



# Downtown Oregon City

## Strategic Parking Management Plan Update

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Version 1.1

Prepared For:



DRAFT

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## 1.0 Introduction

Oregon City last outlined parking management strategies in the Downtown Parking Study, created in 2009. With the 2009 study, the City, through its stakeholder process and subsequent city policy, concluded that the objective of parking management for the downtown should be one “that supports the development of a vibrant, growing, and attractive destination for shopping, working, living, recreation, and entertainment.”

In 2021, Oregon City initiated a follow up parking study entitled Comparative Summary of Parking Utilization in Historic Downtown and the Bluff. The work was initiated in 2021 and included revising 2009 study area boundaries for both the Downtown and Bluff area, creating a new and complete inventory of all on-and off-street parking in both study areas (public and private parking supplies), and conducting a weekday and Saturday parking occupancy and utilization survey of both study areas.<sup>1</sup>



With information derived from these recent efforts, the City is interested in a reexamination and evaluation of the 2009 parking management strategies to determine the following:

- Elements from the original Plan which are still **relevant and effective**
- An **updated approach** to parking management that will include visitor, residential, and employee parking
- Identify parking management strategies for both **Downtown and the Bluff**
- Improvements for on and off-street **supply and demand management**
- Determine **system-wide strategies** that will benefit City operations
- Identify on and off-street parking format changes that will that **improve efficiency, capacity, and communications**

The purpose of this report is to document the evaluation of the parking system and to present new strategic recommendations to bring the 2009 plan up-to-date with existing and future market conditions.

<sup>1</sup> Full copies of the inventory and parking occupancy and utilization reports are attached as **Appendix A** and **B**, respectively.



## 2.0 Key Elements of the 2009 Downtown Oregon City Parking Study

The 2009 Downtown Oregon City Parking Study provided prioritized guidance for the management of parking in the Downtown (a key focus area) and on the Bluff. The study recognized that the role of parking in downtown cannot be seen as a stand-alone solution in and of itself. The key to a successful downtown parking experience is in management of the parking supply. The Plan noted the following:

*To provide for the Downtown's further development as a viable commercial district, on-street parking must be managed to ensure the priority customer's demand for parking is met. Additionally, given the multi uses in the Downtown core, parking must be managed to ensure the needs of all users can be accommodated.<sup>2</sup>*

The 2009 study outlined the following key elements:

- Stakeholder priorities
- Guiding themes and principles
- Parking data and demand analysis, and
- Management strategy recommendations

To assist with the study, a stakeholder committee was formed in 2008 to inform the process and outline desired outcomes, opportunities, and challenges. Guiding themes and principles, a set of value statements summarizing the agreed upon for use of the public parking supply, and desired outcomes for parking management were developed. An objective data inventory and collection effort created a baseline from which the stakeholder priorities and guiding principles were evaluated. Finally, a list of strategies emerged to lead the City in its management of its parking supply.

### 2.1. GUIDING THEMES AND PRINCIPLES (2009)

The adopted Guiding Principles were derived from dialogues with the Parking Advisory Committee, City Commission, and other stakeholders, establishing a solid foundation for coordinating parking and transportation decision-making and policy. The Guiding Principles were intended to support the long-term economic development vision of the City and its downtown stakeholders. A summary of the 2009 Guiding Principles, leading with the original statement of purposes, are below.

#### Statement of Purpose

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

<sup>2</sup> Downtown Oregon City Parking Study, Findings and Recommendations of the Stakeholder's Advisory Committee (April 2009), Executive Summary. Page VI.



Guiding Principles were separated into nine central elements and 25 statements of priority, establishing desired outcomes for future decision making related to parking and access in the Downtown and on the Bluff. The 2009 Guiding Principles are summarized below<sup>3</sup>:

- **Access:** Parking should be just one of a diverse mix of access options available to users of the downtown.
- **Priority Customer:** While numerous users need parking in the downtown, the priority parker is the short-term trip (two hours or less), those who use downtown to shop, dine, recreate, and access businesses. City owned supply must be prioritized and managed to accommodate these trips.
- **Priority Parking (On-Street):** Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority user. On the Bluff, manage parking to balance the on-street system to support multiple users that include visitor, employee, and residential demand.
- **Employee Parking & Off-Street City Owned Supply:** Develop means and/or partnerships that provide adequate and affordable parking for employees and those needing longer-term stays that meet demand, particularly shared use opportunities to transition employees into the off-street public and private supply. Employee access should be provided in conjunction with an access system that provides balanced and reasonable travel mode options.
- **Residential Parking:** Residential development downtown will provide parking for the residential units on-site, or find parking in off-street lots, and parking in areas zoned residential will be prioritized for residents and their guests and visitors.
- **Multi-Modal Access:** Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives and calibrate parking standards to fully support this outcome.
- **Understandability:** Make downtown parking user-friendly—easy to access and easy to understand.
- **Quality:** Provide a "parking product" in the downtown that is of the highest quality to deliver a safe, secure, and well-lit parking system ensuring a sense of security at all times on-street and off-street.
- **Coordination:** Provide coordinated management of the public parking supply and assure a representative body of affected private and public constituents from within the downtown informs decision-making regarding parking. Use the "85% Rule" to inform and guide the decision-making process.

## 2.2. PARKING MANAGEMENT STRATEGIES (2009)

Based on the Guiding Principles, the 2009 study "supports creation of a parking system that facilitates and contributes to a vital and growing downtown." Using data as well as the Guiding Principles, specific parking management strategies were identified and recommended for consideration. The recommendations were organized into two categories: *Policy Level Actions* and *Recommended Parking Management Strategies*.

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<sup>3</sup> The key desired outcomes of the 2009 Guiding Principles are summarized here. The complete 2009 narrative can be found in the Downtown Oregon City Parking Study, Findings and Recommendations of the Stakeholder's Advisory Committee (April 2009), pages 22 – 27.



## Policy Level Actions

The following policy elements were recommended to be adopted immediately by the City:

1. Assign the responsibilities of a 'Parking Manager/Coordinator' for the City.
2. Establish an advisory role for stakeholders to assist in parking program implementation and review.
3. Adopt policies and rules to guide parking management and development.
  - a. Codify Guiding Principles for Parking Management as elements of City Code.
  - b. Adopt the 85% Rule to facilitate/direct parking management strategies.
  - c. City Commission to adopt rate ranges for parking rates in public facilities (on and off-street).  
Ranges would be established for hourly meter rates and monthly parking rates. This would allow the City Manager to adjust rates administratively within the ranges adopted and based on the 85% Rule.

