



Downtown Parking Facility & System Report

Prepared for: City of Dover, NH

Prepared by: City of Dover Downtown Parking Facility Ad Hoc Committee

October 15, 2008



Executive Summary

The Dover Parking Facility Ad Hoc Steering committee was formed on February 13, 2008 by vote of the Dover City Council. The committee consists of 9 members representing a cross section of the city's boards, citizens and downtown stake-holders:

Kirt Schuman, Chair	<i>Dover Planning Board</i>
Michelle Sawyer, Vice-Chair	<i>Dover Main Street</i>
Joyce El-Kourti	<i>Mayoral Appointee</i>
Linda Hagan	<i>Chamber Representative, Owner, Jewelry Creations</i>
George Maglaras	<i>Dover Business and Industrial Development Authority</i>
Anthony McManus	<i>Mayoral Appointee</i>
Cheryl Murphy	<i>Dover Main Street</i>
Peter Schmidt	<i>Dover Transportation Advisory Commission</i>
Pam Simpson	<i>Chamber Representative, Owner, Harvey's Bakery</i>

The committee recognizes Raymond Dubois, Dover resident, who attended all committee meetings and provided valuable insight throughout the process.

Objective

The purpose and authority of the committee was to investigate and recommend financing options for the construction of a public parking facility and other related improvements to the parking system in the City of Dover, without the inclusion of property tax funds.

Methodology & Source Material

From the onset, we desired to take a conservative approach to recommendations regarding the financing of a downtown parking facility and any associated downtown parking improvements or modifications. We obtained information from a variety of sources including stakeholder interviews, previous transportation related reports, professional journals, analysis



of neighboring communities, conversations with city staff and discussions with experts in the parking field. (See appendix A)

Additionally, two public input sessions were held where community input was collected and the public was provided the opportunity to ask questions regarding the recommendations of this report. Ultimately, some recommendations were modified as a result of these sessions.

Based on the information obtained by the committee and the resultant discussions and decisions, this report represents, a realistic and pragmatic approach to implementing a downtown parking system that will ultimately enable the construction of one or more downtown parking facilities.

Background

There is a general perception that there is a significant downtown parking problem, which is compounded by an inconsistent approach and fee structure for permits in municipal lots. A significant number of long term parking needs are being fulfilled by using spaces in close proximity to the highest short term demand.

Observations and findings from the 2005 Rizzo Study and the 2008 Lansing Melbourne Report concur this assumption regarding the state of downtown parking, notably, while there are areas of significant vacancy, both on and off street, a comprehensive approach to downtown parking management needs to be instituted to 'level the playing field' for any future downtown parking facility.

Further support for a downtown parking facility comes from the 2007 Dover Master Plan Survey conducted by the University of New Hampshire Survey Center:

	Major Problem	Minor Problem	Not a Problem
How much of a problem do you think parking is in downtown?	53%	30%	13%

	City Doing Enough	City Not Doing Enough
Do you think the City IS or IS NOT doing enough to improve the availability of parking downtown?	28%	57%

	Do Nothing	Increase Enforcement	Add a Municipal Lot	Construct more than one garage	Construct one garage	Other
Which of the following should the City do to assure adequate parking downtown?	14%	18%	37%	28%	58%	6%

City of Dover, NH - Land Use Master Plan Survey - June 2007 - Conducted by University of NH Survey Center



There is significant and compelling evidence that Dover's economic vitality, business growth and retention, downtown occupancy and attractiveness to re-development opportunities can be drastically improved by having an ample and readily available supply of both short and long term parking for employees, residents and visitors.

It is with this frame of reference that these findings and recommendations to institute a comprehensive downtown parking system are presented.

Summary

Dover's downtown has undergone significant redevelopment since the 1990s. Numerous mixed use projects are underway or planned. Dover should continue to encourage and support downtown redevelopment. Parking plays a key role in the city's ability to develop to its highest and best use and therefore realizing the highest property tax revenues. Economic and political trends, however, impose fiscal limitations on the city's ability to fund a downtown parking facility solely with property tax revenues. A downtown parking facility represents a significant capital investment, upwards of \$12 million.

From the Lansing Melbourne Report:

Many cities similar in size and character to Dover continually struggle with how parking is provided as part of, or in support of, new development or redevelopment. In most downtowns like Dover, where development opportunities are limited by available land, the ability to provide surface parking to support development is extremely limited and does not represent the highest and best use of the property. Consequently, the need to 'go vertical' or build multi-level structured parking becomes the most feasible land use alternative to support continued economic development. Once land use, political, economic pressures result in the decision to build structured parking, the most challenging decision becomes how to finance it and who pays for it.

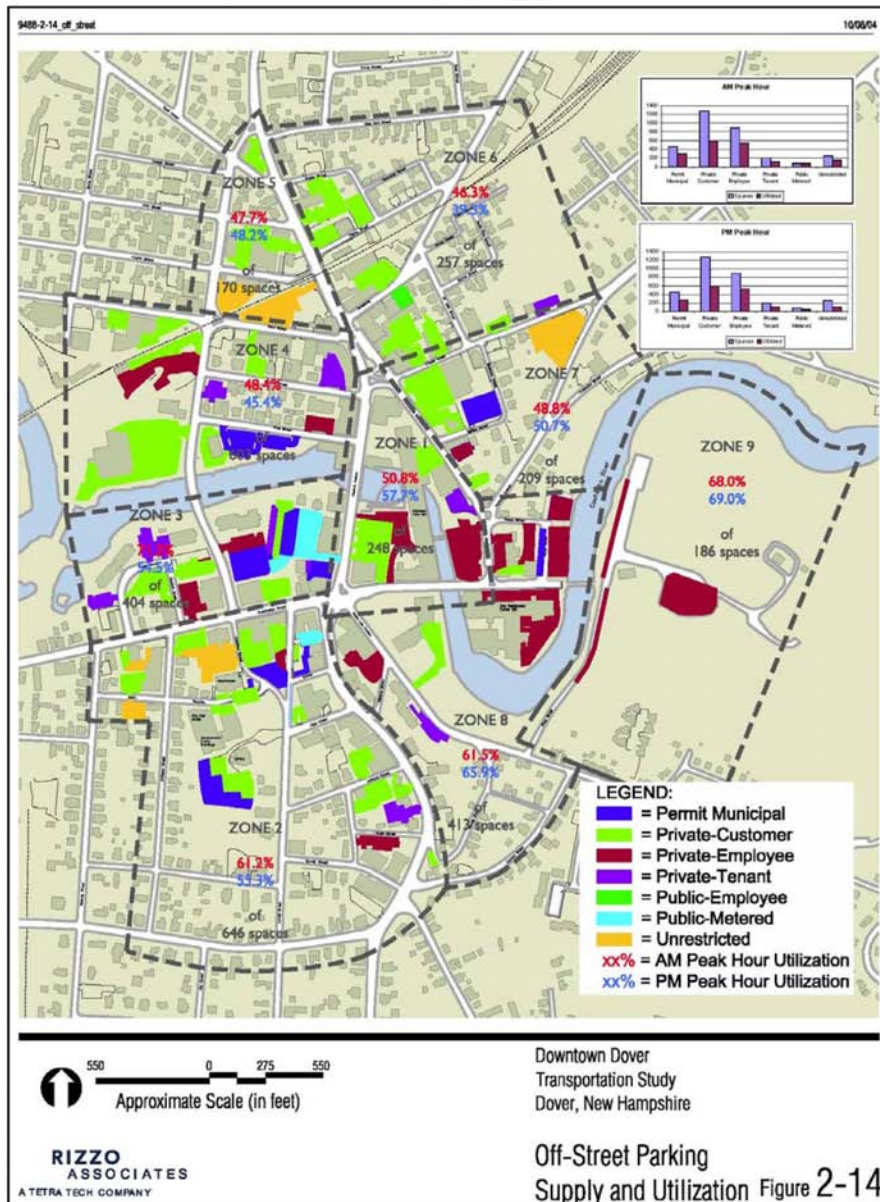
The combined costs of land, construction, on-going maintenance, repair, management of facilities plus the costs of financing create an overwhelming economic barrier to the development community for creating new projects. Furthermore, in cities like Dover, that have already attracted significant redevelopment in the downtown over the past few years, the existing parking infrastructure is already strained. Since Dover generates limited parking revenue, the ability to self-fund and finance new construction from parking revenues is not feasible, other options needs to be explored.

