



**CORVALLIS  
CITY COUNCIL WORK SESSION**

**September 24, 2020  
4:00 pm - 6:00 pm**

*Pursuant to Governor Brown's Executive Order  
and in response to the COVID-19 pandemic,  
this City Council work session is online only.*

*The public may register to watch the meeting live on the internet via this link:*

<https://attendee.gotowebinar.com/register/1250158324553230606>

*A video and audio of the work session will be available on the City's website.*

- 
- I. Call to Order
  - II. Oregon State University/Benton County Health Department TRACE testing update [15 minutes]
  - III. Parking Audit – Management of the Downtown Parking System [60 minutes]
  - IV. Council discussion regarding parliamentary procedures [30 minutes]
  - V. Community Comments (written only) (Community members wishing to offer advance written comments are encouraged to use the public input form at [www.corvallisoregon.gov/publicinput](http://www.corvallisoregon.gov/publicinput) or email them to the City Recorder at [carla.holzworth@corvallisoregon.gov](mailto:carla.holzworth@corvallisoregon.gov))
  - VI. Review of Three-Month Schedule
  - VII. Other Councilor Comments (time permitting)
  - VIII. Adjournment

If you need special assistance to participate in this meeting, please contact the City Recorder at (541) 766-6901 (for TTY services, dial 7-1-1). Notification at least two business days prior to the meeting will enable the City to make reasonable arrangements to ensure accessibility to the meeting. (In compliance with the Americans with Disabilities Act, 28 CFR 35.102-35.104 ADA Title I and ORS 192.630(5)).

*A Community That Honors Diversity*

TO: City Council for September 24, 2020 Council Work Session  
 FROM: Mary Steckel, Public Works Director *MS*  
 DATE: September 15, 2020  
 THROUGH: Mark W. Shepard, P.E., City Manager *MWS*  
 SUBJECT: Parking Audit, Format and Management (Downtown) Recommendations  
 STRATEGIC OPERATIONAL PLAN PRIORITY: P-3E, Audit Citywide Parking Program



Action Requested:

Staff requests Council review the draft Corvallis Parking Program Audit White Paper #3: Format and Management - Downtown (Attachment CC-A) and participate in a discussion on the recommendations included.

Discussion:

The City hired Rick Williams Consulting (RWC) to perform an audit of the City's parking program. The audit is evaluating six different components of the program that affect parking citywide.

The six areas to be audited are:

- Residential Parking Districts
- Parking Meter/Permit Fees and Fines
- Format and Management of the Downtown Parking System
- Format and Management of the Parking System Outside of Downtown
- Current and New Parking Technologies
- Review of Parking Enforcement

For each component evaluated, the consultant is preparing technical white papers evaluating existing conditions, comparing these with industry best practices, and recommending revisions or improvements. A Department Advisory Committee (DAC) was established to assist Public Works with the project. The DAC consists of seven members of the community from different parking stakeholder groups, as well as City staff from three departments.

***White Paper #3 Format and Management - Downtown***

The third white paper focuses on the format and management of the parking program for downtown.

RWC noted that one of the most significant challenges of managing a municipal parking system is trying to accommodate the needs of competing user groups with a limited resource. Further, they pointed out the variety of time stays in Corvallis' downtown: free (both 3-hour and unrestricted), 24-minute, 30-minute, 1-hour, 2-hour, 4-hour, 10-hour, and loading zones. This variety can lead to a frustrating and difficult to understand experience for users. It also is not in line with parking best management practices. To manage the downtown on- and off-street public parking supply for customers in this commercial zone, RWC provided recommendations clustered in three areas (see Section 5 starting on page 23 of White Paper #3). Key recommendations in each area are noted below, using the numbers by which they are referenced in the report.

- 1) System monitoring and management:
  - 5.1.1 Establish a formal downtown parking management zone. A defined zone clarifies for the public where parking will be controlled in the downtown and allows staff to better manage the parking resource within that area for its best use.
  - 5.1.2 Adopt a data-driven approach to parking management. Having clear parking performance targets and measuring parking behavior on a routine basis will allow decisions to be based on data, giving the public clear and transparent expectations for how and when parking controls will be changed.
- 2) On-street improvements:
  - 5.2.1 Adopt a base standard for time limits (likely 2 or 3 hours). Consistent time limits for parking gives a visitor to downtown a better understanding of what to expect, regardless of where they park in the management zone.
  - 5.2.7 Gradually phase out and replace all coin-operated meters with pay stations. Coin-operated meters are inconvenient for customers who prefer to pay by credit card, less convenient for staff doing collections, and can encourage circling the block as drivers look for alternative parking.
- 3) Improve off-street public parking:
  - 5.3.1 Rename all publicly-owned/controlled lots by address (e.g., “2nd and B lot”). The current naming scheme for public parking lots is not intuitive or informative for the visitor to downtown.
  - 5.3.3 Adopt uniform standards for City-owned parking facilities. Consistency in striping, lighting, signage and overall appearance will enhance the user experience.

Staff will be prepared to discuss these recommendations with the Council at the meeting to determine if more work is needed to answer Council questions or to obtain more information before the White Paper is finalized. No direction is needed on the recommendations at this time; Council will be presented with a package of suggested changes or improvements to the parking program as a whole once all the White Papers are completed.

### ***Reconsider the Free Customer Parking Area***

One of the recommendations in this White Paper is to reconsider the Free Customer Parking Area (5.2.4 in the report). Best management practice would call for the central core of a downtown to have the most controlled parking, to ensure the parking stalls are available for customers. The Free Customer Parking Area (FCPA) was discussed with Council during the Work Session on White Paper #2, in the context of establishing a Parking Rate Policy. While the basic premise of a rate policy seems to make intuitive sense, its application in Corvallis is complicated by the fact that we have a Free Customer Parking Area downtown. Parking behavior cannot be managed through rate adjustments if there are no rates to adjust. Council agreed the concept of changing the FCPA was worth exploring.

Council asked staff for the history of the FCPA. The FCPA was established in 1970 and codified in the Corvallis Municipal Code (CMC). In addition to establishing a defined boundary within which parking was free, it also restricted employees, residents, and students from parking in that area. During this time, the City purchased the three public parking lots within the FCPA with the assistance of assessments on downtown businesses. These parking lots, located in the 100 and 200 blocks of SW 2nd and the 300 block of SW 3rd Street, are subject to the same CMC restrictions as on-street parking within the FCPA. These were one-time assessments without ongoing obligation to the downtown business community to keep the parking lots or the larger FCPA free. Staff was unable to find any information that precludes the City from

exploring reconsidering the FCPA. In 2010, a time limit of 3 hours was established for the FCPA, based on customer survey data obtained in the 2001 Downtown Parking Study.

Over the decades, the FCPA boundary has been adjusted a number of times, resulting in an oddly shaped area (see Figure B on page 13 of the white paper). This means different portions of downtown have very different time stays from one block to the next, or even one business to the next, with free spaces adjacent to metered ones of varying rates. This has led to complaints from business owners about the inequity of the parking system downtown.

In the context of White Paper #3, the FCPA directly affects the establishment of a base time stay to manage parking behavior and efficiently enforce the regulations. RWC recommends performing a baseline parking utilization study and using that data to evaluate the benefit of the FCPA versus paid parking throughout downtown.

With the additional information on how the FCPA was established, staff is seeking Council input on whether to continue to examine this concept, knowing that modifications in downtown are a probable recommended outcome.

Budget Impact:

There are no budget impacts from the policy level discussion.

Attachment:

CC-A Corvallis Parking Program Audit White Paper #3: Format and Management - Downtown



# Corvallis Parking Program Audit **White Paper #3: Parking Format & Management (Downtown Parking System)**

September 24, 2020

Prepared for:

City of  
**Corvallis** Oregon

Prepared by:

**RICK WILLIAMS CONSULTING**  
Parking & Transportation

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## 1.0 Executive Summary

Key recommendations are listed below with a fuller narrative of the recommendations provided in **Section 5.0** (beginning on page 22).

### System Monitoring and Management

- Establish a formal downtown parking management zone boundary.
- Adopt a data driven approach to parking management. A data-driven approach ensures that parking management strategies and rate adjustments are based on data and specific target performance measures.
- Implement a routine data collection schedule. A foundational element of a parking management plan is to support decision making with accurate data. There should be a consistent and structured methodology to answer relevant questions about occupancy, turnover, duration of stay, patterns of use, and enforcement.

### On-Street Improvements

- Adopt a base standard for time limits. By consistently applying a base standard for time limits across downtown (along with an exception process), customers will be able to much more easily understand where they can park.
- Establish more specific criteria for exception stall requests (e.g., high turnover stalls).
- Convert loading zone stalls to combination zones. When possible, loading zone stalls that are signed “all days, all hours” should be avoided. These types of loading zones are inefficient and often go unused on evenings and weekends.
- Reconsider the Free Customer Parking Area. Use data and information derived from data collection efforts to evaluate the benefit of the Free Customer Parking Area.
- Implement consistent parking branding. A new brand/logo can be incorporated into the on-street system as a means of integrating the on- and off-street systems.
- Stripe all on-street stalls in the parking management zone (update existing conditions). Effective striping will communicate “you can park here,” reduce incidents of damage to vehicles, and encourage compliance. Although most streets where parking is allowed in downtown Corvallis have striping, some do not, and the condition of the markings in some areas could be updated.
- Gradually phase out and replace all coin-operated meters with pay stations. By beginning a program to transition coin meters to pay stations, the City will markedly improve the customer experience in the downtown. Additionally, the City will likely increase revenue generation as those currently using coins are likely to select higher time stays with the use of a credit card. Also, the pedestrian amenity area on the sidewalk will improve with the removal of the meter poles.

