

Free Parking?

Evaluating the Impacts of the Downtown Eugene On-Street Parking Program on Retail Establishments

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Abstract

With one-third of the average downtown dedicated to parking, the issue of how to store the private automobile plays a dominant role in public policy decisions. Several studies indicate that a well thought out on-street parking policy can positively influence economic development in an urban core. In an effort to improve patron perception of downtown and increase retail activity, the City of Eugene implemented a free two-hour parking program in its downtown core. I use a survey completed by 63 downtown business owners and a series of on-street parking counts to assess whether the program has succeeded in increasing retail activity and to inform a series of recommendations to the City. Although daily on-street occupancy rates are greater than before the program and the free parking seems to be preferred by the business community, I question its to capacity to facilitate a sustained increase in patronage in downtown Eugene.

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City of Eugene Downtown Business Owners and Managers

City of Eugene Parking Enforcement and Parking Services

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Executive Summary

This report presents an interim evaluation of a two-year free parking program initiated by the City in downtown Eugene. In an effort to revitalize its urban core and draw more patrons to downtown retail locations, the Eugene City Council voted to implement a free two-hour parking program in the downtown district. This study examines (1) if the program is having its intended effect of drawing more patrons downtown, (2) if the business community views the program favorably, and (3) if unintended effects of the parking program have emerged. The ultimate question this study seeks to answer is *what impact does the newly implemented free parking policy have on retail sales for businesses located within the free parking district?*

Foundational Context

Downtown Eugene has struggled for years to attract sufficient density and diversity of retailers in its core. In the 1960s, the City of Eugene initiated a federal urban renewal program in an 18-block area of its downtown (Reesor 2004). Named the 'Downtown Mall', Eugene closed off its main street to traffic and eventually removed 150 buildings and 'rehabilitated' 53. While the City experienced initial success, within a few years activity level downtown drastically decreased and store vacancies became commonplace (Tang 1995). The Valley River Shopping Center underwent construction at the same time as the downtown mall, shifting retail activity outside of the urban core. To this day, the downtown district in Eugene has never fully recovered. As depicted in the 2004 Downtown Eugene Plan, improving parking is a major priority for stimulating downtown economic growth. The plan states that new and "existing public parking can be used to assist private development. Easily accessible parking encourages business and cultural activities and creates a positive experience for patrons" (Downtown Eugene Plan, 2004).

The downtown Eugene free two-hour parking program is being implemented as a part of a larger economic revitalization effort by the City of Eugene to foster sustained patronage and an increase in achievable rents. The purpose of the program is to increase both actual retail activity as well as patron perception that downtown Eugene is thriving. The City is expecting a half million-dollar loss in revenue as a result of the program, but views this program as a subsidy to downtown businesses. The hope is that by eliminating the seventy-five cent per hour parking

fee, retail activity will increase. The free parking program area is downtown Eugene between 7th and 11th Avenue from Lincoln to Willamette Street

Given that the City of Eugene is foregoing a half million dollars in revenue, it is important to evaluate the impacts this program is having on the City as well as the larger downtown business community. In October 2010, the program officially began, with removal of 288 parking meters in the downtown core. The results from this evaluation will assist the City with making adjustments for how the program is implemented over the next two years.

Parking policy and economic development

With one-third of the average downtown dedicated to parking, the issue of how to store the private automobile plays a dominant role in public policy decisions (Childs 1999). Several studies indicate that a well thought out on-street parking policy can positively influence economic development in an urban core. To estimate the effects of parking policy on economic development, retail activity is often used as an indicator for long-term economic development and increased property values.

On-street parking can play an important role in assisting the retail base by providing “shopper rate” parking; an accepted public purpose (Feehan and Feit, 2006). Parking should be free when the occupancy is less than 85% at zero price because in this case parking is a public good in the sense that the marginal cost of adding another user is zero (Shoup 2004). This is because the maximum capacity to allow for efficient exchange between vehicles is 85%.

Common consequences of free on-street parking in a commercial district are limited turnover and employee use of on-street spaces intended for patrons. A powerful correlation exists between the amount of business traffic and the turnover rate of parking (Epstein 2002). Based on the estimate that one prime on-street parking space in downtown generates 150 to 300 dollars in retail sales per day, the cost per year to lost retail activity is 45,000 to 90,000 dollars per space when business owners and employees park in prime downtown spaces.

Methods and Findings

To evaluate the program, the University of Oregon Community Service Center (CSC) invited all 172 businesses in the program area to participate in a survey aimed at evaluating effects of the program on business and downtown in general. A total of 63 businesses completed the survey; the survey will be re-administered two more times by the CSC over the course of the two-year program. On-street parking counts provided a secondary source of data

for evaluating initial program success. The CSC conducted on-street parking counts in the program area and also used license plate data generated by a parking enforcement license plate recognition system.

Survey results and parking counts have assisted in determining (1) if the program is having its intended effect of drawing more patrons downtown, (2) if the business community views the program favorably, and (3) if unintended effects of the parking program have emerged. The results of this study will help inform the City of Eugene in 2012 when the Council votes on whether or not to further extend the free parking program in downtown Eugene. Preliminary findings are as follows:

1. Is the program having its intended effect of drawing more patrons downtown?

Fourteen survey respondents, or one quarter, noted an influx of patrons in the downtown area since program implementation. Fifteen business owners noted an increase in patrons at their own business. The businesses that noted an increase estimated a 19% increase in patrons as a result of the parking program. A total of ten business owners, or one-fourth of the businesses offering either ground level retail or services, noticed an increase in patrons at their business and correlated it directly with free parking. Half of all respondents in the program area reported a change in sales revenue; however half of these individuals noted an increase while the other half noticed a decrease.

Parking counts indicate an increase in actual number of vehicles occupying on-street spaces, although it is difficult to determine whether this increase can be attributed to an increase in patrons. While the average occupancy before the program implementation ranged anywhere from 30% to 60%, parking counts eight months into the program indicate an average occupancy of 63%. The number increases to 73% when the period between 7am and 10am is removed from the data.

2. Does the business community view the program favorably?

The majority of businesses support the program. Business owners noted the program is drawing more people downtown, that free on-street parking is more convenient than meters, and the program has helped to improve public perception of downtown. While the survey indicates that the majority of businesses support the program, respondents also noted that it is only one step in improving the economic climate in downtown Eugene. Business owners

recognize that the program is not a long-term solution for parking issues in downtown and does not strongly impact economic development.

3. Have unintended effects of the program emerged?

A number of negative effects of the parking program emerged from the survey. The top two complaints were limited turnover of on-street parking spaces and an increase in employee use of on-street spaces. Parking data and observations from parking enforcement supports the claim that employees are abusing the free on-street parking program.

In terms of fixing these effects, three primary themes emerged for how to improve the program. Survey respondents suggested that the City focus on improving public information and outreach about the policy and also discourage employees from using on-street spaces by promoting the use of off-street parking and increasing enforcement of on-street parking.

Recommendations to the City of Eugene

While one goal of this evaluation was to assess how the program is impacting retail activity, a second goal is to suggest improvements to the downtown parking policy for the two-year program time frame and beyond. In particular, strategies and policies aimed at increasing turnover, deterring employee abuse of on-street spaces, and generating revenue will be most beneficial for the City to implement.

A series of recommendations will aid the City of Eugene in improving its existing parking program. The first three recommendations can be fulfilled within the existing program framework, while the next three recommendations will involve an adjustment to the existing program policy. The final two recommendations are to be implemented after the two-year free trial program has been completed if the City decides to return to paid meters.

Recommendations are as follows:

- 1. Increase resident awareness of downtown parking options***
- 2. Expand education and outreach to business owners***
- 3. Increase enforcement in the program area***
- 4. Reinvest parking revenue back into amenities that benefit patrons paying for parking***
- 5. Amend the City Code so that it is illegal to 'shuffle' vehicles***
- 6. Implement more variation in on-street parking time limits***
- 7. Pro-rate meters depending location, time of day, and parking duration***
- 8. Enable credit card payments on meters***

Recommendation #1: Increase resident awareness of downtown parking options

A clearer message of the parking services offered downtown will improve the parking experience. Business owners noted that the City should increase citizen awareness of City of Eugene 1st Hour Free program in garages, free parking Saturdays in garages, and the Business Validation program. Improved signage at garages and on-street spaces is one specific recommendation from the survey.

Certain technologies can also play an important role in providing up to date information to patrons on what spaces are available, posted time limits, and the cost at each space. The mobile phone application developed by the City of Eugene last year has made it easier to find parking in downtown Eugene. Another helpful function for the City to consider would be an application that tracks whether or not spaces are occupied. This could be accomplished through vehicle sensors in the pavement or through some type of satellite GPS tracking system.

Safety for both patrons and employees is also a concern of some business owners. The City should improve its advertisement of the public safety services offered by Epark. For example, downtown employees and the public should know that security officers are on staff 24/7 in Broadway North and South Garages and Arcade Garage.

Recommendation #2: Expand education and outreach to business owners

A targeted business owner outreach and education campaign will be beneficial in decreasing the number of employees using on-street spaces. First, this education campaign would emphasize the potential for additional sales revenue when on-street spaces are available. Second, the campaign would offer strategies for encouraging employees to try other transportation modes to free up on-street spaces and ease the cost of parking subsidies.

Barr (1997) estimates that the average value of a prime on-street parking space in downtown is 150 to 300 dollars in retail sales per day. Business owners should be aware that when employees occupy these spaces, their revenue decreases. Ensuring that curbside spaces are easily accessible to patrons is an important step in fostering improved retail activity in a community. To implement this outreach strategy, the City of Eugene should partner with Downtown Eugene, Inc. (DEI) or the Chamber of Commerce.

By encouraging non-automobile modes of transportation, employers can help make available on-street spaces for their customers while also saving money by not having to subsidize as many automobile spaces. The employer cost burden of a Lane Transit District (LTD)

group bus pass is significantly less than the average monthly cost of subsidizing automobile parking. The LTD employer fee averages out to a monthly rate of \$5.32; significantly less than the 50 dollar average that downtown businesses report spending for their employees to park for free.

Recommendation #3: Increase enforcement in the program area

The City should increase enforcement to create additional turnover and deter employees from abusing on-street spaces. Limited on-street space turnover was the single largest complaint from survey respondents. Regular monitoring, especially during the peak occupancy times between 10am and 6pm, will ensure spaces are not used for more than two hours.

Another strategy based on improving enforcement is lowering the price of the first ticket offense and raising the price of subsequent offenses. Cities such as the City of Fort Collins have implemented a 'First Ticket Free' program, where the first offense is free, but each offense after is increasingly more expensive. This policy allows for newcomers to access the City while discouraging repeat offenders, particularly employees.

Recommendation #4: Reinvest parking revenue back into amenities that benefit patrons paying for parking

The Parking Fund currently donates 35% of its yearly revenue to the City's general fund. I suggest that instead of going into the general fund, this revenue is reinvested directly back into services for the patrons who are paying the parking fees. During the free parking program, this reinvestment would only occur in areas of downtown that charge for parking. However, as retail activity increases in the program area, some spaces should be charged and this revenue should be invested into beneficial amenities such as hanging baskets and the street sweeping crew.

Recommendation #5: Amend the City Code so that it is illegal to 'shuffle' vehicles

Under the current Eugene City Code, vehicles are allowed to 'shuffle.' This means that after a vehicle has been parked in a space for two hours, it can drive once around the block and then park again in the same place. The Eugene Municipal Court interprets "without being removed from the block" as meaning a vehicle can just drive around the block and re-park in the exact same space. The City code should be changed so that a vehicle cannot re-park on the same block once two hours is up. This would likely deter employees from using on-street spaces since

they would have to park at least a block away after two hours. Patrons seeking services that last for more than two hours would be advised to use the parking garages.

Recommendation #6: Implement more variation in on-street parking time limits

The City should increase variation in time limits of on-street spaces. A variety of parking meter time limits can increase turnover while also allowing some patrons to linger for a couple of hours (Childs 1999). A number of survey respondents noted that oftentimes their patrons only needed to come into their business for 15 minutes; so shorter time limits would help with turnover. Currently there are 10-minute loading and unloading curbside spaces for private vehicles, but 30-minute, 60-minute, and 90-minute spaces would help increase turnover in the program area.

Recommendation #7: Pro-rate meters depending location, time of day, and parking duration

Parking counts indicate a variation in occupancy depending on location and time of day, so a variable pricing system would optimize revenue without deterring use. According to parking counts, certain parts of the study area exceeded 85% occupancy at certain times of the day. Although average occupancy does not exceed 85% across the whole program area, there are certain locations consistently meeting near full capacity. These are likely the desirable retail areas and times, and according to Shoup, these spaces should be charged for to ensure adequate turnover.

Recommendation #8: Enable credit card payments on meters

With paid credit card capacity, the City could generate revenue from on-street spaces while maintaining the convenience of not requiring patrons to search for coins for meters. As evidenced by the survey, the majority of business owners liked that patrons do not have to feed the meters with coins, but respondents made this statement in the context of convenience as opposed to saving money. Numerous large and medium sized cities across the country have transitioned to parking meters that accept credit cards with success; noting city meter revenue increases 40% on average (Villaraigosa, 2010).

Conclusion

The original research question states, “What impact does the newly implemented free parking policy have on retail sales for businesses located within the free parking district?” Survey results found that half of respondents noted a change in revenue since the program.

However, that change was split right down the middle, half saw a revenue increase and half saw a revenue decrease. A causal relationship cannot be drawn between the program and revenue changes since the sample size is small, the time frame is short, and there are other economic factors that could play a role in these revenue changes. In addition, a slight increase in revenue will not necessarily correlate with a sustained long-term increase in patronage.

The fact that the majority of business owners support the program and that on-street occupancy in the program area has almost doubled is promising. Additional on-street monitoring both within the program area and in the greater downtown plan area will help inform the City of Eugene *if, when, and where* parking meters should be charged for.

In terms of long-term impacts, it will take years or even decades to determine whether or not a sustained increase in patronage and an increase in achievable rents (both desired program impacts) has been achieved. While the free parking program is a good first step in facilitating desired program impacts, it does not seem to have the capacity to substantially impact urban revitalization efforts in downtown Eugene. New development in downtown and a diversification of retail and services offered will have the greatest impact on sustaining increased patronage.

Chapter 1: Introduction

In the period between 1960 and 1980, towns and cities across the United States demolished hundreds of beautiful old buildings in their historic core. The public sector justified the demolitions as 'revitalization.' Around the same time and driven by suburbanization, traffic arterials were reconfigured to avoid the core of downtown. Suburban areas began taking retail activity away from the downtown core. This resulted in businesses locating outside of the downtown cores, further perpetuating patron desire to shop in suburban areas. Severe financial and aesthetic devastation to many downtown business cores resulted. Eugene, Oregon was no exception to that trend.

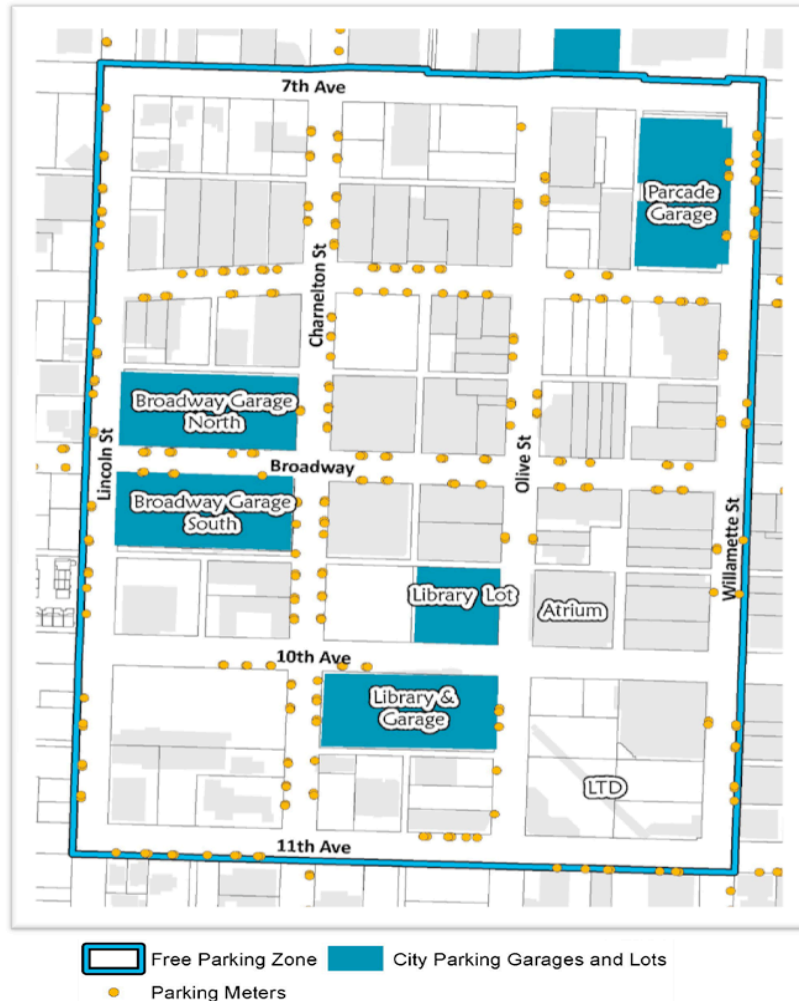
In the 1960s, the City of Eugene initiated a federal urban renewal program in an 18-block area of its downtown (Reesor 2004). Named the 'Downtown Mall', Eugene closed off its main street to traffic and eventually removed 150 buildings and 'rehabilitated' 53. While the City experienced initial success, within a few years activity level downtown drastically decreased and store vacancies became commonplace (Tang 1995). The Valley River Shopping Center underwent construction at the same time as the downtown mall, shifting retail activity outside of the urban core. To this day, the downtown district in Eugene has never fully recovered. The historical journey of downtown Eugene as it relates to economic development will be discussed in greater detail in Chapter 3.

Overview: The Downtown Eugene Free Parking Program

In an effort to revitalize its urban core and draw more patrons to downtown retail locations, the Eugene City Council voted to implement a free two-hour parking program in the downtown district. In October 2010, the program officially began, with removal of 288 parking meters in the downtown core. Patrons are allowed free parking for up to two hours, Monday through Saturday, from 7:00am to 6:00pm. The purpose of the program is to increase both actual retail activity as well as patron perception that downtown Eugene is thriving. The City is expecting a half million dollar loss in revenue as a result of the program, but views this program as a subsidy to downtown businesses. The hope is that by eliminating the seventy-five cent per hour parking fee, retail activity will increase. The free parking program area is downtown

Eugene between 7th and 11th Avenue from Lincoln to Willamette Street (see Figure 1 below). Please note yellow circles marked as 'metered parking' are the removed meters.