The growth and revenue opportunities presented by a downtown parking facility make it imperative to find alternative means of financing a facility as it would have a significant role in promoting and assisting with the continued growth and prosperity of the City.

Factoring in several trends and approaches, including but not limited to creating a parking district, establishment of a parking department and further investigation of public/private partnerships, the conclusion is that there is not one single solution, but rather interrelated tactics and strategies that result in our comprehensive recommendations. The institution of these recommendations in their entirety will enable the City of Dover to begin construction a parking facility in the next three to five years, using the self-supporting funding from a Downtown Parking Enterprise Fund.

Area of Study

Figure 2 – Off-Street Parking Supply and Utilization³



³ Downtown / Riverfront Redevelopment Traffic Circulation and Parking Plan / Dover, New Hampshire; February 14, 2005, prepared by Rizzo Associates



Recommendations

1. Establish a Parking Department w/ dedicated professional parking manager

Establish a Parking Department to manage parking within the Downtown Parking District as also recommended in the Lansing Melbourne Report. The Parking Department should be managed by a Parking Professional who has guidance from a Parking Oversight Committee to be made up of downtown stake-holders and would be responsible for establishing policy for and managing the Parking District. This committee would be in addition to the Transportation Advisory Committee, which would have a delegate on the board. The Lansing Melbourne Report establishes a list of goals for the Parking Department and the Parking Manager. (see Appendix B)

2. Define a Downtown Parking District.

Establish a Downtown Parking District. This district represents the areas of the urban core to be managed as part of a comprehensive Downtown Parking System by the Parking Oversight Committee. (see Appendix C)





3. Establish a Parking Enterprise Fund

The City of Dover's Parking Department should establish an Enterprise Fund to manage all financial aspects of the Parking System. By operating as an enterprise fund the Parking Department can continually re-invest in the parking system, including management of revenues and capital expenditures. The enterprise fund will allow the Parking Department to be supported by its users, but will not exclude it from receiving financial support from the general fund Budget. We recommend that any revenue from the Parking Enterprise Fund be used solely for the Parking System. It should not be used to offset general fund shortfalls.

The Parking Enterprise Fund revenues in the short term should be used to fund a capital improvements like instituting paid on street parking and a capital reserve to offset the cost of constructing a downtown parking facility. (See Appendix D)

4. Revision of Permit Rates

The current permit rate structure needs to be modified in order to bring consistency to current fees. 24 hour, day and evening structure for current off street lots and an eventual parking facility should be adopted. Additionally, revenue opportunities exist by bringing the fee structure in line with peer communities. (See Appendix E)

5, Revise fine structure and increase enforcement

A revision of the fine structure for parking infractions is required. Increasing fines to a higher rate will encourage long term parking users to seek out permits in one of the City lots. (See Appendix F)

6. Institute paid on-street parking & establish parking zones within the district for short term free, paid on- and off-street and time limited parking.

Institute paid on-street parking in the core area of downtown. The Parking Department shall determine the best methods and equipment for on-street collection. The latest technology enables payment by cash, coin, credit/debit card and cellphone.

By establishing a comprehensive parking system with paid and time limited on street parking and permit long term lot parking, it is possible that nearby residential streets on the borders of the Parking District could see increased parking. The Parking Department should monitor the situation and be prepared to implement measures to alleviate these concerns. This could include instituting a resident only sticker system and increasing enforcement to those areas. (See Appendix G)

7. Establish a consistent approach to signage and marketing of the Parking System.

The Parking Department must institute a comprehensive and consistent signage system for parking patrons to easily find municipal lots as well as understand the permit and on-street payment systems. Additionally, a downtown parking map should be created and maintained on the city's website. This website should include the rate structure and/or time limits for every space within the parking district. Additional features could include average times the lot fills up, distance from local attractions, etc.



The Parking Department should work with the Chamber of Commerce and Main Street to establish some sort of parking validation program that could be used by downtown merchants interested in providing free or reduced parking to their customers. (See Appendix H)

8. Revise zoning to institute density bonuses for private development of parking structures

Dover should revise its code to offer a density bonus within the Downtown Parking District. The bonus should encourage the conversion of surface parking to structured parking as a way to offer public parking while allowing a greater density of development on parcels. The Parking Department should work with the Planning Department to investigate and propose how this would best be accomplished. (See Appendix I)

9. Revise zoning to institute payment in-lieu of providing onsite parking

Dover should encourage payment in-lieu of onsite parking as a way to generate funds for the eventual construction of a parking structure. Currently, Dover has ample supply of relatively convenient public and private parking that could be used prior to construction of a garage. Portsmouth currently has an annual adjusted fee, at the time of this report, the one-time fee was \$1,300 per space. We recommend that the Planning Department determine the appropriate rate and institute the change to the ordinance.

Generally, payment in lieu of parking is determined two ways 1) a one-time fixed amount that is set below a cost that discourages development but at a level that represents a meaningful contribution toward construction of a city-owned parking garage or 2) a one-time payment of the actual cost of the developer providing their own on-site structured parking, usually a higher amount.

