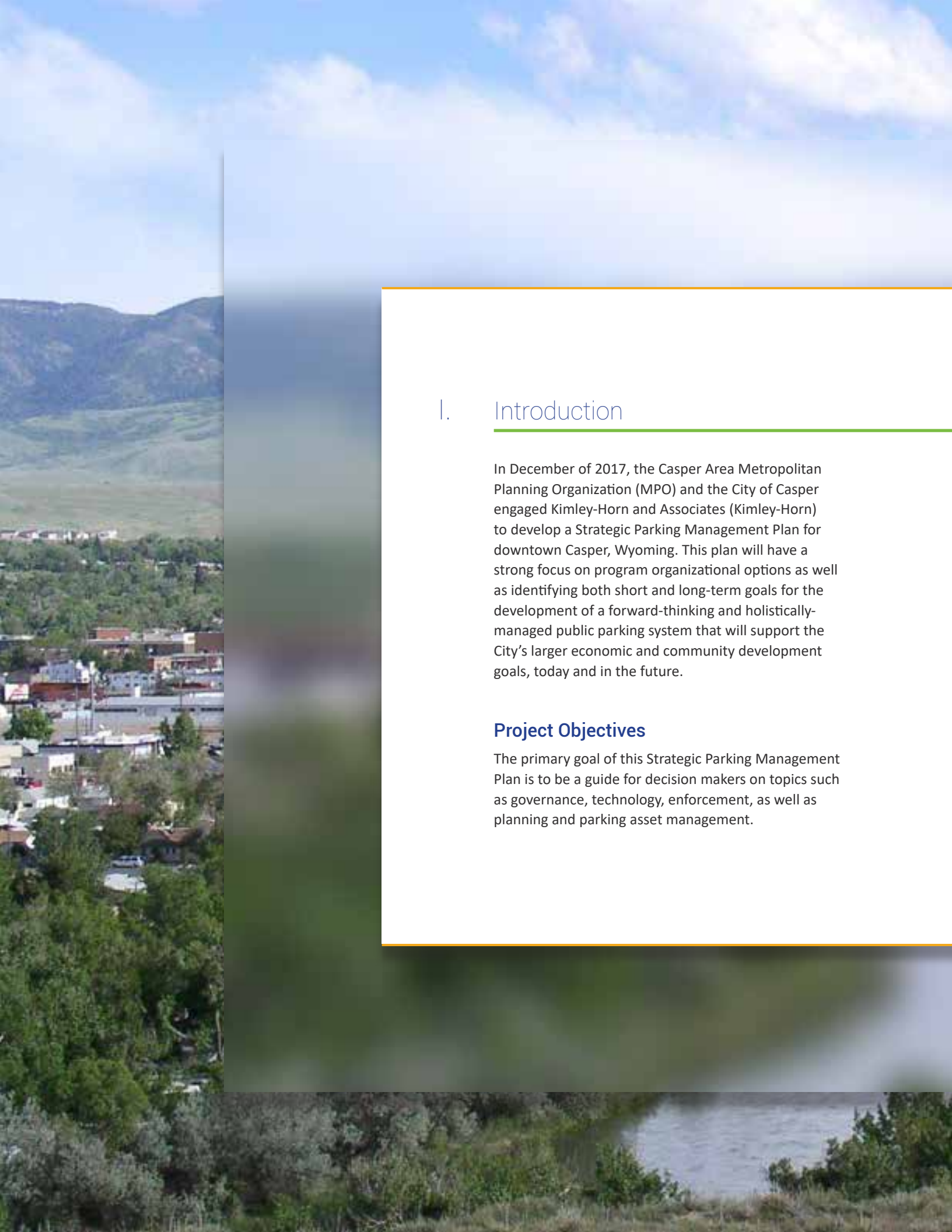
CASPER AREA METROPOLITAN PLANNING ORGANIZATION

Urban Center Parking Plan

April 2018



I. Introduction

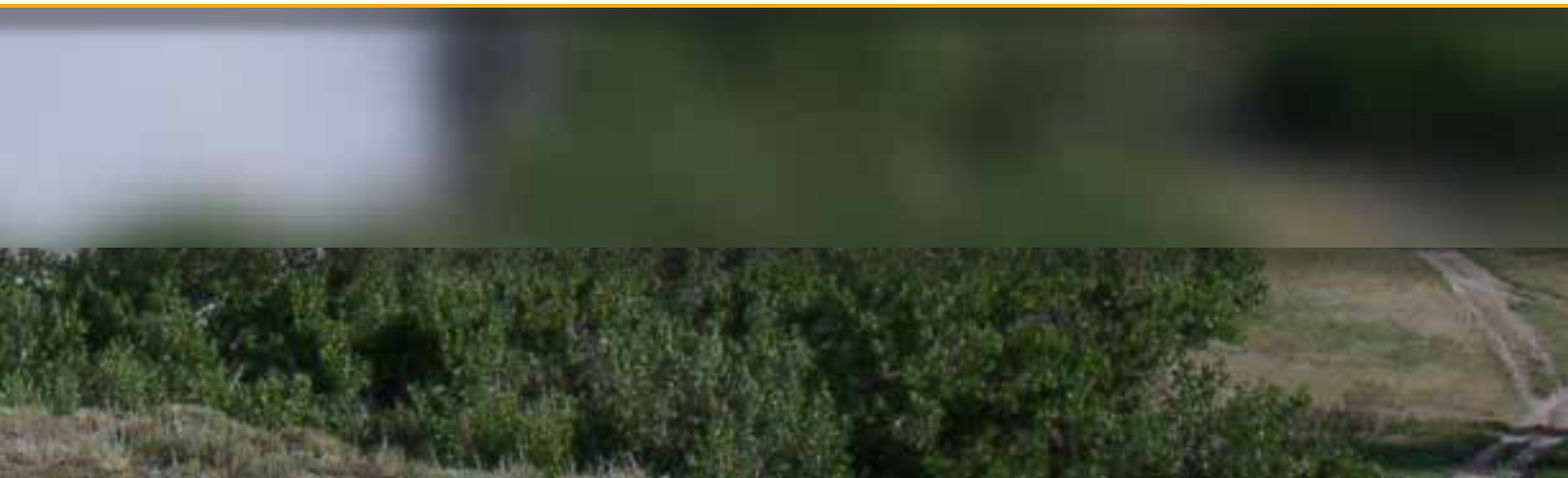
In December of 2017, the Casper Area Metropolitan Planning Organization (MPO) and the City of Casper engaged Kimley-Horn and Associates (Kimley-Horn) to develop a Strategic Parking Management Plan for downtown Casper, Wyoming. This plan will have a strong focus on program organizational options as well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

Project Objectives

The primary goal of this Strategic Parking Management Plan is to be a guide for decision makers on topics such as governance, technology, enforcement, as well as planning and parking asset management.

Specific project objectives include providing strategies and tools to:

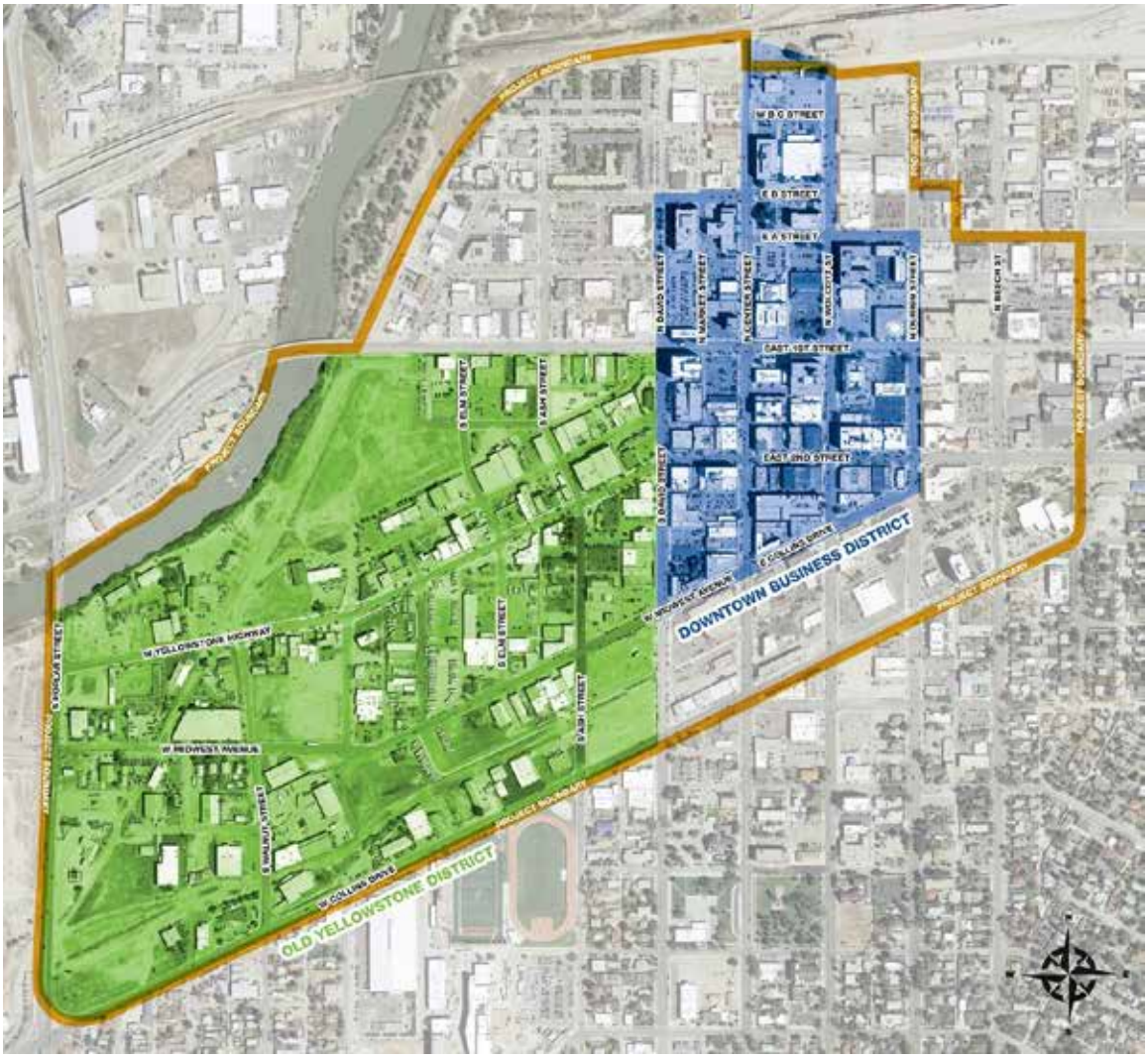
- Identify governance and management structures that will work best for Downtown Casper and will contribute to the successful implementation of other community strategic goals and adopted City plans.
- Document current parking inventories, assess current parking adequacy and project future parking needs.
- Develop strategies to improve public perceptions of downtown parking
- Position parking as a contributor to continued downtown redevelopment and economic expansion
- Provide recommendations on establishing positive and proactive customer relations
- Explore the range of parking management strategies that can be used by City staff to encourage on-street parking turnover and promote increased downtown vitality without unduly penalizing infrequent violators
- Identify technology that can improve customer access, convenience and services, while also controlling operating costs and improving operational efficiency.
- Position parking management within the larger "access management" context in a way that promotes a balanced system of parking and transportation alternatives.
- Understand the opportunities, challenges and potential synergies between the City of Casper, the Old Yellowstone District, the DDA, the State of Wyoming and other related agencies/programs



