



PROVO MUNICIPAL COUNCIL

Work Meeting

1:30 PM, Tuesday, December 05, 2017
Room 310, City Conference Room
351 W Center, Provo, UT

Agenda

Roll Call

Prayer

Approval of Minutes

June 6, 2016 Budget Retreat

October 18, 2016 Work Meeting

September 19, 2017 Council-Planning Commission Joint Meeting

November 14, 2017 Work Meeting

Business

1. A presentation on Wastewater planning (17-131)
2. A discussion on Police fees (17-142)
3. A discussion on proposed new Fire Department fees (17-133)
4. A discussion on adopting the Provo Parking Strategic Management Plan as a guide for decision making and policy formation (17-126)

Break

Business

5. A discussion on proposed Neighborhood Program changes (17-138)
6. A discussion on proposed Council Handbook amendments (17-037)

7. A discussion regarding the Provo City Audit Report and Comprehensive Annual Financial Report for the fiscal year ending June 30, 2017. (17-134)
8. A discussion on the Accessory Apartment Overlay Zone, the Supplementary Residential Overlay Zone, and related zoning topics (17-137)

Policy Items Referred from the Planning Commission

9. A discussion on a request to amend Provo City Code Subsection 15.03.020(3) to update 2017 standards to 2018 standards. Citywide impact. (17-0022OA)

Closed Meeting

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

Adjournment

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

Adjournment

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

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

If you have a comment regarding items on the agenda, please email or write to Council Members. Their contact information is listed on the Provo website at: <http://provo.org/government/city-council/meet-the-council>

The next scheduled Regular Council Meeting will be held on 01/09/2018 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 - Retreat

10:10 AM, Thursday, June 16, 2016
Room 310, Provo City Conference Room
351 West Center, Provo, Utah 84601

Agenda

Roll Call

THE FOLLOWING ELECTED OFFICIALS WERE PRESENT:

Council Chair Kim Santiago, conducting
Council Member David Harding
Council Member David Knecht
Council Member David Sewell
Council Member Gary Winterton
Council Member George Stewart
Council Member Kay Van Buren
Deputy Mayor Corey Norman
Mayor John R. Curtis

Opening Prayer

The prayer was given by Heidi Morley.

An Overview of the Budget Meeting by Council Staff (0:05:17)

Cliff Strachan, Council Executive Director, outlined the agenda and who will be presenting at the retreat. He also gives some tips to council members.

Changes to the budget (0:10:00)

John Borget, Administrative Services Director, presents on changes to the budget since tentative budget was passed. There is a net increase of \$316,492 and net increase in expenditures of \$307,750, resulting in a net change of \$8,742. Dustin Grabau, Budget Officer, gave an overview of the changes in the enterprise funds, especially water, energy, sanitation, and capital improvement projects (CIP) fund. Money in reserves is gradually growing. *Discussion only.*

1. A presentation from Downtown Provo, Inc. (0:28:30)

Brady Curtis gives a presentation on DPI. He is concerned about funding cuts to DPI and talked about the history of the downtown business association and how it would be bad to shut down DPI. Christine Hale, social media and event coordinator for DPI, accomplished a huge social media following on Facebook and Instagram and has an email base of 2,000. DPI has organized 4 original DPI events and help sponsor 5 others. Attendance has increased by 100%. Chad Pritchard, owner of Oregano, gave a presentation on how DPI is helpful. He feels like he is a part of the community, and a lot of it is because of Downtown Provo. Pete Tidwell, owner of the Mighty Baker, told his story how people at DPI helped him find a place for his business. Dean Johnson,

owner of Guru's and on the DPI board, thinks that if the council pulled DPI's funding would shut down DPI. Gradual decline in funding would be fine. Joe Raker, Utah County Convention and Visitors Bureau, talked about how people love downtown and how DPI helps with that. Mr. Curtis ended by giving his plan to how DPI will be more self-sufficient. *Discussion only.*

2. A presentation on Zoning Enforcement (1:00:56)

Gary McGinn, Community Development Director, gives an overview of where the city is on enforcement and occupancy process. Survey results were given. Changes were made in some of their processes to get ready for Provo 360. Zoning laws and tools discussed. Carrie Walls, Zoning Administrator, also presented on zoning enforcement. There are currently 408 open cases that deal with zoning and occupancy. Staff have closed 513 cases. Ms. Walls gave scenarios of zoning cases. It's hard to track people down. Corey Norman then talked about the survey on occupancy. *Discussion only.*

3. Department Questions and Answers

Each of the following departments had their directors get up and take questions from members of the council on their proposed budgets. Their segments can be viewed below:

- (1:48:05) **Parks & Recreation**
- (2:26:25) **Public Works**
- (3:15:40) **Redevelopment Agency**
- (3:21:14) **Police Department**
- (3:28:16) **Fire Department**
- (3:52:27) **Energy Department**
- (4:04:14) **Administrative Services**

4. A discussion on topics for the remainder of the meeting (4:40:40)

Mr. Strachan goes over the remaining discussion items on the agenda and asked the Council to discuss what to keep and what to cut. Council members added several more discussion items.

5. A discussion on the Council Budget Committee recommendations and Council Priorities (4:48:27)

Over the course of the last few weeks the Budget Committee came up with a series of recommendations: looking for ways to not increase property taxes, budgeting to priorities, and reducing transfers to the golf course. Larry Walters, Budget Committee member, talked about council priorities and how budgeting to priorities is a part of that list. *Discussion only.*

6. A discussion on the Utility Rate Increases (4:54:43)

The Council discussed increases in utility rates and how it could impact the public. They discussed whether to change the 5-year plan to a 7-year plan. There was also discussion on how to pay for bonds and how long bonds should extend—10-, 20-, or 30-year bonds. There was also a desire to reduce the big jump in prices. Cost recovery and not socio-economic factors have been the focus.

Motion: George Stewart moved to adopt the 5-year utility rate plan. Seconded by Gary Winterton.

Roll Call Vote: Approved 6:1; with David Sewell opposed.

7. A discussion on the proposed property tax increase (5:18:01)

A lengthy discussion was held between Council members and those present on the need to increase the property tax rate. The discussion started out with a history of the property tax from 2009 on and legislative intent statements from the Council. It is felt a new discussion on property tax policy is needed. Increases were proposed but not approved in past years. Mayor Curtis thinks there is a need to propose an increase in property tax. Mr. Sewell wants to look at increasing the property tax for a more sustainable budget. Mr. Harding illustrated how the City's purchasing power from its property tax revenue depreciates over time if adjustments are not made for inflation. Mr. Stewart preferred doing this through utility increases. A baseline was discussed.

Motion: David Sewell moved to reaffirm the property tax intent statement from 2012 and use the Denver region annual average CPI-U for the prior calendar year as the inflation factor. Seconded by David Knecht.

Amended motion: David Sewell amended his original motion to use the CPI-U of Utah, rather than for Denver. Seconded by David Knecht.

Amended motion: David Sewell made another amendment to this motion to use the CPI-U for the West Region. Seconded by Dave Knecht.

The intent statement was restated for the record as: "It is the legislative intent, policy, and priority of the Municipal Council, to work with the Mayor, to annually hold a Truth in Taxation public hearing to consider an increase in the City's General Fund property tax rate, which increases is to be based on the past calendar year's annual change in the CPI-U for the West Region."

Roll call vote: Approved 4:2, with Kay Van Buren and George Stewart opposed and Gary Winterton excused.

Motion: George Stewart moved that the Council not adopt property tax increases this year. Seconded by Kay Van Buren.

Roll call vote: The motion Failed 2:4, with Council members David Sewell, Kim Santiago, David Harding, and David Knecht opposed and Council member Gary Winterton excused.

Motion: David Knecht moved that the Council tentatively adopt a 1.8% property tax increase, rather than 3%, which would be presented for a vote of the Council at the next meeting. Seconded by David Sewell.

Roll call vote: Approved 6:0, with Gary Winterton excused.

8. A discussion on the Disaster Recovery Funding (6:51:55)

A brief discussion was held on the state disaster recovery fund and whether to shift money from the general fund to it. *Discussion only.*

Adjournment

Motion: Kay Van Buren moved to adjourn. Seconded by Dave Harding.

Roll call vote: Approved 5:0, with Gary Winterton and David Knecht excused.



PROVO MUNICIPAL COUNCIL

Work Meeting Minutes

12:30 PM, Tuesday, October 18, 2016
Room 310, Provo City Conference Room
351 West Center Street, Provo, UT 84601

Roll Call

THE FOLLOWING ELECTED OFFICIALS WERE PRESENT:

Council Chair Kim Santiago, conducting
Council Member David Sewell
Council Member Vernon K. Van Buren
Council Member Gary Winterton
Council Member David Harding
Council Member David Knecht
Council Member George Stewart
Mayor John R. Curtis

Opening Prayer The prayer was given by Council member David Sewell.

Council Business: Outcomes and Ends Policies

1. [\(0:01:15\)](#) **A discussion with Shawna Cuan from the Governor's Office of Energy Development on proposed legislative improvements/changes to the C-PACE (Commercial Property Assessed Clean Energy) program (16-092)**

Shawna Cuan presented the changes made to C-PACE funding to property owners that improves energy efficiency. The Council discussed whether to opt-in to the C-PACE program and how to get the surrounding cities involved. Some cities are already in support of shifting. *Discussion only.*

2. [\(0:38:14\)](#) **An update from the Development Approval Review Committee (16-023)**

Council member David Sewell introduced the topic. The goal is to streamline the development review approval process. The committee has partnered with and received support from the Administration and brought in developers to hear their concerns. The committee has had lots of discussion on what developers would like to see, incentivizing quality infill, adequate public facilities, neighborhoods, and the building momentum for changes. *Discussion only.*

3. [\(1:44:37\)](#) **A discussion regarding the policy development of the Vision 2050 plan (16-051)**

Bill Peperone, Community Development Assistant Director, presented on Vision 2050. He had met with Council staff and members of governance committee and talked about how to proceed forward with the 2050 plan and its incorporation into the general plan. This was largely to set up a timetable of events for further discussion of Vision 2050. Public input was given on the plan through committees and neighborhoods. The open houses largely focused on 2030, rather than 2050. Council member David Harding felt more public outreach should occur. *Discussion only.*

Council Executive Director's Items and Reports

4. (2:01:46) A discussion on finalizing a name for the new civic engagement tool (16-042)

Cliff Strachan, Council Executive Director, presented and talked about the public engagement tool. He was to bring the resolution authorizing the chair to approve the agreement tonight. A draft policy statement was shared. Two issues: what to call the program, and if they are in favor. It had to be approved by motion. The common name is open town hall; other options were used as well, with ‘council conversations’ suggested at leadership. Other creative ways were looked at to reach out to the public. A discussion continued on GRAMA rules, how the tool would be helpful, and what to call it. George Stewart personally did not like Council Conversations.

Motion: Dave Knecht moved to accept the name as proposed and the policy statement; seconded by Kim Santiago.

Discussion on the motion.

Substitute Motion: Dave Harding moved to call the tool ‘Open City Hall’ and to accept the policy statement; seconded by Gary Winterton.

Roll Call Vote: Approved 5:2, with David Sewell and Kim Santiago opposed.

Mayor's Items and Reports

5. (2:43:48) A discussion on a potential revolving loan fund (16-111)

Dixon Holmes presented Ogden’s Economic Development Director Tom Christopoulos and Mike Plaizier. Provo City used to have a revolving loan fund for money from block grants that amounted to \$1 million. Mr. Plaizier described different housing and business programs. Many on the Council supported the idea and the administration was advised to identify funding sources. The Council wanted to let Mr. Holmes know they are moving in the right direction.

Motion: Council Member George Stewart moved to let Mr. Holmes know they are going in the right direction; seconded by David Sewell.

Roll Call Vote: Approved 7:0.

6. (3:12:27) A discussion on potential sales tax increment for a retail shopping center on University Parkway (16-112)

Dixon Holmes, Economic Development Chief Deputy, presented on a proposal for a sales tax increment or deal with the existing property owners at 2255 N. University Parkway (formerly Plumtree Village). The proposal was to enhance the intersection by adding another leg of the intersection and have a full four-way intersection. There are challenges with the existing buildings there. The solution was to have the businesses relocate and demolish the building. The partners have asked if the Council would be willing to consider a baseline on taxes, then give an increment so the City would still maintain the tax as being received right now and capture tax increment for loss of the building and the existing building. Such a deal gives them an opportunity and incentive; by having a full intersection there, the cost of a tax increment for limited 10 years

Pending minutes – awaiting approval

above the base would make the entire area attractive. Mayor Curtis encouraged the Council to give him the go ahead to discuss further details with the group.

Motion: George Stewart moved to move ahead with the group and have them come back to Council with a plan; seconded by David Sewell.

Roll call vote: Approved 7:0.

Upcoming Policy Items referred from the Planning Commission

7. **(3:36:48) Kevin Fairbanks, representing Pie House LLC, requests a Zone Change of 0.31 acres from Residential Conservation to General Downtown (DT-1). The property is located at approximately 245 North 500 West. No changes to the property are proposed with this Zone Change request. Dixon Neighborhood. (16-0010R)**

Brian Maxfield, Planning Administrator, presented this proposed zone change. The owners would do nothing to the property itself, except expand some of the units. Neighborhood support was based on the promise that the owner not change the exterior, it would only add one more unit, and there was no change of use. It has not yet been brought up in Planning Commission. Council members David Harding and David Knecht had concerns with it. *Discussion only.*

8. **(3:49:10) Provo City Community Development Department requests an amendment to Section 14.04.010 of the Zoning Ordinance, regarding proposed changes to the number of Planning Commission members, their terms of office, and other details relating to Planning Commission rules. Citywide impact. (16-00190A)**

Brian Maxfield presented proposed changes to the ordinance regulating the Planning Commission, which was originally a recommendation from the Rules Committee. In summary, the changes increase the total number of commission members from 7 to 9 and create a provision for the active participation of the Planning Commission Chair in the vote. A quorum is four members; votes and business are still conducted on a majority basis, but if only 4 Commission members attend, business can still be conducted at that particular meeting. A clause allowing the Mayor to remove a member without cause or for a majority vote to remove a member was added simply to conform to the code regulating other boards and commissions. The Rules Committee recommends removing this clause and should Council members be interested in it, the Committee would like to research further.

Motion: David Sewell moved to remove the clause allowing the Mayor to remove a member without cause. Seconded by George Stewart.

Roll call vote: Approved 7:0.

(3:56:48) Administrative Updates

Chief Miguel swearing in ceremony: 4:00 PM on Monday in the Council Chambers.
A Provo pulse was conducted. The first round of replies was 1500.

Closed Meeting

Motion: Kay Van Buren moved to close the meeting; seconded by Gary Winterton.

Roll call vote: Approved 7:0.



PROVO MUNICIPAL COUNCIL

Council-Planning Commission Joint Meeting

11:00 AM, Tuesday, September 19, 2017

Room 310, City Conference Room

351 West Center Street, Provo, UT 84601

Roll Call

The following elected officials, Planning Commission members, and staff were in attendance:

Council Chair David Sewell, conducting	Dave Andersen, excused at 11:47 AM
Council Vice-Chair David Knecht, 11:18 AM	Shannon Ellsworth
Council member David Harding	Deborah Jensen
Council member Kim Santiago	Andrew Howard, arrived 11:46 AM
Council member George Stewart	Gary McGinn, Community Development Director
Wayne Parker, CAO	Bill Peperone, Community Dev. Assistant Director

Excused: Council members Gary Winterton and Kay Van Buren, Mayor John Curtis, and Planning Commission members Maria Winden, Ed Jones, Jamin Rowan, and Brian Smith.

Agenda

The prayer was given by Cliff Strachan, Council Executive Director.

1. A discussion on recent changes to the public noticing process for Planning Commission and Council hearings.

Council Chair David Sewell gave background information on the recent changes to noticing policies and city ordinance, as refined by the Development Approval Process Review Committee. Mr. Sewell noted that several items on the previous week's Planning Commission agenda will be heard at the September 19, 2017 Council meeting, six days following the Planning Commission hearing. The Committee hoped to streamline the process and strengthen public engagement with the changes. Mr. Sewell explained some of the timing and procedural changes which are key to helping the new noticing process work seamlessly.

Planning Commission members Deborah Jensen and Dave Anderson expressed their support of the recent change. Planning Commission member Shannon Ellsworth asked whether other cities have used a similar process—Gary McGinn, Community Development Director, stated that to his knowledge, Provo was the only city that had done this in the past. Mr. McGinn explained what would happen should an item be continued at a Planning Commission meeting preceding the originally noticed Council meeting date; in this case it would be continued at the Council meeting. He believed the benefits far outweighed this negative. Ms. Jensen agreed that shortening the time between the Planning Commission and Council Meetings helps keep the perception that public input is wanted and it promotes public engagement.

2. Additional questions and discussion
 - The purpose of the zoning committee, how they interact or overlap with the Planning Commission, and what projects are they working on?

Council member Kim Santiago, Zoning Committee Chair, shared background information on the committee. The Council established priorities based on requests and feedback from constituents, many of

Pending minutes – awaiting approval

whom shared concerns about the effects of over-occupancy. Council has worked with the Administration to put in place policies and programs which promote good landlords and zoning compliance. The committee is formed of three council members and several citizens who had given input.

Council members shared comments on the committee's work:

- Highlights of the Zoning Committee's strategic plan
- Desire to help residents of Provo City become more informed about zoning and compliant
- The Council's Housing Committee is closely related, looking at a perspective of what is the demand, what housing stock is generally available in Provo, changes to zoning or apartment size, and affordable housing. The committee also reviewed the rental contract ordinance.
- Southeast area plan and batching singles overlay
- Opportunities for collaboration or overlap with the Planning Commission
- Thoughts on accessory apartments and A overlays
 - Mr. Sewell said Council generally hears about accessory units in the context of neighborhoods wanting to add an overlay. Recently the North Park neighborhood wanted to remove an overlay. Other Utah cities have adopted ordinances allowing a 'tiny home' as an accessory unit.
 - Ms. Jensen was surprised by that—generally neighborhoods are in favor of accessory apartment overlays, as it allows people to stay long-term and age in place.
 - Council member David Harding said that in his neighborhood he has seen a lot of negatives with accessory apartments, but it seems that it is the result of ineffective enforcement. There are a lot of de facto duplexes.

Ms. Ellsworth asked about details regarding data related to the over-occupancy concerns, and whether the neighborhoods housing UVU and BYU students were the primary areas of concern. Mr. Sewell explained that many areas of the City have residents with complaints about over-occupancy; it is not an isolated issue. Ms. Santiago shared data on school and graduation rates and owner-occupancy—owner-occupancy levels are at 59% statewide, but about 40% in Provo. UVU has provided data on students housed in Provo and the Administration has worked with BYU regarding student housing rental.

Planning Commission members expressed that anything the Council can share with the Commission to help them make better decisions, to know what the City is concerned with, or other issues would be welcome. Council members expressed appreciation for the work of the Commission and staff in providing reports and helpful background information on land use items. Mr. Sewell thanked the Commission members for their work as well as Community Development staff; so much of what the Council does depends on the work of the Planning Commission and Council appreciates their efforts.

Adjournment

Adjourned by unanimous consent.



PROVO MUNICIPAL COUNCIL

Work Meeting

12:15 PM, Tuesday, November 14, 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 Vice-Chair David Knecht, conducting
- Council member David Harding
- Council member George Stewart
- Council member Kim Santiago
- Council member Kay Van Buren
- Council member Gary Winterton
- Council Chair David Sewell, Acting Mayor

Prayer

The prayer was given by Council member Kim Santiago. Council member George Stewart shared happy family news about his granddaughter's heart condition, with which complications had subsided.

Council Chair David Sewell noted that Mayor John Curtis resigned on November 13, 2017 in order to fill his duties as a representative for Utah's Third Congressional District. Per statute, the Council Chair is the acting mayor. As such, Vice-Chair David Knecht has graciously offered to conduct the day's meetings.

Approval of Minutes

- August 8, 2017 Work Meeting
- August 10, 2017 Joint Meeting with Provo School Board
- August 17, 2017 Economic Development Retreat

Motion: Gary Winterton moved to approve the minutes. Seconded by Kim Santiago.

Roll call vote: Approved 7:0.

Business

1. A discussion on tools for implementing Westside Policies (17-129) ([0:05:54](#))

Mr. Knecht recognized and welcomed members of the Agricultural Commission in attendance. Kelsey Zarbock, Policy Analyst, presented. Ms. Zarbock outlined the goals in the Westside Development Policies. Many of these goals represent some degree of competing interests, but all have merit. Development of a toolkit to provide options and tools for implementing these policies is the ultimate goal.

Gary McGinn and Bill Peperone, Community Development Director and Assistant Director, presented several comparisons about how different densities would affect design on the west side. As Community

Pending minutes – awaiting approval

Development staff review projects, there is disconnect between the goals and policies that the Council has adopted, versus the feedback staff receives in neighborhood meetings. They hoped to address this and then discuss tools, including Transfer of Development Rights, open-space subdivisions, and others.

Mr. Peperone noted the difference between gross and net density. Generally about 30% of developable land is lost to the road/right of way, after which the net total units per acre is applied to the remaining 70% area. The gross-vs.-net comparison is a significant factor to consider in the economic costs of providing infrastructure. Mr. McGinn explained that the City will probably subsidize both of these alternatives as a city, though the City would subsidize a gross density of 4 units/acre less than a net density of 4 units/acre. The image below, from Mr. Peperone's presentation, illustrates a comparison.



Mr. Peperone noted that Community Development staff senses major neighborhood opposition to the version on the left, so they wanted to bring this concern to the Council. Mr. Harding noted that the West Side Planning Committee had discussions utilizing a gross density figure. Likewise, Community Development has been operating under the assumption of a gross 4 units/acre total. Dave Decker, Public Works Director, also confirmed that infrastructure and master plans are figured based on the gross 4 units/acre calculation. Mr. Peperone noted that with a proposal such as the one on the left, Woodside Homes is meeting the Council's goals of providing a mixture of different housing types. Mr. Harding noted that this helps meet demands from different demographics.

Mr. Peperone and Mr. McGinn noted several questions regarding open space requirements. City staff in Planning, Engineering, and Parks & Recreation have created a comprehensive park plan for the west side. They suggest a five-acre City-maintained neighborhood park with a trail system on collector roads. Mr. McGinn noted impediments to development south of Lakeview Parkway; this area would likely remain as open space. If the City is pursuing a park or similar open space requirements, staff wanted direction from the Council on how that affects the remaining area and permissible density (more smaller lots, stacked units, attached dwellings, etc.). Another consideration is the direction for the sewer system. Public Works intends to bring back options for the sewer plan in approximately 90 days. The Council may need to determine how to allocate the limited existing sewer connections.

Council members expressed a desire to have neighborhood and/or area plans in place before approving major projects. The policies are very high-level and Council members saw the potential to approve something not fitting with the vision for the area. Community Development is moving forward on creating the steering committee for the area plan, recruiting individuals with a variety of points of view.

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Mr. McGinn and Mr. Peperone shared background information on several tools for agricultural preservation, including TDRs (transfer of development rights), PDRs (purchase of development rights), and open space subdivisions (which are already an option as this is codified in City code). TDRs would require significant research to create a process for handling these transfers and determining sending and receiving areas. TDRs are also heavily market dependent on both ends of the transaction. PDRs have come recommended from the Agricultural Commission; PDRs can allow the City to play a role in preserving agriculture while still compensating landowners.

Shawn Miller, Agricultural Commissioner, shared some insight on purchase of development rights, including local applications of the concept. Instead of selling development rights to a developer, rights are transferred to a government entity. There are state and federal grants which allow the municipality to place a conservation easement on farmland. Thus the government would take a more active role in compensating farmers. There is some interest, but it is a complicated process and there are so many questions that it's hard to satisfy farmers with good answers. Most cities and states have utilized PDRs rather than TDRs; it is a way to be fair to farmers while giving the City what they desire for open space and preserved farmland. Dr. Miller appreciated the goodwill in the room and the work this involves. Utah does not have good food security and he'd love to see Provo create a model for other cities in the valley.

Cliff Strachan, Council Executive Director, noted that open space can be preserved as farmland, but could also be park land or wetlands. In trying to anticipate how to bring the west side plan into fruition, Community Development needs to know affirmatively whether the Council wants to do certain things or not, otherwise there is a lot of discussion about hypothetical situations without the actual tools in place. Staff noted that in recent meetings with West Side committee members, neighborhood chairs, and citizens who had worked on the plan, these individuals had begun to shift their modes of thinking. Many had started to recognize a need to increase density in some areas in order to attract needed commercial and retail services, and to be able to preserve agriculture in other areas.

Council members had varying opinions on the use of either TDRs or PDRs:

- Mr. Stewart did not support using City funds to purchase development rights and preserve farmland, and he felt that TDRs were not worth a lot of time and effort.
- Mr. Sewell noted that the West Side Committee's recommendations mentioned the LeRay McAllister fund. If this were of interest, the Council could pass a resolution encouraging the State to dedicate more to this fund for agricultural preservation.
- Kay Van Buren was interested in exploring PDRs further, rather than TDRs; the management and up-front coordination of TDRs is more complex, and he thought that PDRs were a more sustainable tool in the west side where the amount of developable property is small and it may be difficult to sufficiently raise density in appropriate areas to make TDRs viable.
- Council members were interested in more discussion once property owners had given feedback.

Community Development staff will develop a land use map and survey farmland-owners on the west side, with the intent to return for a presentation at a Work Meeting in February. ***Presentation only.***

2. A discussion on adopting the Provo Parking Strategic Management Plan as a guide for decision making and policy formation (17-126) ([1:28:57](#))

Matt Taylor, Parking Administrator, presented. Mr. Taylor reviewed the plan at a high level and invited feedback from the Council on its content, objectives, and goals. Mr. Taylor noted areas and specific examples where the City has been focused or making progress. Council members shared comments:

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- Council members had concerns about creating an entirely new department. Many thought that Parking Management was better suited as part of Community Development. Wayne Parker, CAO, agreed that this had been the intent of the Administration.
- Of the various models, while some were not suited to serve as the main organizational structure, several Council members thought there was value in examining elements of these models, such as the Business District model, which might have relevance to specific situations or areas of Provo.
- Ms. Santiago suggested adding “plans” to the vision statement; reference to the General Plan and neighborhood plans is essential for correlating implementation of a Parking Master Plan.
- Ms. Santiago also asked how the City ensures that parking funds do not get funneled into transit. Mr. Taylor explained that there are correlated efforts with UTA to encourage ridership and use of existing/forthcoming transit, but that the parking funds would not be put toward transit projects.
- Mr. Stewart suggested an edit to section 8 (Budget and Training)—the parking budget should not be an enterprise fund, but a department or division fund.

Mr. Taylor noted that the key outcomes did not include the overall chapters focused on: background information, other cities’ plans, parking studies and data collection, management approaches, or organizational structure; these chapters were more informational in nature, rather than supportive as specific policy statements. Council members had various opinions on the final outcome—some advocated adopting the entire document, while others suggested following the Strategic Plan recommendation of adopting a vision statement, mission statement, and guiding principles, with the rest as an appendix.

