2021

Downtown Parking Assessment and Plan

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1. Introduction

Rick Williams Consulting (RWC) was retained by the City of Roseburg to examine parking management solutions for both the on- and off-street systems in its downtown and adjacent Laurelwood Neighborhood. Through the stakeholder process, stated desired outcomes for the public parking system included:

- **Emphasize customer parking** – as the public parking system is prioritized to serve customers.
- **Consistent** – in format, messaging, and design.
- **Sustainable** – both financially and as it supports City goals.
- **Equitable** – by ensuring fairness and balance in regulation, affordability, and management
- **Convenient** – easy to navigate and interact with and take advantage of downtown's walkable environment to connect to stores, restaurant, business, and recreational destinations.
- **Flexible** – to anticipate and respond to increasing demand for access to the downtown.
- **Clearly marked** – clearly communicate how and where to find appropriate and available parking; make parking understandable.

To achieve this, revisions will need to occur within the municipal code to add clarity and guidance toward meeting downtown's parking vision. The City will need to strategically pursue upgrades to existing technologies and infrastructure (e.g., meters, signage and permit systems, and performance monitoring and reporting). A new and revamped enforcement program will provide reasonable oversight to the City's public parking system to encourage compliance and help facilitate a successful parking program.

The strategies recommended in this report were developed under the direction of the Parking Stakeholder Advisory Committee.

1.1 The Process

The consultant team worked with the Downtown Stakeholder Advisory Committee (SAC) over the course of four (4) work sessions to understand desired outcomes, as well as current challenges and opportunities that clarified desired outcomes. The work of the SAC was also informed by a strong outreach effort to the community, comprised on an online survey and two public Open Houses (held Thursday, November 18th, 2020 and Wednesday, February 17th, 2021). Detailed information about the system was also compiled and presented to stakeholders. This included a complete inventory of public on and off-street parking in the downtown and the Laurelwood neighborhood and a thorough on-the-ground field assessment by the consultant in August 2020.

Several important topics were researched by the consultant for the SAC and summarized in a series of White Papers. Topics included:

- **White Paper #1**: Parking Inventory and Field Assessment (August 2020)
- **White Paper #2**: Review and Assessment of Policy and Code (September 2020)
- **White Paper #3**: Summary of Guiding Principles (October 2020)
- **White Paper #4**: Parking Management and Financial Review (November 2020)
- **White Paper #5**: Summary of Public Outreach Findings (February 2021)

Each of the five White Papers used available data and on-the-ground observations, incorporated research from industry best practices, and input from the public online survey and Open Houses. Outcomes and recommendations were tailored to Roseburg's unique parking and access environment and validated through the Stakeholder Advisory Committee work sessions. We believe the recommendations that follow will

improve the efficiency and usability of the existing supply and set a foundation necessary to address future growth.

The Stakeholder Advisory Committee encourages the community to access the website and examine the extensive research that supports the strategies recommended in this report. Full copies of each White Paper are provided as appendices to this Report.

1.2 Key Findings and Recommendations of the Stakeholder Advisory Committee

Upon completion of this process, the Stakeholder Advisory Committee came to the following conclusions:

- Implementation of the recommended **strategies should be a priority** for downtown.
- The **City will need to lead the effort to initiate these solutions**, in partnerships with private partners and the broader community.
- **Recommendations will need to be strategically phased** in an immediate, near, mid, and long-term format.
- **Cost** of new programs likely exceed existing staff and budget capacity, thus the need for strategic phasing and evaluation of funding options.
- There is a **need for a continuing role of the current SAC** to review implementation of recommendations, serve as a sounding board and facilitate reasonable forward movement.
- The outcome of plan implementation will be **a more vibrant downtown**, supporting existing businesses and commercial, residential/housing growth.

1.3 Where to Start – A Guide to Implementation

The strategies recommended here (see **Section 3**) are extensive and will require levels of time and resources that are not currently in place. Key immediate strategies that will catalyze the plan for success include:

1) Formalize policy and municipal code recommendations necessary to establishing a new framework for parking management (see **Appendices**), which includes new Guiding Principles established for this Plan, establishing 85% Occupancy Rule as the standard for decision-making and refining new parking management district boundaries for Downtown and the Laurelwood neighborhood.

2) Continue the role of the existing Downtown SAC as a reconstituted Downtown Parking Work Group.

3) Initiate a new contract for enforcement and parking management with a third-party vendor.

These initial strategies should be completed within 12 months of implementation of this plan.

1.4 Plan Costs

The Plan is formatted in implementation increments of Immediate, Short-term, Mid-term and Long-term duration.

Immediate Term

It is envisioned that strategies that occur in the Immediate period (0 – 12 months) will come at little or no cost to the parking fund. However, this is based on the premise that these strategies can be developed and completed using existing City staff time and input from a new volunteer Downtown Parking Work Group (PWG), serving in an advisory capacity.

Short-Term

Short-term strategies (12 – 24 months) include estimated costs of up to $61,000 for new on-street time limit signage downtown, to $18,225 in the Laurelwood neighborhood. This assumes a cost of $600 per affected block face, providing signage to cover the current 822 stalls in the Downtown Parking Management District and 243 stalls in Laurelwood. Up to $5,000 has been assumed for a new logo and up to $7,500 for website improvements. An additional $20,000 to $25,000 would be necessary for data collection efforts to support

and inform other Mid and Long-term strategies. Short-term strategies related to pricing permits and/or citations would provide new revenue that would off-set some of these costs. While the placement of new signage on-street is a one-time cost, data collection efforts would be an ongoing program expense.

Mid-Term

Mid-term strategies (24 – 48 months) are estimated at $12,000 - $16,000, to provide new identifier signage at the City's off-street facilities.

Long-Term

Long-term strategies are estimated to be in the range of $320,000 or more. The highest proportion of this estimate would go to funding a new parking meter system for the downtown (i.e., smart meter technology). The number estimated here assumes replacement of the 262 stalls currently metered in the downtown. Where such meters would be placed and in what sequence would be informed in short and mid-term strategy work related to new district boundary definitions, occupancy data collection, and revenue/expense analyses assessing financial feasibility. This work would be coupled with identification of other funding sources (that might be necessary if meter revenue does not cover equipment costs).

1.5 Consideration for City Council

Downtown Roseburg is an active and vital commercial and customer district that will experience increasing pressure on its parking supply as desired growth occurs. This will require more strategic coordination of the parking system.

As City Council considers approval of this plan, key policy questions to consider include:

1) What is the City's role in, and priority for, managing parking?
2) What are the implications of this plan on the organization, administration, and daily operation of the City's current parking program?
3) What resources can be leveraged, with parking funds, to support implementation of recommendations within this plan?

The Stakeholder Advisory Committee believes this report is based on a solid understanding of how the parking system is currently functioning and makes recommendations that will help Roseburg continue to flourish. These recommendations are sensitive to the historic, pedestrian-friendly nature of downtown and recognize the importance of economic growth. The report also provides a basis for community discussion on enhancing the downtown parking system and experience. The information and recommendations in this report are intended to complement broader transportation and economic development efforts.

2. Guiding Principles

Strategies presented for consideration are intended to accomplish specific outcomes and support specific user priorities that were identified through the parking study process. The Stakeholder Advisory Committee consolidated these priorities into a formal set of Guiding Principles[1]. Success of any recommended strategies will be measured against these statements of priority, which include:

2.1 Priority Users

- **On-Street System (Downtown)**: The most convenient on-street parking will be preserved for the priority user: the short-term customer trip[2].
- **On-Street System (Adjacent Neighborhoods)**: The most convenient on-street parking will be preserved for the priority user: the resident and their guests.
- **Off-Street System**: Coordinate public off-street parking to meet employee and residential demand, balanced with the need for customers and visitors seeking a longer term stay option.

2.2 Capacity Management

- **Optimize Utilization**: Manage the public parking system using the 85% Occupancy Standard to inform and guide decision-making[3].

2.3 Information Systems (Supply and Customer-based)

- **Monitor and Report Utilization**: Performance measurements and reporting will be used to facilitate decision-making.
- **Product Quality**: The public on- and off-street parking systems will be safe, reliable, user-friendly, and attractive. They will complement the quality of downtown and attract visitors and customers.
- **System Communications**: Communications will be uniform and strategically coordinated.

2.4 Code and Regulation

- **Code & Regulation**: The City's parking code should be supportive of user priorities and reflect these Guiding Principles.

2.5 Financial Viability

- **Fiscal Stewardship**: All public parking operations should strive to be financially sustainable.

2.6 Roles and Coordination

- **Primary Role (City of Roseburg)**: In the Downtown, the City is primarily responsible for supplying parking to customers, using its off-street system to balance demand of other users. In adjacent neighborhoods, the City will ensure primary access to residents and their guests.
- **Stakeholder Support**: Ensure that a representative body of affected private and public constituents routinely informs decision-making.

[1] The full draft of the Guiding Principles document is available in **Appendix C.**

[2] Customer is defined here as anyone using businesses downtown by a transient trip – this includes shopping, eating, entertainment, recreating, and visiting downtown amenities. As such, a customer can be a shopper, tourist, or local resident visiting the downtown.

[3] Cars currently move and circulate well in the downtown. The 85% Rule will help to manage growth and support priority users as demands change and conflicts emerge.

3. Parking Management Strategies

The solutions outlined below further support recommendations that grew from discussions among the City, the Stakeholder Advisory Committee, and based on input received through the public outreach process. The proposed parking strategies are generally organized in the following stages to guide implementation:

- **Immediate**: 0 – 12 months
- **Short-Term**: 12 – 24 months
- **Mid-Term**: 24 – 48 months
- **Long-Term**: 48+ months

However, the implementation schedule is flexible, and the order of projects may be changed as opportunities and resources are identified. For those same reasons, timelines can be accelerated or extended.

Each strategy is also classified within one of the following categories:

- **M**: Management and Administration
- **P**: Policy and Code
- **D**: Downtown Parking Operations
- **R**: Residential Parking Operations
- **C**: Communications and Outreach

Where possible, planning-level cost estimates are provided (see **Table 1**). Final costs would require additional evaluation, scoping, and estimating. All strategies will require a level of support, coordination, commitment, and resource identification that goes well beyond what is currently in place.

Table 1: Task Cost Summary Table[4]

Immediate (0 -12 months)	**Resource/Cost Estimate**
P1 – Adopt Parking Code Updates	Staff time
P2 – Formalize Guiding Principles	Staff time
P3 – Define District Boundaries	Staff/PWG time
M1 – Restructure Existing Staff Time	Revenue neutral
M2 – Establish Downtown Parking Working Group	Staff/PWG time
M3 – Consolidate Parking Permits	Staff time/new revenue potential
M4 – Review Court Procedures for Citations	Staff time
M5 – Track Parking Revenues and Expenses	Staff time, then to vendor contract
M6 – Publish Annual Parking Performance Status Report	Staff time, then to vendor contract
M7 – Initiate Parking Vendor Contract	Staff time, then, at minimum, revenue neutral
D1 – Redefine the "Downtown Core" Boundary	Staff /PWG time
D2 – Define Consistent Time Limits in and around Downtown	Staff /PWG time
Estimated Costs: Staff Time Only	
Short-term (12 – 24 months)	**Resource/Cost Estimate**
C1 – Install Consistent Public Parking Signage in Downtown	$5,000 New logo/Brand $49,000 - $61,000 @ $600 per block face - signs
C2 – Improve Parking Information on Website	$5,000 - $7,500
P4 – Explore Funding Options	Staff/PWG/Council time
M8 – Implement Routine Data Collection	$20,000 - $25,000
D3 – Calibrate Parking Rates to Demand	Revenue positive
R1 – Install Consistent Signage in Laurelwood	$14,580 - $18,225. See Strategy C1
R2 – Implement License Plate-Based Permitting in Residential Areas	In vendor contract – See Strategy M7
R3 – Evaluate Residential Permit Rates	Revenue neutral
R4 – Reevaluate Need for No Parking Signage in Laurelwood	To City Traffic Engineer
Estimated Costs: $94,580 - $117,725 (potentially reduced by additional revenue)	
Mid-term (24 – 48 months)	**Resource/Cost Estimate**
D4 – Assess ADA Compliance in City-Owned Facilities	See Strategies D5 and D6
C3 – Rename Public Off-Street Facilities	$12,000 - $16,000
Estimated Costs: $12,000 - $16,000	
Long-term (48+ months)	**Resource/Cost Estimate**
D5 – Implement Parking Garage Improvements	$18,000 - $22,000
D6 – Implement Surface Lot Improvements	Cost of 3rd party assessment or by Public Works
D7 – Implement On-Street Paid Parking in Highest Demand Areas	$295,000 (@ 262 stalls metered)
Estimated Costs: $300,000+	

[4] All costs are provided only as estimates to facilitate discussion and to provide a framework for future decision-making.

3.1 Immediate (0 – 12 months)

P1 – Adopt Parking Code Updates

Action Statement

Review and implement as necessary the parking code recommendations outlined in **White Paper #2 (Appendix B)** as they relate to Title 8 of the City's Municipal Code. This will ensure that the parking code both informs and facilitates the parking priorities and desired outcomes of the Guiding Principles.

Strategy Description

White Paper #2 (**Appendix B**) provides a detailed outline of potential code revisions that clarify the intent of specific regulations, cleans up inconsistencies between sections and provides for clearer standards and processes for decision-making in Title 8 of the municipal code (e.g., fee and rate policies, types of parking, permit systems and roles of the City Council and City Manager in the on-going or day-to-day decision-making for parking management). It is recommended that City staff and legal counsel initiate an internal process to fully evaluate the policy and code related recommendations in **White Paper #2** and move forward with those deemed appropriate to improving the functioning of the code and the efficiency and success of parking management in the downtown.

Several areas of note in the white paper (with recommendations for revision) include:

- Policy Guidance – Purpose and Intent
- Policy Guidance – Fee and Rate Policy
- Definitions
- City Manager Powers
- Criteria for Administrative Action
- Meter regulations and legal time limits
- Special parking permits

Order of Implementation

Immediate

- Initiate code review
- Complete internal City presentations
- Public process and Council adoption

Estimated Costs

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

P2 – Formalize Guiding Principles

Action Statement

Formalize Guiding Principles as policies for the management of parking in Roseburg.

Strategy Description

The Guiding Principles summarized above and detailed in **White Paper #3 (Appendix C)** are based on the premise that to accommodate growth in the downtown effectively will require an integrated and comprehensive package of strategies which maintain balance and efficiency within the parking system and establish clear priorities necessary to "get the right vehicle to the right parking stall." These Principles should be formally approved by the City Council within appropriate policy documents that define City's role in parking management (e.g., code, Transportation System Plan, etc.).

Many cities formalize their Guiding Principles within a parking element of their Transportation Systems or Comprehensive Plans.[5] Others include Guiding Principles as a policy element within their municipal codes.[6] A simpler route, that other cities have taken, is to formally approve Guiding Principles as elements within an approved Parking Management Plan, like this report and document.[7]

Order of Implementation

Immediate

- Formalize with Council acceptance of this plan or within other document most applicable to Roseburg's policy processes.

Estimated Costs

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

[5] Examples: Bend, OR and Redmond, WA
[6] Example: Portland OR includes their Guiding Principles as policy elements within Title 33.510 of their code.
[7] Examples: McMinnville, OR and Olympia, WA

P3 – Define District Boundaries

Action Statement

Redefine parking management district boundaries, creating separate Downtown and Laurelwood Parking Management Districts. Any block faces zoned residential, should be eliminated from the Downtown Parking Management District.

Strategy Description

The parking study area for the 2020 Downtown Parking Assessment included areas both within the Downtown and the Laurelwood neighborhood (see **Figures A** and **B** maps below). Also, the parking code review indicated a lack of clear definition of parking management districts.

Parking best practices would suggest that "parking management districts" reflect the unique zoning and character of an area. Thus, downtown parking districts generally encompass city blocks that are commercial in nature, with a clear focus on ground level active business uses. Neighborhood districts encompass those blocks that are truly residential in both function and uses. Per best practice standards referred to above, the revision of the Downtown Parking Management District should not include any block faces zoned for residential. **Figure B** reflects the SAC's interpretation of an appropriate boundary, which includes the High School and the area beyond Laurelwood Park.

It is recommended that the City reevaluate its current definition of the Downtown Parking Management District and narratively describe that within the **Definitions Section (8.02.005)** of the municipal code. Specific recommendations in this regard are addressed in **White Paper #2 (Appendix B)**, which would recommend specific definitions for the Downtown Parking Management District, the Laurelwood Parking Management District, and a potential Downtown Central Core (**Strategy D1**). This would likely revise or replace current definitions for Parking District, Primary Area, and Secondary Area (8.04.005 B – D).

Order of Implementation

Immediate

- Review and finalize boundary definitions
- Complete internal City presentations
- Coordinate implementation with **Strategy P1**

Estimated Costs

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

Figure A: Downtown District Study Area Map

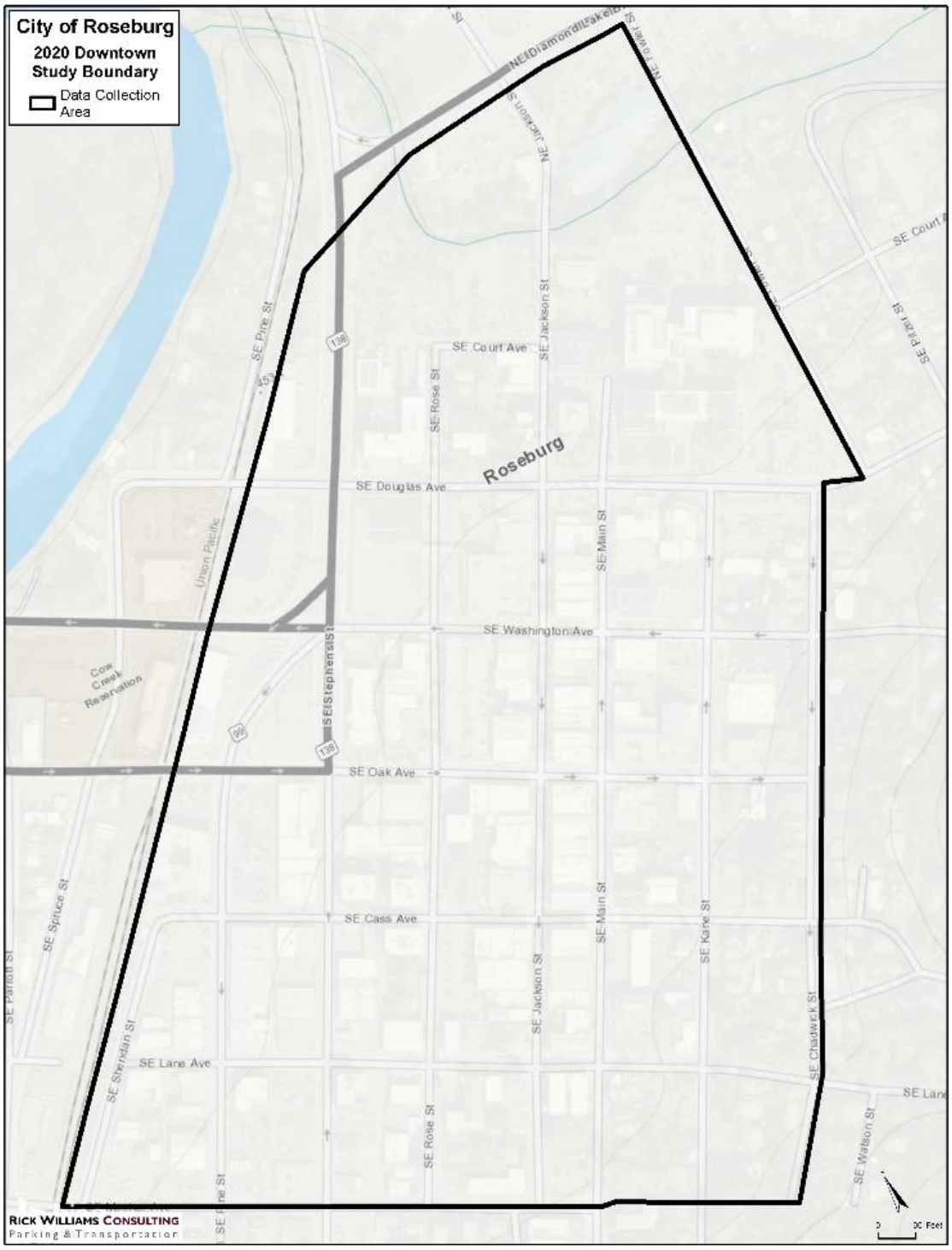


Figure B: Laurelwood Study Area Map

M1 – Ongoing Daily Management

Action Statement

Restructure or augment staff time allocated to effectively manage the parking system and implement new programs identified in the Downtown Parking Assessment and Plan.

Strategy Description

Implementation of the Parking Plan will likely require levels of staff effort and resources that exceed what is currently in place.

The success of any multi-faceted parking system depends on administration, management, and communication. This includes ongoing management of facilities, oversight of third-party vendors, financial accounting and reporting, marketing and communications, customer service, and strategic and capital planning. As this plan is implemented and demand for parking grows, management capacity will likely need to be augmented beyond the current status quo approach.

Roseburg's current system for managing parking is not centralized in a single department or individual at the City level. From a strategic management point of view there is no clear single point of responsibility for guiding the parking system in a manner that gives due diligence to the evolving complexity of the existing system and the level of technical and response capability called for in this parking management plan. Several Oregon cities (e.g., Bend, Corvallis, McMinnville, Milwaukie) experienced the same issue and began by consolidating their parking services within a single city department with an existing staff or staff persons specifically assigned to parking issues (operations, management, communications). For Roseburg, this can be accomplished through restructuring an existing FTE position within the City to coordinate parking issues and strategic plan implementation and/or allocating time across staff positions within a single City Department (e.g., Community Development or Public Works).

As Roseburg assesses potential new third-party parking management vendors (see **Strategy M7**), the internal and external transition will need proper oversight and staff time management, which will include RFP writing and development of clear work scope deliverables, proposal review, and contract negotiations. Once a vendor is engaged, there needs to be a lead staff or single entity responsible for oversight of third-party contract performance, strategy implementation (from this Plan), and ongoing parking planning. There also needs to be coordinated communication of the transition to the public including residents, employers, employees, and visitors.

This recommended approach recognizes Roseburg's limited resources and allows for efficient transition back into parking management as the current COVID environment allows. It also stresses the need for internal oversight and communications distinct from that of a third-party parking management vendor.

Order of Implementation

Immediate

- Clarify internal responsibilities to centralize delivery of parking services (which includes role of City staff and expectations and responsibilities that could be allocated to a third-party service provider (for parking operations and enforcement services).

Short-Term

- Identify and/or restructure existing FTE to create a single City entity responsible for parking services and implementation of the *Downtown Parking Assessment and Plan.*

Estimated Costs

Not known at this time. Could be restructuring of an existing position(s) coupled with a third-party vendor contract for operations services (parking and enforcement).

M2 – Establish Downtown Parking Working Group

Action Statement

Continue the role of the existing Downtown SAC as a reconstituted Downtown Parking Work Group (PWG). The PWG would consist of downtown stakeholders, staff, and City leadership to assist in implementation of the recommendations Downtown Parking Assessment and Plan. City staff would advise Council on all recommendations put forward by the PWG.

Strategy Description

Active participation by those affected by downtown parking management strategies is best accomplished through an established advisory committee or work group that reviews the performance of the public parking system, serves as a sounding board for issues, periodically review the recommendations presented in this plan, and acts as a liaison to the broader stakeholder community as changes are implemented. The City should develop a process through which a representative cross-section of downtown interests routinely assists in the review and implementation of this planning effort.

The Stakeholder Advisory Committee established for this Downtown Parking Assessment effort includes representation by businesses, residents, professional service providers, the downtown business association, City staff, and City Council representatives. This existing group provides a solid foundation of a representative group well versed in the key elements of the new Parking Plan, and it is recommended that this group continue, by default, as the Plan transitions into the implementation phase. Members who no longer wish to participate or who have consistently been unable to attend or send other representation may be replaced through the application process outlined for the SAC at the outset of this process. This is a format commonly used in other Oregon cities (e.g., Bend, Hood River, Oregon City, and Springfield).

The PWG would meet as necessary (at least once a year) to assist the City in implementing the parking management plan, review parking issues, and inform City Council and other decision-making bodies on strategy implementation (via City staff). In the early going of Plan implementation (immediate and short-term), meetings would likely be more frequent. The PWG would use the recommendations in this plan as a basis for action, discussion, stakeholder communications, and tracking progress.

Order of Implementation

Immediate

- Schedule regular meetings to advocate for, shepherd, track, and communicate the plan (meetings could be hosted by the City or through a partnership with the downtown business association).
- Assist in structuring a new third-party enforcement/parking management agreement (see **Strategy M7**).

Short-Term

- Establish business-to-business outreach.
- Facilitate data collection efforts.
- Assess plan progress.
- Inform City Council (via City staff).
- Coordinate and disseminate, through constituency groups, communications with the broader downtown business community.
- Determine and implement plan action items.

Mid- to Long-Term

- Meet on a more frequent schedule as warranted.

