORK

As part of defining a shared district, shared parking flexibility within the City’s zoning ordinance should continue to be encouraged with clearer guidance.

A shared parking table in zoning can aid mixed-use developments like the recent Wilson’s Building by helping determine optimal supply in a shared parking situation. This remains true even when the municipality has no minimum requirements (as Greenfield does not in the downtown Central Commercial District), because new developments still want on-site parking.

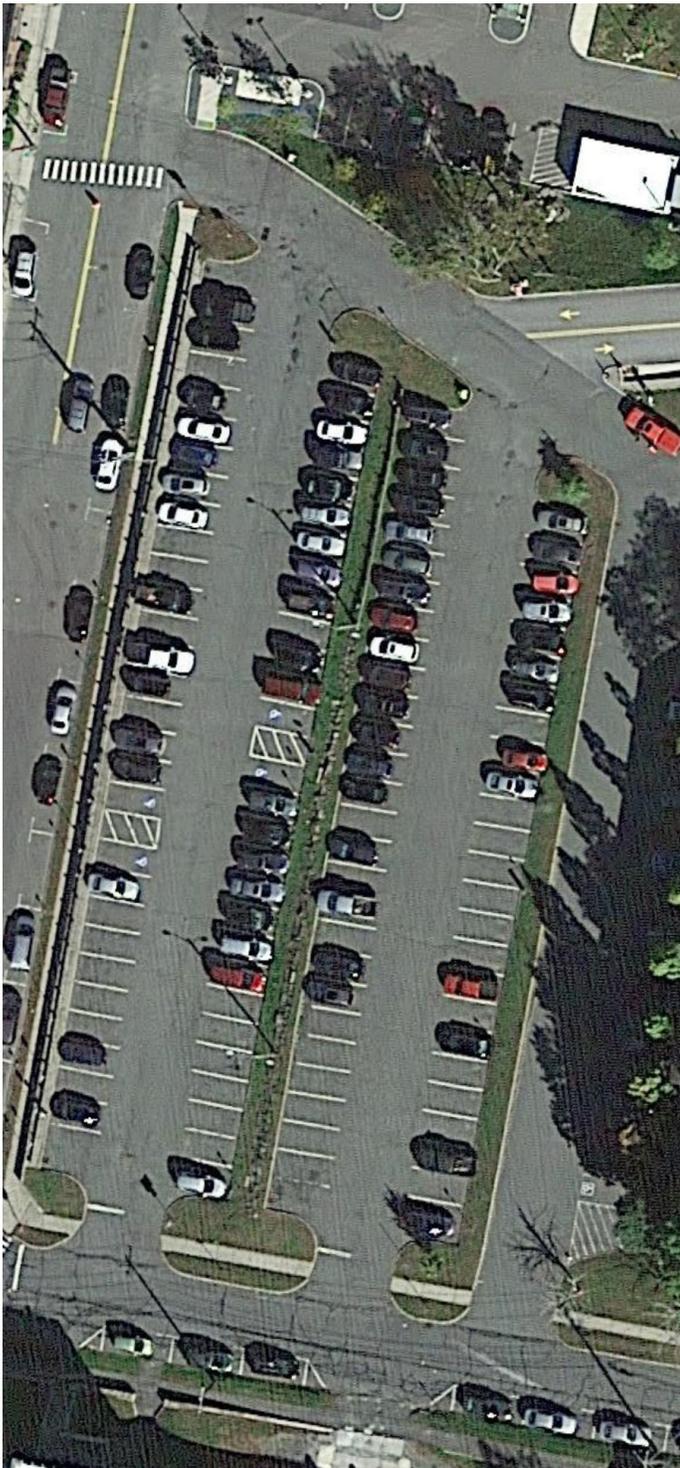
Additionally, reductions in rates near downtown to better match observed demand should also be considered.

