

FINAL REPORT

City of Stockton



PARKING PROGRAM OPERATIONS AND ORGANIZATIONAL ASSESSMENT

PREPARED BY



Kimley-Horn and Associates, Inc.

MAY 2014



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In Association with
The Solesbee Group





Executive Summary

Introduction

The City of Stockton engaged Kimley-Horn and Associates (Kimley-Horn) to conduct an objective review of its current parking management program with a focus on developing a more effective parking management plan to support the health and vibrancy of downtown Stockton. Another key goal of this evaluation, as the City emerges from bankruptcy proceedings, is to identify strategies to enhance program revenues and improve overall management and operational efficiency.

This effort will provide a strategic planning framework, specific parking management program enhancements and a prioritized implementation action plan. Key focus areas of this evaluation include:

- A community engagement and public input component
- A review of current program assets and resources
- A review of program organizational structure and operational methodologies
- A review of current program management policies and procedures
- Recommendations related smart parking technologies to enhance customer service, operational efficiency and program revenues
- Parking management best practices research
- Development of a program strategic planning framework

This report will also provide the City with a variety of program management tools and resources designed to enhance program operations and assist in the implementation of specific recommendations.

Background

The City of Stockton has long operated parking facilities in the city's downtown area including open parking lots, parking garages and on-street parking facilities. The city also operates parking meters in the downtown and nearby areas. Over the last several years, the city's parking operations have been challenged by maintenance and operations issues, staffing and enforcement challenges and revenue declines. For example the City has had to reduce staffing levels in both operations and enforcement, and has been unable to invest in automation or other approaches aimed at operating the facilities in an optimal manner. Stockton's current parking operations are managed by a full-time staff of 3 individuals, a parking supervisor, parking attendant supervisor and an office technician. The City also employs approximately 30 temporary part-time workers as part-time attendants. These are non-benefitted positions.

In 2004, the Stockton Public Finance Authority issued lease revenue bonds totaling \$33 million to construct the Coy and Events Center (Arena) parking structures. The sites on which the parking structures were to be erected and the Market Street Garage were used as collateral for the issuance, but the City's General Fund was pledged to support the lease payments that secured the bonds. Central Parking District revenues have been used to pay the City's parking bonds and for parking facility construction, maintenance and operations.



Present Situation

The expenses of operating and paying for parking in the downtown area have typically exceeded revenues received from parking operations. As recently as fiscal year 2011-2012, the downtown parking program operated at a deficit of \$1.3 million. In that year, the City of Stockton defaulted on the March parking bond debt services payment resulting in the three newest parking garages, the Coy, the Arena and the Market, being repossessed.

As a result of the default and repossession of the garages, the parking operations financial performance improved and the 2012-13 budget projected net revenue of nearly \$400,000. The revenue improvement was solely the result of the city not paying debt service and not a reflection of improved operations.

The city has reached a settlement agreement with the trustee, National Public Finance Guarantee Corporation (NPF) which includes the return of the three parking garages to the city. While the city and the creditor may not agree on the exact numbers, both NPF and the city believe that improvements in operations of the city parking program can result in greater revenues. These improvements might include operational efficiencies, economies of scale, and automation of payment and garage operations. The resulting increased revenues will allow the city to begin repayment of the bonds sold to finance construction of improvements, and to obtain control of the parking facilities.

It was agreed that the city was not optimizing its parking assets for the benefit of the city and downtown businesses. A number of improvements related to parking operations and facilities have been suggested by city staff, creditors, and the Parking Advisory Board. Those suggestions include modernization of facilities and collection of revenues, improved operations and related improvements.

The creation of a proposed parking authority is anticipated to absorb all of the parking assets, including surface lots, garages and parking meters. The Parking Authority will have the responsibility to make appropriate investments to operate facilities effectively and to collect revenues to pay for operations and for those investments. The idea is to optimize parking operations and provide businesses with needed parking and to do so without obligating the city's general fund.

The Parking Authority will be the organizational template for business operation of a parking organization. The city retained Kimley-Horn, to assist the city in identifying operational and facility improvements. The intent of this study is to identify improvements which will better serve the businesses in downtown and the many users who must park for work or to conduct business, as well as increase efficiencies and revenues. An agreement with NPF has been structured to give the City some time and funding to implement improvements before beginning to repay the debt service, but time is of the essence in order to optimize operations and improve revenue generation as soon as possible.

Because the creditor also believes that the creation of a parking authority is an important first step in improving operations and revenues of the overall parking program, it is a condition in the settlement agreement with NPF. This action is also an important step in the process required to exit the city's bankruptcy and to reacquire control of the city's parking garages. The agreement also is integrated into securing the city's position in the Stewart Eberhardt Building and the Stockton Arena.

Primary Source: City of Stockton, Legislation Text, File #: 13-1010, Version: 1 - Adoption of a Resolution Declaring the Need for a Parking Authority.



Current Program Assessment

In December of 2013, the project kick-off trip occurred and included meetings with City staff, tours of the downtown and parking facilities and a meeting with the project steering committee. In February of 2014, the consultant team returned to conduct more in-depth interviews with Central Parking District staff regarding parking management and operations as well as to conduct a series of focus group meetings with key downtown stakeholders. The key goals of this trip included:

- Conduct stakeholder meetings to provide a basic level of community outreach and to better understand stakeholder issues and concerns
- Perform an assessment of all City facilities from an operations perspective
- Perform an evaluation and critique of City baseline forecasts for operations revenue and expenditures

Meetings were held with parking management, budgeting & finance staff, police department representatives, public works staff, economic development staff and Victor Alistar (representing Standard Parking – a private parking management firm engaged by NCFG to manage the garages that are under receivership). A parking “Town Hall Meeting” was also held in the North Hall of the Civic Center.

The following days were dedicated to focus group meetings with a variety of stakeholders. Specific stakeholder groups engaged included:

- Property owners, developers and realtors
- Business owners, merchants and retailers
- Arts/culture/entertainment venue, and large event/sports venue representatives (theaters, museums, music venues, sports, Asparagus Festival, etc.)
- Restaurant and nightlife establishments
- Downtown residents and the
- Parking Advisory Committee

Another presentation/discussion was held on this trip with the Downtown Stockton Alliance Board at their office. Detailed meeting notes from both trips can be found in Appendices A and B.



CITY OF STOCKTON

Parking Program Operations and Organizational Assessment



Summary of Current Parking District Assets

The table below summarizes the current parking resources owned, managed or leased by the Central Parking District.

City of Stockton - Central Parking District
Downtown Parking Garages and Surface Parking Lots Owned or Managed by CPD

Parking Assets	Location	# of Spaces	Asset Type	Usage	Ownership	Comments
Parking Meters	Within Central Parking District	1,700	Single Space Electronic Meters	On-Street Parking	City	Refurbished McKay Meters
Lot B	NE Corner of California @ Channel	20	Surface Parking Lot	Permit Only Lot	City	
Lot F	NW corner of Sutter at Market	78	Surface Parking Lot	Pay Public Lot	City	
Lot J	E Side of Sutter between Weber and	41	Surface Parking Lot	Pay Public Lot	City	
Lot K	W side of American between Weber and Main Street	44	Surface Parking Lot	Pay Public Lot	City	
Lot L	E side of American between Weber and Main	90	Surface Parking Lot	Pay Public Lot	City	
Lot Z	S Side of Lindsay at the Corner of Hunter Street	40	Surface Parking Lot	City Staff Only	City	
Civic Lot	NW Corner of Oak @ Center	102	Surface Parking Lot	Free Lot, Pay per Event	City	
Fremont East	Lot N Side of Fremont between Van Buren & Madison	133	Surface Parking Lot	Public Lot, Pay per Event	City	
Fremont West Lot	N Side of Fremont between Lincoln & Van Buren	50	Surface Parking Lot	Pay per Event	City	
Stadium North Lot	SE Corner of Fremont @ Lincoln	182	Surface Parking Lot	Pay per Event	City	
Stadium West Lot	SE Corner of Harrison @ Lindsay	325	Surface Parking Lot	Pay per Event, Leased to Ports	City	
Ports West Lot	End of Lincoln St, along the West side of the Stadium	27	Surface Parking Lot	Leased to Ports	City	
Edison Lot	W side of Edison, between Fremont and Lindsay	160	Surface Parking Lot	IFG & Ports Staff Parking	City	
SEB Garage	S side of Weber between Center and El Dorado	721	Parking Garage	Pay Garage & Jury Parking	City	
Channel Garage	S side of Channel between San Joaquin & Sutter	331	Parking Garage	Pay Garage	City	
Coy Garage	S side of Channel between Hunter & San Joaquin	569	Parking Garage	Pay Garage	City	Under Receivership
Market Garage	S side of Market between Sutter and California	782	Parking Garage	Pay Garage	City	Under Receivership
Arena Garage	S side of Fremont between Van Buren & Monroe	591	Parking Garage	Event Parking	City	Under Receivership
EDD Lot	Behind EDD building		Surface Parking Lot	Event use	State	Leased from State DGS
Lots N, O, S, R	Under crosstown freeway between El Dorado and Stanislaus	Varies	Surface Parking Lots		State	Leased from CalTrans
State Lot 31	E Channel Street	121	Surface Parking Lot	Evening/Weekend use: free parking and pay for events	State	Leased from State

Total (includes metered spaces)	6,107
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Parking Assets by Type:

Metered On-Street Spaces:	1,700
Surface Parking Lot Spaces (City Owned):	1292
Surface Parking Lot Spaces (Leased): *	121
Garage Parking Spaces (City Owned):	1052
Garage Parking Spaces (Currently Under Receivership):	1942
* Number varies.	6,107



20 Characteristics of Effective Parking Programs

Kimley-Horn has developed a comprehensive process for the review and evaluation of parking systems. This assessment methodology includes 20 categories. A detailed description of these categories is provided in the body of the report; however a summary of our observations and rankings of the City of Stockton parking program is summarized in the pages that follow.

City of Stockton – Central Parking District Parking Program Operational Assessment Summary

Rating Scale: 1 = Poor – 10 Excellent

Program Evaluation Criteria

1. Vision and Mission

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Summary Comments on Vision and Mission:

The City of Stockton Central Parking District lacks a strong vision and a clear sense of mission. Lack of leadership and staffing cut-backs have led to an organization that has limited industry knowledge beyond their local experience and is tactically focused almost exclusively on day-to-day operations. The program lacks clear goals related to program improvement or strategic direction for the future. Part of this is attributable to recent financial troubles and a lack of resources for reinvestment in needed planning, staff development, system upgrades and infrastructure maintenance.

2. Parking Philosophy/Guiding Principles

1	2	3	4	5	6	7	8	9	10
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Summary Comments on Parking Philosophy and Guiding Principles:

Related to the lack of vision and mission is the near total absence of a defined departmental philosophy and a clearly stated set of principles to guide the program. As part of the strategic plan developed as part of this project, recommended vision and mission statements as well as a complete set of program guiding principles has been developed for City staff review.