## Parking Management Strategies:

**The following strategies were recommended for near-term implementation (6-18 months):**

1. Appoint a Downtown Parking Manager.
2. Initiate Parking Advisory Committee process.
3. Add parking to the on-street system in the Historic downtown in areas currently designated as no parking areas. This parking will be provided as either 2-hour parking or '2-hour or by permit' (based on location and proximity to downtown core).
  - a. Install new on-street signage in areas designated for new parking.
4. Reduce and/or eliminate all 15-minute, 30-minute, 4-hour, 8-hour, and No-limit parking stalls in the historic downtown and convert to 2-hour parking (62 existing stalls). Request for these types of stalls in the future would be coordinated through an exception process as described in Strategy 12.
5. Transition a minimum of 20 existing Blue and Green employee permits now parking in high occupancy node, to on-street locations in the NE end of downtown (signed 2-hours or by permit).
6. Begin work with the County Courthouse and County Corrections to develop an action plan to transition existing on-street reserved stalls to non-core locations.
7. Work with County Courthouse to refine juror parking program to specifically direct jurors into the Municipal Lot. This would include direct contact/mailings, maps and other materials necessary to localize jurors at the Municipal Lot.
8. Re-evaluate and revise all current parking permit pricing based on 85% standard.
9. Initiate a new and comprehensive outreach program to all businesses within the study zone that communicates the parameters of a new revised City's permit program.
10. Develop a lighting and pedestrian walkway plan linking the NE end of the historic downtown to the core as a way to assure convenience and safety for use of parking in the downtown. Develop a similar plan for the Bluff area with particular focus on areas between potential parking sites and the elevator.
11. Develop a Residential Parking Permit Zone (RPPZ) policy and program for adoption by the City Commission for future implementation in residential areas affected by spillover from commercial parking.



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

**The following strategies were recommended Phase 2 implementation (18-36 months):**

13. Transition additional Blue and Green employee permits to on-street locations in the NE end of downtown (signed '2-hours or by permit') as per the 85% Rule.
14. Implement lighting and pedestrian plan developed in Strategy 10.
15. Adopt and establish a residential parking permit zone (RPPZ) policy and program (as developed in Strategy 11) that could be implemented at the request of residential neighborhoods adjacent to the downtown as a measure to mitigate commercial parking spillover into residential areas.
16. Adopt 'exception' criteria (as developed in Strategy 12) necessary for approval location and type of loading zones within the downtown/Bluff parking areas and for approval of on-street 15-, 30-, 60-, and 90-minute stalls.
17. Restripe all on-street parking in the Historic Downtown to better identify parking availability and location.
18. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in the Historic Downtown to provide for an interim supply of parking where needed.
19. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots on the Bluff to provide for an interim supply of parking where needed.
20. Develop and install a signage package of uniform design, logo, and color at public and private (shared use) off-street parking facilities.
21. Partner with the business community to develop/refine a marketing and communication system for access in Oregon City (building on existing materials/programs).
22. Evaluate and adjust minimum parking ratios for new development in the downtown, to assure that access impacts of new development are meaningfully addressed and correlated to actual parking demand.
23. Lease/acquire strategically located land parcel for use as future public off-street parking on the Bluff.
24. Develop a recommended package of incentives for the private development of publicly available parking.
  - a. Sponsor employee-based initiatives to encourage employee use of alternate travel modes.
25. Establish commuter mode split targets for employee access in the downtown.
26. Examine the feasibility of a year-round 'shuttle' that conveniently links/connects employee and/or juror parking areas in the Historic Downtown and on the Bluff.
27. Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses.
28. Restripe all on-street parking on the Bluff to better identify parking availability and location.

**The following strategies were recommended Phase 3 implementation (3 years and beyond):**

29. Recommend to the City Commission the commuter modes split targets developed in Strategy 25 for adoption as a policy element of the Oregon City Transportation and Parking Management Plan.
30. Evaluate lowering maximum parking ratios for new development based on updated 'true demand' calculations derived from updates derived in Strategy 27.

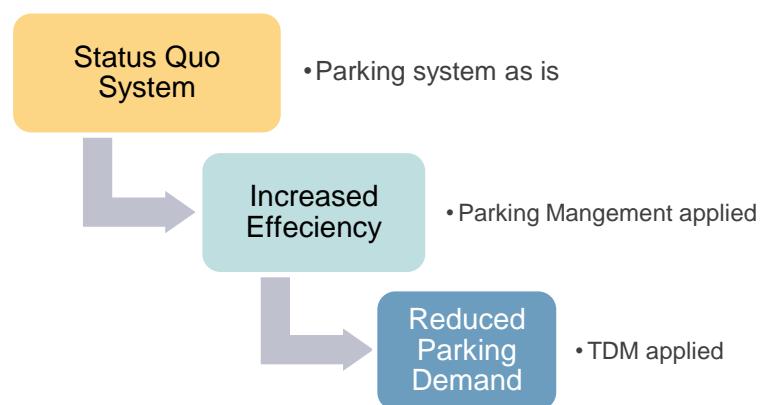


31. Strategically place new and unique wayfinding signage in the right-of-way at locations chosen carefully to direct visitors to off-street locations.
32. Implement the recommended package of incentives for the private development of publicly available parking as determined in Strategy 24.
33. Implement year-round 'shuttle' service if feasibility is established in Strategy 26.

Overall, the 2009 study emphasized a long-term economic development vision of Oregon City, coordinating parking and transportation decision-making and policy. These Guiding Principles provided a solid foundation from which data and policy decisions have been made to truly reflect a shared, community informed, desired outcome for how stakeholders want to see their community grow.

### 3.0 Considerations: Parking Management Strategy Updates

The components of a parking management plan need to be simple and intuitive for the user, providing an understandable system that is safe, secure, affordable, and well-integrated into the traffic system and other access modes. The Plan updates offered here strive to recognize the role of the public sector (the City) in providing parking for patrons of the Downtown and accommodating a diverse mix of commercial and residential demands in the Bluff area. Underscoring this is the role the City plays in seeking out and realizing opportunities by creating partnerships with the private sector to provide needed parking and support of alternative modes of access through transportation demand management (TDM).



