

Parking Code & Policy Assessment

City of Bend Parking Code & Policy Assessment

Bend, Oregon

December 2017



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Bend, Oregon

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Section 1 Executive Summary



EXECUTIVE SUMMARY

The City of Bend (City) is seeking to update City parking policy, codes and ordinances to comply with Oregon Administrative Rules (OARs) and better align policies and actions with city goals and localized parking demands, often referred to as “right-sizing¹” parking requirements.

Findings

Compliance with the Oregon Administrative Rule Regarding Vehicle Parking

- City parking code revisions enacted since 1990 have resulted in a per capita reduction of required parking that complies with OAR 660-012-0045 (see Section 2).
- Adoption of Bend’s Integrated Land Use & Transportation Plan in 2016 complies with OAR 660-012-0035 (see Section 2).
- The City and BMPO are in compliance with several elements of OAR 660-12-0045(5), having accomplished the following (see Section 2):
 - Reduced minimum off-street parking requirements for all non-residential uses to below 1990 levels (see Table 1);
 - Allowed the provision of on-street parking and shared parking to meet minimum off-street parking requirements (Bend Development Code [BDC] 3.3.300(B) & (C));
 - Established parking maximums (BDC 3.3.300(E));
 - Exempted structured parking and on-street parking from parking maximums (BDC 3.3.300(E)); and,
 - Required landscaping features for all surface parking lots (BDC 3.2.300(E)).
- In order to fully comply with OAR 660-12-0045(5), the City needs to provide policy and code language for the designation of residential parking districts.

Adequacy of Parking Requirements by Land Use Type

- Current minimum parking requirements are near or below measured rates of parking demand for sample Office, Industrial, Hotel, Mixed Use, and Multi-family Residential development sites in Bend (see Section 3). Therefore, current minimum requirements do not result in an overbuilding of parking supply.

¹ “Right-sizing” is defined as a parking supply that accommodates the typical peak demand for parking plus an additional buffer (industry standard suggests an additional 5% to 15% of supply, depending on the land use) that accounts for fluctuations in demand and the difficulties of locating remaining spaces during peak conditions.

Comparison of Parking Supplies to Measured Local Demands

- Developers of Office, Industrial, Mixed Use, and Multi-family Residential uses within the past 15 years have tended to overbuild parking (supply in excess of measured demand) by between 11 and 22 percent (see Section 3).
- Current parking code allows developments to build up to 50 percent more than the minimum requirement (see Section 3).

City Parking Policies

- The five current City parking policies are too limited to provide adequate context for existing codes and ordinances (see Section 4).
- The City's role in regulating, managing and enforcing parking requirements is not adequately established.
- The City's right to require, remove or modify on-street parking in public rights-of-way is not adequately established.
- The City's role in prioritizing, managing and enforcing appropriate use of public parking is not adequately established.
- Current parking codes and ordinances have little policy guidance to rely on for context and interpretation (see Section 4).

Administrative Tools

- City administrators and staff lack certain tools to manage parking in residential areas impacted by parking demands from surrounding commercial uses (such as the residential neighborhoods immediately adjacent to downtown) and in certain mixed-use areas and along thriving commercial corridors (Section 5).

Recommendations

Parking Codes

- Revise parking codes to comply with OAR 660-12-0045(5) by providing for the designation of residential parking districts.

Parking Policies

The City currently has code language to support many of the following topics, but lacks appropriate policies (see Section 4).

- Establish the City's role in regulating, managing and enforcing parking requirements.
- Ensure that the provision of parking is consistent with the City's intent to provide a safe, efficient and effective multi-modal system.
- Establish the City's responsibility to require, remove or modify on-street parking in public rights-of-way.

- Balance on-street parking with the needs for a safe and effective multi-modal system within limited right-of-ways.
- Establish the City's role in prioritizing, managing and enforcing appropriate use of public parking.
- Allow the creation of residential and commercial parking districts (management areas).
- Establish the City's intent to right-size parking requirements.
- Encourage shared-use parking agreements wherever excess off-street parking exists.
- Include policies that address transportation demand management, compact urban form, balanced use of the multimodal transportation system, protection of neighborhood livability, and support of commercial activity.
- Allow flexibility in parking requirements to account for special designations, as well as the unique character, quality and constraints of an area (e.g. downtown,
- Permit low-volume residential streets, in strictly residential areas, to be constructed with limited or no on-street parking.
- Require design treatments of off-street parking lots and garages that buffer these facilities and serve to complement surrounding uses and natural areas.

Administrative Tools

- Establish and administer a Parking Utilization Monitoring Program by land use type and revise parking provisions to maintain an adequate parking supply through ongoing regulation and management (this is known as right-sizing parking requirements) (see Section 4).
- Establish and administer a Residential Parking Permit Program (see Section 5).
- Establish and administer a Commercial Parking Management District Program (see Section 5).

Section 2 Regulatory Context & Key Issues

REGULATORY CONTEXT & KEY ISSUES

The City embarked on a review of citywide parking policies and goals. A primary objective of the project was to address requirements within the OARs that seek to balance the need for vehicular parking with a desire to achieve more compact urban forms, increase use of active transportation modes, promote human health and wellness, and reduce vehicular emissions and related air pollution. The process also provided the City an opportunity to test current code requirements and to better fit parking policies to current needs and localized demands.

Section 2 of this report establishes an understanding of the regulatory context and several of the key issues that BMPO and City staff has identified regarding current parking policy, code, and conditions.

Oregon Administrative Rule

The City and BMPO are subject to regulations located within OAR 660-12-0045 (Implementation of the Transportation System Plan) that specifically pertain to parking. The text and context of these regulations are provided below:

OAR 660-12-0045(5) In MPO areas, local governments shall adopt land use and subdivision regulations to reduce reliance on the automobile which:

- (a) Allow transit-oriented developments (TODs) on lands along transit routes;*
- (b) Implements a demand management program to meet the measurable standards set in the TSP in response to OAR 660-012-0035(4);*
- (c) Implements a parking plan which:*
 - (A) Achieves a 10 percent reduction in the number of parking spaces per capita in the MPO area over the planning period. This may be accomplished through a combination of restrictions on development of new parking spaces and requirements that existing parking spaces be redeveloped to other uses;*
 - (B) Aids in achieving the measurable standards set in the TSP in response to OAR 660-012-0035(4);*
 - (C) Includes land use and subdivision regulations setting minimum and maximum parking requirements in appropriate locations, such as downtowns, designated regional or community centers, and transit oriented-developments; and*
 - (D) Is consistent with demand management programs, transit-oriented development requirements and planned transit service.*
- (d) As an alternative to (c) above, local governments in an MPO may instead revise ordinance requirements for parking as follows:*
 - (A) Reduce minimum off-street parking requirements for all non-residential uses from 1990 levels;*
 - (B) Allow provision of on-street parking, long-term lease parking, and shared parking to meet minimum off-street parking requirements;*

(C) Establish off-street parking maximums in appropriate locations, such as downtowns, designated regional or community centers, and transit-oriented developments;

(D) Exempt structured parking and on-street parking from parking maximums;

(E) Require that parking lots over 3 acres in size provide street-like features along major driveways (including curbs, sidewalks, and street trees or planting strips); and

(F) Provide for designation of residential parking districts.

(e) Require all major industrial, institutional, retail and office developments to provide either a transit stop on site or connection to a transit stop along a transit trunk route when the transit operator requires such an improvement.

The City and BMPO are best suited to meet the optional provision of OAR 660-12-0045(5)(d) because the City has already:

- Reduced minimum off-street parking requirements for all non-residential uses to below 1990 levels (see Table 1);
- Allowed the provision of on-street parking and shared parking to meet minimum off-street parking requirements (Bend Development Code [BDC] 3.3.300(B) & (C));
- Established parking maximums (BDC 3.3.300 (E));
- Exempted structured and on-street parking from parking maximums (BDC 3.3.300(E)); and
- Required landscaping features for all surface parking lots (BDC 3.2.300 (E)).

This report includes findings and recommendations for aligning policy and code with these statewide regulations. City staff will develop the draft code and ordinance language, based on these recommendations. City staff also will prepare any proposed revisions to any other development codes, ordinances, and/or policies that are required to implement the proposed parking code revisions.

Issues of Current Parking Development Requirements

In addition to addressing state criteria, City staff sought to describe and document issues encountered when addressing parking requirements with the current City code. Some of the issues have been addressed through code revisions made during the City's 2016 UGB expansion process. Two citywide issues that continue are: (1) the desire for greater use of shared use parking to achieve better utilization of existing parking resources and (2) the possibility of adjusting the parking minimum and maximum requirements to provide flexibility for applicants to "right-size" parking for their site. These two issues are further described and approaches to addressing them are provided below.

Issue #1: Expanding Shared Use Parking Opportunities

Bend's parking code currently evaluates parking requirements on a site-by-site basis. The code allows shared parking only when it can be demonstrated that use times do not overlap. In commercial areas where each small business has its own lot, as required by code, some lots may be underutilized; however, if all of the businesses have the same hours of operation, underutilized lots cannot easily be shared by businesses with higher demand.

The seasonality of uses in Bend creates further challenges and opportunities for shared parking. Some uses are more active in the summer and others in the winter. Seasonality of uses should be considered when evaluating shared-use parking options. If a summer use is located near a winter use, these two locations may be able to share parking throughout the year.

Approach to Issue #1

The ability to implement shared parking may be most appropriate within corridor and regional subareas in which any establishment or residence within the subarea is able to participate in the shared parking agreement. Some cities have created public parking that is shared for anyone within an area. Others do not provide this public parking, but allow developers to enter into agreements for shared parking. Case studies (see Attachment A) note how property owners can develop agreements among individual properties and how shared parking can be implemented on the regional subarea level.

Issue #2: Adjusting Parking Minimums and Maximums

Bend's current parking code defines the minimum number of parking spaces to be provided for each land use and general maximum (50 percent more than the minimum).

The code currently allows a developer to provide parking above the minimum without requiring justification or incurring additional fees or charges. Decision-makers rely on the minimum to provide a supply that is suitable for the development. The developer is not currently required to address how that supply will avoid an under- or over-supply of parking, or how to mitigate for related adverse impacts – particularly of oversupply².

The City recently completed parking utilization studies of various developed land uses throughout the community (see Section 3 for more detail) to determine the effectiveness the current minimums and maximums to “right-size” parking supplies for existing developments. The analysis found that the minimum code rates generally align with measured rates of demand during typical peak periods for the various land uses. These studies also revealed that many developments (across the different land uses) elected to build more than their current peak parking demands require and are left with an excess supply (defined as a supply that is underutilized based on industry standards).

The current circumstances described above reveal the implications of using a combination of parking minimums and maximums. The benefits of such an approach for the applicant include an easy method of determining the supply range and the flexibility to choose within that range without explanation for the need and without added fees or charges for the additional impacts. However, there are some undesirable outcomes of an overbuilt and underutilized parking supply. For example, providing too much parking can:

² Garrick, N. J. and C. McCahill. The Effects of Urban Fabric Changes on Real Estate Property Tax Revenue: Evidence From Six American Cities. *Transportation Research Board, 2014 Compendium of Conference Proceedings, Paper No. 14-5228.*

- Unnecessarily limit city property tax revenues²;
- Use land that could be developed for greater economic benefit³;
- Discourage walking, bicycling & transit²; and
- Adversely affect local environments with poor aesthetics, runoff, and heat sinks.

The City would like the ability to accommodate applicants who request and can demonstrate a need for more or less parking than the code requires. However, an approach must be found that allows flexibility while better protecting against the undesirable outcomes.

Approaches to Issue #2

Several options are available for addressing Issue #2. These have been developed and organized to highlight the range of options, in terms of ease of implementation or degree of change from current methods.

Option 1 is considered the easiest to implement because (1) it is most similar to the City's current code; (2) it continues to rely on minimums and maximums; and (3) it continues to allow the use of established adjustments (e.g., shared use, TDM plan, proximity to transit, structured parking).

Option 2 considers the merits of eliminating minimums, calibrating the maximums to align with local parking conditions and retaining many of the allowed adjustments.

Option 3 departs from the use of minimums and maximums, sets the required rate based on local parking conditions (neither a minimum nor a maximum) and defines a range of adjustments (many already in place) that the applicant can use to right-size the parking supply for the proposed site.

Option 1: Narrow the Range between the Minimum and the Maximum

The City currently defines the maximum parking requirement as 50 percent more than the minimum. This range could be narrowed. Because Bend's minimums have been found to generally align with typical demands by local land use type (see Section 3 for more detail), industry standards for providing a buffer of supply above the minimum could be used to revise the range. Industry standards would generally suggest a buffer of approximately 5 to 10 percent for hotel, office, industrial and residential uses and 10 to 15 percent for retail and restaurant uses.

Revising the allowed maximum range from the current 50 percent of the minimum down to 20 percent would provide applicants with an easy and flexible code requirement, allow for buffers equal to or greater than industry standards and help to avoid overbuilt and underutilized parking supplies with new development. Applicants would still be allowed to use existing code adjustments to (1) extend above the maximum (e.g., parking provided in a structure) or (2) extend below the minimum (e.g., shared use, proximity to transit, TDM Plan, available on-street parking along the site frontage).

³ Garrick, N. J. and C. McCahill. Parking in Urban Centers: Policies, Supplies and Implications in Six Cities. *Transportation Research Board, 2014 Compendium of Conference Proceedings, Paper No. 14-5353.*

This option depends on the City regularly monitoring peak parking demands at various land uses throughout the community and adjusting the minimums and maximums, when necessary. In so doing, decision-makers can be confident in their reliance on the minimums and maximums to generally result in a right-sized parking system.

