Citywide Parking Study

Policy Advisory Team Meeting #3

November 7, 2017

Citywide Parking Study documents

2017 Bend Parking Demand Evaluation Summary

[Draft notes: New text added is in blue font and text that is forthcoming is in red font.]

Purpose

For the past two and a half decades, with a few exceptions, Bend has been experiencing rapid and sustained growth – population, new development, real estate values, and traffic congestion. The City has managed growth with the tools available to them including parking development requirements. Over the years, Bend has revised those requirements several times by reviewing code language. However, the City has not previously collected data or evaluated how parking supplies are being utilized during peak periods. Periodic recalibration is an effective tool to ensure parking is being supplied in a manner that reflects actual demand, resulting in more efficient land use patterns and 'right-sized' parking resources. As the community welcomes more employment and residents, it is important that the City is prepared for future growth by understanding development opportunities and setting expectations for future parking needs.

Rick Williams Consulting (RWC) was hired to assess parking demand for a select number of properties in the Bend study area. This effort is a separate analysis from a recent downtown parking study, which resulted in a comprehensive parking management plan for on and off-street parking in the City's downtown core. This parking assessment is focused on land uses citywide, and looks at existing parking requirements for new or redeveloped uses (minimum parking ratios), the number of built parking stalls, and the number of occupied stalls during each land uses' peak hour utilization. The purpose of this analysis is to evaluate whether or not Bend's minimum parking standards result in the over provision (surplus) of off-street parking.

The findings from this assessment can be used to adjust parking development ratios in the Bend Development Code. The intent is to allow the City to 'right-size' the parking supply by directing developers to build only the number of parking stalls needed to meet parking demand while maximizing the land use and building area devoted to commercial, industrial or residential use. If the analysis shows that the City's current parking requirements are higher than needed, then refinements to parking development ratios may be needed. Such refinements can help spur development by reducing the onus of building unnecessary and costly parking, while maximizing leasable building area, which can result in more compact developments and provides a more attractive, pedestrian-friendly environment for the City and patrons of Bend. If the parking requirements are lower than needed, then adjustments will reduce the strain on adjacent land uses or on-street parking.

Methodology

The City provided the consultant team with a number of select land uses to observe parking demand utilization. Twenty-one[1] sample sites were chosen to provide a cross section of representative land use types from around the City– office, industrial, hotel, mixed use, multi-family residential and convenience commercial.

Specific sites were chosen for their land use activities and their geographic distribution, representing a cross-section of Bend's neighborhoods. Several sites were also chosen to because they were built in the last 10 years, following the City's most recent parking development code adjustment (mid 2000s), so that City staff could evaluate the effects of that code change on recent development.

Each site's parking supply was inventoried in advance of the demand analysis; quantifying the numbers of stalls serving each location (visitor and employee parking). Surveyors counted occupied parking stalls during peak periods for each property to determine the uses' highest individual parking demand ('peak'). In a few cases, vehicles parked on-street were also included as part of the demand counts if it was evident drivers were patronizing or employed at the sample property.

Parking development requirements are expressed as ratios of stalls per 1,000 square feet of building area or stalls per residential unit or hotel room. The analysis requires information specific to the total building square footage for each survey site. Bend staff provided commercial real estate information (building square footage, vacancy rates, number of units/rooms) to derive the most accurate information possible. During the data collection process, surveyors were careful to note any tenant vacancy observations that may not have been reflected in the information provided by the City. Calculating 'true' parking demand ratios required factoring out any tenant vacancies, so total parked cars were correlated only to occupied building square footage (or occupied units/rooms).

This is the same methodology employed by the Institute of Transportation Engineers (ITE) to calculate parking demand by land use category. The ITE manual is the de facto source of parking data for most jurisdictions. However, while the ITE information is a good starting point, it draws samples from across America, includes demand

[1] RWC added two additional hotel land uses to provide a broader sample size for this land use category. There are a total of 23 sample locations analyzed in the parking demand data collection.

figures that date back as far as the 1980s, and contains data from extremely small samples. By comparison, the approach followed by this study, exclusively utilizes Bend data gathered in June (2017) provides a superior result compared to relying on published ITE tables. The methodology used for this study provides the most accurate representation of local existing conditions.

Glossary of Terms

Built Parking Ratio – the number of stalls built/constructed for a specific building or property. A 15,000 square foot building built with 30 parking spaces would have a built parking ratio of 2.0. Ratios are shown as stalls per 1,000 square feet of building area.

Code Minimum (Parking Requirement) – the minimum amount of parking that must be built for a specific land use type as required by city code.

Delta – the difference between the built supply and the Market Calibrated Ratio.

Demand Buffer – is a flexibility 'cushion' typically added to True Demand to allow for the ebb and flow of parking activity for a land use over the course of the day. Traditional commercial buffers (for land uses with high turnover) are 15% - which is the basis for the 85% Rule for on-street parking. Providing a 15% buffer for mixed use, retail, and office land uses is considered ideal.
Other land uses require smaller buffers – Industrial (10%) less parking turnover is needed, the primary use for parking is for the employee. Residential and Hotel (5%) there is virtually no turnover required for these uses, parking is specifically provided by the unit for these purposes

Market Calibrated Ratio – is True Demand plus the Demand Buffer – the true need for built parking based on measured 'real' parking demand (including supporting demand buffer).

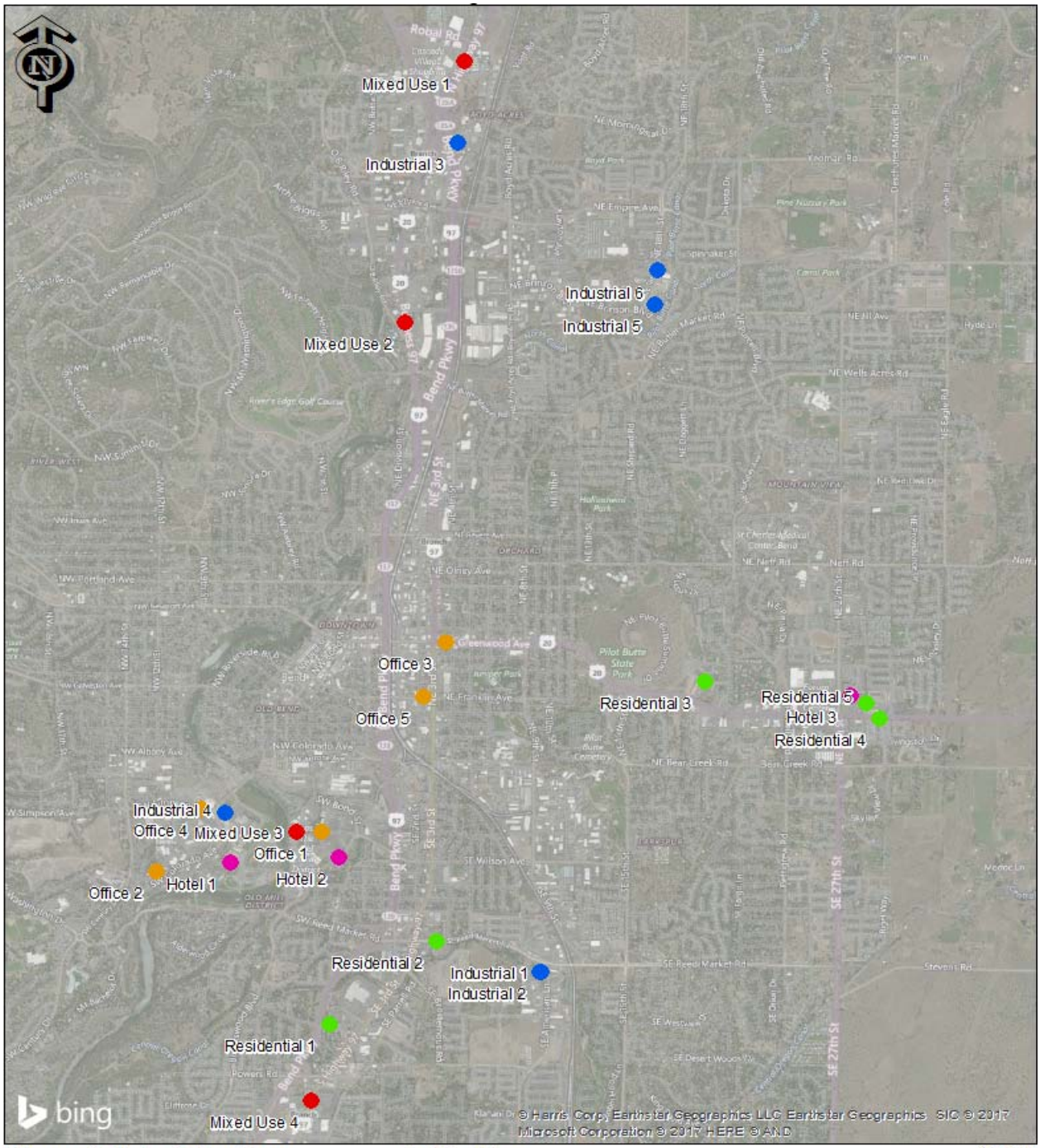
Peak Hour – the period of day when the highest number of vehicles are observed parking for a given land use.

Parking Development Ratio – the amount of parking provided for a given land use development. The ratio is usually shown as stalls per 1,000 square feet of building area (e.g., 2.5 stalls per 1,000 SF) or as stalls per unit or stalls per hotel room.

True Demand – the observed peak hour parking demand for a specific land use. This would include vehicles parked in the property's parking lot and could include vehicles parked on-street in proximity to the property. True Demand must be a measured of parking demand correlated to occupied building area. Ratios are expressed as stalls per 1,000 square feet.

Study Sites

[Note: this map will be amended to show the Galveston Avenue Convenience Commercial area]



Phase 2 Data Collection

Mixed Use
Industrial
Residential
Office
Hotel

2017

RICK WILLIAMS CONSULTING
Parking & Transportation

0 700 1,400 2,800 4,200 5,600 Feet

Findings

The findings summarized below are shown as demand ratios for individual properties within a common land use group, both graphically (charts) and in tabular format (tables). At the end of the section, an aggregated table depicts average parking demand ratios by land use group.

Office Land Uses

Five sites were selected to represent office land uses. **Figure A** summarizes findings for this land use category.

Figure A: Parking Demand Ratios - Office

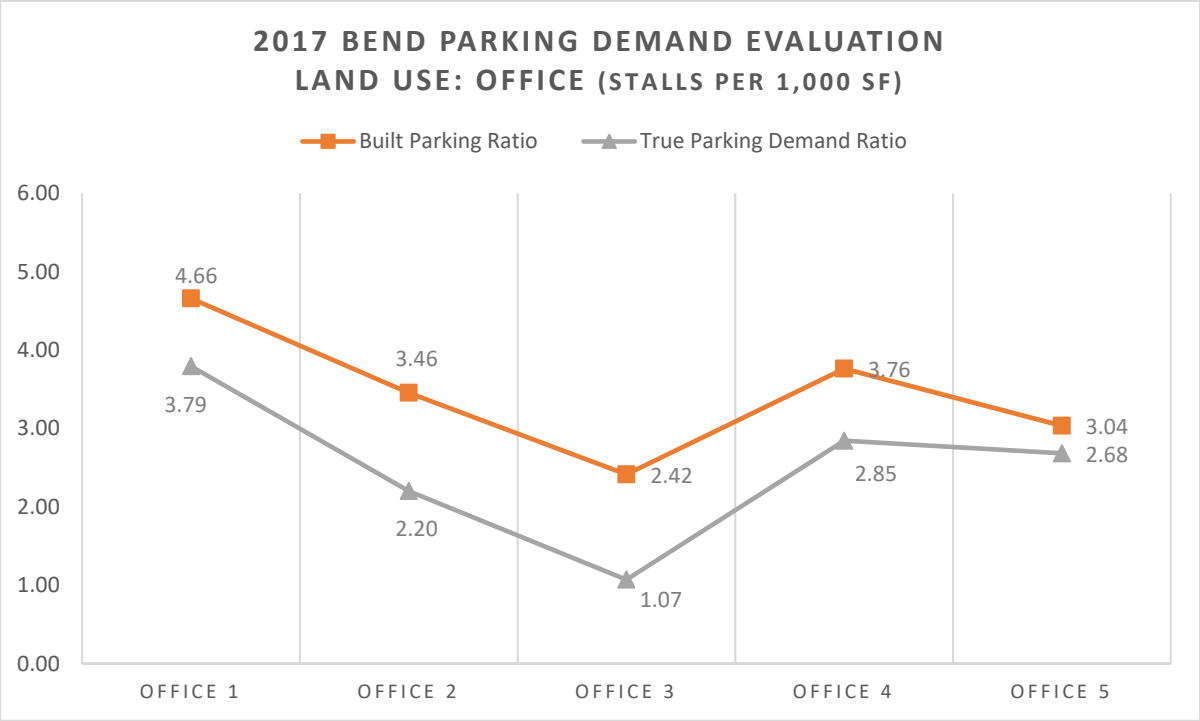


Table 1 below provides a comparative summary of findings for office land uses. Key findings include:

- *Built parking ratios* vary somewhat in the office category from as little as 2.42 stalls per 1,000 square feet (Office 3) to as much as 4.66 stalls per 1,000 square feet (Office 1).
- The average built parking ratio for office uses is 3.47 stalls per 1,000 square feet of building area.
- *True parking demand* ratios range from 3.79 vehicles per 1,000 square feet (Office 1) to 0.1.07 vehicles per 1,000 square feet (Office 3).
- The average true demand for parking for offices uses (all sites combined) is 2.52 stalls per 1,000 square feet of occupied building area.