Presentation only. There will be further discussion on this item at the November 21, 2017 Work Meeting.

3. A discussion on proposed new Fire Department fees (17-133)
This item was continued to the November 21, 2017 Work Meeting.
4. A discussion on above 25kW distributed generation (17-130) ([2:45:46](#))

Travis Ball, Provo Power Director, reviewed the information presented at the previous Work Meeting. This code change would provide an option for commercial and industrial customers (over 25kW) to generate extra power. Mr. Ball noted that this change does not increase the City’s costs, but the current costs levels will essentially offer an incentive to commercial and industrial solar users. ***Presentation only. This item was already scheduled for the November 14, 2017 Council Meeting.***

5. A discussion on a proposed zoning ordinance amending Provo City Code 6.26.150 (17-104) ([2:54:59](#))

Council member Kim Santiago, Zoning Committee Chair, presented on the ongoing discussion on rental dwelling licensure and using this as a tool to prevent over-occupancy. The Housing Committee was surveying neighborhood chairs about accessory apartments and related concerns. Council members shared feedback on various iterations of the ordinance and language changes. Version 2-1 was referenced and Council members and staff worked from this version. There were concerns from Council members that the current version did not address instances where a tenant sublets to others.

Motion: David Harding moved to change the language: “...excluding tenant or sublessor of a single-family dwelling” **No second was made.**

Motion: George Stewart moved to accept the proposed language as shown on the screen, which included the addition of “except on-site property managers of multifamily properties.”
Seconded by Kim Santiago.

Roll call vote: Approved 7:0.

Pending minutes – awaiting approval

Motion: David Harding moved to use the language from version 3: ‘disclosure and acknowledgment’ rather than ‘contract.’ Seconded by David Sewell. **No vote was taken.**

Council members held varying opinions on the use of “contract” in the proposed ordinance. Some suggested that it redefined a commonly understood term and not specifying what the City actually wanted; best governance is to use language that accurately describes a situation. Other Council members believed that for practical purposes, a disclosure and acknowledgment is confusing and may not be the actual language used by zoning staff in communication with tenants. Some Council members proposed including both phrases with “or” so that either could serve the purpose.

Substitute Motion: Gary Winterton moved to change the language to read “contract or disclosure and acknowledgment.” Seconded by David Sewell. **No vote was taken.**

Mr. Sewell had concerns that with the version stating “Contract Required,” he has seen multiple instances of confusion with the wording “contract.” He was in favor of clarifying and making this simpler, and thought Mr. Winterton’s substitute motion achieved that aim. Brian Jones, Council Attorney, and several Council members requested an updated version on the screen prior to further discussion or a vote. Ms. Santiago consulted Carrie Walls, Zoning Administrator, and Marcus Draper, Attorney, about which language would best assist them and zoning staff in their enforcement work.

Motion: Kim Santiago moved to keep the language the same (the updated version 2 which included the update to 1(a)). Seconded by Kay Van Buren.

Mr. Jones clarified that the intent of the discussion and these motions during Work Meeting is to create the exhibit to which the implied motion will refer during the evening Council Meeting. Mr. Harding and Mr. Sewell reiterated the confusion and ambiguity that this change creates, evidenced even by the back-and-forth nature of this discussion.

Roll call vote: Approved 4:3, with David Harding, David Sewell, and Gary Winterton opposed.

Ms. Walls presented on Community Development’s plan for publicity and education of the public. Measures and materials will include:

- Letter explaining details of the ordinance (once passed) and open house events
- Two open house opportunities for citizens to ask questions or receive more information
- Draft version of Tenant’s Rights and Responsibilities
- Council blog and Mayor’s blog
- Updates to Zoning FAQ and page on Community Development website

Mr. Harding wondered whether it was reasonable to expect compliance by the dates stated; he had concerns with the timing of education initiatives and allowing residents adequate time to make reasonable efforts to comply. Ms. Walls indicated that usual procedure for zoning enforcement makes provision for unique situations; staff try to work with property owners to help them come into compliance and stay in compliance. She noted that this is just one of many tools used by zoning staff and that it will be used with care and consideration. ***This item was already scheduled for the November 14, 2017 Council Meeting.***

Policy Items Referred from the Planning Commission

6. A discussion on a request for a Street Vacation for 40 East from 3700 North to 3800 North, and 3800 North from University Avenue to 40 East to facilitate the Olde Ivy Development. Riverbottoms Neighborhood. (17-0001SV) ([3:48:41](#))

Pending minutes – awaiting approval

Due to the time shortage, Brian Maxfield, Planning Administrator, deferred to questions from Council members; there were none. An earlier presentation pertaining to the related rezone also covered this street vacation. *This item was already scheduled for the November 14, 2017 Council Meeting.*

7. A discussion on an amendment to Provo City Code Sections 15.03.300; 15.03.310; and 15.04.130 of the Provo City Land Use and Development Ordinances, to clarify minimum required submittals for Project Plan Reviews. Citywide impact. (17-0018OA) ([3:49:45](#))

Austin Corry, Planner, presented. The ordinance as currently written was a frequent source of confusion in the development community. Developers would often incur many up-front costs to deliver items which may not actually be needed for a particular project or at that particular stage in the process. This ordinance change came from recommendations of the Development Approval Process Review Committee. The main change for the Community Development portion of the ordinance mainly addresses the use of a concept plan. Public Works staff in attendance suggested including a reference to the Public Works Development Guidelines, which provide more specificity about items needed for various types of projects or situations, but is more readily updated on an Administrative level. Brian Jones, Council Attorney, and Mr. Corry discussed either implementing these changes to the draft of the ordinance to be presented at the evening meeting, or to continue its adoption to the next Council meeting in order to allow a more in-depth review. *Presentation only. This item was already scheduled for the November 14, 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: David Sewell moved to close the meeting. Seconded by David Harding.
Roll call vote: Approved 7:0.

Adjournment

Adjourned by unanimous consent.



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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Department Logo

Provo City Council

Staff Memorandum

Fire Department Fee Amendment

12/5/2017

<p>Department Head James Miguel 801-852-</p> <p>Staff Contact Stephanie Dutson 801-852-6134</p> <p>Required Time for Presentation 15 minutes</p> <p>Is This Time Sensitive Yes / No</p>	<p>Purpose of Proposal</p> <ul style="list-style-type: none">• Amending Fire Department Inspection Fees section in the CFS to include False Alarm Fees <p>Action Requested</p> <ul style="list-style-type: none">• This will be continued to a future council meeting <p>Budget Impact</p> <ul style="list-style-type: none">• Additional Fire Department fees <p>Description of this item (at least a paragraph)</p> <p>This is to help Council Members to have a clear understanding of what your item is.</p> <p>In Work Meeting on August 29, 2017 a presentation was given to the council as a review of the Fire Department fees lead by Cliff Strachan. After an in-depth review of the Fire Department fees, Chief Miguel recommended that a False Alarm Fee should be added to the CFS. The purpose of this fee would be to lower the amount of false alarm calls the Fire Department receives. By reducing the number of false alarm calls, the Fire Department will be able to decrease the use of expensive equipment and increase time productivity.</p>
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REVISED FALSE FIRE ALARM ORDINANCE

PROVO FIRE-RESCUE



PURPOSE OF THE UPDATE:

- DEFINITION OF TERMS
- REQUIRE COMMERCIAL ALARM REGISTRATION WITH THE FIRE DEPARTMENT.
- REQUIRE 24 HOUR CONTACT PERSONNEL
- UPDATE FALSE ALARM FEE SCHEDULE

SCOPE OF PROBLEM

- ----- FALSE ALARMS IN 2016
- -----FALSE ALARMS 2017
- ----- ---FALSE ALARMS IN ONE BUSINESS IN 2017
- COMPLICATIONS OF NO-CONTACT
 - EMERGENCY EQUIPMENT OUT OF SERVICE
 - INCREASED RISK
 - LIABILITY IN LEAVING

REQUIRED REGISTRATION

- PROVIDES CRITICAL INFORMATION DURING AND POST BUSINESS HOURS
 - CONTACT INFORMATION ENTERED IN C.A.D. SYSTEM
- PERIODIC TESTING
- NO COST TO BUSINESS

UPDATED FEE SCHEDULE

- FIRST 3 IN TWELVE MONTHS = WARNING, WORK WITH BUSINESS AND ALARM CO.
- FORTH FALSE ALARM / 12 MONTHS = \$100
- FIFTH FALSE ALARM / 12 MONTHS= \$200
- SIXTH AND SUBSEQUENT / 12 MONTHS= \$300

- FAILURE TO RESPOND WHEN REQUESTED = ADDITIONAL FALSE ALARM COUNT

GOAL – DRASTICALLY REDUCE FALSE ALARMS

- INSPECTIONS
- TESTING
- ASSISTANCE
- ENFORCEMENT

THANK YOU

QUESTIONS?

41	Plan Review (100 heads or fewer)	\$125.00
42		
43	Plan Review (101 – 199 heads)	\$175.00
44		
45	Plan Review (200 – 299 heads)	\$225.00
46		
47	Plan Review (over 300 heads)	\$270.00 plus \$0.50 per head
48		
49	Acceptance Testing	
50		
51	Underground Flush	\$60.00
52		
53	Hydrostatic Testing for First 2 Tests	\$60.00
54		
55	Acceptance Testing for First 2 Tests	\$60.00
56		
57	Further Hydrostatic or Acceptance Tests	\$60.00 each
58		
59	Other Fire Protection Systems Additional Riser	\$50.00
60		
61	Standpipe	\$100.00
62		
63	Automatic Fire Sprinkler Systems – Remodel	
64	or Tenant Finish	
65		
66	Plan Review (fewer than 5 heads)	\$65.00
67		
68	Plan Review (5 – 50 heads)	\$125.00
69		
70	Plan Review (over 50 heads)	\$150.00 plus \$0.50 per head
71		
72	False Alarms	
73		
74	First three false alarms per calendar year	No Fee
75		
76	Fourth false alarm	\$100.00
77		
78	Fifth false alarm	\$200.00
79		
80	Sixth and all subsequent false alarms	\$300.00 each

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Fire Alarm Systems

...

PART II:

- A. If a provision of this ordinance conflicts with a provision of a previously adopted ordinance, this ordinance shall prevail.
- B. This ordinance and its various sections, clauses and paragraphs are hereby declared to be severable. If any part, sentence, clause or phrase is adjudged to be unconstitutional or invalid, the remainder of the ordinance shall not be affected thereby.
- C. The Municipal Council hereby directs that the official copy of the Provo City Code be updated to reflect the provisions enacted by this ordinance.
- D. This ordinance shall take effect immediately after it has been posted or published in accordance with Utah Code 10-3-711, presented to the Mayor in accordance with Utah Code 10-3b-204, and recorded in accordance with Utah Code 10-3-713.

END OF ORDINANCE.



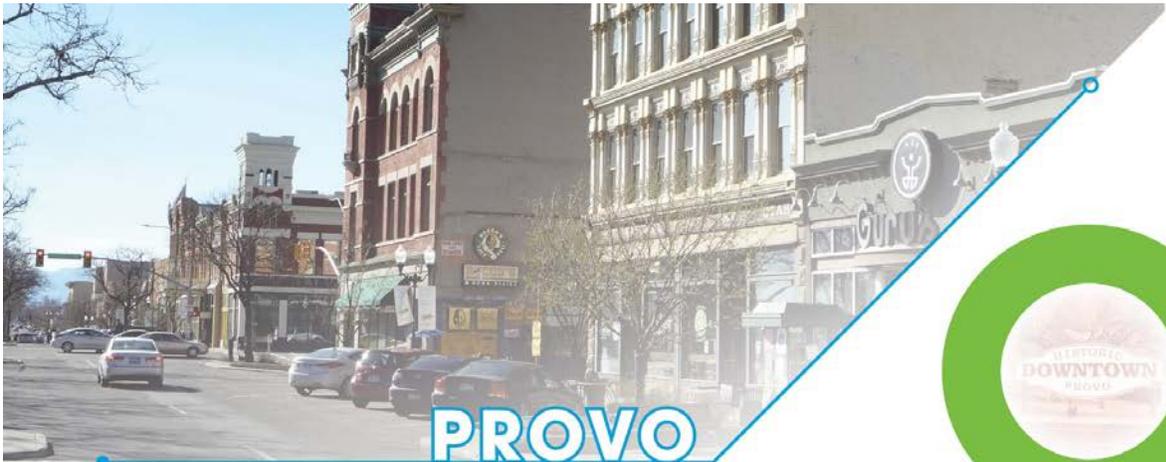
Provo City Municipal Council

Staff Memorandum

Provo Parking Strategic Management Plan

November 21, 2017

<p>Presenter Cliff Strachan & Matt Taylor</p> <p>Time for Presentation 30 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: October, 2017



October 2017





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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 Plan 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 Outcomes

~~The Provo City Parking Services Division should deliver the following key outcomes: What the program currently needs most are nine key elements: Establishing policy outcomes is the prerogative of the Provo City Council. These outcome statements guide the administrative work of Provo Parking Services. All planning and programs should be aimed at achieving the goals as set forth in the following statements.~~

The Provo City Parking Services Division should deliver the following key outcomes:

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. Continue to be led by a strong and capable program leader that will deliver these stated program outcomes. Develop the Provo parking management system will be a vertically integrated city division with responsibility for managing on-street parking, city-owned off-street parking, collaborative management of privately owned off-~~

- street parking, consistent and equitable parking enforcement/citation management and adjudication, parking planning and development, and transportation demand management.
3. Establish parking as a separate “enterprise fund” and dedicate all parking related revenue streams to support the enterprise fund. The parking management system will strive, over time, to be financially self-supporting and accountable to stakeholders. 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.
 - 2-4. The Provo parking management system shall have an active and comprehensive planning function that is pursued on multiple levels, anticipating and planning for future needs in a forward thinking, implements best practices for a “best-in-class” approach.
 5. Develop the Provo parking management system into a superior, customer-oriented parking system, responding to the current and future needs of parkers, including residents, visitors, employees, employers, and property owners through active planning, management, engaging market forces, coordination, and communications. An established communications plan based on best practices as outlined in the Strategic Master Plan will help realize desired outcomes. Frequent and positive dialogue with primary and secondary audiences will be a hallmark of the program. Establish a strong Customer Service Orientation. Ensure that ~~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, ensure this is~~ infused into staff training but also, to facilities maintenance and investments in new technologies. Parking can play a key role in improving the
 6. Establish parking management programs that provides a positive perception and ~~the~~ experience of downtown, and highly parking-impacted neighborhoods overall. Have a strong Collaboration and partnerships with Downtown Provo Inc. ~~will be an important component of this initiative. The parking management system will promote the City as a desirable destination for residents, workers, businesses, shopping, dining, and recreation by making parking a positive element of the overall community experience. 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 exist.~~
 - 3-7. Parking management programs and facilities will be developed to function as a positive education and marketable asset for the City. A comprehensive branding, education and marketing function will enhance program effectiveness.
 - 4-8. A Focus on “Mastering the Fundamentals” of Parking Management Develop a management team that has a mastery on the fundamentals of parking management. ~~While related to the training and staff development element, this focus area is really about~~ Staff is regularly trained to 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. (See Appendix 7 for more information).

~~5-9~~ Investment in New Technology – Leveraging Leverage new technology will be a critical element in achieving many of the stated goals of this project including to provide:

- ~~6-a.~~ Enhanced customer friendly programs and services
- ~~7-b.~~ Improved operational efficiency
- ~~8-c.~~ Enhanced system financial performance
- ~~9-d.~~ Improved system management

10. Parking facilities (public and private, on- and off-street) are managed as a capital facility asset necessary for the efficient operation of the transportation system. Capital facility planning and budgets will prepare public assets to maximize their use toward the achieving of city-wide outcome policies and objectives. Demand projection modeling should be used to maximize current parking assets, and not to over build or under build parking facilities. 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.

11. Development of an Provo Parking Services will have 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.

12. Over time, Provo Parking Services will expand the parking program’s mission to adopt a broader more “mobility management” oriented perspective. The Provo parking management system will support a “park once” philosophy and a foster a balance of travel modes – including vehicular, transit, bicycle, and pedestrian – to meet community-wide access goals. Parking should support linkages to other forms of transportation.

13. Parking Services will Also work closely with City Planning the Community Development Department to address zoning parking requirements ~~(zoning code).~~

~~12-14.~~ and ADA parking placard abuse will be targeted as part of parking enforcement operations reforms.

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Primary Action Items

Beginning on page 130 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 were studied 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 These provided important context for the creation of a Strategic Parking Management Plan.

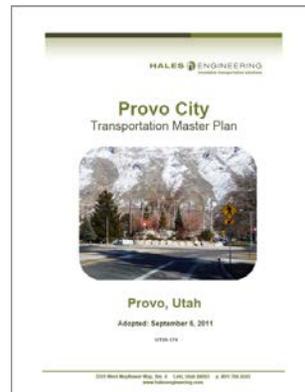
▲ Downtown Master Plan (2014) (Excerpt from the Plan Introduction)

- 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)

- o 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.

- o 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)

- o 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.
- o 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 logo features the word "provo" in a stylized font with a sun and mountains icon above the 'o'. Below it, "STRATEGIC Parking Management PLAN" is written in a smaller font, with "Parking Management" in a larger, bold font. A car icon is positioned to the right of the word "PLAN".

- o 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)

- o 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.



- o 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.
- o 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.
- o 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

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a lowercase, sans-serif font with a stylized sun and mountains icon above the "o". Below "provo" is the word "STRATEGIC" in a smaller, uppercase font. To the left of "STRATEGIC" is a circular icon containing a stylized "P". Below "STRATEGIC" is the phrase "Parking Management" in a bold, sans-serif font. To the right of "Parking Management" is the word "PLAN" in a smaller, uppercase font. To the right of "PLAN" is a small icon of a car with a blue line trailing behind it, suggesting motion or a parking space.

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.

- o 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.

3. DATA ANALYSIS AND PARKING SUPPLY/DEMAND ASSESSMENT

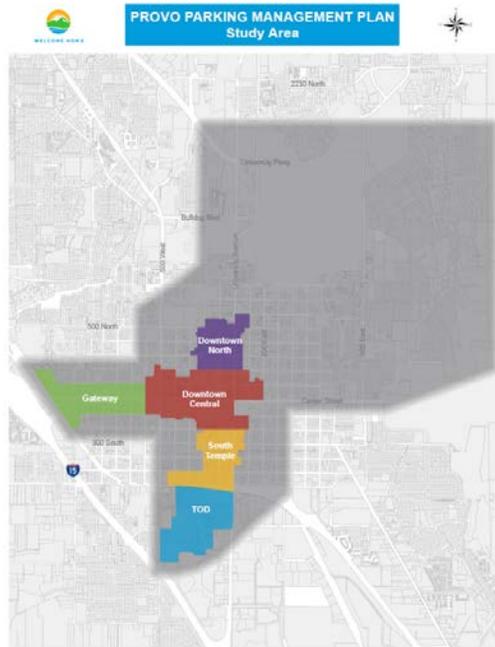
Introduction

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



Chapter 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.](#)

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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.

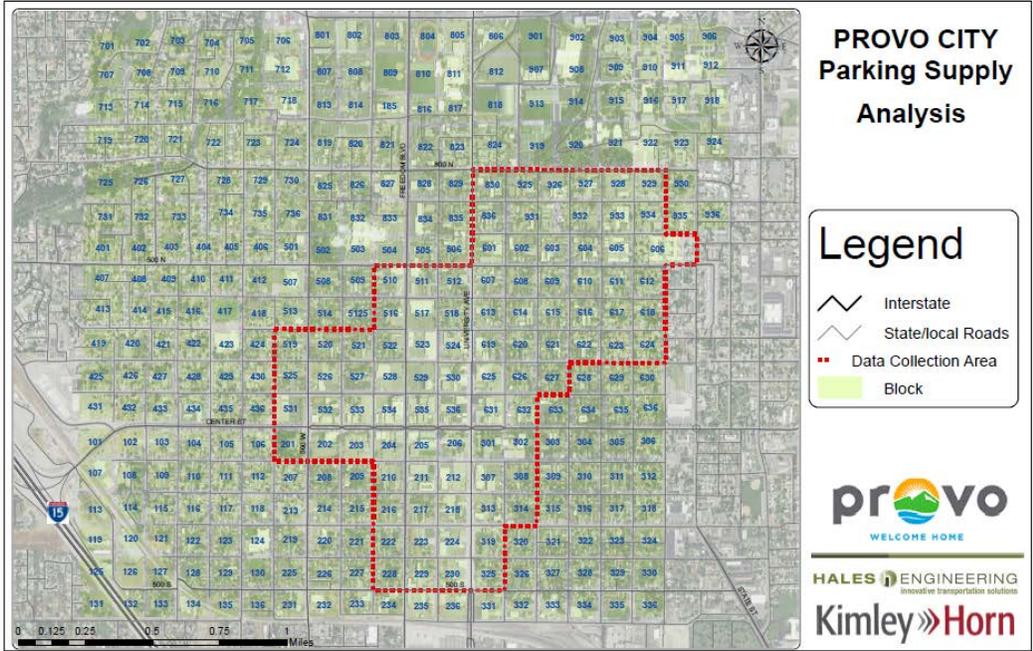
As shown in Table 1, there are approximately 18,856 parking spaces within the study area, approximately 3,203 (17%) of which are on-street. This leaves approximately 15,653 (83%) parking spaces located in parking lots or parking garages.

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
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%

continued in adjacent columns

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

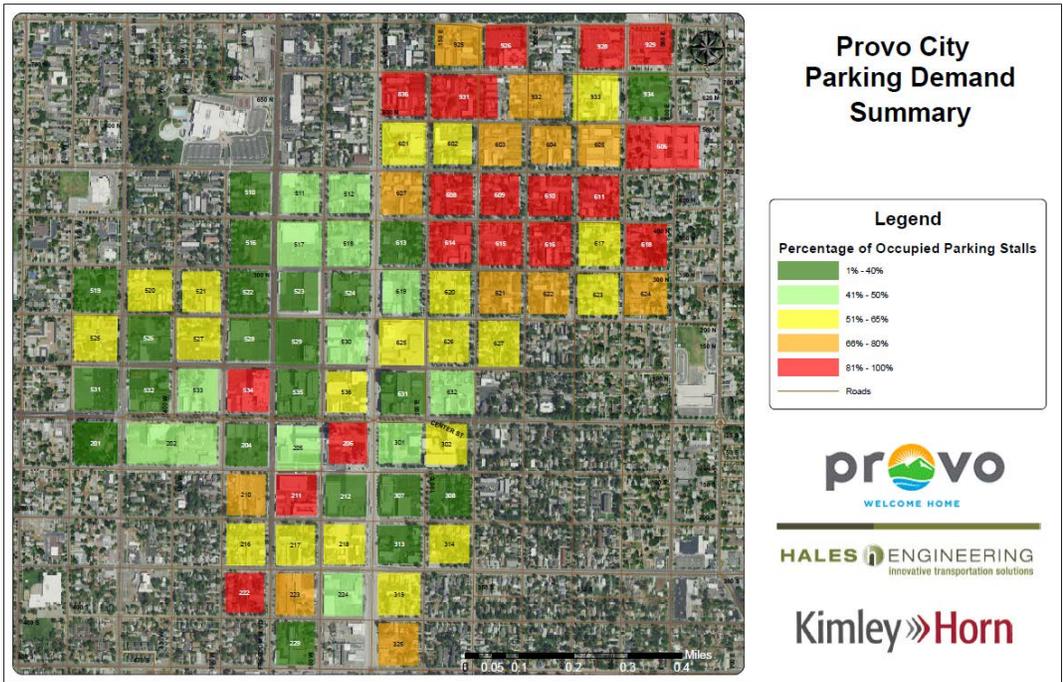
The following graphic (Figure 2) summarizes the overall parking demand for the study area using a “heat map” illustration which documents the parking demand by block at the peak demand timeframe.

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.

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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 2-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	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~~has 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 [Hotel](#)
- ▲ Provo Town Square
- ▲ [Freedom Center Apartmets](#)
- ▲ [Utah Valley Convention Center](#)
- ▲ [Utah Fourth-District Court and Future Mountainland Applied Technical College](#)
- ▲ [William Bancroft](#)
- ▲ [Smith's Grocery](#)

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 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

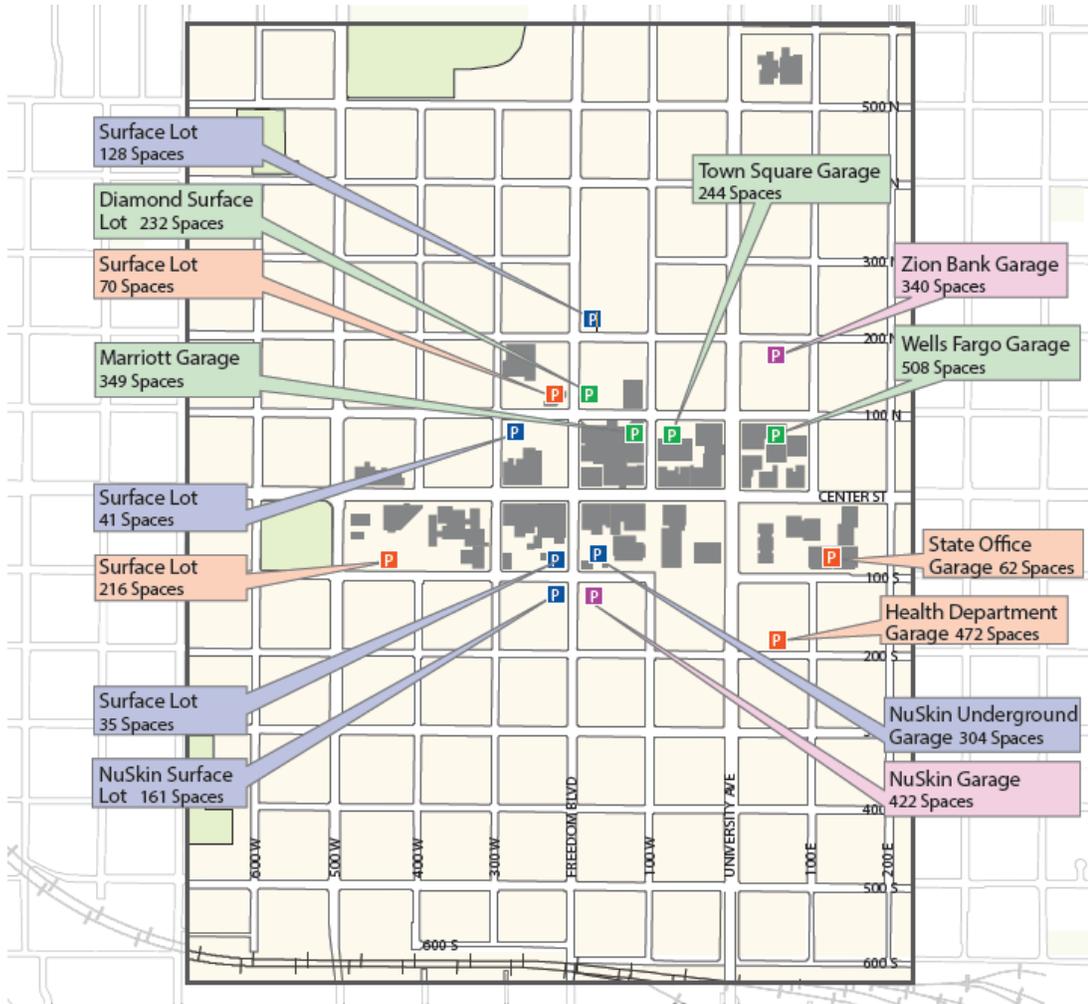
In the Provo Downtown Master Plan document (2012 – 2014), downtown parking is described as "adequate for current needs". The information presented in this ~~charter~~ [document](#) supports and confirms this assessment of the current parking conditions from a supply/demand perspective.