Estimated Costs

There should be no additional costs to the City if current staff time is reallocated to parking per **Strategy M1.** Costs could also be mitigated if hosting of the PWG is facilitated through a partnership with the downtown business association.

M3 – Consolidate Parking Permits

Action Statement

Consolidate all parking permits currently issued by multiple entities under a single distribution entity, preferably under the restructured third-party vendor contract recommended in **Strategy M7**.

Strategy Description

Per the consultant review of current parking operations, there are several different permit types in distribution in the downtown and Laurelwood. These include employee, residential, juror, and other special use permits issued by different agencies of the City. At minimum, these different permits are not coordinated, and in many cases, they are not issued with an agreement with the City regarding validity or area of use (on-street or off-street). This creates a problem for enforcement personnel and may come at a loss of revenue and/or conflicts for space between permit users and downtown visitors.

It is recommended the City engage with all current entities distributing permits to establish a coordinated system of permitting that would be managed through a single entity (preferably the City's parking and enforcement vendor).

Issues that should be resolved in this conversation would include:

- Types of permits allowed (e.g., employee, resident, juror, and other special use types).
- Criteria for use and location(s) for use (e.g., on-street, off-street, or other designated areas)
- Distinguishing permit by type (e.g., design) to ensure accurate tracking and documentation of use.
- Points of distribution to users (through centralized system) and documentation of permit distribution.
- Cost of permits by type of use.

Order of Implementation

Immediate

- Schedule meeting(s) to convene current entities issuing parking permits to establish criteria, guidelines, and costs for use of permits on City streets and off-street facilities.

Short-Term

- Finalize program framework and incorporate into portfolio of services to be provided in a third-party parking management and enforcement vendor agreement.

Mid- to Long-Term

- On-going program management by vendor.

Estimated Costs

Staff time to coordinate meetings and development of final framework.

M4 – Review Court Procedures for Citations

Action Statement

Work with the Roseburg Municipal Court to clarify violation procedures for issuing citations in the public rights-of-way Downtown and other managed parking areas.

Strategy Description

Citation revenue was one of the three main revenue sources which funded the management and enforcement capabilities of Park-Smart. From 2016 through 2019, Park-Smart issued 11,938 parking citations[8]. Of the nearly 12,000 citations, 3,114 (26%) were voided while 7,894 (66%) citations were paid[9]. The cumulative revenue associated with the paid citations was $542,587. The cumulative value of the voided citations was $221,090 over the last four years.

The high level of waived or voided parking citations should be investigated to ascertain whether this was done internally by the parking management company or by the courts. If the courts, then a discussion to clarify and resolve issues that result in waivers or voids will improve the efficiency of enforcement and program revenue.

Within the parking industry voided or waived tickets should be less than 10% of all tickets issued. As such, current levels in Roseburg are very high. This should be investigated to ascertain whether this was done internally by the parking management company or by the courts. If the voids occurred through the courts, it would be helpful to understand why so many were/are consistently being thrown out. Clarified criteria for issuing citations developed and implemented.

Order of Implementation

Immediate

- Schedule meeting(s) to meet with the Municipal Court to review voided or waived citations and develop clarified criteria for issuing citations.

Short-Term

- Finalize clarified criteria and incorporate into portfolio of services to be provided in a third-party parking management and enforcement vendor agreement.

Mid- to Long-Term

- On-going program enforcement by vendor.

Estimated Costs

Staff time to coordinate meetings and development of clarified criteria and procedures for issuing parking citations.

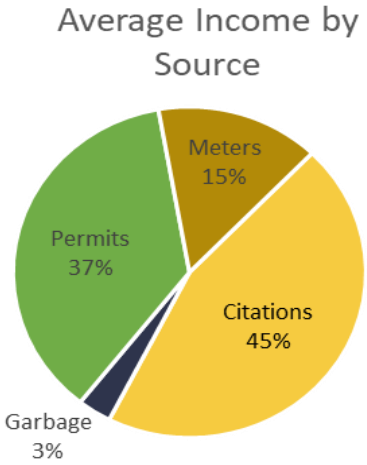
[8] Source: 'Notice Count by Violation with Pay Off Amount' – City Excel summary.
[9] 747 remained open and unpaid at the time of writing.

M5 – Track Parking Revenues and Expenses

Action Statement

Develop a parking revenue and expense tracking tool and routinely update and report.

Strategy Description



To facilitate informed decision-making and to provide a sound basis for both financial viability of the existing parking program, and funding for future need, a more thorough system of reporting expenses and revenues generated from the parking system should be established. The format for reporting should be established by the City. Compilation of data to complete reporting can then be conducted internally by designated City staff (**Strategy M1**) or as a component of an approved scope of work by a third-party parking management vendor (**Strategy M7**). This is an industry best practice.

During the Parking Assessment it was found that current data does not provide clear and consistent information regarding actual revenue and expenses associated with the overall parking and enforcement program. The information provided was incomplete and at times conflicting, therefore, some basic assumptions had to be made and data was extrapolated when necessary to provide a more complete financial picture.

Given that much of the oversight of parking and enforcement was contracted out via a third-party operator, it was unclear as to the actual total cost of supporting the parking system[10]. At minimum, the City (or a third-party vendor) would account for all revenue and expenses related to parking and enforcement management annually, for both vendor and City activity. This "ledger"—a revenue and expense statement—would be replicable and comparable on a year-to-year basis by line item. The point being to show a very clear picture of revenues generated by type of revenue system (i.e., meters, enforcement, permits) and how those revenues are spent (i.e., on salaries/wages, operations, infrastructure, etc.). Such an accounting would then be made a part of a broader Annual Report of Parking Operations (see **Strategy M6**).

Order of Implementation

Immediate

- Reformat current financial reporting to track revenue and expenses by category and begin monthly tracking.
- If new format is to be provided by a third-party vendor, incorporate specifics of such reporting into an approved scope of work within a new third-party management services contract (**Strategy M7**).

Short-Term

- Publish an annual financial report tracking, at minimum, parking revenue by type and expenses by operational category. This would be included in an annual parking report that summarizes finances as well as other system performance measures (see **Strategy M6**).

On-Going

- Routine annual reporting

Estimated Costs

There should be no additional costs associated with this recommendation when coordinated with **Strategies M1 and M7.**

[10] e.g., accounting for contractor costs, city expenditures, wages, and salaries of parking versus non-parking personnel, and the overall relationship of income to expenses (resulting in a surplus or deficit of funds).

M6 – Publish Annual Parking Performance Status Report

Action Statement

Publish an annual Parking Performance Status Report.

Strategy Description

An annual status and performance report will provide consistent tracking of performance measures (and fund status). An annual report provides transparency within the program and helps inform the City leadership and the PWG on opportunities, challenges, strategy implementation progress and system viability. This reinforces and facilitates decision-making.

Minimum performance "success measures" can be developed with the PWG. The measures below are useful metrics to track and incorporate into an annual summary report. Many could be incorporated into required tasks as part of a restructured parking management/enforcement agreement with a third-party vendor (**Strategy M7**).

- Parking Management District boundaries (i.e., maps for Downtown and Laurelwood)
- City lot locations and stall totals
- Rate schedules for on-street, off-street (by lot), and permits by type
- Number of permits sold (average month)
    - On-street permits (downtown) - if any
    - Off-street permits (downtown)
    - Residential permits (downtown and in Laurelwood)

- Citations issued
    - Number of citations issued / dollar value of citations
    - Number of citations voided, or waived / dollar value of citations voided or waived
    - Number of citations outstanding (unpaid)
- Revenue/Expense Summary
- Peak Occupancy (as measured in **Strategy M8**)
    - On-street
    - Off-street by lot/garage
    - Indications of areas of constraint (based on 85% Occupancy Standard)
    - Other measures of utilization
- Customer service (Routine tracking and reporting of customer complaints, recommendations and other input from users and stakeholders)

Performance measures should be tracked annually and comparatively to, for instance, the previous three fiscal years.

Order of Implementation

Immediate

- Establish internal systems for gathering data for identified performance measures.

Short-Term and Ongoing

- Publish first Parking Performance Status Report
- Routine annual reporting

Estimated Costs

Unknown. Responsibility of the duties could be managed by restructuring of an existing position (**Strategy M1**) or through reporting requirements that are made part of the scope of work for a third-party management contract with a vendor.

M7 – Initiate Parking Vendor Contract

Action Statement

Initiate a new contract for enforcement and parking management services with a third-party vendor.

Strategy Description

Despite the contract termination of Park-Smart, contracting with a third-party enforcement company provides several benefits to a community Roseburg's size. A contracted service allows for built-in flexibility. There is a start of service and end of service term. Specific operational and performance metrics can be incorporated into the contract/agreement scope of services, with formats for tracking/monitoring and reporting outcomes (reporting directly to a designated City staff and Parking Work Group). In this way the cost-benefit goal necessary to sustainably operate a successful parking program is clearly laid out, routinely evaluated, and expected.

In addition, a contracted service allows for flexibility in terms of the actual current needs within in the system. In other words, the level of service can be specifically tailored to meet the parking needs (permit management, enforcement, maintenance, revenue, expense reporting, etc.). This concept is particularly critical as Roseburg begins a phased process to upgrade its current parking system with updated technologies and associated enforcement capabilities. Finally, an experienced third-party provider will bring a built-in expertise in terms of services, protocols, recommendations, and performance metrics.

Given current fiscal constraints within the parking system, it is recommended that the City structure its third-party contract solicitation in a format that would ask vendors to:

a. Bid an estimated annual expense budget (updated annually—and approved by the City—to reflect reasonable expense inflation and/or line-item efficiencies.
b. Propose a monthly Management Fee that includes the cost of management, supervision, accounting, billing, administration of validations and monthlies, and all other overhead and profit of the vendor.
c. Propose revenue sharing options (vendor incentive) for a percentage of *net* revenues[11] derived in excess of an established revenue benchmark or threshold.
d. Manage and track all gross revenues in an "owner account," with the vendor drawing approved expenses as needed.

Under these contract terms, the City will control all revenue from permits and citations (and meters, if applicable), paying only a Management Fee, expenses, and, in some years, a share of net revenue.

Order of Implementation

Immediate

- Initiate development of a detailed scope of work for parking and enforcement management services[12].
- Solicit vendors through and RFP or RFQ process.
- Award contract/agreement.

Short-Term

- Initiate new operations arrangement.

Estimated Costs

Not known at this time. Under the new contract structure, the City would pay an operator a Management Fee and budgeted expenses using gross parking revenues (approximately $177,000 from permits, meters, and

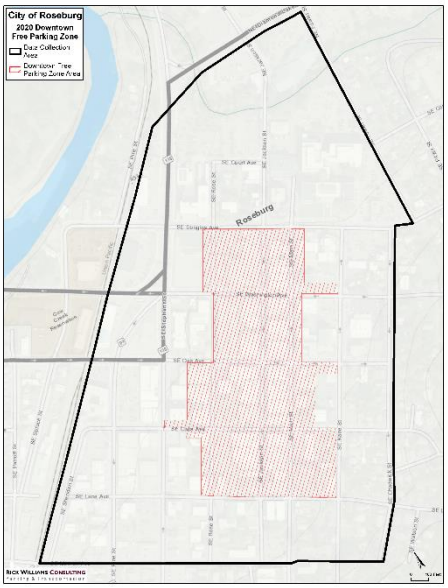
[11] A revenue sharing agreement tied to net revenue (rather than gross revenue) assures that when gross revenues do not exceed agreed upon expenses, revenue sharing would not put the City in a situation that would put the parking fund into a deficit.
[12] In some cases, a strategy planned for implementation at a later phase may require the vendor to have specialized capabilities (for example, see **Strategy R2**).

citations in 2018). This is a departure from the model in which a third-party operator retained all parking-related revenues and paid the City a fixed monthly fee.

D1 – Redefine and Time-Limit the Downtown Core

Action Statement

Eliminate the Downtown Free Parking Zone. Consider replacing the Free Parking Zone with a new "Downtown Central Core" boundary per time limit formatting recommendations in **Strategy D2**.



Existing Downtown Free Parking Zone

Strategy Description

The current Downtown Free Parking Zone provides free and unlimited parking for anyone using the on-street system inside the Zone. The zone is currently irregularly configured and represents nearly 40% of all on-street parking in the downtown.

According to stakeholders and in interviews with those involved with enforcement, many employees abuse the free zone, which limits parking availability for customers and visitors. Also, enforcement personnel indicate that implementing violations within the free zone is severely flawed and unmanageable[13]. This creates significant inefficiencies for enforcement, and in high demand situations, limits the ability of the City to prioritize on-street parking for customers.

It is recommended that a more accurate representation of downtown's central core (or "heart of the downtown") be established. This core would represent the highest use area of the downtown, a core zone that requires high turnover and a higher volume of activity than other areas of the larger Downtown Parking Management District.

Order of Implementation

Immediate

- Determine whether the boundary of the existing free parking zone truly represents the central core of downtown (see existing boundary at right).
- Coordinate time limit reformatting effort with PWG in conjunction with **Strategy D2**.

Short-Term and On-Going

- Implement signage changes.

Estimated Costs

Cost estimates are provided for in **Strategy C1**.

[13] Per the process required, in 8.04.010 and 8.04.030 of the code, which requires businesses and other entities to report employee names and license plate numbers to the City.

D2 – Define Consistent Time Limits in and around Downtown

Action Statement

Simplify time limits in the Downtown Parking Management District to apply to all block faces in the District.

Strategy Description

In Roseburg, there are 822 total on-street parking stalls within the Downtown study area and thirteen (13) different use types[14]. Over 50% of parking in the study area is unregulated and many areas have multiple time stays on single block faces. This creates confusion, makes enforcement very difficult and inefficient, and enables abuse.

Stall Type	All	% Total
On-Street Supply	**822**	**100.0%**
10 Minute	16	1.9%
15 Minute	7	< 1%
30 Minute	4	< 1%
1 Hour	17	2.1%
2 Hour	229	27.9%
3 Hour	13	1.6%
5 Hour	15	1.8%
10 Hour	78	9.5%
Downtown Free Parking Zone[1]	322	39.2%
Unrestricted No Signage	102	12.4%
ADA accessible	15	1.8%
RV & Trail Parking Only	3	< 1%
Veteran Service Van Parking Only	1	< 1%

Current stall types (2020)

Best practices recommend simplifying the parking system to the highest degree possible, using the presumption that every on-street parking customer is a first-time user[15]. To this end, the on-street system within a downtown parking management district should be time limited to a base standard[16] (whether free or paid parking) that best supports appropriate turnover while providing a reasonable stay option for the priority user of on-street parker: the short-term customer trip. Over the past four years, the consultant has conducted numerous studies in Northwest cities and found very high consistency in the use of 2- and 3-hour stalls as base standards for on-street parking[17].

To this end, it is recommended that Roseburg create a 2-hour limit in what will become the higher turnover Downtown Core Zone established in **Strategy D1**. All other non-residential blocks within the Downtown Parking Management District boundary would be time limited at 3 hours. This would, in effect, create two sub-zones within the larger District. It is assumed that the existing parking meters, which are outdated and beyond their useful life, will be removed when time limits are implemented (see **Strategy D7** for a discussion of on-street paid parking). There would be no time limits in residential areas unless a parking permit program for a specific area (like Laurelwood) were established. Time limits in residential parking management districts (permit areas) would be "2 Hours or by Permit" during posted enforcement hours.

The intent is to ensure that any downtown block face that abuts a commercial storefront is structured to preserve and prioritize access for customers and visitors, using either a 2- or 3-hour standard. Time limits throughout the parking management district also support enforcement efforts and parking permit strategies to move employees to off-street facilities or other specifically designated areas that minimize conflicts with customers.

Order of Implementation

Immediate

- Work with the Downtown PWG, City staff, and other stakeholders to determine an on-street time limit format for all non-residentially zoned parking within the Downtown Parking Management District.
- Using existing downtown on-street inventory map, develop a sign replacement plan.

Short- to Mid-Term

- Coordinate signage design with **Strategy C1**.
- Initiate signage changes.
- Remove existing parking meters.

[14] See **White Paper #1: Parking Inventory and Field Assessment** (**Appendix A**) for a detailed breakout of the parking inventory.
[15] Oregon Transportation and Growth Management Program - *Parking Made Easy: A Guide to Managing Parking in Your Community.*
[16] Base standard would be initially applied to all block faces in a given zone or district (e.g., 2 or 3 hours). Any other type of stall (e.g., loading zones, specialty stalls or other time formats like 15, 30, 60 minutes) would be considered exceptions to the base standard and approved based on specific criteria demonstrating the unique business need that would require changing the base standard.
[17] This includes cities like Albany, Ashland, Hood River, McMinnville, Newberg, and Salem, in Oregon.

Estimated Costs

The cost for this strategy should be minimal as it involves discussion and process to determine the new, simplified time limit format. However, transitioning the existing metered area to free and time-limited parking would result in a reduction in annual gross revenue of approximately $31,000 (based on 2018 data):

- 2018 Meter Revenue: $31,000
- 2018 Permit Revenue: $54,000
- 2018 Net Citation Revenue: $92,000

$177,000

If Roseburg wishes to maintain consistent revenues ($177,000) following the removal of all on-street meters, permit and net citation costs may be increased accordingly. The table below shows four (4) options for maintaining consistent gross revenues (estimates only) following the removal of on-street meters.

Table 2: Options for Offsetting Lost Meter Revenue

	Average Monthly Permit Cost Increase[18]	Average Citation Cost Increase[19]	Estimated Annual Increase in Permit Revenue	Estimated Annual Increase in Citation Revenue
Option 1	+$2.00	+$24.00	+$5,000	+$27,000
Option 2	+$3.00	+$22.00	+$8,000	+$25,000
Option 3	+$4.00	+$18.00	+$11,000	+$20,000
Option 4	+$5.00	+$16.00	+$14,000	+$18,000

[18] This is based on assumption that the approximately average monthly permit cost is now $20.00 per month. White Paper #4 shows permit revenues of approximately $54,000 (Table 4, after bulk discounts), leading to an assumption that there are approximately 225 permits sold each month ($54,000 / $20 / 12). If the number of monthly permits sold each month varies from this assumption, gross revenues would be different from what is shown in the table.

[19] This based on an assumed net revenue per citation paid. White Paper #4 shows citation revenues of approximately $92,000 (Table 4) as well 2,254 paid citations in 2018 (Table 3), resulting in an assumed net revenue per citation of approximately $41. If it is assumed that this revenue value represents 50% of what the user pays (to account for court fees), the average citation amount paid in 2018 was approximately $82. The values in the table are based on these average citation values and assumptions regarding annual numbers of citations paid. If the average citation value is different from these assumptions, or the total number of paid citations significantly differs from these assumptions, gross revenues would be different from what is shown in this table.

3.2 Short-Term (12 – 24 months)

C1 – Install Consistent Public Parking Signage in Downtown

Action Statement

Develop a consistent signage package to integrate the public on and off-street parking system. Install a new signage package consistent with a new time limit format.

Strategy Description

Findings from the 2020 inventory and ground assessment showed a range of parking signage types. Quality of signage was an issue as well as conflicting information communicated. The inconsistency of signage (and signage design) conflicts with the goal of simplicity and understandability as factors supporting a "customer friendly" environment.

Given the recommendations to reformat and simplify parking within parking management districts, a new signage package is necessary and can be developed cost-effectively. This would mean creating a simple and recognizable "logo" intended to communicate public parking. This identifier would then be integrated into all signage within the City's on- and off-street systems. A great example of a such integration of public on- and off-street parking is shown at right (from Springfield, Oregon)[20]. Another example of a simple logo is from Seattle, WA using a stylized "P" is shown below right[21].

It is recommended that a simple stylized "P" (using the City's colors) be created and extended throughout the public parking system as the parking brand. The brand can also be incorporated into downtown marketing and communications, such as maps and websites.

Use of a stylized "P" as logo/brand

Order of Implementation

Immediate

- Develop and create a simple but recognizable logo to be ready for incorporation into implementation of new signage.
- Initiate a survey of all existing signage and estimate number of new signs based on a standard configuration per affected block face. A standard signage package is defined as a single block face with two poles with blade signs—one at each end of the block with arrows pointing inward.

Short-Term

- Integrate new logo into on- and off-street systems and all communications formats (maps, website, etc.)

Estimated Costs

A stylized "P" logo/brand could likely be developed in-house at a very low cost. A contract with a private graphic designer could involve costs of less than $5,000 for a simple logo/brand. Based on information from other cities, estimated per unit costs for signage upgrades would be:

- Unit Costs for Signage[22]
  - Pole unit cost = $470
  - Blade sign unit cost = $30

[20] The Springfield example uses the City's colors in the stylized "P" logo, which is prominently placed in on and off-street signage. The intent being that anyone seeing the City parking logo knows intuitively that the parking is public and particularly prioritized for visitors.
[21] The "e-Park" tag was also a simple way to connect users into Seattle's electronic parking guidance system and other parking information available online.
[22] Only material costs are provided in these estimates, no labor.

C2 – Improve Parking Information on Website

Action Statement

Design, create, and upgrade existing parking website with information for customers and employees.

Strategy Description

Communication with the public, including locals, visitors, and employees will be critical to the success of management strategies. Parking locations, rates, hours of operation, connections to transportation options, etc. should be marketed and communicated via a continually updated City website. The more information people have when it comes to parking, the better. Piggybacking on **Strategy C1**, the City's parking logo should be incorporated on the website.

Order of Implementation

Immediate

- Working with stakeholders and City staff, create and launch the website.

Ongoing

- Keep website information current.

Estimated Costs

Costs associated with design and deployment of a coordinated and well-maintained webpage are estimated at $5,000-$7,500. Variations in cost depend on the complexity of the website, and how often the site is updated to reflect current parking management. The website could be hosted by the City, the downtown business association, or a third-party vendor.[23]

[23] The consultant would note that having a downtown parking website hosted by the third-party parking vendor is not the most ideal option (only one of three options). The consultant believes any downtown website should incorporate a City logo and identity. The parking system needs to reflect a public function provided to the community by the City. See for instance: Parking | City of Bend (bendoregon.gov).

P4 – Explore Funding Options

Action Statement

Explore and develop funding options for maintaining the existing parking supply and funding future infrastructure and program needs.

Strategy Description

A wide range of funding sources and revenue streams could be used to implement an enhanced parking management plan in Roseburg. Given the costs of new infrastructure, considering new funding mechanisms is prudent. The list of potential sources summarized here is not exhaustive, nor are these sources mutually exclusive. Some may already be in place in Roseburg.

Funding sources and their use for projects, programs, and infrastructure, continues to evolve as various State laws or City ordinances are authorized. A decision to pursue any options for implementation should be reviewed by the City Attorney to determine their feasibility considering applicable laws.

Options Affecting Customers

User Fees

Many cities collect revenue through parking meters and/or sale of permits and direct it to parking or transportation development enterprise funds. Transit or shuttle riders pay in the form of fares. These funds can be used to construct or bond for additional parking or transit capacity.

Parking Fines

Revenues are collected for parking violations and a portion directed to parking development enterprise funds.

Options Affecting Businesses

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

An assessment on businesses rather than property owners, these can be based on assessed value, gross sales, square footage, number of employees, or other factors established by the local legislative authority. As an example, Salem, Oregon assesses a fee on businesses in its downtown Parking District to support parking services and future supply.

Parking Utility Fee/Tax

Under this approach, each business within an established parking district pays a share of the Parking District operating budget based on the number of parking spaces needed by the business according to an approved assessment formula. The only Oregon example we could find is in place in Salem's Downtown Parking District, established in 1976. Salem's annual assessment is called a parking tax and the formula is based on: [24]

- Business type
- Gross floor area
- Customer parking demand

The "demand factor" is the number of customer parking spaces required by a particular type of business for every 1,000 square feet of gross floor area. Gross floor area includes walls, corridors, stairways, restrooms, closets, storage rooms, etc.

[24] Pay Downtown Parking Tax (cityofsalem.net)

Options Affecting Property Owners

Special or Local Improvement District (SID/LID)

A SID or LID is a property tax assessment that requires buy-in by property owners within a specifically identified boundary. LIDs usually result from a petition process requiring a majority of owners to agree to an assessment for a specific purpose. Cities have used this mechanism to fund parking facilities or transit infrastructure improvements.

Options Affecting Developers

Fee-in-Lieu

Developers may be given the option to pay a fee in lieu of providing parking with a new private development. Fee-in-lieu fees provide the developer access entitlements to public parking facilities near the development site. As an example, a fee-in-lieu option is currently in place in Hood River, Oregon.

A useful guide to the diversity of cash-in-lieu programs and their advantages and disadvantages is provided by Donald Shop, in Journal of Planning and Education Research, 18:307-320, 1999.

Options Affecting the General Public

Divestment of Public Property

This would entail divesting ownership of one or more existing public lots (most underutilized) through sale to a private owner. Surplus revenue derived from such sales would then be allocated to a parking fund to support more efficient parking operations. Vancouver, WA divested itself of two parking garages in its downtown to buy down debt service on other parking assets being carried in its general fund. The city of Bozeman, MT has considered the sale of public surface lots to generate funds for the possible construction of a new parking garage that would allow new private land use(s), consolidate current supply, and anticipate future demand.