3. Parking Planning

1	2	3	4	5	6	7	8	9	10
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Summary Comments on Parking Planning:

Two previous parking planning studies were provided for the consultant's review. One was completed by Wilbur Smith and Associates in 1996 and the second was a Parking Demand Analysis Update was completed by The DBK Group in 2007. In house parking utilization surveys are not conducted on a routine basis, and no clear plans outlining future system expansion were apparent. Several larger planning studies were also provided and reviewed, including a Downtown Strategic Plan authored by the urban planning firm MIG and several documents developed by the Urban Land Institute. These documents provide a strong planning context and direction, but may need to be updated. Future parking planning efforts should be aligned with any updated downtown master planning initiatives.



4. Community Involvement

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Summary Comments on Community Involvement:

The public meetings and outreach conducted as part of this study appeared to be the first such meeting held regarding parking in some time; although it should be noted that the Parking District Board is engaged and meets on a regular basis. The Downtown Stockton Alliance has a keen interest in parking issues and expressed a deep frustration at the lack of communications it receives regarding parking. There appears to be a tangible lack of trust as it relates to how district parking assessments have been and are being used.

5. Appropriate Organization

1	2	3	4	5	6	7	8	9	10
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Summary Comments on Appropriate Organization:

There are several successful organizational models in the parking industry such as parking authorities, parking districts, city parking departments, etc. Each of these models, including several newer and hybrid models, are discussed in detail in this report. Perhaps the single most important element related to parking program organization is principle of "vertical integration". This is discussed more in the "Consolidated Program" category below. However, the proposed parking authority model with a focus on an "enterprise fund" approach, being implemented as part of the financial restructuring process is a positive and appropriate step forward for the City of Stockton. Another key topic for discussion in this area relates to the option for outsourcing parking management. Outsourcing day-to-day operational elements is a key recommendation of this report and is discussed in more detail in the primary recommendations section. The services of a professional parking management firm will infuse needed knowledge, expertise and resources to improve operations on an on-going basis. It will be important to use an appropriate procurement methodology, beginning with the development of draft parking management agreement, as this will be used to inform the development of a detailed parking management RFP. This process, while it does take some time to complete, will ensure that the city obtains the best services and pricing possible if this option is pursued. More detail and a sample parking management agreement are provided later in this report.

6. Staff Development and Training

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Summary Comments on Staff Training and Development:

One of the single biggest challenges faced by the current parking program is the lack of a strong, knowledgeable parking professional to lead the department. This is not intended as a slight to the current parking supervisor and staff. They are functioning at appropriate levels and have maintained the program during a difficult period. However, what is needed is someone with strong experience in parking management, excellent planning and communications skills and a broad background in related areas such as asset and risk management, financial planning, economic development and program administration. As part of the transition of parking management and operations, the City will need to follow contract procedures applicable to represented employees.



7. Safety, Security and Risk Management

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Summary Comments on Safety, Security and Risk Management:

While safety and security issues were raised during our stakeholder engagement sessions, our review of security systems (both active and passive) within the garages met basic industry standards. However, given an overall concern with safety in the downtown area, a heightened attention to safety and security issues within the parking garages in particular is warranted. A security audit of all facilities is recommended. A white paper on parking security is provided in Appendix L.

8. Effective Communications

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Summary Comments on Effective Communications:

Internal departmental communications seemed reasonably effective however, intra-departmental and external communications, especially to key stakeholder groups, seemed limited and strained. Without a strong program leader to communicate a clear vision, promote an aggressive set of program improvement initiatives and regain the trust and confidence of the community, communication challenges will persist.

9. Consolidated Parking Program

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Summary Comments on Consolidated Parking Program:

The current Stockton parking program has integrated its on-street and off-street parking elements, however to achieve a fully vertically integrated system, the parking enforcement function (currently managed by the Police Department) and to some degree certain maintenance functions managed by Public Works, should be brought directly under the control of the new parking authority. It is envisioned that these functions will be among those that will be recommended for outsourcing as a means to inject needed expertise and to make the overall package of services offered for bidding more attractive to potential vendors leading to more competitive pricing, and a better overall return for the City and bondholders.

10. Financial Management and Parking Revenue Control Systems

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Summary Comments on Financial Management and Parking Revenue Control Systems:

Basic financial reporting appears to be in place and monthly financial statements are complete and well-structured. Financial reporting is somewhat limited by the off-line and fragmented nature of the parking access and revenue control systems. Upgrading of parking technology will bring with it many advantages related to improved customer services, revenue enhancement and operational efficiencies. However, another significant benefit will be the improved management and financial reporting capabilities inherent in the new web-based parking management platforms. Parking accounting systems used by the major parking management firms will be another positive asset that is expected to enhance financial management and accountability. Another area of focus within the financial management arena relates to parking lot leases and the usage of certain parking assets. This directly addressed in Primary Action Item 7.

11. Strategic Parking Management

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Summary Comments on Strategic Parking Management:

This is perhaps one of the most important missing elements of the current program. Based on the information provided, it appears that there is recognition by both the City and NPGF that to improve the overall financial and operational performance of the parking system key investments need to be made. In fairness to the current management, it is hard to manage a program strategically when there is no ability to make needed investments. However, with the ability to



make new investments, it is critical that a knowledgeable leader be in place to develop the appropriate strategies, understand the issues related to prioritization and make recommendations regarding the timing and sequencing of investments. It is critical to have a program leader with the relevant knowledge, experience and skill sets needed to provide effective implementation to best leverage the limited funds he or she will have to invest. To not have this resource in place risks squandering the resources being provided for program investment, not to mention the potential to generate the needed revenue to advance the system and repay investors. An extensive collection of Parking Management Best Practices is provided in Appendix H and should provide a wealth of new strategies to improve program development and operations.

12. Operational Efficiency and Effectiveness

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Summary Comments on Operational Efficiency and Effectiveness:

The limited use of newer technologies and reliance on outdated staffing models (having individual attendants managing lots as small as 40 or 50 spaces), manually collecting from nearly 1,700 individual parking meters, excessive battery replacement for refurbished meters, etc. are all indicators that there is significant room for improvement in the area of operational efficiency. Another dimension of this category is having a well-development and effective set of policies, standard operating procedures, operations manuals, etc. This is an area that needs significant improvement. A variety of sample manuals, operating procedures and other tools designed to improve program operations will be provided in the report various appendices.

13. Facilities Maintenance Programs

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Summary Comments on Facility Maintenance Programs:

While some City facilities appeared to be better maintained than others, in general, there is much room for improvement in this area. Many of negative comments received during the stakeholder engagement process related to facility maintenance and appearance. Tours of City parking facilities also revealed areas of concern. 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.

An important and largely missing aspect of the City of Stockton 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 a prioritized facility rehabilitation program should be a high priority.

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 maintenance reserve funds; the likelihood of serious deferred maintenance leading to even higher maintenance and facility restoration costs is much more likely.

14. Effective Use of Technology

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Summary Comments on the Effective Use of Technology:

The current technologies employed by the Stockton parking program are largely outdated and contribute to less than optimal revenue production and negatively impacts operational efficiencies. Leveraging investments in more modern parking equipment will have the greatest potential to improve operations, provide new valued customer amenities and generate needed revenue enhancements. High priority technology investments will include new "smart" parking meters and automated off-street parking access and revenue control systems. Secondary priorities include an assessment of advanced parking enforcement systems, including mobile license plate recognition systems, wireless real-time



enforcement hand-helds, etc. There are also low cost opportunities available to introduce mobile apps capable of providing information on parking cost, location and availability.

15. Parking System Branding, Marketing and Promotion

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Summary Comments on Parking System Branding, Marketing and Promotion:

Another opportunity for improvement seen in many parking programs around the country is in the area of program branding and marketing. Development of a comprehensive parking program branding and marketing strategy is encouraged. Several recommendations for program branding and marketing improvements, including examples from other parking programs around the country are provided later in this report.

16. Positive Customer Service Programs

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Summary Comments on Positive Customer Service Programs:

Identification of specific customer service programs and services based on elicited customer and stakeholder feedback is one hallmark of a quality parking program. A wide range of customer service enhancements are available and many are low cost but provide significant benefits. Example of specific customer service program options include: vehicle lock-out assistance, battery jumps, car washing or detailing, dry cleaning drop-off, books-on-tape loaner programs, etc.

17. Special Event Parking Programs

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Summary Comments on Special Event Parking Programs:

Special event parking programs can be problematic, especially for programs that only do them on an irregular basis. Common issues are communications, traffic management, revenue control, public safety, etc. The biggest concerns identified for the City of Stockton program were issues related to the leasing of certain lots used primarily for special events, but that sit largely unused (although paid for) during non-event time periods.

18. Parking Enforcement

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Summary Comments on Parking Enforcement:

Parking enforcement is currently a function of the City of Stockton Police Department, which uses civilian employees for this and other functions. While not uncommon, this is largely seem as a poor use of police department resources and enforcing parking regulations will always be a secondary priority to public safety functions. It is recommended that the parking enforcement function be moved under the parking authority and that this function, as well other day-to-day parking management functions, be outsourced as part of a larger parking management contract. Note: While there is precedent for the outsourcing of parking enforcement in several California cities, some cities have taken a position that this is inconsistent with certain California statues (for example Sacramento). It is recommended that the City Attorney weigh in on any potential issues. As an alternative the City could create an appropriate classification but have the employees work out of the Parking Authority.

19. Parking & Transportation Demand Management

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Summary Comments on Parking and Transportation Demand Management:

While not presently a core function of the current City of Stockton parking program, many parking programs around the country are broadening their scopes to include a range of community "access management strategies" as a means of mitigating parking demand delaying the need to build new parking supply. At the very least, the parking program should develop positive working relationships with local transportation management associations, transportation demand management programs, transit agencies and other related local and regional transportation agencies. Examples of



transportation related programs offered by parking systems include transit passes subsidized by parking revenues, selling of bus passes through the parking office, offering preferential parking for car and vanpools, etc.

20. Awareness of Competitive Environment

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Summary Comments on Awareness of Competitive Environment:

The Central Parking District (CPD) provides a significant portion of the publically available parking within Stockton's central business district (over 6,100 spaces). However, there are other privately managed and owned parking facilities in the marketplace. It is important to remain aware of local and regional parking market dynamics. To some extent, municipal parking programs set market rates (generally by putting downward pressure on parking prices to keep the downtown competitive with the suburban competition). They can do this since their facilities are, to some degree, subsidized by tax dollars and special tax assessments. It is important have a defined philosophy regarding parking rates as well as having a well-developed parking rate plan which takes into account the relationship of on-street to off-street rates, using rates to help balance limited supply in high demand areas and of course to ensure that financial obligations of the parking system are met and that sufficient reserves are maintained.



Recommended Priority Action Items

Overview

The following actions are necessary first steps toward the implementation of the strategic plan for the new City of Stockton Parking Authority. These initial steps are needed to establish the new management structure and to upgrade the parking technology required to achieve the operational efficiency and revenue enhancement goals of the City and the NPPG.

