



City of Lynn

Downtown Lynn Parking Study

Existing Conditions Report- August 2024

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Project Overview

Where we are analyzing and why



What this study intends to achieve

Project Scope and Goals

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

- Review and evaluation of over 7,600 parking spaces in Downtown Lynn.
- Counts for typical weekday and Saturday midday operations in the Downtown (not including special events).
- Review and evaluation of the City's parking management practices, from enforcement to regulations.
- Inventory of parking technology and parking wayfinding signage
- Public engagement through workshops and a widely distributed survey.
- Assessment of the City's Zoning Code, Parking Regulations, and foreseeable Downtown developments.
- Assessment related to vehicular and pedestrian circulation throughout Downtown.

The consultant team worked with a team of City staff members to develop eight goals to guide the parking study. These goals were also shared at community meetings in the winter and spring of 2024.

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

1. Identify how Lynn's existing parking supply can best support a diverse and vibrant economy, and promote the downtown as a regional destination
2. Ensure the parking system provides options for different types of users
3. Create a parking system that is easy to use and accessible for all residents, businesses and visitors to Lynn's downtown
4. Integrate the parking system with walk, bike, and transit networks
5. Identify priority improvements in Lynn that parking revenue can help fund
6. Streamline how parking is managed and enforced
7. Ensure the existing parking supply and policies can support and respond to Downtown's future growth
8. Implement good urban design objectives as standard practice in the parking program, policies, and creation of new parking facilities to facilitate a welcoming, vibrant, and walkable downtown environment



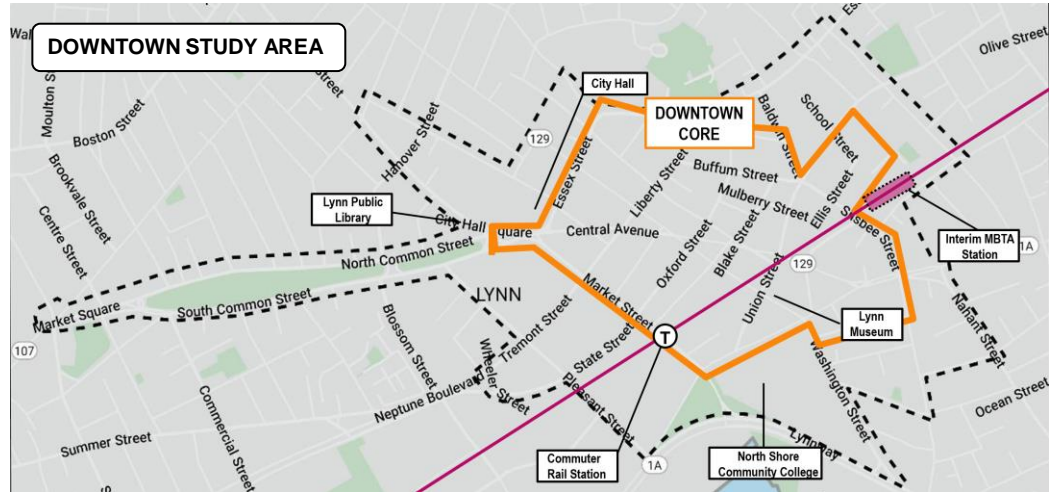
Downtown Lynn Study Area

Area of Analysis

The focus of this plan is to understand Downtown parking issues and opportunities in Lynn that the City has the ability to improve. Generally, this excludes areas that host predominantly single-use residential properties which have their own, dedicated parking spaces or facilities.

With the understanding that “downtown” doesn’t have a formal boundary but generally includes the City’s key destinations and areas of highest commercial/mixed-use activity, the study area for this plan was defined to include the Central Business District, residential areas to the north and east, North Shore Community College and the Lynnway to the south, as well as the entirety of Common Street to Market Square to the west as it is an essential corridor that links to downtown and has similar parking and pedestrian activity.

In addition, a Core Area was defined within the study area to help the team understand at a more detailed level, the parking activity and challenges in the most central and commercially-dense blocks of the City.



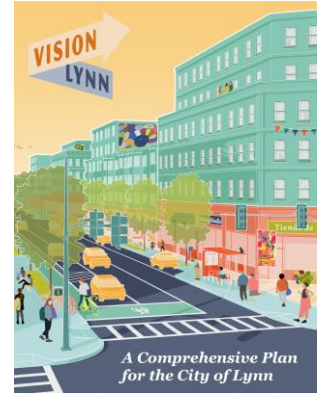
Project Overview



Correlation with Vision Lynn Plan

Vision Lynn, the City’s Comprehensive Plan, was most recently updated and adopted in June 2023, with some of the key visions including a safe and comfortable environment, transportation access, and connected communities. Broadly, this strategic document will be shaping the trajectory of the City in the near and distant future with a pro-growth approach that supports and invites continued diversity and economic opportunity.

The plan features a ‘Degree of Change Map’ (bottom right) highlighting the City’s desire to ‘Enhance’ (yellow) several portions of the downtown area (i.e., improve and elevate places without totally changing them). Map areas to ‘Maintain’ (white) constitute the majority of downtown (i.e., streets and public realm that will be continued to improved as the City sees fit through public support). The ‘Transform’ (orange) area of the map adjacent to the parking study area reinforces the City’s desire to accommodate significant mixed-use growth, all of which will require symbiosis between these areas to ensure the parking and transportation network is prepared to meet the needs of true anticipated demand.



With this in mind, the Downtown Lynn Parking Study aims to identify opportunities to improve and elevate the City’s parking system (including its physical spaces/facilities, regulations, and operational approach) using the infrastructure/assets and resources currently available. However, this parking plan intends to tee the City up for transportation network improvement projects prioritized in Vision Lynn, all of which will impact how the parking system is used and accessed (e.g., reconstructing roads to Complete Streets standards and improving pedestrian access/ADA-compliance issues, the Northern Strand extension project, and others). In addition to these plans the future of the MBTA Garage, with roughly half of its spaces currently inaccessible, contributes to the uncertainty about the City’s parking needs.



Source: Vision Lynn Comprehensive Plan

This analysis was identified as one of the short-term priorities in the Vision Lynn Plan, and this Downtown Lynn Parking Study is being conducted at a critical time when a comprehensive understanding of the City’s parking inventory, and how it is used and managed, can help support continued economic development and the success of Downtown business owners.

Project Overview



Other Relevant Plans

Findings and recommendations from three previous studies were also reviewed as part of the analysis of existing downtown parking conditions.

Central Business District Parking Study (2007)	Downtown Parking Evaluation and Recommendations Report (2020)
<p>Parking Rates</p> <ul style="list-style-type: none"> • Should not increase rates • Should make rates more uniform • Lower rates for long-term lot parking <p>Surplus Supply</p> <ul style="list-style-type: none"> • Currently, CBD general utilization is 60% • Suggests eliminating Ellis Street North lot • City was already debating eliminating Blake Street lot <p>Specific Improvements of lots</p> <ul style="list-style-type: none"> • Add lighting • Increase pedestrian access points for lots <p>Overnight on-street parking ban</p> <ul style="list-style-type: none"> • Instead, overnight parkers have to get a pass to a lot <p>Permits</p> <ul style="list-style-type: none"> • Offer 3 kinds of permits: day-time, night, and 24/7 • Would allow those who park overnight to not have to move cars at 7 am • Add parking technology (systems were then person-operated) <p>Options</p> <ul style="list-style-type: none"> • Automatic Vehicle Identification System (AVIS) with gates and/or parking attendant 	<p>Utilize parking space for improvement Projects</p> <ul style="list-style-type: none"> • Constructing bike lane on Northern Stand Trail can use several parking spaces • Pedestrian curb extensions at intersections • Sidewalk dining for restaurants <p>Leveling out utilization</p> <ul style="list-style-type: none"> • Install wayfinding for Ellis Street lot • Adjust daily cost of certain lots (increase Andrew Street lot rate) <p>Payment type consistency</p> <ul style="list-style-type: none"> • Meters should be replaced with smart meter kiosks <p>Specific municipal lot improvements</p> <ul style="list-style-type: none"> • Andrew Street lot: add additional smart kiosk, add 3 handicap spaces, remove attendant booth • Ellis Street lot: replace signage and add wayfinding, repave lot, remove attendant booth • Buffum Street lot: upgrade lighting, replace signage, automate payment system/eliminate attendant booth <p>Shared-use of private parking lots</p> <ul style="list-style-type: none"> • City should work with private lot owners to allow shared parking model <p>On-Street parking management</p> <ul style="list-style-type: none"> • Add parking fees on Union St and Oxford St • Consistent parking limit like 2-hour parking. Meters in busiest locations • Repaint spaces

Project Overview



Safe Streets Priority Infrastructure Projects (2021)

Washington Street (as an example priority street). City Hall Square and other streets located within the Downtown Lynn Parking Study area were also identified as priority for improvements.

Street Design Treatments for Intersections and Crossings

- Curb ramps at all crosswalks to provide an accessible path of travel
- Geometric adjustments to intersections including to improve sightlines, reduce curb radii, and generally simplify intersection geometry
- Curb extensions to shorten crossing distances and reduce curb radii
- Daylighting at crosswalks to improve pedestrian crossing visibility by removing street parking spaces around intersections
- Raised crosswalks to slow turning drivers and drivers approaching crosswalks while improving crossing visibility
- Raised intersections to slow drivers approaching intersections and improve crossing visibility
- Rectangular Rapid-Flashing Beacons (RRFBs) to accompany other crossing improvements at unsignalized crossings, providing a flashing indicator that a person walking is entering a crosswalk
- Leading Pedestrian Interval signal phasing to reinforce pedestrian priority over turning vehicle traffic at signalized intersections by giving people walking a 3-7 second head start to enter the crossing

Amenities for Lynn Street Users

- Bike parking to provide secure places to store bikes near important destinations
- Bus shelters and/or benches to provide comfortable places for bus riders to wait
- Bus bulbs to provide more space for bus rider amenities

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Travel + Demographics

How people travel to Lynn and who lives in, works, or owns a business in Lynn



Travel + Demographics

WHO LIVES IN DOWNTOWN LYNN?

According to Vision Lynn (2022), the city is distinguished by a growing Latino/a/x and Hispanic population (44% of the community) and a diverse population overall. Over half of households in the community primarily speak a language other than English at home. Downtown particularly is made up of a mix of populations.

Compared to the city at large, the Downtown study area features:

- A lower homeownership rate (13% in the Downtown study area vs. 51% for the city at large)
- A lower median household income (\$32,000 vs. \$62,000)
- A higher percentage of zero-vehicle households (38% vs. 16%)
- Less labor force participation (48% vs. 65%); and
- Greater housing densities (10,800 vs. 3,600 units/square mile)

These indicators have changed somewhat since 2013, particularly with a 43% growth in Downtown median household incomes and drops in the rate of zero vehicle households (-17%), labor force participation (-11%), and home ownership rate (-5%).

Indicator	Citywide	Change Since 2013	Downtown Study Area	Change Since 2013
Population	100,891	+11%	11,004	+31%
Median Age	37.2	+9%	47.1	+2%
Home Ownership Rate	52%	+3%	13%	-5%
Median Household Income	\$62,374	+39%	\$32,101	+43%
Zero Vehicle Households	16%	-21%	38%	-17%
Labor Force Participation	65%	-39%	48%	-11%
Housing Density	3,557 units / square mile	+7%	10,771 units / square mile	+22%

Source: Social Explorer Census Data Maps

Housing density has jumped due to rising population, and median household incomes have risen significantly, which may soon correlate with an **increase of households with a vehicle.**

Travel + Demographics



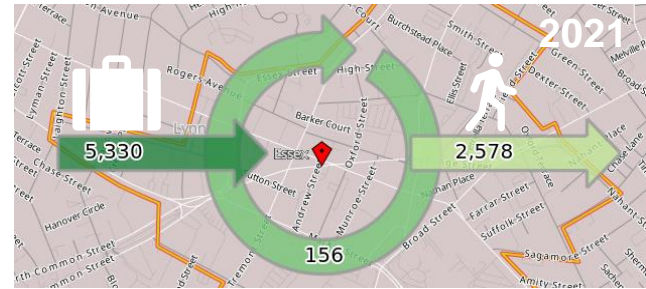
WHO WORKS IN DOWNTOWN LYNN?

Collectively, the Downtown Lynn study area imports 2,752 more people to work there compared to residents who leave the Downtown for work elsewhere. Although this figure varies by the day of week or time of day, it emphasizes Downtown’s role as a business center instead of as a place of residence. Roughly 150 employed residents work in Downtown, approximately 6% of employed Downtown residents.

Compared to 2013, the counts of employed residents and combined employed workers/residents in Downtown Lynn has risen +22%, and +68% respectively. This points to a lessened prominence of Downtown as a commuter destination rather than a place of residence. It also speaks to a decreased need for employee-dedicated parking spaces.

Monthly Earnings	Downtown Count	Percent of Downtown Total	MA Count	Percent of MA Total
\$1,250 or less	844	15.4%	60,619	2.3%
\$1,251 to \$3,333	1,299	23.7%	677,502	25.8%
More than \$3,333	3,343	60.9%	1,884,662	71.9%

Source for all data: Census OnTheMap



User Type (number of people)	2013	2021	Change Since 2013
Lives Elsewhere, Employed Downtown	5,604	5,330	-4.9%
Lives Downtown, Employed Elsewhere	2,107	2,578	+22.4%
Lives Downtown, Employed Downtown	93	156	+67.7%
Total Downtown Activity (Employed Workers and Residents)	7,711	7,908	+2.6%
Incoming Workers	+3,497	+2,752	-21.3%

Downtown features a considerably higher share of low-income workers than the state as a whole



Travel + Demographics

HOW DO PEOPLE GET AROUND IN DOWNTOWN LYNN?

Most trips which either start or end (but not start and end) in Downtown Lynn are taken by vehicle. This figure is 74% of Downtown-based trips, compared to 78% of trips in Lynn as a whole. This data was tabulated using location-based survey data. Carpool trips indicate trips with more than one passenger in the car, while taxi and rideshare trips are reflected in the “Other” category.

Walking trips are the biggest non-auto mode share with approximately 19% of Downtown trips. There are currently very few transit trips (2%), served either by the Newbury/Rockport Commuter Rail Line or the MBTA buses to Wonderland Blue Line Station.



Nearly three-fourths of trips in Downtown Lynn are taken using an automobile.

Indicator	Downtown %	Citywide %
Daily Drive Alone Trips	39%	42%
Daily Carpool Trips	35%	36%
Daily Vehicle Trips	74%	78%
Daily Walking Trips	19%	18%
Daily Transit Trips	2%	1%
Daily Biking Trips	<1%	<1%
Daily Other Trips	5%	3%

Source for all data: Replica (Fall 2022 data – trips that start or end in the selected regions, but not both)



Travel and Demographics Summary



Mode Shift

More than 75% of the current trips, both citywide and in Downtown Lynn are automobile trips.



Car Ownership

Nearly 40% of households in Downtown Lynn own zero vehicles; this number has declined in recent years, faster than it has for the City as a whole.



Population Growth

Downtown's population has grown by nearly 33% since 2013; more people are both living and working in Downtown Lynn.



Commute Patterns

Employment levels have fallen since 2013 while the number of Downtown residents has increased, pointing to Downtown as more of a live/work location.

Travel and Demographics Best Practices



The following reflects best practices to be explored further in the Recommendations section.

PLANNING FOR A VIBRANT ECONOMY

- Plan for future parking needs with the understanding that to attract and retain workers with diverse skills that support the downtown economy, many commuters from beyond Lynn will still likely be using a car in the coming years
- Balance parking needs in tandem with the needs of a large population who both live and work in downtown Lynn, and require access to safe, connected networks in order to not rely on a car unnecessarily

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Transportation Networks

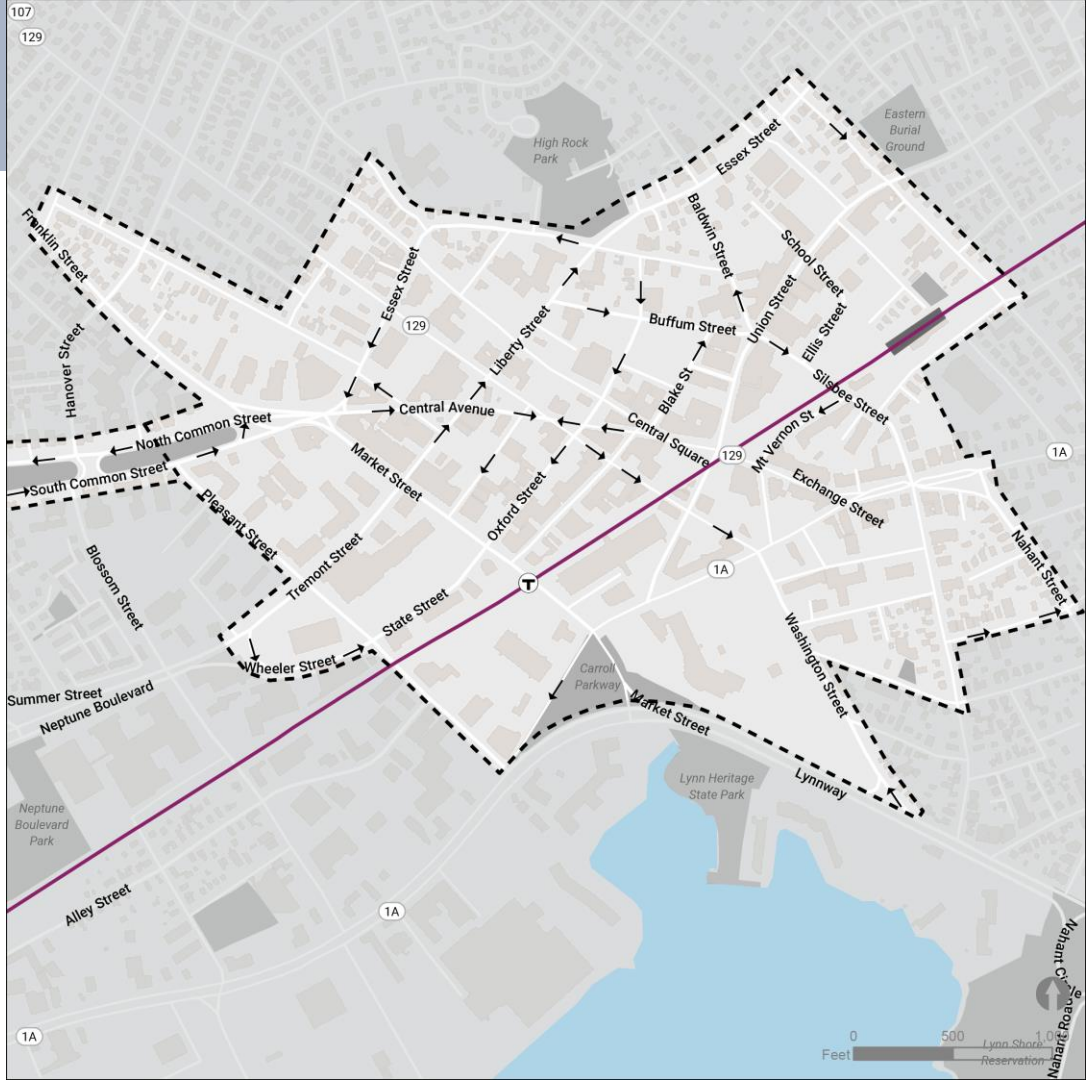
How modal networks are connected to parking

Transportation Networks

ROADWAY NETWORK

Lynn’s Downtown roadway network can be intimidating to out-of-town visitors. A higher density of streets and street connections is present due to the historic street layout, although the Commuter Rail viaduct creates some large blocks with a lack of connections. In addition, a significant number and density of one-way streets can make navigating around Downtown by car difficult.

The Central Avenue/Central Square/Exchange Street corridor and the Commuter Rail viaduct also create an effect of “splitting” portions of the Downtown in two. Market Street and Broad Street (particularly east of Exchange Street) are also wide thoroughfares which can be challenging to cross. North and South Common Streets connect Downtown with Western Avenue (Route 107) with a wide, median park.



Lynn’s Downtown roadway network can be challenging to navigate for infrequent visitors

Transportation Networks



PEDESTRIAN NETWORK

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

Lynn's historic downtown hosts a dense mix of different uses such as commercial, public institutions, housing that creates a more walkable environment than the rest of the city. However, infrastructure barriers can affect the walking experience in Downtown, including:

- The presence of the Commuter Rail Viaduct disconnecting significant portions of Downtown from north to south, which require significant lighting to promote safety of these naturally darkly-lit areas.
- Long street corridors and expansive parking areas, such as those associated with crossing Market Street to access the Lynn Marketplace.
- Hilly terrain, especially in the areas of Essex Street and Liberty Street.
- Narrow sidewalks and non-ADA compliant curb ramps, affecting the experience of mobility-impaired populations.
- Aged signal equipment which lacks pedestrian safety enhancements like pedestrian countdowns and leading pedestrian intervals.

As Downtown features a number of communities of color, senior citizen housing, and low-income populations, a safe and accessible walking network is important for the well-being of these groups. From a parking perspective, motorists will be more likely to walk longer distances between a parking space and a destination if they feel the walk is safe regardless of weather and time of the day.



The majority of the pedestrian network is complete but heavy vehicle traffic and lack of consistent safety enhancements can make walking unpleasant, even for short trips, and particularly for those with mobility challenges.

Transportation Networks



PEDESTRIAN NETWORK



The pedestrian experience throughout downtown can be inconsistent. Some areas have wider walkways with landscaping and are well lit. Others require navigating through narrow paths in inactive or unmaintained areas.

