Corvallis Parking Program Audit

White Paper #4: Parking Format & Management (Outside of Downtown)

October 2020 (v5)

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City of **Corvallis** Oregon

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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**. White Paper #1 focuses on Residential Parking Districts and White Paper #2 focuses on Format and Management of parking in downtown; these recommendations therefore focus on residential and non-residential areas outside of downtown.

On-Street Improvements

- **Adopt a Base Standard for Time Limits in Non-Residential Areas**. Adopting a base standard time limit (such as 2 hours) and enforcement hours (such as 9 AM-5 PM Monday-Friday) for all new time limited areas will help to simplify and standardize the system. High-turnover stalls (such as 30-minute stalls) and longer-term parking (such as 4-hours) may be preserved as an option, but these would be considered "exceptions," requiring a slightly more detailed review process. Additionally, extending the enforcement hours could be considered, but only as warranted (based on documented parking demand).

- **Outline a Standardized Request Process for Time-Limited Parking.** On blocks that are zoned commercial, mixed-use[1], or for other non-residential uses, the process may take the form of a very simple standardized request form that outlines the base standard time limit (e.g. as 2 hours) and standard enforcement hours (e.g. 9 AM-5 PM Monday-Friday) that property owners may request. For blocks that include at least some portion zoned residential, the City may choose to implement a more detailed request process that requires a "demonstrated need," meaning observations of parking congestion within a block of the requested area during peak times. This tiered approach can help to ensure customers and visitors are prioritized in non-residential areas while still minimizing the number and location of new time-limited areas that must be maintained and enforced.

- **Adopt an Exception Process for High-Turnover Stall Requests.** High-Turnover stalls (typically stalls with a time limit of 30-minutes or less) are intended to serve quick trips, and when implemented in areas with a large number of quick trips, can serve a large number of vehicles per day while remaining available for much of the day. However, when used in areas without a true need, these stalls can sit unused and effectively reduce the parking supply. For this reason, it is typically advantageous to establish a clear exception process for when these stalls will be used.

- **Adopt an Exception Process for Long-Term Parking Zone Requests.** It is recommended that if businesses need a longer-term parking zone (such as 4 hours), they should first reach out to all neighboring businesses and confirm that free, long-term or unrestricted parking is not already available within a short walk. Converting a 2-hour zone to a 4-hour zone can have the effect of reducing availability of parking for higher-turnover trips in the most convenient areas, and the exception process should demonstrate a need based on a lack of available nearby unrestricted parking in order to prevent cases where the customer parking experience is degraded due to the conversion.

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[1] In this context, "mixed-use" typically refers to a zone that prioritizes street-level commercial, with other uses (such as residential) on upper levels.

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- **Adopt an Exception Process for Modified or Extended Enforcement Hours.** The City should implement a process for modified or extended enforcement hours to ensure it remains an option for businesses or institutions that operate in areas that have unique parking constraints (such as schools or churches) or additional parking demand on evenings or weekends. These unique or extended enforcement hours should be considered an *exception* based on a specific need, however, rather than a default option. As an example, an exception process might allow a church to request signage on adjacent blockfaces stating "2-hour parking, Sundays Only, 8AM – 1PM)."

- **Establish Minimum Requirements for New Paid Parking Areas.** Paid parking should only be implemented in areas where 1) levels of parking demand lead to periods in which it is difficult for customers to find parking, 2) the constrained area is large enough that customers need to search several blocks before finding available parking, and 3) time-limited parking has already been implemented to address the lack of customer parking. Quantifying these thresholds helps to provide clear, objective guidance for when paid parking would be recommended. Areas that meet minimum occupancy thresholds (based on a parking utilization study) and minimum size requirements should assess implementation of a paid parking program.

Management

- **Adopt Process for Establishing a New Parking Management District**. Parking Management Districts provide a tool for local stakeholders to take a leadership role in establishing parking management policies in non-residential areas. Outlining a process for forming a Parking Management District provides an option for local business leaders to begin to work together to address parking issues. While the City should not dictate when a Parking Management District must be established, at minimum, paid parking should only be implemented if a Parking Management District has been established.

- **Reinvest Revenue Back into the District in Which it Was Generated.** A Parking Management District that generates net revenue from paid parking should have the ability to reinvest at least some portion of the revenue back into the district. The City can standardize the process by establishing a mandated amount that the Parking Management District controls, such as a percentage of the net revenue. The City can remain a funding partner on larger projects (such as off-street parking, transit investments, or other streetscaping investments), but the agreement allows the District to have more control over how the funds are allocated and what types of projects are prioritized. A Parking Management District that has local control over a portion of net meter revenue is known as a "Parking Benefits District."

- **Establish Parking Advisory Committee Roles and Responsibilities.** To help guide how net revenue should be spent within a Parking Benefits District, it is often beneficial to have a Parking Advisory Committee for the District, which makes recommendations to the City. The City can aid the formation and development of a Parking Advisory Committee by laying out a set of roles and responsibilities than can then be updated or modified as needed. At minimum, the City can help guide the minimum number of members who should be included, the types of representatives who should be included (representation by at least one business owner and at least one resident, for example), and the process by which the Committee can make recommendations to the City. The City can also outline a set of

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projects that would be considered eligible uses of net revenue from paid parking within the Parking Benefits District.

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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 fourth of six audits and focuses on the format and management of the City's parking program within non-residential areas outside of downtown. The review explores how the City should consider expanding parking management into commercial districts and other non-residential areas outside of downtown over time, including a discussion of parking management districts, pricing, time limits, exception stalls, and data requirements.

Several elements that apply citywide (both in downtown and outside of downtown) are discussed in White Paper #3, including ADA parking, loading zones, and on-street parking layout (angled vs. parallel). White Paper #1 addressed parking management in residential districts.