I. Parking Supply/Demand Update

Study Area

The overall study area for this project is outlined below in orange. Two sub-areas were identified for special focus and deeper analysis into parking behaviors and trends based on their unique characteristics. These areas, shown below, are the Downtown Business District and the Old Yellowstone District.



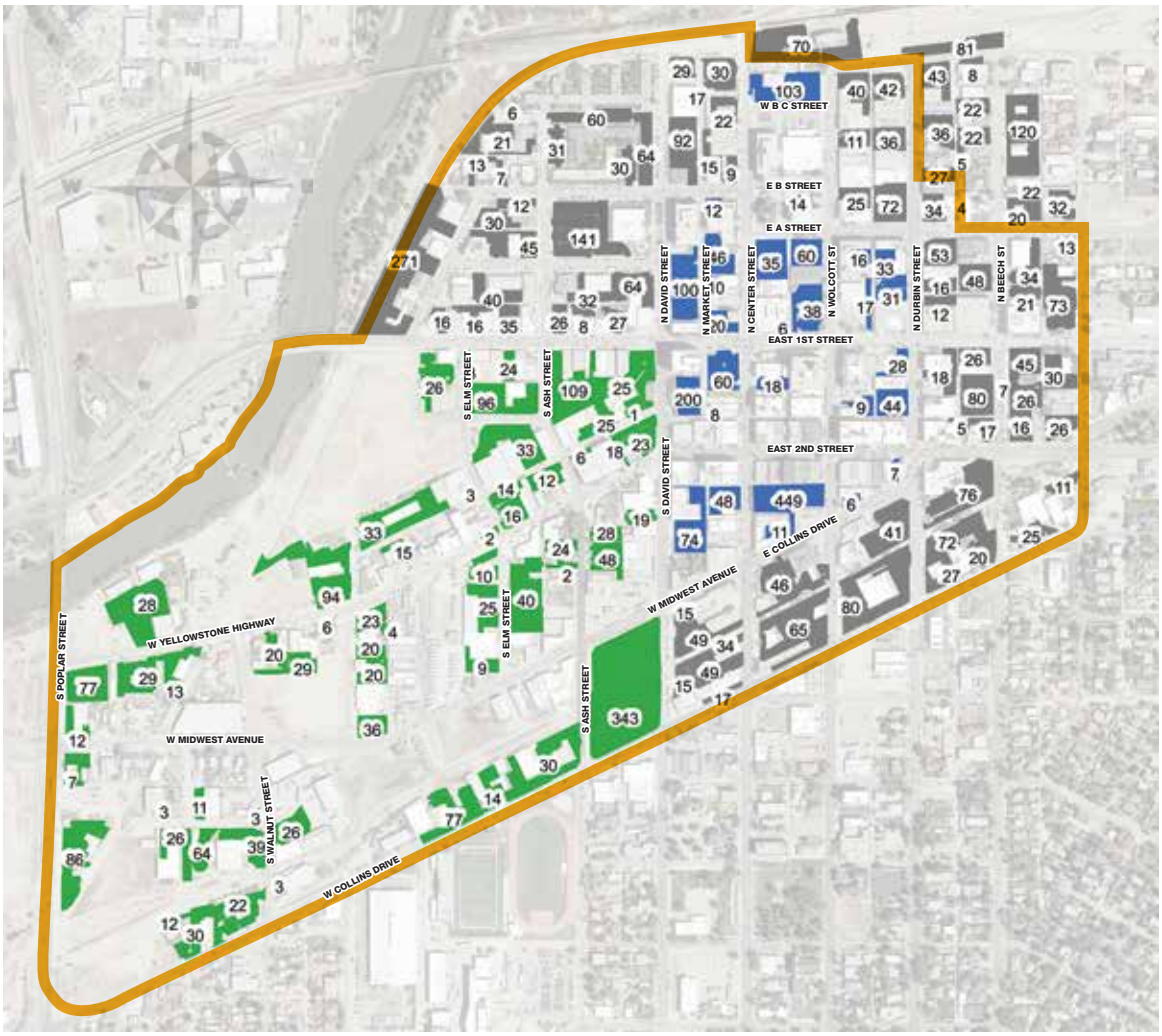
Off-Street Parking Inventory

Within the Urban Center study area, there are currently 6,588 total Off-street parking spaces (surface lots/garages). Of this total, 6,079 off-street spaces are considered "private" although some spaces may be publicly available. Only 509 off-street spaces are publicly owned (the majority of these are in the City parking garage at Wolcott and Center Streets.)

Off-Street Spaces Per Sub-Area

Study Area	Public Off-Street Spaces	Private Off-Street Spaces	Total Off-Street Spaces
