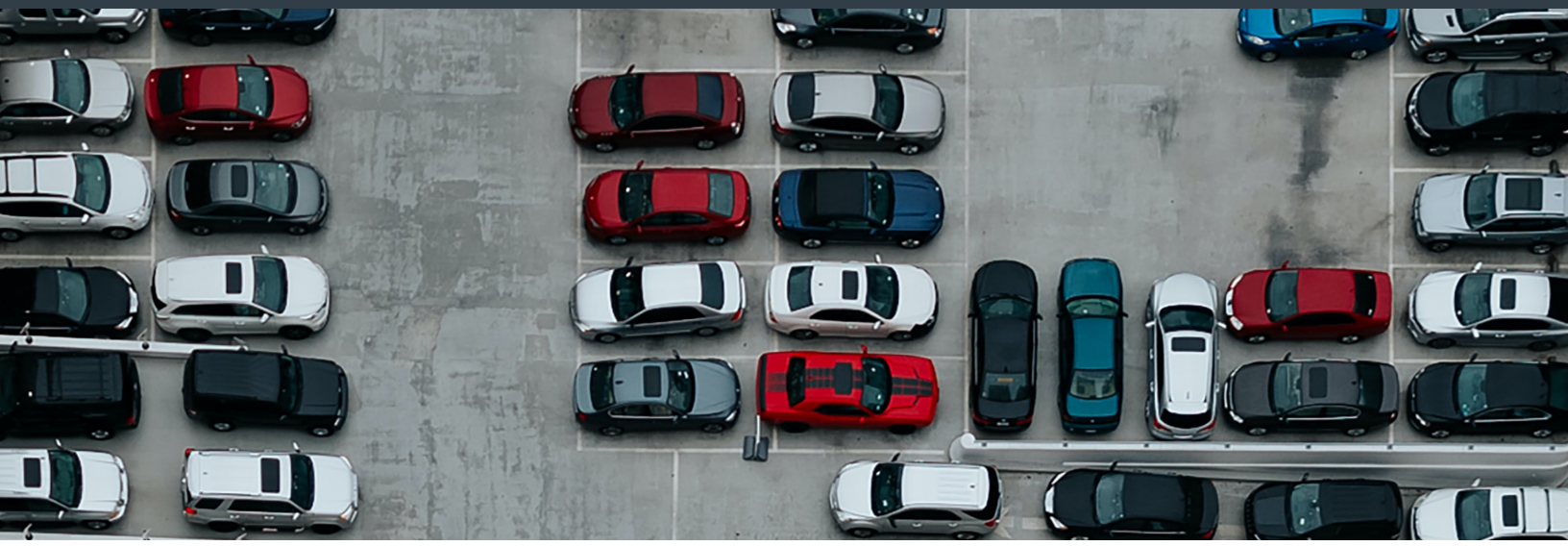
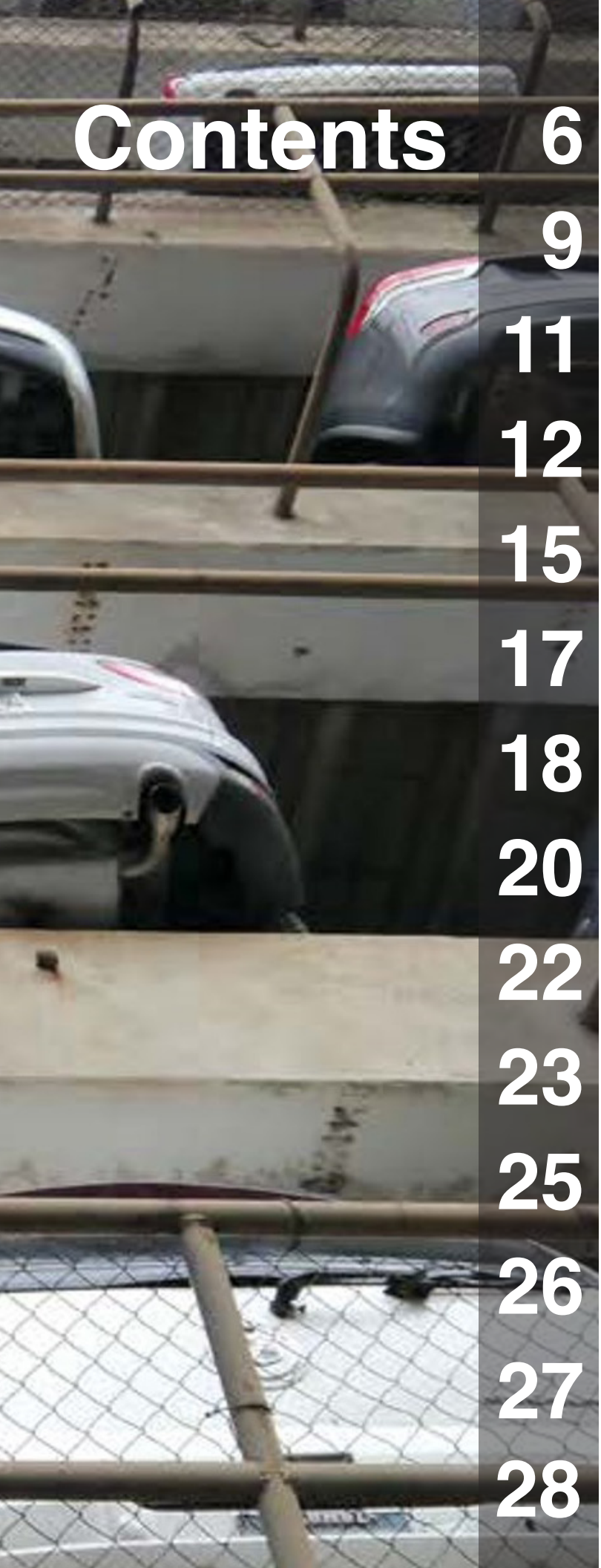
Bloomberg Philanthropies American Cities Climate Challenge

Atlanta Technical Assistance Panel



Urban Land Institute
Atlanta

An Urban Land Institute
Technical Assistance Panel
October 21-22, 2019



Contents

ABOUT ULI – URBAN LAND INSTITUTE

THE URBAN LAND INSTITUTE is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific region, with members in 81 countries.

ULI's extraordinary impact on land use decision-making is based on its members' sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns. Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate.

Drawing on the work of its members, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

More information is available at uli.org. Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

ULI ATLANTA

With over 1,400 members throughout the Atlanta region (Georgia, Alabama & Eastern Tennessee), ULI Atlanta is one of the largest and most active ULI District Councils worldwide. We bring together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs. We share knowledge through education, applied research, publishing, electronic media, events and programs.

TECHNICAL ASSISTANCE PROGRAM (TAP)

Since 1947, the Urban Land Institute has harnessed the technical expertise of its members to help communities solve difficult land use, development, and redevelopment challenges. Technical Assistance Panels (TAPs) provide expert, multidisciplinary, unbiased advice to local governments, public agencies and nonprofit organizations facing complex land use and real estate issues in the Atlanta Region. Drawing from our seasoned professional membership base, ULI Atlanta offers objective and responsible guidance on a variety of land use and real estate issues ranging from site-specific projects to public policy questions.

The sponsoring organization is responsible for gathering the background information necessary to understand the project and presenting it to the panel. TAP members typically spend two days developing an understanding of the problem, coming up with recommendations, and presenting those findings and recommendations to the sponsoring organization.

ULI Urban Land Institute
Atlanta

Cover Image Credit: Ivana Cajina, Unslpash

Interior Front Cover: The Marietta Street Parking Garage, courtesy of Central Atlanta Progress

ULI Panel and Project Staff

Panel Members:

George Banks
Partner
Revel

Debbie Frank
Director, Transit Oriented Development
MARTA

Jonathan Gelber
Co-Chair, ULI Atlanta TAPs Committee
Vice President
Bleakly Advisory Group

Lynn Jeffrey McKee
Professor
Georgia State University

Benito O. Pérez
Curbside Management & Operations Planning Manager
District Department of Transportation

Shayna Pollock
Managing Director of Transportation
Central Atlanta Progress

James Puckhaber
Corporate and Commercial Practice Leader
The S/L/A/M Collaborative

Adetayo Sanusi
Director, Asset and Investment Management
The Integral Group, LLC

Jetha Wagner
Vice President
Avila Development, LLC

ULI Project Staff:

Daphne Bond-Godfrey
Director, ULI Atlanta

Sarah Kirsch
Executive Director, ULI Atlanta

Technical Writer:
Neela Ram

ULI Atlanta TAP panelists

Executive Summary

The Bloomberg Philanthropies American Cities Climate Challenge is an unprecedented opportunity for 25 ambitious cities to significantly deepen and accelerate their efforts to tackle climate change and promote a sustainable future for their residents. Atlanta was selected as one of the first 25 cities to participate in this challenge, which aims to meet near-term carbon reduction goals. Under the umbrella of the Climate Challenge, ULI has partnered with NRDC to focus explicitly on parking policy reforms and enhancements.

