



PROVO MUNICIPAL COUNCIL

Work Meeting

11:30 AM, Tuesday, October 17, 2017

Room 310, City Conference Room

351 W Center, Provo, UT

Agenda

Roll Call

Prayer

Business

1. A discussion on a conservation easement for Rock Canyon (17-085)
2. A discussion on the Geographical Information Systems (GIS) Division and the work they're doing for the 2020 Census (17-127)
3. A discussion on a request for variance from Technology-Based Phosphorus Effluent Limits for the Wastewater Reclamation Facility (17-128)
4. An update on Council Communications (17-125)
5. A discussion on adopting the Provo Parking Strategic Management Plan as a guide for decision making and policy formation (17-126)
6. A discussion on the baching overlay (17-124)
7. A discussion on a proposed zoning ordinance amending Provo City Code 6.26.150 (17-104)
8. A discussion on above 25kW distributed generation (17-130)

Policy Items Referred from the Planning Commission

9. Provo City Economic Development Department requests amendments to the General Plan text for the Spring Creek Neighborhood to allow for SLU#6614 Contract Construction Services and Heavy Manufacturing (M-2) Zoning, located at approximately 4000 South 2300 East. Current zoning is Planned Industrial Commercial (PIC). Spring Creek Neighborhood. (17-0004GPA)
10. Paul Washburn requests a Zone Change from Planned Industrial Commercial (PIC) Zoning to the

Heavy Manufacturing (M-2) Zone for approximately 64 acres located at 3750 South Mountain Vista Parkway. Spring Creek Neighborhood. (17-0013R)

Business Continued

11. A discussion on the Transfer of Development Rights (17-129)

Closed Meeting

12. The Municipal Council or the Governing Board of the Redevelopment Agency will consider a motion to close the meeting for the purposes of holding a strategy session to discuss pending or reasonably imminent litigation, and/or to discuss the purchase, sale, exchange, or lease of real property, and/or the character, professional competence, or physical or mental health of an individual in conformance with § 52-4-204 and 52-4-205 et. seq., Utah Code.

Adjournment

Informal discussion may be held in the Council Conference Room between 4:30 pm and 5:30 pm.

Adjournment

Materials and Agenda: <http://publicdocuments.provo.org/sirepub/meet.aspx>

Council Blog: <http://provocitycouncil.blogspot.com/>

If you have a comment regarding items on the agenda, please email or write to Council Members. Their contact information is listed on the Provo website at:

<http://provo.org/government/city-council/meet-the-council>

The next scheduled Regular Council Meeting will be held on 11/14/2017 at 5:30 PM in the Council Chambers, 351 West Center Street, Provo, unless otherwise noticed. The Work Session meeting start times is to be determined and will be noticed at least 24 hours prior to the meeting time, but typically begins between 1:00 and 4:00pm.

Notice of Compliance with the Americans with Disabilities Act (ADA)

In compliance with the Americans with Disabilities Act, individuals needing special accommodations (including auxiliary communicative aides and services) during this meeting are invited to notify the Provo Council Office at 351 W. Center, Provo, Utah 84601, phone: (801) 852-6120 or email evanderwerken@provo.org at least three working days prior to the meeting. The meeting room in Provo City Center is fully accessible via the south parking garage access to the elevator. The Council Meeting is also broadcast live Provo Channel 17 at <https://www.youtube.com/user/ProvoChannel17>. The Work Meeting is broadcast live at <https://www.youtube.com/user/ProvoCityCouncil>. For access to past Work and Council Meetings, go to playlists on <https://www.youtube.com/user/ProvoChannel17>.

Notice of Telephonic Communications

One or more Council members may participate by telephone or Internet communication in this meeting. Telephone or Internet communications will be amplified as needed so all Council members and others attending the meeting will be able to hear the person(s) participating electronically as well as those participating in person. The meeting will be conducted using the same procedures applicable to regular Municipal Council meetings.

Notice of Compliance with Public Noticing Regulations

This meeting was noticed in compliance with Utah Code 52-4-202 and Provo City Code 14.02.010. Agendas and minutes are accessible through the Provo City website at council.provo.gov. Council Meeting agendas are available through the Utah Public Meeting Notice website at pmn.utah.gov. Email subscriptions to the Utah Public Meeting Notice are available through their website.

Network for public access is “Provo Guest”, password “provoguest”.



Provo City Municipal Council

Staff Memorandum

Rock Canyon Conservation Easement

October 17th, 2017

Council Coordinator <u>Bryce Mumford</u> 801-852-6135 <u>Kelsey Zarbock</u> 801-852-6136 IssueFile # 17-085	Item Short Title A discussion on a conservation easement for Rock Canyon (17-085) Intended Outcome of Discussion/Requested Action <ul style="list-style-type: none">• Presentation only Background The Rock Canyon Preservation Alliance has presented the idea of placing a conservation easement on Rock Canyon to preserve the property's natural habitat in the future. Brian Jones from Legal will update the Council on what is included in the current easement draft, and then Doug Robins from Parks and Recreation will present an alternative proposal. Afterwards, Erik Davis and Ginger Woolley from the Rock Canyon Preservation Alliance will respond.
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Prepared by:

Name:

Address:

Telephone:

Return to:

Name:

Address:

Tax parcel: 20:047:0052

GRANT OF CONSERVATION EASEMENT AND DECLARATION OF COVENANTS

THIS GRANT OF CONSERVATION EASEMENT AND DECLARATION OF COVENANTS (this "Grant") dated as of _____ (the "Easement Date") is by and between **Provo City Municipal Corporation**, a Municipal Corporation in the State of Utah, 351 West Center St., Provo, UT 84604 ("Provo City") and Stepping Stones for Families, Inc., a Utah non-profit organization doing business as the **Rock Canyon Preservation Alliance**, 2145 N. Oak Lane, Provo, Utah 84604 ("RCPA").

Article 1. BACKGROUND; GRANT TO RCPA

1.01 Property

Provo City is the sole owner in fee simple of the Property described in exhibit A (the "Property"). The Property is also described as:

Street address: N/A

Municipality: Provo

County: Utah

Parcel identifier: Utah Co. Parcel No. 20:047:0052

State: Utah

Acreage: 18.730487

1.02 Easement; Covenants

- (a) **Easement.** By this Grant, Provo City grants and conveys to RCPA an unconditional and perpetual easement upon the Property for the purpose of advancing the Conservation Objectives described below (that easement, the "Conservation Easement"). The Conservation Easement empowers RCPA to block activities, uses, and Improvements inconsistent with the Conservation Objectives. Article 6 more fully describes the rights this Grant vests in RCPA.
- (b) **Owner Covenants.** By this Grant, Provo City, in furtherance of the Conservation Objectives, establishes covenants binding upon Provo City's interest in the Property, which are set forth in articles 2 through 5. Article 7 addresses potential violation of these covenants and remedies.
- (c) **RCPA Covenants.** By this Grant, RCPA accepts the Conservation Easement and, in furtherance of the Conservation Objectives, establishes covenants binding upon RCPA's easement interest in the Property, which are set forth in article 6.

1.03 Easement Plan

Attached as exhibit B is a survey or other graphic depiction of the Property (the "Easement Plan") showing, among other details, the location of one or more of the following areas – the Highest Protection Area, the Standard Protection Area, and the Minimal Protection Area.

1.04 Conservation Objectives

The purposes of the Conservation Easement (collectively, the "Conservation Objectives") are to protect and enhance the richness of biodiversity and natural habitat, keeping the area wild or undisturbed in character, so that it will always be able to support open space activities including hiking, biking, and other non-motorized public recreation activities, as set forth in section 3.02(c) of this Grant. These general

Conservation Objectives include the following Resource-Specific objectives:

- (1) **Water Resources.** To maintain and improve the quality of water resources, both surface and groundwater, within, around, and downstream of the Property.
- (2) **Biological Resources.** To protect and improve the quality of natural habitat for animals, plants, fungi, and other organisms, particularly Native Species.
- (3) **Soil Resources.** To prevent the loss and depletion of soil on the Property.
- (4) **Scenic Resources.** To protect scenic views of the Property visible from public rights-of-way and other public access points outside the Property.
- (5) **Ecosystem Services.** To absorb within the Property rainwater that otherwise might cause erosion and flooding downstream of the Property; to sequester carbon in plants and soil to mitigate rising atmospheric carbon levels; and to support other healthy ecosystem processes.

1.05 Baseline Documentation

As of the Easement Date, Provo City and RCPA have signed an acknowledgment of the accuracy of the report (the “Baseline Documentation”) to be kept on file at the principal office of RCPA. The Baseline Documentation contains an original, full-size version of the Easement Plan and other information sufficient to identify on the ground the protection areas identified in this article; describes Existing Improvements; identifies the conservation resources of the Property described in the Conservation Objectives; and includes, among other information, photographs depicting existing conditions of the Property as of the Easement Date.

1.06 Defined Terms

Initially capitalized terms not defined in this article 1 are defined in article 7.

1.07 Beneficiaries

No Beneficiary is identified in this Grant, and no rights are intended to be granted to any person or entity other than RCPA, except to the State of Utah as provided in Article 4.01.

1.08 Consideration

Provo City acknowledges receipt, as of the Easement Date, of the sum of \$1.00 in consideration of this Grant.

1.09 Superior to all Liens

Provo City warrants to RCPA that the Property is, as of the Easement Date, free and clear of Liens or, if it is not, that Provo City has obtained and recorded in the Public Records the legally binding subordination of the Liens affecting the Property as of the Easement Date.

Article 2. TRANSFER; SUBDIVISION

2.01 Prohibitions

All of the following are prohibited except as set forth in the next section:

- (a) **Transfer of Portion of Property.** Transfer of ownership, possession, or use of a portion of the Property, including subsurface portions of the Property, independent of the remainder of the Property.
- (b) **Subdivision.** Change in the boundary of a Lot or other Subdivision of or including the Property.
- (c) **Transfer of Density.** Use of open space area protected under this Grant to increase (above limits otherwise permitted under Applicable Law) allowable density or intensity of development within other portions of the Property or outside the Property.
- (d) **Transfer of Rights.** Transfer of development rights or other rights granted or allocated to the Property in support of development outside the Property.

2.02 Permitted Changes

The following changes are permitted:

- (a) **Transfer to Qualified Organization.** Subject to Review, creation and transfer of a Lot or the entire Property to a Qualified Organization for park, nature preserve, public trail, or other conservation purposes approved by RCPA after Review.

- (b) Transfer of Rights of Possession or Use.** Subject to Review, transfer of possession or use (but not ownership) of one or more portions of the Property, including subsurface portions of the Property, for purposes permitted under, and subject to compliance with, the terms of this Grant. Leases of space within Improvements are not subject to Review.

Article 3. PROPERTY PROTECTIONS

3.01 Improvements

Improvements within the Property are prohibited except as permitted below in this article.

- (a) Existing Improvements.** Existing Improvements that are included in the Rock Canyon Trailhead Master Plan, a copy of which has been approved and is on file with the Provo City Department of Parks and Recreation, may be maintained, repaired, and replaced in their existing locations. Existing Improvements may be expanded or relocated if the expanded or relocated Improvement complies with requirements applicable to Additional Improvements of the same type.
- (b) Existing Servitudes.** Improvements that Provo City is required to allow because of an Existing Servitude are permitted.
- (c) Additional Improvements.** The following Additional Improvements are permitted to the extent that the Improvement is consistent with the Rock Canyon Trailhead Master Plan:
- (1) Fences, walls, and gates, not to exceed five feet in Height, unless such greater Height is approved by RCPA after Review.
 - (2) Signs; however, signs other than Regulatory Signs are limited to a maximum of two square feet per sign and a total of 20 square feet for the entire Property.
 - (3) Habitat enhancement devices such as birdhouses and bat houses.
 - (4) Trails covered by wood chips, gravel, or other highly porous surface, or as approved by RCPA after Review.
 - (5) Subject to Review, footbridges, stream crossing structures, and stream access structures.
 - (6) Tree stands and blinds for nature study. Tree stands and blinds to remain in place for more than a season are subject to Review.
 - (7) Site Improvements reasonably required for activities and uses permitted within the Property or servicing activities, uses, or Improvements not within the Property that Holder, without any obligation to do so, approves after Review.
 - (8) Subject to Review, Access Drives and Utility Improvements to service Improvements within the Property but only if there is no other reasonably feasible means to provide access and utility services to the Property.
 - (9) Subject to Review, Extraction Improvements but only if located wholly beneath the surface at a depth at which there can be no impairment of water or other resources described in the Conservation Objectives. No Access Drives to construct or service such Improvements are permitted.

3.02 Activities and Uses

Activities and uses within the Property are prohibited except as permitted below in this article and provided in any case that:

- The intensity or frequency of the activity or use does not materially and adversely affect maintenance or attainment of Conservation Objectives.
- No Invasive Species are introduced.

- (a) Existing Servitudes.** Activities and uses that Provo City is required to allow because of an Existing Servitude are permitted.

- (b) Resource Management and Disturbance.** The following activities and uses are permitted:

- (1) Cutting trees, Construction, or other disturbance of resources, including removal of Invasive Species, to the extent reasonably prudent to remove, mitigate, or warn against an unreasonable risk of harm to Persons, their belongings, or health of Native Species on or about the Property. Provo

City must take such steps as are reasonable under the circumstances to consult with RCPA prior to taking actions that, but for this provision, would not be permitted or would be permitted only after Review.

- (2) Planting, replanting, and maintaining Native Species or, subject to Review, planting, replanting, and maintaining other vegetation.
 - (3) Subject to Review, removal of vegetation to accommodate replanting and other Construction reasonably required to accommodate Improvements as permitted in this article.
 - (4) ..
 - (5) Construction of permitted Improvements with prompt restoration of soil and vegetation disturbed by such activity.
 - (6) Vehicular use in the case of emergency and in connection with activities or uses permitted under this subsection.
 - (7) Except within Wet Areas, cutting or removing trees, standing or fallen, but only if the aggregate inside bark diameter of stumps (one foot above ground on the uphill side) does not exceed 200 inches per year.
 - (8) Application of manure and plant material, both well composted, and, subject to compliance with manufacturer's recommendations, other substances to promote the health and growth of vegetation. (These permitted substances do not include sludge, biosolids, septic system effluent, and related substances.)
 - (9) Piling of brush and other vegetation to the extent reasonably necessary to accommodate activities or uses permitted within the Property.
 - (10) Other activities that RCPA, without any obligation to do so, determines are consistent with maintenance or attainment of Conservation Objectives and are conducted in accordance with the Rock Canyon Trailhead Master Plan or other plan approved for that activity after Review.
- (c) **Recreation and Education.** Recreational, educational, and scientific research activities are permitted that do not require Improvements other than trails identified in the Rock Canyon Trailhead Master Plan and do not materially and adversely affect maintenance or attainment of Conservation Objectives such as the following: (1) walking, horseback riding or mountain bike riding on designated trails, rock climbing, cross-country skiing, bird watching, and nature study; and (2) wildlife research consistent with and in furtherance of the Conservation Objectives. Motorized vehicle use is not permitted in connection with the activities permitted under this subsection unless RCPA approves the use after Review.

Article 4. RIGHTS AND DUTIES OF RCPA

4.01 RCPA Covenants

In support of the Conservation Objectives, RCPA declares the following covenants binding upon its easement interest in the Property:

- (a) **Exercise of Powers.** RCPA must exercise the powers granted to it by this Grant to block activities, uses, and Improvements of the Property inconsistent with the Conservation Objectives.
- (b) **Must be Qualified Organization.** RCPA must be and remain at all times a Qualified Organization unless RCPA first transfers the Conservation Easement and assigns its rights and responsibilities under this Grant to another Qualified Organization. However, RCPA must not transfer the Conservation Easement or otherwise assign its rights or responsibilities under this Grant to a Person other than a Qualified Organization committed to upholding the Conservation Objectives.
- (c) **Proceeds Used for Conservation Purposes.** RCPA must use any funds received on account of the release, termination, or extinguishment of the Conservation Easement in whole or in part in furtherance of its charitable conservation purposes.
- (d) **Forfeiture Remedy.** If RCPA fails to abide by the covenants of this section, or if RCPA is dissolved or becomes defunct before transferring the Conservation Easement and assigning its rights and responsibilities under this Grant to another Qualified Organization as provided in subsection (b), the

State of Utah may petition a court of competent jurisdiction to order the Conservation Easement transferred to a Qualified Organization ready, willing, and able to abide by such covenants. However, if no such Qualified Organization is found, the rights granted to RCPA under this Grant shall expire and revert to Provo City.

4.02 Rights and Duties of RCPA

The items set forth below are both rights and duties vested in RCPA by this Grant:

- (a) **Enforcement.** To enter the Property to investigate a suspected, alleged, or threatened violation of the covenants and, if found, to enforce the terms of this Grant by exercising RCPA's remedies in this Grant.
- (b) **Inspection.** To enter and inspect the Property for compliance with the requirements of this Grant upon reasonable notice, in a reasonable manner, and at reasonable times.
- (c) **Review.** To exercise rights of Review in accordance with the requirements of this article.
- (d) **Interpretation.** To interpret the terms of this Grant and, at the request of Provo City, furnish RCPA's explanation of the application of such terms to then-existing, proposed, or reasonably foreseeable conditions within the Property.

4.03 Other Rights of RCPA

The items set forth below are also rights vested in RCPA by this Grant; however, RCPA, in its discretion, may or may not exercise them:

- (a) **Amendment.** To enter into an Amendment with Provo City if RCPA determines that the Amendment: (1) will not impair RCPA's power, enforceable in perpetuity, to block activities, uses, and Improvements of the Property inconsistent with the Conservation Objectives; (2) will not result in a private benefit prohibited under the Code; and (3) will be consistent with RCPA's policy with respect to Amendment as of the applicable date of reference.
- (b) **Signs.** To install one or more signs within the Property identifying the interest of RCPA in the Conservation Easement. Such signs do not reduce the number or size of signs permitted to Provo City under this Grant. Signs are to be of the customary size installed by RCPA, and must be installed in locations readable from the public right-of-way and otherwise reasonably acceptable to Provo City.
- (c) **Proceedings.** To assert a claim, defend or intervene in, or appeal, any proceeding under Applicable Law that (1) pertains to the impairment of Conservation Objectives; or (2) may result in a transfer, Improvement, or use that violates the terms of this Grant.

4.04 Review

The following provisions are incorporated into any provision of this Grant that is subject to Review:

- (a) **Notice to RCPA.** At least 30 days before Provo City intends to begin or allow an Improvement, activity, or use that is subject to Review, Provo City must notify RCPA of the proposed change including with the notice such information as is reasonably sufficient to comply with Review Requirements and otherwise describe the proposal and its potential impact on the Conservation Objectives.
- (b) **Notice to Provo City.** Within 30 days after receipt of Provo City's notice, RCPA must notify Provo City of RCPA's determination to (1) accept Provo City's proposal in whole or in part; (2) reject Provo City's proposal in whole or in part; (3) accept Provo City's proposal conditioned upon compliance with conditions imposed by RCPA; or (4) reject Provo City's proposal for insufficiency of information on which to base a determination. If RCPA gives conditional acceptance under clause (3), commencement of the proposed Improvement, activity, or use constitutes acceptance by Provo City of all conditions set forth in RCPA's notice.
- (c) **Failure to Notify.** If RCPA fails to notify Provo City as required in the preceding subsection, the proposal set forth in Provo City's notice is deemed approved.
- (d) **Standard of Review**

- (1) The phrase “without any obligation to do so,” in relation to an approval or determination by RCPA, means that, in that particular case, RCPA’s approval is wholly discretionary and may be given or withheld for any reason or no reason.
- (2) In all other cases, RCPA’s approval is not to be unreasonably withheld. It is not unreasonable for RCPA to disapprove a proposal that may adversely affect resources described in the Conservation Objectives or that is otherwise inconsistent with maintenance or attainment of Conservation Objectives.

4.05 Costs and Expenses

Provo City must pay or reimburse, as the case may be, RCPA’s costs and expenses (including Losses, Litigation Expenses, allocated personnel costs, and reasonably incurred liabilities) in connection with: (a) enforcement (including exercise of remedies) under the terms of this Grant; (b) response to requests by Provo City for Review, Waiver, or Amendment; and (c) compliance with requests for information, interpretation, or other action pertaining to the Grant if required by Applicable Law.

Article 5. VIOLATION; REMEDIES

5.01 Violation

If RCPA determines that the terms of this Grant are being or have been violated or that a violation is threatened or imminent, then the provisions of this section will apply:

- (a) Notice.** RCPA must notify Provo City of the violation. RCPA’s notice may include its recommendations of measures to be taken by Provo City to cure the violation and restore features of the Property damaged or altered as a result of the violation.
- (b) Opportunity to Cure.** Provo City’s cure period expires 30 days after the date of RCPA’s notice to Provo City subject to extension for the time reasonably necessary to cure but only if all of the following conditions are satisfied:
 - (1) Provo City ceases the activity constituting the violation promptly upon receipt of RCPA’s notice;
 - (2) Provo City and RCPA agree, within the initial 30-day period, upon the measures Provo City will take to cure the violation;
 - (3) Provo City commences to cure within the initial 30-day period; and
 - (4) Provo City continues thereafter to use best efforts and due diligence to complete the agreed upon cure.
- (c) Imminent Harm.** No notice or cure period is required if circumstances require prompt action to prevent or mitigate irreparable harm or alteration to a natural resource or other feature of the Property described in the Conservation Objectives.

5.02 Remedies

Upon expiration of the cure period (if any) described in the preceding section, RCPA may do one or more of the following:

- (a) Injunctive Relief.** Seek injunctive relief to specifically enforce the terms of this Grant, to restrain present or future violations of the terms of this Grant, and/or to compel restoration of resources destroyed or altered as a result of the violation.
- (b) Civil Action.** Exercise RCPA’s rights under Applicable Law to obtain a money judgment (together with interest thereon at the Default Rate).
- (c) Self-Help.** Enter the Property to prevent or mitigate further damage to or alteration of natural resources of the Property identified in the Conservation Objectives.

5.03 Modification or Termination

If the Conservation Easement is or is about to be modified or terminated by exercise of the power of eminent domain (condemnation) or adjudication of a court of competent jurisdiction sought by a Person other than RCPA, the following provisions apply:

- (a) Compensatory Damages.** RCPA is entitled to collect, from the Person seeking the modification or termination, compensatory damages in an amount equal to the increase in Market Value of the Property

resulting from the modification or termination plus reimbursement of Litigation Expenses as if a violation had occurred. In the event of an extinguishment of the Conservation Easement, RCPA is entitled to the greater of the compensation provided under this section or the compensation provided under any other provision of this Grant.

- (b) **Restitution.** RCPA is entitled to recover from the Person seeking the modification or termination: (1) restitution of amounts paid for this Grant (if any) and any other sums invested in the Property for the benefit of the public as a result of rights vested by this Grant, plus (2) reimbursement of Litigation Expenses as if a violation had occurred.

5.04 Remedies Cumulative

The description of RCPA's remedies in this article does not preclude RCPA from exercising any other right or remedy that may at any time be available to RCPA under this article or Applicable Law. If RCPA chooses to exercise one remedy, RCPA may nevertheless choose to exercise one or more of the other rights or remedies available to RCPA at the same time or at any other time.

5.05 Waivers

- (a) **No Waiver.** If RCPA does not exercise a right or remedy when it is available to RCPA, that is not to be interpreted as a waiver of any non-compliance with the terms of this Grant or a waiver of RCPA's rights to exercise its rights or remedies at another time.
- (b) **No Material Effect.** RCPA in its discretion may provide a Waiver if RCPA determines that the accommodation is for a limited time and limited purpose and will have no material effect on the Conservation Objectives.

5.06 No Fault of Provo City

RCPA will waive its right to reimbursement under this article as to Provo City (but not other Persons who may be responsible for the violation) if RCPA is reasonably satisfied that the violation was not the fault of Provo City and could not have been anticipated or prevented by Provo City by reasonable means.

Article 6. MISCELLANEOUS

6.01 Notices

- (a) **Requirements.** Each Person giving notice pursuant to this Grant must give the notice in writing and must use one of the following methods of delivery: (1) personal delivery; (2) certified mail, return receipt requested and postage prepaid; or (3) nationally recognized overnight courier, with all fees prepaid.
- (b) **Address for Notices.** Each Person giving a notice must address the notice to the appropriate Person at the receiving party at the address listed below or to another address designated by that Person by notice to the other Person:

If to Provo City: City Attorney
 Provo City
 351 West Center St.
 Provo, UT 84604

If to RCPA: Ginger Woolley, President
 Rock Canyon Preservation Alliance
 2145 N. Oak Lane
 Provo, UT 84604

6.02 Governing Law

The laws of the State of Utah govern this Grant.

6.03 Transfer

- (a) **Notice Required.** Not less than thirty (30) days prior to transfer of the Property or a Lot, Provo City must notify RCPA of the name(s) and address for notices of the Persons who will become the owner or owners following the transfer.
- (b) **Prior to Transfer.** Provo City authorizes RCPA to (1) contact the Persons to whom the Property or Lot will be transferred, and other Persons representing Provo City or the prospective transferees, to discuss with them this Grant and, if applicable, other pertinent documents; and (2) enter the Property to assess compliance with this Grant.
- (c) **Ending Continuing Liability.** If RCPA is not notified per this section's requirement, it is not the obligation of RCPA to determine whether a violation first occurred before or after the date of the transfer. Provo City continues to be liable on a joint and several basis with the post-transfer owner for the correction of violations under this Grant until such time as RCPA is given the opportunity to inspect and all violations noted in RCPA's resulting inspection report are cured.

6.04 Burdens; Benefits

This Grant binds and benefits Provo City and RCPA and their respective personal representatives, successors, and assigns.

- (a) **Binding on All Owners.** This Grant vests a servitude running with the land binding upon Provo City and, upon recordation in the Public Records, all subsequent owners of the Property or any portion of the Property are bound by its terms whether or not such owner or owners had actual notice of this Grant and whether or not the deed of transfer specifically referred to the transfer being under and subject to this Grant.
- (b) **Rights Exclusive to RCPA.** Only RCPA has the right to enforce the terms of this Grant and exercise other easement rights granted herein. Owners of Lots within or adjoining the Property do not have the right to enforce the terms of this Grant against Provo City. Only Provo City or its successor(s) in ownership has a right to notice of, or other participation in, any decision that is the subject of a request for Review, Waiver, Amendment, interpretation, or other action by RCPA.

6.05 Documentation Requirements

- (a) **Between RCPA and Provo City.** No Amendment, Waiver, approval after Review, interpretation, or other decision by RCPA is valid or effective unless it is in writing and signed by an authorized signatory for RCPA. This requirement may not be changed by oral agreement. The grant of an Amendment or Waiver in any instance or with respect to any portion of the Property or any right granted herein to RCPA does not imply that an Amendment or Waiver will be granted in any other instance.
- (b) **Between RCPA and Assignee.** Any assignment of RCPA's rights under this Grant, as permitted under this Grant, must be in a document signed by both RCPA and the assignee holder. The assignment document must include a covenant by which the assignee holder assumes the covenants and other obligations of RCPA under this Grant. RCPA must deliver the Baseline Documentation and such other documentation in RCPA's possession reasonably needed to uphold the Conservation Objectives.

6.06 Severability

If any provision of this Grant is determined to be invalid, illegal, or unenforceable, the remaining provisions of this Grant remain valid, binding, and enforceable. To the extent permitted by Applicable Law, the parties waive application of any provision of Applicable Law that renders any provision of this Grant invalid, illegal, or unenforceable in any respect.

6.07 Counterparts

This Grant may be signed in multiple counterparts, each of which constitutes an original, and all of which, collectively, constitute only one document.

6.08 Indemnity

Provo City must indemnify and defend the Indemnified Parties against all Losses and Litigation Expenses arising out of or relating to: (a) a breach or violation of this Grant or Applicable Law; and (b) personal injury (including death) and damage to personal belongings occurring on or about the Property if and to the extent not caused by the negligent or wrongful acts or omissions of an Indemnified Party.

6.09 Guides to Interpretation

- (a) **Captions.** The descriptive headings of the articles, sections, and subsections of this Grant are for convenience only and do not constitute a part of this Grant.
- (b) **Glossary.** If a term defined in the Glossary is not used in this Grant, the defined term is to be disregarded.
- (c) **Other Terms**
 - (1) The word “including” means “including but not limited to.”
 - (2) The word “must” is obligatory; the word “may” is permissive and does not imply an obligation.
- (d) **Conservation and Preservation Easements Act.** This Grant is intended to be interpreted so as to convey to RCPA all of the rights and privileges of a RCPA of a conservation easement under the Utah Land Conservation Easement Act.
- (e) **Restatement (Third) of the Law of Property: Servitudes.** This Grant is intended to be interpreted so as to convey to RCPA all of the rights and privileges of a holder of a conservation servitude under the Restatement (Third) of the Law of Property: Servitudes.

6.10 Entire Agreement

This is the entire agreement of Provo City and RCPA pertaining to the subject matter of this Grant. The terms of this Grant supersede in full all statements and writings between Provo City and RCPA pertaining to the transaction set forth in this Grant.

6.11 Incorporation by Reference

Each exhibit attached to this Grant is incorporated into this Grant by this reference. The Baseline Documentation and the Rock Canyon Trailhead Master Plan (whether or not attached to this Grant) are incorporated into this Grant by this reference.

6.12 Jurisdiction; Venue

RCPA and Provo City submit to the exclusive jurisdiction of the courts of the State of Utah located in Utah County and agree that any legal action or proceeding relating to this Grant or the Conservation Easement may be brought only in those courts located in that county.

Article 7. GLOSSARY

“Access Drive” means a road, drive, or lane providing vehicular access.

“Additional Improvement” means an Improvement other than an Existing Improvement.

“Amendment” means an amendment, modification, or supplement to this Grant signed by Provo City and RCPA and recorded in the Public Records. The term “Amendment” includes an amendment and restatement of this Grant.

“Applicable Law” means federal, state or local laws, statutes, codes, ordinances, standards, and regulations applicable to the Property, the Conservation Easement, or this Grant as amended through the applicable date of reference. If this Grant is intended to meet the requirements of a qualified conservation contribution, then applicable provisions of the Code and the Regulations are also included in the defined term.

“Beneficiary” means a Person given rights under the terms of this Grant (other than Provo City or RCPA).

“Land Conservation Easement Act” means Utah Code §§ 57-18-1 through -7 (2016) as amended through the applicable date of reference.

“Construction” means demolition, construction, reconstruction, maintenance, expansion, exterior alteration, installation, or erection of temporary or permanent Improvements; and, whether or not in connection with any of the foregoing, excavation, dredging, mining, filling, or removal of gravel, soil, rock, sand, coal, petroleum, or other minerals.

“Existing Improvement” means an Improvement existing as of the Easement Date as identified in the Baseline Documentation.

“Existing Servitude” means an easement or other matter affecting title to the Property (other than a Lien) accorded priority to the Conservation Easement by notice in the Public Records or other prior notice recognized under Applicable Law.

“Height” means the vertical elevation of an Improvement measured from the average exterior ground elevation of the Improvement to a point, if the Improvement is roofed, midway between the highest and lowest points of the roof excluding chimneys, cupolas, ventilation shafts, weathervanes, and similar protrusions or, if the Improvement is unroofed, the top of the Improvement.

“Impervious Coverage” means the footprints (including roofs, decks, stairs, and other extensions) of Improvements; paved or artificially covered surfaces such as crushed stone, gravel, concrete, and asphalt; impounded water (such as a man-made pond); and compacted earth (such as an unpaved roadbed). Also included in Impervious Coverage are green roofs and porous pavement surfaces. Excluded from Impervious Coverage are running or non-impounded standing water (such as a naturally occurring lake), bedrock and naturally occurring stone and gravel, and earth (whether covered with vegetation or not) so long as it has not been compacted by non-naturally occurring forces.

“Improvement” means a building, structure, facility, or other improvement, whether temporary or permanent, located on, above, or under the Property.

“Indemnified Parties” mean RCPA and its respective members, directors, officers, employees and agents, and the heirs, personal representatives, successors, and assigns of each of them.

“Invasive Species” means a plant species that is non-native (or alien) to the ecosystem under consideration and whose introduction causes or is likely to cause economic or environmental harm or harm to human health. In cases of uncertainty, publications such as “Plant Invaders of Mid-Atlantic Natural Areas” by the National Park Service and U.S. Fish and Wildlife Service, are to be used to identify Invasive Species.

“Lien” means a mortgage, lien, or other encumbrance securing the payment of money.

“Litigation Expense” means any court filing fee, court cost, arbitration fee or cost, witness fee, and each other fee and cost of investigating and defending or asserting any claim of violation or claim for indemnification under this Grant including, in each case, attorneys’ fees, other professionals’ fees, and disbursements.

“Losses” mean any liability, loss, claim, settlement payment, cost, expense, interest, award, judgment, damages (including punitive damages), diminution in value, fines, fees, penalties, or other charge other than a Litigation Expense.

“Lot” means a unit, lot, or parcel of real estate separated or transferable for separate ownership or lease under Applicable Law.

“Market Value” means the fair value that a willing buyer, under no compulsion to buy, would pay to a willing seller, under no compulsion to sell as established by appraisal in accordance with the then-current edition of Uniform Standards of Professional Appraisal Practice issued by the Appraisal Foundation or, if applicable, a qualified appraisal in conformity with §1.170A-13 of the Regulations.

“Native Species” mean a plant or animal indigenous to the locality under consideration. In cases of uncertainty, published studies, including *“Rock Canyon Ecological Restoration Guide”* (September 2017 revision), by Phil Allen et al.; and *“Landscaping on the New Frontier: Waterwise Design for the Intermountain West”* (2009), by Susan E. Meyer, et al., are to be used to establish whether or not a species is native.

“Provo City” mean Provo City and all Persons after them who hold an interest in the Property.

“Person” means an individual, organization, trust, government, or other entity.

“Public Records” mean the public records of the office for the recording of deeds in and for Utah County.

“Qualified Organization” means a governmental or charitable entity that (a) meets the criteria of a qualified organization under §1.170(A-14(c)(1) of the Regulations and (b) is duly authorized to acquire and hold conservation easements under the Land Conservation Easement Act.

“Regulations” mean the provisions of C.F.R. §1.170A-14, and any other regulations promulgated under the Code that pertain to qualified conservation contributions, as amended through the applicable date of reference.

“Regulatory Signs” mean traffic signs (not exceeding one square foot each) to control access to the Property or for informational, directional, or interpretive purposes.

“Review” means review and approval by RCPA under the procedure described in article 6.

“Review Requirements” mean, collectively, any plans, specifications, or other information required for approval of the Subdivision, activity, use, or Improvement under Applicable Law (if any) plus the information required under (a) an exhibit incorporated into this Grant or (b) the Baseline Documentation or (c) if the information described in items (a) and (b) is inapplicable, unavailable, or insufficient under the circumstances, the guidelines for Review of submissions set by RCPA to provide sufficient information to conduct its Review.

“Subdivision” means any division of the Property or any Lot within the Property; and any creation of a unit, lot, or parcel of real estate, including subsurface portions of the Property, for separate use or ownership by any means including by lease or by implementing the condominium form of ownership.

“Waiver” means a written commitment by which RCPA, without any obligation to do so, agrees to refrain from exercising one or more of its rights and remedies for a specific period of time with respect to a specific set of circumstances.

[REMAINDER OF PAGE INTENTIONALLY BLANK]

INTENDING TO BE LEGALLY BOUND, Provo City and RCPA, by their respective duly authorized representatives, have signed and delivered this Grant as of the Easement Date.

Witness/Attest:

Provo City Municipal Corporation

 (SEAL)

By:

Its:

Rock Canyon Preservation Alliance

Ginger Woolley
President

STATE OF UTAH:

COUNTY OF UTAH

:

ON THIS DAY _____, before me, the undersigned officer, personally appeared _____, known to me (or satisfactorily proven) to be the person(s) whose name(s) is/are subscribed to the within instrument, and acknowledged that he/she/they executed the same for the purposes therein contained.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

_____, Notary Public

Print Name:

STATE OF UTAH : _____

SS

COUNTY OF UTAH : _____

:

ON THIS DAY _____ before me, the undersigned officer, personally appeared **Ginger Woolley**, who acknowledged herself to be the President of Stepping Stones for Families, Inc., a Utah non-profit corporation doing business as Rock Canyon Preservation Alliance, and that she as such officer, being authorized to do so, executed the foregoing instrument for the purposes therein contained by signing the name of the corporation by her/himself as such officer.

IN WITNESS WHEREOF, I hereunto set my hand and official seal.

_____, Notary Public

Print Name:

This document is based on the 7th edition of the *Model Grant of Conservation Easement and Declaration of Covenants* (v. 2017.05.18)
published by the Pennsylvania Land Trust Association.

EXHIBIT A

Legal Description of Property:

BEGINNING AT THE SOUTH QUARTER CORNER OF SECTION 29, TOWNSHIP 6 SOUTH, RANGE 3 EAST, SALT LAKE BASE AND MERIDIAN; THENCE S89°35'19"W ALONG THE SECTION LINE 624.23 FEET TO AN EXISTING FENCE; THENCE ALONG SAID FENCE THE FOLLOWING (2) COURSES; THENCE N10°38'09"W 15.97 FEET; THENCE S88°09'49"W 98.01 FEET TO AN "X" IN THE CONCRETE AND THE SOUTHEAST CORNER OF LOT 1, PLAT B, LES LIECHTY SUBDIVISION, ACCORDING TO THE OFFICIAL PLAT THEREOF ON FILE IN THE OFFICE OF THE UTAH COUNTY RECORDER; THENCE N00°00'00"E 174.97 FEET TO A REBAR, SAID REBAR IS MARKING THE SOUTHEAST CORNER OF LOT 2, PLAT C, LES LIECHTY SUBDIVISION, ACCORDING TO THE OFFICIAL PLAT THEREOF ON FILE IN THE OFFICE OF THE UTAH COUNTY RECORDER; THENCE ALONG SIAD PLAT THE FOLOWING (2) COURSES; THENCE N°00'00"E 354.73 FEET TO A REBAR; THENCE S88°40'30"W 19.48 FEET TO A REBAR; THENCE ALONG THE "STEED HOLDINGS PROPERTY" RECORD OF SURVEY, ENTRY NO. 14-060, ACCORDING TO THE OFFICIAL RECORD ON FILE AT THE OFFICE OF THE UTAH COUNTY SURVEYOR'S OFFICE THE FOLLOWING (2) COURSES; THENCE N18°40'30"E 193.46 FEET; THENCE S88°40'30"W 239.03 FEET TO THE EAST RIGHT-OF-WAY LINE OF 1450 EAST STREET; THENCE ALONG SAID RIGHT-OF-WAY THE FOLLOWING (2) COURSES; THENCE N18°50'19"E 242.03 FEET; THENCE NORTHERLY ALONG THE ARC OF A 588.71 FOOT RADIUS CURVE TO THE LEFT 125.85 FEET (CHORD BEARS: N12°22'51"E 125.61 FEET) TO THE SOUTHWEST CORNER OF THAT REAL PROPERTY DESCRIBED IN DEED ENTRY NO. 13287:1994 OF THE OFFICIAL RECORDS OF UTAH COUNTY; THENCE N89°18'55"E ALONG SAID DEED 802.45 FEET TO THE SOUTH QUARTER SECTION LINE; THENCE S00°45'08"E ALONG SAID SECTION LINE 1076.52 FEET TO THE POINT OF BEGINNING.

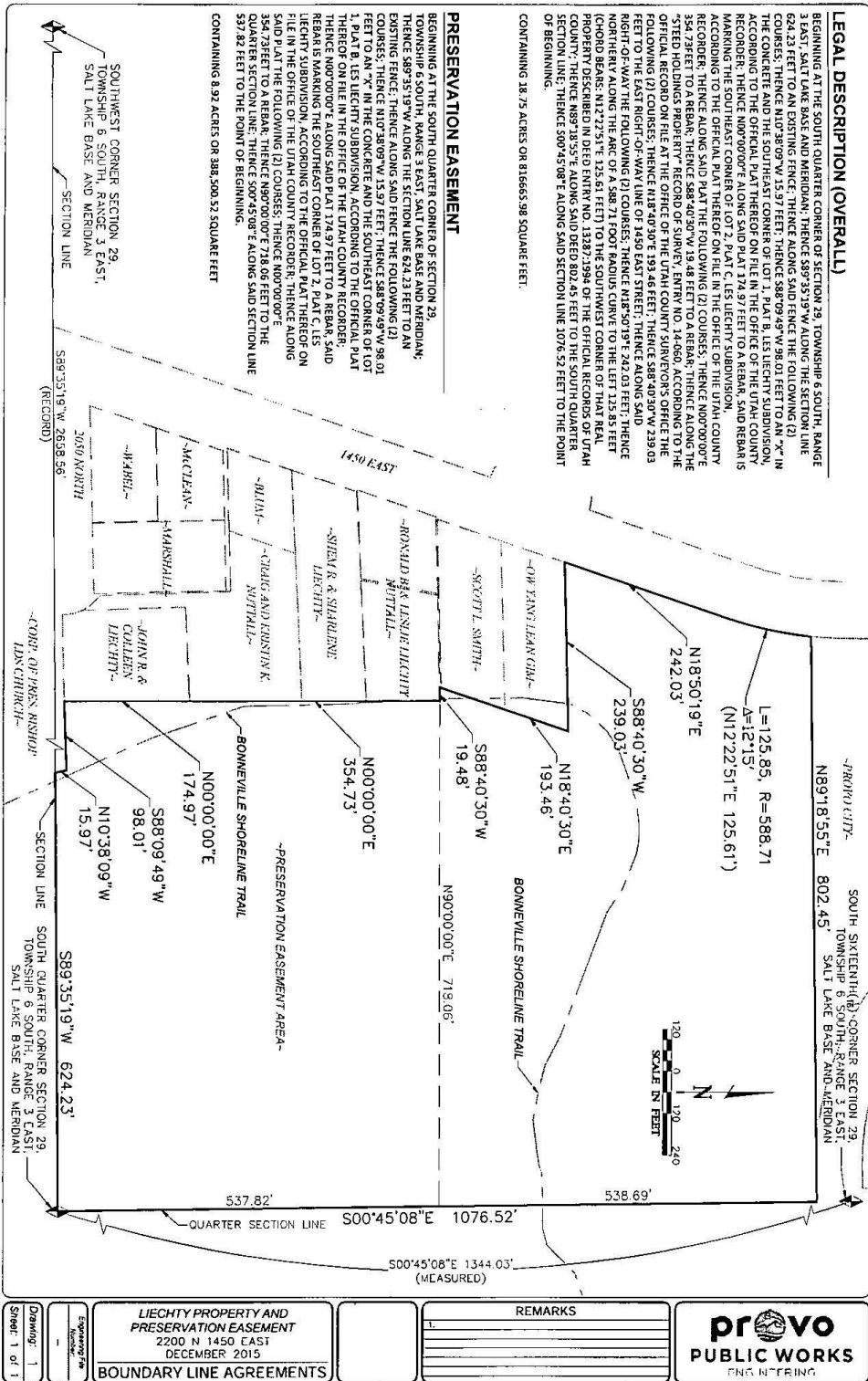
CONTAINING 18.75 ACRES OR 816665.98 SQUARE FEET

EXHIBIT B

ENT 26448:2016 PG 17 of 17

LEGAL DESCRIPTION (OVERALL)

PRESERVATION EASEMENT





Provo City Municipal Council

Staff Memorandum

GIS 2020 Census Update

October 17, 2017

Presenter <u>Phil Uhl</u>	Item Short Title A discussion on the Geographical Information Systems (GIS) Division and the work they're doing for the 2020 Census (17-127)
Time for Presentation 20 min	Intended Outcome of Discussion/Requested Action Presentation only, although the Council will eventually need to address redistricting post-census for both the Council and the School Board. GIS tools utilized during the last redistricting process will be shown.
IssueFile # 17-127	Background Preparations for the 2020 Census are beginning. There are a couple Census projects that the GIS Admin Team will be addressing in coming months. The most intensive of the two is the 2020 Census LUCA Operation (Local Update of Census Addresses). This is an opportunity for local governments to update the Census Bureau's residential address list prior to the 2020 Census. The Census Bureau relies on a complete and accurate address list to reach every residence for inclusion in the census. Phil Uhl will give an overview of this project and a brief overview on the Boundary and Annexation Survey which is also part of preparations for the census. GIS Home, the internal GIS viewer, will also be briefly introduced.



Provo City Municipal Council

Staff Memorandum

Nutrient Limit Variance Letter

October 17, 2017

<p>Presenter <u>Shane Jones</u></p> <p>Time for Presentation 40 min</p> <p>IssueFile # 17-128</p>	<p>Item Short Title A discussion on a request for variance from Technology-Based Phosphorus Effluent Limits for the Wastewater Reclamation Facility (17-128)</p> <p>Intended Outcome of Discussion/Requested Action The Nutrient Limit Variance letter needs to be sent to the State Division of Drinking Water before January 1, 2018 with a resolution by the Council authorizing it. This item will be on the November 14th Council Meeting agenda.</p> <p>Background The Public Works Department would like to request a variance from the State's Technology-Based Phosphorus Effluent Limits (TBPEL) in relation to the Provo Wastewater Reclamation Facility. Provo City staff met with Utah Division of Water Quality (DWQ) staff on September 6, 2017 to discuss options for obtaining a variance. Based on guidance received at this meeting, Provo City is requesting a variance from an administrative rule which requires the Provo Water Reclamation Plant to reduce the concentration of Phosphorus in Plant effluent to 1 mg/l by January 1, 2020. Please see the variance letter for additional information.</p>
--	---



PUBLIC WORKS
TEL 801 852 6780
1377 S 350 E
PROVO, UT 84606

Erica Gaddis, PhD
State of Utah Department of Environmental Quality
Division of Water Quality
195 North 1950 West
Salt Lake City, UT 84114
August 23, 2017

Subject: Request for Variance from Technology-Based Phosphorus Effluent Limits under R317-1-3.3.C.d and R317-1-3.3.C.e for the Provo City Wastewater Reclamation Facility

Dear Dr. Gaddis:

Provo City is submitting this request for a variance from the Technology-Based Phosphorus Effluent Limits (TBPEL) under the guidelines established in the Utah Administrative Code (UAC) 317-1-3.3.C. Provo City staff met with Utah Division of Water Quality (DWQ) staff on September 6, 2017 to discuss options for obtaining a variance. Based on guidance received at this meeting, Provo City is requesting a variance in accordance with the provisions included in UAC R317-1-3.3.C.d and R317-1-3.3.C.e.

R317-1-3.3.C.d – The provisions for a variance under this section require the City to “demonstrate that a commensurate phosphorus reduction can be achieved in receiving waters using innovative alternative approaches such as water quality trading, seasonal offsets, effluent reuse, or land application.” The City’s understanding, based on communications with DWQ staff, is that the goal of the TBPEL regulation as it applies to the Provo Wastewater Reclamation Facility (WRF), is to lower the phosphorus level in Utah Lake, and does not have to be tied to the wastewater facility compliance point. Provo is working with various consultants, private companies, and local and state entities to investigate alternatives that will create a commensurate phosphorus reduction in Utah Lake. These alternatives need to be thoroughly vetted, and many include complex agreements that will take significant time to complete. In pursuing this course, Provo will work closely with DWQ to establish milestones and decision points to ensure that Provo City complies with the provisions of the TBPEL regulation found in UAC 317-1-3.3.

R317-1-3.3.C.e – As outlined in this provision, Provo City is in the process of completing its “due diligence toward construction of a treatment facility designed to meet the TBPEL.” To date, Provo City has completed the development of planning documents for the upgrade of the City’s wastewater treatment capabilities including process evaluations, phasing and scheduling plans, and funding evaluations. This effort has resulted in the creation of the following planning documents:

1. Provo Water Reclamation Facility Master Plan (Provo WRF Master Plan)

The Provo WRF Master Plan documents the evaluation of the performance of the existing Provo WRF as well as process upgrades that may be completed to meet the TBPEL. In addition to phosphorus removal to meet the TBPEL, the evaluation includes the analysis of processes for the removal of phosphorus to lower levels than are currently required in anticipation of future regulations that may establish more stringent effluent discharge limits. Based on the charter document for the Utah Lake Water Quality Study, it is Provo’s understanding that additional nutrient limits will not be implemented for treatment facilities on Utah Lake until 2030.

The Provo WRF Master Plan also includes a phasing plan that outlines the dates and timeframes for the upgrade and expansion of the existing Provo WRF to meet the TBPEL.

2. Provo Water Reclamation Facility Preliminary Plant Relocation Evaluation

Provo City is considering the option of constructing a new treatment facility in the existing location or near Utah Lake. This option is being considered based on the assessment of the age and condition of the existing Provo WRF, and the estimated cost of refurbishment. The Site Relocation Evaluation includes an analysis of options for construction of a new facility. These include the construction of a smaller facility (approximately 6 mgd capacity) that will be expanded in phases until the new facility and collection system are fully established and the existing Provo WRF can be decommissioned. During the interim condition, both the new and existing facilities will be in operation and will meet the TBPEL jointly in accordance with the water quality trading provision of UAC 317-1-3.3.C.d.

3. Provo Waste Water Treatment Modifications Schedule and Phasing Plan

The Schedule and Phasing plan expands on the phasing presented in the Provo WRF Master Plan to show the project timeline for key projects for the upgrade of the existing Provo WRF and the construction of a new water reclamation facility. The phasing plan includes key analysis timeframes and the required timing for key decisions. Of critical importance is the timeframe for the City to make a final decision on its selected strategy for meeting the TBPEL. It is the intent of the City to follow the timelines presented in the plan to complete the projects outlined therein.

4. Provo Wastewater Treatment Modifications Project Funding Plan

The Project Funding Plan has been developed based on the cost estimates developed for the upgrade of the existing Provo WRF and the construction of a new treatment facility. The funding plan includes the rate increases that have been approved by the Provo City Council to fund the projects, and presents the revenue that will be received by the City in relation to the capital that will be expended by the City to complete the required projects.

5. Provo City Council resolution confirming the request for a variance in accordance with the provisions included in UAC R317-1-3.3.C.d and R317-1-3.3.C.e.

Provo City is investing significant effort into the evaluation of wastewater treatment options that will meet the current and future needs of its community. The decision between the upgrade of the existing facility and the construction of a new facility is one that is being thoroughly investigated. It is the intent of the City to complete this investigation as outlined in the Schedule and Phasing Plan, and proceed with the design and construction of the projects necessary to meet the TBPEL as outlined therein.

Sincerely,

David Decker, PE
Public Works Director

Attachments:

Provo Water Reclamation Facility Master Plan
Provo Water Reclamation Facility Preliminary Site Relocation Evaluation
Provo Wastewater Treatment Modifications Schedule and Phasing Plan
Provo Wastewater Treatment Modifications Project Funding Plan

RESOLUTION 2017-.

A RESOLUTION REQUESTING APPROVAL FROM THE UTAH DIVISION OF
WATER QUALITY OF A VARIANCE FROM TECHNOLOGY-BASED
PHOSPHORUS EFFLUENT LIMITS UNDER R317-1-3.3.C.d AND R317-1-3.3.C.e
FOR THE PROVO CITY WASTEWATER RECLAMATION FACILITY. (17-128)

WHEREAS, the City of Provo owns and operates a waste water treatment facility (the Plant) wherein waste water collected is treated and discharged into Utah Lake via the Provo Bay; and

9 WHEREAS, the State of Utah, Division of Water Quality (DWQ), adopted Rule R317-1-
10 3 titled “Requirements for Waste Discharges”; and

WHEREAS, the State of Utah, Division of Water Quality, has established Technology-Based Phosphorus Effluent Limits (TBPEL) as a part of Rule R317-1-3; and

WHEREAS, Provo City contracted with Water Works Engineers, LLC on September 10, 2014 to complete a comprehensive assessment and master plan (the Plan) for the Plant; and

WHEREAS, the Plan is nearing completion; and

WHEREAS, the Plan has identified that a significant amount of infrastructure at the Plant has reached or is beyond its useful life; and

WHEREAS, the construction of a new plant at a new location is under serious consideration; and

WHEREAS, the deadline for achieving the TBPEL is January 1, 2020 unless a variance is granted; and

WHEREAS, Provo City needs time to consider and evaluate all options for the removal of Phosphorus to meet the TBPEL, including the construction of a new plant; and

WHEREAS, Provo City desires to pursue projects that will best meet the needs of the Plant and meet the TBPEL; and

WHEREAS, Provo City has exercised due diligence toward the construction of a treatment facility designed to meet the TBPEL in completing the Plan; and

WHEREAS, there are a number of innovative options for meeting the TBPEL through commensurate phosphorus reduction; and

WHEREAS, Provo City is desirous of obtaining from the State of Utah, Division of Water Quality, a variance for TBPEL until all options for meeting the TBPEL can be thoroughly evaluated.

33 NOW, THEREFORE, be it resolved by the Municipal Council of Provo City, Utah, as
34 follows:

35 PART I:

- 36 1. A request for a variance from the TBPEL shall be submitted to the State of Utah,
37 Division of Water Quality.
38 2. Provo City hereby commits to establishing and pursuing a plan to meet the TBPEL by
39 January 1, 2025 as required and allowed under Administrative Rule R317-1-3
40 “Requirements for Waste Discharges.”