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.

Comment [MT1]: Moved to the beginning of the chapter.

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

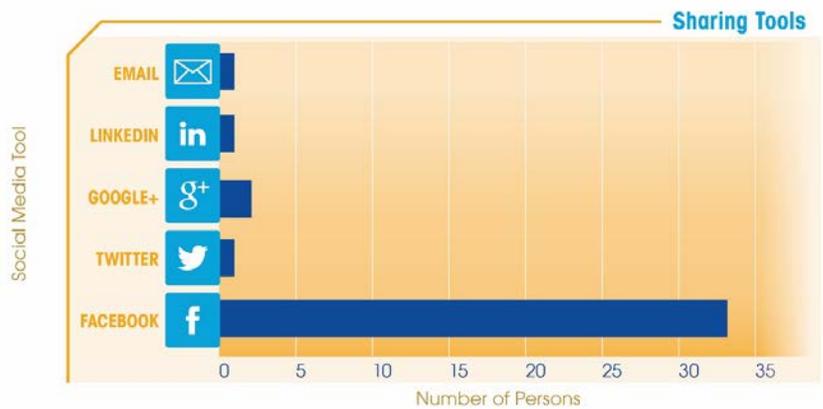
In an effort to design a community outreach process that was inclusive, far-reaching and that afforded community members multiple opportunities and forums for providing input on the Strategic Parking Management Plan, the consultant team recommended that the City of Provo utilize the online engagement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

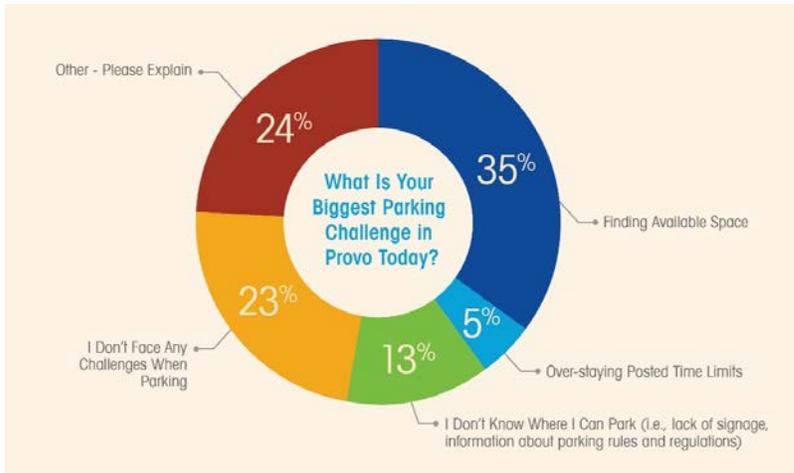


Figure 9 – “Managing Increased Parking Demand”

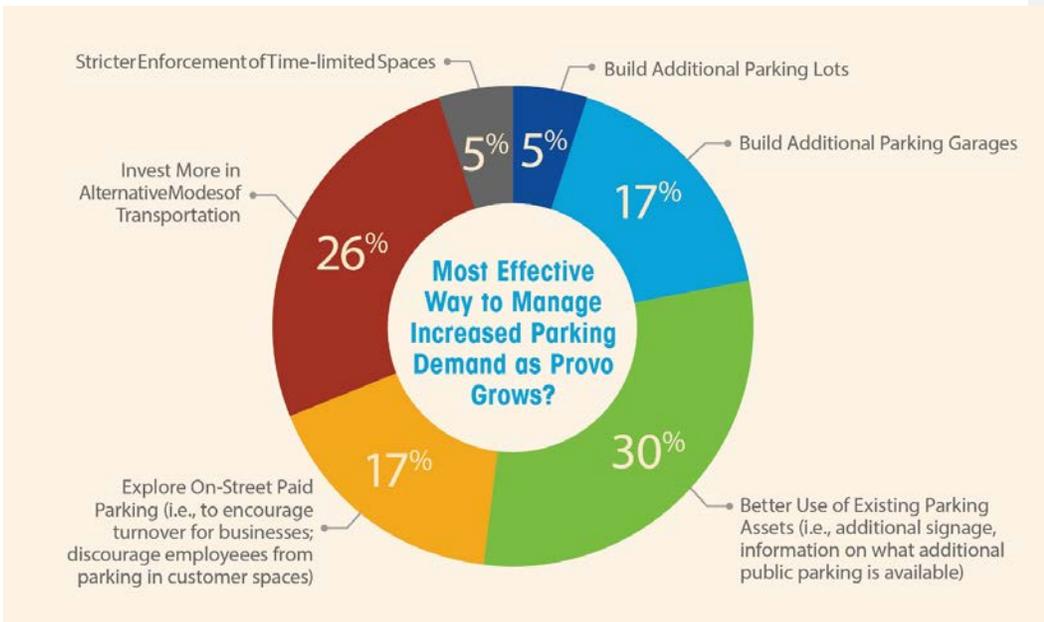


Figure 10 – “Transportation Mode Split”

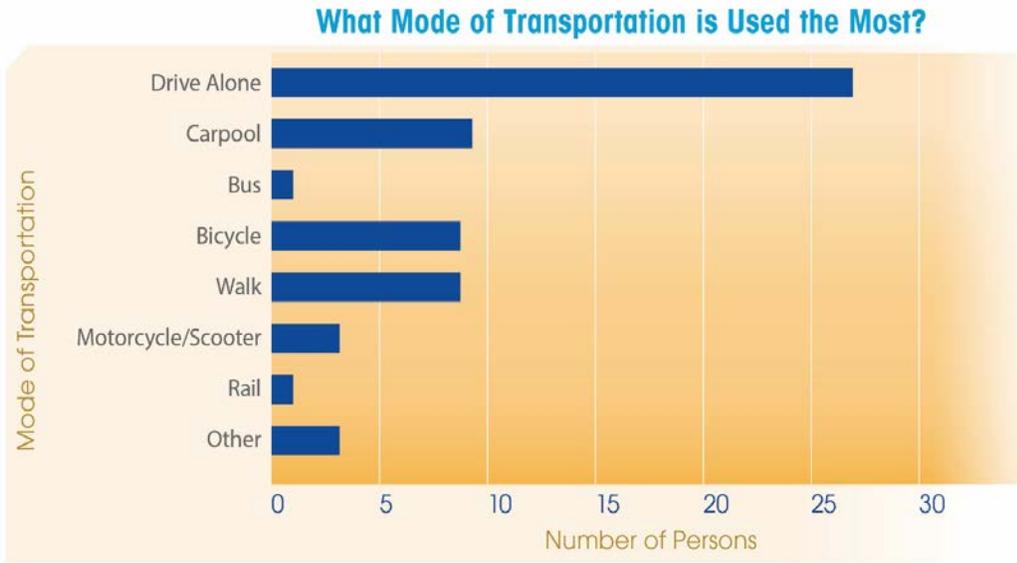


Figure 11 – “Typical Parking Location Downtown”

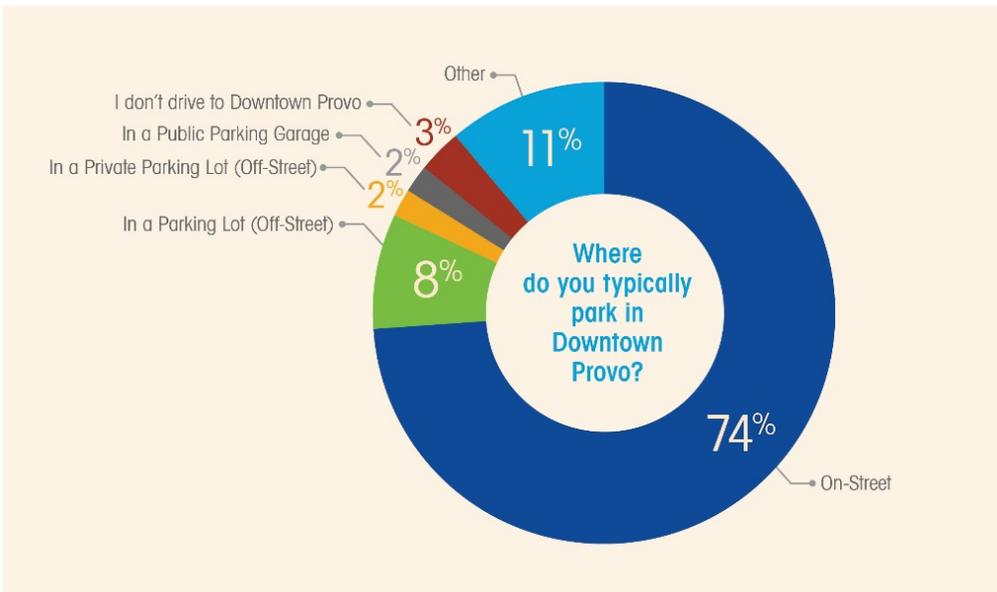


Figure 12 – “Perception of Parking Adequacy Downtown”



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,



provo STRATEGIC Parking Management PLAN

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

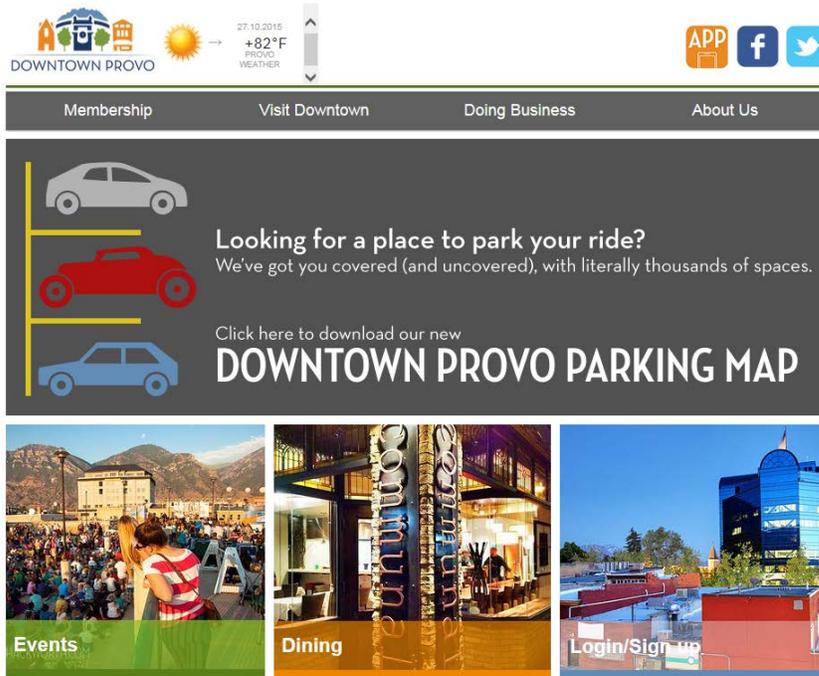
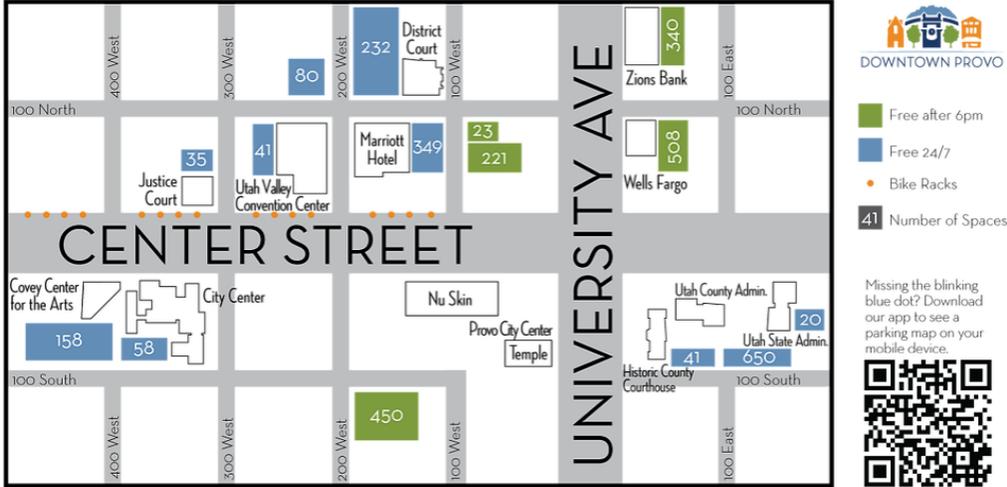


Figure 14 – Downtown Provo Inc. Parking Map



DOWNTOWN PROVO PARKING

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 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.

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.

STRATEGIC **provo** Parking Management PLAN

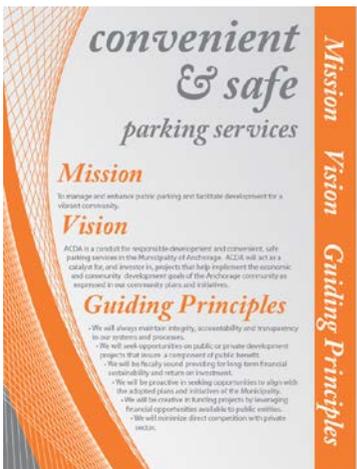
Branding creates value and starts with truth. It identifies shared values and areas of expertise; for example, what community needs **are** and **are not** being met by the organization? What story is your current brand telling about the organization? What story do you want to tell? Your organizational 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 means that are to assist in achieving desired outcomes for residents, businesses, and visitors](#). 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



The logo features the word "provo" in a stylized font with a sun and mountains icon above the "o". Below it, "STRATEGIC Parking Management PLAN" is written in a smaller font, with a car icon to the right.

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.
- ▲ **Neighborhood Residents: A vital primary audience is the residents of neighborhoods that are highly impacted by high demand for off-street parking. Working and communicating with neighbors directly, and through the City Neighborhood Program, is essential to the success of Provo's parking solutions.**

Secondary audiences include:

- ▲ ~~City of Provo neighborhood associations~~
- ▲ UTA
- ▲ Utah County
- ▲ ~~University of Utah-Utah Valley University~~
- ▲ Other local post-secondary education schools
- ▲ 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.)

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

"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

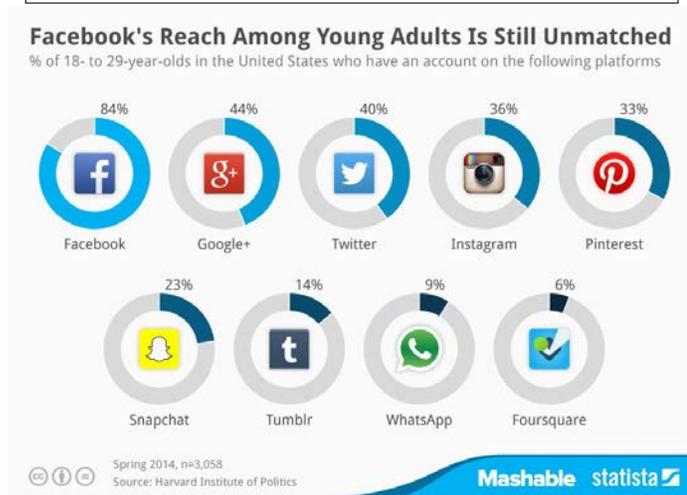
page under the “Departments” drop down box. As the City looks to elevate the level of customer care provided online, the following enhancements should be considered:

- ▲ 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.

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.

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.



- *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.

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. ○ Provide information about where customers can park ○ Continue the 	<p>Community Development staff, with support from City Marketing and Communications staff</p>	<p>No cost beyond staff time.</p>



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	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 by winter 2018 Develop specific communications and stakeholder engagement budget 	Community Development staff, in coordination with new Parking Director	\$20,000 - \$25,000 total communications budget for 2016-2018 . Includes funding for various campaigns and outreach efforts, with the majority of 2016-2018 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 	Community Development staff, in coordination with new Parking	\$500 - \$750 for online tool like SurveyMonkey; assumes premium

	<p>external stakeholders (i.e., patrons, partners).</p> <ul style="list-style-type: none"> ▪ 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. 	<p>Director</p>	<p>membership at \$50/month. Less expensive options are available.</p>
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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 Leverage partnerships with partnering organizations (i.e., Downtown Provo Inc.) to expand social media outreach efforts 	Parking Department staff	\$500 for staff training classes on latest social media engagement strategies.



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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	Begin building local and regional recognition for new brand via outreach efforts in partnership with local organizations: <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) • Co-host Bike to Work Day with local bicycle advocates (Spring) 	Parking Department staff	<ul style="list-style-type: none"> • Budget \$2,500 - \$3,500 - for marketing campaign activities
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.



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

Figure 19 – Marketing Strategy Implementation Matrix- Years Three +

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

	news directors		
Staffing	<p>Continue staff development and training, including a review of staffing levels to support communications and stakeholder outreach activities</p> <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	<p>Continue building local and regional recognition for new brand via outreach efforts in partnership with local organizations:</p> <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	<p>Create 2018 Annual Communications & Stakeholder Engagement Plan by 4th quarter 2017</p> <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., media impressions and Google Analytics) Administer patron and partner survey. By 2017 (the third year), there should be enough data to complete a trend analysis and make adjustments to budgeting per survey results. 		\$500 - \$700 for in-house execution; \$5,000 - \$7,500 for outsourced survey execution.

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 disenchanting 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.

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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.

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a bold, lowercase sans-serif font, with a stylized sun and mountain icon above the letter "o". Below "provo" is the word "STRATEGIC" in a smaller, uppercase font. Underneath that is "Parking Management" in a bold, lowercase sans-serif font, with a blue underline. To the right of "Parking Management" is the word "PLAN" in a bold, uppercase sans-serif font. A small icon of a car is positioned to the right of "PLAN".

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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.



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- ▲ 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 costlier.

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.

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a bold, lowercase sans-serif font, with a stylized sun and mountain icon above the letter "o". Below "provo" is the word "STRATEGIC" in a smaller, uppercase font, followed by "Parking Management" in a larger, bold, blue sans-serif font, and "PLAN" in a smaller, uppercase font. To the right of the text is a small icon of a car with a blue outline and a blue arrow pointing to the right.

provo
STRATEGIC
Parking Management PLAN

- ▲ 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.

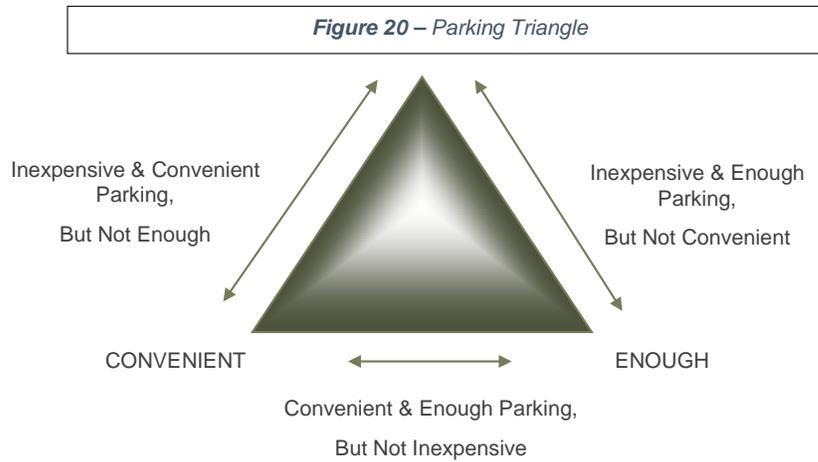
6. Twenty Characteristics of Effective Parking Management Programs

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





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 of 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 subdivided 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. [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, cashier’s 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



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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

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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.



The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a stylized font with a sun and mountains icon above the "o". Below it, "STRATEGIC" is written in small letters, followed by "Parking Management" in a larger, bold font, and "PLAN" in a smaller font. To the right is a small icon of a car.

- 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.


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- ▲ 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:

21. Develop a parking system brand and marketing program.
22. 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.
23. Promote the principles of balanced access for all travel modes, including vehicular, pedestrian, bicycle and transit, to meet community-wide goals
24. Focus on creating an excellent customer service orientation for all parking user groups - visitors, employees, employers, property owners, etc.
25. Develop an effective interface between public and private parking providers.
26. Work with parking management collaborative members to create high standards for safe, attractive and well-maintained facilities
27. 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.
28. Actively coordinate with economic vitality initiatives, retail support strategies and other community and economic development programs.
29. 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.

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a bold, lowercase font with a stylized sun and mountains icon above the letter 'o'. Below "provo" is the word "STRATEGIC" in a smaller, uppercase font. Underneath "STRATEGIC" is the phrase "Parking Management PLAN" in a bold, uppercase font. To the right of "PLAN" is a small icon of a car with a blue outline and a white body.

provo STRATEGIC Parking Management PLAN

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:

30. **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.
31. **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.
32. **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



The logo features the word "provo" in a bold, lowercase font with a stylized sun and mountains icon above the "o". Below it, "STRATEGIC" is written in a smaller font, followed by "Parking Management" in a larger, bold font, and "PLAN" in a smaller font. To the right is an icon of a car with a blue line representing a parking space.

- 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, state 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:

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a stylized font with a green and yellow sun/mountain graphic above the 'o'. Below "provo" is the word "STRATEGIC" in a smaller font. To the right of "STRATEGIC" is the word "Parking Management" in a blue font, followed by "PLAN" in a larger blue font. A small icon of a car is positioned to the right of "PLAN".

provo
STRATEGIC
Parking Management PLAN

- ▲ **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 confident 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 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.

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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

A decorative graphic consisting of several overlapping, semi-transparent blue triangles of varying shades, creating a layered, geometric effect.

“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:

33. Organization/Leadership
34. Community and Economic Development
35. Leveraging Technology
36. Planning /Urban Design
37. Effective Management/Accountability
38. Customer Service Orientation
39. Communications/Branding /Community Education
40. Accountability/Financial Management
41. Integrated Mobility Management
42. 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:

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

City Administrative Services and Parking Management

Key Partners:

City HR and Training Departments, Downtown Provo Inc.

PRIMARY ACTION ITEM # 6:

Invest in Training and Staff Development

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

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

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

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

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

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

Participate in the IPI's APO program accreditation process.



Timeframe:

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

Supportive Documents/Tools Provided:

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

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

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

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

PRIMARY ACTION ITEM # 7:

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

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

Leverage alternative transportation and Transportation Demand Management (TDM) strategies to reduce the need for additional parking over time.

TDM program elements support the Guiding Principle for Sustainability and a more balanced parking and transportation program.

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

Transit Agency, Bike Advocate Programs, Regional Transportation Association, City Planning, UTA

Timeframe:

Longer-Term Strategy

Supportive Documents/Tools Provided:

Appendix 20. - Parking Management Best Practices Toolbox

Primary Action Item # 8: Critically Assess the Current Parking Enforcement Program Using the Tools Provided. Invest in Mobile License Plate Recognition Technology.

- ▲ To assist in a more thorough review and evaluation of the parking enforcement program, Kimley-Horn has provided the City with two significant tools to aid in this process:
 - The first is a parking enforcement program audit checklist (Appendix 18)
 - The second is a sample parking enforcement officer manual (Appendix 19)
- ▲ These tools should be reviewed and customized to better define and enhance the current parking enforcement program.
- ▲ Consider investing in a Mobile License Plate Recognition system to improve parking enforcement consistency, efficiency and effectiveness. (See Appendix 32 – A whitepaper on License Plate Recognition)

PRIMARY ACTION ITEM # 8:

Critically Assess the Current Parking Enforcement Program Using the Tools Provided

Invest in Mobile LPR Technology

Use the provided parking enforcement officer handbook and parking enforcement program audit checklist to better define and enhance the current parking enforcement program.

Consider investing in a Mobile License Plate Recognition system to improve parking enforcement consistency 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 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.

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

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)



- ▲ 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.

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.

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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

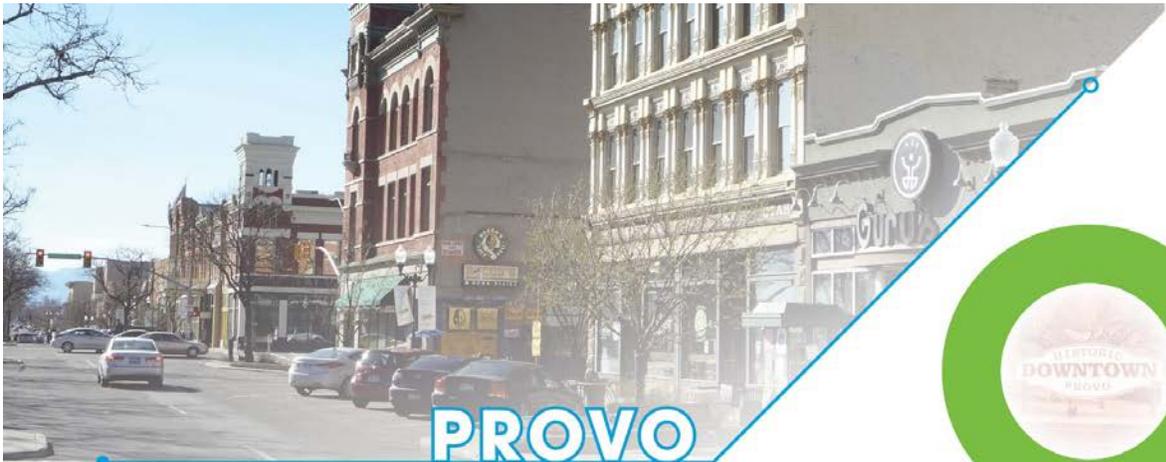
License Plate Recognition Whitepaper

Appendix 33

Parking Technology Overview and Peer Cities Review

Appendix 34

Parking Requirements Reform Whitepaper



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the World*

Strategic Parking
Management Plan

- DRAFT: October, 2017



October 2017





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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.

Plan 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 Outcomes

Establishing policy outcomes is the prerogative of the Provo City Council. These outcome statements guide the administrative work of Provo Parking Services. All planning and programs should be aimed at achieving the goals as set forth in the following statements.