In a city designed for cars, how can Atlanta address change, growth, and climate challenges and become a city designed for people? Atlanta's (the City's) present-day heavy reliance and focus on cars are unsustainable and a threat to the City's current and future resilience and economic competitiveness. In recognition of this and to accommodate anticipated future growth, Atlanta is pursuing the sustainability goals detailed in the Bloomberg Philanthropies American Cities Climate Challenge (Climate Challenge), which point to a city that prioritizes people and is less reliant on automobiles.

As with all adaptive challenges, making significant progress toward a less auto-dependent city will require cross-sector collaboration, shared vision, and multi-pronged approaches expertly managed over time. Parking policy is an important land use and transportation tool that has enormous implications for the built environment, housing affordability, and a city's sustainability and carbon emissions goals. Parking reform is a key tool that can ease Atlanta toward a more people-centered city –– a city less reliant on the automobile and one that is achieving progress on carbon reduction. City planners, working alongside developers and the private sector, can begin to shape a more nuanced approach to parking and, in turn, encourage individuals and businesses to think differently about the range of available transportation options.

It was in that spirit that the Urban Land Institute Atlanta District Council (ULI Atlanta) was asked to convene a multi-disciplinary Technical Assistance Panel (TAP or panel) to address parking matters related to supply and demand, parking minimums and maximums, impacts of other forms of transportation, real market-feasible parking standards, and how each of these issues may change over time.

To ensure the panel remained aligned with the City of Atlanta's goals and the goals of the Climate Challenge, the City crafted a mission statement with three 'north-star' aspirations to serve as a guiding framework for ULI Atlanta's analysis:

1. Leverage parking as a mode-shift lever to get more people out of single-occupancy vehicle trips and moving towards more sustainable options;
2. Use parking pricing to incentivize mode-shifts towards more sustainable travel modes;
3. Use parking policy to incentivize more sustainable growth in Atlanta.

A key issue the panel was asked to address related to the parking requirements typically posed by the real estate development and lending industries. Atlanta's developers view parking as a critical development component yet one with significant costs and market and zoning variables (placement, surface lots, garages, ratios). While developers in San Francisco and New York may enjoy a market for projects without any associated parking, the viability of a zero-parking project in Atlanta is much, much lower as transit options are far fewer, multi-modal transportation investments have lagged, and Atlanta's commercial and residential tenants and owners still demand proximate or inclusive parking.

Through the course of two days of analysis by the ULI Atlanta panel, the panelists outlined the following goals for the City:

- Prioritize a sustainable and resilient city through improvements to quality of life, affordable housing, climate change mitigation, economic development, and promoting equity;
- Develop parking strategies that allow the City to meet larger sustainability aspirations; and
- Enact policy recommendations that will push the City toward a larger sustainability goal (replacing the specific Climate Challenge target of a 10 percent parking price increase).

Recommendations

Through extensive panel deliberation and informed by stakeholder interviews and a strengths/weaknesses/opportunities/threats (SWOT) analysis, the panel arrived at the following recommendations for the City.

Recommendation #1 – Focus on public policy mechanisms to manage demand for modes of transportation and increase the availability and desirability for modes other than single-occupancy vehicle (SOV).

The panel's first recommendation outlines two opportunities to encourage the use of non-SOV modes of transportation: establish a Commuter Benefits Ordinance (CBO); and promote more transit-supported development.

Through the use of a CBO, the City can enact policies that require employers to encourage employees' use of alternative forms of transportation for the work commute, including biking, walking, riding transit, or carpooling. This encouragement may take the form of the employer providing transit pass subsidies, pre-tax transit benefits, or parking cash out.

While a CBO begins to address the demand side of the parking equation, additional steps can be taken by City staff to ensure that future development is transit-supportive:

1. Incentivize the reduction of parking through density bonuses;
2. Require a transportation fee for parking over an identified threshold, the fees from which are deposited into a transportation fund; and
3. Focus development around transit hubs and set floor-area ratio (FAR) minimums.

Recommendation # 2 – Encourage a denser and transit-supported future by creating public policy and/or regulatory mechanisms that limit the construction of new parking facilities and encourage more efficient use of existing parking facilities.

To address today's parking needs while supporting a vision for reduced carbon emissions, the City should consider establishing a shared parking bank. A shared parking bank allows for the transfer of parking rights for existing parking structures or new parking capacity and would typically be administered by the City. Through parking rights transfers of this nature, the City becomes more attractive to development as this system has the potential to satisfy a developer's potential lending requirements and reduce development costs by eliminating construction of a parking deck. To achieve this goal, the City is encouraged to consider the following actions:

1. Demonstrate support for shared parking arrangements between private owners by providing density bonuses, expedited permitting process, etc.;
2. Embrace technology tools to help promote the adoption of shared parking arrangements and to enhance the experience of shared parking users;
3. Establish a citywide Parking Authority (similar to a business improvement district or community improvement district) to coordinate the shared parking strategy leveraging existing and new parking spaces; and
4. Create an open market system to exchange/trade parking access (transfer parking rights or TPR).

Recommendation # 3 – Understand how a market-feasible standard for parking can align between the City and private landowners, developers, and businesses.

There is a fine balance to strike between current market demands for parking, future parking delivery by developers, and a city's parking goals. By using a market-feasible standard, the City can begin to align these pieces, even at a time when market demand for parking varies widely by tenant, project, and location. And, as structured parking costs continue to rise, driving up overall development costs and negatively impacting affordability, developers and

sustainability goals are, in fact, aligning around the reduction of parking, provided it does not negatively impact project feasibility.

Quoting a recent ULI publication, one panelist noted "an evolution [is] happening with the investment community to accept no parking or low parking… Investors are increasingly buying into the story that most people don't need parking day to day, especially if they are in an area that is near to transit and where traffic is bad."[1]

In order to strike a balance between regulation and incentives, the panel offered the following actions that the City could consider:

1. Eliminate parking minimums citywide for all non-residential buildings and set maximum parking standards[2];
2. Set parking maximums to help reduce parking oversupply along high-frequency transit corridors and/or priority areas; and
3. Through credits against building impact fees, incentivize developers to build less parking, particularly in developments close to a MARTA station.

While shared parking, as noted earlier, may be a viable way to eventually drive down development costs and increase parking utilization rates, the actions above could be taken in the near-term on a project-by-project basis in zoning review and/or development review to introduce the parking policy changes gradually.

Recommendation #4 – Evaluate how parking policies and pricing mechanisms relate to other livability and sustainability priorities in Atlanta.

It is important to consider the broader impacts of the City's parking policies on public health, equity, economic development, transportation, and land use priorities. To gain this broader understanding, the City is encouraged to conduct a curbside and parking management study. This study, which would detail how parking spaces and the curb is currently used, would provide the City with a baseline of existing conditions, identify needs, and inventory operational policies. With this information in hand, new staffing at either ADOT or DPW can begin to work on community engagement and representation using a staggered approach to the policies and programs, applying sensitivity to each context and neighborhood. Any proposed policies and programs should incorporate a basic level of flexibility to respond to consumer choice, technological advances, and demographic changes.

Panelists briefing from city leadership

[1] Baker, David and Brad Leibin. "Toward Zero Parking: Challenging Conventional Wisdom for Multifamily," *Urban Land*, Spring 2018.

[2] Through zoning code, parking standards set the minimum or maximum ratio of off-street parking spaces to building square footage required in a new development. Standards differ by zoning district and land use. Currently, the City of Atlanta sets no parking minimums and has lowered parking maximums in the following areas: the Beltline Overlay District; sections of Special Public Interest Districts (SPIs) 1, 9, 12, 15 and 16; within 1/2 mile of MARTA rail and streetcar stops; and any building built before 1965, excluding establishments with a liquor license.

Conclusion

Although parking may continue to challenge City staff and urban planners in the years ahead, steps can be taken today and in the near- and long-term to help the City make significant and sustainable progress toward meeting the goals of the Climate Challenge in a less auto-centric city. Changing demographics, population shifts, and increasing mobility opportunities may actually support the City's efforts as more people seek denser living environments and alternative means of transportation. Through all of this, specific and actionable parking reform can support the City's goals while still meeting the demands of Atlanta's growing population.

In an effort to assist ambitious U.S. cities with significantly deepening and accelerating efforts to tackle climate change and promote a sustainable future, Bloomberg Philanthropies introduced the American Cities Climate Challenge in 2019. Atlanta, one of the 25 cities selected to participate in the two-year initiative, quickly began tackling the goals outlined in the Climate Challenge related to reducing carbon emissions and promoting better health, more sustainable development practices, and a resilient local economy.

Achieving progress on Atlanta's goals necessitates a focus on the highest contributors of carbon pollution in the urban environment – buildings and transportation. Additional, specific goals focus even more acutely on reducing single-occupancy vehicle (SOV) usage and amending parking policies to advance carbon reduction goals. To assist the City in its work on these goals, City officials turned to ULI, the Energy Foundation, and the Natural Resources Defense Council (NRDC) for additional guidance with local regulatory and technology innovations in parking management and transit-oriented development (TOD) policies and practices.

Together, the City and its partner organizations detailed the following Climate Challenge parking policy reform goals for Atlanta:

- Update parking policy to encourage people to reduce their use of single-occupancy vehicle trips in favor of more sustainable options;
- Use parking pricing mechanisms to incentivize mode shifts towards more sustainable travel modes; and
- Update parking regulations to incentivize more sustainable growth in Atlanta.