41 PART II:

42 This resolution shall take effect immediately.

43 END OF RESOLUTION.



Provo City Municipal Council

Staff Memorandum

Council Communications Update

October 4, 2017

**Council Community
Relations Coordinator**

[Karen Tapahé](#)
801-852-6122

Issue File

17-125

Overview

Since the launch of Open City Hall (OCH) in November 2016, the site has had a total of 1,044 unique visitors. Of those, 230 became subscribers and 188 participated in OCH topics. In comparison, we had 272 total public comments at Council meetings in 2016 and about 270 so far in 2017. The site also administers a survey to participants on their satisfaction in using the site. We currently have a 90% satisfaction rate.

We have utilized OCH in several different ways:

Ongoing Public Comment

One is a monthly open topic that functions like the public comment portion of Council meetings. Called “Let me speak to the Council,” it gives the public another forum for sending comments to the entire Council. We have had this for four months now, with 82 total views and three total comments submitted during that time.

Public Input on Specific Topics

Another way we have used OCH is to ask for feedback from the public on specific topics. This is the use that is the most public and expected from this platform.

- Your Vision for Provo’s West Side - mapping tool
 - 325 visitors
 - 48 registered comments/maps
 - 12 unregistered comments/maps
- Communicating with the Council - open comment
 - 109 visitors
 - 12 registered comments

- 2 unregistered comment
- Development Policies for West Provo - annotation of policy document
 - 109 visitors
 - 64 registered comments
 - 4 unregistered comments
- What Should We Call Provo's West Side? - survey
 - 135 visitors
 - 21 registered responses
 - 38 unregistered responses
- Voting Preferences - survey
 - 195 visitors
 - 45 registered responses
 - 88 unregistered responses
- Proposed FY2018 Provo City Budget - open comment
 - 41 visitors
 - 2 registered comments
 - 0 unregistered comments
- Survey Questions for Landlords - survey
 - 47 visitors
 - 9 registered comments
 - 5 unregistered comments
- Survey Questions for Renters/Homeowners - survey
 - 138 visitors
 - 44 registered comments
 - 33 unregistered comments
- Baching Singles Overlay Plan - survey
 - 60 visitors
 - 15 registered comments
 - 6 unregistered comments

Members Only

The unexpected use of OCH we discovered was with committee work. OCH allows topics to be created that are only open to a specific list of people. We were able to facilitate the work of various committees, saving them precious meeting time.

- March 2017 Input from Neighborhood Chairs and Vice Chairs (Neighborhood Program Review Committee)
 - 17 participants
 - Survey and comments
- Farming in Provo (West Side Planning Committee)
 - 21 participants (farm owners)

- Survey and comments
- West Provo Development Policies (West Side Planning Committee)
 - 18 participants
 - Annotation on policy documents
- Suggestions for Improving Zoning Compliance in Provo (Zoning Compliance Committee)
 - 6 participants
 - Open comments
- Prioritize Zoning Compliance Proposals (Zoning Compliance Committee)
 - 9 participants
 - Prioritization exercise

The biggest challenge so far has been topic development. We want to make sure that we know what type of public feedback we want and that the feedback will be considered in the decision-making process. Some topic ideas didn't come to fruition because they were too complex to present on this type of forum. There needs to be enough information for the participant to give an educated response and it needs to be presented in a neutral manner. We have appreciated thoughtful feedback from Council members when topics are proposed. Our staff can also play a role in developing topics as they attend committee meetings and see opportunities for gathering information on current issues.

Our representative at Peak Democracy has shared with me another possible way to encourage public engagement. It is a "grapevine" topic that works as an ongoing online question and answer session. Much like the "ask me anything" sessions that others have done, the public would be able to ask questions on Provo City topics. We (Council staff) would reach out to the appropriate people for answers and then post them on Open City Hall. I believe this would be a great way to have continuing dialogue with the public.



Provo City Municipal Council

Staff Memorandum

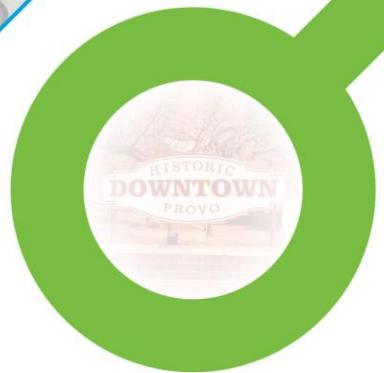
Provo Parking Strategic Management Plan

October 17, 2017

<p>Presenter <u>Cliff Strachan</u></p> <p>Time for Presentation 15 min</p> <p>IssueFile # 17-126</p>	<p>Item Short Title A discussion on adopting the Provo Parking Strategic Management Plan as a guide for decision making and policy formation (17-126)</p> <p>Intended Outcome of Discussion/Requested Action Discuss the Provo Parking Strategic Management Plan at future work meetings, and ultimately adopt the Provo Parking Strategic Management Plan at a future Council Meeting.</p> <p>Background On November 17, 2016, the Provo City Council held a Parking Retreat during which Dennis Burns of Kimley- Horn Associates presented the Provo Parking Strategic Management Plan. At the retreat, Mr. Burns highlighted the report's Primary Action Item #1, which recommends that the City, "Adopt new program Vision and Mission Statements and Recommended Parking Program Guiding Principles. Hire a parking management professional and implement parking management best practices" (pg. 7). Since the retreat, the City has hired a parking manager, but the Council has yet to adopt a parking vision, mission, and guiding principles, as suggested by the report. (A draft vision statement, draft mission statement, and draft guiding principles can be found on pages 130-138 of the Provo Parking Strategic Management Plan.) The purpose of this item is to determine whether the Council would like to move forward by officially adopting the Provo Parking Strategic Management Plan as a guide for decision making and policy formation.</p>
---	--



PROVO



STRATEGIC



Parking Management

PLAN



**Strategic Parking
Management Plan**
DRAFT REPORT

November 2015



Prepared for



Prepared by



Kimley»Horn

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1. EXECUTIVE SUMMARY

Introduction

In late 2014, the City of Provo engaged Kimley-Horn and Associates (Kimley-Horn) to develop a Strategic Parking Management Plan for downtown and a select number of core City neighborhoods in Provo, Utah. This plan identifies both short and long-term goals for the development of a forward-thinking and holistically-managed public parking system that will support the City's larger economic and community development goals, today and in the future.

Project Objectives

The primary goal of this Strategic Parking Management Plan is to be a guide for decision makers on topics such as governance, technology, enforcement, as well as facility and parking asset management. Specific project objectives include providing strategies and tools to:

- ▲ Identify governance and management structures that will work best for Downtown Provo and will contribute to the successful implementation of other recommendations.
- ▲ Improve public perceptions of downtown parking, especially related to concerns about an overly punitive and aggressive culture of towing.
- ▲ Begin positioning parking as a contributor to continued downtown redevelopment and economic expansion.
- ▲ Provide recommendations on establishing positive and proactive customer relations.
- ▲ Explore the range of parking management strategies that can be used by City staff to encourage on-street parking turnover and promote increased downtown vitality without unduly penalizing infrequent violators
- ▲ Identify technology that can improve customer convenience, while also controlling operating costs.
- ▲ Position parking management within the larger "access management" context in a way that promotes a balanced system of parking and transportation alternatives.
- ▲ Understand the opportunities, challenges and potential synergies between the City of Provo and Brigham Young University's (BYU) parking and transportation programs.

Report Organization

This Strategic Parking Management Plan is organized as follows:

- ▲ Executive Summary
- ▲ Planning Context
- ▲ Data Analysis & Parking Supply/Demand Assessment
 - Data Collection Area
 - Inventory
 - Occupancy
 - Turnover, Private/Public Agreements, BYU Supply
 - Data Collection Summary
- ▲ Community Engagement
 - Vision Provo Results
 - Strategic Communications Plan
- ▲ Parking Expert Advisory Panel Report
- ▲ Issues Identification & Analysis
 - Current Conditions Overview
 - Peer City Review
 - High Priority Issues
 - 20 Characteristics of Effective Parking Management Programs
 - Parking System Organization and Management
 - Funding Strategies
- ▲ New Parking Program Goals and Objectives
 - "Charting the Right Course"
 - Vision
 - Mission
 - Guiding Principles
- ▲ Recommended Parking Program Action Items
 - Primary Action Items
 - Secondary Action Items
 - Program Management & Policy Action Plan
- ▲ Appendices & Parking Management Toolbox

Key Findings

What the program currently needs most are nine key elements:

1. A Sense of Purpose and Direction relative to Parking and Transportation Policy – this strategic plan should provide that missing element.
2. A Strong and Capable Program Leader – the recruitment and hiring of a new parking manager (a new position within Provo City government) is seen as a vital initial step to creating an effective and sustainable parking management program.
3. Establish parking as a separate “enterprise fund” and dedicate all parking related revenue streams to support the enterprise fund.
4. A Strong Customer Service Orientation – one of the key leadership elements that needs to be infused into the program from the beginning is a strong customer service focus. This applies to not only to staff training but also to facilities maintenance and investments in new technologies. Parking can play a key role in improving the perception and the experience of downtown overall. Collaboration and partnerships with Downtown Provo Inc. will be an important component of this initiative.
5. A Focus on “Mastering the Fundamentals” of Parking Management – While related to the training and staff development element, this focus area is really about gaining an in-depth understanding of the many complex and challenging aspects that are somewhat unique to parking. Chapter 7 of this report (Characteristics of Effective Parking Management Programs) provides a strong framework built around 20 specific program categories that can form the basis for a comprehensive program development approach. Between this chapter and the wealth of tools provided in the Appendices, there are numerous program elements, both short and long term that can transform the Provo parking program into one of the best municipal programs in the country over time.
6. Investment in New Technology – Leveraging new technology will be a critical element in achieving many of the stated goals of this project including:
7. Enhanced customer friendly programs and services
8. Improved operational efficiency
9. Enhanced system financial performance
10. Improved system management
11. Development of a strong parking maintenance program with regularly scheduled facility condition appraisals, the creation of parking facility maintenance reserves and a prioritized facility restoration and maintenance schedule.
12. Development of an on-going and collaborative relationship with BYU and other local colleges and universities to enhance residential parking permit programs and improve neighborhood parking enforcement.
13. Over time, expand the parking program’s mission to adopt a broader more “mobility management” oriented perspective. Also work closely with City Planning to address

parking requirements (zoning code) and ADA parking placard abuse reforms.

Primary Action Items

Beginning on page 125 there is a list of recommended “Primary Action Items”. Below is summary listing of these key recommendations:

Primary Action Item #1: Adopt new program Vision and Mission Statements and Recommended Parking Program Guiding Principles. Hire a parking management professional and implement parking management best practices.

Primary Action Item # 2: Establish the parking program as a separate enterprise fund and combine all parking related revenue streams into this fund.

Primary Action Item # 3: Begin a process to evaluate investment in new on-street and off-street parking technology.

Primary Action Item # 4: Leverage parking as a community and economic development strategy and develop a comprehensive parking planning function.

Primary Action Item # 5: Critically assess the current parking enforcement program using the tools provided. Invest in mobile license plate recognition (LPR) technology.

Primary Action Item # 6: Develop a proactive facility maintenance program including regular facility condition appraisals, prioritized facility rehabilitation plans and the creation of parking facility maintenance reserves.

Primary Action Item #7: Develop a new parking program brand and marketing program including significant on-going community outreach strategies. (See marketing strategy implementation matrix.)

Primary Action Item # 8: Invest in training and staff development with a goal of mastering the fundamentals of parking system management and operations.

Primary Action Item # 9: Work collaboratively with BYU and neighborhood associations to better define residential neighborhood parking issues and enhance residential permit programs, improve neighborhood permit enforcement (through LPR technology and increased staffing) and to identify and rectify documented safety issues such as intersection line of sight issues, speeding and related problems.

Primary Action Item # 10: Expand the scope of the parking program over time to be more supportive of alternative modes of transportation and embrace more of a “mobility management philosophy”.

Primary Action Item # 11: Address abuse of accessible parking placards to improve parking availability for those who are truly disabled.

In Summary

The development of a strategic vision and a strong, well defined action plan is a critical first step in creating a comprehensive public parking program for Provo City. We applaud the community's recognition of this fact and for making this important investment.

Parking can be a significant partner and contributor to advancing the community's economic development goals as well helping to improve the overall experience of accessing Provo's core neighborhoods and downtown business district. We are confident with the strong team of City leaders, an engaged and supportive Mayor and City Council, a strong downtown organization and new investments in parking program development that the future of downtown Provo is bright indeed. Now the real work on parking program improvement begins!

2. PLANNING CONTEXT

As part of our initial project request for information, we requested copies of previous studies and planning projects in order to better understand the planning context in which this analysis effort would be conducted.

We were provided with several recent planning documents that provided important context for the creation of a Strategic Parking Management Plan.

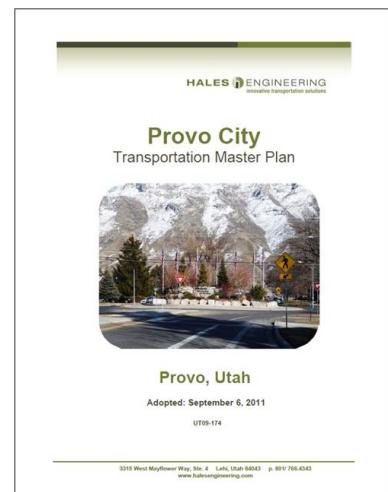
▲ **Downtown Master Plan** (2014) (Excerpt from the Plan Introduction)

- The Downtown Master Plan is a guide for the future of Downtown Provo. The Plan encompasses five planning districts; each district has unique characteristics that separate one from another.
- This plan is adopted as a supplement to the Provo City General Plan and as such reinforces and extends the goals and policies of the General Plan.
- Future development plans and improvements to the public realm must be consistent with both the General Plan and this Downtown Master Plan.
- This plan has been developed in accordance with the goals of VISION 2030, an aspirational document outlining Provo's vision for its future. This document has as a stated aim that specific area plans be developed for the delineated neighborhoods within Provo..



▲ **Transportation Master Plan** (2011) (Excerpt from the report Background section)

- The purpose of a Transportation Master Plan (TMP) is to ensure that a coordinated, master planned effort is undertaken to plan for the transportation needs of the city given the current and future land use planning. Because of differing growth patterns which are often unpredictable due to changing economic circumstances within the City and beyond, it becomes necessary to update this Transportation Master Plan periodically.
- Additionally, due to state law requirements to spend impact fees within a certain number of years, it is recommended that the TMP and Capital Facilities Plan (CFP) process be updated at least every five years to remove completed projects



from the list and re-prioritize additional projects with any which have not been fully funded or constructed.

▲ Center Block and 100 South Promenade Redevelopment Concept Plan (2014) (Excerpt from the Executive Summary)

- The block bounded by Center Street, 300 West, 100 South and 500 West is the Provo municipal block adjacent to Pioneer Park and the subject of this study. A number of groups have expressed an interest in



redeveloping this particular block, and it is important the community plays a key role in that visioning process. The goal is to uncover ideas that are in tune with what best serves the people of Provo, and that their impact will ripple throughout downtown and, in the process, create all new opportunities across Downtown.

- The block currently contains a number of community assets but is also dominated by parking and, in multiple spots because of walls and setbacks, doesn't engage particularly well with passers-by. In short, it has a lot of unmet potential.

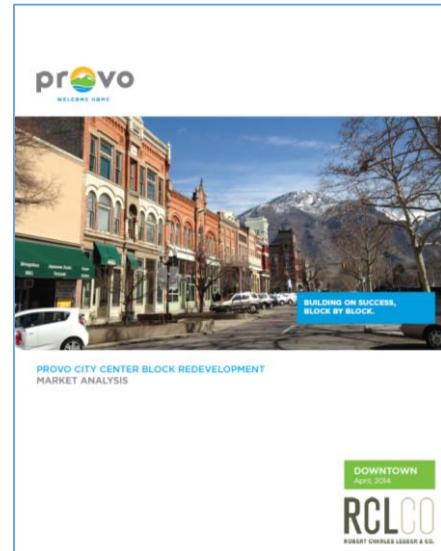
▲ **Joaquin Neighborhood Plan** (2014) (Excerpt from the Plan Introduction)

- The Joaquin Neighborhood Plan is a product of Community Development Staff and a citizen advisory panel working together to envision the best possibilities for the neighborhood's future. The Plan has been developed under the mandate established by Vision 2030 to create neighborhood specific plans and reflects the objectives of the Provo General Plan.
- The Plan conceives of a united neighborhood that meets the needs of a diverse citizenry by providing a convenient walkable center for all aspects of student living at the north reach of the neighborhood and a stabilizing mix of single family homes and existing multi-family dwellings at the south. These areas are mediated by appropriate transition between the north and south and served by robust connections to downtown and the many adjacent civic amenities.
- The Joaquin Neighborhood Plan is adopted as a supplement to the Provo City General Plan and as such reinforces and extends the goals and policies of the General Plan. Future development plans and improvements to the public realm must be consistent with both the General Plan and this Joaquin Neighborhood Plan.



▲ **Provo City Center Block Redevelopment Market Analysis** (2014) (Excerpt from the Executive Summary)

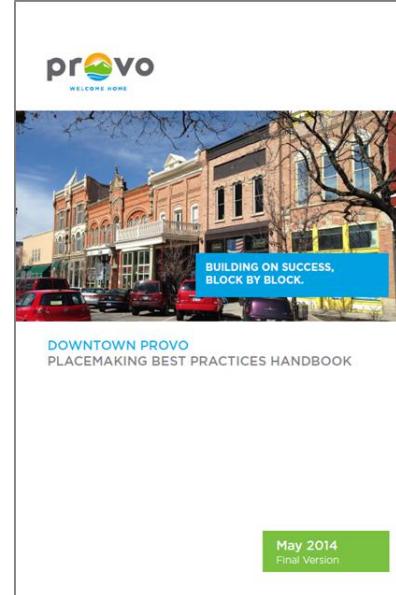
- The near-term market opportunities for the City Center site include a broad array of development options, though most uses will be challenging to provide today at higher densities or in vertical mixed-use configurations. Rental apartments, limited service hotel, and for-sale townhomes all present construction-feasible development opportunities today if built in an urban low-rise, surface-parked configuration.
- Destination retail, especially restaurants, are also an opportunity as a component of a larger development, but would likely not



- have strong market support as a stand-alone use.
- The Provo/Orem submarket has minimal demand for additional new multitenant office space in the near-term, though the option to replace the City of Provo offices that would be demolished in any redevelopment scenario with new City office space on-site could allow for an office component as part of the broader redevelopment plan.
- While the land uses detailed above represent the opportunity for a conventional mixed-use development, the success of the City Center redevelopment should be measured in its broader impact as a catalyst for future development and redevelopment in downtown. To achieve this lofty goal, the City Center redevelopment needs to be conceived as an anchor for the west end of downtown that both drives activity to the site and attracts those visiting the new Temple - thus cementing Center Street as a vibrant, walkable destination. This strategy indicates a focus on activity drivers such as entertainment venues, high-quality destination retail (restaurants, pharmacy), downtown housing, and hotel.
- Another key consideration is the potential to leverage a location near two large universities, Brigham Young University (BYU) and Utah Valley University (UVU), as a long-term sustainer of downtown Provo's growth. While additional purpose-built student housing is demanded in the broader market, today the City Center site is likely perceived as too far from either campus to be an attractive option relative to older apartments closer to school. However, as downtown Provo and Center Street becomes a livelier environment, students would be more likely to trade proximity to campus for a cool environment.
- Even without student housing on-site, other uses that attract students to City Center and to downtown while they are attending college can provide a conduit of young, well-educated professionals who want to live and work in Provo after they graduate. Connecting downtown Provo to student's entrepreneurial inclinations, through means such as a business incubator or accelerator partnership with the universities, might encourage students to start businesses while in school and continue to grow them locally.

▲ **Downtown Provo Placemaking Best Practices Handbook** (2014) (Excerpt from the Handbook Introduction)

- This handbook provides a review of Smart Growth, New Urbanism and Traditional Neighborhood Development practices, and extracts the most powerful ideas that apply to Downtown Provo.
- The community's initial opportunity to review and refine the draft handbook occurred during early-March 2014 focus groups and continued online at www.provocenterblock.org.
- The Provo City Center Block Project of April 2014 illustrates how the best practices outlined in this handbook would be implemented on the block bounded by Center Street, 300 W., 100 S., and 500 W, and the 100 S Promenade, from 500 W to the LDS Church Temple. This City Center Block effort will design guidelines to govern creation of a walkable environment reflecting these ideas, creating an invigorating public realm with pedestrian ties to downtown.



3. DATA ANALYSIS AND PARKING SUPPLY/DEMAND ASSESSMENT

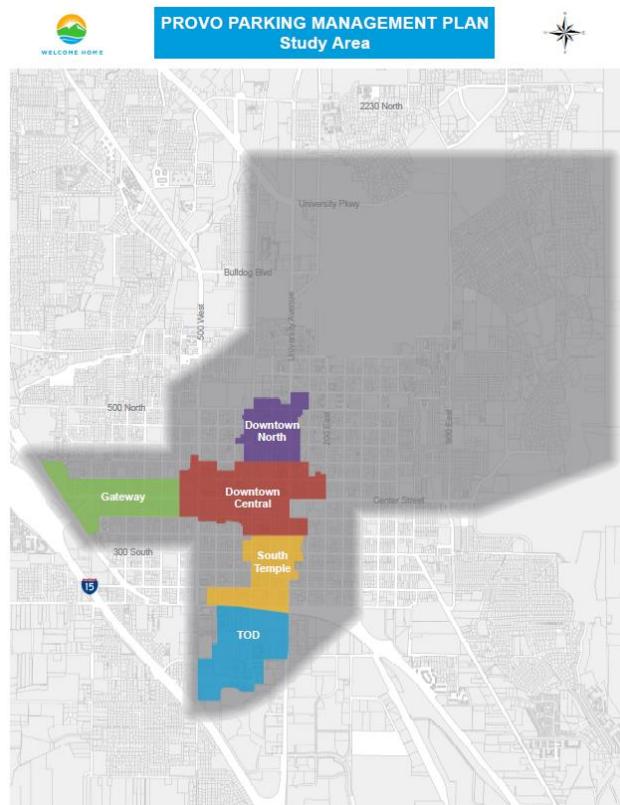
Introduction

In order to understand existing parking assets, usage patterns, and overall parking demand needs for Provo City's core neighborhoods and downtown, Kimley-Horn partnered with local firm Hales Engineering to provide data collection and analysis support for this task.

Hales Engineering coordinated with Provo City and Kimley-Horn to identify the area of focus for the data collection efforts. It was determined that an area which included downtown and the neighborhoods south of BYU campus were the primary areas of focus for this effort (see Figure 1). Figure 1 also shows the numbered block system that was used to identify each city block in the data collection process.

The following provides an overview of what was included in the parking supply/demand analysis conducted by Hales Engineering:

1. Parking inventory was collected by block for the entire study area.
2. Parking occupancy was collected by block for the entire study area.
3. Parking turnover was collected for the downtown area along Center Street and some adjacent block faces.
4. BYU parking supply data was collected from BYU and is provided in the appendix.
5. The raw parking inventory, occupancy, turnover, and GIS files are also supplied in the appendix



Parking Inventory

A parking inventory was completed in the identified data collection area beginning in January 2015 and completed in May 2015. The study area is depicted in Figure 1 below.

The data collection was completed by five student volunteers from Brigham Young University (BYU).. Hales Engineering was responsible for the training, coordination, update meetings, and data reduction in cooperation with these student volunteers. The block-by-block results are summarized in Table 1.

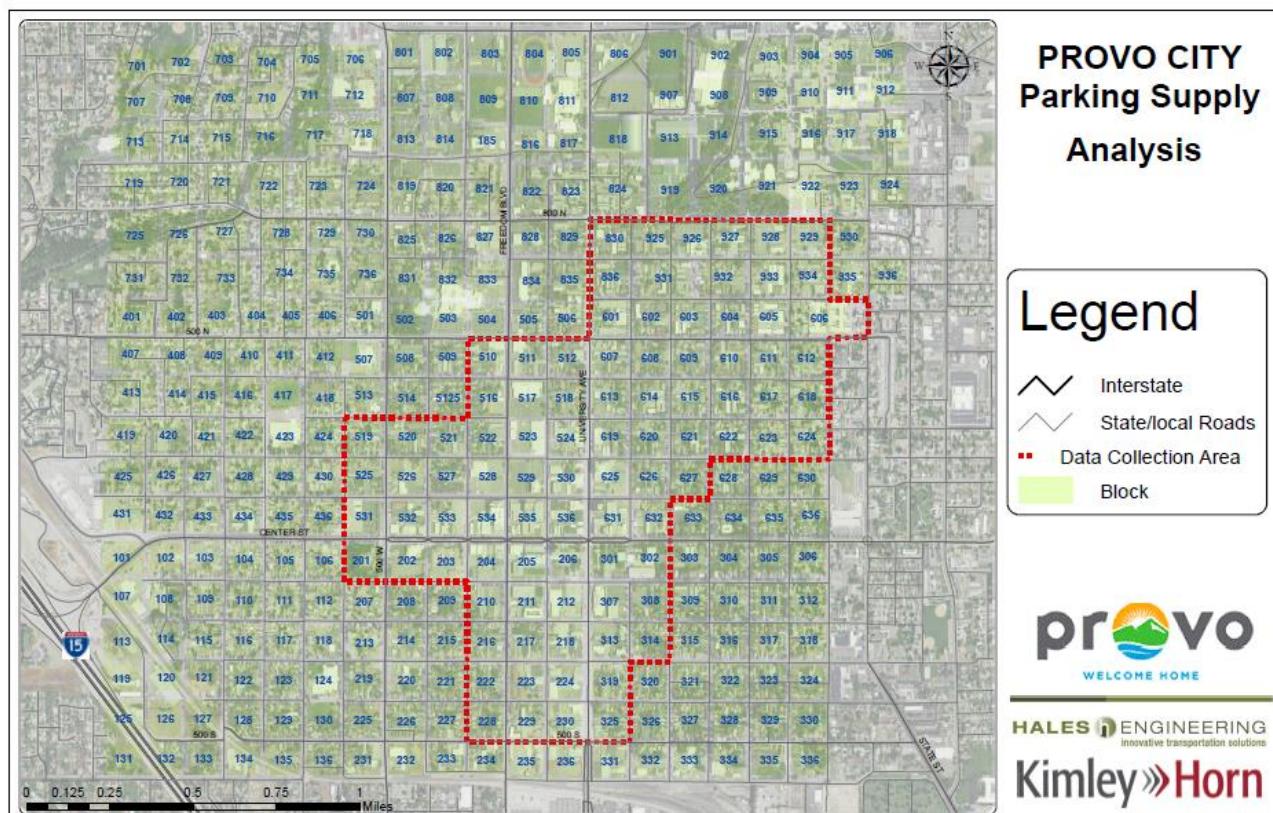
As shown in Table 1 (on page XX), there are approximately 18,856 parking spaces within the study area, approximately 3,203 (17%) of which are on-street. This leaves approximately 15,653 (83%) parking spaces located in parking lots or parking garages.

The on-street parking along Center Street from 500 West to 100 East are marked as 2-hour parking only. Generally, the rest of the on-street parking in the study area is unrestricted.

Parking Reference Grid

The image below provides a reference grid for the blocks included in the parking inventory.

Figure 1 – Parking Analysis Study Area



Parking Occupancy

Parking occupancy data was also collected for each of the blocks in the study area at the same time as the parking inventory. Parking occupancy was collected during the peak times for the land use on site. Parking occupancy data in the downtown area where there are lots of shops, restaurants, and other businesses was collected between 10:00 a.m. – 2:00 p.m. Residential areas were collected between 12:00 – 3:00 a.m., which is when most vehicles are parked at home.

The block-by-block results are broken down into on-street and off-street parking occupancy and are summarized in Tables 2 and 3 on the following pages.

As shown in Table 2, there are approximately 3,219 on-street parking spaces, 1,886 (59%) of which were occupied at the time of the counts. As shown in Table 3, there are approximately 15,653 off-street parking spaces, 9,154 (58%) of which were occupied at the time of the counts.

The off-street parking was broken down further into surface lots and parking garages and are provided in Table 4 and Table 5. As shown in Table 4, there are approximately 10,868 parking stalls located in off-street surface lots, 6,241 (57%) of which were occupied at the time of the counts. As shown in Table 5, there are approximately 4,785 parking stalls located in parking garages, 2,925 (61%) of which were occupied at the time of the counts.

Table 1 – Parking Inventory by Block

Provo Parking Management Plan Parking Inventory by Block			
Block #	On-Street	Off-Street	Total
201	47	0	47
202	0	367	367
204	25	148	173
205	35	0	35
206	6	179	185
210	29	227	256
211	0	179	179
212	5	105	110
216	26	86	112
217	23	145	168
218	15	176	191
222	37	71	108
223	21	105	126
224	25	89	114
229	40	85	125
301	58	42	100
302	51	736	787
307	24	452	476
308	47	119	166
313	14	89	103
314	36	50	86
319	70	98	168
325	41	124	165
510	40	163	203
511	55	134	189
512	37	164	201
516	33	156	189
517	34	232	266
518	40	163	203
519	42	96	138
520	36	123	159
521	56	150	206
522	0	30	30
523	0	156	156
524	52	177	229
525	0	89	89
526	27	55	82
527	56	68	124
528	21	282	303
529	18	351	369
530	35	144	179
continued in adjacent columns			

531	15	217	232
532	34	120	154
533	69	55	124
534	31	63	94
535	0	369	369
536	51	272	309
601	28	324	352
602	52	249	301
603	38	269	307
604	52	214	266
605	64	348	412
606	66	824	890
607	41	190	231
608	45	145	190
609	50	138	188
610	59	280	339
611	50	185	235
613	43	117	160
614	54	204	258
615	54	136	190
616	48	118	166
617	71	89	160
618	54	60	60
619	51	152	203
620	51	104	155
621	45	145	190
622	68	125	193
623	62	82	144
624	46	70	116
625	35	399	434
626	51	105	156
627	41	38	79
631	67	542	609
632	43	151	194
836	15	352	367
925	29	310	337
926	13	432	445
928	44	233	277
929	38	361	399
931	49	94	143
932	43	190	233
933	41	205	246
934	45	172	217
TOTAL	3,203	15,653	18,856
PERCENT	17%	83%	100%

Table 2 – On-Street Parking Occupancy by Block

Provo Parking Management Plan On-Street Parking Occupancy			
Block #	Parking Supply	Occupied Spaces	Percent Occupied
201	47	0	0%
202	0	0	0%
204	25	5	20%
205	35	16	46%
206	6	5	83%
210	29	16	55%
211	0	0	0%
212	5	5	100%
216	26	17	65%
217	23	12	52%
218	15	13	87%
222	37	24	65%
223	21	17	81%
224	25	3	12%
229	40	27	68%
301	58	27	47%
302	51	37	73%
307	24	7	29%
308	47	17	36%
313	14	3	21%
314	36	22	61%
319	70	29	41%
325	41	34	83%
510	40	0	0%
511	55	1	2%
512	37	16	43%
516	33	0	0%
517	34	4	12%
518	38	6	16%
519	42	0	0%
520	36	30	83%
521	56	34	61%
522	0	0	0%
523	0	0	0%
524	52	0	0%
525	0	0	0%
526	27	12	44%
527	56	34	61%
528	21	2	10%
529	18	5	28%
530	35	17	49%

531	15	0	0%
532	34	8	24%
533	69	47	68%
534	31	27	87%
535	0	0	0%
536	51	48	94%
601	28	24	86%
602	52	40	77%
603	38	31	82%
604	52	41	79%
605	64	59	92%
606	66	68	103%
607	41	37	90%
608	45	39	87%
609	50	46	92%
610	59	53	90%
611	50	47	94%
613	43	17	40%
614	54	52	96%
615	54	46	85%
616	48	31	65%
617	71	45	63%
618	54	28	52%
619	51	0	0%
620	51	18	35%
621	45	28	62%
622	68	48	71%
623	62	28	45%
624	46	23	50%
625	35	23	66%
626	51	18	35%
627	41	25	61%
631	67	43	64%
632	43	12	28%
836	15	13	87%
925	29	32	110%
926	13	13	100%
928	44	45	102%
929	38	38	100%
931	49	43	88%
932	43	41	95%
933	41	36	88%
934	45	28	62%
TOTAL	3,219	1,886	59%

Table 3 – All Off-Street Parking by Block

Provo Parking Management Plan Off-Street Parking Occupancy			
Block #	Parking Supply	Occupied Spaces	Percent Occupied
201	0	0	0%
202	367	155	42%
204	148	56	38%
205	0	0	0%
206	179	145	81%
210	227	176	78%
211	179	145	81%
212	105	31	30%
216	86	44	51%
217	145	84	58%
218	176	100	57%
222	71	66	93%
223	105	81	77%
224	89	44	49%
229	85	56	66%
301	42	22	52%
302	736	452	61%
307	452	183	40%
308	119	27	23%
313	89	8	9%
314	50	31	62%
319	98	63	64%
325	124	76	61%
510	163	0	0%
511	134	80	60%
512	164	74	45%
516	156	53	34%
517	232	113	49%
518	163	87	53%
519	96	25	26%
520	123	74	60%
521	150	87	58%
522	30	5	17%
523	156	34	22%
524	178	33	19%
525	89	46	52%
526	55	6	11%
527	68	34	50%
528	282	75	27%
529	351	95	27%
530	144	69	48%

531	217	28	13%
532	120	47	39%
533	55	28	51%
534	63	60	95%
535	369	65	18%
536	272	128	47%
601	324	171	53%
602	249	147	59%
603	269	183	68%
604	214	146	68%
605	348	243	70%
606	824	690	84%
607	190	125	66%
608	145	129	89%
609	138	112	81%
610	280	228	81%
611	185	161	87%
613	117	32	27%
614	204	189	93%
615	136	118	87%
616	118	103	87%
617	89	49	55%
618	60	48	80%
619	152	90	59%
620	104	63	61%
621	145	107	74%
622	125	104	83%
623	82	64	78%
624	70	60	86%
625	399	209	52%
626	104	63	60%
627	38	21	55%
631	542	175	32%
632	151	67	44%
836	352	346	98%
925	310	192	62%
926	432	396	92%
928	233	216	93%
929	361	330	91%
931	94	92	98%
932	190	125	66%
933	205	123	60%
934	172	46	27%
TOTAL	15,653	9,154	58%

Table 4 – Off-Street Surface Lots by Block

Provo Parking Management Plan Off-Street Surface Lots by Block			
Block #	Parking Supply	Occupied Spaces	Percent Occupied
201	-	-	-
202	291	103	35%
204	148	56	38%
205	-	-	-
206	179	145	81%
210	227	176	78%
211	75	56	75%
212	105	31	30%
216	86	44	51%
217	145	84	58%
218	176	100	57%
222	71	66	93%
223	105	81	77%
224	89	44	49%
229	56	23	41%
301	42	22	52%
302	30	20	67%
307	89	42	47%
308	119	27	23%
313	89	8	9%
314	50	31	62%
319	98	63	64%
325	124	76	61%
510	163	1	1%
511	134	80	60%
512	139	57	41%
516	156	53	34%
517	232	113	49%
518	163	87	53%
519	96	25	26%
520	123	74	60%
521	150	87	58%
522	30	5	17%
523	156	34	22%
524	178	33	19%
525	89	48	54%
526	55	6	11%
527	68	34	50%
528	282	75	27%
529	351	95	27%
530	144	69	48%

531	217	28	13%
532	120	47	39%
533	55	28	51%
534	63	60	95%
535	-	-	-
536	33	14	42%
601	119	115	97%
602	249	147	59%
603	269	183	68%
604	214	146	68%
605	230	171	74%
606	214	133	62%
607	170	117	69%
608	145	129	89%
609	138	112	81%
610	33	30	91%
611	185	161	87%
613	117	32	27%
614	39	35	90%
615	89	89	100%
616	118	103	87%
617	65	38	58%
618	60	48	80%
619	96	42	44%
620	104	63	61%
621	131	94	72%
622	125	104	83%
623	82	64	78%
624	70	60	86%
625	78	34	44%
626	104	63	61%
627	38	21	55%
631	47	17	36%
632	151	67	44%
836	81	67	83%
925	254	153	60%
926	284	266	94%
928	233	216	93%
929	284	284	100%
931	94	92	98%
932	190	125	66%
933	205	123	60%
934	172	46	27%
TOTAL	10,868	6,241	57%

Table 5 – Off-Street Garages by Block

Provo Parking Management Plan Off-Street Garages by Block			
Block #	Parking Supply	Occupied Spaces	Percent Occupied
201	-	-	-
202	76	52	68%
204	-	-	-
205	-	-	-
206	-	-	-
210	-	-	-
211	104	89	86%
212	-	-	-
216	-	-	-
217	-	-	-
218	-	-	-
222	-	-	-
223	-	-	-
224	-	-	-
229	29	23	79%
301	-	-	-
302	706	432	61%
307	363	141	39%
308	-	-	-
313	-	-	-
314	-	-	-
319	-	-	-
325	-	-	-
-	-	-	-
511	-	-	-
512	25	17	68%
516	-	-	-
517	-	-	-
518	-	-	-
519	-	-	-
520	-	-	-
521	-	-	-
522	-	-	-
523	-	-	-
524	-	-	-
525	-	-	-
526	-	-	-
527	-	-	-
528	-	-	-
529	-	-	-
530	-	-	-

531	-	-	-
532	-	-	-
533	-	-	-
534	-	-	-
535	369	65	18%
536	239	114	48%
601	205	56	27%
602	-	-	-
603	-	-	-
604	-	-	-
605	118	72	61%
606	610	557	91%
607	20	8	40%
608	-	-	-
609	-	-	-
610	247	198	80%
611	-	-	-
613	-	-	-
614	165	158	96%
615	47	29	62%
616	-	-	-
617	24	11	46%
618	-	-	-
619	56	48	86%
620	-	-	-
621	14	13	93%
622	-	-	-
623	-	-	-
624	-	-	-
625	321	185	58%
626	-	-	-
627	-	-	-
631	495	158	32%
632	-	-	-
836	271	271	100%
925	56	39	70%
926	148	131	89%
928	-	-	-
929	77	58	75%
931	-	-	-
932	-	-	-
933	-	-	-
934	-	-	-
TOTAL	4,785	2,925	61%

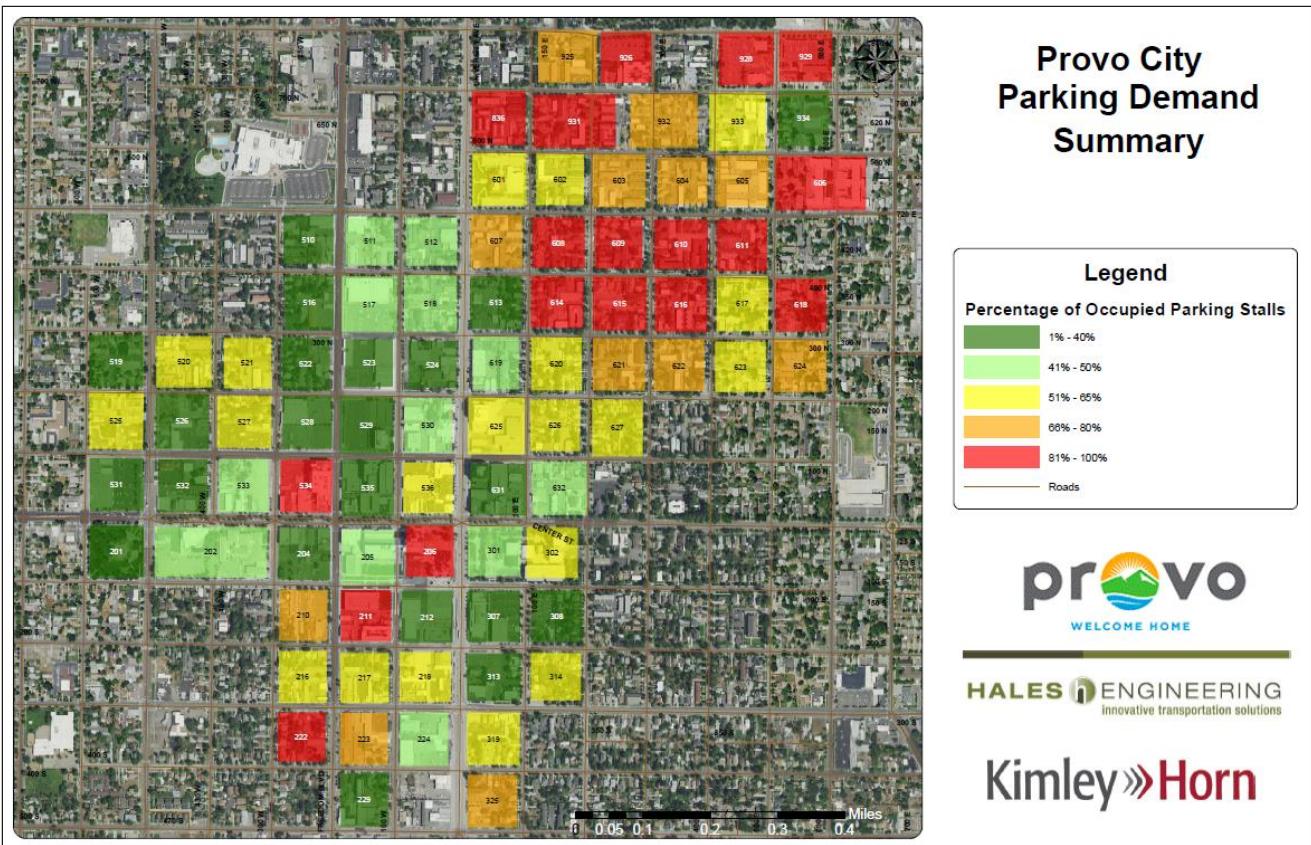
Overall Parking Occupancy “Heat Map” Summary

The following graphic (Figure 2) summarizes the overall parking demand for the study area using a “heat map” illustration which documents the parking demand by block at the peak demand timeframe.

Using the parking occupancy data, a heat map was created showing the areas of high parking demand in the study area, see Figure 2.

As shown in Figure 2, the area south of the BYU campus experiences a high demand for parking spaces. Some areas around the downtown Center Street area also experience a high demand for parking spaces. However, the parking structures located around downtown appear to be underutilized.

Figure 2 – Parking Demand “Heat Map”



Parking Turnover

Parking turnover counts were collected on April 8, 2015 for a section of the downtown area. These counts were completed for all on-street parking on Center Street between 300 West and 200 East. Turnover counts were also collected on 100 West, University Avenue, and the west side of 100 East between Center Street and 100 North. These counts were collected every 30 minutes from 10:00 a.m. to 8:00 p.m. Table 6 provides a summary of the turnover data.

The data in Table 2 reveals that the two-hour spaces turned over approximately 4.9 times during the ten-hour period and the vehicles parking in these spaces stayed an average of 0.94 hours. The average turnover rate fits well within the posted restriction of 1-hour parking. However, there were 109 time violations representing 482.5 violation hours in the downtown area on the day the turnover counts were collected. The estimated number of additional parkers that could have been accommodated in these spaces with no violations is 241.

This lack of parker compliance with posted time limits is significant and indicates a relatively low level of enforcement. Effective utilization of time-restricted parking is dependent upon active enforcement that achieves the intended level of turnover. The level of turnover reflects how effectively those spaces are being utilized. Since on-street parking is considered to be the most convenient parking within the system, effective utilization of these spaces is important to the health of downtown businesses that depend on customer and visitor convenience.

Table 6 – Downtown Parking Duration and Turnover

Block #	Number of Spaces Surveyed	Number of Parked Vehicles by Length of Stay (Hours)															Total Vehicles	Total Duration (Hours)	Average Turnover	Average Duration (Hours)	Number of Time Violations	Violation Hours	Number of Additional Parkers	
		0.5	1	1.5	2	2.5	3	3.5	4	4.5	5	5.5	6	6.5	7	7.5	8							
204 N	34	77	3	5	0	1	1	0	0	0	1	0	0	0	0	0	1	89	67.5	2.62	0.76	4	18.5	9.25
534 S	33	144	14	9	10	1	0	0	1	0	0	0	2	1	0	0	0	182	144.5	5.52	0.79	5	25	12.5
535 S	28	120	17	15	2	4	1	0	2	2	0	1	0	3	0	0	0	167	158.5	5.96	0.95	13	55	27.5
535 E	12	42	10	3	4	1	2	0	1	1	0	0	2	0	1	0	0	67	79.5	5.58	1.19	8	36	18
536 W	13	15	1	3	1	1	0	0	1	0	0	0	0	0	0	0	0	22	21.5	1.69	0.98	2	6.5	3.25
536 S	35	172	24	16	5	1	1	4	1	1	0	1	2	1	2	2	0	233	225	6.66	0.97	16	81	40.5
536 E	15	80	5	6	0	0	1	0	0	0	1	0	0	0	0	0	0	93	62	6.20	0.67	2	8	4
205 N	34	110	26	21	7	6	5	2	1	0	3	1	3	1	0	0	1	187	220.5	5.50	1.18	23	94	47
206 N	18	81	21	5	2	0	1	1	1	0	0	0	0	0	0	0	0	112	83.5	6.22	0.75	3	10.5	5.25
301 N	37	214	22	7	1	0	0	0	0	0	0	0	0	0	0	0	0	244	141.5	6.59	0.58	0	0	0
632 S	18	29	6	2	1	0	2	1	0	1	1	1	0	1	2	0	1	48	78.5	2.67	1.64	10	53	26.5
631 E	26	61	17	1	1	4	3	1	1	0	5	1	0	0	0	0	1	96	116	3.69	1.21	16	65	32.5
631 S	37	162	33	11	2	0	1	3	0	0	0	0	0	0	0	0	1	213	155.5	5.76	0.73	5	21	10.5
631 W	16	48	8	5	1	0	0	1	0	0	0	1	0	0	0	0	0	64	50.5	4.00	0.79	2	9	4.5
Total	356	1355	207	109	37	19	18	13	9	5	11	6	9	7	5	3	4	1817	1604.5	4.90	0.94	109	482.5	241.25

Private / Public Parking Agreements

Provo City provided a summary of the parking agreements that the City has with different entities. These agreements provide for parking to be used for public use, or other specifically determined uses (such as residential parking stalls). Provo City has agreements with the following entities:

- ▲ Wells Fargo
- ▲ Zion's Financial Center
- ▲ Marriott
- ▲ Provo Town Square

BYU Parking Supply

Hales Engineering met with BYU officials on November 11, 2014 to discuss parking issues on and near the BYU campus. BYU provided a hard copy of the of a parking inventory sheet showing 61 parking lots located on BYU campus. The 61 parking lots are broken down into each type of parking space (faculty, graduate student, student, motorcycle, etc.) Requests for parking occupancy at these lots were unsuccessful. The parking inventory for BYU is provided in Appendix 1.

Current Parking Adequacy

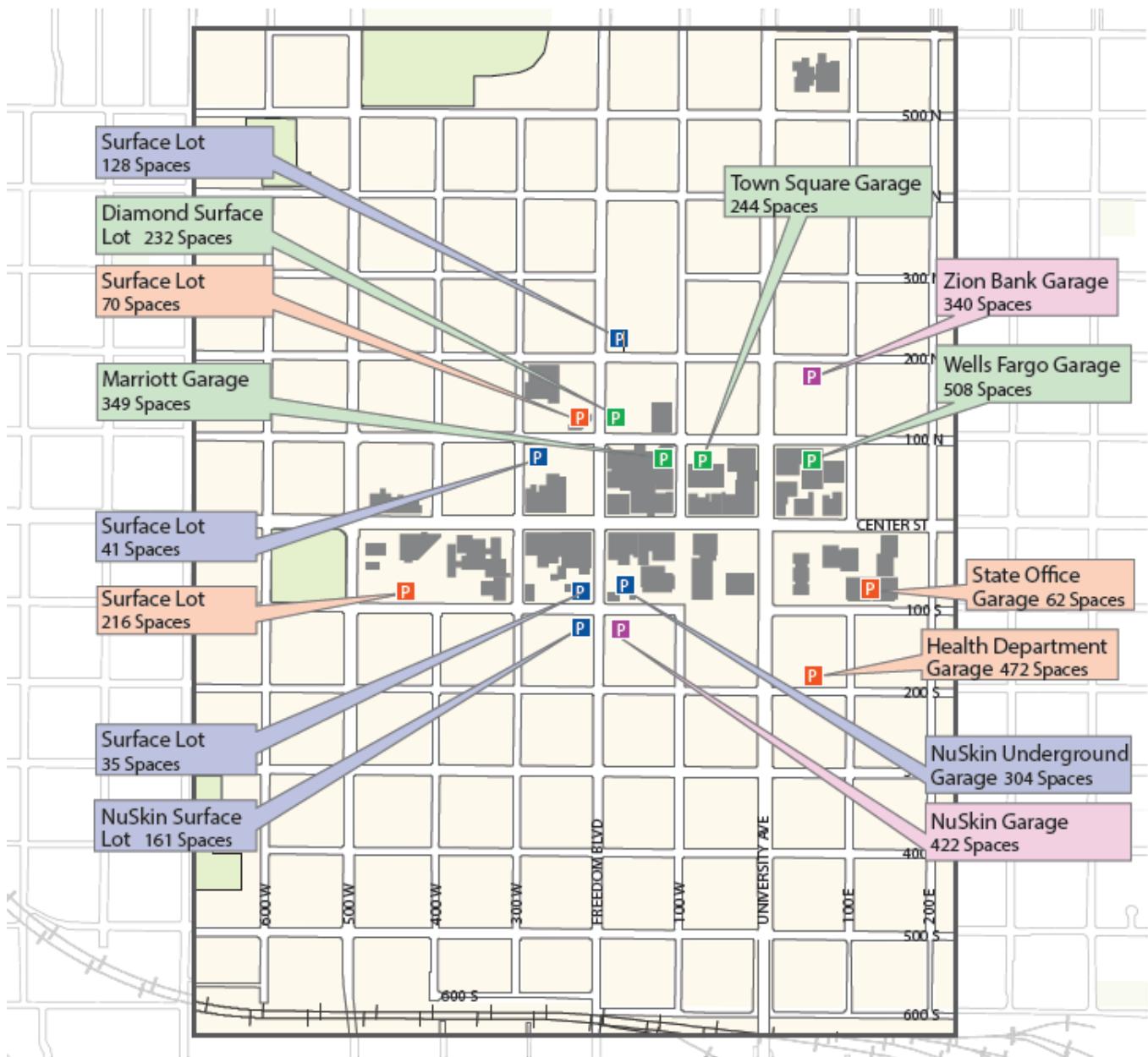
In the Provo Downtown Master Plan document (2012 – 2014), downtown parking is described as "adequate for current needs". The information presented in this charter supports and confirms this assessment of the current parking conditions from a supply/demand perspective.

As new projects are built they should supply sufficient parking for related increased demand based on current City zoning and parking requirements. Current City code recognizes that mixed-use downtown neighborhoods require fewer parking spaces, thanks to reduced car dependency (due to the availability of transit and other transportation alternatives) and the application of shared parking principles. Additional parking permit programs should be evaluated to protect adjacent neighborhoods from parking spillover from downtown uses. A whitepaper on residential parking permit programs is provided in the appendices of this report to provide more background and best practices.

Figure 3 on the following page (from the Provo Downtown Master Plan document) summarizes the major parking assets as of June 2014.

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Figure 3 – Major Parking Assets as of June 2014



Future Parking Demand Projections

Kimley-Horn has developed an innovative parking demand modeling tool that we refer to as "Park+". This tool could be very valuable to the City of Provo in terms of defining future parking needs for specific projects as they begin to emerge. The Park+ tool would migrate all the parking inventory and utilization information developed for this study along with City provided land-use data into an ARC-GIS database and provide the City with the ability to keep parking supply and demand data up to date and, by leveraging the embedded and customized parking demand ratios within the model, run an unlimited number of parking demand projections based on future proposed development projects. Additional data collection was undertaken during this study, leveraging BYU student resources, as a means to make the development of the Park+ model more cost effective. Should the City desire to pursue the Park+ model as an additional service, Kimley-Horn will provide this tool at a reduced cost based on the availability of the base data that was collected as part of this project. The Park+ model is also a valuable tool to support economic development, special event parking planning and the tracking of transportation mode split data on an on-going basis.

Summary

1. In coordination with Provo City and Kimley-Horn, Hales Engineering defined the data collection study area in Provo.
2. Parking inventory was collected by block for the study area.
3. Parking occupancy was collected by block for the study area.
4. While there are certain areas where parking occupancy exceeds 80% (including 12 blocks in the neighborhoods south of BYU), overall there is adequate parking to meet current needs in the downtown.
5. Parking turnover was collected for the downtown area along Center Street and some adjacent block faces.
6. Turnover data shows that vehicles parked in the 2-hour parking downtown stayed an average of approximately 1 hour, which fits well with the time restrictions.
7. The turnover counts also showed that there were 109 time violations in the 2-hour parking downtown on the day data was collected. Better enforcement would improve the overall turnover rate and increase the supply of customer parking.
8. Provo City has public / private partnerships with several entities regarding parking. Existing parking agreements are provided in the report appendices.
9. BYU parking supply data was collected from BYU and is provided in the appendix.
10. The raw parking inventory, occupancy, turnover, and GIS files were supplied to the City.

4. COMMUNITY ENGAGEMENT

Introduction and Task Goals

A critical element of developing a successful parking plan is clear and concise communication with various user groups, coupled with proactive and authentic stakeholder engagement. For the City of Provo Strategic Parking Management Plan project, intentional and targeted outreach to the Provo community was designed to provide both City of Provo staff and the consultant team with valuable insight into the real and perceived parking and transportation challenges that residents and visitors face when visiting downtown Provo.

