Downtown / Main Street Parking Study

Yarmouth, Maine

March, 2018

MILONE & MACBROOM

YARMOUTH Maine
OUR LATCHSTRING ALWAYS OUT

Prepared for the

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OUR LATCHSTRING ALWAYS OUT.

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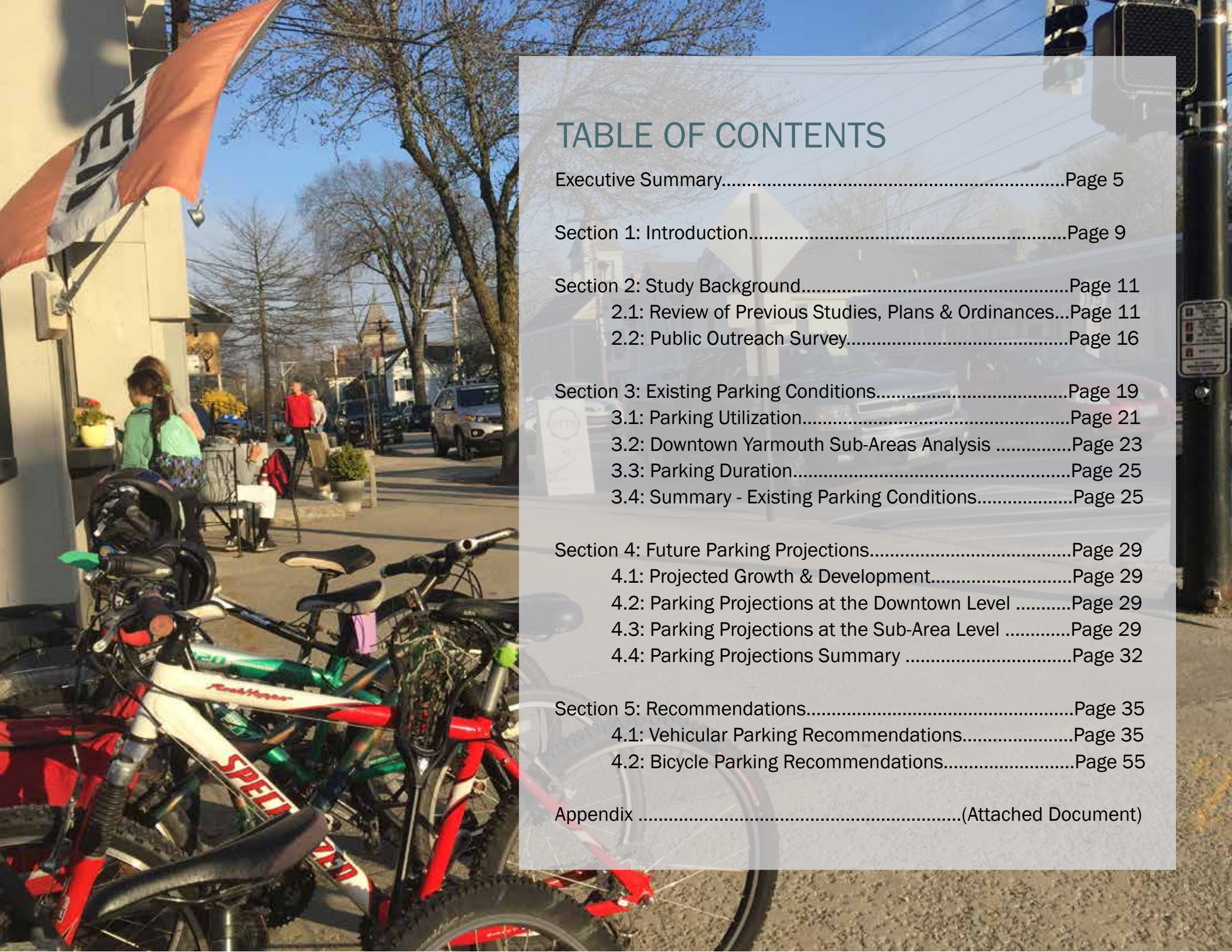

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EXECUTIVE SUMMARY

Downtown Yarmouth is busy mixed-use center that is home to historic homes, professional offices, retail shops, restaurants, and civic institutions. According to a recent Market Study, the Town of Yarmouth is expected to experience increasing pressures from new growth and development in the coming decade. In order to accommodate this future growth, it is necessary that the Town's current parking facilities be reviewed, and an appropriate plan to accommodate future needs be implemented. For these reasons, the Downtown / Main Street Parking Study was undertaken. This study reviewed current parking usage in the downtown, analyzed future parking downtown demands, and developed recommendations to manage, and increase the efficiency of, future parking facilities while ensuring that parking itself does not present a roadblock to Yarmouth's growing Downtown.

Background:

As with any planning effort, this study must fit within the Town's existing structure, and meet the needs of its residents. In order to understand the foundation upon which this plan must be built, recent planning efforts, studies, and ordinances were reviewed and an online public survey was conducted. Reviewed plans included the Market Analysis and Action Plan (2016), the Character-Based Development Code – Route 1 Corridor and Village (2017), The Town Zoning Ordinance, the Town Traffic Ordinance, The Yarmouth Bicycle and Pedestrian Plan, The Yarmouth Complete Streets Policy, and the Yarmouth Main Street Parking – Moving Forward community discussion summary. The online public survey was conducted between March and June 2017, and received a wide range of valuable input from over 350 respondents.

Existing Conditions:

Parking occupancy counts were conducted within Yarmouth's Downtown on May 11, 2017 from 9:00am to 7:00pm on what was deemed a typical day. Parking use was counted on an hourly basis at over 950 parking spaces in the downtown area. It was found that only around 40% of the available downtown parking spaces were utilized during peak periods. Although some individual parking lots and on-street areas do become full for short periods of the day, there is often open/available parking during those same times at nearby facilities. Parking duration counts conducted during the same day found that motorists typical overstay the 2-hour time limit at Latchstring Park and the 15-minute and 30-minute on-street time limits in the downtown area.

Figure E.1: Scenery in Yarmouth, Maine

Future Projections:

According to the Yarmouth Market Study, town-wide growth over the next decade could include approximately 178,875 square feet of new office space, 103,600 square feet of new retail space, 10,125 square feet of new administrative services space, 18,600 square feet of new food and/or lodging space, and around 80 new residents; with half of this potential town-wide growth occurring in the downtown area. It was found that this growth could generate an addition of approximately 400 new parked vehicles during peak times on a regular weekday. As there are already currently more than 500 empty parking spaces downtown in parking lots and on-street on a typical day, these new vehicles could be accommodated by the existing parking facilities. The key to grow and efficiently deal with parking in the downtown area will be to focus the potential new development/growth within the middle of the downtown where there are greater excesses of space, and to utilize the existing downtown parking more efficiently by following the recommendations presented.

Figure E.2: On-Street Parking and Vehicular Traffic in Yarmouth, Maine

Recommendations:

Recommendations have been developed as guidance on ways to improve the accommodation and management of parking in Downtown Yarmouth through the coming years. For the Downtown to best function and be attractive for both business investment and customers, there must be convenient and available parking as well as a safe and attractive pedestrian environment. The following recommendations were developed to improve upon these factors and to improve efficiencies in Yarmouth's downtown parking:

- **Transition to more of a park-once downtown through increased use of shared-parking and eventual public-parking lots/facilities (if growth warrants).**

  Several areas of the downtown that may most readily be candidates for increased shared-parking include the Mason's Lot, the Intermed area, the Gather Restaurant/Town Library area, the American Legion parking area, the south side of Main Street between Cleaves Street and the Village Green Park, North Yarmouth Academy, and the several church parking lots in the downtown.

- **Revise the zoning ordinance parking requirements to steer toward a more efficient use of downtown parking, allow more flexibility for new development/redevelopment, and to better align with the town's economic growth goals.**

  This should include reducing/rightsizing minimum parking requirements in the downtown, accounting for time-of-day parking variations, adding a fee-in-lieu provision to the ordinance, allowing parking demand reduction measures in the ordinance, and also actively encouraging shared-parking at developments and between separate nearby properties.

Figure E.3: Scenery in Yarmouth, Maine

Figure E:4: Signage for Public Parking in Yarmouth, Maine

- **Improve pedestrian safety and connectivity in the downtown and between parking areas.**

  This will be important to create more of a park-once downtown. The Town should also undertake a specific study of pedestrian safety and ADA needs, undertake an access management study along Main Street in the downtown to minimize the number of driveway curb cuts, and selectively remove on-street parking spaces that block visibility at driveways and cross streets.

- **Improve the management of parking resources in the downtown.**

  This includes better enforcing time-limit parking infractions, adjusting parking time limits in certain areas of the downtown, improving wayfinding and online information on off-street parking in Downtown Yarmouth, and ultimately implementing pricing and adding parking meters in the downtown if future growth warrants that user-pricing be implemented.

- **Develop and Improve Upon Bicycle Parking facilities in the downtown.**

  Yarmouth's small size and compact land uses make it an ideal place for bicycling as a form of transportation. However, without adequate bicycle parking facilities adjacent to key destinations this active mode of transportation is not capitalized upon. It is recommended that bicycling parking be increased in several key places throughout Downtown Yarmouth. Facilities are recommended in both the public and private realm and include several style of parking from inverted U-Racks on the sidewalk to bicycle corrals in place of vehicular parking spots.

SECTION 1: INTRODUCTION

From historic homes and professional offices to retail shops, restaurants, and civic institutions, Downtown Yarmouth is home to a busy mixed-use center where people live, work, and play. As driving is a key transportation mode within the town, strategically planned parking is a critical component in supporting an accessible and vibrant downtown. Parking is not only a prerequisite to vehicular mobility but is also a land use that takes up an abundance of space and has the potential to alter the layout and physical form of a downtown. A well-designed parking system for Downtown Yarmouth must balance the area's parking supply and demand, providing the best vehicular access to the area's many amenities without hindering its historic small-town charm.

Figure 1.1: Downtown Yarmouth, Maine

Currently, Downtown Yarmouth has many private parking lots with restricted use but very few parking areas that are available to the general public, with the exception of on-street parking. Private parking lots on single-use properties do little to support a "park once and walk" strategy, which helps downtown commercial centers thrive by increasing pedestrians and reducing automobile congestion and traffic. The current single use parking strategy increases overall parking demand and the creation of individual parking lots that create holes in the built environment and reduce overall density. Increasing density, and building a critical mass of commercial activity along Main Street, was identified as being an important town goal in the recent Market Study. To address this goal, this study included the identification of shared parking opportunities which would increase the amount of publicly accessible parking in the Downtown.

This study has also looked at differences in parking needs, including the need to accommodate long-term parking for employees and residents as well as short-term, high-turnover parking for visitors and customers. For a downtown to function at its highest level and be attractive to both current and future customers, residents, and businesses, there must be reasonably convenient parking and safe and attractive pedestrian connections, for all users. To this end, this study identifies ways to better manage downtown parking resources, in light of current and projected future parking demands throughout the Downtown, and provides recommendations to modify parking policy in the town Zoning Ordinance to support Yarmouth's future economic growth goals. The challenge moving forward, as with many traditional town centers, will be to preserve the historic fabric of the Downtown and support sustainable growth while simultaneously addressing the needs for more convenient parking.

SECTION 2: STUDY BACKGROUND

The Town of Yarmouth's 2013 Character-Based Development Code (CBDC) as well as other town planning efforts have cited the need for a parking study within the Main Street/Downtown area. This parking study included preparatory reviews of town planning documents, relevant ordinances and policies, upcoming development projections, and a community engagement process.

2.1 Review of Previous Studies, Plans & Ordinances

Market Analysis & Action Plan (2016):

This plan highlighted the best qualities of the Downtown/Main Street area including the pockets of historic buildings, high walkability, and mix of uses. The study projected that Yarmouth, as a whole, could accommodate demands for 700 new office and retail jobs (as well as a comparably smaller amount of new housing) and would need to develop roughly 1,000 new parking spaces according to current zoning requirements. Although, as discussed later in this parking study, actual parking demands will likely not be as high as estimated here.

While it is understood that not all new development in town would occur on Main Street, the Market Study noted that Yarmouth would be wise to build a critical mass of increased commercial density and activity in the Downtown. However, it cited that the issue of parking, including zoning ordinances, which require an abundance of new off-street parking to accompany new development, as something that will be a roadblock to increasing building densities along Main Street. This is because parking takes up a lot of land area (around 325 to 400 square feet per parking space, including circulation); can significantly raise upfront construction costs (surface lot parking costs around $1,000 to $3,000 per parking space to construct), not to mention cost of maintenance; and can cause a development to be less financially feasible as it takes up land that otherwise could be more profitable building space. The Market Study states that a "parking areas will need to be used more efficiently, parking density will need to be increased (potentially through structured parking), and/or current parking [zoning] requirements may need to be lowered to provide adequate space for new commercial development (pp. 88-89)." **This has been an overarching theme to this study.**

Character-Based Development Code – Route 1 Corridor & Village (Updated Draft 2017):

The Town of Yarmouth adopted a Character Based Development Code (CBDC) for U.S. Route 1 in 2013 and is currently developing character district standards for the Village Center (CD4). The Village Center character district roughly follows the Main Street downtown, which also includes the North Yarmouth Academy special district. The CD4 Village Center character district is described as follows:

"This district consists of a medium-density area that has a mix of building types and residential, retail, office, and other commercial uses; there are shallow or no front setbacks and narrow to medium side setbacks; it has variable private landscaping; and it has streets with curbs, sidewalks, and street trees that define small to medium blocks."

According to the CBDC, the prescribed outcome for parking regulations and planning is that *"parking will be improved to support a financially viable core of businesses and services but without detracting from the residential livability of the Village Center or adjacent residential neighborhoods and parks."*

To this end, the document cites the following policy and strategies:

> **Policy C.6. –** Improve the availability and management of parking in the Village Center in a manner that does not detract from the essential character of the surroundings to maintain an attractive,

Figure 2.1: CD4 Village Center

diverse, and vibrant mixed-use area.

Strategy C.6.1 – Conduct a parking study in the Village Center to determine the actual use of existing public and customer parking, identify deficiencies in the supply or management of parking, identify opportunities to encourage alternative transportation and explore ways to improve parking in the Village Center in a way that is compatible with the character of the area.

Strategy C.6.2 – Explore possible approaches for funding parking improvements in the Village Center including the creation of a parking district, the use of impact fees, and similar techniques.

Strategy C.6.3 – Establish reduced parking standards for development or redevelopment in the Village Center if the parking study determines that the actual demand for parking is less than that required by the current parking standards.

The parking requirements developed as part of the CBDC establish parking minimums and maximums based on the principle uses and actual parking on a lot. The standards allow for the adjustment of parking requirements in response to site constraints, available off-site parking, and opportunities for alternative modes of commuting that do not require parking (bicycling, walking, or transit). In response to the CBDC, this parking study advances the town's understanding of the downtown parking through implementation of strategies C.6.1 and C.6.3.

Zoning Ordinance - Off-Street Parking:

The town is currently updating its zoning for the Village based on the CBDC discussed above. The new standards are intended to provide more flexible off-street parking requirements for primary uses. The following table represents the current Zoning Ordinance parking requirements (Chapter 701) and the draft requirements associated with the CBDC.

Yarmouth Municipal Parking Requirements

Land Use	Zoning Ordinance Parking Requirements (1)	Character-Based Development Code Parking Requirements (2)
Residential (single-family house)	Two per dwelling unit	One per dwelling unit; two max.
Residential (multi-family apt.)	Two per dwelling unit	One per dwelling unit; two max.
Office	Three per 1,000 sq.ft.	Three per 1,000 sq.ft.
Retail	Four per 1,000 sq.ft.	Four per 1,000 sq.ft.
Restaurants	One per 2.5 seats plus one per four seats for > 12 outdoor seats	One per four seats

1. Zoning Ordinance - Town of Yarmouth, Maine - Last Updated 1/19/17 -- Chapter 701, Article II, Section H.
2. Character-Based Development Code - Route 1 Corridor & Village - Yarmouth, Maine - Updated Draft 2.13.17 -- Article 5, Section K.

Figure 2.2: Yarmouth Municipal Parking Requirements

This parking study includes an evaluation of parking turnover and utilization within key off-street lots in order to understand the actual need versus the prescribed requirements. The Recommendations Section of this study provides guidance on adjustments that could be made to the town zoning off-street parking requirements.

Figure 2.3: Yarmouth On-Street Parking Time Limits

Traffic Ordinances - On-Street Parking Time Limits:

The Traffic Ordinance (Chapter 602) of the town code covers parking (Article IV) regulations relative to the public right-of-way. Notable to the Parking Study, this generally prohibits parking within designated clear zones including within 10 feet of intersections and fire hydrants, within 30 feet of a traffic control device (stop sign, flashing beacon, or signal), in front of pedestrian crosswalks, within 25 feet of a crosswalk located adjacent to North Yarmouth Academy (NYA) on Main Street, and within 50 feet of a railroad crossing.

The Traffic Ordinance also sets time parameters for public parking, prohibiting diagonal parking on town streets and setting restrictions for truck delivery loading/unloading between 9:00 a.m. and 5:00 p.m. Monday through Saturday. Appendix E of the Traffic Ordinance outlines the Schedule of Special Parking Regulations. Restrictions that are most relevant to this study include no parking zones on Cleaves Street and designated 30-minute parking zones on Elm Street. On most of Main Street, generally 2-hour or 30-minute parking restrictions exist except for a high-turnover 15-minute zone in front of Handy's store. Parking on Main Street in the vicinity of NYA is unrestricted. The following maps show the existing zones of parking restrictions. This study evaluates the appropriateness for existing parking restrictions downtown.

Figure 2.4: Time Limit Parking Sign

Yarmouth Bicycle & Pedestrian Plan:

The Yarmouth Bicycle and Pedestrian Plan encompasses several aligned planning efforts: The Complete Streets Policy, the CBDC Code, and the Bicycle and Pedestrian Network Recommendations. Informed by recent studies done by the Portland Area Comprehensive Transportation System (PACTS), the bicycle and pedestrian plan recommends that active transportation options be expanded in the communities of Yarmouth, North Yarmouth, Cumberland, Falmouth, and Freeport. Recommendations included improvements to sidewalks, bikeways, and trails to improve safety and connectivity throughout the community.

It is intended that these recommendations will be implemented in conjunction with the Complete Streets and CBDC policies. Along Main Street and nearby, the plan proposes the integration of shared lane markings for bicycles as well as a future multi-use path along the railroad corridor, linking downtown to Royal River Park and the Beth Condon Path.

This Parking Study considered this plan and other recommendations for improved pedestrian and bicycle connectivity as a means to relieve parking demand, enhance utilization of off-street facilities by improving access, and improve safety in areas where there is on-street parking adjacent to crosswalks.

