Downtown Oregon City Parking Study

Findings and Recommendations of:

Stakeholders' Advisory Committee

Prepared by:

Rick Williams Consulting
610 SW Alder Street, Suite 1229
Portland, Oregon 97205

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Acknowledgements

Stakeholder Working Group

Sheri O'Brien	Bus. Owner
Don Slack	Bus. Owner Coffee-Rush & MSOC
Dan Fowler	Bus. Owner-Abernethy Center
Elizabeth Fowler	Bus. Owner-Abernethy Center
George Diamond	Bus. Owner-Main Street
Nick Diamond	Bus. Owner-Main Street
Patty Eddy	Bus. Owner-Mi Familia
Ryan Smith	Bus. Owner-Ryan's Float Flying Sea Plane Rides
Vicki Yates	Bus. Owner-Singer Hill & Law
Philip Yates	Bus. Owner-Singer Hill & Law
Nick Veroske	Bus. Owner-Willamette Equities
Amber Holveck	City Chamber
Damon Mabee	City Commissioner
Nancy Kraushaar	City-City Engineer/PW
Larry Patterson	City-City Manager
Dan Drentlaw	City-Community Development
Teri Bankhead	City-Office of City Manager
Nancy Busch	City-Parking/Code Enforcement
Sarah Brown	Clack County
Chris Hoy	Clack County Corrections
Brandenburg, Angie	Clack County Sheriff's
Jeff Grahn	Clack County Sheriff's
Kevin Lang	Clack County Sheriff's
Cindy Hagen	Clack County-Bus & Econ Dev Team
David Porter	Clackamas Heritage Partner
Graham Peterson	Main Street Oregon City
Debbie Slagle	State-Oregon Judicial Dept.
Mari Miller	State-Oregon Judicial Dept.
Ben Baldwin	TriMet
Marcus Swift	TriMet

Project Coordinators

Dan Drentlaw	Director of Community Development, City of Oregon City
Larry Patterson	City Manager, City of Oregon City
Nancy Busch	Code Enforcement Officer, City of Oregon City
Teri Bankhead	Office Specialist, City of Oregon City

The Consultant Team

Rick Williams	Rick Williams Consulting
Owen Ronchelli	Rick Williams Consulting

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Executive Summary

Executive Summary

Purpose of the Parking Study: to develop and implement a comprehensive, effective, and parking management plan for Downtown Oregon City to maximize the parking supply and strategically support the development of a vibrant, growing and attractive destination for shopping, working, living, recreating and entertainment.

Issues that led to Parking Study:

While Oregon City is committed to a more vibrant and friendly downtown, the City also recognizes the importance of the mixed uses and various demands for parking in the downtown district. While Oregon City is the County Seat and home to the criminal court system, housed in the middle of the historic core, the City is working to attract more diverse business users that include retail, office and residential. Currently, the downtown has many different users each with their own parking demands.

- Merchants in downtown Oregon City continually complain about lack of parking for their customers.
- Building owners report lost property sales and leases because of the short supply of parking.
- With the creation of Main Street Oregon City program, the demand to improve the commercial viability of the downtown core is growing.
- The Court System and associated offices and services are the largest user of downtown parking. The Court System employs approximately 200 people and is said to have 5,000 visitors per week. Additionally, the Court System demands parking for judges, attorneys, and law enforcement. The Court System, law offices, and associated services all bring customers and activity into the core, which helps the business climate of the core on weekdays.
- Much of the parking resource in the downtown core is in private ownership. The public supply of parking (on-street and 13th Street lot) is provided and maintained solely by the City. No other public entity contributes to the public parking system for their parking needs other than through parking fees. There is a prevailing attitude, particularly by law enforcement, that their parking should be free of charge.
- Downtown parking also results in spillover parking on the Bluff.

The City provides a shuttle service (Oregon City Trolley) during the summer months, which provides a system that allows some people to park greater distances from the core, but the system does not run year round.

Parking Study Review Process:

To find a solution to the downtown parking issues, the City and Clackamas County employed Rick Williams Consulting to facilitate a study of downtown parking and provide recommendations to address the various needs and competing uses.

To assist with this study, a stakeholder committee was formed in June 2008. The Committee met nine times from June to March 2009 to discuss parking principles, issues, and recommendations. A comprehensive parking data inventory and capacity demand analysis was conducted in June and July of 2008.

The Study looked at the Downtown District and the Bluff Area. It also analyzed the Downtown District subzone of "highest occupancy."

Rick Williams Consulting, working with the Stakeholder Committee, forwarded a parking study complete with recommendations to the City and County. The City is in the process of discussing the recommendations with the various stakeholder groups to determine how we might best implement the recommendations and address existing issues.

General Findings:

- The current parking system is not easy to use.
- The current parking system is not yet formatted in a way that best serves the area.
- The unique uses in the downtown can both complement its vision and compete with its vision.
- The parking plan needs to be structured to assure that (a) existing businesses benefit and (b) new businesses are attracted to Oregon City.
- Conflicts are increasing between employees and customers for on-street parking.
- Better integration between the parking supply and other modes of access (i.e., transit/bike/walk) is needed.
- Oregon City needs to work on its front door "curb appeal" and perceptions of downtown.

Downtown District Findings:

- There are 392 on-street stalls in the Downtown District, of which 160 (41%) are designed as "long-term" parking.
- These on-street stalls are regulated by 11 different parking types, ranging from 1 hour to no limit and a mixture of different colored parking permit zones.
- There are 1,029 stalls (392 on-street/637 off-street) in the Downtown District.

Downtown Usage by Stall Type:

- The average length of stay for the on-street stall is 2 hours and 10 minutes (2.17 hours).
- When on-street permit stalls are removed from the calculation, the average drops dramatically, from 2 hours and 10 minutes to 1 hour and 42 minutes (1.7 hours).
- During the 10:00 a.m. to 11:00 a.m. peak hour, 285 stalls are occupied leaving 107 empty stalls available within the downtown district.
- The highest level of use is within stalls designed as 8-hours, which achieve peak hour occupancy of 90% between 10:00 a.m. and 11:00 a.m.
- Despite the high occupancy of the 8-hour stalls, they are not being used for longer-term stays as the intended time stay would suppose. The average time stay for these stalls is only 2 ½ hours, which means they are located in higher demand areas of the downtown and are being used for shorter-term stays, similar to the use of a typical 2-hour stall.
- The 11 one-hour stalls are under-utilized (54.5% peak hour occupancy). More importantly, with an average time stay of 2 hours and 11 minutes, they are being significantly abused. Both observations indicate the 1-hour stalls are a poor choice of time stay for the downtown.
- The longest duration of stay is in the Purple Permit Stalls where vehicles are staying an average of 7 hours and 26 minutes. (One half of the 13th Street Lot, Center Street where dead ends at 12th, and 13th Street between Center and Main.)
- The visitor who is a non-permit parker has an average stay of 1 hour and 42 minutes which indicates that these visitors to the downtown are not well served by the 30 minute, 1 hour, 4 hour, 8 hour and/or permit stalls.

Bluff Area

- There are 1,631 stalls (776 on-street/855 off street) in the Bluff Study Area.

Downtown Subzone of "Highest Occupancy"

- The "High Occupancy Zone" has 231 on-street stalls or 60% of the total on-street supply.
- Of these 231 on-street stalls 65% are 2 hour parking and 35% are designated as long-term/all day parking.
- 89.4% of these 231 on-street stalls are occupied at the highest peak times.
- The turnover time of the on-street supply in the Downtown District is 4.76 hours.

Guiding Themes developed by Stakeholders:

1. Access

   Parking should be just one of a diverse mix of access options available to users of the downtown.

2. Priority Customer

   While numerous users need parking in the downtown, the priority parker is the short-term trip (two hours or less), those who use downtown to shop, dine, recreate and access businesses.

3. Priority Parking (On-Street)

   Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority user. On the bluff, manage parking to balance the on-street system to support multiple users that include visitor, employee, and residential demand.

4. Employee Parking & Off-Street City Owned Supply

   Develop means and/or partnerships that provide adequate and affordable parking for employees and those needing longer-term stays that meet demand, in conjunction with an access system that provides balanced and reasonable travel mode options.

5. Residential Parking

   Residential development downtown will provide parking for the residential units on-site, or find parking in off-street lots, and parking in areas zoned residential will be prioritized for residents and their guests and visitors.

6. Multi-Modal Access

   Calibrate parking standards to support the City's goals for transit, biking, walking and ridesharing, and transition more downtown employees into alternative modes.

7. Understandability

   Make downtown parking user-friendly --- easy to access and easy to understand.

8. Quality

   Provide safe, secure and well-lit parking to allow a sense of security at all times on-street and off-street.

9. Coordination

   Provide coordinated management of the public parking supply and assure a representative body of affected private and public constituents from within the downtown informs decision-making regarding parking.

Recommendations to Improve Downtown's Parking Environment & Economic Success:

- Create the position of "Parking Manager/Coordinator.
- Create a permanent Parking Advisory Committee
- Add parking, where feasible, to the on-street system in the Downtown District in areas currently designated as 'no parking,' to gain 56 new stalls.
    - This parking will be provided as either 2-hour parking or by permit.
- Reduce and/or eliminate all 15 and 30 minute, 4-hour, 8-hour and no-limit parking stalls in the historic downtown and convert to 2-hour parking.
- Create an exceptions process for businesses to request on-street stalls that are not of the 2-hour parking standard.
- Transition a minimum of 20 existing Blue and Green employee permits now parking in high occupancy node, to on-street reserved stalls in non-core locations.
- Work with County Courthouse and County Corrections to develop an action plan to transition existing on-street reserved stalls to non-core locations.
- Work with County Courthouse to refine juror parking program to specifically direct jurors into public or private off-street parking.
- Re-evaluate and revise all current parking permit pricing based on the 85% occupancy standard.
- Initiate a new and comprehensive outreach program to all businesses and residents within the study zone that communicates the parameters of a newly revised City permit program.
- Develop a lighting and pedestrian walkway plan linking the NE end of the Downtown District and the Bluff to the core as a way to assure convenience and safety for use of parking in the downtown.
- Develop a Residential Parking Permit Zone policy and program.
- Restripe all on-street parking in the Downtown District to better identify parking availability and location.
- Negotiate shared use and/or lease agreements with private owners of strategically placed existing surface lots in the Downtown District and Bluff.
- Evaluate and adjust minimum parking ratios for new development in the downtown, to assure that access impacts of new development are meaningfully addressed and correlated to actual parking demands.

- Lease/acquire strategically located land parcels for use as future public off-street parking on the Bluff.
- Sponsor employer-based initiatives to encourage employee use of alternate travel modes.
- Establish commuter mode split targets for employee access in the downtown.
- Examine feasibility of a year-round “shuttle” (i.e. trolleys) that conveniently links/connects employee/juror parking areas in the Historic Downtown and on the Bluff.

Timeframe

See Schedule

Conclusion

Parking is constrained in the Historic Downtown Core. However, sufficient supply exists in the Downtown District and Bluff area to accommodate today’s use and near term growth of the Downtown. A significant quantity of the parking supply is in private ownership. To provide for the Downtown’s further development as a viable commercial district, on-street parking must be managed to insure the priority customer’s demand for parking is met. Additionally, given the multi uses in the Downtown core, parking must be managed to insure the needs of all users can be accommodated.

Parking is a resource to all users of the system. All users must share the cost of managing, maintaining and growing the parking resource. This will be accomplished through partnerships and/or pricing for parking.

Introduction

Introduction

This report has been produced to fulfill requirements of the work scope for the *Downtown Oregon City Parking Study.* The study process and its ensuing recommendations were initiated by the City of Oregon City, OR in association with a Parking Stakeholders' Advisory Committee (SAC) comprised of representatives of retail and commercial businesses, the development community, citizens, County and City staff. The purpose of the study has been to evaluate existing downtown parking policies, standards and actual usage as well as to develop a comprehensive parking management plan that responds to the unique access environment, goals and objectives of Downtown Oregon City. The parking management plan and the process to develop it are compiled and summarized in this report.

The consulting firm of Rick Williams Consulting (RWC) assisted the City and the SAC in conducting the study and compiling findings and recommendations.

A. THE ROLE OF PARKING IN DOWNTOWN

The role of parking in downtown cannot be seen as a stand-alone solution in and of itself. The key to a successful downtown is truly the land uses that comprise it. A vital downtown is an area that has a clear sense of place and identity, comprised of an exciting and attractive mix of uses and amenities. In a nutshell, "people do not come downtown to park." People come downtown to experience an environment that is unique, active and diverse. As such, the true role of parking is to assure that the desired vision for downtown is fully supported.

Parking is just one tool in a downtown's economic development toolbox. Parking must be managed to assure that priority land uses are supported with an effective and efficient system of access that caters to the needs of priority users. In the case of Oregon City, the priority user for the City owned system of parking has been identified as the short-term trip, the person who shops, visits or recreates. As the Parking Stakeholders' Advisory Committee (SAC) concluded, the objective of parking management in downtown should be to implement a plan that:

> *"…is innovative and flexible to meet the changing demands of an evolving downtown. The plan should also result in an affordable, safe and secure parking system. The parking program should contribute to the overall viability of Oregon City and its goals and vision. At root, a successful parking system is convenient and user friendly."*

B. STUDY PURPOSE

The purpose of this study is to develop a workable parking and transportation management plan for the Downtown. The plan has been developed to be specific enough to address known parking and access constraints with immediate to near-term improvements. This will assure on-going improvements in access opportunities for patrons, employees and residents of the downtown. The plan is also flexible enough to provide the City with mid and long-term solutions (and decision-making guidelines and triggers) to assure that parking management strategies and programs are implemented in a manner that best serves the unique and changing nature of the downtown business environment.

Key elements of the study work scope called for development of a parking management plan that is:

- Correlated to a clear vision for downtown's economic development (see **Section I: Stakeholder Priorities**);
- Grounded in a set of principles that provide a lasting framework for decision-making (see **Section II: Guiding Themes and Principles**;
- Based on an accurate and objective understanding of the dynamics of downtown access (see **Section III: Parking Inventory and Utilization** and **Section IV: Parking Demand Analysis** for results of the comprehensive data survey of the downtown); and
- Comprised of both near-term and on-going strategies for parking and transportation management that allows for flexibility and effective responses to the evolving access needs of the downtown (see **Section V: On-street Parking 'Add Backs'** and **Section VI: Parking Management Strategies for Implementation).**

This report documents the process and results of an extensive study effort carried out in partnership with the City of Oregon City and an active and a representative Parking Stakeholders' Advisory Committee (SAC). The plan contained within this report will provide the City with the information necessary to adopt and implement a comprehensive strategic access management plan. This will equip the City with a useful and strategically coordinated "tool box" of strategies that will assure priority users are accommodated and priority land uses are fully supported.

C. PUBLIC INVOLVEMENT

The consultant team participated with the City in a comprehensive education and involvement process that engaged key stakeholders, City staff and leadership, the Office of the Mayor, the County Council, the Markham Neighborhood Association and the general public. The primary objective was to identify key issues regarding parking, transportation and access in the downtown and their impact on the continuing economic vitality of the downtown. From this dialogue, functional alternatives and strategies were developed to improve identified deficiencies or shortcomings and initiate a framework plan for the on-going management of, and planning for, access in the downtown and on the Bluff.

The work leading up to completion of this study was conducted in concert with a Parking Stakeholders' Advisory Committee (SAC). The SAC was established to provide oversight, guidance and review of the study process. Key stakeholders included local business owners, downtown property owners and developers, City and County staff and residents. These individuals provided significant assistance in the identification, description, and prioritization of issues to be addressed. They were further instrumental in the development of strategies and plans necessary for implementation of the parking management plan that is a component of this document. The SAC met nine times since initiation of the study in June 2008.

Overall, the high level of informed input and participation of stakeholders, City staff and City leadership reflects a deep-seated dedication and commitment to a vital and livable Downtown Oregon City.

D. SUMMARY

Oregon City has done a good job in managing its parking assets to this point in time. What is lacking is a clear, flexible and consensus based blueprint for using parking management to support and facilitate the longer-term strategic vision. This plan provides that blueprint. It will serve as a guide to maximizing the City's existing parking resources and as a means to assure cost effective solutions for access, which includes new parking supply and transportation demand management programs and strategies.

Section I: Stakeholder Priorities: Opportunities and Challenges

STAKEHOLDER PRIORITIES: OPPORTUNITIES AND CHALLENGES

This document is a summary of stakeholder work sessions conducted as a part of the *Downtown Oregon City Parking Study*. The purpose of this document is to capture stakeholder discussion about the parking plan, community priorities about downtown development and parking and to serve as the foundation document for developing policies, programs and strategies for parking management.

A. OUTCOMES, OPPORTUNITIES AND CHALLENGES

To develop a parking and access plan for the downtown, it is first necessary to understand the dynamics of land use, access and growth that are unique to Oregon City. Community perceptions and realities regarding constraints that limit existing businesses from expanding and those that limit downtown's ability to attract new business and residential growth to the area need to be fully considered. Similarly, opportunities and successful programs/strategies that currently contribute to area's health need to be understood in order to ensure they are supported and enhanced by any new parking and access strategies developed.

To this end, nine work sessions with the Stakeholders' Advisory Committee (SAC) were held to establish a consensus view of these challenges and opportunities.

1. Desired Outcomes

Committee members were asked to take a moment and state what they would like to see as an outcome of this process. For example, if a new parking management program were developed, what beneficial outcomes would be derived? A bulleted list of those desired outcomes are provided below.

As the study moves forward, the Consultant Team will endeavor to develop a plan and strategy that can best meet these outcomes.

- Create a realistic roadmap for improvement and change.
- Convenient parking that is easy to find, use and understand.
- A parking system that is safe and secure.
- A system that establishes rates and fees that is affordable, cost effective and supportive of businesses.
- Assure that the on-street parking supply has the correct format of time stay designations for priority users.
- The plan should result in an on-street turnover rate that is good for downtown and adjacent uses.
- Develop a better plan for juror parking.
- A program that reduces abuse of the parking system.
- Identify all "users" and develop a plan that works to provide them parking, but also assures they are parking where they should park.
- Raise the level of understanding for how existing parking can be better utilized and how new parking will be created/located ("infill) in the future.
- Create a system that will result in a "park once" process. People parking once and moving throughout the downtown without need to move their vehicle (i.e., walking, shuttle, circulator).

- The parking system supports and attracts more retail to the downtown.
- Better communications between the owners of parking (public and private).
- A better understanding of the county's (and other government agencies) plans for growth and how parking might transition or adapt to such change.
- A system that is coordinated and timed to new development.
- Parking is used to serve multiple users and shared whenever possible to maximize parking efficiencies.
- Development of a program/system that would place long-term employee and juror parking in lots/areas that do not conflict with visitor/customer demand.
- The parking system is designed to avoid overspill (when appropriate) into adjacent areas.

It was clear from the listing of desired outcomes that Committee members feel the current system of parking management lacks the integration and consistency necessary to achieve the larger vision of a growing, vibrant and "friendly" business district. Similarly, the theme of the need to better "understand" parking runs through many of the stated outcomes as does the need to communicate a "system" of parking that results in a "park once" strategy that supports more retail activity in the downtown. The strategy itself will need to be timed to new development growth. In short, to get to the desired outcome of a usable and friendly parking system, requires more clarity and coherency in how parking is, and will be, managed.

2. Opportunities – Key Themes

SAC members discussed programs, strategies or elements that are currently in place and "working for Oregon City" by contributing to its success and supporting its unique business and economic growth. Overall, Committee members mentioned twenty-three (23) items. Opportunities ranged from Oregon City's unique business environment to its strong sense of community and small town feel. As one stakeholder explained, "Oregon City already has people, location and customers." The parking management program should strive to leverage these positive opportunities into even greater use of the downtown.

Three opportunity themes were clearly distinguished. They are briefly detailed here, with clarifying bullet points taken from the Committee discussion following each theme: [1]

✓ *While parking is an issue, Oregon City has a solid foundation to build upon*. SAC members felt that there are positive aspects of the current parking system and the downtown area that will strengthen and be compatible with a more refined parking management program.

- The downtown (core and bluff) are very walkable
- Small town feel
- The river and downtown's historic legacy

[1] The themes are not listed in any rank order. Each theme has an important impact on Oregon City's ability to achieve its strategic vision and should be considered equally in the context of multiple challenges.

- Singer Falls/Creek, staircase, elevator
- Good transportation connections (to regional transit and local circulator).
- Aesthetic appeal
- Complete community (infrastructure)
- Already have meters, paid parking and a permit system.
- The current parking system is affordable.

✓ *Demonstrable commitment to the downtown by the City, County, business community and citizenry.* Committee members underscored the active role the business community and citizens have played in Oregon City's success and the partnership approach the City is taking in this process. Stakeholders noted that there is a strong "sense of community" in Oregon City, which underlies its unique character and success.

