

CONCEPT DOWNTOWN MANAGEMENT PLAN

FLAGSTAFF, ARIZONA

JULY 2009

Introduction

This document presents a Concept Downtown Management Plan that builds upon prior studies and plans, and stakeholder input, to comprehensively suggest feasible solutions for parking management, parking creation, long term downtown maintenance and operations, and the provision of services that are unique to the downtown environment. While it was developed with extensive input from a number of key stakeholders including the businesses, property owners, governments, and other users of the Central Business District, it must be clearly understood that the plan, and elements of the plan, are not fully tested and not fully vetted. This Concept Downtown Management Plan is a “sketch” intended to initiate in-depth consideration of the concepts presented so that upon technical and public acceptance, a final downtown management plan is generated, adopted, and implemented.

Background

Downtown Flagstaff represents a vast amount of public and private investment, and is a significant portion of the community’s property, sales, and BBB tax base. It serves as an employment center, business center, and government center that provides unique shopping, dining, and entertainment opportunities and is the home of core service industries including attorneys, accountants, architects and engineers, insurance offices, and financial institutions. For the most part, downtown businesses are independent, locally owned, small businesses. Along with the surrounding national monuments and surrounding forests, downtown serves as one of our most important regional tourist attractions. It is the community and cultural hub of Flagstaff where fifty percent of all permitted events are held – where monuments are located, speeches are made, and parades are held. It is the historic core and has the most heritage resources – significant resources including not only the mercantile district, but also the court house, train station, the Pelota court, schools, and the early residential settlement districts. As expressed in the Regional Land Use and Transportation Plan, the historic downtown development patterns are the role model for future commercial and residential development sought by the citizens of Flagstaff. Redevelopment in downtown capitalizes on the existing infrastructure and resources, offering a clear alternative to sprawl. The continued health, and investment, in downtown is consistent with our strong social, environmental, and economic values.

Beautification

In 1992, a Business Improvement District (BID) was formed for the northern part of downtown, and using bond monies, significant streetscape improvements were installed. These improvements were a direct response to previously identified impediments to redevelopment and economic vitality, and have in fact been very beneficial for Flagstaff – essentially giving the northern part of downtown the look it needed and creating what we see today. The project did not address the parking problems however. In fact, approximately sixty public parking spaces were removed to accommodate the needed improvements.

While this effort was truly positive, and economically beneficial in many ways, there has been no significant redevelopment or infill in downtown Flagstaff since the 1990s. Business and property owners in downtown believed that parking remained the significant impediment to continued investment in the downtown core. This belief is the same today, and they further believe that the economic boost received by the improvements has reached a plateau of economic vitality that will endure until parking, services, and downtown management issues are addressed.

Wrapping up in 2007, and implementing beautification concepts of the 2005 Southside Plan, plans were developed to install significant streetscape improvements in the southern portion of downtown and the construction of these improvements is expected to commence in the spring of 2010. This work includes improved pedestrian facilities – sidewalks and intersections, municipal landscaping, street lighting, and street furniture and will be funded entirely by BBB – Beautification funds and grant monies. As with the northern downtown improvements, these are expected to provide a meaningful economic boost, but they will require the removal fifteen parking spaces.

Based on stakeholder input and assuming the continued implementation of the 2005 Southside Plan, the beautification efforts of the City seem to be sufficient for economic vitality purposes and to meet the expectations of the community.

Parking Management

Starting as far back as 1979, parking has been identified as one of the most notable barriers to redevelopment and economic vitality in our downtown. That year, a parking study prepared by Willdan Associates identified three critical parking problems: Business owners and employees parking in front of businesses and thus occupying the spaces needed for customers; a poor ratio of public to private parking; and a shortage of parking spaces in the amount of 680 spaces. The study also addresses the possibility of a garage being needed, the creation of business owner and employee parking at the periphery of downtown, the role of meters, enhanced enforcement, and possible changes to zoning ordinance parking requirements in the Central Business District.