Figure 1. Downtown Eugene Free 2-Hour Parking District



The City of Eugene conducted a free parking pilot study on West Broadway, between Willamette and Lincoln Streets, from July 29 to September 27, 2009. A memorandum sent to the Eugene City Council by Parking Services Manager, Jeff Petry, deemed the pilot an overall success. Average daily occupancy during the pilot exceeded the average with paid meters by seven percent and the City of Eugene noted a 50% decrease in citations.

Foundational Context

The Downtown Eugene Plan and a downtown branding process initiated by Downtown Eugene Incorporation (DEI) guided development of the parking program. As depicted in the

2004 Downtown Eugene Plan, improving parking is a major priority for stimulating downtown economic growth. The plan states that new and “existing public parking can be used to assist private development. Easily accessible parking encourages business and cultural activities and creates a positive experience for patrons” (Downtown Eugene Plan, 2004). The plan further specifies a desire for ‘great streets’; created with sufficient pedestrian accommodations, slow-moving automobiles, and on-street parking; noting that on-street parking is preferred whenever practical or possible. In 2009, the Eugene City Council adopted a vision with the overarching goal of *fostering a vibrant downtown while boosting the local economy*.

The parking program is being implemented as a part of a larger downtown branding process, initiated by Downtown Eugene Incorporation (DEI). DEI engaged Funk/Levis & Associates in late 2003 to assist with efforts to develop and promote a brand for Downtown Eugene. The group branded downtown Eugene as a place that “has it all; restaurants, bars, galleries, specialty shops, theaters, and professional services. It is the true center of the city with government and professional offices in high quality urban development” (DEI website). One specified issue in the branding plan with regards to parking is that there are “misperceptions about the difficulty of parking. Unsavory downtown denizens and a lack of economic activity need to change in order for Downtown to be successful.” According to Jeff Petry, the program is a way of ‘re-inviting’ people downtown.

Purpose of a Parking Program Evaluation

Given that the City of Eugene is foregoing a half million dollars in revenue, it is important to evaluate the impacts this program is having on the City as well as the larger downtown business community. This study examines (1) if the program is having its intended effect of drawing more patrons downtown, (2) if the business community views the program favorably, and (3) if unintended effects of the parking program have emerged. The ultimate question this study seeks to answer is *what impact does the newly implemented free parking policy have on retail sales for businesses located within the free parking district?* (see Appendix A for a logic model outlining the purpose of the program and corresponding program evaluation strategy)

Methodology

At its roots, this study is a public policy “process” evaluation. A process evaluation documents and analyzes the early development and actual implementation of a strategy or

program, assessing whether strategies are being implemented as planned and whether expected output is actually produced (Institute for Law and Justice, Inc., 1997). The basis for the methodology is to guide City action. In the short-term, the results will assist the City with making adjustments for how the program is implemented over the next two years. To evaluate the program, I invited all 172 businesses in the program area to participate in a survey aimed at evaluating effects the program has had on business and downtown in general. A total of 63 businesses completed the survey; the survey will be re-administered two more times by the University of Oregon Community Service Center over the course of the two-year program. On-street parking counts provided a secondary source of data for evaluating initial program success. I conducted on-street parking counts in the program area and also used license plate data generated by a parking enforcement license plate recognition system.

Structure of Report

Chapter 2 will provide a broader context surrounding issues of free on-street parking. I will summarize existing literature on key benefits and potential problems of free on-street parking. In this chapter, I will provide an overview of the purposes of parking policies, and how parking policy can impact economic development. Chapter 3 will provide greater detail of the study area, including the historical journey of the downtown's development as well as a present day overview of downtown Eugene. In Chapter 4, I will transition to a discussion of the major findings from both the business owner perception survey and the on-street parking data. Finally, Chapter 5 will conclude with a discussion of findings, recommendations for the City of Eugene, and areas for further research.

Chapter 2: Literature Review

Answering a few key questions about the nature of parking policy as it relates to economic development will aid in understanding the positive and negative impacts a free on-street parking program could have in Eugene. Questions addressed in this section are as follows:

1. ***What purposes do parking policies serve in communities?*** In this section I also examine factors influencing the price of parking and how on-street parking spaces fit into the larger urban fabric.
2. ***How can parking policy impact downtown from an economic development standpoint?*** I look at how parking policy can influence patron behavior in the short-term and also how it might influence economic development in the long-term. Behavioral responses can have significant influence on retail activity in a community, which will impact economic development in the long term.

Parking Policy: Background and Purpose

Accommodating the private vehicle with short-term storage is a significant component of planning efforts in downtown districts. Fifty to seventy percent of the average downtown is dedicated to vehicles; and about half of this is in the form of parking spaces (Childs 1999). The average car spends 80% of its time parked (Marsden 2006). On-street parking is a substantial policy focus for municipalities since it is the most efficient place for parking in terms of the time it takes to park, utilization of stalls, and the amount of land per stall (Childs 1999). Because of the prominent role on-street parking has in a downtown core, policies surrounding on-street parking can have significant impacts, both positive and negative, on local communities.

Parking policies tend to serve one of three possible purposes in cities (Marsden 2006, Feeney 1989). First, charging for parking is often an important source of revenue for cities. Second, some cities like Eugene use parking policy as a mechanism for economic development. Third, larger cities use parking policy as a way of behavior modification. In other words, they may limit the supply or increase the price to discourage use of the private automobile. Parking policy is implemented in two primary ways; by changing parking charges and by altering the supply of parking (Feeney 1989). To provide an overview of the fundamentals of parking policy, I

will begin by discussing how parking is priced, then transition into how location and design of on-street parking can impact convenience, access, and livability in an urban core.

Price

The price of parking is influenced by both the cost of operation and the demand for parking. The price is generally lower than the cost of operation, and for cities, parking price often becomes a balancing act between generating revenue and a desire to draw visitors (Marsden 2006). Shoup (2004) theorizes that the price of curbside parking should be the same as that of off-street parking; otherwise competition for spaces and increased cruising will result. However, Epstein (2002) notes that this is rarely the case, since curbside spaces are generally priced cheaper than off-street spaces.

Shoup states that the right price of on-street parking will balance the demand for parking, which varies over time. The right price may be high or low, but there should be no shortage of spots and drivers will not have to search for spots. Traffic engineers recommend 15% of curb spaces to remain vacant for optimal efficiency (Shoup 2004). So, theoretically, the right price will vary throughout the day.

Because on-street parking spaces are public commons where private property is stored, some degree of ambiguity exists as to whether parking should be considered a public good or a private good. Once a car is parked alongside the curb for some limited period of time, “it can be argued that some system of quasi-private property rights has developed in and on public property” (Epstein 2002, 516). Epstein (2002) compares a car in a curbside space to a towel on a public beach:

“Parking places on public streets, like places marked by towels along public beaches, offer the successful contestant only a “user” interest in the parking space: it remains his only so long as he continues to occupy it. But once he leaves the spot, it reverts to the common for the next taker on similar user-based terms.”

Shoup (2004) argues that parking is considered a private good because (1) only one car can use a parking space at any given time and (2) charging for a parking space is relatively simple (Shoup 2004). When it is not charged for, Shoup notes that free curbside parking presents a classic commons problem. Drivers waste time, fuel, congest traffic, and pollute the air while looking for

parking. Societal costs of not charging for parking include increased traffic congestion, air pollution, and wasted time that results from cars 'cruising' for a parking space.

Other authors note parking has a number of attributes of a public good as well. Although private companies often dominate the commercial parking market, public agencies participate in the parking marketplace as well. According to Fonts (2006), municipal parking garages and on-street parking can play an important role in assisting the retail base by providing "shopper rate" parking; an accepted public purpose (Feehan and Feit, 2006). In addition, a number of downtown districts provide validation programs and valet parking as a public amenity to aid in private business success as a part of a larger downtown revitalization strategy. The idea is that public parking authorities operate for the advantage of business interests, not the general fund (Feehan and Feit, 2006).

Shoup argues for one exception to his view of on-street parking as a private good, and this is when the demand for parking is low. Parking should be free when the occupancy is less than 85% at zero price because in this case parking is a public good in the sense that the marginal cost of adding another user is zero (Shoup 2004). This is because the maximum capacity to allow for efficient exchange between vehicles is 85%. Shoup argues that the purpose of charging for parking is not to maximize meter revenues, but instead to allow curbside parking to run more efficiently (Shoup 2004).

Planning for and designing parking facilities

For businesses to make money, the downtown needs to be accessible for all users, including automobiles, pedestrians, transit riders, and bicyclists. Design, location, and total supply of on-street spaces are important considerations for facilitating convenient access to short-term on-street parking spaces for patrons, (Feehan and Feit 2006).

The design of on-street parking spaces can play a critical role in promoting high-quality urban life (Childs 1999). Parking space design that facilitates mobility is critical to creating a sense of character and vibrancy and will boost downtown's economic dynamism (Feehan and Feit 2006). Numerous studies have found a positive correlation between more vehicles parked on the street and reduced traffic speeds (Childs 1999, Road Research Institute 1961). As traffic is calmed, desirability of pedestrian areas downtown increases (Childs 1999). In addition to lower traffic speeds, on-street parking minimizes the number of intersections pedestrians have with automobile lanes and provides a buffer between automobiles and pedestrians (Childs 1999). To make streets more attractive, Childs (1999) suggests eliminating curb cuts and implementing

diagonal parking along main streets. A 1961 study by the Road Research Institute found that the elasticity of speed with respect to the number of cars parked at the curb is -0.1, which means that for a ten percent increase in parked cars, the traffic speeds are reduced by one percent.

Destination proximity is another important consideration in developing on-street parking policies. The distance patrons are willing to walk from their car to their destination is dependent on the quality of the urban environment. In other words, when a downtown has more desirable destinations, people are willing to walk greater distances. According to conventional wisdom, pedestrians in the United States are not generally willing to walk more than a quarter mile (Duany and Plater-Zyberk 1992, Childs 1991). However, people are often willing to walk farther when a commercial density is higher and when block length is shorter (Chanum and Moudonb 2006). In addition, walkability is shown to increase with the proximate presence of land uses providing daily food supply and basic domestic necessities (Chanum and Moudonb 2006). These findings support the idea that patrons will walk further distances in an urban core with a higher number and concentration of desirable destinations.

Economic Development

The following section addresses my second question; *how can parking policy impact downtown from an economic development standpoint?* It has long been recognized that community investment in public infrastructure can have a significant impact on property values (Damm 1980). Several studies indicate that a well thought out on-street parking policy can positively influence economic development in an urban core. As noted by Burns (2006), convenient, safe, and affordable parking is critical to attracting and retaining retailers, restaurants, and other types of development downtown. While evidence exists that the availability of parking positively influences retail property values, the effect is difficult to quantify because change in property value occurs over a long period of time, often with external variables that cannot be controlled for (Damm 1980).

To estimate the effects of parking policy on economic development, retail activity is often used as an indicator for long-term economic development and increased property values. A powerful correlation exists between the amount of business traffic and the turnover rate of parking (Epstein 2002). In other words, merchants will sell more merchandise if 1,000 cars park on their street for two hours each than if 250 cars park there for the full business day.

Investigating Patron Behavior

In terms of stimulating retail activity through a focus on patron behavior, two aspects of behavior are important to consider when evaluating a parking policy; (1) will patrons come downtown and (2) will enough parking spaces be available when they arrive? These issues are influenced by price, supply, and ease of access. A 1997 Report by the Federal Highway Administration provides a number of suggestions for utilizing parking policy to encourage commercial activity. The report suggests decreasing parking rates, implementing free parking in the Central Business District, diversifying the duration of parking permitted in on-street spaces depending on the location and use, and subsidizing patron parking with stamp programs and token subsidies (Barr 1997).

To illustrate how parking policy can foster economic development, I will begin with a discussion of how short-term patron behavior can be altered with an intentional parking policy that addresses the issue of employees using on-street spaces. Then, I will transition into an overview of how transportation demand management parking policy can impact patron behavior as well as business location choice.

Conflicts between Employees and Patrons

“On-street parking is almost exclusively reserved for short-term parking needs and is targeted to shoppers and other patrons of the district...not day users such as employees or employers.” - Feehan and Feit, 2006

While this statement may seem obvious, the issue of employees taking spaces intended for patrons is a serious concern from an economic development standpoint. Based on the estimate that one prime on-street parking space in downtown generates 150 to 300 dollars in retail sales per day, the cost per year to lost retail activity is 45,000 to 90,000 dollars per space when business owners and employees park in prime downtown spaces. On Paso Robles' Main Street in California, a town of 20,000 with 500 employees working in the downtown core, experts estimate a daily loss of 12,000 dollars in retail activity with twenty percent of employees using on-street parking spaces (Barr 1997).

A number of local governments are implementing policies aimed at deterring employees from using on-street parking spaces both with carrots and sticks. Downtown Boise implemented a program funded by the downtown development association that provides employees with free parking passes to garages (Barr 1997). The Downtown Development Authority of Americus,

Case Study: Parking policy as a means of long-term community economic development

In Traverse City, Michigan, a town of approximately 15,000 residents, parking policy is being used as a means for stimulating economic development downtown. Business owners, appraisers, developers, and the public alike see limited parking supply as a significant deterrent to investing in business and shopping downtown (My Wheels are Turning, 2010). Traverse City is funding its new parking structures with tax increment financing (TIF) funds, so captured growth of economic development in downtown is paying for new parking, theoretically stimulating additional economic growth. Results are fairly significant. The Deputy Director of the Downtown Development Authority (DDA) notes that Traverse City has added over 800,000 square feet of retail space since the parking policy was implemented in 1990. A portion of this new development has been surface parking lots that were converted to office space. The Director of the DDA further explains that this new density is what will ultimately support alternative transportation modes, but that providing adequate parking is the first major step in revitalizing downtown.

Georgia passed legislation that disallows employees from parking on the street during business hours. The ramification: a fifty-two dollar fine for offenders (Barr 1997). In general, the business community in Americus supports this legislation because of the added revenue from patrons.

Fort Collins, Colorado has a similar two-hour free parking policy to that which Eugene recently adopted. Fort Collins experienced issues with employees using short-term parking spaces intended for patrons, estimating that a parking space in front of a retail establishment can contribute up to 300 dollars in gross revenue per day. Fort Collins worked to encourage employees to use parking garages by providing subsidized monthly parking permits for employees (City of Fort Collins). In addition, the City provides bike cages for only five dollars a month and yearly bus passes for only fifty dollars. To better enforce repeat parking offences, the City has decided to increase parking ticket rates dramatically as the number of offenses increases. While the first offense is only a simple warning, the City issues a

fifty-dollar fee for the 4th citation. In theory, this will protect patrons and crack-down on employees abusing the on-street spaces.

Recently, Downtown Oregon City also faced increasing conflicts between employees and customers vying for on-street parking. In 2009, the City conducted a study to evaluate the parking situation to aid in the development of a vibrant destination for shopping, working, and living (April 2009). On-street parking in Oregon City differs from Eugene because Oregon City offers diverse time limits. Upon analysis, the City found that the average length of stay for on-street parking spaces was 2.17 hours. Study recommendations suggested converting all on-

street spaces to two-hour spaces for patrons only but also helping to ensure that partnerships are put in place to provide adequate and affordable parking for employees and work to increase mode options for employees (April 2009).

Use of Parking Policy to Modify Behavior: Impacts on Economic Development

A number of larger cities use parking policy as a behavior modification tool to reduce congestion and alleviate urban pollution. A discussion of transportation demand management policies provide insight into the extent that altering parking supply and parking price will affect patron behavior, retail activity, and ultimately economic development.

Research suggests that parking policy measures to reduce congestion are more likely to affect parking location and modal choice as opposed to the decision to make a trip downtown (Feeney 1989). One notable study took place in Dublin, Ireland, where City officials increased the price of parking by fifty percent. Researchers found a 50% increase in the cost of parking yielded no significant change in volume of patrons (Clinch and Kelly 2003). Other changes noted in the Dublin case was that business users decreased by nine percent of total use and total duration of all parkers dropped by 16%. These findings suggest that an increase in the cost of on-street parking will not deter patrons from coming downtown, but will decrease the employee use of on-street spaces (Clinch and Kelly 2003). This study, as well as one by Sharp (2005), suggests that higher prices will ensure adequate turnover of patrons.

A study conducted in 2010 by Khodaii and Afaki aimed to identify factors other than price of parking that impact the decision to drive into the central business district. The researchers concluded that personal car use is most heavily influenced by travel time, which includes the time it takes to park (Khodaii and Afaki 2010, Feeney 1989). This finding that behavior change is affected more through supply restriction than through price reduction is also supported by Shiftan 2002. There is a possibility that these findings are less relevant to Eugene since the Valley River Mall and Gateway Mall, both large retail destinations, are only a few miles away from the downtown core. These locations could provide substitutions for services downtown prior to a behavioral change taking place.

Parking Prices and Economic Development: Workplace Parking Levies

One relatively new type of policy that directly regulates the price of parking is called a Workplace Parking Levy (WPL). Although it serves a slightly different purpose than the City of Eugene is aiming to achieve, workplace parking levies can provide insight into the effect that

parking price can have on economic development. WPL are a type of congestion charging scheme that charges either employers or employees for individual spaces in a central business district. The purpose of WPL is to develop a revenue stream while reducing traffic demand and encouraging a modal shift.

One study by Whitehead (2005) focused on Nottingham, a city in the process of implementing new legislation passed in the United Kingdom that allows local municipalities to charge workplace parking levies and implement user fees. Whitehead (2005) hypothesizes that these new pricing strategies aimed at reducing congestion may also contribute to a decline in the economic health of businesses in downtown districts. Researchers conducted 68 in-depth interviews with business owners, the property development industry, and academics. The interviews highlighted significant concern regarding WPL on behalf of business owners, with some even considering relocation (Whitehead 2005). Results indicated that economic impacts for parking fees are greater when beneficial amenities such as transit and bike lanes are not present in a city. Since Downtown Eugene has high quality bicycle and transit facilities servicing its downtown core, it is possible that increased fees would not affect downtown as much. However, this comparison is difficult to make since Eugene is not using parking policy as a transportation demand management technique.

