

Kimley»Horn

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THE
SOLESBEE
GROUP

DECEMBER 2018
CLEVELAND COUNTY

City of Norman,
Oklahoma

Parking Strategic Plan

Executive Summary





Introduction

In the summer of 2017, Cleveland County and the City of Norman engaged Kimley-Horn and Associates (Kimley-Horn) to develop a Strategic Parking Management Plan for downtown Norman, Oklahoma. This plan will have a strong focus on program organizational options as well as identifying both short and long-term goals for the development of a forward-thinking and holistically-managed public parking system that will support the and City and County's larger economic and community development goals, today and in the future.

Project Objectives

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

- Identify governance and management structures that will work best for Downtown Norman and will contribute to the successful implementation of other recommendations
- Improve public perceptions of downtown parking and the community at large
- Position parking as a contributor to continued downtown redevelopment and economic expansion
- Provide recommendations on establishing positive and proactive customer relations and communications
- Explore the range of parking management strategies that can be used by County and City staff to encourage on-street parking turnover and promote increased downtown vitality without unduly penalizing infrequent violators
- Identify technology that can improve customer convenience and operational efficiency, while also controlling operating costs.
- Position parking management within the larger "access management" context in a way that promotes a balanced system of parking and transportation alternatives.
- Understand the opportunities, challenges and potential synergies between the County, City of Norman, and University of Oklahoma (OU) parking and transportation programs.