In addition to these ambitious goals, the City also outlined additional Climate Challenge goals it would like to meet by 2025.

Photo by Nicholas Mazzaccaro on Unsplash

Introduction: The Panel's Assignment

In collaboration with the City of Atlanta and NRDC, ULI Atlanta convened a Technical Assistance Panel to help the City address its Climate Challenge goals related to parking practices affecting carbon emissions reduction, sustainable development practices, and the promotion of density citywide.

Bringing together professionals from the public sector, lending community, and real estate industry, the panel reviewed City-supplied briefing materials, interviewed a wide range of stakeholders, and lent individual perspectives and expertise to the challenge at hand to deliver a set of practical, actionable, and sustainable recommendations to the City.

While the City initially tasked the panel with just two Climate Challenge strategies or benchmarks, one relating to a combined citywide parking strategy and 10 percent parking price increase and the other a strategy to implement and prioritize a citywide transportation demand management (TDM) program, the City, TAP panel, and NRDC agreed to broaden the scope of the panel's charge to perhaps produce even more meaningful and impactful policy recommendations. The broadened scope posed the following questions:

1. How does the supply and pricing of parking influence demand for parking, particularly as it relates to transportation decisions by individuals and businesses?
2. How do public policies influence the supply, management, and use of parking in Atlanta? While an initial focus is on the zoning code's parking minimums and maximums, what other public policy or regulatory mechanisms impact the supply and use of parking?
3. How can public policy related to the pricing of parking be used as a tool to influence the ways that private businesses and individuals use parking? How does the cost of parking relate other transportation costs, such as transit fares, ridesharing, or parking enforcement fines? How does access to other forms of transportation, such as transit, ridesharing, bicycle and pedestrian infrastructure, or micro-transit impact or reduce market-based parking demand? Can public policy be used effectively to influence parking pricing on private property?
4. The amount of parking built to support new development is dictated as much by the market requirements of businesses, developers, and lenders as it is by public policy. Any land use is likely to require access to some parking in order to remain economically feasible. How can the City work with landowners, developers, and businesses to develop market-feasible standards for parking?
5. Might pricing, regulatory mechanisms, and metrics designed to mitigate parking conflict with other public priorities? Could policies designed to address parking adversely conflict with public health, equity, economic development, transportation, and land use priorities?

Following the first day of the TAP and after interviews with key stakeholders, the City, NRDC, and panel further refined the panel's charge as follows:

1. How can public policy shape the demand for other types of transportation?
2. What public policies influence the supply, management, and use of parking in Atlanta?
3. How can the City work with landowners, developers, and businesses to develop market-feasible standards for parking?
4. How do parking policies and pricing mechanisms relate to other livability and sustainability priorities in Atlanta?

Atlanta's Transportation and Parking Management Context

City officials understand that transportation is in a state of significant innovation and change. With multiple transportation modes available to individuals (personal vehicles, rideshare, bikes, scooters, bus, train, etc.) and commercial vehicle use on the rise with the flood of on-demand deliveries adding to historic commercial traffic, competition for and constraints around space on the City's streets and at curbs are encouraging urban planners and transportation leaders to think creatively.

City leaders know that this creative thinking around the streets and curbs must also extend to parking and how it could be used to increase accessibility, mobility, connectivity, and efficiency for citizens, businesses, and visitors to Atlanta. Leaders also recognize that enhancements in parking management could encourage and incentivize thoughtful development, with a focus on maximizing efficiencies in parking lot utilization as well as surrounding street parking systems.

In 2015, the City of Atlanta conducted an assessment of its zoning ordinance. The results of this review included zoning changes to improve the public health, safety, and welfare of residents and encourage the expansion of transportation options, ensure housing diversity, simplify regulations, protect neighborhood character, and create vibrant corridors and districts. The review also considered how parking could be used to address concerns related to various issues such as the environment, automobile dependence, and equity. Amendments related to parking, approved in January of 2019, included the following:

- Allow adjacent on-street parking to count towards parking requirements;
- Eliminate requirements for parking minimums to buildings built prior to 1965, with exceptions for businesses that hold alcohol licenses and are over 1,200 square feet;
- Reduce parking minimums for "elderly housing";
- Allow shared parking between different uses in certain zoning districts;
- Eliminate parking requirements and introduce parking maximums in areas that have a "high capacity" transit station or stop; and

Photo by Georgia de Lotz on Unsplash

- Update the Beltline Overlay District to conform to these changes.

In the near-term, the City would also like to identify and prioritize strategies that reduce pollution, maximize safety, and reduce the total number of available parking spaces by the year 2023. The City's long-term goal is to create an environment that significantly reduces single-occupancy vehicle trips and increases the utilization of other modes of transportation.

To meet these challenges and goals, the City of Atlanta is in the midst of shifting citywide transportation and parking functions to a newly created Atlanta Department of Transportation (ADOT). This shift, which will serve the City well in the long run, may create short-term impediments in parking policy dialogue as the final structure and personnel for this new department are not yet in place.

Understanding the Problem

Although the panel understood the potential concerns created by the transition to the newly formed ADOT, they continued to pursue context, clarity, and insights from stakeholders, including representatives and experts from the public sector (City, State, and regional representatives) and private industry (technical experts and developers).

The following summarizes key information gathered during the stakeholder interviews.

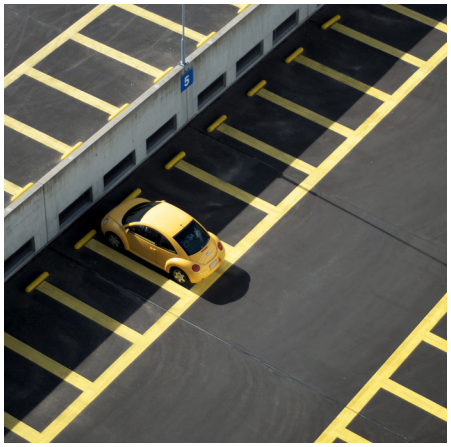


Photo by Raban Haaijk on Unsplash

Disclaimer: Please note the following summaries represent stakeholder views shared during the interview sessions and are not the opinions of panelists nor ULI Atlanta.

City Planners, Department of Public Works officials, and NPU Representatives

On-street parking is a source of revenue, and Department of Public Works (DPW) may have little interest in developing policies or programs that would significantly alter this revenue stream or delivery of the service. Additionally, there is little appetite to bring off-street parking or privately-owned parking lots under the purview of the City. Most importantly, the Planning Department and DPW both agree that ADOT needs to be officially formed with an appointed Commissioner in place before any real movement can be made towards addressing parking as a climate change tool.

Transportation Professionals and Bicycling Advocates

Representatives in this group discussed various points of tension around potential changes to parking policy, e.g. creating more bike lanes versus protecting revenue-generating on-street parking. They also suggested that removing parking might not create more congestion as the City fears. In fact, they suggested that as long as there are multiple and viable ways of getting people around, congestion is not necessarily negative. The City needs to engage all affected stakeholders, utilize multiple solutions, and create an entire network of transit options to make real change.

This group encouraged the City to complete a parking master plan and strategy with clearly defined vision and goals. By way of example, they shared news of Georgia Tech's recent study evaluating the price of parking as a means to regulate supply and demand on campus. As recommended, the university eliminated monthly parking passes in favor of a 'pay as you go' pricing scheme, resulting in $16 million a year in parking fees, $10 million of which goes to debt service, and the remaining $6 million funds parking management, shuttle services, and other transit options.

Private Developers and Lenders

Private developers may be willing to assume higher risk on innovative ideas, yet they are often forced to take a more conservative approach to ensure that a project will appeal to a wide range of buyers. Additionally, if parking demand is not met when a project is complete, it is incredibly difficult and cost-prohibitive to build additional capacity later. For those developers willing to be innovative, conventional lenders supplying necessary debt financing often provide the limiting boundaries. Lenders traditionally seek investments in familiar development models with established track records and are not typically interested in risky or innovative ideas or investments that may not yet have proven returns.

Developers and lenders agreed that parking availability can influence other modes of transportation and has the ability to contribute to a more equitable city. Potential policy tools could include the creation of a city-managed parking bank where various developments could use the transfer of parking rights (TPR) to ensure an adequate parking supply. The ability to use existing and under-utilized parking spaces for parking requirements on new projects could help create efficiencies within the system and promote more sustainable land use patterns. Separately, property owners could decouple the price of parking from the cost of the lease, which would allow more transparency on parking costs. If priced correctly, the user/driver could be pushed to other transit options.

MARTA and Central Atlanta Progress (CAP)

Representatives from both MARTA and CAP cited a number of issues that affect how parking is managed in the City. Public perceptions around parking availability – often seen as simply too much or not enough – are actually quite nuanced. For instance, CAP finds that when drivers complain about the lack of available parking downtown, they really mean that there is limited free parking available. MARTA is trying to counter negative public perceptions surrounding bus ridership and perceptions that the train does not go where people need to be by piloting programs with rideshare companies. For example, during special events, Uber and Lyft may provide discounts if the ride originates or ends at a MARTA stop.

