



Final Report

SPRINGFIELD DOWNTOWN URBAN DESIGN PLAN – PARKING MANAGEMENT

Prepared for
City of Springfield, Oregon

Submitted by:
Rick Williams Consulting

610 SW Alder Street, Suite 610
Portland, Oregon 97205

July 2010

Acknowledgements

Downtown Parking Advisory Subcommittee

Karen Hageman	Downtown Business Owner
Lisa Sprague	Downtown Business Owner
Bill Ruff	Downtown Property Owner
Tess Chedsey	Downtown Citizen Advisory Committee
James Yarnall	Downtown Citizen Advisory Committee
Shannon Mudge	Downtown Citizen Advisory Committee
John Tamulonis	City Manager's Office- Economic Development & Urban Renewal Agency
Tom Draggoo	Springfield Renaissance Development Corporation
Stefano Viggiano	Lane Transit District
Mary Archer	Lane Transit District
Steve Moe	Planning Commission
Rob Everett	Springfield Library Director
Kevin Ko	Springfield DSD Community Development
Brian Barnett	Springfield PW Traffic Engineer
David Reesor	Springfield PW Transportation Planner
Jim Donovan	Springfield DSD Urban Planning Supervisor
Mike Harman	Springfield Police Department
Jim Polston	Springfield PW Facilities Maintenance Manager

Project Coordinators (City of Springfield)

Linda Pauly	Planning Supervisor, Community Planning & Revitalization
Bill Grile	Development Services Director
Greg Mott	Planning Manager
Susie Smith	Public Works Director
Tom Boyatt	Public Works Engineering Manager

Consultant Team

Rick Williams	Rick Williams Consulting
Owen Ronchelli	Rick Williams Consulting

Table of Contents

Executive Summary	i
Introduction	1
Section I: Stakeholder Priorities: Opportunities and Challenges	5
Section II: Guiding Themes and Principles	15
Section III: Parking Inventory and Utilization Analysis	25
Section IV: Parking Demand Analysis	43
Section V: On-Street Parking 'Add-Backs'	47
Section VI: Parking Management Plan - Operating Principals.....	51
Section VII: Parking Management Plan - Strategy Recommendations	59
Section VIII: Summary	88

APPENDICES

Executive Summary

Executive Summary

Purpose of the Parking Study: to develop and implement a comprehensive, effective and workable parking management plan for Downtown Springfield. The parking management plan will maximize the parking supply and strategically support the development of a vibrant, growing and attractive destination for shopping, working, living, recreating and entertainment.

A: ISSUES THAT LED TO PARKING STUDY

The City and downtown stakeholders are committed to a more vibrant and friendly downtown for Springfield. The City recognizes the importance of serving existing downtown businesses and attracting new and denser mixed uses. Success in this area will result in increasing demands for parking in the downtown districts, which will lead to conflicts for access between customers and employees. If the City is to be successful in attracting more diverse business users (that include retail, office and residential) a strategic and innovative parking management strategy is essential. Currently, the downtown has many different users each with their own parking demands. Several challenges are in place that will need to be understood and solutions developed to address them. According to downtown stakeholders participating in the study, key challenges include:

- ✓ *The downtown parking system is not yet formatted in a way that best serves the area.*

The issue of how parking is provided in Springfield to meet economic goals and objectives is critical to the success of a parking management plan. Issues of who the priority “customer “ is and how to accommodate other, secondary priorities will be a key to establishing a balanced and workable plan for the business district.

- ✓ *The system is not easy to use, particularly for newcomers to the district.*

The current parking format is difficult to use and understand. This can have an adverse impact on district business viability. Compounding this is the sense that directional and information systems for patrons are inadequate. The need for aggressive and sustained marketing and communications will be as important as specific parking management strategies.

- ✓ *While starting with a good foundation, Springfield needs to attract a more diverse mix of “business” that includes retail, office and residential.*

The parking plan needs to be structured to assure that (a) existing businesses benefit and (b) new businesses are attracted to Springfield because access systems are effective and business supportive. The parking plan should be complimentary of the visioning work now underway by the City.

B. PARKING STUDY REVIEW PROCESS

To find a solution to the downtown parking issues, the City employed Rick Williams Consulting to facilitate a study of downtown parking and provide recommendations to address the various needs and competing uses.

To assist with this study, a stakeholder committee was formed in July 2009. The Committee met eight times from July 2009 to April 2010 to discuss parking principles, issues, and recommendations. A comprehensive parking data inventory and capacity demand analysis was conducted in September 2009 and served as a foundation piece for understanding downtown parking dynamics and strategy development.

Rick Williams Consulting, working with the Stakeholder Committee, has developed a parking management study and plan complete with recommendations to the City. The City is in the process of discussing the recommendations both internally and with the community to determine how best to implement the recommendations and address existing issues.

C. GENERAL STUDY FINDINGS

- The current parking system is not easy to use.
- The current parking system is not yet formatted in a way that best serves the area.
- The unique uses in the downtown can both complement its vision and compete with its vision.
- The parking plan needs to be structured to assure that (a) existing businesses benefit and (b) new businesses are attracted to Springfield.
- Conflicts currently exist between employees and customers for on-street parking.
- Better integration between the parking supply and other modes of access (i.e., transit/bike/walk) is needed.
- Springfield needs to work on its front door “curb appeal” and perceptions of downtown.



Downtown District Findings:

- There are 1,819 parking stalls (on and off-street) in the Downtown District, of which 647 are on-street. Of the remaining off-street parking (1,172 stalls), 889 stalls are in private ownership (on 47 sites) and 283 are in public ownership (on 12 sites).
- These on-street stalls are regulated by 7 different parking types, ranging from 10 minutes to no limit.
- A high percentage of on-street stalls in the downtown (40.5% or 264 stalls) allow unlimited parking. This is a very high percentage for a downtown desiring a high activity, street level retail environment.

Downtown Usage by Stall Type:

- Peak on-street occupancy reaches 49.8% between noon and 1:00 p.m. 317 on-street stalls are occupied leaving 330 empty stalls available within the downtown.

- The average time stay for all on-street parkers is 3 hours and 29 minutes.
- Parking is readily available on-street throughout the day, with some pockets of high occupancy on specific block faces (though those block faces are generally adjacent to blocks with available parking).
- 1,031 unique license plate numbers were recorded parking in the on-street system between the hours of 9:00 a.m. and 6:00 p.m. Over the course of an average day, this would translate to approximately 115 vehicles arriving each hour.
- The downtown on-street parking system has an average turnover rate of 2.87 turns per stall extrapolated to a 10 hour period. A rate of less than 5.00 indicates that the Springfield system is operating sluggishly and is not turning over in a manner that would be considered supportive of vital street level activity.

Downtown Subzone : “Node of Highest Occupancy”

The study also identified a “node of highest occupancy” as a means to identify the area of downtown with the greatest parking activity.

- The “node of highest occupancy” has 296 on-street stalls or about 48% of the total on-street supply.
- 69.8% of these 296 on-street stalls are occupied at the peak hour.
- The turnover time of the on-street supply in the node of highest occupancy is 3.0, which is below the desired rate of 5.0.
- Off-street parking in this node reaches 62.8% in the peak hour.
- As with the larger study zone, the node of highest occupancy maintains a substantial supply of unused and available parking.

D. GUIDING THEMES DEVELOPED BY STAKEHOLDERS

1. Access

- Correlate parking requirements more directly to mixed-use development vision for downtown.
- Strategically locate and actively manage parking under public control and/or ownership to accommodate customer and employee access to the area.
- Parking should be just one of a diverse mix of access options available to users of the downtown.

2. Priority Customer

- Make the downtown conveniently accessible for the priority user of the public parking system – the patron of downtown.
- Reserve the most convenient parking spaces to support customer, client, and vendor and visitor access to downtown.

3. Priority Parking (On-Street)

- Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.

4. Employee Parking & Off-Street City Owned Supply

- Provide sufficient and affordable parking to meet downtown employee demand, in conjunction with an access system that provides balanced and reasonable travel mode options.
- If parking in City owned supply exceeds the 85 percent full standard, employee parking should be transitioned and/or phased out to assure priority customer parking is accommodated.



5. Understandability & Quality

- Make downtown parking user-friendly – easy to access, easy to understand.
- Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- The City's public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- Provide safe, secure and well-lit parking to allow a sense of security at all times on street and off-street.

