

# City of Bend

## Citywide Parking Study

### Commercial Parking Management District

## DRAFT

#### I. BACKGROUND

The City of Bend (City) is interested in developing clear criteria for the formation of **parking management districts** within the City. Such districts can serve as a means for the City and affected stakeholders to provide formal management of parking areas to support economic vitality and quality of life, optimize existing parking supplies, and complement transportation demand management goals. Currently, the only parking management district in effect in Bend is in the downtown.

The purpose of this document is to provide a policy and implementation framework for new **commercial** parking management districts<sup>1</sup> (CPMDs) that might form (outside of the downtown) in the future.

The City anticipates that formation of new commercial parking districts is a potentially useful tool to respond to intensifying land uses in commercial and mixed-use areas. The City anticipates that it may need to be able to more closely and strategically manage on-street parking in the public rights of way to assure efficient access to mixed-use and commercial areas and to support other transportation options.

*The strategies presented in this document are potential tools that may be initiated at the request of and with input from the affected area stakeholders.*

#### II. PRECURSORS TO COMMERCIAL PARKING MANAGEMENT DISTRICTS

##### Public Right of Way

The City has the sole responsibility to provide the public benefits of managing and maintaining public rights of way (ROW). ROW provides access to adjacent property (including emergency

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<sup>1</sup> This document does not provide a framework for the formation of Residential Parking Permit Zones (RPPZ). RPPZs address parking issues in areas where residential land uses are the priority, requiring a separate policy and implementation framework which is being developed concurrently with the Commercial Parking District recommendations.

access to each property), circulation within and between areas of the community for all modes, and also commonly used for parking to serve commercial uses.

### On-street Parking Policy Guidance

Policy guidance specific to on-street parking is necessary to inform ROW allocation decisions in a thoughtful and consistent manner. The fundamental purpose of on-street parking within public ROW is to provide access to nearby properties. On-street parking on public streets in areas zoned and built as commercial or mixed use should be primarily to support commercial activities, with a priority for short-term access (e.g., customers, visitors and deliveries).

Managing on-street parking accomplishes several goals:

- **Supports Commercial and Mixed Use Development.** Bend Development Code allows the amount of required off-street parking to be reduced by one off-street space for every abutting on-street space, up to 50% of the requirement for all zones except Mixed Use, where the replacement can be up to 100%. (BDC 3.3.B.1). This code leads to the expectation that on-street parking will be used in a manner that is consistent with that adjacent development. Confusion and conflict can arise when the use is inconsistent with the code and related expectations. These circumstances are cause for the City to publicly communicate the purpose of the on-street parking system and, potentially, to actively manage the supply for that purpose.
- **Encourages Transportation Demand Management (TDM).** The City requires or incentivizes institutions and businesses to implement transportation demand management programs to reduce impacts on the transportation system. Management of parking resources are a compelling component of a TDM program, but its effectiveness can be compromised if the surrounding on-street parking supply is not managed in a complementary manner. Therefore, parking policy for on-street supplies must be consistent with TDM plans.
- **Clarifies Priorities.** When (1) demand for on-street parking in an area rises to a level where access needs of adjacent properties are not being met, or; (2) there is confusion over who has priority to use the supply (especially when constrained), the City should declare the purpose of the on-street parking supply in such affected areas and actively manage the supply for that purpose.

As development intensifies, the desire to support these goals may lead members of the community, businesses, institutions or associations to seek action by the City. Best practice suggests that the City should establish a process by which to methodically respond to such requests by meeting with interested and affected property owners, businesses and/or residents to better understand the situation and determining the appropriate next steps, which could include:

- (1) Enforcing existing parking codes and regulations in the area;

- (2) Delineating the on-street parking to better define where parking is allowed; and
- (3) Establishing the purpose of the on-street parking in an area through signing and time limits and setting up a process for enforcement.

Outside of the downtown, the City does not have any established city-wide guidance for addressing requests from businesses and landowners in areas that may need clarity of purpose for the on-street parking or active parking management. The following policy framework is intended to recommend a process for accommodating such requests.

### III. POLICY FRAMEWORK

The process outlined below establishes a set of guidelines and minimum thresholds that should be met *before* implementing on-street paid parking in a commercial/mixed use district.<sup>2</sup> These guidelines are considered best practice, having been developed and successfully applied in many communities. This policy recognizes that most new CPMDs will begin by implementing active parking management strategies such as time limit restrictions with enforcement.

