



Parking Strategic Plan

DECEMBER 2018

CLEVELAND COUNTY

City of Norman,
Oklahoma

Final Report



PARKING STRATEGIC PLAN

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1. Executive Summary

Introduction

In the summer of 2017, Cleveland County (County) and the City of Norman (City) engaged Kimley-Horn and Associates (Kimley-Horn) to develop a Parking Strategic Plan for downtown Norman, Oklahoma. This plan has 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 County and City's larger economic and community development goals, today and in the future.

Project Objectives

The primary goal of this Parking Strategic 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 Cleveland County and the City of Norman and will contribute to the successful implementation of other recommendations
- Improve parking management and the public perceptions of downtown parking
- Position parking as a contributor to continued downtown redevelopment and economic expansion
- Provide recommendations on establishing positive and proactive customer service
- 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 technologies that can improve customer services and convenience, while also controlling operating costs
- Position parking management within the larger "access management" context in a way that promotes a balanced system of parking and transportation alternatives.
- Understand the opportunities, challenges and potential synergies between the County/City and the University of Oklahoma (OU) parking and transportation programs.

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Key Findings

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

1. **A sense of purpose and direction relative to parking and transportation policy** – This strategic plan should provide that missing element.
2. **A strong and capable program leader** – The recruitment and hiring of a new parking manager is seen as a vital initial step to creating an effective and sustainable parking management program.
3. **Establish parking as a separate fund** and dedicate all parking related revenue streams to support the fund. This recommendation is made with a goal of creating a program that can potentially be self-funding in the long-term.
4. **A strong customer service orientation** – One of the key leadership elements that needs to be infused into the program from the beginning is a strong customer service focus. This applies 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 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.
5. **A focus on “mastering the fundamentals” of parking management** – While related to the training and staff development element, this focus area is really about gaining an in-depth understanding of the many complex and challenging aspects that are somewhat unique to parking. Chapters 5, 6 and 7 of this report introduces a recommended parking management framework built around the 20 specific program categories in our “20 Characteristics of Effective Parking Management Programs” approach (see Appendix #1). This document provides a framework that can form the basis for a comprehensive and strategic program development approach.
6. **Investment in new technology** – Leveraging new technology will be a critical element in achieving many of the stated goals of this project including:
 - a. Enhanced customer friendly programs and services
 - b. Improved operational efficiency
 - c. Enhanced system financial performance
 - d. Improved system management and planning
7. **Development of a strong parking maintenance program** with regularly scheduled facility condition appraisals, the creation of parking facility maintenance reserves and an effective facilities maintenance program are essential to creating a positive image of the parking program and downtown overall.
8. **Development of an on-going and collaborative relationship with the University of Oklahoma (OU)** and other local higher education organizations to enhance residential parking permit programs and improve neighborhood parking enforcement.
9. **Over time, expand the parking program’s mission to adopt a broader more “mobility management” oriented perspective.** Also work closely with County/City Planning to address parking requirements (zoning code) and ADA parking placard abuse reforms.

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Recommended Parking Program Organizational Model

In Chapter 5 of this report, Kimley-Horn and Associates, Inc. provides extensive sections on parking program operational methodologies and successful organizational models. We assessed and ranked each of the major organizational models in terms of which would be the best fit for Cleveland County and the City of Norman. The table below summarizes our organizational options assessment:

Cleveland County / City of Norman - Organizational Model Analysis						
		Integrated City/County District / Commission Model	BID/DDA Contract Management Model	Multi-Jurisdictional Parking Authority Model	Professional Services / Out-Sourced Mgmt. Model	Hybrid Professional Services / Out-Sourced Mgmt. Commission Model
	Status Quo					
Supports Economic Revitalization	1	8	8	8	8	8
Most Efficient and Cost Effective	4	7	6	5	8	8
Most Customer Friendly	2	6	6	6	6	6
Most Politically Feasible	2	8	3	6	7	8
Most Focused on Vision	2	7	5	7	7	8
Easiest to Achieve	8	6	4	5	5	7
Most Responsive to Business & DT Stakeholders	2	7	6	7	5	7
Most Financially Viable	8	7	4	6	6	8
Most Effective Coordination	2	6	4	6	5	5
Provides Needed Parking Management Expertise	2	5	5	5	9	9
Best Promotes Long-term Growth	2	8	3	9	7	8
Facilitates Intergovernmental Coordination	2	7	2	7	6	7
Supports the Principal of "Vertical Integration"	2	8	5	8	6	8
Facilitates DT Re-Branding / Integration with DT Master Plan Goals	2	6	3	6	6	6
Promotes Alternative Transportation and Multi-modal Transportation Options	1	5	2	5	4	5
Fosters Innovation and Mission Broadening	2	7	3	7	5	7
Effectively Identifies and Engages with Local "Community Champions"	2	7	4	6	4	7
Ability to Recruit or Develop the Best Possible Program Leader	2	6	3	8	4	6
Total:	48	121	76	117	108	128

Legend

Consultant ranking of estimated effectiveness in achieving category objectives

1 = Very Low Level of Effectiveness

10 = Very High Level of Effectiveness

Our recommended approach proposes the adoption of a "hybrid" of several of the organizational models described in Chapter 5 and addresses several key factors that are specific to the current and future conditions in Cleveland County and the City of Norman.

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

- The Professional Services/Out-Sourced Management Model
- The Parking District/Commission Model

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Community Specific Factors Supporting this Approach

The “justification” for the recommended organizational option is summarized in the community specific factors listed below:

- The size of the community
 - The City of Norman and Cleveland County are still relatively small, but are poised for growth in the coming decade. This organizational option provides the required expertise while keeping the program size small, but scalable over time.
- The fact that parking management will essentially be a new operational function and that there is a lack of existing expertise to manage this discipline.
 - Providing the right level of expertise to ensure a successful new program launch is critical. Providing the required program expertise will also improve the likelihood of enhanced program revenues and efficient operations, improving the potential of enhanced program profitability and sustainability over time.
- The desire for improved coordination and collaboration between the City and County and the need for an efficient and effective operational structure.
 - Parking is important because of the impact it can have on a wide range of broader community planning and economic development initiatives. However, given the size of the community, having two separate parking programs makes little sense. Therefore, with the planned expansion of the community's parking program (driven largely by the County's parking garage investment as part of the “Cleveland County Complex Master Plan”) and the potential for the City to expand it's current on-street parking meter program, a jointly managed parking program would serve all party's interests.
- The desire to promote the new downtown master plan and County Complex Master Plan.
 - A national trend that is both very practical and exciting is that of integrating parking and access management strategies into larger community planning processes related to downtown master planning. Including parking professionals in these larger community planning and development processes can have positive and far reaching impacts including mitigating parking as a barrier to potential development by providing proactive parking management strategies and expertise.
- The desire to improve coordination and communications with the University of Oklahoma on parking and transportation issues.
 - Improving communications with and the involvement of a major community partner, such as OU, has many potential benefits, not the least of which is tapping into the parking and transportation expertise of the University. It is entirely possible that the community at large may find themselves in a position in the future whereby shared parking arrangements could be beneficial to both parties. The potential for jointly developed parking resources is another level of potential partnership and cost sharing down the road.

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Organizational Recommendation Rationale

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

- Recommended Organizational Model Justification
 - a. The key to creating a new parking program in Norman/Cleveland County, from our perspective, is to invest in a highly qualified parking professional and allow them to develop the program based upon the extensive guidance and resources provided within this study.
 - b. The Professional Services model envisions a small, lean staff that could be housed in either the County or the City 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.
 - c. It is envisioned that the funding of this position would be split between the City and the County. Both parties should have their respective human resources staff review the draft "parking administrator position description" provided as Appendix 13 and the "New Parking Manager Integration Action Plan" provided as Appendix 14 and submit a draft recommended position description (including recommended salary and benefits) to the Parking Commission for review and approval.
 - i. Initially a program manager, with a limited support staff or even shared support staff is envisioned. Depending on how quickly new program initiatives advance (for example if new technology acquisition and deployment are pursued) a "special projects" coordinator may be needed (or this function could be evaluated as part of the recommended private parking management contract discussed below).
 - ii. The program manager position should have strong planning, program development and communications abilities. The manager needs to be able to generate trust and confidence from the community and with the County Commission and City Council/City Administration.
 - iii. The primary responsibility of the program manager initially will be program and policy development and assuming the hiring of a private parking management firm (at least initially), he/she will provide contract management and administrative services.
 - 1. The program manager's initial focus would include such items as:
 - a. Coordinating with other County/City departments and functions
 - b. Recommending/refining parking rates/fines and other policies
 - c. Developing and approving program operational revenue and expense as well as capital budgets
 - d. Implementing directives from and reporting to the parking commission board
 - e. Developing an RFP to hire a private parking management firm

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- f. Working with the private parking management firm to develop standard operating policies/procedures in a variety of areas (see Appendix 1 – “20 Characteristics of Effective Parking Management Programs” which essentially represents our recommended parking management program framework)
- Initial outsourcing of day-to-day management
 - a. The outsourced management component recognizes that no significant parking management expertise currently exists within either the County or City. Engaging a private parking management firm (at least for an initial three-year term) will provide the following benefits:
 - i. Helps ensure that the program gets successfully launched and established
 - ii. Provides a base of parking management experience and competence
 - iii. Provides the County/City with a built-in “advisory function” during the early years (all the major private parking management firms will pitch this as a benefit)
 - iv. 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 limited internal resources
 - v. The private parking management firm will provide a robust set of system reporting options, including detailed revenue and expense reports, program budgets, maintenance programs, etc.
 - b. 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.
- Creation of a Parking Commission
 - a. The recommended parking manager will be guided and supported by the Parking Commission. The Commission will oversee and supervise the parking manager position in terms of annual performance reviews, salary adjustments, etc. Monthly or bi-monthly Parking Commission meetings are highly recommended.
 - b. The Parking Commission model envisions a governing board made up of five individuals representing different aspects of the community:
 - i. Two County representatives
 - ii. Two City staff representatives
 - iii. One ad-hoc community representative
- Parking program revenues as a separate fund
 - a. All parking revenue streams should be consolidated to support parking as a dedicated fund. Over time, parking has the potential to be self-funding. This recommendation lays the foundation for this possibility. Appendix 17 maps out a high level financial reporting model appropriate for Board level review at periodic board meetings to review program development and management progress.

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- Creation of a Parking Advisory Council
 - a. This organizational recommendation also envisions some form of “Parking Advisory Council” to provide a mechanism for ensuring on-going community outreach, engagement and input.
 - b. The envisioned Parking Advisory Council should attempt to recruit a range of community leaders who are both invested in downtown Norman/Cleveland County and have strong business backgrounds to provide sound direction and guidance.
 - c. Developing some level of authority to affect or at least recommend policy decisions is important to ensure that high quality board members see their role as having value and that they are not merely “ceremonial”.
 - i. A framework should be developed whereby certain “policy-level decisions” are defined as the responsibility of the Parking Commission Board and more operational level decisions are ceded to the Parking Advisory Council and/or parking manager. If there are certain policy decisions that the City Council or County Commission decide should be made only by elected officials, these policy areas should be defined up front.
 - d. Monthly or bi-monthly Parking Commission Board meetings are highly recommended, especially in the first three years.
- Leverage Parking’s potential to be a component of community economic development
 - a. The parking commission board and parking manager should actively attempt to leverage parking’s potential to support community and economic development strategic goals. To this end the new parking manager should be included in City and County planning meetings related to community master planning and economic development.
- Program Growth and Evolution
 - a. To achieve a more fully integrated parking program, it is envisioned that additional functions will be added over about a five-year period. These additional functions should include:
 - i. A more robust parking planning function (working with County/City Planning on parking and related transportation issues). There are a number of parking specific planning tools that will be recommended. Parking should also be at the table when issues related to zoning code changes and parking requirements are debated and amended.
 - ii. Better integration and collaboration with downtown management and economic development programs. One of the lessons learned from other parking commission models is the extent to which parking can become a true community partner in terms of downtown revitalization and development efforts. Collaborative program initiatives and participation on boards and committees and generally closer working relationships can generate significant community wide benefits to all parties.
 - iii. A specific focus on developing programs related to transportation demand management, transportation alternatives and other sustainable transportation program options should be developed over time. In the

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long-term, the parking program should evolve to adopt a more comprehensive and balanced mobility management function.

Internal Parking Program – Roles and Responsibilities

The County/City parking program should have complete responsibility for the management of all parking related program elements, including the following program components:

- **Off-Street Parking Facility Management** – This includes day-to-day operations of parking facilities (both garage and surface lots) as well as maintenance, management, marketing, and security of facilities.
- **On-Street Parking Resource Management** – This component includes active management of unmetered and metered on-street spaces within the downtown core, which could include commercial districts and transit station areas. Management of unmetered on-street parking in neighborhood areas would be a secondary priority until such time as residential parking permit programs are implemented or expanded.
- **Collaborative Management of Private Assets** – This includes working with private sector property and business owners, as well as developers, to define shared or leased parking management agreements, or development plans for public-private partnerships related to parking facility construction. Additional program revenues could potentially be generated by having the County/City parking program manage private parking assets on a shared revenue basis.
- **Parking Enforcement** – Parking enforcement is a critical and sensitive parking program function and includes on-street and off-street parking enforcement, management of citations, collection of violations revenue, etc. Adjudication of parking citations should be a function separated from the department that issues the citations.
- **Parking Planning and Policy Development** – This includes developing plans and policies to support the parking program, as well as coordinating with area stakeholders such as businesses, churches, medical campuses, local universities and colleges, residents, regional transportation districts and local/state transit agencies. On-going coordination and collaboration with County/City planning departments is also an expectation.
- **Special Event and Downtown Management Coordination** – This includes developing plans and coordinating parking management policies and procedures related to special events. A close working relationship between Norman Downtowners Association, the Norman Convention and Visitors Bureau, local event venues, the library and other private sector groups that host large events will be required. Norman Police and the City Public Works Department should also be part of this process.
- **Technology Acquisition and Management** – This includes the planning, acquisition, management, and maintenance of parking management, revenue control systems, communications, and associated technologies to help manage and support a data-driven program operation. Developing a comprehensive web-based parking management system that can grow and evolve with the program is highly recommended. Coordination

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with City/County IT departments as it relates to technology acquisition and implementation is recommended.

- **Operations and Maintenance** – Operations and maintenance includes the overall day-to-day operation of the program's assets and the ongoing routine, preventive, and reactive maintenance needs of the program assets. Initially outsourcing of day-to day operations to a private parking management firm is recommended as discussed above.
- **Finance and Budgeting** – This includes developing, adapting, and managing annual program budgets, as well as capital acquisition and ongoing maintenance and management costs. Developing maintenance reserves and parking repair and replacement reserve funds should be a long-term priority. As stated earlier, it is recommended that the parking department will be established as a separate fund.
- **Mobility/Transportation Alternative Programs** – A longer term goal of the program will be to evolve programs that will include the introduction and management of mobility improvements intended to enhance the transportation system and support an efficient parking and mobility program. This is not an initial program priority, but it is an important philosophical concept that should not be overlooked.

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Organizational Implementation Plan

Regarding the “How to” aspects of creating this recommended parking program organizational structure there are multiple elements recommended including:

- Agree to the program's ultimate organizational framework
- Create a parking commission
- Craft a Cleveland County/City of Norman specific parking manager position description (key responsibilities and focus areas defined, sample position description/salary ranges/recruitment brochure example and other examples provided)
- Hire a parking manager
- Hire a private parking management firm for at least an initial 3-year term (parking manager priority)
- Create basic operational tools, manuals, procedures, forms, etc. (parking manager and parking management firm roles and tasks), as well as managing day-to-day operations and implementing policies drafted by the parking manager and approved by the parking commission
- Create an Advisory Board to provide a mechanism for community input and act as a sounding board for recommended policy decisions and general feedback on the new services provided
- Establish parking as a separate fund

These recommendations form the basic work plan for “getting the program up and running”. However, as with any new program, there will be specific issues that will need to be prioritized. Determining these priorities should be the responsibility of the new parking manager and parking commission. A few examples specific to Cleveland County/City of Norman might be:

- Creating an initial program budget (A preliminary program budget outline is provided in appendix 40. Note: this document includes some preliminary assumptions related to parking rates and other basic budget elements)
- Planning for the opening of the new County parking garage (A parking garage start-up plan is provided in appendix 39).
- Determining an equitable parking revenue and asset ownership model that works for both the County and the City.

Risk and Rewards

The primary risk for both the City and the County revolves around the investment in a parking manager FTE and the engagement of a private parking management firm (the estimated costs for both are approximately \$250K per year). However, once a new parking manager and parking management firm are in place, opportunities to increase parking revenues will be enhanced and will likely mitigate the investment risk.

It should be noted that parking garages tend not to pay for themselves. It generally takes somewhere between \$150 – \$250 per space per month to pay for operations, maintenance, maintenance reserves and debt service depending on land and project costs. It is highly unlikely that these rates will be feasible in Norman. However, surface lots, on-street meters and enforcement should all be able to be profit generators, if well managed. The garage may be able to cover operating and maintenance costs, but not debt service or maintenance reserves initially. By consolidating all revenue streams into a single fund the financial performance of the program

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will be enhanced and ultimately could begin setting aside monies for future capital investments such as new equipment, new surface lots or even a second parking structure.

The draft Parking Program Preliminary Budget outline (Appendix 40) makes many assumptions regarding potential program revenues and expenses. It estimates a net revenue of approximately \$257,543.00 and projected expenses of \$395,329.00 for a year one net operating result of **(-137,786.00)**.

Appendix 41 provides a parking meter upgrade and preliminary meter revenue projection model. This model is very flexible and all the variables can be adjusted to run different scenarios. The current model assumes new credit-card enabled single space meters to cover 200 additional spaces. This would generate approximately \$275,000.00 per year in new parking revenue. The initial capital investment estimated at \$170,000.00 would be paid off with the first year's meter revenue leaving a first-year revenue number of approximately \$105,400.00. Subsequent annual revenues should be in the \$275,000.00 range. If this investment were made, the program would be profitable in the second or third year, significantly reducing the potential financial risks to both parties.

One element not specifically addressed in the report is the **"ownership of physical parking assets"**. While we recommend that all parking related revenues be placed in dedicated fund (because this is best way to work toward a potentially self-funding parking program over time), it is assumed that both the City and County would retain ownership of their individual assets (for the City this would include on-street parking and surface lots and for the County it would be the new parking garage and any other parking assets).

In summary...

One of the most important actions that needs to be undertaken is the authorization of a parking manager position and the recruitment/hiring of a parking manager. We highly recommend that the County/City recruit and hire a high caliber individual that has both parking and transportation management experience and also excellent communications skills, the vision to guide program development and someone who can work well in a team environment.

Parking is more complex and inter-related than many other functions. Parking can also be very controversial and needs a manager that can generate confidence and trust while also being politically sensitive and astute. As the department evolves into a more robust, mature program with an expanded scope of services, it is recommended that the parking manager position be reviewed with an eye toward the development of a "Parking Director" or "Parking Administrator" level position. An extensive document has been provided in Appendix 3 which provides an overview of parking administrator positions from around the country including salary information, examples of program scopes and several example position descriptions.

As the department expands its scope and matures, new potential areas of staff development and recruitment might include "accounting and auditing", "planning and community education" and "special projects".

Program Development Framework

Our recommended approach to parking program development is outlined in Chapters 6 and 7 of this report.

- Chapter 6 “Recommended Parking Management Program Framework” provides draft program mission and vision statements as well as a detailed set of program “guiding principles”.
- Chapter 7 “Recommended Parking Program Implementation Plan / Action Items” introduces our parking management framework/approach that we call the “20 Characteristics of Effective Parking Programs”.

Together these two chapters provide a comprehensive and strategic approach to parking program development and management. The full “20 Characteristics of Effective Parking Programs” document can be found in Appendix 1.

The 20 Characteristics include all the elements in the list to the right. A parking system that has all 20 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 and the County and is responsive to the community to which it serves.

Another significant project deliverable can be found in Appendix 11 “Parking Management and Design Best Practices”. This collection of parking management and design best practices has been compiled over a number of years and continues to evolve as the parking industry evolves. Our goals in the development and organization of this document were to provide a comprehensive categorization of parking planning, management and design areas to make finding specific best practices easier.



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Implementation Plan and Primary Action Items

Chapter 7 also includes our recommended primary action items. This section is essentially the report's prioritized Implementation plan. Below is a summary listing of these key recommendations:

Primary Action Item #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.

Primary Action Item #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.

Primary Action Item #3: Leverage parking as a community and economic development strategy and develop a comprehensive parking planning function.

Primary Action Item #4: Develop a proactive facility maintenance program including regular facility condition appraisals, prioritized facility rehabilitation plans and the creation of parking facility maintenance reserves

Primary Action Item #5: Develop a new parking program brand and marketing program including significant on-going community outreach strategies.

Primary Action Item #6: Invest in training and staff development with a goal of mastering the fundamentals of parking system management and operations

Primary Action Item #7: Develop a detailed facility opening / operational plan for the planned County garage.

Primary Action Item #8: Critically assess the current parking enforcement program using the tools provided. Invest in mobile license plate recognition technology.

Primary Action Item #9: Establish the parking program as a separate fund and combine all parking related revenue streams into this fund.

Primary Action Item #10: Expand the scope of the parking program over time to be more supportive of alternative modes of transportation and embrace more of a "mobility management philosophy".

In Summary

The development of a strategic vision and a strong, well defined action plan is a critical first step in creating a comprehensive public parking program for Cleveland County and the City of Norman. We applaud the community's recognition of the importance of addressing parking management as an important community development element and for making the investment in this study.

Parking can be a significant partner and contributor to advancing the community's economic development goals as well helping to improve the overall experience of accessing Norman's core neighborhoods and downtown business district. We are confident with the strong team of County and City leaders, an engaged and supportive Mayor, City Council and Board of Commissioners, strong downtown organizations and new investments in parking program development that the future of downtown Norman and Cleveland County is bright indeed. Now the real work on parking program improvement begins!

2. Planning Context

At project inception, Kimley-Horn provided the County and City with an extensive “Request for Information” or RFI. The following summarizes the documents received. The 48 separate documents provided have been organized into the following seven categories:

1. Active Transportation (Bikes/Peds)
2. County/City Codes and Policies
3. County/City Parking Information
4. Downtown Revitalization
5. Planning
6. Previous Parking Studies
7. Transportation Planning

Below is a listing of the RFI documents by category:

Note: CN = provided by City of Norman and CC = Provided by Cleveland County

Category One – Active Transportation

- Bike and Pedestrian Master Plan – Bike and Ped Map (CN)
- Sidewalk Completion Plan Map (CN)

Category Two – County/City Codes and Policies

- City of Norman - Municipal Code - Chapter 20 (CN)
- Center City Form-Based Code Norman, Oklahoma, September 2016 (CN)
- Practice 34.1 Parking Facility Planning (CN)
- Practice 34.2 Parking Facility Design (CN)
- Practice 34.3 Parking Facility Maintenance (CN)
- Practice 34.4 Parking Facility Operations (CN)
- Practice 34.6 On-Street Parking Meters (CN)
- Practice 34.7 Parking Regulation (CN)
- Practice 34.8 Angle Parking (CN)
- Practice 34.9 Access to Parking on Streets (CN)
- Practice 34.5 Parking Fees (CN)

Category Three – County/City Parking Information

- Downtown Parking Lot - Revised (August 2016) Management Business Plan (CN)
- Downtown Parking Lot Management System (CN)
- Parking Meter Transaction Log (CN)
- Municipal Parking Lot Lease Agreement (CN)
- Norman, OK TPAL Pay-By-Space Meter Screen Display (CN)
- Norman Police Department Website – Parking Enforcement Page (CN)
- Whoosh Pay-by-Cell Phone Sticker (CN)
- Traffic Control Division Organizational Chart (CN)

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Category Four – Downtown Revitalization

- Downtown Norman Revitalization Plan September 1999 (CN)
- Downtown Rev Plan Summary Sheet 1 of 2 (CN)
- Downtown Rev Plan Summary Sheet 2 of 2 (CN)

Category Five – Planning

- NORMAN 2025 Land Use and Transportation Plan12_04 (CN)
- Norman Main & Gray Final Report (CN)
- Porter Corridor Final ZOD Ord with Exhibit A (CN)
- Porter Public Streetscape Concept Document 06.04.10 (CN)
- Cleveland County Complex Final Master Plan (September 2017) (CC)

Category Six – Previous Parking Studies

- 2016-04-28_2016 Norman Parking Study (CN)
- 2016-04-28_County Parking Letter Report (CN)
- Revised Campus Corner Parking (Sept 2015) - Management Business Plan (CN)
- 2015 Draft Jacobs Letter Report (CC)
- City Handout and Jacobs Presentation 7-19-16 (CC)
- Draft Study Figures 1 3 and 4 2-16-16 (CC)
- Draft Study Review Agenda and Recommendations 2-16-16 (CC)
- Jacobs Parking Study Report Summary PPT 5-16-16 (CC)
- Norman Parking Study Update Presentation 10-29-15 (CC)
- Updated Jacobs Draft Letter Report 2-23-2016 (CC)

Category Seven – Transportation Planning

- ACOG - Encompass 2035 Plan Report (CN)
- ACOG - Encompass 2040 Regional Plan (CN)
- Encompass 2035 – Brochure (CN)
- Encompass 2035 - Plan Map (CN)
- MP-CTP Transportation Thoroughfare Plan Map (CN)
- MP-Transit New Concept Routes Map (CN)
- Norman Comprehensive Transportation Plan (CTP) Final Report w-o Appendices 5-13-14 (CN)
- Norman CTP Final Report Appendices 5-13-14 (CN)

PARKING STRATEGIC PLAN

Planning Report Review Summaries

As part of our parking strategic plan assessment, it is important to document the larger planning context in which this study is being undertaken. The following section provides a brief summary of some of the primary planning documents that we have reviewed to date. Of special interest is the 2016 Norman Parking Study conducted by Jacobs Engineering Group. A more detailed review of this recent plan is provided in the following section.

1999 Downtown Norman Revitalization Plan

Goals outlined in the Downtown Norman Revitalization Plan include encouragement of mixed use development with both daytime and evening activities to facilitate promotion of shared parking and captive parking environments that efficiently accommodate multi-destination trips. Additionally, the plan recommends provision of 795 net new parking spaces to accommodate planned growth in retail, residential, office and other land uses. Of these, 194 spaces are proposed for private use, with 601 spaces designated for public use and including a 360-space parking garage at the site of current surface parking at Jones Avenue and Symmes Street.

2014 City of Norman Comprehensive Transportation Plan

As part of the Comprehensive Transportation Plan, the Transit subcommittee identified three concerns regarding local transit:

1. Limited Saturday and evening transit service
2. Absence of night and Sunday service
3. Overall need for increased frequency of transit services

Additionally, a lack of public parking supply in the Campus Corner area was noted. The subcommittee notes that while there exists an adequate supply of private parking, current signage and privately enforced regulation of those spaces necessitates moving the vehicle if visiting multiple destinations, even within close proximity. Provision of more public or shared parking would reduce traffic congestion and promote a pedestrian oriented environment.