Option 2: Eliminate Minimums and Redefine Maximums

Many cities have transitioned away from using parking minimums to using parking maximums. Some of the key reasons behind this transition include consistent evidence that parking minimums (1) were often not aligned with actual demands for parking; (2) precluded certain infill and redevelopment opportunities; and (3) resulted in overbuilt and underutilized supplies that research has shown to have adverse impacts, as previously described. Cities found that by eliminating parking minimums:

- More rapid absorption of existing and underutilized parking was achieved, often through infill and redevelopment that would otherwise not have been possible;
- City code was no longer a deterrent to development that had a lower need for parking than the minimum allowed; and
- Greater opportunities for economic development and property tax revenue were realized.

Some of these cities subsequently experienced developments that underbuilt parking to such a degree that parking capacity in neighborhoods and/or commercial districts became an issue. To avoid this circumstance being repeated, these cities enacted a requirement that developers secure an administrative approval by submitting a parking analysis (provided by a licensed professional) for any proposed supply below a defined threshold⁴.

Eliminating the minimum also provides an opportunity for redefining how the maximums are established. Best practice encourages maximum parking code requirements that are based on **locally measured** typical peak parking utilization rates and account for the industry buffer (described above). Such an approach has proven effective in limiting overbuilt and underutilized supplies. Coupling this type of parking maximum with the administrative approval requirement for a substantially lower proposed supply has further proven effective in right-sizing parking supplies, by avoiding underbuilt and overbuilt supplies. Lastly, cities concerned with the inflexibility of a parking maximum have established a variance process (more rigorous than the administrative process described above) that allows a developer to bring forward compelling evidence that a supply greater than the maximum is justified.

Option 3: Simplify the Rates and Methods for Adjustment

Complications that arose from removing minimums, establishing maximums, requiring parking analyses and allowing variances led many cities to pursue efforts to simplify parking code requirements. These efforts have led to a consolidation of land uses and/or the establishment of a fixed rate (neither a minimum nor a maximum) for the provision of parking. Consolidation of land uses under a smaller set of rate categories has

⁴ Several cities established a threshold to trigger the parking analysis. For example, if the proposed supply was less than the threshold, such as less than 60% of the maximum, then the parking analysis would be required.

proven especially effective for cities that have transitioned to more mixed-use zoning.

The simplicity of a fixed rate gives certainty to the developer and the city. A fixed rate that is based on local parking utilization data gives additional certainty to both that the resulting supply is likely to be right-sized. Therefore, the long-term effectiveness of this approach depends on monitoring and periodic alignment.

While this fixed rate approach is easy to interpret, it lacks flexibility. In response, some cities coupled the “fixed rate” component with an ability to adjust the resulting supply (up or down) based on compelling evidence provided by the developer during the application process. Justifications considered best practice under the Smart Growth principles include (but are not limited to):

- Parking utilization studies of similar uses elsewhere in the country, but uncommon in Bend (increasing or decreasing supply);
- The intention to build parking in a structure as a means of achieving greater development density (typically increasing supply);
- Shared parking opportunities (could justify an increase, if the additional supply is to accommodate an adjacent property’s excess need or a decrease, if surrounding properties have underutilized supplies);
- The availability of on-street spaces (decreasing supply);
- The internalization of trips and reduced parking demand due to adjacent, complementary land uses (decreasing supply);
- The increased/decreased likelihood of walking, biking, transit, and carsharing due to the presence/lack of infrastructure and/or services (increasing or decreasing supply); and/or
- The commitment to an ongoing TDM program (decreasing supply).

Because the fixed rate is based on observed utilization, some cities have concluded that applicants seeking an upward adjustment are having a greater impact on the community than otherwise anticipated and must pay a compensating fee or charge. Still other cities have extended credits of one form or another to applicants that successfully justify a substantially lower rate, such as reduced fees or charges or increased development allowances.

It is possible, with any of these options, for the City to allow applicants to reserve a portion of a site for future parking development, if the applicant can demonstrate that the parking demand cannot be accommodated through measures such as TDM.

Section 3 Bend Parking Demand Evaluation



BEND PARKING DEMAND EVALUATION

For the past two and a half decades, with a few exceptions, Bend has been experiencing rapid and sustained growth which has resulted in increasing population, development, real estate values, and traffic congestion. The City has managed growth with the tools available to them including parking development requirements. Over the years, Bend has revised those requirements several times by reviewing code language. However, the City has not previously collected data or evaluated how parking supplies are being utilized during peak periods. Periodic recalibration is an effective tool to ensure parking is being supplied in a manner that reflects actual demand, resulting in more efficient land use patterns and ‘right-sized’ parking resources. As the community welcomes more employment and residents, it is important that the City is prepared for future growth by understanding development opportunities and setting expectations for future parking needs.



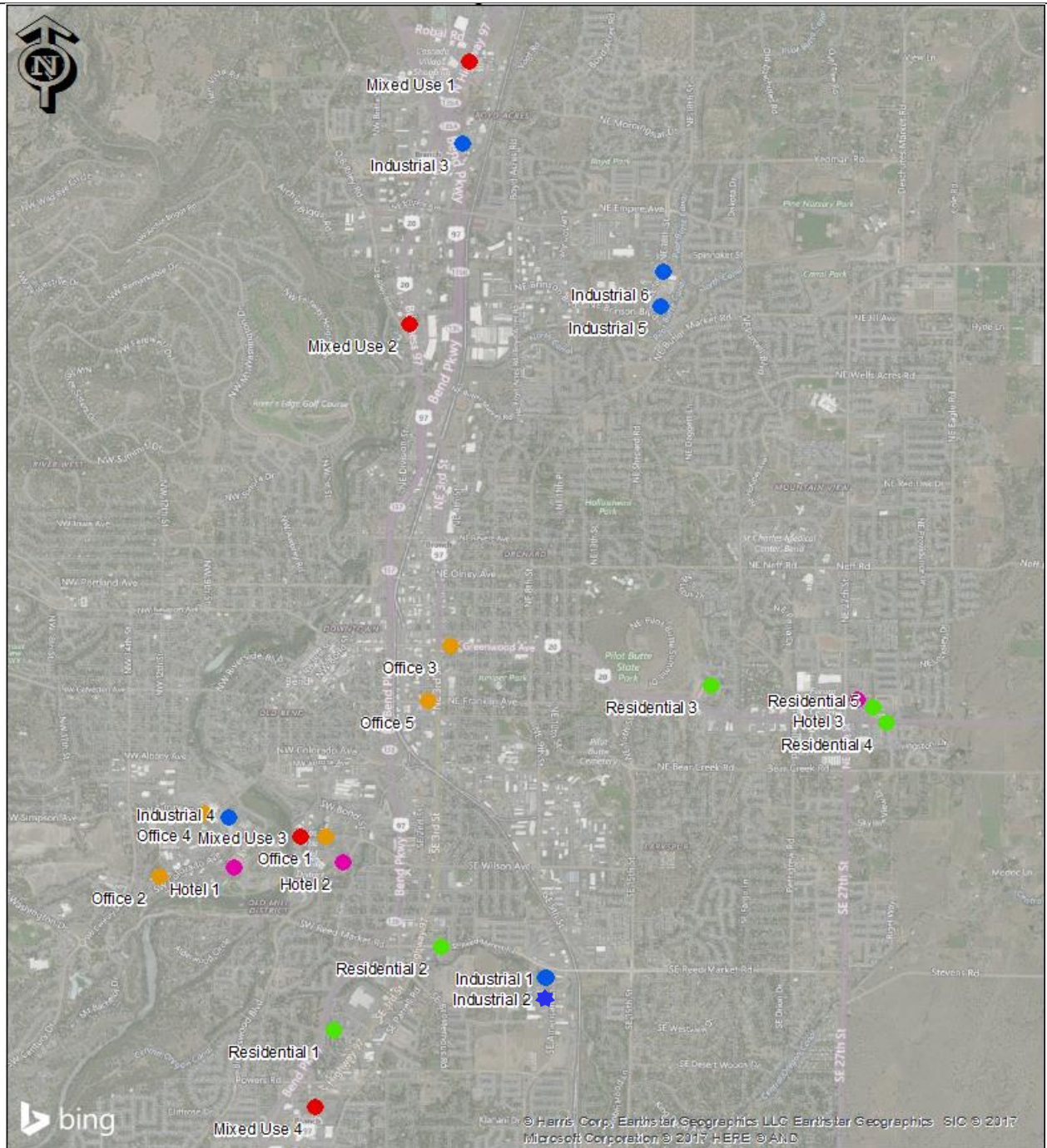
The City undertook an assessment of parking demand for a select number of properties in the Bend area. This parking assessment focused on land uses citywide, and looked at existing parking requirements for new or redeveloped uses (minimum parking ratios), the number of built parking stalls, and the number of occupied stalls during each land use’s peak hour utilization. The purpose of this assessment was to evaluate whether or not Bend’s minimum parking requirements are resulting in a surplus (overbuilding and underutilization) of off-street parking.

Methodology

The City selected twenty-three sample sites (as shown in Figure 1) to provide a cross section of representative land use types from around the City— office, industrial, hotel, mixed use, multi-family residential and convenience commercial. Restaurant uses will be tested in 2018.

Specific sites were chosen for their land use activities and their geographic distribution, representing a cross-section of Bend’s neighborhoods. Several sites were also chosen to because they were built in the last 10 years, following the City’s most recent parking development code adjustment (mid 2000s), so that City staff could evaluate the effects of that code change on recent development.

Each site’s parking supply was inventoried in advance of the demand analysis; quantifying the numbers of stalls serving each location (visitor and employee parking). Surveyors counted occupied parking stalls during peak periods for each property to determine the use’s highest individual parking demand (‘peak’). In a few cases, vehicles parked on-street were also included as part of the demand counts if it was evident drivers were patronizing or employed at the sample property.



Phase 2 Data Collection

- Mixed Use
- Industrial
- Office
- Residential
- Hotel

2017

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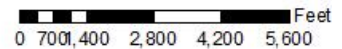


Figure 1. Study Sites

Parking development requirements are expressed as ratios of stalls per 1,000 square feet of building area or stalls per residential unit or hotel room. The analysis requires information specific to the total building square footage for each survey site. Bend staff provided commercial real estate information (building square footage, vacancy rates, number of units/rooms) to derive the most accurate information possible. During the data collection process, surveyors were careful to note any tenant vacancy observations that may not have been reflected in the information provided by the City. Calculating 'true' parking demand ratios required factoring out any tenant vacancies, so total parked cars were correlated only to occupied building square footage (or occupied units/rooms).

This is the same methodology employed by the Institute of Transportation Engineers (ITE) to calculate parking demand by land use category. The ITE manual is the de facto source of parking data for most jurisdictions. However, while the ITE information is a good starting point, it draws samples from across America, includes demand figures that date back as far as the 1980s, and contains data from extremely small samples. By comparison, the approach followed by this study, exclusively utilizes Bend data gathered in June (2017), providing a superior result compared to relying on published ITE tables. The methodology used for this study provides the most accurate representation of local existing conditions.



Glossary of Terms

The following technical terms are used to describe findings from the parking utilization analysis.

Built Parking Ratio – the number of stalls built/constructed for a specific building or property. A 15,000 square foot building built with 30 parking spaces would have a built parking ratio of 2.0. Ratios are expressed as a number of parking stalls per 1,000 square feet of building area.

Code Minimum (Parking Requirement) – the minimum amount of parking that must be built for a specific land use type as required by city code.

Delta – the difference between the built supply and the Market Calibrated Ratio.

Demand Buffer – is a flexibility 'cushion' typically added to True Demand to allow for the ebb and flow of parking activity for a land use over the course of the day. Traditional commercial buffers (for land uses with high turnover) are 15% – which is the basis for the 85% Rule for on-street parking. Providing a 15% buffer for mixed use, retail, and office land uses is considered ideal. Other land uses require smaller buffers – Industrial (10%) less parking turnover is needed, the primary use for parking is for the employee. Residential and Hotel (5%) there is virtually no turnover required for these uses, parking is specifically provided by the unit for these purposes.

Market Calibrated Ratio – is True Demand plus the Demand Buffer – the true need for built parking based on measured 'real' parking demand (including supporting demand buffer).

Peak Hour – the period of day when the highest number of vehicles are observed parking for a given land use.

Parking Development Ratio – the amount of parking provided for a given land use development. The ratio is usually expressed as a number of parking stalls per 1,000 square feet of building area (e.g., 2.5 stalls per 1,000 SF) or as stalls per unit or stalls per hotel room.

True Demand – the observed peak hour parking demand for a specific land use. This would include vehicles parked in the property’s parking lot and could include vehicles parked on-street in proximity to the property. True Demand must be correlated to occupied building area to determine a true use ratio. Ratios are expressed as a number of parking stalls per 1,000 square feet of occupied space.

Findings

The findings summarized below are shown as demand ratios for individual properties within a common land use group, both graphically (charts) and in tabular format (tables). At the end of the section, an aggregated table depicts average parking demand ratios by land use group.

Office Land Uses

Five sites were selected to represent office land uses. Figure 2 summarizes findings for this land use category.