The following chapter outlines the community engagement activities that were conducted as part of the Parking Management Plan, as well as a Strategic Communications Plan to support implementation of the plan's recommendations. The Strategic Communications Plan explores traditional and non-traditional marketing channels, education/engagement strategies, and communication vehicles specifically identified to keep the community informed and engaged during a time of growth and change in downtown Provo. The Strategic Communications Plan also identifies target audiences for marketing, messaging strategies, and positioning statements with the ultimate goal of increasing ease of use and customer understanding of the parking options that the City of Provo has to offer.

The goal of this task was to provide the City with a specific roadmap for developing a new communication and outreach strategy that will keep members of the Provo community informed and engaged throughout implementation of the Strategic Parking Management Plan's broader recommendations.

Stakeholder Engagement Process

In October 2014, a Stakeholder Engagement Strategy was developed to support the City of Provo's Strategic Parking Management Plan by:

- Introducing the project to community leaders, stakeholders, and general public
- Placing parking, transportation, and access management into the larger context of economic and community development
- Listening to and documenting the stakeholder feedback, concerns, and suggestions

The Provo community was given multiple opportunities and formats to provide their feedback, including:

- Focus group meetings
- Individual interviews
- Two "town hall" meetings
- Expert Parking Panel
- Online engagement tool MindMixer via the "Vision Provo" virtual town hall website

The main goal of the stakeholder engagement process was to provide community members with an opportunity to share their experiences, perceptions, ideas and concerns related to parking in and around the downtown area. A full overview of the Stakeholder Engagement Strategy can be found in Appendix 2.

Two main stakeholder engagement site visits were conducted as part of this project. The first took place on November 12 - 14, 2014 and the second took place December 7 - 9, 2014 in coordination with the Parking Expert Advisory Panel led by Dave Feehan, President of Civitas Consultants LLC and former President of the International Downtown Association. In total, over 100 unique stakeholders participated in outreach meetings, including representatives from the following groups, organizations, and businesses. This information is shown in Figure 4 on the following page.

Figure 4 – Stakeholder Outreach Groups

City of Provo

Leadership, including Mayor Curtis and several Council representatives

Community Development

Engineering

Parking support services (i.e., Permitting, Justice Court)

Office of the Ombudsmen

Police

Planning Commission

Utah County

Utah Transit Authority

Provo Town Square

Downtown Provo Inc. Staff and Board Members

Guru

Provo Neighborhood Association Leadership and Members

Brigham Young University (BYU)

Administration

Student Planning Association Club

Residence Life

Parking Enforcement

Space Management

Parking and Traffic Committee

Provo City Center Temple

NuSkin

Aveda Institute

Velour

Modern Shoe

Unhinged

Utah Valley Convention Center

Covey Center

Utah Valley Convention and Visitor's Bureau

Residential Property Owners Near the BYU Campus

Forge

Peg Development

Los Hermanos

Heirloom Restaurant Group

Extensive notes were taken at all stakeholder meetings and that feedback, along with online responses provided via the Vision Provo project website, was carefully analyzed to identify key themes and the most frequently mentioned stakeholder comments. The result of that analysis is detailed in the following section.

Vision Provo

In an effort to design a community outreach process that was inclusive, far-reaching and that afforded community members multiple opportunities and forums for providing input on the Strategic Parking Management Plan, the consultant team recommended that the City of Provo utilize the online engagement tool MindMixer. MindMixer is a crowd-sourced, web-based platform that provides communities with online engagement tools that allow them to have more productive, collaborative conversations. The platform is often referred to as a “virtual town hall” and can be used to solicit targeted feedback on specific City initiatives.

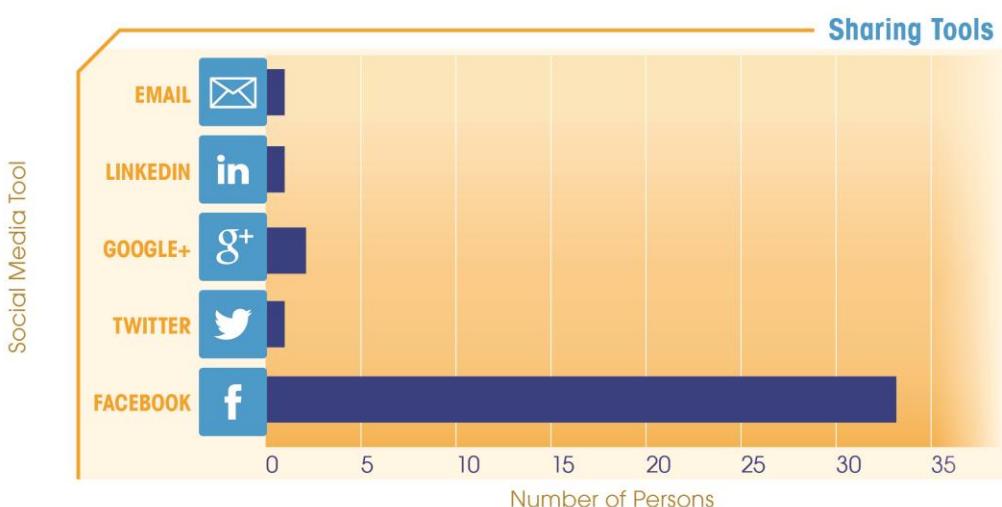
For the City of Provo's Strategic Parking Management Plan project, a MindMixer site was launched on November 13, 2014 in conjunction with the consulting team's first round of stakeholder meetings in Provo. The site was named “Vision Provo” and was promoted via email, social media, and traditional media (television and newspaper). The Vision Provo site was live from November 13, 2014 through March 18, 2015 and was actively curated by City of Provo Community Development staff. The following data was derived from the Vision Provo site feedback.

Figure 5 – Stakeholder Demographic Snapshot

Demographic Snapshot



Figure 6 – Stakeholders by Social Media Tools



Several key themes were consistent throughout comments received via the site's multiple tools and results from the Vision Provo site are detailed below. Tools that were utilized for this project included survey questions, polling, and idea submission.

When Vision Provo participants were asked to describe parking in Provo using just words or phrases, the following responses were mentioned most frequently.

Figure 7 – Stakeholder Parking “Word Cloud”



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Other key findings from the Vision Provo site include:

Figure 8 – Stakeholder “Biggest Parking Challenge”

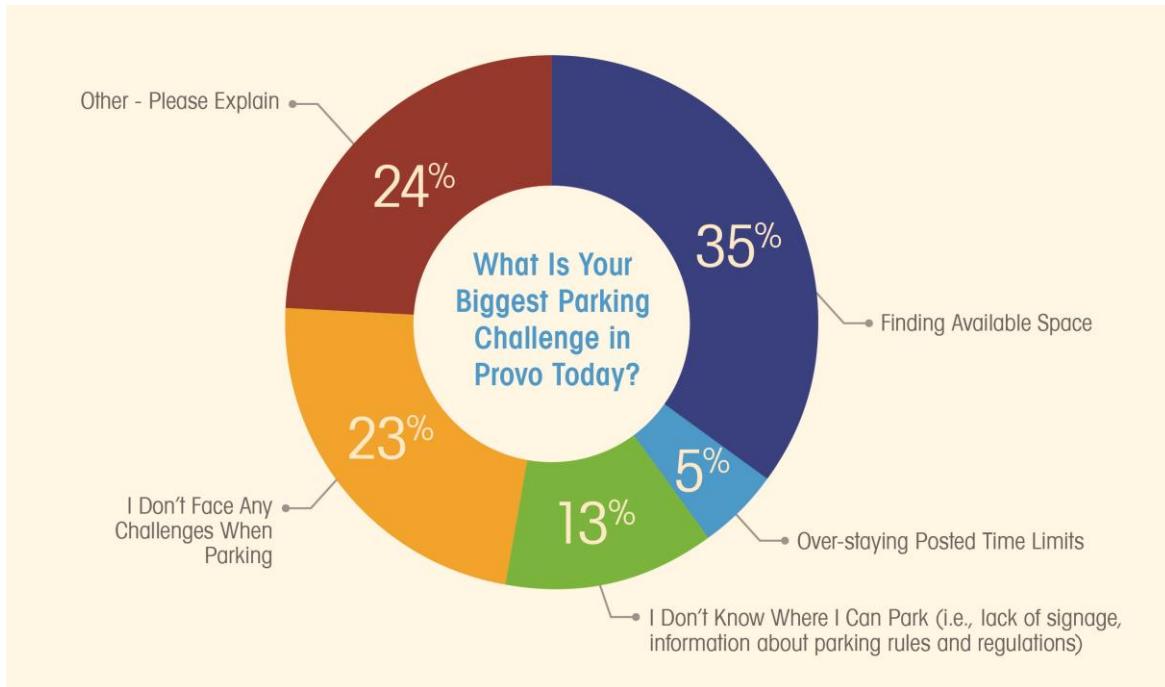


Figure 9 – “Managing Increased Parking Demand”

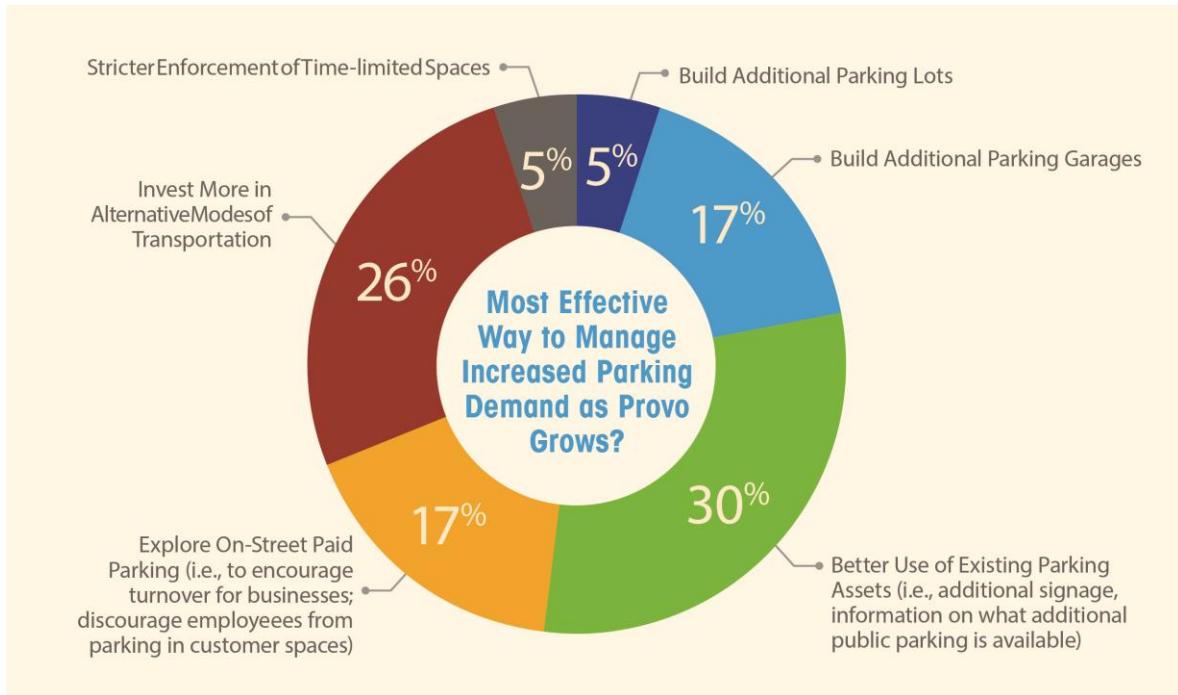


Figure 10 – “Transportation Mode Split”

What Mode of Transportation is Used the Most?

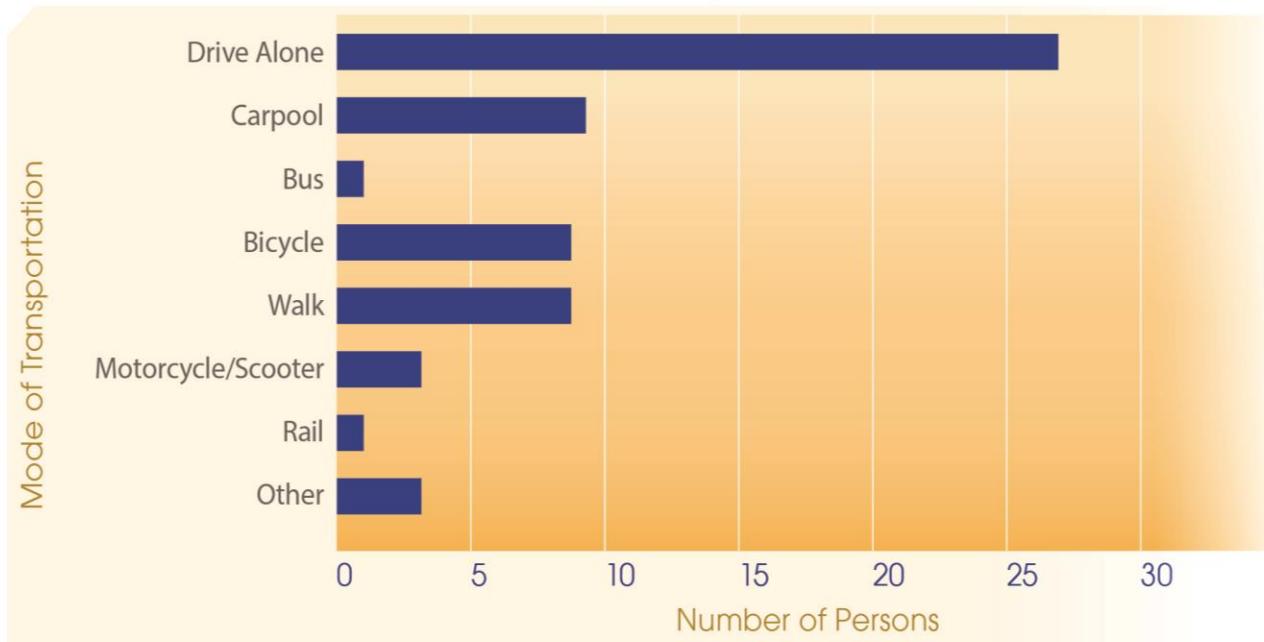


Figure 11 – “Typical Parking Location Downtown”

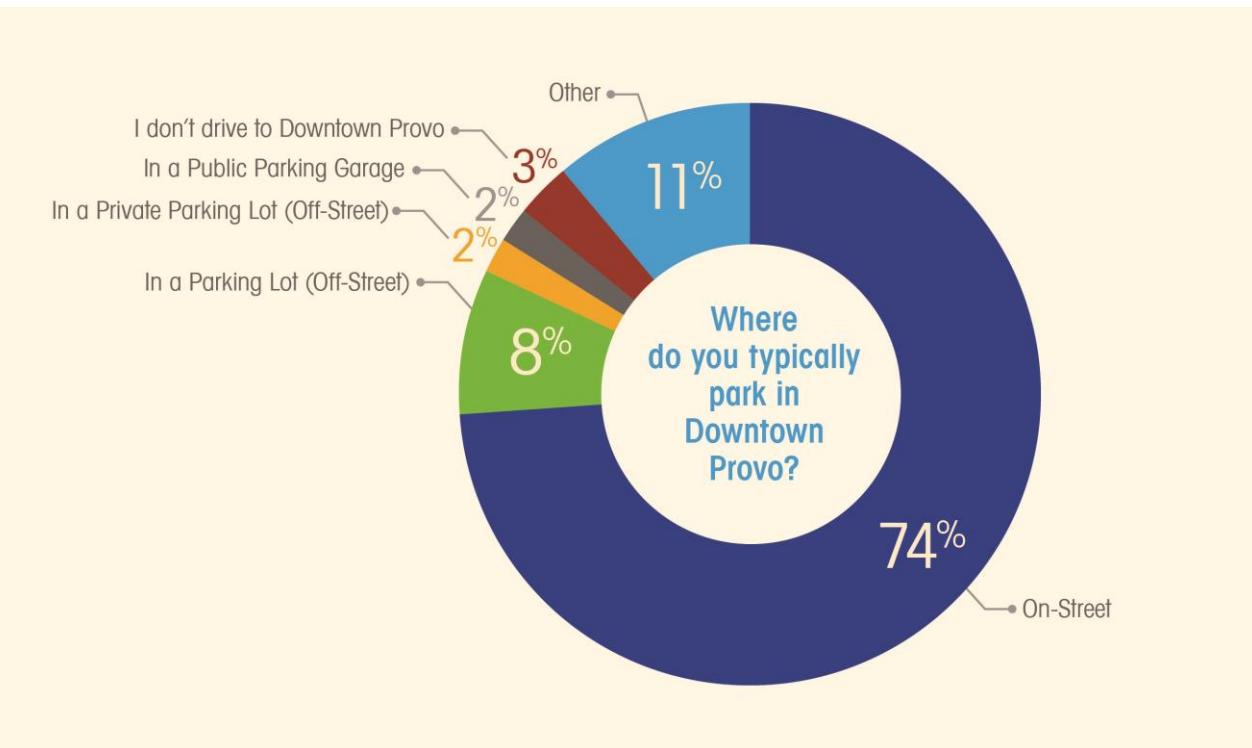
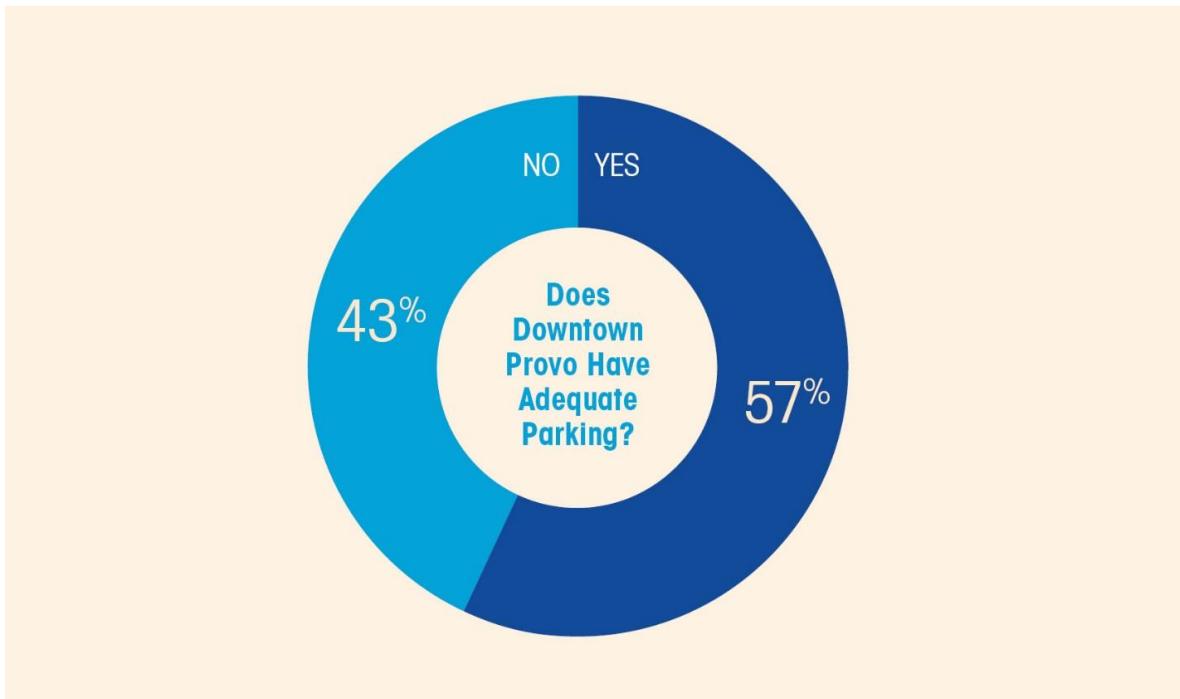


Figure 12 – “Perception of Parking Adequacy Downtown”



Overall, the main comment heard from participants on the Vision Provo site was that it is difficult to find available parking in downtown Provo, which leads to customer frustration and confusion. This key theme was also echoed in the stakeholder interviews, which are detailed in the next section.

Key Themes: Opportunities and Challenges

Several strong themes emerged from both the in-person focus group and town hall meetings that were held in November and December 2014. While many of the specific observations and findings gathered during the Expert Advisory Panel site visit which will be covered in Chapter 5 of the Strategic Parking Management Plan, the following observations were key themes throughout all of the stakeholder engagement processes (i.e., town hall meetings, individual interviews, focus groups, and Vision Provo online engagement tool).

While there are mixed opinions about whether or not there is adequate parking in Downtown Provo, there is a strong shared opinion that basic information about where people can park, how much it will cost and hours of operation are difficult to find.

Not surprisingly, there was a difference of opinion in one particular area: whether or not downtown Provo currently has adequate parking. When asked directly whether downtown Provo had enough parking, 57% of online participants reported that parking in downtown Provo was "adequate". However, when asked to describe parking in downtown Provo in one word or phrase, one of the top response was "inadequate". However comments made during in-person meetings consistently indicated that parking was "adequate" and "underutilized". What this "mixed message" from stakeholders highlights is that overall, there is confusion about where people can park legally, which is in turn

increasing the perception that there isn't enough parking. With inconsistent signage and limited information about where to park legally and without fear of being towed, patrons reported feeling like they were left to figure it out on their own. The good news is that the City recognized that lack of parking and wayfinding signage was a serious issue and was in the process of installing new signage in the downtown area that is aligned with the City's new brand. This new wayfinding signage should help guide customers to parking options and highlight natural entry points to the central business district. In addition to its investment in new wayfinding and parking signage, the City of Provo should consider the following areas of investment to raise customer awareness about what parking options exist and to address perceptions that there isn't enough parking to meet current needs:

- Develop a strong and consistent parking program brand that aligns and is supported by the City's existing brand. This includes creation of an easily recognizable visual identity, program mission, vision, core values, investment in new communication pieces, collateral, etc. (Specific recommendations will be outlined below in the Strategic Communication Plan section)



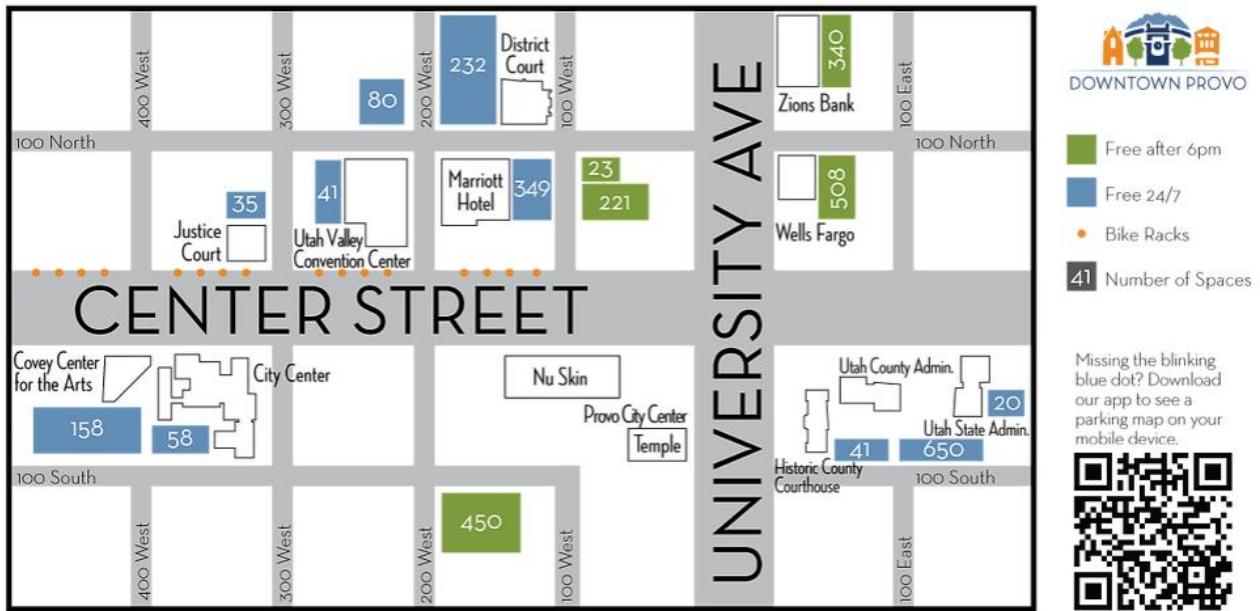
provo STRATEGIC Parking Management PLAN

- Partner with existing organizations, like the Downtown Provo Inc. and the Utah Valley Convention and Visitors Bureau, on marketing campaigns to help combat the perception that downtown is lacking in parking options. Organizations like Downtown Provo Inc. are well-connected with the downtown business community and could utilize their networks to keep citizens informed as the City's new parking program is developed and begins to evolve.
- Recent Downtown Provo, Inc. website improvements include a new parking map and more information on other transportation options as illustrated below.

Figure 13 – Downtown Provo Inc. Visiting Downtown

The screenshot shows the homepage of the Downtown Provo Inc. website. At the top left is the "DOWNTOWN PROVO" logo with three stylized buildings. To its right is a weather widget showing "27.10.2015" and "+82°F PROVO WEATHER". On the far right are icons for "APP", "f" (Facebook), and "t" (Twitter). A vertical scroll bar is on the right side of the header. Below the header is a dark grey navigation bar with four tabs: "Membership", "Visit Downtown", "Doing Business", and "About Us". The main content area features a graphic of three cars (grey, red, blue) parked in a row under a yellow horizontal bar. To the right of the graphic is the text: "Looking for a place to park your ride? We've got you covered (and uncovered), with literally thousands of spaces." Below this is a large button with the text "Click here to download our new DOWNTOWN PROVO PARKING MAP". At the bottom of the page are three images: a crowd at an event, the interior of a restaurant, and a modern building. Each image has a caption: "Events", "Dining", and "Login/Sign up".

Figure 14 – Downtown Provo Inc. Parking Map



DOWNTOWN PROVO PARKING

Figure 15 – Downtown Provo Inc. Getting Around Downtown



27.10.2015
+82°F
PROVO
WEATHER



[Membership](#)

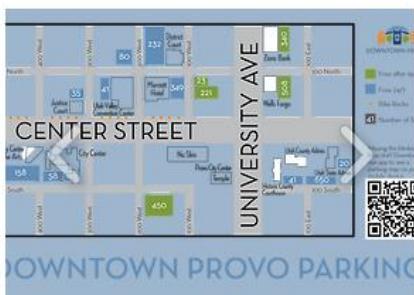
[Visit Downtown](#)

[Doing Business](#)

[About Us](#)

Getting Around Downtown Provo

Spoiler alert: Downtown Provo is incredibly easy to get around! The very core of our downtown, Center Street and University Avenue, is also the beginning of the grid system on the streets (big thanks to our city's pioneer settlers), which means you can navigate the neighborhood without ever having to look up directions. The sidewalks are wide and walkable, and if you can forgive a little construction here and there (think: improvements!) we think you'll enjoy exploring downtown Provo by foot. Links below will help you find the best place to park, or come downtown by public transportation.



[Where to Park](#)

[Ride UTA](#)

[Frontrunner](#)

- Communicating about parking requires both technical savvy and an understanding of the often-intense emotions that are experienced when dealing with parking concerns and issues. Relationship and trust building can be a slow and “show me, don’t tell me” kind of process, however building trust between the City of Provo and the stakeholders it serves will be critical to the success of not only the parking program’s growth but the continued growth of downtown. To this end, community outreach cannot be a one-time investment. Stakeholders and citizens should be continually engaged and asked for their feedback on major policy and programmatic decisions. This will help build trust and show that the City is taking citizen feedback into account. Identifying and activating key stakeholder groups and community development organizations can help the City and new parking program to broaden their reach in a cost-effective way that utilizes established communication networks.

***Increased integration
with and promotion of
alternative modes.***

Downtown Provo presents a welcoming grid with colorful banners, plantings, and vibrant seasonal décor. It is also home to a growing collection of diverse, locally-owned restaurants, internationally-renewed business NuSkin, performance venues, and an iconic house of worship in the Provo City Center Temple. It is encouraging to see that the City is making a significant investment in public transportation infrastructure with the construction of a new Bus Rapid Transit (BRT) line that will create more connectivity between BYU and downtown Provo. However, BRT, just like parking, should be viewed as one

piece of Provo's larger “access management” puzzle. While the car is still very much a part of the community fabric of Provo – both for residents and BYU students – many stakeholders mentioned the desire for increased support of bicyclists through clear bike lanes/paths and for pedestrians through promotion of a more walkable and connected main street area. Another key element of downtown Provo's transportation system is the FrontRunner commuter rail. As the City of Provo embarks on creating a parking management structure to support Provo's growth and increased economic activity, it will be absolutely critical to consider the larger system of transportation infrastructure that includes parking, UTA buses, BRT, FrontRunner, cyclists, and pedestrians. The City of Provo has an exciting opportunity to take the lead in promoting increased collaboration and promotion of the transportation offerings that residents and visitors to Provo have available at their fingertips.

Downtown business and property owners are eager for active parking management.

At the outset of this project, the consultant team recognized that talking about on-street paid parking could become a “lightening rod” issue. While paid parking is just one of a variety of parking management tools available for urban centers, it is often the only conclusion that is assumed when cities and business districts embark on a parking management assessment. Before making the decision to implement paid parking, it is often recommended that communities explore and implement a variety of other parking management options, like time-limited parking, Residential Parking Permit

Programs (RPPP) and/or promotion of alternative modes like increased transit use. Paid parking is typically the most powerful management tool an organization can use so its implementation should be well thought-out and discussed with community stakeholders. In Provo, the message from numerous stakeholder discussions about parking management was loud, consistent, and clear: **it is desperately needed**. Stakeholders reported that on-street enforcement, especially along Center Street and near the BYU campus, was inconsistent at best, resulting in downtown employees parking in valuable customer spaces throughout the day and with students taking up all of the available space in the mixed-use residential neighborhoods surrounding campus.

Several downtown business owners said that while they didn’t necessarily like the idea of installing parking meters in the downtown core area, they thought that paid parking was the most effective tool that the City could use to promote turnover and encourage downtown employees to find off-street parking alternatives. While the City of Provo has several other alternatives to consider before paid parking, like more consistent enforcement of time-limited parking using technology like License Plate Recognition software and RPPPs, the desire for active parking management in the downtown core and around the BYU campus was consistently strong across all stakeholder groups that participated in this assessment.

One important item to note when talking about parking management and enforcement is the negative feelings that many in the community have about the “predatory” and “aggressive” towing policies that had been implemented by some private property owners. While this item is not news to the City of Provo and has been well-heard and discussed via tools like Mayor Curtis’ popular blog, partnership between the public and private sectors will be key when promoting a welcoming parking environment for residents and visitors. It is the hope of the consulting team that increased parking management by the City will allow and encourage customers to park legally thus reducing the number of towing incidents going forward.

***It is critical to
continue and enhance
collaboration with
BYU.***

As BYU is one of Provo's most prominent institutions, it will be absolutely critical for the City of Provo to continue enhancing its partnership with BYU as it works to implement this Strategic Parking Management Plan. While BYU is a private institution and is not "required" to keep the City apprised of their parking and transportation policy-making decisions, the consulting team found BYU staff and leadership engaged and willing to work collaboratively throughout this planning process.

As with other communities across the country, student parking overflows into neighborhoods and can cause headaches for residents that are just trying to find parking in front of their own homes. Concerns about student overflow parking and the lack of parking management in residential areas were mentioned numerous times throughout the stakeholder engagement process. While the BYU campus proper was not part of the scope of this study, it was important that the consulting team hear the thoughts and opinions of BYU students. This important piece of context was provided by the Civic Engagement Capstone Project of BYU Urban Planning student, Katherine Morrell. Community Engagement and Strategic Communications Task Leader Vanessa Solesbee worked closely with Katherine during the Spring 2015 semester to develop a Capstone work plan that would support the broader community engagement efforts of the City of Provo Strategic Parking Management Plan project. An overview of Katherine's project efforts, including her Capstone work plan and survey results can be found in Appendix 3.

In addition to the key themes outlined above, many stakeholders commented that they hoped any parking management solutions implemented by the City would be "fair", "equitable", and "tailored to meet diverse needs". While not necessarily a specific recommendation, these comments were heard frequently enough that it was worth mentioning as part of the final report. It speaks very highly of the citizens and stakeholders of Provo that when asked about an issue as personal, emotional, and often controversial as parking can be, comments indicated a strong desire to develop parking management strategies that supported all users rather than focusing on the specific needs of individuals. This is very often not the same message heard from other communities and is just another example of the strong community and cultural values that have made and will continue to make Provo a successful and welcoming hometown.

Strategic Communication Plan Components

Regardless of whether an organization is budgeting for dollars, staff time, and/or scarce resources, strategic investment in marketing and communications often slides to the bottom of the list. However in reality, thinking strategically about communications, public education, and media relations decisions can support every other aspect of a parking and transportation system's operations.

This section highlights opportunities to proactively engage key user groups in policy and programmatic decisions that will impact their experience accessing downtown Provo.

The strategies have been divided into three categories:

- A. **Program Brand Development, Messaging, and Key Audiences:** Ways to build connection, pride, and ownership among staff and users.
- B. **Media Tools and Platforms:** Strategies to build the organization's narrative via consistent and creative communication, utilizing the most effective tools.
- C. **Implementation Framework:** How to organize the various elements of your plan for practical implementation and progress tracking.

A. Program Brand Development, Messaging and Key Audiences

Intentional promotion and positioning of the City of Provo's parking and access options will provide opportunities for increased user recognition and engagement, as well as increased understanding about existing and future service areas.

1. Organizational Brand

An organizational brand goes beyond an organization's name, logo and visual identity. A brand represents an unspoken promise, or commitment – of quality, value, professionalism and financial stewardship – about the consistent experience patrons can expect when interacting with the City of Provo's future parking

KEY DEFINITIONS

▲ **Brand Position:** A brand position is a simple statement that conveys the essence of an organization and provides a promise to both customers and partners about the type of environment that can be expected. It also sets the tone for the development of the actual brand, which will only resonate with patrons and investors if it reflects the true character of the organization it represents.

▲ **Messaging:** A messaging strategy is the foundation for all of an organization's marketing efforts. Put simply, a messaging strategy tells the audience that you are trying to convey why they should visit your organization, what they will find when they do, and why they should care. For a brand to resonate with its customers and partners, the messaging strategy needs to inspire confidence that the organization understands its patron and partner needs, and has something relevant and unique to offer.

▲ **Vision:** This statement should be very aspirational and speak to the organization's ultimate point of success.

▲ **Mission:** This statement defines what an organization is, why it exists, and its reason for being.

department. Over time, a brand becomes synonymous with an organization and its programs/facilities. When patrons see an organization's signage, communication pieces or uniforms, an emotional connection is created that evokes the memories and feelings that a person associates with a particular organization.

Branding creates value and starts with truth. It identifies shared values and areas of expertise; for example, what community needs **are** and **are not** being met by the organization? What story is your current brand telling about the organization? What story do you want to tell? Your organizational brand provides the foundation for the creation of content and tone for marketing efforts, customer relations efforts, and organizational culture.

It was the observation of the consulting team that the City of Provo has invested a great deal in creating a unique, recognizable, and vibrant City brand. From the look and feel of the City's website to signage in and around City Hall, the City's logo and "Welcome Home" tagline are used in an effective and consistent manner. City leadership and staff should be commended for such effective use of the City's brand.

Similar to the careful curation of the City's brand, the parking system in downtown Provo also needs a brand identity that is clear, consistent, and that starts the interaction with a parking patron – whether online or on the street – in a positive manner. As the City of Provo already has such a

strong and versatile logo (as represented in the images above), it would make tremendous sense to use the City logo as the foundation for creating a complementary visual brand for parking services.



CITY OF PROVO BRAND



In addition to creating a complementary logo, it is strongly recommended that the City of Provo develop the following foundational brand elements as part of the development of their new parking system: 1) an organizational brand position statement, 2) a Vision Statement, and 3) a Mission Statement that support the guiding principles outlined in the larger Strategic Parking Management Plan.

The Mission/Vision and Guiding Principles poster to the left is an example from the Anchorage Community Development Authority's **EasyPark** program.

2. Messaging

Messaging provides a foundation for the creation of content and tone for marketing, advertising, and outreach. Messaging for Provo's new parking system should focus heavily on how the department will work to align parking policies and programs with the community's strategic development and growth goals.

The three key elements to effective brand messaging include:

1. **Consistency:** Keeping similar tone/feeling when communicating to your patrons.
2. **Frequency:** The driving force – keeping the message in front of the audience as often as possible – and not just focusing on providing “must have” information about construction, special events, and programs but updates that reinforce the goals of the organization and remind users of the bigger picture.
3. **Anchoring:** Messaging that provides a compelling call to action. Memorable, high impact language and visual presentation that talks **to** the patron, not **at** the patron.

The City of Provo is at an exciting crossroad in its development. The City recently completed the Vision 2030 Plan and has a comprehensive growth strategy outlined for the downtown and core neighborhood areas. The development of a new, vertically integrated parking management system coupled with investment in BRT to increase connectivity between the BYU campus and downtown will mean a lot of changes in the ways in which residents and visitors access the City of Provo.

When talking with stakeholders over the course of three months, several key topics were mentioned that will be useful for City of Provo staff and leadership as they work to create the messaging that will support this next chapter of coordinated access management for the City of Provo.

Parking and transportation in the City of Provo:

- ▲ Are “quality of life” issues
- ▲ Should be developed in a way that is “fair” and “equitable”
- ▲ Must be easy to find and well-signed
- ▲ Should “enhance the downtown experience” and be “flexible”

3. Target Audiences

A successful communication and outreach plan starts with identification of the primary and secondary audiences. While every unique communication effort doesn't have to be tailored to meet a specific audiences' needs, it is important to keep in mind that communication – especially during intense or challenging times – isn't always a "one size fits all" solution. Audience identification can help the City know when additional communication or explanation of a situation might be needed. It also helps prevent overwhelming customers with irrelevant or too much communication, and can assist with making choices about which communication tools will be most effective for a particular audience (i.e., using heavily-trafficked online resources like Mayor Curtis' blog, the Provo Insider etc.).

The following parking user groups have been identified as primary audiences for the City of Provo's new parking system:

- ▲ **Frequent Patrons:** This audience includes daily commuters and regular patrons of businesses, organizations, and entities that interact with the public parking system at least once per week. These customers are more informed about parking policies and regulation than the average parker, however they may be more resistant to future changes because they have an established routine. This audience likely has an established connection with another downtown stakeholder group (like Downtown Provo Inc.) so they are more likely to be plugged into an existing communication network that can be leveraged by the new City parking department.
- ▲ **Visitors, New and Future Patrons:** This audience includes moderate to infrequent users and potential future users. This audience also includes suburban residents who travel to the city center for special events or meetings. This is a more challenging group to reach because of their infrequent use of the system, however they are also likely to complain the loudest when they have a negative parking experience.
- ▲ **Central Business District Stakeholders (Downtown Provo Inc., Business and Property Owners, Merchants, Downtown Residents, etc.):** This audience segment is highly engaged which can provide both a challenge and opportunity. On one hand, they are very knowledgeable and are connected to larger groups of stakeholders or customers. On the other hand, while these groups often lack knowledge about professional parking management policies and can become quickly frustrated at the slow pace of the public sector. The City of Provo has an active, engaged and professional partner in Downtown Provo Inc. Leveraging this relationship will be key as the City works to get the word out about how parking will be managed in the future.
- ▲ **BYU:** BYU is one of the most important audiences to consider and consult with on parking and transportation issues. As was reflected in stakeholder meeting comments, neighborhoods adjacent to the BYU campus are constantly impacted by students parking and accessing campus using neighborhood streets and curb space. As BYU moves to paid parking in the fall of 2015, it will be vitally important the City stay in close communication

with BYU staff and neighborhood leadership to address new issues that might arise from student parkers spilling out of campus to avoid paying for parking.

Secondary audiences include:

- ▲ City of Provo neighborhood associations
- ▲ UTA
- ▲ Utah County
- ▲ University of Utah
- ▲ Downtown business or property owners who are actively managing parking
- ▲ Media/Press

Here is a helpful way to think about how each of these pieces – organizational mission, vision, messaging, and audiences – all fit together to create one cohesive brand position:

BRAND POSITION:

- ▲ **To** (Target Audiences):
- ▲ **We are** (Unique Identifier):
- ▲ **That** (provides "X" to the audience):
- ▲ **By** (details that support "X"):

VISION:

- ▲ How would you define your ultimate point of success?
- ▲ What umbrella task/goal do you possess that will be worked on indefinitely?

MISSION:

- ▲ What will you do to continuously work towards your vision?
- ▲ What markets are you serving and what benefit do you offer them by working towards your vision?

Questions to identify key words in a statement that presents the means in which your organization will work towards the vision:

- ▲ What perceptions, habits, or beliefs do we need to work on or develop in order to grow?
- ▲ What are we "selling"?
- ▲ Who do we benefit?
- ▲ What's in our toolbox (i.e., what resources do we provide)?

B. MEDIA TOOLS AND PLATFORMS

It is important to identify and utilize a variety of mediums when communicating with current and future parking customers. From updating the community on current construction projects, policy changes, to providing basic educational information or rolling out system enhancements, the key is to communicate early, often, and in ways in which your messages will be heard.

When identifying the media tools and platforms that will work best for the City of Provo's new parking system, the following items should be considered:

1. Web Presence. The parking department's webpage should be a one-stop shop for all critical information about parking services and policies in downtown Provo.

When one visits the City of Provo's website today, there is no information to be found about parking unless one selects the "search" function. After performing a search for "parking", the first item that comes up is how to pay a parking ticket.

When one performs a Google search for "parking in Provo", the first link on the search results is also a link for how to pay a parking ticket. The most helpful link (which is four links down) takes the browser to a site called "Provo Buzz" where there is a basic map of downtown parking and limited pricing information. (Note the recently updated parking information and map on the Downtown Provo, Inc. website is a step in the right direction.)

"Must Have" Online Resources:

- ▲ Basic parking information/location/directions
- ▲ Mission, vision, and values of the organization and the work underway to achieve those goals
- ▲ Detailed information about service and programmatic offerings
- ▲ Comprehensive calendar of events and opportunities for target market audience engagement with the organization
- ▲ Links to social media
- ▲ Special event information including event-related street closures, special event parking rates, and links to legitimate private event parking operators
- ▲ A contact form
- ▲ Emergency phone number/contact information that is answered 24/7
- ▲ Section with professional pictures of staff, leadership, and front line parking staff
- ▲ The ability to pay citations, purchase permits, and cancel permits
- ▲ Important news including construction-related street/lane closures, temporarily reserved parking areas, special event parking information, meters that are hooded or out of service, etc.
- ▲ Links to relevant transit information, including UTA bus routes, FrontRunner information, BRT updates, etc.
- ▲ Information for cyclists

As the web is often one of the very first places that customers will go to find parking, it is critically important the City of Provo has a link to information about parking and transportation options at a very high level on its main website, preferably on the home page under the “Departments” drop down box. As the City looks to elevate the level of customer care provided online, the following enhancements should be considered:

- ▲ The web page must be well-managed with a plan to keep content fresh and new. Users returning to the site and finding nothing new are likely to stop utilizing it as a resource. Important news should be more prominently listed on the home page.
- ▲ The web page should have a balanced mixture of written content and visual imagery. The City of Provo's site follows this balance well and the format used for the rest of the City's website should be carried over into future parking web page(s).
- ▲ The site should be reviewed to ensure accessibility for those with visual impairments.
- ▲ Look into using Google Analytics (or a similar tool) to track where the website is receiving the most traffic and actively move those items to the home page (this will be discussed later in the Metrics section).

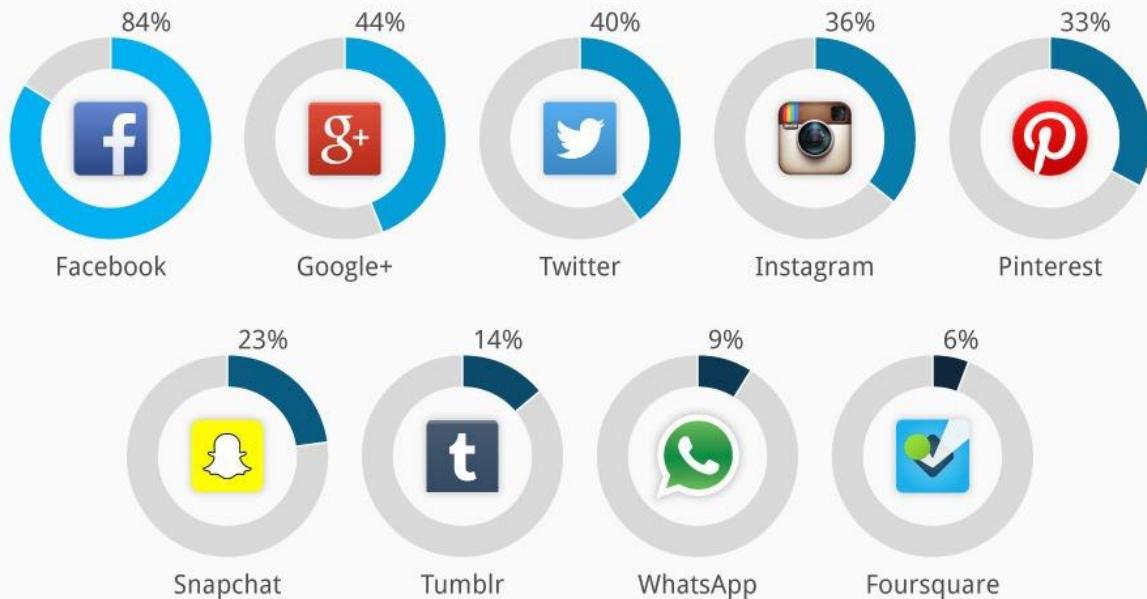
2. Social/New Media Tools. Social media has changed the way people communicate, how stories are told, and how information gets distributed. However as many industries are noticing, social/new media strategies are only as effective as the consistency of the staff, intern, or volunteer time that is spent to maintain them. The effective use of social media means making a commitment to keeping it updated and fresh with content. The most successful parking programs and organizations using social media are creative in their messaging and approach, using the site not just for information, but for contests and fun interactions as well. Social media gives the brand a personable and down to earth accessibility that gives a user a continuous reason to keep coming back.

The City of Provo already uses a variety of social media sites to connect with residents and visitors including Facebook, Twitter, YouTube, Pinterest, and the very popular blog of Mayor Curtis. As the City of Provo considers the many community education and communication tools that will be part of the new parking department's “toolbox”, social media should be a strong contender.

Figure 16 – Social Media Site Market Percentage

Facebook's Reach Among Young Adults Is Still Unmatched

% of 18- to 29-year-olds in the United States who have an account on the following platforms



Spring 2014, n=3,058
Source: Harvard Institute of Politics

Mashable statista

The City of Provo has a youthful population filled with students, young families, and tech-savvy professionals. According to a 2014 study of Americans aged 18-24¹, “more than half of Millennials said they would consider moving to another city if it had more and better options for getting around, while 66% said that access to high quality transportation was one of the top three criteria they [weighed] when deciding where to live”. These audiences are likely already on social media and will come to expect that they’ll be able to follow, tweet, post or tag a picture as part of their basic customer service interaction with the new parking enterprise.

All the social/new media tools should ultimately tie back and feed live updates to the parking department’s web page.

¹ The Rockefeller Group and Transportation for America Study, released on April 22, 2014. Study conducted by Global Strategy Group. www.rockefellerfoundation.org/newsroom/access-public-transportation-top.

3. Additional Communication Tools and Tactics. In addition to a fresh and interactive web presence and active engagement with social/new media strategies, the following communication tools can be very useful for sharing information and engaging diverse user groups:

- ▲ **Utility Bill Survey:** The utility bill is a powerful tool because it is likely to reach a far larger audience than can be reached by other, often online-only, tools. Utility Bill inserts can provide link information and QR codes, and can list other ways that residents can provide feedback (i.e., upcoming meeting dates, phone number or email information).
- ▲ **Opt-in Text Message System:** For those community members who are faced with “email overload” or who choose not to have a smart phone, offering an opt-in text messaging system is a good option. A text message number would be provided to community members interested in receiving text messages about upcoming meetings, construction updates or programs that might impact their neighborhood. This system can be relatively inexpensive and easy to manage. Normal text messaging rates for those who opt-in do still apply.
- ▲ **Educational Materials:** As Provo's parking system matures, it will be important to consider the diversity of audiences in Provo and offer a variety of informational pieces, both online and in more traditional formats like informational “one pagers”. These documents should live online where they can be downloaded and printed at home, as well as distributed at meetings and at the future parking office. Some examples of basic informational pieces to consider developing include:
 - *Parking Department Overview:* Include basic information like Mission, Vision, Values/Guiding Principles, contact information, website and basic enterprise information like facility locations, pricing and how revenues are spent.
 - *Annual Report:* An Annual Report provides programs with an opportunity to document and share progress made over the course of a year. Some basic items to include in the report: annual achievements, budget information, marketing and outreach efforts, priorities for the coming year and statistics on customers served. The Annual Report can also include results from benchmarking and customer service surveys. A popular trend in Annual Reports is the creation of online only reports that are designed as infographics instead of the traditional text report. This can cut down on cost, provide additional transparency, and be more digestible for stakeholders.
 - *Commuter Information:* As Provo works to promote the use of other modes, it will be important to track the percentage of customers using various modes. This information can be folded into an Annual Report or presented as a stand-alone enterprise marketing piece.
- ▲ **Educational Videos:** Videos can be a powerful instructional and informational tool, especially when trying to convey often technical information about new parking technology. Videos are also a great way to include customers or other popular community leaders like Mayor Curtis in the development of educational materials, videos and other media campaign (i.e., customers/community leaders can be used to demonstrate

technology in educational videos, replace stock photos on your Web site and can be trained as citizen peer advocates for a particular stakeholder group).

▲ **"Industry Captains"**: One of the most powerful tools that can be leveraged is the sharing of information and advocacy of an idea by peer groups. The new Parking Program Director should make one of his/her first tasks to reach out to key thought leaders in the business, residential and community development sectors and work on getting their buy-in to act as citizen ambassadors for the new enterprise. These "Industry Captains" can then help broaden the reach of key messages and often their voices can carry more weight and gain more trust with peer groups than messages coming straight from the City or other public source.

▲ **Explore free smart phone applications** that can help provide information without a significant capital investment:

- Applications like "ParkMe" are free to consumers and use algorithms, rather than expensive real time data, to help customers find a space using their mobile device.

▲ **Continue frequent user focus groups and targeted stakeholder engagement:**

- The extensive public engagement work that was done as part of the broader Strategic Parking Management Plan has laid the foundation for frequent future communication with community stakeholders. It is strongly recommended that this trend continue and in the future, have interactive stakeholder engagement opportunities to keep the community informed, educated, and part of the decision-making process for future program, policy, and technology decisions.

▲ Patron engagement campaigns:

- PARK(ing) Day: PARK(ing) Day is an annual worldwide event held each fall where artists, designers, and citizens transform metered parking spots into temporary public parks (www.parkingday.com). This would be a great campaign do in partnership with the Downtown Provo Inc.
- Bike to Work Day: Partnering with a very active bicycle and pedestrian advocacy group in this effort could be a positive way to encourage increased use of alternative modes of transportation in the City. An awareness event could be held on Bike to Work Day in partnership with local bicycle advocacy groups.
- Include customers in the development of educational materials, videos, and other media campaigns (i.e., customers can be used to demonstrate technology in educational videos, replace stock photos on your website, and can be trained as citizen peer advocates for a particular stakeholder group)

4. Public Relations. The importance of a well thought out public relations plan cannot be overstated because in the absence of information, the general public will make up their own answers and/or rumors will be given more "legs" than when an organization is proactively pushing out their desired message.

Communicating about parking requires both technical savvy and an understanding of the often-intense emotions that are experienced when dealing with parking concerns and issues. Relationship and trust building can be slow, however there are a few strategic first steps that can be taken to begin developing productive relationships with the general public and the media:

- ▲ **Form strong, reciprocal relationships with local media:** This is especially important during times of crisis and should include local and regional media outlets. The consulting team observed a strong interest from local and regional media in covering the Strategic Parking Management project and City staff indicated a productive ongoing relationship with several local media outlets. It is strongly recommended that the City continue to build and strengthen these relationships in order to leverage the broad reach of those media outlets.
- ▲ **Be out in front of stories:** The new downtown Provo parking management team and City Communication staff should be in frequent touch to discuss potential public relations issues and to make a joint and informed decision about what communication is needed and the best angle to take.
- ▲ **Develop a Crisis Communication Plan:** It is absolutely critical to have a written Crisis Communication Plan in place and to know the chain of command protocols for addressing the issue publicly before control of messaging is lost. Please note that any plan should be vetted by and complement the City's overall Crisis Management Plan. (See Appendix C for a Sample Crisis Communication Plan outline).
- ▲ **Feed information to media:** This may run counter to the operating norm for many parking systems who try to fly under the media's radar, but it is particularly effective when a crisis hits and you want to be one of the first calls the media makes.
- ▲ **Ramp up communication during times of transition:** People and organizations often stop communicating during times of transition (i.e., construction, program building, and introduction of new technologies) because they feel that they "aren't there yet" and need to have everything completed before bringing their constituencies along. This is exactly the opposite of what should be done; parking and transportation changes and/or "inconveniences" can lead to intense frustration and fuel complaint volumes. During times of transition, communication should be:
 1. Clear and understandable
 2. Tailored to your key audiences
 3. Repetitive and simple

C. COMMUNICATIONS PLAN IMPLEMENTATION FRAMEWORK

This framework was designed to provide strategies that can be implemented immediately, as well as those that will take longer to develop and cultivate. Some recommendations can be done with little to no resources while others will require more significant investment.