General Fund Contribution

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

General Obligation (GO) Bonds

Local jurisdictions may issue voted or non-voted bonds to develop parking or transit infrastructure, subject to overall debt limit requirements. With GO bonding, the municipality pledges its full faith and credit to repayment of the debt from general fund resources. In effect, general fund revenues would be reserved to repay debt that could not be supported by parking or transit revenues alone. Again, there may be imposed limits on the municipality for voter-approved or non-voted debt.

Interfund Loan

This would entail a loan from one City fund to a Parking Fund for projects or upgrades, subject to future repayment based on pre-determined terms. This is a common form of funding for municipal projects.

Revenue Bonds

Revenue bonds dedicate parking fees and other designated revenue sources to the repayment of bonds, but without pledging the full faith and credit of the issuing authority. Revenue bonding is not appropriate in situations where a local jurisdiction's overall debt limit is a factor and projected revenues are insufficient to cover required debt service.

State and Federal Grants

In the past, a variety of state and federal grant programs have been applied to funding parking and transit infrastructure in business districts. In the current environment of more limited government funding, there

may no longer be readily identifiable programs suitable for parking facility development, though transit may be more feasible.

Recommended Options for Roseburg

In considering Roseburg's current funding needs, the consultant would suggest that a combination of the following would best provide funding for support of Parking Plan implementation. We would also suggest that (a) and (b) be pursued first as they provide less risk to the City. An interfund loan would be more strategically implemented post-COVID, and after more data regarding parking use and demand are assembled (**Strategy M8**).

a. Rate restructuring – User Fees (**Strategy D3**)
b. Divestment of underutilized public lot(s)
c. Interfund Loan

Order of Implementation

Short-Term

- Evaluate all potential funding options as provided herein (and others not listed) for appropriateness to Roseburg, feasibility, and timing necessary to initiate.

Mid-Term

- Narrow to a workable and implementable funding package to support costs identified and/or revised in this plan

Estimated Costs

This is very much a process task, requiring research and conversations with City policy- and decision-makers and legal counsel, and discussion with a range of potentially affected stakeholders. Existing staff time to would be needed to vet feasible funding options (e.g., Fee-in-lieu, urban renewal, local improvement districts, capital funds, bonds, grants, etc.).

For the purposes of this discussion, it is assumed that costs would be absorbed internally by the City and through the parking management plan implementation process. These include:

- Internal legal review and recommendation
- Downtown Parking Work Group consideration and recommendation
- Public review and input
- City Council approval

M8 – Implement Routine Data Collection

Action Statement

Develop a reasonable schedule of data collection to assess performance.

Strategy Description

A foundational element of this parking management plan is the facilitation of decision making with accurate data. The Guiding Principles intent to use the 85% Occupancy Standard will require some level of basic data collection, as well as to assist the City and stakeholders to separate the reality of parking performance versus perceived issues.

Parking information can be collected in samples, and other measures of success can be gathered through third-party data collection and/or volunteer processes (to reduce costs).

As such, a system for routine data collection should be established. The system does not need to be elaborate, but it should be consistent and structured to answer relevant questions about occupancy, seasonality, turnover, duration of stay, patterns of use, and enforcement.

Parking information can be collected in samples, and other measures of success can be gathered through third-party data collection and/or volunteer processes. Data can be used by the City and stakeholders to inform decisions, track use, and measure success.

Order of Implementation

Short-Term

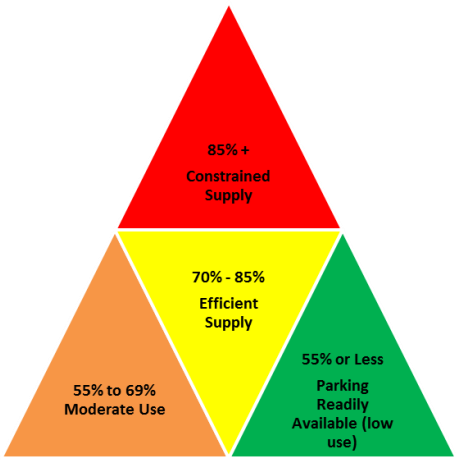
- Work with the Downtown Parking Working Group and City staff to develop a data collection schedule to monitor parking

Mid-Term

- Conduct baseline turnover and utilization study of the on- and off-street systems in downtown.

Long-Term

- Conduct occupancy and/or utilization updates at least every two years.



Estimated Costs

The estimated cost of a data inventory and turnover/occupancy study would range from $20,000 to $25,000 if conducted by a third party. Costs can be minimized in subsequent surveys using the inventory and database developed for the first effort as well as sampling and using volunteers to collect data. Ideally, and over time, parking fund revenue will partially or fully cover the cost of updates.

D3 – Calibrate Parking Rates to Demand

Action Statement

Routinely calibrate current pricing of off-street parking (particularly monthly permit rates) – "performance-based pricing." Over time, routinely adjust permit pricing to the ongoing findings of **Strategy M8.**

Strategy Description

Performance-based pricing uses rates to influence behavior. Facilities with low demand or in less convenient locations are priced lower than those with high demand or near high traffic destinations. Effective use of performance-based pricing results in better distribution of users across facilities, particularly those that are underused. This is a method to strategically manage the off-street facilities for employees and to maximize available stalls and revenue.

Over the course of plan implementation, data derived from routine occupancy assessments can be applied to rate decisions based on actual demand at specific facilities.

Public off-street facilities with excess capacity (after accommodating the long-term stay needs of permit-holders) should also be available to the public to accommodate visitor needs (see the Guiding Principles). To enforce this mixed environment, the garage and public off-street lots should either have a time limit (e.g. signed "4-Hours or By Valid Permit") or charge an hourly rate for non-permit holders.

Order of Implementation

Short-Term

- Price off-street parking based on demand and/or desire to influence behavior and occupancy at certain facilities and adjusting rates, as necessary.
- Determine whether additional data collection is necessary to inform baseline pricing.
- Market program to local businesses and employees.

Mid- to Long-Term

- Routinely assess demand at each off-street parking facility and adjust rates accordingly.

Estimated Costs

Rate systems will likely provide revenue to cover cost of program management.

R1 – Install Consistent Signage in Laurelwood

Action Statement

Update signage package in residential parking management districts (Laurelwood) consistent with **Strategy C1**.

Strategy Description

Signage in the Laurelwood neighborhood is in place, but consultant observations during the field assessment noted that signage is not consistent and there are gaps where signage should be in place but is not.

The Laurelwood neighborhood should be included in the review and redesign of signage recommended in **Strategy C1**.

Order of Implementation

Short-Term

- Initiate a survey of all existing signage and estimate number of new signs based on a standard configuration per affected block face (with **Strategy C1**).
- Include residential signage in broader logo and signage package development process in **Strategy C1.**

Mid-Term

- Integrate new logo into on- and off-street systems and all communications formats (e.g., maps, website, etc.)

Estimated Costs

A stylized "P" logo/brand could likely be developed in-house at a very low cost. A contract with a private graphic designer could involve costs of less than $5,000 for a simple logo/brand. Based on the 2020 inventory of the Laurelwood neighborhood, there are currently 243 stalls that currently require a permit. Using the standard stall package estimated for downtown in **Strategy C1**, new signage costs for this area would range from $14,580 to $18,225.

R2 – Implement License Plate-Based Permitting in Residential Areas

Action Statement

Tie residential permits to specific license plate(s).

Strategy Description

Input from the public and the SAC indicated that there are times when residents with permits forget to display a valid permit in their vehicle and receive a citation in permitted areas. This is a common instance in many other cities as well, creating frustration. In many cases, the citation is subsequently waived.

By requiring that residential permits be tied to a specific license plate or license plates at a residence, this situation can be significantly minimized. Over time, the City could even move to an entirely electronic residential permit—a "virtual permit"—if its enforcement vendor possesses handheld or mobile citation technology, which can also be license plate based. These systems eliminate the need to distribute physical permits and can be set up to allow for issuance of permits in an online format. If successful in the residential application, a similar approach could be explored for other displayed permit contexts (e.g., employee and specialty use permits) that the City offers.

It is recommended that the City explore this approach and move to require it as a function a new third party enforcement vendor will provide as a part of **Strategy M7**.

Order of Implementation

Short-Term

- Incorporate this permit management option within the development of a detailed scope of work for parking and enforcement management services per **Strategy M7**. Implementation of such a system contingent upon a new vendor contract.

Estimated Costs

Costs will be a part of a new parking management/enforcement vendor contract. If program becomes virtual, there should be cost savings associated with both supplies (e.g., hang-tags, stickers) and process.

R3 – Evaluate Residential Permit Rates

Action Statement

Evaluate current residential permit rates to ensure the program is revenue neutral.

Strategy Description

The goal of any residential permit program is to ensure that residents and their guests have priority access on residential streets. To facilitate this, the best practice is to issue residential permits in areas where parking demands from other uses limits access for the priority users. This entails costs to the City. Ideally, the cost of residential permits is set at a rate that:

1. Provides residents and their guests priority access to the curb space but does not facilitate or encourage the storage of vehicles on-street (particularly for homes that already have available garage or driveway space). This encourages congestion rather than influencing the demand that creates congestion, and
2. Covers the cost of administering the program.

In a recent sixteen city survey of residential programs throughout the US and Canada, the consultant found average annual residential permit fees ranged from as low as $0 per year to a high of $144.

The mid-range was about $67. For the mid-range cities, most had cost recovery policies in place to address the outcomes described in (1) and (2) above.

Order of Implementation

Short-Term

- Conduct cost recovery analysis specific to current residential permit program in coordination with permit pricing program developed for employee permits in **Strategy D3**.
- Adjust rates accordingly.

Estimated Costs

New rate systems will likely provide revenue to cover cost of program management.

R4 – Reevaluate Need for No Parking Signage in Laurelwood

Action Statement

Evaluate potential traffic conflict on W. Riverside Drive in the Laurelwood neighborhood.

Strategy Description

Though not specifically a parking issue, the consultant team noticed potential traffic and circulation issues along W. Riverside Drive. As the photo at right shows, parking on both sides of the street appears to create a difficult pinch point, limiting maneuverability for both cars and (potentially) public safety vehicles.

The pinch points may be a factor of confusing signage or a situation that is now allowed (parking on both sides of the street) that should be reviewed.

Again, this is not a parking issue per the focus of this plan but should be addressed by the City's Traffic Engineer, which can inform the new signage package plan referenced in earlier strategies.

3.3 Mid-Term (24 – 48 months)

D4 – Assess ADA Compliance in City-Owned Facilities

Action Statement

Confirm that all City-owned off-street facilities comply with ADA parking requirements.

Strategy Description

All City-owned off-street facilities should be compliant with ADA parking requirements. This may require additional designated ADA stalls, depending on the facility's size, slope, access route planning, signage, and number of stalls. Additional information can be found at:

https://www.ada.gov/restriping_parking/restriping2015.html

Order of Implementation

Short-Term

- Assess compliance with federal and state requirements for ADA parking.

Mid-Term

- Implement necessary improvement as funding allows.

Estimated Costs

Costs associated with this strategy are related to painting, signage, and maintenance of any new ADA-compliant stalls in off-street facilities. These costs could be rolled into an assessment of necessary upgrades recommended for **Strategy D5** and **Strategy D6**, which call for engaging a facilities specialist to conduct physical assessments, develop cost estimates, and outline an implementation schedule.

C3 – Rename Public Off-Street Facilities

Action Statement

Rename all publicly owned/controlled lots by address.

Strategy Description

When communicating location to transient users of an area, the name of parking facilities is extremely important. Names like Shalimar Lot or Phillips Lot do not communicate useful information to users, particularly those who are less than familiar with the downtown. Industry best practices for naming off-street parking facilities suggest using an address or intersection associated with the main auto ingress point to a facility.

Roseburg's current facility identification format is not intuitive or informative. Renaming facilities by address will support the City's broader efforts to make the parking system more intuitive and easier to use.

As an example, Boulder, Colorado does a good job integrating a simple stylized "P" logo with identification of facilities by address—like the 10th & Walnut example at right. This approach easily and intuitively communicates not just a location, but a logo/brand that can be integrated into web communications, apps, wayfinding, and other materials.

Order of Implementation

Short-Term

- Coordinate with integrated signage package development (**Strategy C1**).
- Create budget package for installing new signage at all City owned/controlled lots.

Mid-Term

- Initiate installation of new signage.
- Coordinate new messaging into all communications (maps, app, webpage, etc.)

Estimated Costs

Initial costs would involve changing existing signage and integration in marketing and promotional materials, estimated to range between $12,000 and $16,000 for 6 facilities (assuming non-electric facility identifiers).

3.4 Long-Term (48+ months)

D5 – Implement Parking Garage Improvements

Action Statement

Develop and implement improvements at the downtown public parking garage to enhance its appearance, identity, safety, and pedestrian access.

Strategy Description

The City's public parking garage is truly an asset and opportunity moving forward. It is important to think of parking garages as an enduring resource, give that they are structured and intended to have long use lives (50-70 years). In other words, they are a stable and reliable asset when contrasted with surface parking which is intended "to go away" to make room for new buildings and land uses as Downtown grows. As such, this 299 stall garage should be a center piece for the City's off-street parking program; serving (according to the Guiding Principles) a diverse mix of users that includes employees, downtown residents and visitors needing longer term stay options.

As we noted in the physical assessment of the City parking system and the garage (see **Appendix A**), the garage is not well lit and there is graffiti along some of the walls and stairwell. This environment is not welcoming and leads to a feeling of being unsafe. These observations have been repeatedly confirmed in SAC work sessions and from comments provided in the Public Open Houses and online survey. The SAC concluded that upgrades to the garage's operating systems are critical to the City's ability to attract new users and establish a sense of safety and convenience.

It is recommended that the City engage in a facility review of the garage and develop an action plan and budget to implement improvements. At minimum, the following should be evaluated:

- Lighting/lamping upgrades (particularly in ingress/egress areas, stairwells, lobbies, and elevator plazas)
- Interior and external Signage upgrades (as developed in **Strategy C1**)
- Potential use of awnings as entry plaza identifiers
- Waterproofing needs (if any)
- Elevator improvement
- Interior and exterior paint upgrades
- Deep cleaning of pedestrian stairwells, lobbies, and entry/exit plazas.

Order of Implementation

Mid-Term

- Engage a consultant to conduct physical assessment, outline needed upgrades, estimate costs, and prepare an implementation schedule that is compatible with City funding.
- Initiate upgrades.

Long-Term

- Complete upgrades as funding permits.

Estimated Costs

Given the range of improvements that may be necessary to implement it is difficult to estimate what a full capital upgrade to the garage might be. To that end, we would recommend engaging a third-party facilities management/maintenance consultant to assess the garage and lay out both costs and a potential plan for phasing improvements (which would be based on availability of City funds). The City could add into this engagement an ADA compliance evaluation (**Strategy D4**) and additional assessments of the public surface lots (**Strategy D6**) We would estimate that such an assessment would be in the range of $18,000 to $22,000.

D6 – Implement Surface Lot Improvements

Action Statement

Bring all City-owned surface parking lots up to a uniform standard.

Strategy Description

Given the proximity of the five City-owned parking lots to the downtown core, it is recommended that all lots maintain the same high standards for paving, striping, lighting, signage, and overall appearance. Consistency among the lots will support a positive and convenient user experience and reinforce the logo and messaging approach recommended in **Strategy C1**.

Order of Implementation

Mid-Term

- Coordinate with **Strategy D5** assessment(s).
- Evaluate and prioritize City lots for upgrades.
- Determine improvements and budget costs.
- Initiate upgrades as funding permits.

Long-Term

- Complete upgrades as funding permits.

Estimated Costs

These costs could be rolled into an assessment of necessary upgrades recommended for **Strategy D4** and **Strategy D5**, which calls for engaging a facilities specialist to conduct physical assessments, develop cost estimates, and outline an implementation schedule.

D7 – Implement On-Street Paid Parking in Highest Demand Areas

Action Statement

Strategically phase to multi-space pay-stations or single head smart meters in areas where demand exceeds 85% and based on ability to fund. Means to fund such an upgrade should be determined in **Strategy P4**, supplemented by data in **Strategy M8**.

Strategy Description

One of the key goals of the strategies developed for implementation in earlier phases is to prioritize Downtown on-street parking for customers and visitors. If these strategies have the desired outcome of encouraging employees and long-term visitors to park off-street or out of the core, time-limited parking in Downtown with an effective enforcement program may be adequate to ensure that customers and visitors are able to find parking relatively easily within a short-walk of their destination. This cannot be known until all strategies are put into place and parking utilization data is collected.

However, following implementation of all strategies outlined in this plan for Downtown, parking occupancy data may demonstrate that areas of the Downtown Core routinely exceed 85% occupancy levels during peak periods, limiting parking availability for customers and visitors. Best practice consistently demonstrates that when parking demands begin to exceed the 85% occupancy threshold, implementing on-street paid parking (or increasing on-street paid parking rates) is the most effective way to manage demand and ensure that the greatest number of customers and visitors can be served by the limited number of Downtown on-street parking stalls. In a paid parking system, employees and long-term guests have a strong economic signal to park off-street or in other lower-costs long-term parking areas. The most convenient on-street parking stalls are therefore prioritized for short-term customer and visitor trips, allowing each stall to serve a higher number of vehicles per day on average, contributing to a thriving Downtown.

Due to the costs of installing and maintaining on-street paid parking infrastructure, the strategy is best deployed only when demands reach a point where it is starting to become difficult to find parking in Downtown. This helps to ensure that when paid parking is implemented, the system can pay for itself, and over time, fund additional parking and transportation improvements in Downtown.

Funding Considerations

During the consultant review of parking finances, estimates of annual revenue generated from existing meters is approximately $26,000. This low number may be the result of several factors: current rates, the age and operability of the coin only function of the existing meters, the high number of unregulated stalls within the Downtown Study Area boundary, and their location outside the highest demand area (what is now the downtown free zone). The difficulty for Roseburg moving forward will be the cost associated with a transition to new parking meter technology and determining if demand is sufficient to cover the cost of the new technology at reasonable rates.

As an example, the cost of replacing the same number of paid parking stalls (262 spaces) would be in the range of $290,000 (assuming multi-space pay stations)[25]. The example budget shown provides estimates based on the consultants' recent work in evaluating financial feasibilities of new smart meter systems in other cities (e.g., Salem, OR and Leavenworth and Everett, WA).[26]

The intent of the expense *and* revenue analyses in the example cities was to determine if the revenue generated through the upgrade would cover the estimated cost to install and operate. In each of the example cities, this was the case, based on the actual demand data available. As such, no other sources of funding were needed to supplement the upgrades.

[25] For discussion purposes, given that 262 existing stalls are now metered.
[26] The example here is only for illustrative and discussion purposes as it is based on averages for such projects in other cities. Its conclusions should only be used to better understand potential outcomes and is not provided as a definitive estimate of cost for the City.

As the example shows, the annual debt cost for such a technology upgrade would be in the range of $73,000 per year, carried over an assumed 5-year financing horizon[27]. There would be an additional annual operating cost of about $64,032 per year to cover maintenance, equipment repair and associated back office fees that come with smart meters (e.g., operating supplies, software support, credit card fees, etc.). In total, the cost side of an upgrade using these assumptions (262 stalls metered) would total $135,000 annually through the first five years, dropping in year six as debt is relieved. Of course, these numbers are only examples and could be lower depending on size of area metered and type of equipment selected.

Debt to Carry (*Example Only*)	
Parking Stalls Metered:	262
Meters to Purchase	29
One-Time Costs	
• Meter System	$189,222
• Signage	$3,144
• Installation	$7,540
• Existing Meter Removal	$13,100
Warranty (5 years)	$78,600
Total Debt to Carry (5 years)	$291,606
Total Debt @ 5% financing	**$364,508**
Annual Debt Expense (over 5 years)	**$72,902**

What is missing in the example above is potential revenue that could be generated using this technology. In the cities used to create the example, occupancy and use data was available which was translated into revenue generation estimates using various rate scenarios and actual observed visitor activity. The intent of the expense and revenue analyses in the example cities was to determine if the revenue generated through the upgrade would cover the estimated cost to install and operate. In each of the example cities, this was the case, based on the actual demand data available. As such, no other sources of funding were needed to supplement the upgrades and demand was high enough to cover debt/operating costs at reasonable rates.

What is lacking in Roseburg is data related to actual use, which makes forecasting revenue speculative, leaving us no insight into the net difference between estimated debt/operating cost and potential revenue. To this end, we would recommend that the decision to move to new meter technology be strategically phased using on-street use data collected as part of **Strategy M8**, supplemented by funding options developed in **Strategy P4**. To this end, a decision to move to smart meter technology would be based on good data, revenue projections, and demand, all best practice criteria.

Order of Implementation

Immediate

- Complete **Strategy D1** and **Strategy D2** to determine time limit format for downtown.

Short- to Mid-Term

- Conduct occupancy and use data collection for, at minimum, on-street stalls in the downtown parking management district (**Strategy M8**).
- Use data findings to determine when demand is sufficient to move some level of paid on-street parking (e.g., in newly identified Downtown Central Core).
- Discuss and determine preferred technology type (pay-station or single head smart meter).
- Finalize as necessary other funding options evaluated in **Strategy P4** that might be necessary to forward an upgrade to smart meter systems.

Long-Term

- Solicit vendor proposals for new payment technology
- Receive cost proposals from vendors
- Select vendor
- Implement transition plan
- Expand paid system as demand and funding allows

[27] Single head smart meters could be lower in cost (in the $200,000 range) but would continue the pattern of lots of meter poles in the pedestrian amenity space (which is an urban form question).

Estimated Costs

Costs of new smart meter equipment is high. Roseburg should investigate all scenarios to determine the most beneficial and cost-effective formats for implementing this type of technology upgrade. Estimated costs for will range based on technology selected, vendor costs and size of supply. Estimates from projects recently completed in the Pacific Northwest are provided below.

- Multi-space meters $6,000 - $8,000 per unit (exclusive of indirect costs)
- Single Space Meters $600 - $800 per unit (exclusive of indirect costs)
- Data collection See **Strategy M8**

4. Summary

Roseburg is one of Oregon's top destination cities, nestled in the beautiful Umpqua Valley and possessing a small-town charm. The City is envisioned to grow, resulting in potential constraints in the downtown parking system which calls for more coordinated and strategic management. The strategies recommended in this report offer a toolbox of methods with which Roseburg can manage its parking-related challenges that come with a successful downtown.

This report recommends parking management strategies that directly address these issues through observation, best practices assessments, research, and stakeholder input. Strategies follow a logical order of implementation, from immediate, near, mid, and long-term, with estimated costs where appropriate. It is hoped that portions of this plan can be implemented as expediently as possible.

Appendix A: WP #1 - Parking Inventory and Field Assessment

White Paper #1: Parking Inventory & Field Notes

September 2020 (v1)

1.1 Study Areas

Per input from the City of Roseburg, the 2020 inventory boundaries were drawn to represent parking supplies in the downtown and in the Laurelwood area (near downtown). **Figures A** and **B** provide an illustration of the two study areas. Note that the inventory boundaries for the downtown and Laurelwood neighborhood were utilized strictly for data collection purposes only and do not necessarily reflect corresponding boundaries associated within current policy and/or code.

1.2 Parking Inventory (Supply)

Rick Williams Consulting (RWC) senior staff inventoried all on-street parking within the Downtown and Laurelwood inventory study areas on August 18, 2020. During the inventory, all spaces were catalogued by block face and time limit designation (on-street). On the same day, each of the six (6) City-owned off-street parking facilities were evaluated for stall count and physical condition.

Where physical stall markings were not in place, RWC used measuring wheels to estimate stall capacity. RWC uses a 23-foot standard to calculate stalls on blocks that are not marked or striped. RWC also accounts, in this type of measurement, for sight lines, turn radius for curb cuts, and things like fire hydrants to ensure that stall inventory estimates are both accurate and cognizant of actual operational functionality within a street's circulation system.

In total, the Downtown parking inventory is comprised of 1,365 publicly owned stalls, including 822 on-street stalls and 543 off-street stalls located in six (6) public facilities (5 lots/1 garage). The Laurelwood on-street parking inventory totals 261 on-street stalls. The complete area inventories are summarized in detail in the following sections.

