

Madras Housing and Downtown Parking Code Update

REVISED DRAFT EVALUATION MEMORANDUM

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The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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.

Introduction

The Madras Housing and Downtown Parking Code Update has two Project elements: housing and parking. The purpose of this Draft Evaluation Memorandum is to review and evaluate the City's requirements that apply to both Project elements, and to make general recommendations for the Development Code Amendments and Downtown Parking Plan, as well as any Comprehensive Plan Amendments necessary to support the Development Code Amendments. The Project objectives for both elements are in Appendix A.

The review for housing found that:

- Comprehensive Plan Goal 10 policies and implementation measure do not conflict with the development of middle housing, but the inventory and the explanatory text should be updated to reflect the trending need for middle housing.
- Zoning code amendments will need to address specific conditions and challenges, as identified in the TSP, particularly where a residential zone abuts an arterial or major collector: alleys, paired driveways, other shared parking and access arrangements for residential infill; middle housing-friendly block sizes and local street network, alleys, and “boulevard-style” housing frontage for new subdivisions in Concept Plan areas; and access to on-site parking on Highway 97, mid-block crossings, and through-block connections for downtown residential development.
- As recommended in the Housing Action Plan, to encourage the development of a range of middle housing, the City should update its development standards to improve clarity and the range of permissible housing types. The City also should update its zoning code provisions related to conversions of single-unit dwellings into multi-unit dwellings to encourage the preservation of naturally occurring affordable housing.
- The Urban Renewal Action Plan priority projects clarifying the development process and Core area sidewalk improvements would support dual goals of increasing residential uses and implementing a parking management plan to enhance parking resources and support a high-quality multi-modal environment.
- The Revitalization Toolkit-recommended intensification in the form of development of new residential uses on the back or side of lots would require zoning code amendments to permit a range of housing types in the downtown core.

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- Zoning code amendments are needed to meet the Housing Urban Renewal District Plan (HURD) objective of increasing the supply of all housing types in the large, undeveloped parcels within the HURD boundary.

The review for parking found that there is no overarching or formal policy on parking in current City documents that would guide the day-to-day management of the public parking system or inform on-going and strategic decision-making in a way that anticipates and plans for growth in the downtown. The Parking Management Plan for downtown that will be developed as part of this Project will create strategic and integrated parking policies.

Housing—Summary of Key Documents—Existing Plans and Regulations

This is a summary and evaluation of relevant information from the key documents, which are listed and described below. It flags potential barriers or constraints these documents pose to Project objectives. Permitted and prohibited uses and development standards from the Development Code (Title 18) are listed in a summary table.

- Comprehensive Plan, June 2003
- HB 2001 and implementing regulations
- Transportation System Plan (TSP), March 2018
- Housing Action Plan, December 2018
- Housing Urban Renewal District Plan (HURD), November 2019
- Report Accompanying Housing Urban Renewal District Plan, November 2019
- Downtown Stakeholder Interview Summary/Parking Policy and Data Memorandum, RWC, April 2021
- City Development Code (Title 18)

Below is analysis of the relevant sections of each key document. *Italic text* indicates a focus area, a question, or an item that needs discussion.

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

The Comprehensive Plan (Plan) is an expression of public policy that is the basis for more specific rules, land use regulations, and public actions required to implement that public policy.

Section II of the Plan contains the housing inventory, which incorporates the City of Madras Housing Needs Analysis, adopted in 2007 as part of the Madras Urbanization Report. The Needs Analysis used the DLCD housing needs workbook methodology to determine housing and residential land needs for the 20-year (2027) and 50-year (2057) planning horizon. The inventory found a 6.6 percent decline in the proportion of housing that was single family detached between 1990 and 2000, and an increase in single family attached and multiple family. One-third of the housing stock by 2000 was multiple family.

The analysis identifies a deficit of housing units for households with incomes less than \$15,000 and for households of more than \$50,000. Consequently, the forecast is that two-thirds of

needed housing units are single family detached, and two market segments have specific needs:

- The need for Very Low Income households (defined by HUD as 30 to 50 percent of medium household income) for government-assisted units built with low income housing tax credits is 244 rental units (less than \$235 per month in 1999 dollars) and 700 owner-occupied (less than \$100,000) units at 12 units per acre in 40-unit clusters
- The need for master planned communities with neighborhood amenities is 392 rental units (\$1,075 to \$1,359 per month), 341 owner-occupied units (more than \$250,000), and 552 owner-occupied units (\$167,000 to \$250,000).

The housing inventory and Housing Needs Analysis are outdated, and do not reflect the current need for a wide range of housing types, including middle housing. The City should consider amending the comprehensive plan to remove the outdated analysis and incorporate the findings of this Project by reference.

Section III contains the Plan's goals and objectives. The housing goal contains two policies and one implementation measure.

Goal 10 - To provide for the housing needs of the citizens of the City.

Policies - The City shall:

- A. Provide buildable land for a variety of housing types.
- B. Encourage development of suitable housing to satisfy all income levels.

Implementation Measure - The City will continue to support the affirmative fair housing marketing plan as adopted by the City.

"The City's existing housing inventory includes a generous supply of housing that is affordable for low and moderate-income families, such as multi-family and mobile housing units. So that a reasonable housing balance can be provided and that a mix of housing types on a variety of lot sizes are available for both existing and future area residents, the City shall encourage the development of housing types that are suitable for high income households. To be competitive with housing in the region that accommodates high income households, the encouraged housing type should include amenities appropriate for high income households, such as a golf course. Future housing should be consistent with the City's Livability Goals and Policies. With the addition of more housing targeted at high income buyers, the City will grow into a more diverse, vibrant, livable community."

In addition to wanting to be competitive with other cities in the region, the 2006 amendment cites future Deer Ridge Correctional Institution (four miles east of Madras, completed in February 2008) jobs as a reason to encourage high-income housing. The Plan defines high income as greater than 120 percent of median family income (above HUD's "moderate"

threshold). The provision of high-income housing is to be implemented through the "...Master Planned Community Overlay zone, which requires generous open space and amenities, and encourages efficient use of land and public facilities and services, a variety of housing types, innovative designs and complete pedestrian-friendly communities."

The comprehensive plan emphasizes the need for single family detached housing in master planned communities with amenities and subsidized low-income housing, rather than middle housing types, and focuses on the need for commercial properties over residential ones. While the language of Goal 10, its two policies, and its implementation measure do not conflict with the development of middle housing, the inventory and the explanatory text does not reflect the trending need for more variety in housing types.

Recommendations:

- Amend the Comprehensive Plan to include an up-to-date housing needs assessment. With 13 percent population increase in the past decade and changing demographics and workforce, the need for mostly large single family detached units for high-income residents is likely diminished.
- While Goal 10 and its two policies do not conflict with middle housing, the plan does not specifically support middle housing. Amend the Comprehensive Plan to incorporate this Plan by reference.
- Amend the Implementation Measure to specifically support middle housing, including defining middle housing and stating its purpose and value.

State Laws

Only portions of House Bill (HB) 2001 (effective August 8, 2019) and its implementing statutes and administrative rules currently apply to Madras, since its current population is less than 10,000¹ and it is outside of a metropolitan service district (Portland Metro). Madras, as a city with a population greater than 2,500, must allow at least one accessory dwelling unit per single family unit in single family detached zones and cannot require owner occupancy or additional off-street parking unless the unit is for vacation occupancies. In addition, Madras' population grew 11.5 percent between 2010 and 2019, while Bend increased by 31 percent. With this rapid growth, Madras should plan to comply with the rules for "medium" cities (non-Portland Metro cities with populations between 10,000 and 25,000). HB 2001 requires cities with populations of more than 10,000 (1,000 within Metro) to allow middle housing.

The Oregon Revised Statute on the development of middle housing and local regulations (ORS 197.758) requires that applicable cities adopt land use regulations to allow middle housing in single family zones but grants a time extension in areas with significantly deficient water, sewer, storm drainage or transportation services. The statute makes clear that local

¹ Madras's population is 6,470 according to Portland State University's 2020 Certified Population Estimates, and 7,051 according to the U.S. Census Bureau's July 1, 2019 estimate.

governments are prohibited neither from permitting single family dwellings nor from permitting middle housing in other areas. The statute exempts cities from the requirement to consider whether the amendments significantly affect an existing or planned transportation facility.

ORS 197.307 requires cities that have a need for housing for persons of lower, middle and fixed income, including housing for farmworkers, to allow such housing in base zones or overlay zones with sufficient buildable land and to “adopt and apply only clear and objective standards, conditions and procedures.” The standards, conditions, and procedures may regulate the density or height of a development, and may not discourage needed housing through “unreasonable cost or delay.”

The development code’s affordable housing section (18.30.060) only contains a deadline for City decisions on applications for residential buildings of five or more units with 50 percent affordable units.

Residential accessory structure section (18.30.050) does include some standards, but requires that the first residential accessory structure must be a fully enclosed garage where there is none, and limits the size to 950 square feet on lots 10,000 square feet or smaller.

Townhouse design and development section (18.30.190) does include design standards, but no specific approval procedures.

Recommendations:

- Tie the affordable housing need to housing standards and procedures.
- Combine the three sections (affordable, accessory structure, and townhouse) and expand them to include other middle housing types.
- Develop clear and objective standards and criteria and a clear permit approval process.

The Oregon Administrative Rules (OARs) define “middle housing” and its five types: Duplex (two attached or detached on one lot or parcel), triplexes (three), quadplexes (four), cottage clusters (no fewer than four detached units per acre less than 900 square feet each with a common courtyard on single or multiple lots), and townhouses (two or more attached on individual lots or parcels). Large cities (with a population more than 25,000) and medium cities (10,000 to 25,000) must permit duplexes on all lots zoned for single family dwellings. Large cities must also allow the other middle housing types. This review focuses only on the requirements for medium cities, due to Madras’s size.

Medium cities may regulate siting and design of duplexes as long as the standards are clear and objective, do not discourage development through unreasonable costs or delay, and are not more restrictive than those applicable to detached single-family dwellings in the same zone, such as minimum lot or parcel size, maximum height, and minimum setbacks. The approval process likewise must be the same as that for a single family detached dwelling. A medium city may not require more than a total of two off-street parking spaces for a duplex.

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ORS 197.758 and OAR 660-046 require that middle housing types are allowed and ensure that they are regulated in the same way that single family units are, to prevent cities from discouraging their development.

[Transportation System Plan \(TSP\), March 2018](#)

The Transportation System Plan (TSP) guides future transportation investments and policy decisions to meet community needs. The development of the 2018 TSP was informed by a detailed technical analysis and public engagement activities that spanned nearly two years, including three public open houses and guidance from a technical and project advisory committee. The prior version of the TSP was adopted in 2006, and an update to the pedestrian and bicycle elements was adopted in 2012. The 2012 pedestrian and bicycle elements are incorporated into the 2018 update.

An important project objective is Goal 3.1a in the HAP, which calls for the recommendation of new street standards to lower development costs, therefore the TSP was reviewed with that objective in mind. As called out by the Housing Action Plan and more fully described in the Housing Action Plan section, the new street standards are related to reducing requirements for curbs, the plant strip, engineered stormwater facilities, and sidewalks. These reductions are only appropriate on local streets. The TSP defines the role of each street within the street and highway network (its *functional classification*, see Figure 1 [which is TSP, Figure 3, Functional Roadway Classifications]), and is primarily concerned with the arterials and collectors, and not the construction details of local street. Therefore the TSP policies do not have much if any bearing on the new construction standards for local streets. Where the TSP will have bearing on Goal 3.1a will be in defining in which “pre-identified neighborhoods of the city” the local streets are eligible for reduced standards.

The TSP is based on Comprehensive Plan land uses and expected population growth. While there are no specific policies or goals related to either housing development or parking management, there are goals within the TSP that support related objectives of this Project. These goals include promoting efficient connections for all users; meeting existing and future mobility needs; supporting local and regional travel and livability; and promoting and planning for future industrial, commercial, and residential growth areas.

[TSP Concept Area Plans](#)

The TSP includes three Concept Area Plans. These growth areas address the possibility of significant economic development and the transportation improvements needed to support future land uses. The Central Madras Concept Plan Areas and the South Madras Concept Plan include areas of residential zoning. Therefore, the middle housing and multi-family code updates that are part of this Project will affect future residential growth in these areas.

These areas have specific roadway, intersection, bike, and pedestrian projects needed to support growth in each area. These projects will be supportive of future potential residential development, including an improved and expanded local street system that reduces reliance on

US 26/97 and facilitates more east-west connections. Proposed major and minor collectors correspond with potential future residential zones identified in city plans including the Comprehensive Plan, Urban Renewal Plan, Housing Action Plan, and Housing Urban Renewal District (HURD).

Madras is bisected by the ODOT-maintained highway, U.S. 97. Through the downtown U.S. 97 is a couplet made up of 4th and 5th Streets. Given the high traffic levels on U.S. 97, east-west travel by any mode is difficult. Several TSP-identified projects for people on foot, on bikes, and to provide Safe Routes to Schools will improve connections. A number of intersection improvements have also been identified by the TSP as high priority. These include crossings at 4th and 5th Streets where they cross B, D, and J Streets.

These improvements will help connect Concept Plan development to other neighborhoods and to the downtown. As a result, residents in these new neighborhoods will be able to move around the city without relying on a car, ensuring that new housing contributes to Madras's quality of life and creates healthy, equitable, and resilient neighborhoods.

Housing in Different Contexts

Housing zoning code amendments, including for middle housing, will make it possible to develop a wider range of housing types in all areas of Madras that currently permit residential development today. Middle housing will take several forms depending on the neighborhood or district context. Existing neighborhoods will see middle housing in the form of infill, redevelopment of existing properties, and conversions of single- or low-unit dwellings to dwellings with more units; in Concept Plan Areas, middle housing will form new subdivisions; and downtown will see middle housing and higher-intensity residential forms appropriate for downtown settings.

Where residential areas abut arterials and major collectors, certain TSP standards may make neighborhood design, accessibility, and residential development generally difficult — especially those that apply to arterials, major collectors, and, in some cases, minor collectors. These include access management, infrequent intersection spacing standards (see Table 2, ODOT Access Management Spacing Standards for Highway Segments), and prohibition of on-street parking (see Table 1, Street Design Guidelines).

Looking at the TSP and the interface between Street Functional Classifications (see Figure 1, Functional Roadway Classifications) and residential-zoned areas, we can anticipate that zoning code amendments will need to address specific conditions and challenges, as identified below. Where a residential zone abuts an arterial or major collector, ensure the amendments address these conditions:

For residential infill:

- Develop creative strategies to handle situations when no on-street parking is possible, either because it is prohibited by the TSP on Arterials and Major Collectors, or it is

optional and / or it is deemed to be infeasible, as on Minor Collectors (see TSP Table 5, Street Design Guidelines).

- When access management prohibits driveways, alleys may be necessary to provide access to lots. If alleys cannot be provided, consider paired driveways or other shared parking and access arrangements.

For new subdivisions in Concept Plan areas:

- Ensure amendments account for middle-housing-friendly block sizes and local street network.
- Access management standards on some new streets will prohibit driveways, therefore alley access will be necessary. In terms of Project objectives for human-scaled, walkable communities, alley access is always preferred to driveways. Alleys also permit more flexibility in the type and variety of housing that can be provided; they can also reduce the impervious surface in a new subdivision, handle stormwater, and provide needed infrastructure easements for clustered types of housing, such as cottage clusters.
- Include provisions for “boulevard-style housing frontage,” in which homes are set behind deeper front yards. These provisions are desirable where housing faces an arterial street, and consists of several design approaches combined: Attached and taller forms of housing that match the scale of the street, set back behind a deeper-than-typical front setback; a rear alley provides access to parking and local access to homes, and access is not from the arterial street or “boulevard.” Houses on the opposite end of the block face a parallel local street so there are no backyards facing either the boulevard or the local street. These combined approaches create a park-like setting that has a number of advantages. They allow buildings to face the street, or “boulevard,” rather than turn away. The front setback takes more land but creates more value for both the homes and the street. Other advantages include: Homes don’t need to back on the street or construct tall fences to block view and noise; a deeper, planted front setback creates a park-like setting, and can accommodate a separated multi-use trail for pedestrians and bicyclists; trees and tree groves can be more easily preserved, and if the site is located on a slope, the planted median and split roadways can minimize the need for large retaining walls.

For downtown residential development:

- U.S. 97 frontage creates a special challenge for housing on downtown blocks. If a developer provides new standalone residential multi-dwelling structures or housing above retail, and they elect to build parking on site, they may need driveway access to the center of the block. However, because of access management restrictions on the highway couplet streets, access to the center of blocks is limited to cross streets at the north or the south ends of blocks.
- The general lack of alleys downtown, combined with Highway 97 access management standards means that many lots that may be eligible for residential or mixed-use

development are land locked from the standpoint of vehicular access and/or access to on-site parking.

- Consider provisions that can support the development of a walkable downtown, such as mid-block crossings and through-block connections. Besides being important for general downtown vitality, mid-block crossings provide access to shared parking facilities on adjacent blocks, which may make some residential projects more feasible.

One specific TSP goal worth noting is related to potential changes to on-site parking requirements. **Goal 5: Environment** calls for providing a transportation system that balances transportation services with the need to protect the environment. Lowering parking requirements on-site and restructuring requirements to align with an emphasis on mixed-use development and redevelopment in the downtown core would allow Madras to right-size its parking. If required parking is not over built, the amount of impervious area can be reduced in direct response to Goal 5.

There are several projects on the Roadway and Intersection Improvement Project lists (Tables 3 and 4) that are intended to reduce speeds on US 26/97, address mobility of non-automobile users, increase the number and safety of east-west connections across the highway, and reduce highway reliance by increasing connectivity. These include crossings at 4th and 5th Streets where they cross B, D, and J Streets. These improvements would also be supportive of a proposed parking management plan in the downtown core.

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Classification	Cross-Section	Minimum ROW	Turn Lanes ¹	Travel Lanes	Bike Lane	Sidewalk	On-Street Parking	Landscape Strip
Arterial	2 Lanes	80 ft.	Optional ³	11-12 ft.	Yes	Yes	No	Optional ³
Major Collector	2 Lanes	70 ft.	Optional ³	11-12 ft.	Yes	Yes	No	Optional ³
Minor Collector	2 Lanes	60 ft.	Optional ³	11-12 ft.	Opt.	Yes	Optional ³	Optional ³
Local Street	2 Lanes	55 ft.	No	32' paved width	No	Yes	Yes	Optional ³
Industrial Roadway	2 Lanes	60 ft.	Optional ³	11-12 ft.	No	Optional ³	Optional ³	Optional ³
Public/Private Alley	n/a	20 f.	No	15' paved width	No	No	No	No
Multi-Use Path	n/a	30 ft.	n/a	10' paved width	n/a	n/a	n/a	n/a

Highlighted classifications require coordination with ODOT

ROW = Right-of-way
n/a = Not applicable
¹**Minimum width = 14 feet**
²**Bicycle and pedestrian traffic are to be accommodated by a 12-foot multi-use path**
³**Refer to City's Public Improvement Design and Construction Standards to determine when required.**

Table 1. Madras Street Design Guidelines (TSP Table 5)

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Route Name	Facility Extents	Facility Designation	2014 ADT	Posted Speed Limit (mph)	Access Spacing Standard (feet)
US 26	Entire Section within City Limits	Statewide Highway	>5,000	35/45/50	500/800/1100
US 97	Entire Section within City Limits	Statewide Highway	>5,000	25/30/35/45	350/500/500/800
OR 361	West of 5th S/US 97/US 26	District Highway	<5,000	25/35/45/50	150/250/360/425

AADT = Average Annual Daily Traffic
MPH = miles per hour
Source: Oregon Highway Plan, Appendix C Revisions to Address Senate Bill 264 (2011) Table 13

Table 6 shows the minimum intersection spacing standards for the streets owned and operated by the City.

Table 2. Madras ODOT Access Management Spacing Standards for Highway Segments (TSP Table 6)

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[Housing Action Plan, December 2018](#)

In 2018, Madras established a Housing Action Plan (HAP) to address housing challenges for all incomes by evaluating the existing housing market, accounting for changes resulting from the Great Recession, and identified actionable items to meet Madras' housing needs. The City Council recognized that, while the private sector and nonprofit affordable housing developers will develop the majority of new housing, City polices have a large effect on the housing market. In particular, the City Council wanted to respond to community concerns about housing affordability and availability at all income levels. The HAP proposed specific actions the City can take to support and encourage housing development. These actions are particularly relevant to the current Project; most of the items in the housing element of the Project Objectives (see Appendix A) implement portions of the HAP.

Two critical pieces of the HAP are worth noting: 1) the total number of units targeted, which provides direction in the extent of areas within Madras that should be re-zoned; and 2) the types of middle housing that best fit the market given current and projected demand.

Housing Targets

The City Council's established vision for housing development in Madras is:

- Over the next 20 years an *average of 33 new dwelling units per year developed annually*. The City acknowledges that there will be variation from year to year.
- Over the next five years, *40 units of housing affordable to low-income households should be developed* (annual earning of less than \$30,360 in 2017 dollars); these will likely be government subsidized housing, apartments, or townhouses;
- *75 units of housing affordable to moderate- and middle-income household developed* (annual earnings of between \$30,360 and \$60,720 in 2017 dollars); these units may include lower-cost single detached housing, townhouses, cottage housing, duplexes, tri- and quad-plexes, and apartments;
- *50 units of housing affordable to higher-income households developed* (annual earnings of more than \$60,720 in 2017 dollars); these units may include any type of housing.

The HAP paints a picture of the existing state of housing supply and demand in Madras. These housing conditions directly inform the stated housing targets and recommended policies and illustrate the need for increased low- and middle-income housing.

- In 2018, 32% of households in Madras were cost burdened (paying more than they can afford for housing), with a greater share of renters cost burdened than homeowners.
- Currently there is a deficit of housing affordable to a mix of incomes, particularly households earning less than 60% MFI (median family income).
- The current housing stock has a deficit of housing for households earning less than \$35,000 and those earning between \$50,000 to \$100,000.
- There are very low vacancy rates, limited availability within rentals, and no multi-dwelling permits have been issued since 2009.

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- Roughly 80% of Madras’s housing stock is single detached units.
- The data presented in the Housing Action Plan supports the development of more middle housing types that provide a range of rental and ownership options.

Appendix C: Land Availability summarizes the Buildable Lands Inventory. This analysis notes that most of the buildable land is in large lots (66% in lots greater than 5 acres).² In addition, the majority of lots are small, with 84% of lots being smaller than 1 acre and 90% of lots being smaller than 2 acres. Madras has a relatively compact urban form with developed lots next to one another and vacant lots on the fringe of the city limits and UGB. These findings are reflected in the parcels identified as part of the HURD (Housing Urban Renewal District Plan). A housing strategy that focuses on increasing efficiency of land through denser development takes advantage of the larger percentage of smaller lots found in Madras. The zoning code amendments will take into account the size, location, prevalence, concentration and suitability of different lots and lot sizes, and tailor housing type-specific amendments accordingly. Middle housing types increase housing densities but at a scale more compatible with the densities of neighborhoods surrounding downtown that are primarily single detached homes.

Types of Middle Housing

The HAP explains what middle housing is:

Throughout this report, we refer to a variety of housing types. For the most part, these housing types are part of the “missing middle housing,” which is a term used to describe the multifamily housing types with comparatively fewer units. The next Exhibit illustrates typologies of missing middle housing developments, ranging from duplexes to low-rise multifamily housing. Missing Middle housing is distinct from mid-rise and high-rise multifamily housing complexes. Missing middle can be further distinguished from high-rise housing complexes (complexes greater than 75 feet or seven stories). Missing middle housing helps increase housing densities but at scales compatible with single-family homes and suburban communities like Madras.

The HAP lists the following types of middle housing:

- Variations in Detached Single-Family Housing:
 - Permanent Tiny House
 - Cottage Development
 - Conventional Single-Family Detached Dwelling
 - Small-Lot Single-Family Detached Dwelling
- Single-Family Attached Housing:
 - Rowhouses
- Variations in Multifamily Housing:
 - Duplex

² Housing Action Plan, City of Madras, 2018. See pages 118 – 122.

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- Triplex
- Quadplex
- Courtyard Apartments
- Garden Apartments
- Mixed-Use Residential

The HAP list does not explicitly list whether certain housing types (e.g., duplexes, triplexes, quadplexes, cottages) are attached or detached, in fact the images it includes of housing types generally indicate that they are attached. The code amendments that result from this Project will, however, propose both attached and detached forms, in addition to recommending different contexts where each type may be appropriate and why.

HAP-Identified Barriers to Middle Housing

One of the most significant barriers that the HAP identifies is the Title 18 Development Code. Many of the defined middle housing types are not allowed in any residential zoning district, are limited within residential zones, and/or are not permitted within commercial zones. In addition, the report states: Accessory dwelling units (ADUs) are not an allowed use in any residential zoning district, and conventional multifamily housing is not an allowed use in commercial zones. In 2019, however, the City adopted Ordinance No. 933 in 2019, which (amongst other things), adopted provisions for ADUs in a manner consistent with State law.

The HAP notes that permitting procedures are perceived by developers as being cumbersome and unreliable. According to the HAP, the time it takes to approve development permits in Madras is lengthy. Developers see this as a financial risk; any unforeseen delay can affect the bottom line. With lower housing sale prices in Madras compared to other cities in the Central Oregon region, developers may forego this risk in favor of developing in another community. Furthermore, the HAP notes that the City of Madras has previously approved several residential subdivisions whose approvals have now expired. As the report states, “Without changing existing procedures, the same residential subdivisions, re-filed for approval, would need to meet many of the same conditions of approval.”

There are sections of Madras’s Title 18 Development Code related to the review and land use permitting process that are consequential to encouraging the desired housing types. It is critical to assess these portions of the code further as any changes to other portions of the code that permit more housing types will be hampered by the same drawbacks noted in Goal 1.2a. (Streamline Building Permit Review Process).

Relevant HAP Policy Guidance and Actions

The Action Plan details specific actions and resources to implement the city’s vision for housing development. While there are actions related to regulatory policy, most actions are policy-focused and fall outside this current study. Many actions that are part of HAP’s Goal 1 (and one action from Goal 3), form the Project’s objectives and are listed in Appendix A, Detailed Actions,

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which begins on page 42 of the HAP and is excerpted on page 35 of this memorandum, and are therefore not repeated in this section.

- Goal 1.1e Evaluate Development of an Exclusive Multifamily Zone
- Goal 1.2c Create Summaries and Guidance on the Development Process

Goals include a desire to identify and clarify needed development standards for missing middle housing types such as housing definitions, types of units permitted, lot dimensions, height, and other related standards. Zoning code updates will address these areas.

Costs associated with providing infrastructure greatly impact the overall financial feasibility of housing projects. Madras is aware that some of the City's standards increase development costs. This Project will evaluate existing street standards and identify opportunities to reduce costs while still maintaining a safe, comfortable, and high-quality multi-modal environment, taking into account the needs of the most vulnerable users of the transportation system, such as pedestrians and other non-motorized modes. In addition, alternative street standards (lighter, greener, cheaper street standards) adopted by other cities will be reviewed.

Other Goal 3 objectives notes strategies/actions to support production of new housing in Madras, especially of attached housing types, *and preserve existing naturally occurring affordable housing.*

Madras recognizes that part of providing affordable housing is supporting the production of new construction but also preserving existing housing, particularly housing affordable to low- and moderate-income households. *To encourage the preservation of naturally occurring affordable housing, the city should update its zoning code provisions related to conversions.*

[Urban Renewal Action Plan, 2016](#)

The City's first urban renewal plan was adopted in 2003. Despite an established Urban Renewal (UR) District and significant investments and improvements in public open spaces and transportation access to and through the city, Madras has seen limited private-sector investment. The 2016 Urban Renewal Action Plan (UR Action Plan) lays out a strategy for the future development of land, buildings, and other resources including roads to guide a targeted set of investments. These specific projects for implementation seek to revitalize Madras based on community priorities and the city's unique identity. These projects support the City's vision:

*Madras' position as the hub of River Canyon Country attracts visitors and new residents who appreciate the community's commitment to quality of life. The city's core is a recognizable, vibrant destination with public and private investment in small-scale shops, a mix of restaurants, and cultural amenities that reflect the area's diversity.*³

Specific goals from the 2003 Urban Renewal Plan are referenced in the 2016 Update, including promoting private development, redevelopment, and rehabilitation throughout the UR District;

³ Urban Renewal Action Plan, City of Madras, 2016, page 5.

improving connectivity and enhancing livability; developing convenient, attractive parking facilities, and providing for new diverse housing units in livable mixed-income neighborhoods. Implementation progress is noted. Key completed projects include:

- *Zoning changes have been made to include design standards.*
- Though largely undeveloped, the Yarrow master planned community addresses the city's long-term goal to encourage housing development.
- Redevelopment/streetscape improvements (including along US 26/97) and projects to *promote private development*. These changes support the development of increased housing in a mixed-use downtown and in surrounding areas.

Development Conditions

The UR Action Plan evaluated market and financial factors influencing investment opportunities to better understand why or why not development has occurred. One reason development has not occurred is Madras's low housing prices. The UR Action Plan cited rental and sales prices that are lower than other areas in the region. While these lower prices make new development economically unfeasible, they do position Madras "to attract new residents interested in lower-cost housing in increasingly expensive markets." For example, in 2015 the average sales price in Madras was \$260,538 while in Bend the average sales price was \$394,049.

This Project cannot address low rental and sales prices, but it will remove regulatory barriers and permit, through a streamlined process, a wide variety of home types and sizes in a greater number of locations. Many of the new permitted housing types of housing will be inherently more affordable, because of allowances for reduced parking, small lot sizes, and small building footprints. As a result, regulatory changes may help make Madras a more attractive market for building, buying and renting homes.

A discussion of flooding in downtown Madras notes that the Willow Creek floodplain is a persistent barrier to development. Both the floodway and the floodplain run through northern portions of downtown and adjacent neighborhoods to the east and west. Many parcels are impacted (see Figure 2, the Willow Creek Floodplain from the Urban Renewal Action Plan). If located in the floodway, development is prohibited. If located within the floodplain, development is possible, however costs increase given additional requirements such as engineering upgrades, utility design, and changes to materials and construction methods.

In a floodplain, residential uses need to be elevated to one foot above the base flood elevation level. Elevation can be created by stacking residential uses above non-habitable spaces, such as structured parking or commercial uses. Nonresidential areas have the option of floodproofing when below the base flood elevation. Floodproofing the ground floor helps maintain an active pedestrian environment while addressing safety concerns. Still, increased costs remain a barrier for any development within the floodplain. For any housing that may be located in floodplain areas, code amendments will address restrictions and floodplain building requirements.

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The UR Action Plan notes that the City is remapping the regulatory floodplain map⁴ with the Army Corps of Engineers to provide better certainty to property owners and potential investors resulting from changes from the upsizing of the Ninth and Willow Creek culvert. The Army Corps of Engineers has completed the surveys and analysis to determine a new floodplain. While doing so, the Army Corps of Engineers identified the need to expand the Willow Creek and J Street bridge. Jefferson County and the City of Madras have designed and funded the bridge expansion and are working on permitting with FEMA to allow construction to commence. Once the bridge is expanded, the City will submit the formal request to amend the regulatory floodplain map. The City anticipates the regulatory floodplain map to be updated and adopted by FEMA in 2025 or sooner.

⁴ FEMA Flood Rate Insurance Map



Figure 2. Willow Creek Floodplain (Urban Renewal Action Plan Exhibit 5)

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[Revitalization Toolkit, 2019](#)

A focused study of the downtown core, the Revitalization Toolkit identifies opportunities for economic improvement. The focus of the document is on business development. The intended audience is both the City and business and property owners. There are a few strategies that are relevant to the scope of this Project, as well as a summary of current conditions downtown.

Several recommendations were made for parking including forming a parking subcommittee; creating a downtown parking plan with clear priorities for the parking supply; data collection to better understand parking use; clear striping of on-street parking to facilitate use and slow traffic; and improvements to off-street parking resources. These recommendations are all reflected in the strategies identified by Rick Williams Consulting as part of Task 2.4 (Parking Policy and Data Memorandum) of this Project. Among the Revitalization Toolkit's recommendations is to remove minimum parking requirements within the development code's downtown commercial district, thereby reducing the overall prevalence of parking in this district. Such an approach encourages the adaptive reuse of existing structures and encourages site intensification on larger lots, and is appropriate for commercial uses downtown, after a parking management plan is in place.

The Toolkit, however, does not address *residential uses* downtown (other than at the transition zone between the downtown and residential neighborhoods, see below), therefore it does not address *residential parking* downtown. For downtown residential development to be feasible, parking requirements needs to be eliminated or reduced, see "Residential Parking (Downtown)," on page 32. In addition, parking for downtown residents is different than commercial parking and needs to be studied in coordination with the parking management plan.

The Toolkit identifies as a major challenge the quality of the existing public realm, with its narrow sidewalks, "long crossings with no bump outs across the highway," and lack of consistent street trees. It points out that there are no sidewalks on some areas of 3rd Street, and high traffic counts along Highway 26/97.⁵ The report documents a prevalence of auto-oriented uses set back from the street with "low building density and low lot coverage with high parking ratios." One noted exception is concentrated building density between C and E Streets on SW 5th Street.

The Revitalization Toolkit calls for residential density downtown "as a transition zone between the smaller, dense single-family homes already in the area and downtown." It recommends intensification in the form of development of new residential uses on the back or side of lots.

Focus group participants noted that having a wider array of housing, both for sale and for rent, would help the city economically and facilitate businesses recruiting and retaining professionals. This type of intensification would require a zoning change to permit a range of

⁵ Traffic counts range between 10,000 to 11,000 cars per day according to the 2017 ODOT figures.

housing types in the downtown core. *The Toolkit lists middle housing types including row houses, a tiny house installation, cottage commons, and ADUs.*

Recommendations:

- Study the needs of residential parking downtown in coordination with the downtown parking management plan.
- Eliminate or reduce downtown residential parking requirements to make residential development downtown feasible.
- Permit a greater range of housing types in the downtown core.
- Permit residential intensification and new residential uses on the back or side of lots in the transition zone between the smaller, dense single-family homes already in the area and downtown.

[Housing Urban Renewal District Plan \(HURD\)/ Report Accompanying HURD, November 2019](#)

One key outcome of the Housing Action Plan (2018) was a mandate to investigate in more detail the potential for a new or expanded Urban Renewal Area to further support the development of housing.⁶ An expanded Urban Renewal Area would produce additional revenue that could be used to fund public sewer, water, and roads needed to support housing targets identified in the HAP. The Housing Urban Renewal District Plan (HURD), and accompanying report assessed the feasibility of the creation of this expanded URA. In November 2019, the City of Madras adopted the new HURD boundary and expanded the URA to capture large, undeveloped parcels zoned for residential development along the exterior perimeter of the Madras boundary.

Relevant HURD Goals

Goal A. Housing Development

- To increase the supply of all housing types in the City of Madras.

Objectives:

- Provide financial incentives for the development of housing in the City of Madras.
- Provide infrastructure improvements to support the development of housing in Madras.

HURD Boundary

There are 106 parcels and Right of Way tracts within the HURD boundary, see Figure 4]. These include slightly over 600 acres of Madras land with the following zoning and Comprehensive Plan designations: Single Family Residential, Planned Residential Development, Open Space, and Multi-Family Residential, with the largest share of land being zoned R1 (Single Family Residential), at 68%. The HURD Boundary also includes Rights of Way.

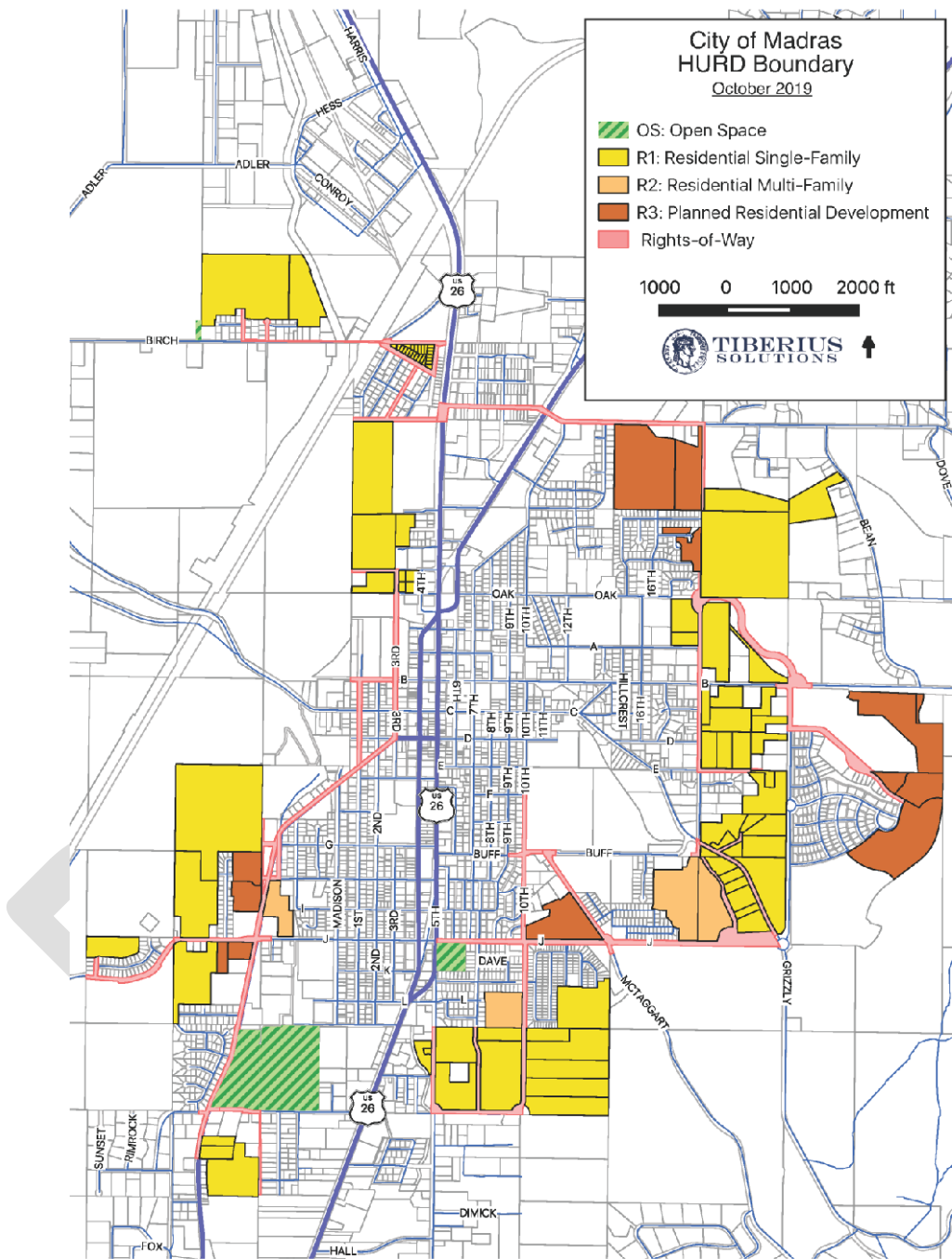
⁶ Housing Action Plan. See action 4.1a/4.1b on pages 97 – 101.

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Zoning code amendments for the R1, R2, and R3 zones which increase the variety of home types and sizes that can be built in these zoned areas wherever they occur in the city. Specifically, in keeping with the HAP promotion of middle housing, attached housing, and variations of multifamily housing, zoning code amendments will reduce the required minimum lot sizes, reduce parking requirements, and streamline approval. Therefore, zoning code amendments that are adopted for application citywide will help implement the HURD objective of increasing the supply of all housing types that can be built in the 29 HURD-identified areas. In addition, recommendation for a new street standard that lowers development costs (Goal 3.1a in the HAP) will increase the feasibility of housing development in these areas.

The HURD development analysis assumes that 70% of new housing built in Madras between 2020 and 2050 will occur within the HURD boundary. The HURD includes a forecast for the number of housing units by affordability target and by year. By allowing additional housing types and intensification on the HURD Boundary sites, the code amendments will support value creation or “upzoning” on the HURD sites, which—if developed—will generate revenues through the HURD Tax Increment Financing program. Revenues will help pay for the transportation, stormwater, and parks improvements that are discussed in the plan.

Figure 2 – Zoning and Comprehensive Plan Designations



Source: Tiberius Solutions, LLC and City of Madras

Figure 3. HURD Boundary (Madras Housing Urban Renewal District Figure 2)

Parking

The primary intent of the parking element of this Project is to create a Downtown Parking Plan and associated Development Code amendments for this parking Project subarea (see Figure 5, below). The Downtown Parking Plan must establish a strategy for efficient use of downtown parking resources, enhance a multi-modal environment that prioritizes the safety and comfort of pedestrians and cyclists, lower barriers to redevelopment, and consider the recommendations of the City's Revitalization Toolkit.⁷

Background Evaluations Completed to Date

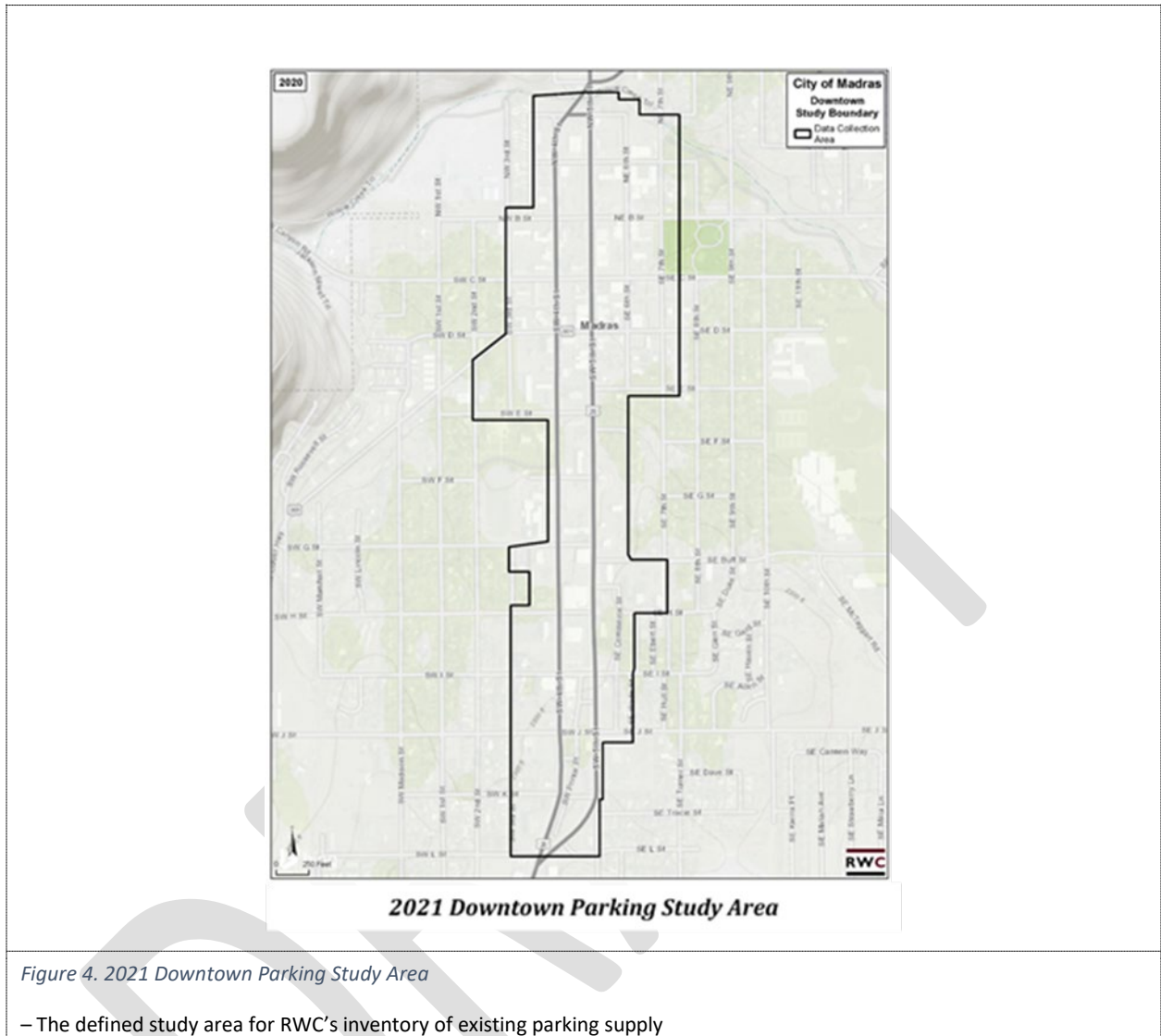
*Task 2.1: Parking Inventory*⁸

Rick Williams Consulting (RWC) senior staff inventoried all on-street parking within the Downtown Parking 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, 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. While conducting the inventory, RWC also compiled extensive field notes regarding the physical condition of the on and off-street parking supplies, which included elements like quality of surfaces, lighting, striping, and signage.

⁷ It is important to reiterate that the parking element of the overall Project (led by RWC) is specific to the Downtown Parking Study Area. A broader study area encompassing the entire City of Madras underlies the housing element (led by Urbsworks). In this memorandum, RWC will provide input into how policy and code recommendations related to housing in the downtown might apply to the broader area housing element.

⁸ Detailed findings from this evaluation are provided in *Task 2.1 - Parking Inventory & Field Notes (January 27, 2021)*.



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*Task 2.3: Parking Stakeholder Interviews*⁹

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

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

*Task 2.4: Parking Policy and Data Memorandum*¹⁰

RWC conducted a thorough review of Key Documents provided by the City of Madras which included the City's Comprehensive Plan, Transportation System and Urban Renewal Action Plans, the City's 2019 Revitalization Toolkit, and all elements of the Madras Municipal Code related to parking. Findings from this memorandum indicate that:

- Key policy documents (like the Comprehensive Plan and Transportation System Plan) do not point to any formally established parking policies in the Downtown Parking Study Area.
- The *2019 Revitalization Toolkit* report spoke clearly to the role of parking in the growth and revitalization of downtown. Elements derived from this report can inform future discussions and planning related to establishing policies for parking management in downtown Madras, particularly as related to creating a parking management plan and consideration of how parking minimums may not align with current urban form goals.

⁹ Detailed findings from this evaluation were incorporated into *Task 2.4 - Parking Policy and Data Memorandum (Final) April 21, 2021 (v2)*, pages 18 – 27.

¹⁰ Detailed findings from this evaluation were incorporated into *Task 2.4 - Parking Policy and Data Memorandum (Final) April 21, 2021 (v2)*.

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- Several recommendations for revisions to Chapters 3 and 10 of the Municipal Code were presented. These considerations are mostly definitional, clarifying parking in the downtown and setting the City up to better anticipate future parking activity and management of the downtown supply.
- Parking development requirements in Title 18 of the Development Code were addressed from the perspective that, as in most city codes around the United States, these code parking requirements appear arbitrary. There is no valid tie back from the code requirements for built parking stalls to the actual demand for parking generated by a use. To this end, exploring parking need within the context of *actual demand* can aid the City in refining its parking code and realistically planning for desired land use and urban form outcomes. Options to explore included reducing minimum parking requirements or eliminating minimum requirements.

Structuring a Downtown Parking Management Plan

A critical factor to assure that parking in a downtown is functioning in a manner that contributes to and supports a growing, vital, compact, and mixed-use environment is management. Few cities have Parking Management Plans, strategically structured to directly address desired outcomes through active and coordinated management of parking supplies. At its core, parking management plans require process, organization, direction, control, supervision, measurement, and assignment of responsibility.

For purposes of this discussion, RWC has reviewed (in Tasks 2.1, 2.3 and 2.4) a breadth of material and information to derive a clear understanding of parking in Downtown Madras. Looking ahead to Task 4.4, RWC will prepare a Downtown Parking Management Plan draft that incorporates this information into an actionable program and strategy delivery framework. The discussion that follows intends to synthesize key findings derived thus far into such a framework. Where possible, parking elements that can inform the broader Project Objective for housing will be described. Each element described will be further detailed in Task 4.4, in the context of strategy steps and short, mid, and long-term actions.

A. Policy and Code

What drives a Parking Management Plan are goals, objectives, priorities, and desired outcomes for parking that are developed through public process and consensus. These can then be translated into policy and code. Based on review of key documents and plans, we learned in Task 2.4 that there are no formally established parking policies in the Downtown Parking Study Area. As such, development of a Parking Management Plan for downtown will require two key actions:

[Development of Guiding Principles](#) - Guiding Principles are priority statements for the management of parking. They provide a foundation for reasoned decision-making and ensure that priority parkers are accommodated, and that roles and responsibilities are clearly understood.

From input received in the Task 2.3 stakeholder interviews, there were common themes discussed that could serve as a foundation for a broader policy discussion and development. For example, stakeholders saw the need to prioritize on-street parking for customers/visitors and to create better strategies to capture shared spaces off-street.

Additional Guiding Principles should be developed to inform future decision-making that include (for instance) the role of the City in parking, public involvement, capacity management, on and off-street systems, success measures, communications, and financial viability.

Expanding this discussion through a coordinated policy development process will be detailed in a greater measure in Task 4.4. Adding goals, objectives, and priorities for how parking serves existing and future residential development in the downtown (and in neighborhoods) should be added to this discussion.

Code Revisions - Several recommendations for revisions to Chapters 3 and 10 of the Municipal Code were presented in Task 2.4. These considerations are mostly definitional, clarifying parking in the downtown and setting the City up to better anticipate future parking activity and management of the downtown supply. These recommendations should be revisited in Task 4.4, especially in the context of community involvement in development of Guiding Principles.

Parking development requirements in Title 18 of the Development Code were also addressed, including minimum parking requirements for new development, which do not appear to reflect actual demand for parking for land uses nor assure that such requirements realistically support desired land use and urban form outcomes described in the Comprehensive Plan, TSP, Urban Renewal Action Plan, or Revitalization Toolkit.

As with Guiding Principles, Title 18 requirements for housing should be included in discussion of changes to the Development Code, both in downtown and in adjacent neighborhoods. For all land use types, the discussion should focus on actual parking demand, the ability to efficiently share and manage parking supplies, and mitigating conflicts between retail, employment, and residential demands.

To permit, encourage, and incentivize housing downtown, subsequent tasks in this Project will look at these specific strategies, policies, and amendments to Madras Municipal Code (18.15) Land Use Code:

- Eliminate (or reduce) minimum parking requirements for downtown residential and mixed uses.
- Allow residential visitors who need to park to use downtown managed parking spaces off-street or in shared lots.

- Evaluate the amount of land proposed to be dedicated to current or future city-owned parking and how it will affect downtown residential development feasibility and site size.
- Eliminate (or reduce) parking requirements for commercial uses downtown.¹¹

B. Management and Administration

The success of any multi-faceted parking system depends on administration, management, and communication. This includes daily management of public parking assets, oversight of third-party vendors, financial accounting and reporting, marketing and communications, customer service, and strategic and capital planning. As Madras grows, parking issues may become too complicated and prevalent for a status quo approach. All strategies likely to emanate from a new Downtown Parking Management Plan will require a level of support, coordination, commitment, and resource identification that goes well beyond what is currently in place.

C. Improve On-Street Parking

In Task 2.1 – Parking Inventory, we learned that there are 1,307 on-street parking stalls within the Downtown Parking Study Area. Interestingly, 93% of all on-street parking is unregulated, allowing unlimited parking time stays. In the stakeholder interviews a strong desire was expressed to better to coordinate parking spaces to balance customer and employee demand downtown. There was also interest in better communications and signage. However, with only 79 stalls time limited in the entire downtown (5 minute and 1-hour), there is no system in place to take active control of the on-street supply to ensure priority goals for access (e.g., visitor priority) is in place. The high percentage of No Limit stalls may encourage all day use of the on-street system by employees.

The current format of parking (i.e., No Limit) will need to be evaluated in more detail in Task 4.4, developing solutions for the following issues:

- Determining the appropriate time stay format for on-street parking in the downtown.¹²
- Converting all or a portion of on-street parking to time limited stalls, to guarantee customer/visitor access to street level businesses.
- Establishing days and hours of enforcement.

¹¹ The 2019 Revitalization Toolkit recommends elimination of all parking requirements (for commercial uses) in the downtown commercial district. This would be the ideal approach to take for Madras but would need to be coupled with a commitment to broader parking management policies and strategies that would successful support a no parking minimum environment; particularly goals and objectives prioritizing parking in the public supply, off-street shared use opportunities, and active management and enforcement of the on-street parking system to protect this supply for short-term visitor parking. The current on-street environment of unregulated parking would encourage employees of new commercial developments to park on-street, creating conflicts with visitor demand.

¹² This could be greatly facilitated if the City elects to move forward with Task 2.2 - Contingent Parking Utilization Survey. The utilization survey would provide duration of stay data from which an effective and convenient time stay could be developed for the entire downtown or sub-districts within the downtown.

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- Identifying signage needs.
- Addressing inconsistently applied on-street stall striping throughout the Downtown Parking 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.
- Clarifying use protocols for on-street parking as it relates to commercially zoned streets and residential zoned streets.

D. Improve Off-Street Parking

The Task 2.1 inventory also provided useful information related to the on-street parking system, which is very large for a downtown of Madras' size; over 3,000 spaces located on 142 sites. Most of the off-street parking supply (about 90%) is not owned or controlled by the City, with lots ranging from open, unmarked gravel surfaces 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 have a gravel surfaces and signage. Communications for how to use the lots is also limited.

Based on other studies Urbsworks has conducted for a number of small city downtowns, residential development depends on several factors: available sites, a reasonable real estate return on investment, and minimal regulatory barriers.

A common regulatory barrier is the parking space required for each dwelling, or each bedroom, usually expressed as *per unit parking space minimum*. It is often 1.5 parking spaces per dwelling unit; sometimes it is greater. Often, this parking is required in addition to the parking spaces required for commercial uses. When a mixed-use building (e.g., where residential dwellings occupy the same site or building as retail use) is required to provide parking for both residential and commercial uses, there is often not enough room on the lot for a feasible building. In other words, not enough dwelling units can be provided, and the development is financially infeasible. Every parking space displaces a room for a person to live in. This is why it is vital to eliminate (or reduce) parking requirements so downtown land can accommodate all land uses in an optimum relationship.

Current Madras parking requirements for Multifamily Dwellings (e.g., an apartment building) in applicable downtown zones (C-2 and C-3 zones) is 1.0 parking space per dwelling unit, which is not high compared to some other cities' development codes; however, it will affect development feasibility. Eliminating minimums for downtown residential buildings in the context of a more coordinated downtown parking management plan is recommended.¹³

¹³ See Footnote 14, above.

Under a future scenario for downtown in which commercial parking is managed, it may be possible to reduce or eliminate commercial parking, particularly for mixed use buildings. This would positively affect the feasibility of mixed use development downtown.¹⁴

Interviewed stakeholders noted the potential the off-street parking supply has for shared uses and supported a "coordinated strategy" to capture this potential opportunity. Better use of the on-street system will need to be evaluated in more detail in Task 4.4, developing solutions for the following issues:

- Bringing all City-owned parking lots up to a uniform standard.
- Creating incentives for private facilities to upgrade and improve the quality of surfaces, signage, and lighting.
- Identifying off-street shared-use opportunities and initiating discussions and partnerships to capture available off-street spaces for employee and downtown residential uses.¹⁵
- Consider programs, strategies, protocols, and incentives for moving employees and downtown residents from the on-street to off-street locations.
- Establish an employee/resident off-street parking permit program.
- Confirm that all City-owned off-street facilities are compliant with ADA parking requirements.

E. Awareness / Information / Communications

There was a strong sense in the Task 2.3 stakeholder interviews that communications about the parking system need improvement. Consultant observations during the Task 2.1 parking inventory also noted inconsistencies across the downtown (on and off-street) related to user guidance, lot signage and (as stated earlier) the physical condition, and appearance of the parking system. The Task 4.4 Parking Management Plan will need to address:

- Exploring ways to involve the community in informing and creating a greater level of awareness and participation in assisting the City in parking management (e.g., a Parking Stakeholder Advisory Committee or Work Group).
- Establishing success measures and a means to collect data and monitor performance.
- Creation of a critical-path timeline to refine and improve the city's current parking signage, informed by decisions made for improving the on and off-street parking systems.

¹⁴ Ibid.

¹⁵As with the on-street system, this could be greatly facilitated if the City elects to move forward with Task 2.2 - Contingent Parking Utilization Survey. The utilization survey would provide occupancy information for off-street facilities by hour of day and identify surpluses.

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- Ensuring all on-street parking stalls on commercial streets are clearly striped. This will make parking more orderly and convenient for users.
- Potentially designing and launching a parking website with information for visitors, employees, and residents.

F. Integration of Parking with Other Access Modes

The City's Transportation System Plan (TSP) provides a vision to guide future transportation investments and policy decisions for the community of Madras. The TSP identifies and prioritizes the transportation system investments and policies needed to meet existing and future community needs. The TSP does not, however, speak directly to policies or goals related to parking or parking management. How to better integrate parking policies and management practices into a broader perspective for access downtown will need to be developed. Issues to explore in the Task 4.4 Parking Management Plan include:

- Expanding the bike parking network to create connections between parking and downtown.
- Collaborating with Cascade East Transit to improve service to and from downtown and create ridership incentives for downtown employees and residents.
- Exploring, as demand and growth occur, parking pricing and the relationship of parking develop requirements to support transit ridership growth.
- Revising the code, according to Element A (Policy and Code) of this section, to support commercial and residential growth that is efficient and Transportation Demand Management friendly. This will be especially relevant to revisions to Title 18 – Development Code.

G. Residential Parking (Downtown)

There is a clear connection between the management of parking resources and the revitalization of downtown. However, up to now, all of the policy documents that are the subject of the policy evaluations discuss the revitalization of downtown mainly from the perspective of promoting and growing businesses, rather than from the perspective of promoting downtown dwellers.

The clear connection between the revitalization of downtown and the promotion of residential uses (which the Revitalization Toolkit mentions) has not been precisely quantified, documented, nor discussed. That is probably because there are very few downtown dwellings, therefore very few downtown residents, and people in Madras may not immediately think about residents when asked about the parking experience downtown. For example, in the five stakeholder interviews conducted by RWC, there was no mention of the experience of parking for downtown residents, nor discussion about whether the residents of downtown buildings should be among the “priority users.” There is mention of business parking spilling over into neighborhoods, but interestingly, downtown was not mentioned as a neighborhood.

That said, making downtown Madras a residential neighborhood is one of the purposes of this Project, explicitly called out in one of the Project Objectives:

Housing

1.1d – Evaluate Permitting Multi-family Housing in C-2 and C-3 Districts

- “Revise permitted uses in the C-2 and C-3 [zoning districts] in the City’s Development Code” in order to “allow the development of multi-family housing in the downtown commercial and community commercial areas.”

Evaluation of key documents notes a desire for more downtown living. As stated earlier, beyond that desired outcome there is no policy guidance related to parking management in general or downtown housing specifically. Issues to explore in the Task 4.4 Parking Management Plan might include:

- Defining or clarifying use of on-street parking in the downtown as it relates to residential housing and demand.¹⁶
- Inclusion of residential parking demand in development of shared use parking strategy.
 - Develop and adopt a policy and process for the formation of Residential Parking Permit Zones in adjacent neighborhoods impacted by parking overflow from downtown commercial growth.

As a general rule of thumb, small downtown residential development becomes more feasible when any of the follow conditions exist:

- No off-street parking is mandated;
- There are opportunities for shared parking;
- The project can be “surface parked,” meaning any parking provided on site (whether required or not) is on the surface of the site (this is because structured and underground parking are generally too expensive to construct);
- The project does not have to provide visitor parking in addition to parking spaces for residents (which assumes visitors can use on-street time-limited spaces); and
- The project does not have to provide commercial parking for any on-site commercial uses (such as a ground floor restaurant or shop).

If visitor parking and commercial-use parking can be provided on-street or in municipally controlled parking lots, then a building may be able to accommodate dwelling units and one

¹⁶ Most cities do not allow on-street parking for residential uses on downtown streets with ground floor (non-residential) active uses during hours of enforcement. The reasoning being that residents, like employees, need long-term parking, which (if provided on-street) conflicts with visitor (high turnover) access to ground level businesses. As such, shared parking programs targeting underutilized public and private off-street facilities is a best practice approach for effectively balancing residential and priority visitor parking demand in downtowns.

parking space for each of its units. This is usually what a developer and their financier would prefer to do—they do not need to be “required” by zoning codes to do so.

H. New Capacity

As downtown grows with new development, there will be increasing demand for parking and/or other modes of access. Again, in the Task 2.4 evaluation we found no policy guidance related to the role of the City in providing new parking capacity beyond what it currently controls. Within the industry, there is no clear standard for whether a city should or should not lead or participate in developing new parking supply, only a recommendation that cities be clear as to their role. A clear policy regarding new capacity greatly assists new development in their own planning expectations and establishes a level playing field for the private sector in downtown development. To that end, issues to explore in the Task 4.4 Parking Management Plan include:

- Transportation Demand Management strategies for effectively using existing supply.¹⁷
- Expanding access capacity with new parking supply and/or transit.
- Funding options for maintaining the existing parking supply and, if appropriate, funding future growth.

Parking Summary

There is no overarching or formal policy on parking in current City documents that would guide the day-to-day management of the public parking system or inform on-going and strategic decision-making in a way that anticipates and plans for growth in the downtown. No specific references to parking are made in the Comprehensive Plan, the Transportation System Plan, or the Urban Renewal Action Plan.

Moving forward, information derived in Tasks 2.1, 2.3, 2.4, the Revitalization Toolkit, and in this report, will inform development of a more strategic and integrated approach to parking management within the City. This will occur within the framework of key elements of parking management outlined here, translated into a Parking Management Plan for downtown in Task 4.4.

Recommendations and considerations are offered in this report that would facilitate further discussions at the staff, City Council, and community level as a comprehensive downtown Parking Management Plan is developed.

¹⁷ Based on information from the 2019 Revitalization Toolkit and the Task 2.1 Inventory Memorandum, Madras currently maintains an abundant supply of off-street supply. Establishing policies that clarify the City's future role in parking development is important and should be established. However, in the near to mid-term, focusing parking management on absorbing growth into existing off-street supplies and reducing parking demand through enhanced Transportation Demand Management are the most practical and efficient strategies to pursue.

Appendix A: Project Objectives

Parking – The objective of the parking element is to create a Downtown Parking Plan and associated Development Code amendments for the parking Project subarea. The Downtown Parking Plan must establish a strategy for efficient use of downtown parking resources, enhance a multi-modal environment that prioritizes the safety and comfort of pedestrians and cyclists, lower barriers to redevelopment, consider the recommendations of the City’s Revitalization Toolkit, and include the following:

- Survey of existing parking supply and utilization (occupancy, not turnover)
- Recommended city programs and policies for the management of all parking in the parking Project subarea; and
- Recommended Development Code amendments in adoptable format.

The Project will present the Downtown Parking Plan and Development Code amendments to the City Council for adoption.

Housing –The objective of the housing element is to implement the following action items from the Madras Housing Action Plan

(https://www.ci.madras.or.us/sites/default/files/fileattachments/community_development/page/5641/madras_housing_action_plan_and_appendices_2018_reduced_for_website.pdf), relevant plan pages cited:

1.1a – Audit and Amend Development Codes (pp. 43-44)

- “Audit the City’s Development Ordinance to identify barriers to missing middle housing and development of housing affordable to low-income households and moderate- and middle-income households.” The audit should review Development Code compliance with the housing requirements of Oregon Revised Statutes.
- “Prepare concept drawings of various types of missing middle housing developments to assist policy makers in implementing the needed regulations. These same drawing are to be incorporated into the City’s Development Code to visually communicate the form of development.”
- Amend the Development Code to address the findings of the audit.

1.1b – Clarify standards for “Missing Middle” Housing Types (p. 45)

- Amend the Development Code to clarify or refine clear and objective development and design standards for townhouses, cottage clusters, tiny houses, duplexes, tri- and quadplexes, apartments, accessory dwelling units, and other middle housing types. Development Code elements addressed should include, but not be limited to, housing definitions, types of units permitted, lot dimensions, height standards, and others.

1.1c – Evaluate Development of Cottage Housing Development Standards (pp. 46-47)

- Create a new section in the Development Code to include standards for cottage cluster housing.
- “Consider permitting cottage housing in all zones.”

1.1d – Evaluate Permitting Multi-family Housing in C-2 and C-3 Districts

- “Revise permitted uses in the C-2 and C-3 [zoning districts] in the City’s Development Code” in order to “allow the development of multi-family housing in the downtown commercial and community commercial areas.”

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3.1a – Review Street Standards to Lower Development Costs (pp. 74-75)

- Recommend new street standards to lower development costs while maintaining a safe, comfortable, and high-quality multi-modal environment, taking into account the needs of the most vulnerable users of the transportation system, such as pedestrians and other non-motorized modes. These recommendations should be based on a full review of best practices, not just limited to those listed in the Housing Action Plan.

In addition, the housing element of the Project must:

- Amend the Development Code to create pedestrian-friendly and complete-neighborhood standards for multi-family housing;
- Enable residential infill in mixed-use and transportation-efficient locations;
- Be consistent with the City’s Transportation System Plan (2019); and
- Include any Comprehensive Plan amendments necessary to implement the Development Code amendments.

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Appendix B: Title 18 Development Code, summary tables

Below are tables summarizing permitted/prohibited uses and development standards in residential and commercial zones.

Use Comparison Summary Table

permitted (P) | conditional (C) | not listed (-) | prohibited (X)

Zone	Residential Zones			Commercial Zones			
	R-1	R-2	R-3	C-1	C-2	C-3	NC
Residential/Lodging							
Single Family Dwelling	P ¹⁸	P ¹⁸	P ¹⁸	X ¹⁹	X	X	-
Duplex	P ²⁰	P ²⁰	P ²⁰	X	X	X	-
Triplex	-	P ²⁰	P ²⁰	X	X	X	-
Apartment	-	P ²¹	P ²¹	X	X	X	C
ADU ²²	P, C	P, C	P, C	P, C	P, C	P, C	-
Mixed Use Residential ²³	-	-	-	C	C	C	C ²⁴
Manufactured Dwelling Park	-	P	-	X	X	X	-
RV Park	-	-	-	C	X	X	-
Boarding House	-	P ²⁵		-	-	-	-
Residential Home Facility	P	P	P	-	-	-	
Residential Care Facility	-	P	P	-	-	-	C
Bed and Breakfast	C	C	C	-	-	-	-

¹⁸ Single-family dwellings, including without limitation townhomes, must have a fully enclosed garage with a garage door, attached or detached from the dwelling, that is sufficient to store an average-size car (minimum 150 square feet) and constructed of similar materials, colors, and designs as the dwelling. Townhomes must also comply with the special provisions of MDC 18.30.190.

¹⁹ All standalone dwellings (i.e. those not part of a mixed-use residential development) are nonconforming uses subject to 18.50.010.

²⁰ Duplexes and triplexes must have a fully enclosed garage with a garage door for each dwelling unit, attached or detached from the dwelling, that is sufficient to store an average-size car and constructed of similar materials, colors, and designs as the dwelling.

²¹ Apartments are defined as four or more units. Must meet special storage required in subsection 18.15.050 (12). Must provide minimum of 24 square feet of storage per unit, six feet of which must be located inside the dwelling unit.

²² ADU's are a defined use. In the land use zones they are referred to however as "accessory structures." In all residential zones, accessory structures under 950 square feet (excluding shipping containers) are permitted uses. Accessory structures over 950 square feet are conditional uses.

²³ Defined as a mixed-use building or development that contains residential as one of the use categories where residential uses occupy between ten percent (10%) and ninety percent (90%) of the gross square footage of the building or development. Nonresidential uses must occupy at least part of the ground floor in any multistory building. Subject to the provisions of 18.30.100.

²⁴ Must be located on second floor of commercial structure, provided there is existing or proposed commercial use on ground floor.

²⁵ Subject to site plan review.

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Zone	Residential Zones			Commercial Zones			
	R-1	R-2	R-3	C-1	C-2	C-3	NC
Motels, hotels	-	-	-	P	P	P	-
Commercial							
Clubs, lodges, and similar uses	C	C		P	P	P	C
Eating and drinking establishments ²⁶	-	-	-	P	X	C	p ²⁷
Eating and drinking establishments, no drive-throughs/drive-ins	-	-	-	P	P	P	-
Entertainment uses	-	-	-	P	P	P	-
Office uses ²⁸	C ²⁹	-	-	P	P	P	P
Retail trade and services, except vehicle-oriented	-	-	-	P	P	P	-
Retail trade and services, vehicle-oriented	-	-	-	P	X	P	-
Personal and professional services ³⁰	-	-	-	P	P	P	-
Daycare	P, C	P, C	P, C	-	-	-	-
Veterinary clinics	-	-	-	C	X	C	-
Mortuary, crematorium	-	-	-	P	C	P	-
Commercial storage facilities ³¹	-	-	-	C	X	X	-
Light manufacturing	-	-	-	C	C	C	-

²⁶ Includes drive-throughs/drive-ins. Conditional use approval required if use abuts or is otherwise within 50 feet of residential zone and is larger than 10,000 square feet and/or 40 feet or taller.

²⁷ Retail trade establishments in which operation takes place solely within enclosed building are permitted. Uses that include any part of the operation outside the enclosed building are conditional uses.

²⁸ Includes medical and dental offices, clinics, and laboratories.

²⁹ Medical and dental clinics, hospitals, sanitoriums, rest homes, homes for the aged, nursing homes or convalescent homes are defined conditional uses.

³⁰ Drive-through or drive-in facilities subject to standards in 18.30.160.

³¹ Subject to provisions of 18.30.180.

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Zone	Residential Zones			Commercial Zones			
	R-1	R-2	R-3	C-1	C-2	C-3	NC
Bakeries/food processing	-	-	-	P	C	P	-
Bulk fuel facilities	-	-	-	X	X	X	-
Temporary uses ³²	-	-	-	P	P	P	-
Marijuana medical dispensary, retailer, testing laboratory	-	-	-	P	P	P	-
Public and Institutional							
Fire, police/gov't buildings	-	C	C	P	P	P	-
Libraries, museums, community centers, concert halls, etc.	C	C	C	P	P	P	P
Public parking lots/facilities	-	-	-	P	P	P	-
Public parks/rec facilities	P	P	P	P	P	P	P
Schools (public and private)	-	C	C	C	C	C	
Utilities, public and private (except towers)	C	C		P	P	P	P
Churches and places of worship	C	C	C	P	P	P	C
Accessory and Other Uses							
Model Home	P	P	P	-	-	-	-
Home Occupation	C	C	C	-	-	-	-

³² Subject to the provisions of 18.30.010.

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Development Standards Summary Table

	Residential Zones			Commercial Zones			
Standard	R-1	R-2	R-3	C-1	C-2	C-3	NC
A. Lot Size Requirements							
1. Minimum lot size (sq ft)							
a. Single-family detached	7,500 ³³	7,500 ³³	6,000	No lot size requirements			
b. Duplex	8,000 ³⁴	8,000	8,000				
c. Triplex	+2,000	+2,000	10,000				
d. Apartments		10,000 ³⁵	12,000 ³⁵				
2. Minimum street frontage requirements (ft) ³⁶							
a. All lots			50 ³⁷	No minimum street frontage required			
B. Development Standards							
1. Minimum setbacks (ft)							
a. Front	12		12	None ³⁸			12
b. Side/rear	5		5				None
c. Corner	12		12 ³⁹				12
2. Maximum setbacks (ft)	None				5 front ⁴⁰		

³³ Different lot size requirements for lots platted before 1964 (each structure must meet the setback requirements from property lines) and lots platted after 1964 (displayed in table).

³⁴ Minimum lot size is 8,000 square feet for duplex, plus 2,000 square feet for each additional dwelling unit.

³⁵ Lots containing apartments must meet minimum lot size for initial 4 dwellings plus 2,000 square feet for each additional dwelling unit.

³⁶ Note that minimum street frontage is only noted for R-3 but in section 18.20.040 Public Improvement Standards, Access the code requires every lot to abut a street (other than an alley) for 50 feet. Zero-lot line subdivisions may have as little as 25 feet of frontage when taken from shared rear alley. Properties abutting a cul-de-sac only require 30 feet; properties within commercial zones may have as little as 30 feet, as long as access is shared with at least one other adjoining property with no less than 30 feet of frontage.

³⁷ Lots fronting on cul-de-sac have minimum street frontage of 40 feet.

³⁸ Except must be no less than 10 feet from property line where commercial lot line abuts residentially zoned parcels.

³⁹ Apartments must be setback 15 feet from all property lines. When abutting a detached single dwelling, apartments must be set back an additional ½ foot for each 1 foot of building height above 20 feet.

⁴⁰ 100% of front building elevation is placed no more than 5 feet from front property line. On parcels with more than one building, applies to largest building. May be increased when usable public space with pedestrian amenities is provided.

Madras Housing and Downtown Parking Code Update

Standard	Residential Zones			Commercial Zones			
	R-1	R-2	R-3	C-1	C-2	C-3	NC
3. Building Height							
a. Minimum building height (ft)					20 ⁴¹		
b. Maximum building height (ft) ⁴²	35			45 (commercial structure)			35
4. Landscaping							
a. minimum % of lot	15%			15%	10% of off-street parking area	15% of off-street parking area	15%
C. Other Standards							
1. Off-Street Parking Standards, minimum⁴³							
a. Single-Family Dwelling	1						
b. Townhomes							
c. Accessory Dwelling Unit	1						
d. Multifamily Dwellings	1						

⁴¹ Minimum height applies to any building façade facing arterial site unless otherwise approve through site plan approval process.

⁴² Maximum height applies to primary and accessory building. Measured from ground to the peak of the roof.

⁴³ Minimum off-street parking standards apply to new construction and when any existing building is enlarged by 50% or more.