6. Multi-Modal Access

- Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.
- Calibrate parking standards to support the City's goals for transit, biking, walking and ridesharing.

7. Coordination

- Centralize management of the public parking supply and assure a representative body of affected private and public constituents from within the downtown informs decision-making.
- Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.
- Implement measurements and reporting that assures Guiding Principles are supported and achieved.
- Manage the public parking supply using the “85% Rule” to inform and guide decision-making.
- Encourage and create incentives for shared parking in areas where parking is underutilized.

E. **RECOMMENDATIONS TO IMPROVE DOWNTOWN’S PARKING ENVIRONMENT & ECONOMIC SUCCESS**

- Create the position of “Parking Manager/Coordinator.
- Create a permanent Parking Advisory Committee.
- Establish three “Parking Management Zones” based on usage and desired economic development.
- Establish a Downtown Parking and Transportation Fund as a mechanism to direct funds derived from parking into a dedicated fund.
- Add parking to the on-street system in the downtown in areas currently designated as no parking areas. This parking will be provided as either 2-hour parking or “2-hour or by permit” (based on location and proximity to downtown core). This would translate to as many as 71 total new stalls.
- Reduce and/or eliminate all 30 minute and No-limit parking stalls in Zone A and convert all stalls to 2-hour parking. Requests for any other type of stalls in the future would be coordinated through an exception process.
- Develop an on-street employee parking permit program (i.e., paid permits) that would allow limited use of 2 hour stalls for on-street all day parking in Zone B.
- Reduce and/or eliminate all 10 minute, 15 minute, 30 minute, 1-hour and No-limit parking stalls in Zone B and convert all stalls to 2-hour parking “or by permit.” Requests for any other type of stalls in this Zone would be coordinated through an exception process.
- Re-stripe all on-street parking in Zones A & B to better identify parking availability and location.

- Initiate parking enforcement activities in Zone A to assure existing time zones are honored and system utilization/turnover is operating as intended.
- Re-evaluate and reformat stalls in publicly owned off-street lots to balance employee use and short-term access. Explore employee parking permit pricing based on 85% standard.
- Initiate a new and comprehensive outreach program to all businesses within the study zone that communicates the parameters of the new Parking Management Plan.



- Develop a Residential Parking Permit Zone (RPPZ) policy and program for adoption by the City Council for future implementation in residential areas affected by spillover from commercial parking (i.e., Zone C).
 - Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in Zones A & B to provide for an interim supply of parking where needed. Begin focus on Blocks 15, 18, 26, 37, 32 & 41 as identified in the 2009 – 2010 Parking Study.
 - Develop and install a signage package of uniform design, logo and color at public and private (shared use) off-street parking facilities.
- Strategically place new and coordinated way finding signage in the right-of- way at locations chosen carefully to direct visitors to off-street locations.
 - Partner with the business community to develop/refine a marketing and communication system for access in Springfield. The marketing/communication system could include (but not be limited to): branding; maps and Transportation Demand Management (TDM) alternatives.
 - Evaluate and develop a minimum parking ratios policy for new development in the downtown, to assure that access impacts of new development are (a) meaningfully addressed, (b) correlated to actual parking demand and (c) provide potential for generating a revenue source for future parking through a parking fee-in-lieu option.
 - Evaluate and develop restrictions on new surface parking lot development within Zones A & B.
 - Evaluate and develop a fee-in-lieu option for new parking development in the downtown.
 - Develop a recommended package of incentives for the private development of publicly available parking.
 - Lease/acquire strategically located land parcel(s) for use as future public off-street parking in the downtown.

- Sponsor employer-based initiatives to encourage employee use of alternate travel modes.
- Establish commuter mode split targets for employee access in the downtown.
- Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses.
- Evaluate the impact of near and mid-term strategies based on an updated utilization and demand study. If and when warranted, develop a pricing policy strategy and implement paid on street parking in downtown districts based on the 85% Rule.
- Complete development and open new public supply in the downtown.

F. CONCLUSION

Sufficient supplies of parking exist in the downtown area to accommodate today's use and near term growth of the downtown. A significant quantity of the parking supply is in private ownership. To provide for the downtown's further development as a viable commercial district, on-street parking must be managed to insure the priority customer's demand for parking is met. Additionally, given the multi uses envisioned for the downtown core, parking must be managed to insure the needs of all users can be accommodated.

Parking is a resource to all users of the system. All users must share the cost of managing, maintaining and growing the parking resource. This will be accomplished through implementation of the strategies outlined and recommended in the parking plan. Key to the implementation strategy is recognition of (a) the role the City will need to play to assure that the urban form envisioned for the downtown is attained, (b) the need to maximize use of existing surpluses of parking to create constraints necessary to establish a market for pricing parking, (c) the need to control/limit surface lot development, (d) actively managing the on-street system to support customer/patron access to support street level businesses and (e) transitioning employees to off-street facilities and alternative modes of transportation.

Introduction

Introduction

This report has been produced to fulfill requirements of the work scope for the *Downtown Springfield Parking Study*. The study process and its ensuing recommendations were initiated by the City of Springfield, Oregon in association with a Parking Advisory Committee (PAC) comprised of representatives of retail and commercial businesses, the development community, citizens and City staff. The purpose of the study has been to evaluate existing downtown parking policies, standards and actual usage as well as to develop a comprehensive parking management plan that responds to the unique access environment, goals and objectives of Downtown Springfield. The parking management plan and the process to develop it are compiled and summarized in this report.

The firm of Rick Williams Consulting (RWC) assisted the City and the PAC in conducting the study and compiling findings and recommendations.

A. THE ROLE OF PARKING IN DOWNTOWN

The role of parking in downtown cannot be seen as a stand-alone solution in and of itself. The key to a successful downtown is truly the land uses that comprise it. A vital downtown is an area that has a clear sense of place and identity, comprised of an exciting and attractive mix of uses and amenities. In a nutshell, "people do not come downtown to park." People come downtown to experience an environment that is unique, active and diverse. As such, the true role of parking is to assure that the desired vision for downtown is fully supported.

Parking is just one tool in a downtown's economic development toolbox. Parking must be managed to assure that priority land uses are supported with an effective and efficient system of access that caters to the needs of priority users. In the case of Springfield, the priority user for the City owned system of parking has been identified as the short-term trip, the person who shops, visits or recreates. As the Parking Advisory Committee concluded, the objective of parking management in downtown should be to implement a plan that:

"...that is innovative and flexible to meet the changing demands of an evolving downtown. [The plan should] stress the need for an affordable, safe and secure parking system. The parking program should contribute to the overall viability of Springfield and its goals and vision. At root, a successful parking system is convenient and user friendly."

B. STUDY PURPOSE

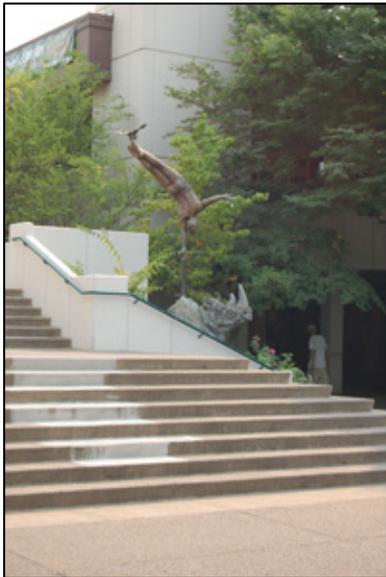
The purpose of this study is to develop a workable parking and transportation management plan for the Downtown. The plan has been developed to be specific enough to address known parking and access constraints with immediate to near-term improvements. This will assure on-going improvements in access opportunities for patrons, employees and residents of the downtown. The plan is also flexible enough to provide the City with mid and long-term solutions (and decision-making guidelines and triggers) to assure that parking management strategies and programs are implemented in a manner that best serves the unique and changing nature of the downtown business environment.