This stakeholder group championed the idea of a parking authority run by the City. As it stands, there are too many lots with different pricing structures, payment methods, owners, etc., and a central authority could help streamline processes and policies. One opportunity for Atlanta lies in the ownership of downtown parking lots and structures. A majority of these parking facilities are owned, operated, and patronized by a few public sector partners, including the federal government, various branches of Georgia's state government, the City of Atlanta, Georgia State University, and Atlanta Public Schools. While this may create efficiencies in centralized planning and management functions, these entities are often characterized by vast bureaucratic systems that are not able to easily respond to innovation. Stakeholders suggested that Houston and Dallas, Texas, provide good examples for implementing a parking authority with multiple public partners.

Invest Atlanta and Department of City Planning

Looking around Atlanta, one can point to innovative approaches that have succeeded in delivering new developments without adding parking spaces. By way of example, Emory Midtown was able to consolidate six lots and, though there was no net reduction in parking spaces, created a more efficient use of the urban environment without removing parking entirely. The City could also consider creating a parking authority that would promote shared parking or centralized parking.

A few notes of caution:

- The City is encouraged to recognize that parking constraints in the Downtown and Midtown corridors are not the same as the rest of the City.
- The City needs stronger vision. When given the opportunity to implement innovative parking tools with larger developments like the Gulch or Underground Atlanta, the City has historically forfeited leverage in the negotiations. A striking criticism from this stakeholder group, "the City is not ready to admit it's a city."
- As the City looks to other regions for guidance, it needs to look beyond politically dissimilar cities like Seattle and Portland and be cognizant of the blue city/red state dynamic and its potential effects on the political will of elected leaders.

The Mayor's Office

The Mayor's office viewed parking as a strategic asset and one that could be used to influence multiple facets of city life. This group encouraged the panel to explore tools such as Transfer Parking Rights, fines/taxes for underutilized parking, and more productive/flexible uses of parking spaces.

Parking Operators and Emergency Management Operators

When the City prospers, parking operators believe they, too, will prosper. Parking operators generally support policies that allow growth and fear policies that may become too restrictive, negatively affecting all entities in the parking ecosystem. The operators view on-street and off-street parking as serving two different users and do not believe that the price of on-street parking directly affects off-street parking. If the City explores a shared parking model, parking operators could be motivated by tax incentives to participate, assuming potential liability issues are addressed. Variable pricing tools might also be of interest to the City, allowing pricing to respond to demand and/or increasing on-street parking prices to help manage supply.

Photo by Claudio Schwarz | @purzlbaum on Unsplash

The City's Perspective

For the City of Atlanta, parking is a thorny issue with a host of competing priorities, entities, and demands. Parking policies, regulation, and management are in a state of flux and will eventually transition from the DPW to ADOT once a commissioner is appointed. While the City can control the price of metered parking and parking in City-owned lots, it lacks mechanisms to influence parking at facilities owned by other public agencies, organizations, or private owners. Ideal parking solutions for the City would incorporate multi-modal transit with the existing parking supply, take advantage of current parking lots, increase curb space efficiency via multiple users, and decouple parking from single-purpose trips. Protecting and maximizing revenue generated from on-street parking is also vital as that revenue may be used to fund other sustainable transportation priorities like bike paths or mass transit.

NRDC's Perspective

Zak Accuardi, NRDC's technical advisor on transportation for the Climate Challenge, provided additional context for what the larger goals were in terms of policy development and implementation. From NRDC's standpoint, if Atlanta is able to price parking correctly, the market will work more efficiently, and people will look to other modes of transit to move around. And, if Atlanta achieves the goal of increasing the price of parking by 10%, as stated in the mission statement, then they are meeting NRDC's goals for carbon reduction that is critical to the Climate Challenge. Ultimately, NRDC would consider it a 'win' if more people are living in closer proximity to job centers and driving less. In other words, it would be a sign of improvement or sustainable growth if people are closer to amenities or have access to infrastructure that gets them places more efficiently.

In terms of challenges for the City, NRDC provided a viewpoint that fed into the recommendations – and challenged the panel to look at the viability of instituting a 10% price increase for parking, or implementing variable pricing depending on demand, time of day, and neighborhood. As the panel developed recommendations, NRDC had them consider how City-owned on-street spaces, off-street spaces, and privately-owned lots could be managed differently.

Photo by Eine Limona de Bitte on Unsplash

SWOT Analysis

Using a strengths, weaknesses, opportunities, and threats analysis, the panel evaluated the issues at hand based on internal (strengths and weaknesses) and external (opportunities and threats) factors.

Strengths

- Market-driven parking decisions are more sensitive to a changing environment than mandates.
- Parking policies can be used to promote TOD and density near transit.
- The City can leverage existing under-utilized off-street parking spaces.
- Employers can drive commute choice without the need for an explicit driving penalty.
- The new Department of Transportation can be structured with a supportive culture and strong local leadership.
- The City can decouple parking from land use restrictions.
- The City can use curb management to encourage use of on-street parking spaces for short-term visits and, at the same time, discourage long-term use of on-street parking.

Weaknesses

- Governments like to mandate through regulation and the market may not act in a way the City desires.
- When considering shared parking, developers and property managers are concerned about liability and safety issues and prefer to maintain complete control of parking facility access and use.
- Non-auto based transportation modes may not be viable options for everyone.
- Administering centralized parking introduces new public costs, which have not been fully evaluated.
- The current institutional structure for parking management is nascent and not able to support the full spectrum of policy needs.
- The City cannot control management of private lots.
- The Climate Challenge 10 percent parking reduction goal needs further definition and may conflict with other City goals.
- Downtown Atlanta's zoning code allows relatively high FARs (floor-area ratios) that are often well above what is market-feasible, further limiting the effectiveness of density bonus incentives.
- Maintenance and capital costs for City-owned parking decks are high.

Opportunities

- Technology platforms can pinpoint parking locations, make a reservation, and allow pay via app-based payment platforms (ParkMobile, SpotHero).
- Developers and owners can be incentivized to act in a way that benefits the greater community.
- A large percentage of downtown parking lots and garages are owned by governmental agencies (federal, state, City, APS, GSU, etc.).
- By developing an inventory and acquiring parking user data, future policy discussions can be better informed and data driven.
- Transit expansion can be tied to quality of life and affordability goals.
- Housing construction, particularly for affordable and workforce markets, can be incentivized by reducing development costs associated with parking.
- Centralized parking would encourage "park once" excursions and result in net trip reductions.
- New parking policy should promote all modes equally.
- Operational and branding efficiencies may be realized through consolidated parking management.
- Curbside parking management can create a baseline of existing conditions and define how efficiencies are taking hold.
- An effective parking policy can work with the Mayor's broader *One Atlanta* goals (sustainable, resilient, and equitable city).
- Capital efficiencies in new development may be found via shared parking.

Threats

- Community opposition is likely in reaction to any policies which change the status quo of parking supply, pricing, or enforcement.
- If decisions and policies are left to the community improvement districts and neighborhoods, there will be no unified programmatic vision.
- The City may see a loss in revenue from building permit fees and income taxes.
- The market may refuse to change behavior and unintended consequences (competition) may result.
- The market may not always be cognizant of equity concerns that City mandates are crafted to address.
- Some solutions will require legislative change (i.e. parking tax).
- Property owners and users may feel a sense of competition over shared parking.
- Different market conditions across the City may impact the effectiveness of citywide regulatory solutions.
- Atlanta's political and business communities have been historically unwilling to make difficult decisions related to planning and transportation, or as one stakeholder commented, "Atlanta is just not ready to act like a city."
- Low density impedes growth and utilization of non-car transportation.
- Coordination with Georgia Department of Transportation (GDOT)/state and funding sources raises complications.
- GDOT/federal highway owned rights-of-way curbside management policies may differ from the City's priorities.
- Curbside management priorities can potentially conflict with other priorities (such as access for those with disabilities or limited English proficiency), leading to issues related to environmental justice.
- Shared parking implementation requires careful design, negotiation, and constituency management.

Framework for Recommendations

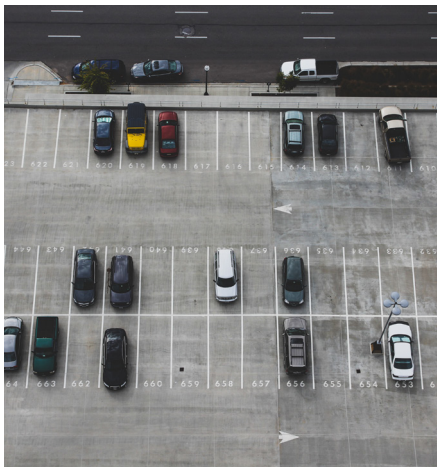
The panel arrived at three themes to serve the broader sustainability aspirations of the City as well as the goals and objectives outlined in the Climate Challenge.

- Prioritize a sustainable and resilient city through improvements to quality of life, affordable housing, climate change mitigation, economic development, and the promotion of equity;
- Develop parking strategies that will take on a global holistic response and allow the City to meet larger sustainability aspirations; and
- Enact policy recommendations that will push the City towards a broader sustainability goal, beyond the specific policy target of a 10 percent decrease in parking.

The panel developed the following Policy Toolbox to identify the mechanisms available to policymakers in relation to parking management. These tools can begin to form the implementation framework of any larger policy goals.

