Task 2.3: Downtown Stakeholder Interview Summary
Task 2.4: Parking Policy and Data Memorandum (Final)

April 12, 2021 (v2)

1.1   Scope Description

With the City of Madras, this project is supported through the Transportation and Growth Management (TGM) Program, a partnership of the Oregon Department of Land Conservation and Development (DLCD) and Oregon Department of Transportation (ODOT). The Transportation and Growth Management program (TGM) recognizes land use decisions affect transportation options, and transportation decisions influence land use patterns. TGM encourages cities like Madras to take advantage of assets they have, such as existing urban infrastructure, and walkable downtowns and main streets.

The primary intent of this Parking Policy and Data Memorandum is to document the City's current parking policies in the Downtown Parking Study Area, including the following task elements as described in the project scope of work:

- Evaluate current parking policies in the Downtown Parking Study Area (see **Figure A**, page 3), including current provisions found within the City's development code and polices related to the overall intent and purpose for parking management in the downtown. Primary sources include the Madras Comprehensive Plan, Transportation Systems Plan, Urban Renewal Action Plan, Revitalization Toolkit, and other documents provided by City.
- Document local perceptions of the downtown parking environment and challenges that the City has faced regarding parking downtown based on a series of Parking Stakeholder Interviews (Task 2.3).

An inventory of the on- and off-street parking system within the Study Area (Task 2.1) is included as an appendix to this memo (**Appendix A**). If conducted, a study of downtown parking utilization (Utilization Survey - Task 2.2) will be added as an appendix.[1]

---

[1] At the time of this writing, the City has not determined the timing for the contingent Task 2.2 Utilization Survey. Issues related to the COVID-19 pandemic are driving that decision.

1.2   Executive Summary

Sections 1.3 through **1.8** provide a detailed outline of the Parking Policy and Data evaluation. Summary findings from the broader review include:

Assessment of City Policy Documents

- Review of the City's Comprehensive Plan, Transportation System Plan, and Urban Renewal Action Plan do not point to any formally established parking policies in the Downtown Parking Study Area.
- These documents do provide policy and goals for establishing efficient transportation networks, more compact development, and redevelopment (through better use of vacant land), but nothing specific to parking or parking management.
- Moving forward, working to better integrate formal policies and objectives for parking will enhance the City's broader transportation, land use planning, development, and urban renewal policies.

Assessment of Other City Documents (Revitalization Toolkit)

- Though not a formal policy document, Civilis Consultants' *2019 Revitalization Toolkit* report spoke clearly to the role of parking in the growth and revitalization of downtown.
- Elements derived from this report can inform future discussions and planning related to establishing policies for parking management in downtown Madras, particularly as related to creating a parking management plan and consideration of how parking minimums may not align with current urban form goals.

Assessment of the Madras Municipal Code

Several recommendations for revisions to Chapters 3 and 10 of the Municipal Code are presented. These considerations are mostly definitional, clarifying parking in the downtown and setting the City up to better anticipate future parking activity and management of the downtown supply.

- Language is suggested as to the purpose and intent of parking, possibly for inclusion in Chapter 10 – Article IV. As in other City policy documents, the code does not give clear input into policy as to purpose and intent for parking.
- Many cities incorporate such language in their codes, but they could also be addressed in a separate policy context, with the suggested policy goals formally integrated into another City policy document.
- The goal here is to ensure that the parking code reflects and is supported by clear policy outcomes for parking in Madras.
- Minimum parking requirements for new development in the code appear excessive and do relate to the *actual demand* for parking generated by a use. The review provided two approaches used by other cities to better calibrate their parking requirements to desired land use outcomes: reducing minimums or eliminating minimums.
- A broader evaluation of the existing parking development code is recommended with the intent to, at minimum, reduce parking requirements for the downtown.

Summary of Downtown Stakeholder Interviews

A series of five stakeholder focus group meetings were held on Thursday, March 25 and Monday, March 29, 2021 to discuss key issues and desired solutions related to access and parking in Downtown. Across all five meetings, there were a total of 13 participants, including one participant who submitted comments via email. Summarized below are themes that were consistent across the five group meetings.

- Customers should have priority access to the most convenient parking areas.
- Signage and wayfinding should be improved to help direct customers and visitors where to park.
- Improved communication among Downtown business owners is a strong desire among most stakeholders to coordinate shared parking spaces and employee and customer parking.
- There is interest in strategies to formalize more shared parking in Downtown.
- Most stakeholders would prefer implementing incremental, goal-oriented strategies, starting with incentives and collaboration rather than a more heavy-handed, enforcement-based approach.
- Many stakeholders are open to reduced or more flexible off-street parking requirements.
- Traffic volumes, trucks, and high speeds on 4th and 5th Street is a common safety concern.
- Preserve Madras' small-town feel. Any parking management strategies should strive to maintain Madras' inviting, welcoming feel.

Figure A: Downtown Study Area
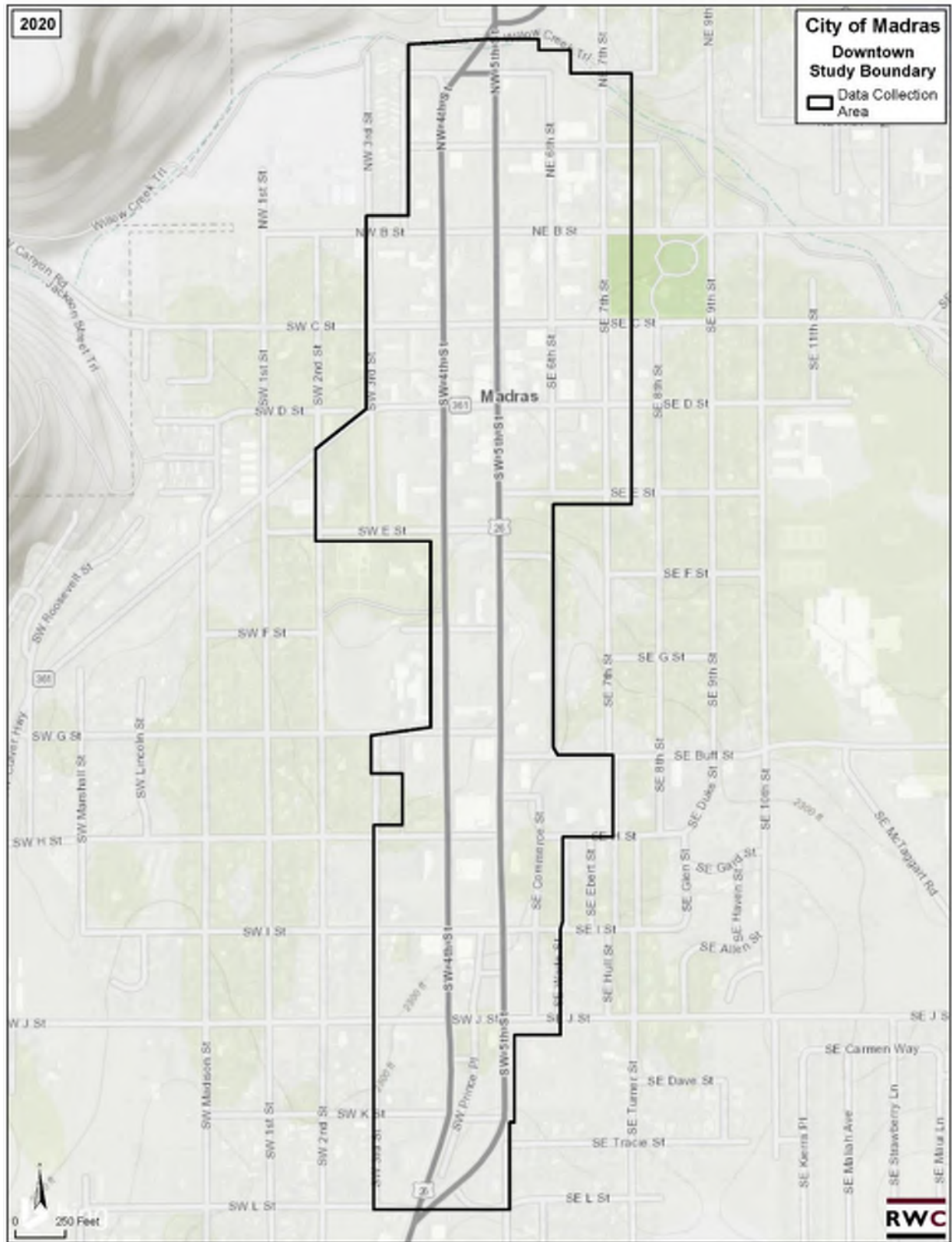
1.3   Background

One of the most significant challenges of managing a municipal parking system is trying to accommodate the needs of competing user groups. The parking system simply cannot serve all users' needs equally, particularly when the demand for a space occurs during similar peak times. Parking is a scarce and costly resource that needs to be prioritized for the highest and best use.

With a clear understanding of who has priority to a parking spot, polices can be developed that "get the right user to the right space." This outcome should be reflected both in a city's parking policy framework and, subsequently, in its code regulations which are established to ensure parking priorities are delivered.

Knowing there is a limited supply of parking, city parking managers must make decisions regarding who should get priority access to specific stalls. Further, when one group is not prioritized, city parking managers must consider how and in what form their parking needs should or should not be accommodated. Industry best practices emphasize that there should be a high level of clarity and agreement in identifying priority users of the parking system, particularly for publicly-controlled on- and off-street resources. With a clear understanding of who has priority to a parking spot, policies can be developed that "get the right user to the right space." This outcome should be reflected both in a city's parking policy framework and, subsequently, in its code regulations which are established to ensure parking priorities are delivered.

1.4   Documents Reviewed

Specific documents reviewed for this assessment included the following:

A.   City Policy Documents

- Madras Comprehensive Plan (as amended to July 24, 2018)
- 2018 Madras Transportation System Plan
- 2016 Urban Renewal Action Plan

B.   Other Documents

- 2019 Revitalization Toolkit

C.   Madras Municipal Code

- Chapter 1 – General Provisions (particularly 1.05 General Provisions)
- Chapter 3 – Revenue and Finance (particularly 3.05 – Rates and Fees)
- Chapter 10 – Vehicles and Traffic
- Chapter 18 – Development Code

These documents provide insights into the status of specific policies related to parking management as well as the translation of parking policies into the municipal code.

1.5 Assessment of City Policy Documents (Parking)

Each of the specific policy documents evaluated (see **Section 1.4. A**) did not have language or guidance specifically related to goals, objectives, or intent related to parking management, in general nor within the Downtown Parking study area. With that said, there are certainly policies and goals within these documents that are highly supportive of more strategic parking management. A summary of supporting goals and objectives within these documents is provided below.

Madras Comprehensive Plan (as amended to July 24, 2018)

The Comprehensive Plan serves as a guide for future community leaders in navigating the public planning process and making land use decisions that support a vital city. Section III of the Plan provides fourteen goals, with corollary policies for land use planning.[2] Parking is not specifically addressed, but several Comprehensive Plan goals and policies that would be supported through strategic parking management include:

- **Goal 9: Economic Development**

  Policy 5. Encourage redevelopment of vacant and underutilized downtown commercial properties through fiscal policy, zoning regulations, and streamlined permitting.[3]

- **Goal 12: To provide and encourage a safe, convenient, and economical transportation system.**

  Policies A – E. The City shall maintain and improve the City's street network policies.[4]

- **Section IV: Land Use Element[5]**

  The Land Use Element of the Comprehensive Plan allocates land resources within the planning area and describes uses allowed within each designation. These are formal policy statements intended to assist in achieving the goals, objectives, and other policies of the Plan.

  Through this Element, the City wants to **enhance the existing downtown and existing and emerging commercial areas, and to ensure that future development and redevelopment in those areas will contribute to a vibrant and successful commercial district**. To help accomplish this goal, Policy A.5. C-2 Downtown Commercial was added. This new designation was translated into the City Development Code in Chapter 18.15.070.[6]

---

[2] *Madras Comprehensive Plan.* Section III begins on page 100.
[3] Ibid. Page 125.
[4] Ibid. Pages 120 – 130. There are no specific references to the beneficial impacts of parking management or alternative mode enhancements in the supporting policies Goal 12 subsequent policies (A – E on pages 129-130). Supporting policies more specifically address traffic and road improvements.
[5] Ibid. Pages 131 – 132.
[6] See review and evaluation of the Development Code below.

Policy A.5. C-2 Downtown Commercial. The City has a strong commitment to foster a vibrant downtown. The C-2 Downtown Commercial designation is intended for commercial areas in and near the historic city center. New development in this district must be appropriate in scale and design to the existing downtown area. Private development and redevelopment and public improvements in the downtown district should enhance the pedestrian environment and provide a mix of uses and services. *Uses that are predominantly auto-dependent do not support these goals and are, therefore, restricted in Downtown Commercial areas* [emphasis added].