- Stakeholder partnership(s).
- Active and committed community groups (business and residents).
- Sense of place/home/community/friendly people.
- Positive and production relationship between the Chamber and the City
- Affordability (as place to do business)
- Potential for growth
- Strong customer base/employment
- Connects to regional market – growing
- County seat

✓ *A strong positive sense about Oregon City's future.* The SAC was strong in its sense that the future of Oregon City is that of success, growth and vitality. The work that has been put in place to establish a foundation for growth has high level of support and feasibility.

- A reasonable mix of "business" that attracts customer trips (i.e., niche restaurants, taverns, court system, museums and commercial jobs).
- Affordable rents and "upside" potential
- Foot traffic
- Change that is taking place is positive change
- Accessibility

Overall, programs and strategies that continue to support and enhance the opportunity themes developed by the Committee can serve as a framework through which these challenges are best addressed.

3. Challenges to Access - Key Themes

Committee members discussed their insights into the major challenges (parking and development) facing downtown Oregon City today. They were asked to consider these challenges as they influence Oregon City's ability to remain vital and to attract and retain business. Overall, twenty-six (26) items were discussed.

Challenges ranged from general perceptions of parking to actual physical infrastructure that limits access and creates negative perceptions. For purposes of this report, the stated challenges have been condensed into four "key themes." These themes are presented below, with clarifying bullet points taken from the SAC discussion following each theme.

- ✓ *Oregon City needs to work on its front door "curb appeal" and perceptions of downtown*. There is a sense that the downtown area is a hidden gem concealed by road and access barriers. Though not specifically a parking problem, the issue of helping visitors find the downtown easily and conveniently will be essential to support the attractiveness of new business (and downtown residential) growth.

    - McLoughlin Boulevard acts as a barrier and isolates downtown
    - Circulation issues make getting into the "downtown" difficult.
    - Speeds on McLoughlin are not conducive to "vital retail and/or street level businesses"
    - Lack of a "front door" that is recognizable as *the* gateway to downtown.
    - Deteriorating infrastructure (buildings, roadways)
    - There is a perception that there is a lack of business diversity
    - Limited access or portals
    - "Oregon City" negative by-line in media – leaves bad impression on outsiders
    - Better signage
    - Cleaning of downtown (trash, landscaping)
    - Business improvement district?
    - Lack of public restrooms
    - Ownership of streetscape

- ✓ *The parking system is not yet formatted in a way that best serves the area.* The issue of how parking is provided in Oregon City to meet economic goals and objectives is critical to the success of a parking management plan. Issues of who the priority "customer " is and how to accommodate other, secondary priorities will be a key to establishing a balanced and workable plan for the business district.

    - Parking conditions are already tight, especially in the core area
    - 2-hour parking on bluff – challenge for residents
    - Conflicts in the parking supply between customer and employee demand.
    - Need to attract a more diverse mix of businesses and customers to Oregon City.

- ✓ *While starting with a good foundation, Oregon City needs to attract a more diverse mix of "business" that includes retail, office and residential.* The parking plan needs to be structured to assure that (a) existing businesses benefit and (b) new businesses are attracted to Oregon City because access systems are effective and business supportive.

    - Need better eating establishments
    - Improve the mix of all businesses
    - Need for housing downtown
    - Parking needs to effectively serve each use as well as "multiple use" of all parking built.

- ✓ *A better balance needs to take place between the needs of diverse business users, both for parking and business development.* SAC members pointed out that there are unique uses in the downtown that can both complement its vision and compete with it. This includes the needs of the court system and the Blue Heron mill. The goal of the parking plan will be to "synergize uses" by understanding needs and making trade offs that support all uses but favors priority users.

    - Court system double-edge sword
    - Us vs. Them – synergizing uses that include the courthouse
    - Blue Heron (?)

- Creating win/win with businesses
- Continue with productive communication between businesses, the City and the County

B. BECOMING AN "IDEAL DOWNTOWN"

As a precursor to a future discussion for developing Guiding Principles for parking, the SAC was led through a discussion on the elements or building blocks that make up "ideal" downtowns. Committee members were asked to list elements that make up their perception of a perfect or ideal downtown. The SAC members were also asked to mention cities they had been to that contained elements that uniquely distinguished a *downtown* area as "ideal." Interestingly, the list was comprised of both large and small cities.

Cities mentioned are included in Table 1:

Table 1
Ideal Downtowns

• Baltimore, MD • Bend, OR • Flagstaff, AZ • Florence, Italy • Lake Chelan, WA • Multnomah Village (Portland) OR	• Portland, OR • San Francisco, CA • Silverton, OR • San Luis Obispo, CA • Vancouver, BC • Venice, Italy

After creating a list of cities, the Committee developed a list of those elements they believed need to be in place in "ideal cities," assuming that such elements are key ingredients to a downtown's success. This list could serve as a verbal picture of what it takes to become "ideal." The SAC summarized eighteen (18) elements of an ideal downtown. These elements are summarized in Table 2, below.

Table 2
Elements of Ideal Downtowns

• There are multiple "things to do" • Walkability • Identity – you remember the City • A defined "center" or focal point • Great retail anchors/great shopping • Trolley/circulators • Easy connections between alternative modes • Clean streets, sidewalk and downtown environment	• Safe or sense of security • People watching opportunities • Events and activities • Very good transit • History, architecture, old buildings • Visitor parking facilities • Connections to water • River walks • Parks • Mix of day/night activities

C. ACCESS PRIORITIES

1. Key Elements of a Successful Parking Program

SAC members were asked to list elements they would use to describe a successful parking program that, if in place in Oregon City, would facilitate solving the transportation challenges and support/enhance the priority opportunities described above. Stakeholder input is outlined below.

A successful parking program for Oregon City would be…

- The parking program meets the needs of the downtown vision.
- Easy to find parking and a good "parking experience."
- Simple and intuitive – easy to use.
- Parking is well located, well-signed and understood.
- Safe, secure and pedestrian friendly.
- Is well coordinated with other access modes (i.e., transit, bike and bike parking, walk, etc.).
- "Park Once": Customer finds a place to park then walks or has convenient access to a trolley, train, bus, etc. to take them to downtown activity areas.
- Appropriate time stays.
- Parking for residents.
- Financially sound and self supporting.

It is clear that the stakeholders on the Committee would envision a parking program that is innovative and flexible to meet the changing demands of an evolving downtown. They would also stress the need for an affordable, safe and secure parking system. The parking program should contribute to the overall viability of Oregon City and its goals and vision. At root, a successful parking system is convenient and user friendly. The charge of the consultant team and the Stakeholders' Advisory Committee will be to develop a parking strategy that achieves and supports these elements to the highest degree possible.

2. Definition of "Priority Customer"

The Downtown Oregon City parking system currently services a broad mix of users that include employees of the district, users of the County offices, residents and retail patrons/visitors. Most significantly, stakeholders indicated that current use and management of the downtown parking system favors those with longer-term stay needs (e.g., employees). While these "customers" are important to the downtown, stakeholders indicate that the ***on-street*** system, in particular, needs to be made available to the more traditional customer, shopper and business visitor – those with stays of two hours or less. As such, those with longer term parking needs should be transitioned into off-street facilities. This would assure that the on-street system supports

existing retail and serves to attract new business growth to the downtown in a manner that supports the downtown Main Street vision.

To this end, the majority agreement of the committee was that the first priority "customers" of Oregon City for parking in public parking assets is the ***short-term visitor trip.*** The general profile of this type of visitor is short-term stays of less than two hours. These trips are destined for a variety of downtown businesses and result in a high turnover of parking in the district.

Stakeholders also agreed that in areas zoned for residential development, the priority customer is the resident and guests and visitors of the residential area. As such, the *on street* parking in residentially zoned areas should be managed to assure residential access. This will have important implications for parking management on the Bluff.

The fact that the committee has prioritized the patron and resident as the focal point of parking management is not to downplay the importance of other users of downtown parking resources. The committee has simply defined a standard that allows reasoned decision making to occur when constraints in the supply of parking occur. The committee recognizes that constraints and conflict for demand within the supply will occur and that decisions and strategies will have to be implemented that guarantee access to the priority customer, with additional options developed for all users.[2]

3. "Is" Versus "Should"

The stakeholder committee discussed its access priorities for the Downtown. Stakeholders were asked to consider a number of questions regarding the realities of access and use within the current transportation system (i.e., the *is* of today). They were then asked to consider how the transportation system *should* be accessed and used in the future within the context of the challenges/opportunities discussed above, and incorporate their goals and objectives for developing a vibrant business district.

A. Priority Land Uses

When asked, *"What is the priority land use(s) in downtown Oregon City today?"* the committee responded:

- Government and offices

In the future, the committee agreed the priority for land uses *should* be "a more highly developed mixed-use core" that incorporates vital retail at the ground level with commercial and/or residential above. Downtown should strive for a more balanced mix of uses.

B. Priority Modes of Access

When asked to define the priority mode of access to downtown by both customers and employees, the committee responded as follows:

[2] The term "publicly controlled supply" will need further refinement as this plan evolves. The fact that little off-street supply is currently in public control (i.e., City ownership) presents unique challenges for creating a system of "public parking" supply. Innovative partnerships and programs will need to be developed, requiring high consensus on priorities and a clear understanding of current parking deficits and surpluses.

Customer Trips

Today, a customer's priority mode of access to downtown *is* by the single-occupant vehicle.

In the future, a customer's primary mode of access *should* remain the car, but a greater mix of access options (i.e., transit, bike, and walk) should be available to customers of the downtown. Because the auto will remain the primary customer mode, the parking system needs to be managed to assure that customer parking demand is accommodated.

Employee Trips

Today, an employee's priority mode of access to downtown *is* by the single-occupant vehicle.

In the future, an employee's primary mode of access *should* be through a greater mix of access options (i.e., transit, bike, walk), ***recognizing that each employee auto trip to Oregon City removes a parking space that could be used by patrons of the area***. Recognizing this increases the importance of creating "convenient" and "reasonable" alternatives for employee trips.

Transit in particular *should* bring an increased percentage of total employee trips to the downtown.

C. Priority Use of Parking

On-Street

When asked, *"who is the on-street parking system currently prioritized for?"* the committee felt that existing on-street parking is overly committed to long-term parking uses.

In the future, the committee felt that downtown on-street parking *should* be better managed to prioritize the *patron* (trip stays of 2 hours or less) in all areas where short-term demand is most prevalent. Strong efforts should be made to assure that only patrons are using the on-street system in the commercial zone (downtown/7th Avenue corridor on the Bluff) and that cooperative and coordinated efforts and programs are in place to assure residential priorities in the residentially zoned areas (the Bluff). Creative, innovative options should be created off-street for users that need long-term stay opportunities.

Off-Street

When asked, *who is* the *off-street parking system currently prioritized for?"* the majority opinion was for employees and visitors to the County (i.e., compelled visitors).

In the future, the committee felt that the off-street parking system (public and private) *should* be managed to accommodate a high mix of employees, patrons/visitors needing a longer term stay

option. Within any off-street supply managed or owned by the City, the majority view indicated that employees *should* be "bumped" into satellite areas and lots or alternative modes if constraints jeopardize patron visits.

Role of City

Currently, there is very little off-street parking supply in the downtown that is owned and/or controlled by the City. When asked, *"should the City have a role in supplying parking in future developments?*" the committee indicated that the City and County should be looking at (a) means to partner with existing private owners of parking to "share" supply and (b) urban renewal as a means to provide future parking supply.

In the near term, stakeholders felt there were significant opportunities to find parking within surpluses in existing private lots and (possibly) on the Bluff. As such, the City's "role" would be in more aggressive management of its own supply (i.e., on-street) and serving as a facilitator with the private sector for shared use opportunities. Longer-term, stakeholders see a clear role for the City in the provision of new parking supply if demand for visitor parking exceeds current on-street capacity.

D. Priorities for Alternative Modes of Access

The committee considered the role of alternative modes for users of the downtown (compelled/uncompelled visitors and employees). When asked what the on-going role of transit/bike/rideshare and walking was for customers and employees, the committee stated the following:

- Transit, bicycling, ridesharing *should* become an "*option* that patrons **can** choose" as a means of accessing downtown.
- Transit, bicycling and ridesharing *should* become a "realistic and cost-effective *option that a greater percentage* of employees **will** choose" as a means of accessing downtown.
- Alternative modes for employees *should* be strongly encouraged, as success in alternative modes will lead to better efficiencies for the supply of patron parking.

It was clear form the work of the Stakeholders Advisory Committee there is a strong majority view on the challenges and opportunities that exist for Oregon City's parking system. There is also a clear sense that Oregon City is moving forward in attracting economic activity and amenities that support vibrant and attractive business districts. There is strong support for the downtown and meaningful optimism about Oregon City's imminent success.

Most importantly, the committee was strong in its understanding of access priorities and unified in support of developing programs and strategies necessary to make certain those access priorities are met and desired economic uses are supported. In the area of parking, it is clear the priority of stakeholders is to assure continued and growing accessibility for patrons to downtown.

Section II: Guiding Themes and Principles

Guiding Themes and Principles

A. INTRODUCTION

As the result of discussions with the Stakeholders Advisory Committee in five work sessions, the consultant team has attempted to summarize the many comments, ideas and themes that emerged from these meetings into a draft set of ***Guiding Principles.*** The Guiding Principles are designed to guide and inform future decision-making on issues related to access and parking management. Strategically, the principles encourage the use of parking resources to support economic development goals and effectively serve the diversity of "customers" using the downtown.

The Guiding Principles outlined here area summarized under theme categories and will serve as a foundation for continuing discussions with stakeholders and the community. Ideally, these Guiding Principles will establish a basis for consensus, giving direction to near- and long-term decisions for parking management and access strategies in the downtown.

B. BACKGROUND

The development of Guiding Principles for parking in downtown Oregon City supports creation of a parking system that facilitates and contributes to a vital and growing downtown. Guiding Principles are based on the premise that development of the downtown will require an integrated and comprehensive package of strategies to stimulate economic development and redevelopment. The ensuing parking plan becomes but one critical element of a larger coordinated package for economic growth.

The consultant team believes the results of stakeholder input can be summarized into nine Guiding Themes and twenty-two Guiding Principles (listed below).[3]

C. RECOMMENDED GUIDING THEMES AND PRINCIPLES

Statement of Purpose

It is the primary objective of the City of Oregon City to implement a Parking Management Plan for the downtown that supports the development of a vibrant, growing and attractive destination for shopping, working, living, recreation and entertainment.

[3] A detailed summary report of the Stakeholder Advisory Committee work session process is available upon request.

I. GUIDING THEME – *ACCESS*

a. Parking should be just one of a diverse mix of access options available to users of the downtown.

Stakeholders recognized that the parking management plan being developed and implemented provides just one means of access to the downtown. Over time, downtown's economic growth will be better served if parking management is also integrated with transit, bike, walk and rideshare options.

II. GUIDING THEME – PRIORITY CUSTOMER

a. While numerous users need parking in the downtown, the priority parker in on-street and off-street parking ***under City ownership*** is the short-term trip (two hours or less) for those who use downtown to shop, dine, recreate and access businesses. This parker represents a key component of downtown's existing and future growth and vitality. ***City owned supply*** must be prioritized and managed to accommodate these trips.

Oregon City is unique in the mix of users needing access to the downtown. With retail, commercial and civic functions located in the downtown, there are a number of competing demands (particularly for on-street parking stalls). Stakeholders agree that employees should not be allowed to park on street when supplies of such parking exceed 85% occupancy in the peak hour, creating conflicts with visitor needs. The off-street system should be managed to assure adequate access for employees and those who would need time stays in excess of two hours. As with the on-street system, the 85% Rule should be employed in the off-street supply as means to manage rate, mix of users and occupancy.

III. GUIDING THEME – *PRIORITY PARKING ON-STREET*

a. Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.

All users of the downtown favor on-street parking. The parking management plan recognizes this premium on-street parking resource needs to be managed to provide a rate of customer/patron turnover that supports downtown vitality. With this principle comes the recognition that growth in downtown parking demand will, over the longer term, need to be accommodated in off-street locations. Longer-term patron and employee parking must be managed so as not to conflict with customer parking, particularly on-street. On-street parking must be managed according to demand, cost and time-stay. Users must bear their proportionate share of the cost for managing and operating the City-owned on-street supply.

b. In the historic downtown, reserve the most convenient on-street parking spaces to support the priority customer, the short-term trip.

The on-street parking system in the historic downtown must be formatted in a manner that assures turnover and minimized conflicts between the priority visitor (stays of 2 hours or less) and other users.

c. On the Bluff, manage parking to balance the on-street system to support multiple users that include visitor, employee and residential demand.

The Bluff maintains a less constrained supply of parking. It should be managed in a manner that allows multiple users to access the on-street supply while balancing conflicts that can occur in residential areas.

IV. GUIDING THEME – *EMPLOYEE PARKING & OFF-STREET CITY OWNED SUPPLY*

a. Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced and reasonable travel mode options.

All parking strategies should be coordinated with transportation demand management goals and objectives to ensure that employees and customers have reasonable options available for access.

b. If parking in *City owned* supply exceeds the 85 percent full standard, employee parking must be transitioned and or phased out to assure priority customer parking is accommodated.

The City will manage its parking to accommodate visitors and customers, with any remaining capacity to be managed for employees and long-term stays. Businesses that have designated private employee parking will be encouraged to do the same. Access management strategies should move larger numbers of employees into alternative modes over time.

c. Provide adequate and affordable parking for employees and those needing longer-term stays.

Adequate parking to meet employee need and long-term stay visitor demand should be provided in conjunction with a transportation system that offers multiple travel options. Employee parking should be the responsibility of the private sector and directed to off-street locations at rates affordable to all income levels. Private sector businesses should partner with the City to provide meaningful incentives to employees to use transit, bike, walk and ridesharing options.

The City and the private sector should work cooperatively to provide reasonable options for visitors with long-term stay parking needs as well, including off-street options, enhanced communication, direction and alternative mode options.

d. Encourage/incent shared parking in areas where parking is underutilized.

Private parking facilities in some areas have underutilized capacity. Efforts should be made to facilitate shared use agreements between different users (public and private) to direct parking demand into these facilities to both maximize existing parking resources and minimize overall parking development costs.

V. GUIDING THEME – *RESIDENTIAL PARKING*

a. Residential development downtown will provide parking for the residential units on-site, or find parking in off-street lots.

Residential development within the commercial zones of Oregon City can lead to conflicts between parking users, particularly for the on-street supply. To support commercial uses, parking should be managed to assure that uncompelled visitors of the downtown have primary access to available parking. This can be accomplished through time stay designations, hours of enforcement and minimum parking requirements for new residential development.

b. Parking in areas zoned residential will be prioritized for residents and their guests and visitors.

As parking in commercial areas is prioritized for commercial uses, the priority for parking in areas zoned residential should be for residents and their visitors. Programs should be implemented to ensure that conflicts between priority users are minimized.

VI. GUIDING THEME – *MULTIMODAL ACCESS*

a. Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

This will ensure that parking constructed by the City in the future serves customer/visitor access in the downtown at the highest level of efficiency and cost effectiveness.

b. Calibrate parking standards to support the City's goals for transit, biking, walking and ridesharing.

Parking development standards should be logically correlated to the City's goals and objectives for access, which includes not only parking access but transit, biking, walking and ridesharing as well. Parking standards should be established that meaningfully contribute to the City's overall goals for access and commuter mode splits.

VII. GUIDING THEME – *UNDERSTANDABILITY*

a. Make downtown parking user-friendly – easy to access, easy to understand.

Parking resources should be clearly identified and explained through branding, signage, wayfinding and user information, increasing customer, employee and resident understanding of how to access the downtown's on- and off-street parking resources. Connect the downtown core and other districts with transit and/or shuttle service and bicycle / pedestrian facilities, to improve convenient access throughout the downtown and its districts.

b. The City's public information system should provide a clear and consistent message about automobile parking and access to and within downtown in order to optimize utility and convenience for all users.

There should be a resource for information on parking and how it is managed and accessed that is attainable by any prospective user of the downtown. This could be coordinated through a public/private partnership.

VIII. GUIDING THEME – *QUALITY*

a. Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.

On-street parking should be uniformly managed and enforced to assure an intuitive, reasonable sense of the allowed time stay. Off-street facilities (surface and structured) should be of uniform quality and identity to create a clear sense of safety, convenience, understandability and coordination with the pedestrian environment. High quality communication and marketing materials should be integrated into a comprehensive package of services to inform and guide the parking public into the on- and off-street parking system.

b. Provide safe, secure and well-lit parking to allow a sense of security at all times on street and off-street.

Each public off-street lot shall be adequately maintained so as to not deter potential users based on poor design, lot pavement quality or perceived security issues. Safe and well-lit links between parking areas and shopping and work sites should be planned for and provided.

IX. GUIDING THEME – *COORDINATION*

a. Continue coordinated management of the public parking supply and assure a representative body of affected private and public constituents from within the downtown informs decision-making.

Publicly owned parking in the on- and off-street supply needs to be managed in a coordinated manner. Decision-making should be coordinated through a central management structure informed by a representative body of private and public constituents from within the downtown.