A fundamental assumption built into this action plan is that significant investments will be made to the parking program beginning in 2014. This required investment is needed to give the new parking authority the essential tools to enhance the effective management of the system. It will also demonstrate positive progress to a public that is anxious to see concrete actions.

These initial steps will also support the primary goals of enhancing customer services and economic development by making Downtown more attractive and easier to access for businesses wishing to relocate to or remain downtown. These actions are also supportive of many of the overall goals identified in the MIG Downtown Strategic Plan and the ULI Master Plan. All the provided planning documents reviewed support the premise that an effective public parking system will be an important element in the revitalization of downtown Stockton.

The following is a list of recommended Primary Action Items. Each primary action item below has a separate page with more detail including notes on which entities should assume primary responsibility, key partners for implementation, recommended timeframes for action and a list of supportive documents and tools provided as part of this report.

Summary Listing of Primary Action Items

1. Recruit and hire an experienced parking program administrator
2. Engage a professional parking management firm to oversee day-to-day program operations
3. Transfer the parking enforcement function from the Police Department to the new Parking Authority and incorporate parking enforcement duties into the responsibilities of the new parking management firm
4. Invest in new on-street and off-street parking technology and increase on-street rates
5. Adopt new program vision and mission statements and recommended parking program guiding principles in concert with implementation of recommended parking management best practices
6. Develop a proactive facility maintenance program including regular facility condition appraisals, prioritized facility rehabilitation plans and the creation of parking facility maintenance reserves
7. Conduct a thorough review of existing parking lots leases and how leased lots and other parking assets are used, specifically examine the usage of the Arena Garage and why it is not used except for special events
8. Leverage parking as an integrated element of community and economic development strategies and develop a comprehensive parking planning function
9. Develop a new parking program brand and marketing program with specific goals of improving the parking programs image, provide easier access to parking information, enhance overall communications with key stakeholder groups and the public at large and to promote parking facility utilization



Recruit and Hire an Experienced Parking Program Administrator

- Recruit and hire an experienced parking professional to lead the new parking authority.
- An extensive document is provided (Appendix C) that includes a recommended position description, salary ranges and sample parking administrator position descriptions from around the country.
- While the engagement of a professional parking management firm to oversee day-to-day program operations is also a key recommendation, having someone at the helm on the City team to provide direction, policy development and contract administration, etc. is also critical.
- Retain parking management as an operational unit under Economic Development within the City organizational structure. Parking is located in many different areas of city government around the country. The most common locations are Public Works, Finance, Police or Facility Services. However, in recent years more and more municipal organizations are transferring parking management either to Economic Development or in some cases out of the City structure and into groups such as Business Improvement Districts or Downtown Development Authorities. While these options were considered by the consultant team, leaving parking under Economic Development is recommended in this case.
- Because of the critical nature of certain operational changes the City may wish to hire an experienced interim manager or a consultant firm while determining to appropriate classification and other issues with respect to the new full-time management position, and recruiting this individual.

Primary Responsibility:

City Economic Development Department, City Manager, City Council

Key Partners:

Related City departments such as Police, Public Works, Planning, Finance, etc.
Parking Advisory Board, NPMG and the Downtown Stockton Alliance

Timeframe:

Begin refinement of the position description immediately upon approval of this parking plan, and begin recruitment ASAP. Target a goal of having the new position filled by August 1st, 2014.

Supportive Documents/Tools Provided:

Appendix C - Parking Administrator - Position Description

PRIMARY ACTION ITEM # 1:

Recruit and Hire an Experienced Parking Program Administrator

Having someone at the helm on the City team to provide program direction, policy development and contract administration is critical to achieving the stated program goals.

Retain Parking Management as an operational function under Economic Development within the City organizational structure.

Target a goal of having the new position filled by August 1st, 2014.



Engage a Professional Parking Management Firm to Oversee Day-to-Day Program Operations

- Engaging the services of a professional parking management firm will provide a range of important benefits to elevate the performance of the City of Stockton parking program. It is envisioned that a new parking management firm will provide the following services/benefits to the City.
 - Improved operational expertise and facility management tools
 - Enhanced revenue control policies and practices
 - Development of a robust set of standard operating policies/procedures and enhanced staff training and development tools
 - Introduction of enhanced customer service programs
 - Assistance in new technology implementation and the development of new cash control policies and operational procedures related to new technology (This should be an explicit requirement in the RFP.)
 - Potential assistance in leveraging better pricing related to new equipment purchases due to national contracts with equipment vendors
- It is recommended that the City develop and issue a Request for Proposals (RFP) to procure parking management services.
 - The first recommended step in this process is to develop a comprehensive draft parking management services agreement. A sample agreement is provided for the City's use as a starting point (Appendix D)
 - The draft management agreement becomes the basis for the parking management RFP
 - Incorporation of the parking enforcement function will increase the size of the contract and will make the RFP more attractive to potential vendors. It is also expected to generate increased parking authority revenues.
- It is important that this management agreement and RFP process be executed properly. Typically, this process can take up to 3 months from beginning to end.

PRIMARY ACTION ITEM # 2:

Engage a Professional Parking Management Firm to Oversee Day-to-Day Program Operations

Improve and enhance parking revenues through improved policies, collections and accountability.

Assure the successful implementation of new parking technologies.

Improve parking management reporting and data.

Maximize existing parking resource utilization.

Issue a Request for Proposals (RFP) to procure parking management services.

Primary Responsibility:

City Economic Development Department, City Manager, City Purchasing

Key Partners:

City Finance Department, NPMG, Parking Advisory Board

Timeframe:

Complete RFP process and vendor selection by the 3rd Quarter of 2014

Supportive Documents/Tools Provided:

Appendix D - Draft Parking Management Agreement



Transfer the Parking Enforcement Function from Police to the New Parking Authority and Incorporate Parking Enforcement Duties into the Responsibilities of the Parking Management Firm

- Part of the goals related to program restructuring is to create a more vertically integrated parking management structure. Within parking programs this typically means having one entity manage all the primary operational areas including on-street parking, off-street parking and parking enforcement (at a minimum).
- It is important to note that the Police Department will still retain the ability to enforce parking (both within the Parking District boundaries and city-wide) especially related to safety and traffic flow issues, but the primary responsibility for parking enforcement within the Central Parking district boundaries will be managed by the new Parking Authority (through contract with the professional parking management firm).
- A critical review of the number of Parking Enforcement staff will be needed. The positions have been cut in recent years, but as these positions should more than pay for themselves, an increase in these positions will be “revenue positive” for the system.
- Review parking fines to ensure that they are more in line with similar markets and better balance enforcement goals with economic development goals.
- The primary benefits anticipated by this recommendation include:
 - An improved focus on parking enforcement leading to increased citation revenue (It was noted during the program review that parking enforcement revenues have been declining in recent years to due to a decrease in citations issued.)
 - This shift frees up Police staff from parking enforcement duties, allowing them to better focus on public safety and law enforcement priorities
 - It is recommended that a new “parking ambassador” type approach to parking enforcement will be implemented.
 - Tools to improve parking enforcement operations are proved as part of this report (See Appendices E and F for a specific parking enforcement operations manual and an enforcement program audit checklist.)

Primary Responsibility:

City Economic Development Department, City Manager, City Council

Key Partners:

City Police Department, NPMF, Parking Advisory Board, City Attorney (Review potential legal issues related to outsourcing of municipal enforcement functions under CA state statutes).

Timeframe:

Parking Technology RFP issued by the 3rd Qtr. 2014, New Technology Implementation Strategy Completed by the 4th Qtr. 2014 Implementation 1st quarter 2015

Supportive Documents/Tools Provided:

Appendix E - Parking Enforcement Audit Checklist and Appendix F - Sample Parking Enforcement Handbook

PRIMARY ACTION ITEM # 3:

Transfer the Parking Enforcement Function from Police to the New Parking Authority

Create a more vertically integrated parking management structure.

Primary responsibility for parking enforcement within the Central Parking district boundaries will be managed by the new Parking Authority (through contract with the professional parking management firm).

An increase in Parking Enforcement Officer positions will be “revenue positive” for the system.

Adoption of a new “parking ambassador” type approach to parking enforcement is recommended.

Evaluate potential upgrades to parking enforcement technology (including mobile license plate recognition systems) to improve efficiency and enhance citation collection ratios.



Invest in New On-Street and Off-Street Parking Technology and Increase On-Street Rates

- 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.
- On-street parking meter upgrades have the greatest potential for achieving the stated goals above. 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) is accompanied by a 20% – 35% revenue increase. This is largely due to credit card acceptance and customers paying for the maximum allowed time to avoid the potential of getting a citation.
- Pay-by Cell Phone/Mobile Apps is another payment option that the City should consider due to the very tangible customer benefits that this option provides.
- The Parking Authority should develop an RFP process for meter replacement as a first step to get a range of options and associated pricing. 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 as is financially feasible. 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.
- Investments in more automated off-street parking technologies such as Pay-by-Space units will also be important as they will allow a reduction (not elimination) in parking lot staffing.
- Both on and off-street technology upgrades will also lead to improved efficiencies by reducing the need for daily meter collections (just-in-time-collections), 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, increasing on-street parking rates by \$0.50/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).

Primary Responsibility:

City Economic Development Department, City Manager, City Council

Key Partners:

City Finance Department, NPF, Parking Advisory Board

Timeframe:

Parking Technology RFP issued by the 3rd Qtr. 2014, New Technology Implementation Strategy Completed by the 4th Qtr. 2014
Implementation 1st quarter 2015

Supportive Documents/Tools Provided: Appendix G - Parking Meter Technology Whitepaper

PRIMARY ACTION ITEM # 4:

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 is another payment option that provides very tangible customer benefits.

Investments in more automated off-street parking technologies will also be important.

The introduction of new technology will also come with some increased costs. To help defray these new system costs, increasing on-street parking rates by \$0.50/hour is recommended.



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

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 program strategic framework.
- It is recommended that the new Parking Authority Director in collaboration with the City’s Economic Development Director and the Parking Advisory Board 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, the Downtown Stockton Alliance 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 Parking Advisory Board and City Council is recommended.
- To further promote program development, a document containing an extensive collection of Parking Management Best Practices has been provided to the City as part of this study. It is recommended that this document be reviewed to identify additional program enhancements going forward.
- Also included is a white paper on parking facility security.

Primary Responsibility:

City Economic Development Department

Key Partners:

Related City Departments, Parking Advisory Board and the Downtown Stockton Alliance

Timeframe:

Complete by July 2014

Supportive Documents/Tools Provided:

Appendix H - Parking Management Best Practices

Appendix L - Parking Facility Security White Paper

PRIMARY ACTION ITEM # 5:

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

Conduct a public review process including City management, the Downtown Stockton Alliance 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 provided Parking Management Best Practices document to identify additional program enhancements going forward.



