



PROVO MUNICIPAL COUNCIL

Work Meeting

9:00 AM, Tuesday, October 31, 2017
Room 310, City Conference Room
351 West Center Street, Provo, UT

Agenda

Roll Call

Prayer

Approval of Minutes

July 18, 2017 Work Meeting

October 3, 2017 Work Meeting

Closed Meeting

1. 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.

Business

2. A discussion on the process for appointing an interim mayor (17-132)
3. A presentation on Wastewater planning (17-131)
4. A discussion on adopting the Provo Parking Strategic Management Plan as a guide for decision making and policy formation (17-126)

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 MUNICIPAL COUNCIL

Work Meeting Minutes

1:00 PM, Tuesday, July 18, 2017
Room 310, City Conference Room
351 W Center, Provo, UT 84601

Agenda ([0:00:00](#))

Roll Call

The following elected officials were present:

Council Chair David Sewell, conducting
Council Vice-Chair David Knecht
Council member George Stewart
Council member David Harding

Excused: Council members Kim Santiago, Kay Van Buren, Gary Winterton, and Mayor John Curtis

Prayer

The prayer was given by Janene Weiss, City Recorder.

Approval of Minutes

May 2, 2017 Work Meeting
May 16, 2017 Work Meeting
Approved by unanimous consent.

Business

1. An introduction of a prospective Arts Council appointment (17-089) ([0:02:22](#))

Heather Belnap Jensen introduced herself to the Council and shared details about her experience. A 25-year resident of Provo City, Ms. Jensen is a professor of Art History at BYU. She has been involved in local school and community arts festivals and events, national and international boards for women in the arts, a European art history study program, and other activities. Ms. Jensen believes Provo has a rich and vibrant arts community, particularly in the visual arts, which needs to be amplified, recognized, and given more opportunity to exhibit their work. She looks forward to serving on the Arts Council, in order to facilitate and champion local artists and create opportunities to highlight their talent. ***Presentation only.***

2. A discussion on an inter-local agreement with Utah County regarding the 2017 Municipal Election (17-094) ([0:04:25](#))

Janene Weiss, City Recorder, presented. Ms. Weiss reviewed aspects of the interlocal agreement with Utah County, as well as general questions about vote by mail. Provo City will be primarily responsible for working with candidates (filing, financial disclosures, etc.) and running the City's voter service center. Provo's costs include staff for the voter service center, provisional ballots, instructional mailings, and a contingency. Ms. Weiss clarified that the vote service center is not a traditional polling center; residents who vote here will be required to vote provisionally. Citizens are encouraged to use their ballot received

Pending minutes – awaiting approval

in the mail, which may be returned by mail or delivered to one of a number of designated drop boxes. Due to the use of provisional ballots, there will not be a final vote count until the Board of Canvassers, however the County will release numbers the night of the election and provide continued updates as provisional ballots are counted. The total estimated costs for Provo City are \$135,439, however an additional contingency amount has been planned for the primary and general elections. The main changes in cost are due to postage for return ballots; the City does not handle voter registration and thus does not qualify for a reduced postage rate. Residents will receive a brochure with information about all candidates, as well as instructions on vote by mail and the vote service center. Ms. Weiss noted that citizens can register to vote through August 8 and receive a ballot for the primary election. **Presentation only. This item was already scheduled for the July 18, 2017 Council Meeting.**

3. A presentation regarding the Economic Development Department's efforts to create jobs in Provo (17-087) ([0:26:45](#))

Dixon Holmes, Economic Development Chief Deputy, presented. Mr. Holmes noted the importance of retail and job creation in Provo, as these things fund a large portion of the City's General Fund. Mr. Holmes explained the kind of data that retailers examine before locating to a market, including income and population/demographic data, services, infrastructure, and more.

Cameron Christensen, Economic Development Citywide Coordinator, explained that the City works with Economic Development Corporation of Utah and the Governor's Office of Economic Development to determine whether a particular business is a good fit for Provo. Economic Development has a revolving loan fund to support existing businesses that may need capital investment but do not have access to traditional sources. The department works to facilitate, build relationships, and visit businesses to understand their needs.

Mr. Holmes addressed the history of the Ironton area and the current successes of Mountain Vista. Mr. Holmes noted that former Mayor George Stewart's long view that Ironton would be a strategic part of the City's Economic Development was critical. Mountain Vista is now the site of nearly 400 jobs, none of which existed in 2000. The City owns land there and is working on revitalization plans for the area.

Mr. Holmes highlighted the unique challenges and opportunities in Provo: with proximity to UVU and BYU, there is a large young, educated workforce; the burgeoning tech industry; success of the Startup area and Dev Mountain. Challenges include the proximity to larger markets, lower wages, lack of vacancies (both land and existing office space), access to capital, and attracting a variety of talent (market saturated with recent graduates, low unemployment rates, diversity). Mr. Holmes and the Administration have shied away from policies of offering incentives for businesses to remain in Provo, when ultimately there may be reasons why it may not be a good fit. When businesses do relocate, this presents great opportunities for redevelopment and to allow local businesses to expand and progress. Council members shared comments on positive trends, including progress with Duncan Aviation. **Presentation only.**

4. An update regarding recommended long-term sanitation rate changes (17-065) ([1:24:53](#))

Dave Decker, Public Works Director, presented. Mr. Decker introduced several members of the Public Works staff, including Brian Torgersen (the new Division Director in Public Services), Bryce Rolph (Sanitation Manager), and Jimmy McKnight (Public Works Financial Analyst). Mr. Decker reviewed aspects of the current sanitation rates and possible changes and effects. Previously, the Council had voted on a short-term option, but Public Works returned to provide more information on the other options. To some extent, the decision comes down to the policy direction that the Council wishes to take, examining fixed and variable costs and determining what the City will subsidize. Mr. Decker noted a number of other services and programs handled by Sanitation at no charge to residents (Christmas tree pickup,

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Freedom Festival sanitation needs, etc.). Mr. Decker noted the holistic view this encompasses with the Sanitation program as a whole, not looking at just garbage or recycling. There are certain benefits to moving to a flat rate for all cans; residents would not be forced to take a blue can, but as they are paying for it, it would encourage a higher use of the blue can than current rates of usage.

Mr. Decker noted that eliminating a program (such as the green can, recycling, etc.) would save the variable costs of the program, but the load of fixed costs (such as transfer fees for SUVWD) covered by the program would be shifted back to one of the remaining programs.

Council members shared opinions on the merits of having a simplified option (such as the proposed options 4 or 6) which charges all residents equally for the services provided by the City. Currently there are approximately 34% of customers with a green can and about 58% of accounts have a blue can. Negative feedback has come primarily from residents who have a single black can. The change from every other week to weekly pickup for recycling has reduced problems for Sanitation trucks and ultimately has been better for the recycling program. **Presentation only.**

5. A presentation by the Utah County Commission on the Utah County Resource Management Plan (17-093) ([1:11:03](#))

Chair David Sewell welcomed Utah County Commissioner Bill Lee, who presented. Commissioner Lee shared details of the draft of the Utah County Resource Management Plan. The plan addresses public lands, which make up 40% of land in Utah County. The State will adopt a plan incorporating the plans of counties throughout the State. With this in place, the State must notify cities and work with them as cooperating agencies on proposals that affect public lands in their jurisdiction. Commissioner Lee wanted to give the Council an opportunity to review the plan and share any concerns prior to the County's formal adoption of the plan by August 1. The plan addresses grazing, mineral rights, water, forestry, fire management, and more. Commissioner Lee explained recent concerns regarding protecting petroglyphs and cultural resources on public lands where shooting would otherwise be permitted; this plan will help outline the process for protecting and utilizing the County's resources. Council members expressed the importance of engaging stakeholders in areas where land and land use would be impacted by decisions or changes at the State level. **Presentation only.**

6. A discussion with the Redevelopment Department (17-091) ([1:57:01](#))

David Walter, Redevelopment Director, presented. Redevelopment is a tool that governments use to clean up blighted areas and reinvigorate areas experiencing disinvestment. Opportunities to grow and develop in the future often come through redevelopment of areas in the community. The City is the entity that receives such funding from the federal government and the Redevelopment Agency (RDA; formed in the 1970s for this purpose) administers that funding. Mr. Walter noted areas in Provo which are designated as Community Development Project Areas or Redevelopment Project Areas.

Mr. Walter illustrated examples of projects that RDA has worked on, funding sources, and cooperation with other agencies such as the School Board and Utah County. There are also a number of programs that utilize Community Development Block Grants (CDBG), and other projects include improvements to City parks, homeowner egress window program, neighborhood beautification, and downtown façade program.