2015 Campus Corner Parking Management Business Plan

The business plan, pulling from existing meter transaction data, identifies peak parking demand occurring between noon and 1pm on a typical weekday, but notes that localized areas experience high parking demand throughout the week and into the weekend. This report observed parking spillover from the university campus in the surrounding neighborhood. Recommendations in the plan include the development of a multilevel parking garage north of Boyd House where an existing, access controlled surface parking exists, along with an on-street rate increase from \$0.25 per hour to \$1.00 per hour for metered spaces where meters already exist on-street.

2016 Downtown Parking Lot Management Business Plan

The 2016 Downtown Parking Lot Management Business Plan specifically addresses the operation of the surface parking lot at Gray Street between Peters Avenue and Crawford Avenue that opened in early 2007. The lot originally included 104 parking spaces, 6 of which are designated for drivers with disabled placards and 41 parking spaces are designated for permitted parkers. Permits are issued on an annual basis at a rate of \$450 per year. Applications are submitted early each

PARKING STRATEGIC PLAN

calendar year for inclusion in a lottery for issuance, as well as position placement on the wait list. Permits do not renew annually. Rather, permits are returned and parking patrons reenter the lottery each year.

In 2012, the lot was expanded to add 40 additional spaces and Parkeon Multi-space parking meters were installed at this time. The off-street metered spaces are charged at a rate of \$0.25 per hour. Rates are not proposed for increase in the plan, nor are additional multi-space meter locations proposed.

Organizationally, parking management currently resides within the Traffic Control Division, under the Operations section.

2016 Norman Parking Study (Jacobs Study)

The parking study completed in 2016 suggests that the parking issues experienced within the study area cannot be resolved solely through management of parking resources by the City, but rather requires cooperation among business owners, the University of Oklahoma, Cleveland County, and other institutional leaders in the community. For instance, although the overall study area experiences a peak occupancy of approximately 43% during regular business hours, the study identifies specific areas of localized parking supply shortage and excessive occupancies, including in the immediate area of the County Courthouse and Administration Building.

We did not find any major objections to the report documentation or methodology, although the report did rely heavily on the 5% and 10% background growth assumptions to justify the recommended County garage (given the overall low rates of current utilization and lack of identified future development projects).

Kimley-Horn sees the proposed County garage as a positive development initiative, especially in the context of the larger County Complex Master Plan. This investment is consistent with our white paper entitled "Parking as an Economic Development Strategy" (Appendix 32) which illustrates that parking development leading other development can be a successful strategy.

Please see the more detailed review of this plan in Appendix 44 – "2016 Jacobs Parking Study Summary".

2017 Cleveland County Complex Final Master Plan

The Cleveland County Complex Final Master Plan, published in September 2017, identifies the location for a new parking structure to be constructed serving the courthouse and other nearby uses. The parking structure is advised to include, among other considerations, ground level activation and reserved, secure parking for dignitaries working in and visiting the courthouse. The Preferred Garage Concept included in this documents provides for a total of 390 parking spaces, of which 370 are available for public use and the remaining 20 are reserved for the aforementioned dignitaries. The concept design also provides for an additional 22,200 gross square feet of commercial space for retail, office, or other use. The plan also notes a lack of multifamily development, although a strong demand exists among young professionals and empty nesters. Challenges to be addressed in meeting this housing demand, as well as retail, is as the report describes, "challenging configurations of space in historic buildings." There are additional noted challenges with property owners intentionally opting to allow properties to sit vacant. The plan recommends development occurring in the area of the courthouse support the concept of

PARKING STRATEGIC PLAN

“healthy living” that promotes walkability through mixed use development including such uses as multifamily residential and retail, as well as a shared parking facility for the courthouse and these additional uses.

Norman 2025 Land Use and Transportation Plan

Much like the Downtown Revitalization Plan, the 2025 Land Use and Transportation Plan promotes the development of vertically mixed use developments featuring, among other elements, pedestrian oriented site design and interconnected network or multi-model streets to reduce single occupancy vehicles miles and demand for parking.

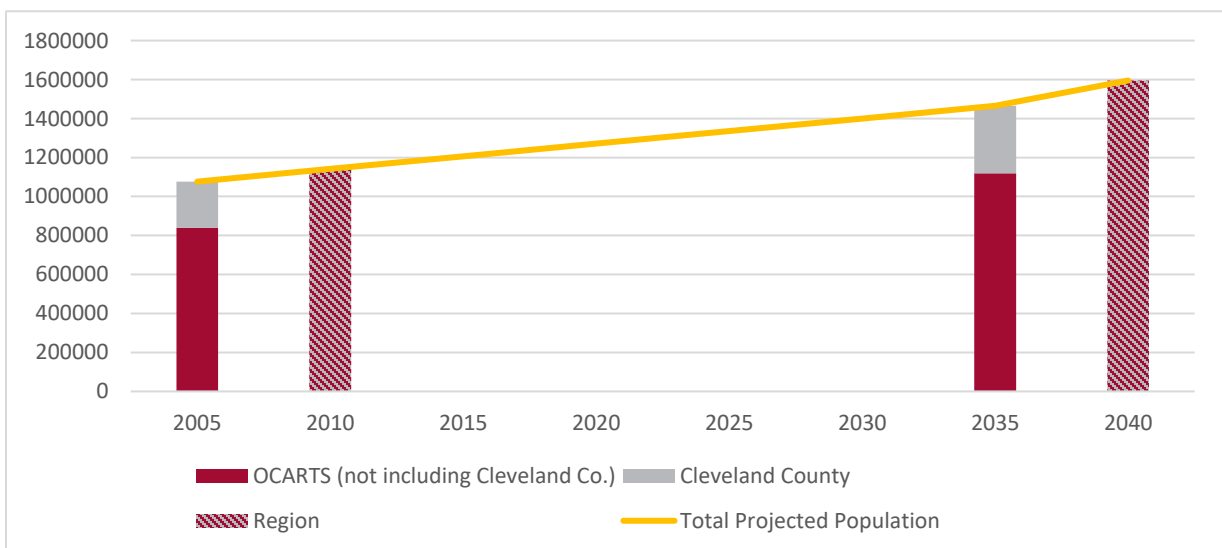
Encompass 2035 and 2040: Oklahoma City Area Regional Transportation Studies (OCARTS)

The Encompass reports provide projections on growth for the central Oklahoma region as well as multi-modal analysis and recommendations for networks currently or potentially connecting to Oklahoma City. **Table 2.1** provides a comparison of projected growth rates for overall population and employment for Cleveland County versus the region. **Figure 2.1** provides the same projections in graph form.

Table 2.1 Oklahoma City Area Regional Growth Projections

	2005	2010	2035	2040
Population				
Cleveland County	237,052		345,335	
OCARTS	1,076,258	1,142,338	1,464,814	1,595,168
Employment				
Cleveland County	86,026		156,888	
OCARTS	578,306	601,839	801,302	875,402

Figure 2.1 Oklahoma City Area Regional Growth Projections



PARKING STRATEGIC PLAN

In line with the Downtown Revitalization Plan and 2025 Land Use and Transportation Plan, the recommendations from the Encompass plans include, among other initiatives:

- Promote economic vitality through enhanced mobility, specifically encouragement of mixed use development within the core.
- Minimize environmental impacts associated with transportation through promotion of alternative modes of transportation and development patterns that reduce travel distance for common destinations.
- Enhancement of transportation choices for the movement of people and goods, including expanding the region's transit service and bicycle networks, and exploration of rail-based public transportation and other fixed guideway technologies
- Increase the efficiency and reliability of the transportation system.
- Development of a Regional Transit Authority that would include committees throughout the central Oklahoma/Oklahoma City municipal service area.

Porter Avenue Corridor Study Phase II, Public Streetscape Concept Design Document

Once a transportation plan is implemented by the City, an access management plan is needed to address several areas of critical access concern along Porter Avenue. Markedly, the area generally south of Acres Street to Alameda Street. While this corridor does not currently include on-street parking, several of the recommended improvement sections include reducing traffic lanes from four lanes to two and providing 90-degree on-street parking. This would include traffic calming elements such as the installation of a roundabout, landscaping, and bulb outs, among other elements.

Main and Gray Streets Conversion

Recommended cross sections for Main Street and Gray Street show the conversion of these one-way streets to two way streets to calm traffic along these roadways between University Boulevard and Porter Avenue. Specific recommendations include converting to one lane of travel in each direction with a center turn lane, maintaining the existing crosswalk bulb-outs and angled parking along the curb lane, restriping the westbound lane to reflect the change in direction of travel. However, the City of Norman reports that the traffic analyses included in the original study could not support the road diet, particularly in the area south of Main Street.

Norman Center City Form-Based Code

Much like the previously mentioned planning documents, the Center City Form-Based Code promotes use of shared parking and use of alternative modes of transportation, including walking and biking, while reducing single-purpose parking. To facilitate the use of shared parking, C-3 zoned parcels are exempt from parking minimum requirements. For additional information about reduced parking requirements, refer to Center City Form-Based Code as adopted by the City of Norman.

PARKING STRATEGIC PLAN

Other Documentation

City of Norman Parking Zoning and Policy Compliance Reports

Reviewed by Public Works and confirmed by the City's Accreditation Manager, the City of Norman is in full compliance with all included, as listed below as of October 2014:

- 34.2 Parking Facility Design
- 34.3 Parking Facility Maintenance
- 34.4 Parking Facility Operations
- 34.5 Parking Fees
- 34.6 On-Street Parking Meters
- 34.7 Parking Regulation
- 34.8 Angle Parking
- 34.9 Access and Parking on Streets

Downtown Parking Lot Management Business Plan

City of Norman, Department of Public Works, Traffic Control Division
Revised: January 1, 2016

Zoning Ordinances and Design Standards

Chapter 20 of the City of Norman City Ordinance provides traffic and parking regulations.

Section 429.6 PCZOD, Porter Corridor Zoning Overlay District creates a buffer between the commercial and residential areas. This overlay district is intended to protect both commercial and residential land uses while encouraging economic development in the district.

3. Existing Conditions Review

Current Parking Program Review

Much of the following information on the current City of Norman parking program reflects information contained in the document entitled: "Downtown Parking Lot Management Business Plan" developed by the City of Norman, Department of Public Works, Traffic Control Division (Revised: January 1, 2016).

Introduction

Norman's historic downtown functions as the commercial center of the community - the "Heart of Norman" - including government, financial institutions, law firms, churches, and many retail and restaurant establishments.

PARKING STRATEGIC PLAN

The decline in retail activity of the 1970's and 80's began to be reversed in the new millennium and has resulted, once again, in a vibrant downtown that is both a local and regional attraction. This vibrancy and renewed interest in the area created a parking demand that could not be met with the existing public parking supply. To address this shortfall, the Norman City Council commissioned a Parking Study to measure both existing and future parking demand, and to develop recommendations for efficient parking management in the area. The study, which was conducted by the firm of Carter - Burgess, recommended the construction of a new pay-by-the-hour parking lot and identified the most suitable location to be along the south side of Gray Street, between Peters Avenue and Crawford Avenue.

Construction of the lot was completed in two phases. Phase 1 began in the fall of 2006 and was completed on January 30, 2007. It provided 104 spaces to the general public at no cost to the user. It did not take long for the lot to operate at or near



capacity, reaching 80% occupancy sixty days after the opening and nearly 100% twelve months later. More than 50% of the users were long-term parkers who worked in the Downtown area.

Phase 2 construction began in the summer of 2012 and was completed in November of the same year. Phase 2 added 40 more spaces and increased the total capacity of the lot to 144 spaces.

In order to provide adequate and convenient parking for both Downtown employees and customers, the Downtown Merchant Association requested that the City of Norman implement a parking management system that requires customers to pay for the use of the lot. The specific recommendations made by the association serve as the backbone of this Business Plan.

This business plan details the strategies and payment options available to customers, employers, employees and visitors who park on the Gray Street Parking Lot which is owned and maintained by the City of Norman.

The plan is designed to maximize both the level of convenience experienced by all users as well as the efficient use of the lot.

PARKING STRATEGIC PLAN

Parking Management System

The Gray Street parking lot is managed to accommodate a wide range of users visiting, working or doing business in Downtown Norman. Different payment options are offered to meet the specific needs of individuals. For the short-term user visiting Downtown, there are three conveniently located multi-space parking meters that can be used to pay for one or multiple hours of parking. For the long-term daily user, there are permits available for lease annually. For individuals with disabilities, there are a number of accessible parking spaces reserved for their use at no cost.

Multi-Space Parking Meter



The city purchased a parking management system from New Jersey - based Parkeon using a no-interest loan from the Norman Downtowners Association and Republic Bank that will be paid back by the City of Norman using part of the revenues collected by system. The system includes three multi-space parking meter stations. The system can tell Parking Enforcement Officers which spaces have been paid and which are either expired or not paid.

The meters are digital, ticketless multi-space meters. The hardware solution for pay-by-space parking operations, supports pay-at-any-space, credit/debit card, pay-by-cell, and coin transactions. The units are PCI compliant and feature a secure intelligent cash box system, ensuring revenue and data security. The current system was implemented such that the multi-space parking meter stations became operational in August of 2015.

Signing

The location of each parking meter station is signed for easy recognition.

Operation

- The multi-space meter unit will operate with solar panels to allow solar charging regardless of meter location relative to the sun
- The display allows payment prompts guiding the user through the payment process
- The display and keypad support a dedicated information key and screen for on-screen help and instructions
- The display backlight and contrast automatically adjust to ambient light and temperature conditions
- The coin entry slot accepts all US coins
- The unit does not accept bills
- The unit will accept Visa and MasterCard
- The meter supports real-time credit card processing, with authentication within 15 seconds in most situations
- Display messages are customizable

PARKING STRATEGIC PLAN

Payment Options

The Multi-Space Parking Meter Stations in the Gray Street Downtown Parking Lot accept the following as a means of payment:

- Coins
- Credit / Debit Cards
- The system also has the capability to accept pay-by-cell phone payments (Whoosh!)
- Validation Codes

Single Space Meters

Hourly parking can be purchased using coins. The meters accept nickels, dimes, quarters, and dollar coins. Customers can purchase multiple hours of parking at a rate of 25¢ per hour.

Credit / Debit Cards

The meters accept Visa or MasterCard for hourly purchase transactions and support real-time credit card processing, with authentication within 15 seconds in most situations. There is a minimum credit card charge for parking in order to accommodate all of the various credit card transaction fees paid by the City of Norman on each transaction. Minimum credit card charge is 75¢ (or 3 hours).

Pay-By-Cell Phone

One of the more convenient features of the new system offers customers the option to pay for the use of the lot by cell phone using Whoosh!. Any customer may take advantage of this payment option offering the features shown below:

- The Whoosh! mobile phone app can be downloaded from the App Store onto an iPhone or the Google Play Store onto an Android device
- Users register their license plates and credit card with the Whoosh! system through the app or through www.whooshstore.com
- Non-Android or non-iPhone users can access Whoosh! by visiting its mobile web site - m.whooshstore.com
- To pay for parking, you simply open the app or mobile web site on your phone, select your vehicle, choose the closest meter to your vehicle, and choose the amount of time you want to park



Validation Codes

The Parkeon Validation Codes System gives the City the capability to provide validated parking at the pay stations. In this case, those desiring to pay for others parking would visit the City, pay for the specified amount of time, and the City would create a code choosing from many different parameters to help provide a convenient parking experience for its customers.

- City staff have access to the system 24/7/365
- The system is password protected
- Parking staff creates and manages all codes

PARKING STRATEGIC PLAN

- Codes can be assigned the following attributes: specific description, usage restriction, and code definition
- Full back end reporting

Benefits of the system include:

- Gives merchants a mechanism for validating customer parking and employers for employees
- Validated parking can be given to attendees of special events
- Can be a significant customer service tool

Permit Parking

For Downtown employers and employees, the City also offers the option of purchasing a twelve-month permit for \$450. Customers who prefer this option will be able to park in a designated area of the lot that includes 41 spaces clearly signed for permit holders.

There are 41-spaces available for permit parking (Spaces 103 -143). Permit parking fees are discounted by 25% over the equivalent cost of hourly daily parking. Customers interested in this option must complete a permit parking application. Spaces will be leased to interested Downtown area businesses and employees according to a defined lottery process.



PARKING FEES

Hourly Parking Rates

Day	Hours	Maximum Hours	Cost
Monday - Friday	8:00 am to 5:00 pm	9	25¢ per hour

Permit Annual Rate

Day	Hours	Maximum Hours	Cost
Monday - Friday	8:00 am to 6:00 pm	10	\$450 per Year

PARKING STRATEGIC PLAN

ANTICIPATED NET REVENUE

Revenues

Revenue from the parking meter system comes from two sources; meter fees and expired meter citations. Using historical data, the revenue is anticipated to be approximately \$53,450 per year. The following assumptions are made:

Meter Fees

- Total Number of Parking Spaces = 144
- Spaces Reserved for Disabled Users = 6
- Spaces Reserved for Permit Parking = 26
- Spaces available for the General Public = 97
- Hours of Operation = 8,760 hours per year per space (261 days per year / 5 Days per Week / 9 Hours per Day). Occupancy = 15%
- Projected revenue:
- Permit Parking = \$18,450 per year
- Meter Transactions (including Whoosh! and Validation Codes) = \$25,000 per year

Meter Citations

- Total Revenue from Meter Citations = \$10,000 per year
(1,000 citations at \$10 per citation)

Expenses

The annual cost of operating the new Gray Street parking management system is \$11,725 and includes the following items:

- Parking Management (licensing, remote internet access, system hosting, etc.) - \$2,000 per year
- Credit Card Transaction Fees - \$4,280 per year (40 daily transactions average @ \$0.41 per transaction)
- Pay-By-Cell Fees - \$3,445 per year (20 daily transactions average @ \$0.66 per transaction)
- Regular Meter Maintenance - \$2,000 per year

Net Revenue

The projected parking meter revenue minus the expenses associated with operation, maintenance and enforcement of the new system, is expected to generate a net revenue of \$41,725.

PARKING STRATEGIC PLAN

Enforcement

Parking enforcement falls under the jurisdiction of the Norman Police Department's Operations Bureau, within the Uniformed Support Division.

The department employs four, full-time Parking Enforcement Officers who work Monday through Friday between the hours of 8 a.m. and 5 p.m. and one, part-time Parking Enforcement Officer who works evenings and Saturdays.

The purpose of these civilian employees is to mitigate traffic congestion and promote parking turnover. Parking turnover is created by the consistent enforcement of parking ordinances, resulting in available parking in densely populated parking areas. The Parking Enforcement Officers accomplish this by insuring that appropriate enforcement is carried out vigorously, yet fairly and efficiently.



Parking regulation enforcement includes general enforcement of metered and time zone areas, residential parking, disabled access restrictions, fire and other restricted zones, as well as the removal of abandoned vehicles and vehicles with outstanding citations. The issuance of citations provides an incentive for citizens to comply with regulations, which in turn improves accessibility, increases parking availability and encourages the efficient movement of traffic.

Parking enforcement generates approximately 8,383 citations annually, of which approximately 5,000 are processed through the municipal court each year.¹ The 2016 Norman Parking Study recommended moving the adjudication of parking citations to a Parking Authority, in conjunction with enforcement efficiency improvements including the use of existing license plate recognition (LPR) equipment to enforce time restricted parking facilities.

Parking Meters

The City of Norman has just over 200 parking meters within its system. These meters are located around the Cleveland County complex and the Campus Corner area. By ordinance, parking meters shall be utilized between the hours of 8:00 AM and 6:00 PM excluding Sundays and holidays unless marked otherwise. Parking rates are specified on the parking meter. It is not proper to deposit any coinage into the parking meters other than those issued by the United States. It is also not proper to increase or extend the parking time for any vehicle at any metered space beyond the legal parking time established on the face of the meter.

The Campus Corner meters have been upgraded to accept credit card payments. This upgrade also increased the operation of the meters in the Campus Corner area to the hours of 8:00 AM to 9:00 PM Monday through Saturday. Parking rates in the Campus Corner area were revised to \$1.00

¹ "Violations" City of Norman, <http://www.normanok.gov/content/violations>

PARKING STRATEGIC PLAN

per hour. Maximum stay in the Campus Corner area is two hours between 8:00 AM and 6:00 PM and three hours between 6:00 PM and 9:00 PM. The minimum allowable credit card purchase is \$0.75.

Parking rates in the Downtown Gray Street parking lot is \$0.25 per hour. There are three pay stations located with the Downtown Gray Street parking lot. The locations are at each end and in the center of the lot. Any of the three pay stations may be utilized to buy parking time for any of the available spaces within the lot. The pay stations will allow you to buy time only up to 5:00 PM. For example, if a patron arrives in the lot at 4:00 PM, the pay stations will only let you buy one hour's worth of time to 5:00 PM. If, on the other hand, a patron arrives in the lot at Noon, the pay stations will allow you to buy five hours' worth of time to 5:00 PM. As with the Campus Corner meters, the minimum allowable credit card purchase for time in the Downtown Gray Street parking lot is \$0.75.

A Pay-By-Cell option, called Whoosh!, is now available for use in the Gray Street parking lot. The Whoosh! mobile phone app can be downloaded from the App Store onto an iPhone or the Google Play Store onto an Android device. Users register their license plates and credit card with the Whoosh! system through the app or through www.whooshstore.com. Whoosh! can be accessed by visiting its mobile website m.whooshstore.com. To pay for parking, you simply open the app or mobile web site on your phone, select your vehicle, choose the closest meter to your vehicle, and choose the amount of time you want to park. When your parking session is about to expire the application can send a reminder via text message. Users can extend their parking session from anywhere. A nominal convenience fee of \$.35 is added to each parking transaction to cover Whoosh's transaction fee.

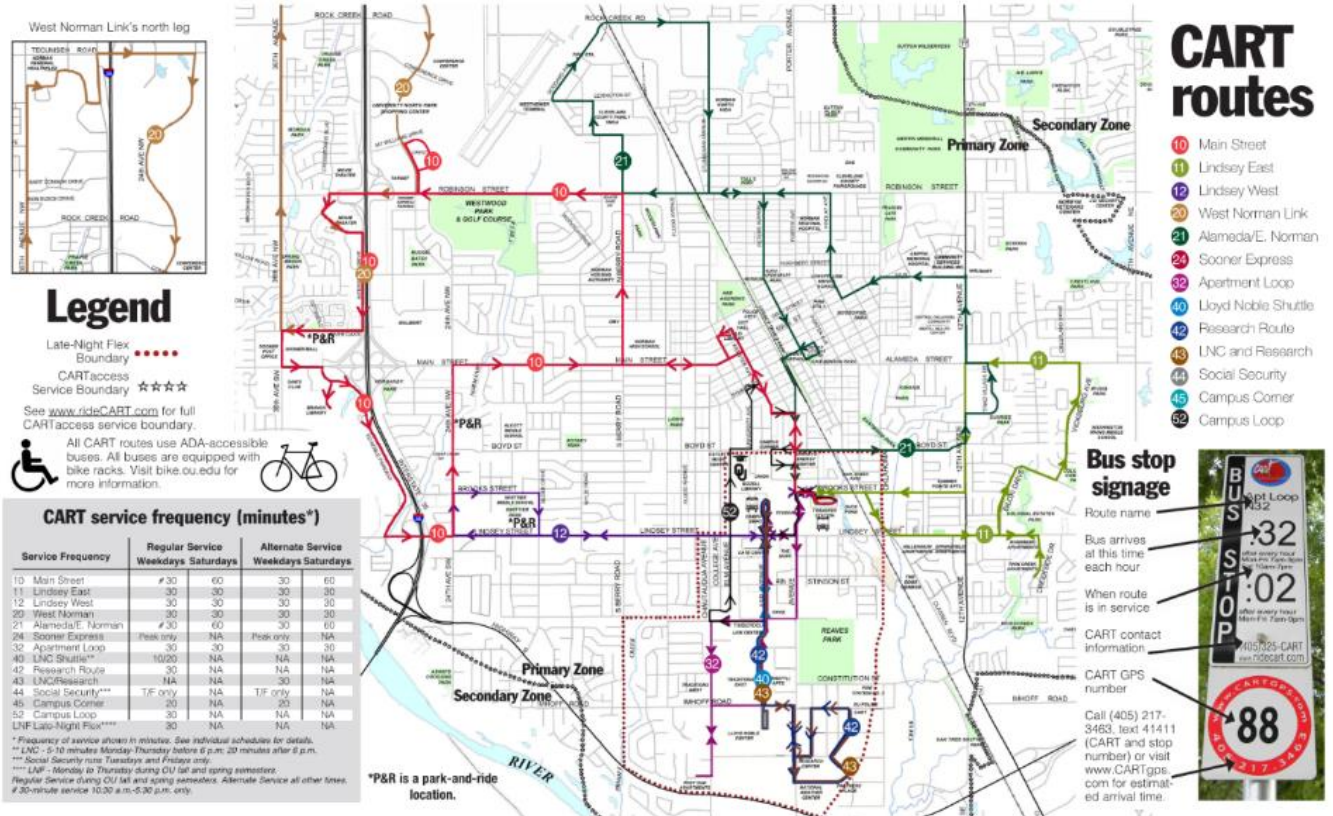
CLEVELAND COUNTY / CITY OF NORMAN, OKLAHOMA PARKING STRATEGIC PLAN

Transit

City Routes

The Cleveland Area Rapid Transit (CART) System is currently operated by the University of Oklahoma. With more than one million riders each year, CART provides service along seven routes with the City of Norman, three OU Campus routes, and a commuter route with service to Oklahoma City. CART also provides paratransit service.