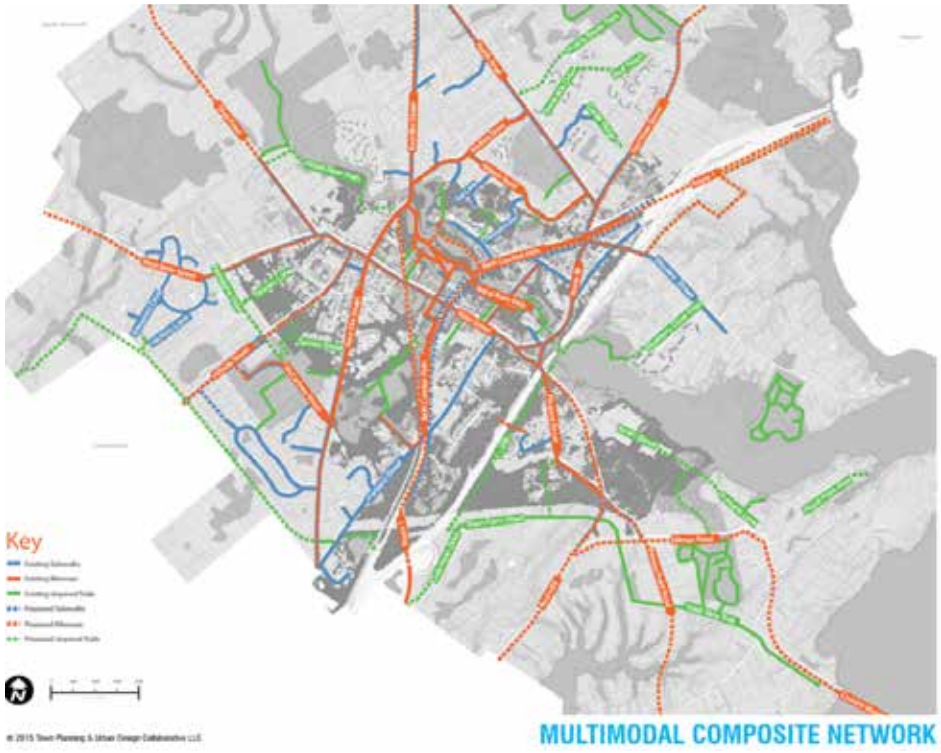


Figure 2.5: Yarmouth Bicycle & Pedestrian Plan Multi-modal Composite Network

Yarmouth Complete Street Policy:

The town adopted its Complete Streets policy in November 2015 as an "aspirational" policy document pursuant to the goals and policies set forth in the 2010 Comprehensive Plan. As part of the policy, the Complete Streets Advisory Committee reviews public transportation projects to assess opportunities for improving accommodations for multi-modal uses. That policy outlined the key elements for providing complete streets within the public realm including the implementation of appropriately sized and located sidewalks; bike and/or pedestrian pathways; street trees and landscaping; street lighting and furniture; transit lanes and facilities; bike lanes and facilities; appropriately scaled vehicle lanes and medians; and pedestrian safety improvements, such as crosswalks and signals, refuge areas, and minimum curb radii to shorten crossing distances and reduce motor vehicle speed.

With regard to parking, this document focuses on building multi-modal transportation networks between the public realm, neighborhoods, and other destinations and includes guidance for improving the safety and comfort for pedestrian, bicyclist, and motorist experience. This Parking Study does not recommend significant shifts in existing roadway uses or provisions; however, it does put forth strategies to enhance connectivity for pedestrians and bicyclists.

Yarmouth Main Street Parking - Moving Forward:

In May 2015, the town sponsored a community discussion focused on parking in Yarmouth's Main Street downtown area. The Town of Yarmouth invited key stakeholders and residents to share ideas for public/private partnerships, shared parking opportunities with pedestrian linkages, and suggestions on parking management and control. The major issues raised at that meeting informed this Parking Study. Key issues and discussion points included the long-term parking issues at Latchstring Park (no ability for people to park to use the park or to patronize Main Street businesses for short-term needs because some Coastal Manor employees and visitors tend to use the public parking at Latchstring Park); concerns about consistent enforcement of parking violations; parallel parking and/or potential angled parking; the potential need for more Americans with Disabilities Act (ADA)/handicapped parking; sidewalk snow removal and accessibility to businesses during the winter months; and the Mill Street entrance character.

The priorities and outcomes from this discussion included the need to reevaluate existing ordinances and work with the Police Chief to make recommendations which address short-term and long-term parking needs; extend West Main Street parking beyond Elm Street intersection; examine potential traffic calming measures; develop inviting, welcoming and consistent wayfinding and signage system that integrates the entire Town; ensure regular and consistent enforcement of parking violations; have a conversation with Coastal Manor concerning long term parking at Latchstring Park; have a conversation with NYA concerning long-term parking; and add facilities such as bicycle racks, benches, and trash receptacles, which would encourage people to linger and enjoy Main Street. This Parking Study considered the valuable outcomes and priorities generated by this moving forward effort.

2.2: Parking Survey

Public input is a crucial component of the planning process and helps ensure that the recommendations developed consider the needs of the citizens and stakeholders with in the community. In order to understand what the people of Yarmouth needed and wanted from this parking plan, the Yarmouth Parking Survey was developed.

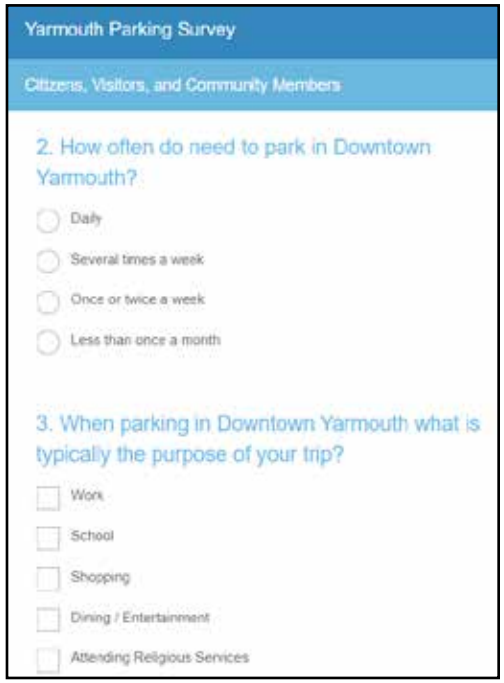


Figure 2.6: Yarmouth online survey interface

The Yarmouth Parking Survey was administered through the online platform Survey Monkey (see Figure 2.6). With the help of the project leaders, it was widely dispersed to residents and businesses throughout the Yarmouth area. It was first sent out on March 20, 2017, with subsequent pushes in April and May. Overall, a total of 359 responses were collected.

The survey was designed to be quick and easy to complete in order to increase responses and eliminate potential confusion. It was split into two sections, one that was meant to be taken by Downtown Yarmouth business and property owners and one that was meant to be taken by citizens and community members.

Property / Business Owner Responses:

The first question on the survey was a qualifying question asking simply "Are you a property and/or business owner in Downtown Yarmouth?" Twenty-nine percent of the respondents identified themselves as such business owners, with 46% of these owners representing residential sites, 45% representing commercial and/or mixed-use sites, and 9% representing other types of sites. Slightly less than half identified as residential property owners and slightly more than half said they owned commercial or other properties.

The vast majority of respondents (98.5%) stated that they had on-site parking for their businesses/properties although about a third felt that they did not have enough. In addition to any on-site parking, around one half of businesses/properties said they also utilize on-street parking to meet their parking demands. Thirty percent of respondents said that they also rely on off-site (non-on-street) parking. Most (70%) do not have formal arrangements to do this.

One of the questions asked to this group of respondents was "When is demand for parking on your property or for your businesses the heaviest?" For this question, they were allowed to select all answers that applied. Overall, over half of the business/property owners found that their parking demand was highest on weekday afternoons and/or weekday mornings. Parking demands were lowest on weekends, with Sunday afternoon being the lowest demand overall (see Figure 2.7).

Citizen / Community Member Responses:

As stated earlier, those who did not identify themselves as property and/or business owners were given a separate set of questions. These people were classified as being citizens and community members, and overall, they accounted for 71% of the survey respondents. The citizens and community members were first asked about their Downtown Yarmouth parking habits and needs.

When asked how often they needed to park in Downtown Yarmouth, the most common response (41%) was "Once or twice a week," followed by "Several times a week" (32%). Infrequent parkers – less than once a month – accounted

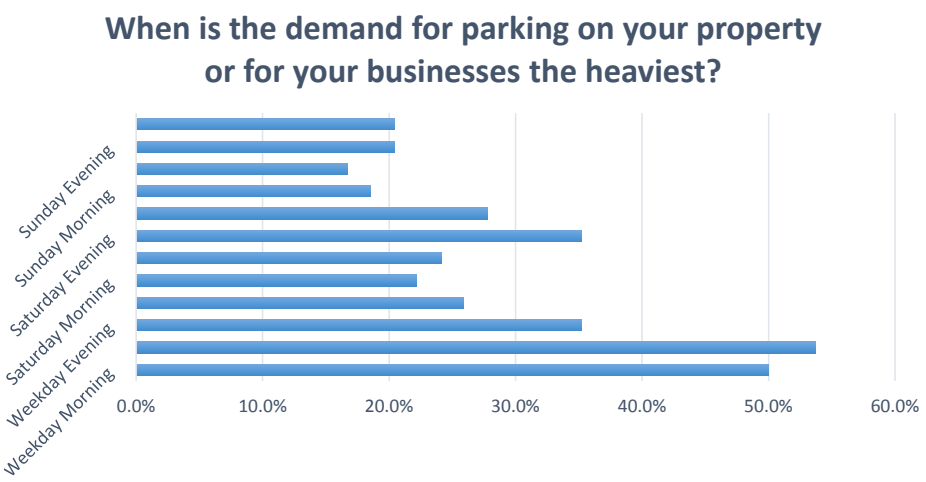


Figure 2.7: Survey Question

for 19% of respondents. Interestingly, daily parkers made up only 7% of the respondents (see Figure 2.8).

The most common reason that citizens and community members parked in Downtown Yarmouth was for dining/ entertainment, followed by shopping. The vast majority of these respondents (86%), citizens and community members, indicated that they were generally able to find parking "conveniently located" near their destination.

Nearly half (46%) of the citizen and community member respondents utilized on-street parking exclusively. Over half utilized both on-street and off-street parking facilities. Very few (5%) indicated that they exclusively park off street.

In terms of their perception of the adequacy of parking in Downtown, 36% felt that parking was limited during peak times, 32% felt that there were no issues with parking during peak times, and 23% felt that there was not enough parking in Downtown in general.

When asked about parking time limits, almost half of respondents felt that the current time limits on parking provided a sufficient amount of time for them to conduct their business. Those who felt that these time limits were too short indicated the need for more standard time limits and less variation across facilities to ease confusion and that 15 minutes was too short to achieve any Downtown errand. Lastly, they indicated that the time limits do not matter if they are not enforced.

At the end of the survey, all survey takers were given the opportunity to express any other thoughts, comments, concerns, or recommendations regarding parking in Downtown Yarmouth. Seventy-four survey takers chose to take the time to add additional comments here. The different comments ranged the spectrum from saying there is not enough parking to saying that there are no major issues with parking. Some people commented that there should be more awareness of public parking options in the area and that there should be centralized parking behind businesses. Other prominent ideas expressed included the need for more handicapped parking on both sides of Main Street; the need for bicycle parking and the potential of implementing bicycling parking instead of more automobile parking; increased maintenance during ice and snow conditions to allow on-street parkers to get to the sidewalk safely; and issues regarding heavy commuter traffic, vehicular speeding, and the need to improve sight lines adjacent to on-street parking to improve safety for pedestrians, bicyclists, and motorists. A summarized list of the survey comments and findings can be found in the Appendix.

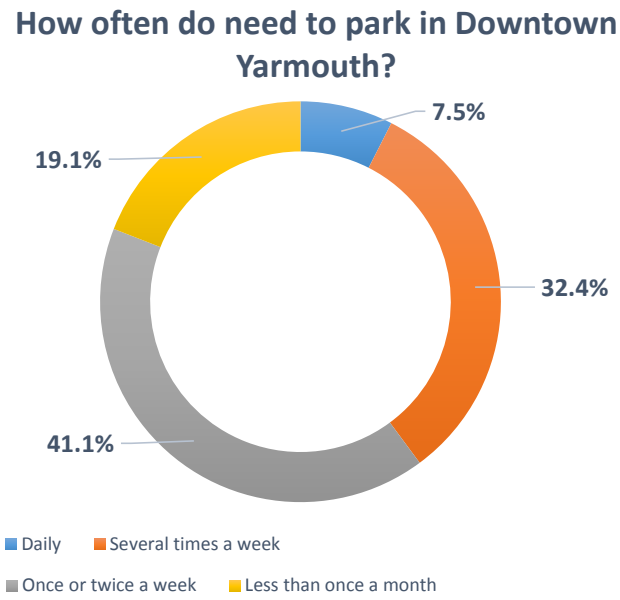


Figure 2.8: Survey Question

SECTION 3:
EXISTING PARKING CONDITIONS

Downtown Yarmouth is a mix of both traditional and contemporary development. With its traditional New England pattern of growth as a clustered settlement, Main Street has evolved over the last century to facilitate car-based mobility and, most significantly, to accommodate parking. While there are some areas of the Downtown with minimal dedicated parking, there are other newer properties that are surrounded with off-street parking. Some traditional development has added its own dedicated off-street parking over the years, and most of the off-street parking is privately held and single-use parking.

The parking supply inventory that was studied in detail included 35 lots, with 753 total parking spaces. The vast majority of the studied parking lots are private and single use. The inventory included 225 public on-street parking spaces in the Downtown. Not every single off-street parking area in the Downtown was studied, only those deemed most relevant for the purpose of this study. The numbered off-street parking areas and lettered on-street parking areas on the following map are those that were studied in detail. Milone & MacBroom conducted an inventory of these study parking areas to confirm the number of spaces, regulatory restrictions (e.g., time limits or fire lanes), connectivity, crosswalk locations, and general patterns of use. Field reconnaissance was conducted in spring 2017 to identify on-street parking spaces that are nonconforming with state law, connectivity of off-street parking lots to points of interest, and opportunities for improved pedestrian and bicycle access.

Parking counts were conducted on Thursday, May 11, 2017, from 9:00 a.m. to 7:00 p.m. to document parking utilization at the study lots and on-street areas. Discussions with town staff identified that this day would represent 'typical' parking conditions in Downtown Yarmouth. These counts also included the collection of parking duration data (vehicle license plate counts) at the on-street parking areas and at select off-street lots, which allowed us to quantify parking turnover and issues related to motorists overstaying the posted time limits.

The parking counts were conducted hourly and provide insight into the different dynamics of parking demands over the course of a typical weekday and into the peaking patterns in the Downtown. These observations identified times when parking demand is high as well as periods when parking demand is low. The assessment identified specific areas where there are temporary parking "shortages," where there are continued surpluses, and where there are underutilized larger private lots that could potentially be used for additional public or shared parking.

Figure 3:1: Present On-Street Parking Conditions in Yarmouth

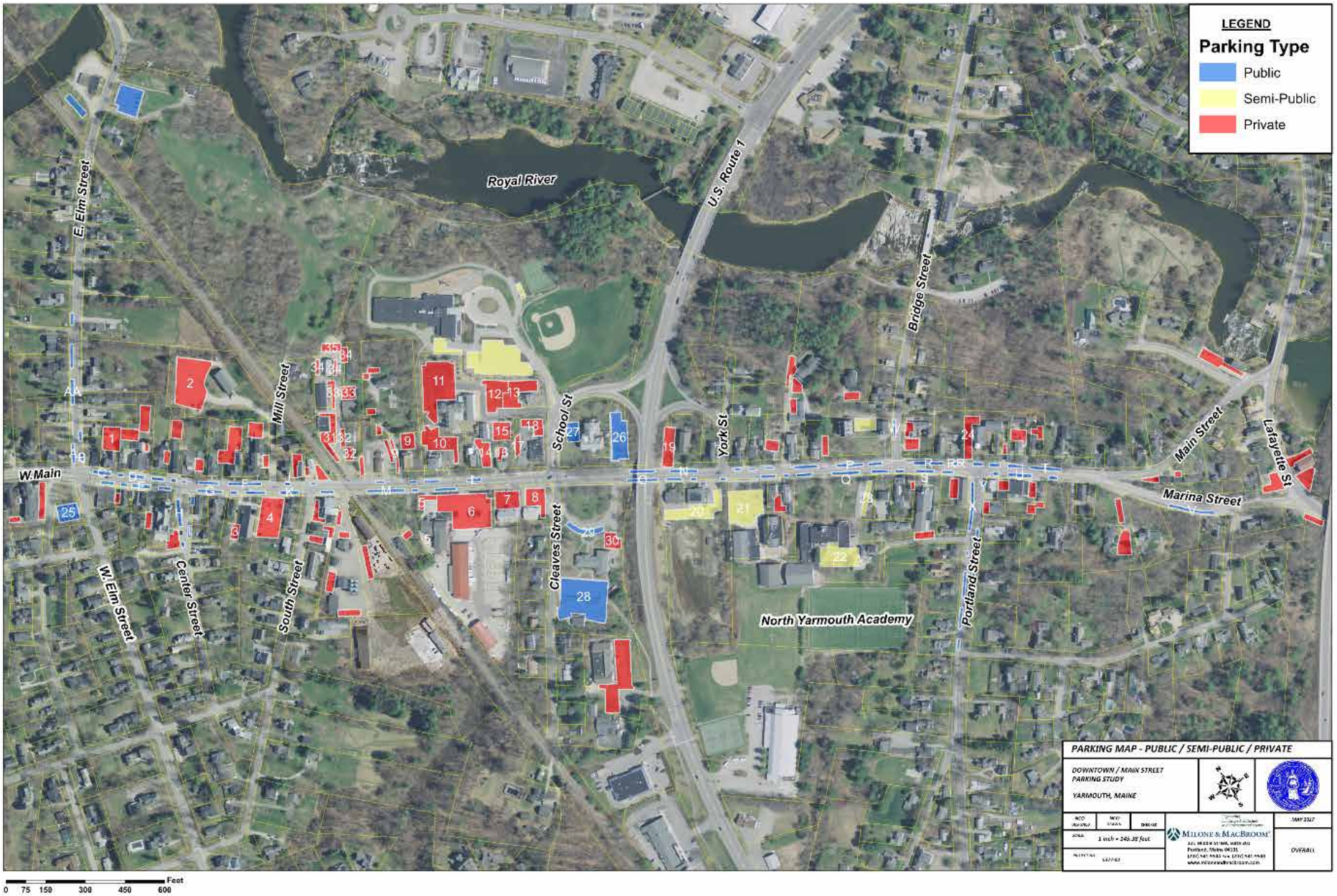


Figure 3.2: Parking Locations & Types

3.1 Parking Utilization

The Market Study states that "parking on Main Street is already in short supply" (see Figure 3.2 for parking types and locations). However, this is not the case for the Downtown as a whole. On a typical weekday, fewer than half of the parking spaces in Downtown Yarmouth get used when looking at all of the parking in the Downtown. In the area between Yarmouth Crossing and School Street, the on-street parking went entirely unused while the counts were being conducted. Some individual parking lots and on-street areas do become full for short periods of the day or less frequently, but there is often open/available parking during those same times nearby only a short walking distance away. The highest parking demands generally shift from place to place around the Downtown over the course of a typical day. Downtown Yarmouth as a whole has ample parking capacity. Figure 3.3 shows the parking utilization findings over the course of a weekday in downtown Yarmouth. This data can also be reviewed in tabular form in the Appendix.