These new updated strategies will assure that parking management remains flexible enough to inform a decision-making framework that best serves the unique and changing nature of the Downtown and Bluff area. The updated strategies support the importance of parking management to meet the economic vision for the Downtown and Bluff, and, equally, the City's vision for compact urban development, sustainability and climate action, equity, and innovation. Moving forward, the parking management system will require attentive management and nimble curation to fully maximize this valuable resource, particularly as the City emerges from, and manages through, post-pandemic impacts.

New strategies presented here for consideration are offered as supplements to those adopted in 2009, not as replacements. Strategy considerations are provided within four areas of Parking Management and are ordered in near-term (6 – 18 months) and mid-term (18 – 36 months) implementation phases. The four areas of parking management include:

#### 1. Recommendations for Downtown

- On-Street
  - Permits reduction
  - Permit rate evaluation



- Standard Meter Fee
- No Limit stall elimination
- Convert 4- and 8-Hour stalls to 3-Hour stalls
- Enforcement
  - Shift Enforcement Hours
  - Extend Enforcement to Saturdays
- Off-Street
  - Shared Use Opportunities

## **2. Recommendations for the Bluff**

- On-Street
  - Commercial Zoned Areas:
    - Convert No-Limit stalls
    - Controlled Employee Permits
  - Residential Zoned Areas:
    - Convert No-Limit stalls
    - Offer Residential Permits
- Off-Street
  - Shared Use Opportunities

## **3. Reaffirmation of 2009 Strategies**

- Create Exception Process
- Parking Advisory Committee

## **4. Systemwide**

- City Parking Performance Dashboard
- Routine Parking Utilization

A concise summary table of all recommended strategy updates is provided in **Section 5** at the end of this document.



### 3.1. RECOMMENDATIONS FOR DOWNTOWN

**Strategies 1 through 8** are recommendations for parking changes, both on and off-street, that focus on parking within the Downtown parking management study area.

#### Strategy 1: Reduce On-Street Permits Issued in the Downtown

##### Action Statement

Continue to reduce the number of on-street permits issued for use in the Downtown.

##### Strategy Description

There are currently **119 on-street stalls** that allow permit parking in the Downtown parking study area. This equates to 25% of the on-street parking supply in Downtown. Being that the Downtown's primary user group is intended to be visitors/customers, it would be ideal to reduce the number of on-street permits. By reducing the number of permits, the on-street system could add back additional short-term stalls for visitors/customers of the Downtown. This recommendation should be coordinated with **Strategy 5** and **Strategy 13**, providing off-street parking options in the form of shared use and/or encouragement of parking on the Bluff and alternative modes.

##### Timeframe:

Near-term implementation (6-18 months)

#### Strategy 2: Reevaluate On-Street Monthly Permit Fees

##### Action Statement

Evaluate increasing **fees for monthly parking permits** in the public supply (on- and off-street) to honor 85% occupancy standard and to minimize existing waiting list (find market demand).

##### Strategy Description

A key element of parking management and sound fiscal policy concerns the management of parking rates, both on-street and off-street. Adjusting parking rates is often a controversial topic among stakeholders in downtowns. It is therefore critical to outline both the *reasons* for rate changes as well as the *intended outcomes* of the change. The primary drivers of the need for rate changes include the following:

- *Reflect market demand.* The 85% occupancy standard can be used as a decision-making trigger for adjusting rates; when rates are too low, demand can far exceed the available supply. Keeping fees in line with market demand helps to manage parking demands efficiently.
- *Balance supply and facilitate broader mode goals.* Rates and fees should support efficient use and not compete with other modes of access (i.e., transit, bike, walk, and rideshare).
- *Operating costs.* Cover normal annual increases in operating costs of the system for which a fee is assessed (e.g., on-street meter system, off-street lot and/or garage).



- *Provide for future need.* This would include normal capital planning and projected growth in the system.

Incremental rate changes that reflect changing market demand and adhere to specific objectives are often more palatable to users than infrequent but substantial changes. In other words, justifiable *market demand-based* increases need to be strategic and policy based rather than reactive. The financial systems that support parking are adversely impacted when normal costs of operation, demand, and future infrastructure needs are not addressed. Best practices parking management supports a routine policy-based process that evaluates rates routinely and adjusts rates as necessary.

It is also important to note that a rate review does not assume a rate increase, only that the system is fiscally sound and adjusting to market demands.

The current allocation of parking permits and pricing has not been routinely evaluated within the context of the 85% standard. There is a waiting list for permits with permit fees ranging from \$20/month (Blue Permits) to \$60/month (Red Permits).<sup>4</sup> Permit rates, by type and location, should be reviewed annually (or more frequently) and increased if the 85% standard for that type of permit is exceeded. This (a) assures that parking is priced according to market demand, (b) ensures parking rates also cover normal increases in program costs and administration and (c) better correlates employee parking rates to transportation options (particularly transit and ridesharing). This reevaluation would become a routine procedure with recommendations for rate changes presented to the City Manager.

#### Timeframe

Near-term implementation (6-18 months)

### Strategy 3: Standardize On-Street Meter Rates

#### Action Statement

Standardize all on-street meter hourly rates throughout the Downtown, so that hourly rates are consistent in all metered on-street stalls in Downtown Oregon City.

#### Strategy Description

Currently on-street rates are \$1.00/hour in the core of Downtown (7<sup>th</sup> to 10<sup>th</sup>), while just to the north and south of the core the rate drops to \$0.50/hour for the metered on-street stalls. However, there is no clear or consistent signage or communications to make users aware of the "lower rate" option just outside of the core. With only 252 metered stalls in Downtown, maintaining and clearly communicating different rates on different blocks may outweigh the potential benefits at this time. Standardizing the rate to \$1.00/hour will make the

<sup>4</sup> A waiting list indicates that the rate charged for parking is lower than market rate. Pricing to eliminate waiting lists brings pricing to market and also elevates other mode options (that may be less costly) as reasonable options to consider (support TDM goals).

system easier to understand for the average user<sup>5</sup>, while helping to keep pace with maintenance costs in the currently lower priced areas.

It is important to note that over time, annual rate evaluations may indicate that a higher rate is justified in Downtown. If a two-tiered rate system is reapplied in the future, it will be important to clearly communicate the availability of nearby “discount” parking for those willing to walk a greater distance.