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

- Tours of City parking facilities revealed that while some City facilities appeared to be better maintained than others, in general, there is still much room for improvement in this area. Many of negative comments received during the stakeholder engagement process related to facility maintenance. 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.
- An important and largely missing aspect of the City of Stockton 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 2014. 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.
- Have the new parking management firm develop a comprehensive facility maintenance plan within the first six months of being under contract. The maintenance plan should be in conformance with National Parking Association guidelines. A recommended parking facility maintenance scope and schedule are provided as Appendices I and J.

PRIMARY ACTION ITEM # 6:

Develop a Proactive Facility Maintenance Program

Implement a demand-based “tiered parking pricing strategy”

Use parking rates as a tool to “balance” parking supply/demand.

Primary Responsibility:

City Economic Development Department/Parking Authority

Key Partners:

City Engineering and Public Works Departments, City Finance Department

Timeframe:

Develop a comprehensive facility maintenance plan by the end of 2014. Conduct facility condition appraisals as noted above. Develop a policy regarding maintenance reserves by 3rd Qtr. 2014

Supportive Documents/Tools Provided:

Appendix I – Parking Facility Maintenance Manual
Appendix J – Parking Facility Maintenance Schedule



Conduct a Thorough Review of Existing Parking Lots Leases and How Leased and Other Assets are Used Specifically examine the usage of the Arena garage and why it is not used except for special events

- Based on a review of the existing parking lot leases there is a wide range costs and considerable variances related to terms and conditions. While we understand that each lease negotiation is unique, it is recommended that consistent guidelines regarding the leasing of parking be developed going forward.
- Of particular concern is the fact that for several of the leased lots, their utilization is intermittent and largely related to special events. The surface lots near the Ports ball park are good examples. With the availability of the new arena garage, it appears that the leasing of these spaces may be unwarranted. Cancelling these leases could generate substantial savings.
- It is recommended that the new parking director critically review the need for all leased lots as well as how these resources are currently being used. If a compelling case cannot be made for the continued use of these lots, then an investigation into how these leases can be terminated should be conducted.
- Several comments were noted during our focus groups questioning the utilization of the Arena Garage. During all of our multiple days on site, the consultant team never saw the Arena garage opened or used at all except for one event held at the Arena. It is recommended that policies regarding to use of this asset be reviewed and new policies be developed to allow greater facility utilization and resulting in increased revenue generation. One specific request that the garage be made more available came from the University Plaza Waterfront at 110 W Fremont Street. They noted several occasions when they were hosting weddings and parties that they would love to be able to send their guest to the Arena Garage even if they had to pay.

PRIMARY ACTION ITEM # 7:

New policies and guidelines related to leased parking should be developed.

A critical review of the need for all leased lots as well as how these resources are currently being used should be conducted.

Policies regarding the usage of the Arena Garage should be reviewed and modified if possible to allow for greater utilization and revenue generation.

Primary Responsibility:
City Economic Development Department/Parking Authority

Key Partners:
The Arena, The Ports, University Plaza Waterfront

Timeframe:
Development of new policies and guidelines related to leased parking should be completed by the 3rd Qtr. of 2014

Supportive Documents/Tools Provided:



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. Appendix K is a Kimley-Horn white paper on the topic of “Parking as an Economic Development Strategy”.
- Specific recommended parking planning activities include: on-going monitoring of parking supply/demand on a facility/lot specific basis. 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. Better management data derived from the recommended new technology upgrades will make this process easier to implement.
- New on-street parking meters will also provide the Parking Authority 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.
- While considered a very important recommendation, this action item should be considered secondary to the more immediate and pressing recommendations that precede it in this strategy.
- Many of action items 1 – 7 above would be component elements of a comprehensive parking planning process, so to some extent the recommended process has already begun, however the creation of formal parking plan that is reviewed and updated on an annual basis is what is envisioned in this recommendation.

Primary Responsibility:

City Economic Development Department/Parking Authority

Key Partners:

City Planning Department

Timeframe:

Leverage the current action plan to begin developing a more formal planning process. A parking plan process should be fully developed by the end of 2015.

Supportive Documents/Tools Provided:

Appendix K – Parking as an Economic Development Strategy

PRIMARY ACTION ITEM # 8:

Leverage Parking as a Community and Economic Development Strategy and 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.

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 recommended planning actions.



Develop a New Parking Program Brand and Marketing Program

- Create a parking program name, logo and brand identity including (letter head, forms, envelopes, parking citations, etc.).
- Develop consistent standards for parking program branded facility signage.
- Develop wayfinding signage to help guide customers to parking options.
- Train staff and parking program spokespeople on customer-focused internal and external communications procedures.
- Leverage social media to improve community feedback and information dissemination.
- Develop an enhanced parking program website.
- Develop a strategic communication plan designed to improve overall parking program communications with its wide range of community stakeholders.
- Partner with existing organizations, like the Downtown Stockton Alliance, on marketing campaigns to help combat the perception that downtown is vacant, unsafe and underutilized.
- Consider the development of Annual or Bi-Annual Parking Report. An example of parking program annual report is provided in Appendix M.
- A wide range of potential program marketing and branding strategies from around the country is included in Appendix N.

PRIMARY ACTION ITEM # 9:

Develop a New Parking Program Brand and Marketing Program

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 Economic Development Department/Parking Authority

Key Partners:

City Communication Department, City IT Department

Timeframe:

Develop a parking brand and marketing program by the end of 2015.

Supportive Documents/Tools Provided:

Appendix M – Parking Annual Report from the Missoula Parking Commission

Appendix N – Parking Marketing and Branding Strategies Presentation

Note: Some specifics thoughts related to implementation are provided at the end of this report in a section entitled “Implementation Strategy Recommendations”.



Community Engagement

Overview & Goals of Community Engagement Task

A critical part of developing a parking program that supports a community's larger economic development goals is proactive and authentic stakeholder engagement. Intentional and targeted outreach to community stakeholders helps provide insight into the real and perceived parking challenges that residents, property owners, merchants and visitors encounter when they visit Downtown Stockton.

In late 2013 and early 2014, targeted community outreach for this project was conducted via focus groups, individual interviews and a public "town hall style" meeting. The main goal of the community engagement process was to provide those most impacted by parking policies in Stockton with an opportunity to share their experiences, perceptions, ideas and concerns related to parking in and around the downtown area.

Over 40 unique stakeholders participated in meetings that were held December 10-12, 2013 and February 4-7, 2014, including representatives from the following groups:

- City of Stockton staff including representatives from:
 - Economic Development
 - Public Works
 - Central Parking District
- City of Stockton City Manager
- City of Stockton Police Department
- Parking District Advisory Board
- Downtown property owners, developers and realtors
- Downtown business owners and merchants
- Arts/culture/entertainment venue, and large event/sports venues including representatives from:
 - Stockton Ports
 - Civic Auditorium
 - Children's Museum
 - Mexican Heritage Center
 - Convention and Visitor's Bureau
 - Asparagus Festival
- French 25 restaurant
- University Plaza Hotel & Residences



Current State of Parking Today & Key Themes

Stakeholder groups described Downtown Stockton as “a beautiful downtown” that is “full of potential” but also “economically fragile”, “underutilized” and negatively impacted by a “perception problem” that downtown is “unsafe” and “empty”. There was consensus across groups that parking is one of, if not the biggest issue, impacting their ability to serve customers, lease vacant space and send the message to residents and potential visitors that Downtown Stockton is open for business. The most common words and phrases used during focus groups and interviews to describe the current experience parking in Downtown Stockton include:



Several consistent themes emerged from the community engagement process that best summarize the main issues that stakeholders and patrons encounter most frequently:

- ***Parking in Downtown Stockton is largely seen as “ample” but basic information about where people can park, how much it will cost and hours of operation are difficult to find.*** With few exceptions, stakeholders reported ample parking in Downtown Stockton during both the day and evening hours. As one person pointed out, the “perception that there isn’t parking” combined with the “lack of information about where to park” is “our real issue”. From inconsistent parking garage hours to lack of on-street signage, patrons are simply left to figure it out on their own, which has led to frustration and repeated citations. To address these concerns, the City of Stockton 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 identity and brand, which includes visual identity, program mission, vision, core values, investment in new communication pieces, collateral, etc.
 - Train staff and parking program spokespeople on customer-focused internal and external communications procedures
 - Develop wayfinding signage to help guide customers to parking options. There are natural entry points to the central business district but they are not well signed, leaving both residents and visitors confused about where they can park. Parking garages are also under-signed and with Downtown Stockton’s wide lanes and fast-moving traffic, it is important to provide information that is easy to understand and digest at 35 MPH.



- Partner with existing organizations, like the Downtown Stockton Alliance, on marketing campaigns to help combat the perception that downtown is vacant, unsafe and underutilized. Organizations like the Alliance are experts at engaging community stakeholders and could utilize their networks to keep citizens informed about possible new technologies, programs and policies.
- **Better management of existing parking assets and small operational changes could make an immediately noticeable and positive impact.** Improved management of existing parking assets was seen as the first step to making Downtown Stockton more accessible and friendly to visitors and citizens. The issues mentioned most frequently include:
 - Current monthly pricing – regardless of location, type (i.e., structured or surface) and convenience – is largely the same across all facilities. Consideration should be given to tiered pricing, where the most convenient parking assets are priced higher than the less convenient ones.
 - With a reduction in police officers, enforcement has been inconsistent and stakeholders report feeling “targeted”. Transferring the responsibility of enforcement from the police department to the parking Authority, an idea that was positively received by Police Department representatives, could encourage the use of a “Parking Ambassador” approach, whereby customers are provided information about how to park correctly and information about downtown attractions in addition to just writing citations.
 - Ticket pricing was reported as excessive with a “white zone” ticket costing over \$340. Citations should be used as a tool to discourage frequent scofflaws from taking up valuable on-street spaces however with excessive pricing, infrequent/first time offenders can feel victimized and become wary of parking downtown again.
 - Downtown residents are unsure about where they can leave their vehicles overnight, and while there isn’t an abundance of downtown residential currently, a key component in both the Urban Land Institute report (2012) and Downtown Stockton Strategic Plan (2007) cite downtown residential as a key growth area for Downtown Stockton. Consideration should be given to identifying and leveraging opportunities to share existing parking assets, both public and private, for residential use.
 - Special event venue operators reported that the Arena Garage – one of Downtown Stockton’s newest parking garages – remains largely closed except for Arena events. Stakeholders also reported that some of the garages (i.e., Coy Garage) located in the central business district have inconsistent hours and are often closed in the evenings. People are largely habitual, especially when it comes to choosing a parking option, so it’s challenging to create a sense that Downtown Stockton is open for business if parking facilities have inconsistent hours, signage and policies.
 - A comprehensive analysis of on-street meter time limits is recommended to ensure that meter timing supports the type of business that the meter serves. Meter time limits should also be visible from the curb so that the parker can easily identify how much time that can spend at a meter before they are parked and out of their vehicle.
- **Clear, consistent and transparent communication between the City and downtown stakeholders is needed to rebuild trust.** Nearly every stakeholder group repeatedly mentioned the importance of consistent, clear and proactive communication. People and organizations often stop communicating during times of transition or crisis (i.e., bankruptcy, natural disaster, program building, introduction of new technologies, etc.) 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 key audiences
3. Repetitive and simple

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 rebuilding trust between the City of Stockton and the stakeholders it serves will be critical to the success of not only the parking program’s growth but the overall revitalization of downtown. While stakeholders reported that there was a long way to go to “rebuild trust” in a City government which has experienced “so much turnover”, there seems to be some cautious optimism about the future and a feeling that the “City has progressed, with several good new department heads in place”. 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 to help rebuild trust and “show” that the City is taking citizen feedback into account. As mentioned previously, identifying and activating key City leaders (and organizations like the Downtown Stockton Alliance) can help the City and the new parking authority broaden their reach in a cost-effective way that utilizes existing networks and established communication networks.