**Improve Off-Street Parking**

- Rename all publicly owned/controlled lots by address. Corvallis' current facility identification format is not intuitive or informative. The City should consider renaming its facilities as part of a broader effort to make the parking system more intuitive and easier to use.
- Complete an ADA audit of all City-owned facilities. All City-owned off-street facilities should be compliant with ADA parking requirements. This may require additional designated ADA stalls, depending on the facility's size, slope, access route planning, signage, and number of stalls.
- Adopt uniform standards for City-owned facilities. It is recommended that all seven City-owned lots, particularly the five closest to the downtown core maintain the same high standards for paving, striping, lighting, signage, and overall appearance. Consistency among the lots will support a positive and convenient user experience and reinforce the logo and branding.

DRAFT

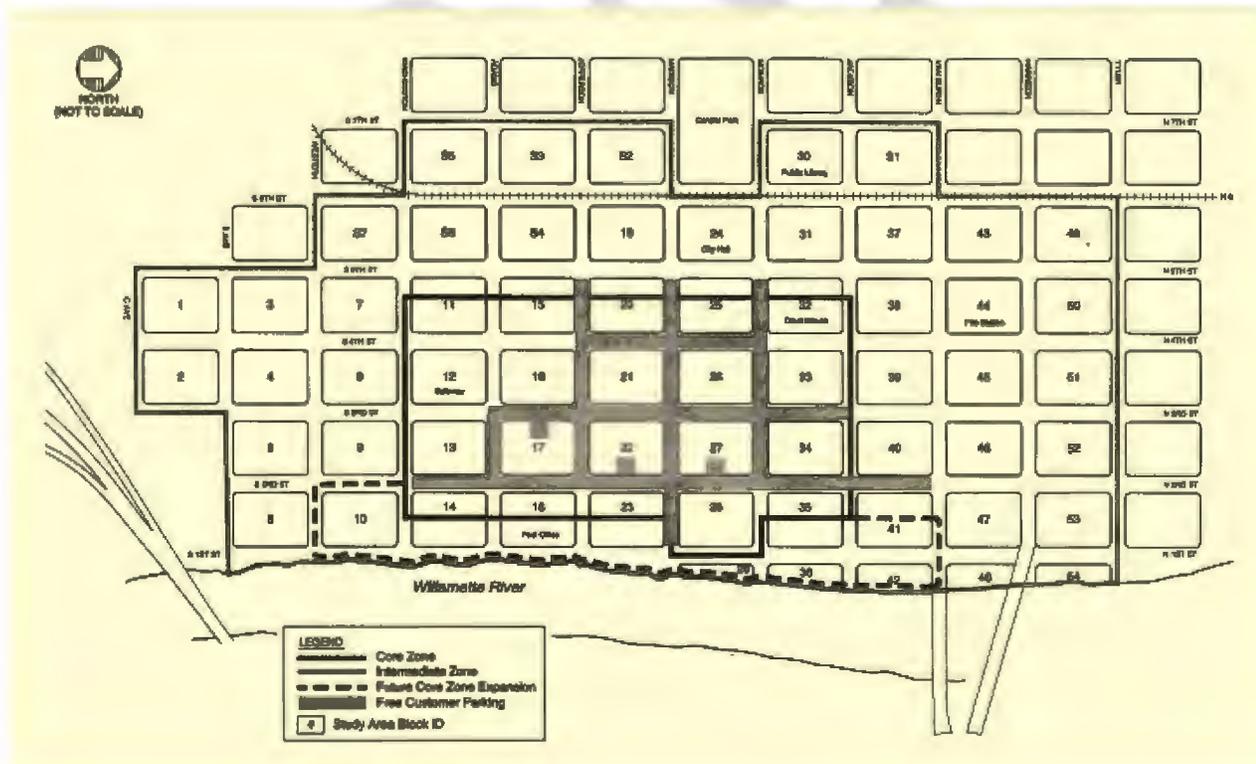
## 2.0 Introduction

The City of Corvallis is interested in gaining a better understanding of its current parking operations program and how it compares with accepted industry standards. To accomplish this, the City is pursuing an audit format of six key elements of its program.

This White Paper is the third of six audits and focuses on specific areas related to the format and management of the City’s downtown parking program. Some of these areas include format of the supply (short-term versus long-term parking), parallel versus angled stalls, free customer parking, appropriate mix of parking stall types, and exception stalls. Other elements of the review explore the characteristics of downtown user groups and how to best manage parking resources to serve them.

The final section offers strategy recommendations for monitoring and measuring the performance of the parking system and factors to improve the on-street and off-street systems. The recommendations are based on industry best practices and management fundamentals used in similar downtown settings. The recommendations are consistent with the City of Corvallis’ Climate Action Plan<sup>1</sup> and are particularly supportive of strategies and action elements related to land use and transportation. All recommendations in this White Paper are meant to apply to parking within a defined “downtown parking management zone” as illustrated (as an example) in **Figure A**.

Figure A: Map of Downtown Parking Zone



Source: City of Corvallis Downtown Parking Study, 2001

<sup>1</sup> <https://archives.corvallisoregon.gov/public/ElectronicFile.aspx?dbid=0&docid=920368> (pages 14 – 16)



## 3.0 General Best Practices - Management and Format

### 3.1. MANAGING USER GROUP PARKING NEEDS

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

Knowing there is a limited supply of parking, city parking managers must make decisions regarding who should get priority access to specific stalls. Further, for the lower priority group, city parking managers must consider how and in what form their parking needs should or should not be accommodated. As referenced in White Paper #1, “there should be high clarity and agreement in identifying priority users of the parking system, particularly for publicly controlled on- and off-street resources”. With a clear understanding of who has priority to a particular parking spot, policies can be developed that provide access to the intended users.<sup>2</sup>

The following sections provide an overview of best practice approaches to formatting parking and a city’s role in providing potential parking solutions to the broad-based user groups accessing a downtown’s public parking supply.

#### 3.1.1. Designated Time Stay

##### Parking Base Standard

According to the State of Oregon’s best practice guide to managing parking, customers coming to a downtown for the first time confronted with myriad time-stay options are often left confused and quickly put off by the jumbled arrangement of a parking system. Best practices would recommend, to the highest degree possible, simplifying the parking system under the presumption that every on-street parking customer is a first-time user. This can be accomplished by standardizing time stays based on the needs of the surrounding land uses. Standardizing time stays will reduce frustration and provide greater certainty and satisfaction for the customer.<sup>3</sup>

The consultant has worked with numerous small-to medium-sized cities (like Corvallis) to calibrate their base downtown time limit standards at levels that are both efficient and based on actual customer need. Table 2 provides a summary of parking utilization studies conducted over the past four years. As the table demonstrates, different cities have different downtown time needs, though all can be accommodated with a 2 hour or 3 hour base standard.

<sup>2</sup> White Paper #1: Residential Parking Districts, page 8.

<sup>3</sup> Oregon Transportation and Growth Management Program - *Parking Made Easy: A Guide to Managing Parking in Your Community*.

City of  
**Corvallis** Oregon

Table 1: Example Cities - Calibrating Downtown Base Time Stays to Duration of Stay Data

City	Actual Customer Duration of Stay	Current Primary Stall Type	Recommended Base Standard
Albany, OR	1 hr. / 35 min	3 Hour	3 Hour <sup>4</sup>
Bend, OR	1 hr. / 40 min	2 Hour	2 Hour
Everett, WA	1 hr. / 49 min	90 Minute	2 Hour
McMinnville, OR	2 hr. / 8 min	No Limit	3 Hour <sup>5</sup>
Milwaukie, OR	1 hr. / 45 min	2 Hour / No Limit <sup>6</sup>	2 Hour
Newberg, OR	2 hr. / 3 min	No Limit	3 Hour
Oregon City, OR	1 hr. / 33 min	2 Hour	2 Hour
Redmond, OR	2 hr. / 18 min	No Limit	3 Hour
Salem, OR	1 hr. / 30 min	3 Hour	2 Hour
Springfield, OR	2 hr. / 51 min	3 Hour	3 Hour
Wenatchee, WA	1 hr. / 57 min	3 Hour	3 Hour

For example, Bend, Oregon had seven different time stay options posted on-street for users to sort out, with about 50% of the supply designated 2 hours. The recommended change was to convert all on-street stalls in the central core area to 2 hours (longer term stays could be accommodated off-street) and stalls beyond the central core to 3 hour (and in some cases by permit). Though data did not suggest a need for 3 hour parking, stakeholders felt offering the extra hour outside the 2 hour core area would compel greater use of that area and free up the core. Occupancies just outside the core (which were lower than the core) supported this reasoning.

Another example comes from the City of Everett, Washington, which had established a base standard of 90 minutes in its downtown. This was based on an assumption that the 90 minute time stay would increase turnover in the downtown and support more customer access to ground-level businesses. However, actual usage data revealed that the average customer duration of stay is 1 hour and 49 minutes, leading to a recommendation for a 2 hour base time stay. The 90 minute time stay was inconvenient for customers; forcing some to limit their stays or face citations. This was corroborated in the 2019 Everett Downtown Parking Survey, which provided opportunity for all user groups (customer, employee, resident and business owner) to provide input on the format of parking in downtown Everett.<sup>7</sup> The survey demonstrated that the 90 minute standard was creating an adverse situation for customers and businesses, which was consistent with data on actual customer durations of stay. This underscores the need to routinely evaluate time stay designations using objective data.

<sup>4</sup> RWC recommended maintaining the current 3 hour standard in the downtown because peak hour occupancies are very low (i.e., <50%). As such, a 3 hour base standard provides more than adequate time and, as yet, occupancies are such that no one is denied a stall within close proximity to any downtown destination.

<sup>5</sup> 62% of McMinnville’s downtown on-street parking supply is unregulated, which encourages employees to park on-street. RWC recommended reducing this supply to provide more customer access. The study also demonstrated that there is an abundance of off-street parking that is underutilized (likely due to the large supply of unregulated on-street parking).