This section includes both a high-level overview of the strategies that are recommended as immediate focus areas for the City of Provo, as well as a detailed implementation matrix that has been developed to guide staff through implementation of the elements outlined in the preceding sections.

Key areas to consider during plan implementation and in combination with the tools and tactics outlined in the previous section include the following:

- 1. Staffing and Staff Development:** The organization should have a qualified individual or individuals who are properly trained to provide the marketing, communication, and stakeholder outreach expertise needed to meet the organization's strategic goals and effectively serve its patrons.

Recommendations:

- Job description(s) or part of existing job description with specific marketing and communication duties are established and documented. They are an integral part of initial training, evaluations, and promotion opportunities.
- Position specific training is well organized, effective, and ongoing. The extent and depth of training is tailored to the skill level of the employee and should be well documented.
- Employee performance measures specific to marketing and communication are established as part of the employee onboarding process. Performance evaluations should occur regularly and be well documented.
 - Formal evaluations are performed at least once a year.
 - The evaluation process is supported by an appropriate written evaluation instrument that includes both scored criteria and relevant comments from the evaluator.
 - Evaluation criteria are specific to the marketing and communications functions and responsibilities of the employee being evaluated.
 - Evaluation documentation is produced and the evaluation interview conducted by the supervisor who is in the best position to evaluate that employee's performance.

Suggested Documentation:

- Job description with specific marketing, communications, and public relations duties
- Marketing and communications training program outline, materials, and records
- Ongoing development program for marketing and communications staff member

- Schedule and materials
- History of participation and completion
- ▲ Marketing and communications specific evaluation forms, criteria, and evidence of evaluation completion (minimum annually)

- 2. Annual Communications, Marketing and Stakeholder Engagement Planning:** The organization should create an annual communications, marketing, and stakeholder engagement plan and a dedicated budget that supports the overall organization's strategic goals. The plan should be reviewed regularly and includes reporting and evaluation metrics.

Recommendations:

- ▲ The plan is established and refined in the 3rd and 4th quarters of the preceding fiscal year and is aligned with the organization's overall strategic goals. Plan is assessed bi-annually by the marketing and communications staff member(s) and the appropriate supervisor.
- ▲ Create a dedicated communications, marketing, and stakeholder engagement budget.
 - The budget priorities are established and refined in the 3rd and 4th quarters of the preceding fiscal year and are aligned with the organization's overall strategic goals. Budget is assessed quarterly by the marketing and communications staff member(s) and the appropriate supervisor.
- ▲ Metrics are identified to evaluate the effectiveness of marketing and stakeholder engagement tactics, campaigns, and strategies. (See the "Metrics to Measure Success" section for ideas)
 - Metrics are assessed annually. These evaluation processes are supported by appropriate written documentation.
 - Evaluation methods should include, but are not limited to, the following: outreach to internal and external audiences, through targeted surveys and/or focus groups, vendors, sponsors, partnering organizations, web and social media analytics.

Suggested Documentation:

- ▲ Strategic Communications, Marketing and Stakeholder Engagement Plan
- ▲ Process description and notes/minutes from meeting where proposed marketing and community outreach plan is reviewed and approved (at least annually)
- ▲ Notes/minutes from meetings where marketing and community outreach budget is reviewed and discussed (at least bi-annually)
- ▲ Process description and notes/minutes from meeting where evaluation metrics are reviewed and approved (at least annually)
- ▲ Written documentation of evaluation metrics, processes and data

- 3. Media Relations Planning.** The organization should have an established media relations strategy that includes local, regional, and national media connections. Strategies should be built on a foundation of trust, reciprocity, and transparency.

Recommendations:

- ▲ Develop a media relations strategy.
 - Includes a comprehensive list of local, regional, and national media contacts that is reviewed for accuracy at least quarterly.
 - Strategy includes specific sub-sections outlining approved policies and procedures for addressing re-occurring annual, seasonal, campaign and event specific communications functions (i.e., special events, service disruption, construction).
 - Strategy is aligned with the organization's overall strategic goals and assessed every other year by the marketing and communications staff member(s) and the appropriate supervisor.
 - The organization has a designated individual or individuals who are properly trained to communicate with the media.
 - The organization has one or more designated spokespeople who have specific experience and/or have received training on how to communicate effectively with the media.

Suggested Documentation:

- ▲ Up to date media list.
- ▲ Names and titles of designated media spokespeople.
- ▲ Documentation of media/public relations training program for all designated spokespeople.
- ▲ Records of past media relations campaigns and/or notification materials and documentation (i.e., press releases, collateral material, talking points etc.).

Please note: Recommendations related to staffing and annual planning for marketing, communications, and ongoing community outreach efforts should align with and complement future strategic decisions made about organizational structure and staffing as part of the recommendations outlined in the Strategic Parking Management Plan.

Implementation Matrix

The following implementation matrix aims to provide guidance on short-, mid- and long-term implementation recommendations for communications, marketing and stakeholder engagement efforts.

Strategies correspond with categories listed in the previous sections and are coded for ease of reference as follows:

- ▲ Web Presence (Web)
- ▲ Social/New Media Tools (Social)
- ▲ Additional Tools and Tactics (Tools)
- ▲ Public Relations (PR)
- ▲ Staffing and Staff Development (Staff)
- ▲ Annual Communications, Marketing and Stakeholder Engagement (Engage)
- ▲ Media Relations (Media)
- ▲ Visual Identity (Identity)
- ▲ Metrics (Metrics)

It is important to note that the timing in this matrix is assuming that implementation of the broader Strategic Parking Management Plan begins in fall 2015. The strategies outlined in 2015 are also much lighter than those outlined for 2016 and 2017. This is due to uncertainty about the timing for hiring/realigning City parking department staff. Matrix timing can be adjusted according the actual timing of implementation.

Figure 17 – Marketing Strategy Implementation Matrix- Year One

YEAR ONE STRATEGIES (Summer/Fall 2016)			
MARKETING STRATEGY RECOMMENDATION:		RESPONSIBLE:	BUDGET CONSIDERATIONS:
Identity	<p>Create and release an RFP for brand and visual identity development that aligns with the City's brand. Services to be included:</p> <ul style="list-style-type: none"> • Development of Parking Department Vision, Mission, and Values • Logo • Brand identity standards • Templates for collateral • Uniform design • Annual report template/design (could be paper or online infographic) 	Future Parking Department Director, with support from City Marketing and Communications staff	<ul style="list-style-type: none"> • Brand development: \$7,500 - \$10,000 depending on vendor and complexity of scope. It makes sense that the City would include the vendor who created the City brand in this process.
Web Presence	Work with the City's Marketing and Communications staff to outline web content for a new Parking Services web page.	Future Parking Department Director, with support from City Marketing and Communications staff	<ul style="list-style-type: none"> • Dependent on current City contract stipulations • \$2,500 - \$5,000 depending on complexity of site
Social	<ul style="list-style-type: none"> • Work with City Marketing and Communication staff to develop a 3rd and 4th quarter social media schedule for parking and transportation related posts. The purpose of these posts will be: <ul style="list-style-type: none"> ◦ Begin tracking "likes", "retweets", and other social media interactions to see where customers are going most frequently. 	Community Development staff, with support from City Marketing and Communications staff	No cost beyond staff time.

	<ul style="list-style-type: none"> ○ Provide information about where customers can park ○ Continue the conversation with customers about this planning effort and implementation plans. 		
Media	Create a comprehensive media contact list for the new Parking Director	Community Development staff, with support from City Marketing and Communications staff	No cost beyond staff time.
Staffing	<p>Develop job description duties specific to communications and public engagement</p> <ul style="list-style-type: none"> • Ideally, this position will be an FTE, however in the next few years, it could be a shared position with another department • Also explore collaborative opportunities with organizations like the Downtown Provo Inc. for cost/staff sharing opportunities • Explore opportunities for intern support of marketing, communications and social media tasks 	Community Development and eventually the new Parking Director	No budget impact in 2015.
Engage	<p>Develop an Annual Communications & Stakeholder Engagement Plan</p> <ul style="list-style-type: none"> • Ideally, this would be done in the fall of 2015, in preparation for 2016 • Develop specific communications and 	Community Development staff, in coordination with new Parking Director	\$20,000 - \$25,000 total communications budget for 2016. Includes funding for various campaigns and outreach efforts, with the majority of 2016

	stakeholder engagement budget		funding going towards department start-up costs (i.e., apparel, web design, etc.).
METRICS	<ul style="list-style-type: none"> ▪ Identify data benchmarks that create accountability to both internal stakeholders (i.e., City leadership) and external stakeholders (i.e., patrons, partners). ▪ Develop a patron and partner survey that is administered annually and that tracks similar items to begin building patterns and provide data on program trends. ▪ See the next section, "Metrics to Measure Success" for additional detail. 	Community Development staff, in coordination with new Parking Director	\$500 - \$750 for online tool like SurveyMonkey; assumes premium membership at \$50/month. Less expensive options are available.

Figure 18 – Marketing Strategy Implementation Matrix- Year Two

YEAR TWO STRATEGIES (2016/2017)			
MARKETING STRATEGY RECOMMENDATION:		RESPONSIBLE:	BUDGET CONSIDERATIONS:
Identity / Web	<p>Launch new brand:</p> <ul style="list-style-type: none"> • Selected vendor for visual identity development should work with staff to outline brand launch timeline, strategy, goals as part of their scope • Launch new parking department web page(s) • Public education campaign 	Parking Department Director and staff, in coordination with City Marketing and Communications staff	\$2,500 - 5,000. Collateral materials, launch party, staff apparel, and other key marketing pieces.
Identity	<p>Begin exploring additional parking signage and wayfinding needs.</p> <ul style="list-style-type: none"> • Depending on signage needs, work with Community Development/Marketing & Communications staff to create an RFP for additional signage needs 	Parking Department staff, in coordination with City Marketing / Communications staff	TBD – based on needs, however a good signage system to consider is the ParkLine signage system by Pictoform (used in Boulder, CO).
Social	<ul style="list-style-type: none"> • Develop a social media policy • Develop a social media calendar, at least quarterly • Continue actively curating selected social media sites and/or working with City Marketing and Communications to provide fresh and relevant content for posting on the City's main social media sites • Monitor patron and partner engagement with sites to ensure ROI for staff time and effectiveness of each tool 	Parking Department staff	\$500 for staff training classes on latest social media engagement strategies.

	<ul style="list-style-type: none"> Leverage partnerships with partnering organizations (i.e., Downtown Provo Inc.) to expand social media outreach efforts 		
Tools	Produce a 2016 Annual Report	Parking Department staff	Depends on vendor and quantity, however a reasonable estimate is: \$7,500-\$10,000 for design and printing hard copy version; \$4,000-\$5,000 for online version (depending on vendor).
Tools	Begin identifying no/low cost smart phone applications that increase customer service offerings(i.e., ParkMe)	Parking Department staff	No cost beyond staff time and training.
Media	Schedule in-person meetings with key news directors to inform the media about the role of the Parking Department, the department's main areas of focus, and the positive impacts that the community can expect to see as a result of the new organizational structure (include print, television, and digital media)	Parking Department Director and/or designated communications and public engagement staff liaison	\$200 for creating press packets.
Media/PR	<p>Begin building local and regional recognition for new brand via outreach efforts in partnership with local organizations:</p> <ul style="list-style-type: none"> Develop a public education campaign focused on helping residents and visitors find parking quickly and park legally Participate in PARK(ing) Day 2016 (Fall) 	Parking Department staff	<ul style="list-style-type: none"> Budget \$2,500 - \$3,500 - for marketing campaign activities

	<ul style="list-style-type: none"> Co-host Bike to Work Day with local bicycle advocates (Spring) 		
Staffing	Establish at least a half time position to handle communications, customer engagement, and public relations for the Parking Department	Parking Department Director	Dependent on 2016 City of Provo staff salary rates.
Staffing	Develop performance measures for communications staff person that are tied to the goals outlined in the Annual Communication and Stakeholder Engagement Plan.	Parking Department Director	No cost beyond staff time.
PR	Begin developing a Crisis Communication Plan (see Appendix C for an example)	Parking Communications staff member, in partnership with Parking Department Director and City Administration	No cost beyond staff time.
Engage	Create 2017 Annual Communications & Stakeholder Engagement Plan by 4 th quarter 2016 <ul style="list-style-type: none"> Review effectiveness of 2016 efforts by 3rd quarter 2016 Create communications and marketing budget for 2017 by 3rd quarter 2016 	Parking Communications staff member, in partnership with Parking Department Director	<ul style="list-style-type: none"> \$30,000 total communications budget for 2016. Includes limited funding for possible new signage implementation costs.
METRICS	<ul style="list-style-type: none"> Establish data benchmarks and collect first round of baseline information Administer patron and partner survey. 	Parking Communications staff member, in partnership with Parking Department Director	\$500 - \$700 for in-house execution; \$5,000 - \$7,500 for outsourced survey execution.

Figure 19 – Marketing Strategy Implementation Matrix- Years Three +

YEAR THREE STRATEGIES (2017 and Beyond)			
MARKETING STRATEGY RECOMMENDATION:		RESPONSIBLE:	BUDGET CONSIDERATIONS:
Identity / Web	<ul style="list-style-type: none"> Continue signage installation (as needed) Revisit organizational Vision, Mission, and Values to ensure that department programs and policies are still aligned with the organization's guiding principles Begin tracking website analytics and establish a schedule for making regular website updates, both in terms of content and functionality (i.e., online marketplace capabilities) 	Parking Communications staff member	<ul style="list-style-type: none"> For signage installation: Dependent on what was accomplished in 2016 For organizational values assessment, no cost beyond staff time Website updates: Dependent on staff time vs. outside vendor for maintenance and updates
Social	<ul style="list-style-type: none"> Continue actively curating all social media sites Begin tracking social media analytics Monitor patron and partner engagement with sites to ensure ROI for staff time and effectiveness of tool 	Parking Communications staff member	No cost beyond staff time.
Tools	Produce 2016 Annual Report	Parking Communications staff member	\$6,000 -\$8,000 for design and printing of hard copy option (assumes use of previous materials/format); \$3,000-\$4,000 for online version.
Tools	Implement no/low cost smart phone applications that increase customer service offerings	Parking Communications staff member	\$2,000-\$3,000 for public education, marketing and signage, if applicable.

	<ul style="list-style-type: none"> Includes educational campaign, marketing and signage 		
Media	Continue active relationship building with local media, including annual meetings with news directors	Parking Communications staff member	No cost beyond staff time.
Staffing	Continue staff development and training, including a review of staffing levels to support communications and stakeholder outreach activities <ul style="list-style-type: none"> Consider developing a intern program to support this position if still at half/part time 	Parking Communications staff member and Parking Division Manager	\$2,000 - \$3,000 for staff training and possible paid intern.
Media/PR	Continue building local and regional recognition for new brand via outreach efforts in partnership with local organizations: <ul style="list-style-type: none"> Participate in PARK(ing) Day 2017 Participate in "Bike to Work Day" Participate as a vendor/sponsor at popular local festivals/events 	Parking Department staff, in partnership with local organizations like the Downtown Provo Inc.	Budget \$5,000 for new programs and possible sponsorship opportunities.
Engage	Create 2018 Annual Communications & Stakeholder Engagement Plan by 4 th quarter 2017 <ul style="list-style-type: none"> Review effectiveness of campaigns by 3rd quarter 2017 Create communications and marketing budget for 2018 by 3rd quarter 2017 	Parking Communications staff member in partnership with the Parking Department Director	TBD based on activities outlined in 2017 Annual Communications and Stakeholder Engagement Plan.
METRICS	<ul style="list-style-type: none"> Use data benchmarks and make adjustments to build 2018 Annual Marketing Plan and budget priorities (i.e., 		\$500 - \$700 for in-house execution; \$5,000 - \$7,500 for outsourced survey execution.

	<ul style="list-style-type: none">▪ media impressions and Google Analytics)▪ Administer patron and partner survey. By 2017 (the third year), there should be enough data to complete a trend analysis and make adjustments to budgeting per survey results.		
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Metrics to Measure Success

Provo City leadership and staff should be commended for their commitment to including the community in the exploration of new, customer-focused initiatives like the Strategic Parking Management Plan. What the City rightly realizes is that metrics and benchmarks are an important aspect of instituting any program and for each initiative embarked upon, specific metrics should be established. A strategic and proactive communications and stakeholder engagement plan can lead to tremendous progress, but how does an organization truly know which tactics and campaigns are making the difference and when they have achieved "success"? The City of Provo should consider investing in one or several of the following tools and strategies for measuring both the success of outreach campaigns and customer satisfaction:

▲ **Surveys:** Surveys are by far the most commonly used tool for organizations looking to track consumer and investor perceptions towards an organization or initiatives. Surveys should probe how well the organization is serving its constituents and identify what improvements and/or additional services they'd like to see. The prevalence of online survey tools like SurveyMonkey make it easy to bring some of the evaluation processes in house at significant cost savings for the parking program. However, when the program has a significant campaign, is looking to introduce a new technology and/or would like to ensure statistical significance for survey results, outsourcing survey distribution and analysis to an established market research firm is recommended. Several types of surveys can be conducted, including but not limited to:

- **Business Owner/Operator:** Determines perceptions, attitudes and preferences related to parking, mobility and its impacts on business operations and viability.
- **Customer Survey:** Determines the parking needs and concerns of a consumer or visitor.
- **Resident Survey:** Determines specific neighborhood and overflow parking concerns within the community.

▲ **Establish Data Benchmarks:** Benchmarking data is an excellent way to measure the success of both annual and project/initiative-specific strategic planning efforts. We recommend that the following data and indicators be benchmarked and tracked as the communications and stakeholder outreach strategy is implemented:

- **Media Impressions:** Number of news clips in newspaper, magazine, television and radio. Using advertising costs, average the value of free mentions from public relations efforts.
- **Social Media Metrics:** Tracking social media analytics can be time-consuming, expensive, and/or seem like an exercise in futility but there are a few free tools that can be used to track your growing social media presence:

- **Hootsuite:** Hootsuite is often used by organizations to manage of all of their social media accounts on one platform, however its recent partnership with Brandwatch has added the extra benefit of analytics.
- **Twitter Analytics:** Twitter Analytics allows users to track impressions, retweets, profile visits, mentions and increases or decreases in followers. And best of all, it's completely free.
- **Facebook Page Insights:** This free tool allows page managers to “view the page’s performance, learn which posts have the most engagement and see data about when your target audiences are on Facebook” (Facebook.com; General Page Metrics)
- **Website Metrics/Google Analytics:** Google Analytics is a free tool provided by Google that is constantly being updated and improved. It will not only show you valuable data about your website visitors, how they got there (Google search keywords, referral or direct entry), and their location, but you can also monitor and view reports on their experience on the site – where they stayed the longest, what they were looking for, where they left, etc. This tool allows you to produce a variety of reports that can be measured upon for specific online campaigns, for overall usage over periods of time, and to help provide a basis for further improvements and/or to fix functions that may not be working as intended for the end users.

"Closing the Communications Loop"

Provo City leadership and staff should be commended for their commitment to including the community in the exploration of new, customer-focused initiatives like the Strategic Parking Management Plan. What the City rightly realizes is that stakeholder engagement is a vital part of developing a successful parking and access management strategy that supports the community's larger economic development goals. Outreach to Provo's diverse constituencies, while not without its challenges and varied opinions, provides important insight into the real and perceived parking challenges regularly faced by merchants, property owners, employees, visitors, and the residents of Provo.

Community engagement efforts can also play an important role in uncovering and promoting a shared vision for the future of a community or central business district. Creating a balanced engagement strategy that both identifies the current parking and access landscape – in the opinion of those who participate – and starts to build a shared vision for the future, is vital to the success of any planning effort long-term. A plan without a vision or shared community narrative is less likely to be successfully adopted, championed, and ultimately implemented.

In many communities that undertake a planning or study process like this one, communication with stakeholders about how their feedback was used to develop study or plan recommendations is often missing. After spending hours of time attending public meetings, taking surveys, and engaging in discussion, stakeholders often feel disenchanted with the process because they can't see their "fingerprints" when it comes time for recommendations on policies and programming to be made. In many communities, engagement grinds to a halt when the study is complete or the consultant leaves town, and stakeholders don't hear from their cities again until it is time for a new round of public meetings.

In Provo – where public engagement is a foundational element absolutely critical to the success of any new policy or program – it is really important to continue communication and education throughout implementation, giving the stakeholders and general public an avenue to give feedback that could help refine the implementation process. This process – "Closing the Communication Loop" – also helps build trust and confidence that feedback given during the public involvement process was both heard and incorporated into the final recommendations. It is the hope of the consultant team that stakeholders will see their words and thoughts reflected in the public engagement chapter of the Strategic Parking Management Plan. It is also strongly recommended that this report be made available to the general public using a variety of formats, including social media, and through presentations to community groups.

5. PARKING EXPERT ADVISORY PANEL REPORT

Background and Context

As part of the City of Provo's Parking Strategic Plan contract with Kimley-Horn and Associates, Civitas Consultants conducted a Parking Expert Advisory Panel beginning December 7th and concluding on December 10th of 2014. This report articulates the observations, findings and conclusions of the panel, which will become part of the overall Parking Strategic Plan. The panelists, all of whom are recognized experts in the field of parking, included:



- ▲ Dave Feehan – President, Civitas Consultants (Facilitator and former President of the International Downtown Association)
- ▲ Anne Guest – Director, Missoula MT Parking Commission, Missoula, MT
- ▲ Maria Irshad – Assistant Director, City of Houston Parking Management, Houston, TX (not in picture)
- ▲ Josh Kavanagh – Director, Transportation Services, University of Washington, Seattle, WA
- ▲ Susan Pollay – Executive Director, Ann Arbor MI Downtown Development Authority, Ann Arbor, MI

Also participating with the panel were:

- ▲ Vanessa Solesbee – Parking Planner, Kimley-Horn and Associates
- ▲ Sam Veraldi – Parking Planner, Kimley-Horn and Associates
- ▲ Dennis Burns – Vice President and Project Manager, Kimley-Horn and Associates
- ▲ Josh Yost, A planner in the City of Provo Planning Department, provided substantial assistance to the panel.

Panelists were given an extensive information packet prior to their arrival in Provo; but for many, this was their first visit to the city. What they found was surprising in many ways.

Provo is a city shaped by history, culture and a major institution that has worldwide reach – Brigham Young University. Nestled in a valley and surrounded by mountains, it has a distinctly western character, broad avenues, and historic neighborhoods. The downtown area is relatively compact and walkable, and features many imposing public and private buildings. Like Salt Lake City, Provo's bigger sister to the north, the community is influenced by the

Church of Jesus Christ of Latter-day Saints, in many positive ways. The panel's initial impression is of a community with deeply held values and a commitment to translate those values into action. Major investments in education at both the elementary and secondary level and the college level are one evidence of this commitment.

Panelists were clearly impressed with the quality of recent planning, especially the 2030 Downtown Master Plan and the Placemaking Handbook. The Downtown Master Plan, in the view of the panelists, represents an exceptional guide infused with a real understanding of best practices and informed by extensive public involvement. Meetings with Mayor John Curtiss, Council Members and Planning Director Gary McGinn reinforced the impression that the city's key leaders are visionary, well informed, and open to new ideas.

The challenge for the panel was to assess current parking conditions and how these conditions relate to current and future downtown development; and propose recommendations that would optimize current parking resources and guide future parking policies, practices, and facilities.

The panelists viewed their charge as both a challenge and an opportunity: a challenge because at present the City of Provo does not have a discreet and separate parking program, on street parking is not metered (but is enforced), and parking structures are not clearly marked as public parking. An opportunity because this presents the City with a chance to design and implement a "best practices" parking program from the ground up.

The Provo metro area is expected to nearly double in size, population-wise, over the next twenty years. Corporate headquarters and ancillary operations in downtown are expected to see continued expansion. A new LDS Temple may bring millions of visitors every year. The University will continue to be a major factor, because it is located right on downtown's doorstep. Provo, like Salt Lake City, is one of the most multi-lingual metro areas in the United States, as LDS missionaries train for overseas missions and then return home to this area. This makes the Provo metro a highly desirable location for firms that conduct international business.

These are not the only parking-related challenges Provo faces, however. Neighborhoods adjacent to the University are increasingly impacted by the need for student housing, and often single family homes that required one or two parking spaces now need to accommodate five or six student-owned cars. Retail shops and restaurants on Center Street often find desirable on-street parking occupied by downtown employees, who either move their cars occasionally to avoid tickets, or take chances with infrequent enforcement. City-owned parking structures are suffering from deferred maintenance.

What the Panelists Observed

Parking Organization, Management and Planning

- ▲ Provo, like many other cities, has parking functions residing in various City departments. Planning functions are located in the Planning Department. Other functions are assigned to Public Safety and Public Works Departments. As panelists interviewed City staff and other stakeholders, the lack of vertical integration was mentioned as a problem that needed to be addressed. This apparent lack of vertical integration appears to panelists as an obstacle to creating a “best in class” parking system.
- ▲ Related to the fragmentation of parking functions is the apparent lack, until very recently, of seeing parking as a high priority. This could be because there really is no current “parking crisis” – to users, parking is free in most cases, and enforcement is inconsistent. Business owners want more consistent enforcement, but most don’t feel that parking in downtown is an impossible task. Parking by students in residential areas adjacent to the University was reported and observed as a problem, but residents and students are finding on-street and off-street parking, though with increasing difficulty.
- ▲ In some cities, stakeholders argue for less enforcement, believing that the aggressive issuance of parking tickets drives customers away. In Provo, quite the opposite is true. Most stakeholders would welcome more consistent enforcement of parking regulations, both in the downtown core and in the residential areas adjacent to downtown.
- ▲ Panelists were impressed with the strong commitment of Mayor John Curtis and members of City Council to improving parking management. If City staff are to undertake significant changes in the City’s parking management, they will need the vision and support of the Mayor and Council, and a shared understanding of the implications of undertaking such an effort.

Managing Parking in the Downtown Core

- ▲ As mentioned above, numerous interviews convinced the panel that there does not exist a real parking crisis in downtown. However, several interviewees offered convincing opinions that, if changes are not made, a parking crisis in downtown may be just around the corner. One of the most often mentioned developments that cause concern is the reopening of the Temple, which was heavily damaged by fire recently. This facility is expected to draw millions of visitors annually, and could host dozens of weddings each week. Overall, the population of Provo is expected to double by 2040, and with a growing corporate workforce in downtown, along with expected expansions in the hotel, retail and dining sector, parking could soon become the nightmare that some are fearing.
- ▲ One problem that Provo shares with many US cities is the propensity for employees who arrive in downtown before shops open to occupy prime on-street parking spaces. With inconsistent enforcement and the utilization of tire-chalking as a primary means of enforcement, Provo most likely has a serious employee on-street parking problem, though

evidence is mostly anecdotal. However, if the problem is as prevalent as many in Provo think, it is probably costing downtown retailers tens of thousands, if not hundreds of thousands of dollars in sales annually. (Note: the limited on-street parking turn-over analysis did substantiate a significant issue related to employee abuse of on-street parking.)

- ▲ While on-street parking on Center Street is usually full, and the situation appears to be worsening, overall capacity is not currently an issue. Parking spaces were observed on side streets and in parking garages, and interviewees confirmed that patrons of downtown shops and restaurants who are willing to walk a block or two could almost always find a parking space.
- ▲ Predatory towing, was at one point, becoming an increasingly contentious and annoying issue. Private towing companies are believed to patrol certain areas looking for every opportunity to tow a parked vehicle, because there is money to be made by doing so. Drivers may be paid on commission for each vehicle towed, or at least that is the perception of some interviewees.
- ▲ Retailers who were interviewed by the panel voiced support for paid on-street parking if it includes fair but consistent enforcement. Virtually all retailers, whether they saw the current parking situation as a problem, agreed that more turnover would help, and that employee on-street parking was a problem.
- ▲ Shared parking is an idea that is beginning to gain traction. Because parking has not been a top-priority issue in the past, there was little pressure to adopt innovative approaches such as shared parking. Now, as parking becomes more of an issue, options like shared parking will become more attractive.

Parking Issues at Brigham University and Adjacent Neighborhoods

- ▲ As the student population with cars increases, pressure is growing in adjacent neighborhoods. Brigham Young officials noted that in past years, even though the culture in Western States is for young people to own cars, many students lived in on-campus housing and had little need for cars. Now, more students are living in off-campus housing and own vehicles. Conversions of single family homes and duplexes in nearby neighborhoods into small apartments have meant that a property that was designed for one or two cars is now facing a demand for five or six parking spaces. Some property owners have paved part of the yard for additional parking, while others are simply letting students fend for themselves on the streets.
- ▲ This expansion of student parking demand has produced a reaction by residents of some neighborhoods for Residential Permit Parking programs (or RPPPs). Three RPPPs are now in effect in Provo. Panelists heard that the general opinion of these RPPPs is that they are producing the desired effect – local residents are able to find on-street parking more readily than before.

- ▲ Brigham Young University has recently instituted a series of changes in its parking policies for students. These have to do with overnight parking on campus lots and other issues. Panelists noted that these changes are likely to put even more pressure on neighborhoods adjacent to BYU.
- ▲ Mayor Curtis noted that "parking is a quality of life" issue as well as a transportation issue.
- ▲ One or two interviewees expressed concerns with the heavy utilization of on-street parking in residential neighborhoods. One concern had to do with parking very near to intersection crosswalks. Apparently there have been several pedestrians hurt, and some fatalities as well, in neighborhoods adjacent to BYU – neighborhoods where student housing has increased parking demand. Pedestrians crossing streets at mid-block, and even at intersections at night are much more likely to be struck by passing cars.

New Developments Bring New Parking Demands

- ▲ Panelists heard and read about the new Bus Rapid Transit (BRT) line that will be built in the near future. The Provo-Orem BRT has been in the planning stages for many years, and will connect downtown, the BYU campus, the UVU campus, a shopping mall, and other destinations. It will impact parking in many ways. For example, it is expected to take upwards of 5,000 cars a day off the roads at capacity. However, it will also remove parking spaces, particularly along University Avenue.
- ▲ Along with BRT, the City of Provo is promoting bicycle usage with a new bike plan.
- ▲ The panel saw an opportunity and a need for greater coordination between parking and other forms of transportation at present. "Park and ride" and "kiss and ride" facilities adjacent to BRT, light rail, and bus stops are possibilities that the panel did not see as fully explored although multiple park and ride lots are shown on the UTA website. Many of these are owned by the LDS Church.
- ▲ The Utah Transit Authority operates the overall bus system in Provo and Orem. During the panel's visit to Provo, panelists were watching for UTA buses; but the consensus was that not many buses were seen.
- ▲ The panel heard from interviewees that "siloes" exist in terms of planning – in other words, that coordination between those responsible for overall community planning and those responsible for transportation and parking planning are not always communicating with each other effectively.

Parking for the Convention Center, Tourism Venues, and Major Events

- ▲ Panelists heard concerns that a communication gap existed in terms of major events in and around downtown Provo. There did not seem to be a parking "communication center" or "one-stop-shop" where event sponsors and organizers could go to coordinate parking for these events.

- ▲ Interviewees noted on many occasions that, while the population of Provo is expected to grow substantially, the growth in event and convention attendees is also expected to grow. This has implications for venues like the Convention Center and the Temple, but also for downtown workers and shoppers.
- ▲ The Covey Center was singled out as a meeting and event facility that has a serious parking shortage. The Covey Center hosts 145 to 160 performances a year, attended by approximately 145,000 people. However, the Center has only 110 off-street parking spaces.
- ▲ Will visitors pay for parking? Provo provides free on-street and off-street parking for downtown visitors, and several interviewees reported that charging visitors for parking would meet with resistance. One interviewee described Provo as having a “blue light mentality”, always looking for a bargain.
- ▲ Panelists heard that the Convention Center could attract more events and larger events, but that its potential was limited by a lack of sufficient hotel rooms and parking for large events.
- ▲ The rebuilt Temple is expecting to host as many as 50 weddings a week when it reopens. Panelists did not hear that parking for Temple events had been thoroughly addressed.

Parking for Public Facilities

- ▲ The Public Library staff reported parking is adequate during non-peak days, but can be problematic on peak demand days. One of the issues panelists discussed was the condition of the underground garage. Panelists thought that cosmetic improvements could make the garage much more welcoming. The Library has been transitioning from a collection of books to a more technologically oriented and interactive set of programs. There may be opportunities for the Library to engage in shared parking. The Library's underground garage option seems to be not well known.
- ▲ Panelists found the new Provo Recreation Center very impressive. The Center offers a wide range of activities, from basketball to rock climbing walls, and from activities for young children to senior services. As usage increases, so will parking demand.

Improving and Enhancing Enforcement

- ▲ Enforcement in downtown Provo is limited and inconsistent, according to virtually everyone the panelists talked with. As a result, most interviewees believe that downtown employees have learned how to use on-street parking while avoiding parking tickets.
- ▲ While there is apparent concern regarding the willingness of visitors to pay for parking, business owners that were interviewed mostly supported stricter enforcement, and thought that paid on-street parking should be explored.
- ▲ What panelists were unable to discern was a coherent and universally shared philosophical approach to parking enforcement. Many thought it should be geared to

encourage turnover in terms of on-street parking, but this seemed hard to reconcile with current city policies.

- ▲ There was a sense among panelists that the City is not taking full advantage of some smaller, incremental steps, such as simply increasing parking enforcement efforts or investing in license plate recognition technology.

Communicating and Branding a Parking System

- ▲ Panelists were not able to discover any evidence of a “parking system identity.” Many parking systems with which the panel was acquainted have developed branding programs and sought to provide a clear and positive identity for the local parking system. That does not appear to be the case in Provo.
- ▲ On the City’s website, parking information is hard to find, according to panelists. In fact, none of the drop-down menus at the top of the home page list parking. A visitor to the website has to put “parking” in the “search” box, and then receives several options, such as permits and paying parking tickets.
- ▲ In addition to lack of parking information on the website, there appears to be no organized and effective regular communication with the public regarding parking through print, electronic, or social media. Panelists were not sure whether changes in parking regulations or other news would be issued by the police department, public works department, or perhaps even the Customer Service Director. Also noted was the absence of a community clearinghouse for parking information, and a regular and organized outreach effort. One option would be to feed parking information and resources to the City’s 311 program.
- ▲ Panelists were encouraged to hear that a wayfinding signage program was beginning implementation.

Planning for the City and Integrating Parking into Planning

- ▲ Panelists recognized and strongly supported the downtown master plan, which they considered to be based on best practices in other cities, but clearly tailored to the unique qualities of and opportunities for Provo.
- ▲ The companion place-making handbook was also noted as an excellent resource for those responsible for downtown development and promotion.
- ▲ While panelists praised the Planning staff for developing the master plan and place-making handbook, what is missing within the City’s current structure is specific parking planning expertise.
- ▲ The City has recently updated its parking code and zoning requirements. Panelists applauded the City for staying abreast of trends in parking, zoning, and downtown development, and noted that City staff are aware of the emerging national debate regarding reform of parking requirements.

Initial Panel Findings and Conclusions

Management, Organization and Planning

Panelists were encouraged that the City of Provo has recognized a classic “challenge and opportunity” situation in terms of parking. The challenge is to develop a modern and effective parking system worthy of Provo; the opportunity is to build such a system “from the ground up,” given that there is a will on the part of City leaders to move boldly toward a state-of-the-art system.

The fragmented nature of the current parking program is fairly obvious. Because of fragmentation and other causes, efficiency and effectiveness have suffered. On-street management and enforcement is widely viewed as inconsistent and only marginally effective. Overtime parking fines are not progressive. Maintenance of City-owned parking structures has been deferred. The parking program has no real identity, no discernable organized communication and outreach program, and there appears to be little or no integration with development efforts, tourism and convention programs, and downtown’s retail and dining components. A growing challenge is the increasing number of BYU students who are choosing to live off campus in adjacent neighborhoods and who own and operate their own cars.

While panelists applauded the master planning and place-making efforts of the City, there is concern that economic development and place-making opportunities are being missed because of the lack of a coordinated and integrated parking and access management system.

The panel believes that taking an “access management” approach to parking and transportation is a vital first step. This approach, which views parking in a larger mobility context, can improve planning and help to avoid the silos panelists observed.

The Mayor, Council and stakeholders, we believe, are poised to offer strong support for bold and significant change, provided that such change can produce positive results. Given this support, we are convinced that effective parking management can be leveraged to improve safety and promote downtown development and revitalization.

Without a strong, professional and unified parking and access management program, it will be difficult to achieve many if not all of the ambitious goals outlined in the downtown master plan. Simply put, access management is fundamental to a successful downtown. For most people, parking is the first and last experience they have when visiting downtown, working downtown, or living downtown. While it is true that transit ridership is increasing, walking and biking are becoming more popular, and other modes of transportation are beginning to appear, the private automobile is still the dominant means of transportation and will be for decades to come.

The 2030 Downtown Master Plan provides Provo public and private sector leaders with a remarkable opportunity to leverage and integrate access management strategies with the goals of the overall plan. This opportunity is particularly important because Provo is not yet in a crisis mode; but with significant growth in the metro area on the horizon, and with major

developments coming on line or envisioned for downtown, a crisis is likely without thoughtful, bold and strategic steps.

The good news is that the City of Provo is taking this opportunity seriously. The 2030 Downtown Master Plan, the Place-making Handbook, and the parking strategic plan of which this panel is a part all demonstrate that the City and its leaders are envisioning a better future and committed to taking the steps necessary to achieve that future.

What then should the City do to create the parking and access management program it needs to achieve its vision and goals? The panel strongly recommends that the first step is to consolidate all parking management functions (and potentially other access management functions) along with parking revenue streams into a single organizational entity. That entity can be self-supporting if designed properly, thus creating no additional burden on city taxpayers.

Some might suggest that this means enlarging the city bureaucracy, but there are a number of options that the panel believes the City should explore in terms of parking and access management – some within the City structure, others outside the structure. These include:

- ▲ **Parking Authority** – a semi-independent entity created by the City but with a board comprising both public and private sector representatives and with a separate executive director and staff. This is a widely tested model that has proven successful in many places. Toledo OH has had great success with its Parking Authority.
- ▲ **Parking Commission** – This model keeps the staff within the City structure, but creates a commission or board composed of downtown representatives who generally set parking policies and practices, with only minimal oversight by City Council. Missoula MT is an excellent example of the Parking Commission.
- ▲ **Development Authority** – Like the Parking Authority, the Downtown Development Authority is a semi-autonomous but public entity that coordinates downtown development, marketing, and other functions; but in Ann Arbor MI the Development Authority also manages the municipal parking system.
- ▲ **Business Improvement District (BID)** – This type of entity has become very popular not only in the US but also throughout the world. It establishes a special assessment district, is typically managed by a nonprofit corporation governed by property owners and other downtown stakeholders, but approved by City Council. The BID almost always provides management, maintenance and marketing services throughout the downtown district, and in several cities, including Tempe AZ, it manages the municipal parking district as well.
- ▲ **Integrated Private Nonprofit Umbrella Organization** – Several cities have downtown “partnerships” that involve an “umbrella” governing group overseeing other entities, like a BID, an event corporation, a downtown development authority, a transportation management association, and a land-banking entity. These mini-conglomerates sometimes manage parking as well. Kalamazoo MI pioneered this approach beginning in 1989.

- ▲ Integrated City Department – Placing all parking functions within one city department is another option. Functions such as enforcement, facilities management, outreach, branding, and parking planning are placed under one director, who may or may not have a cabinet level status within city government. Fort Collins CO has been moving in this direction.

One of the points panelists observed when discussing these various models is that virtually all of the cities listed above as models are also, like Provo, university towns, and share some of the issues that a large university near or adjacent to downtown frequently has.

Panelists also felt it important to emphasize that incorporating the parking and access management planning function into the overall parking entity is essential. If planning for access and parking occurs elsewhere, conflicts inevitably arise and opportunities are missed or diminished.

Panelists also noted that City staff are held in high regard by the community – something that is not always true in other cities. This speaks to a high level of professionalism, openness and transparency, and a willingness to engage stakeholders and others in meaningful dialogue. It also creates a sense of trust, which will be essential if major changes are to occur expeditiously.

Whichever model of parking and access management is chosen, the addition of a strong, effective program leader with extensive experience and expertise is essential.

The panel urged the City of Provo to recognize the importance of timing. One panelist described the current time as a “sweet spot” – a time when there is support for change, when the future looks promising, but the City is not facing an immediate crisis. This is a time to solve parking and access problems thoughtfully, while maintaining a sense of urgency.

Addressing Core Downtown Parking Issues

The panel considered four areas as key to a successful parking and access management strategy: (1) The core downtown; (2) neighborhoods adjacent to downtown and adjacent to the BYU campus; (3) the BYU campus itself; and (4) the metro area and the various users of downtown. Each of these has an important impact on parking and access strategies, programs and timing. For example, the reopening of the Temple will affect parking in the core. New parking policies for renters and homeowners will affect close in neighborhoods; changes in BYU policies will also impact adjacent neighborhoods where students tend to live; and the degree to which parking policies are customer-friendly will affect how metro residents use downtown.

The opportunities to improve the customer parking experience for visitors, shoppers, diners, event patrons and others are numerous. Some of these are “low-hanging fruit.”

One relatively easy and low-cost way of improving the customer experience is through communication and education. As noted earlier in this report, placing parking on the homepage in a visible way would be an important first step. Other programs to educate the public concerning parking locations, rates and availability should also be developed. All

communication programs should be developed in the context of making it easy and painless to understand how parking works.

Making downtown more accessible and visitor friendly should also be a priority as a parking and asset management program is developed. Clear, attractive signage and easy-to-understand wayfinding systems are methods many if not most cities are now using to make downtown more welcoming.

Another opportunity that can improve access to downtown shops and restaurants is through better management of on-street parking. This is a limited and valuable resource. A single parking space in a retail and dining district is worth thousands of dollars in sales to the business immediately adjacent to it, and potentially hundreds of thousands of dollars in annual sales to the block on which it is located. Turnover is critical. If a downtown employee or employer occupies an on-street parking space, those potential sales are lost.

A new concept being tried in a few communities is a “parking benefit district.” In this district, a portion of the money collected through metered spaces is dedicated to improvements in the district or neighborhood where the meters are located. Austin TX is an example of a city now employing parking benefit districts.

BYU as a Key Partner with the City of Provo

The panel had the opportunity to tour the BYU campus and to learn about how BYU manages on-campus parking. We believe that continuing coordination with BYU and its facilities management staff will enhance the positive results we see coming from the creation of a comprehensive new access and parking management program by the City.

Clearly, one of the important issues the panel heard about during its process was the impact of parking policies on single-family neighborhoods near the BYU campus. The panel recognizes that single-family neighborhoods are important and need to be preserved and maintained, because of the stability they contribute to both the neighborhood and the city.

The panel welcomed the involvement of BYU staff in the panel process, and in the overall parking strategic plan project. Neighborhoods around BYU are in a state of transition due to significant impacts of off-campus student housing. Panelists concluded that that BYU should support, and the City should implement the Joaquin Neighborhood Plan, and should cooperatively develop and share advanced parking management strategies beginning now, and in the future.

One of the reasons this plan, and managing of parking in neighborhoods generally, is so important is because preserving the quality of life in neighborhoods is vital to the long term health of downtown. Quality of life issues are also a high priority for the Mayor.

Impacts of New Development on Access and Parking

The panel heard from several interviewees that new major projects are in the pipeline and likely to be completed soon. Among the most important are:

- The opening of the new Temple, in late 2015 or early 2016.
- The potential that a new “City Center” project will emerge in the next couple of years.

- The likelihood that a new Convention Center hotel will be built, along with adjacent parking.
- Significant increases in downtown residential development.

These developments are almost certain to increase demand for parking; and in order to accommodate increased demand, planning must begin immediately. Panelists saw the opportunity to leverage shared parking where appropriate. In addition, there was a consensus among panel members that parking in Provo can be and should be used as an effective community and economic development tool.

Multimodal Transportation Linked to Parking

With the advent of the BRT, this is a propitious time to more fully integrate parking and access solutions. In so doing, Provo will be able to see alternatives to building more parking, instead of focusing only on the supply side of the parking and access equation. This suggests strongly that the City and its partners should develop and implement Transportation Demand Management (TDM) strategies.

With any new transit line or system, ridership at the beginning is always a question, and collaboration between UTA and the City is crucial. However, the panel concluded that by carefully and judiciously integrating parking with the BRT, ridership could be enhanced and single occupancy vehicle (SOV) volume could be mitigated, which would support environmental stewardship values, something that is a priority in Provo's culture.

Provo, panelists observed, has been doing a thoughtful job of planning, and the Wasatch 2040 Plan is another example. It is also another opportunity to integrate parking policy development into the plan. Such integration is key to creating successful Transit Oriented Development (TOD) corridors and zones.

Panelists also thought that a careful examination of public streets and right-of-ways could yield an increase in the on-street parking supply. Another opportunity may be to engage the owners and managers of Provo Town Center Mall in discussions concerning possible "park and ride" programs utilizing the Mall's parking lots.

Paid parking is often a controversial issue, but most cities have realized how essential a tool this, not only to manage and maintain on-street and off-street parking, but also to support larger community development and sustainable transportation goals.

Parking Impacts of Conventions, Tourism and Events

Panelists suggested four important actions that the City might take with regard to improving parking for downtown conventioneers, tourists and event-goers. One, there needs to be better communication and coordination whenever major events are planned. Problems quickly multiply when visitors, especially those that are unfamiliar with downtown parking, try to find spaces that are normally taken by downtown employees. Two, development of a specific set of strategies for major events would benefit everyone, including downtown employees and shoppers as well as event attendees. Three, coordination between event

organizers and parking managers for local events would also help. And finally, improving off-street parking could support expanded programming at venues like the Convention Center.

Enforcement

Panelists believe that focusing on managing on-street parking as a limited and valuable resource is fundamental to an effective downtown parking program. Because on-street space turnover is vital to the economic health of downtown businesses, parking enforcement must be an essential element of on-street parking management; and it must be consistent and fair. The philosophy underlying enforcement is not based on revenue generation or punishment – rather, it is designed to make sure that patrons of downtown businesses have priority when it comes to on-street parking availability.

Changes that would benefit downtown Provo would include consistent enforcement, which reduce confusion and abuse; adoption of License Plate Recognition (LPR) technology and equipment, which would make enforcement more efficient; and a more customer-friendly and rational fine structure that might include a graduated system in which the first citation is a warning with no fine, and multiple citations or late payments become more costly.

Enforcement can and should pay for itself. Lack of enforcement should not be a resource issue. With multi-space and single space meters that accept credit cards and pay-by-cell, a balance between the cost of enforcement and the revenue derived from meter and fine income can be achieved – and the ultimate goal, parking space turnover, is also achieved.

Public Private Partnerships and Applications for Parking

Many cities are using innovative public private partnerships to develop downtown facilities including parking structures and intermodal transit facilities. Provo would benefit from developing a consistent approach that leverages parking as an economic development tool. One example that might be useful can be found in downtown Boise ID, where the Center City Development Corporation had created a Business Score Card, requiring a five-to-one leverage ratio in terms of CCDC investment versus private investment.

Panelists thought that a reevaluation of parking investment strategies together with an adoption of clear goals and principles would lead to better and more long-lasting results. Developing standards for parking management and stewardship of City parking investments would lead private investors to have more confidence in City parking facility decisions. Generally, these steps, if taken now, will facilitate the building of a first class system of public parking assets, which in turn will further the City's development goals.

Parking System Communications, Marketing and Branding

A parking system is a business; and like almost all businesses, it takes in revenue and delivers services. It depends on customers to sustain itself, and it must communicate effectively, and listen to its customers. In order to accomplish that, a parking system must do certain things: it must create and employ a strategic communication plan that facilitates communication with a wide range of community stakeholders; it must develop and maintain a strong, consistent brand identity; it must leverage other partners (like Downtown Provo Inc. for example) to improve the perception of downtown parking; it must employ consistent and effective

signage, using its brand identity, to help guide customers; and it must develop and keep current parking information using up-to-date media, such as websites, social networks, and similar means.

Some specific recommendations include creating a “parking clearinghouse” function, so that anyone who has a question about parking knows where to go to find answers; a mechanism for obtaining regular customer and community feedback; and the publication of an annual or bi-annual report that maintains a high level of transparency, thus building trust among stakeholders.

Preliminary Recommendations

The panel commends the City for taking on the challenge of creating a first class parking system in anticipation of significant growth.

The strategic plan development process is still in its early stages. The panel hopes that all stakeholders will continue to provide ideas, thoughts and feedback as the process continues.

The panel has identified and recommends a number of successful strategies or best practices that it believes will have a major impact on the future of parking in Provo. These include:

- ▲ Constructing a consolidated, vertically integrated parking program, using one or more of the models that have been proven successful in other cities.
- ▲ Implementing enhanced enforcement buttressed by mobile License Plate Recognition technology. This should be a high priority; there is no need to wait.
- ▲ Creating an identifiable brand and a comprehensive communication and branding program for the City parking system.
- ▲ Integrating parking as one component of broader access management program – partnering with other agencies and entities whenever possible, and dismantling “silos” along the way.
- ▲ Implementing the new wayfinding system and exploring the creation of a new mobile parking app.
- ▲ Exploring opportunities to expand on-street parking. One example would be along 100 North.
- ▲ Enhancing the interiors of parking facilities with level theming, graphics, public art, better lighting, and generally upgraded maintenance.
- ▲ Utilize parking management as a tool to improve safety and manage parking issues in neighborhoods.
- ▲ Expanding the working relationship with BYU as they implement their new parking and transportation policies and practices.

- ▲ Recognizing the need to preserve and maintain single-family neighborhoods in close proximity to downtown, and developing parking policies that support the preservation of these neighborhoods.
- ▲ Understanding that parking is the “first and last experience” for most people visiting or working downtown, and examining how the City can make that experience consistently positive.

6.20 Characteristics of Effective Parking Management Programs

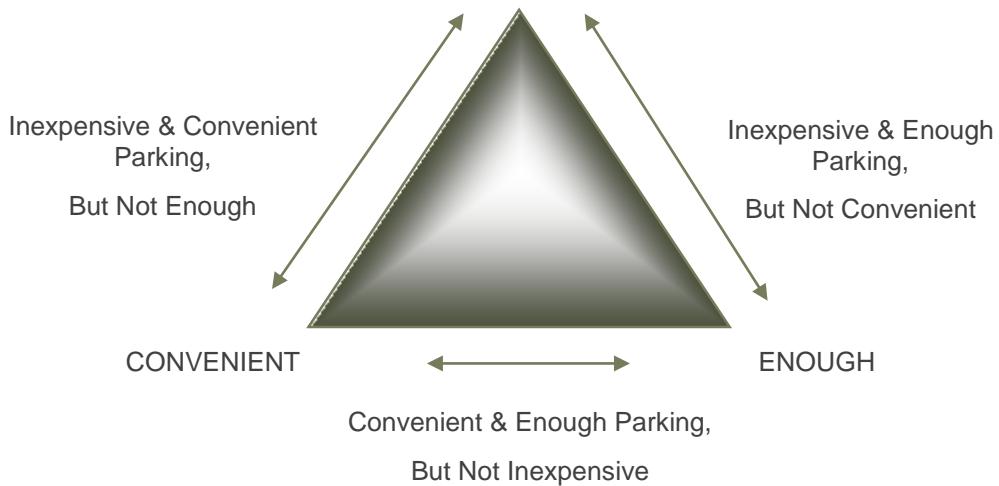
Introduction

There is one element common to every study and every downtown - parking is always a source of frustration and contention. It is amazing how emotional an issue parking can be. This is because it affects people so directly. Think about it – how many other areas involve issues of personal safety/security, finance, convenience, wayfinding, accessibility and customer service? Because parking creates the first and last impression of your community, one question we will address is: How can that “parking experience” best be managed? We’ll get back to that question shortly.

An interesting truism about parking is illustrated in the graphic below.

Choose Any Two

Figure 20 – Parking Triangle



Everyone wants three things when it comes to parking:

1. They want there to be plenty of it
2. They want it to be very convenient and
3. They want it to be inexpensive (and preferably free).

Unfortunately, you can have any two, but not all three. This ushers in the need for a policy decision. If you choose to have inexpensive and convenient parking you will likely not have enough. This option may be acceptable if you want to use the lack of spaces as part of a demand management strategy to encourage the use of transportation alternatives.

If you choose to have inexpensive and enough parking it will not be very convenient. With this choice you may be adopting a strategy that utilizes less expensive remote parking supported with shuttle operations (at least for employees).

If you choose to have convenient and enough parking, it will not be cheap. This often preferred approach typically means you have chosen to develop structured parking. The national average cost to construct a surface lot parking ranges from \$4,000 to \$7,500 per space. Above grade parking structures average between \$15,000 - \$25,000 per space. Below grade parking can range between 1.5 to 2 times the cost of above grade structures. Another consideration that is often over looked is that operating, utility, maintenance and security costs are significantly higher with structured parking.

In urban environments the choice is most often made to have "convenient and enough" parking. This strategic decision and the significant capital investment it requires, creates the need to assure that these investments are well managed and responsive to the communities they serve.

Based on our work evaluating numerous parking systems of various sizes and complexity across the country, Kimley-Horn has identified a set of 20 Characteristics, that when combined into an integrated programmatic approach can provide the basis for a sound and well managed parking system. We've found that the twenty characteristics provide a solid foundation for communities who are working to manage parking in a way that balances convenience, availability and cost.