- A *15% buffer* was added to true demand numbers to allow for the ebb and flow of customers/visitors within the off-street parking supply.[2] This supports the concept of an 85% occupancy threshold (industry standard) for a customer or visitor parking supply. Adding a 15% buffer to the average true demand figure (2.52) results in a *market-calibrated* ratio of 2.90 stalls per 1,000 square feet of office space (i.e., average actual demand for parking).
- The *current code minimum requirement* is 2.86 stalls per 1,000 square feet of building area, which is very near the market-calibrated rate of 2.90.
- The recalibrated office parking demand ratio of 2.90 is 19% lower than the existing average built supply (3.47).
- Based on these findings, these developments oversupplied parking (built ratio) beyond their actual need, though this is not related to the code minimum requirement.

Table 1: 2017 Bend Parking Demand Evaluation – Office Land Use

Business Name	Building Square Footage	Built Off-Street Stalls	Built parking ratio	Code Minimum	True Demand (TD)	TD + buffer (15%)	Delta +/_	% Diff
Office 1	20,817	97	4.66	2.86	3.79	4.36	0.30	6%
Office 2	19,964	69	3.46	2.86	2.20	2.53	0.92	27%
Office 3	14,900	36	2.42	2.86	1.07	1.23	1.18	49%
Office 4[3]	78,091	294	3.76	2.86	2.85	3.27	0.49	13%
Office 5	31,291	95	3.04	2.86	2.68	3.09	-0.05	-2%
Average Parking Ratios			**3.47**		**2.52**	**2.90**	**0.57**	**19%**

[2] For purposes of "market" calibration, buffers are frequently used to account for a range of possible variations and factors that could influence the true demand calculation data derived from a single survey day. This can include seasonality, employment growth, sample size and other factors affecting parking. For the most part, buffers provide a more conservative approach to true demand. Also, the size of the buffer generally varies from 5% to 15% based on the land use, with retail/office land uses (with higher customer traffic volumes) trending higher and more fully employment focused land uses (e.g., industrial), trending lower. In situations where data collection is more frequent, the use of buffers can be minimized. In the case of Bend, RWC uses buffers for all of the surveyed land uses to reflect a conservative approach to true demand.

[3] The Office 4 demand analysis included four buildings ranging in size from 11,520 to 38,876 square feet. The highest observed combined vehicle count for all four buildings (peak hour) was divided across the occupied building area to derive the True (parking) Demand.

Industrial Land Uses

Six sites were selected to represent light industrial land uses. **Figure B** summarizes findings for this land use category.

Figure B: Parking Demand Ratios - Industrial

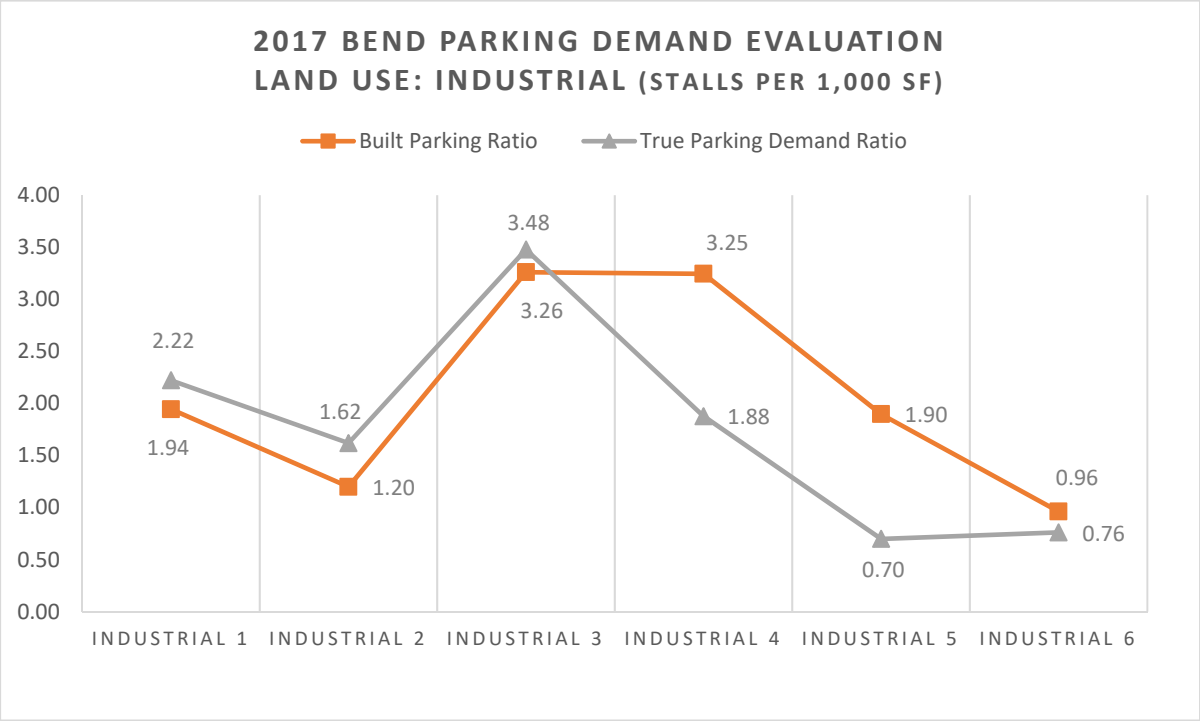


Table 2 below provides a comparative summary of findings for industrial uses. Key findings include:

- *Built parking ratios* vary widely in the industrial category from as little as 0.96 stalls per 1,000 square feet (Industrial 6) to as much as 3.26 stalls per 1,000 square feet (Industrial 3).
- The average built parking ratio for industrial uses is 2.08 stalls per 1,000 square feet of building area.
- *True parking demand* ratios range significantly from 0.70 vehicles per 1,000 square feet (Industrial 5) to 3.48 vehicles per 1,000 square feet (Industrial 3).
- The average true demand for parking for industrial uses (all sites combined) is 1.78 stalls per 1,000 square feet of occupied building area.
- A *10% buffer* was added to the true demand numbers to allow for the ebb and flow of industrial users within the off-street parking supply. Adding a buffer to the average true demand figure

(1.78) results in a *market-calibrated* ratio of 1.95 stalls per 1,000 square feet of industrial building area.[4]

- The *current code minimum requirement* is 1.43 stalls per 1,000 square feet of building area, which is below the market-calibrated rate of 1.95.
- The recalibrated industrial parking demand ratio of 1.95 is 3% lower than the existing average built supply (2.08). This is somewhat deceiving in that two sites in particular (Industrial 4 and Industrial 5) are significantly overbuilt with parking (from 36% to 59%), which biases the combined average.
- Unlike office (above), industrial uses in the sample generally exceeded their built supply of parking (relying on on-street supply) or, as in the case of Industrial 6, are operating fairly efficiently.
- The current code minimum may not be adequate to actual demand, unless on-street parking within industrially zoned areas is considered a reasonable accommodation for supplementing industrial parking demand (which is not unusual in industrial settings with low visitor parking demand).[5]

Table 2: 2017 Bend Parking Demand Evaluation – Industrial Land Use

Business Name	Building Square Footage	Built Off-Street Stalls	Built parking ratio	Code Minimum[6]	True Demand (TD)	TD + buffer (10%)	Delta +/_	% Diff
Industrial 1	7,200	14	1.94	1.43	2.22	2.44	-0.50	-26%
Industrial 2	33,360	40	1.20	1.43	1.62	1.78	-0.58	-49%
Industrial 3	4,600	15	3.26	1.43	3.48	3.83	-0.57	-17%
Industrial 4	25,574	83	3.25	1.43	1.88	2.06	1.18	36%
Industrial 5	50,057	95	1.90	1.43	0.70	0.77	1.13	59%
Industrial 6	24,950	24	0.96	1.43	0.76	0.84	0.12	13%
Average Parking Ratios			**2.08**		**1.78**	**1.95**	**0.13**	**3%**

[4] A 10% buffer for industrial use was selected, as contrasted to 15% for office, because such uses attract less short-term customer traffic.

[5] An example of this is Portland's Central Eastside Industrial District where areas zone I (Industrial) prioritize on-street parking for uses supportive of industrial employment.

[6] Code minimum for Industrial uses include (in addition to 1.43 stalls per 1,000 square feet of building area) 1 stall per each company vehicle.

Hotel Land Uses

Three sites were selected to represent hotel land uses. **Figure C** summarizes findings for this land use category.

Figure C: Parking Demand Ratios - Hotel

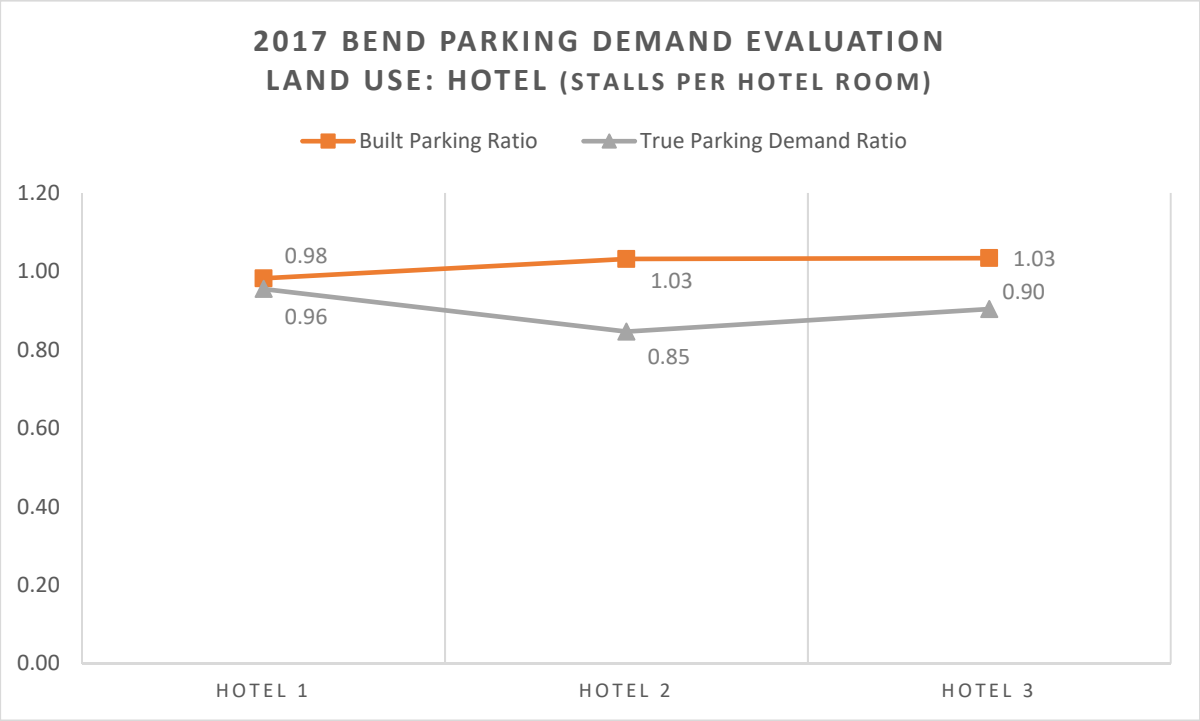


Table 3 below provides a comparative summary of findings for hotel uses. Key findings include:

- *Built parking ratios* have very little variation in the hotel land use category, ranging from 0.98 stalls per 1,000 square feet (Hotel 1) to 1.03 stalls per 1,000 square feet (Hotel 2 & Hotel 3).
- The average built parking ratio for hotel uses average1.02 stalls per hotel room.
- *True parking demand* ratios are very similar to the built supplies, ranging from 0.85 vehicles per occupied room (Hotel 2) to 0.96 vehicles per occupied room (Hotel 1).
- The average true demand for parking for hotel uses (all sites combined) is 0.90 stalls per occupied hotel room[7].
- A *5% buffer* was added to average true demand numbers to allow for the minor ebb and flow of hotel within the off-street parking supply.[8] Adding a buffer to the average true demand figure (0.90) results in a *market-calibrated* 0.95 stalls per hotel room.

