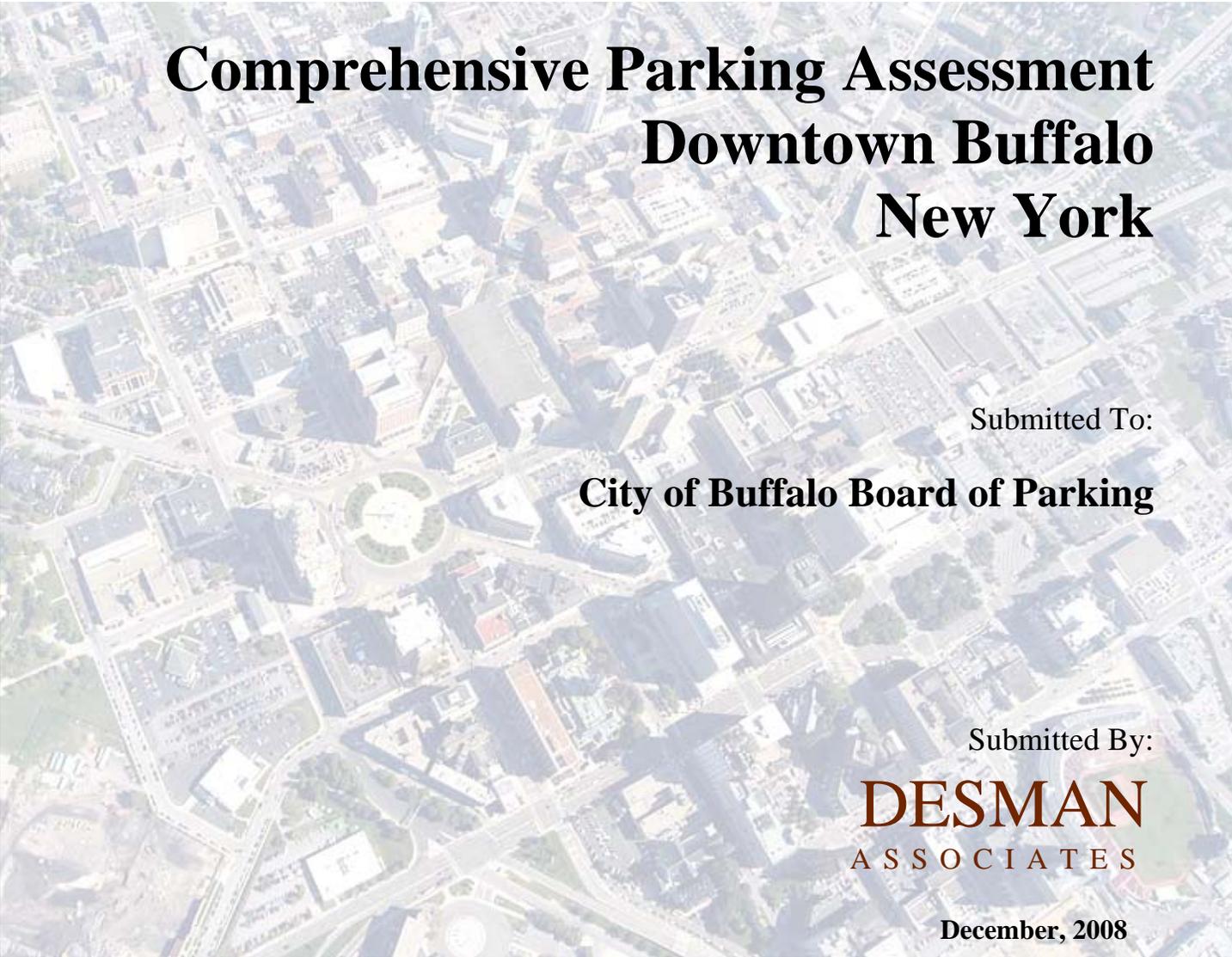


FINAL REPORT



**Comprehensive Parking Assessment
Downtown Buffalo
New York**

Submitted To:

City of Buffalo Board of Parking

Submitted By:

**DESMAN
ASSOCIATES**

December, 2008

EXECUTIVE SUMMARY

DESMAN Associates has been retained by the City of Buffalo's Board of Parking to assess current and future parking supply and deficit conditions, prepare preliminary structured parking feasibility studies, estimate future parking development costs, project operations and management costs/revenues and provide recommendations regarding the most efficient and effective form of organizational structure to manage the City's public parking assets. In short, the consultant was asked to determine if the public parking system in downtown Buffalo is both physically and operationally capable of responding to the immediate and long term needs of the downtown and its constituency. If not, the report is to document the changes that need to be made to improve the system's efficiency and accountability.

To successfully address these issues, the study has been divided into six distinct yet interrelated phases.

- Section 1 – Introduction / Study Area Boundary
- Section 2 – Existing and Future Parking Surplus/Deficit Analysis
- Section 3 – Structured Parking Site Feasibility Study
- Section 4 – Valuation of Public Parking Assets
- Section 5 – Strategic Management Plan
- Section 6 – Municipal Parking System Financial Forecast

Existing and Future Parking Surplus/Deficit Analysis

The core study area is bounded by Goodell Street to the north, properties east of Michigan Street, I-190 and the Inner Harbor to the south and mixed-use properties to the west of Elmwood Avenue. Beyond these defined boundaries the study includes two City parking ramps and numerous City parking lots, which are peripheral to the downtown but are important parts of the City's public parking system; the Gallagher Ramp serves Women & Children's Hospital, Ozinski Ramp services Gates Circle Millard Fillmore Hospital serves Gates Circle, North Street Ramp serves Buffalo General Hospital, and 24 Residential Area Parking Program (RAPP) lots that are situated throughout the City.

System-wide, there are 32,730 available spaces in the core study area. Of these spaces 8% are curbside, 56% are located in publicly available off-street facilities and the remaining 36% are located in private/restricted off-street parking facilities.

Public and private off-street facilities (ramps and surface lots) were documented at 76% occupancy during the peak 11 AM to 1 PM period, with 22,810 of the available 30,076 spaces occupied. Off-street parking utilization was highest in the Office District with 92% occupancy, Retail Core with 89% occupancy, and the Government Office District at 85% occupancy.

System-wide, 54% of available on-street spaces in the core study area were occupied. However, each district experienced very different utilization patterns during the peak period. For example, the HSBC Arena District was only 22% occupied while the Government Office District experienced a much higher utilization rate of 68%.

Overall, 74% of all parking in downtown Buffalo is occupied during its peak period. This suggests that there is an adequate supply of parking both on and off-street to meet the current parking demand. The

core study area in downtown Buffalo, as a system, has a practical parking surplus of 5,217 spaces, with only the Office District experiencing a practical deficit of 4 spaces.

Future parking surplus/deficit conditions for downtown Buffalo were calculated by layering parking demand associated with known, proposed, and potential development activity (as provided, revised, and approved by The City's Office of Economic Development and Buffalo Place, Inc.) onto existing parking supply and occupancy figures. It is estimated that new development activity will create a need for an additional 1,906 parking spaces.

When that impact is layered over all publicly available off-street parking a system-wide surplus of 713 spaces remains. However, when the number of existing parking spaces that are lost to new development is included, the Government-Office District, an area between Chippewa St., Church St. Delaware Ave., and Elmwood Ave., will experience a deficit of 1,917 spaces. Publicly available parking surpluses within a 1 ½ block radius of that district should reduce that deficit to approximately 1,650 spaces.

Structured Parking Site Feasibility Study

A parking deficit of this magnitude cannot be satisfied by a single parking structure. As such multiple surface parking sites within this area have been evaluated for structured parking development; a lot at the northeast corner of Mohawk Street and Elmwood Avenue, a combination of lots at the southwest corner of Huron Street and Bean Alley, and a surface lot south of Chippewa Street along Delaware Avenue.

Given the need to program for the eventual reversion of the Main Place Ramp to private ownership/operation, a fourth site that is outside of the Government-Office District was also evaluated; the City-owned Ellicott Street/Oak Street surface lot.

Based on functional concepts and using FY 2008 figures, a Mohawk/Elmwood ramp could potentially support 492 spaces at an estimated cost of \$9.7 million, a Huron/Bean ramp could potentially support 557 spaces at an estimated cost of \$10.8 million, a Chippewa/Delaware ramp could potentially support 677 spaces at an estimated cost of \$13.0 million, and a Ellicott/Oak ramp could potentially support 1,477 spaces at an estimated cost of \$28.6 million. These costs do not include land acquisition and only the Ellicott Street/Oak Street site is owned by the City.

The properties that could be used to build substantial public parking facilities in the Government Office District are owned by private interests. These sites are attractive to mixed-use development. The demand generated by such development would likely consume much of that parking that could be created. Under this configuration, it would be unlikely that the City would be willing to invest in parking infrastructure if the number of publicly available spaces that can be created is relatively low.

In order to meet the anticipated deficit in the Government-Office District more than one of these sites must be developed for stand-alone parking. As a result, the City will have to partner with a developer who owns multiple parcels/development sites. The City could lease the land on the second site and build a large capacity parking structure and permit the developer to maximize their development density on their first/prime site. By transferring the on-site parking requirements for an office or mixed-use project to a second site, the developer is permitted in increase their development density, thereby increasing their revenue potential.

The owner of the Main Place Mall/Tower is motivated to accelerate the schedule for the transfer of the Main Place ramp. However, the City has been uncertain of the supply and financial impacts that public to private ownership transfer will have on the parking system. The analysis suggests that without a replacement parking facility within a 1 ½ block radius of Main Place ramp, an estimated 700-800 current daily and transient parkers will be unable to find available parking to meet their needs.

A potential parking structure on the existing Ellicott/Oak surface lot is perfectly suited to meet this need. Main Place Mall/Tower ownership or another developer may be willing to participate in the development of that new facility given the more immediate benefit that accelerated private ownership will have. Additionally, the Ellicott/Oaks site is capable of supporting both a large public parking structure and additional commercial and/or residential development. A financial agreement can be negotiated with Main Place that accelerates transfer of ownership and obtains development rights on that site. The City would pledge to use these funds to underwrite the construction of the parking facility and thereby lessen the financial burden on the parking system.

Valuation of Public Parking Assets

The asset value, revenues, expenses and debt obligation attributable to off-street parking facilities are consolidated under a Parking Enterprise Fund in the City's Comprehensive Annual Financial Report (CAFR).

The City's off-street parking facilities account for a total of 9,464 ramp spaces, 375 spaces at the Ellicott-Oak Lot and 660 RAPP Lot spaces. Excluding the RAPP Lots, records provided by the City Controller's office indicate that this portfolio of parking facilities have a total non-depreciated asset value of \$82.5 million. This asset value total translates into a per parking space value of approximately \$8,300. Given the current regional construction pricing of approximately \$16,000 per space, the replacement cost of this inventory of ramp spaces would be over \$157 million.

Collectively, the off-street parking facilities yielded more than \$4 million in net income in 2008, which equates to 33% of the gross revenue generated by the facilities.

The City manages the on-street parking system, which consists of approximately 3,000 single unit parking meters and 25 Pay-n-Display multi-space parking units. The CAFR lumps the revenues and expenses attributed to the meter system and its related functions together with the many other governmental activities included in the City's General Obligation (G.O.) Fund budget. In FY 2007 on-street revenues from fines, violations and other sources equaled \$9.06 million and the expenses associated with its operation equaled \$1.66 million.

The City separates the financial reporting and accounting of its off-street parking facilities (i.e. Parking Enterprise Fund) from that of its on-street parking system (i.e. Parking Division G.O. Fund). This financial account structure can often lead to these two programs not being managed and monitored as a whole system. It is recommended that a single entity should be charged with the oversight, monitoring, planning and decision-making advocacy for both programs.

For FY 2007 the Municipal Parking System combined (on and off-street) generated over \$20.3 million in gross receipts and the total cost of operations, including debt service, amounted to \$10.4 million;

Strategic Management Plan

The off-street parking assets are managed by the use of a contract service, Buffalo Civic Auto Ramps (BCAR), and are passively overseen by a variety of departments and authorities. Presently, an Interim Parking Director is in place. This individual manages off-street parking activity and reports to the Mayor and Board of Parking. The Board of Parking indirectly sets policy and provides oversight of BCAR and the Parking Director.

BCAR operates the City-owned off-street parking facilities in the downtown area on a daily basis under a contractual obligation with the City. In addition to BCAR, Allpro parking manages the John Gallagher Garage and the Buffalo General Hospital Garage both of which is outside the downtown area and predominantly serves healthcare and residential demand. A review of Allpro managed facilities indicated that both were dirty and require systems repairs and updating.

Operating separately from the off-street parking operation, the on-street parking division, operating under the Finance Department, manages the daily operation of the on-street, enforcement and towing divisions.

The City's oversight of both on and off-street parking is performed from a highly fragmented base. This has resulted in a municipal parking program that has abrogated traditional owner management oversight responsibilities and transferred certain responsibilities to the private sector with minimal control.

This fragmentation of oversight, reliance on the private sector, and abrogation of traditional responsibilities has created an overly competitive, shortsighted, and dysfunctional parking system. The system in its current form limits the potential beneficial impacts that a successful parking program can provide, that is, to promote public and private sector vitality and redevelopment.

Believing that the City of Buffalo requires a strong parking management entity that operates like a business model, there are only two logical choices, a parking authority and a parking enterprise fund. However, it is unlikely that the City of Buffalo will establish a parking authority since it wishes to regain control of the overall parking program internally whereas a parking authority approach will not allow the City to achieve this objective.

The City of Buffalo must conduct a national recruitment effort to fill the position of Parking Commissioner who will direct both the on-street and off-street operations. The purpose of elevating this position from a Parking Director to Commissioner level is so that the previously identified layers of bureaucracy can be eliminated.

The existing City of Buffalo Board of Parking would be reorganized and would now act in an advisory only role to the Mayor and Parking Commissioner. Members of this committee should have no affiliations with any other City of Buffalo board, should include residents and business owners in the community, and should not include private-sector parking management personnel.

It is recommended that facilities managed by Allpro be turned over to BCAR so that the standards for maintenance achieved at facilities currently managed by BCAR in the downtown area are achieved at the two hospital parking ramps and consolidation of services can begin. This will reduce the number of contracts needed to be monitored by the City.

The City of Buffalo has been approached by Kalieda Health who has expressed their interest in purchasing or managing the John Gallagher Sr. Ramp and the BNMC who has expressed their interest in purchasing or managing the Buffalo General Hospital Ramp. At this time, the sale of these facilities is not recommended. It is believed that with BCAR assuming control of the facility and the hiring of a Parking Commissioner, improvements in systems, operations, and daily maintenance will increase the general appearance of the facility and flexibility of the parking operation.

The City of Buffalo owns a number of surface parking lots situated outside the study area that serve residential and retail areas referred as RAPP lots. Parking is generally unmonitored in these areas as these lots are currently operated with no type of revenue or permit control system.

It is recommended that pay-by-space multi-space parking meters be utilized in certain facilities where parking revenue generation opportunities exist to manage hourly parking demands. In addition, to meet the need of residential users, a permit parking program should be developed that allows residents in the area to use a specific RAPP facility without the need to pay the meter but instead requires the purchase of a decal or permit on an annual basis.

Municipal Parking System Financial Forecast

A 10-year financial forecast for the Municipal Parking System was prepared. It includes actual and unofficial revenue and expenses for the on-street and off-street systems for fiscal year 2007 and 2008.

The analysis includes internal operating cost incurred by the City of Buffalo's for the Parking Enterprise Fund which is projected to increase in 2010 and 2011 as a result of hiring a Parking Commissioner in 2010 and an Off-Street Parking Manager, Accountant, Bookkeeper and Clerical Support in 2011.

The analysis also includes expansion assumptions related to the possible development of four new parking ramps in the downtown area. Construction of the first new ramp is assumed to commence in 2011 with construction of the other three new ramp projects starting in the years 2013, 2016 and 2019.

Parking Enterprise Fund analysis estimates that the annual net revenue from off-street operations will vary between \$3 million and \$5 million between 2011 and 2018 when these projects are recommended for development. The accumulated net operating income for the Parking Enterprise Fund is projected to grow from approximately \$2.4 million in 2008 to \$57.1 million by 2019 if the City does not develop the identified new ramp projects. Even with the development of the new ramps as specified the accumulated net operating income for Parking Enterprise Fund will grow to approximately \$31.5 million by 2019.

The financial performance of the On-street Parking Division has been strong and is expected to continue to perform well. The City's planned investment in new meter technologies will help to mitigate cost increases that will mostly likely to be tied to ever increasing workforce wage and benefit costs. The City's general fund should continue to realize a \$6 to \$7 million annual contribution from this program.

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SECTION I - INTRODUCTION

DESMAN Associates has been retained by the City of Buffalo's Board of Parking to assess current and future parking supply and deficit conditions, prepare preliminary structured parking feasibility studies, project future parking development, operations, management costs, revenues, and make recommendations regarding the most efficient and effective form of organizational structure to manage the City's public parking assets. Within that broad scope of services are a number of issues and questions that must be addressed.

- How should on-street metered parking and off-street parking work in tandem to support the overall goals of the parking program?
- What information should the City's handheld meter enforcement technology collect and how should it be used?
- What evaluation methodology should the Parking Board use when awarding the parking management contract?
- How should the City's parking ramp at the Buffalo/Niagara Medical Campus be operated and by whom?
- What bond covenants issues exist in regards to future public/private joint ventures and development initiations?
- What will be the financial and supply impact to the City/Board when the HSBC and Main Place Mall ramps fall under non City-ownership and operation in 2019?
- Should the City/Board consider privatizing some or all of the public parking facilities, including the early transfer of ownership/operation of the Main Place ramp?
- What is the best form of parking management structure; the current City/Board composition, partial/complete privatization, a centralized and independent parking authority, a parking department with enterprise fund capabilities, or division of parking under an existing City agency?

To successfully address these issues and questions, the study has been divided into five distinct yet interrelated phases. These phases are as follows:

Section 2 – Existing and Future Parking Surplus/Deficit Analysis

Section 3 – Structured Parking Site Feasibility Study

Section 4 – Valuation of Public Parking Assets

Section 5 – Evaluation of Current Management Structure

Section 6 – Municipal Parking System Financial Forecast

It should be noted that DESMAN completed two previous downtown Buffalo parking studies. The first study, completed in 2000, was similarly comprehensive; encompassing demand, parking management, rates, transit/shuttle operations, and a theoretical study of parking's influence on the creation of jobs and real estate values. The parking supply and demand portion of that study was later updated in 2006 with a focus on future development and acceptable walking distances from parked location to destination. Both of these previous studies serve as a foundation upon which the methodology of this study is based.

It should also be noted that this study benefited from contributions from key downtown stakeholders including:

- Board of Parking
- Mayor Brown
- Deputy Mayor Casey
- Office of Economic Development
- Representatives of the Common Council
- Commissioner of Finance
- Buffalo Civic Auto Ramps (BCAR)
- BCAR board members
- Buffalo Place, Inc.
- Buffalo Niagara Medical Campus
- Erie Canal Harbor Development
- Niagara Frontier Transit Authority
- Erie County Industrial Development
- Government Services Administration

1.0 STUDY AREA BOUNDARY

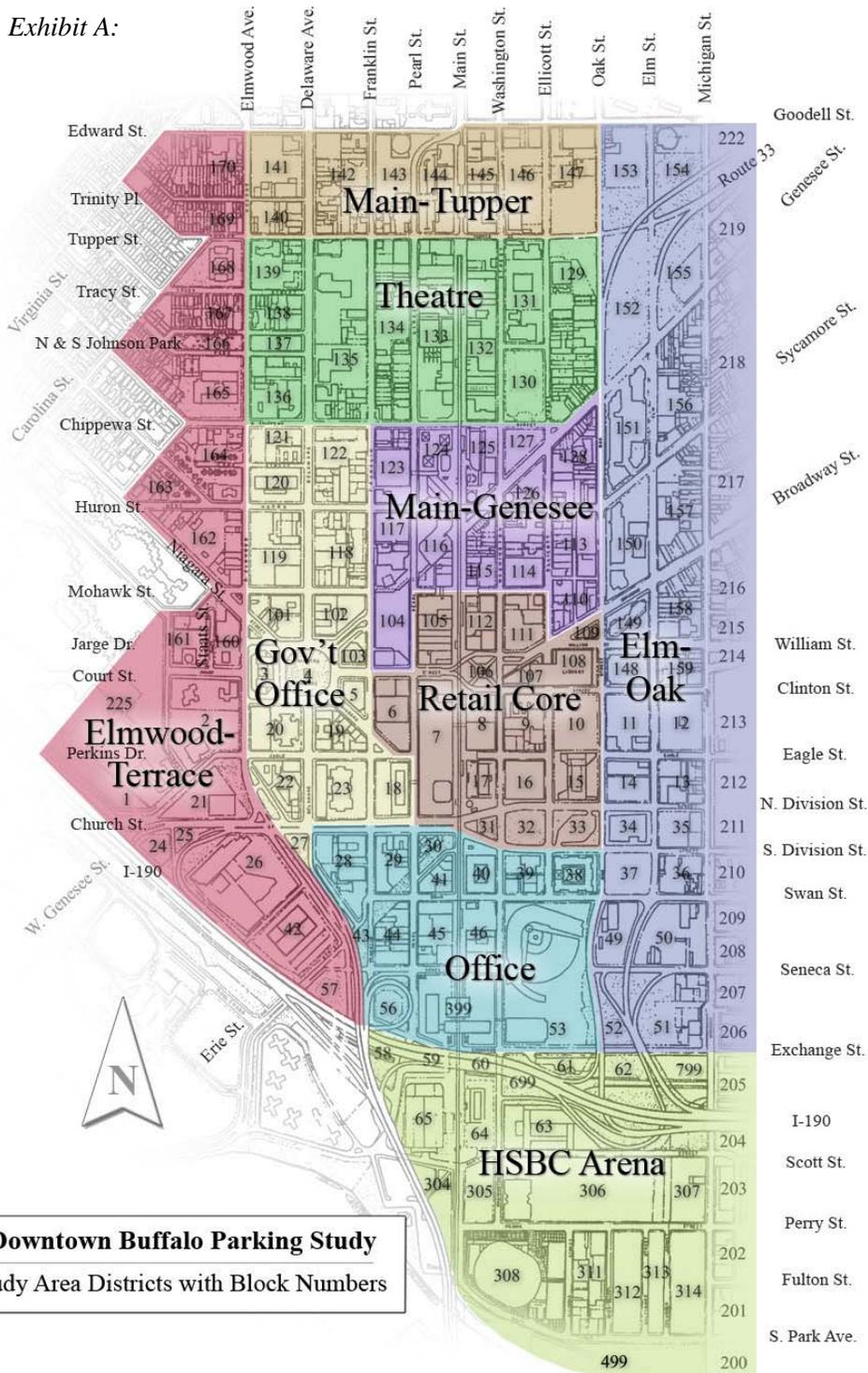
Given the goals of the study and the broad geographic distribution of City of Buffalo off-street parking assets, this project includes a core study of parking supply and demand issues (i.e., an update of the 2000 and 2006 studies) and those surface and structured parking facilities that fall outside of that core. The core study area is bounded by Goodell Street to the north, properties east of Michigan Street, I-190 and the Inner Harbor to the south and mixed-use properties to the west of Elmwood Avenue and defined by 9 districts. These include:

- Main-Tupper
- Theatre
- Main-Genesee
- Elmwood Terrace
- Government Office
- Retail Core
- Office
- Elm-Oak
- HSBC Arena

Exhibit A illustrates district locations and boundary overlays, as well as the block coding system utilized by the City of Buffalo.