- ***To successfully support the city’s larger economic development goals, parking needs a committed champion.*** A consistent message that was heard from stakeholders was that the City needs assistance to manage parking more effectively. Comments about the current parking system operation ranged from “limping along” to “the City does not do a good job”. With the current and future challenges associated with bringing the City of Stockton out of bankruptcy, it is understandable that parking cannot and should not be the City’s top priority. However as one of the most critical economic development issues facing downtown, parking needs to have a committed, full-time and professional champion. While the consulting team has seen downtown associations across the country take larger roles in managing downtown parking, the Downtown Stockton Alliance does not feel that they are ready to take on such as a task at this time. Several stakeholders suggested “outsourcing the parking system” to a private operator and reported that the parking garages, most notably the underutilized Arena Garage, had “been open more under private management”. In addition to the operational standardization and industry knowledge that can come with a private parking operator, the City could also benefit from the increased purchasing power that comes with engaging an operator who has a national presence and often enjoys bulk purchasing power relative to specific parking supplies and equipment. Many communities have seen a real benefit from a public/private partnership management model that includes a private operator working cooperatively with a lean municipal staff and overseen by a public/private body like the Parking District Advisory Board. The City has a real asset in the Parking District Advisory Board and the group is eager to take on a more active role in the revitalization of the parking system. Engaging this board in decisions about how to best structure Stockton’s future parking program would help keep stakeholders actively involved, provide valuable private sector guidance on management and provide another layer of accountability and transparency for the City.
- ***Investment in updated meter technology.*** Public Works officials reported the choice to replace coin-operated meters with a refurbished coin-operated meter, instead of a smart meter option, has resulted in an unsustainable and high-maintenance situation. Public Works goes through “three 5-gallon buckets of batteries per month” just to keep the meters functioning and stakeholders comments that the payment options they would like to see are just not there. As will be addressed in other areas of this report, strong consideration



should be given to replacing coin-operated meters with a credit/debit card enabled solution, with pay by phone/mobile application integration. There was strong support across the community stakeholder groups for a multi-space or kiosk meter option that offers multiple payment options and not one stakeholder interviewed suggested that staying with the current meter system was a viable option.

- **Increased investment in supporting alternative modes and partnership with local/regional transit.** Several stakeholders – both during the public meeting and in individual focus groups – suggested that downtown would benefit from increased investment in alternative modes of transportation. Downtown Stockton presents a walkable and welcoming grid, and with the close proximity to the waterfront, arena and stadium, there are opportunities to increase connectivity for multiple modes through enhanced signage and bike parking options. Increased coordination with RTD was also mentioned, specifically the addition of remote park and ride lots near the downtown area and reinstatement of the RTD trolley. While the consulting team heard that the trolleys had been taken out of service for environmental reasons and that it would be costly to update the vehicles to meet current California emissions requirements, an investment in an amenity like a trolley – that has proven to be a system that works in Downtown Stockton – is far cheaper than building additional parking. It is strongly recommended that long-term consideration be given to either investing in a trolley upgrade and/or inquiring about expanding the existing shuttle service that is provided by the University Plaza Hotel for students and patrons. The University Plaza currently has three shuttles that run between downtown, campus and the mall and downtown businesses reported that the free shuttle has been their “saving grace on the weekend”. A downtown circulator like a trolley provides additional convenience for customers, employees and can encourage a more sustainable “park once and walk” mentality.

The observations and findings included in this section aim to provide important insight and context that can serve as a lens through which recommendations provided in the larger Parking Program Operations and Organizational Assessment can be filtered. It is important to note that representatives from every focus group expressed appreciation that their opinions were being solicited as part of this project. It is strongly suggested that community education and outreach continue as this process moves from planning to implementation.



Characteristics of Effective Parking Management Programs

Kimley-Horn has worked extensively with business districts around the country. Based on evaluating numerous parking systems of various sizes and complexity, Kimley-Horn has identified a set of twenty characteristics, that when combined into an integrated programmatic approach can provide the basis for a sound and well managed parking system. The twenty 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 district and is responsive to the community it serves.

Organization

One area that needs to be addressed immediately in the City of Stockton is the issue of parking program organization. There is a tendency, especially within municipal governments, for parking functions to evolve over time into organizational structures that we have termed “horizontally fragmented.” This means that various parking system components are spread among multiple departments or entities. There are in fact several very effective parking system organizational models, each with its own strengths and weakness depending on several factors such as your parking system’s size, programs offered, political landscape, etc. The four primary successful organizational models are:

- A Consolidated (“vertically integrated”) City Department model
- The Parking Authority model
- The “Contract” or Downtown Association model
- The Parking District model



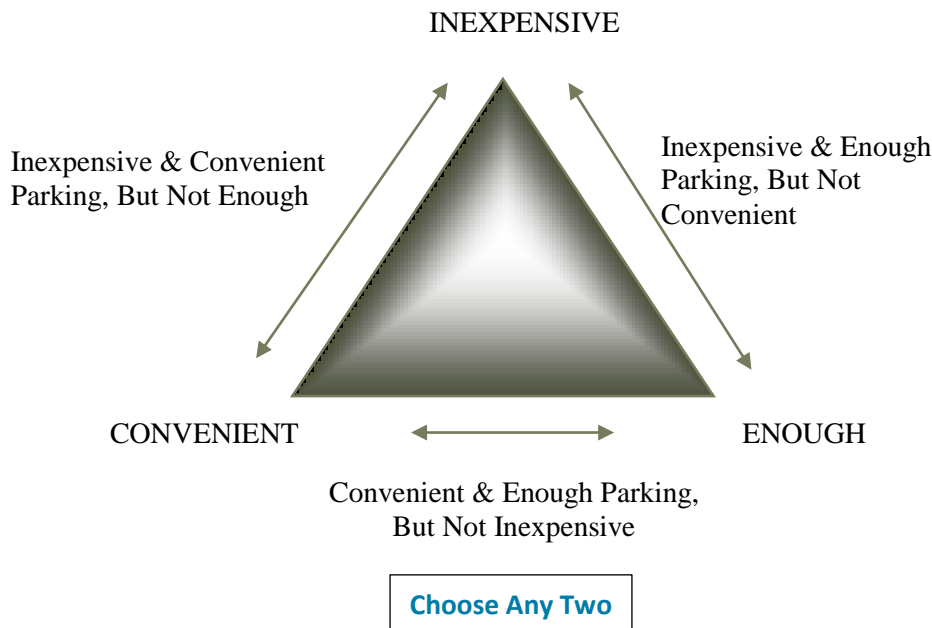
There are of course several variations and hybrids of these models, but these are the four primary alternatives. Each of these models have one common factor that contributes to their success: they all address the major problem associated with the “horizontal fragmentation” described above through a more “vertically integrated” organizational structure.

An entire section is devoted to parking system organizational models and program operating methodologies later in this report.

Parking 101 – Choose Any Two

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. 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?

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



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 average cost to construct a surface lot parking ranges from \$2,500 to \$3,500 per space. Above grade parking structures average between \$20,000 - \$35,000 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.

The following section takes each of the “20 Characteristics” and discusses the important aspects of each.

Characteristic #1 – Clear Vision and Mission

Truly effective parking systems have a clear vision and well-defined mission for the parking system. The development or periodic reassessment of the parking system vision/mission statements should be undertaken as an open and inclusive process involving a wide range of downtown stakeholders. Typically, it is recommended that the following groups be included in the public input process:

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

The development of a parking system’s vision and mission statements should have one overriding goal; to see that the parking system’s purpose and direction are tied to and supportive of the larger district’s strategic development plan. There are a variety of ways that parking can support the health, vitality and sustainability of a downtown or business district. Having a professionally managed parking program that presents clean, safe, attractive and well-maintained facilities is perhaps the most visible dimension. Other attributes include providing an adequate supply of parking overall and the appropriate allocation and management of those resources to best support the various businesses that depend on these resources for their success. Successfully meeting these goals promotes downtown business retention and attraction.

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



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

Characteristic #2 – Parking Philosophy

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

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

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

1. 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.

2. 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 concept that, especially in America, what customers are actually purchasing is “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? At the hospital where I used to work, we extended the look and feel of the new bed tower lobby (marble, glass, air conditioning, etc.) into the parking structure elevator lobbies to extend that welcoming experience out into the parking environment. Similarly, the more extensive customer service training provided for hospital reception desk staff was also required for parking attendant and valet parking staff.

3. Parking Is the First And Last Experience

Building on the concept above is an appreciation of the fact that most of our customer’s 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, while downtown, 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.)

4. Parking Should Be Friendly, Not Free.

There is no such thing as "free parking." Someone somewhere is paying for it. 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 is 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, rents 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.

5. 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 tenants that should be considered:

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

One of the key planning tools that parking departments often overlook or don't understand is land-use data. Successful parking systems develop relationships with city or regional planning agencies so that valuable land-use data, information on proposed developments, downtown planning maps, etc. can be obtained and used in crafting parking planning strategies. When reviewing a strategic parking plan I look 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 e.g., 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 “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 I often find 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?

Another component of the evaluation process is to identify the program elements for which the parking system will be responsible. **Error! Reference source not found.** 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 and Accounting	Develop Consolidated Financial Reporting System
Manage Parking Facilities	Special Events Parking Management
Contract Management	Parking Resource Allocation
Marketing/Promotion/Information	Rate Setting
Parking Planning and Coordination	Residential Parking Permit Programs
Parking Facility Development and Construction	Special Program Development
Community Outreach & Education	Service and Information Center (Parking Hotline)
Equipment and Technology Specifications	Wayfinding and Signage
Equipment and Technology Maintenance	Customer Service Programs
Parking Enforcement	Validation Programs
On-Street Parking Management	Valet Parking Programs
Meter Collections and Maintenance	Parking and Transportation Demand Management
Employee Parking	Facility Safety / Security / Risk Management

Table 5.

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 Manager (CPM) certificate 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. The California Public Parking Association (CPPA) has a very strong and affordable program including an annual conference.



- 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 O.

Characteristic #7 – Safety, Security and Risk Management

The importance of providing a safe environment in your parking facilities cannot be overstated. 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. A security audit of all facilities is highly recommended. Appendices L and M provide more detail on parking facility security audits.