Provo City is the lead agency in the HOME Consortium. Provo takes administrative charge with the consortium and by pooling resources, this money comes to local municipalities throughout Utah County rather than going to the State. Mr. Walter noted supporting materials provided to the Council, including the Consolidated Plan (which outlines obligations the City has as a recipient of funding from the federal

Pending minutes – awaiting approval

Department of Housing and Urban Development) and a summary of how CDBG funding has been used from 2000-2016.

Dan Gonzalez, Management Analyst, explained some of the challenges with the housing market crash in 2008 and the RDA's housing rehabilitation program. Mr. Gonzalez indicated that Habitat for Humanity is eligible to receive HOME funds for specific types of projects. The reports prepared for the Council document funds used in both CDBG and HOME projects in Provo since 2000; 46% of funds involved in the consortium have been applied in Provo. There are affordable housing needs throughout the County, and funds are expended elsewhere in the County, but Provo has an advantage as the lead agency in the consortium. ***Presentation only.***

7. A presentation of the Pre-Disaster Hazard Mitigation Plan (17-092) ([1:46:03](#))

Chris Blinzinger, Emergency Management Coordinator, presented. Mr. Blinzinger presented on a revision of the City's Hazard Mitigation Plan, which was made possible through a grant received by Mountainland Association of Governments, to review and revise plans every five years. Mr. Blinzinger shared reasons for mitigation of hazards, which is to reduce harm and vulnerability to the community based on natural disasters, and can also be done through proactive measures such as policy-making and infrastructure. Provo has experienced floods, windstorms, and wildfires, and is in an area susceptible to earthquakes.

Federal law requires that municipalities have adopted a hazard mitigation plan in order to receive mitigation project grants. Mr. Blinzinger noted that there are non-hazard mitigation programs that the City could take advantage of as well with this plan in place. Mr. Blinzinger stressed the importance of having this in place in order to receive aid and funding in the future. This is part of a strategy to prepare Provo for the future. ***Presentation only. This item will be scheduled for the August 8, 2017 Council Meeting.***

Policy Items Referred from the Planning Commission

8. The Provo City Community Development Department requests an amendment to Subsection 14.10.080(3) regarding street-side yards on corner lots. Citywide impact. (17-0007OA)
9. The Provo City Community Development Department requests an amendment to Chapter 14.06 and Subsection 14.10.090(4) regarding patio roofs and their extension into a required setback. Citywide impact. (17-0008OA) ([2:38:19](#))

Brian Maxfield, Planning Administrator, presented items 8 and 9 together. Based on recent changes to required setbacks, some additional changes were needed to clarify aspects of the ordinance consistent with the original intent. Mr. Maxfield summarized the changes:

- The revision changed the setback for a side street on a corner lot to be consistent with the changes to the front setback.
- The second change addressed rear yard setbacks. There is a residential zone allowance for a porch roof to extend up to 12 feet into the rear yard setback under the previous setback standard. The changes clarified the permitted extension in the context of the recent setback changes—with the new setback standard, the extended roof edge may be no fewer than 8 feet from the property line. Definitions for patios and patio roofs were also added to the section.

Presentation only. These items were scheduled for the following Council Meeting.

10. David Gardner requests an ordinance amendment to allow accessory dwelling units attached to an industrial use in the Manufacturing Park (MP) Zone. Rivergrove Neighborhood. (17-0002OA)

Pending minutes – awaiting approval

(2:43:13)

Austin Corry, Planner, presented. This item has been through several rounds of the Planning Commission, with revisions addressing the feedback from the neighborhood and during Planning Commission meetings. The proposal would amend the MP zone, which is located in three areas of the City. Mr. Corry noted that two areas will be unchanged and unaffected by the proposal.

Neighborhood residents had concerns about transiency. Mr. Corry highlighted several criteria which comprised the more critical parts of the ordinance amendment: units may be family-occupied (a single family or three singles per City and State laws); an accessory dwelling unit could only be attached to a permitted and operational business; accessory dwelling units would not be permitted within 500 feet of a residential zone property; specific yard and open space requirements; a building height allowance of 35 feet (allowing either two or three stories). Other ordinance requirements (including parking and landscaping) would remain the same.

Mr. Corry noted some alternatives to the 500-foot buffer area, which would impact the applicant's intentions for developing in that zone, as recommended by staff and Planning Commission. This property held enough unique properties so that there were places where it would be appropriate to have a buffer, but that it could be changed with Planning Commission approval on a project-specific basis. Staff, the applicant, and the Planning Commission were comfortable with the proposed solution. Staff would propose that it be made a 600-foot buffer (rather than 500-foot) with the allowance for the Planning Commission to grant an exception on a project-specific basis. Mr. Corry also delineated the difference between a caretaker dwelling and what the applicant has proposed in this ordinance amendment.

Council members shared concerns about the concept, the possibility of these units feeling disjointed from the surrounding neighborhood, and the pushback from the neighborhood. Mr. Corry explained that while the ordinance did not make changes to the height restrictions, the residents in the neighboring areas saw the potential for impact on their community. Mr. Corry clarified that the ordinance also addresses a concern from staff that ensures that there is a healthy and safe environment for residents of these units with open space requirements, access to amenities, and building with sound- and vibration-attenuating materials to mitigate impacts of neighboring commercial uses. Mr. Corry indicated that the applicant intends to retain a majority ownership at the complex.

Motion: David Knecht moved that the implied motion at the upcoming Council meeting utilize the language specifying the 600-foot buffer and the provision for the Planning Commission to grant an exception as part of a project plan application. Seconded by George Stewart.

Roll call vote: Approved 4:0, with Kay Van Buren, Kim Santiago, and Gary Winterton excused.

This item will be scheduled for the August 8, 2017 Council Meeting.

11. Provo City Economic Development Department requests an amendment to Section 14.38.105(1) to increase the amount of signage permitted in a multi-tenant building in the Downtown, ITOD, Downtown Gateway, and West Gateway Zones. Citywide impact. (17-00100A) (3:20:46)

Aaron Ardmore, Planner, presented. For several large buildings in the downtown area, such as Wells Fargo and Zions Bank, tenants have located in available space on upper floors of these buildings. Originally, these companies intended to occupy their entire space, but as their businesses have evolved, several have leased space in their buildings to other companies. Economic Development proposed this ordinance amendment to address signage needs of these businesses. From a staff perspective, most three- to four-story buildings downtown haven appropriate signage to satisfy their needs. This amendment would address buildings with five or six stories and different tenants. Mr. Ardmore noted the distinction

Pending minutes – awaiting approval

between building identification (Zions Bank or Wells Fargo signs) and tenant identification (MultiLing sign on the Zions Bank building). Staff supports the ordinance and thought it was a reasonable and fair solution for existing buildings. Several Council members expressed that this seemed like a way to help businesses. *Presentation only. This item was already scheduled for the July 18, 2017 Council Meeting.*

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.

Motion: George Stewart moved to close the meeting. Seconded by David Harding.
Roll call vote: Approved 4:0, with Kim Santiago, Kay Van Buren, and Gary Winterton excused.

Adjournment

Adjourned by unanimous consent.



PROVO MUNICIPAL COUNCIL

Work Meeting Minutes

2:00 PM, Tuesday, October 03, 2017

Room 310, City Conference Room

351 W Center, Provo, UT 84601

Agenda

Roll Call

The following elected officials were present:

Council Chair David Sewell, conducting

Council Vice-Chair David Knecht

Council Member Kay Van Buren

Council Member George Stewart

Council Member Gary Winterton

Council Member David Harding

Council Member Kim Santiago

Excused: Mayor John Curtis

Prayer

The prayer was given by Jimmy McKnight, Public Works Financial Analyst.

Approval of Minutes

November 17, 2016 Parking Retreat

Approved by unanimous consent.

Business

1. A discussion on proposed code revisions from the Sanitation Department (17-123) ([0:02:24](#))

Dave Decker, Public Works Director, presented. He indicated that at this time, Public Works staff recommends staying with the sanitation rate changes the Council approved several months ago. Once the second phase of Provo 360 is complete, which will implement changes to the utilities billing system, Public Works staff recommends moving to a tiered billing structure for water rates. At that point, it would be a logical time to revisit any further desired changes to the sanitation rates. The proposed code revisions are intended to establish a minimum requirement for residential sanitation services (required 95-gallon minimum collection) and to clarify that every residence must have a black can. Currently there are no means for Sanitation to enforce when there are persistent issues with inadequate garbage receptacles. Brian Torgersen, Public Services Division Director, clarified that an accessory dwelling is considered an individual dwelling unit, particularly in cases where there is a dual water/electric meter. The ordinance also makes allowance for the director or designee to review specific cases if there is a request for an exception or exemption. ***Presentation only. This item will be brought back to a future Work Meeting.***

Pending minutes – awaiting approval

2. A discussion on the Stormwater Pollution Protection Plan Fee in the Stormwater Consolidated Fee Schedule (17-102) ([0:30:04](#))

Cliff Strachan, Council Executive Director, presented. The Utah Valley Home Builders Association (UVHBA) voiced concerns with the proposal and has requested that the item be continued to a subsequent meeting. Staff have worked with Public Works on several alternatives: a formula-based structure and a table. Deann Huish, UVHBA, expressed the views of several prominent builders in the area that increased fees ultimately affect the affordability of homes. Public Works staff shared some of the inherent challenges with SWPPP inspections to better illustrate the day-to-day operations and how this relates to the proposed fee changes.