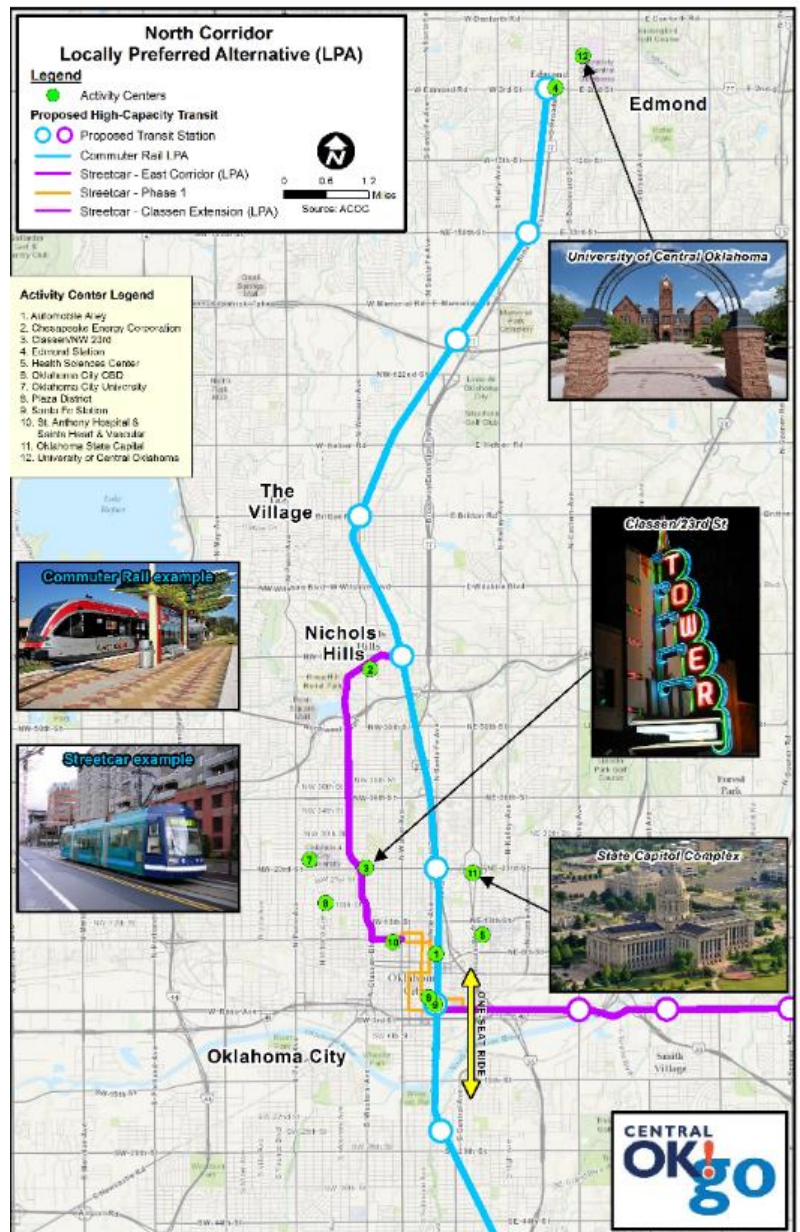
Figure 3.1 Season 1 Bus Routes



CLEVELAND COUNTY / CITY OF NORMAN, OKLAHOMA PARKING STRATEGIC PLAN

Commuter Route

The express commuter route provides service connecting the City of Norman with Oklahoma City, utilizing a route along Interstate 35. However, as noted in the 2014 Norman Comprehensive Transportation Plan, this route is subject to the same traffic congestion that delays many single occupant vehicle commutes through the corridor. The Plan recommends increasing the frequency of service to provide more convenient times to a wider range of potential riders, along with either a realignment of the route or the installation of a high-occupancy vehicle lane on Interstate 35 to reduce delays related to traffic congestions. It was in this same plan that the committee expressed transit concerns in the need to increase the frequency of service along current routes, as well as the limited service available in the evenings and on Saturdays, and lack of service overnight and on Sundays.



PARKING STRATEGIC PLAN

Peer City Parking Programs

The following Peer City reviews provide “Case Study Snapshots” of similar sized municipalities. Cleveland County and the City of Norman are just beginning to consider a more comprehensive approach to parking management. The following programs provide a snapshot of how these other communities integrate parking management into their larger community development strategies and provides some sense of their program's size, scope, history and challenges.

Rather than being typical peer cities to Norman, these communities were selected more as “cities we can learn from” as it relates to parking program development. The following cities are profiled:

- Boulder, CO
- Missoula, MT
- Eugene, OR

These cities have been contacted by the project team and have agreed to discuss their parking programs with County/City representatives and provide advice and support.

City of Boulder Parking Services, Boulder, Colorado

- Population 103,840

PROGRAM OVERVIEW

Boulder Parking Services manages the parking garages, on-street systems and enforcement for Boulder's three major commercial areas: downtown Boulder, University Hill and, when completed, Boulder Junction. They also manage 10 Neighborhood Permit programs throughout the City. Their mission is to provide quality program, parking, enforcement, maintenance, and alternative modes services through the highest level of customer service, efficient management and effective problem solving.



QUICK STATS

- 2,700 on-street spaces
- 2,194 spaces in garages
- 1,300 bike parking spaces
- 6,392 EcoPass holders
- On street paid parking via multi-space meters
- Pay-by-phone available
- Free garage parking on weekends
- Enhanced wayfinding through variable messaging signage
- Piloting sensors in garages to indicate space availability
- Installed parking meters in 1946
- 2014 parking revenue: \$10,721,689

Boulder Contact Info

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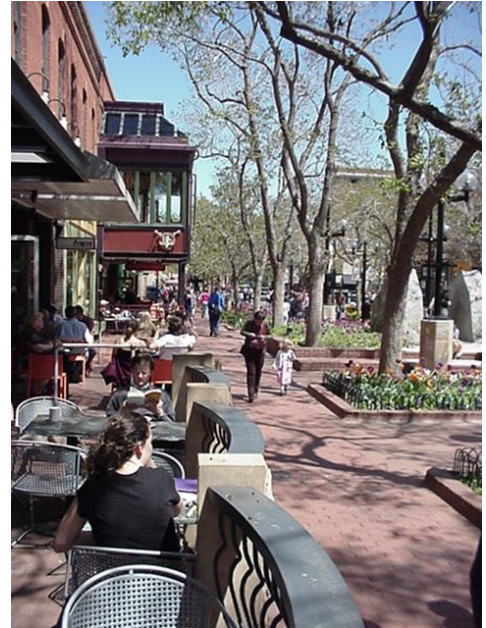
PARKING STRATEGIC PLAN

REVENUE FOR 2014 BY SOURCES

- On-street meter – 33%
- Short term garage-hourly – 17%
- Long term garage-permits – 26%
- Parking products – garage/on-street – 6%
- NPP-resident/commuter – 1%
- Enforcement – 16%

DOWNTOWN VITALITY

- Average Commercial Lease (Rent)/Sq. Ft.: \$29.01
- Retail Mix:
 - Retail: 60%
 - Restaurants and Bars: 40%
- Retail Sales Mix:
 - Restaurants and Bars: 55%
 - Retail: 45%
- Downtown Vacancy: Very low (<3%)



CHALLENGES & OPPORTUNITIES

- Boulder's parking management and parking district system has a long history, with the first parking meters installed on Pearl Street in 1946. During the past decades, Boulder's parking system has evolved into a nationally recognized, district-based, multi-modal access system that incorporates transit, bicycling and pedestrians, along with automobile parking.
- The City takes an integrated approach to parking management and actively encourages the use of alternative modes of transportation. 56% of people accessing downtown by car, 19% walk, 9% take the bus, 9% bike and 9% use other methods like carpooling.
- Boulder has a sophisticated customer base that is used to shopping in larger cities where on-street paid parking is common, so they don't hear a lot of complaints from customers about paying for parking.
- There is a fairly "significant" group of downtown business owners who feel that on-street parking should be free. However, Downtown Boulder Inc. (DBI) staff indicate that on Sundays when parking is free, all on-street spaces are completely filled by employees hours before any businesses even open.
- Even with the City's strong emphasis on encouraging the use of public transit, biking and walking when accessing downtown, there is still a 1,500+ person waiting list for a downtown parking permit and an estimated shortage of nearly 2,500 additional spaces by 2022.
- Due to the limited supply of parking in downtown Boulder, there is not enough parking inventory to support both employees and customers, so the DBI supports the City charging for parking on-street.
- Revenue from on-street paid parking supports other downtown initiatives, including and EcoPass for all downtown employees, Transportation Demand Management efforts and downtown amenities like public art and pop-jet fountains.
- As part of an ongoing, multi-year planning project (Access Management and Parking Strategy or "AMPS"), the City is creating a toolbox of funding mechanisms (i.e., Parking Benefit District, TDM District) for commercial districts who want to manage parking and raise revenue.

PARKING STRATEGIC PLAN

Missoula Parking Commission, Missoula, MT

- Population: 69,122

Program Overview

The Missoula Parking Commission (MPC) manages three parking garages, 12 surface lots, the on-street system and enforcement for downtown Missoula. They also manage a Residential Permit Parking Program adjacent to the University of Montana. Their mission is to work with government, businesses and citizens to provide and manage parking and parking alternatives – the MPC identifies and responds to changing parking needs and opportunities.



QUICK STATS

- 1,100 on-street spaces
- 1,275 spaces in garages
- 200 bike racks
- Installed parking meters in 1948
- Currently implementing new multi-space meters and Pay-by-Phone
- Offer "1st hour free" in garages
- 2014 parking revenue: \$1,557,656

REVENUE FOR 2014 BY SOURCES

- Lease spaces – 44%
- Parking meters – 31%
- Parking tickets – 14%

DOWNTOWN VITALITY

- Average Commercial Lease (Rent)/Sq. Ft.: \$15.12
- Retail Mix:
 - Retail: 65%
 - Restaurants and Bars: 35%
- Retail Sales Mix:
 - Retail: 60%
 - Restaurants and Bars: 40%
- Downtown Vacancy: 13%

CHALLENGES AND OPPORTUNITIES

- The Missoula Parking Commission's biggest focus recently has been working on implementation of new smart meter technology and transitioning to a different rate structure (from .25/hour to \$1.00/hour). They have selected multi-space meters with a Pay-by-Phone option.
- Their second biggest priority is stakeholder and community education. The MPC works to communicate pro-actively to stakeholders about why rates are changing and that there are multiple options available for customers including less expensive off-street garage parking.

Missoula Contact Info

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PARKING STRATEGIC PLAN

- The Missoula Downtown Partnership (MDP) actively works with the MPC to keep downtown stakeholders informed about the changes in parking management policy and technology.
- While there is a small vocal downtown business owners who feel that parking should be free on street, the MDP supports the MPC's use of on-street paid parking to ensure turnover and availability for customer parking.
- MDP staff and board members were heavily involved in the community engagement efforts that surrounded the recent selection of new parking meter technology for downtown Missoula.
- Increased meter rates have allowed the MPC to decrease their reliance on revenue from fines, and they have seen compliance increase and fine revenue decrease.
- The MPC recently used meter revenues to invest in the award-winning Park Place parking structure. Almost immediately after the commitment was made to build Park Place, a developer purchased a significantly-sized adjacent property that had long been vacant.
- Having meters provides a diversified revenue stream that has helped MPC navigate the recession.



PARKING STRATEGIC PLAN

Epark: City of Eugene Parking Services

- Population: 159,190

QUICK STATS

- 996 on-street spaces
- 2,627 spaces in garages
- 917 bike spaces; 100 bike racks
- On-street parking is controlled by multi-space parking meters
- Pay-by-phone available (off-street only)
- Offers "1st hour free" in two largest garages (~1,000 spaces)
- Originally installed parking meters in 1939
- 2014 parking revenue: \$3,100,000

REVENUE BY SOURCES

- Leased commercial space: 18%
- Monthly garage permits: 41%
- On-street meter revenue: 19%
- Daily garage parking: 12%
- Citations (in garages): 1%
- Special events: 3%
- Citations (on-street): 6%

DISTRICT VITALITY

- Average Commercial Lease (Rent)/Sq. Ft.: \$24.00
- Retail Mix:
 - Retail: 50%
 - Restaurants and Bars: 50%
- Retail Sales Mix:
 - Retail: 36%
 - Restaurants and Bars: 34%
 - Other: 30%
 - District Vacancy: 25%



Eugene Contact Info

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PARKING STRATEGIC PLAN

CHALLENGES AND OPPORTUNITIES

- Epark Eugene has parking management jurisdiction for the entire city of Eugene including enforcement of public streets on the University of Oregon campus. The downtown program (which includes a 52-block area) accounts for about half the overall program in size and in revenue generated.
- There is a mixture of coin-operated meters and single-space credit card enabled meters throughout downtown Eugene and on the University of Oregon campus. Multi-space meters are also being piloted in some areas.
- The City is currently transitioning from a Residential Parking Permit Program (RPPP) that costs \$40/ annually to a market-based fee structure that will cost \$150 per quarter (or \$600/annually).
- In 2010, parking meters were removed from a 12-block area in downtown Eugene where the City wanted to incentivize redevelopment. Now that the area is nearly redeveloped, the business owners are asking the City to reinstall meters to encourage turnover and address the issue of employees parking on-street.
- The biggest challenge that Epark is currently facing is its decentralized organizational structure. Maintenance of the off-street facilities is currently managed by another City department, as is fine adjudication.
- Downtown Eugene offers a variety of transportation options, including bus depot, train station and Bus Rapid Transit connect to the University of Oregon.
- According to the Eugene Chamber (Downtown Eugene Inc.), off-street garages are almost never at capacity, however there are very few available on-street spaces.
- While downtown vacancy is at about 25%, this is mostly because there are a few very large vacant spaces; most of the smaller retail spaces leased at the beginning of summer 2015.
- Downtown retail is majority locally-owned and can be very seasonal; there are some businesses that aren't open for months at a time (especially when school is not in session).
- Parking garage safety is biggest concern for downtown business and property owners.
- The E-Park program in Eugene is known for its creativity in the use of public art. Their "Poetry in Parking" program has garnered national attention.



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PEER CITY COMPARISONS

The programs noted in this section are not truly “peer cities” in the tradition sense. As noted above these communities were selected more as “cities we can learn from”. As a result, rather than develop a comparative matrix of specific community parking statistics, a more appropriate analysis would be to summarize the aspirational elements of the selected programs that the emerging Cleveland County/City of Norman parking program might emulate as it evolves over time. Below are the key elements from each program that makes these program special.

While all three of these programs are known for their mastery of parking management fundamentals, each of these programs have evolved to reflect the values and culture of their communities.

Boulder, CO

- The fact that Boulder Parking and Access Management program has been renamed the “Department of Vitality” sheds insight into the way that Boulder approaches parking and related access management strategies. Parking and access issues are managed as an element of community and economic development.
- The same City department that manages the Pearl Street Mall as the economic heart of downtown Boulder, also manages parking and access issues (including transportation demand management, promotion of alternative transportation modes and community sustainability goals).
- Over the decades, the City has developed multiple parking revenue streams related to parking including off-street parking lots and garages, on-street parking, parking enforcement and a payment in lieu of parking program.
- During the past decades, Boulder’s parking system has evolved into a nationally recognized, district-based, multi-modal access system that incorporates transit, bicycling and pedestrians, along with automobile parking.
- The City takes an integrated approach to parking management and actively encourages the use of alternative modes of transportation. 56% of people accessing downtown by car, 19% walk, 9% take the bus, 9% bike and 9% use other methods like carpooling.
- Boulder has made a conscious decision to keep parking supply tight (not overbuilding parking supply) and charging fairly high rates for parking to encourage the use of transportation alternatives.
- Boulder has invested in strong parking and transportation planning (See their recent “Access Management and Parking Strategies” (AMPS) study as an example.) as well as investing in advanced parking technology options (new off-street parking access and revenue control systems, new on-street meters, pay-by-phone options, etc).
- Boulder also places a strong emphasis on community out-reach processes with parking planning being integrated with larger community plans. Boulder has taken its “lessons learned” from the development of their successful downtown district and is applying these lessons to the development of other emerging districts around their community.

Missoula, MT

- Missoula is another community that has maintained parking meters for decades without taking them out as many communities have. Despite having low on-street parking rates, the system was able to fund a significant new garage during the height of the recent recession.
- The Missoula Parking Commission is a quasi-independent City department with a separate Board of Commissioners and budget.

PARKING STRATEGIC PLAN

- The Parking Commission Executive Director was heavily involved in nearly every major downtown organization (Missoula Redevelopment Agency, Business Improvement District, Downtown Business Partnership, even the local Rotary and Symphony Association. This deep community engagement had multiple positive outcomes in terms of program acceptance and community education.
- The Parking Commission (partly because of the degree of connectivity between all the major downtown organizations) was also a strong financial supporter of major community planning efforts. A good example of this was the fact that the Parking Commission contributed \$125,000 toward a downtown master plan project which generated not only a successful downtown master plan, but also a master plan with a specific "parking strategic Plan" as an integrated master plan component.
- The Parking Commission was also part of an on-going downtown master plan implementation committee that has remained active for almost a decade.
- The Parking Commission recently saw their long-term executive director retire after more than 20 years after having successfully implementing the last of the major parking strategic plan action items (an upgrade of their on-street meter and parking garage technologies).
- The community is currently updating their 2009 downtown master plan. The Parking Commission is once again at the table as a key funding partner and active plan update participant.

Eugene, OR

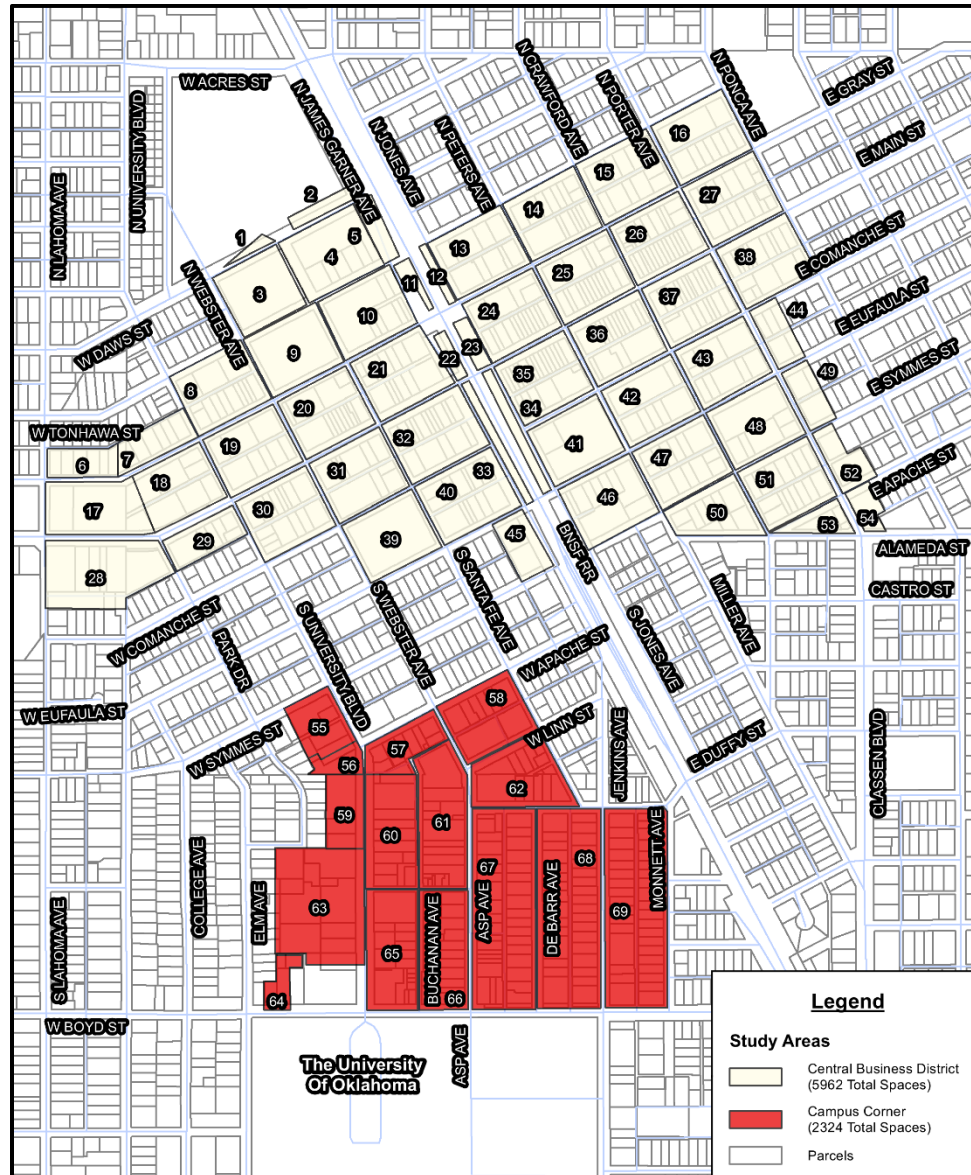
- The Eugene, OR "Epark" program has parking management responsibility for the entire city of Eugene including enforcement of public streets on the University of Oregon campus.
- The downtown parking management program accounts for about half the overall program in size and in revenue generated.
- Coin-operated meters are being replaced with single-space credit card enabled meters throughout downtown Eugene and on the University of Oregon campus. Multi-space meters are also being piloted in some areas.
- The City also manages a robust Residential Parking Permit Program (RPPP).
- The biggest challenge that Epark is currently facing is its decentralized organizational structure. Maintenance of the off-street facilities is currently managed by another City department, as is fine adjudication. Creating a single, vertically integrated city department has been challenge for Eugene.
- Downtown Eugene offers a variety of transportation options, including bus depot, train station and Bus Rapid Transit connect to the University of Oregon.
- Parking garage safety is biggest concern for downtown business and property owners.
- The E-Park program in Eugene is known for its creativity in the use of public art. Their "Poetry in Parking" program has garnered national attention.

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Limited Parking Supply/Demand Update

In order to understand existing parking assets, usage patterns, and overall parking demand needs for Norman's core neighborhoods and downtown, Kimley-Horn coordinated with the County and City to identify the areas of focus for this report's data collection efforts. It was determined that the area which included downtown and the Campus Corner area was the primary area of focus for this effort, shown in Figure 3.2. Figure 3.2 also shows the numbered block system that was used to identify each city block in the data collection process.

Figure 3.2 Study Area



PARKING STRATEGIC PLAN

The following provides an overview of what was included in the parking supply/demand analysis conducted by Kimley-Horn:

1. Parking inventory was collected by block for the entire study area.
2. Parking occupancy was collected by block for the entire study area.
3. Parking data was collected on a weekday beginning at the peak hour identified in the Jacobs study at 10:00am.

Appendix 38 provides detailed parking inventory and occupancy data by block.

- Table 1 provides updated parking inventory numbers for both on and off-street parking by block
- Table 2 provides updated on-street parking occupancy data by block
- Table 3 provides updated off-street parking occupancy data by block

Parking Inventory

A parking inventory was completed in the identified data collection area as part of the April 2016 Parking Study, and updated in September 2017. The study area is depicted in Figure 1 above.

As shown in Appendix 38, Table 1, there are approximately 8,311 parking spaces within the study area, approximately 1,313 (15.8%) of which are on-street. This leaves approximately 6,998 (84.2%) parking spaces located in parking lots or 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 beginning at the peak hour of the overall study area as observed during the 2016 study between 10:00 a.m. and 11:00 a.m.

The block-by-block results are broken down into on-street and off-street parking occupancy and are summarized in Tables 2 and 3 on the following pages.

As shown in Appendix 38, Table 2, 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.

Data Analysis & Limited Parking Supply/Demand Assessment

Overall Parking Occupancy “Heat Map” Summary

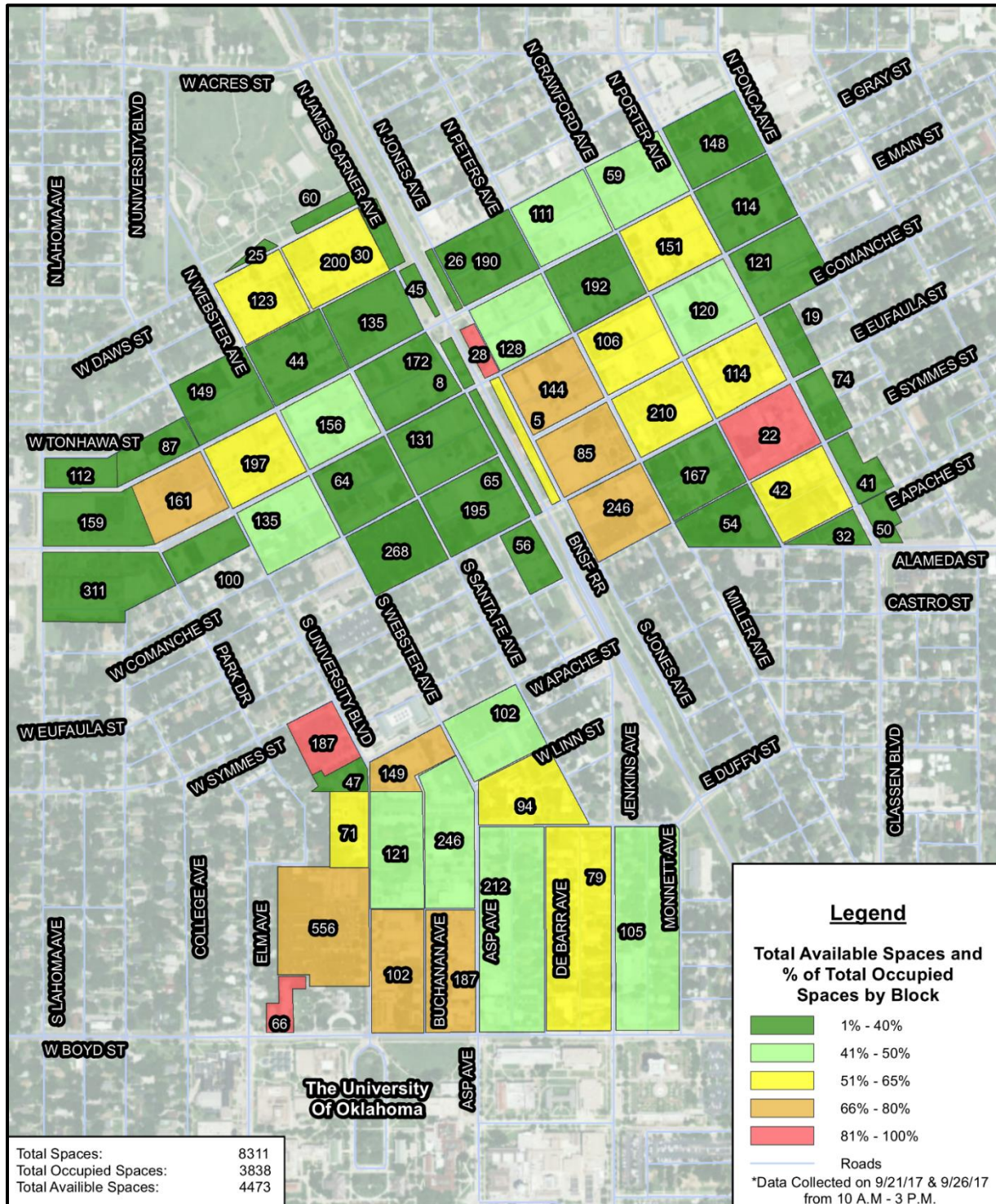
The following graphic (Figure 3.3) summarizes the overall parking demand for the study area using a “heat map” illustration which documents the parking demand by block at the peak demand timeframe.

As Figure 3.3 illustrates, the overall area is relatively underutilized. Localized blocks in the downtown and Campus Corner do experience a high demand for parking spaces. However, each of these instances are located immediately adjacent to blocks exhibiting less than 40% occupancies.