Parking demand shifts to different lots and on-street areas throughout the day. At 10:00 a.m., the subareas with high utilization (above 80%) were near NYA, the on-street area near Portland Street, one lot in the Intermed area, and the Bank of America lot. During the 1:00 p.m. hour, the two areas that had high utilization were the on-street parking spaces near restaurants in the western portion of the corridor and a surface lot at 251 Main Street. During the 3:00 p.m. hour, the high utilization lots were the Intermed lot, Bank of America lot, and the Police Department Lot. The on-street parking that was heavily used at this time was in front of NYA on Main Street. During the 5:00 p.m. hour, high utilization was found on street at the corner of Main Street and Elm Street. At 7:00 p.m., the only parking lot with high utilization was at the Gather restaurant.

Figure 3.3: Parking Utilization by Hour

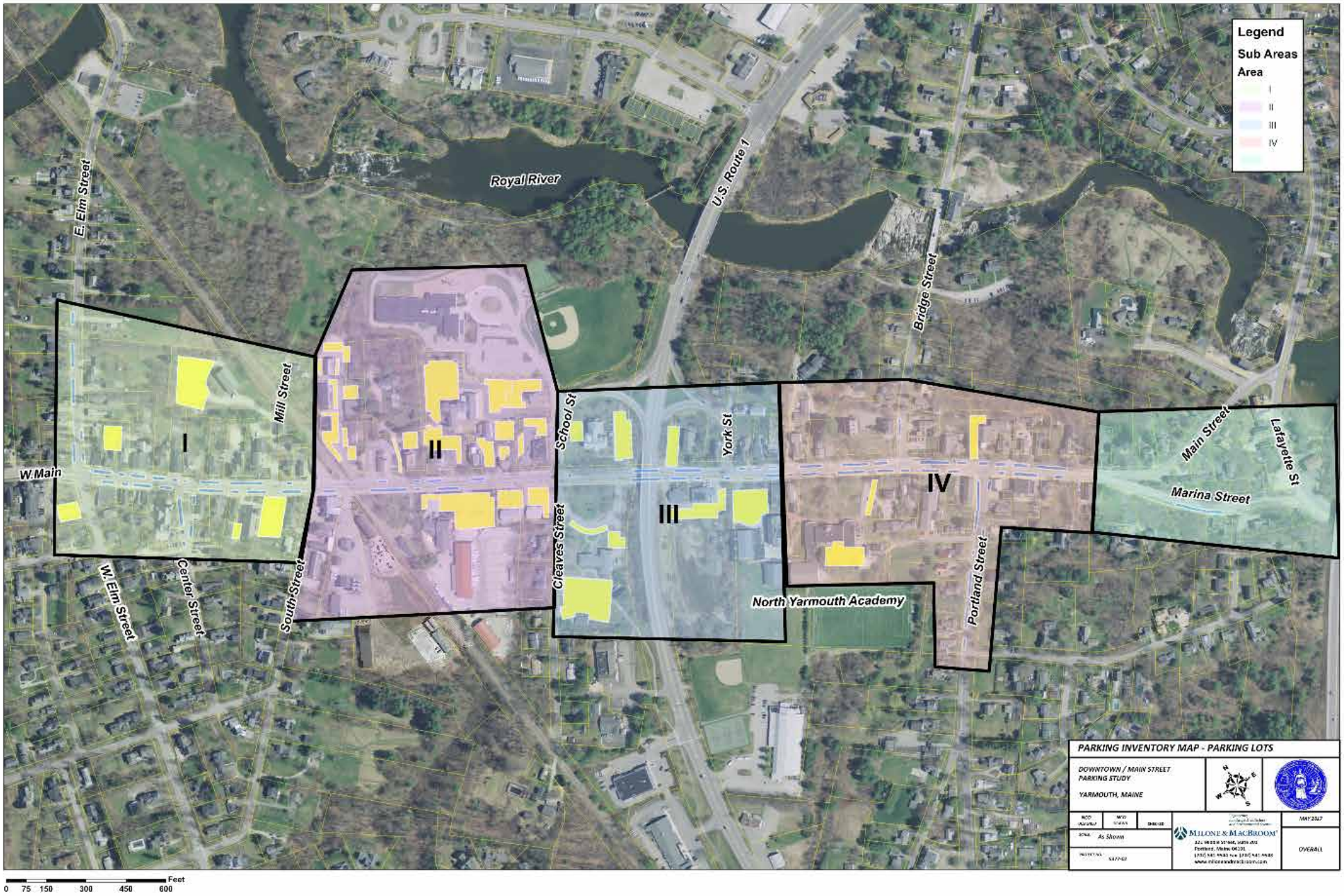


Figure 3:4: Parking Sub-Areas in Yarmouth, Maine

3.2 Downtown Parking Sub-Areas Analysis

In order to better analyze parking utilization within the different parts of Downtown Yarmouth, we broke the corridor into five subareas. One of these five, Marina Street from Main Street to Lafayette Street, was considered but not included in the detailed analysis because it has comparatively little parking. The subareas allowed us to look at the utilization of each area independently. These areas differ in general development patterns, availability of on-street parking, and overall parking utilization. The four subareas can be viewed on the following map (Figure 3.3), and from west to east are the following:

- ***Sub-Area I*** extends from E. Elm Street to South Street along Main Street
- ***Sub-Area II*** extends from Mill Street to School Street and U.S. Route 1
- ***Sub-Area III*** extends from School Street to the green at NYA
- ***Sub-Area IV*** extends from the green at NYA to Marina Street

Area I - E. Elm Street to South Street:

This area exhibits a higher density of multi-use buildings with residential, professional, retail, and civic uses (see Figures 3.5 and 3.6). This is a vibrant area with higher turnover: Hardy's Store, OTTO Pizza, Owl and Elm, and the Royal River Bookstore and other shops. This area has a range of time-limited parking, with shorter term spaces adjacent to and along East Elm Street. There are 44 on-street spaces in this 850-linear-foot segment of Main Street with additional parking (18 spaces) along East Elm Street. Parking need is high in this area. Off-street parking opportunities, such as the Masons lot, could be further explored to reduce demand but will require improved pedestrian connectivity along with improvements such as lighting and signage. There are nine on-street parking spaces on Center Street that also serve this sub-area. The existing parking (on-street and in lots) in Sub-area I was found to peak on the whole at 35% during the 6:00 p.m. hour (approximately 69 vehicles parked within 198 spaces).

Figure 3.5 - 3.6 (Top & Middle): Area I Photos. Figure 3.7 (Bottom): Area II Photo

Figures 3.8 and 3.9: Area III Photos

Area II - Mill Street to School Street

This segment of Main Street (950 linear feet) is characterized by a suburbanized development pattern, with large single-use off-street parking lots serving professional and retail uses (see Figure 3.7). There is less on-street parking (29 spaces) in this section, particularly in the approaches to Cleaves Street, which must accommodate turn lanes and truck traffic. However, on-street parking demand is light in this area. It is noted that large properties currently in transition in this area offer opportunities for increased density and a variety of uses as well as public parking and circulation. The railroad corridor through this area may be redeveloped for multi-use recreation. Bordered by the Village Green Park and adjacent to the Yarmouth Crossing Shops, this crossing of Main Street may become more critical over time as a critical link for transportation, recreation, and destinations between the Downtown, residential areas, and recreational/open spaces. The existing parking in Sub-area II peaked at 48% during the 10:00 a.m. hour (181 parked vehicles in 374 spaces).

Area III - School Street to the green at NYA

This 1,000-linear-foot segment of Main Street includes public off-street parking lots at the town office, public library, and American Legion (see Figures 3.8 and 3.9). On-street parking in this area is largely event-dependent, particularly during evening hours when library events and/or Planning Board meetings coincide with peak hours of activity for the Gather restaurant. Pedestrian circulation between these lots and Main Street crossings could be improved, particularly near School Street and the library and town office frontages. The existing parking in Sub-area III peaked at 42% during the 11:00 a.m. hour (99 parked vehicles within 233 spaces).

Area IV - The green at NYA to Marina Street

This 1,040-linear-foot section of Main Street is characterized by a mix of residential, professional, commercial, civic, and institutional uses (see Figures 3.10 - 3.14). NYA and the First Parish Church dominate the southern side of the street. Off-street parking in this area tends to be in the form of smaller, private lots with the exception of the school lot. There are 53 on-street spaces on Main Street. Seventeen spaces on the north side of Main Street east of Portland Road are posted with a 2-hour time limit. Seven spaces along the Rosemont Market block are designated for 30-minute parking. Parking demand in this area tends to follow school hours. There are no time restrictions for on-street parking adjacent to the school or along Portland Street. Businesses, including Rosemont Bakery east of Portland Street, are well served by available on-street parking. The existing parking in Sub-area IV peaked at 46% during the 11:00 a.m. hour (76 parked vehicles within 164 spaces).

Figures 3.10 to 3.12: Area IV Location Photos

3.3 Parking Duration

The average time that cars spent parked varied greatly in different lots and on-street parking sections of town (see Figures 3.15 and 3.16). There were some abuses of the parking limits. The posted time limit is 2 hours for the Latchstring Park parking lot, but the average duration that cars were parked there was 3.0 hours. On East Elm Street near Main Street, on both sides the maximum time allowed is 30 minutes, but average duration was 1.25 hours. On Main Street just to the east of East Elm Street, there are three spaces with a 15 minute time limit, but the average parking duration is 1.25 hours. On Main Street east of Portland Street, the time limit is 30 minutes, yet the average parking duration is 1.75 hours. Figures 3.15 and 3.16 show the parking limits and the average duration that vehicles stay parked.

3.4 Summary - Existing Parking Conditions

On a typical weekday, it was found that fewer than half of the parking spaces in Downtown Yarmouth get used when looking at all of the parking in the Downtown. This was also found to be the case when looking specifically at the different subareas along Main Street. What occurs is that some individual parking lots and on-street areas become full for short periods of the day or less frequently, and that there is often open/available parking during those same times nearby only a short walking distance away. The highest parking demands generally shift from place to place around the Downtown over the course of a typical day and Downtown Yarmouth as a whole has an excess of parking capacity. It terms of parking time limits, it was found that motorists typical overstay the 2-hour time limit at Latchstring Park and the 15-minute and 30-minute time limits at on-street parking areas throughout the Downtown.

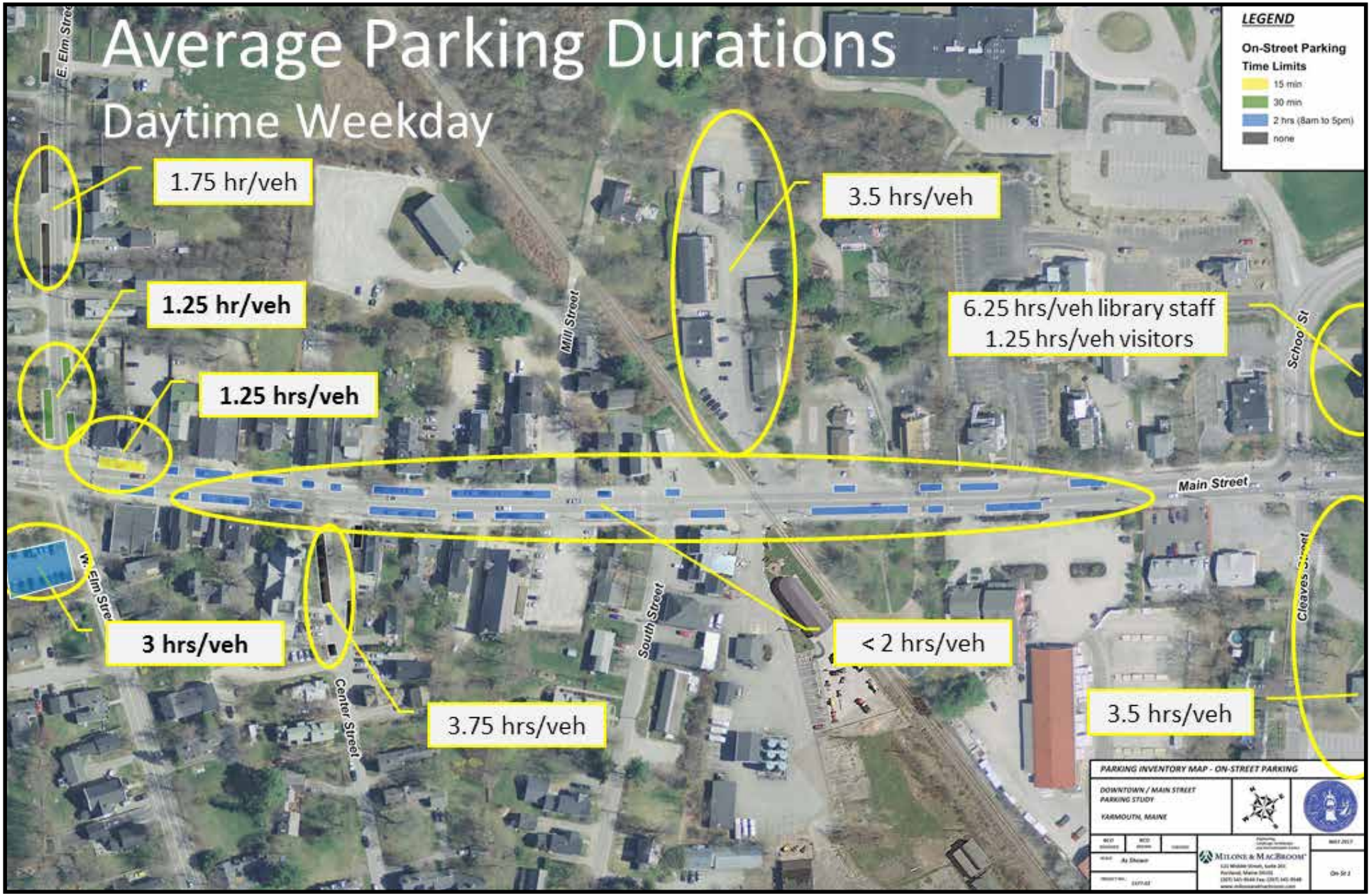


Figure 3:13: Average Parking Durations - West Side of Downtown

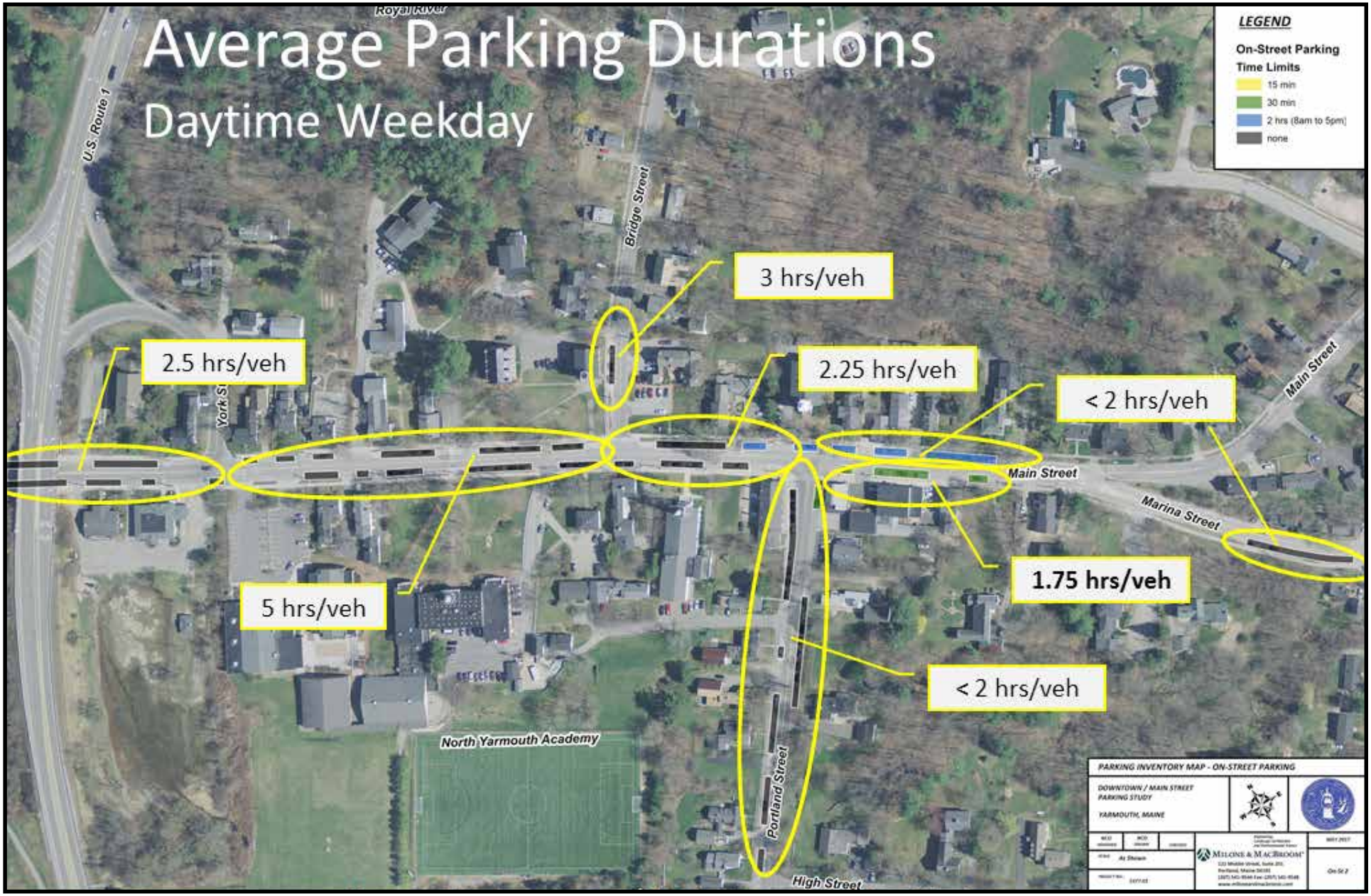


Figure 3:14: Average Parking Durations - East Side of Downtown

SECTION 4:
FUTURE PARKING PROJECTIONS

An important aspect of this study has been the need to review potential upcoming development and redevelopment that may occur in Yarmouth and to assess the impact that its additional parking demands may have on the Downtown.

4.1 Projected Growth and Development

A key resource to understand how much new development and redevelopment could occur is the Town of Yarmouth Market Study. According to that study, through 2025 there may be a demand for growth opportunities and economic development across different types of land uses within the Town of Yarmouth. Growth estimates include 178,875 square feet of new office space, 103,600 square feet of new retail space, 10,125 square feet of new administrative services space, 18,600 square feet of new food and/or lodging space, and 10 new residents added to the town annually by 2025 (±80 new residents). Figure 4.1 from the Market Study shows potential developable sites in Yarmouth.

The Market Study estimates that perhaps half of the townwide growth may occur in the downtown Main Street/U.S. Route 1 area. The following map from the Market Study shows where there are potentially underutilized sites in Downtown Yarmouth that may be suited for this development/redevelopment.