<sup>6</sup> In Milwaukie, there are 267 2 hour stalls and 277 No Limit stalls in the downtown parking management area.

<sup>7</sup> This is from the recently completed Everett Downtown Parking Plan (January 2020). Everett is now moving to a base standard of 2 hours and, because of high peak hour occupancies, evaluating implementation of paid parking (using pay stations). The Downtown Parking Survey was implemented by the consultant in collaboration with the Downtown Everett Association.



Some general considerations related to a base time stay standard for Corvallis:

- Without data it is difficult to assess the functionality of the current format of time stays in downtown Corvallis. In general, best practice cities are moving to fewer time limit options on-street to simplify use of the supply by customers and to maximize stall turnover based on actual duration of stay.
- More data is needed to assess the need for a 3 hour area versus 2 hour time stay in the downtown. Having the two different designations infers that customers/businesses need a longer-term option in one area (3 hours) and higher turnover in another (2 hours). As the example cities referenced here indicates, a data-derived base standard would identify the most practical means to address time stay need and current patterns of occupancy.
- The data from other cities, suggest that 1 hour stalls serve little purpose. In some cities the highest number of tickets written are for over time stays in 1 hour stalls (as well as 24 or 30 minute stalls).<sup>8</sup> Findings suggest that these types of stalls become last resort options for customers, especially when supplies are constrained. An appropriately measured base standard (2 or 3 hour stall) can serve all users who might use a 1 hour stall, while providing peace of mind to the customer that they have adequate time.
- High turnover stalls (24 or 30 minute in Corvallis) should be judiciously placed to ensure that they are serving unique business types that actually need a very short-term stay. Overproviding such stalls can lead to the issue of “last resort option” for the customer; leading to a higher potential for a ticket. There are few customer-based trips that cannot be accommodated within an appropriate base standard.<sup>9</sup> High turnover stalls should only be used to serve specific and unique business types (see Exceptions Stalls, below).
- Like high turnover stalls, 4 hour and 10 hour stalls should be evaluated to ensure that the number provided are right for the situation, that there are no conflicts with adjacent businesses (or there is a unique business need) and that there are customers in these areas that need a time stay option in excess of the base standard.

**Exceptions Stalls**

With a parking supply format based on a common base standard, it is natural to question how other stall types can be established and approved. This is important given that the base standard may not always be the right time standard for certain types of businesses, particularly those that rely on very high customer turnover or have other very distinct needs that the base standard cannot serve. For instance, for businesses such as libraries post offices, and other very high-volume businesses, a shorter time stay may be more appropriate. In industrial zones or high employment/low retail areas; a longer time stay may be appropriate. Find below an outline of

<sup>8</sup> This was clearly demonstrated in RWC studies in Salem and Portland, OR and in Everett and Spokane, WA, to name only a few.

<sup>9</sup> In 2006, Salem, OR devoted 16% (202 stalls) of their on-street parking supply to 30 minute stalls. In 2019, that total is now 3.5% (40 stalls). Moving to a base standard and allowing 30 minute stalls only by exception demonstrated there was limited need for such stalls. Citations dropped dramatically in the downtown and, the 162 stalls added back as 3 hour parking improved overall customer access.



exceptions criteria and process for high turnover stalls that is derived from programs in other cities (e.g., Portland, Salem, Vancouver). Similar criteria could be developed for longer term stay requests.<sup>10</sup>

**Exception Criteria and Process**

Criteria for evaluating high turnover spaces (as exceptions to the base standard) would include:

- **High turnover exception spaces will be located at ends of blocks (next to intersections)** to simplify signage and provide easy access (via convenient crosswalks) to all surrounding businesses.
- **High turnover exception spaces are limited to 30 minutes in the Parking Management Zone.** It is important to limit the number of exceptions to the base standard.
- **High turnover exception spaces will be used for specific types of business.** Business type must have a documented high percentage of short transactions. Examples are coffee shops, libraries, post office, and banks. A more detailed list of businesses that have such high turnover needs should be established through a collaborative process between the City and downtown stakeholders (e.g., through a downtown business association or local Chamber of Commerce).
- **High turnover exception spaces are not used where private parking spaces are available.** High turnover spaces will be limited or not approved for businesses that have adjacent off-street private parking lots or private garage spaces that allow short-term customer parking.<sup>11</sup>
- **High turnover exception spaces will be used where on-street parking occupancy exceeds 85%.** If utilization data shows that occupancy exceeds 85%<sup>12</sup> during the peak hour on block faces adjacent to qualifying businesses, a reduced base time stay standard would be justified.
- **High turnover exception spaces will be converted to the base standard where citation data indicate these spaces are not used for very short stays.** If citations increase at the location of an exception space, the space is needed for longer-term stays and may be better served at the base standard.

**Location of Unlimited (unregulated) Stalls in Downtown Commercial Districts**

Downtowns are generally mixed-use commercial districts, comprised of ground level retail/active use storefronts, with upper story office and residential tenants. This is supported with other institutional uses that include government offices and entertainment venues (e.g., theaters, museums). To this end, the on-street system within a downtown parking management zone should be time limited to a calibrated base standard (whether free or paid parking). The intent here is to ensure that any downtown block face that abuts a commercial storefront is structured to preserve and prioritize access for customers and visitors. Locating

<sup>10</sup> We do not provide criteria here for longer term stay requests because the cities we have worked with generally do not allow such exceptions in their more retail-oriented downtowns. Longer-term stay options tend to be directed off-street or into other transportation options.

<sup>11</sup> Albany, OR began transitioning some high turnover spaces in its downtown to the base standard when they realized that several were serving ATMs at banks that were served by their own off-street surface parking lots.

<sup>12</sup> Within the parking industry, a supply of parking is considered constrained when it is consistently occupied at a level that is at (or exceeds) 85%. At that level users (particularly customers) find it difficult to find parking and tend to have a greater negative perception of access in an area.

unregulated and unrestricted parking within downtown commercial districts encourages employees to park all day on-street and can conflict with other parking strategies to move employees off-street or toward the use of alternative modes of transportation that do not require a parking space, such as transit, biking, or walking.

### 3.1.2. Customers

#### On-street

In the parking industry, a customer is defined as anyone using businesses downtown by a transient trip – this includes shopping, eating, attending entertainment events, recreating, and visiting downtown amenities. As such, a customer can be a shopper, tourist, or local resident. Customers are the life blood of most commercial/retail downtowns. In a study of the economic value of on-street parking spaces in downtown Vancouver, WA, it was determined that a single 2 hour on-street parking space generated approximately \$54,000 annually in customer sales (see graphic at right).<sup>13</sup> If any one group should have prioritized access to the most convenient and easily accessible public on-street stalls, it should be the customer. The overwhelming majority of customer stays are considered short-term, typically 3 hours or less. This is true in most cities across the United States.



Source: Vancouver WA Downtown Assoc.

While customers are prioritized, it is equally important to keep them circulating through the downtown so more of them can be accommodated. This is accomplished through a combination of time-restricted and priced parking.<sup>14</sup> As discussed above, optimal and efficient time stays for customers are established through data collection that monitors duration of stay. Occupancy data allows for demand-based management of rates. The overall goal of circulation and turnover is supported with parking enforcement structured to ensure reasonable levels of compliance. If the system is not optimized, both access and economic benefit for the downtown are not fully realized.

#### Off-street

While not as standardized as the municipal on-street system, *publicly owned* off-street parking should also maintain a priority focus on customer access. If an on-street supply becomes constrained (even after the use of time restrictions, pricing, and enforcement), the municipal off-street system serves customers as spillover for the on-street system and provides a potential longer-term stay option for customers needing more time than what is allowed in the higher turnover on-street supply. In general, best practices would encourage cities to balance their off-street systems to serve a combination of short and long-term users. However, as constraints in the downtown supply grow over time, the focus is to manage the municipal off-street system to transition long-term users (particularly employees) to private parking supplies and alternative transportation modes.

<sup>13</sup> Vancouver Downtown Association Survey of Retail Businesses (2014).

<sup>14</sup> Parking pricing is discussed in detail in White Paper #2: Rates and Fees.



### 3.1.3. Employees

#### On-street

Employees are the first to arrive in downtown and if parking is unregulated, they will typically take the most convenient parking spaces near their place of work. As stated above, the highest priority for on-street parking stalls is the customer, suggesting that all on-street parking within a parking management zone be formatted to a base standard. In order to maintain access for customers, the on-street system in the downtown should not be made available to employee parking.

There are cities, including Milwaukie and Salem, Oregon and Vancouver, Washington, that do allow limited use of the downtown on-street system by employees using permits. However, these cities are the exception rather than the rule.

The key to these unique programs is that employee permits are (a) provided on an interim basis and (b) allow parking in areas of their downtowns with a demonstrated level of occupancy that is well below an 85% standard. In Milwaukie and Vancouver, designated on-street block faces are signed (for example) “2 Hour Parking or by Permit.” These cities sell permits to employees that allow them to park in these designated block faces and exceed the posted time stay limit.<sup>15</sup> Again, the number of permits allowed is limited by the 85% standard and the base standard continues to assure priority access for customers without encouraging a situation where parking intended to serve ground level businesses is monopolized by free employee parking.

#### Off-Street

The industry best practice regarding employee parking in municipal supplies is to first encourage employees to park in private off-street surface lots or garages in the downtown<sup>16</sup>, allowing the City to maintain a visitor parking priority within its own on- and off-street supplies. Ideally though, any city-managed employee parking program using public supply should also be integrated into programs encouraging the use of alternative transportation modes. This can be accomplished through market-based pricing and/or closely managing the allocation of employee permits allowed in the public supply to always ensure customer access availability.