Key elements of the study work scope called for development of a parking management plan that is:

- Correlated to a clear vision for downtown’s economic development (see **Section I: Stakeholder Priorities**);
- Grounded in a set of principles that provide a lasting framework for decision-making (see **Section II: Guiding Themes and Principles**);
- Based on an accurate and objective understanding of the dynamics of downtown access (see **Section III: Parking Inventory and Utilization** and **Section IV: Parking Demand Analysis** for results of the comprehensive data survey of the downtown); and
- Comprised of both near-term and on-going strategies for parking and transportation management that allows for flexibility and effective responses to the evolving access needs of the downtown (see **Section V: On-street Parking ‘Add Backs’**, **Section VI: Parking Management Plan – Operating Principles** and **Section VII: Parking Management Plan - Strategies for Implementation**).
- A review of existing parking standards and guidelines with recommendations for possible revisions to these standards that better support the downtown development vision (see **Supplemental Technical Memorandum: Overview of City of Springfield Development Code**).

This report documents the process and results of an extensive study effort carried out in partnership with the City of Springfield and the Parking Advisory Committee. The plan contained within this report will provide the City with the information necessary to adopt and implement a comprehensive strategic access management plan. This will equip the City with a useful and strategically coordinated “tool box” of strategies that will assure priority users are accommodated and priority land uses are fully supported.

C. PUBLIC INVOLVEMENT



The consultant team participated with the City in a comprehensive education and involvement process that engaged key stakeholders, City staff and leadership. The primary objective was to identify key issues regarding parking, transportation and access in the downtown and their impact on the continuing economic vitality of the downtown. From this dialogue, functional alternatives and strategies were developed to improve identified deficiencies or shortcomings and initiate a framework plan for the on-going management of, and planning for, access in the downtown.

The work leading up to completion of this study was conducted in concert with a Parking Advisory Committee (PAC). The PAC was established to provide oversight, guidance and review of the study process. Key stakeholders included local business owners, downtown property owners and developers, City staff and residents. These individuals provided significant assistance in the identification, description, and prioritization of issues to be addressed. They were further instrumental in the development of strategies and plans necessary for implementation of the parking management plan that is a component of this document. The PAC met eight times since initiation of the study in July 2009.

Overall, the high level of informed input and participation of stakeholders, City staff and City leadership reflects a deep-seated dedication and commitment to a vital and livable Downtown Springfield.

D. SUMMARY

Springfield has taken a positive first step toward taking control of its parking supply in a manner that is strategic and well aligned with its planning goals for redevelopment and growth of the downtown. What has been lacking is a clear, flexible and consensus based blueprint for using parking management to support and facilitate the longer-term strategic vision. This plan provides that blueprint. It will serve as a guide to maximizing the City's existing parking resources and as a means to assure cost effective solutions for access, which includes new parking supply and transportation demand management programs and strategies.

Section I: Stakeholder Priorities – Opportunities and Challenges

Stakeholder Priorities: Opportunities and Challenges

The purpose of this section is to capture stakeholder discussion about the parking plan, community priorities about downtown development and parking and to serve as a foundation document for developing the policies, programs and strategies for parking management that are recommended in this plan.

A. OUTCOMES, OPPORTUNITIES AND CHALLENGES

To develop a parking and access plan for the downtown, it is first necessary to understand the dynamics of land use, access and growth that are unique to Springfield. Community perceptions and realities regarding constraints that limit existing businesses from expanding and those that limit downtown's ability to attract new business and residential growth to the area need to be fully considered. Similarly, opportunities and successful programs/strategies that currently contribute to area's health need to be understood in order to ensure they are supported and enhanced by any new parking and access strategies developed.

To this end, eight work sessions with the PAC were held to establish a consensus view of these challenges and opportunities.

1. Desired Outcomes

Committee members were asked to take a moment and state what they would like to see as an outcome of this process. For example, if a new parking management program were developed, what beneficial outcomes would be derived? A bulleted list of those desired outcomes are provided below.

It is the intent of the Consultant Team to deliver a management plan and implementation strategy that can best meet these outcomes.

- Create a realistic roadmap for improvement and change.
- Convenient parking that is easy to find, use and understand.
- Make parking more predictable.
- A parking plan that is well thought out and can be communicated effectively to multiple stakeholders.
- A plan that provides the City with credible information about the realities of parking in Springfield that separates the myths from reality, which helps the community understand changes that will result from the plan.
- A parking system that serves and attracts customers.
- Parking should contribute to a positive image of the downtown.
- Parking that is well located to support the downtown vision and managed to be "always available."
- A parking system that is safe and secure.
- A parking system that has well designed facilities. Garages should be required to have ground level active use.
- Parking provided by the public should be able to cover its costs for operation, maintenance and security.
- Rates and fees (if necessary) that are easy to understand, affordable, cost effective and supportive of businesses.

- Revenues or fees from parking in the downtown should go back to the downtown (e.g., parking enterprise fund).
- The parking management plan should provide strategies that are “timely,” assuring implementation that matches need, convenience and funding (a phased plan).
- Facilitate good decision making and cost effectiveness.
- Parking information that is well communicated (e.g., integrated roadway directional signage).
- The plan should produce the best mix of parking to strategically serve all types of users (i.e., employees, visitors and residents).
- Minimize conflicts for parking space between different users.
- Assure that the on-street parking supply has the correct format of time stay designations for priority users.
- The plan should result in an on-street turnover rate that is good for downtown and adjacent uses.
- The parking system supports and attracts more retail to the downtown.
- A system that is coordinated and timed to new development.

It was clear from the listing of desired outcomes that Committee members feel the current system of parking management may, at this time, lack the integration and consistency necessary to achieve the larger vision of a growing, vibrant and “friendly” business district. Similarly, the theme of the need to better “understand” parking runs through many of the stated outcomes as does the need to communicate a “system” of parking that results in a parking strategy that supports more retail and visitor activity in the downtown. The strategy itself will need to be timed to new development growth. In short, to get to the desired outcome of a usable and friendly parking system, requires more clarity and coherency in how parking is, and will be, managed.

2. Opportunities – Consensus Themes

PAC members discussed programs, strategies or elements that are currently in place and “working for Springfield” by contributing to its success and supporting its unique business and economic growth. Opportunities expressed ranged from Springfield’s unique business environment to its strong sense of community and small town feel. As one stakeholder explained, “Springfield has the atmosphere of a *real* downtown; we need to build on that.” The parking management program being developed should strive to leverage these positive opportunities.

Three opportunity themes were clearly distinguished. They are briefly detailed here, with clarifying bullet points taken from the Committee discussion following each theme:¹

✓ *While parking is an issue, Springfield has a solid foundation to build upon.* PAC members felt that there are positive aspects of the current parking system and the downtown area that will strengthen and be compatible with a more refined parking management program.

- The downtown is pleasant and walkable.
- Small town feel – a real downtown; an authentic downtown.
- The river and downtown’s historic legacy.
- Unique architecture (40 historic buildings).
- Unique retail that is not “big box.”

¹ The themes are not listed in any rank order. Each theme has an important impact on Springfield’s ability to achieve its strategic vision and should be considered equally in the context of multiple challenges.

- A small town with potential.
- Lane Transit (LTD) is right in the downtown.
- A good base of jobs, where businesses can co-locate next to government services.

✓ A sense that the near term parking supply may be adequate, just inefficiently managed.

Though all Committee members agreed that parking (and new parking supply) is a key issue for the future, in the near term simple “fixes” can be made to reap immediate benefits to the downtown.

- Directional signage could quickly guide people where we want them to go.
- Enforcement could create immediate changes within the parking supply.
- There are lots of opportunities to “add back” parking in areas that appear to unnecessarily limit parking (e.g., many on-street locations).



✓ A positive sense about downtown Springfield’s potential. The PAC noted that the work being undertaken by Crandall Arambula, the parking study and other “small steps in the right direction” create a sense that success, growth and vitality are possible for the downtown. These efforts can establish a foundation for growth, investment and revitalization. As one committee member noted, for many in the downtown “there is a passion for the downtown and a true sense of community” that is based on a core belief in Springfield’s potential.

- A unique mix of “business” that can attract customer trips (i.e., museum, the Wildish, two high schools, antique stores, a Farmers Market and the Library – to name a few).
- A base of commercial and government jobs.
- Downtown has a wonderful human scale.
- With a few improvements, downtown could be very walkable.
- Downtown is quirky, friendly and historic.
- Downtown has unique qualities that include the river, murals, history and architecture.

Overall, programs and strategies that continue to support and enhance the opportunity themes developed by the Committee can serve as a framework through which the consensus challenges are best addressed.

3. Challenges to Access - Consensus Themes

Committee members discussed their insights into the major challenges (parking and development) facing downtown Springfield today. They were asked to consider these challenges as they influence Springfield’s ability to remain vital and to attract and retain business.