All revenues from payment in lieu of parking shall be deposited into the Parking Enterprise Fund, for the purpose of funding enhancements to the parking system, including the construction of a Parking Facility. (see Appendix J)

10. Establish Authority to impose a Parking Assessment within the Parking District

While the Parking Department is expected to be self-sufficient, we recommend giving the Parking Department Board the ability to institute a special assessment to allocate the fair share cost of a new parking structure. The Parking Department shall have the ability to set the rate of the assessment as well as the duration of the assessment. The assessment should be used solely to offset the construction of a downtown parking facility or other improvements to the parking system within the parking district. We recommend that the assessment rate be calculated on a square footage of commercially zoned property and set annually by the Parking Oversight Committee.

Ultimately, this methodology should be seen as investment needed by the downtown district to provide for parking for employees, customers, residents and visitors. (see Appendix K)

11. Continue to Explore the possibility of Public/Private Partnerships in the Parking District

The creation of shared parking facilities through public/private ventures to meet the parking demands of new development should be encouraged by the Parking Department. Public/Private Partnerships could prove to be the most expedient method for the funding and construction of a Downtown Parking Facility, because, project financing, density and quality are enhanced when they are jointly planned and developed for the maximum public and private benefit.



Public/Private partnerships could include agreements involved construction of the facility, long term leases of a significant amount of spaces, lease agreements or construction contributions for retail, residential or commercial space in a shared structure.

Some areas identified by the committee concur with the recommendations of the Lansing Melbourne Report (See Appendix L)

Financial Analysis

The Parking System could be self-sufficient after an initial capital investment in on-street parking payment equipment. The Parking Department should investigate alternative arrangements to minimize the expense of this equipment, including extended leases or payment through on-street parking revenues.

The establishment of a comprehensive Parking System represents an opportunity for the City of Dover, to independently manage the finances related to entire parking system. By operating as an enterprise fund, the Parking Department can manage itself as a business. (See Appendix M).

Garage Site Recommendations

The Lansing Melbourne report recommended three potential garage sites. The eventually construction of structures in these three sites would provide adequate parking inventory to the entire downtown core for the foreseeable future.

When design and engineering begins in earnest, the Parking Department should consider the following:

- The Downtown aesthetic and architectural quality. The structure should have treatments that minimize the “parking garage” look.
- Mixed use potential, including commercial uses on the street level and commercial/residential uses on the upper floors.
- Siting and building mass should not overwhelm the surrounding properties

Orchard Street Lot - 3 to 10 years.

The proposed four story, 425 space facility on Orchard Street is the most likely site for construction in the short term. The land is owned by the City of Dover and is well situated to provide parking for the downtown core. This site is recommended as the site for a garage if constructed entirely by the City of Dover, Parking Department. The Parking Department should continually monitor its revenues after implementing the recommendations of this report. When it is financially feasible the Parking Department should use its capital reserve and revenue bond financing for the construction of this facility.

This site has ample room for the construction of this facility. The Parking Department should consider siting the structure towards the Chestnut Street side of the parking lot where a four story structure would be more



appropriate given the surrounding buildings and the viability of street level commercial space both on Chestnut Street and facing interior to Orchard Street.

Steam Heating Plant Lot - 3 to 10 years.

This site on the corner of Main Street and Lower Washington Street is an attractive site for a public/private partnership. The Parking Department should actively engage the major property owners and stake-holders in the Washington Street corridor to see if an agreement could be reached for a partnership to construct a facility on this site. Should an agreement be reached, this site could potentially be constructed before a facility on Orchard Street. Although, not as convenient to Central Ave, this location is growing and will see additional development in the coming years. Additionally, a facility on this site could be used to satisfy a majority of the daily long term parking customers and serve as a redevelopment catalyst on a major downtown artery.

School Street Lot - 8 to 15 years.

A public/private partnership with adjoining property owners to this site would be beneficial to providing parking to the northern side of the Parking District. A mixed use parking facility situated in the Chapel to School Street areas could become a catalyst for redevelopment of the Main Street and Portland Ave areas. A mixed use facility could provide for a visual improvement on Main Street, including architectural and streetscape enhancements while providing additional commercial, office and residential space in the downtown core.

The Parking Department should engage in conversations with abutters to the City's land to see if a public/private partnership could be reached to construct a mixed use building with a public parking component in this area.

In order to minimize the impact of construction on the downtown parking inventory, the Parking Department should arrange for alternate parking and transportation for impacted businesses, residents, employees and customers during the construction of the garage.

Also, the Parking Department should hold many neighborhood meetings as the planning for the garage begins in earnest. The Authority should be pro-active in providing information regarding timelines, impacts and other temporary or long term changes that would be resultant of the construction of the parking facility.



Implementation of Recommendations

These recommendations can be implemented in their entirety within six months of this report. Should projections hold true, the city could break ground on a parking structure in about four years after implementation of these recommendations.

Year 1 - Capital reserve building, On-Street and permit infrastructure paid off.

Year 2 - Capital reserve building, Better understanding of demand and financial outlook of Parking Authority.

Year 3 - Capital reserve building, Parking Structure location determined, Engineering and design completed, Financing plan in place.

Year 4 - Ground breaking on Parking Structure, Construction lasting 12 to 18 months.

Year 5 - Parking structure available to for public use.

These timelines could be accelerated by the negotiation of a public/private partnership or through the contribution of additional City funding for the construction of a Parking structure.

Benefits of Recommendations

It's generally understood, and confirmed by the committee's work, that income generated from parking facilities is insufficient to meet the entire expense of a parking system, including operations, maintenance and debt service. Nevertheless, the committee recognizes that parking has been insufficient in Dover and is an essential element to meet the city's transportation needs and to support continued development for the economic well being of the community.

It's typical for local governments to have funded or subsidized public parking facilities, however, Dover has challenged this committee to devise a more self-sufficient model of funding.

To meet this challenge, a pragmatic and logical funding plan has been developed which does not initially rely on general obligation funds from the City of Dover. For this plan to be successful, it needs support from all local stake-holders, furthermore, public/private partnerships would be necessary for the immediate construction (within one or two years) of a downtown parking facility.

The preceding plan represents logical steps toward the ultimate goal of a downtown parking facility that includes one or more downtown parking structures. This is not a short term plan, nor is the feasibility of this approach guaranteed.



By looking at downtown parking in a holistic sense, it's recognized that a garage without a comprehensive downtown parking system would be doomed to fail. This staged approach to recommendations present the best opportunity for success.

There is no doubt regarding the requirement to revamp the parking system, including the institution of paid on-street parking, refinement of permit fees and broader and more vigorous fines and enforcement.

The plan set forth by this report also serves as a catalyst for revitalization of older/underutilized properties by encouraging owners to convert and enhance properties to higher and more productive use without the constraint of having to comply with onsite parking requirements of the current local zoning ordinance.

