

PARKING COMMISSION

**City of Bloomington  
Parking Commission  
Work Session Packet**

Tuesday, September 12, 2017

**Packet Related Material**

1. Meeting Agenda
2. Memo from Jim Blickensdorf
3. Parking Commission Meeting Schedule & Preliminary Agenda Items
4. Parking Study RFP
5. Financial Report Draft #1 – Metered Parking

Next Meeting: September 26th, 2017 Hooker Room #245 5:30 PM

CITY OF BLOOMINGTON  
**PARKING COMMISSION**

**MEETING AGENDA**

September 12, 2017, 5:30 PM  
Dunlap Room #245, City Hall

- I. Call to Order
- II. Reports from Commissioners & City Officers
- III. Public Comment
- IV. Discussions of Topics Not the Subject of Resolutions
  - A. Adopting changes to the Financial Report - Metered Parking (40 minutes)
  - B. Parking Commission Policy Objectives (#3, #4, differential pricing component of #8) (20 minutes)\*
- V. Resolutions for First Reading and Discussion—None
- VI. Resolutions for Second Reading and Discussion — None
- VII. Member Announcements
- VIII. Adjournment

Next Meeting: September 26, 2017, 5:30 PM, Hooker Room #245

\*Action Requested/Public comment prior to any vote, limited to five minutes per speaker.

Auxiliary aids for people with disabilities are available upon request with advance notice.  
Please call **(812) 349-3429** or e-mail [human.rights@bloomington.in.gov](mailto:human.rights@bloomington.in.gov).

## PARKING COMMISSION

# MEMO

From: Jim Blickensdorf, Chairperson, Parking Commission  
To: Parking Commissions  
Date: September 1, 2017  
Re: **Packet Material for the September 2017 Work Session**

### Parking Study

Scott Robinson has released the RFP for the parking study funded by the 2016 reversion ordinance. The full text of the RFP is included in the packet for reference.

### IV. A. Financial Report – Metered Parking Draft 1

I've attached a red-lined draft of the financial report. The draft is marked "Draft 3" and incorporates suggestions agreed to by unanimous consent and changes that have been voted on the commission's regular meetings. The September work session will focus on changes/additions/recommendations on the Metered Parking section, chapter 5. The deadline for comments on Chapter 5 (if you're unable to attend the work session) is September 2nd.

Commissioners should submit any changes to the document in the form of a written amendments for discussion at the September regular meeting.

# PARKING COMMISSION

## Parking Commission Meeting Schedule & Preliminary Agenda Items

### September 2

Deadline for Metered Parking Comments, if not attending the Work Session

### September 12 Work Session:

Discussion of the Metered Parking section of the Financial Report

### September 16 Comment Deadline

Deadline for Written Comments on policy points 3, 4, 8 (differential pricing)

Deadline for amendments to policy points 1, 2, and 5\*

Deadline for amendments to Garages & Lots for inclusion in the packet\*

### September 18, 9:15 AM

Staff Liaison packet meeting at Crumble Bakery

### September 26 Regular Meeting:

Adopt changes to Garages & Lots

Amend and vote to adopt points 1, 2, 5;

Discuss points 3, 4, 8 relating to differential pricing.

### October 1

Deadline for Written Comments on Executive Summary, if not attending Work Session

### October 10 Work Session:

Executive Summary

### October 15 Comment Deadline

Deadline for Written Comments on policy points 6, 8 (marketing)

Deadline for amendments to policy points 3 and 4\*

Final Draft of the Financial Report Issued

### October 24 Regular Meeting – meeting will likely be 3 hours

Meeting: Adopt Final Financial Report

Amend and vote to adopt points 3, and 4;

Discuss points 6, 8 (marketing)

### November 5 Comment Deadline

Deadline for Written Comments on policy points 7, 8 (alternate modes), 9, 10

Deadline for amendments to policy points 6 and 8\*

Final Draft of the Financial Report Issued

## PARKING COMMISSION

November 9, 9:15 AM

Staff Liaison meeting at Crumble Bakery

OND Executive Committee Meeting – November 14, 4:30 PM

MCPL Room 1C, (Monroe County Public Library)

November Regular Meeting – November 14 5:30 PM, MCPL Room 1C

Amend and vote to adopt points 3,4, and parts of 8;

Discuss 7,8 (alternate modes, TDM), 9,10

December 2 Comment Deadline

Deadline for amendments to 7, 9, 8 10

December Regular Meeting – December 12 5:30 PM, **Location TBA**

Adopt amendments to 7,8, 10

Vote on forwarding the recommendation to Council (**PKG Resolution 17-04**)

Cocktail reception at Grazie, following meeting

\* Amendments may be proposed at the meeting; however, submitting written amendments by this date will ensure that your comments and amendments will be included in the packet. Please submit all amendments to the Financial Plan and policy document in writing.