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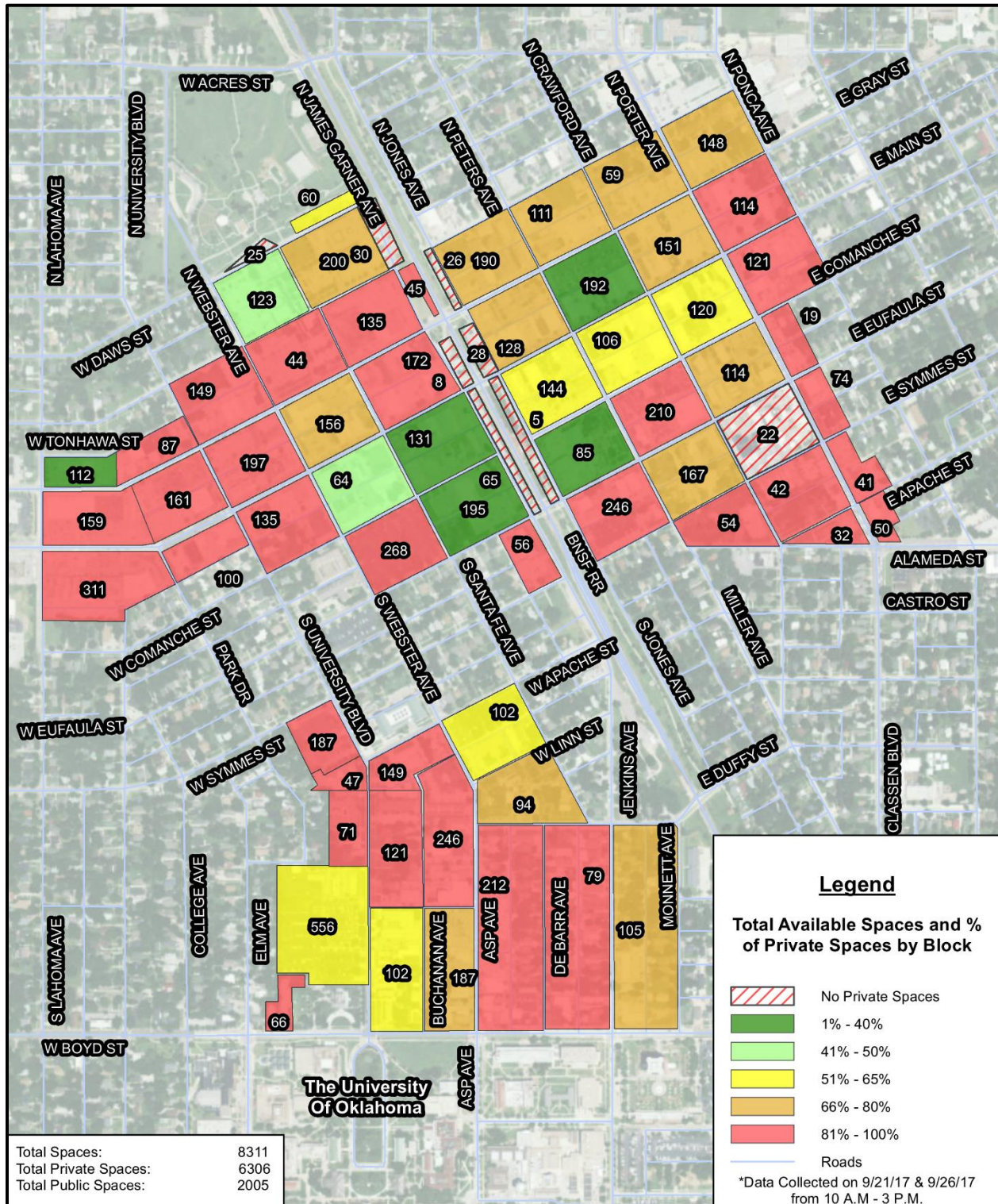
Reviewing parking occupancies by type, however, paints a very different picture. As shown in Figure 3.4, many private parking facilities throughout the study area are operating above 80% occupancy.

Figure 3.3 Parking Demand Heat Map – Weekday Peak Hour All Facilities



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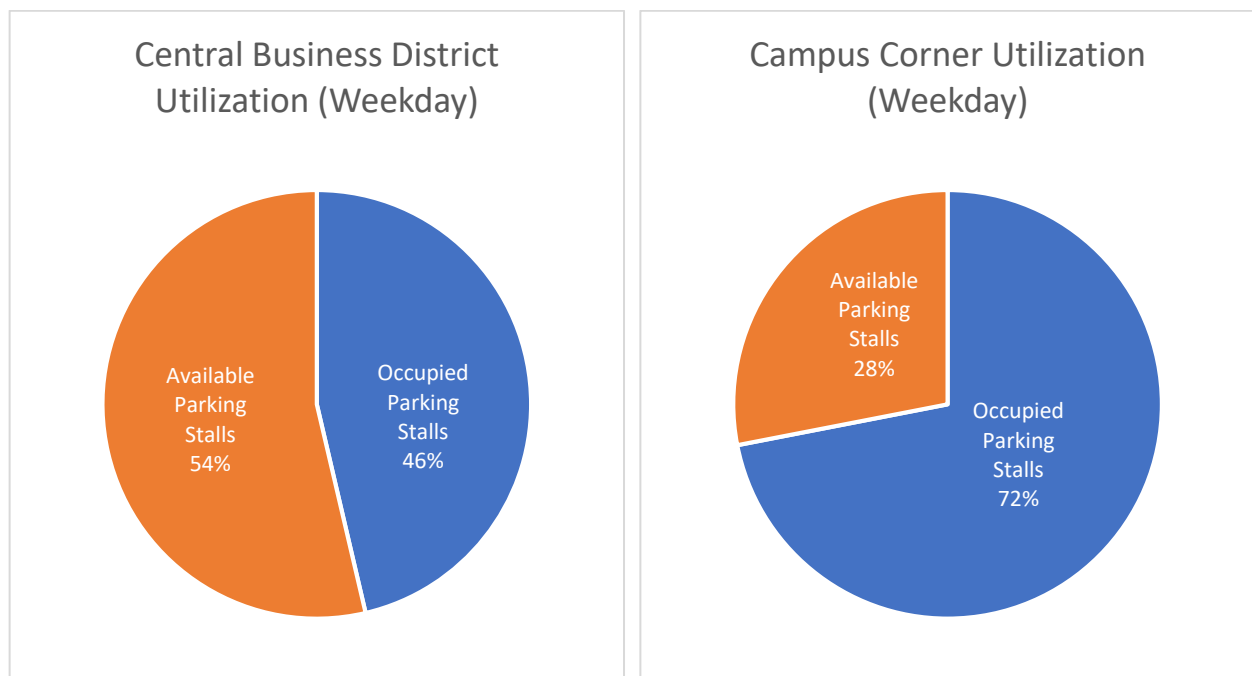
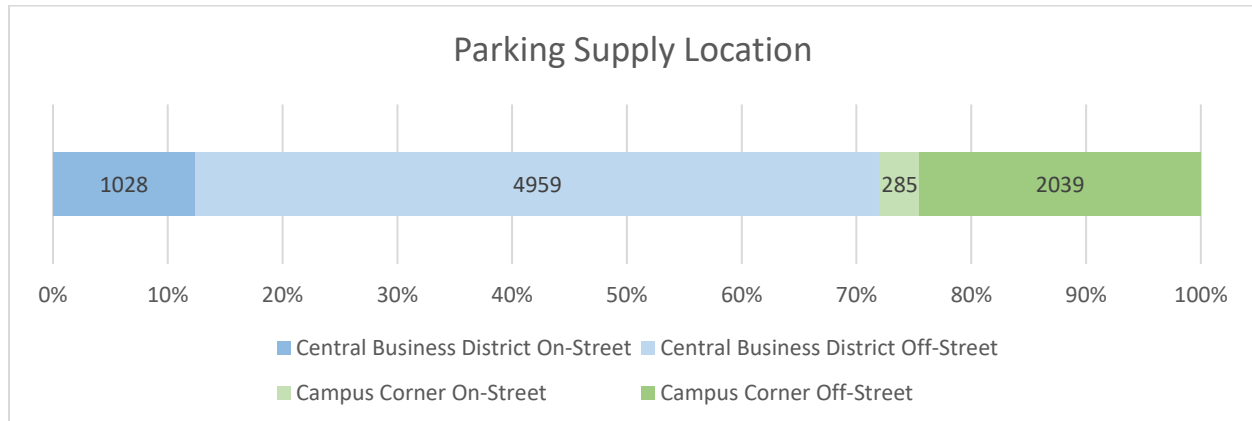
Figure 3.4 Parking Demand Heat Map – Weekday Peak Hour Private Facilities



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Campus Corner and Central Business District

Two sub-areas of the overall study area were further analyzed for supply and occupancy. These areas, the Central Business District and Campus Corner, are included in the detailed listing of supplies and occupancies included above and summarized by area below.



As shown above, parking supplies are concentrated within the Central Business District, however parking occupancies are significantly higher within the Campus Corner sub-area.

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Current Parking Adequacy

In the Norman Downtown Parking Study document (2016), downtown parking is described as “adequate to accommodate the parking demands calculated for the district as a whole”. The information presented in this report supports and confirms this assessment of the current parking conditions from a supply/demand perspective. While there are pockets of localized high parking occupancies, each of these instances has availability within the immediate vicinity. One area to be closely monitored moving forward is the Campus Commons sub-area. As occupancies approach 85%, parking patrons are likely to begin to experience growing frustrations in finding available parking.

As new projects are built they should supply sufficient parking for any related increased demand based on current City zoning and parking requirements. Current City code recognizes that mixed-use downtown neighborhoods require fewer parking spaces than stand-alone sub-urban developments based on the application of shared parking principles. Additionally, with future development, parking system performance should be regularly evaluated and residential parking permit programs should be considered to protect adjacent neighborhoods from parking spillover from downtown uses. A whitepaper on residential parking permit programs is provided in the appendices of this report to provide more background and best practices. Additionally, a set of parking garage design guidelines has been provided in the report appendices as a tool for future parking garage development.

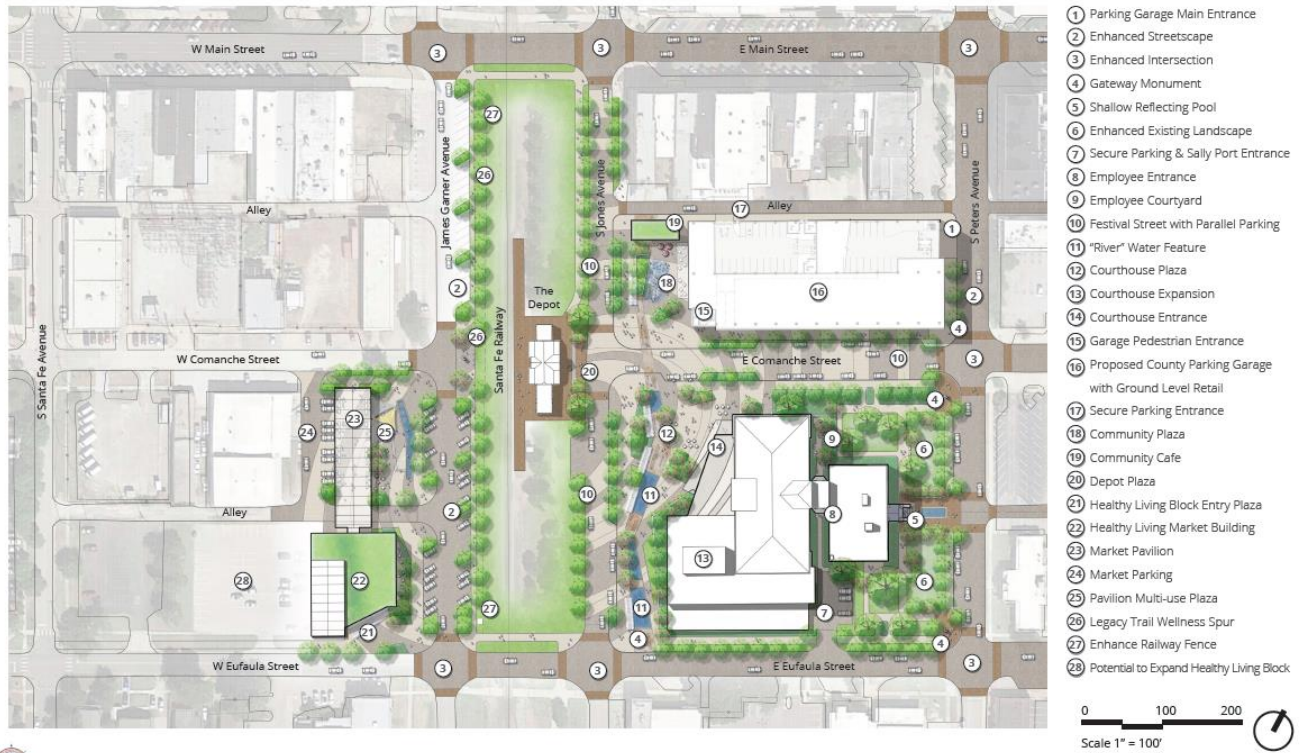
Future Parking Demand Projections

Given the fact that the 2016 Jacobs parking supply/demand study was completed within the past two years and based on conversations with planning staff, future parking demand projections are essentially unchanged. Kimley-Horn did not have any new data to analyze in this area. The Jacobs study future parking need projections are summarized in the “Planning Context” chapter on page 21 above and Appendix 44 – 2016 Jacobs Parking Study Summary.

The most significant potential development project in the downtown area is the Cleveland County Complex Master Plan. The image below is the “illustrative master plan concept” in its current form and includes the proposed county parking structure (plan element 16) with ground level retail.

CLEVELAND COUNTY / CITY OF NORMAN, OKLAHOMA PARKING STRATEGIC PLAN

[final master plan illustrative]



CLEVELAND COUNTY COMPLEX MASTER PLAN | NORMAN, OKLAHOMA

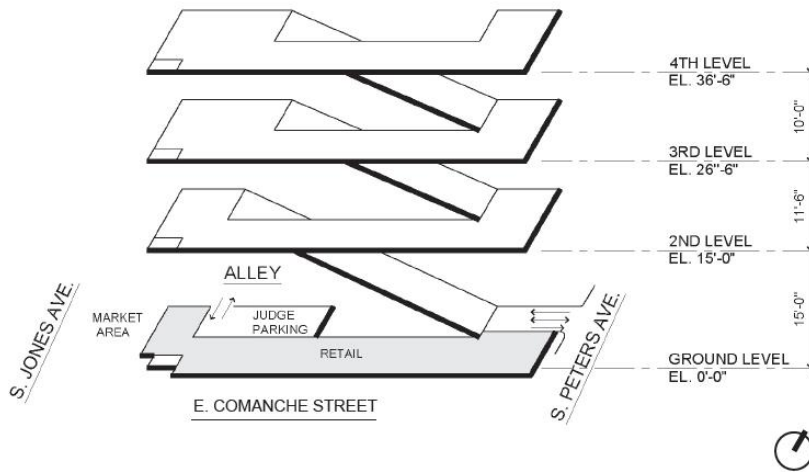
FINAL MASTER PLAN | SEPTEMBER 2017 18

The following diagram illustrates the proposed master plan's parking garage concept plan. The plan assumes approximately 390 spaces and approximately 22,200 s.f. of ground level retail space. Projected parking structure costs are noted below:

Garage Item	Item Cost	Unit	Cost per Item
390 Parking Spaces	\$ 18,000	per Space	\$7,020,000
22,200 GSF Retail Shell	\$ 120	per GSF	\$2,664,000
Total Cost			\$9,680,000
Approximate Cost per Space			\$24,800

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[isometric view]



CLEVELAND COUNTY COMPLEX MASTER PLAN | NORMAN, OKLAHOMA

FINAL MASTER PLAN | SEPTEMBER 2017 47

The following text is an excerpt from the Cleveland County Complex Master Plan documents:

"The Cleveland County Courthouse Master Plan identifies the need for a new parking structure to serve the courthouse as well as other uses in the area. Through meetings and workshops with the County and other key stakeholders, the EDSA Team identified an approximate program for the garage and the location.

The garage is to be located on the block adjacent and north of the courthouse and across S. Jones Avenue from the AMTRAK Station. The block is bound to the east by S. Peters Avenue, to the south by E. Comanche Street, and to the west by S. Jones Avenue.

The key criteria to incorporate into the garage program include the following items, as feasible:

- *active uses at the grade-level along E. Comanche Street and S. Peters Avenue,*
- *maximize the number of parking spaces that can fit in a four-story garage,*
- *incorporate secure parking for County judges and other dignitaries, and*
- *maintain a width that is sufficient to provide a viable public gathering area along the west edge of the garage within the footprint of the block.*

An approximate construction cost for the garage has been prepared based on typical cost per space for parking spaces and per square foot of retail shell space and an architectural scheme that is attractive but not extravagant.

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Typical costs for parking garages of this type range from below \$18,000 per space to well over \$30,000 per space. A lower cost option for this garage was assumed and the overall cost is estimated at about \$9,680,000 or about \$24,800 per space. The cost of the retail space is based on providing cold, dark shell space with no tenant fit-out. For the purposes of this estimate, there is a potential additional estimated 1 to 1.5 million for a building facade wrap."

Kimley-Horn generally agrees with the parking garage cost information used above. In the following section, Kimley-Horn has provided an updated summary of parking structure development costs. This analysis also provides some discussion related to a variety of factors affecting parking structure costs. While our research places the national average construction cost for a parking garage at \$20,769 per space or \$62.18 per square foot, the \$24,800 per space cost noted in the Cleveland County Courthouse Master Plan is a good budget number.

Parking Structure Development Costs Update

The following is an update on parking structure development costs. Based on a review of several industry sources, including hundreds of completed parking structure projects of varying size, scope, and geographic location (omitting parking structures that are entirely below-grade because the cost of such structures is much higher), the national median construction cost for a new parking structure in 2018 is approximately **\$19,000 – \$20,000 per space or \$56.99 – \$59.00 per square foot**, increasing approximately 2.5% from 2016, when the median cost was approximately \$18,600 per space based on historical data.

A recent parking garage project at OU came in at less than the national average. This may be the best benchmark for the County/City to use assuming the basic design and general conditions are similar.

Construction cost data does not include items such as land acquisition, architectural and engineering fees, environmental evaluations, materials testing, special inspections, geotechnical borings and recommendations, financing, owner administrative and legal, or other project soft costs. Soft costs are typically 15% to 20% of construction costs.

Features Typically Included in a Median Cost Parking Structure:

- Precast concrete superstructure
- Attractive precast concrete facade, but with basic reveal pattern
- Shallow spread footing foundations
- All above-grade construction
- 8' 6" to 8' 9" wide parking spaces
- Glass-backed elevators and unenclosed stairs clad with glass curtain wall to the exterior
- Basic wayfinding and signage
- Open parking structure with natural ventilation, without mechanical ventilation or fire sprinklers
- Little or no grade-level commercial space
- Basic parking access and revenue control system
- Energy efficient fluorescent lighting

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Enhanced Design Features That Could Increase Construction Costs Above the Median Range:

- Cast-in-place, post-tensioned concrete superstructure for lower maintenance
- Attractive facade with precast, brick, metal panels, and other materials
- 8' 9" to 9' 0" wide parking spaces for user comfort
- Green Garage Certification following the Green Parking Council standards
- Energy-efficient LED lighting with occupancy and photocell computer controls
- Custom wayfinding and signage system
- Storm water management including on-site retention/detention
- Deep foundations, such as caissons or pilings
- Below-grade construction
- Enclosed stair towers due to local code requirements
- Enclosed parking structure without natural ventilation, where mechanical ventilation and fire sprinklers are required
- Grade-level commercial space
- Mixed-use development where the parking is integrated with office, retail, residential, or other uses
- State-of-the-art parking access and revenue control system
- License plate recognition systems
- Parking guidance systems
- Count system with variable message LED signs
- Pay-on-foot parking revenue control stations
- Wi-Fi and cellular services

FACTORS AFFECTING PARKING STRUCTURE COSTS

People often think of parking structure development costs primarily in terms of dollars per space, however, there are many other factors that should be considered. The cost of a parking space is a product of parking efficiency (square foot per space) and structure efficiency (dollars per square foot). Each component plays a critical role in determining the ultimate cost of a parking facility. Parking efficiency is the total gross area of a parking structure, inclusive of stairs, elevators, and all parking floors, divided by the number of spaces. Typical parking efficiency for an above ground, stand-alone garage is 300 to 350 Square feet per space. Many below-grade or mixed-use garages can have parking efficiencies of 400 to 500 square feet per space. Factors affecting parking structure development costs include:

- **GEOGRAPHY** - Construction costs vary by location due to regional factors such as the cost of labor and availability of materials. In addition, factors such as higher seismic regions and soil conditions have a large impact on cost.
- **NUMBER OF PARKING LEVELS** - In general, a larger-footprint parking structure with fewer levels will cost less per parking space than a taller structure with a smaller footprint. The cost per square foot of the first level at-grade is less than levels elevated above the ground. A lower-height, larger-footprint structure will have a higher proportion of the cost in the first level. Taller structures are heavier which affects the foundation cost. A taller structure generally has a less efficient parking layout, which translates into more square footage for each parking space.

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- **PARKING BELOW-GRADE** - Parking below-grade is much more expensive than parking above-grade. A five-level, above grade parking structure may cost \$50 per square foot. If this same structure is depressed one level below-grade, the cost can increase approximately 15% to \$57.50 per square foot. If the same structure is put two levels below ground, the cost increases even more because of the impacts of having to dig deeper (45% higher than the original cost or approximately \$72 per square foot).
- **STRUCTURAL SYSTEM** - 60% to 70% of parking costs are in the structural system. As such, the type of framing system will have a significant effect on the cost of each parking space. There are two general types of framing layouts—short-span and long-span. Short span requires a column approximately every three parking spaces (27x30 feet square) to support the floor slab. Long span requires columns spaced 60 feet apart, with beams spanning over the stalls and drive aisle. Generally, short-span systems cost less per square foot, but negatively effects efficiency. Long-span systems cost more per square foot, but result in more stalls in the same square footage.

The structural system can be cast-in-place concrete, precast concrete, or structural steel. The most cost-effective option depends on the project's location and the region's preferred construction methods. The selection of a system not common in the area will generally cause the cost to increase.
- **FOUNDATION** - Structures built in areas with poor soil conditions requiring more expensive, deeper foundation systems will cost more. The difference between a shallow and deep foundation system can increase the price approximately 10% overall—taking the cost from \$50 to \$55 per square foot, for example.
- **ARCHITECTURAL FACADE TREATMENT** - The appearance of a parking structure is important to the surrounding environment. The cost of making that structure more aesthetically-pleasing can affect the cost per parking space of up to 15%. If the structural system is used to create the architectural facade, the cost per square foot will be less. However, the use of architectural elements in addition to the structural system will increase the cost. If the architectural design creates an inefficient structural system, the cost could increase drastically.
- **TOTAL PARKING SPACES** - A smaller project will cost more per space than a larger project. A 200-space parking structure on a small site may cost about 30% more per square foot than a 1,000-stall structure on a reasonably sized lot.
- **PARKING EFFICIENCY** - The cost of a parking space is the cost per square foot multiplied by the square footage per space. The more square footage per stall, the higher the cost.

Example:

- | | |
|---|------------------|
| • Typical efficiencies for short-span structures: | 330-390 sf/stall |
| • Typical efficiencies for long-span structures: | 300-340 sf/stall |
| • Typical efficiencies for mixed-use structures: | 400+ sf/stall |

Example:

Assume a 500-space structure costs \$50 per square foot:

- $330 \text{ sf/stall} \times 500 \text{ stalls} = 165,000 \text{ sf} \times \$50/\text{sf} = \$8,250,000$
- $360 \text{ sf/stall} \times 500 \text{ stalls} = 180,000 \text{ sf} \times \$50/\text{sf} = \$9,000,000$

The difference is \$750,000, or \$1,500 per stall.

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- **PREMIUM ELEMENTS** - Program elements added to parking will increase the cost per stall. A photovoltaic system covering 50% of the top level can add approximately 25-30% to the building's cost per square foot of the building. However, there may be operational cost savings that can support this type of elements. A mixed-use component will also increase the cost per stall due to negative impacts on efficiency and the structural framing system. Special site conditions such as the need to reroute utility lines or perform substantial demolition may increase cost as well.
- **MARKET CONDITIONS** - The cost of parking can be negatively and positively affected by market conditions by 10% or more. A normal bid market will generate four to six bids from qualified contractors. An aggressive bid market might see 10 or more bids, causing the price to decrease. This can also create concern if the bidders are not qualified. An impacted bid market might see one to three bidders and a price increase due to lack of competition.

In the end, most owners budget for parking in terms of dollars per space. To be as accurate as possible, it is best to understand the project in terms of parking efficiency as well as structural efficiency. Design decisions that enhance efficiency can often help make a project more financially feasible.

Sources:

1. FIXR, Build a Parking Garage Cost (<https://www.fixr.com/costs/build-parking-garage>)
Note: FIXR estimates a \$59 per square foot cost, though their estimate of the national average stands between \$50 to \$70 for most projects.
2. International Parking Institute, "How Much Does a Structure Cost?" H. Dean Penny, Kimley-Horn
3. Victoria Transport Policy Institute, "Parking Costs" (www.VTPI.org)
4. Carl Walker, Inc., "Parking Structure Cost Outlook" (www.carlwalker.com)
5. *Parking Today*, "The Top 10 Issues Affecting the Cost of Building a Parking Space" by Watry Design

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Future Potential Parking Development Sites

Per the project scope of services, Kimley-Horn was to evaluate other identified potential parking structure development sites. Three sites were identified as good potential future parking garage sites. Three sites were also evaluated as potential surface lot development sites.

The three potential parking development sites assessed by Kimley-Horn below include sites located at:

- W. Gray Street and N. Santa Fe Avenue
- S. University Boulevard near White Street and
- Site between Asp Avenue and Buchanan Avenue (2 options)

For each site, a potential parking garage footprint is identified, recommended floor-to-floor heights are provided, bay/space dimensions are provided, parking space orientation, circulation systems and number of garage levels are recommended and overall garage design efficiency is calculated.