The concept of “Crime Prevention through Environmental Design” (CPTED) provides useful tenets for architects, facility planners, designers, and 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.
- Insure that all your facilities are well lit 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

The 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 often incapable of being totally self-supporting if they must carry the burden of bond debt for structured parking. 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-of 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.
- 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
- Insuring 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. In recent years the advent of newer, more energy efficient lighting and power management systems have been developed that can also provide significant savings. Special programs from the power companies can also help reduce the costs associated with lighting system upgrades.

Another area worthy of investigation is staffing costs in smaller lots or in 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.

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:

1. Housekeeping – This work is typically conducted by in-house staff and consists of basic cleaning, sweeping, slab wash downs, etc. “Housekeeping” includes items such as:
 - Sweeping of the stairs, elevator lobbies and floors on a regular basis
 - Trash collection on a periodic basis
 - Slab wash downs on a semi-annual basis
 - Floor drain cleanout (including sediment basket cleanout)
 - Cleaning of stair enclosures (stair, elevator, and storefront glass)
 - Cleaning of doors, doorframes and glass on a periodic basis
 - Cleaning of signage, light fixture lenses, elevator floors, doors, walls, parking equipment, etc. on a periodic basis
 - Cleaning of restrooms, cashiers booths, offices, etc. on a regular basis
 - Daily walkthrough of the facilities by operator to confirm that housekeeping is being performed.

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

- Landscaping
 - Maintenance – leaves, lawn, trees
 - Plantings (annual)
 - Fencing – posts, chains, etc.
 - Planters
 - Irrigation Systems
- Painting – spot or seasonal painting
- Parking Equipment Maintenance
 - Ticket Issuing machines, card readers, computers, booths, gates, etc.
 - Annual maintenance contract with equipment supplier
 - It is anticipated that parking equipment will be replaced every 7 to 10 years
- Fire Protection
 - Maintenance Contract is anticipated
 - Drain periodically
 - Testing (twice per year)
- Lighting – It is anticipated that the lamps should be replaced every 2 to 3 years
 - Fixture repair and isolated replacement included in operations
 - Fixture replacement every 20 years (included in Capital Expenditures)
 - Lens Replacement every 6 years (with lamps, included in operations)
 - Lamp replacement on an as need basis – Operator should schedule lamp replacement by level to maximize light effectiveness, and to maintain economy (Note: Lamp intensity depreciates significantly,



well before burnout)

- Elevators – Elevator service contract and maintenance / repairs are generally provided by an outside maintenance firm
 - Periodic cleaning of equipment will be reviewed
 - Important to provide maintenance to reduce breakdowns
 - Electrical / Mechanical / Plumbing Maintenance
 - Offices / Restrooms / Cashiers Booths
 - HVAC
 - Exhaust Fans
 - Plumbing fixtures
 - Hot water heaters
 - Lighting
- Electrical Equipment – General and emergency cleaning / maintenance
- HVAC Equipment – General and emergency cleaning / maintenance
 - Mechanical ventilation
 - Elevator tower ventilation system
- 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 / Deicing

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
- HVAC – Office, Restroom and Elevator HVAC repairs
- 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 \$400 to \$600 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 Branding, 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 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 or the community– “Easy Park,” “Park Cedar Rapids” 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 number, 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 automatic Vehicle Identification (AVI)



- 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 a 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 programs can provide include: coordination services, parking promotions, special rates, restricted 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 be 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 to contact regarding parking enforcement citations, towing, etc.. 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 on signs and notices
- Define how enforcement revenues are to be collected and used
- Define who sets enforcement policies
- Have a clearly stated process for adjudicating parking citations. Adjudication should not be done by the agency issuing 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 federal pre-tax benefit options
- Promote carpool/vanpool programs by offering rideshare matching services
- 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.



Parking System Organizational Options

Parking System Organization and Management

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 an assortment of support staff. The defining characteristic of this model is that the department director has complete responsibility for the management of all parking related program elements. The primary elements of these being:

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

There are numerous other related areas that can be included:

- Transportation demand management (Trip Reduction Programs, Preferential Parking for Car/Van Pools, transit programs, etc.)
- Parking system branding, marketing, and community outreach.
- Implementation of new technologies.
- Parking system planning (e.g., 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 also has developed a program to promote effective coordination and collaboration with the owners of private parking to better support evening restaurant parking demands and for special events. Another feature arising from this integrated approach is that the city is currently embarking on a parking technology assessment. A key feature of this assessment is to identify technology options that could link on-street/enforcement systems (Auto-Vu LPR enforcement technology/T-2 systems software) with



the next generation of off-street parking equipment and potentially new on-street multi-space meters.) This type of creative and integrated thinking is more common in systems with a vertically integrated organizational structure.



The Parking Authority Model

Parking authorities typically operate with a small staff and engage a private parking operator to manage day-to-day operations. One advantage of the Parking Authority model, especially in a municipal setting, is that it puts all the major parties at the same table through the mechanism of a governing board. Having a board made up of engaged stakeholders promotes a deeper appreciation for the complexity of parking issues and the sometimes conflicting nature of the needs of various constituencies.

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, only a few small surface parking lots. In Tempe, the need for a coordinated parking system solution



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



The Parking District Model

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

The characteristics of a parking district include:

- They typically have a defined area with set boundaries.
- They may have a special assessment that applies to all properties within the district.
 - This revenue generally goes toward defined district improvements, but could be restricted to parking or transportation related projects.
- They are generally run by an Executive Director or President (although some are run by city department heads).
- All revenues are collected and managed by the district for reinvestment in the district.
 - In some cases, if revenues exceed operational or capital program needs, the additional funds are returned to the city’s general fund.
 - In other cases, the city assesses the district a fee based on a percentage of net revenues in-lieu of not assessing property taxes on the parking facilities. This money goes to the city’s general fund.
- Revenue sources typically include:
 - Special assessment revenue (if applicable).
 - Off-street parking revenue.
 - Could include miscellaneous revenue sources such as: advertising (in parking structures), vending machines or retail space rental (mixed-use parking facilities).
 - Could also include special event parking revenue.
 - On-street parking revenue.
 - Parking enforcement revenue.



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

- Funding of the Eco-Pass Program - \$700,000 for 2006.
 - This program gives all downtown employees a free bus pass and contributes to a 62% modal split among downtown employees (reducing parking demand).
- Repayment of a \$3.4 million Mall Improvement Bond - \$500,000/yr.
 - This is a good example of the parking program contributing to community economic development.
- Payment of Parking Structure Debt Service Obligations.



- Parking district revenues fund the development costs of downtown public parking structures as well as all parking operating and maintenance costs.
- One of the more impressive parts of this program has been the leadership in defining appropriate design guidelines for parking structures.
 - Only mixed-used structures are permitted.
 - They must incorporate street level retail and be architecturally consistent with the downtown fabric. Some have been multi-modal in nature – integrating transit functions with parking.



The Professional Services Model

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

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



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

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



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

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

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

Communities beginning to implement this approach include the City of Beverly Hills 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 Alliance in support of downtown business needs
- The Parking Management Collaborative will strive to promote superior, customer oriented parking programs and parking facility standards.
 - Parking planning and coordination will be important functions related to understanding and responding to both the current and future parking needs of uptown users.
 - The diverse needs of various user groups will be considered, including visitors, employees, employers, property owners and parking management firms, through active planning, coordination and communications.
 - The Parking Management Collaborative shall be considered an integral component of the community's economic development strategies and programs.

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

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





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

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

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

The Eco-District Model

EcoDistrict 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 EcoDistrict is a neighborhood or district with a broad commitment to accelerate neighborhood-scale sustainability. EcoDistricts 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 “Parking 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 EcoDistricts Initiative focuses on removing these implementation barriers and creating an enabling strategy to accelerate neighborhood-scale sustainability. This parking program reorganization could be an opportunity to introduce this approach in Salt Lake City in an innovative way.

The EcoDistricts 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 EcoDistricts 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 EcoDistricts 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 EcoDistrict development

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



Parking System Operating Methodologies

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

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

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

Self-Operation

Self-operation of the parking system requires that the owning entity provide all the necessary employees (e.g., 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.

RECOMMENDED ORGANIZATIONAL OPTIONS

Kimley-Horn recommends a hybrid option for the City of Stockton that merges the Parking Authority model with the Professional Services model described above. Both of these options include the outsourcing of day-to-day parking operations. The City of Stockton should work to create a vertically integrated downtown parking system. This would entail transitioning the parking enforcement function from the Police Department under the new parking authority. A parking planning function is also recommended within the parking authority. This would not replace the current functions of the City Planning Department, but would simply place a focus on parking planning within the authority to promote enhanced parking planning and collaboration.



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 Stockton. Included in this section are the following elements:

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

The parking program recommendations detailed later in this report were developed to support this draft set of program vision and mission statements and guiding principles.

Draft Vision Statement:

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

Draft Mission Statement:

“The Stockton 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 Parking Program Guiding Principles

The goal in crafting these program guiding principles is to develop a comprehensive approach to parking management for the City of Stockton 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 as well as the general public. They will also serve as a foundation for near and long-term decision-making relating to parking management and development in the downtown.

Draft Guiding Principle Categories:

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

Organization & Leadership

Economic Development

Leveraging Technology

Statements better defining each of the ten draft guiding principles are provided below.

Accountability Financial Mgmt.

Parking Management
BEST PRACTICES

Effective Management

Customer Service

Communications Marketing Promotion

Planning /Urban Design Policy

Integrated Access Mobility Mgmt.

Sustainability



Guiding Principle #1

ORGANIZATION/LEADERSHIP

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

- Managing on-street parking
 - Managing City owned off-street parking
 - Coordination with privately owned off-street parking
 - Parking enforcement/citation management and adjudication
 - Parking planning and development
 - Parking 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 Stockton 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 Stockton 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 Stockton parking management program will assume a leadership role in developing public policies that support parking and access management as a key element of the downtown economic development strategy.
- It is envisioned that the Stockton parking management program will work in partnership with the City Economic Development office 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 Stockton parking management system will leverage technology solutions to enhance customer service, improve operational efficiencies, and provide enhanced parking management data.

- 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 Stockton parking management system shall have an active and comprehensive planning function.

- The Stockton parking management system will be included in all strategic and transportation planning efforts.
- The parking management system will work with City 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 Stockton 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, water transport 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 can be self-supporting and sets aside funds for maintenance reserves and future capital asset funding.



Guiding Principle #5

EFFECTIVE PARKING MANAGEMENT/ACCOUNTABILITY

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

- The Stockton 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 managed by the Stockton parking authority maintain a community developed set of parking facility standards. Public parking 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 easier to navigate and more inviting.

Guiding Principle #6

CUSTOMER SERVICE ORIENTATION

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

- The Stockton parking authority 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.
- Responsiveness to community needs, openness to fresh ideas and active participation in community planning and events will be among the ongoing goals of the parking management organization.
- One major goal of the Stockton parking authority will be to create a parking program that is easy for visitors



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.