Urban Center (overall study area)	509	6,079	6,588
Downtown Business District	509	994	1,503
Old Yellowstone District	0	1,896	1,896

Urban Center | Downtown Business District | Old Yellowstone District | Project Boundary



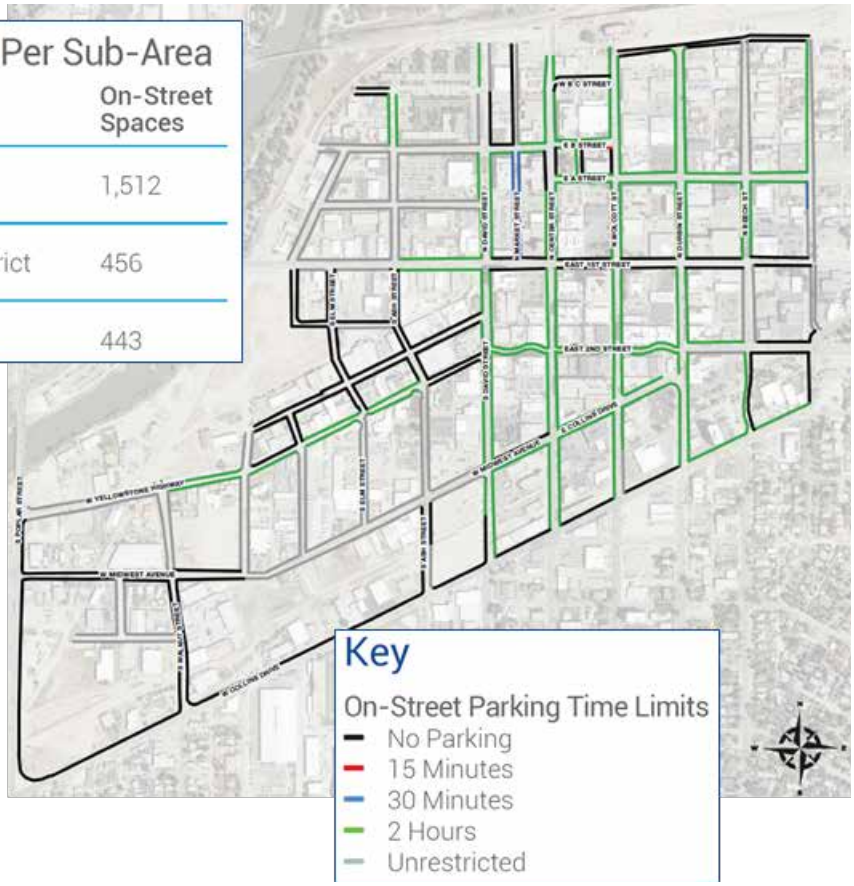
II. On-Street Parking Inventory & Time Limits

On-Street Parking Assets

Within the Casper Urban Center study area, there are currently 1,512 on-street parking spaces. Within the Downtown Business District there are 456 on-street spaces and within the Old Yellowstone District there are 443 on-street spaces. The remaining 613 on-street spaces are within the overall study area, but outside of the two sub-districts.

On-Street Spaces Per Sub-Area

Study Area	On-Street Spaces
Urban Center (overall study area)	1,512
Downtown Business District	456
Old Yellowstone District	443