**No Work Sessions in November or December.**

**The November meeting has been moved to MCPL Room 1C.**

###

***Planning and Transportation Department***

**Downtown Area Parking Study  
*REQUEST FOR PROPOSALS***

**ISSUED:**

September 1, 2017

**DEADLINE FOR PROPOSALS:**

September September 25, 2017  
12:00 PM Eastern Daylight Time

**SUBMIT PROPOSALS TO:**

Terri Porter, Director  
Planning & Transportation Department  
porteti@bloomington.in.gov

## **GENERAL INFORMATION AND SUMMARY**

### **Organization Requesting Proposals:**

City of Bloomington  
Planning and Transportation Department  
401 N. Morton St, Suite 130  
Bloomington, Indiana 47404

### **Contact:**

Scott Robinson, AICP  
Planning Services Manager  
robinsos@bloomington.in.gov  
812-349-3423

### **Summary of Request:**

The City of Bloomington (the City) is issuing a Request for Proposals (RFP) to select a consultant (or team of consultants) to assist in the assessment of public parking assets within the downtown Bloomington area. The assessment will include the management, regulatory, and fiscal aspects of the public parking system, including structures, surface lots, meters and on-street parking, and make recommendations on anticipated near-term and longer-term needs. Analysis of private development parking standards, adjacent neighborhood parking controls and inventory, as well as private and other public agency parking assets should also be considered as part of near-term and longer-term strategies. The City will soon initiate an update to the Unified Development Ordinance (UDO) which includes details for private parking requirements on new development proposals. The timing of this request is complimentary to the update of the UDO with regards to only the parking standards within the downtown area. Completing a thorough assessment of current downtown parking assets and the management of those assets will better assist the City and community on meeting current, near-term, and longer-term parking needs. Interested parties must submit proposals electronically by Monday, September 25, at 12:00 PM local time (EDT).

### **Communications and Project Management:**

The project will be managed by the City's Planning and Transportation Department with the support of a team of staff primarily from the Public Works, Police, and Economic and Sustainable Development departments. All communications from interested parties to the City during the proposal submittal process shall be made to Scott Robinson at robinsos@bloomington.in.gov or 812-349-3423.

If necessary, interpretation of or changes to this RFP may be made by written addendum. A copy of each addendum will be posted at the City’s website at <https://bloomington.in.gov/planning/bids> no later than September 18, 2017. Interested parties are responsible for checking the City’s website for addenda, though the City may choose to contact all known interested parties with notification of posted addenda. The City will not be responsible for any other explanations or interpretations of this RFP. If significant changes to this RFP are required, the City may postpone the final date for submission through an addendum.

Interested parties may notify the City via email of their intent to submit a proposal but are not required to do so. Failure to notify the City of intent to submit a response may result in omission from future communications including possible notification of addenda.

Proposals must be submitted in pdf format no later than September 25, 2017. Responses which, in the judgment of the City, are in any way incomplete, inaccurate, or otherwise not in compliance with the requirements described in this RFP will be rejected.

Any costs incurred while responding to this RFP in anticipation of receiving a contract award shall be the responsibility of the entity submitting the response. The City shall not reimburse any respondent for any such expenses.

**Process Schedule:**

September 1, 2017	RFP Advertisement
September 18, 2017	Last Day for Addenda Posted by the City
September 25, 2017 (12:00pm EDT)	Proposal Deadline
September 26 – October 5, 2017*	Response Evaluation
October 6, 2017*	Notify Respondents of Results and Begin Discussions with Selected Respondent
October 20, 2017*	Issue Notice to Proceed (NTP) to Selected Respondent

*\*Dates indicated are tentative and subject to change as needed*



## **PROJECT DETAILS**

### **Overview:**

The City has completed two prior parking studies for the Downtown area (2007 and 2012). The purpose of this study is to provide a continuum of best management strategies to consider for the greater Downtown Bloomington area in regards to the many aspects of public parking. The study must consider key aspects of a new comprehensive plan that is expected to be approved later this year. The Comprehensive Plan provides additional guidance on the growth, development, and services within the Downtown. The City and Monroe County are both actively pursuing economic development initiatives within the Trades District and the Bloomington/Monroe County Convention Center, respectively. Parking is an important element for these initiatives, requiring collaboration and coordination on parking management strategies. Finally, the City has established a Parking Commission that is charged with, amongst other duties, producing an annual report on the City's parking system. Their first report is expected this October. This study must provide overall consistency in the assessment of these aspects and the objectives listed below with both short-term and long-term strategies and recommendations to consider.

### **Objectives:**

The following objectives should be considered as part of this downtown parking study:

- Assess the public parking capacity (City parking garages and lots, on-street parking, zones 4, 5, 8, 9, and 10), and projected near-term and longer-term needs. The study will include one month of occupancy counts during peak business hours, afternoon and evening.
- Assess fiscal revenues and expenditures and provide strategies that sustain the fiscal stability of the public parking system. Provide multiple rate and fee structures and display, by line, the effect of each rate and fee band on revenues and projected growth/decrease in usage of parking services..
- Assess the ongoing maintenance of the parking system and key long-term investment needs to sustain the parking system.
- Assess the enforcement and education of the parking systems and strategies to optimize effective enforcement and education activities of the parking system.
- Assess parking permits (types, fees, etc.) and strategies to optimize efficient permit utilization rates.

- Assess garage transient parking rate and fee structure and provide multiple recommendations, by line, the effect of each rate band change on revenues and projected growth/decrease in usage of parking services
- Assess standardization methods for payments, times, and other functions to improve efficiency, understanding, and enforcement of all parking facilities.
- Assess all parking zones and strategies consistent with best practices for university/college towns/cities.
- Identify interim strategies, such as public-private partnerships or shared parking agreements, that can augment the supply of public parking within the Downtown.
- Assess the Trades District and the Bloomington/Monroe County Convention Center and identify key performance indicators for strategic implementation of public parking investments.
- Provide recommendations that promote a multi-modal transportation system.
- Provide recommendations that promote a sustainable built and natural environment.
- Provide recommendations that promote the incorporation of public spaces and art in public parking facilities.
- Provide recommendations that help preserve the character of adjacent downtown neighborhoods and historic districts.

