

**IMPACT STATEMENT**

**Legislation title:** Adopt Area Parking Permit Surcharge Allocation Guidelines (Ordinance)

**Contact name:** Chris Armes x37051  
Dave Benson x35444

**Presenter name:** Dave Benson

**Purpose of proposed legislation and background information:**

When City Council adopted the Central Eastside Industrial District (CEIC) Parking Management in 2012 it also passed ordinance 185997 that allowed for a surcharge to be added to the base cost of the permit. The intent of the added cost was to raise a nominal fee that would help further the work of the Transportation and Parking Advisory Committee (TPAC).

As part of the Centers and Corridors Study the Stakeholder Advisory Committee (SAC) identified cost as a tool to manage parking demand. One method discussed by the SAC and included in their recommendations was to allow a permit surcharge to be added to all APP base fees with the surcharge collected going to District to fund Transportation Demand Management (TDM) programs to reduce the demand on on-street parking.

City Council did not adopt the recommendation of the Center and Corridor Advisory Committee but did pass ordinance 188173 that provided additional parking management tools for Zone M the NW District; one of the tools was a permit surcharge. Starting with the Zone M permit renewal in September 2017 a \$120 permit surcharge has been collected and used to further the goals of the NW parking SAC and TDM efforts in the NW District.

On January 24, 2018 Council passed Resolution 37339 allowing PBOT staff the ability to establish two APP pilot programs, adjacent to commercial corridors, to help better manage parking in high demand areas, due to residential and/or commercial growth using the following three new tools:

- Ability to limit the number of resident permits.
- Charging a surcharge on permits to be re-invested in the APP zone.
- Capping the total number of permits.

Before moving forward with additional APP Pilot areas, the community and PBOT need clear guidelines on the use of permit surcharge and eligible projects and programs.

The guidelines developed follow the uses that the NW Parking District's use of permit surcharge; with a direct connection back to transportation projects and programs that reduce the demand on parking.

**Financial and budgetary impacts:**

- All permit surcharge funds are designated to go back into the Parking Districts that they are generated in. There is no cost impact to PBOT.

**Community impacts and community involvement:**

There have been Advisory Committees providing input to PBOT on the development of the adopted Central Eastside Industrial District Parking Management Plan; the Centers and Corridor Plan; Citywide Parking Strategy; NW Parking District. All of these Advisory Committees have identified cost as a tool to manage parking and the desire to add a surcharge to the base cost of a permit.

The permit surcharge guidelines have been developed based on input from representatives from both the Central Eastside Industrial District and the NW Parking District.

Preliminary results from the NW Pilot and Central Eastside show a significant adoption of transportation options by area employees, reducing parking demand and potentially traffic congestion.

Impacts to the communities with parking permit surcharges may include:

- Increased parking availability, shorter parking search times
- A decrease in people circling for on-street parking, which often comes with less congestion and improved air quality
- Availability of low cost transportation options such as the Transportation Wallets for employees and residents
- Increased use of transportation options such as transit, bikeshare, walking and carshare
- More creative and efficient use of existing parking supply
- Infrastructure improvements for biking and walking and transit

**Budgetary Impact Worksheet**

**Does this action change appropriations?**

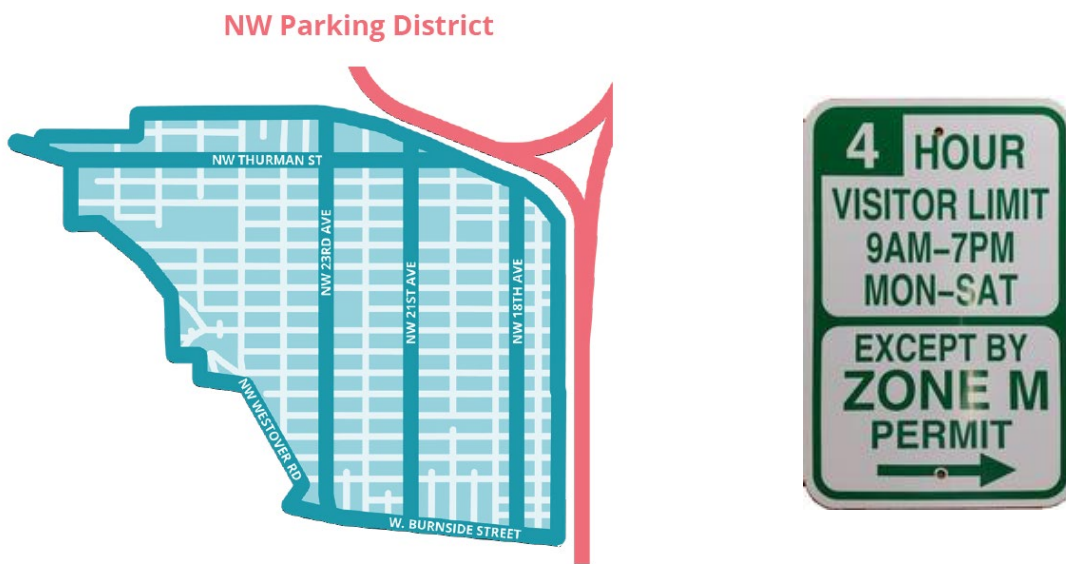
- ☐ **YES:** Please complete the information below.
- ☒ **NO:** Skip this section