The finite nature of on-street parking necessitates strategic integration of parking decisions to facilitate a seamless, recognizable and convenient transition of future growth into off-street facilities. Also, the overall parking management system needs to be coordinated with a strategic and supportive relationship with transit and other access modes.

b. Implement measurements and reporting that assures Guiding Principles are supported and achieved.

Committing to a routine and objective system of measurement and reporting assures that decision-making will be informed. This also provides a basis for routine evaluation of program effectiveness.

c. Manage the public parking supply using the "85% Rule" to inform and guide decision-making.

The "*85% Rule"* is an operating principle and industry based management tool for coordinating a parking supply. When occupancies routinely reach 85% in the peak hour, more *intensive and aggressive* parking management strategies are called for to assist patrons in finding available parking. The "85% Rule" standard will facilitate the City and the community in making reasonable and effective decisions regarding time stays, enforcement and other decisions related to capacity management.

d. Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.

Development standards and code should be established that gives clear direction to new development within the downtown. New development should not only contribute to the growing and diverse mix of businesses downtown, but also contribute to an improved access environment for customers and employees. As such, parking should be provided at a rate that is appropriate to new development, but not overly provided so as to conflict with alternative mode goals. New development should be "regulated" in a manner that is particularly consistent with Guiding Principles for Employee/Compelled Visitor Parking, Multi-Modal Access and Quality.

e. Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.

The City should lead in the development of access options for customers and visitors (patrons) of the downtown and actively partner with the business community to incent additional access and growth. The City's primary role in the use of public resources for parking should be prioritized to meet access demand for the uncompelled visitor. The City should use its resources to promote alternative modes for commuter access as well as creating incentives, partnerships and programs to attract private investment in parking and desired development.

D. SUMMARY

The Guiding Themes & Principles derived from dialogues with stakeholders and businesses can serve as a solid foundation for coordinating parking and transportation decision-making and policy. The Guiding Principles are grounded in the long-term economic development vision of the City of Oregon City and its downtown stakeholders. Their intent and purpose is to generate parking and transportation management strategies and programs that will complement the City and community's efforts in attaining its long-term growth and development objectives.

Section III: Parking Inventory and Utilization Analysis

Parking Inventory and Utilization Analysis

In every downtown the issue of parking is central to the City and its stakeholders as they plan for, and anticipate, the downtown's on-going economic success. The need to understand both the perception *and* reality of parking is essential if a comprehensive, effective and successful parking management strategy is to be developed and implemented. This report focuses on establishment of a clear understanding of the reality of current parking dynamics in Downtown Oregon City.

The study process and its ensuing recommendations were initiated by the City of Oregon City in association with a Parking Advisory Committee (PAC) comprised of representatives of retail and commercial businesses, residents, the development community, citizens and City staff. The data findings, recommendations and strategies outlined in this report are intended to be used maximize the parking supply and strategically plan for the future.

A. PURPOSE OF THE PARKING INVENTORY ANALYSIS

The purpose of a parking utilization study is to derive a comprehensive and detailed understanding of actual use dynamics and access characteristics associated with parking in the downtown. Important elements of this section include:

(1) Development of a data template for all parking in the study area, denoting all parking stalls, by time stay type, for both on and off-street facilities.

(2) A complete survey of on and off-street parking use on two separate "typical days" – one prior to the operation of the seasonal trolley, Thursday, June 12th and a follow up survey after daily trolley service began, Thursday, August 31st.[4]

(3) Analysis of parking utilization and turnover that included:

   a. Quantification of the entire study area parking inventory.

   b. Hourly occupancy counts (9 a.m. – 6 p.m.) for on and off-street inventory.

   c. Parking turnover analysis (on-street).

   d. Parking duration of stay analysis (on-street).

   e. Derivation of built parking supply to total built square footage (i.e., true parking demand ratio).[5]

(4) Identification of surpluses and constraints within the parking supply.

In short, the purpose of the parking utilization study was to produce a succinct analysis of existing parking dynamics in Downtown Oregon City that can be employed over time to support and inform decision-making related to development and parking.

[4] These dates were chosen in consultation with the City. The second survey day was used to gauge any changes in parking behavior after trolley service began running between the 'Bluff' and the Downtown. No major events were scheduled for the downtown on either day; weather conditions were excellent and activity was brisk.

[5] The demand analysis was completed for the downtown zone only, based on square footage for all commercial and institutional uses in the downtown zone that was compiled by the City of Oregon City.

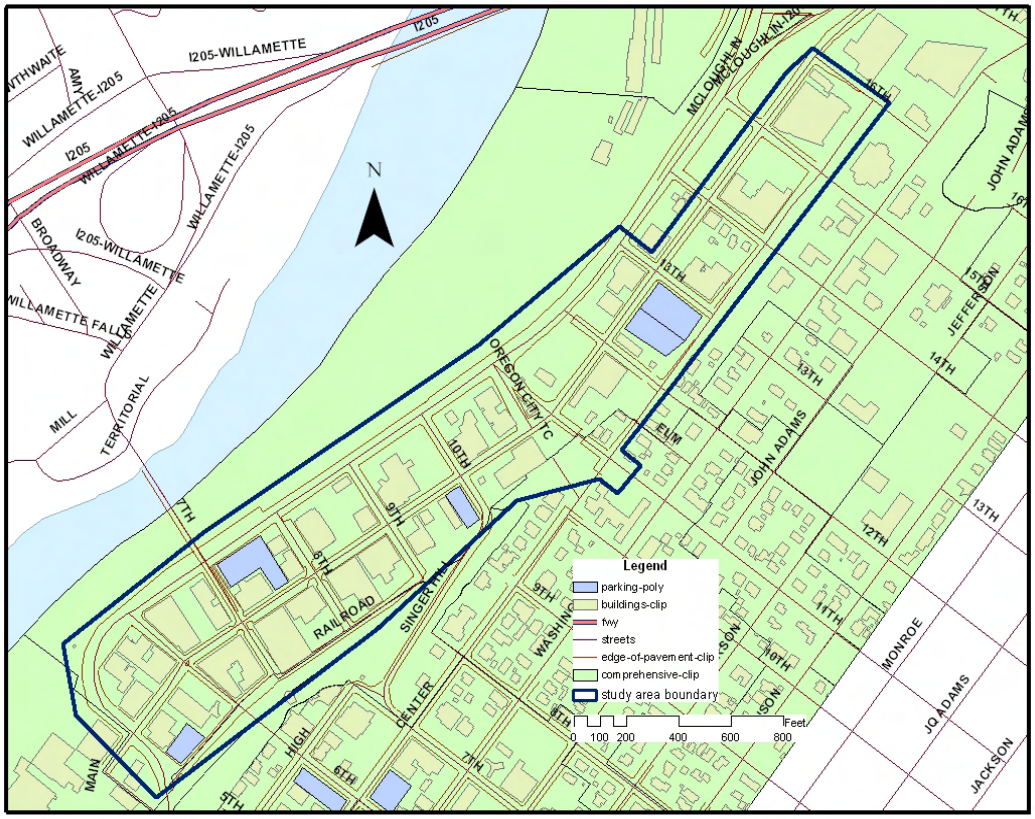
B. STUDY AREAS

The parking inventory study area was determined in the initial project scoping process and in consultation with Oregon City and the PAC. The study area incorporates two geographically separate areas of the downtown; one being the historic downtown and the second, a commercial and residential district located above the downtown on the "Bluff." Connections between the two zones can be made by an automobile using Singer Hill Road or on foot through the municipal elevator that links the Bluff with the Downtown. Due to the dramatic geographical and physical separation of the two zones, and for the purposes of this study, each was treated as a separate study area and will be summarized as such in this report.

The Downtown subzone is the "historic downtown,' which is bounded by the Willamette River to the northwest, 16th Street to the northeast, Railroad Avenue and the Bluff to the southeast and McLoughlin Blvd/ Highway 99 to the southwest.

The Bluff subzone is bounded by the Bluff/ High Street to the northwest, 8th Street to the northeast, John Adams to the southeast, the southwestern boundary continues northward along 6th Street and jogs westward along Center Street out to South Second Street on the most southwest corner of the zone.

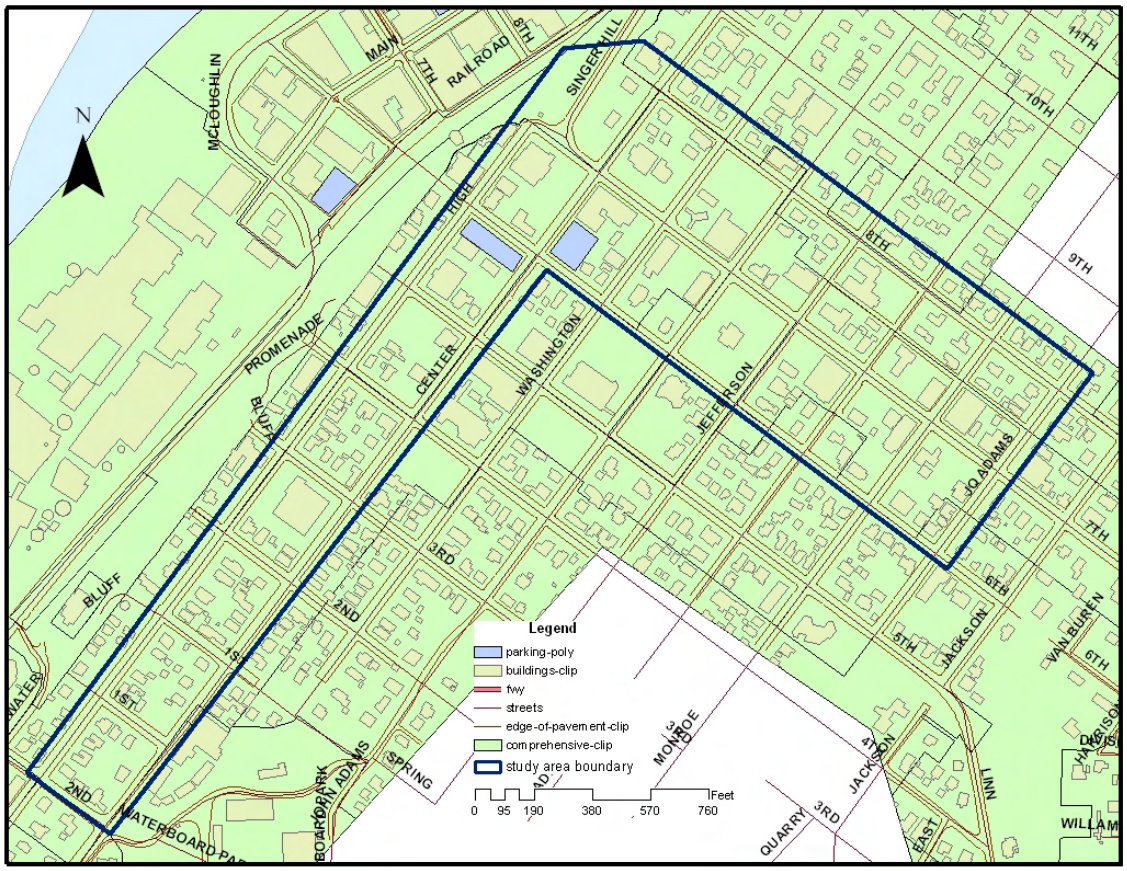
Figure A
Study Area: Downtown Subzone



The study zones are reflective of the City's understanding of current parking activity and land use densities in these two areas. Quantifying parking activity within these zones allows for a

more comprehensive look at parking patterns, trends and surpluses/deficits. **Figures A and B,** below, provides a graphic representation of each study area.

Figure B
Study Area: "Bluff" Subzone



C. METHODOLOGY

Rick Williams Consulting's (RWC) methodological approach to gathering utilization/capacity/ turnover data began with a physical compilation of all parking assets (both on and off-street) within each study area. The physical assessments for both subzones were conducted in advance of the survey day and documented all parking by location and type. The inventories included all the on-street stalls categorized by block number and identified by time restriction. Also included was an inventory of off-street stalls, both public and private, also categorized by block number and identified by tenant/operator. The inventories were broken into smaller sections, as surveyor templates of contiguous city blocks which were ultimately sampled every hour, on the hour, over the course of the two survey days.

The capacity/utilization surveys of parking assets were conducted on Thursday, June 12, 2008 and Thursday, July 31, 2008. The survey day was selected in consultation with the city staff and was reflective of the initial scoping process. Overall, the weather on the survey days was sunny (mid 80 degrees) with brisk parking activity in all sectors of the downtown. Both parking surveys were conducted between 9:00 a.m. and 6:00 p.m.

The surveys involved hourly counts of each occupied on-street parking stall in the study area, recording the last four digits of the parked vehicle's license plate. Surveyors collected license plate data at each on-street parking stall located in the study area for every hour over a nine-hour period (9:00 a.m. – 6:00 p.m.). A total of 1,168 on-street stalls within the two subzones were physically surveyed (392 in downtown and 776 on the bluff).

In the aforementioned off-street inventory process the consultant team collected a comprehensive catalog of parking lots and their individual stall totals. In anticipation of the survey effort, the number of lots was narrowed to a smaller field or 'sample' of the larger system. The creation of the sample was done partly for budget efficiencies, but also for physical practicality and data collection management purposes. Special attention was paid when choosing the off-street parking sample; firstly, geographical distribution representative of the number of lots and their physical locations with the subzones; and secondly, lot size making sure the sample is reflective of the individual lot capacities within the larger system.

D. DOWNTOWN SUBZONE: CHARACTERISTICS OF THE INVENTORY

1. Supply

A total of **1,029** parking stalls were surveyed within the Downtown Subzone boundaries. This supply includes **392** on-street and **637** off-street stalls.[6] Parking in the public supply is primarily provided in the form of paid on and off-street parking. At least 73 on-street stalls (19% of total supply) are available to employees/business owners exclusively through a monthly parking permit obtained through the City. The private supply is generally "accessory" parking, which limits access to patrons/employees of a specific commercial site.

Table 3 below presents a breakout of all the surveyed parking supply in the Downtown Subzone.

As **Table 3** indicates, the *on-street* supply of parking in the downtown subzone has a wide-ranging mix of parking time stay options. A moderately high percentage of stalls are designated 2-hour parking, with 188 spaces (48%) comprised of this type of stall. A total of 105 stalls (26.7%) are designated in a variety of permit (Blue, Purple & Green) and stalls dedicated to the County. No Limit stalls comprise 8.2% of the on-street supply and 8-hour stalls comprise another 5.9 percent. The remainder of the supply is made up of a combination of stall types: 30-minute (4.1%), 1-hour (2.8%), and 4-hour (1.8%) stalls. With eleven different stall designations, the small supply of on-street parking in the downtown subzone can be confusing to first time visitors to the downtown.

A total of 637 *off-street* stalls were surveyed on 26 lots. Within this supply, the City controls 103 stalls located in one off-street facility toward the northeast end of the downtown, away from the central core of downtown activity. County Corrections controls 58 stalls in two off-street lots. The remaining 476 stalls are dispersed throughout the downtown subzone on 23 surface lots that are privately owned.

A complete summary of surveyed downtown off-street facilities is provided at the end of this document as **Appendix A.**

[6] For purposes of this study handicap/disabled and loading zone stalls were removed from the study results, based on the assumption that such stalls are not readily available to general parking demand. The project team believes that if these stalls were included the study results would artificially overstate surplus supply.

Table 3
Downtown Subzone: Parking Inventory

Oregon City Downtown Subzone Study Area Parking Stall Breakout		
On-Street Stalls by Type	***Number of Stalls***	***% of Total On-Street Stalls***
30 minutes	16	4.1%
1 hour	11	2.8%
2 hours	188	48.0%
4 hours	7	1.8%
8 hours	23	5.9%
No Limit	32	8.2%
Permit Only - Blue	28	1.4%
Permit Only - Purple	14	3.6%
Permit Only - Green	31	7.9%
County Corrections Only	20	5.1%
County Courthouse Only	12	3.1%
On-Street Parking Stalls	392	100%
City Controlled Off-Street Parking	*103*	
County Controlled Off-Street Parking	*58*	
Private Off-Street Parking Stalls	*476*[7]	
Total Off-Street Parking Stalls Surveyed	637	
Total Supply Surveyed	***1,029***	

2. Peak Hour and General Occupancies

Peak hour occupancy is the period during the business day where the downtown experiences the highest utilization of parking stalls. Peaks may vary between the on and off-street parking systems. This analysis attempts to determine that point in the day at which the greatest numbers of vehicles are parked in the downtown. In the analysis that follows occupancies for all stalls in on street and off-street locations are summarized.

a. On-Street Parking Summary

Over the two days of surveying, the highest peak hour for the on-street inventory in the Downtown subzone was between 10:00 and 11:00 a.m. (i.e. all stalls, all use types). This was achieved during the July 31, 2008 survey day (i.e., during trolley operations). At this hour, 72.7% of the surveyed stalls in the study area were occupied. Peak hour for the June 30, 2008 survey day was between 1:00 and 2:00 p.m., reaching 71.3%. Though the peak hour shifts, there is no significant difference between peak usage pre or post trolley operation.
Table 4, below summarizes occupancies by type of stall, peak hour by stall type and average length of stay for the highest occupancy day (i.e., July 31, 2008). **Figure C,** below, illustrates

[7] There are an additional 231 private off-street stalls located on 23 surface lots that were not part of the surveyed sample. These lots were deliberately excluded from the sample for a few reasons, their proximity to adjacent lots of similar size already in the sample, their type of use (e.g., car dealership, auto parts store, service station) and budgetary prudence. There are a total of 707 off-street privately controlled parking stalls within the downtown zone.

occupancies for each hour of the nine-hour survey day and contrasts the two unique survey days.

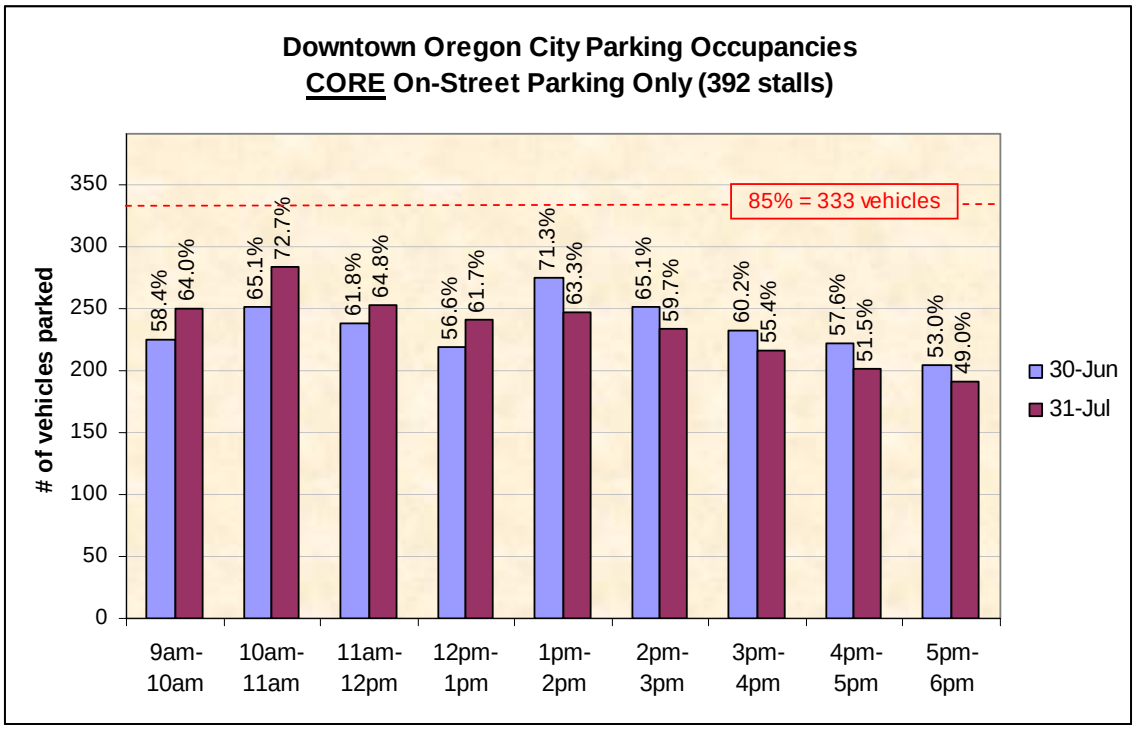
Table 4
Downtown Subzone: On-Street Parking Summary By Time Stay

Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)	Average Length of Stay
All Stalls	***392***	***10:00 – 11:00 am***	***72.7%***	***107***	***2 hr/10 min.***
Usage by Time Stay					
30 minutes	16	1:00 – 2:00 pm	81.3%	3	N/A
1 hour	11	noon – 2:00 pm 3:00 – 6:00 pm	54.5%	5	2 hr/11 min.
2 hours	188	1:00 – 2:00 pm	76.5%	48	1 hr/31 min.
4 hours	7	10:00 – 11:00 am	14.3%	6	1 hr/0 min.
8 hours	23	1:00 – 2:00 pm	100%	0	2 hr/28 min.
County Corrections	20	10:00 – 11:00 am	90.0%	2	5 hr/9 min.
County Courthouse	12	9:00 – 11:00 am	83.3%	2	4 hr/43 min.
No Limit	32	10:00 – 11:00 am	62.5%	12	2 hr/47 min.
Blue Permit	38	2:00 – 3:00 pm	57.9%	16	5 hr/11 min.
Green Permit	31	10:00 – 11:00 am	83.9%	5	6 hr/4 min.
Purple Permit	14	10:00 am – noon 1:00 – 3:00 pm	92.9%	1	7 hr/26 min.