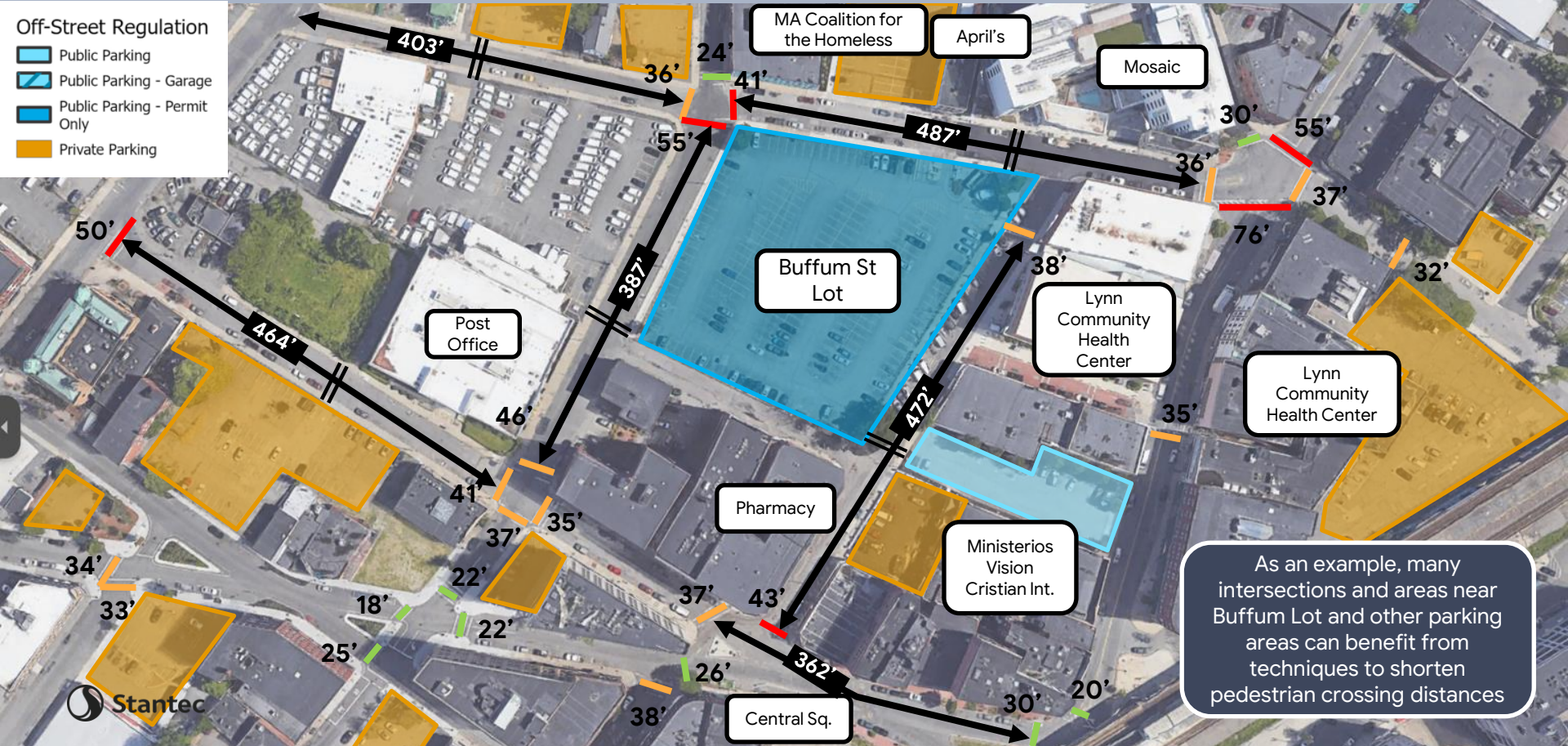
Transportation Networks- Pedestrian Access to Parking



- == Crosswalk gap
- ↔ Excess distance (<300' between crosswalks)
- Crosswalk length reasonable (<30')
- Crosswalk length somewhat long (30'-40')
- Long crosswalk length (>40')

Off-Street Regulation

- Public Parking
- Public Parking - Garage
- Public Parking - Permit Only
- Private Parking



As an example, many intersections and areas near Buffum Lot and other parking areas can benefit from techniques to shorten pedestrian crossing distances

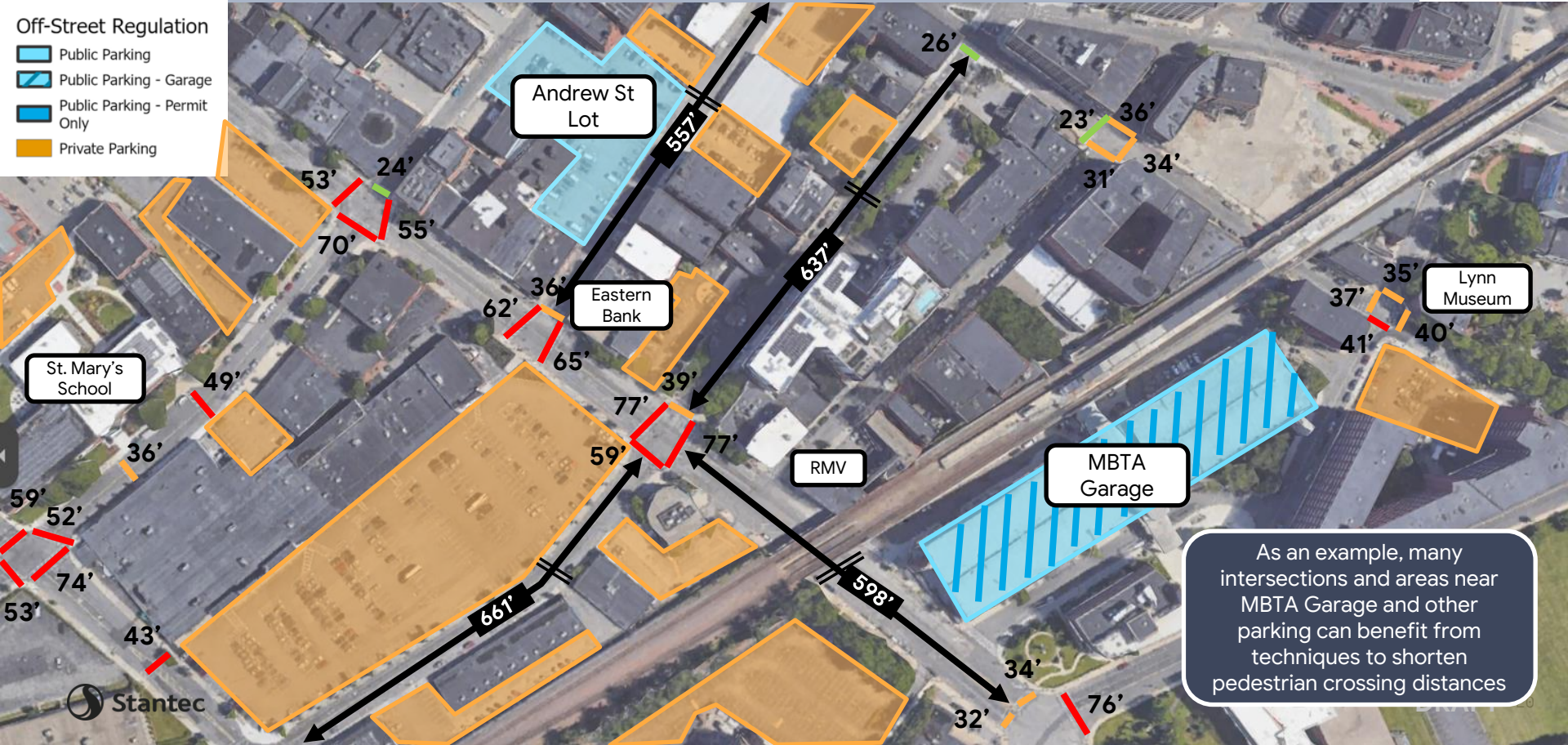
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Off-Street Regulation

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- Public Parking - Garage
- Public Parking - Permit Only
- Private Parking



As an example, many intersections and areas near MBTA Garage and other parking can benefit from techniques to shorten pedestrian crossing distances



Transportation Networks

TRANSIT NETWORK

The primary transit service in Downtown is the MBTA bus system, which operates eight bus routes through the study area. Each of these routes serves Central Square, providing a transfer to the Lynn Commuter Rail Station when the station is operational. Over 1,000 daily riders board routes providing service to Downtown Boston directly or via a Blue Line connection at Wonderland Station. The MBTA’s Bus Network Redesign proposes to create new route configurations in Downtown.

The Lynn Commuter Rail Station is served by the Newburyport/Rockport Line to North Station. Travel times between the Interim Commuter Rail Station, which opened in December 2023, at 11 Ellis Street and North Station vary between 20 and 30 minutes (potential future electrification of the Line may speed these services). The permanent station at Central Square has been closed since 2022 with no identified timeline for re-opening.

Most bus routes with boardings in Downtown Lynn are destined to the Blue Line, Downtown Boston, or shopping centers along Route 1

Route	Peak Frequency	Span	Destinations	Avg. Daily Weekday Boardings (Study Area)
Commuter Rail	30 min	5:29A – 11:09P	Newburyport/Rockport – North Station	549
Lynn Ferry	Peak only	10:00A – 10:15P	Blossom Street – Central Wharf	151
426	60 min	5:15A -1:41A	Central Square – Haymarket via Saugus	260
429	60 min	5:45A - 11:15P	Central Square – Northgate Shopping Center via Square One Mall	175
435	60 min	6:30A - 11:46P	Central Square – Salem Depot via Peabody and Liberty Tree Mall	19
439	Peak only	6:03A - 11:46P	Nahant – Wonderland via Central Square	<1
441	10 min	5:25A -1:21A	Marblehead – Wonderland via Central Square	41
442	15 min	5:10A -1:21A	Marblehead – Wonderland via Central Square	78
455	30 min	5:18A - 12:38A	Salem Depot – Wonderland via Central Square	694
456	75 min	10:20A - 3:40P	Salem Depot – Central Square via Route 107	9

Source: MBTA Spring 2018 Commuter Rail Ridership, Fall 2022 Bus Ridership, and 2023 Ferry Ridership

Transportation Networks



BICYCLE NETWORK

Lynn has a very limited bike network and subsequently has very few people who identify bicycling as their primary commute mode. The City installed buffered bicycle lanes along Market Street and South Common Street in 2020, as well as unprotected lanes along State Street and Wheeler Street at this time. No other bicycle lanes are currently present in Downtown Lynn.

There are limited opportunities for bicycle parking (including signage to direct people to bike parking), particularly in areas with higher volumes of visitors. Anecdotal perceptions shared from the public speak generally to the concern about safety and security of using a bike in Lynn.

Downtown Lynn features potential for a well-developed bike network. 43% of all trips in Lynn are less than two miles, with many of them ending Downtown. A planned extension of the Northern Strand Community Trail will run along South Common Street and Market Street, creating a safe bike and pedestrian path from Nahant Beach through Downtown Lynn all the way to Medford.



A rendering of the proposed Northern Strand Trail extension on South Common Street and Market Street (Source: MassDOT)

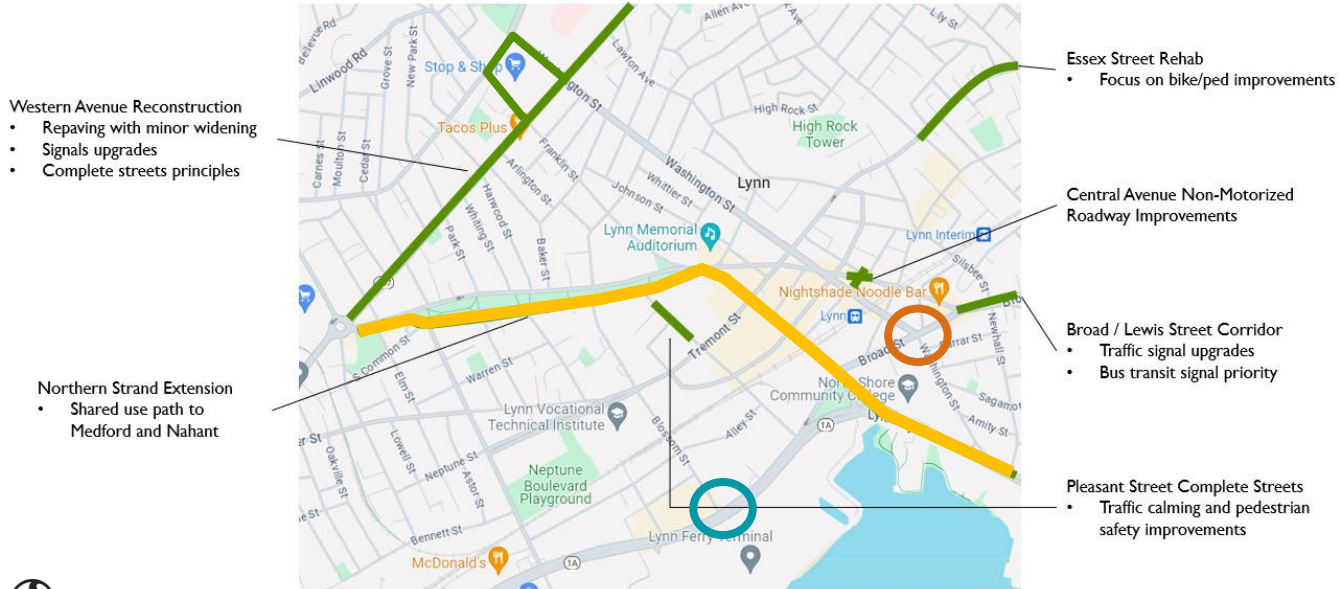


Bike racks outside Lynn's District Court (Source: Google)

Transportation Networks

PLANNED IMPROVEMENTS

Upcoming investments in Downtown Lynn include extension of the Northern Strand Community Trail from Western Avenue to the Lynnway via Common Street and Washington Street. Additional transit priority and Complete Streets investments are proposed on Pleasant Street, Central Avenue, Essex Street, and Broad Street. These all align with Vision Lynn priorities of transportation access and connected communities, and with other recent efforts that have promoted priority and urgency of creating a more comprehensive and multimodal network.



Intersection improvements are anticipated through support of a MassWorks grant.

Improvements underway to allow for 4-way turning movements.

34 on-street spaces in the Downtown Study Area are anticipated to be removed as part of the Northern Strand Extension Project. However, a number of parking spaces will be recovered on Market Street from City Hall Square to Tremont Street following their removal during the installation of temporary buffered bike lanes in recent years.

Transportation Networks Summary



Road Network

Bifurcated street grid and one-way travel creates frequent crossings for pedestrians and is difficult to navigate for visitors.



Pedestrian Infrastructure

Connectivity to/from public parking can be significantly enhanced to increase the utilization of public facilities, and to create a more walkable downtown



Transit Network

Central Square Commuter Rail Station serves as a hub for travel via train (when open) or bus to Downtown Boston (directly or via the Blue Line).



Bicycle Infrastructure

Larger, more centralized bike rack areas are needed to attract bicyclists to visit key destinations where parking is in higher demand



Transportation Networks Best Practices

The following reflects best practices to be explored further in the Recommendations section.

PEDESTRIAN INFRASTRUCTURE

- Develop a priority maintenance/improvement plan for sidewalks, focusing on access to/from parking
- Create consistency with level of safety features at crosswalks, such as rectangular rapid flashing beacons, leading pedestrian intervals, pedestrian heads with countdown signals, and pavement improvements
- Integrate bumpouts to shorten crossings and calm traffic

BICYCLE INFRASTRUCTURE

- Identify strategic, centralized locations for larger amounts of bike parking (e.g., cage)

EVALUATING CIRCULATION PATTERNS

- Optimize access to public parking to reduce congestion and improve intuitiveness of navigating through downtown for unfamiliar visitors

WAYFINDING SIGNAGE

- Create a comprehensive signage system that supports navigation for users of all modes to key destinations and parking areas
- Ensure that the placement of signage allows for drivers to make informed decision in their routes ahead of essential navigation turning points

03



Parking Inventory + Utilization

Where parking is located and how it is currently being used

Parking Inventory and Utilization



THE PARKING SYSTEM IN DOWNTOWN LYNN TODAY

A complete understanding of parking supply and regulation is a basic component to understanding parking patterns and local knowledge of what locations are most accommodating.

This study documented public and private parking facilities, both on- and off-street, in the Downtown Lynn study area. The totals represented in this report include all parking within the study area, with the exception of small (less than 5 spaces), private residential parking areas such as driveways.

This work serves as the baseline for all information calculated and analyzed over the course of the project.





Parking Inventory and Utilization

PARKING FIGURES BY TYPE

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

The maps and tables on the following pages illustrate how the parking in Downtown Lynn is distributed among an array of categories and user permissions. Overall, 57% of the parking is private or restricted; in other words, reserved for customers, tenants, or visitors of the business or establishment with which the parking is associated. The remainder of the overall parking supply for each area is available to the general public.



	On-Street Regulations	Inventory	Percent
Public	< 1-Hr Parking, Unpaid <i>Includes 15-min, 20-min and 30-min parking</i>	77	3%
	1-Hr Parking, Unpaid	223	9%
	2-Hr Parking, Unpaid	409	17%
	Paid Parking <i>Includes metered parking, kiosk parking</i>	339	14%
	Unregulated Parking <i>No sign or regulation posted</i>	1,185	48%
Private	Restricted Parking <i>Includes resident parking, emergency parking, pick-up/drop-off parking</i>	189	8%
	Parking Only During Certain Time Periods	24	1%
	TOTAL	2,446	100%

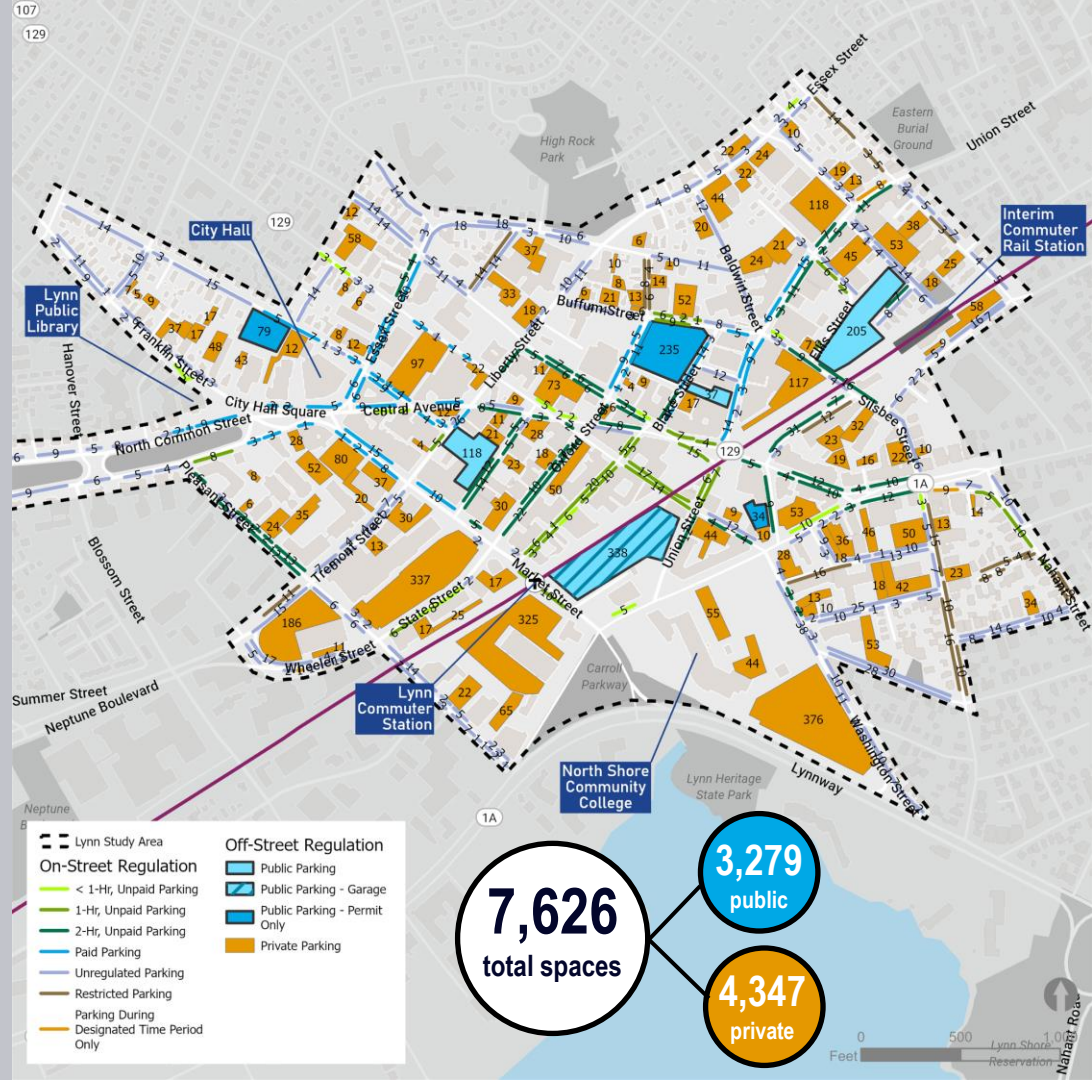
	Off-Street Parking Types	Inventory	Percent
Public	MBTA Garage	338	7%
	Public Parking	360	7%
Private	Permitted Public Parking	348	7%
	Private Parking	4,134	79%
	TOTAL	5,180	100%

Parking Inventory

More than 7,600 parking spaces were identified in the Downtown Lynn study area, which generally represents areas where there is heightened demand for parking among various user groups such as residents, employees, customers, and other types of visitors.