Challenges ranged from general perceptions of parking to actual physical infrastructure that limits access and creates negative perceptions. For purposes of this report, the stated challenges have been

condensed into four “consensus themes.” These themes are presented below, with clarifying bullet points taken from the SAC discussion following each theme.

✓ Springfield needs to work on its front door “curb appeal” and perceptions of downtown. There is a sense that the downtown area is a hidden gem, limited because of issues related to image and access barriers exacerbated by high through traffic volumes. Though not specifically a parking problem, the issue of helping visitors find the downtown easily and conveniently will be essential to support the attractiveness of new business (and downtown residential) growth.

- Through traffic and high speeds are very negative.
- Deteriorating infrastructure (buildings, roadways).
- Downtown is too noisy from truck traffic and vehicle speeds.
- The 300 and 400 blocks have real safety and security problems (high arrests).
- North A has safety problems as well.
- There is a perception that there is a lack of business diversity.
- There is an overall negative perception of public safety in downtown.
- Poor street lighting.

✓ The parking system is not yet formatted in a way that best serves the area. The issue of how parking is provided in Springfield to meet economic goals and objectives is critical to the success of a parking management plan. Issues of who the priority “customer “ is and how to accommodate other, secondary priorities will be a key to establishing a balanced and workable plan for the business district.

- Employees/owners parking in front of their businesses all day on street.
- High mix of all day parking on-street.
- Conflicts in the parking supply between customer and employee demand.
- The format of off-street facilities needs work to assure that employees and customers are parked where we want them and where it best serves downtown.
- There is “unused parking” throughout the downtown. This is not efficient.

✓ The system is not easy to use, particularly for newcomers to the district. Several Committee members noted the current parking format is difficult to use and understand. This can have an adverse impact on district business viability. Compounding this is the sense that directional and information systems for patrons are inadequate. The need for aggressive and sustained marketing and communications will be important.

- Access is not intuitive to “outsiders.”
- Poor informational signage.
- Parking in the district is hard to understand (i.e., signage, directional systems, location of supply, etc.).



✓ While starting with a good foundation, Springfield needs to attract a more diverse mix of “business” that includes retail, office and residential. The parking plan needs to be structured to assure that (a) existing businesses benefit and (b) new businesses are attracted to Springfield because access systems are effective and business supportive.

- Need better eating establishments and bars/pubs.
- Need evening activities/businesses that keep and attract people downtown after regular business hours.
- Need “fixed budget” stores and gerontology uses.
- Improve the mix of all businesses.
- Need for housing downtown.
- Need bicycle and walking options and infrastructure as well as good parking.
- Downtown needs a marketing strategy and implementation of that strategy.

B. BECOMING AN “IDEAL DOWNTOWN”

As a precursor to a future discussion for developing Guiding Principles for parking, the PAC was led through a discussion on the elements or building blocks that make up “ideal” downtowns. Committee members were asked to list elements that make up their perception of a memorable or ideal downtown, in Oregon and generally. The PAC members were also asked to mention cities they had been to that contained elements that uniquely distinguished a *downtown* area as interesting, user friendly, successful or “ideal.”

Cities mentioned are included in **Table 1**.

**Table 1
Ideal Downtowns**

<ul style="list-style-type: none"> • Austin, TX • Ashland, OR • Bend, OR • Boston, MA • Boulder, CO • Copenhagen, Denmark • Corvallis, OR • Glendale, AZ • Hillsboro, OR 	<ul style="list-style-type: none"> • Hood River, OR • Los Gatos, CA • Salem, OR • San Antonio, TX • San Francisco, CA • Santa Fe, NM • Sisters, OR • Vancouver, BC
---	--

After creating a list of cities, the Committee developed a list of those elements they believed need to be in place in “ideal cities,” assuming that such elements are key ingredients to a downtown’s success. This list could serve as a verbal picture of what it takes to become “ideal.” The PAC summarized twenty-one (21) elements of an ideal downtown. These elements are summarized in **Table 2**, below and categorized as they relate to land uses, visual quality/usability and access/parking.

Elements in bold are those that the PAC felt were strongly in place in the downtown. Those not in bold are elements the PAC believes need attention, action and or improvement.

Table 2
Elements of Ideal Downtowns

	Elements Related to Land Use	Elements Related to Visual Quality and Usability	Elements Related to Access and/or Parking
In Place in Springfield	<ul style="list-style-type: none"> • Small retail • Unique, locally owned, independent businesses • History, architecture, old buildings 	<ul style="list-style-type: none"> • Parks • Walkability • Friendly people • Connections to water 	<ul style="list-style-type: none"> • A variety of access options that are easy to use (transit, bike, walk) • Convenient visitor parking facilities • Available parking • Low cost / economical parking
Not in Place in Springfield	<ul style="list-style-type: none"> • A diversity of retail, small to large • Street level variety, stores and visual diversity (architecture) • Hotels • Interesting windows / quality retail and window shopping opportunities 	<ul style="list-style-type: none"> • Identity / marketing – you remember the City • “Legible” wayfinding to downtown destinations • High volume of people using the downtown and visible on sidewalks • Safe or sense of security – well lit at night • Events and activities (mix of day, night and weekend) 	<ul style="list-style-type: none"> • “Legible” wayfinding to parking • Busy but “calm” traffic • Safe or sense of security – well lit at night • Well designed parking

C. ACCESS PRIORITIES

1. Key Elements of a Successful Parking Program

PAC members were asked to list elements they would use to describe a successful parking program that, if in place in Springfield, would facilitate solving the transportation challenges and support/enhance the priority opportunities described above. Stakeholder input is outlined below.

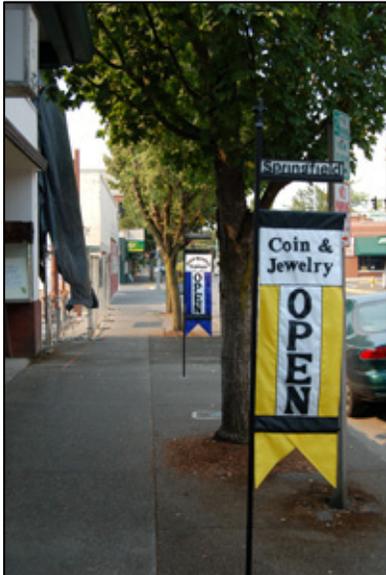
A successful parking program for Springfield would be...

- The parking program meets the needs of the downtown vision.
- Easy to find parking and a good “parking experience.”
- Simple and intuitive – easy to use.
- Parking is well located, well-signed and understood.
- Safe, secure and pedestrian friendly.
- Is well coordinated with other access modes (i.e., transit, bike and bike parking, walk, etc.).
- Appropriate time stays.
- Financially sound and self supporting.

It is clear that the stakeholders on the Committee would envision a parking program that is innovative and flexible to meet the changing demands of an evolving downtown. They would also stress the need for an affordable, safe and secure parking system. The parking program should contribute to the overall viability of Springfield and its goals and vision. At root, a successful parking system is convenient and user friendly. The charge of the consultant team and the Parking Advisory Committee will be to develop a parking strategy that achieves and supports these elements to the highest degree possible. It is also important that the parking plan support those other elements of downtown’s “quality” and appeal as described in **Table 2** above.

2. Definition of "Priority Customer"

The Downtown Springfield parking system currently services a broad mix of “customers” that include employees of the district, users of the City and County offices, students, residents, tourists and retail patrons/visitors. Most significantly, stakeholders indicated that current use and management of the downtown parking system may favor those with longer-term stay needs (e.g., employees).



In the future, increasing growth in business and residential development will add to the existing demand on the parking supply. As such, it is important to recognize that a balanced system of access needs to be developed and managed to assure the overall vision of a vital, active and mixed use business district is achieved.

On-street

While all customer groups are important to the downtown, stakeholders indicate that the on-street system, in particular, needs to be made available to the more traditional customer, shopper and business visitor. As such, those with longer term parking needs should be transitioned into off-street facilities. This would assure that the on-street system supports existing retail and serves to attract new business growth to the downtown in a manner that supports the downtown vision.

Off-street

The off-street system should recognize that a mix of customer groups will be using this supply, to meet both long and short-term stay needs. Adequate parking should be provided for employees (but coordinated with alternative mode options) and patrons needing longer term stay opportunities. How publicly owned facilities are managed will be critical to balancing the mix of short and long term stay needs off-street, particularly as the capacity of on-street space for priority patrons will be filled and, possibly, exceeded over time.