Example Zoning Ordinance Mixed-Use Reduction Table
(Somerville, MA)

| Time of Day | Comm. | Evening Comm. | Resi. | Total |
|-------------|---------------|---------------|---------------|-----------|
| 6AM-9AM | (X) * 25% | (X) * 0% | (Y) * 100% | = row sum |
| 9AM-7PM | (X) * 100% | (X) * 50% | (Y) * 65% | = row sum |
| 7PM-11PM | (X) * 25% | (X) * 100% | (Y) * 100% | = row sum |
| 11PM-6AM | (X) * 0% | (X) * 25% | (Y) * 100% | = row sum |

8

Consider other uses for off-street facilities



The Hope Street lot shown above is being considered by the City for other uses

WHAT IS RECOMMENDED

Although parking lots often seem decidedly permanent, public parking facilities in particular should be periodically evaluated to understand how their utilization (or lack of) balances with other needs and priorities of a City. Parking assets should be integrated and prioritized when possible but not at the expense of other uses that may better serve the City, especially when sufficient parking supply is also available nearby.

WHY IT IS RECOMMENDED

Downtown Greenfield's public parking facilities have a significant amount of availability most of the time. The City has been considering the future of the Hope Street Lot, and whether it should remain a parking lot. Although the utilization of the lot was not included as part of this study, the Olive Street Garage was, approximately 350' away. This facility is never more than 46% utilized, and only 8% utilized at its lowest period. This indicates that the entirety of the Hope Street Lot (109 spaces) could be absorbed by the empty spaces in the Olive Street Garage, and that the Hope Street Lot could be repurposed without impacting the City's ability to meet parking demand.

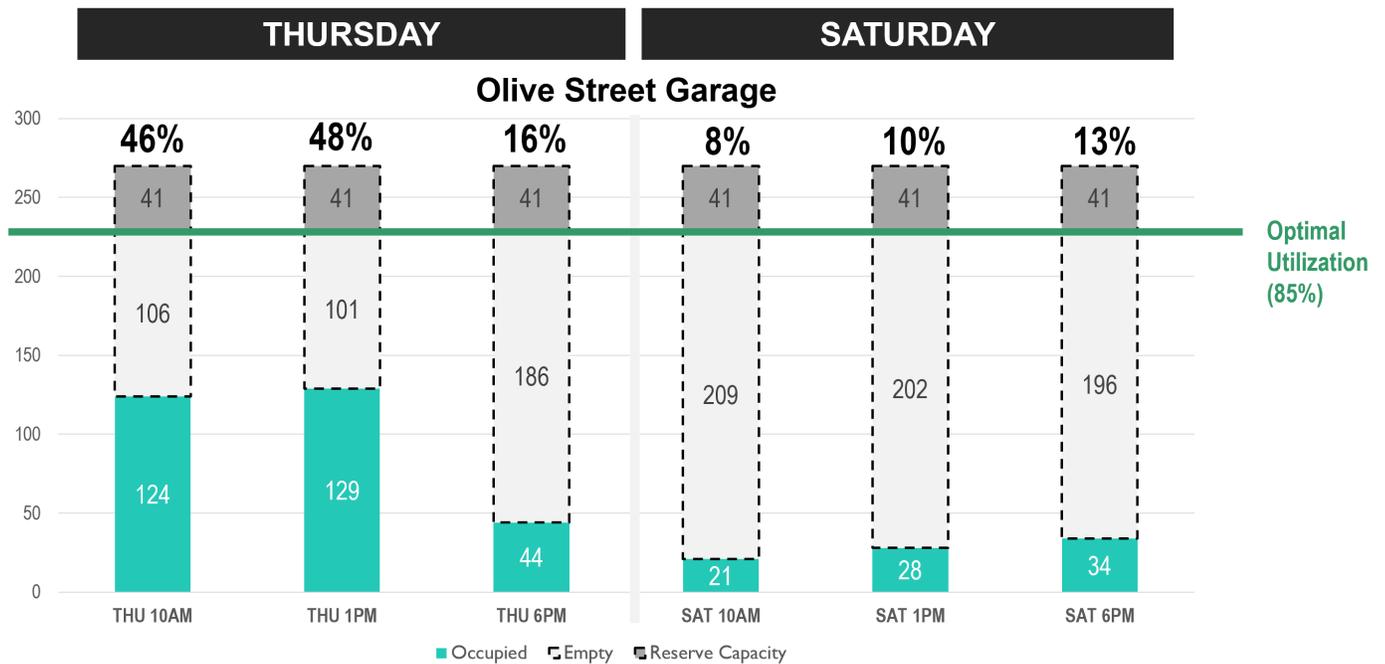
The City has already successfully converted a portion of the Chapman-Davis Lot to another use (skateboard park) and, based on the general availability of public parking in the overall system, can confidently pursue the same approach in other underutilized facilities where other potential uses have been identified.

