



Meeting: Ashland Downtown Parking and Multi-Modal Circulation PAC Meeting

Date: December 2, 2015

Time: 3:30 PM – 5:30 PM

Location: Council Chambers, 1175 East Main Street

- I. Public Comment (Public)** (15 minutes)
Note: Written comments may be submitted
- II. Minutes approval – November** (5 minutes)
- III. Review Downtown Strategic Parking Management Plan (v3 draft)** (60 minutes)
- IV. Comments to move Plan to Final Draft** (25 minutes)
- V. Next Steps – Outreach, Public Input, City Process** (15 Minutes)

**ASHLAND DOWNTOWN PARKING MANAGEMENT & CIRCULATION AD HOC ADVISORY COMMITTEE
MINUTES
November 4, 2015**

These minutes are pending approval by this Committee

CALL TO ORDER The meeting was called to order at 3:37 p.m. in Council Chambers, 1175 East Main St.

Regular members present: Pam Hammond (arrived at 3:37; left 4:46), Dave Young, Marie Donovan (arrived at 3:45), Lynn Thompson (arrived at 3:37), Michael Dawkins, Joe Graf, John Fields, John Williams, and Joe Collonge

Regular members absent: Emile Amarotico, Cynthia Rider, and Lisa Beam

Ex officio (non-voting) members present: Bill Molnar, Katharine Flanagan, Michael Faught, Rich Rosenthal (left at 5:22), Sandra Slattery and Lee Tuneberg

Ex officio (non-voting) members absent: Mike Gardiner, and Pam Marsh

City of Ashland Staff members present: Tami De Mille-Campos

ANNOUNCEMENTS

None

Young asked if Mike Gardiner is still a part of the committee as he hasn't attended a meeting in a very long time. Faught said he would follow up regarding that.

APPROVAL OF MINUTES

Minutes of September 2, 2015

There was some confusion regarding the context of the minutes in a few sections. Young pointed out that Mary McClary had done the minutes and wasn't present so we aren't entirely sure but staff feels some of the information was pulled from the PowerPoint. Young pointed out a few corrections to verbiage and corrections were made. The committee agreed to the corrections Young mentioned.

Minutes approved as corrected.

PUBLIC FORUM

None

REVIEW 18-36 MONTH PARKING STRATEGIES

Williams shared that the draft plan included in the packet begins to detail the first 18 months. Hopefully that gives a sense of how each step is detailed out. He said today the committee would review the 18-36 month plan, which would be mid to long term strategies.

18-36 month Solutions Outline

- January 2018 – June 2019
- Builds on work completed in 0 – 18 month plan (July 2016 – December 2017)
- Focus is on data, capacity management, communications, capacity growth and funding sources.
- Active participation of the private sector will be essential.
- ***Can be accelerated or moderated as necessary.***
- Requires dedicated management and coordination.

Solutions – Step 16 (18-36 months)

Go live with on-street pricing

- Implement findings of Step 13 in Phase 1
- Supplement with on-going data (Step 7) to develop revenue/expense forecast for meter system and other plan funding needs.
- Select target go live date.

INITIATE NO LATER THAN JANUARY 2018

Solutions – Step 17 (18-36 months)

Explore residential and employee permit programs (on-street)

- Implement residential permit program in areas zoned R (if feasible)
- Assess supply capacity (based on data update) for feasibility of employee on-street permit program(s) in 4 hour parking areas (contingent on residential program).

INITIATE NO LATER THAN SEPTEMBER 2018

Williams said as you move to a go live system it is going to have impacts on the dynamics of how people park and their behavior. In conjunction with the decision or not to go to paid parking there needs to be an outreach and education effort to neighborhoods on the permit concept. He added for a while it's going to be like a balloon. If paid parking is initiated on street and you initiate paid parking in off street lots there is going to be an attempt to flee. This also anticipates a shared use program that would be in effect before the decision is made to go to paid parking. Theoretically when we get to the 18-36 month plan there will already be a shared use plan, at least on the way. We will also want to have a conversation with the neighborhoods about parking and about the possible solutions for them should they feel burdened by a new parking program and that would be a permit program. He added then you would let them come back and say whether they just want to let it go or whether they want to initiate a permit program in conjunction with the paid parking downtown. It's not something the city should just impose upon a neighborhood. The main point is to have a conversation with the neighborhoods first and then let them request the program. Once requested you can see the flexibility that creates because you can control the supply.

Solutions – Step 18 (18-36 months)

Marketing / Communications Plan and Roll out

- Finalize Marketing and Communications Plan for meter roll out
- Emphasize new brand/logo
- Emphasize on- and off-street system options
- Communicate “where the money goes”

COORDINATED WITH GO LIVE DATE – STEP 16

Williams said if we need more capacity we need to get a plan going sooner rather than later as to how we would provide it.

Solutions – Step 19 (18-36 months)

Identify new garage opportunity sites

- Establish desired parking “need” (w/ Steps 7 & 13)
- Evaluate locations where parking is possible downtown.
- Evaluate “remote” sites that could be connected via shuttle/transit (surface lot option).
- Evaluate public/private partnerships to develop supply.
- Coordinate site evaluation with Community Development.
- Narrow to “feasible” site.

COMPLETE BY JUNE 2018

Solutions – Step 20 (18-36 months)

Explore shuttle/circulator connections (remote connector)

- Evaluate route options
- Explore connections to remote parking (Step 19)
- Determine desired levels of frequency/type of vehicle/seasonality.
- Circulator shuttle or existing transit?
- Coordinate with RVTD.
- Narrow to preferred option.

COMPLETE BY JUNE 2018

Solutions – Step 21 (18-36 months)

Costing

- Develop cost forecasts for preferred parking supply and shuttle/transit system options.

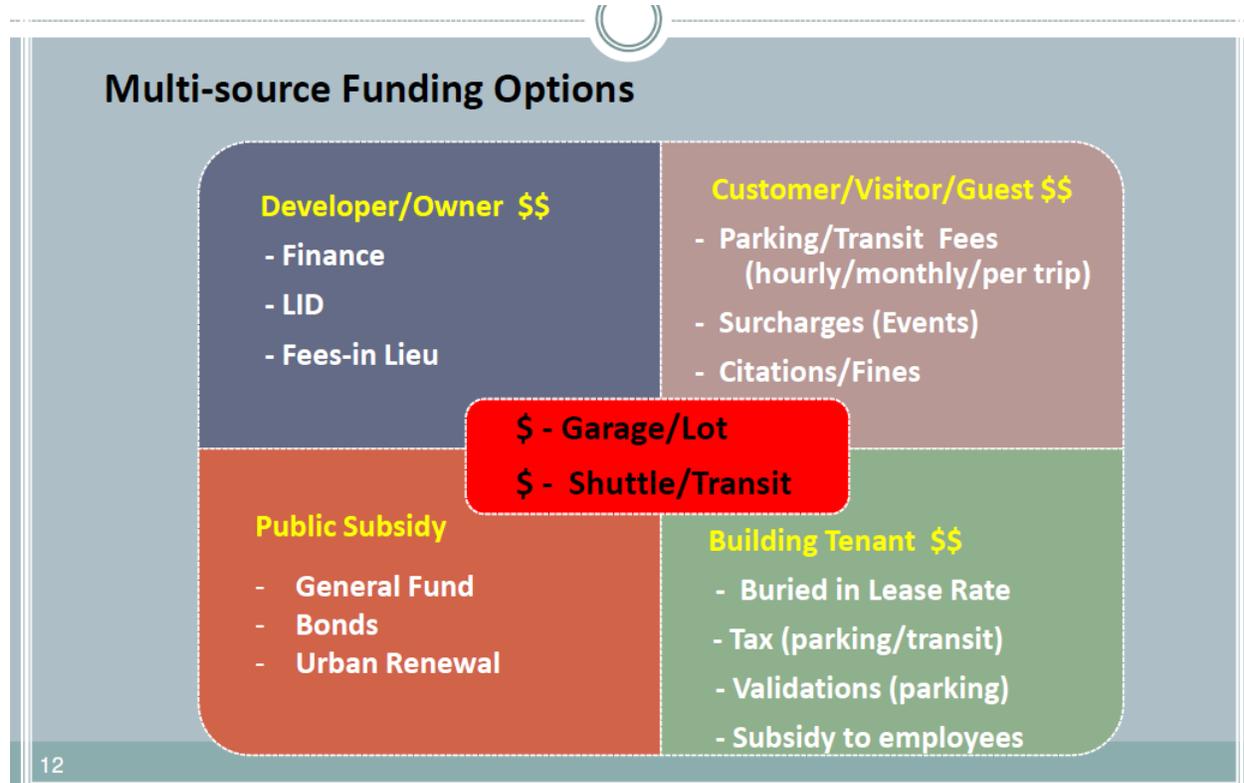
COMPLETE BY SEPTEMBER 2018

Solutions – Step 22 (18-36 months)

Explore and develop funding options

- Examine and recommend specific funding options to pursue for capacity expansion.
- Coordinate with Community Development and RVTD
- Finalized package options and conduct outreach and communications to affected stakeholders and City Council

COMPLETE BY MARCH 2019



Solutions – Step 23 (18-36 months)

Initiate New Capacity Expansion(s)

- Based on findings of Steps 19 – 22

PLAN INITIATION JUNE 2019

COMMENT AND INPUT ON 0-18 MONTH PLAN REPORT

Donovan asked what the odds are of a private entity coming in and building a parking garage and what sort of loopholes that would entail with the city. Also, what would be the incentive for them to do that? Molnar said it would be difficult for someone to come in and build a standalone parking structure. He said we don't allow private parking structures so it would need to be managed as a public facility. Faught asked if a private developer was coming into the downtown and had a parking requirement but couldn't provide it at that location could they build the parking elsewhere? Molnar said there is a distance requirement but yes.

Young asked if there is a mechanism for requiring developers who develop in the downtown to provide parking. Faught said possibly if it were a public/private partnership. Molnar said they have spoken with a few developers over the years about the possibility of the city adding parking onto their development but as far as changing zoning codes just to require more parking for demand that would probably have legal concerns.

Williams said Ashland is challenged by its geometries and its lot sizes. A lot of cities rather than requiring parking will charge system development charges (SDC), fees in lieu of or even form a LID (Local Improvement District) for those businesses already in existence.

Slattery said she thinks Young is spot on because so much of the condition we are in is because there was no parking required to begin with and as we added onto the demand it worsened the problem. She said it is a huge philosophical change and is a much bigger city issue which is going to have to be looked at by the Planning Department, Planning Commission, and City Council etc.

Williams said that is why it is so important to get the Community Development department, the Chamber of Commerce and RVTD involved because at the end of the day someone is going to have to go before Council so hopefully by then we've built up to it.

Faught pointed out that general funds are probably not a viable option to fund this but he thinks SDC's are a funding source to consider. Williams said this is not the entire list of possible funding sources but he will be sure to include a complete list in the report along with what he thinks as a consultant is the most viable for Ashland.

John Williams was curious if there is currently a parking SDC for the new buildings under construction along Lithia Way and Water Street. Faught said there aren't any parking structures in the current SDC capital improvement list. Williams (Rick) added that SDC's are a legitimate funding source for parking garages if they are creating new trip demand.

Molnar said there is a small portion of the downtown that is C-1-D where since 1978 or earlier there hasn't been a requirement for parking unless it's a hotel/motel or a residential unit, and now residential units aren't required, but everything on the other side of Lithia Way that is being built has been required to provide parking. He added he thinks it is important to say there is a tremendous benefit that the code provision provided. A lot of the businesses in the downtown today would not be allowed if we had required parking. With the geometry and lot sizes that were created before the turn of the century if you had a change of use it would require a variance and generally the business owner wouldn't go through that kind of risk. Ultimately that would have caused those buildings to languish and you wouldn't see the types of businesses (restaurants, retail etc.) that exist today. In hindsight what could have been done is to have charged a fee in lieu of parking. Williams feels Molnar makes a good point and added that most people would envy the problem we created. It's going to be hard moving forward but we should be strategic about it. Fields added he would argue that the decision to not have parking was intentional. 30 years ago there were no businesses, everything was boarded up and the decision was how we add to the vacancy, not the parking.

Dawkins said what Marsh wrote for the packet was great and it gave a good general direction on what could be done. For instance, one of the biggest problems is the long-term parking, particularly for employees. Finding that satellite lot and getting simple transit back and forth seems like something we should be focusing on. Cost wise this is still probably cheaper than a parking garage.

Williams said he thinks he is exactly right and hopefully the committee sees that in the shared parking plan because there's that process of identifying lots and then working backwards to see how you make that work. As you go through this shared use process ideas like this start to spring up.

John Williams wonders what the methodology was to ordering these steps. Williams (Rick) said basically experience and having done it in other cities. He added he doesn't really like plans with dates but he thinks plans need dates but they are only targets and you can accelerate or moderate accordingly. It is really an iterative process coupled with some logic and experience.

The committee discussed what the expectation is for them in regards to nitpicking the plan and how to move forward. Faught said his plan is before this goes to council he would like to hold a public meeting and invite the community. Before that happens he would hope that the committee would be comfortable enough at that point to support the plan so whatever level of nitpicking is necessary to get to that point is what he would like to see.

Collonge is skeptical that the Parking Manager position will ever become a reality and whether that person would be chosen in time to start this 18 month plan. Faught said he thinks it is possible if we're looking at a contractor for the short term. The proposal includes a half time employee but he feels there is much more work than a half time employee could get done. However, if the city contracted with someone for the first 3 years to get the plan going then

maybe a half time employee could keep up at that point.

Slattery asked how you would handle the costs as they increase due to delays in getting things off the ground. Williams said when they do cost estimates there all based on the year of construction.

Thompson said as she was looking over the plan she was surprised to see the recommendation that this is kicked off by codifying the guiding principles and amending the comprehensive plan. She feels if council does that then they are in a sense buying into having centralized management and a lot of things that have economic consequences. She wonders if that is really necessary. Williams said it doesn't have to be in the comprehensive plan. A lot of code has policy elements that interpret the code for you. He added that most cities would adopt this as a policy element to their Transportation System Plan (TSP); others would put it in their Comprehensive Plan, if it was timed right with their Comprehensive Plan update. He thinks it is extremely important for the council to say they buy into this and that they direct their advisory committee to run through this filter.

Graf had some confusion regarding an earlier point that Faught made regarding whether they are endorsing step 1 and step 19 because he feels step 1 can't be funded without step 19. Faught answered the point he was trying to make was they are looking at the entire plan and approving it, which includes evaluating paid parking in the future should it be triggered.

John Williams feels they need to look at this plan as a bunch of options that have a chronological element to them because some things have to be done before others but it's not necessarily a discrete list of things that you have to do.

Williams (Rick) said that is the problem with putting dates on things, it should all be data driven. He hopes they don't get to the point where they reach year two and because of that they don't need to go to paid parking and then everyone just walks away from it. He added while he hates to say it someday there will be paid parking. The key to this plan is managing it whether it's free or paid or not; that's what's missing. Council will need to come to terms with it. It may not be paid parking on this schedule but there's going to need to be a program to support parking in Ashland and that's going to take some resources. Then the data itself will tell you when it's time to act.

Slattery said the way she has been thinking about Williams approach is that it's more of a process. It doesn't mean the committee is approving all of the recommendations but they are approving a way of thinking and then measuring the options. The outcome will be based on the data. Moving forward she feels it is key for everyone to remember they are approving a process as opposed to approving implementation.

Williams pointed out it is a process that leads to good decision making. The timeline will be based on the data and on the guiding principles.

Young shared he has been in 4 different places in the past month and all of them had paid parking. For him it wasn't an obstacle, it was just the cost of doing business there.

Williams said it takes him back to an earlier question which was "will paid parking hurt us?" He said this plan/process is about trying to minimize the risk when the decisions are made. The guiding principles are the most important part of the plan because it states public policy intent. The other part of it is, when you're over 85% the industry has shown that the risk goes down tremendously. Then the key is you don't price for that reason alone, you price for what we're using the money for to create additional options in the downtown.

Faught shared that by January/February the committee should begin to finalize the details of the plan. He added he will work out the costs for staffing/contracting and share that with them because that is something council will want to look at.

Slattery re-iterated that this really is a process and she thinks of it as a flow chart which is more fluid. She thinks it will be dangerous if we say we're going to do everything on the list. Some people won't like certain elements of it (shuttle, parking garage, paid parking etc.) and the committee is going to get caught up in the drama of it and then

people start taking up sides. Her worry is that then they will start arguing about what's going to happen. What she likes about this plan is it is methodical and we aren't taking anything on unless it's been betted. She is feeling very optimistic about this plan versus previous plans that had sat on a shelf; this is fresh and different.

Thompson thinks the plan really flows; it's a systematic approach to a problem. However she is somewhat skeptical that the work will ever be finished. She added hopefully with community involvement none of it will come as a total shock. She feels comfortable with the plan and said it is disclosed to the public as to what this is going to look like over time and people will be able to react to it.

Dawkins finds this interesting as he reflects back on when the meters were taken out of Ashland back when the mills went away and the freeway went around the town instead of through it. He said what is cool about this is there's an ongoing process and nobody is blindly doing anything. He really likes this plan/process.

Graf likes this plan and thinks he now understands it but now he is starting to think about when he/she picks up the plan and skips directly a particular step as opposed to reading the entire plan. He said it is important for people to remember that this is a process and that all of the steps in the plan are to be fine tuned with a lot of public input. He also pointed out that the step #'s in the draft don't cross reference correctly. Williams said he still needs to go through and make further edits to the draft plan.

Young understands this as the committee is doing the work of filling in the hole of the TSP. He added the Transportation Commission and Planning Commission kicked the can down the road so whatever they do here will be folded into the TSP. Faight said the TSP actually identified this as a project not necessarily as kicking the can down the road. He added at some point there will be a TSP update tied to this.

NEXT STEPS

The next meeting will be held on December 2, 2015 at 3:30 p.m.

ADJOURNMENT

Meeting adjourned at 5:30 pm

Respectfully submitted,

Tami De Mille-Campos, Administrative Assistant

Colin Mullane
145 Wagner Butte Ave
Talent, Or. 97540

9/14/15

Dear Judge Turner,
cc: ASHLAND DOWNTOWN PARKING MANAGEMENT & CIRCULATION AD HOC ADVISORY
COMMITTEE

I am writing to you to address a parking ticket I received 7/22/15 in downtown Ashland. While I am no stranger to parking tickets downtown and I am certainly not a habitual offender, I was particularly taken aback by this particular ticket.

I have lived and/or worked in Ashland ever since I moved here in 1996. I have been a REALTOR in Ashland since 2000 and I am very familiar with the parking rules for the downtown area, or at least I thought I was! I have paid several parking tickets over the years. It's important to note that I have no issues with the parking system in Ashland.....with the one caveat I am about to explain.

I know the city of Ashland contracts with Diamond for their parking enforcement contract. Personally, I have always had a great interaction with them and believe they do a great job. I prefer to go directly to their office to pay my tickets, that way I don't get penalized if the mail is later than the response time and the ticket escalates. On one such visit I had a conversation with one of the enforcement personnel and we reviewed the parking map together. I work at Full Circle Real Estate at 240 E Main st. and have one of the 11 (as far as I can tell from the downtown map) loading zone areas right outside my office. In that conversation it was expressed to me, several years ago, that other than yellow marked "No Parking" areas, all other timelines expired at 5:30pm. Furthermore it was expressed that in any parking zone, there is a 15 minute "grace period" so if you parked in a 15 minute zone at 5:01, you were good to stay there after 5:30.

So here is my real objection, I have been parking in the spaces opposite Mix, on the Plaza, the double loading zone, For more than 14 years, with NO ticket ever, sometimes leaving the car overnight, if a taxi was the more appropriate way home, and returning the next morning to retrieve the car. This is a space that has been utilized by myself and others, completely free of any penalty (As far as I'm aware)...until now. How can 14 years of this activity suddenly and without warning incur a penalty? I understand the need to enforce parking regulations, but inconsistencies in the information surrounding the guidelines should not be pushed to residents, employees in the city or anyone else for that matter. Insult to injury, I was given a 2 minute grace period according to my ticket, the car was "marked" at 18:00 and ticketed at 18:17. (The car was there longer and would definitely have been outside the 15 minute grace period, but the point is worth making)

I also fundamentally disagree with the enforcement of these areas after 5:30 as "loading zones" hence my inclusion of the Parking Management Committee in this letter. It is rarely a necessary space after these hours. In fact, one merely needs to drive downtown on any morning and find SEVERAL trucks and vans restricting flow to just one of the three drivable lanes, not to mention the cars and trucks that do park in the yellow areas at all times of the day

without penalty (I am not advocating to penalize this activity by the way, but merely pointing at the discrepancy between more egregious behavior and my particular violation) Perhaps the committee could consolidate the 11 spaces and create spaces that the larger vehicles delivering to the lifeblood restaurants and businesses of Ashland could park and not disturb rush hour traffic, rather than enforce loading zones after 5:30 and essentially eliminate 11 viable spaces from the downtown area. If I am parked in one of those areas after 5:01, I am typically at a restaurant with a future Ashland resident.

I visited with the city of Ashland on this matter days after receiving the ticket to discuss the vague nature of the signage on these areas. The signs here are completely devoid of any hours unlike the other parking areas. It doesn't say "enforced 24 hours" or 8:30- 5:30. I am hopeful that the city can give clear policy surrounding these spaces and any others that are not clearly identified with enforcement hours, so that the enforcement officers can do their job with clear understanding of the rules for each and every city parking spot.

I implore Judge Turner to not just cancel my own ticket, but rule that any further tickets issued in these locations henceforth be cancelled, until such a time that the city can direct clear policy on these spaces.

This is not about me saving money from a ticket, I am happy to redirect these funds to the Ashland schools foundation if Judge Turner sees fit to dismiss this fine, but rather the manner in which enforcement arrived and the wisdom behind eliminating 11 spaces from the downtown area after 5:30. Locals, Tourists and others use these spaces, why fix a problem that doesn't exist.

Respectfully submitted, Colin Mullane





2015

City of Ashland, Oregon Downtown Strategic Parking Management Plan

PROJECT SUMMARY AND RECOMMENDATIONS FOR PARKING MANAGEMENT

DRAFT REPORT
November 11, 2015 (v3)



RICK WILLIAMS CONSULTING
Parking & Transportation

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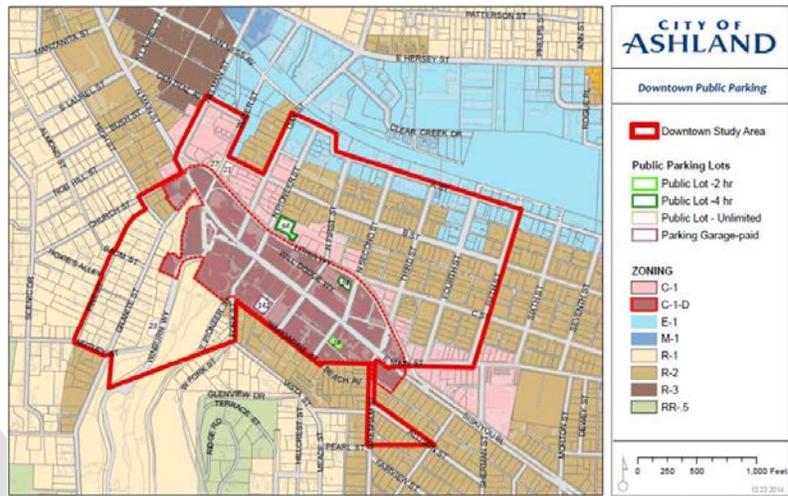
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A.	ACTIONS & IMPLEMENTATION SCHEDULE	

I. BACKGROUND

The City of Ashland commissioned a parking study to examine the current parking situation in the downtown in 2013 - 2014. The study was conducted by Community Planning Workshop and the University of Oregon. The study analyzed use, occupancy and demand for customer and employee spaces throughout the downtown and developed an initial set of recommended strategies and programs.¹ The project study area is illustrated in **Figure A**.

Subsequent to the Community Planning Workshop study, the City determined that development of a more targeted parking management strategy and plan for the core area of the downtown would be beneficial as a guide to daily management and as a template for future decision-making. To this end, the City engaged Rick Williams Consulting to assist in development of such a plan. The consultant's assignment was to work with the City and its Downtown Parking Management and Circulation Ad Hoc Advisory Committee (Advisory Committee) to compile a complete, simple and effective set of operating strategies for management of the City's downtown parking supply.

Figure A
Project Study Area



The Advisory Committee is comprised of representatives of retail and commercial businesses, the development community, citizens, City staff, City Commissions and the City Council. The study entailed in depth discussions with the Advisory Committee and other community stakeholders to develop a comprehensive parking management plan that responds to the unique access environment, goals and objectives of Downtown Ashland. This work was coupled with an evaluation of existing downtown parking policies, standards and actual usage.² We believe this has resulted in a comprehensive parking management plan that responds to the unique access environment, goals and objectives of Downtown

¹ See: *Ashland Downtown Parking Management and Multi-Modal Circulation Plan -October 2014*, (Community Planning Workshop and the University of Oregon).

² Usage data was derived from two sources: (1) *Ashland Downtown Parking Management and Multi-Modal Circulation Plan (October 2014)* and (2) Off-street usage data collected by Rick Williams Consulting (August 2015).

Ashland. The parking management plan and the process to develop it are compiled and summarized in this report.

DRAFT

II. THE ROLE OF PARKING IN DOWNTOWN

The role of parking in downtown cannot be seen as a stand-alone solution in and of itself. The key to a successful downtown is truly the land uses that comprise it. A vital downtown is an area that has a clear sense of place and identity, comprised of an exciting and attractive mix of uses and amenities. In a nutshell, "people do not come downtown to park." People come downtown to experience an environment that is unique, active and diverse. As such, the true role of parking is to assure that the desired vision for downtown is fully supported.



Through the stakeholder process and discussion, it was determined that several outcomes for parking management were desired. These can be summarized by the following responses to the question of "parking management in downtown Ashland should":

- Support a "messy vitality" - creating a vital, active and interesting downtown environment.
- Get the right parker to the right stall.
- Assure convenient, affordable and available parking for visitors and customers.
- Ensure that parking in a district is for managed to meet the needs of priority users of the district.
- Provide reasonable and safe parking for employees and long-term visits.
- Communicate a clear sense of movement to parking options.
- Provide for an integrated system on and off-street (parking & pedestrians).
- Integrate alternative modes (particularly biking for Ashland).
- Anticipate and respond to increasing demand for access to the downtown.

Parking is just one tool in a downtown's economic development toolbox. Parking must be managed to assure that priority land uses are supported with an effective and efficient system of access that caters to the needs of priority users. In the case of Ashland, the priority user for the City owned system of parking has been identified as the customer and visitor; the person who shops, visits or recreates. As the Advisory Committee concluded, the objective of parking management in downtown should be:

"To support the development of a vibrant, growing and attractive destination for shopping, entertainment, recreation, living and working. The components of this plan need to be simple and intuitive for the user, providing an understandable system that is affordable, safe, secure, and well integrated into other access options (i.e., transit, bike and walk)."

III. ORGANIZATION OF PLAN

The outline of parking management strategies outlined below is intended as an initial start of discussions with the City of Ashland and affected downtown stakeholders on parking policies and actions necessary to support a vital and growing downtown over time.

The plan begins with a stated set of Guiding Themes and Principles developed by the Advisory Committee. The Guiding Themes and Principles are designed to guide and inform decision-making on issues related to access and parking management in the downtown. They can also serve as a framework for decision making for parking over time, particularly as demand increases and the need for more strategic management and coordination evolves over time. Strategically, the principles encourage the use of parking resources to support economic development goals and effectively serve the diversity of “customers and visitors” using the downtown.

Following the Guiding Themes and Principles, recommended parking management strategies are laid out in a manner that is iterative or “checklist” in presentation, in that actions are intended to follow a logical progression of implementation, with each preceding action providing the ground work necessary to move to a subsequent action.

Actions are also delineated between policy actions and operations, categorized into specific Action Steps that result in two “phases” that range from immediate to long-term. Overall, the implementation steps are intended to be logical and ordered in a manner that responds to changes in demand and ensures a continuing sense that downtown is customer friendly, easy to use and understand. Though not overly complex, the plan will require a basic level of support, coordination, commitment and resource identification that goes beyond what is currently in place.

As City and downtown partners consider the adequacy of the strategies themselves, discussion of the “who, how and what” of implementation will be essential to bring the partners to a point where initiation of the plan is triggered.

IV. GUIDING THEMES AND PRINCIPLES

The development of Guiding Principles for parking in downtown Ashland supports creation of a parking system that facilitates and contributes to a vital and growing downtown. Guiding Principles are based on the premise that growth and development in the downtown will require an integrated and comprehensive package of strategies to support economic development and redevelopment. The ensuing parking plan becomes but one critical element of a larger coordinated package for economic growth.



The Guiding Principles outlined here are summarized under theme categories and will serve as a foundation for continuing discussions with stakeholders and the community. Ideally, these Guiding Principles establish a basis for consensus, giving direction to near- and long-term decisions for parking management and access strategies in the downtown.

The consultant team believes the results of stakeholder input can be summarized into five Guiding Themes and seventeen Guiding Principles (listed below). It is the goal of the City to actively facilitate parking improvements in the downtown that support the following themes and principles.

A. CITY ROLE AND COORDINATION

1) **Centralize management of public parking to ensure efficient and optimal use of the supply.**

Parking issues are too complicated and prevalent for status quo approaches to management and implementation. The City will need to look at providing more focused, coordinated and strategic attention to day-to-day management and delivery of near and long-term parking solutions.

2) **Coordinate parking in a manner that supports the unique character of emerging downtown districts and neighborhoods. Where appropriate, manage parking by zone.**

The downtown is comprised of unique economic enclaves (e.g., the core, the theater “district,” railroad area). As the areas differ economically, so too does the character and needs of patrons to these areas. This may require more tailored approaches to parking management in these areas. Within the parking industry, this is called management by parking zone; tailoring and delivery of parking programs (e.g., time stays, enforcement, pricing, etc.) to support unique zone dynamics.

3) Ensure that a representative body of affected private and public constituents from within downtown routinely informs decision-making.

Active participation by those affected by parking in the downtown guarantees that there is a high level of understanding and consensus on the need for parking management and the “trigger” points for decision-making built into the parking plan. This is best accomplished through an established parking advisory committee that can serve as a sounding board for issues, data and system performance review and as a liaison back to the broader stakeholder community.

4) Provide safe secure and well-lit parking to allow a sense of security at all times on-street and off-street.

Each public off-street lot shall be adequately maintained so as to not deter potential users based on poor design, lot pavement quality or perceived security issues. Safe and well-lit links between parking areas and shopping/entertainment and work sites should be planned for and provided.

B. PRIORITY CUSTOMER

1) The on-street parking system is a finite resource and will be managed to provide a rate of turnover that supports “district” vitality.

All users of the downtown favor on-street parking. The parking management plan recognizes this premium on-street parking resource needs to be managed to provide a rate of customer and visitor turnover that supports downtown and district vitality. With this principle comes the recognition that growth in downtown parking demand will, over the longer term, need to be accommodated in off-street locations. Longer-term patron and employee parking must be managed so as not to conflict with customer parking, particularly on-street. On-street parking must be managed according to demand and time-stays conducive to customer need.

2) The most convenient on-street parking will be preserved for the priority user – as defined by base zoning in the affected district.

The on-street parking system in the downtown must be formatted in a manner that assures turnover and minimized conflicts between the priority user and other users. Ashland will use base zoning in parking districts (e.g., commercial versus residential) to facilitate and support reasonable definitions of priority users.

- 3) Provide sufficient parking to meet employee demand, specifically in conjunction with other reasonable travel mode options.**

All parking strategies should be coordinated with transportation demand management goals and objectives to ensure that employees and customers have reasonable options available for access. For Ashland, this should be initiated with efforts to encourage bicycling to the downtown, with longer term goals for transit/shuttles and ridesharing.

C. ACTIVE CAPACITY MANAGEMENT

- 1) Manage all public parking using the 85% Occupancy Standard to inform and guide decision-making.**

The “85% Rule” is an operating principle and industry based management tool for coordinating a parking supply. When occupancies routinely reach 85% in the peak hour, more *intensive and aggressive* parking management strategies are called for to assist patrons in finding available parking. The “85% Rule” standard will facilitate the City and the community in making reasonable and effective decisions regarding time stays, enforcement and other decisions related to capacity management.

- 2) Supplies in excess of the 85% Occupancy Standard will require best practice strategies to minimize parking constraints.**

The parking plan has identified specific strategies for implementation. Several are triggered by the 85% Occupancy Standard. The City and the Advisory Committee are committed to moving forward with recommended strategies when parking demand requires them. It is understood that changes in the status quo can be difficult but continued constraints in parking and access will create negative impacts to downtown’s success and ability to absorb growth.

- 3) Encourage/incentivize shared parking in areas where parking is under-utilized. This will require an active partnership with owners of private parking supplies.**

Numerous parking facilities in some downtown locations have underutilized capacity. Efforts should be made to facilitate shared use agreements between different users (public and private) to direct parking demand into these facilities to maximize existing parking resources.

4) Capacity will be created through strategic management of existing supplies, reasonable enforcement, leveraging parking with alternative modes and new supply.

The City recognizes that the key element of the phrase “parking management” is management. *Active efforts* must be made to manage the parking system on day to day basis to maximize existing supplies, facilitate efficiency and cost effectiveness. This will require partnerships with the private sector to leverage existing off-street supply opportunities and to coordinate parking management in manner that supports and integrates with alternative mode development and growth. New parking supply becomes more feasible when all capacity options (existing and alternative modes) are fully and efficiently maximized.

D. INFORMATION SYSTEMS (SUPPLY & CUSTOMER-BASED)

Supply-based

1) Implement and monitor performance measurements and reporting to ensure Guiding Principles are supported and achieved.

Committing to a routine and objective system of measurement and reporting assures that decision-making will be informed. Key metrics include (but are not limited to) occupancy, turnover, average duration of stay, rate of violation and customer input. Performance monitoring also provides a basis for routine evaluation of program effectiveness.

Customer-based

2) Improve existing, and create new, information and educational resources (outreach, education, maps, websites, etc.) for use by the public and private sectors.

Efforts to improve understanding, awareness and ease of use of the parking and access system should be upgraded. Also, avenues to distribute information should be augmented, with a clear and routine schedule maintained for the distribution and dissemination of parking and access information.

There should be a resource for information on parking and how it is managed and accessed that is attainable by any prospective user of the downtown. This could be coordinated through a public/private partnership between the City and a downtown business association.

- 3) Develop and implement a unique and creative wayfinding system for the downtown that links parking assets and provides directional guidance to users; preferably under a common brand/logo.**

Parking resources should be clearly identified and explained through branding, signage, wayfinding and user information, increasing customer, visitor, employee and resident understanding of how to access the downtown's on- and off-street parking resources. . A common brand that unifies marketing materials, signage systems and other pertinent communications both simplifies and streamlines customer recognition and use of the system.

E. INTEGRATION WITH OTHER MODES

- 1) Encourage and facilitate increasing percentages of users (particularly employees) into alternative travel modes to free up parking capacity.**

Parking should not be the only access option for employees. Every parking stall occupied by an employee results in lower rates of turnover and less access for customer and visitors. Employees should be given reasonable access to parking but over time increasing numbers of employees should be encouraged to use alternative modes that include walking, biking, transit, ridesharing and transit. If Ashland develops a strong and workable system of alternative mode options for employees, these same options will also then become options for residents, visitors and customers.

- 2) Increase bike parking on and off-street, using it to connect and enhance the broader bicycle network.**

The City of Ashland's bike parking network should be as effectively formatted as the auto parking system. On and off-street parking facilities for bicyclists are efficient and low cost.

- 3) Explore remote parking locations and transit/bike connections to minimize the need and cost for new parking structures.**

As the City explores new parking supply options, scenarios should include the feasibility of remote locations, connected by transit and bike networks. Such options may be more cost-effective than structured parking downtown and/or may be necessitated by land supply constraints in the downtown.

V. RECOMMENDED DOWNTOWN PARKING MANAGEMENT STRATEGIES

Based on continuing discussions with the City and stakeholders, specific parking management strategies have been identified and are recommended for implementation. These recommendations are informed by evaluation of current policies and practices, information and data provided in the 2014 Community Planning Workshop report and supplemental data collection (on off-street lots/facilities) conducted by RWC in August 2015.

This report contains recommendations for changes in current management/organization and several near-term strategy Action Steps for the first 18-months of implementation (Phase 1). The timing of implementation outlined in this document assumes that Phase 1 work will *formally* begin in July 2016 and run through November 2017. However, some work should precede Phase 1 (January – June 2016) through work with an interim Parking Work Group led by current Public Works staff. This will help to facilitate recommendations in the Plan related to organizational and staff reorganization. This will also continue momentum toward on-the-ground strategy implementation that is in place due to the role that the Downtown Parking Management and Circulation Ad Hoc Advisory Committee have played in the creation of this Plan. Additional mid- and longer-term strategy Action Steps are also recommended for consideration (Phase 2), which would initiate in January 2018. Any and all strategies can occur on an accelerated schedule based on opportunity and resources. The timeline proposed here is provided as a means to communicate a reasonable schedule and order of tasks.

The strategies recommended in this report are designed to assist the City to more effectively manage its downtown parking supply and strategically prepare for future growth. The Plan recommendations are organized as follows:

- Policy and Organizational Actions: Phase 1 (0 – 18 months)
- Recommended Parking Management Strategies: Phase 1 (0 – 18 months)
- Recommended Parking Management Strategies: Phase 2 (18 – 36+ months)

A summary of all recommended Actions and Strategies is attached as an Implementation Schedule at the end of this report.

A. POLICY AND ORGANIZATION ACTION STEPS

The following policy and organizational elements have been included to ensure the goals of the parking management plan can be achieved by incorporating parking system management into the City's development policy and strategic management can be accomplished. Grounding in the Guiding Principles and application of the 85 percent occupancy standard as the threshold for decision-making becomes the unifying monitoring device connecting these various policy elements. Centralizing the policy recommendations within a responsible (and responsive) Parking Services Division assures that the life of the parking management plan extends beyond the first round of strategy implementation. As

such, it is recommended that the Policy Recommendations be adopted and implemented as an immediate to very near term step by the City of Ashland.

STEP 1:

Formalize the Guiding Themes & Principles as policies for downtown access within the transportation code.

Implementation Timeline: Immediate to Near-Term (by July 2016)

The Guiding Principles provide a framework for managing parking and decision making in the downtown over time. “Codifying” the Guiding Principles by incorporating them into the policy element of the City’s parking/transportation plan will serve to inform future management decision-making as well as development of future public facilities. Incorporating these principles into City Code and policy assures the intent and purpose for parking management, established through this study, is carried out over time.

Estimated Costs (STEP 1):

It is estimated that costs associated with this strategy would be minimal, mostly expended in efforts of existing staff to develop resolutions/ordinances necessary to implement through routine city planning processes.

STEP 2:

Adopt the 85% Rule as the optimum occupancy standard for measuring performance of the parking supply and “triggering” specific management strategies and rate ranges.

Implementation Timeline: Immediate to Near-Term (by July 2016)

The 85% Rule is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85% occupancy in the peak hour, the supply becomes constrained and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85% occupancy in the peak hour, the 85% Rule would require that parking management strategies be evaluated and/or implemented to bring peak hour occupancies to a level below 85% to assure intended uses are conveniently accommodated.

The parking inventory for Ashland revealed that existing peak hour occupancies within the core are often parked in excess of 85% for significant periods of the day. Having the 85% Rule formalized in policy will assure that a process for evaluating and responding to future parking activity is in place.

Estimated Costs (STEP 2):

It is estimated that costs associated with this strategy would be minimal, mostly expended in efforts of existing staff to develop resolutions/ordinances necessary to implement through routine city planning processes.

STEP 3:

Establish a Downtown Parking and Transportation Fund as a mechanism to direct funds derived from parking into a dedicated fund.

Implementation Timeline: Immediate to Near-Term (by July 2016)

As the supply of parking becomes constrained over time, it will be important to direct funds into a specific account intended to support on-going transportation and access in the downtown. This can be done with existing and/or future parking-related revenue, or with net new revenues generated as a result of implementation of this plan. The Downtown Parking Fund should be dedicated to (not in priority order at this time):

- a. Debt service
- b. Parking operations (on-street/off-street/enforcement)
- c. Lot/garage maintenance
- d. Marketing and communications
- e. Transportation Demand Management programs
- f. New supply

It is recommended that such a fund be established as soon as feasible to ensure that net new revenues are captured within the fund.

Estimated Costs (STEP 3):

It is estimated that costs associated with this strategy would be minimal, mostly expended in efforts of existing staff to develop resolutions/ordinances necessary to implement through routine city planning processes.

STEP 4:

Centralize Parking Management. Consolidate the management and administration of parking management within a single division for Parking Services.

Implementation Timeline: Immediate to Near-Term (by July 2016)

The success of any multi-faceted parking system is dependent on the ongoing administration, management, and communication of the City's parking program. This includes day to day management of individual facilities, oversight of third party vendors, financial accounting and reporting, marketing/communications, customer service, and strategic and capital planning.

Ashland's existing administrative system for managing parking is spread across multiple departments, divisions and commissions, which include Public Works, Community Development, Administrative Services and Police. From a strategic management point of view there is no clear single point of responsibility for guiding the parking system in a manner that gives due diligence to the complexity of the existing system and the level of technical and response capability called for in the Parking Management Plan.

Industry best practices for administration and management of a parking "system" recommends a more centralized program of management (on and off-street) under the purview of a professional Parking Manager. Centralized administration and management best supports the concept of an integrated parking system as all elements of the parking system (off-street, on-street, enforcement and oversight of any third party provider) are consolidated within a single division and leadership structure. As such, administration and decision-making are structured to consider parking assets both individually and as a system. Resources can be managed in a tailored fashion where necessary and leveraged as appropriate and most efficient.

With completion/adoption of this plan it is recommend that the City initiate internal discussion regarding feasibility and/or options for restructuring current responsibilities for the management and oversight of parking into a single Parking Services Division, logically housed within the Public Works Department..

The Parking Management Plan recommended that the responsibility for administering the City's on and off-street parking assets - and implementation of the individual elements of the plan recommendations - be consolidated into a single individual's portfolio of duties. This person, a "downtown parking manager" would lead in the coordination of parking services; daily operations of the system and strategic implementation of policies, programs and planning for growth.

Estimated Costs (STEP 4):

At this time, the costs associated with the restructuring of current management and oversight responsibilities for parking into a single operating division are unknown. There may be efficiencies that result and there may be new costs (see Step 5, below). It is recommended that any new costs associated with this function would be supported by revenues derived from the parking system over time.

STEP 5:

Develop a job description and submit a service package to create and hire a position of “Downtown Parking Manager” for the City of Ashland.

Implementation Timeline: Near-Term (by September 2016)

A single person should be assigned to oversee and manage all aspects of the program associated with parking in the downtown, providing the community a single reference point for parking management. As stated in Step 4, consolidating parking operations within a single department or bureau under a Downtown Parking Manager creates administrative and operational efficiencies and seamlessly integrates on-street, off-street, enforcement and long-range strategic planning. Consolidation offers the City internal coordination, quick response, and efficiency. It also provides a point of accountability and assurance that adopted policy is fully implemented. This person will also be responsible for transitioning strategies developed as a part of the Parking Management Plan as demand for parking increases over time. The City "process" for approving this type of service addition should be completed immediately to facilitate near-term hiring or restructuring of an existing position (see discussion below related to position options).

Ideally, this person will staff a representative stakeholder group (see Step 6) to routinely review overall parking activity in the downtown as well as by district. Information developed through periodic updates of the parking inventory (i.e. 85% Rule) would be used to evaluate “action triggers” and implement appropriate adopted strategies as necessary.

The Downtown Parking Manager will lead in the following responsibilities (at a minimum):

- Coordinating and implementing all approved aspects of the Parking Management Plan.
- Oversight of all personnel (City and third party) involved in the delivery of on-street, off-street or enforcement services in downtown municipal parking resources.
- Providing liaison functions between impacted businesses, users and other agencies.
- Coordinating with Administrative Services (Finance) in the creation of consolidated financial reporting systems for parking.
- Annual budgeting for parking services.
- Oversight of any third party management agreements for parking operations or enforcement services in City facilities.
- Ensuring contract compliance by third party parking providers.
- Coordinating with relevant Departments and Divisions necessary policy and code changes approved in the Parking Management Plan.
- Developing new signage and communications systems.
- Developing and implementing marketing and communications programs and their on-going delivery.

- Routinely assessing and recommending rate and fee adjustments (on and off-street and permit programs) based on demand dynamics.
- Oversee data collection efforts (collecting, analyzing and reporting data findings.) as defined by policy.
- Coordinating the transition to new parking revenue collection technologies necessary to fully implement performance based pricing (as called for in Phase 2 of the Parking Management Plan).
- Development of RFP's for parking services, equipment and technology.
- Coordination of review and selection of parking services, equipment and technology providers.
- Assessment of other upgrades (signage, lighting, security, maintenance, enforcement) that may be necessary to program initiation and on-going success.
- Development and negotiation of contract agreements (as necessary).
- Developing usage tracking and reporting systems to measure and monitor program success/failure.
- Troubleshoot program "glitches".
- Hosting and facilitating the work of a Downtown Parking Advisory Committee.

This centralized role could be established in different ways. Three options are listed below:

Option A:

New position/FTE

The list of responsibilities necessary to the position of Downtown Parking Manager is broad and multi-faceted. The City of San Ashland could establish such a position and solicit professionals from within the parking industry to assume this role. The Consultant team favors this approach given the complexity of the parking plan recommendations within the Parking Management Plan.

Implementation/installation of new technology systems, responsive demand management, financial management, communications, coordination and integration of on and off-street assets, monitoring/reporting and community liaison functions (to name a few) will require an individual who has demonstrated and successful experience with managing multi-faceted municipal or private sector parking *systems*.

Option B:

An existing FTE & Contract Consultant

This model proved successful in Ventura, California. After adoption of a new, comprehensive parking plan in 2008, parking control was consolidated within a smaller number of departments, with an existing City employee then assigned responsibility for coordinating all parking operations and on-going implementation of the parking plan. Through the reorganization process, it was determined that internal FTE capacity was available and existing City staff could be utilized for the

new position; ensuring that there was no additional financial burden to the parking fund. What the reorganization process also identified was the need to provide training and assistance to the newly identified Parking Manager to elevate their professional capacity and skill set to a level commensurate with new programs, services and management responsibilities called for in the parking plan.

To this end, the City of Ventura contracted with a professional parking and transportation consulting firm to provide on-going training and professional “mentoring” to the new Parking Manager. The consultant also provided assistance in establishing reporting formats, operating protocols, organizational development and additional implementation planning to the City. The consultant contract provided up to 20 hours per week in consulting assistance and was in place for one year following adoption of the new parking plan. The Ventura “model” has been very successful and was pursued because (a) internal staff capacity was available and (b) engaging the consultant (and the cost of such) was seen as a lesser on-going burden to the parking fund budget.

Option C

Improvement of systems & protocols with existing staff

There are likely improvements in efficiency, coordination and communications that could be made within the context of the current configuration of duties and responsibilities within the City’s existing parking operations. This could include:

- Increasing the total FTE responsible for administration/management
- Establish a Parking Management Work Group that is facilitated by a single designated parking coordinator and meets routinely to review operations, performance, occupancy and rates and supports responsive and strategic decision-making within the context of policy and recommendations in the parking plan.
- Designate a “parking coordinator” to oversee work of Parking Advisory Committee
- Consolidate reporting and performance monitoring.

Though the City has staff currently involved in the downtown parking program, the City’s existing parking management format does not have a centralized point of responsibility and reporting. This makes it difficult for users to conveniently understand and maximize downtown parking options. This is of particular importance given the complex and dynamic nature of the parking strategies recommended in this plan. For this reason, the consultant team recommends pursuit of either Options A or B. Additional discussion and costing may need to be engaged to determine which of these two options best fits Ashland’s organizational structure.

Estimated Costs (STEP 5):

As with Step 4, the costs associated with the restructuring of current management and oversight responsibilities for parking into a single operating division under the leadership of a Parking Manager are unknown. Several options for coordinating this responsibility will need to be evaluated. It is recommended that any new costs associated with this function would be supported by revenues derived from the parking system over time.

STEP 6:

Establish and initiate a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in parking program implementation/review and addressing solutions as demand triggers suggest.

Implementation Timeline: Near-Term (consistent with hiring in Step 5)

The City should develop and approve a process through which a representative cross-section of downtown interests *routinely* assist the Parking Manager in the review and on-going implementation of the Parking Management Plan.

The stakeholder advisory process and a Parking Advisory Committee will: (a) assist the Parking Manager/Coordinator in the implementation of the parking management plan; (b) review parking issues over time; and (c) advise City Council and other relevant decision-making bodies on strategy implementation based on adopted policy for parking management and use dynamics identified for specific parking areas.

It is recommended that the City Council formally appoint members to the Parking Advisory Committee, charged initially to assist the Parking Manager in establishing success measures for the parking system, serving as a liaison and conduit to the downtown community and providing input and guidance for the implementation of the Parking Management Plan.

Once the Parking Manager is appointed and established, the process of review, evaluation and decision-making with the DPAC can be formally initiated. A consistent and routine schedule of meetings should be established as well as use of this plan as a template for discussion of parking management and strategy implementation with the Parking Advisory Committee.

In the near term, before a Parking Manager is brought on line, the City should consider a partnership with the Chamber of Commerce and the existing Downtown Parking Management and Circulation Ad Hoc Advisory Committee to form an interim Parking Work Group to facilitate and support Steps 1 – 5 of this Plan. This would assure that momentum continues on “ground work” necessary to costing, scheduling, research and coordination of subsequent Phase 1 steps.

Estimated Costs (STEP 6):

There should be no additional costs associated with this recommendation if it can be initiated as a volunteer effort, hosted by the City and/or in partnership with downtown business interests. Once fully implemented the DPAC process would be part of the task portfolio of the Downtown Parking Manager.

B. RECOMMENDED PARKING MANAGEMENT STRATEGIES: PHASE 1

This section details a range of operational enhancements that should be implemented within 18 months of Plan adoption. This Section will provide the reader with a succinct understanding of the most critical elements of the plan and an overall framework that supports the very detailed management strategies and implementation schedule to follow.

STEP 7:

Develop and initiate a reasonable schedule of data collection to better assess performance of the downtown parking supply.

Implementation Timeline: *Immediate (August/September 2015 – Completed)*
Near Term (Spring and/or Summer 2016)
Long-Term (Based on strategic schedule)

A system for routine data collection will need to be established. To date, a comprehensive statistical analysis of on-street parking (2014) and off-street parking (August 2015) have been completed. This has provided very good data for parking activity during the summer peak season as well as potential shared use opportunities in off-street surface parking facilities located in or adjacent to the project study area. Conversations with the Advisory Committee indicated that a better understanding of “off-peak” data would also be useful, particularly as Phase 2 issues related to pricing are considered.

Objective and up-to-date data will help the City and local stakeholders make better informed decisions as the downtown grows and redevelops. The system does not need to be elaborate, but it should be consistent and routine and structured to answer relevant questions about occupancy, seasonality, turnover, duration of stay, patterns of use and enforcement. Parking information can be collected in samples and other measures of success (once developed and approved) can be gathered through either third party data collection and/or volunteer processes. An outline methodology for how to conduct parking inventory and data analyses is provided in the Oregon Transportation & Growth Management, *Parking Made Easy: A Guide to Managing Parking in Your Community*, most specifically Chapter 7. The guide can be found at www.oregon.gov/LCD/TGM/docs/parkingprimerfinal71213.pdf. Data derived from these efforts can be used by the City and a future Downtown Parking Advisory Committee to inform decisions, track use and assess success measures.

It is recommended that the City:

- a. Work with an interim Parking Work Group (see Step 6 above) to develop a data collection schedule to address issues raised regarding peak and non-peak parking dynamics. Given the recent completion of both on and off-street occupancy studies, additional data collection could be done through sampling rather than all-day occupancy counting. The near term data collection schedule should be completed no later than March 31, 2016).
- b. Schedule and initiate a “non-peak season” occupancy study for both on and off-street systems (e.g., Spring 2016).
- c. Updated inventory and occupancy analyses should be conducted no less than every 24 months.

Estimated Costs (STEP 7):

It is estimated that a data inventory and occupancy/utilization study would range from \$20,000 - \$30,000 if conducted by a third party consultant. Costs can be minimized in the subsequent surveys given that the inventory/database would be built and through sampling and possible use of volunteers to collect data.

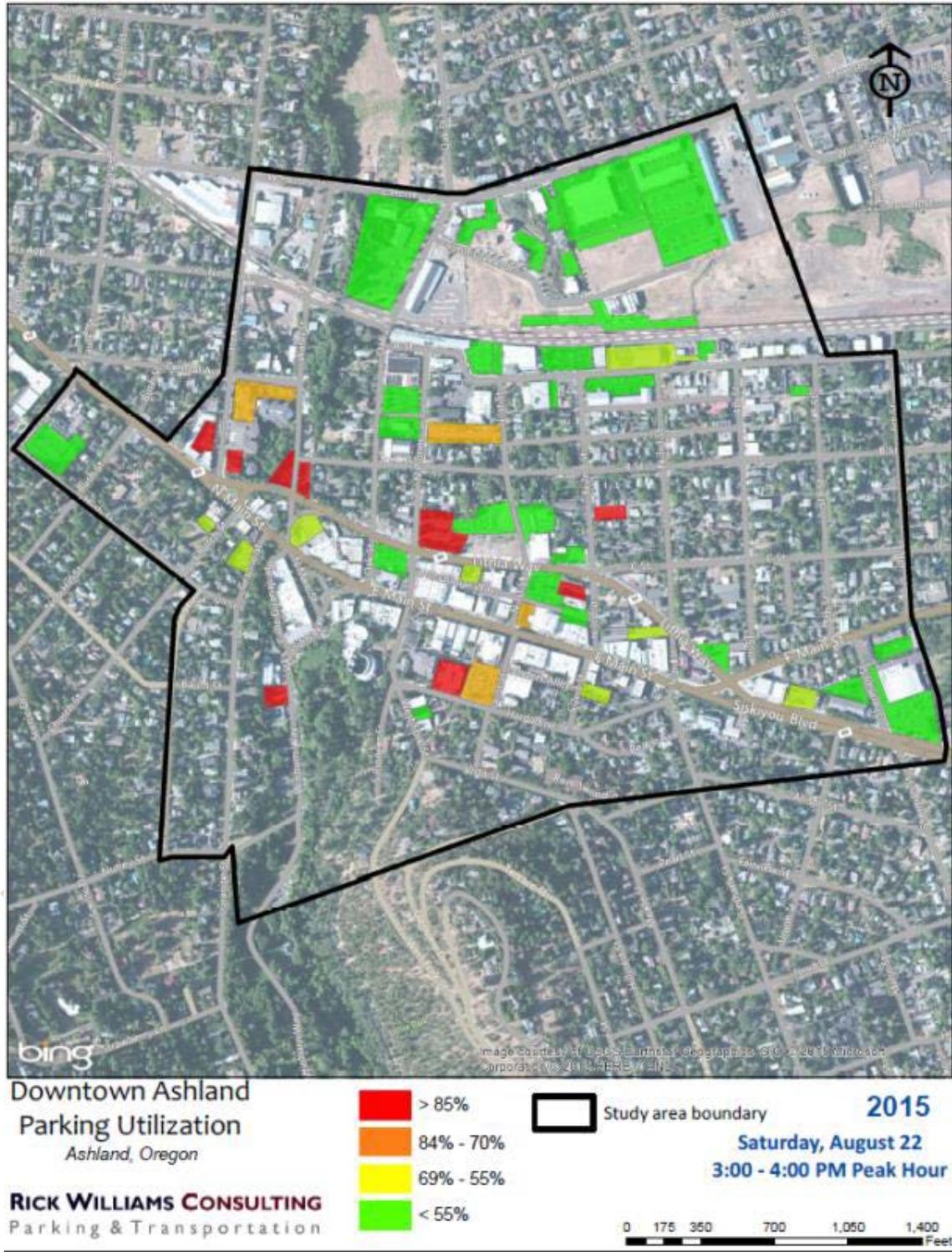
STEP 8:

Identify off-street shared use opportunities and feasibilities based on data findings in Step 7. Establish goal for transitioning employees, initiate outreach to opportunity sites, negotiate agreements and initiate assignment of employees to facilities.

Implementation Timeline: *Immediate: Short-listing sites (by February 2016)*
Near Term: Outreach (February – July 2016)
Mid Term: Negotiations and Assignment (August 2016 – December 2016)

A data collection effort was conducted by Rick Williams Consulting that examined two days of occupancy activity in August 2016 (Friday 10/21 and Saturday 10/22). The study quantified actual hourly use of these facilities over a twelve hour period each day. Fifty-one (51) off-street sites comprising 1,998 parking stalls were surveyed. Findings from the study revealed that many sites are significantly underutilized, with an average total of approximately 1,000 stalls empty during the peak hour of the day. The opportunity to direct downtown employees into these parking facilities would have a significant impact on on-street occupancies, particularly in areas where employees are using the on-street system and thereby denying customer/visitor use of the on-street supply. **Figure A** (next page) illustrates the findings of the off-street study.

Figure A
Peak Hour Parking Availability (Off-street Parking)



The interim Parking Work Group should consider the following for completion by February 2016, with later tasks transitioned to a Parking Manager and Downtown Parking Advisory Committee who would continue the effort through the end of 2016 and beyond.

- a) Use the data from the August 2015 parking study to identify a subset of the 51 facilities surveyed that could serve as reasonable shared use “opportunity sites.” Criteria for determining sites could be proximity to downtown, a meaningful supply of empty stalls, pedestrian/bike connectivity, walk distance/time, safety and security issues, etc.
- b) The above “sorting” of facilities would lead to a short-list of opportunity sites.
- c) Identify owners of short-listed facilities.
- d) Establish a target goal for the number of downtown employees to transition into opportunity sites.
- e) Initiate outreach to owners of private lots.
- f) Negotiate shared use agreements.
- g) Obtain agreements from downtown businesses to participate in employee assignment program.

Estimated Costs (STEP 8):

It is estimated that costs associated with this strategy would be minimal, mostly expended in efforts of existing staff and volunteers to review and identify opportunity sites and conduct outreach to potential private sector participants (lot owners and businesses). Planning in this regard may determine that funds are needed to create incentives and/or improve the condition of lots or pedestrian/bike connections.

STEP 9:

Create a critical path timeline to a new parking brand that can be utilized at all City owned lots, shared supplies and future parking marketing/communications.

Implementation Timeline: Near-Term (by December 2016)

Guiding Principle D. 3 (page10) calls for development and implementation of “a unique and creative wayfinding system for the downtown that links parking assets and provides directional guidance to users; preferably under a common brand or logo.” The intent of this principle is to create a brand that unifies the “public” supply of parking and is easily communicated; at specific parking sites and, ideally, through a system of wayfinding and guidance systems located throughout the downtown and in maps, websites and other communications and promotions.



The lynchpin of any such program is a brand. To this end it is recommended that the City begin as soon as possible (with the interim Parking Work Group) to engage a design firm to work with stakeholders to develop an attractive and recognizable “parking brand” for use by the City of Ashland at all of its public off-street facilities and any shared use facility that would cater to visitor access. The engagement would bring a design professional to:

- a) Work with stakeholders (interim Parking Work Group) and City to create a new parking brand for Ashland.
- b) Develop options and assist in developing a final recommended brand/logo.
- c) Develop costing estimates for the creation and placement of new brand/logo signage packages at all City owned off-street sites and/or shared visitor facilities.
- d) Assist in signage creation.

Estimated Costs (STEP 9):

It is estimated that engaging a professional design consultant to carry out the tasks identified above would range from \$15,000 - \$20,000.

STEP 10:

Simplify On-street time stays. Consider incorporation of new brand/logo into new on-street signage per input derived in Step 9.

Implementation Timeline: Near-Term (January 2017 - June 2017)

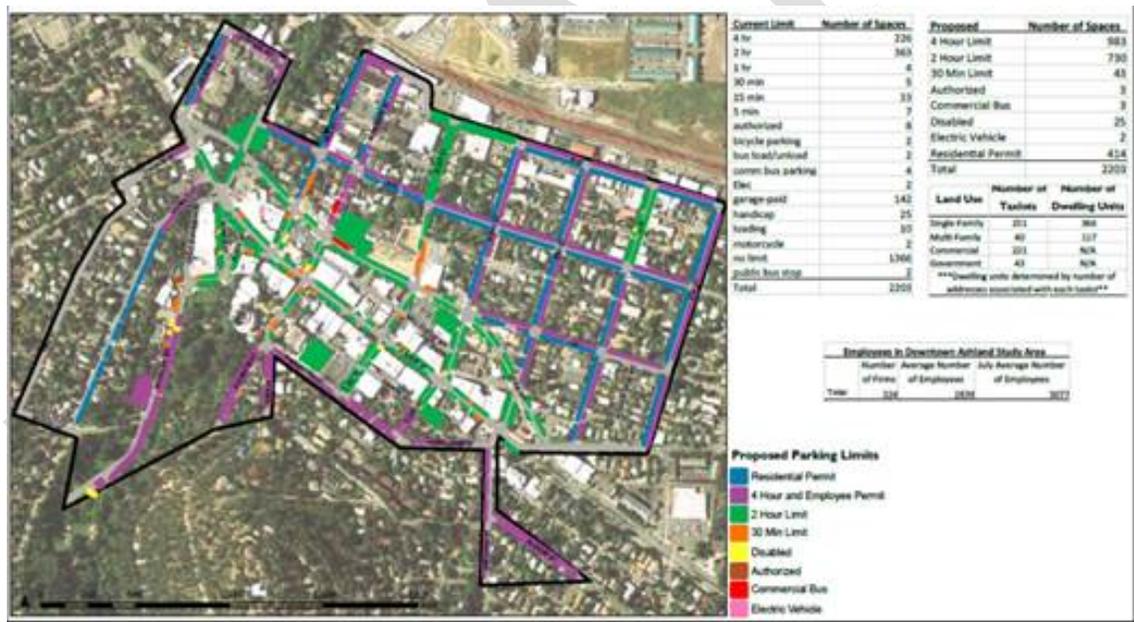
Multiple time stay designations in a downtown are often confusing to customers, particularly very short-term stalls (e.g., 5, 15, 30 and 60 minute stalls) that do not provide an adequate amount of time for a typical customer visit. Implementing this strategy will provide (a) customer oriented parking stalls, (b) ease of understanding and (c) consistency of time stay need to area of downtown (i.e., core versus theater and Lithia Park). Also, there is opportunity to incorporate a new brand/logo into the on-street system as a means to strategically integrate the on and off-street systems. This would require coordinating changes in the on-street system to the work to develop a brand logo in Step 9, which would have a recommendation developed by December 2016. This would be similar to the effort completed in Springfield, Oregon where a “stylized P” was created for the public parking system and incorporated into on and off-street signage. This is illustrated in the example to the right.



The 2014 Community Planning Workshop study outlined a series of recommendations for reformatting on-street time stays throughout the downtown. This work should serve as a template for action moving forward. **Figure B** illustrates those recommendations. The timeline for action would be as follows:

- a) Coordinate with Step 9 to determine brand/logo integration into new on-street signage (July 2016 – December 2016).
- b) Identify/quantify changes to be made (July 2016 – December 2016)
- c) Initiate formatting changes (January 2017 – June 2017)
 - Eliminate 1 hour time stays, increase to 2 hours.
 - All block faces with retail/office/restaurant should be 2 hours.
 - Increase 4 hour stay options - assess feasibility of Residential Permits in select 4 hour zones – i.e., areas currently zoned R.
 - Assess supply capacity (based on data update) for feasibility of employee on-street permit program(s) in 4 hour parking areas (**contingent on residential program**).

Figure B
On-street Time Stay Formatting Recommendations (Community Planning Workshop)



Estimated Costs (STEP 10):

Based on information from other cities estimated per unit costs for signage upgrades would be:

- A standard signage package would have two poles with blade signs per block face – one at each end of the block with arrows pointing inward.

Unit Costs- Signage

- Only material costs are provided in these estimates.
- Pole unit cost = \$470
- Blade sign unit cost = \$30
- Unit cost for poles (\$470) include hole boring and the pole

STEP 11:

Deploy new off-street signage package

Implementation Timeline: Near-Term (January 2017 - June 2017)

The new brand/logo developed in Step 9 would be incorporated into new signage packages to be placed at all City owned public facilities. This would create a uniform and easily identifiable look and feel for public parking; setting the foundation for future expansion of the brand into a downtown wayfinding system. Placement of the new off-street signage package should occur no later than June 2017.

Estimated Costs (STEP 11):

The costs of the new signage system would be developed in Step 9.

STEP 12:

Expand bike parking network to create connections between parking and the downtown to encourage greater employee bike commute trips and to draw customers to downtown businesses.

Implementation Timeline: Near-Term (October 2016 - June 2017)

When we talk about parking management, we’re not just talking about cars. Communities throughout Oregon support bicycling as a key sustainable transportation strategy, and the Oregon Transportation Planning Rule requires it for new developments. Ashland has the benefit of a strong bike culture, a high number of local bike shops, and current and active efforts underway to expand the City and downtown’s bike land system. What the downtown may be lacking is sufficient “trip-end” bike parking amenities, both on-street, off-street and in private buildings. Providing adequate bicycle parking will expand the capacity of the overall parking supply downtown.



Example: Interior Wall Racks

It is recommended that the City expand its approach to bike parking in the downtown to deliver a four step approach. It is assumed that this approach would support current efforts and planning to expand the City’s bike lane network.

It is recommended that this effort begin subsequent to the hiring of the Downtown Parking Manager (October 2016).

Elements of the four step approach would include:

- a) *On-sidewalk bike parking (October 2016 – December 2016)*. Identify locations for added bike parking within the pedestrian amenity zones – staple racks.
- b) *Bike corrals ((October 2016 – December 2016)*. Identify key locations for additional bike corrals either in plaza areas or on street and adjacent to high traffic businesses.
- c) *On-private property (October 2016 – December 2016)*. Identify locations and areas on private property for bike parking improvements, especially for employees – e.g., interior bike cages, wall rack locations, and other secure areas.
- d) *Identify funding/incentives/install (January 2017 – June 2017)* – Assemble funding sources necessary to implement a) – d).



Example: Bike Corral Ashland, OR



Example: Art Rack Baker City, OR

Estimated Costs (STEP 12)

The cost of an inventory of potential bike parking locations could be incorporated into the data collection portion Step 7 above. Site identification could also be done through volunteer efforts and by working with downtown stakeholders and bike advocates. In this manner costs are likely minimal.

Estimated costs for actual bike infrastructure area as follows (unit costs):

- Staple or U racks: \$150 - \$200
- Wall Mounted racks: \$130 - \$150
- Bike Corral \$1,200³
- Art Rack variable based on design

³ Based on City of Portland, Oregon cost estimate for 6 staple racks (12 bike parking spaces), striping, bollards and installation.

STEP 13:

Initiate process to evaluate and pursue on-street pricing in high occupancy areas (85%+)

Implementation Timeline: Near-Term (January 2017 - June 2017)

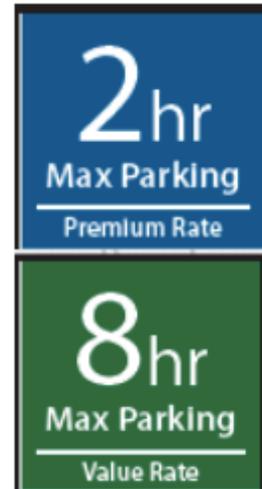
Recent data collection efforts have demonstrated that the on-street system routinely exceeds the 85% occupancy standard for sustained periods during the summer months. The Advisory Committee has indicated that less is statistically known about non-peak seasons. Step 7 addresses the need for additional occupancy and use data. Given that data collection would provide updated information on use for multiple seasons, it is recommended that the Parking Manager initiate a process with the Downtown Parking Advisory Committee to evaluate a transition of the downtown on-street parking system to paid parking.

Hourly on-street occupancy data can also be used to model potential revenue hours for different rate scenarios. Revenue hours can then be integrated into an expense/revenue proforma to objectively estimate the feasibility for moving to an on-street pay to park program. Data derived from an improved inventory data base and “real time” use information will allow development of an accurate feasibility model a potential program of on-street pricing.

Paid parking can support higher turnover within the system (calibrated to priority users), create higher compliance by employees directed to off-street locations so as not to compete for on-street parking with customers and visitors, create a more reasonable value relationship between parking and alternative modes and create revenue streams necessary to support operations, marketing/communications, program delivery, and infrastructure (e.g., new capacity).

Issues to examine, with supporting data, include:

- a) Establish Parking Enterprise Fund (Step 3)
- b) Update data base (on-street counts/samples) (Step 7)
- c) Develop expense/revenue model using occupancy data to forecast/estimate financial viability of new revenue collection technology.
- d) Determine revenue collection technology that will best serve Ashland
 - Single meter vs pay station
 - Pay & Display vs Pay by Space
- e) Consider/adopt seasonal pricing (using data sets to assist)
- f) Finalize pricing format
- g) Finalize time stay format and hours of operation format
 - Consider No Limit parking in current 4 HR areas



h) Initiate vendor RFP for revenue collection technology

Estimated Costs (STEP 13)

It is assumed here that the evaluation process would be incorporated into the routine schedule developed by the new Parking Manager and Downtown Parking Advisory Committee. Data collection efforts are a part of Step 7. General equipment cost for revenue technology (meters and pay stations area as follows:

- Multi-Space Meters (pay stations) \$5,000 - \$7,000 per unit (serving 8 – 14 spaces)
- Single Space Meters \$500 - \$700 per unit (serving one space)
- Back office support Varies by system and software selected

STEP 14:

Develop and submit an RFI/RFQ/RFP to solicit firms/teams to establish integrated wayfinding and dynamic signage system in the public right of way and integrated with the off-street system using City parking brand developed in Step 9.

Implementation Timeline: Near-Term (January 2017 - June 2017)

Many cities have developed a parking “brand” for their public parking facilities as well as utilization of dynamic signage within the public rights-of-way. These systems are designed and implemented as a means to inform and direct customers to available parking within a brand that communicates quality, cost effectiveness and convenience. Portland, OR, and San Jose, CA are good examples (see photo at right).



Dynamic signage is linked to occupancy information collected (usually through loop detector/parking counter systems) at individual or multiple parking sites. This information is displayed on site in reader boards/blade signs at the building entry plazas and/or at remote locations to downtown, usually major roadway entry portals. The signs provide guidance information (an address or facility name) and information on real time stall availability.

Programs that are the most successful tie into a parking “brand.” This brand is incorporated into both the on-site signage and the rights-of-way signage. This provides customers a visual cue that translates from their first encounter in the roadway to being able to conveniently identifying a parking location with available parking. Dynamic signage is also compatible and complementary of parking app functions, which can be linked in real time to smartphones and/or web links. The idea behind branding

the Ashland system with a name, logo, and marketing is to make it immediately recognizable to the customer.

An engagement with a wayfinding firm would bring an industry professional to:

- a. Develop a signage package that incorporates a uniform design, logo, and color scheme into all informational signage related to parking (see Step 9).
- b. “Brand” each off-street public facility, open to public access, with the established “logo” package.
- c. Evaluate off-street facilities for installation of real time counter systems that link to wayfinding signage.
- d. Identify key entry points into the downtown for placement of informational signage.
- e. Conduct cost feasibility analysis.
- f. Establish installation schedule.

Estimated Costs (STEP 14)

It is assumed that costing for the wayfinding process and system would be an element incorporated into the RFI/RFQ/RFP solicitation.

STEP 15:

Deploy wayfinding system as developed in Step 14.

Implementation Timeline: Near-Term (June 2017 – November 2017)

Implements plan developed in Step 14.

Estimated Costs (STEP 15)

Developed and approved through Step 14 process.

C. RECOMMENDED PARKING MANAGEMENT STRATEGIES: PHASE 2

This section outlines longer-term strategies for implementation in the downtown. It is anticipated that Phase 2 efforts would comprise the period between January 2018 and June 2019. The steps outlined in this section are intended to build upon and be facilitated by work completed in Phase 1 (July 2016 – December 2017). The focus of Phase 2 is on data, capacity management, communications, capacity growth and identification of funding sources.

It is important to note that any and all of the Phase 2 steps can be accelerated or moderated as necessary; depending on community support/consensus, opportunity and/or funding. Similarly, the City

and the Downtown Parking Advisory Committee may elect to reorder strategies as opportunity dictates. As with Phase 1, all steps outlined here will require consistent and dedicated management and coordination with active participation by the private sector.

STEP 16:

Go live with on-street pricing.

Implementation Timeline: January 2018 (launch)

Work completed in Step 13 (Phase 1) will establish the format, type of technology and timing for implementation of this strategy step. Step 13 is actually timed to be completed in June 2017, leaving adequate time before January 2018 – the beginning of Phase 2 – to:

- a. Solicit vendor bids through an RFP process.
- b. Evaluate proposals.
- c. Award contract to preferred vendor.
- d. Refine budgets and expense/revenue forecast model (Step 7).
- e. Select a target go-live date.
- f. Launch.



Example: On-street Pay Station

Estimated Costs (STEP 16):

Estimated costs for a new on-street pay to park system were provided in Step 13. They are repeated here, below.

- Multi-Space Meters (pay stations) \$5,000 - \$7,000 per unit (serving 8 – 14 spaces)
- Single Space Meters \$500 - \$700 per unit (serving one space)
- Back office support Varies by system and software selected

STEP 17

Explore residential and employee permit programs (on-street)

Implementation Timeline: January – September 2018

Changes to parking management in the commercial zones of the downtown could cause issues related to spillover of employees seeking parking in residential areas. In anticipation of this, the City Parking Manager and DPAC should initiate an outreach and education process to residents and businesses in adjacent neighborhoods. The purpose of this outreach is to (a) raise awareness and understanding of programs being developed within this plan for the downtown and (b) begin framing possible mitigation

strategies and solutions that could be implemented if new parking systems in the downtown exacerbate parking problems in neighborhoods.

The most effective strategy to manage parking in neighborhoods adjacent to commercial/retail areas are area permit programs. Within these systems, residents in areas zoned Residential (R) would be issued permits that allow unlimited parking on-street within the “permit zone” during specifically designated hours (determined through use data that would be assembled in updates per Step 7). All other users (e.g., visitors and employees) would be limited to a time stay (e.g., 3 hours) or, if occupancy surpluses are indicated through data updates, through an additional “employee permit.”

Adjacent neighborhoods should be *allowed the option* of requesting an area permit program if spill over is considered to be a problem and constraints are identified through data collection updates. The City should be prepared to respond with an already approved Area Parking Permit Zone (APPZ) policy and program. The program and policy would prioritize on-street parking in residentially zoned neighborhoods for residents and visitors. The APP would allow, over time, the introduction of employee parking permits into approved APPZ’s when parking surpluses are demonstrated and priority parking is assured. To this end, and in coordination with Step 16, the City should:

- a. Develop and approve an Area Parking Permit Zone policy and program.
- b. Initiate outreach/education to neighborhoods on downtown parking management plan and area parking permit concept.
- c. Be prepared to implement residential permit program in areas zoned R (if requested by neighborhood).
- d. Assess supply capacity (based on data updates) for feasibility of employee on-street permit program(s) in residential permit areas (contingent on establishment of an APPZ for residential use).

Estimated Costs (STEP 17):

There should be no additional costs associated with the outreach and policy work associated with this task as this work would be within the on-going responsibilities of the Parking Manager and the DPAC. Costs associated with delivery of an Area Parking Permit Zone program will need to be further developed through this task. Some cities charge users for the permit, at a rate that covers cost of management and administration. Other cities use parking revenue from the “meter” zone to underwrite the cost of an APPZ, viewing it as a cost of mitigation. Others use revenue from employee



permits as a means to cover costs for residential permits. Any or a combination of these funding options will need to be further explored within this strategy step.

STEP 18

Develop a marketing / communications and new system roll out plan

Implementation Timeline: Synced with Step 16

Implementation of paid parking, a new brand/logo and new “rules of use” will come with many questions, which are best anticipated and proactively solicited. A clear plan for marketing and communicating the new system, its purposes, goals and benefits will facilitate community awareness and understanding as well as acceptance if strategically addressed. The Parking Manager and DPAC should develop a plan that examines a format that incorporates many of the following elements deemed most appropriate for Ashland.

Goal

- Inform and involve the downtown business community – employers, merchants, employees, customers – in preparing for implementation of new time limits and paid on-street parking.

Approach

- Enlist a subgroup of the Downtown Parking Advisory Committee to help design, advise and assist communications with downtown stakeholders and customers.
- Reach, engage and update the downtown business community through credible partner organizations (“communications partners”).
- Communicate with downtown customers and employees through merchants and employers.
- Provide friendly, timely response to persons who have questions/problems.

Materials & Tools

- Website/updates
- Letter to downtown businesses
- Fact sheet/map
- Presentation tools: PowerPoint, display boards
- Merchant/employer packet: “Customer Parking Kit”
- Point-of-purchase customer information
- FAQs (frequently asked questions)
- Posters
- Utility bill inserts
- Business cards: hotline number
- Meter graphics/instructions
- Pay Station demo video

- New signage: permanent, temporary (samples for merchants)
- List of off-street parking resources/rates
- Bicycle options
- Transit options
- Grace period notice
- Interested parties e-mail list
- Website/links
- Social media: Facebook, Twitter, YouTube
- Order form (for more materials)
- Paid advertising



Tacoma Downtown Parking Implementation
Rollout Schedule (2010) – Rev. 3/12/2010

	February	March	April	May	June	July	August	September
Task Force	Task Force Recruitment	*Task Force Meetings	*	*	*	*	*	*
Stakeholders	*Stakeholder Meetings			*		*		
City Council			O	O				
Code Changes/ Ordinances	Code Changes/ Ordinances							
Enforcement	Enforcement Planning				Enforce New Time Limits		Enforce Paystations	
Signage	Procurement			Installation				
Paystations	Procurement			Preparation & Testing		Installation Area A	Area C	Area B
Communications	Communications Plan	Materials & Tools	Advance Communications		Rollout Communications		Celebration	
Phase	PREPARATION February to March 15	ROLLOUT PLANNING March 15 to April 30	INSTALLATION PREP May 1 to June 30		INSTALLATION July 1 to September 6			EVALUATION

O = Environment and Public Works Committee

**Sample: Pay to Park Rollout Schedule
Tacoma, Washington**

Target Audiences

- City policymakers (Council, Commissions, Task Forces)
- City staff
- Downtown Parking Advisory Committee
- Police Department
- Enforcement staff
- Downtown merchants/employers
- Downtown customers/visitors
- Downtown employees
- Downtown residents
- Neighborhood associations
- Business district associations
- Chamber of Commerce
- Shakespearean Festival
- News media
- Hard to reach audiences

Communications Partners

- Chamber of Commerce
- Neighborhood Associations
- Rogue Valley Transportation District (RTVD)
- Ashland Community Development
- Southern Oregon University
- Major employers

Community Briefings

- Organize a speakers' bureau to reach interested stakeholders in their regular group meetings.

Media Strategy

- Seek understanding and editorial support of local media outlets (print, radio, TV)
- Demonstration workshop/training session for media
- Monitor local media coverage – respond as needed.

Customer Support

- Pay station/meter demonstrations (established in contract with selected vendor)
- Customer parking cards to distribute to merchants/customers (option in contract)
- “Hotline”: single point of contact (established in contract)
- Grace period for enforcement during rollout
- Protocols and service levels for handling problems, complaints (established in contract)

Spokesperson(s)

- City spokesperson
- DPAC spokesperson
- Partner organizations

Estimated Costs (STEP 18):

Costs associated with a communications and roll out plan are difficult to ascertain at this time as such costs would be a combination of time allocated by the Parking Manager and DPAC as well as time provided by existing internal City public relations and information resources. Some cities have opted to employ professional third party public outreach/communications firms and/or adding certain roll out functions into the responsibilities of the selected parking revenue collection technology firm(s).

STEP 19

Explore expanding access capacity – new parking supply and/or transit/shuttle options

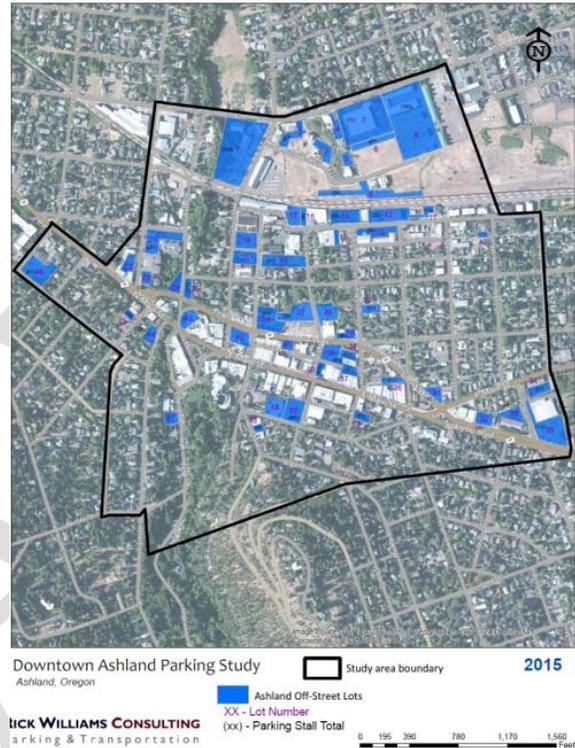
Implementation Timeline: January – June 2018

As Ashland's downtown grows employment, residents and visitors; existing supplies of parking and alternative mode access will need to be expanded. Adding bicycle trip capacity was discussed above in Phase 1 (Step 12). With implementation of paid parking (and possibly area permit programs); the City should begin to evaluate other forms of access capacity as well. This includes new parking supply and improved transit and/or shuttle options. Initiating exploration of, and planning for, new access capacity is both wise and strategic. These types of capacity growth require sophisticated infrastructure and are very costly. It will be important for Ashland to give adequate time and effort to determine the most beneficial and cost effective formats for increase the capacity of the downtown access system. Planning

for and finding funding for new capacity is time consuming, so engaging focused and objective evaluation within this suggested timeline “gets the ball rolling” and will greatly facilitate decision-making before access constraints would create adverse impacts on the downtown.

1. Identify new garage opportunity sites

One form of new access capacity would be adding to the current supply of parking, whether through the construction of a new parking garage and/or creation of new surface parking supply in a “remote” location outside the downtown (linked by transit or shuttle). The consultant team conducted an inventory of potential off-street parking “opportunity sites” in August 2015. These sites provide a starting point for evaluating potential sites in the downtown. A map of those sites is provided at right. To date, there has been no evaluation of potential “remote” sites.



The Community Planning Workshop (2014) developed an initial data base on existing parking occupancies in the downtown. Many areas of the downtown already exceed 85% occupancy in the summer peak hours and additional information on parking utilization will be developed in Phase 1 (Step 7). Additional data developed in Phase 1 should be used to evaluate parking constraints and determine whether and to what level there is a deficit of parking downtown. This data will be useful in helping to “right size” any parking facility that might be developed (whether in downtown or remotely).

It is recommended that the Parking Manager and DPAC initiate the following:

- a. Establish desired parking “need” (w/ Steps 7 & 13)
- b. Evaluate locations where parking is possible downtown.
- c. Evaluate “remote” sites that could be connected via shuttle/transit (surface lot option).
- d. Evaluate public/private partnerships to develop supply.
- e. Coordinate site evaluation with Community Development.
- f. Coordinate with Ashland Chamber of Commerce, particularly through contacts with potential “site partners” in the private sector.
- g. Engage local developers in evaluation process.
- h. Narrow to “feasible” site(s).

2. Explore shuttle/circulator connections (remote connector)

As with an evaluation of new parking supply, it will be equally important to evaluate the cost and feasibility of new transit and/or shuttle capacity. Transit and shuttles could be especially valuable as a means to improve employee commute options, provide “circulator” links through downtown for visitors as well as linking potential new parking supply that is remotely located.



The Parking Manager and DPAC should initiate a process that involves RVTD, Community Development and the community in discussions regarding the levels of service, frequency and connectivity that would be desired for a “transit” option that would best serve the downtown and effectively transition higher percentages of existing and future auto trips onto a transit/shuttle system.

It is recommended that the Parking Manager and DPAC initiate the following:

- a. Evaluate route options.
- b. Explore connections to remote parking (in conjunction with parking supply evaluation)
- c. Determine desired levels of frequency/type of vehicle/seasonality.
- d. Circulator shuttle or existing transit?
- e. Coordinate with RVTD.
- f. Narrow to preferred option(s).

Estimated Costs (STEP 19):

The City and DPAC may want to retain third party assistance in this process; particularly as regards the design and formatting of transit/shuttle systems. This is of particular importance as transit/shuttle systems have impacts on traffic and circulation as well as land use issues related to transit/shuttle stops and platforms. Identifying and locating potential parking sites could be accomplished internally, with assistance from the Chamber of Commerce, local developers and Community Development. As an estimate, the City could incur costs of \$30,000 - \$50,000 for route and system planning for a new transit/shuttle option. Some of this money could be used to cost the transit/shuttle option, which would reduce costing estimates for transit/shuttle described in Step 20 below.

STEP 20

Develop cost forecasts for preferred parking supply and shuttle/transit system options.

Implementation Timeline: June – September 2018

Information derived from Step 19 will provide realistic data on parking and transit/shuttle enhancements that have community input and initial feasibility. Parking will have been evaluated as to location, size and format (garage or surface lot). Transit/shuttles will have been evaluated as to desired format, frequency and routing.

Estimated Costs (STEP 20):

Initial costing of garages/lots in the form of expense/revenue and financing proformas can range from \$5,000 - \$7,500. This cost would be contingent on data and information already provided to a consultant from Step 19.

Rick Williams Consulting does not have expertise in costing transit/shuttle systems. These numbers need additional evaluation.

Estimated costs for new parking supply will range by type of supply. Estimates from projects recently completed in the Pacific Northwest are provided below.

- Structured Underground \$35,000 - \$45,000 per stall
- Structured Above Ground \$20,000 - \$25,000 per stall
- Surface Lot \$ 5,000 - \$ 7,000 per stall

NOTE: Does not include operating cost or full cost of land

STEP 21

Explore and develop funding options

Implementation Timeline: September 2018 – March 2019

There are a wide range of potential funding sources and revenue streams that could be used to support implementation of an enhanced parking management plan in the Ashland downtown as well as to plan for and support development of new parking or transit capacity. Consideration of creative and new funding mechanisms is prudent given the costs associated with the provision of these types of new infrastructure to support existing demands and provide for and encourage new development in the future.

A variety of funding opportunities and mechanisms are identified herein for consideration by City elected officials, City staff, and the community. This listing of potential sources is not necessarily exhaustive, as other communities have used yet additional sources – which may or may not be

applicable to current conditions in Ashland. Nor are these sources intended to be mutually exclusive. In the case of funding for new parking facilities, it has been found throughout Oregon, the Pacific Northwest and the country, that funding for parking facilities in emerging urban areas (particularly garages) generally requires application of multiple sources – for what might be considered as layered financing.

It should be noted the use of fees continues to evolve as various State Laws or City ordinances are authorized. Consideration of implementation of fees should be reviewed by the City Attorney to determine their consistency and feasibility in light of applicable laws.

The funding options provided below assume a more detailed discussion of the role of the City in future funding of parking/transit and public discussion regarding the desire to use public funds to build and operate systems that would grow the existing access system.

Options Affecting Customers

User Fees

Many cities elect to collect parking revenues through parking meters and/or sale of off-street permits and direct net revenues to parking and/or transportation development enterprise funds. Similarly, fees are assessed to transit/shuttle riders in the form of monthly and daily fees. Such funds can then be used to construct/bond for additional parking or transit capacity.

Event Ticketing Surcharges

This would impose surcharges in conjunction with local and regional center facilities (e.g., performing arts, sports and concert arenas) to support development of access systems. Fees are generally buried in the cost of event ticketing.

Parking Fine Revenues

Collected for violations related to overtime, improper parking and illegal parking in handicapped spaces, with a portion of such revenue directed to parking development enterprise funds.

Options Affecting Businesses

Parking & Business Improvement Area or District (BIA and BID)

An assessment of businesses rather than property owners. The assessment formula can be based on a number of measurable factors such as assessed values, gross sales, square footage, number of employees, or other factors established by the local legislative authority. For instance, Salem, OR assesses such a fee/tax on businesses located in its downtown Parking District to support parking services and future supply. Portland assesses a business income tax (through the State of Oregon) to support transit.

Options Affecting Property Owners

Local Improvement District (LID)

A well-established mechanism whereby benefiting property owners are assessed to pay the cost of a major public improvement (including parking or transit). An LID is a property tax assessment that requires "buy-in" by property owners within a specifically identified boundary. LIDs usually result as a consequence of a petition process requiring a majority of owners to agree to an assessment for a specific purpose (in this case, a parking garage/lot or transit infrastructure improvement).

Options Affecting Developers

Fee-in-Lieu

Usually an option given to developers to pay the local jurisdiction an "in-lieu" fee as a way to opt-out of providing parking with a new private development (usually the fee-in-lieu option is associated with minimum parking standards). Payment of a fee-in-lieu then provides the developer certain access entitlements into public parking facilities proximate to the development site (i.e., in "downtown") or as a contribution that enhances the area's access capacity (i.e., transit/shuttle capacity).

Fees-in-lieu can range from a fee assessed at less than the actual cost of construction, to the full cost of parking construction. Many cities use fees-in-lieu as a source for funding public parking facilities. Generally, fees-in-lieu do not provide sufficient revenue to fully fund a facility and are combined with other revenue sources to fully "pencil" a project (e.g., parking charges/rates, on-street meters, etc.). The frequent experience by some cities showing fees-in-lieu haven't adequately funded public parking facilities has led to diminished use of this fee.

If an in-lieu parking fee is considered by the City, there needs to be greater policy clarity on the intent and purpose of the fee and the City's role in using the fees to either increase parking supply in the future or increase access capacity through enhancement of alternative mode programs. Lack of specificity in this regard limits discussion of the type of in-lieu fee developed, the rate itself and the programs and strategies that would need to be in place to implement desired outcomes. A very useful guide to the diversity of parking in-lieu fee programs, advantages and disadvantages, how rates are set within different municipalities information on other American cities with in-lieu fee programs is Donald Shoup, *Journal of Planning and Education Research*, 18:307-320, 1999.

Public / Private Development Partnerships

Public parking can be an effective tool to facilitate area development. Development partnerships are most likely found with mixed-use projects where (in this case) parking is used to reduce the costs of jointly developed private office; retail or residential use(s) and/or the private development can serve to defray some of the public cost in developing parking.

Public / private development can occur through a variety of arrangements including:

1. Public acquisition of land and sale or lease of land/air rights not needed for parking to accommodate supporting private use;
2. Private development of integrated mixed-use development with sale or lease-back of the public parking portion upon completion – as a turn-key project; and
3. Responsibility for public sector involvement directly by the City, through a public development authority (PDA), or other special purpose entity such as a public facility district created for the project district or downtown area.

Options Affecting the General Public

General Obligation (GO) Bonds

Involving use of local jurisdiction issued non-voted or voted bonds to develop parking or transit infrastructure, subject to overall debt limit requirements. With GO bonding, the municipality pledges its full faith and credit to repayment of the debt from general fund resources. In effect, general fund revenues would be reserved to repay debt that could not be supported by parking or transit revenues alone. Again, there may be imposed limits on the municipality for voter approved or non-voted debt. Whether this would be an option for Ashland would be a factor of current debt.

Refinancing GO Bonds

This involves refinancing existing debt at lower rates and pushing the savings from the general fund to debt coverage for a new infrastructure (parking or transit). In these times of lower interest rates, the City of Ashland may have already maximized this option.

Revenue Bonds

Pledging parking fees and other designated revenue sources to the repayment of bonds, but without the need to pledge full faith and credit of the issuing authority. Revenue bonding is not appropriate in situations where a local jurisdiction's overall debt limit is a factor and projected revenues are inadequate or not deemed of sufficient certainty to cover required debt service (plus a debt coverage factor).

63-20 Financing

Identified as a potential alternative to traditional GO, revenue bond and LID bond financing. 63-20 financing (after the IRS Revenue Ruling 63-20) allows a qualified non-profit corporation to issue tax-exempt bonds on behalf of a government. Financed assets must be "capital" and must be turned over free and clear to the government by the time that bonded indebtedness is retired. When a municipality uses this technique to finance a public facility, it can contract for the services of a non-profit corporation (as the "issuer") and a builder. The issuer acts on behalf of the municipality, but has no real business interest in the asset being acquired.

Community or Urban Renewal (Tax Increment Financing)

Though originally created for the limited purpose of financing the redevelopment of blighted communities, tax increment financing (TIF) has developed into an integral part of the revenue structure of many local governments across Oregon and the nation. The rapid growth of TIF as an economic development technique of choice to finance land acquisition, site development and property rehabilitation/revitalization began in the early 1980's. Tax increment financing can provide an on-going source of local property tax revenue that can be used to finance economic development projects, and other physical infrastructure projects, without having to raise property tax rates. Moreover, TIF can leverage future general fund revenues to support the repayment of property- tax backed debt, without having to go directly to voters for approval, and without violating debt limitations.

State & Federal Grants

In the past, a variety of state and federal grant programs have been applied to funding parking and transit infrastructure in business districts. In the current environment of more limited state/federal funding, there may no longer be any readily identifiable programs as suitable for parking facility development, though transit may be more feasible.

General Fund Contribution

Local jurisdictions may make either one-time capital or on-going operating contributions to a downtown-parking or transit/shuttle program.

Estimated Costs (STEP 21):

This step is very much a process task, requiring research and conversations with City policy and decision-makers, local legal counsel and discussion with a range of potentially affected stakeholders. For the purposes of this Plan discussion, it is assumed that costs would be absorbed internally by the City and the new Parking Services Division.

STEP 22

Initiate new capacity expansion

Implementation Timeline: June 2019

This step would be catalyzed by completion of Steps 19 – 21 and would complete Phase 2 of the downtown Strategic Parking Management Plan. By June 2019, the City and DPAC would have evaluated and researched the most effective option(s) for expanding access capacity in the downtown. This would be a capacity enhancement that provides the highest benefit to downtown in accommodating growth and funding through a package of finance options that are cost effective and publicly supported.

VI. SUMMARY

The parking management strategies recommended here are intended to provide a template for action that would lead to a more efficient and organized parking system for the downtown. The strategies would be led by a Downtown Parking Manager with informed insight and direction from a representative Downtown Parking Advisory Committee.

The strategies envisioned here will be implemented over a minimum of three years, triggered by the 85% Rule and documented parking demand. Overall, the strategies are designed to get the “right parker to the right parking spot” in a manner that supports the Guiding Principles established as a part of this plan.

DRAFT

**APPENDIX
ACTION STEPS IMPLEMENTATION SUMMARY**

DRAFT

ACTIONS & IMPLEMENTATION SCHEDULE

Strategy Steps	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
POLICY ACTION STEPS				
1 Formalize the Guiding Themes & Principles as policies for downtown access within the transportation code.	✓			Provides decision-making framework and policy foundation for decisions/actions. Target by July 2016.
2 Adopt the 85% Rule as the optimum occupancy standard for measuring performance of the parking supply and “triggering” specific management strategies and rate ranges.	✓			The parking inventory for Ashland revealed that existing peak hour occupancies within the core are often parked in excess of 85% for significant periods of the day. Having the 85% Rule formalized in policy will assure that a process for evaluating and responding to future parking activity is in place.
3 Establish a Downtown Parking and Transportation Fund as a mechanism to direct funds derived from parking into a dedicated fund.	✓			As the supply of parking becomes constrained over time, it will be important to direct funds into a specific account intended to support on-going transportation and access in the downtown.
4 Centralize Parking Management. Consolidate the management and administration of parking management within a single division for Parking Services.	✓			Centralized administration and management best supports the concept of an integrated parking system as all elements of the parking system (off-street, on-street, enforcement and oversight of any third party provider) are consolidated within a single division and leadership structure.
5 Develop a job description and submit a service package to create and hire a position of “Downtown Parking Manager” for the City of Ashland.	✓	✓		Consolidating parking operations within a single department or bureau under a Downtown Parking Manager creates administrative and operational efficiencies and seamlessly integrates on-street, off-street, enforcement and long-range strategic planning. Target by September 2016.

Strategy Steps	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
<p>6 Establish and initiate a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in parking program implementation/review and addressing solutions as demand triggers suggest.</p>	✓	✓		<p>The stakeholder advisory process and a Parking Advisory Committee will: (a) assist the Parking Manager/Coordinator in the implementation of the parking management plan; (b) review parking issues over time; and (c) advise City Council and other relevant decision-making bodies on strategy implementation based on adopted policy for parking management and use dynamics identified for specific parking areas.</p>
PARKING MANAGEMENT ACTION STEPS (PHASE 1)				
<p>7 Develop and initiate a reasonable schedule of data collection to better assess performance of the downtown parking supply.</p>	✓	✓	✓	<p>A system for routine data collection will need to be established. Conversations with the Advisory Committee indicated that a better understanding of “off-peak” data would also be useful, particularly as Phase 2 issues related to pricing are considered.</p>
<p>8 Identify off-street shared use opportunities and feasibilities based on data findings in Step 7. Establish goal for transitioning employees, initiate outreach to opportunity sites, negotiate agreements and initiate assignment of employees to facilities.</p>	✓	✓		<p>The 2015 study of off-street lots quantified actual hourly use of these facilities over a twelve hour period each day. Fifty-one (51) off-street sites comprising 1,998 parking stalls were surveyed. Findings from the study revealed that many sites are significantly underutilized, with an average total of approximately 1,000 stalls empty during the peak hour of the day.</p>
<p>9 Create a critical path timeline to a new parking brand that can be utilized at all City owned lots, shared supplies and future parking marketing/communications.</p>	✓	✓		<p>The intent is to create a brand that unifies the “public” supply of parking and is easily communicated; at specific parking sites and, ideally, through a system of wayfinding and guidance systems located throughout the downtown and in maps, websites and other communications and promotions.</p>

Strategy Steps	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
10 Simplify On-street time stays. Consider incorporation of new brand/logo into new on-street signage per input derived in Step 9.	✓	✓		The 2014 Community Planning Workshop study outlined a series of recommendations for reformatting on-street time stays throughout the downtown. This work should serve as a template for action moving forward.
11 Deploy new off-street signage package		✓		Implements Step 9.
12 Expand bike parking network to create connections between parking and the downtown to encourage greater employee bike commute trips and to draw customers to downtown businesses.		✓		What the downtown may be lacking is sufficient “trip-end” bike parking amenities, both on-street, off-street and in private buildings. Providing adequate bicycle parking will expand the capacity of the overall parking supply downtown.
13 Initiate process to evaluate and pursue on-street pricing in high occupancy areas (85%+)		✓		Data collection would provide updated information on use for multiple seasons; it is recommended that the Parking Manager initiate a process with the Downtown Parking Advisory Committee to evaluate a transition of the downtown on-street parking system to paid parking.
14 Develop and submit an RFI/RFQ/RFP to solicit firms/teams to establish integrated wayfinding and dynamic signage system in the public right of way and integrated with the off-street system using City parking brand developed in Step 9.		✓		These systems are designed and implemented as a means to inform and direct customers to available parking within a brand that communicates quality, cost effectiveness and convenience.
15 Deploy wayfinding system as developed in Step 14.		✓		Implements Step 14. No later than November 2017.

Strategy Steps	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
PARKING MANAGEMENT ACTION STEPS (PHASE 2)				
16 Go live with on-street pricing.			✓	Work completed in Step 13 (Phase 1) will establish the format, type of technology and timing for implementation of this strategy step.
17 Explore residential and employee permit programs (on-street)			✓	Changes to parking management in the commercial zones of the downtown could cause issues related to spillover of employees seeking parking in residential areas. The most effective strategy to manage parking in neighborhoods adjacent to commercial/retail areas are area permit programs.
18 Develop a marketing / communications and new system roll out plan			✓	A clear plan for marketing and communicating the new system, its purposes, goals and benefits will facilitate community awareness and understanding as well as acceptance if strategically addressed.
19 Explore expanding access capacity – new parking supply and/or transit/circulator options			✓	As Ashland’s downtown grows employment, residents and visitors; existing supplies of parking and alternative mode access will need to be expanded.
20 Develop cost forecasts for preferred parking supply and shuttle/transit system options.			✓	Information derived from Step 19 will provide realistic data on parking and transit/shuttle enhancements that have community input and initial feasibility. Parking will have been evaluated as to location, size and format (garage or surface lot). Transit/shuttles will have been evaluated as to desired format, frequency and routing.

Strategy Steps	Phase 1 Immediate (0 – 6 months)	Phase 1 (6 – 18 months)	Phase 2 (18 – 36+ months)	Comment
21 Explore and develop funding options				There are a wide range of potential funding sources and revenue streams that could be used to support implementation of an enhanced parking management plan in the Ashland downtown as well as to plan for and support development of new parking or transit capacity.
22 Initiate new capacity expansion				This step would be catalyzed by completion of Steps 19 – 21 and would complete Phase 2 of the downtown Strategic Parking Management Plan.