In a sense, the C-2 Downtown Commercial designation, argues for parking management (limiting auto dependent uses) without specifically providing language that would support policy and strategy that better integrates parking and alternative modes.

2018 Madras Transportation System Plan

The City's Transportation System Plan (TSP) provides a vision to guide future transportation investments and policy decisions for the community of Madras. The TSP identifies and prioritizes the transportation system investments and policies needed to meet existing and future community needs. The TSP does not speak directly to policies or goals related to parking or parking management. However, several TSP goals and policies would be supported through strategic parking management; these are outlined below.[7]

- **Goal 1: Mobility and Connectivity**

  TSP Text: Promote a transportation system that provides efficient connections for all users within Madras and meets existing and future mobility needs.

  Connection to Parking Management: Parking is one of several modes of access, along with transit, biking, walking, and ridesharing. Each should be recognized and managed in an integrated manner to support existing and future mobility needs.

- **Goal 2: Economic Development**

  TSP Text: Provide a transportation system that supports existing industry and encourages economic development and job creation in the City, especially within key development areas. Improve short- and long-term transportation infrastructure to support local and regional travel and livability.

  Objectives. Develop and *promote a multimodal transportation network* that supports existing industries and economic diversification in the future, *especially in the downtown core* (emphasis added).

  Connection to Parking Management: The goal here is a multi-modal transportation network. Parking management is a key factor (through code, strategic management, pricing, etc.) and catalyst for successfully supporting other access modes.

---

[7] *City of Madras, Transportation System Plan (March 2018),* pages 19 – 21.

- **Goal 4: Multimodal Users**

  TSP Text: Provide a multimodal transportation system that permits the safe and efficient transport of people and goods through active modes.

  Connection to Parking Management: Again, parking is but one mode within the multimodal equations.

- **Goal 5: Environment**

  TSP Text: Provide a transportation system that balances transportation services with the need to protect the environment.

  Objectives. Develop a multimodal transportation system that avoids reliance upon one form of transportation and that minimizes energy consumption and air quality impacts.

  Connection to Parking Management: Parking management that recognizes parking as a part of the broader multimodal equation and is managed to assure that parking is right sized (not over built) supports the environmental goal.

2016 Urban Renewal Action Plan

At the time of the 2016 Urban Renewal Action Plan Update, significant public investment had successfully improved public open space, the aesthetic appeal of the entry to the city, and transportation access into and through the city at its north and south ends. At the same time, Madras' commercial core had seen limited new development and was not functioning as the vibrant hub of commercial activity that residents desired.

The 2016 Action Plan revisited community priorities from previous planning efforts and re-visioned the roadmap for the urban renewal agency's work within the District for coming years. The Madras Redevelopment Commission's (MRC) goal for the Action Plan update was to identify a targeted set of investments to create a competitive advantage for Madras. The investments were intended to generate tax increment, support development on underutilized and vacant sites, and catalyze additional development throughout the District.

As with the Comprehensive Plan and the Transportation System Plan, the 2016 Urban Renewal Action Plan has no specific policies or goals directly related to parking or parking management.[8] However, several goals and objectives related to improving investments in transportation connections and facilitating development and redevelopment within the downtown and general urban renewal area would be supported and enhanced through strategic and active parking management. For instance, correlating access goals across modes, establishing priorities for visitor access, better defining the role of the City and private sector in creating shared parking supplies, and assuring right sized parking within the code are strategies that will augment policy elements of the Urban Renewal Action Plan.

---

[8] Reference is made to the 2002 Urban Renewal Plan which envisioned development of "convenient, attractive parking facilities."

Summary – Assessment of Parking Policies (City Policy Documents)

The policy documents reviewed do not point to any formally established parking policies in the Downtown Parking Study Area. The policy documents do target policy and goals for establishing efficient transportation networks, more compact development, and redevelopment (through better use of vacant land). The desired outcome is a vital downtown with thriving businesses and institutions. Parking and parking management support many of the policies reviewed. Moving forward, working to better integrate formal policies and objectives for parking will enhance the broader transportation and development policies within these documents.[9]

1.6   Assessment of Other City Documents (Parking)

2019 Revitalization Toolkit

In 2019, the Madras Redevelopment Commission, the Madras Chamber of Commerce, and the City of Madras hired Civilis Consultants to study the downtown core and identify opportunities for economic improvement. Findings and recommendations were compiled into a report that recommended tools for businesses, property owners, and the public sector, with a focus on creating brands and increasing sales per square foot in downtown. Specific to a "parking plan," recommendations were made for both the role of off-street and on-street parking.[10] These elements from the Toolkit can inform downtown parking policies in the future are summarized below. For purposes of this review, the Civilis Consultant recommendations have been separated into four categories.

- **General Policy**
    - Form a Parking Subcommittee or Work Group to provide a forum for discussing and addressing parking issues.
    - Create a Downtown Parking Plan with clear priorities for use of the parking supply.
    - Start collecting data to facilitate an objective understanding of parking use and to inform decision making.

- **On-street Parking**
    - Clearly stripe all on-street parking to facilitate ease and convenience of use and slow traffic within the downtown, which is good for pedestrians, and good for business.

- **Off-street Parking**
    - Improve parking lots (and sidewalks) to be used to advantage, creating identity, generating revenue, and providing a necessary buffer from busy traffic on fast corridors.
- **Development Code**
    - Remove parking minimums for commercial uses to encourage the adaptive reuse of existing structures, making it easier to tenant with active uses, and supporting development and site intensification on larger lots.

---

[9] As part of Task 3.1, the consultant team will address the need for clearer policies for parking within the framework of a Downtown Parking Management Plan.
[10] Civilis Consultants, *Revitalization Toolkit (2019)*. See specifically pages 68 – 70.

Summary – Assessment of Parking Policies (Revitalization Toolkit)

Though not a formal policy document, the Civilis Consultants' report spoke clearly to the role of parking in the growth and revitalization of downtown. Elements derived from this report can inform future discussions and planning related to establishing policies for parking management in downtown Madras.

1.7   Madras Municipal Code

The following analysis provides an overview of the Madras Development Code's provisions as related to regulation of parking, parking management, and delivery of parking services. The intent is to understand the code provisions related to parking in the downtown and offer recommendations to augment policy guidance and improve regulatory standards within the code. The intended outcome is to help facilitate a more successful parking program and align the code with parking policy and goals.

A review of the Municipal Code found references to parking, or areas that could better address parking if additional clarification were provided, in the following chapters:

- Chapter 3 – Fees and Rates
- Chapter 10 – Vehicles and Traffic
- Chapter 18 – Development Code

Title 3 – Revenue and Finance, Chapter 3.05 – Fees and Rates

Council Powers

- 3.05.020 - Establish fees

Current language in 3.05.020 – Establish fees, empowers the City Council to establish "rates, charges and fees" for several services, ranging from land use applications to inspection permits. To better align this code provision with parking (particularly 10.05.390 – Penalties) the following revisions are proposed. Current language would be amended to say:

> "The City Council is empowered by this chapter to establish from time to time, by resolution, rates, charges and fees for any applications for land use, comprehensive plans, annexations, boundary adjustments, conditional use permits, land partitionings, planned unit development, site plan reviews, subdivisions, vacations, variances, zone or text amendments, building, construction and inspection permits, ***parking permits, parking meter fees and rates, parking fines and citations,*** City tax and business licenses and other fees commonly charged by the City of Madras, including but not limited to charges by the Police Department, water rate charges, sewage facility fees, sewer rates and charges, and connection fees." [NOTE: suggested changes are in ***bold italic***]

Title 10 – Vehicles and Traffic, Chapter 10.05 – Traffic Control

General Code Guidance

- 10.05.030 - Definitions[11]

To support future parking management, it may be necessary to add definitions in this code section, to provide definitions that cover both existing parking as well as future parking options that the City may implement. These added definitions will also support language found in 10.05.040 – Powers of Council and 10.05.190 – Method of Parking.
The following additions are provided for consideration:

- **Metered Parking** means any time-limited parking stall or parking area where use of parking is limited by a posted maximum time allowance and requires payment of a stated fee or charge for use, whether by coin, credit/debit card, or virtual payment (on-line payment or database record).
- **Parking Space or Parking Stall** means an area located in the public right-of-way on-street, in surface lots, or in garages that is available to park a vehicle by an authorized user (hourly, daily, and/or overnight).
- **Parking Permit** means a document, card, hang-tag, sticker, or chip for display in a vehicle, as well a virtual (data base record), showing that the driver of the vehicle has permission to park in a specific area and including the terms and conditions of use.
- **Time-Limited Parking** means any parking space or parking area where use of parking is limited by a posted maximum time allowance. Time-limited parking may or may not require payment of a fee or charge.
- Types of Parking

    - **High turnover parking stalls** means any parking stall signed or metered for stays of less than 1 hour.
    - **Short-term parking stalls** means any parking stall signed or metered for stays of 1 to 4 hours.
    - **Long-term parking stalls** means any parking stall signed or metered for stays of more than 4 hours.

Policy Guidance – Purpose and Intent

- Chapter 10.05 - Article IV – Parking Regulations

Based on the premise that growth in the downtown (and other emerging commercial and residential areas) will require an integrated and comprehensive package of strategies, it is important to establish clear priorities to facilitate an efficient and successful parking program. Many cities include in their codes a section called "purpose and intent" (e.g., Portland, Roseburg) or "legislative findings" (e.g., Corvallis), which serve as pre-sections of a code chapter. The goal of purpose statements is to create a relationship between code regulations and a priority intent. Without clear and consensus priorities, it becomes difficult to initiate solutions requiring changes

---

[11] Some or all definitions here might also be applicable to 18.05.030 – Definitions, which is specific to the Development Code. Proposed definition revisions here (in Chapter 10) focus on vehicles and traffic.

to the parking system (and the status quo) and form partnerships between stakeholders that facilitate success. The code should reflect this.[12]

At present, Chapter 10.05, Article IV – Parking Regulations, of the code does not include any reference to <u>parking policy</u> priorities, though there is reference to State law related to <u>traffic laws</u> in 10.05.020. As discussed earlier, the Comprehensive Plan, Transportation System Plan, and the Urban Renewal Action Plan are silent on parking policy. As regards transportation "policy," these documents provide guidance that is heavily weighted to street systems and new transportation infrastructure.

We recommend adding a new section preceding 10.05.190 – Method of Parking, called Purpose and Intent – Parking and Parking Management. This would preserve 10.05.020, which specifically refers to policies related to traffic. The new section might read:[13]

"Where parking is regulated, the City of Madras intends to:

1. Coordinate parking in a manner that supports the City's vision for an emerging downtown district and its adjacent neighborhoods, establishing efficient transportation networks, more compact development, and redevelopment opportunities.
2. Achieve parking operations that are financially sound and self-sustaining, taking into consideration affordability and efficiency.
3. Capitalize on strategic investments in technology to improve parking management and the user experience.
4. Manage the on-street system to provide a rate of turnover that supports district vitality.
5. Reduce conflicts for access between users, prioritizing visitor access in commercial districts and residents and their guests in neighborhoods.
6. Provide sufficient parking to meet employee demand, specifically in conjunction with City-owned off-street facilities and other reasonable travel mode options or transportation demand management programs.
7. Be supportive of the City's goals for Downtown by managing parking to encourage a variety of modes of travel.
8. Use performance measurements and reporting to ensure the intent and purpose for parking management are achieved."

This revision would create a straightforward and easy to articulate outline of purpose and intent that will better inform the public (and readers of the code) as to the need for parking management when certain conditions require City actions and programs. It will better clarify actual code regulations as they would be tied to stated priorities.

---

[12] The considerations suggested here could also be evaluated in a separate policy context, with the suggested policy goals below formally integrated into another City policy document. The goal here is to ensure that the parking code reflects and is supported by clear policy outcomes for parking in Madras.

[13] Ideally, priority policies and goals for the parking system would emanate from a community/stakeholder process as has occurred previously in the City's Comprehensive and Transportation System Plans.

Title 18 – Development Code

18.15.070 (C2) - Downtown Commercial

The Downtown Study Area most closely correlates to 18.15.070 (C2) - Downtown Commercial, which is also referenced in the Comprehensive Plan.

18.15.070 provides guidance for development within three established commercial districts, which includes Downtown Commercial (C-2). The full range of permitted, conditional, and prohibited land uses are described in Table 18.15.070- 1- Uses in the C-1, C-2, and C-3 Zones.