#### Timeframe

Near-term implementation (6-18 months)

### Strategy 4: Eliminate No-Limit On-Street Stalls in the Downtown

#### Action Statement

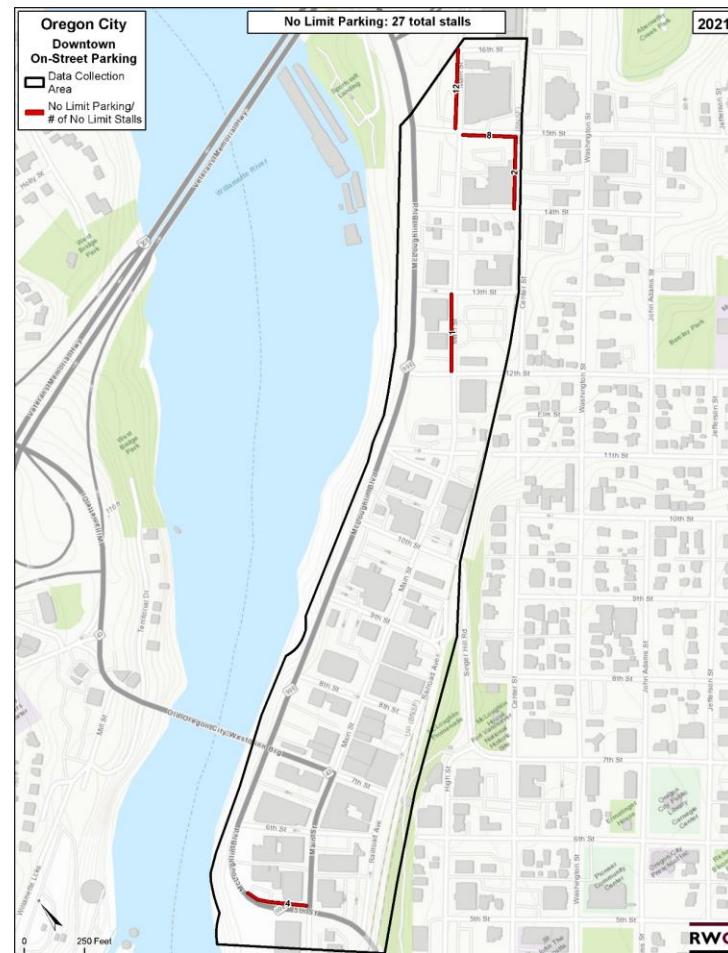
Eliminate the remaining No Limit on-street stalls Downtown to encourage short-term visitor/customer stays and transition longer-term stays (3 or more hours) to off-street locations or into transportation options.

#### Strategy Description

There are currently 27 No Limit on-street stalls located within the Downtown study boundary. The average length of stay for the No Limit on-street stalls was 7 hours and 14 minutes and have a peak occupancy of 78%. These stalls are located along Main, 13<sup>th</sup>, Center and 5<sup>th</sup>—largely in the north and south areas, and not in the core of Downtown (see map at right). Being that the priority users of the on-street system is the short-term customer/visitor, the remaining No Limit stalls should be eliminated and converted to 3-hour time limited stalls.

#### Timeframe

Near-term implementation (6-18 months)



<sup>5</sup> This is especially important now, as the Downtown recovers, reacts and transitions out of the COVID-19 pandemic. The focus here is on simplifying the on-street system.

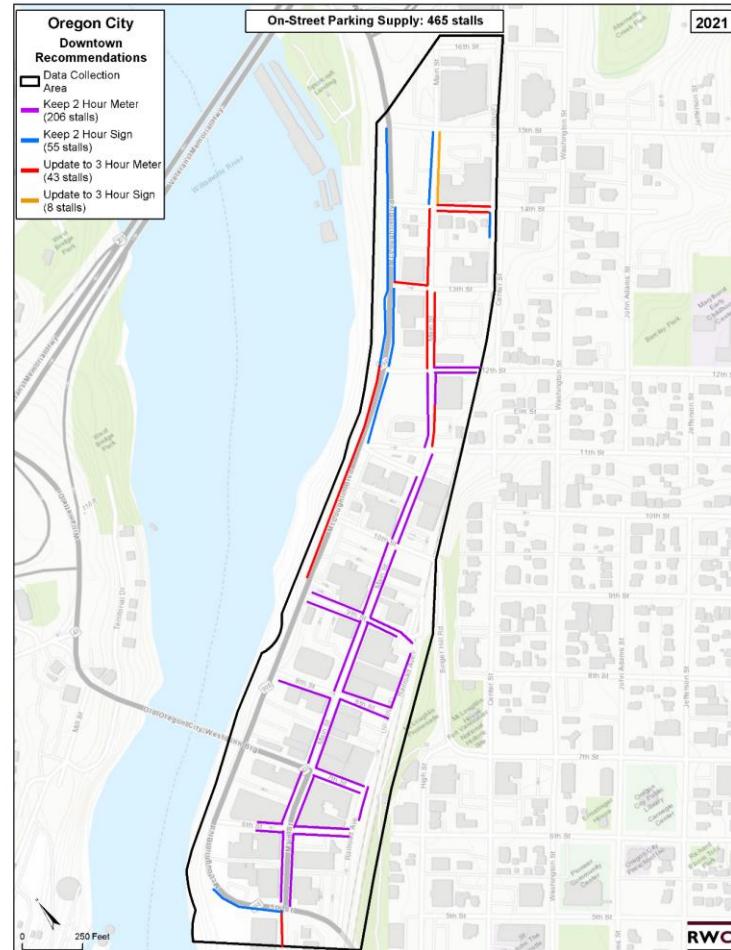
## Strategy 5: Encourage Shared Use Off-Street Parking

## Action Statement

**Continue to encourage off-street shared use parking opportunities in private lots**  
Downtown (for both employee and visitor uses).

## Strategy Description

As noted in the 2009 Parking Management Plan, private off-street parking facilities in some areas have underutilized capacity. The Downtown Oregon City Association (DOCA) has done a terrific job at encouraging employers to create shared use agreements between different users (public and private) to direct parking demand into these facilities to both maximize existing parking resources and minimize overall parking development costs. Establishing more agreements will be important as a reduction in Downtown on-street permits is evaluated (**Strategy 1**) and permit fee adjustments are analyzed (**Strategy 2**). Off-Street shared use parking rates need to be attractive to incent long-term parking off-street, and not in an on-street permitted stall.



