

RESOLUTION No.

Adopt the Performance-based Parking Management Manual to establish guidelines for the Bureau of Transportation to manage public parking in the City (Resolution)

WHEREAS, Parking management in the City of Portland is critical to economic vitality and livability. The City of Portland Bureau of Transportation actively manages parking through regulations based on best practices.

WHEREAS, the City of Portland actively manages parking to reduce parking demand and reliance on the automobile, and manage parking effectively; and

WHEREAS, parking policies were significantly updated as part of the 2035 *Comprehensive Plan* process; and

WHEREAS, new policies of the Comprehensive Plan include, among other things, recognizing the value and opportunity cost of the Curb Zone (Policy 9.55) as a public space that needs to be managed to the highest and best use; managing on-street parking and loading in the public right of way (Policy 9.56) to achieve mode share objectives, safety, economic vitality and livability, and using transportation demand management and pricing in areas of high parking demand; and recognizing the high public and private cost of parking (Policy 9.59) by encouraging prices that reflect the cost of providing parking and balancing demand and supply; and

WHEREAS, the Portland Bureau of Transportation (PBOT) has been actively engaged in a public process to develop a Citywide Parking Strategy that will meet the policies of the proposed Comprehensive Plan and provide greater clarity, efficiency and transparency for how we manage public parking; and

WHEREAS, PBOT's public process as part of the Citywide Parking Strategy has included communication with close to 1,000 people and more than 50 briefings, meetings and public events throughout the City; and

WHEREAS, Over the past three years the Bureau of Transportation has actively engaged the community to develop new goals for parking in residential and commercial areas outside downtown. The Central City Parking Policy Stakeholder Advisory Committee unanimously recommended the development of a data-driven parking management program; and

WHEREAS, On April 13, 2016 City Council passed Resolution 37204 directing the Bureau of Transportation to develop a Performance-Based Parking Management program to develop a manual to guide management of public parking; and

WHEREAS, On December 21, 2016 City Council passed ordinance 188172 authorizing a contract with Kimley-Horn Associates Inc. to provide services to develop a Parking

Management Plan; and starting in May 2017 Portland Bureau of Transportation staff and their consultant engaged a Stakeholder Advisory Committee to guide development of a Parking Management Manual to provide consistent citywide guidance that utilizes a performance-based approach to manage the public parking system; and

WHEREAS, the Bureau of Transportation held an online Open House to solicit feedback on the Parking Management Manual, and

WHEREAS, there was a lack of guidance for neighborhood and business associations to engage with PBOT as partners to effectively manage parking in their neighborhoods as Parking Management Districts (PMD) and Chapter two of the PMM outlines out the steps and process to do so; and

WHEREAS, the formation of Parking Management Districts (PMD) is guided by a workgroup or Parking Committee that should include ten stakeholders consisting of:

- 3 business owners
- 5 residents
- 2 employees of the proposed PMD who live outside of the area; and

WHEREAS, the Parking Committee should consider the equity implications of the changes to the parking system in their PMD and;

WHEREAS, there was previously no guidance or decision- making criteria for setting or changing time limits for on-street parking; and chapter three of the PMM provides clear guidance on making parking time limits to ensure consistency and legibility for visitors from neighborhood to neighborhood; and

WHEREAS, truck loading and unloading is critical to the vibrancy of our businesses and PBOT must balance the needs of freight, visitor needs, and user safety; and

WHEREAS, A formal process to guide truck loading zones was lacking; and the 44 different sign designations caused confusion and conflicts between different users; and

WHEREAS, Chapter six of the PMM guides PBOT on a clear decision-making process for truck-loading which simplifies the system and reduces confusion and conflicts; and

WHEREAS, parking enforcement is essential to an effective parking management plan; and

WHEREAS, the PMM consolidates and outlines all the tools and how to implement them in one guide for City staff to effectively manage parking in the City of Portland;

NOW, THEREFORE, BE IT RESOLVED, that the City of Portland adopts the Parking Management Manual and directs the Bureau of Transportation to implement the Parking Management Manual in order to effectively manage the public parking system; and

BE IT FURTHER RESOLVED that the City Council gratefully acknowledges the dedication and hard work by the stakeholder committees and the many community organizations and members of the public who participated in the planning processes.