The comprehensive and staged recommendations provide significant benefits to the city by making parking available and accessible for all types of users, promoting public/private partnerships, encouraging commercial revitalization and integrating with a complete transportation system.

With the establishment of these recommendations, downtown Dover will see the increased vibrancy that is aided by a well managed parking inventory. Property owners will begin to see the value in using the assets provided by the Parking Department and therefore begin to redevelop their properties to provide additional commercial and residential opportunities in the downtown. Traffic will move smoother because there will be a comprehensive identification and marketing system in place for parking patrons. Infill projects will provide additional property tax revenue as downtown Dover becomes more appealing to redevelopment.

In order to meet the timelines proposed in this report, the recommendations should begin to be implemented immediately.



Appendix A

Source Material

Comprehensive Parking System Funding Plan. Odgers, James. The Parking Professional. July 1991.

Downtown Parking Facility and Management Study. Prepared by Lansing Melbourne Group for the City of Dover, NH. March 2008.

Downtown Parking and Traffic Study. Prepared by Rizzo and Associates for the City of Dover, NH. DATE

2000 Dover Master Plan: Transportation Chapter. Prepared by City of Dover Transportation Master Plan Update Committee.

2007 Dover Master Plan Survey. Prepared by the University of New Hampshire Survey Center for the City of Dover Master Plan Survey Committee.

The Dimensions of Parking, Urban Land Institute. 4th Edition.

Feasibility Review of Parking Structure. Prepared by University of New Hampshire Transportation Policy Committee. Internal Report. Fall 2002.

Frederick, Jon, *Parking Manager, City of Portsmouth, NH.* Committee Interviews, July 2008.

Public vs Commercial Operation. Salter, Steve A. The Parking Professional. July 1988.

The Main Street Parking Initiative. Edwards, John D. PE. ITE Journal. November 2006.

Stakeholder Discussions Conducted from May 2008 through September 2008:

David Bamford	Karen Weston
Jessica Smith	Eric Chinburg
Robert Mairs	Chad Kageleriry

Public Input Sessions

September 4, 2008 - City Council Chambers

September 11, 2008 - City Council Chambers



Appendix B

Establish a Parking Department w/ dedicated professional parking manager

The city should establish a Parking Department to manage parking within the Downtown Parking District. The Parking Department's day-to-day operations should be managed by a Downtown Parking Manager. Funding currently exists for this position within the City Budget. This position should be moved from the Police Department to the Parking Department.

The policy and rate structure should be managed by a Downtown Parking Oversight Committee comprised of the following members:

- 1 - member of the Transportation Advisory Committee
- 1 - member of the Planning Board
- 1 - member of the City Council
- 1 - member from Dover Chamber of Commerce
- 1 - member from Dover Main Street
- 1 - citizen member living within the Parking District
- 1 - citizen member living outside the Parking District
- 2 - commercial property owners from within the Parking District
- 2 - representatives from businesses within the Parking District

The Authority Board should have staggered 3 year terms for the members that are not from city boards or committees. The board should be appointed by the City Council through the existing appointments process. The board should receive staff assistance from the Downtown Parking Manager and Parking Staff.

The Parking Department should use the goals outlined in the Lansing Melbourne Report.

- The Parking Department is operated as an Enterprise Fund and must be financially self-supporting.
- The Parking Department can issue revenue bonds.
- The Parking Department must have a level of independence to be managed as a business, but also integrated into City government and therefore creates a stronger presence in terms of planning and economic development directives.
- City Finance Department maintains the checks and balances of the system.



- The Parking Department should immediately develop a Master Plan including goals and objectives. This Master Plan should have the full support of the TAC and will set the course for the next 5 to 10 years.
- The Parking Manager should have direct access to City department heads and operate as part of the City Manager's leadership team.
- The Parking Manager should be an experienced, well-qualified personnel manager with technical capabilities in the profession of parking system management.

The City of Dover should establish a Parking Department in the near term for the following reasons:

- Commitment to develop and manage paid on-street parking and an enhanced off-street permit system
- Commitment to develop and manage the City's first parking structure.
- Recruitment of an experienced Parking Manager to operate the system.

The current oversight for the parking enforcement program is handled by the Police Department. A Police Sergeant is assigned to administer the parking permit, regulation and enforcement of downtown parking. The Sergeant is responsible for supervising a full time secretary and one full time and 3 part time parking enforcement officers. The revenue and expenses associated with the administration of the parking program is currently accounted for in a Special Revenue Fund titled Parking Activity Fund.

The recommendation to establish an enterprise fund for the parking operation will require that the Council vote to amend the budget to create a new fund and transfer all of the existing revenue and expense estimates to that fund thereby eliminating the special revenue fund (essentially a name change). In addition, all assets associated with the parking operation will need to be inventoried and valued as capital assets to be accounted for in the new enterprise fund.

With regards to the transition in staffing, a new Downtown Parking Manager position will be created and will assume the administrative and supervisory duties currently being performed by a Sergeant in the Police Department. The incumbent Sergeant will either be transferred into an existing vacancy or absorbed back into the Police Department as part of the Police Operations Division. The remaining staff consisting of a secretary and parking enforcement officers will be maintained and report to the new Downtown Parking Manager.

As for the organizational placement of the parking operations, it will likely be removed from the Police Department and be administratively attached to an existing department based upon the recommendation of the City Manager at the time of the transition.

Appendix C

Define a Parking District

A complete space by space inventory of the downtown parking supply was completed as part of this report. These details have been included in the city's GIS system and will be available as the parking system is established and managed. The map included below illustrates the current regulations per space.





Appendix D

Establish a Parking Enterprise Fund

An Enterprise Fund is a form of a Proprietary Fund that uses the accrual basis of accounting and budgeting, except that budget capital outlay items are treated as assets for accounting purposes and not reflected as expenditures. Specifically, an Enterprise Fund is used to account for operations financed (primarily by user fees) and operating in a manner similar to a private business. Currently, Dover operates Enterprise Funds for Water, Sewer, Area and Dover Industrial Development Authority.

By establishing a Parking Enterprise Fund the Authority can manage its rates and operate like a business. Additionally, any revenues generated by the Parking Department should be reserved for Parking System improvements, in the form of additional equipment, increased enforcement and the eventual down payment on a Parking Facility. By operating as a Enterprise Fund from the outset of the formation of the Parking Department, it will serve to establish the credibility and financial solvency to eventually issue revenue bonds for the construction of a Parking Facility.

An Enterprise Fund allows a Parking System to operate in a self-sufficient manner. All revenue generated by the system supports all parking related functions: salaries, collection equipment, striping, paving, structures and facilities, without using tax-payer money from the general fund. Any surplus can be used to enhance parking services - including building a capital reserve to fund a parking garage.