KK 11-21-18

# NW Zone M Parking Permit Pilot

## Report to City Council

December 19, 2018



### City of Portland

Dave Benson  
Chris Armes  
Kathryn Doherty-Chapman

### NW Parking SAC

Rick Michaelson

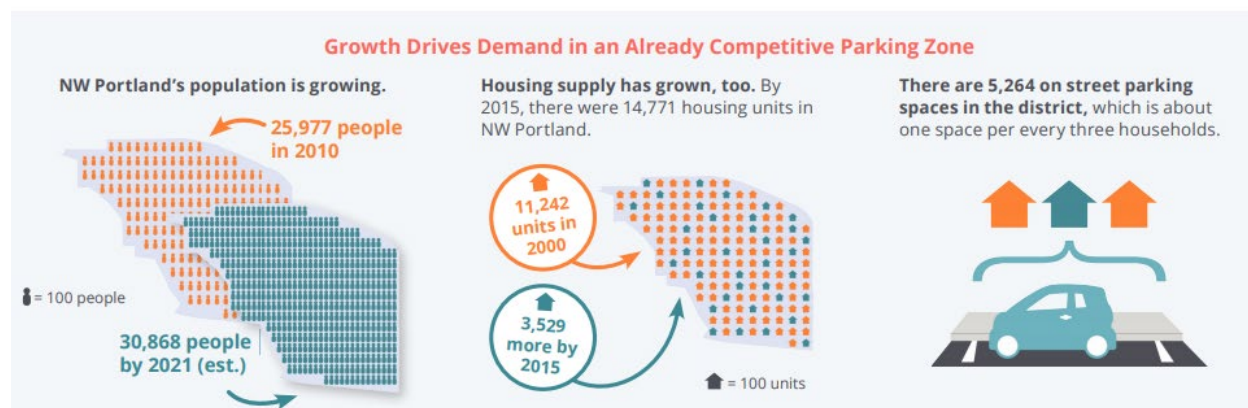


**PBOT**  
PORTLAND BUREAU OF TRANSPORTATION

## Background and History

In its first two years, the NW Parking Management Pilot Program has implemented changes to the parking management program. An evaluation of the pilot program's effectiveness is highlighted in this report.

NW Portland is a historic and vibrant mixed-use neighborhood that has long experienced high parking demand. After an extensive multi-year public engagement process, the NW Parking Management Plan was adopted by City Council in 2012. The NW Parking Stakeholder Advisory Committee (SAC), was formed through the adoption of the NW Parking Management Plan. The SAC members were appointed by PBOT Commissioner Novick in 2014 and their first meeting was on October 15, 2014. The SAC, comprised of representatives from the neighborhood, businesses and community organizations, was formed to make recommendations to the Portland Bureau of Transportation (PBOT) on parking management in NW. The committee meets monthly in an open, public forum that encourages community input. The SAC deliberates on changes to the parking district and makes recommendations to PBOT to allocate funding in a manner that reduces demand on parking and effectively manages parking in NW.



## Pilot adoption

After two years of the SAC working with the city to implement an effective parking management plan, they realized new tools were needed. In 2016, per SAC advice, PBOT asked City Council to allow shared parking and to adopt parking minimums to require new developments to build off-street parking. Citing concerns from a variety of stakeholders and various City Bureau Staff, City Council adopted shared parking only and directed PBOT to find creative ways to manage the existing parking supply more effectively. This led to Ordinance 188173, adopted by City Council in December 2016 directing PBOT to make available new tools in the established Area Parking Permit Program in NW Zone M. The new Area Parking Permit (APP) Pilot tools approved could include:

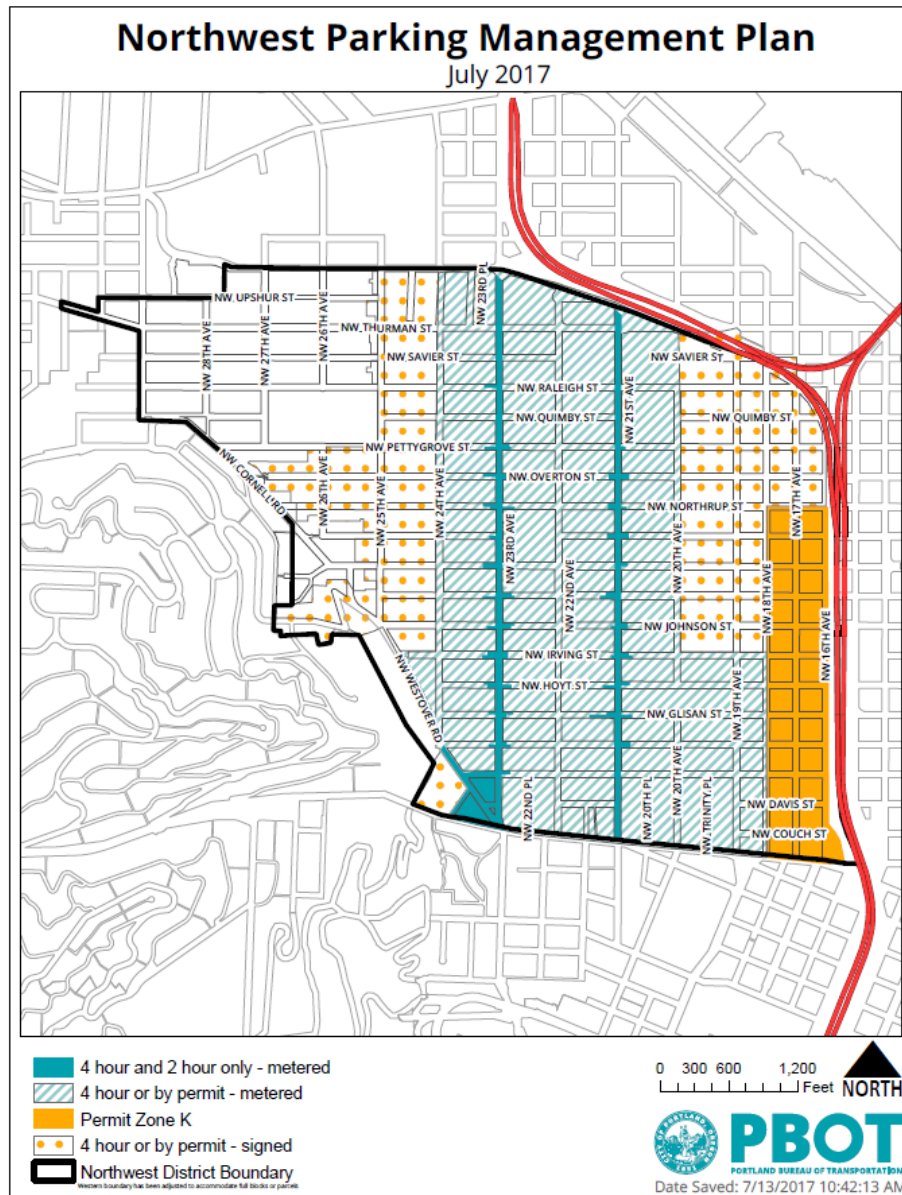
- An annual limit on the number of permits issued
- Limiting the number of permits issued per residence
- An additional surcharge on the base cost of the Zone M Parking Permit. The purpose of the revenue is to support SAC transportation programs and projects that support mode shift and reduce parking demand, including, data collection analysis, and transportation demand management programs.