## Timeframe

### Near-term implementation (6-18 months)



## Strategy 6: Reduce the Number of On-Street Long-Term Parking Stalls

### Action Statement

**Convert existing 4 and 8-Hour stalls to 3-Hour stalls** in Downtown to encourage short-term visitor/customer stays and transition longer-term stays (3 or more hours) to off-street locations or into other transportation options.

### Strategy Description

With a limited number of on-street stalls in the Downtown, the priority for that system should be for short-term use (2-3 hours). Currently, there are 43 long-term (4 or more hours) on-street metered stalls and 8 long-term (4 hour) on-street time limited stalls within the Downtown on-street system (see map at right).

The average length of stay indicates those stalls are being used for a shorter duration (4-Hour Metered: 2 hours 54 minutes; 4-Hour Signed: 2 hours 20 minutes; and 8-Hour Metered: 1 hour 50 minutes). These 51 stalls should be reassigned as short-term spaces, reflecting the desired high turnover trips indicative of downtown, while also accommodating the average existing user (according to their length of stay). It is recommended that these stalls convert to 3-Hour stalls (metered and signed).

#### Downtown Long-Term Stalls - Current

	4-Hour Metered	8-Hour Metered	4-Hour Signed
Parking stalls	14	29	8

#### Downtown Long-Term Stalls – Proposed Conversion

	3-Hour Metered	3-Hour Signed
Parking stalls	43	8

### Timeframe

Near-term implementation (6-18 months)

## Strategy 7: Adjust Enforcement Hours in Accordance with Current Parking Demand

### Action Statement

**Adjust enforcement hours** to 10:00 AM – 7:00 PM to better account for parking use trends and support evening business hours.

### Strategy Description

Based on the data trends, the on-street occupancy is relatively low in the morning, and then trends upwards by 5:00 PM. Currently, enforcement hours are from 8:00 AM – 5:00 PM Monday-Friday. Consequently, delaying the



start of enforcement until 10:00 AM and extending evening hours until 7:00 PM would provide more management of the on-street system when demand for parking is still relatively high.

#### Timeframe

Mid-term implementation (18-36 months)

### Strategy 8: Initiate Saturday Enforcement

#### Action Statement

**Extend enforcement** (and associated on-street signage) to Saturdays to prioritize customer access to Downtown businesses.

#### Strategy Description

The 2021 weekend occupancy data indicated that parking behavior was similar to the 2016 weekend data, where the on-street system was being well utilized during the afternoon and evening hours. With the average length of stay increasing and the violation rate being over 11% (industry best practice targets 5-7%) in 2021, the on-street system would benefit from encouraging longer-term vehicle trips to off-street options, on-street permit stalls, or alternative modes. To this end, implementing Saturday parking enforcement (and installing appropriate signage) would prioritize on-street stalls for customer/visitor use and improve ease of access to Downtown for this user group.

#### Timeframe

Mid-term implementation (18-36 months)



### **3.2. RECOMMENDATIONS FOR THE BLUFF**

The following strategy recommendations (9 – 13) focus on the Bluff – both the on and off-street parking systems.