[7] Hotel vacancy rates were assumed to be 90% given the time of year.

[8] A 5% buffer was added to hotel uses to reflect potential changes in seasonality that may not have been captured in this data collection effort.

- The *current code minimum requirement* is 1.00 stall per room, which is nearly identical to the market-calibrated rate of 0.95.
- For the most part, hotel demand is fully compatible with the code minimum.

Table 3: 2017 Bend Parking Demand Evaluation – Hotel Land Use

Business Name	Hotel Rooms	Built Off-Street Stalls	Built parking ratio	Code Minimum[9]	True Demand (TD)	TD + buffer (10%)	Delta +/_	% Diff
Hotel 1	114	112	0.98	1.0	0.96	1.00	-0.02	-2%
Hotel 2	63	65	1.03	1.0	0.85	0.89	0.14	14%
Hotel 3	59	61	1.03	1.0	0.90	0.95	0.08	8%
Average Parking Ratios			**1.02**		**0.90**	**0.95**	**0.07**	**7%**

Mixed Uses

Four sites were selected to represent mixed uses. Figure D summarizes findings for this land use category. It should be noted that Bend only recently adopted a Mixed Use zone that allows different uses to be located within a single multi-story building. As a result, very few examples of this type of land use exist in Bend. While it can be difficult to find examples of true mixed use develop in Bend, the following sites were chosen for their varied land uses contained on a single property supported by a shared parking supply. As more mixed used developments are built this analysis can be refreshed to reflect more contemporary examples.

[9] Hotel uses require 1.0 stall per room plus an additional parking stall per hotel manager.

Figure D: Parking Demand Ratios - Mixed Use

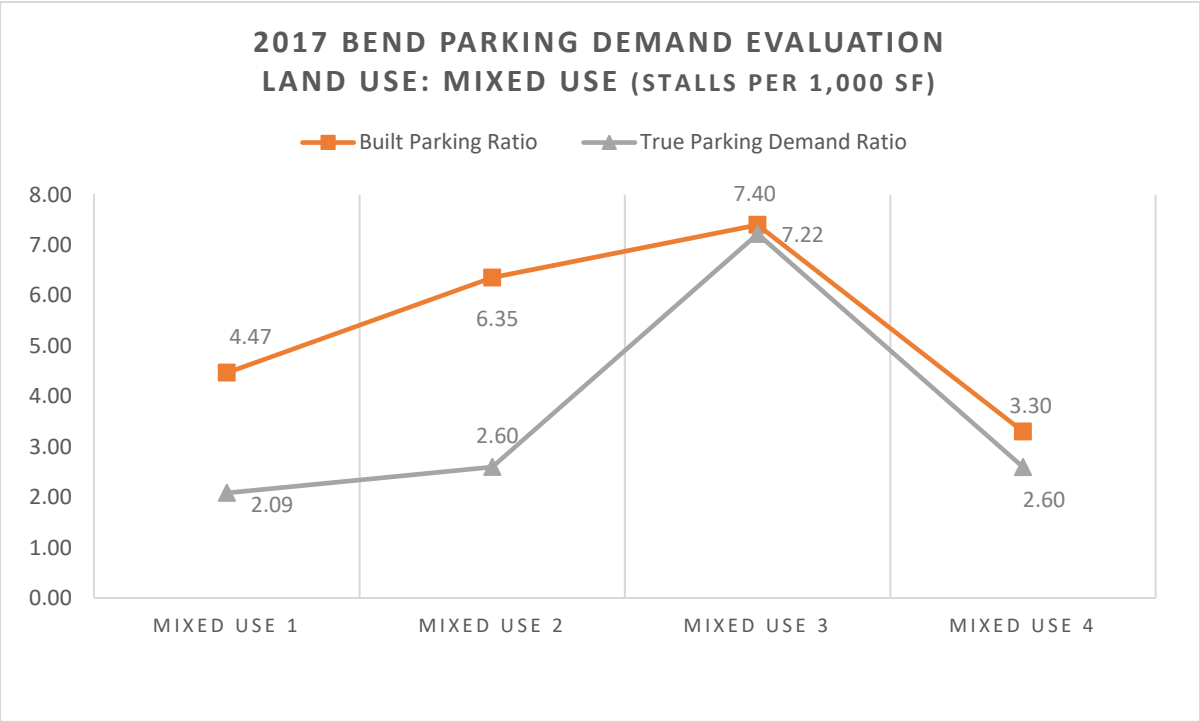


Table 4 below provides a comparative summary of findings for mixed uses. Key findings include:

- *Built parking ratios* range from 3.30 stalls per 1,000 square feet (Mixed Use 4) to as much as 7.40 stalls per 1,000 square feet (Mixed Use 3).
- The average built parking ratio for mixed uses is 5.38 stalls per 1,000 square feet of building area.
- *True parking demand* ratios range from 2.09 vehicles per 1,000 square feet (Mixed Use 1) to 7.22 vehicles per 1,000 square feet (Mixed Use 3).
- The average true demand for parking for mixed uses (all sites combined) is 3.63 stalls per 1,000 square feet of occupied building area.
- A *15% buffer* was added to true demand numbers to allow for the ebb and flow of customers/visitors within the off-street parking supply. Adding a buffer to the true demand figure (3.63) results in a *market-calibrated* ratio of 4.17 stalls per 1,000 square feet of mixed use space.
- *Minimum code requirement* for mixed use properties located outside the downtown vary based on the corresponding zoning of the property. Uses like banks, general retail, services, and laundromats (many of which are present in strip mall, or mixed use type locations) all have a minimum parking requirement of 2.86 stalls per 1,000 square feet of building area. However, properties located in a designated mixed use zoning district have a lower requirement of 2.00

stalls per 1,000 square feet. For the purposes of this discussion the minimum parking ratios were left at 2.86 (or 1 stall for every 350 square feet of building area).

- Overall, the recalibrated mixed use parking demand ratio of 4.17 is 24% lower than the existing built supply (5.38). This suggests that developments in the Mixed Use land use classification are significantly overbuilding the parking supply necessary to meet peak hour demand. This results in underutilized parking and inefficient development patterns (not maximizing development potential). The reason for the over-build of parking supply is not the result of the code minimum.

Table 4: 2017 Bend Parking Demand Evaluation – Mixed Use

Business Name	Building Square Footage	Vacancy Rate[10]	Built Off-Street Stalls	Built parking ratio	Code Minimum[11]	True Demand (TD)	TD + buffer (15%)	Delta +/_	% Diff
Mixed Use 1	353,174	10%	1,578	4.47	2.86	2.09	2.40	2.07	46%
Mixed Use 2	229,286	20%	1,457	6.35	2.86	2.60	2.99	3.36	53%
Mixed Use 3	156,766	5%	1,160	7.40	2.86	7.22[12]	8.30	-0.90	-12%
Mixed Use 4	132,020	0%	436	3.30	2.86	2.60	2.99	0.31	10%
Average Parking Ratios				**5.38**		**3.63**	**4.17**	**1.21**	**24%**

Multi-Family Residential

For each of the five multi-family developments surveyed, the City has approved an application for site plan review, and issued a written set of findings and a decision approving the site plan. In each decision,

[10] For the purposes of discussion RWC assumed the vacancy rates for several of the mixed use shopping centers (all, except for Mixed Use 4, which was provided by the City). .

[11] True Mixed Use developments have a minimum parking ratio of 2.0 per 1,000 square feet of building area. The examples used in this demand exercise were not built under the Mixed Use designation, but have the components of mixed use parcels, particularly a shared parking supply.

[12] The elevated True Demand numbers for Mixed Use 3 may have been influenced by activities related to the nearby Bend Brewfest when peak parking demand counts were taken on August, 12, 2017. It is likely that some event attendees may have parked in the facility's parking supply while attending the festival, which may artificially inflate parking demand numbers for the site.

the reviewing planner prepared findings that described the number of units in each development, and in particular the number of one bedroom, two bedroom and three bedroom units.

This information was presented with findings to address whether the site plan provided the number of parking stalls required under Table 3.3.300 of the Bend Development Code. Once the planner presented a finding on the number of required stalls, based on the number of bedrooms in each unit, they then made a finding as to the number of stalls proposed on the site plan. In four out of five applications, the applicant chose to provide more parking stalls on site than the development code required.

Five sites were selected to represent multi-family residential land uses. **Figure E** summarizes findings for this land use category.

Figure E: Parking Demand Ratios - Residential Use

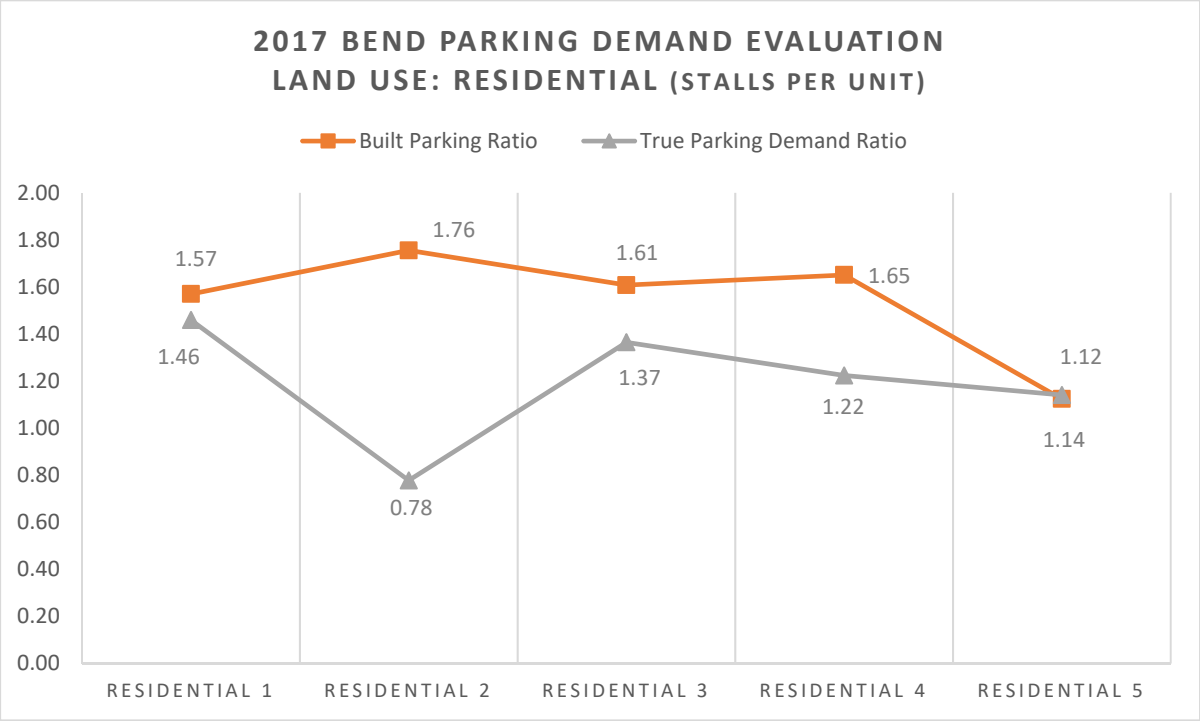


Table 5 below provides a comparative summary of findings for residential uses. Key findings include:

- *Built parking ratios* range from 1.12 stalls per unit (Residential 5) to as much as 1.76 stalls per unit (Residential 2).
- The average built parking ratio for (multi-family) residential uses is 1.54 stalls per unit.
- *True parking demand* ratios range from 0.78 vehicles per unit (Residential 2) to 1.46 vehicles per unit (Residential 1).
- The average true demand for parking for multi-family residential uses (all sites combined) is 1.19 stalls per housing unit.