The 20 Characteristics include:

1. Clear Vision and Mission
2. Parking Philosophy
3. Strong Planning
4. Community Involvement
5. Organization
6. Staff Development
7. Safety, Security and Risk Management
8. Effective Communications
9. Consolidated Parking Programs

10. Strong Financial Planning
11. Creative, Flexible and Accountable Parking Management
12. Operational Efficiency
13. Comprehensive Facilities Maintenance Programs
14. Effective Use of Technology
15. Parking System Marketing and Promotion
16. Positive Customer Service Programs
17. Special Events Parking Programs
18. Effective Enforcement
19. Parking and Transportation Demand Management
20. Awareness of Competitive Environment

A parking system that has all twenty of these characteristics is well on its way to being in a class apart from the majority of parking systems. The ultimate goals are a system that provides professional management, understands the role it plays in contributing to the larger objectives of the downtown or shopping district and is responsive to the community to which it serves.

Characteristic #1 – Clear Vision and Mission

Truly effective parking systems have a clear vision and well-defined mission for the parking system. The development or periodic reassessment of the parking system vision/mission statements should be undertaken as an open and inclusive process involving a wide range of downtown stakeholders.

Typically, it is recommended that the following groups be included in the public input process:

- ▲ City Officials (including elected officials, planning staff, transit agencies, etc.)
- ▲ Downtown Development Agencies
- ▲ Downtown/District Business Associations
- ▲ Downtown/District Property Owners
- ▲ Downtown/District Merchants
- ▲ Downtown/District Employees
- ▲ Downtown/District Customers

The development of a parking system's vision and mission statements should have one overriding goal; to see that the parking system's purpose and direction are tied to and supportive of the larger district's strategic development plan. There are a variety of ways that parking can support the health, vitality and sustainability of a downtown or business district. Having a professionally managed parking program that presents clean, safe, attractive and well-maintained facilities is perhaps the most visible dimension.

Other attributes include providing an adequate supply of parking overall and the appropriate allocation and management of those resources to best support the various businesses that depend on these resources for their success. Successfully meeting these goals promotes downtown business retention and attraction.

The parking system administrator should play a key role in providing educational support to community leaders about the importance of parking and the role(s) parking can play (and cannot play) in meeting community objectives. Staying abreast of the latest technological developments related to parking systems can broaden the options available to improve parking system management effectiveness and efficiency. Common problems for downtowns, such as promoting turnover of short-term on-street spaces without being perceived as "unfriendly or heavy-handed," or providing more convenient customer payment options are good examples. The use of new technology to support the mission and vision can have a profound impact on the perception of the parking system and how it is contributes to achieving the goals of the downtown it serves.

In effective systems, parking's financial responsibilities are well defined and understood. This is a critical component of the vision/mission, as it directly impacts the perception of whether the parking system is meeting its financial obligations and expectations. Part of this important discussion relates to whether the parking system is expected to be subsidized by the City's General Fund, or other revenue sources such as Tax Increment Financing, contributions from Business Improvement Districts, Special Assessment Districts, etc. or whether parking is expected to cover its own operating and maintenance costs, but not debt service. Or, is parking expected to cover all costs and generate additional revenue. Which of these options is feasible for your community depends on a number of variables.

Characteristic #2 – Parking Philosophy

A succinct statement or statements reflecting your philosophical approach to parking can provide valuable tools for communicating to your patrons, stakeholders and staff. Some examples of "parking philosophy" are noted below along with a brief commentary.

1. Parking Isn't About Cars . . . It's About People

This statement reflects an understanding that parking is not simply the act of temporarily storing cars, but it is in fact more about addressing "people" needs at the transition from the vehicular to the pedestrian experience. Under this philosophy, issues such as facility cleanliness, safety, lighting, wayfinding and customer service move to the forefront. Functional design elements that directly impact user comfort such as stall widths, turn radii, walking distances, etc. also take on special importance.

2. People Don't Come Downtown To Park

This concept reinforces the reality that parking, while an important support function and critical infrastructure element, is not the reason people visit your downtown. For the downtown to be successful there must be good restaurants, interesting retail and other special attractions. Even the best run parking system with well-designed facilities will not "attract" people to come downtown, however, poorly run operations or dysfunctional facilities can definitely be excuses for people NOT to come downtown. The fundamental

principle behind this philosophy is three-fold: 1) The role of parking is to support other downtown activities; 2) Eliminate parking as a “reason not to come downtown”; and 3) Recognize what parking is not, i.e., an attraction.

3. Parking Should Be A Positive Experience

For years a parking consulting firm had a slogan: “Parking should be a non-event.” This notion has undergone a qualitative evolution to make parking not just a “non-event,” but actually a “positive experience.” In their book “The Experience Economy,” Joseph Pine and James Gilmore address the concepts that customers are actually purchasing, especially in America, are “positive experiences.” One expression of this transition can be seen in the healthcare arena. Have you noticed that the lobbies of newer health care facilities have taken on the feel of grand hotel lobbies? Similarly, the more extensive customer service training provided for hospital reception desk staff can also be required for parking attendant and valet parking staff.

4. Parking Is The First And Last Experience

Building on the concept above is an appreciation of the fact that most of our customers’ first and last impressions of any venue really begins and ends with their parking experience. You might enjoy the best meal followed by a fabulous evening of entertainment,, but if you have to circle and circle to find a parking space or are accosted walking from your car to your destination, this will taint your whole experience. Follow this up by an encounter with a surly, gum-chewing attendant upon exiting the parking facility and guess what you will be talking about the next day (It probably won’t be the delicious meal you had at Gino’s.)

5. Parking Should Be Friendly, Not Free.

There is no such thing as “free parking.” One of the ongoing challenges that downtown’s face when it comes to parking is cost. Because of land values, densities and walking distance issues, parking structures are here to stay in the downtown environment and with them comes the need to charge for parking in one form or fashion. The perception that parking at the mall is “free” doesn’t help (even though it is not true). Even if you promote “free parking” as a marketing concept, someone is paying for that parking. Either through increased taxes or an increased cost of goods or services, the cost of providing parking is still there. This philosophy recognizes this reality and focuses instead on providing a friendly, well managed parking experience.

6. Parking Is a Component of the Larger Transportation System.

It is surprising how often parking gets divorced in people’s minds from being a component of the larger transportation system. Structured parking, because of its cost, is often the reason that development projects “don’t pencil” to use developer lingo. By considering parking in the larger context of a broad range of transit and transportation alternatives, demand management strategies (including shared parking policies) can be developed that help reduce the amount of parking required, especially in urban areas where good bus transit, light rail, taxi service and increasingly in-town residential developments can be

found. Developing programs that integrate complementary parking and transportation strategies is a hallmark of this philosophy.

Characteristic #3 – Strong Planning

One consistent characteristic of well-managed and forward thinking parking programs is strong planning. The first step in developing a well-managed parking planning function is to have a solid understanding of existing parking resources. Documenting the basics is fundamental. Below are some basic planning tenets that should be considered:

- ▲ Parking inventory is complete and up-to-date (includes both public and private parking).
- ▲ Parking inventories are sub-divided by type and use of space.
- ▲ Parking utilization, by type of spaces is known and trends tracked.
- ▲ Changes in supply are documented.
- ▲ Changes in utilization are tracked and understood.
- ▲ Periodic Parking Supply-Demand Studies are completed.
- ▲ Quality parking maps are available and up-to-date.

One of the key planning tools that parking departments often overlook or don't understand is land-use data. Successful parking systems develop relationships with city or regional planning agencies so that valuable land-use data, information on proposed developments, downtown planning maps, etc. can be obtained and used in crafting parking planning strategies. When reviewing a strategic parking plan, Kimley-Horn looks for the following items:

- ▲ Is land use data readily available and up-to-date?
- ▲ Is historical parking development well documented?
- ▲ Is planning for the next parking development "on-the-drawing board"?
- ▲ Is parking represented and participating in other types of community studies i.e..., downtown strategic plans, marketing studies, retail studies, economic development studies, transportation studies, traffic studies, etc.?
- ▲ Have strategically located potential parking development sites been identified?
- ▲ Are future parking development sites being "land banked"?
- ▲ Are potential sites assembled to achieve an adequate footprint size to develop efficient parking structures (300-325 sq. ft. per stall)?
- ▲ Have parking lot and structure design guidelines been developed?

Characteristic #4 – Community Involvement

One common problem Kimley-Horn often finds with struggling parking programs is that they are operated only to satisfy a narrowly defined set of internal objectives (typically focused on revenue generation). Successful parking programs understand that their larger purpose is to support the downtown and the businesses that create and sustain downtown vitality. Parking systems should develop close and cooperative working relationships with other community groups such as economic development agencies and downtown business associations.

This does not mean that the parking system exists simply as a tool to be manipulated by these organizations. The parking operation has its own goals and objectives. For example, if the parking system is operating under a mandate to be self-supporting, it may not be able to subsidize a downtown validation program, even though the local downtown business associations might desire this. However, acting as partners, a mutually beneficial solution can be devised to meet the overall objectives of both organizations whereby costs are shared or alternative funding sources are obtained.

Another significant area of potential partnership is downtown and parking system marketing. In the many successful downtowns, parking co-sponsors or shares in downtown marketing and promotional initiatives. The Downtown Business Association, the Chamber of Commerce and other groups promoting the downtown should include parking information in their publications and parking publications should promote the current programs of the other agencies. This cooperative relationship creates an impression of a well-managed downtown and positively advances the image of the downtown.

Successful parking operations actively solicit public input from a variety of sources including: promotion of public forums, use of parking task force groups, development of a group of “parking advisors” – people who have demonstrated an interest in parking issues (sometimes characterized as “complainants”) and who are recruited to provide input on an occasional basis. The key to success is to listen to the concerns of your customers, act promptly to resolve the issues (or engage and educate them on the “real issues”) and then follow-up to make sure their issue has been satisfactorily resolved. By doing this, you short-circuit that stream of negativity, which too often circulates among downtown customer groups, and you can begin to build a network of parking system supporters.

Characteristic #5 – Organization

Whether a City department, a quasi-independent parking authority, an arm of an urban renewal agency or the responsibility of a Downtown Business Association, an important question is whether the parking organization is structured and staffed to best achieve its stated goals?

Some basic questions to ask related to the issue of organizational structure include:

- ▲ Are all parking operations to be managed through a centralized operation or can other departments or agencies get involved in limited parking operations?
- ▲ Is parking to be managed in-house?
- ▲ Should certain functions be out-sourced?

- ▲ Are there advantages to a hybrid approach?
- ▲ Does the current organization / staffing plan provide the right mix of skills, talents, and abilities?
- ▲ Is staffing as efficient as possible? Are there tools in place to evaluate staffing adequacy? Efficiency? Program effectiveness?

When evaluating which organizational option is most appropriate for your particular downtown, consider the following criteria to evaluate the relative advantages and disadvantages of each model.

- ▲ Best supports economic development
- ▲ Is most efficient
- ▲ Is the most customer-friendly
- ▲ Is most politically feasible
- ▲ Is most focused on the vision
- ▲ Is easiest to achieve
- ▲ Is most responsive to business and stakeholders
- ▲ Is most financially viable
- ▲ Provides the most effective coordination

Another component of the evaluation process is to identify the program elements for which the parking system will be responsible. The table below provides a list of potential program elements.

Possible Scope of Operations

- | | |
|--|--|
| <ul style="list-style-type: none"> - Overall Leadership and Management - Program Definition and Development - Parking System Revenue Control & Accounting - Parking Facilities Management - Contract Management - Program Branding and Marketing - Parking Planning and Coordination - Parking Facility Development & Construction - Community Outreach and Education - Equipment and Technology Specifications - Equipment and Technology Maintenance - Parking Enforcement and Adjudication - On-Street Parking Management - Meter Collections and Maintenance - Employee Parking | <ul style="list-style-type: none"> - ADA Compliance - Parking Facility Maintenance Programs - Consolidated Financial Reporting - Special Events Parking Management - Parking Resource Allocation - Rate Setting - Residential Parking Permit Programs - Special Program Development - Central Information Clearinghouse - Wayfinding and Signage - Customer Service Programs - Validation Programs - Valet Parking Programs - Transportation Demand Management - Facility Safety, Security & Risk Mgmt. |
|--|--|

Characteristic # 6 – Staff Development

Another interesting thing about parking is that, unlike property management, public administration, etc., there are no formal educational programs for parking management. You cannot go out and hire someone from the latest crop of college parking graduates. However, this is beginning to change. The International Parking Institute (IPI) has a highly regarded and reputable educational/certification program called the Certified Public Parking Administrator (CAPP) program that is administered by the University of Virginia. The National Parking Association offers the Certified Parking Professional (CPP) certification program. For the most part, parking professionals still are learning as they go and bringing with them numerous skills and perspectives imported from a variety of previous work experiences.

One characteristic of the most successful parking programs is recognition of the unique knowledge, complexity, and broad skill sets required to be successful in parking. These programs invest in the parking specific training and educational opportunities to develop their staff into parking professionals. The following is a list of options to consider to actively promote parking staff development within your parking operation:

- ▲ Support participation in the International Parking Institute and National Parking Association's certification programs.
- ▲ Support participation in local, state, regional and national parking associations to create networking and peer-to-peer communications. These associations also provide the best access to parking specific training opportunities for various staff levels from front-line to administrative.
- ▲ A recommended best practice is to have an "Operational Peer Review" performed on your operation. An "Operational Peer Review" involves having a representative from a similar municipal program visit and critique your downtown parking program with a "fresh set of eyes." Typically this service is reciprocated. This is generally a low cost initiative that can be set up directly or through the national, regional or local parking association and is an effective way to gain and share parking knowledge.
- ▲ Build a parking resource library – The following is a basic bibliography of good parking texts that can increase your staff's knowledge of the parking industry:
 - i. [Parking 101, A Parking Primer](#) – International Parking Institute Fredericksburg, VA, 2002
 - ii. [Parking](#) - Robert A. Weant and Herbert S. Levinson, Copyright - Eno Foundation for Transportation, Washington, DC, 1990
 - iii. [Parking Structures, Planning Design, Construction, Maintenance and Repair](#) – Anthony Chrest, Mary S. Smith, Sam Bhuyan, Kluwer Academic Publishers, Third Edition, Boston, MA, 2001
 - iv. [The Dimensions of Parking](#) - Various Authors, Copyright – The Urban Land Institute and National Parking Association, Fourth Edition, Washington, DC, 2000
 - v. [Parking Generation](#) – Institute of Transportation Engineers, ITE Publ. No. IR-034A,

2nd Edition, Washington, DC, 1987

- vi. Shared Parking – Study coordinated by the ULI in association with Barton-Aschman Assoc., Inc., Copyright – The Urban Land Institute, Washington, DC, 1983 (Currently being updated)
- vii. Lighting for Parking Facilities – Illuminating Engineering Society of North America (IESNA) Publ. No. RP-20-98, 2nd Edition, New York, NY, 1998

Note: A more comprehensive “Recommended Reading List for Parking Professionals” is provided in Appendix H.

Characteristic #7 – Safety, Security and Risk Management

The importance of providing a safe environment in your parking facilities cannot be overestimated. The actual and perceived security within your facilities impacts the success, not only of the parking operation, but also the businesses supported by those facilities.

Planning for security in your parking facilities should begin during the design of new facilities. If you are inheriting existing facilities, a security audit of all facilities is highly recommended.

The concept of “Crime Prevention Through Environmental Design” (CPTED) provides useful tenets for architects, facility planners, designers, law enforcement/security and parking professionals. Utilizing CPTED concepts helps create a climate of safety in a parking facility, on a campus or throughout a downtown, by designing a physical environment that positively influences human behavior. These concepts can also be used to retrofit environments to address specific security issues as they develop or to address emerging concerns as conditions change.

CPTED builds on four key strategies: territoriality, natural surveillance, activity support, and access control.

- ▲ Territoriality: People protect territory that they feel is their own and have a certain respect for the territory of others. Fences, pavement treatments, art, signs, good maintenance, and landscaping are some physical ways to express ownership. Identifying intruders is much easier in a well-defined space.
- ▲ Natural Surveillance: Criminals don't want to be seen. Placing physical features, activities, and people in ways that maximize the ability to see what's going on discourages crime. Barriers, such as low ceilings, solid walls, or shadows, make it difficult to observe activity. Landscaping and lighting can be planned to promote natural surveillance from inside a building and from the outside by neighbors or people passing by. Maximizing the natural surveillance capability of such "gatekeepers" as parking lot attendants, maintenance personnel, etc. is also important.
- ▲ Activity support: Encouraging legitimate activity in public spaces helps discourage crime.
- ▲ Access control: Properly located entrances, exits, fencing, landscaping, and lighting can direct both foot and automobile traffic in ways that discourage crime.

These principles can be blended in the planning or remodeling of parking facilities and other public areas. In parking environments, the following specific strategies are recommended:

Incorporate the following features into the design of new parking facilities:

- ▲ Higher floor-to-floor heights to improve openness.
- ▲ Glass backed elevators and glass enclosed or open elevator lobbies.
- ▲ Glass enclosed stairwells, perhaps open to the interior.
- ▲ "Blue Light" security phones.
- ▲ Security screening on the ground level.
- ▲ Limit access at the parking facility perimeter to locations where patrons pass by the office or cashier booths.
- ▲ Eliminate potential hiding places (for example under stairs, within storage areas, etc.)
- ▲ Maintain low level landscaping.

Ensure that all of your facilities are well-lighted and meet or exceed the recommended minimums for parking facility lighting as established by the Illuminating Engineering Society of North America (IESNA). Develop facility lighting standards. Provide consistent lighting levels in all facilities.

- ▲ Integrate security offices, parking offices, retail shops, etc. into parking facilities to provide increased activity levels.
- ▲ Consider CCTV, alarms, motion detectors and security patrols.
- ▲ Integrate parking attendants, cleaning and maintenance staff, shuttle drivers, etc. into your parking security program.
- ▲ Incorporate safety and risk management issues into a weekly facility walk-through checklist.

Characteristic #8 – Effective Communications

"Best in Class" parking operations actively engage other community groups to help define how the parking system can best support the objectives of the businesses and the community at large that depend on a "parking system that works." As an outside consultant coming into a downtown to evaluate some aspect of a downtown parking program, it is not uncommon to find the parking system at odds with the downtown association. Although there may be as many reasons for this "disconnect" as there are personalities involved, there appears to be at least two primary underlying reasons:

Downtown associations are driven by efforts to revitalize downtown areas and see parking costs as one element that places them at a competitive disadvantage (compared to the perception of "free parking" at the malls/suburbs). At the same time parking system managers are being pushed, usually by municipal governments, to generate revenues. The bottom line is they lack a shared vision and therefore are pulling in opposite directions.

The second major issue typically has to do with service level expectations. Downtown associations tend to have higher expectations in the areas of customer service, facility cleanliness, security, etc. It is not that the parking system administrators do not value these same qualities, but there is a cost associated with providing these programs and limited budgets to support them. The irony is that revenues are often reduced by not providing these higher levels of service.

The first step towards resolving this problem is improved communications and the definition of a shared vision/mission. A clear understanding of the issues and potential solutions is the kick-off point for developing the needed mutually beneficial approach. Developing a set of "Guiding Principles" for the parking system is good starting point for crafting a successful collaborative relationship.

Successful programs also have well-defined relationships between various departments, especially other support departments such as: Maintenance, Enforcement, Security/Police, Communications, Facilities Management, Planning, etc.

Finally, successful parking programs are in touch with their customers and actively solicit input through meetings with major downtown employers, customer surveys, websites, parking "hot-lines" and public forums.

Characteristic #9 – Consolidated Parking Programs

Taking a systems approach to parking is an important dimension to creating a comprehensive and effective parking program. Having control of all or most aspects of parking can contribute to a more effective operation, because of the interactive nature of parking as a system.

For example – having control of off-street, but not on-street parking can lead to problems if the rates for the various types of parking are not kept in the proper balance or relationship. Or, not having control over parking enforcement practices can hamper efforts to promote or improve turnover to support downtown retail or to support special downtown events.

Ideally, the parking system should control off-street, on-street and parking enforcement operations. All parking related revenues should first go to fund parking programs, including preventative maintenance, maintenance reserves, parking system/downtown marketing, planning and new parking resource development. If additional revenues, in excess of operational needs are available, they should be banked as reserve funds for future parking development projects or returned to the general fund for discretionary spending.

Characteristic #10 – Strong Financial Planning

A parking system's financial expectations should be well-defined and understood. For example, is the parking system expected to be?

- ▲ A self-supporting entity?
- ▲ A profit/revenue center?
- ▲ A support service sustained by other primary revenue sources?

With the exception of airports, some university systems and some very large municipalities, parking programs are rarely capable of being totally self-supporting. Many factors including market rates for parking, parking mix (percentage of transient vs. monthly parkers), availability of on-street parking revenues, availability of parking enforcement revenues, politics, economic development policies, etc. have an impact on whether parking can be self-supporting. For systems that cannot achieve true financial self-sufficiency, a common goal is for the parking system to cover all operational costs, but not debt service costs. Debt service costs are typically subsidized by the general fund, tax increment financing revenues, in-lieu parking fees, or other sources.

An important principal in developing a successful parking program is that parking system revenues should be tied to the larger vision and mission of the downtown it is intended to serve. Development of a downtown strategic plan which incorporates not only market and land-use strategies, but also critical support infrastructure such as parking, transit, pedestrian access, freight mobility, loading and unloading, etc. is an excellent means for defining the relationships of all these components and establishing clear goals and direction. Once the vision and mission have been set, investigation of other possible sources of parking revenues may be desired. Alternative parking revenue sources might include:

- ▲ On-street pay parking (if that does not already exist)
- ▲ Parking Enforcement
- ▲ Tax Increment Financing Districts
- ▲ In-lieu Parking fees
- ▲ Special Parking Assessment Districts

Other important financial planning elements that are recommended for all parking systems include:

- ▲ Having a consolidated parking financial statement that tracks all sources of parking revenues and expenses.
- ▲ Parking's revenues and expenses are well managed and its books are regularly audited.
- ▲ Annual operating statements are published in an annual report and available for public review. (For an excellent example of this, check out the annual parking report posted online by the Calgary Parking Authority. A simple Internet search for Calgary Parking Authority should get you to the annual report link.)
- ▲ If a private parking operator is contracted to manage day-to-day operations, an annual parking operations and financial audit is recommended.

Characteristic #11 – Creative, Flexible and Accountable Parking Management

This section encompasses so many potential topics it could easily be a whole book in itself. Therefore, we will only attempt to touch on some key issues and principles.

One key principle is that different land uses, environments and user-groups require different parking management approaches. A one-size-fits-all approach does not work. A variety of parking management strategies should be employed to address different needs, such as:

- ▲ Visitor Parking
- ▲ Employee Parking
- ▲ On-Street Parking
- ▲ Reserved Parking
- ▲ Residential Parking
- ▲ Special Use Permits
- ▲ Event Parking
- ▲ Accessible Parking (ADA)
- ▲ Shared Parking
- ▲ Parking Allocation Plans
- ▲ Loading/Unloading Zone Parking

Another key management principal is the need for strong and accountable parking revenue control systems. This begins with the purchase and installation of a parking access and revenue control system specified to meet your system's needs.

It is important to understand all the components of the parking access and revenue control system and utilize them to their full potential. Many parking systems purchase expensive systems and use less than 10% of the system's capabilities. Using standard parking access and revenue control system reports and creating customized reports can provide enhanced management information, improved understanding of operational dynamics and ultimately increased system utilization and efficiency.

Another characteristic of effective parking programs is that they have mapped out audit trails and developed processes to provide acceptable levels of control and accountability. Because of the large revenues generated, revenue control and accountability are key parking management issues.

Developing policies and procedures for anticipating and managing losses of parking supply (both temporary and long term) is another basic parking management responsibility. Some key elements in this area include:

- ▲ Planning for and communicating losses of parking supply
- ▲ Ensuring adequate capacity to handle short-term parking supply losses

- ▲ Having effective plans to manage routine maintenance projects, including customer communications and contingency plans
- ▲ Having a full understanding of the financial impacts of these projects on revenue streams
- ▲ Having defined parking replacement cost policies is another recommended best practice.

Development of an "Annual Parking Report" can have a number of positive impacts for a parking system. It identifies key departmental issues and challenges, promotes departmental achievements, documents the "state of parking" to the stakeholders, creates a record of "system history," and builds credibility and confidence in the department.

Other parking management elements include:

- ▲ Well defined parking policies and procedures
- ▲ Development and maintenance of parking facility operations manuals
- ▲ Well defined and implemented facility maintenance programs
- ▲ Parking system marketing programs
- ▲ Effective parking and wayfinding signage programs.

Characteristic #12 – Operational Efficiency

Another area that is important to investigate when assessing a parking program is the overall efficiency of the parking operation. Parking system efficiency has several dimensions, depending on how the system is managed. The first area to be scrutinized is the management responsibilities of the system, i.e., what programs is the department or organization responsible for implementing. Once this has been defined, organizational structure and staffing plans are analyzed.

Development of some form of benchmarking or comparative analysis to measure costs and performance to similar operations is highly recommended. Understanding that benchmarking can be a tricky business – making sure you are comparing apples to apples, there are some basic benchmarks that make sense for downtown parking operations. For illustrative purposes, a few basic benchmarks include:

- Parking revenue per space
- Total operating cost per space
- Administrative cost per space
- Maintenance cost per space
- Citations issued per enforcement staff (FTE)
- Parking citation collection ratio

Other operational areas can also yield significant savings in terms of reducing costs. Take, for example, facility lighting. Utility costs are integral budget elements in managing a parking structure, but by placing the exterior bay and roof top lights on separate circuits with photo-

cells, 25 – 35% of the facility's lights can be turned off during the day, saving significant amounts of electricity.

Another area worthy of investigation is staffing costs in the late evening hours when the income generated is less than the staffing costs incurred. In these situations, the use of automated payment devices can be an effective alternative.

A longer and more detailed list of recommended parking management benchmarks is included in the Appendices.

Characteristic #13 – Comprehensive Facilities Maintenance Programs

Few things make a greater impression on first time visitors than the cleanliness and maintenance of your parking facilities. Beyond first impressions, however, few areas provide a greater potential return on investment than a comprehensive parking system maintenance program.

A few best practices related to parking facility appearance and maintenance are noted below.

- ▲ Paint interior surfaces white to enhance the perception of cleanliness and safety and improve lighting levels.
- ▲ Develop a comprehensive preventative maintenance program for all essential systems.
- ▲ Parking Access and Revenue Control System
- ▲ Elevators
- ▲ Lighting and Energy Management SystemsOrganize and track parking facility warranties in a binder. Schedule warranty inspections six months prior to warranty expiration. Document inspections with digital photos (ideally with time/date stamps) and written reports. Regularly schedule facility condition appraisals by an experienced parking consultant and develop a prioritized program of facility maintenance repairs. Set aside adequate maintenance reserve funds based on a prioritized facility maintenance action plan.

There are four general categories of parking facility maintenance:

- ▲ **Housekeeping** – This work is typically conducted by in-house staff and consists of basic cleaning, sweeping, slab wash downs, etc. "Housekeeping" includes items such as:
 - Sweeping of the stairs, elevator lobbies and floors on a regular basis.
 - Trash collection on a periodic basis.
 - Slab wash downs on a semi-annual basis.
 - Floor drain cleanout (including sediment basket cleanout).
 - Cleaning of stair enclosures (stair, elevator, and storefront glass).
 - Cleaning of doors, doorframes and glass on a periodic basis.
 - Cleaning of signage, light fixture lenses, elevator floors, doors, walls, parking equipment, etc. on a periodic basis.

- Cleaning of restrooms, cashiers booths, offices, etc. on a regular basis.
- Daily walkthrough of the facilities by operator to confirm that housekeeping is being performed.

▲ System Maintenance – This includes tasks necessary to ensure proper operations of systems and components. “System Maintenance” includes items such as:

▲ Landscaping

- Maintenance – leaves, lawn, trees.
- Plantings (annual)
- Fencing – posts, chains, etc.
- Planters
- Irrigation Systems

▲ Painting – Spot or seasonal painting.

▲ Parking Equipment Maintenance

- Ticket Issuing machines, card readers, computers, booths, gates, etc.
- Annual maintenance contract with equipment supplier.
- It is anticipated that parking equipment will be replaced every 7 to 10 years.

▲ Fire Protection

- Maintenance Contract is anticipated
- Drain periodically
- Testing (twice per year)

▲ Lighting – It is anticipated that the lamps should be replaced every 2 to 3 years.

- Fixture repair and isolated replacement included in operations
- Fixture replacement every 20 years (included in Capital Expenditures)
- Lens Replacement every 6 years (with lamps, included in operations)
- Lamp replacement on an as need basis – Operator should schedule lamp replacement by level to maximize light effectiveness, and to maintain economy (Note: Lamp intensity depreciates significantly, well before burnout)

▲ Elevators – Elevator service contract and maintenance / repairs are generally provided by an outside maintenance firm.

- Periodic cleaning of equipment will be reviewed.
- Important to provide maintenance to reduce breakdowns.
- Electrical / Mechanical / Plumbing Maintenance
 - Offices / Restrooms / Cashiers Booths
 - HVAC
 - Exhaust Fans
 - Plumbing fixtures
 - Hot water heaters

- Lighting

▲ **Electrical Equipment** – General and emergency cleaning / maintenance

▲ **HVAC Equipment** – General and emergency cleaning / maintenance

- Mechanical ventilation
- Elevator tower ventilation system
- Office and restroom repairs

▲ **Emergency Power / Lighting Testing and Maintenance Contract**

- Generator: Maintenance contract.
- UPS System: Maintenance Contract

▲ **Plumbing** – General cleanout

▲ **Domestic Water Maintenance**

- Drain wash down lines annually
- Sump pump inspection

▲ **Doors and Hardware** – Periodic inspection and lubrication (Malfunction, sticking, etc.).

▲ **Signage**

- Illuminated Signs – Replace lamps
- Replace damaged signage periodically as required.

▲ **Snow Removal / De-icing**

▲ **Annual General Maintenance and Repairs** – Annual general maintenance would usually be performed by outside contractors, although in some cases the operator's staff may perform the work. This work is not typically included in a capital cost budget, and may be combined with the System Maintenance category. "General Maintenance" would include items such as:

▲ **Concrete Repairs** - Isolated concrete slab, beam, joist, tee, topping, etc. repairs. In some cases, periodic concrete repairs (every 5 years) are included; however, isolated repairs between this interval should be anticipated.

▲ **Masonry Repair** – Isolated masonry repair should be anticipated (spot tuck pointing, damaged masonry unit replacement, resetting cap stone, etc.).

▲ **Sealants/Expansion Joint** – Repair/replacement of isolated sealant (floor and façade) or expansion joint failure (not included under 5 year warranty). Leaking at slab cracks may also require sealant installation. Leaking joints should be repaired as soon as possible after discovery, and evidence of leaking should be removed.

▲ **Deck Coating** - Isolated deck coating repairs (not included under the 5 year warranty). Wear of the topcoat should be repaired prior to damage to the underlying base membrane.

- ▲ **Painting** – Painting touchup (spot / seasonal painting) should generally be performed as damage is observed. It is anticipated that repainting of exposed steel and concrete surfaces would be performed every 10 to 15 years, and parking stripes reapplied every 2 to 3 years.
- ▲ **Graffiti Removal** – Graffiti removal should be completed as soon as possible after the application.
- ▲ **General Electrical Repairs and Maintenance** - Isolated corrosion damage, switchgear maintenance, panel maintenance.
- ▲ **Light Fixture Repair / Replacement** – Individual light fixture repair or replacement will require immediate attention.
- ▲ **Plumbing** – Isolated replacement of drain lines and floor drain grates; isolated cleanout of drains / lines; Periodic sump pump repairs.
- ▲ **Periodic Repairs, Protection, and Improvements** (Capital Expenditures): This work is generally performed by outside contractors under the direction of parking consultants experienced in restoration and will consist of replacing/repairing damage to waterproofing or structural elements.

Annual Maintenance Costs by Category

- ▲ Housekeeping, Operations, and Operator Maintenance will vary based on specific operations requirements, but will approximate \$350 to \$450 per space per year.
- ▲ Annual General Maintenance and Repairs costs will approximate \$.10 to \$.15/sf per year (\$35 to \$50 per space per year), depending on condition and type of structural system.
- ▲ Periodic Repairs, Protection, and Improvements (Capital Expenditures) - The maintenance reserve fund can likely be lower during the first 10 years of life, and increased to accommodate improvement planning budgets. For a new structure, this item may range from \$75 to \$100 per space per year for the first 10 years.

Characteristic #14 – Effective Use of Technology

Best in Class parking operations almost always have a comprehensive and integrated parking access and revenue control system that offers the following benefits:

- ▲ Consistent operations and features for customers
- ▲ Simplified/consistent training for staff and auditors
- ▲ Similar equipment and models provides for simplified maintenance and less costly parts stocking
- ▲ Consolidated system-wide reporting and management information

Staying informed of new technologies can help provide the parking department with the best tools available to achieve its goals. New technologies can help you, and your staff, work

smarter, not harder. Customer service levels can be enhanced through the use of Automatic Vehicle Identification (AVI) systems, web-based permit renewal programs, pay-on-foot payment stations, etc.

Other benefits of incorporating new technologies are improved overall efficiency and effectiveness, reductions in operating expenses, improved management controls and the ability to implement seamless, customer friendly payment system options such as Internet payment options.

Characteristic #15 – Parking System Marketing and Promotion

This is one of the most over looked aspects of parking system management. An effective parking system marketing and promotions program is one way to quickly set your parking operation apart from the ordinary. The following is a list of action items that can help launch a new or enhance an existing program.

- ▲ Develop a consistent Parking System Brand
 - The brand should promote the image you want people to have of the system
 - It should reinforce the positive aspects of the system – “Easy Parking,” “Visit Downtown and Parking Is On Us,” etc.
- ▲ Use consistent signage to “tie the system together”
- ▲ Have a parking tie-in to all downtown promotional materials.
- ▲ Expand and improve parking system website
- ▲ Develop new employee/tenant parking brochures or info packets
- ▲ Develop parking “E-Bulletins”
- ▲ Designate a parking spokesperson
- ▲ Regular personal contact with customers
- ▲ Develop parking deck floor identification (Themed graphics, music, etc. could be considered an extension of a local public arts program)
- ▲ Develop cooperative relationships between public and private parking operations to promote efficient use of resources for large public events.
- ▲ Develop a parking information database
- ▲ Use billing system to distribute system info and promotional materials
- ▲ Utilize “Guerilla Marketing” (creative/low cost concepts) techniques.

Characteristic #16 – Positive Customer Service Programs

Downtown businesses depend on a parking system that works and contributes to a positive experience of the downtown. Because parking is the first and last impression customers visiting the downtown will have, providing a high level of customer service is critical. When weighing the importance of customer service, consider these statistics:

- ▲ An average business never hears from 96% of its unsatisfied customers.
- ▲ On average, for every complaint received there are 26 customers with problems.
- ▲ The average unsatisfied customer tells 9-10 people about their problem.
- ▲ Customers who have had the problems solved tell, on average, 5 people.
- ▲ A strong customer service program can provide the following benefits:
 - ▲ Helps create a more "friendly" atmosphere
 - ▲ Improves the image of the Parking Department and the Downtown
 - ▲ Contributes to increased facility utilization (and therefore revenue)
 - ▲ Contributes to increased acceptance of, and adherence to, parking regulations
- ▲ What are some characteristics of bad customer service?
 - Indifference
 - Unfriendliness
 - Runaround
 - "Joe Rule-Book"
 - Not listening
 - Getting the Brush-off
 - Just going through the motions
 - No follow-up
- ▲ What are characteristics of good customer service?
 - Always be friendly and respectful
 - Allow customers to fully explain their situation, without interruption (let them vent)
 - "Actively listen" to what your customers say
 - Ask questions seeking clarification
 - Maintain eye contact
- ▲ If the customer is making a complaint, always apologize for the situation (and mean it!)
 - Explain what you can do for the customer, not what you can't
 - Always remember that tone of voice and physical movements convey

meaning

- Walk through the service process with the customer, explain the options
- Help the customer understand the options and achieve a level of buy-in
- Make sure they know you are there to help
- Always conclude a service opportunity with a thank you
- If possible, follow-up with the customer to see if the solution worked and if they are satisfied

Other recommended strategies to improve customer service include:

- ▲ Focus on employee training and good hiring practices
 - Hire friendly, attentive, outgoing knowledgeable attendants
- ▲ Increase personal contact between the parking system manager, stake holders and customers
- ▲ Institute performance measurements and utilize for company and employee incentives
- ▲ Create and implement a parking services program (battery jumps, lock-outs, flat-tires, escorts, audio book check-out, etc.)
- ▲ Implement a “Parking Hot Line” – (immediate response, centralized, easy to remember [555-PARK], follow-up)
- ▲ Improve website and links (use as a customer service tool, pay fines, order info, such as downloadable maps, rate schedules, special event info, etc.)
- ▲ Measure program effectiveness (customer surveys, etc.)
- ▲ Implement a secret shopper program to evaluate customer service
- ▲ Implement customer friendly systems such as AVI (automatic vehicle identification or “hands free access”)
- ▲ Develop a “New Employee Parking Brochure/Information Packet” to make it easier for larger organizations to get their employees into the system.

Characteristic #17 – Special Events Parking Programs

Coordinating parking for special events, almost more than any other parking management activity, requires a coordinated and cooperative effort with the larger community. Some of the keys to success in this area include the development of a well-defined special events policy and detailed system for coordination of special events.

Another important dimension is the development of strong relationships with the key stakeholder groups that are active in the downtown. Providing practical incentives for other groups to communicate with and include the Parking Department in their planning processes early on is critical. Examples of the incentives parking can provide includes special services such as: coordination services, parking validations, waiving of parking enforcement, etc. for those who participate in the special event planning process.

Finally, be consistent in providing those that work with the parking system a high level of service. Conversely, provide disincentives for those that ignore the special events parking policy or chose to not include parking in their planning.

Characteristic #18 – Effective Enforcement

Having an effective parking management program requires that the rules and regulations are enforced. The key to an effective parking enforcement program is attitude, consistency and fairness. Best in Class operations have adopted the philosophy of being customer focused not revenue or violator focused.

The following are enforcement program elements that help assure that your program avoids some common pitfalls.

- ▲ Define who is responsible for day-to-day parking enforcement. Have a central number that everyone knows to call for info regarding parking enforcement (eliminate the run around).
- ▲ Assure that parking rules, regulations and consequences are clearly posted.
- ▲ Assure that if towing or booting is a possibility, that the number to call for towed/booted vehicles is clearly posted.
- ▲ Define how enforcement revenues are to be collected and used.
- ▲ Define who sets enforcement policies.
- ▲ Have a clearly stated process for adjudicating parking citations.
- ▲ Define who has the authority for towing, booting or other enforcement practices.
- ▲ Make paying for parking citations as easy as possible.
- ▲ Provide incentives for early citation payment and disincentives for late or non-payment.

Characteristic #19 – Parking and Transportation Demand Management

Because the cost of providing parking can be so high, strategies to manage parking demand is an important consideration in parking system planning. Incorporating parking and transportation demand management also ties into environmental goals and objectives such as the desire to reduce pollution, decrease traffic congestion, reduce reliance on single occupant vehicles, etc.

When evaluating options to reduce parking demand, integrating transportation demand management (TDM) strategies into your parking program philosophy is a recommended strategy. A few best practices include:

- ▲ Use parking pricing and rates as tools to promote desired behaviors
- ▲ Take advantage of employer-paid and employee-paid pre-tax benefit options
- ▲ Promote carpool/vanpool programs
- ▲ Provide preferred parking for carpools/vanpools
- ▲ Subsidize transit passes for downtown employees
- ▲ Provide a "Guaranteed Ride Home" program for those who participate in transportation alternative programs.
- ▲ Integrate bicycle racks and storage lockers in parking facilities.
- ▲ Show transit stops on parking maps
- ▲ Provide remote parking options and promote park and ride options on the parking web site

Characteristic #20 – Awareness of Competitive Environment

Another characteristic of effective parking programs is that they are keenly aware of their competitive environment. They actively monitor private sector parking operators for changes in rates, new services offered, new technologies being used, etc. One of the most fundamental practices that all parking programs should engage in is a formalized process for evaluating parking market rates. It is recommended that parking market rate surveys be conducted bi-annually to help maintain an awareness of the competitive climate. This information can also be valuable during annual budget planning.

Another dimension to staying competitive is being aware of what parking systems in other municipalities are doing. What has been tried? What has worked? What hasn't?

Participating in national, regional and state parking associations, sending key staff to parking conferences and implementing the peer-review process discussed under the Staff Development section earlier are good ways of developing a network of contacts to help you stay up-to-date on the latest technologies and management practices.

Summary

The importance of parking as one of the most visible and often controversial elements of a downtown's infrastructure is often underestimated. Parking, when well-managed, can be a key component in attracting and supporting new development and is essential to sustaining healthy and vibrant downtowns.

7. Parking Program Management and Organization

As the parking profession has evolved, several very effective parking system organizational models have emerged. Each of these models has its own strengths and weakness depending on several factors including the parking system's size, degree of development, programs offered, political landscape, community goals, etc. The four most successful and commonly utilized organizational models are:

- ▲ A Consolidated ("vertically integrated") City/District Department model
- ▲ The Parking Authority model
- ▲ The "Contract" or Business District model
- ▲ The Parking District model

There are of course several variations and hybrids of these models, but these are the four primary alternatives commonly seen across the country. Each of these models will be detailed in more depth in the following sections, but they all have one common factor that contributes to their success: They all address the major problem associated with the "horizontally integrated model" previously described.

When evaluating which organizational option will work best in a specific community, it is important to ask community stakeholders to create a prioritized set of evaluation criteria. A typical list of criteria would include determining which organizational option:

- ▲ best supports economic development
- ▲ best reflects the image and personality of the community
- ▲ is most efficient/cost effective
- ▲ is most customer-friendly
- ▲ is most politically feasible
- ▲ is most focused on the vision
- ▲ is easiest to achieve
- ▲ is most responsive to businesses and stakeholders
- ▲ is most financially viable
- ▲ provides the most effective coordination

The following is a brief description of parking system organizational models that have shown demonstrated success in recent years. Each description is illustrated by an example of a specific program based on that model.

Consolidated (“Vertically Integrated”) City/District Department Model

A Consolidated “Vertically Integrated” City/District Department Model is essentially a typical department – lead by a department head and consisting of a varying assortment of support staff. The defining characteristic of this model is that the department director has complete responsibility for the management of all parking related program elements. The primary elements of these being:

- ▲ Off-street parking facilities
- ▲ On-street parking resources
- ▲ Overall program financial performance
- ▲ Parking system planning
- ▲ Parking enforcement

There are numerous other related areas that can be included:

- ▲ Transportation Demand Management (Trip Reduction Programs, Preferential Parking for Car/Van Pools, transit programs, etc.)
- ▲ Parking system branding, marketing, and community outreach.
- ▲ Implementation of new technologies.
- ▲ Parking system planning (i.e., zoning, financial planning).
- ▲ Residential permit parking programs.
- ▲ Interface with downtown development and economic development

The City of Fort Collins, Colorado has a consolidated parking management program that incorporates off-street parking (parking structures and surface lots), on-street parking (time limited on-street spaces), and parking enforcement. The City's Parking Manager has developed a program to promote effective coordination and collaboration with the owners of private parking to better support evening restaurant parking demands and for special events. Another feature arising from this integrated approach is that the city is currently embarking on a parking technology assessment.





A key feature of this assessment is to identify technology options that could link on-street/enforcement systems (Auto-Vu LPR enforcement technology/T-2 systems software) with the next generation of off-street parking equipment and potentially new on-street multi-space meters.) This type of creative and integrated thinking is more common in systems with a vertically integrated organizational structure.

The Parking Authority Model

Parking authorities typically operate with a small staff and engage a private parking operator to manage day-to-day operations. One advantage of the Parking Authority model, especially in a municipal setting, is that it puts all the major parties at the same table. This helps stakeholders gain a deeper appreciation for the competing agendas between various constituents.

The defining characteristics of a Parking Authority Model include:

- ▲ It has a defined mission and vision
- ▲ It is governed by a detailed management agreement
- ▲ Often has bonding capability
- ▲ Most often has responsibility for all aspects of parking operations (off-street, on-street, and enforcement)
- ▲ It is typically headed by a President or Executive Director
 - Because of this they tend to attract the highest caliber parking management personnel
 - The President or Executive Director reports to a board (Typically 7 – 15 members)
 - The board is comprised of influential and invested downtown stakeholders.
 - Board composition typically includes:
 - High level city staff.
 - Mayor or City Manager (or appointee).
 - Director of Finance.
 - Director of Public Works.
 - Property owners/developers.
 - Downtown association members.
 - Chamber of Commerce representative.
 - Large downtown employers.

Although the authority may not control all of the parking in a downtown area, that does not mean they cannot affect the entire downtown. In Toledo, Ohio, the Downtown Toledo Parking Authority (DTPA) so dramatically transformed the operations in its three facilities that all the other private parking operations were forced to follow suit. Now virtually all downtown parking facilities have attendants in new uniforms, customer service training for front-line staff, parking structure interiors are painted white, new customer friendly parking technologies and programs are being installed/instituted – all following the DTPA's lead.

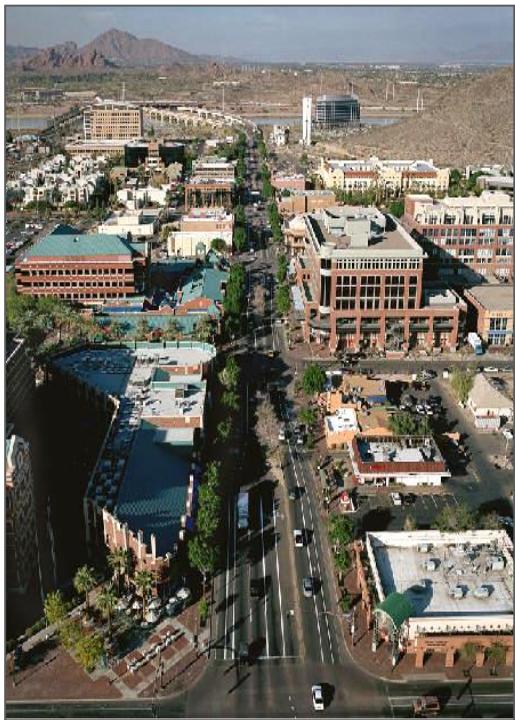


The “Contract” or Business District Model

In a surprising number of communities across the United States, downtown business improvement districts or downtown associations are taking operational responsibility for parking. Similar to the Parking Authority Model, the Contract or Business District Model is governed by a well-defined operating agreement that sets specific expectations and limits on the use of parking assets. These contracts or agreements must typically be reauthorized every 3 – 5 years based on whether the defined contract goals were met. If reauthorized, it is not uncommon for new goals and program objectives to be set for the next contract period.

In Boise, Idaho the off-street parking program is professionally managed by the Capital City Development Corporation – the city's urban renewal agency. Through the aggressive use of tax increment financing combined with a strategy of leading other desired development with parking infrastructure investment, downtown Boise has become a national model of downtown resurgence.





Another example of this model can be found in Tempe, Arizona. The City of Tempe does not own any significant parking facilities and only a few small surface parking lots. In Tempe, the need for a coordinated parking system solution to provide a more user friendly experience for visitors drove the downtown organization – the Downtown Tempe Community, Inc. (DTC) – to create what amounts to a “parking management overlay” program. Working with the owners of the off-street parking assets, they created a parking system management plan. Through creative signage, a common parking validation program, and extensive marketing, they branded the parking system to such an extent that it appears that Tempe has a well-managed and comprehensive parking program, although they do not own all of the individual assets. DTC acts, in essence, as a private parking management firm. They manage all parking staff and programs themselves, and return all profits to the facility owners (keeping a modest management fee). The DTC also manages the city’s on-street parking resources and reinvests on-street parking revenues back into the downtown.

The Parking District Model

The Parking District Model is slightly different than the previously defined model, but as mentioned earlier, the one common element of all of these successful models is the goal of creating a “comprehensive parking management function” under the control of one leader (“vertical integration”).

The characteristics of a parking district include:

- ▲ They typically have a defined area with set boundaries.
- ▲ They may have a special assessment that applies to all properties within the district.
 - This revenue generally goes toward defined district improvements, but could be restricted to parking or transportation related projects.
- ▲ They are generally run by an Executive Director or President (although some are run by city department heads).
- ▲ All revenues are collected and managed by the district for reinvestment in the district.
 - In some cases, if revenues exceed operational or capital program needs, the additional funds are returned to the city's general fund.

- In other cases, the city assesses the district a fee based on a percentage of net revenues in-lieu of not assessing property taxes on the parking facilities. This money goes to the city's general fund.

▲ Revenue sources typically include:

- Special assessment revenue (if applicable).
- Off-street parking revenue.
 - Could include miscellaneous revenue sources such as: advertising (in parking structures), vending machines or retail space rental (mixed-use parking facilities).
 - Could also include special event parking revenue.
- On-street parking revenue.
- Parking enforcement revenue.



Parking Districts have made some significant contributions to the communities they serve. For example, in Boulder, Colorado, the Downtown and University Hill Management District/Parking Services can boast the following list of accomplishments (all paid for with parking district revenues):

▲ Funding of the Eco-Pass Program - \$700,000 for 2006.

- This program gives all downtown employees a free bus pass and contributes to a 62% modal split among downtown employees (reducing parking demand).

▲ Repayment of a \$3.4 million Mall Improvement Bond - \$500,000/yr.

- This is a good example of the parking program contributing to community economic development.

▲ Payment of Parking Structure Debt Service Obligations.

- Parking district revenues fund the development costs of downtown public parking structures as well as all parking operating and maintenance costs.
 - One of the more impressive parts of this program has been the leadership in defining appropriate design guidelines for parking structures. Only mixed-used structures are permitted.
 - They must incorporate street level retail and be



architecturally consistent with the downtown fabric. Some have been multi-modal in nature – integrating transit functions with parking.

The Professional Services Model

A more recently developed organizational model is the “Professional Services” model. In this model, a smaller more professional level parking services group is developed in conjunction with the outsourcing of day-to-day operations. While there are many potential variations under this category, the most successful variation involves a group that is primarily administrative in nature.

The management group is responsible for program elements such as: creating the vision and mission of the program, community outreach and program development (including assessment of new technologies, etc.), parking system planning, interface with economic development programs, interface with transportation system functions (including alternative transportation programs), contract administration, parking facility long-term maintenance program development, system financial administration/audit functions, and special projects management.

Parking operations are outsourced to a qualified parking management firm. Their responsibilities would typically include: off-street parking facility operations (cashiering services, pay-on-foot operations, etc.), daily facilities maintenance, security, etc. Some communities have extended these contract services to include the operation of on-street parking and parking enforcement programs including citation collections and management. For on-street and enforcement operations meter maintenance and collections, citation issuance, collections and adjudication can all be outsourced as well.

Another feature often used in conjunction with the Professional Services Model is the development of “on-call services agreements” for various types of consulting and professional services such as: engineering facility condition appraisals, technology assessments, revenue control system assessment and audits, etc.

The primary advantages of this model are that parking is managed by a lean group of management staff focused on key areas such as:

- Program Administration and Finance
- Audit/Revenue Control
- Contract Administration
- Special Projects
- Marketing/Branding/Communications
- Economic Development/Customer Satisfaction/Business Community Interface



Day-to-day operations are outsourced. This can have the effect of keeping a better focus on the strategic goals of the parking program without getting mired in the myriad operational issues that make up day-to-day management.

Communities beginning to implement this approach include the City of Beverly Hills, CA and the City of Lincoln, NE.

The Parking Management Collaborative Approach

As mentioned earlier, this approach was developed specifically to address the set of conditions that exist in communities that have chosen not to develop a significant off-street public parking system and therefore do not have much ability to influence the off-street parking market in traditional ways.

The Parking Management Collaborative approach is comprised of the following basic tenets:

- ▲ There is a demonstrated need to improve the ease of use and access to parking in the downtown, especially for occasional visitors.
- ▲ There is recognition that a comprehensive approach that will coordinate and integrate both on-street parking and off-street parking assets is needed to make the downtown more visitor-friendly.
- ▲ On-street parking assets will be better managed as a short-term parking resource with the primary management goal being to promote a high degree of turnover for the benefit the merchants and businesses that depend on an effectively managed supply of convenient short-term parking resources. A goal of maintaining an average on-street occupancy level of approximately 85% shall be key program goal/benchmark.
- ▲ Because the majority of off-street parking in the downtown is privately owned and operated, a collaborative approach to developing a downtown parking management strategy is needed. The primary objective of this approach is to develop what is essentially a “parking management program overlay” that will create a well-coordinated and marketed user-friendly parking system that will appear to the casual user as a public parking program.
 - The key functional elements of this parking management overlay include:
 - Program Branding and Marketing
 - A comprehensive updated downtown parking and wayfinding program
 - A central parking and transportation information clearinghouse function
 - A special event coordination function
 - A significant parking and transportation planning function
 - Coordination with community and economic development activities
 - Management of City owned parking assets
 - Coordination with the downtown association in support of downtown business needs
- ▲ The Parking Management Collaborative will strive to promote superior, customer oriented parking programs and parking facility standards.
- ▲ Parking planning and coordination will be important functions related to understanding and responding to both the current and future parking needs of uptown users.
- ▲ The diverse needs of various user groups will be considered, including visitors, employees, employers, property owners and parking management firms, through active planning, coordination and communications.
- ▲ The Parking Management Collaborative shall be considered an integral component of the community's economic development strategies and programs.