Language specific to parking regulations for these land uses (building types) in the C-2 district are outlined in 18.15.070 1(5) which states "Parking must meet the requirements of MDC Table 18.25.050-1 in MDC 18.25.050" (see **Table 1**).

As in most city codes around the United States, parking requirements are arbitrary and unrelated to the actual demand for parking generated by a use. There is no valid tie back from the code requirements to the actual demand for parking generated by a use Exploring future parking need within the context of actual demand can aid the City in refining its parking code and realistically planning for the urban form envisioned in both the Comprehensive and Transportation System Plans.

The downtown of Madras consists of a variety of uses including retail, restaurant, office, and other uses. Currently, parking "demand" for those uses in Madras is *assumed* by the code's numerical Required Vehicles standards (Table 18.25.050-1). As in most city codes around the United States, these code parking requirements are arbitrary. There is no valid tie back from the code requirements for built parking stalls to the *actual demand* for parking generated by a use. To this end, exploring parking need within the context of actual demand can aid the City in refining its parking code and realistically planning for desired land use and urban form outcomes. Options to explore include reducing minimum parking requirements or eliminating minimum requirements. Both options are evaluated below.

Reducing Minimum Parking Requirements

As **Table 1** demonstrates, there are a wide range of parking requirements developers must meet when assembling a development. Each building type category is treated separately in the code. As such, parking demand is assumed to be unique to the land use it is required to serve. A mixed-use development (e.g., a combination of office, retail, residential) may have different activity demands between uses that could be blended to create efficiencies. However, the code requires that parking demand be "stacked," assuming peak demand for any use cannot be contrasted to peak demand for another use. As such, parking overbuild is likely as the code does not anticipate opportunity to share uses, which would support less parking built and land more efficiently developed. These requirements are one of the most significant factors shaping how our cities are built and laid out.

To this end, existing parking requirements in Madras could be influencing urban form in the preponderance of land currently committed to surface parking lots. Evidence of this is illustrated visually in **Figure B**, which locates 142 off-street parking facilities with 3,151 parking stalls within the downtown Madras study area. As the figure demonstrates, a significant amount of land in downtown is dedicated to surface parking.

Table 1: Table 18.25.050-1. Required Vehicle Parking

BUILDING TYPE	PARKING SPACES REQUIRED (Spaces per 1,000 sq. ft. unless otherwise noted)
COMMERCIAL AND INDUSTRIAL	
Office Buildings, Banks	2.5 spaces
Business and Professional Services	2.86 spaces
Commercial Recreational Facilities	10.0 spaces
Shopping Goods (Retail)	2.86 spaces
Convenience Goods (Retail)	2.86 spaces
Restaurants	10.0 spaces
Personal Services and Repairs	2.86 spaces
Manufacturing	2.0 spaces
Warehouses	1.0 spaces
Wholesale	1.5 spaces
RESIDENTIAL	
Single Family Dwelling	1.0 spaces per dwelling unit
Townhomes	See MDC 18.30.190(3)(f)
Accessory Dwelling Units	1.0 space per ADU
Multifamily Dwellings	1.0 space per dwelling unit
Hotels	1.0 space per bedroom
Motels	1.0 space per bedroom
PUBLIC BUILDINGS	
Museums and Libraries	3.3 spaces
Public Utilities	3.3 spaces
Welfare Institutions	2.5 spaces
MEDICAL BUILDINGS	
Medical and Dental Offices	2.86 spaces
Hospitals	2.86 spaces
Convalescent Homes or Assisted Living	1.0 space per 2 patient beds or 1.0 space per apartment unit
AUDITORIUMS	
General Auditoriums and Theaters	0.25 spaces per seat
Stadiums and Arenas	0.25 spaces per seat
School Auditoriums	0.10 spaces per seat
University Arenas	0.10 spaces per seat

Unlike development of free-standing uses in suburban locations, downtowns (like Madras) are more commonly characterized as mixed-use environments served by a combination of on-street and off-street parking supply where users typically park once to access multiple land uses. In other words, the downtown parking supply is shared, serving a variety of land uses in a downtown (e.g., retail, restaurant, office, institution, etc.) that often display varied patterns of peak activity—whether that be weekdays, evenings, or weekends. To this end, assessing parking demand for a downtown is best determined using a "blended mixed-use rate of demand" for the entire downtown area. This is like treating all uses in the downtown as one might envision a shopping mall (with a mix of businesses) sharing a single supply of parking.

Many cities have begun to modify their existing parking minimums downward using data derived from parking occupancy studies. Such studies identify peak parking hours (when the most vehicles are parked in the combined on and off-street supplies - public and private) and correlating that to actual occupied building area. **Table 2** provides results of such analyses in several West Coast cities.[14]

Data from these types of studies have led cities to realize that traditional "stacked" code requirements are inefficient, with an *average required overbuild* of up to 0.95 stalls per 1,000 SF of built land use. These cities have reevaluated and refined their minimum parking codes to:

- Recognize the mixed use, shared nature of downtowns.
- Better reflect true parking demand in their unique downtowns.
- Correlate parking need with land use visions, goals, and policies in Comprehensive Plans, Transportation System Plans, and Urban Renewal planning.
- Simplify the code and development review processes.

Table 2: Other Cities - Summary of Built Supply to Actual Demand

City	Actual Built Ratio of Parking per 1,000 SF	Actual Peak Hour Parking Demand	Parking Over Build Per 1,000 SF
Beaverton, OR	4.15	1.85	2.30
Bend, OR	3.00	1.90	1.10
Corvallis, OR	2.00	1.50	0.50
Hillsboro, OR	3.00	1.64	1.36
Hood River, OR	1.87	1.50	0.37
Kirkland, WA	2.50	1.98	0.52
Lake Oswego, OR	2.65	1.79	0.86
Oregon City, OR	2.00	1.43	0.57
Redmond, WA	4.10	2.91	1.09
Sacramento CA	2.00	1.60	0.40
Salem, OR	3.15	2.04	1.11
Santa Monica, CA	2.80	1.80	1.00
Ventura, CA	2.59	1.54	1.05
AVERAGE	**2.75**	**1.80**	**0.95**

---

[14] These studies were conducted by Rick Williams Consulting. **Table 2** summarizes actual parking demand for non-residential uses in these downtowns using a "blended rate" approach. Similar studies were conducted for residential uses.

Figure B: Downtown Madras – Summary of Surface Parking by Location
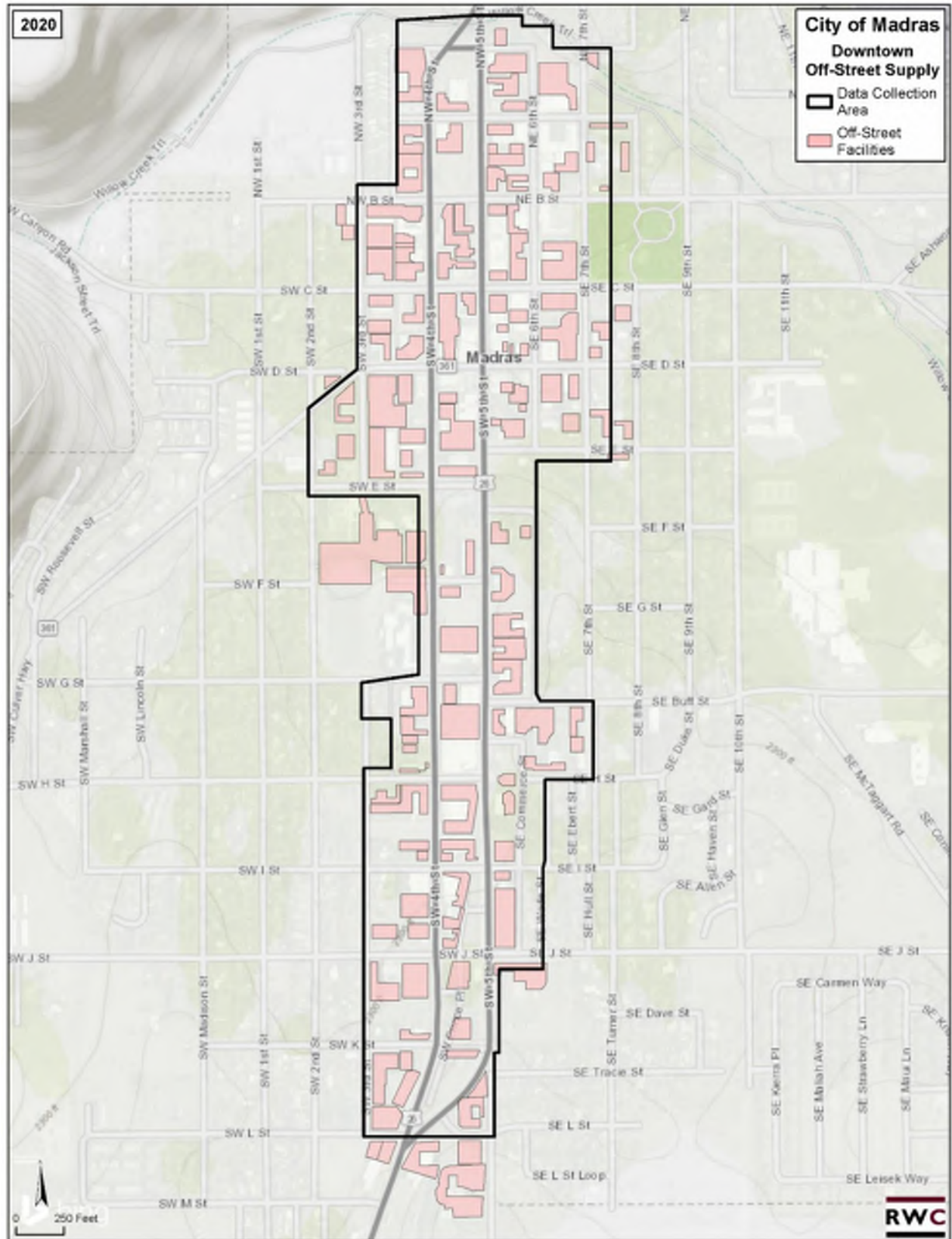
Eliminating Minimum Parking Requirements

More and more cities are evaluating and eliminating parking requirements in their downtowns. Organizations like Strong Towns, [15] Reinventing Transport,[16] the American Planning Association,[17] and experts in the academic world[18] are calling for cities to seriously consider eliminating parking requirements, particularly in downtowns. Each of the following Northwest cities have eliminated parking minimums in their downtown areas in recent years:

- Bellingham, WA
- Billings, MT
- Bozeman, MT (Mid-Town Urban Renewal District)
- Ketchum, ID
- Olympia, WA
- Pasco, WA
- Portland, OR (multiple districts)
- Sandpoint, ID
- Tigard, OR
- Twin Falls, ID
- Yakima, WA

From the perspective of these cities, minimum parking requirements are seen to hinder the potential of downtowns by filling cities with unproductive, empty parking spaces that do not add value in the way of vitality or placemaking. They push complementary land uses farther apart, impede the walkability of neighborhoods, raise the cost of housing, and place an especially costly burden on small, local entrepreneurs.

As summarized in **Section 1.6**, in review of the Madras downtown for the *2019 Revitalization Toolkit*, it was recommended to remove parking requirements for commercial uses to encourage the adaptive reuse of existing structures, making it easier to tenant with active uses, and supporting development and site intensification on larger lots. As the toolkit report noted:

> "...too much parking in a downtown means it does not deliver on the fundamental economic building block of downtown commerce... so the job of a downtown is essentially to create an actual parking problem! If you have one, then it means you are inciting so much commerce, you can't stuff everyone in there. These are good problems that every downtown wishes it had."[19]

Nonetheless, decisions to eliminate parking minimums in these cities have come with engaged community discussion, data collection, a commitment to active parking management, and in-depth consideration of the role parking plays in impacting urban form and supporting (or not) city transportation and parking policies, and land use visions.

---

[15] End Parking Minimums (strongtowns.org)
[16] www.reinventingtransport.org
[17] People Over Parking (planning.org)
[18] See for instance; Shoup, Donald, *The High Cost of Free Parking (2005)*, American Planning Association. See also, Willson, Richard, *Parking Management for Smart Growth (2015)*, Island Press.
[19] Civilis Consultants, *Revitalization Toolkit (2019)*, page 68.

Summary – Assessment of the Madras Municipal Code

We have offered several recommendations for revisions to Titles 3 and 10 of the Municipal Code. These considerations are mostly definitional, clarifying parking in the downtown and setting the City up to better anticipate future parking activity and management of the downtown supply.