#### **Strategy 9: Implement 3-Hour Time Limits on Blocks Adjacent to Commercial Areas**

##### **Action Statement**

**Convert on-street No-Limit stalls** abutting commercial zoned areas to 3-Hour time-limited stalls.

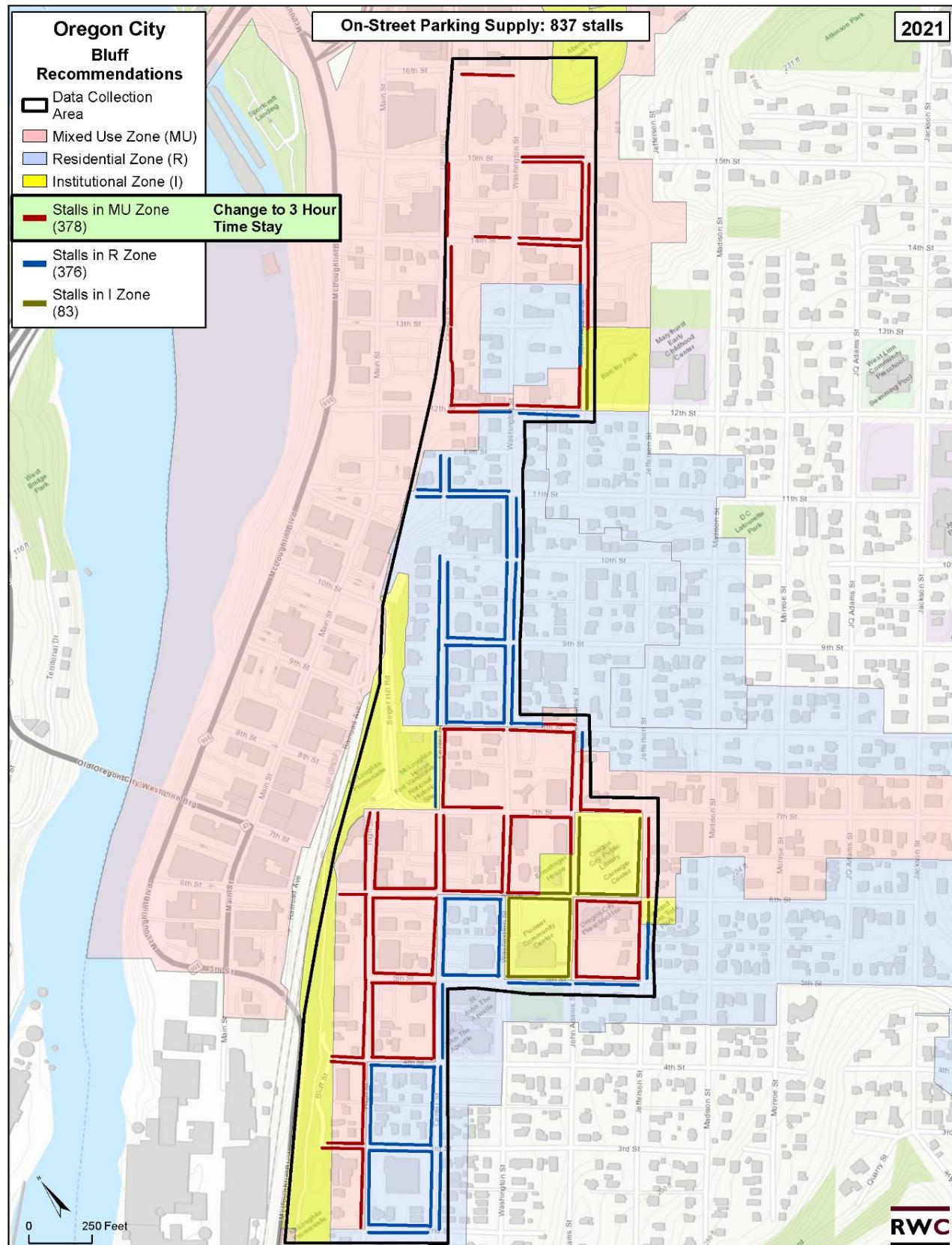
##### **Strategy Description**

This recommended on-street format change is largely centered around 7<sup>th</sup> and Washington as well as further north by 14<sup>th</sup> and John Adams where commercial block faces allow unlimited (No Limit) parking. These two areas contain the most amount of commercially zoned parcels in the Bluff study area, and in order to better serve the customers/visitors of those areas, 3-hour time-limited short-term stalls are recommended to encourage increased turnover and a reasonable customer/visitor time stay to serve local commercial businesses. The map, below, provides an illustrated summary of block faces recommended to transition to 3-hour signed parking.

Implementation of this strategy would need to be in coordination with **Strategy 10** and **Strategy 11** to provide a controlled on-street employee permit program on commercial block faces while protecting residential block faces (through expansion of the current residential permit program on the Bluff) from employee spill over into neighborhoods.

##### **Timeframe**

Mid-term implementation (18-36 months)





## Strategy 10: Sell a Controlled Number of On-Street Employee Parking Permits

### Action Statement

Allow a **controlled number of on-street employee permits** on the commercial streets closest to the elevator.

### Strategy Description

With time-limit changes to commercial streets (**Strategy 9**) as well as an expanded residential permit program (**Strategy 11**), the on-street system on the Bluff will have a higher level of management and limitations for people who seek to park for longer than 3 hours. To mitigate concerns from nearby employees, it is recommended to allow a controlled number of on-street employee permits on the commercial streets closest to the elevator. The permit area may include commercial streets by 3<sup>rd</sup> and High Street. The on-street employee permit system is intended as an interim program, made available at this time because certain on-street stalls have adequate capacity to allow permit use and continue to provide convenient patron access. With a current on-street parking permit program in place, providing additional interim employee parking on-street on commercial streets allows for flexibility as the on-street time-limit format changes take place. It also provides an interim backstop for employee parking demand that would be intended to transition to off-street lots (**Strategy 13**) and/or alternative modes.

### Timeframe

Near-term implementation (6-18 months)

## Strategy 11: Protect Residential Neighborhoods from Commercial Spill Over

### Action Statement

Convert on-street No-Limit stalls abutting residential zoned areas to **2-Hour time-limited/or-by-permit stalls**.

### Strategy Description

Of the 837 on-street stalls located within the Bluff study area, 424 (51%) are No Limit stalls. With the **Strategy 9** recommendation to change time-limits to 3-Hour on block faces abutting commercial streets, people seeking long-term free parking may attempt to use No-Limit stalls in neighboring residential streets on the Bluff. To mitigate this type of spillover and to continue to prioritize and protect residential streets for the abutting residents, it is recommended that the No-Limit stalls abutting residential zoned areas be converted to 2-Hour time-limited/or-by-residential-permit stalls. This strategy would need to be coordinated with the implementation of **Strategy 9** as well as **Strategy 12**. Implementation of this recommendation would come at the request of affected neighborhoods.

See proposed commercial and residential on-street changes in the map associated with **Strategy 9**.

### Timeframe

Mid-term implementation (18-36 months)

## Strategy 12: Expand Residential Parking Permit District

### Action Statement

**Allow expansions of the Bluff's residential permit program** on residential block faces to mitigate any issues arising from commercial parking overspill into neighborhoods. Use the City's existing residential permit program (through revisions, expansions, and/or enforcement) to preserve priority access in these areas for residents and their guests.

### Strategy Description

One dynamic of growing downtowns or business districts are the impacts such growth can have on the neighborhoods that abut these commercial districts. When parking management strategies such as time limits and paid parking are implemented in growing commercial districts, employees will often seek out free and unlimited parking in nearby residential areas. Residential parking permit programs help to address this spillover by requiring parking permits for long-term stays (typically issued exclusively to residents of the permit district).

Signage typically continues to allow short-term stays in these areas without a permit (for residential visitors and customers of the adjacent commercial areas).

In coordination with **Strategy 11**, the on-street parking abutting residential streets will be time-limited allowing short-term stays or longer-term stays with a residential permit. The current residential parking program on the Bluff may need to be evaluated and potentially expanded to accommodate the recommended changes associated with **Strategy 11**. Initiation of this recommendation should be at the request of the neighborhood association(s).

Oregon City has a long standing and successful residential parking permit program. Continued use of the program and continued communication and partnership with the McLoughlin Neighborhood Association will reinforce the City's intent to protect residential parking. Also, conducting periodic data collection in affected neighborhoods per **Strategy 17** can also provide useful information on use of the neighborhood parking system(s), inform the community, and reinforce sound decision making.

### Timeframe

Near-term implementation (6-18 months)





### Strategy 13: Allow for and Encourage Off-Street Shared Use Parking on the Bluff

#### Action Statement

As in the Downtown, **encourage shared use off-street parking** opportunities in private lots to provide parking for long-term users (helping to mitigate spill over in residential areas).

#### Strategy Description

Similar to **Strategy 8** for Downtown, the off-street system in the Bluff is significantly underutilized and has capacity to absorb additional demand for those seeking long-term parking options. As **Strategy 9** and **Strategy 11** change the on-street format in the Bluff, encouraging additional off-street opportunities will be an important option for visitors/customers wanting to stay longer than 3 hours.

#### Timeframe

Near-term implementation (6-18 months)



### 3.3. SYSTEM-WIDE RECOMMENDATIONS

The following recommendations are system-wide recommendations, which echo previous recommendations outlined in the 2009 plan as well as are strategies which are for the entire parking system, to provide key objective performance metrics from which decision can be informed and strategies can be pivoted from.