The following nine elements will be the primary strategies to be implemented by the Parking Management Collaborative:

1. Develop a parking system brand and marketing program.
2. Create a web-based parking and transportation information clearinghouse. Become the central point for coordination of information related to parking and access options for the community.
3. Promote the principles of balanced access for all travel modes, including vehicular, pedestrian, bicycle and transit, to meet community-wide goals
4. Focus on creating an excellent customer service orientation for all parking user groups - visitors, employees, employers, property owners, etc.
5. Develop an effective interface between public and private parking providers.
6. Work with parking management collaborative members to create high standards for safe, attractive and well-maintained facilities
7. Take an aggressive and proactive approach to community education related to parking and transportation issues and new program development. Be responsiveness to the needs of the diverse customer/citizen base.
8. Actively coordinate with economic vitality initiatives, retail support strategies and other community and economic development programs.
9. Develop a strong parking and transportation planning function and promote good urban design, shared parking, walkability and transit oriented development approaches to create a superior, people oriented urban center.



This approach needs only a small, but highly effective staff to be successful. The recruitment of an executive caliber program director with strong vision and excellent communication skills is essential for this strategy to succeed. The other key ingredient is to get buy-in from the major parking property owners. This is typically accomplished by recruiting them to be on the program's Board of Directors. In some cases where all the right individuals are already on the board of an existing downtown organization (especially if creating "yet another board" would be seen as an issue) this function could become an initiative of that organization.

One of the key values of have the major parking property owners engaged at this level is that this will lead to them directing the parking management firms they manage or hire to "get on-board" with this program. Engaging the parking management firms on another level can also be very valuable because of their detailed knowledge of conditions "on the street" and their knowledge parking management principles in general.

The first major city to employ this model is Charlotte, NC, where the collaborative was located, organizationally, in the business improvement district known as the Charlotte City Center Partners.

The Eco-District Model

Eco-District Initiatives are a comprehensive strategy to accelerate sustainable neighborhood development. The purpose of this overview is to clarify the value proposition, define performance areas, and outline an implementation strategy as it relates to adapting this approach to a parking and transportation program organizational framework.

At its heart an Eco-District is a neighborhood or district with a broad commitment to accelerate neighborhood-scale sustainability. Eco-Districts commit to achieving ambitious sustainability performance goals, guiding district investments and community action, and tracking the results over time.

A parking and transportation Eco-District approach would recognize technologies and strategies for enhancing district sustainability, such as energy and water management systems within parking developments, support for green streets, the promotion of resource conservation, etc.

In this case, since parking can be a significant revenue source, we envision parking revenues being dedicated first to supporting parking program operations, maintenance reserves, and technology upgrades, but once the parking program is well established and generating excess revenues that these resources would be invested in a variety of sustainability initiatives. Examples might include programs such as:

- ▲ Community bike programs – to support an overall “park once strategy”
- ▲ Car sharing programs – to support downtown residential development
- ▲ Pervious pavement installation and bio-swales as demonstration projects in city surface parking lots

It should be noted that the widespread deployment of these strategies has been slow to develop due to lack of comprehensive assessment tools, scalable project capital, and public policy support. The Eco-Districts Initiative focuses on removing these implementation barriers and creating an enabling strategy to accelerate neighborhood-scale sustainability.

The Eco-Districts Initiative is distinct from most green development strategies that focus on brownfield or greenfield development that are primarily led by master developers or public agencies. Instead, the Eco-Districts Initiative targets districts - at the intersection of buildings, infrastructure and people. This initiative would be “working upstream” of rating systems like LEED-ND to develop tools and strategies for engagement and project implementation.

Generally, the Eco-Districts approach brings together community stakeholders, property developers, utilities, and the City of Salt Lake City to solidify a shared sense of purpose and partnership through the following actions:

- ▲ Create an engagement and governance strategy to build community support, set priorities and act
- ▲ Develop an assessment and management toolkit to guide project development and track ongoing performance

- ▲ Implement sustainability projects through technical and economic feasibility analysis, assembly of project financing, and establishment of public-private partnerships
- ▲ Identify commercialization opportunities for companies to test promising products and practices
- ▲ Establish municipal policy and regulatory structures to support Eco-District development

In this specific application, the general goals above still apply, however because of our focus on parking and transportation functions there will be some variation and more specific applications. However, the broad-based nature of parking and transportation, the need for on-going stakeholder engagement and the larger economic development focus makes this application very appealing. Overall, transportation accounts for about 30% of the nation's carbon footprint. Organizing your parking program to have an explicit "eco-district" orientation would send a strong signal of the City's commitment to environmental progress.

PARKING SYSTEM OPERATING METHODOLOGIES

Once a management structure has been determined, operating methodologies are another organizational/management consideration. There are three primary methodologies for operating parking programs. These are:

1. **Self-Operation** – The managing entity or owner operates the parking program itself. For example, a downtown parking authority could hire the necessary staff to operate the parking system internally.
2. **Outsourced – Management Contract** – The facility owner or managing organization contracts a private parking management firm to handle day-to-day operations and maintenance through a management contract. Through the management contract, the private parking management firm is either paid a fixed management fee and/or a percentage of gross revenues and is reimbursed by the owner for all costs incurred in the operation.
3. **Outsourced – Concession Agreement** - The facility owner or managing organization contracts a parking management firm to assume full responsibility for all aspects of the operation, including expenses, and the parking management firm pays the owner a guaranteed amount and/or a percentage of gross revenues (or a combination).

A variation on these basic methodologies that is just being introduced in the US parking market is that of parking system “monetization”. A more detailed description of each option is provided in the following sub-sections.

Self-Operation

Self-operation of the parking system requires that the owning entity provide all the necessary employees (i.e., full or part-time staff and/or temporary employees), equipment, supplies, etc. With this method of operation, the owning entity receives all gross parking revenues and pays for all operating expenses. Self-operation requires internal administrative and managerial staff at a higher level than the management contract or concession style agreements.

Self-operation allows the owning entity to have complete control over the parking facilities and the level of service provided to its patrons. This requires a well-trained and experienced staff to effectively manage a large parking operation with significant daily revenues. Parking has become a highly specialized field and also requires good general and facility management skills. Without proper training and professional development, self-operation can result in a lower than desired level of service and revenue controls. This, in conjunction with the requirements for a high level of customer service and the specialized nature of parking, makes the idea of using a professional parking management firm a logical and attractive alternative for initial downtown parking operations.

Potential advantages of self-operation include:

- ▲ Complete control over day-to-day parking operations, including customer service.
- ▲ Internal parking knowledge to assist with future planning.
- ▲ Uniform look and feel with other city services.
- ▲ Better control over staff and staff training.
- ▲ Eliminates paying a management fee to a vendor.

Disadvantages to this approach would include:

- ▲ Typically higher expenses than contracting with a private parking provider due to:
 - Higher pay rates than private operators especially in a unionized environment
 - More restrictive benefit requirements
 - Higher staff training and development costs
 - Private operators have a greater economy of scale relative to supplies
 - Higher insurance costs/requirements.
- ▲ More operational duties for the city.
- ▲ Smaller staff pool to draw from for covering sick days and vacations.
- ▲ Without adequate training, customer service could suffer.
- ▲ The city would need to find and hire experienced parking staff.
- ▲ The city would have higher administrative and back office costs than an experienced private operator.
- ▲ The city would deal directly with customer complaints.
- ▲ The city would assume all of the financial risks related with the parking system.
- ▲ Can be more difficult to terminate the employment of staff when needed.

Management Agreement Operations

In this form of operation the owning entity retains complete control over staffing levels, validation policies, parking rates, and customer service policies. With a management agreement, the parking operator provides the necessary labor and services for the operation of the parking facilities in accordance with an agreed upon policies and annual operating expense budgets established by the owner. The parking operator then receives a monthly payment, either a lump sum amount or a percentage of the gross or net revenue. This monthly payment represents the fee to manage the facilities.

The parking operator should provide the owning entity with a detailed monthly report package including: operating statistics, revenue summaries, expenses summaries, budget variance reports, etc. The management agreement still requires some additional personnel time for the owning entity's staff, since it is necessary to audit the gross parking revenues, as well as the monthly operating expenses. The preferred arrangement is that all reporting guidelines and accounting practices are determined up-front so that each party understands their responsibilities.

The owning entity's stakeholders and staff should have significant input into establishing the "level of service" for the parking system by deciding on the type of parking access and revenue control systems to be employed, the quantity of cashiers/customer service ambassadors, acceptable traffic queuing upon exit, lost ticket/insufficient funds policies, parking related services offered (lost vehicle assistance, dead battery assistance, vehicle lock-out assistance), etc.

The following outlines the potential advantages of outsourced day-to-day operations via management agreement (in conjunction with a small in-house contract management function):

- ▲ Reasonable control over day-to-day parking operations.
- ▲ An internal parking manager could be hired by the city with sufficient parking knowledge to assist with future planning.
- ▲ A well-structured management agreement would provide:
 - Reasonable control over staff and staff training.
 - High customer service expectations.
 - A high level of staff appearance.
 - Strong auditing capabilities
 - Operator accountability.
- ▲ Parking services from an experienced service provider.
- ▲ Typically, operations are less expensive due to:
 - Lower staffing costs.
 - Lower supply costs.
 - Lower training costs.
 - Lower administrative costs.
 - Lower insurance costs.
- ▲ The use of a private parking operator, at least for a short time, would provide valuable parking experience to the city.
- ▲ Potentially, a large pool of private operator staff to draw from for sick day and employee vacations.
- ▲ The contracted parking operator would deal with most customer complaints.
- ▲ Relatively predictable parking system expenses.

Disadvantages to this approach include:

- ▲ The city would have to compensate a private operator with a management fee or a percentage of gross revenues.
- ▲ Somewhat less control over day-to-day operations.
- ▲ Somewhat less control over staffing and training issues.
- ▲ The city would need to find and hire an experienced parking manager.
- ▲ The city would have some administrative and back office staffing costs.

- ▲ The city would assume most of the financial risks related with the parking system.

Concession Agreement Operations

With a concession agreement, the concessionaire will provide all necessary labor and services for the complete operation of parking facilities in return for a percentage of the gross parking revenues. The actual percentage varies from operation to operation based on the size, complexity, revenue potential, and perceived risk to the operator. There may be a guaranteed minimum annual payment to the owning entity. Sometimes a revenue split is negotiated for revenues above a certain level.

In general, concession agreements work best in situations where the owning entity wishes to divest itself from the day-to-day parking operational concerns in order to better focus on its core business (these types of arrangements are more common in airports for example). With this type of agreement, a minimal amount of time is required by the owning entity's staff in the day-to-day operations of the parking program. The owning entity also gives up some level of control as it relates to defining day-to-day operations, as the concessionaire is responsible for all expenses and most liabilities. Typically, the owning entity receives a deposit from monthly parking revenues within two weeks after the end of the each calendar month. Periodic conversations with the parking operator are necessary to discuss operational issues that affect the quality of service to owning entity's patrons.

The concession agreement is the simplest type of agreement for administrative purposes, in that only the gross parking revenue need be audited. All operational expenses are the responsibility of the concessionaire, thereby resulting in minimal control of this function by owning entity staff. Also, as with the management agreement, the parking operator serves as a buffer to the owning entity's management with respect to parking complaints and potential wrongdoing by those employed within the parking system.

Potential advantages of concession style leasing of parking facilities include:

- ▲ No real parking operations or management required by the city.
- ▲ No substantial daily auditing required by the city.
- ▲ Facilities would be leased to an experienced parking services provider.
- ▲ Requires no internal parking experience on the part of the city.
- ▲ Relatively predictable revenue stream.
- ▲ Less operations related financial risk.
- ▲ Parking operator takes all significant parking customer complaints.

Disadvantages to this approach would include:

- ▲ Little to no control over day-to-day parking operations.
- ▲ No control over staffing and training issues.
- ▲ Less customer service accountability.
- ▲ Difficult to measure parking system expenses, if the parking operator is required to share them at all.

- ▲ The parking operator may be encouraged to reduce facility expenses to a minimum level (negatively impacting customer service), to increase profits.

Parking System Monetization (or Privatization)

This option, which is also sometimes referred to as "Public-Private Partnerships" or "PPPs" (there are other types of public private partnerships that do not involve monetizing public assets and so we will focus on the term "monetization") is very similar to the concession agreement approach described above with the exception that the term is much longer and the owning entity receives a large cash infusion at the front end of the deal which is then paid back (with significant finance and other fees) over the term of the lease.

In the last few years, this concept has attracted more interest as many cities, counties and states face deep budget deficits. As a result, there has been an extensive amount of study and commentary on this trend. The U.S. Government Accountability Office (GAO), the Public Interest Research Group (PIRG) and state legislatures have issued comprehensive reports on the subject. The Texas State Legislature recently released an extensive report on PPPs in toll road projects, and the Federal Highway Administration examined PPPs in other countries. The various reports and studies illuminate some basics of best practices for asset monetization.

Some of the most insightful analysis of these issues has come from Stephen Goldsmith. Mr. Goldsmith, a former mayor of Indianapolis, is director of the Innovations in American Government Program at the Harvard Kennedy School. He is author of the forthcoming book *The Power of Social Innovation: How Civic Entrepreneurs Ignite Community Networks for Good*. Many of his insights are included in the summary of "good asset monetization goals and key issues" below.

Examples of Good Privatization Goals & Key Issues to Consider

1. Identifying non-core functions and areas that are not core competencies
 - a. If parking management is not a core competency of the City then it is a candidate for privatization; however, if you are lucky enough to have a high functioning parking system that is providing excellent service and is contributing to community growth and development, think twice about what you may be giving up.
2. Establishing a long-term reserve fund to:
 - a. Enhance City credit rating and thus lower interest rates
 - i. Chicago did this and enjoyed its highest credit rating since 1978
 - b. Retire Debt
 - c. Eliminate interest payments and thereby create more money for community reinvestment
 - i. Chicago retired \$925 million in debt
 - d. Community Reinvestment
 - i. Identify and fund a well-defined set of community desired or essential infrastructure projects
 - ii. Programs that serve the public good
 1. Example: Neighborhood parks and programs
 - a. Chicago invested more than \$325 million in this area
 - iii. Infrastructure investments that will stimulate additional private sector investments
 1. Example: Parking structures as part of a public/private partnership.
3. Shifting Risk

- a. Consider the potential risks of managing on-street metered parking for the next 75 years (imagine bidding on the City's horseshoeing concession in 1890, or the public pay phone concession in 1975)
 - i. Changing technologies
 - ii. Utilization
 - iii. Costs
 1. Rising labor costs
 2. Rising fuel costs
 3. Equipment replacement
 - a. In Chicago, the cost of replacing the multi-space meters every seven years is estimated at \$40 - \$50 million dollars.
4. Carefully analyze the term of any potential concession
 - a. Both the Chicago Inspector General's analysis and financial experts who have analyzed the deal indicate that Chicago should have negotiated a shorter lease period.
 - i. Under their analysis, Chicago left significant future earnings on the table when it agreed to a 75 year concession term (estimated at \$1.3 to \$2.1 billion).
5. Look at Alternative Solutions to Budget Problems
 - a. Chicago is the poster child for using the proceeds of PPP asset leases to plug a budget operating deficit and selling its residents' future.
 - b. In 2006 the city sold the Chicago Skyway for \$1.83 billion, of which \$460 million was used to pay off debt, \$375 million was used to close the 2006 operating budget gap and \$500 million was placed in a rainy day fund. The \$500 million rainy day fund was exhausted to close operating budget gaps in years 2007 and 2008.
6. Key elements of a PPP deal are transparency, expertise and setting controls over rates and "windfall profits."
 - a. Allow Elected Officials to Approve the Terms of Any Proposed Agreement Before It Is Put Out to Bid
 - b. Don't let the market/bidders solely dictate the terms of the PPP through a request for proposal process. Elected officials should have the power to alter the terms of the proposed deal as they see fit and drive the process through negotiation rather than have a fait accompli handed to them.
 - c. The Texas State Legislature's recent report on PPPs advocated revenue sharing over single, upfront payments as a better way to protect the public interest. The report also noted that key elements of a PPP deal are transparency, expertise and setting controls over rates and "windfall profits."
7. Do Not Include Lease Proceeds in a Government Budget before the Leases Are Finalized
 - a. Having a budget balanced on the back of lease proceeds makes it extremely difficult for officials to reject an asset lease or concession deal. Consider adopting an ordinance prohibiting a city's budget from including revenue from PPP proceeds before commissioners have approved the deal.
8. Consider the Creation of a Concession Management Review Board
 - a. The impact of these deals will affect a broad array of citizens, civic and cultural organizations, religious and educational institutions and corporations. These are individuals and businesses that are invested in their communities and deserve a voice as well as an open and transparent process.
9. Consider the Creation of a Downtown Parking Management Commission
 - a. The Parking Management Commission could be made up of City, Parking Authority and Downtown Stakeholders and should require the concessioner to be engaged

with Parking Commission. The Parking Commission would provide an annual program assessment to City Council.

10. Term of the Agreement
 - a. Limit to 30 – 50 years
 - b. Build in a mechanism to address changes in annual expectations
 - c. Establish a defined monitoring process
 - d. Create a process to generate an Annual Stakeholder Report Card
 - i. If the deal were to “go sour” have a plan for “How to get out?” - Who pays what to whom?
 - ii. Consider alternatives to a one-time only payment
 - iii. Consider a lesser up-front payment with annual incremental payments to a dedicated parking reinvestment fund.
 - iv. For cities with a parking tax, could the parking tax constitute the annual incremental payment?
11. Maintaining and Improving Service Levels to Users of the Parking System
 - a. From the perspective of parking customers and those invested in the downtown a strong, well-managed parking system is critical to their success. The concessioner should ideally be a “partner for the success of the downtown” and implement programs and policies to effectively address the following:
 - i. Greater availability of parking spaces
 - ii. More convenient, start of the art equipment
 - iii. Multiple payment options
 - iv. Quicker service of broken equipment
 1. In Chicago meters are now repaired within a couple of hours on average compared to 2.5 days under the City run system
 - v. Retail parking, employee parking, event parking, etc.
 - vi. Special programs to meet the needs of cultural, religious and civic institutions as well as customized neighborhood programs.
12. Building on the “Partnership for Downtown Success” concept requires an understanding of the needs of the business community, downtown residents and religious and cultural institutions. Once these needs are understood, implementation of parking program enhancements should be introduced. This is where the special expertise of a parking profession is needed. Programs to meet identified community needs might include:
 - a. Extended time limits near theaters, concert halls, schools and churches where parker need more than 2 hours
 - b. Free or reduced rate parking for churches on Sunday mornings
 - c. Automatic ticket dismissal for inoperable meters, based on meter malfunction reports generated by the system.
 - d. Ability to pay citations on-line or even at a meter
 - e. Improved parking access and convenient parking for hourly parkers to support downtown retail
 - f. Discounted monthly parking in certain lots
 - g. Donated single space meters to protect bicycle parking or as vehicles for charitable donations
13. Promote sustainable and innovative parking technologies & interior parking facility environment enhancements
 - a. Improved customer service features
 - b. Adopt “retail friendly” parking management best practices
 - c. Create safe, clean and friendly parking environments

14.
 - d. Invest in sustainable design & management practices
- Other Issues to Consider...
 - a. Who will develop and manage new parking facilities?
 - b. Will the concessioner be allowed to manage of competing facilities?
 - c. Where will rate setting authority reside?

Recommended Organizational Option

Kimley-Horn and Associates, Inc. was impressed with the effectiveness and professionalism of the Provo City government and at this early stage of parking system development we recommend that the parking program be created as a vertically integrated department within the City government structure.

While this option is among the most the conservative and traditional of the organizational options, it is recommended because we have been impressed with the quality and competence of the City staff that we have dealt with in the course of this study. The City parking program should have a dedicated department manager and be responsible for managing on-street, off-street and parking enforcement functions. It is recommended that the parking department be located organizationally under either the Economic Development or Community Development Divisions as a means to leverage its potential to support community and economic development strategic goals. To achieve a more fully integrated parking program, it is envisioned that additional functions will be added over about a five year period. These additional functions should include:

- ▲ A more robust parking planning function (working with City Planning on parking and related transportation issues). There are a number of parking specific planning tools that will be recommended. Parking should also be at the table when issues related to zoning code changes and parking requirements are debated and amended.
- ▲ Better integration and collaboration with downtown management and economic development programs. One of the lessons learned from the parking advisory panelist's programs is the extent to which parking can become a true community partner in terms of downtown revitalization and development efforts. Collaborative program initiatives and participation on boards and committees and generally closer working relationships can generate significant community wide benefits to all parties.
- ▲ A specific focus on developing programs related to transportation demand management, transportation alternatives and other sustainable transportation program options should be developed over time. In the long-term, the parking program should evolve to adopt a more comprehensive and balanced mobility management function.

Internal Parking Program – Roles and Responsibilities

The City of Provo parking program should have complete responsibility for the management of all parking related program elements, including the following program components:

- ▲ **Off-Street Parking Facility Management** – This includes day-to-day operations of parking facilities (both garage and surface) as well as maintenance, management, marketing, and security of facilities.

- ▲ **On-Street Parking Resource Management** – This component includes management of unmetered and potentially metered on-street spaces, which could include commercial districts, transit/BRT station areas, and neighborhood areas.
- ▲ **Collaborative Management of Private Assets** – This includes working with private sector property and business owners, as well as developers, to define shared or leased parking management agreements, or development plans for public-private partnerships related to parking facility construction.
- ▲ **Parking Enforcement** – Enforcement includes introduction of on-street and off-street parking enforcement, management of citations, collection of violation revenue etc. Adjudication of parking citations should be a function separated from the department that issues the citations.
- ▲ **Parking Planning and Policy Development** – This includes developing plans and policies to support the parking program, as well as coordinating with area stakeholders such as businesses, churches, medical campuses, local universities and colleges, residents, regional transportation districts and local/state transit agencies.
- ▲ **Special Event and Downtown Management Coordination** – This includes developing plans and coordinating parking management policies and procedures related to special events. A close working relationship between Downtown Provo, Inc., the Utah Convention Center, the LDS Church, local event venues, the library and other even private sector groups that host large events will be required.
- ▲ **Technology Acquisition and Management** – This includes the planning, acquisition, management, and maintenance of parking management, revenue control systems, communications, and associated technologies to help manage and support a data-driven program operation. Developing a comprehensive web-based parking management system that can grow and evolve with the program is highly recommended.
- ▲ **Operations and Maintenance** – Operations and maintenance includes the overall day-to-day operation of the program's assets and the ongoing routine, preventive, and reactive maintenance needs of the program assets. Outsourcing of day-to day operations should be considered as an option, especially in the early stages of program development.
- ▲ **Finance and Budgeting** – This includes developing, adapting, and managing annual and program budgets, as well as capital acquisition and ongoing maintenance and management costs. Developing parking repair and replacement reserve funds should be a priority. It is envisioned that the parking department be established as a separate enterprise fund.
- ▲ **Mobility/Transportation Alternative Programs** – These programs include the introduction and management of mobility improvements intended to enhance the transportation system and support an efficient parking and mobility enterprise program.

One of the most important and urgent actions that needs to be undertaken in the authorization and recruitment of a parking manager. We highly recommend that the City recruit and hire a high caliber individual that has both parking and transportation management experience and also excellent communications skills, the vision the guide program development and someone

who can work well in a team environment. Parking is more complex and inter-related to many other City functions that most people appreciate. Parking can also be very controversial and needs a manager that can generate confidence and trust while also being politically astute. As the department evolves into a more robust, mature program with an expanded scope of services, it is recommended that the parking manager position be reviewed with an eye toward the development of a "Parking Director" or "Parking Administrator" level position. An extensive document has been provided in the report appendices which provides an overview of parking administrator positions from around the country including salary information, examples of program scopes and several example position descriptions.

As the department expands its scope and matures, new potential areas of staff development and recruitment might include "accounting and auditing", "planning and community education" and "special projects". If recommendations to upgrade parking technologies (both on and off-street) are implemented, staffing the special projects area might become especially important.

This organization recommendation also envisions some form of Parking Counsel, Board or Commission to provide a mechanism for ensuring on-going community engagement and input. The envisioned Parking Board should attempt to recruit a range of community leaders who are both invested in downtown Provo and have strong business backgrounds to provide sound direction and guidance. Developing some level of authority to affect or at least recommend policy decisions is important to ensure that high quality board members see their role as having value and that they are not merely ceremonial.

A framework should be developed whereby certain "policy-level decisions" are defined as the responsibility of the City Council and more operational level decisions are ceded to a Parking Counsel or Board. The Parking Board should also be encouraged to draft policy level proposals for the City Council to review and vote on.

8. NEW PARKING PROGRAM GOALS AND OBJECTIVES

“Charting the Right Course”

Based on feedback from project meetings and community engagement focus groups, the Kimley-Horn project team drafted a preliminary set of program goals and guiding principles.

The purpose of these program goals and guiding principles is to establish a strategic framework upon which to build a new parking management plan for the City of Provo. Included in this section are the following elements:

- ▲ A draft vision statement
- ▲ A draft mission statement
- ▲ Draft Guiding Principles

The overall parking program recommendations were developed to support this draft program vision / mission and guiding principles.

Draft Vision Statement:

Figure 21 – Draft Vision Statement

“The Provo parking program will strive to develop a superior, customer-oriented parking system, responding to the current and future needs of parkers, including visitors, employees, employers, and property owners through active planning, management, coordination, and communications.”

“The Provo parking program shall be considered an integral component of the community’s economic development strategies and programs.”

Draft Mission Statement:

Figure 22 – Draft Mission Statement



“The Provo parking program is committed to enhancing the parking experience for the City’s customers and stakeholders. Parking policies, planning, and programs will effectively support the community’s strategic goals and objectives.”

Recommended Guiding Principles

The goal in crafting these program guiding principles is to develop a comprehensive approach to parking management for the City of Provo that will provide an integrated, action-oriented, and accountable system of parking and access management strategies that supports, facilitates and contributes to a sustainable and vibrant community. These principles are strategic in nature, responsive to the needs of the community and aligned with the larger community's strategic and economic development goals.

These parking program Guiding Principles will encourage the use of parking and other transportation resources to support and facilitate priority economic development goals and serve prioritized user groups. They will also serve as a foundation for near and long-term decision-making relating to parking management and development in the downtown.

Draft Guiding Principle Categories:

1. Organization/Leadership
2. Community and Economic Development
3. Leveraging Technology
4. Planning /Urban Design
5. Effective Management/Accountability
6. Customer Service Orientation
7. Communications/Branding /Community Education
8. Accountability/Financial Management
9. Integrated Mobility Management
10. Sustainability

A statement better defining each the ten draft guiding principles is provided on the following page.

Figure 23 – Draft Guiding Principles Framework

RECOMMENDED PROGRAM GUIDING PRINCIPLES



Guiding Principle #1

Organization/Leadership

The parking management program will be “vertically-integrated” with responsibility for:

- Managing on-street parking
- Managing City owned off-street parking
- Coordination with privately owned off-street parking
- Parking enforcement/citation management and adjudication
- Parking planning and development
- Transportation demand management

Consolidating the various parking functions under a single entity will establish a consolidated system that is action-oriented, responsive, and accountable with improved coordination and operating efficiencies.

Recruiting a strong leader is a key element for success. The organization leader must have strong vision and communications skills, specialized parking and planning expertise, and be capable of educating other community leaders, stakeholders and private sector partners on the importance and relevance of a strong parking management organization. Strong

general management and financial program development skills are also required.

Guiding Principle #2

COMMUNITY and ECONOMIC DEVELOPMENT

The Provo parking management system will be guided by community and economic development goals and City Council adopted policy directives that are the result of collaborative processes between Parking program staff, other agencies and involved stakeholders.

The Provo parking program will use its resources to promote mixed-use and shared-use parking strategies as well as promoting alternative transportation modes through the creation of incentives, partnerships and programs to attract private investment; this will include reviewing and updating existing city parking requirements, as appropriate.



The Provo parking management program will assume a leadership role in developing public policies that support parking and mobility management as a key element of the downtown economic development strategy.

It is envisioned that the Provo parking management program will work in partnership with economic development agencies, Downtown Provo, Inc. and other entities actively engaged in community and economic development work in the downtown. The addition of City's new parking management focus in economic development projects will encourage the leveraging of strategic parking development as a significant tool to promote targeted and prioritized development projects in downtown.

Guiding Principle #3

Leveraging Technology

The Provo parking management system will be an adopter of technology solutions to enhance customer service and parking information options.

A key goal is to make parking less of an impediment to visiting the City and more of an amenity.

Technology will be leveraged to streamline and simplify access to parking and will be a key parking management strategy. Another key technology related goal is to enhance the efficiency and effectiveness of parking management staff and programs.

Guiding Principle #4

Planning / Visioning/ Policy/ Urban Design

The Provo parking management system shall have an active and comprehensive planning function.

The Provo parking management system will be included in all strategic and transportation planning efforts. The parking management system will work with City planning staff to review and evaluate parking zoning requirements, the development of parking design standards that promote good urban design principles related to parking structures and mixed-use projects, and the creation of transit oriented development parking standards.

Effective parking planning will mean an improved understanding of parking supply/demand conditions on an on-going basis, and ultimately the development of parking infrastructure that will enhance and better support the community strategic goals and urban design.

The vision of an enhanced planning and policy development function will be pursued on multiple levels.

Parking management strategies and programs should support and compliment other access modes as a means to better facilitate the accessibility and user-friendliness of downtown Provo as a preferred regional destination. Resources shall be effectively planned and managed to promote and support multiple access modes into and around the downtown. Primary access modes include automobile, transit, bike/motorcycle and pedestrian users.

Well-defined parking facility design criteria, parking related streetscape enhancements and effective integration of signage and wayfinding elements are all areas that this principle will promote. Parking management will work toward developing a parking system that continues to be self-supporting and sets aside funds for maintenance reserves and future capital asset funding.

Guiding Principle #5

Effective Parking Management/Accountability

The Provo parking management system will be a forward thinking, “Best-In-Class” parking program.

The Provo parking management system should anticipate future patron needs in the context of community economic development and other planning initiatives and seek to integrate supportive parking and multi-modal access strategies as appropriate.

Evaluation of other parking management best practices and new technologies should occur on an on-going basis. Effective facility maintenance, infrastructure reinvestment and other system management fundamentals will be routinely addressed. Emphasis will be placed on enhancing parking facility appearance, maintenance, safety and security, regardless of facility ownership. The parking management system will promote standards to encourage comprehensive and pro-active facility maintenance and security plans.

Facility maintenance reserves and other maintenance best practices will be encouraged in the City-owned facilities. Publicly available parking facilities marketed through the Provo parking management system will agree to a community developed set of parking facility standards. Participating facilities will be routinely monitored.

Parking facilities will incorporate public art and creative level identification/theming to enhance the parking experience for their patrons and make parking facilities more navigable and inviting.

Guiding Principle #6

Customer Service Orientation

Parking will promote the City of Provo as a desirable destination for workers, businesses, shopping, dining, and recreation by making parking a positive element of the overall community experience.

The Provo parking management system will strive to develop and coordinate private and publically owned parking facilities that are clean, convenient and safe.

Parking enforcement staff will present a friendly and professional appearance and receive on-going customer service and community ambassador training.

Ongoing goals of the parking management organization will include: Responsiveness to community needs, openness to fresh ideas and active participation in community planning and events.

One major goal of the Provo parking management system is to create a parking program that will be easy for the visitor to understand and to access. This will be accomplished through the use of common branding and marketing, an integrated signage plan, validation programs, a web-based information clearing house, special events programs, etc.

Management of the on-street parking system will be enhanced over time through investments in new technology and more customer friendly parking enforcement policies.

The Provo parking management system should aim high and strive to achieve a BestInClass parking program. All aspects of the City parking should reflect an understanding of what the customer desires in terms of a positive and memorable experience.

Special programs to address retail enhancement initiatives, shared-use parking, employee parking, special/large events parking, etc. will be developed. These programs will be developed in a collaborative manner and designed to support larger community goals and objectives.

Guiding Principle #7

Communications/Branding/Marketing and Community Education

Parking management programs and facilities will be developed to function as a positive, marketable asset for the City of Provo.

Parking management strategies and programs will be cross-marketed to promote the City as a unique and visitor-friendly regional destination. Parking availability shall be well publicized to enhance the perception of parking as a positive element of the community experience. Reinvestment of parking resources back into the downtown will be promoted. The Provo parking management system will develop an effective branding program.

In addition to web-based information, the Provo parking management system will develop educational materials on topics such as: parking development trends, parking safety tips, etc. The organization will also promote discussion with parking facility owners/operators on topics such as facility condition assessments, maintenance program development, parking management best practices, etc.

City parking programs and information shall be well promoted and marketed. The Provo parking management system will work closely with the Downtown Provo Inc., the Redevelopment Agency, the City Economic Development department and other community agencies/stakeholders to promote, educate and market parking programs.

Guiding Principle #8

Accountability / Financial Management

The parking system will strive, over time, to be financially self-supporting and accountable to stakeholders.

Parking management will work toward developing a parking system that is self-supporting and sets aside funds for maintenance reserves and future capital asset funding.

By aligning approved parking revenue streams from on-street, off-street, enforcement, (and potentially special assessment fees and fee-in-lieu programs), it is possible to develop a parking system that self-funds all operating and maintenance expenses, facility maintenance reserves, planning studies and future capital program allocations. A consolidated parking revenue and expense statement should be developed to document all parking related income streams and expenditures to give a true accounting of parking finances.

Guiding Principle #9

Integrated Mobility Management

- The Provo parking management system will support a “Park Once” philosophy and a balance of travel modes, including bus, vehicular, bicycle and pedestrian, to meet community-wide access goals. Parking strategies and initiatives will be coordinated and aligned with the 2014 Provo Urban Area Long Range Transportation Plan.

The parking management plan will promote a “park once” strategy that uses parking supply efficiently and emphasizes “linkages” to other forms of transportation.

The parking program will be a supporter and potentially a funding partner for a variety of transportation demand management programs and transportation alternatives that promote improved community access and a more sustainable parking and transportation program.

Guiding Principle #10

Sustainability

- **Initiatives to promote more sustainable and efficient operations will be actively pursued.**

“Green” strategies that can result in more efficient use of parking facilities and provide other benefits, including reduced congestion and pollution, improved transportation choices, more efficient land-use, and improved streetscape aesthetics. Sustainability will be an integral part of the day-to-day operations of the Provo parking management system.

9. RECOMMENDED PARKING PROGRAM ACTION ITEMS

Using the parking program “Guiding Principles” outlined above as the basis for a new parking management plan, this section will outline specific recommended action items to begin laying the framework for a more strategic parking management program and strengthening the fundamentals of parking operations for the City of Provo. The primary action items are seen as the most critical for establishing the new program framework, setting a new direction and implementing needed system improvements. The secondary action items are program “best practices” that can be implemented as funding is available or as needed to address specific community issues or opportunities.

Primary Action Items

Introduction

The following actions are necessary first steps toward developing an enhanced parking program for Provo City. These initial steps are needed to establish the new management structure and to begin to upgrade the systems and staff capabilities needed to achieve the goals of providing a more customer focused, sustainable and self-supported parking program for the community. This required investment is needed to provide the parking program with the tools needed to effectively manage the system. These initial steps will also support the primary goals of enhancing customer services and economic development by making downtown more appealing to businesses wishing to relocate to or remain downtown. All the stakeholder feedback to date agrees that an effective public parking system is an important element in the revitalization of Downtown Provo.

Many of the recommendations and concepts presented in the Parking Strategic Plan may be unfamiliar to some readers and may require more detail to be completely understood. In an attempt to keep the main report document as concise as possible, we have provided a series of Appendices to provide more background on some topics, including tools to aid in program implementation such as sample agreements, sample manuals, supporting articles and whitepapers, policy recommendations, process checklists, etc. At relevant points within the strategic plan, notes are provided to refer the reader to a specific appendix item.

A discussion of each set of Primary Action Items follows.

Primary Action Item #1: Adopt New Program Vision and Mission Statements and Recommended Parking Program Guiding Principles, Hire a Parking Management professional, Create a Parking Advisory Board and Implement Parking Management Best Practices

- ▲ This report identified the lack of well-defined vision and mission statements and related program "Guiding Principles" relative to parking as a weakness and provides recommended vision and mission statements as well as a comprehensive set of program guiding principles as the basis of a new program strategic framework.
- ▲ It is recommended that the City hire a new Parking Manager and that this individual work collaboratively with the City's Planning Department and a newly-formed Parking Advisory Board to review and refine these draft documents and adopt them as the basis of new parking program strategic plan.
- ▲ A public review process including City management, Downtown Provo Inc. and other key stakeholder groups is recommended to obtain additional input and feedback and to increase public buy-in to the new strategic direction.
- ▲ Ultimately formal adoption by the City Council is recommended.
- ▲ To further promote program development, a document containing an extensive collection of Parking Management Best Practices and large set of appendices/parking management toolkit has been provided to the City as part of this study. It is recommended that these documents be used as resources to identify additional program enhancements going forward.

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

Related City Departments, a new Parking Advisory Board and Downtown Provo Inc.

Timeframe:

Complete by March 2016

Supportive Documents/Tools Provided:

Appendix 4. – Sample Parking Administrator Position Description
 Appendix 5. - New Parking Manager Integration-Action Plan
 Appendix 20. - Parking Management Best Practices

PRIMARY ACTION ITEM # 1:

Adopt New Program Vision and Mission Statements and Recommended Parking Program Guiding Principles
Hire a Parking Management Professional
Implement Parking Management Best Practices

Conducting a public review process related to recommendations of this study including City management, Downtown Provo, Inc. and other key stakeholder groups is recommended to obtain additional input and feedback and to increase public buy-in to the new strategic direction.

Review the Parking Management Best Practices document (Appendix 20) and other tools provided to identify additional program enhancements going forward.

Primary Action Item # 2: Begin a process to evaluate investment in New On-Street and Off-Street Parking Technology

- ▲ One of the primary strategies to make downtown parking more visitor friendly, improve operational efficiencies and enhance parking revenues is to upgrade the parking system's technologies.
- ▲ Developing a parking management technology master plan to provide a web-based parking management platform that is capable of providing the latest customer services and revenue/access control functionality is highly recommended. Appendix 33 provides a parking technology overview and a peer cities review for more detailed information related to current technologies and specific management applications in similar municipalities with more advanced parking management programs.
- ▲ Implementing paid on-street parking is a well-documented best practice and would help the City address several issues identified in the course of this study. However, on-street paid parking is somewhat controversial and if pursued will require significant additional public outreach and planning. It has been documented in many cities across the country that implementing new "smart parking meters" (either multi-space or single-space credit card enabled meters) improves customer parking availability on-street through increased parking turnover and provides an important funding source to pay for future parking system capabilities in terms of staffing, technology (such as mobile LPR enforcement systems, etc.) as well as funding for parking structure maintenance and repair work.
- ▲ Pay-by Cell Phone/Mobile Apps are additional payment options that the City should consider due to the very tangible customer benefits that this option provides.
- ▲ The Parking program should develop an RFP process for new parking technology and potentially on-street meter acquisition as a first step to get a range of parking management functions and new customer service offerings. This should be followed by a thorough analysis of what the City can afford in terms of its initial investment and based on the projected revenue increases, lay out a defined plan to continue system upgrades going forward. Consideration should also be given to alternative purchasing strategies such as equipment leasing or other special offers such as lease-to-own or partnerships where by equipment is provided at no or reduced cost based on a sharing of system revenues.
- ▲ The latest on-street technology includes features that enable improved operational efficiencies by reducing the need for daily meter collections (just-in-time-collections),

PRIMARY ACTION ITEM # 2:

**Begin a process to evaluate
Invest in New On-Street and Off-Street Parking Technology**

Upgrading the parking system's technologies is a key strategy to make downtown parking more visitor friendly, improve operational efficiencies and enhance parking revenues.

On-street parking meter upgrades have the greatest potential for achieving the stated goals above.

Pay-by Cell Phone/Mobile Apps are another payment option that provides very tangible customer benefits.

The introduction of new technology will also come with some increased costs. Increasing on-street parking rates in conjunction with the technology upgrades is recommended.

reduced number of meters (if multi-space meter are chosen), enforcement route optimization based on improved management data from the meters, etc.

- ▲ The introduction of this new technology will also come with some increased costs related to communications fees, credit card and cell phone transaction charges, etc. To help defray these new system costs, setting initial on-street parking rates to \$1.00/hour is recommended. This move will also help keep on-street and off-street rates in proper alignment (on-street, short-term parking rates should be higher than off-street rates). A white paper on the latest on-street parking technologies is provided as a resource to support this action item.

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

City Finance, IT and Purchasing Departments, Parking Advisory Board, City Administrator, City Council

Timeframe:

Parking Technology RFP issued by the 3rd Qtr. 2016,
New Technology Implementation Strategy Completed by the 4th Qtr. 2016
Implementation 1st quarter 2017

Supportive Documents/Tools Provided:

Appendix 6. - On-Street Parking Technology Overview
Appendix 20. - Parking Management Best Practices
Appendix 32. – License Plate Recognition Whitepaper
Appendix 33. - Parking Technology Overview and Peer Cities Review

Primary Action Item # 3: Leverage Parking as a Community and Economic Development Strategy and Develop a Comprehensive Parking Planning Function

- ▲ Link parking planning to larger community and economic development initiatives.
 - Review Appendix 7 - A white paper on the topic of "Parking as an Economic Development Strategy" for more specifics.
 - Review Appendix 8 - For example guidelines for using parking as an economic development strategy.
- ▲ Recommended parking planning activities include: on-going monitoring of parking supply/demand and land use data on a facility/lot specific basis. Documentation of lot/facility utilization on a regular periodic basis will allow the parking program to better manage existing resources as well as plan for future parking needs. Consider investing in a GIS-Based Parking Demand modeling software (Park+).
- ▲ Recommended new on-street parking meters will also provide the parking program with improved management and system utilization data. However, simply having the data is not enough. It must be collected, tracked and analyzed for it to be of value from a planning perspective.
- ▲ Beyond parking data collection and analysis, the on-going assessment of potential long-term parking development sites, the creation of a parking lot and structure design guidelines and the development of a parking specific capital projects list are all parking specific planning efforts that are expected from an effective parking program.
- ▲ Parking and transportation are important support systems that are most effective when specific programs, policies and philosophies are aligned with a larger downtown master plan. Incorporating this Parking Strategic Plan as an integral component of the recently developed Provo Downtown Master Plan (2014) should be pursued.

PRIMARY ACTION ITEM # 3:

Leverage Parking as a Community and Economic Development Strategy

Develop a Comprehensive Parking Planning Function

On-going monitoring of parking supply/demand on a facility/lot specific basis is encouraged.

Documentation of lot/facility utilization on a regular periodic basis will allow the Parking Authority to better manage existing resources as well as plan for future parking needs.

Consider investing in a GIS-Based Parking Demand modeling software.

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

City Planning Department, Downtown Provo Inc., new Parking Advisory Board

Timeframe:

Develop a list of prioritized parking planning action items by July 2016.

Supportive Documents/Tools Provided:

- Appendix 7. – Parking as an Economic Development Strategy
 - Appendix 8. - Guidelines for Parking as an Economic Development Strategies
 - Appendix 9. - Recommended Reading List for Parking Professionals
 - Appendix 10. - Tax Increment Financing Whitepaper
 - Appendix 11. - Parking In-Lieu Fees Whitepaper
 - Appendix 23. – ADA Parking Reform Reference Files
 - Appendix 34. Parking Requirements Reform Whitepaper
-

Primary Action Item # 4: Develop a Proactive Facility

Maintenance Program Including Regular Facility Condition Appraisals, Prioritized Facility Rehabilitation Plans and the Creation of Parking Facility Maintenance Reserves

Maintaining clean, safe and attractive facilities is a core function of any parking program and has a significant impact on the perception of the program and the community it serves.

- ▲ A strategy of addressing the “First 30 Feet” of each parking facility is a recommended first step in showing some immediate progress. Key elements of the “First 30 Feet” approach include:
 - Cleaning and painting
 - Signage review/consolidation
 - Adding “Welcome” and “Thank You” messaging
 - Lighting
 - Etc.
- ▲ An important and largely missing aspect of the City of Provo program is a well-defined and effective long-term parking facility maintenance strategy. The development of an on-going and proactive facility condition appraisal process and prioritized facility rehabilitation program should be a high priority.
- ▲ Review past records and determine the last time a structural condition appraisal has been conducted on City-owned parking structures. Begin with the older structures and work forward as the newer facilities should have less structural issues. For facilities that have not had a condition appraisal in the past 10 years, schedule an appraisal in 2016. Use these formal engineering appraisals to identify and prioritize a maintenance and facility rehabilitation plan.
- ▲ Another important dimension of a parking facilities maintenance program is to create a specific “maintenance reserve fund” program. Parking facilities are made of concrete and concrete deteriorates over time requiring significant investments in on-going maintenance and periodic restoration. Deferring maintenance will only cost the system more over time and without an effective program of routine maintenance and the setting aside of dedicated maintenance reserve funds; the likelihood of serious deferred maintenance leading to even higher maintenance and facility restoration costs is much more likely. Typical parking facility maintenance reserves are in the \$50.00 - \$75.00 per space per year range.
- ▲ The maintenance plan should be in conformance with National Parking Association guidelines. A recommended parking facility maintenance scope and schedule are provided as Appendices 12 and 13.

PRIMARY ACTION ITEM # 4:

Develop a Proactive Facility Maintenance Program

Enhance the facility maintenance program. Make clean, safe and attractive facilities a signature element of the parking program

Adopting the “First 30 Feet” strategy for each parking facility is a recommended first step to show some early progress.

Development of an on-going and proactive facility condition appraisal process and prioritized facility rehabilitation program should be a high priority.

Create a specific “parking maintenance reserve fund” program.

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

City Engineering and Public Works Departments, City Finance Department

Timeframe:

Develop a comprehensive facility maintenance plan by July 2016.

Conduct facility condition appraisals as noted above.

Develop a policy regarding maintenance reserves by 3rd Qtr. 2016

Supportive Documents/Tools Provided:

Appendix 12. – Parking Facility Maintenance Manual

Appendix 13. – Parking Facility Maintenance Schedule

Primary Action Item #5: Develop a New Parking Program Brand and Marketing Program including significant on-going community outreach strategies.

- ▲ Develop a strong and consistent parking program identity and brand, which includes visual identity, program mission, vision, core values, investment in new communication pieces, collateral, etc. Build on the City Brand recently developed.
- ▲ Develop a strategic communication plan designed to improve overall parking program communications with its wide range of community stakeholders (See recommended strategic communications plan in this report). Community outreach cannot be a one-time investment. Stakeholders and citizens should be continually engaged and asked for their feedback on major policy and programmatic decisions to help rebuild trust and "show" that the City is taking citizen feedback into account.
- ▲ Partner with existing organizations, like Downtown Provo Inc. on marketing campaigns to help combat the perception that downtown is vacant, unsafe and underutilized.
- ▲ Develop consistent standards for parking program branded facility signage to help guide customers to parking options.
- ▲ Train staff and parking program spokespeople on customer-focused internal and external communications procedures.
- ▲ Develop an enhanced parking program website. Keep parking information current.
- ▲ Leverage social media to improve community feedback and information dissemination.
- ▲ Consider the development of Annual or Bi-Annual Parking Report. An example of a parking program annual report is provided in Appendix 14 and an annual report template is provided in Appendix 15.
- ▲ A wide range of potential program marketing and branding strategies from around the country is included in Appendix 16.

**PRIMARY ACTION ITEM
5:**

Develop a New Parking Program Brand and Marketing Program including significant on-going community outreach strategies.

Specific goals of this recommendation include:

Improving the parking programs image

Providing easier access to parking information

Providing enhanced overall communications with key stakeholder groups and the public at large and

To promote parking facility utilization

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

City Communication Department, City IT Department, Downtown Provo Inc.

Timeframe:

See the Strategic Communications Plan section of this report for guidance on timing.

Supportive Documents/Tools Provided:

Appendix 14. – Parking Annual Report from the Missoula Parking Commission

Appendix 15– Parking Annual Report Template

Appendix 16 - Parking Marketing and Branding Strategies Presentation

Primary Action Item # 6: Invest in Training and Staff Development with a Goal of Mastering the Fundamentals of Parking System Management and Operations

- ▲ The Provo Parking System is being developed from the ground up. This provides exciting opportunities avoid many common mistakes made by parking programs that have evolved over time.
- ▲ A significant investment in staff training is recommended.
- ▲ It is highly recommended that the new parking manager join the International Parking Institute (IPI) and attend the annual IPI conference. The 2016 conference will be in Nashville, TN. It is also recommended that the new parking manager join the Pacific Intermountain Parking and Transportation Association (PIPTA). PIPTA is the regional parking and transportation association and would provide a good opportunity for developing relationships with her local peers. Involvement in the International Downtown Association (IDA) is also recommended as this can help ensure that the new parking manager is well acquainted with not only parking technical issues, but also downtown management and development strategies.
- ▲ A new program offered by the International Parking Institute is called the Accredited Parking Organization or APO. The APO program provides a structured program assessment and accreditation. Since the Provo program is just getting started, it may take a few years to achieve accreditation, but the program structure an assessment matrix is a valuable tool and process in and of itself.
- ▲ Another cost effective and highly valuable training opportunity would be to schedule a series of visits with the parking advisory panelists that participated in this parking strategic plan. Each of them has offered to provide a personal tour of their systems and communities and it would build a strong peer group for the new parking manager to call upon for years to come.
- ▲ Strategically invest in the use of consultants for technical expertise especially in the areas of new technology specification and more complex issues such as zoning and parking requirements reform and new facility planning and development.

Primary Responsibility:
City Administrative Services and Parking Management

Key Partners:
City HR and Training Departments, Downtown Provo Inc.

PRIMARY ACTION ITEM # 6:

Invest in Training and Staff Development

With a new parking manager with little parking experience, there will be a steep learning curve and a need for investment in staff training and personnel development.

A significant number of educational papers and tools has been provided in the appendices to help with this process.

Address the substantive operational recommendations made in the 2010 Desman report.

Address the lack of staff knowledge and training of the current parking system's capabilities and features

Join the International Parking Institute and the regional parking and transportation association – PIPTA.

Invest in Peer City Program visits with the participants of the advisory Panel process.

Participate in the IPI's APO program accreditation process.

Timeframe:

On-Going. Recommend attendance to the 2016 IPI Conference & Expo in Nashville, TN and/or 2016 PIPTA Annual Conference in Denver, CO.

Supportive Documents/Tools Provided:

- Appendix 5. - New Parking Manager Integration-Action Plan
 - Appendix 9. - Recommended Reading List for Parking Professionals – 2015
 - Appendix 10. - Tax Increment Financing Whitepaper
 - Appendix 11. - Developing a Retail Parking Support Strategy
 - Appendix 20. - Parking Management Best Practices Toolbox
 - Appendix 21. - Parking Garage Security Whitepaper
 - Appendix 24. - Valet Parking Program Development
 - Appendix 25. - IPI Emergency Preparedness Manual
 - Appendix 26. – Residential Parking Permit Programs Whitepaper
 - Appendix 27. – Parking Facility Design Guidelines
 - Appendix 30. - Parking In-Lieu Fees Whitepaper
-

Also See Chapter 6 of this report “Characteristics of Effective Parking Management Programs”.

Primary Action Item # 7: Expand the Scope of the Parking Program over Time to be More Supportive of Alternative Modes of Transportation and Embrace More of a “Mobility Management Philosophy”

- ▲ Downtown would benefit from increased investment in alternative modes of transportation.
- ▲ The trend in the industry is to embrace a more holistic and integrated approach to parking and transportation – an “Integrated Mobility Management Strategy”.
- ▲ Another important dimension to this recommendation is to be aware of the need to balance both the supply and demand sides of the parking and access equation. Building public parking is extremely expensive and leveraging alternative transportation and Transportation Demand Management (TDM) strategies can reduce the need for additional parking over time.
- ▲ TDM program elements support the Guiding Principle for Sustainability and a more balanced parking and transportation program.
- ▲ Other strategies in this area that are being supported by parking systems around the country include: community bike share programs, car sharing programs such as Zip-Car, bike racks and lockers, and traditional TDM strategies such as park and rides, preferential parking for car and vanpools, telecommuting, etc.
- ▲ It is recognized that this is not the immediate priority for the City of Provo, but it is an important element and should be incorporated into the long-term program development strategy.

PRIMARY ACTION ITEM # 7:

Expand the Scope of the Parking Program over Time to be More Supportive of Alternative Modes of Transportation and Embrace More of a “Mobility Management Philosophy”

Embrace a more holistic and integrated approach to parking and transportation – an “Integrated Mobility Management Strategy”.

Leverage alternative transportation and Transportation Demand Management (TDM) strategies to reduce the need for additional parking over time.

TDM program elements support the Guiding Principle for Sustainability and a more balanced parking and transportation program.

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

Transit Agency, Bike Advocate Programs, Regional Transportation Association, City Planning, UTA

Timeframe:

Longer-Term Strategy

Supportive Documents/Tools Provided:

Appendix 20. - Parking Management Best Practices Toolbox

Primary Action Item # 8: Critically Assess the Current Parking Enforcement Program Using the Tools Provided. Invest in Mobile License Plate Recognition Technology.

- ▲ To assist in a more thorough review and evaluation of the parking enforcement program, Kimley-Horn has provided the City with two significant tools to aid in this process:
 - The first is a parking enforcement program audit checklist (Appendix 18)
 - The second is a sample parking enforcement officer manual (Appendix 19)
- ▲ These tools should be reviewed and customized to better define and enhance the current parking enforcement program.
- ▲ Consider investing in a Mobile License Plate Recognition system to improve parking enforcement consistency, efficiency and effectiveness. (See Appendix 32 – A whitepaper on License Plate Recognition)

PRIMARY ACTION ITEM # 8:

Critically Assess the Current
Parking Enforcement
Program Using the Tools
Provided

Invest in Mobile LPR
Technology

Use the provided parking
enforcement officer handbook and
parking enforcement program
audit checklist to better define and
enhance the current parking
enforcement program.