The Provo City Parking Services Division should deliver the following key outcomes:

1. A sense of purpose and direction relative to parking and transportation policy – the adoption of this strategic plan should provide that missing element.
2. Continue to be led by a strong and capable program leader that will deliver these stated program outcomes. Develop the Provo parking management system will be a vertically integrated city division with responsibility for managing on-street parking, city-owned off-street parking, collaborative management of privately owned off-street parking, consistent and equitable parking enforcement/citation management and adjudication, parking planning and development, and transportation demand management.
3. Establish parking as a separate "enterprise fund" and dedicate all parking related revenue streams to support the enterprise fund. The parking management system will

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a bold, lowercase font with a stylized sun and mountain icon above the "o". Below "provo" is the word "STRATEGIC" in a smaller, uppercase font. To the right of "STRATEGIC" is the phrase "Parking Management PLAN" in a bold, uppercase font. A small icon of a car is positioned to the right of "PLAN".

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strive, over time, to be financially self-supporting and accountable to stakeholders. This includes developing, adapting, and managing annual and program budgets, as well as capital acquisition and ongoing maintenance and management costs.

4. The Provo parking management system shall have an active and comprehensive planning function that is pursued on multiple levels, anticipating and planning for future needs in a forward thinking, implements best practices for a “best-in-class” approach.
5. Develop the Provo parking management system into a superior, customer-oriented parking system, responding to the current and future needs of parkers, including residents, visitors, employees, employers, and property owners through active planning, management, engaging market forces, coordination, and communications. An established communications plan based on best practices as outlined in the Strategic Master Plan will help realize desired outcomes. Frequent and positive dialogue with primary and secondary audiences will be a hallmark of the program. Establish a strong customer service orientation which is infused into staff training, and is integrated into facilities maintenance and investments in new technologies.
6. Establish parking management programs that provides a positive perception and experience of downtown, and highly parking-impacted neighborhoods. Have a strong collaboration and partnership with Downtown Provo Inc. The parking management system will promote the City as a desirable destination for residents, workers, businesses, shopping, dining, and recreation by making parking a positive element of the overall community experience. 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 exist.
7. Parking management programs and facilities will be developed to function as a positive education and marketable asset for the City. A comprehensive branding, education, and marketing function will enhance program effectiveness.
8. Develop a management team that has a mastery on the fundamentals of parking management. Staff is regularly trained to gain an in-depth understanding of the many complex and challenging aspects that are somewhat unique to parking. (See Appendix 7 for more information)
9. Leverage new technology to provide:
 - a. Enhanced customer friendly programs and services
 - b. Improved operational efficiency
 - c. Enhanced system financial performance
 - d. Improved system management
10. Parking facilities (public and private, on- and off-street) are managed as a capital facility asset necessary for the efficient operation of the transportation system. Capital facility planning and budgets will prepare public assets to maximize their use toward the achieving of city-wide outcome policies and objectives. Demand



projection modeling should be used to maximize current parking assets, and not to over build or under build parking facilities. 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.

11. Provo Parking Services will have 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.
12. Over time, Provo Parking Services will expand the parking program's mission to adopt a broader more "mobility management" oriented perspective. The Provo parking management system will support a "park once" philosophy and a foster a balance of travel modes – including vehicular, transit, bicycle, and pedestrian – to meet community-wide access goals. Parking should support linkages to other forms of transportation.
13. Parking Services will work closely with the Community Development Department to address zoning parking requirements.
14. ADA parking placard abuse will be targeted as part of parking enforcement operations.

Primary Action Items

Beginning on page 130 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.

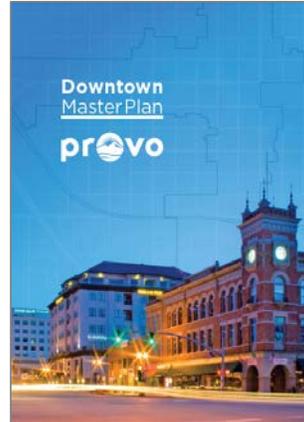
Parking can be a significant partner and contributor to advancing the community's economic development goals as well helping to improve the overall experience of accessing Provo's core neighborhoods and downtown business district. We are confident with the strong team of City leaders, an engaged and 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

Copies of previous studies and planning projects were studied in order to better understand the planning context in which this analysis effort would be conducted. These provided important context for the creation of a Strategic Parking Management Plan.

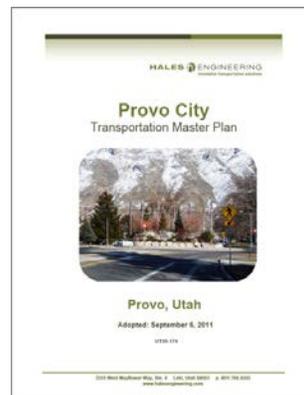
▲ Downtown Master Plan (2014) (Excerpt from the Plan Introduction)

- 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)

- o 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.

- o 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)

- o 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.
- o 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.





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- o 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)

- o 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.



- o 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.
- o 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.
- o 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

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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.

- o 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.



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.

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.

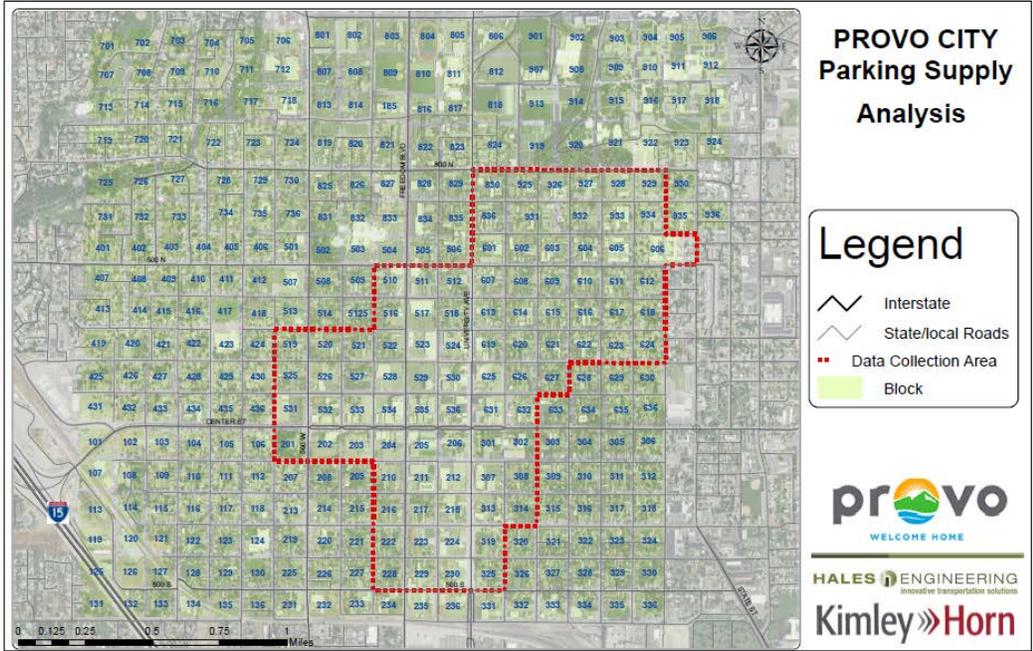
As shown in Table 1, there are approximately 18,856 parking spaces within the study area, approximately 3,203 (17%) of which are on-street. This leaves approximately 15,653 (83%) parking spaces located in parking lots or parking garages.

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
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%

continued in adjacent columns

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

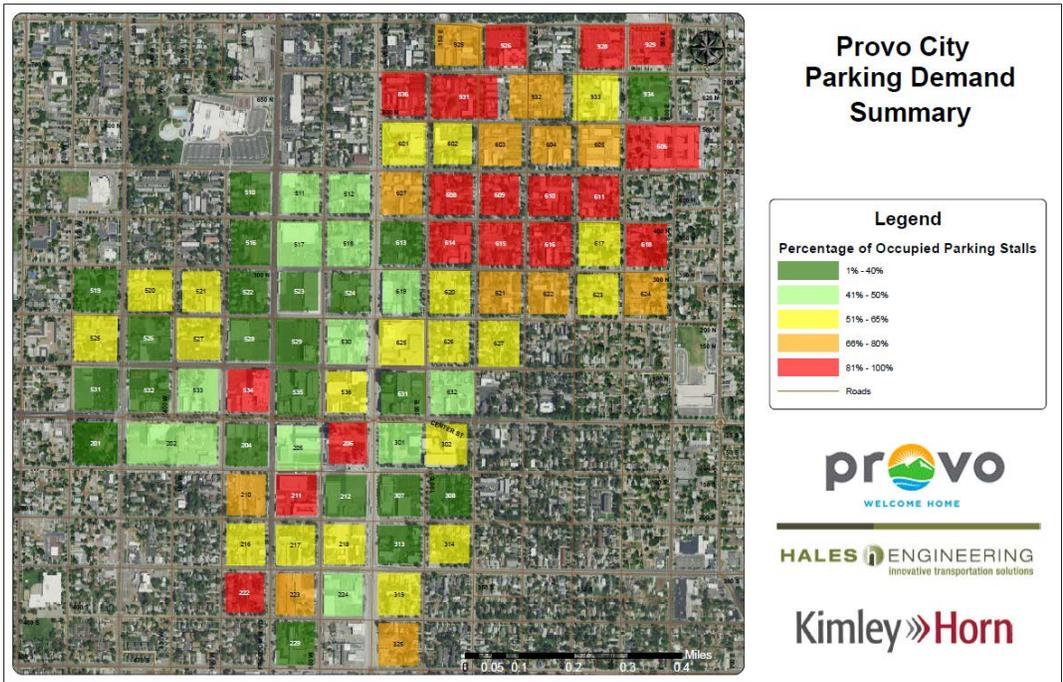
The following graphic (Figure 2) summarizes the overall parking demand for the study area using a “heat map” illustration which documents the parking demand by block at the peak demand timeframe.

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.

new

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 2-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	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 has parking agreements 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 Hotel
- ▲ Provo Town Square
- ▲ Freedom Center Apartments
- ▲ Utah Valley Convention Center
- ▲ Utah Fourth-District Court and Future Mountainland Applied Technical College
- ▲ William Bancroft
- ▲ Smith's Grocery

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 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 document supports and confirms this assessment of the current parking conditions from a supply/demand perspective.

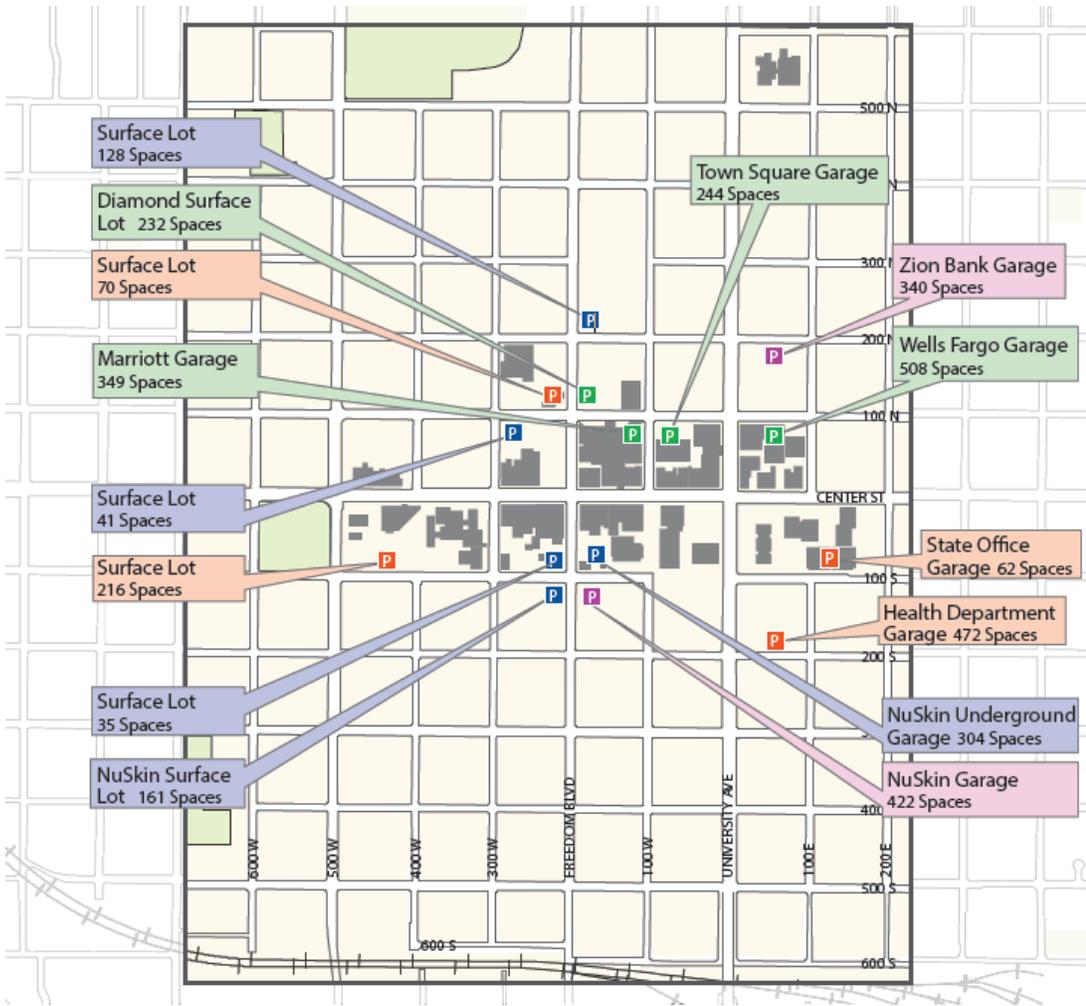
As new projects are built they should supply sufficient parking for related increased demand based on current City zoning and parking requirements. Current City code recognizes that mixed-use downtown neighborhoods require fewer parking spaces, thanks to reduced car dependency (due to the availability 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.

STRATEGIC
Parking Management PLAN

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.

Comment [MT1]: Moved to the beginning of the chapter.

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

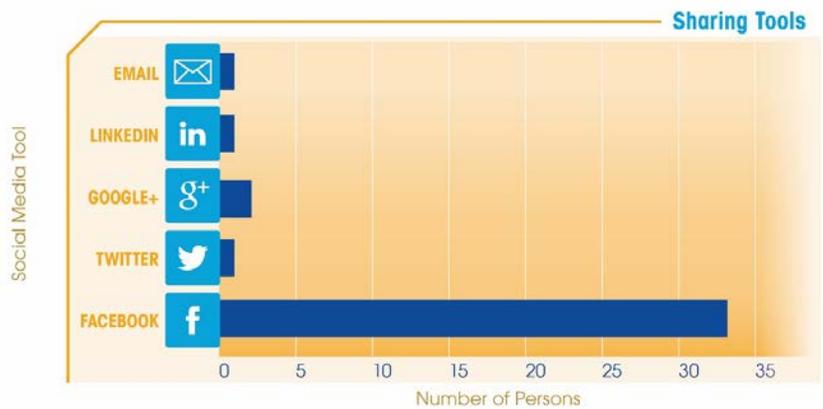
In an effort to design a community outreach process that was inclusive, far-reaching and that afforded community members multiple opportunities and forums for providing input on the Strategic Parking Management Plan, the consultant team recommended that the City of Provo utilize the online engagement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

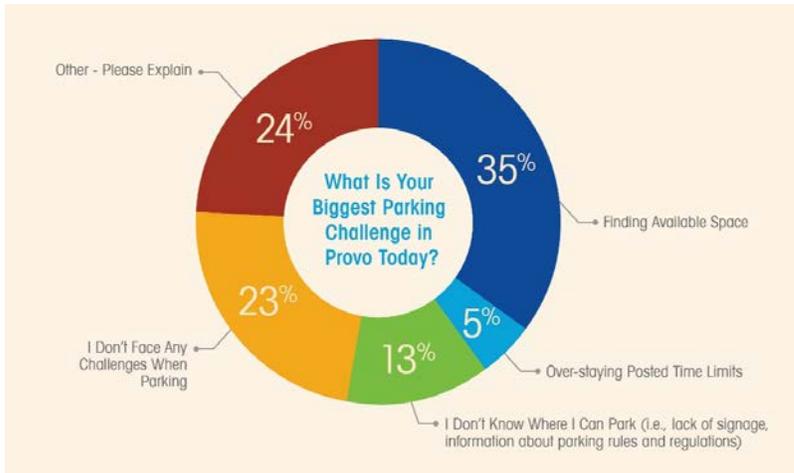


Figure 9 – “Managing Increased Parking Demand”

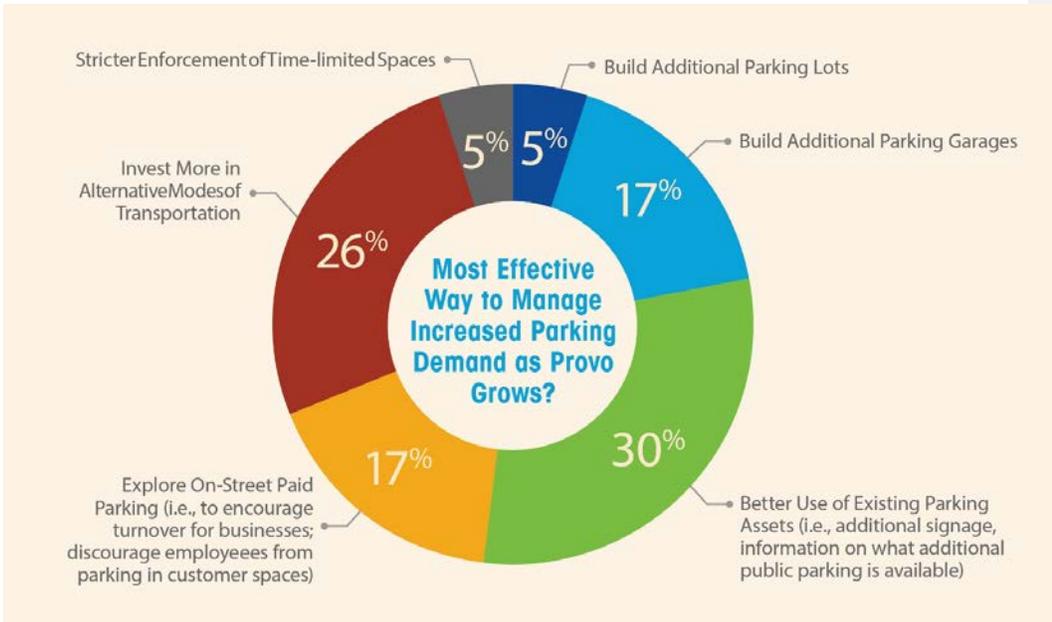


Figure 10 – “Transportation Mode Split”

What Mode of Transportation is Used the Most?

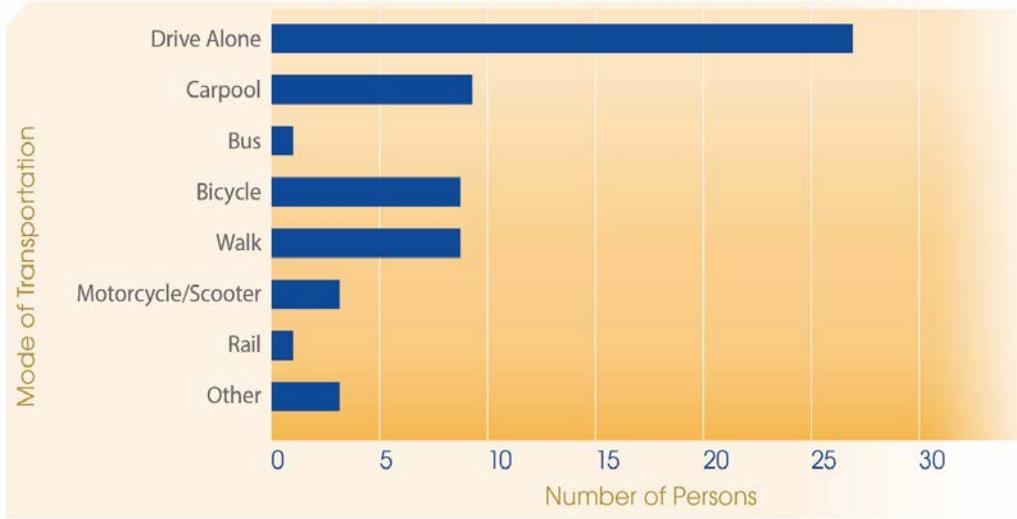


Figure 11 – “Typical Parking Location Downtown”

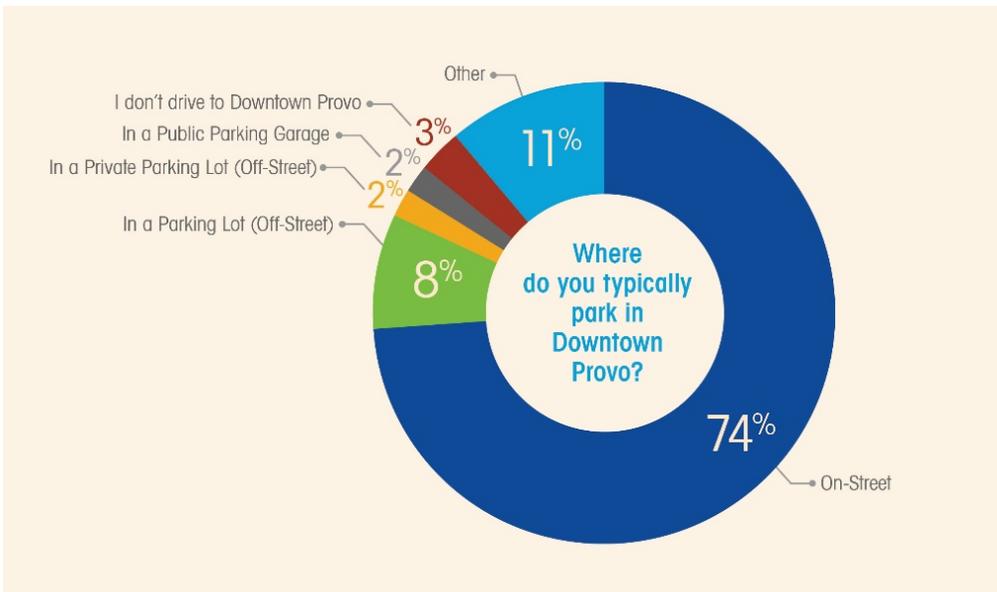


Figure 12 – “Perception of Parking Adequacy Downtown”



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 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,



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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

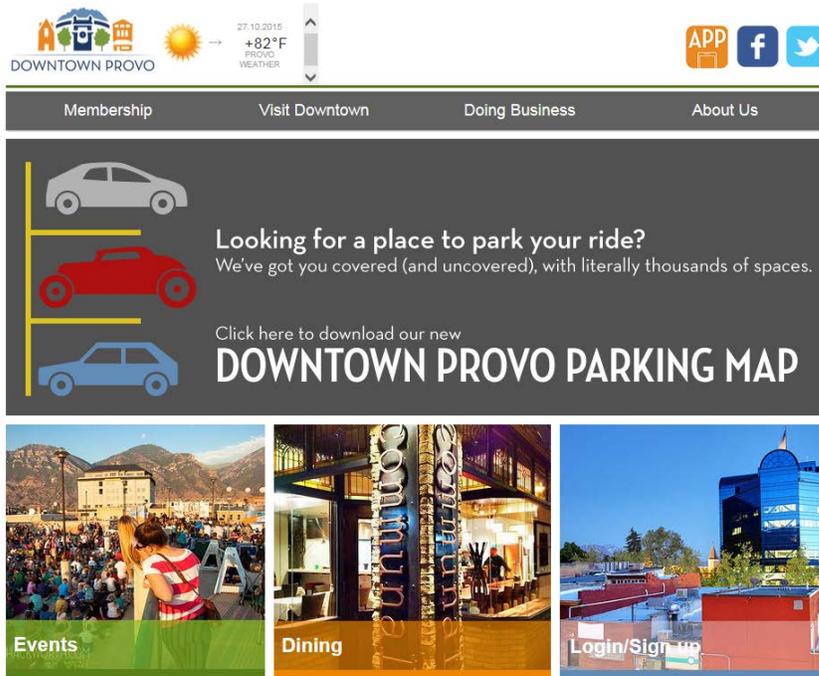
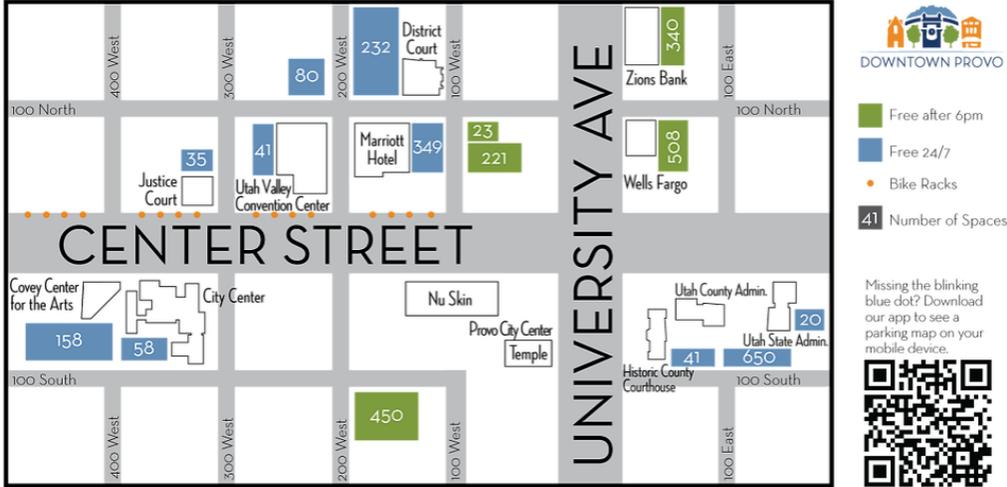


Figure 14 – Downtown Provo Inc. Parking Map



DOWNTOWN PROVO PARKING

Figure 15 – Downtown Provo Inc. Getting Around Downtown



DOWNTOWN PROVO
 27.10.2015 +82°F PROVO WEATHER
 APP Facebook Twitter
 Membership Visit Downtown Doing Business About Us

Getting Around Downtown Provo

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



Where to Park



Ride UTA



Frontrunner

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

Increased integration with and promotion of alternative modes.

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

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

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

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

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a bold, lowercase sans-serif font with a stylized sun and mountain icon above the 'o'. Below "provo" is the word "STRATEGIC" in a smaller, uppercase font. Underneath that is "Parking Management" in a larger, bold, lowercase font, followed by "PLAN" in a smaller, uppercase font. To the right of the text is a small icon of a car with a blue outline and a white body.

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:

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.

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- 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

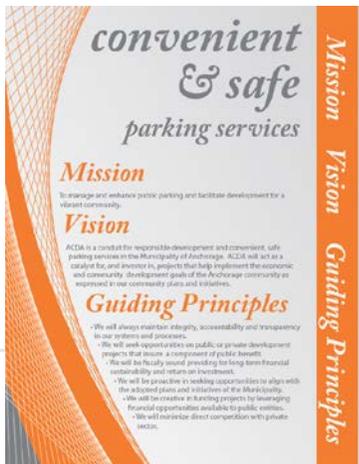
An organizational brand goes beyond an organization’s name, logo and visual identity. A brand represents an unspoken promise, or commitment – of quality, value, professionalism and financial stewardship – about the consistent experience patrons can expect when interacting with the City of Provo’s future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

leadership and staff should be

CITY OF PROVO BRAND



commended for such effective use of the City’s brand.