The City would like to complete the parking study in approximately three months. The process should involve public participation, stakeholders, data collection, data and policy analysis, and other tasks identified by the proposal necessary to complete the study. A draft report must be presented to the Parking Commission by the firm with the purpose of feedback so key items identified can be further considered before a final report is submitted to the City.

This RFP is open to any individual/firm wishing to submit a proposal.

**Proposed Budget Requirements:**

Proposals shall provide a detailed budget proposal for core or essential tasks identified. Any additional services that can be provided as optional services must be explicitly labeled, as optional services, and may be proposed. The proposed budget will provide information on cost effective approaches for the City to consider. The proposed budget is one of several factors used in the evaluation and selection of consultants submitting proposals and may be used when negotiating a contract.

## **PROPOSAL SUBMITTAL REQUIREMENTS:**

### **General Requirements:**

Submissions must be prepared electronically using 8.5" x 11" paper format and must be submitted as a single pdf file. File size may not exceed 10MB. **Submissions are strictly limited to a maximum of 10 total pages (total includes the submittal form).** Additional pages such as cover pages, tables of contents, appendices, etc., will be counted towards the 10 page maximum. Any page beyond page 10 will be omitted for consideration. The following table displays the order in which respondents shall arrange content and a suggested number of pages per category.

Order	Proposal Content	Suggested Number of Pages
1	Submittal Form	1
2	Introductory Letter	1
3	Project Team and Structure	2
4	Relevant Project Experience and Outcome/Status	2
5	Project Approach	3
6	Detailed Project Schedule	1
	Maximum Total	10 pages

Submissions must be emailed to Scott Robinson at [robinsos@bloomington.in.gov](mailto:robinsos@bloomington.in.gov). Submissions received after 12:00PM local time on September 25, 2017 will not be considered.

### **Content Details:**

Proposals should include all of the information required below.

#### **1) Submittal Form**

- Complete and sign the Submittal Form attached to this document.
- The content of this form shall not be modified other than to fill in the required information.

## **2) Introductory Letter**

- Name of the individual or firm.
- Contact information for the person authorized to serve as point of contact during the RFP evaluation process and to negotiate on behalf of the firm or team if selected for projects.
- General statement of interest and availability for the project described in this RFP.

## **3) Project Team and Structure**

- Identification, qualifications, expertise, and availability of the project manager and key staff proposed to be assigned to the project.
- Identification of proposed subconsultants for any tasks not to be completed by the prime consultant and the type and percentage of work each subconsultant will complete.
- Relevant information regarding team organization or leadership in place to ensure efficiency and accountability during the course of the project as well as quality control and schedule control.
- Location of all project team members and their applicable licensure and certifications.
- Knowledge of and experience with pertinent federal, state, and local laws, regulations, and policies.
- Disadvantaged Business Enterprise (DBE) or other relevant certifications.

## **4) Relevant Project Experience**

- Specific examples of projects that are relevant and similar to this project (provide a link to the project, a reference name and contact information for the clients of these projects).
- Identification of which key personnel were responsible for the relevant tasks.
- Experience with college/university town contexts and public engagement and public education processes.
- Experience with data collection, data analysis, disruptive technology analysis, and key implementation benchmarks/assessments/benefit-cost.
- Experience with multimodal transportation planning.
- Experience with effective public education .

## **5) Project Approach:**

- Description of project approach and deliverables.

- Timeline with proposed milestones (e.g. public engagement, data collection, draft report, final report, and other proposed key milestones).
- Assume a two to three month process from Notice to Proceed to final report delivery.
- Assume internal draft, public draft, and final draft reports with a minimum of two rounds of revisions (one after internal draft and one after public draft).
- Specific examples of potential challenges and strategies for successfully dealing with those challenges.
- Description of innovative ideas or strategies for project prioritization and project implementation.
- Discussion of budget and any anticipated expenses above that budget.
- Other relevant information related to project approach.

**6) Public Participation and Education Plan:**

Briefly describe the role of public participation in the development of the study and the types of approaches necessary for ongoing public education (public relations). Outline a public participation proposal for this process and methodologies utilized. Identify any tasks for which the City would be responsible for completing during the process.

**SELECTION CRITERIA & EVALUATION**

Consultant selection for this project will be based on an evaluation of the proposals. The City reserves the right to request additional information or to reject all proposals and not select a consultant. The Consultant Selection Rating Form used to evaluate and score the submittals is included in this RFP for reference.

**ATTACHMENTS**

**1. Submittal Form**

**Submittal Form**

The undersigned declares that the Proposal submitted in response to the Downtown Area Parking Study Request for Proposals (RFP) advertised on September 1, 2017 is, in all respects, an accurate and true representation of the Individual's/Firm's/Project Team's Experience and Qualifications. The undersigned further acknowledges that the Proposal submitted is absent any collusion with an employee/official of the City of Bloomington. The undersigned acknowledges they reviewed and are familiar with the City of Bloomington RFP documents issued on September 1, 2017, and they acknowledge their responsibility for checking the City website for any addenda to this RFP and incorporating or responding to information presented in such addenda as necessary.

If any omissions, erasures, and/or alterations (collectively "modifications") are required to be made to the Proposal Documents, the undersigned acknowledges that they have carefully examined the modifications to the Proposal Documents submitted by the Individual or Firm, and have approved all such modifications. If said modifications are handwritten, the modifications must be initialed. The undersigned further acknowledges that the individual initialing any such modifications has authorization to do so on behalf of the Individual, Firm, or Team.