3.0 General Best Practices

Best management practices for managing parking outside of downtown districts often closely follows downtown parking management best practices, but on a smaller scale. The following section provides some general guidance to serve as a reference in the development of recommendations.

3.1. TIME LIMITS

Generally, when unmanaged on-street public parking is able to serve peak parking demands with minimal conflict, there is no need to introduce active parking management strategies. In many parts of Corvallis outside of downtown, businesses provide adequate off-street parking to serve the needs of their customers and visitors, and the adjacent on-street public parking supply (if provided) is not needed to serve customers or is assumed to be underused.

However, when parking demand begins to exceed the nearby on-street parking supply during peak times, parking management strategies emerge as necessary tools to allow businesses to function within constrained environments. Within commercial and mixed-use districts with ground-level commercial uses, time limits are typically the first parking management strategy used to establish customers as the priority user group for a limited public parking supply. However, transitioning to time limits is not without costs. Sign installation, maintenance, and enforcement all require City time and resources, and time limits should therefore only be installed when needed. Additionally, implementing time limits does require an assessment of tradeoffs, as some users will be displaced by any strategy in a constrained area that is intended to free up parking to better serve other users.

Below is a list of general considerations that should be consulted regarding any parking management program that makes use of free, time-limited parking.

Implement Time Limits in Non-Residential Areas

With the exception of residential parking districts, where permits combined with time limits are used to prioritize parking for *residents* and their guests *(see White Paper #1)*, time limits and other active parking management strategies should only be applied in non-residential areas. These are the areas where customers and visitors are the priority user groups and tying parking management to zoning allows for an objective assessment of the boundaries of parking management zones and clarifies user priority.

Outline a Standardized Request Process with Minimum Requirements

Businesses within unmanaged parking districts may have a variety of reasons for desiring time-limited parking. These might include the desire to prevent adjacent residents or employees from nearby businesses from parking in the most convenient storefront parking or addressing parking spillover from nearby areas (such as downtown, a university, or other major parking generator). Regardless of the reason, establishing clear guidance and, in some cases, minimum parking demand thresholds based on data, can be an effective way to minimize costs

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associated with sign installation, maintenance, and enforcement in areas where parking is generally widely available within a very short distance.

As an example, for exclusively commercial blocks, a city might allow for the installation of time limits upon request. In these areas, the customer should be the priority user, and there is less of a need to balance the supply to also serve residents.

For isolated commercial businesses in otherwise predominantly residential areas, a City might choose to establish an "exception process" where a minimum peak hour occupancy threshold (such as a 70% or 85% occupancy) for the adjacent block or within a certain distance of the requesting business is needed in order to be eligible for time restrictions. 85% occupancy is widely considered the industry standard for determining when parking becomes "constrained," but some cities may select lower thresholds to allow the installation of time-limited parking to be proactive and address business needs before parking becomes truly constrained. Regardless of the specific threshold utilized, a data-driven approach can help to minimize cases where businesses request isolated time-limited parking in areas where on-street parking is abundantly available within a very short distance.

> 85%
Constrained Supply

70% - 85%
Efficient Supply

55% - 69%
Adequate parking

< 55%
Parking Readily Available
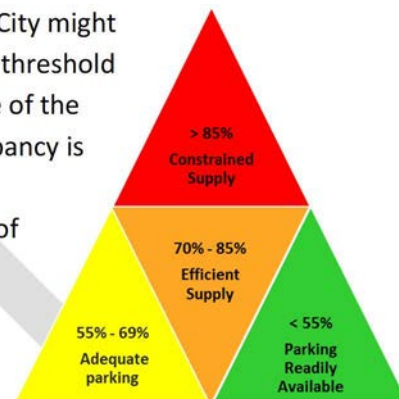
Establish a Baseline Time Limit with an Exception Process

Having a wide variety of time limits is not only costly to monitor, maintain, and enforce, but can also be confusing for the customer. In most cases, the number of time limits used can be greatly reduced, often with as few as two or three time limits citywide. This is because time restrictions are intended to help prioritize certain user groups (such as customers over employees), but do not need to be tailored to each individual business or every parking scenario. As an example, anyone who plans to park for 45 minutes can just as easily use a one-hour zone, a two-hour zone, or a four-hour zone; what matters more to this customer is the parking *availability*, not the specific time limit. Given this, one-hour zones are often unnecessary, as a two-hour zone accomplishes the same goal of prioritizing customers over long-term parkers (such as employees or residents).

Just as Corvallis has done with the 3-hour time limit within the downtown "Free Customer Parking Area," defining a consistent, baseline standard for time limits can be a cost-effective and easy-to-understand way to establish customers as the priority user group. This "standard" can then be applied by default in all areas where time-limits are requested or warranted.

Some businesses in areas with very little parking availability may have a need for high-turnover parking (such as 30-minutes). These stalls are intended to serve very quick trips, and the very short time limit helps to ensure they are typically available for customers needing to perform a quick pick-up or drop-off (coffee shops, daycares, shipping services, etc.). Similar to how businesses in primarily residential districts may not have a need for time limits unless parking is at least somewhat constrained, high-turnover stalls are only truly important when parking is constrained and customers might consider avoiding the area due to a lack of parking for a quick trip. High-turnover stalls should therefore be prioritized in areas 1) where time limits (or meters) are already in place, 2) when the business(es) served do not have off-street parking for customers, and 3) when parking is

constrained during peak times. By establishing clear guidelines for exception stalls, cities can help to minimize the number of high-turnover stalls that are installed unnecessarily (see White Paper #3 – Exceptions Stalls).