Policy Toolbox - Some of the following terms are defined in a glossary in Appendix A.

1. Parking Tax
2. Parking Master Plan with clearly defined goals, visions, and strategy
3. Transfer of Parking Rights
4. Parking Authority
5. Unbundling space and parking cost
6. Tax credit for mass transit
7. Parking cash-out (employer or residential)
8. Improved messaging and communication
9. Fully subsidized transit in TOD areas
10. Commuter Benefits Ordinance
11. Rebrand and repackage transit to make it more attractive
12. Parking policy and connectivity need to work in concert
13. Improved user experience


Photos by Max Di Capua, John Matychuk, and Lan Deng on Unsplash

Recommendation #1: Focus on public policy mechanisms

Recommendation #1: Focus on public policy mechanisms to manage demand for modes of transportation and increase the availability and desirability for modes other than single-occupancy vehicle (SOV).

> *"Limiting the number of spaces allowed promotes efficient use of land, enhances urban form, encourages use of alternative modes of transportation, provides for better pedestrian movement, and protects air and water quality."*[3]
>
> *– Portland, Oregon, zoning code language addressing parking supply*

In order to be effective, parking policies need to push transportation demand away from SOV travel and single-purpose trips to other modes of transit.

To reduce employees' use SOVs, the City can use a commuter benefits ordinance (CBO) to incentivize employers to encourage their employees to bike, take transit, or carpool to work. A CBO would need to be evaluated to ensure it is maximizing the best approach to support transit and promote density. The present drawback to using a CBO is the City's a lack of capacity to enforce such an ordinance.

On the built environment side, the City can take the following steps to address (reduce) the supply of parking: offer developers a density bonus to incentivize parking space reductions in new developments; require developers to pay a fee into transportation fund for parking over a set threshold; and/or focus development towards transit hubs with minimum floor area ratios (FAR).

Action Steps

Short Term

- Build capacity for citywide transportation demand management (TDM) staff.
- Study current conditions to determine a baseline of current citywide mode usage and benefits currently offered by employers.

Medium Term

- Establish a Commuter Benefits Ordinance (CBO).
- Revise zoning ordinances to incentivize increased density and reduced parking near transit.

Long Term

- Monitor CBO programs and grow TDM services beyond the central core.
- Generate growth around TODs, which should result in reduced SOV travel.

Steps for Establishing a TDM Policy in Your Community[4]

1. Understand how the TDM policy fits into the planning fabric of the community
2. Identify where the TDM policy should apply
3. Determine the types of development that should comply with the TDM policy
4. Select an appropriate metric to quantify site-based success
5. Set the appropriate goal to quantify site-based success
6. Establish how the TDM policy will be monitored
7. Determine the appropriate TDM strategies for properties affected by the TDM policy
8. Determine whether a TDM plan is required
9. Decide on an enforcement mechanism to ensure TDM policy compliance

[3] Portland Zoning Code, Effective January 1, 1991, Title 33, Planning and Zoning, Chapter 266, page 266-9 "Parking, Loading, and Transportation and Parking Demand Management," https://www.portlandoregon.gov/bps/article/53320.

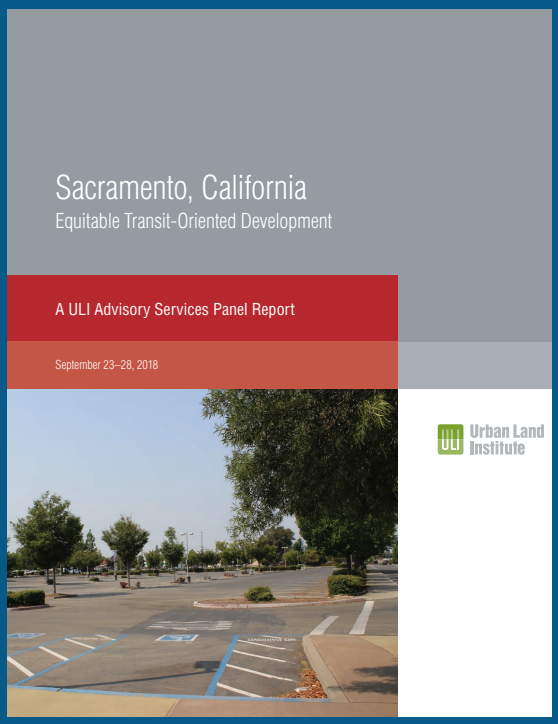
[4] Schor, Justin B., and Federico Tallis. *Building a Multimodal Future, Connecting Real Estate Development and Transportation Demand Management to Ease Gridlock*. Urban Land Institute, 2019.

With additional City staff devoted to parking management, commuter benefits, and transportation issues, the City can more easily monitor the effectiveness of programs through data collection and program evaluation. This monitoring will allow the City to appropriately evaluate the success of the programs and identify any necessary expansions or changes. Ultimately, the City should be able to use data from existing CBO programs to expand services into areas beyond the central core. The these efforts should result in a reduction in SOV travel due to the increased use of other modes, trip reduction, and growth around TODs.

What Is Equitable TOD?[5]

Transit-oriented development is a type of urban development that maximizes the amount of residential, commercial, and other uses within walking distance of a public transit stop or station. Higher-density, mixed-use buildings are located closest to transit and within a radius extending between one-quarter and one-half mile from the station. A pedestrian-friendly TOD street plan encourages walking, biking, and other multimodal transportation, thus providing "last mile" options for access to a station.

Equitable TOD, according to Enterprise Community Partners, combines the TOD approach with an equity lens to ensure that development serves those who most stand to benefit and that investments and cost savings are greatest for the public and nonprofit institutions that serve users of public transportation. It supports mixed-use development that incorporates affordable housing near high-quality public transit to benefit residents and bolster ridership goals of transit agencies. Equitable TOD, also referred to as eTOD, aims to create and support "communities of opportunity," where residents of all incomes, ages, races, and ethnicities participate in and benefit from living in healthy, vibrant, connected places served by transit."



[5] *Sacramento, California, Equitable Transit-Oriented Development*. A ULI Advisory Services Panel Report, September 2018, https://1rpdxl3vt3c61pdenf9k5xom-wpengine.netdna-ssl.com/wp-content/uploads/sites/2/ULI-Documents/ULI-ASP_Report_Sacramento_CA_R3.pdf.

Recommendation #2: Encourage a denser and transit-supported future

Recommendation # 2: Encourage a denser and transit-supported future by creating public policy and/or regulatory mechanisms that limit the construction of new parking facilities and encourage more efficient use of existing parking facilities.

The discussion around parking supply and use revealed two main themes:

1. Downtown Atlanta currently appears to have excess of off-street parking.
2. Lenders and developers recognize the potential cost savings and efficiencies associated with shared parking arrangements, however organizational inertia, security concerns, and liability issues currently limit the practical application of shared parking concepts.

To best address these themes in the framework of the City's stated parking management goals, the City is encouraged to create a shared parking arrangement or a parking bank system. This parking bank system, administered by the City, would allow for the transfer of parking rights for existing parking structures or any new parking capacity. The transfer of any existing or future parking rights has the potential to satisfy potential lending requirements and, at the same time, reduce the developer's financial burden associated with a parking structure's construction costs.

In terms of strengths and opportunities, the City is well-positioned to create a shared parking system that encourages efficiency through centralized parking administration. Developers and lenders should find value in this strategy: developers will be drawn to the lowered development costs achieved when onsite parking is eliminated; and lenders will be satisfied that parking requirements will be met via proximate options. Finally, a municipally managed shared parking structure could be perceived as mode neutral and welcoming for "park once" excursions, thereby resulting in net trip reductions.

A shared parking strategy is not without potential pitfalls. Property owners and users may begin to compete over shared spaces. Private operators may be unwilling to take on the risk of multiple users sharing spaces. In addition to the City shouldering potential liability associated with multiple users, the City would bear the costs associated with administering a parking authority.

Action Steps

Short Term

- The City should support a shared parking arrangement between private owners through expedited development review or a density bonus tied to permitting fees.
- The City should explore technology as a means to streamline and enhance the adoption of shared parking for users.

Medium Term

- Following the short-term groundwork, the City could use parking as a lever to build a more sustainable, resilient, and equitable place to live. By leveraging parking as a strategic asset, the City might then have the capital needed to establish a parking authority similar in nature to a BID or CID. The parking authority would coordinate a shared parking strategy between existing and new parking supply in proposed projects. This would, in turn, incentivize developers to tackle density-building projects without the constraints of site-specific parking requirements, thereby helping the City achieve its density goals.

Long Term

- Through the creation of a properly functioning parking authority, the City could focus on the administration of a marketplace where TPR certificates for off-street parking could be traded or exchanged.