A 1998 parking study prepared with Main Street Foundation funding identified turnover, the ratio of public and private parking, and a shortage of public parking as inhibiting downtown revitalization. The study recommended creating parking – both immediately and long term projects, including garages. It recommends business owner and employee parking at the periphery of downtown and addressing the issues associated with juror parking. Parking management recommendations included the installation of parking meters, residential permit parking program, enhanced parking enforcement, parking marketing, and a way-finding signage program. It

recommended changes to the zoning requirements for parking, specifically, instituting in-lieu-of parking fees. Finally, the study called for the creation of a management organization.

A previous Downtown Management Plan (DMP), considered by the City Council in early 2008, was developed to address parking and downtown management. It featured parking meters as revenue source for City controlled parking and downtown management, maintenance, and some business support activities. It was based in part on a City Staff prepared 2003 parking study that was consistent with earlier studies but identified a notably greater shortage of spaces. The plan did not satisfactorily address "refugee parking", the creation of meaningful new public parking, and other matters, and ultimately was tabled by the City Council so that a new parking study could be prepared that comprehensively addressed parking management issues and specifically the creation of needed parking facilities.

By late 2008, as an interim measure, the City had constructed the Phoenix Avenue parking lot and bus transfer station described in the previous Downtown Management Plan. It was intended to provide all day parking for downtown business owners and employees and was to be coordinated with the start of a "downtown circulator" bus route that would provide ten minute interval service to most of downtown. The bus route has not yet come online and even though it is a short distance from the core of downtown, believed to be a reasonable walk, the parking lot has not seen the usage expected. Notably, the "competition" remains virtually unenforced parking that does not require much walking.

Prepared at the direction of the City Council in response to the previous DMP proposal, the 2009 Central Business District Parking Study includes a number of interesting findings and recommendations. In many ways it restates and reinforces previous studies, but importantly it updates the findings and adds extremely useful data as Flagstaff looks for ways to move forward with resolving the parking issues. It identifies and quantifies the lack of turnover, the ratio of public and private parking, and a shortage of parking. Thirty percent of the public parking is being occupied by business owners and employees without turnover as a result of being free and having insufficient and lenient enforcement. Downtown has approximately thirty percent public parking and seventy percent private parking when best practices suggest that the ratio should be at least fifty-fifty, or better, nearly the reverse ratio. Downtown has an outright shortage of approximately 600 parking spaces and the shortage is consistent in spite of the time of day, day of the week, or the season.

The study also finds that private parking occurs in a number of small lots. This is due in part to zoning ordinance parking requirements that are not appropriate for the urban core. One result is that the visual experience of downtown is counter to best practices for vibrant and walkable downtowns. On a very practical level, when the presence of many small private lots is combined with free and unenforced public parking, Flagstaff is not experiencing "park once" downtown users. Users drive from one downtown location to another, thus congesting traffic, but more importantly, missing the downtown experience.

In addition to free parking, the zoning requirements and variances regularly granted have relieved private developers from providing needed parking and those mechanisms have not recaptured any capital to put towards providing replacement parking that the City and stakeholders are now looking to provide. This is another form of "free parking".

For many downtowns, shared parking is a way to utilize the small private parking lots and to minimize the need to actually construct public parking. Through zoning requirements or lot usage programs, cities can allow users with different "peak times" to use the same parking space. The 2009 Central Business District Parking Study concludes that this is not an option for Flagstaff because our "peak times" are not staggered and our parking space shortage is consistent through the day, the week, and the year.

The study recommends creating public parking – both immediately and long term projects, including garages. Immediately, parking can be created inexpensively by changing certain less used streets to one-way, one-lane, with diagonal parking on one side. In addition to immediately providing more parking in general, this is an opportunity to provide a meaningful number of dedicated business owner and employee parking at the periphery of downtown. The long term recommendation is to construct 600 parking spaces in one or more parking garages and important basic design parameters, construction costs, and financing data are provided in the study.

Further toward changing the ratio of public and private parking, the study recommends changes to the zoning requirements for parking to include requiring less private parking for most of downtown, but specifically instituting in-lieu-of parking fees. The in-lieu-of fees would be used to construct public parking, shifting spaces from private to public, and also freeing up core parcels for redevelopment and infill, enhancing the walkability and user experience in the downtown core, and aiding in achieving "park once" users.