Other businesses may rely on customers or visitors with a slightly longer average duration of stay, such as three or four hours. Time limits that are too long run the risk of failing to discourage parking by employees and residents. For example, a four-hour zone with enforcement hours that run from 9 AM to 5 PM immediately adjacent to a downtown or a university might fill with employees beginning around 1 PM, as this is the time at which the zone effectively transitions back to free and unlimited. Because of this, it is often advantageous to implement an exception process for a longer-term parking zone that requires the requesting business(es) to, at minimum, demonstrate a unique need for such stalls and to reach out to all adjacent businesses and seek their approval before submitting a request to the City.

## Establish Baseline Enforcement Hours with an Exception Process

To avoid underutilization of parking during evenings and weekends, all time-limited and metered parking should *always* clearly identify the enforcement hours and days. Signage that does not include the enforcement hours or enforcement days typically communicates "24/7" to the user by default, even if this is not the intent. Rather than attempt to link any individual time-limited zone to the hours of operation of the adjacent or nearby businesses, it is much more cost-effective and easier to enforce a consistent set of enforcement hours. For example, 9 AM to 5 PM Monday through Saturday is clearly stated on Corvallis website and on all signs for the Free Customer Parking Area.

By default, a minimum baseline set of enforcement hours should be established, and hours and/or days should only be extended when warranted based on measured parking demands. As an example, 9 AM to 5 PM Monday through Friday could serve as a baseline standard, and adding either evening (such as until 7 PM) or weekend enforcement could be added based on occupancy data that shows a demonstrated need for additional management outside of the baseline hours.

3.2. PARKING MANAGEMENT DISTRICTS

Parking management is about much more than parked vehicles. At minimum, how communities manage parking affects the economic vitality, traffic circulation, and the utilization of alternative modes of transportation. Given the variety of interrelated factors and the unique business needs within different parts of the community, establishing "Parking Management Districts" with adopted policies to guide parking management decision-making is typically considered a parking management best practice. A robust public outreach process is an important first step when establishing a Parking Management District to ensure engagement by district stakeholders, often led by a Task Force or other type of local stakeholder committee. However, after adopting a set of policies to guide parking management within the district, it may not be necessary to maintain an ongoing stakeholder committee. Instead, a task force or parking committee may convene on an as-needed basis, typically to assess the need for modifications to the parking management strategies used within the district based on data or changing land use dynamics. If the district implements paid parking, a formally established Parking Committee (optional) for the district can make recommendations to the City on behalf of the district and guide the use of revenue generated by meter revenue, if applicable.

The City of Portland recently adopted a series of guidelines that provide a best practices process for establishing new Parking Management Districts (PMDs) outside of already established parking management and/or meter districts.[2] Portland recognized that while each area under consideration for a PMD is likely to have varying degrees of active parking management strategies already in place, the new adopted process will inform how new strategies are implemented moving forward. This provides clarity and consistency to the community, ensures parking management is implemented for purposes necessary to support the vitality of an area, and streamlines (to the degree possible) staff time and resources.
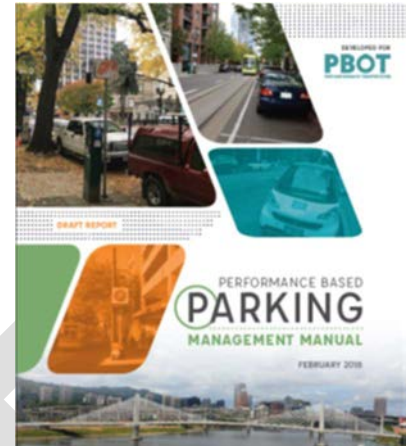
With this in mind, below is a list of best practice considerations that should be consulted regarding the use of Parking Management Districts outside of Downtown.

Outline a Process for Initiating a Parking Management District

As discussed with regards to time limits, implementing time limits within non-residential areas likely does not require significant coordination among businesses as this can simply follow general guidance that applies citywide. However, requests for additional parking management strategies, such as paid parking, or specific parking zones, such as passenger loading zones or combination loading zones, are often most successful if based on clear guidelines established by the City.

Parking Management Districts can be initiated by local businesses interested in pursuing additional active parking management strategies, and cities can facilitate this process by outlining a specific process that should be followed. Key issues to address from the outset include establishing preliminary district boundaries and determining the types of representatives who should make up a temporary task force or an advisory committee (such as minimum number of members and percentage makeup of business representatives and residents). This task force or advisory committee can then work with the City to develop a set of roles and responsibilities, establish goals, oversee data collection, review an assessment of existing conditions, and develop recommendations for implementation. After establishing a Parking Management Plan or other documentation of the district's parking management policies, a task force or advisory committee would only need to convene periodically or as needed to monitor progress towards district goals and recommend additional management strategies.

Implement a Data-Driven Process Led by Parking Management Districts

Data should be used to inform all parking management decisions. This ensures strategies are based on an accurate understanding of existing conditions and are tied to targeted objectives. Metrics may be supply-based (number of parking stalls by type, etc.), demand-based (observations of occupancy and turnover), or based on user perceptions (surveys, etc.). As discussed above, many cities formalize the 85% occupancy standard as a

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[2] See, Performance Based Parking Management Manual (February 2018), Chapter 2 (pages 10 – 22).

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clear threshold to measure the performance of a parking supply and as a benchmark or trigger for decision making.[3] Regardless of the specific metrics utilized, they should be routinely tracked to allow for an objective comparison of how the system (or user perceptions of the system) has changed over time.

Parking Management Districts without a source of income (paid parking fees, business improvement district, etc.) may initially rely on data collected by cities and make recommendations based on available data. Parking Management Districts that transition to paid parking should receive some portion of the net revenue (a "Parking Benefits District") in order to invest in priority improvements within the District, with specific objectives identified in advance of implementation.