KEY OBSERVATIONS

- More than half of the off-street supply is restricted and unavailable to the general public.
- Most on-street parking in Downtown is subject to price or time regulations, particularly along Central Avenue, Blake Street, and Oxford Street.
- Off-street public parking lots are split between permitted and non-permitted facilities, as well as facilities accommodating both parking types.
- Most on-street parking in outlying residential areas is unregulated.
- Time-restricted spaces are mostly located near commercial destinations likely attracting shorter visits
- Loading and short-term spaces are very limited
- On-street parking is generally unstriped





Parking Inventory and Utilization

PUBLIC, PAID PARKING

Management of the six public (non-MBTA) lots and metered on-street spaces vary significantly; this can create a perception that motorists can only navigate the public, off-street supply if they are “in the know,” or understand where and when enforcement will not occur.

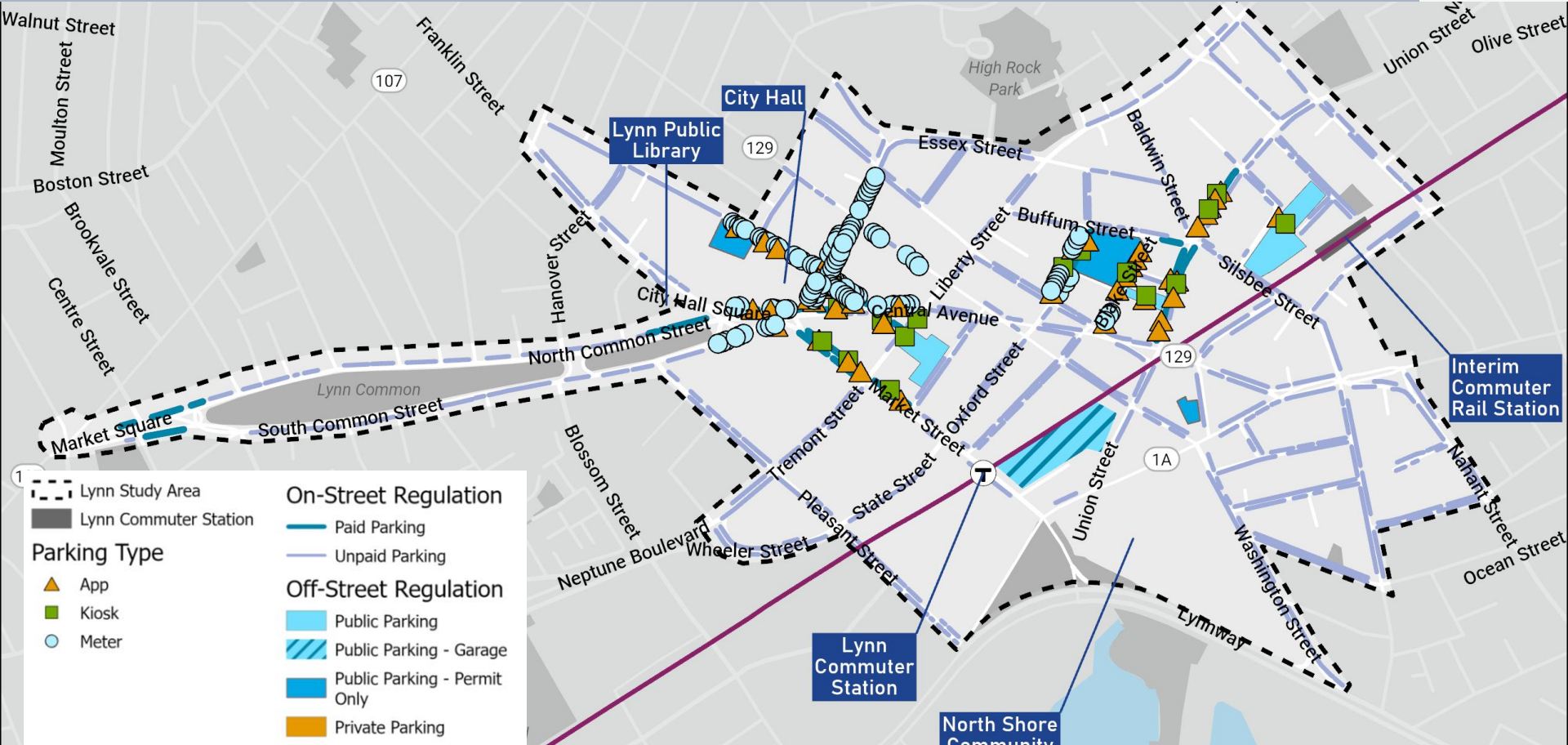
Following the data collection period, the City instituted a new, digital permitting system. Previously, permitting was conducted via agreements (both formal and informal) without a central accounting of permits in distribution.

Lot	Parking Type	Hourly Cost	Daily Cost	Day Permit	Night Permit	24-Hour Permit	Capacity
On-Street Spaces	Hourly (2-hour limit)	\$1/hour	N/A	N/A	N/A	N/A	339 spaces
Buffum Street	Permit only	N/A	N/A	\$50/month	\$50/month	\$100/month	235 spaces
Ellis Street	Hourly, daily, and permit	\$1/hour	\$5/day	\$50/month	\$50/month	N/A	205 spaces
Andrew Street	Hourly, daily, and permit	\$1/hour	\$5/day	\$50/month	\$50/month	\$100/month	118 spaces
City Hall	City Hall employees only during working hours	N/A	N/A	N/A	N/A	N/A	79 spaces
Union Street	Hourly and daily	\$1/hour	\$5/day	N/A	N/A	N/A	37 spaces
Spring Street	Permit only via EDIC*	N/A	N/A	via EDIC	via EDIC	via EDIC	34 spaces
TOTAL							1,047 spaces

* EDIC – Economic Development & Industrial Corporation



Parking Inventory, Utilization, and Payment Method

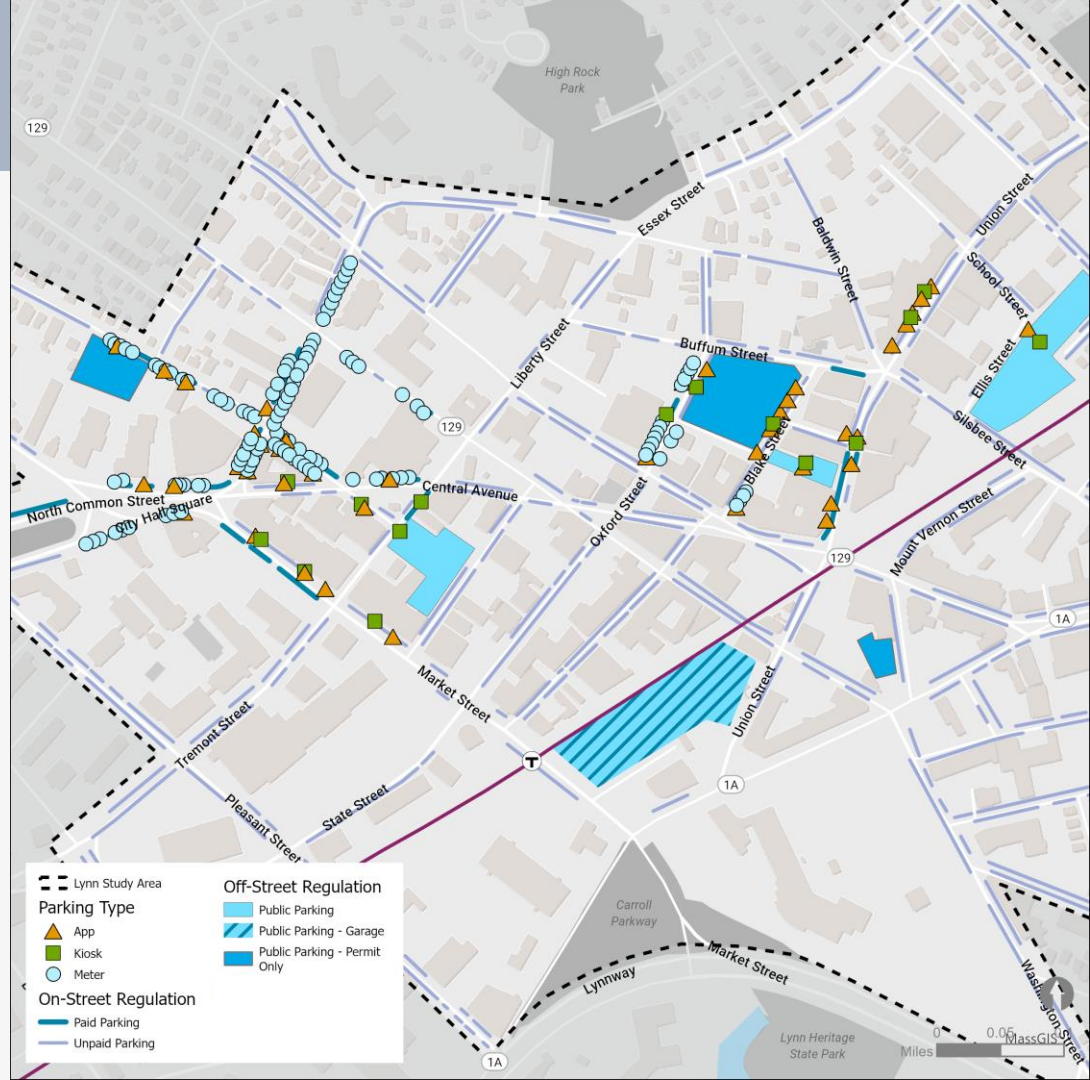


Parking Inventory and Utilization

PUBLIC, PAID PARKING

There are 119 meters and 15 kiosks in core Downtown Lynn. Along with these two payment methods, the City also offers users to pay using mobile apps.

On-street public parking is concentrated near the City Hall, Market Street and Central Avenue as well as Oxford Street, Blake Street and Union Street. There are 7 off-street public parking facilities, of which, 2 are restricted to permit users only.





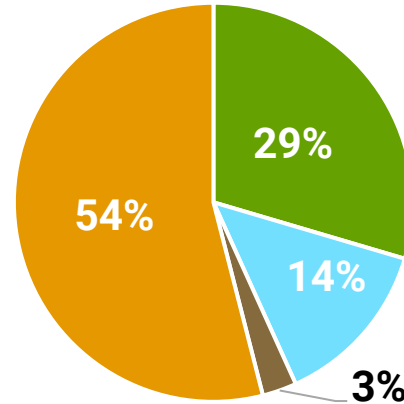
Parking Inventory

THE INVENTORY BY PARKING TYPE

About two-thirds of Downtown Lynn’s overall inventory is off-street with the majority of this off-street supply **restricted to the public**. In essence, restricted spaces can be considered as unavailable within the public inventory.

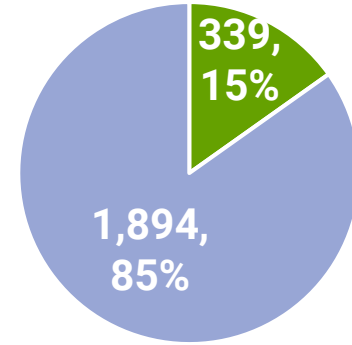
Communities across New England and the nation have identified opportunities for “opening up” this supply to other users as a way of reducing the unnecessary building of additional, new supply for public use. These will be investigated later in the report.

ON-STREET VS. OFF-STREET
(overall inventory- 7,626)



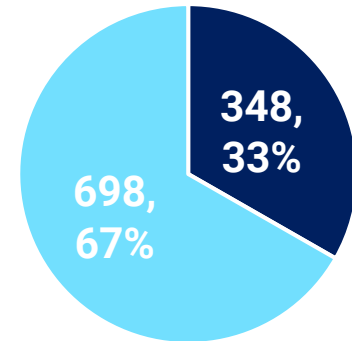
- On-Street, Public
- Off-Street, Public
- On-Street, Restricted
- Off-Street, Private

PUBLIC PAID VS. PUBLIC UNPAID
(on-street inventory- 2,233)



- On-Street, Public Paid Parking
- On-Street, Public Unpaid Parking

PUBLIC PERMIT VS. PUBLIC HOURLY/DAILY
(off-street public inventory- 1,046)



- Off-Street, Public Permit Parking
- Off-Street, Public Hourly/Daily Parking

Other Parking Inventory



LOADING ZONES

The Downtown Lynn study area has few on-street loading zones, particularly in areas dense with commercial uses that may require regular deliveries of goods. Multi-unit residential properties in the downtown core also generally lack designated zones for delivery vehicles (such as for mail couriers) or moving vans. Without appropriate parking options, large vehicles in search of spaces which can accommodate their length can contribute to congestion, instances of double parking, and perpetuate unsafe driving behaviors.

Lynn does not currently enact time-of-day restrictions for vehicles, require permits for short-term deliveries, or restrict delivery vehicles from servicing specific streets.



An example of loading areas in demand along Exchange Street without a designated loading zone (Source: Google)



Short-term parking spaces such as this one on Newhall Street may operate as de facto loading zones without other nearby options (Source: Google)

Other Parking Inventory



PARKLETS

The City has previously experimented with installing parklets in designated on-street spaces, an effective approach for expanding pedestrian amenities in the right-of-way when urban space is limited. This primarily occurred following the pandemic when temporary parklets were more broadly integrated throughout the Commonwealth to accommodate social distancing and increase public space. Although removing parking spaces to accommodate parklets can often be perceived as having a negative impact on adjacent businesses, the opposite has been demonstrated in large cities similar to Lynn, where parklets attract passing pedestrian traffic, make it easier for people riding a bike, and encourage visitors to nearby businesses to spend more time.

Lynn currently has no formal programs, policies, or zoning ordinances outlining procedures for requesting a parklet, how they should be managed, design requirements, etc.



An example of a parklet on Exchange Street (above) and Central Square (below) in downtown Lynn (Source: Google)



Other Parking Inventory

HANDICAPPED PARKING

Currently, there are no defined requirements for the provision of handicapped parking spaces in off-street parking facilities in the Lynn Zoning Ordinance. Handicapped parking stall dimensions, however, are required to be in compliance with the Massachusetts Architectural Board Regulations. As an example, the dimension of a handicapped space in the Buffum Lot is 11'x18' which aligns with 780 CMR of the State Building Code that spaces should be at least 8' in width plus aisle. However, this lot's inventory does not meet the required amount of handicapped spaces, with only 1 accessible space of the lot's overall inventory of 235.

To request a handicap parking space/sign, a request must be emailed to the Parking Department, then is approved through Traffic Commission review.

Public parking lots in Lynn have limited ADA-compliant spaces, which was also identified in the *2020 Downtown Parking Evaluation and Recommendations Report*.



HANDICAPPED PARKING REGULATIONS Combining the More Stringent Regulations of the Americans with Disabilities Act and the Massachusetts Architectural Access Board

Parking Space Number:	Required Accessible Spaces (521 CMR and ADA)
Total Spaces	1 spaces without signage
1-4 (ADA Only)	1 space
5-14 (ADA Only)	1 space
15-25	2 spaces
26-50	3 spaces
51-75	4 spaces
76-100	5 spaces
101-150	6 spaces
151-200	6 spaces
201-300	7 spaces
301-400	8 spaces
401-500	9 spaces
501-1000	2% of total
1001 and Over	20, plus 1 for each 100, or fraction thereof, over 1000



Lynn's supply of handicapped parking spaces is lower than guidance from the ADA and MA Architectural Access Board, making it more difficult for those with mobility challenges to find parking near their destinations



Parking Technology

ELECTRIC VEHICLE (EV) PARKING

Statewide, EV sales continue to trend upward, with 2023 sales increasing 46 percent from the prior year to a total of 1.2 million (Source: Kelley Blue Book). EV charging stations in downtowns such as Lynn will be important for encouraging visitors or accommodating residents who own electric vehicles.

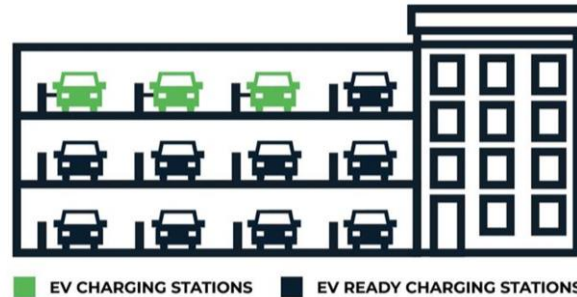
The Massachusetts State Building Code requires that at least one parking space in **any new commercial construction with over 15 parking spaces must be made-ready** (i.e., a designated space with a dedicated branch circuit) for EV charging stations.

Currently, there are no defined requirements for the provision of electric vehicle charging parking spaces in off-street parking facilities in the Lynn Zoning Ordinance or incentives allowing developments to reduce the required amount of standard parking spaces through the provision of electric vehicle spaces.

Currently, the nearest charging stations are just beyond the boundary of downtown Lynn to the north and the west and are hosted by private landowners.



NSSC has been offering EV spaces on its Lynn campus since November 2023. *“It is part of our strategic plan to be a good environmental citizen and we know the demand for EV charging stations is expected to rise exponentially over the next 10-20 years now that the average cost of an electric vehicle is comparable to a regular gas-powered vehicle.”* – President Bill Heineman



Large project review developments must equip 25% of their total parking spaces to be EVSE (electric vehicle supply equipment) installed and the remaining 75% of the total spaces to be EV (electric vehicle) ready.

EV-Readiness Policy for New Developments

In 2023, Boston shared a policy on EV space integration as part of a regional EV strategy led by MAPC, signifying a broader trend towards EV integration as standard practice in new development.

Parking Wayfinding

“COMPREHENDING” THE PARKING SYSTEM

Generally, there is opportunity to re-evaluate whether pricing and time regulations are relevant to areas where they are likely in demand. In parallel, there is opportunity to improve the clarity and consistency of how parking regulations are displayed in Downtown Lynn, or in directing users to parking appropriate to their needs with appropriate signage and information on public resources such as the City’s webpage.

For many navigating Downtown Lynn’s parking system, a lack of clear parking signage can lead to off-street facilities being under-utilized because they are not readily navigable upon approaching Downtown. Confusion about where and how to park can lead to motorists occupying the closest available space to their destination (regardless of regulation/signage) and potentially displacing other parkers from spaces more appropriate for their specific use.

Signage that does not include explicit and complete information about when time limits are in effect can often force a motorist to make their own interpretation, which may not be accurate.



A sample of the range of public and private parking regulation signage present in Downtown Lynn today.

Parking Utilization



DATA APPROACH AND INTENT

The team conducted parking utilization counts in all accessible private and public facilities during a typical weekday (Thursday, November 16, 2023) and typical weekend (Saturday, November 18, 2023) to represent typical conditions of parking demand in Downtown Lynn.

Counts included two weekday time periods to understand how demand changes throughout the day: 12:00 PM and 6:00 PM. Two weekend time periods were analyzed at 11:00 AM, and 6:00 PM. A third, late night count was conducted on Monday, December 4, 2023 at 11:00 PM.



A sample walking data collection map for this study



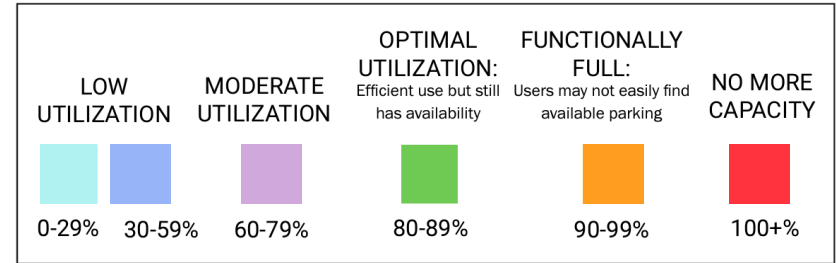
Parking Utilization

HOW TO READ THE CHARTS

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

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

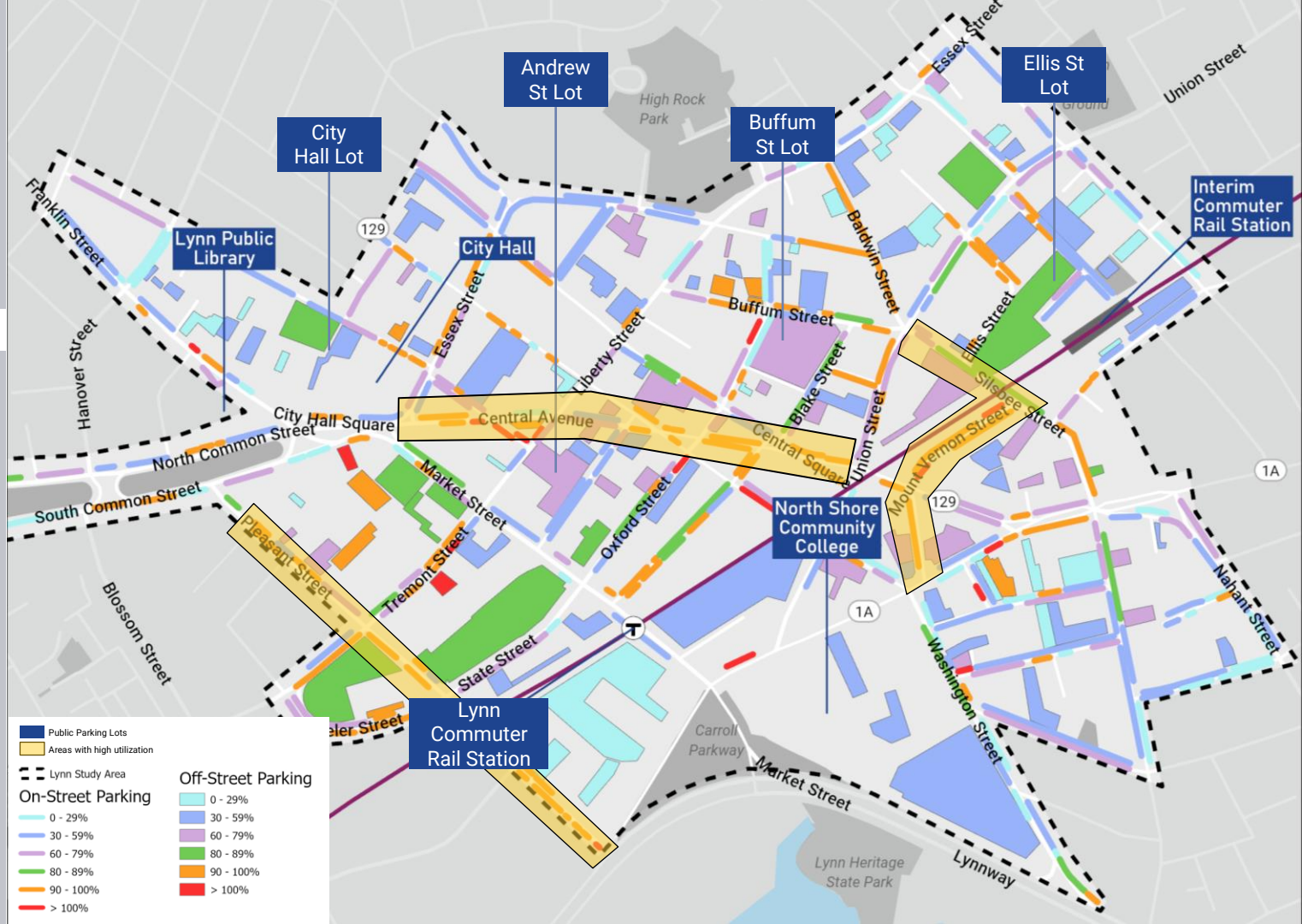
Identifying where and when parking spaces are being utilized can lead to potential understanding around the factors of why spaces are being used – this can be due to a combination of things, such as their location to popular destinations (i.e., front door access), awareness of the facility being usable by the user it is intended for, whether there is a time limit (i.e., whether it meets the needs of a visitor making a short trip vs. a downtown employee), and more.