## Plan & Pilot Adoption Timeline



Below is a map of the makeup of on-street management, where the permit district is and where meters are.

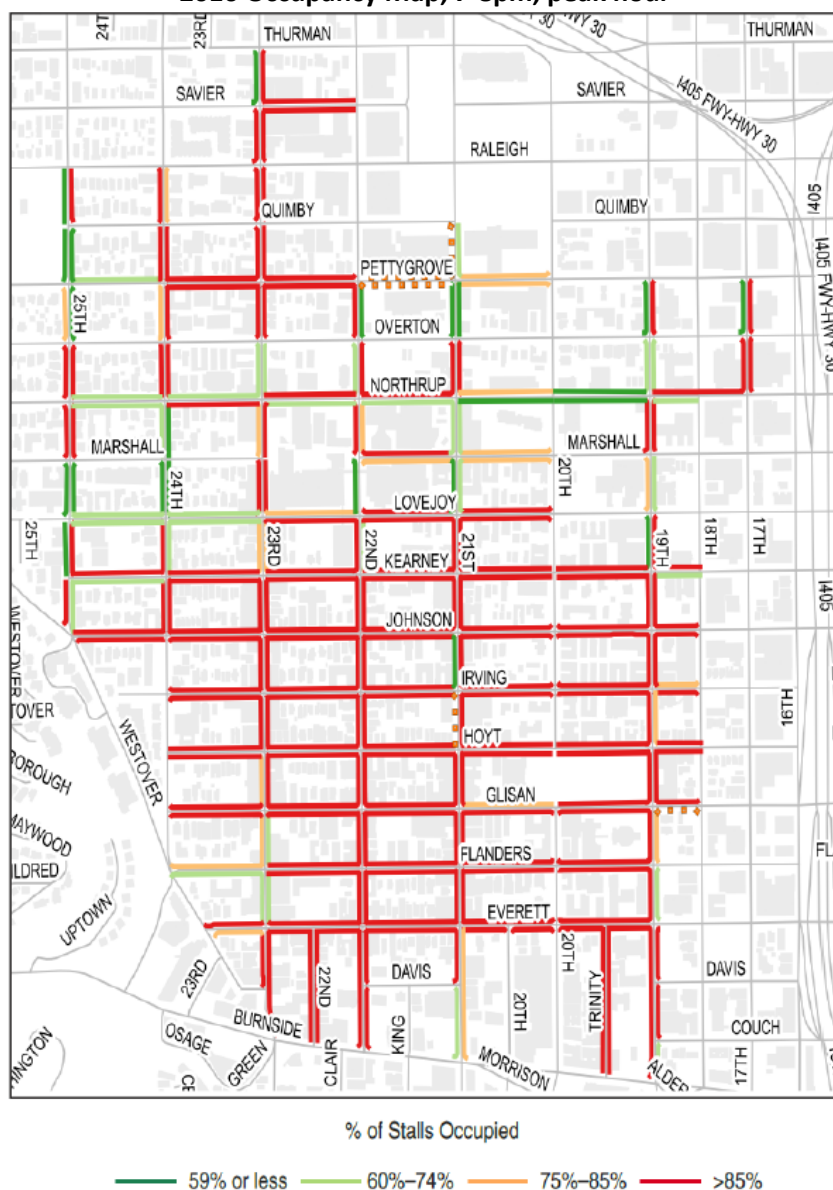


## Data Driven Management

The cornerstone of effective parking management is regular data collection and analysis. To determine the new parking permit program parameters, consultants were hired to study and analyze the current parking and permit demand. This informed PBOT staff and the NW Parking SAC in their development of the program. Below is a map of the parking demand in the fall 2016, after installation of meters and the permit program, but prior to implementation of the pilot program.

The data showed parking occupancy was very high and remained high throughout the day and evening. The industry goal is to have an 85 percent parking occupancy rate, ensuring that there will always be one or two parking spaces available on each block. The peak hour was at 7pm with an overall average occupancy rate of 91 percent. This translates to mean more block faces were full of parked cars than not, indicating that some people may have had a long and difficult time finding on-street parking.