3.3. PAID PARKING ZONES

Implementation of paid parking should be, first and foremost, a *parking management strategy* that is developed, deployed, and calibrated to make it easier for customers to find parking in constrained areas. Public on-street parking is a limited resource, and when the resource is either free or priced too low for the levels of demand, congestion can arise from drivers searching for available parking. Time-limited parking is a first step in managing a finite resource, as this helps to ensure parking is prioritized for the priority user (i.e. the customer in commercial districts). When customer and visitor demand begin to exceed the supply, pricing can be an effective tool to manage the fixed resource more effectively. Specifically, areas of sustained high demand can be priced to ensure parking remains available even during peak times. Those who prefer convenient parking near high-demand destinations will have the option to pay for parking, while those who are willing to walk or park in areas of lower demand are still provided with free or lower-cost options.

It is important that the objectives of the pricing structure should be tied to parking and transportation management outcomes (such as increased parking availability, increased turnover, or increased numbers of vehicles served per day per stall) rather than revenue-based objectives. The cost to install and maintain the system may need to be a consideration during the early phases of paid parking implementation, but over time, net meter revenue should be considered an *added benefit* rather than a specific objective.

In some contexts, paid parking strategies can also help to explicitly support adopted Climate Action goals as an additional added benefit. Paid parking systems provide an additional incentive for users to carpool or consider alternative modes (bike, walk, transit), and the net revenue generated by paid parking can be invested in programs that help to incentivize the use of transit and other active modes of transportation.

The following describes several key considerations when transitioning to (or recalibrating pricing within) a paid parking district.

Establish a Minimum Size for Any New Paid Parking District

Parking meters and pay stations require up front installation costs and ongoing maintenance costs, and in order to ensure cost-effective implementation, it is often necessary to set a minimum size for any new paid parking

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[3] For instance (in Oregon), Albany, Beaverton, Bend, Eugene, Hood River, McMinnville, Newberg, and Salem (to name a few).

district. Additionally, paid parking areas that are too small are difficult to communicate to the public, diminishing the potential benefit of one of the key objectives: redistributing demand.

Any new area that transitions from free, time-limited parking to paid parking should be large enough to allow the public to easily understand the general district, contiguous to allow for effective enforcement, with adequate levels of demand to justify the need to charge for parking.

Manage District Size and Rates Based on Data

The decision to implement paid parking, as well as when to adjust rates and/or expand the size of the district should be based on objective measurements of demand (occupancy and turnover) through routine data collection. Establishing minimum demand thresholds that need to be met before implementing paid parking communicates very clearly that paid parking serves as a *parking management tool* rather than a revenue generation tool. As noted previously, paid parking should be used to address high levels of parking congestion and combining minimum occupancy thresholds with a minimum district size helps to provide clear, objective guidance of when a district should transition to paid parking.

After parking demand levels are reviewed and the recommendation is to proceed to paid parking in a previously free area (provided the areas meets minimum size and parking demand thresholds), the initial hourly rate can be set with the goal of simply covering installation, operations, and maintenance costs over a period of time. Following implementation, regular rate adjustments (likely annual or bi-annually) should be based on measured levels of demand with the goal of meeting peak hour occupancy targets (specifically, ensuring at least one parking stall is available per block, even during peak times). Small paid parking districts will likely have a single

hourly rate, with the goal of ensuring turnover and making better use of nearby available parking. When a paid parking district is large enough, it is feasible to introduce tiered parking rates, provided each of the different rate districts are easy to communicate to the public. For example, Boise, Idaho uses three tiers (Premium, Standard, and Value) to encourage customers and visitors to park in lower demand areas further from the central core.
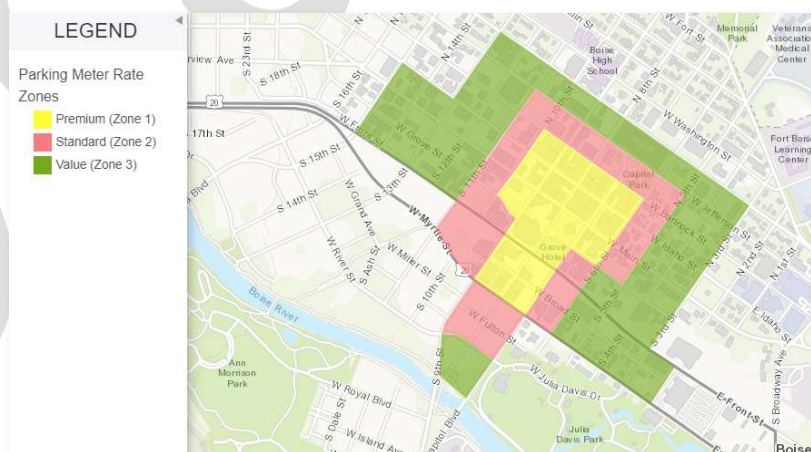
Reinvest Parking Revenue Back into a District – Parking Benefits Districts

Any revenue collected from a paid parking program should *first* be used to cover installation, operations, and maintenance costs. However, over time, many paid parking districts begin to generate *net revenue* over operations costs. It is widely considered best practice that at least some portion of the net revenue should be

reinvested in parking and transportation programs and streetscaping improvements within the district in which it was collected.[4]

At this point, directed use of net revenue from the paid parking district would lead to consideration of transitioning a Parking Management District to a Parking *Benefits* District. A Parking Benefit District works with an affected community to reinvest at least some portion of the net revenue back into the district to either improve the customer experience or enhance options for accessing the district by alternative modes of transportation. Examples of such Parking Benefit Districts are in place in Boulder, CO, Portland, OR, Pasadena and Ventura, CA and the Capitol Hill Neighborhood in Seattle, WA.[5]

Pasadena, CA took this approach one step further and promoted *directly to the customer* the improvements made within the district using parking meter revenue, through signage on parking meters (see photo at right). Transparency of approach and promotion of accomplishments can help to build and maintain support for a parking management strategy (i.e., paid parking) that is often initially opposed by businesses and local stakeholders.