Motion: George Stewart moved to proceed with the table format for the SWPPP fees and to continue this item to the October 17, 2017 Council Meeting. Seconded by Kim Santiago.

Roll Call Vote: Approved 7:0.

3. A discussion on possible code changes regarding signage (17-110) ([0:59:53](#))

Brian Jones, Council Attorney, presented. Mr. Jones highlighted changes in sub-paragraph five (5) which introduces a separate grandfathering clause for hold time and brightness, where equipment is not able to comply with the regulated amounts and could affect business practices. Mr. Jones noted that ordinance 2013-16 became effective in May 2013; only signs prior to that time could be eligible to be grandfathered. Gary McGinn, Community Development Director, indicated that if any changes required a sign permit that the grandfathered status would no longer apply. Council Chair David Sewell suggested revisiting further changes to full-motion video at the Riverwoods and Provo Towne Centre mall at a future date. Community Development has ensured that brightness measures adhered to the best industry standards. Several Council members expressed a desire for staff to communicate with businesses more affected by these changes, and perhaps at a later time to consider expanding the boundaries for the proposed change.

Motion: George Stewart moved to send this item to the next Planning Commission meeting. Seconded by David Knecht.

Roll Call Vote: Approved 7:0.

4. A discussion on a proposed zoning ordinance amending Provo City Code 6.26.150 (17-104) ([1:23:05](#))

Brian Jones, Council Attorney, presented. Mr. Jones explained the changes to the ordinance in several versions of the current draft. Mr. Jones emphasized that no one solution will solve all problems with enforcement; rather, it simplifies this step in the investigative process to whether everyone in a specific residence complies with this ordinance. Mr. McGinn added that this ordinance will promote education and deter over-occupancy as a proactive rather than reactive policy; the ordinance provides education as well as an enforcement technique. Mr. Jones noted that criticisms of the City's occupancy limits are irrelevant to the current discussion; he believed this ordinance would be a necessary for enforcement no matter the occupancy limit. Representative Norm Thurston and Shannon Ellsworth submitted concerns and suggested changes to the ordinance, which Mr. Jones and Mr. McGinn addressed in turn.

Council members shared their own concerns and those they received from constituents.

- Several members of the Zoning Committee were concerned about sending a specific message with the consequences of violation of the ordinance (with an infraction versus Class C or B misdemeanor). Council member Kim Santiago was in favor of the ability to enhance the consequence for repeat offenders of the law.

Pending minutes – awaiting approval

- Chair Sewell heard many concerns from the public about the severity of possible jail time.
- The ordinance itself currently specifies an effective date of January 1, 2018.
- Mr. Jones noted that with all zoning enforcement cases, the City's intent is to achieve compliance, not to prosecute.
- Council member Gary Winterton expressed feedback from constituents who would like a more granular approach, addressing the actual problems which the City desires to solve (parking, school enrollment, noise, economics, etc.).
- Ms. Santiago noted the lengths to which some citizens have gone in their concerns about over-occupancy; as she sees it, the core of the problems for those neighborhoods is over-occupancy.
- Council member David Knecht reviewed the history of planning and zoning in southeast Provo and noted that many concerns with over-occupancy stemmed from the economic impacts.
- A few Council members expressed concern that the communications with the public had not adequately conveyed the intent of this ordinance. Several Council members were in favor of continuing this item for a few weeks in order to better involve the public in the conversation.

Motion: Kim Santiago moved to utilize version 2 of the draft [which included definitions].
Seconded by David Sewell.

Roll Call Vote: Approved 7:0.

Motion: David Harding moved to postpone voting on this item until the November 14, 2017 Council Meeting. Seconded by Gary Winterton.

Mr. Jones clarified that while there have been four opportunities to speak on this item, only two of those occasions were noticed opportunities with the entire Council present. Ms. Santiago expressed that over-occupancy has been at the forefront of constituent discussions during her term on the Council and consequently that there has been a great deal of public input. Council members expressed appreciation for the work of the Zoning Committee and their innovative solution, and hoped that postponing the vote would allow for more dialogue with and support from the public.

Substitute motion: Gary Winterton made a substitute motion to vote on this item at the October 17, 2017 Council Meeting. Seconded by David Knecht. *The substitute motion was withdrawn.*

Mr. Harding's motion, to postpone a vote to the November 14, 2017 Council meeting, was restated.

Roll Call Vote: Approved 4:3, opposed by Council members Kim Santiago, George Stewart, & Kay Van Buren.

Policy Items Referred from the Planning Commission

5. A discussion on a zone change request of approximately 0.642 acres from Residential Conservation (RC) to Low Density Residential (LDR), on property generally located at 925 East 1140 South. Spring Creek Neighborhood. (17-0012R)
6. A discussion on a zone change request on approximately 2.29 acres from Agriculture (A1.5) to One-Family Residential (R1.8) on property generally located at 1282 North Geneva Road. Lakeview North Neighborhood. (17-0009R)

The presentations for items 5 and 6 were continued to the evening Council Meeting; both items had already been scheduled for the October 3, 2017 Council Meeting.

Business

7. A discussion on a proposed Business Loans of Utah Revolving Loan Fund (17-121) ([2:38:36](#))

Dixon Holmes, Economic Development Chief Deputy, presented. During the 2018 budget cycle, the Council approved a \$100,000 appropriation for a rotating loan fund. Mr. Holmes explained the changes to the way that the revolving loan fund is operated—the proposed changes do not change the purpose of the program, which is to provide alternative funding sources to small businesses which cannot qualify for a conventional loan. With these changes, though, the program will no longer be a loan loss and from a risk assessment perspective, the position of the City is the same. The City will receive interest back as the loan is paid off under the proposed changes, and this will go back into the revolving fund for lending to another business through the program. *This item will be scheduled for the October 17, 2017 Council Meeting.*

Closed Meeting

8. 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.

Motion: Kay Van Buren moved to close the meeting. Seconded by David Knecht.
Roll Call Vote: Approved 7:0.

Adjournment

The meeting was adjourned by unanimous consent, with Council member George Stewart excused.



Provo City Municipal Council

Staff Memorandum

Interim Mayor Appointment Process

October 31, 2017

<p>Presenter Brian Jones</p> <p>Time for Presentation 30 min</p> <p>IssueFile # 17-132</p>	<p>Item Short Title A discussion on the process for appointing an interim mayor (17-132)</p> <p>Intended Outcome of Discussion/Requested Action A motion of intent concerning a process and timeline for appointing an interim mayor.</p> <p>Background In the event that Mayor Curtis, a candidate for the Third District Congressional Seat, resigns to assume a role in Congress, Provo City will need to know how to move forward with appointing an interim mayor. Utah Code 20A-1-510 provides a procedure for the Council to follow, and Provo City Code 2.10.080(1) says that the appointment needs to happen within 30 days after the vacancy.</p> <p>The Council needs to determine when they would like the action on the appointment to take place, and answer several questions that will ease the process.</p>
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Provo City Municipal Council

Staff Memorandum

Wastewater Planning

October 31, 2017

<p>Presenter Dave Decker Shane Jones</p> <p>Time for Presentation 90 min</p> <p>IssueFile # 17-131</p>	<p>Item Short Title A discussion on Wastewater planning (17-131)</p> <p>Intended Outcome of Discussion/Requested Action Inform Council members of upcoming decisions they'll need to make pertaining to the Wastewater Treatment Plant.</p> <p>Background On October 17th, Public Works came to work meeting and explained the need to request a variance on phosphorus levels at the Wastewater Treatment Plant. At the upcoming work meeting, Public Works will provide an update on information pertaining to the variance letter. This will serve as an introduction to the bulk of their presentation, which will focus on options for the Wastewater Treatment Plant and future needs of the Westside of Provo.</p>
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Provo City Municipal Council

Staff Memorandum

Provo Parking Strategic Management Plan

October 31, 2017

<p>Presenter Cliff Strachan</p> <p>Time for Presentation 45 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 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>
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PROVO



STRATEGIC
Parking Management
PLAN



*PROVO
Welcomes
the World*

**Strategic Parking
Management Plan**

DRAFT REPORT



November 2015

Prepared for
prvo
WELCOME HOME

Prepared by
CIVITAS
CONSULTANTS LLC

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!