From **Table 4**, the following conclusions can be derived:

- During the 10:00 and 11:00 a.m. peak hour, 285 stalls are occupied leaving 107 empty stalls available within the downtown subzone.
- The highest level of use is within stalls designated as 8-hours, which achieve peak hour occupancy of 90% between 10:00 and 11:00 a.m.
- Interestingly, despite the high occupancy of the 8-hour stalls, they are not being used for longer-term stays as the intended time stay would suppose. The average time stay for these stalls is only 2½ hours, which means they are located in higher demand area of the downtown and being used for shorter-term stays, in the same manner of how a typical 2-hour stall would be used.
- There are only eleven 1-hour stalls in the study area, which are under utilized (54.5% peak hour occupancy), but more importantly with an average time stay of 2 hours and 11 minutes they are being significantly abused. Both of these observations indicate that the 1-hour stalls are a poor choice of time stay for the downtown.

Figure C
Downtown Subzone: On-street Occupancy by Hour of Day



On-street: Usage Characteristics (Duration of Stay, Volume, Turnover and Exceeding Time Stays)

There are a number of ways to evaluate the efficiency of the on-street system. **Table 5** provides a summary of several measures.

1) Duration of Stay

The average length of stay for both survey days is nearly identical at about 2 hours and 10 minutes (2.17 hours). When on-street permit stalls are removed from the calculation the average drops dramatically, from 2 hours and 10 minutes to 1 hour and 42 minutes (1.7 hours), nearly 30 minutes in difference. Our data concludes:

- The average stay in downtown for all on-street parking stalls is 2 hours and 10 minutes (or 2.17 hours).
- The longest duration of stay is in Purple Permit stalls where vehicles are staying an average of 7 hours and 26 minutes.
- The non-permit influenced average (1 hour and 42 minutes) indicates that visitors to the downtown are not well served by 30 minute, 1 hour, 4 hour and/or permit stalls.

2) Volume

The survey results show that an average of 994[8] unique license plate numbers was recorded parking in the on-street system between the hours of 9:00 a.m. and 6:00 p.m.[9] Over the course of an average day, this would translate to approximately 110 vehicles arriving each hour.

Table 5
Downtown Subzone: General Characteristics of Use – On-Street Parking Stalls

USE CHARACTERISTIC	June 30 Survey	July 31 Survey
Average duration of stay per unique vehicle	2 hr. 7 minutes	2 hr. 10 minutes
Average duration of stay per unique vehicle in non-permitted/restricted stalls	1 hr. 39 minutes	1 hr. 42 minutes
Actual number of unique vehicles – volume (9:00 a.m. – 6:00 p.m.)	1,002	986
Turnover rate (number of cars to use a single occupied stall over a 10 hour period	4.7	4.6
% of unique vehicles violating the posted time stay (277 timed stalls)	8.6%	9.6%
% of total vehicle hours spent in violation of posted time stay (277 timed stalls)	11.4%	12.5%

3) Turnover: Efficiency of the Parking System

In most cities, the primary time limit will allow for calculation of an *intended turnover rate.* For example, if the intended use for a stall is two hours, then the stall should be expected to turn 5.0 times over a ten-hour period. As such, if turnover were demonstrated to be at a rate of less than 5.0, the system would be deemed inefficient. A rate in excess of 5.00 would indicate a system that is operating efficiently.

In Oregon City, the downtown on-street parking system maintains an average turnover rate of 4.7 turns per stall over a 10 hour period. This is calculated by dividing the average time stay (2.17 hours) into a ten hour operating day. While a slightly higher turnover rate is desirable (i.e., anything above 5.0), it is the high percentage mix of permitted on-street parking in the downtown subzone that skews this vital downtown indicator downward.

Given the relatively low number of on-street stalls within the downtown subzone (392 spaces) it is important to "turn" the supply as much as possible to provide maximum access for customers and support for street level businesses. Even a small adjustment in the turnover rate can have a profound impact on the number of customers/visitors accessing the downtown. For example, the current turnover rate of 4.7 allows up to 1,842 trips within a standard workday. However, if turnover could be increased to a rate of 5.3, the trip total would jump to 2,078 trips in the same supply of 392 stalls, a 13% increase in the number of trips to the downtown. Clearly, the use of

[8] An average of both survey days (1,002 + 986 = 994 unique vehicles)
[9] It is important to note that this does not represent all vehicles in the downtown, as license plate numbers were not recorded in off-street facilities. The unique vehicle total is only representative of the on-street system.

the on-street supply for longer-term uses (i.e., permit parking and time stays in excess of 2 hours) limits the system from operating at its maximum level of efficiency.

4) Exceeding time stays – Abuse of stalls

Exceeding a posted time stay is considered a "violation." High rates of violation are considered an indication that on-street stalls are (a) improperly formatted or (b) users are of the belief that enforcement is not aggressive and/or (c) fees are too low to encourage use of off-street supplies for longer term stay demand. Because Oregon City has on street stalls that allow all day parking with permits, our analysis removed the permit stalls from the analysis of abuse.

On average, 9.1% of unique vehicles parked in downtown's on-street stalls *exceed the posted time stay*. A good rule of thumb is to strive for a violation rate somewhere between 4% and 8% of total unique vehicles. Being within this range would be considered a very efficient system. At this time, Oregon City is above the high end of the range.

b. Off-Street Parking Summary

While the on-street system operates at approximately 72% combined peak occupancy, it is important to evaluate how the off-street system operates in relation. This is particularly important to understand, as potential access constraints within the on-street system (now or in the future) will need to be directed into off-street locations. As such, understanding available capacity for absorption of on-street demand growth will be important.

Table 6 provides a summary of off-street usage for July 31, 2008.[10] **Figure D** below illustrates occupancies for each hour of the nine-hour survey day and contrasts the two unique survey days.

There are a combined total of 637 off-street parking stalls in the Downtown subzone. The July survey day displayed the highest peak occupancy (during trolley operations), which is between 2:00 and 3:00 PM. At this time, the off-street supply reaches 56.5% occupancy, leaving 277 still empty and available for use. The pre-trolley survey day (June 12, 2008) reached 56% peak occupancy between 1:00 and 2:00 PM. As with the on-street system, parking occupancy in the downtown does not vary significantly pre or post trolley operation.

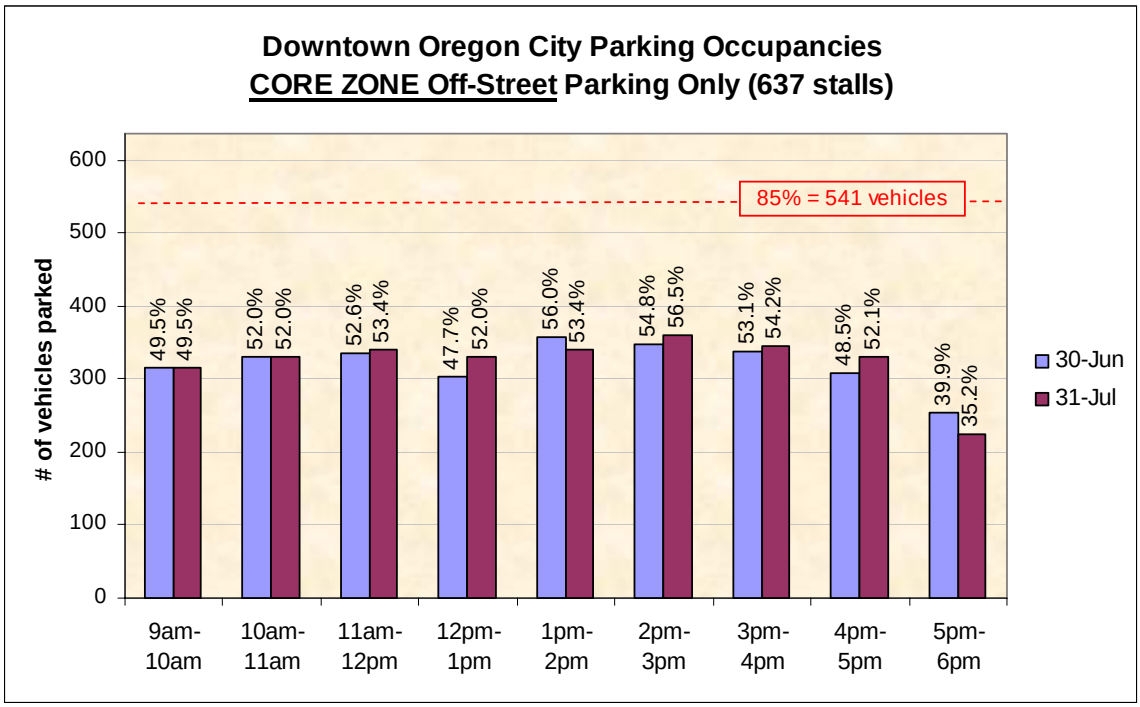
Table 6
Downtown Subzone: Off-Street Parking Summary

Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)
All Stalls	***637***	***1 – 2 pm***	***56.0%***	***277***
Usage by Ownership				
Publicly Controlled	103	2 – 3 pm 4 – 5 pm	39.8%	62
Private Accessory	534	1 – 2 pm	60.1%	213

[10] This is to ensure that off-street data findings are consistent with data described for the on-street system in Section B.1. above.

Despite the system showing adequate off-street capacity, it is important to note who controls/manages the majority of the existing supply. As demand for parking continues to grow, an on-going challenge for the City is the number of "available" stalls in private control. Currently, 213 of the 277 empty peak hour stalls are on private lots. Also, the City's 103 stall lot (which has 62 stalls available in the peak hour) is located outside of the area of highest demand where they are needed most. As such, the challenge will require conversations and partnerships with private owners of supply to make more supply available to general public users to maximize all parking in the downtown. Similarly, creative ideas and programs to make the 103 stalls of public supply more "usable" to the downtown will need to be pursued (e.g., more employee parking in City lot and/or a well designed signage package or a convenient shuttle system to the satellite lot(s).

Figure D
Downtown Subzone – Off-street Occupancy by Hour of Day



As **Table 6** and **Figure D** demonstrate, significant stall availability exists in the off-street supply. The abundance of availability during the peak hour presents an opportunity (and a challenge) to speak with private property owners to potentially set up shared use agreements that would benefit all parties involved (employees, customers and businesses).

From data derived for the off-street system, the following conclusions can be derived for the Downtown Subzone:

- The overall occupancy of the off-street system within the downtown subzone is 56.0% at the peak hour of 1:00 p.m. – 2:00 p.m.
- The peak occupancy of the off-street system is substantially less than that found in the on-street system.
- The combined off-street system is underutilized, having an abundance of available parking during the peak hour.

- The majority of available supply is in private ownership, which will require conversations and partnerships with private owners to get underutilized parking into a system of more efficient use (e.g., shared use agreements).

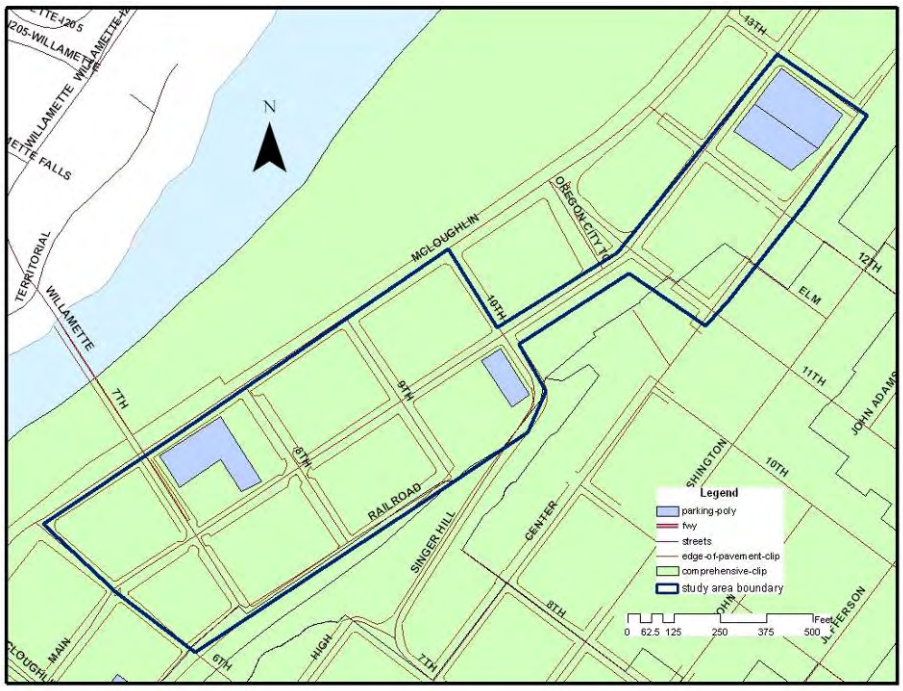
As stated earlier, a detailed breakout of peak hour occupancies for each individual off-street parking facility surveyed can be found in **Attachment A**.

3. Node of Highest Occupancy: Downtown Subzone – On-Street System

In many instances looking at the peak hour occupancy rate for the whole study area (72.7%) does not adequately portray some of the constraints on the parking system in specific areas of the downtown. In other words, the high availability of on-street supply on the periphery of the study area tends to bring down the overall peak occupancy rate. Therefore, it is important to identify and evaluate the area of highest occupancy through a "nodal analysis".

The "Node of Highest Occupancy" for downtown is bounded by McLoughlin Boulevard on the northwest, 13th Street on the northeast, Railroad Avenue/the Bluff on the southeast and 6th Street on the southwest. **Figure E** identifies the boundaries for this node.

Figure E
Downtown Core <u>Node of Highest</u> Occupancy

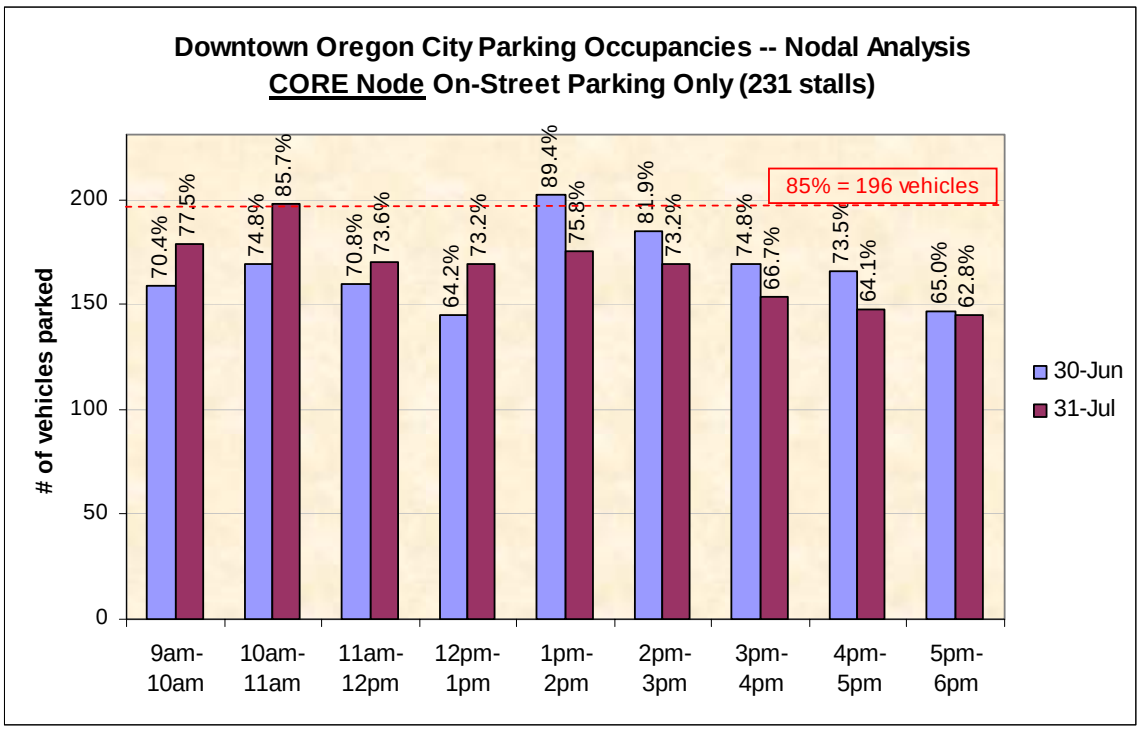


This area of the downtown experienced the highest level of parking activity during the course of both survey days. The peak hour occupancy reached 89.4% from 1:00 to 2:00 PM on Thursday, June 30th and 85.7% from 10:00 to 11:00 AM on Thursday, July 31st. Parking industry best practices would suggest that anytime a supply of parking exceeds 85% in the peak hour the system is constrained, rendering the system more frustrating and difficult to the customer or visitor of the downtown.

This node contains 235 on-street parking stalls, approximately 60 percent of the downtown subzone's total supply. Of this total, 65% is designated and metered for short-term use (30-minute, 1-hour and 2-hour stalls). The remaining supply (35%) is designated for longer-term stays (8-hour, No Limit, long-term permits, exclusive user stalls – County Courthouse and County Corrections). This is an unusually high percentage of long-term on-streets stalls to be located in a commercial core intended for customer/visitor access and growth. With occupancies exceeding 85%, efforts to reduce and/or eliminate longer term stays on-street should be evaluated to assure that customer demand and usability is supported.

Figure E illustrates hourly on-street parking occupancies for the nodal analysis over the two survey days.

Figure E
Downtown Subzone: Nodal Analysis – On-Street Parking Occupancies



Findings from the Downtown Subzone Nodal Analysis include:

- Peak hours for both survey days exceed the 85% occupancy threshold, creating a "deficit" or parking that ranges from 2 to 11 stalls in the node.[11]
- The average duration of stay for both days is shorter than the downtown average (1.92 hours versus 2.17 hours), resulting in a turnover rate of 5.2 that is slightly higher than the average for the downtown as a whole.
- Given the high occupancies in this zone, the supply appears effectively full (constrained) to the customer.

[11] In other words, to bring the supply back to a level that is under 85% in the peak hour, 2 – 11 new stalls would need to be "added back" to the on-street supply. This could be accomplished by reducing permit stalls, restriping new stalls and/or a combination of both strategies.

E. "BLUFF" SUBZONE: GENERAL CHARACTERISTICS OF THE INVENTORY

1. Supply

A total of **1,631** parking stalls were surveyed within the Bluff Subzone boundaries. This supply includes **776** on-street and **855** off-street stalls. Parking in the public supply is primarily provided in the form of free on-street parking (mix of No Limit and 2-hour stalls). The private supply is generally "accessory" parking, which limits access to patrons/employees of a specific commercial site.

Table 7 presents a breakout of all the surveyed parking supply in the Downtown Subzone.

Table 7
Bluff Subzone: Parking Inventory

Oregon City Study Area Parking Stall Breakout (Bluff Zone)		
On-Street Stalls by Type	***Number of Stalls***	***% of Total On-Street Stalls***
15 minutes	1	< 1%
30 minutes	3	< 1%
2 hours	295	38.0%
No Limit	477	61.5%
On-Street Parking Stalls	776	100%
City Controlled Off-Street Parking	*32*	
Private Off-Street Parking Stalls	*823*[12]	
Total Off-Street Parking Stalls Surveyed	855	
Total Supply Surveyed	***1,631***	

As **Table 7** indicates the supply of *on-street* parking in the Bluff subzone has essentially two stall types – No Limit and 2-hour stalls, representing about 62% and 38% of the total supply, respectively. Most 2-hour stalls are located within a small commercial district close to the municipal elevator and along the north/south 7th Street corridor. No Limit stalls are located toward the outer perimeter of the subzone boundaries surrounded principally by residential properties.

Within the *off-street* supply Oregon City controls only 32 stalls located at one off-street facility adjacent to the firehouse (at the cross streets of Seventh and John Adams). The remaining 823 stalls are dispersed throughout the bluff subzone on 46 surface lots. A complete listing of off-street lots is provided in **Attachment B.**

[12] An additional 134 off-street stalls located on 16 surface lots were not included in the survey sample. These lots were deliberately excluded from the sample for a couple of reasons, their proximity to adjacent lots of similar size already in the sample and budgetary prudence. There are a total of 989 off-street privately controlled parking stalls within the "bluff zone".

2. Peak Hour and General Occupancies

a. On-Street Parking Summary

Over the two days of surveying, the highest peak hour for the on-street inventory in the Bluff subzone was between 11:00 AM and noon (i.e. all stalls, all use types). This was achieved during the July 31, 2008 survey day (i.e., during trolley operations). At this hour, 39.3% of the surveyed stalls in the study area were occupied. This is in contrast to the June 12, 2008 survey day that reached a peak occupancy of 36.3% between 10:00 and 11:00 AM. Unlike the downtown zone, there seems to have been a noticeable spike in on-street parking use (+3.0%) with the initiation of trolley service. In other words, a small number of users may be using the on-street system on the Bluff and using the trolley to shuttle into downtown.