Parking Utilization- Weekday (Thursday)

NOV. 14 - MIDDAY

58%
Utilized



Parking Utilization- Weekday (Thursday)

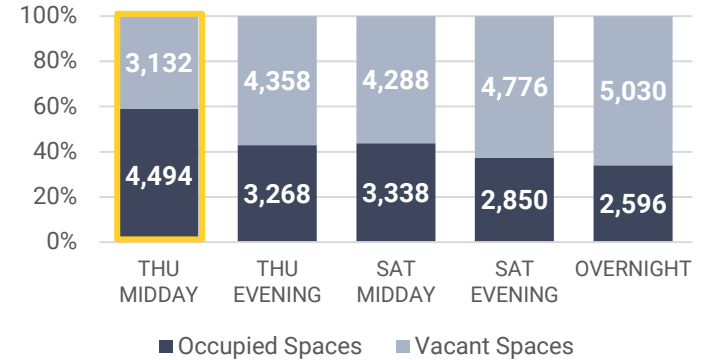
NOV. 14 - MIDDAY

KEY OBSERVATIONS

The weekday, midday time period typically reflects the highest utilization figures in a mixed-use neighborhood like Downtown Lynn. White-collar employees have arrived for their workday, lunch spots are open and attracting patrons, and everyday errands are being run by residents and out-of-town visitors. Although Downtown residents with vehicles may have used them to get to a workplace out of the study area, other cars may continue to be present if residents are working from home, have commuted by another means, or work shifts outside of a conventional 9-to-5.

- Many blocks of on-street parking are at or approaching capacity, including along Central Avenue, Pleasant Street, Tremont Street, Munroe Street, and Mount Vernon Street.
- Outlying, residential neighborhoods feature on-street parking capacity.
- City-owned lots are at about 70% utilized, with the City Hall, Andrew Street, Buffum Street, and Ellis Street lots being at or close to optimal utilization.
- Some private off-street lots, such as those in the vicinity of Market Street, Tremont Street, and State Street, are well-utilized.
- On-street paid spaces are less utilized compared to the paid spaces, near City Hall, along Central Ave and Liberty Street

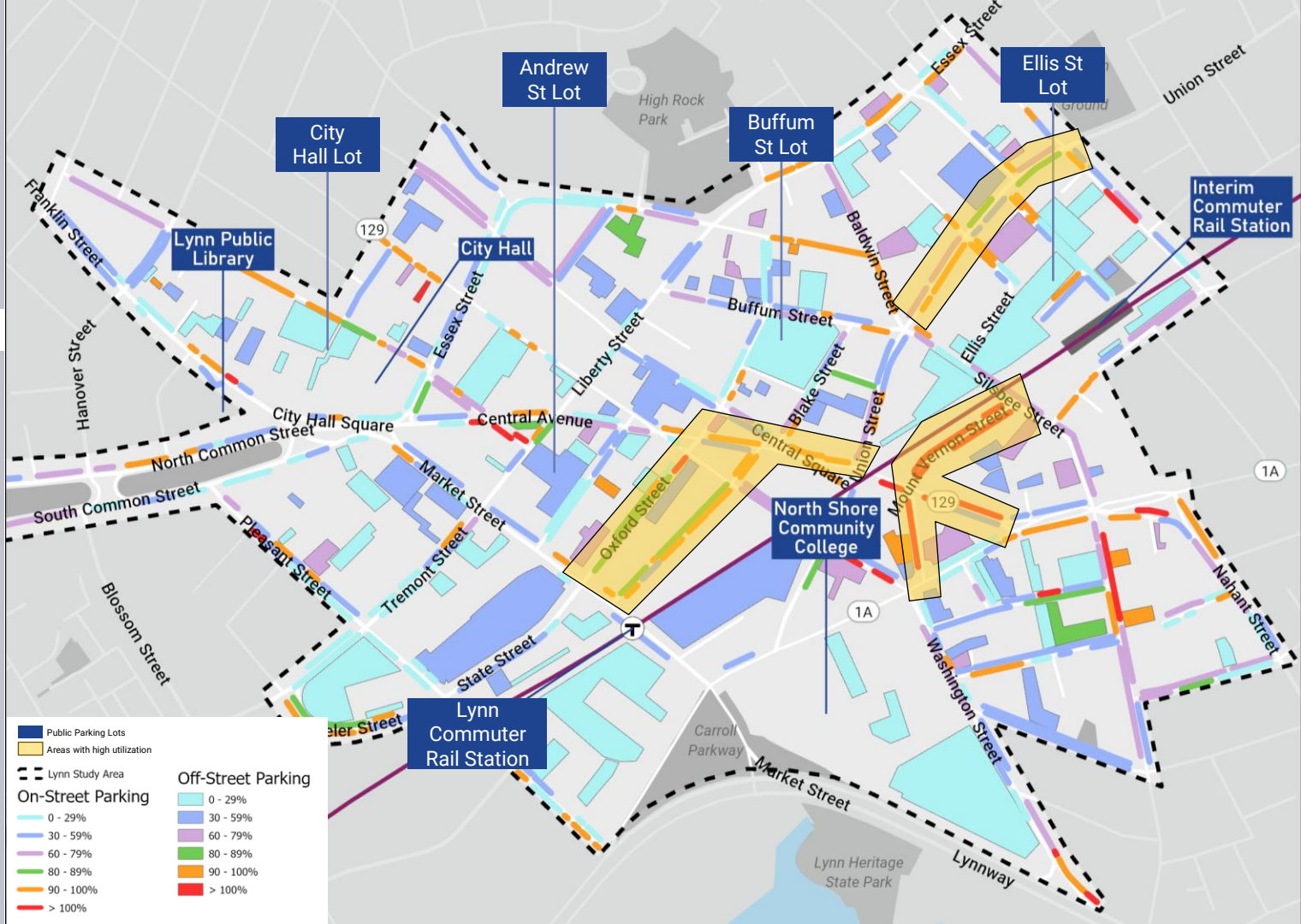
Overall Inventory (7,626)



Parking Utilization- Weekday (Thursday)

NOV. 14 - EVENING

42%
Utilized



Parking Utilization- Weekday (Thursday)

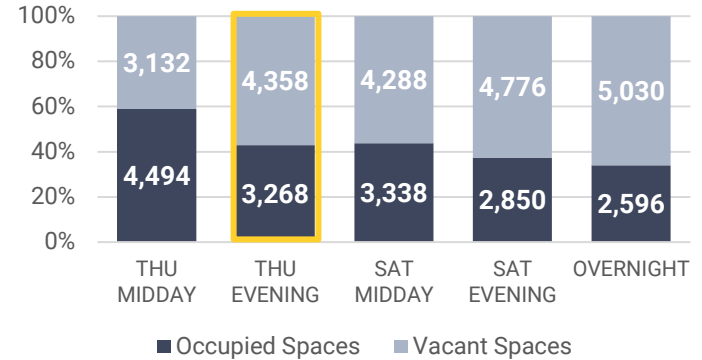
NOV. 14 - EVENING

KEY OBSERVATIONS

During the early evening on weekdays, utilization levels have typically dropped from midday levels as Downtown employees have returned home. Residential utilization has begun to rise as commuters return home, although it is typically not until later in the evening that utilization for residential buildings peaks. Restaurants catering to dinner crowds are bustling and parking near these businesses may be limited.

- Although on-street occupancy has lessened, there continue to be pockets of high utilization in the vicinity of Munroe Street, Mount Vernon Street, and Sutton Street.
- On-street utilization in outlying residential areas (like Essex Street near Baldwin Street, Johnson Street, and Newhall Street) are high.
- Surface off-street lots have considerably emptied, particularly public lots.
- Similar to midday, on-street paid spaces are less utilized compared to the paid spaces, near City Hall, along Oxford Street, State Street, Union Street and Mount Vernon Street

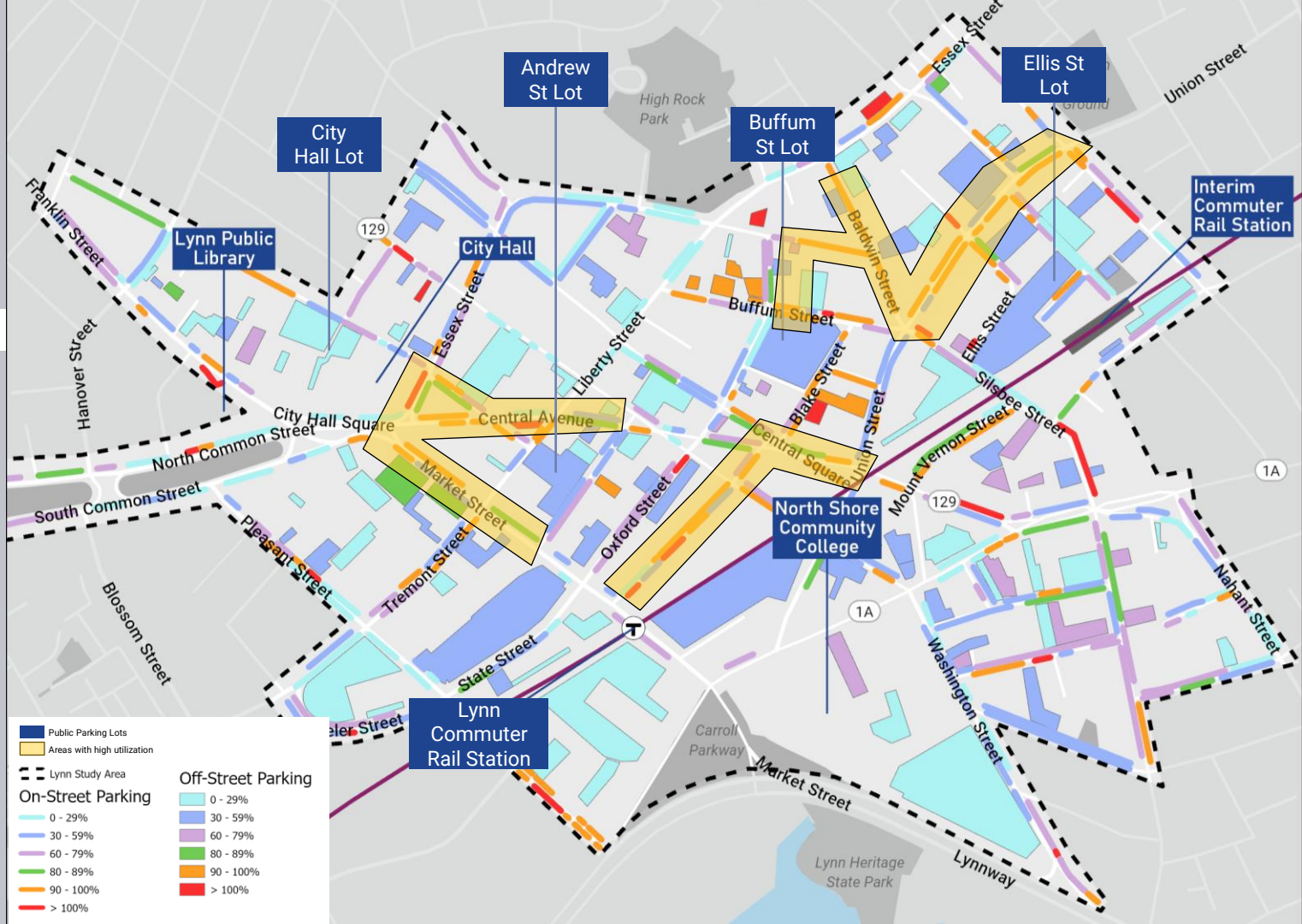
Overall Inventory (7,626)



Parking Utilization- Weekend (Saturday)

NOV. 16 - MIDDAY

40%
Utilized



Parking Utilization- Weekend (Saturday)

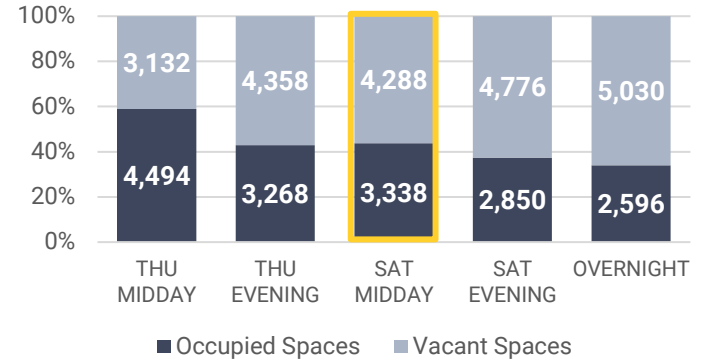
NOV. 16 - MIDDAY

KEY OBSERVATIONS

On weekends, parking occupancy totals are generally lower than on weekdays. They can also be highly-variable; events in Downtown Lynn, weather, and time of the year can affect activity levels in a Downtown areas.

- All off-street, public parking facilities have excess capacity, with the exception of the Union Street Lot.
- Pockets of high utilization persist throughout Downtown, but parking is often available within a block or two of most locations.
- Munroe Street, as in weekday time periods, continues to be highly utilized.

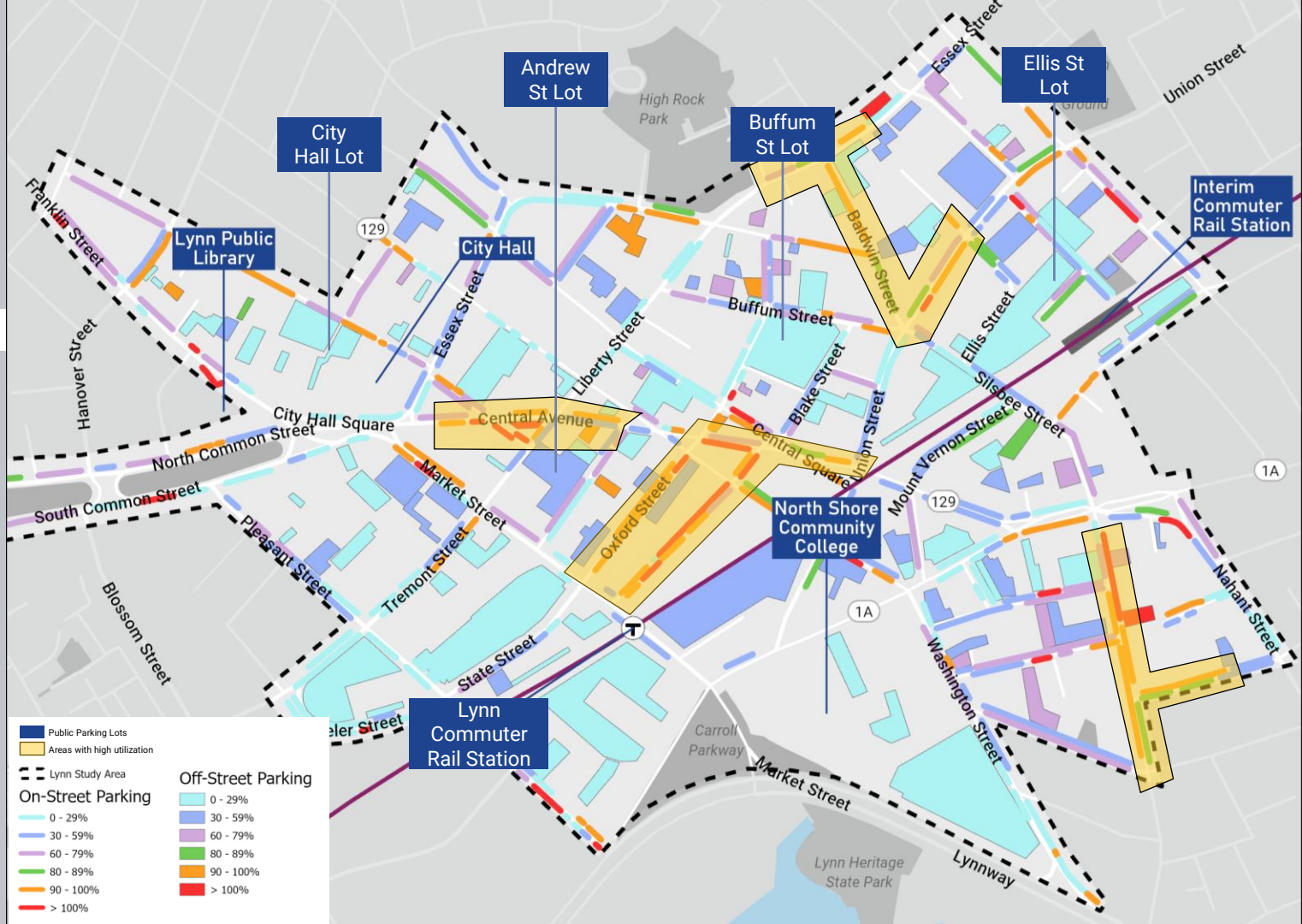
Overall Inventory (7,626)



Parking Utilization- Weekend (Saturday)

NOV. 16 - EVENING

39%
Utilized



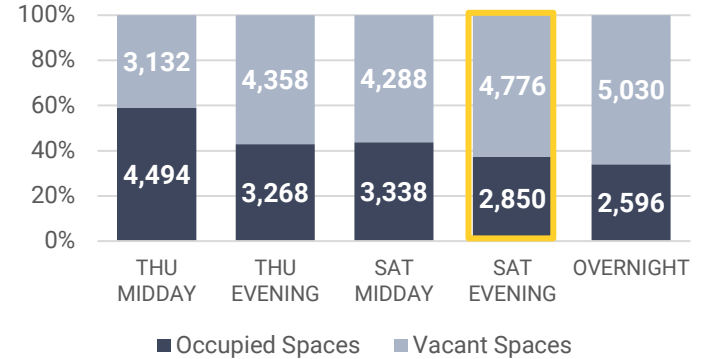
Parking Utilization- Weekend (Saturday)

NOV. 16 - EVENING

KEY OBSERVATIONS

- There are concentrated areas in Downtown, such as around Oxford Street and Munroe Street and along Central Avenue, with high observations of on-street parking occupancy.
- Several off-street lots are nearly or completely empty during the weekend evening period, including many public lots.
- Outlying residential neighborhoods have pockets of high on-street parking utilization.