Language is suggested as to the purpose and intent of parking, possibly in Chapter 10 – Article IV. As in other documents reviewed in this report, the code does not give clear input into policy as to purpose and intent for parking. The "Policy" language we have suggested is intended to provide context for a larger discussion regarding parking policy. As stated in the review, many cities incorporate such language in their codes, but they could also be evaluated in a separate policy context, with the suggested policy goals formally integrated into another City policy document. The goal here is to ensure that the parking code reflects and supports clear policy outcomes for parking in Madras. Where that policy context resides requires a broader staff and community conversation.

Finally, parking requirements for new development in the code appear excessive and do not relate to code requirements for built parking stalls to the *actual demand* for parking generated by a use. The review provided two approaches used by other cities to better calibrate their parking requirements to desired land use outcomes: reducing minimums or eliminating minimums. Without data and more input from staff and stakeholders, a recommendation for which approach to pursue is premature. However, the consultant would recommend a broader evaluation of the existing parking development code with the intent to reduce parking requirements for the downtown. Also, finalizing clear goals and policies for parking would provide additional grounding for moving forward with changes to this element of the development code.

1.8   Summary of Downtown Stakeholder Interviews

A series of five stakeholder focus group meetings were held on Thursday, March 25 and Monday, March 29, 2021 to discuss key issues and desired solutions related to access and parking in Downtown. Across all five meetings, there were a total of **13 participants**, including one participant who submitted comments via email.

Rick Williams Consulting facilitated all five meetings (virtually, via Zoom), with Nick Snead (City of Madras) providing support from City Hall.[20] Most participants (11) opted to participate in person at City Hall, with one participant joining via Zoom (and another via email only).

In advance of the meetings, each participant was provided with a link to the City's *Revitalization Toolkit* (May 2019), a map of the Downtown study area, and the following questions to consider in advance:

- As a business, organization, property owner or resident, what has drawn you to locating in downtown Madras?
- What is your impression of how well parking is working now in the downtown, particularly as it serves your specific interest in downtown? For instance, as it serves you, your customers, visitors, and/or employees.
- Is there a "priority user" for downtown parking? Briefly describe that "user" and indicate where they should be parking? [NOTE: users can be customers, visitors, employees, residents, vendors, etc.]

---

[20] Nick Snead also participated as a stakeholder as part of Meeting #5, and his comments are reflected in those meeting notes.

- What is your impression of what is not working well now with parking in the downtown, particularly as it serves your specific interest in downtown?
- How would you like to see the downtown parking system work in the future? What changes would attract more users to downtown and make the system more friendly, usable, and effective?
- How has information in the City's Revitalization Toolkit influenced you questions today?
- Are there questions about parking in the downtown that we have not asked or topics we missed?

A summary of the comments and items discussed at each meeting are provided below, followed by a brief overview of common themes.

Stakeholder Meeting #1

- **Date:** Thursday, March 25, 2021
- **Time:** 9:00 AM – 10:00 AM
- **Participants:**
    - Nick Bowlby – Business Owner (OK Barbershop)
    - Harold Siegenhagen – Landlord/Property Owner
    - *Joe Robbins – Business Owner (Mad Town Fitness)[21]*

- **Downtown Madras – What Draws you to Downtown (as a Customer or Business Owner)?**
    - Small town feel
    - Provides an optimal location being equidistant for most possible customers.

- **What Is Working Well about Parking in Downtown?**
    - Parking generally is working great. Owning a private parking lot is a large expense (tax, maintenance, snow removal, etc.). Lot is used by anyone and everyone, a neighbor owns a part of the lot and has put up signs to discourage public parking.
    - Parking generally is working pretty well but customers often struggle to figure out where they should park. More parking in downtown would be beneficial.

- **Should There be a Priority User for the Most Convenient Parking in Downtown?**
    - Businesses should encourage employees to park farther away and save the most convenient spaces for customers and visitors.
    - Parking will become more constrained as Madras grows, making it more difficult for customers to find parking.
    - Has experimented with attempting to charge employees $5/day to park in the most convenient parts of his private lot, and all opted to change their behavior and park farther away.
    - Many businesses do their neighbors a disservice by allowing multiple business owner and employee vehicles to be parked in parking spaces along the highway which would otherwise have been used by potential customers.

---

[21] Joe Robbins submitted comments via email, but are summarized as part of Meeting #1

- **What Is Not Working Well about Parking in Downtown?**
  - There is not enough on-street parking for businesses downtown. As more businesses open, people are still generally able to find a place to park, but often not perceived to be close enough to their destination.
  - Many of the on-street parking areas with congestion also have employees parking on-street, taking up parking that could be used by customers.
  - There is little to no enforcement, which puts property owners in a difficult position, sometimes easier to just allow others to use their private lot rather than spend the effort to push out other users (and be seen as the bad guy).
  - Abandoned vehicles, camping, etc. are a concern.
  - There are few ADA parking spaces. Perhaps consider ensuring at least one ADA stall per block (or other systematic approach), or additional wayfinding to ADA parking.

- **What Is Your Vision or Recommendations for the Future of the Downtown Parking System?**
  - Consider a monthly fee per parking lot to share upkeep of a shared lot. Willing to throw in a couple hundred bucks a month and willing to help with snow removal and maintenance. Everyone uses the parking, but people have used the same parking for 20-30 years and it is hard to change parking habits.
  - Lack of communication and miscommunication among business owners is a key issue. Would like to see improved communication channels to help collectively solve problems as they arise.
  - There is a willingness among property owners to share resources, including parking, to help Downtown function well.
  - The City-owned lots could serve as a good long-term parking option for employees, may encourage employees to park there, and the City could consider additional signage to direct people to public parking.
  - Consider a 2-hour limit for on-street parking to discourage customers from parking in the most central locations (enforcement may be a challenge).
  - Over time, need to encourage customers and employees to consider parking a block or two from their destination and walk. This is more common in larger cities (like Bend). But concern about reaching the levels of parking congestion that there is in Bend, where some people just avoid going downtown altogether.

Stakeholder Meeting #2

- **Date:** Thursday, March 25, 2021
- **Time:** 10:00 AM – 11:00 AM
- **Participants:**
  - Joe Krenowicz – Chamber of Commerce
  - Jake Thomas – Property Owner (via Zoom)

- **Downtown Madras – What Draws you to Downtown (as a Customer or Business Owner)?**
  - Rental rates are reasonable.
  - Foot traffic is a draw; if traveling into town or walking around town and you see cars parking in front or in a parking lot, you are more likely to visit the stores.
  - A good mix of businesses and people (synergy). Provides a variety of options for customers and visitors.

- **What Is Working Well about Parking in Downtown?**
  - Very few concerns about parking in Downtown. Easy to find parking, particularly if willing to walk a block or two. Privately owned lots rarely full either.
  - Parking is easy, except on some holidays or weekends. People sometimes may have to park on a side street, or a block away, and occasionally complain about having to walk a block or two. But generally, people can find on-street parking easily, and parking is not a major issue. In fact, when on-street parking is well used, customers and visitors may have more interest in stopping to shop or dine.

- **Should There be a Priority User for the Most Convenient Parking in Downtown?**
  - Some concern with "prioritizing" some users over others. However, in general, they encourage employees to park across the street to save the primary parking for customers.
  - Customers and visitors should be the priority, and employees level 3.

- **What Is Not Working Well about Parking in Downtown?**
  - Seems like signage could be better and would be help direct customers and visitors to public parking.
  - Parking may become a problem near 5th and E.
  - B street between 4th and 5th, additional development could increase parking pressure when fully developed.
  - Tough to park F 350 or long box on the street. Parking stalls need to be big enough for trucks. Only 6th and 7th street can accommodate the long trucks. Striping seems to be the biggest issue.

- **Concerns or Reaction to the Parking Recommendations in the Revitalization Toolkit?**
  - Agree that painted striping could be beneficial, as long as stalls accommodate trucks and large vehicles (which are common in Madras).
  - Bus service is minimal, so customers and visitors will continue to primarily drive to Downtown, and this is important to remember this as new businesses come online. So there likely will be a continued need to require businesses to provide some level of parking to meet their needs.
  - Perhaps consider some additional flexibility, such as reduced requirements for some business types that do not rely on as many vehicle trips (bike shops, etc.), or some ability to reduce requirements if businesses are able to share a parking lot effectively (with different peak times).

- **What Is Your Vision or Recommendations for the Future of the Downtown Parking System?**
  - If Downtown looks full (with lots of occupied parking), may help to attract more customers; just need improved signage to direct customers and visitors where to park.
  - Consider some diagonal parking on side streets where there is adequate width (some drivers in Madras do not like to parallel park).
  - Consider signage for parking of oversized trailers and vehicles.
  - Consider additional ADA parking in areas of highest need.

Stakeholder Meeting #3

- **Date:** Thursday, March 25, 2021
- **Time:** 11:00 AM – 12:00 PM
- **Participants:**
  - Angela Rhodes – Business Owner (Penelope's Soaps and Such)
  - Jennifer Dupont – Business Owner (Rialto Tavern)

- **Downtown Madras – What Draws you to Downtown (as a Customer or Business Owner)?**
  - Opportunity arose to get out of a home shop/office and locate downtown with customers passing by.

- **What Is Working Well about Parking in Downtown?**
  - No major parking issues: people need to be more willing to walk a block or two to their destination.
  - Often personally parks in a lot right next to her building and helps pick up trash to maintain cleanliness.
  - Although they have limited off-street parking for customers/employees, there is ample parking in nearby private lots during the evening hours, which many customers and employees use.

- **Should There be a Priority User for the Most Convenient Parking in Downtown?**
  - Although OK for employees to park a block or two away during the day (to prioritize the most convenient parking for customers), prefer to have evening employees park in front the building where it is well-lit to ensure they are safe after closing up for the evening.

- **What Is Not Working Well about Parking in Downtown?**
  - Traffic through downtown can be extremely heavy, which makes some feel unsafe crossing the street (barrier). Pedestrian safety needs to be addressed.
  - Loading and deliveries can be a challenge; often need to use nearby private parking lot as truck parking and walk deliveries across the street.
  - Truckers are parking their trucks on 4th street between B and D street because Love's parking lot is packed especially up until 7 AM. Can lead to safety concerns.

- **Concerns or Reaction to the Parking Recommendations in the Revitalization Toolkit?**
  - Found the document to be informative and interesting, learned a lot from reviewing the recommendations.
  - Shared parking agreements could be beneficial, to help businesses share parking effectively.

- **What Is Your Vision or Recommendations for the Future of the Downtown Parking System?**
    o A parking garage (to provide centralized, safe public parking) would be a great asset, but understand that this is likely cost-prohibitive (and not all garages are inviting or welcoming).
    o Would like to see Downtown businesses work together to solve parking issues as they arise (where employees should park, need for better signage, need for additional ADA parking, etc.)
    o Improved signage so customers and visitors know where they can park.
    o Parking stalls need to be striped for larger vehicles, which are common in Madras (not for tiny smart cars).
    o Improved pedestrian safety (crossings, sight distance, etc.) to ensure people feel safe walking around Downtown.
    o Make sure to maintain Madras' "small-town" feel.

Stakeholder Meeting #4

- **Date:** Monday, March 29, 2021
- **Time:** 9:00 AM – 10:00 AM
- **Participants:**
    o Andres Escalante, Jr. – Business Owner (Mi Casa Restaurant)
    o Andres Escalante, Sr. – Business Owner (Mi Casa Restaurant)
    o Blanca Reynoso – Business Owner (Reynoso Jewelry)
    o Mayor Richard Ladeby – Mayor of Madras

- **Downtown Madras – What Draws you to Downtown (as a Customer or Business Owner)?**
    o Benefit a lot from traffic in downtown. Lots of foot traffic and vehicle traffic, with increasing foot traffic.
    o Madras Downtown Business Association has helped to foster additional foot in downtown.
    o Curb appeal, centrally located, very easy walking distance. Can easily walk to all businesses, do not have to drive to places. Friendly, warm, parks are nearby.
    o Very inviting. Community thrives on the first Thursdays.

- **What Is Working Well about Parking in Downtown?**
    o In general, customers know where to park to be able to easily access downtown businesses, particularly locals.
    o Mi Casa serves several buses of customers, and the buses can easily park nearby.

- **Should There be a Priority User for the Most Convenient Parking in Downtown?**
    o Customers should have access to the most convenient parking, and employees parking all day should park farther away.
    o Employers should help to encourage their employees to park farther away to save prime parking for customers.