<sup>15</sup> For instance, in Milwaukie and Vancouver, permits are sold on a monthly basis and the agreement the user signs clearly states that the program is (a) interim, (b) permits are limited to specifically signed areas of the management district and (c) can be revoked on 45 – 60 days’ notice if monthly employee parking compromises visitor parking access. In both cities routine occupancy studies are conducted to ensure accurate monitoring of permit use.

<sup>16</sup> The City of Portland prohibits employee permit sales in its core area Smart Park garages. In Smart Park garages in the periphery areas of downtown, Portland maintains a balanced mix of customer and employee users, though its permit pricing is set at a rate above the local market average for monthly parking. As such, Portland’s goal in managing its off-street supply is to always prioritize customer access and mitigate, through pricing and monitoring of use, conflicts between employees and customers needing a parking stall.



### 3.1.4. Residents

#### On-street

In any parking management district zoned primarily for commercial or employment, residents, like employees, should be a low priority user within an on-street parking supply. Conversely, in areas zoned residential, the priority for on-street parking should be the resident and their guests.<sup>17</sup>

Vancouver, WA through its interim on-street permit program allows those with business or residential addresses in the downtown parking management district to purchase permits. Interestingly, Vancouver titles its on-street permit program an “interim general access permit.” In other words, Vancouver does not prioritize employees or residents in its program; rather it is first-come first-served, allocated to those with verifiable downtown addresses and routinely adjusted based on the 85% standard. Again, these permits are limited in the number allowed and are interim, with no guarantee of renewal.

#### Off-street

Most cities facilitate newly developing residential parking within commercial zones through minimum parking requirements. The intent in these cities is to ensure that a specific “minimum” level of parking is provided within new residential developments; precluding a need for a city to consider residential parking demand within the City supply.

For older and historic buildings without parking, we could find no examples of specific municipal programs (outside of the Vancouver example) that use public supply to serve residential parking demand. For the most part, cities support the provision of residential parking through code for new development or third-party offsite agreements between older and historic residential buildings and private owners of parking.

Hood River OR is considering eliminating parking requirements for older and historic buildings that convert upper stories from a commercial to residential use. This is being evaluated as an option to support the City’s goal for preserving older and historic buildings and encouraging residential growth in the downtown.

<sup>17</sup> See White Paper #1, Residential Parking Districts.

### 3.1.5. New Directions in Permit Programs

#### Pay As You Go

Parking permits, particularly residential, serve as an effective tool to discourage employees from parking in adjacent residential neighborhoods. Employee parking permits serve (ideally) as an interim tool for on-street use when there is a surplus of available parking or in environments where transportation options are especially limited.

More progressive management strategies curtail or eliminate the use of parking permits in favor of a pay-as-you-go system. These strategies promote value choice, where each day a person preparing to travel chooses the option that makes the most sense for them, considering cost, time, and convenience, and incur the corresponding “cost” of that choice. This avoids commuters committing to a single method, such as driving and parking, simply because of the sunk cost of a purchased parking permit. It encourages the use of transportation options, particularly on pleasant weather days and in Corvallis, could support Climate Action Plan goals.

While it is aspirational to move away from permits, few jurisdictions are pursuing this strategy. Perhaps in time, as the downtown parking environment matures, Corvallis could consider this as a potential option.

The City of Seattle has found that one of the most effective transportation demand management tools involves replacing monthly parking permits with daily, pay-as-you-go parking charges. The City found that instituting a pay-as-you-go approach to parking had a significant impact on reducing drive-alone commuting by providing people a daily choice among the options for traveling to work. When someone buys a monthly parking permit, they are pre-paying parking costs for the entire month, and have little to no financial incentive to use a transportation mode other than driving.

<https://www.rethinkingmobilitywc.com/part3/>

## 4.0 Existing Conditions

### 4.1. FORMAT OF THE SUPPLY

#### 4.1.1. Overview

A complete parking supply is a balance of on- and off-street parking resources that are integrated in a manner that is supportive of the land uses within the downtown. Not all stalls serve the same function, and the overarching purpose of parking management is to put the highest priority user into the corresponding stall. The on-street parking supply is, for the most part, a finite system, meaning there are typically no (or very limited) opportunities to grow the number of stalls once the streets have been fully maximized through striping or time designations. Cities can increase the supply of off-street parking based on the needs of the community, assuming the economic conditions are right and both land and funding are available.

#### 4.1.2. On-street Parking

##### Mix of Time Restrictions

In most instances, particularly in city centers, the on-street parking serves the short-term user, typically controlled by time restrictions that encourage turnover. As such, the on-street system should be calibrated to serve the prioritized user of the downtown: the customer or visitor. A significant majority of the supply should be formatted to support those types of trips. This is typically calibrated from data collected on the actual duration of stay and level of occupancy for an on-street system.

**Table 1** shows a summary of the existing time-controlled stall mix in downtown Corvallis. **Figure B** (next page) provides a map of where these stalls are located within the on-street system, as well as the location of municipally owned off-street public parking lots.

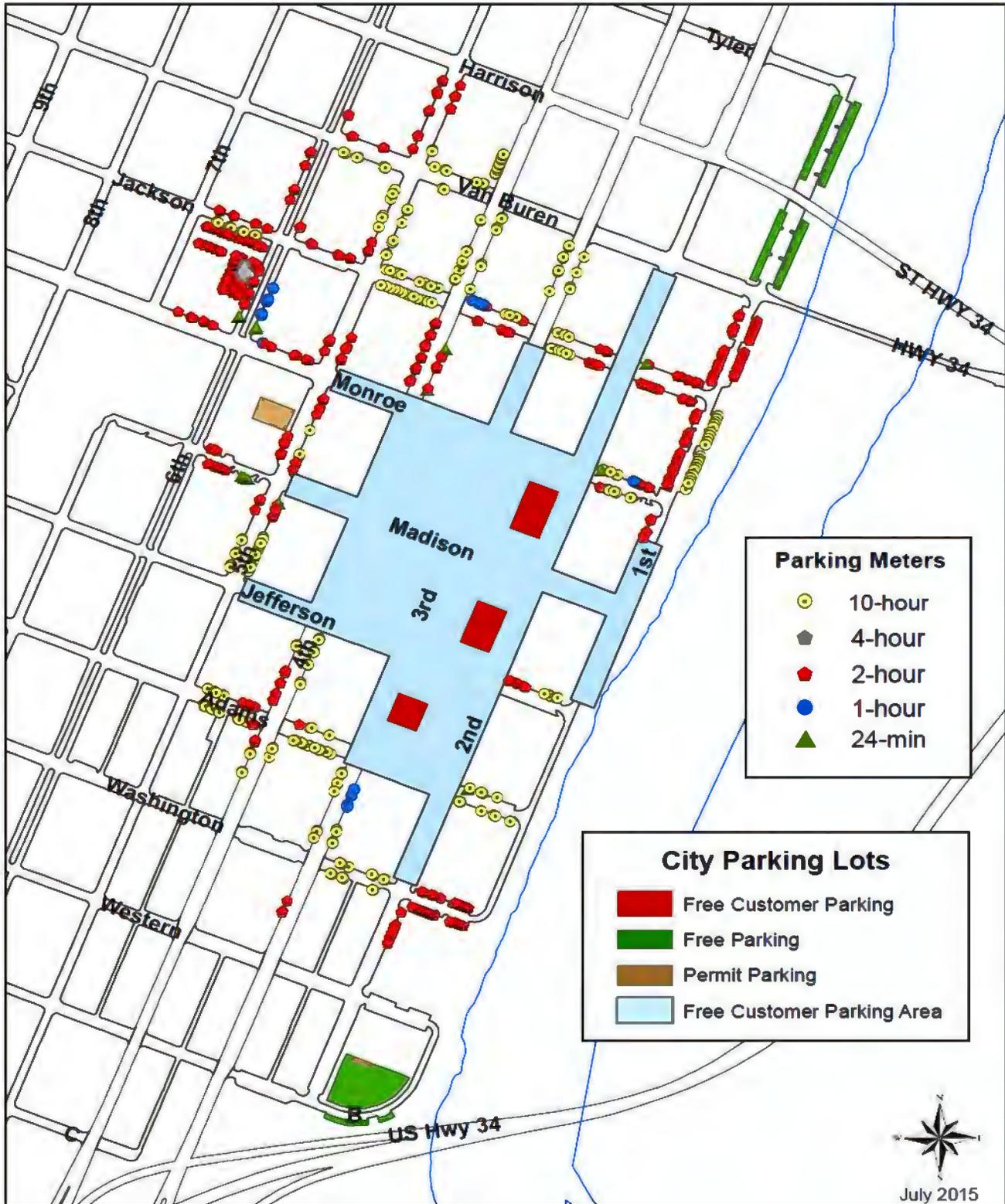
Table 2: Inventory of On-Street Parking by Stall Type (current supply)

Stall Type	Stall Count	Existing Percent of Total
24 Minute	24	2%
1 Hour	72	6%
2 Hour	295	25%
3 Hour <sup>18</sup>	538	46%
4 Hour	10	1%
10 Hour	243	20%
TOTAL	1,182	100%

<sup>18</sup> Free Customer Parking Area stalls

# City of Corvallis Oregon

Figure B: Stall Location by Stall Type



# City of Corvallis Oregon

As the table indicates there are six different time-limited on-street stall types deployed within the downtown system across 1,182 stalls. The most prominent stall type is 3 hours (46% of supply) which comprises the 538 stall Free Customer Parking Area. Two-hour stalls total 295 stalls and make up 26% of the supply. About 20% of the supply (255 stalls) are deployed as 10 hour metered stalls. Per the City's website, these stalls provide a longer-term option for any user to park all day. Permits for 10 hour stalls can be purchased by the month (\$28), quarter (\$83), or year (\$303). A small number of 24 minute (24 stalls), 1 hour (72 stalls) and 4 hour stalls (10) are also deployed.