Another qualitative study surrounding the impact of WPL on economic development yielded similar conclusions (Still et al. 2001). Business owner survey respondents in York, Cambridge, and Norwich agreed that WPL would have an overall negative effect on the economy. The majority of firms felt WPLs would negatively impact their profitability and 30% felt they would negatively affect staff recruitment success (Still et al. 2001). Only 15% said they would pass the charge onto their employees; the majority of respondents stated that the firm would cover the charges. In addition, only 15% of firms planned to subsidize transit, which is cheaper than subsidizing the private automobile. The authors also concluded that the presence of staff parking is a key consideration in the decision of where to locate. Eighty percent of respondents said that when they are ready to relocate, they will likely leave the WPL zone (Still et al 2001).

Findings suggest that although providing for employee parking is price sensitive, employers generally feel they should bear the cost burden for their employees to park. These workplace levy case studies provide valuable insight into the elasticity of parkers downtown and

also offer solutions on how to encourage employees to use other modes of transportation to free up spaces for patrons.

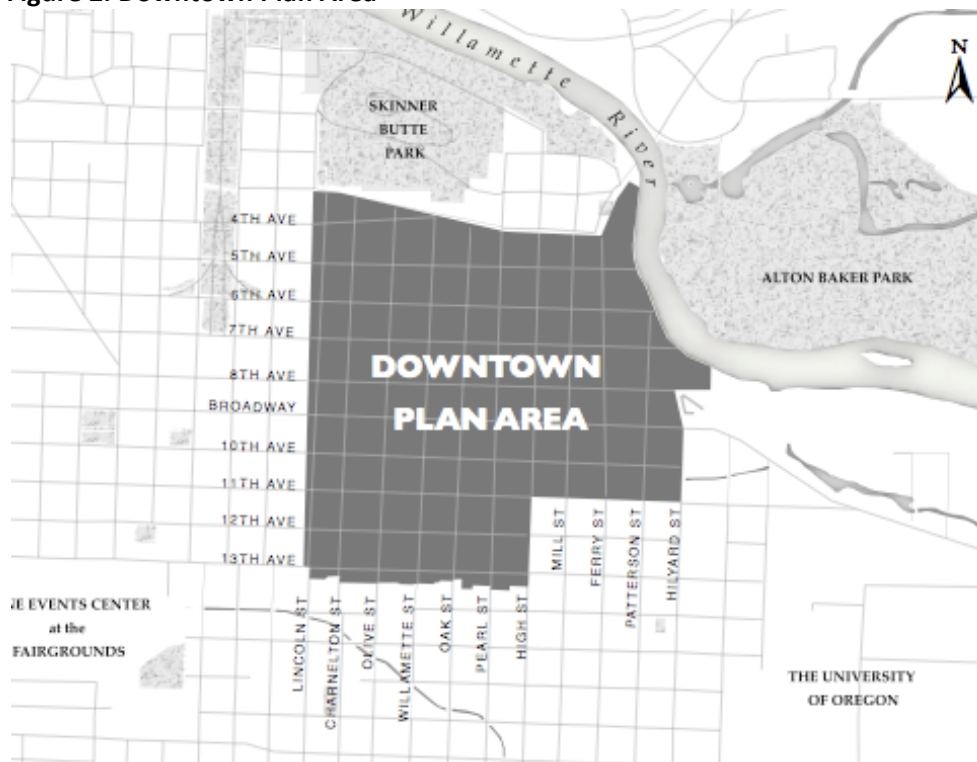
Summary

Selected literature provided insight into the nature of parking policy as it relates to economic development as well as the positive and negative impacts a free on-street parking program could have in Eugene. Behavioral responses can have significant influence on retail activity in a community, which may impact economic development in the long-term. The literature proved helpful in framing the survey and research methods and also informing the findings and recommendations.

Chapter 3: Study Area Profile

The following section delves deeper into specific characteristics of the focus community, Eugene, Oregon. Downtown Eugene is defined differently in various plans and documents. The Downtown Plan defines downtown as bounded by Lincoln Street to the west, the Willamette River and Hilyard Street to its east, 13th Avenue to its south, and Shelton-McMurphey Boulevard to its north (Downtown Eugene Plan, 2004). As noted earlier, the free parking program area is much smaller than what is included in the Downtown Plan, between 7th and 11th Avenue from Lincoln to Willamette Street (see Figure 2 below).

Figure 2. Downtown Plan Area



Source: Downtown Eugene Plan, 2004.

Because downtown Eugene is using parking policy to foster economic development, it is important to investigate historical influences on economic development as well as the current conditions in downtown. I will begin by summarizing past events shaping downtown Eugene; both in terms of economic development and parking policy. Second, I will provide an overview

of existing conditions in the study area, in terms of employment, development, and parking policy.

Historic Journey: Development in Downtown Eugene

Downtown Eugene has changed and evolved considerably over the past sixty years. In the 1950's, downtown Eugene functioned as the center of commerce, industry, and housing for the City of Eugene (Gorsek 1992).

Willamette Street was Eugene's mainstreet and prior to 1970, and all significant retail centers in Eugene located near Willamette (Gorsek 1992). However, over the next forty years, retail activity became more and more dispersed within the downtown plan area. Pockets of retail activity began popping up on 13th Avenue, Broadway, 5th Avenue, and 11th. The result was no centralized 'mainstreet' in downtown.

The make-up of retail and services in the whole downtown plan area also underwent considerable transformation. The number of gas stations, auto repair facilities, auto sales establishments, department stores, hardware stores, and pharmacies in downtown Eugene all increased between 1950 and 1970, but then all decreased between 1970 and 1990 (Gorsek 1992). The reasons for this change can be attributed to the changing transportation system in Eugene, as well as the City-led urban revitalization projects in the 1970s.

Transformation of the transportation system began in the 1960's with construction of Interstate 5. This freeway replaced Highway 99 as the main north-south corridor through Oregon. While Highway 99 ran directly through the core of downtown, Interstate 5 was built two miles from downtown Eugene. Originally, Interstate 5 was supposed to connect to downtown, but Skinner's Butte made this connection difficult. As a result, the on and off ramps are not proximate to downtown (Gorsek 1992). Contributing to a further removal of traffic from downtown, Delta Highway was constructed and connected Interstate 5 to Beltline Road. These changes in the transportation system moved the center of the transportation system away from downtown Eugene to northeast of downtown (Gorsek 1992). Construction of new highways and arterials provided an impetus for retail and residential expansion outside of the core of the city (Gorsek 1992).

Another factor that contributed to the changing character of downtown Eugene was a comprehensive federal urban revitalization program undertaken by the City of Eugene in the 1960s and early 1970s (Reesor 2004). In 1971, the Downtown Mall officially opened as the premier portion of Phase 1 of the Eugene Urban Renewal program (Pincus 1991). The

downtown pedestrian mall extended along Broadway from Charnelton to Oak, and portions of Olive and Willamette Streets were also closed to vehicles. Popular downtown branding signs of the time read, “traffic is out, people are in” (Pincus 1991). By 1975, in the eighteen-block urban renewal area of downtown, one hundred and fifty buildings had been removed and fifty-three had been ‘rehabilitated.’ One hundred new businesses opened up downtown from 1967 to 1977 (Tang 1995).

Construction of the Valley River Shopping Center the same year as the downtown mall hurt the vitality of an already vulnerable downtown (Pincus 1991). By 1976, the annual sales of the Valley River Center surpassed downtown. It was difficult for downtown to compete with the new and easily accessible Valley River Center with 4,000 free parking spaces. Larger businesses began locating outside of downtown. The activity level in downtown drastically decreased, and by 1984; just twelve years after the downtown pedestrian mall opened, the mall had numerous vacancies and the downtown core was severely hurting (Tang 1995).

Urban revitalization projects also hurt the housing supply in the downtown core. In 1951, downtown Eugene had 1,497 dwelling units in its core. By 1970, the number had dropped to 1,306, and by 1980 it had further dropped to 1,276 (Gorsek 1992). Currently, there are approximately 1,000 residential units in downtown Eugene (Downtown Plan, 2004). The buildable lands inventory from 2006 notes that opportunities exist for increased housing in downtown Eugene.

Not all retail and services in downtown have diminished. Since the 1970s, the number of food stores and furniture stores has remained constant while the number of clothing stores has increased steadily. Specialty shops such as bike, film, music, flower, and art galleries have also increased (Gorsek 1992). Although downtown has slowly lost large department stores and lost much of its residential function, downtown has gained government space, private office space, and major entertainment venues (Gorsek 1992). Over the past sixty years, downtown has transitioned from a local center with everything that a city dweller could need to a place where only a select few things are done, mainly for office workers and visitors. Currently, downtown Eugene functions as an “institutional center and an employment center” (Downtown Plan, 2004).

History of parking policy in downtown Eugene

Parking is not a new issue for the City of Eugene. Metered parking was first introduced to downtown in 1939, with the installation of 140 meters on Broadway and Willamette Street.

Much of downtown Eugene's existing parking system stems from a parking plan adopted by the Eugene City Council 45 years ago. The plan outlined a vision for a high-density commercial district with lot-line to lot-line development and limited parking lots. The City also adopted a significant policy in 1948 that created a parking exempt zone for the entire downtown plan area. This means that businesses within this zone are not required to provide on-site patron parking. The parking exempt zone is still in effect today and the result is that businesses rely heavily on on-street parking and public parking garages to provide their patrons with a place to park.

The City has worked to provide off-street parking in garages as opposed to surface lots to conserve valuable land area. The first city-owned garage was the Overpark, constructed 1967. Currently, the City-managed parking system has just two surface lots left and six downtown garages.

In 1973, the City switched from a customer-paid on-street system to a business-paid on-street meter system. Between 1973 and 1991, Eugene levied a professional services tax, a downtown fee, and another tax on downtown businesses to pay for downtown parking enforcement. This system was in effect until 1991. Strict code language stated that if a downtown employee used an on-street space, they would be highly fined. The City of Eugene contracted Diamond Parking personnel to follow employees to ensure the code was adhered to. After loss of the big business stores, the City decided to eliminate the free parking for customers (Downtown Parking Subcommittee, August 5, 2009). Currently, businesses do not pay any fee to help subsidize public parking.

Downtown Eugene today

Downtown has the largest concentration of employment in the region (Downtown Eugene Plan, 2004). Over the past twenty years, both downtown employment and the volume of downtown office space have increased dramatically. The majority of all office space in Eugene is located downtown (Downtown Plan, 2004). There are almost two hundred individual businesses in the downtown study area and approximately 14,000 employees who work in downtown Eugene (Downtown Parking Subcommittee, August 5, 2009). The Eugene Comprehensive Lands Assessment completed by EcoNorthwest found that Eugene's downtown has the highest number of employees per acre in the City; an estimated 93 per acre in the downtown core. This can be compared to a density of 22 employees per acre at the Valley River Center (p. 186).

It is likely that the total number of employees in downtown Eugene will continue to grow. Several employment sector trend projections for Lane County can be applied to downtown Eugene. Countywide forecasts indicate a substantial increase in the share of employment in services, which has increased from 23% to 42% (ECLA 2010). However, there will likely be a decrease in the share of employment in retail trade, which decreased from 21% to 13%. In addition, the City anticipates a continued decline in the share of employment in government, which decreased from 20% to 16% of covered employment.

There are no figures as to how many patrons come downtown each day, however, there is an estimated 1,000,000 visitors every year at the downtown library, averaging out to 2,700 people each day at the library alone (Downtown Plan, 2004).

A number of new developments downtown are in the beginning phases and could greatly impact retail activity downtown. According to a recent article published in the *Register Guard*, downtown Eugene estimates that 83 million dollars in new development is either under way or about to start in a downtown that has seen “precious little in the way of new investment in recent years” (Bolt, March 2011). These developments include the new downtown campus for Lane Community College, the Lord Lebrick Theater, and the first new downtown hotel in 20 years, which is under construction at the Fifth Street Public Market. In addition, the Centre Court building is under renovation. The new downtown campus for Lane Community College is a 53 million dollar project and is viewed as a cornerstone of a long-awaited wave of redevelopment for the City’s commercial core.

Parking policy

The Eugene City code is the source for parking policy enforcement and rules. The code specifies all parking regulations, including methods for parking, time limits, rate, and enforcement procedures. One issue is that the Eugene City Code allows vehicles to shuffle within the same block face. As stated in section the Eugene City Code, section 5.265 specifies:

Maximum parking time limits designated by sign for a block shall apply to parking in the block, not merely to parking in one or more particular parking spaces in the block. No person in charge of a vehicle may extend the permissible time for parking the vehicle in the block by causing the vehicle to be moved from one parking space to another in the block without being removed from the block.

Moreover, the Eugene Municipal Court has ruled that "without being removed from the block" means a vehicle can just drive around the block and re-park in the exact same space. The code also addresses on-street parking time and turnover limits in section 5.305 by stating:

No person in charge of a vehicle shall leave it in a metered parking space continuously for a number of minutes or hours exceeding the number indicated by the meter for that space. The continuity of the time shall not be deemed broken by movement of the vehicle out of and back into the space, unless the movement removes the vehicle from the block or lot in which the space is located (1972).

Again, the language above allows a vehicle to ‘shuffle,’ as long as it is removed from the block for some period of time. In 1986, the City established minimum and maximum allowable rates for on-street parking spaces in section 5.353:

The minimum and maximum charges for on-street parking in parking meter zones are hereby established at between \$0.25 and \$2.00 for one hour.

Public parking supply and costs

Currently, downtown Eugene’s primary parking service area is four square miles, from downtown to campus (refer back to Figure 2). A subsection of that area, downtown Eugene (as defined by the Downtown Plan), has a total of 15,000 parking spaces. Within the downtown plan area, the City of Eugene manages 1,000 on-street spaces and 3,150 off-street spaces (Downtown Parking Subcommittee, August 5, 2009). The remaining 11,000 parking spaces in downtown Eugene are privately owned lots.

All public parking revenue and expenses are contained in the Parking Enterprise Fund. This City parking service fund is a stand-alone fund, so all revenue goes into it and all expenses come out of it. The total parking fund revenue was 4.8 million dollars in 2008. Three quarters of revenue going into the parking fund comes from customers paying for parking. Downtown Eugene accounts for 75% of all parking fund revenue. The parking fund transfers 13% of its annual revenue to the General Fund, which accounted for 617,000 dollars in 2010 (source: Parking Subcommittee Memo, July 2010).

The annual cost to the City of Eugene of operating parking meters is \$1.24 million (2009). This cost includes the cost of maintaining meters, the cost of parking enforcement, and municipal court fees (Downtown Parking Subcommittee, Sept. 24, 2009). Meter revenue from 2009 indicates an average occupancy of 30% to 40%.

The City’s six public parking garages are also an important component of the downtown parking policy in Eugene. The City has worked hard to encourage long-term parkers to use the garages. The first hour is free in the Overpark and Parcade garages. Participating businesses will also validate patron parking for the Overpark and Parcade garages, a program initiated in 1992.

All garages are free after 6:00pm and on weekends. In addition, the City pays for full-time security at the garages to ensure safety in the evenings. A City-funded service also exists that allows employees to call a number and request an escort from a parking security officer.

Chapter 4: Analysis and Findings

The following chapter outlines findings from the business owner survey and on-street parking counts to aid in evaluating the initial success of the downtown Eugene free two-hour parking program.

Survey Results

Representatives of 63 different downtown Eugene businesses completed all or part of the parking evaluation survey. This accounts for slightly over one third of all businesses in the downtown Eugene free parking program area. While business owners or managers made up the majority of survey respondents, I assume that some individuals who are not in management positions also completed the survey. Since the survey was written with local business owners in mind, the reference to *business owner* throughout the report is synonymous with *survey respondent*. A full report of each business owner's responses can be found in Appendix E.

Characteristics of respondents

Representatives from a wide range of business types completed the survey. Since the survey was administered anonymously, I differentiated businesses based on industry sector type, years in operation at current location, number of employees, and average number of patrons per day. *Retail and Trade* made up the largest category of respondents (see Table 1). The Retail and Trade category includes antique shops, clothing stores, bookstores, etc. The second largest category, *Arts, Entertainment, Recreation, and Food Services*, includes restaurants, art galleries, theaters, etc. The *Other Services* category is listed on the North American Industry Classification System (NAICS) as non-social services. This category includes barbershops, hair and nail salons, tattoo parlors, repair services, etc.

Table 1. Industry Sectors Represented

Response	Percentage	Number
Retail/Trade	39%	22
Arts, Entertainment, Recreation, and Food Services	25%	14
Professional, Scientific, and Technical Services	9%	5
Finance and Insurance	7%	4
Other Services	7%	4
Social Services	5%	3
Information	2%	1
Real Estate or Rental/Leasing	2%	1
Management of Companies and Enterprises	2%	1
Public Administration	2%	1
Wholesale Trade	0%	0
Total	100%	56

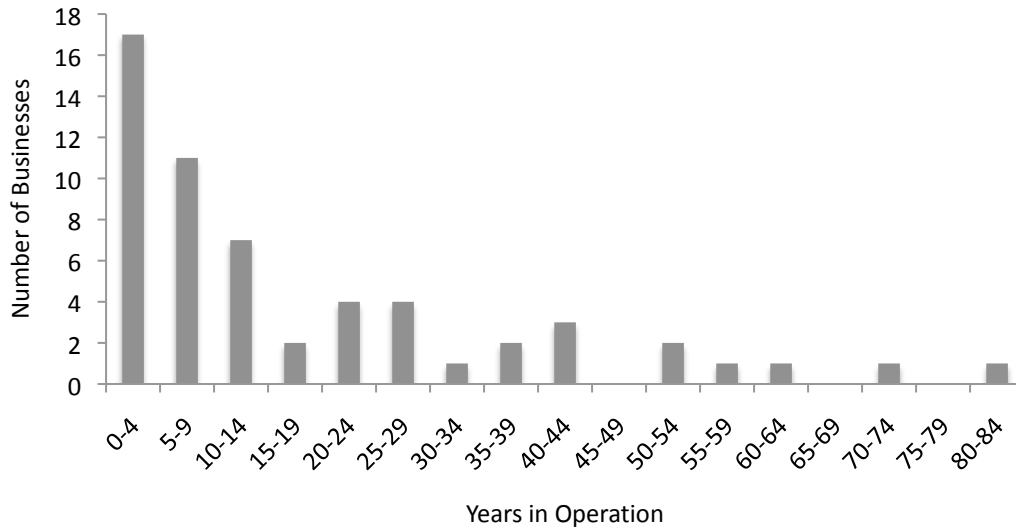
(Source: Eugene Parking Survey, March 2011)

Significant difference exists in how a professional practice may be affected by the parking program as compared with a ground floor retail business. While professional offices are often tucked away from the street front and have a limited number of daily patrons, ground floor retail businesses depend on a constant stream of customers and face-to-face interactions. To get a better picture of how the program is affecting ground floor retail business, I decided to group three industry sectors together for further analysis. *Retail and Trade; Arts, Entertainment, Recreation and Food Services; and Other Services* combined comprise 71% of total respondents to the survey. These are the businesses that depend on a constant stream of patrons. Throughout the survey report, I refer to these three industry sectors as *Retail and Services*.