Individual/Primary Firm Name:

\_\_\_\_\_

Firm Representative Name:

\_\_\_\_\_

Authorized Signature:

\_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_

Address:

\_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

E-Mail: \_\_\_\_\_

Telephone: \_\_\_\_\_

\_\_\_\_\_

# *A Financial Report on the City's Parking System*

City of Bloomington  
Parking Commission

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# Chapter 4. Metered Parking

## Overview

### Before 2013

Street parking was metered from sometime before 1950 until 1982, when they were removed in the name of making the downtown more competitive with College Mall and environs. The conversation about replacing free 2-hour parking with meters once again began in earnest in 2006 when Donald Shoup was invited to speak at Council Chambers in April 2006 (a recording of which can be watched at [catstv.net](http://catstv.net)). Willson suggests that the “role of on-street parking is to efficiently use a scarce, limited resource to ensure access for priority, short-term visitors to the downtown business district”<sup>45</sup>; this same sentiment was echoed in Walker Parking Consultant’s 2007 and 2012 reports.

### 2013: Re-establishment of Meters

In 2013, the Common Council adopted Ordinance 13-03, converting 1,539 on-street spaces to single-space smart metered stalls. Rates for on-street metered parking were \$0.25 per fifteen minutes, enforced eight a.m. until ten p.m., six days per week. A significant number of spaces in the Fourth Street Garage were designated as “three hours free,” a policy which would later be expanded. Oversight of Parking Enforcement was shifted to the Police Department. Parking Enforcement officers began to serve as ambassadors of the City and as a force-multiplier for the Police Department during the course of enforcement activities.

The Common Council retained 2-hour-free parking on 179 on-street spaces at the following locations:

- ▶ Rogers Street from 5th to 11th (limit of two hours)
- ▶ Madison Street from 2nd to 3rd
- ▶ Washington Street from 2nd to 3rd
- ▶ Lincoln Street from 3rd to Smith
- ▶ Grant Street from 2nd to Smith

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<sup>45</sup> R. Willson, *op. cit.*, p. 105.

## 2015: Abbreviated Enforcement Hours, Expansion of “Three Hours Free”

Council revisited parking regulations in 2015. Ordinance 15-10 shortened the hours of enforcement to nine a.m. until nine p.m., six days per week, and expanded three hours of free parking to all three of the City’s garages.

## System Configuration

Regulations that governed Metered Parking are summarized in BMC §15.40.

The rate set by ordinance was one dollar per hour.<sup>46</sup> Under the prevailing City Code, the Mayor is able to suspend enforcement and the Board of Public Works has the authority to modify rates “in conjunction with special events and promotional activities.”<sup>47</sup>

Visitors that park in the meter zone have the choice to pay for parking by using coins, credit cards or by using the Parkmobile app which was available for iPhone, Android phones, and as a web-based application.

- ▶ Using coins, the rate was \$0.25 per 15-minutes of time. Meters accepted \$1 coins, quarters, dimes, and nickels;
- ▶ Using a MasterCard or Visa credit or debit card or Discover card, the rate was \$0.25 per 15-minutes of time with a minimum purchase of one hour. A convenience fee of \$0.30 per card swipe was added to the transaction cost. The fee was designed to offset the City’s cost of processing credit cards.<sup>48</sup> The City Controller recorded the convenience fee as a separate revenue line-item;<sup>49</sup>
- ▶ Using Parkmobile, the rate was \$0.25 per 15-minutes, rounded up to the nearest fifteen-minute interval, plus a \$0.50 service charge paid by the parker. Parkmobile charged lower service fees to frequent users of the Parkmobile app. Parkmobile accepted credit and debit cards and electronic fund transfers from Paypal.

Metered Parking is enforced Monday through Saturday from nine a.m. until nine p.m. On-street parking is free on Sundays, City holidays, and on-street metered parking was free every Saturday during the month of December.

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<sup>46</sup> BMC §15.40.020 (b) specifies, “The charge for the use of each on-street metered parking space shall be one dollar per hour between the hours of nine a.m. and nine p.m. every day, except Sundays and City holidays.”

<sup>47</sup> BMC§15.40.20 (c): The board of public works is authorized to alter or modify the hourly charge or method of payment for parking in all municipal parking lots, garages and on-street metered parking spaces in conjunction with special events and promotional activities.

<sup>48</sup> The City paid IPS Group \$0.13 for every credit card swiped at a smart meter.

<sup>49</sup>Board of Public Works Meeting Packet. October 8, 2013. <<https://bloomington.in.gov/media/media/application/pdf/16354.pdf>>

Citations issued in the parking meter zone cost \$20 which escalate to \$40 if not paid within 14 days. Through a partnership with T2, the City provides a gateway for real-time, secure payment of parking citations. The City coordinates collections of unpaid fines with Capital Recovery Systems of Columbus, Ohio.

## Metered Parking Financial Performance

The Controller recorded Metered Parking revenue in three separate accounts:

- ▶ Revenue from hourly parking
- ▶ Revenue from special event permits. The City permitted private individuals to reserve on-street parking for a special event. For payment of \$5 plus \$1 for every hour of regular enforcement hours, per metered space, the City reserved a space with a “Emergency — No Parking” sign.
- ▶ Convenience fees charged to customers who pay for parking using credit cards

The Commission reviewed meter transaction data that included parking session start and end times, amounts paid, method of payment, and meter ID number. City Legal provided raw transaction data from January 1, 2017 through April 25, 2017. The Commission did not obtain raw transaction data for 2016.