Beyond these defined boundaries the study includes two City parking ramps and numerous City parking lots, which are peripheral to the downtown but are important parts of the City's public parking system; the Gallagher Ramp serves Women & Children's Hospital, North Street Ramp serves Buffalo General Hospital, and 24 Residential Area Parking Program (RAPP) lots that are sprinkled throughout the City. More detailed information on these facilities and those on and off-street spaces located in the core study area will be presented shortly.

Exhibit A:



SECTION 2 – EXISTING & FUTURE PARKING SUPPLY & DEMAND

1.0 CORE AREA PARKING SUPPLY

Although detailed block by block data is included in this report, the primary focus will initially be kept on individual district findings, as they provide more meaningful supply and demand analysis. The distinction between publicly and privately available parking should first be clarified to better understand a downtown's available parking supply and hence the relative peak period surplus or deficit condition. Publicly available parking is defined as those spaces available to the general public regardless of trip purpose and could be either publicly or privately owned and operated. In contrast, private and/or restricted parking is only available to specific users. Off-street parking includes all public and private surface lots and ramps while on-street parking consists of metered and time restricted, curbside spaces and is available to all parkers, regardless of trip purpose. Downtown Buffalo also implements a restriction on some spaces that are reserved for authorized vehicles such as those belonging to judges and police officers. Note that this section of the study focuses on the core study area and does not include those ramps and RAPP lots that are outside of this area. Information on these facilities will be presented in the Operational Evaluation (Section 5).

1.1 Off-Street Parking Supply

Table 1a presents the parking supply by district for all public and private off-street facilities within the study area. Downtown Buffalo has 30,076 parking spaces, of which 18,213 (61%) are available to the general public. Exhibit B illustrates the distribution of all surface and structured parking, while Exhibit C identifies all public and private facilities within the study area.

Table 1a:
Off-street Public and Private Parking Supply

District Name	Publicly Available	Private/ Restricted	Total Off-Street Parking Supply
Main-Tupper	95	1,264	1,359
Theater District	1,009	1,709	2,718
Main - Genesee	2,912	391	3,303
Government Office	1,396	402	1,798
Retail Core	4,636	102	4,738
Office District	2,807	106	2,913
Elm-Oak Corridor	1,151	2,840	3,991
Elmwood Terrace	1,920	2,446	4,366
HSBC Arena	2,287	2,603	4,890
---	18,213	11,863	30,076

Exhibit B:

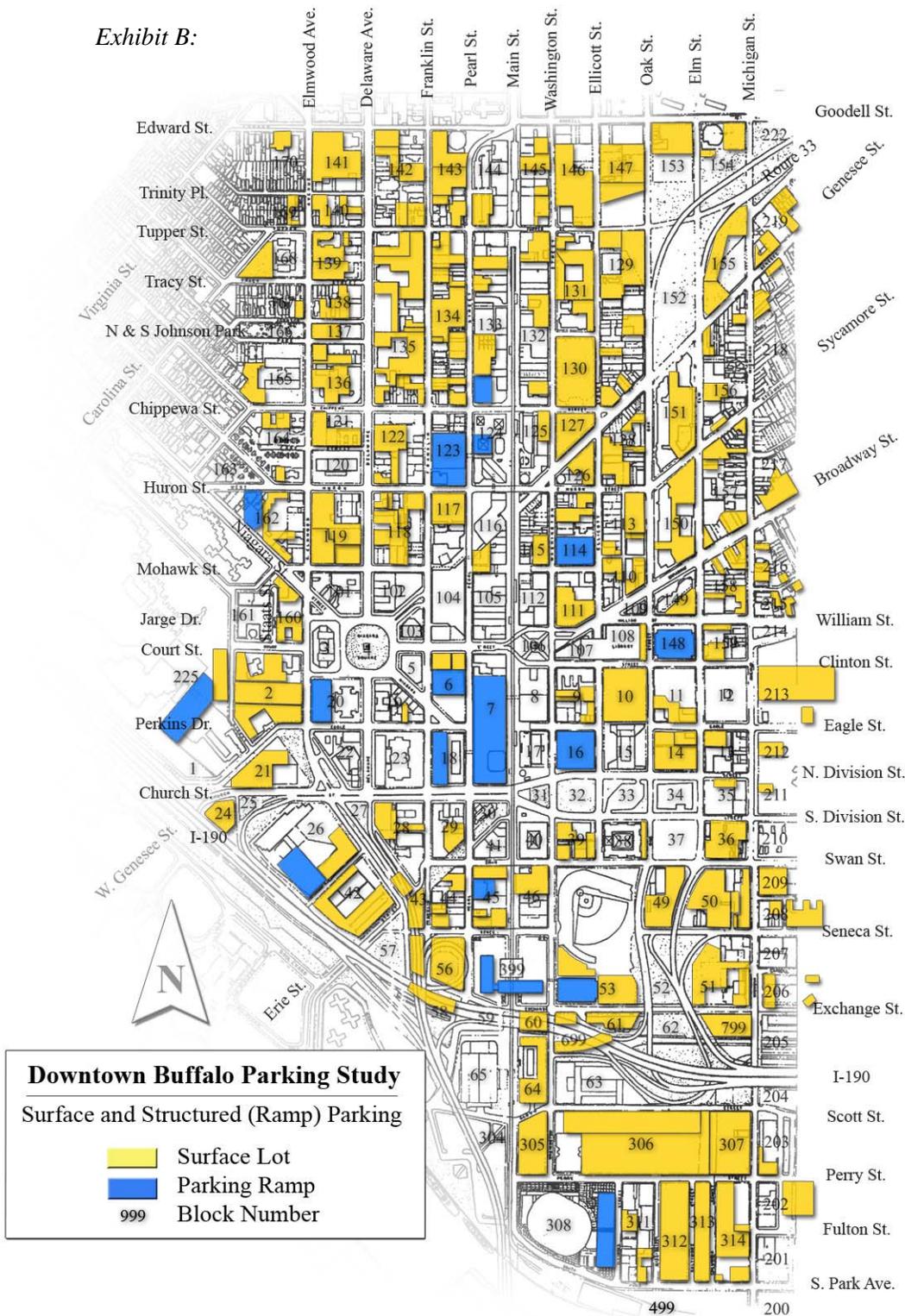
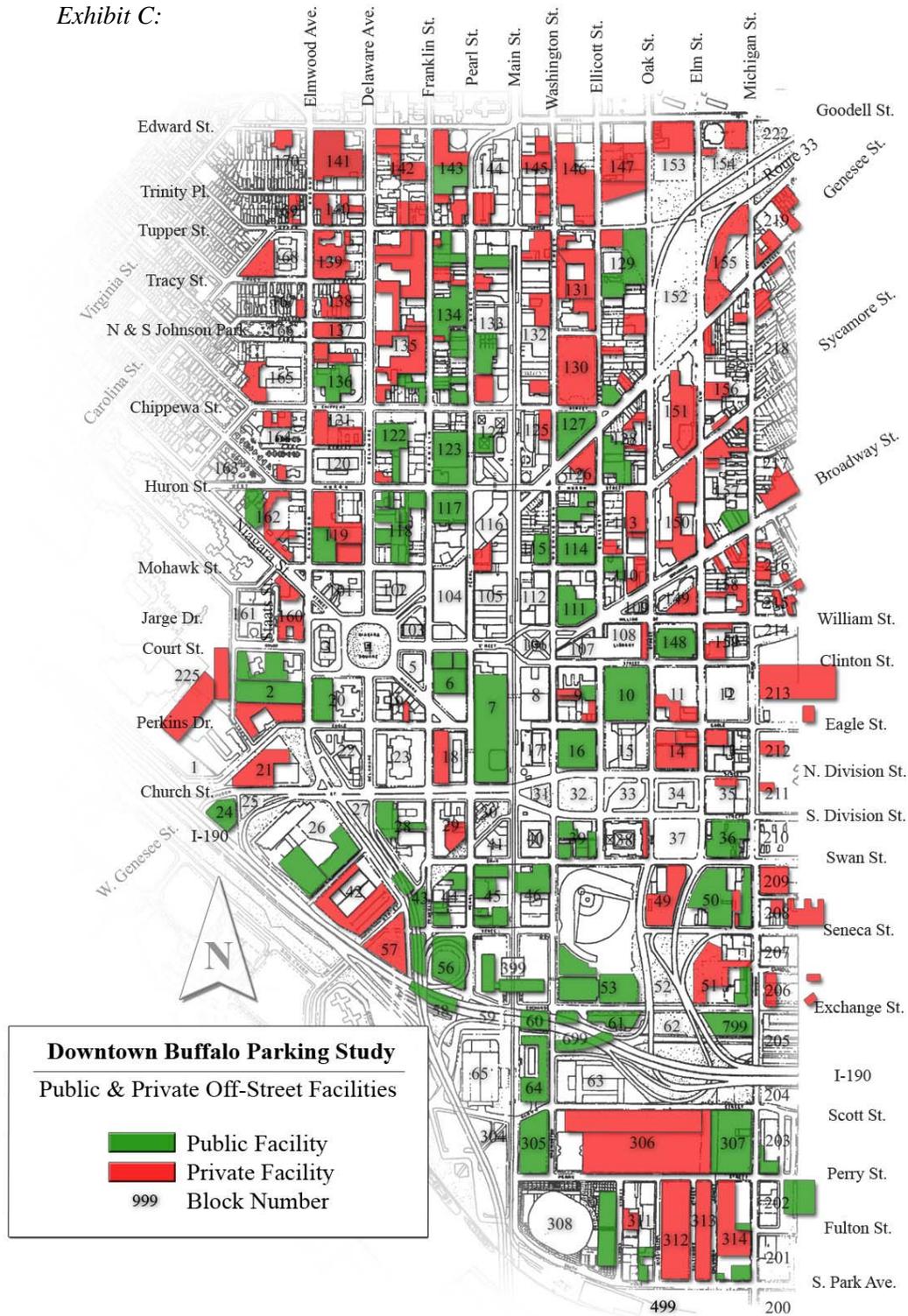


Exhibit C:



1.2 On-Street Parking Supply

Table 1b summarizes the number of curbside on-street parking spaces within each district. Presently, there are 2,654 available on-street spaces within the study area. This inventory includes:

- 15-minute and 2-hour metered spaces
- All day metered spaces (\$2 and \$3/day)
- 1-hour and 2-hour non-metered (free) spaces
- Restricted spaces, typically for “official vehicles only”
- Free, unrestricted spaces

Table 1b:
On-Street Parking Supply

District Name	On-Street Supply
Main - Tupper	235
Theater District	388
Main - Genesee	283
Gov't Office	320
Retail Core	228
Office District	164
Elm-Oak Corridor	471
Elmwood-Terrace	403
HSBC Arena	162
Total	2,654

Large concentrations of on-street spaces can be found in the Theatre and Elmwood-Terrace districts as well as the Elm-Oak corridor. Exhibit D, on the following page, illustrates the locations and types of on-street parking restrictions in downtown Buffalo.

Exhibit D:

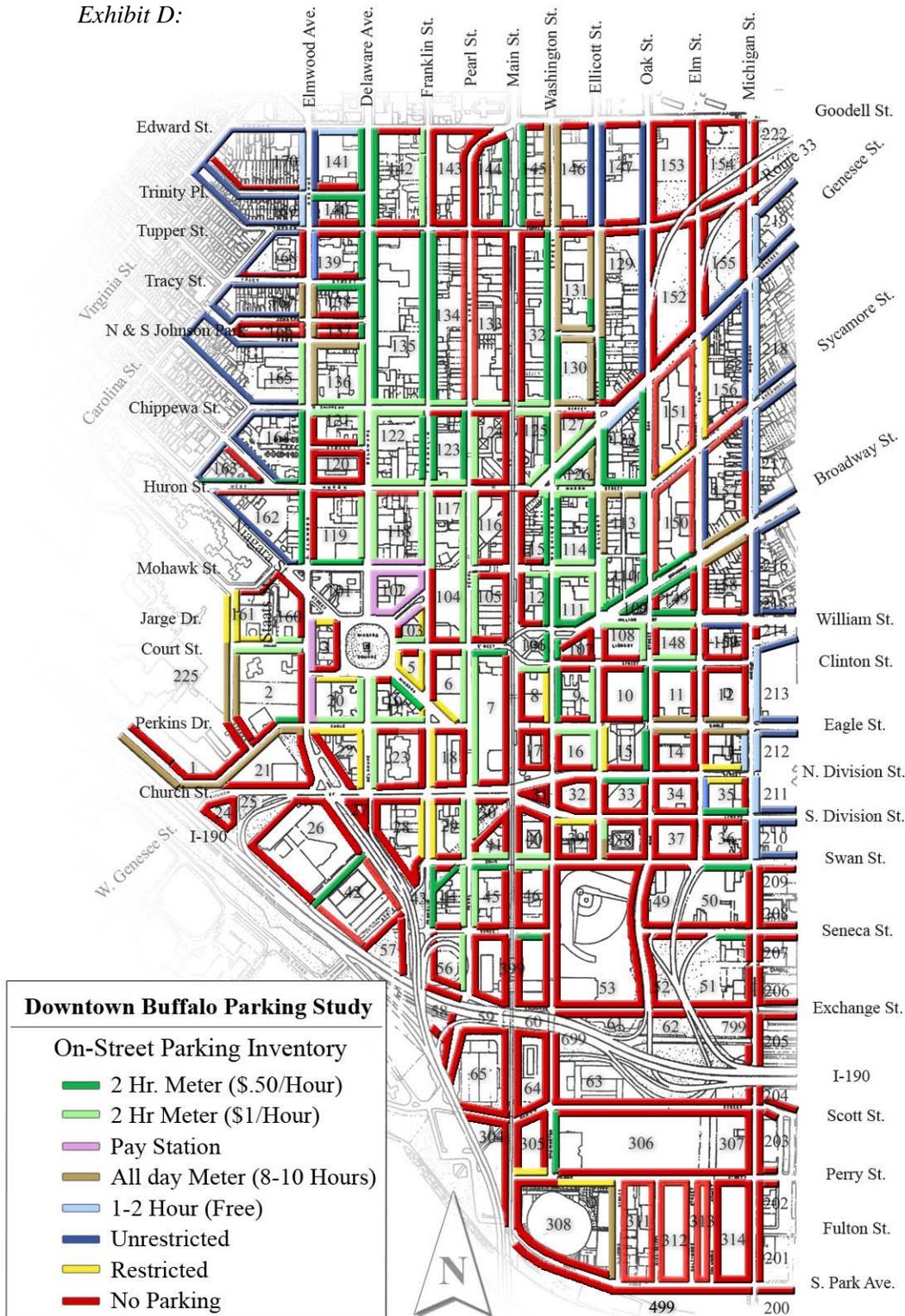


Table 1c combines the on and off-street as well as the public and private data to present the total parking supply for the entire study area. System-wide, there are 32,730 available spaces in the core study area. Of these spaces 8% are curbside, 56% are located in publicly available off-street facilities and the remaining 36% are located in private/restricted off-street parking facilities.

Table 1c
On and Off-Street (Public and Private) Parking Supply

District Name	On-Street	Off-Street		Total Parking Supply
		Public	Private	
Main-Tupper	235	95	1,264	1,594
Theater District	388	1,009	1,709	3,106
Main - Genesee	283	2,912	391	3,586
Government Office	320	1,396	402	2,118
Retail Core	228	4,636	102	4,966
Office District	164	2,807	106	3,077
Elm-Oak Corridor	471	1,151	2,840	4,462
Elmwood Terrace	403	1,920	2,446	4,769
HSBC Arena	162	2,287	2,603	5,052
---	2,654	18,213	11,863	32,730

2.0 EXISTING PEAK PERIOD PARKING UTILIZATION

For the purposes of this study, information provided by the City of Buffalo Parking Board, Buffalo Civic Auto Ramps, Buffalo Place, Inc. and car counts from an April 2008 aerial photograph of downtown Buffalo have been utilized to update peak occupancy data. Parking occupancy data documents the utilization of available parking and identifies the peak period of parking activity, which is the period when, as a system, it is most difficult to find an available space. Previously conducted surveys by the GBNRTC (Formerly NFTC) have determined this period is from 10am to 2pm on a typical weekday. In addition to peak occupancy, an additional measure of the stress on the parking inventory is its “Practical Capacity.” Practical capacity relates to the level of service of a parking facility. As the occupancy levels within a garage, lot, or throughout an entire parking system reach a certain level, drivers who are searching for an available space will be required to search longer and farther for an available space. This results in the driver spending more time searching for that elusive last space. This increases the driver’s frustration, the potential for vehicle to vehicle or vehicle to pedestrian conflicts and slows the ability for cars to get in and out of the facilities. The effective and efficient utilization and turnover of spaces is achieved when an operational surplus of between 5% and 10% is provided. For the purpose of this study, a practical capacity factor of 10% will be used to analyze parking conditions in downtown Buffalo.

2.1 Off-Street Parking Utilization

Tables 2a, 2b, and 2c present the utilization data for public, private and total off-street spaces in each district within the core study area. System wide (Table 2c), off-street facilities were documented at 76% occupancy during the peak period, with 22,810 of the available 30,076 spaces occupied. The most heavily utilized districts were the Office District at 92% occupancy, Retail Core at 89% occupancy and the Government Office District at 85% occupancy. The three tables on the following page identify the surplus and deficit in each district by comparing

occupancy levels to practical capacity. Core study area off-street facilities have a total surplus of 4,267 spaces, with the Office district experiencing a practical deficit of 48 spaces.

Table 2a:
Public Off-Street Parking Utilization and Surplus/Deficit Conditions

District Name	Publicly Available Parking Supply	Practical Capacity (90%)	Peak Occupancy	%	Surplus/Deficit
Main-Tupper	95	86	71	75%	15
Theater District	1,009	908	815	81%	93
Main - Genesee	2,912	2,621	2,388	82%	233
Government Office	1,396	1,256	1,208	87%	48
Retail Core	4,636	4,172	4,130	89%	42
Office District	2,807	2,526	2,587	92%	-61
Elm-Oak Corridor	1,151	1,036	835	73%	201
Elmwood Terrace	1,920	1,728	1,719	90%	9
HSBC Arena	2,287	2,058	1,096	48%	962
Total	18,213	16,392	14,849	82%	1,543

Table 2b:
Private/Restricted Parking Utilization and Surplus/Deficit Conditions

District Name	Private/Restricted Parking Supply	Practical Capacity (90%)	Peak Occupancy	%	Surplus/Deficit
Main-Tupper	1,264	1,138	902	71%	236
Theater District	1,709	1,538	1,339	78%	199
Main - Genesee	391	352	255	65%	97
Government Office	402	362	318	79%	44
Retail Core	102	92	75	74%	17
Office District	106	95	83	78%	12
Elm-Oak Corridor	2,840	2,556	1,724	61%	832
Elmwood Terrace	2,446	2,201	2,022	83%	179
HSBC Arena	2,603	2,343	1,234	47%	1,109
Total	11,863	10,677	7,952	67%	2,725

Table 2c:
Total Off-Street Parking Utilization and Surplus/Deficit Conditions

District Name	Total Off-Street Parking Supply	Practical Capacity (90%)	Peak Occupancy	%	Surplus/Deficit
Main-Tupper	1,359	1,223	973	72%	250
Theater District	2,718	2,446	2,154	79%	292
Main - Genesee	3,303	2,973	2,643	80%	330
Government Office	1,798	1,618	1,526	85%	92
Retail Core	4,738	4,264	4,205	89%	59
Office District	2,913	2,622	2,670	92%	-48
Elm-Oak Corridor	3,991	3,592	2,559	64%	1,033
Elmwood Terrace	4,366	3,929	3,741	86%	188
HSBC Arena	4,890	4,401	2,330	48%	2,071
Total	30,076	27,068	22,801	76%	4,267

2.2 On-Street Parking Utilization

Table 2d summarizes on-street parking utilization and the surplus/deficit conditions for each district. System-wide, 54% of available on-street spaces in the core study area were occupied. However, each district experienced very different utilization patterns during the peak period. For example, the HSBC Arena District was only 22% occupied while the Government Office District experienced a much higher utilization rate of 68%.