Based on discussions with the Town of Yarmouth, there are several new or expected developments/redevelopments in the downtown area. These developments include a new health/fitness club at 41 Railroad Square, a brew pub to be located at the site of Anthony's Dry Cleaners at 236 Main Street, and an expansion of the Community Music Centers at 317 Main Street. These three known developments, and the aforementioned Market Study estimate that half of all potential townwide growth could occur in the Downtown, form the basis of the future downtown parking projections for this study.

4.2 Parking Projections at the Downtown Level

The numbers of additional parked vehicles in the Downtown that would be associated with the projected growth were estimated based on our recommended baseline parking requirement ratios and time-of-day variation factors (described below in the Recommendations chapter), as well as based on information from the town and based on industry data.

It is important to note that this parking projections analysis tests a scenario where no additional parking spaces are added to the Downtown. We estimated the addition of new vehicles parking (demands) in Downtown Yarmouth without increasing the number of available parking spaces (supply) in the downtown.

For downtown Yarmouth as a whole, it was found that the projected economic growth and development would likely generate less than 500 new parked vehicles that would need to be accommodated throughout the Downtown. **Based on our estimates, it is expected that the projected development and growth would generate approximately 400 new parked vehicles that would be added to Downtown Yarmouth during peak times on a typical weekday. There are already more than 500 empty parking spaces strewn throughout the Downtown in parking lots and on-street during the busiest times of the day.**

4.3 Parking Projections at the Sub-Area Level

To take this a step further, the future parking projections for each separate sub-area was assessed. Sub-areas I through IV were analyzed as they contain most of the publicly accessible parking in Downtown Yarmouth (Sub-area V was excluded from this analysis). For this analysis, the downtown growth potential was initially assumed to be split across Subareas I through IV. Figure 4.4 on Page 33 summarizes this parking projections analysis.

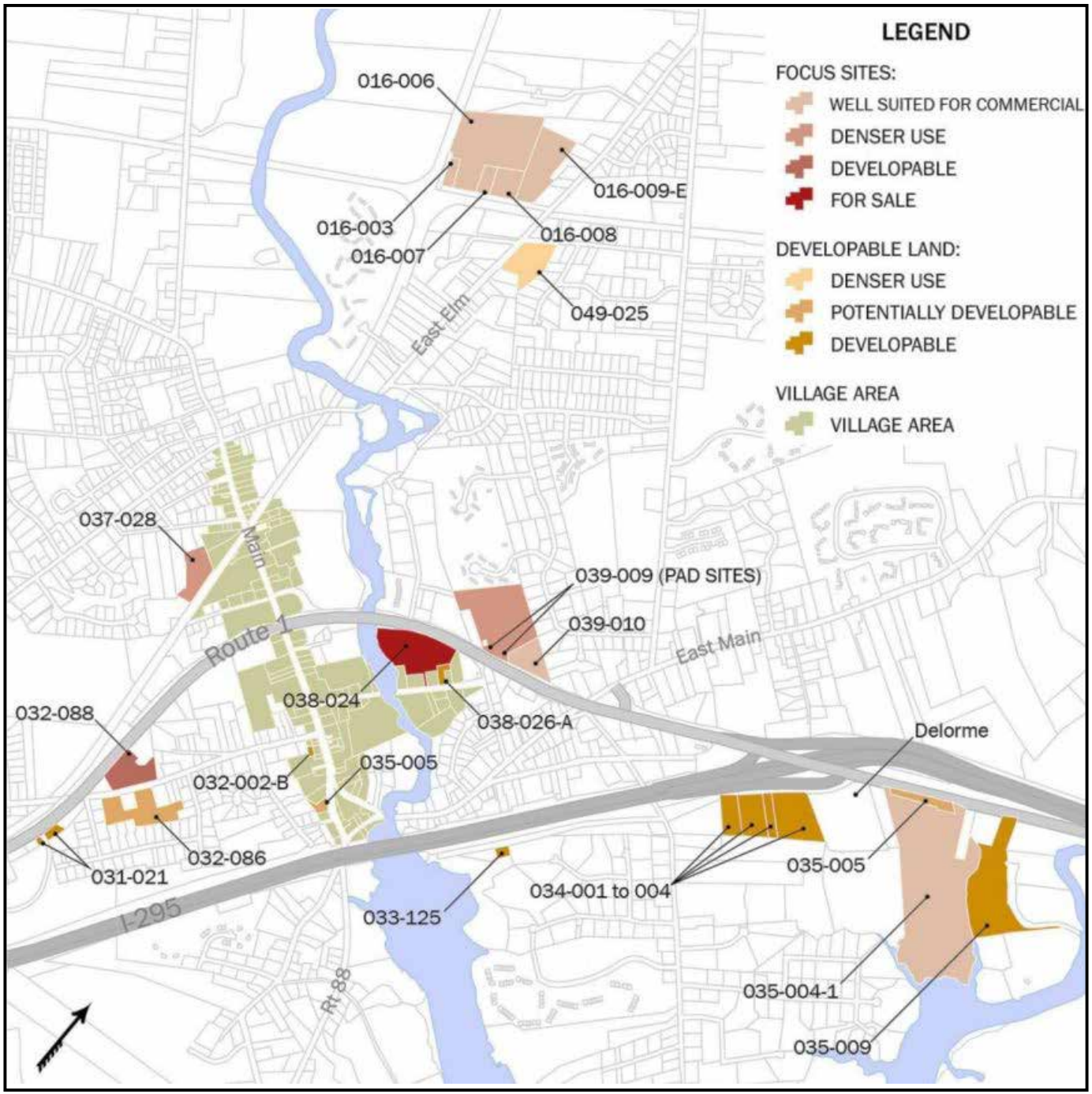


Figure 4.1: Potential Sites for Future Development in Yarmouth (Source: Town of Yarmouth Market Analysis & Action Plan Matrix)

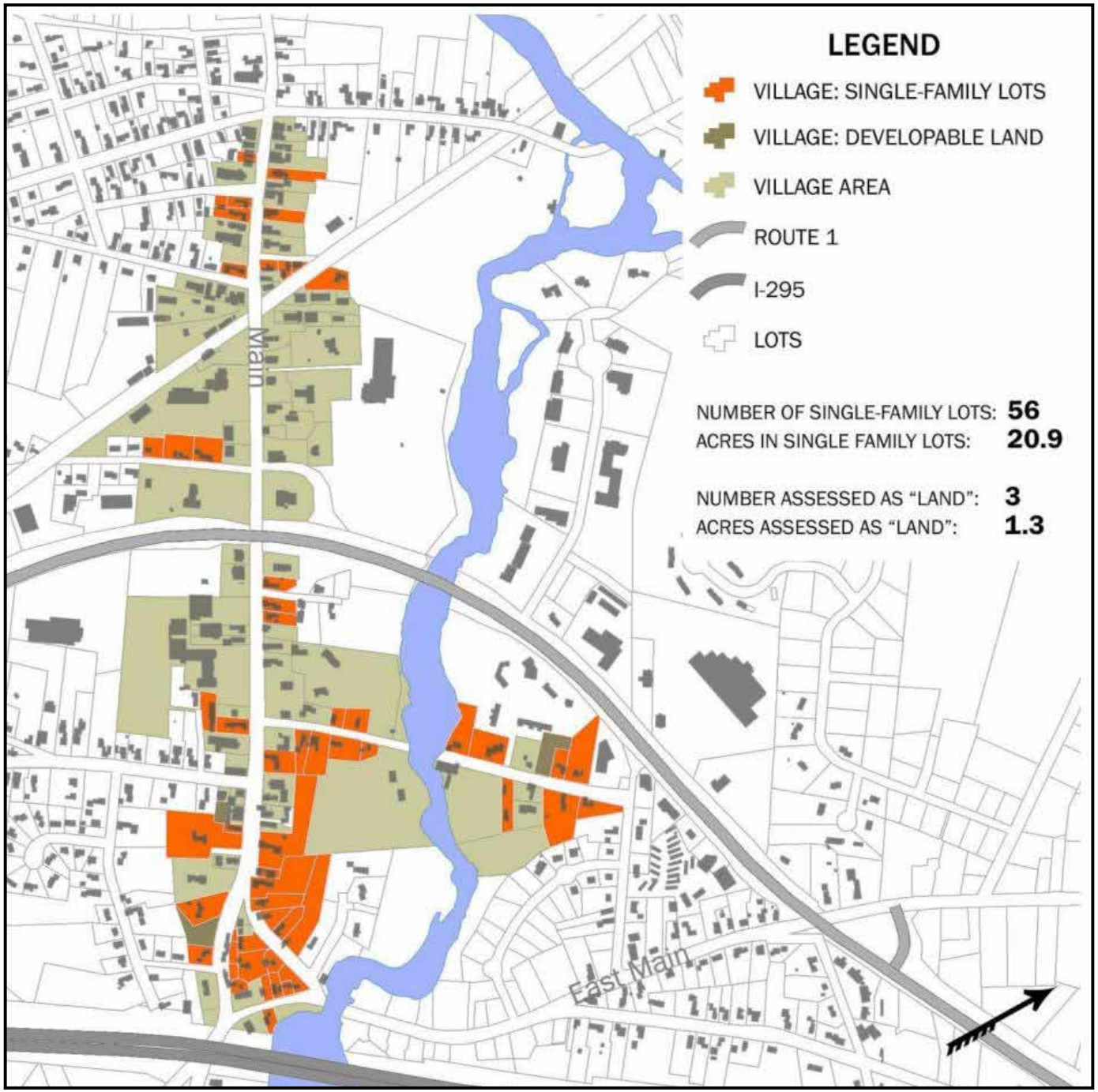


Figure 4.2: Potentially Underutilized Sites in Yarmouth's Village Area (Source: Town of Yarmouth Market Analysis & Action Plan Matrix)

This sub-area analysis found that **the middle areas of the Downtown (Subareas II and III) could more easily accommodate a greater proportion of development growth and its associated parking in the future than the areas at the east and west ends of Main Street (Subareas I and IV).** At 11 a.m. on a typical weekday, for example, it is estimated that future growth that would generate new parking demands added to the downtown would result in all of the 164 parking spaces in Sub-area IV to be occupied but only around 81% of the 233 spaces in Sub-area III to be occupied. Thus, **the Town of Yarmouth should plan to do one of two things to accommodate future development and its associated new parking demands in the future: either plan to add more parking (supply) to the east and west ends of downtown (Subareas I and IV: around 25 - 30 parking spaces in Sub-area IV and around 10 - 15 new parking spaces in Sub-area I) or funnel a greater proportion of the future development and growth into the middle of the downtown (Subareas II and III).**

4.4 Parking Projections Summary

Future growth and development in Downtown Yarmouth could be accommodated with no physical increase in the number of parking spaces. In fact, infill development, especially in the near term, could stand to replace/remove some existing parking spaces. To accomplish this, it will be necessary to focus more of the new development/growth within the middle of the downtown where there are greater excesses of space and to use the downtown parking more efficiently in general by following the recommendations presented in Section 5 of this study.

Pending Development / Change in Use

1 **Brew Pub:**
53 seats indoors +
59-69 seats seasonal outside
2,150 gross sq.ft.
21 parking required
17 spaces on-site, and
use 4 spaces at Town Hall.
Plus 12-15 spaces for the seasonal outdoor.

2 **Health Club:**
1,656 gross sq.ft.
22 parking proposed

3 Unknown plans, type of use, and parking needs

4 **Music School:**
4,000 sq.ft. existing +
2,000 sq.ft. expansion
18 parking required
13 spaces on-site
+ 5 off-site. 30 spaces to be used / shared at the Masons as needed.

5 **Charitable:**
Unknown plans and parking needs

MILONE & MACBROOM

Figure 4.3: Pending Development / Change in Use

Future Parking Projections - Downtown Yarmouth

SUB-AREA		Number of Spaces	NUMBER OF PARKED VEHICLES										
			9am	10am	11am	noon	1pm	2pm	3pm	4pm	5pm	6pm	7pm
I.	*EXISTING PARKING*	*198*	*48*	*57*	*49*	*44*	*45*	*54*	*51*	*57*	*59*	*69*	*63*
	Future New Parking Demands from: Main Street Music School Expansion	0	30	30	30	30	30	30	30	30	30	30	30
	Future New Parking Demands from: Unknown future development potential	0	89	89	89	89	89	89	89	89	89	47	47
	SUB-AREA TOTAL	198	**167**	**176**	**168**	**163**	**164**	**173**	**170**	**176**	**178**	**146**	**140**
			84%	*89%*	*85%*	*82%*	*83%*	*87%*	*86%*	*89%*	***90%***	*74%*	*71%*
II.	*EXISTING PARKING*	*374*	*163*	*181*	*166*	*156*	*168*	*174*	*162*	*133*	*64*	*44*	*32*
	Future New Parking Demands from: Redevelopment of Dry Cleaners into Brew Pub	0	2	2	5	15	12	8	6	7	18	28	30
	Future New Parking Demands from: New Health Club	0	7	7	7	7	6	5	5	8	13	13	13
	Future New Parking Demands from: Unknown future development potential	0	89	89	89	89	89	89	89	89	89	47	47
	SUB-AREA TOTAL	374	**260**	**279**	**266**	**266**	**275**	**276**	**262**	**237**	**184**	**132**	**122**
			70%	***75%***	*71%*	*71%*	*73%*	*74%*	*70%*	*63%*	*49%*	*35%*	*33%*
III.	*EXISTING PARKING*	*233*	*69*	*84*	*99*	*88*	*89*	*83*	*77*	*84*	*53*	*69*	*82*
	Future New Parking Demands from: Unknown future development potential	0	89	89	89	89	89	89	89	89	89	47	47
	SUB-AREA TOTAL	233	**158**	**173**	**188**	**177**	**178**	**172**	**166**	**173**	**142**	**116**	**129**
			68%	*74%*	*81%*	***76%***	***76%***	*74%*	*71%*	*74%*	*61%*	*50%*	*55%*
IV.	*EXISTING PARKING*	*164*	*69*	*72*	*76*	*71*	*70*	*66*	*68*	*72*	*47*	*39*	*23*
	Future New Parking Demands from: Unknown future development potential	0	89	89	89	89	89	89	89	89	89	47	47
	SUB-AREA TOTAL	164	**158**	**161**	**165**	**160**	**159**	**155**	**157**	**161**	**136**	**86**	**70**
			96%	*98%*	***101%***	*98%*	*97%*	*94%*	*96%*	*98%*	*83%*	*52%*	*43%*
TOTAL DOWNTOWN		**969**	*743*	***788***	***787***	*766*	*775*	*776*	*755*	*746*	*640*	*479*	*461*
			77%	***81%***	***81%***	*79%*	*80%*	*80%*	*78%*	*77%*	*66%*	*49%*	*48%*

Figure 4.4: Future Parking Projections Table

Based on the sub-area parking analysis performed within this study, the Town of Yarmouth will not need to implement any additional parking facilities as long as the recommendations for the development of shared parking are implemented within the downtown.

Table Notes:

- Future Parking Peak Estimates for the Musical School Expansion (+/- 2,000 square feet) from the Town Planner.
- Existing parking at Anthony's Dry Cleaners not removed as a conservative measure. Brew Pub to have +/- 60 seats.
- Future Parking Peak Estimates for the Brew Pub and proposed Health Club (+/- 2,500 square feet) based on ITE and ULI as a conservative measure.
- Unknown future development potential parking estimates based on our recommended downtown parking ratios and time-of-day variation factors.

SECTION 5: RECOMMENDATIONS

Recommendations have been developed as guidance to Yarmouth on ways to improve the accommodation and management of parking in the Downtown through the coming years. For the Downtown to best function and be attractive for both business investment and customers, there must be convenient and available parking as well as a safe and attractive pedestrian environment. The recommendations below seek to improve these factors and to improve efficiencies in Yarmouth's downtown parking. It is important to note for the recommendations below, that less than half of all the parking spaces in downtown Yarmouth are utilized on a regular basis. Parking problems that are experienced by some people are centered upon the most convenient curb spaces or off-street parking areas while less convenient off-street parking is readily available nearby. Simply increasing the overall parking supply will not solve the Downtown's parking problems. In large part, solutions lie in reallocating some parking demands from the most desirable areas to underutilized spaces, reducing single-use parking and increasing multiple destination parking. Furthermore, the recommendations have been developed with an ear to community concerns to dovetail with the strategies of the Market Study and the CBDC and also to maintain an eye toward preserving the historic character of the Downtown.

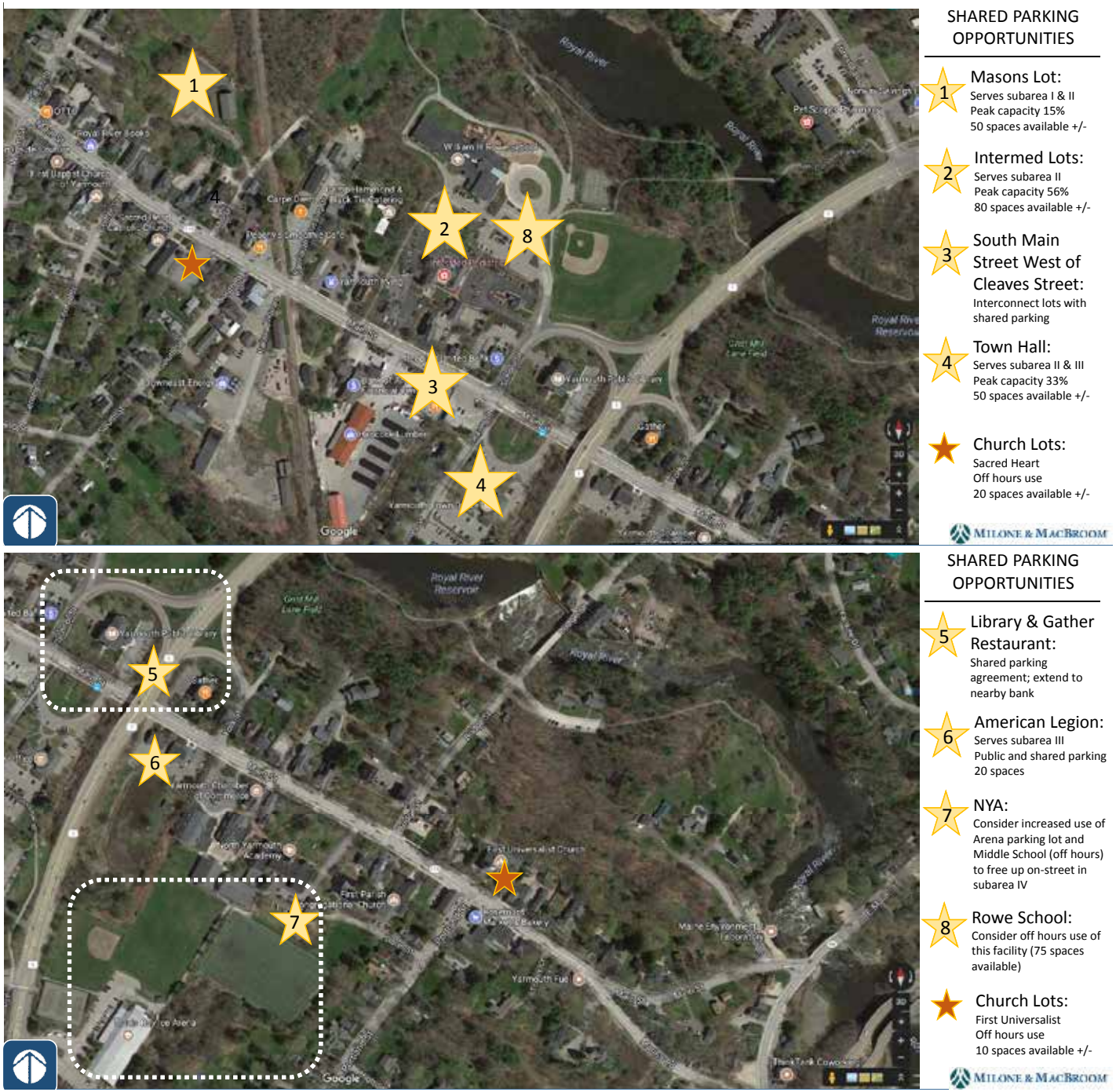
5.1 Vehicular Parking Recommendations

1. TRANSITION TO A PARK-ONCE DOWNTOWN

As discussed above, downtowns that have many small parking lots often find that the total supply of all downtown parking is regularly underutilized on the whole. This is especially true if many of the individual parking lots only serve a single destination, which is the case for Yarmouth. Converting off-street parking from single use to public parking, or at least privately owned shared-parking, in high priority areas allows for the more efficient use of resources and encourages "park-once" trips that support multiple destinations. A centrally located public parking space can often substitute for two to three single-destination spaces. For example, if several downtown land uses, such as apartments, a restaurant, and a professional office, need 10 parking spaces each, then adding 20 public spaces may provide the same benefit as adding 30 private, single-use spaces.