In a policy memo that ULI's Center for Sustainability and Economic Performance prepared for the American Cities Climate Challenge, many of the potential benefits of implementing off-street parking policy updates are applicable to this study.[6]

- In a policy memo that ULI's Center for Sustainability and Economic Performance prepared for the American Cities Climate Challenge, many of the potential benefits of implementing off-street parking policy updates are applicable to this study.
- Shared parking can lead to dramatic decreases in land and infrastructure costs by lowering the amount of parking required especially for mixed-use real estate developments. Additionally, shared parking also has significant aesthetic benefits by reducing the bulk and mass of structured parking garages.41 The mixed-use Circle Centre in Indianapolis, Indiana, was able to reduce onsite parking by 53 percent from the standard regulations by using a shared parking approach. This amounted to a savings of $10,000 per space to the development team.42
- Shared parking can reduce parking requirements by 20-40 percent, creating positive economic, social, and environmental benefits. The land and cost savings can be used to create more spaces for people to live, work, or shop.43 Additionally, through shared parking arrangements, developers can stop bundling the cost of parking into rent and sales.44
- Shared parking is ideal for mixed-use developments. If the development is intended for retail or office use on the first floor and apartments above, the heavy traffic hours are complementary. 45
- Shared parking supports development and redevelopment of sites by alleviating the need to accommodate peak parking demand onsite, thereby reducing capital costs and long-term maintenance of parking facilities.
- Shared parking makes finding parking easier and helps drivers get to their destinations efficiently. In the U.S., it is estimated drivers spend 17 hours a year searching for parking.46 Shared parking, when combined with technology and wayfinding, means less congestion and fewer emissions, all while saving user time and spurring economic growth.
- Shared parking supports more walkable, attractive communities with less space dedicated to blank parking garage walls, vehicular curb cuts, and surface lots.
- Shared parking is easier with technology. Readily available data and apps can make previously hidden and unused spaces more accessible to a wider population. It can also help parking owners and operators better understand when and where parking spaces are available and facilitate dynamic pricing to maximize returns and efficiency.
- Shared parking increases communication and coordination between individual businesses, among business districts, and neighborhood residents. By necessity, shared parking brings people together to consider how they can meet mutual need.

[6] *Parking Policy Reform Potential Benefits of Implementing Off-Street Parking Policy Updates*, A ULI Center for Sustainability and Economic Performance report, updated January 24, 2020, https://americas.uli.org/wp-content/uploads/sites/2/ULI-Documents/ULI-Parking-Policy-Research-Potential-Benefits-of-Reforms.pdf.

Recommendation #3: Understand how a market-feasible standard for parking can create alignment

Recommendation # 3: Understand how a market-feasible standard for parking can align between the City and private landowners, developers, and businesses.

Lenders are generally risk-averse and seek projects that can provide a reasonable and predictable return on the capital investment. Developers need to demonstrate that a project can generate predictable returns, and changes to the parking status quo have the potential to raise red flags. In most cases, when parking minimums are significantly reduced or eliminated, developers continue to build ample parking, based on the understanding that that is what potential tenants, end-users, and lenders demand. While most developers still see this strong demand for parking, they are, at the same time, acutely attuned to lowering project costs. Reducing project-specific parking in the presence of a citywide parking strategy is a realistic step toward maximizing a development's cost efficiency while still meeting market demand.

Action Steps

While striking a balance between regulation and incentives, policymakers are encouraged to consider market forces when implementing a new parking program.

Short Term

- Remove parking minimums and set maximums at market standards appropriate for the property type, geography, and area demographics.

Medium Term

- Use credits against building permit fees to incentivize developers to build less parking (assuming market feasibility for fewer spaces than the maximum). This upfront project savings can then be channeled back into the project or developer's equity position.
- Encourage employers to explore the potential financial benefits of moving employees to use non-SOV modes, e.g. business income tax credits may be available for employers who provide subsidies to employees who choose non-SOV modes of transportation.

Long Term

- Shared parking is a powerful tool that may provide lenders with the assurance needed to finance projects knowing that the parking supply is available via structured, shared alternatives.
- The City could incentivize the developer's use of shared parking arrangements by offering a credit against building permits or city property taxes.
- The public sector can also help to reduce parking demand by promoting efficient curbside management as part of a holistic approach to transportation, streetscapes, and land use.

Golden 1 Center, Sacramento, CA

When planning the new Sacramento arena, project developers and planners studied challenges that other arenas faced:

- Ride sharing drop-off impeded traffic;
- Queuing into parking lots and garages moved out onto the street; and
- Most importantly, cities that planned ahead had a better experience when dealing with large scale developments.

As it related to parking, Sacramento relied on the advantages of locating the arena downtown, where over 15,000 parking spaces were already available and underutilized during off-peak hours. The arena would only need 7,000 spaces – even during sold-out events. To serve the parking needs of the new arena, Sacramento created SacPark, a parking authority, to leverage the existing public and private parking garages, surface lots, and on-street spaces. Sacramento also leverages technology to help facilitate easy parking, providing payment options, traffic conditions, and space availability for the parking structures under its management.

Recommendation #4: Evaluate how parking policies and pricing mechanisms relate to other priorities

Recommendation # 4: Evaluate how parking policies and pricing mechanisms relate to other livability and sustainability priorities in Atlanta.

Health, equity, economic development, and land use each may be impacted by any changes to parking management in the City of Atlanta. A holistic approach to management and change is needed to help ensure that all potentially impacted parties have been identified and considered. Overly prescriptive or dogmatic measures specifically or solely tied to parking reduction may have the potential to create unintended negative consequences for vulnerable populations. To make any meaningful progress in program and policy development, the City should first be able to answer the following basic questions:

1. What is the problem? Has it been appropriately defined?
2. Who is Atlanta? Has the City given thoughtful consideration to identifying stakeholders and providing demographic analysis?
3. Who is the constituent or user? Has the City made progress towards identifying all parties – from residential to commuters to landowners to visitors – who would be affected by changes in policies and programs?

Generating answers to these questions is critical for program success and to maximize impact.

parkDC: Chinatown/Penn Quarter Dynamic Parking Strategy, Washington, D.C.[7]

The District Department of Transportation (DDOT) in Washington, D.C., used technology and data to pilot a pricing strategy based on demand in a 100-block segment of the District's downtown. This pilot, which ran from 2014 to 2017, was implemented in the Penn Quarter/Chinatown neighborhoods with the goals of: reducing time to find available parking; reducing congestion and pollution, improving safety, and encouraging other modes of transportation; and providing parking solutions through a cost-effective, data driven approach.

By blending multiple sources of existing data, DDOT set prices in the study area as follows: prices increased on city blocks where demand exceeded supply; prices decreased on city blocks where supply exceeded demand; and prices remained constant on city blocks where demand matched supply. In the study area, DDOT also varied pricing by day of the week, by block, by side of the block, and time of day.

The results of these efforts were significant in that parking was easier to find, circling for parking decreased by 15 percent, illegal parking decreased, time travel reliability improved, and congestion decreased. Concerns over negative impacts on economic indicators also failed to materialize, which suggested that limiting on-street parking availability did not adversely affect economic vitality.

Action Steps

Short Term

- Data collection and analysis is a critical component to any public policy. The City is strongly encouraged to invest in a baseline environmental study early to better understand externalities that may impact parking and curbside management policies and programs. Special consideration should be given to cultural, social, and demographic trends, as well as market and economic forces.
    - Inventory existing policies, procedures, organizational structure, and resources.
    - Evaluate the environmental footprint of parking and curbside management through inventory of existing spaces and structures, operational policy, and operational data.
    - Consider the various themes as they relate to parking and curbside typologies. What are the common elements to consider when evaluating

[7] Washington, D.C., District Department of Transportation. *Multimodal Value Pricing Pilot for Metered Curbside Parking – Penn Quarter/Chinatown,* https://ddot.dc.gov/page/multimodal-value-pricing-pilot-metered-curbside-parking-penn-quarterchinatown

parking and curbside management in related neighborhoods?

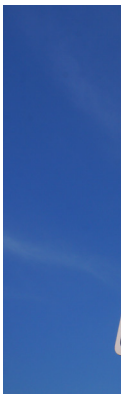
- Work to provide adequate and effective staffing at either ADOT or DPW for community engagement and representation. Whether a single staff person or small department, community engagement responsibilities would include liaising with City Council staff, NPUs, and other community stakeholders and matters related to an equity and inclusion, addressing issues affecting populations with disabilities, limited English proficiency, or other vulnerable populations.

Medium Term

- Following baseline assessments, a staggered approach to the policies and programs can be developed to incorporate and apply sensitivity to each context and neighborhood. Intentional planning and outreach are needed to introduce communities to the basics of curbside parking and management. NPUs could prove valuable in helping lay the groundwork for a holistic reimagination of existing programs and efficiently allocating resources for implementation.