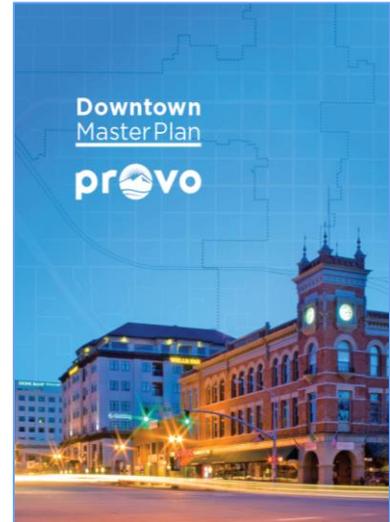
2. PLANNING CONTEXT

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.

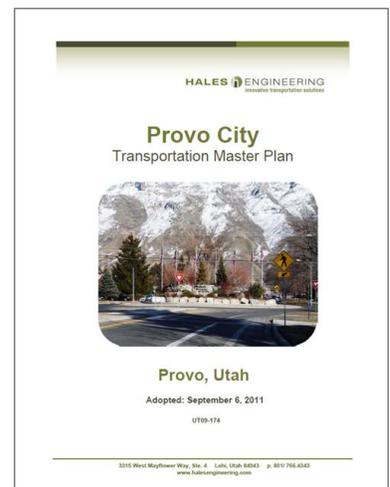
▲ Downtown Master Plan (2014) (Excerpt from the Plan Introduction)

- 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

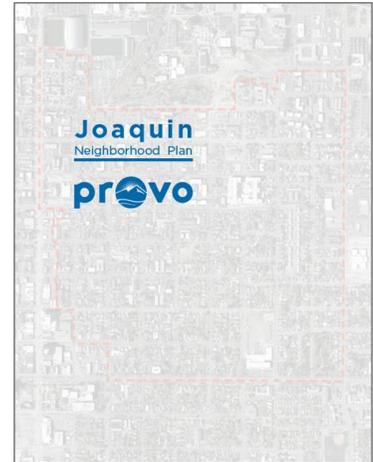


redeveloping this particular block, and it is important the community plays a key role in that visioning process. The goal is to uncover ideas that are in tune with what best serves the people of Provo, and that their impact will ripple throughout downtown and, in the process, create all new opportunities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

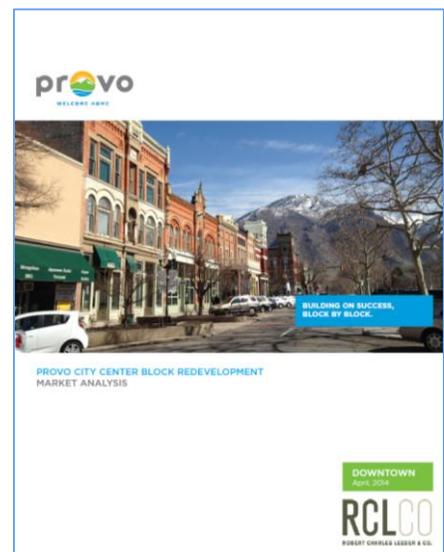
▲ **Joaquin Neighborhood Plan (2014)** (Excerpt from the Plan Introduction)

- 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)

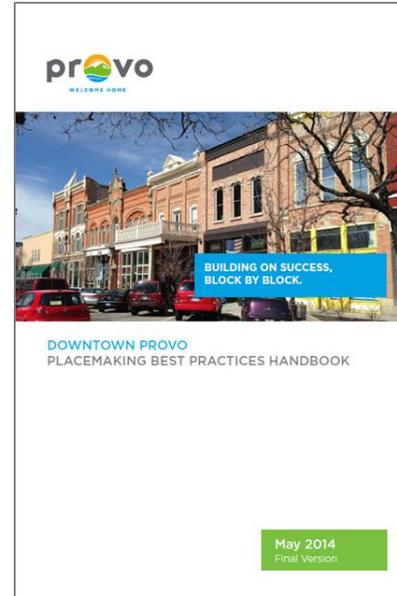
- The near-term market opportunities for the City Center site include a broad array of development options, though most uses will be challenging to provide today at higher densities or in vertical mixed-use configurations. Rental apartments, limited service hotel, and for-sale townhomes all present construction-feasible 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

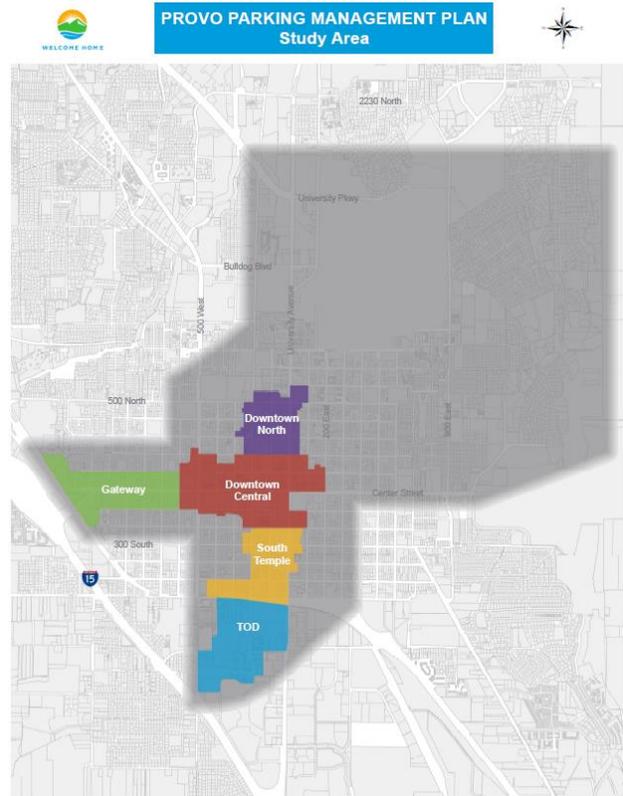
Introduction

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.

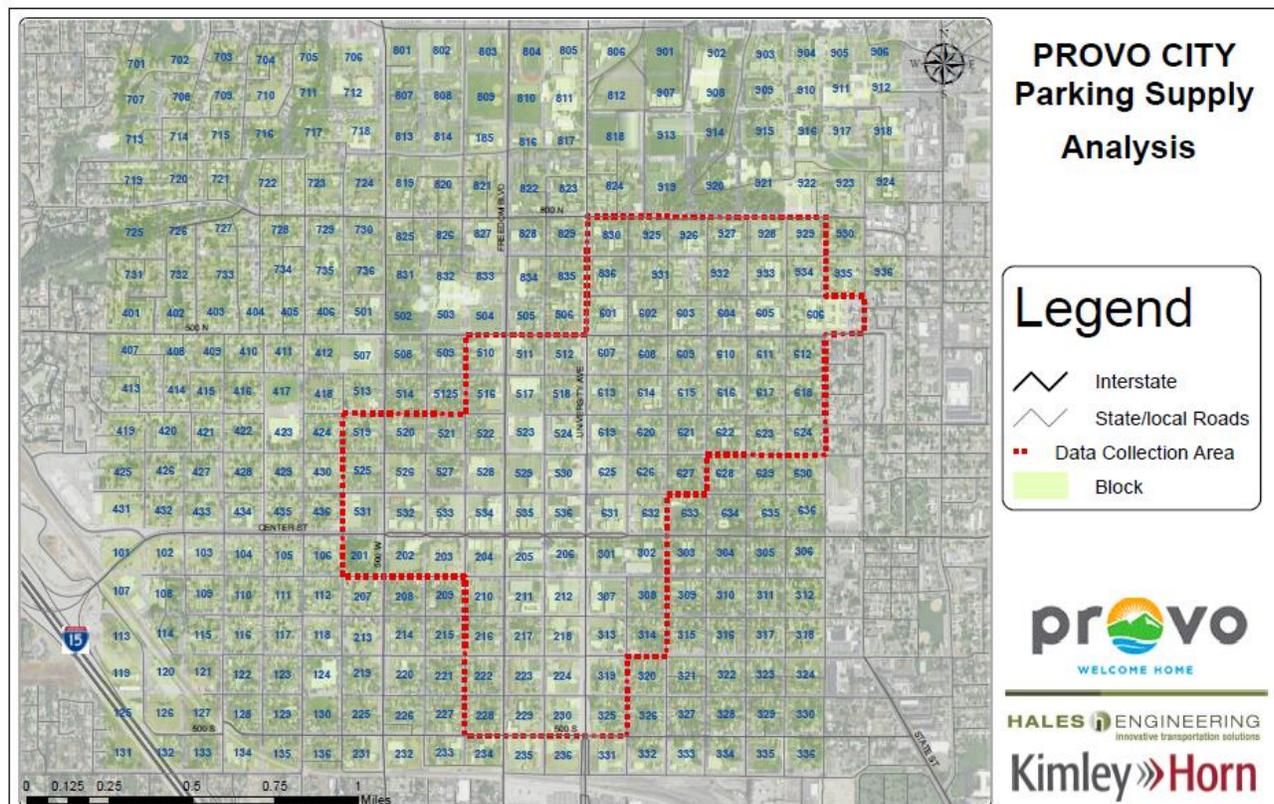
As shown in Table 1 (on page XX), there are approximately 18,856 parking spaces within the study area, approximately 3,203 (17%) of which are on-street. This leaves approximately 15,653 (83%) parking spaces located in parking lots or parking garages.