**2016 Occupancy Map, 7-8pm, peak hour**

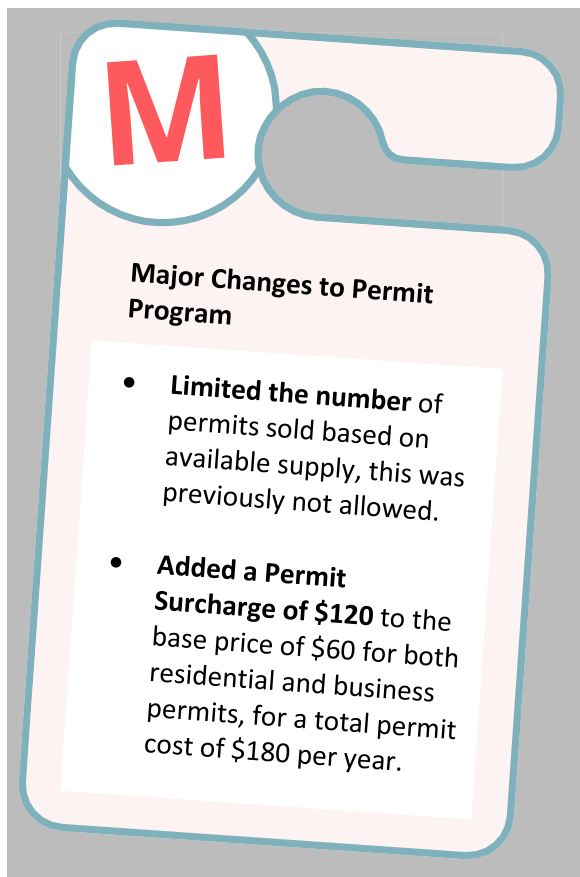


## Parking Permit Pilot Adopted- 2017

While there was an Area Parking Permit Program in place in NW, PBOT did not have the authority to employ new parking management tools until the ordinance was passed by City Council in 2016 authorizing the pilot. In response to having new parking tools available and the parking study data, the SAC recommended, and PBOT staff supported, placing a surcharge on Area Parking Permits for permit year 2017-2018. The SAC recommended adding a surcharge of \$120, with waivers for low-income residents, to the cost of a Zone M Parking Permit – raising the total cost to \$180 annually. The \$120 surcharge on the parking permits funds SAC transportation programs and projects supporting mode shift and efforts to reduce parking demand in the district.

**In the first year of the pilot, the third year of the NW Parking Plan implementation, PBOT made the following changes to management of the on-street parking based on recommendations provided by our consultant and the SAC:**

### Permits



### Employee Permits

- Goal was 3,250 permits sold to employees, down from 4,054 from the prior year (2016)
- Reduced the number of business/employee permit allocations to 80percent FTE (2017) from 100percent FTE (2016).

### Residential Permits

- Goal was 2,850 permits sold to residents down, from 3,412 prior year (2016)
- Anyone who had a permit would get to keep their permit. The limit/reduction to residential permits to occur by attrition.
- No limit on the number of permits sold to residential buildings that have less than 30 units.
- Existing buildings with 30 units or more are eligible to receive permits at 60percent of units.
- New buildings with more than 30 units that do not have certificate of occupancy by September 1,

2017 are eligible for permits at 40percent per unit.

- Eliminated annual guest permit, offer sale of 100 daily scratch off permits per unit instead.

Waive the surcharge for low income residents. Residents self-certify their income on the application using the following HUD guidelines, if their income is below the 80percent Portland area 2018 Home income limit (determined by HUD)

# Portland Area 2018 Home Income Limits

% MFI	1 Person	2 Person	3 Person	4 Person	5 Person	6 Person	7 Person	8 Person
Low-Income (80%)	\$45,600	\$52,160	\$58,640	\$64,120	\$70,400	\$75,600	\$80,800	\$86,000

## Changes to On-street Management

- Expansion of meters to encourage more turnover and compliance with posted time limits
- Increase enforcement frequency and varying of enforcement routes.

## Transportation Demand Management (TDM)

Managing on-street parking requires a variety of tools beyond meters and permits. In addition to now being able to limit permits, a tool not previously available prior to the pilot, other tools were deployed in 2017. These tools included new programs to incentivize district employees and residents to use transit, carpool, walk and bike.

A key element of the Transportation & Parking Plan is to encourage people to explore and adopt new transportation options. TDM marketing and education materials, incentives and staff time to conduct outreach are subsidized by the permit surcharge.

Employer and residential TDM outreach connects commuters with information and incentives to use transit, carpool, walk and bike.

### Key highlights:

- Over 100 employers and 1,000 employees and residents engaged in the program and received benefits such as a free ride on Portland's bike share system, BIKETOWN, safety lights for walking and biking, and smart phone apps to help plan their commute trips.
- Implementation of the required parking and travel behavior survey for large residential building and employers and who purchase more than 30 permits prior to permits being issued.
- More than 500 people signed up for the BIKETOWN Summer Pass. The program offered residents and employees the chance to use Portland's bike share system for the whole summer for only \$10.

In 2018 PBOT offered the *Transportation Wallet*, a suite of passes and memberships for people to use active transportation. In 2018 the Wallet included:

- 1 Free annual BIKETOWN Membership
- 1 Free annual Portland Streetcar Pass
- \$100 on TriMet Hopcard (equivalent to a month pass).

The *Transportation Wallet* was offered for free to all residents and employees in NW Zone M who gave up their parking permit. It was available to any other Zone M employee or resident for \$99.





## Public Outreach and Engagement

All SAC meetings were open to the public and were extremely well attended during the permit surcharge discussions. In addition, SAC members relayed information back to their respective groups for discussion. There were several announcements and ads purchased and shared in the NW Examiner; as well as, neighborhood organizations such as the NW District Neighborhood Association and Neighbors West NW. A public meeting was also held for residents and business owners to comment on the proposed changes.