Figure A: 2020 Downtown Parking Inventory Study Area

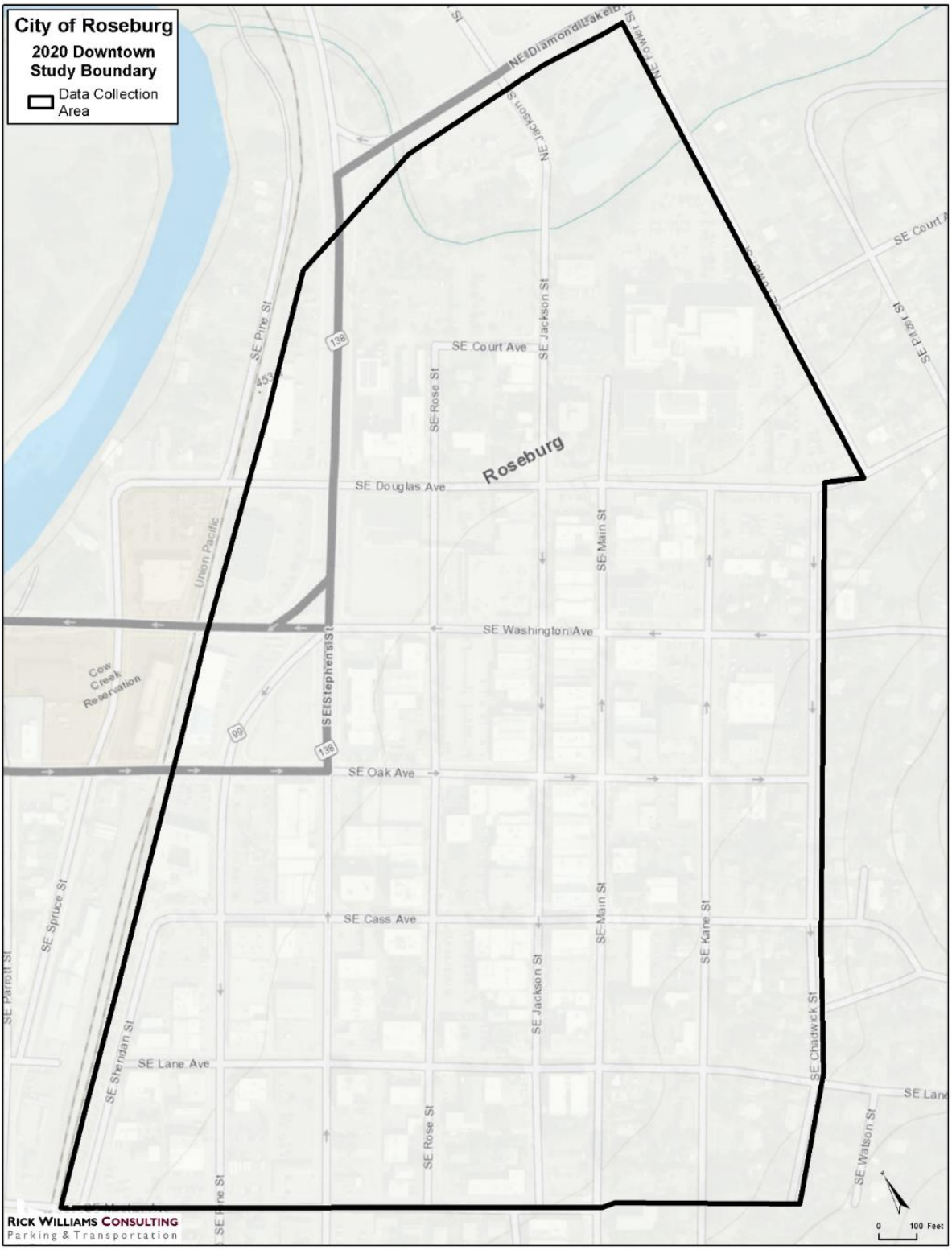


Figure B: 2020 Laurelwood Inventory Study Area

Downtown

On-Street Parking

The on-street system is comprised of several stall types which can largely be separated by pay-to-park (coin meter), unmetered (no fee charged), and uniquely signed special use spaces (e.g., ADA accessible).

There are 822 total on-street parking stalls within the Downtown study area. Of this total, 262 (31.9%) are metered pay-to-park, while the remaining 560 (68.1%) are unmetered. Most unmetered stalls have no time restriction (424 stalls), which allow unlimited parking. Of these stalls, 322 (39.2% of total) are in the Downtown Free Parking Zone – Employee Parking Prohibited and 102 (12.4% of total) are unrestricted (no signage). The remaining unmetered stalls consist of 10-Minute (16 stalls), 15-Minute (7 stalls), 30-Minute (4 stalls), 1-Hour (17 stalls), 2-Hour (73 stalls), and special use (19 stalls). Pay-to-park stalls, which all have single head, coin-operated meters, consist of 2-Hour (156 stalls), 3-Hour (13 stalls), 5-Hour (15 stalls), and 10-Hour (78 stalls). The complete breakout of stalls by type in the downtown is summarized in **Table 1.**

Parking is enforced mostly Monday through Friday, with some stalls including Sunday, over a variety of hour ranges including 8:00 AM to 5:00 PM (12 stalls), 8:00 AM to 6:00 PM (35 stalls), 9:00 AM to 4:00 PM (1 stall), 9:00 AM to 5:00 PM (36 stalls), and 9:00 AM to 6:00 PM (234 stalls).

According to the City of Roseburg, enforcement hours of the Downtown Free Parking Zone stalls are from 9:00 AM to 5:00 PM, Monday through Saturday (322 stalls). Of the Downtown Free Parking Zone stalls, 14 stalls are also enforced from 1:00 AM to 5:00 AM. Sunday enforcement hours consist of 7:00 AM to 2:00 PM (3

stalls) and 9:00 AM to 2:00 PM (12 stalls), with most parking being free and unregulated all day. The remaining 153 stalls have no known enforcement hours associated with them.

Table 1: Downtown on-street parking supply by stall type and restriction

Stall Type	All	% Total	Metered	Unmetered	Signed Or by permit
On-Street Supply	**822**	**100.0%**	**262 (31.9%)**	**530 (64.5%)**	**30 (3.6%)**
10 Minute	16	1.9%	-	16	-
15 Minute	7	< 1%	-	7	-
30 Minute	4	< 1%	-	4	-
1 Hour	17	2.1%	-	17	-
2 Hour	229	27.9%	156	43	30
3 Hour	13	1.6%	13	-	-
5 Hour	15	1.8%	15	-	-
10 Hour	78	9.5%	78	-	-
Downtown Free Parking Zone[1]	322	39.2%	-	322	-
Unrestricted No Signage	102	12.4%	-	102	-
ADA accessible	15	1.8%	-	15	-
RV & Trail Parking Only	3	< 1%	-	3	-
Veteran Service Van Parking Only	1	< 1%	-	1	-

Figures C and **D** provide a detailed mapping of each of the 822 identified on-street stalls within the downtown inventory study area. Given the complexity of detail (and for readability) in the mapping, the inventory was divided in half for the area north and south of SE Washington.

[1] Employee Parking Prohibited

Figure C: Downtown on-street parking supply by stall type and restriction, North of SE Washington Avenue

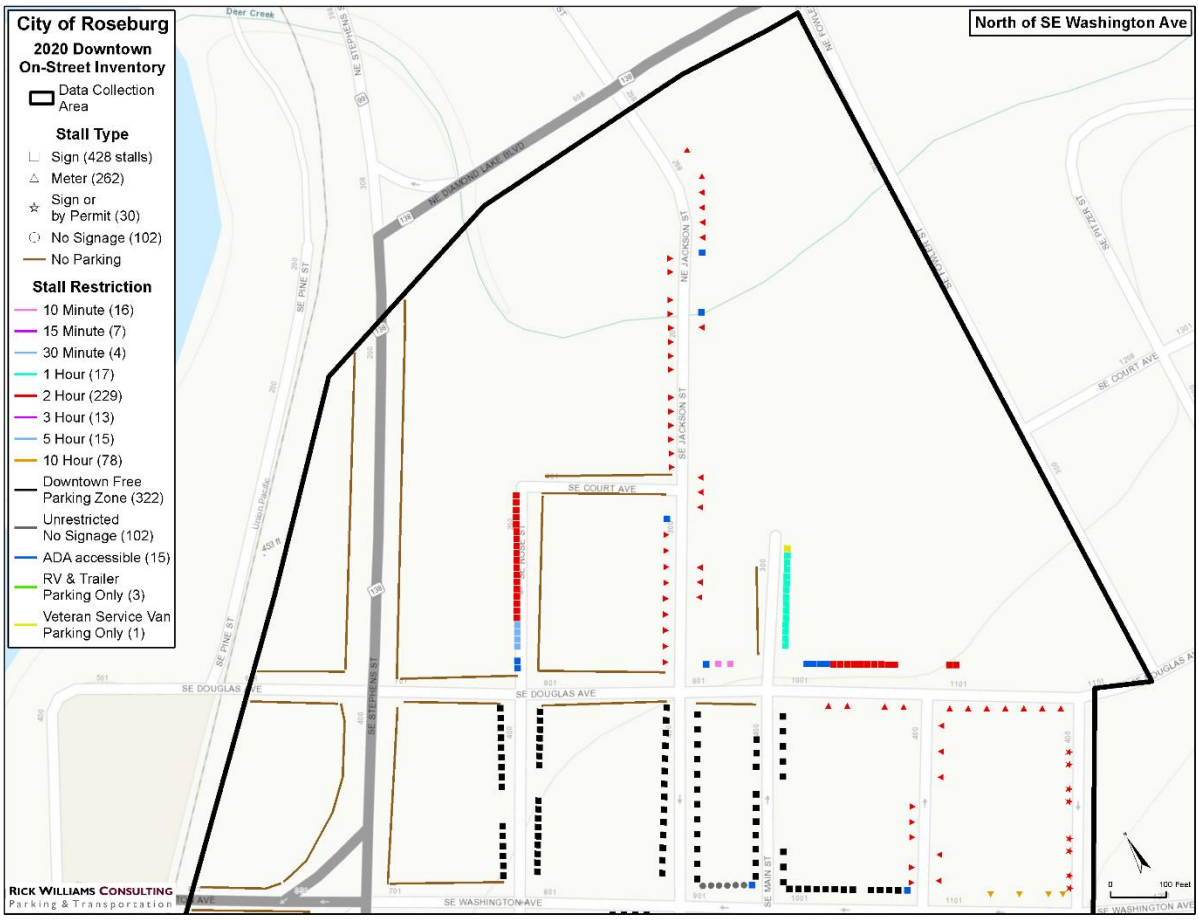
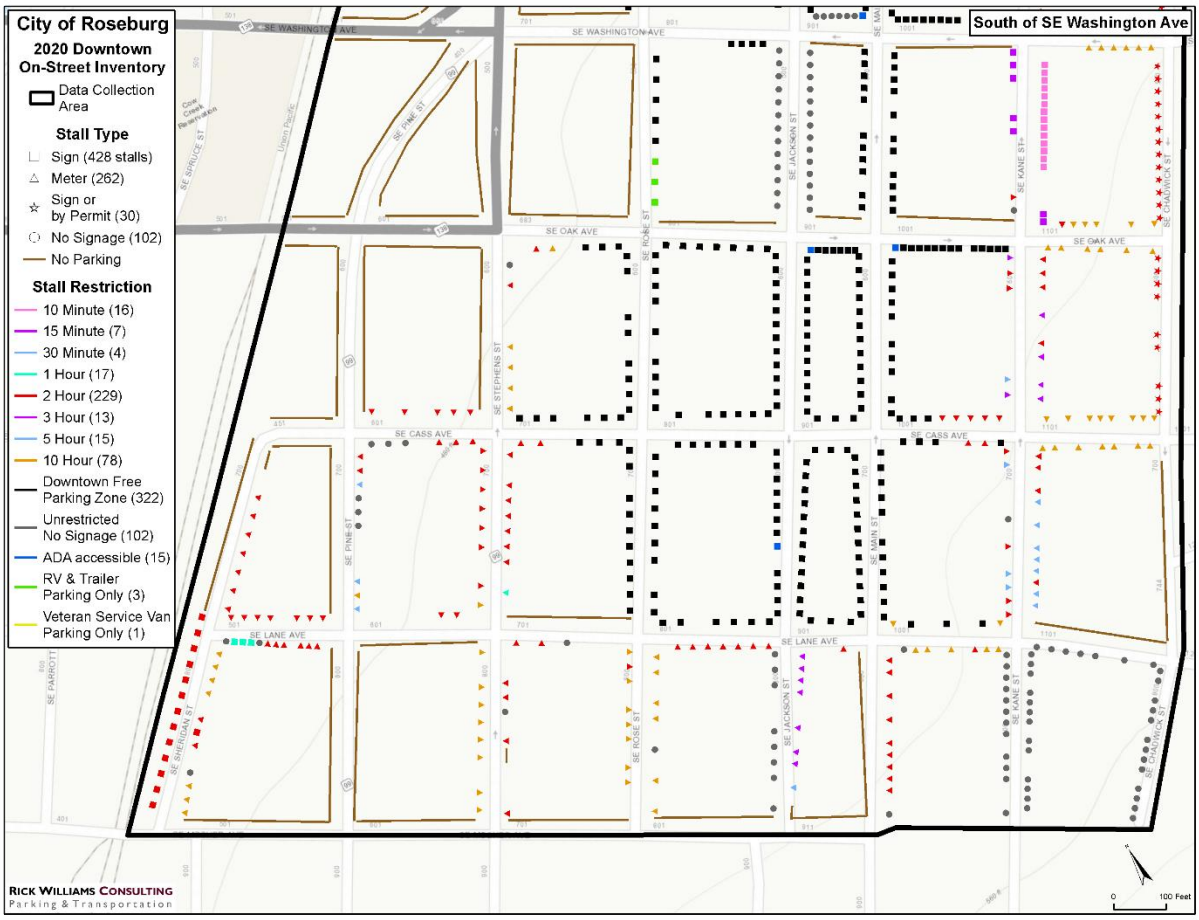


Figure D: Downtown on-street parking supply by stall type and restriction, South of SE Washington Avenue



Off-Street Parking

The City owns six (6) off-street sites in the downtown inventory study area and all are publicly accessible. These sites total 543 stalls. The location of these sites is illustrated in **Figure E**.

Of this total, two (2) City lots provide free (including the ground-level of the parking garage), unlimited parking to the public, with a combined 221 stalls (about 41% of all off-street parking downtown). The remaining 322 stalls consist of permit (240 stalls), employee (55 stalls), and special use (27 stalls) parking only. This is summarized in **Table 2.**

Table 2: Downtown off-street parking supply by stall type (combined supply)

Stall Type	Stalls	% Total
Off-Street Supply Collected (6 sites)	**543**	**100.0%**
Permit Parking Only	238	43.8%
Permit Parking Only Oversize Vehicles	2	< 1%
City Employee	53	9.8%
Employee Only	2	< 1%
2 Hour Public Safety Center Event Parking Only or by Permit	17	3.1%
Unrestricted No Signage	221	40.7%
ADA accessible	8	1.5%
Electric Vehicle	2	< 1%

The largest City facility is the Parking Garage (299 stalls), located at the corner of SE Washington and SE Rose. The smallest is the Shalimar Lot (19 stalls), located mid-block on the west side of SE Stephens, between SE Cass and SE Lane. All the off-street sites, except for the Free Parking lot (at the Corner of SE Cass and SE Rose), are primarily allocated to quarterly permit parking and employee parking. Of these sites, three (3) dedicate 100% of their parking supply to permit parking (Armory Lot, Shalimar Lot, and Phillips Lot).

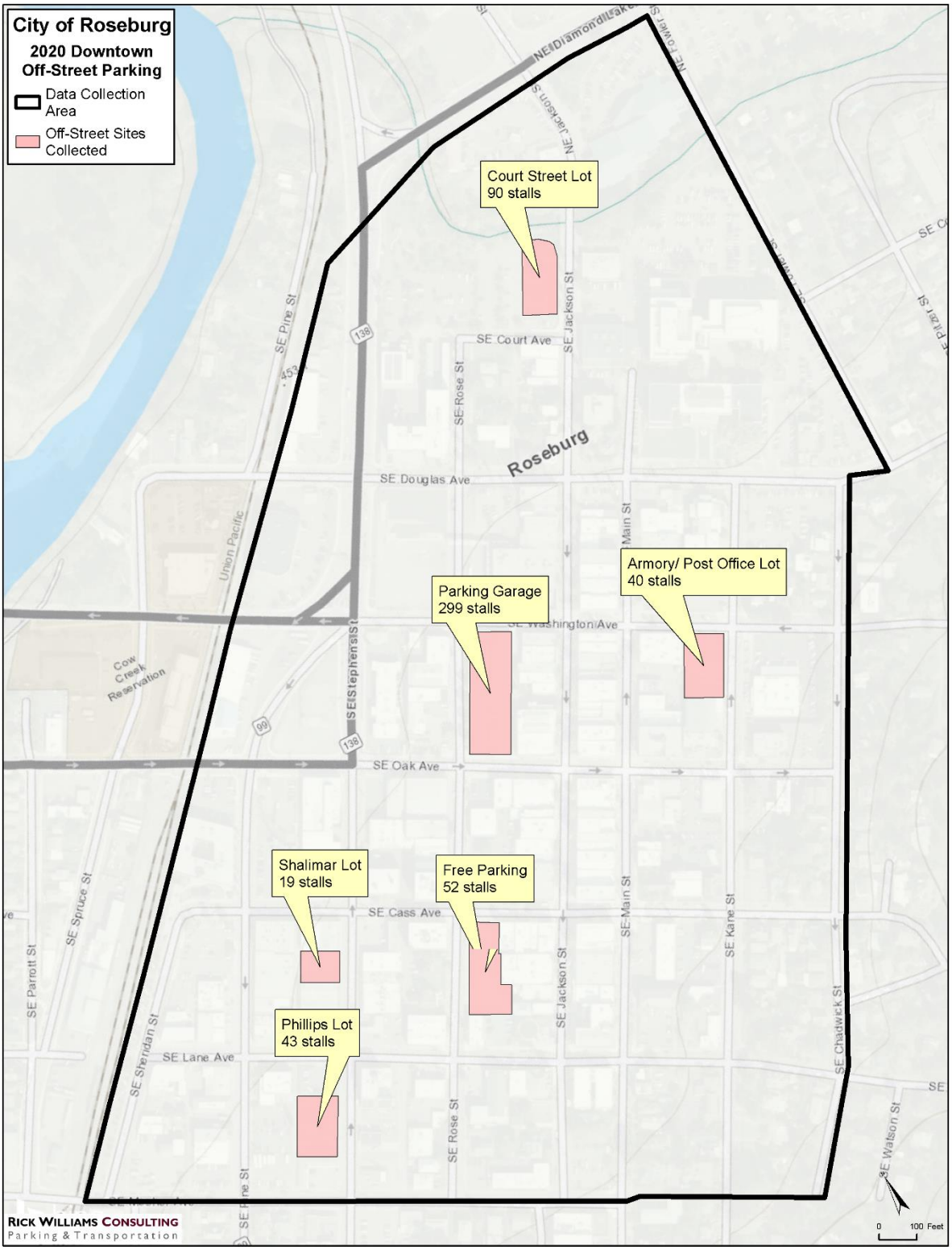
Table 3 provides a breakout of each lot by types of uses and fee (where applicable).

Table 3: Downtown off-street by site, stall type, and permit cost

Stall Type	Court Street Lot	Parking Garage[2]	Armory Lot	Free Parking	Shalimar Lot	Phillips Lots
Permit Cost per Quarter	**$51.00**	**$66.00 $51.00 $75.00**	**$72.00**	**-**	**$75.00**	**$66.00**
Off-Street Supply Subtotal	**90**	**299**	**40**	**52**	**19**	**43**
Permit Parking Only	17	119	40	-	19	43
Permit Parking Only Oversize Vehicles	-	2	-	-	-	-
City Employee	53	-	-	-	-	-
Employee Only	-	-	-	2	-	-
2 Hour Public Safety Center Event Parking Only or by Permit	17	-	-	-	-	-
Unrestricted No Signage	-	173	-	48	-	-
ADA accessible	3	3	-	2	-	-
Electric Vehicle	-	2	-	-	-	-

[2] Parking permit costs per quarter are shown for the second, third, and oversized floor, respectively.

Figure E: Downtown off-street parking supply by site and stall count



Laurelwood

On-Street Parking

The residential area is comprised of 261 on-street parking stalls, most of which are dedicated to Residential Permit Parking use (93.1%). The remaining stalls consist of no time restriction (16 stalls with no signage) and Park Use Only (2 stalls). Parking is enforced during school days from 8:00 AM to 2:00 PM at Residential Permit Parking stalls only. Parking is also enforced Monday through Friday from 4:00 AM to 6:00 PM on W Bellows Street between SW Washington Avenue and W Finlay Avenue, which allows for no parking through the corridor. However, an additional 42 stalls with no time restriction become available after the enforcement hours.[3] Parking is free and unregulated all day on non-school days, Saturday, and Sunday.

Table 4 summarizes the parking supply within the Laurelwood inventory study area.

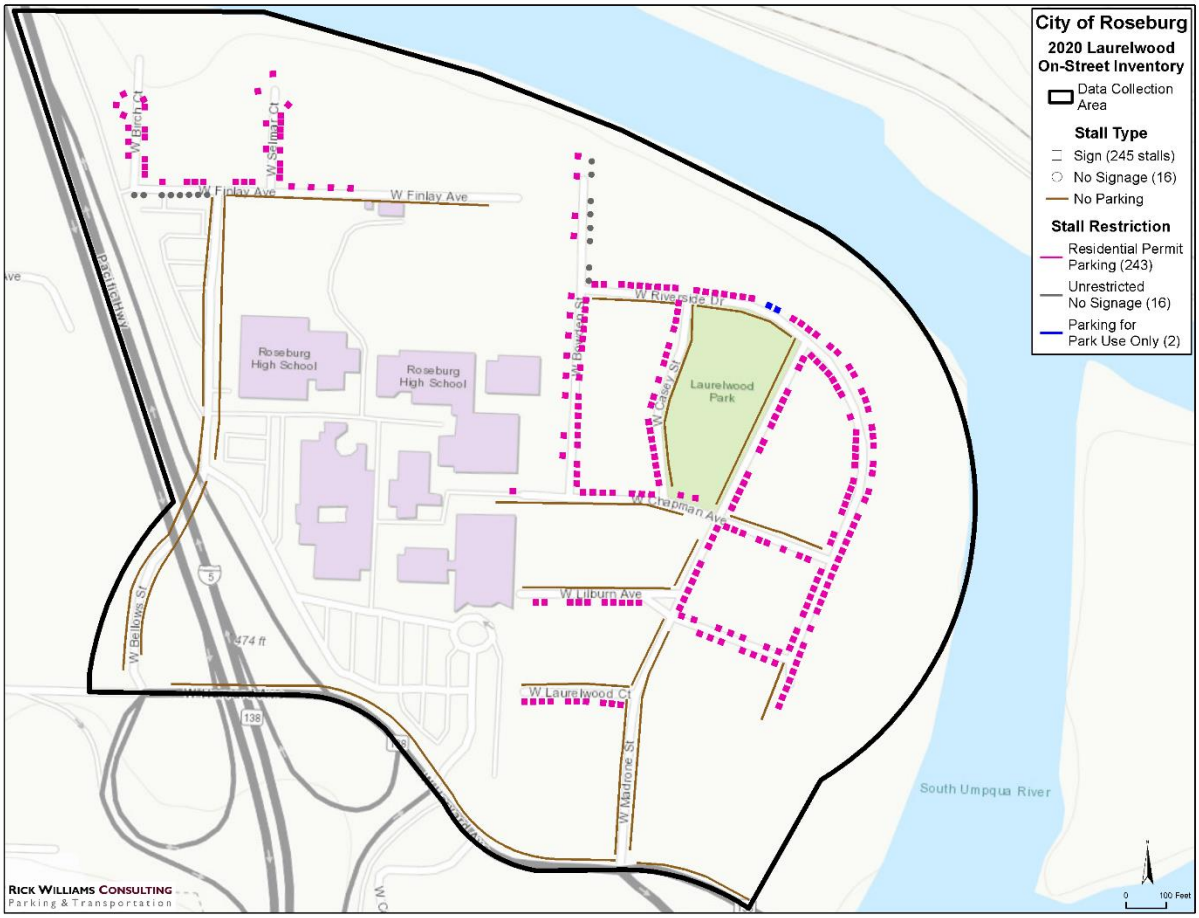
Table 4: Laurelwood on-street parking supply by stall type and restriction

Stall Type	Stalls	% Total
On-Street Supply	**261**	**100.0%**
Residential Permit Parking Only	243	93.1%
Unrestricted No Signage	16	6.1%
Parking for Park Use Only	2	< 1%

Figure F provides a detailed mapping of each of the 261 identified on-street stalls within the Laurelwood inventory study area.

[3] For inventory purposes, this area is restricted to no parking for the majority of a typical day and is noted as such.

Figure F: Laurelwood on-street parking supply by stall type and restriction



1.3 Field Notes

Downtown - Overview

Downtown Roseburg is a beautiful and historic Main Street city located in the scenic Umpqua River Valley of Southern Oregon. The Downtown features several street amenities including hanging flower baskets, city maps, community art, ADA curb cuts, and bicycle racks. These features compliment historic buildings along Main street, which create a very walkable downtown serving a diversity of businesses. The photo montage below illustrates the variety and quality of these streetscape amenities.