To a degree, Corvallis' existing downtown parking management area comes close to being a Parking Benefits District in that all downtown parking revenue is allocated to a dedicated parking fund. What it currently lacks is direct community input (downtown stakeholders) into the range of programs or strategies that any *net* revenue (or portion thereof) would be targeted toward. For example, net revenue could focus on infrastructure and/or streetscape improvements within the District or on broader transportation programs, such as incentives to travel by transit or other active modes of transportation, in support of adopted goals within the Climate Action Plan.

A Parking Benefits District clearly communicates that the paid parking program is first and foremost a parking management strategy intended to improve the customer parking experience, but backs this up by allowing the stakeholders of the community to determine how to invest the net revenue. Cities can establish a set of eligible projects to ensure the funds are spent on projects related to transportation, streetscaping, or general customer accessibility, but then allow local stakeholders to determine how to allocate a portion of the net revenue.

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[4] Urban Land Institute Louisiana, Study on Parking Benefits Districts and Opportunities for Louisiana (with TGM Consulting), June 2012.
[5] Other sources on Parking Benefits Districts include: https://whyy.org/articles/ideas-worth-stealing-parking-benefit-districts; http://sdapa.org/wp-content/uploads/2013/11/9-Canepa-Parking-Benefit-Districts-SDAPA-The-Power-of-Streets-November-1-2013.pdf

4.0 Existing Conditions

4.1. MANAGED PARKING SUPPLY

Outside of the Free Customer Parking Area and metered parking areas in downtown, there are several areas around Corvallis that have some form of on-street parking management in place. The following sections provide an overview of each of these districts.

On-Street Metered Parking

There are two areas outside of downtown with on-street metered parking. Both areas are adjacent to the Oregon State University campus. The area around NW Monroe Avenue includes 57 metered 1-hour parking stalls and 6 metered 24-minute stalls. The area around SW 15th Street includes 8 metered 2-hour parking stalls and 4 metered 24-minute parking stalls. All of the on-street metered parking stalls in these areas are single-head coin operated meters, color coded by time limit.

Table 1 shows the inventory of paid parking stalls outside of downtown, corresponding to the two paid parking areas shown in **Figure B**.

Table 1: Inventory of On-Street Metered Parking Outside of Downtown

Stall Type	24 Minute	1 Hour	2 Hour
NW Monroe Area			
NW Monroe Ave	3	37	-
NW 25th St	-	5	-
NW 21st St	1	-	-
NW 16th St	1	6	-
NW 15th St	1	9	-
SW 15th Area			
SW 15th St	4	-	8
TOTAL	**10** (13%)	**57** (76%)	**8** (11%)

On-Street Time-Limited Parking

Outside of the downtown paid parking area and the free customer parking area, there are also several isolated areas with free, time-limited on-street parking. Although a detailed stall count is not currently available, **Table 2** presents the count of time limit signs contained within the City's asset management database. While 30-minute signs frequently are used to serve a single parking stall, the other sign types often cover multiple stalls, and a parking stall count therefore cannot be extrapolated directly from this sign inventory.

All blocks where these signs are used are shown in **Figures A** & **B**.

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2020 On-Street Parking Assessment

Free Customer Parking Area

Time-Limited Parking
- 3-hour
- 2-hour
- 1-hour
- 30-minute

Paid Parking Meters
- 10-hour or by Permit
- 4-hour
- 2-hour
- 1-hour
- 24-minute