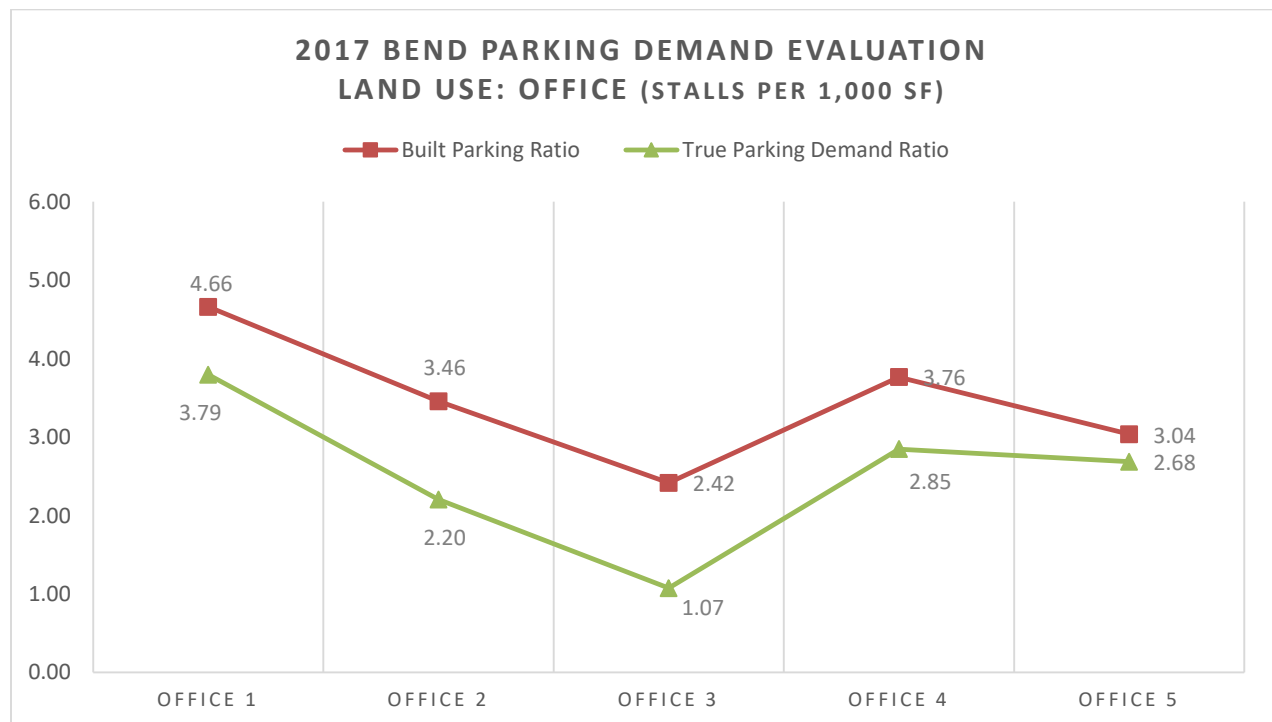


Figure 2. Parking Demand Ratios - Office

Table 1: 2017 Bend Parking Demand Evaluation – Office Land Use

Business Name	Building Square Footage	Built Off-street Stalls	Built Parking Ratio	Code Minimum	True Demand (TD)	TD + Buffer (15%)	Delta +/-	% Diff
Office 1	20,817	97	4.66	2.86	3.79	4.36	0.30	6%
Office 2	19,964	69	3.46	2.86	2.20	2.53	0.92	27%
Office 3	14,900	36	2.42	2.86	1.07	1.23	1.18	49%
Office 4 ⁵	78,091	294	3.76	2.86	2.85	3.27	0.49	13%
Office 5	31,291	95	3.04	2.86	2.68	3.09	-0.05	-2%
Average Parking Ratios			3.47		2.52	2.90	0.57	19%

Table 1 provides a comparative summary of findings for office land uses. Key findings include:

- *Built parking ratios* vary somewhat in the office category from as little as 2.42 stalls per 1,000 square feet (Office 3) to as much as 4.66 stalls per 1,000 square feet (Office 1).
- The average built parking ratio for office uses is 3.47 stalls per 1,000 square feet.
- *True parking demand* ratios range from 3.79 vehicles per 1,000 square feet (Office 1) to 1.07 vehicles per 1,000 square feet (Office 3).
- The average true demand for parking for offices uses (all sites combined) is 2.52 stalls per 1,000 square feet of occupied building area.
- Adding a 15% *buffer*⁶ to the average true demand figure (2.52) results in a *market-calibrated ratio* of 2.90 stalls per 1,000 square feet of office space (i.e., average actual demand). This

⁵ The Office 4 demand analysis included four buildings that are between 11,520 square feet to 38,876 square feet in size. The highest observed combined vehicle count for all four buildings (peak hour) was divided across the occupied building area to derive the True (parking) Demand.

⁶ For purposes of “market” calibration, buffers are frequently used to account for a range of possible variations and factors that could influence the true demand calculation data derived from a single survey day. This can include seasonality, employment growth, sample size and other factors affecting parking. For the most part, buffers provide a more conservative approach to true demand. Also, the size of the buffer generally varies from 5% to 15% based on the land use, with retail/office land uses (with higher customer traffic volumes) trending higher and more fully employment focused land uses (e.g., industrial), trending lower

supports the concept of an 85% occupancy threshold (industry standard) for a customer or visitor parking supply.

- The *current code minimum requirement* is 2.86 stalls per 1,000 square feet of building area, which is very near the market-calibrated rate of 2.90.
- The recalibrated office parking demand ratio of 2.90 is 19% lower than the existing average built supply (3.47).
- Based on these findings, these developments oversupplied parking (built ratio) beyond their actual need, though this is not related to the code minimum requirement.

Industrial Land Uses

Six sites were selected to represent light industrial land uses, as shown in Figure 3.

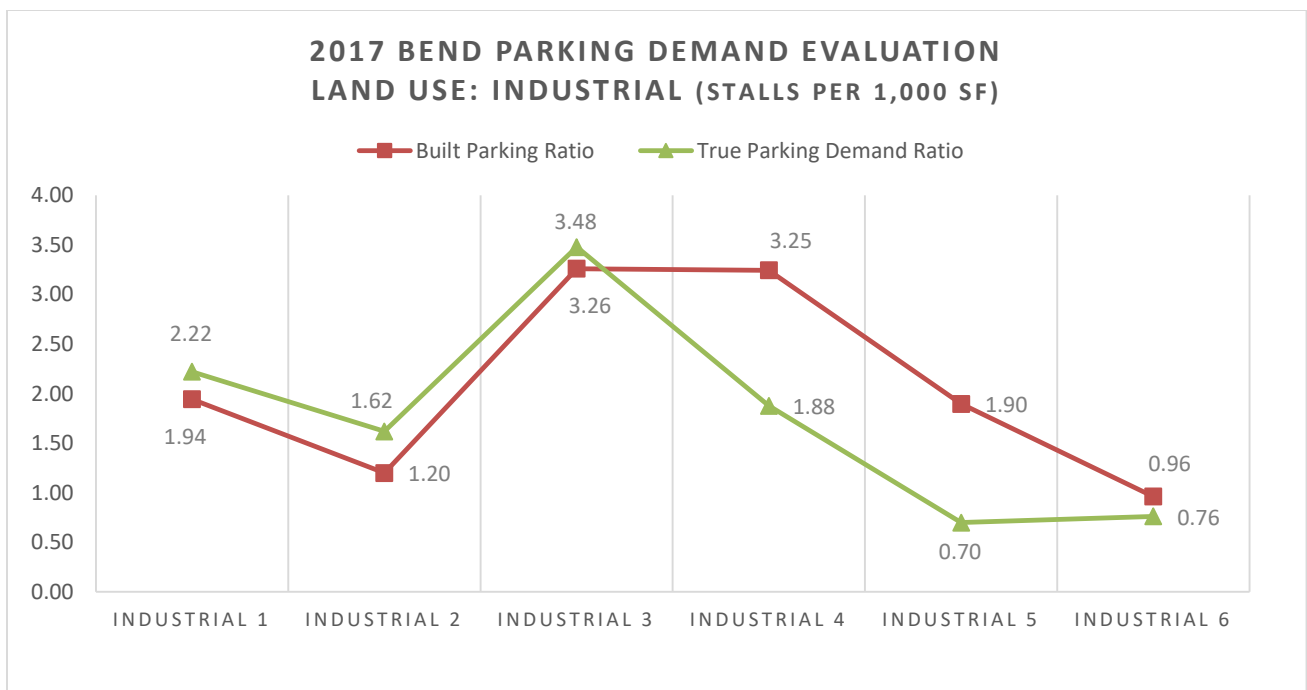


Figure 3. Parking Demand Ratios - Industrial

Table 2: 2017 Bend Parking Demand Evaluation – Industrial Land Use

Business Name	Building Square Footage	Built Off-street Stalls	Built Parking Ratio	Code Minimum	True Demand (TD)	TD + Buffer (15%)	Delta +/-	% Diff
Industrial 1	7,200	14	1.94	1.43	2.22	2.44	-0.50	-26%
Industrial 2	33,360	40	1.20	1.43	1.62	1.78	-0.58	-49%
Industrial 3	4,600	15	3.26	1.43	3.48	3.83	-0.57	-17%
Industrial 4	25,574	83	3.25	1.43	1.88	2.06	1.18	36%
Industrial 5	50,057	95	1.90	1.43	0.70	0.77	1.13	59%
Industrial 6	24,950	24	0.96	1.43	0.76	0.84	0.12	13%
Average Parking Ratios			2.08		1.78	1.95	0.13	3%

Table 2 provides a comparative summary of findings for industrial uses. Key findings include:

- *Built parking ratios* vary widely in the industrial category from as little as 0.96 stalls per 1,000 square feet (Industrial 6) to as much as 3.26 stalls per 1,000 square feet (Industrial 3).
- The average built parking ratio for industrial uses is 2.08 stalls per 1,000 square feet of building area.
- *True parking demand* ratios range significantly from 0.70 vehicles per 1,000 square feet (Industrial 5) to 3.48 vehicles per 1,000 square feet (Industrial 3).
- The average true demand for parking for industrial uses (all sites combined) is 1.78 stalls per 1,000 square feet of occupied building area.
- A *10% buffer* was added to the true demand numbers to allow for the ebb and flow of industrial users within the off-street parking supply. Adding a buffer to the average true demand figure (1.78) results in a *market-calibrated* ratio of 1.95 stalls per 1,000 square feet of industrial building area.⁷
- The *current code minimum requirement* is 1.43 stalls per 1,000 square feet of building area, which is below the market-calibrated rate of 1.95.
- The recalibrated industrial parking demand ratio of 1.95 is 3% lower than the existing average built supply (2.08). This is somewhat deceiving in that two sites in particular (Industrial 4 and Industrial 5) are significantly overbuilt with parking (from 36% to 59%), which biases the combined average.

⁷ A 10% buffer for industrial use was selected, as contrasted to 15% for office, because such uses attract less short-term customer traffic.

- Unlike office (above), industrial uses in the sample generally exceeded their built supply of parking (relying on on-street supply) or, as in the case of Industrial 6, are operating fairly efficiently.
- The current code minimum may not adequately reflect actual demand, unless on-street parking within industrially zoned areas is considered a reasonable accommodation for supplementing industrial parking demand (which is not unusual in industrial settings with low visitor parking demand).⁸

Hotel Land Uses

Three sites were selected to represent hotel land uses. Figure 4 summarizes findings for this land use category.

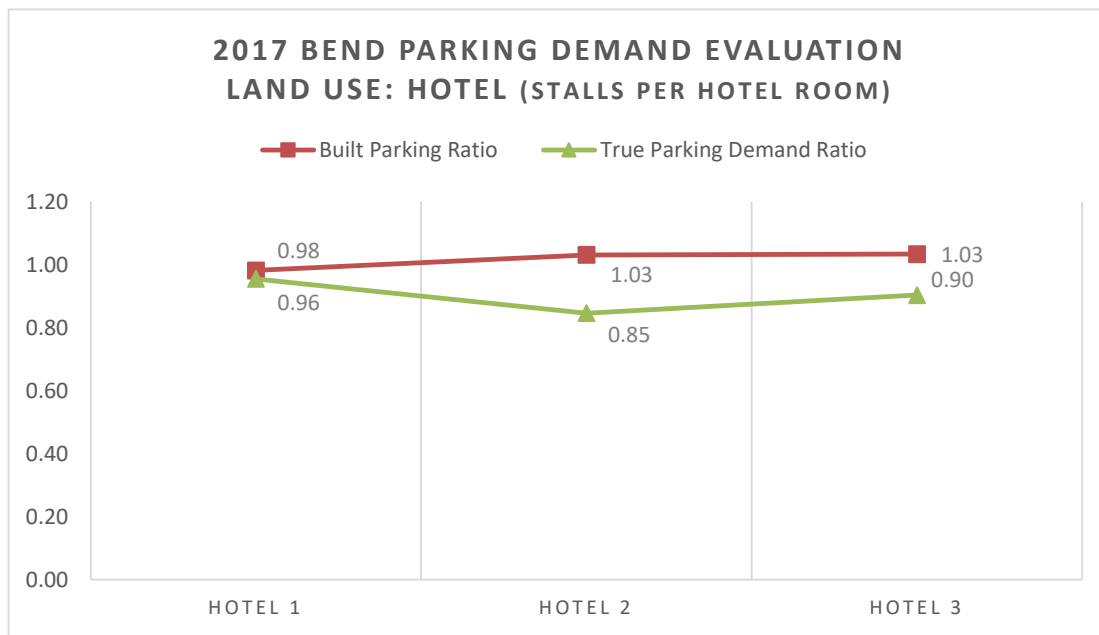


Figure 4. Parking Demand Ratios – Hotel

Table 3 (next page) provides a comparative summary of findings for hotel uses. Key findings include:

- *Built parking ratios* have very little variation in the hotel land use category, ranging from 0.98 stalls per 1,000 square feet (Hotel 1) to 1.03 stalls per 1,000 square feet (Hotel 2 & Hotel 3).
- The average built parking ratio for hotel uses average 1.02 stalls per hotel room.
- *True parking demand* ratios are very similar to the built supplies, ranging from 0.85 vehicles per occupied room (Hotel 2) to 0.96 vehicles per occupied room (Hotel 1).
- The average true demand for parking for hotel uses (all sites combined) is 0.90 stalls per occupied hotel room⁹.

⁸ An example of this is Portland’s Central Eastside Industrial District where areas zone I (Industrial) prioritize on-street parking for uses supportive of industrial employment.