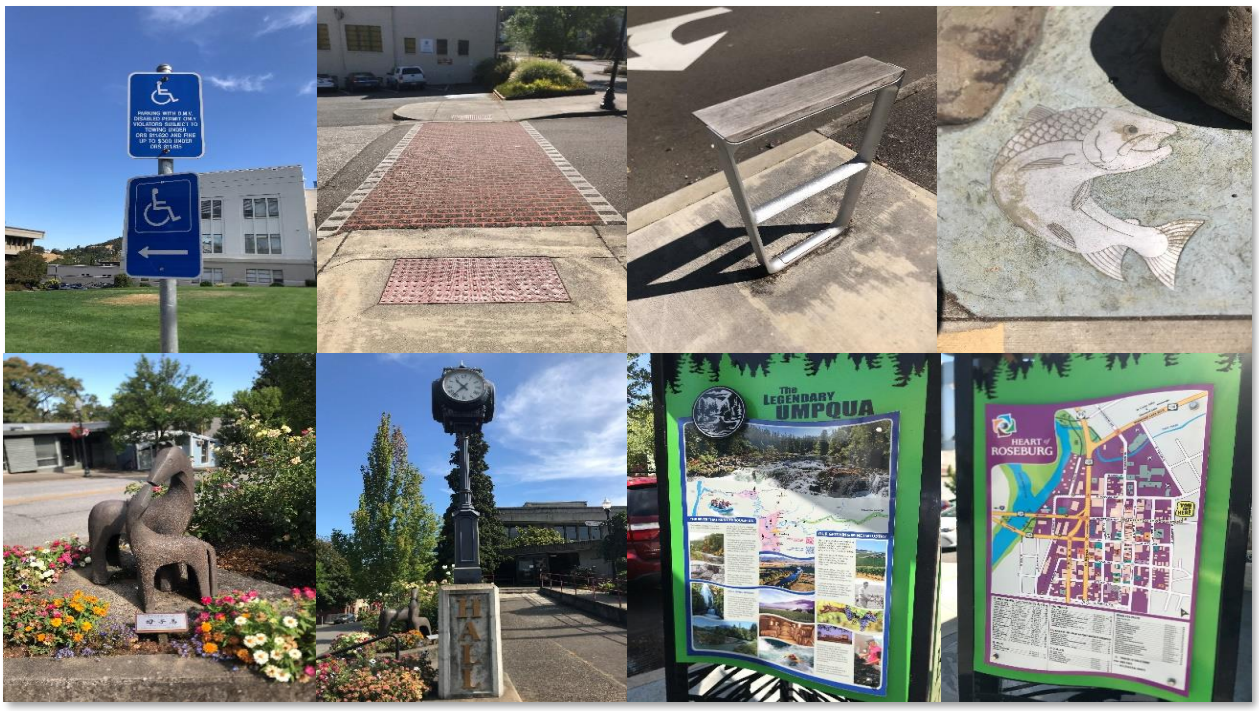
On-street parking Downtown on-street parking is well striped, creating an ordered system for drivers where allowed parking is easily identified(see photo at right). Drivers can park downtown in the 'free zone' which allows drivers to park on-street without having to pay nor adhere to a time stay. However, the boundary of the free zone is irregular and confusing as meters/time stays may begin in the middle of a street abutting the free zone.4 Further, the on-street signage is also confusing, unclear, and not consistent. Overall, the parking occupancy of the on-street system was moderation the day of the inventory5. The highest on-street occupancy observed occurred in the free zone.

From visual observation, use appeared to be in the range of 50%-60%of supply, which is seen as moderate/adequate from an industry perspective (see graphic at right).

The free zone allows for free all day long-term parking near many retail shops along the main street. Single-head meters are on the periphery of the downtown, and in some instances are in front of single-family housing units. The meters are older and outdated coin-operated meters which do not allow for credit/debit card nor smartphone transactions, which (based on industry findings) is the preferred method of payment by users. The time-limits for the meters are inconsistent throughout the inventory and along single blackfaces, varying from 2 hours to 10 hours. Therefore, street signage did not always comport with the actual meter time-limit sat a location. Rates also varied, along with enforcement hours. Recorded enforcement hours from meters included 8:00 AM-6:00 PM and 8:00 AM-5:00 PM (9 and 8 hours, respectively) allowing for enforcement gaps for 10-hour metered stalls. This can be frustrating to customers and communicates a confusing message overall. The photo montage below shows the range of meter type and quality. A further examination of the meters, meter location, corresponding signage and enforcement would benefit the on-and off-street systems. Off-street parking

4See map of Downtown Free Parking area in Appendix at the end of this document.

5Observations were completed in August 2020 with some COVID-19 restrictions in place.



a location. Rates also varied, along with enforcement hours. Recorded enforcement hours from meters included 8:00 AM-6:00 PM and 8:00 AM-5:00 PM(9 and 8 hours, respectively) allowing for enforcement gaps for 10-hour metered stalls. This can be frustrating to customers and communicates a confusing message overall. The photo montage below shows the range of meter

type and quality. A further examination of the meters, meter location, corresponding signage and enforcement would benefit the on-and off-street systems. Off-street parking

Downtown - Parking

Off-street parking

Like the on-street system, the six (6) public off-street lots and parking garage were largely underutilized at the time of observations (refer to **Figure E** Downtown off-street parking supply). Not surprisingly, the free zone lot, which is essentially an off-street extension of the on-street free zone, is the most occupied of the off-street lots. The lower level of the parking garage allows for visitor parking, while the two upper levels are permit only.

The Parking Garage is centrally located in downtown, however, not well utilized. It is not well lit and there is graffiti along some of the walls and stairwell. This environment is not welcoming and leads to a feeling of being unsafe.

The Court Street lot is divided into City employee parking, permit holders and public safety events parking, although the signage is somewhat confusing. The Armory lot, also a permit lot, is relatively well utilized. Finally, the Shalimar and Phillips permit lots had very low occupancies. Overall, the six (6) lots are well striped on smooth pavement. Signage is well marked but inconsistent and, at times, confusing. There is not a unifying City brand for the off-street lots.

Of the six (6) public off-street lots, the free zone lot and the Armory lot appeared to have the highest usage[4]

Free Zone Lot

Parking Garage

Philips Lot

Laurelwood - Parking

[4] Observations were completed in August 2020 with some COVID-19 restrictions in place.

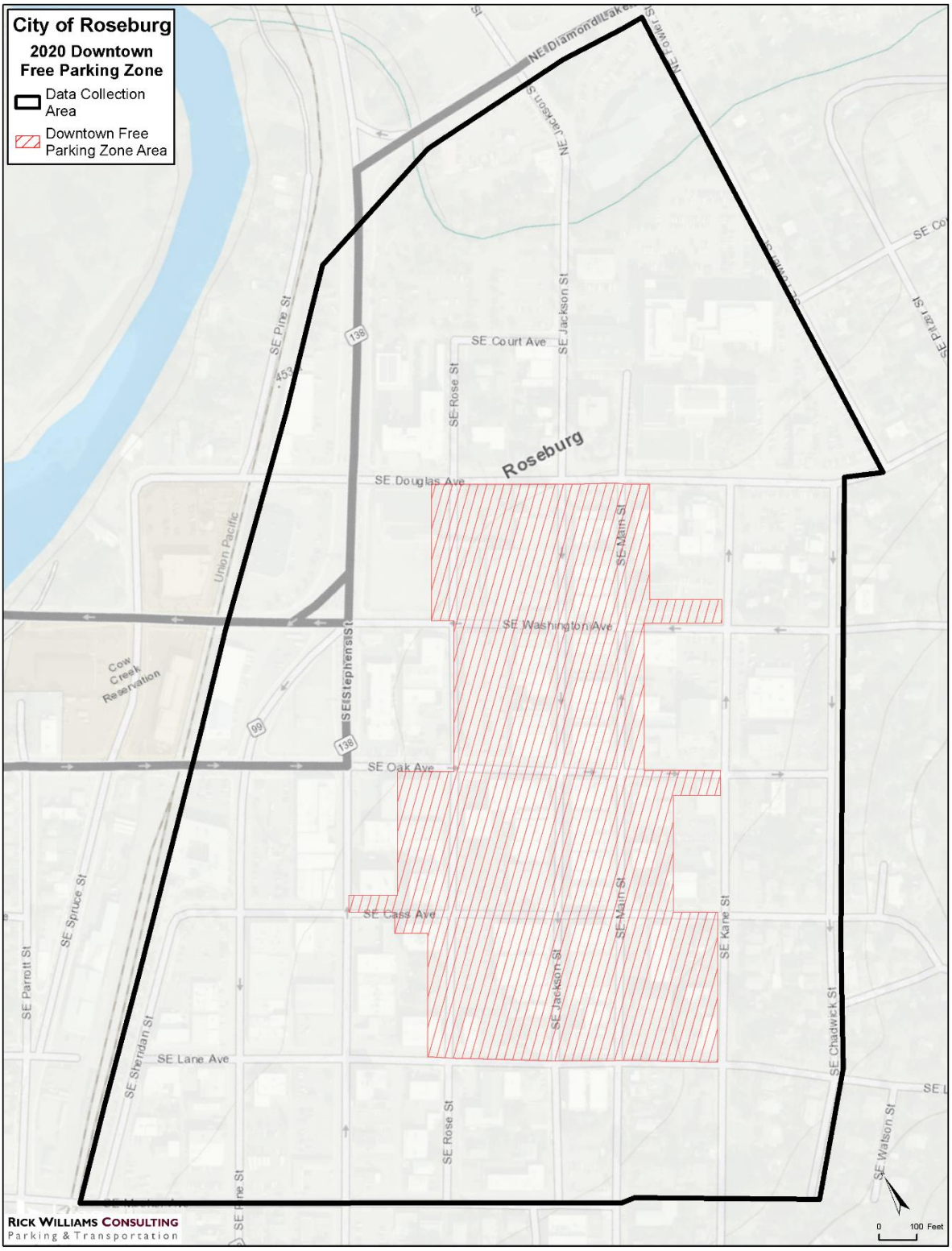
The Laurelwood neighborhood near the local high school and Chadwick street, abutting the downtown area, are both part of Residential Permit Programs (RPP).

The street signage reflects that permitholders are prioritized for the on-street system. In the Laurelwood neighborhood, the residential permit stalls are enforced from 8:00 AM – 2:00 PM during school days. Overall signage is apparent in most areas, however, there are some gaps as well as confusing signage, which could lead to unwarranted parking tickets. Chadwick street signage is straightforward (2-hour parking or by residential permit).

Overall, the RWC survey staff observed several promising elements of the on- and off-street parking systems. Further investigation and ultimately strategic recommendations will help modernize the systems allowing for an effective and efficient parking experience for all users.

Appendix A

Figure G: Downtown Free Parking Zone area



Appendix B: WP #2 – Review and Assessment of Policy and Code

White Paper #2: Review and Assessment of Policy and Code

September 2020 (v1)

1.1 Purpose

The description of services for the Roseburg Downtown Parking Assessment calls for a review of the current Roseburg Municipal Code (RMC) regulations regarding the City's parking program and provide recommendations for amendments to help facilitate a more successful parking program. Current RMC regulations for parking are in Title 8, Chapter 8.02 - TRAFFIC CONTROL AND GENERAL PARKING REGULATIONS and Chapter 8.04. – PARKING IN DOWNTOWN PARKING DISTRICT, Chapter 8.06 - ON-STREET PARKING EXEMPTIONS, and Chapter 8.08 - PARKING FINES AND ADDITIONAL REMEDIES.

This Section will summarize the consultant's review of the parking code and recommendations for additions and revisions to the current code. The review will also propose several parking policy elements that will be beneficial to, and supportive of, specific code sections. The recommendations herein will also be referenced in the Recommendations and Implementation Plan.

1.2 Background

One of the most significant challenges of managing a municipal parking system is trying to accommodate the needs of competing user groups. The parking system simply cannot serve all users' needs equally, particularly when the demand for a space occurs during similar peak times. Parking is a scarce and costly resource that needs to be prioritized for the highest and best use.

With a clear understanding of who has priority to a parking spot, polices can be developed that "get the right user to the right space." This outcome should be reflected both in a city's parking policy framework and, subsequently in its code regulations which are established to ensure parking priorities are delivered.

Knowing there is a limited supply of parking, city parking managers must make decisions regarding who should get priority access to specific stalls. Further, when one group is not prioritized, city parking managers must consider how and in what form their parking needs should or should not be accommodated. Industry best practices emphasizes that there should be high clarity and agreement in identifying priority users of the parking system, particularly for publicly controlled on- and off-street resources. With a clear understanding of who has priority to a parking spot, policies can be developed that "get the right user to the right space." This outcome should be reflected both in a city's parking policy framework and, subsequently, in its code regulations which are established to ensure parking priorities are delivered.

The following analysis provides an overview of recommendations for revisions to Title 8 of the Roseburg Municipal Code related to parking management and program delivery. The intent here is to augment policy guidance and clarify regulatory standards within the code.

1.3 Title 8 Parking Code Review

Find below specific references in Title 8, Sections 8.02 - Traffic Control and General Parking Regulations and 8.04 – Parking in Downtown Parking District, that could be refined/modified to create a more direct functional relationship between the City's overall management of parking and intent to support a more efficient and successful downtown.

Policy Guidance – Purpose and Intent

8.02.010 - Traffic laws—State statutes adopted.

Based on the premise that growth in the downtown will require an integrated and comprehensive package of strategies to respond to growth, it will be important to establish clear priorities necessary to facilitate an efficient and successful parking program. Without clear and consensus priorities, it becomes difficult to initiate solutions requiring changes to the parking system (and the status quo) and form partnerships between stakeholders that facilitate success.

Consultant Finding:

At present, Title 8, Chapter 8.02 of the code does not include any reference to parking policy priorities. It does reference policy related to traffic laws in 8.02.010, stating "it is the policy of the City to conform its traffic laws as closely as feasible to the traffic laws of the State of Oregon." The 1999 Downtown Roseburg Master Plan[1] provided parking focused guidance for the downtown system and was heavily weighted (in parking guidance) to street systems and new parking infrastructure, with a specific recommendation to ensure that most on-street parking remain free and unregulated (except for time limits along Jackson Street). That said, the guidance from this document is over 20 years old and does not tie well into a linkage between policy intent and code regulations.

As related to parking and parking management in code, many cities include in their codes a section called "purpose and intent" (e.g., Portland) or "legislative findings" (e.g., Corvallis) which serve as pre-sections of a code chapter. The goal being to create a relationship between code regulations and a priority intent.

Consultant Recommendation:

Consider retitling this section to Purpose and Intent – Traffic Laws and Parking Management. This would preserve 8.02.010 A and B, which specifically refers to policies related to traffic. A new section C would be added stating:

C. Where parking is regulated, the City of Roseburg intends to:

1. Coordinate parking in a manner that supports the unique character of emerging downtown districts and neighborhoods.
2. Strive to achieve parking operations that are financially sound and self-sustaining, taking into consideration affordability and efficiency.
3. Capitalize on strategic investments in technology to improve parking management and the user experience.
4. Manage the on-street system to provide a rate of turnover that supports "district" vitality.
5. Reduce conflicts for access between users, prioritizing visitor access in commercial districts and residents and their guests in neighborhoods.
6. Provide sufficient parking to meet employee demand, specifically in conjunction with City owned off-street facilities and other reasonable travel mode options.
7. Be supportive of the City's goals for Downtown by managing parking to encourage other modes of travel where feasible.
8. Use performance measurements and reporting to ensure the intent and purpose for parking management are achieved.

This revision would create a straightforward and easy to articulate outline of purpose and intent that will better inform the public (and readers of the code) as to the need for parking management when certain conditions require city actions and programs. It will better clarify actual code regulations as they will now tie back to stated priorities.

Policy Guidance – Fee/Rate Policy

Adjusting parking rates and fees is always a difficult process. Cities that do not have clear criteria for adjusting rates and fees often experience political and community pushback, which at times delays or suspends financial decisions that can have significant impacts on parking and general funds, mitigation of access constraints and forward progress in evolving parking and access systems.

It is not uncommon for medium-small cities to not have established rate policies. However, growing cities that anticipate different parking and transportation needs and goals often provide a framework and path

[1] 1999 Downtown Roseburg Master Plan. See especially, Chapter IV.

from which rates can be adjusted based upon a clear policy statement(s). This type of approach can serve as a guide for Roseburg.

Consultant Finding:

Within the Roseburg Code, there is not clear direction as to a parking rate or fee policy to help guide decision making on rate increases (or decreases). There is also use of both the terms "fee" and "rate," which, upon first review, may or may not have similar meaning.

There is only a reference in 8.02.030 F.4. – City Manager powers, that states the City Manager can exercise administrative action as regards "parking area time limitations, including the form of permissible parking and any *fees* thereof" though this authority *does not extend to* "establishing parking meter zones or *parking meter rates*."[2] Subsequent code sections do not clearly state who does have authority or the specific criteria for setting rates or fees. In 8.02.040 D.4. – Criteria for administrative actions, it does indicate that the City Manager, with the decision of City Council, will consider "the demand for operating revenues, the cost of operation and enforcement of the parking regulations." The consultant assumes parking rate and fee adjustments are targeted in this regard, though again, that is not clear.

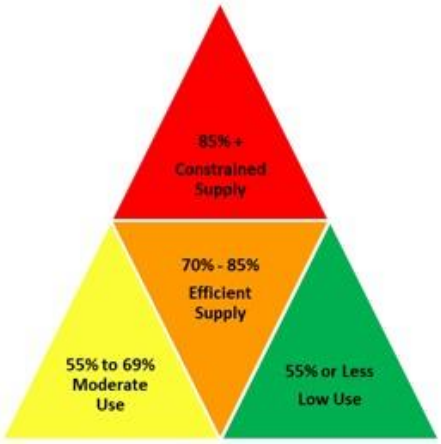
Consultant Recommendation:

To guide rate changes over time, we recommend adopting a formal administrative document that outlines the City's Parking Rate Policy and protocols for fee/rate adjustments. This document would then be referenced in 8.02.030 - City Manager powers and 8.02.040 – Criteria for administrative actions (see below).

Evaluative criteria that are common in other municipalities, are described below. The City of Roseburg may want to consider other metrics and protocols that better fit its administrative and management capacities. The intent, as stated, is to create a formal administrative policy document that establishes clear metrics and protocols for advising City Council and the community on the strategic review and potential adjustment of parking rates and fees.

Periodic Review

Establish a routine review of parking rates to ensure that rates are adequate to parking demand and coverage of normal operating costs associated with the City's parking operations and enforcement. Review would also be consistent with new language related to Purpose and Intent recommended above for 8.02.010 C. Best practices would suggest review no later than every two years.



Target Occupancy Ranges

On and off-street rates should be calibrated based on measured occupancy levels and compared to a set of targets (such as 85%) to determine whether rates are effectively supporting downtown businesses.[3]

Establish Rate Ranges

A rate range refers to the potential rates for a specific area or parking type (e.g. hourly on-street, employee, and residential permits and/or citations). For example, the new rate policy could allow for rate changes to be carried out administratively if they fall within a range established by Council and are based on an agreed-upon evaluation process. City Council should approve ranges that establish a minimum rate and an upper rate

[2] Emphasis added by the consultant.

[3] The "*85% Rule"* is an operating principle and industry based management tool for coordinating a parking supply. When occupancies routinely reach 85% in the peak hour, more *intensive and aggressive* parking management strategies are called for to assist patrons in finding available parking. The "85% Rule" standard will facilitate Roseburg's ability to make reasonable and effective decisions regarding fees/rates, time stays, enforcement and other strategic decisions related to capacity management.

to which adjustments can be made over time. For instance, Vancouver, WA has rate ranges for on-street parking that range from $0.35 - $2.00 per hour and $30 - $150 per month for monthly passes. The decision to adjust rates is made based on clearly established criteria that are documented, measured, and reviewed by the City Manager and appropriate staff and/or committee. If criteria are met, then the City Manager has the authority to adjust rates within the approved ranges without Council approval. Once the top end of a rate range was achieved, City Council would need to approve new ranges.

Key Metrics

Common metrics used for "calibrating" parking rates and fees include:

- **True cost**: True cost refers to the actual cost necessary to cover the normal operating cost and debt coverage of the parking inventory in question. This would include the cost of supplies, operating fees, maintenance, support, and operation of the on-street pay-to-park system as well as the reasonable cost of financing debt. Enforcement citation rates/fees would be based on the cost of labor, administrative support, and equipment/technology.
- **Growth & Maintenance**: Reasonable increments necessary to assure continued growth and replacement of the operating system itself? This would include turnover of equipment due to life cycle replacement, new technologies and/or other factors of growth in the *operating* system.
- **Parking occupancies**: Sustained occupancies in excess of 85% (i.e., market demand).
- **Comparable cities**: To ensure rates are reasonable with other like-sized cities, rates and fees should use comparisons to a set of reasonable comparable cities and routinely track their rate performance over time for on-street, off-street and enforcement. This provides the City with a "market" assessment of rates for similarly sized cities.

Data Collection

Ideally, the City would move to a data-driven approach to inform fee/rate changes. This would require parking occupancy data to be collected on a regular schedule to assess the true parking environment.

General Code Guidance

Find below specific references in Title 8, Section 8.02 - Traffic Control and General Parking Regulations, that could be refined/modified to create a more direct functional relationship between the City's overall management of parking and intent to support a more efficient and successful downtown.

8.02.005 - Definitions

Consultant Finding:

With the conclusion of the downtown assessment of parking, it may be necessary to amend one definition in this code section (i.e., Downtown Parking District) and add definitions for fees and rates.

Consultant Recommendation:

Add new definitions:

- **Downtown Parking District** – the current definition may need revision per consultant recommendations, which would include in the "downtown parking district" only block faces that are zoned for commercial uses.
- **Fees and Rates** –8.02.005 should add definitions for both "fees" and "rates" as they currently seem to be used interchangeably throughout Section 8.02. If there is a clear distinction between the two terms, they

should be defined here. If they are intended to be one and the same, then one should be selected for consistent use throughout all sections of 8.02.

- **Metered Parking** – any time limited parking stall or parking area where use of parking is limited by a posted maximum time allowance and requires payment of a stated fee for use, whether by coin, credit/debit card or virtual payment (on-line payment or data base record).
- **Parking permit** – a document, card, hang-tag, sticker or chip for display in a vehicle, as well a virtual (data base record), showing accurately the driver of the vehicle has permission to park in a specific area and the terms and conditions of use are stated on the permit.
- **Time Limited Parking** – any parking stall or parking area where use of parking is limited by a posted maximum time allowance. Time limited parking may or may not require payment of a fee.
- **Types of Parking** – the code currently has definitions for loading zones and passenger loading zones. It may be useful to establish definitions for:
  - **High turnover parking stalls** – any parking stall signed or metered for stays of less than 1 hour.
  - **Long-term parking stalls** – any parking stall signed or metered for stays of more than 4 hours.
  - **Short-term parking stalls** – any parking stall signed or metered for stays of 1 to 4 hours.

8.02.030 F.4. - City Manager powers (as relates to fees and rates)

Consultant Finding:

8.02.030 F.4. currently states that the City Manager can, by administrative action, establish, maintain, or alter, "Parking areas and time limitations, including the form of permissible parking and any fees therefor. This authority does not include establishing parking meter zones or parking meter rates."

At this point, the City code does not provide clear direction or criteria for establishing or adjusting fees/rates.

Consultant Recommendation:

We recommend that the City consider changing the language in 8.02.030 F.4 to state:

- Parking areas and time limitations, including the form of permissible parking and any fees or rates therefor as provided in 8.02.040 D.4.

This change will refer to new language in 8.02.040 D.4. (see below) that provides the City Manager flexibility to manage fees/rates within the context of a City Council established administrative policy for managing fees/rates in Policy Guidance - Parking Fee/Rate Policy described above.

8.02.030 F.4. - City Manager powers (as relates to enforcement)

Consultant Finding:

8.02.030 I currently states that the City Manager can, by administrative action:

Adopt and enforce parking and traffic control regulations at the Roseburg Regional Airport. Enforcement will include state laws and City ordinances regarding motor vehicle operations and all parking and traffic control devices at the Airport.

No other section of the code addresses enforcement outside of the Roseburg Regional Airport.

Consultant Recommendation:

Revise 8.02.030 I to state:

- Adopt and enforce parking and traffic control regulations for all regulated parking areas or districts. Enforcement will include state laws and City ordinances regarding motor vehicle operations and all parking and traffic control devices where parking is regulated.

8.02.040 – Criteria for administrative actions

Consultant Finding:

8.02.040 D.4 currently states that administrative actions of the City Manager and the decision of the City Council upon review of such actions shall (among other conditions) be based upon consideration of "the demand for operating revenues, the cost of operation and enforcement of the parking regulations." This language does not clarify a procedure for establishing the need for a fee/rate adjustment, nor a timeline for such review. The current language also infers that all fee/rate adjustments are case-by-case reviews by City Council, which reduces the flexibility of the City (through the City Manager) to adjust fees/rates as necessary to demand, within a City Council approved framework of criteria (see Policy Guidance – Fee/Rate Policy, above).

Consultant Recommendation:

Revise 8.02.040 D.4 to state:

- Guidance on fee/rates as set forth in the City's Fee/Rate Policy for parking.

This change will allow the City Manager the flexibility to adjust rates more appropriate to demand and market circumstances, using clear metrics and standards. This will streamline the process and better support decision-making and system viability.