The 2017 data revealed:

- ▶ Coin-only: 69.0% of transactions, 40.3% of revenue;
- ▶ Card-only: 30.8% of transactions, 59.4% of revenue;
- ▶ Coin & Card: 0.2% of transactions, 0.3% of revenue;
- ▶ Online transactions: 0.09% of transactions, 0.03% of revenue.<sup>50</sup>

## Parking Meters Generated a Surplus of \$618,000

The Controller recorded Metered Parking revenue into three separate accounts:

- ▶ Revenue from hourly parking;
- ▶ Revenue from special event permits. The City permitted private individuals to reserve on-street parking for a special event. For payment of \$5 plus \$1 per-hour for every hour of regular enforcement hours, per metered space, the City reserved a space with a “Emergency — No Parking” sign.
- ▶ Convenience fees charged to customers who pay for parking using credit cards.

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<sup>50</sup>The transaction data file does not distinguish between types of online transactions, i.e., web-based or Parkmobile platform.

### **Key Per-Meter Metrics for FY2016**

- ▶ Revenue from usage, per meter: \$1441<sup>51</sup>
- ▶ Revenue from usage, per meter per week: \$27.72<sup>52</sup>
- ▶ Usage rate: 38.5%<sup>53</sup>
- ▶ Revenue from citations, per meter: \$249<sup>54</sup>
- ▶ Revenue from citations, per enforcement labor hour: \$23.94<sup>55</sup>
- ▶ Cost of enforcement, per labor hour: \$29.74 — 24% more than citation revenue per hour<sup>56</sup>
- ▶ Revenue from citations: 17.3% of revenue from usage

The Metered Parking system produced a surplus Operational Cash Flow of \$618,142 in FY2016 (Figure 18).

Citation revenue generated from citations issued at metered spaces were deposited in the City's General Fund, rather than the Parking Meter Fund. In FY2016, the citation revenue from Metered Parking citations totaled \$383,108. Citation revenue has declined 46% from peak in 2014.<sup>57</sup> Coincident with the installation of parking meters, hourly garage spaces were converted from single-space meters to pay-on-exit. As a result, Parking Enforcement officers ceased monitoring the percentage of garage spaces that were previously regulated as hourly parking stalls.

**When citation revenue is included, the parking meters generated \$1 million in surplus revenue for the Parking Meter Fund.** This amount will increase by \$225,000 once the equipment lease has been satisfied in 2017.

The cash balance of the Parking Meter Fund the end of FY2016 was \$1,608,381.51.

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<sup>51</sup> Hourly revenue divided by the 1539 metered spaces.

<sup>52</sup> Hourly revenue divided by number of metered spaces divided by 52 weeks.

<sup>53</sup> Average revenue per week divided by \$72 maximum possible revenue per week.

<sup>54</sup> Rate calculations based on 1539 metered spaces. 1496 Meters were in service in December 2016.

<sup>55</sup> 8 FTEs were tasked to Metered Parking enforcement. Calculation assumes 2000 hours per year, per enforcement officer.

<sup>56</sup> Rate derived from the Neighborhood Zone system. Actual cost is likely less, due to seniority of Neighborhood Zone officers.

<sup>57</sup> Office of the City Clerk: Report on Parking Tickets Issued & Appealed, January 2017.

Figure 18: 2016 Parking Meter Zone Financial Performance.

Item	Amount	Notes
<b>Revenue</b>		
Revenue – No Parking Signs	\$ 25,555.10	
Revenue – Hourly Parking	\$ 2,218,005.77	
Revenue – Convenience Fee	\$ 161,169.30	
<b>Total Revenue</b>	<b>\$ 2,404,730.17</b>	
<b>Expense</b>		
Staffing	\$ (666,774.55)	
Operation Expense	\$ (185,094.97)	
System-Related Expense	\$ (877,432.29)	
General Fund Charges	\$ (57,286.00)	
<b>Total Expense</b>	<b>\$ (1,786,587.81)</b>	
<b>Operational Cash Flow</b>	<b>\$ 618,142.36</b>	Operational Surplus
<b>Other Income</b>	<b>\$ 711.75</b>	
<b>Program Balance</b>	<b>\$ 618,854.11</b>	
<b>Fund Balance as of 12/31/16</b>	<b>\$ 1,608,381.51</b>	
Citations Deposited to 101-02	\$ 383,108.11	
<b>Total Program Balance Including Citations</b>	<b>\$ 1,001,250.47</b>	

## Staffing Expense

### Parking Meter Fund Pays for Crossing Guards

The staffing expense for Metered Parking (Figure 19) included payments to enforcement officers, supervisors, City Legal, the City’s Facilities manager, and Crossing Guards. The Controller recorded salaries paid to Crossing Guards in account ‘455-26-260000-51120 Salaries and Wages - Temporary’. During In 2016, the City paid Crossing Guards \$60,919.60 in salaries — *this benefit of managed parking is not widely known by the general public.*

Figure 19: 2016 Parking Meter Zone Staffing Expense.

Staffing - Parking Meter Fund	Amount	Subtotal
455-26-260000-51110 Salaries and Wages - Regular	\$ 351,726.76	
455-26-260000-51120 Salaries and Wages - Temporary	\$ 60,919.60	
455-26-260000-51210 FICA	\$ 29,070.25	
455-26-260000-51220 PERF	\$ 49,945.33	
455-26-260000-51230 Health and Life Insurance	\$ 146,004.56	
455-26-260000-51240 Unemployment Compensation	\$ 729.00	
455-26-260000-53420 Worker's Comp & Risk	\$ 15,937.00	
455-26-260000-52430 Uniforms and Tools	\$ 4,989.07	
455-26-260000-53210 Telephone	\$ 7,452.98	<b>\$ 666,774.55</b>

A schedule of employees paid from the Parking Meter Fund, Figure 20, illustrates the variety of positions needed to manage meters. (Salary data was included in the City's response to the data request and provided to the Commission as part of the May 2017 meeting packet.)