Priority Customer

To this end, the majority agreement of the committee was that the first priority “customers” of Springfield for parking and parking management in public parking assets is the short-term patron trip; those who come repeatedly to shop, dine, recreate and be entertained (i.e., those who spend money).

The general profile of the patron is short-term stays that result in a high turnover of parking in the district. The general profile of this type of visitor is short-term stays of less than two hours. These trips are destined for a variety of downtown businesses and result in a high turnover of parking in the district.

The fact that the committee has prioritized the patron as the focal point of parking management is not to downplay the importance of other users of downtown parking resources. The committee has simply defined a standard that allows reasoned decision making to occur when constraints in the supply of parking occur. The committee recognizes that constraints and conflict for demand within the supply will occur and that decisions and strategies will have to be implemented that guarantee access to the priority customer, with additional options developed for all users.

3. “Is” Versus “Should”

The stakeholder committee discussed its access priorities for the Downtown. Stakeholders were asked to consider a number of questions regarding the realities of access and use within the current transportation system (i.e., the is of today). They were then asked to consider how the transportation system should be accessed and used in the future within the context of the challenges/opportunities discussed above, and incorporate their goals and objectives for developing a vibrant business district.

a. *Priority Land Uses*

When asked, “What is the priority land use(s) in downtown Springfield today?” the committee responded:

- Municipal government offices
- Retail

In the future, the committee agreed the priority for land uses should be “a more highly developed mixed-use core” that incorporates vital retail at the ground level with commercial and/or residential above. The downtown should also strive to provide more hospitality uses (e.g., hotels) and entertainment opportunities. Downtown should strive for a more balanced mix of uses.

b. *Priority Modes of Access*

When asked to define the priority mode of access to downtown by both patrons and employees, the committee responded as follows:

Patron Trips

Today, a patron's priority mode of access to downtown is by the single-occupant vehicle.

In the future, these trips should be in a greater mix of access options that include transit, bike, and walk as well as car. The PAC stressed the need for convenient options that would be available to customers, providing a mix of choices that would underscore the ease, attractiveness and convenience of the downtown. Because the auto will remain a primary patron mode, the parking system needs to be managed to assure that patron parking demand is accommodated.

Employee Trips

Today, an employee's priority mode of access to downtown is by the single-occupant vehicle.

In the future, an employee's primary mode of access should be through a greater mix of access options (i.e., transit, bike, walk), **recognizing that each employee auto trip to Springfield uses a parking space that could be used by patrons of the area.** Recognizing this dynamic increases the importance of creating “convenient” and “reasonable” alternatives for employee trips.

Transit in particular should bring an increased percentage of total employee trips to the downtown over time.

c. Priority Use of Parking

On-Street

When asked, “who is the on-street parking system currently prioritized for?” the committee felt that existing on-street parking is overly committed to long-term parking uses. Several stated that the system “is really a first-come-first-served” supply, which means those here first are typically employees. As stated earlier, the committee felt that downtown on-street parking should be better managed to prioritize the patron (short term trip) in all areas where short-term demand is most prevalent. In the future, strong efforts should be made to assure that on-street parking is consistently available to patron demand. Creative, innovative options should be created off-street for users that need long-term stay opportunities.

Off-Street

When asked, who is the off-street parking system currently prioritized for?” the majority opinion was for employees, even in some lots designated as visitor supply.

In the future, the committee felt that the off-street parking system (public and private) should be managed to accommodate a high mix of employees, patrons/visitors needing a longer term stay option. Within any off-street supply managed or owned by the City, the majority view indicated that employees should be managed into satellite areas and lots or alternative modes if constraints jeopardize patron visits in the core of downtown.



Role of City

When asked, “should the City have a role in supplying parking in future developments?” the committee indicated that the City should be looking at (a) means to partner with existing private owners of parking to “share” supply and (b) plan now for means and resources to provide future parking supply necessary to support the downtown vision (particularly patron growth).

In the near term, stakeholders felt there were significant opportunities to find parking within surpluses in existing private lots and on-street. As such, the City's "role" would be in more rigorous management of its own supply (i.e., on-street) and serving as a facilitator with the private sector for shared use opportunities. Longer-term, stakeholders see a clear role for the City in the provision of new parking supply if demand for parking begins to exceed current capacity.

d. *Priorities for Alternative Modes of Access*

The committee considered the role of alternative modes for users of the downtown (compelled/uncompelled visitors and employees). When asked what the on-going role of transit/bike/rideshare and walking was for customers and employees, the committee stated the following:

- Transit, bicycling, ridesharing *should* become an "option that patrons **can** choose" as a means of accessing downtown.
- Transit, bicycling and ridesharing *should* become a "realistic and cost-effective option that a greater percentage of employees **will** choose" as a means of accessing downtown.
- Alternative modes for employees *should* be strongly encouraged, as success in alternative modes will lead to better efficiencies for the supply of patron parking.

D. SUMMARY

It was clear from the work of the Parking Advisory Committee that there is a strong majority view on the challenges and opportunities that exist for Springfield's downtown and parking system. There is also a clear sense that Springfield has the building blocks upon which to attract economic activity and amenities that support vibrant and attractive business districts. There is strong support for the downtown and meaningful optimism about Springfield's future success.

Most importantly, the committee was strong in its understanding of access priorities and unified in support of developing programs and strategies necessary to make certain those access priorities are met and desired economic uses are supported. In the area of parking, it is clear the priority of stakeholders is to assure continued and growing accessibility for patrons to downtown while providing multiple options for all users and customer groups.

Section II: Guiding Themes and Principles

Guiding Themes and Principles

A. INTRODUCTION

As the result of discussions with the Parking Advisory Committee, the consultant team summarized the many comments, ideas and themes that emerged from these meetings into a draft set of **Guiding Principles**. The Guiding Principles are designed to guide and inform future decision-making on issues related to access and parking management. Strategically, the principles encourage the use of parking resources to support economic development goals and effectively serve the diversity of “customers” using the downtown.

The Guiding Principles outlined here are summarized under theme categories and will serve as a foundation for continuing discussions with stakeholders and the community. Ideally, these Guiding Principles will establish a basis for consensus; giving direction to near and long-term decisions for parking management and access strategies in the downtown.

B. BACKGROUND

The development of Guiding Principles for parking in downtown Springfield supports creation of a parking system that facilitates and contributes to a vital and growing downtown. Guiding Principles are based on the premise that development of the downtown will require an integrated and comprehensive package of strategies to stimulate economic development and redevelopment. The ensuing parking plan becomes but one critical element of a larger coordinated package for economic growth.

The consultant team believes the results of stakeholder input can be summarized into seven Guiding Themes (listed below). Within the themes are nineteen (19) principles. The themes and principles are followed by some of the important consensus challenges and/or desired outcomes addressed as synthesized from direct stakeholder inputs in the PAC work sessions.

C. RECOMMENDED GUIDING THEMES AND PRINCIPLES

Statement of Purpose

It is the primary objective of the City of Springfield to implement a Parking Management Plan for the downtown that supports the development of a vibrant, growing and attractive destination for shopping, working, living, recreation and entertainment. The components of this plan need to be simple and intuitive for the user, providing an understandable system that is safe, secure, affordable and well integrated into other access modes (e.g., transit, bike, walk, etc.).

I. GUIDING THEME – ACCESS

- a. ***Correlate parking requirements more directly to mixed-use development vision for downtown.***

Parking should not be oversupplied or required in a manner that conflicts with dense, compact and mixed-use urban design. Parking should be provided to support desired and priority economic activities in downtown.

Challenges and desired outcomes:

- Create a realistic roadmap for improvement and change.
- A plan that provides the City with credible information about the realities of parking in Springfield that separates the myths from reality, which helps the community understand changes that will result from the plan.
- Minimize parking development costs in new developments.
- Transit, bike/walk and alternative modes should result in less parking need over time.

b. ***Strategically locate and actively manage parking under public control and/or ownership to accommodate customer and employee access to the area.***

The City should lead in the development of access options for customers and visitors (patrons) of the downtown and actively partner with the business community to incent additional access and growth. The City should play a key role in developing parking to facilitate new growth and support attainment of land use goals envisioned for a compact urban downtown. Public facilities should be strategically located to allow for consolidated use by multiple properties.