Table 2d:
On-Street Parking Utilization and Surplus/Deficit Conditions

District Name	On-Street Supply	Practical Capacity (90%)	Peak Occupancy	Percentage	Surplus/Deficit
Main - Tupper	235	212	92	39%	120
Theater District	388	349	263	68%	86
Main - Genesee	283	255	168	59%	87
Gov't Office	320	288	218	68%	70
Retail Core	228	205	118	52%	87
Office District	164	148	103	63%	45
Elm-Oak Corridor	471	424	247	52%	177
Elmwood-Terrace	403	363	193	48%	170
HSBC Arena	162	146	36	22%	110
Total	2,654	2,389	1,438	54%	951

2.3 System-wide Parking Utilization

Table 2e combines the on and off-street parking utilization summaries for each district. Overall, 74% of all parking in downtown Buffalo is occupied during its peak period. This suggests that there is an adequate supply of parking both on and off-street to meet the current parking demand. The core study area in downtown Buffalo, as a system, has a practical parking surplus of 5,217 spaces, with only the Office district experiencing a practical deficit of 4 spaces. However, data presented previously in Table 2a does suggest that there is some stress on public off-street parking facilities in the Office District, Retail Core, and Government-Office districts, as their combined peak utilization averages 90% and results in a practical parking surplus of only 29

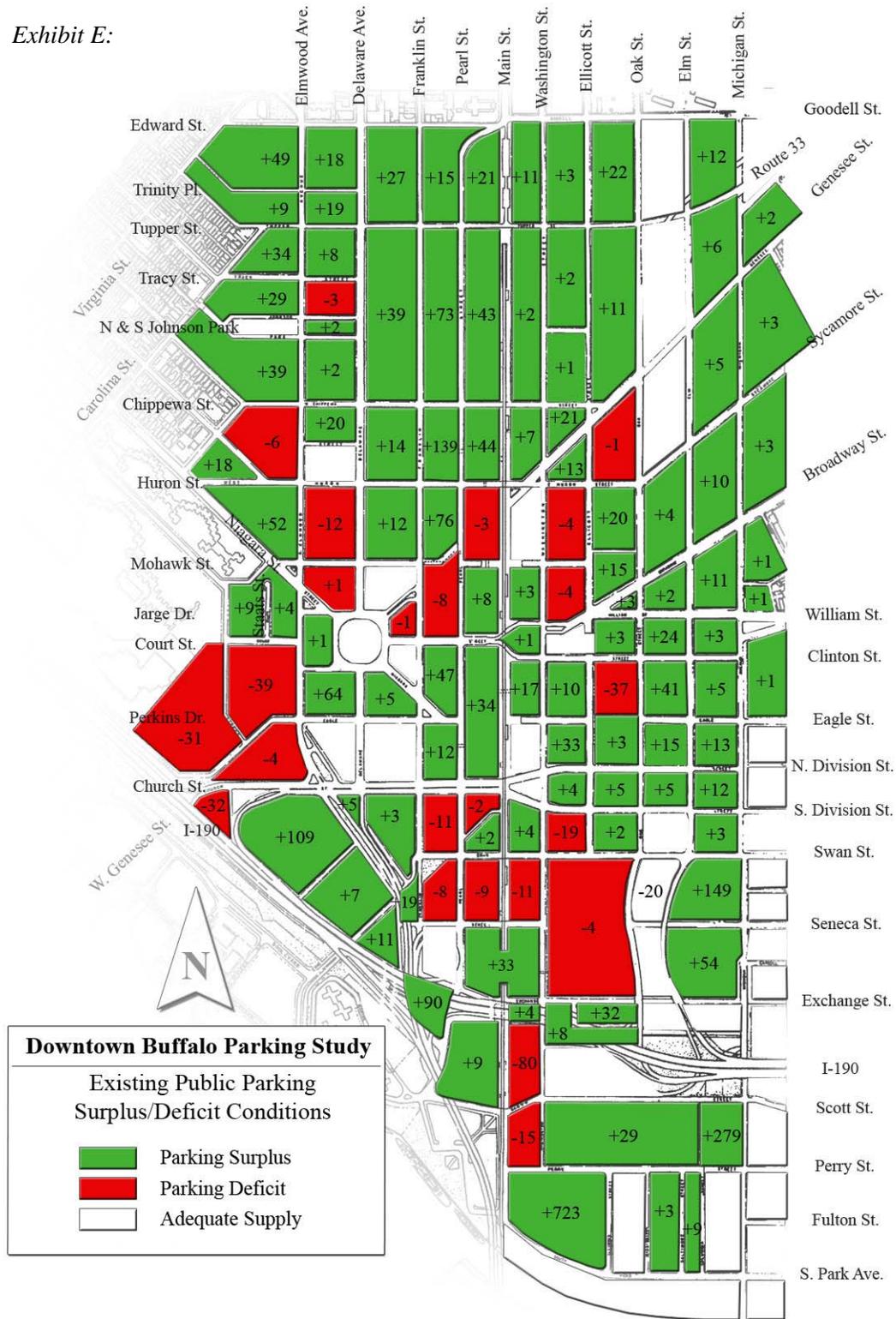
spaces. Even with these shortfalls, downtown Buffalo does not presently appear to have a deficit of parking spaces.

Table 2e:
On and Off-Street Parking Utilization with Surplus/Deficit Conditions

District Name	Total Parking Supply	Practical Capacity (90%)	Total Peak Occupancy	%	Surplus/Deficit
Main-Tupper	1,594	1,435	1,065	67%	370
Theater District	3,106	2,795	2,417	78%	378
Main - Genesee	3,586	3,227	2,811	78%	416
Government Office	2,118	1,906	1,744	82%	162
Retail Core	4,966	4,469	4,323	87%	146
Office District	3,077	2,769	2,773	90%	-4
Elm-Oak Corridor	4,462	4,016	2,806	63%	1,210
Elmwood Terrace	4,769	4,292	3,934	82%	358
HSBC Arena	5,052	4,547	2,366	47%	2,181
Total	32,730	29,457	24,239	74%	5,217

Table 2e presents an overly generalized assessment of supply, utilization, and practical surplus/deficit conditions as it only examines district by district findings. Alternatively, Exhibit E identifies those blocks where peak parking utilization reaches or exceeds the 90% practical capacity limit. Where utilization has exceeded this limit practical surpluses do exist in adjacent blocks. Unfortunately, this analysis does not address the issue of parking convenience. Do parkers destined for these high demand blocks find parking convenient when it is located two or three blocks away? This analysis does suggest that parking has greater value in certain blocks given the higher level of utilization.

Exhibit E:



3.0 FUTURE PARKING SUPPLY/DEFICIT CONDITIONS

Future parking surplus/deficit conditions for downtown Buffalo were calculated by layering parking demand associated with known, proposed, and potential development information (as provided, revised, and approved by The City’s Office of Economic Development and Buffalo Place, Inc.) onto existing parking supply and occupancy figures. Table 3 and Exhibit F identify 15 developments anticipated to occur in the near future. For purposes of this study, the future is relatively defined because the phases of development activity are undefined. The future could be a period that is 0-3, 3-5, or 5+ years from the date of this study. Also, given the speculative nature of development information and the possibility that some projects may be delayed or canceled this information presents a high-end impact scenario.

Table 3:
Future Known Proposed and Potential Development

Block #	Development Name	Office	Residential Units	Retail	Restaurant	Hotel	Educational	Parking Spaces
34	ECC Classroom building						200,000	
64	Intermodal Center/ Bass Pro Parking							1,000
65	Bass Pro	30,000		250,000				
101	Federal Courthouse	260,000						30
102	Statler Building - development is at risk	77,000	135-200	28,000	10,000	210		650
105	Baker Shoes	9,900	35					
113	Iskalo Parking Deck							40
118	Croce City Tower	108,000		6,000				
120	Avant (Dulski Fed. Bldg)	125,000	36			150		180
132	Birzon Building		10					
144	Former Vernor Building		100					
164	Roanoke Building Expansion	25,000						
219	WNY Medical Arts Building Expansion	22,000						
311	Cobblestone Lofts	40,310	5	7,000				
311	MJ Morrissey (2 restaurants)			6,000				

Exhibit F:

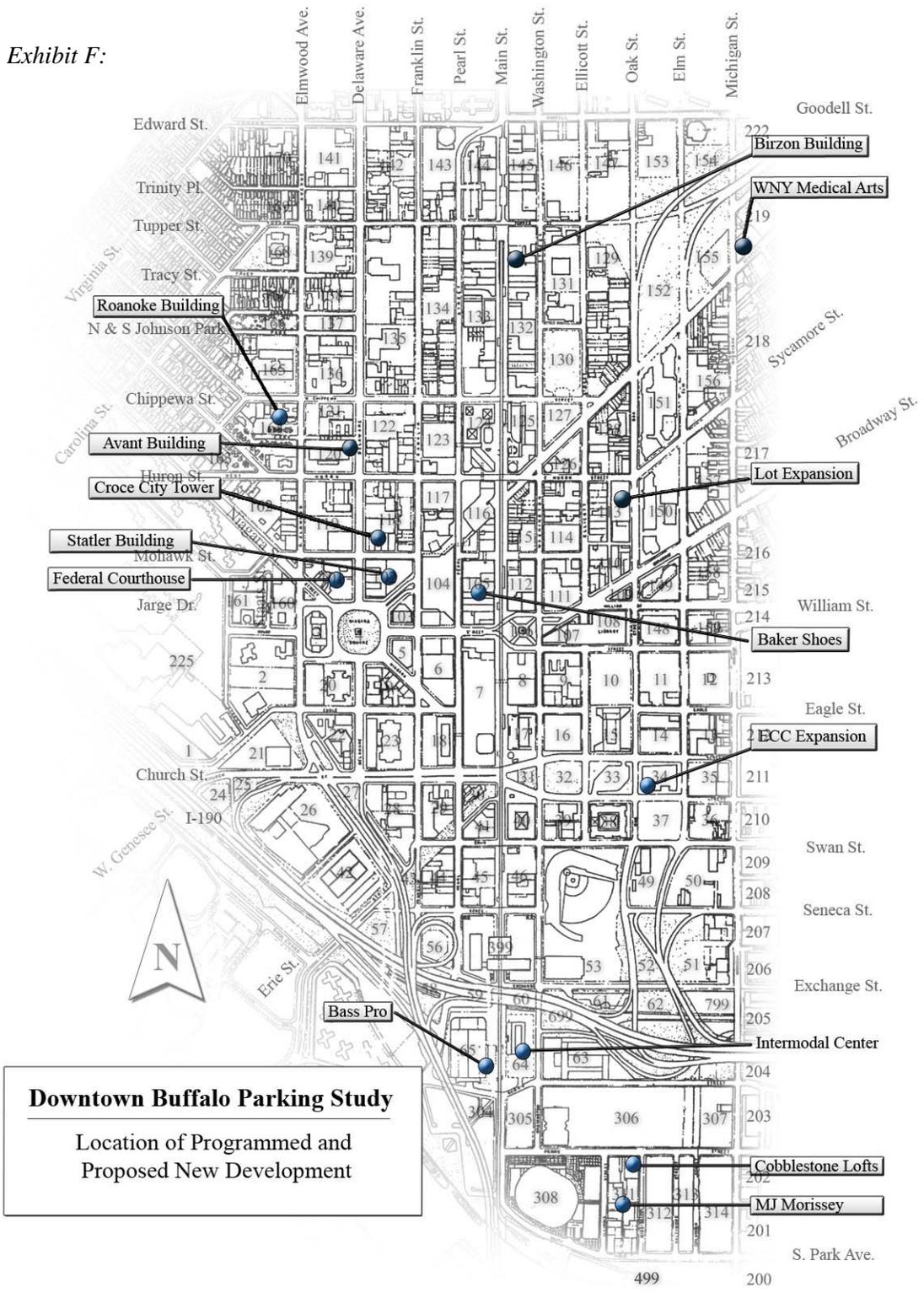


Table 4 estimates the peak weekday parking demand that would be generated for each development. Note that the determination of parking impact takes into consideration on-site parking that is to be provided (if any) and the displacement of existing spaces. The parking demand ratios that were used are based on the land use study that was completed in 2006, which examined current parking utilization and current building occupancy/land use type density. It is estimated that new development activity will create a need for an additional 1,906 parking spaces.

Table 4
**Peak Weekday Parking Surplus or Deficit Generated by
Future Development Activity**

Block #	Development Name	Density (sq.ft./units)	Land Use/ Population Factor	Peak Demand	Provided Parking	Operational Capacity	Displaced Parking	Peak Hour Surplus/Deficit
34	ECC Communiiversity Education	200,000	0.00050	100	0	0	0	-100
	Subtotal			100	0	0	0	-100
64	Intermodal Center Ramp	---	---	0	1,000	900	154	746
	Subtotal			0	1,000	900	154	746
65	Bass Pro Retail	250,000	0.00100	250	0	0	0	-250
	Office	30,000	0.00240	72	0	0	45	-117
	Subtotal			322	0	0	45	-367
101	Federal Courthouse Office	260,000	0.00240	624	30	27	205	-802
	Subtotal			624	30	27	205	-802
102	Statler Building Office	77,000	0.00240	185	40	36	0	-149
	Residential	200	1.00000	200	0	0	0	-200
	Hotel	300	1.50000	450	0	0	0	-450
	Retail	28,000	0.00100	28	0	0	0	-28
	Restaurant	10,000	0.00150	15	650	585	0	570
	Hotel	100	1.50000	150	0	0	0	-150
	Subtotal			1,028	690	621	0	-407
105	Baker Shoes Office	9,900	0.00240	24	0	0	0	-24
	Residential	35	1.00000	35	0	0	0	-35
	Subtotal			59	0	0	0	-59
113	Lot Expansion Surface Lot	---	---	0	40	36	0	36
	Subtotal			0	40	36	0	36
118	Croce City Tower Office	108,000	0.00240	259	0	0	0	-259
	Retail	6,000	0.00100	6	0	0	0	-6
	Subtotal			265	0	0	0	-265
120	Avant Building Office	125,000	0.00240	300	40	36	0	-264
	Residential	75,000	0.00100	75	0	0	0	-75
	Hotel	150	1.50000	225	0	0	0	-225
	Subtotal			600	40	36	0	-564
132	Birzon Building Residential	10	1.00000	10	12	11	0	1
	Subtotal			10	12	11	0	1
164	Roanoke Building Office	25,000	0.00240	60	40	36	0	-24
	Subtotal			60	40	36	0	-24
219	WNY Medical Arts Office	22,000	0.00240	53	40	36	0	-17
	Subtotal			53	40	36	0	-17
311	MJ Morrisey Restaurant	6,000	0.00150	9	40	36	0	27
	Subtotal			9	40	36	0	27
311	Cobblestone Lofts Residential	7	1.00000	7	0	0	0	-7
	Office	40,310	0.00240	97	0	0	0	-97
	Retail	7,000	0.00100	7	0	0	0	-7
	Subtotal			111	0	0	0	-111
Total Development Impact				3,240	1,932	1,739	404	-1,906

When that impact is layered over all publicly available off-street parking a system-wide surplus of 713 spaces remains (see Table 5). However, the Government-Office district, an area between Chippewa St., Church St. Delaware Ave., and Elmwood Ave., will experience a deficit of 1,917 spaces.

Table 5
Future Peak Parking Surplus or Deficit by District

District	District Name	Total Parking Supply	Practical Capacity (90%)	Total Peak Occupancy	%	Surplus/Deficit	Development Impact	Future Surplus/Deficit
1	Main-Tupper	330	297	163	49%	134	0	136
2	Theater District	1,397	1,257	1,078	77%	179	1	181
3	Main - Genesee	3,195	2,876	2,556	80%	320	36	355
4	Government Office	1,716	1,544	1,426	83%	118	-2,038	-1,917
5	Retail Core	4,864	4,378	4,248	87%	130	-59	71
6	Office District	2,971	2,674	2,690	91%	-16	0	-1
7	Elm-Oak Corridor	1,622	1,460	1,082	67%	378	-117	268
8	Elmwood Terrace	2,323	2,091	1,912	82%	179	-24	234
9	HSBC Arena	2,449	2,204	1,132	46%	1,072	295	1,386
Total	---	20,867	18,780	16,287	78%	2,494	-1,906	713

The question then becomes “Is there sufficient public parking capacity in adjacent districts and blocks to absorb this impact and is this surplus capacity conveniently located?” Exhibit G illustrates the layering of future development impacts onto the existing practical surplus (or deficit) on a block by block basis. The circles attempt to illustrate the radius or walking distance within which parking demands can be satisfied. This distance, approximately 1 ½ blocks, is based on a study of land use activity, parking occupancy, and parking permit sales and was one of the key findings from the 2006 study. While all of the isolated and single block parking deficits could be satisfied by existing public parking surpluses within their acceptable walking distance ratios, the deficits generated within the corridor bound by Elmwood Ave., Franklin St., Chippewa St., and Court St. cannot. Anticipated development in that area will create a shortfall of approximately 1,650 spaces. This impact is largely generated by the new/relocated Federal Courthouse, redevelopment of the Statler Building, the Croce/City Tower project, and the displacement of some 400 existing parking spaces to construction and development activity.

SECTION 3 – STRUCTURED PARKING OPPORTUNITIES

The analysis presented in Section 2 – Assessment of Existing and Future Parking Conditions suggests that a parking deficit of approximately 1,650 spaces will develop in the Government Office district and would be concentrated within the Elmwood Ave., Delaware Ave., Church St. and Chippewa St. area. A single parking structure may be unable to satisfy this deficit and as such multiple sites within this area have been evaluated. Note that given the variables associated with accurately projecting the future demand for parking associated with potential development activity, the concepts and cost estimates presented here are for comparative purposes and to suggest what level of fiscal and operational “stress” the public parking system will have. As such, there is no suggestion of prioritization.

1.0 STRUCTURED PARKING CONCEPTS & COST ESTIMATES

A number of sites were reviewed with City officials that, in theory, could satisfy future parking deficits. Exhibit H illustrates the 3 different locations that were evaluated within the Government District corridor.

Exhibit H
Structured Parking Sites within the
Government Office District



Other sites that were discussed included the Court Street Lot north of Fernbach Ramp, the M&T North Lot, north of Chippewa St., and the Franklin St. properties west of Shea's Theater. However, it was believed that these sites are too distant from high demand areas to be effective solutions.

Given the need to program for the reversion of the Main Place Ramp to private ownership/operation, a fourth site that is outside of the Government District was also evaluated; the City's Ellicott St./Oak St. surface lot (see Exhibit I).

Exhibit I
Structured Parking Sites near Main Place
Mall/Tower



Sites/properties that do exist within the Elmwood/Delaware corridor were eliminated from consideration due to their limited dimension. Parking ramps have rather demanding functional requirement and therefore require significant developable footprints. Parking stalls are 18 ft. long and 9 ft. wide, typical two-way drive isles (90-degree parking) are 24 ft. wide, and, therefore, the standard parking bay must equals 60 ft. (18+18+24). In order to circulate up and down, two drive isles are required. Therefore, the typical garage should be 124 ft. wide

(including 4' for parapet walls and columns). Similarly, the length of the structure must be sufficient to permit the parking ramp to climb the required distance to the next parking level while not exceeding a 5-6% slope. For example, a garage which requires a 10 ft. floor to floor ramping system (single helix) with a 5% slope would require 200 ft. of sloping floor plus another 27 to 45 ft. on each end for vehicular circulation on each end (depending on traffic pattern) for a total of 248 to 290 ft. Thus, the desirable footprint is 124 ft. by 248-290 ft. These design standards can be reduced depending on the type of traffic flow (one-way), the angle of parking (less than 90 degrees), and the type of ramping system (single or double helix) employed. Unfortunately, such modifications reduce the design efficiency and increase the per space construction costs. Design efficiency is best defined by the number of square feet required to provide a single parking stall. An efficiently designed parking structure should require fewer than 320 sq.ft. per space.

Note that the issue of ownership was not used to disallow sites from consideration as all but the Ellicott/Oak site are privately owned. Additionally, some sites may involve multiple property owners. Naturally, development of public structured parking on privately owned sites would require land acquisition, land condemnation, eminent domain, or some form of public/private development initiative. The analysis presented here focuses on maximizing the number of public parking spaces on each site. As such, costs do not include the expense to the City of Buffalo to acquire the land and/or the financial commitment associated with public/private development partnerships. This section simply presents the parking capacity potential, their cost, and their relative merits to the parking system.

For each of the selected sites/properties the site boundaries and dimensions, topographic conditions, and roadway directional flow were identified. Once the boundaries were defined, typical level structured parking layouts for each site were created; identifying vehicle entry/exit points, drive aisles, directional traffic flow, and internal ramping. All construction cost figures presented here represent FY 2008 dollars and are meant for comparative purposes.

1.1 Mohawk St./Elmwood St. Site

This site, also referred to as the City Tower site, is slated for the construction of a mixed-use project to include office, ground floor retail space, and a parking structure. The developer envisions that the office building would be built atop the parking structure in some form of joint venture with the City. Concepts illustrated in Exhibit J presume to maximize the capacity and efficiency of structured parking on the site while preserving approximately 7,000 sq. ft. for grade level office or retail space. Alternatively, this available footprint could be used for vertical circulation to the office building (aka an entry lobby) and service/loading access. Based on the concept presented here as many as 492 parking spaces on grade plus five supported levels can be provided on this site. That equates to a per space design efficiency of nearly 320 sq. ft. Note that some 80 existing publicly available (but privately owned) surface parking spaces would be displaced due to construction. Using FY 2008 dollars, \$50 per square foot construction cost, the 159,800 square feet structure is estimated to cost \$8.80 million. This cost does not include design fees, permitting, cost contingencies, or other soft costs. Such soft costs could increase the design and development costs by roughly 20% to \$9.67 millions or \$19,410 per space. The cost to the parking structure that would be associated with office building systems including elevators, sprinkler systems, building heating/ventilation, communications, and electrical could increase this cost dramatically.