BE IT FURTHER RESOLVED, this resolution is binding City Policy.

Adopted by the Council,

Commissioner Dan Saltzman

MARY HULL CABALLERO
Auditor of the City of Portland
By

Prepared by: Chris Armes, Kathryn Doherty-Chapman,
Malisa McCreedy

Date Prepared: July 13, 2018

Deputy

PBOT

PORTLAND BUREAU OF TRANSPORTATION

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Dan Saltzman Commissioner Leah Treat Director

MEMORANDUM

Date: July 13, 2018

To: Mayor Wheeler
Commissioner Saltzman
Commissioner Eudaly
Commissioner Fish
Commissioner Fritz

From: Malisa McCreedy and Mauricio Leclerc, Portland Bureau of Transportation

RE: Attached Parking Management Ordinances and Resolutions

This memorandum explains the attached ordinances and resolutions regarding how the Bureau of Transportation manages public parking. PBOT has been engaged in extensive public outreach on updating parking policies and tools, studying other cities and updating our practices. There are several tools to manage parking that are currently unavailable to PBOT due to existing city policy; therefore, we present the following ordinances and resolutions to rescind policy TRN 3.102, adopt new parking meter rate policy, and adopt the parking management manual. These tools work hand in hand to manage parking and transportation demand.

Background

TRN. 3.102, the policy governing on-street parking management and parking meter rate setting is out of date and not aligned with the recently adopted *2035 Comprehensive Plan* and *Transportation System Plan*. To update TRN 3.102 and other adopted policies to be consistent with these plans, several processes were undertaken. These include the following:

- Mixed-use Centers and Corridors Parking Study
- Truck Loading Zone Study
- Central City Transportation and Parking Management Plan update
- Performance-based Parking Management Manual (PMM)
- Updating zoning regulations related to auto parking for the Central City and Mixed-use zones

These processes all had diverse stakeholder advisory committees providing input and resulted in the Citywide Parking Strategy, the Centers and Corridors Parking Management Toolkit, the Truck Loading Zone Report and the Performance-based Parking Management Manual (PMM). The Citywide Strategy lays out short and long-term steps for PBOT to manage parking in a manner consistent with the updated *2035 Comprehensive Plan*. The Centers and Corridors Parking Management Toolkit is for members of the public to understand different management tools to manage parking in their neighborhood. The PMM is an internal staff resource for PBOT staff to help guide day to day operations. Throughout the



development of these toolkits and manuals, PBOT and the stakeholder advisory committees considered the equity implications of different parking management strategies.

Items for review

Item # 1 – Resolution

The first item is a **resolution** to adopt the chapters in the Parking Management Manual which guide PBOT staff on establishing new parking management districts, adjusting time limits, and managing signage in truck loading zones. These chapters are an internal guide for PBOT staff on day to day operations.

Item # 2- Ordinance

To receive the authorization to use the tools identified in the Citywide Parking Strategy and outlined in the PMM, the Council needs to rescind outdated meter rate policy in TRN. 3.102, adopted in 1996 in Resolution No. 35486, and then adopt new rate policy outlined in the Parking Management Manual. This is an ordinance because it changes meter rate policy. The Net Meter Revenue Allocation Policy piece will be retained.

Item # 3- Ordinance

After TRN 3.102 is rescinded, the new meter district policy can be adopted. This ordinance establishes new policies for setting meter rates and creating and managing event districts. The relevant chapters of the PMM guide PBOT on data collection schedules and methods to track and measure the performance of the meter rates in each area, as well as guide how rates may be adjusted based on occupancy data.