Lane Council of Governments (LCOG) data from 2010 indicates that the survey sample population is not representative of the whole population of businesses in the program area. While retail and services accounted for 71% of the sample population, it accounts for only 34% of businesses in the program area. This is likely due to the fact that going door to door to encourage business owners to participate in the survey selected for ground floor retail.

Amongst the businesses that participated in this study, there was a significant range in how long each business has been in operation downtown. Of the 56 respondents to this question, the number of years at current location ranged from zero to 84, with an average duration of 17 years. Notably, concentration of business size falls toward the lower end of the range, with over 60% of businesses ten years or less at their current location (sees Figure 3).

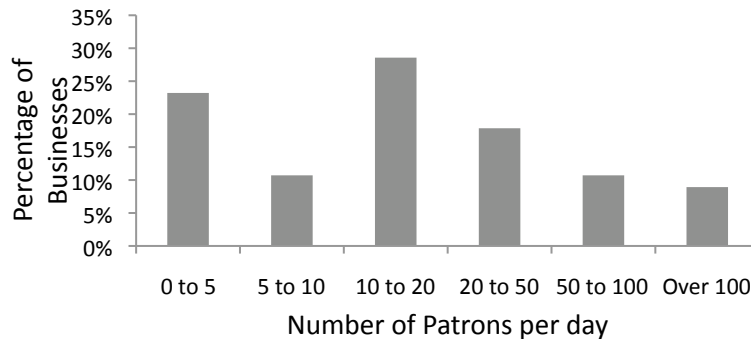
Figure 3. Years of operation at current downtown location



(Source: Eugene Parking Survey, March 2011)

The majority of businesses that responded to the survey had less than twenty patrons per day. (See Figure 4) In terms of total patrons per day, I found no noticeable difference when comparing ground floor retail businesses with the full survey population. This could be because the ranges I used were too large to get an accurate picture of the spread of businesses.

Figure 4. Number of Patrons



(Source: Eugene Parking Survey, March 2011)

Similarly, no noticeable difference existed between the number of employees working at the ground-floor retail locations and the full survey population. As noted in Figure 5, the highest concentration of number of employees fell between zero and ten employees (this number includes the owner/survey respondent). According to LCOG data from 2010, the survey respondent sample is slightly less than the average size of downtown businesses, which is 13

employees per firm in the downtown Eugene free parking area (Quarterly Census of Employment and Wages, 2010).

Figure 5. Business Size

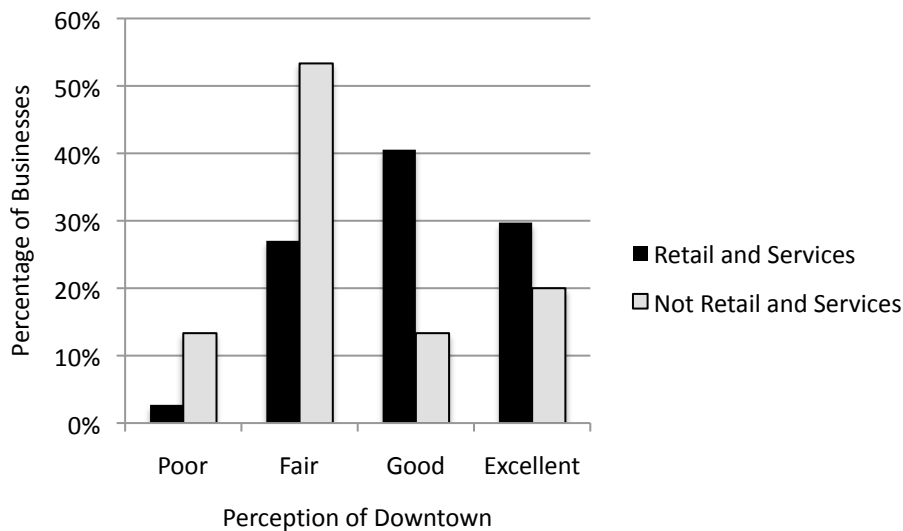


(Source: Eugene Parking Survey, March 2011)

Overall Perceptions of Downtown

Before asking specifically about the parking program, I asked respondents, *How do you perceive downtown as a place to do business?* Multiple-choice options included *poor*, *fair*, *good*, and *excellent*. The retail and services sectors differed greatly in their perception of downtown. *Good* was the choice selected by the highest concentration of businesses in the retail and services sectors (see Figure 6 below). *Fair* was the choice selected by the highest concentration all other sectors (see Figure 6). These findings indicate that the retail and services sectors have a better overall perception of downtown.

Figure 6. Perception of downtown by sector



(Source: Eugene Parking Survey, March 2011)

Program Perceptions

Overall, business owners in downtown Eugene seem to look favorably upon the two-hour free on-street parking program. A total of 68% of the 57 respondents support the program; and another 18% are neutral (see Table 2).

Table 2. What is your current position on the downtown free parking program?

Response	Retail and Services		Not Retail and Services		All Respondents	
	Percentage	Number	Percentage	Number	Percentage	Number
Support	70%	26	65%	13	68%	39
Neutral	16%	6	20%	4	18%	10
Oppose	14%	5	15%	3	14%	8
Total	100%	37	100%	20	100%	57

(Source: Eugene Parking Survey, March 2011)

When asked how long people should be allowed to park for free, the majority of business owners indicated a preference for two hours free (see Table 3). Only 11% of the respondents to this question indicated that free on-street parking should not be allowed.

Table 3. How long should people be allowed to park for free?

Response	Percentage	Number
2 Hours	63%	36
1 Hour	18%	10
No time	11%	6
All Day	9%	5
Total	100%	57

(Source: Eugene Parking Survey, March 2011)

Changes

This evaluation seeks to identify if noticeable changes to downtown have resulted since implementation of the new program in October 2010. Specifically, I wanted to know if business owners noticed a change in the number of people downtown, a change in the number of patrons at their respective business, or a change in total monthly revenue at their respective business. In addition, I wanted to find out if business owners had noticed a change in the peak time of day when downtown is busiest, a change in the types of patrons frequenting downtown, and if the program has had any immediate effects on the safety of downtown. All measurements are strictly qualitative perceptions of businesses owners.

When asked whether or not the volume of people downtown has changed, slightly over half of all respondents noted a change. It is especially telling that to note that 60% of local businesses with lower floor retail and services noticed an increase in the volume of people downtown.

Survey respondents were asked if they had noticed a change in total sales revenue from the forth quarter of 2009 (before program implementation) compared with the forth quarter of 2010 (after program implementation). A total of 55% of respondents noted no change in sales revenue, while 24% noted an increase in revenue, and 21% noted a decrease. Upon more detailed analysis, I found that younger businesses and those with a higher number of daily patrons were more likely to notice an increase in revenue. Forty-two percent of businesses less than 15 years at current location noticed an increase in revenue and 45% of businesses with over 20 patrons per day noticed an increase in revenue since program implementation. Notably, whether or not businesses supported or opposed the free parking program had no correlation with reported increases or decreases in revenue.

When looking at the entire population of survey respondents, one quarter, or fifteen business owners, noted an increase in patrons at their own business. Of these businesses who noted an increase, the average increase in patrons as a result of the parking program was

estimated at 19%. A total of ten business owners, or one-fourth of the businesses offering either ground level retail or services, noticed an increase in patrons at their business and felt that it was a direct result of the parking program.

When asked, *Since October 2010, have you noticed a change in the time of day of when it is busiest downtown?* only about one third of all respondents noticed a change. Of these 14 individuals who noted a change, the majority noticed an increase in people during the workday- particularly in the second part of the workday (See Table 4 below). Table 4 is a summary of all long answer responses to the question, organized by the number of times respondents noted a common theme.

Table 4. Change in peak time of day

Response		Frequency
Afternoon	high	9
Late		2
All hours	low	2
Early		1

(Source: Eugene Parking Survey, March 2011)

Slightly less than half of all respondents noticed a change in the type of people frequenting downtown. However, those who did notice a change in type of people downtown noticed more patrons (see Table 5 below). A number of business owners specified that they had noticed more families and more people from outside Eugene coming downtown as a result of the new parking program. It is also interesting to note that over one-fourth of the business owners who noted a change in types of people downtown noticed an increase in transients as a result of the program. These five business owners noted an increase in graffiti, drug dealers, and drunks since October 2010.

Table 5. Change in type of patrons downtown

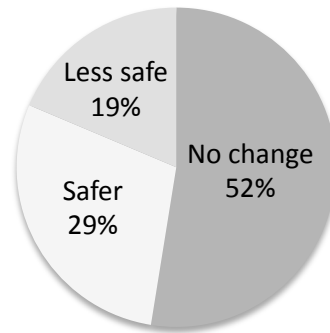
Increase noted in...	Frequency	
Patrons	high	14
Transients	medium	5
Young people	low	3

(Source: Eugene Parking Survey, March 2011)

In general, business owners seemed to believe there had been a slight improvement in the safety of downtown as a preliminary result of the program- although over half of business owners noted no change (see Figure 6 below). Evaluation of the subset of retail and service

businesses reveals that 38% of these businesses feel downtown is safer with the new parking program. Respondents who specified that safety has improved with the new parking program noted that the program had increased the number of 'mainstream' people coming downtown, which in turn makes people feel safer. Another safety benefit noted was that patrons feel safer when they are able to exit their cars close to the front door of their destination.

Figure 6. Change in safety of downtown



(Source: Eugene Parking Survey, March 2011)

Positives

When asked if any positive effects had resulted from the program, 73% of respondents noted specific positive effects. The top three positive effects of the program as listed by respondents was that the program is drawing more people downtown, it is more convenient than meters, and it has helped to improve the public perception of downtown. Table 6 (below) provides an overview of long-answer survey responses by frequency of the response. Each survey respondent was asked to list three positive effects of the program.

Positive effects of the program mentioned four times or less have been put in the 'low' frequency category (see Table 6). Surprisingly, the fact that parking is free was only noted four times. The majority of business owners liked that patrons do not have to feed the meters with coins, but this was stated in the context of convenience as opposed to saving money.

Table 6. Positive effects of the program

Response		Frequency
Draws more people	high	24
Convenience		24
Improves Public Perception		18
Free Parking	low	4
Fewer Tickets		4
Decrease in Homeless		4
Feels Safer		3
Patrons no longer use business lots		2

(Source: Eugene Parking Survey, March 2011)

Negatives

A significant group of businesses claim negative impacts have resulted from the program. Forty-one percent of business owners noted negative effects on downtown as a result of the program. Cross tabulation reveals that 44% of ground floor retail and service businesses observe negative effects of the program. However, it is important to note that many respondents who noted negative impacts still felt the policy is overall positive for downtown.

The two most common negative effects listed by survey respondents were limited turnover of on-street parking spaces and an increase in employee use of on-street spaces. Table 7 (below) provides an overview of long-answer survey responses by frequency of the response. Each survey respondent was asked to list three negative aspects of the program. It is interesting to note that while some business owners felt that two hours is not long enough for some services or shoppers, other business owners wanted shorter time limits to help ensure adequate turnover.

Table 7. Negative effects of the program

Response	Frequency	
Limited turnover of spaces	high	7
Employees use on-street spaces		6
2-hours is not always long enough	medium	4
Other customers monopolize spaces		3
Difficult for those with disabilities		2
2-Hour is sometimes too long		2
Limited enforcement for offenders		2
Loss of revenue for City	low	2
Paid meters are better		1
Increase in tickets issued		1
Hurts sales		1
More junk cars		1

(Source: Eugene Parking Survey, March 2011)

When asked specifically how to ensure adequate turnover of on-street spaces, a number of respondents suggested better monitoring and enforcement (see Table 8). Other frequent suggestions to increase turnover included varied time limits on on-street spaces and also improvements in communicating the code to patrons and business owners. One business owner suggested a targeted education campaign to all businesses outlining the policy and reasoning behind it. The vast majority of business owners supported strict enforcement of the parking policy. When asked if enforcement is beneficial in changing behavior, 86% felt parking enforcement is necessary to change offenders' behavior.

Table 8. Suggestions for ensuring adequate turnover

Response	Frequency	
Better monitoring	high	12
Policy is OK as is		10
Varied time limits for spaces	medium	5
Better policy education/signage		4
Bring back meters	low	1
Other		4

(Source: Eugene Parking Survey, March 2011)

Issue of employees using on-street spaces

The survey also aimed at identifying if employees are abusing the on-street parking program in downtown Eugene and if so, potential solutions for this problem. One question asks, *Do you notice neighboring businesses using more than their share of on-street parking spaces; either for employees or patrons? Please explain.* Unfortunately, only 11 survey respondents answered this question, likely due to the fact that the question was not asked in a multiple-

choice format. Over half of those who answered this question noted that neighboring employees are primary abusers of on-street spaces (see Table 9). Other groups that may use more than their share of parking spaces according to business owners include library patrons, tenants, and Lane Community College (LCC) students.

Table 9. Who is using more than their fair share of on-street parking?

Response	Frequency
Employees	high 6
Library patrons	medium 3
Tenants	low 1
LCC students	1

(Source: Eugene Parking Survey, March 2011)

Although most business owners noted that their employees generally park in garages or parking lots, a total of seven survey respondents stated that their employees generally park in the two-hour on-street spaces intended for patrons (see Table 10).

Table 10. Where do your employees generally park?

Response	Percentage	Number
Privately owned parking lot	40%	23
Publically owned parking lot	40%	23
Employees use alternative modes	25%	14
2-Hour Free Parking Zones (on-street)	12%	7
Total Respondents		57

(Source: Eugene Parking Survey, March 2011)

I also asked business owners where their patrons generally park. Over half of the business owners noted that their patrons utilize the free on-street parking (see Table 11).

Table 11. Where do your patrons generally park?

Response	Percentage	Number
2-Hour Free Parking Zones (on-street)	57%	33
Publically owned parking lot	22%	13
Privately owned parking lot	21%	12
Patrons use alternative modes	21%	12
Total Respondents		58

(Source: Eugene Parking Survey, March 2011)

When asked if they subsidize parking for their employees, I found that 36% of businesses, or nineteen respondents, subsidize parking for their employees. The subsidy reported was an average of 30 to 50 dollars per month, and generally covered parking in a

public or private garage or lot. This is consistent with the monthly permit rate, which ranges from 40 dollars per month at the Hult Center Garage to 60 dollars per month at the Library Surface Parking Lot.

Of the 19 businesses that reported subsidizing parking, 58% reported that their employees park in public garages and 32% reported their employees park in private lots or garages. These statistics indicate that many of these subsidies are going toward public parking garage passes.

One would expect that none of the seven survey respondents whose employees park in two-hour on-street spaces subsidize parking. However, upon cross tabulation, I found that two businesses that subsidize parking for their employees also reported that their employees generally park on the street.

I also asked survey respondents if they encouraged their employees to use non-auto modes of transportation to work as a means to help alleviate parking pressure downtown. I noted that while half of respondents encourage their employees to use non-auto modes to work, only one quarter of respondents said their employees generally do use alternative modes. Of the 28 businesses that reported encouraging their employees to use non-auto modes of transportation, 34% reported that their employees do in fact use non-auto modes. In contrast, of the 28 businesses that do not encourage their employees to use non-auto modes, zero reported that their employees generally use non-auto-modes. Business owners noted a number of incentives and subsidies they used to encourage alternative transportation choices amongst their employees (see Table 12).

Table 12. Strategies for encouraging employees to use non-auto modes

Response	Percentage	Number
Providing space to lock up bikes	50%	13
LTD Group Bus Pass	35%	9
Other	31%	8
setting up carpools	19%	5
providing vehicles for work trips	15%	4
other point2point Solutions programs	15%	4
Total Respondents		26

(Source: Eugene Parking Survey, March 2011)

At the end of the survey, respondents were encouraged to record additional comments regarding the parking program. The most notable trend in comments was that parking is not the

underlying problem inhibiting economic development in downtown Eugene. This sentiment was noted by nine of the 28 respondents who opted to record additional comments (see Table 13). These business owners felt that parking is not what is keeping businesses from succeeding in Eugene, and likewise, parking will not contribute to their failure. Instead of a better parking program, survey respondents felt downtown Eugene needs more retail choice and less specialty stores. Another problem noted by this group of business is that issues of crime, loitering, and vandalism should be a higher priority than parking for the City of Eugene to address. Some of these respondents suggested increased police enforcement downtown as a potential solution.

Notably, four respondents said better enforcement is needed for the existing parking program. These individuals cited a lack of parking enforcement officers and an unclear policy as primary barriers. One person also noted that free two-hour parking is more labor intensive to regulate than paid meters. The idea of allowing variable time options for on-street spaces also came up. Some respondents noted that oftentimes their patrons only needed to come into their business for ten minutes; so shorter time limits would help with turnover.

Table 13. Additional comments

Issues Raised		Frequency
Parking is not the problem	high	9
Needs better enforcement	medium	4
Need more time options		3
Remove more meters	low	2
Too short		2
Construction activity		1

(Source: Eugene Parking Survey, March 2011)

Parking Counts

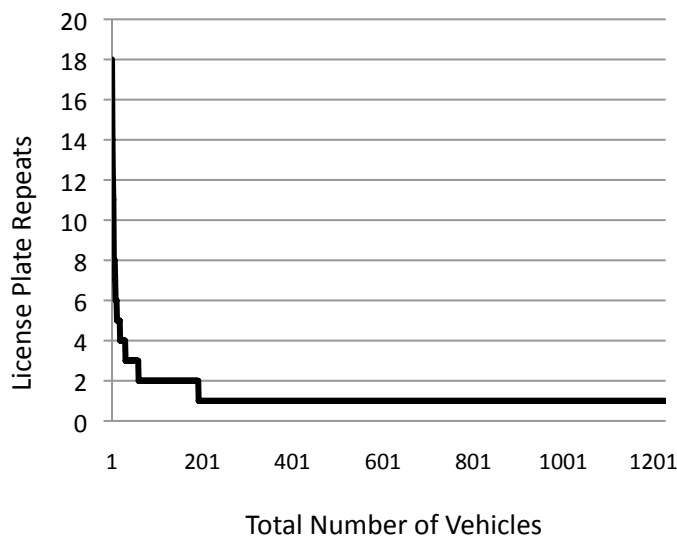
On-street parking counts in the program area served two primary purposes for informing this evaluation. The first purpose was to aid in evaluating the proportion of on-street vehicles that belong to downtown employees. Data from the license plate recognition system generated for parking enforcement purposes informed this analysis. The second purpose was to evaluate if there has been changes in occupancy since program implementation. To estimate occupancy trends, I collected daily parking counts by riding my bicycle through the program area and counting the number of parked cars. In general, the on-street parking data supported survey findings by confirming that some employees are in fact abusing the free curbside spaces and also confirming that average occupancy of on-street spaces has increased since implementation of the parking program in October of 2010.

Analysis of employee use of on-street spaces

The database provided by the City of Eugene Parking Services (EPark) includes license plate reads on 1,578 vehicles on various occasions over a 90-day period. The license plate data indicates that some employees are using on-street spaces intended for customers. Difficulty lies in accurately estimating the proportion of on-street spaces that are being used by employees. Of the 1,578 vehicles recorded, most had unique license plates; indicating that most vehicles parked downtown at any given time are not daily frequenters of downtown (see Figure 7 below). Parking enforcement recorded 61 vehicles in free on-street spaces more than two times, indicating that these vehicles could be employees.

A few vehicles had very high frequencies. One vehicle plate number appeared in the database 18 times, another vehicle 14 times, and another vehicle 12 times. It is also interesting to note vehicles appearing multiple times in the database almost always parked on the same street, indicating again that they are likely employees. A total of 133 vehicles showed up only twice in the database; however, 113 of those vehicles (85%) parked on the same street both times. This could indicate many of these vehicles that appeared only twice in the database belong to employees, or it could also mean that patrons are habitual in the locations they choose to park. In Figure 7, 'license plate repeats' refers to the number of time a license plate showed up in the database.

Figure 7. Vehicle license plate frequency in program area



(Source: Eugene Parking Enforcement, Daily Vehicle Counts, January-March 2011)

A secondary source of information regarding employee use of on-street spaces came from subjective observations by parking enforcement officers. On the dates of Friday, April 22nd, Monday, April 25th, and Tuesday, April 26th, parking enforcement conducted an informal study to track the parking behavior of downtown employees to determine patterns of abuse in the free parking program area. An officer patrolled the program area an average of five times each day, and issued an average of 16 citations each day.

Throughout the course of the informal study, the officer observed individuals coming out of their offices and erasing the chalk marks, moving their vehicle around the block once and back to the same space, and rotating their vehicle within the zone. The officer generated a list of nine license plate numbers consistently parked in the free parking program area. Notably, only one of these license plates showed up in the database generated from 90 days of monitoring, suggesting that there are significantly more employees abusing the free on-street parking program than indicated in the data set previously summarized.

Trends in occupancy rates in the program area

To estimate occupancy rates, I collected on-street parking counts by riding my bicycle through the program area and counting the number of cars parked on each street. These occupancy rates were then compared with pre-program parking occupancy rates.

Although the City did not conduct official pre-program occupancy counts, fairly accurate average occupancy estimations can be derived based on yearly revenue and hourly cost of parking in the program area. I used the following assumptions to estimate that the average occupancy rate before program implementation was 30-40%. Note that these figures only represent paid occupancy.

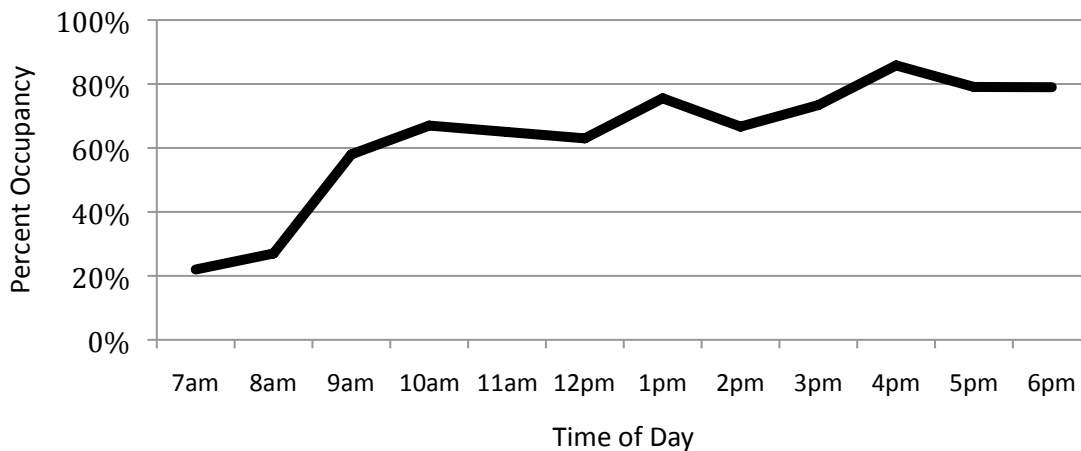
- 288 on-street parking spaces in study-area
- Meter revenue= 220,000/year
- Meter price= \$0.75/hour
- Meters are charged for 11 hours per day, six days per week

Given the fact that downtown Eugene is virtually empty the first three hours that the meters are charged (between 7am and 10am), Jeff Petry estimated that the average occupancy during the peak time of day (10am to 6pm) was 50-60%. For the purposes of this evaluation, I will assume that the average occupancy was somewhere between 30% and 60%.

I conducted a total of 13 on-street parking program area vehicle counts. I recorded time of day, day of the week, weather condition, and occupancy for each individual street in the program area. Although there are 288 spaces in the program area, I calculated the occupancy rates assuming only 282 spaces because six of these spaces are closed off to the public because of nearby construction. Average occupancy was 63%.

Figure 8 illustrates trends in occupancy of the full parking program area over the course of a business day. Note that occupancy counts were not all taken on the same day of the week.

Figure 8. Occupancy by time of day



(Source: Eugene Parking Counts, May 2011)

As illustrated in Figure 8, the occupancy is very low before 9am. The occupancy seems to level out over the course of the day, with a slight peak during the lunch hour and another peak in the late afternoon/early evening. Occupancy peaked at 86% at 4pm. This was likely due to the fact that I took this count on a warm, sunny Friday afternoon.

Occupancy differed significantly based on street location (see Table 14). Lincoln and 11th Avenue both had average occupancies of 50% or less. In comparison, 10th Avenue, Willamette, and Charnelton consistently had occupancy counts well over 70%. Of the 13 times that I took parking counts, there were 23 occasions in which a street exceeded an 85% occupancy rate (see Appendix F for a full list of parking counts).

Table 14. Average Occupancy by location

Street	Average Occupancy
Willamette	81%
10th Avenue	72%
Charnelton	72%
Olive	66%
Broadway	66%
8th Avenue	61%
Lincoln	43%
11th Avenue	41%
Total	63%

(Source: Eugene Parking Counts, May 2011)

Key findings

Survey results and parking counts have assisted in determining (1) if the program is having its intended effect of drawing more patrons downtown, (2) if the business community views the program favorably, and (3) if unintended effects of the parking program have emerged. The results of this study will help inform the City of Eugene in 2012 when the Council votes on whether or not to further extend the free parking program in downtown Eugene. Preliminary findings are as follows:

1. Is the program having its intended effect of drawing more patrons downtown?

Fourteen survey respondents, or one quarter, noted an influx of patrons in the downtown area since program implementation. Fifteen business owners noted an increase in patrons at their own business. The businesses that noted an increase estimated a 19% increase in patrons as a result of the parking program. A total of ten business owners, or one-fourth of the businesses offering either ground level retail or services, noticed an increase in patrons at their business and correlated it directly with free parking. Nearly half of all respondents noted a change in sales revenue since program implementation.

Parking counts indicate an increase in actual number of vehicles occupying on-street spaces, although it is difficult to determine whether this increase can be attributed to an increase in patrons. While the average occupancy before the program implementation ranged anywhere from 30% to 60%, parking counts eight months into the program indicate an average

occupancy of 63%. The number increases to 73% when the period between 7am and 10am is removed from the data.

2. Does the business community view the program favorably?

The majority of businesses support the program. Business owners noted the program is drawing more people downtown, that free on-street parking is more convenient than meters, and the program has helped to improve public perception of downtown. While the survey indicates that the majority of businesses support the program, respondents also noted that it is only one step in improving the economic climate in downtown Eugene. Business owners recognize that the program is not a long-term solution for parking issues in downtown and does not strongly impact economic development.

3. Have unintended effects of the program emerged?

A number of negative effects of the parking program emerged from the survey. The top two complaints were limited turnover of on-street parking spaces and an increase in employee use of on-street spaces. Parking data and observations from parking enforcement supports the claim that employees are abusing the free on-street parking program.

In terms of fixing these effects, three primary themes emerged for how to improve the program. Survey respondents suggested that the City focus on improving public information and outreach about the policy and also discourage employees from using on-street spaces by promoting the use of off-street parking and increasing enforcement of on-street parking.

Chapter 5: Discussion and Recommendations

This program evaluation attempted to measure short-term economic outcomes of the two-year parking program initiated by the City of Eugene to implement free two-hour parking in the downtown district. The survey and parking counts indicate that (1) the free parking program is increasing occupancy in on-street spaces and likely drawing more patrons downtown, (2) most businesses view the program favorably, and (3) there are some negative unintended effects of the program on downtown. To return to the original research question; *what impact does the newly implemented free parking policy have on retail sales for businesses located within the free parking district*, half of all survey respondents noticed a change in revenue from before program implementation as compared with after program implementation.

Discussion

In determining the success of the program, it is important to differentiate between long-term and short-term goals for downtown. As noted by Eugene Parking Services Manager Jeff Petry, the program was originally implemented as a way of ‘re-inviting’ people back downtown.

With this short-term purpose in mind- *an improved perception*- the program seems to be succeeding in its initial intent thus far. The majority of business owners agreed that the program is working by making downtown seem more welcoming and accessible. A positive effect listed by 24 business owners is that the program is more convenient than meters. A second positive effect listed by 18 business owners is that the program has helped to improve the public perception of downtown. In addition, survey findings indicate that increased activity of more people parking may help make downtown safer, or at least feel safer.

It seems the program is succeeding in terms of bring more people downtown as well. Parking counts in the program area indicate average on-street occupancy has almost doubled. A positive effect with the highest frequency as listed by respondents was that the program is drawing more people downtown. While more people downtown does not necessary correlate directly with increased retail activity, it is certainly an indicator. If downtown is attracting a measurable increase in people, then some of those individuals will likely be spending money. These findings are also consistent with the literature. Facilitating easy access to downtown for patrons is one of three purposes parking policies generally aim to serve in a community

(Marsden 2006, Feeney 1989). As noted by Burns (2006), convenient, safe, and affordable parking is critical to attracting and retaining retailers, restaurants, and other types of development downtown.

Initial short-term changes in retail activity are also measurable. Half of all survey respondents noticed a change in revenue from before program implementation as compared with after program implementation. However, of those who noticed a change, half noticed an increase in revenue while the other half noticed a decrease. I am hesitant to assume a causal relationship between the free parking program and a change in revenue because the sample size is relatively small, the time frame is short, and there are a number of external factors that may affect revenue such as the economy and new development downtown.

From a broad, long-term perspective, the program is one small component of a larger public effort aimed at stimulating private investment in the downtown core. While the parking program is not an adequate strategy for ensuring revitalization of the downtown core, this was not the intent of the policy. As noted in the Downtown Plan, new and existing public parking can be used to assist private development downtown. Easily available parking encourages downtown business and cultural activities, and creates a positive experience and perception of downtown (Downtown Eugene Plan 2004, 14).

It is important to distinguish between free parking as the solution and free parking as one small component of the solution. While free parking can help improve public perception and potentially spur private investment, there are other issues such as crime, decentralization, and limited retail options inhibiting retail activity in downtown Eugene. This is expressed in the business owner perception survey by the fact that one-third of the open-ended responses articulated that parking is not the problem in downtown. These business owners appreciate the parking program as one positive step toward inviting patrons downtown and supporting the local business community, but note that many other changes must take place to achieve a diversity of destinations, sustained increased patronage, and an increase in achievable rents. Drawing from survey respondents and personal observations, it seems that there are not the right type of businesses downtown to draw the quantity of patrons downtown on a regular basis necessary to support downtown as a primary commercial hub of Eugene. Currently, downtown Eugene functions as an institutional center and an employment center, but offers limited affordable everyday goods and services. In summary, it seems the program is likely achieving the

goal of increased retail activity downtown and improved patron perception, but may only be part of a long-term solution for revitalization of downtown Eugene.

Recommendations to City of Eugene

While one goal of this evaluation was to assess how the program is impacting retail activity, a second goal is to suggest improvements to the downtown parking policy for the two-year program time frame and beyond. In particular, strategies and policies aimed at increasing turnover, deterring employee abuse of on-street spaces, and generating revenue will be most beneficial for the City to implement.

A series of recommendations will aid the City of Eugene in improving its existing parking program. The first three recommendations can be fulfilled within the existing program framework, while the next three recommendations will involve an adjustment to the existing program policy. The final two recommendations are to be implemented after the two-year free trial program has been completed if the City decides to return to paid meters.

Recommendations are as follows:

- 1. Increase resident awareness of downtown parking options***
- 2. Expand education and outreach to business owners***
- 3. Increase enforcement in the program area***
- 4. Reinvest parking revenue back into amenities that benefit patrons paying for parking***
- 5. Amend the City Code so that it is illegal to 'shuffle' vehicles***
- 6. Implement more variation in on-street parking time limits***
- 7. Pro-rate meters depending location, time of day, and parking duration***
- 8. Enable credit card payments on meters***

Recommendation #1: Increase resident awareness of downtown parking options

A clearer message of the parking services offered downtown will improve the parking experience. Business owners noted that the City should increase citizen awareness of City of Eugene 1st Hour Free program in garages, free parking Saturdays in garages, and the Business Validation program. Improved signage at garages and on-street spaces is one specific recommendation from the survey.

Certain technologies can also play an important role in providing up to date information to patrons on what spaces are available, posted time limits, and the cost at each space. The mobile phone application developed by the City of Eugene last year has made it easier to find parking in downtown Eugene. This "Where to Park?" mobile application was the result of a City

of Eugene Telecommunication grant, and reflects the City Council's 1997 decision to re-invest specific tax revenues into telecommunications projects benefiting the Eugene community. The application lists all public on-street parking spaces downtown as well any time limits, hours of operation, costs associated with them, and specified ADA spaces. In addition, the application provides detailed information on public garages, rates, and free parking availability. Another helpful function for the City to consider would be an application that tracks whether or not spaces are occupied. This could be accomplished through vehicle sensors in the pavement or through some type of satellite GPS tracking system. However, as noted by John Nolt, a Certified Administrator of Public Parking in Atlanta, "The integration of satellite imagery, and real-time communication with parking pay stations and space monitoring systems is still in its infancy" (www.parking.org).

Safety for both patrons and employees is also a concern of some business owners. I recommend that the City improves its advertisement of the public safety services offered by Epark. For example, downtown employees and the public should know that security officers are on staff 24/7 in Broadway North and South Garages and Arcade Garage.

Recommendation #2: Expand education and outreach to business owners

A targeted business owner outreach and education campaign will be beneficial in decreasing the number of employees using on-street spaces. First, this education campaign would emphasize the potential for additional sales revenue when on-street spaces are available. Second, the campaign would offer strategies for encouraging employees to try other transportation modes to free up on-street spaces and ease the cost of parking subsidies.

Barr (1997) estimates that the average value of a prime on-street parking space in downtown is 150 to 300 dollars in retail sales per day. Business owners should be aware that when employees occupy these spaces, their revenue decreases. Ensuring that curbside spaces are easily accessible to patrons is an important step in fostering improved retail activity in a community. To implement this outreach strategy, I suggest the City of Eugene partner with Downtown Eugene, Inc. (DEI) or the Chamber of Commerce.

By encouraging non-automobile modes of transportation, employers can help make available on-street spaces for their customers while also saving money by not having to subsidize as many automobile spaces. The employer cost burden of a Lane Transit District (LTD) group bus pass is significantly less than the average monthly cost of subsidizing automobile

parking. LTD charges businesses a quarterly fee per employee to purchase a group bus pass that will allow all employees to ride any LTD bus free of charge. This employer fee averages out to a monthly rate of \$5.32; significantly less than the 50 dollar average that downtown businesses report spending for their employees to park for free. With 14,000 employees working downtown, the highest employee per acre density in the region, encouraging employees not to commute by single occupant automobile will also aid in reducing congestion on arterials feeding downtown and reduce particulates and carbon-dioxide emissions.

Recommendation #3: Increase enforcement in the program area

The City should increase enforcement to create additional turnover and deter employees from abusing on-street spaces. A powerful correlation exists between the amount of business traffic and the turnover rate of parking (Epstein 2002). Limited on-street space turnover was the single largest complaint from survey respondents. Regular monitoring, especially during the peak occupancy times between 10am and 6pm, will ensure spaces are not used for more than two hours.

Experts at the International Parking Institute agree that parking tickets are meant to change behavior and are not generally meant to serve as a public revenue stream. The ticket needs to cost enough, and enforcement needs to be consistent enough that the behavior is simply not worthwhile. Jeff Petry has observed significantly less tickets being issued since program implementation. While this could be due to the fact that the program is decreasing the daily number of offenses, it could also be due to the fact that there is not sufficient parking enforcement.

One downside of the free two-hour parking program is that two-hour parking is more labor intensive to enforce. The newly implemented license plate recognition program has been successful on University of Oregon campus ensuring vehicles do not exceed posted time limits. Although officers downtown have been using the license plate recognition technology on occasion, a complete transition to the new technology would increase efficiency and enforcement capacity. One important acknowledgement to make regarding increased enforcement is that with a limited number of enforcement officers on-duty, campus is a higher priority since there is a higher demand for on-street spaces.

Another strategy based on improving enforcement is lowering the price of the first ticket offense and raising the price of subsequent offenses. Cities such as the City of Fort Collins have implemented a 'First Ticket Free' program, where the first offense is free, but each offense

after is increasingly more expensive. This policy allows for newcomers to access the City while discouraging repeat offenders, particularly employees.

Recommendation #4: Reinvest parking revenue back into amenities that benefit patrons paying for parking

The Parking Fund currently donates 35% of its yearly revenue to the City's general fund. I suggest that instead of going into the general fund, this revenue is reinvested directly back into services for the patrons who are paying the parking fees. During the free parking program, this reinvestment would only occur in areas of downtown that charge for parking. However, as retail activity increases in the program area, some spaces should be charged and this revenue should be invested into beneficial amenities such as hanging baskets and the street sweeping crew.

As noted in Shoup's book, *The high cost of free parking*, cities should put parking revenue towards investments that will fulfill broader economic development goals. Cities across the country have witnessed increased private investment through direct public investments in the form of parking revenue (Shoup 2005). For example, the City of San Diego created a Business Improvement District (BID) in 1997, enabling communities to spend a part of their own meter revenue to solve their own problems. The intent of this policy was to retain a certain portion of the meter revenue collected for the benefit of the area in which the meter is located. Parking Meter Districts (PMDs) can also be established to provide an equitable mechanism for distribution of the funds (Shoup 2005).

Recommendation #5: Amend the City Code so that it is illegal to 'shuffle' vehicles

Under the current Eugene City Code, vehicles are allowed to 'shuffle.' This means that after a vehicle has been parked in a space for two hours, it can drive once around the block and then park again in the same place. The Eugene Municipal Court interprets "without being removed from the block" as meaning a vehicle can just drive around the block and re-park in the exact same space. My recommendation is that the code be changed so that a vehicle cannot re-park on the same block once two hours is up. This would likely deter employees from using on-street spaces since they would have to park at least a block away after two hours. Patrons seeking services that last for more than two hours would be advised to use the parking garages.

Recommendation #6: Implement more variation in on-street parking time limits

I recommend that the City increase variation in time limits of on-street spaces. A variety of parking meter time limits can increase turnover while also allowing some patrons to linger for a couple of hours (Childs 1999). A number of survey respondents noted that oftentimes their patrons only needed to come into their business for 15 minutes; so shorter time limits would help with turnover. Currently there are 10-minute loading and unloading curbside spaces for private vehicles, but 30-minute, 60-minute, and 90-minute spaces would help increase turnover in the program area.

Recommendation #7: Pro-rate meters depending location, time of day, and parking duration

Parking counts indicate a variation in occupancy depending on location and time of day, so a variable pricing system would optimize revenue without deterring use. According to parking counts, certain parts of the study area exceeded 85% occupancy at certain times of the day. Although average occupancy does not exceed 85% across the whole program area, there are certain locations consistently meeting near full capacity. These are likely the desirable retail areas and times, and according to Shoup, these spaces should be charged for to ensure adequate turnover.

The City has the ability to check how much revenue each meter generates (Downtown Parking Subcommittee, August 5, 2009). To help ensure the optimal 85% occupancy rate across all of downtown, some parking meters should be charged for at peak times during the day, while some parking spaces should be free all the time. I recommend that the City of Eugene conduct on-street parking counts in the program area as well extended to the entire downtown Eugene plan area to determine what areas of on-street spaces are consistently exceeding 85% occupancy, and thus, should be charged for.

Another suggestion to accompany this pricing strategy is charging less in the first hour, and then more after the space has been occupied for one hour with the hope of encouraging patrons to use the street for short trips and off street venues for longer durations. In 2000, the University of Oregon Community Planning Workshop (CPW) conducted a survey of 30 municipalities; one aspect of the survey centered on parking fees. CPW found that cities of comparable size to Eugene with similar sized downtowns had success facilitating patron turnover by charging less the first hour, then more as time went on.

Recommendation #8: Enable credit card payments on meters

With paid credit card capacity, the City could generate revenue from on-street spaces while maintaining the convenience of not requiring patrons to search for coins for meters. As evidenced by the survey, the majority of business owners liked that patrons do not have to feed the meters with coins, but respondents made this statement in the context of convenience as opposed to saving money. Credit card meters have recently been installed in select areas of the University of Oregon campus at a cost of 6,000 dollars per meter. Eugene's Parking Services program installed meters that accept credit cards as well as coins along Broadway, between Willamette and Lincoln streets for a 90-day test run in October of 2009. While the upfront cost is expensive, cities across the country have experienced profit within the first year in pilot projects.

Numerous large and medium sized cities across the country have transitioned to parking meters that accept credit cards with success. Los Angeles recently installed 10,000 in its downtown core as a way of increasing efficiency for both the City and for patrons. Los Angeles' city meter revenue has increased 40% on average where these credit card meters have been installed (Villaraigosa, 2010). Other cities across the country have experienced similar increases in revenue including Boulder and the City of Portland (Downtown Parking Subcommittee, August 5, 2009). These new meters are vandal and tamper proof, and in pilot testing have proven reliable 99% of the time (Villaraigosa, 2010).

Broader policy issue

An important consideration for the City of Eugene not directly addressed in the survey or parking counts is revenue. By implementing the two-year program, the City is foregoing an estimated half million dollars of parking revenue. In addition, because 35% of the total parking operating revenue is transferred into the general fund each year, the free parking program could pose a significant potential loss for the City as a whole. When determining whether or not this program has made an overall positive impact on downtown Eugene, the City must decide whether or not the increase in retail activity over the two-year program life span is enough to outweigh the decrease in City revenue.

Areas for further study

There are three primary areas for further analysis in this program evaluation. First, additional occupancy monitoring within the program area as well as in the larger downtown

plan area should be conducted to determine *if* and *where* parking should be priced. Second, additional monitoring should be conducted to determine the percent of on-street spaces being used by employees. Finally, an analysis of patron program perceptions should be conducted.

To better understand *if*, *where*, and *when* parking should be charged for, additional on-street occupancy monitoring should be conducted. This interim monitoring program could access occupancy by time and location for the entire downtown plan area. By periodically monitoring occupancies, the City will be better informed to make decisions regarding pro-rating meters depending on location, time of day, and parking duration. In addition, by evaluating which meters outside the program are not generating revenue, the City can make more informed decisions on which meters should be free and which should be charged for.

To go along with occupancy counts, better data on exactly what proportion of spaces is being occupied by employees would also aid in improving the program policy. This would be accomplished through regular license plate monitoring by parking enforcement. Since there seems to have been a substantial increase in average occupancy before and after the program, data on how many employees are parking in the spaces would help in determining the program's overall success in attracting additional patrons.

While business owners have a good pulse on how patrons may be affected by the free parking program, it would be helpful to analyze this program through the lens of patrons as well. A series of patron intercept studies would be beneficial in examining the program effects in greater detail. Questions would focus on the purpose of a trip downtown, the destination, and the impact that patrons perceive the free parking program to have. It would also be beneficial to find out if patrons are changing their destination because of the program or if they are changing their choice of parking location (i.e. walking further from the neighborhoods).

Conclusion

The survey and parking counts indicate that (1) the free parking program is increasing occupancy in on-street spaces and likely drawing more patrons downtown, (2) most businesses view the program favorably, and (3) there are some negative unintended effects of the program on downtown. To improve the existing program, the City of Eugene should increase parking policy information and signage, improve education and outreach to business owners, and increase enforcement in the program area. Policy changes over the next few years should center on reinvesting parking revenue directly into beneficial amenities for patrons, amending the City

Code so that it is illegal to ‘shuffle’ vehicles, and enabling more variation in on-street parking time limits. Additional on-street monitoring both within the program area and in the greater downtown plan area will help inform the City of Eugene *if, when, and where* parking meters should be charged for. After the two-year trial program is completed, the City should re-instate meters in some high occupancy spaces and pro-rate meters depending on their location and the time of day. To facilitate quick and convenient payments, the City should install meters that accept credit card payments.

To revisit the program evaluation logic model (see Appendix A), this evaluation aimed at identifying both program outcomes as well as long-term program impacts to help inform the City of Eugene on future action. In terms of program outcomes, on-street occupancy in the program area has increased substantially and the majority of business owners view the program favorably in its first six months of operation. Follow-up research by the University of Oregon Community Planning Workshop in subsequent years will be beneficial in monitoring changing perceptions of downtown business owners as well as changes in actual retail activity.

In terms of long-term impacts, it will take years or even decades to determine whether or not a sustained increase in patronage and an increase in achievable rents (both desired program impacts) has been achieved. While the free parking program is a good first step in facilitating desired program impacts, it does not seem to have the capacity to substantially impact urban revitalization efforts in downtown Eugene. New development in downtown and a diversification of retail and services offered will have the greatest impact on sustaining increased patronage.

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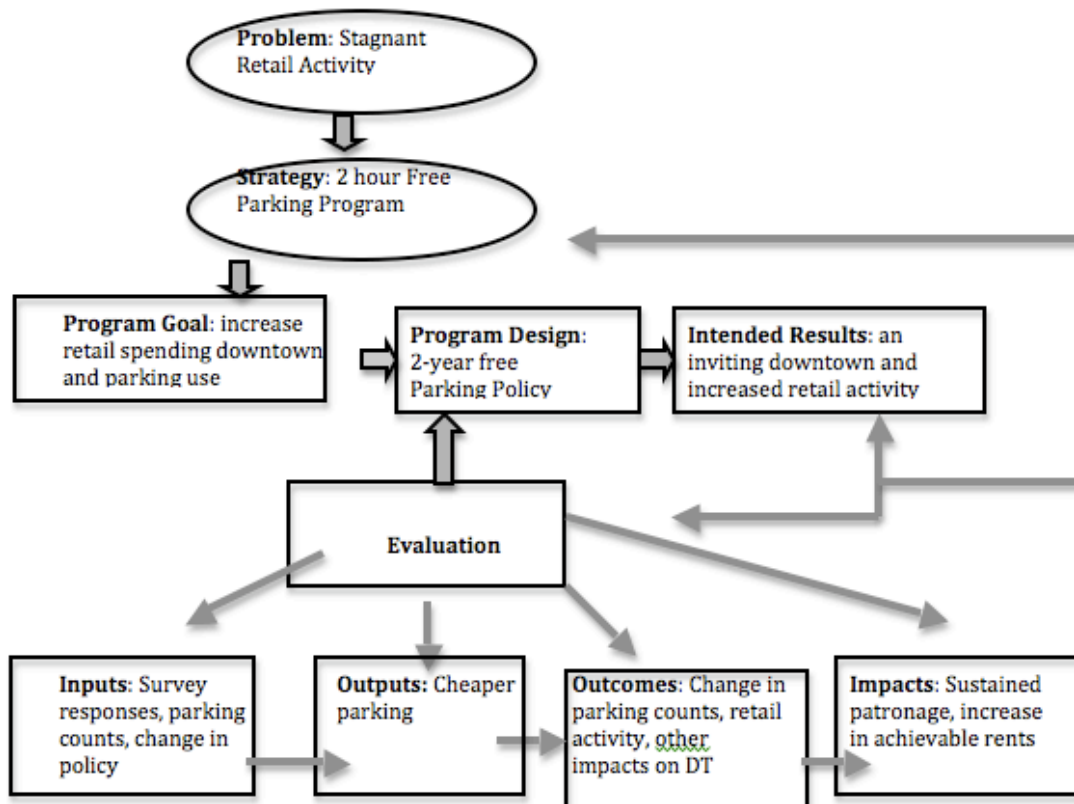
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Appendices

Appendix A: Program Evaluation Logic Model

The following diagram is a logic model to illustrate the relationship of the program evaluation and the actual program. The basic idea behind a logic model is to communicate the logic behind the process. This logic model begins with the underlying problem the parking program attempts to solve, stagnant retail activity. The parking program (the strategy) has three main components that include the program goal, the design of the program, and the intended results. The evaluation seeks to measure whether or not the intended results (an inviting downtown and increased retail activity) are being achieved. This evaluation is performed through a series of inputs (survey and parking counts) to access desired short-term program outcomes and long-term program impacts.

Figure A-1: Downtown Free Parking Program Logic Model



Appendix B: Methodology

At its roots, this study is a public policy process evaluation. Thus, the basis for the methodology is that of guiding City action. The evaluation will assist the City with adjustments for how the program is implemented over the next two years as well as offer guidance for policy changes in succeeding years. The goal of the study is not to further develop a theory (Dolbeare 1975), but instead to provide information to inform future actions taken by the City of Eugene.

The survey I administered in March 2011 will be re-administered two more times by the University of Oregon Community Service Center over the course of the two-year City of Eugene trial program. This form of policy research is centered on looking at inputs and outputs; in other words what goes into the policy and what is gained from the policy (Dolbeare 1975). Policy evaluation research differs from other forms of explanatory research because evaluation research considers the implementation and effects of social policies and programs (Schutt 1999). It is important to note that this type of research is time sensitive. Policymakers use the best available information to inform an action that will take place in the near future. In this case, the City of Eugene would like to have a program analysis to inform future parking policy and action in October of 2012 when the parking program is scheduled to terminate.

The area of study is downtown Eugene between 7th and 11th Avenue from Lincoln to Willamette Street. Initially, the possibility of surveying business owners extending out to a one block radius of the program area was considered; however, I determined that it would be most effective to survey those respondents whose store front parking was directly impacted by the policy. This means there are no control variables in this study.

Data

The impact of the parking program on retail activity downtown was measured in two parts that include (1) the perceived level of retail activity according to downtown business owners and (2) the actual daily on-street parking counts. To measure the former, I administered a survey to evaluate perception of effects that the policy had on retail activity downtown. To measure the latter, I used parking counts and meter revenue recorded by the City over the past six months to compare pre-policy parking levels (as calculated by dividing total revenue by number of meters and cost of hourly parking) with levels after the program has been implemented.

Because this is evaluation research, it is important to operationalize the variables (Babbie 1999). For the purposes of this study, the problem: *stagnant retail activity*, is defined by limited

private sector investment in downtown; both in terms of real estate investment and in the purchasing of goods and services. The City of Eugene is experiencing difficulty attracting and retaining a diversity of businesses downtown, which results in limited patrons spending money downtown. I operationalized variables based on the objectives of the parking program and the purpose of this study, determining if there has been an increase in retail activity. The parking program is the independent variable and *parking use* and *retail activity* are the dependent variables. The *Parking Program* is defined as the City of Eugene's two-year trial of two-hour free parking in the downtown district. *Parking use* is measured by the proportion of on-street parking spaces full on a temporal basis. To operationalize initial success and failures of the policy, I evaluated how much revenue the City had to forego in lost parking revenue compared with how much additional retail activity is gained through the free parking program (Babbie 1999).

For the business owner perception portion of the evaluation, the unit of analysis is *perceived economic activity by local business owners*. I measured this quantitatively by asking business owners if they detected noticeable changes in revenue when comparing the quarter before and after the program. I also measured economic activity qualitatively by asking business owners if they detected a change in patrons frequenting downtown and gross revenue in the quarter prior to the program as compared with the quarter after the program was implemented. Changes in patrons included a change in when downtown was busiest, a change in the make-up of downtown patrons, an increase in patrons, as well as other overall impacts on downtown.

Survey Administration

The entire population of business owners in the study area received an invitation to participate in the business perception survey, thus the sampling population is all business owners in downtown Eugene (Schutt 1999). Initial contact was made with business owners in using a postcard sent out by the City of Eugene in the second week of January (see Appendix C). This postcard served to explain the purpose of the program evaluation, inform the business owners of the survey, elicit support for participation from business owners, and provide a link to register online for the survey. I decided an online survey would be most efficient, and since there was not existing database of email addresses for the business owners, I decided the survey registration was a necessary step. Interested business owners were encouraged to use the link provided on the postcard to register to participate in the full survey by completing a brief survey in survey monkey in which the respondent had the opportunity to provide basic

contact information. Because only twelve business owners registered to participate in the survey on Survey Monkey, I decided to change the method of administration slightly.

City of Eugene Parking Services Manager, Jeff Petry, and I, went door to door to most businesses in the downtown study area on March 4, 2011 and asked business owners to provide their email address if they were interested in participating in the survey. We also handed out hard copies of the survey with pre-addressed envelopes to business owners who preferred a hard copy to using Internet. We had a total of eighty business owners sign-up for the online survey and also distributed thirty hard copies of the survey. One potential bias in the survey administration was that by going door to door, we selected for ground floor retail over professional office buildings tucked away from the street. However, I decided this was justifiable since we initially provided all business owners an opportunity to participate in the survey when we sent out the postcard and also because ground floor retail is likely to be much more affected by a change in the on-street parking policy.

Both the online and hard copy surveys were administered in March 2011 and included questions focusing on (1) overall perceptions of downtown, (2) change in sales activity since the policy, (3) employees and customer transportation modes, and (4) business owner's opinions on the parking policy. The complete survey can be found in Appendix D. Questions followed a similar model to an economic development parking survey conducted in by the City of Tacoma in Tacoma, Washington in 2009.

Analytic Approach

Debate exists on which method to use in evaluating economic activity. One school of thought prefers mathematical, or formal modeling while another school of thought prefers qualitative, or behavior modeling. Limitations in parking use modeling as it relates to economic activity exist because no proven method can be applied to all cases. Evaluations of parking programs and economic development have largely relied on qualitative analysis (Whitehead 2005). Using City parking counts and business owner perceptions, I conducted a quantitative and qualitative analysis on the initial economic impacts of the parking program to theorize whether or not the parking program has been beneficial for downtown Eugene thus far.

Because I administered an online survey and also a mail survey to businesses without easy access to the Internet, I combined all survey responses into one Microsoft Excel spreadsheet. To analyze the results of the multiple-choice questions, I created a separate spreadsheet for each question, with a total response count as well as a corresponding

percentage of total respondents. It was also important to cross tabulate the results by service businesses service sector and employee-parking policy to gain additional insight into business parking trends and perceptions. I also asked a number of long-answer questions regarding opinions of changes and effects of the program. To analyze this data, I coded individual responses and created frequency tables to illustrate trends in business owner perceptions.

Biases and Validity Threats

One potential bias noted in a report by the University of Idaho in administering parking surveys is the potential that drivers will overestimate their parking needs in order to encourage surveyors to recommend additional parking. Validity threats of public policy research are generally internal (Dolbeare 1975, 75). Examples of internal concerns in this study are that respondents may differ in their interpretation of questions and also that external events will take place beyond the scope of what can be measured in the study.

Parking Counts

On-street parking counts served two primary purposes. The first was to evaluate the portion of on-street parkers that are downtown employees. This was done using data from the license plate recognition system generated for parking enforcement purposes. The second purpose was to evaluate if there has been changes in number of cars parked downtown.

The on-street database provided by the City of Eugene Parking Services (EPark) includes license plate reads on 1,578 vehicles over a 90 day period. Most of the 1,578 vehicles have a corresponding street location, date and time of collection, and license plate number. Unfortunately, the database is incomplete and the parking enforcement did not complete a full rotation of the parking program area for each collection time, so the only data I relied on for this analysis was the license plate number.

To generate occupancy rates, I road my bicycle through the free parking program area 13 times and counted the number of vehicles parked on each road in the free parking program area. I made sure to collect the data at variable times during the day and variable days of the week to see if notable trends in occupancy rates exist.

Analytic Approach

In analyzing whether or not employees use on-street spaces intended for patrons, I created a pivot table that counted the number of times each license plate was recorded parked downtown in the 90 day time period as well as what street each vehicle had been parked on.

In analyzing occupancy rates of on-street spaces in the program area, I focused on two independent variables, location and time of day, to evaluate how changes in location and time of day impacted vehicle occupancy in on-street spaces.

Appendix C: Initial Postcard sent to all businesses in study area



How is Downtown Free Parking Working?

Join our Survey!

The City of Eugene is partnering with the University of Oregon's Community Planning Workshop to get local business owners' feedback on the Expanded Downtown Free Parking program.

If you are interested in providing feedback, please take a few minutes to register at this web address:

www.Surveymonkey.com/s/EugeneParking

Once registered, we will send you an online survey within a month. Please contact Epark if you have any questions at 541.682.5729 or email

parking@ci.eugene.or.us.

Thank you for your participation!

**Appendix D: Mail version of survey administered to Downtown Eugene
Businesses**

EUGENE PARKING PROGRAM SURVEY

We need your help!

The City of Eugene is seeking input from local business owners about how the Free 2-Hour Parking Program is working. By implementing this two-year program, the City is hoping that the revenue not collected by city parking fees will be reinvested into local businesses by drawing patrons to downtown for shopping, dining, and other business needs. This survey is intended to gather the opinions of downtown business owners/managers to find out (1) the effects the program has had on sales and (2) the effects the program has had on drawing patrons to downtown.

The survey should be completed by the business owner or manager of your business. You should complete the survey based on your individual opinions and experiences of the program thus far. Please read each question carefully and answer to the best of your ability. The survey should take less than 15 minutes to complete.

The City is partnering with the University of Oregon's Community Planning Workshop to administer and analyze the survey. Our intent is to administer the survey (2 or 3) times during the two-year period between October 2010 and October 2012. The City Council will use the results to determine whether to continue, modify, or eliminate the free parking period after the two-year trial. Please complete the survey by clicking the link below. We appreciate your response by **Monday, March 28th, 2011**.

Thank you for your cooperation! Please contact Epark if you have any questions about the study at 541.682.5729 or email parking@ci.eugene.or.us.

***First, we would like to ask you about your overall perceptions of
Downtown Eugene***

Q-1 How long has your business operated downtown? _____ years

Q-2 Please answer the following question:

Question	Poor	Fair	Good	Excellent	Don't Know
How do you perceive downtown Eugene as a place to do business?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q-3 Please answer the following question:

Characteristic	Much Worse	Slightly Worse	Staying the Same	Slightly Better	Much Better
Over the past 5 years, do you think downtown is getting better or worse as a place to do business?	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Next, we would like to ask some questions about the impact the free parking program has had on your business

Q-4 The Downtown Parking Program was implemented in October of 2010. Since October 2010, have you noticed a change in the volume of people downtown?

- ☐ Yes
- ☐ No
- Has the increase been an ***increase*** or a ***decrease***? (circle one)
- Do you attribute this change to the parking program?

Yes Partially No (circle one)

Please explain:

Q-5 Since October 2010, have you noticed a change in the time of day of when it is busiest downtown?

- ☐ Yes
- ☐ No
- Please explain:

Q-6 Since October 2010, have you noticed a change in the types of patrons frequenting downtown?

- ☐ Yes
- ☐ No
- Please explain:

Q-7 As mentioned above, the Downtown Parking Program was implemented in October of 2010. Compared to the 4th quarter of 2009, have you noticed a change in your patron volume?

- ☐ Yes
- ☐ No
- Has there been an ***increase*** or ***decrease***? (circle one)
- How much? _____ (% estimate)

Q-8 Please answer the following questions:

	Increased Significantly	Increased Slightly	Stayed the Same	Decreased Slightly	Decreased Significantly	No Change
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Compared to the 4th quarter of 2009, have you noticed a change in your sales revenue?

☐ ☐ ☐ ☐ ☐ ☐

What has been the overall trend in safety downtown?

☐ ☐ ☐ ☐ ☐ ☐

Now, we would like to ask some questions about parking.

Q-9 Where do your patrons generally park? (Please check all that apply)

- ☐ 2-Hour Free Parking Zones (on-street)
- ☐ Privately Owned Parking Lot
- ☐ Publically Owned parking Lot
- ☐ Patrons use alternative modes (bus, walking, bike)
- ☐ Other (please specify)

Q-10 Where do your employees generally park? (Please check all that apply)

- ☐ 2-Hour Free Parking Zones (on-street)
- ☐ Privately Owned Parking Lot
- ☐ Publically Owned parking Lot
- ☐ Employees use alternative modes (bus, walking, bike)
- ☐ Other (please specify)

Q-11 Do you subsidize parking for your employees?

☐ Yes
☐ No
 ➔ If Yes, How much? \$_____

Q-12 Do you encourage your employees to use non-auto modes to get to work?

☐ Yes
☐ No
 ➔ If yes, please indicate which programs yo yoyu encourage employees to use? (check all that apply)

- ☐ Providing bus passes
- ☐ Providing space to lock up bicycles
- ☐ Setting up carpools
- ☐ Providing vehicles for work trips
- ☐ Participating in the LTD Point to Point Commuter Solutions program
- ☐ Other techniques (please specify)

Now, we would like to ask some questions about the downtown Parking Program

Q-13 What is your current position on the free parking program?

- ☐ Support

- ☐ Oppose
 - ☐ Neutral
- Q-14 Are there positive effects on downtown as a result of the program?
- ☐ Yes
 - ☐ No
- ▶ If Yes, please list positive effects:
- Q-15 Are there negative effects on downtown as a result of the program?
- ☐ Yes
 - ☐ No
- ▶ If Yes, please list negative effects:
- Q-16 Do you notice neighboring businesses' using more than their share of on-street parking spaces; either for employees or patrons?
- ☐ Yes
 - ☐ No
- ▶ Please explain
- Q-17 How long should people be able to park for free?
- ☐ Free Parking should not be allowed
 - ☐ 1 Hour
 - ☐ 2 Hours
 - ☐ 4 Hours
 - ☐ All Day
- Q-18 Do you have any specific suggestions on how to ensure there is adequate turnover of the on-street spaces throughout the day?
- Q-19 Do you view parking enforcement as beneficial in changing offender's behavior?
- ☐ Yes
 - ☐ No
- ▶ If No, Please explain

Background Information

- Q-20 Which of the following categories would you use to classify your business?
- ☐ Retail Trade Retail
 - ☐ Wholesale Trade
 - ☐ Information
 - ☐ Finance and Insurance
 - ☐ Real Estate and Rental and Leasing
 - ☐ Professional, Scientific, and Technical Services
 - ☐ Management of Companies and Enterprises
 - ☐ Social Services (Education, Health Care, or Social Assistance)
 - ☐ Arts, Entertainment, and Recreation
 - ☐ Public Administration
 - ☐ Other_____
- Q-21 How many employees work at your business?

- ☐ 0-5
- ☐ 5-10
- ☐ 10-20
- ☐ 20-50
- ☐ 50-100
- ☐ Over 100

Q-22 How many patrons do you have on an average day?

- ☐ 0-5
- ☐ 5-10
- ☐ 10-20
- ☐ 20-50
- ☐ 50-100
- ☐ Over 100

Q-23 Please use the space below to add any additional comments:

Thank you for your participation! Please contact Epark if you have any questions about the study at 541.682.5729 or email parking@ci.eugene.or.us.

Appendix E: Long Answer Survey Responses

Since October 2010, have you noticed a change in the time of day of when it is busiest

downtown? If yes, please explain:

1. Transient traffic count is up during all hours of the day.
2. The bars make it really busy late a at night
3. Seems there is a bit more activity mid-morning and mid-afternoon
4. I have noticed parking spaces on street are utilized more during daytime hours
5. There are more people out walking in the afternoons.
6. Afternoons and evenings seeing more people
7. Our office is close to library. I see a lot of parents taking their children to Story Time during the day. Very popular & positive activity. Very refreshing to see family oriented vs. the homeless.
8. Within the last month or so, a slight uptick earlier in the day.
9. More people parking outside business before 6 pm
10. Downtown is full of vagrancy that makes it tough to walk around in, used to come down all the time now feel a little uneasy, especially in the late afternoon.
11. Mid morning to early afternoon seems busier than before
12. Mid-day is far more active now than a few years ago
13. More rough-looking people
14. After 11 am and after 4pm
15. Definite increase in people

Since October 2010, have you noticed a change in the types of patrons frequenting

downtown? If yes, please explain:

1. There seem to be more transients selling wares on the Broadway Plaza--probably pipes.
2. Actually it seems like there are more people under 20
3. My business is professional. Clients park nearby instead of objecting to using parking structures or paying meters
4. More visitors from the rest of Eugene
5. Substantial increase in the number of truant teens, traveler, gang members, drug dealers, and old-school drunks.
6. I perceive a minor increase in more diverse adult and family traffic on Broadway.
7. I see more people, and I think they love the new free parking. I also see many more transients and they all seem to be carrying sleeping bags.
8. Customers that would not come downtown due the pay parking are venturing downtown.
9. I'm no longer just seeing street people or kids.
10. More kids and homeless
11. More people with a reason to be downtown and less people who are just hanging out.
12. Older people, less interference from street kids
13. More business shoppers - less homeless
14. A bit less homeless people.
15. Younger and with too much attitude
16. People tend to spend more time in the store. They are do not seem to be watching their clocks as closely.

17. Downtown needs some revitalization badly, it's not pleasurable going down there, there is so much potential because this is such a beautiful city, however the vagrancy, graffiti and negative vibe has totally ruined the atmosphere.
18. I am seeing more young mothers with children and retired people
19. More people with the ability to spend money are now coming downtown.
20. Younger people
21. More middle-age & young families walking about
22. Improvement in customer base drop in theft due to increase in customers

Please list three positive effects of the parking program

1. More people can come
2. Better incentive for patrons downtown
3. Less parking in business lots
4. Perceived as a friendly and inviting to potential customers
5. Patrons are happy when they have found a free spot
6. More visitors from outside DT
7. I don't need to keep change in my car
8. Image
9. We have seen some positive response from clients; they don't seem to be much of a problem with spaces opening up. Or advising our clients to use the many parking garages.
10. Options for those who complain
11. Choices for employees
12. More people in downtown generally.
13. Our patrons can visit our office and not need to have quarters
14. Our visitors do not have to walk blocks (some are older)
15. People making quick stops to our office and park and dash in - less hassle.
16. Increased drop by visits from clients
17. Increases nearby parking availability (no meter to feed to keep spot beyond 2 hours)
18. Convenience.
19. No mad customers due to tickets.
20. Free parking is "inviting" to patrons.
21. The more mainstream people coming here for any reason is good - it makes people feel safer.
22. I enjoy seeing new faces walking about.
23. More people coming downtown
24. Customers will not park in the garages.
25. People see the improvements in downtown.
26. Starting to see more people downtown during business hours
27. Less street people hanging out on street corners
28. Free parking during this recession
29. People less anxious about where to park and more likely to visit
30. Homeless people less likely to park in 2 hour zones
31. One less reason to stay away from downtown
32. More people downtown shopping, walking, etc.
33. More places to park on a short term basis
34. More attraction to come to the downtown area
35. The opportunity to park for free.

36. The possibility of more patrons.
37. The idea that we are trying to promote business downtown.
38. Easier for public to make quick trips downtown.
39. Possibility of more people that use it.
40. Closer free access to building
41. People no longer need to fumble with change
42. Would be great to have more
43. More shopping patrons
44. Less homeless
45. More visibility as a company
46. Increased awareness of businesses downtown
47. Perception that there are easier ways to find parking downtown
48. Reduction of tickets
49. People really seem happier getting out of their cars & not having to dig for some change especially during a downturn in the market - gives people a little break from having to part with their money
50. Just makes the downtown area seem more friendly, welcoming and inviting
51. Encourages people to come downtown or to "give it a try" if they haven't been downtown
52. More people and different people downtown
53. People like it
54. More people willing to give downtown a shot
55. Shows a willingness of the city to listen to complaints about parking.
56. People don't complain to ME as much.
57. Makes it easier for people to come and go, so they are more inclined to come down for a short bit.
58. More people are willing to park downtown because they no longer have to pay
59. I get fewer tickets.
60. My customers get fewer tickets.
61. People are willing to take a little more time in my business without parking overnight
62. People are pleased, there was (until the lot at 10th and olive went away) way less abuse of our private parking lot allowing customers to utilize our lot for shopping in our business.
63. Helps bring people downtown
64. Theoretically better for business'
65. Free parking on the street is close to our front door
66. Our patrons feel safer being able to exit their cars close to the front door due to the amount of vagrancy we have in our area.
67. More people downtown
68. Appearance of customers in the store
69. When they can park in meter free parking patrons stay downtown longer
70. The type of patron that is now shopping downtown
71. Customers seem to be happier as they can take their time and not have to be feeding a meter
72. More customer's
73. Lack of negative effect caused by meters.
74. Put's us on a level playing field with competition that has free parking.
75. Less stress trying to find a parking spot.
76. Easier for people to come downtown for a shorter time period.
77. Don't have to worry about having coins for a meter.

78. Makes a nice relaxed environment for patrons to come and not worry about parking problems/tickets
79. It has made our interaction with patrons far more pleasant from the moment they walk in the doors we're discussing their needs instead of discussing how much time they have on meter, do we have quarters, they have to run their meter is going to expire, etc.
80. Allows vendors to access and finish work without the pressure of missing a meter by minutes and getting tickets.
81. Any buffer time allowance (1-hr) instead of being strictly metered from "minute one" when someone comes downtown is very helpful and useful for our business.
82. Easy parking
83. Safer
84. Don't have to walk far to access to shop
85. Increase in business
86. Decrease in theft

Please list three negative effects of the parking program

1. It negatively impacted our sales
2. People that work downtown taking up customer parking and moving their cars every 2-hours
3. Parking for clients is almost impossible unless they use parking structure
4. Less turnover in spaces
5. As a Hair Salon, we do have certain amounts of time for certain services, i.e., haircuts are booked for one hour. BUT we do make appointments for color and cut together and that in it takes ATLEAST 2 hours. We have had a problem with this; clients who have parked in the free parking spaces that are new clients are not yet aware how long their service will be at the salon. Because in this last month we already have had two clients that we know of receive 2 ticktets. We watch employees move their cars every few hours.
6. Some erase the chalk and do not move the cars - hopefully the camera system catches. There is no parking for customers to stop for ten minutes.
7. Previously the system worked just fine.
8. Long term parkers parked in the garage and received one-hour free.
9. We serve seniors and people with disabilities. Non-seniors and people with disabilities take up the spaces quickly.
10. There used to be parking down here. However, my patrons cannot get to my place of business anymore.
11. There are never any spaces.
12. This is specifically difficult for the disabled.
13. The parking period is too long.
14. Students are taking the parking spaces.
15. Those new people coming downtown are frustrated by the lack of parking.
16. The only negative is the loss of revenue to the city.
17. Spending money on unnecessary Bike parking symbols.
18. Some park too long
19. More junk cars parked in front of the store
20. Some business employees park in spaces on the street and take up capacity
21. People who work in the business parking there and taking up the parking.
22. Patrons have to park far away

23. Parking is poorly enforced
24. Parking closest to my business is frequently occupied by customers of other businesses
25. Parking tickets
26. People using the spaces who work in the area
27. Once their time has run out, they must leave my block for the day.
28. We will often have people in our business for more than 2 hours. These customers pay us by the hour and do not have a good option to add time to their parking place.
29. No parking available for our customers as the street parking has become a city parking lot for the library and people who work and live in the area.
30. It's a little harder to find a nearby space during daytime (higher utilization).
31. For our business a hair salon, many of the services we offer take longer than 2 hours, clients have parked there and paid for our service only to come out and find a ticket on their car.
32. Employees of some business's park in the free parking and move their cars around from one space to another during the day.
33. Customers from the methadone clinic across the street occupy every space until 10 am or longer.

Do you notice neighboring businesses' using more than their share of on-street parking spaces; either for employees or patrons? Please explain

1. Not really.
2. No, we all have our own off-street parking
3. I think some of our employees use the two-hour spots but I don't think it is hurting business for others. If anything it gives the appearance that downtown is busier.
4. Hard to tell, however I know that neighboring business employees are moving cars around every few hours.
5. Although I cannot say for sure, it appears to be the case that downtown employees are parking in the free spaces. There have been no new businesses opened. Of course, it could be that all the construction workers are taking the spaces. There so seem to be a lot of big pick up type trucks.
6. Refer to previous comment. There aren't that many businesses west of Oak St. left downtown that generate traffic worth talking about. The area is not safe, especially for females.
7. I am not outside enough to notice.
8. Sadly, we have no neighboring businesses.
9. Have not noticed other businesses using the street parking,
10. The apartments use a lot, but most are gone during business hours.
11. At certain times during the day but not that bad.
12. Yes, students at LCC and downtown languages, and members of the DAC monopolize the parking space. This leaves nowhere for retail customers to park. I have customers that will circle the block four or five times waiting for a street spot to open and will leave downtown if a parking spot does not open. They will not park in the city garages or pay lots, even though the first hour is free.
13. Yes, you can observe a significant increase in street parking once the restaurant staff start arriving around 10am.
14. Just the library

15. It has been brought to my attention, we have addressed it with some of our own employees, and I have witnessed employees of neighboring businesses using the spaces.
16. I was concerned about one person abusing the free parking. She obviously worked at the library (possibly). I complained & she has stopped parking on the street.
17. Yes! And that is the negative
18. Yes. We have people that just move their car slightly back and forth so that they can stay parked out front of their business all day. It takes up spaces that customers could have. The coffee shop across the street has no private parking for their employees so they frequently park in the spaces out front.
19. Yes, they encourage their employees to park up the street. This has not been a large problem for us yet. There is still plenty of space
20. Yes. I am the manager at Lotus Garden and Bikram's Yoga's patrons frequently use the entire block and more, AND are there for longer than two hours. Additionally, I have seen employees at Enterprise move their vehicles up and down the block to provide the illusion that they are different vehicles, thus avoiding tickets.
21. Some tenants park more than 2 hours on street
22. Some business employees park in spaces on the street and take up capacity. A limit is very important, as it was far worse before the 2-hr limit was being enforced

Do you have any specific suggestions on how to ensure there is adequate turnover of the on-street spaces throughout the day?