Table 8, below summarizes occupancies by type of stall, peak hour by stall type and average length of stay for the highest occupancy survey day (July 31). **Figure G,** below, illustrates occupancies for each hour of the nine-hour survey day and contrasts the two survey days.

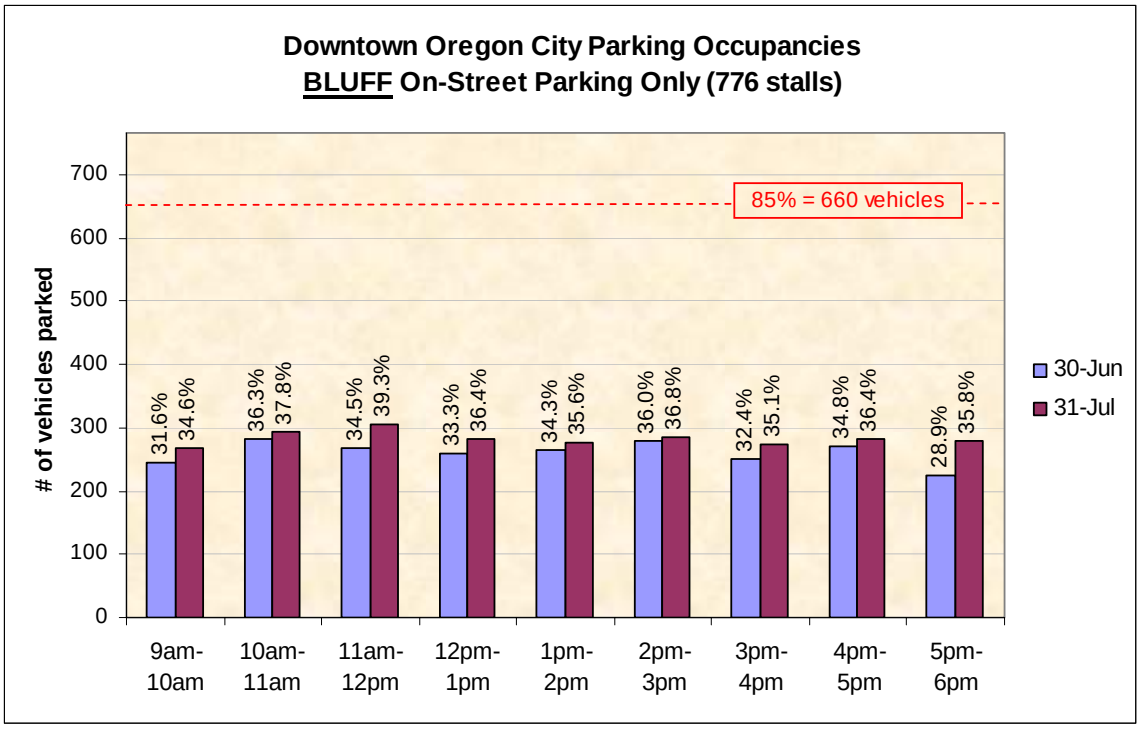
Table 8
Bluff Subzone: On-Street Parking Summary By Time Stay

Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)	Average Length of Stay
All Stalls	***776***	***11:00 – noon***	***39.3%***	***472***	***3 hr/5 min.***
Usage by Time Stay					
15 minutes	1	3:00 – 4:00 pm	100%	0	N/A
30 minutes	3	4:00 – 6:00 pm	33.3%	2	N/A
2 hours	295	11:00 am – noon	35.9%	189	1 hr/59 min.
No Limit	477	11:00 am – noon 4:00 – 5:00 pm	41.7%	278	4 hr/17 min.

From **Table 8**, the following conclusions can be derived:

- During the 11:00 and noon peak hour, 305 stalls are occupied leaving 472 empty stalls available within the Bluff subzone.
- The highest area of use is within stalls designated No Limit, which achieve peak hour occupancy of 41.7% between 11:00 and noon and then again from 4:00 to 5:00 p.m.
- The 2-hour stalls have an average length of stay of 1 hour and 59 minutes, which is ideal for these stalls; a sign they are working as they were intended.
- The No Limit stalls certainly have their place in a parking system particularly when it is in a residential area. These stalls show an average length of stay of 4 hours and 17 minutes, which could mean they are serving both short and long-term parking needs. Employees could choose to be parking there during the workday (perhaps moving them during the lunch hour), while customer and visitors are using them for longer stay trips.
- The low occupancies demonstrated on both study days indicates that there is significant room for "growth" in the use of the parking supply in this subzone.

Figure G
On-Street Parking Occupancies – Bluff Subzone



On-street: Usage Characteristics (Duration of Stay, Volume, Turnover and Exceeding Time Stays)

A summary of general use characteristics for this subzone are included in **Table 9,** below:

1) Duration of Stay

Similar to results of the Downtown subzone, the average length of stay for the bluff subzone on both survey days is nearly identical, 2 hours and 58 minutes on Thursday, June 30 and 3 hours and 5 minutes on Thursday, July 31.

- The average stay on the bluff for all on-street parking stalls is 3 hours and 5 minutes (or 3.09 hours).
- As expected, the longest duration of stay is in the No Limit stalls where vehicles are staying an average of 4 hours and 17 minutes.

2) Volume

The survey results show that 808[13] unique license plate numbers were recorded parking in the on-street system between the hours of 9:00 a.m. and 6:00 p.m.[14] Over the course of an average day, this would translate to approximately 90 vehicles arriving each hour.

[13] An average of both survey days ((824 + 792)÷2 = 808 unique vehicles)

The comparison of the June and July surveys reveal an moderate up-tick in the number of vehicle hours parked in July versus June; nearly a 9% increase. This change may be a result of running the trolley bus between the Downtown and the Bluff during the summer. This would be associated with employees using surplus parking on the Bluff during the workday and riding the trolley to access their work site as a means to avoid parking constraints in the downtown.

Table 9
Bluff Subzone: General Characteristics of Use – On-Street Parking

USE CHARACTERISTIC	June 30 Survey	July 31 Survey
Average duration of stay per unique vehicle	2 hr. 58 minutes	3 hr. 5 minutes
Actual number of unique vehicles – volume (9:00 a.m. – 6:00 p.m.)	792	824
Turnover rate (number of cars to use a single occupied stall over a 10 hour period	3.4	3.2
% of unique vehicles violating the posted time stay (298 timed stalls)	20.6%	17.3%
% of total vehicle hours spent in violation of posted time stay (277 timed stalls)	28.9%	27.3%

3) Turnover: Efficiency of the Parking System

The Bluff Subzone on-street parking system as a whole has an average turnover rate (3.2 to 3.4 turns in a 10 hour period). This is not an unexpected finding for an area with this blend of parking stall types, low occupancies and residential uses. While the turnover rate is less than efficient, the peak hour occupancy (39.3%) assures that customers are not adversely impacted in searching for a stall within relatively close proximity to any destination. As such, at this time there is no need for the system to 'turn' in order to accommodate additional trips.

4) Exceeding time stays

Between 17% and 21% of unique vehicles parked in the bluff's on-street stalls exceed the posted time stay. As mentioned previously, an efficient system would have somewhere between 4% and 8% violation rate; however in this instance, where on-street occupancies do not exceed 40% in the peak hour, a higher percentage violation rate should not be a major concern. In other words, if demand for parking were higher in this area the situation would warrant greater enforcement of the posted time stays. To reiterate, though the violation rate is very high per industry standards, users are not adversely affected in finding parking availability because others are abusing time stay standards.

b. Off-Street Parking Summary

As in the Downtown subzone, it is important to evaluate how the off-street system operates in relation to the on-street system. This is particularly important to understand, as potential opportunities for "shared use" become available when significant surpluses of supply can identified.

[14] It is important to note that this does not represent all vehicles in the downtown, as license plate numbers were not recorded in off-street facilities. The unique vehicle total is only representative of the on-street system.

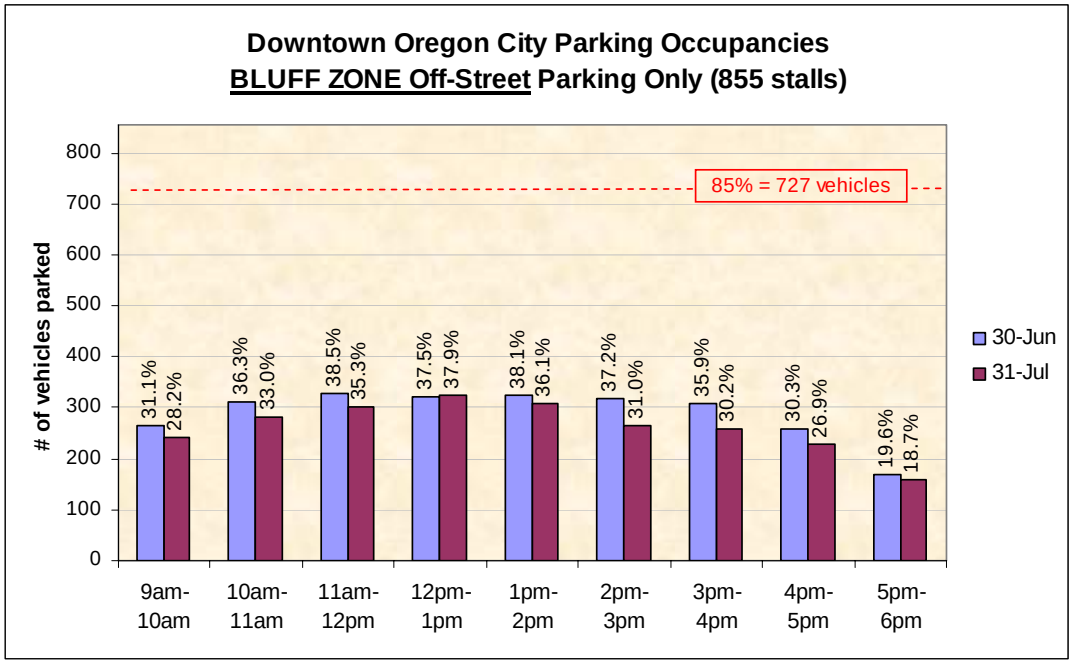
Table 10 below provides a breakout of occupancies associated with the off-street parking supply on the Bluff. **Figure H** provides an illustration of occupancies for each hour of the nine-hour survey day for both survey days.

Table 10
Bluff Subzone: Off-Street Parking Summary by Owner

Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)
All Stalls	***855***	***11 am – noon***	***38.5%***	***526***
Usage by Ownership				
Publicly Controlled	32	4 – 5 pm	56.3%	14
Private Accessory	823	11 am – noon	38.9%	503

There are a combined total of 855 off-street parking stalls in the Bluff subzone. During the 11:00 a.m. to noontime peak, the off-street supply reaches just 38.5% occupancy, leaving 526 stalls empty and available. The system clearly has an abundance of available capacity even during the peak hour. This availability can be used as an opportunity for the City to partner with property owners of strategically located off-street facilities (ideally in close proximity of the municipal elevator and/or trolley) to establish shared use agreements to make better use of the nearby supply that the downtown appears to need. As in the Downtown, the fact that the majority of parking "surplus" is in private ownership will require creative discussion and partnerships to transition this asset into a more efficient system of parking that benefits multiple users and businesses.

Figure H
Bluff Subzone - Off-Street Parking Occupancies



The off-street occupancies in the Bluff Subzone are very similar to the on-street system in terms of peaks and the hourly occupancy patterns throughout the survey day. The only exception is

that occupancies in the last survey hour (5:00 to 6:00 p.m.) for the off-street system dip below 20% as the workday comes to a close.

From data derived for the off-street system, the following conclusions can be derived for off-street parking within the Bluff subzone:

- The overall occupancy of the off-street system within the Bluff subzone is 38.5% at the peak hour of 11:00 a.m. – noon.
- The combined off-street system is significantly underutilized, having an abundance of available parking during the peak hour.
- 96 percent of the off-street system on the Bluff is controlled by the private sector. As demand continues to grow in the downtown the City should consider acquiring/leasing and/or partnering to transition existing parking assets on the Bluff into supply that can reasonable relieve parking demand constraints in other areas of the "downtown."

Section IV: Parking Demand Analysis

PARKING DEMAND ANALYSIS

Parking ratios express the actual number of parking spaces available to serve demand for land uses (i.e., office, retail, residential and/or mixed-use development). The number of stalls represented by a parking ratio may exceed actual demand for parking or fall short of that demand. Demand ratios, on the other hand, are generally expressed in the context of the peak hour use of a specific built supply of parking. In other words, demand ratios represent an estimate of the actual number of stalls occupied at the peak hour relative to occupied land uses. Effectively managing the relationship between land uses and built and occupied parking supply is a fundamental challenge of parking management.

Understanding the difference between the ratios of built supply and the ratio of actual demand is an important element for parking management. Parking ratios based on actual demand allow cities the ability to plan for parking at a rate consistent with actual use, thereby reducing overall parking development costs over time. An understanding of actual demand also allows a city to estimate the impact of new development on an existing supply of parking.

The exercise represented in this section is an attempt to develop a better understanding of parking supply and demand for downtown Oregon City. To that end, the consultant team derived two "ratios" from the data analysis.

- The actual *Built Ratio* of available parking stalls, in relation to total built land uses in the Downtown Oregon City study zone.[15]

- The actual current *Demand Ratio* for parking stalls per total built land use based on actual usage data from the "typical day" survey.[16]

A. METHODOLOGY

The consultant team developed a comprehensive list of all land uses within the downtown study area using the most current land use data for the downtown. This information was provided by the City of Oregon City. Square footages were derived for commercial, retail and institutional properties only (i.e., no residential). The resultant *built ratio* of parking to land use then is reflective of the total availability of parking serving a mixed-use environment in the downtown. In short, the built ratio expresses a relationship of all stalls that exist in the study zone and the total square footage of all buildings in the study zone.

The *demand ratio* reflects the public demand for parking stalls associated with that land use using actual peak occupancy data from the 2008 parking survey. The demand ratio uses a reasonable estimate of *occupied* building area as opposed to *total* building area.

[15] This analysis is confined to the downtown subzone due to (a) its higher peak occupancies as compared to the Bluff subzone and (b) the availability of land use data from which to derive the demand number. In the future, a "true demand" ratio for the Bluff could be derived if a similar data base of land uses was compiled. Nonetheless, the high percentage of residential properties could make the analysis on the Bluff more difficult.

[16] Data from the Thursday, July 31, 2008 survey was used to develop this analysis, which was the highest occupancy day of the two days surveyed.

Using these two measures, the consultant team was then able to express actual parking ratios per 1,000 square feet of mixed-use development for Oregon City's Downtown for both the built environment and as an expression of "actual demand."[17]

B. EXTRAPOLATED PEAK OCCUPANCY

Data from the survey samples was extrapolated to the total supply of parking to derive a basis for measuring parking demand. The consultant team sampled 100% of the on-street parking supply in the downtown subzone and 73% of the entire off-street supply. This level of sampling provides a statistically significant representation of parking activity in all stalls. **Table 11** summarizes the methodology used to determine the number of vehicles parking in *all stalls* in the downtown subzone at its peak hour of occupancy.

Table 11
Peak Occupancy – All Stalls (Downtown Subzone)

Supply	# of Stalls	Peak Occupancy	Stalls Occupied	Stalls Available (empty)
On-Street Supply				
On-street supply (100% sample)	392	72.7%	285	107
Off-Street Supply				
Off-street supply (73% sample)	637	56.0%	357	280
Extrapolated to all off-street stalls (100%)	868	56.%	486	382
Combined On and Off-Street Supply				
Extrapolated to Total Supply	*1,260*	*61.1%*	*771*	*489*

C. FINDINGS

Calculation for parking demand ratios reveal two different, but equally useful correlations (see **Table 12**):

- *Built Ratio of Parking*. This represents the total number of existing parking stalls correlated to total existing land use square footage (occupied or vacant) within the study area. According to data provided by the City, there is approximately 630,954 square feet of built mixed uses in the downtown subzone (Column B). About 478,000 square feet of land use is at the ground level or "storefront" and 152,954 square feet in upper story use. All parking stalls in the subzone total 1,260 stalls (Column E).

[17] This analysis quantified the relationship between land uses, parking occupancy and built parking supply. Though not a definitive measure of demand by specific land use types, this exercise was useful in deriving estimates for overall demand in Oregon City based on actual parking activity in the downtown.

From this data, we can calculate a *built parking ratio* of approximately **2.00 parking stalls per 1,000 square feet of built land use** within the study area (Column F).[18]

- *Demand Ratio.* This represents peak hour parking occupancy within the entire study area. As such, actual parked vehicles (Column G) were correlated with actual occupied building area (Column D).[19]

From this perspective, current peak hour demand stands at a **ratio of approximately 1.43 parking stalls per 1,000 square feet of occupied land use** (Column H)**.**

Table 12
Study Area Demand – Mixed Land Use to Built Supply

A	B	C	D	E	F	G	H	I
Sites in Study Zone	**Gross Square Footage (Built)**	**Estimated Vacancy Rate[20]**	**Gross Square Footage (Occupied)**	**Total Stalls in Study Zone**	***Built Ratio of Parking* (GSF)**	**Total Stalls Parked in Peak Hour**	**Actual Ratio of Parking Demand/ 1,000 SF**	**Parking "Demand" w/ 15% buffer**
Ground Level	478,000 SF	16%	401,520 SF			771		1.64/1000 SF
Upper Story	152,954 SF	10%	137,659 SF					
TOTALS	***630,954 SF***	***15%***	***539,179 SF***	***1,260***	***2.00/1,000 SF***	***771***	***1.43/1,000 SF***	***1.64/1,000 SF***

As **Table 12** demonstrates, the *actual demand* for parking is 1.43 stalls per 1,000 SF when occupied stalls (at the *peak hour)* are correlated to occupied building area. If in the future parking were only provided at the rate of actual demand absorption (1.43), overall peak hour occupancies would near 100%. This is due to the fact that the actual ratio of demand covers total demand and does not assume a cushion or "buffer" of stalls to address unexpected growth or spikes in parking activity. As such, **Table 12** also presents "parking demand with a 15% buffer," which increases the actual ratio of parking demand from 1.43 to 1.64 stalls per 1,000 SF (Column I).

To date, parking has been *built* at an average rate of 2.00 stalls per 1,000 square feet of development within the downtown Oregon City subzone (which includes the on-street system). This rate appears to have been effective, though significant stall availability exists within the off-street parking system. Land uses in Downtown Oregon City are generating parking *demand* ratios of 1.43 stalls per 1,000 SF of commercial/retail development in the subzone.[21]

As this study transitions to the parking strategy phase, programs and strategies will need to be examined that assure parking is provided at a rate appropriate to growth and marketability as

[18] The formula would be 1,260 total stalls / (630,954 gross square feet /1000)
[19] The formula would be 771 total parked vehicles / (539,179 square feet occupied building area/1000).
[20] Vacancy rates were derived through discussion with stakeholders and a physical survey of street level occupancies conducted by the City of Oregon City.
[21] It is important to note that some individual users will generate demand that exceeds 1.43. However, when viewed as a land use and access system, overall parking demand would be near this number.

well as in a format that is efficient, cost effective and supportive of the downtown vision of higher density and more compact urban development.

For purposes of comparison, **Table 13**, below, provides a summary of built supply to actual demand for other cities that the consultant team has worked with.

Table 13
Other Cities – Summary of Built Supply to Actual Demand

City	Minimum Requirement/ 1,000 SF Or Actual Built Supply	Actual Demand/ 1,000 SF	Gap between parking required and actual parking demand (for every 1,000 gsf)
Beaverton, OR	4.15	1.85	2.3
Bend, OR	3.0	1.7 – 1.9	1.1 – 1.3
Corvallis, OR	2.0	1.50	0.50
Hillsboro, OR	3.0	1.64	1.36
Hood River, OR	1.54	1.23	0.31
Kirkland, WA	2.5	1.98	0.52
Oregon City, OR	***2.00***	***1.43***	***.57***
Redmond, WA	3.5 max/4.10 built	2.91	0.59 – 1.19
Sacramento CA	2.0	1.60	0.4
Salem, OR	3.15	2.04	1.11
Seattle, WA (SLU)	2.5+	1.75	0.75

D. SUMMARY

Overall the data analysis of the Oregon City parking inventory indicates that the system is operating at a moderate level capacity, with reasonable turnover and available supply. There are a few "deficits" of parking in the downtown, particularly on-street in the central core of the downtown. Overall, the availability of "surplus" parking is well located to the demand for parking throughout the downtown study area, though it is mostly confined to off-street facilities in private ownership. "Shared uses" of these off street locations will be a key topic for additional discussion with the City and downtown stakeholders.