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%

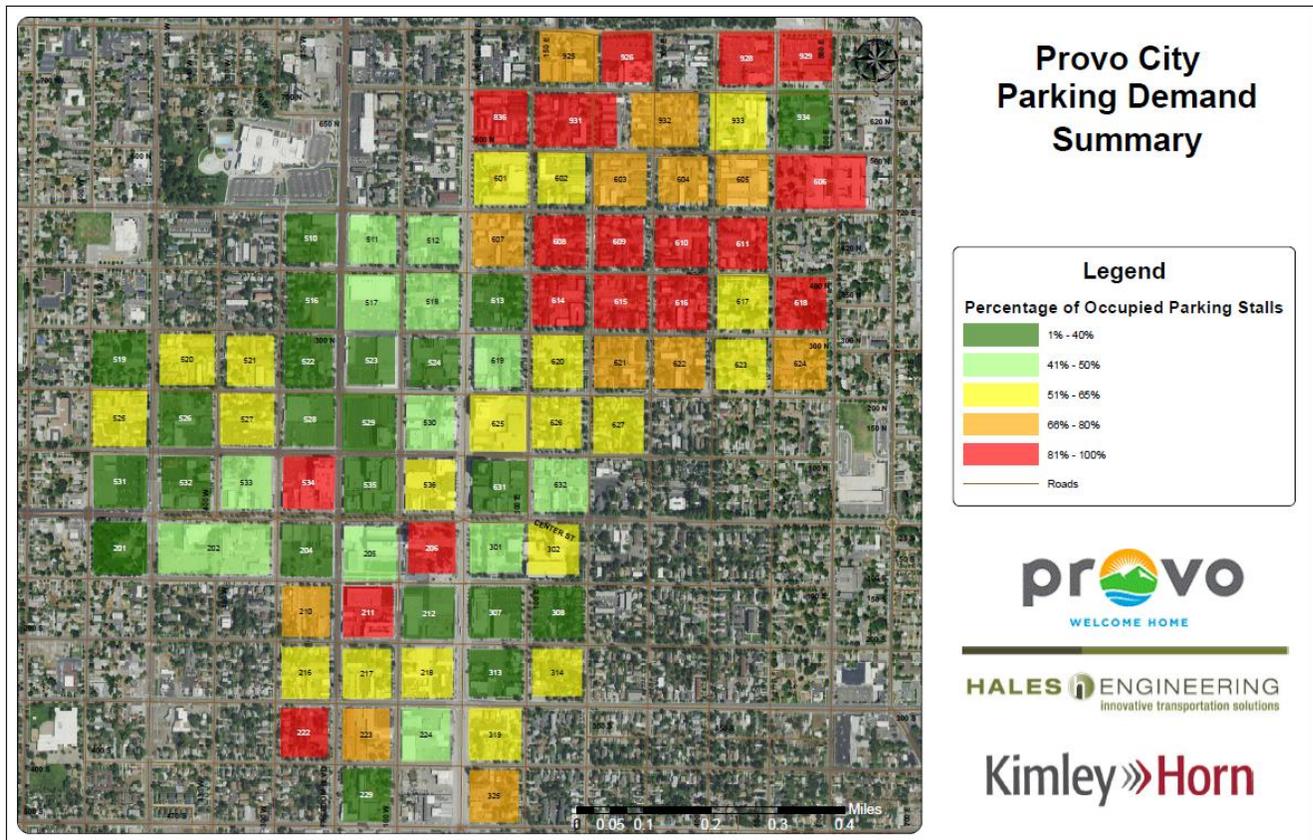
Overall Parking Occupancy “Heat Map” Summary

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	1	0	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.

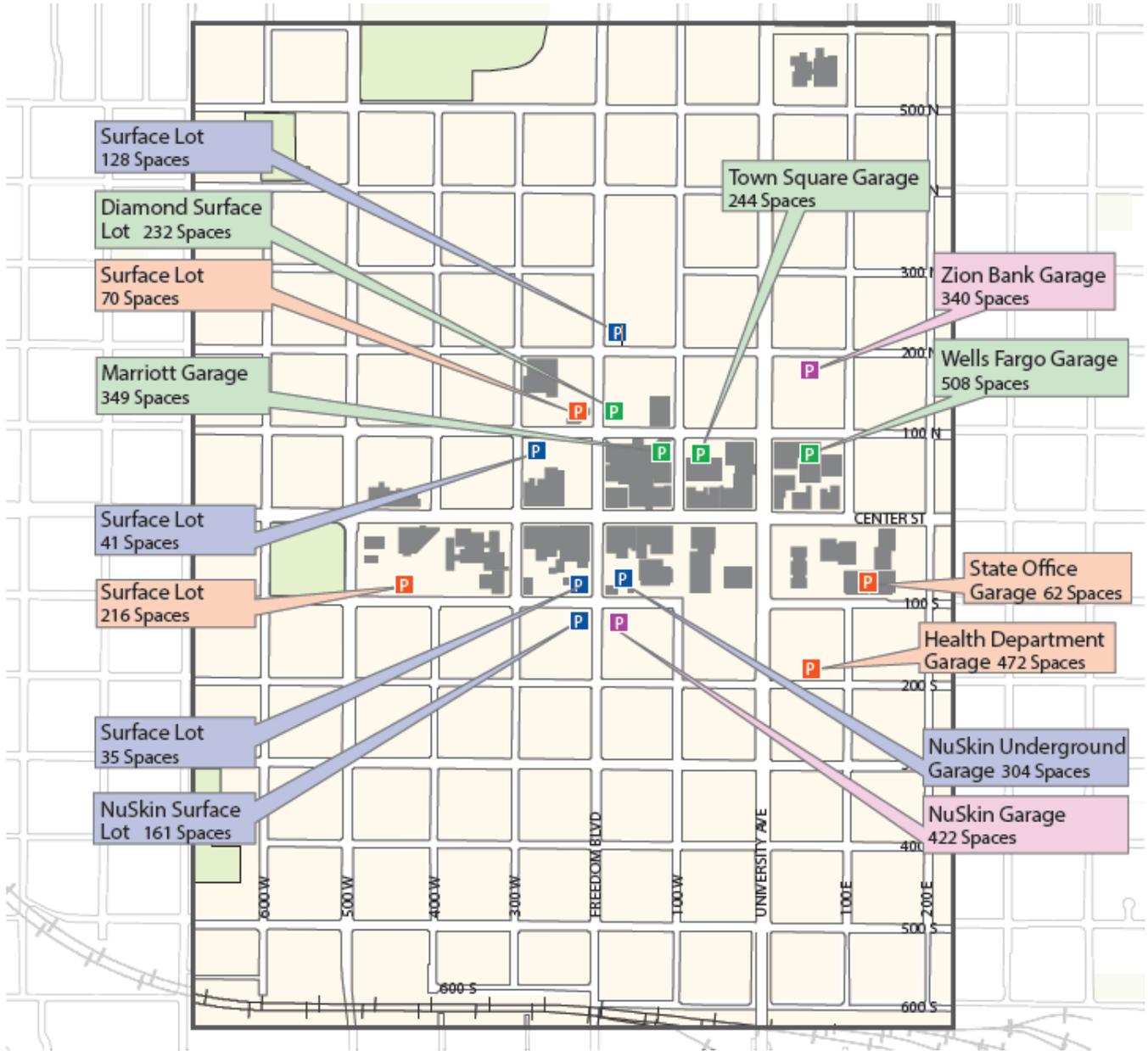
Current Parking Adequacy

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.