⁹ Hotel vacancy rates were assumed to be 90% given the time of year.

- A 5% *buffer* was added to average true demand numbers to allow for the minor ebb and flow of hotel within the off-street parking supply.¹⁰ Adding a buffer to the average true demand figure (0.90) results in a *market-calibrated* 0.95 stalls per hotel room.
- The *current code minimum requirement* is 1.00 stall per room, which is nearly identical to the market-calibrated rate of 0.95.
- For the most part, hotel demand is fully compatible with the code minimum.

Table 3: 2017 Bend Parking Demand Evaluation – Hotel Land Use

Business Name	Hotel Rooms	Built Off-street Stalls	Built Parking Ratio	Code Minimum	True Demand (TD)	TD + Buffer (15%)	Delta +/-	% Diff
Hotel 1	114	112	0.98	1.0	0.96	1.00	-0.02	-2%
Hotel 2	63	65	1.03	1.0	0.85	0.89	0.14	14%
Hotel 3	59	61	1.03	1.0	0.90	0.95	0.08	8%
Average Parking Ratios			1.02		0.90	0.95	0.07	7%

Mixed Uses

Four sites were selected to represent mixed uses. Figure 5 summarizes findings for this land use category. It should be noted that Bend only recently adopted a Mixed Use zone that allows different uses to be located within a single multi-story building. As a result, very few examples of this type of land use exist in Bend. While it can be difficult to find examples of true mixed use develop in Bend, the following sites were chosen for their varied land uses contained on a single property supported by a shared parking supply. As more mixed used developments are built, this analysis can be refreshed to reflect more contemporary examples.

¹⁰ A 5% buffer was added to hotel uses to reflect potential changes in seasonality that may not have been captured in this data collection effort.

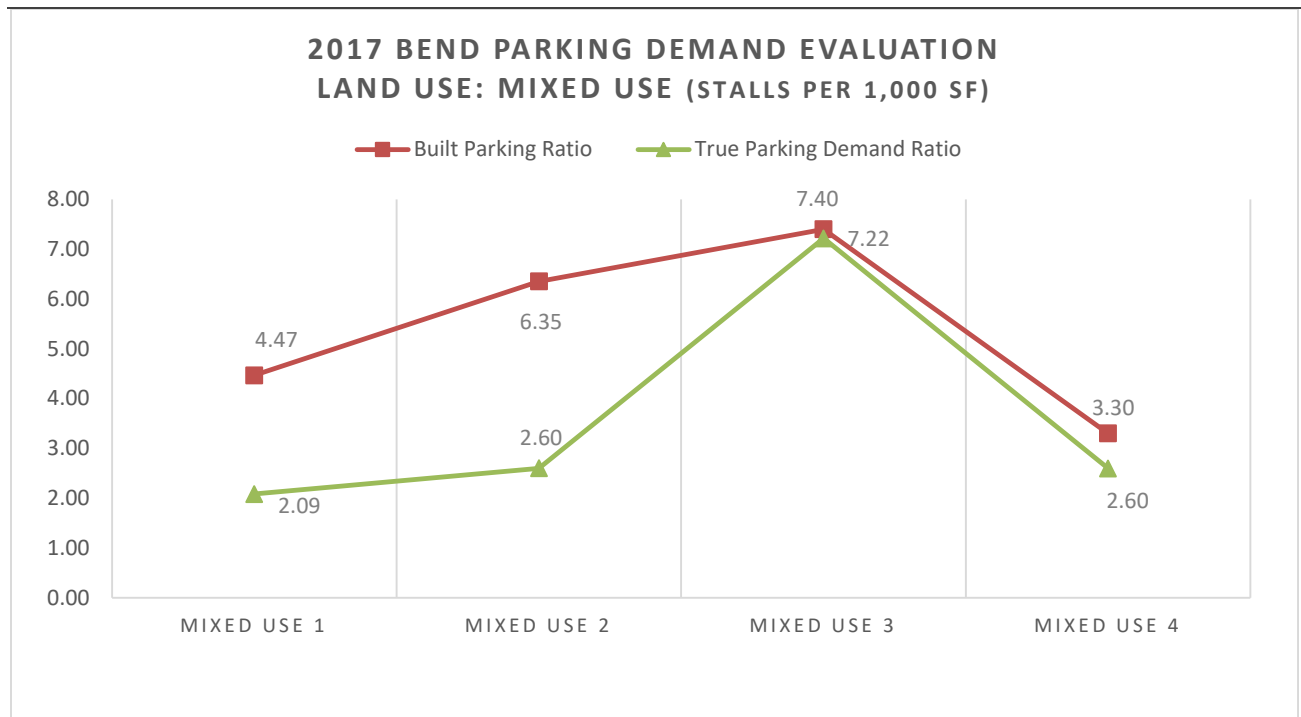


Figure 5. Parking Demand Ratios – Mixed Use

Table 4 provides a comparative summary of findings for mixed uses. Key findings include:

- *Built parking ratios* vary from 3.30 stalls per 1,000 square feet (Mixed Use 4) to as much as 7.40 stalls per 1,000 square feet (Mixed Use 3).
- The average built parking ratio for mixed uses is 5.38 stalls per 1,000 square feet of building area.
- *True parking demand* ratios vary from 2.09 vehicles per 1,000 square feet (Mixed Use 1) to 7.22 vehicles per 1,000 square feet (Mixed Use 3).
- The average true demand for parking for mixed uses (all sites combined) is 3.63 stalls per 1,000 square feet of occupied building area.
- A 15% *buffer* was added to true demand numbers to allow for the ebb and flow of customers/visitors within the off-street parking supply. Adding a buffer to the true demand figure (3.63) results in a *market-calibrated* ratio of 4.17 stalls per 1,000 square feet of mixed use space.
- *Minimum code requirement* for mixed use properties located outside the downtown vary based on the corresponding zoning of the property. Uses like banks, general retail, services, and laundromats (many of which are present in strip mall, or mixed use type locations) all have a minimum parking requirement of 2.86 stalls per 1,000 square feet of building area. However, properties located in a designated mixed use zoning district have a lower requirement of 2.00 stalls per 1,000 square feet. For the purposes of this discussion the minimum parking ratios were left at 2.86 (or 1 stall for every 350 square feet of building area).

Table 4: 2017 Bend Parking Demand Evaluation – Mixed Use

Business Name	Building Square Footage	Vacancy Rate ¹¹	Built Off-street Stalls	Built Parking Ratio	Code Minimum ¹²	True Demand (TD)	TD + Buffer (15%)	Delta +/-	% Diff
Mixed Use 1	353,174	10%	1,578	4.47	2.86	2.09	2.40	2.07	46%
Mixed Use 2	229,286	20%	1,457	6.35	2.86	2.60	2.99	3.36	53%
Mixed Use 3	156,766	5%	1,160	7.40	2.86	7.22 ¹³	8.30	-0.90	-12%
Mixed Use 4	132,020	0%	436	3.30	2.86	2.60	2.99	0.31	10%
Average Parking Ratios				5.38		3.63	4.17	1.21	24%

- Overall, the recalibrated mixed use parking demand ratio of 4.17 is 24% lower than the existing built supply (5.38). This suggests that developments in the Mixed Use land use classification are significantly overbuilding the parking supply necessary to meet peak hour demand. This results in underutilized parking and inefficient development patterns (not maximizing development potential). The reason for the over-build of parking supply is not the result of the code minimum.

Multi-Family Residential

For each of the five multi-family developments surveyed, the City has approved an application for site plan review, and issued a written set of findings and a decision approving the site plan. In each decision, the reviewing planner prepared findings that described the number of units in each development, and in particular the number of one bedroom, two bedroom and three bedroom units.

This information was presented with findings to address whether the site plan provided the number of parking stalls required under Table 3.3.300 of the Bend Development Code. Once the planner presented a finding on the number of required stalls, based on the number of bedrooms in each unit, they then made a

¹¹ For the purposes of discussion RWC assumed the vacancy rates for several of the mixed use shopping centers (all, except for Mixed Use 4, which was provided by the City).

¹² True Mixed Use developments have a minimum parking ratio of 2.0 per 1,000 square feet of building area. The examples used in this demand exercise were not built under the Mixed Use designation, but have the components of mixed use parcels, particularly a shared parking supply.

¹³ The elevated True Demand numbers for Mixed Use 3 may have been influenced by activities related to the nearby Bend Brewfest when peak parking demand counts were taken on August, 12, 2017. It is likely that some event attendees may have parked in the facility’s parking supply while attending the festival, which may artificially inflate parking demand numbers for the site.

finding as to the number of stalls proposed on the site plan. In four out of five applications, the applicant chose to provide more parking stalls on site than the development code required.

Five sites were selected to represent multi-family residential land uses. Figure 6 summarizes findings for this land use category.

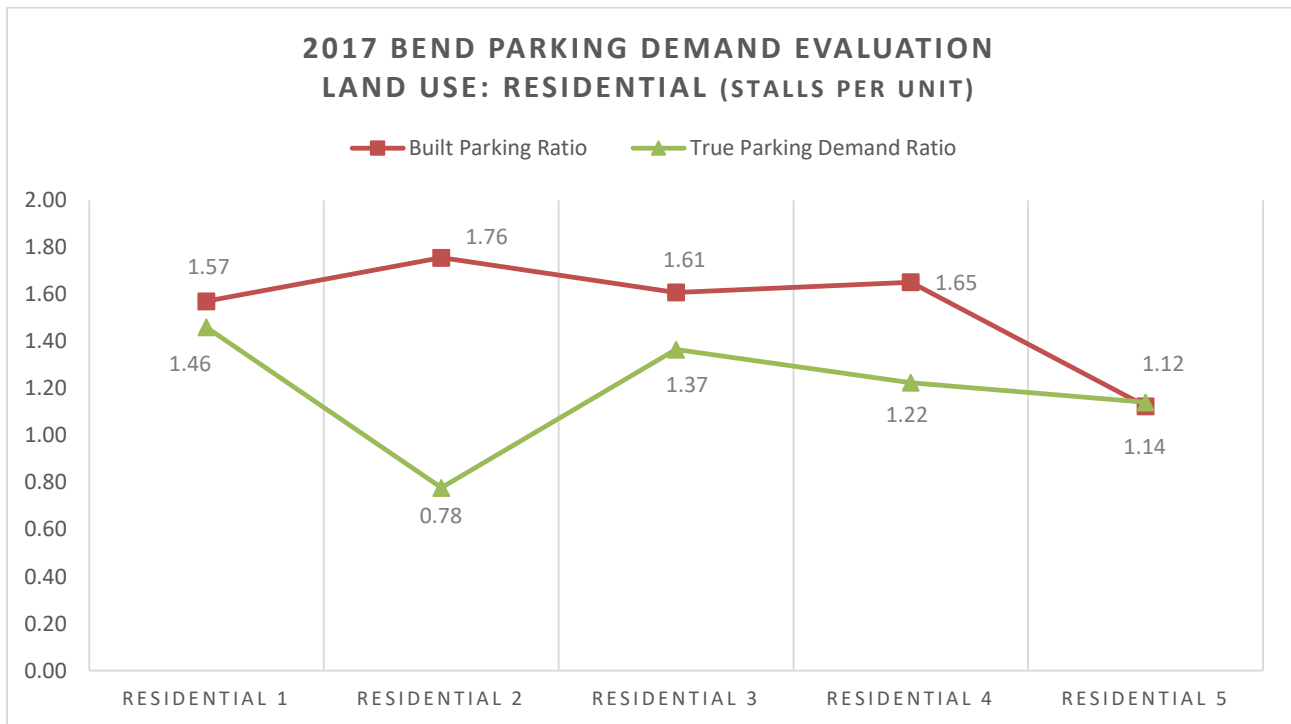


Figure 6. Parking Demand Ratios – Residential Use

Table 5 (next page) provides a comparative summary of findings for residential uses. Key findings include:

- *Built parking ratios* vary from 1.12 stalls per unit (Residential 5) to as much as 1.76 stalls per unit (Residential 2).
- The average built parking ratio for (multi-family) residential uses is 1.54 stalls per unit.
- *True parking demand ratios* vary from 0.78 vehicles per unit (Residential 2) to 1.46 vehicles per unit (Residential 1).
- The average true demand for parking for multi-family residential uses (all sites combined) is 1.19 stalls per housing unit.
- A 5% *buffer* was added to true demand numbers to allow for the ebb and flow of residential users within the off-street parking supply. Adding a buffer to the true demand figure (1.19) results in a *market-calibrated* ratio of 1.25 stalls per residential unit.
- The *current code minimum requirement* is 1.00 stall per residential unit, which is below the market-calibrated rate of 1.25.
- The recalibrated residential parking demand ratio of 1.25 is 16% lower than the existing built supply (1.54).
- For the most part, residential uses are supplying parking at a rate greater than actual demand. However, the over-build is not driven by the code minimum.

Table 5: 2017 Bend Parking Demand Evaluation – Residential Use

Business Name	Housing Units	Vacancy Rate	Built Off-street Stalls	Built Parking Ratio	Code Minimum ¹⁴	True Demand (TD)	TD + Buffer (5%)	Delta +/-	% Diff
Residential 1	135 ¹⁵	0%	212	1.57	1.0	1.46	1.53	0.04	2%
Residential 2	45 ¹⁶	0%	79	1.76	1.0	0.78	0.82	0.94	53%
Residential 3	204 ¹⁷	0%	328	1.61	1.0	1.37	1.43	0.17	11%
Residential 4	192 ¹⁸	0%	317	1.65	1.0	1.22	1.29	0.37	22%
Residential 5	153 ¹⁹	0%	172	1.12	1.0	1.14	1.20	-0.07	-7%
Average Parking Ratios				1.54		1.19	1.25	0.29	16%

Convenience Commercial Land Uses

Several areas in Bend have Convenience Commercial shopping streets or districts. Galveston Avenue is a successful example. Galveston Avenue’s commercial area is a corridor of around six blocks, with restaurants, gas stations, convenience stores, and specialized retail uses. Many of the commercial uses are located on small lots, and quite a few are within remodeled older single family homes. Parking, both on and off-street, is at a premium. As part of a separate study, the parking within the Galveston Avenue Commercial corridor was analyzed.