- A *5% buffer* was added to true demand numbers to allow for the ebb and flow of residential users within the off-street parking supply. Adding a buffer to the true demand figure (1.19) results in a *market-calibrated* ratio of 1.25 stalls per residential unit.
- The *current code minimum requirement* is 1.00 stall per residential unit, which is below the market-calibrated rate of 1.25.
- The recalibrated residential parking demand ratio of 1.25 is 16% lower than the existing built supply (1.54).
- For the most part, residential uses are supplying parking at a rate greater than actual demand. However, the over-build is not driven by the code minimum.

Table 5: 2017 Bend Parking Demand Evaluation – Residential Use

Business Name	Housing Units	Vacancy Rate	Built Off-Street Stalls	Built parking ratio	Code Minimum[13]	True Demand (TD)	TD + buffer (5%)	Delta +/_	% Diff
Residential 1	135[14]	0%	212	1.57	1.0	1.46	1.53	0.04	2%
Residential 2	45[15]	0%	79	1.76	1.0	0.78	0.82	0.94	53%
Residential 3	204[16]	0%	328	1.61	1.0	1.37	1.43	0.17	11%
Residential 4	192[17]	0%	317	1.65	1.0	1.22	1.29	0.37	22%
Residential 5	153[18]	0%	172	1.12	1.0	1.14	1.20	-0.07	-7%
Average Parking Ratios				**1.54**		**1.19**	**1.25**	**0.29**	**16%**

[13] Residential minimum parking code requires 1 stall per unit for up to a 3 bedroom unit, but in the case of a 4 or 5 bedroom unit would require 2 stalls per unit.

[14] 135 total units comprised of (16) one bedroom, (96) two bedroom, and (23) three bedroom units

[15] 45 total units comprised of (40) two bedroom, and (5) three bedroom units

[16] 204 total units comprised of (24) one bedroom, (153) two bedroom, and (27) three bedroom units

[17] 192 total units comprised of (20) one bedroom, (152) two bedroom, and (20) three bedroom units

[18] 153 total units comprised of (96) one bedroom, and (57) two bedroom

Convenience Commercial Land Uses

Several areas in Bend have Convenience Commercial shopping streets or districts. Galveston Avenue is a successful example. Galveston Avenue's commercial area is a corridor of around six blocks, with restaurants, gas stations, convenience stores, and specialized retail uses. Many of the commercial uses are located on small lots, and quite a few are within remodeled older single family homes. Parking, both on and off-street, is at a premium. As part of a separate study, the parking within the Galveston Avenue Commercial corridor was analyzed.

[Note: the Convenience Commercial analysis is being completed.]

Land Use Category Comparison – Summary and Considerations

- Figure F provides a comparative summary of parking demand between land use categories.
- Based on the analysis of Galveston Avenue, Convenience Commercial parking…[Note: this analysis is forthcoming].

Table 6 contrasts 2016 data findings to existing code minimum and maximum parking requirements.

Figure F: Parking Demand Ratios - Land Use Category Comparison

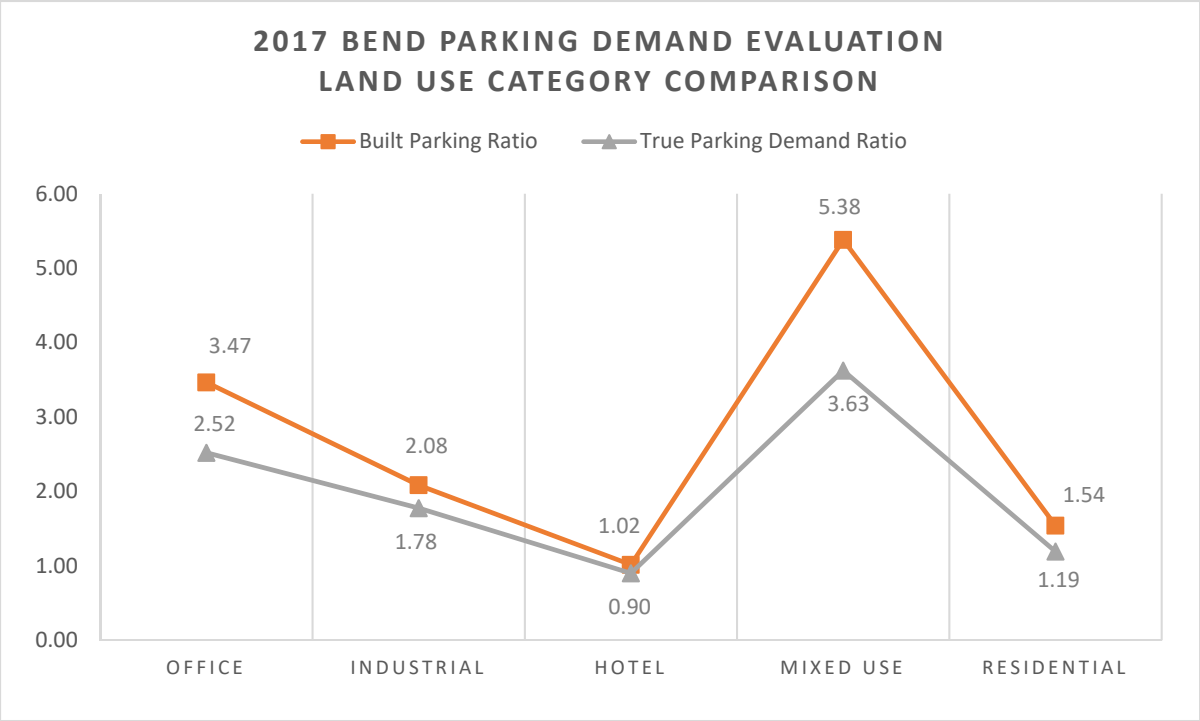


Table 6 below provides a comparative summary of findings by land use category.

- Office uses are generally over supplying parking by a combined average of 19%. However, code minimum requirements (2.86) and calibrated market demand (2.90) track very closely. Though parking is being over-built, this is not a factor of the minimum requirement. **No change in current minimum requirements is recommended**.
- In some cases, industrial land uses are undersupplying parking, which may be the result of the code minimum of 1.43 stalls per 1,000 square feet of building area. The market calibrated demand of 1.86 has created situations where parking demand is spilling off sites into the on-street supply. This may or may not be an issue; if the City clarifies its policy related to priority uses of on-street parking in areas zoned Industrial. **It is recommended that the City consider revisions to its policies related to the use of on-street parking in industrial areas.**
- Hotel developments are being built with parking supplies that most closely represent true demand – on average they are overbuilt by only 2 percent. **No change in current minimum requirements is recommended**.
- Mixed Use developments have the most over-built parking supplies of any land use category analyzed, with 24% of stalls in excess of peak hour demands. However, market demand (3.63) is within 27% of the required code minimum (2.86). Though parking is being over-built, this is not a factor of the minimum requirement. **No change in current minimum requirements is recommended**.
- As with office uses, residential parking is being built at rates in excess of actual demand (about 16%). However, the code minimum (1.0) is below calibrated market demand (1.25), suggesting the over-build of parking is not a factor of the minimum parking requirement. **No change in current minimum requirements is recommended.**
- Based on the analysis of Galveston Avenue, Convenience Commercial parking…[Note: this analysis is forthcoming].

Table 6: 2017 Bend Parking Demand Evaluation – Land Use Category Comparison

Land Use Category	Average Built parking ratio	Average Code Minimum [19] (current)	Averaged True Demand (observed)	TD + buffer	Average Delta +/_	Average % Difference	Recommended Parking Minimum [20]
Office	3.47	***2.86***	***2.52***	2.90	0.57	19%	2.86
Industrial	2.08	***1.43[21] + 1 / co. vehicle***	***1.78***	1.86	0.22	7%	1.43 + 1 / co. vehicle
Hotel	1.02	***1.0 / room + 1 / manager***	***0.90***	0.99	0.02	2%	1.0 / room + 1 / manager
Mixed Use	5.38	***2.86[22]***	***3.63***	4.17	1.21	24%	2.86
Residential	1.54	***1.0 / unit***	***1.19***	1.25	0.29	16%	1.0 / unit

Summary

Findings from the data analysis of local sampled sites indicates that current code minimums are well-calibrated, tracking closely to actual demand for parking in all land use categories observed. In the case of industrial uses, an undersupply of parking is occurring in some circumstances, which suggests a review of policies related to the on-street supply in industrial zones.

However, the built parking supply for many existing uses, particularly mixed use, are being oversupplied creating surpluses of unused parking. The City's current parking code minimums allow for prospective developments to be built with "right-sized" parking supplies that more accurately reflect true demand. Continued data collection efforts, coupled with educating developers on the relationship of built supply to true or calibrated market demand may be required to reduce the tendency to oversupply of parking

[19] Expressed as stalls per 1,000 square feet of building area unless otherwise specified.

[20] Recommended Parking Minimums reflect suggested changes to the Average Code Minimum (current) shown in Table 6 based on the parking demand analysis conducted as part of this study.

[21] 1 space/2 employees on the largest shift or for each 700 sf of gross floor area, + 1 space/company vehicle

[22] True Mixed Use developments have a minimum parking ratio of 2.0 per 1,000 square feet of building area. The examples used in this demand exercise were not built under the Mixed Use designation, but have the components of mixed use parcels, particularly a shared parking supply. Consequently, the minimum parking ratio is shown as traditional (e.g., office, retail, bank) commercial type uses at 2.86 stalls per 1,000 square feet.

within developments. Based on the findings in this report, the City's code minimums are not contributing to parking surpluses.

[NOTE: This summary will be updated upon completion of the analysis of Convenience Commercial uses in the Galveston Avenue corridor.]

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DRAFT TECHNICAL MEMORANDUM: PARKING POLICY

PURPOSE

This memorandum examines the City's need to revise current policies regarding vehicle parking to meet the requirements of Oregon Administrative Rules (OAR) 660-012-0045 (Transportation Planning Rule or TPR), as well as to help the City and the Bend Metropolitan Planning Organization (MPO) create a set of parking policies representing the vision of the Bend as well as industry best practices for parking.

This document serves as a summary of current vehicle parking policy and a framework for providing recommended policy revisions. Recommendations from this document will be used by City and MPO staff to revise Bend's parking policies and update the City and MPO Transportation System Plan (TSP) and Metropolitan Transportation Plan (MTP).

There are currently five policies related to motor vehicle parking in Chapter 7 (Transportation Systems)[1] of the Bend Comprehensive Plan. Relevant excerpts from that document are provided later in this memorandum, including the five policy statements. New and revised parking policies will be included in the updated TSP and MTP

CURRENT TRANSPORTATION GOALS & PARKING POLICIES

The current Comprehensive Plan provides community goals that guide parking policy. The City's current goal for Transportation provides the framework for the parking policy recommendations. The entire Transportation Goal is repeated below with several key words and phrases highlighted in ***bold italic***. Each highlighted item is addressed for the guidance or challenge it presents in preparing recommendations for new vehicle parking policies. These highlighted items are then tied to subject areas that the City's policies should address.

Transportation Goal:

> *"The transportation system that serves the Bend urban area must meet a complex set of community needs. The interrelated success of the economy and livability of our community depends upon the ability of the transportation system to effectively move people and goods, and to* ***provide access*** *to services and places of employment, while not disrupting the* ***continuity and aesthetics of the community****. Completion of a* ***multi-modal road network****, trail, and transit system will help to achieve a balanced transportation system and reduce automobile reliance. This,*

[1] The Transportation Chapter of the Comprehensive Plan consists of the goals and objectives from the Bend Transportation System Plan.

*combined with the development of **compact community design** and the **integration of land uses**, will provide a strategic approach to fulfilling the transportation needs of the future.*

*Implementation of the transportation plan must be coordinated so that resources are allocated in an **equitable and cost-effective** manner. The transportation system will be developed with enough **design flexibility** to meet the needs of the urban area, as well as to be sensitive to important community values such as **aesthetics, preservation of neighborhoods, natural features and other quality of life criteria**. It is therefore essential that the goals, objectives and policies of the Transportation Plan provide community assurance that safety, accessibility and mobility will be provided for all users."*

Parking Policy Subjects

Key phrases in this goal statement establish five subject areas that parking policy should address: (1) Provide Access; (2) Preserve System Continuity; (3) Preserve and Enhance Community Aesthetics and Values; (4) Provide a Multimodal Street System; and, (5) Provide Compact Community Design.