Responsiveness to the Needs of a Diverse Customer/Citizen Base

- The Stockton parking authority 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

COMMUNICATION/BRANDING/MARKETING and COMMUNITY EDUCATION

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

- 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 Stockton parking management system will develop an effective branding program.
- In addition to web-based information, the Stockton 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 Stockton parking management system will work closely with the Downtown Stockton Alliance, 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 existing debt obligations, maintenance reserves and future capital asset funding.
- By aligning approved parking revenue streams from on-street, off-street, enforcement and special assessment fees, 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 Stockton parking management system will support a “Park Once” philosophy and a balance of travel modes, including bus, vehicular, bicycle, water transport, and pedestrian, to meet community-wide access goals.

- 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” parking 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 will be explored and supported.
- Sustainability will be an integral part of the day-to-day operations of the Stockton parking management system.



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 progressive and comprehensive parking management strategy for the City of Stockton.

The primary action items are the most critical for establishing the program framework and setting the new direction. 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.

Immediately following the recommended action items below, is a section entitled “Recommended Implementation Strategies”. This section is intended to provide guidance on specific implementation approaches related to key action items.

Primary Action Items

The following actions are necessary first steps toward developing a more robust and effective parking program for Downtown Stockton. These initial steps are needed to establish the new management structure and to begin to build the systems needed to achieve the goals of providing a sustainable and self-supported parking program for the community. This required investment is needed to develop a parking program with the basic 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. It will also enhance program revenues to help ensure repayment of bond debt. All planning efforts to date agree that an effective public parking system will be an important element in the revitalization of Downtown Stockton.

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 resolutions, supporting articles, 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

Recruit and hire an experienced parking program administrator

- Recruit and hire an experienced parking professional to lead the new parking authority.
- An extensive document is provided (Appendix C) that includes a recommended position description, salary ranges and sample parking administrator position descriptions from around the country.
- While the engagement of a professional parking management firm to oversee day-to-day program operations is also a key recommendation, having someone at the helm on the City team to provide direction, policy development and contract administration, etc. is also critical.
- Retain parking management as an operational unit under Economic Development within the City organizational structure. Parking is located in many different areas of city government around the country. The most common locations are Public Works, Finance, Police or Facility Services. However, in recent years more and more municipal



organizations are transferring parking management either to Economic Development or in some cases out of the City structure and into groups such as Business Improvement Districts or Downtown Development Authorities. While these options were considered by the consultant team, leaving parking under Economic Development is recommended in this case.

- Because of the critical nature of certain operational changes the City may wish to hire an experienced interim manager or a consultant firm while determining to appropriate classification and other issues with respect to the new full-time management position, and recruiting this individual.

Primary Responsibility:

City Economic Development Department, City Manager, City Council

Key Partners:

Related City departments such as Police, Public Works, Planning, Finance, etc. Parking Advisory Board, NCFG and the Downtown Stockton Alliance

Timeframe:

Begin refinement of the position description immediately upon approval of this parking plan, and begin recruitment ASAP. Target a goal of having the new position filled by August 1st, 2014.

Supportive Documents/Tools Provided:

Appendix C - Parking Administrator - Position Description

Primary Action Item #2

Engage a professional parking management firm to oversee day-to-day program operations

- Engaging the services of a professional parking management firm will provide a range of important benefits to elevate the performance of the City of Stockton parking program. It is envisioned that a new parking management firm will provide the following services/benefits to the City.
 - Improved operational expertise and facility management tools
 - Enhanced revenue control policies and practices
 - Development of a robust set of standard operating policies/procedures and enhanced staff training and development tools
 - Introduction of enhanced customer service programs
 - Assistance in new technology implementation and the development of new cash control policies and operational procedures related to new technology (This should be an explicit requirement in the RFP.)
 - Potential assistance in leveraging better pricing related to new equipment purchases due to national contracts with equipment vendors
- It is recommended that the City develop and issue a Request for Proposals (RFP) to procure parking management services.
 - The first recommended step in this process is to develop a comprehensive draft parking management services agreement. A sample agreement is provided for the City's use as a starting point (Appendix D)
 - The draft management agreement becomes the basis for the parking management RFP
 - Incorporation of the parking enforcement function will increase the size of the contract and will make the RFP more attractive to potential vendors. It is also expected to generate increased parking authority revenues.



- It is important that this management agreement and RFP process be executed properly. Typically, this process can take up to 3 months from beginning to end.

Primary Responsibility:

City Economic Development Department, City Manager, City Purchasing

Key Partners:

City Finance Department, NPMG, Parking Advisory Board

Timeframe:

Complete RFP process and vendor selection by the 3rd Quarter of 2014

Supportive Documents/Tools Provided:

Appendix D - Draft Parking Management Agreement

Primary Action Item #3

Transfer the parking enforcement function from the Police Department to the new Parking Authority and incorporate parking enforcement duties into the responsibilities of the new parking management firm

- Part of the goals related program restructuring is to create a more vertically integrated parking management structure. Within parking programs this typically means having one entity manage all the primary operational areas including on-street parking, off-street parking and parking enforcement (at a minimum).
- It is important to note that the Police Department will still retain the ability to enforce parking (both within the Parking District boundaries and city-wide) especially related to safety and traffic flow issues, but the primary responsibility for parking enforcement within the Central Parking district boundaries will be managed by the new Parking Authority (through contract with the professional parking management firm).
- A critical review of the number of Parking Enforcement staff will be needed. The positions have been cut in recent years, but as these positions should more than pay for themselves, an increase in these positions will be “revenue positive” for the system.
- The primary benefits anticipated by this recommendation include:
 - An improved focus on parking enforcement leading to increased citation revenue (It was noted during the program review that parking enforcement revenues have been declining in recent years to due to a decrease in citations issued.)
 - This shift frees up Police staff from parking enforcement duties, allowing them to better focus on public safety and law enforcement priorities
 - It is recommended that a new “parking ambassador” type approach to parking enforcement will be implemented.
 - Tools to improve parking enforcement operations are proved as part of this report (See Appendices E and F for a specific parking enforcement operations manual and an enforcement program audit checklist.)

Primary Responsibility:

City Economic Development Department, City Manager, City Council

Key Partners:

City Police Department, NPMG, Parking Advisory Board, City Attorney (Review potential legal issues related to outsourcing of municipal enforcement functions under CA state statutes).



Timeframe:

Parking Technology RFP issued by the 3rd Qtr. 2014, New Technology Implementation Strategy Completed by the 4th Qtr. 2014 Implementation 1st quarter 2015

Supportive Documents/Tools Provided:

- Appendix E - Parking Enforcement Audit Checklist
- Appendix F - Sample Parking Enforcement Handbook

Primary Action Item #4

Invest in new on-street and off-street parking technology and increase on-street rates

- 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.
- On-street parking meter upgrades have the greatest potential for achieving the stated goals above. 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) is accompanied by a 20% – 35% revenue increase. This is largely due to credit card acceptance and customers paying for the maximum allowed time to avoid the potential of getting a citation.
- Pay-by Cell Phone/Mobile APPs is another payment option that the City should consider due to the very tangible customer benefits that this option provides.
- The Parking Authority should develop an RFP process for meter replacement as a first step to get a range of options and associated pricing. 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 as is financially feasible. 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.
- Investments in more automated off-street parking technologies such as Pay-by- space units will also be important as they will allow a reduction (not elimination) in parking lot staffing.
- Both on and off-street technology upgrades will also lead to improved efficiencies by reducing the need for daily meter collections (just-in-time-collections), reduced number of meters (if multi-space meter are chosen), enforcement route optimization based on improved management data from the meters, etc.
- With 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, increasing on-street parking rates by \$0.50/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 comprehensive analysis of on-street meter time limits is also recommended to ensure that meter timing supports the type of business that the meter serves. Meter time limits should also be visible from the curb so that the parker can easily identify how much time that can spend at a meter before they are parked and out of their vehicle.

Primary Responsibility:

City Economic Development Department, City Manager, City Council

Key Partners:

City Finance Department, NPMG, Parking Advisory Board



Timeframe:

Parking Technology RFP issued by the 3rd Qtr. 2014, New Technology Implementation Strategy Completed by the 4th Qtr. 2014 Implementation 1st quarter 2015

Supportive Documents/Tools Provided:

Appendix G - Parking Meter Technology Whitepaper

Primary Action Item #5

Adopt new program vision and mission statements and recommended parking program guiding principles in concert with implementation of recommended 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 program strategic framework.
- It is recommended that the new Parking Authority director in collaboration with the City’s Economic Development Director and the Parking Advisory Board 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, the Downtown Stockton Alliance 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 Parking Advisory Board and City Council is recommended.
- To further promote program development, a document containing an extensive collection of Parking Management Best Practices has been provided to the City as part of this study. It is recommended that this document be reviewed to identify additional program enhancements going forward.
- Also included is a white paper of parking facility security.

Primary Responsibility:

City Economic Development Department

Key Partners:

Related City Departments, Parking Advisory Board and the Downtown Stockton Alliance

Timeframe:

Complete by July 2014

Supportive Documents/Tools Provided:

Appendix H. - Parking Management Best Practices

Appendix L - Parking Facility Security White Paper

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

- Tours of City parking facilities revealed that while some City facilities appeared to be better maintained than others, in general, there is still much room for improvement in this area. Many of negative comments received during the stakeholder engagement process related to facility maintenance. 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.

- An important and largely missing aspect of the City of Stockton 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 2014. 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.
- Have the new parking management firm develop a comprehensive facility maintenance plan within the first 6 months of being under contract. The maintenance plan should be in conformance with National Parking Association guidelines. A recommended parking facility maintenance scope and schedule are provided as Appendices I and J.

Primary Responsibility:

City Economic Development Department/Parking Authority

Key Partners:

City Engineering and Public Works Departments, City Finance Department

Timeframe:

Develop a comprehensive facility maintenance plan by the end of 2014. Conduct facility condition appraisals as noted above. Develop a policy regarding maintenance reserves by 3rd Qtr. 2014

Supportive Documents/Tools Provided:

- Appendix I – Parking Facility Maintenance Manual
- Appendix J – Parking Facility Maintenance Schedule

Primary Action Item #7

Conduct a thorough review of existing parking lots leases and how leased lots and other parking assets are used, specifically examine the usage of the Arena Garage and why it is not used except for special events

- Based on a review of the existing parking lot leases there is a wide range costs and considerable variances related to terms and conditions. While we understand that each lease negotiation is unique, it is recommended that consistent guidelines regarding the leasing of parking be developed going forward.
- Of particular concern is the fact that for several of the leased lots, their utilization is intermittent and largely related to special events. The surface lots near the Ports ball park are good examples. With the availability of the new arena garage, it appears that the leasing of these spaces may be unwarranted. Cancelling these leases could generate substantial savings.