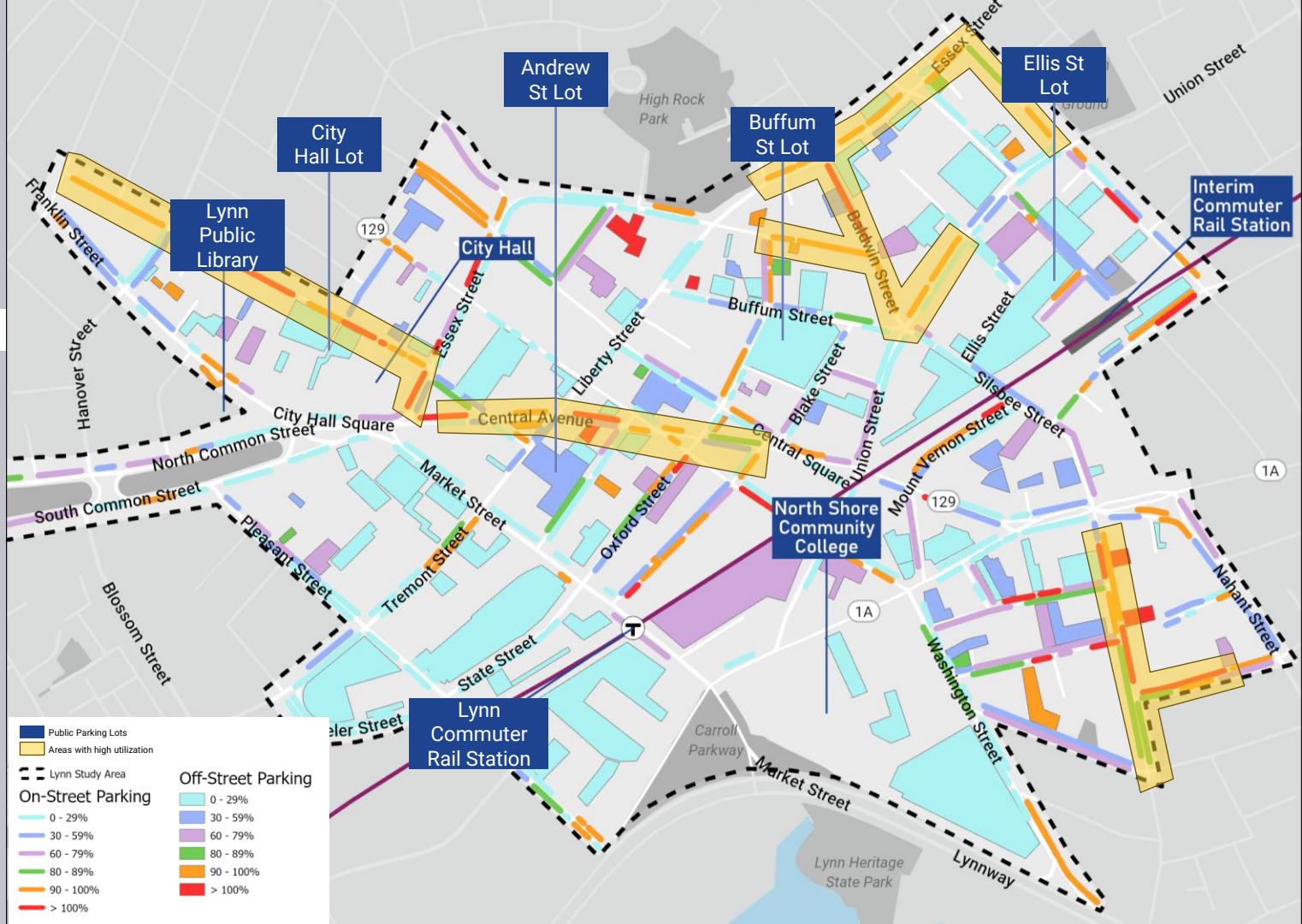
Overall Inventory (7,626)



Parking Utilization- Overnight (Monday)

DEC. 4

32%
Utilized



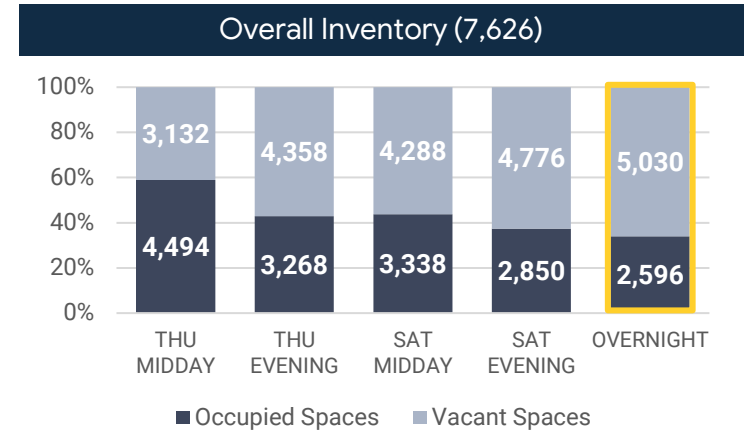
Parking Utilization- Weekday (Monday)

DEC 4.- OVERNIGHT

KEY OBSERVATIONS

Late night or overnight hours often reflect residential uses at its peak demand or most nearly every use at its lowest demand. In Downtown Lynn this dynamic is affected by restaurants and other uses which continue to attract patrons late in the evening. However, a unique factor in Downtown Lynn is the presence of street sweeping between Monday and Friday in mornings between 4:00 AM and 8:00 AM. Street sweeping generally alternates between odd and even addresses on streets, leading to imbalances where one side of the street may be close to full utilization while the opposite side features little to no vehicles.

- There continue to be pockets of high utilization in Downtown, such as on Central Avenue and Washington Street where street sweeping restrictions are not in effect.
- Utilization in outlying residential neighborhoods is at its highest level.
- Public and many private off-street lots feature excess capacity.
- The MBTA Garage is at its highest occupancy level (a little over 60%) during the late night time period.



Parking Utilization- Observations



Drivers often create their own spaces due to narrow streets and unstriped spaces, the unavailability of nearby spaces when making short-term visits, or other factors.



Convenient (walkable) off-street facilities demonstrate some availability during both the daytime and evening while on-street spaces are often full.



Parking Utilization- Analysis

ON-STREET PARKING

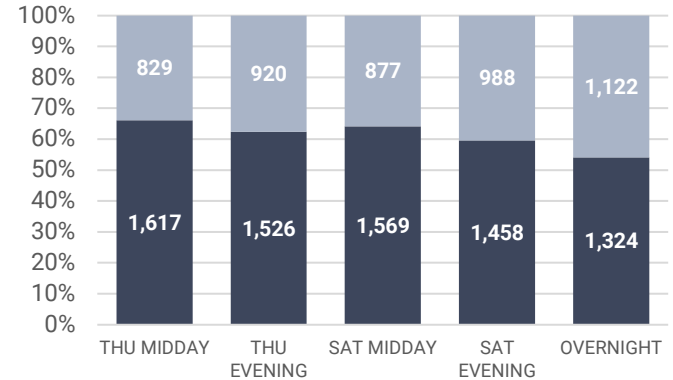
On-street parking is fairly well-utilized in Downtown Lynn, with a peak of 66% utilization during the weekday midday period and a low of 54% utilization during the weekday late night period. There are nearly 2,500 on-street parking spaces in the study area.

There is a faint relationship between on-street parking utilization and nearby land uses where parking near commercial, non-retail land uses (such as offices and service providers, such as doctors and dentists) feature higher utilization during weekday midday periods with lesser utilization at other time periods. Conversely, residential neighborhoods feature higher utilization during weeknights than during weekdays.

However, Downtown Lynn’s diverse land use mix mean that **there are several locations where utilization is high during all time periods**. This is most present in the Munroe Street and Oxford Street corridors, in the vicinity of Mount Vernon Street and Exchange Street, and generally along Central Avenue.

Communities are generally well-served to use **pricing as a mechanism to manage parking utilization where demand is high; the aforementioned areas are currently subject to no pricing**. Weekday midday utilization levels for priced parking segments (339 spaces in total) is 70% and 74% for segments with one- or two-hour time restrictions only (632 spaces in total), which encompass much of the rest of Downtown outside of residential neighborhoods. .

ALL ON-STREET PARKING
(2,446 spaces)





Parking Utilization- Analysis

PUBLIC, OFF-STREET PARKING

City-owned and operated lots featured stark differences in utilization over the five data collection periods. During the weekday midday these lots are 72% utilized; in all other time periods they are only between 21% and 35% utilized. This speaks to **a system which primarily accommodates commuters.** There are no significant disparities between parking utilization in any of the public lots, although the City Hall lot is particularly underutilized during off-peak periods.

Lot	Parking Type	Capacity (Spaces)	Thursday, 12P Utilization	Thursday, 6P Utilization	Saturday, 11A Utilization	Saturday, 6P Utilization	Monday, 11P Utilization	Max. Empty Space
Buffum Street	Permit only	235	67% (78 empty spaces)	29% (167 empty spaces)	34% (156 empty spaces)	14% (201 empty spaces)	14% (203 empty spaces)	203
Ellis Street	Hourly, daily, and permit	205	80% (40 empty spaces)	26% (151 empty spaces)	32% (140 empty spaces)	17% (171 empty spaces)	25% (153 empty spaces)	171
Andrew Street	Hourly, daily, and permit	118	66% (40 empty spaces)	53% (55 empty spaces)	36% (76 empty spaces)	49% (60 empty spaces)	35% (77 empty spaces)	77
City Hall	City Hall staff only, during work hours	79	87% (10 empty spaces)	16% (66 empty spaces)	9% (72 empty spaces)	8% (73 empty spaces)	11% (70 empty spaces)	73
Union Street	Hourly and daily	37	41% (22 empty spaces)	51% (18 empty spaces)	92% (3 empty spaces)	22% (29 empty spaces)	14% (32 empty spaces)	32
Spring Street	Permit only via EDIC*	34	71% (10 empty spaces)	94% (2 empty spaces)	50% (17 empty spaces)	32% (23 empty spaces)	29% (24 empty spaces)	24
TOTAL		708	72% (200 empty spaces)	35% (459 empty spaces)	34% (464 empty spaces)	21% (557 empty spaces)	21% (559 empty spaces)	559



Parking Utilization- Analysis

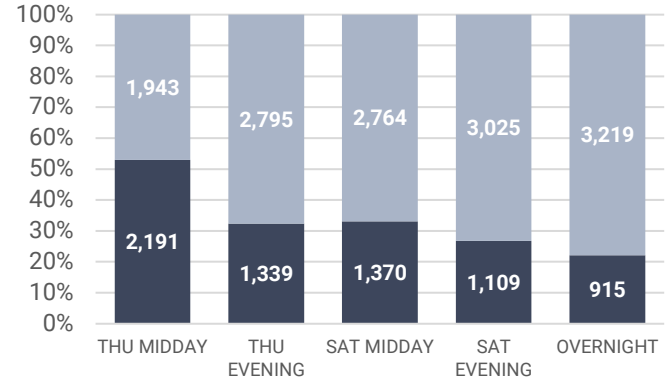
PRIVATE, OFF-STREET PARKING

The performance of private, off-street lots generally lags behind that of City-owned facilities. Peak utilization is at 53% for the weekday midday period (compared to 65% for public facilities during this period) and is as low as 23% during the weekday late night period.

Private lots are generally subject to considerable restrictions on their use. They are typically primarily reserved for the tenants of the properties they are located on; outside of time periods where tenants would use these spaces, they often sit empty. This represents an opportunity for private lot owners to monetize an under-used asset for public use, particularly in areas where on-street parking utilization is high. These opportunities may exist in the vicinity of Washington Street, Oxford Street, and Silsbee Street.

Some large, off-street private parking lots are located on the outskirts of Downtown and feature low occupancy figures throughout the course of a typical weekday and weekend. This includes a 376-space lot associated with North Shore Community College off Washington Street, a 325-space lot associated with Eastern Bank off Broad Street, and the 337-space Lynn Marketplace lot off State Street (although this lot is well-utilized during the weekday midday time period).

PRIVATE OFF-STREET PARKING (4,134 spaces)





Parking Utilization- Analysis

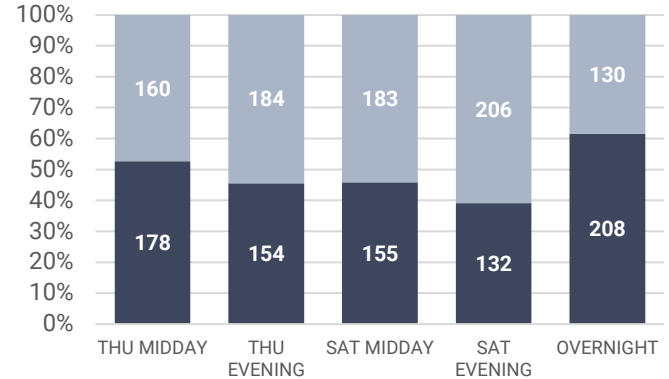
MBTA GARAGE

The MBTA Garage shows a unique utilization pattern; of its 338 accessible spaces in November and December 2023, **peak utilization of just above 60% occurred during the weekday late night hour**. The garage hovered between 40% and 60% utilization throughout the data collection period.

Given the closure of the Lynn Commuter Rail station during this period, usage patterns for the garage are bound to be disrupted over what would constitute normal operations. The data points to the primary usage of the garage being by those with parking agreements with the MBTA, including commercial fleets and residential users.

The physical state of the garage is one of disrepair, as remarked by many during a public meeting held on February 6, 2024. Although a walkway under the Commuter Rail tracks is available from Munroe Street to the facility, the tracks themselves create a barrier between the garage and many businesses in the Downtown Core.

MBTA GARAGE PARKING
(338 spaces)

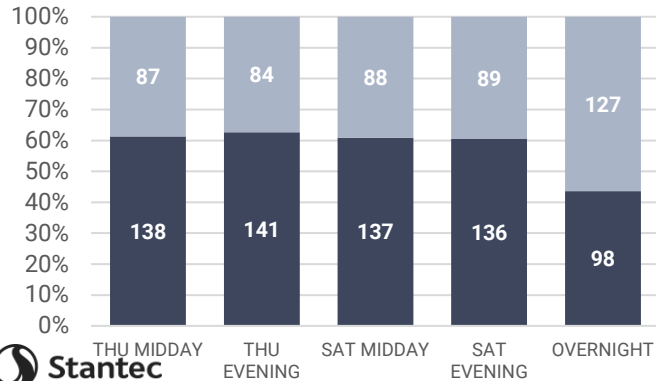


Parking Utilization- Analysis



COMMON STREET

About 60% of Common Street’s spaces are occupied during the Thursday and Saturday midday and evening periods, with lesser utilization during overnight hours. Utilization trends higher near Market Square, with lower occupancy totals along some segments of South Common Street.



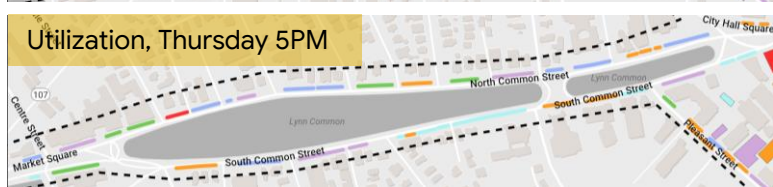
Inventory – 225 spaces



Utilization, Thursday 12PM



Utilization, Thursday 5PM



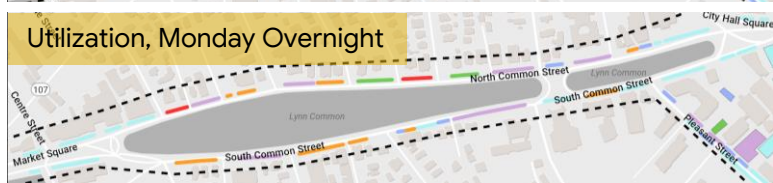
Utilization, Saturday 12PM



Utilization, Saturday 5PM



Utilization, Monday Overnight



Parking Inventory and Utilization Summary



Parking Supply

In total, the existing supply is sufficient to meet Lynn's current needs. However, it may require updates to policy or regulations to improve accessibility to spaces for different users at different areas/time periods of higher demand



Parking Utilization

On-street spaces in the core most consistently see the highest levels of utilization, indicating need to promote the use of less utilized off-street public or private facilities



Long-Term Parking

Without other appropriate options, there is little incentive for employees to not occupy prime spaces.

?AM to ?PM

Parking Regulations

The range of existing parking regulations isn't broad or complex, however signage can be made clearer and more consistent and short-term regulation signs (1 or 2-hour) may not both be necessary based on utilization levels.



Parking Sharing

Not all municipal facilities allow for use by different parties (permit holders, hourly parking, etc.) despite the presence of high demand land uses nearby



Loading Zones

Short-term spaces (both for regular visitors and loading/ deliveries are very limited in areas where they are higher in demand which perpetuates the occurrence of double parking and other challenges



Parking Inventory and Utilization Best Practices

The following reflects best practices to be explored further in the Recommendations section.

STRIPED PARKING

- Striping off-street parking spaces to ensure the inventory is defined and being used efficiently

SHARED PARKING

- Developing and sharing a policy with private landowners to incentivize participation in sharing parking supply in locations with higher demand pressure

CONSISTENT REGULATION SIGNAGE

- Ensuring regulation signs include complete information about period/day of regulation and that all signs associated with a regulation are the same

UTILIZATION

- Setting policy to achieve a utilization target of approximately 85% (on-street) or 90% (off-street), regardless of ownership (public or private)

EV PARKING

- Identifying how EV sales in Lynn compare with other vehicle registrations, and identifying a target number of spaces for inclusion in public parking upgrade efforts or future development

04

Land Use + Development



Lynn's current and anticipated development trajectory



Land Use + Development

ZONING REQUIREMENTS

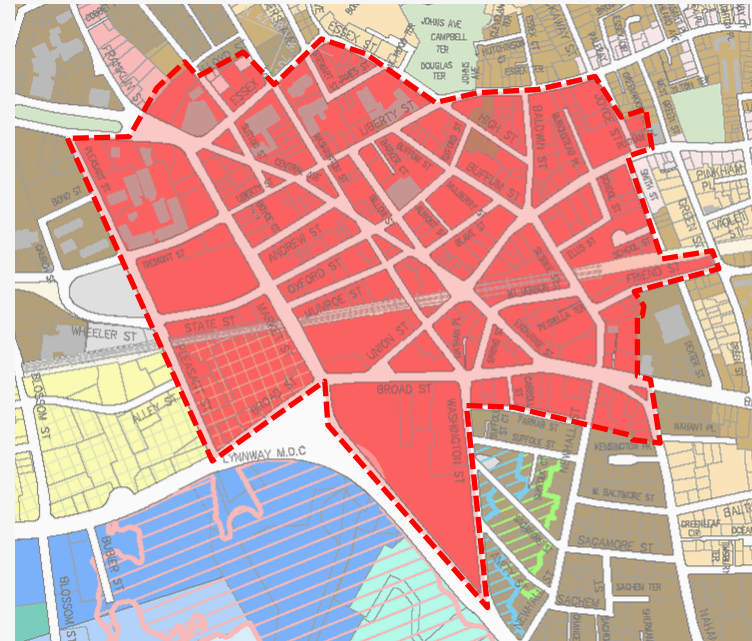
The City does not presently require off-street parking facilities to be provided in the Central Business District for most instances, represented by the area in red in the map to the right. Other features of the Zoning Ordinance in the CBD include:

- Multi-family apartment buildings may have parking facilities provided on lots within two hundred (200) feet of the building to be served.
- Off-street parking facilities must be provided on the same lot as the building to be served.
- Off-street parking shall be under the same ownership or control (long term lease agreement, easement or covenant) as the building(s) which they serve.

These characteristics position Downtown Lynn as a unique exception in Greater Boston; almost all other communities retain some off-street parking requirements for nearly all possible land uses in their downtowns.

Land Use	CBD Off-Street Parking Requirement
Residential	No requirement unless unit has three (3) or more bedrooms, in which case one (1) off-street space is required per bedroom.
All Others	No requirement

Lynn’s lack of parking requirements in the CBD mirrors best practices that are encouraging developers to support multimodal travel and a shifting trend towards car-free urban lifestyles. This includes sharing of existing parking resources which Lynn has an ample supply of.



Source: Lynn Zoning Map

Other Communities without CBD Parking Requirements	Cambridge, Greenfield, Seabrook NH, Dover NH, Hudson NY, Hartford CT, Burlington VT
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Land Use + Development

ONGOING DEVELOPMENT ACTIVITY

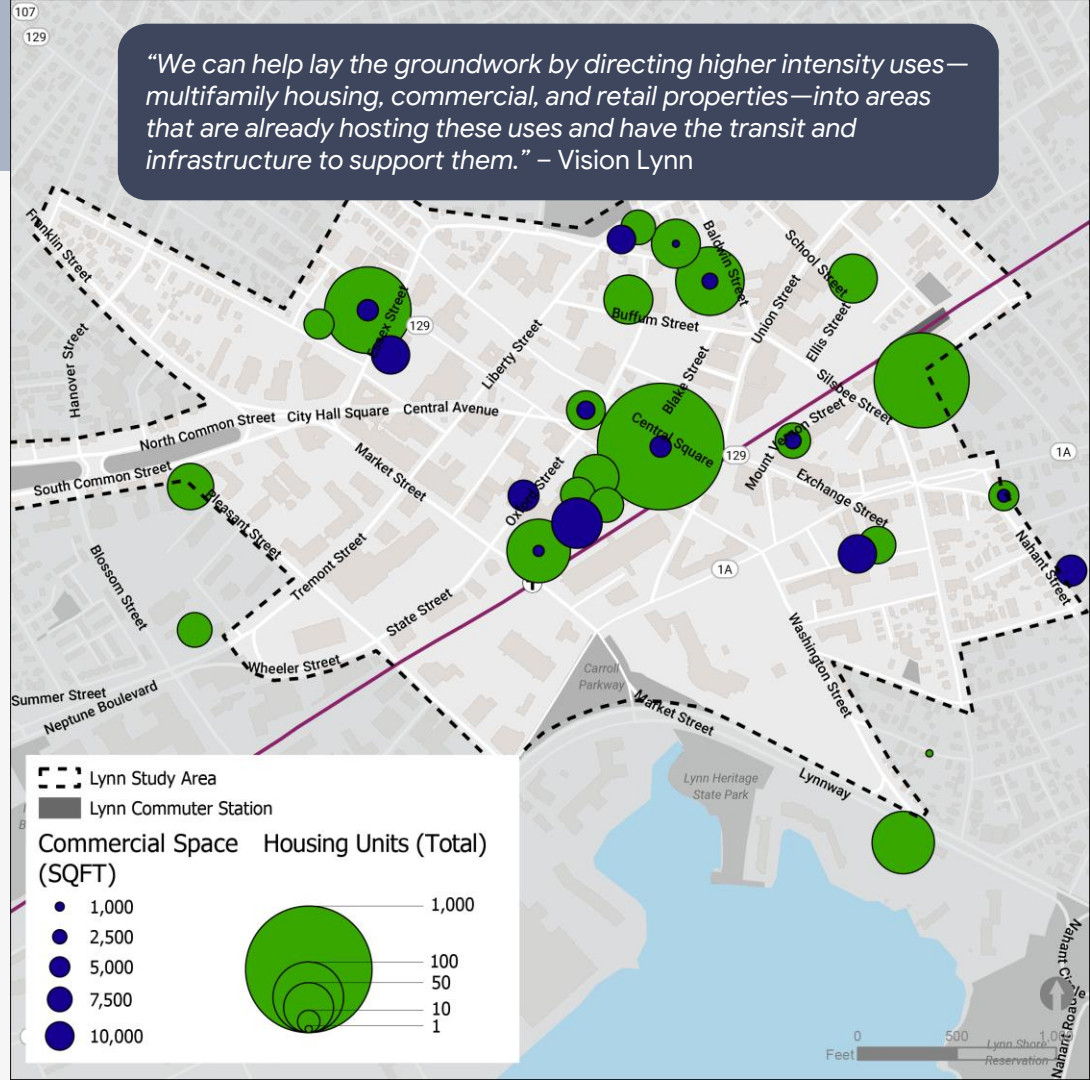
The Lynn Economic Development & Industrial Corporation (EDIC), the City’s development bank and de facto economic development arm, has indicated that parking minimums in Downtown were removed in 2003 to spur development in Downtown.