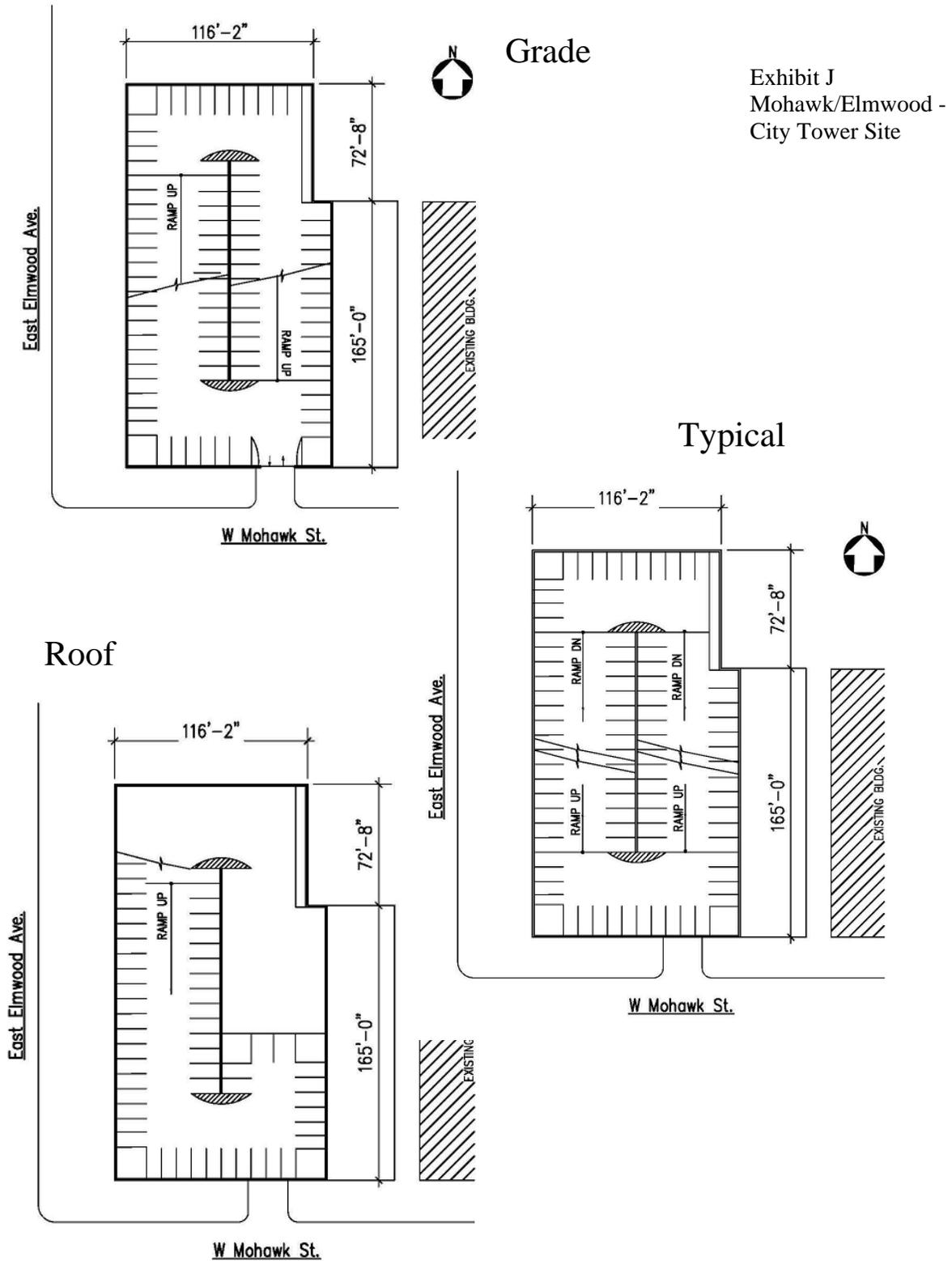
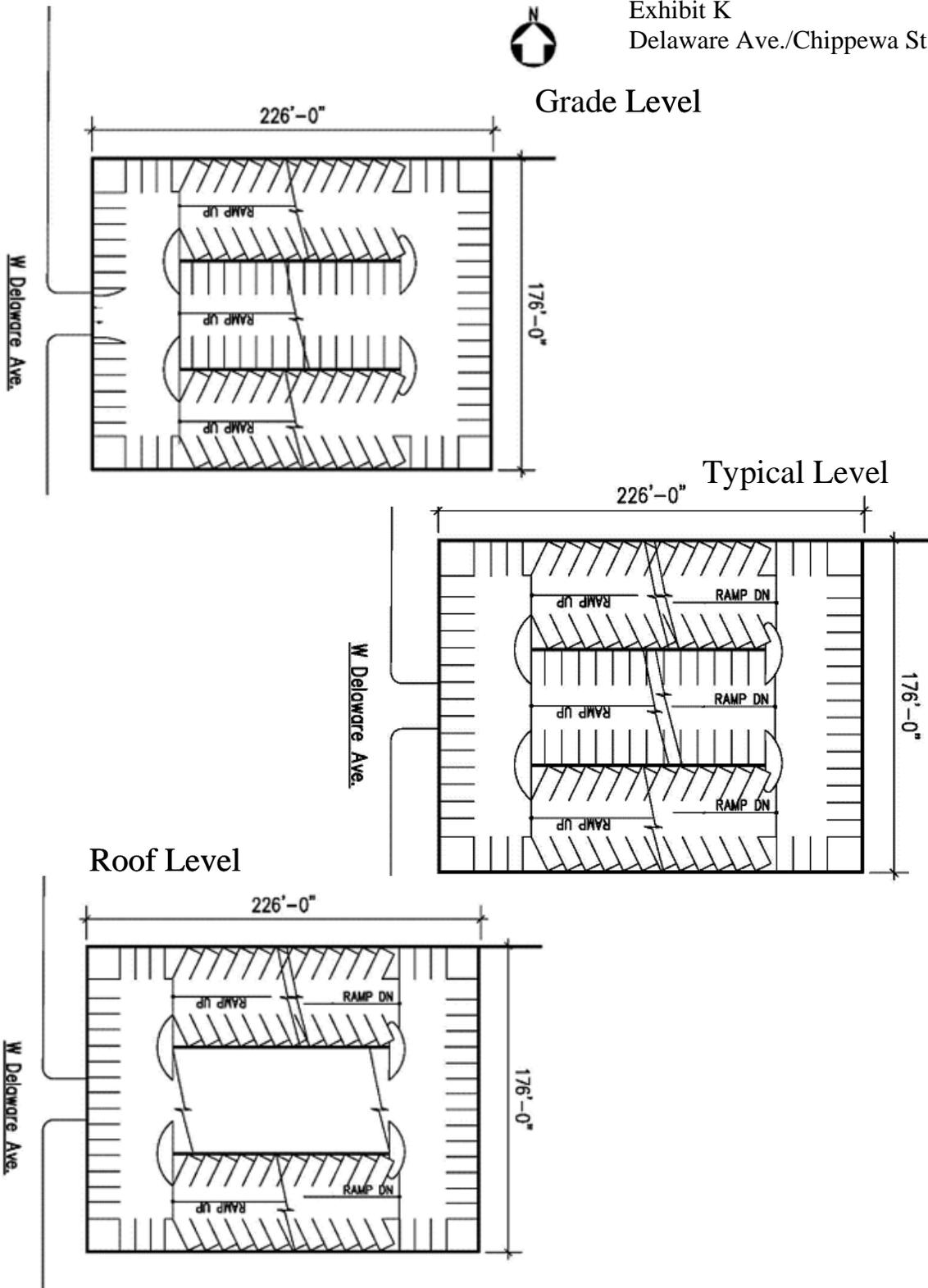


Exhibit J
Mohawk/Elmwood -
City Tower Site

1.2 Delaware Ave./Chippewa St. Site

This concept, illustrated on Exhibit K, has the potential to support a parking structure with a dimension of 176 ft. by 226 ft. Vehicular access would be along a midpoint in the block along Delaware Ave., thereby supporting efficient ingress and egress. The site permits the design of a relatively efficient parking structure (approx. 318 sq.ft. per stall). Assuming grade plus five supported levels, this site could accommodate a parking structure with as many as 677 spaces. Note that approximately 80 existing privately owned but publicly available surface spaces would be lost to construction; meaning a net gain of 597. As noted earlier, these parking layouts maximize the space count and do not consider the effect on capacity and efficiency created by ground floor retail space. Based on the \$50 per square foot construction cost, the 215,200 sq.ft. parking structure would cost \$11.83 million. With soft costs the total project cost would be an estimated \$13.02 million or \$19,230 per space.

Exhibit K
Delaware Ave./Chippewa St. Site

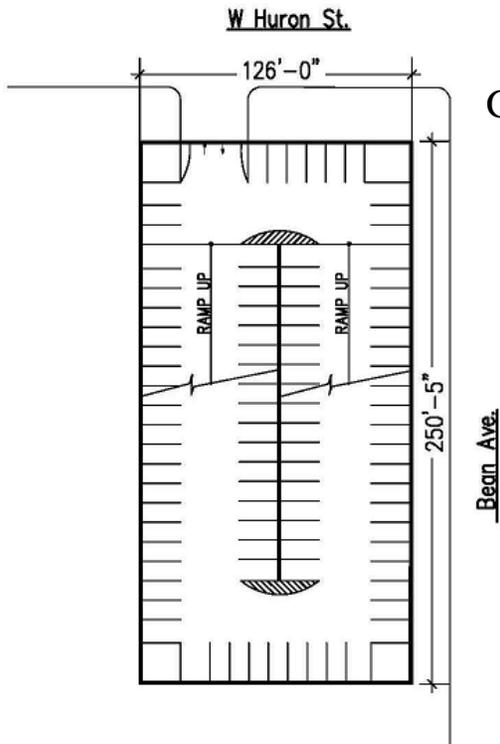


1.3 Huron St./Bean Ave. Site

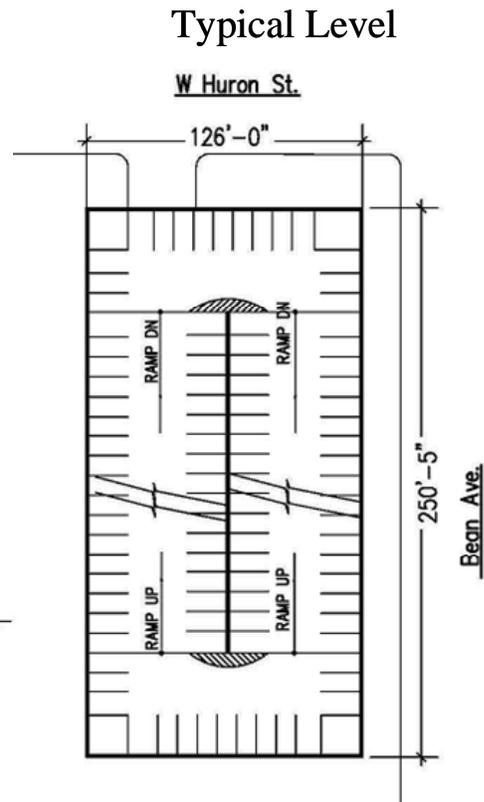
The Huron St./Bean Ave. concept, illustrated on Exhibit L, offers a desirable 126 ft. by 250 ft. development footprint. Given this efficiency as many as 557 spaces can be developed on grade plus five supported levels. Less the roughly 60 privately-owned but publicly available parking spaces in that area yields a net gain of 497 spaces. Overall, this design translates into a per space design efficiency of 319 square feet per space, a total construction costs of \$9.78 million. Total development costs including design fees and other soft costs are estimated at \$10.75 million or \$19,310, respectively.



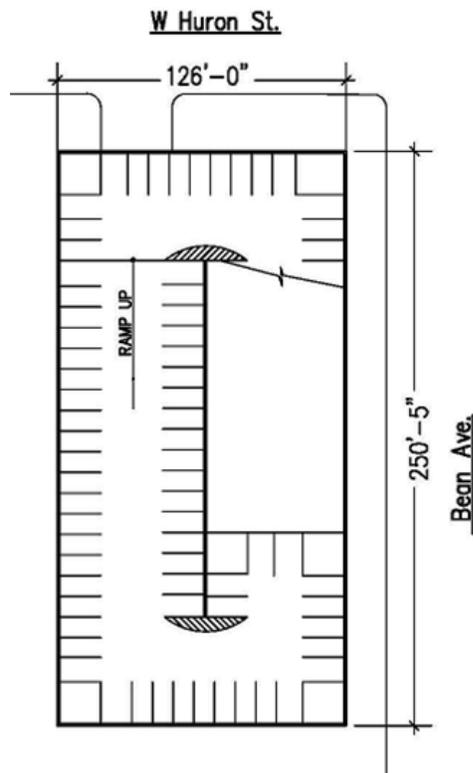
Exhibit L
Huron St./Bean Ave. Site



Grade Level



Typical Level

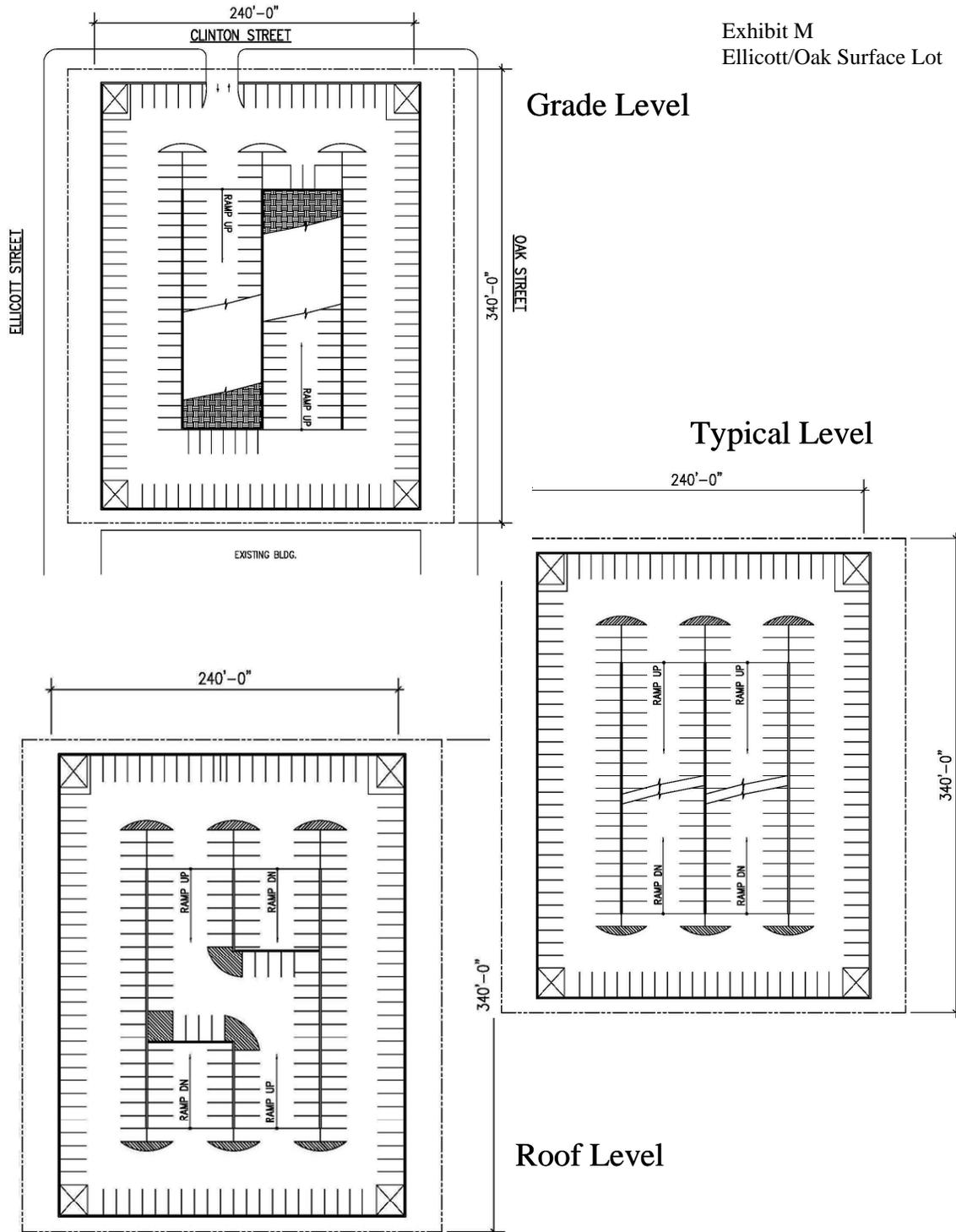


Roof Level

1.4 Ellicott/Oak Surface Lot

Given the eventual reversion of the Main Place Mall ramp to private ownership/operations it is recommended that the City, in turn, develop structured parking on its Ellicott/Oak surface lot. This lot was previously evaluated in 2000 and it continues to represent a valuable long-term option. The concept, illustrated on Exhibit M, presents a four-bay parking structure with a capacity for 1,477 spaces on grade plus 5 parking levels. This equates to a per space design efficiency of 320 sq.ft. per space. This facility would displace an existing 375 public spaces, yielding a net increase of 1,102 spaces. However, this net capacity exceeds the estimated 700 public parkers (i.e., non-Main Place/Tower tenants, visitors, and shoppers) who may be displaced once the Main Place ramp reverts to private ownership. At \$50 per square foot for construction, the parking facility would cost \$25.96 million. Soft costs would escalate those numbers to \$28.55 million or \$19,330 per space. Adjusting for the displacement of existing spaces the per space gained cost equals nearly \$25,900.

Exhibit M
Ellicott/Oak Surface Lot



2.0 PRELIMINARY DEBT SERVICE CALCULATIONS

Historically, new parking structures in the City of Buffalo are not financially self-supporting and as per the preliminary financing and revenue calculations illustrated in Table 6, this continues to be the case. Presuming that 80% of the spaces in each facility are occupied by \$100 per month permit holders and 10% of the spaces serve transient parkers at \$1.00 per hour then the debt service coverage shortfall for the first stabilized year of operation could equal between \$937,300 (Mohawk/Elmwood) to \$3,188,850 (Ellicott/Oak) depending on the size and cost of the facility. Monthly and hourly parking rates in Buffalo are, at present, incapable of sustaining the debt service and operating/maintenance costs. However, the City's overall off-street parking infrastructure, including both surface lots and decks, has been quite successful in absorbing individual facility's debt service shortfall. As older facilities' debt service payments are retired, the City has been able to preserve those surplus revenues to underwrite the cost of new structures. Operations and management recommendations will be presented in Section 5. In short, the City of Buffalo's public parking system has reached a critical mass and level of maturity to support significant capital improvements including new construction and long-term maintenance costs.

This analysis does not answer the question "is a comprehensive and unified public parking system able to absorb the cost of as many as four new parking structures?" Furthermore, it is questionable whether this system could absorb the cost of land acquisition and/or the cost associated with public/private sector partnership and/or development initiatives. Once the current City's parking assets are valued in Section 4 and the cost and benefit of organization and management changes are quantified in Section 5, Section 6 of the report will layer the fiscal impact of these facilities over time onto the system-wide parking proforma in an effort to answer these questions.

Table 6
Preliminary Development Cost, Financing Costs, Revenue Estimates, and Debt
Service Coverage Calculations

	Mohawk & Elmwood	Delaware & Chippewa	Huron & Bean	Ellicott & Oak
Physical Characteristics				
Parking Capacity	498	677	557	1477
Total Area (sq.ft.)	159,800	215,200	177,750	472,000
Design Efficiency (sf per space)	321	318	319	320
Development Cost Calculations				
Total Construction Budget	\$8,789,000	\$11,836,000	\$9,776,300	\$25,960,000
Professional Fees Estimate	\$878,900	\$1,183,600	\$977,625	\$2,596,000
Site Costs including Land Acquisition	\$0	\$0	\$0	\$0
Total Project Development Costs	\$9,667,900	\$13,019,600	\$10,753,925	\$28,556,000
<i>Less Development Funding Sources</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>	<i>\$0</i>
Total Development Costs to be Financed	\$9,667,900	\$13,019,600	\$10,753,925	\$28,556,000
Development Cost per Space	\$19,410	\$19,230	\$19,310	\$19,330
Financing & Operating Cost Calculations				
Bond Site including (1)	\$15,321,649	\$20,629,897	\$17,044,330	\$45,250,515
Estimate of Annual Debt Service Payment (2)	\$1,315,000	\$1,770,000	\$1,463,000	\$3,883,000
Estimate of Total Annual Operating Expenses	\$224,100	\$304,650	\$250,650	\$664,650
Total Annual Debt Service & Operating Expense	\$1,539,100	\$2,074,650	\$1,713,650	\$4,547,650
Project Revenue Estimates				
Annual Earnings on Debt Service Reserve (3)	\$46,000	\$62,000	\$51,200	\$135,900
Monthly Parking (4)	\$478,100	\$649,900	\$534,700	\$992,500
Transient Weekday Parking (4)	\$77,700	\$105,600	\$86,900	\$230,400
Estimate of Total Annual Project Revenue	\$601,800	\$817,500	\$672,800	\$1,358,800
Debt Service/Operation Coverage (Profit or Loss)				
Annual Net Cash Flow	-\$937,300	-\$1,257,150	-\$1,040,850	-\$3,188,850
<i>Debt Service Coverage Ratio</i>	<i>0.29</i>	<i>0.29</i>	<i>0.29</i>	<i>0.18</i>

(1) Includes cost of issuance, debt service reserve, capital fund earnings less construction fund earnings

(2) Based on an interest on rate of 7.0% for a 25 year term given the City of Buffalo's Bond Market rating on Baa2.

(3) Based on 25 year Treasury Bond yield of 3.5%

(4) Based on 80% of spaces generate monthly permit revenue of \$100 per space and 10% of spaces yield transient revenue of \$2 per average ticket and average per space turnover of 3.0

3.0 PUBLIC-PRIVATE JOINT VENTURE LIMITATIONS & OPPORTUNITIES

As this study is of a comprehensive system-wide nature and thought there is insufficient information to lend great insight into public-private/structured parking joint venture potential in the City of Buffalo, some discussion regarding public-private limitations and opportunities is required. As noted, there appears to be a need for new and significant parking facilities within the Government-Office District. There also appears to be significant parking need and opportunity once the Main Place ramp reverts to private ownership/operation. These two different conditions represent unique strategies where the City of Buffalo and the Board of Parking can work together with private property owners and developers to achieve shared goals.

3.1 Government-Office District Deficit

In the case of the Government-Office District, a deficit of 1,650 spaces is anticipated. Unfortunately, the properties that could be used to build substantial public parking facilities are owned by private interests. These same sites are already attractive to mixed-use development where the required number of spaces to support the projects would be provided on-site. Given the limited footprint associated with these sites it is unlikely that significant public parking capacity could be created. For example, the Croce/City Tower project anticipates 108,000 sq. ft. of office, 6,000 sq. ft. of retail to be developed within and atop a parking structure. The parking concept illustrated on Exhibit J suggests that as many as 492 spaces could be developed on that site on grade plus five supported levels. That project would displace approximately 80 spaces that current exist, thereby netting an increase of 412 spaces. The office/retail project will consume an estimated 265 spaces, meaning that only 147 net new spaces would be created to meet the 1,650 space deficit. Under this scenario, it would be unlikely that a city would be willing to invest in parking infrastructure for a private-sector developer if the net return on their investment is only 147 spaces. In short, if commercial or residential projects are envisioned on these sites they would consume most, if not all, the parking that is created.

In order to meet the anticipated deficit in this area one or more of these sites must be developed for stand-alone parking (i.e., no commercial or residential space). The City should partner with a developer who owns multiple parcels/development sites. The City could build a large capacity parking structure on one site and permit the developer to maximize their development density on their second site. By transferring the on-site parking requirements for an office or mixed-use project to a second site the developer is permitted to increase their development density, thereby increasing their revenue potential. The City, under this example, could lease the developer's property during the life cycle of the public parking structure; typically 50 years. The City would own/operate the parking structure with a knowledge that individuals who work/live in the nearby project will look to the City to meet their parking needs. Note that there are public financing (bonding) limitations that prohibit cities from negotiating a parking space lease agreement directly with the developer. The City and its parking operator would work to preserve space for monthly permit parkers and other transients who are destined for this area.

3.2 Main Place Mall, Ramps, and the Ellicott/Oak Surface Lot

As noted previously, the Main Place Ramp will revert back to Main Place Mall/Main Place Tower ownership in 2019. The owner of the Mall and Tower is motivated to accelerate this schedule and the City appears willing to do so as well. However, until now the City has been uncertain of the supply and financial impacts that public to private ownership will have on the parking system. The City is also concerned that those individuals who are not affiliated with the Main Place properties but who are currently dependent on that parking facility will find no other public parking opportunities available. While the financial implication of the eventual transfer has not yet been quantified (to be presented in Section 6), the supply implications are clear; without a replacement parking facility within a 1 ½ block radius of Main Place ramp an estimated 600-700 current daily and transient parkers will be unable to find available parking to meet their needs. This estimate is based on current permit contracts for parking at Main Place ramp.