The three surface parking lot site concepts assessed by Kimley-Horn below include sites located at:

- Campus Corner site between Asp Avenue and Buchanan Avenue (2 options: 40 degree angled parking and 90 degree parking)
- CBD site 03 (from Jacobs report) W. Gray Street and N. Santa Fe Avenue

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Potential Garage Site – Option #1: Site A: W. Gray Street and N. Santa Fe Avenue

CBD 03 (West Gray Street Site)



1" = 60'-0"

Kimley»Horn

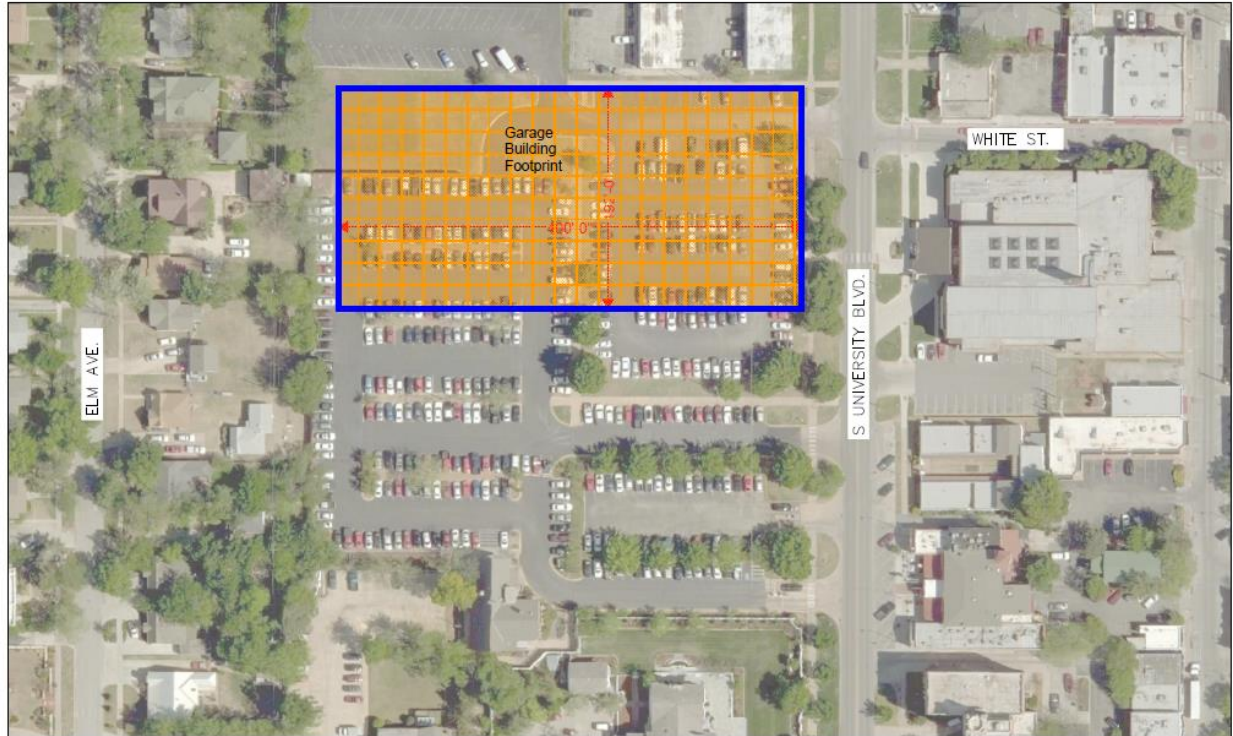
Site CBD 03 (West Gray Street Site) Concept Attributes:

- Structure Footprint: approximately 260 ft. by approximately 128 ft. with gross building square footage for parking of approximately 121,470 sq. ft.
- Floor-to-floor height of approximately 11'-4" and 10'-4" with a height to top of perimeter guardrail/bumper wall of ±36 ft.
- Two 62'-0" wide parking bays with standard (9'-0" x 19'-0" per City code) 90-degree parking spaces, two-way traffic circulation and single thread parked on ramping system for vehicle circulation between levels.
- Four levels (one grade level, three elevated levels) of parking providing approximately 335 parking spaces. Note that this total does not account for loss of spaces due to ADA accommodations, motorcycle and bicycle parking and utility and storage rooms.
- Average design parking efficiency of 363 sq. ft. per stall. No end-bay parking.

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Potential Garage Site – Option #2: Site B: South University Boulevard near White Street

CC 01 (University Boulevard Site)



1" = 75'-0"

Kimley»Horn

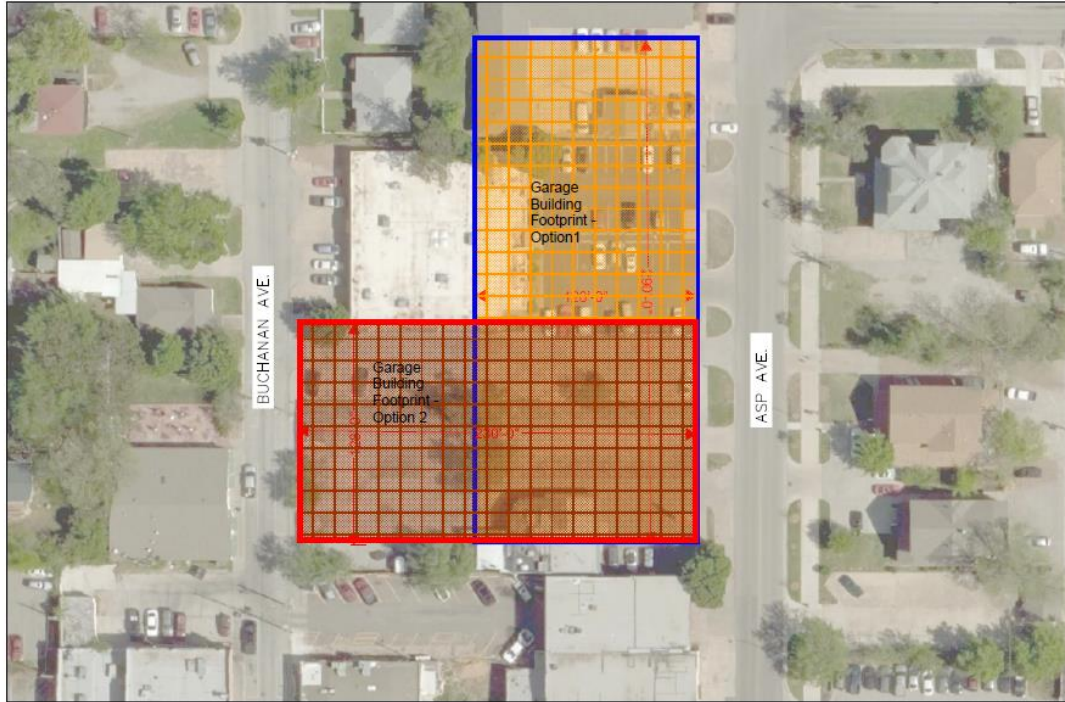
Site CC 01 (University Boulevard Site) Concept Attributes:

- Structure Footprint: approximately 400 ft. by approximately 192 ft. with gross building square footage for parking of approximately 203,500 sq. ft.
- Floor-to-floor height of approximately 11'-4" and 10'-4" with a height to top of perimeter guardrail/bumper wall of ±25.5 ft.
- Three 62'-0" wide parking bays with center bay ramped and standard (9'-0" x 19'-0") 90-degree parking spaces, two-way traffic circulation and single thread parked on ramping system for vehicle circulation between levels.
- Three levels (one grade level, two elevated levels) of parking providing approximately 626 parking spaces. Note that this total does not account for loss of spaces due to ADA accommodations, motorcycle and bicycle parking and utility and storage rooms.
- Average design parking efficiency of 325 sq. ft. per stall.

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Potential Garage Site – Option #3: Site C: Site between Asp Avenue and Buchanan Avenue

CC 02a AND CC 02b (Asp Avenue North Site)



1" = 50'-0"

Kimley»Horn

Combined Sites CC 02a and CC 02b (Asp Avenue North Site) Concept Option 1 Attributes:

- Structure Footprint: approximately 290 ft. by approximately 128 ft. with gross building square footage for parking of approximately 135,500 sq. ft.
- Floor-to-floor height of approximately 11'-4" and 10'-4" with a height to top of perimeter guardrail/bumper wall of ± 36 ft.
- Two 62'-0" wide parking bays with standard (9'-0" x 19'-0") 90-degree parking spaces, two-way traffic circulation and single thread parked on ramping system for vehicle circulation between levels.
- Four levels (one grade level, three elevated levels) of parking providing approximately 400 parking spaces. Note that this total does not account for loss of spaces due to ADA accommodations, motorcycle and bicycle parking and utility and storage rooms.
- Average design parking efficiency of 335 sq. ft. per stall.

Combined Sites CC 02a and CC 02b (Asp Avenue North Site) Concept Option 2 Attributes:

- Structure Footprint: approximately 230 ft. by approximately 128 ft. with gross building square footage for parking of approximately 107,500 sq. ft.
- Floor-to-floor height of approximately 11'-4" and 10'-4" with a height to top of perimeter guardrail/bumper wall of ± 36 ft.

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- Two 62'-0" wide ramped parking bays with standard (9'-0" x 19'-0") 90-degree parking spaces, two-way traffic circulation and single thread parked on ramping system for vehicle circulation between levels.
- Four levels (One grade level, three elevated levels) of parking providing approximately 310 parking spaces. Note that this total does not account for loss of spaces due to ADA accommodations, motorcycle and bicycle parking and utility and storage rooms. No end bay parking
- Average design parking efficiency of 345 sq. ft. per stall.

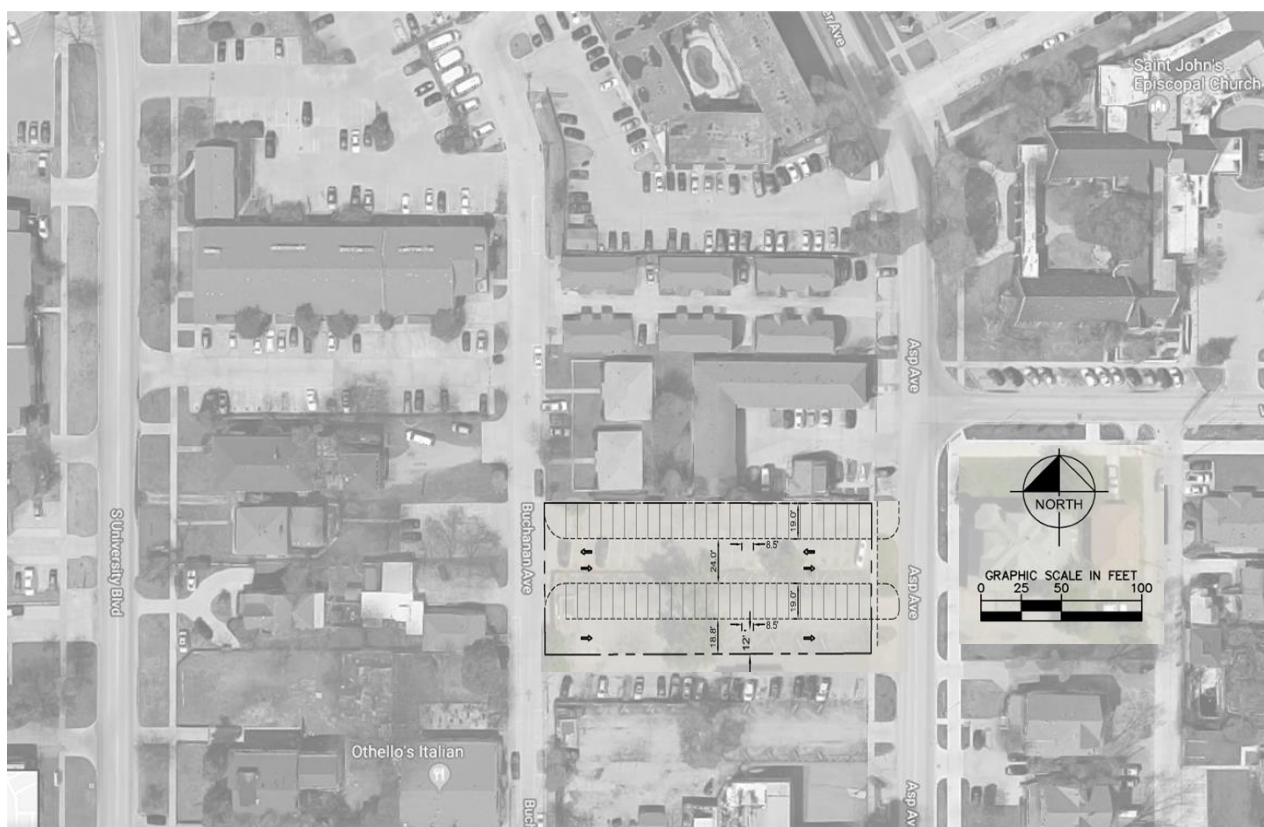
Potential Parking Lot Site – Option #1: Campus Corner site between Asp Avenue and Buchanan (Two Options)

- Option 1:
 - This site is currently a surface lot with 36 spaces
 - The 40-degree parking option creates 45 spaces



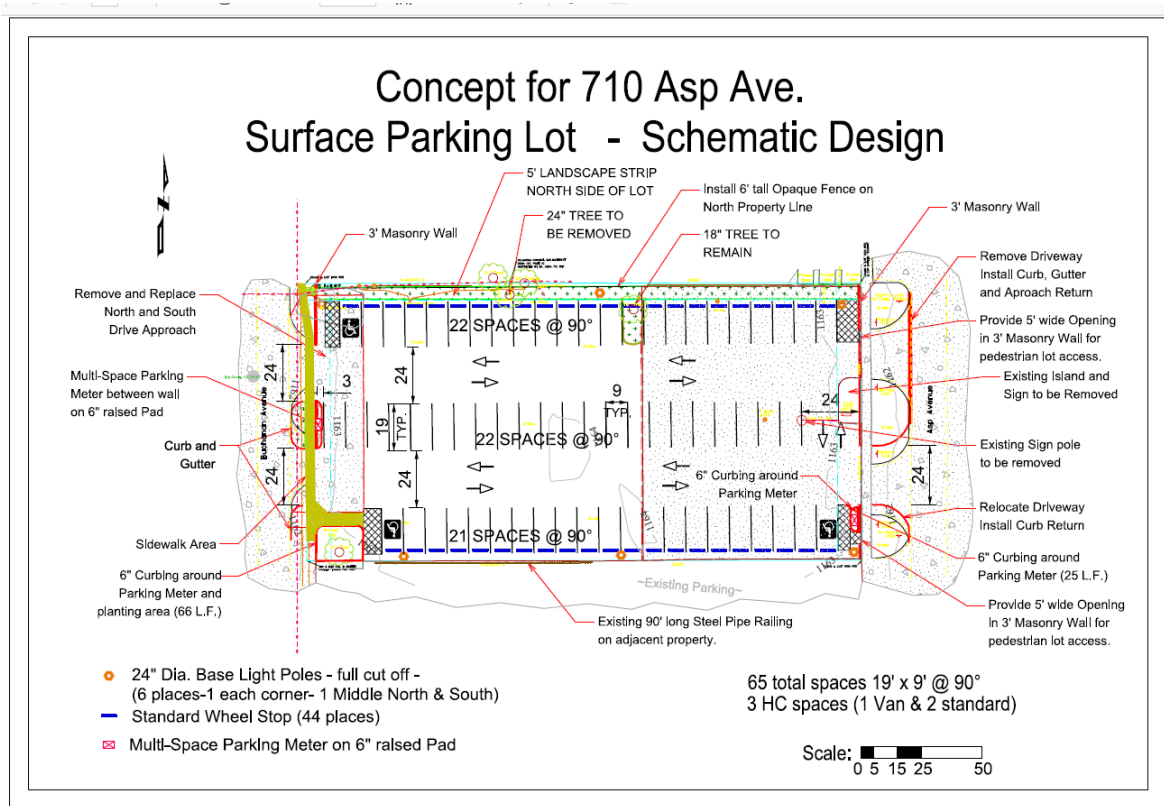
- Option 2:
 - The 90-degree parking option creates 45 spaces

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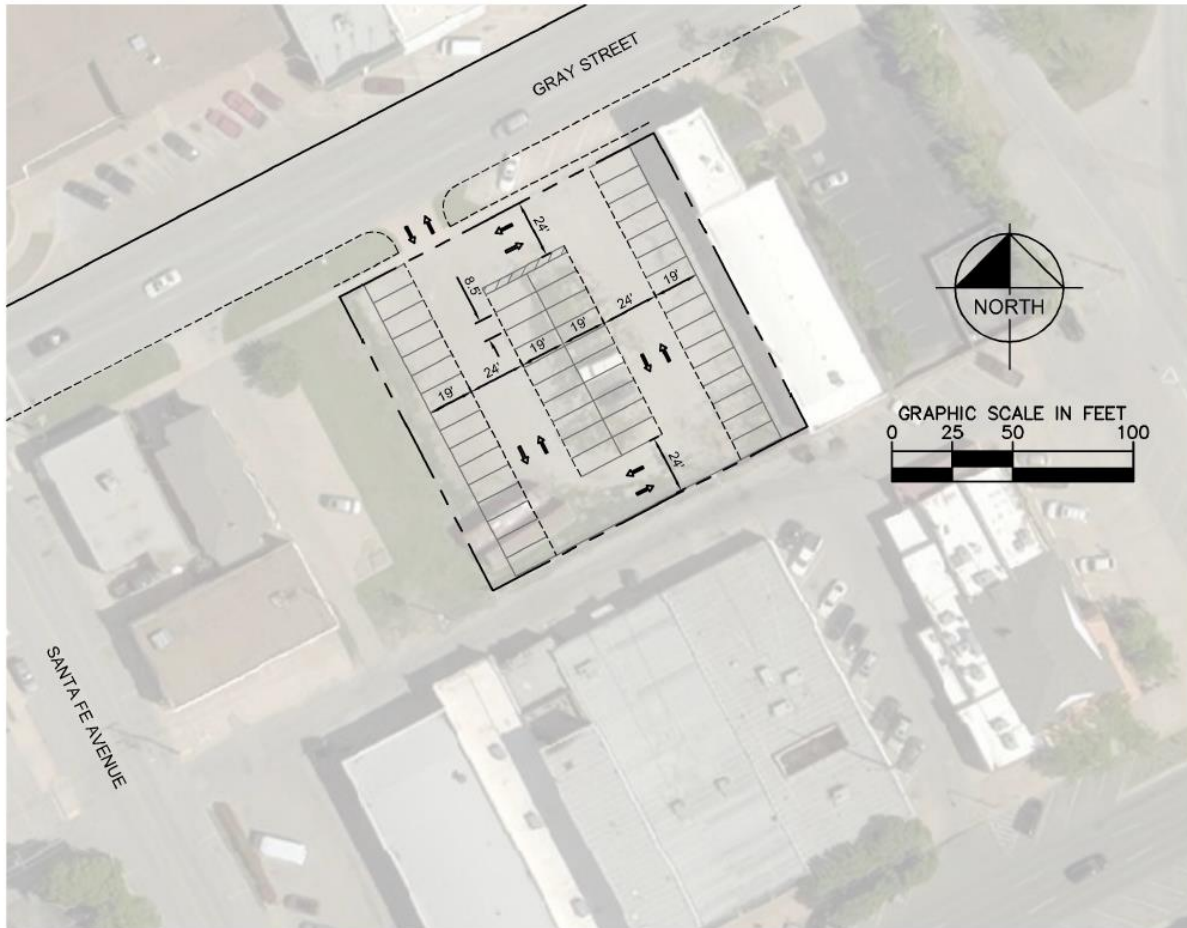
Note: As of 11/11/2018, this project is moving forward. Below are the plans that the City engineer provided re: the final design for this recommended lot.



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Potential Parking Lot Site – Option #2: CBD site 03 (from Jacobs report) W. Gray Street and N. Santa Fe Avenue

- Currently an un-improved lot, the proposed layout provides 52 spaces.



The current average cost per space for surface parking lot is approximately \$5,000 per space. Using this estimated cost per space this project would cost approximately \$260,000.00.

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Planning for the Adaptive Reuse of Parking Structures

Looking to the future, parking professionals, architects, planners and designers are all considering the impact to traditional parking structures if the promise of autonomous vehicles becomes a reality. Early projections estimate a potential reduction in parking demand in the 30% – 50% range (within 20 – 30 years). Under this scenario, designing parking structures that could “adaptively reuse” 30% – 50% of the structure for other uses (office, residential, classroom, day care, etc.) only makes sense to evaluate.

This report section (and supporting documents referenced below) explore the technical issues associated with the concept of adaptive reuse parking facilities. Designs must consider future direction of the industry, including the following trends:

- Migration of suburbanites to urban centers
- Millennials driving less and forgoing car ownership
- Car sharing services (e.g., Uber, Lyft, Zipcar)
- Connected and autonomous vehicles
- The drive toward reducing vehicular traffic and communities becoming more pedestrian-friendly and walkable

Many communities are taking measures to meet the evolving parking and transportation needs of communities of today and of the future. For example, forward-thinking administrators are revising their zoning codes and moving away from the minimum parking ratios to maximum parking ratios for selected land uses. In addition, most are recognizing reductions in parking demand for transit-oriented developments (TODs) and shared-use parking.

Most people would agree that the need for parking structures is not going to go away anytime soon, even as technology is rapidly changing. Parking may not be the most glamorous element

Adaptive Reuse Parking Structure

Parking structures are designed to last 60 years or more. It is likely that the demand for parking structures will decrease in the future as our reliance on the automobile declines.

The decline in automobile use may result for a variety of reasons including:

- ▶ Increasing fuel costs
- ▶ Roadway congestion
- ▶ Public policy related to climate change
- ▶ Increased transit options
- ▶ Sustainability objective
- ▶ Driverless cars

Conventional parking structures cannot be converted economically to other uses such as office or housing. The structural design loads are different, the floor to floor heights are different and many have sloping floors.

The design of the adaptive reuse parking structure would incorporate features that will allow the parking structure to be converted to office, commercial or housing space in the future.

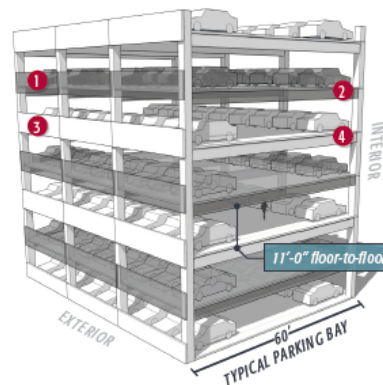
Some of those features include:

- ▶ Higher floor-to-floor height
- ▶ Maximized flat-floor area
- ▶ Structural design to accommodate office/housing
- ▶ Long span construction
- ▶ Removable concrete floors and beams
- ▶ Egress design for office or housing use

Parking Garage Configuration

Every other floor:

- 1 Removable exterior panels
- 2 Removable concrete floor slab and beams
- 3 Permanent exterior panels
- 4 Permanent concrete floor slab and beams

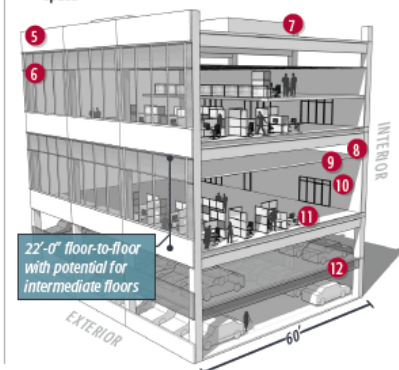


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Office/Multi-Use Configuration

Features include:

- 5 New insulated exterior panels
- 6 New exterior curtain wall
- 7 New mechanical equipment at roof
- 8 Mechanical/electrical space
- 9 Finished/hung ceiling
- 10 Interior walls
- 11 Finished floor over concrete slab
- 12 Optional parking levels to remain



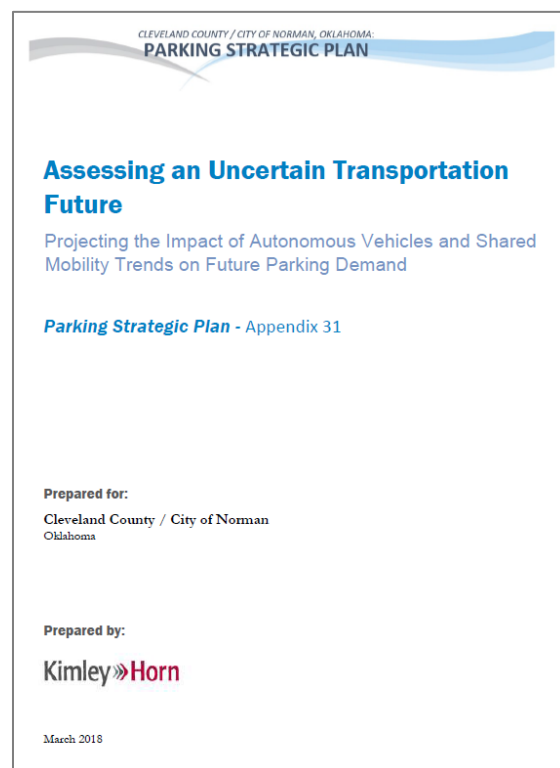
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of a development or community but many community planners and developers recognize that when done right, it is the key to realizing their vision for an active and vibrant community and a successful development.

The service life of most parking structures is designed for 50-75 years. As such, these facilities are and will continue to be fixtures of our urban landscape. We realize that mobility options and preferences are going to change over time as are the needs of the community. The last thing anyone wants is to build an expensive infrastructure element that will be obsolete or severely underutilized.

What if parking structures could be designed to not only handle the current need but also be adaptable to better meet the evolving parking/transportation and land use needs of communities in the future? What if we could 'future-proof' the parking structure of today and design them to be adaptable to become say a community mobility hub, a community event center, or other land use types (office, clinical space, residential, etc.). Can this be done physically and economically?

The appendix document entitled, "Assessing an Uncertain Transportation Future – Projecting the Impact of Autonomous Vehicles and Shared Mobility Trends on Future Parking Demand" (Appendix 31) provides extensive research regarding autonomous vehicles as well as detailed information concerning the technical aspects of planning for adaptive reuse garages including sections on: preliminary code issues, prototype design concepts, opinion of probable cost for prototype concept designs and ideas related to phased parking development options.



4. Community Engagement

Introduction and Task Goals

A critical element of developing a successful parking plan is clear and concise communication with various user groups, coupled with proactive and authentic stakeholder engagement. For the Cleveland County/City of Norman Parking Strategic Plan project, intentional and targeted outreach to the downtown Norman community was designed to provide both County and City staff, and the consultant team, with valuable insight into the real and perceived parking and transportation challenges that residents and visitors face when visiting the community.

The following chapter outlines the community engagement activities that were conducted as part of the Parking Strategic Plan, as well as a Strategic Communications Plan to support implementation of the plan's recommendations. The Strategic Communications Plan explores traditional and non-traditional marketing channels, education/engagement strategies, and communication vehicles specifically identified to keep the community informed and engaged during a time of growth and change in downtown Norman. The Strategic Communications Plan also identifies target audiences for marketing, messaging strategies, and positioning statements with the ultimate goal of increasing ease of use and customer understanding of the parking options that the County/City of Norman has to offer.

The goal of this task was to provide the City and County with a specific roadmap for developing a new communication and outreach strategy that will keep members of the downtown Norman community informed and engaged throughout implementation of the Parking Strategic Plan's broader recommendations.

Stakeholder Conversation Summary

In December 2017, a Stakeholder Consultation Strategy was developed to support Cleveland County's Parking Strategic Plan by:

- Introducing the project to community leaders, stakeholders, and general public
- Placing parking, transportation, and access management into the larger context of economic and community development
- Listening to and documenting the stakeholder feedback, concerns, and suggestions

The main goal of the stakeholder consultation process was to provide community members with an opportunity to share their experiences, perceptions, ideas and concerns related to parking in and around the downtown area. A full overview of the Stakeholder Consultation Strategy can be found in this chapter, below.