- **What Is Not Working Well about Parking in Downtown?**
  - Concerned that customers are having to park more in the residential areas. People are starting to put trash cans in front of their houses to stop customers from parking there.
  - Safety is a concern. Vehicles tend to speed and foot traffic is increasing, so there is a possible danger there.
  - There is a lot of garbage sometimes downtown. We need more trash canisters, maybe every corner.
  - Jaywalking: a lot of pedestrians cross the street midblock throughout the downtown. People almost get hit a lot of the time, ignoring actual crosswalks.
  - People coming into town who park and leave their car for hours; employees parking in spaces meant for customers.
  - There just is not enough parking, lack of off-street parking.

- **Concerns or Reaction to the Parking Recommendations in the Revitalization Toolkit?**
  - If striping on-street parking, recognize that people have large vehicles.

- **What Is Your Vision or Recommendations for the Future of the Downtown Parking System?**
  - Would like to see more time-limited parking to discourage all-day parking (signs that say limited 30-minute parking). Local police should enforce it for a few weeks.
  - Encourage employees and long-term parkers not to park in front of businesses. Employers, signage in business windows, and other street signage could help direct people where to go to park for longer stays. Employers should be able to tell their employees to not park on Main street.
  - Would like to designate two off-street areas as downtown long-term parking, so the on-street parking downtown could be prioritized as short-term parking. Limiting curb side parking from 1 hours to 2 hours. This would get employees to possibly park a little farther away, but it would still be a short walk to the business.
  - Although there is a good amount of pedestrian traffic crossing illegally, there is major traffic congestion already on 4th and 5th Street, so we would not want to add more crosswalk infrastructure. Would prefer to see education and wayfinding to cut down on unsafe crossing activity.
  - Would like to see improved enforcement of speed limits to discourage speeding through Downtown.
  - Also consider adding speedometers to slow people down.
  - Although there is a problem with speeding through Downtown, it is typically from people traveling through town (not locals), which is difficult to address outside of simply enforcement; investments in education only works for locals.

Stakeholder Meeting #5

- **Date:** Monday, March 29, 2021
- **Time:** 10:00 AM – 11:00 AM
- **Participants:**
    - Bartt Brick – Madras Redevelopment Commission Chair & Urban Renewal Board
    - Nick Snead – Madras City Staff (Community Development Department Director)

- **Downtown Madras – What Draws you to Downtown (as a Customer or Business Owner)?**
    - Downtown creates synergy, restaurants give other restaurants more business. Everything is close by. You do not need to travel far.
    - Part of the dynamic that is intangible is that we have a lot of people who do not live in Madras, but around it, who come to our restaurants and come down for retail and professional services. It is a place of business. The new, small businesses are essential to downtown.

- **What Is Working Well about Parking in Downtown?**
    - In general, it is easy to find parking in Downtown if willing to walk a block or two.

- **Should There be a Priority User for the Most Convenient Parking in Downtown?**
    - Customers. Employees should be parking farther away, and customers should get to park in front of businesses.
    - If a customer must walk farther than an employee, there is a problem.

- **What Is Not Working Well about Parking in Downtown?**
    - Parking on 4th or 5th can feel unsafe or challenging due to the volume and speed of traffic. Vehicles (big trucks) are driving through Madras, without slowing down. Prefer to park on a side street and walk the extra half block than deal with pulling out of the parking spot onto 4th or 5th (due to traffic volumes and speeds).
    - Need to the retail environment to be "Amazon-proof"; encourages people to park once and stay in Downtown and visit multiple locations.
    - Currently, many employees park all day in front of their business, limiting access for customers.
    - Crosswalk infrastructure not good enough, and high-speed trucks can reduce the "walkability"
    - With loud/fast traffic, outdoor dining on sidewalks is not welcoming or comfortable.

- **Concerns or Reaction to the Parking Recommendations in the Revitalization Toolkit?**
    - Need to make sure the parking stalls are large enough to accommodate larger vehicles.
    - May need to consider well-designed municipal parking. Having a parking committee would allow for this.
    - Do not want to take anything away without giving something back. A Parking plan would help get businesses on the same page.
    - Parking minimum requirements are beginning to become a problem. We have been working on permitting for a food cart, but our code does not say anything about parking for this type. We need flexibility but at the same time we must require some parking.

- **What Is Your Vision or Recommendations for the Future of the Downtown Parking System?**
  - Find a way to incentivize employees to let customers have better access. Maybe putting up signage (3-hour customer time stay) but may not need to actively enforce it (assuming the signage is adequate to discourage long-term parking).
  - Desire a growing dining and retail experience. People will see it as viable to do business downtown rather than doing business from home or out of town.
  - Signage and wayfinding for public parking and striping would be great improvements.
  - A parking committee or group would be extremely beneficial to help lead parking improvements. Community-led change is more effective than changes initiated by City Hall.
  - Would like to see additional flexibility in parking requirements.
  - Madras is a community that can work together effectively to make change.
  - Need strategies to address parking requirements that consider shared parking opportunities.
  - Consider changing transportation needs (rideshare, meal delivery, curb management, scooters, etc.)

Key Themes

The following key themes represent the most common issues, concerns, and recommendations presented by participants:

- **Customers should have priority access to the most convenient parking areas**; there was general consensus that employees parking all day either on-street or in the most desirable locations within private lots needs to be addressed. Incentives, signage, better communication, or time limits were all presented as options to encourage employees to park outside of the highest demand areas and preserve this parking for customers.
- **Signage and wayfinding should be improved to help direct customers and visitors where to park**; most stakeholders feel parking is readily available within a block or two of nearly all destinations in downtown, but without signage, many visitors tend to only look only on 4th or 5th Street. Signage could help clarify where visitors might find available public parking and reinforce to locals (particularly employees) where they can park all-day without occupying the most convenient on-street parking areas. It is unclear even to locals and business owners if city-owned lots are open for public parking.
- **Improved communication among Downtown business owners is a strong desire among most stakeholders**. Shared parking is taking place organically, with many business owners opting to allow "public" parking on their private lots rather than pursue more aggressive enforcement, in part because parking is generally readily available today. As parking demand increases over time, there is interest in some form of committee or structure (such as the "Parking Subcommittee" recommended as part of the Revitalization Toolkit) that allows businesses to work together to address parking/transportation issues as they emerge. City staff recognizes the benefits of community-initiated parking management in pursuit of shared goals.
- **There is interest in strategies to formalize more shared parking in Downtown**. Many stakeholders understand that maintaining parking can be costly and appreciate the ability to easily park in private lots. There is interest in more clearly designating city-owned lots as "public parking," and potentially pursuing additional shared parking agreements with

private lot owners to help share maintenance costs in exchange for allowing employee and customer parking (or loading/deliveries) in these lots.

- **Most stakeholders would prefer implementing incremental, goal-oriented strategies, starting with incentives and collaboration rather than a more heavy-handed, enforcement-based approach**. In general, most stakeholders feel it is relatively easy to find parking either in a private lot, on-street, or one or two blocks from their destination. Given this, limited intervention is likely necessary at this stage. Many are hopeful that business owners will have the ability to encourage their employees to park outside of the core areas or in public (or shared) lots. This voluntary approach is preferred as an initial step rather than proceeding directly to time-limits with active enforcement. While some stakeholders feel that on-street time limits should be considered now, most were concerned about how to enforce these time limits.

- **Many stakeholders are open to reduced or more flexible off-street parking requirements.** While there is some concern with eliminating off-street parking requirements for new development altogether (or charging high fee-in-lieu rates), many stakeholders expressed an openness to a more flexible approach to code parking requirements. Reductions that consider shared trips to Downtown (parking once and visiting multiple destinations) or allowances for uses that have different peak hours were discussed.

- **Traffic volumes, trucks, and high speeds on 4th and 5th Street is a common safety concern.** Parallel parking on these major corridors can feel unsafe (both pulling into and out of stalls) and crossing both streets can be challenging as a pedestrian. With long blocks, some pedestrians choose to cross midblock illegally, and others may avoid crossing altogether given the distance to the nearest safe crossings. Further, the high speeds and truck volumes take away from the inviting, walkable feel of Downtown.

- **Preserve Madras' small-town feel.** Any parking management strategies should strive to maintain Madras' inviting, welcoming feel.

1.9   Report Summary

There is no overarching or formal policy on parking in current City documents that would guide the day-to-day management of the public parking system or inform on-going and strategic decision-making in a way that anticipates and plans for growth in the downtown. No specific references to parking are made in the Comprehensive Plan, the Transportation System Plan, or the Urban Renewal Action Plan. A more strategic and integrated approach to parking management within City policy and practice will support the broader vision that these City documents have for multimodal access and vital and compact development.

Recommendations and considerations are offered in this report that would facilitate further discussions at the staff, City Council, and community level. These considerations include establishing formal priorities or Guiding Principles for parking management and targeted code revisions, which includes additional discussion and evaluation of current parking code minimum requirements.

Input from interviews with community stakeholders indicates support for a customer access priority in the public on-street system downtown, improved signage and communications, exploration of shared use opportunities on private parking lots, and an incremental approach to new, goal oriented, parking management strategies.

APPENDIX A
Task 2.1 Parking Inventory and Field Notes (January 27, 2021)

City of Madras: Housing and Downtown Parking Code Update
Task 2.1 - Parking Inventory & Field Notes

January 27, 2021

1.1   Study Areas

Per input from the City of Madras, the 2020 inventory boundaries were drawn to represent parking supplies in the Downtown. **Figure A** provides an illustration of the study area. Note that the inventory boundary for the Downtown was utilized strictly for data collection purposes only and does not necessarily reflect corresponding boundaries associated within current policy and/or code.
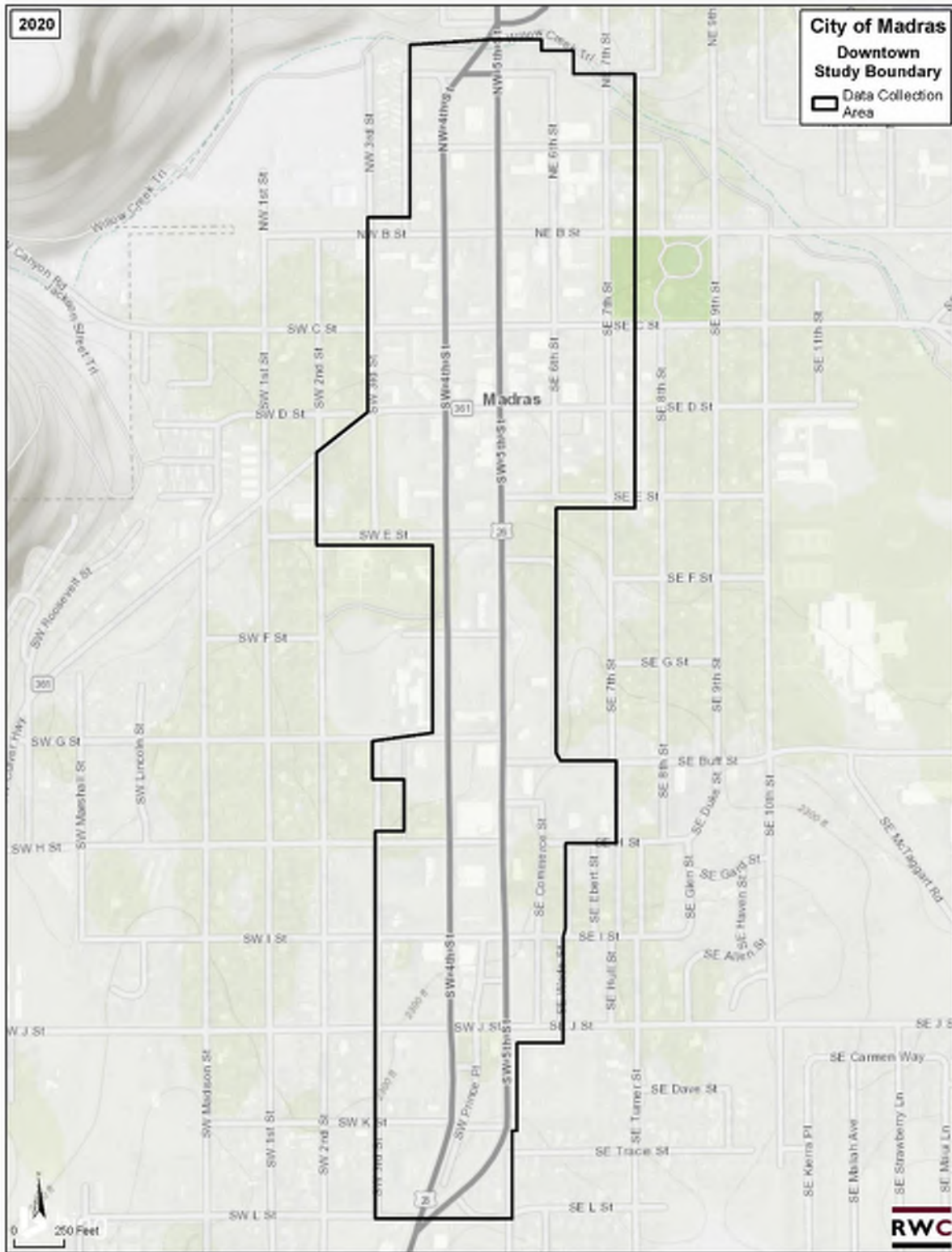
1.2   Parking Inventory (Supply)

Per Task 2.1 of the project scope of work, Rick Williams Consulting (RWC) senior staff inventoried all on-street parking within the Downtown inventory study area on December 17, 2020. During the inventory, all on-street spaces were catalogued by block face and time limit designation. On the same day, 142 off-street parking facilities (100% of observable supply) were identified and evaluated for stall count, land use type, and physical condition.