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

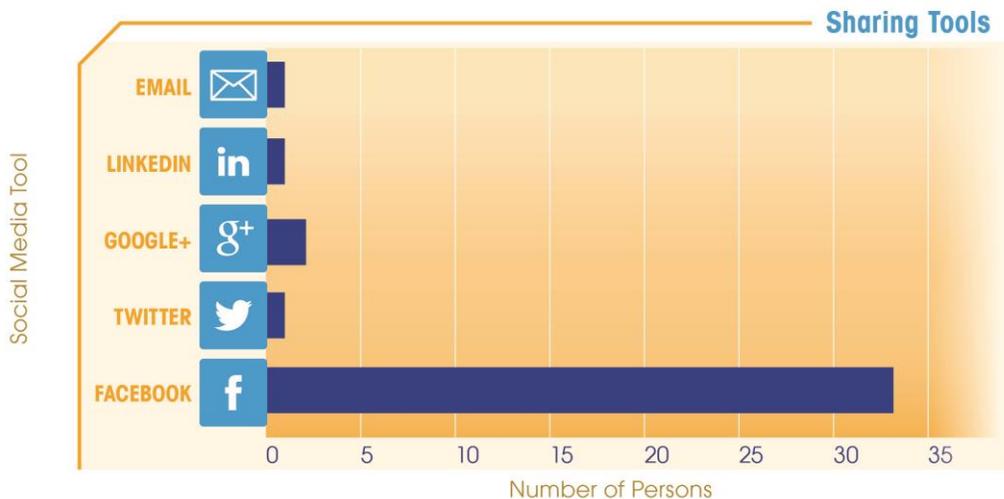
In an effort to design a community outreach process that was inclusive, far-reaching and that afforded community members multiple opportunities and forums for providing input on the Strategic Parking Management Plan, the consultant team recommended that the City of Provo utilize the online engagement 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



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”



Other key findings from the Vision Provo site include:

Figure 8 – Stakeholder “Biggest Parking Challenge”



Figure 9 – “Managing Increased Parking Demand”

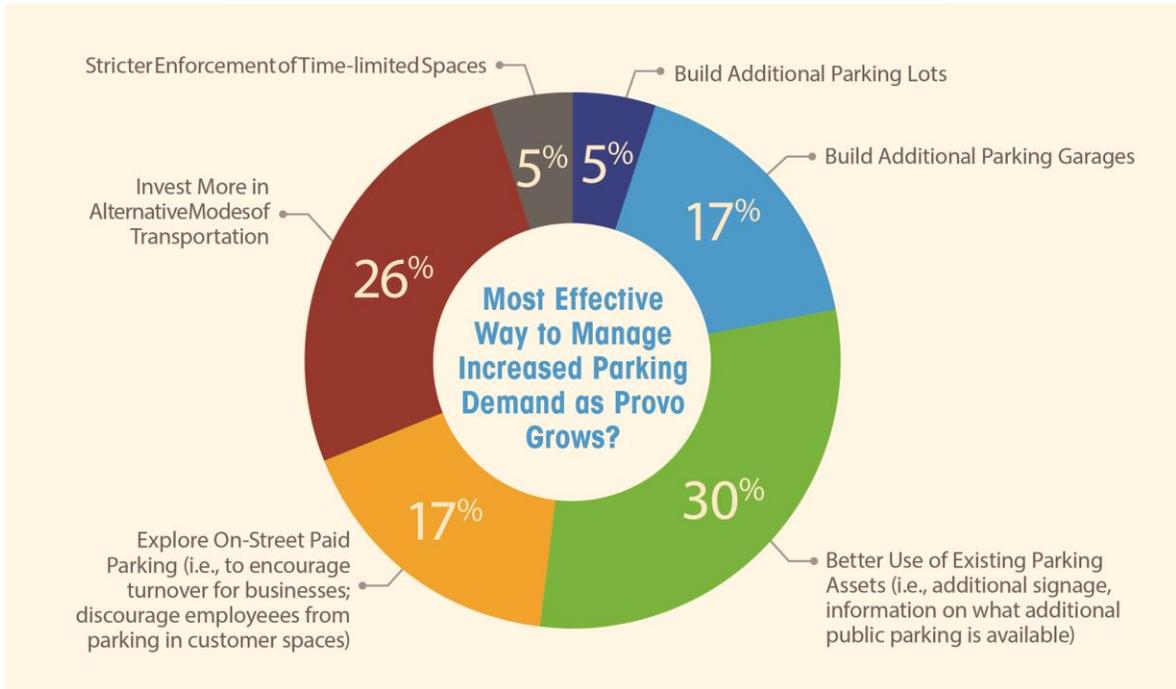


Figure 10 – “Transportation Mode Split”

What Mode of Transportation is Used the Most?

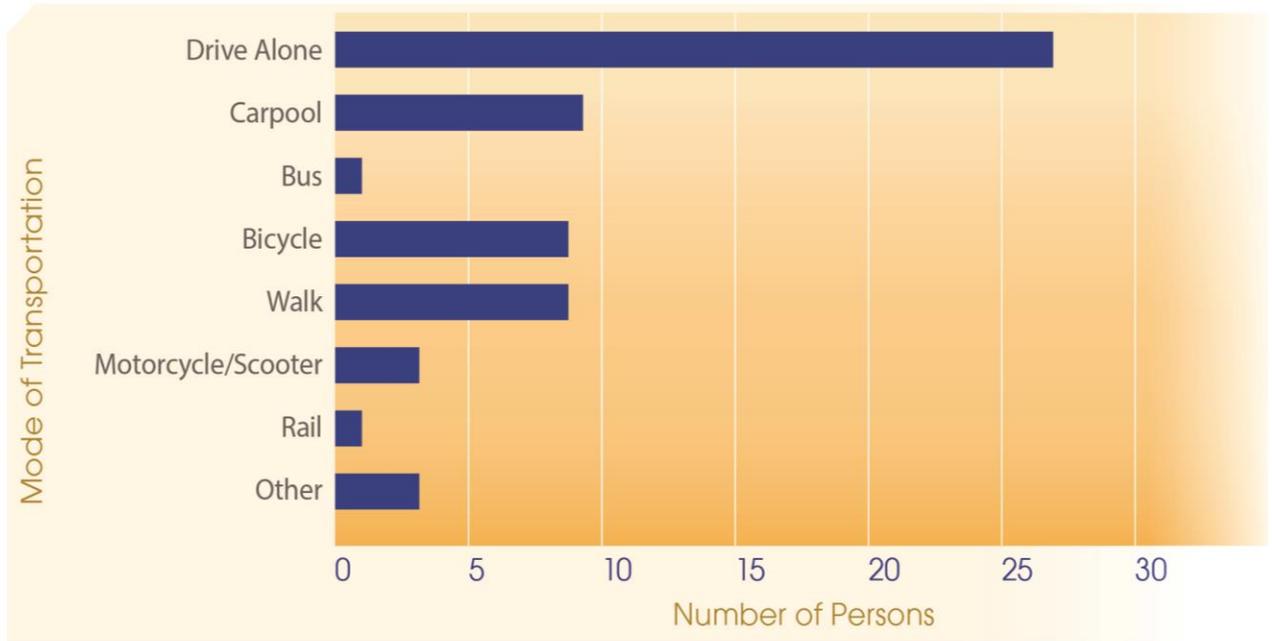


Figure 11 – “Typical Parking Location Downtown”