From an audit perspective, it is difficult to assess whether the current format of on-street parking is optimal without more detailed data showing how specific stall types within the on-street system are being used. As stated earlier, the best format of parking time limits comes from calibrating limitations to actual occupancy and duration of stay data.

Some general considerations related to the current downtown on-street format:

- The majority of the on-street supply fits the industry definition of short-term customer parking. Seventy-nine percent of all on-street parking is provided for stays of 3 hours or less.
- Fifty-seven percent of the on-street supply (719 stalls) is metered (pay-to-park); the remainder (538 stalls) is provided as 3-hour free parking in the designated Free Customer Parking Area.
- The distinction between the location of metered parking and 3-hour free parking is unclear. Occupancy and duration of stay data is needed to validate actual customer needs and, possibly, whether a free area is necessary.
- Most meters in the downtown are dated coin-operated meters. Single head coin meters are problematic for users, in that a two-hour stay requires four quarters (or more coins if using smaller denominations). At a pay station, a customer can simply use a credit card and be assured the ability to easily obtain a full two-hour stay. Coin meters force customers to use what coins they have "in their pockets", therefore limiting their perception of how long they can stay in the downtown. Customers without coins either risk a parking ticket or choose to shorten their intended stay.
- Twenty percent of the total downtown parking supply is provided at 10-hour meters; most stalls (235 out of 243) are served by coin-operated meters. The number of stalls provided may or may not be adequate depending on the overall availability of stalls serving customer demand; actual utilization data would be necessary to calibrate the proper mix of 10-hour stalls on-street.
- If 10-hour stalls were served with pay stations, it would give patrons the option of paying with coins or credit card.



## Free Customer Parking Area

The Free Customer Parking Area (FCPA) was established in 1970 and codified in the Corvallis Municipal Code (CMC). In addition to establishing a defined boundary within which parking was free, it also restricted employees, residents, and students from parking in that area. During that time, the City purchased the three public parking lots within the FCPA with the assistance of assessments on downtown businesses. These parking lots, located in the 100 and 200 blocks of SW 2<sup>nd</sup> and the 300 block of SW 3<sup>rd</sup> Street, are subject to the same CMC restrictions as on-street parking within the FCPA. In 2010, a time limit of 3 hours was established for the FCPA, based on customer survey data obtained in the 2001 Downtown Parking Study.

The fact that Corvallis already has paid on-street parking for the majority (57%) of on-street stalls is a great first step in managing parking demand in the downtown. However, maintaining free parking within the downtown core (43% of stalls) limits the ability of the City to manage to the 85% rule using pricing adjustments, and creates some notable disparities between regions of downtown. For example:

- On-street public parking resources are being managed in similar land use zones in a potentially inequitable manner; some commercial tenants may question why their customers must pay for parking while customers of nearby businesses have access to free parking.
- The FCPA likely creates imbalanced parking demands within downtown, artificially increasing demands on certain blocks and making it more difficult for customers to find parking. Without the FCPA, parking demand would be more evenly spread across the whole on-street parking supply rather than artificially producing system constraint in a specific bounded area of the downtown core. This could result in inflated parking congestion and inadvertently cause added roadway congestion with patrons circling the block looking for a free parking space.

Numerous communities around the country maintain free on-street parking in their downtowns; this is typically the case in downtowns where demand levels rarely reach congested levels and customers can find parking easily. Very few downtowns have free parking within a congested core area immediately surrounded by a paid parking zone. RWC has experience in three cities with similar zones, only one of which remains in place today. These include:

- **Olympia, WA.** For many years, Olympia maintained a free customer parking area in its downtown core, providing free 90-minute parking. This area was surrounded by a metered parking area for the rest of the downtown parking management district that provided a range of metered parking options from 2 hours to 10 hours. In the late 1990s, occupancy surveys demonstrated a large degree of abuse of the zone by downtown employees and a lot of congestion, likely caused by users avoiding metered areas. The zone was eventually eliminated and replaced with three concentric rings of parking options: a 2 hour metered core zone, a 3 hour zone, and a 9 hour metered periphery zone. Overall, Olympia found that, given their measured levels of demand, free parking was not the factor they assumed it was in maintaining customer trips.
- **Anchorage AK.** Like Olympia, Anchorage maintained a free customer parking zone in its core area; it too was surrounded by paid on-street parking. For many of the same reasons outlined above for Olympia,



after a comprehensive data collection effort, the free zone was eliminated in the late 1990s and replaced with a similarly structured concentric ring system of paid on-street parking.

- **Salem, OR.** Salem currently provides for an on-street free parking zone within its entire downtown parking management district. The foundation for the free zone is the city’s downtown parking tax. The Downtown Parking District and tax was established in 1976 to provide funding for economic promotion and public parking in downtown Salem. Each business within the District is assessed a proportional share of the operation and maintenance costs of the customer parking spaces. Tax dollars are used to support both on-street parking spaces downtown and off-street parking at three City-owned parking structures. Conversely, within the Capitol Mall Parking District, all parking is metered as businesses do not pay the parking tax to keep the on-street system free.<sup>19</sup>

Transitioning a community to more intensive parking management can sometimes be difficult. There are a number of other cities RWC has worked with that have made the transition or are in the process of initiating change in their downtowns. Most of these examples of transition were moving from free on-street parking to paid on-street parking. The examples include Ventura, California, Leavenworth and Tacoma, Washington, and the Lloyd neighborhood in Portland, Oregon. Other than Leavenworth, whose program is in implementation, the other example cities experienced improved turnover, reduced peak congestion and better integration with public off-street facilities. In the Lloyd neighborhood, there were also marked increased in employee alternative transportation mode use.

While a common argument, available data and best practices literature simply does not support the idea that paid parking will keep people from coming downtown. In fact, a small parking fee that helps to ensure parking availability can make it easier to find parking. Downtown Corvallis has a lot to offer its patrons and should not be concerned that a parking charge will discourage customers from going there, particularly if occupancy data were to validate parking constraints and the parking charge helps to ensure parking is easier to find. To determine whether or not the FCPA is functioning effectively, it is necessary to conduct a data collection effort. Data collection/analysis is an ideal tool to separate perception from reality.

Providing “free access” to this public parking amenity costs the City and taxpayers money in both direct and indirect ways. The City maintains a program to monitor the license plates of employees and residents within the free parking zone, in large part to maintain the area for customers. Rather than implement a paid parking zone that pays for itself with meter revenue, the City invests administrative costs to prevent long-term parking within the zone. A paid parking zone would eliminate the need for this program. Few employees and residents would be willing to both move their vehicle every couple of hours and pay for parking with each move, versus finding off-street parking (at a lower monthly rate) or considering an alternative travel mode. A paid parking program also provides a tool for parking managers to adjust rates in response to observed parking demands using a data-driven approach.

<sup>19</sup> Over the past several years, the concept of metering the existing Downtown Parking District has been routinely discussed. Data from annual parking utilization and occupancy studies would suggest transition to a paid parking environment. The tradeoff would be replacing the tax on business with metered parking. To date, no movement toward metering in the downtown has been made.

## Loading Zones

Loading zones are often needed in downtowns to allow businesses to operate efficiently. However, in most cities there are no policies or guidelines to 1) determine if they are necessary (i.e., meet a basic threshold to warrant one), and 2) to site them properly on a block face that is appropriately spaced from the next closest loading zone. The haphazard practice of siting loading zones is often a result of simply installing them at the request of an adjacent property owner or tenant with little review or validation. While this is a common practice, it often results in the oversaturation of curb space with loading zones. Even worse, the conventional default is that they are signed to apply 24 hours a day regardless of their actual usage. This practice results in the elimination of at least two parking stalls that can realistically accommodate up to 10 separate vehicle trips in a single day, thereby reducing the overall visitor capacity of the downtown. When loading zones are installed, they should be combination zones that convert to a regular stall after a specific hour; for example, Loading Zone 6:00 AM – 12:00 PM, 2-Hour Parking 12:00 – 6:00 PM. Placement of loading zones should follow similar guidelines as Exception Stalls.

- **Loading Zone spaces will be located at ends of blocks (next to intersections)** to simplify signage and provide easy access to two adjacent block faces as well as serve businesses across the street (via crosswalks). This increases their coverage area, thereby reducing the overall number of loading zones needed.
- **Loading Zone spaces will be limited to one per block face – though not necessarily on every block - and not placed on opposing block faces.** This will aid in the distribution of them throughout the downtown and help to maximize their use.
- **Loading Zone spaces are not used where off-street, alleyways, or private loading spaces are available.** Loading Zone spaces will be limited or not approved for businesses on a block face that have adjacent off-street private loading areas/docks or alleyways.
- **Loading Zone spaces will be converted to the base standard where utilization data indicate these spaces are seldom used.** If utilization data shows that the loading zone is significantly underutilized or simply not serving the intended use (being used illegally for non-loading purposes), the space should be converted back to the base standard.

## Specialty Stalls

### Motorcycle Stalls

Specialty or exception-type stalls should be treated similarly to loading zone spaces. They should be located in a predictable location (end of the block) and be employed “as needed.” These are not required stalls and should not be sited in place of base standard parking, only in addition to them. Removing base standard (general access) stalls to accommodate motorcycle stalls reduces the design capacity of the parking system, as these spaces are exclusive to motorcycle use. Furthermore, motorcycles can lawfully park in a standard parking stall, and are therefore not at a competitive disadvantage to other vehicles.