PBOT staff held three permit nights at the Lucky Lab Pub on NW Quimby during the summer in 2017. The public was able to ask staff questions, buy or opt-out of their parking permits, purchase Transportation Wallets and ask other parking and transportation questions in general. The events had nearly 150 people attend.

## Evaluation of Pilot Year 1- September 2017- September 2018

After the first year of the new Zone M Pilot permit program, the annual parking study was conducted to examine the impacts of the new parking management program as contrasted to the base year. Surveys were also conducted to hear from residents, employees, and visitors on how the new parking system changes were working for them.

### Area Parking Permits sold

Year	2017	2016	Change	percent Change
Business	3,386 (Goal 3,200)	4,054	-668	-16%
Guest	0	1,094	-1,094	-100 %
Resident	3,600 (Goal 2,850)	3,412	188	+6%
Total Allocated	6,986	8,560	-1,574	

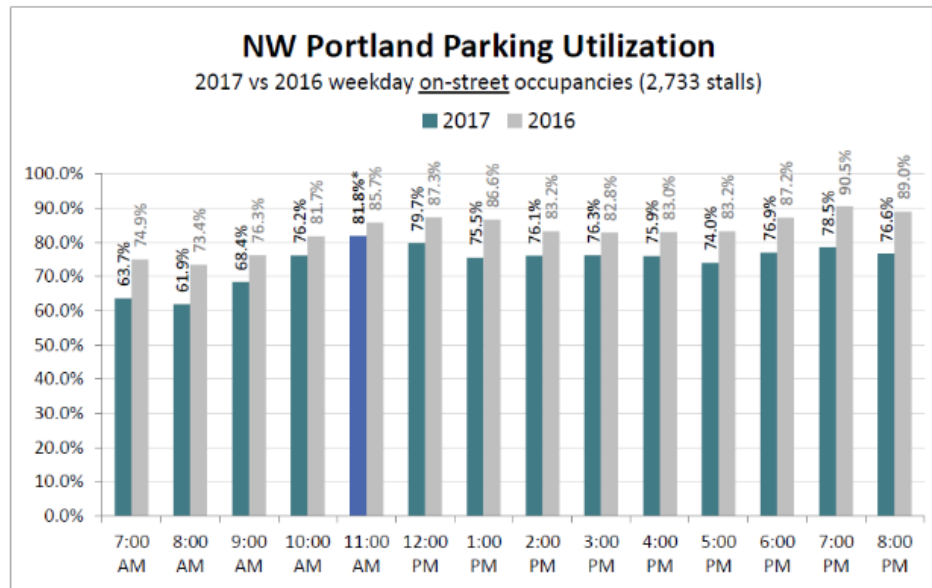
The number of parking permits sold was significantly lower in 2017 than in 2016. However, the reduction was only with employee and guest permits. While all the goals of residential permit reduction were not achieved, the combined parking permit program changes (business/guest/resident) did result in a lower total number of parking permits. The increase in the number resident parking permits sold indicates more changes are needed to encourage residents to park off-street. This will be particularly important as the number of residential units continues to grow at a more rapid rate.

### Data on occupancy

The new parking management program did result in lower occupancy rates overall, in 2017, the peak mid-day peak occupancy was 82 percent, and the peak evening occupancy (7:00 PM), when both visitors and residents are looking for parking, stayed between 75 percent and 80 percent<sup>1</sup>. While the average occupancy seems to be at ideal rates and is significantly lower than in 2016, the map on the next page shows that many areas still have very high parking occupancies during the day and evening.

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<sup>1</sup> NW Portland Parking Assessment and Permit Analysis Summary, Prepared by Rick Williams Consulting, June 27, 2018



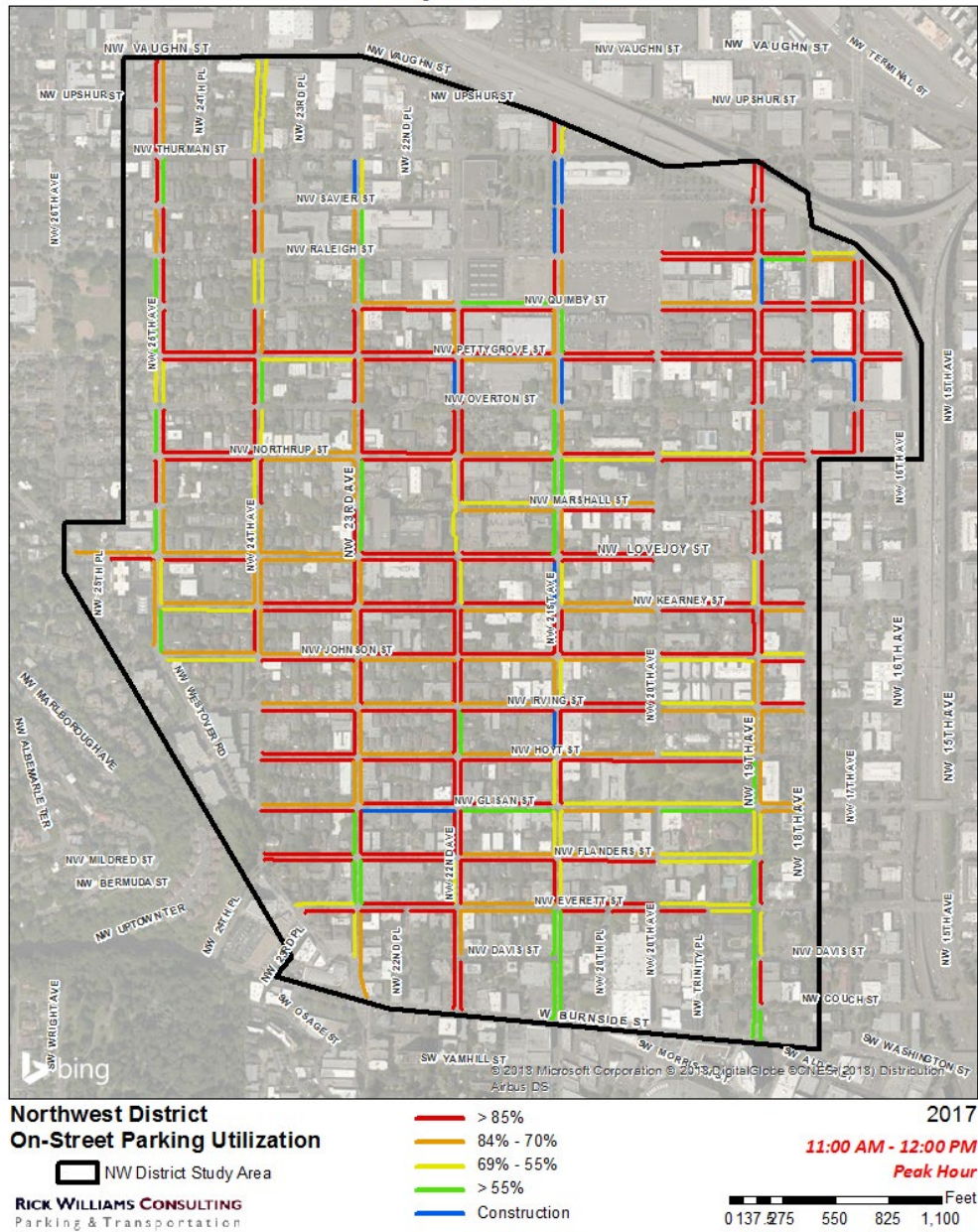
\* 3,575 stalls (includes 842 Secondary peak hour counts)