#### Proposed CMPD Policy

The on-street parking system in commercial districts is managed to support economic vitality by giving priority to short-term parking and encouraging parking turnover

#### Proposed CMPD Objectives

The management of on-street parking in commercial areas will:

- Support the economic vitality of the area.
- Be strategic, calibrated to the unique development and access characteristics of an area and consistent with the development vision for the area.
- Efficiently use existing supplies of parking.
- Complement public and private efforts to increase the overall capacity for trips into an area by the provision and promotion of multiple mode options (i.e., transit, rideshare, bicycling and walking – TDM).
- Minimize the impacts of commercial activity in areas adjacent to residential areas.
- Minimize conflicts between users by directing (incenting) users to the right stall.
- Create regulation and enforcement that is consistent with the available supply of on-street parking, the need for parking and the availability of alternative modes.
- Cover the on-going maintenance and operating costs of the parking district, recognizing that some start-up costs may need to be covered by other sources.

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<sup>2</sup> Commercial districts are defined here as districts whose base zoning is commercial and/or mixed use (e.g., C, E, I) and/or whose base zoning prioritizes commercial land uses at the street level (e.g., mixed use).

### III. IMPLEMENTING A CPMD

The following section presents a series of requirements that best practices indicate must be met in order to establish a new CPMD. They are not necessarily intended to be sequential, but rather a general framework that establishes *minimum requirements*. Areas that meet all of these requirements could then enter into negotiation with the City to initiate parking management within the public rights of way.

The City envisions this set of minimum requirements serving as a template for affected district stakeholders to: (1) enumerate the degree of parking constraint in an area; and (2) establish the ground work for coordinating, administering and managing a CPMD. Ideally, the City sees its role as oversight of districts administered and managed by the districts themselves. The final format of administration and management would be negotiated through the CPMD formation process.

District formation requirements are as follows:

#### Requirement 1: Defining the CPMD Area

Defining the area that could become a CPMD is the necessary first step. An initial district boundary needs to be identified and substantiation must be provided that potentially impacted stakeholders agree that parking activity in an area is causing adverse impacts to access and business vitality.

The City recommends that property and business owners interested in pursuing active parking management engage the City in a discussion of existing perceptions regarding adverse impacts related to parking occurring in a given area. Where possible, the request should come through an established business association (e.g., district association, Chamber of Commerce, etc.). Where such an association does not exist, the request will need to establish that multiple affected entities have been approached and consulted (see 3, below). At the outset, the request to examine formation of a CPMD should include:

1. A draft map of the assumed parking problem area. Ideally, the area would include a minimum of at least 80 stalls over at least 10 contiguous block faces. This is a minimum standard that could be expanded to capture all contiguous affected block faces.<sup>3</sup>
2. A narrative assessment of the nature of the problem.
3. A listing of affected stakeholders contacted and consulted with (to ensure that the request to the City applies to more than a single entity).
4. A list of those affected stakeholders that support the establishment of a workgroup to investigate the need for/benefit of forming a CPMD.

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<sup>3</sup> The boundaries of the CPMD may follow that of the sponsoring business district, but this is not a requirement. The metrics provided here are based on CPMDs in other cities where 10 contiguous block faces is reflective of a typical commercial corridor (street) abutted by neighborhood/residential. The 80 stall standard is an industry minimum to make enforcement both effective and feasible.

## **Requirement 2: Establish CMPD Stakeholder Advisory Committee**

Formation of a stakeholder advisory committee (SAC) of district representatives is a necessary step to ensure that requests to the City for new parking management strategies are supported by stakeholders. The SAC should include at least five representatives, consisting of business and/or property owners. A list of SAC participants would be provided by the supporters to the designated City decision-maker for review and approval. Upon initial formation, the SAC's charge will be to recommend new parking management strategies within the CPMD.

## **Requirement 3: Data Collection and Defining the Problem**

Effective parking management helps to ensure that there are typically 1 to 2 open stalls per block during peak hours for visitors and customers in commercial or mixed-use districts. According to best practice, this corresponds to an occupancy rate of no more than 85%<sup>4</sup> during peak hours. However, if demands only exceed this threshold briefly during the day and most of the time customers can conveniently find parking, aggressive parking management is probably not necessary.

Districts requesting formation (Requirement 1) would work with the City to provide valid statistical data from within the proposed district boundary that validates that there is a parking problem. A three-tiered approach would be employed once data from within the district boundary is assembled:

- (1) A data collection day that allows for evaluation of what could be used to inform future hours of enforcement (at minimum a 10-hour period).
- (2) Average occupancy reaches or exceeds 70% during 5 or more hours during an established "typical" day or days.<sup>5</sup>
- (3) Average duration of stay data that could be used to inform and calibrate potential time stay durations if a district is eventually established.

This three-tiered approach ensures that demands are relatively high for at least 5 hours, which would reasonably call for time limits and increased enforcement. These demands must be observed over at least two days (one weekday, one Saturday).