Similar to the careful curation of the City’s brand, the parking system in downtown Provo also needs a brand identity that is clear, consistent, and that starts the



interaction with a parking patron – whether online or on the street – in a positive manner. As the City of Provo already has such a strong and versatile logo (as represented in the images above), it would make tremendous sense to use the City logo as the foundation for creating a complementary visual brand for parking services.

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 means that are to assist in achieving desired outcomes for residents, businesses, and visitors “quality of life”
- ▲ 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 audience's 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.



- ▲ **Neighborhood Residents:** A vital primary audience is the residents of neighborhoods that are highly impacted by high demand for off-street parking. Working and communicating with neighbors directly, and through the City Neighborhood Program, is essential to the success of Provo's parking solutions.

Secondary audiences include:

- ▲ UTA
- ▲ Utah County
- ▲ Utah Valley University
- ▲ Other local post-secondary education schools
- ▲ 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.)

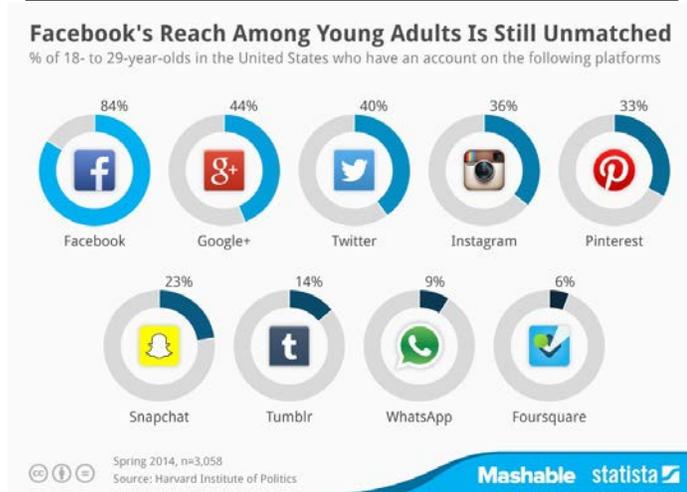
As the web is often one of the very first places that customers will go to find parking, it is critically important the City of Provo has a link to information about parking and transportation options at a very high level on its main website, preferably on the home page under the "Departments" drop down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

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

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.



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., customer’s/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.



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- ▲ **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 communication, 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 communication, 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. ○ Provide information about where customers can park ○ Continue the 	<p>Community Development staff, with support from City Marketing and Communications staff</p>	<p>No cost beyond staff time.</p>


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	conversation with customers about this planning effort and implementation plans.		
Media	Create a comprehensive media contact list for the new Parking Director	Community Development staff, with support from City Marketing and Communications staff	No cost beyond staff time.
Staffing	<p>Develop job description duties specific to communications and public engagement</p> <ul style="list-style-type: none"> • Ideally, this position will be an FTE, however in the next few years, it could be a shared position with another department • Also explore collaborative opportunities with organizations like the Downtown Provo Inc. for cost/staff sharing opportunities • Explore opportunities for intern support of marketing, communications and social media tasks 	Community Development and eventually the new Parking Director	No budget impact in 2015.
Engage	<p>Develop an Annual Communications & Stakeholder Engagement Plan</p> <ul style="list-style-type: none"> • Ideally, this would be done by winter 2018 • Develop specific communications and stakeholder engagement budget 	Community Development staff, in coordination with new Parking Director	\$20,000 - \$25,000 total communications budget for 2018. Includes funding for various campaigns and outreach efforts, with the majority of 2018 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 	Community Development staff, in coordination with new Parking	\$500 - \$750 for online tool like Survey Monkey; assumes premium

	<p>external stakeholders (i.e., patrons, partners).</p> <ul style="list-style-type: none"> ▪ 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. 	<p>Director</p>	<p>membership at \$50/month. Less expensive options are available.</p>
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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 Leverage partnerships with partnering organizations (i.e., Downtown Provo Inc.) to expand social media outreach efforts 	Parking Department staff	\$500 for staff training classes on latest social media engagement strategies.



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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	Begin building local and regional recognition for new brand via outreach efforts in partnership with local organizations: <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) • Co-host Bike to Work Day with local bicycle advocates (Spring) 	Parking Department staff	<ul style="list-style-type: none"> • Budget \$2,500 - \$3,500 - for marketing campaign activities
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.



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

Figure 19 – Marketing Strategy Implementation Matrix- Years Three +

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

	news directors		
Staffing	<p>Continue staff development and training, including a review of staffing levels to support communications and stakeholder outreach activities</p> <ul style="list-style-type: none"> Consider developing an 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	<p>Continue building local and regional recognition for new brand via outreach efforts in partnership with local organizations:</p> <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	<p>Create 2018 Annual Communications & Stakeholder Engagement Plan by 4th quarter 2017</p> <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., media impressions and Google Analytics) Administer patron and partner survey. By 2017 (the third year), there should be enough data to complete a trend analysis and make adjustments to budgeting per survey results. 		\$500 - \$700 for in-house execution; \$5,000 - \$7,500 for outsourced survey execution.



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 disenchanting 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.

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a bold, lowercase sans-serif font, with a stylized sun and mountain icon above the letter "o". Below "provo" is the word "STRATEGIC" in a smaller, uppercase font. Underneath that is "Parking Management" in a larger, bold, lowercase font, with a blue underline. To the right of "Parking Management" is the word "PLAN" in a smaller, uppercase font. Further right is a small icon of a car with a blue outline and a blue arrow pointing to the right.

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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.



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- ▲ 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 costlier.

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.

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a bold, lowercase sans-serif font, with a stylized sun and mountain graphic above the "o". Below "provo" is the word "STRATEGIC" in a smaller, uppercase font, followed by "Parking Management" in a larger, bold, blue sans-serif font, and "PLAN" in a smaller, uppercase font. To the right of the text is a small icon of a car with a blue outline and a blue arrow pointing to the right.

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- ▲ 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.

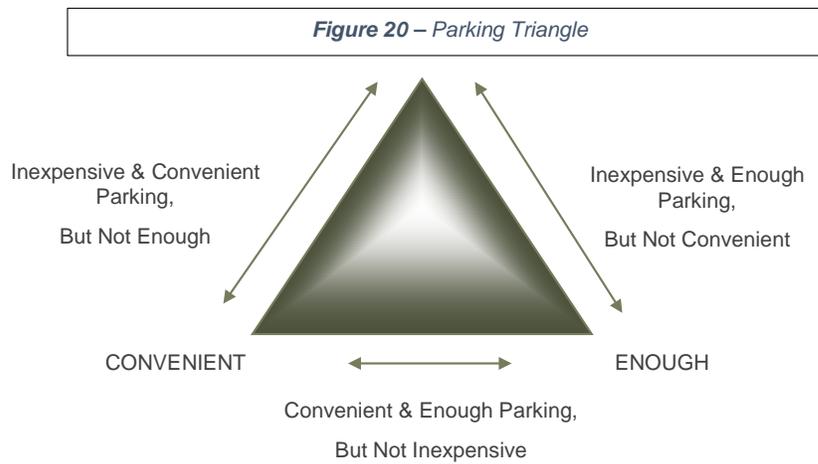
6. Twenty Characteristics of Effective Parking Management Programs

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





Everyone wants three things when it comes to parking:

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

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

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

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

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

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

The 20 Characteristics include:

1. Clear Vision and Mission
2. Parking Philosophy
3. Strong Planning
4. Community Involvement
5. Organization
6. Staff Development
7. Safety, Security and Risk Management
8. Effective Communications
9. Consolidated Parking Programs
10. Strong Financial Planning
11. Creative, Flexible and Accountable Parking Management
12. Operational Efficiency



13. Comprehensive Facilities Maintenance Programs
14. Effective Use of Technology
15. Parking System Marketing and Promotion
16. Positive Customer Service Programs
17. Special Events Parking Programs
18. Effective Enforcement
19. Parking and Transportation Demand Management
20. Awareness of Competitive Environment

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

Characteristic #1 – Clear Vision and Mission

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

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

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

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

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

The parking system administrator should play a key role in providing educational support to community leaders about the importance of parking and the role(s) parking can play (and cannot play) in meeting community objectives. Staying abreast of the latest technological



developments related to parking systems can broaden the options available to improve parking system management effectiveness and efficiency. Common problems for downtowns, such as promoting turnover of short-term on-street spaces without being perceived as “unfriendly or heavy-handed,” or providing more convenient customer payment options are good examples. The use of new technology to support the mission and vision can have a profound impact on the perception of the parking system and how it is contributing 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 of 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 subdivided 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. [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, cashier’s 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



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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

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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.


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- 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.



The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a stylized font with a sun and mountain icon above the "o". Below it, "STRATEGIC" is written in small letters, followed by "Parking Management" in a larger, bold font, and "PLAN" in a smaller font. To the right is a small icon of a car.

- 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.



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- ▲ 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:

21. Develop a parking system brand and marketing program.
22. 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.
23. Promote the principles of balanced access for all travel modes, including vehicular, pedestrian, bicycle and transit, to meet community-wide goals
24. Focus on creating an excellent customer service orientation for all parking user groups - visitors, employees, employers, property owners, etc.
25. Develop an effective interface between public and private parking providers.
26. Work with parking management collaborative members to create high standards for safe, attractive and well-maintained facilities
27. 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.
28. Actively coordinate with economic vitality initiatives, retail support strategies and other community and economic development programs.
29. 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:

30. **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.
31. **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.
32. **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 cashier's/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 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



The logo for the Provo Strategic Parking Management Plan features the word "provo" in a stylized font with a sun and mountains icon above the "o". Below it, "STRATEGIC Parking Management PLAN" is written in a smaller font, with "Parking Management" in a larger, bold font. To the right of the text is a small icon of a car with a blue arrow pointing to the right.

- 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, state 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:

The logo for the Provo Strategic Parking Management Plan. It features the word "provo" in a stylized font with a green and yellow sun/mountain graphic above the 'o'. Below "provo" is the word "STRATEGIC" in a smaller font. To the right of "STRATEGIC" is the word "Parking Management" in a blue font, followed by "PLAN" in a larger blue font. A small icon of a car is positioned to the right of "PLAN".

provo
STRATEGIC
Parking Management PLAN

- ▲ **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 confident 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 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

A decorative graphic consisting of several overlapping, semi-transparent blue triangles of varying shades, creating a dynamic, abstract shape.

“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:

33. Organization/Leadership
34. Community and Economic Development
35. Leveraging Technology
36. Planning /Urban Design
37. Effective Management/Accountability
38. Customer Service Orientation
39. Communications/Branding /Community Education
40. Accountability/Financial Management
41. Integrated Mobility Management
42. 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:

- o Managing on-street parking
- o Managing City owned off-street parking
- o Coordination with privately owned off-street parking
- o Parking enforcement/citation management and adjudication
- o Parking planning and development
- o 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 best-in-class parking program. All aspects of the City parking should reflect an understanding of what the customer desires in terms of a positive and memorable experience.

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

Guiding Principle #7

Communications/Branding/Marketing and Community Education

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

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

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

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

Guiding Principle #8

Accountability / Financial Management

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

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

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



Guiding Principle #9

Integrated Mobility Management

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

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

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

Guiding Principle #10

Sustainability

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

9. RECOMMENDED PARKING PROGRAM ACTION ITEMS

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

Primary Action Items

Introduction

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

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

A discussion of each set of Primary Action Items follows.

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

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

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

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

Timeframe:

Complete by March 2016

Supportive Documents/Tools Provided:

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

**PRIMARY ACTION
ITEM # 1:**

Adopt New Program Vision and Mission Statements and Recommended Parking Program Guiding Principles

Hire a Parking Management Professional

Implement Parking Management Best Practices

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

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

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

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

PRIMARY ACTION ITEM # 2:

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

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

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

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

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



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

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

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

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

Timeframe:

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

Supportive Documents/Tools Provided:

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

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

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

**PRIMARY ACTION
ITEM # 3:**

**Leverage Parking as a
Community and Economic
Development Strategy
Develop a Comprehensive
Parking Planning Function**

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

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

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

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

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

Timeframe:

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



Supportive Documents/Tools Provided:

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

Primary Action Item # 4: Develop a Proactive Facility Maintenance Program Including Regular Facility Condition Appraisals, Prioritized Facility Rehabilitation Plans and the Creation of Parking Facility Maintenance Reserves

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

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

PRIMARY ACTION ITEM # 4:

Develop a Proactive Facility Maintenance Program

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

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

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

Create a specific “parking maintenance reserve fund” program.



Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

City Engineering and Public Works Departments, City Finance Department

Timeframe:

Develop a comprehensive facility maintenance plan by July 2016.
Conduct facility condition appraisals as noted above.
Develop a policy regarding maintenance reserves by 3rd Qtr. 2016

Supportive Documents/Tools Provided:

Appendix 12. – Parking Facility Maintenance Manual
Appendix 13. – Parking Facility Maintenance Schedule

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

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

PRIMARY ACTION ITEM # 5:

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

Specific goals of this recommendation include:

Improving the parking programs image

Providing easier access to parking information

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

To promote parking facility utilization

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

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

Timeframe:

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

Supportive Documents/Tools Provided:



Appendix 14. – Parking Annual Report from the Missoula Parking Commission
Appendix 15– Parking Annual Report Template
Appendix 16 - Parking Marketing and Branding Strategies Presentation

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

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

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

City HR and Training Departments, Downtown Provo Inc.

PRIMARY ACTION ITEM # 6:

Invest in Training and Staff Development

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

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

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

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

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

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

Participate in the IPI's APO program accreditation process.



Timeframe:

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

Supportive Documents/Tools Provided:

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

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

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

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

PRIMARY ACTION ITEM # 7:

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

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

Leverage alternative transportation and Transportation Demand Management (TDM) strategies to reduce the need for additional parking over time.

TDM program elements support the Guiding Principle for Sustainability and a more balanced parking and transportation program.

Primary Responsibility:

City Administrative Services and Parking Management

Key Partners:

Transit Agency, Bike Advocate Programs, Regional Transportation Association, City Planning, UTA

Timeframe:

Longer-Term Strategy

Supportive Documents/Tools Provided:

Appendix 20. - Parking Management Best Practices Toolbox

Primary Action Item # 8: Critically Assess the Current Parking Enforcement Program Using the Tools Provided. Invest in Mobile License Plate Recognition Technology.

- ▲ To assist in a more thorough review and evaluation of the parking enforcement program, Kimley-Horn has provided the City with two significant tools to aid in this process:
 - The first is a parking enforcement program audit checklist (Appendix 18)
 - The second is a sample parking enforcement officer manual (Appendix 19)
- ▲ These tools should be reviewed and customized to better define and enhance the current parking enforcement program.
- ▲ Consider investing in a Mobile License Plate Recognition system to improve parking enforcement consistency, efficiency and effectiveness. (See Appendix 32 – A whitepaper on License Plate Recognition)

PRIMARY ACTION ITEM # 8:

Critically Assess the Current Parking Enforcement Program Using the Tools Provided

Invest in Mobile LPR Technology

Use the provided parking enforcement officer handbook and parking enforcement program audit checklist to better define and enhance the current parking enforcement program.

Consider investing in a Mobile License Plate Recognition system to improve parking enforcement consistency 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 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.

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

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)



- ▲ 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.

Secondary Action Items

Action Item #S-1 – Stakeholder “Report Cards”

The Provo Parking Program should develop Parking Action Plan “Report Cards” or updates to keep the new Parking Advisory Board and community stakeholders informed and educated as to program development progress. These report cards or updates could involve the development of a concise set of parking program benchmarks that would be tracked over time.

Intended Results:

Progress reporting could also take the form of a simplified “Action Plan Report Card” for specific stakeholder groups. This format could also be combined with a feedback mechanism to create an ongoing mechanism for community input and program development/refinement.

Action Item #S-2 – Develop Specific Overflow and Event Management Parking Strategies

Overflow parking plans describe the management strategies that will be applied when parking facilities fill, for example, during special events, peak shopping periods, or temporary reductions in parking supply. Below are some possible components of an overflow parking plan:

- ▲ Provide signs with directions to alternative nearby parking facilities.
- ▲ Provide adequate traffic and parking management staff during peak periods. Additional staff may be hired for special events.
- ▲ Provide information on parking and travel options for special event participants, highlighting those that can be used to avoid parking problems. For example:
 - Brochures that show both parking facility locations and transit options for major cultural or religious events.
- ▲ Encourage travelers to shift mode or use remote parking during peak periods. Example – retail employees can be required to use remote parking facilities or alternative commute modes during holiday shopping seasons.

Action Item #S-3 – Parking/Access System Benchmarking

Identify a basic set of parking and access system benchmarks relevant to Downtown Provo and begin tracking. Document results/progress in an annual parking report.

Examples of recommended parking program benchmarks might include:

- ▲ Total Operating Cost per Space
- ▲ Total Revenue per Space
- ▲ Total Operating Costs per Parking Department FTE
- ▲ Total Revenue per Parking Department FTE
- ▲ Surface Parking Spaces as a Percent of Total Spaces
- ▲ Structured Surface Parking Spaces as a Percent of Total Spaces
- ▲ On-Street Parking Spaces as a Percent of Total Spaces
- ▲ Administrative Cost Per Space
- ▲ Administrative Costs as a Percent of Total Costs
- ▲ Security Costs per space
- ▲ Security Costs as a Percent of Total Costs



- ▲ Enforcement costs per metered space
- ▲ Enforcement costs per Citation Issued
- ▲ Percent of Citations Collected vs. Citations Issued
- ▲ Citation Revenue per Citation Issued
- ▲ Total Maintenance Cost per Space
- ▲ Total Maintenance Costs as a Percent of Total Costs

Intended Results:

Develop a baseline of parking operations measurements. Compare to peer cities. Track progress against baseline results and peer organizations. See Appendix 6: Recommended Parking Program Benchmarks

Action Item #S-4 – Parking Facility Warranty Management

Collect all parking facility warranties into a three ring binder or digital folder. Note all warranty expiration dates for items such as elastomeric coatings, expansion joints, etc. Place these dates in Outlook or other calendar programs used by the agency as a "tickler" to conduct a walkthrough inspection six months prior to warranty expiration. Schedule a representative of the contractor or manufacturer responsible to honor the warranty to participate in the inspection. Document inspection results with time and date stamped digital photos. Schedule repairs to warranty covered items prior to warranty expiration.

Intended Results:

Assure that warranty covered items are taken care of while still under manufacturer's warranty. Average cost savings per facility \$10,000 - \$20,000.

Action Item #S-5 – Energy Saving Options in Parking Facilities

Invest in some new parking facility lighting systems for enhanced illumination and energy savings. We encourage the City to also evaluate options such as placing roof top and outer bay parking facility lighting on separate circuits so that these lights can be placed on photocells to reduce energy consumption during daylight hours.

Intended Results:

Utility expenses are a major parking operating expense. Evaluate options to minimize on-going expenses in this category.

Action Item #S-6 – Develop an Internal Parking Program Operations Manual

As a primary staff training tool, develop parking facility operations manuals. Many systems have a separate manual for each facility or one common manual with individual facilities each given a chapter. Note: Sample parking operations manuals are provided in Appendices 16 and 17.

Intended Results:

Document specific equipment and policies per facility for staff training as well as to document operating policies/procedures.

Action Item #S-7 – Develop a Parking System Information Database/Become the Central Clearinghouse for Parking/Access Information

Monitor and track parking rates, availability, owners, operators, contact info, etc. for all parking resources in the downtown (both public and private). Coordinate and provide information relative to other transportation options. Consider providing this data on multiple downtown related websites.

Intended Results:

Become a one-stop information clearinghouse for all downtown parking and access information (both public and private).

Action Item #S-8 – Marketing Tie-ins for Parking to Special Events

Work closely with the Downtown Provo Inc. to promote parking tie-ins in conjunction with downtown special event promotions, downtown attractions/venues, etc.

Intended Results:

This strategy leverages the shared benefits of joint marketing opportunities and promotes new parking/access system branding and marketing campaigns. See Appendix 31 Parking Branding and Marketing Best Practices.

10. APPENDICES AND PARKING MANAGEMENT TOOLBOX

The following set of appendices provides a range of documents designed to support and augment the content of the Strategic Parking Management Plan. The content ranges from detailed parking occupancy counts to an extensive Parking Management Best Practices "Tool Kit" to sample policies related to specific elements identified during the current program assessment, etc.

The Provo parking program has a very solid base on which to build in terms of infrastructure, technology enhancements, etc. One of the major themes identified in the Strategic Parking Management Plan is the need to "master the fundamentals" of managing a municipal parking program. To this end, we have provided several documents that provide a comprehensive overview of the various elements that must be addressed to have a successful program. The section entitled: "The Characteristics of Effective Parking Programs" in the main report is an example of this.

We have also provided several very specific "tools" to help advance the Provo parking program in a number of operations focused areas. These tools range from a sample parking enforcement manual to a tool designed to critique and audit the existing enforcement program. Another example of an "operations focused tool" is a very detailed parking facility operations manual. In every case, the goal of providing these sample documents is for the Provo parking program to use them as a basis and guide for creating similar documents specific to their operation.

Finally, in anticipation that the City will authorize, recruit and hire a new Parking Director we have included several "white papers" on a number of topics that will hopefully put the new director on the path to success. Examples include: security, valet parking, in-lieu fees, tax increment financing, successful approaches to evaluating parking rates, etc.

It is our hope that these documents will provide valuable background information and practical tools to help advance and improve the Provo parking program as staff work to implement the primary recommendations contained in the Strategic Parking Management Plan.



Appendices & Parking Management Tool Kit Table of Contents

Introduction:

Provo is in a fairly unique position as it contemplates creating a new municipal parking program from the ground up. As such, these Appendices & Parking Management Tool Kit provide an extra set of tools, sample manuals, communications strategies and background materials to help the City develop a strong foundation and understanding of the breadth and complexities of a modern parking and access management program.

Some of these items will be immediately applicable and others anticipate issues that may arise if certain recommendations are implemented. In any case, we hope that you find these resources valuable as you begin to build your program.

Appendix 1

BYU Parking Data

Appendix 2

Community Engagement Strategy

Appendix 3

Sample Crisis Communication Plan

Appendix 4

Sample Parking Administrator Position Descriptions

Appendix 5

New Parking Manager Integration-Action Plan

Appendix 6

Recommended Parking Program Benchmarks

Appendix 7

Parking as an Economic Development Strategy

Appendix 8

Guidelines for Using Parking as an Economic Development Strategy

Appendix 9

Recommended Reading List for Parking Professionals - 2015

Appendix 10

Tax Increment Financing Whitepaper

Appendix 11

Developing a Retail Parking Support Strategy

Appendix 12

Parking Facility Maintenance Manual

Appendix 13

Parking Facility Maintenance Schedule

Appendix 14

Missoula Parking Commission Annual Report 2012

Appendix 15

Annual Parking Report Template

Appendix 16

Generic Parking Facility Rules and Regulations

Appendix 17

Sample Parking Garage Operations Manual

Appendix 18

Parking Enforcement Program Audit Checklist

Appendix 19

Sample Parking Enforcement Operations Manual



Appendix 20

Parking Management Best Practices Toolbox

Appendix 21

Parking Garage Security Whitepaper

Appendix 22

Consolidated System Financial Report

Appendix 23

ADA Parking Reform Reference Files

Appendix 24

Valet Parking Program Development

Appendix 25

IPI Emergency Preparedness Manual

Appendix 26

Residential Parking Permit Programs White Paper

Appendix 27

Parking Facility Design Guidelines

Appendix 28

Sample Meter Bagging Policies and Procedures

Appendix 29

BYU Capstone Project

Appendix 30

Parking In-Lieu Fees Whitepaper

Appendix 31

Parking Branding and Marketing Best Practices

Appendix 32

License Plate Recognition Whitepaper

Appendix 33

Parking Technology Overview and Peer Cities Review

Appendix 34

Parking Requirements Reform Whitepaper



Provo City Municipal Council

Staff Memorandum

Neighborhood Program Changes

November 21, 2017

<p>Presenter Council Staff</p> <p>Time for Item 15 min</p> <p>Issue File # 17-138</p>	<p>Item Short Title A discussion on proposed Neighborhood Program changes (17-138)</p> <p>Intended Outcome of Discussion/Requested Action The purpose of this presentation is to give Council members a first look at the proposed changes to the Neighborhood Program and get their input. The Neighborhood Program Review Committee will review input received from Council members and Neighborhood Chairs and Vice Chairs to make any additional changes before bringing the final proposal to the December 5 Council meeting.</p> <p>Background The Neighborhood Program Review Committee has worked with the Neighborhood Advisory Board to update the ordinance language in Provo City Code regarding the Neighborhood Program. The current ordinance language can be found in the online codebook. The updates include:</p> <ul style="list-style-type: none">• Transforming the Neighborhood Advisory Board (NAB) into the Neighborhood Advisory Committee (NAC), a Council committee.• Defining the membership of the NAC. The current NAB is comprised of the five Area Representatives from the Neighborhood Program.• Defining the duties of the NAC. Current code has minimal duties for the NAB and we feel this group could provide more support and guidance to the program.• Changing the Downtown Neighborhood to having a Chair elected from its residents rather than automatically appointing the Executive Director of Downtown Provo Inc. (DPI). DPI will still serve as a liaison from the business community to the Neighborhood Program, but not be limited to the one specific neighborhood.
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Foreword

In the course of serving as a public official, you will be involved with numerous issues. This Handbook attempts to centralize information on common issues related to Provo's form of government and your role as a member of the Provo Municipal Council.

The issues addressed are often complex and sometimes subjective. Thus, this Handbook is intended only as a guide and is not a substitute for the counsel, guidance, or opinion of Council Staff or the Council Attorney, nor is it intended to supersede any City ordinance or other applicable law. Any failure to follow a procedure described in this Handbook shall not invalidate any action taken by the Council, except as may be otherwise provided by law.

However, although much of the handbook is background information provided to assist the Council Members in their duties, sections that describe procedures and rules in addition to applicable law are viewed as the "rules regulating the business of the Council and the conduct of its members" per Provo City Code Section 2.50.010. In particular, Chapter IX Rules and Procedures for Meetings constitutes the rules of order and procedure governing public meetings of the Council that are required by UCA 10-3-606.

The Council intends to review and revise the contents of this Handbook as needed or at least every two years.

This Handbook was comprehensively updated and approved on December 5, 2017 at Council Work Meeting. This update supersedes and replaces all prior versions of the Handbook and any policy or procedure referenced herein. (The Handbook was originally adopted by the Council in Study Meeting on June 6, 2006.) Subsequent amendments should specify the meeting in which the amendment was adopted by the Council.