8.02.090 B.1. - General parking regulations (parallel/angled parking).

Consultant Finding:

8.02.090 B.1- Required Methods of Parking would appear to prohibit angled parking, requiring that all parking in a street will be "parallel with the edge of the roadway, heading in the direction of lawful traffic movement..." We were not sure if opportunities for angled parking exist in Roseburg but have experience with some cities that have found it advantageous, where feasible, to increasing parking capacity and supporting street level businesses.

Consultant Recommendation:

To provide flexibility in the future for examination of potential opportunities to expand on-street parking capacity, we would recommend that 8.02.090 B.1 be revised to state:

- Unless approved by the City Traffic Engineer, no person shall stand or park a vehicle in a street other than parallel with the edge of the roadway, headed in the direction of lawful traffic movement and with the curbside wheels of the vehicle within twelve inches of the edge of the curb, except where the street is marked or signed for angle parking.

8.02.090 E.2. - General parking regulations (as regards bus stops and taxicab stands).

Consultant Finding:

This reference is more a housekeeping question to ask if the City has actual taxicab stands in place. If so, it might be useful to remove the reference to taxicab stands. That said, such stands may exist at the airport. If taxicab stands are in place, then the finding and recommendation below are moot.

8.02.090 E.2 - Vehicles Other Than Buses or Taxicabs states:

- No person shall stop, stand or park a vehicle, other than a bus in a bus stand, *or other than a taxicab in a taxicab stand*, except that the driver of a passenger vehicle may temporarily stop for the purpose of, and while actually engaged in, loading or unloading passengers, when such stopping does not interfere with any bus or *taxicab* waiting to enter or about to enter such zone.

Consultant Recommendation:

If taxicab stands are not in place in the downtown or at the airport, then retitle 8.02.090 E.2 as Vehicles Other Than Buses, and state:

- No person shall stop, stand or park a vehicle, other than a bus in a bus stand, except that the driver of a passenger vehicle may temporarily stop for the purpose of, and while actually engaged in, loading or unloading passengers, when such stopping does not interfere with any bus waiting to enter or about to enter such zone.

8.02.100 - Parking meter regulations.

Consultant Finding:

Given changes in technologies for payment of parking and to recognize that parking stalls may be regulated by time limit only as well as through use of meters (coin operated and pay station), we believe the current titling of this section is outdated.

Consultant Recommendation:

8.02.100 should be retitled as 8.02.100 – Use of regulated parking.

8.02.100 A. - Parking meter regulations (as regards payment for parking).

Consultant Finding:

The current language is focused on coin use of metered parking. Regulated parking systems are a generally a combination of time limited (free) parking, which must be enforced, as well as metered systems which require coin or electronic payment (e.g., debit/credit cards).

Consultant Recommendation:

8.02.100 A. – should be updated to state:

- Payment for parking. No person shall park any vehicle in any metered parking space, except as otherwise permitted by this Chapter, without immediately depositing in the parking meter adjacent to such space, such lawful methods of payment (coin, credit/debit card or virtual payment) as are required by such meter and as designated by directions on the meter, and when required by the directions of the meter unless the parking meter indicates at the time such vehicle is parked that an unexpired portion of the period for which a payment has been previously deposited remains.

8.02.100 B. - Parking meter regulations (as regards legal time limit).

Consultant Finding:

As with the above change, the current code is focused on metered parking, when other types of unpaid parking are allowed (i.e., time limited). 8.02.100.B should be revised to reflect new definitions recommended for 8.02.005 and actual formatting (types) of parking on-street.

Consultant Recommendation

8.02.100 B. – should be updated to state:

- Legal Time Limit. Except as otherwise permitted by this Chapter, no person shall park a vehicle or allow a vehicle to remain parked in any time limited space beyond the maximum time limit for parking in such space.

8.02.110 A. - Special parking permits (as regards disabled person parking permits).

Consultant Finding:

The issue related special parking permits for disabled persons is whether the code language in 8.02.110 A.1.a. (i)-(iii) applies only to the City's on-street "public parking zone" or whether "public parking zone" would include City (publicly owned) off-street parking facilities.

In the consultants' experience, rules for special parking permits do not pertain to how off-street parking is used, whether those spaces are time limited, free or pay-to-park. The interpretation we have of current language in 8.02.110 is that it does apply to any public parking zone. Thus, if the City has off-street facilities in a defined parking zone, then these rules would apply. Also, the language in A.1.a.(iii) is very wide open, allowing such permit holders to "park for an unlimited amount of time within the Downtown Parking District," which could lead in the future to residents in housing located within a downtown public parking zone to simply park a vehicle on-street or in a public lot indefinitely, while displaying a valid Disabled Person Parking Permit.

Consultant Recommendation:

Given the very technical issues related to disabled parking in local, state, and federal law, we recommend further discussion and review of this section by City staff and the City attorney to see if clarifying revisions to this code section should be pursued.

8.02.110 B.1 - Special parking permits (as regards Delivery of Service Permits).

Consultant Finding:

8.02.110.B.1 should be revised to better reflect new definitions recommended in 8.02.005 above. The third sentence of the paragraph for 8.01.110 B.1 states:

- No *metered space* shall be used by any permit holder for any continuous period longer than the time provided on the *meter* in question.[4]

Consultant Recommendation:

Revise 8.02.110.B.1 should be revised as follows:

- No *time limited space* shall be used by any permit holder for any continuous period longer than the time provided on the *space* in question.

8.02.110 C - Special parking permits (as regards Courtesy Visitor Permits).

Consultant Finding:

8.02.110 C describes rules of use for Courtesy Visitor Permits. The language does not indicate that there is a term limit on the permit (e.g., specific day(s)), only that the permittee is authorized "to park their vehicle without regard to time limits and without have to pay the meter fees in any parking space."

Consultant Recommendation

Revise 8.02.110.C should be revised as follows:

- Courtesy Visitor Permits. The City Manager may, at their discretion, make courtesy permits available to visitors of the City. Such permits shall be free *and limited to specific periods of use (e.g., hours, day(s)).* These permits, if properly displayed in accordance with the direction prescribed by the City Manager, shall authorize the permittee to park their vehicle without regard to time limits and without having to pay the meter fees in any parking space.

[4] Emphasis added by the consultant.

Chapter 8.04 – Parking in Downtown Parking District

Consultant Finding:

Per discussions with City staff, Chapter 8.04 reflects the City's attempt to discourage and/or mitigate the use of on-street parking within the downtown free parking area by employees and students. Per 8.04.010 "no person who is employed, or is a contract service provider, or is attending school in the parking district, or employs another or resides in the parking district shall park a vehicle on the public way in the parking district while in his place of employment, in his residence, or attending school, between nine a.m. and five p.m. on any day excepting Sundays and holidays." Per 8.04.030 businesses and other state entities are supposed to report to the City employee names and license plate numbers by January 15 of each year. The intent is to be able to provide enforcement personnel with information to track use of parking by employees in the downtown. Staff has indicated that implementation of such provisions is severely flawed and unmanageable.

The consultant is aware of only one other City with such provisions – Corvallis, Oregon – who have also indicated that the program is "on the books" but not implemented or managed.

Consultant Recommendation:

We believe that 8.04 could be eliminated through the parking management strategies that are recommended in the Recommendations Chapter of the Downtown Parking Assessment, given that those recommendations would initiate time limited parking within a larger are of the downtown. We recommend that a further evaluation of 8.04 take place once the broader strategies of the Downtown Parking Assessment are evaluated by City staff and City Council.

Chapter 8.06.010 – On Street Parking Exemptions (as regards Purpose)

Consultant Finding:

8.06.010 intends to exempt residents and their legitimate house-guests from certain restrictions placed parking on streets that front their primary residences. This is a good intent in residentially zone areas but can be difficult for residences built in areas that are zoned non-residential or mixed use, like the downtown. For instance, many new urban residential projects are being built in downtowns that provide for (require) ground level commercial uses, with residential on upper floors. Exempting residents in these types of developments from time limits can lead to the warehousing of residential vehicles on-street, during commercial business hours. It can also incent developers to not provide parking within their projects, knowing that certain commercial streets in the downtown exempt residents from time limits and other rules of use.

Consultant Recommendation:

Revise 8.06.010 to state:

- The purpose of this Chapter is to provide permanent residents, and their legitimate house-guests, exemption from certain restrictions placed on on-street vehicle parking when such restrictions are placed on *residentially zoned* streets fronting their primary residences.

Chapter 8.08.020 B and C – Immobilization of vehicles (as regards dollar amount resulting in action by City)

Consultant Finding:

Per 8.08.020 B and C, City action to immobilize a vehicle for repeating parking violations begins when a vehicle "has been involved in five or more parking violations under the applicable Chapters of this Code, has outstanding bail, fines or both totaling $250." This seems a very high bar to address repeat violations before immobilization of a vehicle can begin (with the proper notices already outlined in this code provision).

Consultant Recommendation:

We would recommend that the City consider revising 8.08.020 B and C to eliminate the $250 provision and initiate action upon the fifth parking violation.

1.4 Summary

The code revisions provided above are intended to address areas of the code that lack clarity as well as to create a more direct relationship between the code and City parking management goals and objectives.

Appendix C: WP #3 - Summary of Guiding Principles

White Paper #3: Guiding Principles for Parking Management

September 2020 (v2)

This memorandum outlines a draft set of Guiding Principles for the management of parking in downtown Roseburg. This preliminary draft was developed based on the input received from the Parking Stakeholder Advisory Committee and is intended to illicit reaction, discussion, and additional input from the Committee at its October 27, 2020 meeting.

The aim is to ensure that these proposed Guiding Principles are reflective of the intent, purpose, and priorities of the SAC for managing parking in the downtown. Input received at upcoming Committee meetings and scheduled public forums will be used to further revise and refine this draft prior to presenting a draft set of Guiding Principles to the Roseburg City Council. A final set of Guiding Principles will be established following input and refinement from Council.

1.1 Stakeholder Committee Input

A successful downtown has a clear sense of place and offers an enticing mix of uses and amenities. The role of parking is to support the pursuit of this vision. *People do not come downtown to park;* they come to experience an environment that is unique, active, and diverse. A well-organized and effective parking system makes it safe, easy, and convenient for them to do so. Getting the right parker to the right stall—making a place for each user of downtown—defines a successful parking program.

Desired Outcomes

If parking is to be successful, the parking management plan will need to be:

- **Emphasize customer parking** – as the public parking system is prioritized to serve customers.
- **Consistent** – in format, messaging, and design.
- **Sustainable** – both financially and as it supports City goals.
- **Equitable** – in application and affordability.
- **Convenient** - easy to navigate and interact with and take advantage of downtown's walkable environment to connect to stores, restaurant, business, and recreational destinations.
- **Flexible** – to anticipate and respond to increasing demand for access to the downtown.
- **Clearly marked** – clearly communicate how and where to find appropriate and available parking; make parking understandable.

Supporting Roseburg's Unique Character

Roseburg is a special place. It is a beautiful community, connected to nature, and provides a high quality of life to its residents and visitors. Management of the parking system should reinforce and enhance Roseburg's unique qualities and character. These qualities include:

- A family-friendly small town that is welcoming and inviting.
- A place where people know each other.
- An amenity-rich community with an historic Main Street feel, unique shops, and great attractions.
- A high quality of life, affordability, and an engaged community.

- An attractive destination downtown that is both connected to nature (e.g., Umpqua Valley, Crater Lake) and conveniently proximate as a hub connection to the I-5 corridor.
- The downtown is diverse and easy to get around.

1.2 Guiding Principles – Elements of Parking Management

The Guiding Principles outlined here are summarized under theme categories. The intent is to establish a basis for consensus and provide both near- and long-term direction for parking management in downtown. The principles are presented in no particular order or priority.

Priority Users

- On-Street System (Downtown): The most convenient on-street parking will be preserved for the priority user: the short-term customer trip.[1]

  The on-street parking system in the downtown will be formatted in a manner that supports turnover and minimizes conflicts between the priority user and other users. Employees should not park on-street when at work and residents should not park on-street in downtown when at home, particularly when demand for customer parking is high.

  On-street parking should be available for customers.

- On-Street System (Adjacent Neighborhoods): The most convenient on-street parking will be preserved for the priority user: the resident and their guests.

  As with on-street parking in the downtown, neighborhood parking will be formatted in a manner that assures priority access and minimizes conflicts between the residential users in a neighborhood and other users. Employees should not park on-street in residential areas, particularly when demand for parking by neighborhood residents and guests is high. When demand is low and/or surpluses of parking exist, the City can accommodate non-priority users in the on-street system for interim periods (e.g., downtown visitors, events).

  As parking downtown is prioritized for commercial uses, parking in neighborhoods should be prioritized for residents and their guests.

- Off-Street System: Coordinate public off-street parking to meet employee and residential demand, balanced with the need for customers and visitors seeking a longer term stay option.

  The City's public off-street supply can serve as an effective resource to provide employees and downtown residents a convenient and reliable place to park. This reinforces the customer priority for the on-street system.

  Existing parking resources should be managed to ensure efficient use of available public parking assets.

[1] Customer is defined here as anyone using businesses downtown by a transient trip – this includes shopping, eating, entertainment, recreating, and visiting downtown amenities. As such, a customer can be a shopper, tourist, or local resident visiting the downtown.

Active Capacity Management

- Optimize Utilization: Manage the public parking system using the 85% Occupancy Standard to inform and guide decision-making.

  The 85% Rule is an operating principle for coordinating parking supply. When occupancies routinely reach 85% during peak periods, more intensive and targeted parking management strategies are called for to assist priority users in finding available parking. The 85% Rule will facilitate reasonable and data-driven decisions regarding time stays, enforcement, and other practices related to capacity management.

  Cars currently move and circulate well in the downtown. The 85% Rule will help to manage growth and support priority users as demands change and conflicts emerge.

Information Systems (Supply and Customer Based)

Supply-Based

- Monitor and Report Utilization. Performance measurements and reporting will be used to facilitate decision-making.

  Committing to a routine, objective system of measurement and reporting ensures that decision-making will be informed by data. Key metrics include occupancy, turnover, average duration of stay, rate of violation, and customer input. Performance monitoring also provides a basis for routine evaluation of program effectiveness.

Customer-Based

- Product Quality. The public on- and off-street parking systems will be safe, reliable, user-friendly, and attractive. They will complement the quality of downtown and attract visitors and customers.

  The quality of the parking system and its supporting programs should reflect the quality of Roseburg itself. On-street parking should be uniformly managed and enforced to ensure an intuitive, reasonable sense of time limits. Off-street facilities should be of uniform quality and identity to create a clear sense of safety, convenience, understandability, and integrate with the pedestrian environment. Communications systems should be professional and effectively coordinated. All systems should, to the highest degree possible, be reliable and easy to use and understand.

  Existing coin meters are very outdated. The garage feels unsafe in some areas.

- System Communications. Communications will be uniform and strategically coordinated.

  Systems to improve understanding, awareness, and ease of use of parking should be periodically evaluated (signage, wayfinding, and collateral customer information). High-quality communication and marketing materials should be integrated into a usable package of services to accurately inform and guide the parking public. Ideally, communications systems would be integrated through a unique “Roseburg Parking” logo that distinguishes the public parking supply from private supply.

  Communications systems should be reliable and easy to use and understand.

Code and Regulation

- Code & Regulation: The City's parking code should be supportive of user priorities and reflect these Guiding Principles.

  Roseburg's code for parking should be structured to reflect the City's vision for land use growth (commercial and residential). Its requirements and regulatory guidance should inform and be reflected in parking management strategies that will be implemented over time; its intent and purpose to facilitate an efficient and self-sustaining public parking system.

  The code provides guidance to achieving desired parking outcomes.

Financial Viability

- Fiscal Stewardship: All public parking operations should strive to be financially sustainable.

  Parking revenues should cover the cost of operations while providing reasonable surpluses to ensure the highest quality access product, customer convenience, system maintenance, safety, and service delivery. This will require multiple funding sources for parking operations, maintenance, and system growth. Sources can include leases, enforcement fees, hourly rates and other user fees, and/or partnerships with the private sector.

Roles and Coordination

- Primary Role (City of Roseburg): The City's role in providing public parking is listed in priority order and includes:
  - Accommodating customer/visitor access downtown;
  - Providing (in partnership with the private sector) reasonable access for downtown employees;
  - Facilitating residential and/or guest access in neighborhoods adjacent to the downtown.

  The cost for providing parking, especially off-street, is very high. The City cannot be fully responsible for providing parking to all users. The City's role must prioritize downtown's public system for customers and visitors.

  The City is primarily responsible for supplying parking to customers, using its off-street system to balance demand of other users.

- Stakeholder Support: Ensure that a representative body of affected private and public constituents routinely informs decision-making.

  Active participation by those affected by parking strategies helps to build an understanding of the inherent tradeoffs in all parking management decisions. This will be best accomplished through an established process that allows for routine review performance metrics stakeholders and ongoing input for emerging issues, challenges, or opportunities.

Appendix D: WP #4 - Parking Management & Financial Review

White Paper #4: Parking Management & Financial Review

November 2020 (v2)

1.1 Parking Management Overview

Background

Effective enforcement is a critical component of any parking management program. Prior to 2012, the City of Roseburg contracted with Diamond Parking for management and enforcement services. The City of Roseburg paid Diamond an annual flat service fee to manage the downtown on and off-street supply. Since 2012, the City contracted with the Downtown Roseburg Association (DRA) to oversee parking management for the City. In addition to managing a Main Street program, DRA was to operate the parking management services as 'Park-Smart', the enforcement arm and branded social enterprise under the DRA. The new contract remained similar initially, where the City paid the DRA a flat annual fee for service. However, the fee structure of contract changed in 2016 in that the DRA paid the City of Roseburg an annual flat fee to manage the parking enforcement, rather than the other way around. The new contract agreement with the DRA provided the City with a stable, guaranteed revenue stream. In return, the DRA assumed responsibility for the management and enforcement of the on and off-street parking program while retaining the parking-generated revenues. The presumed net parking revenue, after paying the annual fee to the City, remained with the DRA to cover program expenses. However, from 2016 to 2020, when the contract was ultimately terminated by the City, the presumed net revenue dwindled for a number of reasons. The reasons, outlined in **Section 1.2**, essentially led to reduced annual income from their primary parking-generated revenues: meters, permits, and citations.

Contractor Services and Responsibilities

Under the terms of both professional services contracts (pre 2012 and after) the contractors (Park-Smart/Diamond) were responsible for several specific services. The services are summarized below:

- **Patrol area and hours** – identifying where in the downtown enforcement is to occur and the specific hours of enforcement, 9:00 AM – 5:00 PM, Monday through Saturday, excluding holidays.
- **Operations methodology** – which emphasized the importance of customer service, courtesy, and professional manner; work is to be completed in a uniform and impartial manner.
- **Enforcement duties** – calls out what parking types to be patrolled (e.g., time limited, free parking, and metered zones) and what types of violations can be employed, the use of towing or booting, and reporting missing or damaged signage.
- Contractor services and responsibilities
  - ✓ Court appearances
  - ✓ Complaints
  - ✓ Fines and collections
  - ✓ Revenue collection
  - ✓ Parking meter maintenance
  - ✓ Parking permit administration
- **Vehicles** – standards for vehicle use during enforcement (if applicable).
- **Personnel** – code of conduct for enforcement staff.
- **Uniforms** – professional appearing, city-approved uniforms.
- **Training** – contract responsible for training their staff.
- **Reports and records**[1] – each officer to maintain a logbook of conversations and complaints while performing work duties. Officers will track citations, warnings, impounds and service requests from

[1] The first contract, prior to 2016, required monthly reports, whereas the second contract, beginning in 2016, switched the reporting frequency to quarterly

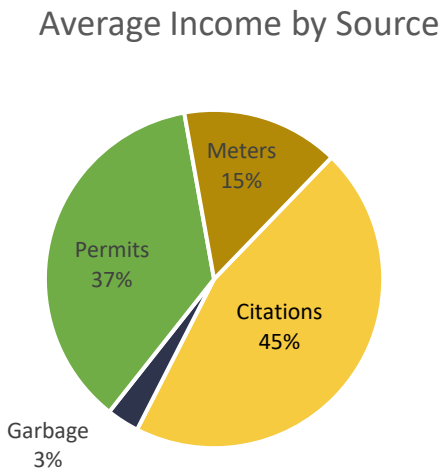
citizens. Prepare reports to show total work hours, customer service hours and time in court. This also included a summary of monthly ticket activity and records of complaints.

- **Business space, supplies, and equipment** – the contractor is responsible for furnishing their own office, maintenance, and storage space. They are also responsible for providing their own supplies for office and field work (including citations).

Fee Structure

After 2016, the agreement changed from paying a contractor a monthly fee for service while the City retained all revenue derived from parking sources to a flat-fee model for services. The flat-fee model allowed the contractor (Park-Smart) to retain parking generated revenues but required them to pay the City an agreed upon annual fee (paid in monthly allotments). The assumed surplus revenue, beyond the annual fee, was then used to pay for Park-Smart's ongoing expenses as part of the services and responsibilities as described above. Therefore, Park-Smart relied on three main sources of parking revenue to pay the flat-fee as well as covering the cost of providing contractually obligated services; these sources of parking revenue include:

- **Meter Revenue** – Revenue from the coin operated meters, which made up approximately 15% of all revenues.
- **Permit Sales** – On- and off-street permit sales associated with special use permits, off-street facilities, and Residential Parking Permits. Permits accounted for approximately 37% of revenues.
- **Citations** – Citations for all on- and off-street parking infractions. Citations were the main source of revenue accounting for 45% of all funds.
- **Garbage** – Received money from a handful of local merchants to provide limited trash collection services. This made up approximately 3% of Park-Smart's revenues[2].



To this end, these revenue sources were critical for Park-Smart to provide parking management and enforcement for the City of Roseburg.

Table 1: Park-Smart Quarterly and Annual Income Profile

Income Profile		
Service	**Quarterly Average[3]**	**Estimate Annual Revenue[4]**

[2] Garbage income was identified by Park Smart as part of their revenue because (in a seperate contract with the Downtown Roseburg Association) the City contracted with the DRA to dispose of garbage in downtown. Garbage removal will not be included as a future revenue source for a third party vendor.
[3] The average income was derived from 6 quarters' worth of revenue reporting, from July 1, 2018 – December 31, 2019.
[4] Estimated annual revenues were extrapolated from the average quarterly income (i.e., four quarters).

Citations	$19,652	$78,607
Garbage	$1,350	$5,400
Permits	$15,847	$63,390
Meters	$6,528	$26,113
Subtotal	*$43,377*	*$173,510*
Discounts[5]	($1,071)	$4,284
Total	**$42,306**	**$169,225**

1.2 Park-Smart Organization

Overview of Park-Smart

As mentioned, Park-Smart was a social enterprise of the DRA, charged with managing and enforcing the City's on and off-street parking supply, including the Laurelwood District. Park-Smart was also responsible for managing the parking permit program, maintaining the parking meters, issuing citations for parking violations, and managing court appeals as needed. The parking enforcement officer (PEO) and staff administrator are Park-Smart employees (not subcontractors to the DRA or Park-Smart).

In 2016, through the partnership contract, the DRA paid to the City of Roseburg $42,500 annually, or $3,542 per month to manage the parking system. In turn, the DRA was entitled to all revenue associated with the parking enforcement duties. A contract amendment was signed in 2019 which extended the contract an additional two years. However, the contract was ultimately terminated on March 31, 2020.

Table 2 provides an overview of Park-Smart's geographical jurisdiction, facilities they were responsible for, additional program responsibilities, organizational structure, and annual financial obligations to the city.

Citation Processing

The citation processing was an important and time-consuming part of the contract for Park-Smart. Citations were issued by both the Park-Smart PEO and the local police[6], however, the processing of citations with the traffic court as well as tracking citation metrics was administered by Park-Smart. Citations were issued using Ingenico handheld devices. Citations were tracked using a software system called OmniPark. After the contract termination with Park-Smart, citation activity in the downtown ceased for a period of time. Limited enforcement by the City is now under way. Beginning in October of 2020, warnings were being issued by the Police Department for those parking in violation in City owned lots and in November 2020, citations began to be issued.

Top Violations

2,476 Expired parking meter

186 Parking in a restricted area

161 No visible permit – in the restricted zone

Citation revenue was one of the three main contributing revenue sources which funded the management and enforcement capabilities of Park-Smart. From 2016 through 2019, Park-Smart issued 11,938 parking citations[7]. Of the nearly 12,000 citations, one out of every four issued (3,114, or 26%) were voided while 7,894 (66%) citations were paid. The cumulative revenue associated with the paid citations was $542,587. The cumulative value of the voided citations was $221,090. By industry standards this is a high level of voided citations, which should be investigated to ascertain whether this was done internally by the parking management company or by the courts. If the voids occurred through the courts, it would be helpful to understand why so many were/are consistently being thrown out. By comparison, over the same period,

[5] Bulk permit discount for permits purchases of 10 or more at a time.
[6] Few citations were issued by local police – primarily only those pertaining to ADA parking violations in private parking lots or blocking access.
[7] Source: 'Notice Count By Violation with Pay Off Amount' – City Excel summary.