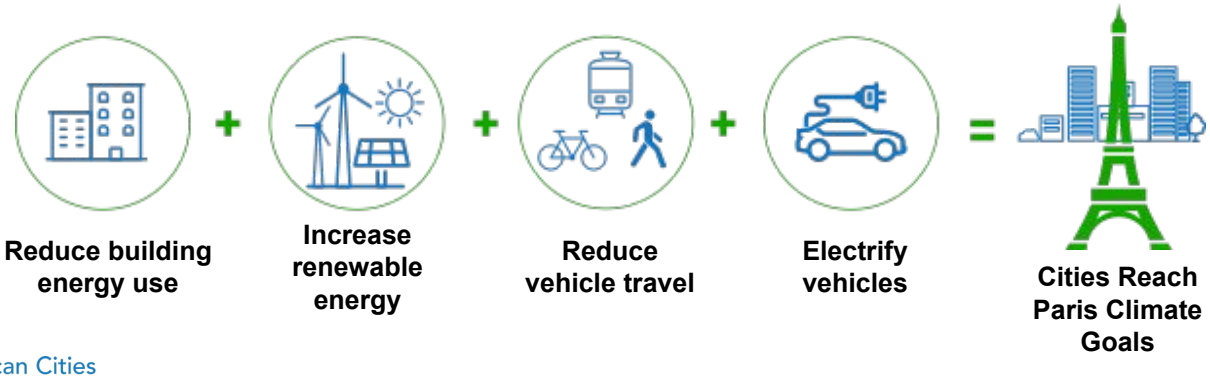
Long Term

- The City would benefit from reducing its dependency on curbside parking as a revenue stream. With careful planning and recommendations from this report, the City can begin to replace curbside parking revenue with other sources of income.
- Flexibility is critical in the long term. The City will need to ensure that any new program or strategy is consistent with Atlanta's broader sustainability, equity, and community development goals. Proposed policies and programs should incorporate a basic level of flexibility to respond to consumer choice, technological advances, and demographic changes.



Conclusion

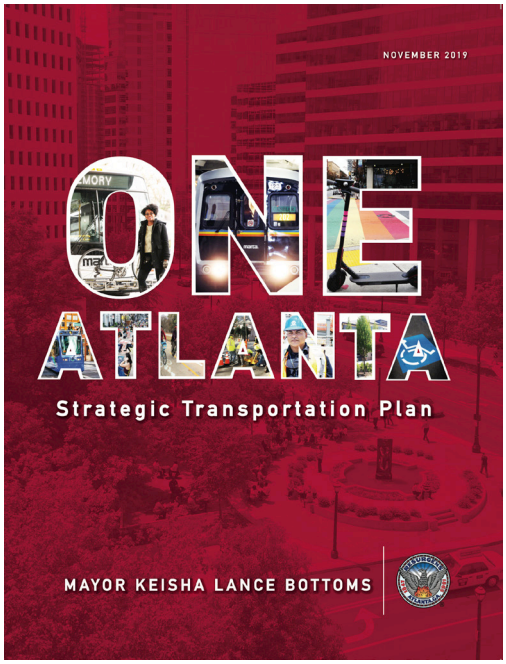
Steps can be taken today and in the near- and long-term that can help the City make significant and sustainable progress toward meeting the goals of the Climate Challenge in a less auto-centric city. Changing demographics, population shifts, and increasing mobility opportunities may actually support the City's efforts as more people seek denser living environments and alternative means of transportation. Through all of this, specific and actionable parking reform can support the City's goals while still meeting the demands of Atlanta's growing population. The results of this TAP should provide useful guidance as the City seeks to create a resilient, affordable, and healthy place to live, work, and thrive.



Postscript

The following information, shared by representatives from the City, provides additional insights into the panel's recommendations and note other real-world examples of the tools and/or strategies outlined herein.

- Incentivizing multi-modal transportation. The State of Georgia used to have a business tax credit for subsidizing alternative modes of transportation, but the credit was too low to overcome the administrative costs. Effective programs, like those found in the State of Maryland, cover up to 50 percent of the cost of what an employer provides for a transit subsidy.
- Community engagement divisions. A recent example in Washington, D.C., bolsters the concept of early community engagement team deployment. By engaging with marginalized or disadvantaged populations early, policies have a better chance for successful implementation. The City is encouraged to view policy development and implementation as a two-way street between the government and its citizens.
- Parking Transfer Rights and Parking Authorities. The City voiced concerns over the development of such a program or authority. The panel encouraged the City to work with community partners to develop a framework through which stakeholders can become comfortable with changes to existing parking programs and the development of new policies. The City can also leverage the CID framework to address neighborhood and geographic choke points. Again, Sacramento provides as a good example of a parking authority creating non-traditional parking arrangements while protecting revenue streams. Macon, Georgia, also has a parking authority and may be worth examining. It was noted that the power to run a parking authority, granted through state code, may already be granted to the Downtown Development Authority (i.e. Invest Atlanta) and that this option should be examined further.
- Decoupling parking. The panel suggested that decoupling parking from the property will allow the true cost of parking to become more transparent. Property leases need to be separate from parking leases so that the employer or employee can understand the true costs associated with parking. Georgia law, however, currently makes it difficult to require the decoupling of the two assets.
- Shared Parking. The panel encouraged the City to look at the creation of a parking bank to streamline parking development efforts and provide options for medium-sized developments. The City would be able to minimize liability and lender concerns with active involvement and participation.



In the weeks following the TAP, Mayor Keisha Lance Bottoms appointed Josh Rowan, the former General Manager of Renew Atlanta , as the first commissioner for ADOT. According to the press release, Commissioner Rowan will lead the department as it works "to improve mobility in every neighborhood." Under Commissioner Rowan's leadership, ADOT will operationalize *One Atlanta's Strategic Transportation Plan*[8]. This plan, with 22 goals, recognizes parking as a critical component to a resilient and safe city. Specifically, the plan seeks to manage parking to better serve the City's merchants, commuters, and residents. Tactics include using legislation and incentives to reduce the footprint of parking in Atlanta and increasing the flexibility of curb space through paid-on street parking.

[8] Lance Bottoms, Keisha. *One Atlanta: Strategic Transportation Plan*, November 2019, https://www.atlantaga.gov/Home/ShowDocument?id=43742

APPENDIX A: GLOSSARY OF TERMS

Commuter Benefits Ordinance – A government program where "employees can save up to 40 percent tax-free in their paychecks to apply the money toward commuting costs. The maximum amount an employee can save is $265 per month. Public transit, rideshares and qualified parking are all eligible for commuter benefits. Employers can also save because the payroll tax is less as employees are saving their money tax-free."[9]

Improved user experience – In the context of parking, using technology solutions to make innovative parking solutions, such as shared parking, more convenient and attractive.

Parking Authority – A single government entity charged with the responsibility of managing, planning, and operating all aspects and functions (enforcement, collection, and repair) of on- and off-street parking services.[10]

Parking cash-out (employer or residential) – A report from UCLA on California's parking cash-out law defines parking cash-out as a choice "between a parking subsidy or its cash equivalent [to] show even free parking has an opportunity cost—the forgone cash. The option to cash out thus raises the effective price of commuter parking without charging for it. The cash option converts employer-paid parking from a matching grant for driving to work into a cash grant for commuting. Commuters can continue to park free at work, but the cash option also rewards commuters who carpool, walk, bike, or ride public transit to work."[11]

Parking Tax – According to the Victoria Transport Policy Institute, "Parking taxes can raise funds and help achieve various planning objectives, including more compact development and increased use of alternative modes (Feitelson and Rotem 2004). Because excessive parking supply has so many negative impacts such taxes can provide significant benefits, particularly in growing urban areas where problems are greatest."[12]

Parking Master Plan – A parking master plan provides a roadmap for parking decision-making in a city or particular area. Considerations include, but are not limited to, existing parking supply and utilization, locations of current/future parking facilities, TDM goals, and transportation access/equity considerations.

Tax credit for mass transit – From the Society for Human Resources Management, "employer-funded … mass-transit subsidies are tax-exempt for employees. Using pretax income, employees can also pay their own mass-transit through an employer-sponsored salary deferral program."[13]

Transfer of Parking Rights – A case study of Portland, Oregon, from a report by the Institute for Transportation and Development Policy defines transfer of parking rights as, "a developer choosing to build below the maximum—or the owner of a historic building that lacks parking—may transfer its parking development rights to another property. In this model a developer may transfer (but not sell) parking rights up to the maximum allowed to another developer as long as the transfer agreement has been completed prior to the laying of the new development's foundation."[14]

Unbundling space and parking cost – From the City of Santa Monica's Municipal Code, "unbundled parking is the practice of selling or leasing parking spaces separate from the purchase or lease of the commercial or residential use."[15]

---

[9] Commuter Benefit Solution Team. *"What States Require Commuter Benefits?" Commuter Benefits Blog*, August 14, 2019, https://blog.commuterbenefits.com/blog/what-states-require-commuter-benefits

[10] Bier, Leonard T. "Parking Authorities and Parking Utilities." International Parking Institute, March 2016, https://www.parking.org/wp-content/uploads/2016/10/TPP-2016-03-Parking-Authorities-and-Parking-Utilities.pdf

[11] Shoup, Donald C. *Parking Cash Out*. University of California – Los Angeles, March 2005, http://shoup.bol.ucla.edu/Parking%20Cash%20Out%20Report.pdf

[12] Litman, Todd. "Parking Taxes. Evaluating Options and Impacts." *Victoria Transport Policy Institute*, 29 August 2013, https://www.vtpi.org/parking_tax.pdf

[13] Millers, Stephen. "Commuting and Adoption Benefits Amounts Rise in 2019." Society of Human Resources Management, 20 November 2018, https://www.shrm.org/resourcesandtools/hr-topics/benefits/pages/commuting-and-adoption-benefit-limits-2019.aspx

[14] Weinberger, Rachel, John Kaehny, and Matthew Rufo. "U.S. Parking Policies: An Overview of Management Strategies." *Institute for Transportation and Development Policy*, February 2010, http://media.oregonlive.com/portland_impact/other/ITDP-Parking-Report.pdf

[15] Santa Monica, California, Municipal Code Section 9.28.110 Unbundling Parking, http://www.qcode.us/codes/santamonica/view.php?topic=9-3-9_28-9_28_110

Panelist Biographies

George Banks
Partner, Revel

George is a twenty–year retail real estate veteran. With an extensive food + beverage and entertainment background, he has been involved as a principal and consultant in the development and operation of a number of notable destination retail projects in his career, including the Atlanta Dairies and award– winning Krog Street Market.