Generally, an Enterprise Fund operates solely on the fees it charges to its users and this should be the case with the Parking Department Board. However, the ability to transfer funds to or from the general fund should be preserved as it has been with other Enterprise Funds in the city. No funds should be transferred from the Parking Department to offset the General Fund.



Appendix E

Revision of Permit Rates

The current permit rate structure needs to be modified in order to bring consistency to current fees. We also recommend adopting a 24 hour, day and evening permit structure for current off street lots and an eventual parking facility. The Parking Department should determine the most appropriate time period for day and night permits, ideally within a 12 to 14 hour window. Additionally, revenue opportunities exist by bringing the fee structure in-line with peer communities:

	Concord	Nashua	Manchester	Portland, ME	Portsmouth	Current - Dover	Proposed - Dover
24 Hour	\$87-\$112 per month	\$30-\$45 per month	\$75 per month	N/A	\$100 per month	\$30-\$45 per month	\$85 per month
Day	\$87-\$112 per month	N/A	\$70 per month	\$110 per month	\$80 per month	\$30-\$45 per month	\$50 per month 8am to 6pm
Night	N/A	N/A	N/A	N/A	\$50 per month	\$5-\$40 per month	\$35 per month 6pm to 8am

24 Hour permits should be offered lot specific. All other permits shall provide the user, access to any permitted lot on a first come first serve basis.

Remote Lot Rate

As a result of stakeholder meeting's recommended that the Parking Department provide a second tier day time parking permit for lots that are not centrally located within the district. While the majority of the parking inventory would prevent a reduced rate for permitted parking, it is possible to reduce the monthly day permit to \$35 per month, in the Grimes Lot (Portland Ave). This lot has 44 spaces and is not as convenient to the downtown, therefore a less expensive, **Remote Lot Rate**, is appropriate. Permits for this lot will renew annually and can be adjusted at any time.

Additionally, free parking is available at the city's two Park and Rides. These lots, on Portland Ave (near Ice Arena) and on Indian Brook Drive, will be serviced by the city's FastTRANS shuttle service which will provide rapid service to the downtown.



Appendix F

Revise Fine Structure and Increase Enforcement

The Parking Department should adopt the following fine structure.

	Concord /after 5 days	Nashua /after 5 days	Keene /after 14/28	Manchester /after 7	Portland, ME never increase	Portsmouth /after 30	Current - Dover /after 5 days	Proposed - Dover /after 5 days
Overtime Meter	\$5/\$15	\$5/\$10	\$5/\$15/\$35	\$15/\$30	\$10	\$15/\$30	\$15/\$30	\$15/\$30
Unlawful Increase (Meter Feeding)	\$10/\$20	\$5/\$10	\$5/\$15/\$35	\$15/\$30	\$15	N/A	N/A	\$15/\$30
Encumbered Meter	\$10/\$20	\$10/\$10	N/A	\$20/\$40	\$20	\$20	N/A	\$20/\$40
Overtime in 20 min zone	\$10/\$20	\$10/\$20	N/A	\$15/\$30	\$10	\$15/\$30	N/A	N/A
Overtime in 30 min zone	\$10/\$20	\$10/\$20	N/A	\$15/\$30	\$10	\$15/\$30	\$15/\$30	\$15/\$30
Overtime in 1 hour zone	\$10/\$20	\$10/\$20	N/A	\$15/\$30	\$10	\$15/\$30	N/A	\$15/\$30
Overtime in 2 hour zone	\$10/\$20	\$10/\$20	N/A	\$15/\$30	\$10	\$15/\$30	\$15/\$30	\$15/\$30
Overtime in 3 hour zone	\$10/\$20	\$10/\$20	N/A	\$15/\$30	\$10	\$15/\$30	N/A	\$15/\$30



Appendix G

Institute Paid On Street Parking

The Parking Department should adopt the following paid on street parking rates.

	Concord	Nashua	Keene	Manchester	Portland, ME	Portsmouth	Current - Dover	Proposed - Dover
Paid on-street per hour	.25	.50	.50	.75	.50	.75	.50	.50 <i>increase to .75 upon garage completion</i>
Off Street Lot	.25	.50	.20	Permit Only	N/A	.75	.50	.50
Garage	.75	N/A	N/A	.75 - 1.25	.75 - 1.00	.75 - 1.00	N/A	.50

Recommended Paid On Street Locations

Street	Boundary	Proposed Parking
Grove	From Sixth, south to dead-end	Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Lincoln		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Fifth	Grove to Chestnut	Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Fifth	Chestnut to Central	2 Hour Time Limit
Sixth	Chestnut to Central	2 Hour Time Limit
Central	Sixth to Hough	2 Hour Time Limit
Central	Sixth to Pierce	2 Hour Time Limit
Central	Pierce to Kirkland	Paid on street
Central	Kirkland to Silver	2 Hour Time Limit
Central	In Front of City Hall	1 Hour Time Limit
Fourth	Grove to Chestnut	Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Fourth	Chestnut to Central	2 Hour Time Limit
Third	Grove to Chestnut	Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Third	Chestnut to Grove	Paid on street
Preble		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Pierce		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles



Twombly		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Chestnut	Sixth to Washington	2 Hour Time Limit
Broadway	Central to St. John	Paid on street
St. John		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Chapel	Central to St. John	Paid on street
Second		Paid on street
First		Paid on street
School		Paid on street
Mechanic		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Main		Paid on street
Young		Paid on street
Portland	Main to Cochecho	Paid on street
Portland	Cochecho to Rogers	2 Hour Time Limit
Washington	River to Chestnut	Paid on street
Washington	Chestnut to Belknap	2 Hour Time Limit
Washington	Belknap to Arch	Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Folsom		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Atkinson		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Belknap		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Nelson		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Locust	Silver to Hale	2 Hour Time Limit
Locust	Hale to Washington	Paid on street
St. Thomas	Chestnut to Atkinson	2 Hour Time Limit
St. Thomas	Atkinson to Belknap	Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
St. Thomas	Central to Locust	1 Hour Time Limit
Green		2 Hour Time Limit
Church		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Academy		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Angle		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles



Kirkland		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Hale		1 Hour Time Limit
Henry Law	Washington to River	Paid on street
Henry Law	River to Niles	Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
George		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Sonnett		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Hanson		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
River		Free Residential Permit otherwise, 2 hour limit for non-permitted vehicles
Waterfront Development		TBD

Technology

The Parking Department should implement the most proven technology for the collection of on-street parking fees. Payment options should include coin, cash, credit/debit card and cell phone. The Parking Department shall determine the type of system for each area within the Parking District. Some areas may be more suitable for pay by space type systems rather than pay and display systems. Additionally, there may be some areas where traditional meters may be appropriate when a location only has a small number of spaces. Wherever possible, the Parking Department shall encourage the use of advanced collection technologies.