This effort has been by and large successful; the share of Downtown residents and employees has steadily grown since this date.

The City currently has 1,268 new housing units in its downtown development pipeline; if each of these come online, it would represent a housing unit growth of approximately 34% in Downtown Lynn.

Development Type	Number of Projects	Housing Units	Commercial Space (SF)
Permitting	4	221	4,600
Pre-Development	10	752	53,537
Under Construction	7	295	56,213
Total	21	1,268	114,350

Source: Lynn Community Planning Department, August 2024



Land Use + Development

LAND USE OVERVIEW

An analysis of the existing parking supply's ability to accommodate future development for Downtown Lynn was carried out using a customized shared parking demand model.

This section covers the inputs to this model and its findings when new development is projected for Downtown.

Based on the needs of the City, there were two focus areas that were created for this exercise (shown to the right). The areas are meant to encompass areas with dense presence of businesses, retail, and restaurant uses as well as residential zones.



Land Use + Development

LAND USE OVERVIEW

A core component of this analysis is an understanding of the land uses present in the community. Parcel-level land use data (table on right) from MassGIS was validated using the assessors database received from the City. Wherever inconsistent, data was further verified using online research, and “windshield” surveys on Google Maps.

Development Projects Under Construction in Downtown Lynn

Model Land Use	Study Area	Core Retail
Residential (DUs)	1,268	566
Office (SQFT)*	57,175	22,884
Retail(SQFT)*	57,175	22,884

*Future commercial square footage assumed to be evenly split between office and retail.



Land Use	Existing Condition		Future Condition	
	Overall	Core Retail	Overall	Core Retail
Services (Auto Shops)	55,199	0	55,199	0
Warehouse	133,252	0	133,252	0
Apartment – Low Rise	1,874	405	2,508	688
Apartment – Mid Rise	1,874	405	2,508	688
Manufacturing	104,665	28,300	104,665	28,300
Retail	453,184	36,854	510,359	59,738
College	174,401	0	174,401	0
Medical Office	128,769	9,556	128,769	9,556
Office	673,011	62,839	730,186	85,723
Hospital	145,932	86,180	145,932	86,180
Restaurants	79,642	11,543	79,642	11,543
Church	112,874	12,416	112,874	12,416
Bank	45,341	0	45,341	0
Community Center	116,396	19,549	116,396	19,549
Museum	19,665	15,545	19,665	15,545
School	158,341	0	158,341	0
Senior Living Apartments	231	0	231	0
Adult Day Care Center	24,194	0	24,194	0
Govt. Office	224,753	0	224,753	0
Pharmacy	16,997	0	16,997	0
Utility	53,374	0	53,374	0
Funeral Home	6,698	0	6,698	0
Commuter Station	11,448	0	11,448	0



Land Use + Development

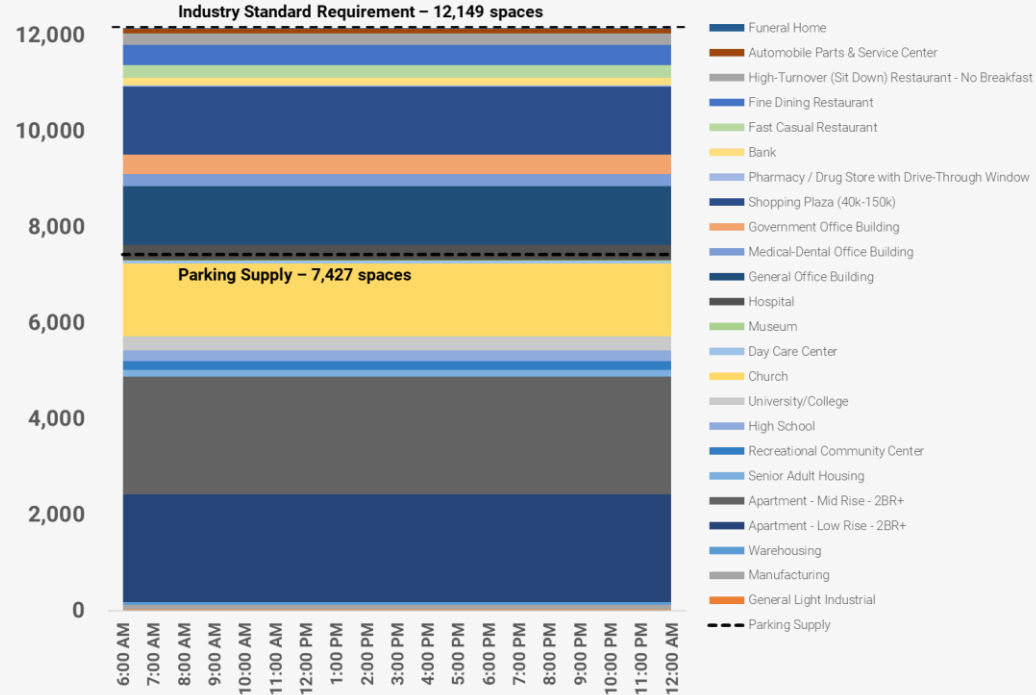
FOCUS AREA: OVERALL STUDY AREA

Estimating parking demand

A typical approach to estimating parking demand assumes that each land use in a downtown needs its own supply of parking and thus simply adds together the amount of parking demand “required” for each use to estimate demand.

This level of analysis assumes that demand for each land use is constant throughout the day and that the parking supply for each parcel is at a quantity needed to accommodate its highest demand.

This type of analysis would point to nearly 5,000 more parking spaces needed in Downtown Lynn than is currently supplied.





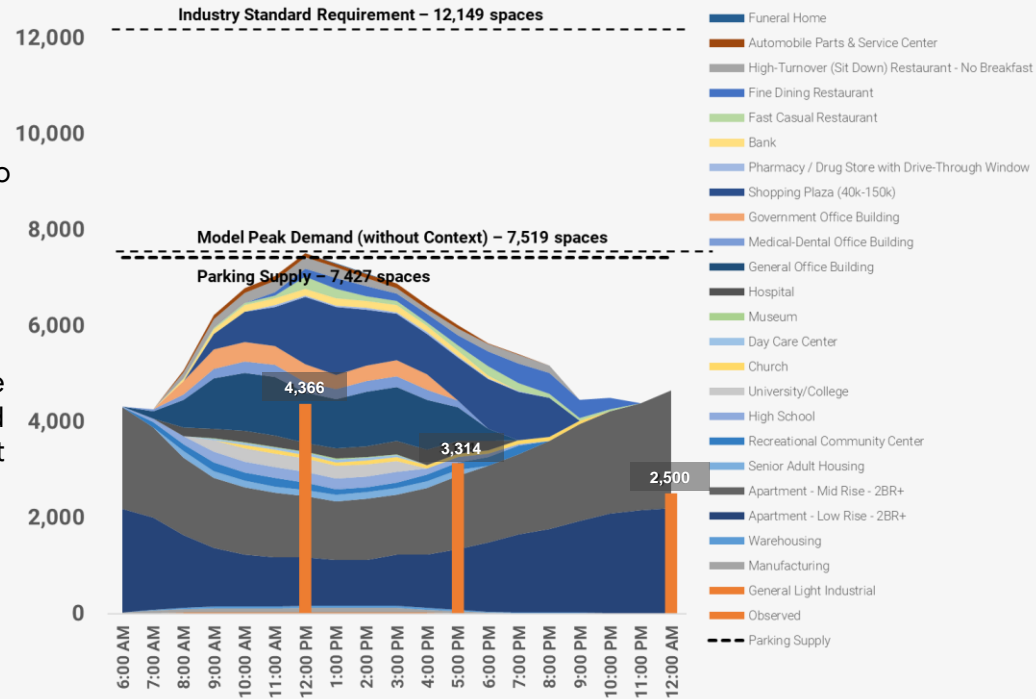
Land Use + Development

FOCUS AREA: OVERALL STUDY AREA

Parking Demand without Context

An analysis applicable to a mixed-use environment will more accurately reflect demand patterns that vary by use throughout the day. The Urban Land Institute (ULI) publishes the Shared Parking Manual, which provides a methodology to estimate real parking demand over the course of a day in mixed-use areas like Downtown Lynn.

The Shared Parking Manual was referenced to create a model to demonstrate how parking can be shared among different uses. For example, demand at an office is low in the middle of the night, hits its peak in the middle of the day, and drops off again in the early evening. Conversely, a restaurant may have little to no demand during the day but peaks in the late afternoon or evening. Modeling parking demand of these land uses applies a time-of-day percentage to the peak parking demand rates to create a more realistic estimate of demand in mixed-use environments like Downtown Lynn, as demonstrated in the figure to the right.



Shared-use demand based on ULI Shared Parking and ITE Parking Generation models.

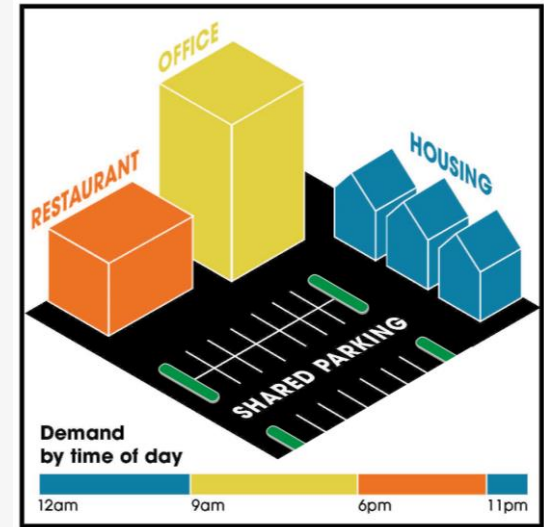
Land Use + Development

FOCUS AREA: OVERALL STUDY AREA

Existing Parking Demand with Context

Parking demand is further reduced in downtown environments because retail, commercial, office, and residential uses are closer together and more walkable. Users that opt to walk within the core area to get from one destination to another (without moving and parking their vehicle a second time) are considered “internally captured.” Depending on the use, this can reduce total parking demand from stand-alone uses by at least 15%. In addition, the walkable focus area may have trips from outside that don’t need a car at all, so additional reductions can be taken for some users who walk, bike or ride transit. Finally, certain vacancy assumptions for housing, office, retail, and restaurant uses were also incorporated into the model.

Census and American Community Survey datasets were used to look at vehicle ownership and mode shares for the study area. Along with this data and the observed field counts, context reductions were calibrated to validate the model. Using the ULI methodology together with these local context reductions applied to parking demand rates from the Institute of Transportation Engineers (ITE) Parking Generation Manual, parking demand was modeled in the focus area. A peak demand of 4,733 spaces was identified.



The general principle of shared parking is that multiple uses can share one facility with demand for each occurring at different times of the day



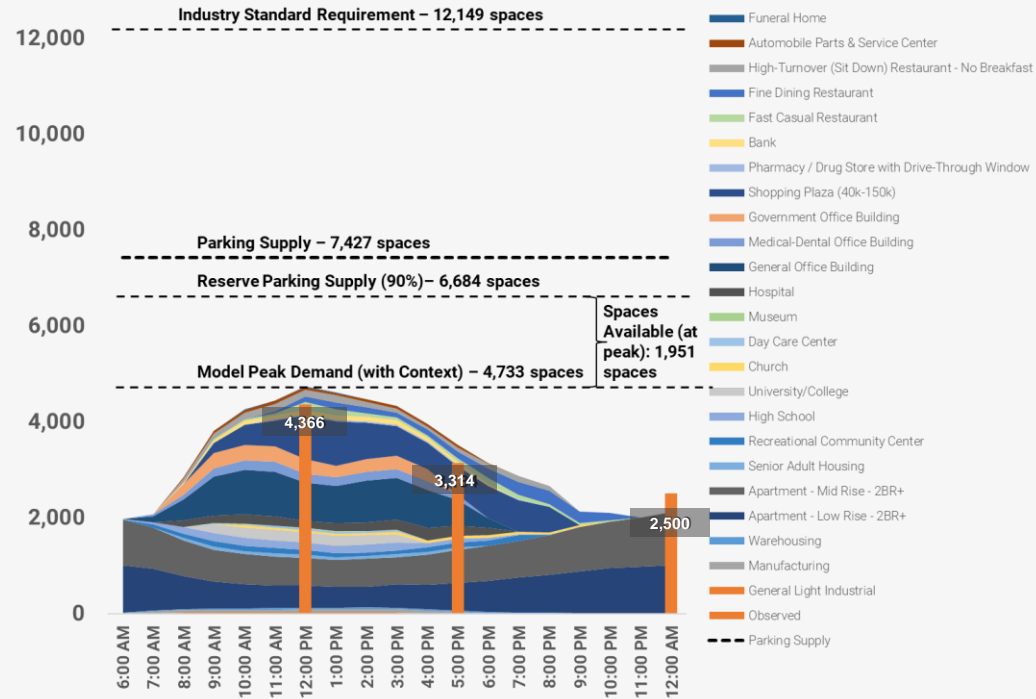
Land Use + Development

FOCUS AREA: OVERALL STUDY AREA

Existing Parking Demand with Context

Parking utilization counts captured for the study were used to calibrate the model, resulting in a model that is based off observed demand. The modeled peak demand falls above the study's observations to provide a conservative estimate of the amount of parking needed for existing land uses in the study area.

The results of this exercise point to the existing parking supply in the focus area being approximately 1,950 spaces above the capacity needed at the midday peak when holding 10% of this supply in reserve. It is important to note that not all this parking is appropriate for all users based on distance, regulations, accessibility for different types of users or currently regulated appropriately to support additional development.





Land Use + Development

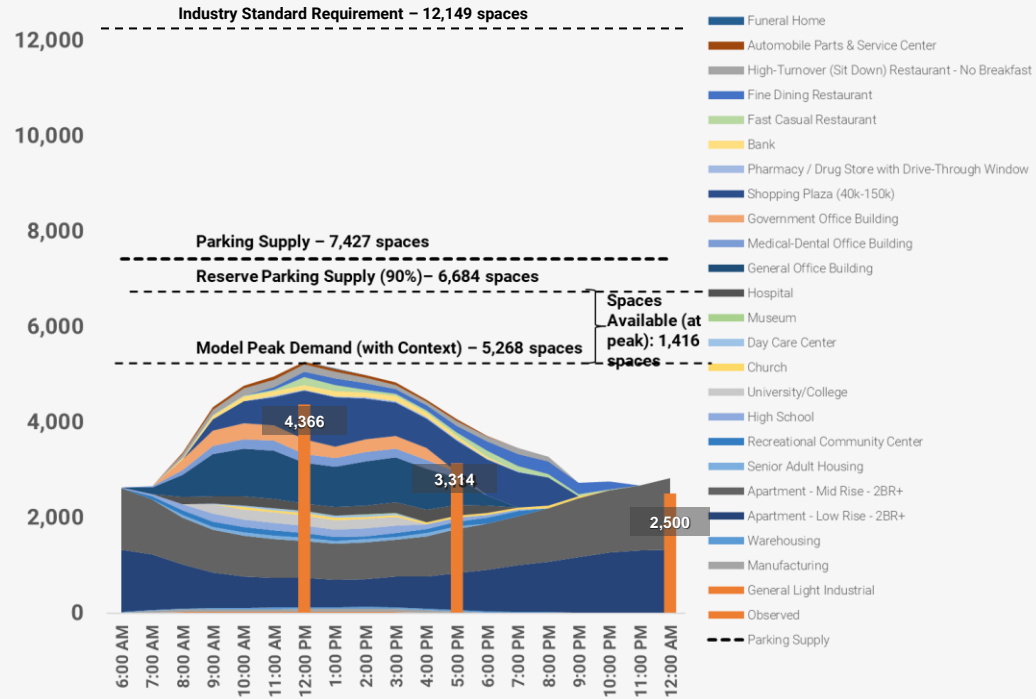
FOCUS AREA: OVERALL STUDY AREA

Future Parking Demand with Context

Based on the future development growth in Downtown Lynn, there will be an addition of 1,268 housing units and about 114,350 square feet of commercial uses.

Assuming there is no additional parking introduced in the system, the results of this exercise point to an increase in parking demand of about 535 spaces. Even then, the existing parking supply continues to exceed the modeled peak by approximately 1,400 spaces when holding 10% of the supply in reserve.

This means that there is ample existing parking supply across the Downtown Lynn study area to accommodate future planned and projected future development, without providing new parking inventory. However, obstacles such as parking regulations, distance, walking quality, and safety can mean many of these spaces are not considered viable parking options based on one's destination.





Land Use + Development

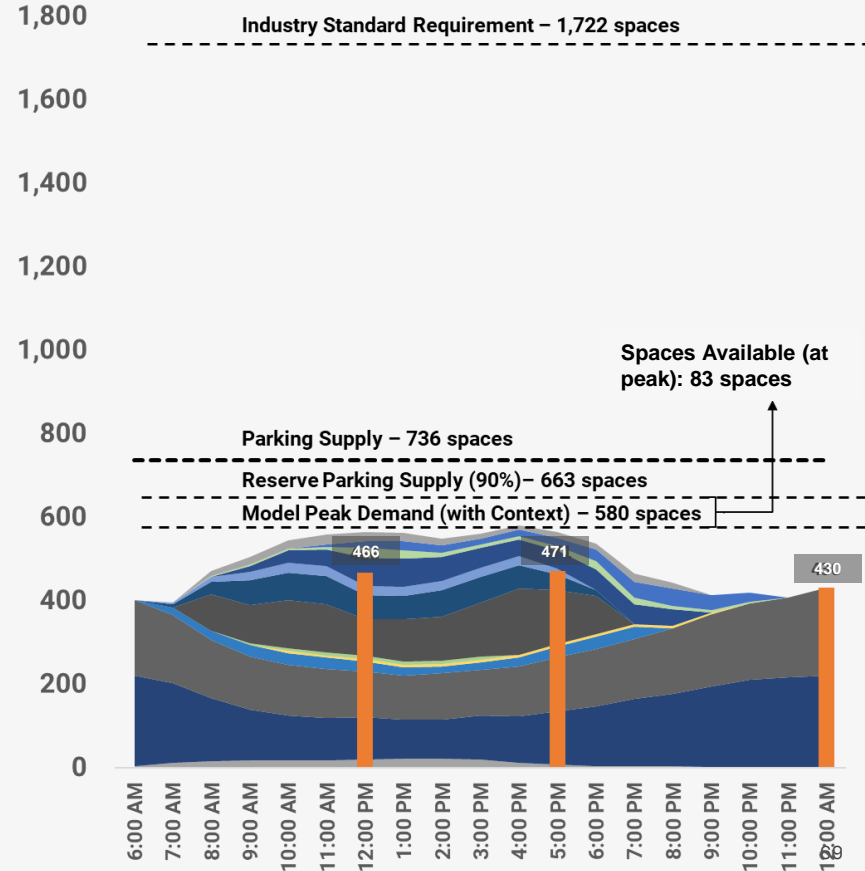
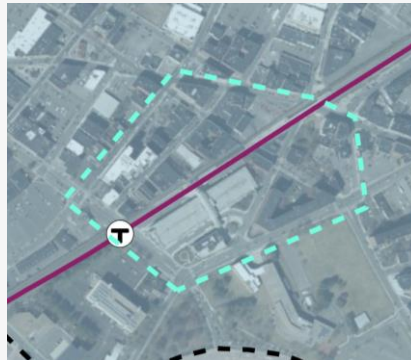
FOCUS AREA: CORE RETAIL

Existing Parking Demand with Context

Core Retail area focuses on the Downtown commercial district and includes the nearby residential apartments.

The results of this exercise point to the existing parking supply in the focus area being approximately 172 spaces larger than the need at the midday peak, although approximately 10% of this supply should be held in reserve. This equates to 85% of parking spaces in the Study Area being in use. When running the future scenarios, it is to be noted that there are about 65 spaces that are available even at peak hours during the day.