Pricing Chapter

This chapter outlines when a rate change is warranted, if a rate change is deemed necessary, and when rates can be changed between \$.20 and \$.60 per hour annually. The maximum annual adjustment is +/- \$.60. This process ensures prices will not increase or decrease without Council review. The proposed process for changing rates:

1. Annual data collection to determine parking occupancy/demand
2. Review data and evaluate if occupancy indicates a rate change based on data
3. PBOT Bureau Director recommends to City Council rate change based on data
4. Rate change is presented to City Council annually for approval as part of budget process rate fee schedule

Event Districts

The PMM outlines how the Bureau of Transportation would develop an Event District where venues host regular events with more 10,000 attendees such as the Moda Center, Convention Center and Providence Park. The event parking demand near these venues exceeds the supply. The purpose of implementing an Event District is to increase meter rates to manage parking demand and incentivize transportation modes such as taking transit, biking and walking. The Event District would use a performance-based pricing strategy with prices set for the demand during events as outlined in the PMM. A maximum annual rate adjustment of +/- \$3.00 annually is recommended.

IMPACT STATEMENT

Legislation title: Adopt the Performance-based Parking Management Manual to establish guidelines for the Bureau of Transportation to manage public parking in the City of Portland. (Resolution)

Contact name: Malisa McCreedy

Contact phone: 823-5810

Presenter name: Malisa McCreedy and Mauricio Leclerc

Purpose of proposed legislation and background information:

Background

TRN. 3.102, policy governing on-street parking management and parking meter rate setting is out of date and not aligned with the recently adopted Comprehensive Plan and Transportation System Plan.

New policies of the Comprehensive Plan include, among other things, recognizing the value and opportunity cost of the Curb Zone as a public space that needs to be managed to the highest and best use (Policy 9.55); managing on-street parking and loading in the public right of way to achieve mode share objectives, safety, economic vitality and livability, and using transportation demand management and pricing in areas of high parking demand (Policy 9.56); and recognizing the high public and private cost of parking by encouraging prices that reflect the cost of providing parking and balancing demand and supply (Policy 9.59).

The Comprehensive Plan projects an additional 260,000 residents and 142,000 additional jobs in Portland by 2035. As Portland grows, we must manage both the demand and supply of parking to achieve climate health, livability, and prosperity goals. Providing too much and/or underpriced parking can lead to more driving and less walking, cycling, and or transit use; inefficient land use patterns; and sprawl.

Since 2014, PBOT has been actively engaged in a public process to develop a Citywide Parking Strategy that will meet the policies of the proposed Comprehensive Plan and provide greater clarity, efficiency and transparency for how we manage public parking.

Over the past four years, the Bureau of Transportation has actively engaged the community to develop new goals for parking in residential and commercial areas outside downtown. The Central City Parking Policy Stakeholder Advisory Committee unanimously recommended the development of a data-driven parking management program. Based on the recommendation from the Central City Parking Policy Stakeholder Advisory Committee, City Council passed an ordinance directing PBOT to develop a Performance-Based Parking Management program.

Performance-Based Parking Management is a data-driven approach to managing parking to meet the demands of a growing City.

In May 2017 PBOT established an Advisory Committee to provide guidance and develop recommendations on parking management within the City of Portland. The outcome of this process is the Parking Management Manual (PMM).

In the spring of 2018 the Bureau of Transportation held an online Open House to solicit feedback on the Parking Management Manual.

Purpose

The purpose of updating the Parking Meter District Policy is to reflect the recently adopted *2035 Comprehensive Plan* and enable the Bureau of Transportation to use the most recent tools and strategies to manage parking.

The purpose of this Parking Management Manual is to provide operational guidelines to inform the implementation of adopted policy related to the citywide management of public parking. With Resolution 37204 (April 2016), City Council directed PBOT to develop this Performance-Based Parking Management Program, based on parking policies, accepted best practices performance targets, and defined program parameters.