Where physical stall markings were not in place, RWC used measuring wheels to estimate stall capacity. RWC uses a 23-foot standard to calculate stalls on blocks that are not marked or striped. RWC also accounts, in this type of measurement, for sight lines, turn radius for curb cuts, and safety elements like fire hydrants to ensure that stall inventory estimates are both accurate and cognizant of actual operational functionality within a street's circulation system.

In total, the Downtown parking inventory is comprised of 4,458 publicly owned stalls, including 1,307 on-street stalls and 3,151 off-street stalls located in 142 surface lot facilities. The complete area inventory is summarized in detail in the following sections.

RICK WILLIAMS CONSULTING
Parking & Transportation

Figure A: 2020 Downtown Parking Inventory Study Area

RICK WILLIAMS CONSULTING
Parking & Transportation

Downtown

On-Street Parking

The on-street system is primarily unmetered (no fee charged) with no time limits, with a limited number of time-limited and special use (ADA accessible) stalls. Two (2) pay-to-park stalls (coin meter) were also observed.

There are 1,307 total on-street parking stalls within the Downtown study area. Most stalls have no time restriction (1,216 stalls), which allow unlimited—No Limit—parking (no signage). The remaining stalls consist of 5-Minute (11 stalls), 1-Hour (68 stalls), and ADA accessible (12 stalls). The two pay-to-park stalls observed have single head, coin-operated meters, with a posted 1-Hour time limit. The complete breakout of stalls by type in the Downtown is summarized in **Table 1.**

It is unclear whether parking is enforced or if standard enforcement hours are in effect. Some stalls noted specific "No Parking" times—2:00 AM to 6:00 AM (116 stalls) and 10:00 PM to 6:00 AM on specific days (13 stalls)—for street sweeping.

Table 1: Downtown on-street parking supply by stall type and restriction

Stall Type	All	% Total	Unmetered	Metered
On-Street Supply	**1,307**	**100.0%**	**1,305 (99.8%)**	**2 (< 1%)**
5 Minutes	11	< 1%	11	-
1 Hour	68	5.2%	66	2
No Limit	1,216	93.0%	1,216	-
ADA	12	< 1%	12	-

Figures B, **C**, and **D** provide a detailed mapping of each of the 1,307 identified on-street stalls within the Downtown inventory study area. Given the level of detail (and for readability), the inventory was divided into three sections:

1. North of SE D Street,
2. Between SE D Street and SW G Street, and
3. South of SW G Street.

Figure B: Downtown on-street parking supply by stall type and restriction, North of SE D Street
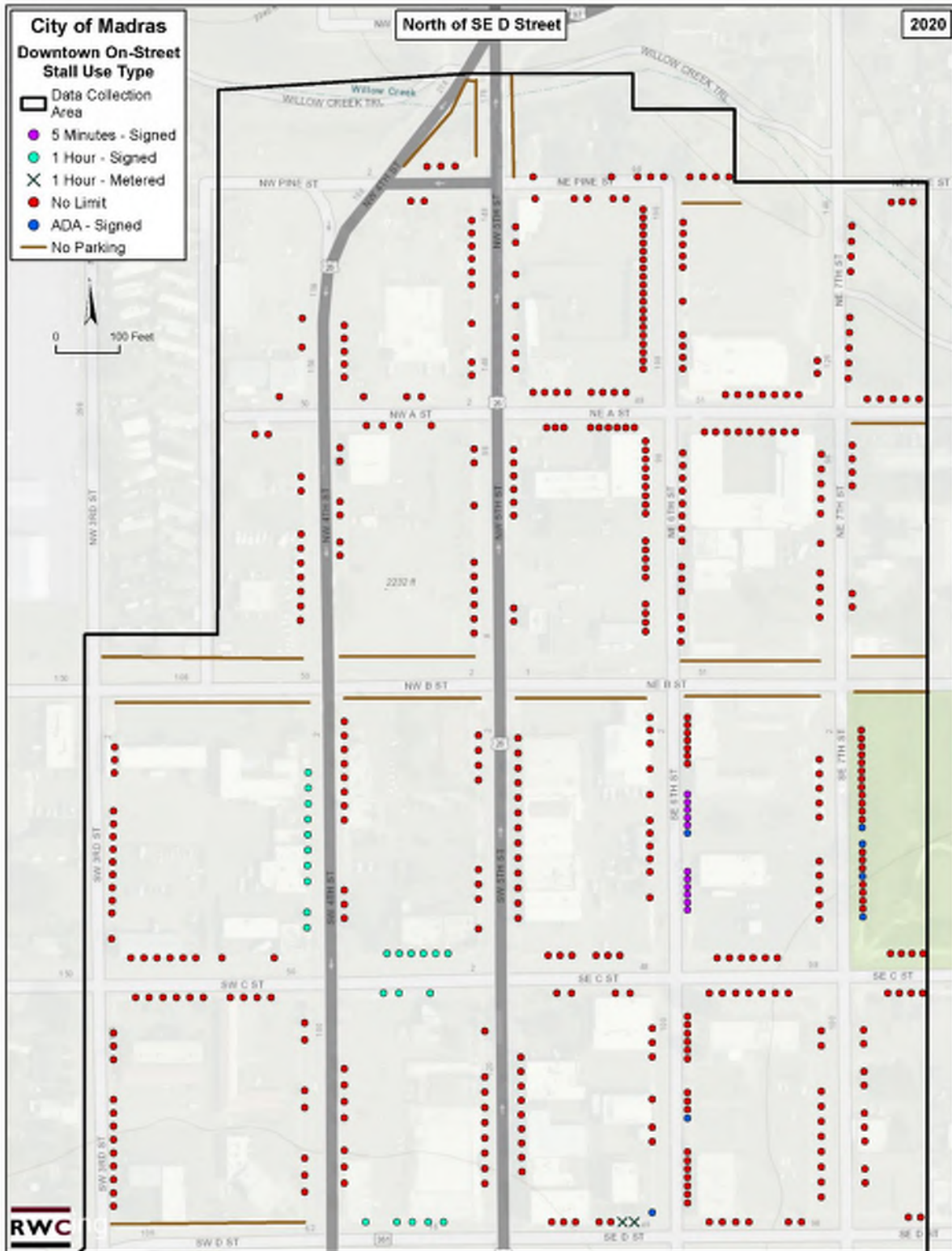
RICK WILLIAMS CONSULTING
Parking & Transportation

Figure C: Downtown on-street parking supply by stall type and restriction, between SE D Street and SW G Street

RICK WILLIAMS CONSULTING
Parking & Transportation
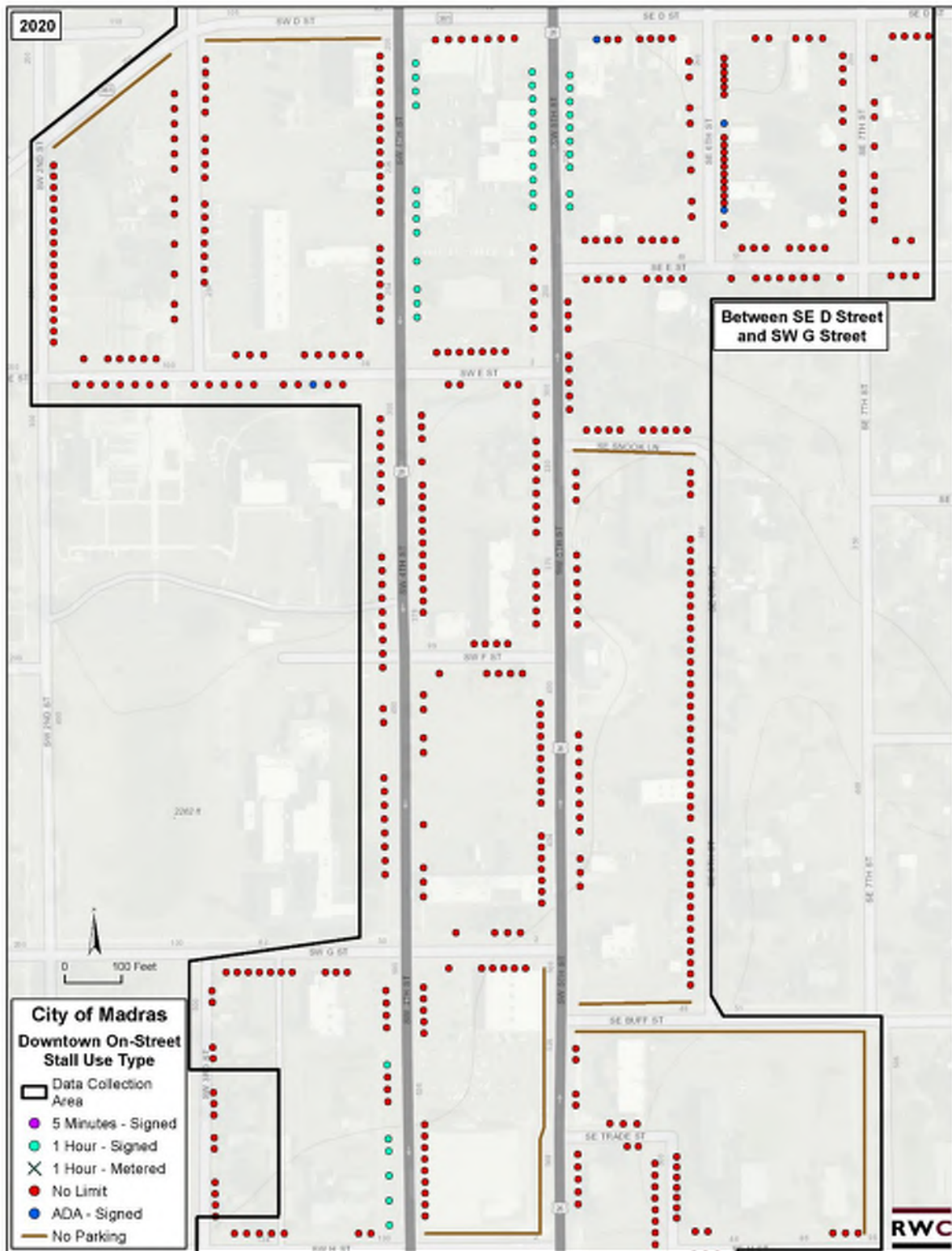
Figure D: Downtown on-street parking supply by stall type and restriction, South of SW G Street
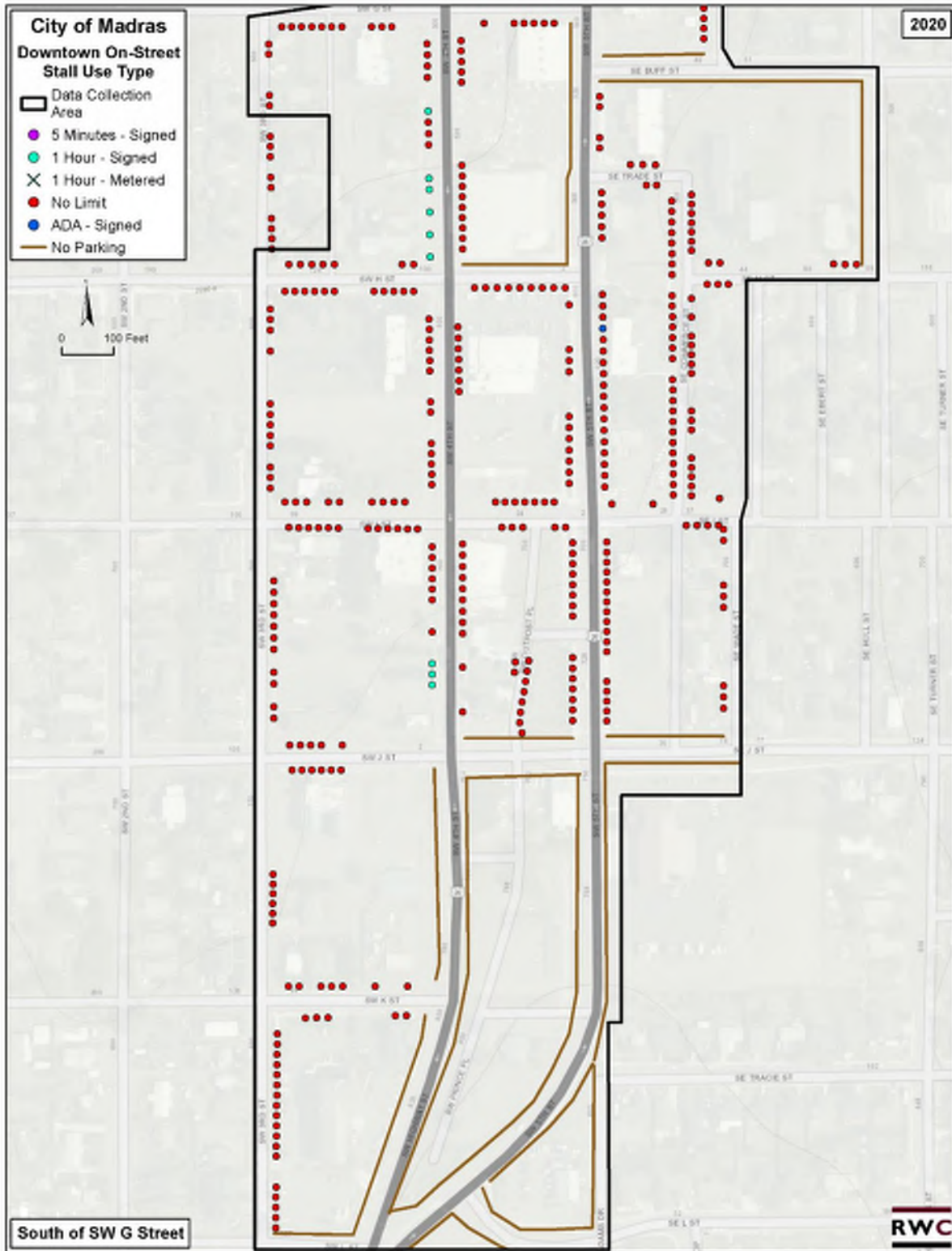
Off-Street Parking