A potential parking structure on the existing Ellicott/Oak surface lot is perfectly suited to meet this need. If the City is willing and able to accelerate a schedule to develop a parking ramp on this site they would also be able to accelerate Main Place ramp's transfer. Main Place Mall and Tower ownership may be willing to participate in some way in the development of that new facility given the more immediate benefit that accelerated private ownership of the existing ramp will have to them. Additionally, the Ellicott/Oaks site is capable to supporting both a large public parking structure and additional commercial and/or residential development. The site is roughly 240 feet by 340 feet. Parking ramp construction can be phased in over time both to accommodate the increase in displacement associated with existing non-Mall/Tower parkers as the Mall and Tower's tenant occupancy grows and to accommodate a new office tower or mixed-use project that Main Place/Tower ownership or another private-sector developer would wish to develop on the surplus Ellicott/Oak property. In effect, a financial agreement can be reach with Main Place that accelerates transfer of ownership and obtains development rights on a site that will be contiguous to a large public parking facility. The City would pledge to use these funds to underwrite the construction of the parking facility and thereby lessen the financial burden on the parking system.

SECTION 4 - VALUATION OF THE CITY OF BUFFALO PARKING SYSTEM ASSETS

The City of Buffalo's parking assets include the off-street parking ramps and surface parking lots in both the downtown area and in several neighborhood areas, and the city-wide system of parking meters.

1.0 ASSETS WITHIN CURRENT ORGANIZATIONAL STRUCTURE

1.1 Parking Enterprise Fund (Off-Street Parking Assets)

The asset value, revenues, expenses and debt obligation attributable to these off-street parking facilities are consolidated under a Parking Enterprise Fund in the City's Comprehensive Annual Financial Report (CAFR). The City has out-sourced the operations and management of all of its parking ramps and some of its off-street surface parking lots (i.e. Residential Area Permit Parking Lots or RAPP lots). The City has management agreements in place with Buffalo Civic Auto Ramp (BCAR) Inc., a not-for-profit corporation and with Allpro Parking, LLC to operate and manage the Parking Enterprise Fund assets. The specific off-street parking assets managed by these two entities are listed on Table 7. It should be noted that BCAR also manages the Court-Franklin surface parking lot, however because this lot is located on land owned by the Buffalo Urban Renewal Agency (BURA). Therefore, the cost that BCAR incurs to operate this facility and the revenue the facility generates are accounted for as programmatic finances of the Federal Urban Renewal Program and thus have been excluded from this financial assessment of the City's Parking Enterprise Fund.

Collectively, the City's off-street parking facilities account for a total of 9,464 ramp spaces, 375 spaces at the Ellicott-Oak Lot and 660 RAPP Lot spaces. Excluding the RAPP Lots, records provided by the City Controller's office, indicate that this portfolio of parking facilities have a

total non-depreciated asset value of \$82.5 million. This asset value total translates into a per parking space value of approximately \$8,300. Given the current regional construction pricing of approximately \$16,000 per space, the replacement cost of this inventory of ramp spaces would be over \$157 million.

Table 7
City of Buffalo Enterprise Fund Parking Assets

Buffalo Parking Enterprise Fund Assets	Spaces	Parking Asset Value			Total
		Bldg	Equipment	Land	
BCAR Managed Ramps & Lots	8,189	\$69,900,031	\$58,650	\$3,165,106	\$73,123,787
<i>Robert B. Adams Ramp</i>	1,760	\$18,977,495		\$495,000	\$19,472,495
<i>Mohawk Ramp</i>	609	\$5,214,596		\$481,000	\$5,695,596
<i>Ellicott-Oak Lot</i>	375			\$925,700	\$925,700
<i>Main Place Ramp</i>	1,002	\$10,227,097		\$2,333	\$10,229,430
<i>HSBC Ramp</i>	457	\$2,581,024			\$2,581,024
<i>Charles R. Turner Ramp</i>	773	\$5,058,248			\$5,058,248
<i>Owen B. Augsperger Ramp</i>	1,357	\$15,588,832	\$58,650	\$860,664	\$16,508,146
<i>Robert D. Fernbach Ramp</i>	1,196	\$12,252,739		\$400,409	\$12,653,148
<i>RAPP Lots</i>	660	N/A	N/A	N/A	N/A
ALL PRO Managed Ramps	2,310	\$9,273,972		\$149,522	\$9,423,494
<i>Millard Fillmore Ramp</i>	600	\$2,594,460		\$28,941	\$2,623,401
<i>Children's Hospital Ramp</i>	950	\$3,408,475		\$105,222	\$3,513,697
<i>Buffalo General Hospital Ramp</i>	760	\$3,271,037		\$15,359	\$3,286,396
Total Asset Value	10,499	\$79,174,003	\$58,650	\$3,314,628	\$82,547,281

Table 8 illustrates the usually strong financial performance of the City's collection of off-street parking facilities. The unofficial financial performance at the end of fiscal year 2008 for each of the individual off-street parking facilities that comprise the City's Parking Enterprise Fund reveals that all of the parking facilities, except the recently expanded Adams and Augsburger Ramps, posted a net income after the expenses and debt service obligations were paid. Collectively, the parking facilities yielded more than \$4 million in net income in 2008 which equates to 33% of the gross revenue generated by the facilities.

It is important to note that the City also charged off slightly more than \$854,000 for expenses it annually incurs to support the Parking Enterprise Fund. These expenses include salaries, benefits, utility costs, supplies, contractual services and administrative cost recovery.

Table 8
2008 Financial Performance of Individual Parking Division Facilities

	BCAR Managed Ramps & Lots										ALL PRO Managed Ramp Expenses				ALL CITY OF BUFFALO OFF-STREET FACILITIES
	Robert B. Adams Ramp	Mohawk Ramp	Ellicott-Oak Lot	Main Place Ramp	HSBC Ramp	Charles R. Turner Ramp	Owen B. Augsperger Ramp	Robert D. Fernbach Ramp	Millard Fillmore Ramp	Children's Hospital Ramp	Buffalo General Hospital Ramp				
Parking Facility Spaces	1760	609	375	1002	457	773	1357	1196	600	950	760			9839	
Gross Revenue	\$1,846,109	\$682,001	\$313,340	\$1,531,157	\$880,086	\$1,189,007	\$1,852,653	\$1,923,940	\$492,319	\$773,984	\$733,793			\$12,218,389	
<i>Revenue Per Space</i>	\$1,049	\$1,120	\$836	\$1,528	\$1,926	\$1,538	\$1,365	\$1,609	\$821	\$815	\$966			\$1,242	
Annual Operating Expenses	\$541,710	\$227,327	\$160,431	\$546,634	\$308,593	\$388,391	\$850,004	\$557,894	\$364,176	\$440,752	\$407,538			\$4,793,450	
<i>Operating Expenses Per Space</i>	\$308	\$373	\$428	\$546	\$675	\$502	\$626	\$466	\$607	\$464	\$536			\$487	
2008 Debt Service Obligation	\$1,379,569	\$108,308	\$0	\$7,154	\$99,180	\$50,544	\$1,086,401	\$650,585	\$0	\$31,756	\$0			\$3,413,497	
<i>Debt Service Per Space</i>	\$784	\$178	\$0	\$7	\$217	\$65	\$801	\$544	\$0	\$33	\$0			\$347	
Net Income	(\$75,170)	\$346,366	\$152,909	\$977,369	\$472,313	\$750,072	(\$83,752)	\$715,461	\$128,143	\$301,476	\$326,255			\$4,011,442	
<i>Net Income Per Space</i>	(\$43)	\$569	\$408	\$975	\$1,034	\$970	(\$62)	\$598	\$214	\$317	\$429			\$408	
<i>Income to Revenue Ratio</i>	-0.04	0.51	0.49	0.64	0.54	0.63	-0.05	0.37	0.26	0.39	0.44			0.33	
<i>Income to Expense Ratio</i>	-0.14	1.52	0.95	1.79	1.53	1.93	-0.10	1.28	0.35	0.68	0.80			0.84	

1.2 Parking Division – G.O. Fund (On-Street Parking Assets)

The City manages its system of on-street parking meters and multi-space parking units as well as its companion program functions, namely the administrative aspects of Vehicle Towing/Storage, Parking Enforcement and the Parking Violation Bureau (PVB). The CAFR lumps the revenues and expenses attributed to the City's parking meter system and its related functions together with the many other governmental activities included in the City's General Obligation (G.O.) Fund budget.

The on-street parking system consists of approximately 3,000 single unit parking meters and 25 Pay-n-Display multi-space parking units; the City is in the early stage of replacing its single space parking meters with multi-space units. According to the Director of the Parking Enforcement Division, 87 more of these new multi-space units, which can take the place of 10 to 12 of the traditional single space meters, will soon be installed. While this on-street parking hardware does not have a recognized asset value in the City CFAR, the initiative to phase-out significant numbers of single space parking meters will yield significant maintenance cost reductions and further automate enforcement and revenue accounting efforts and activities overtime.

2.0 CONSOLIDATED MUNICIPAL PARKING SYSTEM INCOME STATEMENT

While the City has chosen to separate the financial reporting and accounting of its parking assets, revenues, expenses and debt obligations associated with its off-street parking facilities (i.e. Parking Enterprise Fund) from that of its on-street parking system, (i.e. Parking Division G.O. Fund) this financial account structure can often lead to these two programs not being managed and monitored as a whole system. The operating strategies, program initiatives, operating efficiency and effectiveness, and the general financial performance of one program, can directly impact the same areas of the other. This is why a single entity should be charged with the

oversight, monitoring, planning and decision-making advocacy for both programs. To this end, it is important to comprehend and account for financial performance of both programs as a whole Municipal Parking System.

Table 9 provides a consolidated income statement for the Municipal Parking System. All totaled in fiscal year 2007, the Municipal Parking System generated over \$20.3 million in gross receipts and the total cost of operations, including debt service, amounted to \$10.4 million; excluded from the income statement are the expenses and income generated at the Court & Franklin Lot, which is also managed by BCAR, but owned by the Buffalo Urban Renewal Agency (BURA).

Table 9

REVENUE:	FY 2007
OFF-STREET ENTERPRISE FUND	\$11,255,231
BCAR Managed Ramp & Lot Revenue	\$9,490,311
<i>Robert B. Adams (Eagle) Ramp</i>	\$1,667,431
<i>Mohawk Ramp</i>	\$594,238
<i>Ellicott-Oak Lot</i>	\$273,562
<i>Main Place Ramp</i>	\$1,455,937
<i>HSBC Ramp</i>	\$818,893
<i>Charles R. Turner Ramp</i>	\$1,146,133
<i>Owen B. Augsperger Ramp</i>	\$1,816,848
<i>Robert D. Fernbach (Pearl Niagara) Ramp</i>	\$1,717,269
ALL PRO Managed Ramp Revenue	\$1,764,920
<i>Millard Fillmore</i>	\$452,023
<i>Children's Hospital</i>	\$764,352
<i>Buffalo General Hospital</i>	\$548,545
ON-STREET G.O. FUND (Parking Division)	\$9,066,554
Parking Fines	\$5,635,152
Parking Intergovernmental Charges	\$1,113,070
Parking Meter & Enforcement Service Charges	\$1,013,559
Towing & Storage	\$621,884
Miscellaneous	\$472,312
Parking Service Charges	\$210,577
TOTAL SYSTEM-WIDE REVENUE	\$20,321,785
 EXPENSES:	
OFF-STREET PARKING ENTERPRISE FUND	\$5,049,123
City Interdepartmental Charges	\$792,820
<i>Salaries</i>	\$31,777
<i>Retirement Benefits</i>	\$4,359
<i>Worker Comp & Soc Sec</i>	\$13,353
<i>Utilities</i>	\$18,400
<i>Supplies</i>	\$225
<i>Services</i>	\$14,732
<i>Interdepartment Transfers</i>	\$709,974
BCAR & ALL PRO Expenditures	\$4,256,303
<i>BCAR Managed Ramps & Lots</i>	\$3,519,069
<i>ALL PRO Managed Ramps</i>	\$737,234
ON-STREET G.O. FUND (Parking Division)	\$1,659,916
Towing & Storage	\$467,086
Parking Meter & Enforcement	\$680,999
Parking Violation Bureau	\$511,831
 OFF-STREET ENTERPRISE FUND	
Non-Operating Annual Expenses	\$3,751,726
Principle & Interest Payment	\$3,751,726
TOTAL SYSTEM-WIDE EXPENSES	\$10,460,765
SYSTEM-WIDE INCOME	\$9,861,020

SECTION 5 - STRATEGIC MANAGEMENT PLAN

This section of the report will contrast the current delivery of parking services to a defined mission and its related goals; identify strengths and areas that need improvement, identify the cause of weaknesses, and suggest required remedial actions. The culmination of the assessment is a recommended management and administrative framework that can naturally and intuitively meet the goals and objectives of the parking system by employing the most direct line of management.

This section of the report will also address the City's optimal role in delivering parking services and identify and define the elements that are required to have parking play an integral role in the City's economic development. A mission, goals, and actions for the parking system will be recommended to create a roadmap to lead the City's parking system into the foreseeable future.

1.0 INSTITUTIONAL OVERVIEW

1.1 Perceptions of the Parking System

Interviews with key personnel in the City of Buffalo were conducted to help gain an understanding of the parking program in the City. Stakeholders provided a brief self-description of how parking is perceived. It was explained by the majority of stakeholders that the parking system labors under the frequently heard public perceptions that:

- *There are inadequate numbers of downtown parking spaces*
- *The parking system is subject to unfair pricing practices by private operators.*
- *The parking system is rapidly reaching capacity and parking demand is expected to grow at a rapid pace without the development of new parking facilities.*
- *Parking enforcement is ineffective and sporadic at best.*
- *There is a need to more efficiently manage the on and off-street parking systems.*

- *Profit driven decisions are short-term decisions that do not realize the longer-term negative impact on parking, economic development, and land use planning.*
- *Because of the number of different personnel involved in parking, it is difficult to obtain consensus regarding appropriate public parking policy, such as standard rates, signage, operating procedures and long-term planning.*
- *An overly profit driven, shortsighted and dysfunctional parking system has emerged that limits the potential beneficial impacts that a successful parking program can provide to promote public and private sector vitality and redevelopment.*

As a result of stakeholder interviews and investigations into the long and short-term operation of parking in the City of Buffalo, it is apparent that a comprehensive parking system needs to be defined and developed using appropriate parking management strategies, and oversight to promote compliance with its mission and related goals of the parking system.

Fortunately, the City of Buffalo has now recognized the need to refine its current parking operational plan to help guide the parking system today and in the future. The City is specifically seeking a parking plan that will achieve the following:

1. Support the economic development and land planning vision and goals of the City.
2. Accurately assess the operating and marketing parameters of the downtown parking system.
3. Define the City's optimal role in the downtown parking system.
4. Create a strategic and business plan for that recommended role.
5. Deliver the financial data and operating policies to support the context of sound fiscal management practices for that role.

Clearly, the City of Buffalo requires a reengineering effort to deliver its parking services to support a worthy mission and its related goals for the parking system. Therefore, the first step is

to grasp an understanding of the reengineering process, state the *Parking Mission*, and create goals for the parking system.

1.2 Reengineering the Delivery of Parking Services

Reengineering is generally defined by mundane and uninspired synonyms such as rearranging, redirecting, renegotiating, and re-planning. To achieve this goal, the City of Buffalo must look at things not as they are, but as they should be. This does not mean merely fixing or improving existing procedures. It means starting fresh with little reliance on past practices, procedures, and approaches. For reengineering to succeed, a top-down process must occur, which encourages former job descriptions, titles, and organizational structures to change. Reengineering is a proposition that must produce dramatic results and thus requires equally dramatic changes.

It is easily said that reengineering is required to create a new parking paradigm, yet it is intimidating because it requires the creation of a vision of the perfect parking system. Even while in the process of forming this theoretical vision of the parking system, the reengineering process can easily fail by falling into the past traps of preconceived notions and political realities. For the reengineering of the parking system to succeed, the City of Buffalo must shelve those elements that taint creativity and revisit some politically unpopular approaches that may have previously been dismissed.

1.3 Defining the Parking Mission for the Parking System

The creation of a commendable mission statement is the single most important step in the reengineering process. A well crafted mission statement that is supported by worthy goals depicts an accurate picture of the final product. The suggested mission statement is based on information imparted by the parking stakeholders and City of Buffalo representatives that were interviewed, observations of the existing parking system, experience in other cities throughout

the nation, and general goals articulated by the City. It is recommended that the Parking System's *Mission Statement* read as follows:

The City of Buffalo's on and off-street parking system shall support existing land uses, assist the City's economic development initiatives, and preserve parking for its residents, by providing adequate and high quality parking resources and related services for all user groups that rely on public parking within the City.

Goals to Support the Mission Statement

Parking management is an interrelated web of strategies and tactics that are formulated to meet certain goals for the parking system. The logical starting point is to set goals to support the Mission Statement and to clarify the vision of the parking system. Based on interviews with City of Buffalo representatives and other public and private sector stakeholders, and based on best industry practices, the following goals for the parking system are recommended.

- Provide sufficient parking to service existing land uses
- Provide safe, clean, well-lit and attractive parking facilities
- Promote turnover of on-street downtown parking spaces
- Promote easy access to parking destinations
- Employing the least offensive and most understandable parking management strategies
- Recognize that parking is a business and a service, and as such, must follow a business model
- View parking as necessary infrastructure to spur economic development
- Delivering on and off-street parking services from a single source responsibility center
- Recognize that overall on and off-street parking needs to be managed by an experienced public sector parking professional
- Recognize that contractual services should be actively monitored and directed
- Preserve the most convenient and proximate parking spaces for short-term parking patrons

- Encourage long-term parking patrons, presumably office and retail employees, to park in spaces that are less proximate to their destinations
- Promote a consistent look so that public parking could be easily identifiable
- Maintain a high level of structural maintenance for public parking facilities
- Encourage the construction of parking lots and structures that aesthetically integrate and functionally serve the environment in which they exist

2.0 CURRENT CONDITIONS

Existing municipal parking assets are comprised of on and off street parking spaces. The off-street parking assets are managed by the use of a contract service and are passively overseen by a variety of departments and authorities. The City's oversight of both on and off-street parking is performed from a highly fragmented base. Oversight responsibilities are placed in the hands of various City departments that view parking as a passive charge, because generally parking is not the prime directive of their focus. These agencies and departments include the City of Buffalo Parking Board, Parking Division, Finance Department and Buffalo Civic Auto Ramp. This has resulted in a municipal parking program that has abrogated traditional owner management oversight responsibilities and transferred certain responsibilities to the private sector with minimal control.

Using the private sector is a legitimate option to self-management. However, contract oversight then becomes the paramount municipal responsibility. When the City fails to actively participate in parking management decisions, particularly pricing and parking allocations for short and long-term parking needs, absent of guidance, the private sector will make parking management decisions that are dictated by their own internal decision making process. These short-term decisions most often ignore the longer-term negative impact on parking, economic development and land use planning.

Because of the numerous City departments involved in parking, it is difficult to obtain consensus regarding appropriate public parking policy, such as standard rates, signage, operating procedures, and long-term planning. This fragmentation of oversight, reliance on the private sector, and abrogation of traditional responsibilities has created an overly competitive, shortsighted, and dysfunctional parking system. The system in its current form limits the potential beneficial impacts that a successful parking program can provide, that is, to promote public and private sector vitality and redevelopment. The reengineering process must change this paradigm.

2.1 Municipal Parking Management Alternatives

Organization and management of parking systems varies from city to city. Specific responsibilities and arrangements reflect local circumstances and needs. Major variables include the amount and location of the municipality-owned parking facilities, community size and resources, state enabling legislation, local statutes and the priorities, agenda and attitudes of the local community.

Municipal parking systems are typically comprised of on-street parking facilities (i.e. curbside parking meters and timed parking zones) and off-street parking facilities (i.e. parking garages and surface parking lots). Because daily operations, maintenance, personnel and costs associated with the management of on and off-street parking facilities are quite different, the parking management structure municipalities have created is typically a reflection of their individual preferences.

Generally, organizational examples for managing municipal parking activities can be viewed as a “spectrum of alternatives.” On one end of the spectrum exists the purely public sector or in-house structure for complete management of the municipality’s parking facilities. Typically, small cities having small parking systems or, larger cities that have opted to make a substantial

commitment to properly staff and fund an in-house parking program in one or more departments, elect not to involve the private sector.

On the other end of the spectrum are cities that assigned the total responsibility for managing its parking facilities to one or more private entities. The rationale for such an arrangement often relates to the desire for professional and competent management, administrative savings, improved responsiveness, financing and/or contracting latitude, or other basic operational efficiencies that stem from having an autonomous private entity assume control of public parking facilities.

In the middle of the spectrum are various organizational structures that have public and private aspects. To lessen some of the public sector burden of selected roles, responsibilities can be assigned to the private sector. Municipalities may engage private sector entities with individual contracts to provide such services as facility operation, maintenance, meter collections, auditing or development of public parking facilities, while delegating the balance of the responsibilities to one or more city departments or agencies. In today's environment, organizational structures for managing public parking activities in most cities include some private sector involvement and thus as a result, fall into the middle of the spectrum.

The methodology employed to review the organizational structure that oversees parking management functions looks for redundancy or fragmentation in management responsibilities, and coordination between processes and personnel associated with the delivery of parking services. Also required is an evaluation of the reporting structure of the management entities and the determination/identification of potential weaknesses in the current organizational structure. Finally, suggestions regarding changes to management structure that are intended to streamline the delivery of parking services and ultimately aimed at fulfilling the goals and objectives of the parking system will be made.