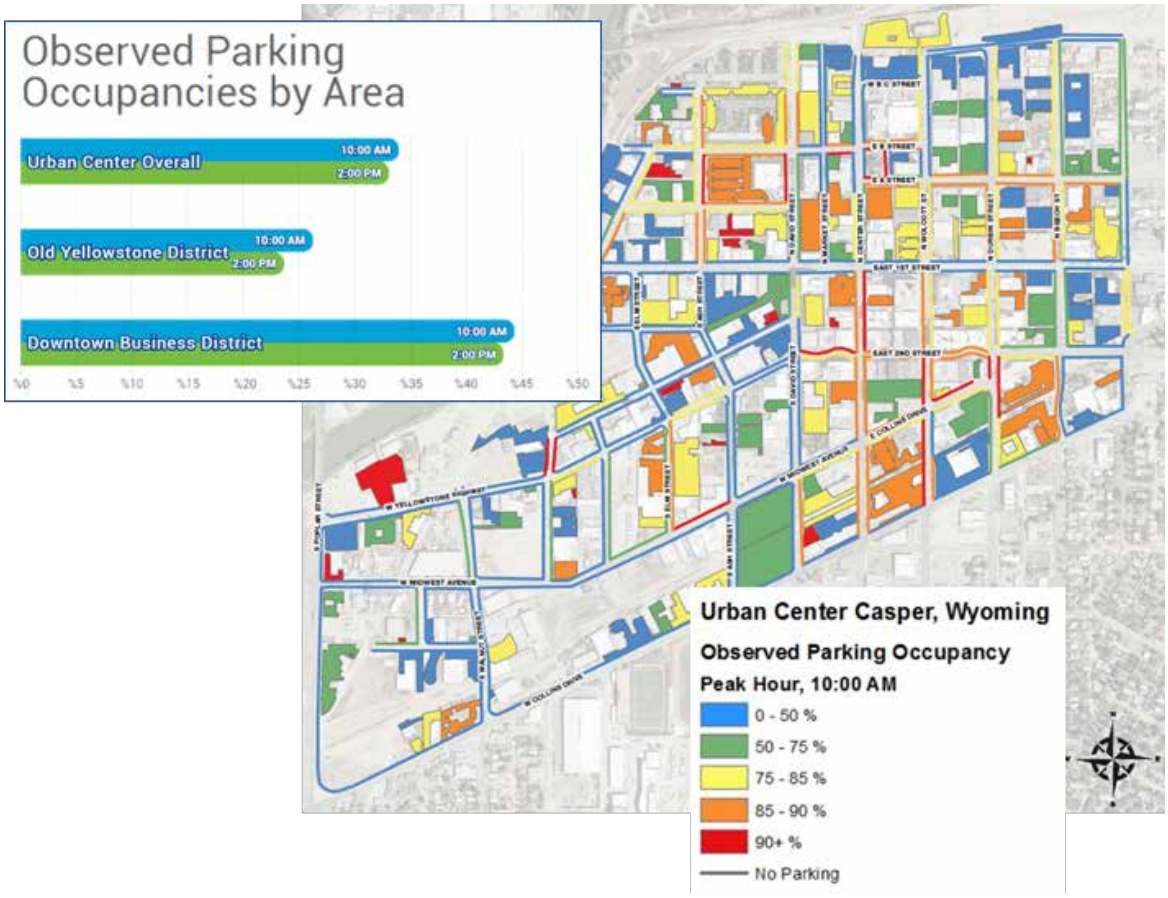
III. Off & On-Street Parking Utilization

Parking Occupancy

Parking occupancy data was collected for each of the blocks in the study area. Parking occupancy data was collected at the peak parking demand period based on staff input and data from previous parking studies (10:00 a- 11:00 a.m. on a Thursday).

The block-by-block results are broken down into on-street and off-street parking occupancy and are summarized in the graphics above. Even at the peak demand period in the busiest district, parking demand never exceeded 45%. While there are some areas higher demand (see areas on the "parking heat map" above that are colored orange and red) overall, the City does not have a parking supply problem. Our opinion is that the City has a parking management (or lack thereof) problem.

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



Block Face	Capacity	Number of Parked Vehicles by Length of Stay (hours) 0-1	1-2	2-3	3-4	4-5	Total Vehicles	Total Duration	Average Duration	Average Turnover	Number of Violations	Violation Hours
David to Center EB*	13	22	4	1	2	0	29	41	1.41	2.23	3	5
David to Center WB	12	8	15	1	1	2	27	55	2.04	2.25	4	9
Center to Walcott EB	13	38	4	1	0	0	43	49	1.14	3.31	1	1
Center to Walcott WB	13	42	5	0	0	0	47	52	1.11	3.62	0	0
Walcott to Durbin EB	10	26	5	0	0	0	31	36	1.16	3.10	0	0
Walcott to Durbin WB	12	25	7	2	1	1	36	54	1.50	3.00	4	7
Durbin to Beech EB	11	5	0	0	4	1	10	26	2.60	0.91	5	11
Durbin to Beech WB	8	6	4	2	0	1	13	25	1.92	1.63	3	5
Total Area	92	172	44	7	8	5	236	338	1.43	2.57	20	38

*Parking in the right-on-way was partially blocked to accommodate off-street construction activities within a commercial business.

ON-STREET PARKING TURNOVER AND DURATION

In addition to occupancy data, manual counts of on-street parking duration and turnover were performed on a sampling of core business district block-faces. Eight block faces encompassing 2nd Street between David Street and Beech Street were used for the parking duration assessment. This information was analyzed further to include insight into length of stay, space turnover and violations within this area during the peak usage time-frame. Parking within this area has a two-hour time limit.