**Bike Corrals**

Bike corrals are a different application than motorcycle stalls. They are more in line with loading zone stalls in that the siting of them should be carefully planned out in a manner that does not oversaturate one area with them while leaving others without. They can be a particularly effective tool for creating additional access capacity in downtown. Many studies have shown that the average number of downtown trips by users of a bike corral exceeds the number of automobile trips that were removed to make way for the corral.<sup>20</sup> They can, however, come at the expense of several parking stalls. Unlike loading zones, they can be located either mid-block (potentially at a midblock crossing) or in excess space near intersections, as they do not obscure pedestrian or vehicle sight lines.



*Example: Corvallis*

There are no clear best practice guidelines on allocation and/or management of loading zones and specialty stalls. Corvallis should continue to evaluate the existing stalls they have deployed for actual use, location and need. Like exception stalls these types of stalls should ensure safe operations, access for intended users, support of adjacent businesses and optimal turnover of the on-street supply.

**4.2. OTHER ON-STREET ELEMENTS**

**Angled vs. Parallel Stalls**

“Angled versus parallel” is a long-discussed question in the parking industry for how to increase the amount of on-street parking. Angled parking can be an effective tool for growing stall capacity if there is enough right-of-way to accommodate them. In terms of maximizing capacity, use of angled stalls is much more cost effective than the cost of providing new capacity off-street (in new lots or garages). However, the following factors should be considered.



**Space and configuration**

For reference, the following ranges are typically used as general guidelines:

- Curb-tight parallel parking: 7 to 9 feet of roadway width
- Travel lanes: 10 to 12 feet
- Bike lanes: 5 to 7 feet
- Angled parking: 16 to 20 feet (depending on whether the angle is 45, 60, or 90 degrees)

<sup>20</sup> RWC has validated this in studies conducted for Bozeman, MT and Ashland, OR.

The area required by each parking configuration will vary. As a rule, the closer to perpendicular or 90-degree parking, the more vehicles can be parked per linear foot. Perpendicular parking accommodates 25 vehicles per 200 linear feet versus just under 12 vehicles for 45-degree parking. In general, when converting from parallel to angled, there is an approximate net of 3 to 4 additional stalls for every 10 continuous parallel stalls.<sup>21</sup>

**Head in vs. Reverse Angle Parking**

When there is a strong desire for angled parking conversion (from parallel) to increase on-street parking capacity, or there is data suggesting existing head-in angled parking generates high crash incidents, reverse angled parking should be considered.<sup>22</sup>

**Benefits of reverse angle parking:**

- Improved visibility and increased field of vision. When leaving the parking space, drivers are able to see oncoming traffic.
- Decreased number of collisions. Motorists no longer have to back out blindly from their parking space.
- Improved safety for cyclists in the affected roadway. As motorists exit their parking stall, they can see cyclists in the roadway.
- Improved safety for children. Car doors open in a manner that directs children to the back of the vehicle, ushering them towards the sidewalk rather than the street.
- Improved loading and unloading. Trunks are adjacent to the sidewalk and open car doors offer protection from the street, allowing loading and unloading to occur at the curb instead of in the roadway.

**Downsides of reverse angle parking:**

Reverse angle parking does create downsides that can include the act of backing into a stall and issues with very large vehicles (e.g., truck beds) extending into sidewalk areas. The answers to these questions vary from city to city and street to street and are more engineering-related than parking-related. Generally, the best direction has been to identify streets and curb areas that seem candidates for reverse angle parking, initiate a traffic engineering and traffic impact review of the potential stalls and present those findings to the City Engineer to assess whether basic engineering standards and benchmarks are met, which would lead to approval or denial of this type of angle parking. If implemented, the parking management program would then support these stall types through enforcement to minimize conflicts in the pedestrian zone (e.g., truck bed extending) and by police within the context of violations of the traffic circulation system. Regardless of whether the angled parking is head-in or back-in, stakeholders have suggested the City consider marking the ends of angled stalls to keep oversized (or poorly parked) vehicles from creating a hazard by extending into the travel lane. Though this is not

<sup>21</sup> See, for instance, *The Dimensions of Parking* (Urban Land Institute).

<sup>22</sup> Head-in angled parking results in the driver pulling forward into an angled stall. This requires the driver to back out of the stall upon exit.

City of  
**Corvallis** Oregon

a typical treatment, if properly executed, it could provide additional guidance to people unfamiliar with downtown. To be effective, this would need to be reinforced through enforcement.

**Angle Parking and Urban Form**

Some retail experts<sup>23</sup> maintain that angled parking can reduce “cross-street retail pollination.” In other words, strolling customers may be slightly less likely to shop both sides of the street due to the perceived barrier of the angled parking. This perceived barrier may be fairly small for the average user, but it could potentially factor into reduced annual retail sales for a downtown. Corvallis currently uses angled “head-in” parking on several of its downtown streets so any perceived barrier issues may have already been considered.

**4.3. OFF-STREET PARKING**

**4.3.1. Off-street Supply**

**Public Supply**

Short and long-term parking both have their place in an active downtown parking setting. As stated previously, short-term stalls should be targeted as the most convenient, centrally located stalls, adjacent to ground floor active uses (e.g., retail, restaurants, service-based businesses), whereas long-term stalls should be targeted at employees and event goers, located on the edge or periphery of the central core. In an ideal world, the on-street system would be exclusively short-term parking (calibrated to a base standard), while the off-street supply would be the longer-term (4 hours or more) alternative.



Unfortunately, many cities are not set up to have such a simple parking dichotomy. That is particularly true in instances where the city owns or manages few off-street resources, in which case, assuming there is available capacity, they might allow a limited number of long-term parking spaces on-street to serve that user group, through a controlled parking permit program. These longer-term spaces would be in areas where on-street parking demand is much lower. **Table 3** provides a breakout of Corvallis’s publicly controlled off-street parking lots.

The City controls a total of 353 off-street stalls; 34% (119) are reserved exclusively for customer use, 10% (36) are reserved exclusively for permit holders (employees, business owners), and 56% (198) are unrestricted and available to any user .

Table 3: Downtown Corvallis Off-Street Parking Requirements

Lot Type	Off-Street Parking Sites	Stalls	Percentage of Total	Current User Profile
Unrestricted Parking	2	198	56%	All users
Free, Time Limited	3	119	34%	Customers, patrons of the downtown

<sup>23</sup> Michele Reeves (Civilis Consultants) <http://civilisconsultants.com/>



Permit Lots	2	36	10%	Permit holders only
TOTAL	7	353	100%	

**Permit Lots**

Though the permit lots represent only 10% of the off-street parking supply (36 stalls), they appear to be highly sought after and serve a portion of downtown’s employee parking demand. The long waiting list for one of the lots suggests that this facility is not priced to market demand. These lots should be actively managed (i.e., priced) in a manner consistent with downtown Corvallis and similar peer communities. The City already employs variable rate pricing on those lots, which is a reflection of their relative proximity to the downtown core. Variable rate pricing should be maintained on these lots but should more closely reflect the prevailing market rate (see White Paper #2 for more details on this topic).

The profile of users in Table 3 in the Public Supply section above represents a good balance for managing demand by multiple user groups. Over time, understanding occupancies in the unrestricted and permit lots will inform whether there are any conflicts for space between employees/business owners and customers.

**ADA Inventory and Distribution**

Despite standards that dictate the number and placement of ADA stalls in off-street parking facilities, there is no state or federal requirement that states that ADA stalls must be placed in the public right-of-way. The placement of these specialty stalls on-street is at the discretion of the City. Similar to Exception Stalls and Loading Zones, ADA stalls should be considered carefully because they substantially limit the types of users that can access these stalls. Not surprisingly, data collection efforts in other cities demonstrate that these stalls are less efficient than a traditional base standard stall, but unlike Exception Stalls and Loading Zones, they cannot be converted to a traditional stall after enforcement hours. When considering the location of on-street ADA stalls, the process established for siting Loading Zones can be a good template.

## 5.0 Recommendations

### 5.1. SYSTEM MONITORING AND MANAGEMENT

#### 5.1.1. Establish a formal downtown parking management zone

Establishing a defined parking management zone for the downtown is a necessary first step in beginning to manage the parking supply. The strategy recommendations provided in this White Paper would then apply to the public on- and off-street parking within the defined management zone. As land use patterns change and parking demand intensifies in the downtown, these boundaries can and should be adjusted to guide parking management in the expanded area.

#### 5.1.2. Adopt a data-driven approach to parking management

A data-driven approach ensures that parking management strategies and rate adjustments are based on data and specific target performance measures. As an example, the 85% Rule is an operating principle and parking industry standard where more intensive and aggressive parking management strategies are implemented when occupancy rates routinely reach 85% in the peak hour. The purpose is to provide a specific benchmark of system performance that triggers discussion of on-going strategy implementation.

#### 5.1.3. Implement a routine data collection schedule

A foundational element of a parking management plan is to support decision-making with accurate data. As such, a system for routine data collection should be established. Industry best practices would suggest a data collection schedule of not less than every two years. Once a baseline utilization study is completed, subsequent data collection efforts could use simple occupancy studies and sampling of stalls and block faces to provide comparative data to the original comprehensive baseline. The baseline (utilization study) should be updated no less than every six years. To the highest degree possible, occupancy heat maps to identify areas of parking surpluses and deficits within the downtown should be used in all data collection formats.

Once a comprehensive baseline is established, the ongoing monitoring practices should be consistent and done with a structured methodology to answer relevant questions about occupancy, turnover, duration of stay, patterns of use, prevalence of re-parking,<sup>24</sup> and enforcement. Other relevant metrics to monitor could include permit usage and daily vehicle trip counts (number of unique vehicles accessing the downtown). Data can be collected through third-party data collection and/or volunteer processes. Data can be used by the City and stakeholders to inform decisions, track use, and measure success.

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<sup>24</sup> Re-parking are movements by the same vehicle (identified by license plate) from one stall to another throughout the day. A high prevalence of such movements can indicate employee vehicles moving throughout the downtown during the day (especially in free parking districts) to avoid the cost of a parking permit or consideration of an alternative transportation mode.