The Parking Department should establish education for users when the system is implemented city wide. However, similar systems are currently in use in peer communities. Its generally assumed that most drivers have used the latest in payment technology.

On Street Parking for residents on fringes of Parking District

It's assumed that as the parking begins to get managed within the district that outlying residential streets could see an influx in long term parkers on what are now, not time limited streets. The Parking Department should actively monitor these situations. When the system goes into effect, it should include consideration for a Free Residential Permit for parking on the residential streets bordering the Parking District. Additionally, these streets should become time limited to 2 hours for users without permits and be signed accordingly.

The permit is available to anyone who proves residency on the street. The permit would entitled the holder to park on street with no time limit. Residential guest permits should also be made available but since the time limit will only be enforced 8am to 6pm, this might not be a large issue.

Many peer communities have similar programs that can be used as reference, Newburyport, MA, Concord, NH, and Cambridge, MA.



Appendix H

Institute a Comprehensive and Consistent Signage and Marketing Program

In order for the Parking System to be successful, the Parking Department needs to implement a pro-active signage and marketing program. Through these efforts, the Authority can make the parking inventory identifiable and accessible to employees, residents and visitors to the downtown. The Dover Main Street Program provided guidance to the city in 2007. We recommend reviewing those materials and taking immediate action on recommendations deemed appropriate.

Additionally, the Parking Department should establish a Downtown Parking Map. This map should be available online or in a paper format and should illustrate all of the parking zones within the Downtown Parking District. It should also include contact information for the purchase of permits and questions or concerns regarding Downtown Parking.

This maps could also be coordinated with the Downtown FastTRANS system to illustrate a comprehensive approach to parking and transportation in the downtown.

It could also include approximate times when specific lots are at capacity as well as distance and walking times to various destinations within the Parking District.

Thirdly, the Parking Department should work with the Chamber of Commerce and Main Street to establish a validation program that would enable downtown merchants to provide free or reduced on street parking to their customers.

The City of Portsmouth has a system where downtown merchants can pre-purchase parking and provide it to their customers in the form of stickers that can be applied on their garage receipt. Additionally, many of the current on street parking payment systems can utilize gift card technology.

Perhaps, the simplest approach could be a comprehensive marketing agreement with downtown merchants could be the easiest to implement and ultimately the most successful. Downtown merchants could discount specified transactions by the amount of the paid on street parking, therefore providing free downtown parking for their customers.

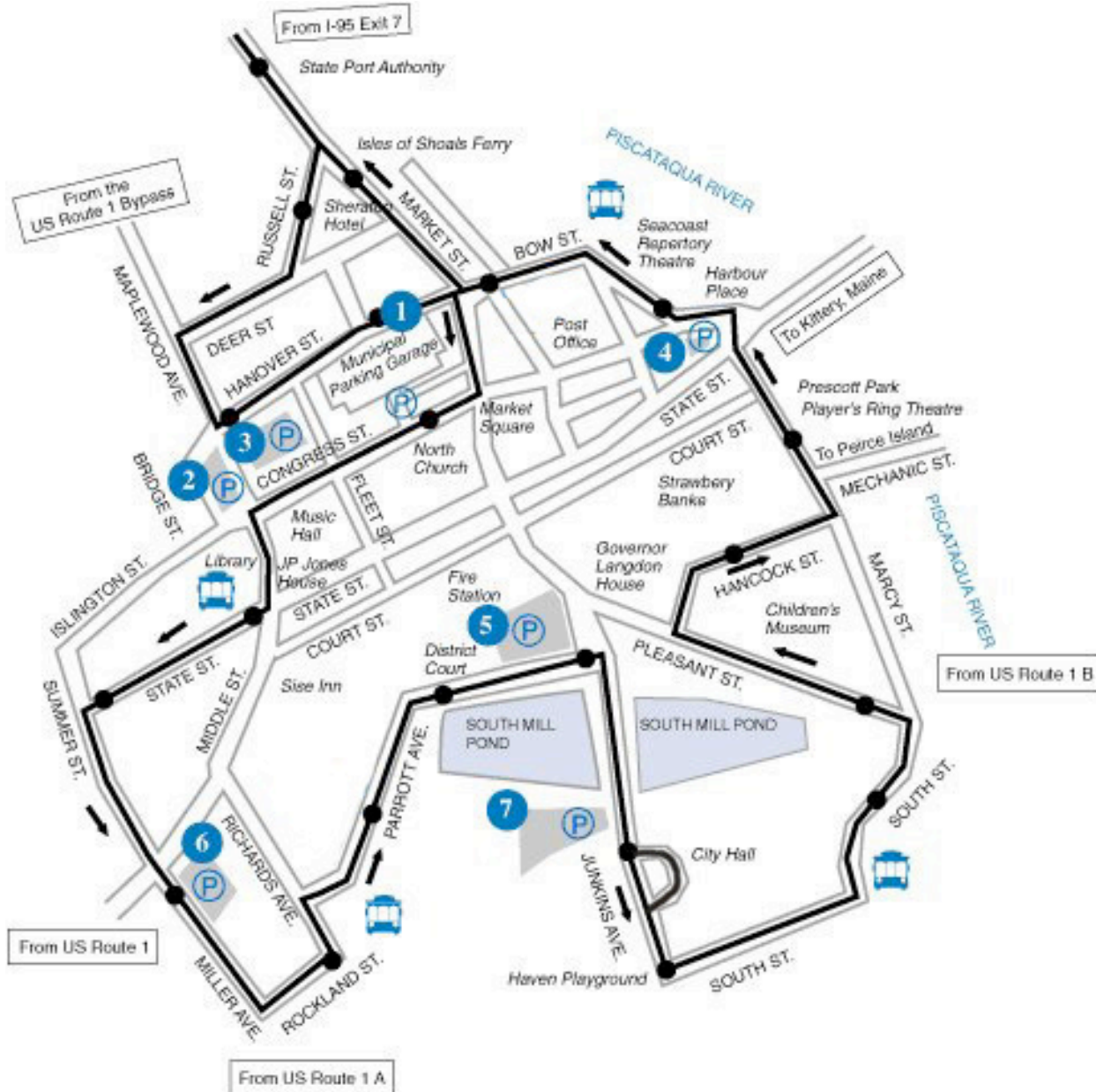


Appendix H Exhibits:
Downtown Chapel Hill, NC

Municipal Parking in Downtown Chapel Hill



Portsmouth, NH





Appendix I

Revise Zoning Code to allow for density bonus for the private creation of parking structures with some component of public use

The Parking Department should request the establishment of density bonuses for private projects that provide public access to structured parking. The bonus should be increased floor area ratios or reduced unit sizes to encourage downtown infill development and the developments profitability.