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- VIII. Ethics Rules**
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APPENDICES

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- Appendix 8 - Table of Provo City Zones and Land Use Laws**

I. Provo's Form of Government

As a political subdivision of the state, the powers of the City spring from the Utah Constitution and from powers specifically given it by the State Legislature. The State of Utah's enabling acts are generally found in Title 10 (the Utah Municipal Code) of the Utah Code (UCA). One of those powers, commonly known as the "police power" is the power to "pass all ordinances and rules . . . as are necessary and proper to provide for the safety and preserve the health, and promote the prosperity, improve the morals, peace and good order, comfort, and convenience of the city and its inhabitants, and for the protection of property in the city." See *UCA 10-8-84*. The Utah Supreme Court has held that this power is to be broadly interpreted unless specifically preempted or limited by state law. *State v. Hutchinson*, 624 P.2d 1116 (Utah Sup.Ct. 1980).

The Mayor-Council Form of Government

In 1977, the Utah State Legislature approved the Optional Forms of Municipal Government Act, which authorized a council-mayor form of government based on the constitutional framers' ideal of "separation of powers" between legislative and executive branches.

In 1982, Provo City shifted from a Mayor and two Commissioners to a Mayor and seven Council members. "The municipal government of Provo City is vested as two (2) separate, independent and equal branches of municipal government; the executive branch consisting of a mayor, a chief administrative officer, and the administrative departments and officers; and the legislative branch consisting of a municipal council having seven (7) members." *Provo City Code (PCC) 2.01.010*.

Checks and Balances

The Council-Mayor system has definite checks and balances and, in this respect, is similar to the Federal and State systems of government. For example, the Mayor must receive a majority confirmation from the Council on appointments of Department Heads, statutory officers, and members of City boards or commissions. Similarly, the Mayor has the ability to veto legislative acts of the Council, but a veto may be overcome by a 2/3 majority vote of the Council.

However, in some other respects, the Council-Mayor form of municipal government is not directly analogous to the State and Federal systems. For

example, the elected offices are all non-partisan and the Mayor is authorized by statute to attend and participate in meetings of the Council, but may not vote.

First Class City

With a population greater than 100,000 residents, Provo is classified by state law as a city of the first class. In certain respects defined by state law, such cities are subject to requirements that other cities may not be, for example with respect to budgets and financial reporting.

II. The Mayor

The Mayor exercises executive power. The extent of that power is described and defined more fully in Utah Code and Provo City Code.

Utah Code 10-3b-202 describes the role of the Mayor in the Council-Mayor form of government and, as of this writing, states that the Mayor:

- is the chief executive and administrative officer of the municipality;
- exercises the executive and administrative powers and performs or supervises the performance of the executive and administrative duties and functions of the municipality;
- **shall:**
 - keep the peace and enforce the laws of the municipality;
 - execute the policies adopted by the council;
 - appoint, with the council's advice and consent, qualified persons to certain mandatory city positions;
 - provide to the council, at intervals provided by ordinance, a written report to the council setting forth prescribed budgetary matters;
 - report to the council the condition and needs of the municipality
 - report to the council any release of a person from imprisonment for violation of a municipal ordinance;
 - report to the council at its next meeting any fine of forfeiture remitted; and
 - perform every duty prescribed by state statute or required by a municipal ordinance that is not inconsistent with state statute;
- **may:**
 - subject to budget constraints, appoint deputies or administrative assistants to the mayor and create administrative offices and appoint persons to such offices;
 - appoint, with the council's advice and consent, department heads, statutory officers, and members of city commissions, boards, or committees;
 - dismiss any person appointed by the mayor;
 - as provided in Section 10-3b-204, veto an ordinance, tax levy, or appropriation passed by the council;
 - exercise control of and supervise each executive or administrative department, division, or office of the municipality;
 - regulate and prescribe the powers and duties of each other executive or administrative officer or employee of the municipality (consistent with applicable statutes and ordinances);

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- attend each council meeting, take part in council meeting discussions, and freely give advice to the council;
 - appoint a budget officer to serve in place of the mayor to comply with state statutes regarding fiscal procedures;
 - execute an agreement on behalf of the municipality, or delegate, by written executive order, the authority to execute an agreement on behalf of the municipality if within budget appropriations and countersigned by the city recorder;
 - at any reasonable time, examine and inspect the official books, papers, records, or documents of the city or any officer, employee, or agent;
 - remit fines and forfeitures;
 - if necessary, call on residents of the municipality over the age of 21 years to assist in enforcing the laws of the state and ordinances of the municipality; and
 - release a person imprisoned for a violation of a municipal ordinance; and
- **may not** vote on any matter before the council.

Provo City Code Section 2.10.030 also describes the role of the Mayor. Much of this section duplicates provisions of state code listed above, but it states, as of this writing, that the Mayor's duties and powers also include:

- being the City's official head for ceremonial purposes;
- hiring, disciplining, and terminating all executive employees;
- supervising and/or coordinating the administrative functions of those authorities and agencies which are related to or affect City operations, such as Housing and Redevelopment, to the extent requested or delegated by the officers or bodies having primary responsibility for the operation of such authorities or agencies;
- recommending to the Municipal Council for adoption such measures as may be deemed necessary or proper for the efficient and proper operation of the City;
- authorizing the issuance of such executive rules and regulations for the general operations of the City which are not in conflict with the laws of the State, the Provo City Code or other City ordinances;
- preparing and submitting to the Municipal Council a State of the City report and an annual report of the City's financial affairs;
- supervising the purchase of materials or services and authorizing expenditure of funds in accordance with applicable law; and
- issuing proclamations.

The Mayor, as chief executive officer, has broad discretion in the administration of City government.

III. The Council

Election of Council Members

Five of the Municipal Council's seven members are elected from geographical council districts and two are elected to city-wide seats. Council members are elected for terms of four years, which are staggered. Three district council seats and one city-wide seat are elected during one election. The remaining two district seats and one city-wide seat are elected two years later, along with the mayoral election. All municipal elections are held in the odd-numbered years and are considered non-partisan. See *PCC 2.01.050*. See Chapter VII for additional information on elections.

Council Members Represent the City and Act as a Body

Council members represent the Council and the City through public appearances, speaking engagements, and through media communications. Council members should always clarify whether they are acting in a Council capacity or as private individuals.

Official Council positions should be communicated by the Council Chair after they have been approved by a majority of the Council.

In addition, when a Council member is responding to a question, it is important to publicly note that a Council majority is required for any Council action. When discussing the enforcement or interpretation of an existing City ordinance, good judgment would include a referral to the appropriate administrative staff for the final word.

Service on City-Related Organizations

Council members also serve, by virtue of their election, in certain City-related organizations. The Redevelopment Agency Board (referred to by State Code as the Community Development and Renewal Agency Board) is the most notable example. Others include the Municipal Building Authority of Provo City, the Provo City Storm Water Service District, and service by the Council Chair on the board of the Provo Foundation.

These organizations usually meet during or after a regularly noticed Council meeting. For example, when a meeting is needed for one of these bodies, the Council meeting is formally recessed, and the Council reconvenes as the governing board of the entity. The governing board will

discuss and take action on business items as needed. For an action to be taken, four or more members of the governing board must vote in the affirmative. See PCC 2.31.

Powers and Duties

The Council exercises the City's legislative power. The extent of that power is described and defined more fully in Utah Code and Provo City Code.

Utah Code 10-3b-203 describes the role of the Council in the Council-Mayor form of government and, as of this writing, states that the Council:

- **shall:**
 - legislate the manner in which city property is bought and sold and how subdivisions and annexations are considered or regulated;
 - pass ordinances, appropriate funds, and review municipal administration;
 - perform all other legally imposed duties; and
 - elect a chair;
- **may:**
 - adopt a municipal administrative code dividing the administration into departments and defining the functions and duties thereof;
 - adopt an ordinance creating, consolidating, or abolishing administrative departments or altering the functions and duties thereof;
 - make suggestions or recommendations to subordinates of the mayor;
 - appoint, and delegate investigative power to, committees of council members or citizens to investigate any officer or department of the city or matter relating to the welfare of the city;
 - make rules or regulations for the governance of the council; and
 - take any action under the general "police power;"
- **may not:**
 - direct or request, other than in writing, the appointment or removal of a person to or from an executive office;
 - interfere with an executive officer's performance of their duties; or
 - give orders to a subordinate of the mayor.

Provo City Code Section 2.50.070 also sets forth powers and responsibilities of the Council and states:

“The Municipal Council is the policy making body of the City and thus shall exercise the legislative powers of City government, including the adoption of the Provo City Code, other ordinances and resolutions, approving long-term contracts or commitments of City resources beyond current fiscal budget, setting appropriate tax levies, adopting the City budget, setting sewer, water, and power rates, and other general and service rates, and will exercise other rights and responsibilities accorded the Council by law.”

The above powers can be categorized into the three core functions of the Council: making law; appropriating money (including budget approval); and executive oversight. See *particularly UCA 10-3b-203(1)(a)(ii)*.

MAKING LAW (AND EXERCISING ADMINISTRATIVE POWERS)

Ordinances

The Council exercises its lawmaking power by passing ordinances. See UCA 10-3-701. Various state laws govern the form, procedure, and effective date of ordinances. See UCA Title 10, Chapter 3, Part 7.

Resolutions

In addition to its legislative powers, the Council also holds certain defined administrative powers. These powers are generally exercised by resolution and include:

- establishing water and sewer rates;
- establishing fees for city services;
- establishing Council personnel policies and guidelines; and
- regulating the use and operation of city property. See UCA 10-3-717.

Resolutions are also used to consent to Mayoral appointments, fill midterm vacancies in elected offices, and to express the will, intent, or view of the Council

Maintaining the Municipal Code

The Council is responsible for the accurate maintenance of the Provo City Code. The Council is also responsible to provide public access to the Code. The Council staff manages this responsibility through the annual publication of the code and the updating of the Code on the City website. See PCC 2.60.

APPROPRIATING FUNDS

The Council principally exercises its power to appropriate funds by passing a City budget. Additionally, the Council may appropriate specific amounts of money for specific purposes from time to time.

City Budget Oversight and Process

The budget is one of the Council's strongest policy-making tools. Each year the Council expresses its priorities through annual City budget appropriations. A good budget can be used as a planning tool because it conveys what the government expects to accomplish during the coming year. Ultimately, the budget should be a reflection of policy priorities, a financial operating plan, and a tool for communicating with the public about how money is spent.

Mayor's Budget Recommendation

It is the responsibility of the Mayor to make recommendations regarding budget expenditures. The Mayor also determines the most efficient and effective way of using resources to achieve the policy priorities established by the Council. Ultimately, the administrative staff are the experts on the "how to" part of the budget.

Mayor's Annual Tentative Budget

As provided by UCA 10-6-111, the Mayor's Annual Tentative Budget must be submitted to the Council by the first regular Council Meeting in May.

Adoption of the Annual Budget

Prior to adopting the annual budget, the Council receives the Mayor's tentative (proposed) annual budget. The Council is charged with determining if the Mayor's tentative annual budget reflects an appropriate funding balance of public service levels, personnel costs, creation and operation of City departments, operation and maintenance of City facilities and equipment, level of City reserves, and capital improvement projects.

The Council has the right to adjust the Mayor's proposed budget to reflect Council priorities as long as the budget remains balanced. The Council amends the budget by passing the budget changes to the Mayor's

proposed budget. See *UCA10-6-135(4)*. In addition, the Council may, by following legal procedure, adjust tax rates and implement or adjust fees.

Unless the Council sets a "Truth in Taxation" hearing to consider changing the property tax rate, the final budget must be adopted before June 22nd.

Property Tax Increases

If a property tax increase is under consideration as a part of the budget process, the Council must provide notice of and hold a public hearing before adopting the tax increase. Pending adoption of a final budget, the City may operate on the approved tentative budget or on the previous year's final budget if readopted by resolution. Following the public hearing on the tax increase, the final budget must be adopted by August 17th.

EXECUTIVE OVERSIGHT

The Council has an express mandate under state law to "review municipal administration." Consistent with the strict separation of powers found in Provo's form of government, Utah law prohibits Council members from interfering with officers and the performance of their duties. The Council may not give orders to any subordinate of the Mayor either publicly or privately, but may make suggestions and recommendations. However, the Council may investigate the administration of City government and make policy recommendations. Such oversight may take a number of forms, some of which are described below.

Yearly Audit and Financial Report

Each year, following an audit by an independent auditor selected by the Council, the audit findings and a financial report must be presented to the Council. The annual audit and financial report assist the Council in reviewing municipal administration and providing financial oversight of the City's financial affairs.

Requests for Information

Council members or Council Committees may request readily available information which normally would require only the copying of existing documents from individual Department Heads or the Mayor. This information will be delivered to the Council Executive Director and distributed to all Council members.

If, at the Mayor's discretion, the requested information requires sufficient effort, the Mayor will notify the Council Chair of the need for approval by four or more Council members. When approval is obtained, the request will be forwarded by the Chair to the Mayor for action. At this time, the Chair and the Mayor should agree upon a date of delivery. This information will be delivered to the Council Executive Director and distributed to all Council members.

City Board Member Approval

City Board members are appointed by the Mayor with the advice and consent of the Council. Upon the Mayor's presentation to the Council of City Board nominees, the Council must decide if the Mayor's appointments are appropriate. Among other things, consideration may be given to geographic place of residence, length of residence, ability and willingness to serve, availability of time, ethnic diversity, and depth of expertise. A majority vote of the Council in a Council Meeting is required to approve a Mayoral appointment. See *PCC 2.50.080*.

On a related note, the Metropolitan Water District Board is a separate legal entity from the City and is a political subdivision of the state in its own right. However, pursuant to state law, the members of its board are appointed by the Council. This is a statutory duty imposed on the Council and differs from the routine practice of consenting to Mayoral appointments, with a statutory process for considering applicants.

Process to Approve Mayoral Appointments

1. After receipt of the Mayor's recommendation for Board and Commission appointments and reappointments, along with specified supplemental information, the Municipal Council Executive Director will distribute the recommendation and supplemental information about each nominee to all Council Members for their review and evaluation.
2. Council Members will have fourteen days following receipt of each recommendation and supplemental information to evaluate the nominee (which may include communicating with the nominee and/or gathering additional information) and provide feedback, including objections, directly to the Mayor and to Council Leadership.
3. After delivering any feedback from Council Members, the Municipal Council Executive Director shall confirm with the Mayor whether or not to schedule a vote. (Note that prior to a vote, discussion may take place in a closed session regarding a nominee's character, profession competence, or physical or mental health. This is preferred to

presenting such issues for the first time during the vote on the appointment.)

4. When a vote is scheduled, Council Staff will notify the nominee of the scheduled vote and will invite the nominee to be introduced to the Council prior to the vote (this may take place in Work Session, closed meeting, or Council Meeting at the nominee's convenience).
5. If the nominee cannot be introduced to the Council prior to the scheduled vote, the consent resolution will be continued to a subsequent meeting.
6. At the discretion of Council Leadership, nominees for reappointment to a Board or Commission may be forwarded for approval without first scheduling an introduction. Nominees for an initial appointment may also be forwarded for approval if Council Staff has been unsuccessful in scheduling the nominee's introduction for more than 30 days and Council Leadership feels moving forward with the appointment is appropriate.

IV. Role of Council Leadership

Election of Council Chair & Vice-chair

At the first Council Meeting of each year, as required by City ordinance, the Council elects a Chair and Vice-chair. The elections are listed as an action item on the Council's agenda.

Chair and Vice-chair Election Process

- The current Council Chair conducts the Council Meeting until after the election process is completed.
- When the Chair-election agenda item is reached, the current Chair asks for nominations from Council Members for a new Chair (no second is required for a nomination).
- **By Code, no discussion on the nominations is allowed.**
- When all nominations have been made, the Chair then calls for a separate vote on each nominee in the order of their nomination. As soon as any nominee receives four or more votes, that nominee is elected as the new Chair and no more votes are held. Likewise, it is not necessary to ask for, or record, votes against a nominee, as the number of affirmative votes alone will be determinative.
- If no nominee receives four or more votes in the first round of voting, then subsequent rounds of voting will continue until a majority vote is accomplished.
- The current Chair then repeats the process for the office of Vice-chair.

Election Resolution

Immediately following the conclusion of the Leadership election for Chair and Vice-chair, the Council will consider a resolution acknowledging the election of the Municipal Council Chair and Vice-chair for the calendar year. The new Chair and Vice-chair then exchange seats with the outgoing leadership. The newly elected Chair assumes leadership and conducts the remainder of the Council Meeting. See *PCC 2.50.020*.

Chair Responsibilities

The duties of the Chair are:

- Conduct all meetings of the Council as a whole

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- Set Council meeting agendas
 - Sign all ordinances and resolutions
 - Sign all other documents on behalf of the Council as a whole
 - Communicate with the Mayor on the Council's behalf
 - Communicate official Council position statements that have been approved by a majority of the Council
 - Disseminate information from the Mayor to the Council
 - Direct the operation of the Council Office and staff

See PCC 2.50.030

The Chair is elected to represent the Council and is considered the Council's spokesperson to the:

- Media
- Public
- Mayor

The Vice-chair may exercise all the powers and authority of the Chair in the Chair's absence or inability to act or at the Chair's direct request. See PCC 2.50.030(5).

V. Council Committees and Liaisons

Council Sub-Committees

When the Council forms a new committee, it shall vote to designate the name and mission statement of the committee, its designation as standing or ad hoc, and to select the Chair of the committee and up to two additional Council members to serve on the committee. At the first of each year, the Council Chair has traditionally made or updated Committee assignments. The Chair usually asks Council members to indicate their interests and time constraints prior to the Chair making assignments. See *Handbook Appendix 4*, and *PCC 2.50.110*.

At times Council members serve on boards that require Mayoral appointment and Council advice and consent. See *Handbook Appendix 4*.

Citizen Commissions and Task Forces

The Council has the power to set up its own citizen commissions and task forces to assist the Council in receiving citizen input for Council purposes. These are different than City Boards whose members are appointed by the Mayor in that they are typically formed to advise the Council rather than the administration. Such a body may be established as a standing commission or an ad hoc task force formed to serve some specific, short-term purpose. Council Members may be included in such bodies. On occasion such bodies may be formed jointly with the administration.

Two such organizations have been created by ordinance:

The **Neighborhood Advisory Board** is a citizen program which provides a vital link between neighborhood concerns and local government. To foster the consistency this program needs to be effective, the Council staff has the responsibility of coordinating the day to day needs of the Neighborhood program. Neighborhood Chairs are selected by residents in their neighborhood and serve on a volunteer basis. See *PCC 2.29*. To learn in-depth information about Provo City's Neighborhood Program, visit the Provo City Neighborhood Program Handbook.

Provo Youth City Council is a youth citizen program coordinated by Council staff. The program is designed to allow high school youth of our City to actively participate in local government to achieve the quality of leadership Provo City needs and deserves in the future. See *PCC 2.37*.

Communication with Boards

By statute, the Municipal Council has established standing boards that are advisory to the Mayor and the Municipal Council. In most instances, members are appointed by the Mayor, with the advice and consent of the Council. Other boards that are independent from the City are also closely linked with the City, such as the Metropolitan Water Board. In an effort to improve communication with these organizations and enhance the Council's ability to receive, understand, and consider advice relative to outcome policies affecting the City, the following internal governance policies are adopted:

Council Member Liaison

Annually, and after considering Council Members' interests, the Municipal Council Chair shall appoint a Council Member to serve as a liaison to:

- Airport Board
- Energy Board
- Landmarks Commission
- Metropolitan Water Board
- Parks and Recreation Board
- Student of Higher Education/Young Adult Advisory Board (inactive)
- Transportation and Mobility Advisory Committee
- Utah Municipal Power Authority

Annual Joint-Meetings

The Municipal Council shall have an annual joint-meeting to discuss issues of City policy and oversight with the following:

- Airport Board
- Energy Board
- Landmarks Commission
- Metropolitan Water Board
- Parks and Recreation Board
- Planning Commission
- Transportation and Mobility Advisory Committee
- Utah Municipal Power Authority (the annual UMPA conference satisfies this requirement)

Advice to Council

When advising the Municipal Council on outcome policy issues, advisory organizations best assist the Council when they prepare and deliver written advice to the Council for deliberation.

Distribution and Review of Records

Council Staff will ensure Council Members are informed of any policy advice, recommendations, or requests received from these boards and have access to agendas and meeting dates.

VI. The Council Office

Provo City Code 2.50.090 enables the Municipal Council to appoint legislative staff to support the Municipal Council in the exercise of its powers and in the performance of its responsibilities.

The Council Chair supervises the Council staff and is responsible for the operation of the Council Office. Traditionally, and by City Code 2.50.130(1)(k), these duties have been delegated to the Council Executive Director.

Council Office staff are City employees and receive the same salary and benefits as other City employees as outlined in City Code 4.04. Council Office employees are at-will and are not part of either the City's classified or unclassified civil service.

Executive Director

The Municipal Council may appoint an Executive Director to exercise duties consistent with Council's primary functions pertaining to legislation, appropriations, and review of municipal administration. The Municipal Council has set forth the Executive Director's powers and duties (such as coordination of Council activities, supervision of Council employees, and operation of the Council Office) in Provo City Code 2.50.130.

Policy Analysts

Policy Analyst(s), formally classified as Management Analysts, support the City Council by performing policy research and analysis, preparing reports and drafting legislation, preparing agendas for and providing support at Council and committee meetings.

Community Relations Coordinator

The Community Relations Coordinator, formally classified as a Management Analyst, performs duties in support of the City Council's community outreach and communications efforts with news media, social media, newsletters, broadcasting of Council meetings, and coordination of the Neighborhood Program.

Executive Office Assistant

The Executive Office Assistant performs necessary secretarial, clerical and specialized duties in support of the Council and the Executive Director, including record keeping, minutes, correspondence, scheduling, purchasing, and interacts with the public. As assigned, the Executive Office Assistant also supports or coordinates various programs, such as matching grants for the Neighborhood Program, and others.

Intern(s)

The Executive Director may engage interns (typically university or high school students) to assist the Executive Director and the Municipal Council in a variety of assignments and administrative projects. At the discretion of the Executive Director, internships may be paid or unpaid.

Individual Council members may engage interns (typically university or high school students) to assist the Council member in a variety of assignments or projects of interest to the Council member. Interns engaged by individual Council members will not be paid by the City. The use of City offices, equipment, or materials is at the discretion of the Executive Director and is subject to City policies.

Council Attorney and Outside Counsel

Provo City Code 2.10.110 establishes a City Attorney and the Office of Legal Services which are responsible for the proper administration of the legal affairs of the respective executive and legislative branches of City government. In practice, a Deputy City Attorney, located in the Office of Legal Services, has been designated to serve as counsel for the Municipal Council to:

- to furnish legal advice, counsel and assistance to the ... Municipal Council ... in relation to their duties and the business of the City;
- to direct and/or coordinate as determined by the ... Municipal Council respectively all legal services performed by special counsel for the City who may be employed from time to time to provide legal services for the City;
- to prepare as requested or approve as to legal form all ordinances and resolutions presented to the Mayor or Municipal Council;

Confidentiality

When articulated to the Legal Division's assigned Council Attorney, Council Members have a right to request and expect Council Attorney/Council Member confidentiality when using Legal Division resources, unless said confidentiality violates legal and ethical standards as determined by the Council Attorney.

Outside Counsel

PCC 2.10.110 also enables the Municipal Council to retain separate counsel to assist in legal issues, arising out of differences between the two branches. The following policies also pertain to the retention of outside counsel.

Budget for Separate Legal Counsel

The Municipal Council shall annually allocate monies to provide for the retention of separate legal counsel, to be used on an as-needed basis by the collective Council or individual Council Members. A minimum of \$15,000 shall be allocated. Any unused monies for this purpose in a previous budget year will be rolled over to the subsequent Council Office budget with a cap of \$30,000. The Council may appropriate additional funds at any time for this purpose by resolution.

Retention of Separate Legal Counsel

The following procedures shall be followed for the retention of separate legal counsel:

1. All Municipal Council Members shall have access to separate legal counsel for the purpose of preliminary research or questions relative to Council business. Retention of such counsel shall be coordinated with the Executive Director, who shall, upon request, identify appropriate legal counsel (based on experience and expertise) for the legal question presented. The cost of such access shall not exceed \$2,000 per Council Member annually. Each contracted separate legal counsel shall be contractually obligated to terminate service to the individual Council Members once \$2,000 in cost is reached.

2. Council Members may pool their individual legal counsel allocations for a common research question.

3. If additional monies are needed to study an issue beyond what the individual resource allocation may cover, or where appropriate under PCC 2.10.110, the Council may, by majority vote, adopt a legal question as a

Municipal Council work project and utilize additional budgeted monies for that purpose.

Other Professional Services

Other professional services as needed by the Council may be hired or contracted out as the need arises and the budget allows. See *PCC 2.50.090*.

Council Requests of Staff

Staff will respond to requests from Council members with resources that are readily available in the Council Office. Out of respect for other Council members and in consideration of Office priorities, Council member requests that could require extensive research or extensive staff time should be made to the Council Chair or the Executive Director. The Chair and the Executive Director will decide how to best facilitate the Council member's request.

Council Office Hiring Process

The Executive Director, Council Attorney (where the Council chooses to have separate counsel from the City Attorney's Office), and full-time contract positions shall be recruited by establishing an ad-hoc hiring committee that determines the steps to recruit and select candidates that shall be approved by the Council in a Work Meeting. These processes may include issuing a Request for Qualifications (RFQ) or other mechanism beyond standard City hiring practices.

The Policy Analyst shall be hired through normal City recruitment processes, and shall be appointed by Council resolution. Any Council Member desiring to be a part of the final candidate interviews and evaluation are permitted to do so, with the final candidate being selected by the Council Chair.

All other positions, as stipulated above, are hired through standard City recruitment processes by the Executive Director and under the direction of the Council Chair.

VII. Election Information

Municipal elections are non-partisan. If required, primary elections are held the first Tuesday after the first Monday in August in odd numbered years. See UCA 20A-1-201-5.

General elections are held the first Tuesday after the first Monday in November in odd numbered years. See UCA 20A-1-202.

Council Candidates:

- Are elected by a majority of the votes cast on Election Day
- Take office at noon on the first Monday in January following their election. See UCA 10-3-201.
- State law also requires that the oath of office be administered at this same time, or as soon thereafter as is practical. The oath may be administered by a judge, notary, or the city recorder and is required to be taken before council members enter into their duties. This may be part of or separate from any inauguration ceremony. See UCA 10-3-828.
- Are elected for a term of office of four years and until his or her successor is chosen and qualified. See PCC 2.50.060, UCA 10-3-202.
- Are responsible to comply with required campaign finance disclosures as outlined by state and city law. See PCC 2.05, UCA 10-3-208.

An elected office may be vacated by one of the following:

- Moving outside of his or her district boundaries. See UCA 20A-9-203.
- Resignation, disability, death, removal, or disqualification from office. See UCA 20A-1-102(82).
- A continuous absence from the municipality of more than 60 days. In some circumstances this period may be extended with the consent of the Council. See UCA 10-3-301.