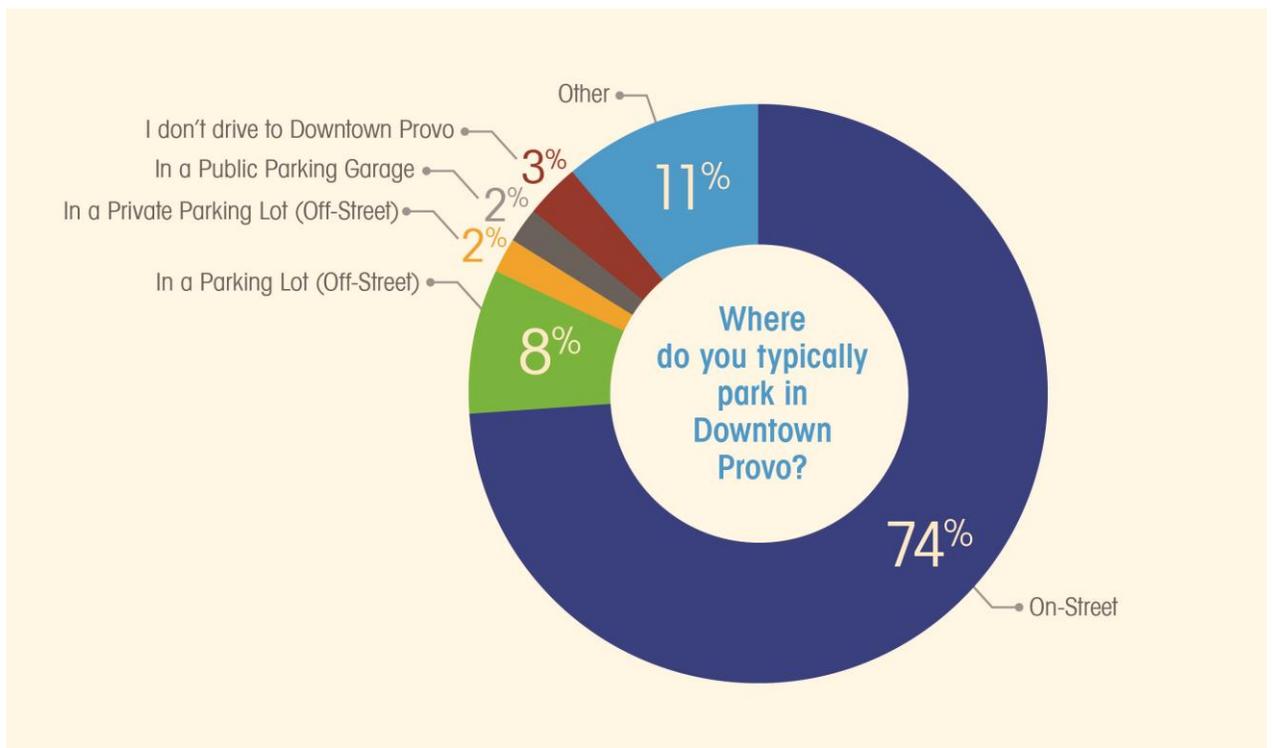
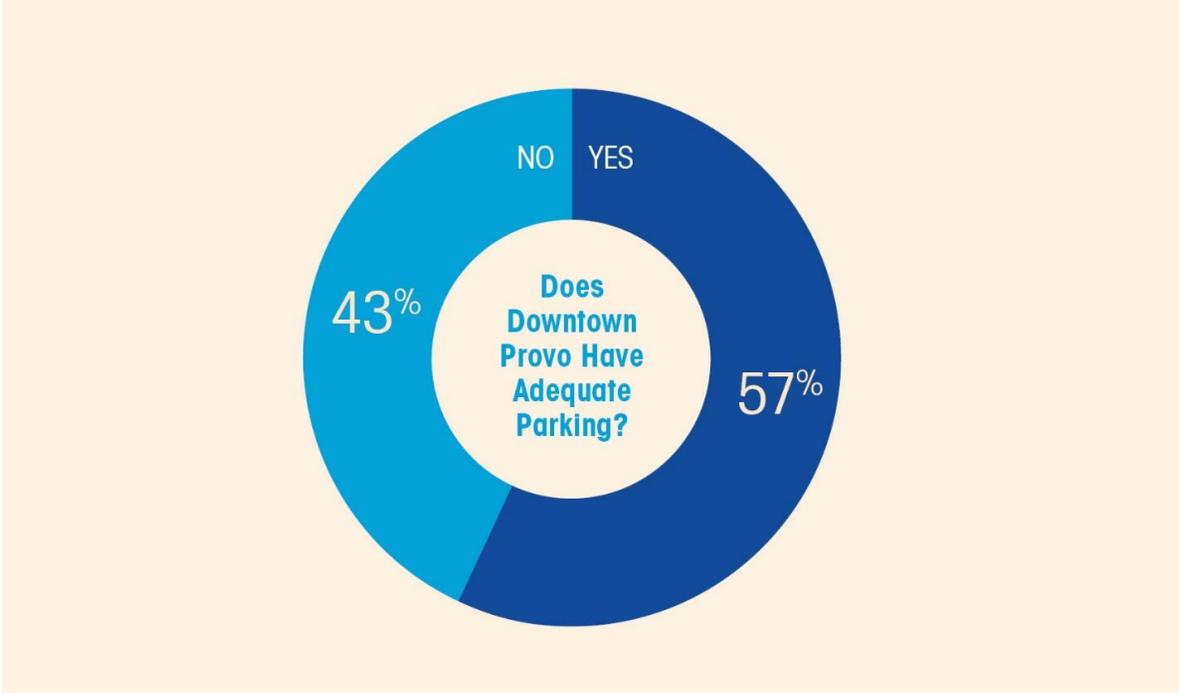


Figure 12 – “Perception of Parking Adequacy Downtown”



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)



- 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

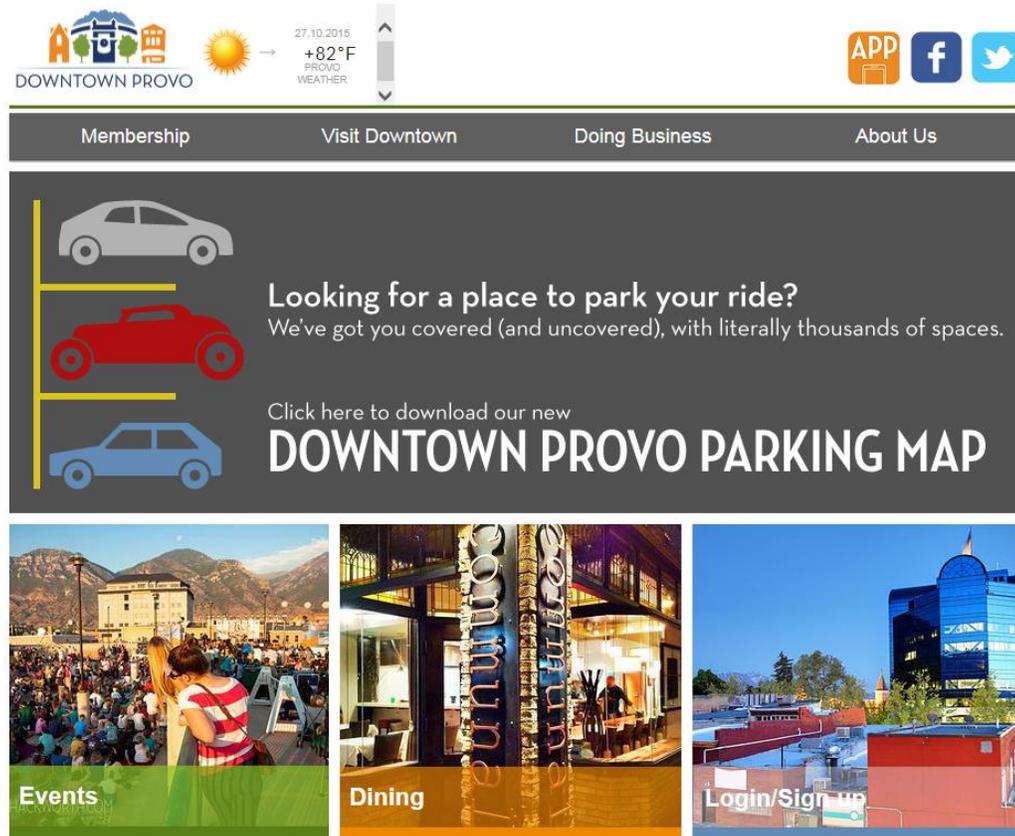
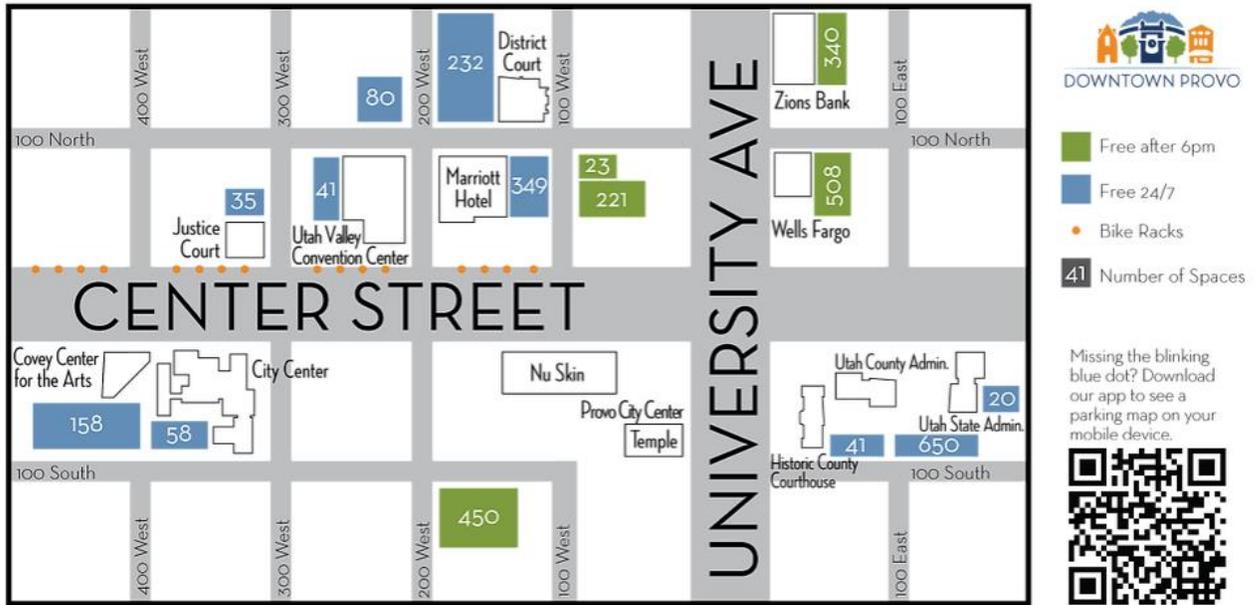


Figure 14 – Downtown Provo Inc. Parking Map



DOWNTOWN PROVO PARKING



- Free after 6pm
- Free 24/7
- Bike Racks
- 41 Number of Spaces

Missing the blinking blue dot? Download our app to see a parking map on your mobile device.