The changes to the parking permit program and better overall on-street management resulted in reduced on-street occupancy and increased turnover. This means the changes implemented contributed to meeting the goal of reducing on-street parking demand. However, there were still areas of the parking district and times of day and evening where parking was very difficult to find. The 2017 map below shows the distribution of parking demand during the peak hour from 11am-12pm on a typical day.



## NW 2017 Parking Occupancy Map 11am-12pm

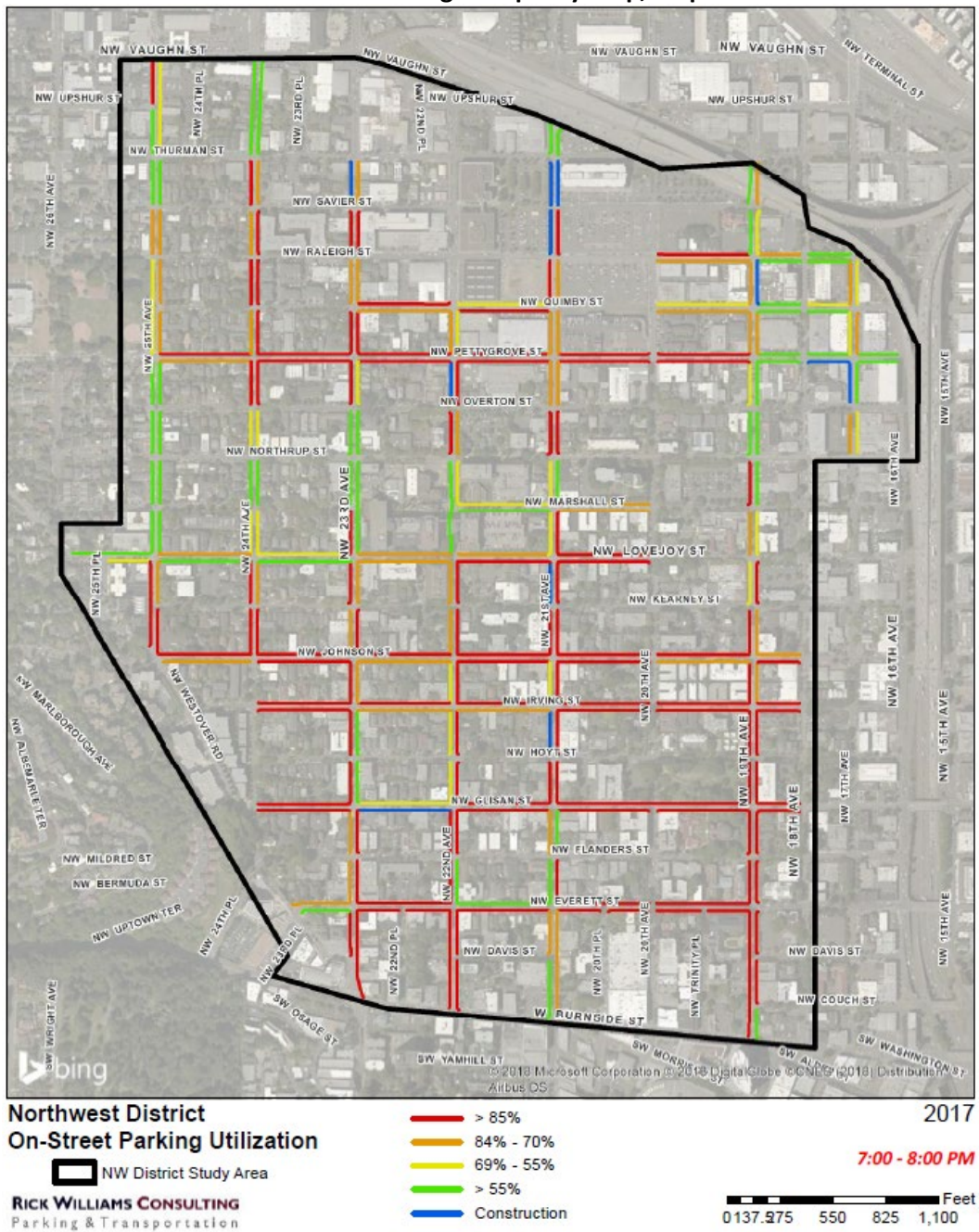
### City of Portland



The map above shows a high number of streets with parking occupancies above the 85percent target during the day, indicating that there more changes and tools are necessary to manage the parking demand. The map on the next page shows the evening occupancy and indicates that parking demand remains high into the evening.