Another result of single-use parking is that a downtown ends up with less density than it otherwise could have because land is used as parking lots instead of for buildings. The Market Study is directly calling for an increase in the building density of the Downtown to meet anticipated demands for job and housing growth that would strengthen the town economy. The way to do this will be to gradually move away from having numerous single-use, private parking lots and instead move toward designating multi-use, shared, and community parking lots over the course of time (years) through redevelopment, site upgrades, etc. This will allow for the more efficient use of some parking lots in the Downtown and for other lots to be used as sites for infill development. In terms of parking, under this scenario, the town would be doing more with less and growing economically stronger as a result. Downtowns that thrive many times foster a shared-parking environment where any motorist can park at a publicly available lot and easily walk to multiple nearby destinations. This entails sharing of parking lots between multiple businesses and/or land uses, especially those that have different and complementary peaking patterns. Some recommendations on how these principles can be applied to Downtown Yarmouth are provided below.

Figure 5.1: Additional Parking Sign in Yarmouth



Figures 5.2 and 5.3: Shared Parking Opportunities

Short Term - Maximize the Use of Existing Parking Assets

In the near term, this recommendation entails increasing the shared use of existing parking lots between different nearby properties and land uses instead of having private/single land use parking lots. As an example, it is not uncommon for an office, which is busiest during the day, to be located next to a restaurant that is busiest in the evening and for both businesses to have their own separate parking lots. In this situation, the restaurant's parking lot sits half empty during the daytime when the office is open, and the office's parking lot sits unused in the evening when the restaurant is busiest. Therein lies the inefficiency that all downtowns should strive to minimize. Both businesses should be encouraged and incentivized to share a single parking lot.

There is more discussion below under the recommendation for zoning ordinance revisions about incentivizing shared parking. Examples of legal agreements between separate private property owners for the sharing of parking or for public use of private parking can be found in the Appendix, including a copy of an existing agreement between the Town of Yarmouth and KeyBank.

There are several areas of Downtown Yarmouth that may be prime candidates to function as shared parking lots or to function with a higher degree of shared parking. These are based on the findings of the existing parking counts and general input that has been received. These include the following:

The Mason's Lot

Located a short distance behind the buildings on the north side of Main Street between East Elm Street and Mill Street, the Mason's lot could serve the needs of many different users. For example, long-duration parking needs (several hours at a time) of workers at nearby restaurants and commercial uses, as well as apartment residents, could be accommodated in this lot. This would help free up other parking that is closer to the businesses along this section of Main Street for customer parking and short-duration parking needs. The Mason's lot was found to peak at only around 15% of capacity, at which time there will be approximately 50 available parking spaces. Pedestrian connection(s) to the buildings on Main Street would be important to any successful use of the Mason's lot as a shared/community parking area.

Intermed Area

The Intermed area is made up of several parcels, several of which are owned by the same entity. This area, shown on the following graphic, contains approximately 183 parking spaces and was found on the whole to peak mid morning and mid afternoon. At those peak times, there were still approximately 80 parking spaces that were available. Additionally, when certain lots individually peaked, adjacent lots had available spaces. This pattern shows that this area would be a good candidate for a shared-parking arrangement.

Much of this area has been developed or redeveloped within the last 30 or 40 years under contemporary zoning ordinances. In the future, it would be a good candidate for infill development and more shared parking along with lower minimum parking requirements (discussed later). Pedestrian connectivity in this area should be improved to aid the ability of people to easily walk between the separated parking lots for occurrences when a motorist's first choice lot is full and they end up parking nearby at an adjacent lot.

Gather Restaurant & Town Library

A mutual shared-parking agreement between the town library and the Gather Restaurant makes sense since their peaking patterns are largely complementary and they are both on the same side of Main Street. The library main parking lot was 61% full at its peak in the 11:00 a.m. hour while the Gather lot was completely full with overflow on Main Street during the 7:00 p.m. hour. Except when the library has afternoon/evening events, the characteristics are perfect for sharing. This usually happens only a handful of times a month. When this occurs, and if parking becomes limited, library visitors could be directed to park at the town offices across the street and/or enter into a shared-parking agreement with the nearby People's

United Bank. Similarly, Gather is understood to have an informal agreement to share parking with KeyBank across the street. Gather could also engage NYA to use the parking lot at Priscilla B. Savage Middle School for rare occasions.

South Side of Main Street West of Cleaves Street

The Dunkin' Donuts/China Taste restaurant parcel, Anthony's Dry Cleaner (slated to be replaced with a craft brewery restaurant), Hancock Lumber, and the Bank of America could be well served to have a shared-parking agreement with each other, particularly since Hancock and Bank of America are usually busiest in the mid morning outside of the breakfast/lunch/dinner times and are both closed before the evening restaurant peak. There is already a small stairway between the Dunkin' Donuts and the Hancock Lumber properties. The craft brewery to be located at the Anthony's Dry Cleaners site can share parking with the town offices. The Dunkin' Donuts/China Taste parking lot and the Anthony's Dry Cleaner parking lot could be improved by physically connecting them to create a single parking lot since there are no elevation differences between the two. This latter example could allow for better access management through the closure of at least one curb cut, improved site circulation, and could facilitate frontage/streetscape enhancements.

North Yarmouth Academy (NYA)

The North Yarmouth Academy (NYA) campus experiences notable parking demands at its off-street lots throughout most of the school day as well as at nearby on-street parking areas, particularly in the afternoon around 3:00 p.m. to 5:00 p.m. when the on-street parking and the rear lot were at times at least 80% full. NYA should consider increased use of the nearby parking lot at its Travis Roy Ice Rink to relieve some of the on-street and Main Campus parking demands. For example, some of the staff could be directed to park at the ice rink parking lot. Improvements to the walkway between the ice rink and the main campus should be contemplated to enhance the attractiveness of a long walk. Changes to the on-street parking time limits near NYA should also be considered to discourage employees from parking on-street for extended periods of time.

American Legion Parking Lot

The American Legion parking lot serves as the shared-parking area between the American Legion, the KeyBank, and the Town ice skating pond. These different land uses largely complement each other, as the bank is busiest during the daytime and the American Legion is used mostly outside of regular business hours. The American Legion is often used for town meetings. The ice skating pond also mostly used after school and on weekends. It was found that this parking lot was most heavily utilized during the 7pm hour when 73% of its parking spaces were occupied. Less than a quarter of the parking spaces were found to be used between 9am and 6pm, indicating that it could be further utilized for shared-parking during the regular workday.

Church Parking Lots

Church parking lots are often great candidates for shared parking since many of them sit largely underutilized during the weekdays. There are several churches located along or near Main Street. The First Universalist Church, for example, located at the intersection of Portland Street and Main Street, which is near several businesses at the east end of the Downtown, had at least 10 to 15 empty parking spaces out of 18 during the day of the parking counts. The Sacred Heart Catholic Church near Mill Street had at least 20 available parking spaces out of a total of 34 spaces during the day of the counts.

Long Term - Develop Public Off-Street Parking Facilities Downtown

Ultimately, centralized public parking facilities that are available to be used by anyone for any purpose, and fewer small private parking lots, should be the goal for Downtown Yarmouth. There are several positives associated with centralized

public parking facilities and fewer small private parking lots as follows:

- They can foster a 'park-once' environment with increased foot traffic between land uses and along city streets past storefronts, which can increase overall vibrancy downtown.
- They can allow for a reduction in the number of sidewalk disrupting driveways.
- A reduced number of curb cuts reduces the number of potential conflict points for all roadway users.
- They can lead to more efficient and denser use of downtown land by better allowing for new development and infill development to replace small private parking lots.
- Downtown parking in general can be better managed through centralized public parking facilities as opposed to numerous small privately owned parking lots.

Public parking lot(s) made available to anyone from the general public would likely require the town to work with multiple property owners through some degree or permutation of public/private partnership. The town could offer to front investment to make physical improvements necessary to improve access, safety, and the pedestrian environment to get public parking lot(s) off the ground. Oversight of public lot(s) could be managed by a town entity or board. The town could help to consolidate land for public parking, and funds collected from fee-in-lieu payments (discussed further below) could be used to finance public lot(s), subsidize upkeep, and make future parking improvements. Private ownership could also remain, in part or in whole, for any parking lots made available to the general public through joint-ownership agreements. Ultimately, a parking management company could be hired if there were to come a time in the future when charging for parking (parking meters or pay stations / kiosks) becomes warranted and acceptable.

Several public parking lots placed along the length of Main Street could ultimately serve the entire downtown with a public off-street option within a walking distance of 500 to 750 feet or less, generally less than a 5-minute walk. This distance is typically the maximum walking distance that people feel is reasonable to walk to/from public parking. Ideally, at least four public parking lots would be located along Main Street in the future – one for each of the downtown subareas.

In reality, it is more likely that existing parking lots already in the Downtown would be transitioned over time to become full-public lots. Figure 5.4 on the following page illustrates walkshed zones (each with a radius of 500 feet) around five existing parking lots that could serve most of the downtown general public demands. As shown, much of the Downtown is covered by these five walkshed zones.

2. REVISE ZONING ORDINANCE PARKING REQUIREMENTS

The zoning ordinances should be revised to steer toward a more efficient use of downtown parking, allow more flexibility for new development/ redevelopment, and to better align with the town's economic growth goals.

If Yarmouth is to see a more efficient use of downtown parking by increasing levels of shared parking and ultimately designating full-public parking, it is critical that the zoning ordinances concerning parking requirements be revised appropriately. As discussed earlier, when looking at all of the parking in Downtown Yarmouth, less than half of it gets typically used when the total parking demands are at their highest. The town zoning ordinances are at least partly the cause of this by requiring an oversupply of parking spaces. The ordinances also offer little flexibility in terms of parking requirements. If Yarmouth is going to best foster the economic growth of the Downtown it should revise the minimum parking requirements, incentivize shared parking, and offer more flexibility in the ordinances. Moreover, the ordinance parking requirements should be written to the greatest extent possible to allow new development and redevelopment in the

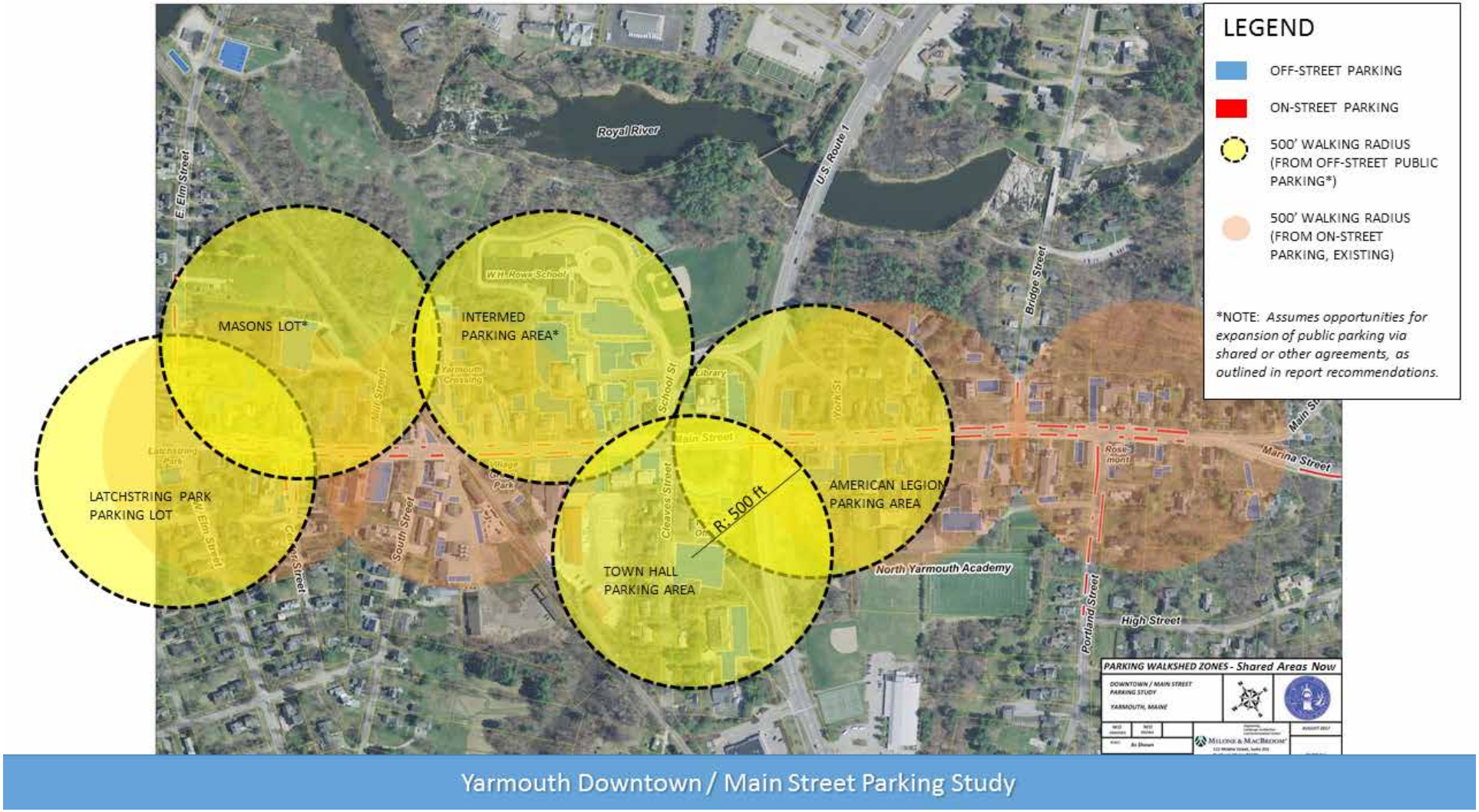


Figure 5.4: Walksheds in Yarmouth, Maine

Downtown to be as-of-right with little to no need for variances or waivers during the approval process. The following recommendations aim toward this goal.

Reduce the Parking Requirements and Account for Time-of-Day Peaking

The zoning regulatory parking requirements should be evaluated and modified to lower or rightsize the requirements because the current minimum parking requirements for at least some land uses are higher than necessary. The Intermed area, for example, has an oversupply of parking on the whole as it was found to peak at only 56% utilization. Of the approximately 183 parking spaces in the Intermed area, there were around 80 empty parking spaces at the busiest time of the day indicating that the town's current minimum parking requirements are higher than needed. Instead of being designed to meet the real demand, the area's number of parking spaces can likely be attributed to the zoning ordinance which requires three spaces for every 100 square feet.

Moreover, the Market Study notes that "parking is a roadblock to increased density on Main Street" and that a key to fostering new economic development along Main Street will be to remove this "roadblock." Yarmouth's zoning ordinances currently result in new development density to be lower than it could otherwise be (and what market forces might want). This is the opposite of the Market Study's recommendation to increase commercial density. A way to allow for increased commercial density is to lower or rightsize the zoning requirements for off-street parking to be more in line with actual parking demands. This careful balance will allow for more building density instead of required unused parking. Additionally, making the zoning requirements less onerous and restrictive will ease burdens that may be hindering development.

Minimum parking requirements that are too high have several negative consequences as noted below:

- They lead to the oversupply of parking and thus the under-use of downtown land that could instead be covered by buildings that would generate more tax revenue
- They lead to downtown development being spread apart, which makes the downtown less walkable
- They lead to the overbuilding of pavement, which creates more stormwater runoff
- They can create a regulatory hurdle for new development/ redevelopment seeking a reduction from the minimum parking requirements that are too high because any reduction usually requires an often scrutinized review for a waiver, variance, or special exception from the ordinance. Detailed information on Yarmouth's existing Parking Adjustment program can be found in Section K: Parking Calculations of the CBDC.
- They can prevent development from being as dense as market conditions would otherwise support.
- They can preclude new development/redevelopment from occurring because of cost increases when land is required to be devoted to parking that regularly goes underused or unused. (Note that the CBDC and the Town Zoning Ordinance do allow the Yarmouth Town permitting the authority to adjust the parking requirements by taking into account context and criteria such as site constraints, availability of off-site parking, and alternative modes of transportation. Nonetheless, such an adjustment may sometimes be an additional step in the development approval process.)

As stated in the landmark book on this subject, The High Cost of Free Parking, zoning code parking requirements that are too high and that offer little flexibility "prevent infill redevelopment on small lots where fitting both a new building and the required parking is difficult and expensive" and they "prevent

new uses for many older buildings that lack parking spaces required for the new uses." If the minimum parking requirements were to be lowered, it could help stimulate infill development and redevelopment by allowing property owners to better use any previously required parking areas that are underutilized, which will also help to spur more demand for shared parking.

The following table compares the parking requirements in the Town of Yarmouth Zoning Ordinance to those in the recently updated draft of the CBDC for the U.S. Route 1 Corridor and Village of Yarmouth as well as to industry parking generation data published by the Institute of Transportation Engineers (ITE) and to local parking demand data collected as part of this study at some downtown land uses.

As can be seen in Figure 5.5, the parking ratios generally vary across the board. The CBDC requires a low amount of parking for both residential developments (one minimum parking space per unit) and restaurants (one parking spaces for every four seats). The existing peak parking demand during the evening at several downtown restaurants is actually higher at approximately one parking space for every 2.5 seats. What this indicates is that the CBDC has been tailored in an effort to shape the future form of downtown development to be denser and more pedestrian oriented, to nudge people to more often bike/walk/use alternate modes of transportation, to lessen the proportion of private parking in the Downtown, and to spur more need for shared/public parking. These align with exactly what the Market Study is calling for to help meet future growth demands for more jobs and housing in Yarmouth.

The CBDC requires more parking for office and retail uses than is likely to be necessary based on the actual parking counts from the Intermed area and based on national data published by ITE. Keeping in line with the goal of growth for the Downtown, we suggest that the lower parking ratio based on the Intermed area for office and retail uses be used. The following table shows the recommended minimum parking requirements for Downtown Yarmouth.