0   100 Feet

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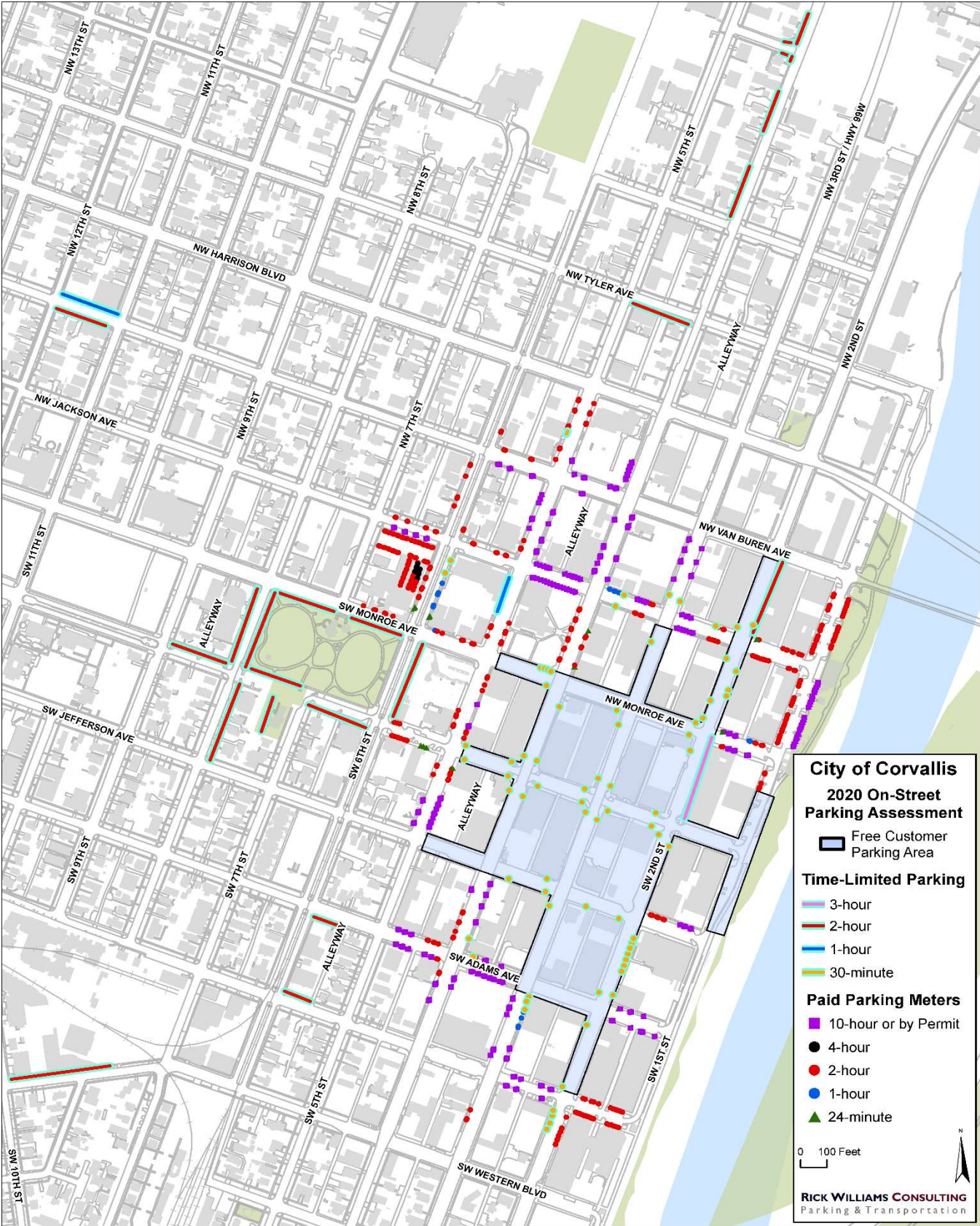*Figure A: On-Street Parking Regulations (East)*

Figure B: On-Street Parking Regulation (West)

Table 2: Overview of On-Street Time-Limited Parking Signs Outside of Downtown

Location	Sign Count
30 Minutes	8
1 Hour	7
2 Hours	54
4 Hours	8

Given the use of time limits in isolated areas around the City, some of the free time-limited on-street parking zones are likely located in areas with limited on-street parking demand[6]. In the example image below from SW Washington Avenue, off-street parking is generally available to serve customers, and demand for on-street parking for the commercial use is likely very limited. In general, on-street parking on blocks with non-residential uses should prioritize customers and visitors over other long-term parking needs (e.g. employees and residents); however, when there is little to no on-street customer parking demand, time-limited parking is likely not needed. Removing time-limited parking in areas with little to no on-street customer or visitor parking demand can help to save costs on enforcement and maintenance.

Figure C: Example Isolated Time-Limited On-Street Zone (Image Source: Google)

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[6] Based on observations of land uses; actual field observations of parking demands would be needed to verify this expectation.

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The hours and days of enforcement vary widely across these areas. All of the following enforcement times are shown in various signs around the city:

• 8 AM – 5 PM	Monday through Friday
• 9 AM – 6 PM	Monday through Friday
• 12 PM – 5 PM	Monday through Friday
• All Hours (Not Specified)	School Days
• 8 AM – 6 PM	Monday through Saturday
• All Hours (Not Specified)	Monday through Saturday
• 6 AM – 9 PM	Sundays
• 8 AM – 9 PM	All Days (Not Specified)
• All Hours (Not Specified)	All Days (Not Specified)

Having such a wide variety of enforcement hours and days is confusing for the customer and extremely difficult to enforce. Standardized enforcement hours and days would allow for the more efficient deployment of enforcement personnel, while also providing clear and predictable guidance to the parking public before they leave home.

Figure D: Selection of Time Limit Signs Outside of Downtown

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Commercial Loading Zones

Outside of downtown, commercial loading zones are limited, with most businesses able to accommodate loading on site. However, several commercial loading zones are in use to prevent parking during certain hours adjacent to businesses that are unable to accommodate off-street loading. In the example below from NW 26th Street and NW Monroe Avenue, the active hours are clearly posted, allowing for general parking outside of these hours. In the combination zones[7] on NW Monroe Avenue, the loading zone is active from 6 AM to 12 PM, at which point it transitions to a 30-minute zone from 12 PM to 5 PM.

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The City of Corvallis' use of combination loading zones where the loading zone is only active for the actual hours needed is considered an *industry best practice.*

Figure E: Example Commercial Loading Zones Outside of Downtown (Source: Google)

Passenger Loading Zones

Near Oregon State University on SW Jefferson Way, there is a 10-Minute "Passenger Loading Zone" to allow for passenger pick-up/drop-offs. The signage suggests 24/7 enforcement.

Figure F: Example Passenger Loading Zone Outside of Downtown (Source: Google)

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[7] Within the parking industry, a combination loading zone limits loading to a specific period of hours and/or days. This means customer use of the space can occur outside loading hours and days, thereby maximizing its overall availability to trips. In contrast, many cities have loading zones that are signed "all days/all hours" which is very inefficient, particularly evenings and weekends when a need for loading is minimal.

School Zones

Consistency in parking controls is a best practice. However, Corvallis uses a wide variety of signs to restrict parking around schools. In most cases, some form of "No Parking" with a specified time range is used, but one zone opts for 2-hour parking on school days rather than no parking. Below is a sample of the time restriction in use for various "No Parking" zones around schools:

- No Parking 7 AM – 8 AM & 2 PM – 3:30 PM   School Days
- No Parking 7:30 – 8:15 AM & 2:15 – 3:00 PM   School Days
- No Parking 8 AM – 4 PM   School Days
- No Parking 9 AM – 3 PM   School Days
- 2-Hour Parking (All Hours, Not Specified)   School Days

The following examples are from near Corvallis High School and Franklin School, respectively.