The City should also use its resources to promote alternative modes for commuter access as well as creating incentives, partnerships and programs to attract private investment in parking and desired development.

Challenges and desired outcomes:

- Minimize parking development costs in new developments.
- The plan should produce the best mix of parking to strategically serve all types of users (i.e., visitors, employees and residents).
- The format of off-street facilities needs work to assure that employees and customers are parked where we want them and where it best serves downtown.
- Transit, bike/walk and alternative modes should result in less parking need over time.

c. ***Parking should be just one of a diverse mix of access options available to users of the downtown.***

Stakeholders recognized that the parking management plan being developed and implemented provides just one means of access to the downtown. Over time, downtown's economic growth will be better served if parking management is also integrated with transit, bike, walk and rideshare options.

Challenges and desired outcomes addressed:

- The parking system is not yet formatted in a way that best serves the area.
- Need to better integrate the parking supply with other modes of access.
- Need bicycle and walking options and infrastructure as well as good parking.
- A parking plan that is well thought out and can be communicated effectively to multiple stakeholders.
- Facilitate good decision making and cost effectiveness.

II. GUIDING THEME – PRIORITY CUSTOMER

a. ***Make the downtown conveniently accessible for the priority user of the public parking system – the patron of downtown.***

The first priority “customers” of Springfield for parking and parking management in public parking assets is the ***short-term patron trip***; those who come repeatedly to shop, dine, recreate and be entertained (i.e., those who spend money). The general profile of the patron is short-term stays that result in a high turnover of parking in the district.

Challenges and desired outcomes addressed:

- The parking system is not yet formatted in a way that best serves the area.
- Convenient parking that is easy to find, use and understand.
- A parking system that serves and attracts customers.
- The plan should produce the best mix of parking to strategically serve all types of users (e.g., visitors, employees and residents).
- The parking system supports and attracts more retail to the downtown.
- Employees/owners parking in front of their businesses all day on street.
- High mix of all day parking on-street.
- Conflicts in the parking supply between customer and employee demand.
- Not enough turnover and/or appropriate time stays for parking in the district.

b. ***Reserve the most convenient parking spaces to support customer, client, and vendor and visitor access to downtown.***



The parking within supply owned by the City must be formatted in a manner that assures turnover and minimized conflicts between the priority visitor (stays of 2 hours or less) and other users. As demand grows over time, the City will need to assure that management of the system assures customer access to the highest degree while balancing the need for adequate employee parking and alternative modes.

Challenges and desired outcomes addressed:

- The parking system is not yet formatted in a way that best serves the area.
- Convenient parking that is easy to find, use and understand.
- A parking system that serves and attracts customers.
- The parking system supports and attracts more retail to the downtown.

III. **GUIDING THEME – PRIORITY PARKING ON-STREET**

- a. ***Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.***

All users of the downtown favor on-street parking. The parking management plan recognizes this premium on-street parking resource needs to be managed to provide a rate of customer/patron turnover that supports downtown vitality. With this principle comes the recognition that growth in downtown parking demand will, over the longer term, need to be accommodated in off-street locations. Longer-term patron and employee parking must be managed so as not to conflict with customer parking, particularly on-street.

Challenges and desired outcomes addressed:

- A parking system that serves and attracts customers.
- Parking should contribute to a positive image of the downtown.
- Conflicts in the parking supply between customer and employee demand.
- Not enough turnover and/or appropriate time stays for parking in the district.
- Minimize conflicts for parking space between different users.
- Assure that the on-street parking supply has the correct format of time stay designations for priority users.
- The plan should result in an on-street turnover rate that is good for downtown and adjacent uses.
- The parking system supports and attracts more retail to the downtown.

IV. **GUIDING THEME – EMPLOYEE PARKING & OFF-STREET CITY-OWNED SUPPLY**

- a. ***Provide sufficient and affordable parking to meet downtown employee demand, in conjunction with an access system that provides balanced and reasonable travel mode options.***

Adequate parking to meet employee demand should be provided in conjunction with a transportation system that offers multiple travel options. Access management strategies should result in larger percentages of employees using off-street parking locations and/or alternative modes to reduce overall demand for commuter parking. Also, employee-parking strategies should be coordinated with transportation demand management goals and objectives to ensure that commuters have reasonable and affordable access options. Private sector businesses should partner with the City to provide meaningful incentives to employees to use transit, bike, walk and ridesharing options.

Challenges and desired outcomes addressed:

- The format of off-street facilities needs work to assure that employees and customers are parked where we want them and where it best serves downtown.
- There is “unused parking” throughout the downtown. This is not efficient.
- In the future, an employee's primary mode of access should be through a greater mix of access options (e.g., transit, bike, walk, etc.).

- Make parking more predictable.
 - The plan should produce the best mix of parking to strategically serve all types of users (e.g., visitors, employees and residents).
 - Rates and fees (if necessary) that are easy to understand, affordable, cost effective and supportive of businesses.
- b. ***If parking in City owned supply exceeds the 85 percent full standard, employee parking should be transitioned and/or phased out to assure priority customer parking is accommodated.***

How publicly owned facilities are managed will be critical to balancing the mix of short and long term stay needs off-street, particularly as the capacity of on-street space for priority patrons will be filled and, possibly, exceeded over time. To this end, the City will manage its parking to accommodate visitors and customers, with any remaining capacity to be managed for employees and long-term stays. In early phases of parking development, the mix of parkers in City owned supply may be heavily weighted to employees. As demand for parking increases, the off-street mix will likely trend to a higher percentage of patron/visitor use.

Challenges and desired outcomes addressed:

- Access management strategies should move larger numbers of employees into alternative modes over time.
- Transit in particular *should* bring an increased percentage of total employee trips to the downtown over time.
- The off-street parking system *should* be managed to accommodate a high mix of employees, patrons/visitors needing a longer term stay option.
- In the future, an employee's primary mode of access *should* be through a greater mix of access options (i.e., transit, bike, walk) recognizing that each employee auto trip to Springfield uses a parking space that could be used by patrons of the area.
- Within any off-street supply managed or owned by the City, employees *should* be managed into satellite areas and lots or alternative modes if parking constraints conflict with patron visits in the core of downtown.



V. **GUIDING THEME – UNDERSTANDABILITY & QUALITY**

- a. ***Make downtown parking user-friendly – easy to access, easy to understand.***

Parking resources should be clearly identified and explained through branding, signage, wayfinding and user information. On-street parking should be simplified and of uniform time stay (to the highest degree possible) and off-street facilities should be branded and formatted to provide a clear and recognizable sense of how they should be used and who they serve.

Challenges and desired outcomes addressed:

- Easy to find parking and a good “parking experience.”
- Make parking more predictable.
- The system is not easy to use, particularly for newcomers to the district
- Poor informational signage.

b. ***Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.***

On-street parking should be uniformly managed and enforced to assure parking is user-friendly – “easy to access and easy to understand.” Off-street facilities (surface and structured) should be of uniform quality and identity to create a clear sense of safety, convenience, understandability and coordination with the pedestrian environment. High quality communication and marketing materials should be integrated into a comprehensive package of services to inform and guide the parking public (through signage, branding and/or wayfinding) into the on and off-street parking system.

Challenges and desired outcomes addressed:

- Easy to find parking and a good “parking experience.”
- Make parking more predictable.
- The system is not easy to use, particularly for newcomers to the district.
- A parking plan that is well thought out and can be communicated effectively to multiple stakeholders.
- Access is not intuitive to “outsiders”
- Poor informational signage.
- Parking in the district is hard to understand (i.e., signage, directional systems, location of supply, etc.).
- Legible wayfinding to parking.

c. ***The City’s public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.***

There should be a resource for information on parking and how it is managed and accessed that is attainable by any prospective user of the downtown. This could be coordinated through a public/private partnership.

Challenges and desired outcomes addressed:

- Easy to find parking and a good “parking experience.”
- Poor informational signage.
- Make parking more predictable.
- The system is not easy to use, particularly for newcomers to the district.

- d. ***Provide safe, secure and well-lit parking to allow a sense of security at all times on street and off-street.***

Each public off-street lot/garage shall be adequately maintained so as to not deter potential users based on poor design, lot pavement quality or perceived security issues. Safe and well-lit links between parking areas and shopping and work sites should be planned for and provided as well.