1. Provide Access

Vehicle (including bicycle) parking is a form of access that properties use to varying degrees. Policy should encourage the integration and balancing of parking with other forms of access, such as sidewalks, transit stops, or bike lanes, as appropriate for different land use types in different contexts (e.g., along a transit corridor or in more compact and mixed-uses areas like downtown).

2. Preserve System Continuity

To preserve system continuity, parking policy should:

- Minimize the disruption of the pedestrian, bicycle, and transit systems (driveways, for example, which provide access to off-street parking, can disrupt the continuity of facilities and may adversely affect safety) and
- Balance the need for adjacent land use access with the safe movement of vehicle traffic (for example, higher-speed facilities are less likely to have on-street parking as a safety precaution).

3. Preserve and Enhance Community Aesthetics and Values

Parking policy should acknowledge that parking may have positive and negative impacts on the community. These impacts should be managed to reflect the community's aesthetics, desire to preserve neighborhoods, natural features, and other quality of life criteria. Large areas of impervious surface can have environmental impacts, such as the need to control and clean storm water runoff, and can create heat sinks; and parking areas, if not well-designed, can be unattractive and unsafe. Therefore, parking policy should direct parking areas to be designed, built and maintained to preserve the safety, comfort, convenience, and character of the areas as well as mitigate their effects on the environment.

4. Provide a Multi-Modal Street System

On-street vehicle parking should be established in policy as an allowed use of the public right-of-way (ROW) in appropriate locations. However, policy should also preserve the ability of the City to allocate the ROW to best meet the needs of the community for a multi-modal road network[2].

5. Provide Compact Community Design

Parking policy should support the City's goals for efficient development by creating vehicle parking policies that:

- Allow on-street parking in areas where it is well-utilized and managed and does not unduly constrain the development, safety or effectiveness of the multi-modal road network;
- Protect historic buildings by avoiding parking policy that would unduly constrain re-use, renovation or preservation;
- Right-size off-street parking requirements to be consistent with local rates of use;
- Allow a reliance on a portion of the on-street system to meet parking code requirements (particularly for older and historic buildings, complementary infill sites within densely developed areas and for locations where the existing on-street system is under-utilized);
- Allow the provision of bicycle parking to serve as a partial offset of vehicle parking requirements;
- Provide a reduction to parking requirements for developments adjacent to high-quality transit service;
- Incentivize transportation demand management programs as effective methods of reducing parking needs;
- Allow for the use of off-site parking that is under-utilized or has complementary users to meet required parking;
- Allow for the efficient sharing of parking supplies to meet the demands of adjacent uses and larger areas (i.e. parking districts); and,

6. Equitable and Cost-Effective

Parking policy should encourage existing land uses with excessive parking to share the supply to minimize the burdens of developing new supply. Shared use of available and under-utilized supplies is cost-effective. The most equitable parking policy is one based on a demand-based approach, which will result in right-sizing parking. Policy that encourages regular monitoring demand by land use type will assure that requirements are appropriate.

[2] Defined as networks of pedestrian, bicycle, transit, and street facilities/services that are intermodal, interconnected and comprehensive in their coverage and service to the community

Current City Parking Policies

Bend has five policies that are specific to parking: one is listed under Transportation Demand Management (TDM); two are found under Street System; one is specific to the Bend Central District Plan; and, the final one is specific to the Integrated Land Use and Transportation Plan (ILUTP). Each policy is listed below and briefly discussed.

> **Policy 7-23***: The City shall manage and regulate parking by:*
>
> *a) Establishing programs to lower parking demand in commercial and business districts citywide by providing preferential parking for carpoolers, encouraging mass transit use, encouraging shuttle systems from external parking lots, and maintaining an adequate supply of strategically placed bike parking facilities.*
>
> *b) Requiring business groups and employers to develop parking management strategies that support reduced roadway system demand during the peak motor vehicle travel times.*

This policy establishes management and regulatory responsibility for vehicle parking with the City. The sub-elements of the policy are focused on TDM, which are components of management and regulation. This policy should be retained.

> **Policy 7-51***: In order to reduce vehicle speed, avoid construction of excessive pavement, and create livable neighborhoods, the City shall adopt standards that allow for narrower streets and lane standards, on-street parking, and other pedestrian friendly design elements. The City shall manage the development process to obtain adequate street right-of-way and improvements commensurate with the level and impact of development. New development shall be supported by traffic impact analysis(es) to assess these impacts and to help determine transportation system needs.*

This policy provides authority for the City to require ROWs to be sufficient to accommodate on-street parking. This policy should be retained.

> **Policy 7-62***: Street widths on public residential local streets may vary depending on topography, anticipated traffic volume, natural features that warrant protection, and existing street patterns in the neighborhood. Right of way shall be a minimum of sixty (60) feet except in special circumstances. Narrower streets may have limited on-street parking to ensure emergency vehicle access.*

Interpretation of this policy could include that the City has the right to eliminate previously designated on-street parking; however, the limitation to that interpretation is that it must be in the context of ensuring emergency vehicle access. The City may wish to modify this policy to broaden the conditions under which on-street parking may be removed.

> **Policy 7-89***: The city will work with local businesses and property owners to develop and implement a parking strategy for the District that meets local parking needs while also encouraging use of alternative modes (e.g., bicycling, walking, and transit) to travel to, from, and within the District."*

This policy guides the City's only parking management district and could be made broader to address the potential for new parking districts.

> **Policy 7-90:** *"The City will implement the land use, transportation demand management, parking management, transit, and complete streets strategies, projects and programs that are identified as Proposed Strategies in Chapter 4 of the ILUTP."*

This policy effectively states the goals of the ILUTP and therefore should be retained, as written.

NEW PARKING POLICY RECOMMENDATIONS

The following section provides recommendations for new policy language related to the key subjects identified above. The City needs these policies to address the basic parking subjects identified in the Transportation Goal statement. As summarized above, the current policies do not completely address the parking policy needs of the City. The following recommendations are intended to provide guidance for the development of new or revised policies and do not represent the actual policy statements. When relevant, examples of policies from peer cities are provided.

Providing Access

Access is provided to all land uses in Bend by a variety of forms, including motor vehicle and bicycle parking. Vehicle parking should integrate with other forms of access to support the balanced use of all means of access.

Policy Needs

1. Establish parking as a form of access to each land use type.
2. Balance the provision of parking with the provision, promotion and use of other modes as a means of access.
3. Differentiate locations or characteristics of locations where other forms of access may be preferred over motor vehicle parking. *(See Riverside CCM-3.2 and 3.4 for examples of this from peer cities.)*
4. Ensure that parking requirements are right-sized.
5. Establish that parking provision rates should respond to different land use types in different circumstances and be updated based on measured use.

Recommendations

1. **Establish parking as a form of access to each land use type.**

   Develop policy defines parking as one of the forms of access that should be available to all land uses within the City. Forms of access may include motor vehicle parking, bicycle parking, transit access, and pedestrian access. By identifying parking as a form of access, the City is acknowledging the need to provide appropriate levels of parking for all land uses.

2. Balance parking (as a form of access) with the provision, promotion and use of other modes as a means of access.

Establish the City's policy intent to balance parking with all other forms of access, which includes bicycle parking, transit access, and pedestrian access, and others. In so doing, the City is acknowledging that parking is not the only form of access provided. In some locations, another form of access may be prioritized over parking. Specific policies should be provided that create multi-modal access to each land use type.

3. Differentiate locations or characteristics of locations where other forms of access may be preferred over motor vehicle parking.

Develop policy that allows the City to prioritize forms of access and adjust parking requirements in locations with defined characteristics. These policies may be provided for specific corridors or on a broader level to indicate characteristics such as land use, transit availability, urban design, community vision plans, etc.

Example: Riverside, California

Riverside, California's Circulation and Community Mobility Element in their 2025 General Plan includes an objective to "Design the Magnolia Avenue/Market Street Corridor as a transit- and pedestrian-oriented Mixed Use boulevard." Specific to that objective, the Plan identifies two policies that further discuss ways to prioritize transit and pedestrian access for this corridor over on-street parking.

- *Policy CCM-3.2: Consider the implementation of off-street shared parking with parking signage improvements, consolidation of driveways, installation of raised landscaped medians, bus turnouts, traffic signal enhancements, special pavement treatments at pedestrian crossings and intersections, curb extensions, signalized/enhanced crosswalks, wider sidewalks and other appropriate measures which enhance traffic flow, transit efficiency and pedestrian movements.*
- *Policy CCM-3.4: Seek opportunities to enhance mobility on parallel and connecting Arterial and Collector Streets in the Magnolia/Market corridor to relieve congestion and to allow for implementation of the mixed-use corridor plan. These could include changes to traffic control (stop signs and traffic signals), elimination of cross-gutters, parking removal, driveway consolidation or limited roadway widening where feasible*

4. Ensure that parking requirements are right-sized.

Policy 7-23 establishes the City's regulatory responsibility over vehicle parking; however, it is embedded within the context of TDM. This regulatory responsibility should be more clearly established, along with the City's responsibilities for regulating, providing, and managing vehicle parking.

Regulatory authority should be coupled with policies for monitoring parking utilization by land use type (and possibly area type) and adjusting parking rates to ensure that City requirements lead to

supplies that accommodate parking demand. Policies should allow for adjustments to parking requirements for existing uses.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan specifically calls out the need to provide adequate parking in certain districts of the City. In addition, it specifically calls out the need to provide bicycle parking.

- *POLICY T-45: Provide sufficient parking in the University Avenue/Downtown and California Avenue business districts to address long-range needs.*
- *POLICY T-19: Improve and add attractive, secure bicycle parking at both public and private facilities, including multi-modal transit stations, on transit vehicles, in City parks, in private developments, and at other community destinations.*

5. Establish that parking rates should respond to different land use types in different circumstances and be updated based on measured use.

Develop a policy that acknowledges that different land use types have different parking needs due to factors such as type of user, alternative access options available, and location of the use, among others. These different land use types need parking requirements that do not result over- or under-supply of parking.

TDM strategies should be acknowledged in policy as a means of reducing vehicle parking need. Consideration should be given to whether policy should establish a requirement for monitoring of parking management and TDM performance of developments granted reduced parking requirements.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes a policy that encourages short-term parking in certain districts of the City.

- *POLICY T-46: Minimize the need for all-day employee parking facilities in the University Avenue/Downtown and California Avenue business districts and encourage short-term customer parking.*

Preserve System Continuity

Parking policy should acknowledge potential impacts of parking and provide guidance to minimize these impacts. To preserve system continuity, parking policy should:

- Minimize the disruption that parking access can have on the pedestrian, bicycle, and transit systems (driveways, for example, provide access to off-street parking can disrupt the continuity of facilities, diminish the quality of the walking and biking experience, and may adversely affect safety) and

- Manage on-street parking to balance the need for access, regional mobility, and the safe movement of vehicle traffic (for example, creating a correlation between roadway classifications, posted speed and the provision or restriction of on-street parking).

Policy Needs

1. Ensure that the disruption of parking access to the pedestrian, bicycle, and transit system is minimized.
2. Describe characteristics of streets or locations of streets where on-street parking may not be appropriate in order to provide a complete roadway system.
3. Maintain the element of Policy 7-62 that indicates "narrower streets may have limited on-street parking to ensure emergency vehicle access."

Recommendations

1. Ensure that the disruption of parking access to the pedestrian and bicycle system is minimized.

Develop policy that balances needs for parking access with providing a continuous, safe pedestrian, bicycle, and transit system; as follows:

- Driveways to parking areas should be consolidated and minimized;
- A pedestrian-friendly buffer between sidewalks and off-street parking facilities;
- A buffer between on-street bicycle facilities and on-street parking;
- A buffer (or bumper) between sidewalks and angled or perpendicular on-street parking that protects the sidewalk width for pedestrian use; and
- Design of conflict areas between parking access and pedestrian, bicycle and transit systems to promote safe movements for all modes.

2. Describe characteristics of streets or locations of streets where on-street parking may not be appropriate to provide a complete roadway system.

Parking policy should acknowledge that on-street parking should be applied in locations where it is appropriate, which may include lower-speed and lower-volume facilities. For safety reasons, on-street parking should be limited on some streets with speeds (observed or posted) above a certain threshold (e.g., 35 MPH). At higher speeds, pedestrians entering or exiting parked vehicles have a higher probability of serious injury if they are struck by a vehicle. These higher speed facilities form an important part of the transportation system, moving traffic through the network, while lower speed facilities typically provide access to surrounding areas. Both types of facilities are needed for a complete roadway system.