NW 2017 Parking Occupancy Map, 7-8pm



The evening hours still show areas with very high parking occupancy, especially along NW Pettygrove where there has been significant new development, housing, employers, and shops and restaurants. NW Glisan and Everett also show high parking occupancy rates throughout the night.

## USER SURVEY RESULTS

### Visitors

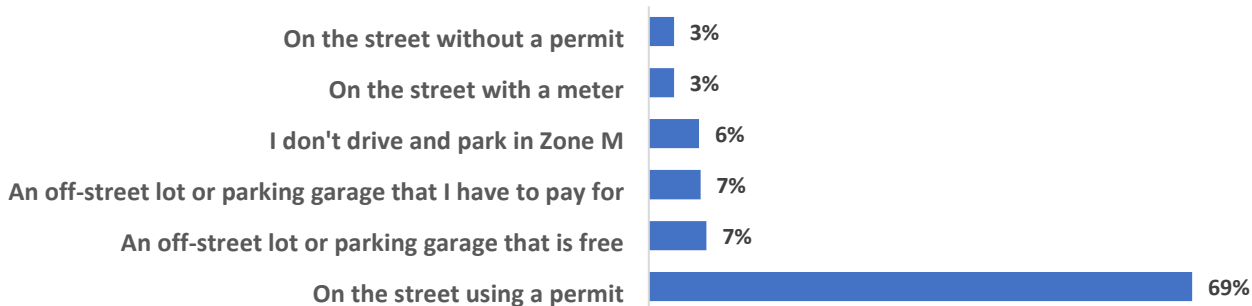
After implementing meters and the new Zone M Permit program, we surveyed visitors<sup>2</sup> on how they traveled to NW and if they felt it was difficult to find a parking space if they drove. Of the respondents who drove to NW, 61percent said it was not too difficult or difficult at all to find parking, and 80 percent reported being able to park close to their destination.

Despite reporting relative ease in finding parking, 60 percent of respondents still hesitate to visit the area because of parking. However, visitors are willing and able to travel to NW without driving, 81percent reported that they use other transportation options to get to NW because of the difficulty finding parking. This is an indication there is still more work needed in managing parking and the perception of the accessibility of the NW area, but also there is an opportunity to further support and reward those visitors who visit on a bicycle, transit or on foot.

### Residents

Most NW residents park on-street with a permit. 61 percent of residents overall reported difficulty parking as the biggest downside to living in NW, with 72 percent reporting it's generally somewhat or very difficult to find parking in the neighborhood<sup>3</sup>. Overall households in NW Portland own fewer cars than the rest of Portland, 60 percent reported having only one vehicle owned or leased by the people living there. Only 17 percent of residents reported that parking is easier after the new parking permit program and meters were installed.

#### Where do residents and employees park in NW?



*Source: City of Portland, NW Commute Survey Overview, May 2018*

#### Transportation Wallet Impact on Behavior

We surveyed permit and transportation wallet holders to gauge how they used the Transportation Wallet and its impact on driving and parking behavior in NW. In Spring 2018, a survey was sent to 1,258 NW residents and employees. 576 responded to the survey, resulting in a 45 percent response rate. The findings shown in the chart below indicate that the Transportation Wallet is successful in encouraging people to use transportation options more often. While encouraging people to drive less helps the city reach our overall transportation and climate goals, it is not yet clear if the Transportation Wallet is helping reduce parking demand. Many people report needing or wanting a car for work, family errands,

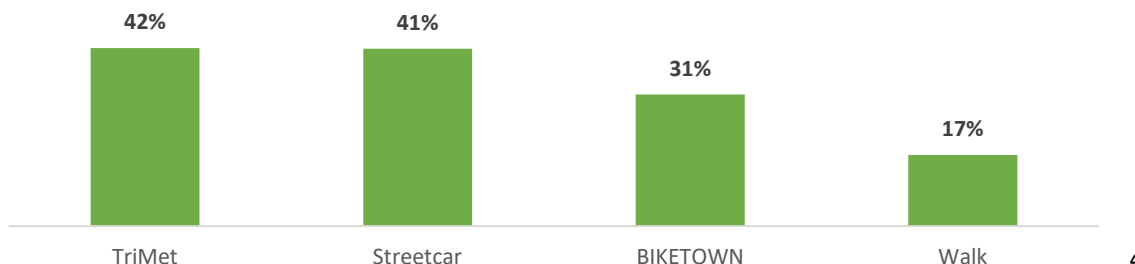
<sup>2</sup> City of Portland Bureau of Transportation, DHM report on NW Visitor Intercept Survey, December 15 2017

<sup>3</sup>City of Portland, NW Commute Survey Overview, May 2018



or to get out of town on the weekends. There may be an opportunity to do more outreach and encouragement for carsharing services to help those who don't need a car to further reduce the parking demand in NW.

After receiving your Wallet do you use these options more?