1. Allocate one space for customers of each building (i.e. one 2-hour free parking spot for each businesses' customers)
2. Make it so people cannot park on the same city block for the next hour
3. Monitoring by city employees (meter maids)
4. More ticket writers out there
5. Give tickets.
6. Use license plate scanning technology to regulate usage
7. Not really. It used be that there was a variety of meter time allowances sprinkled around so this used to help.
8. No
9. Make the area safe and then it might be a problem.
10. 45-60 min limit on-street, longer and free hours in garages
11. I have received a ticket for overstaying the two hours. And now I never park more than 2 hours. That is fine.
12. I think its working fine right now.
13. Make free parking available for 45 minutes. This would prevent students and DAC members from taking the spaces.
14. Shorter time. 45 minutes?
15. I think a NON paying ticket could be taken from a meter for 2-4 hours of parking and monitored by parking meter readers and businesses
16. Maintain 2 hour parking rule
17. Patrol just like meters are patrolled. However it is critical that signs are clear.
18. Tow cars that receive two overtime tickets in the district and crush them.
19. No specific suggestions, except to post a notice that parking violations will be enforced.
20. Monitor and ticket

21. No
22. The 'meter' personnel are enforcing the 2-hour policy very well.
23. Have some varied times on the same block
24. Nope!
25. Allow people to pull up to the park again on the same side of the block at the end of their time limit. If they want to put all that effort in to staying on that block LET THEM!
26. No
27. Bring back the meters already. There were NO problems before.
28. Have it patrolled
29. Monitor to make sure vehicles only stay the allotted amount of time that is posted.
30. Monitor it
31. Open the over park and park aide to free parking
32. No
33. Have parking attendants check vehicles for how long they've been parked.
34. Maybe a targeted education campaign- specific letter sent to all businesses outlining why it's important to not take up spaces and to utilize the parking allowance for what it is intended
35. More enforcement by giving tickets if they exceed the time limit.
36. 45min to 1hr would be great

Please use the space below for any additional comments:

1. Please convert all parking in downtown to Free 2 Hour parking.
2. Thanks for asking!
3. Like most programs there are those who will abuse it. I think overall this has helped the downtown area.
4. Until the area is cleared of undesirable drug and alcohol users and has reasonable police presence development is a waste of time. The reputation in the community is it's very unsafe. I'll use this morning's stabbing as an example. The new Eugene downtown is located on the north side of the river and it is managed and policed by the private sector. 10+ years of city councilors with personal agenda's and little knowledge have ruined downtown Eugene at the taxpayers expense. Historic Downtown Eugene is now a community services district. Because of that Springfield will prosper as the economy improves in the future. They've earned it with a balanced and fundamentals focused government.
5. Our use is primarily evening for concerts/events. I strongly encourage commercial only parking spaces in alleys to service the business. There are bollards and no parking signs that could be changed to 30 minute commercial only parking to facilitate business deliveries, etc. during busy periods. I suggest this specifically near 100 block of W. Broadway, where a cage / gate blocks alley, or on the south side.
6. Please keep the new program. I don't see any negatives. I don't see businesses abusing it. It can only help us improve downtown. Downtown is a great place. Let people come down and see it without worrying about parking. Thanks!
7. I think free parking is necessary for re-vitalization of downtown Eugene, as are many other things that must change for downtown to its successful past. I believe leaving the free parking at 2 hours will doom the experiment to failure. I have customers that have told me that the free parking was the reason for the trip downtown, and their reason for not wanting to park anywhere other than on the street in front of the store was due to the

packs of kids and the constant badgering of the bums. So loitering must be addressed as well.

8. We appreciate your effort to make things easier for people to come downtown. This program though was not good in our area from the first day. A few spots in front of us at 45 minutes might help. Parking meters out front would be fine with us. Thank you for your interest.
9. We support FREE and/or monitored FREE parking for up to 4 hours.
10. I appreciate very much and like the idea of the free parking. It's nice we have the option of free parking but so far it is the lack of businesses located downtown that is the issue. I do see this improving with the new building on Willamette and Broadway as well as LCC.
11. The new sign at Pearl and Broadway does not adequately display Pay to Park ALL HOURS. The print is too small and hard to read. You need a sign closer to the ground that simply says PAY TO PARK ALL HOURS.
12. Expand the parking zone to the area where it will be of more impact to Pearl Street at lease. The current free parking does not cover the best and busiest area in "downtown", and then do your survey again.
13. Our business is on the east side of Willamette Street. Willamette street parking has very low turnover now that it is free. The meters on the east side of our building are often filled with City of Eugene cars, and not available to our customers either. So basically between the politicians meddling with a great system and removing the Willamette Street meters and an exemption that City owned cars can sit at meters without paying, the change has had an overall negative impact on our business.
14. Perhaps marking one of the spaces in front of our building assigned for S&DS patrons, and perhaps the two along 10th Ave. along side our building too?
15. While I believe the parking program is a positive move in the right direction in making the downtown more attractive, appealing, and inviting; I don't think that's the problem. The problem is the homeless & the young adults that seem homeless that are hanging around within two blocks of the library, and there is a 'soup kitchen' in the downtown area. A Lot of businesses (including myself) lock our doors to be safe. My car was vandalized during business hours less than 50 feet from our front door. The "patrons" that are coming by/into our office are homeless type people and not actual customers. In other words, for every 4 clients that visit us, we get at least one homeless. Some are friendly and harmless while others can be extremely intimidating and scary. I would LOVE to come downtown BUT I don't want to feel threatened in doing so. It should be enjoyable and not worrisome. I literally go into my place of business every single day worrying about my car. Clients that come to our office, on average spend about 1 positive minute talking about the parking program, and 4 negative minutes talking about the homeless element downtown. Sorry for my "additional" comments, but you asked :-)
16. My business is a liquor store and get a lot of walk ins thus the high customer counts 250-350 they are only in my store 10 min or less in many cases I need short term in front
17. I support the free parking experiment, but it's almost arrived too late to positively impact business, those that are left. We talk it up and encourage it to our customers though! I think it definitely helps people feel more positive about parking downtown.
18. Thank you
19. If you want free parking, and you want it to work, enforce it vigorously. As things currently stand, it is being abused consistently. On a daily basis, I see cars sit without tickets for the entire time that we are open (three hours). Either put more meter maids (or whatever you want to call them) on the street, or bring back the meters. Many of our patrons are older or

have young children. Having to park 2 or 3 blocks away may not seem like a lot, but for those individuals, it is difficult. I know from talking to other neighborhood businesses (ShawMed, Hutch's), that they are also opposed. People who want to be downtown want to be downtown, and free parking isn't going to bring people in, just as meters didn't dissuade people. If you think that free parking has helped downtown, you're wrong. Any upticks in business are surely attributable not to this scheme, but to economic recovery as a whole. I should mention by way of compliment, that I do as a bike rider appreciate the new bike racks attached to the posts that formerly held the meters. Eric Devin Server/Manager Lotus Garden Vegetarian Restaurant 810 Charnelton St.

20. Looking forward and wanting to express our support for a better, stronger downtown, we have so many empty stores, many people are so disappointed with our downtown and have been for quite a long time. New shopping with various businesses are cropping up, i.e. Coburg Rd, Whitaker area, and seeming to be quite successful. This problem with the downtown has gone on long enough, will it ever be revived...sad situation, storefronts with art in them, but not really a business? This is embarrassing. Eugene is a really awesome city, visitors first come to the downtown to check it out, and we do not have one to check out really, however, we did choose to put our business here and feel blessed to have a successful salon here, we have been an established salon since 1976, changing ownership thru time, we do not advertise in the phone book, we rely on word of mouth, and are doing quite well, we are believing with the changes with the pit project and with Bob Benenets project that it will bring some positive changes to our downtown, but parking is a strong issue here,
21. Free parking is the least of our worries, there needs to be so many other areas addressed. Free parking is only nice for our customer because of safety issues, downtown is not embracing to anyone any longer except teenagers and vagrants.
22. Thank you for being a dynamic and responsive dept; love the super cutting edge technology and resources being introduced in the parking program throughout all areas of town.
23. I like the 2-hour parking on the street. it should be implemented on the parking structures around downtown also. the pay parking behind lazars bazaar should not charge for the 1st hour of parking
24. Thank you for taking the time to work on this!
25. I don't think the program is useful in bringing business to downtown as that is not what's keeping people away.
26. Constructions activities on Willamette St-Broadway plus 2-hour free parking program impacts our business very bad. Our customers who were willing to pay for 2-hours now cannot find a space to park. Our suggestion is either go back to 2-hour meters or allocate one space in front of each building for our customers.
27. There's nowhere I'd come downtown to shop- nothing here I want to buy. Parking is not the issue. The lack of the right type of stores is the issue. Though, the restaurants are of good quality and price range. I'd shop DT if there was a Fred Myers and a Whole Foods Grocery. The LCC college students don't buy art from galleries; they buy groceries from Fred Myers. For a vibrant DT, the area needs to appeal to a larger portion of the population, and offer every day type of wares.
28. We would like to see the parking meters removed in all of the DT- especially in the soon to be 'art district' and the 'poler'. The current meters should be used as platforms for art as part of the art in places program.
29. (Hair Salon- clients haircuts take 2+ hours) Cannot afford to be paying for those clients, however as you know one bad occurrence can lead to a ripple affect. To help rectify this

situation, we now have directed our receptionist to advise them of the parking here pertaining to their service. As well as the availability to use the Parking Structures we do have. Parking Program for sure is a step in the right direction, for our downtown. Especially since we lost our parking lot on 10th and Olive. I must say though, our downtown has been a challenge for quite a few years. And the parking I do believe contributes to the demise of it from being fruitful and vibrant. Yes we did choose to place our business in our downtown, because we do believe that this situation can in time be turned around. We are not a small business. I firmly believe Imagine Salon is a great addition to our downtown. And I just want to say that WE ARE ALL FOR these changes for Eugene's downtown, that we are being the first to put positive words out about to the community, just want to share with you in hopes to work together, as we are a downtown business, some of the growing pains that we encounter through the changes.

Appendix F: Downtown Parking Counts, May 2011

Date	Day	Time	Conditions	Street	# Cars	Total Spaces	% Capacity
5-May	Thursday	10am	Cloudy	Willamette	29	34	85%
5-May	Thursday	10am	Cloudy	8th Avenue	27	47	57%
5-May	Thursday	10am	Cloudy	Lincoln	7	32	22%
5-May	Thursday	10am	Cloudy	Broadway	34	38	89%
5-May	Thursday	10am	Cloudy	Olive	14	28	50%
5-May	Thursday	10am	Cloudy	10th Avenue	8	10	80%
5-May	Thursday	10am	Cloudy	Charnelton	63	70	90%
5-May	Thursday	10am	Cloudy	11th Avenue	7	23	30%
5-May	Thursday	10am	Cloudy	Total	189	282	67%
5-May	Thursday	6pm	Sunny	Willamette	28	34	82%
5-May	Thursday	6pm	Sunny	8th Avenue	35	47	74%
5-May	Thursday	6pm	Sunny	Lincoln	24	32	75%
5-May	Thursday	6pm	Sunny	Broadway	24	38	63%
5-May	Thursday	6pm	Sunny	Olive	24	28	86%
5-May	Thursday	6pm	Sunny	10th Avenue	8	10	80%
5-May	Thursday	6pm	Sunny	Charnelton	64	70	91%
5-May	Thursday	6pm	Sunny	11th Avenue	16	23	70%
5-May	Thursday	6pm	Sunny	Total	223	282	79%
7-May	Saturday	10am	Light rain	Willamette	32	34	94%
7-May	Saturday	10am	Light rain	8th Avenue	25	47	53%
7-May	Saturday	10am	Light rain	Lincoln	25	32	78%
7-May	Saturday	10am	Light rain	Broadway	19	38	50%
7-May	Saturday	10am	Light rain	Olive	17	28	61%
7-May	Saturday	10am	Light rain	10th Avenue	9	10	90%
7-May	Saturday	10am	Light rain	Charnelton	61	70	87%
7-May	Saturday	10am	Light rain	11th Avenue	17	23	74%
7-May	Saturday	10am	Light rain	Total	205	282	73%
9-May	Monday	7am	Light rain	Willamette	14	34	41%
9-May	Monday	7am	Light rain	8th Avenue	10	47	21%
9-May	Monday	7am	Light rain	Lincoln	6	32	19%
9-May	Monday	7am	Light rain	Broadway	2	38	5%
9-May	Monday	7am	Light rain	Olive	1	28	4%
9-May	Monday	7am	Light rain	10th Avenue	3	10	30%
9-May	Monday	7am	Light rain	Charnelton	26	70	37%
9-May	Monday	7am	Light rain	11th Avenue	1	23	4%
9-May	Monday	7am	Light rain	Total	63	282	22%
9-May	Monday	8am	Sunny	Willamette	18	34	53%
9-May	Monday	8am	Sunny	8th Avenue	11	47	23%
9-May	Monday	8am	Sunny	Lincoln	8	32	25%

9-May	Monday	8am	Sunny	Broadway	8	38	21%
9-May	Monday	8am	Sunny	Olive	5	28	18%
9-May	Monday	8am	Sunny	10th Avenue	3	10	30%
9-May	Monday	8am	Sunny	Charnelton	20	70	29%
9-May	Monday	8am	Sunny	11th Avenue	3	23	13%
9-May	Monday	8am	Sunny	Total	76	282	27%
9-May	Monday	11am	Sunny	Willamette	28	34	82%
9-May	Monday	11am	Sunny	8th Avenue	26	47	55%
9-May	Monday	11am	Sunny	Lincoln	9	32	28%
9-May	Monday	11am	Sunny	Broadway	30	38	79%
9-May	Monday	11am	Sunny	Olive	21	28	75%
9-May	Monday	11am	Sunny	10th Avenue	8	10	80%
9-May	Monday	11am	Sunny	Charnelton	50	70	71%
9-May	Monday	11am	Sunny	11th Avenue	10	23	43%
9-May	Monday	11am	Sunny	Total	182	282	65%
9-May	Monday	12pm	Sunny	Willamette	28	34	82%
9-May	Monday	12pm	Sunny	8th Avenue	32	47	68%
9-May	Monday	12pm	Sunny	Lincoln	11	32	34%
9-May	Monday	12pm	Sunny	Broadway	24	38	63%
9-May	Monday	12pm	Sunny	Olive	22	28	79%
9-May	Monday	12pm	Sunny	10th Avenue	8	10	80%
9-May	Monday	12pm	Sunny	Charnelton	41	70	59%
9-May	Monday	12pm	Sunny	11th Avenue	11	23	48%
9-May	Monday	12pm	Sunny	Total	177	282	63%
9-May	Monday	5pm	Cloudy	Willamette	28	34	82%
9-May	Monday	5pm	Cloudy	8th Avenue	39	47	83%
9-May	Monday	5pm	Cloudy	Lincoln	10	32	31%
9-May	Monday	5pm	Cloudy	Broadway	37	38	97%
9-May	Monday	5pm	Cloudy	Olive	27	28	96%
9-May	Monday	5pm	Cloudy	10th Avenue	8	10	80%
9-May	Monday	5pm	Cloudy	Charnelton	58	70	83%
9-May	Monday	5pm	Cloudy	11th Avenue	11	23	48%
9-May	Monday	5pm	Cloudy	Total	218	282	77%
11-May	Wednesday	9am	Cloudy	Willamette	27	34	79%
11-May	Wednesday	9am	Cloudy	8th Avenue	31	47	66%
11-May	Wednesday	9am	Cloudy	Lincoln	16	32	50%
11-May	Wednesday	9am	Cloudy	Broadway	18	38	47%
11-May	Wednesday	9am	Cloudy	Olive	18	28	64%
11-May	Wednesday	9am	Cloudy	10th Avenue	6	10	60%
11-May	Wednesday	9am	Cloudy	Charnelton	46	70	66%
11-May	Wednesday	9am	Cloudy	11th Avenue	2	23	9%
11-May	Wednesday	9am	Cloudy	Total	164	282	58%

11-May	Wednesday	1pm	Rain	Willamette	33	34	97%
11-May	Wednesday	1pm	Rain	8th Avenue	31	47	66%
11-May	Wednesday	1pm	Rain	Lincoln	18	32	56%
11-May	Wednesday	1pm	Rain	Broadway	26	38	68%
11-May	Wednesday	1pm	Rain	Olive	23	28	82%
11-May	Wednesday	1pm	Rain	10th Avenue	9	10	90%
11-May	Wednesday	1pm	Rain	Charnelton	62	70	89%
11-May	Wednesday	1pm	Rain	11th Avenue	11	23	48%
11-May	Wednesday	1pm	Rain	Total	213	282	76%
12-May	Thursday	3pm	Sunny	Willamette	29	34	85%
12-May	Thursday	3pm	Sunny	8th Avenue	34	47	72%
12-May	Thursday	3pm	Sunny	Lincoln	15	32	47%
12-May	Thursday	3pm	Sunny	Broadway	31	38	82%
12-May	Thursday	3pm	Sunny	Olive	22	28	79%
12-May	Thursday	3pm	Sunny	10th Avenue	10	10	100%
12-May	Thursday	3pm	Sunny	Charnelton	55	70	79%
12-May	Thursday	3pm	Sunny	11th Avenue	11	23	48%
12-May	Thursday	3pm	Sunny	Total	207	282	73%
13-May	Friday	2pm	Sunny	Willamette	30	34	88%
13-May	Friday	2pm	Sunny	8th Avenue	27	47	57%
13-May	Friday	2pm	Sunny	Lincoln	15	32	47%
13-May	Friday	2pm	Sunny	Broadway	33	38	87%
13-May	Friday	2pm	Sunny	Olive	21	28	75%
13-May	Friday	2pm	Sunny	10th Avenue	6	10	60%
13-May	Friday	2pm	Sunny	Charnelton	44	70	63%
13-May	Friday	2pm	Sunny	11th Avenue	12	23	52%
13-May	Friday	2pm	Sunny	Total	188	282	67%
13-May	Friday	4pm	Sunny	Willamette	34	34	100%
13-May	Friday	4pm	Sunny	8th Avenue	44	47	94%
13-May	Friday	4pm	Sunny	Lincoln	16	32	50%
13-May	Friday	4pm	Sunny	Broadway	38	38	100%
13-May	Friday	4pm	Sunny	Olive	24	28	86%
13-May	Friday	4pm	Sunny	10th Avenue	8	10	80%
13-May	Friday	4pm	Sunny	Charnelton	67	70	96%
13-May	Friday	4pm	Sunny	11th Avenue	11	23	48%
13-May	Friday	4pm	Sunny	Total	242	282	86%