Buffalo's Existing Parking Organization

The current management of parking was evaluated by conducting interviews with City representatives. The questions asked and elaborated on during the interviews are as follows:

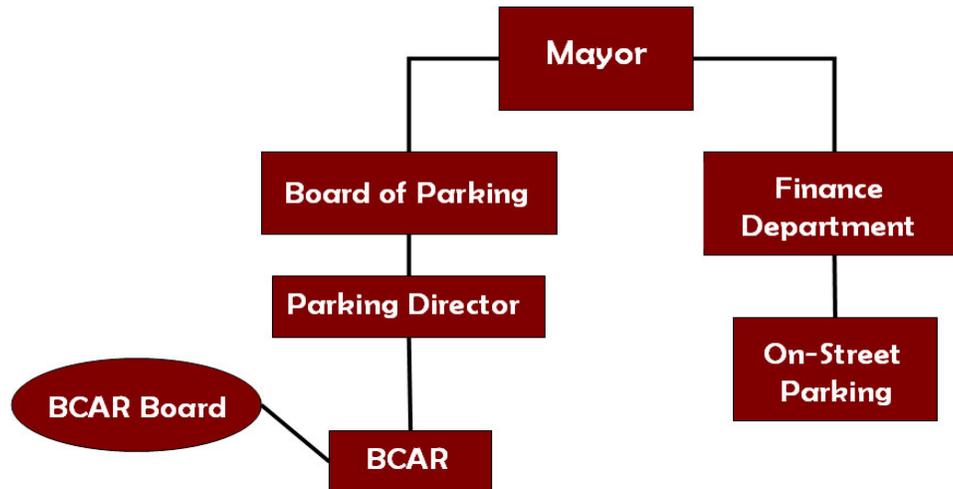
1. Who is responsible for structural maintenance and repair of parking garages?
2. Who is responsible for maintaining lighting within parking structures?
3. Who is responsible for cleaning and painting parking facilities?
4. Who is responsible for walkways and pedestrian areas in and around parking facilities?
5. Who is responsible for the maintenance and care of landscaping in and around parking facilities?
6. When new parking facilities are contemplated, who within the City represents parking interests/requirements of new development?
7. Is there a single source responsibility center to manage all parking assets?
8. Has the City ever considered the creation of a parking authority or similar agency?
9. Who is in charge of on-street parking?
10. Who is in charge of parking enforcement officers, parking meters, and parking meter collection?
11. What is the average number of tickets issued on an average day by an average enforcement officer?
12. What is the amount of revenue generated by tickets annually?
13. What percentage of tickets issued are properly adjudicated?
14. How many parking meters are there in the system?
15. How often is parking meter revenue collected?
16. Who audits off-street parking facilities?
17. Who assigns cashiers?
18. Who recommends parking policy?
19. Does the City have published goals/objectives for the parking system?

20. Does a cashier training manual exist?
21. What is the City's auditing practices and procedures?

Although all the responses to the questions are not salient to the discussions, certain responses provide a picture of the City's management of its parking system. It can be generally stated that the responses, and in some cases the lack of responses, painted a picture of a highly fragmented and highly privatized parking system that fails to be able to achieve major municipal parking objectives. Parking policy and planning decisions are made by trial and error by a host of departments, offices and boards. There is no consolidation of parking management either on-street or off-street parking, nor is there a demonstrated understanding of the relationship between on and off-street parking. This is not surprising considering that none of the departments except for the Parking Division, which is responsible for on-street parking, have parking management responsibilities at the top of their priority list.

The first observation is that parking management responsibilities are fragmented into different departments and have parking as a parallel, second, or distant priority. It is generally agreed within the management consulting community, and in the parking industry, that a fragmented management structure views the operation, not management, of parking as a group of unrelated processes, and fails to recognize the need to coordinate them. Fragmentation hides the big picture. Who communicates, correlates, and acts upon the relationship between the processes? Who does a parking patron call if they have a problem? Who's in charge? This is exacerbated by the fact that some parking functions that the various departments oversee are privatized with little current oversight by the City. Exhibit N identifies the current managerial hierarchy for parking in Buffalo.

Exhibit N: Current Organizational Structure



Presently, an Interim Parking Director is in place that manages off-street parking activity and reports to the Mayor and Board of Parking. The Interim Parking Director was placed in this position by the Mayor to fill a void in the position created with the departure of a previous Parking Director.

The Board of Parking indirectly sets policy and provides oversight of BCAR and the Parking Director. BCAR operates the City-owned off-street parking facilities in the downtown area on a daily basis under a contractual obligation with the City. BCAR maintains its own Executive Board to provide direction for its management personnel. The BCAR Board maintains no policy setting authority. In addition to BCAR, Allpro parking manages the John Gallagher Garage and the Buffalo General Hospital Garage both of which are outside the downtown area and predominantly serve healthcare and residential demand.

Operating separately from the off-street parking operation, the on-street parking division, operating under the Finance Department, manages the daily operation of the on-street, enforcement and towing divisions.

Parking industry management experts generally agree that the parking management structure most often dictates what the parking system will look like. Conversely, the parking system and its operation most often reveal the nature of the management structure. There are some telltale signs of a poorly crafted management structure. These telltale signs are usually readily evident and generally characterized by the parking system's inability to:

- Meet basic performance objectives
- Portray a good public image
- Respond to the user groups it serves
- Understand and apply large parking management strategies

Conversely, well crafted parking management structures most often have the ability to perform the following:

- Establish an adequate budget to address the operating requirements of the parking system
- Set rates that are sufficient to fund activity to meet the adopted goals and objectives of the parking system
- Manipulate and control the elements and processes associated with the management and operation of the parking system
- Set aside sufficient revenue for property acquisition and future development
- Set aside sufficient revenue for system maintenance and other future capital expenditures
- Direct and deliver services from a single source responsibility center

Based on observations and interviews, Buffalo's comprehensive parking system is more akin to a poorly crafted parking system. The system has privatized municipal functions without accepting the oversight responsibility that it has virtually forgotten what a successful parking management effort's objectives are.

Some of Buffalo's specific examples of situations that result from the fragmentation of parking and unregulated privatization are that:

1. There is an absence of specific parking related auditing expertise
2. There is an absence of global knowledge of the parking system
3. Parking meter income is not audited and tested to determine if the amount deposited into the parking meters is equal to the amount collected.
4. There is a lack of communication between departments concerning the oversight of parking management contracts.
5. Because parking is not the singular focus of activity for any department, requests from one department to another are put on the proverbial back burner and sometimes forgotten or ignored.
6. Absent of a parking professional, there is no individual that fully understands the impact of primary parking management strategies.
7. When making parking policy, because there is no professional parking expert, policy making bodies are often put in awkward situations where public petitions prevail over tried and true parking strategies.
8. Parking management decisions are made in the political arena, not by an experienced parking professional.

For the parking system to significantly improve, it needs to meet the recommended goals and avoid the existing pitfalls.

Although parking departments and authorities generally succeeded in the management of off-street parking, a fundamental flaw existed - the relationship between on and off-street parking was ignored.

Since pricing of parking meters and fine structures were determined by those that possessed little experience in transportation system management, strongly influenced by special interests, and unfamiliar with creating pricing strategies that played the relationship between on and off-street parking, overall parking management lacked success.

The following paragraphs will discuss and define the nature of parking management entity alternatives that the City should consider and recommend the entity type that we believe will best serve the City's interests.

Parking Departments

Not unlike other city departments, a parking department can manage its special charge from a single consolidated base. Although parking departments can succeed in managing on and off-street parking facilities, there are certain inherent problems that prevent parking departments from delivering the high level of service that is befitting a Class "A" city.

The primary problem is that parking departments cannot control all the variables associated with the delivery of parking services. Parking departments are most often created to be reliant on other departments that have cooperation with a parking department as a secondary or tertiary responsibility. A meter pole is broken - call the Public Works Department. Parking income is suspect - call the Finance Department. Have a problem with a parking contract - call the Law Department. Parking departments find it difficult to divest themselves of reliance on other departments, thus maintaining one of Buffalo's fatal parking flaws - fragmentation of services and the absence of a business model.

Another problem is that parking departments must compete for funding in the municipal budget environment and cannot operate as a business. It is difficult to explain to city fathers why a parking structure's restoration needs are more important than other competing interests. Unfortunately, a frequent byproduct of parking department managed facilities is poor structural maintenance and a Class "B" appearance.

Parking Division Organized Under an Existing Department

Parking divisions organized under other departments are most often used in situations where a city charter limits and defines the number and nature of departments. Parking divisions have similar, but diminished, powers and abilities that are associated with parking departments. However, they have two more liabilities. They must seek permission to perform actions from a subordinate position within the department in which they reside. And, they must not only compete for funds with other departments, but also within the department that they reside as the subordinate entity. Parking divisions are generally weak and find it difficult, if not impossible, to bring about significant change.

Parking Authority

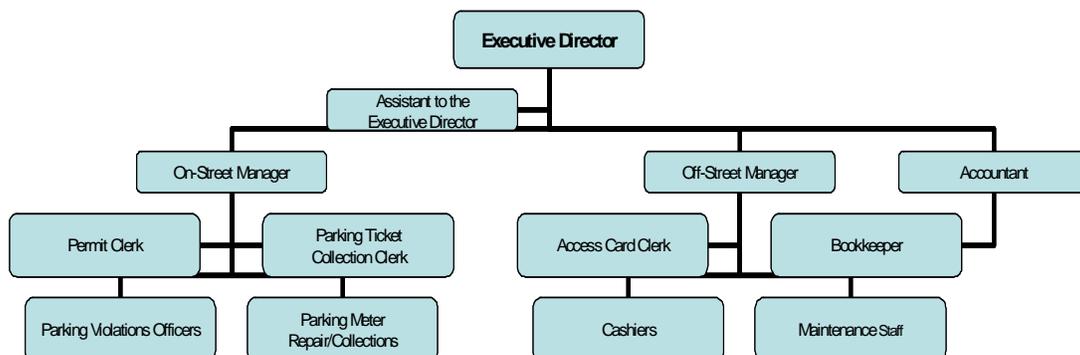
A parking authority is defined as an independent body politic of a municipality enabled under state legislation, and created by a municipal ordinance or resolution. Because a strong parking management entity will be required to "*guide the parking system through the next decade and beyond*", it is important to embody as many of the powers of a parking authority as possible. In most states, parking authorities have the following powers and characteristics.

- The ability to acquire real property either through negotiation or its vested powers of eminent domain.
- A parking authority has a five member board of directors (some states permit more). The board is appointed by the mayor with the consent of the city council.

- The board is empowered to hire a director and any and all other employees that it deems necessary to manage and operate parking facilities, processes, and functions under its jurisdiction.
- It is empowered to operate all public off-street parking within its city limit (some can manage on-street parking as well).
- It has the power to set rates for on and off-street parking, thus removing the rate setting process from the political arena.
- It has the power to create and approve its own budget. The budgets are generally intended to be revenue neutral.
- It may keep excess revenues from operation. This permits a parking authority to create reserves for future expansion and renewal/replacement.
- It has the power to issue bonds. Although theoretically possible, because of much more favorable interest rates, parking authorities almost always work with the City in which they reside and seek its backing.

The organizational chart pictured on Exhibit O depicts a full service parking authority that is self operated. The Parking Commissioner would answer to a five member board that is appointed by the Mayor with the consent of the City Council. There are many hybrids of the structure shown. A variety of outside contracts can replace and/or alter many of the functions.

Exhibit O - Parking Authority Organizational Chart



Parking Enterprise Fund

Unlike a parking authority, a parking enterprise fund is a unit of city government. It is an accounting construct of city government that follows a businesslike model and intended to generate adequate income to be self-sustaining. This model generally does not have a board of directors and relinquishes two extremely important powers that are embodied into most parking authorities, that is, the power to approve its own budget and the power to set its own rates.

Parking Privatization

In years past, many municipalities that did not understand the basic principals of municipal parking programs immediately looked to the private-sector to fill their managerial void. The thought process was that the private-sector could operate the respective parking program in a more business-like manner and as a result provide a greater level of revenue to the municipality. Many of these communities did not view parking as infrastructure required to support their business community but simply as a municipal department in which was unable to operate in a efficient yet cost effective manner. As a result, many communities began to adopt certain layers, if not complete, privatization.

More advanced communities began to use the private-sector to perform duties that higher compensated civil service employees were otherwise completing. Privatization allowed for salary savings for the municipality and did not require the payment of a percentage of revenues collected to be paid or split with the private-sector. Less progressive communities turned their entire parking program over to the private-sector through the use of the public procurement process. Most often the bidder that proposed to supply the municipality with the greatest level of revenues was chosen with only minor regard given to customer service levels. This approach sometime had a direct negative affect on service levels as generally the private-sector is profit driven while municipal parking programs are more customer oriented. There is also a greater

level of personnel turnover in the private-sector that can compound this issue. In addition, a municipality cannot simply rely on the operator to report revenues and expenses as it must have one individual on staff to audit the operations of the parking operator.

Most recently, some major cities (Chicago, IL, Harrisburg, PA) have sold off their entire parking program to a private investment collective made up of a major investment bank and national parking operator. This approach provides the municipality with the ability to receive substantial structured infusions of cash for their parking program while the operator manages and maintains the assets and keeps any profits. Cities adopting this approach have decided that they want no involvement in their parking program, preferring to allow the private operator and market conditions to dictate the level of services provided and the fee and is exacted.

The City of Buffalo can take any of these approaches. However, it also has most of the major components in place necessary to operate using a private-sector business model. With the exception of a Parking Commissioner and related administrative support staff the City of Buffalo has the opportunity to operate its parking program as effectively as the private sector. Through the consolidation of departmental responsibilities and personnel, the City of Buffalo can refine its operation and begin to move forward with planning and development projects. However, the question it must ask itself is who do they want to control and plan for future parking facilities and programs. If the City wishes to maintain control of parking then it should work diligently to consolidate services and hire a Parking Commissioner. If the City does not want control of parking then it should look to privatize its program. Based on the review of the parking program conducted as part of this study, it is recommended that the City of Buffalo take the municipal consolidation approach.

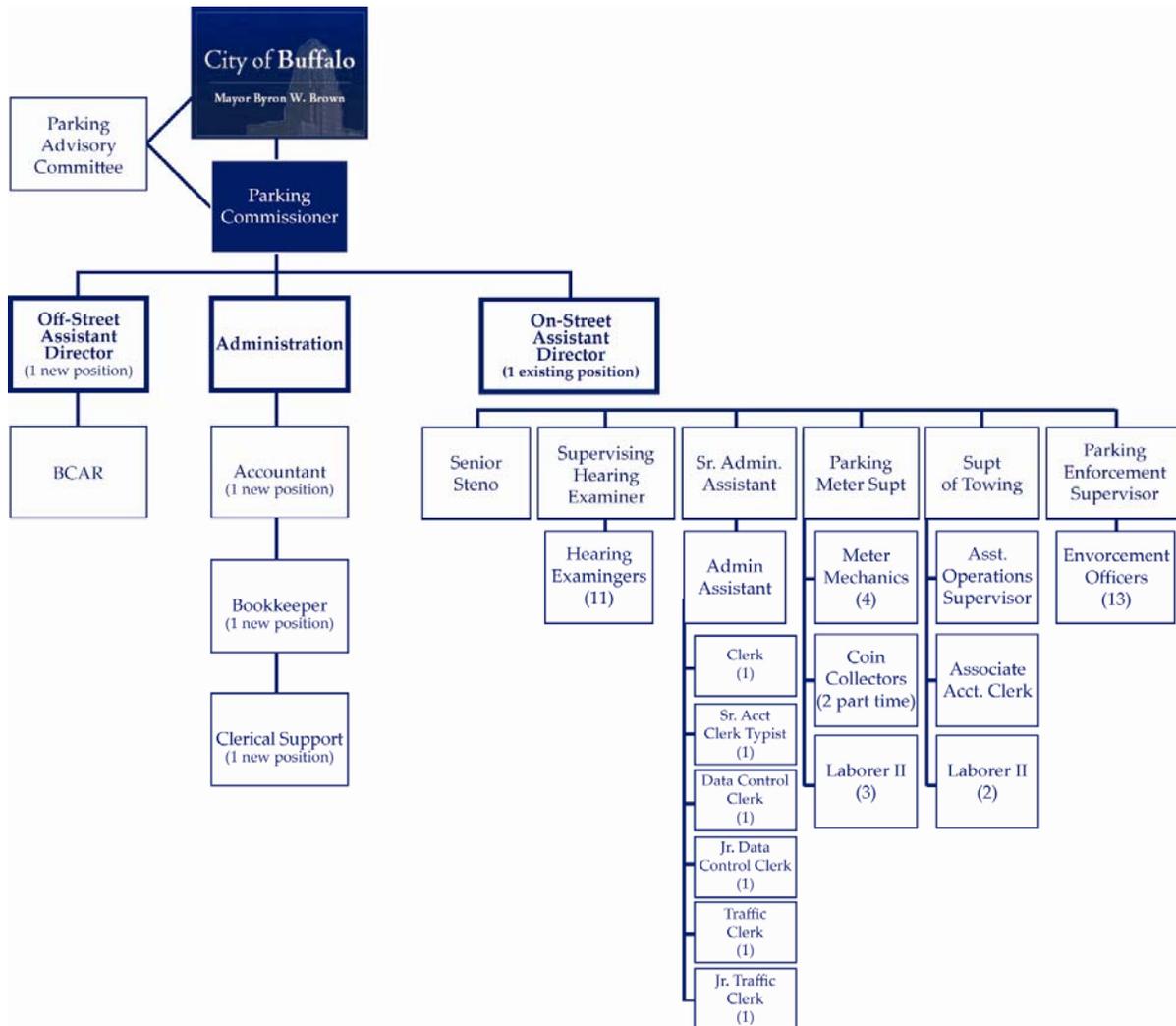
3.0 PARKING MANAGEMENT RECOMMENDATIONS

Based on the operational conditions found in the City of Buffalo, both a Parking Department and a Parking Division would be unable to produce the changes required to improve the management of parking in the City of Buffalo.

Believing that the City of Buffalo requires a strong parking management entity that operates like a business model, there are only two logical choices, a parking authority and a parking enterprise fund. However, and based on input from the City and various downtown stakeholders, the authority approach to utility management has not been a successful experience. Furthermore, it is unlikely that the City of Buffalo will establish a parking authority since it wishes to regain control of the overall parking program internally whereas a parking authority approach will not allow the City to achieve this objective.

The nature of the existing parking program requires some difficult and unpopular decisions to be made to realize the required changes to meet the mission and achieve the related goals. The first such change requires the City of Buffalo to conduct a national recruitment effort to fill the position of Parking Commissioner. The purpose of elevating this position to Commissioner level is so that the previously identified layers of bureaucracy can be eliminated. The organizational structure (see Exhibit P) of the newly formed City of Buffalo Parking Department should be organized in the following manner:

Exhibit P - Recommended Organizational Structure



Under this plan, the existing City of Buffalo Board of Parking would be reorganized and would now act in an advisory only role to the Mayor and Parking Commissioner. Members of this committee should have *no* affiliations with any other City of Buffalo board. This board should include residents and business owners in the community and should not include private-sector parking management personnel.

A detailed outline of departmental reporting hierarchy and job responsibilities is found in Section 5 of this report.

3.1 On-Street Parking

The on-street parking program is currently administered through the City's Division of Parking. This division is responsible for the comprehensive on-street metered program. At the time of this report, the City is beginning a conversion from single space parking meters to multi-space pay and display units.

Revenues collected through the placement of these multi-space devices on-street are collected by Division of Parking personnel and deposited directly in the bank. The City does not currently count coin prior to making its daily bank deposit. However, with the installation of multi-space meters, audit data will be generated by these devices.

A review of the disconnections, fragmentations, and criticisms lodged by critics of the existing on-street parking management effort was conducted as part of this study process.

Although the personnel assigned to the oversight of the on-street meter program are making changes in the current system, many additional changes need to occur related to this program in order to better manage this valuable City asset. These changes include the City verifying coin before it is sent to the bank for deposit, developing the proper levels of interaction between the enforcement division and meter maintenance and the interaction between the on-street and off-street divisions.

Photo 1: Newly Installed Multi-Space Meter



Parking enforcement is the most important function of any municipal parking program. Without proper and consistent parking enforcement levels every other parking program will ultimately fail or underperform.

Currently, parking enforcement is also the responsibility of the Division of Parking. Parking enforcement personnel are responsible for the enforcement of parking regulations in the downtown area as well as in residential areas. Parking enforcement personnel and sworn police officers enforce snow removal parking rules and regulations.

It is recommended that the overall on-street parking management responsibility of the City's parking professional (Parking Commissioner) from that professional's parking management entity. Decisions as to where and when to focus enforcement should be determined by the City's Parking Commissioner augmented by current City staff. Other responsibilities including creating budgets, determining when and where collections would take place, enforcement schedules and level, adequacy of regulatory signage, oversight of parking meter repairs, public outreach initiatives, and any and all other management decisions and responsibilities should be determined and performed by the City's Parking Director with direct oversight conducted by the current head of the Division of Parking.

3.2 Parking Rates

Off-Street

The City of Buffalo and BCAR have been proactive in maintaining parking rates that are competitive with area markets. Tables 10a and 10b indicate the rates for off-street parking for 2007 and 2008 in all BCAR managed facilities.