As the data in the table below indicates, parking along 2nd Street between David Street and Beech Street turned over approximately 2.57 times (compared tan industry standard goal of 5 - 6 "turns per space per day"). The vehicles parking in these spaces stayed an average of 86 minutes (1.43 hours).

Two block faces, however, were observed to exceed an average duration of stay beyond the 2-hour time restriction for the area. These included the eastbound side of 2nd Street between Durbin Street and Beech Street, as well as the westbound side between David Street and Center Street Altogether, 20 time violations were observed within the five-hour time collection period for a total of approximately 38 violation hours. These violation hours represent an additional 19 vehicles that could have been accommodated in this area with no time violations.

It will be important going forward to enhance the level and consistency of parking enforcement efforts to improve on-street space turnover for the benefit of the merchants that depend on convenient retail parking and to drive more traffic to the under-utilized parking garage. Enhancing the aesthetics and functional systems of the parking garage will also be required as part of a comprehensive parking management strategy to get the best utilization from all the parking resources currently available.

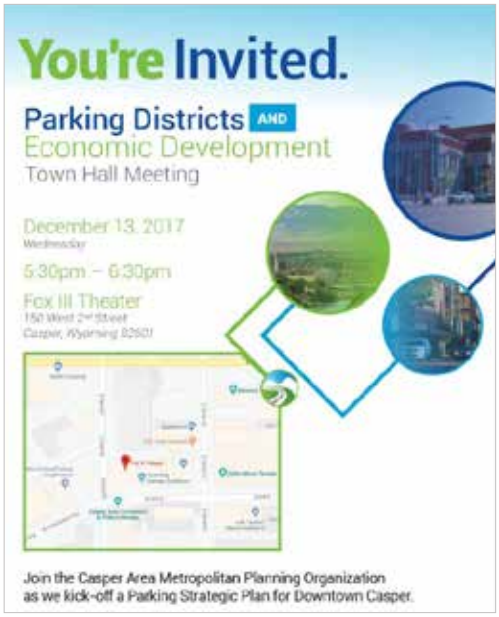
IV. Future Parking Needs

(To Be Completed)

V. Community Engagement and Stakeholder Feedback

Stakeholder Process

- Launch and promote project web-page and online survey
- Host Open House with interactive booths
- Present to monthly "Coffee Talk" gathering
- Conduct small group meetings with key community organizations and City departments
- Technical and Stakeholder Advisory Group work sessions



Technical Steering Committee

Andrew Beamer, Public Services Director
Shad Rodgers, Streets Superintendent
Liz Becher, Director of Community Development
Craig Collins, City Planner
Sgt. Scott Jones, Casper Police Department
Jackie Warney, Casper Police Department
Kevin Hawley, Casper DDA
Pam Jones, Casper Area MPO
Aaron Kloke, Casper Area MPO/City of Casper

Community Stakeholder Committee

Jacque Anderson, Jacque's Bistro
Bob Ide, Owner, Ide Land and Leasing Company
Todd Smith, State of Wyoming
Kate Sarosy, Statewide volunteer president for AARP
Kathy Edwards, Cadillac Cowgirl
Brettnee Tromble, First Interstate Bank
Randy Pryde, Movie Palace
John Huff, Yellowstone Garage
Pete Fazio, Eggington's Restaurant
Tom Heald, Wyoming Plant Company

Stakeholder Priorities and Key Themes

Community members expressed a wide variety of concerns, priority issues, and recommendations related to parking within Casper's Urban Center during the three-month community outreach campaign. Each comment received – both from in-person engagement opportunities and via online efforts – was grouped intone of approximately 30 categories to help identify the issues that represent the key priorities of the

community. The following summarizes first tier priorities (those items that received the most mentions during the stakeholder outreach process.

Stakeholder Tier 1 Priorities

Tier 1 Priorities were expressed consistently through a variety of outreach events and within the online survey. Addressing these issues should serve as a key focus of the Urban Center Parking Plan recommendations.

Incentivize the Use of Off-Street Facilities

- Consider options to encourage employees to use the parking garage and other off-street facilities rather than occupy on-street parking spaces.
- Costs associated with parking in the parking garage incentivizes employees to park on-street or in private lots, and alternative options should be studied.

Enhanced Enforcement

- Current enforcement levels are not consistent enough with inadequate penalties for repeat offenders to serve as an effective deterrent for employees and other long-term parkers.
- Enforcement philosophy should strike a balance that both effectively cites and fines repeat offenders without serving as a deterrent to downtown visitors.

Pedestrian Enhancements

- There is a strong desire among community stakeholders to improve the downtown pedestrian environment including streetscape enhancements, crosswalk treatments to improve safety, and potential consideration for a downtown pedestrian mall.
- Many community members indicated that during special events, visitors are willing to walk several blocks to their destination.

KEY DELIVERABLES

- Chapter VI – *Community Engagement and Communications Chapter*
- Appendix 33 - *Casper Online Parking Survey Results Summary*
- Appendix 34 - *Strategic Communications Plan*

VI. Planning Context

The Planning Context chapter provides a high-level summary of recent planning and policy documents as they relate to providing context to this strategic parking management plan. As we developed this parking management plan, we looked for opportunities to support the larger community goals expressed in these adopted City plans.