The off-street system is comprised of a variety of land use types categorized as City/County (8 sites)[1], Industrial (1), Institution (16), Mixed Use (1), Office (22), Residential (10), Retail (66), and Undesignated (18) in the Downtown inventory study area. All but 14 sites are publicly accessible, whether it be for visitor or customer use.[2] These sites total 3,151 stalls. This is summarized in **Table 2** and the location of these sites is illustrated in **Figure E**. **Appendix A** provides a detailed table of all sites that assigns a "Lot Number" to each facility, a descriptor, and other information regarding use type.

---

[1] These eight sites are owned/controlled by the City of Madras.
[2] One (1) Institution, Retail, and Unknown site are gated, one (1) site is Private, and ten (10) sites are Residential.

RICK WILLIAMS CONSULTING
Parking & Transportation

Table 2: Downtown off-street parking supply by stall type (combined supply)

Use Type	Sites	Stalls	% Total
Off-Street Supply	**142**	**3,151**	**100.0%**
City/County	8	323	10.3%
Industrial	1	50	1.6%
Institution	16	474	15.0%
Mixed Use	1	57	1.8%
Office	22	366	11.6%
Residential	10	151	4.8%
Retail	66	1,288	40.9%
Undesignated	18	442	14.0%

The largest facility is the Madras City Hall & Police Station/ Madras City Hall (147 stalls) site located mid-block on the south side of SW E Street, between SW 2nd and SW 4th (Lot Number 93). The smallest sites (Lot Numbers 35, 47, and 73) consist of two (2) stalls each. There are 29 sites (20.4% of the total sites) consisting of less than ten (10) stalls, most of which are Retail (16 sites). Of all the use types, the off-street supply consists mostly of Retail (40.9% of the total stalls), followed by Institution and Undesignated parking (15.0% and 14.0%, respectively).

The Institution sites (16 lots) consist of the post office, churches, schools, and police and fire stations (474 stalls). The 18 Undesignated sites have a lack of signage, are associated with a vacant building, or show no other descriptors that would indicate a specific use type (442 stalls). However, most of these Undesignated sites are actively being utilized in an unrestricted manner..[3]

---

[3] See **Appendix A** for an expanded off-street inventory by individual site associated with an assigned Lot number.

Figure E: Downtown off-street parking supply by site and use type*
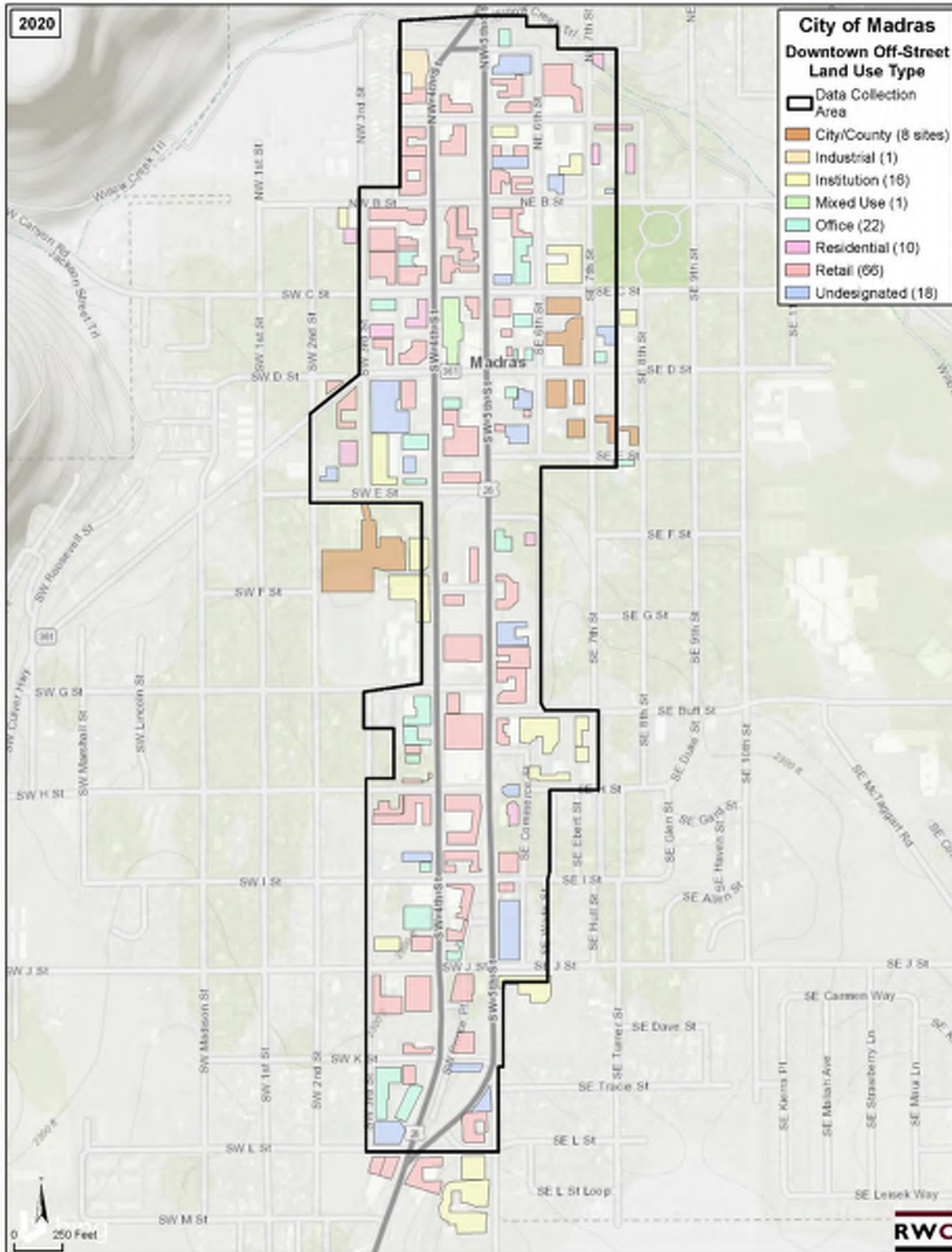
*The areas outlined in the Figure are the actual parking areas for each land use, not the entire land use.

1.3   Field Notes

Downtown - Overview

Located in Central Oregon, Madras offers desert scenery and amazing scenic views of the Cascade Mountain Range. Through Downtown, SW 4th Street and SW 5th Street (US-26/US-97) act as a one-way couplet where shops, restaurants, art installations, and scenic vistas create a fun, walkable environment. The photo montage below illustrates the variety of buildings and installations that help create this unique downtown.

Downtown - Parking

On-Street Parking

On-street parking in the Downtown core is primarily No Limit unmetered parking with small clusters of 1 Hour signed stalls. The very high percentage of No Limit, unregulated stalls (93% of all stalls), is not common to downtown areas striving to prioritize visitor trips and reasonable levels of turnover to maximize customer trips to street level businesses. The high percentage of such stalls may encourage all day use of the on-street system by employees.

Residential streets (west of SW 4th/east of SW 5th) are almost exclusively no-limit.[4] While the time limit on the 1-Hour signs is clearly specified signage does not indicate the days and/or hours during which parking regulations are enforced. Signage direction and placement is inconsistent throughout the study area, along block faces where 1-Hour parking is likely implied, but it is difficult to decipher where these restrictions begin and end. A more uniform approach such as adding arrows to signs or indicating blockwide use would reduce confusion and improve the overall customer experience.

Painted markings, including curbs and on-street stall striping, are also inconsistently applied throughout the Downtown study area. Faded on-street stall striping and yellow curbs make it difficult in some areas to determine the intended vehicle spacing and the extent of legal parking. The photo montage below depicts some of the inconsistencies in signage and markings.

Based on visual estimates of parking utilization on the day of the inventory, the parking supply was generally less than 55% occupied. This would be classified as low demand or "readily available" to meet the demands on the day of observations, and most customers would generally be able to find parking easily with these occupancy levels.[5]

---

[4] There are two (2) pay-to-park 1-Hour meters on the northwest corner of SE D Street and SE 6th Street that cost one penny for 12 minutes and one nickel for 60 minutes.
[5] Within the parking industry, occupancy thresholds have been established that define parking demand as a measure of system performance. For instance, any supply routinely parked in excess of 85% would be defined as constrained. Sustained occupancies that fall below 55% of a supply is defined as low demand, with parking readily available. RWC's assessment was visual on the survey day. Measurement through a structured data collection effort would be a way to substantiate the visual assessment.

Off-Street Parking

Madras does not currently maintain a general public parking lot for Downtown visitors or employees. The Madras City Hall & Police Station/ Madras City Hall lot (Lot Number 93) is a large, centrally located, and well-maintained public lot, but no signage indicates if the lot is only open to visitors of the on-site buildings or generally open to anyone visiting or working Downtown. Visitors to Downtown generally park on-street or in privately maintained lots (typically signed for the exclusive use of visitors to an abutting building).

The private lots in Downtown range from open, unmarked gravel lots to well-maintained, striped lots with clear signage indicating the intended users.

Overall, off-street parking conditions were inconsistent (in some cases poor) and difficult to navigate. Approximately one in five sites having a gravel surface and almost one-third of the inventory supply needing to be estimated due to poor conditions and lack of striping.

The following notes document observations and photos of five (5) publicly accessible facilities within the Downtown study area, providing a description of the lot condition, signage, likely users, and observed utilization for each.

- **Madras City Hall & Police Station/ Madras City Hall (Lots 93[6] and 94)**

  - o **Condition**: All stalls well marked, pavement in good condition.
  - o **Users and Signage**: Police vehicles park in separate, secure area (Lot 94). ADA stalls well marked.
  - o **Utilization:** Ample parking available.

- **Jefferson County Community Development Department Building (Lots 77 and 78)**

  - o **Condition**: East lot is well marked and generally in good condition with visible striping. West lot is in poor condition with significant deterioration—lot capacity was estimated as the striping has faded entirely, and vehicles parked inconsistently.
  - o **Users and Signage**: There is no signage to indicate whether the East and West lots are intended for employees or visitors, or both. One (1) ADA stall in the East lot is well marked, while the one (1) ADA stall in the west lot is poorly marked.
  - o **Utilization:** Adequate parking supply; pavement improvements and striping would be needed in the west lot to allow for efficient utilization of the lot.

---

[6] See **Appendix A** for a complete listing of lot numbers.