Table 10a
2007 Off-Street Parking Rates
Buffalo Civic Auto Ramps, Inc.
Parking Rates Schedule
Effective July 1, 2007

LOCATION	Adam	Mohawk	Ellicott Oak	Main Place	HSBC
ADDRESS	343 Wash St.	477 Wash St.	205 Ellicott St.	223 Pearl St.	1 HSBC Ctr
VEHICLE CLEARANCE HEIGHT	6'9"	6'7"	Open Lot	6'2"	6'8"
CAPACITY	1,728 SPACES	609 SPACES	375 SPACES	1,002 SPACES	457 SPACES
Each Hour	\$1.25	\$1.25	\$1.25	\$1.75	\$1.25
Daily Maximum	\$6.00	\$5.00	\$6.00	\$6.00	\$6.00
Early Bird	\$5.00	\$5.00	\$5.00	\$0.00	\$0.00
Evenings (after 5pm)	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00
Special Events	\$5.00	\$5.00	\$5.00	\$5.00	\$5.00
Events - Thursday in the Square	\$3.00	\$3.00	\$3.00	\$3.00	\$3.00
Hockey - HSBC Only	\$0.00	\$0.00	\$0.00	\$0.00	\$4.00
Baseball/except special events	\$3.00	\$0.00	\$3.00	\$0.00	\$3.00
Monthly	\$68.00	\$67.00	\$50.00	\$81.00	\$97.00
Reserved Monthly	\$126.00	\$121.00	NONE	\$135.00	\$146.00
Night Monthly	\$34.00	\$33.50	\$25.00	\$40.50	\$48.50
	(6:00P-6:00A)	(5:00P-9:30A)	(6:00P-6:00A)	(8:30P-8:00A)	(3:30P-6:30A) PL (3:00P-8:00A)

LOCATION	Turner	Gas Lot	Augspurger	Court Franklin	Fernbach
ADDRESS	1 Perkins Dr	67 4th St.	362 Pearl St.	Franklin@Court	200 Pearl St.
VEHICLE CLEARANCE HEIGHT	6'5" (6' at roof)	Open Lot	6'10"	Open Lot	6'9"
CAPACITY	773 SPACES	360 SPACES Closed 06-30-05	1,307 SPACES (w/o hotel)	65 SPACES	1,196 SPACES
Each Hour	\$1.75		\$1.25	\$1.75	\$1.75
Daily Maximum	\$6.00		\$6.00	\$6.00	\$6.00
Early Bird	\$0.00		\$5.00	\$0.00	\$0.00
Evenings (after 5pm)	\$2.00		\$2.00	\$2.00	\$2.00
Special Events	\$5.00		\$6.00	\$5.00	\$5.00
Events - Thursday in the Square	\$3.00		\$6.00	\$5.00	\$3.00
Monthly	\$80.00		\$71.00	NONE	\$82.00
Reserved Monthly	\$132.00		\$131.00	NONE	\$132.00
Nested Monthly			\$103.00		\$114.00
Night Monthly	\$40.00		\$35.50		\$41.00
	(1:30P-8:00A)		(6:00P-6:00A)		(6:00P-6:00A)

All Locations offer and honor the following:

V.I.P. Pass (per month)	\$156.00	
Stamp Books (Adam, Mohawk, Ellicott Oak, HSBC and Augspurger)		\$125.00 (100 Stamps/Book)
Stamp Books (Main Place, Turner, Fernbach, and Court Franklin)		\$175.00 (100 Stamps/Book)

Table 10b
2008 Off-Street Parking Rates

Buffalo Civic Auto Ramps, Inc.
Parking Rates Schedule
Effective July 1, 2008

LOCATION	Adam	Mohawk	Ellicott Oak	Main Place	HSBC
ADDRESS	343 Wash St.	477 Wash St.	205 Ellicott St.	223 Pearl St.	1 HSBC Ctr
VEHICLE CLEARANCE HEIGHT	6'9"	6'7"	Open Lot	6'2"	6'8"
CAPACITY	1,728 SPACES	609 SPACES	375 SPACES	1,002 SPACES	457 SPACES
Each Hour	\$1.25	\$1.25	\$1.25	\$1.75	\$1.25
Daily Maximum	\$6.00	\$5.00	\$6.00	\$6.00	\$6.00
Early Bird	\$5.00	\$5.00	\$5.00	\$0.00	\$0.00
Evenings (after 5pm)	\$2.00	\$2.00	\$2.00	\$2.00	\$2.00
Special Events	\$5.00	\$5.00	\$5.00	\$5.00	\$5.00
Events - Thursday in the Square	\$3.00	\$3.00	\$3.00	\$3.00	\$3.00
Hockey - HSBC Only	\$0.00	\$0.00	\$0.00	\$0.00	\$4.00
Baseball/except special events	\$3.00	\$0.00	\$3.00	\$0.00	\$3.00
Monthly	\$68.00	\$67.00	\$50.00	\$81.00	\$97.00
Reserved Monthly	\$150.00		NONE	\$160.00	\$175.00
Nested Reserved	\$103.00	\$103.00	NONE	\$115.00	\$115.00
Night Monthly	\$34.00	\$33.50	\$25.00	\$40.50	\$48.50
	(6:00P-6:00A)	(5:00P-9:30A)	(6:00P-6:00A)	(8:30P-8:00A)	(3:30P-6:30A) PL (3:00P-8:00A)

LOCATION	Turner	Gas Lot	Augspurger	Court Franklin	Fernbach
ADDRESS	1 Perkins Dr	67 4th St.	362 Pearl St.	Franklin@Court	200 Pearl St.
VEHICLE CLEARANCE HEIGHT	6'5" (6' at roof)	Open Lot	6'10"	Open Lot	6'9"
CAPACITY	773 SPACES	360 SPACES Closed 06-30-05	1,307 SPACES (w/o hotel)	65 SPACES	1,196 SPACES
Each Hour	\$1.75		\$1.25	\$1.75	\$1.75
Daily Maximum	\$6.00		\$6.00	\$6.00	\$6.00
Early Bird	\$0.00		\$5.00	\$0.00	\$0.00
Evenings (after 5pm)	\$2.00		\$2.00	\$2.00	\$2.00
Special Events	\$5.00		\$6.00	\$5.00	\$5.00
Events - Thursday in the Square	\$3.00		\$6.00	\$5.00	\$3.00
Monthly	\$80.00		\$71.00	NONE	\$82.00
Reserved Monthly	\$165.00		\$150.00	NONE	\$165.00
Nested Monthly	\$115.00		\$103.00		\$114.00
Night Monthly	\$40.00		\$35.50		\$41.00
	(1:30P-8:00A)		(6:00P-6:00A)		(6:00P-6:00A)

All Locations offer and honor the following:

V.I.P. Pass (per month)	\$156.00	
Stamp Books (Adam, Mohawk, Ellicott Oak, HSBC and Augspurger)		\$125.00 (100 Stamps/Book)
Stamp Books (Main Place, Turner, Fernbach, and Court Franklin)		\$175.00 (100 Stamps/Book)

As illustrated in the two tables, the only change in rates that occurred for off-street parking in 2008 is an increase in pricing of monthly reserved spaces. Although the City of Buffalo and BCAR is applauded for raising these rates, the idea of reserved parking in a municipal parking system is antiquated. All parking, including monthly parking, should be managed on a first come first served basis. It is difficult for users of a municipal parking facility to accept that they

have to pass a convenient *unused* reserved space to get to a less convenient space. Today, reserved spaces in parking garages are found in facilities that have been built as a result of a public/private joint venture and the resulting development agreement calls for the reservation of a specific number of spaces for the private-sector partner. It is recommended that this program be phased out with the development of a new facility in the study area.

Allpro Parking

The City of Buffalo contracts with Allpro Parking to manage the daily operation of the Women and Children's Garage, Gates Circle Millard Fillmore, and the Buffalo General Garage. Current parking rates at these three facilities are as follows:

Women and Children's Hospital & Gates Circle Millard Fillmore

Hospital Parking Rates

\$1.75 for the 1st hour
\$1.00 per hour thereafter up to \$3.75 daily maximum
\$50 monthly rate – daytime
\$25 monthly rate – evening

Buffalo General Hospital Parking Rates

\$1.00 for the 1st ½ -hour
\$4.00 daily maximum
\$50 monthly rate – daytime
\$25 monthly rate – evening

Based on fees charged in the BCAR managed garages, the parking rates assigned to these facilities are below market value. However, the condition of these facilities limits the fees that can be charged. This issue will be discussed in the off-street parking section of this report. With changes made to the facility, it is recommended that the daily maximum rate for parking at both parking garages be increased to \$6.00. No increase in monthly fees is recommended. The following rate schedule is recommended for both parking garages.

Recommended Parking Rates

\$2.00 for the 1st hour
\$1.00 per hour thereafter up to \$6.00 daily maximum
\$50 monthly rate – daytime
\$25 monthly rate – evening

On-Street

A review of on-street parking rates was conducted to evaluate the rates charged for parking on-street versus other communities in the State with similar operational characteristics. Table 11 identifies the City of Buffalo's rates with those communities.

Table 11

City of Buffalo Parking Meter Rate Analysis									
Maximum Meter Duration	Buffalo	Charleston, SC	Allentown, PA	Eric, PA	Harrisburg, PA	White Plains, NY	Yonkers, NY	Albany, NY	Akron, OH
10 Minutes									
15 Minutes								\$0.25	\$0.25
20 Minutes									
30 Minutes									
1 Hour		\$0.05 for 4 Minutes; \$0.10 for 8 Minutes; \$0.25 for 20 Minutes; \$0.75 for an Hour				\$1.00 per hour	10 Minutes Free; \$0.25 for 20 Minutes	\$0.25 for 12 - 15 Minutes	\$0.75 per Hour
2 Hours	\$0.25 per 15 Minutes or \$1.00 per Hour Downtown; \$0.25 per 30 Minutes or \$0.50 per Hour in the Business District	\$0.75 per Hour	\$1.00 per hour	\$0.25 per 20 Minutes	\$0.25 for 10 Minutes or \$1.50 per Hour for the CBD; \$0.25 for 20 Minutes or \$1.00 per Hour Outside the CBD	\$1.00 per hour	10 Minutes Free; \$0.25 for 20 Minutes	\$0.25 for 12 - 15 Minutes	\$0.75 per Hour
4 Hours								\$0.25 for 12 - 15 Minutes	\$0.75 per Hour
10 Hours	\$2.00 All Day							\$0.25 for 20 - 60 Minutes	
12 Hours			\$1.00 per hour	\$0.25 per 20 Minutes		\$0.75 per hour for lots and garages; \$1.00 per hour for on-street meters	30 Minutes for First Four Hours; \$0.25 per Hour Thereafter		
Population (Approximate)	292,648	99,997	113,127	105,725	48,950	53,077	198,871	88,855	197,950
# of Meters in System	2,654	1,804	1,575	1,956	1,273	8,500	3,500	2,000	1,300
# of Total Public Parking Spaces in System	20,867	14,838	6,495	6,551	9,367	14,500	8,052	22,000	11,590
Hours of Enforcement	Downtown: Mon. - Fri. Bus. District: Mon. - Sat. 8 a.m. - 5 p.m.	Mon. - Sat. 9 a.m. - 6 p.m.	Mon. - Sat. 8 a.m. - 6 p.m.	Mon. - Fri. 9 a.m. - 6 p.m.	Mon. - Fri. 8 a.m. - 5 p.m.	24hrs for lots and garages Mon. - Sat. 9 a.m. - 9 p.m. for on-street CBD parking	24 Hours a Day	Mon. - Fri. 8 a.m. - 6 p.m.	Mon. - Fri. 8 a.m. - 6 p.m.

As evidenced in the chart, the City of Buffalo is assessing on-street parking rates that are comparative to the rates charge in other communities. As a result, no change in parking rates on-street is recommended at this time.

3.3 Parking Meter Collections

Currently, the Parking Division is responsible for meter collections. In discussions with representatives from the Parking Division, in regard to their meter collection procedures, it was revealed that very little checks and balances are in place for this operation. For example, many cities “salt” their meters occasionally to verify that monies deposited in a meter arrive at the final deposit point. This simply involves the placement of marked coin(s) in meters to track their journey to the final depository. This helps ensure that the City of Buffalo receives the revenues it is due by identifying and leaks in the system. In addition, there is no supervisory staff making periodic random spot checks of parking meters to ensure that the sealed vault is in place in the meter and not a paper cup or other non sealed device. Finally, the City of Buffalo deposits its meter revenues directly in the bank and relies on the bank for notifying it of the amount deposited. The City does not count or weigh its coin before depositing it at the bank.

It is recommended that the following changes be made to the meter collections program:

- The Off-street Parking Manager should be responsible for consistently salting meters. (This need will be eliminated with the conversion to multi-space meters)
- Random checks should be made of all meter vault areas to ensure proper collection devices are in place. Although a need to check multi-space meters for this requirement is not necessary, administrative staff should check multi-space meter internals for cleanliness and general upkeep on a scheduled basis.
- Until such time as single space meters are no longer in use, the Parking Department must establish a method of verifying what monies are deposited from parking meters prior to depositing these monies at the bank. With the full implementation of a multi-meter system, audit journals can be produced by each device for verification purposes.

3.4 Parking Meter Maintenance

Parking meter maintenance is also the responsibility of the Division of Parking. It is recommended that parking meter maintenance remain under the direction of this division. With the installation of new multi-space parking meters, it is imperative that a scheduled maintenance program based on manufacturer recommendations be developed to ensure that these devices remain in like-new condition so that reporting statistics remain accurate. This includes scheduled tours to ensure functionality, cleanliness of device and need for repair.

3.5 Off-Street Parking

All downtown City-owned off-street facilities are managed through a contract with the Buffalo Civic Auto Ramp (BCAR). BCAR is responsible for the comprehensive day-to-day management of each off-street parking garage and surface parking lot in the downtown area. This arrangement has, in one form or another, been in place since the 1954. Most recently, BCAR obtained not-for-profit status to gain tax exemption status to help reduce operational expenses. Overall, BCAR managed facilities appeared to be clean and well lit.

Because downtown off-street parking is primarily operated by private-sector enterprise, management decisions are for the most part dictated by profit and often result in short-term decisions that do not realize the longer-term negative impact on parking, economic development, and land use planning. Also, because of the number of different public agencies involved in parking, it is difficult to obtain consensus regarding appropriate public parking policy, such as on-street and off-street parking rates, signage standardization, consolidated operating procedures, and long-term planning. This section of the report will discuss off-street parking philosophy, system performance, current parking management contracts, recommended contractual modifications, and contract oversight.

One of the primary issues that this parking analysis was asked to address was to identify the proper role of the City in parking City-wide. Relative to off-street parking, there are several options the City has at this time. These options are as follows:

- Continue to manage the off-street facilities utilizing the service of BCAR
- Rebid off-street management services and allow all bidders to bid contractual services on a equal playing field
- Manage the operation of off-street parking internally

With the creation of City of Buffalo Parking Department, one of its goals should be to create and maintain a future development fund to posture itself to rapidly respond to the need and opportunity to acquire and assemble real property. Funds for this purpose should be readily available to respond to real estate opportunities, as the moment to purchase may occur between budget cycles. Although the temptation exists to take surpluses from operations and divert it to the City's General Fund, proceeds from operations should first fill a future development fund to an agreed upon level, in a manner that is similar to the elements of a bond issue's sinking fund requirement (currently five million dollars). Not until the future development fund is filled to the agreed upon level can surpluses be transferred to the City's General Fund.

Besides BCAR, the City of Buffalo also owns three parking ramps outside the downtown area that predominantly serve parking demand generated by healthcare facilities. These facilities are the John Gallagher Sr. Ramp, serving Children's and Woman's Hospital (Kaleida Health), Henry J. Ozinski Ramp service Gates Circle Millard Fillmore Hospital, and Buffalo General Hospital Garage (BNMC Campus Garage).

These facilities are managed by Allpro Parking. A review of these facilities indicated that both were dirty and require systems repairs and updating. Many of the systems appeared to be old. It is apparent that little or no money is being expended for the care of these facilities.

Photo 2: Broken Drain Pipe



Photo 3: Electrical Outlet Cover Missing/Rusted Box

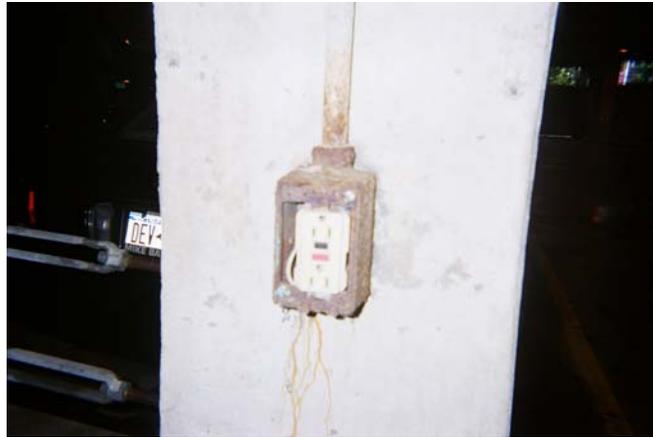


Photo 4: Broken Exterior Façade Sign



Photo 5: Obsolete Ticket Dispenser



Photo 6: Deteriorating Ductwork



Recently, the City of Buffalo has been approached by Kalieda Health who has expressed their interest in purchasing or managing the John Gallagher Sr. Ramp and the BNMC who has expressed their interest in purchasing or managing the Buffalo General Hospital Ramp. Both parties are interested in purchasing or managing the respective garages to better serve their users.

At this time, the sale of these facilities is not recommended. It is believed that with BCAR assuming control of the facility and the hiring of a Parking Commissioner, improvements in systems, operations, and daily maintenance will increase the general appearance of the facility and flexibility of the parking operation.

Comments from stakeholders involved with these three ramps indicated that Allpro Parking and the City of Buffalo were not reactive to the needs of the hospital as their schedules change and parking demand changes. Along with a change in management, it is recommended that monthly meetings be held between BCAR, the Parking Commissioner and the respective healthcare parties to refine the daily management procedures and policies to meet the needs of the hospital.

RAPP Lots

The City of Buffalo owns a number of surface parking lots situated outside the study area that serve residential and retail areas. Parking is generally unmonitored in these areas as these lots are currently operated with no type of revenue or permit control system. Maintenance of these facilities currently cost the City \$30,000 annually.

A number of these lots offer the City an opportunity to improve the level of control in these facilities and also allows the City to generate revenue to help offset the cost of maintenance of these facilities.

It is recommended that pay-by-space multi-space parking meters be utilized in certain facilities where parking revenue generation opportunities exist to manage hourly parking demands. In

addition, to help meet the need of residential users, a permit parking program should also be developed that allows residents in the area to use a specific facility without the need to pay the meter but instead requires the purchase of a decal or permit on an annual basis.

Meter rates should be set at \$1.00 per hour while residential permit parking should initially be priced at \$120 annually. The following matrix illustrated on Table 12 identifies the method of management for each specific facility. Those noted as “none” should continue to operate as currently configured or be sold as they no longer serve a parking need in the area they are situated.

Table 12
City of Buffalo Rapp Lot Inventory and Parking
Management Recommendations

Lot #	Address	Capacity	Neighborhood Characteristics	Utilization	Management Recommendation
1	188-200 Allen St	10	high density single family with corner retail/restaurant	high	multi-space meter 8AM-5PM/Permit
2	1193 Brighton	22	lower density single family behind small office building or retail	never	none
3	3102 Bailey Ave	66	high density single family with corner retail/restaurant	very low	multi-space meter 8AM-5PM/Permit
4	301 Bryant St	60	retail block surrounded by high density single family	low	none
5	132/134 Clare St	12	at dead end of residential neighborhood along rail line	never	none
6	6 Essex St	9	retail block with some single family nearby	very high	multi-space meter 8AM-5PM/Permit
7	1406 Fillmore Ave	10	lower density single family with corner retail/restaurant	medium	multi-space meter 8AM-5PM/Permit
8	248 Gibson St	34	retail area	low	none
9	182 Grant St	23	high density single family with corner retail/restaurant	very high	multi-space meter 8AM-5PM/Permit
10	641 Hertel Ave	60	open space and low density single family near retail/office	low	none
11	186 Hertel	20	high density single family with corner retail/restaurant	low	multi-space meter 8AM-5PM/Permit
12	40 Days Park	24	high density single family near urban park and office/retail	high	none
13	3274 Main St	16	high density single family with corner retail/restaurant near office park	low - only used by the school personnel	multi-space meter 8AM-5PM/Permit
14	195 Military Rd	37	high density single family with corner retail/restaurant near industrial park	high - student housing and UB bars	multi-space meter 8AM-5PM/Permit
15	843/849 Seneca St	17	industrial park with some single family	medium	multi-space meter 8AM-5PM/Permit
16	2237 Seneca St	78	serves large retail block with single family nearby	low	none
17	Foot of Farmer	16	high density single family with corner retail/restaurant	very high	multi-space meter 8AM-5PM/Permit
18	304 West Utica St	36	high density single family with corner retail/restaurant	medium	multi-space meter 8AM-5PM/Permit
19	1111/1131 Lovejoy St	31	high density single family with corner retail/restaurant & large office building	high	multi-space meter 8AM-5PM/Permit
20	1177 Lovejoy St	13	high density single family with corner retail/restaurant & large office building	high	multi-space meter 8AM-5PM/Permit
21	573 Forest Ave	23	high density single family with corner retail/restaurant	very high	multi-space meter 8AM-5PM/Permit
22	24/26 Heath	22	high density single family across street from school or rec center	high - neighborhood and the community center	multi-space meter 8AM-5PM/Permit
24	866 Delevan	10	high density single family across street from school or rec center	low	multi-space meter 8AM-5PM/Permit
25	1354 Jefferson	24	high density single family near small office/industrial building	low - employees of the Apollo Theatre.	none

Lot 23 code is duplicate of Lot 8 Gibson Street

For the operation of these facilities as revenue generators to work as designed, parking enforcement will be required to occur consistently on a daily basis based on posted operational hours. It is anticipated that the enforcement of these facilities could occur using current levels of parking enforcement personnel.

3.6 Contract Oversight

Based on a review of the parking management contracts that were provided, oversight of the existing contracts cannot be properly performed. Little information is provided to the Owner and insufficient information is required to be provided. The very nature of the required data is secondary data, no original source data like revenue and access control system printouts, processed tickets, gate counts, and tickets issued are required. The information that the BCAR provides is merely their version of the facts. Even if the currently required audit information was provided to a professional parking auditor, it is inadequate to render an affirmative opinion that the income reported is correct. Nor could City staff offer an affirmative opinion that expenses such as labor reported by BCAR are true and correct.

The purpose of the access and revenue control systems that are used is to provide consolidated management reports for auditing. Although there is evidence of internal BCAR auditing associated with BCAR managed facilities there is no evidence of field level auditing taking place by Owner's (City) staff.

One must remember that parking is a cash intensive business that requires checks and balances and a high level of vigilance. While an investigation was not performed as part of this study, it can be stated that, by the mere nature of the information that was provided for this study by the City, there is a definite need for in-depth auditing of BCAR's field operations.

Tools and trained personnel are required to remedy this problem. If there were one highly trained municipal staff member that could audit all the facilities daily, it would be possible to

provide a level of auditing that would provide a general level of comfort in the income being reported. However, if all municipal facilities have on-line, real-time, machine-readable access and revenue control systems, this one individual should perform audits from a remote location in an on-line mode. This would allow that individual to perform other functions. Some of these other functions should include the questioning of expenses submitted for approval by parking management contractors. An ideal municipal parking system would have a parking entity to oversee all municipal parking assets, an individual within that entity to audit all facilities, and a consistent access and revenue control system to audit parking income collected.

Finally, with the hiring of a Parking Commissioner, *no* monthly parking arrangements should be made at *any* facility without *prior* approval of the Parking Commissioner. This allows the Parking Commissioner to remain current as it relates to parking demand and the need for additional parking facilities as demand increases.

It is recommended that facilities managed by Allpro be turned over to BCAR so that the standards for maintenance achieved at facilities currently managed by BCAR in the downtown area are achieved at the three hospital parking ramps. This will also reduce the number of contracts needed to be monitored by the City.

3.7 Signage

Parking regulatory and informational signage is not currently coordinated between off-street and on-street divisions including parking enforcement. The fragmentation of the City's delivery of parking services has allowed signs to fall into disrepair, disappear, or fail to properly communicate the intent of the zones that they identify. The signage issue will only improve over time with the institution of a single source responsibility center to manage parking. The reporting structure within a single entity will intuitively see enforcement problems, see its relationship to signage, and make necessary modifications.

In the immediate term, it is recommended that a comprehensive analysis of the City's on-street parking signage system be undertaken. This evaluation should primarily focus on the accuracy, adequacy, and content of all on street parking signs. It should also develop preliminary concepts for all municipally owned off-street parking facilities to designate those facilities in a consistent form – a form that begins the process of creating a consistent designation for municipal parking facilities.

Most specifically, the signage program must use universally recognized parking identification graphics and symbols, thereby unifying overall goals for parking, transportation, wayfinding and vehicle/pedestrian orientation. Parking informational signage must be provided in accordance with existing City design/sign standards and be integrated into the often complex web of street signs that already exist. Such oversight and design covers both public and private parking facilities. Like the public sector, private sector parking lots and structures serve the overall need of employees, shoppers, and visitors. As such, the information signage they use, particularly in the case of hours of operation and rates, must be closely regulated.