## 5.2. ON-STREET IMPROVEMENTS

### 5.2.1. Adopt a base standard for time limits

With the completion of a parking utilization study, Corvallis will have a robust data set that identifies areas of high parking demand and average duration of stay data. This time stay data will provide a baseline understanding of how customers use the downtown parking system under current conditions and inform a reasonable base standard for parking time limits. By applying a base standard for time limits across downtown, customers will be able to much more easily understand where they can park. An example base standard could be as follows (to be confirmed based on data):

- Customer parking: 2 or 3 Hours
- High-Turnover parking: 30 Minutes
- Long-Term parking (for employees and customers): 10 hours

### 5.2.2. Establish more specific criteria for exception stalls

In order to ensure the location of exception stalls (typically high-turnover) are predictable and in areas with a specific need for them, the City should consider the following information to determine placement:

- Type of businesses in the vicinity
- Presence of available private parking in the vicinity
- Data on occupancy, turnover, and citations

### 5.2.3. Convert loading zone stalls to combination zones

The City should work with delivery companies and street-level businesses to strategically evaluate if hours can be shortened to allow use of underutilized loading zones for customer uses (e.g., “Loading Zone, 8AM – 5PM, M-F” or “Loading Zone, 6AM – 10 AM, all days”). This maximizes curb space for customers while maintaining access for business loading and unloading.



Example: Portland, OR

### 5.2.4. Reconsider the Free Customer Parking Area (FCPA)

Use data and information derived from 5.1.2 to evaluate the need for the FCPA. Issues to address include: how customer behavior in the free parking area contrasts to areas outside the free zone; whether different time allowances inside and outside the area are necessary (versus a base standard); and whether there is equity between businesses in the free area versus outside that area.

### 5.2.5. Implement consistent parking branding

Develop a parking brand for use at all of Corvallis’ public on-street system, off-street facilities, and any private facility that would agree to offer customer access through a shared-use arrangement.

A new brand/logo can be developed as a means of integrating the on- and off-street systems. An example of a consistent branding between the on- and off-street system is shown at right (from Springfield, Oregon).

*Example: On-street “Brand”  
Springfield, OR*



It is recommended that a simple stylized “P” (using the City’s colors) be created and extended throughout the public parking system as the parking brand. An example from Seattle, WA using a stylized “P” is shown at right.



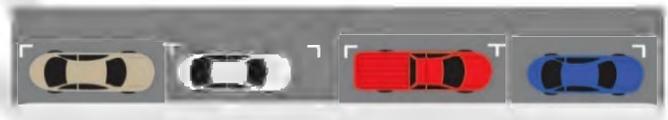
*Use of a stylized “P” as  
logo/brand*

A new Corvallis brand can then be used at parking sites and, ideally, as part of a wayfinding system throughout the downtown. It can also be incorporated into on-street meter/pay station signage, as well as downtown marketing and communications, such as maps and websites.

### 5.2.6. Stripe all on-street stalls in the downtown parking management zone

Among the notable challenges observed by the consultant team in numerous cities is on-street striping that is inconsistent, out of date, and, at times, confusing. Industry best practices indicates that the lack of clear striping and signage leads to a higher rate of illegal parking. If parking is allowed at a curb face in a downtown area, it should be striped.

Effective striping will communicate “you can park here,” reduce incidents of damage to vehicles by providing adequate space for the parked vehicles and encourage compliance.



Although most downtown streets where parking is allowed in Corvallis have striping, some do not, and the condition of the markings in some areas could be updated, particularly if current areas of unregulated parking are upgraded to time limits (base standard).

### 5.2.7. Gradually phase out and replace all coin operated meters with pay stations

By beginning a program to transition coin meters to pay stations, the City will markedly improve the customer experience in the downtown. Additionally, the City will likely increase revenue generation as those currently using coins will select higher time stays with the use of a credit card. Labor costs for coin collection are significantly reduced (as pay stations have much larger cash vaults) and the pedestrian amenity area on the sidewalk will improve with the removal of meter poles.

### 5.3. IMPROVE OFF-STREET PARKING

#### 5.3.1. Rename all publicly owned/controlled lots by address

Corvallis' current facility identification format is not intuitive or informative. Industry best practices for naming off-street parking facilities suggest using an address or intersection associated with the main vehicle ingress point to a facility (coordinated with Recommendation 5.2.5). This would support the City's broader efforts to make the parking system more intuitive and easier to use.

#### 5.3.2. Complete an ADA audit of all City-owned facilities

All City-owned off-street facilities should be compliant with ADA parking requirements. This may require additional designated ADA stalls, depending on the facility's size, slope, access route planning, signage, and number of stalls. Additional information can be found at: [www.ada.gov/restriping\\_parking/restriping2015.html](http://www.ada.gov/restriping_parking/restriping2015.html)

#### 5.3.3. Adopt uniform standards for City-owned facilities

It is recommended that all seven City-owned lots, particularly the five closest to the downtown core maintain the same high standards for paving, striping, lighting, signage, and overall appearance. Consistency among the lots will support a positive and convenient user experience and reinforce the logo and branding.

## 6.0 Summary

This White Paper provides structural guidelines on how to properly distribute a mix of stall types (including establishing a base standard), where to locate specialty stalls or right-of-way amenities (e.g., bike corrals), and how to define and effectively manage parking for a variety of user groups. The series of recommendations contained in this paper are intended to improve the management of the overall parking system while helping achieve access goals for the downtown in an efficient and customer-friendly manner. Underlying many of the recommendations is the need for current data on how the system performs across a number of metrics. Such information, once collected, will create a clear picture of the optimal format and management of parking in downtown Corvallis and drive strategic decision-making for implementation.

DRAFT

## Parliamentary Procedure at a Glance

(Based on *The Standard Code of Parliamentary Procedure* by Alice Sturgis)

### Principal Motions (Listed in Order of Precedence)

TO DO THIS	YOU SAY THIS	May You Interrupt Speaker?	Must You Be Seconded?	Is The Motion Debatable?	What Vote is Required?
*Adjourn the meeting	"I move the meeting be adjourned"	NO	YES	YES (RESTRICTED)	MAJORITY
*Recess the meeting	"I move that the meeting be recessed until..."	NO	YES	YES**	MAJORITY
Complain about noise, room temperature, etc.	"I rise to the question of personal privilege"	YES	NO	NO	NONE
Postpone temporarily (Table)	"I move that this motion be tabled"	NO	YES	NO	MAJORITY (REQUIRES TWO-THIRDS IF IT WOULD SUPPRESS)
End debate	"I move to vote immediately"	NO	YES	NO	TWO-THIRDS
*Limit debate	"I move that each speaker be limited to a total of two minutes per discussion"	NO	YES	YES**	TWO-THIRDS
*Postpone consideration of an item to a certain time	"I move to postpone this item until 2:00pm..."	NO	YES	YES**	MAJORITY
*Have something referred to committee	"I move this matter be referred to..."	NO	YES	YES**	MAJORITY
*Amend a motion	"I move to amend this motion by..."	NO	YES	YES	MAJORITY
*Introduce business (the Main Motion)	"I move that..."	NO	YES	YES	MAJORITY
*Amend a previous action	"I move to amend the motion that was adopted..."	NO	YES	YES	MAJORITY
Ratify action taken in absence of a quorum or in an emergency	"I move to ratify the action taken by the Council..."	NO	YES	YES	MAJORITY
Reconsider	"I move to reconsider..."	YES	YES	YES**	MAJORITY
Rescind (a main motion)	"I move to rescind the motion..."	NO	YES	YES	MAJORITY
Resume consideration of a tabled item	"I move to resume consideration of...?"	NO	YES	NO	MAJORITY

\*Amendable

\*\*Debatable if no Other Motion is Pending

**Parliamentary Procedure at a Glance**  
 (Based on *The Standard Code of Parliamentary Procedure* by Alice Sturgis)

**Incidental Motions**

TO DO THIS	YOU SAY THIS	May You Interrupt Speaker?	Must You Be Seconded?	Is The Motion Debatable?	What Vote is Required?
Vote on a ruling by the Chair	"I appeal the Chair's decision"	YES	YES	YES	MAJORITY
Consider something out of its scheduled order	"I move to suspend the rules and consider..."	NO	YES	NO	TWO-THIRDS
To discuss an issue without restrictions of parliamentary rules	"I move that we consider informally..."	NO	YES	NO	MAJORITY
To call attention to a violation of the rules or error in procedure, and to secure a ruling on the question raised	"I rise to a point of order"	YES	NO	NO	NONE
To ask a question relating to procedure	"I rise to a parliamentary inquiry"	YES	NO	NO	NONE
To allow the maker of a motion to remove the motion from consideration	"I move to withdraw my motion"	YES	NO	NO	NONE
To separate a multi-part question into individual questions for the purpose of voting	"I move division of the question"	NO	NO	NO	NONE
To verify an indecisive voice or hand vote by requiring voters to rise and be counted	"I move to divide the Assembly"	YES	NO	NO	NONE

\*Amendable

\*\*Debatable if no Other Motion is Pending

## THE CHIEF PURPOSES OF MOTIONS

PURPOSE	MOTION
Present an idea for consideration and action	Main motion Resolution Consider informally
Improve a pending motion	Amend Division of question
Regulate or cut off debate	Limit or extend debate Close debate
Delay a decision	Refer to committee Postpone to a certain time Postpone temporarily Recess Adjourn
Suppress a proposal	Table Withdraw a motion
Meet an emergency	Question of privilege Suspend rules
Gain information on a pending motion	Parliamentary inquiry Request for information Request to ask member a question Question of privilege
Question the decision of the presiding officer	Point of order Appeal from decision of chair
Enforce rights and privileges	Division of assembly Division of question Parliamentary inquiry Point of order Appeal from decision of chair
Consider a question again	Resume consideration Reconsider Rescind Renew a motion Amend a previous action Ratify
Change an action already taken	Reconsider Rescind Amend a previous action
Terminate a meeting	Adjourn Recess