Figure 20: 2016 Employees by Department/Job Code Paid from the Parking Meter Fund

- Customer Service/Security Specialist: 1
- Supervisor: 1
- Asst. City Attorney: 1
- Enforcement Officers: 8
- Facilities Staff: 1 (retiring)
- Crossing Guards: 15 (1 on leave)
- Others no longer employed by City: 4

BMC §15.40.015 enumerates the following authorized uses for the funds deposited into the Parking Meter Fund:

- d) Disbursements from the fund shall be made only on orders of the board of works<sup>58</sup> for the purposes provided in IC § 36-9-12-4 (b), which include:
  - (i) The purchase price, rental fees, and cost of installation of the parking meters;
  - (ii) The cost of maintenance, operation, and repair of the parking meters;
  - (iii) Incidental costs and expenses in the operation of the parking meters, including the cost of clerks and bookkeeping;
  - (iv) The cost of traffic signal devices used in the municipality;

<sup>58</sup> <<https://bloomington.in.gov/code>> Should read, "Board of Public Works".



- (v) The cost of repairing and maintaining any of the public ways, curbs, and sidewalks where the parking meters are in use, and all public ways connected with them in the municipality;
- (vi) The cost of acquiring, by lease or purchase, suitable land for off-street parking facilities to be operated or leased by the municipality;
- (vii) The principal and interest on bonds issued to acquire parking facilities and devices;
- (viii) The cost of improving and maintaining land for parking purposes and purchasing, installing, and maintaining parking meters on that land; and
- (ix) The cost of providing approved school crossing protective facilities, including the costs of purchase, maintenance, operation, and repair, and all other incidental costs.**

## Operational Expense

### \$238,000 in Maintenance Paid to IPS Group; \$66,700 to T2 Systems

The detail general ledger reports, provided by the City Controller, indicated that payments to IPS Group for credit cards collection fees were the largest operational expense for Metered Parking.

IPS Group provided meter hardware and a “secure gateway.” The smart meters interface with T2 Flex, the system used by City staff to record and process parking and citation transactions. The City incurred a cost of \$0.13 for every credit card processed at the single space meters — the end user was charged a \$0.30 convenience fee to cover this charge. IPS Group also charged a management fee of \$2 per Meter or \$2,992 per-month and \$5,610 per month to maintain the secure gateway. Each month, the City paid IPS Group an average of \$14,800.

Figure 21: 2016 Parking Meter Zone Operating Expense.

Metered Parking Operating Expense	Amount	Subtotal
455-26-260000-52110 Office Supplies	\$ 637.15	
455-26-260000-52240 Fuel and Oil	\$ 3,706.60	
455-26-260000-52420 Other Supplies	\$ 5,299.91	
455-26-260000-53220 Postage	\$ 10,000.00	
455-26-260000-53410 Liability / Casualty Premiums	\$ 8,103.00	
455-26-260000-53620 Motor Repairs	\$ 17,701.00	
455-26-260000-53630 Machinery and Equipment Repairs	\$ 25,187.50	
455-26-260000-53830 Bank Charges	\$ 114,459.81	<b>\$ 185,094.97</b>

The costs of credit card processing were recorded as "455-26-260000-53830 Bank Charges". The remainder of the charges paid to IPS Group were recorded in "455-26-260000-53150 Communications Contract".

The City paid T2 Systems for equipment and software. T2 Systems provided the hand-held hardware and software used by Parking Enforcement officers and provided a back-end system for asset management and reporting, as well as, a front-end for parkers who received citations to make payment in real-time. The City paid T2 \$3,231.63 per month for the Flex subscription, a fee of \$1,050 per-month for Flex hosting, and \$262.60 per-month for web-hosting (Figure 21).

Parking Enforcement maintained a database of offenders and sent notices of citations, monthly, via US mail. As part of the billing process, Parking Enforcement staff obtain the name and address registered to the owner of a license plate by performing a RovR lookup. The RovR service was provided by T2 Systems at the cost of \$1.95 per search.

### Processing, Maintenance and Overhead: 17.8% of Meter Revenue

In FY2016, the City, to process \$660,000 in credit card transactions at meters, paid IPS Group, Inc. \$114,500 in fees (17.3%). For overhead and maintenance on total meter revenue of \$2.2 million, an additional \$280,000 (12.7%) was paid to IPS Group, Inc. and T2 Systems. Total costs of processing and overhead were 17.8% of revenue.

Operating and system-related expenses are summarized in Figures 21 and 22, respectively. Selected System-Related Expenses are categorized by vendor in Figure 23.