747 citations remain open with a total cumulative value of $46,516. The 2019 data represents the last complete year of parking enforcement under the management of Park-Smart.

Table 3 (page 5) summarizes the breakdown of number of citations issued, number of citations paid, number of citations voided, number of citations that remain open and the values of each over the four-year period, 2016 through 2019[8].

Table 2: Park-Smart Overview

Park-Smart Overview	
Area covered	▪ Downtown Parking District: 0.145 square miles ▪ Laurelwood Neighborhood: 0.063 square miles ▪ Chadwick Neighborhood: 0.360 linear miles
Primary Focus Areas	Downtown Parking District
	On-Street ▪ 424 Free stalls (322 in the Downtown Free Parking Zone) ▪ 262 metered stalls ▪ 117 Time-limited stalls ▪ 19 Special use stalls
	Off-Street ▪ 6 off-street lots ▪ 543 total stalls • 2 Free unlimited parking areas - 221 stalls • 4 lots: permit/employee/special use – 322 stalls
	Laurelwood Neighborhood (RPP)
	▪ 261 on-street parking stalls
	Chadwick Neighborhood (RPP)
	▪ 43 on-street stalls
Additional Areas of Responsibilities	▪ Meter coin collection ▪ Reporting of missing or damaged signage ▪ Booting or towing of vehicles ▪ Court appearances ▪ Meter repair & maintenance ▪ Personnel training
Organization	Enforcement Staff
	▪ 2 total FTE ▪ 1 FTE devoted to office/administrative duties ▪ 1 FTE devoted to patrol
Park-Smart Annual Budget Elements	Operating Budget
	▪ $126,162 (2018)
	Annual Fee to City
	▪ $42,500 (2016) ▪ $45,000 (2017) ▪ $47,500 (2018)

[8] Note that the numbers differ slightly than those provided in the Profit & Loss annual report provided by the DRA.

Table 3: Citation Summary (2016-19) [9]

Year	Citations issued[10]	Citations paid	Total citation value paid	Citations voided	Total citation value voided	Citations open	Total citation value open
2016	2,469	1,388	$48,478	599	$19,602	482	$22,828
2017	3,380	2,395	$179,629	940	$74,833	45	$3,170
2018	3,110	2,254	$172,102	821	$66,347	35	$2,798
2019	2,979	1,857	$142,378	754	$60,308	185	$17,717
TOTALS	**11,938**	**7,894**	**$542,587**	**3,114**	**$221,090**	**747**	**$46,516**

Patrol Duties

Park-Smart employed one full-time equivalent (FTE) Parking Enforcement Officer (PEO). The PEO routinely varied her routes which were up to the discretion of the Park-Smart staff, which included the PEO and the one office administrator. There were daily routines, but the routines varied based upon daily needs and priorities (i.e. complaint calls, broken meters, repeat violations, etc.) The Laurelwood neighborhood enforcement was always the same, following a fixed routine (in other words, not complaint-driven). Enforcement hours were Monday through Saturday, 9:00 AM – 5:00 PM excluding holidays[11].

In addition to the PEOs, the local Police Department may also issue parking citations, though limited in number. These citations were processed by Park-Smart staff as a time saving measure for the Police Department. Despite forgoing revenue from the citations, the Police Department was content with this arrangement. As such, they have expressed their desire to have a new third-party parking enforcement company continue to process the Police Department's parking citations.

Meter Enforcement

Meter enforcement was performed either on foot in downtown or in an old police car or a three-wheel intercept scooter. It is permissible for PEOs to reticket vehicles in meter and time-limited stalls. That is, if a vehicle is cited for non-payment and then is observed again after the time limit has been exceeded, it can again be cited for a time-limit violation. For vehicles parked improperly, one citation is given per day. This is a policy followed by many major cities for these types of violations.

As mentioned above, citations were issued using Ingenico handheld devices. The information was downloaded daily the OmniPark software system for tracking and monitoring citations as they move through the traffic court system. Currently, with the cancelation of Park-Smart contract, there is no parking enforcement being performed. Enforcement of metered time limits is challenging, particularly when there is a mix of time limits on a single block face. If a block has a mix of time limits (15-minutes, 1-hour, 2-hour, etc.), it is very difficult to check the shorter time-limited spaces effectively because the required passes (e.g., every 15 minutes) serve little value in enforcing the majority of spaces on the block. A lack of time-limit uniformity on block faces creates inefficiencies in the system that either require more concentrated time-intensive work or result in purposely omitted passes in order to properly monitor other parts of the parking system.

Time Limit Enforcement in Unmetered Areas

The process for enforcing time limited stalls was not dissimilar to the meter enforcement process. The Park-Smart PEO patrolled a given block face, recording the license plates of each vehicle using pen and paper. They

[9] Source: 'Notice Detail By Violation with $' Excel summary – provided by City of Roseburg
[10] Note: Since warnings do not create revenue, they were not counted as citations issued.
[11] New Year's Day, MLK Day, President's Day, Memorial Day, Independence Day, Labor Day, Veterans Day, Thanksgiving Day & Christmas Day.

would then time their subsequent passes so they could identify those vehicles that had exceeded the posted time limit by checking the hand-written list of plates. When warranted, the PEO used their handheld device to issue a citation. The citation was printed and either placed on the windshield or handed to the driver if they were present. By using the handheld, the information was entered into the online system (OmniPark) for tracking and reporting purposes by the parking management contractor.

Enforcement in Downtown Free Zone & Unrestricted Stalls

Since time limits were not in place in the Downtown Free Zone nor in any of the unrestricted stalls (on- or off-street), several citations focused on violations related to parking placement (e.g., over stalls lines, special use violations, etc.). These citations were also issued using the Ingenico handheld devices. Anecdotally, one of the complaints of the previous parking management contractor (prior to Park-Smart) was the overzealousness of officers enforcing these types of violations. However, overzealous enforcement of parking violations (both perceived or real) can be a result of direct or indirect financial incentives within the contract to share in the revenues. This can be particularly true when the contractor must rely on citation fees as the primary source of their revenue[12].

In the case of enforcement of the Downtown Free Zone (including the Free lot) the focus for patrol was to ensure that vehicles did not belong to local employees or business owners. This process was done by checking the license plate against the OmniPark software database via the handheld device. If a license plate was registered to an employee, then a ticket was issued.

Off-Street Enforcement & Competing Permit Use

The six (6) City-owned off-street facilities are currently a mix of free visitor or customer parking, permit parking, and special use parking (including City staff parking). Both the permit parking and the special use parking users are issued permits. The management and issuing of these permits were the responsibility of Park-Smart. However, in several cases, the county circuit court would issue jury summons with enclosed parking permits that allowed prospective jurors to park at any "2 Hour, 4 Hour, public parking or meter parking." Since these permits were issued by the courts rather than the parking management company (Park-Smart) this understandably created confusion for enforcement and complicated the ability to properly enforce parking violations. In other instances, the city would issue its own parking permits to guests or visitors on official business[13]; again, these permits were issued without coordination with Park-Smart, further contributing to enforcement confusion. Not only did the issuance of jurisdictionally sanctioned permits create uncertainty for enforcement personnel, but it also may have reduced meter revenues when vehicles displaying these permits were parked in metered stalls.

From the quarterly Park-Smart reports, it appears that off-street permit facilities were oversold when needed (Armory & Court Street lots). This practice is common when managing off-street facilities and is referred to as 'float'. This concept is an industry best practice, and, if managed properly, can create an efficient off-street parking system that maximizes stall capacity. 'Float' is based on the premise that all off-street parking stalls are not fully utilized throughout the workday (due to shifts in schedules, vacations, sicknesses, etc.). Therefore, the vacant stalls can be used by permits at a rate greater than 1 permit to 1 stall.[14] Assuming Park-Smart tracked actual usage of the facilities, this practice provides additional off-street capacity when proactively managed.

Enforcement of these facilities was integrated into the downtown enforcement routine. The enforcement process of the visitor stalls in the first floor of the parking garage and in the Free Visitors lot was similar to the process of enforcement of the Downtown Free Zone, where citations were limited to violations related to parking placement and improper employee parking. Whereas enforcement of the permit and special use stalls was generally complaint based, meaning a PEO would only check these stalls if a complaint were called in to Park-Smart.

[12] Citation revenues make up 45% of all operating income for Park-Smart in 2018/19.
[13] City will periodically issue permits for commission members that meet on a monthly or quarterly basis.
[14] The minimum industry standard for selling permits into a long-term parking supply (float) is 1.15 per stall.

Residential Parking Permit Zones

Park-Smart administered two (2) Residential Permit Parking (RPPs) programs. The RPP in the Laurelwood neighborhood prioritizes residential parking and was initiated in response to Roseburg High School students parking in the local neighborhood. The Chadwick RPP began in 1983 and abuts downtown to the east. The Chadwick RPP came about in response to employee and patron parking in the unmetered/unrestricted on-street parking supply along Chadwick Street. The RPPs were enforced using a mix of regular patrols to check for violations and complaint-driven calls.

1.3 Performance Management

Revenue/Expenses

The contractual relationship between Park-Smart (DRA) and the City of Roseburg was not unique, but unfortunately does not provide clear and consistent information regarding actual revenue and expenses associated with the enforcement program. The information provided was incomplete and at times conflicting, therefore, some basic assumptions have been made and data has been extrapolated when necessary to provide a more complete financial picture.

As stated above, Park-Smart (DRA) paid the City of Roseburg $3,542 per month ($42,500 annually) to provide on and off-street parking enforcement in 2016. The annual fee in 2017 increased to $45,000 and then to $47,500 in 2018. In fiscal year 2019, there was a signed contract amendment which renewed the contract with updated terms. As part of that contract amendment the city reduced its fee from $47,500 (paid in 2018) to $37,500 to reduce the financial burden on Park Smart, which, at the time, was struggling financially. Pursuant to the contract, DRA's annual fee to the City was to increase to $48,925 ($4,077/monthly) in 2020/21 and to $50,392 ($4,199/monthly) in 2021/22. This contract was terminated in March 2020, before these increases went into effect.

A single annual report from 2018 showing profit and loss for Park-Smart provides the most complete picture of income and expenses related to downtown's parking enforcement program. The report shows nearly $177,000 in annual income from three primary sources: meters, permits, and citations. The report provides a detailed look at organizational expenses from accounting to insurance to travel and meetings. Annual expenses totaled nearly $174,000, leaving a minimal amount of net revenue ($3,300). **Table 4** through **6** provide a complete look at Park-Smart's 2018 financials.

Based on the information contained within the balance sheets and a profit and loss reports shared with the consultant team, it appears that the parking management program was operating efficiently. Unfortunately, financial reports do not tell the whole story. On one hand, extremely thin margins make it difficult to absorb market fluctuations (the ebb and flow of visitors to downtown), unforeseen expenses, rising cost of labor and insurance, and general maintenance required to keep a parking program functioning; on the other, there were internal factors that contributed to Park Smart's challenges. Elements such as staff turnover, a lawsuit that depleted funds, the inability to apply and enforce downtown parking policies (e.g., maintaining an employee vehicle list), and an insufficient number of staff to handle the ongoing workload. These factors combined with aforementioned enforcement challenges, along with revenue generation limitations made operating and maintaining the parking management contract at a high level challenging for Park Smart.

Table 4: 2018 Income Summary[15]

Income	Jan. – Dec. 2018
Meter	$30,869.53
Permits	$56,398.01
Citation	$91,942.66
Discounts	(-$2,464.50)
Other Revenue	$212.92
Total Income	**$176,958.62**

[15] Source: 2018 DRA annual profit and loss report

Table 5: 2018 Expense Summary[16]

Expenses	Jan. – Dec. 2018	Details
Tax return	1,870.19	
Business expenses	70.90	
Contract services	50,321.27	
Accounting fees		*1,890.00*
Citation management		*1,800.00*
City contract		*46,248.00*
CSO – credit agency		*110.00*
DMV – retaining records		*35.00*
Legal fees		*238.27*
Rent	7,200.00	
Federal unemployment tax[17]	211.31	
Health insurance	33,362.24	
Insurance (liability – directors & officers)	4,411.82	
Meter maintenance	439.42	
Batteries		*439.42*
Operations	9,975.38	
Bank service charges		*368.30*
Cell phone		*1,283.68*
Cleaning (downtown & office)		*1,493.58*
Computer – website maintenance		*1,453.00*
Credit card processing		*1,336.14*
Entertainment		*388.00*
Fax		*9.99*
Hiring expenses		*153.00*
Leased equipment		*1,148.40*
Misc.		*1,299.99*
Refund – overpayment		*107.00*
Telephone		*934.30*
Patrol vehicle	5,569.13	
Fuel		*1,048.28*
Insurance		*1,464.40*
Licensing		*229.00*
Maintenance		*2,827.45*
Payroll expenses	54,388.94	
Federal payroll taxes		*7,470.11*
Oregon payroll taxes		*3,818.20*
SAIF		*353.04*
Wages		*42,747.59*
Reconciliation	(4,025.62)	
Supplies	7,543.01	
Office supplies		*6,434.99*
Postage, mailing services		*1,098.03*
Printing, copying		*9.99*
Travel and meetings	2,324.41	
Conference, convention, meeting		*54.84*
Mileage reimbursement		*2,109.57*
Training		*160.00*
Total Expenses	**$173,662.40**	

[16] Source: 2018 DRA annual profit and loss report
[17] Referred to as FUTA in annual profit and loss statement

Table 6: 2018 Income & Expense Summary

Profit & Loss	January – December 2018
Total Income	**$176,958.62**
Total Expenses	**($173,662.40)**
Net Income	**$3,296.22**

1.4 Considerations[18]

Enforcement Personnel

Continue with a Third-Party Parking Management & Enforcement Service

Despite the contract termination of Park-Smart, contracting with a third-party enforcement company provides several benefits to a community Roseburg's size. A contracted service allows for built-in flexibility. There is a start of service and end of service term; during this time metrics can be tracked to conduct a cost-benefit analysis related to the level of service being provided. In addition, a contracted service allows for flexibility in terms of the actual current needs within the system. In other words, the level of service can be specifically tailored to meet the parking needs – permit management, enforcement, maintenance, etc. This concept is particularly critical as Roseburg begins to upgrade its current parking system with updated technologies and associated enforcement capabilities. Finally, a third-party service will bring a built-in expertise in terms of services, protocols, recommendations, and performance metrics.

The new service agreement should be mutually agreed upon by the City, the Police Department, the circuit court, and the service provider, and should establish clear roles and responsibilities for parking management tasks (on and off-street management, meter revenue collection, permit management, and enforcement). The agreement should clearly detail which entity is responsible for issuing all parking permits (both on and off-street) and specifically identify where they can be used within the downtown parking supply and any rates or fees associated with those permits. It should also address what happens when there are street or parking lot closures due to construction, which can have a sizable effect on parking/operating revenues depending on how long the closures last. Further, to ensure transparency, all parties should initially conduct monthly check-ins to review reporting protocols and financial agreements, gradually transitioning to quarterly or semi-annual meetings.

Incorporate Ambassadorial Services

Roseburg's downtown is destination-based, with vital street level activities in the Downtown Free Zone with retail and residential along the periphery. As Roseburg transitions to a new enforcement vendor, the role of the new Patrol Enforcement Officer(s) can be reimagined by blending enforcement activities with information services to users. This concept was noted in the previous DRA's contract[19]. Coupled with best practice metrics for compliance and upgraded technologies, the new downtown Parking Enforcement Office could be broadened into a Downtown Ambassador Service.

A shift from the traditional enforcement model to the ambassador approach will require a comprehensive training program, rewritten job descriptions, and a shift in the skills sought throughout hiring. Also, the process for establishing, implementing, monitoring, and reporting parking management activities should be clearly detailed in the scope of services within the operating agreement.

Dedicated City Staff Oversight

[18] The consultant is providing the following actions as considerations for discussion currently, allowing time for input from the City, the SAC and public outreach process. Final recommendations will be contained in the strategy section of the draft and final report yet to come.
[19] See Section 3.2 'Operations Methodology' of the 'Contract for Professional/Personal Services' 2016.

As Roseburg assesses new third-party parking management vendors, the internal and external transition will need proper oversight and staff time management. To this end, it is recommended that a portion of a current staff member's time be dedicated to the management and oversight of the third-party vendor, including RFP writing, proposal review, contract negotiations, routine performance metric review[20], staff performance review, budget tracking, capital improvement works, etc. Further, rolling out new a parking management team will also require communicating the transition to the public including residents, employers, employees, and visitors via a public relations campaign. This approach would also allow for the consolidation of all parking oversight under a single (part-time) Roseburg city staff member or parking manager.

Performance Metrics - Financial

Ensure the Enforcement Program is Financially Self-Sustaining

A key success metric will be to ensure than the annual enforcement budget is adequate to cover the expected day-to-day parking management tasks. Moving forward, third-party contract language could require a routine schedule (e.g., quarterly) of performance reviews across a consistent set of metrics, which could include expense and revenue, citations issued/waived, permit sales, complaints, and facility condition/capital needs. Consistent and routine reviews would provide a greater sense of transparency, fiscal tracking, and recommendations for changes to the system to ensure that the parking system is financially self-sustaining. Future planning should, at minimum, calibrate meter, permit, and citation rates based on cost recovery for delivery of the program. See "**Performance Metrics – Operations"**.

Establish an Evaluation Process for all Parking Related Fees

Currently, the median parking citation fee is $28.00, with a max of $78.00[21]. Fees established for parking violations should be based on four criteria and evaluated (at minimum) every two years:

- Minimum break-even cost
- Future system needs
- Compliance performance
- Comparable cities

Performance Metrics - Operations

Define Enforcement Performance Metrics

The City's parking and enforcement programs should have established goals and measures that reflect best practice indices of success, efficiency, and compliance. These metrics should be readily available for staff to review to make any appropriate change requests. Best practice success metrics to ask a vendor to track include:

Enforcement

- Violation rate/capture rate
- Deployment of labor
- Infractions: by total and by type
- Revenue by type of citation
- Expense/revenue performance related to enforcement and citations
- Tracking of citation adjudication

Off-street facilities and Permit Sales

- Number sold by facility or area (e.g., Residential Permit Parking)

[20] Which should include an evaluation of citations issued/paid/open/voided to ensure compliance and a high level of performance for all parties involved (e.g., parking management vendor, city, and county courts).
[21] See Appendix Table 7: Fee Schedule - 2020

- Schedule of fees
- Float
- Expense/revenue performance related to permits

On-street

- Gross revenue derived from on-street meters/pay stations
- Schedule of fees
- Expense/revenue performance related to on-street system (sans enforcement)

Routinely Track Enforcement Performance Metrics

Information necessary for tracking and quantifying established performance metrics would be gathered within the context of a routine schedule of data collection as outlined in the management services agreement with the third-party vendor. It is recommended that these metrics be periodically verified or "ground-truthed" by an independent parking management firm every three years. Periodic evaluations of parking behavior of both visitors and employees within the downtown and the residential permit parking (RPP) areas is an excellent method in helping better understand how the parking system is being utilized by the full cross-section of users. The results can provide valuable, constructive feedback for the City and the parking management contractor.

Technology

Implement Technology Improvements

Comments About Roseburg's Parking Meters

"Unable to tell if meters are real or nostalgic"

"Meters in poor shape, I had no idea they were operational"

"I thought the meters had been abandoned and were inoperable. No marking on the meters"

It is evident from the public comments made by visitors (see inset) to the downtown and those who have received citations that the parking meters are in dire need of an upgrade. This is further evidenced Park-Smart's inability to find or procure replacement parts for existing meters due to their age and or general condition. There are several technology platforms that would allow users to pay for parking in several ways such as coin/cash, credit card, by phone, online, and/or using a mobile app. Some technologies are physically installed in the right-of-way such a single-head smart meters and multi-space pay stations while other are virtual like a parking payment mobile app or pay-by-phone service. All these examples require supportive signage to instruct users on how to pay for parking. The physical technologies tend to have higher capital costs but are more intuitive to users (i.e., customer-friendly), while the virtual options can have less capital costs but require more user education and can frustrate less technologically-experienced users (i.e., less customer-friendly to some).

Regardless of the chosen technology route, Roseburg should strongly consider and fiscally plan for an upgrade of their existing parking payment equipment. Some examples of communities that have done that are Hood River, Oregon City, Salem, Oregon and Vancouver, Tacoma, Washington[22].

1.5 Summary

Pursuing a management services agreement with a third-party parking operator makes good sense for Roseburg. The previous scope of work agreements are a great starting point for introducing a refreshed version for prospective vendors. The new one should emphasize the importance of regular reporting, a more fully integrated customer service component (e.g., downtown ambassadors), quarterly meetings with the city

[22] In each of these examples there was high confidence that revenue generated from the system would cover the cost of investment.

"parkin g manager," and creating a fiscal environment (i.e., calibrate citation fees, adjust parking meter rates, and permit costs) where parking management can at least operate in a self-sustaining manner.

Appendix

Table 7: Fee Schedule - 2020

Violation	Issue Amount	Max Amount
Expired Meter	$28.00	$78.00
Handicapped Zone	$210.00	$260.00
Employee/Res 1st Offense	$28.00	$28.00
Employee/Res 2nd Offense	$60.00	$110.00
Employee/Res 3rd Offense	$115.00	$160.00
No Visible Permit	$28.00	$78.00
Expired Permit	$28.00	$78.00
1 Hour Overtime	$27.00	$77.00
Opposing Traffic Mvmt	$35.00	$85.00
Restricted Zone	$35.00	$85.00
Loading Zone	$28.00	$78.00
Double Parked	$15.00	$65.00
Obstructing Crosswalk	$35.00	$85.00
30 Min Over Time	$12.00	$62.00
Parked in Alley	$12.00	$62.00
Obstructing Sidewalk	$35.00	$85.00
Blocking Driveway	$17.00	$67.00
Yellow Zone	$12.00	$62.00
Vehicle Running	$12.00	$62.00
Improperly Parked	$30.00	$80.00
Fire Hydrant	$60.00	$110.00
5 Hour Over Time	$30.00	$80.00
3 Hour Over Time	$27.00	$77.00
4 Hour Over Time	$28.00	$78.00
Hooded Meter	$12.00	$62.00
2 Hour Over Time	$27.00	$77.00
Tow Away Zone	$35.00	$85.00
Bus Zone	$30.00	$80.00
Over 12 Inches	$12.00	$62.00
10 Min Over Time	$10.00	$60.00
Outside Parking Marker	$28.00	$78.00
Blocking Alley	$30.00	$80.00
Parked in Restricted Area	$35.00	$85.00
Parked in Restricted Zone	$28.00	$78.00
Parked in Tow Away Zone	$12.00	$72.00
Free Parking Zone Req Penalty	$100.00	$150.00
Median Violation	**$28.00**	**$78.00**
Average Violation	**$36.28**	**$82.73**

Appendix E: WP #5 - Summary of Public Outreach Findings

Public Outreach Summary

February 2021 (v2)

1.1 Introduction

From September 2020 through February 2021, the Downtown Parking Assessment Project Team led an outreach campaign to engage residents and stakeholders to help understand, frame, and prioritize the key challenges and potential improvements for the parking experience in Roseburg.

This summary provides an overview of the variety of opportunities for stakeholder engagement and education that were offered throughout the project, highlights consistent themes—observed by the consultant team and self-reported by the community—and concludes with strategies for incorporating identified stakeholder priorities into the development of strategies.

The document is organized as follows:

- Virtual Open House Summaries
- Survey Results
- Summary Key Findings

1.2 Open House Summaries

Two virtual open house events were hosted during the project, hosted on Zoom and broadcast on Facebook Live. Both open house events were open to the community and publicized widely via traditional and social media and were available to watch on the Facebook page for those who were unable to attend the live event.

Each virtual Open House provided an opportunity to update the community on the project, obtain feedback, and answer questions. The following section summarizes each Open House along with key issues raised.

Open House #1

Overview

- **Date:** Wednesday, November 18, 2020
- **Virtual Platform:** Zoom, broadcast on Facebook Live
- **Format**: 45-Minute Presentation + Q & A.
- **Attendees**: Approximately 15 (including 2 individuals from the SAC on Zoom)

Issues Raised

- Concern regarding empty storefronts in Downtown and impact on future direction of the parking program
- Timing of getting an enforcement program back up and running
- Traffic associated with new development/housing
- Safety of Downtown streets/traffic speeds
- Safety of the Public Parking Garage and need for improved lighting, signage, and security patrols

Open House #2

Overview

- **Date:** Tuesday, February 17, 2021
- **Virtual Platform:** Zoom, broadcast on Facebook Live
- **Format**: 45-Minute Presentation + Q & A.
- **Attendees**: Approximately 12

No audience questions or concerns were raised during Open House #2.