For example, the Parking Department could offer incentives to convert existing surface lots into structured parking within a specified ratio, such as, for each 100 spaces converted from surface to structured parking on an area not exceeding 20 percent of the site area, an additional 20,000 square feet of new building may be constructed.

Additionally, the would promote infill by making it attractive for developers to gain the density bonus while providing additional public off street parking. Significant improvements could be made to the aesthetics and stereoscope of the downtown by the elimination of surface parking lots.



Appendix J

Revise Zoning Code to allow for payment in-lieu of onsite parking requirements

Payment in-lieu of parking is allowed in many cities. The payment is usually determined in two ways 1) a fixed amount that is set below a cost that discourages development but at a level that represents a meaningful contribution towards the parking system and ultimately the construction of a city-owned parking facility or 2) the actual cost of the developer providing their own on-site structured parking, usually a higher amount. Usually, developers will choose a fixed amount because they need certainty when financing a development.

This proposal is not without risk. The city must maintain an adequate supply of off street parking to accommodate the additional vehicles this could produce. We believe however, there is adequate inventory within the Parking District through the lease of private lots if necessary in the short term before a facility is constructed.

The Parking Department should work with the Planning Department to determine the appropriate amount per space for the contribution. This amount should be able to be adjusted on an annual basis or when impact fees are reviewed.



Appendix K

Give the Parking Department the ability to establish assessment fees on commercial properties within the Parking District.

While the Parking Department is projected to be a self-sufficient operation, it should be established with the authorization to institute a special assessment on commercial properties within the Downtown Parking District. A special parking assessment could expedite the construction of a downtown parking facility. The Parking Department shall have the ability to alter the rate on an annual basis including imposing or discontinuing the assessment as deemed necessary. Attached in the NH statutory authority for using a parking assessment to fund the construction of a parking facility.

In the State of New Hampshire Title XX, Chapter 31, Cities, Towns and Village District

Highways, Section 231:120 is a section entitled:

231:120: Levying Assessments for Public Parking Facilities

This section reads:

I. The assessors of any municipality which has constructed public parking facilities, upon direction from the legislative body and in accordance with the plan adopted, shall assess in the manner provided in paragraph II of this section upon the owners or lessees of leasehold interests, whose lands receive special benefits wherefrom, their just share of the cost of construction of the same. All assessments thus made shall be valid and binding upon the owners or lessees of such land. The funds collected from assessments shall be used solely for the construction of public parking facilities or for the redemption of bonds or notes issued by the municipality to obtain funds for the construction of public parking facilities, including funds paid to a housing authority for the construction of public parking facilities.

II. The plan may provide that assessments shall be made:

- (a) At one time and assessments so made may be prorated over a period not exceeding the number of years which the plan shall provide to defray the construction costs of the public parking facilities; or
- (b) From year to year upon the owners or lessees of leasehold interests at the time such assessment is made, their just proportion of the construction costs which shall become due in that year, including the amount of principal and interest due during the year on any bonds or notes issued to provide funds to pay such construction costs.

231:121 Basis of Assessment

This section reads:

Assessments shall be levied according to a formula which shall be set forth in the plan and which shall be reasonable and proportional to the benefits conferred upon the land or leasehold interest upon which such assessment is laid. Such formula may, but need not necessarily, be based on the number of off-street parking spaces required to be furnished by owners of land under any lawful zoning ordinances or bylaw in effect or which may be adopted by the municipality. If the formula based on a zoning ordinance requirement of off-street parking is used, the plan may provide for credit to those owners or lessees who have erected or constructed private parking structures, but need not provide credit for private parking lots. Further detail is included in Sections 231:121 through 125. This legislation may also be an appropriate approach to allocate the capital cost of a new parking structure, or the costs to provide parking services for a defined central business district of downtown Dover. This is another of the options the City's legal staff will need to evaluate.



An alternative method would be to establish a Central Business District assessment of which any derived funds could be used by the Parking Department for the construction of a downtown parking facility and additional improvements within the Parking District. State of NH Statute below:

6.5.2 Existing New Hampshire Statutes - Central Business Service Districts

Many cities in NH, in cooperation downtown business community, have established “Central Business Service Districts” that are, in part or wholly, supported by funds derived from “special assessments”. The special assessments are for services and/or improvements, beyond what a municipality provides, that benefit the property owners within the service district. Enabling legislation is included in NH Statutes, under Title III, Towns, Cities, Village Districts and Unincorporated Places, Chapter 31, Powers and Duties of Towns, Central Business Service Districts, Section 31: 121 through 31:125.

There may be ways to incentive the use of the parking system such as creating an offset or credit, against the special assessment for a commercial business that documents the cost of employee/resident permits or based on the amount of parking they have provided on site. A partial credit is recommended because all property owners within the Parking District will benefit from a new and improved parking system and parking structure.

This incentive could potentially accomplish several goals of the parking system.

- 1.** This approach provides an incentive for owners to facilitate employee/resident purchase of monthly parking permits. The owner may also be encouraged to share or subsidize the cost of parking permits purchased by employees/residents. This is because the owner may be eligible for a credit against their year-end parking assessment relative to documentation of the annual cost of permits purchased by employees/residents.
- 2.** The approach, in conjunction with payment in lieu of parking and the density bonuses previously discussed, encourages property owners to convert properties into highest and best use, and as a result drive more business to the parking system or provide structured parking in a public/private partnership.
- 3.** The increased use of off-street parking facilities by employees/residents will increase revenue for the City and potentially reduce the district assessment for owners.
- 4.** As a result of items 1, 2 and 3, a reduction of on-street shuffling is anticipated, thereby increasing the availability of parking for visitors and customers.

The allocation of cost should include all the costs related to planning, design, construction, financing costs, operating costs, repair and maintenance. The credits could be applied to this cost, relative to the parking system less the credits from employee/resident permits and credits for the provision of existing on-site parking.



Appendix L

Continue to explore the possibility of public/private partnerships within the Parking District

The Parking Department should continue to explore private involvement in the Parking System. One major benefit of including the private sector in the development of municipal projects is typically the private sector understands what to bring to market better than the public sector. While seemingly self-explanatory these agreements can take many forms, but typically it involves a legal relationship between the City and a private entity to advance a project that neither party would be able to accomplish independently. This could include but is not limited to:

- Management or revenue sharing agreements.
- Private entities leasing of portions of a mixed use parking facility, potentially using street level spaces for retail, office or restaurant use and upper floors for restaurant, function space, office or residential uses.
- Long term leasing by private entities for a major portion of spaces within a public parking structure.
- Private construction of a facility, with a lease to the City for parking to be included as a component of the Parking System.
- Developer agreements that require components of publicly available parking, this could be beneficial particularly with city owned parking lots that could developed to higher and better use after the construction of a downtown parking facility. The city could make these lots available to developers with a requirement for a public parking component. The city would benefit from not only a lot being developed to its highest and best use, but also aesthetic improvements, increased property tax revenue, catalysts for infill project while still retaining public parking at the site. While this type of partnership is not possible in the short term, it could prove to be attractive for the First, Third and Fourth Street Parking Lots.
- Expedited approval processes for private entities interested in construction of a parking facility.