*(From The Standard Code of Parliamentary Procedure by Alice Sturgis)*

## Parliamentary Strategy

(From *The Standard Code of Parliamentary Procedure* by Alice Sturgis)

TO SUPPORT A MOTION	TO OPPOSE A MOTION
<ol style="list-style-type: none"> <li>1. Second it promptly and enthusiastically.</li> <li>2. Speak in favor of it as soon as possible.</li> <li>3. Do your homework; know your facts; have handouts, charts, overhead projector slides, etc., if appropriate.</li> <li>4. Move to amend motion, if necessary, to make it more acceptable to opponents.</li> <li>5. Vote against motion to table or to postpone, unless delay will strengthen your position.</li> <li>6. Move to recess or postpone, if you need time to marshal facts or work behind the scenes.</li> <li>7. If defeat seems likely, move to refer to committee, if that would improve chances.</li> <li>8. If defeat seems likely, move to divide question, if appropriate, to gain at least a partial victory.</li> <li>9. Have available a copy of the organization's standing rules, its bylaws, and <i>The Standard Code of Parliamentary Procedure</i>, in case of a procedural dispute.</li> <li>10. If motion is defeated, move to reconsider, if circumstances warrant it.</li> <li>11. If motion is defeated, consider reintroducing it at a subsequent meeting.</li> </ol>	<ol style="list-style-type: none"> <li>1. Speak against it as soon as possible. Raise questions; try to put proponents on the defensive.</li> <li>2. Move to amend the motion so as to eliminate objectionable aspects.</li> <li>3. Move to amend the motion to adversely encumber it.</li> <li>4. Draft a more acceptable version and offer as amendment by substitution.</li> <li>5. Move to postpone to a subsequent meeting.</li> <li>6. Move to refer to committee.</li> <li>7. Move to table.</li> <li>8. Move to recess, if you need time to round up votes or obtain more facts.</li> <li>9. Question the presence of a quorum, if appropriate.</li> <li>10. Move to adjourn.</li> <li>11. On a voice vote, vote emphatically.</li> <li>12. If the motion is adopted, move to reconsider, if you might win a subsequent vote.</li> <li>13. If the motion is adopted, consider trying to rescind it at a subsequent meeting.</li> <li>14. Have available a copy of the organization's standing rules, its bylaws, and <i>The Standard Code of Parliamentary Procedure</i>, in case of a procedural dispute.</li> </ol>

## CITY COUNCIL THREE-MONTH SCHEDULE

9/16/20

**Agenda items and dates are only proposed and likely to change**

**Yellow = regular meeting**

**Red = work session**

<ul style="list-style-type: none"> <li>❖ <b>Regular Meeting, Monday, September 21, 6:00 pm</b> <ul style="list-style-type: none"> <li>* Executive Session under ORS 192.660(2) (d) deliberations with person designated for labor negotiations</li> <li>* Ordinance: Low Income Assistance for City Services Billing Customers (Finance)</li> <li>* City Services Customer Account Audit Findings (Public Works)</li> <li>* Ordinance: City Services Customer Account Audit (Public Works)</li> <li>* Ordinances: Municipal Code and Land Development Code housekeeping updates regarding gender-neutral language (City Attorney)</li> <li>* Phased Approach to Address Illegal Camping (Multiple Depts)</li> <li>* Fourth Quarterly Operating Report (Finance)</li> </ul> </li> <li>❖ <b>Work Session, Thursday, September 24, 4:00 pm</b> <ul style="list-style-type: none"> <li>➢ Oregon State University/Benton County Health Department TRACE testing update</li> <li>➢ Parking Audit – Management of the Downtown Parking System (Public Works)</li> <li>➢ Council discussion regarding parliamentary procedures</li> </ul> </li> </ul>	<table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <tr> <th colspan="7">September 2020</th> </tr> <tr> <td></td><td></td><td>1</td><td>2</td><td>3</td><td>4</td><td>5</td> </tr> <tr> <td>6</td><td><del>7</del></td><td style="background-color: yellow;">8</td><td>9</td><td style="background-color: red;">10</td><td>11</td><td>12</td> </tr> <tr> <td>13</td><td>14</td><td>15</td><td>16</td><td>17</td><td>18</td><td>19</td> </tr> <tr> <td>20</td><td style="background-color: yellow;">21</td><td>22</td><td>23</td><td style="background-color: red;">24</td><td>25</td><td>26</td> </tr> <tr> <td>27</td><td>28</td><td>29</td><td>30</td><td></td><td></td><td></td> </tr> </table> <p style="font-size: small;">* Sept 7 = Labor Day holiday</p>	September 2020									1	2	3	4	5	6	<del>7</del>	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30			
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<ul style="list-style-type: none"> <li>❖ <b>Regular Meeting, Monday, October 5, 6:00 pm</b> <ul style="list-style-type: none"> <li>* Executive Session: ORS 192.660(2)(i) (status of employment-related performance) City Attorney Evaluation</li> <li>* PUBLIC HEARING: 2025 SW 45th St. Annexation (ANN-2020-01/ZDC-2020-01) (Comm Dev)</li> </ul> </li> <li>❖ <b>Work Session, Thursday, October 8, 4:00 pm</b> <ul style="list-style-type: none"> <li>➢ Municipal Judge recruitment</li> <li>➢ Interpretation Plan for Dr. Martin Luther King, Jr. Park (Parks and Rec)</li> <li>➢ Majestic Theatre Operational Budget</li> </ul> </li> <li>❖ <b>Regular Meeting, Monday, October 19, 6:00 pm</b> <ul style="list-style-type: none"> <li>* Executive Session: ORS 192.660(2) (i) (status of employment-related performance) City Attorney Evaluation, continued (before meeting) and City Manager Evaluation (after meeting)</li> </ul> </li> <li>❖ <b>Work Session, Thursday, October 22, 4:00 pm</b> <ul style="list-style-type: none"> <li>➢ Parking Audit - Management of the Parking System Outside of Downtown (Public Works)</li> <li>➢ Emergency Operation Plan Review (Fire Department)</li> <li>➢ Planning Commissioner interviews</li> </ul> </li> </ul>	<table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <tr> <th colspan="7">October 2020</th> </tr> <tr> <td></td><td></td><td></td><td></td><td>1</td><td>2</td><td>3</td> </tr> <tr> <td>4</td><td style="background-color: yellow;">5</td><td>6</td><td>7</td><td style="background-color: red;">8</td><td>9</td><td>10</td> </tr> <tr> <td>11</td><td>12</td><td>13</td><td>14</td><td>15</td><td>16</td><td>17</td> </tr> <tr> <td>18</td><td style="background-color: yellow;">19</td><td>20</td><td>21</td><td style="background-color: red;">22</td><td>23</td><td>24</td> </tr> <tr> <td>25</td><td>26</td><td>27</td><td>28</td><td>29</td><td>30</td><td>31</td> </tr> </table>	October 2020											1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31
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<ul style="list-style-type: none"> <li>❖ <b>Regular Meeting, Monday, November 2, 6:00 pm</b> <ul style="list-style-type: none"> <li>* Executive Session: City Manager Evaluation, continued</li> <li>* Fire Department Year in Review Update (Fire Department)</li> <li>* Planning Commissioner selection</li> </ul> </li> <li>❖ <b>Work Session, Thursday, November 5, 4:00 pm</b> <ul style="list-style-type: none"> <li>➢ Strategic Operational Plan update</li> </ul> </li> <li>❖ <b>Regular Meeting, Monday, November 16, 6:00 pm</b> <ul style="list-style-type: none"> <li>* Advisory Board Restructuring possible actions</li> </ul> </li> <li>❖ <b>Work Session, Thursday, November 19, 4:00 pm</b> <ul style="list-style-type: none"> <li>➢ Parking Audit - Parking Technologies (Public Works)</li> </ul> </li> </ul>	<table border="1" style="width: 100%; border-collapse: collapse; text-align: center;"> <tr> <th colspan="7">November 2020</th> </tr> <tr> <td>1</td><td style="background-color: yellow;">2</td><td>3</td><td>4</td><td style="background-color: red;">5</td><td>6</td><td>7</td> </tr> <tr> <td>8</td><td>9</td><td>10</td><td><del>11</del></td><td>12</td><td>13</td><td>14</td> </tr> <tr> <td>15</td><td style="background-color: yellow;">16</td><td>17</td><td>18</td><td style="background-color: red;">19</td><td>20</td><td>21</td> </tr> <tr> <td>22</td><td>23</td><td>24</td><td>25</td><td><del>26</del></td><td><del>27</del></td><td>28</td> </tr> <tr> <td>29</td><td>30</td><td></td><td></td><td></td><td></td><td></td> </tr> </table> <p style="font-size: small;">* Nov 11 = Veterans Day holiday * Nov 26, 27 = Thanksgiving holiday</p>	November 2020							1	2	3	4	5	6	7	8	9	10	<del>11</del>	12	13	14	15	16	17	18	19	20	21	22	23	24	25	<del>26</del>	<del>27</del>	28	29	30					
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<p><b>PENDING ITEMS:</b></p> <ul style="list-style-type: none"> <li>* Charter Amendment Next Steps – gender neutral language and City Manager recruitment timeline</li> <li>* Budget Commission discussion about Councilor stipends</li> <li>* Council/Planning Commission joint meeting re: HB 2001</li> <li>* Council Policy Review</li> <li>* Parks System Development Charge Related to Credits</li> </ul>																																											

**At this time, all Council meetings are held online only**