Challenges and desired outcomes addressed:

- A parking system that is safe and secure.
- A parking system that has well designed facilities.
- Springfield needs to work on its front door “curb appeal” and perceptions of downtown.
- Parking provided by the public should be able to cover its costs for operation, maintenance and security.

VI. **GUIDING THEME – MULTIMODAL ACCESS**

- a. ***Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.***

This will ensure that parking constructed by the City in the future serves customer/visitor access in the downtown at the highest level of efficiency and cost effectiveness.

Challenges and desired outcomes addressed:

- Transit, bicycling, ridesharing should become an "option that patrons can choose" as a means of accessing downtown.
- Transit, bicycling and ridesharing should become a "realistic and cost-effective option that a greater percentage of employees will choose" as a means of accessing downtown.



- b. ***Calibrate parking standards to support the City’s goals for transit, biking, walking and ridesharing.***

Parking development standards should be logically correlated to the City’s goals and objectives for access, which includes not only parking access but transit, biking, walking and ridesharing as well. Parking standards should be established that meaningfully contribute to the City’s overall goals for access and commuter mode splits.

Challenges and desired outcomes addressed:

- Create a realistic roadmap for improvement and change.
- Facilitate good decision making and cost effectiveness.
- The parking program meets the needs of the downtown vision.
- Parking should be coordinated with other access modes (e.g., transit, bike and bike parking, walk, etc.).

VII. **GUIDING THEME – COORDINATION**

- a. ***Centralize management of the public parking supply and assure a representative body of affected private and public constituents from within the downtown informs decision-making.***

Publicly owned parking in the on- and off-street supply needs to be managed in a coordinated manner. Decision-making should be coordinated through a central management structure informed by a representative body of private and public constituents from within the downtown.

The finite nature of on-street parking necessitates strategic integration of parking decisions to facilitate a seamless, recognizable and convenient transition of future growth into off-street facilities. Also, the overall parking management system needs to be coordinated with a strategic and supportive relationship with transit and other access modes.

Challenges and desired outcomes addressed:

- A system that is coordinated and timed to new development.
 - Create a realistic roadmap for improvement and change.
 - A parking plan that is well thought out and can be communicated effectively to multiple stakeholders.
 - A plan that provides the City with credible information about the realities of parking in Springfield that separates the myths from reality, which helps the community understand changes that will result from the plan.
 - The parking management plan should provide strategies that are “timely,” assuring implementation that matches need, convenience and funding (a phased plan).
 - Facilitate good decision making and cost effectiveness.
- b. ***Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.***

Development standards and code should be established that gives clear direction to new development within the downtown. New development should not only contribute to the growing and diverse mix of businesses downtown, but also contribute to an improved access environment for customers and employees. As such, parking should be provided at a rate that is appropriate to new development, but not overly provided so as to conflict with alternative mode goals. New development should be “regulated” in a manner that is

particularly consistent with Guiding Principles for visitor and employee parking, quality and multi-modal access.

Challenges and desired outcomes addressed:

- A system that is coordinated and timed to new development.
- Create a realistic roadmap for improvement and change.
- The parking program meets the needs of the downtown vision.

c. ***Implement measurements and reporting that assures Guiding Principles are supported and achieved.***

Committing to a routine and objective system of measurement and reporting assures that decision-making will be informed. This also provides a basis for routine evaluation of program effectiveness.

Challenges and desired outcomes addressed:

- A plan that provides the City with credible information about the realities of parking in Springfield.
- Facilitate good decision making and cost effectiveness.

d. ***Manage the public parking supply using the “85% Rule” to inform and guide decision-making.***

The “85% Rule” is an operating principle and industry based management tool for coordinating a parking supply. When occupancies routinely reach 85% in the peak hour, more *intensive and aggressive* parking management strategies are called for to assist patrons in finding available parking. The “85% Rule” standard will facilitate the City and the community in making reasonable and effective decisions regarding time stays, enforcement and other decisions related to capacity management.

Challenges and desired outcomes:

- Better control of parking in the area.
- Manage parking to maximize on-street parking for retail and street level businesses (i.e., reduce/eliminate employees parking on street over time).
- Parking management should encourage effective turnover on-street and support good traffic circulation.
- A plan that supports and encourages growth of healthier businesses and supports better/higher use of land.

e. ***Encourage and create incentives for shared parking in areas where parking is underutilized.***

Public and private parking facilities in some areas have underutilized capacity. Efforts should be made to facilitate shared use agreements between different users (public and private) to

direct parking demand into these facilities to both maximize existing parking resources and minimize overall parking development costs.

Challenges and desired outcomes addressed:

- The parking system is not yet formatted in a way that best serves the area.
- There is “unused parking” throughout the downtown. This is not efficient.
- The format of off-street facilities needs work to assure that employees and customers are parked where we want them and where it best serves downtown.
- The parking system supports and attracts more retail to the downtown.
- A system that is coordinated.

D. SUMMARY

The Guiding Themes & Principles derived from dialogues with stakeholders and businesses can serve as a solid foundation for coordinating parking and transportation decision-making and policy. The Guiding Principles are grounded in the long-term economic development vision of the City of Springfield and its downtown stakeholders. Their intent and purpose is to generate parking and transportation management strategies and programs that will complement the City and community’s efforts in attaining its long-term growth and development objectives.

Section III: Parking Inventory and Utilization Analysis

Parking Inventory and Utilization Analysis

In every downtown parking is a central issue to the City and its stakeholders as they plan for, and anticipate, the downtown's on-going economic success. The need to understand both the perception *and* reality of parking is essential if a comprehensive, effective and successful parking management strategy is to be developed and implemented. This section focuses on establishment of a clear understanding of the reality of current parking dynamics in downtown Springfield. The data findings, recommendations and strategies outlined in this Section are intended to be used to maximize the parking supply and strategically plan for the future.

A. PURPOSE OF THE PARKING INVENTORY ANALYSIS

The purpose of a parking utilization study is to derive a comprehensive and detailed understanding of actual use dynamics and access characteristics associated with parking in the downtown. Important elements of this section include:

- (1) Development of a data template for all parking in the study area, denoting all parking stalls, by time stay type, for both on and off-street facilities.
- (2) A complete survey of on and off-street parking use on a typical day.
- (3) Analysis of parking utilization and turnover that included:
 - a. Quantification of the entire study area parking inventory.
 - b. Hourly occupancy counts (9 a.m. – 6 p.m.) for on and off-street inventory.
 - c. Parking turnover analysis (on-street).
 - d. Parking duration of stay analysis (on-street).
 - e. Derivation of built parking supply to total built square footage (i.e., true parking demand ratio).
- (4) Identification of surpluses and constraints within the parking supply.