SECTION V: ON-STREET PARKING 'ADD-BACKS'

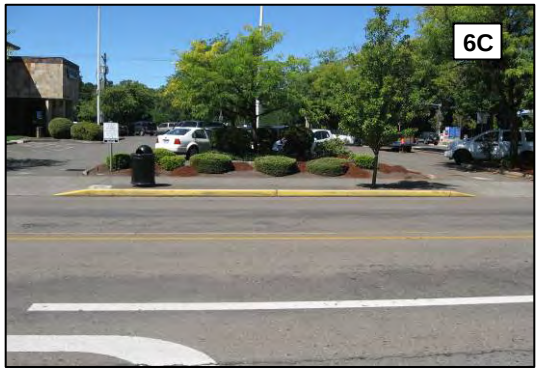
ON-STREET PARKING "ADD-BACKS"

During the course of the parking study, a number of downtown block faces were observed that were designated "no parking" but could possibly support the addition of on-street parking (up to 71 stalls). The analysis that follows provides a breakdown of areas recommended for on-street parking "add-backs." **Table 14** provides a succinct summary of the block faces identified and an estimate of the number of stalls that could be added. Further discussion with the City will need to take place to finalize opportunities for adding parking to the on-street supply.

Table 14
Additional On-Street Parking 'Add-Backs'

Block Face ID	Location Description	# of Potential Stalls	Notes
4A	south side McLoughlin between 7th and 8th	1	Additional stall to existing Blue Permit zone
5B	west side of 9th St. btwn McLoughlin and Main	1	Additional stall between driveway entrance/exit
5C	north side of Main btwn 8th and 9th Streets	3	Additional stalls in front of courthouse plaza/park
6C	north side of Main btwn 9th and 10th Streets	1	Additional stall between driveway entrance/exit
7C	north side of Main btwn 10th and 11th Streets	3	Remove bus staging from Main Street entirely – would add at least 3 new on-street stalls
8B	west side of 12th St. btwn McLoughlin and Main	4	Currently fenced for construction staging – at least 4 stalls could be added back
8C	north side of Main btwn 11th and 12th Streets	6	Currently fenced for construction staging – at least 6 stalls could be added back
9C	north side of Main btwn 12th and 13th Streets	3 - 4	3 to 4 stalls could be added back along the south side of Active Water Sports where there are no curb cuts
12C	north side of Main btwn 15th and 16th Streets	12	Ample on-street parking opportunities next to Subaru surface lot
15A	south side of Main btwn 15th and 16th Streets	13	On-street parking possibility located just north of warehouse facility. Currently

			signed as “no parking”
17B	west side of 14th btwn Main and Center Streets	3	Add stalls from the corner southward toward Center next to Blues Bar and Grill
25B	east side of 8th btwn Main and Railroad Avenue	1	Loading zone should be converted to a combo-zone where it becomes a publicly available stall after a certain hour
26A	north side of Main btwn 6th and 7th Streets	1	There is a large space at the east of the block face (26A) where a stall should be added back to the system
26C	North side of Railroad Ave. btwn 6th and 7th Streets	2 - 3	A couple of angled stalls could be added at the west end of the block face. Currently painted yellow.
26D	west side of 6th btwn Main and Railroad Avenue	1	
	TOTALS	**55 - 57**	**Net New Parking Stalls**
21D	east side of 11th btwn Main and Center Streets	10	Convert stalls from County Corrections Employees Only to ‘2-Hour Parking or By Permit’
22A	south side of Main btwn 10th and 11th Streets	4	Convert stalls from County Corrections Employees Only to ‘2-Hour Parking or By Permit’
	TOTALS	**14**	**Re-Signed to Publicly Available Customer Parking Stalls**



SUMMARY

Overall the data analysis of the Oregon City parking inventory indicates that the on-street system within the Historic downtown is operating at a moderate to high level of capacity, with some conflicts beginning to occur between customer access needs and the use of on-street parking for employees. However, the off-street system is underutilized and presents an opportunity for shared use parking arrangements should partnerships between stakeholders (public and private sector) emerge and take advantage of unoccupied parking stalls. Whether merchants/businesses can and are willing to direct their employees and customers into off street locations is a topic for additional discussion with the City and downtown stakeholders.

Parking on the Bluff has very low occupancies, both on and off-street. The Bluff presents a significant opportunity for maximizing resources, but will need to (a) be linked more specifically to the downtown at the elevator or with enhance trolley service and (b) remain sensitive and responsible to any conflicts that the spillover of commercial parking into residential areas might cause. Nevertheless, the abundance of underutilized parking on the Bluff, if strategically coordinated, could increase access capacity/efficiency and minimize parking development costs over time.

Also, parking is generally being provided at a rate that exceeds actual demand. The gap between parking built and parking utilized is approximately 0.78 parking stalls per every 1,000 SF of development. In the long-term, it is unlikely that this rate of parking development can continue, particularly if (a) there is a desire to use land more efficiently and (b) the cost of parking development increases as supply transitions from surface facilities to structures. Overtime, the City will need to evaluate its current parking standards and access goals to consider refinements to its development code, beginning with a look at lower minimum parking ratios.

Finally, the study was able to identify areas in the downtown where parking could be “added back” to the on-street system. Up to 71 stalls could be added into the on-street system, providing a cost effective and timely means to create greater flexibility in the downtown parking system and enhance visitor access.

SECTION VI: Parking Management Strategy Recommendations

PARKING MANAGEMENT STRATEGY RECOMMENDATIONS

The City of Oregon City commissioned a parking study to examine the current parking situation in the downtown. The study analyzed use, occupancy and demand for customer and employee spaces throughout the downtown. This included study areas in the Historic Downtown and on the Bluff.

To conduct the study, the City engaged a consultant team led Rick Williams Consulting. The consultant's assignment was to work with the City and its partners to compile comprehensive data on parking utilization in the downtown, then update Oregon City's existing parking program. The Oregon City Downtown Parking Management Study has extensively involved stakeholders and the public in re-shaping the parking system to meet future needs, assure the downtown's continued vitality, and enhance community livability.

RECOMMENDED STRATEGIES

As a result of the data collection and analysis, as well as continuing discussions with the City and stakeholders, specific parking management strategies have been identified and are recommended for consideration. Recommendations for changes in current policy/code and several near-term strategies (Phase 1) will optimize the efficiency of the *existing* parking inventory in Downtown Oregon City. Additional mid- and longer-term strategies (Phases 2 & 3) are also recommended for consideration. The strategies recommended in this report are designed to assist the City to more effectively manage its downtown parking supply.

These recommendations are organized as follows:

- Policy Level Actions
- Recommended Parking Management Strategies: Phases 1 – 3

A summary of all recommended Actions and Strategies is attached as an Implementation Schedule at the end of this report.

A. POLICY LEVEL ACTIONS (Immediate Implementation)

The following policy elements have been included to ensure the goals of the parking management plan can be achieved by incorporating parking system management into the City's development policy. Application of the 85 percent occupancy standard as the threshold for decision-making becomes the unifying monitoring device connecting these various policy elements. Formalizing the policy recommendations assures that the life of the parking management plan extends beyond the first round of strategy implementation. As such, it is recommended that the Policy Recommendations be adopted immediately by the City of Oregon City.

1. Assign the responsibilities of a "Parking Manager/Coordinator" for the City of Oregon City.

Guiding Principle(s) Supported:

- ✓ Continue coordinated management of the public parking supply.

- ✓ Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.

The complexity of parking and access will increase as the City and the downtown grows through redevelopment and increased demand for access. A single person should be assigned to oversee and manage all aspects of the program associated with parking in the downtown districts. This person will also be responsible for transitioning strategies developed as a part of the 2008 study for downtown as demand for parking increases over time.

Ideally, this person would staff a representative stakeholder group (see below) to routinely review overall parking activity in the downtown as well as by district. Information developed through periodic update of the parking inventory (i.e. 85% Rule) would be used to evaluate "action triggers" and implement appropriate adopted strategies as necessary. The Parking Manager/Coordinator would also be charged with refining and shepherding the policy recommendations outlined in A. 2 & 3 below through the appropriate City processes.

Given the fact that the City currently employs parking/enforcement staff, this position will likely be a refinement/reformatting of an existing position. At the outset, the work outlined within this plan could consume as much as 0.25 to 0.50 FTE, growing over time to 1.0 FTE as more downtown development occurs and action thresholds that are a part of this plan are exceeded.

The City "process" for approving this type of service addition should be completed immediately to facilitate near-term restructuring of an existing position.

2. Establish an advisory role for stakeholders to assist in parking program implementation and review.
Guiding Principle(s) Supported:

- ✓ Continue coordinated management of the public parking supply and assure a representative body of affected private and public constituents from within the downtown informs decision-making.
- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.

The City should develop a process through which a representative cross-section of downtown interests *routinely* assist the Parking Manager/Coordinator in the review and on-going implementation of the Parking Management Plan.

The stakeholder advisory process and a Parking Advisory Committee will: (a) assist the Parking Manager/Coordinator in the implementation of the parking management plan; (b)

review parking issues over time; and (c) advise City Council on strategy implementation based on the Guiding Principles for parking management and use dynamics identified for each downtown district.

3. Adopt policies and rules to guide parking management and development.

a. Codify *Guiding Principles for Parking Management* as elements of City Code.

Guiding Principle(s) Supported:

- ✓ Provide clear and strategic direction to new development in downtown to assure new development maintains/improves access to the downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

The Guiding Principles provide a framework for managing parking and decision making in the downtown over time. "Codifying" the Guiding Principles by incorporating them into the Comprehensive Plan will serve to inform future management decision-making as well as development of future public facilities. Incorporating these principles into City Code and policy assures the intent and purpose for parking management, established through this study, is carried out over time.

b. Adopt the 85% Rule to facilitate/direct parking management strategies.

Guiding Principle(s) Supported:

- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.
- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.
- ✓ Implement measurements and reporting that assures Guiding Principles are supported and achieved.

The 85% Rule is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85% occupancy in the peak hour, the supply becomes constrained and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85% occupancy in the peak hour, the 85% Rule would require that parking management strategies be evaluated and/or implemented to bring peak hour occupancies to a level below 85% to assure intended uses are conveniently accommodated.

The parking inventory for Oregon City revealed that existing peak hour occupancies within the core of the historic downtown are at or exceed 85% in the peak hour (on-street). This would suggest moving forward with strategies identified in this report in the downtown in a timely way (see, Phase 1 strategies, below). The 2008 study also revealed that other downtown districts (particularly the Bluff) are generally operating at less than 85 percent at this time. Having the 85% Rule formalized in policy will assure that a process for evaluating and responding to future parking activity in these areas is in place.

c. City Council to adopt rate ranges for parking rates in public facilities (on and off-street). Ranges would be established for hourly meter rates and monthly parking

rates. This would allow the City Manager to adjust rates administratively within the ranges adopted and based on the 85% Rule.

Guiding Principle(s) Supported:

- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.
- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.

Currently, decisions to adjust parking rates within City facilities must be made by City Council. This can be time consuming and delay decisions that should be made quickly as demand for parking varies throughout a year or occupancies trip the 85% trigger.

Many cities adopt rate ranges for hourly and monthly parking in City facilities and empower the City Manager to make adjustments to parking rates based on (a) review of occupancies within a supply by the Parking Manager, (b) routine occupancies that exceed 85% and (c) input from a Parking Advisory Committee. If occupancies are in excess of 85%, then the City Manager can adjust rates within a pre-adopted range by the City Council. Once the upper end of a rate range has been achieved, the City Manager and Parking Manager would return to City Council for review and restructuring of parking rate ranges.

Recommended rate ranges for Oregon City are as follows:

- Parking meters: $0.35 - $2.00 per hour
- Monthly passes: $10 - $150 per month
- Daily passes: $2.00 - $9.00 per day
- Event rates (for off-street facilities): $2.00 - $9.00 per event

B. PARKING MANAGEMENT STRATEGIES – Recommended For Implementation

Phase 1 Implementation - (6 – 18 months)

The following strategies are recommended for near-*term implementation*.

1. Appoint a Downtown Parking Manager.

Guiding Principle(s) Supported:

- ✓ Continue coordinated management of the public parking supply.

Upon approval of a budget and service package by the City Council, the City should move forward with the assignment of a downtown parking manager/coordinator or restructuring an existing City position. In the early going, the position could likely be part-time (therefore, restructuring of an existing FTE).

At the outset, it is recommended that the City dedicate at least 0.25 FTE to a position of parking manager/coordinator.

This position would be charged with the implementation of the overall parking management plan, monitoring of parking in management districts over time, review and assistance to new development and work with the Parking Advisory Committee to facilitate decision-making based on the 85% Rule, Guiding Principles for downtown parking.

2. Initiate Parking Advisory Committee process.

Guiding Principle(s) Supported:

- ✓ Continue coordinated management of the public parking supply and assure a representative body of affected private and public constituents from within the downtown informs decision-making.

Once the Parking Manager/Coordinator is appointed and established, the process of review, evaluation and decision-making with representative stakeholder input for parking management in downtown should be initiated. A consistent and routine schedule of meetings should be established as well as use of this plan as a template for discussion of parking management and strategy implementation with the Parking Advisory Committee. In the early going, the committee could meet quarterly. As development in downtown increases, meetings and deliberations may require a monthly schedule.

It is recommended that the City Council formally appoint members to the Parking Advisory Committee using the citizens' group currently assembled to oversee the 2008 Parking Study.

3. Add parking to the on-street system in the Historic downtown in areas currently designated as no parking areas. This parking will be provided as either 2-hour parking or "2-hour or by permit" (based on location and proximity to downtown core). This would translate to approximately 56 total new stalls (½ north of 10th Street and ½ south of 10th Street).

3a. Install new on-street signage in areas designated for new parking.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

The 2008 Parking Study identified a number of on-street locations in the downtown where it appears that parking could be added (see Parking Plan Data Summary). The best case

scenario would result in the addition of 56 net new stalls to the downtown parking inventory. It is recommended that the parking be added as either 2-hour parking (metered) south of 10th street and 2-hour parking (or by permit, signed time zone) north of 10th street.

The City Traffic Engineer will need to review the "add backs" recommended by the Consultant team for final approval. Once approved, it is recommended that the parking be (a) striped and (b) properly signed as soon as is feasible.

4. **Reduce and/or eliminate all 15 minute, 30 minute, 4-hour, 8-hour and No-limit parking stalls in the historic downtown and convert to 2-hour parking (62 existing stalls). Requests for these types of stalls in the future would be coordinated through an exception process as described in Strategy 12, below.**

   Guiding Principle(s) Supported:

   - ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
   - ✓ Reserve the most convenient parking spaces to support customer, client, vendor and visitor access to downtown.

   The 2008 Parking Study demonstrated that a significant portion of on-street parking within the core of the Historic Downtown exceeds 85% occupancy in the peak hour. A number of on-street stalls within this "high occupancy node" are 4-hour, 8-hour or No Limit parking. This generally allows employees access to these spaces rather than visitors needing short-term parking in this area. The study also demonstrated that on-street areas north of 10th Street are significantly underutilized.

   It is recommended that these stalls be converted to 2-hour metered stalls. Underutilized parking north of 10th Street and parking "added back" in this area (see 3, above), could be offered to employees now parking on-street in the core as permit spaces. This would free up a significant number of on-street stalls for customer/visitor use as well as improving on-street turnover.

5. **Transition a minimum of 20 existing Blue and Green employee permits now parking in high occupancy node, to on-street locations in the NE end of downtown (signed "2-hours or by permit").**

   Guiding Principle(s) Supported:

   - ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
   - ✓ In the historic downtown, reserve the most convenient on-street parking spaces to support the priority customer, the short-term trip.
   - ✓ If parking in publicly owned supply exceeds the 85 percent full standard, employee parking must be transitioned and or phased out to assure customer parking is accommodated.
   - ✓ Provide adequate and affordable employee parking and reasonable access options.
   - ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

As with 4 above, a number of key downtown on-street stalls are occupied each day by employees using permits. It is recommended that on-street employee parking south of 10th Street be transitioned to the north of 10th Street.

6. Begin work with the County Courthouse and County Corrections to develop an action plan to transition existing on-street reserved stalls to non-core locations.

Guiding Principle(s) Supported:

- ✓ While numerous users need parking in the downtown, the priority parker in on-street and off-street parking *under City ownership* is the short-term trip (two hour or less) for those who use downtown to shop, dine, recreate and access businesses.
- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

Currently, 32 on-street stalls within the "high occupancy node" of the Historic Downtown are signed for the exclusive use of the County Courthouse and County Corrections. As with the Blue and Green employee permits (see 5, above), this allowance is in conflict with (a) Guiding Principles for on-street parking and (b) parking that exceeds 85% in the peak hour. Between County parking and Blue and Green permits, 91 of 392 (23%) on-street stalls in the downtown core are reserved for long-term employee uses.

The 2008 Study recognizes the need for certain amounts of on-street parking to provide and serve a public safety need (e.g., law enforcement parking) while also recognizing the Guiding Principle that would prioritize the on-street system for the short-term trip.

Given the fact that the area in which this parking is located routinely exceeds 85% occupancies, it is recommended that the City, County and Parking Advisory Committee begin to examine the level of on-street parking that is necessary to meet public safety needs and transition the remainder (if any) to 2-Hour metered parking. Current users of these stalls could be transitioned to on-street parking in the NE end of downtown or into private facilities participating in a shared use program (see strategy 18, below). Any on-street stalls remaining in the downtown core for long-term uses should be priced by the City at full market value.

The County Courthouse should also examine its current off-street lot to provide parking to its highest priority users (whether that is judges, attorneys, etc.).

7. Work with County Courthouse to refine juror parking program to specifically direct jurors into the Municipal Lot. This would include direct contact/ mailings, maps and other materials necessary to localize jurors at the Municipal Lot.

Guiding Principle(s) Supported:

- ✓ While numerous users need parking in the downtown, the priority parker in on-street and off-street parking *under City ownership* is the short-term trip (two hour or less) for those who use downtown to shop, dine, recreate and access businesses.
- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.

The 2008 Parking Study identified surpluses of parking in the City's Municipal Lot. It is recommended that additional refinements to the County's communications with jurors be implemented to more clearly direct jurors into the Municipal Lot or onto portions of the Courthouse lot. This would (a) keep jurors with long-term parking needs out of the short-term parking supply in the core of the downtown and (b) reduce confusion/frustration on the part of jurors attending court sessions in the downtown. Refinements to the existing program could include direct phone contact with jurors, "pre-trip" mailings with a permit, maps, web direction, better signage at the lot (see strategy 20 below) and/or other materials.

8. Re-evaluate and revise all current parking permit pricing based on 85% standard.

Guiding Principle(s) Supported:

- ✓ Manage the public parking supply using the "85% Rule" to inform and guide decision-making.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

The current allocation of parking permits and pricing has not been routinely evaluated within the context of the 85% standard. Permit rates, by type and location, should be periodically reviewed (at least annually) and increased if the 85% standard for that type of permit is exceeded. This (a) assures that parking is priced at market demand, (b) ensures that parking rates are also covering normal increases in program cost and administration and (c) better correlates employee parking rates to alternative mode options (particularly transit and ridesharing). This re-evaluation would become a routine procedure with recommendations for rate changes forwarded to the City Manager for action per the Policy Actions adopted as part of recommendation A. 3. c., above.

9. Initiate a new and comprehensive outreach program to all businesses within the study zone that communicates the parameters of a new revised City's permit program.

Guiding Principle(s) Supported:

- ✓ The City's public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

Changes in the parking system resulting from implementation of new Policy Actions and strategies 1 – 8, above will need to be communicated to the public, businesses and employees. It is recommended that the Parking Manager/Coordinator and the Parking Advisory Committee initiate discussions with key affected stakeholders to educate them on the reasons for the parking changes and on means to access the system in the future.

10. Develop a lighting and pedestrian walkway plan linking the NE end of the historic downtown to the core as a way to assure convenience and safety for use of parking in the downtown. Develop a similar plan for the Bluff area with particular focus on areas between potential parking sites and the elevator.

Guiding Principle(s) Supported:

- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Provide safe, secure and well-lit parking to allow a sense of security at all times on street and off-street.

Though not specifically an element of the parking management program, stakeholders involved in the 2008 Parking Study noted that the need to transition more employees (a) off-street and/or (b) into areas adjacent to the Historic Downtown and on the Bluff will likely require better lighting and pedestrian systems that link adjacent parking to the Historic Downtown and the public elevator (Bluff). This will ensure that employees shifted to adjacent areas feel safe in using parking and inconveniences of a greater distance to downtown are mitigated.

To this end, it is recommended that the Parking Manager/Coordinator begin to explore the processes necessary to develop a lighting and pedestrian walkway plan that would evaluate infrastructural improvements necessary to enhance the convenience and safety of parking areas in the NE sector of downtown, particularly as they link back to work locations south of 10th Street. Similar consideration would be given to areas near the public elevator on the Bluff.

11. Develop a Residential Parking Permit Zone (RPPZ) policy and program for adoption by the City Council for future implementation in residential areas affected by spillover from commercial parking.

Guiding Principle(s) Supported:

- ✓ Parking in areas zoned residential will be prioritized for residents and their guests and visitors.