Two main stakeholder consultation site visits were conducted as part of this project. The first took place during the project kick-off meeting and the second took place December 5 - 6, 2017. In total, over 20 unique stakeholders participated in outreach meetings, including representatives from the following groups, organizations, and businesses:

- County Commissioners

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- City of Norman Staff
- Downtowners, Campus Corner and EDAB
- Chamber of Commerce, Economic Development Coalition and Arts Council

Extensive notes were taken at all stakeholder meetings and that feedback was carefully analyzed to identify key themes and the most frequently mentioned stakeholder comments. The result of that analysis is detailed in the following section.

Introduction and Task Goals

Stakeholder consultation is an invaluable, yet often overlooked, part of parking strategic planning. As the breadth and complexity of consultation work is largely driven by community appetite and project scope, the Kimley-Horn team worked with representatives from ADG to define and conduct a succinct stakeholder process to complement the Cleveland County / City of Norman Parking Strategic Plan.

The purpose of this chapter is to outline the stakeholder consultation process and findings, as well as to provide recommendations on how to keep key project and community members engaged as the parking strategic plan recommendations are implemented.

Stakeholder Consultation Process

Consultation was conducted via in-person meetings, in either an individual or small group format. All stakeholder meetings were facilitated by Kimley-Horn and each meeting followed a similar agenda to ensure that all stakeholders received similar information about overall project goals and the purpose of the stakeholder consultation process.

- Welcome, Introductions & Sign-in
- Brief Overview of Project Scope, Deliverables & Timing
 - Work completed to date
- Stakeholder Consultation Process & Goals
- Proposed Questions
 - What is working well with how parking is managed today?
 - Name 1-2 positives
 - What are the most pressing issues related to how parking is managed today?
 - Name 1-2 challenges
 - Describe your vision for what the parking experience of the future looks like in downtown Norman.
 - What do you think are the biggest roadblocks to achieving that future vision?
 - Who needs to be “at the table” for this vision to be achieved?
 - What does success look like for this process?
- Wrap-up & Next Steps

Key Themes: Opportunities and Challenges

Several strong themes emerged from both the in-person consultations that were held in March 2017 and December 2017. While many of observations and findings gathered during the site visits will be covered in Chapter 5 of the Parking Strategic Plan, the following observations were key themes throughout the stakeholder engagement process.

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Stakeholder Priorities & Key Themes

During the stakeholder consultation process, extensive notes were taken by the consulting team and categorized by theme to determine which comments were raised most frequently across all conversations. This qualitative analysis provided the foundation for the TABLE 1 which highlights the common priorities that were mentioned throughout the consultation meetings.

As not every comment or suggestion made during the stakeholder process rose to the level of a Stakeholder Priority, notes from each stakeholder session are available upon request.

TABLE 1: STAKEHOLDER PRIORITIES

Color Coding:

Green = "Most Frequently Mentioned"

Yellow = "Frequently Mentioned"

Orange = "Mentioned a Few Times"

PRIORITIES	ADDITIONAL DETAIL
Consistent On-Street Parking Management	<ul style="list-style-type: none"> Consistency and/or coordination across various areas of the City's core (i.e., downtown, Campus Corner): <ul style="list-style-type: none"> Meter technology Rates Hours of operation Effective and reliable enforcement
Accurate Budgeting & Financial Management	<ul style="list-style-type: none"> Consistent and transparent financial tracking Budgeting Asset definition Consideration of a system-wide approach to asset management and alignment of revenue streams and expenses (i.e., on-street, off-street, special event, enforcement)
Integration with Alternative Modes	<ul style="list-style-type: none"> Increased emphasis on walkability and "bikeability" Acknowledgement of changing transportation preferences for younger generations (i.e., Millennials) Increased proliferation of shared mobility offerings (i.e., Uber, Lyft) Enhanced mass transit / bus service options (coordination with Regional Transit Authority, future Bus Rapid Transit)
University of Oklahoma's Role as a Key Partner	<ul style="list-style-type: none"> Coordination of technology applications (i.e., meters, pay by phone/app) Parking management within the neighborhoods surrounding campus Coordinated and consistent enforcement

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Intentional and Coordinated Education, Communication & Messaging	<ul style="list-style-type: none"> • “Cultural shift” from mentality of “free parking at the front door” to a more actively-managed solution • Coordination and partnership between the City, County and community partners (i.e., Campus Corner, Downtowners, OU) • Communication about parking options for residents, employees and visitors
Shared Parking Opportunities	<ul style="list-style-type: none"> • Identification of underutilized resources • Maximize existing investment
Impacts of Current Land Use, Code Requirements & Increasing Density	<ul style="list-style-type: none"> • Impact of current form-based code • Parking minimums and maximums • Unique land use patterns / density between districts (i.e., downtown vs. Campus Corner) • Impact of areas designated for Transit Oriented Development
Need for a Well-Defined Organizational Structure & Management Model	<ul style="list-style-type: none"> • Specific recommendations regarding organizational model (i.e., City or County department, outsourced / third party, hybrid approach) were found lacking in previous parking studies • Options are preferred; paired with specific recommendations from the consulting team • Definition of
Education about Employee Parking Options	<ul style="list-style-type: none"> • Definition of specific and viable options • Communication / messaging about impact of employees parking on-street
Consideration of District-Based Parking Management Strategies	<ul style="list-style-type: none"> • Understanding the unique characteristics and parking/access behavior by district and activity node

When viewed comprehensively, feedback received from the stakeholder consultation process supports three, “big-picture” themes:

1. **Consistency, consistency, consistency:** The most frequently mentioned comment across all stakeholder meetings was the desire for a consistent and coordinated approach to parking management across downtown, Campus Corner and in the areas adjacent to the University of Oklahoma campus. Stakeholders commented that it would be helpful if residents of and visitors to the City of Norman experienced consistent parking meter technology, and a coordinated approach to pricing, signage and enforcement. Additionally, the desire for a collaborative approach to communication about parking options – across these complementary areas/districts – was seen as an important strategy to help manage expectations as Norman continues to redevelop and grow. Strategies for how the community can take a proactive approach to communications and customer education is included in this chapter.
2. **A comprehensive and actively-managed approach to parking:** The stakeholders who participated in this consultation process also expressed the expectation that the final Parking Strategic Plan would provide actionable recommendations on what management structure would work best to support the Cleveland County Master Plan

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and other similar community-visioning planning documents. Stakeholders indicated that the lack of a specific recommendation on organizational structure was one of the main areas where previous parking study had fallen short. Both City of Norman and Cleveland County representatives indicated a desire to have the Parking Strategic Plan include information on all viable organizational models available, paired with a specific recommendation from the consulting team on the best options for Norman.

3. **Integration with and consideration for a multi-modal future:** The third key theme mentioned by stakeholders was the desire for a downtown core that supports a more multi-modal approach to parking and access management. There was a strong desire for options expressed during the consultation process – from increasing the walkability and “bikeability” of the city’s core to coordination with regional and statewide partners to encourage investment in mass transportation alternatives like Bus Rapid Transit (BRT). This particular theme also takes into account the demographic make-up of a college town like Norman. With the Millennials and Generation Z showing a preference for delayed vehicle ownership and ride-sharing alternatives, it is important to plan for improvement in the parking and transportation experience both today and in a somewhat unknown (but rapidly-approaching!) future.

These three themes, along with the supporting detail provided by the priority matrix above, served to both inform and validate recommendations made as part of the Cleveland County / City of Norman Parking Strategic Plan.

Stakeholder Education and Communication

Some of the best parking and transportation communications programs share a common, yet unique characteristic: a strategic and unwavering commitment to ongoing stakeholder education and communication.

Through Kimley-Horn’s work with many of these top programs, we’ve developed a four-step process to complement implementation of parking strategic planning efforts. This process includes:

1. Discovery
2. Branding & Visioning
3. Work Planning and Implementation
4. Performance Evaluation

Each step is critical, informing the next one and offering a complete picture of where a program is today, where it could be tomorrow and the variety of paths available to get there.

Step One: Discovery. While only some organizations have the ability to conduct costly market research and stakeholder outreach efforts, every organization – even those on a small budget – can take steps to better understand their current environment, including attitudes and perceptions of current and future customers. Research can be as simple as gathering existing articles, studies, and information that help create the foundation for an effective communications plan. Often, a parking and transportation organization can identify key issues, audiences, sensitivities, competitive products, and/or policies that might affect their future communications and marketing efforts.

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More sophisticated approaches to research (commonly referred to as “market research”) are generally divided into two major categories: quantitative and qualitative. Quantitative research is broader in scale and can be used to generate data and usable statistics. An online survey or poll of stakeholders (i.e., current and/or potential customers) is considered quantitative research. Quantitative research activities can provide an important benchmark that helps define what a customer, patron and community partner currently knows or believes about a parking or transportation organization's offerings, programs and/or function.

Qualitative research is more exploratory and can help identify the underlying reasons, attitudes, perceptions, and language used by people when discussing a problem, program, or issue. Hosting one-on-one interviews or a series of small focus groups with stakeholders (as was completed as part of this study process) are both examples of qualitative research.

Step Two: Branding & Visioning. When a community is looking to develop a comprehensive parking and transportation organization for the first time, investment in organizational visioning and branding may be viewed as ancillary or “extra” rather than of critical importance. However, thinking strategically about the ways in which a parking program is (or is not) communicating with its customers and the community can support (or detract from) every other aspect of a parking program's operations.

The key elements of an organizational brand platform include:

- **Branding:** In the parking and transportation industry, branding is much more than just a logo, a sign on the door or even the color and condition of employee uniforms. Branding is the image that customers have of an organization; it is an “unspoken promise” of quality and level of service that customers can expect when interacting with an organization.

- **Vision:** This statement should be aspirational and speak to the organization's ultimate point of success (where you want to go, not where you are now).

Key questions to ask when formulating a vision include:

1. *How would you define your ultimate point of success?*
2. *What umbrella task/goal do you possess that will be worked on indefinitely?*

- **Mission:** This statement defines what an organization is, why it exists, and its reason for being (it's more tactical).

Key questions to ask when formulating a mission include:

1. *What will you do (specifically) to continuously work towards your vision?*

- **Audience(s):** While every unique communication effort doesn't have to be tailored to meet a specific stakeholder group's needs, it is important to keep in mind that communication—especially during tense or challenging times—isn't a “one size fits all” solution. Audience identification can help a parking program know when additional communication, or an explanation of a situation, might be needed. It also helps to prevent overwhelming customers with irrelevant or too much information. The more parking managers understand their audiences (i.e., customers, community) – what is important to them, what they read, how they process information, who they are

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influenced by – the more tailored a communications and/or marketing effort can ultimately be.

Key questions to ask when identifying your various audiences include:

1. *What markets are you serving?*
 2. *What benefit do you offer them by working towards your vision?*
- **Messaging:** The foundation for creating content and tone for marketing and customer education efforts. Messaging for a parking and/or transportation organization should focus heavily on how the program will work to align parking and mobility policies and activities with the community's strategic development and growth goals. When crafting key messaging for public education and communication about a parking or transportation program's operational and customer service enhancements, it is important to carefully consider the tone of the messaging and how various messages will be perceived by the general public. In an arena as technical and complicated as parking management, it is a common pitfall to attempt to convey too much information at once, or communication with heavy jargon or technical instructions that will not resonate with the intended audience.

Key questions to ask when formulating a messaging platform include:

1. *What perceptions, habits, or beliefs do we need to work on or develop in order to grow?*
2. *What are we in the business of "selling"; or in other words, what are our main product and service offerings?*

Step Three: Work Planning & Implementation. The exercise of developing a written communications plan cannot be underestimated. A plan can provide clarity, define a common direction for employees and can encourage buy-in from organizational leadership.

A high-level sampling of activities that could be included in a parking or transportation organization's annual work plan include:

- **Goals:** A simple and concise outline of what success looks like. Goals can be stated more broadly and be more visionary or aspirational.
- **Objectives:** Specific accomplishments and/or milestones that are ideally, stated in a measurable way.
- **Digital marketing.** Digital marketing is a general term to describe online marketing and includes websites, email marketing, mobile apps, and paid advertising. In any marketing effort, a website should be considered the most tangible public-facing representation of a company, and one of the most important. An organization's website must be easy to find and regularly maintained to keep content fresh and new. Users returning to the site and finding nothing new are likely to stop utilizing it as a resource. In addition to hosting static content, the site should include tools to allow users to select how they want to communicate with/receive information about upcoming changes that will impact parking in the downtown area. Webpages should offer a mobile-optimized version for those who wish to access the site on mobile devices. Social media is a subset of digital marketing.
- **Social Media:** Social media has changed the way people communicate, how stories are told, and how information gets distributed. However, as many industries are noticing, social/new media strategies are only as effective as the consistency of the staff, intern, or

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volunteer time that is spent to maintain them. The effective use of social media means making a commitment to keeping it updated and fresh with content. The most successful parking programs and organizations using social media are creative in their messaging and approach, using the site not just for information, but also for contests and fun interactions. Social media gives the brand a personable and down-to-earth accessibility that gives a user a continuous reason to keep coming back.

- **Customer Programs:** Municipalities are using loyalty programs to incentive parking patrons to utilize underutilized facilities. This provides the customer with financial incentive and opens the more convenient, higher demand parking facilities up to those willing to pay a premium or needing the more convenient facilities to accommodate their various needs.
- **Multimedia Campaigns:** Telling an organization's story consistently across a variety of mediums and materials (i.e., videos, infographics, print and digital) is a hallmark of successful parking and transportation marketing programs. Gone are the days when a simple brochure or public service announcement would be sufficient. Customers expect their service providers to be where they are (online) and to communicate in short, digestible formats that are accessible "on the go".
- **Community Relations.** Developing goodwill within the community can benefit an organization on multiple levels. The main principle of community relations is accepting roles and responsibilities as a good neighbor and good corporate citizen that listens and cares about the well-being of community. Community involvement can encompass everything from sponsoring local charities or school sports teams, rewarding employees for volunteering with local groups, or place-making for community benefit. Incorporating social responsibility as part of communications planning is increasingly an essential part of good business.
- **Special Events.** Sponsoring a community program or fundraiser, launching a "donations for citations" program, or hosting a parking meter art contest are all examples of special events that can be components of a communications plan. Special events can work on many levels to achieve positive visibility for an organization by reaching a far broader audience than just event attendees – and in some cases creating news and photo opportunities that translate to positive media coverage.
- **Crisis Communications.** Preparing for a crisis is a critical element of any organization's public relations' planning. It is important to be prepared with a plan that includes clearly-defined protocols and coordinated statements, and often a pre-identified, trained spokesperson. The three most important rules in a crisis are to know the facts, tell the truth, and tell it fast. Crisis communications experts used to always talk about the golden hour – that first hour after a crisis before the media start calling. Today, that hour is a millisecond because chances are someone already knows about the incident and has tweeted it, posted it on Facebook, or sent out a video. By telling the truth and telling it fast, a parking professional can get ahead of the crisis, display openness and transparency, and minimize damage to the organization's reputation.
- **Partnerships and Alliances.** The use of strategic partnerships, alliances, joint programs, or endorsements with companies, brands, or organizations that share or are relevant to an organization's mission can often be a way to reach your target audiences effectively. For some marketing efforts, the distribution of messages or materials through a partner can be the best (and most affordable!) path to achieving an organization's communication goals.

Once you have a plan, the "real" work of implementation begins; and as with any project, it is inevitable that course corrections and adaptations may need to be made. As the plan unfolds,

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new opportunities and/or challenges will likely arise, and the plan should be flexible enough to take new developments (or areas of organizational focus) in stride. As mentioned in the previous section, your plan may include the development of an organizational brand, which might lead to the need for a new logo or visual presence, an updated website and supporting visual materials that ranging from brochures to enforcement vehicle wraps. It is in the Implementation Phase you'll be assigning tasks to specific staff or contracted vendors, creating a timeline, transitioning your planning efforts into an annual work plan and defining a budget.

Some communications and marketing efforts can be accomplished on a limited budget, making use of existing staff and community partner resources. Others will require a more significant investment that might include hiring outside marketing expertise, graphic design, printing or video production, paid media, spokesperson training, and/or elaborate special event expenditures. Budgeting for communications and marketing work – from research to implementation should be done annually as part of a parking and/or transportation program's annual budget process.

Parking Program Strategic Communications Plan and Marketing Strategy Implementation Plan

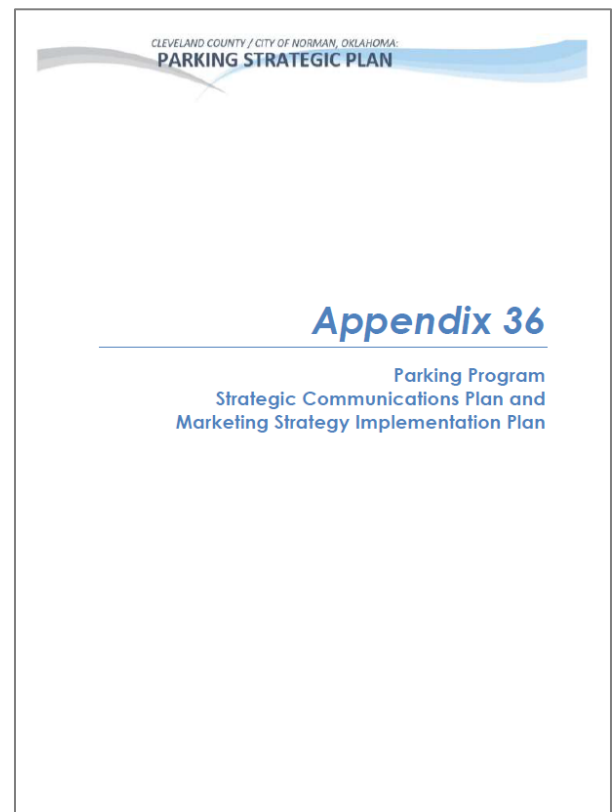
Regardless of whether an organization is budgeting for dollars, staff time, and/or scarce resources, strategic investment in marketing and communications often slides to the bottom of the list. However, in reality, thinking strategically about communications, public education, and media relations decisions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

Appendix 36 - Parking Program Strategic Communications Plan, 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.

In addition, a specific "implementation plan/matrix" is provided in this appendix. The implementation matrix aims to provide guidance on short-, mid- and long-term



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implementation recommendations for communications, marketing and stakeholder engagement efforts.

Strategies correspond with categories listed in the previous sections and are coded for ease of reference as follows:

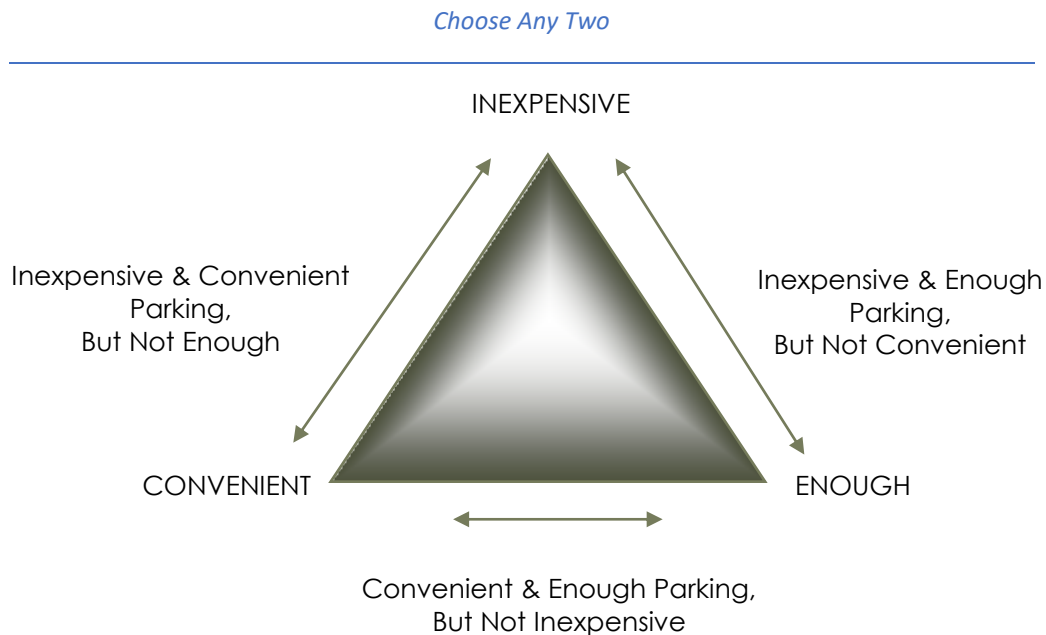
- Web Presence (Web)
- Social/New Media Tools (Social)
- Additional Tools and Tactics (Tools)
- Public Relations (PR)
- Staffing and Staff Development (Staff)
- Annual Communications, Marketing and Stakeholder Engagement (Engage)
- Media Relations (Media)
- Visual Identity (Identity)
- Metrics (Metrics)

5. Recommended Parking Program Organizational Structure

There is one element common to every study and every downtown - parking always seems to be a source of frustration and contention. It is amazing how emotional an issue parking can be. This is because it affects people so directly. Think about it – how many other areas involve issues of personal safety/security, finance, convenience, wayfinding, accessibility and customer service? Because parking creates the first and last impression of your community, one question we will address is: How can that “parking experience” best be managed? We’ll get back to that question shortly.

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

Figure 5.1 Parking Triangle



Everyone wants three things when it comes to parking:

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

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

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

If you choose to have **convenient and enough** parking, it will not be cheap. This often-preferred approach typically means you have chosen to develop structured parking. The national average cost to construct a surface lot parking ranges from \$5,000 to \$8,000 per space. Above grade parking structures average between \$18,000 – \$30,000 per space. Below grade parking can range between 1.5 to 2 times the cost or more of above grade structures dependent upon soil conditions and other factors. Another consideration that is often overlooked is that operating, utility, maintenance and security costs are significantly higher with structured parking.

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

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

The 20 Characteristics include all the elements in the list to the right.

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.



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Parking System Operating Methodologies

There are three primary methodologies for operating parking programs. These are:

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

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

Self-Operation

Self-operation of the parking system requires that the owning entity provide all the necessary employees (i.e., full or part-time staff and/or temporary employees), equipment, supplies, etc. With this method of operation, the owning entity receives all gross parking revenues and pays for all operating expenses. Self-operation requires internal administrative and managerial staff at a higher level than the management contract or concession style agreements.

Self-operation allows the owning entity to have complete control over the parking facilities and the level of service provided to its patrons. This requires a well-trained and experienced staff to effectively manage a large parking operation with significant daily revenues. Parking has become a highly specialized field and also requires good general and facility management skills. Without proper training and professional development, self-operation can result in a lower than desired level of service and revenue controls. This, in conjunction with the requirements for a high level of customer service and the specialized nature of parking, makes the idea of using a professional parking management firm a logical and attractive alternative for initial downtown parking operations.

Potential advantages of self-operation include:

- Complete control over day-to-day parking operations, including customer service.
- Internal parking knowledge to assist with future planning.
- Uniform look and feel with other County/City services.
- Better control over staff and staff training.
- Eliminates paying a management fee to a vendor

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Disadvantages to this approach would include:

- Typically, higher expenses than contracting with a private parking provider due to:
- Higher pay rates than private operators especially in a unionized environment
- More restrictive benefit requirements
- Higher staff training and development costs
- Private operators have a greater economy of scale relative to supplies
- Higher insurance costs/requirements
- More operational duties for the County/City
- Smaller staff pool to draw from for covering sick days and vacations
- Without adequate training, customer service could suffer
- The County/City would need to find and hire experienced parking staff
- The County/City would have higher administrative and back office costs than an experienced private operator
- The County/City would deal directly with customer complaints
- The County/City would assume all of the financial risks related with the parking system
- Can be more difficult to terminate the employment of staff when needed

Management Agreement Operations

In this form of operation the owning entity retains complete control over staffing levels, validation policies, parking rates, and customer service policies. With a management agreement, the parking operator provides the necessary labor and services for the operation of the parking facilities in accordance with agreed upon policies and annual operating expense budgets established by the owner. The parking operator then receives a monthly payment, either a lump sum amount or a percentage of the gross or net revenue. This monthly payment represents the fee to manage the facilities.

The parking operator should provide the owning entity with a detailed monthly report package including: operating statistics, revenue summaries, expenses summaries, budget variance reports, etc. The management agreement still requires some additional personnel time for the owning entity's staff, since it is necessary to audit the gross parking revenues, as well as the monthly operating expenses. The preferred arrangement is that all reporting guidelines and accounting practices are determined up-front so that each party understands their responsibilities.

The owning entity's stakeholders and staff should have significant input into establishing the "level of service" for the parking system by deciding on the type of parking access and revenue control systems to be employed, the quantity of cashiers/customer service ambassadors, acceptable traffic queuing upon exit, lost ticket/insufficient funds policies, parking related

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services offered (lost vehicle assistance, dead battery assistance, vehicle lock-out assistance), etc.

The following outlines the potential advantages of outsourced day-to-day operations via management agreement (in conjunction with a small in-house contract management function):

- Reasonable control over day-to-day parking operations
- An internal parking manager could be hired by the County/City with sufficient parking knowledge to assist with future planning
- A well-structured management agreement would provide:
 - Reasonable control over staff and staff training
 - High customer service expectations
 - A high level of staff appearance
 - Strong auditing capabilities
 - Operator accountability
 - Parking services from an experienced service provider
- Typically, operations are less expensive due to:
 - Lower staffing costs
 - Lower supply costs
 - Lower training costs
 - Lower administrative costs
 - Lower insurance costs
- The use of a private parking operator, at least for a short time, would provide valuable parking experience to the County/City
- Potentially, a large pool of private operator staff to draw from for sick day and employee vacations
- The contracted parking operator would deal with most customer complaints
- Relatively predictable parking system expenses
- Potential disadvantages to this approach include:
 - The County/City would have to compensate a private operator with a management fee or a percentage of gross revenues
 - Somewhat less control over day-to-day operations
 - Somewhat less control over staffing and training issues
 - The County/City would need to find and hire an experienced parking manager
 - The County/City would have some administrative and back office staffing costs

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- The County/City would assume most of the financial risks related with the parking system

Concession Agreement Operations

With a concession agreement, the concessionaire will provide all necessary labor and services for the complete operation of parking facilities in return for a percentage of the gross parking revenues. The actual percentage varies from operation to operation based on the size, complexity, revenue potential, and perceived risk to the operator. There may be a guaranteed minimum annual payment to the owning entity. Sometimes a revenue split is negotiated for revenues above a certain level.

In general, concession agreements work best in situations where the owning entity wishes to divest itself from the day-to-day parking operational concerns in order to better focus on its core business (these types of arrangements are more common in airports for example). With this type of agreement, a minimal amount of time is required by the owning entity's staff in the day-to-day operations of the parking program. The owning entity also gives up some level of control as it relates to defining day-to-day operations, as the concessionaire is responsible for all expenses and most liabilities. Typically, the owning entity receives a deposit from monthly parking revenues within two weeks after the end of the each calendar month. Periodic conversations with the parking operator are necessary to discuss operational issues that affect the quality of service to owning entity's patrons.

The concession agreement is the simplest type of agreement for administrative purposes, in that only the gross parking revenue need be audited. All operational expenses are the responsibility of the concessionaire, thereby resulting in minimal control of this function by owning entity staff. Also, as with the management agreement, the parking operator serves as a buffer to the owning entity's management with respect to parking complaints and potential wrongdoing by those employed within the parking system.

Potential advantages of concession style leasing of parking facilities include:

- No real parking operations or management required by the County/City
- No substantial daily auditing required by the County/City
- Facilities would be leased to an experienced parking services provider
- Requires no internal parking experience on the part of the County/City
- Relatively predictable revenue stream
- Less operations related financial risk
- Parking operator takes all significant parking customer complaints

Potential disadvantages to this approach would include:

- Little to no control over day-to-day parking operations
- No control over staffing and training issues
- Less customer service accountability

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- Difficult to measure parking system expenses, if the parking operator is required to share them at all
- The parking operator may be encouraged to reduce facility expenses to a minimum level (negatively impacting customer service), to increase profits

Parking System Monetization (or Privatization)

This option, which is also sometimes referred to as “Public-Private Partnerships” or “PPPs” (there are other types of public private partnerships that do not involve monetizing public assets and so we will focus on the term “monetization”) is very similar to the concession agreement approach described above with the exception that the term is much longer and the owning entity receives a large cash infusion at the front end of the deal which is then paid back (with significant finance and other fees) over the term of the lease.

Parking System Organizational Models

Enhancing and expanding the scope of the current parking system is an important element for enhancing the overall experience of Cleveland County and the City of Norman, OK. Well-managed, customer-oriented parking facilities encourage visitors to shop, work, and explore local cultural and entertainment options by improving access to area attractions, reducing traffic congestion, and clearly informing users about regulations and fee structures associated with available parking. The creation of such a system will support commerce; promote the County and City's transportation, sustainability, and traffic mitigation goals; and advance the broader objectives of economic development and regional vitality.

This report examines several effective parking management operational methodologies and organizational frameworks that could serve as models for the implementation of a County/City managed parking program.

Parking program reorganizational initiatives are often the result of larger community-wide strategic or transportation plans or downtown master planning projects. Parking issues can also be identified when business districts implement retail enhancement strategies. Regardless of the catalyst, parking initiatives often share a set of core goals and priorities that emphasize the need to address the needs of multiple constituencies, support the development of a vibrant community, and provide safe, user-friendly parking facilities that balance public needs with private interests. All of this must be accomplished in consideration of funding mechanisms and strategies that will benefit the community in the long-term.

Parking System Organizational Frameworks

Parking management best practices, from a program organizational perspective, center on the concept of a “vertical integration” of parking functions. This contrasts with the typical “horizontally fragmented” organizational structures that tend to evolve naturally in many municipal parking organizations across the U.S.

Horizontally fragmented systems are defined by the compartmentalization of parking functions and responsibilities, such as on-street parking, enforcement, and parking structures, among multiple, disparate departments or entities. The police, facilities management, public works, development authorities, finance departments all may play a role, yet no singular entity has

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responsibility for, perspective on, or understanding of all of the interrelated functional areas that comprise a parking system. In this scenario, there is no overall accountability for parking. Or put another way, parking is everyone's part-time job, and no one's full-time responsibility.

In a vertically integrated system, parking is managed as a single cohesive system. At a minimum, one entity manages on-street parking, off-street parking, and parking enforcement. More advanced models include parking/transportation planning, transportation demand management programs, and, in some communities, transit system management. Vertically integrated systems can be self-managed or management can be outsourced/contracted via management or concession agreements. As the parking profession has evolved, several very effective parking system organizational models have emerged. Each of these models has its own strengths and weakness depending on several factors including the parking system's size, degree of development, programs offered, political landscape, community goals, etc. The five most successful and commonly utilized organizational models are:

- A Consolidated ("vertically integrated") County/City department model
- The Parking Authority model
- The "Contract" or Business District/DDA model
- The Parking District/Commission model
- The Professional Services model

There are of course several variations and hybrids of these models, but these are the five primary alternatives commonly seen across the country. Each of these models will be detailed in more depth in the following sections, but they all have one common factor that contributes to their success: They all address the major problem associated with the "horizontally integrated model" previously described.

When evaluating which organizational option will work best in a specific community, it is important to ask community stakeholders to create a prioritized set of evaluation criteria. A typical list of criteria would include determining which organizational option:

- Best supports economic development
- Best reflects the image and personality of the community
- Is most efficient/cost effective
- Is most customer-friendly
- Is most politically feasible
- Is most focused on the vision
- Is easiest to achieve
- Is most responsive to businesses and stakeholders
- Is most financially viable
- Provides the most effective coordination

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- Provides needed parking management expertise
- Best promotes long-term growth
- Facilitates Intergovernmental coordination
- Supports the principle of "Vertical Integration"
- Facilitates downtown re-branding / Integration with downtown master plan goals
- Promotes alternative transportation and multi-modal transportation options
- Fosters innovation and mission broadening
- Effectively identifies and engages with local "community champions"
- Ability to recruit or develop the best possible program leader

The following is a brief description of parking system organizational models that have shown demonstrated success in recent years. Each description is illustrated by an example of a specific program based on that model.

Consolidated ("Vertically Integrated") City or County Department Model

A Consolidated "Vertically Integrated" City or County Department Model is essentially a typical government department – lead by a department head and consisting of a varying assortment of support staff. The defining characteristic of this model is that the department director has complete responsibility for the management of all parking related program elements. The primary elements of these being:

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

There are numerous other related areas that can be included:

- Transportation demand management (trip reduction programs, preferential parking for car/van pools, transit programs, etc.)
- Parking system branding, marketing, and community outreach
- Implementation of new technologies
- Parking system planning (i.e., zoning, financial planning)
- Residential permit parking programs
- Interface with downtown development and economic development

The City of Fort Collins, Colorado has a consolidated parking management program that incorporates off-street parking (parking structures and surface lots), on-street parking (time limited on-street spaces), and parking enforcement. The City's Parking Manager has developed a program to promote effective coordination and collaboration with the owners of private

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parking to better support evening restaurant parking demands and for special events. Another feature arising from this integrated approach is that the City is currently embarking on a parking technology assessment.

A key feature of this assessment is to identify technology options that could link on-street/enforcement systems (Auto-Vu LPR enforcement technology/T-2 systems software) with the next generation of off-street parking equipment and potentially new on-street multi-space meters. This type of creative and integrated thinking is more common in systems with a vertically integrated organizational structure.

The Parking Authority Model

Parking authorities typically operate with a small staff and engage a private parking operator to manage day-to-day operations. One advantage of the Parking Authority model, especially in a municipal setting, is that it puts all the major parties at the same table. This helps stakeholders gain a deeper appreciation for the competing agendas between various constituents.

The defining characteristics of a Parking Authority Model include:

- It has a defined mission and vision
- It is governed by a detailed management agreement
- Often has bonding capability
- Most often has responsibility for all aspects of parking operations (off-street, on-street, and enforcement)
- It is typically headed by a President or Executive Director
 - Because of this they tend to attract the highest caliber parking management personnel
 - The President or Executive Director reports to a board (typically 7 – 15 members)
 - The board is comprised of influential and invested downtown stakeholders

Board composition typically includes:

- High level County/City staff
- Mayor or City Manager (or appointee)
- Director of Finance
- Director of Public Works
- Property owners/developers
- Downtown association members
- Chamber of Commerce representative

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- Large downtown employers

Although the authority may not control all of the parking in a downtown area, that does not mean they cannot affect the entire downtown. In Toledo, Ohio, the Downtown Toledo Parking Authority (DTPA) so dramatically transformed the operations in its three facilities that all the other private parking operations were forced to follow suit. Now virtually all downtown parking facilities have attendants in new uniforms, customer service training for front-line staff, parking structure interiors are painted white, new customer friendly parking technologies and programs are being installed/instituted – all following the DTPA's lead.

The “Contract” or Business District Model

In a surprising number of communities across the United States, downtown business improvement districts or downtown associations are taking operational responsibility for parking. Similar to the Parking Authority Model, the Contract or Business District Model is governed by a well-defined operating agreement that sets specific expectations and limits on the use of parking assets. These contracts or agreements must typically be reauthorized every 3 – 5 years based on whether the defined contract goals were met. If reauthorized, it is not uncommon for new goals and program objectives to be set for the next contract period.

In Boise, Idaho the off-street parking program is professionally managed by the Capital City Development Corporation – the City's urban renewal agency. Through the aggressive use of tax increment financing combined with a strategy of leading other desired development with parking infrastructure investment, downtown Boise has become a national model of downtown resurgence.

Another example of this model can be found in Tempe, Arizona. The City of Tempe does not own any significant parking facilities and only a few small surface parking lots. In Tempe, the need for a coordinated parking system solution to provide a more user friendly experience for visitors drove the downtown organization – the Downtown Tempe Community, Inc. (DTC – now the Downtown Tempe Authority – DTA) – to create what amounts to a “parking management overlay” program. Working with the owners of the off-street parking assets, they created a parking system management plan. Through creative signage, a common parking validation program, and extensive marketing, they branded the parking system to such an extent that it appears that Tempe has a well-managed and comprehensive parking program, although they do not own all of the individual assets. DTA acts, in essence, as a private parking management firm. They manage all parking staff and programs themselves, and return all profits to the facility owners (keeping a modest management fee). The DTA also manages the City's on-street parking resources and reinvests on-street parking revenues back into the downtown.

The Parking District or Commission Model

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

The characteristics of a parking district or commission approach include:

- They typically have a defined area with set boundaries

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

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

- Funding of the Eco-Pass program - \$700,000 for 2006
- This program gives all downtown employees a free bus pass and contributes to a 62% modal split among downtown employees (reducing parking demand)
- Repayment of a \$3.4 million Mall Improvement Bond - \$500,000/yr
- This is a good example of the parking program contributing to community economic development
- Payment of parking structure debt service obligations
- Parking district revenues fund the development costs of downtown public parking structures as well as all parking operating and maintenance costs.

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

The best example of a Parking Commission model is the Missoula Parking Commission in Missoula, MT. This program has been in place since the 1970's and lead by the programs director who reports to a five member commission.

The Professional Services Model

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

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

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

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

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

- Program Administration and Finance
- Audit/Revenue Control
- Contract Administration
- Special Projects

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- Marketing/Branding/Communications
- Economic Development/Customer Satisfaction/Business Community Interface

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

Communities beginning to implement this approach include the City of Beverly Hills, CA and the City of Lincoln, NE.

The Parking Management Collaborative Approach

As mentioned earlier, this approach was developed specifically to address the set of conditions that exist in communities that have chosen not to develop a significant off-street public parking system and therefore do not have much ability to influence the off-street parking market in traditional ways.

The Parking Management Collaborative approach is comprised of the following basic tenets:

- There is a demonstrated need to improve the ease of use and access to parking in the downtown, especially for occasional visitors.
- There is recognition that a comprehensive approach that will coordinate and integrate both on-street parking and off-street parking assets is needed to make the downtown more visitor-friendly.
- On-street parking assets will be better managed as a short-term parking resource with the primary management goal being to promote a high degree of turnover for the benefit the merchants and businesses that depend on an effectively managed supply of convenient short-term parking resources. A goal of maintaining an average on-street occupancy level of approximately 85% shall be key program goal/benchmark.
- Because the majority of off-street parking in the downtown is privately owned and operated, a collaborative approach to developing a downtown parking management strategy is needed. The primary objective of this approach is to develop what is essentially a “parking management program overlay” that will create a well-coordinated and marketed user-friendly parking system that will appear to the casual user as a public parking program.
- The key functional elements of this parking management overlay include:
 - Program branding and marketing
 - A comprehensive updated downtown parking and wayfinding program
 - A central parking and transportation information clearinghouse function
 - A special event coordination function
 - A significant parking and transportation planning function

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- Coordination with community and economic development activities
- Management of City owned parking assets
- Coordination with the downtown association in support of downtown business needs

The Parking Management Collaborative will strive to promote superior, customer oriented parking programs and parking facility standards.

Parking planning and coordination will be important functions related to understanding and responding to both the current and future parking needs of uptown users.

The diverse needs of various user groups will be considered, including visitors, employees, employers, property owners and parking management firms, through active planning, coordination and communications.

The Parking Management Collaborative shall be considered an integral component of the community's economic development strategies and programs.

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

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

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

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

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

The Eco-District Model

Eco-District Initiatives are a comprehensive strategy to accelerate sustainable neighborhood development. The purpose of this overview is to clarify the value proposition, define performance areas, and outline an implementation strategy as it relates to adapting this approach to a parking and transportation program organizational framework.

At its heart an Eco-District is a neighborhood or district with a broad commitment to accelerate neighborhood-scale sustainability. Eco-Districts commit to achieving ambitious sustainability performance goals, guiding district investments and community action, and tracking the results over time.

A parking and transportation Eco-District approach would recognize technologies and strategies for enhancing district sustainability, such as energy and water management systems within parking developments, support for green streets, the promotion of resource conservation, etc.

In this case, since parking can be a significant revenue source, we envision parking revenues being dedicated first to supporting parking program operations, maintenance reserves, and technology upgrades, but once the parking program is well established and generating excess revenues that these resources would be invested in a variety of sustainability initiatives. Examples might include programs such as:

- Community bike programs – to support an overall “park once strategy”
- Car sharing programs – to support downtown residential development
- Pervious pavement installation and bio-swales as demonstration projects in City surface parking lots

It should be noted that the widespread deployment of these strategies has been slow to develop due to lack of comprehensive assessment tools, scalable project capital, and public policy support. The Eco-Districts Initiative focuses on removing these implementation barriers and creating an enabling strategy to accelerate neighborhood-scale sustainability.

The Eco-Districts Initiative is distinct from most green development strategies that focus on brownfield or greenfield development that are primarily led by master developers or public agencies. Instead, the Eco-Districts Initiative targets districts - at the intersection of buildings, infrastructure and people. This initiative would be “working upstream” of rating systems like LEED-ND to develop tools and strategies for engagement and project implementation.

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Generally, the Eco-Districts approach brings together community stakeholders, property developers, utilities, and the City to solidify a shared sense of purpose and partnership through the following actions:

- Create an engagement and governance strategy to build community support, set priorities and act
- Develop an assessment and management toolkit to guide project development and track ongoing performance
- Implement sustainability projects through technical and economic feasibility analysis, assembly of project financing, and establishment of public-private partnerships
- Identify commercialization opportunities for companies to test promising products and practices
- Establish municipal policy and regulatory structures to support Eco-District development

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

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Recommended Organizational Options

Kimley-Horn and Associates, Inc. assessed and ranked each of the major models described above. The table below summarizes our organizational options assessment:

Cleveland County / City of Norman - Organizational Model Analysis						
		Integrated	BID/DDA			Hybrid
		City/County	Contract	Multi-Jurisdictional	Professional Services /	Professional Services /
		District / Commission	Management	Parking	Out-Sourced	Out-Sourced Mgmt.
	Status Quo	Model	Model	Authority Model	Mgmt. Model	Commission Model
Supports Economic Revitalization	1	8	8	8	8	8
Most Efficient and Cost Effective	4	7	6	5	8	8
Most Customer Friendly	2	6	6	6	6	6
Most Politically Feasible	2	8	3	6	7	8
Most Focused on Vision	2	7	5	7	7	8
Easiest to Achieve	8	6	4	5	5	7
Most Responsive to Business & DT Stakeholders	2	7	6	7	5	7
Most Financially Viable	8	7	4	6	6	8
Most Effective Coordination	2	6	4	6	5	5
Provides Needed Parking Management Expertise	2	5	5	5	9	9
Best Promotes Long-term Growth	2	8	3	9	7	8
Facilitates Intergovernmental Coordination	2	7	2	7	6	7
Supports the Principal of "Vertical Integration"	2	8	5	8	6	8
Facilitates DT Re-Branding / Integration with DT Master Plan Goals	2	6	3	6	6	6
Promotes Alternative Transportation and Multi-modal Transportation Options	1	5	2	5	4	5
Fosters Innovation and Mission Broadening	2	7	3	7	5	7
Effectively Identifies and Engages with Local "Community Champions"	2	7	4	6	4	7
Ability to Recruit or Develop the Best Possible Program Leader	2	6	3	8	4	6
Total:	48	121	76	117	108	128

Legend

Consultant ranking of estimated effectiveness in achieving category objectives

1 = Very Low Level of Effectiveness

10 = Very High Level of Effectiveness

Our recommended approach proposes the adoption of a "hybrid" of several of the organizational models described above in an attempt to account for several key factors that are specific to the current and future conditions in the City of Norman and Cleveland County. Some of these community specific factors include:

- The size of the community
- The fact that parking management will essentially be a new operational function and that there is a lack of existing expertise to manage this discipline
- The desire for improved coordination and collaboration between the City and County
- The desire to promote the new downtown master plan and County Complex Master Plan

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- The desire to improve coordination and communications with the University of Oklahoma on parking and transportation issues

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

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

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

- 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.
- Initially a parking manager, with a limited support staff or even shared support staff is envisioned. Depending on how quickly new program initiatives advance (for example if new technology acquisition and deployment are pursued) a “special projects” coordinator may be needed (or this type of position could be evaluated as part of the private parking management contract).
- The parking manager position should have strong planning, program development and communications abilities. They need to be able to generate trust and confidence in the community and with the City Council and County Commission.
- The primary responsibility of the parking manager initially will be program and policy development and assuming the hiring of a private parking management firm (at least initially), he/she will provide contract management and administrative services.
- This would include such items as:
 - Coordinating with other City/County departments/functions
 - Recommending parking rates/fines and other policies
 - Reviewing and approving program revenue and expense budgets
 - Implementing directives from and reporting to the parking commission board
 - Developing an RFP to hire a private parking management firm
 - Working with the private parking management firm to develop standard operating policies/procedures in a variety of areas (see Appendix 1 – “20 Characteristics of Effective Parking Management Programs”)
- The outsourced management component recognizes that no significant parking management expertise currently exists within either the City or County. Engaging a private parking management firm (at least for an initial three-year term) will provide the following benefits:
 - Helps ensure that the program gets successfully established
 - Provides a base of parking management experience and competence
 - Provides the County/City with a built-in advisory function during the early years (all the major private parking management firms will pitch this as a benefit)
 - Provides established business practices, tools, forms, policies, procedures, etc. – in essence the private parking management firm can help get all the program

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- operational basics in place more quickly and efficiently than can be done by creating a program from scratch with only internal resources
- 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.
 - The District/Commission model envisions a governing board of commissioners made up of 5 individuals representing different aspects of the community.
 - 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
 - The new parking program should have a dedicated manager responsible for managing on-street, off-street and parking *enforcement* functions.
 - All parking revenue streams should be consolidated to support parking as a dedicated fund.
 - The parking commission board and director should actively attempt to leverage parking's potential to support community and economic development strategic goals.
 - To achieve a more fully integrated parking program, it is envisioned that additional functions will be added over about a five-year period. These additional functions should include:
 - A more robust parking planning function (working with County/City Planning on parking and related transportation issues). There are a number of parking specific planning tools that will be recommended. Parking should also be at the table when issues related to zoning code changes and parking requirements are debated and amended.
 - Better integration and collaboration with downtown management and economic development programs. One of the lessons learned from other parking commission models is the extent to which parking can become a true community partner in terms of downtown revitalization and development efforts.

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Collaborative program initiatives and participation on boards and committees and generally closer working relationships can generate significant community wide benefits to all parties.

- o A specific focus on developing programs related to transportation demand management, transportation alternatives and other sustainable transportation program options should be developed over time. In the long-term, the parking program should evolve to adopt a more comprehensive and balanced mobility management function.

Internal Parking Program – Roles and Responsibilities

The County/City parking program should have complete responsibility for the management of all parking related program elements, including the following program components:

Off-Street Parking Facility Management – This includes day-to-day operations of parking facilities (both garage and surface) as well as maintenance, management, marketing, and security of facilities.

On-Street Parking Resource Management – This component includes management of unmetered and metered on-street spaces, which could include commercial districts, transit station areas, and neighborhood areas.

Collaborative Management of Private Assets – This includes working with private sector property and business owners, as well as developers, to define shared or leased parking management agreements, or development plans for public-private partnerships related to parking facility construction. Additional program revenues could potentially be generated by having the Parking Commission manage private parking assets on a shared revenue basis.

Parking Enforcement – Enforcement includes introduction of on-street and off-street parking enforcement, management of citations, collection of violations revenue, etc. Adjudication of parking citations should be a function separated from the department that issues the citations.

Parking Planning and Policy Development – This includes developing plans and policies to support the parking program, as well as coordinating with area stakeholders such as businesses, churches, medical campuses, local universities and colleges, residents, regional transportation districts and local/state transit agencies. Coordination with County/City planning departments is also an expectation.

Special Event and Downtown Management Coordination – This includes developing plans and coordinating parking management policies and procedures related to special events. A close working relationship between Norman Downtowners Association, the Norman Convention and Visitors Bureau, local event venues, the library and other private sector groups that host large events will be required.

Technology Acquisition and Management – This includes the planning, acquisition, management, and maintenance of parking management, revenue control systems, communications, and associated technologies to help manage and support a data-driven program operation. Developing a comprehensive web-based parking management system that can grow and evolve with the program is highly recommended. Coordination with

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City/County IT departments as it relates to technology acquisition and implementation is recommended.

Operations and Maintenance – Operations and maintenance includes the overall day-to-day operation of the program's assets and the ongoing routine, preventive, and reactive maintenance needs of the program assets. Outsourcing of day-to day operations to a private parking management firm is recommended as discussed above.

Finance and Budgeting – This includes developing, adapting, and managing annual and program budgets, as well as capital acquisition and ongoing maintenance and management costs. Developing maintenance reserves and parking repair and replacement reserve funds should be a long-term priority. As stated earlier, it is recommended that the parking department will be established as a separate fund.

Mobility/Transportation Alternative Programs – A longer term goal of the program will be to evolve programs that will include the introduction and management of mobility improvements intended to enhance the transportation system and support an efficient parking and mobility program.

One of the most important actions that needs to be undertaken is the authorization of a parking director/manager position and the recruitment/hiring of a parking director/manager. We highly recommend that the County/City recruit and hire a high caliber individual that has both parking and transportation management experience and also excellent communications skills, the vision to guide program development and someone who can work well in a team environment.

Parking is more complex and inter-related than many other functions. Parking can also be very controversial and needs a manager that can generate confidence and trust while also being politically astute. As the department evolves into a more robust, mature program with an expanded scope of services, it is recommended that the parking manager position be reviewed with an eye toward the development of a "Parking Director" or "Parking Administrator" level position. An extensive document has been provided in the report appendices which provides an overview of parking administrator positions from around the country including salary information, examples of program scopes and several example position descriptions.

As the department expands its scope and matures, new potential areas of staff development and recruitment might include "accounting and auditing", "planning and community education" and "special projects".

This organizational recommendation also envisions some form of Parking Advisory Council to provide a mechanism for ensuring on-going community engagement and input. The envisioned Parking Advisory Council should attempt to recruit a range of community leaders who are both invested in downtown Norman and have strong business backgrounds to provide sound direction and guidance. Developing some level of authority to affect or at least recommend policy decisions is important to ensure that high quality board members see their role as having value and that that they are not merely ceremonial.

A framework should be developed whereby certain "policy-level decisions" are defined as the responsibility of the Parking Commission and more operational level decisions are ceded to the Parking Advisory Council and/or parking director/manager. If there are certain policy decisions

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that the City Council or County Commission decide should be made only by elected officials, these policy areas should be defined up front.

Optional Organizational Recommendations

Based on the Cleveland County / City of Norman - Organizational Model Analysis spreadsheet (see page 88), the second highest ranked option was the Parking District/Commission model. This option is very similar to the recommended option without the engagement of the private parking management firm. This option, however, would require the hiring of more County/City staff and would not provide the needed parking management expertise to help ensure a successful program launch.

The third highest ranked option was the creation of a multi-jurisdictional parking authority. The primary difference between the Parking Authority model and Parking District/Commission model is that the parking authority model typically includes bonding capacity. Since both the City and the County already have this ability, this function was not seen as critical at this time. Parking Authorities also are more common in larger communities.

6. Recommended Parking Management Program Framework

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 Cleveland County/City of Norman. 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 County/City's customers and stakeholders. Parking policies, planning, and programs will effectively support the community's strategic goals and objectives."

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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.

These parking program Guiding Principles will encourage the use of parking and other transportation resources to support and facilitate priority economic development goals and serve prioritized user groups. They will also serve as a foundation for near and long-term decision-making relating to parking management and development in the downtown.

Draft Guiding Principle Categories:

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

A statement better defining each the ten draft recommended guiding principles is provided on the following pages.

Guiding Principle #1 – Organization/Leadership

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

- Managing on-street parking
- Managing County and City owned off-street parking
- Coordination with privately owned off-street parking
- Parking enforcement/citation management and adjudication
- Parking planning and development
- Transportation demand management

Consolidating the various parking functions under a single entity will establish a consolidated system that is action-oriented, responsive, and accountable with improved coordination and operating efficiencies.

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Recruiting a strong leader is a key element for success. The organization leader must have strong vision and communications skills, specialized parking and planning expertise, and be capable of educating other community leaders, stakeholders and private sector partners on the importance and relevance of a strong parking management organization. Strong general management and financial program development skills are also required.

Guiding Principle #2 – Community and Economic Development

The Norman parking management system will be guided by community and economic development goals and adopted policy directives that are the result of collaborative processes between Parking program staff, other agencies and involved stakeholders.

The parking program will use its resources to promote mixed-use and shared-use parking strategies as well as promoting alternative transportation modes through the creation of incentives, partnerships and programs to attract private investment; this will include reviewing and updating existing County/City parking requirements, as appropriate.

It is envisioned that the Norman parking management program will work in partnership with economic development agencies, Norman Downtowners Association and other entities actively engaged in community and economic development work in the downtown. The addition of County/City's new parking management focus in economic development projects will encourage the leveraging of strategic parking development as a significant tool to promote targeted and prioritized development projects in downtown.



Guiding Principle #3 – Leveraging Technology

The Norman parking management system will be an adopter of technology solutions to enhance customer service and parking information options.

A key goal is to make parking less of an impediment to visiting the County/City and more of an amenity.

Technology will be leveraged to streamline and simplify access to parking and will be a key parking management strategy. Another key technology related goal is to enhance the efficiency and effectiveness of parking management staff and programs.

Guiding Principle #4 – Planning / Visioning/ Policy/ Urban Design

The Norman parking management system shall have an active and comprehensive planning function.

The parking system will be included in all strategic and transportation planning efforts. The system will work with County/City planning staff to review and evaluate parking zoning

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requirements, the development of parking design standards that promote good urban design principles related to parking structures and mixed-use projects, and the creation of transit oriented development parking standards.

Effective parking planning will mean an improved understanding of parking supply/demand conditions on an on-going basis, and ultimately the development of parking infrastructure that will enhance and better support the community strategic goals and urban design.

The vision of an enhanced planning and policy development function will be pursued on multiple levels.

Parking management strategies and programs should support and compliment other access modes as a means to better facilitate the accessibility and user-friendliness of downtown Norman as a preferred regional destination. Resources shall be effectively planned and managed to promote and support multiple access modes into and around the downtown. Primary access modes include automobile, transit, bike/motorcycle and pedestrian users.

Well-defined parking facility design criteria, parking related streetscape enhancements and effective integration of signage and wayfinding elements are all areas that this principle will promote. Parking management will work toward developing a parking system that continues to be self-supporting and sets asides funds for maintenance reserves and future capital asset funding.

Guiding Principle #5 – Effective Parking Management/Accountability

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

The parking program should anticipate future patron needs in the context of community economic development and other planning initiatives and seek to integrate supportive parking and multi-modal access strategies as appropriate.

Evaluation of other parking management best practices and new technologies should occur on an on-going basis. Effective facility maintenance, infrastructure reinvestment and other system management fundamentals will be routinely addressed. Emphasis will be placed on enhancing parking facility appearance, maintenance, safety and security, regardless of facility ownership. The parking management system will promote standards to encourage comprehensive and proactive facility maintenance and security plans.

Facility maintenance reserves and other maintenance best practices will be encouraged in the County/City-owned facilities. Publicly available parking facilities marketed through the Norman parking management system will agree to a community developed set of parking facility standards. Participating facilities will be routinely monitored.

Parking facilities will incorporate public art and creative level identification/theming to enhance the parking experience for their patrons and make parking facilities more navigable and inviting.

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Guiding Principle #6 – Customer Service Orientation

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

The Norman parking management system will strive to develop and coordinate private and publicly owned parking facilities that are clean, convenient and safe.

Parking enforcement staff will present a friendly and professional appearance and receive on-going customer service and community ambassador training.

Ongoing goals of the parking management organization will include: responsiveness to community needs, openness to fresh ideas and active participation in community planning and events.

One major goal of the Norman parking management system is to create a parking program that will be easy for the visitor to understand and to access. This will be accomplished through the use of common branding and marketing, an integrated signage plan, validation programs, a web-based information clearing house, special events programs, etc.

Management of the on-street parking system will be enhanced over time through investments in new technology and more customer friendly parking enforcement policies.

The Norman parking management system should aim high and strive to achieve a Best-In-Class parking program. All aspects of County/City parking should reflect an understanding of what the customer desires in terms of a positive and memorable experience.

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

Guiding Principle #7 – Communications/Branding/Marketing and Community Education

Parking management programs and facilities will be developed to function as positive, marketable assets for Cleveland County and the City of Norman.

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

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

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County/City parking programs and information shall be well promoted and marketed. The Norman parking management system will work closely with the Norman Downtowners Association, the City and County's Economic Development departments and other community agencies/stakeholders to promote, educate and market parking programs.

Guiding Principle #8 – Accountability / Financial Management

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

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

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

Guiding Principle #9 – Integrated Mobility Management

The Norman parking management system will support a "Park Once" philosophy and a balance of travel modes, including bus, vehicular, bicycle and pedestrian, to meet community-wide access goals. Parking strategies and initiatives will be coordinated and aligned with the Norman comprehensive plan as adopted by the City of Norman.⁴

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

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

Guiding Principle #10 – Sustainability

Initiatives to promote more sustainable and efficient operations will be actively pursued.

"Green" strategies that can result in more efficient use of parking facilities and provide other benefits, including reduced congestion and pollution, improved transportation choices, more efficient land-use, and improved streetscape aesthetics. Sustainability will be an integral part of the day-to-day operations of the Norman parking management system.

7. Recommended Parking Program Implementation Plan / Action Items

20 Characteristics of Effective Parking Management Programs Overview

This chapter, "Recommended Parking Program Implementation Plan / Action Items" introduces our parking management framework/approach that we call the "20 Characteristics of Effective Parking Programs". Together this and the previous chapter provides a comprehensive and strategic approach to parking program development and management. The full "20 Characteristics of Effective Parking Programs" document can be found in **Appendix 1**.

The "20 Characteristics" include all the elements in the list to the right. 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 business district and is responsive to the community to which it serves.

Another significant project deliverable can be found in **Appendix 11**. – "Parking Management and Design Best Practices". This collection of parking management and design "best practices" has been compiled over a number of years and continues to evolve as the parking industry evolves. Our goal in the development and organization of this document was to provide a comprehensive categorization of parking planning, management and design areas to make finding specific best practices easier.



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Primary Action Items

Using the parking program “Guiding Principles” outlined in the previous section as the basis for a new parking management plan, this section will outline specific recommended action items to begin laying the framework for a more strategic parking management program and strengthening the fundamentals of parking operations for the County/City.

These primary action items are seen as the most critical for establishing the new program framework, setting a new direction and implementing needed system improvements. A collection of additional recommendation that are seen as less critical are provided in the section entitled “Secondary Action Items”. These are program “best practices” that can be implemented as funding is available or as needed to address specific community issues or opportunities.

Introduction

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

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

A discussion of each set of Primary Action Items follows.

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

This report identified the lack of well-defined vision and mission statements and related program “Guiding Principles” relative to parking as a weakness and provides recommended vision and mission statements as well as a comprehensive set of guiding principles as the basis of a new program strategic framework.

It is recommended that the County/City hire a new Parking Manager and that this individual work collaboratively with the County/City’s Planning Departments and a newly-formed Parking Advisory Board to review and refine these draft documents and adopt them as the basis of new parking program strategic plan.

A public review process including the County Commission, City management, Norman Downtowners Association, and other key stakeholder groups is recommended to obtain additional input and feedback and to increase public buy-in to the new strategic direction.

Ultimately, formal adoption by the County Commission and City Council is recommended. To further promote program development, a document containing an extensive collection of Parking Management Best Practices and large set of appendices/parking management toolkit has been provided as part of this study. It is recommended that these documents be used by staff as resources to identify additional program enhancements going forward.

Primary Action Item #1

Adopt New Program Organizational Structure, Vision and Mission Statements and Recommended Parking Program Guiding Principles

Implement Parking Management Best Practices

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

Review the “20 Characteristics” white paper (Appendix 1) and the Parking Management Best Practices document (Appendix 11) and other tools provided to identify additional program enhancements going forward.

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Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

Related City/County Departments, new Parking Advisory Board

Timeframe:

Complete by January 2019

Supportive Documents/Tools Provided:

Appendix 3 Sample Parking Administrator Position Description

Appendix 22 New Parking Manager Integration-Action Plan

Appendix 11 Parking Management Best Practices

Appendix 43 Resolution to create a Parking District

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Primary Action Item # 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.

One of the primary strategies to make downtown parking more visitor friendly, improve operational policies and procedures and enhance parking system revenues is to upgrade the parking system's technologies. Engaging a private parking management firm for an initial three year period is recommended to advance this goal.

Developing a parking management technology master plan to provide a web-based parking management platform that is capable of providing the latest customer services and revenue/access control functionality is highly recommended. Appendix 15 provides a parking technology overview and a peer cities review for more detailed information related to current technologies and specific management applications in similar municipalities with more advanced parking management programs.

Implementing paid on-street parking is a well-documented best practice and would help the County/City address several issues identified in the course of this study. However, on-street paid parking is somewhat controversial and if pursued will require significant additional public outreach and planning. It has been documented in many cities across the country that implementing new "smart parking meters" (either multi-space or single-space credit card enabled meters) improves customer parking availability on-street through increased parking turnover and provides an important funding source to pay for future parking system capabilities in terms of staffing, technology (such as mobile LPR enforcement systems, etc.) as well as funding for parking structure maintenance and repair work.

Pay-by Cell Phone/Mobile Apps are additional payment options that the County/City should consider due to the very tangible customer benefits that this option provides.

The Parking program should develop an RFP process for new parking technology and potentially on-street meter acquisition as a first step to get a range of parking management functions and new customer service offerings. This should be followed by a thorough analysis of what the County/City can afford in terms of its initial investment and based on the projected revenue increases, lay out a defined plan to continue system upgrades going forward. Consideration should also be given to alternative purchasing strategies such as equipment leasing or other

Primary Action Item #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.

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

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

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

These technology upgrades will come with some increased costs. Increasing on-street parking rates in conjunction with the technology upgrades is recommended.

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special offers such as lease-to-own or partnerships where by equipment is provided at no or reduced cost based on a sharing of system revenues.

The latest on-street technology includes features that enable improved operational efficiencies by reducing the need for daily meter collections (just-in-time-collections), reduced number of meters (if multi-space meter are chosen), enforcement route optimization based on improved management data from the meters, etc. Investment in mobile license plate recognition technology for parking enforcement is also highly recommended.

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

Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

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

Timeframe:

*New Technology Implementation Strategy Completed by the 4th Qtr. 2018
Parking Technology RFP issued by the 2nd Qtr. 2019,
Implementation 3rd quarter 2019*

Supportive Documents/Tools Provided:

*Appendix 6 On-Street Parking Technology Overview
Appendix 11 Parking Management Best Practices
Appendix 12 License Plate Recognition Whitepaper*

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

Link parking planning to larger community and economic development initiatives.

Recommended parking planning activities include: on-going monitoring of parking supply/demand and land use data on a facility/lot specific basis. Documentation of lot/facility utilization on a regular periodic basis will allow the parking program to better manage existing resources as well as plan for future parking needs.

Recommended new on-street parking meters (and even some existing meters) can provide the parking program with improved management and system utilization data. However, simply having the data is not enough. It must be collected, tracked and analyzed for it to be of value from a planning perspective.

Beyond parking data collection and analysis, the on-going assessment of potential long-term parking development sites, the creation of a parking lot and structure design guidelines and the development of a parking specific capital projects list are all parking specific planning efforts that are expected from an effective parking program.

Parking and transportation are important support systems that are most effective when specific programs, policies and philosophies are aligned with a larger downtown master plan. Incorporating this Parking Strategic Plan as an integral component of the recently developed Norman 2025 Land Use and Transportation Plan (2025) should be pursued.

Review Appendix 32 - A white paper on the topic of "Parking as an Economic Development Strategy" for more specifics.

Review Appendix 9 - For example guidelines for using parking as an economic development strategy.

Primary Action Item #3

Leverage Parking as a Community and Economic Development Strategy

Develop a Comprehensive Parking Planning Function

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

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

Consider investing in new parking count and monitoring systems to improve program planning data and analysis capabilities.

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Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

County/City Planning Departments, Norman Downtowners Association, new Parking Advisory Board

Timeframe:

Develop a list of prioritized parking planning action items by July 2019.

Supportive Documents/Tools Provided:

Appendix 32 Parking as an Economic Development Strategy

Appendix 9 Guidelines for Parking as an Economic Development Strategies

Appendix 5 Recommended Reading List for Parking Professionals

Appendix 10 Tax Increment Financing Whitepaper

Appendix 28 Parking In-Lieu Fees Whitepaper

Appendix 18 Parking Requirements Reform Whitepaper

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

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

A strategy of addressing the "First 30 Feet" of each parking facility is a recommended first step in showing some immediate progress. Key elements of the "First 30 Feet" approach include:

- Cleaning and painting
- Signage review/consolidation
- Adding "Welcome" and "Thank You" messaging
- Lighting

An important aspect of the County/City parking program will be a well-defined and effective long-term parking facility maintenance strategy. The development of an on-going and proactive facility condition appraisal process and prioritized facility rehabilitation program should be a high priority.

Another important dimension of a parking facilities maintenance program is to create a specific "maintenance reserve fund" program. Parking facilities are made of concrete and concrete deteriorates over time requiring significant investments in on-going maintenance and periodic restoration. Deferring maintenance will only cost the system more over time and without an effective program of routine maintenance and the setting aside of dedicated maintenance reserve funds; the likelihood of serious deferred maintenance leading to even higher maintenance and facility restoration costs is much more likely. Typical parking facility maintenance reserves are in the \$50.00 - \$75.00 per space per year range.

The maintenance plan should be in conformance with National Parking Association guidelines. A recommended parking facility maintenance scope and schedule are provided as Appendices 13 and 14.

Primary Action Item #4

Develop a Proactive Facility Maintenance Program

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

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

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

Create a specific "parking maintenance reserve fund" program.

PARKING STRATEGIC PLAN

Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

City/County Engineering and Public Works Departments, City/County Finance Department

Timeframe:

Develop a comprehensive facility maintenance plan by July 2019.

Conduct facility condition appraisals as noted above.

Develop a policy regarding maintenance reserves by 3rd Qtr. 2019

Supportive Documents/Tools Provided:

Appendix 13 Parking Facility Maintenance Manual

Appendix 14 Parking Facility Maintenance Schedule

PARKING STRATEGIC PLAN

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

Develop a strong and consistent parking program identity and brand, which includes visual identity, program mission, vision, core values, investment in new communication pieces, collateral, etc.

Develop a strategic communication plan designed to improve overall parking program communications with its wide range of community stakeholders [See recommended strategic communications plan in this report]. Community outreach cannot be a one-time investment. Stakeholders and citizens should be continually engaged and asked for their feedback on major policy and programmatic decisions to help rebuild trust and "show" that the County/City is taking citizen feedback into account.

Partner with existing organizations, like Norman Downtowners Association on marketing campaigns to help combat the perception that downtown is vacant, unsafe and/or underutilized.

Develop consistent standards for parking program branded facility signage to help guide customers to parking options.

Train staff and parking program spokespeople on customer-focused internal and external communications procedures.

Develop an enhanced parking program website. Keep parking information current.

Leverage social media to improve community feedback and information dissemination.

Consider the development of Annual or Bi-Annual Parking Report. An example of a parking program annual report is provided in Appendix 21 and an annual report template is provided in Appendix 15.

Primary Action Item #5

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

Specific goals of this recommendation include:

- Improving the parking programs image
- Providing easier access to parking information
- Providing enhanced overall communications with key stakeholder groups and the public at large
- Promotion of parking facility utilization

PARKING STRATEGIC PLAN

Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

City/County Communication Department, City/County IT Department, Norman Downtowners Association, Campus Corner Merchant's Association

Timeframe:

See the Parking Program Strategic Communications Plan- Appendix 36 for guidance on timing.

Supportive Documents/Tools Provided:

Appendix 4 Crisis Communications Plan

Appendix 21 Parking Annual Report from the Missoula Parking Commission

Appendix 15 Parking Annual Report Template

Appendix 36 Parking Program Strategic Communications Plan

PARKING STRATEGIC PLAN

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

The Norman Parking Management System is being developed from the ground up. This provides exciting opportunities avoid many common mistakes made by parking programs that have evolved over time.

A significant investment in staff training is recommended.

It is highly recommended that the new parking manager join the International Parking Institute (IPI) and attend the annual IPI conference. The 2019 conference will be in Anaheim, CA. It is also recommended that the new parking manager join a state or regional parking association for developing relationships with her local peers. Involvement in the International Downtown Association (IDA) is also recommended as this can help ensure that the new parking manager is well acquainted with not only parking technical issues, but also downtown management and development strategies.

A program offered by the International Parking Institute is called the Accredited Parking Organization or APO. The APO program provides a structured program assessment and accreditation. Since the Norman program is just getting started, it may take a few years to achieve accreditation, but the program structure an assessment matrix is a valuable tool and process in and of itself.

Another cost effective and highly valuable training opportunity would be to schedule a series of visits with the parking advisory panelists that participated in this parking strategic plan. Each of them has offered to provide a personal tour of their systems and communities and it would build a strong peer group for the new parking manager to call upon for years to come.

Strategically invest in the use of consultants for technical expertise especially in the areas of new technology specification and more complex issues such as zoning and parking requirements reform and new facility planning and development.

Primary Action Item #6

Invest in Training and Staff Development

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

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

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

Join the International Parking Institute and the regional parking and transportation associations

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

Participate in the IPI's APO program accreditation process.

PARKING STRATEGIC PLAN

Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

County/City HR and Training Departments

Timeframe:

On-Going. Recommend attendance to the 2019 IPI Conference & Expo in Anaheim, CA

Supportive Documents/Tools Provided:

Appendix 1	20 Characteristics of Effective Parking Management Programs
Appendix 22	New Parking Manager Integration-Action Plan
Appendix 5	Recommended Reading List for Parking Professionals
Appendix 10	Tax Increment Financing Whitepaper
Appendix 34	Developing a Retail Parking Support Strategy
Appendix 11	Parking Management Best Practices Tool Kit
Appendix 23	Parking Garage Security Whitepaper
Appendix 2	Valet Parking Program Development
Appendix 35	IPI Emergency Preparedness Manual
Appendix 26	Residential Parking Permit Programs Whitepaper
Appendix 24	Parking Facility Design Guidelines
Appendix 28	Parking In-Lieu Fees Whitepaper
Appendix 29	Parking Management Benchmarks / Key Performance Indicators

PARKING STRATEGIC PLAN

Primary Action Item #7: *Develop a detailed facility opening / operational plan for the planned County garage.*

Appendix 37 provides a recommended approach to setting and reviewing parking rates.

Appendix 39 provides a high-level Parking Garage Start-up Plan. Key elements of this garage start-up plan include:

- Creating a “Garage Opening Team”
- Legal issues (contracts, agreements, etc.)
- Operations (Rates, management team organization, change funds, signage, tickets/supplies, forms, staffing, etc.)
- Payroll
- Human Resources
- Training
- Communications
- Accounting
- Monthly and Hourly Parking

Appendix 40 provides a preliminary parking program budget outline. This budget outline provides some basic assumptions related to program revenues/expenses and recommended parking rates, etc.

Appendix 41 provides a recommended approach to on-street parking meters and a preliminary parking meter revenue projection if the recommended parking meter expansion were approved.

Parking Rates

A limited review of parking rates from selected peer cities generated the following information:

	First Hour Rate	Additional Hours	Monthly Parking Average	Garage Parking Daily Max
Boise, ID	First Hour Free	\$ 2.50	\$ 180.00	\$ 12.00
Spokane, WA	1.25 (per half hour)	1.25 (per half hour)	\$ 175.00	\$ 10.00
Eugene, OR	\$ 1.00	\$ 1.00	\$ 72.00	\$ 6.00
Fort Collins, CO	\$1.00 - \$1.50	\$ 1.00	\$ 44.00	\$ 10.00
Billings, MT	First Hour Free	\$ 1.00	\$ 55.00	\$ 7.00

Kimley-Horn recommends the following parking rates for the new County Garage:

Monthly Rates:

- \$50/space/month - Covered Parking (200 spaces)
- \$30/space/month - Uncovered (90 spaces)

Primary Action Item #7

Develop a detailed facility opening / operational plan for the planned County garage.

Invest in on-street meter upgrades and system expansion

Refine the draft parking program budget provided as a base as the scope of the new parking program gets refined.

Set parking rates.

PARKING STRATEGIC PLAN

Hourly Rates:

- \$2.00 minimum (2 hours) (100 hourly spaces)
- Recommended "First-Hour Free" program in the garage
- Daily Max rate: \$10.00

Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

County Commission and Norman City Council

Timeframe:

6 months prior to projected garage opening

Supportive Documents/Tools Provided:

Appendix 37 Parking Rate Assessment Strategies

Appendix 39 Parking Garage Start-Up Plan

Appendix 40 Parking Program Preliminary Budget Outline

Appendix 41 Parking Meter Upgrade and Preliminary Meter Revenue Projection

PARKING STRATEGIC PLAN

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

To assist in a more thorough review and evaluation of the parking enforcement program, Kimley-Horn has provided the County/City with two significant tools to aid in this process:

- The first is a parking enforcement program audit checklist (Appendix 19)
- The second is a sample parking enforcement officer manual (Appendix 20)

These tools should be reviewed and customized to better define and enhance the current parking enforcement program.

Consider investing in a Mobile License Plate Recognition system to improve parking enforcement consistency, efficiency and effectiveness. See Appendix 12 – A whitepaper on License Plate Recognition.

Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

County/City Police Department, IT Department

Timeframe:

Conduct reviews by October 2018

Supportive Documents/Tools Provided:

Appendix 19 Parking Enforcement Program Audit Checklist

Appendix 20 Sample Parking Enforcement Officer Manual

Appendix 12 Whitepaper on License Plate Recognition

Primary Action Item #8

Critically Assess the Current Parking Enforcement Program Using the Tools Provided

Invest in Mobile LPR Technology

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

Consider investing in a Mobile License Plate Recognition system to improve parking enforcement consistency, efficiency and effectiveness.

PARKING STRATEGIC PLAN

Primary Action Item #9: Establish the parking program as a separate fund and combine all parking related revenue streams into this fund.

One of the big advantages that the County/City has the opportunity to leverage is the nearly “blank slate” that currently exists related to a parking program organizational and financial structuring.

By aligning all related parking revenue streams into one parking fund, the County/City has the potential to achieve one of the most important goals of any parking program – the ability to create, over time, a truly self-supporting that can cover all its own operating and maintenance funding, the creation of parking maintenance reserves and ultimately the funding of future parking facility capital development projects.

Parking revenues from the following sources should contribute to the parking fund:

- Off-street parking revenues
- On-street parking revenues
- Parking enforcement revenues
- Special event parking revenues
- Parking management fees for management of private facilities (if applicable)
- Future parking fee-in-lieu revenues (if applicable)
- Future parking assessment district revenues (if applicable)

Policies should be developed to define the appropriate use of parking revenues. Generally speaking the following priorities are recommended related to the approved use of parking revenues:

- Operations and maintenance
- New technology acquisition
- Parking facility maintenance reserves
- TDM and mobility management support initiatives
- New facility capital investments

Development of a program “financial plan” is recommended. See provided template in Appendix 25.

Primary Action Item #9

Establish the parking program as a separate fund and combine all parking related revenue streams into this fund.

By aligning all related parking revenue streams into one parking fund, the City has the potential to achieve one of the most important goals of any parking program – the ability to create, over time, a truly self-supporting parking fund that can cover all its own operating and maintenance funding, the creation of parking maintenance reserves and ultimately the funding of future parking facility capital development projects.

Parking revenues from the following sources should contribute to the parking fund:

- Off-street parking revenues
- On-street parking revenues
- Parking enforcement revenues
- Special event parking revenues
- Parking management fees for management of private facilities (if applicable)
- Future parking fee-in-lieu revenues (if applicable)
- Future parking assessment district revenues (if applicable)

PARKING STRATEGIC PLAN

Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

County/City Finance and Legal Departments

Timeframe:

Establishment of the financial structure of the department should be an early priority.

Supportive Documents/Tools Provided:

Appendix 30 Consolidated System Financial Report

Appendix 37 Parking Rate Assessment Strategies

Appendix 25 Parking System – Financial Plan Template

PARKING STRATEGIC PLAN

Primary Action Item # 10: Expand the Scope of the Parking Program over Time to be More Supportive of Alternative Modes of Transportation and Embrace More of a “Mobility Management Philosophy”

Downtown would benefit from increased investment in alternative modes of transportation.

The trend in the industry is to embrace a more holistic and integrated approach to parking and transportation – an “Integrated Mobility Management Strategy”.

Another important dimension to this recommendation is to be aware of the need to balance both the supply and demand sides of the parking and access equation. Building public parking is extremely expensive and leveraging alternative transportation and Transportation Demand Management (TDM) strategies can reduce the need for additional parking over time.

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

Other strategies in this area that are being supported by parking systems around the country include: community bike share programs, car sharing programs such as Zip-Car, bike racks and lockers, and traditional TDM strategies such as park and rides, preferential parking for car and vanpools, telecommuting, etc.

It is recognized that this is not the immediate priority for the County/City of Norman, but it is an important element and should be incorporated into the long-term program development strategy.

Primary Action Item #10

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

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

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

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

PARKING STRATEGIC PLAN

Primary Responsibility:

New Parking Director and Parking Commission Board

Key Partners:

Transit Agency, Bike Advocate Programs, Regional Transportation Association, County/City Planning

Timeframe:

Longer-Term Strategy

Supportive Documents/Tools Provided:

Appendix 11 Parking Management Best Practices Tool Kit

Appendix 33 TDM Quick Guide

PARKING STRATEGIC PLAN

Secondary Action Items

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

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

INTENDED RESULTS:

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

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

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

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

Action Item #S-3 – Parking Facility Warranty Management

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

INTENDED RESULTS:

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

PARKING STRATEGIC PLAN

Action Item #S-4 – Energy Saving Options in Parking Facilities

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

INTENDED RESULTS:

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

Action Item #S-5 – Develop an Internal Parking Program Operations Manual

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

INTENDED RESULTS:

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

Action Item #S-6 – Develop a Parking System Information Database/Become the Central Clearinghouse for Parking/Access Information

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

INTENDED RESULTS:

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

Action Item #S-7 – Marketing Tie-ins for Parking to Special Events

Work closely with the Norman Downtowners Association to promote parking tie-ins in conjunction with downtown special event promotions, downtown attractions/venues, etc.

INTENDED RESULTS:

This strategy leverages the shared benefits of joint marketing opportunities and promotes new parking/access system branding and marketing campaigns. See Appendix 38 Parking Branding and Marketing Best Practices.

8. Appendices and Parking Management Tool Kit

The following set of appendices provides a range of documents designed to support and augment the content of this Parking Strategic Plan. The content of this "Parking Management Tool Kit" ranges from an extensive collection of parking management best practices, to sample manuals, audit check lists, a variety of technical white papers, report templates, design guidelines, etc. It is our hope that these tools and educational resources will help advance the new parking program in Norman by providing technical support and direction in a number of key focus areas.

One of the major themes identified in the Parking Strategic Plan is the need to "master the fundamentals" of managing a municipal parking program. To this end, we have provided several documents that provide a comprehensive overview of the various elements that must be addressed to have a successful program. Appendix 1, entitled "The 20 Characteristics of Effective Parking Programs" provides a comprehensive parking management framework from which to begin. Another good resource is Appendix 7 (a. and b.). These documents outline a new program from the International Parking Institute called the "Accredited Parking Organization" (APO). Once your parking program has matured, attempting to get the parking program "accredited" is highly recommended. However, in the short-term, the criteria outlined in the APO program assessment matrix can provide additional program development guidance.

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

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

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

PARKING STRATEGIC PLAN

Report Appendices & Parking Management Tool Kit – List

Cleveland County and the City of Norman are in a fairly unique position as they contemplate creating a new shared parking program essentially 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 County/City develop a strong foundation and understanding of the breadth and complexities of a modern parking and access management program.

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

Following the listing of “Parking Management Tool kit” items below is an annotated listing of each toolkit element to provide a better sense of what it includes and how it might apply to County/City's parking program development initiative.

- 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 White Paper
- 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 White Paper
- Appendix 11 - Parking Management and Design Best Practices
- Appendix 12 - License Plate Recognition (LPR) White Paper
- 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 - White Paper
- 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

PARKING STRATEGIC PLAN

- 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