These parking requirements may not be appropriate for areas outside

Comparison to Parking Requirements to Parking Demands

Land Use	Zoning Ordinance Parking Requirements [1]	Development Code –Yarmouth Village- (CBDC) Parking Requirements [2]	Industry Data – ITE *Parking Generation* Statistics [3]
Residential (single-family house)	Two per dwelling unit	One minimum; two maximum per unit	1.83 per dwelling unit
Residential (multifamily apartment)	Two per dwelling unit	One minimum; two maximum per unit	1.23 per dwelling unit
Lodging		One per bedroom	0.89 per occupied room
Office	Three per 1,000 sq. ft.	Three per 1,000 sq. ft.	2.84 per 1,000 sq. ft.
Retail	Four per 1,000 sq. ft.	Four per 1,000 sq. ft.	2.94 per 1,000 sq. ft.
Restaurants	One per 2.5 seats *	One per four seats	One per two to three seats **

1) Zoning Ordinance – Town of Yarmouth, Maine - Last Updated 6/15/17 -- Chapter 701, Article II, Section H
2) CBDC – U.S. Route 1 Corridor and Village - Yarmouth, Maine - Public Draft 11.20.17 -- Article 5, Section K
3) Institute of Transportation Engineers - Parking Generation - 4th Ed., 2010 -- Average Peak Period Parking Demand. Minimum sample size included in this table was five study sites.
4) Based on daytime parking counts on Thursday, May 11, 2017. The Intermed area has a total of approximately 58,400 sq. ft. GFA. Gather has approximately 80 seats. Owl & Elm and OTTO both have seating for approximately 35 to 45.

** Plus one space for every four outdoor seats over 12 outdoor seats*
*** Fine dining at the high end of the range (one space for every two seats). Fast food at the low end of the range (approximately one space for every three seats)*

Figure 5.5: Comparison of Parking Requirements to Parking Demands Table

Recommended Baseline Parking Requirements Downtown Yarmouth, Maine

Land Use	Minimum Parking Requirement
Residential	One per dwelling unit *
Lodging	One per bedroom
Office	Two per 1,000 sq. ft.
Retail	Two per 1,000 sq. ft.
Restaurants	One per four seats

** Maximum of two spaces per unit*

Figure 5.6: Recommended Baseline Parking Requirements for Downtown Yarmouth, ME

of the Downtown. It is also important to note that any developer or land owner could still choose to provide more parking than the minimum requirement (as long as it is under any specified maximum amount). As described in Donald Shoup's The High Cost of Free Parking: "Minimum parking requirements force-feed the city [and town] with parking spaces, and removing a parking requirement simply stops this force-feeding. Businesses will [still] be free to provide as much parking as they like."

Additionally, it is worth noting that some municipalities around the country have removed minimum off-street parking requirements from their regulations/ordinances for at least some land uses in their downtowns or citywide. Popular examples include Buffalo, New York, and Fayettville, Arkansas. Maine towns that currently do not have minimum parking requirements for their downtowns include Bath and Belfast. Portland, Maine, has recently reduced its minimum parking requirements. Moreover, the eventual shift to autonomous vehicles over the coming decades could lead to significant reductions in parking needs. Thus, we suggest that the parking requirement ordinance be reviewed at least once every several years and revised as necessary based on current conditions at the time.

Account for Time of Day Parking

As part of the normal procedure for calculating the off-street parking requirements, information on time-of-day peaking characteristics for different land uses should be taken into account. This is relevant for all mixed-use developments and occurrences of shared parking as it accounts for parking compatibilities of different land uses, and thus, allows for the more accurate estimation of total peak parking demands.

Minimum parking requirements alone reflect, or try to reflect, peak parking demands. However, not all land uses peak at the same time. For example, without taking into account the different time-of-day patterns of an office/restaurant development, one might estimate based on the table above that a 20,000-square-foot office and an 80-seat restaurant in the Downtown would generate a total peak of around 60 parked vehicles (40 vehicles for the office at two per 1,000 square feet and 20 vehicles for the restaurant at one per every four seats.) When looking at how the total parking demands may vary over the course of a weekday based on the time-of-day variation table below, it can be estimated that during the daytime the total parking demand may be 55 vehicles (40 office and 15 restaurant), during the evening the total parking demand may be 22 vehicles (two office and 20 restaurant), and late night/ overnight the total parking demand may be around seven vehicles (two office and five restaurant). Thus, the total peak parking requirement for the office/restaurant development would be 55 parking spaces. Table 5.7 below shows the recommended hourly parking demand variations for Downtown Yarmouth, which are based on a review of data published by the Urban Land Institute and similar tables from municipal regulations such as those from the City of Hartford, Connecticut.

Recommended Time-of-Day Parking Variation Factors For Downtown Yarmouth, Maine

Land Use	Weekdays			Weekends		
	midnight to 7am	7am to 6pm	6pm to midnight	midnight to 7am	7am to 6pm	6pm to midnight
Residential	100%	50%	90%	100%	65%	90%
Lodging	100%	65%	100%	100%	65%	100%
Office	5%	100%	5%	5%	5%	5%
Retail	5%	100%	80%	5%	100%	80%
Restaurants	25%	75%	100%	50%	85%	100%

Figure 5.7: Recommended Time-of-Day Parking Variation Factors for Yarmouth, Maine

Encourage and Incentivize Shared Parking

The zoning ordinance should be revised to offer more flexibility in the parking requirements and to better encourage shared parking whenever possible. Specific language should be added to the ordinance to encourage and allow shared parking for developments and between separate properties that

are near one another. Following are a couple of different ways to incentivize shared parking during zoning processes, site plan review approvals, etc.

Regulatory Relief

A development would be allowed a greater density and/or a percent reduction in the baseline parking requirement (such as a 10% reduction) if they enter into a shared-parking agreement with a nearby property owner. If the number of spaces to be shared is specified, it should not be less than five parking spaces. "Nearby" could be considered within a 5-minute walk, which is generally a distance of 500 to 750 feet or less. As part of this, the time-of-day parking requirements would have to be calculated for the combination of both properties using the estimated parking demands for the proposed development and real parking demands (if applicable) of the existing nearby property owner. A shared-parking agreement would need to be put in place between the separate property owners. Examples of shared-parking agreements can be found in the Appendix.

Similarly, a developer/property owner would be allowed a percent reduction in the baseline parking requirement (such as a 10% reduction) if they pay a fee to the town in lieu of providing some or all of the required on-site parking. Fee-in-lieu works particularly well if the fee is used toward funding town-owned public parking facility. In Yarmouth this could be done, for example, with the Mason's Lot. Due to the central location of this lot, it could become a prime shared parking facility for many Downtown Yarmouth uses. The fees paid by the developer / property owners to Yarmouth could be used to improve the Mason's Lot by adding pedestrian connection(s) to the buildings on Main Street or cover the cost of basic maintenance. More discussion on this is below.

Town-Facilitated Efforts

The town would agree to make improvements and/or do maintenance for a private parking lot as a way to initiate a shared-parking agreement between two private property owners who may be hesitant. Improvements made by the town could be, for example, in the form of adding/improving lighting, sidewalks and/or bicyclist facilities/amenities, performing maintenance, snowplowing, etc. The town could also agree to manage a shared-parking lot as part of a public/private partnership.

Incorporate More Flexibility Towards Reducing Parking Requirements

Per the Market Analysis & Action Plan (Planning Decisions, Inc., February 2016 [pg 85]) – "The current code provides a parking calculation formula and offers a small degree of flexibility from the requirements. Flexibility will be critical to encourage both residential and commercial development along Route 1 (and Main Street) because the area is quite built out and there is limited open, developable space."

Fee-in-lieu Provision – In addition to encouraging and incentivizing shared parking between private properties, fee-in-lieu provisions should be included in the Zoning Ordinance. A parking fee-in-lieu allows developers another option other than providing required private off-street parking. Developers would pay a fee to the city for every parking space that they do not construct on their own site, that is not shared at a separate property, or that is not replaced through Transportation Demand Management (TDM – discussed below). Portland, Maine, for example, has a fee-in-lieu payment option of approximately $5,000 per parking space not provided. Money acquired from this fee is accumulated and typically used by the municipality solely toward improving public parking in the Downtown such as for needs related to land acquisition (if necessary), construction, maintenance, and/or operation of town-run public parking. As mentioned above, three to four publicly available off-street parking facilities could in the future help serve most, if not all, of Downtown Yarmouth. Some municipalities also use such acquired fees toward making public improvements that would directly benefit the Downtown such as sidewalk furniture, streetscape plantings, sidewalk maintenance and improvements, etc.

Many municipalities specifically designate that there be a fund or account where fee-in-lieu payments as well as money collected from parking

meters (when out-of-pocket pricing is done) are accumulated. Property owners, businesses, and the general public are much more likely to support in-lieu fees and paying out-of-pocket for parking (and this all becomes much more politically feasible), when it is known that the generated revenue goes back into public amenities that benefit the Downtown. One way to do this would be to establish what is known as a Parking Benefit District or Zone for the Downtown. This has been done in downtowns across the country. One of the earliest and best known examples is in Old Pasadena, California, where it is credited with helping to greatly revive that area in the 1990s. It may be appropriate to develop a map of Downtown Yarmouth that designates the boundaries of a Parking Benefit District/fee-in-lieu zone showing which properties would qualify as-of-right for a fee-in-lieu option.

Parking Demand Reduction Measures – Furthermore, reductions from zoning ordinance parking requirements should be allowed as-of-right if a developer, employer, or property owner implements measures to incentivize people to use alternate modes of transportation such as ride-sharing (e.g., Uber or Lyft), transit (Metro Bus) use, car sharing (e.g., Zipcar), walking, and bicycling. This is known as Transportation Demand Management (TDM). Some TDM measures try to offset subsidies that are hidden toward automobile use. TDM measures are typically aimed at reducing parking demands associates with employees and/or residents. The following reduction from the regulatory parking requirements could be allowed per zoning ordinance:

One parking space may be reduced from the number of ordinance-required parking spaces for every employee on the largest shift or resident who agrees to forgo the use of a parking space. Often, incentives are offered to persuade employees or residents to agree to not use a parking space. One or more TDM measures must be implemented to achieve the reduction from the parking requirements. For example, if a developer seeks to provide five fewer parking spaces than is required per the ordinance's baseline parking requirements through TDM measures, then on any given day there must be five employees or residents forgoing use of a parking space. Parking demand reductions must be maintained indefinitely to continue receiving the reduction from the ordinance requirement. If parking demand reductions are not achieved, then the net number of parking spaces would have to be either provided on site, shared on a separate property, or an adequate fee-in-lieu payment made to the town. The property owner would be required to report the performance of the TDM measures annually beginning at 75% occupancy of the building.

The following are examples of TDM measure and possible incentives:

- Ride-sharing – A possible incentive to ride-sharing would be for the employer or property owner to provide gift-cards to a ride-sharing service to employees and/or residents.
- Transit – Transit use can be incentivized through employer or property owner provided bus passes for employees and/or residents.
- Bicycling – Possible incentives towards increasing bicycling would be for the employer or property owner to install bike racks and bicycle-friendly facilities, and/or provide gift cards to an area bicycle store to employees and/or residents
- Parking Cash-Out – Employers or property owners would offer commuters the option to take cash payment instead of using a parking space (state law in parts of California).
- Car-Sharing – A possible incentive to car-sharing would be for the property owner to provide membership to a car-sharing service to residents and to provide a shared-vehicle on-site.
- Unbundled Parking – Property owners would offer to lease the use of a parking space to tenants separately from an apartment lease.

The following page summarizes the recommendations for how the parking requirements would be handled in the zoning ordinance.

MODEL PROCESS FOR DEVELOPERS AND PROPERTY OWNERS TO DETERMINE DOWNTOWN PARKING REQUIREMENTS FOR ZONING APPROVAL

(Site Plan Approvals, Changes of Use, etc.)

STEP:

1. *Estimate baseline parking demands using the recommended parking requirements and time-of-day variation factors.*
2. *Determine how to accommodate or reduce the estimated busiest time of day total parking demand.*

   Options:

   A. Accommodate parking on-site

   B. Accommodate parking off-site at a facility that is within a walking distance of 500-750 feet or less.

   C. Accommodate parking by using a combination of on-site and off-site facilities.

   D. Reduce parking demands through Transportation Demand Management (TDM)

   Options B and D or C and D could be implemented together. Examples of incentives are included in the zoning ordinance

3. If accommodating some or all parking demands at off-site parking facilities:

Options:

- *Enter into a shared-parking agreement with nearby property owner(s)*
- *Pay a one-time fee (in the amount of $3,000 per parking space) to the Town of Yarmouth in-lieu of providing some or all required on-site parking. Parked vehicles generated by the development that use public parking (off-street and on-street) would still be subject to any posted time limits and/or meter fees. Fees acquired through this process to be used by the Town solely for expenses related to downtown public parking (such as paving, constructing, operating, and/or maintaining downtown public parking, and could also include wayfinding, beautification, and/or connectivity needs related to public parking).*

4. *If implementing TDM measures to reduce parking demands:*
   - *Willing participants working or living at the site must agree to not use a parking space. Employers and property owners must offer incentivize(s) towards alternate modes of transportation that could include ride-sharing, car-sharing, transit, or bicycling, and could also include commuter parking cash-out and unbundled residential parking.*

Applicant to provide a brief Parking Management Plan (PMP) if undertaking any part of Options B, C and/or D as part of a zoning application. The PMP would be binding and enforceable under zoning approval.

3. IMPROVE PEDESTRIAN SAFETY AND CONNECTIVITY

An important part of increasing efficiencies in downtown parking includes enhancing safety and connectivity for pedestrians walking between parking areas and destinations. Enhancing pedestrian connectivity and access, and making improvements within parking lots themselves, are important in promoting a "park-once" environment and convincing drivers that shared off-street lots offer a safe and good alternative to front door parking when it is not available and also to curbside parking. Moreover, a pedestrian-oriented environment along the street with streetscape elements, signage, and good lines of sight at driveway and street corners can have a powerful and positive impact on its users and their safety.

For all of the parking areas in Downtown Yarmouth, particularly those that do or may in the future function as shared-parking areas, new or improved connectivity should be sought for walkways and crosswalks. Some new connections would necessitate agreements with property owners. New off-street vehicle connections may be appropriate as well.

Improve Pedestrian Connectivity between Nearby Lots and Land Uses

For the shared-parking candidate areas mentioned earlier, the following key pedestrian improvements should accompany the share plan:

The Mason's Lot

There should be a sidewalk to Mill Street and separate walkway(s) connecting to the north side of Main Street to serve the buildings between East Elm Street and Mill Street. It may also be beneficial to directly connect driveway access from Main Street to the Mason's lot by use of an existing curb cut in the vicinity of Center Street. See Figure 5.8 for more details.

Study Area – Masons Area

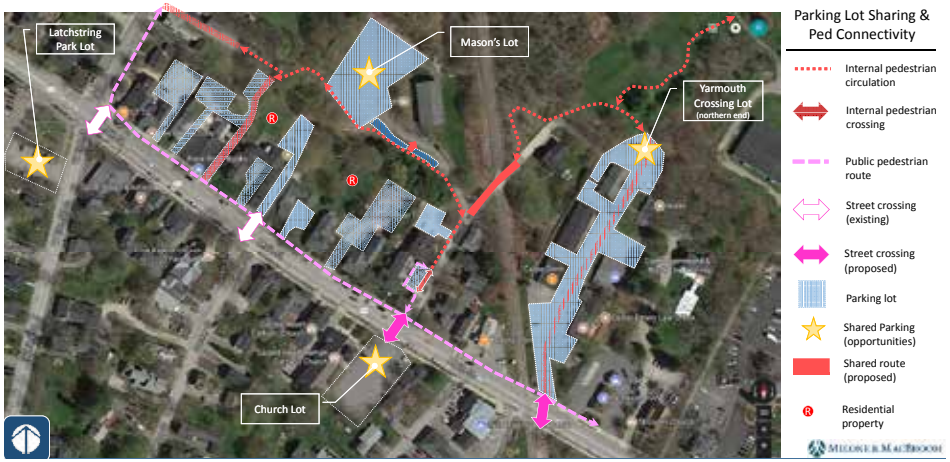


Figure 5.8: Pedestrian Connections - Mason's Lot

Intermed Area

There should be pedestrian connection(s) between the People's United Bank, the 245 Main Street property, and the rest of the Intermed area. There are numerous driveways serving this area to/from Main Street and also at School Street. Therefore, driveway consolidation(s)/access management may be appropriate. An off-street connection (vehicular and pedestrian) between Intermed and Yarmouth Crossing may also benefit this area. See Figure 5.9 for more details.

Dunkin' Donuts / China Taste and Anthony's Dry Cleaners

On the south side of Main Street west of Cleaves Street, there should be an internal vehicular/pedestrian connection between the two parcels. This could allow for better access management through the closure of at least one curb cut at Main Street, which could also facilitate frontage/streetscape enhancements.

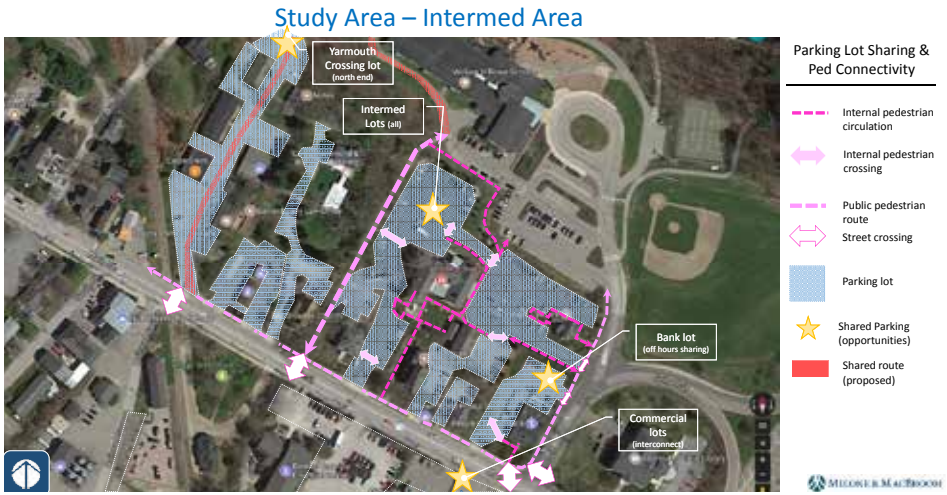


Figure 5.9: Pedestrian Connections - Intermed

North Yarmouth Academy (NYA)

It may be appropriate to make improvements and add signage to the walkway between the Travis Roy Ice Rink and the main campus. Additionally, public parking could be allowed in the Middle School lot on evenings and weekends (when it would not be conflicting with NYA's needs).

Main Street

New high-visibility crosswalks should be installed in the Downtown at Main Street intersections. These could be aesthetic, such as street-print or stamped concrete, while adhering to safety guidelines. This may be particularly appropriate in the area near the Gather Restaurant, town offices, and the library where increased sharing of parking would lead to more pedestrians using crosswalks.