A vacated elected office (either Council or Mayoral) may be filled by appointment of the City Council. The appointment is until the January following a municipal election. In some circumstances, this may require an election to fill the vacancy in the middle of the normal four year term for that office. The process for making the appointment is outlined in state code. See UCA 20A-1-510.

VIII. Ethics Rules

Elected and appointed officers and employees are required to comply with the disclosure requirements of the Municipal Officers' and Employees' Ethics Act (the Ethics Act) with regard to actual and potential conflicts of interest. (The requirements of the Ethics Act are discussed in more detail below.) To facilitate this compliance, the City has required annual completion of a Conflict of Interest Disclosure Form. See *Appendix 6*. The purpose of this procedure is to avoid conflict of interest problems. Disclosure statements are maintained on file by the Council Office for six years.

While the City seeks to assist its officers and employees in disclosing actual or potential conflicts of interest, the duty of disclosure falls on the individual. If an actual or potential conflict of interest arises during the year, a Council Member should use the Disclosure Form to disclose the matter in accordance with the Act's requirements as soon as possible and not wait for the City's annual disclosure process to occur.

Withdrawal Due to Conflict of Interest

In addition to meeting disclosure requirements, in certain circumstances a Council Member may also be required to recuse (or disqualify) himself or herself from deliberating, deciding, and/or voting on an issue where a conflict of interest exists. See *PCC 2.70*.

Other instances may not require recusal, but a Council Member may elect to recuse himself or herself from deliberating, deciding, or voting on an item whenever this seems appropriate to avoid any appearance of impropriety.

Ethics Review Commission

Pursuant to a Joint Resolution of the Mayor and Municipal Council approved on September 2, 2014, Provo City will refer all complaints of violations of the Ethics Act to the Political Subdivisions Ethics Review Commission as provided for in Utah Code Section 10-3-1311(2)(b)(ii). (See Joint Resolution 2014-48.)

The Municipal Officers' and Employees' Ethics Act

The Ethics Act applies to all elected and appointed City officers and employees (both full- and part-time). This includes persons serving on special, regular, or full-time committees, agencies, or boards whether or not they are

compensated for their services. This state law does two things. It establishes standards of conduct for municipal officers and employees and it requires disclosure of certain actual or potential conflicts of interest between one's public duties and personal interests.

Standards of Conduct

The Ethics Act makes it a crime for a Council Member to do any of the following:

1. Disclose or improperly use private, controlled, or protected information acquired as the result of your official position or duties in order to substantially further your personal economic interest or to secure special privileges or exemptions for yourself or others. Private, controlled or protected information is information classified as such under the Government Records Access and Management Act.
2. Use or attempt to use your official position to substantially further your personal economic interest or secure special privileges for yourself or others.
3. Knowingly receive, accept, take, seek, or solicit, directly or indirectly, for yourself or another, a gift of substantial value, or a substantial economic benefit tantamount to a gift (i) that would tend to improperly influence a reasonable person holding your position to depart from the faithful and impartial discharge of your public duties or (ii) that you know, or a reasonable person in your position should know under the circumstances, is primarily for the purpose of rewarding you for official action taken.
4. Receive compensation for assisting any person or entity in any transaction with the City without making a written and oral disclosure to the Mayor and the public. This rule does not apply to an occasional nonpecuniary gift having a value of less than \$50, an award publicly presented in recognition of public service, a loan made in the ordinary course of business, or a political campaign contribution actually used in a political campaign. An economic benefit tantamount to a gift includes loans at substantially less than commercial rates and compensation for services at a rate substantially higher than fair market value.

In addition to any penalty contained in any other provision of law, a person who knowingly and intentionally engages in any of the above must be removed from office or dismissed from employment and is guilty of:

1. A second degree felony if the total value of the compensation, conflict of interest, or assistance exceeds \$1,000.

2. A third degree felony if (i) the total value of the compensation, conflict of interest, or assistance is more than \$250 but less than \$1,000, or (ii) the elected or appointed officer or municipal employee has been convicted twice before of violating the Ethics Act and the value of the conflict of interest, compensation or assistance was \$250 or less.

3. A class A misdemeanor if the value of the compensation or assistance was more than \$100 but less than \$250.

4. A class B misdemeanor if the value of the compensation or assistance was \$100 or less.

Disclosure Requirements

The Ethics Act requires that a Council Member disclose any of the following:

Receiving or agreeing to receive compensation for assisting any person or business entity in any transaction involving the City. Disclosure must be provided by filing a sworn statement with the Mayor giving your name and address, the name and address of the person being assisted, and a brief description of the transaction and service to be performed. The statement must be filed 10 days before the date of agreement or receipt of compensation. Council members must make the disclosure in an open Council meeting before the matter is discussed. Council staff must make the disclosure to his or her immediate supervisor and any other person who may evaluate or approve the activity.

Being an officer, director, agent, employee, or owner of a substantial interest of a business entity regulated by Provo City. A "substantial interest" means legal or equitable ownership by an individual, spouse, or minor children, of at least 10% of the outstanding shares of a corporation or a 10% interest in any other business entity. Disclosure must be provided upon election, appointment, or employment by filing a sworn statement with the Mayor disclosing the position held, and the nature and value of the interest. Disclosure is required again if the position changes or the interest value increases significantly. Within 30 days of receipt, the Mayor must report the substance of the disclosure to the Council or give the Council a copy of it. Two exceptions apply. First, an interest valued at less than \$2,000 is not required to be disclosed. Second, life insurance policies or annuities do not need to be considered in determining the value of an interest.

Being an officer, director, agent, employee, or owner of a substantial interest of a business doing business with Provo City. Disclosure must be

made to the Council in a public meeting prior to any discussion involving the entity and must be entered into the meeting minutes.

Any personal interest or investment which creates a conflict between your personal interest and your public duties. Disclosure must be made to the Council in a public meeting in the manner described above.

The Ethics Act requires that a person who knowingly and intentionally violates any of the above-listed activities be removed from office or dismissed. A related contract or transaction may be voided.

IX. Rules and Procedures for Meetings

This chapter contains two major sections. The first presents general background information regarding the handling of Council business in meetings of the Council body and summaries of some relevant rules and laws existing outside this handbook. The second section sets forth special rules of procedure specifically adopted by the Council to supplement or supersede those rules found elsewhere.

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1. Background Information and Summaries of Governing Laws

a. General Principles Applicable to Meetings of the Council

i. *The Open and Public Meetings Act*

Public notice is required when a quorum (four or more Council Members) are present at a meeting convened (called by someone with authority) for the purpose of discussing or acting on a subject over which the Council has jurisdiction.

Different types of Council actions require different types of noticing. Generally, Council meetings require 24 hours' notice, with agendas placed in three public places and submitted to the press. The notice must include the place, date, and time, as well as the agenda. A topic of discussion not on the agenda that is raised during an open meeting may be discussed, but no final action may be taken during the meeting.

Different types of Council action may require additional legal notice. For example, General Plan amendments require 10 days' notice.

ii. *Voting or Abstaining*

Voting upon City issues and policies is the privilege and the responsibility of each Council member. The choice to vote in the affirmative or negative, or to abstain is a personal and often weighty decision.

To pass or amend an ordinance or resolution or take any other action, four (a majority) or more Council "yes" votes are required, even if less than all Council members are present, unless the law provides otherwise for a specific type of matter. When a Council member chooses to abstain from a vote, at least four affirmative votes are still required for the vote to succeed. Thus, even though an abstention is not a vote, it may contribute to a motion's failure. See UCA 10-3-504 and 10-3-507.

iii. *Checks and Balances*

Patterned after both State and Federal governments, the Council-Mayor system has definite checks and balances. For example, the Mayor must receive a majority confirmation from the Council on appointments of Department Heads and statutory officers and proposed appointments to City

boards or commissions. State law also dictates that the Mayor may join in the discussion during Council meetings, but does not vote.

iv. *Mayoral Veto*

The Mayor can veto an ordinance, tax levy or appropriation. If the Mayor vetoes a Council action, the Mayor must return the action to the Council within 15 days with a written statement of explanation. If, after considering the Mayor's objections, the Council feels justified in its original action, it can override the Mayor's veto with a vote of at least two-thirds of the members (5 votes) at the next Council Meeting. If the Mayor does not return an item within 15 days, the action takes effect without the Mayor's signature. See *UCA 10-3b-204*.

v. *Undoing or Amending a Prior Action*

(1) *Reconsideration*

A Council member may move to reconsider a vote of the Council held earlier during the same meeting, but only if that Council member voted originally with the prevailing side. A motion to reconsider requires a second, which may be made by any Council Member. If a motion to reconsider passes with four or more votes, the motion to be reconsidered is immediately undone and is once again before the Council to be debated and voted on.

(2) *Rescinding an Action Not Yet Executed*

A motion to rescind may be made with respect to an action that the Council approved at a previous meeting as long as it is still possible to undo the action. An ordinance or a portion of an ordinance that has not yet gone into effect may be rescinded. For example, a zone change may be rescinded before the effective date of the ordinance, but approval of a contract may not be rescinded after it has been executed and gone into effect.

A motion to rescind may be made by any Council Member and requires a second. If public notice of consideration of the motion to rescind was given not less than 24 hours in advance of the meeting during which it is considered, the motion may be passed by a vote of four or more Council Members. If a motion to rescind is considered in an emergency meeting for which less than 24 hours public notice is given, the motion may be passed by a vote of five or more Council Members. When a motion to rescind passes, the previously approved action is immediately undone as if it had never been approved.

(3) Repealing an Action Already Executed

Where a previously approved action has gone into effect and may no longer be rescinded, it may be repealed. There is no time limit on making such a motion after the adoption of the original action. Repeal is accomplished by a formal resolution or ordinance that does away with the resolution or ordinance that is being repealed. Repeal is effective only after the resolution or ordinance accomplishing the repeal becomes effective under state and local law. (So for example, a repeal ordinance may be vetoed by the Mayor, and would only go into effect if subsequently passed over the Mayor's veto.) Therefore, a resolution or ordinance that is later repealed is still considered to have been in effect from its effective date until the effective date of the repeal and may potentially create some vested rights during that effective period.

(4) Amending Something Previously Adopted (Rescinding Differences)

A previously approved action may also be amended rather than being undone entirely. However, a distinction must be made with regard to whether the action to be amended has already gone into effect or not. If not, then it may be amended in accordance with the rules pertaining to a rescission, and if such a motion to amend passes, the previously approved action is immediately amended as if it had originally been passed in its new, amended form.

(5) Amending Something Previously Adopted (Repealing Differences)

If the action to be amended has already gone into effect, then it may be amended in accordance with the rules for repeal, but, just as with a repealed action, the original version of the action is considered to have been in effect from its original effective date until the effective date of the amendment. Similarly, this type of amendment may be vetoed and the original version may have created some vested rights during its effective period.

vi. Council Minutes

Council minutes are not intended to be a verbatim record. A digital sound and visual recording exist and are available to the public as an exact record of the proceedings. In addition to the written minutes, recordings will be kept in perpetuity (beyond existing records retention requirements under Utah State Government Records and Management Act). The medium in

which they are stored will be updated by Council Staff every five years to prevent data corruption and file loss.

Regular Council Meeting minutes are maintained by the City Recorder. Council minutes are a written record of the proceedings during an actual time period. They reflect the substance of what actually occurred in Council meetings. Their purpose is to legally record the official actions that were taken by the Council.

To conserve Council Staff time and resources, Work Meeting minutes are intentionally brief and need only capture the substance of the topics discussed.

Council members are required to approve the minutes. Corrections, deletions or additions to factual information, quoted statements, meeting events and official Council actions should be made during the Council meeting prior to the vote when minutes are approved. The Council should view this as an opportunity to correct the record of the actual Council meeting, not an opportunity to revise history.

After minutes are approved, any additional corrections, deletions, clarifications or additions should be submitted in writing to the Chair, other Council members, and the Council Director. The Council as a whole, will review the submitted document and will vote to determine if the document is:

- a. a factual correction and will be inserted into the previously approved minutes; or
- b. a necessary and pertinent clarification and will be attached to the minutes as an addendum; or
- c. insignificant, unrelated or inappropriate information that will not be included or attached to the minutes.

vii. Council Meeting Rules

By City and State law, the Council is required to adopt rules to regulate the Council's meetings. Section 2 of this Chapter describes the rules adopted by the Council. By state law, those rules shall be made available at each meeting of the Council and on the City website.

The Executive Director or designee shall fill the role of parliamentarian. This Handbook helps to solidify some of the Council's internal procedures and should be reviewed by the Council at least every two years. See *PCC 2.50.010 and UCA 10-3-606*.

b. Types of Council Meetings

i. Work Meeting

(1) Work Meeting Agenda

The following types of information are usually considered in a Work Meeting:

- Presentations and reports from community organizations or City Departments;
- Previews of proposed new or amended ordinances/resolutions; and
- In-depth discussion of internal Council processes, procedures, missions, and/or goals.

(2) Work Meeting Schedule

Council Work Meetings are usually held in the afternoon prior to regular Council Meetings, and are usually followed by a meal for Council Members, the Mayor, and select staff. Work Meetings are designed to be a less formal venue for discussion among Council Members. Generally, no public input is taken during the meeting.

(3) Work Meeting Actions

Work Meetings are legally noticed by staff and must list all topics proposed for discussion and action. In a Work Meeting, the Council may:

- Vote to move an item forward to the next available Council Meeting for final action.
- Vote to move an item forward to a future Council Meeting when more information on the issue will be available (on a specific date or at the Chair's discretion if no date is specified).
- Vote to refer an item back to another Work Meeting (on a specific date or at the Chair's discretion if no date is specified).
- Vote to refer an item (if appropriate) to the Planning Commission for further review.
- Vote to refer an item to a Council Committee for study, usually with a specific report date.
- Vote to deny any further action (the issue is dead).
- Take such further action as the Municipal Council, by majority vote, shall approve.

ii. Council Meeting

(1) Council Meeting Schedule

By City ordinance, regular Council Meetings are held on select Tuesdays of each month (generally the first and third) at 5:30 p.m. unless otherwise legally noticed. See PCC 2.50.035. Each meeting usually begins with a ceremonial portion which may include the Pledge of Allegiance, an invocation, presentations of merit, City-wide proclamations, and a Public Comment period.

The Chair, the Vice Chair at the Chair's direction, or a Leadership designee conducts the Council meeting. State law requires that certain actions be conducted as a public hearing. Other items may be opened for public comment at the discretion of the Chair or by majority vote of the Council.

(2) Council Actions

Typical actions on Council Meeting agenda items include the following:

- Approve an action.
- Reject an action either by (1) an explicit motion to reject or (2) as the result of a failed motion to approve.
- Continue an item to a future specified date.
- Move an item to an unspecified date. (This may affect the validity of the current legal notice. The Council may want to check with staff or plan for the City to pay for additional legal noticing of Land Use or appropriation items if no specific date is included in the motion to forward an item.)
- Refer an item back to a Work Meeting or Council Committee, convene an Ad Hoc Committee, or refer to Council or Administrative Staff for more study or information. It is usual to designate a "report back to Council" date and a lead person.

iii. Other Meetings

Other meetings, such as Closed Meetings or joint meetings with the Orem City Council, the Provo School Board, or City Boards and Commissions, are scheduled on a regular basis or as needed. The Mayor is always invited to all noticed meetings, and his or her schedule is taken into consideration whenever possible.

Notice for these meetings shall be given by staff as required by law.

2. Special Rules of Order

a. General Rules

i. *Robert's Rules of Order*

The rules contained in the current edition of Robert's Rules of Order Newly Revised (RONR) shall govern in all cases to which they are applicable and in which they are not inconsistent with the Special Rules of Order in this handbook, with Provo City Code or with Utah State Code. Pursuant to PCC 2.50.010, the Council may adopt or repeal any rules by majority vote. Rules may also be suspended in a given meeting by a 2/3 vote of those present. Violation of a rule contained herein shall not be the basis for invalidating any ordinance, resolution, or provision of City Code.

ii. *Requests for Council Action*

A request for Council action may be brought forward by two Council members, the Council Chair, or the Mayor. When a private individual or group sees a need for new or changed legislative policy, they may bring their proposal to an individual Council member and request sponsorship.

When a Council member is willing to sponsor proposed legislative changes, he or she should work with the Chair or gain support from a second Council member.

The legislative change process is set in motion when the sponsoring Council member has secured support from the Chair or a second Council member and then delivers a memo to Leadership and the Council Executive Director by noon, at least seven days prior to the Work Meeting where it could first be considered. The memo should be dated, and should include a description of the proposal, the desired outcome and any pertinent background information. If the Chair is not a sponsor, the memo should include communications of support from the sponsoring members or their signatures.

Council staff, under the direction of the Chair, will coordinate scheduling, legal noticing, informing the Mayor, and gathering any additional legal information for the Council members' packet.

iii. Rules Governing Meetings of the Council

The following rules/procedures shall govern the conduct of any meeting of the Council, unless superseded by a more specific rule in subsection 2.b. of this Chapter:

- The Council Chair shall call an agenda item or items and describe the item(s);
- As needed, Administration or Council Staff shall present relevant information regarding the item(s);
- Council members may ask questions of the presenter(s);
- At the discretion of the Chair, or if legally required, the floor shall be opened for public comment;
- Following public comment, if any, the Chair shall invite comments or motions from Council members;
- Once a motion has been made, the Chair shall ask if any Council member wishes to second the motion (which merely indicates a desire to discuss the motion further, not necessarily to approve it);
- If there is no second, the motion dies;
- If there is a second, the Chair shall clarify the motion and invite discussion on it;
- If the measure is a resolution or ordinance, the Chair shall ask that a written version of it be displayed or distributed to Council members;
- During discussion of a measure, a Council member may move to amend it in part or in whole;
- Once discussion of a motion concludes, the Chair shall call for a vote;
- The Chair shall announce the result of the vote;
- Throughout this process, the Chair shall control who has the floor and shall make rulings on motions or questions of procedure as needed;
- Any member may move to appeal a procedural ruling of the Chair and, if seconded, the question shall be decided by majority vote.
Members may not criticize a ruling of the Chair unless they make such an appeal;
- Council members and City staff shall be recognized and given the floor by the Chair before speaking;
- Members of the public shall refrain from comment except as called upon and recognized by the Chair or in accordance with the procedures for a formal public comment period;
- Only one person may speak at a time.

iv. Debate

The following rules apply to the discussion of, and debate on, any pending motion and are intended to preserve the rights of Council Members to express their opinions and arguments, while simultaneously promoting

efficiency in reaching decisions. The Council Chair has discretion to apply or interpret these rules in the way that best serves these twin purposes. However, that discretion is a procedural decision that is subject to majority vote of the Council or, in the event of a seconded motion to extend or limit debate, a 2/3 majority.

- Members shall be recognized by the Chair before speaking.
- Council members may speak twice on any debatable motion on the same day, for up to ten minutes each time. Speaking time cannot be saved or yielded to someone else.
- The maker of a motion gets preference to speak first in debate.
- A member who has not yet spoken on the same motion gets preference over someone who has already spoken on it.
- Members may be permitted to speak more than twice to clear up a matter of fact or to explain some material part of their speech. While they don't have the right to discuss the question itself more than twice, they may be permitted to do so.
- A member who has spoken twice on the main question may again speak twice on an amendment.
- In practice, a member is often given the privilege of speaking more than twice – when that member can explain any point misunderstood and present facts to refute arguments by those opposed.
- The rule that no one shall be permitted to speak more than twice should not be so strictly enforced that someone who has spoken twice cannot clear up some question that has arisen in the debate.
- When members are known by the Chair to have opposite opinions on a motion, the Chair should try to alternate between speakers who favor and those who oppose the motion under discussion.
- During debate, Council member speech must relate to the topic under discussion. Comments should be germane to the question of whether the pending motion should be adopted.
- Debate on a measure is confined to the measure under consideration and does not extend to criticism of other measures before the Council or in committee, even though they relate to the same subject.
- It is out of order to refer in debate to potential committee recommendations or findings not yet reported by the committee.
- Vigorous debate about the merits of a motion is healthy to achieving a good result. However, the proposal is the subject of the debate, not any member. Personal attacks are not allowed. Ideas or likely results of a proposal may be attacked but not personalities. The motives of another member should not be attacked or impugned.
- To decrease the danger that debate becomes personal, certain formalities of speech are encouraged – such as speaking as though talking to the Chair, using titles instead of names, and using last names

instead of first names. Work Meeting may be somewhat less formal than Council Meetings.

v. *Motions*

The following rules shall govern the making of, and voting on, motions during the various Council meetings:

- Procedural motions such as approving minutes, recessing, or adjourning may pass without a motion by Unanimous Consent. To obtain Unanimous Consent, the Chair asks if there is any objection to taking the procedural action. If not, the Chair declares the action to be taken by Unanimous Consent. If there is an objection, the Chair shall call for a vote.
- A Main Motion regarding a resolution or ordinance must refer unambiguously to a written copy of the resolution or ordinance that is available for Council members to view before discussion or voting proceeds.
- A Motion to Amend may insert, strike out, or substitute words, paragraphs, sections, or an entire main motion.
- Secondary amendments (second degree) which amend an amendment are allowed. Third degree amendments are not allowed.
- Substitute Motions that combine a proposed amendment of a resolution or ordinance and passage in one step are not allowed. Such substitute motions introduce the possibility of “on the fly” amendments that are ambiguous. The written draft should be amended first so that Council members may view it. Additional amendments may be considered and voted on. After the draft has been amended, possibly multiple times until there are no further amendments, the Council votes separately on whether to pass the amended draft.
- Other Substitute Motions are allowed. For example, assume there is a Main Motion that does not deal with a resolution or ordinance, but instead moves to form a committee with a certain makeup and mission statement. A Substitute Motion to request a report from the Administration rather than form a committee would be in order.
- There can be up to three motions on the floor at the same time.
- No debate is allowed on the following motions:
 - A motion to adjourn;
 - A motion to recess;
 - A motion to fix a time to adjourn;
 - A motion to table; and
 - A motion to limit debate;

-
- Most motions carry by simple majority vote unless the law, Robert's Rules, or these rules specifically requires otherwise (for example, motions to go into a closed session).
 - Motions that require a two-thirds majority to carry include:
 - A motion to suspend the rules;
 - A motion to extend or limit debate;
 - A motion for the Previous Question (which ends debate and brings the matter to an immediate vote).

b. Rules for Certain Meetings

i. Electronic Meetings

This rule was adopted to satisfy UCA 52-4-207: Electronic Communications. Council Members may, on occasion, participate in Council meetings by electronic communication if the required technology is available and the meeting is legally noticed in accordance with the Utah State Law. The Council must provide space and facilities at a location where the public may attend, monitor and participate in the open portions of the meetings as specified in UCA 52-4-207.

ii. Work Meeting

(1) Moving Items from Work Meeting to a Council Meeting Agenda

All proposed legislative changes must be discussed in a Council Work Meeting prior to being heard in a regular Council Meeting. A Council majority must vote to move each item forward from Work Meeting to a future Council Meeting agenda. The date of the future Council Meeting is either specified in the motion or left to the discretion of the Council Chair, if not specified.

If proposed legislation has not already been drafted, then once a majority has voted to move an item from Work Meeting to a Council Meeting Agenda, Council staff will work with the sponsor to draft the proposed legislation for Council action. Input should be solicited from the Mayor and other affected parties at all stages of this process.

Because of the depth of information provided by Community Development through Staff and Planning Commission reports, Land Use Items may, at the Chair's discretion, be placed directly on the Council Meeting Agenda. Executive Sessions may also function as a Council Work Meeting. See PCC 2.60.040.

(2) Consideration of Planning Commission Items

Certain items that are reviewed by the Planning Commission for recommendations are then forwarded on to the Council for ultimate action.

Planning Commission staff have agreed that they will simultaneously provide legal notice of such items for the for the Planning Commission meeting and for the next Work Meeting and Council Meeting (both on the same day).

Such items will normally be heard at the noticed meetings. However, where appropriate, the Chair or the majority of the Council may change when the item is heard. When such changes occur, the new date shall be indicated on the agenda of the meeting for which the item was originally noticed or by the Chair during the meeting. (See Section 2.b.iii.(3) for additional rules concerning these items.)

(3) Work Meeting Procedure

Work Meetings shall generally follow the rules of order stated in Section 2.a. of this Chapter, except that the Chair may, at his or her discretion, cut off discussion of an agenda item. A decision by the Chair to cut off discussion may be overruled by majority vote of the Council.

iii. Council Meeting

(1) Council Meeting Procedure

Council Meetings shall generally follow the rules of order stated in Section 2.a. of this Chapter, with the following differences:

- Following any presentations and public comment on an agenda item, rather than inviting a motion, the Chair shall declare that, by rule, an implied motion is on the table, without need of a second, to affirmatively pass the measure under consideration and shall then invite discussion among Council members;
 - The affirmative nature of this implied motion does not signify that any Council member is necessarily in support of the measure;
- Once discussion has concluded, no additional motion is necessary to approve the measure as currently constituted. If no other motion is on the table, such as a motion to amend, the Chair shall simply call for a vote on the implied motion.
- If prior to a vote on the implied motion, a motion is approved that changes the original measure, such as a motion to amend, then the implied motion to approve shall then apply to the amended or updated measure.

(2) Consent Agenda

The purpose of the Consent Agenda is to quickly and efficiently handle agenda items that may not require further discussion, such as approval of:

- Minutes;
- Routine contracts or agreements that meet criteria set forth in ordinances and policies;
- Resolutions or Ordinances that have been fully vetted in other meetings; and
- Other items that require formal approval, but do not need Council Meeting discussion.

The following rules govern the placement of items on the Consent Agenda:

- Approval of Council Meeting minutes will automatically appear on the Consent Agenda, unless the Council Chair directs otherwise;
- Items that legally require a public hearing may not appear on the Consent Agenda; and
- Other items may be placed on the Consent Agenda by unanimous vote of the Council Members at a prior meeting or by the Council Chair.
 - A motion to place an item on a Council Meeting agenda must specify if the item is intended to be on the Consent Agenda. Otherwise, the item will be placed on the regular agenda.
 - The Council Chair may not place an item on the Consent Agenda if the Council has already voted to place it on the regular agenda.

Once placed on the Consent Agenda, items shall be handled as follows:

- The Council Chair shall introduce the Consent Agenda and list all the items that are currently on the Consent Agenda;
- The Chair shall then ask if any Council Member desires to remove any item from the Consent Agenda;
- Any item that is removed by a Council Member shall be handled individually following the conclusion of the Consent Agenda;
 - During the Public Comment period, a member of the audience may encourage that an item be removed from the Consent Agenda, but the item will remain on the

Consent Agenda unless a Council Member requests removal.

- If there are items remaining on the Consent Agenda, the Council Chair shall, without discussion or the need for a motion, call for a vote to collectively approve all the remaining Consent Agenda items.
- If four or more Council Members vote for approval, all items on the Consent Agenda are approved.
- If the Consent Agenda is not approved in this manner, then any Consent Agenda items shall be handled individually as part of the regular agenda.