Planning and Policy Documents Reviewed

The following is a list of planning and policy documents reviewed as background for this study:

- Generation Casper Comprehensive Plan *(2017)*
- Connecting Casper 2040: Casper Area Long Range Transportation Plan *(2014)*
- Casper Area Trails, Path and Bikeway Plan *(2013)*
- City of Casper - Downtown Strategic Plan *(Crandall/Arambula 2012)*
- City of Caper - Design Standards for Commercial/Downtown Streetscape and Parks *(2005)*
- Old Yellowstone District and South Poplar Street Form Based Code
- City of Casper Special Events Planning Guide and Policy
- City of Casper Parking Garage Aesthetic Assessment *(2009)*
- Casper Parking Structure Management Agreement
- Casper Parking Regulations Manual
- Casper Police Downtown Parking Information Packet
- City of Casper - Downtown Parking and Traffic Study *(2000)*

VII. Current Parking Program Assessment

As part of the review and assessment of the current parking program, the following areas were evaluated:

- Authority and Legal Framework
- Operational Policies
- Organization/Management
- Off-Street Parking Resource Management
- On-Street Parking / Enforcement
- Key Issues (as reported by City staff)
  - Vehicular enforcement in the downtown
  - Citation collections / “Owner-less tickets”
  - Low citations collection ratios compared tnational averages
  - Missing elements from the Casper parking ordinance
  - Lack of “Teeth” in enforcement collections / citation right-off policies

Peer City Review "Snapshots"

Four peer cities were selected for review as part of this study. The selected communities which include:

- Missoula, MT
- Spokane, WA
- Eugene, OR and
- Boulder, CO

are technically not “peer cities” (although they all in the West and are reasonably similar in population and scale). We selected these communities more as “programs we can learn from”. Each of these communities have mature and in some cases industry leading parking and access management programs.

VIII. Parking Program Management and Organization

As the parking profession has evolved, several very effective parking system organizational models have emerged. Each of these models has its own strengths and weakness depending on several factors including the parking system's size, degree of development, programs offered, political landscape, community goals, etc. The four most successful and commonly utilized organizational models are:

- A Consolidated ("vertically integrated") City/ District Department model
- The Parking Authority model
- The "Contract" or Business District model
- The Parking District model

Appendix 35 provides detailed descriptions of several parking system organizational models that have shown demonstrated success in recent years. Each organizational model description is illustrated by an example of a specific program based on that model.

Recommended Program Organizational Options

The preferred organizational option for the City of Casper merges the following two organizational models:

- The City Department model and
- The Professional Services/Out-Sourced Management Model

This option was selected in response to several key factors that are specific to the current and future conditions in the City of Casper and the Old Yellowstone District including:

- The size of the community
- The fact that parking management will essentially be a new operational function and that there is a lack of existing expertise to manage this discipline
- The desire for improved coordination and collaboration between the City and State (with the pending new State Office Building / campus master-plan)
- The desire to promote the recently adopted Comprehensive Plan
- The desire to leverage parking management as a tool for community and economic development.

A detailed justification for this organizational option is provided in Chapter VII of the main report.

Parking Management Strategies and Framework Plan

To guide the development of comprehensive parking management program for the City of Casper, Kimley-Horn recommends using our "20 Characteristics of Effective Parking Programs" framework. This framework approach is described in brief within the main report and more expansively in Appendix 38 of the provided "parking management tool kit".

By essentially "creating a parking program from the ground up" in Casper, we hope to leverage opportunities to side-step many typical municipal parking system problems and create a solid foundation for program growth and future community support.

This study provides the City of Casper with a strong foundation of parking management resources with which to begin building a comprehensive, proactive and strategic municipal parking program. This foundation includes a recommended parking program organizational structure, the "20 Characteristics" management framework, the recommended "Priority Action Items" implementation plan, an extensive collection of parking management best practices (See appendix 27) and a wide-ranging "parking management toolkit" which provides sample tools, manual templates, audit checklists, informational white papers, maintenance procedures/schedules, etc.

In addition to the elements described above, Chapter VIII of the full report, "Parking Management Strategies / New Parking Program Implementation Plan" provides recommended program mission and vision statements and a set of program "guiding principles". These strategic program framework elements are followed by our recommended "Priority Action Items". These primary action items are seen as initial steps required to establish the new management structure and to begin to upgrade the systems and staff capabilities needed to achieve the goals of providing a more customer focused, sustainable and self-supported parking program for the community. These initial steps will also support the primary goals of enhancing customer services and economic development by making downtown more appealing to businesses wishing to relocate or to remain downtown. All the stakeholder feedback to date agrees that an effective public parking system is an important element in the revitalization of Downtown Casper.

Primary Action Items

Beginning on **PAGE 88** there is a list of recommended "Primary Action Items". Each primary action item is formatted to provide: an action item description, intended result, the entity or agency primarily responsible for implementation, key community partners, a recommended time-frame for implementation and supportive documents provided to assist with implementation.