- It is recommended that the new parking director critically review the need for all leased lots as well as how these resources are currently being used. If a compelling case cannot be made for the continued use of these lots, then an investigation into how these leases can be terminated should be conducted.
- Several comments were noted during our focus groups questioning the utilization of the Arena Garage. During all of our multiple days on site, the consultant team never saw the Arena garage opened or used at all except for one event held at the Arena. It is recommended that policies regarding to use of this asset be reviewed and new policies be developed to allow greater facility utilization and resulting in increased revenue generation. One specific request that the garage be made more available came from the University Plaza Waterfront at 110 W Fremont Street. They noted several occasions when they were hosting weddings and parties that they would love to be able to send their guest to the Arena Garage even if they had to pay.

Primary Responsibility:

City Economic Development Department/Parking Authority

Key Partners:

The Arena, The Ports, University Plaza Waterfront

Timeframe:

Development of new policies and guidelines related to leased parking should be completed by the 3rd Qtr. of 2014

Supportive Documents/Tools Provided:

N/A

Primary Action Item #8

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. Appendix K is a Kimley-Horn white paper on the topic of “Parking as an Economic Development Strategy”.
- Specific recommended parking planning activities include: on-going monitoring of parking supply/demand on a facility/lot specific basis. 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. Better management data derived from the recommended new technology upgrades will make this process easier to implement.
- New on-street parking meters will also provide the Parking Authority 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.
- While considered a very important recommendation, this action item should be considered secondary to the more immediate and pressing recommendations that precede it in this strategy.
- Many of action items 1 – 7 above would be component elements of a comprehensive parking planning process, so to some extent the recommended process has already begun, however the creation of formal parking plan that is reviewed and updated on an annual basis is what is envisioned in this recommendation.



Primary Responsibility:

City Economic Development Department/Parking Authority

Key Partners:

City Planning Department

Timeframe:

Leverage the current action plan to begin developing a more formal planning process. A parking plan process should be fully developed by the end of 2015.

Supportive Documents/Tools Provided:

Appendix K – Parking as an Economic Development Strategy

Primary Action Item #9

Develop a New Parking Program Brand and Marketing Program

- Create a parking program name, logo and brand identity including (letter head, forms, envelopes, parking citations, etc.).
- Develop consistent standards for parking program branded facility signage.
- Develop wayfinding signage to help guide customers to parking options
- Train staff and parking program spokespeople on customer-focused internal and external communications procedures
- Leverage social media to improve community feedback and information dissemination.
- Develop an enhanced parking program website.
- Develop a strategic communication plan designed to improve overall parking program communications with its wide range of community stakeholders.
- Partner with existing organizations, like the Downtown Stockton Alliance, on marketing campaigns to help combat the perception that downtown is vacant, unsafe and underutilized.
- Consider the development of Annual or Bi-Annual Parking Report. An example of parking program annual report is provided in Appendix M.
- A wide range of potential program marketing and branding strategies from around the country is included in Appendix N.

Primary Responsibility:

City Economic Development Department/Parking Authority

Key Partners:

City Communication Department, City IT Department

Timeframe:

Develop a parking brand and marketing program by the end of 2015.

Supportive Documents/Tools Provided:

Appendix M – Parking Annual Report from the Missoula Parking Commission

Appendix N – Parking Marketing and Branding Strategies Presentation



Secondary Action Items (no priority order)

Action Item #S1 – Stakeholder “Report Cards”

The Stockton Parking Program should develop Strategic Parking and Transportation Action Plan “Report Cards” or updates to keep community stakeholders informed and educated. 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 #S2 – Annual Supply/Demand - Update

Conduct parking supply/demand surveys of the downtown core on an annual basis. Keep up with changes in supply and land-uses on an on-going basis.

Intended Results:

On-going monitoring of parking supply, demand and utilization is a basic parking planning and management function. Assessment of employee, visitor, residential, special event and other demand categories should also be reviewed. Planning for development and funding of future parking supply is a critical parking planning function.

Action Item #S3 – Integration with Other Transportation Modes

Evaluate opportunities to integrate bike and other transportation elements into parking facilities.

Intended Results:

Consider all opportunities to integrate parking and transportation elements. Be seen as an active, collaborative partner in helping integrated access management programs reach their full potential.

Action Item #S4 – 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 sports or cultural 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.



Intended Results:

Have well-developed options and plans for accommodating special events.

Action Item #S5 – Parking/Access System Benchmarking

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

Examples of recommended parking program benchmarks might include:

1. Total operating cost per space
2. Total revenue per space
3. Total operating costs per parking department FTE
4. Total revenue per parking department FTE
5. Surface parking spaces as a percent of total spaces
6. Structured surface parking spaces as a percent of total spaces
7. On-street parking spaces as a percent of total spaces
8. Administrative cost per space
9. Administrative costs as a percent of total costs
10. Security costs per space
11. Security costs as a percent of total costs
12. Enforcement costs per metered space
13. Enforcement costs per citation Issued
14. Percent of citations collected vs. citations issued
15. Citation revenue per citation issued
16. Total maintenance cost per space
17. 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.

Action Item #S6 – Parking Facility Warranty Management

Collect all parking facility warranties into a three ring binder. 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 #S7 – Energy Saving Options in Parking Facilities

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. Evaluate other parking facility energy reduction systems. Evaluate new parking facility lighting systems for enhanced illumination and possible energy savings.

Intended Results:

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

Action Item #S8 – Develop an Internal Parking Program Operations Manual

As a primary staff training tool, develop a parking operations manual. Many systems have a separate manual for each facility or one common manual with individual facilities each given a chapter. Note: A sample parking operations manual will be provided upon request.

Intended Results:

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

Action Item #S9 – Develop Internet Based Payment System Options

Investigate feasibility and financial impacts of creating internet-based payment options.

Intended Results:

Provide a higher level of customer service by expanding the number of convenient payment options. Allow customers the ability to pay monthly parking, recharge smart-cards, pay "parking due" notices, pay parking fines, etc. via the internet.

Action Item #S10 – Develop a Specific Program that Defines Potential Economic Development Incentives Relative to Parking

Parking can be an effective tool in the promotion of economic development objectives. Develop specific guidelines for how, when and under what specific conditions that parking will be used to incent economic development projects. Develop a checklist tool promote and apply parking and economic development opportunities.

Examples might include:

- Waiving parking requirements for prioritized types of development.
- Building parking in conjunction with desirable public/private mixed use development projects.
- Defining a public investment protocol for parking and other infrastructure development (for example Boise Idaho has a 5:1 investment ratio strategy)
- Providing parking management expertise and planning as part of the initial project development process (amount of parking needed, available parking in the area, operations/management consulting, etc.)



Intended Results:

To incentivize targeted development projects that is in alignment with downtown master plan goals.

Action Item #S11 – Promote Public/Private Partnerships Related to Future Parking Structure Development

If a new development is proposed in an area of the City that needs additional transient or monthly parking, work with the private developer to incorporate the needed public parking into the project. The parking program would pay for the public parking spaces, but both parties could potentially benefit from sharing the costs of foundations and other common design elements (compared to the cost of constructing two separate projects). Additional shared parking benefits might also be realized depending on the specific land-uses.

Intended Results:

Reduced construction costs. Provide addition of needed parking resources in strategically appropriate locations.

Action Item #S12 – Update Downtown Wayfinding/Signage System

Access to and around downtown could be improved with a comprehensive downtown wayfinding and signage program. Strategic integration of parking and transportation elements is critical to this system’s success.

Intended Results:

Provide both vehicular and pedestrian wayfinding assistance to improve the accessibility and ease of movement in and around downtown. Getting cars off the streets and parked more quickly and efficiently also reduces traffic congestion and pollution thus contributing to program sustainability goals.

Action Item #S13 – 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 an updated Downtown Association website.

Intended Results:

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

Action Item #S14 – Marketing Tie-ins for Parking to Special Events

Work closely with the Downtown Stockton Alliance 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.



Implementation Strategy Recommendations

Ideally, the City would first recruit and hire an experienced parking professional with the skills and experience to guide the program through this time of significant transition. However, the need to expedite several of the primary action items to accelerate needed system revenue enhancements may drive the City to consider engaging outside assistance. City hiring practices and following defined labor reclassifications can take time. The process for developing a comprehensive and detailed Request for Proposals to engage a qualified parking management firm can typically take several months. The same is true for the development of an RFP for the procurement of new parking technology.

Should the City or NCFG desire to expedite the implementation of the recommendations of this study, having an experienced advisor during this critical transition time will be important. If the decision is made to move forward on certain tasks prior to securing the new parking program director, the following suggestions are offered.

1. Outsource the development of Parking Management RFP process. (Note: Kimley-Horn was engaged on an on-call services basis and this study was completed under a task order. Our contract allows for additional task orders as needed and this is a service that we often provide our clients.)
2. Outsource the development of the new parking technology RFP process. This is also a service that Kimley-Horn could provide on a task order basis.
3. Authorizing both of these activities simultaneously are recommended (in parallel with the recruitment process for a new director) for the following reasons:
 - a. The Equipment RFP is a critical task in that prior to being able to create a new parking authority investment strategy pricing for the new technology options must be in hand.
 - b. Once equipment pricing has been received from various vendors, only then can specific investment options be carefully weighed and considered. This is a critical step in the program development process.
 - c. Strategic investment decisions will be required to maximize the potential return on investment. Consider the following choices that need to be made:
 - i. Should all 1,100 single space meters be replaced immediately?
 1. If not, what are the alternatives?
 2. Which technology will best meet both the short and long term goals of the City?
 3. Which alternative or combination of alternatives will provide the best return on investment so as to generate additional revenue to spur additional investment?
 - ii. Should all small surface lots be automated immediately?
 1. Compared to meter replacement which investment will generate the greatest return?
 - iii. The timing of other factors is also important. What good is obtaining the pricing information via an equipment RFP process to make informed investment decisions if the system does not have the expertise to effectively implement the new equipment and establish the proper management procedures required to effectively manage the new system?
 - iv. Thus, it is also important that the selected parking management firm be in place prior to the equipment purchase to ensure a smooth and effective implementation and new technology introduction process.
 - v. The right parking management firm can also be a valuable asset in the assessment and potentially the procurement of new technology.



APPENDICES

- Appendix A - City of Stockton Project Kick-off Meeting Notes 12-18-2013*
- Appendix B- City of Stockton Project Trip #2 Meeting Notes 02-2014*
- Appendix C - Parking Administrator - Position Description*
- Appendix D - Downtown Parking District Sample Management Agreement*
- Appendix E - Parking Enforcement Audit Checklist*
- Appendix F - Sample Parking Enforcement Handbook*
- Appendix G - Parking Meter Technology Whitepaper*
- Appendix H - Stockton Parking Management Best Practices - Tool Box*
- Appendix I - Parking Facility Maintenance Manual*
- Appendix J - Parking Facility Maintenance Schedule*
- Appendix K - Parking as an Economic Development Strategy*
- Appendix L - Parking Facility Security White Paper*
- Appendix M - Sample Parking Annual Report*
- Appendix N - Parking Branding and Marketing Best Practices*
- Appendix O - Recommended Reading List 2014*