¹⁴ Residential minimum parking code requires 1 stall per unit for up to a three bedroom unit, but in the case of a four or five bedroom unit would require 2 stalls per unit.

¹⁵ 135 total units comprising (16) one bedroom, (96) two bedroom, and (23) three bedroom units

¹⁶ 45 total units comprising (40) two bedroom, and (5) three bedroom units

¹⁷ 204 total units comprising (24) one bedroom, (153) two bedroom, and (27) three bedroom units

¹⁸ 192 total units comprising (20) one bedroom, (152) two bedroom, and (20) three bedroom units

¹⁹ 153 total units comprising (96) one bedroom, and (57) two bedroom units

Land Use Category Rates & Ratios Comparisons

Figure 7 provides a comparative summary of parking demand between land use categories.

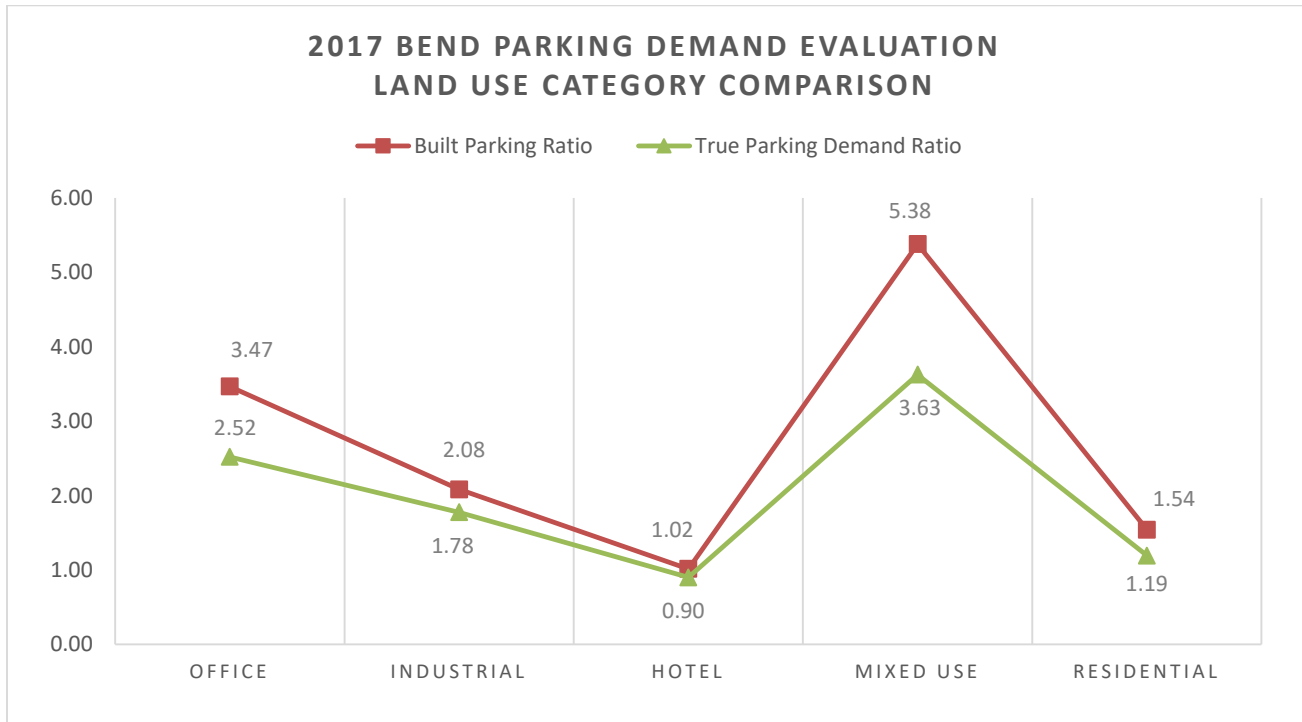


Figure 7. Parking Demand Ratios – Land Use Category Comparison

Table 6 (next page) contrasts the 2017 data findings to existing code minimum and maximum parking requirements

- Office uses are generally over supplying parking by a combined average of 19%. However, code minimum requirements (2.86) and calibrated market demand (2.90) track very closely. Though parking is being over-built, this is not a factor of the minimum requirement. **No change in current minimum requirements is recommended.**
- In some cases, industrial land uses are undersupplying parking, which may be the result of the code minimum of 1.43 stalls per 1,000 square feet of building area. The market calibrated demand of 1.86 has created situations where parking demand is extending onto the on-street supply. This may or may not be an issue; if the City clarifies its policy related to priority uses of on-street parking in areas zoned Industrial. **It is recommended that the City consider revisions to its policies related to the use of on-street parking in industrial areas.**
- Hotel developments are being built with parking supplies that most closely represent true demand – on average they are overbuilt by only 2 percent. **No change in current minimum requirements is recommended.**

Table 6: 2017 Bend Parking Demand Evaluation – Land Use Category Comparison

Land Use Category	Average Built parking ratio	Average Code Minimum ²⁰ (current)	Averaged True Demand (observed)	TD + buffer	Average Delta +/-	Average % Difference	Recommended Parking Minimum ²¹
Office	3.47	2.86	2.52	2.90	0.57	19%	2.86
Industrial	2.08	1.43 ²² + 1 / co. vehicle	1.78	1.86	0.22	7%	1.43 + 1 / co. vehicle
Hotel	1.02	1.0 / room + 1 / manager	0.90	0.99	0.02	2%	1.0 / room + 1 / manager
Mixed Use	5.38	2.86 ²³	3.63	4.17	1.21	24%	2.86
Residential	1.54	1.0 / unit	1.19	1.25	0.29	16%	1.0 / unit

- Mixed Use developments have the most over-built parking supplies of any land use category analyzed, with 24% of stalls in excess of peak hour demands. However, market demand (3.63) is within 27% of the required code minimum (2.86). Though parking is being over-built, this is not a factor of the minimum requirement. **No change in current minimum requirements is recommended.**
- As with office uses, residential parking is being built at rates in excess of actual demand (about 16%). However, the code minimum (1.0) is below calibrated market demand (1.25), suggesting the over-build of parking is not a factor of the minimum parking requirement. **No change in current minimum requirements is recommended.**

²⁰ Expressed as stalls per 1,000 square feet of building area unless otherwise specified.

²¹ Recommended Parking Minimums reflect suggested changes to the Average Code Minimum (current) shown in Table 6 based on the parking demand analysis conducted as part of this study.

²² 1 space/2 employees on the largest shift or for each 700 sf of gross floor area, + 1 space/company vehicle.

²³ True Mixed Use developments have a minimum parking ratio of 2.0 per 1,000 square feet of building area. The examples used in this demand exercise were not built under the Mixed Use designation, but have the components of mixed use parcels, particularly a shared parking supply. Consequently, the minimum parking ratio is shown as traditional (e.g., office, retail, bank) commercial type uses at 2.86 stalls per 1,000 square feet.

Summary

Findings from the data analysis of local sampled sites indicates that current code minimums are well-calibrated, tracking closely to actual demand for parking in all land use categories observed. In the case of industrial uses, an undersupply of parking is occurring in some circumstances, which suggests a review of policies related to the on-street supply in industrial zones.

However, the built parking supply for many existing uses, particularly mixed use, are being oversupplied and resulting in surpluses of unused parking. The City's current parking code minimums allow for prospective developments to be built with "right-sized" parking supplies that more accurately reflect true demand. Continued data collection efforts, coupled with educating developers on the relationship of built supply to true or calibrated market demand may be required to reduce the tendency to oversupply of parking within developments. Based on the findings in this report, the City's code minimums are not contributing to parking surpluses.

Section 4 Parking Policy Recommendations

PARKING POLICY RECOMMENDATIONS

Current City parking policies were evaluated to determine whether or not they meet the requirements of the Oregon Administrative Rules (OAR) 660-012-0045 (Transportation Planning Rule or TPR). Policy recommendations were also developed to help the City and the Bend Metropolitan Planning Organization (MPO) create a set of parking policies representing the vision of the City of Bend as well as industry best practices for parking.

This section provides a summary of current vehicle parking policy, followed by recommended policy revisions. There are five policies related to motor vehicle parking in Chapter 7 (Transportation Systems) of the Bend Comprehensive Plan. Relevant excerpts from that document are provided later in this section, including the five policy statements. City and MPO staff will use these recommendations to revise Bend's parking policies and update the City Transportation System Plan (TSP) and MPO Metropolitan Transportation Plan (MTP).

Current Transportation Goals & Parking Policies

The current Comprehensive Plan provides community goals that guide parking policy. The City's current goal for Transportation provides the framework for the parking policy recommendations. The entire Transportation Goal is repeated below with several key words and phrases highlighted in ***bold italic***. Each highlighted item is addressed for the guidance or challenge it presents in preparing recommendations for new vehicle parking policies. These highlighted items are then tied to subject areas that the City's policies should address.

Transportation Goal:

*"The transportation system that serves the Bend urban area must meet a complex set of community needs. The interrelated success of the economy and livability of our community depends upon the ability of the transportation system to effectively move people and goods, and to **provide access** to services and places of employment, while not disrupting the **continuity and aesthetics of the community**. Completion of a **multi-modal road network**, trail, and transit system will help to achieve a balanced transportation system and reduce automobile reliance. This, combined with the development of **compact community design** and the **integration of land uses**, will provide a strategic approach to fulfilling the transportation needs of the future.*

*Implementation of the transportation plan must be coordinated so that resources are allocated in an **equitable and cost-effective** manner. The transportation system will be developed with enough **design flexibility** to meet the needs of the urban area, as well as to be sensitive to important community values such as **aesthetics, preservation of neighborhoods, natural features and other quality of life criteria**. It is therefore essential that the goals, objectives and policies of the Transportation Plan provide community assurance that safety, accessibility and mobility will be provided for all users."*

Parking Policy Subjects

Key phrases in this goal statement establish five subject areas that parking policy should address: (1) Provide Access; (2) Preserve System Continuity; (3) Preserve and Enhance Community Aesthetics and Values; (4) Provide a Multimodal Street System; and, (5) Provide Compact Community Design.

Provide Access

Vehicle (including bicycle) parking is a form of access that properties use to varying degrees. Policy should encourage the integration and balancing of parking with other forms of access (e.g., sidewalks, transit stops and bike lanes), as appropriate for different land use types in different contexts (e.g., along a transit corridor or in more compact and mixed-uses areas like downtown).

Preserve System Continuity

To preserve system continuity, parking policy should:

- Minimize the disruption of the pedestrian, bicycle, and transit systems (driveways, for example, which provide access to off-street parking, can disrupt the continuity of facilities and may adversely affect safety) and
- Balance the need for adjacent land use access with the safe movement of vehicle traffic (for example, higher-speed facilities are less likely to have on-street parking as a safety precaution).

Preserve and Enhance Community Aesthetics and Values

Parking policy should acknowledge that parking may have positive and negative impacts on the community. These impacts should be managed to reflect the community's aesthetics, desire to preserve neighborhoods, natural features, and other quality of life criteria. Large areas of impervious surface can have environmental impacts, such as the need to control and clean storm water runoff, and can create heat sinks; and parking areas, if not well-designed, can be unattractive and unsafe.

Therefore, parking policy should direct parking areas to be designed, built and maintained to preserve the safety, comfort, convenience, and character of the areas as well as mitigate their effects on the environment.

Provide a Multi-Modal Street System

On-street vehicle parking should be established in policy as an allowed use of the public right-of-way (ROW) in appropriate locations. However, policy should also preserve the ability of the City to allocate the ROW to best meet the needs of the community for a multi-modal road network².

Provide Compact Community Design

Parking policy should support the City's goals for efficient development by creating vehicle parking policies that:

- Allow on-street parking in areas where it is well-utilized and managed and does not unduly constrain the development, safety or effectiveness of the multi-modal road network;

- Protect historic buildings by avoiding parking policy that would unduly constrain re-use, renovation or preservation;
- Right-size off-street parking requirements to be consistent with local rates of use;
- Allow a reliance on a portion of the on-street system to meet parking code requirements (particularly for older and historic buildings, complementary infill sites within densely developed areas and for locations where the existing on-street system is under-utilized);
- Allow the provision of bicycle parking to serve as a partial offset of vehicle parking requirements;
- Provide a reduction to parking requirements for developments adjacent to high-quality transit service;
- Incentivize transportation demand management programs as effective methods of reducing parking needs;
- Allow for the use of off-site parking that is under-utilized or has complementary users to meet required parking;
- Allow for the efficient sharing of parking supplies to meet the demands of adjacent uses and larger areas (i.e. parking districts); and,

Equitable and Cost-Effective

Parking policy should encourage existing land uses with excessive parking to share the supply to minimize the burdens of developing new supply. Shared use of available and under-utilized supplies is cost-effective. The most equitable parking policy is one based on a demand-based approach, which will result in right-sizing parking. Policy that encourages regular monitoring demand by land use type will assure that requirements are appropriate.

Current City Parking Policies

Bend has five policies that are specific to parking: one is listed under Transportation Demand Management (TDM); two are found under Street System; one is specific to the Bend Central District Plan; and, the final one is specific to the Integrated Land Use and Transportation Plan (ILUTP). Each policy is listed below and briefly discussed.

