2021

Downtown Parking Assessment and Plan

(DRAFT: January 20, 2021)

Prepared For:

Prepared By:

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Parking & Transportation

Acknowledgments

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- Carole Cohen — Downtown Resident (1130 SE Cass)
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- Susie Johnston-Forte — Roseburg Town Center/ Downtown Roseburg Association
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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 (December 2020)

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

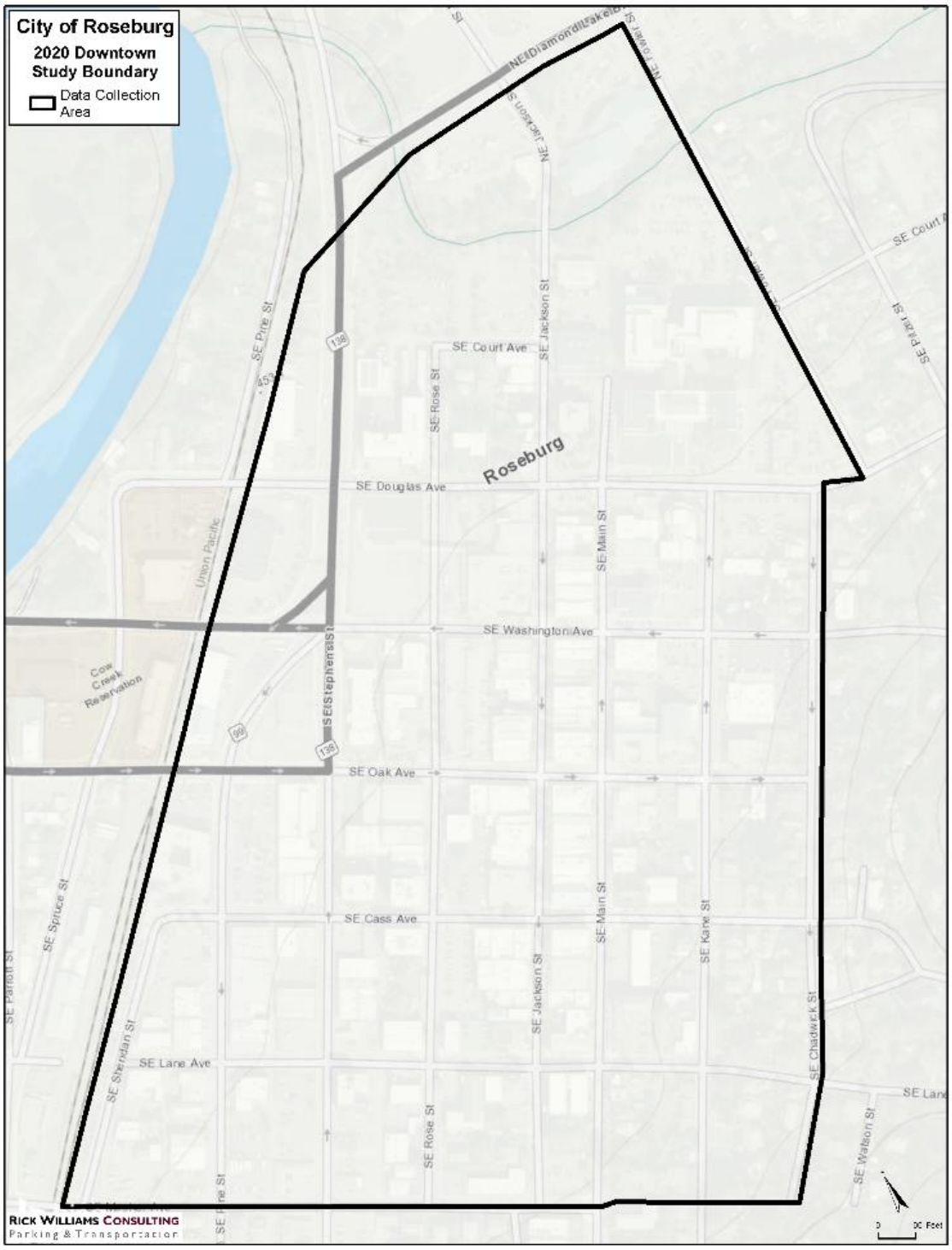


Figure B: Laurelwood Study Area Map

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.

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.

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.

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.

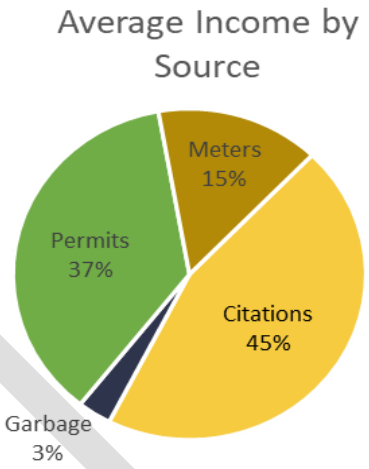
[8] Source: 'Notice Count by Violation with Pay Off Amount' – City Excel summary.
[9] 747 remained open and unpaid at the time of writing.

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

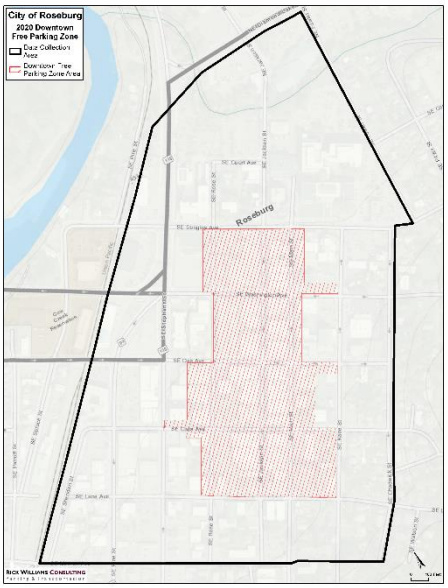
[11] A revenue sharing agreement tied to net revenue (rather than gross revenue) assures that when gross revenues do not exceed agreed upon expenses, revenue sharing would not put the City in a situation that would put the parking fund into a deficit.
[12] In some cases, a strategy planned for implementation 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

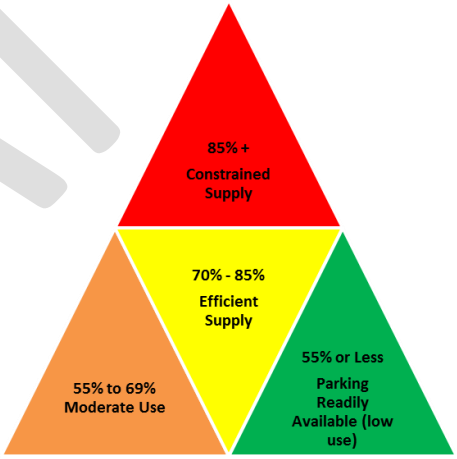
- Work with the Downtown Parking Working Group and City staff to develop a data collection schedule to monitor parking

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.