## **Requirement 4: Outreach to Surrounding Areas**

Implementing more aggressive on-street parking management can shift parking demands within an area. Parking demands are likely to increase in surrounding unregulated areas as more refined time limits or paid parking (in very mature districts) are implemented, particularly residential areas with unregulated on-street parking. If data from Requirement 3 indicates that

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<sup>4</sup> Average occupancies of less than 85% can be used; 85% is the industry standard.

<sup>5</sup> If average occupancy reached or exceeded 85% during 3 or more hours during the day, the district could consider paid parking as a parking management option.

district formation is reasonable, then notice must be given to all businesses and residents within 500 feet of proposed regulated blocks.

Once notified, neighborhood stakeholders or associations may choose to partner with business districts to share in the cost of measuring demands in residential areas before and after the change to determine if a Residential Parking Permit Zone (RPPZ) is needed. Although the RPPZ process is independent from the CPMD, developing a partnership between the Business District and potentially affected adjacent areas early on can be beneficial. Early notification of adjacent areas is highly encouraged as a part of Requirement 1.

### **Requirement 5: District Formation and Parking Management**

With successful completion of Requirements 1 - 4, the City would consider approval of CPMD formation and the SAC would enter into negotiations with the City on issues that could include service delivery agreements (i.e., enforcement), cost of signage, reporting, monitoring, and on-going communications. A final agreement outlining implementation responsibilities between the City and private sector would ensue from these negotiations.

In seeking establishment of a CMPD, the SAC would implement best practices and parking management tools that would include (in descending order):

- (1) Reduction or elimination of unregulated on-street parking through establishment of time limit restrictions through signage and enforcement.
- (2) Implementation or restructuring of hours of enforcement.<sup>6</sup>
- (3) Clear delineation of parking and no parking areas (e.g., signage and on-street striping)
- (4) On-going data collection (no less than every two years).

If steps 1-4 indicate that additional regulation is needed, then the following two steps would be considered:

- (5) Changes to existing time limits.
- (6) Implementation of paid on-street parking (see Requirement 2) either through metering or permit programs

The following summary table presents these five requirements along with the required data that would be needed in order to establish a new commercial parking management district.

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<sup>6</sup> Restructuring evaluations would occur as part of the on-going management of a district once established (and informed by bullet point 4, below).

<b>Requirement 1</b>	<b>Information Needed</b>
<ul style="list-style-type: none"> <li>● Initial map/boundary of the impacted area.</li> <li>● Does the proposed commercially zoned area include: <ul style="list-style-type: none"> <li>■ At least 80 stalls</li> <li>■ At least 10 contiguous block faces</li> </ul> </li> <li>● Narrative of problem.</li> <li>● Listing of affected/interested stakeholders.</li> </ul>	Requesting Entity
<b>Requirement 2</b>	<b>Information Needed</b>
<ul style="list-style-type: none"> <li>● Establish representative work group of stakeholder advisory committee <ul style="list-style-type: none"> <li>■ At minimum of 5 stakeholders selected in consultation with the City</li> </ul> </li> </ul>	List of stakeholders to City (Director of Growth Management) for review and approval
<b>Requirement 3</b>	<b>Information Needed</b>
<ul style="list-style-type: none"> <li>● Two 10 hour (minimum) study days (typical weekday/Saturday).</li> <li>● Does occupancy indicate need for district?</li> <li>● What are average durations of stay to inform future time stay limits?</li> <li>● Are time limit restrictions enforced?</li> </ul>	Occupancy and duration of stay study
<b>Requirement 4</b>	
<ul style="list-style-type: none"> <li>● Has notice of CPMD process/findings been communicated to all properties (businesses and residents) in 500 foot area?</li> </ul>	Community notice
<b>Requirement 5</b>	
<ul style="list-style-type: none"> <li>● District formation</li> <li>● Negotiation of roles, responsibilities, costs and on-going coordination</li> <li>● On-going monitoring</li> </ul>	Consider formation if occupancies (per Requirement 2) reach or exceed 70% for 5 or more hours on survey days.

**V. SUMMARY**

The potential policy and criteria framework for establishing CMPDs is outlined above. The establishment of CMPDs could provide management tools for areas that are experiencing adverse impacts where parking is not currently managed. The proposed framework allows for establishing parking management districts through a formal process that would assess actual demand as a means to define the level of “the parking problem.” The demand-based approach, based on occupancy thresholds validated by data, would provide a reasonable means to determine whether formation of a district is called for and the level of parking management necessary. The policy and criteria would also establish a stakeholder process and partnership relationship with the City.