Policy 7-51 currently promotes pedestrian-friendly streetscapes with narrow streets and on-street parking. However, there is no discussion about the need to balance these facilities with those intended to move traffic at higher volumes and higher speeds, which form an important part of the transportation system.

Example: Riverside, California

Riverside, California's Circulation and Community Mobility Element in their 2025 General Plan includes an objective to "Design the Magnolia Avenue/Market Street Corridor as a transit- and pedestrian-oriented Mixed Use boulevard." Specific to that objective, the Plan identifies a policy that states parking removal may be necessary to meet the goals for a complete system:

- *Policy CCM-3.4: Seek opportunities to enhance mobility on parallel and connecting Arterial and Collector Streets in the Magnolia/Market corridor to relieve congestion and to allow for implementation of the mixed-use corridor plan. These could include changes to traffic control (stop signs and traffic signals), elimination of cross-gutters, parking removal, driveway consolidation or limited roadway widening where feasible*

3. **Maintain the element of Policy 7-62 that indicates "narrower streets may have limited on-street parking to ensure emergency vehicle access."**

   Policy 7-62 appropriately identifies the need to balance on-street parking with preserving emergency vehicle access throughout the system. This concept should be maintained in the City's future parking policies.

Preserve & Enhance Community Aesthetics & Values

Parking policy should acknowledge that parking may have positive and negative impacts on the community. These impacts should be managed to reflect the community's values related to aesthetics, preservation of neighborhoods, natural features, and other quality of life criteria. Parking should contribute to rather than detract from the character of an area. For example, large areas of impervious surface can have environmental impacts, such as the need to control and clean storm water runoff, and can create heat sinks. Therefore, policy should direct the City to create parking areas that are designed, built and maintained to preserve the safety, comfort, convenience, character of the areas they are intended to serve, as well as mitigate environmental impacts.

Policy Needs

1. Document the ability for parking to contribute to the character of an area.
2. Identify the design elements associated with parking that should be considered.
3. Identify the need to consider the unique character of different areas throughout the City when determining an appropriate set of design criteria. This should also indicates the need to identify flexible standards for each context.

Recommendations

1. **Document the ability for parking to contribute to the character of an area.**

   By defining parking as a community design component that adds to the community character, his policy would set the stage for requiring design elements as a part of parking requirements.

2. Identify the design elements associated with parking that should be considered.

Prepare policy or policies that identify the need to develop design standards for surface and structured parking. These design standards should consider the community values for different areas of the City. Many design elements of surface parking and structured parking have the ability to contribute to an aesthetically pleasing environment that aligns with the community values of a specific location. Some of the design elements that may be considered in the requirements include, but are not limited to:

- Location of parking relative to the building and lot location (i.e., whether the parking is located in front of or behind buildings, or underground);
- Landscaping requirements, particularly shade producing trees and drainage swales;
- Buffering from pedestrian and bicycle facilities;
- Buffering from special places (e.g., parks) or uses (e.g., historic buildings);
- Other public infrastructure characteristics such as signage and lighting;
- Pedestrian, bicycle and transit amenities; and
- Scale of the development.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes many policies that discuss the aesthetics of parking. Policy T-36 is an example of one that identifies neighborhood residents as the drivers of the community vision. Some of these policies include:

- *POLICY L-75: Minimize the negative physical impacts of parking lots. Locate parking behind buildings or underground wherever possible.*
- *POLICY L-76: Require trees and other landscaping within parking lots.*
- *POLICY L-79: Design public infrastructure, including paving, signs, utility structures, parking garages and parking lots to meet high quality urban design standards. Look for opportunities to use art and artists in the design of public infrastructure. Remove or mitigate elements of existing infrastructure that are unsightly or visually disruptive.*
- POLICY T-22: Improve amenities such as seating, lighting, bicycle parking, street trees, and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety
- *POLICY T-23: Encourage pedestrian-friendly design features such as sidewalks, street trees, on-street parking, public spaces, gardens, outdoor furniture, art, and interesting architectural details*
- *POLICY T-36: Make new and replacement curbs vertical where desired by neighborhood residents*
- *Policy L-5: Maintain the scale and character of the City. Avoid land uses that are overwhelming and unacceptable due to their size and scale.*

- *Policy L-9: Enhance desirable characteristics in mixed use areas. Use the planning and zoning process to create opportunities for new mixed use development.*
    - *Develop design standards for all mixed use designations providing for buildings with one to three stories, rear parking or underground parking, street-facing windows and entries, and zero setback along the street, except that front gardens may be provided for ground floor residential uses.*
- *Policy L-21: Provide all Centers with centrally located gathering spaces that create a sense of identity and encourage economic revitalization. Encourage public amenities such as benches, street trees, kiosks, restrooms and public art.*
    - *Program L-18: Identify priority street improvements that could make a substantial contribution to the character of Centers, including widening sidewalks, narrowing travel lanes, creating medians, restriping to allow diagonal parking, and planting street trees.*

3. **Identify the need to consider the unique character of different areas throughout the City when determining an appropriate set of design criteria. This also indicates the need to identify flexible standards for each context.**

   This topic introduces the opportunity for policy to address differences in land use and transportation that can influence mode choice and travel behaviors. For example, policy could acknowledge that areas with the highest quality of transit service are expected to experience lower rates of auto use (on average) and, therefore, experience a lower level of parking demand. Similarly, policy could acknowledge that areas with higher than average densities and a complementary mix of land uses are expected to have higher rates of walking and bicycling trips and a resulting lower rate of auto use and parking demand.

   Locational differences exist on a separate, but equally important scale. For example, parking design in downtown urban areas is likely to differ from that of neighborhood commercial nodes. The City of Bend should implement a policy that promotes consideration of the unique character of different locations throughout the City when determining appropriate design criteria for parking.

Multi-Modal Street System

On-street vehicle parking has been established in policy as an allowed use of the public ROW (see Policy 7-51). However, policy should also preserve the ability of the City to allocate the ROW to best meet the needs of the community for a multi-modal road network[4]. The provision of on-street parking should be consistent with the objective of providing a safe, efficient, and effective multi-modal system. Finally,

[4] Defined as networks of pedestrian, bicycle, transit, and street facilities/services that are intermodal, interconnected and comprehensive in their coverage and service to the community

parking policy (on-street and off-street) should not interfere with the City's goals of achieving a balanced transportation system[5] and reducing automobile reliance and vehicle miles traveled. Parking requirements should right-size the resulting parking system to meet demand and promote the use of active transportation modes.

Policy Needs

The subject of Multi-modal Street System provides several opportunity topics for parking policy to address, including the need to:

1. Address parking in the context of providing a safe, efficient, and effective multi-modal system;
2. Balance on-street parking with the multi-modal system within limited right-of-ways; and
3. Right-size parking by providing adequate parking to meet demand while also promoting the use of alternative transportation modes.

Recommendations

1. Address parking in the context of providing a safe, efficient, and effective multi-modal system.

Parking policy must be consistent with the intent to provide a safe, efficient, and effective multi-modal transportation system. Policy statements should clearly establish the priorities, such as indicating that parking (particularly on-street) will prohibited in locations that jeopardize the safety and function of a complete and multimodal transportation system.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes policies that encourage design elements that promote a multi-modal system:

- *POLICY T-22: Improve amenities such as seating, lighting, bicycle parking, street trees, and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety*
- *POLICY T-23: Encourage pedestrian-friendly design features such as sidewalks, street trees, on-street parking, public spaces, gardens, outdoor furniture, art, and interesting architectural details*

[5] Defined as each mode being present, safe, uninterrupted, and effective in meeting travel needs within the distances people are willing to travel by those modes

2. **Document the need to balance on-street parking with the multi-modal system within limited right-of-ways.**

   The City should adopt a policy that establishes the City's authority to distribute public right-of-way between various users and balance the need for on-street parking with multi-modal facilities such as bike lanes, transit stops, sidewalks, and shared-use paths. The City's existing Policy 7-51 discusses the need to reduce vehicle speed through designs with narrow streets, on-street parking, etc. but does not discuss the balance between on-street parking and the multi-modal system. Policy 7-62 documents the fact that narrower residential streets may have limited on-street parking to ensure emergency vehicle access; this statement is an example of where existing policy seeks some balance between on-street parking and other uses within the right-of-way. Finally, the topic of safety (discussed above) is a critical factor in determining where on-street parking should be prohibited (e.g., at intersections, on high-speed facilities) and policy should acknowledge this.

   Example: Palo Alto, California

   Palo Alto, California's Comprehensive Plan includes a policy that encourages using off-road public right-of-ways for multi-modal facilities. This is an example of a way to minimize conflicts within public streets.

   - *POLICY T-17: Increase cooperation with surrounding communities and other agencies to establish and maintain off-road bicycle and pedestrian paths and trails utilizing creek, utility, and railroad rights-of-way.*

3. **Document the need to right-size parking by providing adequate parking to meet demand while also promoting the use of alternative transportation modes.**

   Policy should be developed that commits the City to rely on data and measurements to determine the true parking demand for various land uses throughout the City and adjust regulations, accordingly.

   Example: Palo Alto, California

   Palo Alto, California's Comprehensive Plan includes policies that encourage reduced auto use and reduced single-occupancy trips:

   - *POLICY T-3: Support the development and expansion of comprehensive, effective programs to reduce auto use at both local and regional levels.*
   - *POLICY N-28: Encourage developers of new projects in Palo Alto, including City projects, to provide improvements that reduce the necessity of driving alone.*

Compact Community Design

Parking policy should be consistent with the City's goals for a compact community and the integration of land uses. This can be achieved by creating vehicle parking policies that:

- Allow on-street parking in areas where it is well-utilized and managed;
- Protect historic buildings by avoiding parking policy that prohibits small-scale development, especially infill;
- Right-size off-street parking requirements;
- Allow on-street parking to meet all or a portion of parking code requirements;
- Allow the provision of bicycle parking to serve as a partial offset of vehicle parking requirements;
- Provide a reduction to the parking requirements where high-quality transit service is either planned or available;
- Incentivize parking and TDM programs as effective methods of reducing parking needs;
- Incentivize opportunities to share parking resources among integrated and complementary land uses;
- Allow the use of off-site parking supplies that are under-utilized or have complementary users to meet required, anticipated and/or measured parking demands (if consistent with city plans for the site/area);
- Allow the efficient sharing of parking supplies to meet the demands of adjacent uses and larger areas (parking districts); and,
- Incentivize opportunities to consolidate parking resources that meet the parking needs and plans for an area of the community.

Policy Needs

Policies 7-23 and 7-90 give partial support to achieving compact community design. Some of the City's ordinances support this goal, but policy statements are needed to support the ordinances. Several policy topics should be addressed within the subject of compact community design, including:

1. Implement the strategy recommendations from the ILUTP as additional policy statements.
2. Allow the creation of shared parking agreements.
3. Allow the creation of parking districts.
4. Allow flexibility in parking requirements.

Recommendations

1. Implement the strategy recommendation from the ILUTP as policy statements.

The City's current Policy 7-90 implements proposed strategies from the ILUTP. The ILUTP contains TDM and Parking Management strategies that support the subject of compact community design. The ILUTP indicates that that the City will: "Set policy supporting incentives to TDM and increasing applicability of TDM programs." Policy should allow reductions to parking requirements when TDM or Parking Management programs are linked to development.

2. Allow the creation of shared parking agreements.

Policy is needed that encourages the creation of shared parking agreements across land uses and properties throughout the City. The policy should be strongly reinforced through implementing

ordinances that incentivize such actions. The example provided below only targets the proposed development and does not suggest a benefit to the party sharing the resource.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes a policy that encourages developments with shared-parking.

POLICY L-78: Encourage development that creatively integrates parking into the project by providing for shared use of parking areas.

3. Allow the creation of parking districts.

Policy should allow the creation of parking districts in areas where residents or stakeholders have identified an issue or locations where data supports the development of a parking district. Parking districts would allow for enhanced management of parking resources that align with the plans and uses within the district and the priority users of the parking resources.

4. Allow flexibility in parking requirements.

City policy should provide flexibility in parking requirements through the use of strategies such as shared-parking, reductions for some amount of available on-street parking, allowing a reduction in minimum parking requirements based on the provision of bicycle parking, and relying on TDM strategies to encourage the right-sizing of parking throughout the City. These strategies are found in existing City code but are not directly supported by policy.