Figure 15 – Downtown Provo Inc. Getting Around Downtown



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.

CITY OF PROVO 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.



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

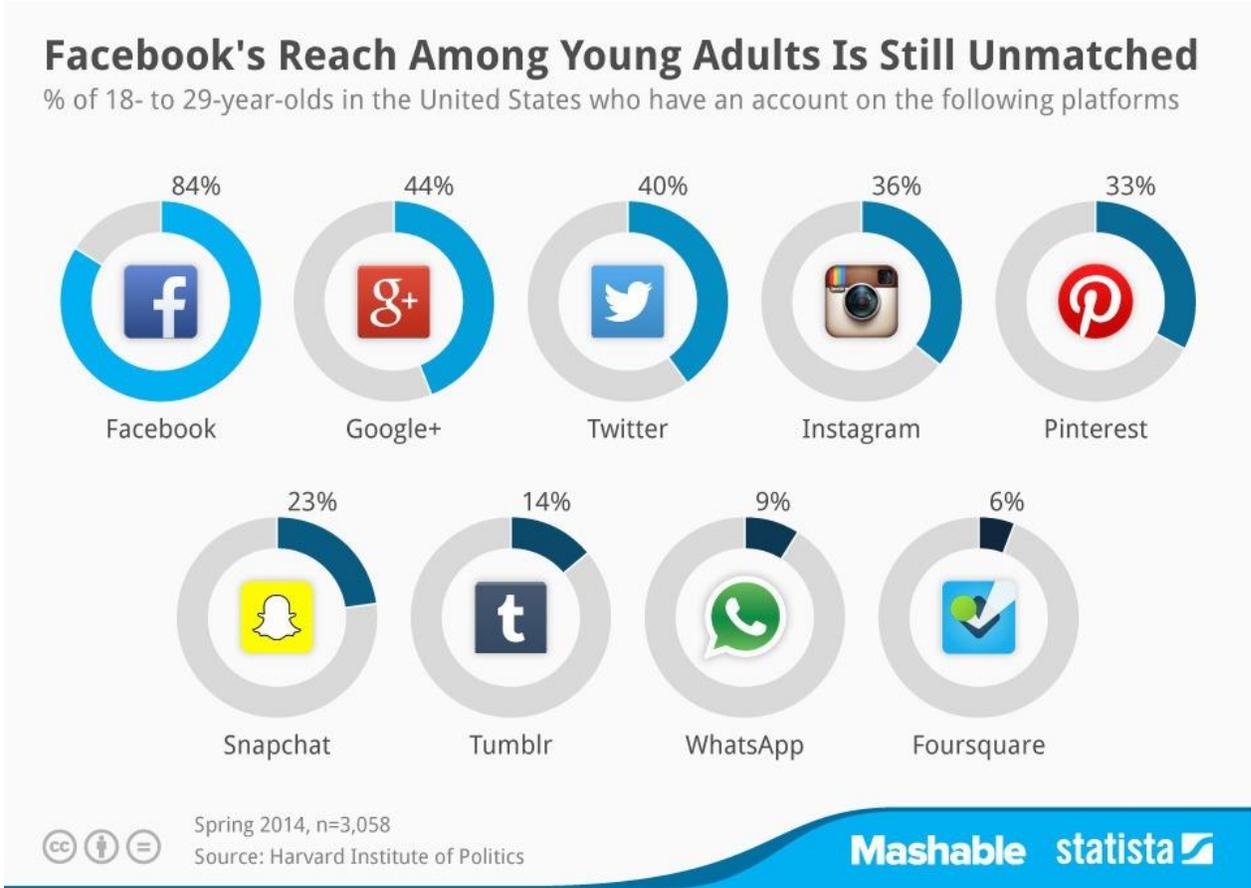
As the web is often one of the very first places that customers will go to find parking, it is critically important the City of Provo has a link to information about parking and transportation options at a very high level on its main website, preferably on the home page under the "Departments" drop down 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



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) 	<p>Future Parking Department Director, with support from City Marketing and Communications staff</p>	<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	<p>Work with the City's Marketing and Communications staff to outline web content for a new Parking Services web page.</p>	<p>Future Parking Department Director, with support from City Marketing and Communications staff</p>	<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. 	<p>Community Development staff, with support from City Marketing and Communications staff</p>	<p>No cost beyond staff time.</p>

	<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	Develop job description duties specific to communications and public engagement <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	Develop an Annual Communications & Stakeholder Engagement Plan <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	<p>Create 2017 Annual Communications & Stakeholder Engagement Plan by 4th quarter 2016</p> <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.

	<p>media impressions and Google Analytics)</p> <ul style="list-style-type: none"> 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 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 conventioners, 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

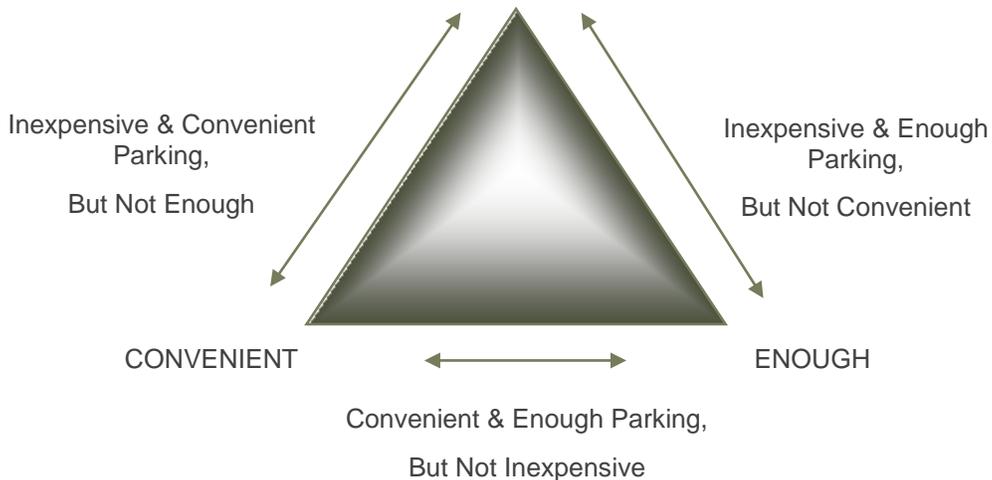
Introduction

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 overlooked 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 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 what 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 “complainers”) 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

- | | |
|---|--|
| - Overall Leadership and Management | - ADA Compliance |
| - Program Definition and Development | - Parking Facility Maintenance Programs |
| - Parking System Revenue Control & Accounting | - Consolidated Financial Reporting |
| - Parking Facilities Management | - Special Events Parking Management |
| - Contract Management | - Parking Resource Allocation |
| - Program Branding and Marketing | - Rate Setting |
| - Parking Planning and Coordination | - Residential Parking Permit Programs |
| - Parking Facility Development & Construction | - Special Program Development |
| - Community Outreach and Education | - Central Information Clearinghouse |
| - Equipment and Technology Specifications | - Wayfinding and Signage |
| - Equipment and Technology Maintenance | - Customer Service Programs |
| - Parking Enforcement and Adjudication | - Validation Programs |
| - On-Street Parking Management | - Valet Parking Programs |
| - Meter Collections and Maintenance | - Transportation Demand Management |
| - Employee Parking | - 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. Institute, Washington, DC, 1983 (Currently being updated)
- viii. 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 Systems Organize 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 \$0.10 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 a 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

- d. Invest in sustainable design & management practices
- 14. 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 asides 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 pPrinciples” 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 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.

Primary Responsibility:
City Administrative Services and Parking Management

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

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
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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 consistency, efficiency and effectiveness.

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 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 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 # 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.

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)

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