This PMM is intended to be a reference document for internal personnel and stakeholders. The document is organized into the following chapters, each covering a distinct management topic:

- Establishing new Parking Management Districts
- Time Limits
- Pricing
- Establishing Event Districts
- Management of Truck Loading Zone signage

Establishing new Parking Management Districts

The PMM also provides clear guidance to the public on how to form a Parking Management District and a Parking Committee. Parking committees should include ten stakeholders consisting of 3 business owners, 5 residents and 2 employees from outside the PMD. Parking committees should also consider the equity implications of the changes.

Time Limits

There was previously no guidance or decision-making criteria for setting or changing time limits for on-street parking; and chapter three of the PMM provides clear guidance on parking time limits to ensure consistency and legibility for visitors.

Pricing

The PMM guides PBOT on data collection schedules and methods to track and measure the performance of the meter rates in each area. The Manual also outlines when a rate change is warranted, if a rate change is deemed necessary, when rates can be changed between \$.20 and \$.60 per hour annually, and the maximum annual adjustment of +/- \$.60. This ensures prices will not increase or decrease without council review. The process for changing meter rates is:

1. Annual data collection to determine parking occupancy/demand
2. Review data and evaluate if occupancy indicates a rate change based on data
3. PBOT Bureau Director recommends to City Council rate change based on data
4. Rate change is presented to City Council annually for approval as part of budget process rate fee schedule

Establishing Event Districts

The PMM directs the Bureau of Transportation on managing parking in Event Districts where venues host regular events with more 10,000 attendees such as the Moda Center, Convention Center and Providence Park. The event parking demand near these venues exceeds the supply. The purpose of implementing an Event District is to increase meter rates to incentivize transportation modes such as transit, biking and walking. The Events District would use a performance-based pricing strategy with prices set for the demand during events as outlined in the PMM.

Truck Loading Zones

There were previously 44 different truck loading zone signs causing confusion and conflicts between user groups. The PMM provides clear decision-making criteria for truck-loading zone signage which simplifies the system, improves the user experience and reduces conflicts.

Financial and budgetary impacts

Performance based pricing and event pricing are parking management tools; PBOT will evaluate many variables, with attention on turnover, occupancy, and access. Potential financial impacts will not be known until the options are identified and evaluated. Based on analysis from other cities who have implemented performance-based parking management often results in better management and in largely revenue neutral financial impacts. Council will have the final authority on rate changes as part of the budget process.

Community impacts and community involvement

The development of the PMM was a recommendation of Central City Parking Policy Stakeholder Advisory Committee. The PMM was developed with input and guidance from a SAC that represents a varied group of interests and geographic locations. The development of the Citywide Parking Strategy has included communication with close to

1,000 people and more than 50 briefings, meetings and public events throughout the City.

During the meter rate adjustment process in 2015, PBOT examined who might be impacted by the change. The results of this study showed approximately 22% of the people parking on-street downtown were there for work; 1/3 of which were headed to jobs in the service industry.

While developing the Citywide Parking Strategy and Performance-based Parking Management manual, PBOT examined who benefits from, and who bears the burdens of this different approach to parking management. Cities that have implemented Performance-Based Pricing and Events District Pricing have significantly reduced parking search times, which benefits everyone using the transportation system, but especially those looking for predictable on-street parking.

Another result of the Performance-based Parking Management approach to managing parking is that in many cases, meter rates go down. After reviewing a map of the current high demand parking areas, it was concluded that the potential areas impacted most by a meter rate increase attract a high number of visitors to the area for purposes of dining and shopping. The number of areas which could see meter rate increases is much smaller compared to the areas that could potentially have rates lowered.

Budgetary Impact Worksheet

Does this action change appropriations?

☐ **YES:** Please complete the information below.

☒ **NO:** Skip this section

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount

KK 12-6-17