He is a graduate of the University of Virginia, and lives in Atlanta with his wife and two daughters.

Debbie Frank
Senior Director, TOD, MARTA

Debbie Frank is the senior director of TOD at MARTA where she assists with the planning and implementation of the agency's TOD projects. Debbie joined MARTA in January 2016 after spending 20 years in Nashville, Tennessee.

While in Nashville, Debbie founded Urban Blueprint, a real estate development firm where she developed and managed residential, mixed-use and civic projects including the Music City Center, a $585 million convention center. She also served as the executive director of the North Nashville CDC for the Nashville Area Chamber of Commerce. The North Nashville CDC was a real estate development partner of Fisk University, Meharry Medical College and Tennessee State University working to promote the revitalization of the North Nashville-Jefferson Street community. In addition, Debbie was a city planner developing land use policy plans and neighborhood and commercial districts plans throughout Nashville/Davidson County.

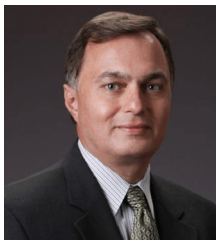
Debbie grew up in Alabama and earned a B.S. degree in urban planning from Alabama A&M University and a master's degree in community planning from the University of Cincinnati. She is a member of ULI. While in Nashville, Debbie served in various leadership roles with ULI, the Regional Transportation Authority, Metro Traffic and Parking Commission, Land Trust for Tennessee, Nashville Civic Design Center, Rotary of Club of Nashville, among other civic and nonprofit organizations. Debbie currently lives in the Midtown neighborhood of Atlanta and values the convenience of city living.

Jonathan Gelber
Vice President, Bleakly Advisory Group
Co-Chair, ULI Atlanta Technical Assistance Programs Committee

Jonathan Gelber has been a real estate and panning consultant with the Bleakly Advisory Group since 2008. He specializes in consulting for public and private clients in areas where real estate, public policy, and public finance overlap. Recently he has had the pleasure of working on the several major urban revitalization projects, including the Doraville GM site redevelopment, the longterm redevelopment of the Gwinnett Place area and several suburban town centers and MARTA transit-oriented development projects.

Prior to joining Bleakly, Jonathan was a Senior Planner for the City of Atlanta's Department of Planning and Community Development. He was responsible for managing long-range planning studies, economic development, and special projects. Before that he worked as an urban planning consultant in Atlanta and Portland, and as a transportation and transit planner with the City of New York and the State of North Carolina. He earned a Master's Degree in Real Estate from Georgia State University, a Master's Degree in Urban Planning from Columbia University, and a BA in Art History from Reed College. He is a member of the American Institute of Certified Planners and the Urban Land Institute.

Jonathan has also spent time working as a professional chef at restaurants in Portland, Atlanta and South Carolina. Born in Paris and raised in Los Angeles, Jonathan has lived in Atlanta since 2001, along with his wife, Molly, and two teenaged children.



Lynn Jeffrey McKee
Professor, Georgia State University

Professor McKee teaches undergraduate and graduate courses in Real Estate Principals, Real Estate Finance, Real Estate Investments and Real Estate Case Studies at Georgia State University. Professor McKee also focuses on real estate industry outreach. Professor McKee has 30+ years of experience in the real estate industry in the areas of mortgage banking, lending and workouts. Professor McKee has worked at GE Capital Real Estate, SunTrust Bank, FDIC, Trimont Real Estate Advisors and BancBoston Mortgage Company. Professor McKee holds an MBA in Finance and Real Estate from The American University and a BA in Urban Planning from the University of Cincinnati.

Benito O. Pérez
Curbside Management & Operations Planning Manager, District Department of Transportation

Benito O. Pérez is a Curbside Management & Operations Planning Manager with the District Department of Transportation. In his capacity, he works on managing a team involved with creating, accessing, analyzing, visualizing, disseminating, and working with stakeholders to leverage data for policy development, resource allocation, and operations management of the District's curbside. Prior to DDOT, Mr. Pérez was a Transportation Planner/Engineer with the Hampton Roads Transportation Planning Organization, involved with long-range transportation planning, active transportation, passenger rail, and intersectoral planning (Transportation and Land Use/Housing/Climate Change).

Mr. Pérez earned his Masters of Arts in Urban Planning and Masters of Science in Civil Engineering from the University of Florida in 2009.

Shayna Pollock
Managing Director of Transportation, Central Atlanta Progress

Shayna Pollock is the Managing Director of Transportation for Central Atlanta Progress, Inc. (CAP). At CAP, she manages the Downtown Transportation Management Association and Transportation Demand Management (TDM) policy efforts. She also works with key partners to ensure smart transportation investments are made in Downtown Atlanta.

Before CAP, Shayna was a Principal Transit Planner working on regional transit coordination and transit technology policy at the Atlanta Regional Commission (ARC). Previously, she worked at Central Atlanta Progress as a Transportation and Sustainability Project Manager. Shayna is also on the Governing Board of the Atlanta Bicycle Coalition.

She received a Bachelor of Arts in Political Science and a Bachelor of Science in Environmental Economics from the University of Georgia. Through the Erasmus Mundus Program, she received a joint Master in European Spatial Planning, Environmental Policy, and Regional Development from Radboud University in the Netherlands and Cardiff University in the UK.

James Puckhaber, AIA
Corporate and Commercial Practice Leader, The S/L/A/M Collaborative

An architect, creative thinker and trusted advisor, James is the Corporate / Commercial Practice Leader for The S/L/A/M Collaborative's Atlanta office and brings more than 20 years of experience in design, project management and construction of a broad range of building types with a focus on Office Buildings.

In his practice, James advocates for design that boldly responds to the changing trends that are shaping the way we live, work, and play.

James' recent projects have won various awards, including Atlanta Business Chronicle's "2015 Real Estate Deal of the Year" for the Mercedes USA Headquarters Building, Birmingham Business Journal's "2016 Real Estate Deal of the Year" for the HealthSouth Headquarters Building, and Fast Company Magazine's 2019 Innovation by Design Award for Shaw Create Centre.

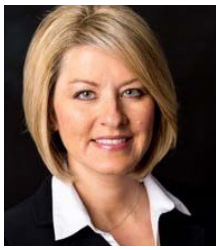
James is an active member of ULI Atlanta and a graduate of ULI's Center for Leadership. He has been quoted on his work and design trends in various publications and speaks about office building trends at industry events.

James earned his Bachelor of Architecture from Georgia Tech and his Master of Architecture from University of Michigan.

Adetayo Sanusi
Director, Asset and Investment Management, The Integral Group LLC

Adetayo Sanusi is a member of the senior management and Investment Committees at The Integral Group. Currently, he serves as the Director of Integral's Asset & Investment Management (AIM) Division, responsible for the asset and investment management activities for the development and operating assets in the company's real estate portfolio. He recently managed the lease up and disposition of three class A multifamily projects in California and Colorado with a combined value of $250 million. Ade has over fifteen years' experience in asset management, disposition, transaction due diligence, financial analysis, real estate development/investments and strategic planning.

Prior to joining Integral in 2014, Mr. Sanusi worked for Forest City Realty Trust (now, part of Brookfield Properties) for nine years in finance, strategy and development. He holds an MBA degree in Finance and Real Estate from Cleveland State University in Ohio; and a Bachelor of Science in Real Estate & Business Management from Obafemi Awolowo University in Nigeria. He is a member of the Urban Land Institute (ULI) and an alumni member of the Atlanta Urban Land Institute Center for Leadership program.



Jetha Wagner
Vice President, Avila Development LLC

As Vice President of Avila, Jetha oversees daily development activities and establishes risk management policy and procedure. She is also responsible for managing lender and partner relations and reporting, monitoring development and construction budgets, cost management and procurement. Jetha has 25+ years in the real estate industry, with an emphasis on the multifamily market. She began her career with Avila as a paralegal and from there, moved into the development and management side of the business. During her tenure with Avila, Jetha has been intimately involved in the construction and development of numerous Atlanta area multifamily communities, as well as retail centers. She coordinates all refinancing, operations and disposition of assets, both commercial and residential, as well as the acquisition and repositioning of single asset purchases. Moreover, Jetha has overseen legal affairs for Avila since 1996. Jetha graduated from the National Center for Paralegal Training in Atlanta, Georgia and holds both the Certified Apartment Manager (CAM) and Certified Apartment Property Supervisor (CAPS) designations. Other professional associations include:

- Atlanta Beltline SSD Steering Committee
- ULI Atlanta Member; ULI Technical Assistance Programs Committee (TAPs)
- Board Member – Stonecrest Business Alliance, Inc.
- Stonecrest Overlay Task Force
- City of Stonecrest – Economic Development Subcommittee


ULI
Urban Land
Institute
Atlanta