Parking Supply/ Demand Update

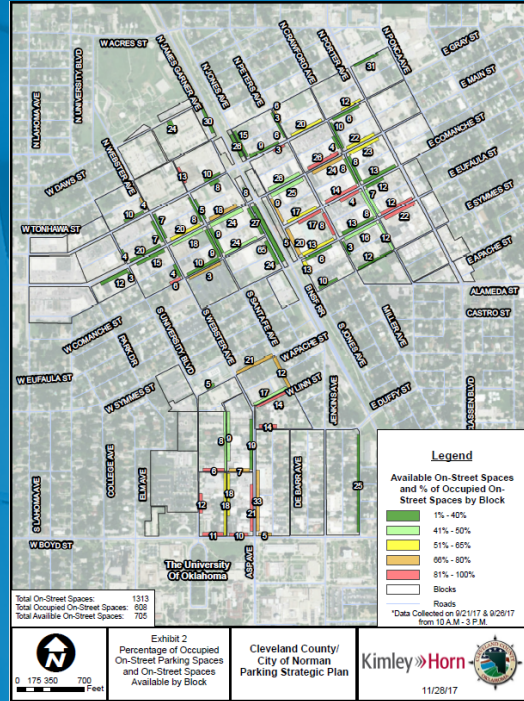


Exhibit 2



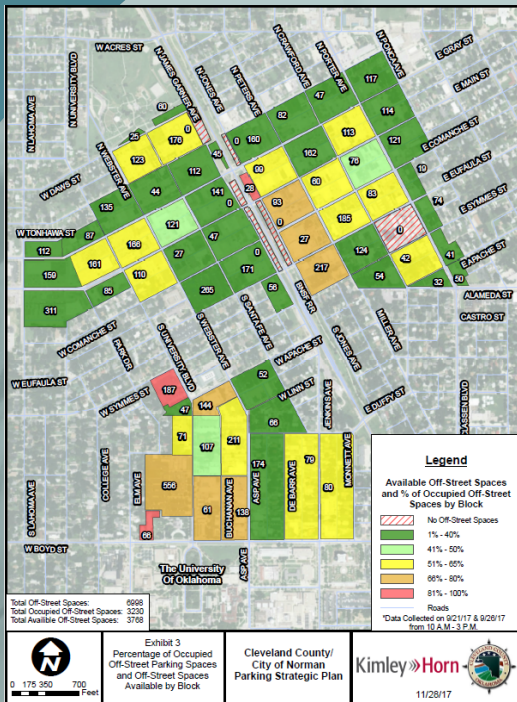


Exhibit 3

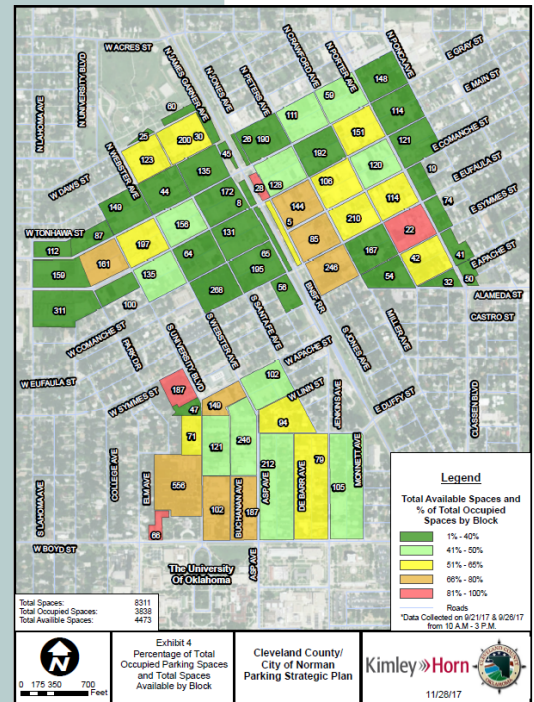


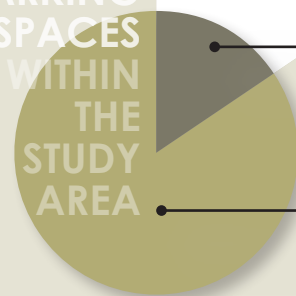
Exhibit 4

Parking Inventory

The parking inventory was updated in the defined data collection area in September 2017.

There are 8,311 total parking spaces within the study area. Approximately 1,313 (15.8%) are on-street. This leaves approximately 6,998 (84.2%) parking spaces located in parking lots or parking garages.

PARKING
SPACES
WITHIN
THE
STUDY
AREA



15.8%

On-street
Parking

84.2%

Parking Lots/
Parking Garages

Parking Occupancy

Parking occupancy data was also collected for each of the blocks in the study area at the same time as the parking inventory. Parking occupancy was collected at the peak parking demand hour (10:00 a.m. - 11:00 a.m. on a Thursday as determined in previous studies). The block-by-block results are broken down into on-street and off-street parking occupancy and are summarized in Exhibits 2, 3, and 4 above (and in Chapter 3 of the full report).

As shown in Exhibits above, there are approximately 1,313 on-street parking spaces, of which approximately 608 (46.3%) were occupied at the time of the counts, and approximately 6,998 off-street parking spaces, 3,838 (54.8%) of which were occupied at the time of the counts.

20 Characteristics

OF EFFECTIVE PARKING PROGRAMS

-  1. Vision and Mission
-  2. Parking Philosophy/Guiding Principles
-  3. Parking Planning
-  4. Community Involvement
-  5. Appropriate Organization
-  6. Staff Development and Training
-  7. Safety, Security, and Risk Management
-  8. Effective Communications
-  9. Consolidated Parking Program
-  10. Financial Reporting and Planning
-  11. Strategic Parking Management
-  12. Operational Efficiency
-  13. Facilities Maintenance Programs
-  14. Effective Use of Technology
-  15. Parking System Marketing / Promotion
-  16. Positive Customer Service Programs
-  17. Special Events Parking Programs
-  18. Parking Enforcement
-  19. Transportation Demand Management
-  20. Competitive Environment

Mastering the Fundamentals of Parking Management

Based on our work evaluating numerous parking systems of various sizes and complexity across the country, Kimley-Horn has identified a set of 20 Characteristics, that when combined into an integrated programmatic approach can provide the basis for a sound and well managed parking system.

We've found that the twenty characteristics provide a solid foundation for communities who are working to manage parking in a way that balances convenience, availability and cost.

The 20 Characteristics include all the elements in the list to the left. A parking system that has all twenty of these characteristics is well on its way to being in a class apart from the majority of parking systems.

The ultimate goals are a system that provides professional management, understands the role it plays in contributing to the larger objectives of the downtown or shopping district and is responsive to the community to which it serves. (Detailed designations of each program area can be found in Chapter 7 of the full report.)