Policy 7-23: The City shall manage and regulate parking by:

- a) Establishing programs to lower parking demand in commercial and business districts citywide by providing preferential parking for carpoolers, encouraging mass transit use, encouraging shuttle systems from external parking lots, and maintaining an adequate supply of strategically placed bike parking facilities.*
- b) Requiring business groups and employers to develop parking management strategies that support reduced roadway system demand during the peak motor vehicle travel times.*

This policy establishes management and regulatory responsibility for vehicle parking with the City. The sub-elements of the policy are focused on TDM, which are components of management and regulation. This policy should be retained.

Policy 7-51: *In order to reduce vehicle speed, avoid construction of excessive pavement, and create livable neighborhoods, the City shall adopt standards that allow for narrower streets and lane standards, on-street parking, and other pedestrian friendly design elements. The City shall manage the development process to obtain adequate street right-of-way and improvements commensurate with the level and impact of development. New development shall be supported by traffic impact analysis(es) to assess these impacts and to help determine transportation system needs.*

This policy provides authority for the City to require ROWs to be sufficient to accommodate on-street parking. This policy should be retained.

Policy 7-62: *Street widths on public residential local streets may vary depending on topography, anticipated traffic volume, natural features that warrant protection, and existing street patterns in the neighborhood. Right of way shall be a minimum of sixty (60) feet except in special circumstances. Narrower streets may have limited on-street parking to ensure emergency vehicle access.*

Interpretation of this policy could include that the City has the right to eliminate previously designated on-street parking; however, the limitation to that interpretation is that it must be in the context of ensuring emergency vehicle access. The City may wish to modify this policy to broaden the conditions under which on-street parking may be removed.

Policy 7-89: *The city will work with local businesses and property owners to develop and implement a parking strategy for the District that meets local parking needs while also encouraging use of alternative modes (e.g., bicycling, walking, and transit) to travel to, from, and within the District."*

This policy guides management of parking in the Bend Central District. It's also intended to ensure the public rights of way are available for on-street parking and transportation using alternative modes.

Policy 7-90: *"The City will implement the land use, transportation demand management, parking management, transit, and complete streets strategies, projects and programs that are identified as Proposed Strategies in Chapter 4 of the ILUTP."*

This policy effectively states the goals of the ILUTP and therefore should be retained, as written.

New Parking Policy Recommendations

The following section provides recommendations for new policy language related to the key subjects identified above. The City needs these policies to address the basic parking subjects identified in the Transportation Goal statement. As summarized above, the current policies do not completely address the parking policy needs of the City. The following recommendations are intended to provide guidance for the development of new or revised policies and do not represent the actual policy statements.

When relevant, examples of policies from peer cities are provided.

Providing Access



Access is provided to all land uses in Bend by a variety of forms, including motor vehicle and bicycle parking. Vehicle parking should integrate with other forms of access to support the balanced use of all means of access.

Policy Needs

1. Establish parking as a form of access to each land use type.
2. Balance the provision of parking with the provision, promotion and use of other modes as a means of access.
3. Differentiate locations or characteristics of locations where other forms of access may be preferred over motor vehicle parking. *(See Riverside CCM-3.2 and 3.4 for examples of this from peer cities.)*
4. Ensure that parking requirements are right-sized.
5. Establish that parking provision rates should respond to different land use types in different circumstances and be updated based on measured use.

Recommendations

1. Establish parking as a form of access to each land use type.

Develop policy defines parking as one of the forms of access that should be available to all land uses within the City. Forms of access may include motor vehicle parking, bicycle parking, transit access, and pedestrian access. By identifying parking as a form of access, the City is acknowledging the need to provide appropriate levels of parking for all land uses.

2. Balance parking (as a form of access) with the provision, promotion and use of other modes as a means of access.

Establish the City's policy intent to balance parking with all other forms of access, which includes bicycle parking, transit access, and pedestrian access, and others. In so doing, the City is acknowledging that parking is not the only form of access provided. In some locations, another form of access may be prioritized over parking. Specific policies should be provided that create multi-modal access to each land use type.

3. Differentiate locations or characteristics of locations where other forms of access may be preferred over motor vehicle parking.

Develop policy that allows the City to prioritize forms of access and adjust parking requirements in locations with defined characteristics. These policies may be provided for specific corridors or on a broader level to indicate characteristics such as land use, transit availability, urban design, and community vision plans.

Example: Riverside, California

Riverside, California's Circulation and Community Mobility Element in their 2025 General Plan includes an objective to "Design the Magnolia Avenue/Market Street Corridor as a transit- and pedestrian-oriented Mixed Use boulevard." Specific to that objective, the Plan identifies two policies that further discuss ways to prioritize transit and pedestrian access for this corridor over on-street parking.

- Policy CCM-3.2: Consider implementing off-street shared parking with parking signage improvements, consolidating driveways, installing raised landscaped medians, bus turnouts, traffic signal enhancements, special pavement treatments at pedestrian crossings and intersections, curb extensions, signalized/enhanced crosswalks, wider sidewalks and other appropriate measures which enhance traffic flow, transit efficiency and pedestrian movements.
- Policy CCM-3.4: Seek opportunities to enhance mobility on parallel and connecting Arterial and Collector Streets in the Magnolia/Market corridor to relieve congestion and to allow for implementation of the mixed-use corridor plan. These could include changes to traffic control (stop signs and traffic signals), elimination of cross-gutters, parking removal, driveway consolidation or limited roadway widening where feasible.

4. Ensure that parking requirements are right-sized.

Policy 7-23 establishes the City's regulatory responsibility over vehicle parking; however, it is embedded within the context of TDM. This regulatory responsibility should be more clearly established, along with the City's responsibilities for regulating, providing, and managing vehicle parking.

Regulatory authority should be coupled with policies for monitoring parking use by land use type (and possibly area type) and adjusting City parking requirements to ensure that supplies accommodate parking demand. Policies should allow for adjustments to parking requirements for existing uses.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan specifically calls out the need to provide adequate parking in certain districts of the City. In addition, it specifically calls out the need to provide bicycle parking.

- Policy T-45: Provide sufficient parking in the University Avenue/Downtown and California Avenue business districts to address long-range needs.
- Policy T-19: Improve and add attractive, secure bicycle parking at both public and private facilities, including multi-modal transit stations, on transit vehicles, in City parks, in private developments, and at other community destinations.

5. Establish that parking rates should respond to different land use types in different circumstances and be updated based on measured use.

Develop a policy that acknowledges that different land use types have different parking needs due to factors such as type of user, alternative access options available, and location of the use, among others. These different land use types need parking requirements that do not result over- or under- supply of parking.

TDM strategies should be acknowledged in policy as a means of reducing vehicle parking need. Consideration should be given to whether policy should establish a requirement for monitoring of parking management and TDM performance of developments granted reduced parking requirements.

Example: Palo Alto, California

Palo Alto Comprehensive Plan includes a policy that encourages short-term parking in certain districts of the City.

- Policy T-46: Minimize the need for all-day employee parking facilities in the University Avenue/Downtown and California Avenue business districts and encourage short-term customer parking.

Preserve System Continuity

Parking policy should acknowledge potential impacts of parking and provide guidance to minimize these impacts. To preserve system continuity, parking policy should:

- Minimize the disruption that parking access can have on the pedestrian, bicycle, and transit systems (driveways, for example, provide access to off-street parking can disrupt the continuity of facilities, diminish the quality of the walking and biking experience, and may adversely affect safety) and
- Manage on-street parking to balance the need for access, regional mobility, and the safe movement of vehicle traffic (for example, creating a correlation between roadway classifications, posted speed and the provision or restriction of on-street parking).

Policy Needs

1. Ensure that the disruption of parking access to the pedestrian, bicycle, and transit system is minimized.
2. Describe characteristics of streets or locations of streets where on-street parking may not be appropriate in order to provide a complete roadway system.
3. Maintain the element of Policy 7-62 that indicates “narrower streets may have limited on-street parking to ensure emergency vehicle access.”

Recommendations

1. Ensure that the disruption of parking access to the pedestrian and bicycle system is minimized.

Develop policy that balances the needs for parking access with providing a continuous, safe pedestrian, bicycle, and transit system; as follows:

- Driveways to parking areas should be consolidated and minimized;
- A pedestrian-friendly buffer between sidewalks and off-street parking facilities;
- A buffer between on-street bicycle facilities and on-street parking;
- A buffer (or bumper) between sidewalks and angled or perpendicular on-street parking that protects the sidewalk width for pedestrian use; and
- Design of conflict areas between parking access and pedestrian, bicycle and transit systems to promote safe movements for all modes

2. Describe characteristics of streets or locations of streets where on-street parking may not be appropriate to provide a complete roadway system.

Parking policy should acknowledge that on-street parking should be applied in locations where it is appropriate, which may include lower-speed and lower-volume facilities. For safety reasons, on-street parking should be limited on some streets with speeds (observed or posted) above a certain threshold (e.g., 35 MPH). At higher speeds, pedestrians entering or exiting parked vehicles have a higher probability of serious injury if they are struck by a vehicle. These higher speed facilities form an important part of the transportation system, moving traffic through the network, while lower speed facilities typically provide access to surrounding areas. Both types of facilities are needed for a complete roadway system.

Policy 7-51 currently promotes pedestrian-friendly streetscapes with narrow streets and on-street parking. However, there is no discussion about the need to balance these facilities with those intended to move traffic at higher volumes and higher speeds, which form an important part of the transportation system.

Example: Riverside, California

Riverside, California's Circulation and Community Mobility Element in their 2025 General Plan includes an objective to "Design the Magnolia Avenue/Market Street Corridor as a transit- and pedestrian-oriented Mixed Use boulevard." Specific to that objective, the Plan identifies a policy that states parking removal may be necessary to meet the goals for a complete system:

- *Policy CCM-3.4: Seek opportunities to enhance mobility on parallel and connecting Arterial and Collector Streets in the Magnolia/Market corridor to relieve congestion and to allow for implementation of the mixed-use corridor plan. These could include changes to traffic control (stop signs and traffic signals), elimination of cross-gutters, parking removal, driveway consolidation or limited roadway widening where feasible*

3. Maintain the element of Policy 7-62 that indicates "narrower streets may have limited on-street parking to ensure emergency vehicle access."

Policy 7-62 appropriately identifies the need to balance on-street parking with preserving emergency vehicle access throughout the system. This concept should be maintained in the City's future parking policies.

Preserve & Enhance Community Aesthetics & Values

Parking policy should acknowledge that parking may have negative impacts on the community. These impacts should be managed to protect the community's values related to aesthetics, preservation of neighborhoods, natural features, and other quality of life criteria. For example, large areas of impervious surface can have environmental impacts, such as the need to control and clean storm water runoff, and can create heat sinks. Therefore, policy should direct the City to create parking areas that are designed, built and maintained to preserve the safety, comfort, convenience, and character of the areas they are intended to serve, as well as mitigate environmental impacts.

Policy Needs

1. Document the ability for parking to contribute to the character of an area.

2. Identify the design elements associated with parking that should be considered.
3. Identify the need to consider the unique character of different areas throughout the City when determining an appropriate set of design criteria. This should also indicate the need to identify flexible standards for each context.

Recommendations

1. Document the ability for parking to contribute to the character of an area.

By defining parking as a community design component that adds to the community character, this policy would set the stage for requiring design elements as a part of parking requirements.

2. Identify the design elements associated with parking that should be considered.

Prepare policy or policies that identify the need to develop design standards for surface and structured parking. These design standards should consider the community values for different areas of the City. Many design elements of surface parking and structured parking have the ability to contribute to an aesthetically pleasing environment that aligns with the community values of a specific location. Some of the design elements that may be considered in the requirements include, but are not limited to:

- Location of parking relative to the building and lot location (i.e., whether the parking is located in front of or behind buildings, or underground);
- Landscaping requirements, particularly shade producing trees and drainage swales;
- Buffering from pedestrian and bicycle facilities;
- Buffering from special places (e.g., parks) or uses (e.g., historic buildings);
- Other public infrastructure characteristics such as signage and lighting;
- Pedestrian, bicycle and transit amenities; and
- Scale of the development.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes many policies that discuss the aesthetics of parking. Policy T-36 is an example of one that identifies neighborhood residents as the drivers of the community vision. Some of these policies include:

- *Policy L-75: Minimize the negative physical impacts of parking lots. Locate parking behind buildings or underground wherever possible.*
- *Policy L-76: Require trees and other landscaping within parking lots.*
 - *Policy L-79: Design public infrastructure, including paving, signs, utility structures, parking garages and parking lots to meet high quality urban design standards. Look for opportunities to use art and artists in the design of public infrastructure. Remove or mitigate elements of existing infrastructure that are unsightly or visually disruptive.*
- *Policy T-22: Improve amenities such as seating, lighting, bicycle parking, street trees, and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety*
- *Policy T-23: Encourage pedestrian-friendly design features such as sidewalks, street trees, on-street parking, public spaces, gardens, outdoor furniture, art, and interesting architectural details*
- *Policy T-36: Make new and replacement curbs vertical where desired by neighborhood residents*
- *Policy L-5: Maintain the scale and character of the City. Avoid land uses that are overwhelming and unacceptable due to their size and scale.*

- *Policy L-9: Enhance desirable characteristics in mixed use areas. Use the planning and zoning process to create opportunities for new mixed use development.*
 - Develop design standards for all mixed use designations providing for buildings with one to three stories, rear parking or underground parking, street-facing windows and entries, and zero setback along the street, except that front gardens may be provided for ground floor residential uses.
- *Policy L-21: Provide all Centers with centrally located gathering spaces that create a sense of identity and encourage economic revitalization. Encourage public amenities such as benches, street trees, kiosks, restrooms and public art.*
 - **Program L-18:** Identify priority street improvements that could make a substantial contribution to the character of Centers, including widening sidewalks, narrowing travel lanes, creating medians, restriping to allow diagonal parking, and planting street trees.