Figure G: Example School Zone Signs (Source: Google)

Yellow Curbs

In Corvallis, yellow-painted curbs are used to denote no-parking zones. Yellow curbs are typically used in front of fire hydrants, at intersections, and on either side of business and residential driveway approaches for sight visibility. Due to the painting and maintenance costs, the City of Corvallis does not paint or maintain yellow curbing on either side of private driveway approaches.

While Oregon Vehicle Code prohibits parking in front of both public and private driveways, property owners that feel a painted curb would reduce ongoing violations have the option to paint the curb themselves (after obtaining a free permit from the City). All permits are handled through Public Works, and painting instructions are listed on the "Parking Services" section of Corvallis' website.

Figure H: Example: Yellow Curb Paint at Driveway

4.2.   ENFORCEMENT

Nearly all paid parking and time-limited zones are *actively enforced*[8], meaning they are included on regular enforcement routes to identify violators. Given this, each new time-limited zone requires additional staff time for enforcement to minimize violations.

Fines are often adequate to cover enforcement costs, particularly in large areas with active enforcement that allow for patrol on regular cycles. However, very small time-limited zones scattered throughout various parts of the city with different time limits can make it very difficult to cover the costs of enforcement through fines alone. As such, whenever new time-limited zones are added, enforcement should be a key consideration in order to assess the feasibility of adding additional parking controls. Expanding existing time-limited zones typically requires much less additional enforcement time compared to the additional of a new, small, isolated area.

4.3.   PARKING MANAGEMENT REQUESTS

Public Works handles all parking-related requests, including parking permits, parkway (area between the back of sidewalk and the curb) parking permits, yellow curb painting permits, and requests for additional parking management (such as no parking or installation of time-limit signs).

While the Downtown Parking Committee advises the Downtown Commission and City Council on matters concerning parking in Downtown, outside of the downtown, the process is entirely staff-driven. When there are requests for parking control changes, staff collects data, surveys adjacent property owners/tenants, facilitates internal review between City departments, and decides on whether to implement the request through a traffic order.

4.4.   SUMMARY

Outside of Downtown, signage, enforcement hours, and the size of parking management zones varies widely. This has likely arisen as the City has responded to parking management requests on a case-by-case basis. As the City grows and requests begin to consume additional staff time, developing standardized and documented procedures will help the City to manage the public parking supply cost-effectively, consistently, and equitably.

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[8] Two areas were noted as exceptions; 11th Street and Taylor Avenue; and 4th Street north of downtown are enforced upon request only.

5.0 Recommendations

The following set of recommendations have been developed based on a review of existing conditions and general best practices in parking management. Many of the recommendations developed for White Paper #3 (Parking Format & Management of the Downtown Parking System) are also applicable outside of downtown but are not copied here. These include strategies related to data-driven parking management, high-turnover stalls, loading zones, branding, striping, pay stations, and ADA parking. The following list of recommendations are more narrowly focused on processes for managing parking in non-residential areas outside of downtown. Further, White Paper #1 focuses on parking in areas regulated by Residential Parking Districts, so these recommendations do not cover those.

5.1.   ON-STREET IMPROVEMENTS

5.1.1.   Adopt a base standard for time limits in non-residential areas

Currently, time limits outside of downtown include 30 minutes, 1 hour, 2 hours, and 4 hours, with a wide range of enforcement hours and days. Adopting a base standard time limit (such as 2 hours) and enforcement hours (such as 9 AM-5 PM Monday-Friday) for all new time-limited areas will help to simplify and standardize the system. High-turnover stalls (such as 30-minute stalls) and longer-term parking (such as 4 hours) may be preserved as an option, but these would be considered "exceptions," requiring a slightly more detailed review process. Additionally, extending the enforcement hours could be considered, but only as warranted (based on documented parking demand).

Over time, to save on sign maintenance costs, this base standard can be applied to existing areas as well but doing so will require some coordination with local businesses in areas where a change is proposed.

5.1.2.   Outline a standardized request process for time-limited parking

There is currently no standard process that businesses must follow to request conversion of unrestricted parking to time-limited parking. On blocks that are zoned commercial, mixed-use[9], or for other non-residential uses, the process may take the form of a very simple standardized form that outlines the base standard time limit (e.g. as 2 hours) and standard enforcement hours (e.g. 9 AM-5 PM Monday-Friday) that property owners may request.. For blocks that include at least some portion zoned residential, the City may choose to implement a more detailed request process that requires a "demonstrated need," meaning observations of parking congestion within a block of the requested area during peak times. This tiered approach can help to ensure customers and visitors are prioritized in non-residential areas while still minimizing the number and location of new time-limited areas that must be maintained and enforced.

5.1.3.   Adopt an exception process for high-turnover stalls requests

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[9] In this context, "mixed-use" typically refers to a zone that prioritizes street-level commercial, with other uses (such as residential) on upper levels.

High-turnover stalls (typically stalls with a time limit of 30 minutes or less) are intended to serve quick trips, and when implemented in areas with a large number of quick trips, can serve a large number of vehicles per day while remaining available for much of the day. However, when used in areas without a true need, these stalls can sit unused and effectively reduce the parking supply. For this reason, it is typically advantageous to establish a clear exception process for when these stalls will be used. Key factors should include:

- **Type of business in the vicinity** – the adjacent business type should have a high frequency of very short trips (less than 15 minutes).
- **Presence of available private off-street parking in the vicinity** – businesses with private off-street parking should make use of this for their customers, and high-turnover stalls should not be used when a business has off-street parking.
- **Documentation of peak parking demand** – Although some businesses may prefer to have a high-turnover stall in front of their business, they should only be used in areas where customers might have a difficult time finding parking for a quick trip. For this reason, high-turnover stalls should only be installed where parking demands limit the availability of convenient customer parking.