- High-Turnover (Sit Down) Restaurant - No Breakfast
- Fine Dining Restaurant
- Fast Casual Restaurant
- Shopping Plaza (40k-150k)
- Medical-Dental Office Building
- General Office Building
- Hospital
- Museum
- Church
- Recreational Community Center
- Apartment - Mid Rise - 2BR+
- Apartment - Low Rise - 2BR+
- Manufacturing
- Observed
- Parking Supply





Land Use + Development

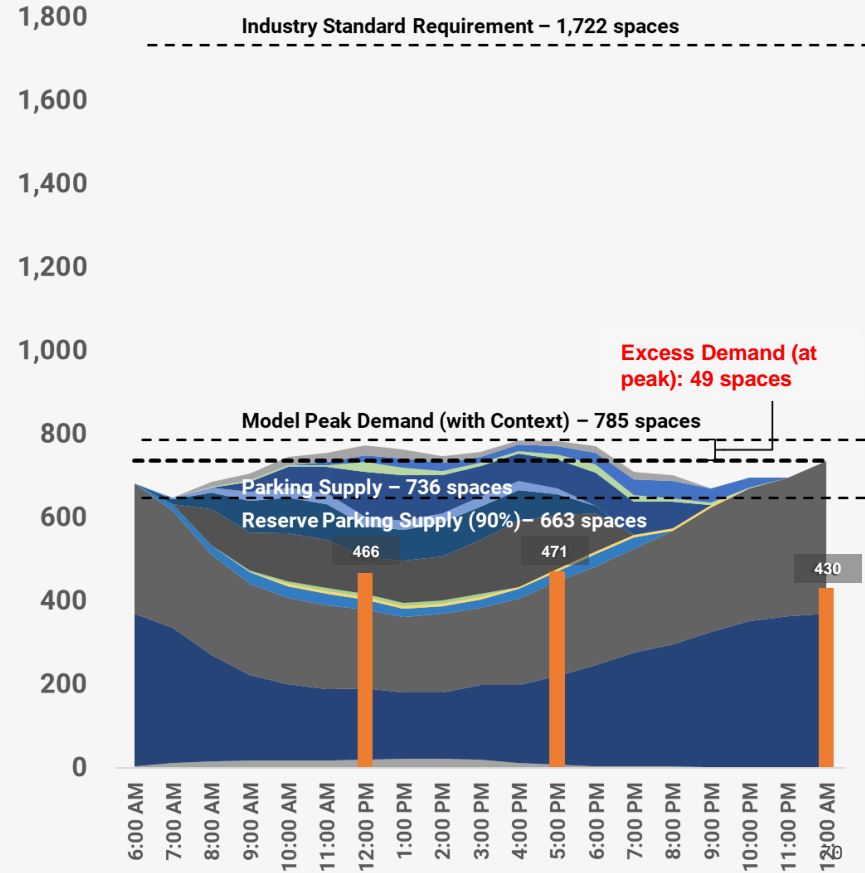
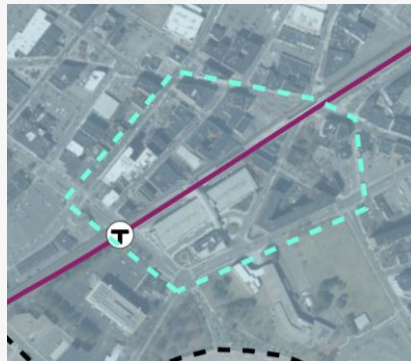
FOCUS AREA: CORE RETAIL

Future Parking Demand with Context

Based on the future development growth in the Core Retail focus area, there will be an addition of 566 housing units and about 45,768 square feet of commercial use space.

The results of this exercise point to the modeled future demand in the Core Retail area being higher than the existing parking supply. This area will be further restrained should the MBTA Garage be closed. However, large parking supplies just outside of this study area are not included in this analysis that could accommodate future development. Additionally, potential new off-street parking associated with these projects is not incorporated.

- High-Turnover (Sit Down) Restaurant - No Breakfast
- Fine Dining Restaurant
- Fast Casual Restaurant
- Shopping Plaza (40k-150k)
- Medical-Dental Office Building
- General Office Building
- Hospital
- Museum
- Church
- Recreational Community Center
- Apartment - Mid Rise - 2BR+
- Apartment - Low Rise - 2BR+
- Manufacturing
- Observed
- Parking Supply





Land Use and Development Summary



Zoning

Downtown Lynn does not require off-street parking for most land uses, unique for downtowns in Massachusetts.



Land Uses

A diverse mix of uses in Downtown Lynn at a walkable scale helps cap overall demand for parking.



Development

Over 1,250 housing units are currently in the development pipeline for Downtown, representing growth in total units by 34%.



Future Demand

Across Downtown, there is ample parking supply to accommodate future growth.

In specific areas where development is most intense, users may need to park and walk a few minutes to/from their destination given constrained immediate supply.



Land Use and Development Best Practices

The following reflects best practices to be explored further in the Recommendations section.

DEVELOPMENT INCENTIVES

- Incentivize developers to integrate amenities that support walking and biking when parking isn't provided

SHARED PARKING

- As development and density intensifies, identify whether shared parking opportunities are present where unused supply can be leased to other developments.
- Open municipal lots for more overnight parking by residents.

SYSTEM MAINTENANCE

- Promote a greater sense of security (e.g. lighting, sidewalk improvements) to increase the distance motorists would be willing to walk from parking to their destination.
- Reduce the frequency of street sweeping to allow for more overnight parking on Downtown Streets on more days of the week.

05



Parking Experience

How visitors interact with the parking system

Parking Experience

USER EXPERIENCE

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

Components of the user experience include things such as:

- How easy it is to pay for parking, and the range of payment options available to accommodate the needs of different types of visitors
- How reliable payment options are to provide for a seamless visit every time
- The availability and clarity of information about the “rules” of parking and how enforcement works
- For residents, the ease of the process for securing a parking permit for their particular needs
- The comfort and perceived safety of parking facilities (i.e., cleanliness, lighting, maintenance)

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

This study investigated how parking is managed and how a visitor experiences parking to better understand opportunities for improving efficiencies.



Paid Parking

PAYMENT OPTIONS

Providing payment options is an important way to improve the experience of parking for a wider range of users. How and where parking technologies are located can have an impact on how parking is utilized. The data associated with these options can be very useful for the City to understand how best to use paid parking to ensure sufficient parking is available to meet demand in an efficient manner.

Lynn provides multiple payment options for parking. The study team conducted an inventory of the location of all parking meters and parking kiosks. Almost all of the parking meters, and all but five of the parking kiosks are located north of Central Avenue, with the densest area of paid, on-street parking located within a few blocks of City **It is notable that paid, on-street parking does not occur in the center of the downtown core, as well as near the Commuter Rail Station.** Signs and stickers (on meters) are also posted throughout paid parking areas advertising the PayByPhone smartphone app as a payment option.

Street parking costs \$1 per hour; the PayByPhone app incurs an additional \$0.29 fee with each transaction.

Parking Facility	Hourly Rate
On-Street Parking (Public, Metered or Kiosk)	\$1
Off-Street Parking (Public, Metered or Kiosk)	\$1
MBTA Garage	\$1



Meters and kiosks in the vicinity of paid parking spaces. Most meter and kiosk locations include information on accessing the PayByPhone smartphone app for payment.

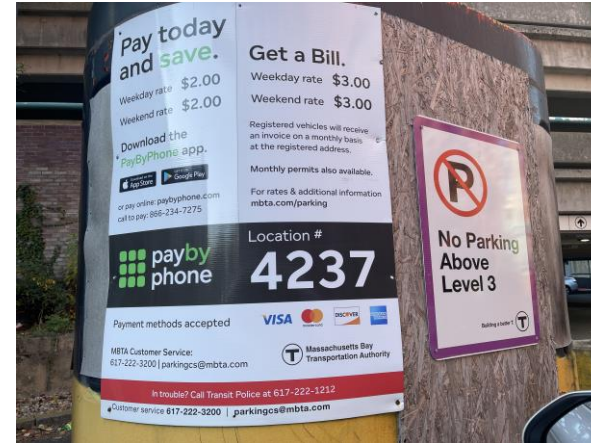


Paid Parking

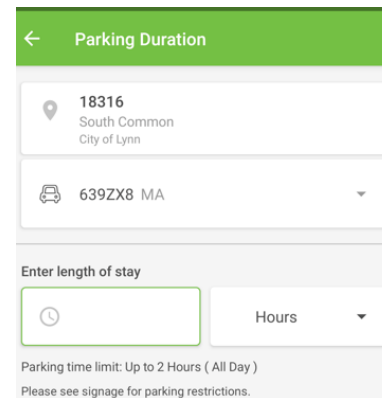
PAYMENT OPTIONS

Observations and community feedback regarding the process of paying for street parking include:

- Kiosk locations are not always obvious for motorists. Business owners have noted they are unable to cite where the most convenient kiosk location is located for confused customers.
- Some meters are out of order. The Parking Department has noted that all obsolete meters are in the process of being replaced.
- The process for payment should be legible for non-native English speakers. The City is currently working towards installing signage in Spanish.
- The City has noted that providing options (meters or kiosks) for users who don't own smartphones or lack credit or debit cards is important to retain moving forward.



The MBTA utilizes the PayByPhone app to process all payments, creating consistency with the City's use of the app.



The PayByPhone interface. Users do not need to create an account with the company to pay for a parking session.

Parking Experience



PARKING FACILITY DESIGN AND CONDITION

The design and condition of parking facilities can impact whether they are used by a visitor or perceived as appropriate to meet their needs. Parking lot design should follow the same goals of the broader urban landscape of providing safety, comfort, and appropriate amenities (e.g., waste bins, signage providing information about destinations) to elevate infrastructure from being purely functional. This includes screening street-fronting parking, integrating landscaping through a street/sidewalk buffer or through the landscaped medians within the facility, installing a sufficient level of lighting to provide a sense of security in the evening, and other techniques. For on-street parking, spaces should be clearly striped and sidewalk maintenance prioritized to improve safe access to and from spaces.

Currently, Lynn’s public parking lots lack appropriate screening from the street or integrated landscaping to reduce the visual and environmental impact of “asphalt landscapes.” Lots feature either wire fence boundaries or no screening, and limited to no landscaped elements. No pedestrian paths are defined, which requires some visitors to walk longer distances without buffer from vehicles. Lighting is generally lacking inside the lots, particularly in cases like Union Street Lot which is surrounded by windowless rear walls of properties, Buffum Street Lot, a larger facility that is adjacent to services for homeless visitors, or Ellis Street Lot, which backs onto the railroad.

Despite these conditions, off-street parking requirements within the City’s Zoning Ordinance regarding lighting, landscaping, and screening, generally demonstrate best practice.



Instances of needed maintenance that would improve access to/from parking.



The design and appearance of the Buffum Street Lot is generally unwelcoming.



Paid Parking

PERMITTING

In January 2024, the Parking Department shifted to a digital permitting system. Permit prices are as follows:

- **Day Permit (7:00 AM to 6:00 PM)**- \$50/monthly
- **Night Permit (6:00 PM to 7:00 AM)** - \$50/monthly
- **24-Hour Permit** - \$100/monthly

Permits are only allowed in the Andrew Lot, Buffum Lot, and Ellis Lot. 24-Hour permits are not available in the Ellis Lot.

On a per-hour basis, assuming parking for eight hours each day and 20 days each month, the cost of parking in one of these lots with a Day Permit is \$0.31 per hour. This compares favorably to on-street parking, which is \$1 per hour (although not distributed throughout Downtown), reflecting greater desirability for front-door access to businesses and other properties.

Additionally, up to four residential permits may be purchased per household, with no more than one permit allowed per vehicle. The annual cost for a residential permit is \$20 and allows for parking throughout one’s ward with two visitor passes per household. Resident permits allow for overnight on-street parking on posted streets.

Commuter Parking Pass Comparison

Daily, commuter parking is best managed via a performance-based pricing concept, where central locations with high demand are priced more than outlying locations.

On a community scale, Lynn’s \$50/month charge for commuter parking is roughly in line with peer communities.

Community	Monthly Cost	Hourly Cost*
Lynn	\$50	\$0.31
Salem**	\$125	\$0.78
Beverly	\$25	\$0.16
Malden	\$8.33	\$0.05

* Assumes 20 days per month and 8 hours per day

** Salem’s commuter pass prices differ by facility; the cost cited here represents the least expensive option at its most central facility

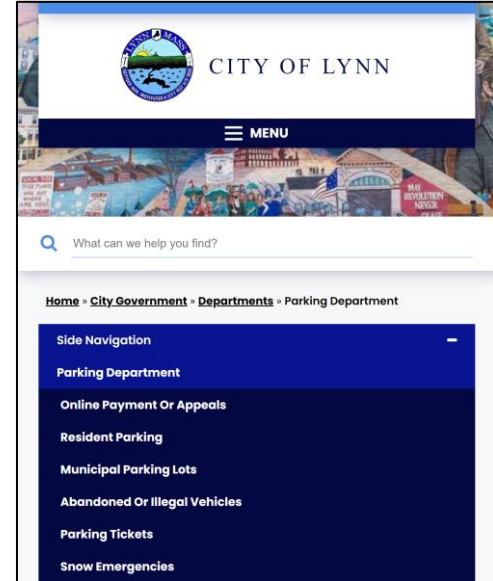


Parking Experience

PARKING INFORMATION

A centralized portal of parking information is important for helping residents and visitors make informed decisions about how and where they park.

- Lynn’s Parking Department web page is comprehensive and generally easy to navigate. Contact details are identified for those seeking further assistance, and important information is also available in Spanish.
- Maps on the website identify four public parking facilities but don’t identify important downtown destinations in relation to these facilities’ locations.
- Additional maps could be beneficial to quickly and visually help parkers identify other relevant parking-related information, such as the location of street sweeping zones/times and areas where residential parking permits are allowed.
- The City’s new Permit Portal site also provides detailed, helpful information. While this resource is still being developed, it is worth noting the placeholder for future support and tutorial videos which will continue to improve the experience of visitors trying to navigate the system.



Parking Experience

WAYFINDING

Three types of parking wayfinding signage were inventoried for this study. Each type serves a different purpose, as defined with the examples in Lynn, below.



Directional- These signs always include an arrow and are essential for clearly directing parkers to parking areas, lots, or garages

Identification- These signs identify a specific facility (typically by name) and should include information about how it operates (e.g., hours)

Informational- These are targeted to pedestrians, and often include more detailed information about the City's destinations, history, or programming. They may include a map or information about parking.

Parking Experience

WAYFINDING

As general best practice, wayfinding signage for a parking system should be clear, legible, and visually consistent to be reflective of association with the City and instantly recognizable. In addition, different types of parking signs should be at appropriate sizes and include details of parking information, depending on their purpose. Parking signs should inform not only drivers, but also pedestrians and bicyclists. Currently, there is no wayfinding signage in Lynn to direct bicyclists to bike parking, or pedestrian-level maps or signage to identify public parking near key destinations.



Parking sign is simple and legible but lacks information about the type of parking available (e.g., long vs. short-term). The placement of the sign is positioned at the intersection instead of ahead of the approach to allow drivers to reposition.



Scale of sign may be too small and lacks information. The placement of the sign is positioned after the intersection where the vehicle should be making a right turn.



Scale of signs may be too small



Signs are lacking near the Ellis Street lot. The access area and existing aged signs are unwelcoming, unclear, and lacks the name and ownership of the parking lot.



Sign includes relevant information but lacks recognizable City branding and an official name of the lot (e.g., “Buffum Street Lot”) Sign is also lower to the ground which reduces visibility from drivers approaching from farther down the street.



Parking Experience

STREET SWEEPING PROTOCOL

The City’s latest street sweeping protocol has been in effect since Fall 2022 and was enacted in response to long-standing complaints and observations of daily, accumulated street litter that impacted the cleanliness, safety, and comfort of downtown streets. Street sweeping occurs daily in downtown Lynn, with temporary sidewalk signs posting all-week service between 7:00 AM-3:00 PM in some areas, and other areas being serviced during designated days of the week with permanent signs posting service between 4:00-8:00 AM. Service occurs on Monday, Wednesday and Friday on the side of the street with odd-numbered properties, and on Tuesday and Thursday on the side of the street with even-numbered properties. Impacted vehicles must be moved or will receive a \$50 fine. Vehicles in impacted areas with seven or more unpaid parking tickets will be towed. The DPW section of the City website hosts a sweeping calendar, however it isn’t actively populated. Alternate parking areas are not identified for impacted areas.

Frequent complaints about the policy have been shared throughout the parking study process, both from residents who have difficulty finding alternate parking (that is walkable, perceived as being safe, has sufficient lighting, etc.) when required to move their vehicle. Business owners also have concerns about economic impacts due to customers being unable to park directly in front of their establishment during impacted times.

In comparison to other cities, the frequency of street sweeping in Lynn is particularly high. In Boston, streets with frequent, overnight sweeping (typically in commercial districts) complete by 3:00 AM prior to businesses opening. Residential areas adjacent to the core are swept only 2-3 times per month.

DOWNTOWN STREET SWEEPING

City of Lynn

Downtown Street Sweeping is currently underway.
Hours are from 4:00 am - 8:00 am Monday through Friday.

Avoid a \$50 parking ticket!
Don't park in street sweeping zones during posted times.

How can downtown business owners and residents help?

- Pick up trash in front of your business or residence.
- Call DPW if trash barrels are overflowing.
- Sweep your sidewalk and gutter lines.

Please Help Keep Lynn Clean!

Lynn DPW, 250 Commercial Street, Lynn, MA 01905 781-268-8000

Watch for posted times on street signs and move all vehicles off the street.

STREET CLEANING TUES/THURS 4:00A-8:00A.M Tow Zone

STREET CLEANING MON/WED/FRI 4:00A-8:00A.M Tow Zone

Information posted on the City’s website.

Parking Experience

STREET SWEEPING PROTOCOL

Identifying when sweeping occurs for a specific area can be confusing. Notices shared on the City’s social media account (below) implies only Monday as being impacted, whereas street signage (right) says otherwise.

NOTICE

Neighborhood street sweeping will return this fall throughout the City.

Sweeping will be done during the hours of 7:00am to 3:00pm. Should inclement weather prevent sweepers from working in your area as scheduled, they will return in 7 days from the date originally scheduled.

Please remove all cars from the streets during the scheduled sweeping dates and keep them off the street until operations are complete.



To learn more, scan here!

SCHEDULE

Monday, Oct 30th
Ward 6, Precinct 1
Ward 7, Precincts 1-4

Monday, Nov 6th
Ward 6, Precincts 1-4
Ward 7, Precinct 4

Monday, Nov 13th
Ward 5, Precincts 1-4
Ward 6, Precincts 3-4

Monday, Nov 20th
Ward 4, Precincts 1-4
Ward 5, Precincts 3-4

Monday, Nov 27th
Ward 3, Precincts 1-4
Ward 4, Precincts 3-4

Monday, Dec 4th
Ward 2, Precincts 1-4
Ward 3, Precincts 3-4

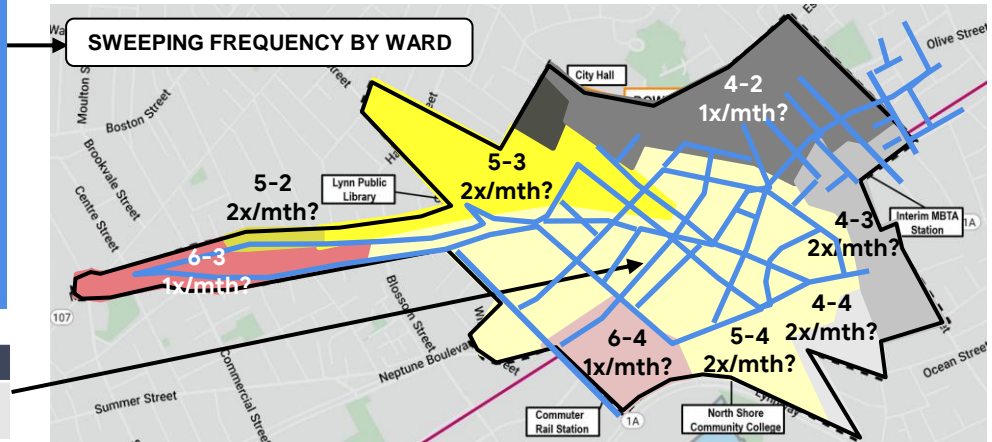
Monday, Dec 11th
Ward 1, Precincts 1-4



Two signs in the city may send conflicting messages about the operating schedule.

Broad Street	M	T	W	TH	F	Total impact
Odd Side	4 hrs		4 hrs		4 hrs	12 hrs/wk 48 hrs/mth

An example street demonstrating restricted parking hours on a typical sweep week (according to posted signage)



This map was created to demonstrate that information about street sweeping frequency can be confusing (e.g., the colored zones are identified on social media vs. DPW’s daily blue routes)



Parking Experience

WINTER PARKING PROTOCOL

All on-street parking spaces the downtown study area are subject to a parking ban in the event a snow advisory is declared. Lynn's Public Works and Police Department work closely to manage parking bans during snow events. Residents can move their vehicles to several designated parking lots (including schools) within each ward once the snow parking ban is announced. Vehicles must be removed promptly from these lots at the end of a snow emergency or they will be towed. Announcements are made when the parking band is lifted.

Vehicles Parked on Streets During a Snow Emergency

Car tow fees are \$169 plus a \$150 ticket in addition to a \$35 storage fee per day at the tow lot.

Car Removal Policy

If parking ban is lifted before 9PM, residents have two hours to remove cars from lots. If parking ban is lifted after 9PM, residents have until 6 AM the next day to remove cars from lots.

The City utilizes multiple channels of communication to alert residents of protocol and active parking bans. Detailed information is available on the City website about the overall policy and guidance, including a brief Snow Informational Guide in multiple languages; however, a map of open and closed lots could be beneficial to help residents navigate to these areas quickly. RAVE Mobile Safety is an emergency and urgent notification program offered to Lynn's residents. Residents can sign up to receive notifications including parking bans, weather alerts, and other emergencies.

Feedback received as part of this parking study indicate some of the challenges the City has encountered relating to winter bans. Although the intention of this ban is ultimately to guarantee snowplows can operate without obstruction, the ban is in effect regardless of whether there is an occurrence of inclement weather events. **A recent ban resulted in over 300 vehicles being towed as the predicted snowfall didn't occur and residents presumed the ban protocol was no longer relevant.**



The City utilizes social media to provide an extra level of clear communication about potential parking impacts.



RAVE Mobile Safety keeps residents informed with alerts.



Parking Experience Summary



Payment Options

Options for payment are widely available for parking spaces and meters are being updated to create consistency in how people can pay.



Facility Amenities

Generally, public lots are lacking basic amenities and design features to ensure they are welcoming, comfortable, and safe for users.



Parking Information

The Parking Dept. provides in-depth information about the parking system and policies but may be able to consolidate and simplify



Wayfinding

Signage to help drivers and pedestrians navigate to parking can be improved to reduce circulating, and to ensure people find appropriate parking for their particular needs.