HOW IT WOULD WORK

The City can consider an alternative use for the Hope Street Parking Lot. This would require clear outreach to communicate to existing Hope Street Lot parkers that they should utilize the Olive Street Garage. This should include updated or additional signage to redirect them to the garage, information on the City parking map, as well as parking information available to visitors of the nearby court.

The City should then conduct periodic utilization counts of the Olive Street Garage following the change, to ensure that it is continuing to sufficiently meet the needs of parking demand in the area.

Olive Street Garage Parking Utilization (April 2023)



The Hope Street Lot during a typical period of use. Source: Google

9

Optimize existing supply



Case Study: Bourne, MA
Description: A lot located in the heart of the Town that had undergone significant improvements to increase safety and improve the user experience.

WHAT IS RECOMMENDED

Public parking facilities should provide a consistent level of infrastructure condition and amenities that not only improve the general experience of parking (i.e., well-maintained, clean, and safe), but include improvements that support walking or biking in general, to incentivize these modes as an option for nearby residents and even visitors.

This includes:

- Improving the pedestrian conditions/ user experience of existing parking facilities, including the perception of safety of using facilities in the evening
- Improving walkways and sidewalks between parking facilities and core destinations
- Accommodating bicycle parking at public lots

Greenfield's public facilities can benefit from simple adjustments that will increase pedestrian safety, create a more pleasant user experience, support bicyclists, and therefore make underutilized parking assets more accessible on foot while encouraging a more multimodal-friendly environment.

WHY IT IS RECOMMENDED

Downtown Greenfield's overall parking supply is significantly larger than actual demand requires, likely even during anomalous conditions, such as for festivals or other large events. As such, the City has no current or anticipated future need of needing to build additional parking supply. However, observations made through this study identified a lack of consistency in the amenities or condition of existing parking facilities, as well as an absence of some amenities that may increase their utilization.

HOW IT WOULD WORK

As demonstrated below, Downtown Greenfield's overall parking supply significantly outweighs demand at any time. Also shown below, some of the key anticipated upcoming developments in downtown will have negligible impact on the overall parking supply.