Additional parking management recommendations include the installation of parking meters, a residential permit parking program, enhanced parking enforcement, parking marketing, and a way-finding signage program. Meters, parking permits, and enforcement not only provides an income stream to pay for the construction, maintenance, and operations of garages, but it more importantly provides overall parking management that allows Flagstaff to use its limited parking resources most efficiently by creating parking turnover, causing people to park in ways that comprehensively serve the whole district, and assuring that spaces are where needed, when needed, by the people who need it.

Beyond Parking Management

While the parking issues have been studied and documented more formally, it is clear from previous studies and from internal and external stakeholder input that other municipal services for downtown are also in need of consideration due to the existing, planned, and proposed public improvements and more broadly to foster continued growth in economic vitality. Downtown requires a number of other basic and unique municipal services, and as with other downtowns, even basic services tend to be provided at a greater frequency and with higher service level expectations.

The previous Business Improvement District was formed to construct the enhanced streetscape of the northern part of downtown. However, it did not address the maintenance of these improvements. Once the capital investment was repaid, the BID dissolved. During the life of the BID and since, the enhanced maintenance needs have fallen upon the City, inevitably giving rise to a level of service issue as the City attempts to balance service levels on a city wide basis and as the downtown community recognizes that economic vitality requires enhanced services. Just a

few simple examples include the need to empty the public trash cans more often, the need to clean the sidewalks and pick up litter, and the extent to which snow is removed. The downtown pavers, street lights, and landscaping also require more maintenance than a typical city street. With the coming improvements in the southern portion of downtown being constructed without an ongoing maintenance structure, the enhanced maintenance will once again fall upon the City, further complicating the level of service balance.

Appropriately, the enhanced services currently provided for downtown exceed maintenance needs, extending into several other City departments and agencies. For example, the Convention and Visitors Bureau, Public Works, Parks, Recreation, and Economic Vitality provide downtown marketing, enhanced holiday decorations, event permitting, the banner program, and a part-time downtown manager. In spite of the great customer service of each participant agency, organized, comprehensive downtown management requires a single dedicated organization. Flagstaff has previously recognized this need, having formed the Main Street Foundation and collectively marketing and promoting the downtown. However, lacking durable income streams, this effort was not sustainable and ultimately ceased operations, with the services provided either disappearing or falling back to various agencies of the City.

Lessons Learned

From the background, it is clear that the parking issues are now well defined and consistent over time. The solutions that have been consistently recommended over the past thirty years certainly have components of inconvenience, or just simple change, for some of the stakeholders and participants. Not least among these is the need to pay for parking; somebody, one way or another, has to pay for parking. And further, it is clear that maintaining the status quo is not solving the problem.

It is clear that piece meal parking and management solutions are not working. Flagstaff has variously put in and taken out parking meters, added signage, and tried other minor "fixes", generally avoiding meaningful change and inconvenience. And still, the parking issue remains, essentially unchanged. Both the BID and the Main Street Foundation came and went, leaving maintenance, other work, and programs behind, unresolved. Our own experience suggests that a comprehensive and durable approach is needed.

Desired but maybe painful change, delivered comprehensively and in a form that is durable, requires that we work collectively and that we compromise. This has not been a part of our experience, but it is clear when successful downtowns are studied as examples. Most often, the agent of such collective problem solving is a self-governing organization created to bind seemingly disparate stakeholders together and to provide a forum for agreement, even when it requires significant compromise for individual stakeholders.

Lastly, it is clear that because of the costs involved, no single entity will be able to singularly solve the issues at hand. Regardless of opinions as to who should pay, why, and how reasonable such an opinion is, it is simply not practical. Again, our own experience demonstrates this point as does studying successful downtowns as examples. We have collectively spent the last few decades

doing nothing because “they” should pay for this, and doing nothing, clearly isn’t working. As working collectively and compromise is necessary to develop and implement solutions, so is the case when it comes to paying for them.

Visions of Downtown Management

With that extensive background and understanding, the City Manager, City Staff, and key stakeholders including business owners, property owners, government agencies, and other downtown users, have assembled a conceptual vision for a comprehensive and durable downtown management strategy that is financially feasible and that at least in this sketch form, has notable stakeholder support. It is built upon the ideas of multiple funding sources and stakeholder governance. Even in this sketch form, the vision has been given a degree of specificity and described over a timeline so as to give the concept some dimension. The attached matrix prescribes the essential phases, tasks, costs, and time frames. An example district map is also attached. The idea has been tested by preparing a forty-year business plan, also attached, that demonstrates the ability of the concept to be financially feasible and durable in that regard.