Below is summary listing of these key recommendations:

- **Primary Action Item #1:** Adopt new program vision and mission statements and recommended parking program guiding principles. Hire a parking management professional as program director (and engage a parking management firm for at least an initial 3-year term). Create a Parking Advisory Board and begin implementing parking management best practices.
- **Primary Action Item #2**: Begin a process to evaluate investment in new on-street and off-street parking technology. Implementing on-street paid parking is recommended to improve on-street parking turnover, provide enhanced enforcement and compliance and to develop a revenue source for continued program investment and development.
- **Primary Action Item #3**: Leverage parking as a community and economic development strategy. Consider the concept of "parking development leading other development" as a potential economic development strategy. Utilize the provided parking structure design guideline if a new parking garage project emerges in the future.
- **Primary Action Item #4**: Improve utilization of the existing parking garage (Wolcott and Center Streets) by investing in needed repairs/recommended upgrades.
- **Primary Action Item #5**: Develop a new parking program brand and marketing program including development of the recommended strategic communications plan (template provided) and significant on-going community outreach strategies.
- **Primary Action Item #6**: Invest in training and staff development with a goal of "mastering the fundamentals of parking system management and operations. Develop a set of parking management data benchmarks (a list of recommended key performance indicators is provided in Appendix 25) and provide City administration with regular updates on program development/management goals and accomplishments.
- **Primary Action Item #7**: Expand the scope of the parking program over time to be more supportive of alternative modes of transportation and embrace more of a comprehensive "Mobility Management Philosophy".
- **Primary Action Item #8**: Reassess the current parking enforcement program using the tools provided. Invest in mobile license plate recognition technology. Consider engaging a collections agency to assist in improving the citation management and collections.
- **Primary Action Item #9**: Establish the parking program as a separate enterprise fund and combine all parking related revenue streams into this fund. Once the parking program is firmly established, consider offering parking management services to locally owned private parking resources as means to promote effective parking management, shared parking and to generate additional program revenues.
- **Primary Action Item #10**: Development of a robust and effective parking planning function, or at a minimum, the inclusion of parking management in larger community planning initiatives and on-going discussions relative to new or proposed development projects. Make shared parking a core parking planning strategy going forward.
- **Primary Action Item #11**: Consider conducting a pilot program on Second Street of the proposed Streetscape Design/Curb Lane Management and signage recommendations.

IN SUMMARY

The development of a strategic vision and a strong, well defined action plan is a critical first step in creating a comprehensive public parking program for the Casper Urban Center Area. We applaud the City and MPO's recognition of this fact and for making this important investment.

A comprehensive and well-managed parking program can be a significant partner and contributor to advancing the community's economic development goals as well helping to improve the overall experience of accessing Casper's urban center business districts. We are confident with the strong team of City/MP leaders, an engaged and supportive Mayor, City Council and development partners, that the future of Casper's urban center is bright indeed.

IX. Appendices / Parking Management Toolkit

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

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

Appendix 1	2018 Recommended Reading List for Parking Professionals
Appendix 2	Annual Parking Report Template
Appendix 3	International Parking Institute - APProgram Manual
Appendix 4	International Parking Institute - AP Matrix Final 2016
Appendix 5	Developing a Retail Parking Support Strategy
Appendix 6	Generic Parking Facility Rules and Regulations
Appendix 7	Guidelines for Using Parking as an Economic Development Strategy
Appendix 8	Missoula Parking Commission Annual Report 2012
Appendix 9	New Parking Manager Integration-Action Plan
Appendix 10	Parking as an Economic Development Strategy - White Paper
Appendix 11	Parking Enforcement Program Audit Checklist
Appendix 12	Sample Parking Enforcement Operations Manual
Appendix 13	Parking Facility Maintenance Manual
Appendix 14	Parking Facility Maintenance Schedule
Appendix 15	Parking Garage Security White-paper
Appendix 16	Parking In-Lieu Fees White-paper
Appendix 17	Parking Meter Technology White-paper
Appendix 18	Sample Parking Administrator Position Descriptions
Appendix 19	Sample Parking Garage Operations Manual

Appendix 20 Tax Increment Financing White-paper

Appendix 21 Downtown Parking Districts and Economic Development - Case Studies in Innovative Parking Management

Appendix 22 Consolidated System Financial Report

Appendix 23 LPR/Park+ White Paper

Appendix 24 IPI Emergency Preparedness Manual

Appendix 25 Recommended Parking Program Benchmarks

Appendix 26 Parking Structure Design Guidelines

Appendix 27 Parking Management and Design Best Practices

Appendix 28 Residential Parking Permit Programs White Paper

Appendix 29 Smart Parking Policies and TDM Strategies

Appendix 30 Valet Parking Program Development

Appendix 31 Kimley-Horn TDM Quick Guide

Appendix 32 "New Canvas" Art in Parking Article

Appendix 33 Casper Online Parking Survey Results Summary

Appendix 34 Strategic Communications Plan

Appendix 35 Parking System Organizational Options - White Paper

Appendix 36 Poetry in Parking - Creativity in Parking Management

Appendix 37 Parking System - Financial Plan Template

Appendix 38 20 Characteristics of Effective Parking Management - White Paper

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