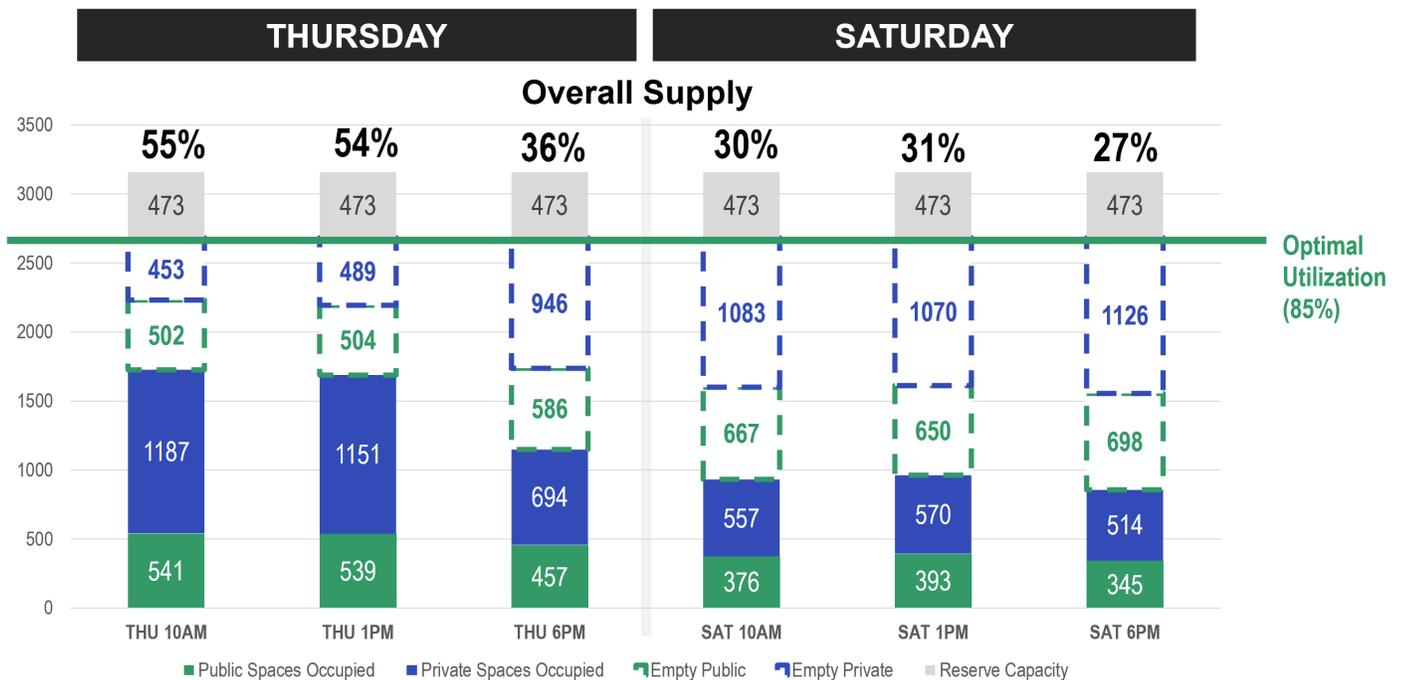
maintenance or other capital improvements, and implement solutions such as these, where relevant:

- Lighting
- Clear markings
- Safe surfaces
- Green infrastructure
- Pedestrian wayfinding
- Landscaping

To encourage the use of existing parking facilities and to improve the user experience, the City should identify a list of priority facilities in need of

A future public parking survey could also help identify details about parking behavior and potential barriers to some existing facilities being utilized.

Overall Downtown Parking Utilization by Type



Estimated Impact of Projected Developments on Overall Downtown Parking Supply



Total net change of parking for these 4 developments is **-33 spaces**

Inventory: 3,156 spaces
Change: - 3,120 spaces (-1.1%)

10

Identify employee parking needs



GREENFIELD BUSINESS ASSOCIATION



Like the example above, specific areas for employee (i.e. long-term) parking in Downtown Greenfield should be defined based on discussions with stakeholders and with consideration of other parking areas with different demand.

WHAT IS RECOMMENDED

Sufficient parking for downtown employees may not always be able to be accommodated on site by the private landowner, and the City should provide long-term parking opportunities to support employees who contribute to the downtown's economy. These areas should ideally be consolidated and convenient without impacting the supply of the parking areas highest in demand by downtown visitors. Clearly signing these areas is also essential.

WHY IT IS RECOMMENDED

This study did not include a survey targeted to understanding how/where/when employees in Downtown Greenfield park. Although some parking spaces designated as 'employee parking' were identified in the overall inventory, whether they are being used as intended, or meeting employee needs (e.g., employees occupying prime spaces elsewhere if long-term parking on-site wasn't available), is unknown.

However, this study did identify that the walking distance from Chapman Lot (10-hour parking) to businesses on West Main Street is far, that public long-term (i.e. 10-hour) spaces in this lot are never more than 36% full, and permit spaces in this lot are never more than 33% full. In addition, other permit spaces and unregulated spaces along Hope Street that might be targeted by employees without employee-designated parking, are also nearly empty during typical business hours.