RICK WILLIAMS CONSULTING
Parking & Transportation

- **Jefferson County Administration Building (Lot 44)**

  o **Condition**: Lot is well marked and generally in good condition with visible striping and asphalt crack seal improvements.
  o **Users and Signage**: There is no signage to indicate users of the lot, whether employees, visitors, or both. The ADA stalls are well marked.
  o **Utilization:** Adequate parking supply.

- **United States Postal Service (Lot 36)**

  o **Condition**: Lot is generally in fair condition with very little striping or marking. Most customers seem to park on street or in the angled stalls on the north side of the building. The parking in the areas east and south of the building are largely unmarked and the intended use of these areas are difficult to determine.
  o **Users and Signage**: There is no signage to indicate users of the lot. There are four (4) new ADA stalls on the far east end of the lot in very good condition; the intended users of these stalls are unclear, however, given the distance to the building entrance.
  o **Utilization:** Efficient parking supply on the north side of the building; to make use of the parking on the south side of the building, striping and signage is needed.

- **Jefferson County Library (Lots 79, 80, and 81)**

  o **Condition**: On-site employee parking is in good condition and well striped. The off-site visitor parking is a gravel lot with parking orientation unclear. It is unclear if the lot to the east of the Annex is intended for recreation (basketball, etc.) or parking, although one vehicle was observed parked in the lot.
  o **Users and Signage**: The gravel visitor lot and on-site employee parking is well-marked. There is no signage for the Annex.
  o **Utilization:** No vehicles were observed using the gravel visitor lot. Most visitors likely park on-street when available.

1.4   Summary

Madras has a large supply of parking within its defined Downtown study area including 1,307 on-street and 3,151 off-street in 142 unique lots.[7] The majority of all on-street parking allows unlimited time stays (93%). Informational signage is inconsistent and, at times, confusing and/or lacking a clear sense of rules of use (e.g., time stays, hours of enforcement, etc.). Additionally, on-street markings (striping) are also inconsistently applied.

Conditions at off-street sites vary widely. Quality of surfaces, lighting, striping, and signage are issues that were observed on many lots. With signage, little clear messaging exists to communicate who can and cannot use facilities.

Given the large supply (4,458 total stalls), Madras has a lot of parking to work with. Further investigation and information derived from additional data collection (Contingent Task 2.2) and stakeholder interviews (Task 2.3) will inform development of a framework plan of strategy recommendations (Task 2.4) that will help improve current systems and anticipate future need. This will allow for decision making that is strategic, resulting in an effective and efficient parking experience for all users.

---

[7] Though not apples to apples, for comparison, within Redmond, Oregon's downtown parking management area, there are 598 on-street stalls and 1,255 off-street stalls on 82 lots (1,853 total). McMinnville, Oregon has 798 on-street stalls and 2,047 off-street stalls on 75 lots within its downtown parking management boundary (2,845).

Appendix A

Table 3: Downtown off-street parking supply by lot and use type

Lot Number	Facility	Stalls	% Total	Use Type
	Off-Street Supply	**3,151**	**100.0%**	**142 sites**
1	Quality Business Services - Tax Preparation Service	12	< 1%	Office
2	Apartments - 121 NE Pine St	4	< 1%	Residential
3	Madras Bowl and Pizza	58	1.8%	Retail
4	Gravel Lot	40	1.3%	Undesignated
5	Hunan Chinese Restaurant	21	< 1%	Retail
6	Budget Inn	35	1.1%	Retail
7	Case Agriculture - Ag West Supply	20	< 1%	Retail
8	Ag West Supply Service - Gravel Lot	50	1.6%	Industrial
9	Discount Carpet	4	< 1%	Retail
10	Gas Station - member of CFN	30	< 1%	Retail
11	Truce Auto Car Dealer	40	1.3%	Retail
12	Apartments - 22 SW 3rd St	13	< 1%	Residential
13	Getsemani	11	< 1%	Institution
14	Quality Inn Motel	45	1.4%	Retail
15	Quality Inn - Back	8	< 1%	Retail
16	Gravel Lot - Owned by Quality Inn	30	< 1%	Retail
17	Mexico City Restaurant - Gravel/Asphalt	7	< 1%	Retail
18	Consulting Office - Central Oregon Insurance Inc	12	< 1%	Office
19	La Posada Mexican Grill	12	< 1%	Retail
20	Detail Kings - Gravel Lot	55	1.7%	Retail
21	US Bank	15	< 1%	Retail
22	Taco Bell	26	< 1%	Retail
23	Washington Federal Bank	10	< 1%	Retail
24	Madras Auto Parts - Carquest	15	< 1%	Retail
25	Detail Plus - Upholstery Shop - Gravel Lot	15	< 1%	Retail
26	Gravel Lot	60	1.9%	Undesignated
27	Shell Gas Station	3	< 1%	Retail
28	Chappy's Auto Parts - Gravel Lot	16	< 1%	Retail
29	Living Hope Christian Center	13	< 1%	Institution
30	Vacant Lot - Gated	12	< 1%	Undesignated
31	First Baptist Church of Madras	15	< 1%	Institution
32	Apartments - 53 NE 7th St	9	< 1%	Residential
33	Apartments - 115 NE A St	18	< 1%	Residential
34	Apartments - 52 NE 8th St	20	< 1%	Residential
35	Vacant Building - Gravel Lot - 15 NE 7th St	2	< 1%	Undesignated
36	United States Postal Service	49	1.6%	Institution
37	D&D Realty Group, LLC - Gravel Lot	30	< 1%	Office

Lot Number	Facility	Stalls	% Total	Use Type
38	Tysons Diesel & Auto Repair	9	< 1%	Retail
39	MadTown Fitness	14	< 1%	Retail
40	The Stag Restaurant - Closed	13	< 1%	Undesignated
41	Madras Christian Church	21	< 1%	Institution
42	Mehlenbeck Building - 116 SE D St	8	< 1%	Office
43	Vacant Building - Gravel Lot - 169 SE 7th St	11	< 1%	Undesignated
44	Jefferson County Administration	56	1.8%	City/County
45	Gravel Lot	34	1.1%	City/County
46	Back of Vacant Building - 34 SE D St	5	< 1%	Office
47	Madras Computers	2	< 1%	Retail
48	21st Century Insurance - Customer Service	5	< 1%	Retail
49	Madras Professional Center	18	< 1%	Office
50	Front of Vacant Building - 34 SE D St	5	< 1%	Office
51	La Cabanita Restaurante	15	< 1%	Retail
52	Madras Pub & Deli	7	< 1%	Retail
53	Great Earth Cafe & Market/ Mission Church/ Bargain Hunters	57	1.8%	Mixed Use
54	Susan Speck, LPC - 125 SW C St	18	< 1%	Office
55	Apartments - 141 SW 3rd St	20	< 1%	Residential
56	Green Knottz Dispensary/ Pet Grooming	21	< 1%	Retail
57	Texaco Gas Station	12	< 1%	Retail
58	Apartments - 171 SW C St	23	< 1%	Residential
59	Meraki Salon	7	< 1%	Retail
60	Gravel Lot - Vacant - 285 SW 2nd St	10	< 1%	Undesignated
61	Apartments - 242 SW 3rd St	23	< 1%	Residential
62	Eagle Bakery - 218 SW 3rd St	18	< 1%	Retail
63	Madras Brewing - 212 SW 4th St	20	< 1%	Retail
64	Gravel Lot	75	2.4%	Undesignated
65	Hiskey Building - Vacant - 242 SW 4th St	26	< 1%	Office
66	Chamber of Commerce	10	< 1%	Office
67	Unsigned - Gravel Lot - Next to Hiskey Building and Chamber of Commerce	15	< 1%	Undesignated
68	DMV/ Juvenile Justice	48	1.5%	Institution
69	Wells Fargo	24	< 1%	Retail
70	Black Bear Diner	62	2.0%	Retail
71	Mid-Oregon Personnel - 213 SW 4th St	12	< 1%	Office
72	Gravel Lot - 27-45 SE D St	20	< 1%	Undesignated
73	Hair Salon	2	< 1%	Retail
74	Gravel Lot	20	< 1%	Undesignated
75	The Dancing Bean	5	< 1%	Retail
76	205-211 SW 5th/ 21 SE D St - associated with Gleen, Reeder & Gassner	9	< 1%	Office
77	Jefferson County Community Development	19	< 1%	City/County

Lot Number	Facility	Stalls	% Total	Use Type
78	Jefferson County Community Development	30	< 1%	City/County
79	Jefferson County Library District Overflow Parking - Gravel Lot	15	< 1%	City/County
80	Jefferson County LIbrary District - Employees Only	10	< 1%	City/County
81	Jefferson County Library District Annex	12	< 1%	City/County
82	Linc - 278 SE 8th St	6	< 1%	Office
83	Dairy Queen	19	< 1%	Retail
84	Pennzoil 10 Minute Oil Change	25	< 1%	Retail
85	Gravel Lot - 520 SE 5th St	20	< 1%	Undesignated
86	Mid Oregon Credit Union	14	< 1%	Retail
87	Madras Pioneer	20	< 1%	Office
88	Apartments - 368 SE 6th St	8	< 1%	Residential
89	Dance Arts Unlimited	17	< 1%	Retail
90	Busy Bee Market	33	1.0%	Retail
91	Snow's Cleaners	3	< 1%	Retail
92	Metro by T-Mobile/ Mail Copies & More	17	< 1%	Retail
93	Madras City Hall & Police Station/ Madras City Hall	147	4.7%	City/County
94	Madras Police Station - Gated	16	< 1%	Institution
95	Westside Elementary School	65	2.1%	Institution
96	Jefferson County Title Company - Property for Sale	30	< 1%	Office
97	Signet Realty	6	< 1%	Office
98	Foxi Salon - Gravel Lot	4	< 1%	Retail
99	Mann Mortgage - Gravel Lot	4	< 1%	Office
100	Abcm Communications	3	< 1%	Retail
101	AutoZone Auto Parts - North Lot	22	< 1%	Retail
102	Thriftway/ AutoZone Auto Parts	83	2.6%	Retail
103	BedMart	6	< 1%	Retail
104	Madras Seventh-day Adventist Church	28	< 1%	Institution
105	Asamblea Apostolica Templo Fuente De Vida	15	< 1%	Institution
106	Adventist Community Services	15	< 1%	Institution
107	Madras Christian School	20	< 1%	Institution
108	North of Madras Dental Group - No Signage	10	< 1%	Undesignated
109	Apartments - 632 SE Commerce St	13	< 1%	Residential
110	Mark's Auto Repair	15	< 1%	Retail
111	Ding Ho	15	< 1%	Retail
112	ACE Hardware/ NAPA Auto Parts	57	1.8%	Retail
113	Yara's Cake Shop	5	< 1%	Retail
114	Columbia Bank	41	1.3%	Retail
115	Vacant Lot - For Sale	10	< 1%	Undesignated
116	Corey Graves Real Estate - Gravel Lot	6	< 1%	Office

Lot Number	Facility	Stalls	% Total	Use Type
117	Jefferson County - Public Health	28	< 1%	Office
118	Pepe's Mexican Bakery	11	< 1%	Retail
119	Madras Missionary Baptist Church	26	< 1%	Institution
120	AmeriTitle	12	< 1%	Office
121	Madras Body and Glass - Partial Gate	11	< 1%	Retail
122	The Outpost - Your Bargain Connection	20	< 1%	Retail
123	Midland Realty	15	< 1%	Retail
124	Gravel Lot	80	2.5%	Undesignated
125	Jefferson County Fire District #1	42	1.3%	Institution
126	Unknown - 813 SW Prince Pl	11	< 1%	Undesignated
127	Relax Inn	10	< 1%	Retail
128	S point - Gills Madras Auto Shop	13	< 1%	Retail
129	Madras Athletic Club and Purple Sage Spa and Salon	22	< 1%	Retail
130	Central Organics - Gravel Lot	40	1.3%	Retail
131	Habitat for Humanity - Habitat Restore - Gravel Lot	8	< 1%	Retail
132	Gravel Lot	23	< 1%	Undesignated
133	South Y Complex - Mosaic Medical/ Best Care - East Lot	31	< 1%	Office
134	South Y Complex - Mosaic Medical/ Best Care - West Lot	58	1.8%	Office
135	Dick Dodson Realty	10	< 1%	Retail
136	Gravel Lot	10	< 1%	Undesignated
137	A & R Automotive & Tire	20	< 1%	Retail
138	Free Methodist Church Gravel Lot	10	< 1%	Institution
139	Free Methodist Church	80	2.5%	Institution
140	Shell Gas Station	17	< 1%	Retail
141	Stay Center - Guns and Ammo	14	< 1%	Retail
142	Stay Center - Guns and Ammo - Gated	10	< 1%	Retail