Undertake a Study of Pedestrian Safety and ADA Needs

This study should also assess pedestrian conditions and make recommendations to address and improve upon safety and visibility needs, crash history, ADA compliance, crossings, and needs for new links in the pedestrian network and could also include streetscape recommendations. Please note that it is understood that the Town is currently assessing ADA conditions for sidewalks and crosswalks throughout the Town.

Undertake an Access Management Study for Downtown Yarmouth

The town should undertake a study of access management needs and opportunities in the Downtown. Access management seeks primarily to regulate driveway locations in relation to other driveways and to intersections and often looks at minimizing numbers of curb cuts by consolidating driveways in an effort to minimize conflicts (vehicle-vehicle conflicts, vehicle-pedestrian conflicts, etc.) and improve safety and main line traffic flows.

Remove On-Street Parking Adjustment to Driveways and Cross-Streets to Improve Visibility

There were multiple comments in the outreach survey that expressed concern and dissatisfaction for on-street parking in the Downtown that occurs very close to driveways and cross streets. This occurs primarily on Main Street and can result in very limited sight lines and visibility. Motorists egressing from a driveway to Main Street, for example, have difficulty seeing if it is safe to exit when a parked vehicle on the street that is very close to the driveway is blocking their view. Likewise, pedestrians walking by may not be seen until the last second.

There are locations along Main Street where allowable on-street parking areas are denoted by white stripes that are quite close to driveways. Consideration should be given to re-striping the on-street parking in the Downtown based on Maine DOT guidelines and town guidelines that prohibit on-street parking next to driveways, side streets, crosswalks, etc., and specify how close any on-street parking should be allowed next to these elements. This is sometimes known as

daylighting when on-street parking is prohibited next to intersections, driveways, and crosswalks in order to improve visibility. The Maine DOT Highway Design Guide, for example, states that on-street parking should not be allowed within 20 feet of driveways. The Town of Yarmouth's Traffic Ordinance (last amended March 17, 2016 - Chapter 602, Article IV, Section B) states that parking is prohibited within 10 feet of corners at driveways.

Figures 5.11 to 5.13 on the following pages illustrate how on-street parking in the Downtown might look if the Maine DOT and town traffic ordinance guidelines were fully met. The Maine DOT guidelines were followed for Main Street since it is State Route 115. These graphics also note where the on-street parking capacity would be decreased if the guidelines were met. For the downtown as a whole, this could result in approximately 47 fewer on-street parking spaces. This loss in on-street parking capacity would be a trade-off for increased safety throughout the Downtown. This would also increase the need for more off-street shared parking and public parking to be designated in the Downtown. While we are not recommending that the on-street parking be re-striped entirely based on this exercise, we do suggest that specific areas of on-street parking be re-striped for safety such as to remove parallel spaces directly next to crosswalks and high-volume driveways/side streets.

Undertake a Comprehensive Main Street Streetscape Plan

As several of the recommendations detailed within this section could be incorporated within a comprehensive Main Street Streetscape Plan, it is recommended that the Town undertake such a study. This plan would direct all aesthetic and structural streetscaping work along Main Street in order to retain Yarmouth's charm and unique character. Recommendations may include, but should not be limited to, the improvement of safety and main line traffic flows, increased shared parking, high visibility crosswalks, access management/curb cut consolidation, and improved parking wayfinding.

Figure 5.10: Example of Parking Enforcement Vehicle

4. IMPROVE THE MANAGEMENT OF PARKING RESOURCES

Notwithstanding the recommendations above, there are often improvements that can be made to improve efficiencies in a town's parking resources. Increased enforcement of time limits can lead to more turnover of on-street parking spaces and allow for more motorists to park in certain areas over the course of a day. It may be appropriate to adjust time limits in some areas, and there could come a time in the future when time limits could largely be replaced by installing parking meters or pay stations as the downtown grows and parking demands increase. Parking management can also include improving wayfinding, signage, and online information so that motorists can more easily know where primary off-street parking is located.

Better Enforce Time-Limit Parking Restrictions

As mentioned earlier, there are areas of parking (mostly on street but also at Latchstring Park) where notable numbers of motorists overstay the posted time

Figure 5.11: On-Street Parking Space Capacity Evaluation (Downtown / Main Street)

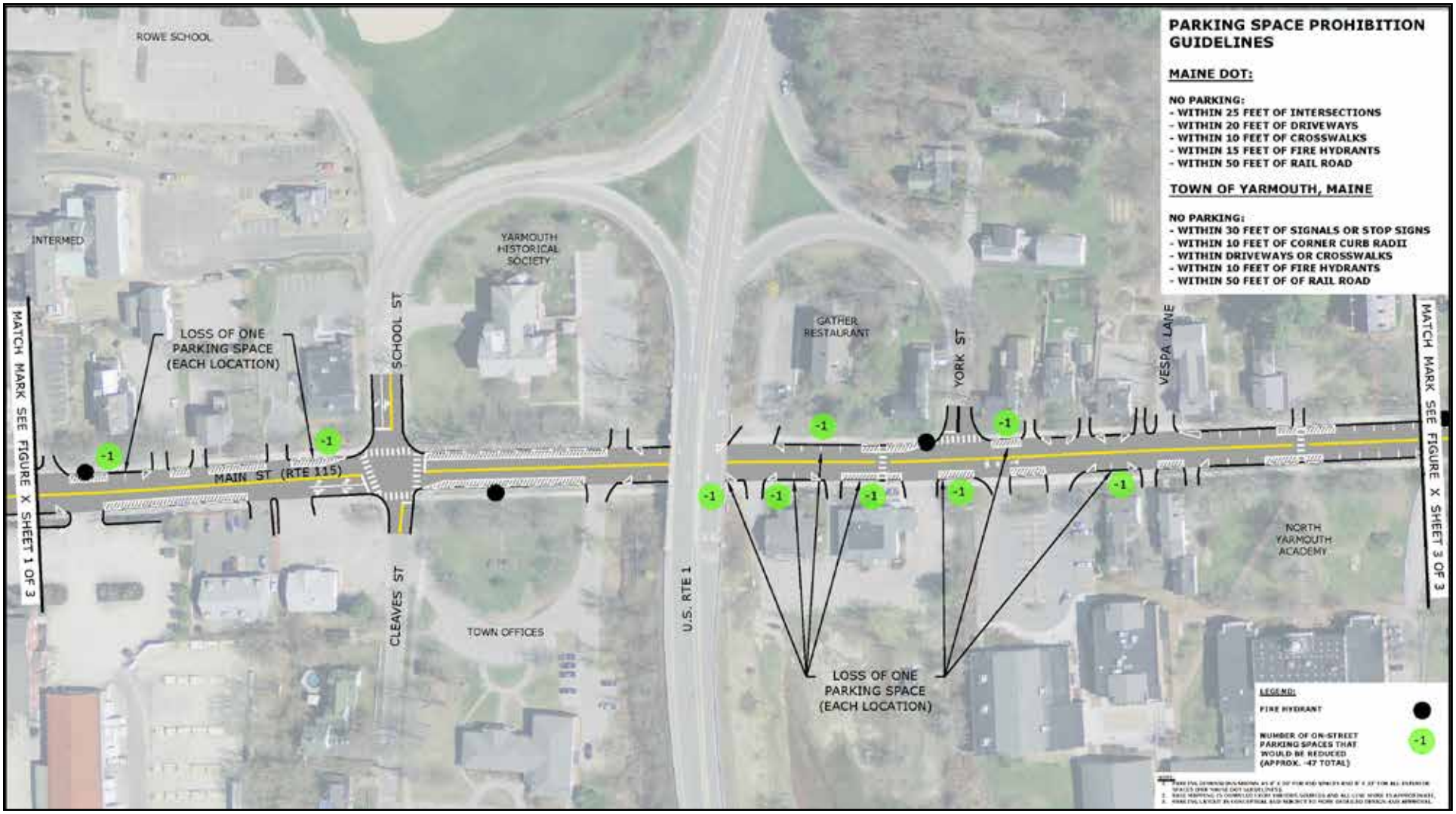


Figure 5.12: On-Street Parking Space Capacity Evaluation (Downtown / Main Street)

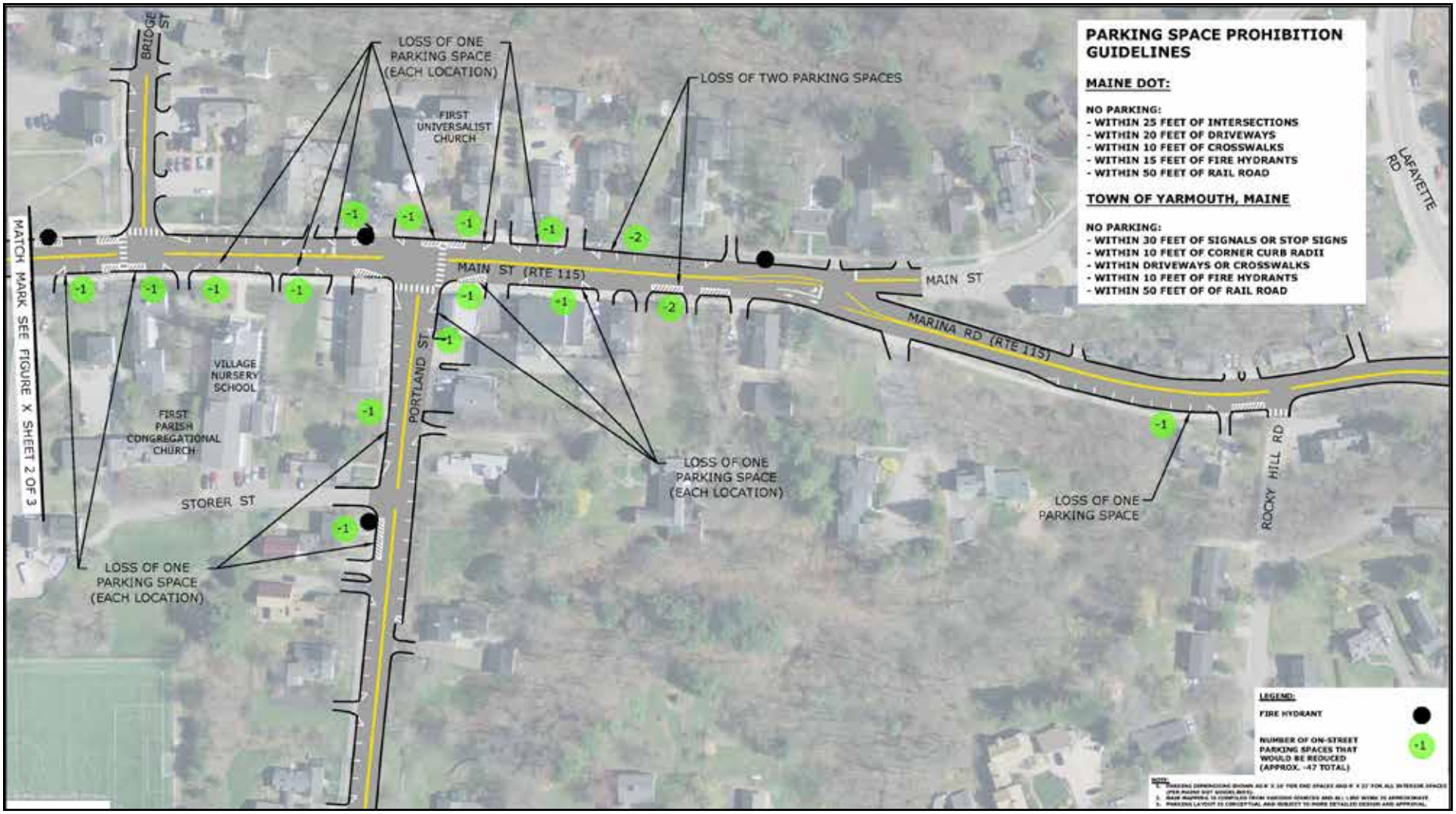


Figure 5.13: On-Street Parking Space Capacity Evaluation (Downtown / Main Street)

limits. This occurs particularly in areas where the parking supply is not overly abundant, such as the vicinity of Main Street at East Elm Street, and in the area of Main Street at Portland Street. Periodic ticketing should occur of motorists who park for longer than posted time limits. Technology exists that can greatly aid in the enforcement of time-limit infractions through the use of what is known as Electronic/ Digital Tire Chalking or through the use of License Plate Recognition software.

Adjust Time Limits and/or Add Time Limits in Certain Areas

It may be appropriate to adjust and/or add time limits in certain areas of the Downtown in an effort (coupled with enforcement) to achieve more parking turnover. On-street parking on Main Street between York Street and Bridge Street next to NYA were found to have the longest parking durations during the May counts. On average, vehicles were parked in this area for approximately 5 hours, and some motorists parked for much longer. There are no posted time limits for on-street parking in this area. It may be appropriate to add time limits to some of this parking to discourage NYA employees and students from parking for long periods of time and to better serve short-term parking needs such as for drop off and pickup. On-street parking on some or all of the south side of Main Street adjacent to NYA, between York Street and Bridge Street, for instance, could become short-term, time-limited parking while leaving the north side unrestricted. We suggest that the time limit in this area be set at either 30 minutes or 60 minutes. Revision(s) to the town traffic ordinance (Chapter 601, Appendix E – Schedule of Special Parking Regulations) would be necessary for any revisions to parking time limits.

At the two ends of Main Street, near East Elm Street and near Portland Street, we also suggest that consideration be given to increasing the time limits of the 15-minute and 30-minute on-street parking spaces to instead be 1-hour parking spaces. Fifteen minutes, and even 30 minutes, is often not enough time to do what one needs to do, and increasing the time limit to 60 minutes will bring this more in line with actual demands.

Improve Wayfinding and Information on Off-Street Parking

Consideration should be given to improving signage and wayfinding for primary off-street parking areas along Main Street and to adding information on downtown parking to the Town of Yarmouth website. A downtown parking map and other helpful user information should be added to the town website, perhaps on a "Downtown Parking and Transportation" specific page. Other useful online information could include the number of parking spaces at certain lots, time limits, and even general time-of-day peaking patterns. In the field, installation of parking wayfinding signs should be considered, especially as the Downtown develops in the future and if public parking lot(s) are allocated. This, coupled with website information, would help direct motorists to key publicly accessible parking lots. Parking information could be incorporated with downtown sign maps and visitor kiosks at strategic locations providing directional information to important destinations nearby. This could be part of a coordinated program that would include branding and would convey a positive message to visitors and residents about the quality and management of parking facilities, which could help parking in the Downtown to emerge as a positive and marketable asset.

In the Future, Consider Pricing to Manage Parking Demands

Lastly, the implementation of parking meters or pay stations should be considered in Downtown Yarmouth in the future if the Downtown sees the growth that the Market Study has projected. Out-of-pocket pricing is not warranted at this time (Criteria for Installing Curbside Pay-Parking for Engineers and Planners, ITE Journal, May 2017). but is a tool that is often implemented with the objective to better manage parking demands and create more turnover of parking spaces when demands regularly exceed the supply of parking in a multiple block area. Once implemented, pricing levels are typically adjusted periodically based on levels of parking demand in order to nudge some motorists in specific high-demand areas to instead park at other lower-demand parking areas nearby. Pricing is also a more effective means than time limits alone in managing demands for parking and creating higher levels of turnover.

On-street parking, for example, can be some of the most sought-after parking in a downtown because it is often the most conveniently located parking relative to one's destination. To best serve businesses, these parking spaces should turn over often enough that each individual space can be used by multiple patrons over a given period of time. However, free or under-priced on-street parking can suffer from a lack of turnover even with time limits in place, especially if enforcement is not constant. A good way to think about this is in terms of supply and demand. When demand for a certain resource, such as prime on-street and sought-after parking, exceeds the supply of that resource, charging is typically used as a tool to better manage the demands by creating more turnover and shifting some of these parking demands to underutilized parking areas a little further walking distance away. Pricing can also influence people to rethink how they might make a trip, especially a short trip, such as by walking instead of driving. Thus, pricing goes hand in hand with creating a "park-once" environment. While no one particularly likes the thought of paying for parking when they're used to parking for free, most people find that paying out of pocket for prime parking is worthwhile if that parking is priced adequately enough to keep around one parking space empty on every block because this saves them time finding a prime parking spot during the moments when saving time is most necessary (e.g., if the customer is running late to a meeting).

Again, except for in certain overused locations charging out of pocket for parking is not warranted at this time due to there being an oversupply of parking in Downtown Yarmouth. One location that does see relatively high parking demand at times is the public parking at Latchstring Park. A pilot program to charge for the public parking at Latchstring Park could be considered. This may be a cost effective trial location to test for out-of-pocket pricing to park in an area of Downtown Yarmouth. For such a pilot program, pricing to park at Latchstring Park should be started at a low-cost (such at $0.25 per hour) and adjusted if necessary to set a price (or different time-of-day prices) that would regularly result in one or two of the parking spaces being open at any given time. Certain times of day may warrant higher pricing and other times of day (such as overnight) may not warrant any price to park at Latchstring Park. After a period of several months, such a pilot program should be evaluated to see if it makes sense to permanently charge to park at Latchstring Park. If the Downtown sees growth and infill development in the coming years that has been projected, the further implementation of pricing for parking should be considered as warranted.

Pay Station Technology

Pay Stations are an alternative to typical parking meters. They can be implemented on-street or in off-street parking facilities. Generally, the implementation of a pay station requires that spaces be numbered. Drivers take note of their spot number, use a nearby pay station to pay for their parking, and then display a printed ticket on their dashboard. Pay stations take up less space than meters as one pay station can serve a large number of parking spaces.

Figure 5.14: Example of a Pay Station (Image Source: Pacific Parking Systems, Inc.)

5.2 Bicycle Parking Recommendations

Although the main scope of this study was focused on accommodations for vehicular parking, the creation of a truly vibrant downtown environment requires accommodations for all roadways users, including bicyclists. The development of bicycle accommodations throughout the Town of Yarmouth can help to improve public health, mobility, and access to Downtown Yarmouth's key resources. These recommendations are in line with the Town's CBDC, which states in Section K, Item H, that "one bicycle rack (capacity for 2 bicycles) shall be provided for every 20 parking spaces or major fraction thereof, or for retail or for commercial use with on-street parking or less than 20 spaces, one bicycle rack per 2,000 sf of floor area for public visitation."

The Town of Yarmouth already has a significant bicycling community, and bicyclists' can be seen riding around the downtown area and parking their bicycles on racks throughout the community. Currently, bicycle racks are spread across twelve locations in the Study Area (see Figures 5.21 and 5.22 on pages 58 and 59). During inventory for this study the racks were sorted into on-street and off-street facilities. On-street facilities include bicycle racks which are located within the streets' publicly owned areas on the sidewalk. For the case of these facilities in Yarmouth these racks were found located on the sidewalks and accounted for only two of the twelve bicycle parking locations. The other ten sites were off-street facilities, meaning that they are located away from the street on private property.

Although there are obviously already quite a few bicycle parking options presently located throughout the Downtown Yarmouth area, in order to increase the use of bicycles and decrease the potential nuisances caused by bicycles locked to street signs, fences, and other urban infrastructure (see Figure 5.15 below), it is recommended that more bicycle parking be installed. For the purposes of this analysis an optimal service bicycle parking should be located within 50' of the destination they intend to service.