*Figure 22: FY2016 Parking Meter Zone System Related Expenses*

Parking Meter Zone System-Related Expenses	Amount	Subtotal
455-26-260000-53150 Communications Contract	\$ 213,565.13	
455-26-260000-52340 Other Repairs and Maintenance	\$ 20,294.61	
455-26-260000-53310 Printing	\$ 10,599.72	
455-26-260000-53640 Hardware and Software Maintenance	\$ 66,623.33	
455-26-260000-53840 Lease Payments	\$ 473,169.14	
455-26-260000-53990 Other Services and Charges	\$ 5,603.21	
455-26-260000-54310 Improvements Other Than Building	\$ 87,577.15	<b>\$ 877,432.29</b>

In February 2016, Parking Enforcement purchased a new Ford Colorado pickup truck with snow removal equipment for \$87,577.15. This purchase was recorded as "Improvements Other Than Building." It should be noted that fleet expense is not one of the specifically enumerated uses for the Parking Meter Fund, however, BMC §15.40.015 states that the Parking Meter Fund maybe used for the "...cost of repairing and maintaining

any of the public ways, curbs, and sidewalks where the parking meters are in use.” The City also contracted with private entities for snow removal in the garages, and those expenses were recorded in the Parking Facilities account.

At the close of FY2016, the Parking Meter Fund balance was \$1.6 million.

*Figure 23: Selected System-Related Expenses categorized by Vendor, 2016*

Vendor	Amount
Biller Press & Manufacturing,	\$ 2,147.00
Dri-Stick Decal Corp. (Rydin Decal)	\$ 1,506.00
First Financial Equipment Finance, LLC	\$ 473,169.00
Freedom Business Solutions	\$ 274.00
IPS Group, INC	\$ 238,690.00
Karl Clark (KC Designs)	\$ 1,060.00
KNJ, LLC (Quality Collision)	\$ 2,229.00
Midwest Color Printing, INC	\$ 994.00
OneBeacon Insurance Group	\$ 2,721.00
Paper Solutions, INC	\$ 2,445.00
Parkmobile, LLC	\$ 1,404.00
Safeguard Business Systems, INC	\$ 1,045.00
T2 Systems, INC	\$ 66,723.00

# Citation Revenue

## Cost of Enforcement Outpaces Base Citation Rate

Revenues from citations issued at at meters and City surface lots are deposited in the the General Fund. Revenues from citations, fees and collections totaled \$383,108; citations written in Neighborhood Zones and Garages represented an additional \$226,284. In the Metered Parking system:

- ▶ \$23.94 of citation revenue generated per enforcement labor hour;<sup>59</sup>
- ▶ \$29.74 cost per enforcement labor hour—a deficit of \$5.80 compared to the above;<sup>60</sup>
- ▶ Additional costs of RoVR lookups—\$1.95 per lookup;
- ▶ Additional cost related to the preparation of statements;
- ▶ \$10,000 per year (on average) for postage; and
- ▶ T2 front-end hosting; and collection costs.

A \$20 base citation does not cover the total cost of enforcement. By comparison, citations issued by Indiana University Bloomington range from \$25 to \$200. Citations for expired meter parking are \$25 with most other parking citations scheduled at the rate of \$50 per citation.<sup>61</sup>

## A Model for Setting the Base Citation Rate

City Clerk Nicole Bolden provided citation aging data for the parking system from FY2011 through FY2015 (Figure 24). The report tallied citations by type, the number of citations reversed by appeal, and the number of citations unpaid. Using this data, the Commission was able to calculate a base citation rate that would cover the costs of enforcement.<sup>62</sup>

Total revenue from citations was \$607,820:

- ▶ \$383,108 from on-street Metered Parking and Garages and Lots
- ▶ \$224,712 from Neighborhood Zones

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<sup>59</sup> 8 FTEs were tasked to parking meter enforcement. Calculation assumes 2000 hours per year, per enforcement officer.

<sup>60</sup> Rate derived from the NZ system. Actual cost is likely less, due to seniority of NZ officers.

<sup>61</sup> <<https://parking.indiana.edu/citations/pay-citation.html>>

<sup>62</sup> The total labor costs of Neighborhood Zone and on-street enforcement, less the salaries paid to crossing guards.

The total cost of enforcement personnel was \$720,155:

- ▶ \$599,195 for Parking Meter Enforcement<sup>63</sup>
- ▶ \$118,960 for Neighborhood Zones

The difference of \$112,335 represents a shortfall of 18.5%.

From Figure 24, citations from expired meters accounted for 56% of total citations, with 44.9% of citations escalating from a base rate of \$20 to a \$40 fine. In the Neighborhood Zone system, 39.6% of citations escalated from the base rate. The escalation rate for all citations was 44.5%, making the average revenue from a citation \$28.90.

The City incurred bad debt as a result of uncollectible citations. Between August 2011 and FY2015, 2,325 (1.52%) of 152,842 citation transactions were unpaid. Presumably, these citations were placed into collections and will be settled at a fraction of the base value.

Given,

- ▶ \$607,820 in FY 2016 citation revenue, and
- ▶ an average citation value of \$28.90,

the average number of citations was calculated as 21,032. The Breakeven Average Citation Value sufficient to satisfy the personnel costs of the Neighborhood Zone and Metered Parking systems while accounting for bad debt of 1.52% was calculated according to the following equation:

$$\text{Breakeven Average Violation Value} = \frac{\text{Total Personnel Expense}}{\text{Average Number of Violations} * (1 - \text{Percent Bad Debt})}$$

The Breakeven Average Citation Value was calculated to be \$34.77.

By definition,

$\text{Breakeven Average Violation Value} = (\text{Base Violation Rate})(1 - \text{Escalation Rate}) + 2(\text{Base Violation Rate})(\text{Escalation Rate})$ ,

The Base Citation Rate was calculated to be \$24.06 using the historical escalation rate of 44.5%.

Increasing citations from \$20 by \$4.06 would generate enough revenue to cover the costs of enforcing parking regulations—approximately \$115,730. Every \$5 increase in the base citation price has the potential to generate \$149,644 in additional revenue for the City, assuming no change in transient parker behavior. An increase in the

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<sup>63</sup> \$666,774 less \$65,580 for the cost of Crossing Guards.