Property and Business Improvement District (PBID)

The first basic concept of the strategy is to create a downtown management organization that is capable of parking management, including maintaining and operating approximately \$25M worth of garages, as well as to manage basic and enhanced municipal services for downtown, and to provide overall management and other business development and support services. At this point, a Property and Business Improvement District (PBID) appears to be the right entity that can serve as a parking authority, an enhanced management and promotion district, and also as a community facilities district. The PBID would be governed by a board that consists of business owners, property owners, and City representatives.

While the legal structure requires more technical design, and while the political creation of a PBID poses significant challenges, assuming that this can be achieved, creating the financial environment for success is a challenge that can and must be conceptualized at the onset. Like any enterprise, there are two notable stages, the start-up stage and the ongoing operations. The stage for the start-up has already been set by funding from the BBB – Beautification Fund, the Downtown Fund, and funds coming from the coalition of the Downtown Business Alliance, The Southside Community Association, and the Sunnyside Neighborhood Association. Funding for the ongoing operations is envisioned to come from parking revenues, an assessment of the membership, and the City of Flagstaff (for contracted services).

Revenue Detail – Parking Revenues:

A key difference between the current DMP sketch and the previous DMP is that aside from the start-up period, the meter and permit revenues would go to the PBID and not to the City of Flagstaff. While the City would own the garages, the PBID would maintain, operate, and make debt service payments (50%) for the garages.

It is important to understand that meters and permits and the purchase of garages are dependent on each other. The meter and permit revenues have the potential to yield \$1.2 M annually that would be spent on a \$300,000 annual maintenance and operations expense and a \$900,000 annual debt service payment. As the garage costs and financing are anticipated (see below), the garages will essentially break even if full meter and permit revenues are applied. But, the garages themselves only represent sixty percent of the potential income, so lacking meters and permits elsewhere, at least another \$400,000 per year income source is needed. And, lacking meters and permits elsewhere, garage usage will be the last choice of parkers, and revenues can be expected to be much lower. Thus the annual income need coming from other sources will increase accordingly.

Unfortunately, the portion of parking fines that comes to cities is quite low and as this plan has the City absorbing certain costs associated with the parking permits, the current sketch of the plan has the City using the fine monies to offset some of these costs.

Revenue Detail – Assessments:

As currently sketched, members of the PBID would be assessed in order to pay for downtown management and any upgrades desired in services currently being provided by the City of Flagstaff. The downtown management would cover management of the whole parking system and is not covered in the estimated cost of operating the garages (above). Stakeholders have expressed a desire to have certain services provided downtown that the City is not prepared to provide at this time. Thus the assessment will provide an income stream that can cover such additional services. The exact upgrades would be determined by the PBID and might include sidewalk snow removal, more litter pick-up and sidewalk cleaning, or even upgraded holiday decorations.

Keeping in mind that more accurate and detailed calculations are necessary, and while the assessment would desirably be based on a formula that charges by the greater of the site area or building area, for purposes of giving dimension to this sketch, a potential assessment was calculated based on building area. Using the eight cents, nine cents, and thirty-six cents per square foot assessment described below under "Zones of Benefit", the assessment yields a \$250,000 per year income stream to the PBID. Notably, without meter and permit revenues, to also pay for the garages with assessment monies, the assessment would need to at least triple with the maximum exceeding a dollar per square foot. It is envisioned that the assessment would come on line in four parts, each corresponding to a PBID milestone, notably the completion of garages and their start of service.

Revenue Detail – Maintenance Contract:

The matter of level of service, and the City's need to balance services provided against the provision of services city wide, is often resolved by the City contracting with the downtown management agency to provide those services in the downtown area. Typically, the scope and amount is negotiated and is roughly the amount that is currently spent by the City. This DMP sketch adopts this idea. Naturally there are certain City services that cannot or should not be contracted away such as public safety and basic snow removal. While the exact contents of such a

contract, and the contract amount, requires more design as the final DMP is developed, the concept appears to be acceptable to the stakeholders, including affected City Departments.