Figure 5.15: A bicycle chained to a fence due to a lack of bicycle parking at Yarmouth Crossing

Figure 5.16: The existing bicycle rack in the back of North Yarmouth Academy (NYA)

There are two key under-served areas which would greatly benefit from the implementation of bicycle parking facilities is Yarmouth. The first is Yarmouth's Medical complex, which is located on Main Street between School Street and Railroad Square. Presently, there are no bike parking facilities within this area, which includes several medical offices and the William H. Rowe School. A second under-served area is North Yarmouth Academy (NYA). NYA currently only has one bike rack found in the back of the educational complex. As an educational institution, NYA could greatly benefit from an increase in potential bicycle parking. Additionally, increased bicycle parking is recommended across from the Town Hall as the existing facilities in that location are often full.

Recommended bicycle parking facilities for the Downtown Yarmouth Study Area can be seen in figures Figures 5.23 and 5.24 on pages 60 and 61. The key objective considered when drafting these recommendations was to locate the new bicycle parking facilities around key popular destinations (including Handy's commercial block, 317 Main Street, Yarmouth Crossing, Gather, American Legion, Town Hall, Rosemont, and NYA). Additionally, privately owned bicycle racks should be added close to the entrances of private businesses by its owners in order to accommodate customers, employees, and others who may visit the facility. Outreach or incentive programs which would work to motivate businesses to add this type of facility should be considered. A total of twenty-two new bicycle parking facilities are proposed. The proposed facilities are sorted into three different types which are detailed on the following page.

Figure 5.17: Example of On-Street Bike Corral implementation (Image Source: NACTO)

Figure 5.18: An On-Street Bike Corral in Raleigh, NC (Image Source: ITRE)

1. On-Street Bicycle Corrals

Two locations have been identified for potential on-street bicycle corral locations; the corner of Main Street and Portland Street to the east, and the corner of Main Street and E Elm Street to the west (see Figures 5.23 and 5.24 on pages 60 and 61). As seen in Figures 5.17 and 5.18 on the previous page, bicycle corrals are located in vehicular parking spaces, meaning that they would likely need to be owned and operated by the Town. Instead of parking only one car, which often only accommodates a single person, a bicycle corral can park anywhere from six to twelve bicycles depending on their exact design.

2. On-Street Bicycle Hitch Locations

Eleven of the proposed bicycle facility parking locations are slated for On-Street Bicycle Hitch Locations. These locations would most likely include the placement of a bicycle parking facility on the sidewalk. The exact type of bicycle rack could vary greatly. It may make sense for the Town to continue use the Inverted U-Racks (as seen in Figure 5.19) or Grid Style Racks (as seen in Figure 5.20) already in place throughout the Study Area. There are pros and cons to both of these facilities. Inverted U-Racks are easier for cyclists to lock their bikes to, but require more investment including a cement foundation for official installation. Grid Style Racks are harder for bicyclists to use depending on their frame and lock style but require no official installation and are therefore more flexible in nature and placement.

3. Off-Street Bicycle Rack Locations

Nine of locations identified for new bicycle parking facilities are recommended for Off-Street Bicycle Racks. As described earlier, this type of facility is generally located on private land away from the publicly owned street area. These Off-Street Bicycle Racks are generally implemented, owned, and maintained by private businesses who want to add racks for their customers and employees. As with the On-Street Bicycle Hitch Locations, it makes the most sense to continue to use the Inverted U-Racks or Grid Style Racks (see Figure 5.19 and 5.20).

Figure 5.19: Inverted U-Racks as seen at a Bus Stop along Main Street

Figure 5.20: An existing Grid Style Bike Rack near Handy's on Main Street

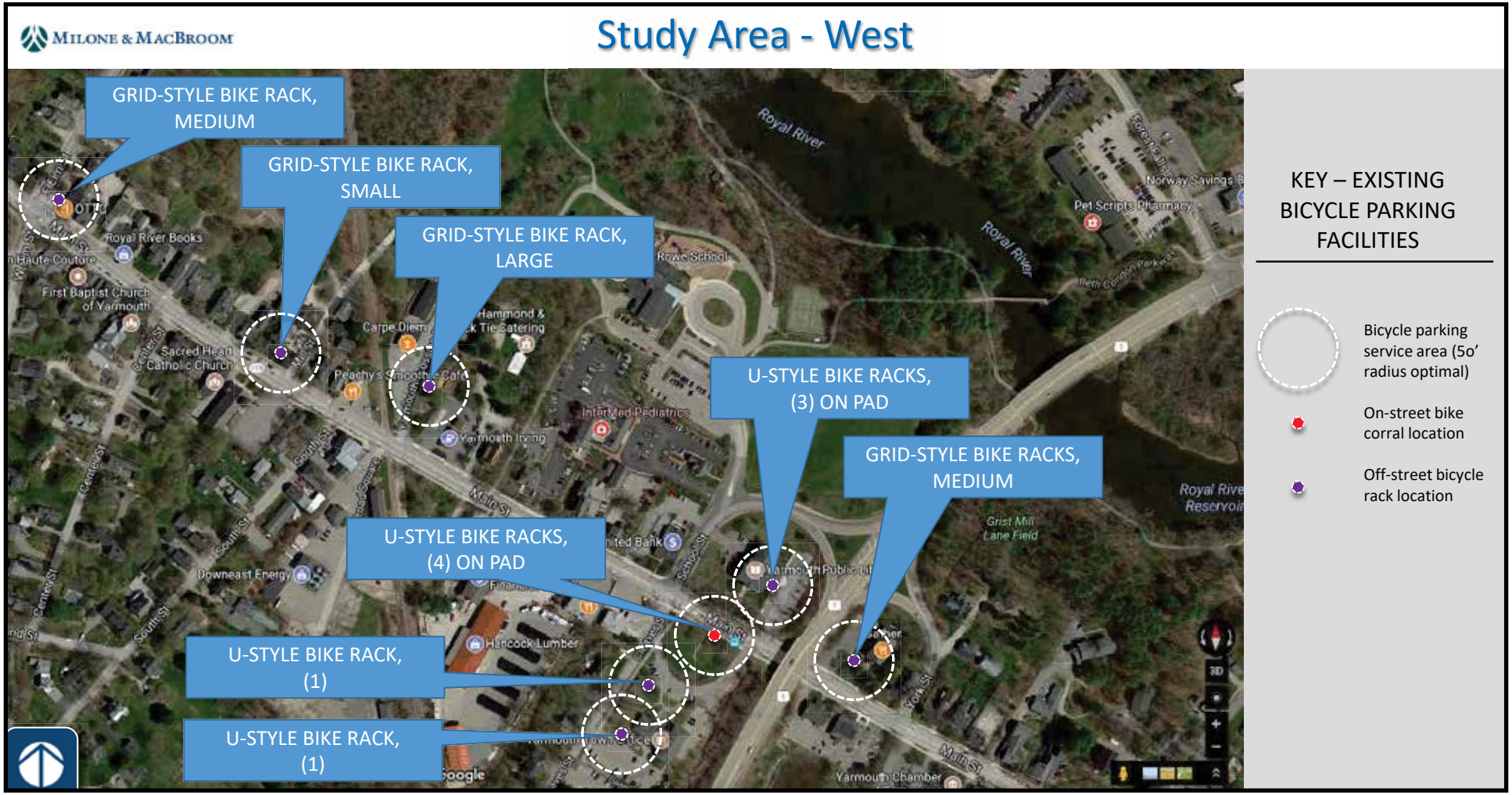


Figure 5.21: Existing Bicycle Parking Facilities (Study Area - West)

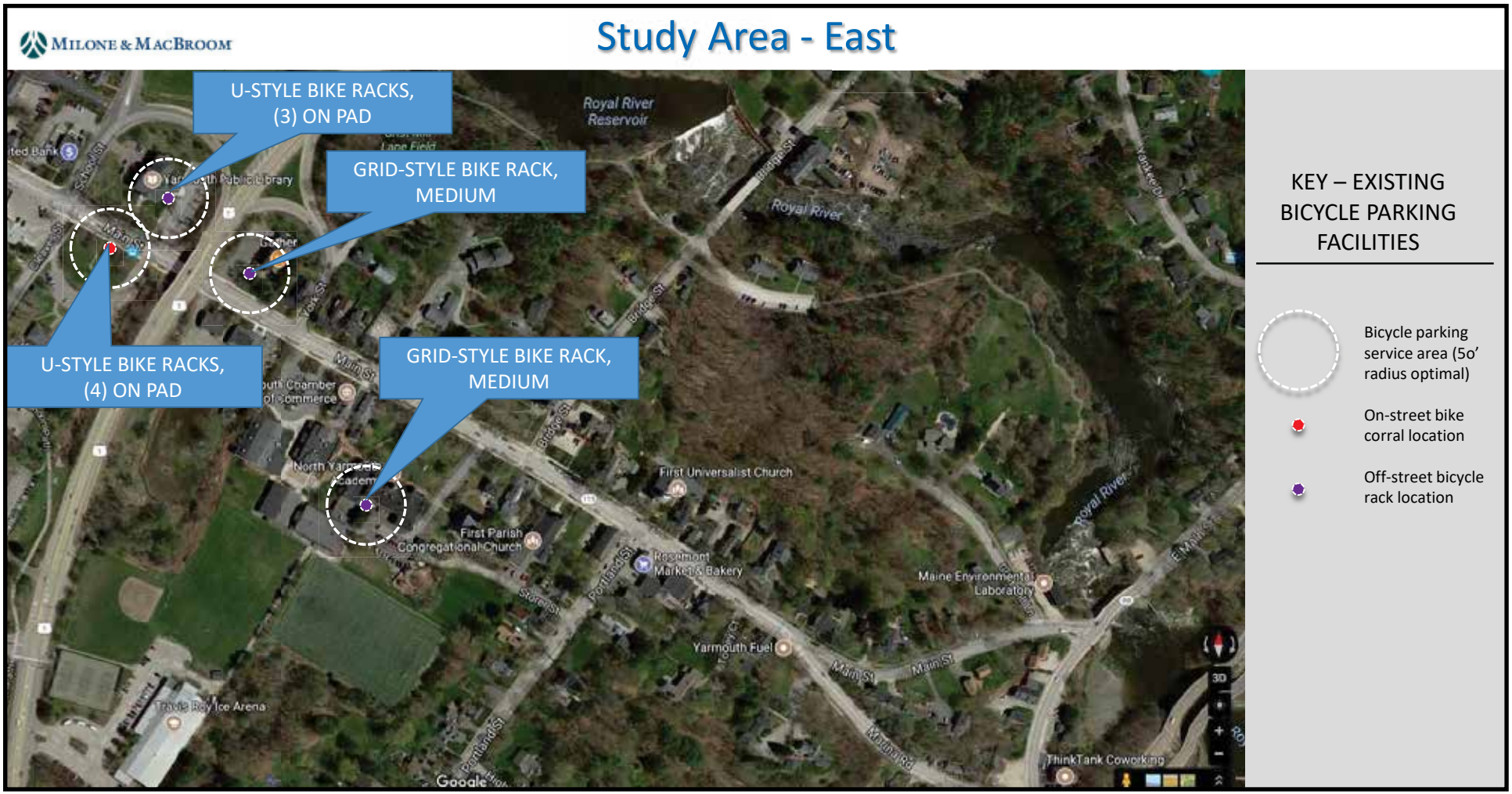


Figure 5.22: Existing Bicycle Parking Facilities (Study Area - East)

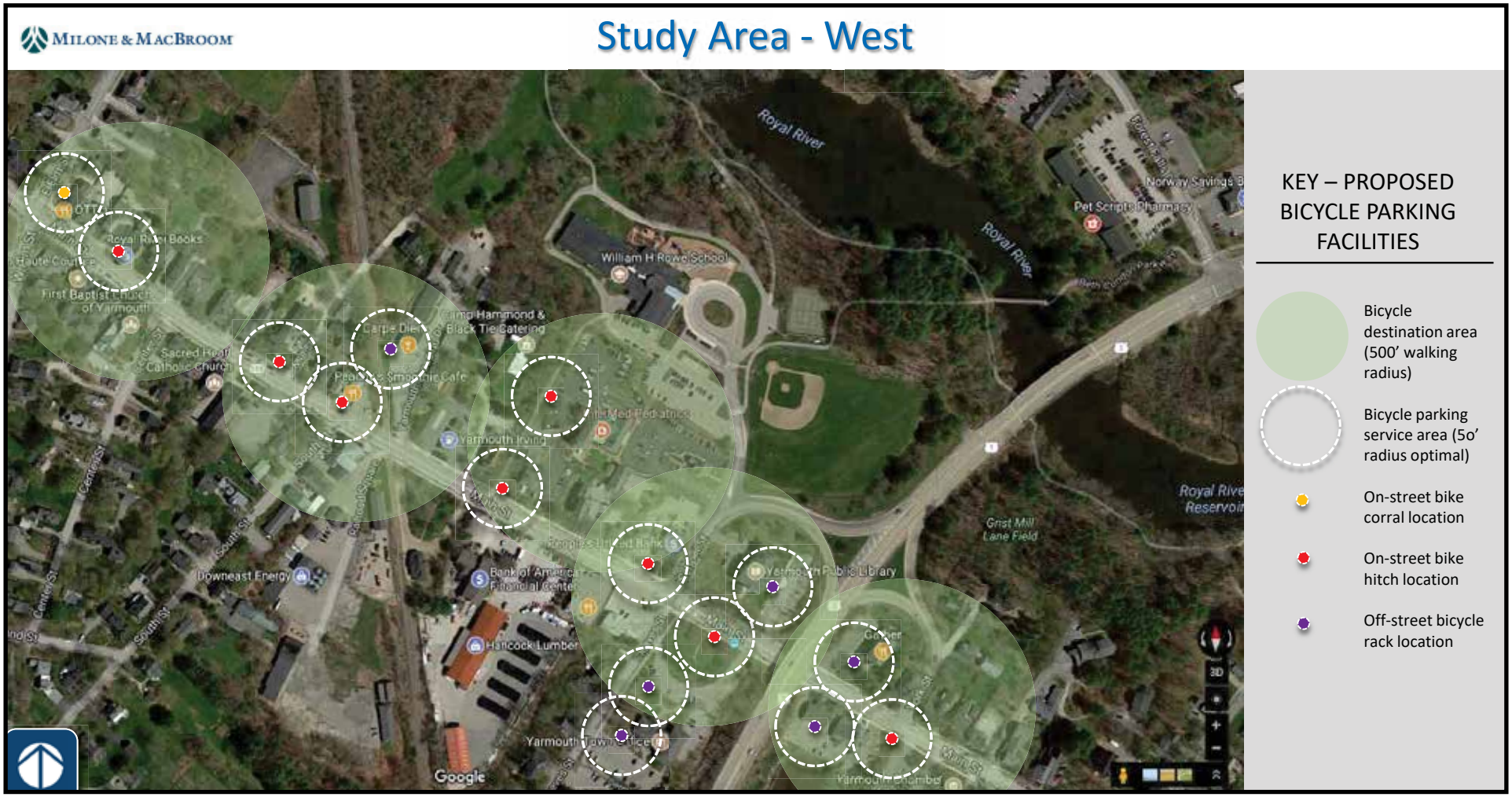


Figure 5.23: Proposed Bicycle Parking Facilities (Study Area - West)

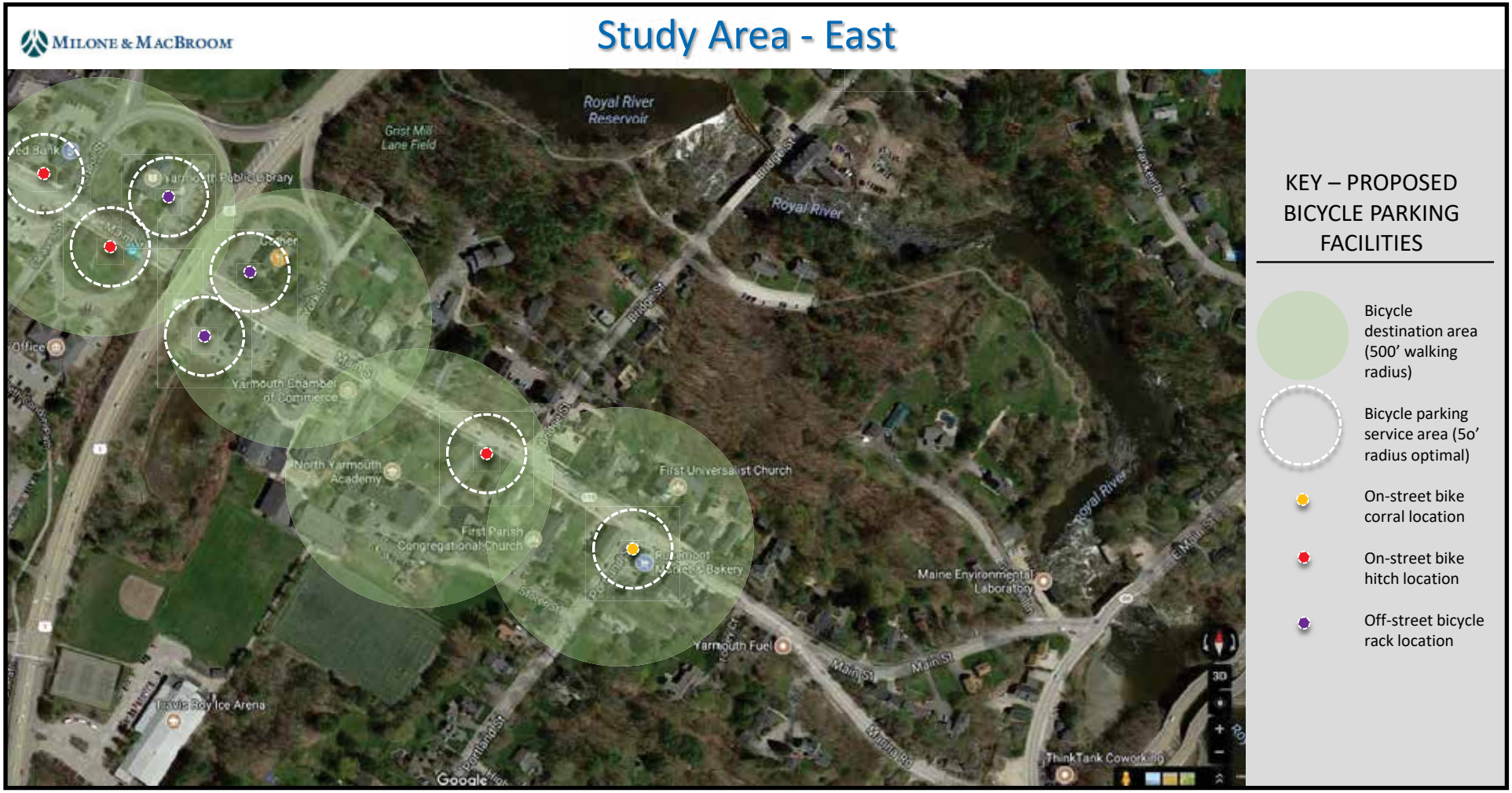


Figure 5.24: Proposed Bicycle Parking Facilities (Study Area - East)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