Example: Palo Alto, California

Palo Alto, California's Comprehensive Plan includes a policy that encourages developers to use flexible incentives.

POLICY B-17: Where redevelopment is desired, encourage owners to upgrade commercial properties through incentives such as reduced parking requirements, credit for on-street parking, and increases in allowable floor area. Use such incentives only where they are needed to stimulate redevelopment or contribute to housing or community design goals.

Equitable & Cost Effective

Parking policy should not create an unfair burden on existing or proposed developments. Policy should allow (and encourage) existing land uses with excessive parking supplies to either share the supply or redevelop the excess supply in a manner that better aligns supply with current code and site demands. Policy for proposed development should establish a consistent approach to parking requirements that optimizes equity[6], cost-effectiveness, community character, and livability. This is best accomplished by

[6] Equity, in the context of parking requirements, is the expectation that all proposed developments are evaluated for their parking demand characteristics, based on land use type, surrounding land uses and transportation facilities, opportunities for sharing parking resources, and willingness to implement TDM or parking management programs.

establishing code provisions that are demand-based[7] and complemented by the City's transportation demand management efforts.

The best defense against perceptions of unfair parking requirements is to monitor demand over supply by land use type frequently enough to assure the requirements are accommodating the demand. Shared use of available and under-utilized supplies is cost-effective for the private sector (as it is a better use of parking resources) and the public sector (as it is a better use of the land supply).

Policy Needs

1. Adopt demand-based parking requirements that are consistently applied across all developments based on their land use.
2. Develop guidelines for flexibility that are applied consistently across all land uses.
3. Develop a process for monitoring and updating parking requirements as demand changes over time.

Recommendations

1. Adopt demand-based parking requirements that are applied consistently across all developments based on their land use.

Policy should establish that City parking requirements are based on data analysis for the major land use categories within the City. This policy would ensure that the City monitors parking utilization and adjusts parking requirements to align with actual use.

2. Develop guidelines for flexibility in determining parking requirements that are applied consistently across all land uses.

Policy or policy objectives should provide guidelines for flexibility from the data-driven parking requirements. Flexibility may include a detailed variance process or a discrete set of options for deviating from the standards that arise from the incentives previously described (e.g., shared parking, TDM, transit proximity).

3. Develop a process for monitoring and updating parking requirements as demand changes over time.

The City should develop a policy that requires the City to monitor and update the parking requirements on a defined cycle to allow for adjustments based on changes in behavior and parking demand over time.

[7] Code provisions that are "demand-based" must be supported by regular monitoring of parking utilization by land use type that leads to the City reviewing and adjusting parking requirements to reflect actual rates of use.

Bend Citywide Parking Study
Sounding Board Interviews Summary
Fall 2017

Prepared for the City of Bend

by Anne E. George, Anne E. George Facilitation, Mediation + Public Involvement

in coordination with Rick Williams Consulting, Inc., Kittelson & Associates, Inc., and the City of Bend

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Contents

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Introduction

The City of Bend is conducting a parking study to review parking conditions and needs citywide. Because of the diverse land uses and population densities that exist in Bend, the study team has conducted data collection and analysis on residential, commercial, and industrial parking areas across the city. The goal of the study is to better understand parking conditions and help Bend develop parking strategies and parking requirements that are “right-sized” for the community’s needs both now and in the future.

The Bend City Council asked City staff to conduct this study. The City contracted with Rick Williams Consulting (RWC), a parking management firm to assist the City. In addition to RWC, Kittelson & Associates, Inc., a transportation engineering firm, and Anne E. George Facilitation, Mediation + Public Involvement (AGFMPI), a local public engagement consultancy, are part of the project team. The study began in January 2017, and is scheduled to be completed by the end of the calendar year.

Methodology

In an effort to seek community input on the Citywide Parking Study the project team conducted individual interviews with 10 representative stakeholders, who served as a sounding board for the study. Interviews were conducted in August and September 2017. The purpose of the interviews was to obtain sounding board members’ input on their experiences and ideas around current parking conditions and codes, as well as future community needs. Interviewees were selected for their diverse experiences and engagement in residential, commercial, and industrial land use and included developers, architects, neighborhood association representatives, commercial and industrial business owners and managers, transit experts, commercial brokers, and engineers. Interviews were conducted by Anne E. George, (AGFMPI), and Karen Swirsky, City of Bend. Interviews were held in-person or over the telephone.

Parking Conditions and Requirements: Key Themes

Interviewees were asked for their thoughts on current parking conditions and requirements, as well as their views on parking management tools. A number of themes were identified in the discussions.

Residential Parking

Interviewees generally said they felt parking in residential areas was right-sized, meaning parking for motor vehicles and other modes of transportation was neither too scarce nor excessive and that city parking requirements in residential areas were satisfactory, with a few exceptions.

Residential Areas Adjacent to Commercial Areas

Some interviewees said they had concerns about parking conditions in areas where a residential area was directly adjacent to a commercial district. In some of these areas, interviewees said, there seemed to be insufficient on-street parking on residential streets to accommodate both residential and commercial needs. Interviewees said the City should consider either providing additional off-street parking in commercial areas or require commercial establishments to provide more off-street parking to limit customer and employee parking on residential streets in these areas.

Mutli-family and Accessory Dwelling Unit Parking

The vast majority of residential development in Bend is single-family housing. However, multi-family units are increasingly in demand in Bend due to rising housing costs. Some interviewees said they had concerns about parking requirements for multi-family housing units, as well as secondary structures called accessory dwelling units (ADUs) on residential lots.

Interviewees said the current off-street parking requirements for multi-family housing did not meet the needs of its residents and often resulted in residential streets becoming heavily parked. Interviewees said they felt narrow public streets with vehicles parked on both sides of the street often created unsafe conditions for pedestrians, limited the site lines of drivers, and narrowed the driving lane with only one motor vehicle able to pass. As a result, some interviewees supported increasing the minimum off-street parking requirements for multi-family housing developments and ADUs to reduce the number of vehicles parked on-street at or near these locations.

In some areas multi-family development may occur adjacent to existing neighborhoods or commercial areas. In some cases, existing residents or commercial tenants have expressed concerns that a new multi-family housing development will negatively impact them by increasing demand for on-street parking in their area. When asked about development of multi-family housing in these areas some interviewees said they felt developers tried to be sensitive to the concerns of existing residents. Interviewees said that often developers would provide up to 150 percent of the parking requirement (as allowed by the City) in multi-family housing developments to address existing residents' concerns, despite the additional cost to the developer. Interviewees said they felt developers made this accommodation so their projects would not be delayed because of vocal opposition from nearby neighbors or businesses. Others said they felt developers simply built parking to the required parking amount regardless of community input.

However, some interviewees expressed concern that existing parking requirements for multi-family and ADU units already restricted the number of units a developer could build. They said multi-family and affordable housing was in high demand in Bend, but development was costly.

Because of high land and building costs, a developer will try to maximize the number of units she can build on a property while providing the required off-street vehicle parking and other requirements, such as green space or bicycle parking on the parcel. Thus, the number of off-street parking stalls required directly affects how many units can be built on a parcel. The number of units available for rent also directly affects the rental rates of units on a parcel, interviewees said. Some said that the lack of affordable or work force housing in Bend was so great that the City should consider reducing the minimum off-street parking requirement for such developments or allow more on-street parking to be counted toward the parking minimums, or both, in order to make these developments economically viable.

Restrictions on On-Street Residential Parking

Some interviewees commented that Home Owners Associations (HOAs) or neighborhood Covenants, Conditions & Restrictions (CC&Rs) might unnecessarily restrict the on-street parking supply in residential areas. These interviewees said they felt HOA or CC&R rules left residents and visitors unable to utilize available on-street parking, and did not account for the needs of different residents, including families with a third vehicle for an older child or relative, overnight visitors, or multi-family units.

Commercial Parking

Interviewees had mixed responses on the commercial parking requirements in Bend. Some interviewees said they felt parking requirements did not meet current needs and that some commercial areas were under parked, while others said they felt the requirements matched current needs and conditions.

National Commercial Tenants

Commercial tenants, particularly larger national or regional chains, and institutional investors often require a substantially higher number of off-street parking stalls at a location than is required by city code. Some interviewees said that in larger commercial developments parking minimums were virtually unnecessary because developers needed to maximize the amount of off-street parking they could develop on a parcel to attract these tenants. Interviewees said that commercial developers and brokers would often forgo building larger buildings so they could develop off-street parking that would meet the demands of these potential tenants and investors. One interviewee said that parking, accessibility, and signage were often more important to a developer than maximizing the square footage of the building space they would lease because of tenant and other demands.

Smaller Parking Minimums May Help Some Small Business

However, interviewees said that commercial developments with relatively smaller off-street parking areas would often attract small or emerging businesses because of their comparatively

lower lease costs. While large, national or regional tenants might require off-street parking substantially above the minimum commercial parking requirements in Bend, small businesses or emerging enterprises may be more flexible and accepting of more limited off-street parking availability, interviewees said. Other tenants may simply have lower parking demands because of the nature of their businesses. Some interviewees said that commercial developments or redevelopments that allowed investors to maximize the building square footage on a parcel over creating off-street parking could result in investors able to put more tenants on a location, and in turn make a smaller parcel more profitable and still attractive to some small businesses.

Infill and Redevelopment

Infill development and redevelopment introduces other challenges to right-sizing parking in Bend. Some interviewees said that it would be difficult for Bend to have more neighborhood mixed use areas with restaurants and retail a walkable distance to neighborhoods because current parking code requirements mandate off-street parking and other access requirements that cannot be accommodated on existing smaller parcels.

However, some interviewees said they felt the City should require additional off-street parking in commercial areas adjacent to residential areas. Noting the Galveston Avenue Corridor and surrounding neighborhoods, some interviewees said they felt the City needed to do more to manage the parking system in the area, with some stakeholders saying they felt the City or local businesses should be required to build more off-street parking to accommodate commercial parking needs there. Others said they felt some areas in the central core of the city could be integrated more smoothly without the need for increased off-street parking through the use of buffering and other tools.

Multiple Uses in Commercial Spaces

Commercial areas accommodate multiple types of users with varying parking needs. A medical office building with multiple practitioners in a commercial area may have higher parking demands than that of a small engineering firm or retail store. Interviewees suggested the City consider whether there should be more categories of commercial uses and accompanying parking requirements. Some said they felt a number of commercial buildings with multiple tenants have resulted in substantial on-street parking demands for customers and employees. For some, interviewees said, the existing commercial on-street parking demand can be substantial enough in some areas that undeveloped parcels nearby or adjacent to an existing commercial development may not be attractive to developers or potential tenants.

However, others said that additional categories of uses in commercial areas were not needed because developers and brokers better understood how to attract and retain tenants, and it was in their interest to do so. Additionally, uses change over time in commercial areas and requiring additional parking requirements to accommodate for a specific commercial user could result in

both raising development costs and requiring off-street parking that would not be needed by most commercial users over time. Others said commercial developers should simply be allowed to build the amount of parking they feel is necessary to support their investments.

Some interviewees said they felt addressing building requirements that affected the location of parking were more important to address than commercial parking minimums. For example, building setback requirements in Bend that required new commercial buildings to locate parking behind a building was a concern for some interviewees. These interviewees said tenants were less likely to lease a building where off-street parking was not immediately visible to potential customers from the front of a building.

Industrial Parking

A number of interviewees said they were concerned with the availability of industrial land and facilities in Bend. Interviewees said that parking minimum requirements, and other City requirements, restricted the size of buildings on industrial land, contributing to the limited supply of industrial space in the city. However, interviewees also said they were concerned that industrial areas sometimes lacked sufficient parking for employees, customers, and in some cases forklifts and semi-trucks.

In addition, right-sizing parking in industrial areas is complicated by the many uses permitted in industrial zones. Entities such as workout facilities or dog training centers, allowed in industrial areas, might require substantial customer parking, while a manufacturing company may only have a few employees with two or three delivery trucks. Interviewees said that tenants changed over time in industrial buildings and as a result so did parking needs. As such, some interviewees said they felt developers in industrial lands were able to best understand the market needs and additional parking requirements would only limit any new industrial development.