The 2008 Parking Study demonstrated that parking on the Bluff is currently underutilized. As such, programs and strategies that move more employees to areas on the Bluff were seen as reasonable ways to (a) mitigate parking constraints in the Historic Downtown and (b) reduce parking development costs over time. Nonetheless, it is important to recognize and be sensitive to the many residential areas that comprise the Bluff district.

To this end, it is recommended that the Parking Manager/Coordinator and Parking Advisory Committee initiate development of a Residential Parking Permit Zone (RPPZ) policy and program for future consideration and adoption by the City Council. Such a policy would outline the criteria necessary to establish an RPPZ (which would prioritize on-street parking in residentially zoned areas for residents) and provide a mechanism for initiation of an RPPZ at the request of an affected neighborhood association.

12. Develop "exception" criteria for adoption by City Council that informs decision making for establishment of loading zones and 15, 30, 60 & 90-minute stalls within the on-street supply.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

The 2008 Parking Study recommends that all on-street parking in the Historic Downtown be designated as 2-Hour parking as a base standard. This is predicated on study findings that indicate the majority of "customers" (i.e., those not using a parking permit) in the downtown stay an average of 1 hour and 42 minutes (or 1.7 hours). As such, time stays of less that 2-hours do not allow adequate time for a customer trip. Similarly, time stays in excess of 2-hours are most likely being used by employees.

Given this, all other types of on-street parking that differ from the 2-hour base standard (e.g., loading zones, 15, 30, 60, 90 minute, all day, etc.) would be considered "exceptions" and would have to be requested by an affected business or property owner.

It is recommended that the Parking Manager/Coordinator and Parking Advisory Committee establish criteria for exceptions as well as a process for requesting exceptions. It is also recommended that once specific criteria are established that the City Manager would be empowered with administrative authority to approve/deny requests based on input from the Parking Manager/Coordinator and Parking Advisory Committee.

Criteria and process should consider the following.

a. Handicapped/disabled access
b. 15 - 90 minute zones
    1. Specific criteria for approval (i.e., by specific business type).
    2. Specific locations (i.e., end of block versus mid block).
    3. Number per geographic area (i.e., shared by users in a particular area).
c. Loading zones
    1. Maximum number per block face(s).
    2. Limitation on number per geographic area (e.g., no more than one for every three continuous block faces).
    3. Evaluation of opportunities for shared loading and customer parking.[22]

[22] "Combination Loading Zones" have been used in other jurisdictions allowing loading during specific periods of the day (e.g., 6:30 a.m. - 10:00 a.m.) , then convert to short-term parking during all other time periods. Such zones, if successfully managed, can increase overall short-term supply.

Phase 2 Implementation – (by 18 – 36 months)

The following strategies are recommended for *mid-term implementation*.

13. Transition additional Blue and Green employee permits to on-street locations in the NE end of downtown (signed "2-hours or by permit") as per the 85% Rule.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ In the historic downtown, reserve the most convenient on-street parking spaces to support the priority customer, the uncompelled visitor.
- ✓ If parking in publicly owned supply exceeds the 85 percent full standard, employee parking must be transitioned and or phased out to assure customer parking is accommodated.
- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

14. Implement lighting and pedestrian plan developed in 10, above.

Guiding Principle(s) Supported:

- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Provide safe, secure and well-lit parking to allow a sense of security at all times on street and off-street.

Recommendations and costs for infrastructural improvements for lighting and pedestrian routes downtown should be submitted to the City Council for consideration and integration into on-going City capital budgeting.

15. Adopt and establish a residential parking permit zone (RPPZ) policy and program (as developed in 11, above) that could be implemented at the request of residential neighborhoods adjacent to the downtown as a measure to mitigate commercial parking spillover into residential areas.

Guiding Principle(s) Supported:

- ✓ Parking in areas zoned residential will be prioritized for residents and their guests and visitors.

The Parking Manager/Coordinator should present a RPZ policy and program to the City Council for adoption. This would allow neighborhoods to request such programs should commercial parking spillover into residential areas become a problem as downtown grows.

16. Adopt "exception" criteria (as developed in 12, above) necessary for approval of location and type of loading zones within the downtown/Bluff parking areas and for approval of on-street 15, 30, 60 & 90-minute stalls.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

The Parking Manager/Coordinator should present an exception policy to the City Council for adoption. This would provide a clear set of criteria for specific parking requests that vary from the base on-street standard.

17. Restripe all on-street parking in the Historic Downtown to better identify parking availability and location.

Guiding Principle(s) Supported:

- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

Much of the on-street parking in the Historic downtown study area is striped. Striping is effective because it assists the customer in identifying a parking stall, thereby creating a sense of order and convenience. Effective striping also reduces incidents of damage to vehicles and facilitates compliance.

However, the recent inventory of parking revealed that in many areas the striping is faded and difficult to discern. Many vehicles are parked improperly, most likely because the customer was unable to clearly identify the parking stall. As such, it is recommended that the City re-stripe all on-street stalls in Historic Downtown Study zone as soon as it is financially feasible to do so. This effort could be correlated with actions associated with parking add backs described in strategy B. 3, above.

18. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in the Historic Downtown to provide for an interim supply of parking where needed. Begin focus on Blocks 3, 4, 6 and 27 as identified in the 2008 Parking Study.

Guiding Principle(s) Supported:

- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced travel mode options.
- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.

The 2008 Parking Study sampled a significant portion of existing privately owned off-street parking lots located throughout the Historic Downtown study zone. The general finding was that most are significantly underutilized, even during peak times (i.e., less than 65% percent occupied). These lots comprise approximately 868 stalls and are generally without signage or have signage that is inconsistent and confusing to customers and visitors. The ability of the City to "capture" as many privately owned stalls as are available for more active management will provide a relatively low cost near to mid-term strategy for mitigating existing and future access constraints during peak parking demand periods.

Shared use agreements in other cities are wide and varied. In some cases (e.g. Gresham, Oregon) the owner of the property "donates" surplus stalls to the City on a month to month basis in return for assistance with signage and landscape/maintenance costs. Other cities (e.g., Kirkland, WA) program funds within their parking budgets to lease surplus stalls from the private sector. These stalls are then signed and/or metered and operated through the City's overall parking program (including marketing and communications).

It is recommended that the City, through the Parking Manager and Parking Advisory Committee:

a. Initiate an effort to work with owners of private lots to enter into shared use agreements to allow underutilized parking to be made available to customer/visitor or employee uses (as appropriate).
b. Explore the development of incentives to encourage such agreements (i.e., signage, landscaping, lighting, sidewalk improvements, leasing, etc.).

19. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots on <u>the Bluff</u> to provide for an interim supply of parking where needed. Begin focus near the public elevator on Blocks 42, 43, 44 and 49 as identified in the 2008 Parking Study.

<u>Guiding Principle(s) Supported:</u>

- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced travel mode options.
- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.

As with the Historic Downtown study area, off-street parking on the Bluff is significantly underutilized and primarily in private ownership. On average, off-street parking occupancies average less than 40% in the peak hour. Significant opportunity exists to transition parking constraints in the downtown to parking surpluses on the Bluff, particularly in parking areas/lots near the public elevator. The process described in 17 above should be replicated for the Bluff study zone.

20. Develop and install a signage package of uniform design, logo and color at public and private (shared use) off-street parking facilities.

<u>Guiding Principle(s) Supported:</u>

- ✓ The City's public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

Creating a uniform signage package that incorporates a unique logo and color scheme for publicly available parking facilities will establish a sense of recognition, identity and customer orientation for users of the downtown parking *system.*

It is recommended that the City:

a. Develop a signage package that incorporates a uniform design, logo, and color scheme into all informational signage related to parking.
b. Evaluate land use and code implications of the signage package program particularly size, design and placement issues, and initiate changes as appropriate.
c. "Brand" each off-street public facility, open to public access, with the established "logo" package.

The Parking Advisory Committee can serve as a forum for development of such a package. Cost, budgets and an implementation strategy will need to be developed as well for review by the City Manager and the City Council.

21. Partner with the business community to develop/refine a marketing and communication system for access in Oregon City (building on existing materials/ programs). The marketing/communication system could include (but not be limited to): branding; maps and Transportation Demand Management (TDM) alternatives and future shuttle/circulator system. This effort could be coordinated and integrated with findings and recommendations from the Downtown Main Street study.

Guiding Principle(s) Supported:

- ✓ The City's public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

A successful parking system will require on-going marketing and communication. The foundation for a marketing and communication program is the signage and wayfinding package recommended in this report (see strategies 20 and 31). Support of this system can be facilitated through informational maps and brochures about Oregon City and its parking system distributed by the City and through Business Associations, Visitor Services, Retail and Lodging networks.

It is recommended that the City:

a. Partner with the business community to develop a marketing and communication system for access in Oregon City. The Parking Advisory Committee can serve as the business forum for this discussion as well as in coordination with stakeholders involved in the Downtown Main Street Study and Plan.

   The marketing/communication system would include (but not be limited to):

   1. *Maps*. Develop maps that visually represent parking zones (e.g., Historic Downtown and Bluff) and identify the location of visitor versus employee facilities.
   2. *Validation program.* Evaluate the feasibility of retail validation systems if, and when, paid customer parking moves off-street.

3. *TDM alternatives.* Incorporate alternative mode options (i.e., shuttles, transit, and bicycle) into parking communications materials.
4. *Shuttle/circulator systems.* Information necessary to move greater numbers of employees/visitors off-street that would then be linked by an on-going and frequent shuttle/trolley service.

22. Evaluate and adjust minimum parking ratios for new development in the downtown, to assure that access impacts of new development are meaningfully addressed and correlated to actual parking demand.

Guiding Principle(s) Supported:

- ✓ Calibrate parking standards to support the City's goals for transit, biking, walking and ridesharing.
- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced travel mode options.
- ✓ Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.
- ✓ Provide adequate and affordable employee parking and reasonable access options.

Minimum parking development ratios are common to many downtowns. For the most part they are imposed to assure that new development does not have an adverse impact on parking supplies and access systems that serve existing uses in a development area. Conversely, in order to support a viable parking system and to encourage multi-modal growth in Oregon City, there should be a direct relationship between the City's minimum parking requirements, actual parking demand and broader goals for use of alternative transportation modes. In other words, minimum parking requirements should always be less than the actual maximum demand for parking. In many cities, minimum parking standards exceed the actual demand for parking necessary to support mixed use development.

The 2008 Parking Study established actual parking demand in the Historic Downtown at a rate of 1.41 stalls per 1,000 square feet of new development. Given this finding, the following is recommended.

- Evaluate existing minimum parking requirements and "recalibrate" the standard to a rate that is ½ that of actual demonstrated parking demand. For the Historic Downtown, that would be in the range of .70 stalls per 1,000 square feet for new mixed use development.[23]

[23] New rates for the Bluff could not be developed until data for land use square footage and vacancies was assembled as was the case for the Historic Downtown study area. Information for the Bluff could be developed as a corollary to parking updates that area recommended in strategy 27 of this report.

23. Lease/acquire strategically located land parcel for use as future public off-street parking on the Bluff.

Guiding Principle(s) Supported:

- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.

A number of sites on the Bluff could be utilized as "consolidated" parking areas for employees of the downtown (on the Bluff and in the Historic Downtown). This would serve to transition employees out of on-street parking supply (which competes with priority customers) and maximize existing parking resources. If the City could gain control of an off-street site(s) on the Bluff it would be (a) preferably located near the public elevator to make access to the downtown convenient and/or (b) linked to an enhanced shuttle/trolley system that moves employees and other users between key sites within the downtown.

It is recommended that the Parking Manager/Coordinator and Parking Advisory Committee evaluate opportunities related to underutilized parking on the Bluff. This would be done in tandem with strategy 18, above, but with an idea toward longer term control of parking supply that might not be inherent in a traditional shared use agreement.

24. Develop a recommended package of incentives for the private development of publicly available parking.

Guiding Principle(s) Supported:

- ✓ Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.

Developers generally provide and manage parking to serve exclusive accessory uses to their particular site. As such, sites are often developed without benefit of a process or policy that would allow for discussions to maximize both the accessory and public supply of parking in a given private project or to encourage employees to use alternative transportation modes.

Given the cost of parking development and the limited land available to development, it will be important and useful for the City to encourage the development of publicly available parking in future private development projects. The opportunity to incent either more flexible management of private supplies (allowing general public access) or additional supply for public use within a private project should be explored as well as TDM systems that could reduce overall development costs.

Based on the overall priority of customer/patron parking in City owned/controlled facilities, the City should also explore incentives that encourage and support development of residential parking in private off-street locations to ensure that conflicts between future residential parking demand and customer/visitor demand are minimized.

The first step to creating a "toolbox" of incentives (such as Floor Area Ratio and height bonuses) requires development of a formal policy that would allow the City to offer

incentives if specific public parking and transportation goals were met in the context of a private downtown development. It is recommended that the Parking Manager, Parking Advisory Committee and key development stakeholders examine a set of incentives that could be adopted by the City as a means to incent future parking development.

Initiation of those incentives would occur as a Phase 3 implementation strategy as described in strategy 33 below.

a. Sponsor employer-based initiatives to encourage employee use of alternate travel modes.

Guiding Principle(s) Supported:

- ✓ Parking should be just one of a diverse mix of access options available to users of the downtown.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

As the downtown evolves, greater constraints to parking access will occur given (a) the scarcity of land for surface parking development and (b) the cost of future parking supply that is transitioned into parking structures. To this end, more focused programs and incentives will need to be provided to commuters to increase use of transit, bike, walk and rideshare options.

The Parking Advisory Committee (PAC) should devote time and discussion to establishing commute trip reduction programs within the downtown. The PAC can serve as a forum to bring TriMet, business associations and the City together to discuss and create new incentives and directions for transportation demand management.

26. Establish commuter mode split targets for employee access in the downtown. Quantifying the desired transition of commuters from an established status quo baseline to a desired target will (a) give policy support to the Guiding Principles and (b) inform, facilitate parking strategies and (c) provide a standard of measurement that can be evaluated in the future.

Guiding Principle(s) Supported:

- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.
- ✓ Calibrate parking standards to support the City's goals for transit, biking, walking and ridesharing.

Region 2040 mode split goals for downtown Oregon City envision a 65% mode split for single occupant vehicle commute trips. 2008 data suggest that current employee drive alone rates are in excess of 85%.

It is recommended that the Parking Advisory Committee consider formal establishment of commuter mode split targets for the downtown. Establishment of such goals/targets would provide a foundation for future Council action as described in strategies 29 and 31 below.

27. Examine the feasibility of a year-round "shuttle" that conveniently links/connects employee/juror parking areas in the Historic Downtown and on the Bluff.

Guiding Principle(s) Supported:

- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.
- ✓ Provide adequate and affordable employee parking and reasonable access options.

Growing demand for parking in the Historic Downtown core area will create constraints within the supply (i.e., peak demand) and conflicts (employee versus customer/visitor access). The City should initiate an evaluation of the feasibility of expanding the operating schedule of the existing trolley system to link employees (and possibly jurors) to parking areas strategically distributed in the Historic Downtown and the Bluff. Routing, frequency and cost are issues that will need to be examined, but should be framed within the context of costs for construction of new parking facilities as well.

Research and findings should be presented to the City Manager and City Council for review and consideration.

28. Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses.

Guiding Principle(s) Supported:

- ✓ Implement measurements and reporting that assures Guiding Principles are supported and achieved.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

The recently completed analysis of Oregon City's parking inventory provides excellent information on parking utilization, turnover, duration of stay, peak hour capacity and demand.

The need for this data is very important as a foundation piece for determining actions to maximize parking supply. Periodic monitoring of parking activity will allow Oregon City to (a) better coordinate enforcement, (b) assure maximum utilization based on intended uses and (c) provide solid evidence for the need to move to higher and/or more aggressive levels of parking management as called for in the Guiding Principles.

It is recommended that a parking inventory analysis be conducted at least every three years. Information from these updates would be forwarded to the Parking Manager/Coordinator and the Parking Advisory Committee for review, evaluation and strategy implementation.

29. Restripe all on-street parking on the Bluff to better identify parking availability and location.

Guiding Principle(s) Supported:

- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

As parking demand grows, the City should assure that all on-street parking that is available for use within the Bluff parking study area be striped and well designated to assure customer understanding and ease of use.

Phase 3 Implementation (3 years and beyond)

The following strategies are recommended for *long-term implementation*

30. Recommend to the City Council the commuter modes split targets developed in 25, above, for adoption as a policy element of the Oregon City Transportation and Parking Management Plan.

Guiding Principle(s) Supported:

- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.
- ✓ Calibrate parking standards to support the City's goals for transit, biking, walking and ridesharing.

It is recommended that the City formally adopt commuter mode split goals as a key policy element of the City's transportation and parking management plan. This would assure that all parking standards, strategies and programs are logically correlated to the City's broader goals for access by all modes.

31. Evaluate lowering maximum parking ratios for new development based on updated "true demand" calculations derived from updates derived in 28., above.

Guiding Principle(s) Supported:

- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.
- ✓ Calibrate parking standards to support the City's goals for transit, biking, walking and ridesharing.

The 2008 Parking Study quantified "true parking demand" in the Historic Downtown at 1.41 stalls per 1,000 square feet of commercial mixed use development. Current maximum parking ratios for the downtown are in the range of 3.41 stalls per 1,000 square feet.

Current maximums (a) lead to a situation where parking can be overbuilt and (b) allow parking in an amount that precludes the City from reaching its alternative mode access goals.

Stated differently, existing maximum ratios translate into drive alone mode splits of approximately 85%, assuming a ratio of four employees per 1,000 square feet of commercial development. If the City were to cap parking maximums at the regional goal of 65% drive alone trips, the maximum would need to be 2.6 stalls per 1,000 square feet.

Given the disparity between what the City allows, its goals for alternative modes and its rate of true parking demand, it is recommended that a rigorous evaluation of maximum parking standards be initiated.

32. Strategically place new and unique wayfinding signage in the right-of- way at locations chosen carefully to direct visitors to off-street locations.

Guiding Principle(s) Supported:

- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Provide a "parking product" in the downtown that is of the highest quality and safe, to create a positive customer experience with parking and the downtown.

The City should develop directional signage on the roadways that direct customers to specific facilities. This will be of greatest importance at primary portals into the downtown, at major traffic intersections and at primary points of ingress at specific facilities. It is recommended that:

a. The signage package should be consistent with, and complementary of, the signage package developed for the off-street facilities (see strategy 19, above).
b. The address/cross streets of the nearest visitor facility should be incorporated into the roadway signage to assist and direct customers to the nearest parking location.

33. Implement the recommended package of incentives for the private development of publicly available parking as determined in 24, above.

Guiding Principle(s) Supported:

- ✓ Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.

It is recommended that the City create and implement a package of incentives that would be made available to private developers that allow for or add publicly available parking into downtown development projects. Similar incentives would be created for privately initiated Transportation Demand Management programs. The package of incentives would follow adoption of a parking incentive policy described in strategy 24 above.

Examples of development incentives currently available in other jurisdictions include (but are not limited to):

- Floor Area Ratio (FAR) bonuses
- Height bonuses
- Permit fee waivers
- Impact fee waivers
- Supply/revenue agreements[24]
- Property tax abatements

34. Implement year-round "shuttle" service if feasibility is established in 26, above.

Guiding Principle(s) Supported:

- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.
- ✓ Provide adequate and affordable employee parking and reasonable access options.

If feasible, the City should move forward with an expanded shuttle program which piggy-backs on the existing trolley program. A shuttle/trolley/circulator should be viewed in the context of the cost of providing access to existing facilities versus the potential cost to the City for providing new parking facilities.

C. SUMMARY

The parking management strategies recommended here are intended to provide a template for action that would lead to a more efficient and organized parking system for the Historic Downtown and the bluff. The strategies would be led by a Parking Manager with informed insight and direction from a representative Parking Advisory Committee.

The strategies envisioned here will be implemented over a minimum of three years, triggered by the 85% Rule and documented parking demand. Overall, the strategies are designed to get the "right parker to the right parking spot" in a manner that supports the Guiding Principles established as a part of this plan.

[24] Revenue agreements are lease agreements whereby the City agrees to a guaranteed lease for spaces at a negotiate rate per stall.

IMPLEMENTATION SCHEDULE

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
POLICY ACTIONS					
A. 1 Assign designate Parking Manager/Coordinator	✓				Needed to coordinate plan implementation
A. 2 Establish Parking Advisory Committee	✓				To provide routine oversight and continued input in the process
A. 3 (a) – (c) Adopt policies and rules (Guiding Principles, 85% Rule and rate ranges).	✓				Aids in guiding future decision making and strategy implementation
NEAR TERM IMPLEMENTATION					
B. 1 Appoint Parking Manager/Coordinator		✓			Initiates centralization of parking program.
B. 2 Appoint / Initiate Parking Advisory Committee process		✓	✓	✓	Provides oversight and monitoring committee for Parking Manager and assures guidance of plan and information feedback for City Council.
B. 3 & B. 3 (a) Add back parking in current no parking areas (up to 56 stalls). Provide appropriate signage and striping to support new stalls.		✓ ✓			Provides new resource of parking on-street without need to build new facilities. Provides signage and striping to assure convenient access and intuitive use by customer(s).
B. 4 Reduce/eliminate current 30 & 15 min., 4hr, 8hr and No Limit Parking in Historic Downtown Study Area (up to 62 stalls)		✓			Controls employee use of on-street system in constrained parking zones. Increases supply of parking for "uncompelled visitors" in area of highest demand for access.
B. 5 Transition a minimum of 20 existing Blue and Green employee permits now parking in high occupancy node, to on-street locations in the NE end of downtown (signed "2-hours or by permit").		✓	✓		Moves longer term parkers into underutilized and "add back" parking while opening up stalls in the core for priority parking (the "uncompelled visitor").