Photo 7: Over Abundance of Parking Ramp Signage



4.0 PROGRAM IMPLEMENTATION PLAN

This section of the report presents a reasonable chronological implementation plan for the recommendations outlined in this report. The recommended Parking Enterprise Fund Department's organizational structure, provides a more defined understanding of program responsibilities, introduces department and staffing recommendations (roles/responsibilities). For ease of discussion and for purposes of this report, the recommended parking organizational structure that will be empowered and responsible for the Parking Enterprise Fund will be referred to as the Parking Department throughout this section of the analysis.

STAFFING

Parking Commissioner

It is recommended that the hiring of an experienced parking administrator become the main focus of addressing parking improvements in the City of Buffalo.

It is recommended that a nationwide search be conducted to recruit an individual who has experience creating consolidated parking operations as well as long-term parking planning experience in cities of similar size.

The recommended salary range for this position is between \$125,000 and \$140,000 annually plus customary City of Buffalo benefits.

Timeframe: 6 to 12 months

On-Street Parking Program

It is recommended that all administrative functions and programs connected with the current on-street parking system (City of Buffalo Parking Division), including parking enforcement, and towing be transferred to the Parking Department. This action will allow interaction between all parking programs and will result in increased service levels, accountability, as well as a more streamlined operation internally.

Timeframe: No longer than 3 months from date of hire of Parking Commissioner

Off-Street Parking

The new parking department should also assume direct responsibility for all off-street parking facilities that the City controls. Specifically, the administration of the existing parking management contracts with Buffalo Civic Auto Ramps (BCAR).

It is recommended that the Parking Department annually review and approve the facility operating budgets, conduct monthly physical inspections, monitor and track the facility revenue

and expenses and assist in efforts to optimize the utilization of the facilities including approval of all monthly parking assignments prior to their execution by BCAR.

It will also become the responsibility of the Parking Commissioner to continually evaluate the use of private-sector contracts versus other methods of to control costs and better serve its users.

Timeframe: Immediate upon hiring

Parking Department Staff

The parking department staff must be capable of planning, directing, monitoring, auditing and coordinating field operations that both contracted and in-house. It is recommended that the parking department staff be comprised of a Parking Commissioner, two managers to oversee the on-street and off-street parking program operations, an accountant to manage the department finances, a bookkeeper to track the parking system's fiscal and operating performance, and one clerical person to support the Parking Director and the senior staff. As previously presented Exhibit O illustrates the recommended organizational hierarchy of the parking department.

During the early years of the Parking Department, the new Parking Commissioner will need a politically experienced, yet objective, member of the Mayor's staff to oversee the implementation and initial development of the Parking Department. As numerous departments, agencies, authorities and private operations currently influence parking, this individual would act as the liaison for the department, guiding it through the difficult process of consolidating/reorganizing on and off-street parking management and operations functions under the auspices of one department.

The job responsibilities for each of the parking department staff members are briefly defined below:

Parking Commissioner

- Formulate, advise, recommend and set policies on all matters pertaining to City supported parking programs, properties and projects.
- Serve as the Mayor's liaisons to City Council, local business and community organizations and independent local authorities regard parking matters.
- Develop and implement a comprehensive program strategy design to address the current problems and projected parking needs of Buffalo's downtown and neighborhoods.
- Adopt and implement a sound financial plan for the parking department that will lower department expenses, and enhance revenue to a level that enables the department to develop future parking facilities on a self-supported basis.
- Assume a principle role in any City negotiations involving the development, purchase, sale, or lease of parking facilities or other land and buildings to be used for a parking purpose.

On-Street Parking Manager

- Act as the City's administrator for on-street parking operations, oversee the enforcement of parking regulations, maintenance and repair of parking meters, collection of parking meter revenue and operate a comprehensive database system for all programs.
- Develop and execute plans to improve the capacity and performance of the parking meter system.
- Represent the Parking Department for all towing issues.
- Serve as an information resource to the court on parking violation appeals based upon claims of malfunctioning parking meters.
- Coordinate the temporary bagging or removal of parking meters during roadway repairs, construction and for major special events.
- Prepare or coordinate an official response to request for information and program complaints.
- Oversee City regulatory signage program (parking).

Off-Street Parking Manager

- Act as the City's administrator for all parking facility management contracts let by the City of Buffalo.
- Serve as the day-to-day parking department liaison for off-street contracted services.
- Conduct physical inspections and periodic operational audit of privately managed City parking facilities.
- Conduct bi-annual parking market surveys in order to maintain an awareness of changes in demand, rates, and inventory.
- Review and approve facility operating budgets, repair projects, staffing plans and operating schedules,
- Coordinate parking facility operating plans and participate traffic management initiatives for major special events.
- Maintain records and documents pertaining to property and facility ownership, leases, parking agreements etc.

Accountant

- Prepare the annual internal financial report and operating budget for the department.
- Track all the parking system income, expenses and debt obligations.
- Formulate cash management and security practices and procedures.
- Serve as the parking department liaison to the City Finance Department.

Bookkeeper

- Download, review and audit daily on-street citations reports and off-street parking transaction and revenue reports.

- Document incidence of parking equipment malfunctions and field operation problems and complaints.

Clerical Support

- General clerical support to the Parking Commissioner and program managers.
- Radio and telephone communications.

Timeframe: To be determined by the Parking Commissioner, not to exceed two years

Projected Parking Department Personnel Budget

Table 12 illustrates the estimated line item budget by division for the development of this new department.

Table 12
Estimated Initial Annual Parking Department Salary Allocation

*Parking Commissioner	\$140,000
*Off-Street Parking Manger	\$ 85,000
¹ On-Street Parking	\$729,000
¹ Towing	\$239,000
*Accountant	\$ 65,000
*Bookkeeper	\$ 55,000
*Clerical Support	<u>\$ 35,000</u>
	\$1,348,000

Footnotes

* New Position/Does Not Include City Benefits Costs

¹ 2008-2009 Mayor Recommended Budget Amount/Existing Positions

ADMINISTRATIVE FUNCTIONS

Implementing the plan to create the proposed Parking Department will involve a host of legal, political, legislative, and financial initiatives that cannot be pursued all at once. The viability and future capacity of the new department will depend on making carefully planned decisions in the initial implementation phase. For example, the fiscal organization of the department will greatly determine its potential for financing parking projects. Also, some decisions and actions related to the implementation process will have to be timed to coincide with the end of the fiscal or the preset legislative agenda of City Council. The process of searching for and hiring a qualified parking professional to serve as the Parking Commissioner of the department should be deferred until the administrative and legislative bodies of City government have fiscally organized the department and agreed upon its statutory responsibilities. It is estimated that it will take three years from inception for the new Parking Department to attain the financial capacity and operational effectiveness that has been discussed in this report. It is for these reasons that it is recommended that a representative from the Mayor's staff act as the liaison for the first year.

In first year, the Parking Department needs to take charge of managing the on-street parking program and begin studying opportunities and constraints relating to managing certain Off-Street Parking assets. In the second year the Parking Department should focus on the development of new parking projects and programs. The timetable for the implementation of key tasks during the first three years of the department's existence is as follows.

Year One

- Introduce and pass authorizing legislation for the creation of the Parking Commissioner position
- Identify an individual in the Mayor's office to act as the Parking Department liaison.
- Transfer the parking meter collections revenue to the budget of the Parking Department.
- Hire a qualified parking professional to serve as the Parking commissioner.

- Make arrangements for the Parking Department to become the primary repository for all records pertaining to the management and annual operations of off-street parking facilities that are, or will be, owned or financed by the City of Buffalo.
- Develop a annual budget for the new department the is initially inclusive of the revenue generated by parking meters, the revenue collected from parking violations, the department personnel costs, and all of the expenditures for private service contracts and general administration.
- Transfer three Allpro managed parking garages to BCAR and make immediate improvement in the appearance of each facility and their respective parking programs.
- Identify parking deficit areas and initiate steps to plan and begin development process for new parking project(s) and programs as needed.

Year Two

- Authorize the Parking Commissioner to hire an off-street parking manager, a bookkeeper and a clerical assistant.
- Transfer Mayor's liaison position role to the Parking Commissioner
- Assess technology used in off-street facilities (BCAR) to obtain real-time online data from each facility in the City's parking office.
- Implement new management programs in RAPP Lots.

Year Three

- Reassess the parking supply and demand in downtown Buffalo.

SECTION 6 - MUNICIPAL PARKING SYSTEM FINANCIAL FORECAST

Table 13 provides a 10-year financial forecast for the Municipal Parking System. It includes actual and unofficial revenue and expenses for the system for fiscal year 2007 and 2008 respectively; the figures for these fiscal years were provided by the City's Finance Department, BCAR and Allpro Parking and the schedule for yearly debt service payments for the existing parking ramps were provided by the City Comptroller. For the purposes of this study, the off-street operating revenue and the on- and off-street operating expense figures for years 2009 through 2019 are projected to grow at an annual rate of 3% per anum. The on-street parking revenue from 2009 through 2019 is projected to remain unchanged. In keeping with our management recommendations, the off-street parking facilities presently being managed by Allpro Parking are shown to be transferred under the management of BCAR in 2009. The pro forma also reflects the termination of revenue earnings and operating costs for the HCBS and Main Place Ramps in 2019 when ownership of the facilities revert to private property owners.

Also included as a separate section in the financial forecast are the off-street parking system expansion assumptions related to the possible development of four new parking ramps in the downtown area. Construction of the first new ramp (i.e. Mohawk/Elmwood Ramp) is assumed to commence in 2011. We have assumed that construction of the other three new ramp projects will start in the years 2013, 2016 and 2019. The Ellicott-Oak Ramp, assumed to be constructed in 2018 will take the place of the existing Ellicott-Oak parking Lot. For each of these new ramp projects we have assumed that the City would incur debt obligations during the year that construction begins and that each facility will begin generating revenue the following year. The debt service obligation and annual operating expense for each of these new ramps are based on the individual development pro formas previously referenced in this report. The debt service obligations are assumed to be level through the end of the amortization schedule while the annual expense estimated for the first year of operation for each ramp is projected to escalate at a rate of 3% per anum like the rest of the existing parking ramps.

The internal operating cost incurred by the City of Buffalo's for the Parking Enterprise Fund is projected to increase in 2010 and 2011 as a result of hiring a Parking Commissioner in 2010 and an Off-Street Parking Manager, Accountant, Bookkeeper and Clerical Support in 2011 as DESMAN has proposed.

Based on these assumptions, the prevailing financial solvency of the Parking Enterprise Fund and the projected financial feasibility of the new ramps, it appears that the City should be able to expand the parking system as needed in the future. The Adjusted Operating Income line for the Parking Enterprise Fund on Table 13 shows that the annual net revenue will vary between \$3 million in FY2008 and a operating shortfall of \$1.6 million in 2019 when these projects are recommended for development. Moreover, barring depletions due to major capital expenditure undertakings, i.e., new parking structures, the accumulated net operating income for the Parking Enterprise Fund is projected to grow from approximately \$2.4 million in 2008 to \$57.1 million by 2019. Even with the development of the new ramps as specified the accumulated net operating income for Parking Enterprise Fund will grow to over \$31.5 million by 2019.

The financial performance of the On-street Parking Division has been strong and is expected to continue to perform well. While operating costs can be expected to increase, the City's planned investment in new meter technologies will help to mitigate cost increases that will mostly likely to be tied to ever increasing workforce wage and benefit costs. Although we have not assumed any yearly revenue gains, it would be reasonable that rates in each of the line item revenue sources could be marginally increased at least once or perhaps twice during the projected ten year forecast. However, barring such rate increases we believe that the City's general fund should continue to realize a \$6 to \$7 million annual contribution from this program.

CITY OF BUFFALO PARKING SYSTEM FINANCIAL FORECAST		Parking Spaces	Actual FY 2007	Unofficial FY 2008	Budgeted FY 2009 Transfer Management of ALL PRO Ramps to BCAR	Projected FY 2010	Projected FY 2011 Mohawk/ Elmwood Ramp Construction	Projected FY 2012	Projected FY 2013 Delaware/ Chipewa Ramp Construction	Projected FY 2014	Projected FY 2015	Projected FY 2016 Huron/Bean Ramp Construction	Projected FY 2017	Projected FY 2018 Ellicott/Oak Lot replaced by New Ramp Construction	Projected FY 2019 Reversion of Main Place & HBSC Ramps
EXISTING OFF-STREET PARKING DIVISION ENTERPRISE FUND															
REVENUE:															
BCAR Managed Ramp & Lot Revenue	7529	\$9,490,311	\$10,118,493	\$12,482,147	\$12,856,611	\$13,242,309	\$13,639,579	\$14,048,766	\$14,470,229	\$14,904,336	\$15,351,466	\$15,812,010	\$15,865,267	\$13,003,224	
<i>Robert B. Adams Ramp</i>	1760	\$1,667,431	\$1,846,109	\$1,901,492	\$1,958,537	\$2,017,293	\$2,077,812	\$2,140,146	\$2,204,351	\$2,270,481	\$2,338,596	\$2,408,754	\$2,481,016	\$2,555,447	
<i>Mohawk Ramp</i>	609	\$594,238	\$682,001	\$702,461	\$723,535	\$745,241	\$767,598	\$790,626	\$814,345	\$838,775	\$863,938	\$889,857	\$916,552	\$944,049	
<i>Ellicott-Oak Lot</i>	375	\$273,562	\$313,340	\$322,740	\$332,422	\$342,395	\$352,667	\$363,247	\$374,144	\$385,369	\$396,930	\$408,838	\$0	\$0	
<i>Main Place Ramp</i>	1002	\$1,455,937	\$1,531,357	\$1,577,298	\$1,624,617	\$1,673,355	\$1,723,556	\$1,775,262	\$1,828,520	\$1,883,376	\$1,939,877	\$1,998,074	\$2,058,016	\$0	
<i>HSBC Ramp</i>	457	\$818,893	\$880,086	\$906,489	\$933,683	\$961,694	\$990,545	\$1,020,261	\$1,050,869	\$1,082,395	\$1,114,867	\$1,148,313	\$1,182,762	\$0	
<i>Charles R. Turner Ramp</i>	773	\$1,146,133	\$1,189,007	\$1,224,677	\$1,261,418	\$1,299,260	\$1,338,238	\$1,378,385	\$1,419,737	\$1,462,329	\$1,506,198	\$1,551,384	\$1,597,926	\$1,645,864	
<i>Owen B. Augsperger Ramp</i>	1357	\$1,816,848	\$1,852,653	\$1,908,233	\$1,965,480	\$2,024,444	\$2,085,177	\$2,147,733	\$2,212,165	\$2,278,530	\$2,346,885	\$2,417,292	\$2,489,811	\$2,564,505	
<i>Robert D. Fernbach Ramp</i>	1196	\$1,717,269	\$1,823,940	\$1,878,658	\$1,935,018	\$1,993,068	\$2,052,861	\$2,114,446	\$2,177,880	\$2,243,216	\$2,310,513	\$2,379,828	\$2,451,223	\$2,524,760	
<i>Millard Fillmore Ramp</i>				\$507,089	\$522,301	\$537,970	\$554,109	\$570,733	\$587,855	\$605,490	\$623,655	\$642,365	\$661,636	\$681,485	
<i>Children's Hospital Ramp</i>				\$797,204	\$821,120	\$845,753	\$871,126	\$897,260	\$924,177	\$951,903	\$980,460	\$1,009,874	\$1,040,170	\$1,071,375	
<i>Buffalo General Hospital Ramp</i>				\$755,807	\$778,481	\$801,835	\$825,890	\$850,667	\$876,187	\$902,473	\$929,547	\$957,433	\$986,156	\$1,015,741	
<i>RAPP Lots</i>			\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
ALL PRO Managed Ramp Revenue	2310	\$1,764,920	\$2,000,096	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
<i>Millard Fillmore Ramp</i>	600	\$452,023	\$492,319												
<i>Children's Hospital Ramp</i>	950	\$764,352	\$773,984												
<i>Buffalo General Hospital Ramp</i>	760	\$548,545	\$733,793												
TOTAL ENTERPRISE FUND REVENUE		\$11,255,231	\$12,118,589	\$12,482,147	\$12,856,611	\$13,242,309	\$13,639,579	\$14,048,766	\$14,470,229	\$14,904,336	\$15,351,466	\$15,812,010	\$15,865,267	\$13,003,224	
EXPENSES:															
BCAR Managed Ramp & Lot Expenses		\$3,519,069	\$3,607,613	\$4,964,681	\$5,113,622	\$5,267,030	\$5,425,041	\$5,587,793	\$5,755,426	\$5,928,089	\$6,105,932	\$6,289,110	\$6,262,177	\$5,266,208	
ALL PRO Managed Ramp Expenses		\$737,234	\$1,212,466	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
BUFFALO CITY Expenses		\$792,820	\$854,184	\$1,061,810	\$1,405,664	\$1,447,834	\$1,491,269	\$1,536,007	\$1,582,087	\$1,629,550	\$1,678,436	\$1,728,789	\$1,780,653	\$1,834,072	
Existing Debt Service (Principle & Interest)		\$3,751,726	\$3,439,672	\$3,136,574	\$3,224,111	\$3,049,377	\$2,558,569	\$2,443,051	\$2,651,882	\$2,473,153	\$2,044,159	\$1,075,853	\$1,073,688	\$1,075,750	
TOTAL OPERATING EXPENSES		\$8,800,849	\$9,113,935	\$9,163,065	\$9,743,396	\$9,764,242	\$9,474,879	\$9,566,850	\$9,989,396	\$10,030,792	\$9,828,527	\$9,093,752	\$9,116,518	\$8,176,031	
ANNUAL OPERATING INCOME		\$2,454,382	\$3,004,654	\$3,319,082	\$3,113,215	\$3,478,068	\$4,164,699	\$4,481,916	\$4,480,833	\$4,873,544	\$5,522,939	\$6,718,258	\$6,748,750	\$4,827,194	
ACCUMMULATED OPERATING INCOME		\$2,454,382	\$5,459,036	\$8,778,118	\$11,891,333	\$15,369,401	\$19,534,100	\$24,016,016	\$28,496,849	\$33,370,393	\$38,893,332	\$45,611,590	\$52,360,340	\$57,187,534	
PROPOSED OFF-STREET PARKING SYSTEM EXPANSION															
REVENUE:															
Proposed New Ramp Revenue	3203						\$555,800	\$572,474	\$1,345,148	\$1,385,503	\$1,427,068	\$2,091,480	\$2,154,224	\$3,441,751	
Debt Service Reserve Earning						\$46,000	\$46,000	\$108,000	\$108,000	\$108,000	\$159,200	\$159,200	\$295,100	\$295,100	
PROJECTED NEW RAMP REVENUE						\$46,000	\$601,800	\$680,474	\$1,453,148	\$1,493,503	\$1,586,268	\$2,250,680	\$2,449,324	\$3,736,851	
EXPENSES:															
Projected New Ramp Operating Expenses							\$224,100	\$230,823	\$237,748	\$549,530	\$566,016	\$582,997	\$851,136	\$1,541,320	
Estimated New Ramp Debt Service						\$1,315,000	\$1,315,000	\$1,315,000	\$3,085,000	\$3,085,000	\$3,138,100	\$4,655,793	\$8,595,127	\$8,653,151	
ESTIMATED NEW RAMP EXPENSES						\$1,315,000	\$1,539,100	\$1,545,823	\$3,322,748	\$3,634,530	\$3,704,116	\$5,238,790	\$9,446,263	\$10,194,471	
ADJUSTED OPERATING INCOME		\$2,454,382	\$3,004,654	\$3,319,082	\$3,113,215	\$2,209,068	\$3,227,399	\$3,616,567	\$2,611,234	\$2,732,517	\$3,405,091	\$3,730,148	(\$248,189)	(\$1,630,427)	
ADJUSTED ACCUMMULATED INCOME		\$2,454,382	\$5,459,036	\$8,778,118	\$11,891,333	\$14,100,401	\$17,327,800	\$20,944,367	\$23,555,601	\$26,288,117	\$29,693,208	\$33,423,356	\$33,175,167	\$31,544,740	
ON-STREET PARKING DIVISION G.O. FUND															
REVENUE:															
Parking Fines		\$5,635,152	\$4,661,156	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152	\$5,635,152
Parking Intergovernmental Charges		\$1,113,070	\$1,683,405	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070	\$1,113,070
Parking Meter & Enforcement Service		\$1,013,559	\$1,034,284	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559	\$1,013,559
Towing & Storage		\$621,884	\$486,460	\$621,884	\$621,884	\$621,884	\$621,884	\$621,884	\$621,884	\$621,884	\$621,884	\$621,884	\$621,884	\$621,884	\$621,884
Miscellaneous		\$472,312	\$385,331	\$472,312	\$472,312	\$472,312	\$472,312	\$472,312	\$472,312	\$472,312	\$472,312	\$472,312	\$472,312	\$472,312	\$472,312
Parking Service Charges		\$210,577	\$125,928	\$210,577	\$210,577	\$210,577	\$210,577	\$210,577	\$210,577	\$210,577	\$210,577	\$210,577	\$210,577	\$210,577	\$210,577
TOTAL G.O. FUND REVENUE		\$9,066,554	\$8,376,564	\$9,066,554	\$9,066,554	\$9,066,554	\$9,066,554	\$9,066,554	\$9,066,554	\$9,066,554	\$9,066,554	\$9,066,554	\$9,066,554	\$9,066,554	
EXPENSES:															
Towing & Storage		\$291,146	\$467,086	\$481,099	\$495,532	\$510,397	\$525,709	\$541,481	\$557,725	\$574,457	\$591,691	\$609,441	\$627,725	\$646,556	
Parking Meter & Enforcement		\$806,620	\$680,999	\$701,429	\$722,472	\$744,146	\$766,470	\$789,464	\$813,148	\$837,543	\$862,669	\$888,549	\$915,206	\$942,662	
Parking Violation Bureau		\$635,931	\$511,831	\$527,186	\$543,002	\$559,292	\$576,070	\$593,352	\$611,153	\$629,488	\$648,372	\$667,823	\$687,858	\$708,494	
TOTAL G.O. FUND EXPENSES		\$1,733,697	\$1,659,916	\$1,709,713	\$1,761,005	\$1,813,835	\$1,868,250	\$1,924,298	\$1,982,027	\$2,041,487	\$2,102,732	\$2,165,814	\$2,230,788	\$2,297,712	
OPERATING INCOME		\$7,332,857	\$6,716,648	\$7,356,841	\$7,305,549	\$7,252,719	\$7,198,304	\$7,142,256	\$7,084,527	\$7,025,067	\$6,963,822	\$6,900,740	\$6,835,766	\$6,768,842	

Table 13
City of Buffalo
Parking System
Financial Forecast

NOTES: