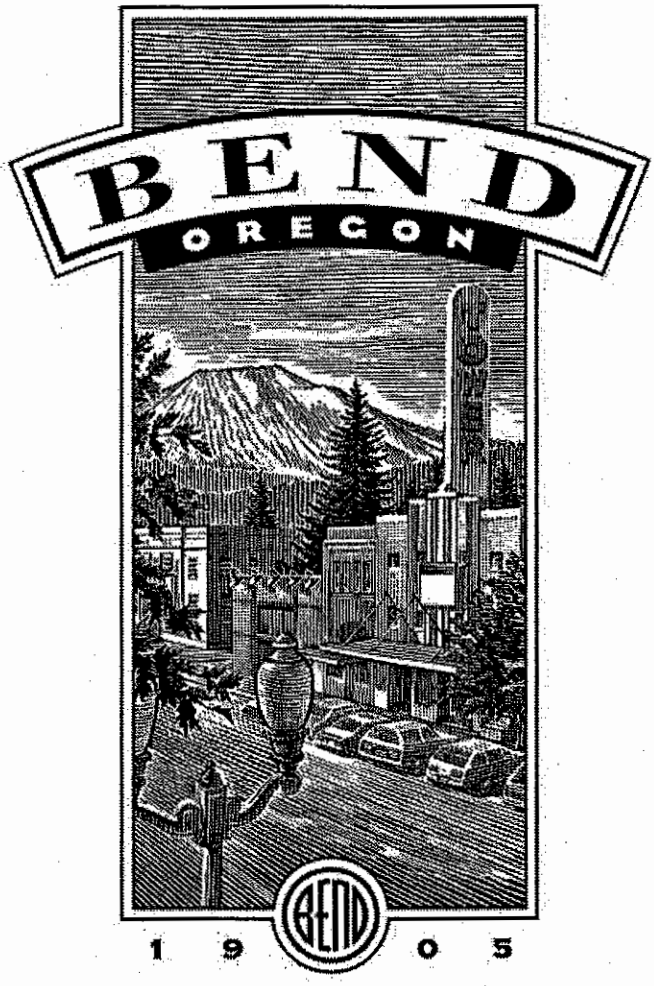
Bend Downtown Transportation/Parking Strategic Plan



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EXECUTIVE SUMMARY

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This report has been produced to fulfill requirements of the work scope for the Downtown Bend Transportation/Parking Plan, which was initiated by the Bend Development Board (BDB) and the City of Bend. The consulting team of Melvin Mark Development Company (MMC), David Evans and Associates, Inc. (DEA) and Michael R. Kodama Planning Consultants (MKC) conducted the study.

A. STUDY PURPOSE

The purpose and objectives of this study and plan has been to develop a parking and transportation management plan that is:

- Based on an accurate and objective understanding of the dynamics of downtown access;
- Correlated to a clear vision for downtown's economic development;
- Grounded in a set of Guiding and Operating Principles that provide a lasting framework for decision-making;
- Comprised of both near-term and on-going strategies for parking and transportation management that allows for flexibility and effective responses to the evolving access needs of the downtown.

This report documents the process and results of an extensive study effort designed to achieve the above referenced study objectives. It provides the City with the information necessary to adopt a comprehensive strategic access management plan that will equip the City with a useful and strategically coordinated "tool box" of strategies for assuring priority users are accommodated and priority land uses are fully supported.

B. PUBLIC INVOLVEMENT

The consultant team participated with the BDB and the City in a comprehensive education and involvement process that engaged key stakeholders, City staff, Council members, the Mayor and the general public. The primary objective was to identify key issues regarding parking, transportation and access in the downtown and their impact on the continuing economic vitality of the downtown. From this dialogue, functional alternatives and strategies were developed to improve identified deficiencies or shortcomings and initiate a framework plan for the on-going management of, and planning for, access in the downtown.

Overall, the high level of informed input and participation of stakeholders, the general public, City staff and City leadership reflects a deep seated dedication and commitment to a vital and livable Downtown Bend.

C. STUDY AREA

The study area, which generally incorporated the area bordered by Greenwood Avenue to the North, Harriman Street to the east, Louisiana Street to the south, and the Deschutes River to the

west. The study included both the on and off-street resources controlled by or available to the City for use by the general public.

The study area contains approximately 835,000 square feet of development. The land uses include a healthy mix of retail, commercial, civic, public and recreational activities, as well as historic features that are appropriate for an emerging and vital downtown core area.

Section I: Current Parking Dynamics – Parking Inventory Analysis

The consultant team conducted a comprehensive parking utilization review of all public parking assets within the study area. Elements of the parking utilization study included:

- Inventory parking in the downtown and categorize it by its intended uses (i.e., capacity, time stay, and number of spaces and location).
- Evaluation of "typical day" parking utilization to determine peak hour by parking type and average duration and turnover by parking type.
- Identification of parking surpluses and constraints in the parking supply.
- Demand forecasting (static and variable environments).
- Identify abuse in the parking system.

For purposes of data assembly, the study area was separated into three parking zones:

- **Core Area of High Demand (Zone 1).** This zone includes the area generally bordered by Franklin Avenue to the south, Mirror Pond to the west, Newport Avenue to the north and from Bond Street to Wall Street on the east. The inventory included on-street evaluation of utilization, capacity and turnover. Public off-street facilities were analyzed for utilization and capacity.

- **Area of Observed Surplus Capacity (Zone 2).** This zone includes the area bordered by Bond Street to the west, Minnesota to the south, Lava and Harriman Streets along the eastern boundary and Greenwood Avenue to the north.

- **City Hall Area (Zone 3).** This zone includes the remainder of the study area. On-street utilization was calculated using data extrapolations derived from the inventory of the first two zones. Public off-street facilities were analyzed for utilization and capacity.

1. INVENTORY METHODOLOGY

The capacity/utilization and turnover inventory was conducted over a five-hour period on Thursday, October 25, 2001. The survey day was selected in consultation with the City and Bend Development Board (BDB). Overall, the day was sunny (mid 60 degrees) with strong parking activity in all sectors of the downtown. The parking system inventory evaluated the time period from 11:00 a.m. to 4:00 p.m.

2. GENERAL INVENTORY CHARACTERISTICS– ENTIRE STUDY AREA

A. Supply

A total of 1,214 publicly controlled parking stalls were identified within the study area boundaries. Of these, 720 were on-street and 494 were off-street stalls.

Parking within the study area has remained fairly constant, with an increase of 34 total stalls between the 1998 and 2001 inventories. Shifts within the inventory have seen a 2-space reduction in on-street parking, which may be no more than inventory error between the two study periods. The majority of new parking has been in off-street locations, the greater portion of that (36 stalls) added in Zone 3 on the City Hall lot.

B. Peak Hour and General Occupancies

Peak hour occupancy for the entire downtown is the period during the business day where the downtown experiences the highest utilization of parking stalls. The peak hour for the combined downtown parking inventory is between 1:00 p.m. and 2:00 p.m., which is consistent with the results from the 1998 study.

Overall peak hour occupancy increased from 70% in 1998 to 74% in 2001. At the current peak hour, 898 stalls are occupied between 1:00 p.m. and 2:00 p.m., leaving 316 stalls unoccupied. Using 85% as an optimum occupancy standard, the overall study area maintains a surplus of 135 spaces in the peak hour. This compares to 826 total occupied stalls in 1998, 354 total unoccupied stalls and 177 surplus peak hour stalls at an 85% optimum occupancy standard. Interestingly, in addition to increased occupancy at the peak hour, the 2001 survey also shows occupancy increases in all hours surveyed. The greatest increase occurred between 12:00 p.m. and 1:00 p.m., increasing 6 percentage points from 66% to 72% (an increase of 72 vehicles). This is a positive reflection of overall trip growth to the downtown over the course of the business day.

C. Peak Hour Occupancy and Surplus Capacity By Zone

A more detailed look at peak hour occupancies by zone allows for a clearer view of where actual occupancy changes occurred between 1998 and 2001. Zone 1 actually showed a marginal drop (from 85% to 84%) and Zones 2 & 3 realized increases of 5 and 13 percentage points respectively. By comparing the zone level results with the occupancy distributions by zone, it is realistic to assert that trip growth to the downtown has occurred over the past four years. The Core Zone continues to operate at an optimum level with new customer trips finding available supply in areas where surplus parking is available (i.e., Zones 2 & 3).

3. DEMAND FORECASTING – Static Environment

Demand forecasting is an attempt to estimate future parking stall demand for a specific inventory of parking. This analysis uses trends established between the 1995/98 Kimley-Horn study and findings derived from MMC/DEA's most recent inventory of the downtown. At this level, the consultant team initiated the forecast using the following assumptions:

- All existing parking in the downtown will remain in place, both on and off-street.
- Stall demand generated at this time will not account for future new development.
- 85% occupancy is considered optimum operating efficiency within a parking inventory.

Using data derived from the survey of downtown parking, the average number of vehicles parked per hour in the downtown increased from 761 in 1998 to 846 in 2001. This is an increase of 85 vehicles per hour (an 11.1% increase over three years). This results in a growth rate scenario of between 2.90% and 3.72% annually.

Applying a 3.72% "high growth" rate to the downtown would generate an annual stall absorption rate of approximately 35 stalls per year. At this rate of growth, the system would reach 85% of occupancy in 2005. After 2005, new parking supply or other parking management strategies would need to be identified to meet expected parking demand.

Demand for parking in the downtown has been growing at a relatively strong rate (between 2.90% and 3.72%) of occupied supply each year since 1998. This represents stall absorption of between 27 and 35 stalls each year. Holding all other factors constant, this rate of growth would move the entire system into a supply deficit by the year 2005 – 2006.

4. ABUSE IN THE PARKING SYSTEM

At the request of the Bend Development Board, the parking inventory data was analyzed to derive a sense of the number of *employee* vehicles that may be using on-street customer parking by moving vehicles from one place to another over the course of the day. In many cities this practice is called *moving to evade*. Moving to evade does not include employees with valid commuter permits that allow all day use of on-street customer parking stalls.

The analysis showed that approximately 60 vehicles per day are being moved from one spot to another in the downtown. Currently, given demonstrated peak hour occupancies and turnover rates, the practice of moving to evade is not adversely affecting overall capacity or trip growth in the downtown. Should occupancies begin to exceed 85% in the peak hour, mitigation measures would need to be evaluated and implemented. Measures used in other jurisdictions include enhanced enforcement, registration of employee vehicles and ordinances prohibiting the practice of moving to evade, to name a few.

Section II: Common Themes, Challenges and Opportunities

Task 2 of the final work scope called for development of draft Guiding Principles for Access that will define the primary purpose of parking and transportation facilities within the downtown study area. To develop these Principles, it was important to derive an understanding of perceived and real challenges to doing business in the downtown and consensus priorities regarding the intent and purpose for parking.

A. Challenges to Economic Development – Consensus Priorities

SWG members were asked to list and discuss the major challenges facing downtown today and in the coming years. Overall, twenty-three items were listed and briefly discussed to assure that all

members of the SWG understood them. Challenges ranged from general perceptions to actual physical infrastructure.

The SWG was then asked to prioritize the list by ranking challenges that would have the greatest impact on improving downtown if they were immediately addressed (i.e. over a three to five year period). Five challenges were clearly distinguished from the remainder of the list and are briefly detailed here. They were:

- *Attracting a more diverse mix of businesses.* Stakeholders agreed that the current mix of businesses in Downtown Bend, though successful, is not diverse enough to encourage long-term and sustained business growth.

- *Parking availability.* There is strong consensus among stakeholders that the overall economic viability of the downtown will require that an adequate supply of parking be maintained to serve customer and employee demand.

- *Lack of alternative transportation options.* Stakeholders indicated that alternatives to the single occupant vehicle are inadequate. There is a lack of good transit service between downtown and its adjacent residential areas. Similarly, while the bike mode split is good, there is little bike parking, both in number of spaces and convenient location.

- *Need a plan to prepare for future economic viability and growth.* Stakeholders indicated a need to begin preparing now for future growth to assure that it (1) can be attracted and (2) accommodated in a manner that preserves the character of the downtown. Stakeholders were particularly concerned with the loss of service based businesses in the downtown.

- *Competition with other shopping areas.* Stakeholders recognize the challenge inherent in keeping the downtown competitive with other shopping areas, particularly areas like the Old Mill District, Forum, and Outlet Malls that have national tenants.

B. Challenges to Access

At the end of the discussion on challenges to economic opportunity, the SWG was asked to identify any challenges from the entire list that were specifically related to access that they wanted to highlight. The group identified three access challenges that they believed should be addressed with near-term solutions.

- *Parking abuse.* SWG members believe that there is a high level of abuse by employees of the on-street parking system. Employees are seen as violating time stays and "moving to evade." This type of activity does not allow maximum efficiency and availability of the on-street for customer and visitor parking access in the downtown.

- *Traffic and circulation.* The SWG expressed concern that it is difficult for patrons coming from outlying areas to access downtown. Gridlock conditions characterize access portals into the downtown. Compounding this is the sense that directional and information systems for patrons are inadequate, both on the external traffic system and within the downtown itself.

- *Pedestrian safety.* SWG members indicated that additional work and planning needs to take place at specific pedestrian intersections within the downtown. The intersections at Wall/Bond and Oregon/Minnesota were most frequently mentioned. Concern was also expressed that cars move at "excessive" speeds within the downtown.

It is clear from work with the SWG that there is a relatively strong consensus on the challenges and opportunities that exist in Downtown Bend. There is also a clear sense that Bend contains many of the elements of economic activity and amenities that comprise "ideal downtowns." Most importantly, the SWG was strong in its understanding of access priorities and unified in support of developing programs and strategies necessary to assure that those access priorities are met to assure continued support and facilitation of desired economic uses.

Section III: Guiding Principles for Access

The development of Guiding Principles for Access in Downtown Bend are based on the desire to create a system of access that supports, facilitates and contributes to the creation of an ideal downtown. It is intended that the Guiding Principles will serve as a framework for near- and long-term decision-making and implementation of parking management and access strategies in the downtown.

The Guiding Principles developed for Bend are grounded in a realistic and accurate understanding of the dynamics of access in Bend. This understanding is based in the parking utilization, capacity and demand work (for existing and forecast demand) summarized in Section I and the desire to address challenges, opportunities and priorities developed by stakeholders in Section II.

1. GUIDING PRINCIPLES FOR ACCESS

OBJECTIVE STATEMENT: To implement a Parking Management and Access Plan for Downtown Bend that supports the development of a vibrant, accessible, 24-hour city serving commercial, retail, cultural, institutional and residential uses and the customers, visitors, employees and residents of those uses.

GUIDING PRINCIPLE FOR ACCESS

1. ***Make the downtown accessible to all users.*** Access should be provided to all users of the downtown, which includes automobile, transit and bike/walk users. The City should strive to create and implement as many access options as possible. Parking management strategies and programs should support and complement other access modes.

GUIDING PRINCIPLES FOR PRIORITY PARKING

2. ***Make the downtown core conveniently accessible to priority users.*** The *core zone* of downtown should provide an access system that supports its priority role as the central point from which customers, visitors and patrons are connected to all the districts of the downtown. All parking zones will be managed to assure that priority users identified for a zone are accommodated.

3. ***Provide sufficient and convenient parking.*** *Sufficient* parking should be provided to support desired and priority economic activities in each downtown district. The most convenient parking spaces should be reserved to support customer/client/visitor access to the area.

4. ***Provide adequate employee parking,*** Adequate parking should be provided to meet employee demand, in conjunction with a transportation system that provides balanced travel mode options. All parking strategies should be coordinated with transportation demand management goals and objectives to ensure that commuters and customers have reasonable options available for access.

5. ***Promote mixed-use off-street facilities.*** Off-street parking facilities should be developed to serve a mix of uses to facilitate continued access activity throughout the day and into the evenings and weekends. Publicly owned facilities should be strategically located to assure that such a mix of uses, particularly customer/visitor access is conveniently and economically served.

6. ***Preserve and expand on-street parking wherever possible.*** On-street parking should be preserved along strategic corridors to improve customer/visitor accessibility and to facilitate revitalization of street level activities. On-street access should, in some cases, take priority over street capacity and vehicle speeds.

GUIDING PRINCIPLES FOR UNDERSTANDABILITY

7. ***Improve access linkages between districts and the downtown core.*** Access linkages within the core and between districts should be clearly identified through signage, way finding measures and other communication strategies to increase customer understanding of the downtown.

8. ***Implement education and communication programs on goals and objectives for access.*** Efforts should be made to educate employees, customers and other users of the downtown of the general purpose and intent for parking and access in the downtown.

GUIDING PRINCIPLE FOR COORDINATION

9. ***Coordinate access strategies with desired development.*** All access strategies should be coordinated with and highly and mutually supportive of residential, retail, and commercial office developments in the downtown.

Section IV: Parking Management Plan – Operating Principles and Strategies for Implementation

This section presents the recommended parking management plan for the downtown. This plan strives to remain consistent with the Guiding Principles and give direction to future decision-making for the implementation of strategies that assure that priority access is maintained in each parking management zone. The plan is intended to provide a flexible system of parking management that is triggered by demand and implemented within the context of consensus goals and vision for the downtown.

1. PARKING MANAGEMENT PLAN

The purpose of the parking management plan is to:

- Clearly define the intended use and purpose of the parking system,
- Manage the supply and enforce the parking policies,
- Monitor use and respond to changes in demand, and
- Maintain the intended function of the overall system.

A. Parking Management Zones

Different segments of the Downtown have different economic uses and represent different points of access into the Downtown. The Guiding Principles developed by the SWG emphasize that the heart, or central core, of Downtown represents the area in which the highest density of economic activity and access is intended to occur. There are also distinct areas of the downtown with differing levels/types of desired economic activity. Parking, then, is seen as a management tool that supports specific economic uses. The SWG developed four distinct parking management zones for the downtown.

B. Operating Principles

Operating principles define the purpose and priority for parking in each of the Parking Management Zones. Operating Principles complement and reinforce the Guiding Principles established for the Downtown. Parking management strategies will be implemented to assure that the purpose and priority for parking established in the Operating Principles are consistently attained.

ZONE 1 - CORE ZONE OPERATING PRINCIPLES

The Core Zone of Downtown includes the highest density of development and has a high concentration of retail, restaurant, and entertainment opportunities.

The primary purpose of parking in the Core Zone is to serve customer and other short-term visitor needs. Employees should be prohibited from parking in the Core Zone.

ZONE 2 - EMERGING CORE ZONE OPERATING PRINCIPLES

The Emerging Core Zone includes a mix of development types, but at lower densities than in the core and with a relatively higher proportion of office and professional services (i.e., City Hall area, Library, etc.). Expansions of the economic characteristics of the Core Zone would be expected to occur in the Emerging Core Zone.

Parking in the Emerging Core Zone is intended to serve a balanced mix of long-term and short-term parking needs. It is the City's goal to further support the long-term development of this zone as an expansion of the retail/service core.

ZONE 3 – COMMERCIAL TRANSITION ZONE

The Commercial Transition Zone is the area immediately outside of the Emerging Core Zone. This is an area mixed-use development opportunities of a scale that is both complementary of the downtown yet less intense. This zone also represents a transitional area between the activities generated from an emerging core and the livability considerations of residential areas immediately adjacent to the greater downtown.

Parking in the Commercial Transition Zone is intended to support growth in Zones 1 and 2 as well as to provide low cost parking opportunities for employees and longer term parking stays. Parking in this zone is also intended to serve as a buffer between the Core CBD and downtown residential concentrations (i.e., Zone 4).

ZONE 4 - PERIPHERAL ZONE OPERATING PRINCIPLES

The Peripheral Zone serves a high proportion of residential demand with some low-density commercial uses. If spillover effects from the Core and Emerging Core zones are problematic, a Residential Parking Zone (RPZ) may be established to ensure that adequate parking is available for demand generated from uses within the Peripheral Zone. Initially, parking in the Peripheral Zone is intended to be largely unregulated.

Parking in the Peripheral Zone is intended to serve residential demand and uses generating demand from within the zone. It is intended that "spill over" from other parking zones within the CBD be mitigated.

2. PARKING MANAGEMENT STRATEGIES

Parking management strategies have been identified that will optimize the use of existing parking in Downtown Bend. The strategies range from recommendations for policy statements in the zoning code to time-stay conversions of specific spaces.

A. Policy Recommendations

The following policy elements have been included to ensure that the goals of the parking management plan can be achieved by incorporating parking system management into the City's development policy. Application of the 85 percent full standard as the threshold for decision-making (element 3, below) becomes the unifying monitoring device connecting these various policy elements.

1. Adopt Guiding Principles for Parking Management as a policy element of the zoning code.
2. Adopt the Management Zones and Operating Principles as a policy element of the zoning code.
3. Adopt the Rule of 85% to facilitate/direct parking management strategies.
4. Assign or create a position of "Parking and Access Manager" for the City of Bend.

B. Zone Specific Strategy Recommendations

Strategy recommendations have been established for each recommended parking management zone in the downtown and are detailed in the full report. Consideration, evaluation and implementation of strategies would be triggered through the 85% Rule and forwarded through the Parking and Access Manager as informed by a formalized Stakeholder Advisory Group process.

C. Area Wide Strategy Recommendations

Area wide strategy recommendations are efforts that should be managed through an on-going program for developing, augmenting and updating information on the downtown parking inventory. Strategies include:

- On-going pursuit of shared parking arrangements with owners of private parking.
- Routine utilization studies to assess parking conditions and perceptions. Every 12 to 18 months, conduct an informal assessment of parking conditions, which could include some or all of the following elements:
- Peak hour utilization study using an aerial photo. The system peak hour of noon to 1 p.m. should be studied. In addition, the mid-day peak between 2 and 3 p.m. could be studied to evaluate employee-parking conditions.
- A brief survey of property owners and or customers/visitors could be conducted to gauge user satisfaction or frustration.
- Every three years, conduct duration/turnover analysis in targeted areas to assess the effectiveness of enforcement and to identify shifts in demand characteristics of parking system-users.

This parking management plan defines the intended use and purpose of the parking system; manages the supply and enforces the parking policies; monitors the use and responds to changes in demand; and, maintains the intended function of the overall system.

The City of Bend is striving to promote growth that fits into the future vision of Downtown and is consistent with future transportation goals. In light of these issues, the parking management plan is intended to promote sustainable economic vitality through providing free parking for customers and visitors to Downtown, while also providing a framework that is supportive of planned and/or anticipated alternative mode programs.

Section V: Transportation Demand Management Elements

The Transportation Demand Management (TDM) plan focuses on making the downtown accessible to all users. According to the Guiding Principles for Access, alternatives to the single occupant vehicle (SOV) need to be developed that provide users of the downtown a variety of transportation options.

TDM also addresses one of the five major challenges identified by the SWG, which was a lack of alternative transportation mode options in the downtown. The SWG recognizes that TDM

strategies improve mobility, increase access and enhance the efficiency of the transportation system and parking resources in the project area.

Transportation Demand Management (TDM) refers to a set of strategies designed to encourage people to use modes of transportation other than driving alone. Typically, TDM is measured by its ability to reduce the number of vehicles on the roads and the overall number of vehicle miles traveled (VMT). More recent TDM programs focus on its ability to improve access, mobility and efficiency in an area, thereby increasing economic opportunities in downtowns. The proposed TDM program reduces solo driving and supports better use of parking resources. It can increase person trips while reducing dependency on SOV's.

Employee-based TDM programs – that is, programs offered by employers to encourage employees to commute by means other than driving alone – are becoming increasingly common as a tool to better use parking resources and improve mobility. Employer programs often include offering incentives (such as paycheck bonuses, preferential carpool parking spots and subsidized transit passes) to employees, as well as encouraging alternative work schedules (such as working from home, working staggered hours, and working compressed work weeks).

Employers in Downtown Bend have the opportunity to provide a TDM program to improve access and mobility while reducing the use of valuable downtown parking spaces by employees. This program can be a combination of incentives and commuter information offered to encourage employees to commute by modes of transportation other than SOVs along with support for improvements to facilities for other modes (transit, sidewalks, pedestrian linkages, and bike lanes).

Section VI: Development of New Parking Supply

Information from the parking and utilization study indicates that the absorption of peak hour parking supply is occurring at a rate of approximately 27 – 35 stalls each year. Parking in the Core Zone is effectively maximized, though some abuse of the 2-hour zone is taking place (i.e., moving to evade) which reduces capacity for intended priority users. Parking in the Emerging Core Zone and the Commercial Transition Zone is not yet fully maximized but unused space in the peak hour is being consistently absorbed each year. In a status quo environment, it is estimated that the entire study area will be at 85% utilized in the peak hour by the year 2005-2006. Finally, the parking utilization study was able to quantify parking demand that would be associated with new development at approximately 1.78 to 1.98 stalls per 1,000 gross square feet.

Downtown Bend's growing core area will ultimately require development of new parking supply. The timing for adding supply is contingent on a number of factors, which include:

- New development and its associated demand.
- Losses of existing parking supply through redevelopment.
- Normal growth in customer, visitor, residential and employee demand.
- Implementation of parking management strategies.
- Implementation of Transportation Demand Management (TDM) strategies.

To facilitate Bend's ability to move forward in planning for and financing future parking supply, the SWG initiated a process to review and evaluate possible structured parking scenarios.

1. SWG PROCESS – PARKING DEVELOPMENT SCENARIOS

A number of work sessions on parking development were held with the SWG and the Bend Development Board. These work sessions led to creation of a sub-committee on parking development that spent three additional work sessions detailing and refining assumptions and revenue/expense information for incorporation into draft parking development proforma.

For purposes of this review, the SWG and the sub-committee developed three proforma drafts, each modeling an assumed parking facility at the Oregon Street Mall (OSM) site. The OSM site was deemed an ideal site for a future parking structure due to its ownership, controlled by the City, and its geographic proximity to existing and future core development(s). All assumptions for construction costs/financing, equity, demand, revenue generation and parking operation expenses were developed based on information from comparable parking projects recently developed in Oregon and consensus input from the SWG and BDB.

The three parking scenarios included:

- **Scenario 1** – A 300-stall parking facility constructed on a 30,000 square foot pad. The facility would be on four levels averaging approximately 85 stalls per level. There would be no retail component in the garage itself, the concept being to place the facility on the interior of a site and allow future development to surround the parking component. This allows a low-end garage design to keep construction costs down.

- **Scenario 2** – The same design as Scenario 1, but revenue estimates assume paid parking for customers and visitors as well as employees in an attempt to maximize revenue.

- **Scenario 3** – A 342-stall parking facility constructed on a 40,000 square foot pad. The facility would be four stories high, with three levels of parking (about 114 stalls per floor) over 20,000 square feet of ground floor retail. The facility would be a freestanding parking facility with the retail frontage abutting the lot line of the site. This would require a higher end façade design component. The retail component and the higher end design result in a higher per stall development cost.

A. Proforma Findings (Parking Structure Development)

- Total number of stalls constructed ranged from 300 to 342 stalls.
- Site pad ranged from 30,000 square feet to 40,000 square feet, the larger pad necessary to accommodate ground level retail.
- Average construction cost per stall ranged from $19,875 per stall to $28,211. The upper range associated with a garage with retail located at the lot line, thereby requiring additional costs related to retail and the façade design.
- Retail adds about $1.6 million to total construction costs, exclusive of soft costs.
- All scenarios assume the City will contribute $3 million in equity and land costs.

- Based on current market assumptions for parking pricing and demand, all three scenarios proforma with negative cash flow through the first 10-years of operation.
- Cash flow ranges from <$149,000> to <$277,000> annually.
- Employee monthly parking rates were estimated at approximately $35 per month at garage opening.
- "Market" monthly rates would need to be in the range of $80 - $100 per month to break even. This range does not provide for any positive cash flow.
- The best performing scenario assumes a combination monthly pass sales and paid customer parking for hourly, daily, and weekend and evening activity.
- All scenarios assume public financing at 5% over 25 years.

Given the negative cash flow identified in the proforma analyses, the SWG recognizes that pursuit of a publicly initiated garage project will require additional revenue beyond the City/BDB's commitment of approximately $3 million dollars and land. The SWG recommends that a process begin immediately to identify those sources of revenue to ensure that development of new parking supply occur in a timely manner.

2. POTENTIAL REVENUE OPTIONS

The fiscal challenges of parking, transportation, and economic development in downtown are common to many communities across the country. Rapid changes in development patterns of the past thirty years has resulted in significant changes to the urban landscape and many downtowns have had to revisit the services provided and the revenue sources used to provide them. In most instances, communities use a combination of funding sources to cover transportation capacity needs. The SWG reviewed several models to provide a basis for discussing funding options for the public parking system. The SWG believes that implementation of one or more of the revenue options listed below will be necessary to assure the feasibility of future structured parking in the downtown. Each option should be further explored and evaluated as to its applicability in Bend.

- **Downtown Parking District Assessment Fund**
  Businesses pay for parking through an assessment based on parking demand

- **Parking Leasehold Fund**
  Revenues can be generated from retail space leases as a business license fee. Fees can be based on square footage, volume of sales or assessed as a flat fee on business.

- **Parking Fines**
  Parking fine revenue can be dedicated to a parking district fund for use in covering debt, maintenance and/or marketing and communications. Bend already dedicates parking fines to a parking fund.

- **City Sales Tax**
  A sales tax implemented in a specific geographic zone based on retail sales.

- **Business Improvement District (BID)**
  A Business Improvement District (BID) assesses businesses or buildings in a specific geographic area to pay for program development or capital improvements such as parking. Property owners or businesses within the BID contribute money based on an assessment to a fund that is normally managed by a non-profit agency

- **Local Improvement District (LID)**
  A local improvement district (LID) can be implemented in a manner similar to a BID. However, as BID's can be spent on a range of projects and/or programs, a LID can only be spent on capital projects.

- **Use of Urban Renewal Funds to make Capital Improvements**
  Many Oregon cities operate urban renewal districts to finance projects that give the City urban renewal powers. The $3 million Bend has directed/dedicated to a future parking facility is from urban renewal funds.

- **City Capital Improvement Program (General Fund)**
  During the fiscal year the City can use monies from the General Fund to support both operating and/or construction costs associated with parking development.

- **Increase User Fees or Priced Parking**
  User fees could include:
  a. Increases in current monthly permit fees
  b. Consideration of priced on-street stalls as a revenue generating option (i.e., parking meters).
  c. Attaching user fees to ticket prices (i.e., future convention center/performing art center)

- **Public/Private Partnership**
  The City can use its committed revenue to attract and partner with a private entity to develop parking through a joint development agreement. Other jurisdictions have accomplished this through a public request for proposal process.

- **Parking Fee 'In Lieu'**
  Parking in lieu fees are payments to a jurisdiction by a developer as a means to waive minimum parking requirements associated with a development. Bend currently provides for a fee-in-lieu option for developments in the CB zone.

- **System Development Charges (SDC)**
  System development charges (SDC) are generally a fee charged to new development based on a "trip generation" formula for use types (i.e., hotel, residential, commercial). New developments are assessed the SDC based on the impact of new development on existing transportation system capacity

3. BUSINESS BASED FEES – SAMPLE APPLICATION FOR BEND

To develop a sense of cost impact, the SWG asked the consultant team to evaluate the impact of spreading the ten-year annualized negative cash flows from the proforma analyses across commercial development within the project study area. Without determining the vehicle for assessing a fee (i.e., BID, LID, business license fee, etc.) the SWG was interested in the overall costs businesses might face if support for such a "parking development fee" could be obtained.

To facilitate this evaluation, the total square footage of commercial within the study area was estimated at 835,448 square feet. This square footage includes all retail, restaurant and commercial office space. The basic concept would be to spread negative cash flow as a fee per square foot of commercial space. The exercise did not attempt to develop more sophisticated modeling that might account for a business' proximity to parking or the type of business. The purpose of the exercise was to create a basic sense of the impact of business-based fees for parking.

The analysis indicated that cost per square foot of business space could range between eighteen cents ($.18) and thirty-three cents ($.33) per square foot annually, depending on the parking design scenario that might be pursued. On a monthly basis, the cost would range between a penny and one half ($.015) and nearly three cents ($.028) per square foot. As such, a business occupying 2,500 square feet would pay between $37.50 and $68.75 per month if a business based fee was assessed to support development of a downtown public parking garage. Again, the funds raised through such an assessment would be coupled with existing public funds to assure coverage of negative cash flows/debt service for such a facility.

The proforma analyses conducted for the SWG indicate that the feasibility of a new parking structure will require additional sources of revenue beyond anticipated parking revenue and the City's commitment of urban renewal funds and land. In the absence of a private developer, the SWG recommends that developing a new parking facility in the downtown needs to begin immediately if the downtown is to be prepared to meet future demand and support continued business growth.

To support this, the SWG recognizes and recommends that a business-based fee be developed for application in the downtown to support the construction and operation of a structured public parking facility. It is recommended that funds from such a business-based fee be coupled with existing public funds and incentives (i.e., urban renewal and land costs) to assure coverage of debt service and operations. A public process for testing fee scenarios and refining a final assessment format should begin with adoption of the near-term recommendations presented in this report (see Section VII).

Section VII: "Check List" Recommendations for Near-Term Implementation

The Parking Management and Transportation Demand Management Plans outlined in Sections IV and V of this report are very detailed plans designed to be implemented over time in response to specific utilization and demand triggers. However, several strategies and programs developed by the SWG are recommended for near-term implementation. These strategies would have an

immediate impact on improving access and capacity in the downtown, particularly for customer/visitor trips.

A "check list" of near-term implementation strategies has been created that can be separated from the full report to use as an action template by the City Council, BDB, Parking and Access Manager and the community. The check list is comprised of the following categories:

- Policy Recommendations
- Parking Management Zone Recommendations
- Transportation Demand Management Recommendations.
- Area wide Recommendation

The SWG strongly recommends that the strategies summarized in this section and the full report be approved for immediate implementation with adoption of this plan.

Section VIII: Organizational Relationships – Plan Implementation

The information and strategies presented in Sections I – VII of this plan represent a detailed body of work, whose implementation and on-going management will require a coordinated and concentrated effort by the City of Bend. The successful implementation of the plan will require the efforts and participation of numerous "players" in the downtown. Each has a role to play and resources to devote to the plan.

This section of the report summarizes those organizational relationships to serve as a template for action. It is important to note at this time, however, that the management of parking and transportation for the downtown is a fluid process, based on good policy guidelines adopted in the code and triggered routinely by the actual dynamics of access in the downtown over time. As such, it is important to underscore the vital role that the new Parking and Access Manager will play in overseeing the entire plan process.

Implementation of the parking and transportation management plan is a complex task. Plan execution will require focused leadership and daily coordination. Strong support from the City Council is crucial to the success of the plan as well as support and commitment from leadership groups at all levels in Bend (public and private).

The role of the Parking and Access Manager will be significant to ensure that varied stakeholders have input into the process and remain grounded in the decision-making framework of the Guiding Principles. The Parking and Access Manager will serve as a central resource for gathering data about the access system, translating that into understandable information for stakeholders and coordinating their responses into action elements as access demand in the downtown evolves over time.

The overall plan that has been developed is a sound one. It is based upon a vision for Downtown Bend that supports growth, attracts a diverse mix of businesses to downtown and creates a convenient and multi-modal system of access for anyone wanting to live, shop, visit or work in the downtown.

Bend Downtown Transportation/Parking Strategic Plan

June 2002

This report has been produced to fulfill requirements of the work scope for the Downtown Bend Transportation/Parking Plan, which was initiated by the Bend Development Board (BDB) and the City of Bend. The consulting team of Melvin Mark Development Company (MMC), David Evans and Associates, Inc. (DEA) and Michael R. Kodama Planning Consultants (MKC) conducted the study.

A. STUDY PURPOSE

The purpose and objectives of this study and plan has been to develop a parking and transportation management plan that is:

- Based on an accurate and objective understanding of the dynamics of downtown access;
- Correlated to a clear vision for downtown's economic development;
- Grounded in a set of Guiding and Operating Principles that provide a lasting framework for decision-making;
- Comprised of both near-term and on-going strategies for parking and transportation management that allows for flexibility and effective responses to the evolving access needs of the downtown.

This report documents the process and results of an extensive study effort designed to achieve the above referenced study objectives. It provides the City with the information necessary to adopt a comprehensive strategic access management plan that will equip the City with a useful and strategically coordinated "tool box" of strategies for assuring priority users are accommodated and priority land uses are fully supported.

B. PUBLIC INVOLVEMENT

The consultant team participated with the BDB and the City in a comprehensive education and involvement process that engaged key stakeholders, City staff, Council members, the Mayor and the general public. The primary objective was to identify key issues regarding parking, transportation and access in the downtown and their impact on the continuing economic vitality of the downtown. From this dialogue, functional alternatives and strategies were developed to improve identified deficiencies or shortcomings and initiate a framework plan for the on-going management of, and planning for, access in the downtown.

The work leading up to completion of this study was conducted in concert with the BDB, the City and two committees. A Stakeholders Work Group (SWG) was established to provide oversight, guidance and review of the study process. Key stakeholders, local business owners and operators, and downtown property owners were directly engaged on the SWG. These individuals provided significant assistance in the identification, description, and prioritization of issues to be addressed. They were further instrumental in the development of strategies and plans necessary for implementation of the parking management plan that is a component of this document. The SWG met nine times since initiation of the study in November 2001. A sub-group of the SWG met an additional three times in an effort to review issues regarding future development of new supply.

A Policy Committee was also established for this process that included BDB and representatives from the Bend City Council. The Policy Committee provided on-going review, facilitation and guidance to the consulting team as well as strategic insights into plan development and implementation. The Policy Committee met on five occasions.

A public workshop was held on May 8, 2002 where general findings, conclusions and recommendations were presented by the consultant team. The workshop also provided the attendees the opportunity to comment and give input on elements of the plan.

A direct mail survey of 388 businesses in the study area was conducted in May 2002. The survey focused on issues related to parking development and support for funding new parking. The survey also collected data on employee commute choices, parking costs and other transportation issues. The results of that survey are incorporated in Technical Memorandum #4, dated June 12, 2002, which can be obtained from the Bend Development Board.

Overall, the high level of informed input and participation of stakeholders, the general public, City staff and City leadership reflects a deep seated dedication and commitment to a vital and livable Downtown Bend.

C. STUDY AREA

Figure 1 illustrates the study area, which generally incorporated the area bordered by Greenwood Avenue to the North, Harriman Street to the east, Louisiana Street to the south, and the Deschutes River to the west.[1] The study included both the on and off-street resources controlled by or available to the City for use by the general public. The downtown core for the purposes of this study is defined as the commercial area from Franklin Avenue north to Lafayette Avenue lying between Bond Street and the river. The remaining area within the study boundary is recognized as being impacted by the success of the downtown core and possessing significant opportunity for future growth and development as an extension of the core area.

The study area contains approximately 835,000 square feet of development.[2] The land uses include a healthy mix of retail, commercial, civic, public and recreational activities, as well as historic features that are appropriate for an emerging and vital downtown core area.

The existing parking supply is comprised of approximately 720 public on-street spaces and 494 off-street spaces for a total of 1,214 public parking spaces in the study area.

[1] The Figure 1 study area map was reprised from study area boundaries established in two previous parking utilization studies (1995 & 1998) conducted by Kimley-Horn and Associates. To maintain data consistency, the same study area boundary was used. MMC/DEA/MKC thank Kimley-Horn for use of study area maps used in this document.
[2] Based on estimations from Bend Downtown Parking Plan (Kimley-Horn and Associates), 1998 update.

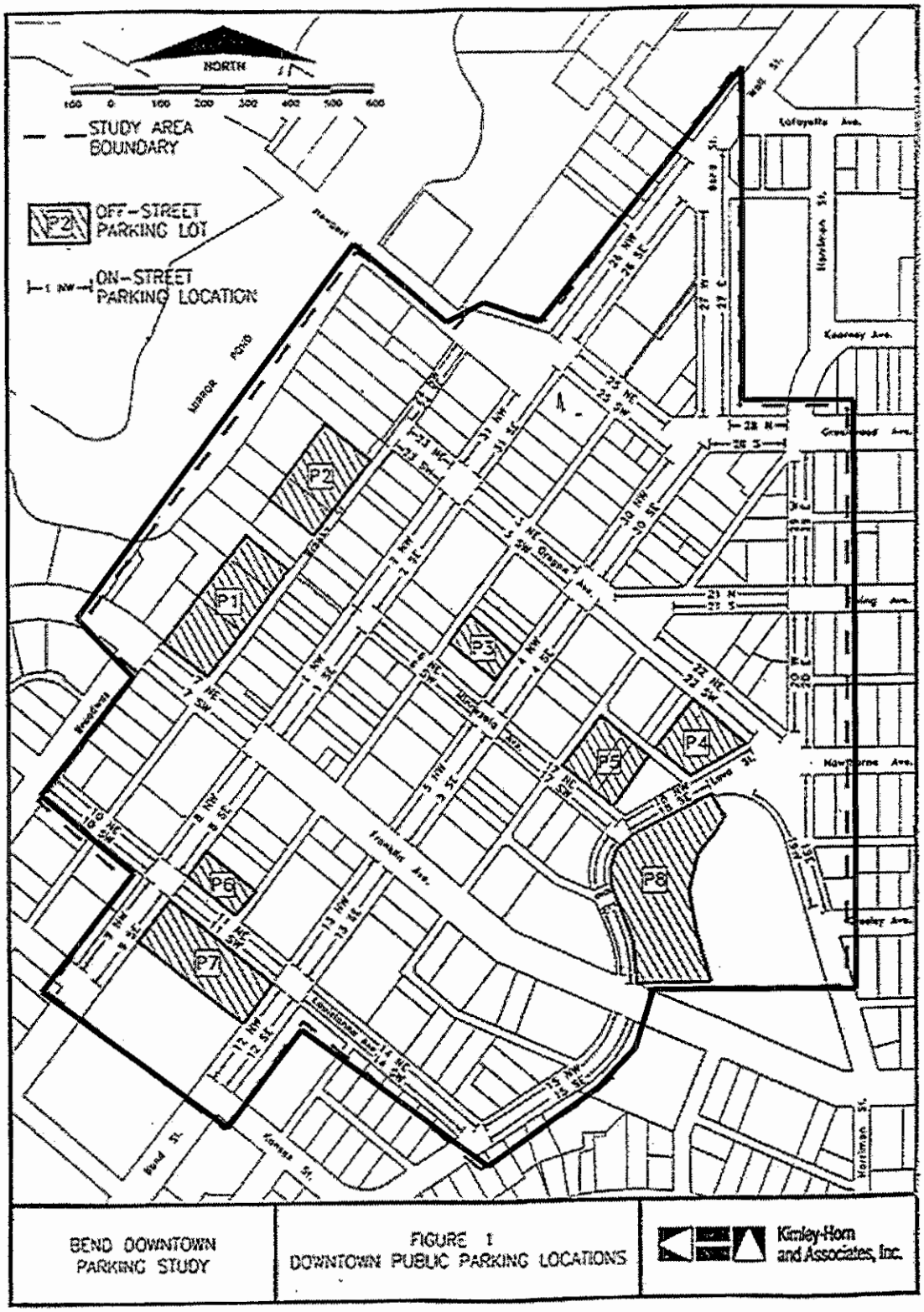


Figure 1. Parking plan study area

Section I: Current Parking Dynamics – Parking Inventory Analysis

Section I: Current Parking Dynamics – Parking Inventory Analysis

The consultant team conducted a comprehensive parking utilization review of all public parking assets within the study area. Elements of the parking utilization study included:

- Inventory parking in the downtown and categorize it by its intended uses (i.e., capacity, time stay, and number of spaces and location).
- Evaluation of "typical day" parking utilization to determine peak hour by parking type and average duration and turnover by parking type.
- Identification of parking surpluses and constraints in the parking supply.
- Demand forecasting (static and variable environments).
- Identify abuse in the parking system.

In short, the purpose of the parking utilization study was to produce a succinct analysis of existing parking dynamics in Downtown Bend that could be employed over time to support and inform decision-making related to development and parking. This task was especially important to both the Policy Committee and SWG to establish a foundation for their work in developing strategies for managing the downtown parking supply.

Kimley-Horn and Associates conducted previous parking inventory analyses of the downtown supply in both 1995 and 1998. Given the comprehensive nature of the Kimley-Horn work, it was determined that the MMC/DEA/MKC consultant team would focus upon strategic evaluation of key locations within the core of downtown and in an area of downtown where surpluses of parking capacity had been identified in the previous studies. The overall purpose of the MMC/DEA/MKC update was to reaffirm the accuracy and objective integrity of the original work and account for any significant changes or trends that had occurred since the 1998 update.

For purposes of data assembly, the study area was separated into three parking zones:

- **Core Area of High Demand (Zone 1).** This zone includes the area generally bordered by Franklin Avenue to the south, Mirror Pond to the west, Newport Avenue to the north and from Bond Street to Wall Street on the east. The inventory included on-street evaluation of utilization, capacity and turnover. Public off-street facilities were analyzed for utilization and capacity.

- **Area of Observed Surplus Capacity (Zone 2).** This zone includes the area bordered by Bond Street to the west, Minnesota to the south, Lava and Harriman Streets along the eastern boundary and Greenwood Avenue to the north. The inventory included on-street evaluation of utilization, capacity and turnover. Public off-street facilities were analyzed for utilization and capacity.

- **City Hall Area (Zone 3).** This zone includes the remainder of the study area. On-street utilization was calculated using data extrapolations derived from the inventory of the first two zones. Public off-street facilities were analyzed for utilization and capacity.

Figure 2 illustrates the three sub-areas examined.

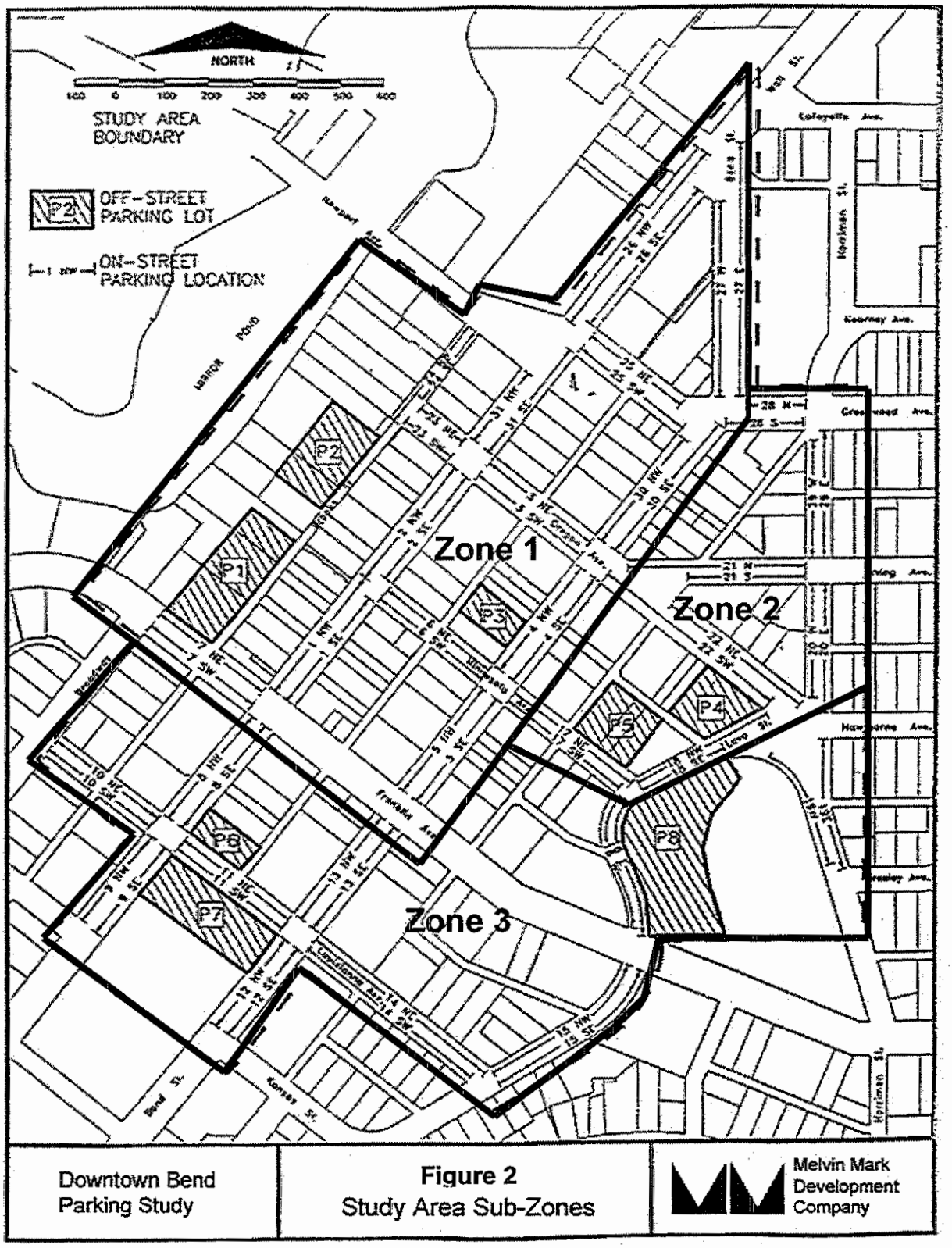


Figure 2. Study area sub-zones

1. INVENTORY METHODOLOGY

The capacity/utilization and turnover inventory was conducted over a five-hour period on Thursday, October 25, 2001. The survey day was selected in consultation with the City and Bend Development Board (BDB). Overall, the day was sunny (mid 60 degrees) with strong parking activity in all sectors of the downtown.

The parking system inventory evaluated the time period from 11:00 a.m. to 4:00 p.m. This time period was selected to complement the more comprehensive work already conducted by Kimley-Horn while assuring a minimum of two hours before and after the previously observed "peak utilization hour" to capture demand dynamics and trends. [3]

The project team's methodological approach to gathering parking utilization/capacity/turnover data began with a physical compilation of all public parking assets (on and off-street) within the three study zones. This physical assessment documented all parking by location and type and was used to create a data template necessary to conduct the utilization assessment.

The survey itself involved an hourly accounting of each occupied on-street parking stall in Zones 1 and 2 using the last four digits of the parked vehicle's license plate. All public off-street facilities in each zone were documented every hour for utilization. Zone 3 on-street parking utilization was extrapolated based on a correlation between 1998 Kimley-Horn baseline data and utilization/turnover characteristics derived from the October 25, 2001 survey of on-street parking in Zone 2.

2. GENERAL INVENTORY CHARACTERISTICS– ENTIRE STUDY AREA

A. Supply

A total of 1,214 publicly controlled parking stalls were identified within the study area boundaries. Of these, 720 were on-street and 494 were off-street[4] stalls. Table 1 breaks out the public parking by on and off-street supply for each zone comparing the 1998 inventory to 2001.

As Table 1 indicates, the overall availability of parking within the study area has remained fairly constant, with an increase of 34 total stalls between the 1998 and 2001 inventories. Shifts within the inventory have seen a 2-space reduction in on-street parking, which may be no more than inventory error between the two study periods. The majority of new parking has been in off-street locations, the greater portion of that (36 stalls) added in Zone 3 on the City Hall lot.

[3] A physical count of parking within the study area was also conducted from an aerial photograph of downtown taken midday on Friday, June 29, 2001. Core capacities were similar to the October 2001 inventory. Capacities in zones adjacent to the core were slightly lower in June 2001 than those quantified in the October 2001 inventory.

[4] For purposes of this study handicap/disabled stalls and 15 minute stalls were removed from the study results based on the assumption that (1) handicap/disabled stalls are not readily available to general parking demand and (2) 15-minute stalls were shown to be significantly underutilized. The project team believes that if these stalls were included the study results would artificially overstate surplus supply. Both the 1998 and 2001 totals reflect this deletion.

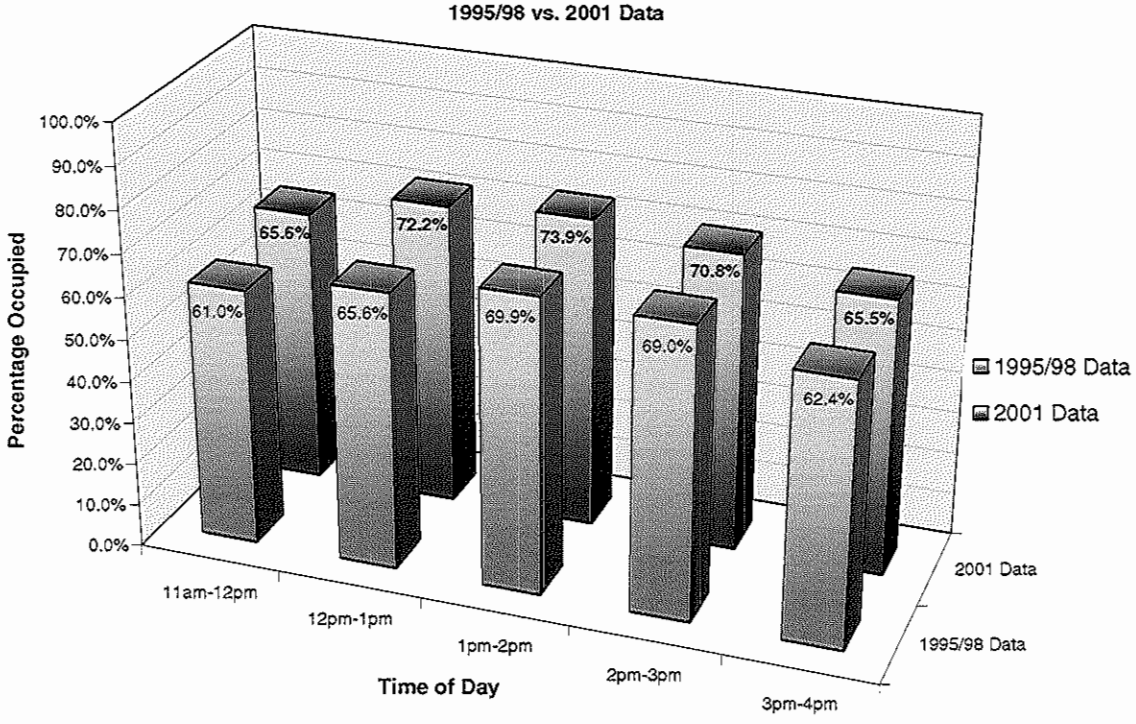
Table 1
Public Parking Inventory- 1998 vs. 2001

Parking Zone	Stall Location	1998	2001	Change +/-
Zone 1 – Core Area of High Demand	On Street	331	328	-3
	Off Street	204	202	-2
Zone 2 – Area of Observed Surplus	On Street	143	144	+1
	Off Street	130	132	+2
Zone 3 – City Hall Area	On Street	248	248	0
	Off Street	124	160	+36
Sub Total (by stall type)	On Street	722	720	-2
	Off Street	458	494	+36
TOTAL (all stalls)		**1,180**	**1,214**	**+34**

B. Peak Hour and General Occupancies

Peak hour occupancy for the entire downtown is the period during the business day where the downtown experiences the highest utilization of parking stalls. The peak hour for the combined downtown parking inventory is between 1:00 p.m. and 2:00 p.m., which is consistent with the results from the 1998 study. Figure 3 summarizes occupancies by hour for 1998 and 2001.

Figure 3
Combined On and Off-Street Parking Occupancies
1995/98 vs. 2001 Data



As Figure 3 illustrates, overall peak hour occupancy increased from 70% in 1998 to 74% in 2001. At the current peak hour, 898 stalls are occupied between 1:00 p.m. and 2:00 p.m., leaving 316 stalls unoccupied. Using 85% as an optimum occupancy standard, the overall study area

maintains a surplus of 135 spaces in the peak hour. This compares to 826 total occupied stalls in 1998, 354 total unoccupied stalls and 177 surplus peak hour stalls at an 85% optimum occupancy standard. Interestingly, in addition to increased occupancy at the peak hour, the 2001 survey also shows occupancy increases in all hours surveyed. The greatest increase occurred between 12:00 p.m. and 1:00 p.m., increasing 6 percentage points from 66% to 72% (an increase of 72 vehicles). This is a positive reflection of overall trip growth to the downtown over the course of the business day.

C. Peak Hour Occupancy and Surplus Capacity By Zone

A more detailed look at peak hour occupancies by zone allows for a clearer view of where actual occupancy changes occurred between 1998 and 2001. As Table 2 indicates, Zone 1 actually showed a marginal drop (from 85% to 84%) and Zones 2 & 3 realized increases of 5 and 13 percentage points respectively.

Table 2
Peak Hour Occupancy – 1998 vs. 2001

Area	1998 Peak Occupancy	2001 Peak Occupancy	Change (% points)
Zone 1 – Core	85%	84%	-1
Zone 2 – Area of Surplus	66%	71%	+5
Zone 3 – City Hall Area	51%	64%	+13
COMBINED DATA	*70%*	*74%*	*+4*

By comparing the zone level results of Table 2 with the occupancy distributions of Figure 3, it is realistic to assert that trip growth to the downtown has occurred over the past four years. The Core Zone continues to operate at an optimum level with new customer trips finding available supply in areas where surplus parking is available (i.e., Zones 2 & 3).
Table 3 illustrates the parking surpluses by zone based on 85% peak occupancy as an indicator of optimum utilization.

Table 3
Occupancy and Surplus Capacity - 2001

Zone Designation	On-street stalls	Off-street stalls	Total stalls	Stalls occupied in peak hour	Downtown Peak Occupancy[5] (1 pm – 2 pm)	Stalls Surplus/(Deficit) to 85% Optimum
Zone 1 – Core	328	202	530	443	*84%*	8
Zone 2 – Area of Surplus	144	132	276	195	*71%*	40
Zone 3 -City Hall Area	248	160	408	260	*64%*	87
COMBINED (all stalls)	720	494	1,214	898	*74%*	135

[5] Peak hour occupancies in this table reflect the highest parking stall utilization for the entire downtown and, therefore, the point at which the downtown has the lowest number of unoccupied parking stalls. Some zones have a higher occupancy outside of the peak for the entire downtown, but these peaks do not impact the point at which "available parking" is at its lowest point.

Tables 2 and 3 demonstrate growth in parking demand has occurred between the 1998 and 2001 surveys. The greater portion of that growth has occurred in Zones 2 and 3, indicating that new users are finding surplus parking given the near optimum utilization occurring in the Core Zone.

Using 85% occupancy as the generally accepted industry standard for optimum utilization of a parking supply, the survey demonstrates that even though changes have occurred within the supply between the 1998 and 2001, the overall downtown parking supply continues to maintain a modest surplus of parking.

3. FINDINGS – By Zone

A. Zone 1 – Core Area of High Demand

Table 4 summarizes data gathered for Zone 1. A summary of findings follows the table.

Table 4
Zone 1 – Occupancies by Time of Day

Survey Year	Parking stalls in Zone	11am – 12pm	12pm – 1 pm	1pm – 2pm	2pm – 3pm	3pm – 4pm	Average # of vehicles parked per day/	parked per hour
1998	535	80%	*85%*	83%	72%	68%	2076	415
2001	530	62%	79%	*84%*	75%	69%	1950	390
Change +/(-)	-5	-18	-6	+1	+3	+1	-126	-25

- Peak hour occupancy was 85% in 1998 and is 84% for 2001.
- The Core Zone experienced a loss of five total parking stalls between 1998 and 2001, from 535 to 530 stalls.
- Three on-street stalls were reduced, though this may be from inventory errors between the 1998 and 2001 studies. Two stalls were also reduced in off-street facilities (i.e., a 2-stall reduction at the Mirror Pond North Lot).
- Approximately 25 vehicles per hour have shifted out of the zone. It appears these vehicles have moved to Zones 2 and 3 where surplus parking is available.
- The Core Zone continues to operate at an optimum level.
- Average parking duration in the Core Zone (on-street) is 1 hour 18 minutes (1.3 hours). This indicates that the average visitor is being accommodated within the intended time stay established for the majority of the zone (i.e., 2-hours).
- The intended rate of turnover within the five-hour survey period was 2.5. The actual rate of turnover during the five-hour survey period was 3.8. When the actual rate of turnover (3.8) exceeds the intended rate (2.5), this is an indication that the system is operating efficiently.
- Time stay violations occurred at a rate of 1 violation for every 9.1 trips. This indicates that about 11% of trips within the zone exceed the intended time stay.[6]

[6] It is difficult to ascertain whether the time stay violations were employees moving about the zone or customers desiring longer stays. However, if time stay violations were removed from the duration/turnover calculation, the average length of stay in the Core Zone would be less than 1 hour 18 minutes.

B. Zone 2 – Area of Observed Surplus

Table 5 summarizes data gathered for Zone 2. A summary of findings follows the table.

Table 5
Zone 2 – Occupancies by Time of Day

Survey Year	Parking stalls in Zone	11am – 12pm	12pm – 1 pm	1pm – 2pm	2pm – 3pm	3pm – 4pm	Average # of vehicles parked per day/ parked per hour	
1998	273	57%	61%	*66%*	61%	54%	817	163
2001	276	71%	*75%*	71%	70%	65%	970	194
Change +/(-)	+3	+14	+14	+5	+9	+11	+153	+31

- Peak hour occupancy was 66% in 1998 and is 75% for 2001.
- Zone 2 experienced an increase of three total parking stalls between 1998 and 2001, from 273 to 276 stalls.
- One stall was picked up on-street, which may be the result of inventory error between the two studies. Two stalls were gained in off-street facilities (i.e., at the P4 Lot – Red North).
- Auto trips to Zone 2 increased by 153 vehicles over the five-hour survey period. In 1998, 817 vehicles parked in the zone between 11:00 a.m. and 3:00 p.m. In 2001, 970 vehicles accessed the zone over the same five-hour period.
- Growth in peak hour demand increased from 180 vehicles in 1998 to 208 vehicles in 2001. This represents parking demand growth of approximately 5.2% per year (1998 – 2001) within Zone 2.[7] Demand for parking is growing at the rate of between 9 - 10 stalls per year.
- It appears that customers/visitors are finding available parking in Zone 2 as evidenced by increased occupancies during each hour between 11:00 a.m. and 3:00 p.m.
- Average parking duration in Zone 2 (on-street) is 1 hour 42 minutes (1.7 hours). This indicates that the average visitor is being accommodated within the intended time stay established for the majority of the zone (i.e., 2-hours).
- The intended rate of turnover within the five-hour survey period was 2.5. The actual rate of turnover during the five-hour survey period was 2.94. When the actual rate of turnover (2.94) exceeds the intended rate (2.5), this is an indication that the system is operating efficiently.
- Time stay violations occurred at a rate of 1 violation for every 3.8 trips. This indicates that about 26% of trips within the zone exceed the intended time stay. Many of the "time stay violations" are actually on-street parking permit holders.
- It is estimated that 39 permits are sold for on-street use in this zone for $20 - $35 per month.

C. Zone 3 – City Hall Area[8]

Table 6 summarizes data gathered for Zone 3. A summary of findings follows the table.

[7] The 5.2% annual increase in parking demand is currently being absorbed within the parking surplus in Zone 2.
[8] Calculations for on-street parking demand were generated through extrapolation of 1998 baseline data and the actual observed trend derived in Zone 2. Off-street occupancies were based on actual observations taken on 10/25/01.

Table 6
Zone 3 – Occupancies by Time of Day

Survey Year	Parking stalls in Zone	11am – 12pm	12pm – 1 pm	1pm – 2pm	2pm – 3pm	3pm – 4pm	Average # of vehicles parked per day/ parked per hour	
1998	372	*62%*	49%	51%	56%	56%	915	183
2001	408	*66%*	62%	64%	*66%*	62%	1310	262
Change +/(-)	+36	+4	+13	+13	+10	+6	+395	+79

- Peak hour occupancy was 62% in 1998 and is 66% for 2001.
- Zone 3 experienced an increase in parking stalls between 1998 and 2001, from 362 to 408 stalls.
- The entire 36-stall increase occurred on the City Hall Lot that was inventoried at 20 stalls in 1998 and 56 stalls in 2001.
- Auto trips to Zone 3 increased by 395 vehicles over the five-hour survey period. In 1998, 915 vehicles parked in the zone between 11:00 a.m. and 3:00 p.m. In 2001, 1,310 vehicles accessed the zone over the same five-hour period.
- Growth in peak hour demand increased from 231 vehicles in 1998 to 269 vehicles in 2001. This represents parking demand growth of approximately 5.5% per year (1998 – 2001) within Zone 3.[9] Peak hour demand is growing at the rate of between 18 and 26 parking stalls per year.
- It appears that customers/visitors are finding available parking in Zone 3 as evidenced by increased occupancies during each hour between 11 a.m. and 3:00 p.m.
- Average parking duration in Zone 3 (on-street) is 1 hour 42 minutes (1.7 hours). This indicates that the average visitor is being accommodated within the intended time stay established for the majority of the zone (i.e., 2-hours).
- Turnover rate was not measured for this zone.
- Time stay violations were not measured for this zone.
- It is estimated that 79 permits are sold for on-street use in this zone at $10 per month.

4. DEMAND FORECASTING – Static Environment

Demand forecasting is an attempt to estimate future parking stall demand for a specific inventory of parking. This analysis uses trends established between the 1995/98 Kimley-Horn study and findings derived from MMC/DEA's most recent inventory of the downtown. At this level, the consultant team initiated the forecast using the following assumptions:

- All existing parking in the downtown will remain in place, both on and off-street.
- Stall demand generated at this time will not account for future new development.
- 85% occupancy is considered optimum operating efficiency within a parking inventory.

[9] The 5.5% annual increase in parking demand is currently being absorbed within the parking surplus in Zone 3.

Holding assumptions (a) and (b) constant, a base level demand forecast can be calculated that will be useful in determining expected future growth in parking demand, particularly at the peak hour. Using the 85% occupancy standard it is possible to forecast a point in time at which the overall parking inventory will transition from a surplus to a deficit of parking.

Once this forecast is complete, new assumptions regarding the impact of expected reductions in existing supply and/or demand impacts of new development can be readily quantified.

A. Growth Forecast – Low Demand

The information summarized in Table 7 is used as a basis for developing parking demand growth forecasts for the downtown.

Table 7
Combined All Zones – Occupancies by Time of Day

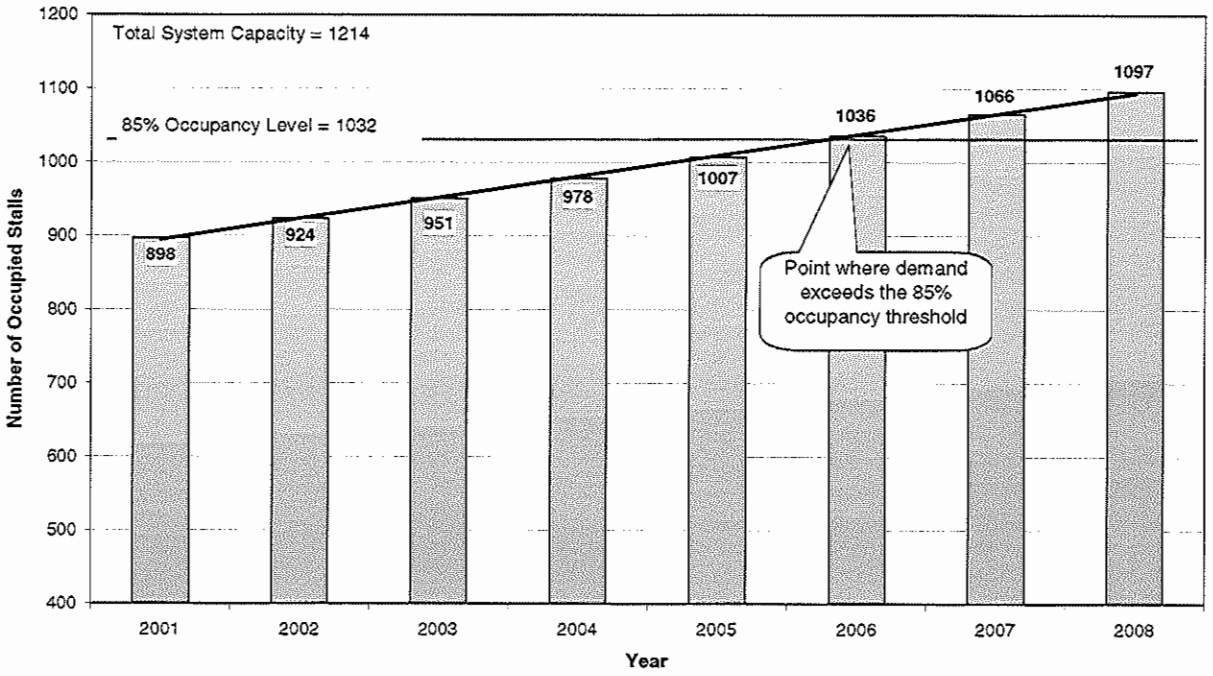
Survey Year	Parking stalls in Zone	11am – 12pm	12pm – 1 pm	1pm – 2pm	2pm – 3pm	3pm – 4pm	Average # of vehicles parked per day/	parked per hour
1998	1,180	61%	66%	*70%*	69%	62%	3808	761
2001	1,214	66%	72%	*74%*	71%	65%	4230	846
Change +/(-)	+34	+5	+6	+4	+2	+3	+422	+85

Low growth demand in this case utilizes historical growth *at the peak hour* to forecast the number of parking stalls that will be absorbed on a yearly basis. While overall occupancies remain below 85%, it is assumed that growth will be absorbed into available supply. At 85% occupancy, the expectation would be that new supply would need to be developed to absorb new demand beyond the 85% level to maintain an optimum level of parking.

In 1998, 826 vehicles were parked in the peak hour. This represented occupancy of 70% within a supply of 1,180 total stalls. By 2001, peak hour occupancy had climbed to 898 vehicles, 74% of 1,214 parking stalls. Overall occupancies increased by 72 vehicles, or 8.7% over three years. This resulted in a peak hour growth rate of 2.90% annually.

Applying a 2.90% annual growth rate to the downtown would generate an annual stall absorption rate of approximately 27 stalls per year. At this rate of growth, the system would reach 85% of occupancy in 2006. After 2006, new parking supply or other parking management strategies would need to be identified to meet expected parking demand. Figure 4 illustrates this relationship.

Figure 4
Forcast of Future Parking Demand
Low Growth Scenario @ 2.90%



B. Growth Forecast - High Demand

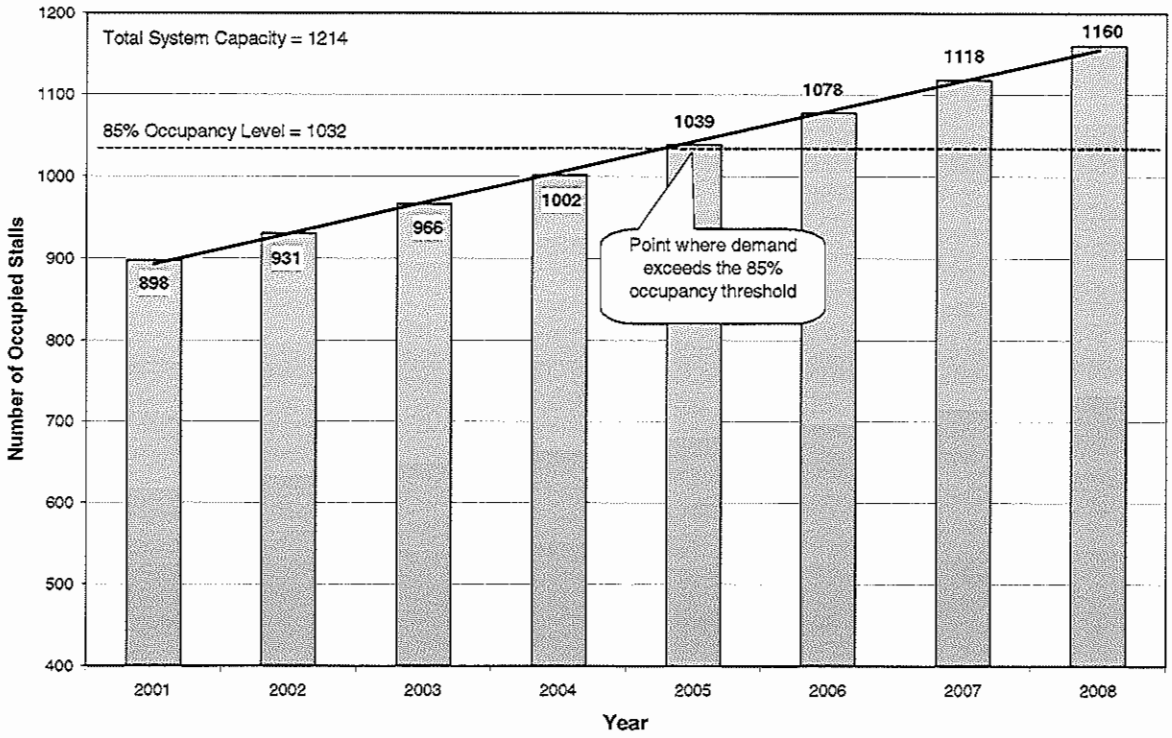
High growth demand in this case utilizes historical growth *as an average of growth in all surveyed hours* to forecast the number of parking stalls that will be absorbed on a yearly basis. As with the low demand forecast, while overall occupancies remain below 85%, it is assumed that growth will be absorbed into available supply. At 85% occupancy, the expectation would be that new supply would need to be developed to absorb new demand to maintain an optimum level of parking.

Using data from Table 7, the average number of vehicles parked per hour in the downtown increased from 761 in 1998 to 846 in 2001. This is an increase of 85 vehicles per hour (an 11.1% increase over three years). This results in a growth rate of 3.72% annually.

Applying a 3.72% annual growth rate to the downtown would generate an annual stall absorption rate of approximately 35 stalls per year. At this rate of growth, the system would reach 85% of occupancy in 2005. After 2005, new parking supply or other parking management strategies would need to be identified to meet expected parking demand. Figure 5 (page 14) illustrates this relationship.

In summary, demand for parking in the downtown has been growing at a relatively strong rate (between 2.90% and 3.72%) of occupied supply each year since 1998. This represents stall absorption of between 27 and 35 stalls each year. Holding all other factors constant, this rate of growth would move the entire system into a supply deficit by the year 2005 – 2006.

Figure 5
Forcast of Future Parking Demand
High Growth Scenario @ 3.72%



5. DEMAND FORECASTING – Variable Assumptions

Over the course of the next several years it is likely that changes will occur in the downtown that can and will impact the parking supply and how it is used. This can include increases/decreases to the supply itself; demand created by new development and/or parking and transportation demand management strategies designed to influence parking activity. Any of the aforementioned will affect the baseline parking growth forecasts presented above under a static environment.

Also, forecasts based on new development can be informed by land use and parking demand in Bend. The consultant team was able to quantify actual parking use ratios per 1,000 square feet of mixed-use development for Bend's downtown. This analysis quantified the relationship between land uses, parking occupancy and built parking supply. Though not a definitive measure of demand by specific land use types, this exercise was useful in deriving estimates for overall demand in Bend based on actual parking activity in Bend.[10]

Table 8, provides a different analysis using data derived from Bend, factoring in known private supply while holding the observed peak occupancy number constant.[11]

[10] Demand ratios were updated with data derived from the 2001 parking inventory.

[11] As measures of occupancy on private facilities were not analyzed, the peak occupancy number is held constant and assumed usage on private facilities is consistent with the overall parking dynamic found in public on and off-street facilities.

Table 8
Demand – Mixed Land Use to Built Supply
Public and Private Inventory

Total Square Footage – Built Land Uses (Study Area)	Total Parking Supply (Public/Private)	Ratio of Built Parking to Total Land Use/1,000 gsf	Observed Peak Occupancy	Stalls Occupied at Peak Hour	Actual Parking Demand per 1,000 gsf
835,448	1953	2.34	74%	1445	1.73

Table 8, suggests that within the study area, the existing parking/square footage ratio currently exists at a rate of 2.34 parking stalls per 1,000 gross square feet. Parking demand within the study area (on and off-street) occurs at a rate of 1.73 parking stalls per 1,000 gross square feet of mixed-use downtown development.

Finally, Table 9 presents a model for demand that occurs at levels observed in the current Core Area of High Demand, which has an average peak hour occupancy of approximately 85 percent.

Table 9
Demand – Mixed Land Use to Built Supply
Public and Private Inventory – Core Demand Assumption

Total Square Footage – Built Land Uses (Study Area)	Total Parking Supply (Public/Private)	Ratio of Parking to Total Land Use/1,000 gsf	Assumed Peak Occupancy	Stalls Occupied at Peak Hour	Actual Demand per 1,000 gsf
835,448	1953	2.34	85%	1660	1.98

Under this scenario, mixed uses within the downtown would generate a parking demand of 1.98 parking stalls per 1,000 gross square feet of development.

In general, it appears that parking land uses in Downtown Bend are generating parking demand rates of 1.73 – 1.98 parking stalls per 1,000 gross square feet of development. Obviously, the higher demand is generated for land uses built in the Core Area with lower demand in areas outside the core. Also, parking has generally been provided in the downtown at a rate of approximately 2.34 parking stalls per 1,000 gross square feet of development. This rate appears to have been effective and operates efficiently.

Based on this analysis, it is reasonable to assert that the forecast of future parking demand outlined above can accommodate new development at a rate of approximately 2.34 parking stalls per 1,000 square feet of new development. This rate would meet demand while providing a buffer of approximately 15% for variations in type of user and peak activity.

6. ABUSE IN THE PARKING SYSTEM

At the request of the Bend Development Board, the parking inventory data was analyzed to derive a sense of the number of *employee* vehicles that may be using on-street customer parking by moving vehicles from one place to another over the course of the day. In many cities this practice

is called *moving to evade.* Moving to evade does not include employees with valid commuter permits that allow all day use of on-street customer parking stalls.

The analysis sorted unique vehicle license plate numbers from the inventory in each of the three parking zones.[12] Any unique vehicle license plate identified occupying more than one parking space over the course of the survey day was categorized as moving to evade. The analysis does not attempt to assume whether the vehicle belonged to an employee. In some cases, customers will move from location to location in the downtown. However, it is likely that some percentage of moving to evade vehicles is indeed employee related. Table 10 summarizes the actual number of vehicles moving to evade by parking zone.

Table 10
Vehicles "Moving to Evade"

	Zone 1	Zone 2	Zone 3	TOTAL
Vehicles Found "Moving to Evade"	28	14	18	60

As Table 10 indicates, approximately 60 vehicles per day are being moved from one spot to another in the downtown. Currently, given demonstrated peak hour occupancies and turnover rates, the practice of moving to evade is not adversely affecting overall capacity or trip growth in the downtown. Should occupancies begin to exceed 85% in the peak hour, mitigation measures would need to be evaluated and implemented. Measures used in other jurisdictions include enhanced enforcement, registration of employee vehicles and ordinances prohibiting the practice of moving to evade, to name a few.

Another way to characterize the impact on retail vitality of the 60 vehicles moving to evade, an therefore denying customer access, is to associate the lost space to lost potential sales revenue. It is estimated that an average customer trip downtown can result in approximately $30 in sales per trip.

Based on the MMDC/DEA parking inventory, core zone parking stalls, have an actual turnover of 6.15 trips per eight-hour business day (weekdays). Therefore, at $30 per trip in potential retail sales, the value of a single parking stall is approximately, $48,000 annually.[13] As a result, if 60 stalls intended for customer use are being used by downtown employees, the potential loss in retail sales can be as much as $2.8 million annually.

SUMMARY - Current Parking Dynamics – Parking Inventory Analysis

Overall, the supply of parking in the downtown has not changed markedly since the 1998 parking survey, increasing by approximately 34 parking stalls. Parking demand in the downtown is growing at a consistent rate of between 2.90% and 3.72% per year. This translates into parking stall absorption of between 27 and 35 stalls annually at the peak hour. New stall demand is currently being absorbed into available supply in Zones 2 and 3 and will continue to do so until 2005 – 2006.

[12] Zone 3 estimates were derived as an extrapolation of actual observed trend data derived in Zone 2.
[13] These estimates are for weekdays only and do not account for potential sales on weekends.

Traffic in the core area has remained constant with very efficient turnover and an average duration of less than two hours. Trip growth has occurred in afternoon non-peak hours. It also appears that users of the downtown are finding available parking in Zones 2 and 3 as evidenced by the strong increases in both peak and non-peak occupancies in these zones.

On average, the current mix of development in the downtown utilizes parking at a rate of 1.73 to 1.98 parking stalls per 1,000 gross square feet of development. The higher rate of use characterizes the core zone, the lower rate Zones 2 and 3.

Section II: Common Themes, Challenges and Opportunities

Section II: Common Themes, Challenges and Opportunities

Task 2 of the final work scope called for development of draft Guiding Principles for Access that will define the primary purpose of parking and transportation facilities within the downtown study area. The Guiding Principles that have been developed are the result of numerous work sessions with the Bend Development Board (BDB) and the key stakeholders who made up the Stakeholders Work Group (SWG).

This section summarizes the work of the SWG, who completed a structured work session process to establish common themes and consensus on the following:

- Development and access challenges for businesses and residents.
- Current opportunities that facilitate doing business in the downtown.
- Definition of the "heart of downtown."
- Priority users of the downtown (current and future)

Work and information derived from the SWG process in this section has been consolidated into a set of recommended Guiding Principles through which parking and access management strategies have been developed (see Section IV, Guiding Principles).

It is important to emphasize that the participation of downtown stakeholders in this process has been strong and represents a critical component of this work. Stakeholders will continue to represent an essential resource for the entire project, from adoption of the plan, to implementation to on-going oversight and guidance. As such, understanding stakeholder concerns and ideas for downtown at the outset was critically important because they are the users and beneficiaries of the downtown access system on a daily basis. In addition, their investment and ownership in downtown will be supported through the findings and recommendations of the final parking study and management strategy. Any parking or access changes made to the downtown will have a direct impact on those who own, work, shop, or visit Downtown Bend.

1. STAKEHOLDER INPUT

A. Common Themes

To develop a parking and access plan for downtown, it is first necessary to understand the dynamics of land use, access and growth in the downtown. Community perceptions and realities regarding constraints that limit existing businesses from expanding and those that limit Bend's ability to attract new business growth to the downtown needed to be fully considered. Similarly, opportunities and successful programs/strategies that currently contribute to downtown's health needed to be understood to ensure that they are ultimately supported and enhanced by new parking and access strategies that are developed and implemented.

To this end, the Consultant Team held numerous work sessions with the Stakeholders Work Group (SWG). The purpose of these work sessions was to establish a consensus view of these challenges and opportunities. It was also important for the consultant team to be able to establish a common perception or view of downtown – today and into the future – with key stakeholders.

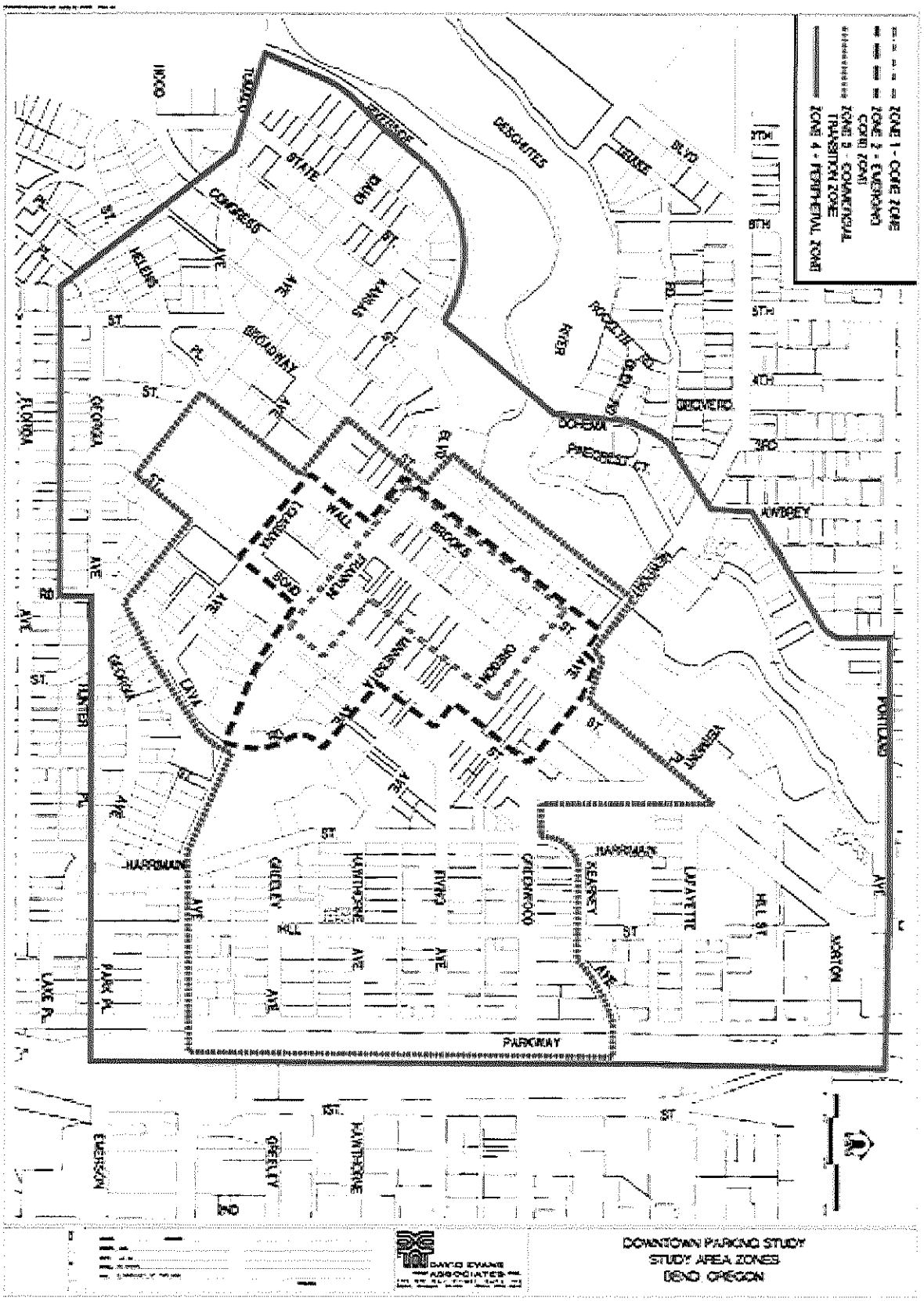


Figure 6. Study Area Zonal Map

B. Downtown Map Review

The SWG engaged in an exercise designed to derive a consensus opinion of (1) the core area of downtown, (2) the emerging downtown core, (3) the larger commercial extent of the downtown and (4) the areas (primarily residential) that are immediately adjacent to, and impacted by activity in the downtown. A map of these consensus parking zones is illustrated in Figure 6.

The mapping exercise resulted in identification of three distinct commercial areas in downtown and a peripheral residential impact area:

Zone 1 – Core Zone. Zone 1 is the existing and future "heart" of downtown. It represents the highest mix of commercial uses in the downtown as well as the center of access for all users of the downtown. It is intended that access activity in the Core Zone be high turnover and fully utilized.

Zone 2 – Emerging Core Zone. Zone 2 represents an area of development opportunity immediately surrounding the existing commercial/retail core. It is anticipated that this zone will support the long-term expansion of the commercial/retail core.

Zone 3 – Commercial Transition Zone. Zone 3 represents an area of mixed-use development opportunities of a scale that is both complementary of the downtown yet less intense. This zone also represents a transitional area between the activities generated from an emerging core and the livability considerations of residential areas immediately adjacent to the greater downtown.

Zone 4 – Peripheral Zone. Zone 4 represents an area of primarily residential uses. These areas can be adversely impacted by "over spill" from uses within Zones 1 – 3.

In summary, Zones 1 – 3 represent "activity zones" in the downtown that are both reflective of existing land uses as well as areas where future growth of economic development is anticipated and desired. Zone 4 is a residential zone that has unique needs based on its residential character and proximity to downtown. From an access perspective, each zone will need to managed in a manner that supports priority economic uses and users for that zone.

2. CHALLENGES AND OPPORTUNITIES

A. Challenges to Economic Development – Consensus Priorities

SWG members were asked to list and discuss the major challenges facing downtown today and in the coming years. Overall, twenty-three items were listed and briefly discussed to assure that all members of the SWG understood them. Challenges ranged from general perceptions to actual physical infrastructure.

The SWG was then asked to prioritize the list by ranking challenges that would have the greatest impact on improving downtown if they were immediately addressed (i.e. over a three to five year period). It was stressed and agreed, however, that all the challenges on the list were important and would eventually need to be addressed in an overall revitalization effort for downtown.

Five challenges were clearly distinguished from the remainder of the list and are briefly detailed here. They were:

Attracting a more diverse mix of businesses. Stakeholders agreed that the current mix of businesses in Downtown Bend, though successful, is not diverse enough to encourage long-term and sustained business growth.

Parking availability. There is strong consensus among stakeholders that the overall economic viability of the downtown will require that an adequate supply of parking be maintained to serve customer and employee demand.

Lack of alternative transportation options. Stakeholders indicated that alternatives to the single occupant vehicle are inadequate. There is a lack of good transit service between downtown and its adjacent residential areas. Similarly, while the bike mode split is good, there is little bike parking, both in number of spaces and convenient location. The lack of options applies to both customers and employees.

Need a plan to prepare for future economic viability and growth. Stakeholders indicated a need to begin preparing now for future growth to assure that it (1) can be attracted and (2) accommodated in a manner that preserves the character of the downtown. Stakeholders were particularly concerned with the loss of service based businesses in the downtown. The necessary planning process to address this concern may be underway with the Central Bend Development Program Area Plan. The parking management plan presented in this report is fully intended to support this theme.

Competition with other shopping areas. Stakeholders recognize the challenge inherent in keeping the downtown competitive with other shopping areas, particularly areas like the Old Mill District, Forum, and Outlet Malls that have national tenants. The need for a diverse mix of businesses, a strengthened service sector and growing weekend and evening trade underscore the overall challenge stakeholders associated with this theme.

The remaining challenges listed by the SWG included (in rank order):

- Continuing Downtown Bend as a popular tourist attraction
- Maintaining and adding affordable/available business space
- Parking spill over into neighborhoods adjacent to downtown
- Getting into and out of downtown (it is confusing and there is a lack of good directional signage)
- Making a profit
- Attracting and retaining quality employees
- Keeping Downtown Bend in the forefront of regional business
- Finding downtown from outside the downtown, especially east-west across 3rd Street
- Growing and expanding the Central Business zone
- Maintaining a strong local customer base while attracting visitors
- Maintaining the attraction of downtown to customers/business by insuring safety, security and convenience with a variety of restaurants, stores and services
- Maintaining a high quality aesthetic and comfortable public spaces

- Providing quality customer service for users of the downtown
- Increasing the number of customers visiting downtown
- Keeping police service in downtown especially in the evening
- Number of homeless/transients may increase over time
- Complex City permit and zoning process

B. Challenges to Access

At the end of the discussion on challenges to economic opportunity, the SWG was asked to identify any challenges from the entire list that were specifically related to access that they wanted to highlight. The group identified three access challenges that they believed should be addressed with near-term solutions.

Parking abuse. SWG members believe that there is a high level of abuse by employees of the on-street parking system. Employees are seen as violating time stays and "moving to evade." This type of activity does not allow maximum efficiency and availability of the on-street for customer and visitor parking access in the downtown.

Traffic and circulation. The SWG expressed concern that it is difficult for patrons coming from outlying areas to access downtown. Gridlock conditions characterize access portals into the downtown. Compounding this is the sense that directional and information systems for patrons are inadequate, both on the external traffic system and within the downtown itself.

Pedestrian safety. SWG members indicated that additional work and planning needs to take place at specific pedestrian intersections within the downtown. The intersections at Wall/Bond and Oregon/Minnesota were most frequently mentioned. Concern was also expressed that cars move at "excessive" speeds within the downtown.

C. Opportunities – Consensus Themes

SWG members were asked to list and discuss those programs, strategies or elements of downtown that are "working for downtown" by contributing to its success and supporting business and economic growth. Overall, twenty items were listed. Opportunities ranged from Bend's unique architecture to its strong sense of community.

Many of the opportunity items were complementary or derivations of others on the list. Consequently, the consultant team consolidated and summarized the stakeholder list into three common opportunity themes. We would suggest that these opportunities, if reinforced, will have the greatest near-term impact on downtown's vitality. They are:

Downtown as a unique destination. SWG members strongly recognized the unique amenities and elements that make Downtown Bend a special place and "the focal point for Deschutes County and Central Oregon." From its unique architectural history to its compact and walkable business district, Bend has much to be proud of, and to sell. Several SWG members noted that the primary challenges identified above could be addressed through programs that

continue to support, enhance, communicate and link these amenities to customers, visitors and residents.

Growing "non-peak" activities. SWG members noted the positive changes occurring in downtown that are beginning to extend the business day. Most notably, increases in evening activity with the advent of businesses catering to evening visits (i.e. restaurants, entertainment) and special events and festivals are bringing "patrons" to downtown during times not traditionally considered "high traffic" periods. The growth of these activities is supported through a real sense of nighttime safety and security, successful public/private partnerships and an active and supportive business community.

Active, committed and organized business community and neighborhood associations. SWG members underscored the active role that the business community and neighborhood associations have played in Bend's success. Stakeholders expressed that in Bend there is a strong "sense of community and family" that underlies those elements that have led to Bend's unique character and success. The efforts of the Bend Development Board and its use of urban renewal funds to "dress up downtown" were applauded. Similarly, the Chamber of Commerce and the Downtowners were identified as important partners in the overall success of downtown.

Overall, programs and strategies that continue to support and enhance the opportunity themes developed by the SWG can serve as a framework through which the consensus challenges are best addressed.

3. BECOMING AN "IDEAL DOWNTOWN"

As a precursor to developing Guiding Principles, the SWG was led through a discussion on the elements or building blocks that make up "ideal" cities. SWG members mentioned such cities as Santa Fe, New Mexico, San Antonio, Texas, Seattle, Washington, Heidleberg, Germany, New York City, Santiago, Chile and Vancouver, BC, among many. From an access perspective, the SWG members recognized that ideal downtowns serve as unifying elements for a larger area made up of the districts that surround, or are connected to, a central core. As one SWG member noted, ideal downtowns provide a range of access options that make using the downtown easy and convenient. As such, the ideal downtown serves as the heart of the city and the "building block" that connects customers, visitors and employees to the rest of the city.

The SWG developed an extensive list of those elements that they believed make up an ideal downtown. This list could serve as a verbal picture of what it takes to become "ideal." The SWG then made note of those elements on the list that Bend currently maintains. Table 11, below, illustrates the results of the SWG discussion.

Table 11
Elements of an Ideal Downtown

Ideal Elements	Bend	Ideal Elements	Bend
Pedestrian amenities	X	Events, festivals	X
Unique retail/eclectic	X	Security/safety	X
Public transportation		Restaurants	X
Easily accessible/walkable	X	Sidewalk cafes	
Historic Character	X	Waterscapes	X
Interesting architecture	X	Clean air	X
Landscaping	X	Bicycle accessible	X
People	X	Basic services (i.e. grocery)	
Street performers		Diverse cultures	
Compact urban form	X	Music	
Cultural elements – museums, performing arts center	½	Public areas – people friendly	X
Library	X	No excessive vehicle noise (trucks)	X
Government offices	X	Place for kids/young adults	½
Historic structures	X	Amenities (benches, drinking fountains, public art)	½

There was a clear recognition expressed by the SWG that Bend currently maintains a strong mix of elements that would distinguish it as an ideal downtown. Of 28 elements listed, Bend offers, and is strong, in twenty. Additional planning and development of such elements as cultural venues (i.e., performing arts center), sidewalk amenities (cafes, music and entertainment) and public transportation need to be addressed in future strategic and development planning.

4. ACCESS PRIORITIES

"Is" Versus "Should"
In a final work session exercise, the SWG discussed its access priorities for downtown. Stakeholders were asked to consider a number of questions regarding the realities of access and use of the transportation system (i.e., the *is* of today). They were then asked to consider the "should" of use and access within the context of the challenges and opportunities discussed above and their goals and objectives for developing an "ideal" Downtown Bend.

A. Priority "Customer" of the Downtown

When asked, *"who IS the priority customer of the downtown today?"* the consensus response was:

- Local residents

- Repeat customers
- Tourists
- Employees

When asked, *"who SHOULD BE the priority customer in downtown in the future?"* the consensus response was the same list as above, plus:

- Groups (conferences, tours, etc.)
- Evening visitors

When asked to consider a triage situation, where some "customers" would have to be left out, the consensus of the group is that the priority customers in Downtown Bend are its **patrons**, those who come repeatedly to shop, dine, and be entertained (to spend money).

B. Priority Land Uses

When asked, *"what are the existing land uses in downtown?"* the committee responded:

- Restaurants
- Specialty retail
- Services

In the future, the committee agreed that the future land uses *SHOULD* include the same list of uses, along with the following additions:

- Support retail
- Residential
- Theater/entertainment
- Public gathering spaces

C. Priority Use of Parking

When asked, *"who IS the on-street parking system currently prioritized for?"* the SWG felt that existing conditions included too many employees using parking in all three commercial zones with some uses spilling into residential areas. In the future, the committee felt that the core and emerging core zone *SHOULD* be prioritized for patrons only, and that the outer area should serve employees (Zone 3) and residents (Zone 4) as well as patrons.

For the same question for *off-street* parking, the committee felt that the current situation supports a mix of employees and patrons throughout the downtown. In the future, the SWG feels that off-street parking in the core *SHOULD* be prioritized for patrons, while off-street parking in the emerging and outer areas should continue to serve a mix of patrons, employees, and residents.

SUMMARY - Common Themes, Challenges and Opportunities

It is clear from work with the SWG that there is a relatively strong consensus on the challenges and opportunities that exist in Downtown Bend. There is also a clear sense that Bend contains many of the elements of economic activity and amenities that comprise "ideal downtowns." Most importantly, the SWG was strong in its understanding of access priorities and unified in support of developing programs and strategies necessary to assure that those access priorities are met to assure continued support and facilitation of desired economic uses.

Section III: Guiding Principles for Access

Section III: Guiding Principles for Access

The development of Guiding Principles for Access in Downtown Bend are based on the desire to create a system of access that supports, facilitates and contributes to the creation of an ideal downtown. It is intended that the Guiding Principles will serve as a framework for near- and long-term decision-making and implementation of parking management and access strategies in the downtown. These strategies are intended to support the goals, objectives and priorities for access as established in the Guiding Principles. Overall, the intent for managing parking, informed and directed through the Guiding Principles, is the on-going economic development and vitality of the downtown.

The Guiding Principles developed for Bend are grounded in a realistic and accurate understanding of the dynamics of access in Bend. This understanding is based in the parking utilization, capacity and demand work (for existing and forecast demand) summarized in Section I and the desire to address challenges, opportunities and priorities developed by stakeholders in Section II.

These Guiding Principles for Access are based on the premise that development of the downtown will require an integrated and comprehensive package of strategies that will stimulate economic development and redevelopment. The access component of that overall plan is but one critical element of a larger coordinated package.

1. GUIDING PRINCIPLES FOR ACCESS

The Consultant Team believes the overall discussion that took place in the SWG work sessions can be summarized into nine (9) Guiding Principles. They are prefaced with an objective statement and outlined below. Each Guiding Principle is followed by a listing of the consensus challenges it addresses and the opportunity themes it supports.

OBJECTIVE STATEMENT: To implement a Parking Management and Access Plan for Downtown Bend that supports the development of a vibrant, accessible, 24-hour city serving commercial, retail, cultural, institutional and residential uses and the customers, visitors, employees and residents of those uses.

GUIDING PRINCIPLE FOR ACCESS

1. ***Make the downtown accessible to all users.*** Access should be provided to all users of the downtown, which includes automobile, transit and bike/walk users. The City should strive to create and implement as many access options as possible. Parking management strategies and programs should support and complement other access modes.

   Challenges addressed:
   - Parking availability
   - Lack of transportation options
   - Competition with other shopping areas
   - Traffic and circulation
   - Pedestrian safety
   - Attracting and retaining quality employees
   - Parking spill over into neighborhoods adjacent to downtown

- Maintaining a strong local customer base while attracting visitors
- Increasing number of customers
- Keeping Downtown Bend in the forefront of regional business

Opportunity themes supported
- Downtown as a unique destination
- Growing "non-peak" activities

GUIDING PRINCIPLES FOR PRIORITY PARKING

2. ***Make the downtown core conveniently accessible to priority users.*** The *core zone* of downtown should provide an access system that supports its priority role as the central point from which customers, visitors and patrons are connected to all the districts of the downtown. All parking zones will be managed to assure that priority users identified for a zone are accommodated.

   Challenges addressed:
   - Parking availability
   - Competition with other shopping areas
   - Keeping Downtown Bend in the forefront of regional business
   - Maintaining a strong local customer base while attracting visitors
   - Increasing number of customers

   Opportunity themes supported
   - Downtown as a unique destination
   - Growing "non-peak" activities

3. ***Provide sufficient and convenient parking.*** *Sufficient* parking should be provided to support desired and priority economic activities in each downtown district. The most convenient parking spaces should be reserved to support customer/client/visitor access to the area.

   Challenges addressed:
   - Attracting a more diverse mix of businesses
   - Parking availability
   - Need a plan to prepare for future economic viability and growth
   - Maintaining a strong local customer base while attracting visitors
   - Increasing number of customers

   Opportunity themes supported
   - Downtown as a unique destination
   - Growing "non-peak" activities

4. ***Provide adequate employee parking,*** Adequate parking should be provided to meet employee demand, in conjunction with a transportation system that provides balanced travel mode options. All parking strategies should be coordinated with transportation demand

management goals and objectives to ensure that commuters and customers have reasonable options available for access.

Challenges addressed:
- Parking availability
- Lack of transportation options
- Need a plan to prepare for future economic viability and growth
- Parking abuse
- Attracting and retaining quality employees

Opportunity themes supported
- Downtown as a unique destination

5. ***Promote mixed-use off-street facilities.*** Off-street parking facilities should be developed to serve a mix of uses to facilitate continued access activity throughout the day and into the evenings and weekends. Publicly owned facilities should be strategically located to assure that such a mix of uses, particularly customer/visitor access is conveniently and economically served.

   Challenges addressed:
   - Parking availability
   - Need a plan to prepare for future economic viability and growth
   - Competition with other shopping areas
   - Continuing Downtown Bend as a popular tourist attraction
   - Keeping Downtown Bend in the forefront of regional business
   - Growing and expanding the Central Business zone

   Opportunity themes supported
   - Downtown as a unique destination
   - Growing "non-peak" activities
   - Active, committed and organized business community and neighborhood associations

6. ***Preserve and expand on-street parking wherever possible.*** On-street parking should be preserved along strategic corridors to improve customer/visitor accessibility and to facilitate revitalization of street level activities. On-street access should, in some cases, take priority over street capacity and vehicle speeds.

   Challenges addressed:
   - Attracting a more diverse mix of businesses
   - Parking availability
   - Need a plan to prepare for future economic viability and growth
   - Traffic and circulation
   - Pedestrian safety
   - Growing and expanding the Central Business zone

Opportunity themes supported

- Growing "non-peak" activities

GUIDING PRINCIPLES FOR UNDERSTANDABILITY

7. ***Improve access linkages between districts and the downtown core.*** Access linkages within the core and between districts should be clearly identified through signage, way finding measures and other communication strategies to increase customer understanding of the downtown.

   Challenges addressed:

   - Need a plan to prepare for future economic viability and growth
   - Continuing Downtown Bend as a popular tourist attraction
   - Getting into and out of downtown
   - Finding downtown from outside the downtown, especially east/west access
   - Providing quality customer service for users of the downtown
   - Traffic and circulation
   - Pedestrian safety

   Opportunity themes supported

   - Downtown as a unique destination
   - Growing "non-peak" activities
   - Active, committed and organized business community and neighborhood associations

8. ***Implement education and communication programs on goals and objectives for access.*** Efforts should be made to educate employees, customers and other users of the downtown of the general purpose and intent for parking and access in the downtown.

   Challenges addressed:

   - Need a plan to prepare for future economic viability and growth
   - Continuing Downtown Bend as a popular tourist attraction
   - Providing quality customer service for users of the downtown
   - Parking abuse
   - Attracting and retaining quality employees

   Opportunity themes supported

   - Downtown as a unique destination
   - Active, committed and organized business community and neighborhood associations

GUIDING PRINCIPLE FOR COORDINATION

9. ***Coordinate access strategies with desired development.*** All access strategies should be coordinated with and highly and mutually supportive of residential, retail, and commercial office developments in the downtown.

   Challenges addressed:

   - Parking availability
   - Lack of alternative transportation options
   - Need a plan to prepare for future economic viability and growth

- Parking spill over into neighborhoods adjacent to downtown
- Traffic and circulation
- Pedestrian safety
- Maintaining a strong local customer base while attracting visitors

Opportunity themes supported

- Downtown as a unique destination

SUMMARY - Guiding Principles for Access

A new vision for downtown is developing. That vision recognizes the goal and objective of the City of Bend and downtown stakeholders to move Downtown Bend toward becoming a vibrant, vital, 24-hour urban neighborhood destination—an ideal downtown. With that recognition has come the understanding that managing the infrastructure that supports multiple economic uses is challenging and requires fully utilizing the parking and transportation system to provide convenient, safe, reliable transportation options for employees, customers, visitors, and residents. This network of access is essential to the vitality of each desired economic use.

The Guiding Principles derived from dialogues with the City and its stakeholders will serve as a solid foundation for coordinating parking and transportation decision-making and policy. The Guiding Principles are grounded in the long-term economic development vision of the City and its downtown stakeholders. Their intent and purpose is to generate parking and transportation management strategies and programs that will complement the City's efforts in attaining its long-term growth and development vision.

Section IV: Parking Management Plan – Operating Principles and Strategies for Implementation

Section IV: Parking Management Plan – Operating Principles and Strategies for Implementation

This section presents the recommended parking management plan for the downtown. This plan strives to remain consistent with the Guiding Principles and give direction to future decision-making for the implementation of strategies that assure that priority access is maintained in each parking management zone. The plan is intended to provide a flexible system of parking management that is triggered by demand and implemented within the context of consensus goals and vision for the downtown.

1. PARKING MANAGEMENT PLAN

The purpose of the parking management plan is to:

- Clearly define the intended use and purpose of the parking system,
- Manage the supply and enforce the parking policies,
- Monitor use and respond to changes in demand, and
- Maintain the intended function of the overall system.

A. Parking Management Zones

Different segments of the Downtown have different economic uses and represent different points of access into the Downtown. The Guiding Principles developed by the SWG emphasize that the heart, or central core, of Downtown represents the area in which the highest density of economic activity and access is intended to occur. There are also distinct areas of the downtown with differing levels/types of desired economic activity. The desired uses in a particular area of Downtown should drive the decision making for the type of parking required. Parking, then, is seen as a management tool that supports specific economic uses.

Figure 7 (page 33) restates the four parking zones developed by the SWG in Section III. The zone boundaries were established based on the existing economic and transportation characteristics, as well as desired uses for the area as identified by the Stakeholders Work Group. Each zone is summarized and its primary purpose and priority stated.

These four zones represent "economic activity zones" in the downtown that are both reflective of existing land uses as well as areas where future growth of specific economic development is anticipated and desired. From an access perspective, each zone will need to managed in a manner that supports priority economic uses and users identified for that zone.

B. Operating Principles

Operating principles define the purpose and priority for parking in each of the Parking Management Zones. Operating Principles complement and reinforce the Guiding Principles established for the Downtown. Parking management strategies will be implemented to assure that the purpose and priority for parking established in the Operating Principles are consistently attained.

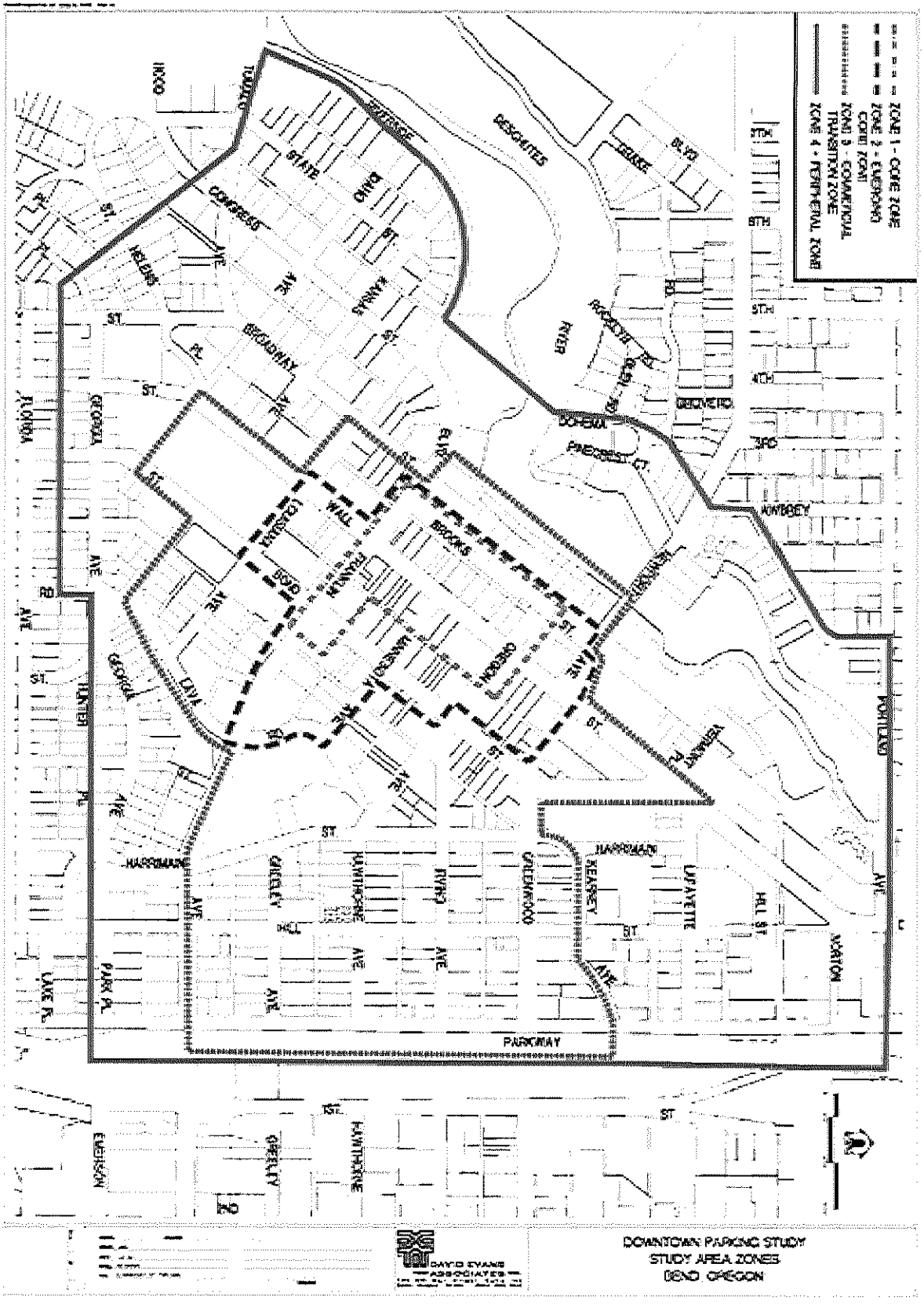


Figure 7. Study Area Zonal Map

ZONE 1 - CORE ZONE OPERATING PRINCIPLES

The Core Zone of Downtown includes the highest density of development and has a high concentration of retail, restaurant, and entertainment opportunities.

The primary purpose of parking in the Core Zone is to serve customer and other short-term visitor needs. Employees should be prohibited from parking in the Core Zone.

- The purpose of, and priority for, parking in the Core Zone of Downtown is to support and enhance the vitality of the retail core.
- Parking for short-term users is the priority for on-street and off-street spaces in the Core Zone.
- Parking will be provided to ensure convenient, economical, and user-friendly access for customers, clients, and visitors to Downtown at all hours of the operating day (i.e., weekdays, evenings and weekends).
- There will be no unregulated on-street parking in the Core Zone.

ZONE 2 - EMERGING CORE ZONE OPERATING PRINCIPLES

The Emerging Core Zone includes a mix of development types, but at lower densities than in the core and with a relatively higher proportion of office and professional services (i.e., City Hall area, Library, etc.). Expansions of the economic characteristics of the Core Zone would be expected to occur in the Emerging Core Zone.

Parking in the Emerging Core Zone is intended to serve a balanced mix of long-term and short-term parking needs. It is the City's goal to further support the long-term development of this zone as an expansion of the retail/service core.

- On-street and off-street parking in the Emerging Core Zone is intended to provide a balanced mix of short-term and long-term stay opportunities.
- Over time, most (if not all) on-street parking will be transitioned to serve short-term, visitor parking. Off-street parking will continue to provide a mix of short- and long-term stay opportunities.
- Parking in this zone is intended to be convenient, supportive of business activity, and user-friendly.

ZONE 3 – COMMERCIAL TRANSITION ZONE

The Commercial Transition Zone is the area immediately outside of the Emerging Core Zone. This is an area mixed-use development opportunities of a scale that is both complementary of the downtown yet less intense. This zone also represents a transitional area between the activities generated from an emerging core and the livability considerations of residential areas immediately adjacent to the greater downtown.

Parking in the Commercial Transition Zone is intended to support growth in Zones 1 and 2 as well as to provide low cost parking opportunities for employees and longer term parking stays. Parking in this zone is also intended to serve as a buffer between the Core CBD and downtown residential concentrations (i.e., Zone 4).

- On-street and off-street parking in the Commercial Transition Zone is intended to provide a higher mix of longer-term stay opportunities, particularly for employees.
- Over time, on-street parking will reflect a balanced mix of short- and long-term stay opportunities. Long-term parking may eventually require transition into off-street supply.
- Off-street parking in this zone is intended to provide convenient and cost-effective commuter parking supply as a measure to preserve higher access opportunities for customer and patron use in the core zones.
- Parking in this zone will be managed in a manner that minimizes and mitigates spill over of commercial parking demand into residential areas immediately adjacent to the central business district.

ZONE 4 - PERIPHERAL ZONE OPERATING PRINCIPLES

The Peripheral Zone serves a high proportion of residential demand with some low-density commercial uses. If spillover effects from the Core and Emerging Core zones are problematic, a Residential Parking Zone (RPZ) may be established to ensure that adequate parking is available for demand generated from uses within the Peripheral Zone. Initially, parking in the Peripheral Zone is intended to be largely unregulated.

Parking in the Peripheral Zone is intended to serve residential demand and uses generating demand from within the zone. It is intended that "spill over" from other parking zones within the CBD be mitigated.

- Parking in the Peripheral Zone is intended to meet demand generated within the Zone.
- Parking in this zone is unregulated. As such, no time stay restrictions are in effect. Future management strategies assumed for this area would be contingent on the parking activity, capacity, and utilization of all other parking zones.
- If parking spillover from Zones 1 - 3 results in inadequate parking availability for properties within the Peripheral Zone, Residential/Area Permit Zone programs may be desired.

2. PARKING MANAGEMENT STRATEGIES

Parking management strategies have been identified that will optimize the use of existing parking in Downtown Bend. The strategies range from recommendations for policy statements in the zoning code to time-stay conversions of specific spaces. The recommendations are organized as follows:

- Policy Recommendations
- Zone Specific Management Recommendations
- Area-wide Management Recommendations
- Other Parking Issues

A. Policy Recommendations

The following policy elements have been included to ensure that the goals of the parking management plan can be achieved by incorporating parking system management into the City's

development policy. Application of the 85 percent full standard as the threshold for decision-making (element 3, below) becomes the unifying monitoring device connecting these various policy elements.

1. **Adopt Guiding Principles for Parking Management as a policy element of the zoning code.**
   The Guiding Principles provide a framework for managing parking and decision-making in the Downtown over time. The Guiding Principles for Parking Management, developed by the SWG, should be adopted by the City of Bend as a policy element of the current parking code. "Codifying" the Guiding Principles will serve to inform future management decision-making as well as development of future public facilities. Incorporating these principles into City policy assures that the intent and purpose for parking management, established through consensus in this study, is carried out over time.

2. **Adopt the Management Zones and Operating Principles as a policy element of the zoning code.**
   The recommended Parking Management Zones should be established and the Operating Principles described above should be used to guide the evaluation and management of day-to-day dynamics of parking activity. Operating principles are established to describe the primary purposes for parking within each parking management zone and to complement and reinforce the Guiding Principles established for the Downtown.

3. **Adopt the Rule of 85% to facilitate/direct parking management strategies.**
   The Rule of 85% is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85% occupancy in the peak hour the supply becomes constrained, and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85% occupancy in the peak hour, the Rule of 85% would require that parking management strategies be implemented to bring peak hour occupancies to a level below 85% to assure that intended uses are conveniently accommodated.

   The recently completed parking inventory for Bend revealed that existing peak hour occupancies are generally less than 85% in all zones except Zone 1. Having the Rule of 85% in effect will assure that a process for evaluating and responding to future parking activity in the downtown is in place.

4. **Assign or create a position of "Parking and Access Manager" for the City of Bend.**
   The complexity of parking and access is increasing as the City and the downtown grows in size and activity. A single person should be assigned to oversee and manage all aspects of the parking program. Initially, the position could be half-time, growing to full time as the parking system grows and new supply is developed. Ideally, this person would report to a Stakeholder Advisory Committee to routinely review overall parking activity in the downtown as well as by zone. Information developed through periodic update of the parking inventory (i.e. Rule of 85%) would be used to evaluate "action triggers" and implement appropriate adopted strategies as necessary (see below).

B. Zone Specific Strategy Recommendations

Strategy recommendations have been established by zone. Consideration, evaluation and implementation of strategies would be triggered through the 85% Rule and forwarded through the Parking and Access Manager as informed by a formalized Stakeholder Advisory Group process.

Zone 1 – Core Zone

Purpose: The purpose of, and priority for, parking in the Core of downtown is to support and enhance the vitality of the retail/service core.

1. All on-street parking will be 2-hour parking based on the principle that:

   a. The 2-hour time stay allows adequate customer, visitor and client access to the retail core; and
   b. Uniform time stays foster a parking environment that is easy for the customer, visitor and client to understand.

2. The long-term priority for on street parking in the Core will be 2-hour parking. As strategies within this plan are implemented, any on-street spaces of longer duration will be transitioned to off-street locations within the Core Zone and immediately adjacent to it.

3. The priority for off-street parking in the Core will be stays of less than 4-hours to accommodate customers, visitors and clients. These facilities are intended to provide for a moderately longer time stay than allowed on street.

4. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in the Core area. If utilization of on- and off-street parking in Zone 1 exceeds 85% and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps "triggered" by the 85% threshold:

   - Increase level of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
   - Transition overall mix of "short-term" stalls to higher percentage of 2-hour stalls.
   - Reduce on-street time stays to increase turnover (e.g., 2-hours to 90 minutes)
   - Transition employee parking in Zone 1 into another parking Zone through attrition and/or elimination of monthly permits issued for long-term parking in Zone.
   - Pursue shared-use agreements with private lots to provide for additional short-term parking in the Core Zone.
   - Convert some signed time limits to metered time limits to create greater efficiency in actual rate of turnover.

- Expand the boundaries of the Core management zone to increase the number of on-street visitor spaces.
- Increase non-SOV use (i.e., programs for shuttles, transit, ridesharing)
- Create new public supply in the Core Zone.

5. The City will establish policy guidelines for exceptions to the short-term parking requirements in the Core Zone.

   a. Handicapped/disabled access
   b. 15 minute zones
      1. Specific criteria for approval (i.e., by specific business type)
      2. Specific locations (i.e., end of block vs. mid block)
      3. Number per geographic area (i.e., should be shared by users in a particular area)
   c. Loading zones
      1. Maximum number per block face(s)
      2. Limitation on number per geographic area (e.g., no more than two for every three continuous block faces)

Zone 2 – Emerging Core Zone

Purpose: Parking in the Emerging Core Zone is established to provide longer-term stay opportunities and to further support the long-term development of this zone as an expansion of the retail/theater core.

1. The majority of on-street parking will be 2-hour parking, with an appropriate mix of longer-term parking based on capacity considerations (i.e., 85% Rule). This is based on the principle that:

   a. This mix of parking is conducive to both customers and employees and longer term visitor parking for the downtown;
   b. There is adequate on-street capacity in the Zone to meet both short- and long-term parking demand.
   c. The current economic uses in the Zone do not as yet require the type of turnover ratios necessary to Zone 1 (Core).

2. The long-term priority for on street parking in the Emerging Core Zone will be 2-hour parking. As strategies within this plan are implemented, long-term parking (time stays and permits) will be transitioned to off-street locations within the Emerging Core Zone and immediately adjacent to it.

3. The priority for off-street parking in the Emerging Core Zone will be mixed-use parking to accommodate the full range of users, including employees, customers, visitors and clients. These facilities are intended to provide for a range of time stay opportunities.

4. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in the Emerging Core Zone. If utilization of on- and off-street parking in Zone 2 exceeds 85% and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps "triggered" by the 85% threshold:

   - Increase level of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
   - Reduce on-street time stays to increase turnover.
   - Pursue shared-use agreements with private lots to provide for additional parking in the Emerging Core Zone.
   - Transition on-street employee parking in Zone 2 into available off-street locations within the parking Zone through reduction/elimination of monthly parking permits issued for on-street parking in the Zone.
   - Transition off-street employee parking into Zone 3 or into "satellite locations" accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
   - Expand the boundaries of the Emerging Core Zone to increase the number of on-street long-term spaces.
   - Increase non-SOV use (i.e., programs for shuttles, transit, ridesharing)
   - Create new mixed-use public parking supply within the Zone.
   - Meter/charge for parking (on- and/or off-street) to create greater efficiency in actual rate of turnover

5. The City will establish policy guidelines for exceptions to the parking requirements in the Emerging Core Zone.

   a. Handicapped/disabled access
   b. 15 minute zones
      1. Specific criteria for approval (i.e., by specific business type)
      2. Specific locations (i.e., end of block vs. mid block)
      3. Number per geographic area (i.e., should be shared by users in a particular area)
   c. Loading zones
      1. Maximum number per block face(s)
      2. Limitation on number per geographic area (e.g., no more than two for every three continuous block faces)

Zone 3 – Commercial Transition Zone

Purpose: Parking in the Commercial Transition Zone is intended to support growth in Zones 1 and 2 as well as to provide low cost parking opportunities for employees and longer term parking stays. Parking in this zone is also intended to serve as a buffer between the Core CBD and downtown residential concentrations (i.e., Zone 4).

1. All parking in the Zone will be a mix of short- and long-term parking, the appropriate mix of parking based on capacity considerations (i.e., 85% Rule). This is based on the principle that:

   a. This mix of parking is conducive to both customers and employees and longer term visitor parking for the downtown;
   b. There is adequate on-street capacity in the Zone to meet both short- and long-term parking demand.
   c. Off-street facilities are intended for employee use to assure that access opportunities in Zones 1 and 2 are preserved/maximized for customer and patron use.
   d. Prioritizing and consolidating employee parking in this zone also mitigates spill over problems into adjacent residential areas.

2. The long-term priority for on street parking in the Commercial Transition Zone will be a higher mix of short-term parking. As strategies within this plan are implemented, long-term parking (time stays and permits) will be transitioned to off-street locations within the Commercial Transition Zone or to "satellite" sites accessed by shuttles.

3. The priority for off-street parking in the Commercial Transition Zone will be convenient and cost-effective employee parking to effectively accommodate employee demand in a manner that preserves and maximizes customer and patron access in Zones 1 and 2 and mitigating spill over conflicts in Zone 4. These facilities are intended to provide for a range of time stay opportunities.

4. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in the Commercial Transition Zone. If utilization of on- and off-street parking in Zone 3 exceeds 85% and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps "triggered" by the 85% threshold:

   - Increase level of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
   - Reduce on-street time stays to increase turnover.
   - Pursue shared-use agreements with private lots to provide for additional employee parking in the Commercial Transition Zone.
   - Transition, as necessary, on-street employee parking in Zone 3 into available off-street locations within the parking Zone through reduction/elimination of monthly parking permits issued for on-street parking in the Zone.
   - Transition employee parking into "satellite locations" accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
   - Increase non-SOV use (i.e., programs for shuttles, transit, ridesharing)

- Create new employee public parking supply within the Zone.
- Meter/charge for parking (on- and/or off-street) to create greater efficiency in actual rate of turnover

5. The City will establish policy guidelines for exceptions to the parking requirements in the Commercial Transition Zone.

   a. Handicapped/disabled access
   b. 15 minute zones
      1. Specific criteria for approval (i.e., by specific business type)
      2. Specific locations (i.e., end of block vs. mid block)
      3. Number per geographic area (i.e., should be shared by users in a particular area)
   c. Loading zones
      1. Maximum number per block face(s)
      2. Limitation on number per geographic area (e.g., no more than two for every three continuous block faces)

Zone 4 – Peripheral Zone

Purpose: Parking in this zone is unregulated. As such, no time stays are in effect. Future management strategies assumed for this area will be contingent on the parking activity, capacity, and utilization of all other parking zones.

As stated in the Operating Principles, Residential Permit Zone programs may be desired if parking spillover from the Commercial Transition and/or Core Zone(s) results in inadequate parking availability for properties within the Peripheral Zone. It may be appropriate to begin site-specific management of the existing parking supply in areas of concentrated activity, particularly along the Broadway corridor adjacent to Zones 2 and 3.

C. Area Wide Strategy Recommendations

Area wide strategy recommendations are efforts that should be managed through an on-going program for developing, augmenting and updating information on the downtown parking inventory. Strategies include:

- On-going pursuit of shared parking arrangements with owners of private parking.
- Routine utilization studies to assess parking conditions and perceptions. Every 12 to 18 months, conduct an informal assessment of parking conditions, which could include some or all of the following elements:
- Peak hour utilization study using an aerial photo. The system peak hour of noon to 1 p.m. should be studied. In addition, the mid-day peak between 2 and 3 p.m. could be studied to evaluate employee-parking conditions.
- A brief survey of property owners and or customers/visitors could be conducted to gauge user satisfaction or frustration.

- Every three years, conduct duration/turnover analysis in targeted areas to assess the effectiveness of enforcement and to identify shifts in demand characteristics of parking system-users.

D. Other Parking Issues

Wayfinding

1. Creation of a uniform system of directional signage.

   The City should consider directional signage on the roadways that direct customers to specific facilities. This will be of greatest importance at primary portals into the downtown, at major traffic intersections within the downtown and at primary points of ingress at specific facilities.

2. Creation of a uniform system of signage for off-street facilities owned and/or operated by the City of Bend.

   a. The City should establish a consistent signage package that incorporates a uniform design, logo, and color package into all information signage related to parking.
   b. Each off-street public facility should be named by its location (e.g., Greenwood at Wall, Oregon and Lava).
   c. City signage at off-street facilities should direct customers to the next available visitor lot (e.g., "Employee only parking facility, Visitor parking available at Franklin and Brook Street).

Marketing and Communications

1. Develop marketing and communication system.[14]

   a. *Maps*. Develop maps that visually represent the parking zones (i.e., blue zone – Core - is customer parking, green zone is long-term parking) and identify the location of visitor versus employee facilities.
   b. *Validation program*. Evaluate the feasibility of retail and theater validation systems if, and when, the City moves to pricing parking.
   c. *TDM alternatives*. Incorporate alternative mode options (i.e., shuttles, transit, and bicycle) into parking communications materials.

Design

1. Adopt design guidelines for future structured facilities and lots.

   a. Ground level "active uses
   b. Location/orientation of pedestrian stairwells and elevator lobbies
   c. Landscaping, signage and lighting standards for surface facilities

[14] Samples of marketing and communications materials are include at the back of this report.

Enhanced Access

1. Evaluate feasibility of a downtown circulator system to tie adjacent parking areas to core.

    a. Coordinate circulator to mutually serve employees and visitors

Residential Mitigation

1. Adopt and implement Residential Permit Parking Program (RPPP).

    a. Establish criteria and procedure for implementing an RPPP in anticipation of future spill over issues into residential areas, particularly Zone 4.

Pricing

Given the size of Bend and its current and anticipated growth, it is not anticipated or suggested that the City of Bend move to parking pricing for customer access. Nonetheless, as new sources of parking and transportation access (i.e., shuttles, trolleys) are considered in the context of a 15-20 year plan, the issue of pricing should be incorporated into the City's parking management plan. The outline presented here is intended to inform the City on major decision and management guidelines should pricing ever become necessary as a means to maximize and facilitate access capacity.

1. Meter on-street parking to increase efficiency and capacity.

    As the 85% Rule triggers additional and more aggressive management of the supply, Bend may at some future point consider pricing parking. At that point pricing would be intended to (a) facilitate more efficient turnover, (b) encourage use of specific facilities in specific management zones (i.e., short-term vs. employee parking), (c) encourage use of alternative modes, and (d) provide funding source for new supply and alternative mode options.

    In the context of pricing, Bend should consider new technologies available and in place in other cities that allow for flexibility in the management of parking pricing and contribute and complement Bend's existing and desired urban form. "Multi-space metering" and "pay-and-display" systems are an example of these types of technology, which allow a City to charge for parking without "cluttering" the pedestrian way with individual meters.

2. Charge for parking in publicly owned off-street facilities.

    The City should establish a policy for pricing in publicly owned off-street facilities. The framework of such a policy is provided below:

    a. "Short-term rate" is equal to hourly fee charged at on-street system
    b. Evening rates established to attract/serve appropriate uses

c. Long-term, daily/monthly rates balanced by Rule of 85%
d. Rate manipulation triggered by Rule of 85%
e. Rate manipulation generally at the long-term end to facilitate transition of long-term parkers to appropriate parking locations within the downtown.

3. Establish a "Downtown Parking Fund" from revenues derived from downtown public parking.

   As pricing is implemented in the downtown, it will be important to direct the funds into a specific account intended to support on-going transportation and access in the downtown. The Downtown Parking Fund should be restricted to:

   a. Debt service
   b. Operations
   c. Enforcement
   d. Marketing and communications
   e. Transportation Demand Management programs
   f. New supply

SUMMARY - Parking Management Plan – Operating Principles and Strategies for Implementation

This parking management plan defines the intended use and purpose of the parking system; manages the supply and enforces the parking policies; monitors the use and responds to changes in demand; and, maintains the intended function of the overall system.

Work with the SWG, supported by data collection, revealed challenges such as a core area that is effectively full during the peak; future development that will increase parking demand and reduce supply; conflicting needs for short-term and long-term parking; and mixed perceptions of parking.

In addition, the City of Bend is striving to promote growth that fits into the future vision of Downtown and is consistent with future transportation goals. In light of these issues, the parking management plan is intended to promote sustainable economic vitality through providing free parking for customers and visitors to Downtown, while also providing a framework that is supportive of planned and/or anticipated alternative mode programs.

This plan has been developed to build upon guiding principles and operating principles that are based on the fundamental values and objectives for Downtown Bend. The parking management strategies were identified to optimize the use of existing parking in Downtown Bend. These strategies include policy, zone specific and on-going area wide strategy recommendations. The success of the plan is dependent upon its adoption, including the guiding principles and operating principles. Adoption of the plan will be essential to implementation.

Section V: Transportation Demand Management Elements

Section V: Transportation Demand Management Elements

1. INTRODUCTION

The Transportation Demand Management (TDM) plan focuses on making the downtown accessible to all users. According to the Guiding Principles for Access, alternatives to the single occupant vehicle (SOV) need to be developed that provide users of the downtown a variety of transportation options.

TDM also addresses one of the five major challenges identified by the SWG, which was a lack of alternative transportation mode options in the downtown. The SWG recognizes that TDM strategies improve mobility, increase access and enhance the efficiency of the transportation system and parking resources in the project area.

TDM should be used as an "insurance policy" for future congestion mitigation, focusing on peak use periods (times when parking is over 85% full), thus enhancing future economic development and vitality. TDM becomes a vital component of the parking plan that addresses parking spillover and reduces parking demand during peak period uses. TDM enhances mobility and improves access during the most difficult peak periods.

Transportation Demand Management (TDM) refers to a set of strategies designed to encourage people to use modes of transportation other than driving alone. Typically, TDM is measured by its ability to reduce the number of vehicles on the roads and the overall number of vehicle miles traveled (VMT). More recent TDM programs focus on its ability to improve access, mobility and efficiency in an area, thereby increasing economic opportunities in downtowns. The proposed TDM program reduces solo driving and supports better use of parking resources. It can increase person trips while reducing dependency on SOV's.

Many TDM programs focus on commuter travel and on improving access and mobility during periods of peak congestion. Some TDM programs in cities such as San Francisco, Santa Barbara and San Luis Obispo have visitor components that encourage the use of alternative modes as part of the tourist experience. Common TDM measures include ridesharing, bicycling, walking, using public transit, working from home, working compressed work weeks, and other actions that reduce the need to travel or encourage the use of modes other than SOVs.

Employee-based TDM programs – that is, programs offered by employers to encourage employees to commute by means other than driving alone – are becoming increasingly common as a tool to better use parking resources and improve mobility. Employer programs often include offering incentives (such as paycheck bonuses, preferential carpool parking spots and subsidized transit passes) to employees, as well as encouraging alternative work schedules (such as working from home, working staggered hours, and working compressed work weeks).

Employers in Downtown Bend have the opportunity to provide a TDM program to improve access and mobility while reducing the use of valuable downtown parking spaces by employees. This program can be a combination of incentives and commuter information offered to encourage employees to commute by modes of transportation other than SOVs along with support for improvements to facilities for other modes (transit, sidewalks, pedestrian linkages, and bike lanes).

The City of Bend's Transportation System Plan (TSP) recognizes TDM as a vital component of an effective transportation plan. The benefits of an employee-based TDM program in Downtown Bend are both immediate and long-term, including:

- Improved mobility, particularly at peak times
- Reduced demand for parking
- A healthier population (as a result of increased exercise and decreased pollution)
- Larger pool of employees available (as a result of eliminating the need to own a car)

Research has shown that the characteristics of the work place, the employer, and the employees have a significant effect on the success of employer-based TDM programs.

2. EXISTING DOWNTOWN BEND COMMUTE CONDITIONS

There have been many studies that look at the effectiveness of employer-based TDM strategies.[1] TDM strategies are usually most effective in work environments with the following characteristics:

- The employer is based in an area of high employment density, such as Downtown (in addition to providing greater rideshare opportunities, such areas enable employees to go to meetings, lunch and do personal errands on their breaks without the use of a vehicle).
- Employee parking is either restricted or constricted (the financial cost or inconvenience of parking serves as a disincentive to driving alone).
- The employer has a small percentage of employees in professional or management positions, or many employees in service and skilled labor positions (service and labor positions are more conducive to flexible schedules and working from home).

Many successful TDM programs rely upon a significant public transit system or access to high occupancy vehicle lanes. Some TDM programs have been built around long distance commuters using commuter rail systems or vanpools.

In Bend, much of this TDM infrastructure is unavailable. Table 12 represents the ways in which Downtown Bend employment meets these criteria:

Table 12
Downtown Bend Employer Characteristics

Downtown Bend employer characteristics	Yes	No	Unknown
Employer located in high density area	X		
Restricted/constricted parking		X	
Frequent/widespread public transit		X	

Based on an initial assessment of these criteria, the downtown currently has a low to moderate potential for success with TDM employee programs. The lack of public transit is an obstacle for employees in downtown, but the new Dial-A-Ride system offers a transportation option, although limited by the capacity of the existing demand responsive system. Therefore, near term TDM recommendations focus on development of a TDM infrastructure and TDM policies and programs. This includes educating stakeholders about the value of TDM options, examining current codes, policies and enforcement measures as well as planning for future TDM programs.

Due to Bend's downtown-centric layout and reasonably compact design, employees of the downtown face relatively short commutes which may present an obstacle to encouraging ridesharing or public transit. However, short commutes increase the potential for walking and bicycling. Moreover, the potential is likely to increase over time as parking becomes more expensive and transit service becomes more available .

Using the 2000 U.S. Census data as a guide, the State of Oregon transportation mode split indicates that 73.6% of commuters drive alone, 12.6% rideshare, 3.8% ride transit and 10.1% use other modes. With the absence of a fixed-route transit system disincentives to drive alone it is likely that Bend's alternative mode split numbers are less than the state's average.

Nationwide surveys have shown that the most common reasons stated by employees for not using alternate modes are:

- Need transportation for childcare drop-off, appointments, and personal errands.
- Need to dress nicely.
- Live too far from work to walk or ride a bike.
- Need a car for work purposes
- Bad weather (snow, ice, rain, cold, and short days).

Education and information can overcome many of these obstacles. For example, the need for transportation during the day for unexpected personal business could be resolved by providing 'guaranteed ride home' programs involving company-owned vehicles, Flexcar or taxi vouchers. The Central Oregon Rideshare program can promote alternative modes and match employees on similar schedules to facilitate ridesharing.[15] Improved facilities such as bike lane and sidewalk networks, facades, lighting and the provision of changing rooms, lockers, and showers can also encourage the use of alternate modes.

However, direct incentives and disincentives, such as those addressed below, are often more effective.

[15] Samples of TDM marketing and communications materials are included at the back of this report.

3. INCENTIVES AND DISINCENTIVES

One of the most effective ways to encourage employees to utilize alternate modes of transportation is to offer incentives. Studies show that the higher the incentive is valued, the more effective it will be, and that the most highly valued incentives are those that have direct economic value, such as cash bonuses, subsidized parking, and subsidized transit fares. Incentives can be provided for the following TDM activities appropriate to downtown:

- Ridesharing to and from work
- Getting dropped off or picked up at work
- Riding a bicycle to and from work
- Walking to and from work
- Using public transit to get to and from work

According to the transportation survey, financial incentives and additional vacation time are the incentives that offer the greatest encouragement to employees to utilize alternate modes. The Institute of Transportation Engineers[16] suggests offering between $1 and $4 per trip. One employer in downtown reportedly pays his employees an additional $0.25 per hour if they arrive at work by a mode other than SOV.

Employers can also pay for public transportation (Dial-A-Ride) or provide preferential parking spots for carpools. In some cases, these carpool-parking programs can be a joint effort of the public and private sector involving preferential parking; pricing and priority wait lists.

Related to incentives are disincentives. These strategies make use of alternate modes more attractive through active discouragement of SOV use, such as higher pricing for parking in desirable spots or during desirable hours. Downtown Bend could provide the following disincentives to SOV use:

- Develop and implement a long-term strategy for meeting projected vehicle parking demand. This would include a program combining either parking structures or acquisition of strategically located sites for additional surface parking (while accounting for the growth of the *geographic area* of the downtown) with the use of TDM strategies to encourage the best use of parking resources.
- Implement stricter parking Ordinances that prohibit moving of cars to avoid time limitations, provide stricter parking enforcement, and increase parking violation fines to achieve improved compliance.
- Increase the cost of long-term parking in City-owned parking lots. Parking fee increases should be phased in as general public transportation service becomes available and should be

[16] Institute of Transportation Engineers (for the Federal Highway Administration and the Federal Transit Administration). *Implementing Effective Employer-Based Travel Demand Management Programs: A Guidance Manual.* Washington, DC: Institute of Transportation Engineers, 1993.

set proportionate to the transit fees. Initial parking fees can be at prices below market value to introduce parking pricing to long-term parkers. Market value for free parking spaces can be tied to an existing use, allowing a portion of the value assigned to the existing use to be allocated to parking spaces. [17] Parking pricing increases effectiveness of demand-based parking management strategies. It can enhance potential of alternative mode pricing strategies that may include parking cash-out or transportation allowances.

- Implement a resident parking system on adjacent neighborhood area streets. This may include a neighborhood watch program, parking fees, time limits or residential parking permit program designed to reduce neighborhood or spillover parking impacts

- Create carpool-parking stalls in the City owned parking lots (for carpool use before 10:00AM). These should be located in the most convenient and desirable employee parking areas.

4. INCREASING OTHER MODES

In a relatively small city like Bend, most people commute fewer than 5 miles to work. All or a portion of that commute could be accomplished by walking or bicycling. However, a lack of convenient and pleasant facilities is a strong discouragement to those that might otherwise choose to walk or bicycle.

In communities where good facilities are consistently provided, it is not an unreasonable goal to have 10% of commute trips accomplished by walking or bicycling. This is true even where winter weather conditions are worse than Bend's. However, Bend's network of bike lanes and sidewalks is incomplete or poorly maintained in many places around the downtown. In the vicinity of the downtown, several facilities have been identified as lacking. These are discussed in the following sections.

A. Bicycling

At the leisurely rate of 10-15 miles per hour, five miles is a less than 30 minute bicycle ride. However, many people will not ride because of concerns over motor vehicle traffic. Studies have shown that bicycle use will increase if a complete system of bike lanes, good intersection design, and trip end storage is provided. The following strategies to increase bicycle access to the downtown are recommended:

- Enforce existing code for short-term bicycle parking (racks). Develop and implement strategies for meeting long-term bike parking demand for employees (i.e., secure bike racks or lockers). Expand the geographic area equipped with bike parking as the downtown area improvements are expanded.

- Presently, there are no bike lanes on the primary east-west or north-south accesses to downtown. This situation can be remedied by adding bike lanes on:

[17] Kodama, et al. *How to Use Parking Management to Better Utilize Parking Resources.* Portland OR: Oregon Department of Environmental Quality, January 1999.

- Riverside-Franklin corridor. Adding bike lanes from the Galveston/Riverside intersection along Riverside to Franklin to Third Street would provides good east-west connectivity along the south side of downtown. The main obstacle to completion to the Franklin portion of this bike lane corridor is the Franklin railroad over-crossing.

- Newport-Greenwood corridor. Bike lanes are missing from west of the Newport Bridge to Third Street. Adding bike lanes to this roadway will provide important east-west access along the north side of downtown. This section of roadway has been previously studied and several options provided:

  1. Perform the necessary maintenance and capacity improvements to the Newport Avenue bridge structure

  2. Revisit the concept of converting Greenwood Avenue between Wall and Hill streets to three lanes from four to provide space for a bike lane, or study the concept of retaining parking through the use of parking bays if sidewalk impacts can be minimized.

  3. Complete the downtown traffic signal controller "inter-tie" system to maximize signal efficiency and reduce need to store cars stopped at a red light.

  4. Removing several parking spaces on the north side of the street near the intersection of Greenwood and Bond to eliminate "squeeze point" and improve safety for all modes.

- Revere/Hill/Wall corridor. Adding bike lanes to the Revere/Hill/Wall corridor from Third Street to Greenwood would provide access to downtown from the north.

- Incorporate bike parking into parking design. For example, bike lockers can be incorporated into the design of future parking structures.

- No bike lanes within the downtown area are planned. The downtown's diagonal parking makes the placement of bike lanes problematic. However, since downtown speeds are slow, bicyclists should be able to take the lane through the core. Educational publicity reminding motorists to expect bicyclists to take the lane through the downtown may be appropriate.

Additionally, extensive bike lane and trail improvements have been designated for implementation in the City's *Bend Urban Area Transportation System Plan, 1999* (TSP). Bicycle infrastructure recommendations made by the SWG are consistent with and support those in the City's TSP. A map highlighting areas difficient of bike lanes is attached to this report (see Attachment A).[18]

B. Walking

A good pedestrian system encourages people to walk. Satellite parking areas and public transportation must be supported by a system of safe, convenient, and attractive walkways. This includes completion of a comprehensive sidewalk/pedestrian system that connects downtown with the surrounding neighborhoods. Another critical need occurs at the crossing of major streets. There needs to be a concerted effort to incorporate pedestrian safety issues at all intersections.

[18] More detailed information on Bend's urban bike system needs can be found in the TSP report in Section 4.2.2.2

The following steps should be taken to improve the pedestrian system in the downtown area:

- Emphasize pedestrian safety at street crossings through:
  - Designing streets for pedestrians (i.e., short crossing distances, sharp curb radii, curb extensions)
  - Supplemental signing (e.g., where right turns are allowed on a red light: "Yield to pedestrians")
  - Enhancing pavement markings (i.e., striping with zebra patterns)
  - Increasing crosswalk illumination, and
  - Revising signal timing to provide appropriate crossing times and shorter waits for pedestrians.
- Repair and maintain sidewalk surfaces.
- Implement sidewalk safety program for roadways and alleys.
- Build infill sections of sidewalks, particularly in neighborhoods in Zone 3 and 4.
- Improve security with adequate amounts of pedestrian-scale lighting.
- Continue to encourage good building orientation and design features such as street front entrances and windows, and to discourage off-street surface parking between sidewalk and storefront.
- Enhance the walking environment by adding sidewalk width, landscape buffers, street trees, benches, and other street furniture.
- Expand geographic area of sidewalk improvements/enhancements as the downtown grows.
- Acquire riverfront properties or public use easements for a trail along the east side of the river and develop trail improvements that include:
  - A Newport Avenue bridge trail under-crossing,
  - River and mountain viewpoints, and
  - Construct a new footbridge that would connect the west (Brooks Park) and the east sides of the river, upstream from the Newport Avenue Bridge.

Traffic calming measures can also be used to enhance the pedestrian environment. This includes further examination of potential traffic calming measures that may be used to slow through traffic on Wall and Bond Streets, thus facilitating the flow of pedestrians in the downtown area.

Additionally, pedestrian infill improvements have been recommended in the City's *Bend Urban Area Transportation System Plan, 1999* (TSP). Similar to the SWG's recommendations for

bicycle improvements, the pedestrian recommendations of this report are consistent with and supportive of the City's TSP.[19]

C. Public Transportation

Although a fixed-route transit system has been researched and discussed for Bend, no concrete decisions have been yet made as to the type and location of this service. Because these decisions have not yet been made, it is difficult to assess how transit might affect the downtown – especially how it might affect on-street parking. Without doubt, there will eventually need to be several transit stops in Bend. The size of the vehicle used in the transit system will determine the appropriate type of stop. It may be that existing curb extensions can be used.

Likewise, the location of a transit transfer station is not feasible to determine at this time without a more complete understanding of the type of transit system. Philosophies on locating transit transfer stations vary. Some planners believe that transfer stations should be located in the heart of the business district, and others are concerned about the amount of land taken from commercial uses.

As Bend moves closer to a fixed route transit system that can be relied upon by employees and visitors, several other steps can be taken to improve the downtown's accessibility. These steps are strategies that would likely be considered for mid to long-term implementation.

- As the transit system concept evolves, develop standards and locations for transit stops and amenities in the downtown,
- Evaluate and develop a downtown transit transfer facility, consider also the means of interconnecting to future regional transit services,
- Establish both 5 and 10-year percentage mode split targets for public transit ridership,
- Enhance the interconnections between downtown and the college campus and the Old Mill District with a seasonal or permanent trolley or shuttle, and
- Interconnect the Mt. Bachelor Super Shuttle parking lot to the downtown for employee parking and special events.

Current suggestions include connecting the college with Downtown Bend. A transit system connecting Redmond and the airport with Downtown Bend is another possibility. In both cases, the transit system should incorporate satellite parking lots (such as the Mt. Bachelor Super Shuttle Lot) into the system.

SUMMARY – Transportation Demand Management Elements

A high percentage of Bend's downtown employees arrive for work by SOV. Currently, conditions in downtown may not support a large conversion from SOVs to other modes, since parking is

[19] Detailed information regarding pedestrian/sidewalk network infill needs can be found in Section 4.2.2.1, see particularly Figure 3 of the TSP report.

relatively available and there are few incentives to walk, bicycle, carpool, or use public transportation. However, there are a number of good opportunities to increase the use of these other modes, especially as downtown grows. These include education, incentives, disincentives, and facility improvements. Proposed TDM strategies must adhere to the Guiding Principles and enhance efforts to improve mobility, increase access and provide efficiency.

Section VI: Development of New Parking Supply

Section VI: Development of New Parking Supply

Information from the parking and utilization study (Section I) indicates that the absorption of peak hour parking supply is occurring at a rate of approximately 27 – 35 stalls each year. Parking in the Core Zone is effectively maximized, though some abuse of the 2-hour zone is taking place (i.e., moving to evade) which reduces capacity for intended priority users. Parking in the Emerging Core Zone and the Commercial Transition Zone is not yet fully maximized but unused space in the peak hour is being consistently absorbed each year. In a status quo environment, it is estimated that the entire study area will be at 85% utilized in the peak hour by the year 2005-2006. Finally, the parking utilization study was able to quantify parking demand that would be associated with new development at approximately 1.78 to 1.98 stalls per 1,000 gross square feet.

Downtown Bend's growing core area will ultimately require development of new parking supply. The timing for adding supply is contingent on a number of factors, which include:

- New development and its associated demand.
- Losses of existing parking supply through redevelopment.
- Normal growth in customer, visitor, residential and employee demand.
- Implementation of parking management strategies.
- Implementation of Transportation Demand Management (TDM) strategies.

To facilitate Bend's ability to move forward in planning for and financing future parking supply, the SWG initiated a process to review and evaluate possible structured parking scenarios.

1. SWG PROCESS – PARKING DEVELOPMENT SCENARIOS

A number of work sessions on parking development were held with the SWG and the Bend Development Board. These work sessions led to creation of a sub-committee on parking development that spent three additional work sessions detailing and refining assumptions and revenue/expense information for incorporation into draft parking development proforma.

For purposes of this review, the SWG and the sub-committee developed three proforma drafts, each modeling an assumed parking facility at the Oregon Street Mall (OSM) site. The OSM site was deemed an ideal site for a future parking structure due to its ownership, controlled by the City, and its geographic proximity to existing and future core development(s). All assumptions for construction costs/financing, equity, demand, revenue generation and parking operation expenses were developed based on information from comparable parking projects recently developed in Oregon and consensus input from the SWG and BDB. It was essential for purposes of this study that the SWG and BDB reach consensus on the data input for the proforma spreadsheets to assure a clear understanding of the realities associated with development of structured parking.

The three parking scenarios included:

- **Scenario 1** – A 300-stall parking facility constructed on a 30,000 square foot pad. The facility would be on four levels averaging approximately 85 stalls per level. There would be no retail component in the garage itself, the concept being to place the facility on the interior of a site

and allow future development to surround the parking component. This allows a low-end garage design to keep construction costs down.

- **Scenario 2** – The same design as Scenario 1, but revenue estimates assume paid parking for customers and visitors as well as employees in an attempt to maximize revenue.

- **Scenario 3** – A 342-stall parking facility constructed on a 40,000 square foot pad. The facility would be four stories high, with three levels of parking (about 114 stalls per floor) over 20,000 square feet of ground floor retail. The facility would be a freestanding parking facility with the retail frontage abutting the lot line of the site. This would require a higher end façade design component. The retail component and the higher end design result in a higher per stall development cost.

Detailed proforma work sheets for each of the three SWG parking development scenarios are attached to this report (see Attachment B). A summary of findings from the proforma analyses is outlined below.

A. Proforma Findings (Parking Structure Development)

- Total number of stalls constructed ranged from 300 to 342 stalls.
- Site pad ranged from 30,000 square feet to 40,000 square feet, the larger pad necessary to accommodate ground level retail.
- Average construction cost per stall ranged from $19,875 per stall to $28,211. The upper range associated with a garage with retail located at the lot line, thereby requiring additional costs related to retail and the façade design.
- Retail adds about $1.6 million to total construction costs, exclusive of soft costs.
- All scenarios assume the City will contribute $3 million in equity and land costs.
- Based on current market assumptions for parking pricing and demand, all three scenarios proforma with negative cash flow through the first 10-years of operation.
- Cash flow ranges from <$149,000> to <$277,000> annually.
- Employee monthly parking rates were estimated at approximately $35 per month at garage opening.
- "Market" monthly rates would need to be in the range of $80 - $100 per month to break even. This range does not provide for any positive cash flow.
- The best performing scenario assumes a combination monthly pass sales and paid customer parking for hourly, daily, and weekend and evening activity.
- All scenarios assume public financing at 5% over 25 years.

Table 13, provides a comparison of the three development scenarios and the basic elements contained within them.

Table 13
Parking Development Scenarios – Proforma Assumptions

	Scenario 1 Interior to Site/Free visitor parking	Scenario 2 Interior to site/charge customers to park	Scenario 3 At lot line/with retail
Site size (square footage)	30,000 SF	30,000 SF	40,000 SF
Number of Total Parking Stalls	300	300	342
Number of "net" new parking stalls[20]	175	175	217
Retail square footage	0	0	20,000 SF
Total development cost	$5,962,500	$5,962,500	$9,648,500
City/BDB Equity contribution	$3,400,000[21]	$3,000,000	$3,000,000
Cost of Land to Project[22]	$0	$0	$0
Total cost per stall to construct	$19,875	$19,875	$28,211
Assumed Rate of Finance/Term	5%/25 years	5%/25 years	5%/25 years
Assumed monthly parking rate	$35 per month	$33 per month	$35 per month
Hourly and Daily Rates	None	$0.60 per hour $2.50 per day $1.50 eves. /wknds.	None
Annual Debt Service	$179,618	$207,656	$526,173
Annual *Net* Revenue @ 10 years annualized	$18,134	$59,103	$249,526
Average annual cash flow +/<> @ 10 years annualized	<161,484>	<$148,553>	<$276,647>
Monthly Revenue per stall necessary to break even	$79.86	$76.26	$102.41

The proforma scenarios are not intended to be representative of final construction costs for a specific parking project or a final operating format (i.e., mix of monthly, hourly and daily users). As stated earlier, they represent best case estimates representing costs associated with a possible parking development. These costs are based on financing and operating assumptions derived from comparable projects in other jurisdictions and active input from the SWG and BDB. Overall, the purpose of the proforma analyses was to test various options and to develop a solid foundation for the planning and financing of future parking supply. New assumptions and additional information can be input into the draft proforma models as necessary.

[20] The site selected for modeling the proforma scenarios (OSM site) currently has 125 surface parking stalls. These stalls would be lost as a result of a garage development. As such, total net new stalls for the downtown take account of the fact that these stalls would be replaced in the parking structure..

[21] Scenario 1 assumed an additional $400,000 equity contribution, possibly from the sale of public land.

[22] These proforma assume that the value of the land at the OSM site would not be included in the development cost, thus reducing financing costs and overall debt service for the project.

Given the negative cash flow identified in the proforma analyses, the SWG recognizes that pursuit of a publicly initiated garage project will require additional revenue beyond the City/BDB's commitment of approximately $3 million dollars and land. The SWG recommends that a process begin immediately to identify those sources of revenue to ensure that development of new parking supply occur in a timely manner.

2. POTENTIAL REVENUE OPTIONS

The fiscal challenges of parking, transportation, and economic development in downtown are common to many communities across the country. Rapid changes in development patterns of the past thirty years has resulted in significant changes to the urban landscape and many downtowns have had to revisit the services provided and the revenue sources used to provide them. In most instances, communities use a combination of funding sources to cover transportation capacity needs. The SWG reviewed several models to provide a basis for discussing funding options for the public parking system. The SWG believes that implementation of one or more of the revenue options described below will be necessary to assure the feasibility of future structured parking in the downtown.[23]

Downtown Parking District Assessment Fund

Businesses pay for parking through an assessment based on parking demand. If a business provides spaces associated with their property, it is credited for the spaces by reducing the assessment. The amount of the tax is based on the demand for spaces. The Parking District assessment is computed by dividing the total revenue required to operate and administer a Downtown Parking District for each fiscal year by the total parking demand by the business uses (i.e. retail, office, etc.) in the Downtown Parking District. Salem, Oregon uses this method.

Parking Leasehold Fund

Revenues can be generated from retail space leases as a business license fee. Fees can be based on square footage, volume of sales or assessed as a flat fee on business.

Parking Fines

Parking fine revenue can be dedicated to a parking district fund for use in covering debt, maintenance and/or marketing and communications. Bend already dedicates parking fines to a parking fund.

City Sales Tax

A sales tax implemented in a specific geographic zone based on retail sales. Apparently, the City of Roseburg implements a gross receipts sales tax combined with a fixed fee for certain service type businesses.

[23] This list of funding options is not intended to be all inclusive, but rather a sampling of mechanisms in use in other jurisdictions for the purpose of developing public parking supplies.

Business Improvement District (BID)

A Business Improvement District (BID) assesses businesses or buildings in a specific geographic area to pay for program development or capital improvements such as parking. Property owners or businesses within the BID contribute money based on an assessment to a fund that is normally managed by a non-profit agency. Several cities in Oregon have formed BIDs to promote downtowns and main street districts. BID's are in place in Portland, Eugene , Gresham and Medford.

BIDs can be funded through a variety of sources. The most straightforward source is an assessment based on building value or business square footage. Commonly, property management license fees can be implemented that are managed by the City or a non-profit organization. The costs of BIDS vary depending on the reach of the plan and the businesses that join. Typically, commercial BID members pay ten to fifteen cents per square foot.[24]
Local Improvement District (LID)

A local improvement district (LID) can be implemented in a manner similar to a BID. However, as BID's can be spent on a range of projects and/or programs, a LID can only be spent on capital projects. LIDs are a common funding tool used by municipalities around Oregon.

Use of Urban Renewal Funds to make Capital Improvements

Many Oregon cities operate urban renewal districts to finance projects that give the City urban renewal powers. The $3 million Bend has directed/dedicated to a future parking facility is from urban renewal funds.

City Capital Improvement Program (General Fund)

During the fiscal year the City can use monies from the General Fund to support both operating and/or construction costs associated with parking development. The transfers may either take the form of a grant or an interfund transfer that must be repaid (the terms of which vary on the purpose of the funds).

Increase User Fees or Priced Parking

User fees could include:

- Increases in current monthly permit fees (the three proforma assume an increase to about $35).
- Consideration of priced on-street stalls as a revenue generating option (i.e., parking meters).
- Attaching user fees to ticket prices (i.e., future convention center/performing art center)

The revenue generation potential of user fees could be significant and could support expenditures in a Parking Fund. It is important however, that the revenue generated from these sources be collected into the Parking Fund to reinvest into the parking system. User fees are in place in many jurisdictions. They are most successful when set up to cover specific projects/programs.

[24] *The Livable City: Revitalizing Urban Communities*, Partners for Livable Communities, Washington D.C., 2000.

Portland's Rose Quarter Arena parking garages were underwritten through a fee charged to every ticket sold for events at the complex.

Public/Private Partnership

The City can use its committed revenue to attract and partner with a private entity to develop parking through a joint development agreement. Other jurisdictions have accomplished this through a public request for proposal process.

Parking Fee 'In Lieu'

Parking in lieu fees are payments to a jurisdiction by a developer as a means to waive minimum parking requirements associated with a development. Though not regularly used as a significant revenue source, appropriately priced parking in lieu fees can serve to support enforcement efforts, restriping, security patrols, and augment a City parking opportunity fund used for a variety of parking infrastructure improvements. Bend currently provides for a fee-in-lieu option for developments in the CB zone. Various fee-in-lieu programs are in place in cities along the west coast (i.e., Corvallis, Newport, Vancouver, WA). The amount of the fee and expectations for parking entitlements associated with the fee vary greatly.

System Development Charges (SDC)

System development charges (SDC) are generally a fee charged to new development based on a "trip generation" formula for use types (i.e., hotel, residential, commercial). New developments are assessed the SDC based on the impact of new development on existing transportation system capacity. Charges are directed to specific projects with the intent to use funds collected to add new capacity to an area impacted by development. SDC fees are in place in many Oregon jurisdictions for funding roadway capacity and signalization systems.

3. BUSINESS BASED FEES – SAMPLE APPLICATION FOR BEND

To develop a sense of cost impact, the SWG asked the consultant team to evaluate the impact of spreading the ten-year annualized negative cash flows from the proforma analyses across commercial development within the project study area. Without determining the vehicle for assessing a fee (i.e., BID, LID, business license fee, etc.) the SWG was interested in the overall costs businesses might face if support for such a "parking development fee" could be obtained.

To facilitate this evaluation, the total square footage of commercial within the study area was estimated at 835,448 square feet.[25] This square footage includes all retail, restaurant and commercial office space. The total does not include any residential properties located within the study area. The basic concept would be to spread negative cash flow as a fee per square foot of commercial space. The exercise did not attempt to develop more sophisticated modeling that might account for a business' proximity to parking or the type of business. The purpose of the exercise was to create a basic sense of the impact of business-based fees for parking. This base

[25] This number was derived from the Bend Downtown Parking Study prepared by Kimley-Horn & Associates, 1998.

model could be further developed should the City and the business community desire to proceed with implementation of business fees for parking development.

Table 14 summarizes and illustrates costs associated with each development scenario as a function of square footage.

Table 14
Cost Per Square Foot to Cover Garage
Negative Cash Flow

Scenario	Average Annual Debt Service	Business Type(s)	Total Square Footage	Annual Cost cents per sq. ft.	Monthly Cost cents per sq. ft.
1	$161,484	Retail, Restaurant, Office	835,448	.19	.016
2	$148,553	Retail, Restaurant, Office	835,448	.18	.015
3	$276,647	Retail, Restaurant, Office	835,448	.33	.028

As Table 14 indicates, costs per square foot of business space could range between eighteen cents ($.18) and thirty-three cents ($.33) per square foot annually, depending on the parking design scenario that might be pursued. On a monthly basis, the cost would range between a penny and one half ($.015) and nearly three cents ($.028) per square foot. Table 15, below, attempts to summarize the square footage costs in Table 14 as they might then be applied to businesses by size.

Table 15
Cost per Business by Size
To Cover Negative Cash Flow

Business Size	Annual Cost	Monthly Cost
	Scenario 1 - <$161,484> Cash Flow	
1,000 sq. ft.	$190	$15.83
2,500 sq. ft.	$475	$39.58
5,000 sq. ft.	$950	$79.17
10,000 sq. ft.	$1,900	$158.33
	Scenario 2 -<$148,553> Cash Flow	
1,000 sq. ft.	$180	$15.00
2,500 sq. ft.	$450	$37.50
5,000 sq. ft.	$900	$75.00
10,000 sq. ft.	$1,800	$150.00

Business Size	Annual Cost	Monthly Cost
	Scenario 3 -<$276,647> Cash Flow	
1,000 sq. ft.	$330	$27.50
2,500 sq. ft.	$825	$68.75
5,000 sq. ft.	$1,650	$137.50
10,000 sq. ft.	$3,300	$275.00

As the above table illustrates, a business occupying 2,500 square feet would pay between $37.50 and $68.75 per month if a business based fee was assessed to support development of a downtown public parking garage. Again, the funds raised through such an assessment would be coupled with existing public funds to assure coverage of negative cash flows/debt service for such a facility.

4. NEW PARKING SUPPLY DEVELOPMENT TIMELINES

Once the City and stakeholders identify funding sources and move to initiate construction of a new parking facility certain timelines for completion would apply to the development scenario chosen. The following outlines a process timeline for the two new parking development scenarios listed in the section above. The two development options include construction of a freestanding garage surrounded by separate developable retail pads and construction of a parking structure with the retail element incorporated into the ground floor. It is assumed that either development option would be built on the City's Oregon Street Mall site.

A. Garage Only – Scenarios 1 and 2

2-4 months: **(Step 1)** ***Completion of public input process for Bend Parking Plan Project.*** This would entail bringing BDB Policy Committee and Parking and Access Advisory Committee to a full understanding of the assumptions and financial considerations in the proforma scenarios for a 300 stall parking facility.

2-3 months: **(2)** ***Identification and consensus on funding options.*** Current proformas show a substantial negative net income over debt service. A process would be initiated to explore funding options, evaluate public commitment and participation and develop a "consensus package" of funding options that would secure financing of the construction and operation of the parking structure.

2 months: **(3)** ***Public policy changes to initiate preferred funding option(s).*** City Council and public hearing process to initiate and/or enact funding agreements (i.e., BID's, LID's, assessments, sale of public property, etc.)

2-3 months: **(4)** ***Public process to retain a developer.*** City would engage in public bidding process to select a developer for the parking project.

3-4 months: **(5)** ***Project design.*** Development team designs project and completes construction level drawings.

2-4 months: **(6) *Public hearing on design, project development and permitting.*** Existing City process to review and approve design and development.

6-9 months: **(7) *Construction and opening*.** Actual development of facility.

Total Development Timeline (Garage Only)* □ *19 – 29 months

B. Mixed Use and Garage – Scenario 3

5-6 months: **(Steps 1-3) *Completion of public input process for Bend Parking Plan Project.*** The first three steps for the mixed-use garage timeline parallels that of the garage only timeline.

3-5 months: **(4) *Public process to retain a developer.*** City would engage in public bidding process to select a developer for a mixed-use development for the entire site.

3-5 months: **(5) *Project design.*** Development team designs project and completes construction level drawings.

0-36 months: **(6) *Tenant pre-lease.*** Developer could be required to bring immediate commitment of mixed-use tenants to the bid process or be allowed to retain option to the site for a specified period of time. If deal is a development option, then retaining pre-lease commitments could extend the actual construction of the project.

2-4 months: **(7) *Public hearing on design, project development and permitting.*** Existing City process to review and approve design and development.

12-15 months: **(8) *Construction and opening*.** Actual development of mixed use project.

Total Development Timeline (Mixed Use With Parking)* □ *26 – 74 months

The outline above is estimated for purposes of discussion. It is also dependent upon several important factions that include:

- Public understanding and consensus related to real costs associated with development of a commercial project (i.e., realities and implications of pro forma assumptions);
- Consensus on a funding package that would "pencil" a project, and;
- In the case of a mixed-use development, the potential demand for new commercial, retail and/or residential square footage. There would need to be high demand to create the revenue stream necessary to support both the mixed-use project and a parking facility.

5. ROADMAP TO POTENTIAL BUSINESS-BASED FEE TO SUPPORT NEW SUPPLY

A process to define, determine and implement a fee on business to support financing and operation of a new parking garage may be necessary for Bend to move forward with garage development, particularly if a public/private co-venture is not feasible. The steps associated with the creation of such a fee will require the involvement of the City, BDB and business community.

Coordination of the process would be most successful if co-led by the BDB and representatives of downtown businesses and building owners (i.e., Chamber of Commerce and Bend Downtowners). As illustrated in the timelines from Section 4, above, a public process of between six to nine months would be required to evaluate options, develop consensus and initiate public code, policy and legal requirements necessary to implement a fee. An outline of action steps is provided below:

a. Form an Action Committee. A committee of stakeholders who would likely be affected by a new fee should be created to serve as the primary forum for evaluating and recommending fee options. The committee should have City staff represented as well as City legal counsel.[26] It is recommended that the committee be chaired by a business community representative. Private sector members should include a mix of property owners and small and large business owners. The committee could be staffed by BDB staff or the Parking and Access Manager. The overall committee charge would be to:

- Evaluate a range of fee options that would be assessed to businesses, properties or a combination of both to support parking development in the downtown.
- Develop accurate information on affected land uses and an inventory of square footages in the downtown from which a fee would be derived.
- Determine the most appropriate geographic area that would benefit by parking development and the fees associated therein.
- Determine the most feasible and publicly acceptable business-based assessment to support parking development in the downtown.
- Consider and recommend the most feasible and equitable option for approval and implementation by the City of Bend.

b. Information Gathering (Fee Options). The Action Committee will need to assemble a range of information on fees currently in place in the State of Oregon and nationally that have been targeted for public parking development. Staff would prepare summary briefs on different fee systems in place in other jurisdictions with the intent to educate committee members on the different fees and the opportunities and challenges that each present. Similarly, the City's legal counsel would assist in evaluating each fee option from the perspective of its applicability to Bend. Ideally, the Action Committee would narrow fee/assessment options to a short-list of scenarios that could be reasonably tested within the larger business community.

c. Information Gathering (Assessment Scenarios). The Action Committee will need to compile detailed information of downtown commercial and retail land uses. A complete inventory of business by square footage and buildings by assessed value will need to be collected. This database will serve as the basis for calculating potential assessments pending the narrowing process in (b) above.

d. Public Process. The Action Committee would engage in a number of public interaction processes to test, refine and further narrow fee options. The public process would be a

[26] Participation by City legal counsel will be important given that new fees will be governed by City, State and Federal law.

combination of one-on-one visits/interviews with key affected stakeholders, presentations to business associations/organizations, City Council briefings and larger public workshops. Elements that the Action Committee would test in the public process would be type of fee as well as estimates of the fee amount that could be assessed to individual stakeholders. Also, issues of equity and how a fee might be distributed within specific geographic areas would be tested and refined.

e. Fee/Assessment Recommendation. The public process will determine and/or inform the Action Committee of the feasibility of a specific fee scenario. At the end of the public process the Action Committee would make a recommendation as to the specific fee mechanism to be fully developed and implemented by the City.

f. Packaging and Education. A complete fee assessment package will need to be developed for each affected business/property to inform them of the purpose, strucuture, timing and requirements associated with the recommended fee. It is likely that the fee package would include a request or petition to either support or remonstrate for the fee. Support for the fee would then be translated into a request of the City Council to adopt and implement the fee.

g. Legal Requirements. City legal counsel would need to prepare the findings, policy implications and ordinances necessary to implement the recommended fee. Additional public hearings as required by Bend's Council process would need to occur.

h. Adoption and Implementation. City Council, upon the recommendation of the Action Committee and support from the business community would adopt and implement the fee/assessment.

Overall, development of a business-based fee that could be applied to the financing and operation of parking facilities in the downtown will require a rigorous outreach and education effort. It will be important to convince the business community that funds raised from such fees are applied to parking priorities that have been established. Also, equity in how fees are applied, and how individual benefit from parking is derived should be reflected in the fee structure.

SUMMARY – Development of New Parking Supply

It is apparent that as Downtown Bend grows, so too will demand for parking. Current estimates indicate that the parking supply will reach 85% capacity by the year 2005-2006. New development, a faster pace of trip growth, losses of current parking supply, parking and transportation demand management programs and/or other events can work to accelerate or moderate the need for new parking supply.

The proforma analyses conducted for the SWG indicate that the feasibility of a new parking structure will require additional sources of revenue beyond anticipated parking revenue and the City's commitment of urban renewal funds and land. In the absence of a private developer, the SWG recommends that developing a new parking facility in the downtown needs to begin immediately if the downtown is to be prepared to meet future demand and support continued business growth.

To support this, the SWG recognizes and recommends that a business-based fee be developed for application in the downtown to support the construction and operation of a structured public parking facility. It is recommended that funds from such a business-based fee be coupled with existing public funds and incentives (i.e., urban renewal and land costs) to assure coverage of debt service and operations. A public process for testing fee scenarios and refining a final assessment format should begin with adoption of the near-term recommendations presented in this report (see Section VII).

Section VII: Summary Recommendations for Near-Term Implementation

Section VII: "Check List" Recommendations for Near-Term Implementation

The Parking Management and Transportation Demand Management Plans outlined in Sections IV and V of this report are very detailed plans designed to be implemented over time in response to specific utilization and demand triggers. However, several strategies and programs developed by the SWG are recommended for near-term implementation. These strategies would have an immediate impact on improving access and capacity in the downtown, particularly for customer/visitor trips.

A "check list" of near-term implementation strategies is outlined below for the following categories:

- Policy Recommendations
- Parking Management Zone Recommendations
- Transportation Demand Management Recommendations.
- Area wide Recommendation

The SWG strongly recommends that the strategies summarized in this section be approved for immediate implementation with adoption of this plan.

1. OVERALL POLICY RECOMMENDATIONS

❑ **Adopt the Guiding Principles for Parking Management as a policy element of the zoning code.**

The Guiding Principles for Parking Management should be adopted as a policy element of the current parking code. Incorporating these principles into City policy assures that the intent and purpose for parking management is carried out over time.

❑ **Adopt the SWG Recommended Downtown Parking Management Zones and Operating Principles as a policy element of the zoning code.**

Parking Management Zones should be established and the Operating Principles described in this report should be used to guide the evaluation and management of day-to-day dynamics of parking activity.

❑ **Adopt the Rule of 85% to facilitate/direct parking management strategies.**

The Rule of 85% is a measure of parking utilization that acts as a benchmark for parking management decision-making. Once the supply of parking routinely exceeds 85% occupancy in the peak hour, the Rule of 85% will require implementation of parking management strategies to bring peak hour occupancies to a level below 85%. This guarantees that intended/priority users for parking are accommodated. Having the Rule of 85% in effect will assure that a process for evaluating and responding to future parking activity in the downtown is in place.

❑ **Assign or create a position of "Parking and Access Manager" for the City of Bend.**

The complexity of parking and access is increasing as the City and the downtown grows in size and activity. A single person should be assigned to oversee and manage all aspects of the downtown parking program. Ideally, this person would report to a Parking and Access Advisory Committee to routinely review parking activity in the downtown.

❑ **Information and Awareness.**

Develop and implement an employee/customer information campaign to raise the awareness of the public as to the City's goals and objectives for parking in the downtown. This program should be developed in conjunction with the downtown merchants' association and the Chamber of Commerce.

2. ZONE 1 RECOMMENDATIONS

❑ **Enforcement: Improper use of parking in Zone 1.**

Approximately 28 vehicles "move to evade" in Zone 1 on an average day. This type of parking is generally associated with employees parking in the Zone and moving their cars throughout the day to evade enforcement.

Implement the following strategies:

A. Increase level of enforcement more consistently throughout the day.
B. Initiate a "moving to evade" policy in the parking code.
C. Eliminate any employee monthly parking that may exist within Zone 1.

❑ **Improve residential permit program.**

There are flaws with the current residential permit program that allows unlimited on street parking throughout the downtown. Implement the following strategies:

A. Initiate a new residential permit program – with a minimal fee, restricted to 200 feet from the permit holders' primary residence.
B. Fees collected should go to the parking fund.

❑ **Improve downtown directional signage.**

Existing downtown directional signage to parking areas is not ideal. Implement the following strategies:

A. Develop a logo/identity for off street public parking lots.
B. Upgrade on street directional signage to incorporate logo/identity
C. Install uniform signage at all public off street facilities

❑ **Evaluate and reduce 15-minute stalls.**

The recently completed capacity and utilization inventory of downtown revealed that the majority of 15-minute spaces in the downtown are significantly underutilized. As with Zone 1, implement the following strategies:

A. Develop and implement a policy for the placement of 15-minute zones in the downtown. The policy should contain specific criteria against which a business requests, and is granted, a 15-minute zone. The criteria established should assure that an approved 15-minute zone supports a specific economic use that a standard 2-hour zone does not serve.
B. Reduce/eliminate existing underutilized 15-minute zones.

3. ZONE 2 RECOMMENDATIONS

❑ **Eliminate employee on-street permit parking in Zone 2.**

Off-street facilities in Zone 2 have capacity for additional parking. On street parking in this Zone should be prioritized for customer and visitor parking.

A. Transition/assign existing monthly permit holders from on street to off-street lots.
B. Prohibit sale of on-street monthly permits in Zone 2.

❑ **Evaluate and reduce 15-minute stalls.**

The recently completed capacity and utilization inventory of downtown revealed that the majority of 15-minute spaces in the downtown are significantly underutilized. Implement the following strategies:

A. Develop and implement a policy for the placement of 15-minute zones in the downtown. The policy should contain specific criteria against which a business requests, and is granted, a 15-minute zone. The criteria established should assure that an approved 15-minute zone supports a specific economic use that a standard 2-hour zone does not serve.
B. Reduce/eliminate existing underutilized 15-minute zones.

❑ **Initiate planning for development of new supply in Zone 2.**

A strategically located parking facility in Zone 2 will provide access opportunities for employees (near-term) and customers (as on-street system is maximized).

A. Identify future parking structure location.[27]
B. Prepare desired design and operating format.

[27] The SWG and BDB have identified the Oregon Street Mall site as the most promising site for near-term development of a parking garage. The site is currently under City ownership and ideally located within the downtown core.

C. Refine draft OSM performas to account for new information (if any) on demand, funding, availability and cost efficiencies with actual space built
D. Prepare detailed final proforma analysis covering construction financing, operating revenues/expenses and debt-service coverage requirements.
E. Move forward to conceptual design and construction subject to finalization of total funding package OR soliciting proposals for joint public/private development agreement.

4. ZONE 3 RECOMMENDATIONS

Near-term strategies for Zone 3 will be triggered by actual development of new supply in Zone 2. Implementation of Zone 2 strategies must be completed before more aggressive programs in Zone 3 are implemented. This will allow for transition of employees parking in Zone 2 to either move into available off-street parking in Zone 2 or specific areas of on-street parking identified in Zone 3.

PHASE 1 – CONCURRENT WITH NEAR-TERM ZONE 1 AND ZONE 2:

❑ **Identify specific areas in Zone 3 where on-street permit parking is allowed.**

As employees from Zone 2 are transitioned out of on-street spaces in Zone 2, it will be important to direct employees to specific areas of Zone 3 (on and off-street) to minimize on-street conflicts with commercial uses in Zone 3.

❑ **Create varied rate structures to incent employee parking in specific areas.**

By creating rate structures that encourage off-street parking, the City can allow rate to influence employees decisions on where to park (for instance, lower monthly rate to park in off-street location, higher rate in specific on-street locations).

PHASE 2 – WITH IMPLEMENTATION OF NEW PARKING SUPPLY:

❑ **Cap/attrition the number of on-street employee permits sold in Zone 3.**

Limit the number of on-street permits sold to consolidate all employee parking in the downtown to off-street locations.

❑ **Prohibit monthly employee permit parking along Riverside Boulevard.**

Currently, Riverside Boulevard is filled with employee parkers. This removes parking supply from visitors to the park and to downtown. As new supply is developed (see Zone 2, item 5 above), it is recommended that this area be transitioned to short-term parking only.

5. ZONE 4 RECOMMENDATIONS

At this time, there are no near-term strategy recommendations for Zone 4. It will be important to assure that strategies implemented in Zones 1 – 3 are managed to minimize employees moving into adjacent residential areas. This can be managed through reasonable rates and simple manipulation of the current mix of parking in Zones 1 – 3.

When new supply is developed for the downtown, it is recommended that a Residential Area Permit Program be implemented in Zone 4 to protect residential parking for residential uses and visitors.

6. TRANSPORTATION DEMAND MANAGEMENT

- **Create carpool-parking stalls in City-owned lots and consider discounting approved carpool permits in "premier" parking locations.**

  Carpools can be encouraged through rates and location.

- **Information and Awareness.**

  Develop and implement an employee/customer information campaign to raise the awareness of the public as to the City's goals and objectives for alternative mode use in downtown. As with the information and awareness campaign for parking (see A. POLICY RECOMMENDATIONS, above) this program should be developed in conjunction with the Bend Downtowners association and the Chamber of Commerce.

- **Enforce existing code for bicycle parking (racks).**

  Through the new Parking and Access Manager, assure that appropriate bike parking is developed in new commercial projects downtown. This review would take place by the Parking and Access Manager through the development review and permitting process.

- **Riverside-Franklin corridor.**

  Add bike lanes from the Galveston/Riverside intersection along Riverside to Franklin to Third Street. This would provide for good east-west connectivity along the south side of downtown.

- **Build infill sections of sidewalks, particularly in neighborhoods in Zones 3 and 4.**

  Begin to identify primary connections between adjacent neighborhoods and the downtown to assure that pedestrian connectivity is at its highest level. This includes safe, secure and well-lighted sidewalks and with intersection designed with pedestrian safety in mind.

- ❑ **Develop 5 and 10-year percentage mode split targets for each transportation mode.**

  City of Bend Commute Options staff and the Parking and Access Advisory Committee should begin a process to identify both 5 and 10-year percentage mode split targets for carpools, transit, bicycles, and walking.

- ❑ **Develop standards and identify locations for transit stops and amenities in the downtown.**

  Identifying future transit/shuttle stop locations and the amenities associated with them now will facilitate the overall planning process that includes pedestrian systems, route planning and funding needs.

- ❑ **Enhance the interconnection between the Old Mill District, the college campus, the Mt. Bachelor Super Shuttle lot and the downtown with a seasonal or permanent trolley or shuttle.**

  There is a significant economic benefit, as well as access benefit, to linking commercial and other population clusters to the downtown. Initiation of a process to examine these connections and evaluate funding, routing and schedules is highly recommended.

7. **AREA WIDE RECOMMENDATION**

- ❑ **Initiate process to establish a business based funding program to support development of new parking structure(s).**

  Initial proforma analysis developed as a part of the *Downtown Bend Transportation/Parking Strategic Plan* study indicate that new parking structure will not be self-supporting. As such, to assure that new supply is created, additional revenue sources beyond those already committed will need to be identified and procured. It is recommended that the City of Bend, the BDB and Downtown Stakeholders explore options for cooperative funding for development and on-going operations of new parking facilities and to support the recommendations outlined in this plan.

SUMMARY – "Check List" Recommendations for Near-Term Implementation

The strategies recommended in this Section are intended for immediate implementation upon adoption of the *Downtown Bend Transportation/Parking Strategic Plan* by the City of Bend. These strategies are intended to put a focus on parking and transportation through adoption of Guiding Principles for the downtown and Operating Principles for unique parking management zones. Furthermore, assignment of responsibility for parking, access and transportation demand management to a single manager will assure hands on and coordinated efforts to operate the

SUMMARY – "Check List" Recommendations for Near-Term Implementation

The strategies recommended in this Section are intended for immediate implementation upon adoption of the *Downtown Bend Transportation/Parking Strategic Plan* by the City of Bend. These strategies are intended to put a focus on parking and transportation through adoption of Guiding Principles for the downtown and Operating Principles for unique parking management zones. Furthermore, assignment of responsibility for parking, access and transportation demand management to a single manager will assure hands on and coordinated efforts to operate the parking system in an aggressive and strategic manner to attain priority goals and objectives for access.

Specific near-term strategies have been designed and suggested to capitalize on efficiencies that can be made quickly and cost-effectively within the current parking supply. These strategies also put in place a system that will be better coordinated with priority uses and the future development of new structure. Finally, elements of the TDM plan to be implemented will establish a framework for successful implementation of alternative mode strategies as demand for access in Bend grows.

Section VIII: Organizational Relationships – Plan Implementation

Section VIII: Organizational Relationships – Plan Implementation

The information and strategies presented in Sections I – VII of this plan represent a detailed body of work, whose implementation and on-going management will require a coordinated and concentrated effort by the City of Bend. The successful implementation of the plan will require the efforts and participation of numerous "players" in the downtown. Each has a role to play and resources to devote to the plan.

This section of the report will attempt to summarize those organizational relationships to serve as a template for action. Figure 8 (next page), provides an organizational outline of relationships, roles and responsibilities among stakeholders. It is important to note at this time, however, that the management of parking and transportation for the downtown is a fluid process, based on good policy guidelines adopted in the code and triggered routinely by the actual dynamics of access in the downtown over time. As such, it is important to underscore the vital role that the new Parking and Access Manager will play in overseeing the entire plan process.

1. INITIAL IMPLEMENTATION – STAKEHOLDER ROLES

A. Bend Development Board

The Bend Development Board (BDB) will play a key role in two areas:

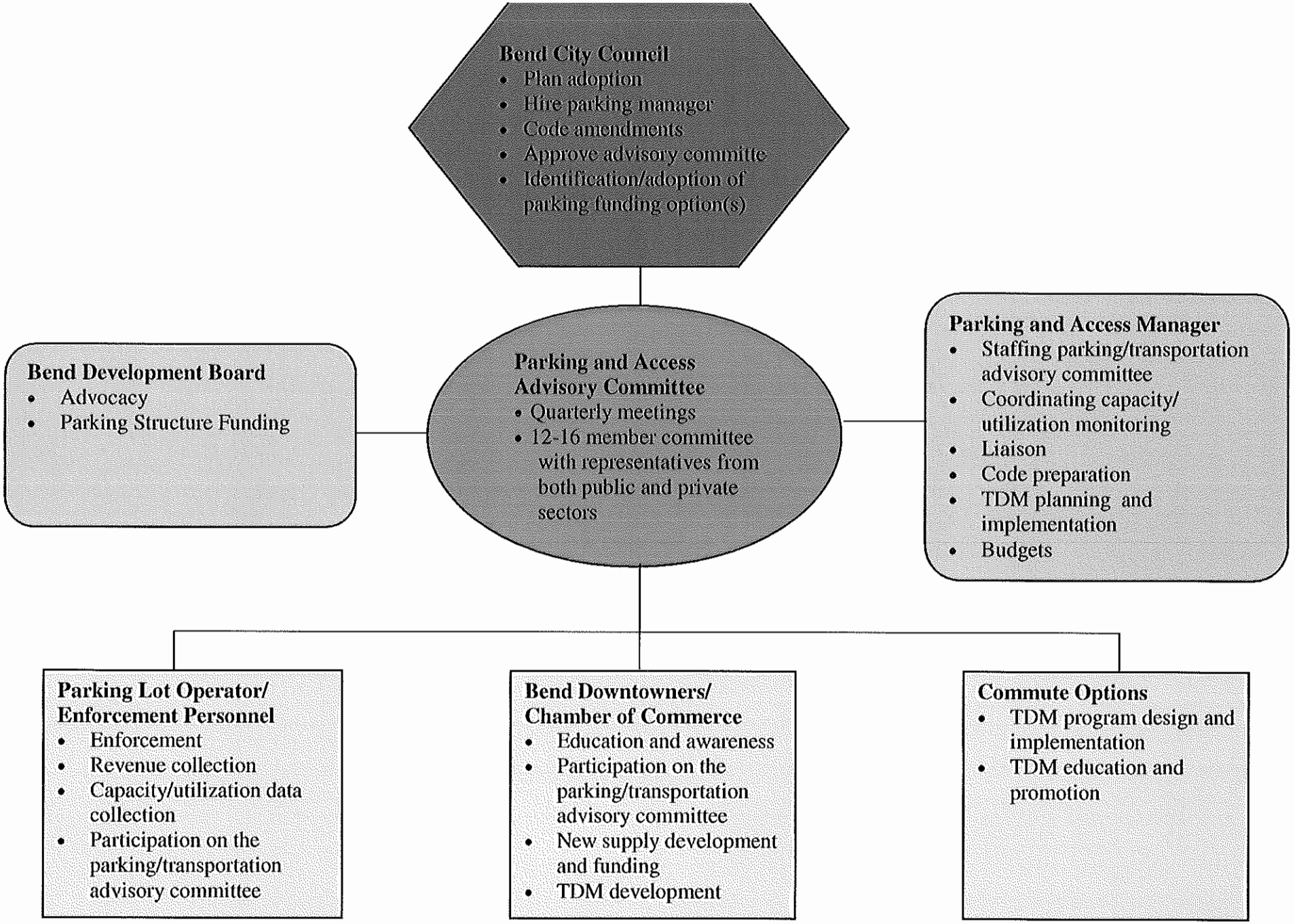
1. Advocacy. Advocating for adoption of the *Downtown Bend Transportation/Parking Strategic Plan* represented by this study. The BDB's endorsement of the plan and recommendation that major elements of this plan (particularly those elements represented in Sections III, IV, V and VII) be adopted and translated into both City Policy and code will be critical to the success of this plan.

   Furthermore, advocacy for the immediate implementation of policies, strategies and programs outlined in Section VII, **"Check List" Recommendations for Near-Term Implementation,** is an essential first step to assure that management of the current parking supply take a positive step forward to more efficient utilization of parking to meet the desired goals, objectives and priorities of the study.

   Adoption of the *Downtown Bend Transportation/Parking Strategic Plan* is consistent with and highly supportive of the BDB's economic development plan for the downtown.

2. Funding. Through its funding authority associated with urban renewal/tax increment financing, the BDB will play a central role in moving the downtown toward development of new parking supply as well as other infrastructural improvements supportive of transportation demand management. However, given the likely financing realities described in Section VI, **Development of New Parking Supply,** the BDB will need to take a lead role in advocating for and initiating development of a business-based fee for supply and capacity development. Such a fee could take the form of a BID, LID, SDC or downtown sales tax, to name a few.

Figure 8. Organizational Outline – Roles and Responsibilities



The BDB is the most appropriate agency to lead a process to identify the additional funding sources necessary to "pencil" improvements to access capacity. The BDB's current leadership role in bringing urban renewal funds to the table puts it in a logical position to develop a partnership relationship with the business community. The need to develop additional funding sources outside current urban renewal commitments will likely be a key determinant for the timing of any new access capacity development.

B. Bend City Council

The Bend City Council can contribute significantly to the implementation of this plan in the following areas:

1. Plan Adoption. Adoption of the Parking Management Plan outlined in Section IV, **Parking Management Plan** and the recommendations outlined in Section VII, **"Check List" Recommendations for Near-Term Implementation** is essential. The *Downtown Bend Transportation/Parking Strategic Plan* is based on the premise that on-going actions for managing parking and transportation are driven by Guiding Principles for downtown access and Operating Principles for specific parking management zones. Incorporating these plan components into the Policy Element of the development code formalizes the decision-making framework for parking management and guarantees a logical, consistent and enforceable process for access management over time.

   The Bend City Council's adoption of the *Downtown Bend Transportation/Parking Strategic Plan* will also serve as a strong message of support for the longer-term vision for economic development in the downtown. It will also serve to facilitate coordination of various agencies at the City that have a role in developing and maintaining the transportation and access system.

2. Approval of position of Parking and Access Manager/Advisory Committee. The complexities of access and demand will increase as Bend continues to grow. Similarly, the fluid and dynamic nature of parking and access activity in the downtown require that a centralized system of management and coordination be established. Therefore, to enable successful management of the downtown's access system and to coordinate input from multiple stakeholder groups, a single point person with authority to act within the guidelines established in this plan is necessary. The Council should also appoint a representative Parking and Access Advisory Committee to assist the manager (see D. below).

3. Code Amendments. Several of the recommendations contained in this report will require amendments, clarifications and revisions to the development code. The Parking and Access Manager will prepare those changes and forward those to the City Council following review and approval by the Parking and Access Advisory Committee.

4. Provision of New Parking Supply. The Bend City Council will need to partner with the BDB in efforts identify funding sources necessary to successfully finance future

parking structures. Approval of funding sources described in Section VI, 3 – Potential Revenue Options, will need to be considered after public input/outreach is completed. Also, on-going operations and maintenance responsibilities may fall to the City if new supply remains in public ownership.

C. Parking and Access Manager

The Parking and Access Manager becomes the central point person responsible for coordinating and implementing near-term and on-going elements of this plan. The position of Parking and Access Manager will likely begin as a part-time position with the intent to grow into a full-time position. The transition from part-time to full-time has a logical tie to development of new supply.

The Parking and Access Manager should have a strong background in transportation (both parking and transportation demand management) to ensure a balanced understanding of how parking management is integrated with and supportive of the City's long-term goals and priorities for the development of alternative mode options. The Parking and Access Manager should have strong skills in committee management and community outreach/communication as the position will require an active liaison function with other City agencies, the City Council and the community.[28]

Key functions of this position will include:

1. Staffing Parking and Access Advisory Committee. The Parking and Access Manager will staff and support the Parking and Access Advisory Committee, charged with overall implementation and compliance with the Guiding Principles and Operating Principles. The Parking and Access Manager will work closely with the Parking and Access Advisory Committee to monitor access activity in the downtown and recommend strategies for implementation as action triggers are tripped.

2. Coordinating Capacity/Utilization Monitoring. The Parking and Access Manager will need to develop and coordinate a routine program for monitoring parking and access activity in the downtown. The use of the 85% Rule as a measure of demand and trigger for action will be critical to the timely and appropriate implementation of parking management strategies over time. A well-developed and coordinated system for monitoring usage/capacity will facilitate the decision making process and lend credibility to strategies implemented.

3. Liaison. The Parking and Access Manager will serve as a key liaison to multiple stakeholders in the downtown. It is recommended that the Parking and Access Manager assume a liaison role in:

[28] Detailed job descriptions from the City of Portland, OR and City of Vancouver, WA are included as Attachment C of this report.

- The City's development review process for new projects in the downtown. Front-end involvement in new downtown developments will assure consistency of such projects with the goals and objectives of the *Downtown Bend Transportation/Parking Strategic Plan.*
- Communications and partnerships with the business community. The Parking and Access Manager will need to work closely with the Bend Downtowners and Chamber of Commerce to develop marketing, communications and educational programs for employees, customers and visitors.
- Oversight and direction of parking enforcement and parking rate structures.
- Coordination with the Bend Development Board on development and operation of new parking supply.
- Coordination with adjacent residential zones to minimize/mitigate parking conflicts that may occur as overall demand for access to the downtown increases.
- Coordination of parking and access strategies and actions with key city staff, including TDM Coordinator, Transportation Planner, Dial-A-Ride Manager and downtown special events coordinator.

4. Code Preparation. Several of the recommendations contained in this report will require amendments, clarifications and revisions to the development code. The Parking and Access Manager will prepare those changes and forward those to the City Council following review and approval by the Parking and Access Advisory Committee.

5. TDM Planning and Implementation. Begin planning and evaluation of TDM recommendations in the strategic plan. Coordinate implementation strategies with appropriate City agencies and providers. Establish both 5 and 10-year percentage mode split targets for each transportation mode (i.e., carpool, transit, bicycle, walk, etc.). Facilitate public and City Council discussions of TDM plan implementation.

6. Budgets. Prepare and manage the parking fund. Cost/expense budgets should be developed by parking site and by system. The Parking and Access Manager should be able to establish estimates of annual cost/revenue generated per stall for both the on- and off-street parking system.

D. Parking and Access Advisory Committee

It is recommended that a Parking and Access Advisory Committee be established to assist the Parking and Access Manager in managing downtown parking and access resources within the framework of the Guiding Principles and Operating Principles of the strategic plan.

The Parking and Access Advisory Committee should be comprised of approximately 12 – 15 individuals representing specific public and private interests in the downtown. These interests should include (at minimum):

- Bend Downtowners
- Chamber of Commerce

- Property Owners
- Downtown developers
- Street level retail
- Restaurants
- Bend Development Board
- Commute Options program
- Dial-A-Ride
- Commercial office
- Cultural venues in downtown (i.e., museums, library, etc.)
- Downtown parking enforcement/operator (currently Diamond Parking)
- School district
- Appropriate City/County offices

The Advisory Committee should meet no less than quarterly.

E. Parking Lot Operator/Enforcement Personnel

Parking lot operations and enforcement (currently Diamond Parking) will play a key role in the implementation of the parking management plan, particularly as regards near-term implementation recommendations. Key functions for the Parking Operator include:

1. Enforcement. Assuring compliance with all elements of the parking plan, including permit and time stay compliance throughout the downtown.

2. Revenue collection. Assuring accurate and timely accounting of revenue collections at existing and future parking facilities.

3. Capacity/utilization data collection. Assist the Parking and Access Manager in the regular collection of capacity/utilization data for use in evaluating the operating dynamics of the parking inventory. Data collection could be included into the routine responsibilities of enforcement patrol personnel.

4. Participation on Parking and Access Advisory Committee. A senior management representative should participate on the Advisory Committee.

F. Bend Downtowners/Chamber of Commerce

The two major downtown business associations will play an important role in supporting and promoting the parking management plan elements, particularly to employees of the downtown. The customer priority inherent in the management plan will require the business community to act as an informational and educational conduit to employees and customers of the downtown. Similarly, the role of downtown business associations in developing business community consensus on strategies/mechanisms to help support the construction and operation of new parking supply is critical.

Key functions for the business community include:

1. Representation on Advisory Committee. The Bend Downtowners and Chamber of Commerce should provide active representatives to the Parking and Access Advisory Committee.

2. Education and Awareness[29]. Downtown business associations should take the lead in the development of marketing and communications materials designed to communicate the goals and objectives of the downtown access system to customers, visitors, neighbors, employers and employees.

   Marketing and communications could include:

   - Informational brochures
   - Downtown parking/access maps
   - Employee orientation programs to direct employees to appropriate parking areas
   - TDM information (i.e., bike options, transit schedules, ridesharing planning information)
   - Input into logo design development for parking system
   - Input into downtown directional and wayfinding system

3. New supply development and funding. The feasibility of new supply, particularly parking structures, will require that new revenue sources be developed. A business-based fee may be required. The business community will need to establish a partnership relationship with the City in the identification of revenue sources and how those revenues are coupled with public money to implement the new supply element of the parking management plan.

4. TDM development. Alternative access options will be required if Downtown Bend is to meets its stated goals and objectives for economic growth, vitality and livability. For the most part, successful TDM programs are business based, as the ultimate user of TDM programs (for instance, transit and rideshare) is the employee. The business community needs to begin now to evaluate and develop employer-based TDM programs that are appropriate for Bend. These programs need to be coordinated with the parking management program to ensure plan compatibility and user convenience.

G. Commute Options

The City Commute Options group will play an important role with the Parking and Access Manager to coordinate enhancements to the City's TDM strategy and Plan (see Section V, above). Key functions for Commute Options include:

1. TDM Program Design and Implementation. Numerous strategies are called out in the TDM section of this report. Commute Options will need to play a key partnership role with the Parking and Access Advisory Committee to design strategies that both meet the intent and objectives of the Guiding Principles and are workable for downtown employers. Participation on the Parking and Access Advisory Committee and one-on-

[29] Examples of informational pieces on policy and TDM are included in the Attachment section of this report.

one relationships with individual businesses and business associations will need to occur.

2. TDM Education/Promotion. Commute Options can leverage is promotional resources with those of the business community to increase awareness and understanding of existing TDM options and new options developed through the *Downtown Transportation/Parking Strategic Plan.*

SUMMARY – Organizational Relationships – Plan Implementation

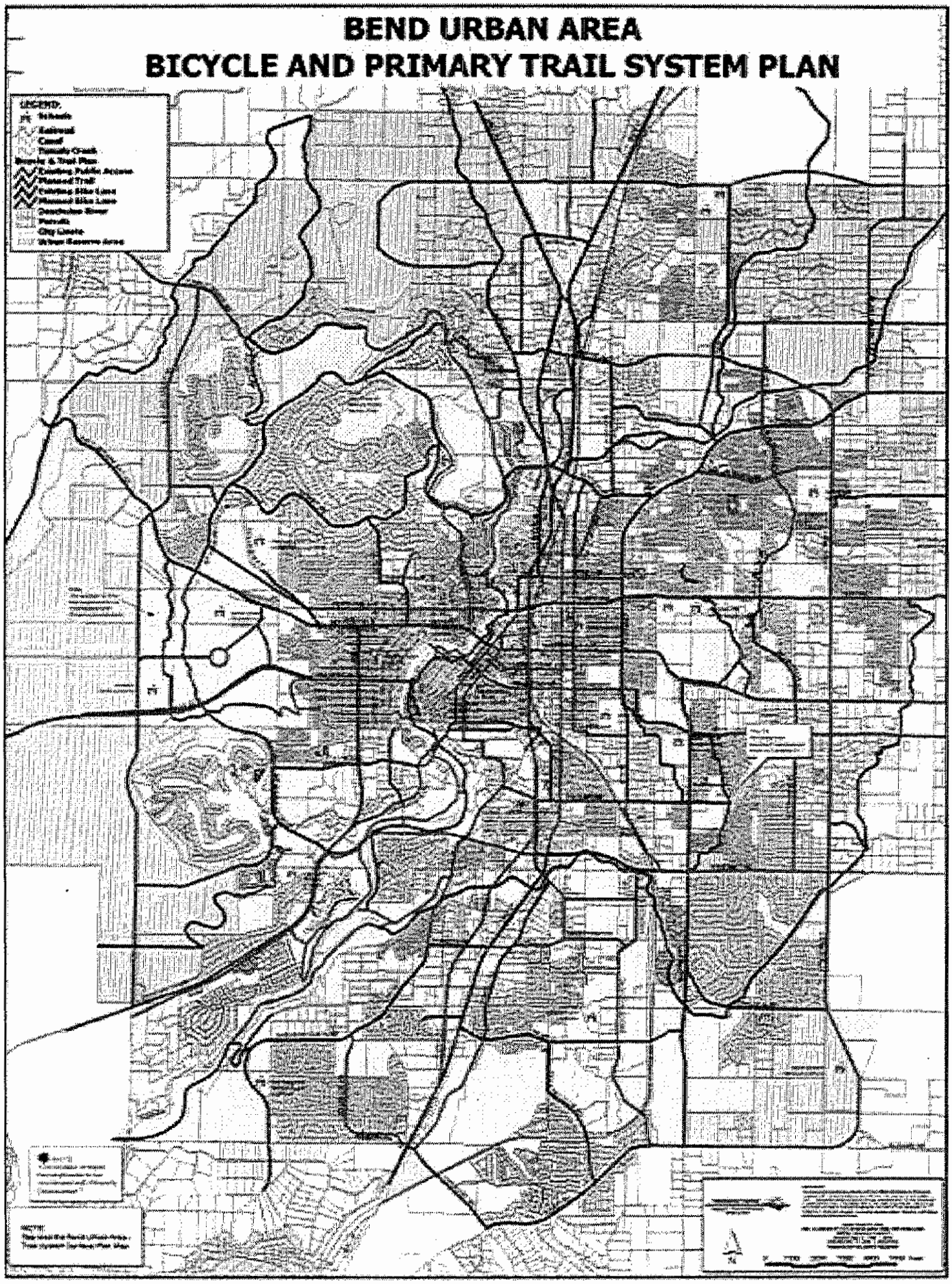
Implementation of the parking and transportation management plan is a complex task. Plan execution will require focused leadership and daily coordination. Strong support from the City Council is crucial to the success of the plan as well as support and commitment from leadership groups at all levels in Bend (public and private).

The role of the Parking and Access Manager will be significant to ensure that varied stakeholders have input into the process and remain grounded in the decision-making framework of the Guiding Principles. The Parking and Access Manager will serve as a central resource for gathering data about the access system, translating that into understandable information for stakeholders and coordinating their responses into action elements as access demand in the downtown evolves over time.

The overall plan that has been developed is a sound one. It is based upon a vision for Downtown Bend that supports growth, attracts a diverse mix of businesses to downtown and creates a convenient and multi-modal system of access for anyone wanting to live, shop, visit or work in the downtown.

ATTACHMENT A
(Bike/Pedestrian Map)

BEND URBAN AREA
BICYCLE AND PRIMARY TRAIL SYSTEM PLAN



ATTACHMENT B
(Garage Proformas)

SCENARIO 1
Downtown Bend Parking Garage
PUBLIC FINANCING @ $35 REVENUE

300 STALL - FOCUS ON MONTHLY PARKING

Basic Project Assumptions

1. 30,000 square foot site pad.
2. 300 parking spaces on 4 levels (about 85 stalls per level). No retail at ground level.
3. Low end design to reduce construction cost. Assumed to be surrounded by future development.
4. Assumes $3,000,000 equity investment from City plus donated land cost.
5. Assumes 5.0% financing (public) for 25 years.
6. Assumes $35 per month revenue per stall (combined monthly/hourly), with 292 stalls occupied/generating revenue
7. Assumes security personnel. Assumed to run with pay-stations and/or free hourly parking.
8. Results in net addition of 81 parking stalls to downtown inventory.
9. Average annual cash flow is <$114,000> per year deficit over 10 years.
10. Deficit of <$44.86> per stall per month. Needs to generate $79.86 per month to break even.

Assumed Demand Generators	Stalls/permit	Actual Demand	Year of Demand	
Loss of OSM Lot to Garage Development	125	106	2003	Based on actual demand
St. Clair Place Development (24,000 gsf @ 2.34 stalls/1,000 gsf)	56	48	2002	
Greenwood/Wall (shut down upon OSM garage opening)	34	0	2003	Demand at lot currently at 120% of supply
Firehall proposal 14,000 sf @ 2.34 stalls/1,000 gsf)	33	33	2003	
Possible elimination of on-street parking permits	75	0	2003	
	323	187		

SCENARIO 1
Downtown Bend Parking Garage
PUBLIC FINANCING @ $35 REVENUE

PROJECT DESCRIPTION	Amount
Project Component	
Total Land Area (square feet)	30,000
Parking (Garage)	
Total Spaces	300
Retail	
Gross Square Feet	0
Residential and/or commercial	
Number of Units/floors	0
Gross Square Feet	0

CAPITAL ASSUMPTIONS	Amount
Construction Costs:	
Demolition/Relocation	$0
Site Acquisition (sf) ***30,000*** $0.00 sf	$0
Site Readiness (tank removal/enviormental/utilities)	$250,000
Drainage	$100,000
Street Improvements	$100,000
Sub-total Site Costs	**$450,000**
Parking Spaces	
Number of spaces to construct @ $41.14 per square	300
Estimated parking demand	187
Parking cost per space constructed	$14,400
Sub-total Parking Construction Cost	**$4,320,000**
Retail Space	
Gross Square Feet	-
Cost per square foot	$83
Sub-total Retail Construction Cost	**$0**
Residential Units/Commercial Office	
Gross square feet	-
Cost per square foot	$100
Sub-total Residential Construction Cost	**$0**
TOTAL DIRECT CONSTRUCTION COSTS	$4,770,000
INDIRECT COSTS (25% of direct construction costs)	$1,192,500
GROSS DEVELOPMENT COST	**$5,962,500**
Urban Renewal/TIF Equity	$3,400,000
Additional Equity Contributions	$0
TOTAL PROJECT EQUITY	$3,400,000
PROJECT AMOUNT FINANCED	$2,562,500

REVENUE ASSUMPTIONS	Amount
Parking:	
Number of Spaces	300
Estimated Revenue Per Stall (per month)	$35.00
Initial Occupancy (first year)	85%
Retail:	
Leasable Area (square feet)	-
Estimated Revenue (nnn per square foot per year)	$ 14.00
Average Annual Lease Rate Increase	0%
Initial Vacancy Rate	50%
Normalized Vacancy Rate	5%
Years to Normal	1
Residential	
Number of Units	0
Total Area (square feet)	-
Average Rental Rate (per square foot per year)	$ -
Average Annual Rental Rate Increase	3%
Initial Vacancy Rate	45%
Normalized Vacancy Rate	95%
Years to Normal	1

MAJOR EXPENSE ASSUMPTIONS	Amount
Parking:	
Operations cost/security (annual per stall)	$ 96.00
Maintenance Cost (annual per stall)	$ 30.00
Electricity (annual per stall)	$ 23.00
Administration (annual per stall)	$ 10.51
Replacement/Repair (annual @ 4% of gross revenue)	$ 3,338
Retail:	
Percent of Gross Operating Income	10%
Residential	
Percent of Gross Operating Income	35%

FINANCIAL BREAKOUT (Impact on Rates)	Amount
Parking:	
Estimated Gross Revenue (annualized)	$88,859
Estimated Cash Flow After Debt Service (annualized)	($161,484)
Actual revenue per stall (month)	**$35.00**
Per stall shortfall to break even (annualized)	($538.28)
Per stall shortfall to break even (month)	($44.86)
Necessary monthly rate to break even	**$79.86**

Downtown Bend Oregon (Parking Proforma)

300 Stall Site in Downtown

30,000 SF pad for stand alone parking garage

W/ City Equity of $3 million and land

5% public financing & $35 monthly parking

INCOME	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	TOTAL
Parking Income	$66,759	$80,896	$83,323	$85,823	$88,397	$91,049	$93,781	$96,594	$99,492	$102,477	$888,592
Retail Income	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Retail Tenant Reimbursement (Tax and Ins. only)	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Residential Income	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Total Income	$66,759	$80,896	$83,323	$85,823	$88,397	$91,049	$93,781	$96,594	$99,492	$102,477	$888,592
EXPENSES											
Operator Cost(1)	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Protective Service	$28,800	$29,664	$30,554	$31,471	$32,415	$33,387	$34,389	$35,420	$36,483	$37,577	$330,160
Sweeping	$2,283	$2,351	$2,422	$2,495	$2,570	$2,647	$2,726	$2,808	$2,892	$2,978	$26,172
Administration	$3,153	$3,248	$3,345	$3,445	$3,549	$3,655	$3,765	$3,878	$3,994	$4,114	$36,146
Electricity	$6,900	$7,107	$7,320	$7,540	$7,766	$7,999	$8,239	$8,486	$8,741	$9,003	$79,101
Minor Maintenance/Janitorial	$9,000	$9,270	$9,548	$9,835	$10,130	$10,433	$10,746	$11,069	$11,401	$11,743	$103,175
Water and Sewer	$1,680	$1,730	$1,782	$1,836	$1,891	$1,948	$2,006	$2,066	$2,128	$2,192	$19,259
Elevator Maintenance	$2,700	$2,781	$2,864	$2,950	$3,039	$3,130	$3,224	$3,321	$3,420	$3,523	$30,952
Retail Operating Expense	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Residential Operating Expense	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Total Operating Expenses	$54,516	$56,151	$57,836	$59,571	$61,358	$63,199	$65,095	$67,048	$69,059	$71,131	$624,965
OWNERSHIP EXPENSES											
Property Taxes	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Insurance	$1,854	$1,910	$1,967	$2,026	$2,087	$2,149	$2,214	$2,280	$2,349	$2,419	$21,254
Professional Services	$1,986	$2,046	$2,107	$2,170	$2,235	$2,302	$2,371	$2,443	$2,516	$2,591	$22,767
Reserves for Replacements/Repairs	$3,338	$3,438	$3,541	$3,647	$3,757	$3,870	$3,986	$4,105	$4,228	$4,355	$38,266
Total Ownership Expenses	$7,178	$7,393	$7,615	$7,844	$8,079	$8,321	$8,571	$8,828	$9,093	$9,368	$82,287
NET OPERATING INCOME	$5,065	$17,351	$17,872	$18,408	$18,960	$19,529	$20,115	$20,719	$21,340	$21,980	$181,340
Debt Service	($179,618)	($179,618)	($179,618)	($179,618)	($179,618)	($179,618)	($179,618)	($179,618)	($179,618)	($179,618)	($1,796,181)
NET INCOME	($174,553)	($162,267)	($161,746)	($161,210)	($160,658)	($160,089)	($159,503)	($158,900)	($158,278)	($157,638)	($1,614,841)

ASSUMPTIONS

(1) Assumes garage operations based on paystations and monthly tags to minimize labor

Assumes Land and Building Cost of:	$5,962,500	Assumes Monthly Per Stall Revenue of---------->	$ 35.00	First Year Debt Coverage Ratio
PLUS Capital Expenses	$0	Assumes Annual Groundfloor (x,xxx sf) Retail Rent of-->	$ 14.00	0.03 %
TOTAL Project Cost	$5,962,500	Assumes Annual Residential (xx,xxx sf) Rent per sf of---->	$ -	
City Provided Equity (Debt Coverage)	$3,400,000			
Debt =Total Project Cost MINUS Equity:	$2,562,500			
Assumes a 25 year Fully Amortizing Loan at:	5.00%			

SCENARIO 2
Downtown Bend Parking Garage
PUBLIC FINANCING @ $33 Monthly w/ Short-Term Pricing

300 STALL - COMBINED MONTHLY AND HOURLY PARKING

Basic Project Assumptions

1. 30,000 square foot site pad.
2. 300 parking spaces on 4 levels (about 85 stalls per level). No retail at ground level.
3. Low end design to reduce construction cost. Assumed to be surrounded by future development.
4. Assumes $3,000,000 equity investment from City plus donated land cost.
5. Assumes 5.0% financing (public) for 25 years.
6. Assumes $33 per month revenue per stall and $11.90 per stall/month for daily, evening and weekend.
7. Security provided but no attendants. Assumed to run with pay-stations.
8. Results in net addition of 81 parking stalls to downtown inventory.
9. Average annual cash flow is <$148,553> per year deficit over 10 years.
10. Deficit of <$41.26> per stall per month. Needs to generate $76.26 per month to break even.

Assumed Demand Generators	Stalls/perm	Actual Demand	Year of Demand	
Loss of OSM Lot to Garage Development	125	106	2003	Based on actual demand
St. Clair Place Development (24,000 gsf @ 2.34 stalls/1,000 gsf)	56	48	2002	
Greenwood/Wall (shut down upon OSM garage opening)	34	0	2003	Demand at lot currently at 120% of supply
Firehall proposal 14,000 sf @ 2.34 stalls/1,000 gsf)	33	33	2003	
Possible elimination of on-street parking permits	75	0	2003	Assumes 15% of existing permittees will elect another option to cost of garage permit
	323	187		

SCENARIO 2
Downtown Bend Parking Garage
PUBLIC FINANCING @ $33 Monthly w/ Short-Term Pricing

300 Stalls

REVENUES			22	20	21	22	23	20	22	22	20	23	19	21	
	300 Stalls DAILY (M - F)	Usage	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
1st hour	0.60	5	62	56	59	62	65	56	62	62	56	65	53	59	715
2nd hour	1.20	7	173	157	165	173	181	157	173	173	157	181	149	165	2,003
3rd hour	1.80	9	370	337	353	370	387	337	370	370	337	387	320	353	4,292
Daily Max	2.50	40	2,200	2,000	2,100	2,200	2,300	2,000	2,200	2,200	2,000	2,300	1,900	2,100	25,500
Monthly Pass	33.00	187	6,171	6,171	6,171	6,171	6,171	6,171	6,171	6,171	6,171	6,171	6,171	6,171	74,052
Sub-Total: - Daily (M-F)		248	8,976	8,721	8,848	8,976	9,103	8,721	8,976	8,976	8,721	9,103	8,593	8,848	106,562
	300 Stalls EVE/WKND														
Eve	1.50	12	400	400	400	382	400	382	382	418	345	418	363	345	4,634
Wknd 1 (Sat)	1.50	21	159	159	159	159	159	159	159	159	159	159	159	159	1,908
Wknd 2 (Sun)	1.00	11	53	53	53	53	53	53	53	53	53	53	53	53	636
Sub-Total: East Lot - Eve/Wknd		44	612	612	612	594	612	594	594	630	557	630	575	557	7,178
TOTAL: DAILY/EVE&WKND		291	9,588	9,333	9,460	9,569	9,715	9,314	9,569	9,606	9,278	9,733	9,169	9,406	113,739

EXPENSES	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Operator Costs	-	-	-	-	-	-	-	-	-	-	-	-	-
Protective Service	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	2,400	28,800
Sweeping Services	190	190	190	190	190	190	190	190	190	190	190	190	2,283
Administration	263	263	263	263	263	263	263	263	263	263	263	263	3,153
Electricity	575	575	575	575	575	575	575	575	575	575	575	575	6,900
Minor Maintenance/Janitorial	750	750	750	750	750	750	750	750	750	750	750	750	9,000
Water & Sewer	140	140	140	140	140	140	140	140	140	140	140	140	1,680
Elevator Maintenance	225	225	225	225	225	225	225	225	225	225	225	225	2,700
Total Expenses	4,543	4,543	4,543	4,543	4,543	4,543	4,543	4,543	4,543	4,543	4,543	4,543	54,516
NET OPERATING INCOME	5,045	4,790	4,917	5,026	5,172	4,771	5,026	5,063	4,735	5,190	4,626	4,863	59,223

Scenario 2
Downtown Bend Parking Garage
Public Financing @ $33 Monthly w/ Short-term Pricing

INCOME	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	TOTAL
Parking Income (Daily Cash)	$39,687	$40,878	$42,104	$43,367	$44,668	$46,008	$47,389	$48,810	$50,275	$51,783	$454,970
Parking Income (Monthly Passes)	$74,052	$76,274	$78,562	$80,919	$83,346	$85,847	$88,422	$91,075	$93,807	$96,621	$848,923
Total Income	$113,739	$117,151	$120,666	$124,286	$128,015	$131,855	$135,811	$139,885	$144,081	$148,404	$1,303,893
EXPENSES											
Operator Fee	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Security	$28,800	$29,664	$30,554	$31,471	$32,415	$33,387	$34,389	$35,420	$36,483	$37,577	$330,160
Sweeping Services	$2,283	$2,351	$2,422	$2,495	$2,570	$2,647	$2,726	$2,808	$2,892	$2,979	$26,172
Administration	$3,153	$3,248	$3,345	$3,445	$3,549	$3,655	$3,765	$3,878	$3,994	$4,114	$36,146
Electricity	$6,900	$7,107	$7,320	$7,540	$7,766	$7,999	$8,239	$8,486	$8,741	$9,003	$79,101
Minor Maintenance/Janitorial	$9,000	$9,270	$9,548	$9,835	$10,130	$10,433	$10,746	$11,069	$11,401	$11,743	$103,175
Water & Sewer	$1,680	$1,730	$1,782	$1,836	$1,891	$1,948	$2,006	$2,066	$2,128	$2,192	$19,259
Elevator Maintenance	$2,700	$2,781	$2,864	$2,950	$3,039	$3,130	$3,224	$3,321	$3,420	$3,523	$30,952
Total Operating Expenses	$54,516	$56,151	$57,836	$59,571	$61,358	$63,199	$65,095	$67,048	$69,059	$71,131	$624,965
OWNERSHIP EXPENSES											
Property Taxes / EID	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Insurance	$1,864	$1,910	$1,967	$2,026	$2,087	$2,149	$2,214	$2,280	$2,349	$2,419	$21,264
Professional Services	$1,986	$2,048	$2,107	$2,170	$2,235	$2,302	$2,371	$2,443	$2,516	$2,591	$22,767
Reserves for Replacements/Repairs	$4,550	$4,686	$4,827	$4,971	$3,840	$3,956	$4,074	$4,197	$4,322	$4,452	$43,875
Total Ownership Expenses	$8,390	$8,641	$8,900	$9,168	$8,162	$8,407	$8,659	$8,919	$9,187	$9,462	$87,897
TOTAL EXPENSES (Operating/Ownership)	$62,906	$64,793	$66,737	$68,739	$69,521	$71,606	$73,754	$75,967	$78,246	$80,593	$712,861
NET OPERATING INCOME	$50,834	$52,359	$53,929	$55,547	$58,494	$60,249	$62,056	$63,918	$65,835	$67,810	$591,032
Debt Service	($207,656)	($207,656)	($207,656)	($207,656)	($207,656)	($207,656)	($207,656)	($207,656)	($207,656)	($207,656)	($2,076,561)
NET INCOME	($156,822)	($155,297)	($153,727)	($152,109)	($149,162)	($147,407)	($145,600)	($143,738)	($141,821)	($139,846)	($1,485,528)

ASSUMPTIONS

Assumes Construction Cost of:	$ 5,962,500	Assumes Year 1 Monthly Per Stall Revenue of---------->	$ 32		
PLUS other Capital Expenses	$0	Assumes Year 5 Monthly Per Stall Revenue of---------->	$ 38	First Year Debt Coverage Ratio	
Equity Required for 1.25 % Debt Coverage	$3,000,000	Assumes Annual Groundfloor (xx,xxxsf) Retail Rent of-->	$ -	0.24 %	
Total Project Cost MINUS Equity:	$ 2,962,500	Assumes Annual Basement (xx,xxxsf) Retail Rent of---->	$ -		
Assumes a 25 year Fully Amortizing Loan at:	6.00%				

SCENARIO 3
Downtown Bend Parking Garage
PUBLIC FINANCING @ $35 REVENUE W/ RETAIL
342 STALL - GROUND FLOOR RETAIL

Basic Project Assumptions

1. 40,000 square foot site pad.
2. 342 parking spaces 3 levels over retail (about 114 stalls per level). Retail at ground level.
3. Higher end design w/ "urban façade."
4. Assumes $3,000,000 equity investment from City plus donated land cost.
5. Assumes 5.0% financing (public) for 25 years.
6. Assumes $35 per month revenue per stall (combined monthly/hourly), with 227 stalls occupied/generating revenue
7. Assumed to have security/attendant. Assumed to run with pay-stations and/or free hourly parking.
8. Generates demand of 40 stalls for internal retail.
9. Results in net addition of 217 parking stalls to downtown inventory.
10. Average annual cash flow is <$276,647> per year deficit over 10 years.
11. Deficit of <$67.42> per stall per month. Needs to generate $102.41 per month to break even.

Assumed Demand Generators	Stalls/permit	Actual Demand	Year of Demand	
Loss of OSM Lot to Garage Development	125	106	2003	Based on actual demand
St. Clair Place Development (24,000 gsf @ 2.34 stalls/1,000 gsf)	56	48	2002	
Greenwood/Wall (shut down upon OSM garage opening)	34	0	2003	Demand at lot currently at 120% of supply
Firehall proposal 14,000 sf @ 2.34 stalls/1,000 gsf)	33	33	2003	
Possible elimination of on-street parking permits	75	0	2003	
20,000 sf of new retail in garage @ 2.34 stalls per 1,000 gsf	47	40	2003	
	370	227		

SCENARIO 3
Downtown Bend Parking Garage
PUBLIC FINANCING @ $35 REVENUE W/ RETAIL

PROJECT DESCRIPTION	Amount
Project Component	
Total Land Area (square feet)	40,000
Parking (Garage)	
Total Spaces	342
Retail	
Gross Square Feet	20,000
Residential and/or commercial	
Number of Units/floors	0
Gross Square Feet	0

CAPITAL ASSUMPTIONS	Amount
Construction Costs:	
Demolition/Relocation	$0
Site Acquisition (sf) *40,000* $0.00 sf	$0
Site Readiness (tank removal/enviormental/utilities)	$250,000
Drainage	$100,000
Street Improvements	$100,000
Sub-total Site Costs	**$450,000**
Parking Spaces	
Number of spaces to construct @ $46.86 per square	342
Estimated parking demand	227
Parking cost per space constructed	$16,400
Sub-total Parking Construction Cost	**$5,608,800**
Retail Space	
Gross Square Feet	20,000
Cost per square foot	$83
Sub-total Retail Construction Cost	**$1,660,000**
Residential Units/Commercial Office	
Gross square feet	-
Cost per square foot	$100
Sub-total Residential Construction Cost	**$0**
TOTAL DIRECT CONSTRUCTION COSTS	$7,718,800
INDIRECT COSTS (25% of direct construction costs)	$1,929,700
GROSS DEVELOPMENT COST	**$9,648,500**
Urban Renewal/TIF Equity	$3,000,000
Additional Equity Contributions	$0
TOTAL PROJECT EQUITY	$3,000,000
PROJECT AMOUNT FINANCED	**$6,648,500**

REVENUE ASSUMPTIONS	Amount
Parking:	
Number of Spaces	342
Estimated Revenue Per Stall (per month)	$35.00
Initial Occupancy (first year)	85%
Retail:	
Leasable Area (square feet)	20,000
Estimated Revenue (nnn per square foot per year)	$ 14.00
Average Annual Lease Rate Increase	0%
Initial Vacancy Rate	50%
Normalized Vacancy Rate	5%
Years to Normal	1
Residential	
Number of Units	0
Total Area (square feet)	-
Average Rental Rate (per square foot per year)	$ -
Average Annual Rental Rate Increase	3%
Initial Vacancy Rate	45%
Normalized Vacancy Rate	95%
Years to Normal	1

MAJOR EXPENSE ASSUMPTIONS	Amount
Parking:	
Operations/security cost (annual per stall)	$ 96.00
Maintenance Cost (annual per stall)	$ 30.00
Electricity (annual per stall)	$ 23.00
Administration (annual per stall)	$ 10.51
Replacement/Repair (annual @ 4% of gross revenue)	$ 8,842
Retail:	
Percent of Gross Operating Income	10%
Residential	
Percent of Gross Operating Income	35%

FINANCIAL BREAKOUT (Impact on Rates)	Amount
Parking:	
Estimated Gross Revenue (Annualized)	$361,267
Estimated Cash Flow After Debt Service (Annualized)	($276,647)
Actual revenue per stall (month)	**$35.00**
Per stall shortfall to break even (annual)	($808.91)
Per stall shortfall to break even (month)	($67.41)
Necessary monthly rate to break even	**$102.41**

SCENARIO 3

Downtown Bend Oregon (Parking Proforma)

342 Stall Site in Downtown

40,000 SF pad for parking garage/ ground level retail

W/ City Equity of $3 million and land

5% public financing & $35 monthly parking

INCOME	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	TOTAL
Parking Income	$81,039	$98,200	$101,146	$104,181	$107,306	$110,525	$113,841	$117,256	$120,774	$124,397	$1,078,665
Retail Income	$140,000	$266,000	$266,000	$266,000	$266,000	$266,000	$266,000	$266,000	$266,000	$266,000	$2,534,000
Residential Income	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Total Income	$221,039	$364,200	$367,146	$370,181	$373,306	$376,525	$379,841	$383,256	$386,774	$390,397	$3,612,665
EXPENSES											
Operator Cost(1)	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Protective Service	$32,832	$33,817	$34,831	$35,876	$36,953	$38,061	$39,203	$40,379	$41,591	$42,838	$376,382
Sweeping	$2,603	$2,681	$2,761	$2,844	$2,929	$3,017	$3,108	$3,201	$3,297	$3,396	$29,836
Administration	$3,594	$3,702	$3,813	$3,928	$4,046	$4,167	$4,292	$4,421	$4,553	$4,690	$41,206
Electricity	$7,866	$8,102	$8,345	$8,595	$8,853	$9,119	$9,392	$9,674	$9,964	$10,263	$90,175
Minor Maintenance/Janitorial	$10,260	$10,568	$10,885	$11,211	$11,548	$11,894	$12,251	$12,619	$12,997	$13,387	$117,619
Water and Sewer	$1,915	$1,973	$2,032	$2,093	$2,156	$2,220	$2,287	$2,355	$2,426	$2,499	$21,956
Elevator Maintenance	$3,078	$3,170	$3,265	$3,363	$3,464	$3,568	$3,675	$3,786	$3,899	$4,016	$35,286
Retail Operating Expense	$14,000	$26,600	$26,600	$26,600	$26,600	$26,600	$26,600	$26,600	$26,600	$26,600	$253,400
Residential Operating Expense	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Total Operating Expenses	$76,148	$90,613	$92,533	$94,511	$96,548	$98,647	$100,808	$103,034	$105,328	$107,689	$965,860
OWNERSHIP EXPENSES											
Property Taxes	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Insurance	$2,114	$2,177	$2,242	$2,310	$2,379	$2,450	$2,524	$2,599	$2,677	$2,758	$24,230
Professional Services	$2,264	$2,332	$2,402	$2,474	$2,548	$2,625	$2,703	$2,784	$2,868	$2,954	$25,955
Reserves for Replacements/Repairs	$8,842	$9,107	$9,380	$9,661	$9,951	$10,250	$10,557	$10,874	$11,200	$11,536	$101,359
Total Ownership Expenses	$13,219	$13,616	$14,024	$14,445	$14,878	$15,325	$15,784	$16,258	$16,746	$17,248	$151,543
NET OPERATING INCOME	$131,672	$259,972	$260,589	$261,225	$261,879	$262,554	$263,248	$263,964	$264,701	$265,460	$2,495,262
Debt Service	($526,173)	($526,173)	($526,173)	($526,173)	($526,173)	($526,173)	($526,173)	($526,173)	($526,173)	($526,173)	($5,261,734)
NET INCOME	($394,502)	($266,202)	($265,584)	($264,949)	($264,294)	($263,620)	($262,925)	($262,210)	($261,473)	($260,714)	($2,766,471)

ASSUMPTIONS

(1) Assumes garage operations based on paystations and monthly tags to minimize labor

Assumes Land and Building Cost of:	$9,648,500	Assumes Monthly Per Stall Revenue of---------->	$ 35.00	First Year Debt Coverage Ratio
PLUS Capital Expenses	$0	Assumes Annual Groundfloor (x,xxx sf) Retail Rent of-->	$ 14.00	0.25 %
TOTAL Project Cost	$9,648,500	Assumes Annual Residential (xx,xxx sf) Rent per sf of---->	$ -	
City Provided Equity (Debt Coverage)	$3,000,000			
Debt =Total Project Cost MINUS Equity:	$6,648,500			
Assumes a 25 year Fully Amortizing Loan at:	5.00%			

ATTACHMENT C
(Sample Job Descriptions)

City of Portland **Job Code:____**

Class Specification
Parking Operations Manager

FLSA Status: Exempt
EEOC Job Category:
Union Representation: Nonrepresented

GENERAL PURPOSE

Has direct responsibility for management and coordination of the financial and operational activities associated with managing the City's parking system: directs and coordinates decisions regarding management of City parking assets, parking meter security and auditing, new parking technology, planning and parking policy (at local, state, and federal levels), streamlining of operation and maintenance business practices, and provides leadership in developing optimal parking enforcement and parking control practices. The position is responsible for managing City parking revenue which has a significant fiscal impact to Portland Office of Transportation (PT), and is responsible for parking rate recommendations that ensure the fiscal integrity of the City's parking system. The position represents the Office of Transportation on parking related matters.

DISTINGUISHING CHARACTERISTICS

The position is responsible for managing program functions and coordinating activities across bureau boundaries, which have visibility and impact at the department (PT) and City level. An incumbent is responsible for program development and achieving program results through collaboration with peers and superiors, facilitating decision-making, directly supervising and providing lead direction to staff, and developing stakeholder relationships while coordinating internally and externally with stakeholders. In addition, an incumbent is responsible for developing and fostering the image of the City as it relates to parking by coordinating the exchange of information to stakeholders, city council, and the media. The work requires exemplary skills in program management and collaborative problem solving; extensive experience in bringing complex projects with multiple priorities and often competing interests through to completion; knowledge and skill in supervision; establishing program goals and objectives and adjusting programs to suit changing priorities and financial constraints; experience in implementing innovative projects in a controversial environment; ability to analyze complex problems and plan strategically; and manage successful completion of a wide range of assignments and service improvements while working collaboratively in a team-oriented environment.

ESSENTIAL DUTIES AND RESPONSIBILITIES

The listed examples of duties do not include all similar and related duties that may be performed by an incumbent.

1. Develops and manages parking operations programs: collaborates with peers and superiors inside and outside bureaus to form working groups; facilitates collaboration and coordination in team environments; develops and manages a parking business plan which includes strategic goals, objectives, performance measures, and reporting requirements; develops and manages individual parking programs and initiatives based on business planning; evaluates program operations and results; is responsible and accountable for performance of parking operations programs and reports to PT directors and city council on parking operations performance.

2. Responsible for producing parking revenues totaling more than $7,000,000 annually: manages the analysis of parking revenue and customer use tends; develops and manages an annual parking revenue budget; coordinates with PT budget officer and bureau director for funding of transportation projects with parking revenue; directs and manages an analysis of the parking rate and recommend parking rate adjustments to PT directors and city council.

3. Develops and manages parking meter system security and audit programs that maintain the integrity of revenue collections and provide insurance against theft and loss/damage of City capital assets.

4. Manages the development of parking operations policy: makes discretionary decisions regarding policy implementation including expansion of parking services; represents the City in policy discussion in stakeholder forums including the media; makes recommendations to PT directors and city council regarding adoption of new parking operations policy.

5. Manages the evaluation, development, procurement and implementation of new technology for on-street parking including strategies for public acceptance.

6. Develops and manages effective working relationships with important stakeholder groups that depend on the City providing effective parking services.

7. Develops and manages annual capital and operating budgets.

8. Supervises subordinate staff and leads the work of others in program team environments.

OTHER DUTIES

1. Develops and manages monthly parking operations reporting systems.
2. Develops and manages program performance monitoring and reporting systems.
3. Manages professional services contracts that support program implementation.
4. Manages the development and implementation of capital procurement contracts including contractor negotiations.
5. Coordinates with other agencies on environmental issues that impact public parking.
6. Collaborates and coordinates with the City Traffic Engineer and council staff to resolve traffic issues related to parking operations.
7. Collaborates with other senior bureau staff and attends regular senior staff meetings as a member of the senior staff team.

MINIMUM QUALIFICATIONS

1. Thorough knowledge of management principles including supervision of program funds.
2. Thorough knowledge of parking issues related to on-street parking.
3. Knowledge of municipal government, funding and budgeting.
4. Skill and ability to develop/maintain effective working relationships with others.
5. Skill in speaking to individuals, groups such as management teams, field crews, project teams, and community groups, elected officials and other policy makers, including the media.
6. Skill in persuasion, dispute resolution and negotiating techniques.
7. Skill and ability to work in a large complex, changing organization.
8. Ability to communicate policy with local, state and federal agencies.
9. Ability to coordinate the efforts of various stakeholders.

10. Ability to supervise subordinate staff and lead the work of others in the organization.

11. Ability to manage consultants, contractors and other outside resources effectively.

12. Ability to communicate effectively in writing.

Training and Experience:

A typical way of obtaining the knowledge, skills and abilities outline above is graduation from a four-year college or university with a major in public or business administration or a closely related field; and six to eight years of progressively responsible experience involving program development and management, working in team environments, staff supervision, developing and managing budgets, stakeholder involvement and coordination, contracts and contracting processes, and speaking to various audiences. Experience in public agency is preferred.

Licenses; Certificates; Special Requirements:

A valid state driver's license may be required for certain work.

PHYSICAL AND MENTAL DEMANDS

Persons with disabilities may be able to perform the essential duties of this class with reasonable accommodation. Reasonable accommodation will be evaluated on an individual basis and depend, in part, on the specific requirements for the job, the limitations related to disability and the ability of the hiring bureau to accommodate the limitation.

Class History:

Adopted:

Revised:

CITY OF VANCOUVER

PARKING MANAGER

DEFINITION

Manage the City of Vancouver's Parking Program including parking lots, parking structures and on-street parking enforcement system. Staffs the Parking Advisory Committee who develop policy and program recommendations regarding the parking program.

DISTINGUISHING CHARACTERISTICS

Receives general direction from management staff. Supervises parking enforcement staff.

ESSENTIAL AND OTHER FUNDTION STATEMENTS—*Essential and other important responsibilities and duties may include, but are not limited to the following:*

Examples of Essential Functions

Responsible for the day-to-day operations of the parking enforcement program including maintaining records, preparing reports, reviewing enforcement routes for possible expansion or reduction, arranging for vehicle and meter maintenance and replacement, ordering supplies and uniforms and monitoring collection of funds.

Responsible for hiring, supervising, training and evaluating of parking enforcement staff.

Manages the City's parking lots and parking garages. Recommends and implements policies and procedures including rate increases, permit changes and management practices. Works with the City's Economic Development Program on potential parking lot and garage expansions.

Develops policies and procedures related to parking management, including studies of meter locations and timing, location of loading zones, and other parking related policy issues.

Responsible for monitoring and ensuring compliance with the City's parking ordinances.

Develops and administers the parking program budget.

Collects, analyzes and maintains parking use data, including financial information.

Works with Accounts Payable in the City's Finance Department in interacting with the City's selected collection agency on past due parking tickets and revenue collection.

Reviews citizen inquires and complaints. Makes recommendations regarding issuance of citations. Works with citizens and customer service staff to resolve complaints.

Provides staff support for the Parking Advisory Committee.

Coordinates with the Vancouver Police Department on the implementation of the Volunteer Disabled Parking Enforcement Program.

Attends at least one industry training session related to parking per year.

QUALIFICATIONS

Ability to:

Understand and interpret the provisions of the City's parking ordinances.

Prepare and administer budgets

Plan, train, schedule, supervise and evaluate the work of staff.

Develop and prepare reports including ordinances, policies and procedural documents.

Identify and resolve problems in the administration of the program.

Communicate clearly and concisely both orally and in writing.

Establish and maintain cooperative and effective working relationships with those contacted in the course of work including City, County and other governmental officials, community groups, businesses, the general public and the media.

Work closely with other departments including Transportation, City Attorney's Office, Economic Development, Finance and Operations in carrying out the work of the Parking Program.

Carry out policy directives of the governing authority in an effective and timely manner.

Experience and Training

Any combination of experience and training that would likely provide the required knowledge and abilities is qualifying. A typical way to obtain the knowledge and abilities would be:

Experience

Three to five years experience in program or project management and experience in supervision of staff.

Training

Equivalent to the completion of a Bachelor's degree with course work in finance, Business administration, public administration or a related field.

License or Certificate
Possession of, or ability to obtain a valid driver's license

Special Requirements
Accommodate a variable work schedule including some weekends and evenings.