A better understanding of where Greenfield's downtown employee parking needs are in relation to the location and supply of long-term parking areas can better help the City adjust the parking regulations, if needed.

HOW IT WOULD WORK

The City should prioritize a survey of downtown employees, potentially with assistance of the Greenfield Business Association, to understand parking needs, including details such as shift times, and the supply of dedicated employee parking on site of their particular workplace.

As demonstrated in earlier parking utilization maps, existing on-street permit-only spaces have a low level of utilization during the typical peak period of most downtown business activity (10AM). However, the City should conduct parking utilization counts during early periods of the morning (6AM to 10AM) to better understand when turnover might be taking place (i.e., if residents are overstaying permit periods and occupying prime spaces).

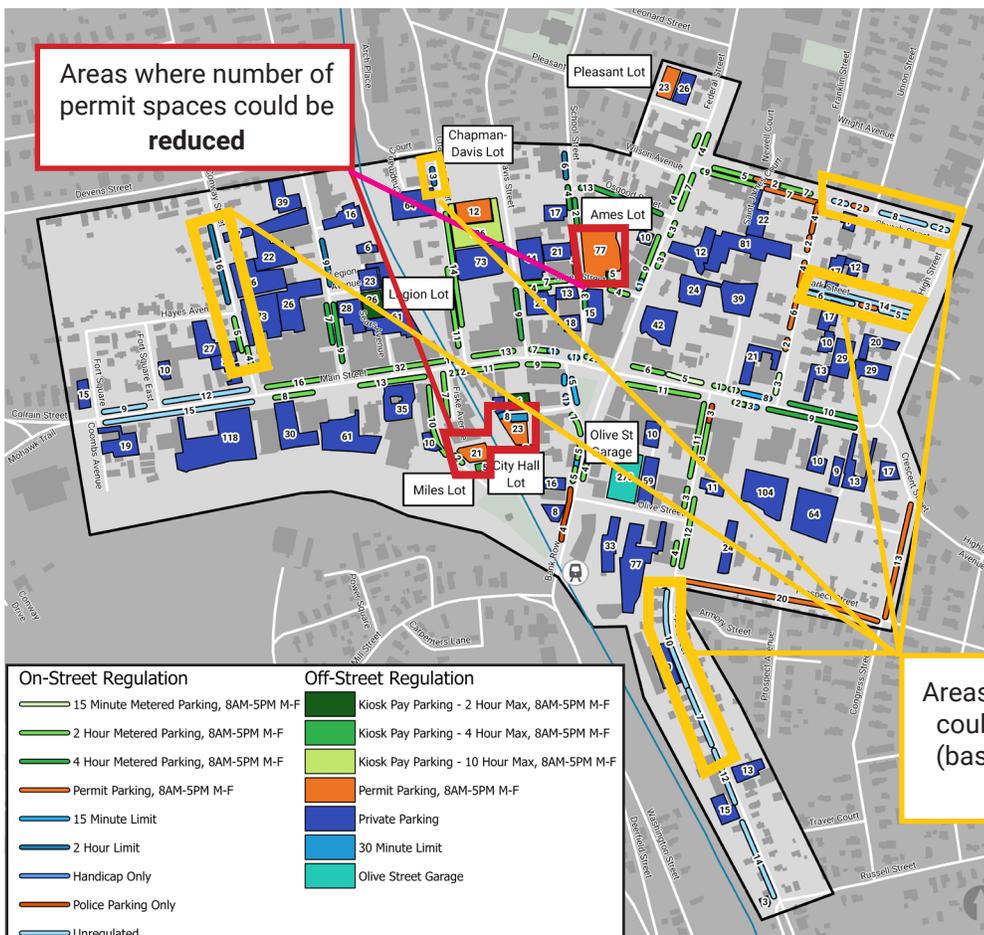
In on-street permit areas that are demonstrating

levels of availability during business hours, and which are walkable to downtown businesses, the permit system should be expanded to include long-term/employee parkers in these areas, as well. The map below demonstrates where permit spaces located in prime locations could potentially be accommodated farther out, while still being walkable for employees. This would allow centralized spaces to be occupied by other types of users.