Zones of Benefit

The second basic concept utilized in this concept sketch is the creation of “Zones of Benefit” such that the services provided are different in different areas of the PBID and the assessments are correspondingly different – proportional to the services provided. Zone 1 would receive the greatest benefit and pay the highest assessment. It would likely be defined as properties adjacent to the garages and the properties along Aspen Avenue connecting the two garages. Zone 2 might be properties included in an area half a block bigger and perhaps it extends down Beaver and San Francisco Streets – where the beautification improvements will be installed this spring. Then of course the rest of the PBID area would be Zone 3.

Again, the exact menu of services to be provided by the PBID is not determined in this sketch and will need to be resolved as the final DMP is developed. For purposes of having an example, an assessment of thirty-six cents per square foot per year was used for Zone 1, nine cents for Zone 2, and 8 cents for Zone 3¹. Zone one would pay fifty percent of the total assessment, Zone 2 thirty-five percent, and Zone 3 only fifteen percent. In general, the conceptual services for Zone 1 would include proximity to the garages, substantially reduced parking requirements (see Zoning Changes below), and all of the enhanced services currently provided by the City in the north downtown area.

This concept, besides being fair, specifically addresses past issues with unifying downtown in a common management district by allowing more remote properties to participate without paying for services not directly associated with their property.

Garage Costs and Financing

Simply because of the costs involved, the third basic concept of the strategy is the funding and financing of the garages. At this point, two 300-car garages are proposed, conceptually located at the Bank of America property and the Municipal Courts property – one at each end of the busiest section of Aspen Avenue, each costing \$12.5 M to construct. It is hoped that the garages would be built using approximately \$10 M from a grant from the Economic Development Administration (EDA) and approximately \$15 M from the sale of City of Flagstaff General Obligation Bonds. The EDA grant application has been submitted and has cleared the first significant hurdles for approval. Inclusion of this project in the Bond Election of 2010 is not established based on stated City Council priorities, but would be necessary. Assuming that each of these came to fruition, and after including interest payments and assuming that the PBID only repays fifty percent

¹ Should the City Council choose to move forward with the development of this concept plan, one of the follow up tasks will be to re-determine the assessments using the final PBID and zone boundaries and using more accurate site and building data. This is notable because since the example above was prepared, the conceptual boundaries changed and the example has not been recalculated. Should the boundaries remain as currently shown, the assessments are likely to be less than noted above. And, as the services are determined, the proportionate share of assessments between zones may change as well.

of the borrowed monies, the garage construction will ultimately be paid approximately one third by the Federal government, one third by the City of Flagstaff, and one third by the PBID.

Interim Parking

As there is an immediate need of additional short and long term parking, and as the first garage will not come on line for some three years, the concept plan envisions creating additional "interim" parking in the very near future. Again without the idea being fully designed or tested, conceptually we can immediately create additional parking by changing Cherry and other less busy outlying streets to one-way, one-lane streets with diagonal parking on one side and the existing parallel parking on the other side. This can be done inexpensively with just paint, leaving the curbs and other public improvements as they are today, and creating approximately sixty spaces. The trade-off is that this will clearly change the traffic patterns of downtown and introduce an element of congestion. On the other hand, if need be, they can be removed inexpensively too.

This parking design change not only creates new spaces, but they are located where they are needed - substantially closer to the areas being served. The conversion of Cherry Avenue is particularly central to the concept in that it provides an opportunity to create legal all day parking for business owners and employees at the periphery of downtown and strategically placed as a buffer between the busier area towards Aspen Avenue and the North End District. It is a "parking refugee" buffer.

Parking Meters

To generate the income streams necessary for the construction, maintenance, and operation of the parking garages, meters would need to control all public parking spaces in the north downtown core area, down Beaver and San Francisco Streets to Butler Avenue, and along Phoenix Avenue (Zone of Benefit 2). This initially includes 420 parking spaces (or 480 spaces if several downtown streets are re-striped to immediately add parking). As recommended in the current parking study, it is expected that the garages would be one-third metered and two-thirds permitted parking.