As noted in the Lansing Melbourne Report, public/private partnerships while infinite in form are generally very successful.



Appendix M

Projected Parking Department Revenues & Expenses based on Recommendations

Projected Revenues			
#	<i>Recommendation</i>		
4	Revise Permit Fees to Recommended Rates <i>based on current utilization of 36%</i>		\$164,820
5	Revise Fine Structure to Recommended Rates <i>Pay and Display systems average 50% increase in fine revenue. from: Portsmouth, NH</i>		\$271,000
6	Institute Paid on Street Parking per Recommendations		\$461,205
	Total		\$897,025
Projected Annual Expenses <i>based on City of Dover - FY'06 Actual</i>			
	Personnel Services		\$260,000
	Purchased Services		\$15,000
	Supplies		\$28,750
	Capital Outlay		\$6,500
	Total		\$310,250
	Projected Net Operating Income (Pre-Capital) <i>Operating Income should be set aside in a capital reserve fund for eventual construction of Downtown Parking Facility or other improvements within Parking District as determined by the Parking Oversight Committee</i>		\$586,775
Projected Capital Expense based on Recommendations			
	On Street Paid Parking Equipment 25 Devices @ \$8,000		\$200,000
Additional Potential Revenue Streams			
	100% Utilization of Recommended Permitted Spots <i>449 spots @ \$50 per month and 449 @ \$35 per month subtracting 51 daytime permits from School Street Lot</i>		\$457,980



Appendix M - Continued

Current and Projected Permit Parking Annual Revenues

	Current Revenue		Projected Revenue		Increase in Projected Revenue
	Revenue per Space	Total Revenue	Revenue per Space \$50 day \$35 evening	Total Revenue	
Current Permit Parking					
Orchard Street Lot - 136 Spaces					
100 Day Permits @ \$40 mo.	\$480	\$48,000	\$600	\$60,000	\$12,000
37 Evening Permits @ \$10 mo.	\$120	\$4,440	\$420	\$15,540	\$11,100
First Street Lot - 78 Spaces					
79 Day Permits @ \$30 mo.	\$360	\$28,440	\$600	\$47,400	\$18,960
45 Evening Permits @ \$5 mo.	\$60	\$2,700	\$420	\$18,900	\$16,200
School Street Lot - 69 Spaces					
18 Day Permits @ \$40 mo.	\$480	\$8,640	\$600	\$10,800	\$2,160
24 Evening Permits @ \$10 mo.	\$120	\$2,880	\$420	\$10,080	\$7,200
<i>51 Day Permits are free of charge b/c lease agreement with Mill.</i>					
Portland Ave (Grimes) Lot - 44 Spaces					
0 Day Permits @ mo.					
5 Evening Permits @ \$5 mo.	\$60	\$300	\$420	\$2,100	\$1,800
<i>Notes</i>					
Fourth Street Lot - 40 Spaces					
0 Day Permits @ mo.					
0 Evening Permits @ mo.					
<i>Notes</i>					
Third Street Lot - 82 Spaces					
0 Day Permits @ mo.					
0 Evening Permits @ mo.					
<i>Notes</i>					
Total		\$95,400		\$164,820	\$69,420



Appendix M - Continued

Current and Projected Enforcement and Fine Annual Revenues

		Current Revenue		Projected Revenue		Increase in Projected Revenue
			Total Revenue		Total Revenue	
Pay and Display on street parking is anticipated to result in the doubling of enforcement revenues.						
Original Ticket Notices						
	Current		\$82,000			
	Projected				\$164,000	\$82,000
	Notes					
2nd Notice Tickets						
	Current		\$52,000			
	Projected				\$104,000	\$52,000
	Notes					
Boot Fee						
	Current		\$1,500			
	Projected				\$3,000	\$1,500
	Notes					
	Total		\$135,500		\$271,000	\$135,500



Appendix M - Continued

Current and Projected On Street Parking Annual Revenue

			Current Revenue		Projected Revenue		Increase in Projected Revenue
			Per Space Revenue	Total Revenue	Per Space Revenue	Total Revenue	
Paid on street revenue							
	Current Spaces	82	\$426	\$35,000			
	Projected Spaces	421			\$1,095.50	\$461,205	\$426,205
	Notes:						
	Based on .50 per hour,						
	6 days per week. 8am to 6pm.						
	50% utilization rate						
Total				\$35,000		\$461,205	\$426,205



Appendix M - Continued

Projected Orchard Street Parking Facility Annual Revenues & Expenses

		Projected Expense		Projected Revenue	
		Per Space Expense	Total Expense	Per Space Revenue	Total Revenue
Orchard Street Parking Facility					
<i>Based on revenue bonding at 5% for 30 years</i>					
<i>Estimated construction cost \$10.6MM</i>					
	Projected spaces	425			
	24 hour permits @ \$85 mo.	75		\$1,020	\$76,500
	Day permits @ \$50 mo.	80		\$600	\$48,000
	Evening permits @ \$35 mo.	80		\$420	\$33,600
	Hourly spaces*	125		\$910	\$113,750
	Deeded spaces	45		\$0	\$0
	<i>* based on .50/hour 7 days/week 50% occupancy between 8am and 6pm</i>				
	Annual Revenue				\$271,850
	Revenue bond payment		\$1,880	\$800,000	
	Maintenance & Operations		\$470	\$200,000	
	Total Annual Expense		\$2,350	\$1,000,000	



Appendix M - Continued

Projected Steam Plant Parking Facility Annual Revenues & Expenses

		Projected Expense		Projected Revenue	
		Per Space Expense	Total Expense	Per Space Revenue	Total Revenue
Steam Plant Parking Facility					
<i>Based on revenue bonding at 5% for 30 years</i>					
<i>Estimated construction cost \$9.8MM</i>					
	Projected spaces	391			
	24 hour permits @ \$85 mo.	61		\$1,020	\$62,220
	Day permits @ \$50 mo.	65		\$600	\$39,000
	Evening permits @ \$35 mo.	65		\$420	\$27,300
	Hourly spaces*	100		\$910	\$91,000
	Existing spaces (privately owned)	100		\$0	\$0
	* based on .50/hour 7 days/week 50% occupancy between 8am and 6pm				
	Annual Revenue				\$219,520
	Revenue bond payment		\$1,790	\$700,000	
	Maintenance & Operations		\$470	\$200,000	
	Total Annual Expense		\$2,260	\$900,000	



This Page Intentionally Left Blank