¹ The Transportation Chapter of the Comprehensive Plan consists of the goals and objectives from the Bend Transportation System Plan.

3. Identify the need to consider the unique character of different areas throughout the City when determining an appropriate set of design criteria. This also indicates the need to identify flexible standards for each context.

This topic introduces the opportunity for policy to address differences in land use and transportation that can influence mode choice and travel behaviors. For example, policy could acknowledge that areas with the highest quality of transit service are expected to experience lower rates of auto use (on average) and, therefore, experience a lower level of parking demand. Similarly, policy could acknowledge that areas with higher than average densities and a complementary mix of land uses are expected to have higher rates of walking and bicycling trips and a resulting lower rate of auto use and parking demand.

Locational differences exist on a separate, but equally important scale. For example, parking design in downtown urban areas is likely to differ from that of neighborhood commercial nodes.

The City of Bend should implement a policy that promotes consideration of the unique character of different locations throughout the City when determining appropriate design criteria for parking.

Multi-Modal Street System

On-street vehicle parking has been established in policy as an allowed use of the public ROW (see Policy 7-51). However, policy should also preserve the ability of the City to allocate the ROW to best meet the needs of the community for a multi-modal road network⁴. The provision of on-street parking should be consistent with the objective of providing a safe, efficient, and effective multi-modal system. Finally, parking policy (on-street and off-street) should not interfere with the City's goals of achieving a balanced transportation system⁵ and reducing automobile reliance and vehicle miles traveled. Parking requirements should right-size the resulting parking system to meet demand and promote the use of active transportation modes.

Policy Needs

The subject of Multi-modal Street System provides several opportunity topics for parking policy to address, including the need to:

1. Address parking in the context of providing a safe, efficient, and effective multi-modal system;
2. Balance on-street parking with the multi-modal system within limited right-of-ways; and
3. Right-size parking by providing adequate parking to meet demand while also promoting the use of alternative transportation modes.

Recommendations

1. Address parking in the context of providing a safe, efficient, and effective multi-modal system.

Parking policy must be consistent with the intent to provide a safe, efficient, and effective multi-modal transportation system. Policy statements should clearly establish the priorities, such as indicating that parking (particularly on-street) will be prohibited in locations that jeopardize the safety and function of a complete and multimodal transportation system.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes policies that encourage design elements that promote a multi-modal system:

- *Policy T-22: Improve amenities such as seating, lighting, bicycle parking, street trees, and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety*
- *Policy T-23: Encourage pedestrian-friendly design features such as sidewalks, street trees, on-street parking, public spaces, gardens, outdoor furniture, art, and interesting architectural details*

2. Document the need to balance on-street parking with the multi-modal system within limited right-of-ways.

The City should adopt a policy that establishes the City's authority to distribute public right-of-way between various users and balance the need for on-street parking with multi-modal facilities such as bike lanes, transit stops, sidewalks, and shared-use paths. The City's existing Policy 7-51 discusses the need to reduce vehicle speed through designs with narrow streets and on-street parking, but does not discuss the balance between on-street parking and the multi-modal system. Policy 7-62 documents the fact that narrower residential streets may have limited on-street parking to ensure emergency vehicle access; this statement is an example of where existing policy seeks some balance between on-street parking and other uses within the right-of-way. Finally, the topic of safety (discussed above) is a critical factor in determining where on-street parking should be prohibited (e.g., at intersections, on high-speed facilities) and policy should acknowledge this.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes a policy that encourages using off-road public right-of-ways for multi-modal facilities. This is an example of a way to minimize conflicts within public streets.

- *Policy T-17: Increase cooperation with surrounding communities and other agencies to establish and maintain off-road bicycle and pedestrian paths and trails utilizing creek, utility, and railroad rights-of-way.*

3. Document the need to right-size parking by providing adequate parking to meet demand while also promoting the use of alternative transportation modes.

Policy should be developed that commits the City to rely on data and measurements to determine the true parking demand for various land uses throughout the City and adjust regulations, accordingly.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes policies that encourage reduced auto use and reduced single-occupancy trips:

- *Policy T-3: Support the development and expansion of comprehensive, effective programs to reduce auto use at both local and regional levels.*
- *Policy N-28: Encourage developers of new projects in Palo Alto, including City projects, to provide improvements that reduce the necessity of driving alone.*

Compact Community Design

Parking policy should be consistent with the City's goals for a compact community and the integration of land uses. This can be achieved by creating vehicle parking policies that:

- Allow on-street parking in areas where it is well-utilized and managed;
- Protect historic buildings by avoiding parking policy that prohibits small-scale development, especially infill;
- Right-size off-street parking requirements;
- Allow on-street parking to meet all or a portion of parking code requirements;
- Allow the provision of bicycle parking to serve as a partial offset of vehicle parking requirements;
- Provide a reduction to the parking requirements where high-quality transit service is either planned or available;
- Incentivize parking and TDM programs as effective methods of reducing parking needs;
- Incentivize opportunities to share parking resources among integrated and complementary uses;
- Allow the use of off-site parking supplies that are under-utilized or have complementary users to meet required, anticipated and/or measured parking demands (if consistent with city plans for the site/area);
- Allow the efficient sharing of parking supplies to meet the demands of adjacent uses and larger areas (parking districts); and,
- Incentivize opportunities to consolidate parking resources that meet the parking needs and plans for an area of the community.

Policy Needs

Policies 7-23 and 7-90 give partial support to achieving compact community design. Some of the City's ordinances support this goal, but policy statements are needed to support the ordinances. Several policy topics should be addressed within the subject of compact community design, including:

1. Implement the strategy recommendations from the ILUTP as additional policy statements.
2. Allow the creation of shared parking agreements.
3. Allow the creation of parking districts.
4. Allow flexibility in parking requirements.

Recommendations

1. Implement the strategy recommendation from the ILUTP as policy statements.

The City's current Policy 7-90 implements proposed strategies from the ILUTP. The ILUTP contains TDM and Parking Management strategies that support the subject of compact community design. The ILUTP indicates that the City will: "Set policy supporting incentives to TDM and increasing applicability of TDM programs." Policy should allow reductions to parking requirements when TDM or Parking Management programs are linked to development.

2. Allow the creation of shared parking agreements.

Policy is needed that encourages the creation of shared parking agreements across land uses and properties throughout the City. The policy should be strongly reinforced through implementing regulations in the Bend Development Code.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes a policy that encourages developments with shared-parking.

- *Policy L-78: Encourage development that creatively integrates parking into the project by providing for shared use of parking areas.*

3. Allow the creation of parking districts.

Policy should allow the creation of parking districts in areas where residents or stakeholders have identified an issue or locations where data supports the development of a parking district. Parking districts would allow for enhanced management of parking resources that align with the plans and uses within the district and the priority users of the parking resources.

4. Allow flexibility in parking requirements.

City policy should provide flexibility in parking requirements through the use of strategies such as shared-parking, reductions for some amount of available on-street parking, allowing a reduction in minimum parking requirements based on the provision of bicycle parking, and relying on TDM strategies to encourage the right-sizing of parking throughout the City. These strategies are found in existing City code but are not directly supported by policy.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes a policy that encourages developers to use flexible incentives.

- *Policy B-17: Where redevelopment is desired, encourage owners to upgrade commercial properties through incentives such as reduced parking requirements, credit for on-street parking, and increases in allowable floor area. Use such incentives only where needed to stimulate redevelopment or contribute to housing or community design goals.*

Equitable & Cost Effective

Parking policy should not create an unfair burden on existing or proposed developments. Policy should allow (and encourage) existing land uses with excessive parking supplies to either share the supply or redevelop the excess supply in a manner that better aligns supply with current code and site demands. Policy for proposed development should establish a consistent approach to parking requirements that optimizes equity, cost-effectiveness, community character, and livability. This is best accomplished by establishing code provisions that are demand-based and complemented by the City's transportation demand management efforts.

The best defense against perceptions of unfair parking requirements is to monitor demand over supply by land use type frequently enough to assure the requirements are accommodating the demand. Shared use of available and under-utilized supplies is cost-effective for the private sector (as it is a better use of parking resources) and the public sector (as it is a better use of the land supply).

Policy Needs

1. Adopt demand-based parking requirements that are consistently applied across all developments based on their land use.
2. Develop guidelines for flexibility that are applied consistently across all land uses.
Develop a process for monitoring and updating parking requirements as demand changes over time.

Recommendations

1. **Adopt demand-based parking requirements that are applied consistently across all developments based on their land use.**

Policy should establish that City parking requirements are based on data analysis for the major land use categories within the City. This policy would ensure that the City monitors parking utilization and adjusts parking requirements to align with actual use.

2. Develop guidelines for flexibility in determining parking requirements that are applied consistently across all land uses.

Policy or policy objectives should provide guidelines for flexibility from the data-driven parking requirements. Flexibility may include a detailed variance process or a discrete set of options for deviating from the standards that arise from the incentives previously described (e.g., shared parking, TDM, transit proximity).

3. Develop a process for monitoring and updating parking requirements as demand changes over time.

The City should develop a policy that requires the City to monitor and update the parking requirements on a defined cycle to allow for adjustments based on changes in behavior and parking demand over time.

Section 5 Administrative Parking Management Tools

ADMINISTRATIVE PARKING MANAGEMENT TOOLS

The City of Bend lacks the ability to address parking demand conflicts that can arise in neighborhoods that surround the downtown commercial core and in other areas of the city where commercial activity is more successful than the immediately adjacent parking supply can support. Many cities have established administrative tools to help alleviate these conflicts. Section 5 defines and describes two such tools: Residential Parking Permit Zones and Commercial Parking Management Districts.

It is recommended that the City establish both tools. Doing so should achieve full compliance with OAR 660-012-0045 and better equip the City to address community concerns over parking conflicts. The community will need to be advised of these new tools, as they will require community support to be implemented.

Citywide Parking Study Residential Parking Permit Zone Programs

The City of Bend (City) is interested in developing clear criteria for the formation of residential parking permit zones (RPPZ²⁴). This provides a potential policy and implementation framework for new RPPZs within the City of Bend. Elements of this draft policy and procedures draw upon RPPZ plans currently in place in cities such as Boise, Idaho; Boulder, Colorado; Corvallis and Portland, Oregon; and Tacoma, Washington.



RPPZs respond to situations where parking from abutting commercial or institutional use extends into residential neighborhoods. RPPZs are generally initiated at the request of residents in areas zoned residential.²⁵ RPPZs allow parking management, usually through parking permits and time limits that give preference to residents and their guests when instances of constraint create conflicts between residential and commercial parking demands. Those who live in the area may be provided or purchase a permit to allow parking beyond a posted visitor time limit within the residential parking permit zone.²⁶

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

²⁴ RPPZs are distinct from Commercial Parking Management Districts (CPMD) that are also currently under consideration by the City of Bend. The processes for RPPZ's and CPMD's are separate, but could be concurrently considered in areas where commercial and residential zoning abut.

²⁵ In most cities requests are made through a community initiated petition.

²⁶ Provisions are made in some cities that allow for the sale of non-residential permits (e.g., employee permits from an adjacent commercial district) within RPPZs if there are demonstrated surpluses of parking within the zone that would allow for the sale of such permits without adverse impacts on access for residents and their guests.

Precursors to Residential Parking Permit Zones

Public Right of Way

The City has the sole responsibility to manage and maintain public rights of way (ROW) for the public benefit. A ROW includes all of the land from property line to property line and may include sidewalks, landscaping, utilities, drainage, bicycle lanes, and travel lanes – as well as on-street parking. One of the main functions of the public ROW is to provide access to adjacent property (including emergency access to each property) and circulation within areas of the community for all modes of transportation.

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 residential should be primarily for residential purposes.

In areas of Bend where demand for on-street parking in an area rises to a level where access needs of adjacent properties are not being met, or where there is confusion over who has priority to use the supply (especially when constrained), this situation may lead members of the community, neighborhoods, businesses, institutions or associations to seek action by the City.

Best practice suggests that the City respond to such requests by meeting with interested and affected property owners, businesses and/or residents to better understand the situation and determining whether or not there is a need to: (1) clearly establish the purpose of the on-street parking in an area through signing, time limit and/or permits; (2) enforce time limits in the area; and/or (3) delineate the on-street parking to better define where parking is allowed with street markings.

Policy Framework

The process outlined in this document refers to RPPZs and establishes a set of guidelines and minimum thresholds that should be met to establish parking management in a residential zone.²⁷

Purpose and Intent of Residential Parking Permit Zones

1. The RPPZ program is intended to ensure priority access to residents and their guests, reduce conflicts, increase safety, and promote the use of transit, carpooling, and other alternative modes of transportation.

²⁷ RPPZs are defined here as areas whose base zoning is residential and/or whose base zoning prioritizes residential land uses at the street level.

2. Each area that implements an RPPZ will have a unique set of parking needs. These needs will be based in part on the cause and extent of the parking conflicts, including the proximity of the neighborhood to the parking generator(s), the mix of residential/nonresidential use, number and frequency of guests visiting the area, availability of off-street parking; types of parking problems in surrounding areas; availability of alternative modes of transportation; possibility of alternative parking solutions; and the physical layout and boundaries of the area.
3. Each area would need to meet the eligibility criteria and follow the prescribed process in order to form a permit program. Eligibility and process are described below (Section IV).
4. Area residents could either be provided or required to purchase a permit for on-street parking in the area where they reside. A permit would allow a vehicle under the legal control of a resident, worker or visitor, with a properly displayed permit decal or card, to exceed the area permit parking program time limits that are posted within a designated area.
5. Businesses located within the program boundary could be sold permits for employee parking. Permits for business employees located outside the program zone would be considered for permits only if it could be demonstrated that surplus supplies of on-street parking are available within the RPPZ and that issuance of such permits would not adversely impact residential access and/or access of businesses located within the zone. Demonstration of a surplus would be through data collection and demand analysis conducted in Area Eligibility outlined in Section III below.