Base Citation Rate may result in an increase of compliance with the prevailing system, thereby decreasing overall citation revenue.<sup>64</sup>

At the time this report was prepared, the Parking Commission had not discussed or made any recommendations concerning citations and enforcement and the Commission does not specifically advocate for an increase as part of this report.

However, depositing citation revenue from Metered Parking into the Parking Meter Fund rather than the General Fund—as is the practice in Neighborhood Zones and Garages & Lots; removing the Council Sidewalk fund from the Neighborhood Zone account; and providing a more detailed accounting of back-office support and overhead for General Fund charges would result in a more transparent reporting of parking-related expenses.

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<sup>64</sup> D. Shoup. *The High Cost of Free Parking*. (American Planning Association, 2011), p. 486-489.

Figure 24: Citations by Violation and Status Summary for dates beginning 8/1/2012 through 12/31/2015

Violation Type	Unpaid Fines	Unpaid	Zero Bal	Inactive	Total	Escalated
Expired Meter x	\$ 0	0	1	0	1	0
Obstruct Traffic - A06-08	\$ 0	0	1	0	1	0
Neighborhood Parking - A13-08	\$ 0	0	1	0	1	1
Other Violation - A17-08	\$ 0	0	3	0	3	2
White Permit Only - A22-08	\$ 0	0	1	1	2	1
Expired Meter - A01	\$ 32,060	1,603	80,749	2,503	84,855	38,103
Yellow Curb - A02	\$ 280	14	2,617	48	2,679	1,248
Overtime Parking - A03	\$ 680	34	18,798	421	19,253	9,445
Alley - A04	\$ 20	1	318	16	335	149
Loading Zone - A05	\$ 0	0	132	4	136	65
Obstruct Traffic - A06	\$ 20	1	183	4	188	93
Permits/Leased - A07	\$ 900	18	296	56	370	0
Backed in Space - A08	\$ 100	5	198	7	210	29
No Parking Zone - A09	\$ 140	7	921	40	968	409
Sidewalk Parking - A10	\$ 40	2	621	13	636	276
Angled Parking - A11	\$ 0	0	5	0	5	2
Left Side Parking - A12	\$ 0	0	7	0	7	4
NH-NEIGHBORHOOD PARKING	\$ 7,680	384	28,025	418	28,827	13,299
NH-PLATE NON MATCH	\$ 80	4	686	30	720	236
Handicapped-A15-13	\$ 0	0	92	42	134	0
Fire Lane - A16	\$ 0	0	96	7	103	0
NH-Wrong Zone - A18	\$ 200	10	970	30	1,010	426
Here To Corner - A19	\$ 0	0	90	1	91	37
Green Permit Only - A20	\$ 0	0	89	34	123	34
Red Permit Only - A21	\$ 20	1	80	21	102	28
CFC/White Lot - A22	\$ 0	0	31	11	42	16
Expired Permit - A23	\$ 0	0	54	8	62	9
Overnight Parking - A25	\$ 0	0	1	0	1	1
Showers Permit Parking - A27	\$ 0	0	89	55	144	30
Private Parking Only - A29	\$ 0	0	55	5	60	25
City Hall Visitor Parking	\$ 0	0	83	8	91	34
Parked Facing Traffic - A31	\$ 360	18	2,123	49	2,190	740
Oversize Vehicle - A32	\$ 0	0	8	2	10	0
Too Far From Curb - A33	\$ 20	1	378	2	381	106
Too Close To Intersection -A34	\$ 0	0	41	2	43	13
Electric Veh Parking Only - A35	\$ 0	0	25	1	26	11
Handicapped - A15	\$ 900	9	531	123	663	0
Outside Of Marked Space	\$ 180	9	1,012	24	1,045	291
NH-PARKED FACING TRAFFIC	\$ 460	23	842	6	871	329
NH-YELLOW CURB	\$ 840	42	1,645	12	1,699	727

NH-OVERTIME PARKING	\$ 1,580	79	2,245	21	2,345	1,126
NH-ALLEY	\$ 60	3	184	4	191	74
NH-LOADING ZONE	\$ 0	0	13	1	14	5
NH-OBSTRUCT TRAFFIC	\$ 40	2	37	1	40	15
NH-NO PARKING ZONE	\$ 360	18	684	9	711	266
NH-SIDEWALK PARKING	\$ 80	4	564	5	573	218
NH-HANDICAPPED	\$ 0	0	13	3	16	0
NH-FIRE LANE	\$ 500	10	120	0	130	0
NH-HERE TO CORNER	\$ 0	0	96	0	96	53
NH-PRIVATE PARKING ONLY	\$ 0	0	8	0	8	3
NH-OVERSIZE VEHICLE	\$ 0	0	6	0	6	2
NH-TOO FAR FROM CURB	\$ 80	4	170	1	175	72
NH-TOO CLOSE TO INTERSECTION	\$ 0	0	34	0	34	6
NH-ANGELED PARKING	\$ 0	0	0	1	1	1
NH-UNAPPROVED SURFACE	\$ 450	9	291	15	315	0
BPD/White Lot	\$ 40	2	8	9	19	6
UNAPPROVED SURFACE PARKING	\$ 400	8	70	2	80	0
<b>Total</b>	<b>\$ 48,570</b>	<b>2,325</b>	<b>146,441</b>	<b>4,076</b>	<b>152,842</b>	<b>68,066</b>