5.1.4. Adopt an exception process for long-term parking zone requests

Although some businesses may have customers that stay for longer periods of time (longer than 2 hours, for example), it is often beneficial to have these longer-term stays park slightly further away in order to prioritize the most convenient parking for higher-turnover trips. This approach allows the most convenient parking stalls to serve more vehicles per day. It is recommended that if businesses need a longer-term parking zone (such as 4 hours), they should first reach out to all neighboring businesses and confirm that free, long-term or unrestricted parking is not already available within a short walk. Converting a 2-hour zone to a 4-hour zone can have the effect of reducing availability of parking for higher-turnover trips in the most convenient areas, and the exception process should demonstrate a need based on a lack of available nearby unrestricted parking in order to prevent cases where the customer parking experience is degraded due to the conversion.

5.1.5. Adopt an exception process for modified or extended enforcement hours

Businesses or institutions interested in time-limited parking will likely first request enforcement hours that cover their full hours of operation, regardless of when peak parking demands actually occur on street. Time-limited parking is a strategy used in areas where unrestricted parking leads to a lack of availability for customers of the local businesses. In many cases, enforcing a time-restriction during evenings and weekends is not necessary as parking is widely available outside of peak times. For this reason, the City should implement a process for extended enforcement hours to ensure it remains an option for businesses or institutions that have unique parking constraints (such as schools or churches) or additional parking demand on evenings or weekends. These unique or extended hours should be considered an *exception* based on a demonstrated need, however, rather than a default option.

As an example, much like businesses on commercial corridors, some churches rely on on-street parking during their peak hours of operation (typically Sunday morning) to serve their visitors. When located in residential areas, an exception process could allow a church to request signage on adjacent blockfaces stating "2-hour

parking, Sundays Only, 8AM – 1PM)." This ensures that parking is prioritized for visitors during the peak period of demand, while still allowing general residential parking all other times.

5.1.6. Establish minimum requirements for new paid parking areas

Paid parking should only be implemented in areas where 1) levels of parking demand lead to periods in which it is difficult for customers to find parking, 2) the constrained areas is large enough that customers need to search several blocks before finding available parking, and 3) time-limited parking has already been implemented to address the lack of customer parking. Quantifying these thresholds helps to provide clear, objective guidance for when paid parking is recommended. Areas that meet minimum occupancy thresholds (based on a parking utilization study) and minimum size requirements should assess implementation of a paid parking program. Even if no new areas are currently under consideration for potential paid parking, it is often beneficial to establish these thresholds in advance, recognizing that growth may eventually lead to parking constraints in new areas.

5.2. MANAGEMENT

5.2.1. Adopt process for establishing a new Parking Management District

Parking Management Districts provide a tool for local stakeholders to take a leadership role in establishing parking management policies in non-residential areas. On isolated blocks where time limits are the only strategy needed to prioritize on-street parking for customers and visitors, a Parking Management District is likely not needed. However, more advanced parking management strategies, such as installation of combination zones, passenger loading zones, extended enforcement hours, or paid parking/or-by-permit zones, will likely benefit from having an established set of policies to guide implementation of parking management strategies[10]. Outlining a process for forming a Parking Management District provides an option for local business leaders to begin to work together to address these issues. Once a Parking Management District has been established with documented parking management priorities, a task force or advisory committee can convene on an as-needed basis, which is typically when changes within the district warrant the need for additional or modified parking management strategies.

5.2.2. Reinvest revenue back into the district in which it was generated

A Parking Management District that generates net revenue from paid parking should have the ability to reinvest at least some portion of the revenue back into the district. The City can standardize the process by establishing a mandated amount that the Parking Management District controls, such as a percentage of the net revenue. The City can remain a funding partner on larger projects (such as off-street parking, transit investments, or other streetscaping investments), but the agreement allows the District to have more control over how the funds are

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[10] The commercial district adjacent to Oregon State University is an example area that may benefit from establishing a Parking Management District, which could facilitate implementation of parking management strategies tailored to the unique needs of the district. Strategies such as 10-hour paid parking or daily paid parking permits could help to serve users who may need long-term parking on occasion without *incentivizing* users to drive every day (as can be the case with prepaid monthly or annual parking permits).

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allocated and what types of projects are prioritized. A Parking Management District that has local control over a portion of net meter revenue is known as a "Parking Benefits District."

5.2.3. Establish parking advisory committee roles and responsibilities

To help guide how net revenue should be spent within a Parking Benefits District, it is often beneficial to have a Parking Advisory Committee for the District, which makes recommendations to the City. The City can aid the formation and development of this Committee by laying out a set of roles and responsibilities than can then be updated or modified as needed. At minimum, the City can help guide the minimum number of members who should be included, the types of representatives who should be included (representation by at least one business owner and at least one resident, for example), and the process by which the Committee can make recommendations to the City. The City can also outline a set of projects that would be considered eligible uses of net revenue from paid parking within the Parking Benefits District.

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6.0 Summary

This White Paper provides recommended guidelines on how the City should consider expanding parking management into non-residential areas outside of downtown over time, including an overview of Parking Management Districts, pricing, time limits, exception stalls, and data requirements. The recommendations are based on industry best practices and are intended to improve operational efficiency and transparency outside of downtown while effectively serving the priority user groups within the various non-residential areas around the city.