#### Strategy 14: Allow Exemption Requests to the Standard Time Stay

##### Action Statement

**Create an exemptions process** for Downtown/Bluff businesses to request on-street stalls that are not of the base parking standard (2-Hour/3-Hour), as a means to address quick trips to downtown (e.g., 30-minute stalls, loading zones, etc.).

##### Strategy Description

An important part of any on-street parking system is consistency with base time standards (2-Hours and/or 3-Hours in Oregon City's case), however, the base standard may not always be the right time standard for certain types of businesses, particularly those that rely on very high customer turnover. COVID and a changing economy have led to some behavior changes and businesses, especially retail, has had to adapt to these changes to thrive. For these businesses, such as restaurants, a shorter time stay may be necessary.

A possible draft exceptions process for granting exceptions to the base standard is outlined below. Criteria for evaluating high turnover spaces (as exceptions to the 2 or 3-Hour base standard) would include:

- **High turnover exception spaces will be located at ends of blocks (next to intersections)** to simplify signage and provide easy access (via convenient crosswalks) to all surrounding businesses. Ideally, exemption spaces should not make up more than 15% percent of stalls on a single block face. Exemption spaces, particularly in Downtown Oregon City, can serve businesses on both sides of the street.
- **High turnover exception spaces are limited to 30 minutes in the 2-Hour Base Zone.** It is important to limit the number and types of exceptions to the base standard.
- **High turnover exception spaces will be used for specific types of business.** The requesting business types must have a documented high percentage of short transactions. Examples are dry cleaners, post office/shipping retailers, and ticket agents. A more detailed list of businesses that have such high turnover needs should be established through a collaborative process between the City and the TDM Work Group and be reflective of business types unique to Downtown Oregon City and business types as suggested above.
- **High turnover exception spaces should not be granted where private parking spaces are available.** High turnover spaces will be limited or not approved for businesses that have adjacent off-street private parking lots or private garage spaces for short-term customers.
- **High turnover exception spaces will be used where on-street parking occupancy exceeds 85%.** Utilization data show that occupancy exceeds 85% during the peak hour on block faces adjacent to business, justifying a reduced base time stay standard.
- **High turnover exception spaces will be converted to the base standard where citation data indicate these spaces are not used for short stays.** If citations increase at the location of an exception space, the space is needed for longer-term stays and may be better served at the base standard.



## Timeframe

Mid-term implementation (18-36 months)

### Strategy 15: Continue Public Involvement in Parking Management

#### Action Statement

Establish a **Parking Advisory Committee** to review the Parking Management Plan and to maintain the role of downtown stakeholders, staff, and City leadership to assist in implementation of the updated strategies of this plan. [NOTE: the Oregon City TDM Work Group may already be fulfilling this role]

#### Strategy Description

Active participation by those affected by downtown and the Bluff parking management strategies is best accomplished through an established advisory committee that reviews the performance of the public parking system, serves as a sounding board for issues, periodically review the recommendations presented in this plan, and acts as a liaison to the broader stakeholder community as changes are implemented. The City should continue this process if filled by the Oregon City TDM Work Group.

An added charge for the TDM Work Group could be to assist the Enforcement Manager or parking staff in establishing key parking and access management performance measures that would be routinely quantified, tracked and published in a dashboard format in an Annual Downtown Parking Management Report (see **Strategy 16**). Tracking and communicating system performance, clearly documenting annual changes, and adjusting strategies in areas where performance is not met can be a catalyzing element of any city's parking management program.

## Timeframe

Near-term implementation (on-going)

### Strategy 16: Produce Annual Parking Performance Status Dashboard

#### Action Statement

**Publish an annual Parking Performance Status Dashboard outlining key parking metrics**, such as parking occupancy data, financial information, enforcement performance, etc.



#### Strategy Description

An annual status and performance dashboard will provide consistent tracking of performance measures (and fund status). The information could be presented as an annual summary as well as performance to previous operating years (e.g., three previous years).



An annual report provides transparency within the program and helps inform City leadership and the TDM Work Group of opportunities, challenges, strategy implementation progress, and system performance. This reinforces and facilitates decision-making. The report would be presented by the Enforcement Manager/City staff to City Commission and made available on the City's parking website.

Minimum performance “success measures” can be developed with the TDM Work Group. The measures bullet-pointed below are useful examples of metrics other cities track and incorporate into their annual summary reports. The final list of success measures should be developed in collaboration with the TDM Work Group and tailored to the Oregon City system.

- Downtown Parking Management District boundary (i.e., map)
- City lot locations and stall totals
- Rate schedules for on-street meters, off-street (by lot), and permits by type (on, off-street and residential)
- Revenue/Expense Summary
  - Program revenue
  - Program expenses
  - Surplus/deficit
- Number of permits sold (average month)
  - On-street permits (downtown)
  - Off-street permits (downtown)
  - Residential permits
- Citations issued
  - Number of citations issued / dollar value of citations
  - Number of citations voided, or waived / dollar value of citations voided or waived
  - Number of citations outstanding (unpaid)
- Peak Occupancy (as measured in **Strategy 17**)
  - On-street
  - Off-street by lot/garage
  - Areas of constraint (based on 85% Occupancy Standard)
  - Other measures of utilization (turnover, average length of stay, violation rate, etc.)
- Customer service (routine tracking and reporting of customer complaints, recommendations and other input from users and stakeholders)

#### Timeframe

Mid-term implementation (18-36 months)

#### Strategy 17: Measure Performance - Parking Utilization

#### Action Statement



Develop a reasonable schedule of data collection to assess performance for both the Downtown and the Bluff.

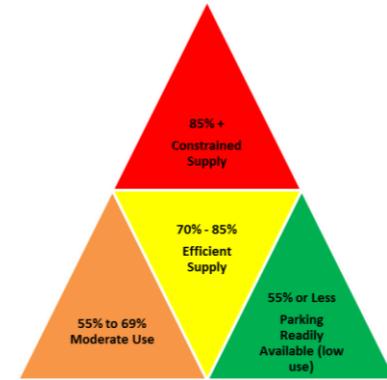
### Strategy Description

A foundational element of this parking management plan is the facilitation of decision-making with accurate data. The Guiding Principles, developed in 2009, referenced use of the 85% Occupancy Standard which requires routine data collection. Data can be used by the City and stakeholders to inform decisions (e.g., rates, fees, management of permit systems), track use, and objectively measure success.