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## Zone M Parking Permit Pilot Today

After year one (2017-2018) of the permit pilot, the approach to managing parking and permit demand was modified. Extensive discussions within the SAC, using data and recommendations from consultants, lessons learned from other cities, and listening to residents and community members, helped inform the recommended changes to further manage parking demand. The continued high parking occupancy, coupled with interest from the neighborhood and the Parking SAC to encourage new building tenants and owners to build and use off-street parking, spurred the Parking SAC and PBOT staff to find additional approaches to manage parking demand.



### Year two (2018 – 2019) Pilot Permit Changes

The result of SAC deliberations kept the restrictions based on housing age and not on the type of housing (multi-family versus single family). The cap on permits for older buildings was dropped as it was thought to be unfair to residents of buildings that were built long before off street parking was commonly built.

#### Existing Residential Permit Holders

- Existing permit holders were able to renew any permit issued in 2017-18 until September 21, 2018. If a resident submits a renewal application after September 21, 2018, their application will be processed as a new permit and they will be subject to the 2018-19 program changes.
- New permit pricing
  - Any permit over one per licensed driver will be at a tiered price:
    - \$180 for first permit
    - \$360 for second permit
    - \$540 for each permit thereafter
    - Income based permit price for residents- reduced to \$75 for one permit.
  - If a resident moves within Zone M during the permit year, they are not guaranteed a Zone M parking permit if their new building has a permit cap.

<sup>4</sup> City of Portland, NW Commute Survey Overview, May 2018

### **New Residents:**

- Limit of one permit per licensed driver, maximum of three permits per address.
- Permits will cost \$180
- Permit restrictions will be applied to buildings that received certificates of occupancy (CO) after August 7, 2013 in the following manner:
  - Buildings with CO prior to 08/07/2013 – no permit restrictions on building.
  - Buildings with CO between 08/07/13 – 08/31/17 – **restricted to .6 permits** per number of units in the building.
  - Buildings with CO between 09/01/17 or later – **restricted to .4 permits** per number of units in the building.
- Residents apply for permits through the City. If the resident lives in a permit restricted building, and there are no permits available, the resident may be added to a waiting list.

*\*The low-income household provision from the previous year was maintained, so households that met the income qualifications were able to purchase a permit at the base cost of \$75 per year.*

Just like during prior years of the permit program, the impact of the changes to the permit program will be evaluated in the spring of 2019.

### **On-street changes**

- We heard from both community members and from consultant recommendations that there are too many 30-minute spaces. Staff is now working on changing many of those now to open them up for more long- term visitor or resident parking.
- Staff is also looking at rebalancing the mix of spaces that can be used with a permit and those where everyone must pay the meter fee.
- Through the public comment and survey channels as well as from our annual parking study data, we learned better enforcement is required in the NE section of the district which does not now have parking meters. Parking meters, coupled with changing the time stays to be more consistent with the rest of the neighborhood and more in line with visitor and resident's needs will help make it easier for people to park when they need to.
- Expanding meters into the area of NW which has had recent development and land use changes has been discussed by the SAC. PBOT staff is currently conducting outreach on this effort and a public Open House will be held in November to get feedback on that as well as hear from people about parking management in general.
- One other recommendation for on-street management is to shift the parking management hours of operation from 9am-7pm to 10AM – 8 PM. Staff is working on changing the hours to when parking management is most needed; which includes bringing a resolution to City Council requesting approval for the change. Several years of parking study data shows that the demand remains high into the evening, indicating that having the hours of operation extend even one hour later is necessary to help manage the demand. This change is consistent with parking industry best practices and it is very common for cities to have meter enforcement until 11pm or later, whenever the demand needs to be managed. Starting operation hours in the meter

only spaces gives some additional flexibility to residents who in the evening cannot find a space elsewhere.

## Transportation Demand Management

PBOT staff is seeking to expand transportation options for the Transportation Wallet such as adding more TriMet value, car-share options, and other more flexible ways to give credits for different transportation service providers so people choose the option or service they would prefer. PBOT staff is also expanding outreach to employers and employees, as well as property managers to ensure more people know about and use the Transportation Wallet; thereby reducing parking demand. This approach has been very effective with over 50 percent of businesses opting out of some or all of their parking permits.

There is also a new bike parking fund for private property to help retrofit older buildings with bike parking for employees and residents. This program is new, but already two building owners have taken advantage of it to increase the bike parking options and encourage more people to bike for transportation in NW.

## Finances

Since the start of the Pilot program, the SAC has recommended to PBOT, and PBOT has agreed to fund the following list of projects:

1. Annual parking studies and evaluation of parking management (consulting services, etc.)
2. Hired a full-time NW Parking District Liaison to coordinate the program and conduct outreach
3. Funds for Portland Streetcar to purchase new streetcars to increase service
4. Design and engineering work for new curb extensions on NW 21<sup>st</sup> and NW 23rd and Glisan streets
5. Design & analysis for additional pedestrian lighting
6. Shared parking resources, e.g. purchase of a pay station at Legacy lot for public parking
7. TDM programs
  - a. Transportation Wallet (BIKETOWN, Streetcar, TriMet passes)
  - b. TDM staff and outreach materials
  - c. Private bike parking fund
8. The NW in Motion planning process and consultants.

Additional project recommendations are being made by the SAC, NWDA, The Northwest Business Association, PBOT, especially through its NW in Motion Project, and residents and employees at a variety of open houses and workshops.

## The future

Staff will continue to work with the SAC and consultants to monitor and adjust the parking management program including the parking permit program each year. Annual parking studies and resident and business surveys, as well as extensive community engagement will continue to inform our work on managing parking in NW. An annual report is released evaluating the changes to the parking program, and sharing the parking study and survey data, as well as information on future changes.