Consider investing in a Mobile
License Plate Recognition system to
improve parking enforcement

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

City Police Department, IT Department

Timeframe:

Conduct reviews by May 2016

Supportive Documents/Tools Provided:

Appendix 18. - Parking Enforcement Program Audit Checklist

Appendix 19. - Sample Parking Enforcement Officer Manual

Appendix 32. – Whitepaper on License Plate Recognition

Primary Action Item # 9: Address Abuse of Accessible Parking Placards to Improve Parking Availability for Those Who Are Truly Disabled.

- ▲ Abuse of accessible parking placards is reaching epidemic proportions in most states across the country. Many states are attempting to introduce new regulations aimed at eliminating or minimizing the abuse to improve access for the disabled population that has the greatest need. It is recommended that the City of Provo adopt accessible parking reforms to improve access for those with the greatest needs.
- ▲ These policy changes can be controversial, and should be customized based on local concerns and stakeholder feedback. Key principles from reform efforts in other communities are noted in the text box to the right.
- ▲ Resources from other Communities
 - The State of Michigan, and the Cities of Portland, OR and Raleigh, NC among others, have recently implemented changes in law, allowing only those individuals in a wheelchair or unable to operate on-street parking meters to qualify for free metered parking.
 - Several reference documents from these communities are provided in Appendix 23.

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

Local ADA advocacy groups
City Legal Department

Timeframe:

Submit proposed legislative changes by December 2017

Supportive Documents/Tools Provided:

An endorsement of Michigan's new two tiered approach to ADA Parking Reform by Donald Shoup

Example of Michigan's Disability Parking Program Reform brochure

Example of Michigan's Disability Parking application form for disabled placards

Example of Portland's Disability Parking Program Reform brochure

Two Articles related to Raleigh, NC's Accessible Parking Reform Efforts plus a copy of their State Ordinance

PRIMARY ACTION ITEM # 9:

Principles for Addressing Abuse of Accessible Parking Placards

People with basic placards still get a deal on metered parking. In a one-hour, 90-minute or two-hour spot, for instance, you can pay the maximum but stay for up to three hours.

Have a hard time walking to the meter? The city will start offering "handy scratch-off permits" that allow you to pay from your vehicle, so you don't have to visit the meter and return to your vehicle to place a meter receipt.

For those who live or work in a metered district but can't reasonably use public transit or an existing garage, you'll be able to purchase a monthly parking permit at a discount. The permit allows users to park within three blocks in all directions.

Primary Action Item # 10: Establish the parking program as a separate enterprise fund and combine all parking related revenue streams into this fund.

- ▲ One of the big advantages that the City of Provo has the opportunity to leverage is the blank slate that currently exists related to program organizational and financial structuring.
- ▲ By aligning all related parking revenue streams into one parking enterprise fund, the City has the potential to achieve one of the most important goals of any parking program – the ability to create, over time, a truly self-supporting enterprise that can cover all its own operating and maintenance funding, the creation of parking maintenance reserves and ultimately the funding of future parking facility capital development projects.
- ▲ Parking revenues from the following sources should contribute to the parking enterprise fund:
 - Off-street parking revenues
 - On-street parking revenues (once implemented)
 - Parking enforcement revenues
 - Special event parking revenues
 - Parking management fees for management of private facilities (if applicable)
 - Future parking fee-in-lieu revenues (if applicable)
 - Future parking assessment district revenues (if applicable)
- ▲ Policies should be developed to define the appropriate use of parking revenues.
 - Generally speaking the following priorities are recommended related to the approved use of parking revenues:
 - Operations and maintenance
 - New technology acquisition
 - Parking facility maintenance reserves
 - TDM and mobility management support initiatives
 - New facility capital investments

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

City Finance and Legal Departments

Timeframe:

Establishment of the financial structure of the department should be an early priority.

PRIMARY ACTION ITEM # 10:

Establish the parking program as a separate enterprise fund and combine all parking related revenue streams into this fund.

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- On-street parking revenues (once implemented)
- Parking enforcement revenues
- Special event parking revenues
- Parking management fees for management of private facilities (if applicable)
- Future parking fee-in-lieu revenues (if applicable)
- Future parking assessment district revenues (if applicable)

Secondary Action Items

Action Item #S-1 – Stakeholder “Report Cards”

The Provo Parking Program should develop Parking Action Plan “Report Cards” or updates to keep the new Parking Advisory Board and community stakeholders informed and educated as to program development progress. These report cards or updates could involve the development of a concise set of parking program benchmarks that would be tracked over time.

Intended Results:

Progress reporting could also take the form of a simplified “Action Plan Report Card” for specific stakeholder groups. This format could also be combined with a feedback mechanism to create an ongoing mechanism for community input and program development/refinement.

Action Item #S-2 – Develop Specific Overflow and Event Management Parking Strategies

Overflow parking plans describe the management strategies that will be applied when parking facilities fill, for example, during special events, peak shopping periods, or temporary reductions in parking supply. Below are some possible components of an overflow parking plan:

- ▲ Provide signs with directions to alternative nearby parking facilities.
- ▲ Provide adequate traffic and parking management staff during peak periods. Additional staff may be hired for special events.
- ▲ Provide information on parking and travel options for special event participants, highlighting those that can be used to avoid parking problems. For example:
 - Brochures that show both parking facility locations and transit options for major cultural or religious events.
- ▲ Encourage travelers to shift mode or use remote parking during peak periods. Example – retail employees can be required to use remote parking facilities or alternative commute modes during holiday shopping seasons.

Action Item #S-3 – Parking/Access System Benchmarking

Identify a basic set of parking and access system benchmarks relevant to Downtown Provo and begin tracking. Document results/progress in an annual parking report.

Examples of recommended parking program benchmarks might include:

- ▲ Total Operating Cost per Space
- ▲ Total Revenue per Space
- ▲ Total Operating Costs per Parking Department FTE
- ▲ Total Revenue per Parking Department FTE
- ▲ Surface Parking Spaces as a Percent of Total Spaces

- ▲ Structured Surface Parking Spaces as a Percent of Total Spaces
- ▲ On-Street Parking Spaces as a Percent of Total Spaces
- ▲ Administrative Cost Per Space
- ▲ Administrative Costs as a Percent of Total Costs
- ▲ Security Costs per space
- ▲ Security Costs as a Percent of Total Costs
- ▲ Enforcement costs per metered space
- ▲ Enforcement costs per Citation Issued
- ▲ Percent of Citations Collected vs. Citations Issued
- ▲ Citation Revenue per Citation Issued
- ▲ Total Maintenance Cost per Space
- ▲ Total Maintenance Costs as a Percent of Total Costs

Intended Results:

Develop a baseline of parking operations measurements. Compare to peer cities. Track progress against baseline results and peer organizations. See Appendix 6: Recommended Parking Program Benchmarks

Action Item #S-4 – Parking Facility Warranty Management

Collect all parking facility warranties into a three ring binder or digital folder. Note all warranty expiration dates for items such as elastomeric coatings, expansion joints, etc. Place these dates in Outlook or other calendar programs used by the agency as a "tickler" to conduct a walkthrough inspection six months prior to warranty expiration. Schedule a representative of the contractor or manufacturer responsible to honor the warranty to participate in the inspection. Document inspection results with time and date stamped digital photos. Schedule repairs to warranty covered items prior to warranty expiration.

Intended Results:

Assure that warranty covered items are taken care of while still under manufacturer's warranty. Average cost savings per facility \$10,000 - \$20,000.

Action Item #S-5 – Energy Saving Options in Parking Facilities

Invest in some new parking facility lighting systems for enhanced illumination and energy savings. We encourage the City to also evaluate options such as placing roof top and outer bay parking facility lighting on separate circuits so that these lights can be placed on photocells to reduce energy consumption during daylight hours.

Intended Results:

Utility expenses are a major parking operating expense. Evaluate options to minimize on-going expenses in this category.

Action Item #S-6 – Develop an Internal Parking Program Operations Manual

As a primary staff training tool, develop parking facility operations manuals. Many systems have a separate manual for each facility or one common manual with individual facilities each given a chapter. Note: Sample parking operations manuals are provided in Appendices 16 and 17.

Intended Results:

Document specific equipment and policies per facility for staff training as well as to document operating policies/procedures.

Action Item #S-7 – Develop a Parking System Information Database/Become the Central Clearinghouse for Parking/Access Information

Monitor and track parking rates, availability, owners, operators, contact info, etc. for all parking resources in the downtown (both public and private). Coordinate and provide information relative to other transportation options. Consider providing this data on multiple downtown related websites.

Intended Results:

Become a one-stop information clearinghouse for all downtown parking and access information (both public and private).

Action Item #S-8 – Marketing Tie-ins for Parking to Special Events

Work closely with the Downtown Provo Inc. to promote parking tie-ins in conjunction with downtown special event promotions, downtown attractions/venues, etc.

Intended Results:

This strategy leverages the shared benefits of joint marketing opportunities and promotes new parking/access system branding and marketing campaigns. See Appendix 31 Parking Branding and Marketing Best Practices.

10. APPENDICES AND PARKING MANAGEMENT TOOLBOX

The following set of appendices provides a range of documents designed to support and augment the content of the Strategic Parking Management Plan. The content ranges from detailed parking occupancy counts to an extensive Parking Management Best Practices “Tool Kit” to sample policies related to specific elements identified during the current program assessment, etc.

The Provo parking program has a very solid base on which to build in terms of infrastructure, technology enhancements, etc. One of the major themes identified in the Strategic Parking Management Plan is the need to “master the fundamentals” of managing a municipal parking program. To this end, we have provided several documents that provide a comprehensive overview of the various elements that must be addressed to have a successful program. The section entitled: “The Characteristics of Effective Parking Programs” in the main report is an example of this.

We have also provided several very specific “tools” to help advance the Provo parking program in a number of operations focused areas. These tools range from a sample parking enforcement manual to a tool designed to critique and audit the existing enforcement program. Another example of an “operations focused tool” is a very detailed parking facility operations manual. In every case, the goal of providing these sample documents is for the Provo parking program to use them as a basis and guide for creating similar documents specific to their operation.

Finally, in anticipation that the City will authorize, recruit and hire a new Parking Director we have included several “white papers” on a number of topics that will hopefully put the new director on the path to success. Examples include: security, valet parking, in-lieu fees, tax increment financing, successful approaches to evaluating parking rates, etc.

It is our hope that these documents will provide valuable background information and practical tools to help advance and improve the Provo parking program as staff work to implement the primary recommendations contained in the Strategic Parking Management Plan.

Appendices & Parking Management Tool Kit Table of Contents

Introduction:

Provo is in a fairly unique position as it contemplates creating a new municipal parking program from the ground up. As such, these Appendices & Parking Management Tool Kit provide an extra set of tools, sample manuals, communications strategies and background materials to help the City develop a strong foundation and understanding of the breadth and complexities of a modern parking and access management program.

Some of these items will be immediately applicable and others anticipate issues that may arise if certain recommendations are implemented. In any case, we hope that you find these resources valuable as you begin to build your program.

Appendix 1

BYU Parking Data

Appendix 2

Community Engagement Strategy

Appendix 3

Sample Crisis Communication Plan

Appendix 4

Sample Parking Administrator Position Descriptions

Appendix 5

New Parking Manager Integration-Action Plan

Appendix 6

Recommended Parking Program Benchmarks

Appendix 7

Parking As an Economic Development Strategy

Appendix 8

Guidelines for Using Parking as an Economic Development Strategy

Appendix 9

Recommended Reading List for Parking Professionals - 2015

Appendix 10

Tax Increment Financing Whitepaper

Appendix 11

Developing a Retail Parking Support Strategy

Appendix 12

Parking Facility Maintenance Manual

Appendix 13

Parking Facility Maintenance Schedule

Appendix 14

Missoula Parking Commission Annual Report 2012

Appendix 15

Annual Parking Report Template

Appendix 16

Generic Parking Facility Rules and Regulations

Appendix 17

Sample Parking Garage Operations Manual

Appendix 18

Parking Enforcement Program Audit Checklist

Appendix 19

Sample Parking Enforcement Operations Manual

Appendix 20

Parking Management Best Practices Toolbox

Appendix 21

Parking Garage Security Whitepaper

Appendix 22

Consolidated System Financial Report

Appendix 23

ADA Parking Reform Reference Files

Appendix 24

Valet Parking Program Development

Appendix 25

IPI Emergency Preparedness Manual

Appendix 26

Residential Parking Permit Programs White Paper

Appendix 27

Parking Facility Design Guidelines

Appendix 28

Sample Meter Bagging Policies and Procedures

Appendix 29

BYU Capstone Project

Appendix 30

Parking In-Lieu Fees Whitepaper

Appendix 31

Parking Branding and Marketing Best Practices

Appendix 32

License Plate Recognition Whitepaper

Appendix 33

Parking Technology Overview and Peer Cities Review

Appendix 34

Parking Requirements Reform Whitepaper



Provo City Municipal Council

Staff Memorandum

Baching Overlay

October 17, 2017

Presenter <u>Jeremiah Maughan</u>	Item Short Title A discussion on the batching overlay (17-124)
Time for Presentation 30 min	Intended Outcome of Discussion/Requested Action
IssueFile # 17-124	Background Jeremiah Maughan would like to discuss the existing state of the batching singles ordinance and where it may possibly serve a purpose elsewhere in the city. He intends to discuss the difference between overlaying existing property versus making it available for new property. He also intends to talk about potential weaknesses in the existing ordinance based on how the particular demographic it services has changed over time.



Provo City Municipal Council

Staff Memorandum

Proposed Zoning Ordinance

October 17th, 2017

Item Short Title

A discussion on a proposed zoning ordinance amending Provo City Code 6.26.150 (17-104)

Intended Outcome of Discussion/Requested Action

Discussion only. The Council is scheduled to vote on this item at the November 14th Council Meeting.

Intent

- The purpose and intent of the proposed ordinance is to provide a tool to aid in the enforcement of, and compliance with, occupancy limits that are already in place under the laws in Provo.
 - The Zoning Compliance Council Committee was organized as a subcommittee of the Council after the Council set achieving Zoning Compliance as one of its top priorities in 2017.
 - The Committee was tasked with looking for legislative solutions to increasing compliance with current zoning laws, not with reexamining whether those current laws should be changed.
- Many of those commenting on the proposed rental disclosures ordinance have argued that the City's occupancy limits that are already in place are too restrictive.
 - That is a valid policy question, but not one addressed by the proposed ordinance.
 - Occupancy limits are common across the country and throughout the state.
 - The proposed ordinance does not address or alter Provo's occupancy limits in any way.
 - Provo's current limits were set by law years ago.
 - The proposed ordinance is intended to improve enforcement and compliance regardless of what the occupancy limit is.
 - Unless occupancy limits were abolished entirely, enforcement would still be needed and changing the current occupancy limit would not affect the effectiveness of, or need for, this tool.

Enforcement

- Over-occupancy is currently illegal under Provo's zoning laws.
 - Zoning violations are currently prosecuted as Class C misdemeanors.

- Although already illegal, prosecuting over-occupancy cases is time consuming and inefficient because of (1) a lack of cooperation by both landlords and tenants and (2) lack of knowledge about occupancy laws.
- The proposed ordinance has two primary purposes:
 - To require landlords to educate tenants; AND
 - To make enforcement more efficient against those purposefully engaging in currently illegal behavior.
 - It serves this latter purpose by making it harder for landlords to intentionally remain ignorant of the occupancy of their units and for tenants to claim ignorance of the occupancy limits

What it is not

- A proposal that affects current occupancy limits;
- An independent, perfect solution that solves all occupancy violations by itself; or
- An idea invented by the policy makers without input about what is needed to improve enforcement.

What it is

- A tool to be used, along with a variety of other tools, to improve zoning compliance and enforcement; and
- A proposal requested specifically by those in charge of enforcement based on their experience in actually prosecuting cases that addresses problems they face.

Changes to proposal

- The following changes have been made to the original proposal based on feedback and discussions with stakeholders:
 - Added a definitions section
 - Definition of owner includes agent
 - Use of defined terms streamlines the rest of the ordinance
 - Reduced requirement for a contract to a requirement for disclosures and occupancy acknowledgement
 - Reduced penalty from Class B misdemeanor to Class C (but it is enhanceable to a Class B for repeated offenses)
 - Included effective date of January 1, 2018

ORDINANCE 2017-.

**AN ORDINANCE ENACTING A NEW PROVO CITY CODE PROVISION
REGARDING RENTAL CONTRACTS. (17-104)**

WHEREAS, the Provo City Council's Zoning Committee has recommended that Provo City Code Section 6.26.150 (Contract Required) be enacted in order to establish requirements of landlords in disclosing zoning rules for the property as part of the written tenant contract; and

WHEREAS, the action is also intended to clearly define the tenants' rights and responsibilities in a document provided by Provo City; and

WHEREAS, the Zoning Committee reasons that this action will educate tenants and landlords and facilitate better zoning self-enforcement; and

WHEREAS, on August 29, 2017, September 19, 2017, and October 3, 2017, the Municipal Council held duly noticed public meetings to ascertain facts regarding this matter, which facts are found in the meeting records; and

WHEREAS, after considering the Zoning Committee's recommendation and facts and comments presented to the Municipal Council, the Council finds (i) Provo City Code Section 6.26.150 should be enacted as recommended by the Zoning Committee and (ii) this action, as set forth below, reasonably furthers the health, safety, and general welfare of the citizens of Provo City.

NOW, THEREFORE, be it ordained by the Municipal Council of Provo City, Utah, as follows:

PART I:

Provo City Code Section 6.26.150 is hereby enacted as shown in the attached Exhibit A.

PART II:

- A. If a provision of this ordinance conflicts with a provision of a previously adopted ordinance, this ordinance shall prevail.
 - B. This ordinance and its various sections, clauses and paragraphs are hereby declared to be severable. If any part, sentence, clause or phrase is adjudged to be unconstitutional or invalid, the remainder of the ordinance shall not be affected thereby.

42 C. The Municipal Council hereby directs that the official copy of the Provo City Code be
43 updated to reflect the provisions enacted by this ordinance.

44

45 D. This ordinance shall take effect on January 1, 2018.

46

47 END OF ORDINANCE.

DRAFT

EXHIBIT A

6.26.150. Contract Required.

(1) For purposes of this section, the following definitions shall apply:

(a) "Owner" includes any duly authorized agent of a property owner, including an authorized property manager, but does not include a tenant or sublessor.

(b) "Tenant" includes any lessee and/or sublessee.

(c) "Contract" means, at a minimum, a document executed by both the owner and one or more tenants that meets the requirements in subsection (4). It need not contain any additional terms to meet the requirements of this section.

(d) "Rental dwelling" has the meaning defined in Provo City Code Section 6.02.010, but also includes a mobile home rental dwelling as defined in that section.

(2) Every owner of a rental dwelling shall have a written contract with each adult tenant.

(3) Every adult tenant shall have a written contract with the owner of any rental dwelling.

(4) The contract shall contain the following:

(a) a copy of the rental dwelling license application approval letter for that property;

(b) a copy of the Tenants' Rights and Responsibilities document provided by Provo City; and

(c) an acknowledgement by both owner and tenant of tenant's lease of the premises.

(5) The owner shall make the contract available to Provo City officials upon request when reasonable cause exists to believe that there is a violation of this section.

(6) It shall be unlawful for any owner, tenant, or other individual to violate the requirements of this section.

(7) Any owner, tenant, or other individual who intentionally, knowingly, or recklessly violates this section shall be guilty of a Class C misdemeanor.

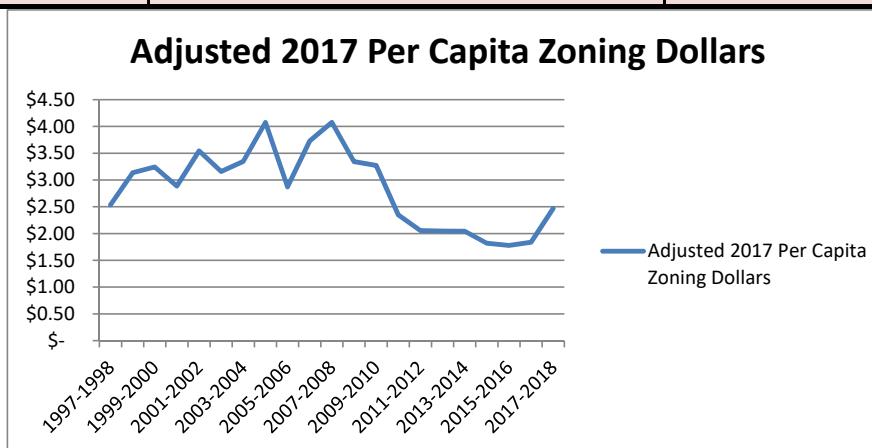
(a) No person shall be in violation of this section unless he intends a violation, is aware that his conduct is reasonably certain to cause a violation of this section, or is aware of, but consciously disregards, a substantial and unjustifiable risk that his conduct will result in a violation of this section.

(b) A person shall not be held liable if a violation of this section results from his criminal or simple negligence.

(c) A second or subsequent conviction under this section shall be a Class B misdemeanor.

(d) For purposes of this section, a plea of guilty or no contest to a violation of this section, which plea is held in abeyance under Utah Code Title 77, Chapter 2a, Pleas in Abeyance, is the equivalent of a conviction, even if the charge has been subsequently reduced or dismissed in accordance with the plea in abeyance agreement.

Fiscal Year	Est. Population	Actual Total Zoning Enforcement Expenditures	Zoning Expenditures Adjusted to 2017 Dollars	Adjusted 2017 Per Capita Zoning Dollars
1997-1998	106,614	\$ 175,046	\$ 270,126	\$ 2.53
1998-1999	108,875	\$ 224,639	\$ 341,294	\$ 3.13
1999-2000	110,690	\$ 240,193	\$ 358,928	\$ 3.24
2000-2001	105,664	\$ 209,738	\$ 305,063	\$ 2.89
2001-2002	106,950	\$ 270,327	\$ 379,043	\$ 3.54
2002-2003	108,783	\$ 247,746	\$ 343,458	\$ 3.16
2003-2004	110,575	\$ 273,911	\$ 370,118	\$ 3.35
2004-2005	111,718	\$ 343,317	\$ 455,134	\$ 4.07
2005-2006	115,135	\$ 256,812	\$ 330,636	\$ 2.87
2006-2007	116,217	\$ 349,880	\$ 433,193	\$ 3.73
2007-2008	117,791	\$ 395,720	\$ 479,986	\$ 4.07
2008-2009	118,468	\$ 340,536	\$ 396,097	\$ 3.34
2009-2010	119,775	\$ 336,997	\$ 391,863	\$ 3.27
2010-2011	112,945	\$ 234,095	\$ 265,243	\$ 2.35
2011-2012	114,681	\$ 211,340	\$ 235,616	\$ 2.05
2012-2013	115,451	\$ 218,267	\$ 236,422	\$ 2.05
2013-2014	116,366	\$ 222,960	\$ 237,715	\$ 2.04
2014-2015	114,793	\$ 198,973	\$ 208,843	\$ 1.82
2015-2016	115,123	\$ 194,954	\$ 204,807	\$ 1.78
2016-2017	116,868	\$ 207,364	\$ 214,893	\$ 1.84
2017-2018	116,567	\$ 287,620	\$ 287,620	\$ 2.47



ENFORCEMENT PROCEDURES FOR **OVER-OCCUPANCY**

Current Process

Proposed Process

STEP 1

The City Zoning Office receives a complaint that a property is over-occupied.

The City Zoning Office receives a complaint that a property is over-occupied.

STEP 2

An investigation occurs.

An investigation occurs.

STEP 3

If evidence substantiates over-occupancy, the City sends a Notice of Violation.

If evidence substantiates over-occupancy **OR violation of the contract ordinance**, the City sends a Notice of Violation.

STEP 4

If non-compliant, the case gets referred to the Legal Office, and a 30-day warning letter is sent.

If non-compliant, the case gets referred to the Legal Office, and a 30-day warning letter is sent.

STEP 5

If non-compliant, criminal charges are filed.

If non-compliant, criminal charges are filed.

Provo City Power

Staff Memorandum

Above 25 kW Distributed Generation

10/17/17

Department Head Travis Ball 801-852-6801	Purpose of Proposal <ul style="list-style-type: none">Allow commercial and industrial customers to interconnect distributed generation with utility system at over 25 kW.
Presenter Travis Ball 801-852-6801	Action Requested <ul style="list-style-type: none">Modify City Code 12.03.080 to allow generation of electric energy greater than 25 kW.
Required Time for Presentation 15 minutes	Relevant City Policies <ul style="list-style-type: none">See above Budget Impact <ul style="list-style-type: none">Revenue neutral
Is This Time Sensitive Yes / No	Description of this item (at least 2 paragraphs) <p>This is to help Council Members to have a clear understanding of what your item is. The UMPA board met on September 27th and approved the concept for providing a way for commercial and industrial customers to install solar greater than 25 kW. The idea is to let customers sell all of their generation to UMPA under a Power Purchase type agreement and the city would continue to provide all power to the customer utilizing the existing retail rate. This would incentivize solar installations while protecting utility and city budgets taking into consideration transfers.</p> <p>The City code would need to be modified in order to allow this to take place. It will also need to change in order for BYU to complete installation of their Combined Heat and Power generator on campus and interconnect the Olmsted Hydro plant located at the mouth of the canyon to Provo City Power.</p>
Case File # (if applicable) XX-XXX	

	<p>Compatibility with the General Plan policies, goals, and objectives:</p>
--	--

How does your proposal/project help fulfill elements of the General Plan? Please reference specific paragraphs and/or sections from the plan, including relevant implementation steps from Chapter 13.

- Allows large customers to participate in green technologies.

UTAH MUNICIPAL POWER AGENCY AND MEMBER CITY

SOLAR POWER PROGRAM PROGRAM GUIDELINES

A. Overview of Program.

This Solar Power Program (Solar Program) gives Commercial and Industrial Customers the opportunity to sell Solar Power to Utah Municipal Power Agency (Agency) under a long-term power sales contract. This Solar Program is designed solely for Commercial and Industrial Customers located within the Member Cities that are 1) in good standing with the Member Electric Utility; 2) build and operate solar generating facilities greater than 25 kW and less than 750 kW, and 3) are willing to comply with the terms and condition of this Solar Program.

The Agency is looking for clean renewable electric power to supplement its power supply to its members. This Solar Program gives Customers the opportunity to tap the potential of solar generation to help supply a portion of the Customer's energy and demand with the support of the Agency and Member Electric Utility.

This Solar Program applies to a Solar Facility that is located at the Customer's Service Address and that has a total capacity of more than 25 kW and not greater than 750 kW. Solar customers with smaller solar generators of less than 25 kW must comply with the Member Electric Utility's Net-Metering Policy. The Agency and its Member Electric Utility currently do not have a policy permitting interconnection of solar generators having a capacity of more than 750 kW. Solar Projects greater than 750 kW will be considered on a case-by-case basis.

The Agency is an all requirements supplier of electricity to its Member Cities of Levan, Manti, Nephi, Provo, Salem and Spanish Fork. For purposes of this Solar Program, the Agency will be the buyer of all solar generation from the Customer. The Agency's Member Electric Utility will continue to be the seller of all electricity at its current and applicable electric rate for the Customer.

The capitalized terms in this Solar Program, its Guidelines, and attachments are defined in Attachment A.

The Agency will accept applications under this Solar Program on a first-come, first-served basis. The Agency may, at any time, cease to accept applications and no longer offer this Solar Program, or modify the solar rate for any reason. The Application Form is attached as Attachment B.

Upon approval of the Application, the Customer will execute a Solar Power Sales Agreement (Power Sales Agreement) as shown in draft form as Attachment C. This requires the Agency to purchase and the Customer to sell all the electricity delivered to the system from the Solar Facility for the estimated useful life of the Facility or to the term of the

Power Sales Agreement. The Agency will receive all renewable energy credits associated with the generation as a condition of the Power Sales Agreement.

In addition, the Customer will execute an Interconnection Agreement (Interconnection Agreement) as shown in draft form as Attachment D. This provides for the Customer Solar Facility's design specifications and interconnection to the Member Electric Utility's System. The Interconnection Agreement provides for the installation of a Production Meter, which is a separate meter that measures the generation from the Solar Facility. The Solar Power delivered to the Agency is a source of power like any other source of power generated or purchased by the Agency.

The Customer's sale of Solar Power to the Agency and interconnection to the Member Electric Utility's system does not change the Customer's electric bill and rate from the Utility. The Member Electric Utility will continue to sell and the Customer will continue to buy retail electricity in the same manner and at the same rate as the Customer did prior to entering the Solar Program. This electricity will be measured through the Customer's Service Meter.

The Agency will pay for all electricity generated under this Solar Program at the following Rate: \$.0622/kWh. This Rate and Solar Program is subject to change at the sole discretion of Agency's Board of Directors and by any participating Member City. However, any approved and executed agreements with Customers will be subject to the terms and conditions, including the agreed upon Rates for the term of the Agreements.

B. System and Circuit Limitations on Renewable Energy Connections.

The Member Electric Utility's System and the individual circuits within the System are sized for safe and efficient delivery of power. The addition of Renewable Generation can possibly overload and damage the System's equipment because of, among other things, the dramatic and unpredictable fluctuations in the production from Renewable Generation. Therefore, the Agency and its Member may reject a Solar Facility if the Facility would exceed the limitations of the System as a whole or the individual circuit that serves the proposed Solar Facility. In such a case, the Customer may request from the Agency and its Member, at the Customer's expense, a system study that identifies System Upgrades that may resolve these limitations. The Agency and its Member, in their discretion, may approve the Solar Facility based upon the Customer paying for the system study and any recommended System Upgrades.

Because of these system and circuit limitations, completed Applications are accepted and considered on a first-come first-served basis. A completed Application includes all supporting documentation and information reasonably requested by the Agency.

C. Terms of Sales Agreement and Interconnection Agreement.

It is anticipated that the Agreements executed by the Parties will be substantially the same as these drafts. However, the Agency's General Manager and Member Electric Utility's Manager have the authority to modify the terms of a specific Agreement to

address a Customer's or Member's special circumstances without materially changing the framework, intent, and terms of the draft Agreements.

D. Sales Price for Energy Produced by Customer's Solar Facility.

The Rate for the energy from the Customer's Solar Facility is based on an assessment of the benefits and avoided costs that solar generation provides to the Agency. Through this assessment, the Agency seeks to assure that the Customer with a Solar Facility is not subsidizing or being subsidized by other Customers.

Having assessed these benefits and avoided costs, the Agency determines a value for the Solar Power and sets an energy rate, expressed in cents per kilowatt-hour (kWh). The energy rate is based on the typical design standards, location, and normal generation curves for solar production in this region. The Agency's General Manager may lower the Rate if the solar production can be shown that it does not adhere to the design factors, standards, and specifications used in the assessment study.

E. Steps in Program Approval and Installation Process.

The following is a summary of the steps that the Customer must complete to qualify for and participate in the Solar Program:

1. Submission of Application and Application Fee. The Customer submits a completed Application (Attachment B) and pays the Application Fee. The completed Application includes all information required by the Application and its instructions, including the design of the Solar Facility

2. Preliminary Engineering Review. The Agency and its Member City will review the Application and supporting documentation to determine whether the Solar Facility would exceed the Member's System and circuit limitations and to identify any System Upgrades that would permit the safe and efficient interconnection of the Facility. The cost of the preliminary engineering review is included in the Application Fee.

3. Design Review and Approval. Upon completion of the preliminary engineering review, the Agency and its Member will complete its design review and will notify the Customer: (a) that the Application has been approved subject to reasonable conditions including the installation of System Upgrades at the Customer's expense or (b) that the Application has been rejected and the reasons for the rejection.

4. Post-Application Approval - Agreements and Fees.

a. The Customer will execute the Power Sales Agreement and Interconnection Agreement that govern the construction, operation, and maintenance of the Solar Facility and the purchase and sale of the Solar Power. The executed Agreements shall govern the parties and supersede and replace these Guideline and description of the Solar Program except to the extent that the Agreements incorporate the Solar Program and its Guidelines.

b. The Customer pays the Member Electric Utility for the estimated cost to make required System Upgrades.

5. Construction of Facility and System Upgrades. The Customer constructs the Solar Facility in a manner consistent with the approved design, the Agreements, Interconnection Standards, industry standards for solar facilities, and applicable building and electrical codes. The Member City constructs the System Upgrades, if any.

6. Testing and Permit to Operate. Upon completion of construction, the Customer tests the Solar Facility to insure compliance with Agreements including applicable codes and submits proof of compliance to the Agency and its Member. If the Facility is in compliance, the Agency and its Member will issue a Permit to Operate and install the Production Meter. The Customer may then close the disconnection switch and begin production.

7. Operation and Maintenance. The Customer and the Agency and its Member will operate and maintain their respective facilities in a manner consistent with the Agreements including Manufacturer Directions and applicable electric codes.

8. Sale/Purchase of Power. As provided in the Power Sales Agreement, the Customer shall sell and the Agency shall purchase all Solar Power delivered from the Facility for the Agreement's term.

F. Qualifications to Participate in Solar Program.

A Customer wishing to participate in the Solar Program must satisfy the following requirements:

1. Commercial or Industrial Class Customer. The Customer must be in good standing as a Commercial or Industrial Class of Customer within the Member City and remain as such class of Customer at the location of the Solar Facility during the term of the Agreements.

2. Technical/Operational Expertise. The Customer must provide documentation showing that the Customer's project development team is qualified to design, construct, operate, and maintain the Solar Facility.

3. Solar Generator Capacity. The proposed Solar Facility must be a solar photovoltaic generator with a capacity of not less than 25 kW or greater than 750 kW. The Solar Facility must be equipped with a smart inverter that permits remote control by the Agency.

4. Agency System and Circuit Limitations. Aggregate total Renewable Generation permitted on the Member Electric Utility's System is 15% of the System's peak demand and on individual circuits is 15% of the circuit's peak demand. If the proposed Solar Facility exceeds either of these limitations, the Customer may pay the cost of System

Upgrades to mitigate the system or circuit impacts of the Solar Facility. In some cases, these system and circuit limitations may prevent additional Solar Facilities from being connected to the System or a circuit.

5. **Solar Facility Location and Land Use Compliance.** The Solar Facility shall be located on property: (a) where the Member City provides the Customer retail service, (b) that Customer owns or has the right to use for the Solar Facility for not less than the Facility's estimated useful life, and (c) that the land use authority or other governmental authority has approved as a location for a Solar Facility.

6. **Application, Agreements, and Fees.** The Customer must: (a) submit a completed Application including all supporting documentation and any additional information reasonably required by the Agency and its Member, (b) execute and deliver, upon the approval of the Application, a Sales Agreement and Interconnection Agreement, and (c) must timely pay all fees and costs due the Agency and Member City.

7. **Construction, Operation, and Maintenance of Solar Facility.** The Customer shall, at its own cost: (a) construct, operate, and maintain the Solar Facility in a manner consistent with the Agreements, Interconnection Standards, and the Program Standards including all applicable permitting, building codes, planning and land use requirements, and (b) deliver and sell all of the output from the Solar Facility to the Agency.

8. **Insurance.** The Customer shall provide proof of liability insurance appropriate for the size of the Solar Facility. A certificate of insurance shall name the Agency and Member City as additional insureds.

9. **Permit to Operate.** The Customer shall notify the Agency and Member City of completion of the Solar Facility and provide proof that the Facility was constructed and operates in compliance with the Agreements. If the Solar Facility is in compliance, the Agency and Member City will install the Production Meter and will issue a Permit to Operate. The Customer may then close the disconnect switch and operate the Facility connected to the System.

G. Disconnection and Discontinuance of Service.

The Agency and Member City may disconnect the Solar Facility if its operation is not consistent with the Agreements or adversely affects other customers. In addition, the Agency and Member City may disconnect the Solar Facility if the Customer transfers the Facility or the property where the Facility is located, unless the new owner satisfies the Program requirements and acknowledges and accepts the terms and conditions of the Agreements and has qualified personnel to operate the Solar Facility.

H. Customer Fees and Costs.

There is a cost to the Agency and Member Cities for implementing, administering, and managing the program and systems impacts. These costs are not fully recovered in the proposed fees and represent a reasonable portion and accounting for said services. The

Member City may have other building, inspection, and administrative fees not included in the Solar Program. We advise the Customer to contact the City building and permitting office prior to the start of their project to learn all the costs and procedures.

The following fees are approved by the governing boards of the Agency and Member City:

1. Application Fee. The Application Fee is \$300. This fee is to accompany the completed Application (Attachment B) from the Customer to Member City. This Application Fee may be waived at the sole discretion of Member City for any non-profit or governmental Customers. The fee may be changed from time to time by the Agency and Member City.

2. Engineering Fee. The cost of engineering to review the application and system impacts will be covered in the Application Fee.

3. System Upgrade Costs. The costs for upgrading the electrical system will be determined during the Application review and returned to the Customer in the approved Application. The System Upgrade Costs will be paid to the Member City in advance of starting any work by the Customer.

4. Final Inspection and Commissioning Fees. Prior to connecting the Solar Facility to the electric system and commencing operation, the Customer must request and pay a final inspection fee of \$200 to Member City. This inspection fee may be waived at the sole discretion of Member City for any non-profit or governmental Customers.

5. Additional Engineering and Inspection Fees. If Member City occurs additional engineering, inspecting, processing or unusual expenses during the construction and commissioning of the Customer's Solar Facility, the Customer will be invoiced and reimburse Member City prior to connecting the Solar Facility for actual expenses of said additional services.



Provo City Planning Commission

Report of Action

October 11, 2017

- ITEM 1* Provo City Economic Development Department requests amendments to the General Plan text for the Spring Creek Neighborhood to allow for SLU#6614 Contract Construction Services and Heavy Manufacturing (M-2) Zoning, located at approximately 4000 South 2300 East. Current zoning is Planned Industrial Commercial (PIC). **Spring Creek Neighborhood.** 17-0004GPA, Austin Corry, 801-852-6413
-

The following action was taken by the Planning Commission on the above described item at its regular meeting of October 11, 2017:

RECOMMEND APPROVAL

On a vote of 4:1, the Planning Commission recommended that the Municipal Council approve the above noted application.

Conditions of Approval:

1. That the text “within a park-like atmosphere” remain in the language.
2. That the proposed new text be modified to apply only the southern portion of the Mountain Vista Business Park.

Motion By: Dave Anderson

Second By: Brian Smith

Votes in Favor of Motion: Dave Anderson, Deon Turley, Brian Smith, Shannon Ellsworth

Votes Opposed: Deborah Jensen

Deborah Jensen was present as Chair. Andrew Howard abstained.

- Includes facts of the case, analysis, conclusions and recommendations outlined in the Staff Report, with any changes noted; Planning Commission determination is generally consistent with the Staff analysis and determination.

RELATED ACTIONS

Item 2 and 3 of the same 11 October 2017 Planning Commission agenda relates. See 17-0013R and 17-0019PPA.

DEVELOPMENT AGREEMENT

- May apply with future approvals if the Council determines it is necessary.

STAFF PRESENTATION

The Staff Report to the Planning Commission provides details of the facts of the case and the Staff's analysis, conclusions, and recommendations.

NEIGHBORHOOD MEETING DATE

- City-wide application; all Neighborhood Chairs received notification.

NEIGHBORHOOD AND PUBLIC COMMENT

- The Neighborhood Chair was present /addressed the Planning Commission during the public hearing.
- This item was City-wide or affected multiple neighborhoods.
- Neighbors or other interested parties were present or addressed the Planning Commission.

CONCERNS RAISED BY PUBLIC

Any comments received prior to completion of the Staff Report are addressed in the Staff Report to the Planning Commission. Key issues raised in written comments received subsequent to the Staff Report or public comment during the public hearing included the following:

- Mary Millar, Spring Creek Neighborhood Chair raised a concern that the proposed text amendment did not serve the public purpose. She favored the development if the M2 zone being requested could be modified to better align with the General Plan for creating a park-like atmosphere.
- Jamie Evans contested that regardless of the applicant's claims, concrete crushing creates a large amount of dust that would become a nuisance to surrounding properties. He noted that if the Cities new vision for the area was to have heavy industrial which permits concrete crushing, he would be looking to expand his operation. He asked that the City consider the existing users and original intent of the business park and maintain that path.
- Steve Hall, representing Vanderhall properties, objected to the application because dust and emissions from this proposed use would inhibit his project which is just preparing to break ground. He contested that the proposed amendment, and corresponding project, is contradicting the premise under which they purchased property in the park.
- Steve Turley stated there is no better use and no better business that could go in this location. His position is that any development helps to encourage additional investment in adjacent properties.

APPLICANT RESPONSE

Key points addressed in the applicant's presentation to the Planning Commission included the following:

- Dixon Holmes, Economic Development Director, presented an extensive history of the cleanup efforts that have taken place on the property to make it possible for sale.
- The Planning Commission asked various questions regarding the potential for other uses that would be more applicable to the existing General Plan such as light industrial or office. Mr. Holmes stated that there is no other interest in this property and that this proposal is to allow a 20-30 year operation until the land value is such that something with a higher and better use can take its place.
- Paul Washburn, applicant, explained the safety measures that would be put in place as part of the operation including additional acceleration and deceleration lanes on SR 75. He also stated that sound and dust mitigation that would be built around the crushing operation.
- Mr. Washburn stated that the concrete crushing would be on a very limited basis, perhaps a few times a year, but that if he isn't permitted to do it, the project is a bust. He noted that they are proposing a four foot berm and six foot wall to screen the property from adjacent uses.

PLANNING COMMISSION DISCUSSION

Key points discussed by the Planning Commission included the following:

- Shannon Ellsworth noted that the Spring Creek area, specifically this southern portion, holds a great potential as the gateway to the City. Ms. Ellsworth raised the concern that the proposed General Plan amendment seemed contradictory to the real vision. She questioned staff as to what the vision for the area is. Mr. Corry responded that the current vision is the existing General Plan and Southeast Neighborhoods Plan, but that this larger policy question is being asked for reconsideration by the Council. The Council's decision in this matter could largely affect the future effectiveness of the plans as they stand.
- Dave Anderson acknowledged that few parties would consider this to be an acceptable use to have "next door," but that it is still important for the City to consider where appropriate places for these are. Mr. Anderson asked staff if any other sites would be more suitable. Mr. Corry responded that staff is unaware of any other sites that would be any less controversial than the one being proposed.
- Deon Turley shared the concerns stated by Ms. Millar that the proposal is not following existing plans. Ms. Turley stated that the proposed language is written too vague and undermines the existing plans.

- Deborah Jensen stated that she believed the existing planning documents to be correct and that the proposed use and corresponding changes are short-sighted.
- The Planning Commission discussed the importance of looking at the context of the area.
- The Commission questioned Mr. Holmes about the potential he saw for the property to become something better.
- Brian Smith noted that the specific project request seemed appropriate and for that reason he would be willing to support it, but shared the sentiment that the language should specify that this is really only an allowance for this one project and the remaining area should move forward as previously envisioned.



Director of Community Development

See Key Land Use Policies of the Provo City General Plan, applicable Titles of the Provo City Code, and the Staff Report to the Planning Commission for further detailed information. The Staff Report is a part of the record of the decision of this item. Where findings of the Planning Commission differ from findings of Staff, those will be noted in this Report of Action.

Legislative items are noted with an asterisk (*) and require legislative action by the Municipal Council following a public hearing; the Planning Commission provides an advisory recommendation to the Municipal Council following a public hearing.

Administrative decisions of the Planning Commission (items not marked with an asterisk) **may be appealed** by submitting an application/notice of appeal, with the required application and noticing fees, to the Community Development Department, 330 West 100 South, Provo, Utah, **within fourteen (14) calendar days of the Planning Commission's decision** (Provo City office hours are Monday through Thursday, 7:00 a.m. to 6:00 p.m.).

BUILDING PERMITS MUST BE OBTAINED BEFORE CONSTRUCTION BEGINS



Planning Commission Staff Report General Plan Amendment

Hearing Date: October 11, 2017

- ITEM 1*** Provo City Economic Development Department requests amendments to the General Plan text for the Spring Creek Neighborhood to allow for SLU#6614 Contract Construction Services and Heavy Manufacturing (M-2) Zoning, located at approximately 4000 South 2300 East. Current zoning is Planned Industrial Commercial (PIC). **Spring Creek Neighborhood.** 17-0004GPA, Austin Corry, 801-852-6413

<p>Applicant: Provo City Economic Development Staff Coordinator: Austin Corry</p> <p>Property Owner: Redevelopment Agency of Provo Parcel ID#: 230210048, 230210015, 230010166</p> <p>Current General Plan Designation: Industrial (I) Proposed General Plan Designation: Industrial</p> <p>Current Zone: Planned Industrial Commercial (related casefile 17-0013R request for Heavy Industrial M2)</p> <p>Acreage: 62.63</p> <p>Number of Properties: 1</p> <p>*Council Action Required: Yes</p> <p>Related Application(s): 17-0013R, 17-0019PPA</p> <p>ALTERNATIVE ACTIONS</p> <ol style="list-style-type: none">1. Continue to a future date to obtain additional information or to further consider information presented. <i>The next available meeting date is October 25, 2017, 5:30 p.m.</i>2. Recommend Denial of the proposed General Plan Map and text amendments. <i>This would be a change from the Staff recommendation; the Planning Commission should state new findings.</i>	<p>Current Legal Use: Vacant – zoned for Planned Industrial Commercial</p> <p>Relevant History: The property was originally the site of the Columbia Steel Mill which has been abandoned for decades. Provo City Economic Development has been in the process of remediating the site for future development. More detailed history is provided in the attached applicant response.</p> <p>Neighborhood Issues: No concerns have been raised to staff prior to this report. No response to this request has been received from the neighborhood chair.</p> <p>Summary of Key Issues:</p> <ul style="list-style-type: none">• The subject property is under consideration for a zone change from Planned Industrial Commercial to Heavy Industrial.• The proposed zone change is in conflict with written policies found in the General Plan and Southeast Neighborhoods Plan. <p>Staff Recommendation: That the Planning Commission Recommend Approval of the proposed General Plan text amendments, as presented in the Staff Report or with changes. <i>This action would be consistent with the recommendation of the Staff Report. Any changes should be stated with the motion.</i></p>
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OVERVIEW

The applicant has provided a detailed history in the attached applicant language. In summary, Provo City Economic Development has been tasked to remediate a hazardous industrial site and eventually sell the property for tax-producing industrial property.

The Mountain Vista Business Park is currently zoned Planned Industrial Commercial and the existing General Plan language speaks to developing this land as an “up-scale business park” with robust landscape standards and master-planned development patterns. Presently, Sunroc Corporation has been in negotiation with Provo City to purchase and use the southern-most portion of this business park for a storage and transfer facility for gravel and recycled concrete.

The land use associated with this proposal is in conflict with language found in both the General Plan and the Southeast Neighborhoods Plan. As such, Provo City Economic Development proposes the following text changes as shown in ATTACHMENT #1.

FINDINGS OF FACT

1. The subject property is zoned Planned Industrial Commercial.
2. The subject property is currently owned by the Redevelopment Agency of Provo City.
3. The Sunroc Corporation would like to purchase the subject property if they can use it as a storage facility for gravel and recycled concrete.
4. A heavy industrial use such as that requested is not consistent with certain goals and policies of the General Plan, therefore, amendments to the General Plan text are necessary.

STAFF ANALYSIS

1. Provo City Code Section 14.02.020(2) sets forth the following guidelines for consideration of general plan amendments:

| Before recommending an amendment to this Title, the Planning Commission shall determine whether such amendment is in the interest of the public, and is consistent with the goals and policies of the Provo City General Plan. The

following guidelines shall be used to determine consistency with the General Plan:

- (a) *Public purpose for the amendment in question.*

Response: The proposed text amendment would establish policies that would facilitate easier zone map amendment processes for heavy industrial uses.

- (b) *Confirmation that the public purpose is best served by the amendment in question.*

Response: The proposed use would bring the existing underutilized property into a tax producing property which would provide jobs and add to the City tax base.

- (c) *Compatibility of the proposed amendment with General Plan policies, goals, and objectives.*

Response: The proposed amendment does not suggest altering the language much beyond the existing policies, but rather adds some leniency to suggest the policy may not be a hard line. The City should consider the existing language to determine whether it establishes the current vision of the Mountain Vista Business Park as well as the ability for the Planned Industrial Commercial zone in implementing that vision.

- (d) *Consistency of the proposed amendment with the General Plan's "timing and sequencing" provisions on changes of use, insofar as they are articulated.*

Response: The proposed amendment facilitates improvements to the Mountain Vista Business Park now rather than waiting for another offer to be made. No specific policies have been established to indicate a timeline for the existing policies to be achieved.

- (e) *Potential of the proposed amendment to hinder or obstruct attainment of the General Plan's articulated policies.*

Response: The proposed amendment could set precedence for deviating from the established policies for the Mountain Vista Business Park to be a master-planned, well landscaped, industrial

park. If this is the deviation desired, the City should consider evaluating the future and vision for the remainder of Business Park.

- (f) *Adverse impacts on adjacent land owners.*
Response: There will likely be some adverse impacts to adjacent properties as a heavy industrial use such as the one proposed will produce heavy truck traffic and dust.
- (g) *Verification of correctness in the original zoning or General Plan for the area in question.*
Response: In the case of the Sunroc property, the original zoning does not permit the heavy industrial uses being proposed. As such, a rezone proposal is being included in a concurrent request. The city should consider the PIC zoning for the Mountain Vista Business Park as a whole. Either 1) the PIC zoning should be amended since it lacks the regulation of achieving the vision established in the General Plan as noted in the Southeast Neighborhoods Plan, or 2) the General Plan and Southeast Neighborhoods Plan should be amended to acknowledge a less robust, more typical industrial park development, such as is common with light manufacturing (M1) zoning.
- (h) *In cases where a conflict arises between the General Plan Map and General Plan Policies, precedence shall be given to the Plan Policies.*
Response: No conflicts exist, although the text calls for much higher landscape and development standards than the more simplified map designation suggests. If the proposed text is adopted, the Southeast Neighborhoods Plan Future Land Use Map should be amended to reflect the proposed zoning of this site.

CONCLUSIONS

The proposed changes to the General Plan text would establish policies that support a rezone from Planned Industrial Commercial (PIC) to Heavy Industrial (M2). The city should consider the established vision of the Mountain Vista Business Park and determine the long-range intent for the area. Future, more robust amendments to the General Plan and Southeast Neighborhoods Plan would be anticipated in order to reflect this alternative direction.

STAFF RECOMMENDATION

That the Planning Commission **Recommend Approval** of the proposed General Plan text amendments, as presented in the Staff Report or with changes.

ATTACHMENT #1 – Proposed General Plan Text Amendment

Provo City General Plan, Chapter 6, Key Land Use Policies

...

Southeast Area Guiding Principles, Policies and Goals

Private Property Policies

...

9. Area A should consist of a mix of uses, including residential, retail and offices, with a focus on residential. Area B should be developed with a mix of light industrial, **limited locations of heavier industrial or transportation related business uses along major traffic corridors, such as S. R. 75** and limited residential uses with a master development plan. This area includes the Mountain Vista Business Park development.

...

Spring Creek Neighborhood

...

3. Ironton should be developed as **a~~n upscale~~ business park**, with industrial and commercial uses. **~~within a park-like atmosphere. The City should look for an anchor project, which may include a significant civic or recreational facility, to establish an identity for the planned commercial/industrial park.~~** Ironton Boulevard should be connected to Larsen Parkway, and a traffic control signal should be placed at **Valley Vista**, Ironton Boulevard **or Mountain Vista View** Parkway and South State Street, for the benefit of both the Spring Creek and Provost South businesses and residents. **On a limited basis it may be acceptable to allow for more intense industrial or transportation related businesses along major traffic corridors, such as S.R. 75.**

Excerpt from page 18, Land Use Section of the Adopted Southeast Neighborhoods Plan

INDUSTRIAL/MANUFACTURING PLANNED INDUSTRIAL COMMERCIAL (PIC) The Mountain Vista Industrial Park has gone through extensive cleanup efforts by the City to create a place ready for development. The area is poised well for revitalization and should place a high priority on the perception the zone provides to those viewing the area from State Street. Open space and landscaping requirements for this zone should be modified to align better with the original intent of the zone. Although new applications of this zone are not recommended as part of this plan, the areas currently zoned for this type of development should be considered when

analyzing the effectiveness of the zoning ordinance. Recommendations to improve the current zoning regulation include increased landscape requirements, enhanced architectural guidelines, and incentives to encourage greenroof construction or screening when viewed from State Street. Although the uses in this area are industrial, the aesthetics of the area can create an inviting atmosphere for those who pass by. Attractive buildings and landscaping can encourage a positive work environment as well which can help to increase the quality of life for the new workforce that could be drawn to this area. **On a limited basis it may be acceptable to allow for more intense industrial or transportation related businesses along major traffic corridors, such as S.R. 75.**

ATTACHMENT #2 – Applicant Request for General Plan Text Amendment

Brief History –

Provo City acquired a 57 acre parcel of ground in 1983 from the WESTDEUTSCHE LANDES BANK GIROZENTRALE NY BRANCH for the original purpose of potentially building an electrical power generation facility for Provo City power needs. In 1998 the parcel was transferred to the Provo Redevelopment Agency. There are two additional smaller parcels of ground that bring the total site in question to about 63 acres. This parcel is part of a larger area consisting of 300 acre bounded by the Union Pacific rail road tracks on the west, South State Street on the east, State Road 75 (also known as 1400 North Street Springville) on the south and 1860 South to the north.