This concept downtown management plan is currently sketched assuming that parking meters are installed in conjunction with the immediate provision of additional parking discussed above and a year before the PBID would begin operations. In doing so, the meters serve three functions in the concept plan. First, meters provide immediate relief to the parking turnover problem - essentially "creating" spaces where they are needed - directly in front of downtown businesses. Second, they provide some of the "start-up" funding for the PBID. Third, they allow the PBID to begin saving for garage construction. The funds thus saved become part of the "down payment" as opposed to the "financed amount". Should the final DMP reflect the meters being installed at a later date, such as when the garages are built, the turnover problem will remain until that time, the rest of the seed funding for the PBID will need to come from other sources, and additional financing will be needed for the garage construction.

Permit Parking

To further address the "refugee parking", known as spill-over parking, a Residential Permit Parking Program (RPPD) would be instituted. Initially this would be applied to the adjacent North

End District, but could be applied to other adjacent neighborhoods if needed. The final DMP would describe the final program design, but the essential idea is that the neighborhood would be posted for limited time parking and the permits, issued to residents, would override the time limit allowing for unlimited parking. Notably, while the core areas of downtown would be two-hour time limited, the outlying areas would have increased time limits. Thus the areas adjacent to the core might be three-hour parking while the most outlying areas might be four-hour parking. It is believed that this program can be provided to the residents free of charge with some of the cost absorbed by the City and offset with fine revenues, and with some of the cost absorbed by the PBID.

In addition to the new and strategically placed long-term Cherry Avenue parking, and permits for the residents, the final concept that addresses spill-over parking is a Business Permit Parking Program (BPPD). In order to assure the availability of the spaces, a permit program will be needed for the business owners and employees. The BPPD permits would allow for ten hour parking instead of the fully unlimited parking of the RPPD. It is envisioned that at least one second BPPD parking area will be created at the location of the current Phoenix Avenue parking lot. This centrally located lot would be able to serve all of downtown. Once the garages are built, the continuation of the on-street BPPD area should be re-evaluated since the garages will end up serving that function.

Zoning Changes

Within the PBID district, this concept plan calls for changing the Zoning Ordinance parking requirements in three ways. First, the parking requirements need to be adjusted to be appropriate for an urban core, generally reducing the required parking, recognizing the urban culture and shared parking opportunities. Second, in Zone of Benefit 1, the construction of new private parking would be prohibited entirely (not required or allowed). In Zones 2 and 3, only some fraction of the required parking would be allowed. Third, an in-lieu-of fee would be instituted to allow development to buy their way out of providing some or all of the required parking. Notably, the fees collected would go to the PBID and would be used to pay for the immediate or future garage construction, maintenance, and operations. This will ultimately cause a shift in the ratio of public and private parking, but it will also be an immediate value-add for the properties that will be taking on the largest part of the assessment. This item has been oddly scheduled in the attached concept matrix because Staff believes that the necessary work can and should be incorporated into the current zoning code re-write project and it has been scheduled accordingly.

These policy changes also serve an important planning function. They will free up land in the downtown core for redevelopment and infill. Development that provides parking can only achieve a fifty percent Floor Area Ratio unless structured parking and other unusual solutions are used in the development. With these zoning changes, not only will existing lots be outright available for building, but the building coverage on lots will be able to practically exceed fifty percent. Aside: The addition of garages, as conceptually located, should also spur redevelopment and infill on the immediately adjacent blocks to the east and west of the garages where redevelopment has been previously sought but not achieved.

Enhanced Services

The challenge of balancing the level of municipal services provided exceeds the basic services provided city wide. Thus, in addition to the maintenance contract discussed above, the PBID serves as the structure and management to provide any additional or enhanced services that the downtown seeks. Under this scenario, through the self governance of the PBID, downtown stakeholders can determine the type, extent, and priority of the enhanced services desired and provided. While there are certainly more service options, some of the enhanced services discussed to date are as follows:

	Zone of Benefit	1	2	3
Full-time PBID / Downtown Manager		X	X	X
Ambassadors		X	X	X
Business Attraction and Retention		X	X	X
Common Marketing and Promotion		X	X	X
District Eco-pass		X	X	X
Tenant / Landlord Services		X	X	X
Banner Program		X	X	
Litter Removal and Public Trash Collection		X	X	
Loitering and Social Service Connection Services		X	X	
Master Tenanting Planning		X	X	
Seasonal Decorations		X	X	
Sidewalk Snow Removal		X	X	
Systematic Graffiti, Flyer, and Sticker Removal		X	X	
Communal Trash Service		X		
Community Event Planning		X		
Private Weekend and Event Security		X		
Public WiFi		X		
Sidewalk Steam Cleaning		X		

Sustainability

Since a big component of this plan involves the construction of garages, for some it is at odds with "sustainability" in concept in that it promotes an auto-oriented culture. There is validity in the concern. On the other hand, sustainability includes economic sustainability and supporting downtown is important to the economy of the community as a whole. Notably, the majority of our

tourists are visiting downtown, and the vast majority of tourists come by automobile. And, we already exceed non-vehicle commuter expectations by a factor of three and short of radical transportation habit changes, we probably could not make a significant increase in non-vehicle commuters. Providing for the driving public is not unreasonable in that light.

That being said, there are elements conceptualized that will help. One service of the PBID would be an Eco-pass program that would allow business owners and employees to freely use the bus instead of parking downtown. The garages themselves would include bicycle parking, electric vehicle charging stations, and solar panels on the roof (also serving as shade structures for roof parked cars). Simple things like painting the garage interiors white and providing a light well through the middle of the garage have been envisioned. It is also possible for one of the garages to also be the bus transfer station. More will come as the plan details are developed.

Financial Feasibility and Time Frames

To test the financial feasibility of this concept DMP, a forty-year business plan was developed that reflects the income streams and expenses discussed and fits them over a more detailed depiction of the time frames envisioned. In reality, thirty-years is all that is needed to test that the garages are paid for, but extending the exercise beyond that assured the possibility of the continued survival of the PBID. As with City budget planning, this planning tool serves in moving forward in that as the details of the plan change as the plan is developed, the overall goal of financial feasibility can be maintained. With that goal, as one item becomes more or less expensive, the need for other items to change to compensate will be clear.

Public Outreach to Date

This Concept Downtown Management Plan has been developed working with the formal Parking Generators group, the City Manager's Downtown Advisory Committee, and a number of key stakeholders. Outreach strategies have included one-on-one meetings, small groups, and formal groups. In addition to seeking out individuals for discussion, the City Manager and/or City Staff have presented the concepts to any group or individual that has asked.

Next Steps

Assuming that the City Council concurs that this concept appears workable and warrants further study, the downtown stakeholders and Staff will proceed with a variety of tasks. It is envisioned that a majority of the half-time Downtown Manager's time will be spent developing the final DMP and assisting the PBID Steering Committee in forming the PBID. In discussing this with the stakeholders, this need and vision is understood (though some attention to other downtown issues is still expected).

In spite of the detailed outreach to date, the process of further developing the DMP would start with expanding the outreach so that a broad segment of the community participates in the

continued development of the DMP. At the same time, the various elements of the plan, such as a street re-striping plan, would receive any technical development as necessary. During this time, actually getting the EDA Grant, inclusion of the garage construction in the bond election, and formation of the PBID needs to occur. The PBID formation has its own technical issues, such as development of the assessment data and amounts, but also has a significant and necessary grass roots component. As the plan develops, continued coordination with the City's other planning efforts (RLUTP and LDC) will occur. The continued collaboration of all of the stakeholders, and the technical developments, will generate a final Downtown Management Plan that would be brought back to the City Council for implementation.

Some significant specific tasks already identified include:

- Determine PBID Legal Structure and Establishment Process
- Establish PBID Formation Steering Committee
- Establish and Conduct Regular Broad Public Outreach
- "Market" the Importance of Downtown
- Develop Meter and Permit Program Details
- Establish Property and Building Data (Basis of Assessment)
- Develop CBD Maintenance Contract
- Develop PBID and Zone of Benefit Boundaries
- Develop Enhanced Services Program
- Execute PBID Formation Procedures
- Develop Bond Election Materials to Include Garages
- Analyze Street Re-striping and Develop Plan
- Develop Zoning Changes