(3) Consideration of Planning Commission Items

An agenda item coming forward from the Planning Commission for Council consideration shall be handled as follows:

- It will normally be considered in Council Meeting on the same day it is presented in Work Meeting. It is intended that the noticing done by Planning Commission staff prior to Planning Commission consideration will also include notice of this meeting.
 - Deviations from this schedule may be approved by the Chair or the majority of the Council.
 - If the Council will not consider the item at the noticed meeting, the new date for consideration of the item will be stated on the agenda for the originally noticed meeting and/or announced by the Chair during that meeting.
- If heard in Council Meeting for the first time on the same day it is heard in Work Meeting, the item will automatically be continued to the next Council Meeting if any Council Member so desires.
 - Accordingly, following the presentation and consideration of the item, the Council Chair will ask if any Council Member desires to consider the item again at the next meeting.
 - If any member responds affirmatively, the item will automatically be continued to the next regularly scheduled meeting, unless a motion is made to set a different date.
 - If no member responds affirmatively, the Chair will entertain motions and/or call for a vote on the implied motion as otherwise provided in these rules.
- Notwithstanding the above, the item will also automatically be continued to the next regularly scheduled Council Meeting for additional consideration unless, no later than 6:00 pm on the Thursday prior to the first consideration of the item by the Council:

-
- The Planning Commission Report of Action for the item has been finalized and made available to Council members;
and
 - Any proposed ordinance or ordinance amendment has been reviewed by Council Staff and made available to Council members.

APPENDICES

Council Staff are responsible, and authorized, to update the Appendices as necessary. Except for the actual text of the Council Priorities and Policies included herein, Council Staff may update, amend, format, and organize the Appendices without first seeking Council approval.

Appendix 1 - Organizational Charts

- Council Organization Chart
- City Organization Chart

Appendix 2 - Council Priorities

Appendix 3 – Council Agenda Process

Appendix 4 - Council Committees and Liaison Assignments

Appendix 5 – Select Council Policies

1. Prayer in Public Meetings
2. Protected Records Under GRAMA
3. Severance Compensation for At-Will Appointed Employees

Appendix 6 - Ethics Disclosure Form

Appendix 7 – Glossary of Acronyms

Appendix 8 – Table of Provo City Zones and Land Use Laws

Appendix 1 - Organizational Charts

Council Organization Chart

City Organization Chart

Appendix 2 - Council Priorities

Appendix 3 – Council Agenda Process

Appendix 4 - Council Committees and Liaison Assignments

Appendix 5 – Select Council Policies

Prayer in Public Meetings

Background

The regular bimonthly Municipal Council meeting has traditionally begun with prayer (an invocation).¹ Prayer at the beginning of official government meetings in the United States has a long and rich history. Prayer was offered at one of the first meetings of the First Continental Congress at Philadelphia in 1774.² In the case *Society of Separationists*, the Utah Supreme Court determined that the practice of opening a city council meeting with prayer is constitutionally permissible if allowed on a nondiscriminatory basis and equally accessible to all.³ Additionally, in *Snyder v. Murray City*,⁴ the Utah State Supreme Court held that government may not control the content of a prayer offered by the person invited by the Municipal Council to pray.

However, nothing in these cases prohibits a City from establishing a reasonable policy that would uniformly govern when a prayer may be offered, set time limits for the length of the prayer, and/or require that it be offered in a manner that does not disrupt the business of the meeting. The following policy is therefore established by the Municipal Council to assure prayers at Municipal Council meetings conform to constitutional requirements:

Nondiscrimination

Allowing prayer on a nondiscriminatory basis means "without regard to the belief system of the [person offering the prayer]."⁵ Therefore, when invited to pray at a Municipal Council meeting, a prayer-giver may say or not say in

¹ As used herein, "prayer" means an "address of entreaty, supplication, praise or thanksgiving directed to some sacred or divine spirit, being or object." *Society of Separationists v. Whitehead*, 870 P.2d 916, 921 (Utah 1993) (citing with approval this definition of prayer in *Karen B. v. Treen*, 653 F.2d 897, 901 (5th Cir. 1981)).

² In footnote 11 in *Marsh v. Chambers*, 463 U.S. 783, 791-792 (1983), the United States Supreme Court noted that John Jay and John Rutledge had opposed a motion that sessions of the Continental Congress begin with prayer on the ground that the delegates to the Congress "were so divided in religious sentiments . . . that [they] could not join in the same act of worship." Their objection was met by Samuel Adams, who stated that "he was no bigot, and could hear a prayer from a gentleman of piety and virtue, who was at the same time a friend to his country." The Continental Congress voted to begin its next session with prayer. The next day the Continental Congress began its session with prayer and prayers have opened sessions of Congress ever since.

³ *Separationists*, 870 P.2d at 937-938.

⁴ *Snyder v. Murray City*, 2003 UT 13, ¶ 30, 73 P.3d 325, 331-332.

⁵ *Snyder*, 2003 UT 13, at ¶ 28, 73 P.3d at 331.

the prayer whatever that person desires for up to two minutes.⁶ After two minutes, the Council Chair may interrupt and ask the prayer-giver to stop praying and withdraw. If the prayer-giver's conduct is disruptive,⁷ the Council Chair may interrupt and ask the prayer-giver to stop and withdraw.

Equal Accessibility

The opportunity to give a prayer shall be equally accessible to all persons attending a Council meeting. On behalf of the Municipal Council, the Chair, Council Executive Director, or their designee shall select a person to offer a prayer from persons present in the room where the Council meeting is held, without regard to a person's race, religion, national origin, sex, or religious attire. A person who wishes to give a prayer shall be given the opportunity to do so. The request must be made in person to the Council Executive Director immediately prior to the meeting in which he or she wishes to pray, but in no event later than five minutes before the meeting is scheduled to begin.

Requests will be granted on a first-request basis. However, repeated requests by the same person to pray shall be granted only once every three months and only if others, who have also requested an opportunity to pray, have had a similar opportunity. The Municipal Council's intent is that fair access to pray be afforded to all those who wish to pray.

⁶ Content-neutral and uniformly applied time restrictions for items on a council meeting agenda have been upheld on grounds that they " . . . preserve a board's legitimate interest in conducting efficient, orderly meetings." *Kindt v. Santa Monica Rent Control Board*, 67 F.3d 266, 271 (9th Cir. 1995) (three minute time restriction). *Tannenbaum v. City of Richmond Heights*, 663 F.Supp. 995, 997 (D.C. Mo. 1987) (two minute time limitation).

⁷ Courts have held that disruptive conduct can be regulated. 8 E.g., *Jones v. Heyman*, 888 F.2d 1328,1333 (11th Cir.1989) (concurring opinion); *Rowe v. City of Coca*, 358 F.2d 800, 803 (11th Cir. 2004). But opinions also emphasize that the threatening or disruptive conduct must be the reason for removing the offender, not the content of the speech. *Brammer v. KB Home Lone Star*, 114 S.W.3d 101, 113 (Tex. App. 2003). The speaker cannot be stopped merely because the moderator disagrees with the speaker's viewpoint. *Jocham v. Tuscola County*, 289 F.Supp.2d 887, 894-895 (D.C. Mich. 2003)(citation omitted).

Protected Records under GRAMA

The Municipal Council interprets that UCA 52-4-206 of the Government Records Access Management Act does not prohibit the Council from releasing protected records, including records of closed meetings, to governmental agencies, as required by law. Requests for such records will be reviewed and released by the Municipal Council on a case by case basis.

Severance Compensation for At-Will Appointed Employees

The Municipal Council adopted Administrative Directive 2013-01 as their own policy on December 4, 2012, Work Meeting. However, references to the Mayor would naturally refer to the Council should the policy be applied.

Purpose:

Severance pay may be implemented when a designated at-will appointed employee, such as a department director, is involuntarily terminated from Provo City within the scope of employment. This applies to full-time employees, not independent contractors, not covered by the classified or unclassified Civil Service.

Definitions:

"Severance Pay" as used herein shall mean: A sum of money that an employee is eligible to receive upon involuntary termination of employment, based on the length of employment or, if so provided by contract or other agreement, an unfinished term of employment. It shall not refer to salary or wages earned during the term of employment, compensation for unused leave authorized under the pay plan, early retirement incentives, back wages, or other payments not paid as severance pay. Severance pay shall generally be based on years of service.

"Involuntary Termination" as used herein shall mean:

- a. Termination of employment contrary to the will or desire of the employee;
- b. Resignation of employment by employee upon the request or option given by the Mayor or other officer or body with termination authority and approved by the Mayor; or
- c. Resignation of employment upon a demotion or a reduction in pay not generally applicable to other similar non-merit employees.

Directive:

1. Employees with less than one (1) year of service in an at-will appointed position are not eligible for severance pay unless otherwise expressly provided for by written contract. In such case, the contract provision shall govern.
2. Severance benefits shall be calculated using the employee's salary rate in effect on the employee's date of termination.

3. Receipt of severance benefits is contingent upon employee's releasing City of any claims arising out of employee's employment with City and employee's execution of a document evidencing the release of all claims as approved by the Provo City Attorney.

4. Severance pay shall be an amount equivalent to a minimum of twelve (12) weeks of pay with an additional four (4) week of pay for every full year of completed service over two (2) years, up to a maximum of 26 weeks. Time shall not be prorated for partially accrued years. Only continuous time up to termination in an appointed at-will position will be considered for calculating severance pay eligibility.

5. The City will pay up to one (1) month of Employee's COBRA payments for City's medical and dental group insurance premiums for every four (4) weeks of eligible severance pay, (maximum of six (6) months payments) provided Employee qualifies under COBRA, makes a timely COBRA election, and provides to the City COBRA invoices within ten (10) business days after Employee's receipt of each invoice.

6. The City also agrees to allow Employee to complete any current counseling with the City Employee Assistance Program under the terms and conditions of that program.

7. The severance pay is to be made in a lump sum within fifteen (15) days of the effective date of the termination. This severance payment will be in addition to any other benefits to be received on termination, as authorized under the pay plan.

8. Severance pay does not include any payment which an employee is entitled to for accrued leaves, any other pay, or benefits accrued and vested to the employee. Accrued and vested leaves shall be governed by applicable federal, state, laws, and/or city ordinances, policies and procedures.

9. Any severance payments may be conditional, as determined by the Mayor, and must be made from actual and current budget appropriations.

10. No employee receiving severance pay may be rehired with the City within one year of the effective date of termination, whether as an employee, contractor, or as a principal of an independent contractor providing employment or other professional services. This prohibition may be waived if severance pay is repaid upon a rehire within the period of limitation.

11. Severance pay shall not be paid to an otherwise eligible employee who:

A. Has been terminated or requested to resign because of bona fide charges of nonfeasance, misfeasance or malfeasance in office; or

B. Has been terminated or requested to resign upon being convicted, indicted, charged or is under criminal investigation concerning a public offense involving a felony or offense or moral turpitude; or

C. Voluntarily resigns or terminates employment with the City under circumstances not defined herein as an "involuntary termination."

D. Accepts another, including lower paid, position with the City in-lieu of termination or is extended a contract for completion of projects or assignments.

This severance directive does not and shall not create employment or compensation rights.

Appendix 6 - Ethics Disclosure Form

Conflict of Interest Disclosure Form

This is a disclosure form intended to assist elected or appointed officers and employees of Provo City to make disclosures in compliance with the Municipal Officers and Employees Disclosure Act (Utah Code §10-3-1301 through §10-3-1312).

1. Disclose any personal benefits, special privileges or compensation received for assisting any person or business in transactions involving Provo City, giving your name, the name of the person or business and a description of the transaction, activity or involvement:

2. Disclose whether or not you are an officer, director, agent, employee or owner of a substantial interest* of a business entity regulated by Provo City:

3. Disclose whether or not you are an officer, director, agent, employee or owner of a substantial interest* of a business entity doing business with Provo City:

4. Disclose any personal interest or investment which creates a conflict between your public duties and such personal interest:

Date: _____

(Signature)

(Print or type name)

* "Substantial interest" means the ownership, either legally or equitably, by an individual, his spouse, or his minor children, of at least 10% of the outstanding shares of a corporation or 10% interest in any other business entity.

Appendix 7 – Glossary of Acronyms

APPA - American Public Power Association
BOA - Board of Adjustment
CAFR - Comprehensive Annual Financial Report
CBD - Central Business District
CDBG - Community Development Block Grants
CDRA - Community Development and Renewal Agency, formerly the RDA
CIP - Capital Improvements Projects
CNRCC - Central Neighborhood Revitalization Coordinating Committee
CNRRF - Core Neighborhood Revolving Revitalization Fund - a revolving fund established by the Provo Municipal Council in FY 2001-2001 to earmark Community Development Block Grant (CDBG) funds for revitalization activities in the Pioneer Neighborhoods.
COLA - Cost of Living Adjustment
COP Program - Community Oriented Policing
CUP - Central Utah Project (Water Project)
DRC - Design Review Committee
EDI - Economic Development Initiatives - a Federal grant program through which cities apply for funds to help undertake specific economic development projects.
EIS - Environmental Impact Study
HOME - HOME Investment Partnerships Grant (HOME doesn't stand for anything) - a HUD grant to assist localities to undertake a variety of affordable housing activities
MAG - Mountainlands Association of Governments
NLC - National League of Cities
NUSA- Neighborhoods USA
NHS - Neighborhood Housing Services
PC - Planning Commission
RDA - The Redevelopment Agency was renamed by the 2006 Legislature as the Community Development and Renewal Agency. It will probably continue to be referred to as the "RDA"
ROA - Report of Action
RSVP Volunteers - Retired Seniors Volunteer Program
TIF – Tax Increment Financing - The financial tool granted to redevelopment agencies under Utah law. As the property tax base in a designated area increases because of redevelopment, the resulting net increase in property tax revenues may be used for several years to help finance redevelopment activity in the area. This net increase is the tax increment.
ULCT - Utah League of Cities and Towns
UMPA - Utah Municipal Power Association

Appendix 8 – Table of Provo City Zones and Land Use Laws

A - Accessory Apartment Overlay Zone	Chapter 14.46.
A1 - Agricultural Zone.	Chapter 14.08.
CA - Automotive Center Commercial Zone.	Chapter 14.25.
CBD - Central Business District Commercial Zone.	Chapter 14.21.
CG - General Commercial Zone.	Chapter 14.22.
CH - Highway Service Commercial Zone	Chapter 14.23.
CM - Heavy Commercial Zone.	Chapter 14.24.
Enforcement and Penalties.	Chapter 14.42.
FP - Flood Plain Zone.	Chapter 14.33.
Home Occupations.	Chapter 14.41.
MI - Light Manufacturing Zone.	Chapter 14.27.
M2 - Heavy Manufacturing Zone	Chapter 14.28.
MP - Manufacturing Park Zone.	Chapter 14.26.
Nonconforming Uses.	Chapter 14.36.
Off-Street Parking Standards.	Chapter 14.37.
PD - Performance Development Overlay Zone.	Chapter 14.31.
PF - Public Facilities Zone.	Chapter 14.17.
PIC - Planned Industrial Commercial Zone.	Chapter 14.29.
PO - Professional Office Zone.	Chapter 14.16.
PRO - Project Redevelopment Option.	Chapter 14.50.
R&BP - Research and Business Park Zone.	Chapter 14.44.
R&BPS - Research and Business Park Support Zone.	Chapter 14.45.
R1- One family Residential Zone.	Chapter 14.10.
R2 - Two-Family Residential Zone.	Chapter 14.11.
R2.5 - Low Multiple Residential Zone.	Chapter 14.12.
R3 - Medium Multiple Residential Zone.	Chapter 14.12A.
R4 - High Multiple Residential Zone.	Chapter 14.13.
R5 - Very High Multiple Residential Zone.	Chapter 14.14.
RA - Residential Agricultural Zone.	Chapter 14.09.
RC - Residential Conservation Zone.	Chapter 14.32.
Relocation of Buildings.	Chapter 14.40.
RM - Residential Manufactured Home Park Zone.	Chapter 14.15.
S - Supplementary Residential Overlay Zone.	Chapter 14.30.
SC1 - Neighborhood Shopping Center Zone.	Chapter 14.18.
SC2 - Community Shopping Center Zone.	Chapter 14.19.
SC3 - Regional Shopping Center Zone.	Chapter 14.20.
SDP - Specific Development Plan	Chapter 14.49.
Signs and Outdoor Advertising.	Chapter 14.38.
SOB - Sexually-Oriented Business Overlay Zone.	Chapter 14.48.
SPRO - Schematic Project Redevelopment Option	Chapter 14.50.030.

SSC - Specialty Support Commercial Zone.
Supplementary Development Standards.
Temporary Uses.
Travel Trailer Parks.

Chapter 14.47.
Chapter 14.34.
Chapter 14.35.
Chapter 14.39.

MEMORANDUM

TO: MUNICIPAL COUNCIL
FROM: DUSTIN GRABAU
SUBJECT: **FY 2017 CAFR APPROVAL**
DATE: NOVEMBER 7, 2017

The municipal council is requested to consider a resolution accepting the Audit Report and CAFR following the completion of the FY 2017 Audit. John Borget will present the CAFR and Auditors are available to provide additional comments and answer questions. The council may want time during the Work Session as well as during the Council Meeting.

Once completed, the CAFR and Audit Reports will be attached to the item agenda.

1 RESOLUTION 2017-
2

3 A RESOLUTION ACCEPTING A PROVO CITY AUDIT REPORT AND
4 COMPREHENSIVE ANNUAL FINANCIAL REPORT FOR THE FISCAL YEAR
5 ENDING JUNE 30, 2017. (17-134)
6

7 WHEREAS, an audit report of Provo City (the "Audit Report") has been completed by an
8 independent auditor (the "Auditor") selected by the Municipal Council for the fiscal year ending
9 June 30, 2017, in accordance with (i) Utah Code Sections 10-6-150, 10-6-151, and 10-6-152 and
10 (ii) the Accounting Reports from Political Subdivisions, Interlocal Organizations, and Other Local
11 Entities Act as set forth in Utah Code Title 51, Chapter 2a (collectively, the "Utah Audit
12 Requirements"); and
13

14 WHEREAS, in accordance with Utah Code Section 10-6-150, the Provo City Finance
15 Department has prepared a Comprehensive Annual Financial Report (the "Annual Financial
16 Report") for the same fiscal year period; and
17

18 WHEREAS, on December 5, 2017 the Municipal Council held a duly noticed public
19 hearing to review the Audit Report and Annual Financial Report and to ascertain the facts
20 regarding this matter, which facts are found in the hearing record; and
21

22 WHEREAS, after reviewing the Audit Report and Annual Financial Report, the Municipal
23 Council finds the Reports have been prepared in conformity with Utah Audit Requirements.
24

25 NOW, THEREFORE, be it resolved by the Municipal Council of Provo City, Utah, as
26 follows:
27

28 PART I:
29

30 1. The Audit Report and Annual Financial Report for the fiscal year ending June 30, 2017, are
31 hereby accepted by the Municipal Council.
32

33 2. The Audit Report and Annual Financial Report shall be filed with the state auditor and public
34 notice shall be given, in conformity with Utah Audit Requirements, that the reports have been
35 completed and are available for public inspection at the office of the City Recorder.
36

37 PART II:
38

39 This resolution shall take effect immediately.
40

41 END OF RESOLUTION.



Provo City Municipal Council

Staff Memorandum

Overlay Zones

November 21, 2017

<p>Presenter Gary McGinn</p> <p>Time for Item 40min</p> <p>IssueFile # 17-137</p>	<p>Item Short Title A discussion on the Accessory Apartment Overlay Zone, the Supplementary Residential Overlay Zone, and related zoning topics (17-137)</p> <p>Intended Outcome of Discussion/Requested Action The goal is to provide Council members with a clear understanding of the differences between specific overlay zones in the City Code.</p> <p>Background At the request of various Council members, Gary McGinn from Community Development will go over the differences between the Accessory Apartment Overlay Zone (A Overlay), the Supplementary Residential Overlay Zone (S-Overlay), and the provision allowing citizens who are 65 years and older to have accessory apartments.</p>
--	--

1 ORDINANCE 2017-.

2
3 AN ORDINANCE AMENDING PROVO CITY CODE TO UPDATE PUBLIC
4 WORKS STANDARDS TO MEET 2018 CRITERIA. CITY-WIDE IMPACT.
5 (17-0022OA)
6

7 WHEREAS, it is proposed to amend Provo City Code Subsections 15.03.020(3) to
8 update Public Works standards to meet 2018 criteria; and
9

10 WHEREAS, the current code reference related to national, state, and city adopted
11 roadway and development standards needs a timely update to reflect 2018 standards; and
12

13 WHEREAS, on November 8, 2017, the Planning Commission held a duly noticed public
14 hearing to consider this proposal, and after such hearing the Planning Commission recommended
15 approval to the Municipal Council by a vote of 6:0; and
16

17 WHEREAS, on December 5, 2017, the Municipal Council held duly noticed public
18 meetings to ascertain the facts regarding this matter, which facts are found in the meeting
19 records; and
20

21 WHEREAS, after considering the Planning Commission recommendation and facts and
22 comments presented to the Municipal Council, the Council finds (i) Provo City Code Subsection
23 15.03.020(3) should be amended as set forth in Exhibit A, and (ii) this action reasonably furthers
24 the health, safety, and general welfare of the citizens of Provo City.
25

26 NOW, THEREFORE, be it ordained by the Municipal Council of Provo City, Utah, as
27 follows:
28

29 PART I:
30

31 Provo City Code Subsection 15.03.020(3) is hereby amended as set forth in Exhibit A.
32

33 PART II:
34

- 35 A. If a provision of this ordinance conflicts with a provision of a previously adopted
36 ordinance, this ordinance shall prevail.
37
38 B. This ordinance and its various sections, clauses and paragraphs are hereby declared to be
39 severable. If any part, sentence, clause or phrase is adjudged to be unconstitutional or
40 invalid, the remainder of the ordinance shall not be affected thereby.
41

42 C. The Municipal Council hereby directs that the official copy of the Provo City Code be
43 updated to reflect the provisions enacted by this ordinance.
44

45 D. This ordinance shall take effect immediately after it has been posted or published in
46 accordance with Utah Code 10-3-711, presented to the Mayor in accordance with Utah
47 Code 10-3b-204, and recorded in accordance with Utah Code 10-3-713.
48

49 END OF ORDINANCE.

50 **EXHIBIT A**

51
52 **Section 15.03.020. General Development Standards.**

53
54 . . .

55
56 (3) Provo City adopts and incorporates by reference into this section:

57
58 (a) the following nationally recognized, industry standards:

- 59
60 (i) Manual of Standard Specifications, 2017, American Public Works
61 Association;
- 62
63 (ii) Manual of Standard Plans, 2017, American Public Works Association;
- 64
65 (iii) Manual on Uniform Traffic Control Devices for Streets and Highways
66 (the “MUTCD”), 2009 Edition, Federal Highway Administration;
- 67
68 (iv) A Policy on Geometric Design of Highways and Streets, 6th Edition,
69 American Association of State Highway and Transportation Officials;
- 70
71 (v) Trip Generation Manual, 10th Edition, Institute of Transportation
72 Engineers; and

73
74 (b) the following local standards, which supersede those standards adopted by
75 subsection (a) to the extent there is any conflict:

- 76
77 (i) Provo Standard Drawing Details, ~~2017~~2018; ~~and~~
- 78
79 (ii) Provo City Public Works Department Development Guidelines and
80 Design Standards, ~~2017~~2018;
- 81
82 (iii) Utah Manual on Uniform Traffic Control Devices, For Streets and
83 Highways, (FHWA’s MUTCD 2009 Edition as amended for use in
84 Utah), 2011, Utah Department of Transportation;
- 85
86 (iv) 2017 Standard Specifications for Road and Bridge Construction, 2017,
87 Utah Department of Transportation; and
- 88

89
90

(v) 2017 Standard Drawings for Road and Bridge Construction, 2017,
Utah Department of Transportation.



Provo City Planning Commission

Report of Action

November 8, 2017

ITEM 6 Provo City Public Works Department requests amendments to Section 15.03.020(3) to update 2017 standards to 2018 standards. **City-Wide Impact.** 17-0022OA, Brian Maxfield, 801-852-6429

The following action was taken by the Planning Commission on the above described item at its regular meeting of November 8, 2017:

RECOMMENDATION FOR APPROVAL

On a vote of 6:0, the Planning Commission recommended the Municipal Council approve the above noted application

Motion By: Andrew

Second By: Shannon

Votes in Favor of Motion: Brian Smith, Andrew Howard, Deon Turley, Jamin Rowan, Shannon Ellsworth, David Anderson

David Anderson was present as Chair.

PLANNING COMMISSION RECOMMENDED TEXT AMENDMENT

The proposed text amendment is attached as Exhibit A.

STAFF PRESENTATION

The Staff Report to the Planning Commission provides details of the facts of the case and the Staff's analysis, conclusions, and recommendations. Key points addressed in the Staff's presentation to the Planning Commission included the following:

CITY DEPARTMENTAL ISSUES

- There are no City Departmental Issues.

NEIGHBORHOOD MEETING DATE

- City-wide application; all Neighborhood Chairs received notification.

NEIGHBORHOOD AND PUBLIC COMMENT

- No public comment was received nor presented.

APPLICANT PRESENTATION AND RESPONSE

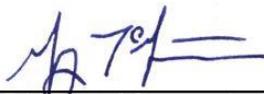
Key points addressed in the applicant's presentation to the Planning Commission included the following:

- David Day explained the proposed amendment was to update the references in the City's Ordinances relating to National, State, and City adopted roadway and development standards.

PLANNING COMMISSION DISCUSSION

Key points discussed by the Planning Commission included the following:

- The Planning Commission requested clarification on the contents of some of the referenced standards, however, no concerns relating to the amendment were raised during the Planning Commission discussion.



Director of Community Development

Legislative items are noted with an asterisk (*) and require legislative action by the Municipal Council following a public hearing; the Planning Commission provides an advisory recommendation to the Municipal Council following a public hearing.

EXHIBIT A

Section 15.03.020

(3) Provo City adopts and incorporates by reference into this section:

(a) the following nationally recognized, industry standards:

- (i) Manual of Standard Specifications, 2017, American Public Works Association;
- (ii) Manual of Standard Plans, 2017, American Public Works Association;
- (iii) Manual on Uniform Traffic Control Devices for Streets and Highways (the “MUTCD”), 2009 Edition, Federal Highway Administration;

(iv) Utah Manual on Uniform Traffic Control Devices, For Streets and Highways, (FHWA’s MUTCD 2009 Edition as amended for use in Utah), December, 2011;

(v) UDOT 2017 Standards and Specifications;

~~(iv)~~ A Policy on Geometric Design of Highways and Streets, 6th Edition, American Association of State Highway and Transportation Officials;

~~(v)~~ Trip Generation Manual, 10th Edition, Institute of Transportation Engineers; and

(b) the following local standards, which supersede those standards adopted by subsection (a) to the extent there is any conflict:

(i) Provo Standard Drawing Details, ~~2017~~2018; and

(ii) Provo City Public Works Department Development Guidelines and Design Standards, ~~2017~~2018.