The larger 300 acre area was originally owned and operated from the early 1930's until the mid 1960's by the United States Steel Corporation (USX). The facility was known as Ironton. Ironton was primarily engaged in the production of pig iron and coke to be shipped off site to the Geneva works in Vineyard, Utah for steel production. This specific area of land was used as a slag pile and other raw material bi-products waste. (It was also to be the location of a minor league baseball stadium in the mid 2000's.) The large pile of material was eventually removed and used as sub-base for the construction of Interstate 15.

This parcel of ground is in the southern most area of Provo City limits. It is essentially a "dog leg" parcel surrounded by Springville City and Utah County on three sides. The Ironton works were discontinued in the 60's, and through a series of property transactions, the land was transferred from USX, to Brigham Young University, the estate of John Hansen/Winnebago Corp., Lewis K. Billings and ultimately to Provo City Corp/Provo Redevelopment agency and other private property owners. It was in the mid to late 1980's that Provo began to take an interest in the balance of the property.

Prior to the City redeveloping the land and selling off subdivided parcels, the City owned about 210 acres of land. Approximately 100 acres has been sold to, and developed by the private sector. The original intent of Provo City taking an interest in this area was to put it back to a productive use – generating capital investment, jobs and property tax revenue. When the area was abandoned by USX it sat vacant for nearly 40 years. Because of the previous use and abandoned status, the land sat undeveloped as a brownfield – land with a real or perceived environmental question mark. Provo City worked with the Governors' Office, Utah Department of Environmental Quality(UDEQ), US EPA and USX to eventually characterize the site, determine the nature and extent of the environmental questions, develop a cleanup and remediation plan, clean up the property to industrial standards and ultimately put the property back to a productive use.

After the cleanup was complete and receiving a certificate of completion from UDEQ, Provo City commenced the process of securing federal grants and loans to construct utilities and infrastructure in anticipation of developing a light industrial business park. In 2007 the first development commenced with the construction of Action Target. Since that time, six additional businesses have added several hundred thousand square of light industrial building space with several hundred thousand feet more of building space now in the development review process.

This 63 acre parcel of ground has historically served as the deposition location for much of dirt that has been processed through the cleanup and remediation actions. Due to the nature of the contamination and as part of the UDEQ risked based assessment cleanup process, the dirt and material that are presently on the site cannot leave unless approved by UDEQ and taken to a specially approved environmental hazardous waste land fill. Part of remedy or solution to the pre-determined risk based cleanup of the overall property is the physical development of the ground, that is, covering the ground with buildings, parking lots, landscaping, roads and sidewalks.

This is a challenged piece of ground. It has stock piles of dirt, relocated here from other parts of the site. This dirt was not suitable for construction purposes to be located under buildings. There are also other piles of soil with slightly elevated levels of contaminant, but still comply with cleanup goals established by UDEQ and suitable for industrial uses. Servicing this parcel of ground for gravity flow utilities – storm water and sanitary sewer is possible but costly and circuitous. A cross section view of the property from north to south and from east to west reveals that the perimeter edges of the property are the high spots and the native or natural elevation in the middle, before the two dirt piles were imported, is the low spot. As the Economic Development staff has looked at this parcel it appears to be better suited for open surface uses rather than a significant amount of buildings. Thus, when a potential buyer

approached Provo City to purchase and use the ground for a proposed truck and gravel transfer yard, it seemed like a suitable solution to a challenging parcel.

The need for a request for a General Plan text amendment –

The map portion of the General Plan for this area is an Industrial (I) designation. The property is currently zoned Planned Industrial Commercial (PIC). The purposed use by a new user, Sunroc, is not consistent with the current zoning of PIC but rather a Heavy Industrial (M-2) designation. The M-2 zoning designation is consistent with the Industrial General Plan land use designation. However, the text portion of the General Plan in the Spring Creek Neighbor needs to be changed to allow for the heavier industrial/transportation use. Sunroc is proposing to use the property as a trucking and gravel/aggregate materials transfer yard, similar to their existing operation in south Spanish Fork. Before Sunroc buys the property from the Provo Redevelopment Agency, they are requiring the property be zoned to a designation consistent with their proposed use.

The physical activities that will take place on this property are as follows: two buildings, one for welding and maintenance of semi-trucks, the other for office uses such as estimating, billing, accounting, etc, semi-truck parking, fueling, washing, weight scales and the storage and transfer of gravel/aggregate products. In the process of servicing Utah County and surrounding areas with gravel and aggregate products, oftentimes a full load of rock products are not needed at a job site and rather than go to the expense of hauling the material all the way back to the gravel pit of origination, this centrally located site is the preferred location to bring the material. This will not be a mining and gravel pit operation – transfer only. When there is a sufficient quantity of like material stockpiled it will be transferred to a job site. Many local, state and federal construction jobs now require a certain amount of construction demolition material to be recycled. As such, demolished construction concrete will also be stockpiled at this location in limited quantities to be crushed on site several times a year. Again, this will not be a primary concrete crushing operation.

Prior to the use and development of the existing site, the dirt piles will be leveled, low spots filled and the overall site will be covered with a minimum of two feet of clean fill material. This is in accordance with the UDEQ approved site management plan and as a part of the ongoing management of the former iron and coke making facility.

The Mountain Vista Business Center was and has been developed as light industrial/manufacturing business park. The change in the text for the General Plan for this area was not originally contemplated. As the area has developed, this parcel has become somewhat of a quandary as to how to properly develop in light of the large piles of residual material, and solving the challenge for imported fill and utilities.

This proposed use by Sunroc solves this challenge in the short and long term. Because of the small amount of actual building and larger amount of open yard space, the utilities, low lying property and residual soils are not as significant an issue as if it were built out as a business park to the north. It is anticipated that a longer term use of this property will be for a higher and better commercial use based on property values and scarcity of land. This use should be considered transitional with a 20 to 30 year horizon, but be prepared for it to be longer as market demands dictate. It should also be noted that as the Sunroc proposed use is currently designed, there will be no north connection of the facility into the Mountain Vista Business Center. The only public access point to this property will be onto S.R. 75 to the south. If at such time the property were to redevelop to a use more similar to the business park to the north, a future road align is presently preserved for such a route.

Analysis of potential impacts –

As previously mentioned, as currently contemplated and purposed, as a truck and gravel transfer yard, there will be no access to the north into the business park. In the future, if Sunroc were to propose a use more similar to the business park, then a direct access and road alignment is in place and ready for a connection. As this property is currently sitting vacant, there is no traffic generated. Once the property develops as Sunroc desires there will be an increase in traffic on State Road 75, which is already a high volume corridor. Sunroc will work with UDOT on access to this State Road. Staff is not aware whether a signal will be required or not.

Utilities services are available, but due to the relative surface elevation, length from existing utilities services, the laterals and pipes will be extremely flat and shallow. As also previously mentioned this is low lying ground and significant amount of fill will be required to level and cover the existing residual piles of previously processed dirt.

This area has been vacant for many years, it is relatively remote and it has become somewhat of a trash dumping grounds for those that have no civic pride or shame. There are large quantities of house hold debris, tires, televisions, mattresses, couches and concrete that has been illegally dumped on the property – in spite of posted signs to the contrary. It is anticipated that the illegal dumping will diminish once construction and the use is underway.

At one time a significant amount of this ground was designated jurisdictional wetlands by the US Army Corps. of Engineers. Through active management of the site and numerous site visits and consultation with the Corps of Engineers, most of the previous delineated wetlands were determined to isolated and not jurisdictional. In the southwest corner of the property, Spring Creek does pass through and out to Utah Lake. This area is part of the land transaction but not slated for development, but will left as is.

As part of further mitigation from any potential impact from surrounding property owners or land uses, Sunroc will install a four foot earth berm with a six foot high concrete fence along the top to provide a visual barrier to adjacent land. Heavy landscaping will be planted on the south side of the parcel, providing a green visual barrier to S.R. 75.

ORDINANCE 2017-.

AN ORDINANCE TO AMEND THE GENERAL PLAN TEXT REGARDING
LAND USE AT APPROXIMATELY 4000 SOUTH 2300 EAST TO ALLOW
FOR CONTRACT CONSTRUCTION SERVICES AND HEAVY
MANUFACTURING ZONING. SPRING CREEK NEIGHBORHOOD. (17-
0004GPA)

9 WHEREAS, it is proposed to amend the General Plan text regarding land at
10 approximately 4000 South 2300 East to allow for SLU #6614 Contract Construction Services
11 and Heavy Manufacturing (M-2) Zoning and to make other changes consistent with the proposed
12 project; and

14 WHEREAS, the subject property is under consideration for a zone change from Planned
15 Industrial Commercial to Heavy Industrial; and

17 WHEREAS, the purpose of the amendment is to accommodate the current proposal by
18 Sunroc Corporation for the rezoning of the property and development of the site as a storage
19 facility for gravel and recycled concrete; and

WHEREAS, on October 11, 2017 the Planning Commission held a duly noticed public meeting to consider the proposed amendment of the Provo City General Plan, and after such meeting, the Planning Commission recommended approval to the Municipal Council by a vote of 4:1; and

26 WHEREAS, on October 17, 2017, the Municipal Council held a duly noticed public
27 hearing to receive public comment and ascertain the facts regarding this matter, which facts and
28 comments are found in the hearing record; and

WHEREAS, after considering the Planning Commission's recommendation and facts and comments presented to the Municipal Council, the Council finds (i) the General Plan text should be amended regarding land use at approximately 4000 South 2300 East to allow for Contract Construction Services and Heavy Manufacturing (M-2) Zoning, and (ii) the proposed amendment reasonably furthers the health, safety, and general welfare of the citizens of Provo City.

37 NOW THEREFORE, be it ordained by the Municipal Council of Provo City, Utah, as
38 follows:

40 PART I:

41

42 The Provo City General Plan text is hereby amended regarding land use at approximately
43 4000 South 2300 East to allow for Contract Construction Services and Heavy Manufacturing
44 (M-2) Zoning as indicated in Exhibit A and Exhibit B.

45

46

47 **PART II:**

48

- 49 A. If a provision of this ordinance conflicts with a provision of a previously adopted
50 ordinance, this ordinance shall prevail.
- 51 B. This ordinance and its various sections, clauses and paragraphs are hereby
52 declared to be severable. If any part, sentence, clause or phrase is adjudged to be
53 unconstitutional or invalid, the remainder of the ordinance shall not be affected
54 thereby.
- 55 C. The Municipal Council hereby directs that the official copy of the Provo City
56 Code be updated to reflect the provisions enacted by this ordinance.
- 57 D. This ordinance shall take effect immediately after it has been posted or published
58 in accordance with Utah Code 10-3-711, presented to the Mayor in accordance
59 with Utah Code 10-3b-204, and recorded in accordance with Utah Code 10-3-713.

60

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64

65 **END OF ORDINANCE.**

EXHIBIT A

Provo City General Plan

...

Chapter Six Land Use

...

Key Land Use Policies

...

Southeast Area Guiding Principles, Policies and Goals

...

Private Property Policies

...

9. Area A should consist of a mix of uses, including residential, retail and offices, with a focus on residential. Area B should be developed with a mix of light industrial, **limited locations of heavier industrial or transportation-related business uses along major traffic corridors, such as S.R. 75**, and limited residential uses with a master development plan. This area includes the Mountain Vista Business Park development.

...

Spring Creek Neighborhood

...

3. Ironton should be developed as an upscale business park, with industrial and commercial uses. ~~within a park-like atmosphere. The City should look for an anchor project, which may include a significant civic or recreational facility, to establish an identity for the planned commercial/industrial park.~~ Ironton Boulevard should be connected to Larsen Parkway, and a traffic control signal should be placed at **Valley Vista, Ironton Boulevard, or Mountain Vista Parkway** and South State Street, for the benefit of both the Spring Creek and Provost South businesses and residents. **On a limited basis it may be acceptable to allow for more intense industrial or transportation-related businesses along major traffic corridors, such as S.R. 75.**

...

EXHIBIT B

Excerpt from page 18, Land Use Section of the Adopted Southeast Neighborhoods Plan

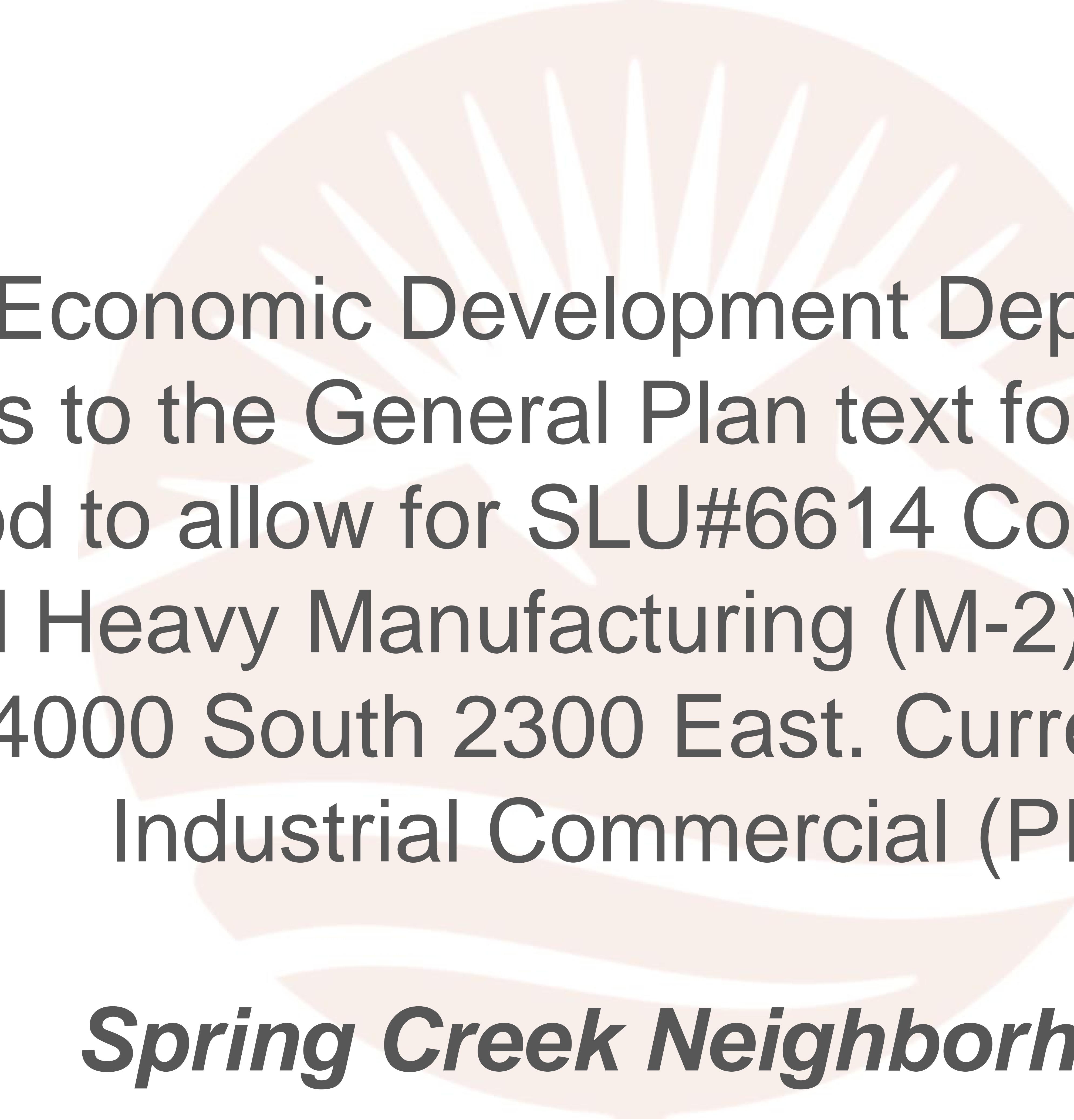
INDUSTRIAL/MANUFACTURING PLANNED INDUSTRIAL COMMERCIAL (PIC) The Mountain Vista Industrial Park has gone through extensive cleanup efforts by the City to create a place ready for development. The area is poised well for revitalization and should place a high priority on the perception the zone provides to those viewing the area from State Street. Open space and landscaping requirements for this zone should be modified to align better with the original intent of the zone. Although new applications of this zone are not recommended as part of this plan, the areas currently zoned for this type of development should be considered when analyzing the effectiveness of the zoning ordinance. Recommendations to improve the current zoning regulation include increased landscape requirements, enhanced architectural guidelines, and incentives to encourage greenroof construction or screening when viewed from State Street. Although the uses in this area are industrial, the aesthetics of the area can create an inviting atmosphere for those who pass by. Attractive buildings and landscaping can encourage a positive work environment as well which can help to increase the quality of life for the new workforce that could be drawn to this area. **On a limited basis it may be acceptable to allow for more intense industrial or transportation related businesses along major traffic corridors, such as S.R. 75.**



WELCOME HOME

PLANNING COMMISSION
OCTOBER 11, 2017

ITEM 1*



Provo City Economic Development Department requests amendments to the General Plan text for the Spring Creek Neighborhood to allow for SLU#6614 Contract Construction Services and Heavy Manufacturing (M-2) Zoning, located at approximately 4000 South 2300 East. Current zoning is Planned Industrial Commercial (PIC).

Spring Creek Neighborhood

17-0004GPA

Provo City General Plan, Chapter 6, Key Land Use Policies

...

Southeast Area Guiding Principles, Policies and Goals

Private Property Policies

...

9. Area A should consist of a mix of uses, including residential, retail and offices, with a focus on residential. Area B should be developed with a mix of light industrial, **limited locations of heavier industrial or transportation related business uses along major traffic corridors, such as S. R. 75** and limited residential uses with a master development plan. This area includes the Mountain Vista Business Park development.

Provo City General Plan, Chapter 6, Key Land Use Policies (continued)

...

Spring Creek Neighborhood

...

3. Ironton should be developed as an ~~upscale~~ business park, with industrial and commercial uses. ~~within a park-like atmosphere. The City should look for an anchor project, which may include a significant civic or recreational facility, to establish an identity for the planned commercial/industrial park.~~ Ironton Boulevard should be connected to Larsen Parkway, and a traffic control signal should be placed at ~~Valley Vista~~, Ironton Boulevard or Mountain ~~Vista View~~ Parkway and South State Street, for the benefit of both the Spring Creek and Provost South businesses and residents. ~~On a limited basis it may be acceptable to allow for more intense industrial or transportation related businesses along major traffic corridors, such as S.R. 75.~~

Excerpt from page 18, Land Use Section of the Adopted Southeast Neighborhoods Plan

INDUSTRIAL/MANUFACTURING PLANNED INDUSTRIAL COMMERCIAL (PIC) The Mountain Vista Industrial Park has gone through extensive cleanup efforts by the City to create a place ready for development. The area is poised well for revitalization and should place a high priority on the perception the zone provides to those viewing the area from State Street. Open space and landscaping requirements for this zone should be modified to align better with the original intent of the zone. Although new applications of this zone are not recommended as part of this plan, the areas currently zoned for this type of development should be considered when analyzing the effectiveness of the zoning ordinance. Recommendations to improve the current zoning regulation include increased landscape requirements, enhanced architectural guidelines, and incentives to encourage greenroof construction or screening when viewed from State Street. Although the uses in this area are industrial, the aesthetics of the area can create an inviting atmosphere for those who pass by. Attractive buildings and landscaping can encourage a positive work environment as well which can help to increase the quality of life for the new workforce that could be drawn to this area. **On a limited basis it may be acceptable to allow for more intense industrial or transportation related businesses along major traffic corridors, such as S.R. 75.**



Provo City Planning Commission

Report of Action

October 11, 2017

- ITEM 2* Paul Washburn requests a Zone Change from Planned Industrial Commercial (PIC) Zoning to the Heavy Manufacturing (M-2) Zone for approximately 64 acres located at 3750 South Mountain Vista Parkway.
Spring Creek Neighborhood. 17-0013R, Austin Corry, 801-852-6413

The following action was taken by the Planning Commission on the above described item at its regular meeting of October 11, 2017:

RECOMMEND APPROVAL

On a vote of 4:1, the Planning Commission recommended that the Municipal Council approve the above noted application.

Motion By: Dave Anderson

Second By: Deon Turley

Votes in Favor of Motion: Dave Anderson, Deon Turley, Brian Smith, Shannon Ellsworth

Votes Opposed: Deborah Jensen

Deborah Jensen was present as Chair. Andrew Howard abstained.

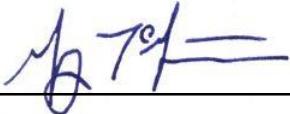
- Includes facts of the case, analysis, conclusions and recommendations outlined in the Staff Report, with any changes noted; Planning Commission determination is generally consistent with the Staff analysis and determination.

RELATED ACTIONS

Item 1 and 3 of the same 11 October 2017 Planning Commission agenda relates. See 17-0004GPA and 17-0019PPA. All items were heard together. Details of the hearing are recorded under the ROA for 17-0004GPA. Any differing items are noted below.

NEIGHBORHOOD MEETING DATE

- No information was received from the Neighborhood Chair.



Director of Community Development

See Key Land Use Policies of the Provo City General Plan, applicable Titles of the Provo City Code, and the Staff Report to the Planning Commission for further detailed information. The Staff Report is a part of the record of the decision of this item. Where findings of the Planning Commission differ from findings of Staff, those will be noted in this Report of Action.

Legislative items are noted with an asterisk (*) and require legislative action by the Municipal Council following a public hearing; the Planning Commission provides an advisory recommendation to the Municipal Council following a public hearing.

Administrative decisions of the Planning Commission (items not marked with an asterisk) **may be appealed** by submitting an application/notice of appeal, with the required application and noticing fees, to the Community Development Department, 330 West 100 South, Provo, Utah, **within fourteen (14) calendar days of the Planning Commission's decision** (Provo City office hours are Monday through Thursday, 7:00 a.m. to 6:00 p.m.).

BUILDING PERMITS MUST BE OBTAINED BEFORE CONSTRUCTION BEGINS



Planning Commission Staff Report Rezone

Hearing Date: October 11, 2017

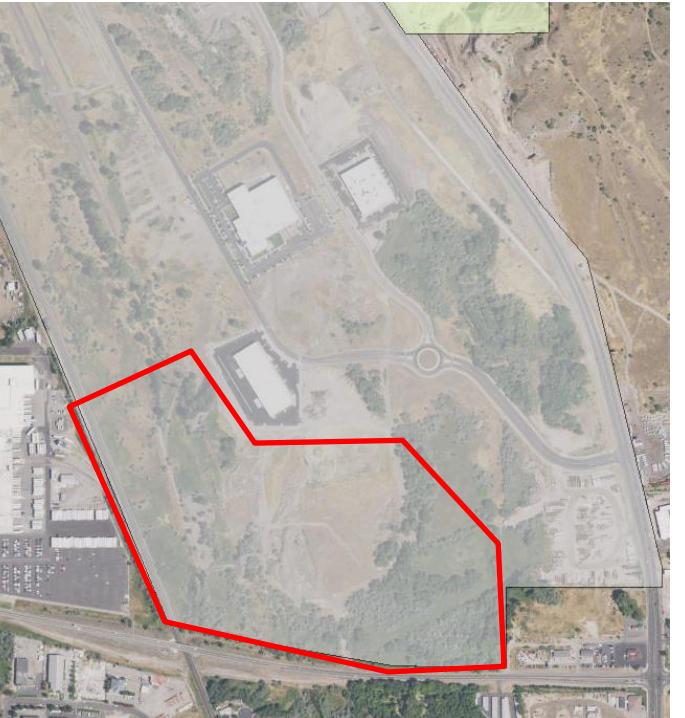
ITEM 2*	Paul Washburn requests a Zone Change from Planned Industrial Commercial (PIC) Zoning to the Heavy Manufacturing (M-2) Zone for approximately 64 acres located at 3750 South Mountain Vista Parkway. Spring Creek Neighborhood. 17-0013R, Austin Corry, 801-852-6413
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<p>Applicant: Paul Washburn</p> <p>Staff Coordinator: Austin Corry</p> <p>Property Owner: Redevelopment Agency of Provo</p> <p>Parcel ID#: 230210048, 230210015, 230010166</p> <p>Current Zone: Planned Industrial Commercial</p> <p>Proposed Zone: Heavy Industrial (M2)</p> <p>General Plan Des.: Industrial (I)</p> <p>Acreage: 62.63</p> <p>Number of Properties: 1</p> <p>Development Agreement Proffered: No</p> <p>Council Action Required: Yes</p> <p>ALTERNATIVE ACTIONS</p> <p>1. Continue to a future date to obtain additional information or to further consider information presented. <i>The next available meeting date is October 25, 2017, 5:30 p.m.</i></p> <p>2. Recommend Denial of the proposed rezoning. <i>This action would be a change from the Staff recommendation; the Planning Commission should state new findings</i></p>	<p>Current Legal Use: Vacant</p> <p>Relevant History: A detailed history of this item is provided in the related 17-0004GPA General Plan Amendment application.</p> <p>Neighborhood Issues: No concerns have been raised to staff prior to this report. No response to this request has been received from the neighborhood chair.</p> <p>Summary of Key Issues:</p> <ul style="list-style-type: none">• The proposed zone change is in conflict with written policies found in the General Plan and Southeast Neighborhoods Plan. An amendment to these policies also accompanies this application.• The proposed zone change would permit proposed gravel storage and transfer operations yard. Additional ordinance amendments would have to occur in order to allow any crushing or mining operations. This zone request would permit storage and transfer only. <p>Staff Recommendation: That the Planning Commission <u>recommend approval</u> of the proposed rezoning, as presented in the Staff Report or with changes. <i>This action would be consistent with the recommendation of the Staff Report. Any changes should be stated with the motion.</i></p>
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OVERVIEW

A detailed background of this request is provided in the corresponding 17-0004GPA General Plan Amendment application. Sunroc Corporation seeks to rezone from Planned Industrial Commercial (PIC) to Heavy Industrial (M2) to allow the subject property to be used as a gravel and recycled concrete storage and transfer facility.

Some indication has been made that Sunroc desires to perform a limited amount of concrete crushing on-site at some point in time. The proposed M2 zone does not permit concrete crushing, so the applicant would need to request an ordinance amendment and be approved by the Municipal Council in order to further pursue that use.

Current Zoning Map	Current General Plan Map
	

FINDINGS OF FACT

1. The subject property is zoned Planned Industrial Commercial.
2. The subject property is currently owned by the Redevelopment Agency of Provo City.
3. The Sunroc Corporation would like to purchase the subject property if they can use it as a storage facility for gravel and recycled concrete.
4. A heavy industrial use such as that requested is not consistent with the Planned Industrial Commercial zone, therefore, a zone change to Heavy Industrial is necessary.

STAFF ANALYSIS

Detailed staff analysis has been provided in the corresponding 17-0004GPA application.

CONCLUSIONS

If the Municipal Council finds the corresponding General Plan amendment to be appropriate, the proposed zone change request will be consistent with those amendments.

STAFF RECOMMENDATION

That the Planning Commission **recommend approval** of the proposed rezoning, as presented in the Staff Report or with changes.

ORDINANCE 2017-.

AN ORDINANCE AMENDING THE ZONE MAP CLASSIFICATION OF APPROXIMATELY 64 ACRES OF REAL PROPERTY, GENERALLY LOCATED AT 3750 SOUTH MOUNTAIN VISTA PARKWAY, FROM PLANNED INDUSTRIAL COMMERCIAL (PIC) TO HEAVY MANUFACTURING (M-2). SPRING CREEK NEIGHBORHOOD. (17-0013R)

9 WHEREAS, it is proposed that the classification on the Zone Map of Provo for
10 approximately 64 acres of real property, generally located at 3750 South Mountain Vista
11 Parkway (as shown in Exhibit A), be amended from Planned Industrial Commercial (PIC) to
12 Heavy Manufacturing (M-2); and

14 WHEREAS, the proposed zone change would permit gravel storage and transfer
15 operations to accommodate a proposal submitted by Sunroc Corporation; and

17 WHEREAS, on October 11, 2017, the Planning Commission held a duly noticed public
18 hearing to consider the proposal and after such hearing the Planning Commission recommended
19 approval of the proposal to the Municipal Council in a 4:1 vote; and

WHEREAS, the Planning Commission's recommendation was based on the project design presented to the Commission; and

24 WHEREAS, on October 17, 2017, the Municipal Council held a public meeting to
25 ascertain the facts regarding this matter, which facts are found in the meeting record; and

WHEREAS, after considering the Planning Commission's recommendation and facts and comments presented to the Municipal Council, the Council finds (i) the Zone Map of Provo, Utah, should be amended as described herein; and (ii) the proposed zone map classification amendment for the real property described in the attached Exhibit A reasonably furthers the health, safety and general welfare of the citizens of Provo City.

33 NOW, THEREFORE, be it ordained by the Municipal Council of Provo City, Utah, as
34 follows:

PART I:

38 The classification on the Zone Map of Provo, Utah is hereby amended from the Planned
39 Industrial commercial (PIC) Zone to the Heavy Manufacturing (M-2) Zone for approximately 64

40 acres of real property generally located at 3750 South Mountain Vista Parkway, as shown in the
41 attached Exhibit A.

42

43 **PART II:**

44

45 A. If a provision of this ordinance conflicts with a provision of a previously adopted
46 ordinance, this ordinance shall prevail.

47

48 B. This ordinance and its various sections, clauses and paragraphs are hereby declared to be
49 severable. If any part, sentence, clause or phrase is adjudged to be unconstitutional or
50 invalid, the remainder of the ordinance shall not be affected thereby.

51

52 C. The Municipal Council hereby directs that the official copy of the Zone Map of Provo
53 City, Utah be updated and codified to reflect the provisions enacted by this ordinance.

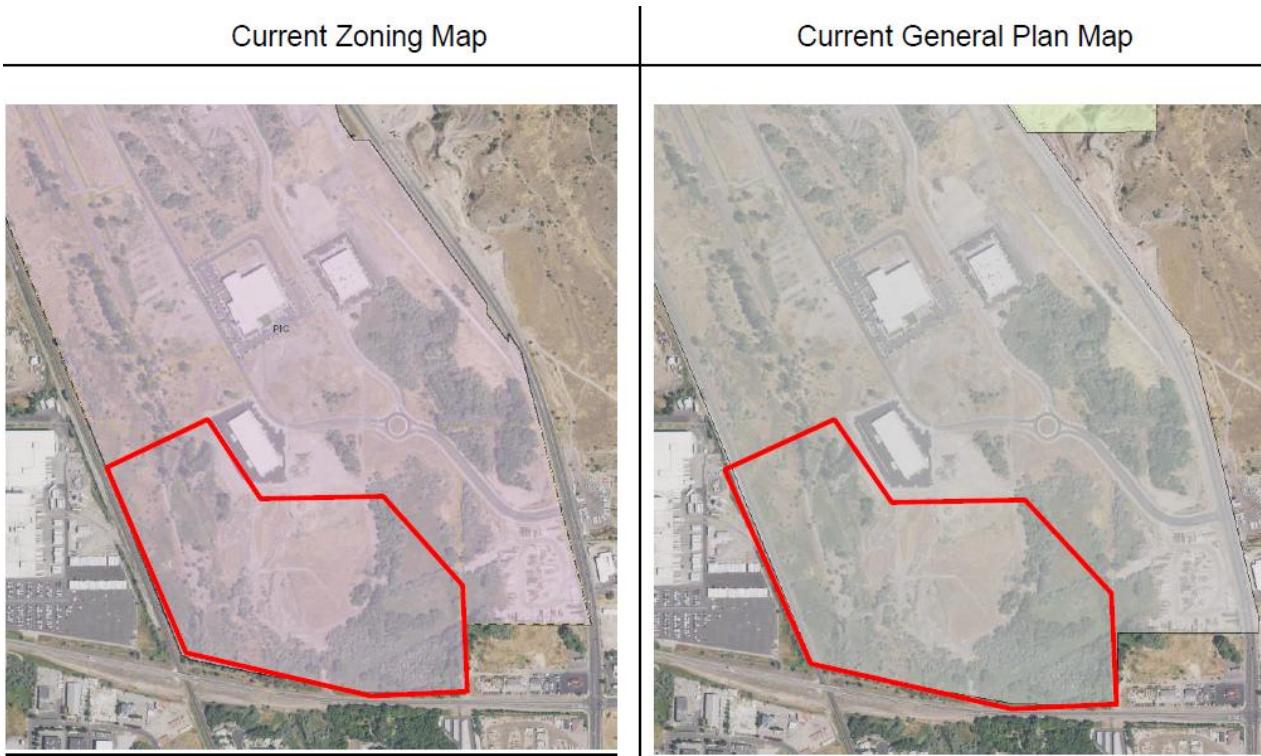
54

55 D. This ordinance shall take effect immediately after it has been posted or published in
56 accordance with Utah Code 10-3-711, presented to the Mayor in accordance with Utah
57 Code 10-3b-204, and recorded in accordance with Utah Code 10-3-713.

58

59 **END OF ORDINANCE**

EXHIBIT A – ZONE MAP

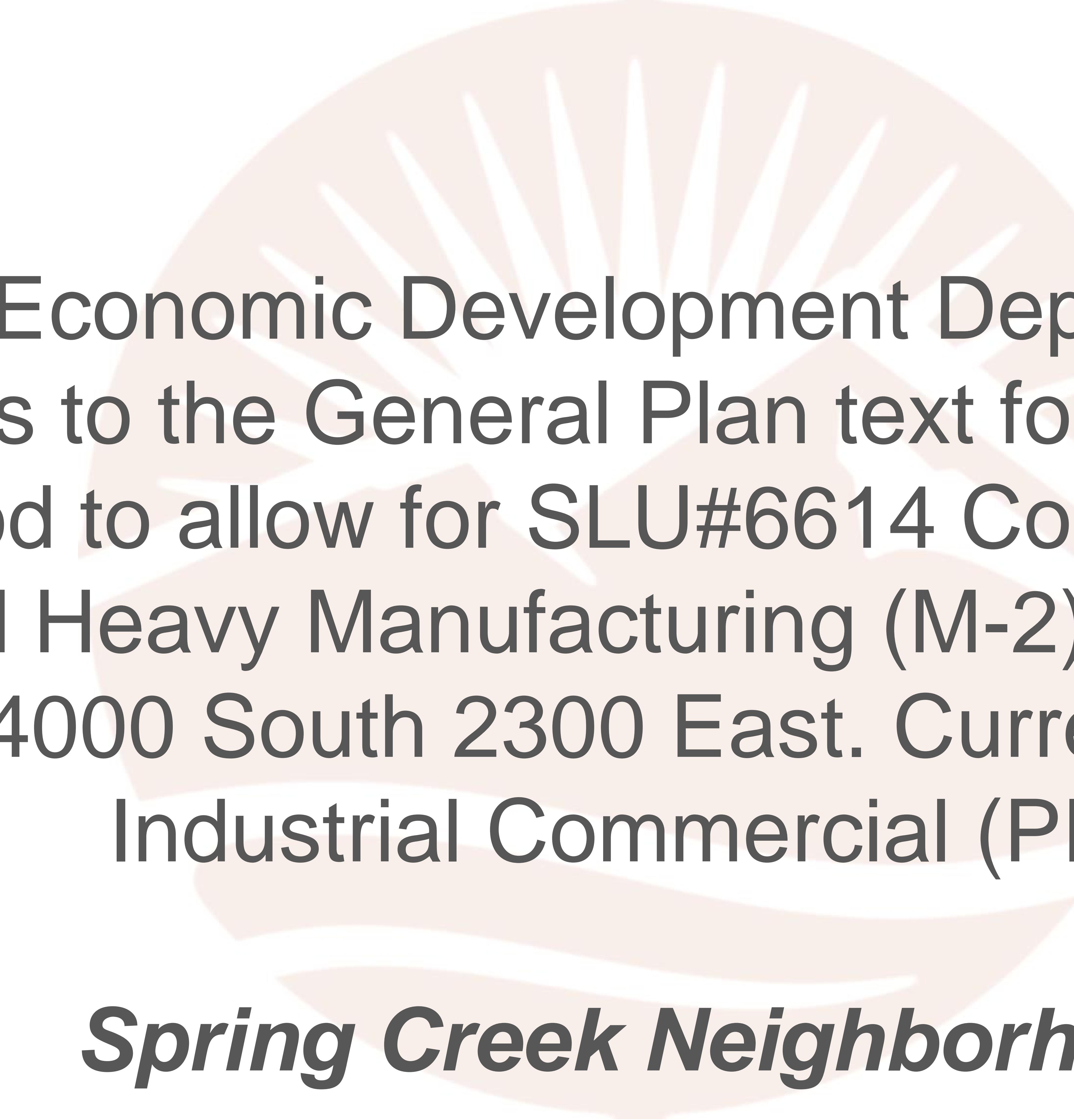




WELCOME HOME

PLANNING COMMISSION
OCTOBER 11, 2017

ITEM 1*



Provo City Economic Development Department requests amendments to the General Plan text for the Spring Creek Neighborhood to allow for SLU#6614 Contract Construction Services and Heavy Manufacturing (M-2) Zoning, located at approximately 4000 South 2300 East. Current zoning is Planned Industrial Commercial (PIC).

Spring Creek Neighborhood

17-0004GPA

Provo City General Plan, Chapter 6, Key Land Use Policies

...

Southeast Area Guiding Principles, Policies and Goals

Private Property Policies

...

9. Area A should consist of a mix of uses, including residential, retail and offices, with a focus on residential. Area B should be developed with a mix of light industrial, **limited locations of heavier industrial or transportation related business uses along major traffic corridors, such as S. R. 75** and limited residential uses with a master development plan. This area includes the Mountain Vista Business Park development.

Provo City General Plan, Chapter 6, Key Land Use Policies (continued)

...

Spring Creek Neighborhood

...

3. Ironton should be developed as an ~~upscale~~ business park, with industrial and commercial uses. ~~within a park-like atmosphere. The City should look for an anchor project, which may include a significant civic or recreational facility, to establish an identity for the planned commercial/industrial park.~~ Ironton Boulevard should be connected to Larsen Parkway, and a traffic control signal should be placed at ~~Valley Vista~~, Ironton Boulevard or Mountain ~~Vista View~~ Parkway and South State Street, for the benefit of both the Spring Creek and Provost South businesses and residents. ~~On a limited basis it may be acceptable to allow for more intense industrial or transportation related businesses along major traffic corridors, such as S.R. 75.~~

Excerpt from page 18, Land Use Section of the Adopted Southeast Neighborhoods Plan

INDUSTRIAL/MANUFACTURING PLANNED INDUSTRIAL COMMERCIAL (PIC) The Mountain Vista Industrial Park has gone through extensive cleanup efforts by the City to create a place ready for development. The area is poised well for revitalization and should place a high priority on the perception the zone provides to those viewing the area from State Street. Open space and landscaping requirements for this zone should be modified to align better with the original intent of the zone. Although new applications of this zone are not recommended as part of this plan, the areas currently zoned for this type of development should be considered when analyzing the effectiveness of the zoning ordinance. Recommendations to improve the current zoning regulation include increased landscape requirements, enhanced architectural guidelines, and incentives to encourage greenroof construction or screening when viewed from State Street. Although the uses in this area are industrial, the aesthetics of the area can create an inviting atmosphere for those who pass by. Attractive buildings and landscaping can encourage a positive work environment as well which can help to increase the quality of life for the new workforce that could be drawn to this area. **On a limited basis it may be acceptable to allow for more intense industrial or transportation related businesses along major traffic corridors, such as S.R. 75.**

ITEM 2*

Paul Washburn requests a Zone Change from Planned Industrial Commercial (PIC) Zoning to the Heavy Manufacturing (M-2) Zone for approximately 64 acres located at 3750 South Mountain Vista Parkway.

Spring Creek Neighborhood

17-0013R

ITEM 3

Paul Washburn requests Concept Plan Approval for SLU 6614 Contract Construction Services in a proposed Heavy Commercial (M2) Zone located at 3750 South Mountain Vista Parkway.

Spring Creek Neighborhood

17-0019PPA

Current Zoning Map



Current General Plan Map



SITE TABULATION:

Total Area	2,728,166.77 S.F. / 62.63 AC. (100%)
Public Right of Way	22,098.44 S.F. / 0.51 AC. (1%)
Crushing/Storage Area	1,415,780.75 S.F. / 32.50 AC. (52%)
Sub-Power Station	43,765.27 S.F. / 1.00 AC. (1.5%)
Yard Imperious Area	763,225.13 S.F. / 17.52 AC. (28%)
Buildings Area	30,627.00 S.F. / 0.70 AC. (1%)
Land Open Space	183,053.67 S.F. / 4.20 AC. (7%)
Landscaping around Bldgs.	64,098.87 S.F. / 1.47 AC. (2%)
Landscaped Buffer	107,775.95 S.F. / 2.47 AC. (4%)
Wetland Buffer	97,741.69 S.F. / 2.24 AC. (3.5%)

SITE TABULATION:

PARKING DATA:	17 stalls (10'x20') - 2 ADA Stalls
Employee:	186 stalls (10'x20') - 8 ADA Stalls
Truck Parking:	35 stalls (12'x 40')
Semi-Truck:	60 stalls (12'x100')

SITE INFORMATION:

Parcel Numbers: 23:023:0048, 23:021:0015, 23:001:0166

OWNER:
Redevelopment Agency of Provo
48 S. 500 W., Provo, UT 84604
801-852-6166

DEVELOPER:
Sunroc
Paul Washburn, Agent
817 N. 900 W., Orem, UT 84057
801-802-69527

SURVEYOR, ENGINEER, PLANNER:
A.L.M. & Associates, Inc.
2230 North University Parkway, Suite 6D
Provo, UT 84604
(801) 374-6262 (801) 374-0085 FAX
MGreenwood@ALMonline.com

CONCEPT PLAN BOUNDARY DESCRIPTION:

(Located in the SE 1/4 of Section 20, SW 1/4 of Section 21, NW 1/4 of Section 28, NE 1/4 of Section 29, T7S, R3E, SLBM)

Commencing at a point being located South 00°41'57" East along the section line 2302.37 feet and West 133.13 feet from the East Quarter Corner of Section 20, Township 7 South, Range 3 East, Salt Lake Base and Meridian; thence East 784.91 feet; thence South 40°33'23" East 594.60 feet; thence South 00°20'00" East 402.89 feet to an existing rebar with cap and a recorded Boundary Line Agreement (Entry 20949 Year 1981); thence South 00°20'00" East along a recorded Boundary Line Agreement (Entry 20949 Year 1981) 460.01 feet to the northerly right-of-way of 1400 North Street (State Highway 75); thence along the northerly right-of-way of 1400 North Street (State Highway 75) and an existing fence line the following five (5) calls: North 89°58'03" West 66.30 feet, North 88°37'22" West 583.62 feet, North 80°02'30" West 775.74 feet, North 78°13'20" West 394.63 feet, North 63°47'03" West 78.52 feet to the easterly right-of-way of the Denver and Rio Grande Western Railroad track and an existing fence line; thence along the easterly right-of-way of the Denver and Rio Grande Western Railroad track and an existing fence line the following two (2) calls: North 22°01'10" West 752.22 feet, North 22°02'00" West 601.72 feet; thence North 63°31'04" East 718.36 feet to the northwest corner of Lot 1, Mountain Vista Business Center, Plat "F" and an existing fence corner; thence South 29°34'07" East 576.75 feet; thence East 263.41 feet to the point of beginning.

Area = 2,728,166.77 SQ.FT. / 62.63 ACRES

Basis of Bearing being South 00°41'57" East along the section line from the E 1/4 Corner to the SE Corner of Section 20.

VICINITY MAP

PROPERTY HOLDINGS, LLC SERIAL NUMBER: 23:001:0070
REDEVELOPMENT AGENCY OF PROVO CITY SERIAL NUMBER: 23:001:0166
NEWVISTAS PROPERTY HOLDINGS INC SERIAL NUMBER: 23:001:0057
MOUNTAIN VISTA BUSINESS CENTER PLAT F, LOT 1 IRONVISTA LLC SERIAL NUMBER: 46:921:0001
THE PROVO REDEVELOPMENT AGENCY SERIAL NUMBER: 23:021:0015
STOUFFER FOODS CORPORATION SERIAL NUMBER: 23:001:0060
W.W. CLYDE & COMPANY SERIAL NUMBER: 23:014:0041
GATEWAY CROSSING DEVELOPMENT LLC SERIAL NUMBER: 23:015:0042
GATEWAY CROSSING DEVELOPMENT LLC SERIAL NUMBER: 23:015:0044
G. GALLIER PLAT A, LOT 1 GLEN R & DORENE D'GALLIER SERIAL NUMBER: 40:465:0001
G. GALLIER PLAT A, LOT 2 JEREMY MILLET SERIAL NUMBER: 40:465:0002

GRAPHIC SCALE

SUNROC UTAH CO. FACILITY SUNROC & PROVO CITY REDEVELOPMENT CONCEPT PLAN

1 OF 1 SHEETS

No. Revision Date Proj # 979 - 1909

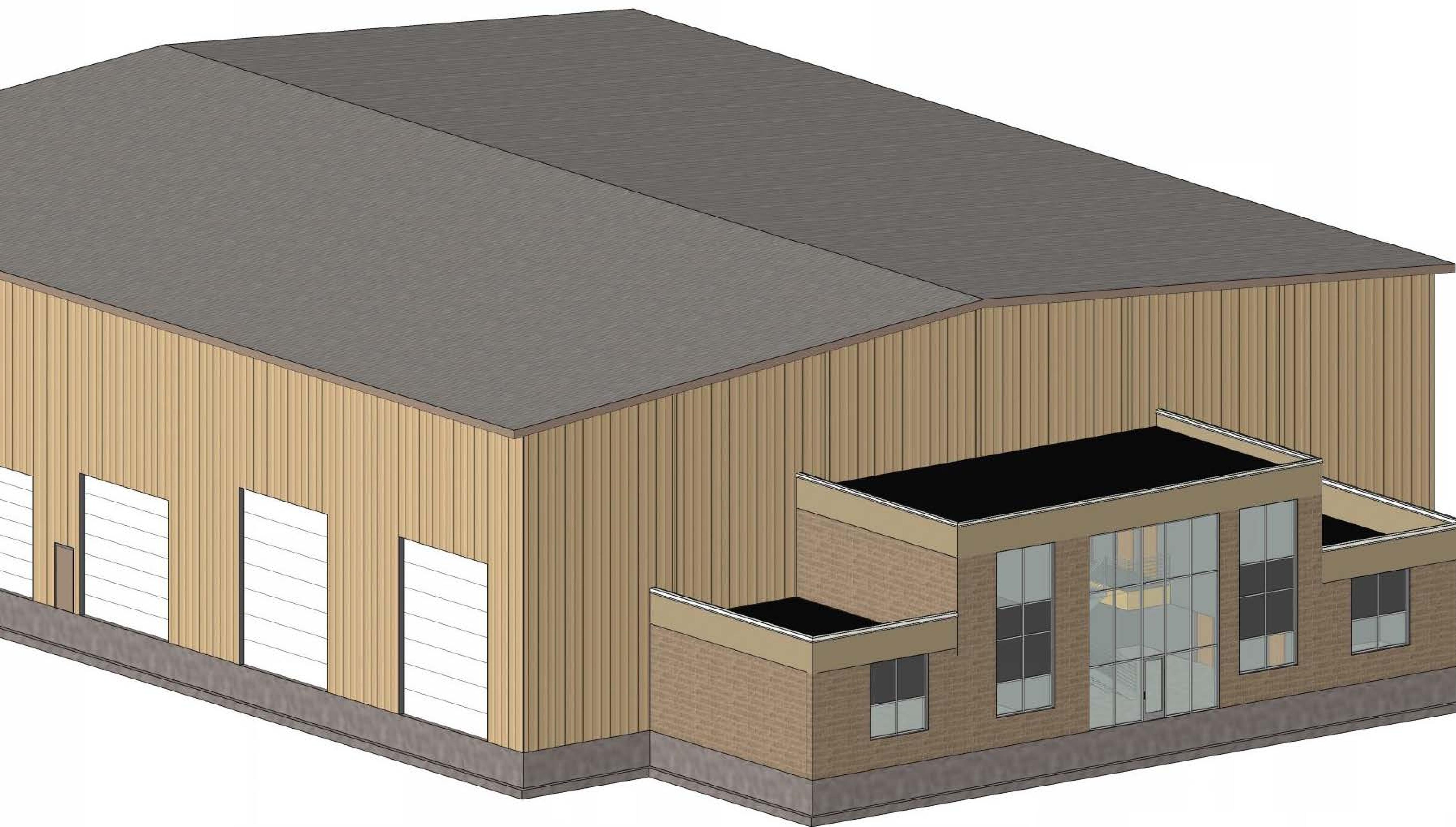
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D-1970-1909-AutoCAD-1909-Concept-Draw-2d.dwg Date: 08/22/2017

2230 North University Parkway, Building 6D, Provo, Utah 84604 ph: (801) 374 - 6262

SEAL





Provo City Municipal Council

Staff Memorandum

Transfer of Development Rights

October 17, 2017

<p>Presenter <u>Kelsey Zarbock</u></p> <p>Time for Presentation 20 min</p> <p>IssueFile # 17-129</p>	<p>Item Short Title A discussion on the Transfer of Development Rights (17-129)</p> <p>Intended Outcome of Discussion/Requested Action Gauge whether the Council is interested in creating a Transfer of Development Rights program.</p> <p>Background Transfer of Development Rights (TDR) is a tool that has been discussed in the context of creating a plan for Provo's Westside. TDRs can help government entities preserve certain types of land within their jurisdictions. For example, in Washington State, many municipalities have implemented TDR programs to preserve open space and farmland. Another example is Mapleton, UT, which has used TDRs to preserve its hills and mountainside. In order to establish TDRs in a community, a government entity designates "sending areas" and "receiving areas," usually by indicating their location on an official map or by codifying certain criteria. If a piece of property exists within a sending area, then the landowner has the option of selling the development rights tied to their land to a developer. An easement is placed on the land within the sending area, thus preserving the land from future development. Meanwhile, the developer can use the purchased development rights to increase density on a project within a designated receiving area. In theory, TDRs remove development potential from the sending areas and increase development potential in the sending areas. In practice, TDRs are market driven. The success of a TDR program is based on whether landowners in sending areas are interested</p>
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in selling their development rights and whether developers in receiving areas are interested in buying development rights.

Establishing a TDR program in Provo would require a market analysis, public outreach efforts, and a significant amount of time on the part of staff who would be tasked with developing and running the program. In order to assess whether a TDR program is a tool Provo should implement, the Council will likely want to consider a series of questions. Please see the document titled “Transfer of Development Rights—Questions” for an initial list of questions.

Transfer of Development Rights: Questions

10 October 2017

- **Purpose of implementing TDRs**

- What would the City be trying to accomplish by implementing TDRs?
- What is the exact pain point the City is trying to mitigate?
 - Can other tools or mechanisms accomplish something similar?
- Do we want open space? What does open space look like?

- **City/Community Perspective**

- Where does the community want to encourage growth? How do the visioning documents/General Plan fit in?
 - Would sending and receiving zones be isolated to the Westside?
 - Would both sending and receiving zones exist throughout all of Provo?
 - Would sending zones exist on the Westside and receiving zones exist throughout all of Provo?
- Would the general community be supportive of having higher density in other areas of the City in order to preserve open space on the Westside?
- What quality of life issues are important to the citizens who will be affected by changes in the receiving area?
- What infrastructure needs will the receiving area face?
- What type of development is the community interested in?
 - Is the emphasis on office buildings in commercial centers, single family housing, multi-family housing, or mixed-use centers?
- Is there local interest/support in a TDR program?
- If the City implemented a TDR program that provides density bonuses in receiving areas, would there be potential overlap with density bonuses offered through State-run affordable housing programs?
- How would a TDR program influence existing programs/development incentives? Conversely, how would existing programs/incentives influence a TDR program?
- How much land would the TDR program aim to preserve?
- Would sending areas contain an adequate supply of TDR credits?
- What would be the criteria for eligible sending sites?
- What would be the criteria for eligible receiving sites?
- What would be the costs of a TDR program for the City/Community?
 - Opportunity costs?
 - Staff time creating the program?

- Administrative costs for potentially managing a “TDR Bank?”
- Cost of maintaining a database of available and sold development rights?
- Other costs?
- What would be the benefits of a TDR program for the City?
 - Development is encouraged in areas where adequate public facilities and services already exist
 - Preserve open space
 - Develop recreational opportunities
 - Reduce sprawling low-density development and associated costs (infrastructure, costs related to impervious surfaces, etc.)

- **Landowner Perspective**

- What would be the costs of a TDR program for landowners?
- What would be the benefits of a TDR program for landowners?
- If farming, do landowners want to keep their land in production?
- What views do landowners hold toward development pressures?
- Are landowners concerned about conservation?
- What are other land use options for landowners?
- Do landowners view their property as an investment they plan to sell?
- What are landowner opinions on conservation easements?
- Would the City charge a developer a premium for a right to build at a density we’re already okay with in a location the Council has approved for the density bonus?

- **Developer Perspective**

- What would be the costs of a TDR program for developers?
 - Even if developers like the idea of a density bonus, increased density may result in increased costs related to parking accommodations, more infrastructure, higher impact fees, greater delays in getting approval from the neighborhood and the City, etc.
- What would be the benefits of a TDR program for developers?
- Would developers be willing purchase development rights?
- What would motivate developers to participate in a TDR program? Are density bonuses the only option?