This approach would require the installation of clear signage, such as the sample shown below. This should be combined with strong communication and outreach to downtown employees about these parking options, as well as with regular enforcement of these areas to ensure they are being utilized as intended.

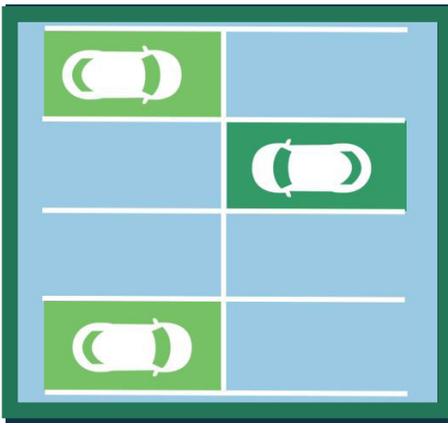
Potential Redistribution of Permit Program (in context of other existing parking inventory)

Sample Permit Signage



Areas where permit spaces could be accommodated (based on lower levels of utilization)

4



Next Steps

There are several steps which must be realized in order to implement the changes detailed in this study. Some of these include procurement of new signage and capital improvements, administrative and operative changes to best carry out revised programs, and legislative changes to enable parking rates to be tied to performance. Critical paths to success include:

- **Coordinate with the Planning Board:** The Planning Board has reviewed these recommendations. As needed, the City should check in with this body for feedback as recommendations progress.
- **Ongoing Public and Staff Engagement:** Many of the changes proposed will require continuing to coordinate with the public as well as particular stakeholders, such as Downtown Greenfield businesses and enforcement staff. It may be useful to convene a Parking Working Group to review potential changes, or to check-in with select stakeholders such as existing permit-holders to review changes to the permit program.
- **Pilot Early Changes, Monitor, and Report:** Providing several months to test new changes, such as pricing changes, coupled with monitoring and reporting back in a public manner, can help increase user buy-in.

Recommendation Implementation Strategy

| Recommendation | Short-Term | Mid-Term | Long-Term |
|--|--|---|---|
| Implement a Tiered Pricing Approach | Confirm price adjustment areas | Adjust prices and time span | Monitor, report, and adjust |
| Increase Permit Costs + Payment Options | Confirm price adjustment areas | Implement adjusted permit prices, expand permit program eligibility | Monitor, report, and adjust |
| Improve Clarity + Consistency of Parking Information | Review existing signage and create template for updated signage | Implement signage as needed in coordination with any changes in pricing/ regulation | Continue to update signage |
| Increase Ticket Fees | Meet with enforcement staff, develop new protocols and customer information | Adjust enforcement hours & protocols | Readjust enforcement patterns to new pricing, etc. |
| Convert Underutilized Parking to Other Uses | Identify targeted areas where parking could be repurposed and identify priority potential uses | Coordinate with stakeholders to conduct a pilot. Evaluate and adjust approach, if needed | Consider changing parking lanes to other uses |
| Establish a Shared Parking District and Share Facilities | Identify a few key property owners for a shared parking pilot, hold initial meetings | Implement shared parking via agreement | Expand program |
| Improve Use of Sharing in Zoning | Coordination with Town boards and local developers | Develop proposed zoning language / amendments | Implement zoning changes |
| Consider Other Uses of Off-Street Facilities | Develop a list of priority off-street facilities that should be considered for other uses | As other needs arise Downtown (development, public amenities), identify whether an existing off-street facility can meet the need | Convert facility to new use |
| Optimize Existing Supply | Conduct an assessment of the conditions of public parking, and desired amenities | Prioritize smaller-scale improvements to increase consistency between all facilities | Conduct larger-scale improvements to increase consistency |
| Identify Employee Parking Needs | Meet with enforcement staff as needed, adjust signage to implement long-term parking | Monitor, report, and adjust | |