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
B. 6 Begin work with the County Courthouse and County Corrections to develop an action plan to transition existing on-street reserved stalls to non-core locations.		✓	✓		Reduces County's on-street supply to that which is essential for public safety. Frees up customer stalls in core area.
B. 7 Work with County to refine and streamline juror parking program to direct jurors to designated parking areas		✓	✓		This would reduce conflicts between jurors and "uncompelled visitors" and create more clarity and convenience for jurors.
B. 8 Re-evaluate pricing of current parking permit program based on the 85% Rule		✓	✓		Adjusts pricing to reflect demand.
B. 9 Initiate outreach program to communicate changes to parking program and permit pricing.		✓	✓	✓	Implementation of a new parking plan will create changes that need to be effectively communicated to businesses and employees.
B. 10 Develop a lighting and pedestrian walkway plan for downtown, particularly for areas between the core and NE sector of downtown and Bluff and public elevator.		✓	✓		Transitioning more employees to the NE end of downtown will require improvements to lighting and pedestrian systems. Planning needs to occur to identify upgrades and provide cost estimates to the City.
B. 11 Develop policy and program outline for establishment of Residential Parking Permit Zones (RPPZ).		✓			Prepare plan policy and program outline for consideration by City Council and as means to prepare measures supportive of protecting residential parking from spillover impacts.
B. 12 Develop "exception" criteria and process for loading zones and "non-standard" on-street parking stalls.		✓			In the future, on-street parking in districts will be formatted using a base standard (e.g., 2 hours). Exceptions to the base standard should be granted only for businesses that demonstrate a legitimate need.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
MID-TERM IMPLEMENTATION					
B. 13 Transition additional Blue and Green employee permits to on-street locations in the NE end of downtown (signed "2-hours or by permit") as per the 85% Rule.			✓	✓	Continues effort to capture greater portions of the on-street system for short-term trips. Uses 85% Rule to determine level of conflict between users.
B. 14 Implement lighting and pedestrian plan improvements developed in B.10			✓	✓	
B. 15 Adopt and establish Residential Parking Permit Program developed in B.11			✓	✓	City Council adopted provides criteria and process allowing neighborhood associations to request RPPZ's as a response to parking spillover issues.
B. 16 Adopt "exception" criteria developed in B.12			✓	✓	Provides process and criteria by which businesses can request specific on-street parking stalls.
B. 17 Re-stripe all on-street parking in the Historic Downtown study zone			✓		Upgrades existing parking supply to provide clear and convenient identification of on-street parking.
B. 18 Negotiate shared use agreements with private sector lots in the Historic Downtown.			✓		Redirect underutilized private parking supply for more general public use
B. 19 Negotiate shared use agreements with private sector lots in the Bluff parking study zone			✓		Redirect underutilized private parking supply for more general public use
B. 20 Strategically place new and unique wayfinding in off-street facilities			✓	✓	Improves customer awareness of supply options
B. 21 Partner with business community to develop and initiate a marketing and communications plan for access to the downtown			✓	✓	Provides a coordinated system of communication for all those who want to access downtown Oregon City.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
B. 22 Evaluate and adjust minimum parking ratios to better reflect "true demand" for parking in the downtown.			✓	✓	Better correlates development standards to actual parking demand. Assures parking standards are not an impediment to development. Supports alternative mode goals.
B. 23 Lease/acquire strategically located land parcels on the Bluff for use as future public off-street parking.			✓	✓	Provides strategically located sites for future public parking facilities. Reduces need to build new parking by better utilizing existing resources.
B. 24 Develop an incentive package for Council consideration that would support private sector development of parking that could be generally available to the public.			✓		Provides ideas and concepts to Council for consideration. Encourages private sector investment in parking that can mutually benefit a project and the downtown.
B. 25 Sponsor employer based initiatives that encourage and incent employees to use alternative commute modes			✓	✓	Uses Parking Advisory Committee as forum to discuss and develop programs and services to encourage transit, biking and walking for downtown employees. Supports more efficient use of existing supplies of parking by transitioning employees into alternative modes.
B. 26 Establish commuter mode split targets for employee access in the downtown.			✓		Establishes basis for adjusting minimums and maximum parking ratios based on overall downtown access goals for all modes.
B. 27 Examine feasibility of a year round shuttle/trolley that connects destinations and parking areas between downtown and the Bluff			✓		Evaluates cost and feasibility of better linking downtown worksites to parking on the Bluff. Balances cost of shuttle services to cost of new supply. Supports more efficient use of existing resources.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
B. 28 Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses.			✓	✓	Update 2008 Parking Study to provide information for informed decision making and to measure impact of parking management plan. Supports 85% Rule
B. 29 Re-stripe all on-street parking in the Bluff study zone			✓		Upgrades existing parking supply to provide clear and convenient identification of on-street parking.
LONG-TERM IMPLEMENTATION					
B. 30 Adopt commuter mode split targets.				✓	Formalizes commitment to managing parking to support, balance and meet broader access goals.
B. 31 Evaluate adjustments to maximum parking development ratios.				✓	Begins to calibrate parking standards to (a) demand data and (b) mode split targets established in B. 25 & 29.
B. 32 Strategically place directional signage in the public right-of-way to direct users to available parking in downtown and on Bluff.				✓	Supports Guiding Principle for Understandability
B. 33 Implement a package of incentives for the private development of publicly available parking				✓	Incentives are established and made available to new development in downtown. Examples include FAR & height bonuses, fee waivers, abatements, etc.
B. 34 Implement year round shuttle service as per findings in B. 27				✓	Would conveniently link parking areas, downtown destinations and maximize existing parking resources.

Section VII: Summary

SUMMARY

Oregon City has done a good job in managing its parking assets to this point in time. Oregon City has also made excellent strides in revising it's regulatory and design guidelines for parking to establish a foundation for good future development; development that supports a more compact and transportation efficient urban form. What is lacking is a clear, flexible and consensus based blueprint for using parking management to support and facilitate the longer-term strategic vision. This plan provides that blueprint. It will serve as a guide to maximizing the City's existing parking resources and as a means to assure cost effective solutions for access, which includes new parking supply and transportation demand management programs and strategies.

This parking management plan defines the intended use and purpose of the parking system; manages the supply and enforces the parking policies; monitors the use and responds to changes in demand; and, maintains the intended function of the overall system.

In addition, the City of Oregon City is striving to promote growth that fits into the future vision of its Downtown Main Street Plan and is consistent with future transportation goals. In light of these issues, the parking management plan is intended to promote sustainable economic vitality through sound parking management for customers and visitors to Downtown, while also providing a framework that is supportive of other alternative mode programs for access.

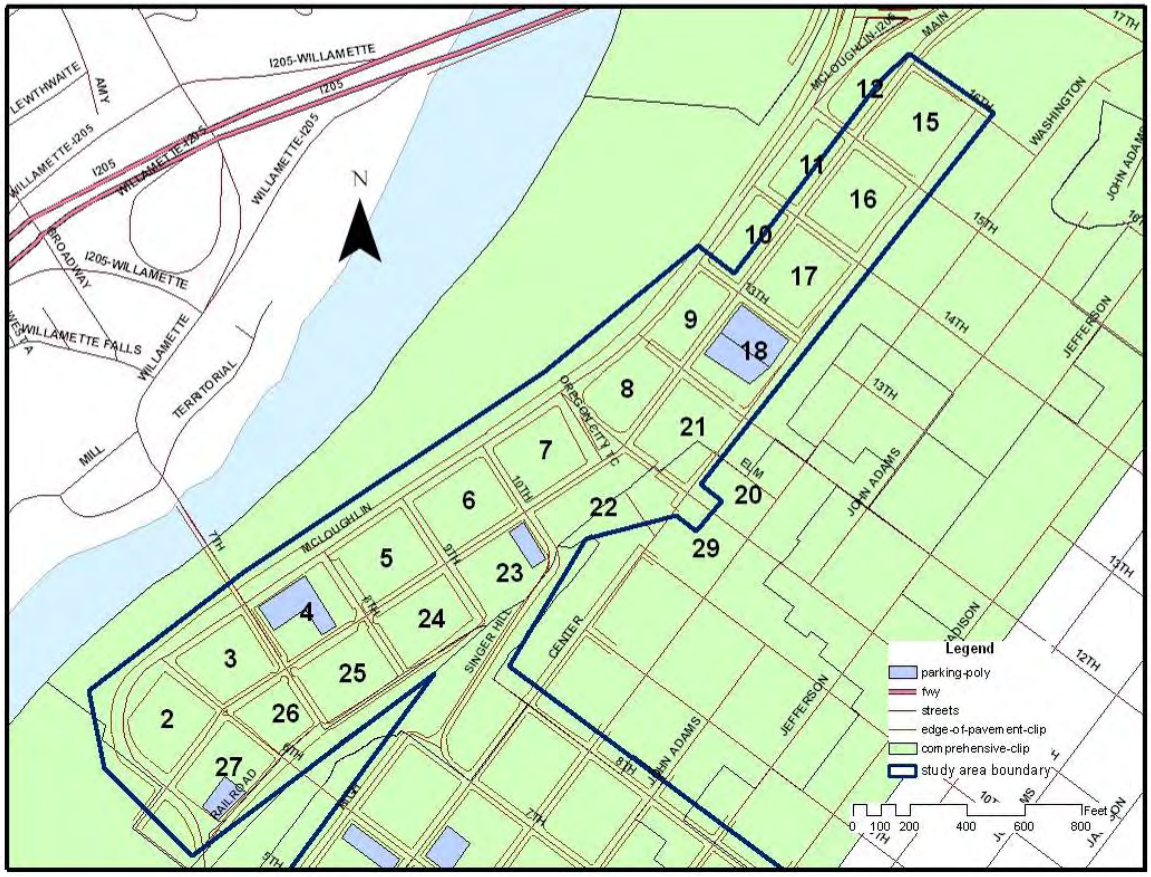
This plan has been developed to build upon guiding principles and operating strategies that are based on the fundamental values and objectives for Downtown Oregon City. The parking management strategies were identified to optimize the use of existing parking in the downtown and on the Bluff. These strategies include policy, zone specific and on-going area wide strategy recommendations. The success of the plan is dependent upon its adoption, including the guiding principles and recommended operating strategies. Adoption of the plan will be essential to implementation.

It is apparent that as Downtown Oregon City grows, so too will demand for parking. New development, a faster pace of trip growth, losses of current parking supply on surface lots, parking and transportation demand management programs and/or other events can work to accelerate or moderate the need for new parking supply. Similarly, the City's development vision for the area targets a much higher mode split for employees using alternative modes, leading to a situation where the current parking requirements may need to be adjusted downward to a level more commensurate with desired levels of employee parking demand, creating a need for a separate and dedicated supply of parking for visitor use.

In summary, the plan developed through this process recognizes the importance of parking and access in the success of downtown's economic development future. The plan and its associated strategies provide a context from which coordinated and strategic parking management can begin.

APPENDIX A

Downtown Core Zone Block #'s



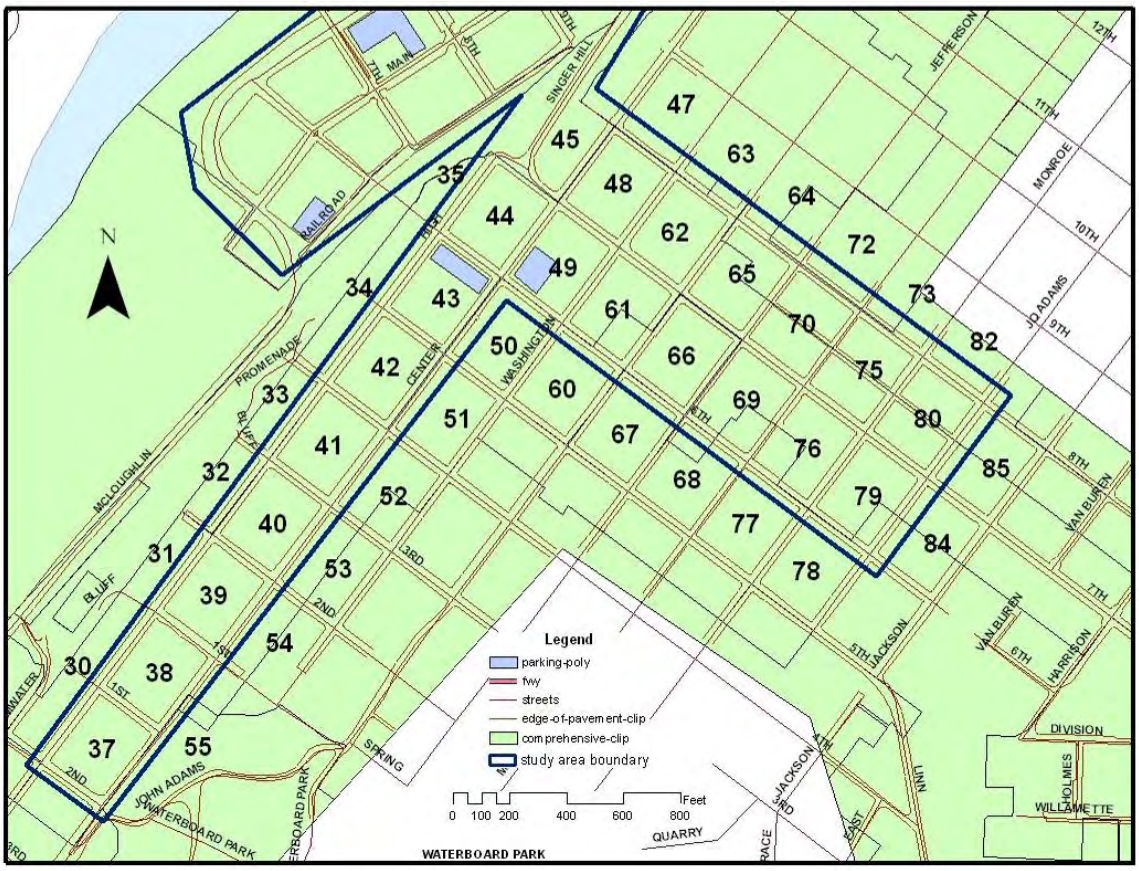
Downtown Oregon City Off-Street Occupancies – <u>Downtown Subzone</u>

Block #	Lot Identifier	Total Stalls	Specific Site Peak Hour Occupancy	Peak Hour	# of Stalls Available at Peak
3	Elks Lodge	38	89.4%	5:00 – 6:00 pm	4
3	Blue Permit Zone	10	80.0%	10:00 – 11:00 am	2
4	Private Permit Only (north)	49	65.3%	2:00 – 3:00 pm	17
4	Restricted Private Lot (north)	42	50.0%	1:00 – 4:00 pm	21
5	County Parking	20	80.0%	10:00 – 11:00 am 5:00 – 6:00 pm	4
5	McMenammins	9	88.9%	5:00 – 6:00 pm	1
6	US Bank	11	36.3%	5:00 – 6:00 pm	7
6	River Crossing Professional Center	43	60.5%	10:00 – 11:00 am	17

7	CSCC Access Parking	24	100%	1:00 – 2:00 pm	0
8	KFC	24	50.0%	1:00 – 2:00 pm	12
18	Municipal Lot (permit only)	37	78.4%	2:00 – 3:00 pm	8
18	Municipal Lot (day use)	56	10.7%	2:00 – 6:00 pm	50
21	Uhaul	20	65% - 70%	9:00 am – 6:00 pm	6 - 7
22	Clack. County Corrections	22	90.9%	9:00 – 10:00 am	2
22	Dutch Bros. Coffee	4	100%	5:00 – 6:00 pm	0
23	Permit only (10th/Main)	25	44.0%	10:00 am - Noon	14
23	Clinic	15	73.3%	1:00 – 2:00 pm	4
23	Hopp's	14	85.7%	3:00 – 4:00 pm	2
24	Private lot	13	92.3%	1:00 – 2:00 pm	1
25	Private lot (closest to 8th St.)	23	56.5%	10:00 am - Noon	10
25	Private lot	27	77.8%	10:00 – 11:00 am	6
27	CC Territorial Building	34	73.5%	3:00 – 4:00 pm	9
27	Private lot	30	63.3%	1:00 – 3:00 pm	11
27	Territorial Building Staff	15	100%	11:00 am – Noon 1:00 – 2:00 pm	0
29	County Corrections (gravel lot)	16	93.8%	10:00 – 11:00 am	1
TOTAL – Combined Lots		***637***	***56.5%***	***2:00 – 3:00 p.m.***	***277***

APPENDIX B

Bluff Subzone Block #'s



Individualized Facility Peak Hour Comparison – <u>Bluff Subzone</u>

Block #	Lot Identifier	Total Stalls	Peak Hour Occupancy	Peak Hour	# of Stalls Available at Peak
31	Veterans Memorial Bldg	39	5.1%	10:00 – 11:00 am	37
34	Promenade Building*	23	65.2%	10:00 – 11:00 am	8
35	Public	11	27.3%	2:00 – 3:00 pm	8
35	High Street Properties	7	85.7%	2:00 – 6:00 pm	1
35	Professional Center	7	57.1%	11:00 am – Noon 3:00 – 5:00 pm	3
37	Additional public works	8	62.5%	9:00 – 11:00 am	3
38	Public Works	18	83.3%	11:00 am – 4:00 pm	3
40	Qwest	12	25.0%	9:00 am – 1:00 pm	9
42	Promenade Bldg Parking*	47	51.1%	2:00 – 4:00 pm	23
42	BC Construction customer	25	4.0%	9:00 am – 6:00 pm	24
42	Temple of Justice	12	33.3%	2:00 – 3:00 pm	8
43	Private lot (along 6th St.)	40	47.5%	2:00 – 3:00 pm	21

43	Vance International	10	70.0%	9:00 am – Noon	3
43	Medical clinic	6	133.3%	10:00 am – 2:00 pm	<2>
43	OR Employment Dept	18	100%	11:00 am – Noon 2:00 – 3:00 pm	0
44	Clinic	6	100%	11:00 am – 3:00 pm	0
44	Permit parking	44	2.3%	Noon – 1:00 pm	43
44	Dentist	4	125.0%	9:00 am – 6:00 pm	<1>
49	Permit parking	21	33.3%	10:00 am – 1:00 pm	14
49	Wally's Music	36	41.7%	Noon – 1:00 pm	21
49	Antique Mall	17	94.1%	Noon – 1:00 pm	1
50	OR Employment Dept	38	76.3%	3:00 – 4:00 pm	9
51	School reserved	6	83.3%	10:00 – 11:00 am	1
52	Church/school lot	54	1.9%	1:00 – 2:00 pm	53
60	Pioneer Community Ctr	26	65.4%	11:00 am – Noon	9
61	Fire Dept (Lots 1& 2)	15	60.0%	Noon – 1:00 pm	6
61	2 Hr. parking (Lots 1 & 2)	17	58.8%	4:00 – 5:00 pm	7
62	Gravel lot	30	23.3%	Noon – 1:00 pm	23
62	Warehouse	20	45.0%	Noon – 1:00 pm	11
65	Customer parking	9	88.9%	2:00 – 3:00 pm	1
65	Health works	5	60.0%	10:00 am – 1:00 pm	2
67	Akinson Church	42	45.2%	11:00 am – Noon	23
69	Dentistry	4	100%	10:00 – 11:00 am 3:00 – 4:00 pm	0
69	H & R Block	5	100%	10:00 – 11:00 am	0
69	Unknown	8	87.5%	3:00 – 4:00 pm	1
70	Zion Church	31	58.1%	Noon – 1:00 pm	13
70	Multiple shops	13	100%	10:00 – 11:00 am 1:00 – 2:00 pm	0
75	Mikes Drive In	20	70.0%	1:00 – 2:00 pm	6
75	Unknown	17	52.9%	10:00 am – Noon	8
76	Olson's*	18	27.8%	10:00 – 11:00 am	13
76	Unknown	22	68.2%	2:00 – 3:00 pm	7
79	DQ	19	47.4%	1:00 – 2:00 pm 5:00 – 6:00 pm	10
79	Barber shop	6	100%	11:00 am – Noon	0
79	Dentistry	16	87.5%	11:00 am – Noon	2
TOTAL – Combined Lots		***855***	***38.1%***	***1:00 – 2:00 p.m.***	***529***

*indicates vacant or partially vacant buildings, thereby artificially decreasing accessory parking occupancy rates for those properties