Parking Program Branding, Marketing, and Strategic Communications

Strategic Communications Plan Components

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

This section of the report highlights opportunities to proactively engage key user groups in policy and programmatic decisions that will impact their experience accessing Downtown Norman. The strategies have been divided into three categories:

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

Parking as an Economic Development Strategy

Leveraging parking development to catalyze additional community development is a proven and successful strategy. Cleveland County, as evidenced by their "Cleveland County Complex Master Plan" has adopted this approach in conjunction with a larger community master plan vision for Downtown Norman. Having a well-defined and shared vision relative to preferred or targeted types of development is a key first step in the process. Parking can also be used as a "platform" to achieve a variety of other community goals, beyond parking infrastructure.

In the white paper on this topic (see report Appendix 22) this innovative approach is explored in depth. Examples of new parking garage development concepts as well as examples of successful development agreements are provided as examples of how leveraging investments in strategic parking and mixed-use facility development can be a key strategy to improve communities and stimulate additional economic development opportunities.



Key Findings

What the emerging parking program currently needs most are the following nine key elements:

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

Primary Action Items

Below is summary listing of these key recommendations:

- #1 Adopt** new program vision and mission statements and recommended parking program guiding principles. Adopt the preferred parking management organizational framework. Hire a parking management professional and begin prioritizing and implementing parking management best practices.
- #2 Engage** a private parking management firm and develop operational policies and procedures. Begin a process to evaluate investment in new on-street and off-street parking technology.
- #3 Leverage** parking as a community and economic development strategy and develop a comprehensive parking planning function.
- #4 Develop** a proactive facility maintenance program including regular facility condition appraisals, prioritized facility rehabilitation plans and the creation of parking facility maintenance reserves.
- #5 Develop** a new parking program brand and marketing program including significant on-going community outreach strategies.
- #6 Invest** in training and staff development with a goal of mastering the fundamentals of parking system management and operations.
- #7 Develop** a detailed facility opening / operational plan for the planned County garage.
- #8 Critically assess** the current parking enforcement program using the tools provided. Invest in mobile license plate recognition technology.
- #9 Establish** the parking program as a separate fund and combine all parking related revenue streams into this fund.
- #10 Expand** the scope of the parking program over time to be more supportive of alternative modes of transportation and embrace more of a "mobility management philosophy".

Program Development

“Charting the Right Course”

Based on feedback from project meetings and community engagement focus groups, the Kimley-Horn project team drafted a preliminary set of program goals and guiding principles. The purpose of these program goals and guiding principles is to establish a strategic framework upon which to build a new parking management plan for the City of Norman and Cleveland County. Included in this section are the following elements:

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

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

DRAFT VISION STATEMENT:

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

The Norman parking program shall be considered an integral component of the community's economic development strategies and programs.

DRAFT MISSION STATEMENT:

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





Recommended Guiding Principles

The goal in crafting these guiding principles for the parking program is to develop a comprehensive approach to parking management for the City of Norman and Cleveland County that will provide an integrated, action-oriented, and accountable system of parking and access management strategies that supports, facilitates and contributes to a sustainable and vibrant community.

These principles are strategic in nature, responsive to the needs of the community and aligned with the larger community's strategic and economic development goals.

DRAFT GUIDING PRINCIPLE CATEGORIES:

- Organization/Leadership
- Community and Economic Development
- Leveraging Technology
- Planning/Urban Design
- Effective Management/Accountability
- Customer Service Orientation
- Communications/Branding/Community Education
- Accountability/Financial Management
- Integrated Mobility Management
- Sustainability

Statements better defining each the ten draft recommended guiding principles is provided in Chapter 6 of the full report.

Recommended Organizational Structure

The preferred organizational option for Cleveland County/ The City of Norman merges the following two organizational models:

- The Parking District/Commission Model and
- The Professional Services/Out-sourced Management Model

The rationale for this a recommendation is summarized on the following page.

Parking Commission

- Board of Commissioners
- Policy Setting/Approval Body
- 5 Members Representing:
 - Two County Representatives
 - Two City Representatives
 - One Ad-hoc Community Representative

Parking Director

- Public Face of Parking Commission
- Program and Policy Development
- Contract Administration (Private Parking Management Firm)
- Public Outreach
- Limited Support Staff

Private Parking Management Firm

- Engaged via Management Agreement
- Day-To-Day Operations
- Policy/Procedure Development
- Advisory Function
- Initial 3 – Year Term

This approach is seen as the best option for Cleveland County and the City of Norman for the following reasons:

- 1** The Professional Services model envisions a small, lean staff that could be housed in either the City or the County or could be a jointly funded position reporting to a quasi-independent Commission. Part of this recommendation is in recognition that the overall program will be relatively small reflecting the size of the community and the relative program budget. This option begins small from a staffing perspective, but is scalable over time if needed.
- 2** The outsourced management component recognizes that no significant parking management expertise currently exists within either the City or County. By engaging a private parking management firm (at least for an initial three-year term) the City and County will receive the following benefits:
 - a. Helps ensure that the program gets successfully established.
 - b. Provides an initial base of parking management experience and competence.
 - c. Provides the County/City with a built-in advisory function during the early years (all the major private parking management firm will pitch this as a benefit).
 - d. Provides established business practices, tools, forms, policies, procedures, etc. – in essence the private parking management firm can help get all the program operational basics in place more quickly and efficiently than can be done by creating a program from scratch with only internal resources.
 - e. The private parking management firms will provide a robust set of system reporting options including detailed revenue and expense reports, program budgets, maintenance programs, etc.

After the initial three-year term of the private parking management firm, an assessment should be conducted to determine whether the firm has delivered enough value for the parking management fee to be continued or whether the program could be managed exclusively with in-house staff.

- 3** The District/Commission model envisions a governing board of commissioners made up of 5 individuals representing different aspects of the community.
 - f. Examples of the type of expertise desired for parking commission members might include:
 - i. Two County representatives: The County has the financial capacity to fund new parking infrastructure and new development programs to support community revitalization and investment
 - ii. Two City staff representatives: City positions that typically are involved in a parking commission board might include the Mayor, City Manager, or their designee; City Council member(s) whose wards are represented; or a department head such as the Director of Planning, Finance, or Public Works
 - iii. One ad-hoc community representative representing a large invested downtown employer; property owners/developers; business leaders (Norman Downtowners Association, Campus Corner Merchant's Association members, etc.); or a representative from the University of Oklahoma
- 4** The new parking program should have a dedicated manager responsible for managing on-street, off-street and parking enforcement functions.
- 5** All parking revenue streams should be consolidated to support parking as a dedicated enterprise fund.
- 6** The parking commission board and director should actively attempt to leverage parking's potential to support community and economic development strategic goals.

Appendices & Parking Management Tool Kit

Table of Contents

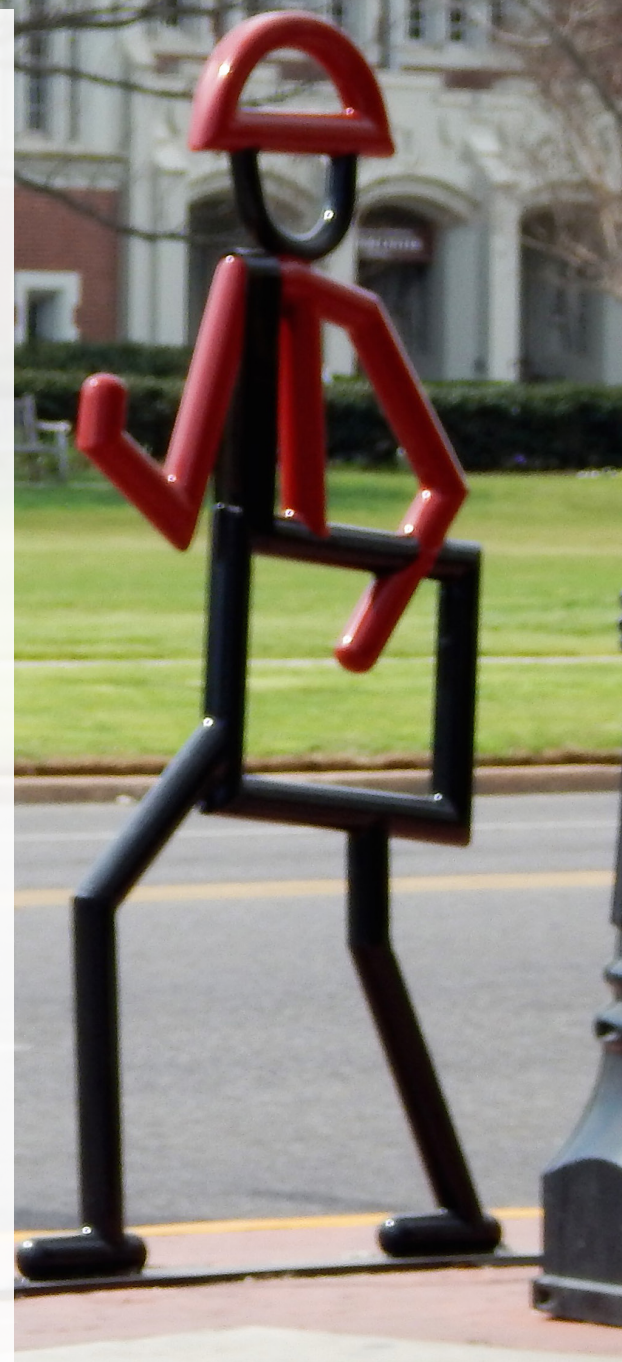
Cleveland County and the City of Norman are in a fairly unique position as they contemplate creating a new municipal parking program from the ground up. As such, these Appendices & Parking Management Tool Kit provide an extra set of tools, sample manuals, communications strategies and background materials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

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

APPENDIX 1	20 Characteristics of Effective Parking Programs
APPENDIX 2	Valet Parking Program Development - Whitepaper
APPENDIX 3	Sample Parking Administrator Position Descriptions
APPENDIX 4	Crisis Communications Plan
APPENDIX 5	Recommended Reading List for Parking Professionals
APPENDIX 6	On-Street Parking Technology Whitepaper
APPENDIX 7A	APO Program Manual
APPENDIX 7B	APO Matrix Final 2016
APPENDIX 8	FHWA Special Events Handbook
APPENDIX 9	Guidelines for Using Parking as an Economic Development Incentive
APPENDIX 10	Tax Increment Financing Whitepaper
APPENDIX 11	Parking Management and Design Best Practices
APPENDIX 12	License Plate Recognition (LPR) Whitepaper
APPENDIX 13	Parking Facility Maintenance Manual
APPENDIX 14	Parking Facility Maintenance Schedule
APPENDIX 15	Annual Parking Report Template
APPENDIX 16	Generic Parking Facility Rules and Regulations
APPENDIX 17	Sample Parking Garage Operations Manual
APPENDIX 18	Parking Requirements Reform Whitepaper
APPENDIX 19	Parking Enforcement Program Audit Checklist
APPENDIX 20	Sample Parking Enforcement Officer Handbook
APPENDIX 21	Missoula Parking Commission Sample Annual Parking Report
APPENDIX 22	New Parking Manager Integration-Action Plan
APPENDIX 23	Parking Garage Security Whitepaper
APPENDIX 24	Parking Garage Design Guidelines
APPENDIX 25	Parking System - Financial Plan Template

APPENDIX 26	Residential Parking Permit Programs - Whitepaper
APPENDIX 27	Sample Meter Bagging Policies and Procedures
APPENDIX 28	Parking In-Lieu Fees Whitepaper
APPENDIX 29	Parking Management Benchmarks/ Key Performance Indicators
APPENDIX 30	Consolidated System Financial Report
APPENDIX 31	Assessing an Uncertain Transportation Future – 2017 - Projecting the Impact of Autonomous Vehicles and Shared Mobility Trends on Future Parking Demand
APPENDIX 32	Parking as An Economic Development Strategy - Whitepaper
APPENDIX 33	Kimley-Horn TDM Quick Guide
APPENDIX 34	Developing A Retail Parking Support Strategy
APPENDIX 35	International Parking Institute (IPI) Emergency Preparedness Manual
APPENDIX 36	Parking Program Strategic Communications Plan
APPENDIX 37	Parking Rate Assessment Strategies
APPENDIX 38	Limited Parking Supply-Demand Update - Data Tables
APPENDIX 39	Parking Garage Start-Up Plan
APPENDIX 40	Parking Program Preliminary Budget Outline
APPENDIX 41	Parking Meter Upgrade and Preliminary Meter Revenue Projection
APPENDIX 42	Developing a Retail Parking Support Strategy
APPENDIX 43	Resolution to Create a Parking Improvement District
APPENDIX 44	2016 Jacobs Parking Study Summary

See Chapter 8 of the full report for an annotated listing of "Parking Management Tool Kit" items. This annotated listing provides a better sense of what is included and how the contents might apply to the City and County's parking program development initiative.





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