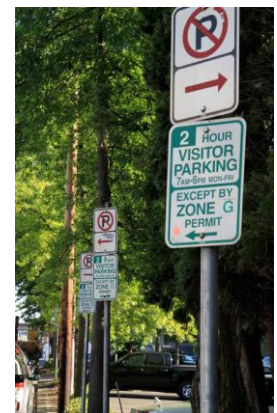
Implementing the RPPZ

The following section, based on best practices from other cities, presents a potential decision framework that could be used by the City to evaluate the potential for, and then establishment, of RPPZs. The recommendations 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 ROW.

Area Eligibility

All of the following eligibility criteria should be met before the area would be considered for the residential parking permit zone program:

1. The requesting area should consist of a minimum of 10 block faces or 1,500 lineal feet of curb space.
2. An area that feels it is adversely affected by parking and is requesting permit parking would be required to work through its Neighborhood Association. If the area is not formally organized, it should directly contact the Director of the Department of Growth Management or another department director who is responsible for parking management for assistance.
3. A petition would be distributed to residents of the proposed area with 60% or more of residents (owners or renters) signing in favor of program participation.



4. After review of information submitted in A – C above, the City would need to agree that the RPPZ would promote benefits within the designated area. These benefits may include:

- Increased access to area residents and businesses
- Reduced traffic
- Increased safety

Adverse effects that might prevent implementation of the RPPZ may include:

- Transferring the problem to a different area
- Inability to enforce program restrictions
- Availability of simpler, cheaper solutions

Process

The following process (considered best practice) must be followed to establish residential parking permit zones:

1. An area would apply to participate in a permit program through a community-initiated petition to be submitted to the Director of the Department of Growth Management or another city department director with responsibility over on-street parking. An initial district boundary would need to be identified. Substantiation would be required to demonstrate that there is stakeholder agreement that parking activity in a residential area is causing adverse impacts to access and livability.
2. This petition should include:
 - A narrative of the parking problem.
 - The probable cause of the parking problem.
 - The proposed boundaries of the affected area.
 - The number of individual addresses in the affected area.
3. The Neighborhood Association would discuss the request with the Director of Growth Management (or their designee) to determine if there are any conditions (as specified in Eligibility D above) that would prevent the implementation of an area permit parking program.²⁸ If the City determines there are none, and recommends that the petition process continue, the neighborhood association would be required to work with the area residents and businesses to determine its eligibility and appoint an Area Parking Committee.²⁹

²⁸ This may include the City's Traffic Engineer.

²⁹ "Area Parking Committee" is the group of not less than two people and not more than five people (excluding alternates) appointed by the neighborhood association which implements an RPPZ Program. Area Parking Committees will assist the City in establishment of the RPPZ Program and ongoing review of the program.

4. If an area is approved as eligible, the Area Parking Committee would work with the City to develop an approved ballot petition that would be mailed to all addresses in the proposal area. Information in the ballot will describe the program plan, its cost and fees. The legal occupant of an address would be eligible to vote. Typically, a minimum of 50% of the ballots must be received, of which 60% must be "yes" votes, to approve the program.³⁰
5. If the vote in Paragraph C. is negative, a minimum of 12 months should elapse before any new proposal can be initiated.
6. If the vote in Paragraph C. is positive, the Director of Growth Management (or his/her designee) would submit to the City Council an ordinance authorizing the permit system and required funding. If approved by Council, the City would notify all addresses of the approval and enclose application materials. Permit fees from at least 50% of the addresses are typically collected prior to the installation of signs.
7. If the Growth Management Director or their designee declines the request in Paragraph B, the Neighborhood Association may request one review of the decision from the City Manager. If the City Manager overturns the Growth Management Director's decision, the Neighborhood Association would move onto Paragraph C.
8. The program would renew on a regular basis, typically annually, unless:
 - The Director of Growth Management or their designee receives a petition, representing 50% or more of the addresses within the designated permit program area, requesting termination of the program; or
 - The designated area does not meet the rules or procedures established by the Director of Growth Management (or their designee).

Program Administration

The following are best practice recommendations for administration of the residential permit program.

1. For each approved RPPZ, the Growth Management Department (or their designee) would guide the area in establishment, pricing, evaluation, revision, or termination of the RPPZ by:
 - Meeting with the Area Parking Committee;
 - Planning and coordinating registration and enforcement; and
 - Completing any other such duties developed with the Area Parking Committee and Neighborhood Association as provided in the approved program plan.



³⁰ The petition standards presented here reflect the best practice cities evaluated for this study. Bend could set different thresholds.

2. Establishing Initial Program Fees: The goal for setting fees should be the reasonable cost necessary to cover expenses related to establishment, administration and enforcement of the RPPZ. Costs could include (but not be limited to) signage, permit printing, program staffing, communications and enforcement.³¹
3. Annual Review of Program Fees: Services charges and fees are typically reviewed annually and updated per the City's financial policy, and are effective with the adoption of the annual budget. Fees can include cost of administration, service delivery, supporting infrastructure (e.g., signage, striping, notification) and program enforcement. A current listing of service charges and fees would be made available to the public.
4. It would be the obligation of area residents (and potentially affected businesses) to apply for permits in a timely manner and in accordance with protocols and procedures established during program formation/implementation.³² For example:
 - An area resident would be required present proof of current occupancy within the permit boundary and current proof of a vehicle registered to an address in the permit boundary.
 - An approved area business would be required to present proof of current occupancy and a payroll record or a list of employees and the hours each employee works per week.
5. One guest permit could be issued to each address for an area permit. A guest permit would not be convertible to any other use.³³ Additional guest permits could be issued to an address according to the rules of the program plan developed in Process, C above.
6. It would be the obligation of the permit holder to notify the City of loss or theft of a permit within 3 business days. The permit holder would be able to purchase a replacement for one half of the current fee.

Violation and Enforcement

The following are best practice recommendations for enforcement of a RPPZ.

1. A permitted vehicle which is parked in accordance with posted RPPZ signing and in accordance with parking regulations would generally be permitted to be parked in excess of the visitor parking time limit.

³¹ Several cities quantify the total estimated first year costs and divide that by the total number of unique household addresses in the proposed RPPZ to determine a first year permit fee. Subsequent fee adjustments would then be covered in item C: Annual Review of Program Fees.

³² There are no common precedents or industry best practices regarding vacation rentals located in RPPZs. Dealing with this could possibly be through the issuance of guest permits with the burden on the property owner to secure them.

³³ Ibid.

2. Display of a zone parking permit would not convey any privileges other than that of exceeding the posted permit parking visitor time limit in that zone. It would not authorize parking in any other restricted zone. Permitted vehicles would be subject to all City provisions related to the storage of vehicles on-street. Long-term storing of property on street would be prohibited.
3. During permit designated hours (hours of enforcement), it would be unlawful for a non-permitted vehicle to:
 - Exceed the maximum visitor time limit allowed within the signed permit area;
 - Return to the signed permit area for a period of 12 hours after parking for any time period.
4. It would be unlawful for a vehicle to display an unauthorized permit. A vehicle displaying an unauthorized permit may be cited, or a fine assessed for each violation. Permits are assigned to a unique license number registered to an address within the proposed permit zone.

Summary

A suggested policy and criteria framework for establishing RPPZs is outlined above. The key to establishment of such zones is to provide management for areas that are experiencing adverse impacts where parking is not currently managed. The framework would allow the establishment of such zones through a formal process that would engage the affected stakeholders in initiating and developing the boundary and parking permit program. The policy and criteria would establish a stakeholder process and partnership relationship with the City.

Citywide Parking Study Commercial Parking Management District

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 districts³⁴ (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 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.

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 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).

³⁴ This report 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.

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 an area's (1) demand for on-street parking 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 area's on-street parking supply 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.

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.³⁵ 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.

Implementing a CPMD

The following section presents a series of requirements that best practices indicate must be met in order to establish a new CMPD. 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

³⁵ 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).

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.³⁶
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.

Requirement 2: Establish CPMD 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

³⁶ 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.

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%³⁷ 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.”
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 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.

³⁷ Average occupancies of less than 85% can be used; 85% is the industry standard.

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.³⁸
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:

1. Changes to existing time limits.
2. Implementation of paid on-street parking (see Requirement 2) through metering or permits

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.

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

³⁸ Restructuring evaluations would occur as part of the on-going management of a district once established (and informed by bullet point 4, below).

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.

Section 6 Attachments

ATTACHMENT A: CASE STUDIES

Establishing Bend’s Role in Parking

Every city in America provides and regulates vehicular parking. Most began by allowing vehicles to be parked within public rights-of-way (on-street parking). Parking lots were later “invented” to address parking demands at a location or in an area where on-street parking was inadequate to meet the demand.

With the advent of development regulations came the opportunity to address vehicular parking in a more orderly fashion. In so doing, cities began defining the public and private roles for providing off-street parking and whether or not the parking supply was to be explicitly or implicitly assigned to specific buildings (land uses). Many cities have evolved this role in response to a variety of factors: densification, the introduction or re-introduction of urban transit, rapidly increasing land values, urban growth boundaries, environmental concerns, and so on.

The first step in establishing parking policy is to determine the role that the City of Bend would like to serve in managing the off-street parking supply. Some cities have no role in off-street parking management, allowing private entities to build parking lots and parking structures at will. At the other end of the spectrum, other cities take an active role in parking management, building and managing city-owned parking lots and structures. Most often, this public role with the off-street system occurs only in the downtown area. Three case studies are summarized below to highlight the pros and cons of each of these roles.

Boise, Idaho

Boise, Idaho takes an active role in parking (on-street and off-street); building and managing off-street parking facilities, pricing and time-limiting access to on-street spaces in downtown, and regulating where on-street and off-street parking will be provided in other areas. The city manages over 2,000 off-street parking spaces in garages to meet city-established performance goals, largely targeted toward accommodating customer and visitor trips to downtown. The city also provides and actively manages the on-street parking system in downtown and allows on-street parking on a significant portion of the city’s street system outside the downtown (with little to no active management). City regulation also brought about the development of many off-street parking areas throughout the city that are privately owned and managed.



Downtown Boise
Visitor Parking Policy

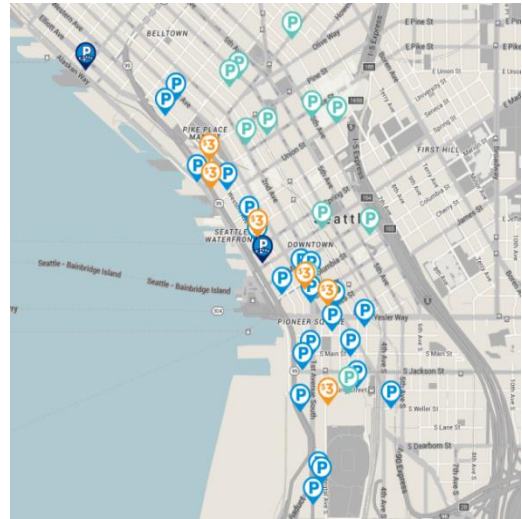
Key advantages of this approach include the following:

- A large supply of public parking in the downtown core, centrally managed to city goals for the downtown employee monthly pass programs and pricing for downtown customers and visitors
- Online mapping and parking supply tools
- Consistent visitor pricing policies
- Centralized contact for questions or disputes
- Centralized contact for vehicles issues, security concerns, or other services

Seattle, Washington

Seattle is an example of a city on the opposite end of the spectrum. Seattle has no role in providing publicly owned off-street parking within the city, except for its own employees. The city has no minimum parking requirement for downtown development. In urban areas, all parking lots and structures are privately managed, with location and pricing based on supply and demand.

Despite the dispersed ownership, online tools are available showing the location of parking areas, and some of the garages provide current supply information (through e-park). More detailed parking maps are available through agency websites that provide information on time and use restrictions for the on- and off-street parking system. Payment is even possible by phone for all on-street parking within Seattle. While parking rates vary throughout the downtown area, the pricing information is readily accessible to the public through these online resources.



Key advantages of this approach include the following:

- No capital investments and no ongoing operating costs to cover for off-street facilities;
- The private sector determines the need for additional supply and the market rate for use; and
- Parking supply does not restrict the development potential of the downtown area.

Portland, Oregon

The City of Portland provides a hybrid approach to parking, with the Portland Bureau of Transportation (PBOT) managing six SmartPark garages with 4,000 public spaces and over 10,000 metered on-street parking spaces within the downtown, Lloyd District, Nob Hill, and Marquam Hill areas. The City's SmartPark garages are intended for customer/visitor use and are seen as an extension of the on-street system. In most SmartPark garages, employee (monthly pass) sales are strictly limited or prohibited. Short-term hourly rates are calibrated to the on-street system; with rates generally less expensive than on-street parking.

The City provides an emphasis on short-term visitor parking, with time-limited on-street parking largely restricted to two-hours or less in the core areas. City investments in walking, cycling, and transit are provided for residents and commuters to access the downtown core. The 1996 Central City Transportation Plan (CCTMP) placed maximum parking ratios on all new commercial, retail and residential development within Portland's Central City (5 districts). Minimum parking requirements were eliminated in all Central City Districts and new surface parking lots were prohibited from being constructed in downtown.

Online tools within the city are more dispersed than Seattle; PBOT maps and information is catered to parking garages under city management, although third party sites do provide more holistic parking information.

Key advantages of Portland’s hybrid approach include the following:

- Moderate staff required to manage the PBOT parking system;
- Visitor parking policies and transportation infrastructure investments strongly support the City’s modal goals and support for a strong ground level retail environment; and
- Management of the on-street system allows the City to adjust parking pricing and paid hours based on demands.



Smart Park Logo