1.3 Survey Results

- **Total Responses**: 303
- **Dates**: October 27, 2020 through November 30, 2020

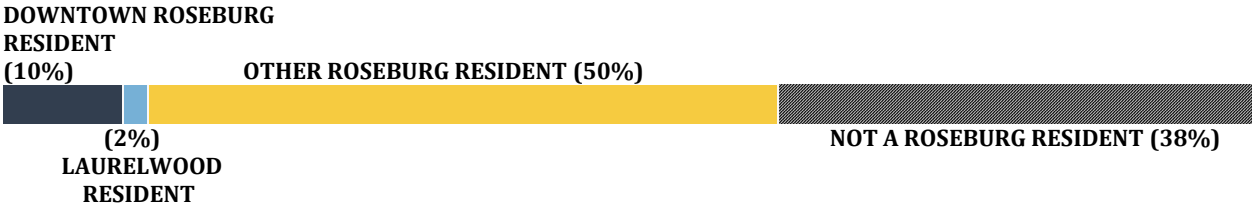
Gender Identity

- Female: 192 responses
- Male: 86 responses
- Non-Binary: 1 response

Age

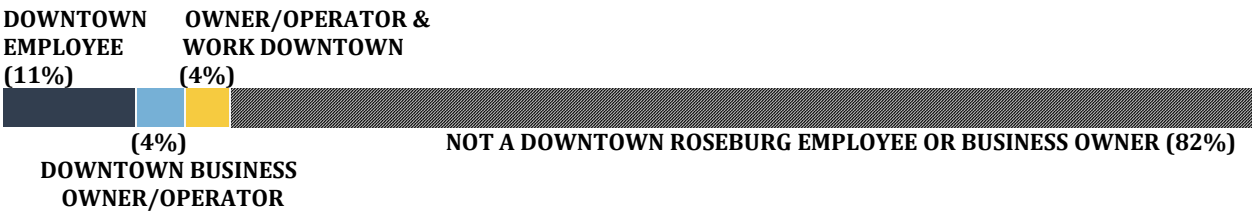
- <34: 34 responses
- 35-44: 51 responses
- 45-54: 47 responses
- 55-64: 72 responses
- 65-74: 73 responses
- 75+: 14 responses

Roseburg Residents



- Downtown Resident: 29 responses
- Laurelwood Residents: 6 responses
- Other Roseburg Residents: 153 responses

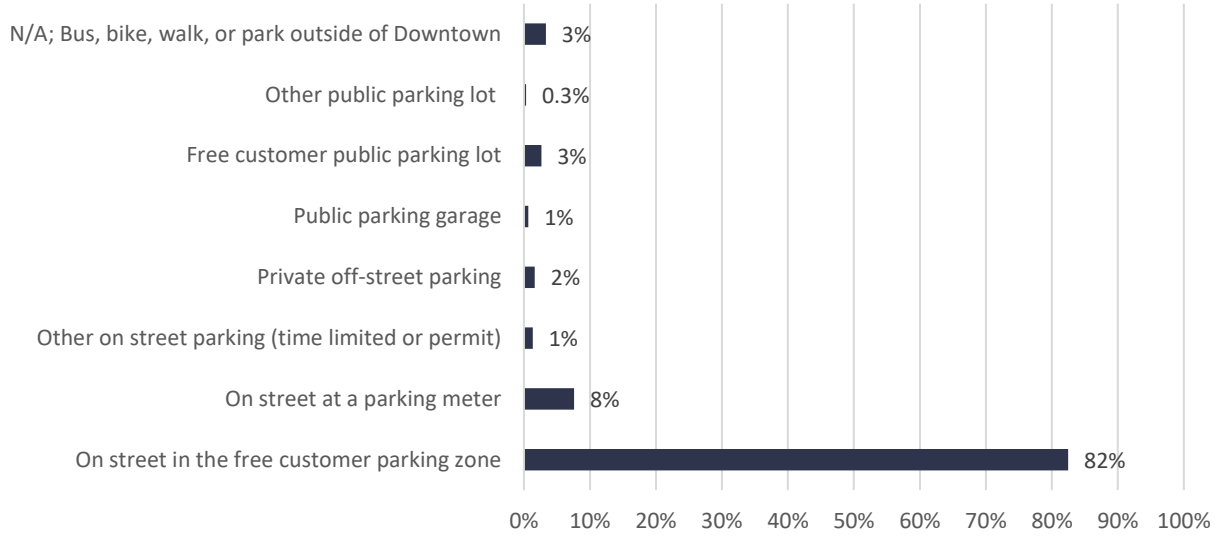
Downtown Employees/Business Owners



- Work Downtown: 32 responses
- Downtown Owner/Operator: 12 responses
- Work Downtown/Owner/Operator: 11 responses

Parking Location (When Visiting Downtown)

- **Question**: When you drive to shops/restaurants/activities in Downtown Roseburg (non-work-related trips), where do you typically park?
- **Total Responses**: 302 (1 skipped)



- N/A; Bus, bike, walk, or park outside of Downtown: 10 responses
- Other public parking lot: 1 response
- Free customer public parking lot: 8 responses
- Public parking garage: 2 responses
- Private off-street parking: 5 responses
- Other on street parking (time limited or permit): 4 responses
- On street at a parking meter: 23 responses
- On street in the free customer parking zone: 249 responses

Parking Location (When Working Downtown)

- **Question**: When you drive to work in Downtown Roseburg, where do you typically park?
- **Total Responses:** 68 (235 skipped and/or not a Downtown business owner/employee)

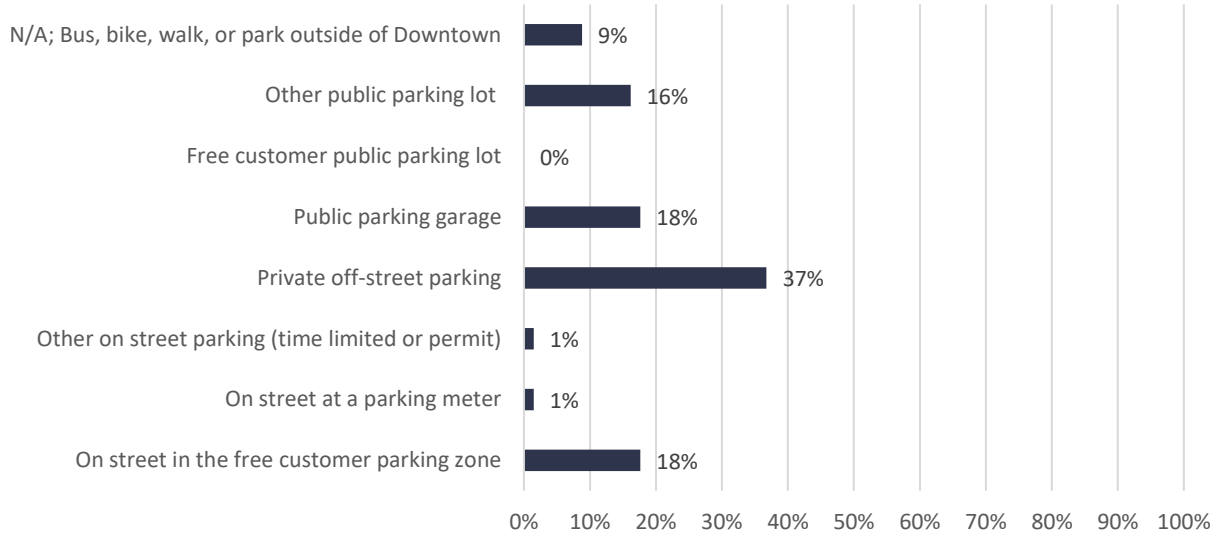


**Chart expressed as percentage of respondents who indicated that they work Downtown (68 respondents)*

- N/A; Bus, bike, walk, or park outside of Downtown: 6 responses
- Other public parking lot: 11 responses
- Free customer public parking lot: 0 responses
- Public parking garage: 12 responses
- Private off-street parking: 25 responses
- Other on street parking (time limited or permit): 1 response
- On street at a parking meter: 1 response
- On street in the free customer parking zone: 12 responses

Downtown Permit

- **26 respondents** reported that they have a Downtown Parking Permit
  - 6 permit holders live in Downtown Roseburg.
  - 7 permit holders reported that they park in the public parking garage when working Downtown.
  - 9 permit holders reported that they park in the Court Street Lot, Armory Lot, Shalimar Lot, or Phillips Lot when working Downtown.
  - 2 permit holders did not indicate that they live or work Downtown (*permit use unknown*).
  - 1 permit holder reported parking in the free parking zone when working Downtown (*permit use unknown*).
  - 1 permit holder reported parking in a private lot when working Downtown (*permit use unknown*).

Use of Alternative Modes

- **Question**: Do you occasionally (or frequently) travel to Downtown Roseburg using any following alternative options?
- **Total Responses:** 67 (236 skipped and/or do not typically use alternative modes)

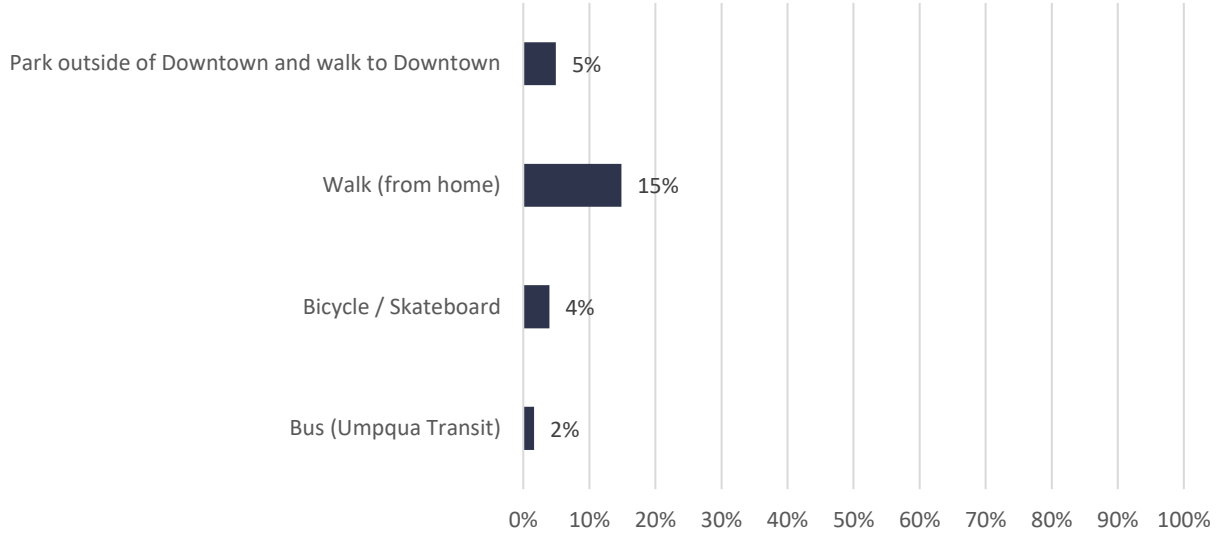


**Chart expressed as percentage of total respondents (303 respondents)*

- Bus (Umpqua Transit) 5 responses
- Bicycle / Skateboard 12 responses*
- Walk (from home) 45 responses*
- Park outside of Downtown and walk: 15 responses*

*9 respondents are included in multiple categories.

Parking Meters

- **Question**: When you drive and park at a meter, what is the primary reason for parking in the metered area? Please select only one choice.
- **Total Responses:** 295 (8 skipped / no answer)

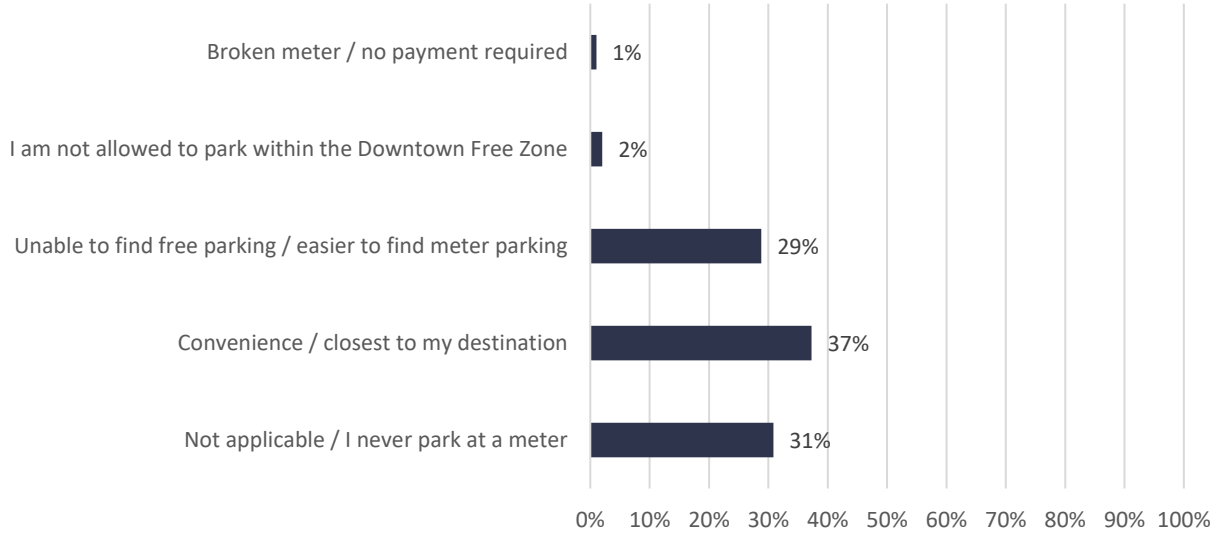
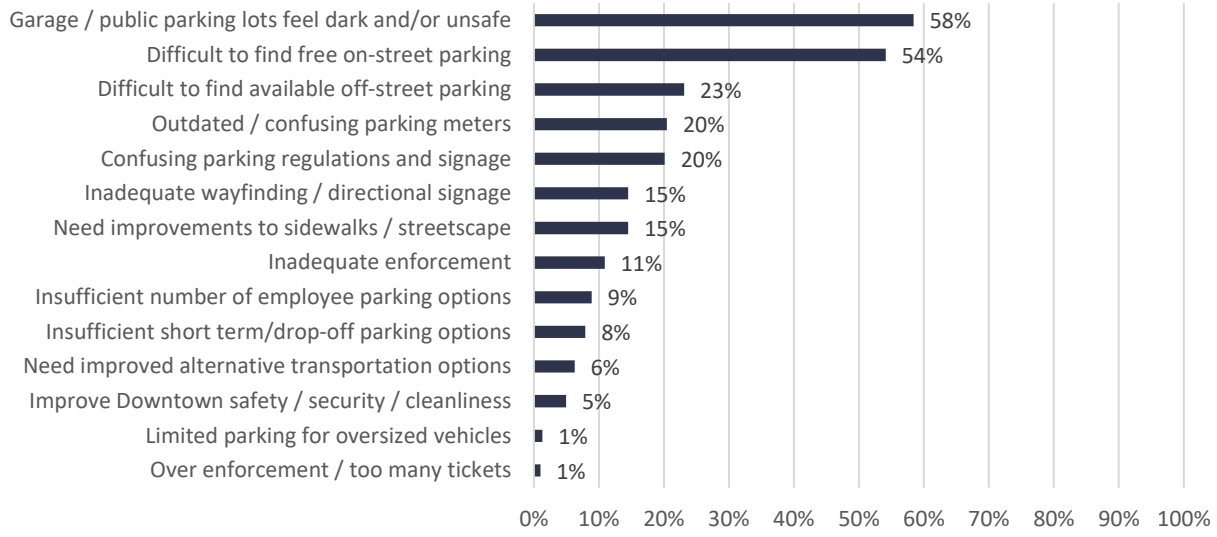


**Chart expressed as percentage of respondents who answered (295 respondents)*

- Broken meter / no payment required: 3 responses
- I am not allowed to park within the Downtown Free Zone: 6 responses
- Unable to find free parking / easier to find meter parking: 85 responses
- Convenience / closest to my destination: 110 responses
- Not applicable / I never park at a meter: 91 responses

Prioritization of Issues

- **Question**: If you could address 3 issues related to parking in Downtown Roseburg, what would you prioritize?
- **Total Responses:** 300 (3 skipped or noted no issues to address)



- Garage / public parking lots feel dark and/or unsafe: 177 responses
- Difficult to find free on-street parking: 164 responses
- Difficult to find available off-street parking: 70 responses
- Outdated / confusing parking meters: 62 responses
- Confusing parking regulations and signage: 61 responses
- Inadequate wayfinding / directional signage: 44 responses
- Need improvements to sidewalks / streetscape: 44 responses
- Inadequate enforcement: 33 responses
- Insufficient number of employee parking options: 27 responses
- Insufficient short term/drop-off parking options: 24 responses
- Need improved alternative transportation options: 19 responses
- Improve Downtown safety / security / cleanliness: 15 responses
- Limited parking for oversized vehicles: 4 responses
- Over enforcement / too many tickets: 3 responses
- "Need fresh painted lines in Phillips Lot" 1 response
- "Delivery trucks stopping in street block safe parking" 1 response
- "Go back to parallel parking" 1 response
- "Insufficient number of resident parking options" 1 response
- "People parking in private lots they aren't patronizing" 1 response
- Dislike revamping of one ways and single lanes with parking 1 response

Parking Difficulty

- **Question**: Typically, on a scale of 1 to 5, how difficult is it to find parking in Downtown Roseburg?
- **Total Responses:** 291 (12 skipped or noted that they do not park in Downtown)

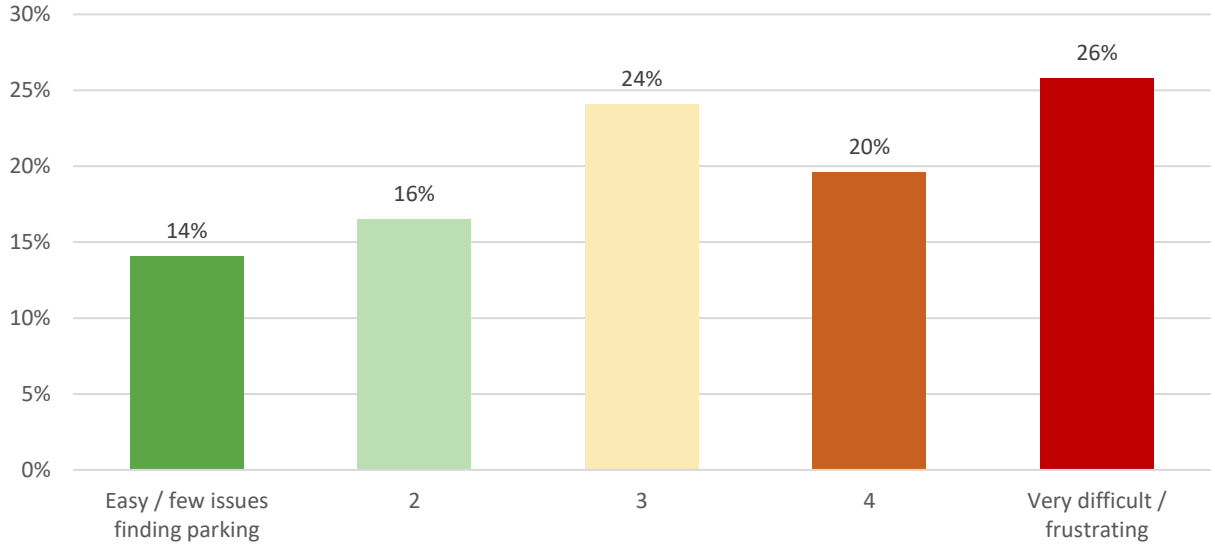
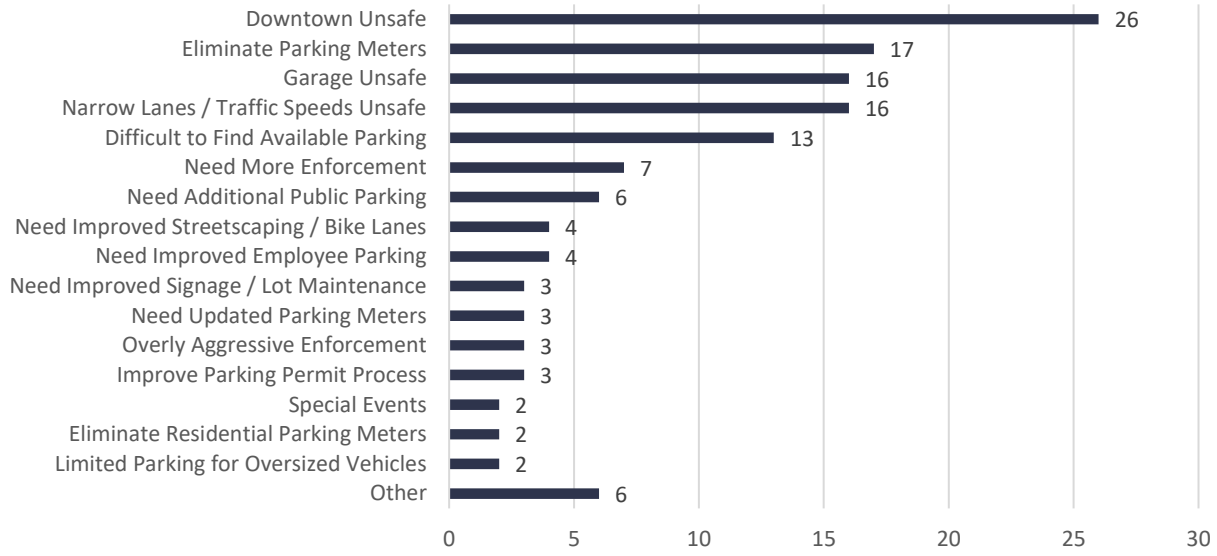


**Chart expressed as percentage of respondents who answered (291 respondents)*

General Comments

- **Question**: What other comments would you like to share regarding parking in Downtown Roseburg?
- **Total Responses:** 115 respondents (classified into 133 specific comments)



Sample Comments

- Downtown Unsafe
  - "I feel unsafe parking far from my destination"
  - "It doesn't feel safe to park my car and leave it unattended except for peak daytime shopping…."
- Eliminate Parking Meters
  - "The outdated meters and requirement to pay for parking makes downtown feel less welcoming to residents and visitors."
  - "At the least to help the small business & restaurants having a two-hour free on-street parking would be most helpful to promote the downtown area."
- Garage Unsafe
  - "I'd love to see the parking garage more approachable -- cleaner, more light, murals by local artists (or just a bit abstract mural painting day)"
  - "…If parking garage was well lit and had a security person, I would park there…."
- Narrow Lanes / Traffic Speeds Unsafe
  - "The driving lanes are too narrow"
  - "…Speed is too fast with people trying to parallel park and car doors opening quickly…."
- Difficult to Find Available Parking
  - "I usually avoid going to downtown because the parking is so bad- I sometimes have to drive around several blocks to find an open spot."
  - "Parking is most troublesome on Friday and Saturday nights."
- Need More Enforcement
  - We need to enforce the rules that employees stop parking in free zone... there is nowhere for customers to park depending on the time of day you come downtown... i.e. lunch or dinner hours."
  - "… I would like to see our parking rules enforced."
- Need Additional Public Parking
  - "It is my understanding that the 2 level parking structure was actually created to have 4 levels... add the 2 additional levels…"
  - " Another parking garage would greatly alleviate parking issues in downtown Roseburg."

1.4 Key Findings

- **Customers and visitors to Downtown typically park on-street in the free parking zone**. Only 8% of respondents indicated that they "typically" park on-street at a parking meter, and fewer than 1% indicated that they typically park in the Parking Garage for non-work trips to Downtown.
- **Although not their preferred parking location, nearly 70% of survey respondents indicated that they do park and pay at a parking meter at least occasionally** (31% indicated that they never park at a parking meter).
- While a majority (71%) of the 68 respondents who work Downtown indicated that they typically park off-street for work trips to Downtown (including 37% in private lots and 34% in public lots or the Garage), **a significant percentage (18%) indicated that they park on-street in the free zone while working Downtown**. Given the limited size of the Downtown Free Parking Zone (322 stalls), even a relatively small number of employees parking all day in the area can contribute to perceptions that parking availability for customers is limited in Downtown.
- Of the 23 survey respondents who typically park in the Parking Garage or other public parking lot when working downtown, most (70%) have a parking permit, but **30% indicated that they do not have a parking permit.**
- **Fewer than 2% of survey respondents indicated that they even occasionally ride transit to Downtown, and fewer than 4% of survey respondents indicated that they occasionally bike or skateboard**. A higher percentage (15% and 5%, respectively), either walk from home or park outside of Downtown and walk into Downtown at least occasionally.
- **A majority (58%) of survey respondents feel that the Garage and/or public parking lots feel dark and/or unsafe.** This was the single most consistent theme expressed by survey respondents.
- **Opinions on the difficulty of finding parking in Downtown are somewhat mixed**. A majority (54%) of survey respondents feel that it can be difficult for some to find free on-street parking, and 23% feel that it can be difficult for some to find available off-street parking, noting these as key issues the City should address related to parking. However, less than half (46%) of survey respondents personally find it at least moderately difficult to find parking in Downtown, while approximately 30% personally do not feel parking in Downtown is much of a challenge at all.
- **Signage, communication of regulations, and maintenance of equipment/facilities were commonly cited as key issues to address.** 20% of survey respondents feel that the existing parking meters are outdated and/or confusing and 20% of survey respondents feel that some parking regulations and signage are confusing.
- **Many survey respondents expressed safety as a priority issue in their comments**. Particularly at night, many residents and visitors feel unsafe parking and walking in parts of Downtown,