Parking Codes - Part of the Puzzle

As the City considers parking codes and requirements some interviewees suggested policy makers consider the full suite of code and rule requirements in residential, commercial, and industrial development that require a developer or architect to dedicate a percentage of a parcel to uses other than the square footage of a building. Requirements such as setbacks, swales, parking stalls, green spaces, walkways, and other items may result in a building that covers less than a third of the total land parcel. These requirements add up, interviewees said, and may not achieve the goals the City set in introducing them. For example, a developer may be required to build a set of covered bicycle parking areas in a multi-family residential development. These covered bicycle areas, by regulation must also be spaced a specific distance apart and thus take up additional land square footage than one large covered bicycle area, but the rules require spacing between the areas.

Others, believe these requirements contribute to a more aesthetically pleasing Bend that financially benefits developers and land owners in the long run, as they will be able to sell or lease their properties at a higher cost because of the pleasant aesthetics in Bend. These interviewees said that efforts to reduce these types of requirements would lessen the livability of Bend.

Still some interviewees suggested the City needed to consider the specifics of a parcel and be open to adjusting requirements if the changes provided benefits. For example, a developer may be required to provide a specific amount of green or open space at a multi-unit apartment development. The developer will want to maximize the number of units she can have on her parcel of land while accommodating for parking and other development requirements. Because the City may require the total green space on the development to be in one large aggregated area rather than a set of small green areas around the property, in this example, the developer may feel she has little choice on how to provide the green space on the property. While the developer would have liked to provide a grassy buffer area between the parking lot and each apartment's balcony or porch, the developer instead chooses to put the parking immediately adjacent to the apartments to meet the City requirement, despite her feeling that residents would prefer a grassy buffer between the parking stalls and their front porches. While the City's goal to have a green or open space on a multi-unit residential area may be a positive, the developer may feel the way the code is written is too restrictive and results in a negative for her tenants.

Modes of Transportation

Some interviewees said City parking requirements and planning are too focused on accommodating personal vehicles at the expense of other modes of transportation. Interviewees said that policy makers and staff should consider and plan for the full gamut of transportation options when considering parking in the city. Creating a system that prioritizes and accommodates personal motor vehicles, over transit users, pedestrians, and cyclists results in a city that is scaled predominantly for the motor vehicle driver, some said. For example, if the distance a user must travel from a transit stop to the front door of a business matches the distance a motor vehicle user must move from his automobile to the front door of the same business, then all modes are given equal access and priority.

However, others said they felt the City showed a bias against personal motor vehicle use. These interviewees said they felt the City, through code and regulation changes, was trying to make it more difficult for users to find motor vehicle parking in residential and commercial areas in an effort to disincentivize driving. Interviewees said because of weather conditions in the winter and other factors people would continue to rely on personal vehicles for transportation and the city would need to accommodate these vehicles.

Other said they felt it was important for the City to plan for a multitude of transportation forms as the city continues to grow. And some interviewees said it was not realistic for people to expect free and available parking within a few steps of their destinations. If Bend continues to grow, some interviewees said, infrastructure would not likely be able to meet demands and Bend would experience highly congested roads and parking areas, if personal vehicles continue to be prioritized in policy and regulation.

Parking Strategies for Consideration

Parking Districts

Residential Parking Districts

A residential parking districts creates a managed parking area in a residential setting. Traditionally in these types of districts residents receive or apply for unrestricted parking permits for on-street vehicle parking in the district, while commuters or other visitors are subject to signed time limitations on identified streets. To qualify to create a district residents or others in a potential parking district area would need to demonstrate the need, based on a set of guidelines or policies developed by the City.

Interviewees were generally supportive of the notion of residential parking districts where residential areas are located near or adjacent to commercial areas. One participant said that while it may not be a perfect solution for some, a parking district would provide a framework for managing parking outside of the downtown core. Most interviewed said they did not feel residents should have to pay a fee for a residential parking permit in their neighborhood, indicating they did not think it was fair to have residents pay for the impacts commercial businesses were having on residential streets. However, some participants said they felt a residential parking district would put too high a burden on residents who would presumably have to go through a set of steps to acquire a residential parking permit(s).

For those supportive of the concept it was also important that efforts be made to accommodate commercial parking in areas that abutted residential areas where residential parking districts might be implemented. Some said they felt plans for commercial parking, such as a commercial parking management district for example, should be created in tandem with a residential parking district to accommodate a variety of parking needs in such areas.

In setting the guidelines for a parking district it is common for policy makers to require a minimum parking district size, for example an eight- or ten-block area that is identified to have limited on-street parking availability on public residential streets. However, some interviewees cautioned against making the district size too large or strict in Bend, citing the area around the Oregon State University-Cascades campus as an example. Those interviewees said they felt

that area would benefit from a managed system of on-street parking, though it may not meet the size threshold in some cities. Those interviewed said while the university was working toward limiting vehicle trips to its campus, easy and accessible on-street parking that is not time limited and located immediately adjacent to their campus made it difficult for the university to encourage students, faculty, and visitors to use alternative modes of transportation to reach campus.

Commercial Parking Management Districts

Interviewees were curious about the concept of commercial parking management districts, particularly in commercial areas that abutted residential neighborhoods. Commercial parking management districts could be used alone or in tandem with residential parking districts as a means for the City and stakeholders to provide formal management of parking areas to support economic vitality and quality of life, optimize existing parking supplies, and complement transportation demand management goals. Currently, the only parking management district in effect in Bend is in the downtown.

Some interviewees said they felt commercial parking districts might contribute to the success of areas by providing a managed parking experience for users, in particular areas immediately adjacent to residential neighborhoods to ensure that different users were considered and accommodated in an area. In some areas businesses already organize as associations to pool resources and plan for items such as snow and garbage removal, as well as beautification efforts. These same associations, some interviewees said, could be tapped to manage a commercial parking district that utilized shared parking opportunities to accommodate employees and customers.

While interviewees said they were amenable to the concept, they did say they would want more information on potential benefits as well as management methods.

On-Street Parking Prioritization

Interviewees were asked if they thought on-street parking should be prioritized for a specific use, for example for residents on a residential street or customers in a commercial area. Responses were mixed. Some interviewees said they felt on-street parking stalls on public streets should be available to any member of the public and not prioritized for a specific use. Others said they could see value in prioritizing on-street parking for residents in a neighborhood that might be impacted by nearby commercial areas and thus limit conflict between residents and commercial owners. While some interviewees said it could be important to accommodate customers in or near commercial areas on public residential streets to support businesses and the local economy.

Eliminating Parking Minimums and Maximums

Interviewees were asked if they had an opinion on a concept to eliminate minimum and maximum parking occupancy requirements in residential, commercial, and industrial areas. In such a scenario the City would establish a parking requirement for a building or area by particular use (restaurant, retail, single-family home, multi-family housing, industrial, etc.), rather than a minimum and maximum parking requirement range by building by use. Developers would have the option of applying to reduce the number of parking stalls they provide at a location if they make accommodations for other transportation uses. Developers would also have the option of applying for permission to build a larger number of parking stalls than required at a location, but would need to pay a fee to the City to do so.

Interviewees were, again curious, about the concept, but said they would need to think more about the concept before they could fully comment. However, initial reactions were still mixed. Some participants said they felt the option might simplify the code requirements, while still allowing for different needs at a location. Others said they thought a fee to allow increased parking stalls at a location above the parking requirement might be acceptable to some developers, but for others the costs may be too high. Others said they were concerned because they felt commercial parking requirements were already too low and that developers generally built to the minimum required, and as a result, areas had insufficient parking supplies.

Other Considerations

Working with City of Bend

Some interviewees said they felt the process of working with the City on a development was simple and City code and requirements were easy to understand. Others said they felt some City staff could be better informed so as to provide more complete information during initial or preliminary planning meetings with developers or architects. Some interviewees said they felt City staff would often identify issues that needed to be addressed late in a process when construction or other efforts had already begun, making changes costly. Others said they felt City staff might, perhaps inadvertently, come across as negative toward development or eager to catch code infractions or mistakes made in the planning of a development.

Communication

Some interviewees said they felt the community and City would benefit from more proactive outreach from the City. These interviewees said they thought a high percentage of planning applications were probably filed by a small group of developers, brokers, or architects. Possible City changes to codes or regulations could be “ground-truthed,” they suggested, with regular builders or developers. These efforts might help the City better understand whether a new or existing rule or regulation is helping the City meet its objective before changes are made.

In addition, interviewees said that while neighborhood associations members might not take positions on parking or other regulations, it would be beneficial to include the associations in discussions when a regulation or code is being considered or a land use change is imminent in their area.

Conclusion

Interviewees were generally pleased that the City was undertaking this study and that the City was welcoming input. Interviewees also appreciated that the study would collect and utilize new and current data. The study will result in an evaluation of the existing parking conditions in residential, commercial, and industrial areas, and will conclude with the results of the analysis and a possible framework for parking policies for the City and community later this year.

Attachment

Interview Protocol

City of Bend Citywide Parking Study

Sounding Board Interview Questions

Sounding Board Interviews

Thank you for agreeing to be interviewed. While I have a set of questions I would like to ask you, the interviews are designed to be a conversation.

The City Council asked staff to study parking citywide. The City contracted with Rick Williams Consulting (RWC), a parking management firm, Kittelson & Associates, Inc., a transportation engineering firm, and Anne E. George Facilitation, Mediation + Public Involvement to conduct an analysis of the parking conditions in the study area.

A brief written summary will be created based on these interview discussions and will highlight the major themes shared by interviewees. Your comments will not be attributed to you. You may also ask the interviewer to keep something you said confidential; if you do so it will not be mentioned in the summary. The summary will help focus the project team in the study.

Thank you!

Commercial Parking

1. What should the City consider when planning for parking in commercial areas of Bend?
2. Commercial parking districts – proposed management objectives: *What are your thoughts about the* proposed management objectives *listed below - is anything missing, not needed, could be changed?*

   The on-street parking system in commercial districts is managed to:

   - *Support the economic vitality of the district by encouraging parking turnover,*
   - *Improve circulation,*
   - *Encourage the use of off-street parking,*
   - *Minimize vehicle miles travelled,*
   - *Promote the use of alternative modes by managing the supply, use and price of on-street parking, and*

- *Give priority to short-term parking, followed by carpools, with the remaining supply for long-term use.*

3. Commercial parking districts – proposed parking objectives: *What are your thoughts about the proposed objectives below - is anything missing, not needed, could be changed?*

   The <u>management</u> of on-street parking in commercial areas <u>will</u>:

   - *Support the economic vitality of the area.*
   - *Be strategic, calibrated to the unique development and access characteristics of an area and consistent with the development vision for the area.*
   - *Efficiently use existing supplies of parking.*
   - *Complement public and private efforts to increase the overall capacity for trips into an area by the provision and promotion of multiple mode options (i.e., transit, rideshare, bicycling and walking – TDM).*
   - *Minimize the impacts of commercial activity in areas adjacent to residential areas.*
   - *Minimize conflicts between users by directing (incenting) users to the right stall or mode.*
   - *Create regulation and enforcement that is consistent with the available supply of on-street parking, the need for parking and the availability of alternative modes.*
   - *Cover the on-going maintenance and operating costs of the parking district, recognizing that some start-up costs may need to be covered by other sources.*

Residential Parking

4. What is important to you around parking in residential areas in Bend?
5. What should the City consider when planning for parking in residential areas?
6. How do you feel about the statement? “On-street parking on public streets in areas zoned and built as residential should be primarily for residential purposes.” Is there anything the City should consider in an area comprising a mix of residential and commercial properties?
7. Often when a residential parking district is created the momentum for the creation of a district originates with the residential neighborhood. Do you think Bend neighborhoods would be open to the creation of residential parking districts – parking by permit areas?
8. Residential Parking Permit Zones may need a source of revenue in order to be properly managed (i.e. signage, enforcement). Revenue can be raised through a permit fee sufficient to cover these costs. How do you feel about that?

Additional Questions

9. Should on-street parking be managed to prioritize it for a certain type of user in a commercial, residential, or mixed-use area?
10. The City wants to aim to establish parking requirements for developers that are the “right size” for the projects. The City has mechanisms to allow projects to reduce the amount of parking needed to below the required amount. Should the City also have ways to allow a developer/owner to provide more than the required amount of parking?
11. Are there other considerations regarding City parking requirements you want the study team to review?

12. Is there anyone else we should be speaking to about this study?
13. Do you have any questions or additional comments?

Thank you!

For more information please see the City of Bend website: http://bendoregon.gov/parkingstudy. Please click on "*CITYWIDE TECHNICAL REVIEW AND ASSESSMENT*" on the home page.