As such, a system for routine data collection should be established. The system does not need to be elaborate, but it should be consistent and structured to answer relevant questions about occupancy, seasonality, turnover, duration of stay, patterns of use, and enforcement. Data findings should be published (see **Strategy 16**) and presented in a format that compares previous years. Parking occupancy and/or utilization studies and updates should be conducted at least every 2 – 3 years.

Occupancy and /or utilization data<sup>6</sup> should, at minimum, be collected for:

- Downtown & the Bluff on-street parking (occupancy and/or utilization)
- Publicly owned off-street parking (occupancy)
- Adjacent residential parking areas, as necessary (occupancy and recording displayed permits)
- Private off-street facilities to measure shared parking opportunities (occupancy)



### Timeframe

Mid-term implementation (18-36 months)

<sup>6</sup> An *occupancy study* generally records parked vehicles within a supply on an hourly basis over a prescribed operating day (at minimum, hours of enforcement). A *utilization study* includes occupancy counts, but also records vehicle license plates and observed permits. A utilization study allows for measuring average durations of stay, number of permits in use, rates of stall turnover, and rates of violating time stays.



## 4.0 Summary

Despite the COVID pandemic, Oregon City is moving forward in the right direction, with a bustling and historic Downtown and continued growth and development changes on the Bluff. With growing visitor and customer demand, Oregon City will face additional pressure on its existing parking supply, so managing the on and off-street systems based on established performance measures will be important to minimize conflict, ensure efficient access for users, and continue to adhere to the established Guiding Principles for the system. The strategies above represent a toolbox of methods that reaffirm, update, and strengthen the 2009 Parking Management Plan.

This report recommends parking management strategies that directly address these issues through data analysis, observation, stakeholder input, and strategic partnerships. At this time, these updated strategies are in draft form and will require additional review and input from stakeholders, City staff, and the City Commission. This document is intended to facilitate conversations that will lead to affirmation of an updated plan that is adopted and actively implemented.



## 5.0 Strategy Summary Table

The following table summarizes the strategies recommended in **Section 3**. This summary can be used as a concise outline of all recommendations and as a checklist of actions recommended as updates to the 2009 Parking Management Plan.

Management Focus Area	Strategy	Action	Timeframe
<b>Downtown</b>	1: Reduce On-Street Permits Issued in the Downtown	Continue to reduce the number of on-street permits issued for use in the Downtown.	Near-Term (6-18 months)
	2: Reevaluate On-Street Monthly Permit Fees	Evaluate increasing fee of monthly parking permits in the public supply (on- and off-street) to honor 85% occupancy standard and to minimize existing waiting list (find market demand).	Near-Term (6-18 months)
	3: Standardize On-Street Meter Rates	Standardize all on-street meter hourly rates throughout the Downtown, so that hourly rates are consistent in all metered on-street stalls in Downtown Oregon City.	Near-Term (6-18 months)
	4: Eliminate On-Street No-Limit Stalls in the Downtown	Eliminate the remaining No Limit On-Street stalls downtown to encourage short-term visitor/customer stays and transition longer-term stays (3-hours plus) to off-street options or alternative modes.	Near-Term (6-18 months)
	5: Encourage Shared Use Off-Street Parking	Continue to encourage off-street shared use parking opportunities in private lots Downtown (for both employee and visitor uses).	Near-Term (6-18 months)



Management Focus Area	Strategy	Action	Timeframe
<b>The Bluff</b>	6: Reduce the Number of On-Street Long-Term Parking Stalls	Convert the 4 and 8-Hour stalls to 3-Hour stalls in Downtown to encourage short-term visitor/customer stays and transition longer-term stays (3-hours plus) to off-street options or alternative modes.	Near-Term (6-18 months)
	7: Adjust Enforcement Hours in Accordance with Current Parking Demand	Adjust enforcement hours to 10:00 AM – 7:00 PM to better account for parking use trends and support evening business hours.	Mid-Term (18-36 months)
	8: Initiate Saturday Enforcement	Extend enforcement to Saturdays to prioritize customer access to street-level businesses.	Mid-Term (18-36 months)
<b>The Bluff</b>	9: Implement 3-Hour Time Limits on Blocks Adjacent to Commercial Areas	Convert on-street No-Limit stalls abutting commercial zoned areas to 3-Hour time-limited stalls.	Mid-Term (18-36 months)
	10: Sell a Controlled Number of On-Street Employee Parking Permits	Allow a controlled number of on-street employee permits on commercial streets in proximity to the elevator.	Near-Term (6-18 months)
	11: Protect Residential Neighborhoods from Commercial Spill Over	Convert on-street No-Limit stalls abutting residential zoned areas to 2-Hour time-limited stalls or by permit.	Mid-Term (18-36 months)
	12: Expand Residential Parking Permit District	Expand the Bluff's residential permit program to mitigate any issues arising from commercial parking overspill into neighborhoods.	Near-Term (6-18 months)



Management Focus Area	Strategy	Action	Timeframe
	13: Allow for and Encourage Shared Use Off-Street Parking on the Bluff	As in the Downtown, encourage shared use off-street parking opportunities in private lots to provide parking to long-term users (helping to mitigate spill over in residential areas).	Near-Term (6-18 months)
<b>Reaffirm Previous Recommendations</b>	14: Allow Exemption Requests to the Standard Time Stay	Create an exemptions process for Downtown/Bluff businesses to request on-street stalls that are not of the base parking standard (2-Hour/3-Hour), as a means to address quick trips to downtown (e.g., 15/30/60/90 minute stalls, loading zones, e-deliveries).	Mid-Term (18-36 months)
	15: Continue Public Involvement in Parking Management	Establish a Parking Advisory Committee to review the Parking Management Plan and to maintain the role of downtown stakeholders, staff, and City leadership to assist in implementation of the updated strategies of this plan. (NOTE: the Oregon City TDM Work Group may already fulfilling this role)	Near-Term (6-18 months)
<b>System-wide Recommendations</b>	16: Produce Annual Parking Performance Status Dashboard	Publish an annual Parking Performance Status Dashboard outlining key parking metrics, such as parking occupancy data, financial information, enforcement performance, etc.	Mid-Term (18-36 months)
	17: Measure Performance - Parking Utilization	Develop a reasonable schedule of data collection to assess performance for both the Downtown and the Bluff.	Mid-Term (18-36 months)



## **Appendix A: Inventory Summary Report**



## **Appendix B: Data Summary Report**