Permit System

The new digital system and parking information improves the ease of being able to request or purchase a permit, and the pricing encourages the utilization of public lots.



Street Sweeping

The policy has significant impacts both on the required effort of administering the service, and the inconvenience for residents and business owners



Winter Parking

Parking during snow events requires significant coordination and even with public information, high instances of towing still occur



Parking Experience Best Practices

The following reflects best practices to be explored further in the Recommendations section.

PARKING INFORMATION CLARITY

- Streamline and simplify online information about the parking system
- Correct inconsistencies in messaging about street sweeping (as an example)

PARKING WAYFINDING

- Formally name the public parking facilities (e.g., Ellis Street Lot)
- Develop a branded system of wayfinding signs that is consistent with City branding, is recognizable, and appropriately scaled for either driver or pedestrian information

FACILITY UPGRADES

- Prioritize design improvements to the Buffum Lot (including integration of landscaping, improved lighting, resurfacing, striped pedestrian connections, LPR entry, etc.) as a model example for other public facilities

PARKING BENEFIT DISTRICT

- Define a PBD to help direct revenue towards parking or pedestrian-related improvements and amenities

PARKING AMBASSADORS

- Develop a program (perhaps with NSCC students) to provide parking information to the public while also supporting parking enforcers with more eyes on the street

06



Operations + Management

How parking is enforced, managed, and maintained

Operations and Management



PARKING DEPARTMENT AND ORGANIZATION

The City of Lynn Parking Department is responsible for the management of public parking assets (on-street and off-street) and enforcement of parking regulations throughout the community. The Department operates municipal and resident-specific permit programs. In the Downtown Lynn study area, 2,446 on-street spaces and 708 off-street spaces across six surface parking lots are overseen.

The Parking Department is headed by the Parking Director, who oversees the following positions:

- A Head Clerk
- A Principal Clerk
- A Supervisor of Payroll
- A Hearing Officer
- An Abandoned Car/Meter Maintenance Officer
- Parking Attendants (5)

A February 2024 interview with Parking Department staff indicated that eight enforcement officers would be employed by the community at full staffing.





Operations and Management

PARKING ENFORCEMENT

The City currently enforces parking throughout the community with three regular shifts:

- **8:00 AM to 4:00 PM** – focus on adherence of on-street regulations, payment in public lots (4 enforcement officers)
- **4:00 PM to 12:00 AM** – focus on commercial areas until 8:00 PM and residential areas thereafter (2 officers – challenging to keep staffed)
- **12:00 AM to 8:00 AM** – focus on commercial vehicle ordinances and on-street parking violations (2 officers)

Key violations are highlighted to the right. Stakeholder conversations indicated that towing will occur in addition to ticketed violations for instances of street sweeping and snow emergencies. Currently, cars parked incorrectly during a snow event with 7 unpaid parking tickets will be towed, which may not disincentivize recurring violators.

Public meeting and stakeholder feedback found that the perception of enforcement of parking rules in the community has intensified in early 2024. Although no instances of incorrect ticketing was reported, residents and business owners reported receiving tickets for violations that previously would have been not ticketed. This practice aligns with the department’s general intent of educating about less leniency for violations at all times of the day.

Violation Type	Fee
Meter violation	\$15
Overtime parking w/ meter	\$15
Overtime parking w/o meter	\$20
Parking/stopping in taxi stand	\$20
Parking >12 inches from curb	\$30
Parking w/n 20 feet of intersection	\$30
Parking w/n 10 feet of hydrant	\$50
Commercial vehicle overnight parking	\$50
Parking/stopping in bus stop	\$100
Invalid registration	\$100
Parking during snow emergency	\$150
Handicap parking violation	\$250
Abandoned vehicle	\$250

Operations and Management

TECHNOLOGY VENDORS

The City deploys different technologies for parking payment which improves the convenience of paying for parking for different visitors. Single-space meters are concentrated along the Essex Street, Johnson Street, Sutton Street, and Oxford Street corridors; the City is actively investing in upgrading and maintaining single-space meters.

Kiosks are more generally concentrated throughout the Downtown area.

The Parking Department had used IPS Group for its meter and kiosk systems as well as its ticketing; this contract expired during the course of the study. All spaces can also be paid for via the PayByPhone app; stickers and signage indicating this is generally deployed throughout Downtown.

The Parking Department is in the process of rolling out license-plate readers with a separate vendor for its service vehicles, enabling more efficient and speedier enforcement checks and ticketing. Once in place, combined with enforcement using handheld devices and the digitized permitting system, all vehicle tracking will take place via license plate reading technology.



Operations and Management



OFF-STREET PERMITTING

In January 2024, the Parking Department shifted to a digital permitting system. Prior to the shift to a digital system, the Parking Department indicated that it had no centralized system for tracking and administering parking permits. No permits or agreements initiated prior to January 1, 2024 were carried over to the new system; all users had to re-initiate permit purchases with the Parking Department at this time.

Municipal lot permits can be purchased in monthly, three month, six month, or yearly intervals.

Additionally, up to four residential permits may be purchased per household, with no more than one permit allowed per vehicle. The annual cost for a residential permit is \$20 and allows for parking throughout one's ward with two visitor passes per household. Resident permits allow for overnight on-street parking on posted streets. Permits are valid for one year.

Resident Parking Pass Comparison

Permits for on-street, residential parking helps manage street parking occupancies, discourages non-resident or long-term visitor parking, and encourages residents to use their driveways as able to preserve street space. On a community scale, Lynn's \$20/year charge is not abnormal; in fact, some communities do not charge residents to park on selected streets. However, limited data collection in this study found high utilization in some of Downtown's outlying residential neighborhoods, implying this cost may be too low.

Community	Per Vehicle Annual Cost	Per Vehicle Monthly Cost
Lynn	\$20	\$1.67
Salem	\$5	\$0.42
Somerville	\$40	\$3.33
Revere	\$0	\$0
Medford	\$10	\$0.83



Parking Operations

REVENUE STREAMS

Cities and towns generally employ three revenue streams to fund parking operations. An accounting of the revenues of these three streams can ensure that a parking department's operations is effectively offsetting the impacts that high parking demand and illegal parking activity is imparting upon a community.

The Parking Department's budget in fiscal year 2024 is \$1.07 million, broken down as follows.

Type	FY24 Budget
Payroll	\$862,407
Expenses	\$209,574
TOTAL	\$1,071,981

REVENUE TYPES

Transient Parking Revenues

Hourly Parking
Daily Parking

Permit Parking Revenues

Commuter Permits
Residential Permits

Violations

Illegal Parking



Parking Revenue

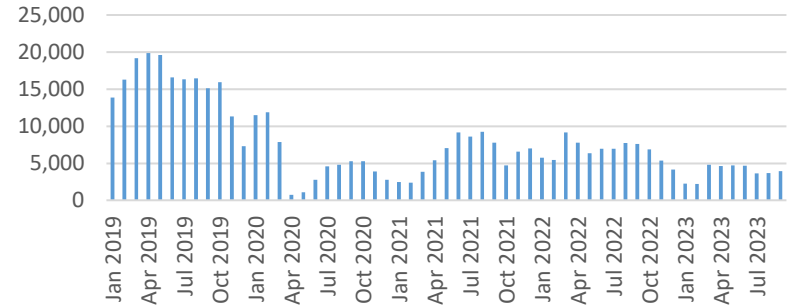
STREET PARKING REVENUE

The Parking Department provided data for meter transactions between 2019 and 2023. This data totaled \$714,100 in revenue over the five-year period, with a high of \$241,300 in revenue in 2022 and a low of \$69,500 in 2020.

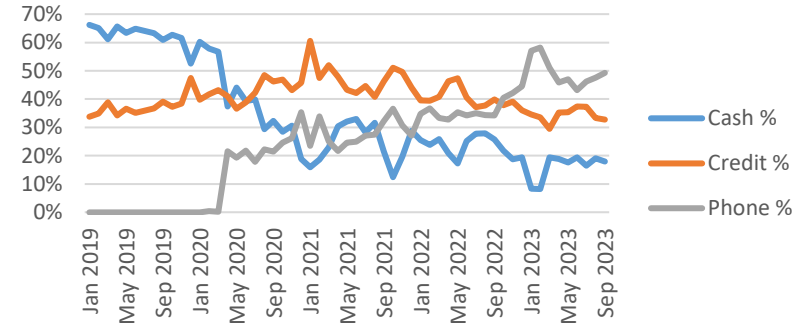
Year	Annual Meter Revenue	Annual Transactions	Revenue per Transaction
2019	\$159,414	187,991	\$0.85
2020	\$69,523	62,553	\$1.11
2021	\$123,895	74,300	\$1.67
2022	\$241,337	80,277	\$3.01
2023	\$119,961	48,908	\$2.45
TOTAL	\$714,131	454,029	\$1.57

The charts on the right indicate monthly transaction volumes and payment types. Peak monthly transactions since mid-2021 have averaged nearly half of peak transactions in 2019; however, revenue per transaction is significantly higher in recent years than in 2019. This has coincided with payment by phone increasing while payment by coin has decreased.

Monthly Transactions



Payment Types



Parking Revenue

PERMIT PARKING REVENUE

Permit sale data from residential and off-street commuter lot parking between January 1 and May 7, 2024 were made available for this study. City staff note that they anticipate uptake of permits, particularly residential permits, to continue to grow as more residents become accustomed to the new system.

At the Andrew, Buffum, and Ellis Street lots, 537 permits are in circulation as of May 7, 2024. Both the Andrew and Buffum Street lots have more permits in circulation than spaces available. Permit sales at Ellis Street have lagged behind the Andrew Street and Buffum Street lots.

Permit revenues for municipal lots between January 1 and May 7, 2024 are over \$84,000. Revenue from residential permits exceeds \$22,500, with 1,156 permits in circulation as of May 7, 2024. Total permit sales equate to approximately \$110,000.

Lot	Parking Type	Capacity	Total Permits in Circulation	Day Permits in Circulation	Night Permits in Circulation	24-Hour Permits in Circulation
Buffum Street	Permit only	235 spaces	294	180	14	100
Ellis Street	Hourly, daily, and permit	205 spaces	68	62	6	0
Andrew Street	Hourly, daily, and permit	118 spaces	175	124	11	40

Given the number of permits in circulation at Buffum Street, opening this lot for transient users, especially at night and on weekends, is warranted.



Parking Revenue

PARKING VIOLATION REVENUE

For many communities, fines collected on parking violations can meet or exceed the revenues generated by high-performance parking facilities or for the on-street parking system as a whole. Although the City may not wish to pursue a fee-heavy revenue approach, lost revenue opportunities will continue to result.

A comparison with peer communities finds that a common violation such as exceeding metered parking may not have enough of a deterrent with a \$15 violation charge given the time and monetary cost to move one’s vehicle four times each day and pay hourly meter fees for up to two hours each time.

Enforcement Rate Comparison (8-hour parking)

Community	Meter Cost	Instances of Moving Vehicle	Violation Fee	Equivalent Cost
Lynn	\$8 (\$1/hr)	4 (2-hr limit)	\$15	1.9x more
New Bedford	\$10 (\$1.25/hr)	2 (4-hr limit)	\$20	2x more
Somerville	\$10 (\$1.25/hr)	4 (2-hr limit)	\$30	3x more
Lowell	\$12 (\$1.50/hr)	4 (2-hr limit)	\$25	2.1x more
Cambridge	\$12 (\$1.50/hr)	4 (2-hr limit)	\$30	2.5 more

A common instance of violation, exceeding meter times, may not carry a strong enough penalty to discourage motorists from breaching.



Parking Revenue

PARKING VIOLATION REVENUE

Data shared by the Parking Department found that the City issued over 40,000 parking violation citations in calendar year 2023, accumulating nearly \$2.17 million in citation fees. Some of these citations are dismissed or voided, while others are not paid back by citation recipients.

In sum, approximately \$1.34 million in citation revenues were collected in calendar year 2023. Citation revenues alone exceed the Parking Department’s budget, and in 2023 exceeded meter revenues by a factor of 11. This speaks to a parking system where pricing can be used as a mechanism to allow users to pay for more legal parking sessions rather than committing violations as part of a parking session. Regulations may not be in alignment with how users of the system typically behave.

Parking violation revenue exceeds the Parking Department’s budget alone.

Violations with over 1,000 Citations (Calendar Year 2023)

Violation	Fee	Citations
Parking in a Restricted Zone	\$30	11,227
Illegal Parking between 10P-6A	\$50	5,737
Invalid Inspection Sticker	\$50	4,410
Impeding Street Cleaning (posted sign)	\$50	3,369
Meter Violation	\$15	2,575
Impeding Street Cleaning	\$20	1,684
Parking within 10 Feet of Hydrant	\$50	1,540
Parking on Sidewalk	\$30	1,138
Invalid Vehicle Registration	\$50	1,103
Overtime Parking (except meters)	\$15	1,024



Operations and Management

CITYWIDE PARKING COORDINATION

There are several parties which carry some administrative role in establishing and managing parking policies in the City. These include:

- **Planning Department, Economic Development & Industrial Corporation** - development review and policy recommendations
- **Traffic Commission** – traffic and parking regulations
- **Off-Street Parking Commission** – management and oversight of City parking assets
- **Parking Department** – enforcement and fiduciary management of the parking system

Additionally, the Parking Department collects and conducts hearings on all fines from the Inspectional Services Department, Police, Health Department, Fire Department, and Animal Control. It maintains records for noise violations for the Police and tows vehicles as ordered by the Police. These services may lack a clear revenue purpose for the Parking Department that nevertheless impose obligations on the Department’s budget.

Any recommendations advanced out of this study must be cognizant of the structure of City government in initiating change in the community.



Screenshot of the 'Departments' landing page on the City website.

SHARED PARKING

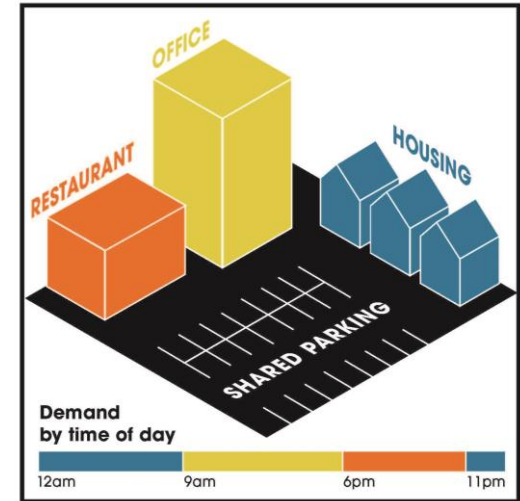
In densely built urban areas such as Lynn, shared parking agreements between the City and private landowners is a best practice approach for maximizing the use of existing parking instead of building unnecessary additional supply. This approach recognizes that a single parking facility might serve the needs of multiple adjacent or nearby uses that experience parking demand at different times of the day.

Currently, the City doesn't have any formal, standardized policies in place for how shared parking can be facilitated, managed, or encouraged, such as the need to define:

- Eligibility for sharing a facility, and how many spaces can be shared
- The time period parking spaces can be shared (e.g., 5PM-7AM M-F; Sundays only)
- Fees, maintenance, or other services which can be provided in exchange for sharing
- Other conditions of an agreement specific to facilities, such as access, enforcement

A limited number of shared parking agreements have been identified as occurring in Lynn, though other informal agreements between landowners may be in effect. Generally, these identify a designated number of parking spaces in a private lot that another property may lease for use in exchange for a fee, though details of other arrangements are unknown.

Discussion with a large private institution in Lynn revealed success through a number of shared agreements that had been in effect with neighboring landowners. This points to a positive reception of shared parking and the potential to broaden these opportunities to other parking facilities that the City could utilize to help offset demand in strategic locations.





Parking Operations and Management Summary



Department Organization

The City oversees over 3,000 parking spaces in Downtown alone, demanding time of parking enforcement officers



Cross-Department Coordination

The Parking Department partners with commissions who have more direct oversight of parking regulations and the City's parking assets



Revenue

The City collects significantly more revenue from parking violations than metered parking sessions, suggesting that regulations are not meeting user needs



Technology Integration

Meters are being updated as part of a longer-term approach of only kiosks and adding other methods for streamlining payments and data tracking



Permitting Management

The new system should improve the ease of being able to request or pay for a permit, however understanding whether demand is being sufficiently and fairly accommodated will require evaluation after a longer period of the program being in effect



Shared Parking

Limited shared parking has occurred successfully in the City but lacks formal procedures and incentives to encourage broader participation



Enforcement

Recent changes to enforcement routes and technology used to enforce should improve the efficiency of enforcing, however a longer period of evaluation will be required to understand the effectiveness of the changes on the most common violations



Operations and Management Best Practices

The following reflects best practices to be explored further in the Recommendations section.

PERFORMANCE-BASED PRICING

- Reflects an 85% (for on-street) and 90% (for off-street) utilization target; prices are set to achieve these targets
- Dynamic pricing shifts by time of day or day of week

FLEXIBLE PERMITTING

- Several permit options made available (weekly, monthly, yearly, by time of day, by day of week, etc.)
- Pricing differs by location to meet 90% utilization target
- Oversell in light of permit holders not using parking on a daily basis
- Discounts for bundled purchases

SENSIBLE VIOLATION REVENUES

- Violation revenues should not excessively exceed parking session revenues
- Fees are updated with any increase in parking rates
- Viewed by the community as fair, such as by prioritizing violations which impact pedestrian safety

EXPENDITURES

- Revenues generated Downtown are re-invested into Downtown transportation or economic development efforts
- Benchmark debt service ratio of 1.2, indicating 20% more net operating income than debt
- Annual set asides per space for maintenance



Overall Findings Summary



Many **different user needs are not met** by the City's current parking regulations

- Time limit restrictions prevent parking for multiple hours at a time
- Municipal facilities disallow different types of parking
- Short-term and use-specific (e.g. loading) spaces are limited



Pricing is deployed haphazardly and does not effectively manage demand

- Some areas with the highest demand are not subject to pricing (such as Oxford St, Munroe St, and Exchange St)
- On-street and off-street facilities are priced similarly, despite different demand levels
- Violation fees are low and do not effectively prevent illegal parking



Street maintenance conditions and practices **limit the parking system's success**

- Street sweeping multiple times each week makes overnight parking challenging
- Lighting and other missing "security" elements limits feasible parking options



Ample system capacity for future growth but the City is not positioned to fully **utilize its shared capacity**

Overall Findings Summary



Report Section	Lynn Current Practice	Best Practice	Level of Importance
Land Use + Development	New development projects in the CBD require no off-street parking , with the exception of three or three-plus bedroom units.	Eliminating parking requirements allows developers to determine the right amount of parking provision for their project. Developers will often provide some amount of on-site parking or provide off-site arrangements for tenants. Encouraging them to participate in a shared parking system is highly beneficial.	Medium
Parking Inventory + Utilization	Most on-street parking is subject to a two-hour time limit .	Removal of time limits or extending time limits to at least four hours in length, creates convenience for motorists and encourages longer visits to Downtown. In locations with pricing, time limits are not needed as a means to manage demand.	High
	Many off-street parking facilities are limited to specific user types . This creates instances where parking is empty as it is inconvenient or inaccessible to different user types.	Permit and “transient” (hourly or daily) parking for any type of user is allowed in municipal parking facilities. Facilities are managed to ensure demand does not exceed supply at peak times; during off-peak periods, facilities are regulated to allow for different user types to use.	High
	Several private, off-street parking areas feature capacity during periods of high utilization for public parking assets.	A shared parking management structure allows property owners to lease under-utilized parking to the City or other private properties for their use, and often branded as public parking. The City should provide sample agreements, guidance on insurance and financial arrangements, and zoning flexibility.	Medium
	Some street segments (such as Oxford St, Munroe St, Exchange St) with high parking utilization are provided for free . This incentivizes instances of illegal parking and leads to motorists “cruising” for empty spaces, creating congestion on the local street network.	Performance-based pricing spreads parking demand throughout a downtown. Pricing is used as a regulation to ensure a small supply of vacant parking is available in all locations.	High
	On-street and off-street parking is priced similarly .	On-street parking is priced higher than nearby off-street parking as it offers “front door” access to more destinations. Demand is spread more evenly throughout the system as users with more time and/or a lower willingness to pay will more likely use off-street facilities.	High

Overall Findings Summary



Report Section	Lynn Current Practice	Best Practice	Level of Importance
Parking Inventory + Utilization	Short-term spaces for pick-up and loading are limited in number. This leads to instances of double parking and travel lane obstructions.	Short-term parking is provided where needed, with operational flexibility to add or reduce short-term and/or loading spaces as business needs arise.	Medium
Parking Experience	Hourly parking payments are facilitated through meters, kiosks, and phone payment apps.	Motorists are provided several payment options to account for the diversity of different backgrounds and capabilities for payments (lacking smartphones, credit cards, etc.)	Low
	Lighting and other security features in the vicinity of public parking are not always operational or present.	Parking facilities are well-maintained, including streetlights, to provide a sense of safety for users. Sightlines between off-street facilities and the public street network are retained when able.	Medium
	Street sweeping occurs across several mornings each week and affects prime parking areas in Downtown.	Street sweeping occurs on no more than a weekly or twice-weekly basis. Street debris is minimized through ample trash receptacles and periodic sidewalk cleaning.	Medium
	Wayfinding signage is lacking throughout Downtown and lacks consistent branding.	Wayfinding is consistently branded throughout the community, clearly conveys parking locations, and excess signage is removed to reduce sign clutter.	High
	There is a lack of bicycle parking throughout Downtown.	Ample short-term APBP-compliant bike racks are installed on every city block, especially near frequent destinations. Bicycle parking is also incorporated into new development projects.	Medium
Operations + Management	Violation fees are low enough to incentivize motorists to exceed meter/time limits without significant penalty.	Higher fees are a deterrent for committing violations; however, performance-based pricing is required to ensure availability, avoiding the desire to violate rules.	Low