2021

Task 4.10: Downtown Parking Plan (Draft #2)

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Prepared For:

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1. Executive Summary

1.1 Introduction

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 TGM program 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 intent of this Downtown Parking Plan is to:

- Use occupancy and turnover data derived from the Parking Utilization Survey (**Appendix A***)* to inform recommendations.
- Establish policies and strategies for efficient use of downtown parking resources within the project subarea.

Figure A: 2021 Downtown Parking Study Area

- Support and enhance a multimodal environment that prioritizes the safety and comfort of pedestrians and cyclists and lowers barriers to redevelopment.
- Incorporate recommendations from the City's 2019 Revitalization Toolkit (where appropriate) that encourage compact, main street development and a more viable urban form.
- Recommend Development Code amendments to support implementation of the Parking Plan more effectively.

The Downtown Parking Study area is shown in **Figure A**.

1.2 The Process

The consultant team worked with the Project Management Team (PMT) over the course of four (4) work sessions to understand desired parking-related outcomes as well as current challenges and opportunities. Issues were further clarified based on in-depth reviews of numerous policy and planning documents. Elements of task findings related to parking were presented and discussed with the Code Committee in two (2) work sessions and a Community Meeting will be held to review all work tasks related to parking that inform the preliminary Plan presented here. Additionally, detailed information about parking in downtown Madras was compiled and included in the following reports.[1] Each of these reports relied upon available data and on-the-ground observations, research from industry best practices, and input from the PMT, stakeholder interviews, Code Committee, and the community. Outcomes and recommendations were tailored to Madras' unique parking and access environment.

- **Task 2.1**: Parking Inventory and Field Assessment (January 27, 2021)
- **Task 2.2:** Downtown Parking Utilization Data Summary (July 2021 – v1)[2]
- **Tasks 2.3** & **2.4:** Downtown Parking Stakeholder Interview Summary and Parking Policy and Data Memorandum (April 12, 2021)
- **Task 4.3:** Final Evaluation Memorandum

The recommendations that follow were developed with the goal of improving the efficiency and usability of the existing supply and establishing a foundation necessary to address future growth and integration with other modes of access.

1.3 Stakeholder Interviews – Consensus Themes

A series of five (5) 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. An interview guide was developed to facilitate group discussions, but time was provided to allow participants to explore any issues, challenges, or opportunities related to downtown parking, access, and growth.

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.

- *Priority Parker***:** Customers should have priority access to the on-street system.
- *Usability:* Signage and wayfinding should be improved to reduce user confusion.
- *Communications:* The City should work with businesses to establish priorities and coordinate public and private parking use.

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[1] Each of these reports are available from the City of Madras.

[2] Given that data findings from the 2021 occupancy survey inform several the strategy recommendations within this report, we have included the full **Task 2.2** data summary in **Appendix A** to provide easy reference.

- *Shared Parking:*   Interest in better understanding and establishing a shared parking program.
- *Management:*   Strategies need to be goal-oriented, incremental, incentive based.
- *Code:*   Support for more flexible off-street requirements.
- *Identity:*   Preserve and enhance Madras' "inviting and welcoming feel."

1.4   Considerations for City Council

Downtown Madras is an active and vital commercial and customer district that will experience increasing pressure on its parking supply as new commercial and residential growth occurs. This will require more strategic coordination of the parking system. As City Council considers approval of this plan, key policy questions to consider include:

1) What is the City's role in, and priority for, managing parking?
2) What are the implications of this plan on the organization, administration, and daily operation of the City's current parking program?
3) What resources can be leveraged to support implementation of recommendations within this plan?

1.5   Strategies Summary and Estimated Plan Costs

The Plan is formatted in implementation increments of Short-term, Mid-term, and Long-term duration. A summary of all strategy recommendations is included in **Table 1.** Details for each strategy are provided beginning in **Section 3**.

Table 1: Task Cost Summary Table[3]

Short-term (0 – 12 months)	Resource/Cost Estimate
M1 – Ongoing Daily Management	Revenue neutral
M2 – Establish Downtown Parking Working Group	Staff/Parking Work Group (PWG) time
P1 – Establish Guiding Principles	Staff time
P2 – Adopt Parking Code Updates – Management	Staff/City Council time
P3 – Adopt Parking Code Updates – Parking Requirements	Staff/City Council time
P4 – Define Parking Management District Boundaries	Staff/PWG/City Council time
C1 – Develop a Logo for Downtown Parking	$5,000 New logo/Brand
S1– Establish On-street Time Limits for Downtown Core Area	Staff/PWG/City Council time
C2 – Initiate Downtown Wayfinding Signage System	Unknown. Determined with design firm solicitation.
Known Estimated Costs: Primarily Staff Time Only / Cost of Logo Development	

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[3] All costs provided are only reasonable estimates to facilitate discussion and to provide a framework for future decision-making. Refinements and revisions will need to be made to account for market factors, competitive bidding (where appropriate), timing and inflation over time.

Mid-term (12 – 36 months)	Resource/Cost Estimate
S2 – Initiate Time Limited Parking Signage in the Downtown Core Area	$42,000 @ $1,000 per block face – poles/signs
S3 – Stripe On-street Parking Stalls on Commercial Block Faces	$1,740 - $5,000
	Up to $7,000
S4 – Restrict Truck Parking Near Intersections in Downtown	Revenue neutral
R1 – Protect Residential Parking	Low cost. Varies per type of bike rack
T1 – Install Additional Bicycle Parking	Unknown currently
T2 – Improve Transit Service to and from Downtown	$5,000 - $7,500
C3 – Share Downtown Parking Information on Website	Unknown currently
O1 – Assess ADA Compliance in City/Publicly-Owned Facilities	Unknown currently
O2 – Pursue Off-street Shared-use Parking Partnerships	Revenue neutral
S5 – Implement Parking Enforcement in Time-Limited Parking Areas	$6,000 - $12,000 per improved lot
O3 – Implement Surface Lot Improvements	
Known Estimated Costs: $66,740 - $78,500	
Long-term (36 – 60+ months)	**Resource/Cost Estimate**
M3 – Implement Routine Data Collection	$20,000 - $30,000
P5 – Explore Funding Options for Parking and Multimodal Infrastructure	Staff/City Council time
Known Estimated Costs: $20,000 - $25,000	

M: Management and Administration, **P**: Policy and Code, **S**: On-street Parking Operations, **O**: Off-street Parking Operations, **T**: Integration with Other Transportation Modes, **R**: Residential Parking Operations, **C**: Communications and Outreach

The recommendations contained in this report are based on data, on-the-ground observations, and stakeholder input; are sensitive to the historic, pedestrian-friendly nature of downtown; and recognize the importance of economic growth. The report also provides a basis for community discussion on enhancing the downtown parking system and experience. The information and recommendations in this report are intended to complement broader transportation and commercial and residential economic development efforts to help Madras continue to flourish.

To support these recommendations, revisions will need to occur within the municipal code to add clarity and guidance toward meeting downtown's parking vision. This will require additional public outreach and input, particularly into establishing consensus on parking priorities for the downtown. Also, the City will need to strategically pursue upgrades to existing infrastructure and technology (e.g., signage and permit systems, performance monitoring and reporting). A new enforcement program will become necessary to provide reasonable oversight to the City's public parking system to encourage compliance and help facilitate a successful parking program.

2.   Recommended Parking Management Strategies

The strategies outlined here support recommendations that grew from detailed review of code and policy documents, discussions with the PMT stakeholder interviews, and community input. This was coupled with in-field data findings and research on industry best practices that are most applicable and beneficial to Madras.

This is Madras' first Parking Plan. As such, Madras begins with a blank slate for parking management in its downtown. Implementation of this Downtown Parking Plan will require levels of staff effort and resources that exceed what is currently in place.

As Madras has not previously had a parking plan in place for the active management of its downtown, it begins with a blank slate for action. The plan recommended here intends to outline a base level foundation of strategies that provide the fundamentals of parking management for a mid-sized, Main Street[4] city like Madras. The plan provides a template that anticipates a 5-year implementation horizon, with updates along the way to make revisions and adjustments as necessary and appropriate, extending the plan's reach even further.

The proposed parking strategies are organized into the following phases to guide implementation:

- **Short-Term**: 0 – 12 months
- **Mid-Term**: 12 – 36 months
- **Long-Term**: 36 – 60+ months

Recommended strategies follow a logical progression in which each action provides a foundation for subsequent actions, in phases, ranging from immediate, to intermediate, to future. While presented in phases (assuming an overall five year horizon), the implementation schedule is flexible and adaptable to growth and changes in land use and parking demand over time. To this end, the order of projects may be changed as opportunities and resources are identified. For those same reasons, timelines can be accelerated or extended. All strategies will require a level of support, coordination, commitment, and resource identification that goes well beyond what is currently in place. Where possible, planning-level cost estimates are provided as an initial frame of reference. Final costs will require additional evaluation, scoping, and estimating.

Each strategy is also classified within one of the following categories:

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[4] Main Street cities are usually characterized by re-emerging, revitalizing older and historic commercial districts. Made up of small towns, mid-sized communities, and urban commercial districts, they are denoted by a primary street serving as a focal point for shops and retailers in the central business district. Main Street towns and cities serve as a nexus of neighborhood life, with high pedestrian volumes, frequent parking turnover, growing alternative mode connections, and a diversity of users vying for limited space.

- **M**: Management and Administration
- **P**: Policy and Code
- **S**: <u>On-street</u> Parking Operations
- **O**: <u>Off-street</u> Parking Operations
- **T**: Integration with Other Transportation Modes
- **R**: Residential Parking Operations
- **C**: Communications and Outreach

2.1 SHORT-TERM (0 – 12 months)

M1 – Ongoing Daily Management

Action Statement

Restructure or augment staff time allocated to effectively manage the parking system and implement new programs identified in the Downtown Parking Plan.

Strategy Description

The success of any multi-faceted parking system depends on administration, management, and communication. This includes ongoing management of facilities, oversight of potential third-party vendors, financial accounting and reporting, marketing and communications, customer service, and strategic and capital planning. As this plan is implemented and demand for parking grows, management capacity will need to be augmented beyond the current status quo approach.

Madras' current system for managing parking is not centralized in a single department or individual at the City level. From a strategic management point of view there is no clear single point of responsibility for guiding the parking system in a manner that gives due diligence to the evolving complexity of the existing system and the level of technical and response capability called for in this parking management plan. Several Oregon cities (e.g., Bend, Corvallis, McMinnville, Milwaukie, Roseburg) experienced the same issue and began by consolidating their parking services within a single City department with an existing staff or staff persons specifically assigned to parking issues (operations, management, communications). For Madras, this might be accomplished through restructuring an existing FTE position within the City to coordinate parking issues and strategic plan implementation and/or allocating time across staff positions within a single City Department (e.g., Community Development or Public Works).

This recommended approach recognizes Madras' limited resources and allows for efficient transition into parking management as the current COVID environment allows. It also stresses the need for management process (i.e., day to day issues), internal oversight and communications/liaisons with downtown stakeholders and the broader community.

Order of Implementation

Immediate Phase

- Clarify internal responsibilities to centralize delivery of parking services (which includes role of City staff and/or expectations and responsibilities that could be allocated to a third-party service provider (for parking operations and enforcement services).

Intermediate Phase

- Identify and/or restructure existing FTE to create a single City entity responsible for parking services and implementation of the *Downtown Parking Plan.*

Estimated Costs

Not known at this time. Could be restructuring of an existing position(s) and/or coupled with a third-party vendor contract for operations services (parking and enforcement).

M2 – Establish Downtown Parking Working Group

Action Statement

Establish a representative Downtown Parking Work Group (PWG) to oversee plan implementation and serve as a partner with the City to guide and monitor parking system performance.

Strategy Description

Active participation by those affected by downtown parking management strategies is best accomplished through an established advisory committee or work group that reviews the performance of the public parking system, serves as a sounding board for issues, periodically reviews the recommendations presented in this plan, and acts as a liaison to the broader stakeholder community as changes are implemented.

It is recommended that the City develop a process through which a representative cross-section of downtown interests routinely assists in the review and implementation of this planning effort. The PWG should consist of downtown stakeholders (businesses and residents), the downtown business association or Chamber, City staff, City leadership, and other access mode providers (e.g., Cascades East Transit,[5] bicycle community) to assist in implementation of the recommendations in the Downtown Parking Plan. City staff would advise Council on all recommendations put forward by the PWG. This is a format commonly used in other Oregon cities (e.g., Bend, Hood River, Oregon City, and Springfield).

The PWG should meet as necessary (at least once a year) to assist the City in implementing the parking management plan, review parking issues, and inform City Council and other decision-making bodies on strategy implementation (via City staff). In the early going of Plan implementation, meetings would likely be more frequent. The PWG would use the recommendations in this plan as a basis for action, discussion, stakeholder communications, and tracking progress.

Order of Implementation

Immediate Phase

- Establish a representative Downtown Parking Work Group.
- Once established, initiate 1 to 2 workshops with the PWG to educate them on the fundamentals of parking management (e.g., "Parking 101" and/or TGM's Parking Made Easy – A guide to Managing Parking in Your Community) and the key elements of the Downtown Parking Plan. This will create a PWG with a solid foundation of information and well versed in the new Downtown Parking Plan.
- Schedule regular meetings to advocate for, guide, track, and communicate the plan (meetings could be hosted by the City or through a partnership with the downtown business association or Chamber).

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[5] See **Strategy T2,** Section 3.3 below.

- Discuss and formalize "Guiding Principles" for downtown parking management (see **Strategy P1**).

Intermediate Phase

- Establish business-to-business outreach.
- Facilitate data collection efforts.
- Assess plan progress.
- Inform City Council.
- Coordinate and disseminate, through constituency groups, communications with the broader downtown business community.
- Determine and implement plan action items.

Future phase

- PWG: Meet on a more frequent schedule, as warranted.

Estimated Costs

There should be no additional costs to the City if current staff time is reallocated to parking per **Strategy M1.** Costs could also be mitigated if hosting of the PWG is facilitated through a partnership with the downtown business association.

P1 – Establish Guiding Principles

Action Statement

Establish Guiding Principles as policies for the management of parking in Downtown Madras.

Strategy Description

Guiding Principles for parking management are based on the premise that growth in the downtown will require an integrated and comprehensive package of strategies to respond to growth, maintain balance and efficiency within the access system and establish clear priorities necessary to "get the right vehicle to the right parking stall." As evidenced in previous project tasks, "each of the specific policy documents evaluated [by the consultant] did not have language or guidance specifically related to goals, objectives, or intent related to parking management, in general nor with the Downtown Parking study area."[6] Without clear and consensus priorities, it is much more difficult to initiate solutions requiring changes to the parking system (and the status quo) and form partnerships between stakeholders that facilitate success.

It is recommended that these Principles should be formally approved by the City Council within appropriate policy documents that define the City's role in parking management (e.g., code, Comprehensive Plan, Transportation System Plan, etc.). Overall, parking management practices and code requirements related to parking should be highly supportive of desired development and not be a barrier to small and locally-owned businesses.

Sample Guiding Principles for consideration might include:

- Customers and visitors should have priority access to the public on-street system in downtown.
- Create a uniform appearance for on- and off-street parking, including signage, striping, and landscaping.
- Extend current brand signage by creating a name, symbol, or design that clearly identifies all public parking.
- Use the 85% Rule to facilitate decision-making.[7]
- Include bike parking as a key access strategy for downtown.
- Expand off-street shared-use partnerships whenever possible and treat all parking as a community resource.
- Provide a forum for ongoing community involvement in parking decisions.
- Treat downtown parking management as a partnership between the City and the business community.
- Ensure that the public parking system is financially sound and self-sustaining.

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[6] See **Tasks 2.2** and **2.4:** *Downtown Parking Stakeholder Interview Summary and Parking Policy and Data Memorandum – Final (April 12, 2021),* page 6.

[7] The 85% Rule is an operating principle and parking industry standard. When occupancies routinely reach 85% in the peak hour, more *intensive and aggressive* parking management strategies are called for.

- Ensure that the City is ready to respond to growth and recognize that funding will require a varied package of resources and partnerships.

Many cities formalize their Guiding Principles within a parking element of their Transportation Systems or Comprehensive Plans.[8] Others include Guiding Principles as a policy element within their municipal codes.[9] A simpler route that other cities have taken is to formally approve Guiding Principles as elements within an approved Parking Management Plan, like this report.[10]

An example set of Guiding Principles for Parking Management are provided in **Appendix B** from the cities of Roseburg and Hood River, Oregon.

Order of Implementation

Immediate Phase

- With the Parking Work Group (**Strategy M2**), develop consensus Guiding Principles for Downtown Parking Management.
- Through City staff, forward PWG recommendation to formalize the Guiding Principles with Council within City documents most applicable to Madras' policy processes.

Estimated Costs

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

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[8] Examples: Bend, OR and Redmond, WA
[9] Example: Portland OR includes their Guiding Principles as policy elements within Title 33.510 of their code.
[10] Examples: McMinnville, OR and Olympia, WA

P2 – Adopt Parking Code Updates – Management

Action Statement

Review and implement the parking code recommendations outlined below as they relate to Chapters 3 and 10 of the City's Municipal Code. This will ensure that the parking code both informs and facilitates the parking priorities and desired outcomes of the Guiding Principles.

Strategy Description

The recommended **Chapter 3** and **Chapter 10** municipal code changes, summarized below, provide a detailed outline of revisions that clarify the intent of specific regulations, cleans up inconsistencies between sections and provides for clearer standards and processes for decision-making. The objective is to improve the code provisions related to parking in the downtown and offer revisions 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 established in **Strategy P1,** above.

Recommended Code Revisions

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

Current language in 3.05.020 – Establish fees, empowers the City Council to establish "rates, charges and fees" for a number of 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 for 3.05.020 (recommended changes to current language are in <u>double underline</u>.

- 3.05.020 - Establish fees

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 partitions, planned unit development, site plan reviews, subdivisions, vacations, variances, zone or text amendments, building, construction and inspection permits, <u>parking permits, parking meter fees and rates, parking fines and citations,</u> 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."

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

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 new definition additions are recommended (recommended changes to current language are in double underline.

- 10.05.030 - Definitions[11]

In addition to the definitions contained in the Oregon Vehicle Code, the following mean:

"Alley" means a street or highway primarily intended to provide access to the rear or side of lots or buildings in urban areas and not intended for through vehicular traffic.

"Bicycle path" means a public way, not part of a highway, that is designated by official signs or markings for use by persons riding bicycles except as otherwise specifically provided by law.

"Bike lane" means a portion of roadway that has been designated by striping, signing, and pavement markings for the preferential or exclusive use by bicyclists.

"Bus stop" means a space on the edge of a roadway designated by signage for the purpose of loading or unloading passengers.

"Commercial motor vehicle" means:

(a) A motor vehicle or combination of motor vehicles that:

(i) Has a gross combination weight rating of 26,001 pounds or more, inclusive of a towed unit with a gross vehicle weight rating of more than 10,000 pounds;

(ii) Has a gross vehicle weight rating of 26,001 pounds or more;

(iii) Is designed to transport sixteen (16) or more persons, including the driver;

(iv) Is of any size and is used in the transportation of hazardous materials; or

(v) Is of any size and is owned or leased by, or operated under contract with, a mass transit district or a transportation district when the vehicle is actually being used to transport passengers for hire, regardless of the number of passengers, unless the vehicle is a taxi.

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[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.

(b) The term "commercial motor vehicle" does not include the following:

(i) An emergency fire vehicle being operated by firefighters as defined in ORS 652.050;

(ii) Emergency vehicles being operated by emergency service workers as defined in ORS 401.025;

(iii) A motor home used to transport or house, for nonbusiness purposes, the operator or the operator's family members or personal possessions;

(iv) A vehicle that is owned or leased by, or operated under contract with, a mass transit district or a transportation district when the vehicle is actually being used to transport passengers for hire so long as the vehicle is not one described in subsections (a)(i) through (a)(iv) of this definition; or

(v) A recreational vehicle that is operated solely for personal use.

"Commercial purposes" means a goal or end involving the buying and/or selling of goods or services for the purpose of making a profit.

"Crosswalk" means as defined in ORS 801.220.

"Disabled motor vehicle" means a motor vehicle that is not capable of being moved under its own power.

"Emergency vehicle" means a vehicle that is equipped with lights and sirens (e.g., law enforcement agencies, fire, ambulance service).

"Gross vehicle weight" means the weight of a vehicle without load plus the weight of any load thereon.

"Inoperable motor vehicle" means a motor vehicle that is not capable of being moved under its own power.

"Intersection" means:

(a) The area embraced within the prolongation or connection of the lateral curb lines, or, if none, then the lateral boundary lines of the roadways of two highways, or City streets which join one another at, or approximately at, right angles, or the area within which vehicles traveling upon different highways joining at any other angle may come in conflict with; or

(b) Where a highway or City street includes two roadways 30 feet or more apart, then every crossing of each roadway of such divided highway or City street by an intersecting highway or City street shall be regarded as a separate intersection. In the event such intersection highway or City street also includes two roadways 30 feet or more apart, then every crossing of two roadways of such highways or City streets shall be regarded as a separate intersection.

"Loaded weight" means the weight transmitted to the road, through an axle or set of axles, when the vehicle is fully loaded.

"Loading zone" means a space on the edge of a roadway designated by signage for the purpose of loading and unloading passengers or materials during specified hours or specified days.

"Motor vehicle" means a vehicle that is self-propelled or designed for self-propulsion, includes any device in, upon or by which any person or property is or may be transported or drawn upon a public highway, and includes vehicles that are propelled or powered by any means. "Vehicle" does not include a manufactured structure.

"Owner" means a person, other than a lien holder, having the property in or title to a vehicle; and such term includes a person entitled to the use and possession of a vehicle subject to a security interest in another person, but excludes a lessee under a lease not intended as security.

"Park" or "parking" means the standing of a vehicle, whether occupied or not, otherwise than temporarily for the purpose of and while actually engaged in loading or unloading property or passengers.

"Parking uses" means programs or resources intended to safely and conveniently park automobiles.

(a)   Metered Parking. 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).

(b)   Parking facility. A standalone facility used for the short-term parking of automobiles whether or not a fee is charged. Parking areas affiliated with a primary use (e.g., a store, office, or apartment building) are not considered parking facilities.

(c)   Parking Space or Parking Stall. An area located in the public right-of-way on-street, in surface lots, or in garages that is available to parking a vehicle by an authorized user (hourly, daily, and/or overnight).

(d)   Parking Permit. A document, card, hang-tag, sticker, or chip for display in a vehicle, as well as 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.

(e)   Time-limited Parking. 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.

(f)   Types of Parking. Different types of parking include:

(i)   "High turnover parking stall" means any parking stall signed or metered for stays of less than 1 hour.
(ii)   "Short-term parking stall" means any parking stall signed or metered for stays of 1 to 4 hours.
(iii)   "Long-term parking stall" means any parking stall signed or metered for stays of more than 4 hours.

"Pedestrian" means any person afoot or confined in a wheelchair.

"Person" means a natural person, firm, partnership, association, or corporation.

"Premises open to public" means premises on which the public is invited at regular hours and regular days during the course of business or social activities or events.

"Residential zones" includes single-family residential (R-1), multifamily residential (R-2), and planned residential development (R-3) as shown on the City of Madras Zoning and Comprehensive Plan Map.

"Right-of-way" means that portion of land dedicated to the public for access, utilities, streets, alleys, sidewalks, or any other public purposes. For the purpose of this chapter, "right-of-way" shall also mean easement.

"Road authority" means the body authorized to exercise authority over a road, highway, street or alley under ORS 810.010.

"Roadway" means the portion of a highway that is improved, designed, or ordinarily used for vehicular travel, exclusive of the shoulder.

"Semi-tractor" means a vehicle weighing 10,000 pounds or more (unloaded weight).

"Semi-trailer" means a trailer designed so that part of the weight of the trailer and part of the weight of any load on the trailer rests upon or is carried by another vehicle and is coupled to another vehicle by a fifth wheel hitch. The definition in this section is based on design and, except as otherwise provided in this section, does not prohibit a semi-trailer from fitting into another category of trailer based on use.

"Shoulder" means the portion of a highway, whether paved or unpaved, contiguous to the roadway that is primarily for use by pedestrians, for the accommodation of stopped vehicles, for emergency use and for lateral support of base and surface courses.

"Sidewalk" means that portion of a street between the curb lines, or the lateral lines of a roadway, and the adjacent property lines intended for the use of pedestrians.

"Sight distance" means the length of roadway a driver can see. The length for measuring sight distance at an intersection is measured by using a height of three and one-half feet above the roadway surface for the height of the driver's eye and the height of the object to be seen is three and one-half feet above the surface of the intersecting road.

"Stand" or "standing" means the halting of a vehicle, whether occupied or not, otherwise than temporarily for the purpose of and while actually engaged in receiving or discharging passengers.

"Stopping sight distance" is the sum of two distances: (a) the distance traversed by the vehicle from the instant the driver sights an object necessitating a stop to the instant the brakes are applied; and (b) the distance needed to stop the vehicle from the instant brake application begins.

Per AASHTO (American Association of State Highway and Transportation Officials) – Geometric Design of Highways and Streets, for a street speed signing posted at 25 mph, the stopping sight distance is 155 feet; for 30 mph – 200 feet; for 35 mph – 250 feet; for 40 mph – 305 feet; and for 45 mph – 360 feet.

Street. The terms "highway," "road," and "street" shall be considered synonymous unless the context precludes such construction. "Street" includes alleys.

"Taxicab stand" means a space on the edge of a roadway designated by signage for use by taxicabs.

"Traffic-control device" means:

(a) Any sign, signal, marking or device placed, operated or erected under ORS 810.210 for the purpose of guiding, directing, warning, or regulating traffic;

(b) Any device that remotely controls by electrical, electronic, sound or light signal the operation of any device identified in subsection (a) of this definition and installed or operated under authority of ORS 810.210;

(c) A stop sign that complies with the Uniform Standards for Traffic Control.

"Traffic lane" means that area of the roadway used for the movement of a single line of traffic.

"Truck tractor" means a motor vehicle designed and used primarily for drawing other vehicles and so constructed so as not to carry any load other than a part of the weight of the vehicle or load, or both, as drawn.

"Truck trailer" means any trailer designed and used primarily for carrying loads other than passengers whether designed as a balance trailer, pole trailer, semi-trailer, or self-supporting trailer.

"Unloaded weight" means the weight of a vehicle when the vehicle is fully equipped exclusive of load.

"Vehicle owned" means any vehicle registered to, operated, or controlled by a person. [Ord. 834 § 3, 2010.]

Title 10 – Purpose and Intent

Chapter 10.05 - Article IV – Parking Regulations

At present, Chapter 10.05, Article IV – Parking Regulations, of the code does not include any reference to parking policy priorities, though there is reference to State law related to traffic laws in 10.05.020. As discussed earlier, the Comprehensive Plan, Transportation System Plan, and the Urban Renewal Action Plan are silent on parking policy. The code should reflect its intent and purpose for parking and parking management.

It is recommended that a new section be added, 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 would either include new language derived from **Strategy P1** or read as follows (all language provided below would be new to the code and is provided in double underline):[12]

10.05.185 - Purpose and Intent – Parking and Parking Management

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 neighborhood, emphasizing that no user has any specific entitlement to use of the public right of way.

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[12] 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.

(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, emphasizing that no user has any specific entitlement to use of the public off-street supply.

(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.

These recommended revisions will 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.

Order of Implementation

Immediate Phase

- Complete internal City review and presentations of recommended code revisions per the City's existing schedule for review of code amendments.
- Staff, City Council, Public: Compete public process and Council adoption of new code amendments.
- Publish code amendments.

Estimated Costs

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

P3 – Adopt Parking Code Updates – Parking Requirements

Action Statement

Eliminate parking requirements for certain land use categories in 18.025.050- Off-street parking, in the municipal code.

Strategy Description

More and more cities are evaluating and eliminating off-street parking requirements in their downtowns. Organizations like Strong Towns, [13] Reinventing Transport,[14] the American Planning Association,[15] and experts in the academic world[16] are calling for cities to seriously consider eliminating minimum parking requirements, particularly in downtowns. Each of the following Northwest cities have eliminated parking minimums in their downtown areas in recent years:

> **Based on the vision for downtown described in the Comprehensive Plan, recommendations from the *2019 Revitalization Toolkit* and findings from the 2021 Downtown *Parking Utilization Survey (*Appendix A*)*: it is evident that current parking requirements and land use patterns conflict with Madras' downtown vision.**

- Banks, OR
- 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.

The *Madras 2019 Revitalization Toolkit* recommended removing parking requirements for commercial uses in the downtown 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

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[13] End Parking Minimums (strongtowns.org)

[14] www.reinventingtransport.org

[15] People Over Parking (planning.org)

[16] 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.

much commerce, you can't stuff everyone in there. These are good problems that every downtown wishes it had."[17]

The 2018 updated *Madras Comprehensive Plan* envisions the type of encouraged downtown land uses that the *2019 Revitalization Toolkit* emphasizes. The Comprehensive Plan also clearly describes these in the establishment of the C-2 "Downtown Commercial" and C-3 "Community Commercial" on the Comprehensive Plan Map.[18] Both of these designations call for:

- A strong commitment to foster a vibrant downtown,
- An environment that enhances the pedestrian experience and provides a mix of uses and services.
- Building development that is of the character and scale of the existing historic downtown, and
- Minimizes and discourages auto dependent uses.

Inventory and occupancy data strongly indicates that parking overbuild exists, with a preponderance of land within the recommended Downtown Parking Management Area currently committed to surface parking lots, which if continued, will influence urban form in the C2 and C3 areas in a manner that conflicts with Madras' downtown vision.

Evidence of this is illustrated visually in **Figures B** and **C**, which show the amount of land dedicated to surface parking (**Figure B**) and peak hour occupancies in the off-street supply (**Figure C**).[19] Overall, the data survey found that at the peak hour, there are between 1,775 and 1,977 empty stalls in the sampled off-street supply, weekday, and weekends, respectively. If occupancy performance from the sampled sites were extrapolated to all off-street parking in the downtown inventory, empty stalls would total 2,146 and 2,691 stalls.

Based on the vision for downtown described in the Comprehensive Plan, recommendations from the *2019 Revitalization Toolkit* and findings from the 2021 data collection effort;[20] it is evident that current parking requirements and land use patterns conflict with Madras' downtown vision and there is significant opportunity to absorb new parking demand throughout the downtown without requiring parking.

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[17] Civilis Consultants, *Revitalization Toolkit (2019)*, page 68.

[18] C-2 and C-3 designations are very different than C-1, which encourages development in locations for auto-oriented uses. C-1 commercial lands are located to the North and South of the City's core commercial area, extending to the city limits. Within the Corridor Commercial areas, "the City is committed to providing for auto-dependent and oriented uses" at such site. See, pages 134 and 135 of the Comprehensive Plan.

[19] **Figure C** represents the highest occupancy day for the two days represented in the 2021 data collection effort, the weekday count. A similar occupancy map for the Saturday data collection day can be found in the full survey report located in **Appendix A**.

[20] Ibid.

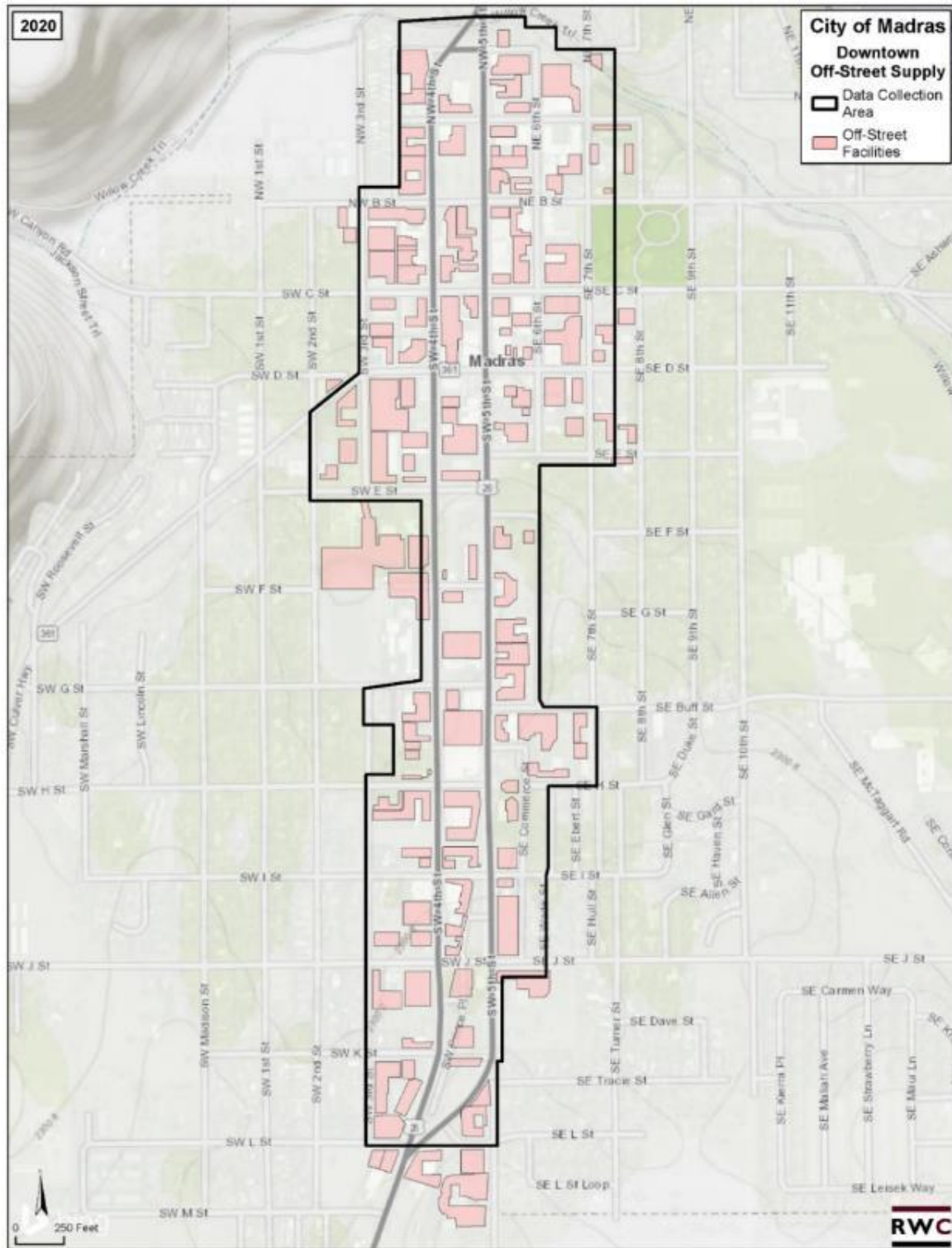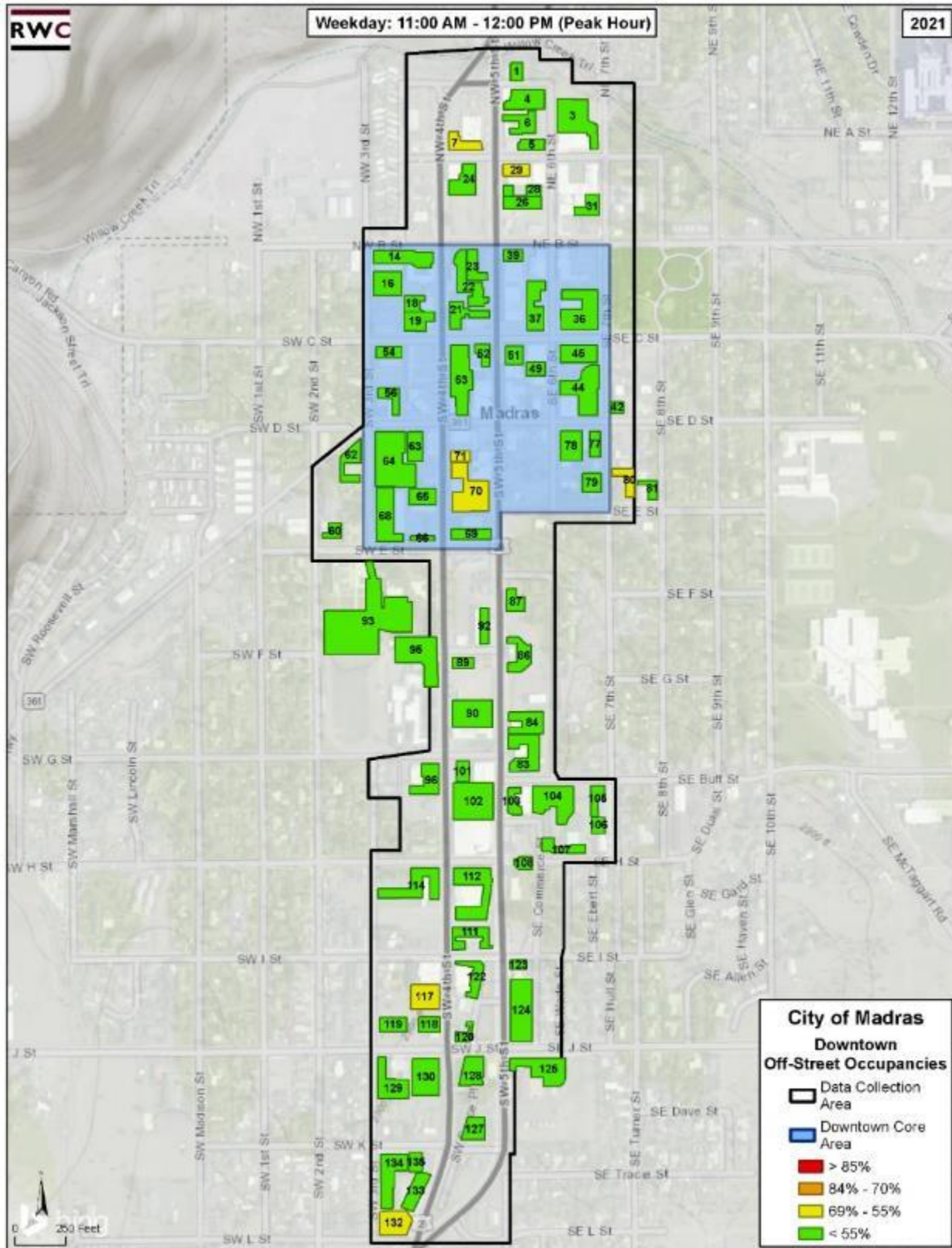**Figure B: Summary of Land in Surface Parking (by Location)**

Figure C: Off-street parking occupancies– Weekday peak hour

Recommended Code Revisions

Title 18 – Development Code, Chapter 18.25 – Supplementary Provisions

Current language in 18.25.050 – Off-street parking, establishes minimum parking requirements for specific land uses. At present, these provisions require minimum parking throughout the City of Madras. To better align this code provision with the City's vision for C-2 "Downtown Commercial" and C-3 "Community Commercial" on the Comprehensive Plan Map and recommendations of the 2019 *Revitalization Toolkit*, the following revisions are recommended. Changes to current language are in <u>double underline</u>. Deleted language is in ~~strikethrough~~.

- 18.25.050 – Off-street parking

All buildings and uses must comply with the parking requirements set forth in this section.

(1) *Amount Required.* The number of required off-street vehicle parking spaces shall be determined in accordance with MDC Table 18.25.050-1. Off-street parking spaces may include spaces in garages, carports, parking lots, and/or driveways if vehicles are not parked in a vehicle travel lane (including emergency or fire access lanes), public right-of-way, pathway, or landscape area.

(a) Where parking requirements are based on the square footage of a building, the applicable square footage shall be the gross floor area of the building excluding any space within a building devoted to off-street parking or loading. When the number of employees is specified, persons counted shall be those working on the premises, including proprietors, during the largest shift at peak season.

(b) For uses not specified in MDC Table 18.25.050-1, the decision maker must determine the minimum number of required parking spaces as part of the development review process accompanying the proposed use, based upon similar uses listed in MDC Table 18.25.050-1 or other substantial evidence of expected parking demand.

(c) In the event that several uses occupy a single structure or parcel of land, the total requirements of off-street parking shall be the sum of the requirements of the several uses computed separately. Notwithstanding the foregoing, the total requirement may be reduced by an amount determined by the decision maker where the applicant sufficiently demonstrates that peak parking demands are less because of differing peak parking demand periods among the uses.

(d) Owners of two or more parcels of land may agree to share parking and loading spaces; provided, that the parking areas supporting a particular use are located within 500 feet of that use and satisfactory legal evidence is presented to the City in the form of deeds, leases, or contracts to establish shared use of parking facilities. Notwithstanding the foregoing, the total parking requirement on the parcels subject to the shared use arrangement may be reduced by an amount determined by the decision maker where the applicant sufficiently demonstrates

that peak parking demands are less because of differing peak parking demand periods among the uses sharing the parking facilities.

(e) *On-Street Parking Credit.* Within the C-2 and C-3 zoning districts, credit may be allowed for on-street parking. The amount of off-street parking required may be reduced by one off-street space for every one on-street space adjacent to the development. On-street parking must follow the established configuration of existing on-street parking. On-street parking spaces must meet the dimensional requirements of MDC Table 18.25.060-1.

(e) Parking within the C-2 and C-3 zoning districts. No parking is required for specific building types identified in MDC Table 18.25.050-1 for projects within the C-2 and C-3 zoning districts. The determination not to build parking in the C2 or C3 zoning districts, or to build less than the maximum allowed, does not entitle the developer or the final building type access to the public on-street system (beyond its availability to the general public) or to any publicly owned off-street parking (beyond any current programs for accessing such sites or facilities by the general public), in perpetuity.

(f) Within the C-2 and C-3 zoning districts, all building types except certain Auditorium building types have no minimum parking requirements.

(2) *Location.*

(a) Except as allowed pursuant to MDC 18.40.040(8), no automobile parking, with the exception of accessible parking, is permitted between the building and an arterial or collector street unless the Community Development Director determines there is no feasible alternative to provide the required parking. If a building setback is provided, the setback area must be paved with a hard surface (concrete or unit pavers, not asphalt) and must incorporate seating and landscaping. A public entrance must be within 100 feet of the right-of-way of an arterial or collector street.

(b) Development on lots or sites with three frontages may have vehicle parking areas between the building and one of the streets. Development on full blocks may have vehicle parking areas between the building and two of the streets. However, the parking area must be between a local street and the building, not an arterial, other than a freeway or other fully controlled access highway.

(c) Parking lots with 50 spaces or more must be divided into separate areas and divided with landscaped areas or walkways at least 10 feet in width or by a building or group of buildings.

(d) Parking lots cannot occupy more than thirty-three percent (33%) of the subject property's street frontage. Parking areas should be located behind or to the side of a building. If a property has multiple street frontages, then this standard will apply to the frontage along the highest order street. If all street frontages have the same classification, then this standard will apply to the frontage to which the primary building entrance is located.

(e) Off-street parking spaces for dwellings must be located on the same parcel with these dwellings. Other required parking spaces must be located not farther than 300 feet from the building or use they are required to serve, measured in a straight line from the building, unless otherwise approved by the Community Development Director. All, or a portion of, off-street parking provided for dwelling units in the C2 and C3 zoning district may be allowed off-site, within the specific C2 or C3 zoning district, if approved by the Community Development Director.

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		
LAND USE CATEGORY	*C-2 and C3*	*Minimum Requirement - All other land uses outside C-2 and C3 zoning districts*
Office Buildings, Banks	No minimum requirement	2.5 spaces
Business and Professional Services	No minimum requirement	2.86 spaces
Commercial Recreational Facilities	Not Allowed	10.0 spaces
Shopping Goods (Retail)	No minimum requirement	2.86 spaces
Convenience Goods (Retail)	No minimum requirement	2.86 spaces
Restaurants	No minimum requirement	10.0 spaces
Personal Services and Repairs	No minimum requirement	2.86 spaces
Manufacturing	No minimum requirement	2.0 spaces
Warehouses	Not Allowed	1.0 spaces
Wholesale	Not Allowed	1.5 spaces
RESIDENTIAL		
Single Family Dwelling	Not Allowed	1.0 spaces per dwelling unit
Townhomes	See MDC 18.30.190(3)(f)	See MDC 18.30.190(3)(f)
Accessory Dwelling Units	No minimum requirement	1.0 space per ADU
Multifamily Dwellings	No minimum requirement	1.0 space per dwelling unit
Hotels	No minimum requirement	1.0 space per bedroom
Motels	No minimum requirement	1.0 space per bedroom
PUBLIC BUILDINGS		
Museums and Libraries	No minimum requirement	3.3 spaces
Public Utilities	No minimum requirement	3.3 spaces
Welfare Institutions	No minimum requirement	2.5 spaces
MEDICAL BUILDINGS		
Medical and Dental Offices	No minimum requirement	2.86 spaces
Hospitals	No minimum requirement	2.86 spaces
Convalescent Homes or Assisted Living	No minimum requirement	1.0 space per 2 patient beds or 1.0 space per apartment unit

BUILDING TYPE	PARKING SPACES REQUIRED (Spaces per 1,000 sq. ft. unless otherwise noted)	
AUDITORIUMS**		
General Auditoriums and Theaters	No minimum requirement	0.25 spaces per seat
Stadiums and Arenas	0.25 spaces per seat	0.25 spaces per seat
School Auditoriums	0.10 spaces per seat	0.10 spaces per seat
University Arenas	0.10 spaces per seat	0.10 spaces per seat

*Per 18.25.050 (1) – Off-street parking, minimum parking requirements in this Table apply only to land uses outside the C2 and C3.

** Auditoriums in all zoning districts, including where applicable in C-2 and C-3, must meet minimum parking requirements.

Order of Implementation

Immediate Phase

- Complete internal City review and presentations of recommended code revisions per the City's existing schedule for review of code amendments.
- Compete public process and Council adoption of new code amendments.
- Publish code amendments.

Estimated Costs

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

P4 – Define Parking Management District Boundaries

Action Statement

Establish a *Downtown Parking Management District (DPMD)* boundary to focus and guide parking strategy implementation. Using 2021 occupancy data, establish a "downtown core area" subzone within the DPMD where initial and more focused parking management will begin.

The type and level of management within established districts should reflect activity within an area to assure that the priorities for parking are attained and constraints and conflicts are mitigated.

Strategy Description

Parking best practices suggests that "parking management districts" reflect the unique zoning and character of an area. Thus, downtown parking districts usually encompass city blocks that are *commercial* in nature, with a particular focus on ground level active business uses. Identifying and establishing a Madras Downtown Parking Management District formalizes the City's intent regarding a compact and thriving existing central downtown, as well as emerging commercial areas within a concept of the greater downtown. In contrast, "neighborhood parking management districts" would encompass those blocks that are zoned residential in both function and uses, prioritizing access for residents and their guests (see **Strategy R1**).

As important, the type and level of management within established districts should reflect parking activity within an area to assure that the priorities for parking are attained and constraints and conflicts are mitigated. Data derived from routine data collection (**Strategy M3)** can inform whether a downtown is managed as a single parking management district or whether there are one or more sub-zones within a defined management district that require more active strategy implementation, given the evolution and emerging nature of areas that are still *downtown* but outside a more robust activity core area**.**

2021 data use data noted higher parking activity within a 403-stall sub-zone. Peak hour parking occupancies in this core area are 13.1 (weekday) and 4.4 (weekend) percentage points higher than is the average peak for the larger downtown study area.[21]

It is recommended that boundaries for the larger Downtown Parking Management District and Downtown Core Area subzone reflect those illustrated in **Figure D**.

Order of Implementation

Immediate Phase

- Review and finalize boundary definitions.
- Complete internal City presentations.
- Coordinate implementation with **Strategy P1.**

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[21] See **Appendix A**: Parking Utilization Survey, *Task 2.2* (July 2021 – v1), page 7.
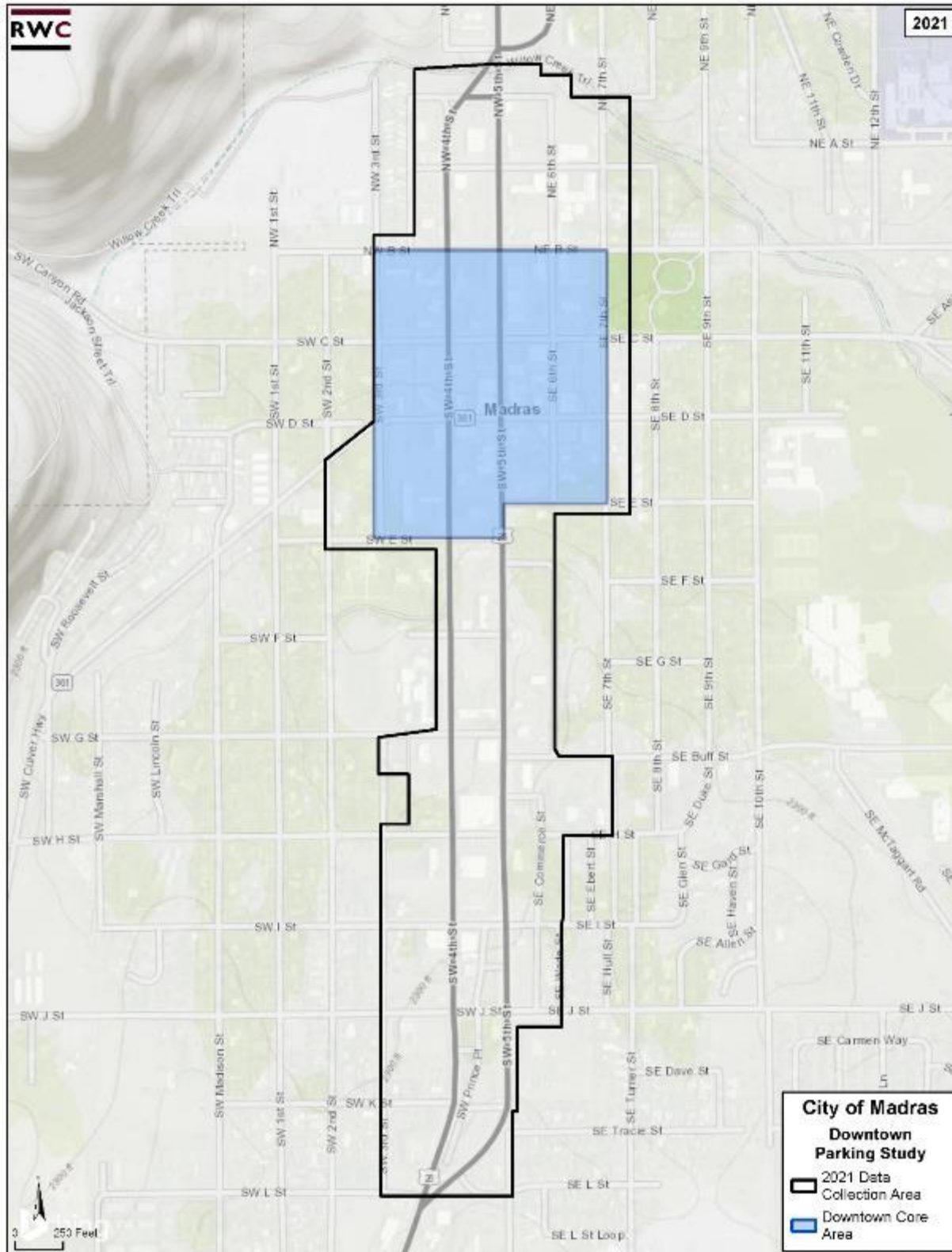
Estimated Costs

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes necessary to formalize these parking management boundaries.

Figure D: Recommended Downtown Parking Management District Map with a Downtown Core Area

Sub-zone

C1 – Develop a Logo for Downtown Parking

Action Statement

Develop a signage package with a unique logo to integrate the public on and off-street parking system. Install the new signage package consistent with new logo and recommended time limit format (**Strategy S1)**.

Strategy Description

Findings from the Parking Inventory and Field Assessment (*Task 2.1*) showed that lack of quality parking signage was an issue as well as conflicting information communicated to users. The inconsistency of signage (and signage design) conflicts with the best practice goal of simplicity and understandability as factors supporting a "customer friendly" access environment.

For this reason, it is recommended that the City develop a parking logo (or brand) for all public parking by creating a name, symbol, or design that clearly identifies all public parking and can be communicated through signage and marketing. This brand can then be used on-street, off-street, and, ideally, as part of a right-of-way wayfinding system throughout the downtown. It can also be incorporated into marketing and communications efforts, such as maps, websites, etc. (see **Strategy C3)**.

This would mean creating a simple and recognizable "logo" intended to communicate public parking. It is recommended that a simple stylized "P" be created and extended throughout the public parking system as the parking brand. This is a very easy and cost effective approach used by other cities. Examples from Seattle, WA, Albany, NY, and McMinnville, OR are shown from left to right in the adjacent graphic (**Figure E**). [22]

Figure E: Examples of Parking Logos

Order of Implementation

Immediate Phase

- With the Parking Work Group, develop and create a simple but recognizable logo to be ready for incorporation into implementation of new signage developed by the City in **Strategies C2** and **S2**.
- Initiate a survey of all existing parking signage and estimate number of new signs based on a standard configuration per affected block face (see **Strategy S1**).

Estimated Costs

A stylized "P" logo/brand could be developed in-house at a very low cost. A contract with a private graphic designer could involve costs of less than $5,000 for a simple logo/brand.

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[22] The Seattle logo was also a simple way to connect users into Seattle's electronic parking guidance system and other parking information available online, creating not just the simple "P" but a byline tag as well.

S1 - Establish On-Street Time Limits for the Downtown Core Area

Action Statement

Minimize employee or resident use of customer/visitor stalls and increase turnover in the core of downtown. Use future occupancy data to strategically and cost effectively expand time limited parking throughout the Downtown Parking Management District.

Strategy Description

In Madras, there are 1,307 total on-street parking stalls within the Downtown study area. Over 90% of parking in the downtown is unregulated, meaning it is unlikely that prioritized users (customers/visitors) are assured precedence at the curb for access to businesses. The amount of No Limit, unregulated parking in the downtown is unusual for a Main Street focused downtown striving to support high-volume visitor activity in its commercial center.[23]

2021 data collection found that parking activity, within the area defined as the Downtown Core Area sub-zone, performed at a higher utilization level than other areas of the larger downtown.[24] The study also found that within the core area sub-zone, the turnover rate is 4.15 on the weekday and 4.44 on the weekend. These rates are lower than a minimum best practice standard of 5.0; likely a reflection of the high number of No Limit (unrestricted) stalls.[25]

Table 2 provides a summary of several "Main Street" cities and the time limits implemented in their downtowns. Time limits are correlated to actual duration of stay data from RWC studies. As the table demonstrates, most Main Street cities have core area time limits, and those time limits match up with average user length of stay. This provides for time limits that assure turnover, discourages long-term parking, and allows adequate time for typical customer/visitor stays. Only Springfield OR has a time limit less than the actual demonstrated length of stay in its core area.

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[23] See **Appendix C:** 2021 Parking Inventory and Field Notes. This document provides detailed information on the Downtown Madras Parking Study area inventory and format of both on and off-street parking.
[24] See **Appendix A**
[25] See **Appendix C**., page 11.

Table 2: Sample cities by duration of stay, peak occupancy and implemented time stay limit (Core Downtown)

City	Average Length of Stay	Peak-Hour Occupancy	Time Limit (in DT Core)
Albany, OR	2h 24m	43%	3-hours
Bend, OR	1h 37m	73%	2-hours
Everett, WA	1h 23m	83%	90 minutes
Hood River, OR	1h 53m	80%	3-hours
Kent, WA	1h 51m	65%	2-hours
Leavenworth, WA	2h 48m	72%	Unregulated 2017 Study recommended 3-hours
Madras, OR	**2 h 11m – 2 h 25m**	**29%**	**Consultant recommends 3-hours**
McMinnville, OR	1h 56m	63%	2-hours
Milwaukie, OR	1h 45m	58%	2-hours
Newberg, OR	2h 8m	48%	2-hours (high % of No Limit in DT core)
Oregon City, OR	1h 31m	71%	2-hours
Redmond, OR	2h 18m	41%	Unregulated 2018 Study recommended 3-hours
Springfield, OR	2h 46m	49%	2-hours (core zone) / 3 -hours (outside core)

To this end, the consultant recommends that Madras implement a 3-hour limit in what will become the higher turnover Downtown Core Zone established in **Strategy P4**. The 3-hour limit is based on actual duration of stay data and is supportive of recommendations and desired outcomes for an active and vital downtown described in the 2019 Downtown Revitalization Toolkit. This area is also consistent with the City's C2 zoning that emphasizes the City's strong commitment to foster a vibrant downtown in and near the historic city center. Also, new "time limited parking" definitions added to 10.05.030 in **Strategy P2** provide code support for this recommendation.

In mid- and long-term implementation all other *non-residential* blocks within the remaining Downtown Parking Management District boundary would be transitioned to time limited parking based on use data in subsequent parking occupancy updates **(see Strategy M3).**

There would be no time limits in adjacent neighborhood areas unless a residential parking permit zone (RPPP) program (RPPP) for a specific area were established (**Strategy R1**) and there was demonstrated spillover of commercial trips into neighborhoods. If an RPPZ were established, time limits in these districts would be "2 Hours or by Permit" during posted enforcement hours.

This recommended strategy will strategically initiate customer-friendly time-stays in downtown, assure maximum visitor capacity and turnover at the street level, and encourage greater employee/resident use of currently unused off-street parking.

Order of Implementation

Immediate Phase

- Work with the Downtown PWG, City staff, and other stakeholders to validate this recommendation from an on-street time limit format for parking within the Downtown Parking Management District.
- Use the existing downtown on-street inventory map to develop a signage replacement/installation plan for affected block faces in the Downtown Core Area sub-zone (see **Figure F**, below).[26]

Intermediate Phase

- Coordinate signage design with **Strategy C1.**
- Initiate signage changes per **Strategy S2.**

Estimated Costs

The cost for this strategy should be minimal as it involves discussion and process to determine the new, simplified time limit format. New signage installation costs are discussed in **Strategy S2.**

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[26] As stated earlier, the full detailed summary of the parking inventory (on and off-street) and associated field notes are contained in **Task 2.1:** *Parking Inventory and Field Assessment (January 27, 2021),* which provides a complete block by block location of current on-street stalls. The block-by-block maps locating each parking stall is in **Figure B**, pages 4 – 5 of the **Task 2.1** document.

Figure F: Current Inventory of On-street stalls – Recommended Downtown Core Area
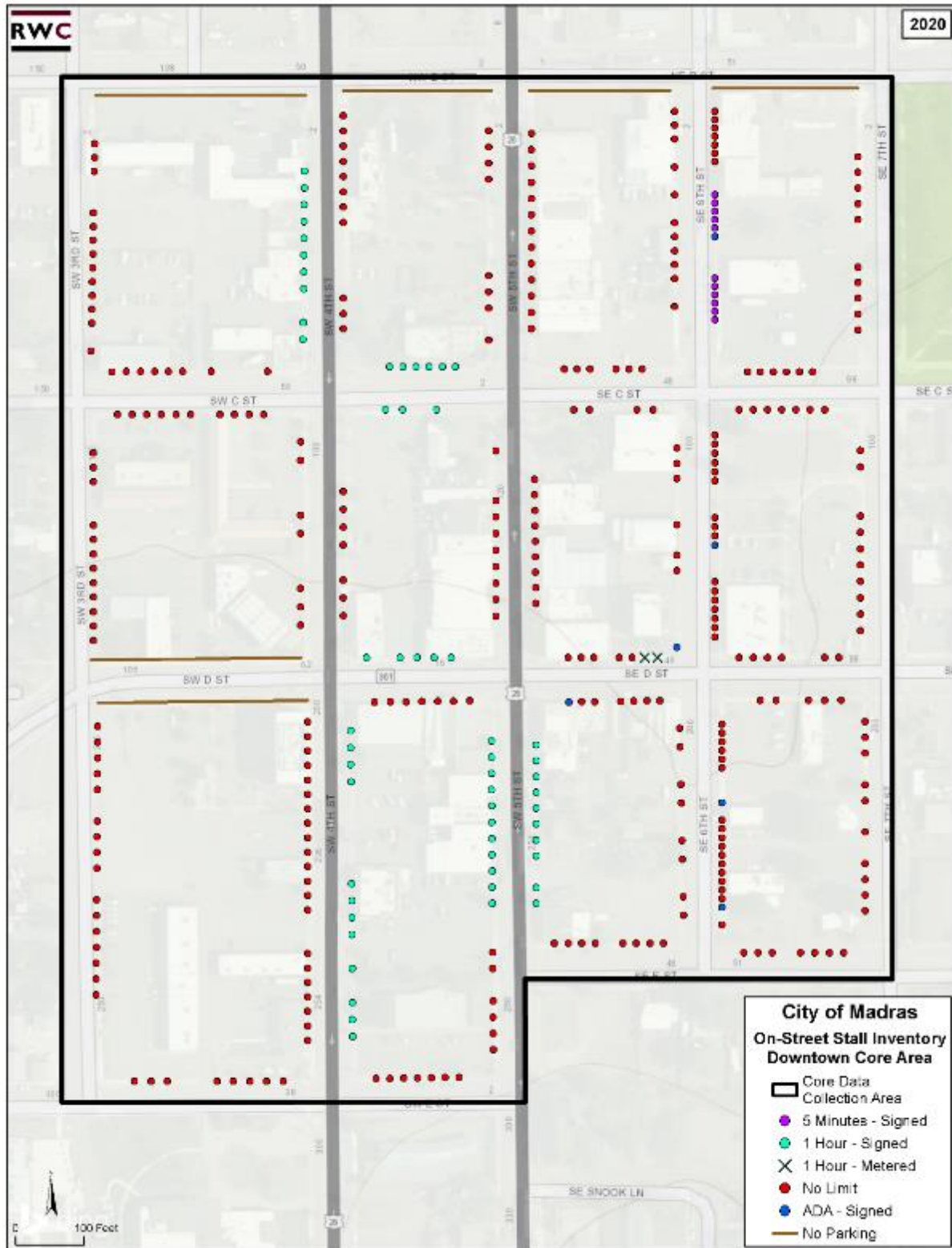
C2 – Initiate Downtown Wayfinding Signage System

Action Statement

Initiate a process to design, plan and install a downtown wayfinding signage system to direct users to key downtown destinations, including public visitor parking facilities. Incorporate the new logo developed in **Strategy C1.**

Strategy Description

Many cities brand their public parking facilities and use signage in the public right-of-way to guide visitors to available parking. Examples of systems are shown in **Figure G** from Provo, UT,[27] and the cities of Portland, OR and San Jose, CA, in **Figure H.**[28]

Figure G: Parking Specific - Right-of-way wayfinding (Provo, UT)

Other cities integrate their parking logo into wayfinding systems that also includes direction to other downtown parking destinations. Attractive examples of this approach are depicted in **Figure I**, from Albany, OR and Sylvania, OH.

Common to each of these wayfinding signage systems is that they are strategically located in the public right-of-way and at key access portals into the downtown to provide customers a visual cue that translates from their first encounter on the roadway to being able to conveniently identify a parking location with available parking and/or other downtown destinations.

Figure H: Parking Specific - Right-of-way wayfinding (Portland, OR and San Jose CA)

Order of Implementation
Immediate Phase

- Solicit firms to establish a downtown wayfinding system plan for the public right of way, integrated with the off-street

Figure I: Right-of-way wayfinding (Albany, OR & Sylvania, OH)

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[27] The Provo example is an "analogue" signage system, unconnected to any electric or app based communications. It is an attractive system and provides a consistent and convenient information format to direct users to public parking.

[28] The Portland and San Jose examples are "dynamic signage" which link occupancy information directly to the displayed signs. Dynamic signage can also complement parking apps and linked in real time to smartphones and/or websites. Such signage can be expensive and requires specific upgrades to public lots (to count and display parking occupancy/availability.

parking system using the City parking brand developed in **Strategy C1**.

- Finalize a signage package approach and design that incorporates a uniform design, logo, and color scheme into all informational signage related to parking.

Immediate to Intermediate Phase

- Conduct cost feasibility analysis and identify funding.
- Establish installation schedule.
- Initiate installation.
- Integrate system (if dynamic signage) to apps and/or website (**Strategy C3**).

Estimated Costs

It is assumed that costing for wayfinding would be incorporated into the solicitation.

2.2   MID-TERM (12 – 36 months)

S2 – Initiate Time Limited Parking Signage in the Downtown Core Area

Action Statement

Begin time limited parking management in the Downtown Core Area per **Strategy S1**. Incorporate the new logo developed in **Strategy C1.**

Strategy Description

Initiating time limits within the Downtown Core Area will launch the first fundamental of parking management in downtown Madras: controlling a supply of parking for a priority purpose. Time limits in this vital area will increase turnover, preserve prime store front parking for visitors, and limit employees from parking on-street. It will also serve as an opportunity for the City to integrate its new logo into the on-street system and give continuity to future communications systems (e.g., off-street lots and Downtown wayfinding).

Figure J: On-street "Brand" (Springfield, OR)

Starting in the Downtown Core Area will also allow the City to experience this new level of parking management, informing decision makers (over time and through subsequent data collection) as to the role on-street management can play within the larger Downtown Parking Management District.

A great example of a simple, well-designed, and intuitive signage system is Springfield, Oregon, **Figure J.** The stylized "P" logo works well on-street (with 2 and 3 Hour sub-zone limits) and integrates into their off-street system, with users able to easily recognize the transition from one supply type (on-street) to another (public off-street lots). Unique to the stylized "P" used in Springfield, the colors used are a combination of the City's official colors, lending a local quality to the signage.

Order of Implementation

Mid-Term

- Install time-limit signage in the Downtown Core Area, incorporating the City's new parking logo.
- Integrate logo into, any City-owned/controlled public lots (at entrances) and all communications formats (maps, website, etc.)
- Integrate parking logo into any wayfinding system developed for the downtown within the public right-of- way (see **Strategy C2**).

Intermediate to Future Phase

- Deploy branding throughout the on-and off-street system as expansion of signage beyond the Downtown Core Area is determined.

Estimated Costs

Based on information from other cities, estimated per unit costs for signage upgrades in Madras is $42,000, assuming 42 block faces and 403 parking stalls:[29]

- A standard signage package consists of two poles with blade signs per block face, one at each end of the block with arrows pointing inward.
- Pole unit cost = $470
- Blade sign unit cost = $30
- Unit cost for poles includes hole boring

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[29] This estimate does not include any cost assumptions related to a broader wayfinding program (within the public right-of-way) that the City might deploy in the future.

S3 – Stripe On-street Parking Stalls on Commercial Block Faces

Action Statement

All on-street parking on *commercial* streets should be clearly striped. This will create better order and convenience for users.

Strategy Description

Industry best practices for Main Street cities indicates the lack of clear striping and signage leads to inconsistent messaging, The **2021 Parking Inventory and Field Notes** (**Appendix C**) found that current painted markings, including curbs and on-street stall striping, are inconsistently applied throughout the Downtown study area.[30] 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. Findings in the 2019 Downtown Revitalization Toolkit echoed the efficacy of this strategy, stating: "This is particularly important on the one-way couplet as it helps to narrow the road and slow traffic, which is good for pedestrians, and good for business."[31]

Order of Implementation

Intermediate Phase

- Identify areas of needed improvement.
- Repaint/repair curbs and curb markings.
- Stripe all on-street areas where customer parking is allowed.

On-going

- Update and refresh as necessary to assure ongoing level of quality and visibility.

Estimated Costs

In a previous study conducted for Prineville, Oregon, the city estimated it spends $145 per block to stripe parallel parking in its downtown (see graphic in **Figure K** at right). Using this estimate, a budget of $5,000 on-street stripe upgrades and maintenance would accommodate about 34 typical city blocks, an area similar in size to the Madras project study area. If striping were initially limited to the Downtown Core Area (12 blocks) the cost would be approximately $1,740. This budget is likely to decrease as routine maintenance is implemented.
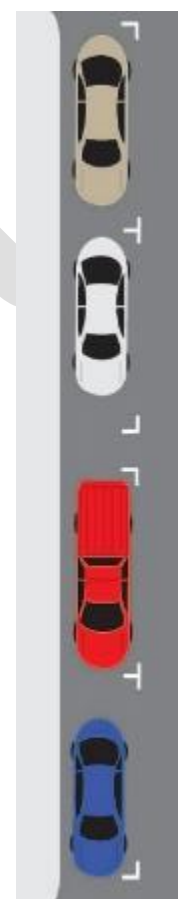

Figure K: Simple Format for On-street striping

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[30] Task 2.1 – Parking Inventory and Field Notes, page 11.
[31] 2019 Downtown Revitalization Toolkit, page 68.

S4 – Restrict Truck Parking Near Intersections in Downtown

Action Statement

Improve sight distances and mitigate traffic safety issues related to large semi-truck parking in Downtown.

Strategy Description

In Downtown Madras, large semi-trucks occasionally park on SW 4th Street and SW 5th Street (US-97). At unsignalized intersections in and around the Downtown core, these large trucks can obstruct sight lines for vehicles attempting to cross or turn onto US-97. At most intersections in Downtown, bulb outs have been installed to improve pedestrian visibility and reduce the distance needed for pedestrians to cross these high-speed streets. However, there remains a safety issue for drivers unable to see oncoming traffic. Additionally, drivers focusing on looking upstream for oncoming traffic, when their view is obstructed, may be less likely to notice pedestrians and bicyclists crossing out of their direct view.

Prohibiting semi-truck parking within the first two (2) parking stalls on 4th Street and 5th Street on the *near side*[32] of each unsignalized intersection will help to ensure views are not obstructed by large trucks in Downtown. "No semi-truck parking" signage with arrows can serve as a low-cost option to implement this strategy[33]. This mitigation measure is less important at signalized intersections, where the traffic light will provide a safe time for drivers and pedestrians to cross. Additionally, at several locations, driveways and curb cuts serve to prevent large semis from parking near intersections, making signage unnecessary.

A field review to confirm preferred areas, distances, and specific signposts is recommended prior to installation. Additionally, the City may wish to implement this strategy in areas further to the south outside of the Downtown Core if desired. As a starting point, the following locations are recommended for consideration:

1. SW 4th & A Street – East Side
2. SW 5th & A Street – West Side
3. SW 5th & A Street – East Side
4. SW 4th & C Street – West Side
5. SW 4th & C Street – East Side
6. SW 5th & E Street – West Side
7. SW 5th & E Street – East Side

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[32] On 5th Street (one-way northbound), the south side of each intersection would be considered the near side for oncoming traffic, and on 4th Street (one-way southbound), the north side of each intersection would be considered the near side.

[33] "No Truck Parking This Block 9AM – 6PM" signs are located in parts of Downtown. A similar sign may be used at intersections if desired (such as "No Truck Parking within 50' of Intersection"), but given the safety concerns, all hours, all days would be recommended for these signs.

Figure L (next page) depicts these specific recommended locations. As parts of Downtown redevelop and driveway curb cuts are eliminated, additional locations may be needed.

Order of Implementation

Intermediate Phase

- Identify primary areas concern.
- Quantify signs and new signposts needed to restrict semi-truck parking near intersections.
- Install signs.

On-going

- Update signage as needed to achieve desired goals.

Estimated Costs

As a conservative estimate, each location could require *up to* 2 new poles (approximately $470 each, including boring) and up to 2 new signs (approximately $30 each). If no existing poles are used, these seven (7) locations could cost up to $7,000. The unit cost per location may be reduced using existing poles or by applying signage on only one pole at each location ("no semi-truck parking, here to corner," for example).

Figure L: Recommended sight line improvement locations (red stripes)

R1 – Protect Residential Parking

Action Statement

Develop and adopt a policy and process for the formation of Residential Parking Permit Zones in residential neighborhoods adjacent to the downtown if they become impacted by parking spillover from downtown commercial growth.

Strategy Description

Residential parking permit programs are one means to minimize parking conflicts between residents and neighboring commercial areas as it creates a process that has clear guidelines for all users. With the continuing growth of the downtown, neighboring residents may see an uptick in short-term vehicle trips associated with local retail/restaurants.

Figure M: Example of resident permit signage

It is recommended that the City initiate development of a Residential Parking Permit Zone (RPPZ) policy and program for future consideration and adoption by the City Council. Such a policy would outline the criteria necessary to establish an RPPZ (which would prioritize on-street parking in residentially zoned areas for residents) and provide a mechanism for initiation of an RPPZ at the request of an affected neighborhood association. Many cities have adopted similar programs with great success; Bend, Corvallis, Salem, Eugene, Hood River, and Oregon City, OR are relevant examples for Madras.

Order of Implementation

Intermediate Phase

- Work with the local neighborhoods abutting the downtown as well as local businesses to craft an agreed upon policy and process for establishment of a Residential Parking Permit Zone (RPPZ) program for the City of Madras. ODOT/DLCD's Transportation and Growth Management (TGM) Program's *Guide to Managing On-street Parking in Residential Areas* provides a solid framework approach that would be useful to this discussion.[34]
- Establish initial and on-going metrics that need to be in place to ensure most residents within a determined boundary agree to partake in an RPPZ. Such issues (tailored to Madras's needs) include:

  - Process and criteria for requesting establishment of an RPPZ (e.g., petition)
  - Size of boundary
  - Hours of enforcement
  - Types and levels of enforcement
  - Number of permits per household

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[34] See https://www.oregon.gov/lcd/TGM/Documents/ManagingResidentialParking.pdf.

- o Cost of program/permits

- • Bring a policy to City Council for adoption of a Residential Parking Permit Zone program.

Future Phase

- • Accept formal requests by neighborhoods for establishment of RPPZ's.
- • Review, approve and implement programs.

Estimated Costs

This strategy has potential cost impacts associated with the maintenance and implementation of the program for the City. However, many cities recover costs through fees charged for the permits.

T1 – Install Additional Bicycle Parking

Action Statement

Add bicycle parking at strategic locations to encourage bicycle use, add "parking" capacity, and complement existing bike lane network.

Strategy Description

When we talk about parking management, we are not just talking about cars. Communities throughout Oregon support bicycling as a key sustainable transportation strategy, and the Oregon Transportation Planning Rule requires it for new developments.

Figure N: Example: Art Rack Baker City,

Bike racks are a visible indicator of a bike-friendly community. Providing adequate bicycle parking can also expand the capacity of the overall parking supply in a very low cost way, while encouraging local employees to consider new ways to access jobs. Bike parking is especially attractive for residents located in adjacent and near-in neighborhoods looking for options to shop, dine, and recreate in the downtown.

It is recommended that the City expand its approach to bike parking to deliver a three-strategy approach. This would strongly complement current and future efforts to expand the City's bike lane network.

Figure O: Example: Bike Corral Ashland, OR

The three-strategy approach includes:

1) *Sidewalk bike parking* (**Figure N**)
   Identify locations for added bike parking in the furnishing zone.
2) *Bike corrals* (**Figure O**)
   Identify locations for bike corrals on-street and in plaza areas adjacent to high-traffic businesses.
3) *Bike parking on private property* (**Figure P**)
   Identify areas on private property for bike parking improvements, especially for employees (e.g., interior bike cages, wall rack locations, and other secure areas).

Figure P: Example: Interior Wall Racks

Order of Implementation

Intermediate Phase

- Identify on- and off-street locations for bike racks and bike corrals.
- Add high-visibility, on-sidewalk bike parking throughout downtown, encouraging visitors to stop and shop all throughout downtown.

Future Phase and On-going

- Work with business community to provide safe and convenient bike parking (racks, bike boxes, internal storage) at worksites to maximize the attractiveness of bike commuting.
- Expand all forms of bike parking as opportunity and feasibility allow.

Estimated Costs

The cost of inventorying potential bike parking locations could be incorporated into the data collection portion of **Strategy M3** below. Site identification could also be done through volunteer efforts and by collaborating with downtown stakeholders and bike advocates. Costs are minimal.

Figure Q: Madras: Bike lane – looking southbound on 4th Street

Estimated unit costs[35] for actual bike infrastructure:

- Staple or inverted U racks[36]: $150-$200
- Wall-mounted racks: $130-$150
- Bike corral: $1,200
- Art rack: Variable based on design

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[35] Does not include the cost of installation.

[36] The consultant discourages the use of 'wave' racks, as they are more difficult to get a bike in and out of and do not provide two points of contact on the bicycle, which makes them more prone to falling over.

T2 – Improve Transit Service to and from Downtown

Action Statement

Collaborate with Cascades East Transit to improve service to and from downtown, especially as it impacts employee commute trips to the downtown.

Strategy Description

The City's Transportation System Plan (TSP) provides a vision to guide future transportation investments and policy decisions for the community of Madras. For instance, Goal 2: Economic Development states specifically that the City "develop and *promote a multimodal transportation network* that supports existing industries and economic diversification in the future, *especially in the downtown core"* (emphasis added). [37]
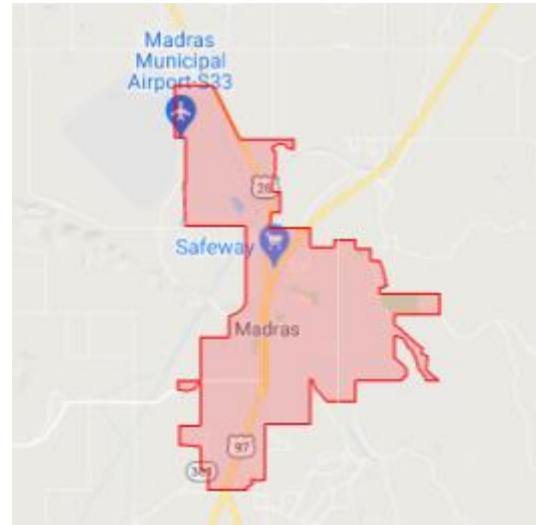
Figure R: CET: Current Madras Rural Dial-A-Ride Service Area Map

The TSP identifies and prioritizes the transportation system investments and policies needed to meet existing and future community needs. Parking is but 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.

It is recommended, that the City more directly coordinate parking management efforts with alternative mode goals for non-auto trips that would lead to service and infrastructure enhancements necessary to influence trip behavior, especially employee trips (whose impact on the parking supply can be the most pronounced over time). Cascades East Transit will be a key partner in this type of endeavor and should be provided a position on the Downtown Parking Work Group to help facilitate mode goal discussions, funding needs,[38] and opportunities and options for enhancing transit service. **Figure R** shows the CET existing service area.

Order of Implementation

Intermediate Phase

- CET participates as member of PWG.
- Establish targeted goals for transit ridership and commuter mode splits to downtown, particularly employee trips.
- Study and evaluate under-utilized parking lots as potential staging areas for transit shuttles or future small transfer hubs.

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[37] See *City of Madras, Transportation System Plan (March 2018),* pages 19 – 21.
[38] See **Strategy P5** below.

- Study and evaluate potential parking locations that could serve multiple uses (i.e., drop-off zone, Transportation Network Company (TNC) parking,[39] and Madras Dial-A-Ride queuing areas.
- Determine policies, program and infrastructure needs necessary to goal accomplishment (e.g., locating and constructing transit stops in strategic downtown locations).
- Evaluate and determine funding options).

Future Phase

- CET initiates/provides expanded infrastructure and/or service.

Estimated Costs

Actual costs related to increased service are not known at this time. However, input from CET indicates that transit stops cost roughly $15,000 per stop when including ROW/Design/Construction. CET generally incurs these costs, but when piggybacking off other projects, CET might ask a developer to design an ADA bus pad when constructing sidewalks, etc.

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[39] Examples would be Uber and Lyft.

C3 – Share Downtown Parking Information on Website

Action Statement

Design, create, and launch a parking website with information on how to use parking in the downtown for customers, employees, and downtown residents.

Strategy Description

Communication with the public, including locals, visitors, and employees will be critical to the success of management strategies. Parking locations, rates, hours of operation, connections to transportation options, etc., should be marketed and communicated via a continually updated City website (**Figure S** shows an example of a home page). The more information people have when it comes to parking, the better. Piggybacking on **Strategy C1**, the City's parking logo should be incorporated on the website.

Figure S: Example from Downtown Bend, OR parking webpage.

Order of Implementation

Intermediate Phase

- Collaborating with stakeholders and City staff, create and launch the website.

Ongoing

- Keep website information current.

Estimated Costs

Costs associated with design and deployment of a coordinated and well-maintained webpage are estimated at $5,000-$7,500. Variations in cost depend on the complexity of the website, and how often the site is updated to reflect current parking management. The website could be hosted by the City, the downtown business association, or a third-party vendor.[40]

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[40] The consultant notes that having a downtown parking website hosted by a third-party parking vendor is not the most ideal option. The consultant believes any downtown website should incorporate a City logo and identity. The parking system needs to reflect a public function provided to the community by the City. See for instance: Parking | City of Bend (bendoregon.gov).

O1 – Assess ADA Compliance in City/Publicly-Owned Facilities

Action Statement

Confirm that all off-street parking facilities in City or Public ownership comply with ADA parking requirements.

Strategy Description

Figure T: Example: ADA compliant striping (surface lot)

To avoid any potential fees, fines, or judgements related to not being compliant with ADA regulations, all City-owned off-street facilities should be evaluated for compliance with ADA parking requirements. Upgrades and improvements should then be made, as necessary. This may require additional designated ADA stalls (**Figure T**), depending on the facility's size, slope, access route planning, signage, and number of stalls. Additional information can be found at:
https://www.ada.gov/restriping_parking/restriping2015.html

Order of Implementation

Intermediate Phase

- Assess compliance with federal and state requirements for ADA parking.
- Implement necessary improvement as funding allows.

Estimated Costs

Costs associated with this strategy are related to painting, signage, and maintenance of any new ADA-compliant stalls in off-street facilities. Costs should be low, but undetermined at this time pending a lot-by-lot assessment.

O2 – Pursue Off-street Shared-use Parking Partnerships

Action Statement

Identify off-street shared-use opportunities based on data from 2021 off-street occupancy study. Establish goals for transitioning employees (and downtown residents) to off-street parking, begin outreach to opportunity sites, negotiate agreements, and assign employees/residents to facilities.

Strategy Description

Most downtown parking is off-street and in privately owned surface lots. 2021 data collection found that there are significant surpluses in the off-street supply.[41] Based on the principle that "all parking should be seen as a community resource," shared uses of privately owned parking should be identified and pursued.

Figure E (in **Strategy P3**) provides an illustration from the 2021 study of peak-hour occupancies in off-street lots. At the 82 sites surveyed, only four are occupied at levels greater than 55%. The remaining facilities maintain surplus supply; no less than 1,700 stalls are empty in the peak weekday hour (11:00 AM – 12:00 PM). This is an untapped resource for "getting the right parker to the right stall"—in this case, transitioning employees and downtown residents to off-street facilities—and for absorbing new demand.

With on-street time limits in place (**Strategy S2**) and code changes eliminating parking requirements completed (**Strategy P3**), interest and opportunity in better utilizing (and sharing) off-street parking should increase. Creating a shared-use strategy and program is recommended.

Order of Implementation

Intermediate Phase

- Use data from the 2021 downtown parking study to identify facilities that could serve as reasonable shared-use opportunity sites. Criteria could include proximity to employers, a meaningful supply of empty stalls, pedestrian/bike connectivity, walking distance/time, safety, and security issues, etc.
- Based on the above, develop a short-list of opportunity sites and identify owners.
- Begin outreach to owners of private lots.
- Negotiate shared-use agreements.

Future Phase

- Obtain agreements from downtown businesses or residential units to participate in and employee/resident assignment program.
- Implement program.

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[41] See **Appendix A.**

Estimated Costs

Costs associated with this strategy would be in efforts of existing staff and/or partnerships with the PWG and/or Madras Downtown Association to identify opportunity sites and conduct outreach to potential private sector participants. Planning may determine that funds are needed to create incentives and/or improve the condition of facilities and connections.

S5 – Implement Parking Enforcement in Time-Limited Parking Areas

Action Statement

With successful completion of code amendments and time limited parking, begin enforcement in the downtown. Partner with the PWG and Madras Downtown Association in oversight and coordination of enforcement, possibly through a third-party contract.

Strategy Description

The success of any parking system begins with enforcement. Without a reasonable level of enforcement, encouraging turnover and mitigating conflicts between customers/visitors and employees is difficult. If Madras pursues a strategy of time-limiting parking in certain areas of the downtown, it will be critical that users perceive "the rules of parking downtown" as being fairly and uniformly enforced.

Implementing enforcement will require:

- Engagement of enforcement staff, which could be an in-house position established by the City or a contract with a third-party vendor.[42] The potential to coordinate a partnership with the Madras Downtown Association could also be explored.[43]
- Public outreach and education regarding the parking plan itself and the benefits of enforcement to a successful and vital downtown will be essential. The Downtown PWG and Madras Downtown Association should become more prominent in coordinating with downtown business owners and sharing information regarding parking in the downtown (and initially in the Downtown Core Area).

Enforcement costs can be minimized through a third-party contract as well. Madras may want to use an approach that allocates a specific number of hours each week (e.g., 15 - 20 hours) that would be deployed randomly over the course of an enforcement week. The cities of Hood River, OR and Leavenworth, WA use this approach effectively. In Hood River, the enforcement officer varies the days and hours of enforcement each week and provides enforcement on one Saturday per month. In this manner, these smaller cities have limited enforcement to a less than full-time position while maximizing coverage and compliance through the random nature of the deployment. In most cities, enforcement covers its costs of operation through citation fees.

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[42] An example of a third-party enforcement program is in place in Bend, Oregon. The City of Bend contracts with Diamond Parking to provide all on-street enforcement and compliance activities in its downtown parking management district.

[43] The City of Albany, Oregon provides parking management services to its downtown through a relationship with the Downtown Albany Association (ADA). The ADA manages the Downtown "ParkWise" program, which provides day-to-day management of City-owned off-street facilities, centralizes off-street permit sales, and enforces the on-street parking system.

Order of Implementation

Intermediate Phase

- Evaluate and implement (as necessary) legal, policy, and code changes for establishing enforcement of time-limited parking in the downtown.
- Initiate discussions with the Parking Work Group and Madras Downtown Association regarding structure and format for enforcement (e.g., in-house, third-party vendor, hours of enforcement, etc.).

Future Phase

- Develop an outreach and communications plan for public notification and education.
- Engage enforcement staff.
- Deploy enforcement and on-going program management.

Estimated Costs

Costs for enforcement in the downtown are unknown currently. More discussion regarding format, hours of enforcement, and citation fees will be required.

O3 – Implement Surface Lot Improvements

Action Statement

Bring all City-owned surface parking lots up to a uniform standard.

Strategy Description

Given the proximity of City-owned parking lots to the downtown core, it is recommended that all lots maintain the same high standards for paving, striping, lighting, signage, and overall appearance; at minimum, consistent with the design and improvement standards for parking lots outlined in MDC 18.25.060. Consistency among the lots will support a positive and convenient user experience and reinforce the logo and messaging approach recommended in **Strategy C1**.

Order of Implementation

Intermediate Phase

- Coordinate with **Strategies C1, O1** and **O2**.
- Evaluate and prioritize City lots for upgrades.
- Determine improvements and budget costs.
- Initiate upgrades (as funding allows).

Future Phase

- Complete upgrades (as funding allows).

Estimated Costs

Costs could range between $6,000 and $12,000 per lot based on standards for lot layout, curb stops, signage, paving, lighting, and buffering (landscape).

2.3 LONG-TERM (36 - 60 months)

M3 – Implement Routine Data Collection

Action Statement

Develop a reasonable schedule of data collection to assess performance, ideally no less than every 24 – 36 months.

Strategy Description

A foundational element of this parking management plan is the facilitation of decision making with accurate data. This will require some level of basic data collection to assist the City and stakeholders to accurately assess parking performance in response to both real and perceived issues of parking downtown.

> **Parking information can be collected in samples, and other measures of success can be gathered through third-party data collection and/or volunteer processes (to reduce costs)**.

The 2021 Parking Utilization Survey (**Appendix** A) provides a strong foundation of new information about the use of parking in downtown: in public and private supplies. As such, a system for routine data collection should be established to refresh and supplement this base data. 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.

Parking information can be collected in samples, and other measures of success can be gathered through third-party data collection and/or volunteer processes. Data can be used by the City and stakeholders to inform decisions, track use, and measure success. See particularly TGM's Parking Made Easy – A guide to Managing Parking in Your Community as a resource for small communities like Madras.

Order of Implementation

Immediate Phase

- Work with the Downtown Parking Working Group and City staff to develop a data collection schedule to monitor parking. Given recent completion of the 2021 Downtown Parking Utilization Survey, the City should target an update no later than 2024.

Intermediate Phase

- Conduct follow-up turnover and utilization study of the on- and off-street systems in downtown to refresh and update the 2021 Downtown Parking Utilization Survey (**Appendix A**).
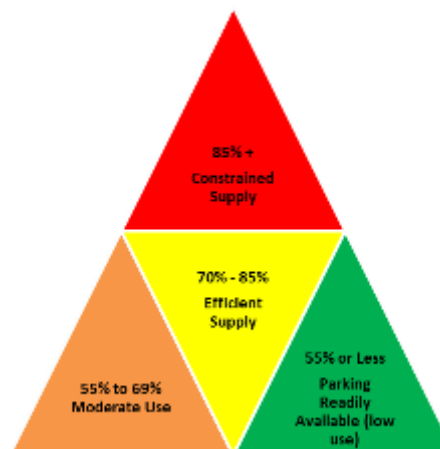
On-going

- Conduct occupancy and/or utilization updates consistent with adopted schedule.

Estimated Costs

The estimated cost of a data inventory and turnover/occupancy study would range from $20,000 to $30,000 if conducted by a third party. Costs can be minimized in subsequent surveys using the inventory and database developed for the first effort as well as sampling and using volunteers to collect data. Ideally, and over time, parking fund revenue would partially or fully cover the cost of updates.

P5 – Explore Funding Options for Parking and Multimodal Infrastructure

Action Statement

Explore and develop funding options for maintaining the existing parking supply and funding future multi-modal infrastructure and program needs.

Strategy Description

A wide range of funding sources and revenue streams could be used to implement an enhanced parking management plan in Madras. Given the costs of new infrastructure, considering new funding mechanisms is prudent. The list of potential sources summarized here is not exhaustive, nor are these sources mutually exclusive; some may already be in place in Madras.

[NOTE: Funding sources and their use for projects, programs, and infrastructure, continues to evolve as various State laws or City ordinances are authorized. A decision to pursue any options for implementation should be reviewed by the City Attorney to determine their feasibility considering applicable laws.]

Options Affecting Customers

User Fees

Many cities collect revenue through parking meters and/or sale of permits and direct it to parking or transportation development enterprise funds. Transit or shuttle riders pay in the form of fares. These funds can be used to construct or bond for additional parking or transit capacity.

Parking Fines

Revenues are collected for parking violations and a portion directed to parking development enterprise funds.

Options Affecting Businesses

Parking and Business Improvement Area or District (BIA or BID)

An assessment on businesses rather than property owners, these can be based on assessed value, gross sales, square footage, number of employees, or other factors established by the local legislative authority. As an example, Salem, Oregon assesses a fee on businesses in its downtown Parking District to support parking services and future supply.

Parking Utility Fee/Tax

Under this approach, each business within an established parking district pays a share of the Parking District operating budget based on the number of parking spaces needed by the business according to an approved assessment formula. The only Oregon example we could find is in place in Salem's Downtown Parking District, established in 1976. Salem's annual assessment is called a parking tax and the formula is based on: [44]

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[44] Pay Downtown Parking Tax (cityofsalem.net)

- Business type
- Gross floor area
- Customer parking demand

The "demand factor" is the number of customer parking spaces required by a particular type of business for every 1,000 square feet of gross floor area. Gross floor area includes walls, corridors, stairways, restrooms, closets, storage rooms, and operating space.

Options Affecting Property Owners

Special or Local Improvement District (SID/LID)

A SID or LID is a property tax assessment that requires buy-in by property owners within a specifically identified boundary. LIDs usually result from a petition process requiring a majority of owners to agree to an assessment for a specific purpose. Cities have used this mechanism to fund parking facilities or transit infrastructure improvements.

Options Affecting Developers

Fee-in-Lieu

Developers may be given the option to pay a fee in lieu of providing parking with a new private development. Fee-in-lieu fees provide the developer access entitlements to public parking facilities near the development site. As an example, a fee-in-lieu option is currently in place in Hood River, Oregon.[45]

A useful guide to the diversity of cash-in-lieu programs and their advantages and disadvantages is provided by Donald Shop, in Journal of Planning and Education Research, 18:307-320, 1999.[46]

Options Affecting the General Public

Divestment of Public Property

This would entail divesting ownership of one or more existing public lots (most underutilized) through sale to a private owner. Surplus revenue derived from such sales would then be allocated to a parking fund to support more efficient parking operations. Vancouver, WA divested itself of two parking garages in its downtown to buy down debt service on other parking assets that were carried in its general fund. The City of Bozeman, MT has considered the sale of public surface lots to generate funds for the possible construction of a new parking garage that would allow new private land use(s), consolidate current supply, and anticipate future demand.

General Fund Contribution

Local jurisdictions may make either one-time capital or ongoing operating contributions to a downtown parking or transit/shuttle program.

Interfund Loan

This would entail a loan from one City fund to a Parking Fund for projects or upgrades, subject to future repayment based on pre-determined terms. This is a common form of funding for municipal projects.

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[45] This option would be moot in C-2 and C-3 zoning districts for some uses if **Strategy P4** were implemented.
[46] shoup.bol.ucla.edu/ShoupCV.pdf

State and Federal Grants

In the past, a variety of state and federal grant programs have been applied to funding parking and transit infrastructure in business districts. In the current environment of more limited government funding, there may no longer be readily identifiable programs suitable for parking facility development, though transit may be more feasible.

Order of Implementation

Future Phase

- Evaluate all potential funding options as provided herein (and others not listed) for appropriateness to Madras, feasibility, and timing necessary to initiate.
- Narrow to a workable and implementable funding package to support costs identified and/or revised in this plan.

Estimated Costs

This is very much a process task, requiring research and conversations with City policy staff and decision-makers and legal counsel, and discussion with a range of potentially affected stakeholders. Existing staff time to would be needed to vet feasible funding options (e.g., Fee-in-lieu, urban renewal, local improvement districts, capital funds, bonds, grants, etc.).

For the purposes of this discussion, it is assumed that costs would be absorbed internally by the City and through the parking management plan implementation process. These include:

- Internal legal review and recommendation
- Downtown Parking Work Group consideration and recommendation
- Public review and input
- City Council approval

3. Summary

Madras is one of Central Oregon's destination cities, nestled in picturesque Jefferson County and possessing a small-town charm. The Downtown is envisioned to grow new commercial and residential land uses, resulting in potential constraints in the downtown parking system which calls for more coordinated and strategic management. The strategies recommended in this report offer a toolbox of methods with which Madras can manage its parking-related challenges that come with a successful downtown.

This report recommends parking management strategies based on observation, best practices assessments, research, and stakeholder input that directly address these issues. Strategies follow a logical order of implementation, from short, mid, and long-term, with estimated costs where appropriate.

Appendix A: Task 2.2 Contingent Parking Utilization Survey

Task 2.2: Contingent Parking Utilization Survey

July 2021 (v1)

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.[1]

The primary intent of this Memorandum is to document the findings of a recently completed study of the utilization of parking in the downtown. These findings complete requirements of Task 2.2 (Contingent Parking Utilization Study) for the broader City of Madras Housing and Downtown Parking Code Update project. The following task elements as described in the project scope of work were completed:

- A complete evaluation of parking activity within the Downtown Parking Study area (see Section 1.2 below).
- Compilation of hourly occupancy data collected on each of two days for all on-street spaces inventoried in ***Task 2.1****: Parking Inventory and Field Notes*: a mid-weekday (Tuesday) and a weekend day (Saturday) in July 2021.
- Compilation of full utilization data (e.g., duration of stay, unique vehicles, turnover, rate of violation) for a supplemental "Downtown Core Area" data subzone.[2]
- Data collection methodology followed the guidance of the TGM publication, *Parking Made Easy: A Guide to Managing Parking in Your Community*, chapter 7 (pp. 22-26).[3]

1.2   Study Areas

Per input from the Project Management Team and the City of Madras, the 2021 downtown parking study area boundary was drawn to quantify and classify the public and private parking supplies in Downtown. An additional supplemental data subzone (for collection

EXECUTIVE SUMMARY

- *Occupancy data was collected for 1,307 on-street and 2,315 off-street stalls (on 82 parking lots).*
- *Data was collected on two separate days, a weekday, and a Saturday.*
- *Turnover data was additionally collected in the "Downtown Core Area."*
- *Overall, use of the parking system is low (some degree of this is COVID-19 affected).*
- *Use in the Downtown Core Area is up to 13 percentage points higher than the greater downtown.*
- *Customer on-street visits average about 2 hours 20 minutes.*
- *Stall turnover ranges between 4.15 – 4.44 per stall per day. This is under the industry target of 5.0.*
- *There is significant opportunity to absorb new parking demand throughout the downtown (on and off-street).*

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[1] *Rick Williams Consulting extends a special thanks to Nick Snead (City of Madras) and Kim Schmith (Key Club Advisor) for working with the consultant team to recruit local Key Club member students to participate as data collection teams in this effort. The teams were dedicated and focused and gathered data professionally and accurately. Having local participation in such a study, particularly with students, is very rewarding.*

[2] The **Task 2.2** scope of work only required collection of hourly occupancy data. However, with budget efficiencies, the consultant was able to work with the City of Madras and Project Management Team to provide more detailed usage data for this 403 stall subzone. We believe the additional metrics to the base scope is highly informative and useful for the City, particularly in determining initial parking management implementation strategies that can be found in Tasks 4.4 and 4.6: Downtown Parking Plan (Preliminary and Final Drafts).

[3] The consultant's data collection methodology is detailed in **Section 1.4** of this report.

turnover data) was also developed in consultation with the PMT and City of Madras. **Figure A** provides an illustration of the larger Downtown parking study area and the supplemental data collection subzone.

Figure A: 2021 Downtown Parking Study Area and Supplemental Core Area Data Collection Subzone
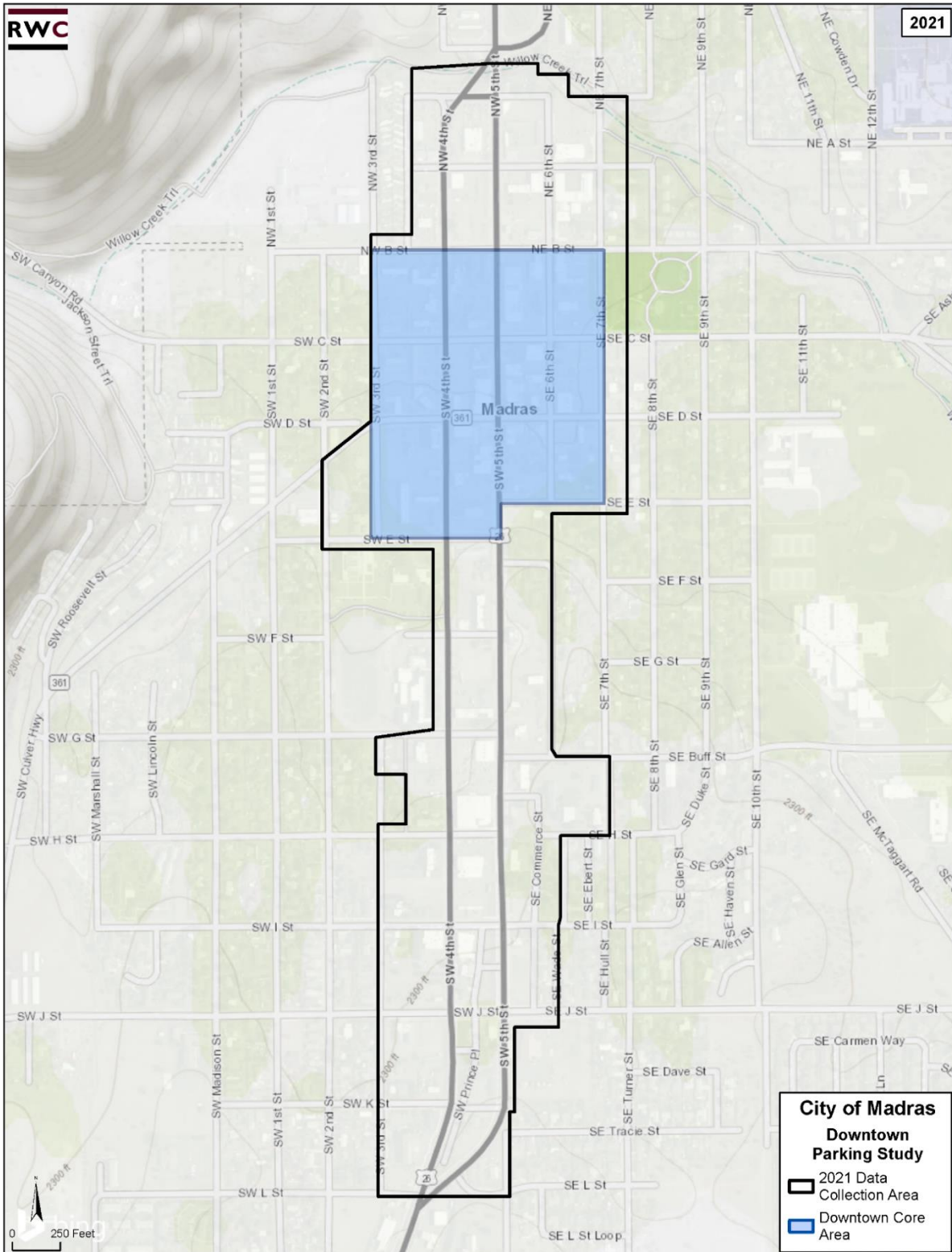
1.3   Parking Inventory (Supply)

As a precursor to the data collection effort, the consultant 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, all off-street parking facilities located in the downtown study area were identified and evaluated for stall count, land use type, and physical condition.

In total, Madras' 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.[4]

1.4   Methodology – Data Collection

Data was collected on Saturday, July 17th and Tuesday, July 20th, 2021. Hourly on- and off-street parking counts were collected each hour between the hours of 9:00 AM through 7:00 PM. These dates and data collection hours were selected in consultation with City staff and the project team. The two dates allow for a comparison between a "typical" weekday (Tuesday) and weekend (Saturday). The data collection methodology for measuring parking utilization was based on Oregon Transportation & Growth Management Program's guide on parking: Parking Made Easy – A Guide to Managing Parking in Your Community.

On-street

On-street data collection occurred on two levels.

- All on street stalls within the study area were measured hourly for occupancy. This entails recording parked vehicles by location on specific block faces in the study zone. Hourly occupancy data was compiled for each block face, totaling 1,307 on-street parking stalls (a 100% sample size).
- Additional turnover data was collected within the 403 stall Supplemental Core Area Data Collection Subzone (see **Figure A**). On-street parking turnover entails counting each occupied parking stall by recording the vehicle's license plate (each hour, for 10 hours). Turnover data provides additional information on metrics that include # of unique vehicles, average duration of stay, violation rates at timed stalls, excessive time stays and stall turnover. The study subzone (403 stalls) represents 31% of all parking within the larger parking study zone.

Off-street

Off-street parking occupancy entails simply counting occupied parking stalls each hour of the survey day. In the Downtown study area, occupancy data was collected on 82 of 142 unique off-street lots, representing 2,315 of 3,151 stalls, a 73% sample size. Sampled lots were selected to accurately represent size, type of use, ownership (public/private) and geographic distribution throughout the study zone.

1.5   Measuring Performance

Parking is constrained when 85% or more of the available supply is routinely occupied during the peak hour. In a constrained system, finding an available spot is difficult, especially for infrequent users such as customers and visitors. This can cause frustration and negatively affect perceptions of the downtown. Continued constraint can make it difficult to absorb and attract new growth, or to manage fluctuations in demand—for example, seasonal or event-based spikes.

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[4] The full detailed summary of the parking inventory (on- and off-street) and associated field notes are contained in Task 2.1: *Parking Inventory and Field Assessment (January 27, 2021).*

RWC

Occupancy rates of 55% or less indicate a low demand for parking and empty supply is readily available. While availability may be high, this may also indicate a volume of traffic inadequate to support active and vital businesses. Occupancy rates between the upper and lower thresholds indicate either moderate (55% to 69%) or efficient (70% to 85%) use.
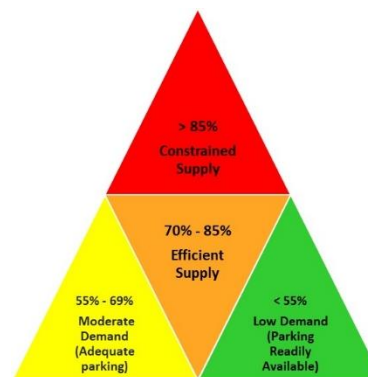
An efficient supply of parking shows active use but little constraint that would create difficulty for users. Efficient use supports vital ground-level businesses and business growth, is attractive to potential new users, and can respond to routine fluctuations. RWC's analysis of parking in Madras uses these categories to evaluate the performance of the system.

1.6   Data Findings: On-street Parking System

Downtown Parking Study Area

On-street Parking

Occupancy

Figure B provides a comparative hour-by-hour look at the parking occupancy on both survey days. Occupancies remain low throughout each operating day (9:00 AM to 7:00 PM). The weekday peak covers two hours, reaching 15.7% between 11:00 AM and 1:00 PM. The weekend (Saturday) peak hour reaches 14.5% between 11:00 AM and 12:00 PM.

Figure B: Downtown Study Area – On-street Occupancies (Hourly Comparison)
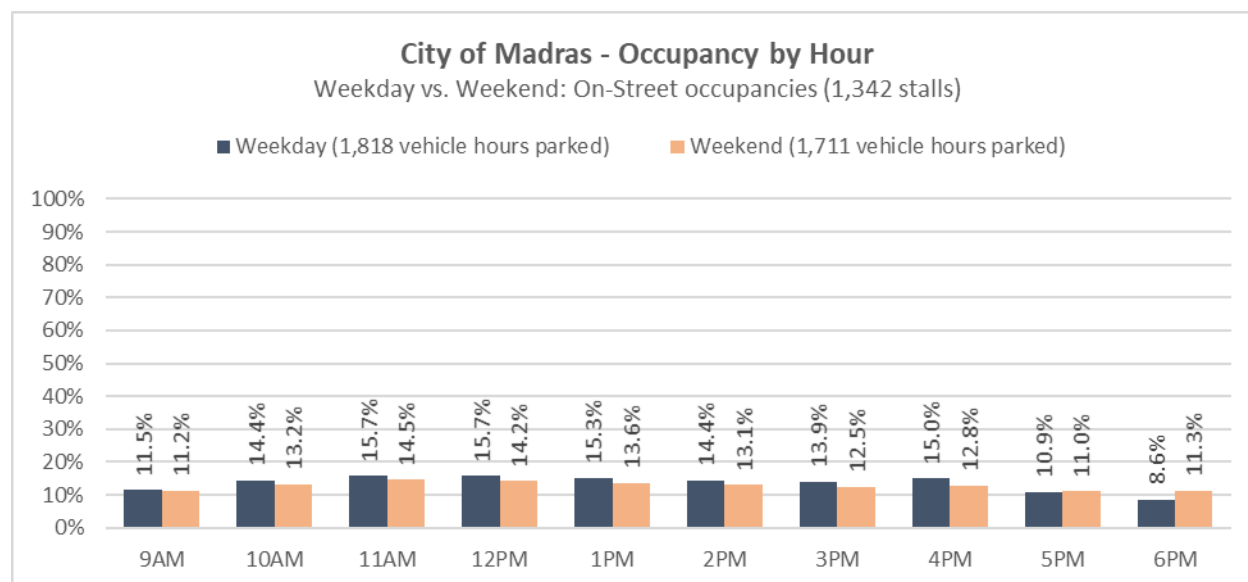
Figures C and **D** provide the peak hour heat map for all on-street parking in the downtown parking study zone for each of the study days. As the maps indicate:

- Very few block faces are constrained (red line on maps).
- The most evident activity is on the weekend (Saturday) at the single block face fronting the east side of SE 7th, between SE C and SE D streets. The adjacent block face (on the west side of SE 7th) shows orange (occupancy between 70% and 85%). This occurred during the Farmer's Market and is reflective of demand at that unique site, which is confined to one day and seasonal.

- Overall, occupancies are low in the downtown, with ample on-street parking available within proximity to any destination within the study area boundary. There is great opportunity within the existing supply to absorb new visitor growth.

Figure C: Weekday (Tuesday) Peak Hour On-street Heat Map
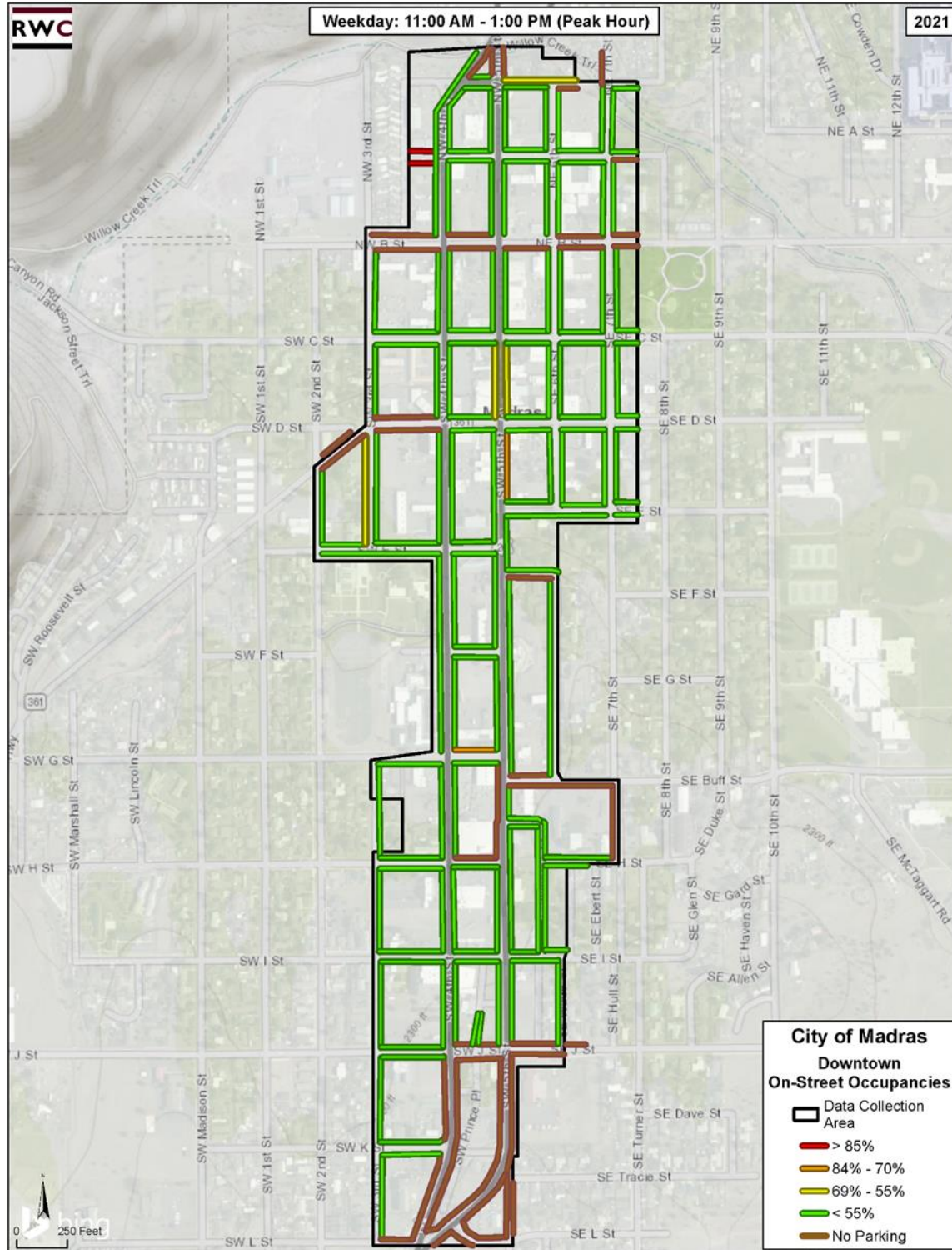
*Figure D: Weekend (Saturday) Peak Hour On-street Heat Map*
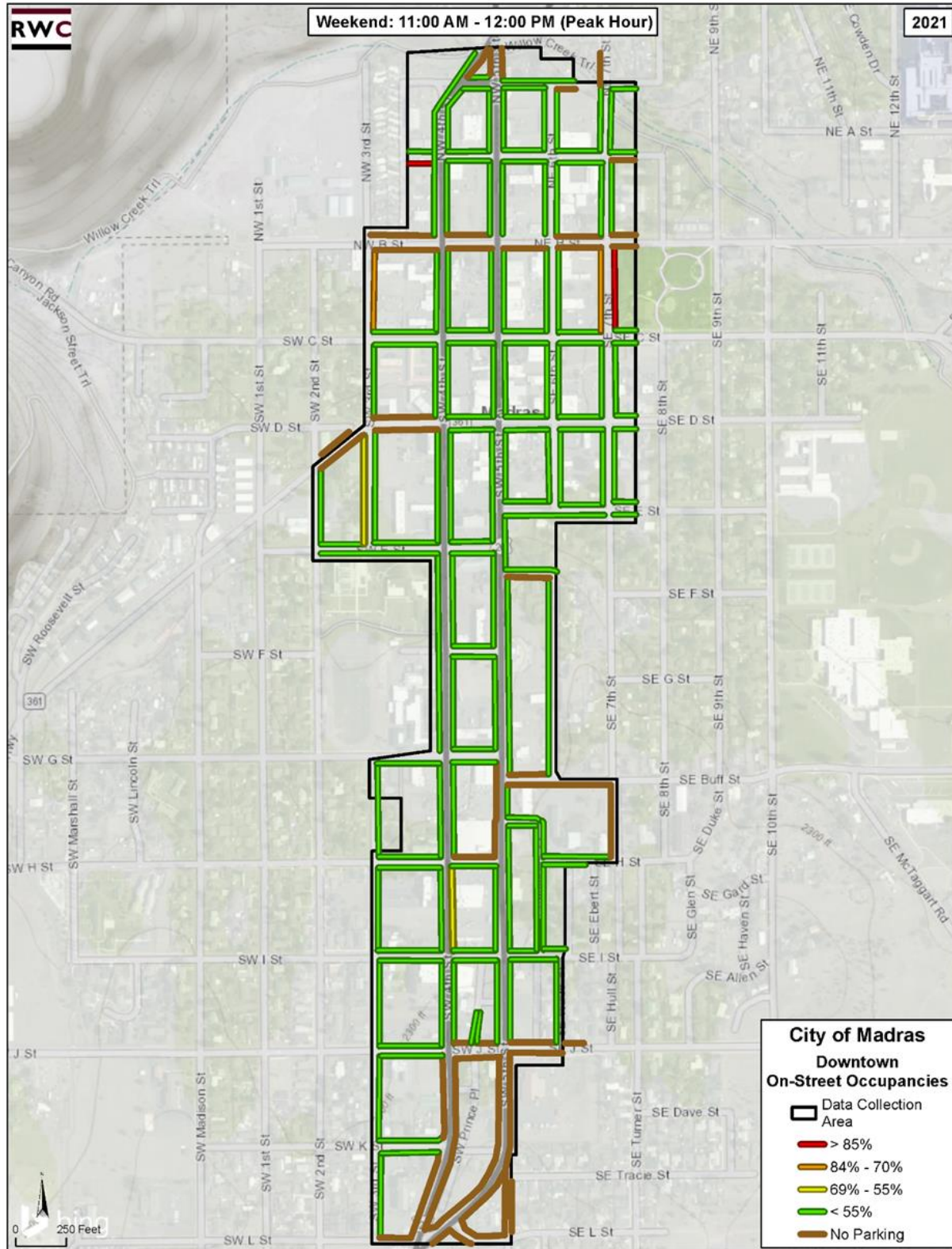
Downtown Core Area Subzone

On-street Parking

Occupancy

Figure E provides a comparative hour-by-hour look at the parking occupancy for both survey days in the smaller Downtown Core Area subzone. As with the larger study zone, occupancies in the core are low (under 55%) throughout the operating day (9:00 AM to 7:00 PM). The weekday peak is 28.8% from 12:00 PM to 1:00 PM. The weekend (Saturday) peak hour is the same, reaching 18.9% between 12:00 AM and 12:00 PM.

Figure E: Downtown Core Area Subzone – On-street Occupancies (Hourly Comparison)
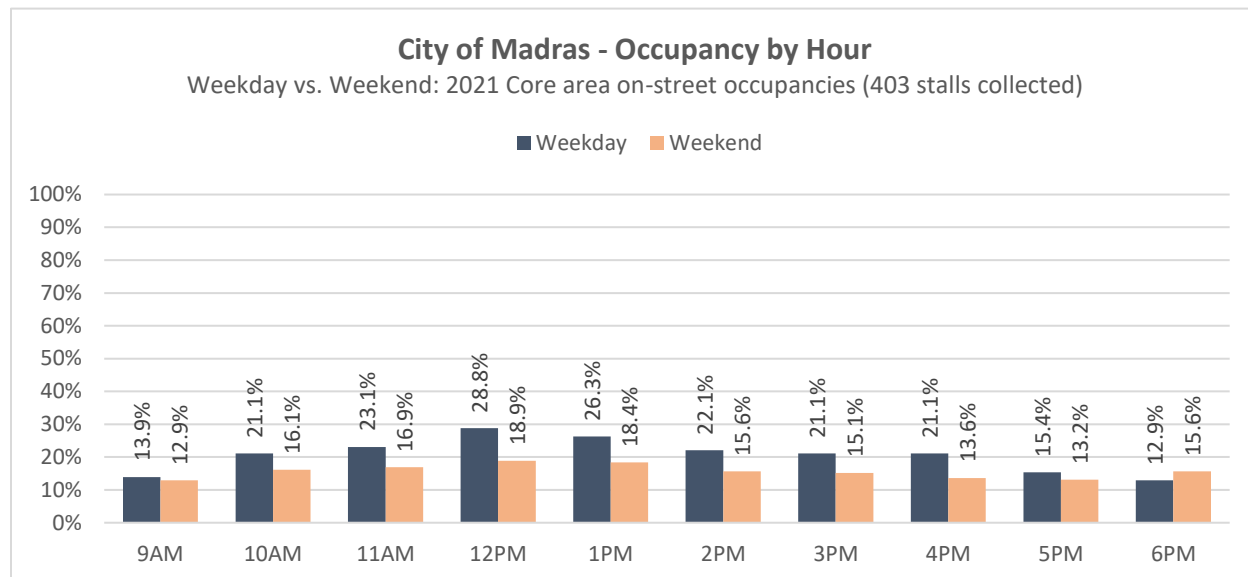
Figure E also suggests:

- While still low based on the performance measures described in **Section 1.5**; occupancies are markedly higher in the "core area," relative to the average for the larger downtown study zone.
- Core area peak hour occupancies are 13.1 (weekday) and 4.4 (weekend) percentage points higher in the core zone than is the average peak for the larger downtown study area.
- The core zone also maintains higher occupancies in each hour measured (weekday/weekend) as contrasted to the larger study area.
- Though there is room for significant parking demand growth in both study areas, activity in the core area subzone is more active at this time and may need targeted attention sooner than other areas within the larger study zone.

Figures F and **G** provide the peak hour heat map for all on-street parking in the Downtown Core Area subzone for each of the study days. As the maps indicate:

- There are no constrained block faces on either survey day within the Downtown Core Area subzone (red line on map).
- The most evident is on the weekend (Saturday) at the single block face fronting the east side of SE 7th, between SE C and SE D streets. The adjacent block face (on the west side of SE 7th) shows orange (occupancy between 70% and 85%). This occurred during the Farmer's Market and is reflective of demand at that unique site, which is confined to one day and seasonal.

Overall, occupancies are low in the downtown, with ample on-street parking available within proximity to any destination within the study area boundary. There is great opportunity within the existing supply to absorb new visitor growth.

Figure F: Downtown Core Area Subzone - Weekday (Tuesday) Peak Hour On-street Heat Map

Figure G: Downtown Core Area Subzone - Weekend (Saturday) Peak Hour On-street Heat

Occupancy and Utilization by Type of Stall (Core Area Subzone)

Table 1 summarizes occupancies and peak hours by stall type (time stay), the number of stalls empty at the peak hour, average duration of stay, and rate of violation (where applicable). As the table indicates:

- During the weekday peak hour, 12:00 – 1:00 PM, 28.8% of stalls are occupied in the core area subzone. During the weekend peak hour, 12:00 – 1:00 PM, 18.9% of stalls are occupied.
- At the peak hours, there are 287 and 327 stalls empty for weekday and weekend, respectively. There is substantial supply available to accommodate growing parking demand.
- The average length of stay of all on-street parkers is very similar on both survey days, 2 hours 25 minutes (weekday) and 2 hours 15 minutes (weekend).
- The average length of stay for No Limit stalls (stalls with no time restriction) is approximately 2 hours 49 minutes on the weekday and 2 hours 29 minutes on the weekend.[5]
- Comparatively, the average length of stay at 1 Hour signed stalls significantly exceeds the posted stay, indicating that such stalls are not accommodating actual customer need. On weekdays parkers stay an average of 1 hour 36 minutes, while on weekends users stay an average of 1 hour 41 minutes.
- Violation rates at the limited number of timed stalls is high, exceeding 30% both days. Industry best practices for violations suggest standard rates between 5% and 9 percent.[6]

Table 1: Downtown Core Area subzone – On-street Use Metrics by Type of Stall (__Weekday__ vs. Weekend)

Stall Type	Stalls	Peak Hour	Peak Occupancy	Empty Stalls	Average Length of Stay	Violation Rate
On-Street Supply Studied	403	**12:00 PM – 1:00 PM** 12:00 PM – 1:00 PM	**28.8%** 18.9%	**287** 327	**2:25 hours** 2:15 hours	**30.2%** 37.8%
5 Minutes signed	11	**11:00 AM – 12:00 PM** 1:00 PM – 2:00 PM	**45.5%** 18.2%	**6** 9	**-** -	**-** -
1 Hour metered	2	**2:00 PM – 3:00 PM** -	**100.0%** -	**-** 2	**4:00 hours** -	**50.0%** -
1 Hour signed	57	**12:00 PM – 1:00 PM** 1:00 PM – 2:00 PM	**42.1%** 35.1%	**33** 37	**1:36 hours** 1:41 hours	**35.2%** 38.8%
ADA accessible	6	**12:00 PM – 2:00 PM** 9:00 AM – 7:00 PM	**33.3%** 16.7%	**4** 5	**6:00 hours** 10:00 hours	**-** -
No Limit	327	**12:00 PM – 1:00 PM** 12:00 PM – 1:00 PM	**26.9%** 17.4%	**239** 270	**2:49 hours** 2:29 hours	**-** -

Other Characteristics of Use

Table 2 provides additional metrics of use for the on-street system. This table summarizes use characteristics of the on-street supply that include unique vehicle trips, turnover, and excessive time stays. These metrics provide insights into how many people are visiting the downtown core area how efficient the parking spaces are being used.

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[5] It is important to note that No Limit stalls represent 81% of the Downtown Core Area subzone's on-street supply. As such, the 2 hour 29 minute to 2 hour 49 minute average time stay is most representative of the typical user visit.
[6] It is important to note that Madras does not have an enforcement system currently, which is a variable likely influencing the violation metric.

Table 2: Downtown Core Area Subzone - Other On-street Use Metrics (Weekday vs. Weekend)

Use Characteristics	Weekday	Weekend
Unique Vehicle Trips	344	280
Turnover	4.15	4.44
Number of stays over 5 hours (% of vehicle trips)	5 (1.5%)	5 (1.8%)

Key indicators from **Table 2** include:

Unique Vehicle Trips (UVT)

The recording of license plate numbers allows us to identify the total number of unique vehicles using the *on-street* system in the core are subzone.[7]

The number of unique vehicles parked on-street over the 10-hour data collection period totaled 344 on weekdays and 280 on the weekend. Interestingly, this shows, within the core area subzone, weekday activity was approximately 17% higher than on the weekend Saturday.

Over time and in subsequent studies, the City can use these two numbers to compare increases (or decreases) in on-street activity, as a 2021 baseline of business vitality in the core area subzone. Increases in these base numbers will indicate improvements in occupancy, turnover, on-street management and, therefore, visitor visits and sales.

Turnover (efficiency of the parking system)

In most cities, the primary time limit allows for calculation of an *intended rate of turnover.* For example, if the limit for a stall is two hours, and over a 10-hour period that stall is occupied by five vehicles, it is meeting its intended turnover rate of 5.0 turns. As such, if turnover were demonstrated to be at a rate of less than 5.0, the system would be deemed inefficient. A rate more than 5.0 would indicate a system that is operating efficiently. Most downtowns strive for a rate of 5.0 or higher given the goal for supporting short-term visitor access.

Given a limited parking supply, having a higher turnover rate allows more vehicles to access the downtown without having to build more (expensive) parking stalls. A simple variation of 0.5 turns (from 5.0 to 4.5) can result in a significant economic impact on a downtown. For example, in a community with 500 parking stalls a 0.5 turn differential would reduce the potential number of daily vehicle trips by 250. If each vehicle trip spent an average of $30, that is $7,500 of unrealized revenue per day, $52,500 per week, and up to $2.7 million per year. While this is just a hypothetical example, it illustrates the importance of maintaining active turnover in a parking supply. This is of particular importance for street level businesses serving customer visits.

Within the core area subzone, the turnover rate is 4.15 on the weekday and 4.44 on the weekend. These rates are lower than 5.0 and likely a reflection of the high number of No Limit (unrestricted) stalls.

Excessive Time Stays (5 or more hours)

This metric is used to understand how many employees might be parking on-street. While it is not foolproof, it does provide a sense of how many are using the on-street system for vehicle storage. The on-street parking supply is typically the most valuable and convenient access for downtown patrons. It provides them with the closest access point to their destination. Therefore, it is critical to preserve these spaces, to the highest degree possible, for that user group.

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[7] Note this does not represent all vehicles in the Downtown Core Area study zone, as license plate numbers were not recorded in most of the off-street facilities.

For Madras, just 5 vehicles were in this category on both survey days, representing 1.5% and 1.8% of all unique vehicles using the area weekday and weekend, respectively.[8] This was a surprisingly low number of vehicles, particularly given the very high number of No-Limit stalls. As such, these numbers indicate that not many employees are parking on-street. Similarly, the average length of stay data (**Table 1**) underscores this, given a basic average of less than 3 hours, a national standard representative of what most customers and visitors to a downtown desire for on-street access.

Summary: On-street Parking Finding

At present, the on-street parking system operates at a low level of demand. This may be a consequence of the COVID-19 pandemic, but given the low levels of use documented, the City should consider this as baseline data necessary to inform immediate to mid-term parking strategies. Future data updates can and should supplement the findings here, for both the larger study area and the Downtown Core Area subzone.

- There is opportunity to grow parking demand in Madras through economic growth, without the need to worry about the capacity to absorb a significant level of new visitor parking demand.
- Surprisingly, there was a very low number of vehicles seen parking on-street for excessive amounts of time. This is a good sign given the high percentage of No Limit stalls throughout the downtown. However, this metric should continue to be measured to assure there are no longer term conflicts between visitor need and employee parking (in the on-street system).
- It is evident that the Downtown Core Area subzone operates uniquely when contrasted to the larger downtown study zone. Occupancies are markedly higher, indicating a need to treat this area uniquely and, possibly, initiating management strategies that correlate to the data findings, particularly those related to average length of stay and turnover (which should be higher).

1.7   Data Findings: Off-street Parking System

Downtown Parking Study Area

Off-street Parking

Occupancy

Figure H provides a comparative hour-by-hour look at off-street parking occupancy on both survey days. Occupancies remain low throughout the operating day (9:00 AM to 6:00 PM).

- The weekday peak hour reaches 23.3% at 11:00 AM, whereas the weekend peak hour reaches just 14.6% at 12:00 PM.
- While weekday occupancies tend to be higher, the overall difference is minimal from a capacity perspective, as no surveyed hour extends beyond "low" per the standards described in **Section 1.5** above.

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[8] Given that the consultant heard in the interview phase of this study (**Task 2.3**) that businesses had concerns about employees parking on-street, these numbers may be influenced by lower employee use of the downtown because of the COVID-19 pandemic. This is certainly a metric that should be baselined here and continually tracked in future data collection updates.

City of Madras - Occupancy by Hour

Weekday vs. Weekend: Off-Street occupancies (2,315 stalls collected)

■ Weekday (4,789 vehicle hours parked) ■ Weekend (3,013 vehicle hours parked)

Hour	Weekday	Weekend
9AM	20.6%	12.8%
10AM	23.2%	13.2%
11AM	23.3%	13.9%
12PM	22.4%	14.6%
1PM	21.7%	14.2%
2PM	23.1%	13.4%
3PM	22.2%	12.8%
4PM	20.9%	12.1%
5PM	16.8%	11.1%
6PM	12.7%	12.1%
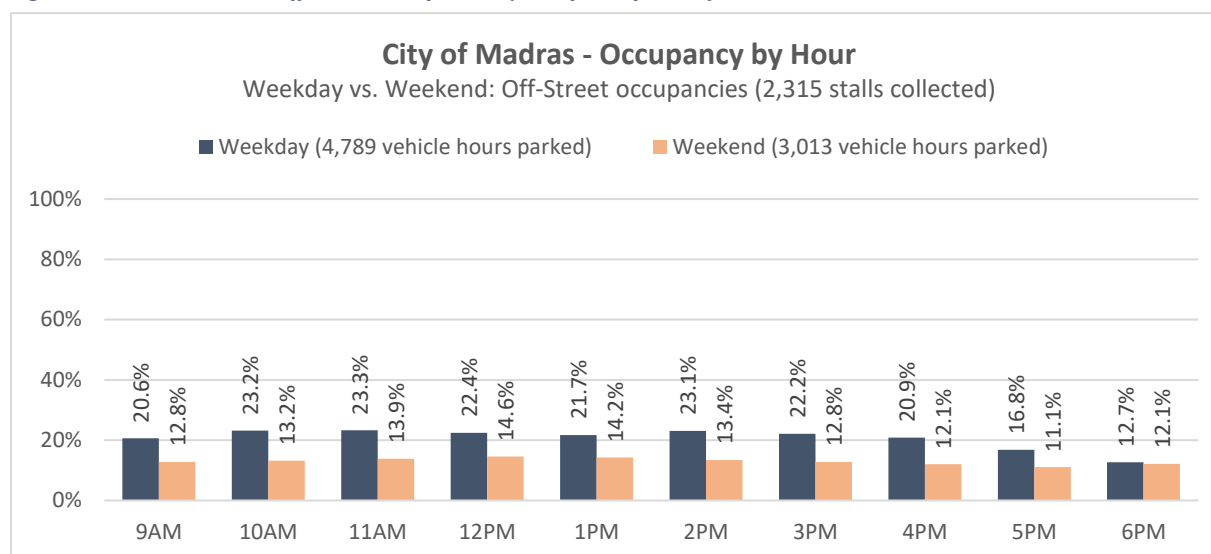
Occupancy and Utilization by Type of Facility

Table 3 summarizes peak hour occupancies and number of empty stalls available at the peak hour by type of off-street facility. A total of 82 sites and 2,315 stalls were surveyed.[9]

Per the table, the consultant sorted off-street facilities by the type of user they appear to prioritize, ranging from "City/County" parking (with 8 sites and 323 stalls) to "mixed use" parking (with 1 site and 57 stalls). In total, the consultant designated six different categories of "use type."[10]

As **Table 3** indicates:

- The overall peak occupancy for the combined off-street supply is between 11:00 AM and 12:00 PM (weekday) and 12:00 PM – 1:00 PM, (weekend).
- For the combined supply, there are 1,775 and 1,977 empty stalls in the off-street supply, weekday, and weekends, respectively.
- If occupancy performance from the sampled sites were extrapolated to all off-street parking in the downtown inventory, empty stalls would total 2,146 and 2,691, weekday and weekend, respectively.[11]
- Supply types with the highest peak occupancy (use) on both days are "office" and "mixed use" parking lots (all with occupancies just over 30%).
- Facilities with the highest number of empty stalls at the peak hour on **weekday/**weekend are the "retail" lots (**730**/752), "institution" lots (**255**/285) and "City/County" lots (**253**/301).[12]

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[9] A summary of each individual off-street lot surveyed is attached as **Appendix A**.

[10] Categories were established by the consultant using best information available at the sites (signage, relationship to building, etc.) and inputs from the project team. If more accurate information about sites becomes available, this table can be quickly updated.

[11] Given an off-street sample size of over 70%, we believe the extrapolated estimate of empty stalls at the peak hour provides a reasonable assessment of off-street stall availability within the entire Downtown Parking Study Zone.

[12] Future efforts to capture these empty stalls in the off-street supply will help maximize access (for longer-term stays) and integrate with the on-street system (catering to shorter-term visits).

*Table 3: Downtown Off-street occupancy by use type (**Weekday** vs. Weekend)*

Use Type	Stalls	Sites	Peak Hour	Peak Occupancy	Empty Stalls
Off-Street Supply Studied	2,315	82	**11:00 AM – 12:00 PM** 12:00 PM – 1:00 PM	**23.3%** 14.6%	**1,775** 1,977
City/County	323	8	**9:00 AM – 10:00 AM** 2:00 PM – 3:00 PM	**21.7%** 6.8%	**253** 301
Institution	336	11	**2:00 PM – 3:00 PM** 11:00 AM – 12:00 PM	**24.1%** 15,2%	**255** 285
Mixed Use	57	1	**12:00 PM – 1:00 PM** 12:00 PM – 1:00 PM	**31.6%** 33.3%	**39** 38
Office	325	15	**11:00 AM – 12:00 PM** 2:00 PM – 3:00 PM	**33.2%** 7.1%	**217** 302
Retail	976	40	**11:00 AM – 12:00 PM** 1:00 PM – 2:00 PM	**25.2%** 23.0%	**730** 752
Undesignated[13]	298	7	**4:00 PM – 5:00 PM** 9:00 AM – 11:00 AM	**15.1%** 8.4%	**253** 273

Overall, the off-street system is consistently underutilized, regardless of type of use that lots are intending to serve. Different use types maintain varying peak hours and peak occupancies. Nonetheless, at the overall downtown peak hour for both days, a minimum of 1,700 stalls are empty.[14] If findings are extrapolated from sampled stalls to all stalls, the minimum number of empty stalls rises to just over 2,100. Programs and strategies to capture unused supply as a shared use opportunity should be explored.

Surplus & Deficits – Parking Occupancy Heat Maps (off-street)

Figures I and J (next two pages) illustrate the off-street parking heat maps for the peak hours for both the weekday and weekend. Each site can be identified by its assigned lot number. Note that the Downtown Core Area subzone boundary is also included in the maps. The findings include:

Weekday
- Seven lots fall within the 55% - 69% range of occupancy at the peak hour (yellow on the heat map). These lots are comprised of a total of 168 stalls (5% of the total off-street supply). Three lots are in the Downtown Core Area subzone (Lots 70, 71 & 80). The largest of these lots is the Black Bear Diner (Lot 70), with a total of 62 stalls. These lots include:

  - Lot 7 – Case Agriculture – Ag West Supply (20 stalls)
  - Lot 29 – Living Home Christian Center (13 stalls)
  - Lot 70 – Black Bear Diner (62 stalls)
  - Lot 71 – Mid-Oregon Personnel – 213 SW 4th St (12 stalls)
  - Lot 80 – Jefferson County Library District – Employees Only (10 stalls)

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[13] The consultant team was unable to determine a specific accessory use for these facilities. Further clarification as to their intended primary use may be necessary.

[14] It is important to note that at the weekday peak hour, 1,775 stalls are empty within the off-street system at the combined peak hour. This does not assume that they are "available," as most of this supply is on privately owned parking sites. The data does show that there is opportunity to capture more off-street trips, possibly through a coordinated shared parking program.

- - Lot 117 – Jefferson County – Public Health (28 stalls)
  - Lot 132 – Gravel Lot (23 stalls)

- The level of constraint these seven lots put on the larger off-street system is minimal. Similarly, these lots are widely distributed throughout the study area, leaving available off-street opportunities within proximity to users looking for an off-street location to park.
- All other lots in the Downtown Parking Study Area have occupancies of less than 55%, indicating low demand (green on the heat map).
- Overall, there is a sizable amount of empty parking in the off-street supply commonly distributed throughout the study area and within the Downtown Core Area subzone.

Weekend

- Only three lots exceed 55% at the peak hour (yellow). One lot (Lot 127) falls within the 70% - 84% range at the peak hour (orange). These four lots are comprised of a total of 112 stalls (3.5% of the total off-street supply). Two lots are in the Downtown Core Area subzone (Lots 19 & 70). The largest of these lots is the Black Bear Diner (Lot 70), with a total of 62 stalls. These lots include:

  - Lot 19 – La Posada Mexican Grill (12 stalls)
  - Lot 70 – Black Bear Diner (62 stalls)
  - Lot 104 – Madras Seventh-day Adventist Church (28 stalls)
  - Lot 127 – Relax Inn (10 stalls)

- As with the weekday count, the level of constraint these lots put on the larger off-street system is minimal. These lots are widely distributed throughout the study area, leaving numerous empty off-street opportunities within proximity to users looking for an off-street location to park.
- As with the weekday count, there is a sizable amount of empty parking in the off-street supply commonly distributed throughout the study area.

Figure I: Off-street parking occupancies by studied site – Weekday peak hour
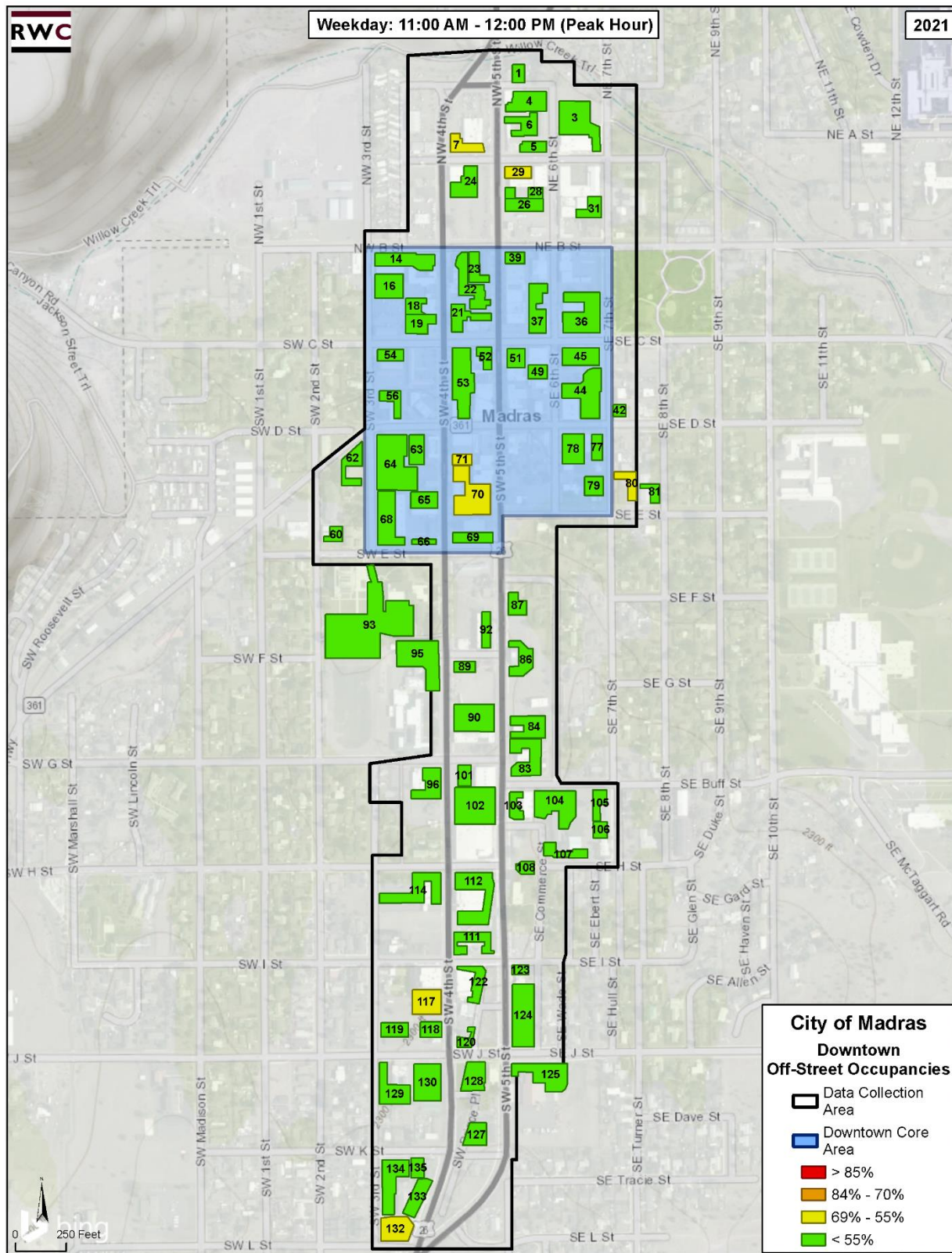
Figure J: Off-street parking occupancies by studied site – Weekend peak hour
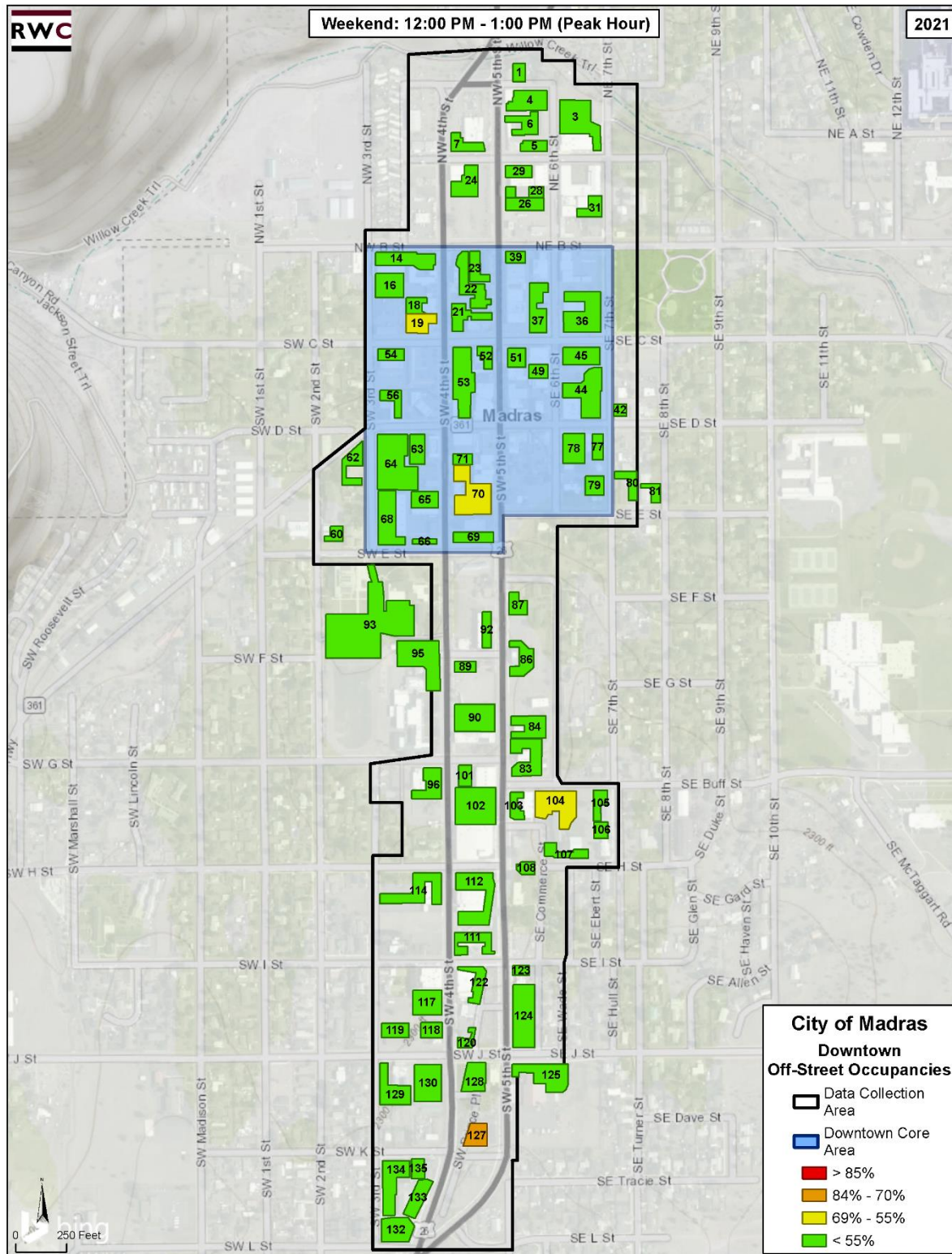
1.8 Summary

The parking supply in Madras is currently used at a low level of demand in both the on- and off-street systems. There is a degree of this low demand that is likely an outcome of impacts of the COVID-19 pandemic. Nonetheless, the data assembled in this parking utilization assessment documents a parking system that presents an opportunity to grow and attract new economic development to Madras, within its greater downtown and within the Downtown Core Area subzone. Surface lots can be viewed as locations to redevelop and/or to absorb new demand, without the need to build even more parking.

Turnover data from the Downtown Core Area subzone is similarly positioned to absorb new parking demand. It is also now known that the typical user of the on-street system is staying less than 3 hours when parking on-street. Average vehicle turnover is less than the industry standard of 5.0, telegraphing that the high percentage of No Limit parking may be unnecessarily slowing visitor turnover, particularly when so much off-street supply is empty.

Overall, parking data finds that the potential to capture new land uses on underutilized lots can come with little risk (in the short to mid-term) to parking access for current users and new users attracted to more dense land use.

Appendix A

Table 4: Off-street Collected Sites vs. Not Collected (Lots highlighted in red <u>not</u> sampled)

Lot Number	Facility	Stalls	% Total	Use Type
	Off-Street Supply (142 sites)	**3,151**	**100.0%**	
	Off-Street Supply Sampled (82 sites)	2,315	73.5%	
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
38	Tysons Diesel & Auto Repair	9	< 1%	Retail

Lot Number	Facility	Stalls	% Total	Use Type
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
78	Jefferson County Community Development	30	< 1%	City/County

Lot Number	Facility	Stalls	% Total	Use Type
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
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

Lot Number	Facility	Stalls	% Total	Use Type
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

Appendix B: Examples Guiding Principles Documents

Roseburg and Hood River, Oregon

# White Paper #3: Guiding Principles for Parking Management

September 2020 (v2)

This memorandum outlines a draft set of Guiding Principles for the management of parking in downtown Roseburg. This preliminary draft was developed based on the input received from the Parking Stakeholder Advisory Committee and is intended to illicit reaction, discussion, and additional input from the Committee at its October 27, 2020 meeting.

The aim is to ensure that these proposed Guiding Principles are reflective of the intent, purpose, and priorities of the SAC for managing parking in the downtown. Input received at upcoming Committee meetings and scheduled public forums will be used to further revise and refine this draft prior to presenting a draft set of Guiding Principles to the Roseburg City Council. A final set of Guiding Principles will be established following input and refinement from Council.

1.1   Stakeholder Committee Input

A successful downtown has a clear sense of place and offers an enticing mix of uses and amenities. The role of parking is to support the pursuit of this vision. *People do not come downtown to park;* they come to experience an environment that is unique, active, and diverse. A well-organized and effective parking system makes it safe, easy, and convenient for them to do so. Getting the right parker to the right stall—making a place for each user of downtown—defines a successful parking program.
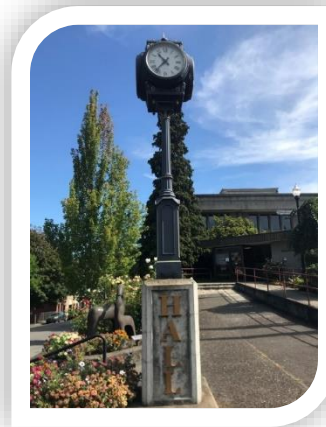
Desired Outcomes

If parking is to be successful, the parking management plan will need to be:

- **Emphasize customer parking** – as the public parking system is prioritized to serve customers.
- **Consistent** – in format, messaging, and design.
- **Sustainable** – both financially and as it supports City goals.
- **Equitable** – in application and affordability.
- **Convenient** - easy to navigate and interact with and take advantage of downtown's walkable environment to connect to stores, restaurant, business, and recreational destinations.
- **Flexible** – to anticipate and respond to increasing demand for access to the downtown.
- **Clearly marked** – clearly communicate how and where to find appropriate and available parking; make parking understandable.

Supporting Roseburg's Unique Character

Roseburg is a special place. It is a beautiful community, connected to nature, and provides a high quality of life to its residents and visitors. Management of the parking system should reinforce and enhance Roseburg's unique qualities and character. These qualities include:

- A family-friendly small town that is welcoming and inviting.
- A place where people know each other.
- An amenity-rich community with an historic Main Street feel, unique shops, and great attractions.
- A high quality of life, affordability, and an engaged community.

- An attractive destination downtown that is both connected to nature (e.g., Umpqua Valley, Crater Lake) and conveniently proximate as a hub connection to the I-5 corridor.
- The downtown is diverse and easy to get around.

1.2   Guiding Principles – Elements of Parking Management

The Guiding Principles outlined here are summarized under theme categories. The intent is to establish a basis for consensus and provide both near- and long-term direction for parking management in downtown. The principles are presented in no particular order or priority.

Priority Users

- On-Street System (Downtown): The most convenient on-street parking will be preserved for the priority user: the short-term customer trip.[1]

  The on-street parking system in the downtown will be formatted in a manner that supports turnover and minimizes conflicts between the priority user and other users. Employees should not park on-street when at work and residents should not park on-street in downtown when at home, particularly when demand for customer parking is high.

  > On-street parking should be available for customers.

- On-Street System (Adjacent Neighborhoods): The most convenient on-street parking will be preserved for the priority user: the resident and their guests.

  As with on-street parking in the downtown, neighborhood parking will be formatted in a manner that assures priority access and minimizes conflicts between the residential users in a neighborhood and other users. Employees should not park on-street in residential areas, particularly when demand for parking by neighborhood residents and guests is high. When demand is low and/or surpluses of parking exist, the City can accommodate non-priority users in the on-street system for interim periods (e.g., downtown visitors, events).

  > As parking downtown is prioritized for commercial uses, parking in neighborhoods should be prioritized for residents and their guests.

- Off-Street System: Coordinate public off-street parking to meet employee and residential demand, balanced with the need for customers and visitors seeking a longer term stay option.

  The City's public off-street supply can serve as an effective resource to provide employees and downtown residents a convenient and reliable place to park. This reinforces the customer priority for the on-street system.

  > Existing parking resources should be managed to ensure efficient use of available public parking assets.

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[1] Customer is defined here as anyone using businesses downtown by a transient trip – this includes shopping, eating, entertainment, recreating, and visiting downtown amenities. As such, a customer can be a shopper, tourist, or local resident visiting the downtown.

Active Capacity Management

- Optimize Utilization: Manage the public parking system using the 85% Occupancy Standard to inform and guide decision-making.

    The 85% Rule is an operating principle for coordinating parking supply. When occupancies routinely reach 85% during peak periods, more intensive and targeted parking management strategies are called for to assist priority users in finding available parking. The 85% Rule will facilitate reasonable and data-driven decisions regarding time stays, enforcement, and other practices related to capacity management.

    > Cars currently move and circulate well in the downtown. The 85% Rule will help to manage growth and support priority users as demands change and conflicts emerge.

Information Systems (Supply and Customer Based)

Supply-Based

- Monitor and Report Utilization. Performance measurements and reporting will be used to facilitate decision-making.

    Committing to a routine, objective system of measurement and reporting ensures that decision-making will be informed by data. Key metrics include occupancy, turnover, average duration of stay, rate of violation, and customer input. Performance monitoring also provides a basis for routine evaluation of program effectiveness.

Customer-Based

- Product Quality. The public on- and off-street parking systems will be safe, reliable, user-friendly, and attractive. They will complement the quality of downtown and attract visitors and customers.

    The quality of the parking system and its supporting programs should reflect the quality of Roseburg itself. On-street parking should be uniformly managed and enforced to ensure an intuitive, reasonable sense of time limits. Off-street facilities should be of uniform quality and identity to create a clear sense of safety, convenience, understandability, and integrate with the pedestrian environment. Communications systems should be professional and effectively coordinated. All systems should, to the highest degree possible, be reliable and easy to use and understand.

    > Existing coin meters are very outdated. The garage feels unsafe in some areas.

- System Communications. Communications will be uniform and strategically coordinated.

    Systems to improve understanding, awareness, and ease of use of parking should be periodically evaluated (signage, wayfinding, and collateral customer information). High-quality communication and marketing materials should be integrated into a usable package of services to accurately inform and guide the parking public. Ideally, communications systems would be integrated through a unique "Roseburg Parking" logo that distinguishes the public parking supply from private supply.

    > Communications systems should be reliable and easy to use and understand.
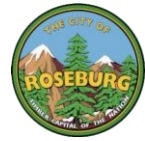
Code and Regulation

- Code & Regulation: The City's parking code should be supportive of user priorities and reflect these Guiding Principles.

    Roseburg's code for parking should be structured to reflect the City's vision for land use growth (commercial and residential). Its requirements and regulatory guidance should inform and be reflected in parking management strategies that will be implemented over time; its intent and purpose to facilitate an efficient and self-sustaining public parking system.

    > The code provides guidance to achieving desired parking outcomes.

Financial Viability

- Fiscal Stewardship: All public parking operations should strive to be financially sustainable.

    Parking revenues should cover the cost of operations while providing reasonable surpluses to ensure the highest quality access product, customer convenience, system maintenance, safety, and service delivery. This will require multiple funding sources for parking operations, maintenance, and system growth. Sources can include leases, enforcement fees, hourly rates and other user fees, and/or partnerships with the private sector.

Roles and Coordination

- Primary Role (City of Roseburg): The City's role in providing public parking is listed in priority order and includes:

    o Accommodating customer/visitor access downtown;
    o Providing (in partnership with the private sector) reasonable access for downtown employees;
    o Facilitating residential and/or guest access in neighborhoods adjacent to the downtown.

    > The City is primarily responsible for supplying parking to customers, using its off-street system to balance demand of other users.

    The cost for providing parking, especially off-street, is very high. The City cannot be fully responsible for providing parking to all users. The City's role must prioritize downtown's public system for customers and visitors.

- Stakeholder Support: Ensure that a representative body of affected private and public constituents routinely informs decision-making.

    Active participation by those affected by parking strategies helps to build an understanding of the inherent tradeoffs in all parking management decisions. This will be best accomplished through an established process that allows for routine review performance metrics stakeholders and ongoing input for emerging issues, challenges, or opportunities.

White Paper #2:
Proposed Guiding Principles for Downtown Parking

1.0 Introduction

This memorandum outlines a draft set of Guiding Principles for the management of parking in downtown Hood River. This preliminary draft was developed based on the input received from the Ad Hoc Committee[1] and is <u>intended to illicit comments, discussion, and additional input from the Committee.</u> The goal is to ensure that these proposed Guiding Principles are reflective of the intent, purpose, and priorities of the Ad Hoc Committee for managing parking in the downtown.

Input received at upcoming Committee meetings and scheduled public forums will be used to further revise and refine this draft prior to presenting a draft set of Guiding Principles to the Hood River City Council. A final set of Guiding Principles will be established following input and refinement from Council.

2.0 Stakeholder Committee Input

A successful downtown has a clear sense of place and offers an enticing mix of uses and amenities. The role of parking is to support the pursuit of this vision. *People do not come downtown to park;* they come to experience an environment that is unique, active, and diverse. A well-organized and effective parking system makes it safe, easy, and convenient for them to do so. Getting the right parker to the right stall – making a place for each user of downtown – defines a successful parking program.

2.1. Desired Outcomes

If parking is to be successful, the parking management plan will need to make the parking system:

- ***Convenient***
  - "Make parking invisible" and ensure that users who choose to drive can visit and experience downtown with minimal delay related to finding and paying for parking.[2]
  - Create a parking system that lets users find a convenient space and take advantage of downtown's walkable environment to connect to stores, restaurant, business, and recreational destinations.

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1 April 2, 2019 Committee Meeting; specific comments that informed the development of each Guiding Principle are shown in blue boxes.
2 The consultant's interpretation of this comment isn't that parking should be invisible in the sense of free and abundant, but rather easy to find for those who prefer to drive and pay.

- *Clear*
  - Clearly communicate how and where to find appropriate and available parking; make parking understandable. "Make it easy for users to park and get to their destination."
  - Ensure that the community understands and recognizes that all users are beneficiaries of parking.

- *Attainable*
  - Eliminate any parking-related obstacles and barriers to downtown development.

- *Multimodal*
  - Prioritize pedestrian and bicyclist safety, comfort, and convenience.
  - Use parking to integrate with and encourage increased use of alternative modes (transit, bike, and walk).
  - Effectively change behavior.

- *Flexible*
  - Anticipate and respond to increasing demand for access to the downtown.
  - Maximize the use of existing parking resources and construct additional parking only as a last resort.

- *Equitable*
  - Ensure equity in regulations.

2.2. Supporting Hood River's Unique Character

Hood River is a special place. It is beautiful community, connected to nature and provides a high quality of life to its residents and visitors. Management of the parking system should reinforce and enhance Hood River's unique qualities and character; striving to accommodate long-time residents and employees as well as the thriving tourist economy. These qualities include:

- A *family friendly*, small town feel.
- An *amenity-rich* community with a variety of options and great attractions.
- A compact and *walkable downtown* with a variety of high-quality businesses and attractions.
- A year-round city with a downtown that is connected to not just business but to opportunities for *recreation* and other *outdoor activities*.
- An *attractive destination downtown* that is both connected to nature (e.g., Columbia River Gorge, Mt. Hood) but still conveniently proximate to "big city" amenities just an hour car drive away (Portland).

- The downtown is *diverse* and easy to get around with fairly limited congestion.

3.0 Guiding Principles – Elements of Parking Management

The Guiding Principles outlined here are summarized under theme categories. The categories reflect input from the desired outcomes while being mindful of Hood River's unique character. The intent is to establish a basis for consensus and provide both near- and long-term direction for parking management in downtown. The principles are presented in no particular order or priority.

A. Priority Users

a.1) **On-Street System (Downtown)**: *The most convenient on-street parking will be preserved for the priority user: the customer trip.*[3]

The on-street parking system in the downtown must continue to be formatted in a manner that supports turnover and minimizes conflicts between the priority user and other users. For the most part, employees and residents should not park on-street in downtown, particularly when demand for customer parking is high.

> "On-street parking should be available for customers."

a.2) **On-Street System (Immediately Adjacent Neighborhoods)**: *The most convenient on-street parking will be preserved for the priority user: the resident and their guests.*

As with on-street parking in the downtown, neighborhood parking must be formatted in a manner that assures priority access and minimizes conflicts between the residential users in a neighborhood and other users. For the most part, employees should not park on-street in residential areas, particularly when demand for parking by neighborhood residents and guests is high. When demand is low and/or surpluses of parking exist, the City can accommodate non-priority users in the on-street system for interim periods.

> "There should be a parity of options for employees and residents."

> "Need to be mindful of residents, particularly in areas where they have no other option when the street is full."

a.3) **Off-Street System**: *Coordinate off-street parking resources (public and private) to meet employee demand; while balancing the need in public off-street facilities to also accommodate visitor needs.*

> "Maximize the use of existing parking resources."

All parking strategies, particularly for employees, should be coordinated with the City's broader transportation demand management goals

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[3] Customer is defined here as anyone using businesses downtown by a transient trip – this includes shopping, eating, entertainment, recreating, and visiting downtown amenities. As such, a customer can be a shopper, tourist or local resident visiting the downtown.

and objectives to ensure that users have reasonable options available for access (which includes auto, transit, bike, walk, and ridesharing). The parking system, both on and off-street, should be managed holistically for optimal use. This effort should be pursued as a partnership between the City and private sector businesses.

B. Active Capacity Management

b.1) **Optimize Utilization**: *Manage the public parking system using the 85% Occupancy Standard to inform and guide decision-making.*

The 85% Rule is an operating principle for coordinating parking supply. When occupancies routinely reach 85% during peak periods, more intensive and targeted parking management strategies are called for to assist priority users in finding available parking. The 85% Rule will facilitate reasonable and data-driven decisions regarding time stays, enforcement, and other practices related to capacity management.

> "Cars move and circulate fairly well, generally good turnover."

> "With growth, tension is growing within the parking system among user groups."

Changes to the status quo can be difficult, but continued constraints in parking and access will adversely impact the downtown's success and ability to attract and absorb growth.

b.2) **Shared Off-Street Parking**: *Encourage shared parking in areas where parking is underutilized (within the downtown and remotely in facilities linked by other modes). This will require an active partnership with owners of private parking supplies.*

The 2018 parking study showed that private parking facilities in downtown may be underutilized; even during periods of overall peak use. Efforts should be made to facilitate shared use agreements between different users (public and private) to direct parking demand into these facilities in order to optimize the utilization of existing parking resources. This may require linking more remote locations via shuttles or transit.

> "Treat all parking in downtown as a shared resource."

C. Information Systems

c.1) **Branding & Wayfinding**: *Create a wayfinding system for the downtown that links parking assets and provides directional guidance, preferably under a common brand or logo.*

The City needs to ensure that all public parking resources are clearly identified and communicated through common branding and signage. This will increase awareness and understanding of how to access on- and off-street parking resources. A common brand unifies marketing materials, signage systems, and other communications and simplifies customer recognition and use of the system. All systems should be reliable and easy to use and understand.

> "Perceived problem that parking is difficult to find."

> "Signage and wayfinding are largely ineffective, doesn't direct visitors to parking."

c.2) **Monitor & Report Utilization**: *Implement performance measurements and reporting to facilitate decision-making.*

Committing to a routine and objective system of measurement and reporting ensures that decision-making will be informed by data. Key metrics include occupancy, turnover, average duration of stay, rate of violation, and customer input. Performance monitoring also provides a basis for routine evaluation of program effectiveness. Accurate and reliable information about parking system performance supports good decision-making and provides transparency for the community.

> "Anticipate and respond to increasing demand for access to the downtown."

D. Integration with Other Modes

d.1) **Travel Demand Management**: *Encourage and facilitate increasing percentages of use, particularly by employees, of alternative travel modes to free up parking capacity.*

Vehicle parking should not be the only access option, particularly for employees. Every parking stall occupied by an employee means a lower rate of turnover and less access for visitors and customers. Employees should be given reasonable access to parking, but encouraged to use alternative modes that include walking, biking, transit, and ridesharing. Nearby residents should be encouraged to use Hood River's sidewalk system to access downtown. Community members from greater distances should be encouraged to bicycle and ride transit for downtown access. Providing safe and

> "Use parking to integrate with, and encourage, increased use of alternative modes (transit, bike and walk)."

> "A successful parking plan will effectively change behavior."

reliable non-auto modes of access to downtown (walking, biking, transit) relieves pressure on the parking system, enhances the attractiveness of downtown, and accommodates a variety of types of users. This Guiding Principle should complement and integrate with Active Capacity Management goals (**2.a. and 2.b.**).

E. Planning for Future Supply

e.1) **Code & Regulation**: *The City's development code should not be a barrier to new parking development, while ensuring that adequate parking is provided and "right sized" to Hood River's unique environment.*

Hood River's downtown development code for parking should be structured to reflect the City's vision for land use growth (commercial and residential). Its minimum requirements should reflect the realities of parking demand in Hood River, with reasonable and flexible standards to ensure that parking capacity grows feasibly and in formats that can be maximized and shared.

> "Eliminate any parking related obstacles and barriers to downtown development."

e.2) **Funding**: *Planning for future parking supply growth will be strategic and routinely evaluated to ensure the City is ready to respond to growth, recognizing that assembling funding for new growth takes time and will require a varied package of funding resources (and partnerships).*

The City must plan for its supply growth needs and initiate long-term planning efforts to assemble funding and partnerships necessary to that growth.

> "The current fee-in-lieu system is not workable for new development in downtown."

F. Financial Viability[4]

f.1) **Fiscal Stewardship**: *All parking operations must be financially sustainable.*

Parking revenues should cover the cost of operations while providing reasonable surpluses to ensure the highest quality access product, customer convenience, system maintenance, safety, and service delivery. This will require multiple funding sources for parking operations, maintenance, and system growth. Sources can include leases, enforcement fees, hourly rates and other user fees, and/or partnerships with the private sector.

> "Ensure that the community understands and recognizes that all users are beneficiaries of parking."

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[4] This suggested Guiding Principle did not come directly out of the Ad Hoc Committee work session and discussion. It is provided here at the recommendation of the consultant team.

F. Roles and Coordination

g.1) **Primary Role (City of Hood River)**: *The City's role in providing public parking is listed in priority order and includes:*

- *Accommodating customer/visitor access downtown;*
- *Providing (in partnership with the private sector) reasonable access for downtown employees;*
- *Facilitating residential and/or guest access in neighborhoods immediately adjacent to the downtown.*

> "The City is primarily responsible for supplying parking to customers."

The cost for providing parking, especially off-street, is very high. The City cannot be fully responsible for providing parking to all users. The City's role must prioritize downtown's public system for customers and visitors.

g.2) **Primary Role (Private Sector)**: *Employee parking should be led by the private sector and through partnerships where the City can reasonably participate (financially or programmatically).*

The private sector must take a lead role in providing parking for downtown employees. The City can complement the private sector role with surpluses in its supply and by providing safe, reliable, and effective non-auto access to downtown.

> "Off-street parking for employees should be provided through a strategic balance of responsibility, led by the private sector. Given the cost of off-street parking the City can play a role as opportunities and partnerships occur."

g.3) **Stakeholder Support**: *Ensure that a representative body of affected private and public constituents routinely informs decision-making.*[5]

Active participation by those affected by parking strategies helps to build an understanding of the inherent tradeoffs in all parking management decisions. This will be best accomplished through an established parking advisory committee that reviews performance metrics, serves as a sounding board for issues, and acts as a liaison to the broader stakeholder community.

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[5] As with Guiding Principle F, this principle was not directly referenced in the Ad Hoc Committee work session and is recommended by the consultant team.

Appendix C: 2021 Parking Inventory and Field Notes

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.

Figure A: 2020 Downtown Parking Inventory Study Area
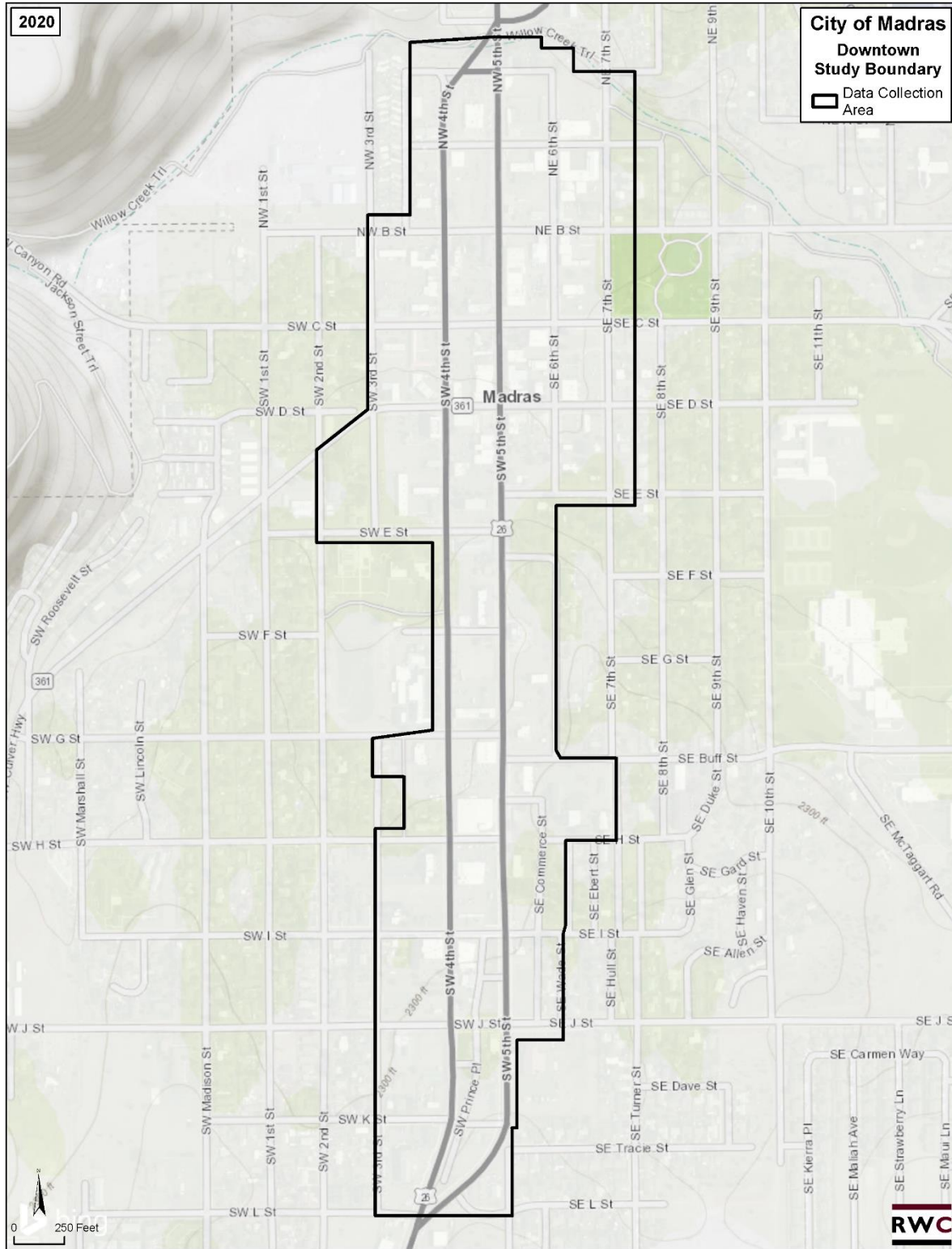
Downtown

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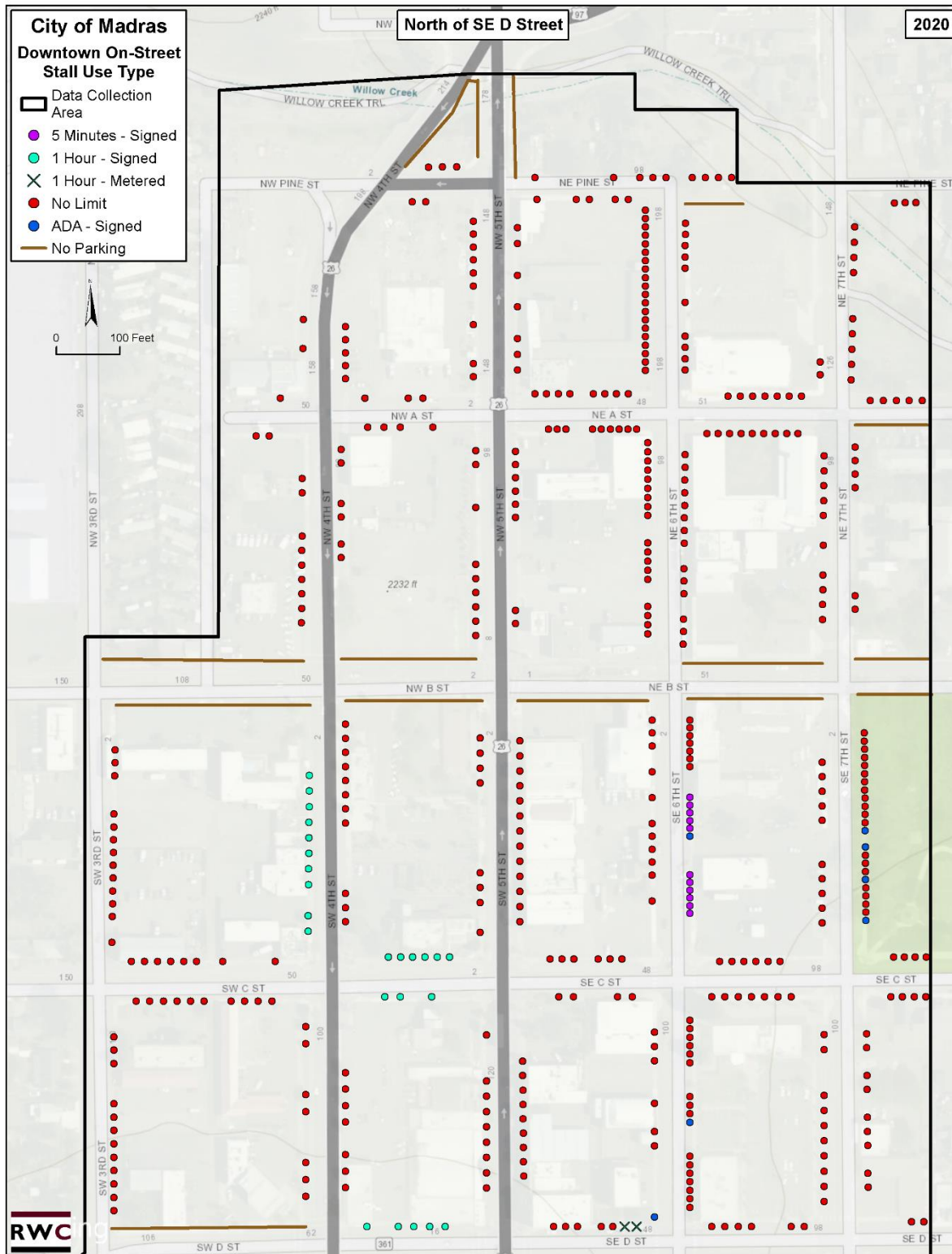
Figure C: Downtown on-street parking supply by stall type and restriction, between SE D Street and SW G Street

City of Madras

Downtown On-Street Stall Use Type

☐ Data Collection Area
● 5 Minutes - Signed
● 1 Hour - Signed
✕ 1 Hour - Metered
● No Limit
● ADA - Signed
— No Parking

Between SE D Street and SW G Street

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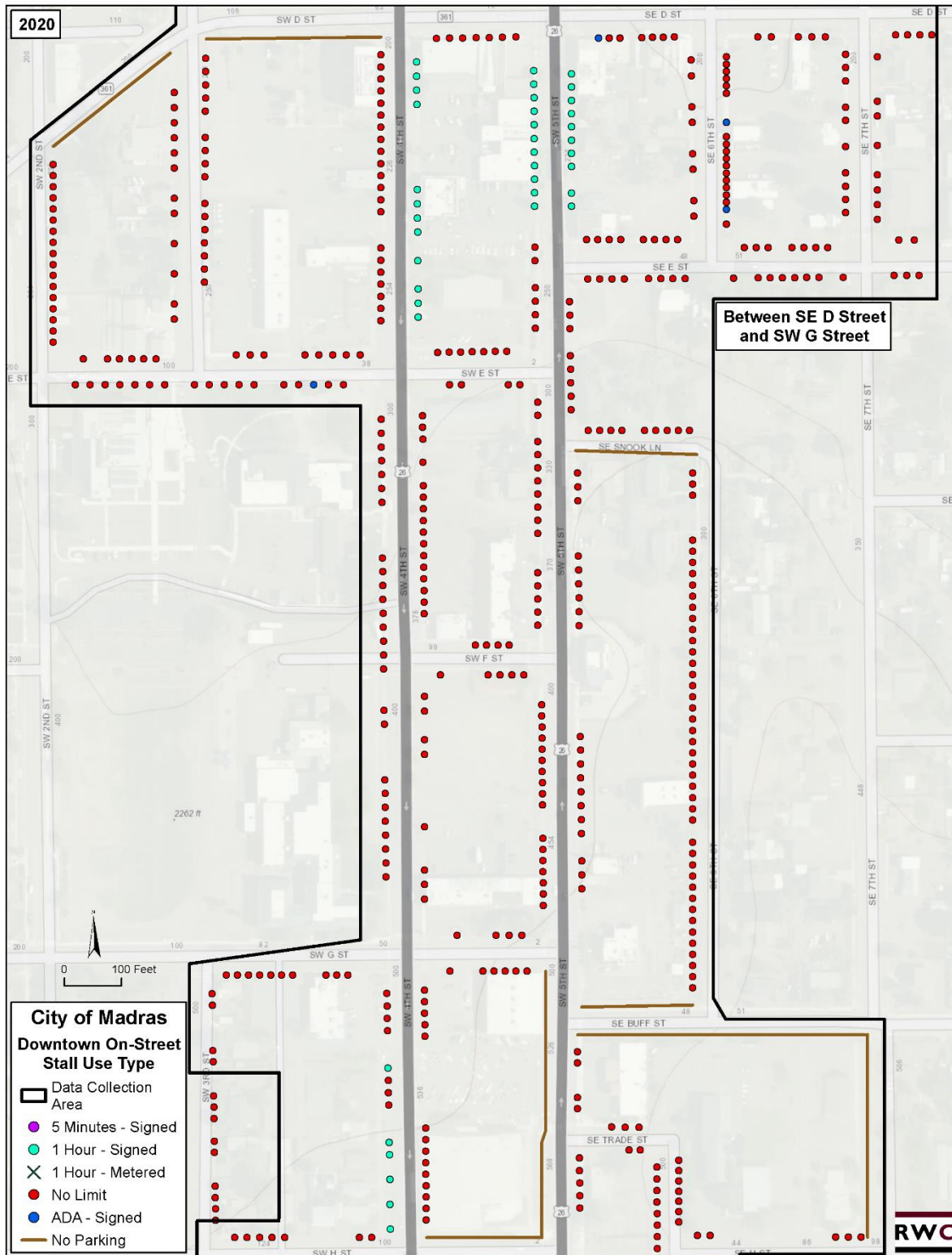
Figure D: Downtown on-street parking supply by stall type and restriction, South of SW G Street
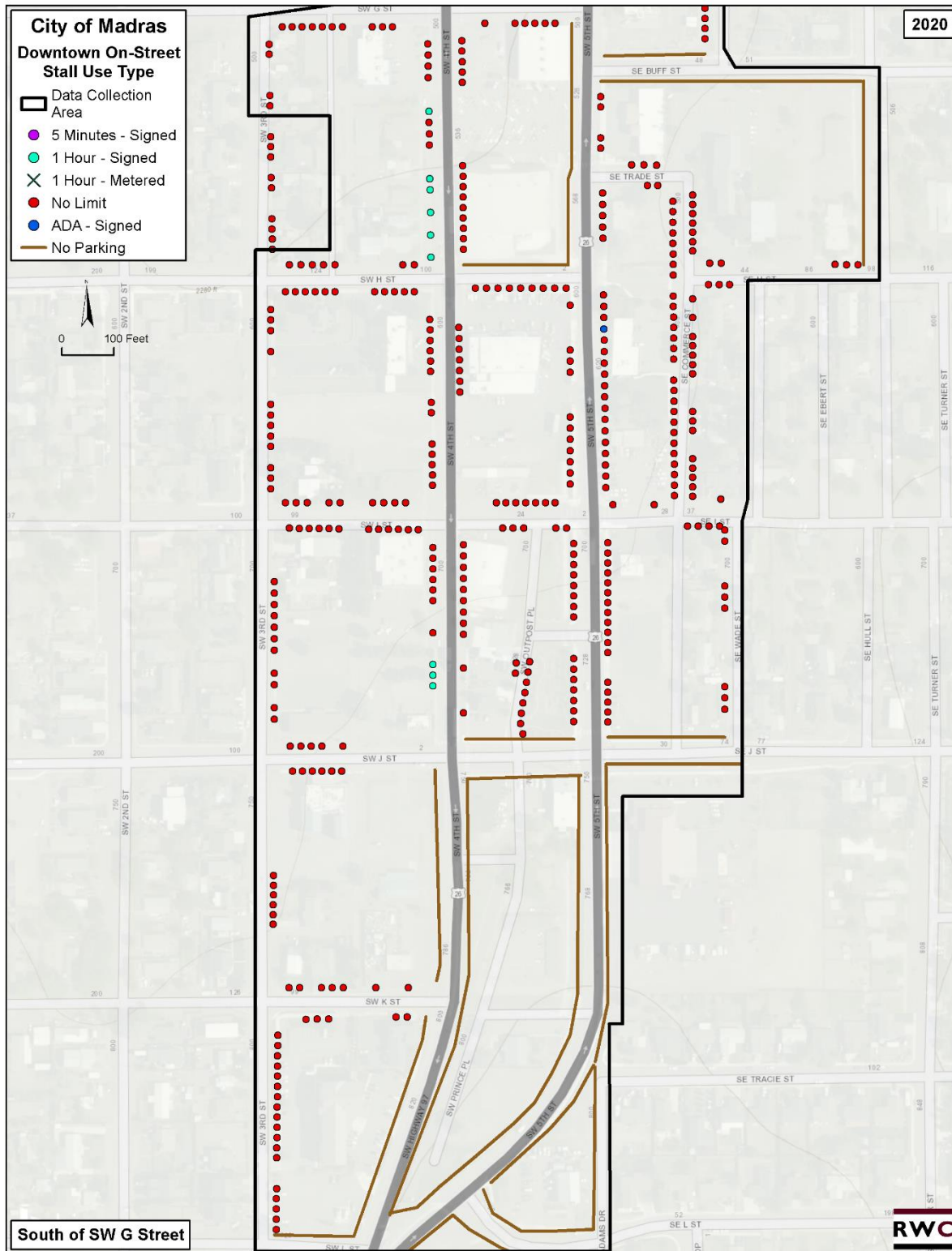
Off-Street Parking

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.

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[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.

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]

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[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*
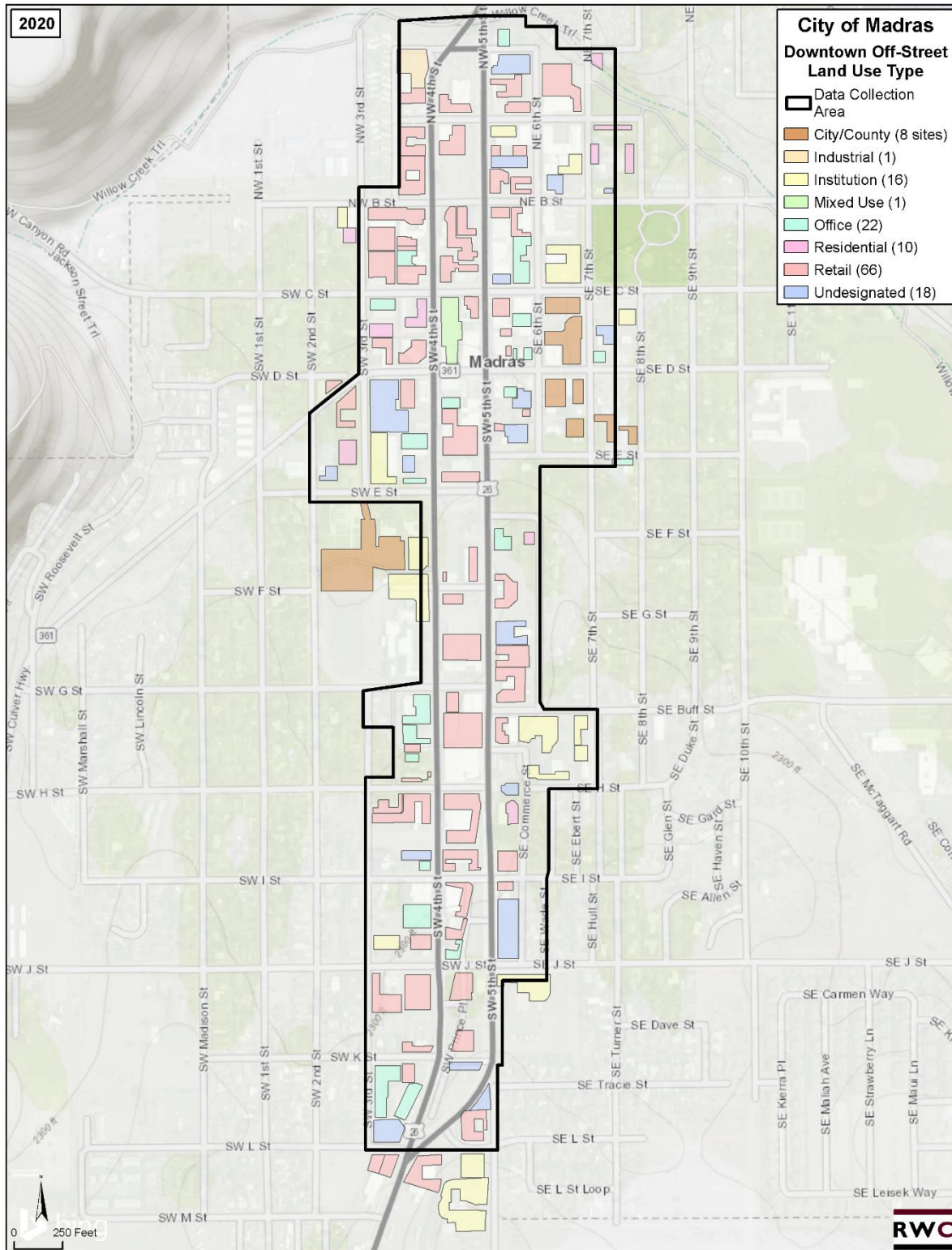
*The areas outlined in the Figure are the actual parking areas for each land use, not the entire land use.

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]

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[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.

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

- **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.

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- **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.

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[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).

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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

Focus	Section of Dev. Code	Summary of Change	Relation to Parking Plan Amendments
Downtown Parking	3.05.020	To better align this code provision with parking (particularly 10.05.390 – Penalties)	Action Item P2 (pages 14 - 15) of Parking Plan
Downtown Parking	10.05.030 - Definitions	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.	Action Item P2 (page 15) of Parking Plan
Downtown Parking	10.05.185 - Purpose and Intent: Parking and Parking Management (new)	Adds a new section, preceding 10.05.190 – Method of Parking. New section would be called Purpose and Intent – Parking and Parking Management. This would preserve 10.05.020, which specifically refers to policies related to traffic.	Action Item P2 (pages 16 - 17) of Parking Plan
Downtown Parking	18.25.050 (1)(e)– Off-street parking	Replaces existing 18.25.050 (1) (e) with new language supporting elimination of minimum parking requirements in the C-2 and C-3 zoning districts and clarifying that the intent not to build parking does not entitle a development to any parking in the public supply (on or off-street).	Action Item P3 (page 24) of Parking Plan
Downtown Parking	18.25.050 (1)(f)– Off-street parking	Adds a new section clarifying minimum parking requirments for "certain Auditorium building types" in the C-2 and C-3 zoning districts that have minimum parking requirements.	Action Item P3 (page 24) of Parking Plan
Downtown Parking	18.25.050 (2)(e)	Clarifies section to allow off-site parking for dwelling units to be provided anywhere within the C-2 or C3 zoning district that the development is located.	Action Item P3 (pages 24 - 25) of Parking Plan
Downtown Parking	Table 18.25.050-1	Amends Off-Street Parking table to remove off-street parking requirement for commercial & residential uses in C-2 and C-3 zones	Action Item P3 (page 25) of Parking Plan

RWC

Madras Housing and Parking Code Update
Task 5.2 Development Code Amendments
Draft Recommendations (added and deleted language)
Code Chapters 10 and 18 - Mark up draft (v2)
1/6/2022

Added language in <u>double underline</u>
Deleted language ~~in strikethrough~~

CHAPTER 3 - REVENUE AND FINANCE

3.05.020 - Establish fees

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 partitions, planned unit development, site plan reviews, subdivisions, vacations, variances, zone or text amendments, building, construction and inspection permits, <u>parking permits, parking meter fees and rates, parking fines and citations,</u> 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.

CHAPTER 10 – VEHICLES AND TRAFFIC

10.05.030 - Definitions

In addition to the definitions contained in the Oregon Vehicle Code, the following mean:

"Alley" means a street or highway primarily intended to provide access to the rear or side of lots or buildings in urban areas and not intended for through vehicular traffic.

"Bicycle path" means a public way, not part of a highway, that is designated by official signs or markings for use by persons riding bicycles except as otherwise specifically provided by law.

"Bike lane" means a portion of roadway that has been designated by striping, signing, and pavement markings for the preferential or exclusive use by bicyclists.

"Bus stop" means a space on the edge of a roadway designated by signage for the purpose of loading or unloading passengers.

"Commercial motor vehicle" means:

(a) A motor vehicle or combination of motor vehicles that:

(i) Has a gross combination weight rating of 26,001 pounds or more, inclusive of a towed unit with a gross vehicle weight rating of more than 10,000 pounds;

(ii) Has a gross vehicle weight rating of 26,001 pounds or more;

(iii) Is designed to transport sixteen (16) or more persons, including the driver;

(iv) Is of any size and is used in the transportation of hazardous materials; or

(v) Is of any size and is owned or leased by, or operated under contract with, a mass transit district or a transportation district when the vehicle is actually being used to transport passengers for hire, regardless of the number of passengers, unless the vehicle is a taxi.

(b) The term "commercial motor vehicle" does not include the following:

(i) An emergency fire vehicle being operated by firefighters as defined in ORS 652.050;

(ii) Emergency vehicles being operated by emergency service workers as defined in ORS 401.025;

(iii) A motor home used to transport or house, for nonbusiness purposes, the operator or the operator's family members or personal possessions;

(iv) A vehicle that is owned or leased by, or operated under contract with, a mass transit district or a transportation district when the vehicle is actually being used to transport passengers for hire so long as the vehicle is not one described in subsections (a)(i) through (a)(iv) of this definition; or

(v) A recreational vehicle that is operated solely for personal use.

"Commercial purposes" means a goal or end involving the buying and/or selling of goods or services for the purpose of making a profit.

"Crosswalk" means as defined in ORS 801.220.

"Disabled motor vehicle" means a motor vehicle that is not capable of being moved under its own power.

"Emergency vehicle" means a vehicle that is equipped with lights and sirens (e.g., law enforcement agencies, fire, ambulance service).

"Gross vehicle weight" means the weight of a vehicle without load plus the weight of any load thereon.

"Inoperable motor vehicle" means a motor vehicle that is not capable of being moved under its own power.

"Intersection" means:

(a) The area embraced within the prolongation or connection of the lateral curb lines, or, if none, then the lateral boundary lines of the roadways of two highways, or City streets which join one

another at, or approximately at, right angles, or the area within which vehicles traveling upon different highways joining at any other angle may come in conflict with; or

(b) Where a highway or City street includes two roadways 30 feet or more apart, then every crossing of each roadway of such divided highway or City street by an intersecting highway or City street shall be regarded as a separate intersection. In the event such intersection highway or City street also includes two roadways 30 feet or more apart, then every crossing of two roadways of such highways or City streets shall be regarded as a separate intersection.

"Loaded weight" means the weight transmitted to the road, through an axle or set of axles, when the vehicle is fully loaded.

"Loading zone" means a space on the edge of a roadway designated by signage for the purpose of loading and unloading passengers or materials during specified hours or specified days.

"Motor vehicle" means a vehicle that is self-propelled or designed for self-propulsion, includes any device in, upon or by which any person or property is or may be transported or drawn upon a public highway, and includes vehicles that are propelled or powered by any means. "Vehicle" does not include a manufactured structure.

"Owner" means a person, other than a lien holder, having the property in or title to a vehicle; and such term includes a person entitled to the use and possession of a vehicle subject to a security interest in another person, but excludes a lessee under a lease not intended as security.

"Park" or "parking" means the standing of a vehicle, whether occupied or not, otherwise than temporarily for the purpose of and while actually engaged in loading or unloading property or passengers.

"Parking uses" means programs or resources intended to safely and conveniently park automobiles.

(a) *Metered Parking.* 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).

(b) *Parking facility.* A standalone facility used for the short-term parking of automobiles whether or not a fee is charged. Parking areas affiliated with a primary use (e.g., a store, office, or apartment building) are not considered parking facilities.

(c) *Parking Space or Parking Stall.* An area located in the public right-of-way on-street, in surface lots, or in garages that is available to parking a vehicle by an authorized user (hourly, daily, and/or overnight).

(d) *Parking Permit.* A document, card, hang-tag, sticker, or chip for display in a vehicle, as well as 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.

(e) *Time-limited Parking.* 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.

(f) *Types of Parking.* Different types of parking include:

(i)   "High turnover parking stall" means any parking stall signed or metered for stays of less than 1 hour.
(ii) "Short-term parking stall" means any parking stall signed or metered for stays of 1 to 4 hours.
(iii) "Long-term parking stall" means any parking stall signed or metered for stays of more than 4 hours.

"Pedestrian" means any person afoot or confined in a wheelchair.

"Person" means a natural person, firm, partnership, association, or corporation.

"Premises open to public" means premises on which the public is invited at regular hours and regular days during the course of business or social activities or events.

"Residential zones" includes single-family residential (R-1), multifamily residential (R-2), and planned residential development (R-3) as shown on the City of Madras Zoning and Comprehensive Plan Map.

"Right-of-way" means that portion of land dedicated to the public for access, utilities, streets, alleys, sidewalks, or any other public purposes. For the purpose of this chapter, "right-of-way" shall also mean easement.

"Road authority" means the body authorized to exercise authority over a road, highway, street or alley under ORS 810.010.

"Roadway" means the portion of a highway that is improved, designed, or ordinarily used for vehicular travel, exclusive of the shoulder.

"Semi-tractor" means a vehicle weighing 10,000 pounds or more (unloaded weight).

"Semi-trailer" means a trailer designed so that part of the weight of the trailer and part of the weight of any load on the trailer rests upon or is carried by another vehicle and is coupled to another vehicle by a fifth wheel hitch. The definition in this section is based on design and, except as otherwise provided in this section, does not prohibit a semi-trailer from fitting into another category of trailer based on use.

"Shoulder" means the portion of a highway, whether paved or unpaved, contiguous to the roadway that is primarily for use by pedestrians, for the accommodation of stopped vehicles, for emergency use and for lateral support of base and surface courses.

"Sidewalk" means that portion of a street between the curb lines, or the lateral lines of a roadway, and the adjacent property lines intended for the use of pedestrians.

"Sight distance" means the length of roadway a driver can see. The length for measuring sight distance at an intersection is measured by using a height of three and one-half feet above the roadway surface for the height of the driver's eye and the height of the object to be seen is three and one-half feet above the surface of the intersecting road.

"Stand" or "standing" means the halting of a vehicle, whether occupied or not, otherwise than temporarily for the purpose of and while actually engaged in receiving or discharging passengers.

"Stopping sight distance" is the sum of two distances: (a) the distance traversed by the vehicle from the instant the driver sights an object necessitating a stop to the instant the brakes are applied; and (b) the distance needed to stop the vehicle from the instant brake application begins.

Per AASHTO (American Association of State Highway and Transportation Officials) – Geometric Design of Highways and Streets, for a street speed signing posted at 25 mph, the stopping sight distance is 155 feet; for 30 mph – 200 feet; for 35 mph – 250 feet; for 40 mph – 305 feet; and for 45 mph – 360 feet.

Street. The terms "highway," "road," and "street" shall be considered synonymous unless the context precludes such construction. "Street" includes alleys.

"Taxicab stand" means a space on the edge of a roadway designated by signage for use by taxicabs.

"Traffic-control device" means:

(a) Any sign, signal, marking or device placed, operated or erected under ORS 810.210 for the purpose of guiding, directing, warning, or regulating traffic;

(b) Any device that remotely controls by electrical, electronic, sound or light signal the operation of any device identified in subsection (a) of this definition and installed or operated under authority of ORS 810.210;

(c) A stop sign that complies with the Uniform Standards for Traffic Control.

"Traffic lane" means that area of the roadway used for the movement of a single line of traffic.

"Truck tractor" means a motor vehicle designed and used primarily for drawing other vehicles and so constructed so as not to carry any load other than a part of the weight of the vehicle or load, or both, as drawn.

"Truck trailer" means any trailer designed and used primarily for carrying loads other than passengers whether designed as a balance trailer, pole trailer, semi-trailer, or self-supporting trailer.

"Unloaded weight" means the weight of a vehicle when the vehicle is fully equipped exclusive of load.

"Vehicle owned" means any vehicle registered to, operated, or controlled by a person. [Ord. 834 § 3, 2010.]

Article IV. Parking Regulations

10.05.185 - Purpose and Intent – Parking and Parking Management

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 neighborhood, emphasizing that no user has any specific entitlement to use of the public right of way.
(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, emphasizing that no user has any specific entitlement to use of the public off-street supply.
(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.

Added language in <ins>double underline</ins>
Deleted language ~~in strikethrough~~

CHAPTER 18 – SUPPLEMENTARY PROVISIONS

18.25.050 – Off-street parking

All buildings and uses must comply with the parking requirements set forth in this section.

(1) *Amount Required.* The number of required off-street vehicle parking spaces shall be determined in accordance with MDC Table 18.25.050-1. Off-street parking spaces may include spaces in garages, carports, parking lots, and/or driveways if vehicles are not parked in a vehicle travel lane (including emergency or fire access lanes), public right-of-way, pathway, or landscape area.

(a) Where parking requirements are based on the square footage of a building, the applicable square footage shall be the gross floor area of the building excluding any space within a building devoted to off-street parking or loading. When the number of employees is specified, persons counted shall be those working on the premises, including proprietors, during the largest shift at peak season.

(b) For uses not specified in MDC Table 18.25.050-1, the decision maker must determine the minimum number of required parking spaces as part of the development review process accompanying the proposed use, based upon similar uses listed in MDC Table 18.25.050-1 or other substantial evidence of expected parking demand.

(c) In the event that several uses occupy a single structure or parcel of land, the total requirements of off-street parking shall be the sum of the requirements of the several uses computed separately. Notwithstanding the foregoing, the total requirement may be reduced by an amount determined by the decision maker where the applicant sufficiently demonstrates that peak parking demands are less because of differing peak parking demand periods among the uses.

(d) Owners of two or more parcels of land may agree to share parking and loading spaces; provided, that the parking areas supporting a particular use are located within 500 feet of that use and satisfactory legal evidence is presented to the City in the form of deeds, leases, or contracts to establish shared use of parking facilities. Notwithstanding the foregoing, the total parking requirement on the parcels subject to the shared use arrangement may be reduced by an amount determined by the decision maker where the applicant sufficiently demonstrates that peak parking demands are less because of differing peak parking demand periods among the uses sharing the parking facilities.

~~(e) *On-Street Parking Credit.* Within the C-2 and C-3 zoning districts, credit may be allowed for on-street parking. The amount of off-street parking required may be reduced by one off-street space for every one on-street space adjacent to the development. On-street parking must follow the established configuration of existing on-street parking. On-street parking spaces must meet the dimensional requirements of MDC Table 18.25.060-1.~~

(e) *Parking within the C-2 and C-3 zoning districts*. No parking is required for specific building types identified in MDC Table 18.25.050-1 for projects within the C-2 and C-3 zoning districts. The determination not to build parking in the C2 or C3 zoning districts, or to build less than the maximum allowed, does not entitle the developer or the final building type access to the public on-street system (beyond its availability to the general public) or to any publicly owned off-street parking (beyond any current programs for accessing such sites or facilities by the general public), in perpetuity.

(f) Within the C-2 and C-3 zoning districts, all building types except certain Auditorium building types have no minimum parking requirements.

(2) *Location.*

(a) Except as allowed pursuant to MDC 18.40.040(8), no automobile parking, with the exception of accessible parking, is permitted between the building and an arterial or collector street unless the Community Development Director determines there is no feasible alternative to provide the required parking. If a building setback is provided, the setback area must be paved with a hard surface (concrete or unit pavers, not asphalt) and must incorporate seating and landscaping. A public entrance must be within 100 feet of the right-of-way of an arterial or collector street.

(b) Development on lots or sites with three frontages may have vehicle parking areas between the building and one of the streets. Development on full blocks may have vehicle parking areas between the building and two of the streets. However, the parking area must be between a local street and the building, not an arterial, other than a freeway or other fully controlled access highway.

(c) Parking lots with 50 spaces or more must be divided into separate areas and divided with landscaped areas or walkways at least 10 feet in width or by a building or group of buildings.

(d) Parking lots cannot occupy more than thirty-three percent (33%) of the subject property's street frontage. Parking areas should be located behind or to the side of a building. If a property has multiple street frontages, then this standard will apply to the frontage along the highest order street. If all street frontages have the same classification, then this standard will apply to the frontage to which the primary building entrance is located.

(e) Off-street parking spaces for dwellings must be located on the same parcel with these dwellings. Other required parking spaces must be located not farther than 300 feet from the building or use they are required to serve, measured in a straight line from the building, unless otherwise approved by the Community Development Director. All, or a portion of, off-street parking provided for dwelling units in the C2 and C3 zoning district may be allowed off-site, within the specific C2 or C3 zoning district, if approved by the Community Development Director.

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		
LAND USE CATEGORY	C-2 and C3	Minimum Requirement - All other land uses outside C-2 and C3 zoning districts
Office Buildings, Banks	No minimum requirement	2.5 spaces
Business and Professional Services	No minimum requirement	2.86 spaces
Commercial Recreational Facilities	Not Allowed	10.0 spaces
Shopping Goods (Retail)	No minimum requirement	2.86 spaces
Convenience Goods (Retail)	No minimum requirement	2.86 spaces
Restaurants	No minimum requirement	10.0 spaces
Personal Services and Repairs	No minimum requirement	2.86 spaces
Manufacturing	No minimum requirement	2.0 spaces
Warehouses	Not Allowed	1.0 spaces
Wholesale	Not Allowed	1.5 spaces
RESIDENTIAL		
Single Family Dwelling	Not Allowed	1.0 spaces per dwelling unit
Townhomes	See MDC 18.30.190(3)(f)	See MDC 18.30.190(3)(f)
Accessory Dwelling Units	No minimum requirement	1.0 space per ADU
Multifamily Dwellings	No minimum requirement	1.0 space per dwelling unit
Hotels	No minimum requirement	1.0 space per bedroom
Motels	No minimum requirement	1.0 space per bedroom
PUBLIC BUILDINGS		
Museums and Libraries	No minimum requirement	3.3 spaces
Public Utilities	No minimum requirement	3.3 spaces
Welfare Institutions	No minimum requirement	2.5 spaces
MEDICAL BUILDINGS		
Medical and Dental Offices	No minimum requirement	2.86 spaces
Hospitals	No minimum requirement	2.86 spaces
Convalescent Homes or Assisted Living	No minimum requirement	1.0 space per 2 patient beds or 1.0 space per apartment unit
AUDITORIUMS**		
General Auditoriums and Theaters	No minimum requirement	0.25 spaces per seat
Stadiums and Arenas	0.25 spaces per seat	0.25 spaces per seat
School Auditoriums	0.10 spaces per seat	0.10 spaces per seat
University Arenas	0.10 spaces per seat	0.10 spaces per seat

*Per 18.25.050 (1) – Off-street parking, minimum parking requirements in this Table apply only to land uses outside the C2 and C3.

** Auditoriums in all zoning districts, including where applicable in C-2 and C-3, must meet minimum parking requirements.

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/TRANSIENT OCCUPANCY	
Single-Family Dwelling	1.0 space per dwelling unit
Townhomes	See MDC 18.30.190(3)(f)
Accessory Dwelling Unit	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
Manufactured Dwelling Park	See MDC 18.30.030(4)(o)
RV Park	See MDC 18.30.040(2)(l)
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

BUILDING TYPE	PARKING SPACES REQUIRED (Spaces per 1,000 sq. ft. unless otherwise noted)
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 Auditoriums	0.10 spaces per seat

[Ord. 959 § 2.1 (Exh. B), 2021; Ord. 955 § 2.1 (Exh. B), 2021; Ord. 945 § 2 (Exh. B), 2020; Ord. 933 § 5.5, 2019.]