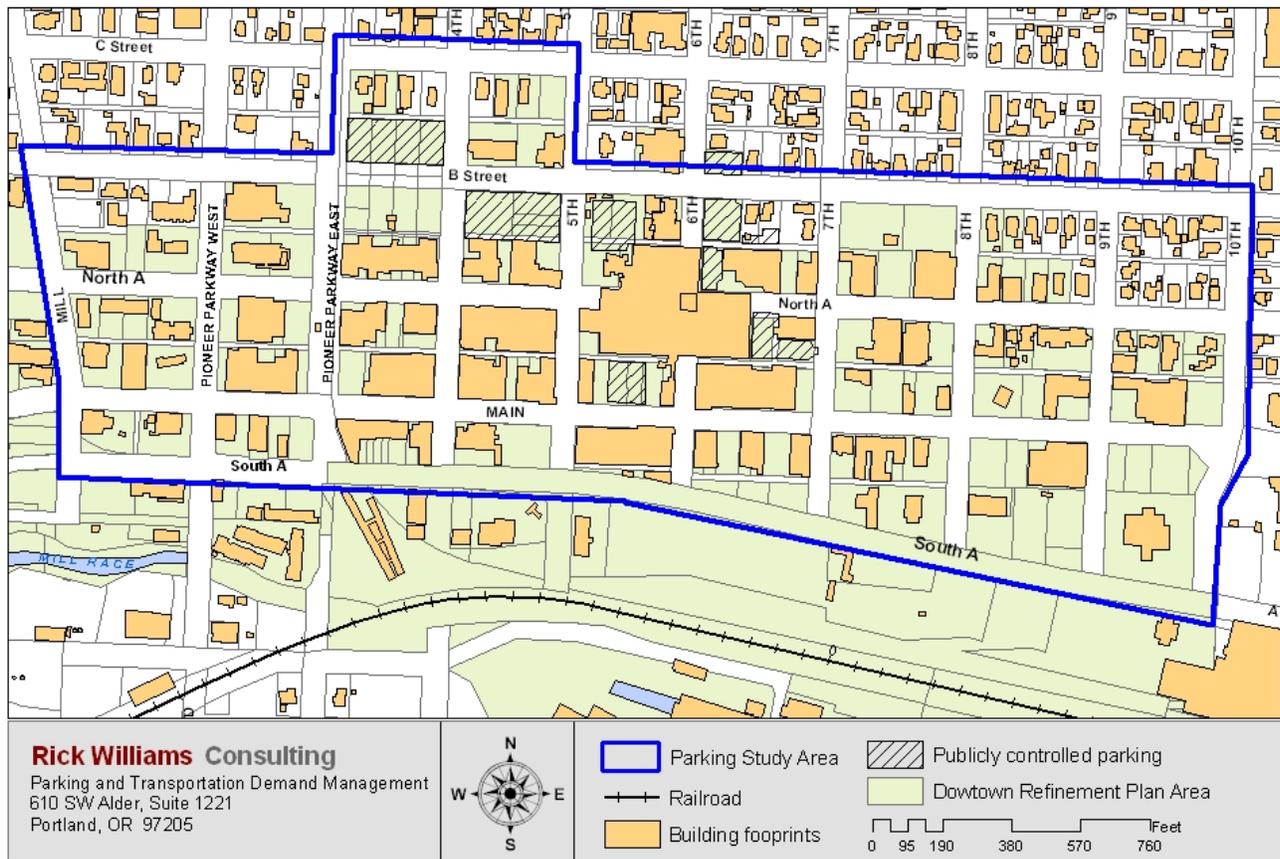
In short, the purpose of the parking utilization study was to produce a succinct analysis of existing parking dynamics in Downtown Springfield that can be employed over time to support and inform decision-making related to development and parking.

B. STUDY AREA

The parking inventory study area was determined in the initial project scoping process and in coordination with the City of Springfield and the full Consultant Team, which included RWC and Crandall Arambula (CA). The study area centers on the commercial heart of the downtown. The area is bounded by Mill Street on the west, Tenth Street on the east, South A Street on the south and predominately B Street to the north except for the area between Fifth Street and Pioneer Parkway East where the boundary jogs up to C Street.

The study zone is nearly wholly contained in the City Downtown Refinement Plan Area and is reflective of the City's understanding of current parking activity and land use densities in this area. Quantifying parking activity within this zone provides a comprehensive look at parking patterns, trends and surpluses/deficits within downtown area. **Figures A** provides a graphic representation of the study area.

Figure A
Parking Study Area



C. METHODOLOGY

RWC's methodological approach to gathering utilization/capacity/ turnover data began with a physical compilation of all parking assets (both on and off-street) within the study area. The physical assessment for the area was conducted in advance of the survey day and documented all parking by location and type. The inventories included all the on-street stalls categorized by block number and identified by time restriction. Also included was an inventory of off-street stalls, both public and private, also categorized by block number and identified by tenant/operator. The inventories were broken into smaller sections, as surveyor templates of contiguous city blocks which were ultimately sampled every hour, on the hour, over the course of the survey day.

The capacity/utilization survey of parking assets was conducted on Wednesday, September 16, 2009. The survey day was selected in consultation with city staff and was reflective of the initial scoping process. Overall, the weather on the survey day was overcast (low 70s degrees) with moderate parking activity in all sectors of the downtown. No major events were scheduled for the downtown; weather conditions were good and activity was considered average. The parking survey was conducted between 9:00 a.m. and 6:00 p.m.

The surveys involved hourly counts of each occupied on-street parking stall in the study area, recording the first four digits of the parked vehicle's license plate. Surveyors collected license plate data at each on-

street parking stall located in the study area for every hour over a nine hour period (9:00 a.m. – 6:00 p.m.). A total of 647 on-street stalls within the zone were physically surveyed. This represents a 100% sample of on-street parking in the study zone.

In the aforementioned off-street inventory process the consultant team collected a comprehensive catalog of parking lots and their individual stall totals. Similar to the on-street study, each lot was surveyed on the hour, every hour. One-hundred percent of the off-supply was surveyed during the utilization/occupancy inventory.

D. GENERAL CHARACTERISTICS OF THE INVENTORY

1. Supply



A total of **1,819** parking stalls were surveyed within the study area boundaries. This supply includes **647** on-street and **1,172** off-street stalls.² Generally, the supply of available parking (on and off-street) in the study area is unpaid parking. Off-street, the public (City, ODOT, Courthouse, etc.) controls nearly a quarter (24.1%) of the supply spread throughout the study area. The remaining private supply is mostly “accessory” parking, which limits access to patrons/employees of a specific commercial site. **Table 3** below presents a breakout of all the surveyed parking supply in the study area.

As **Table 3** indicates, the *on-street* supply of parking in the downtown has a wide-ranging mix of parking time stay options. A majority of stalls are designated 2-hour parking (348 spaces or 54%), another 264 (41%) have no designation or are considered No Limit stalls. Thirty-minute stalls comprise 3.7% of the on-street supply, the remainder of the supply is made up of a combination of stall types: 10-minute (<1%), 15-minute (<1%), 1-hour (<1%) and a special designation, Funeral Parking Only stalls (<1%). With seven different stall designations, the relatively small supply of on-street parking in the downtown could be perceived as confusing to first time visitors to the downtown.

A total of 1,172 *off-street* stalls were surveyed on 59 lots. Within this supply, the City controls 283 stalls distributed across 12 sites³, the remaining 889 stalls are dispersed throughout the downtown on 47 surface lots that are privately owned. A complete summary of surveyed downtown off-street facilities is provided the **Appendix** of this document.

² For purposes of this study handicap/disabled and loading zone stalls were removed from the study results, based on the assumption that such stalls are not readily available to general parking demand. The project team believes that if these stalls were included the study results would artificially overstate surplus supply.

³ Could indicate multiple “stall designations” for a particular user type within a single surface lot; does not reflect the actual number of individual public lots.

Table 3
Parking Inventory – Downtown Study Zone

Downtown Springfield Parking Stall Breakout		
<i>On-Street Stalls by Type</i>	Number of Stalls	% of Total Stalls
- 10 minutes	3	<1%
- 15 minutes	1	<1%
- 30 minutes	24	3.7%
- 1 hour	1	<1%
- 2 hours	348	54.0%
- No Limit	264	40.5%
- Funeral Parking Only	6	<1%
<i>On-Street Parking Stalls</i>	647	100%
Public Off-Street Stalls (12 sites)	283	24.1%
Private Off-Street Stalls (47 sites)	889	75.9%
<i>Total Off-Street Parking Stalls</i>	1,172	100%
Total Supply Surveyed	1,819	

2. Peak Hour and General Occupancies

Peak hour occupancy is the period during the business day when the downtown experiences the highest utilization of parking stalls. This analysis attempts to determine that point in the day at which the greatest numbers of vehicles are parked in the downtown.⁴

a. *On-Street Parking Summary*

During the survey day, the highest peak hour for the on-street inventory in the downtown was between 12 noon and 1:00 p.m. (i.e. all stalls, all use types). At this hour, nearly half (49.8%) of the surveyed stalls in the study area were occupied. This left a total of 330 stalls empty and available for use.

Table 4, below summarizes occupancies by type of stall, peak hour by stall type and average length of stay. **Figure B** provides an illustration of on-street occupancies for each hour of the nine-hour survey day. **Figure C** visually displays peak hour occupancies by block face.⁵

From **Table 4** and the associated Figures, the following conclusions can be derived:

- During the 12 noon and 1:00 p.m. peak hour, 317 on-street stalls are occupied leaving 330 empty stalls available within the downtown.
- The average time stay for all on-street parkers is 3 hours and 29 minutes.

⁴ Peaks may vary between the on and off-street parking systems *and* peaks may vary between off-street lots. As stated, this analysis captures the highest peak hour for the downtown, when use of the on and off-street system, combined, is at its highest point. Individual peak hour occupancies for off-street lots can be found in the summary table in Attachment A.

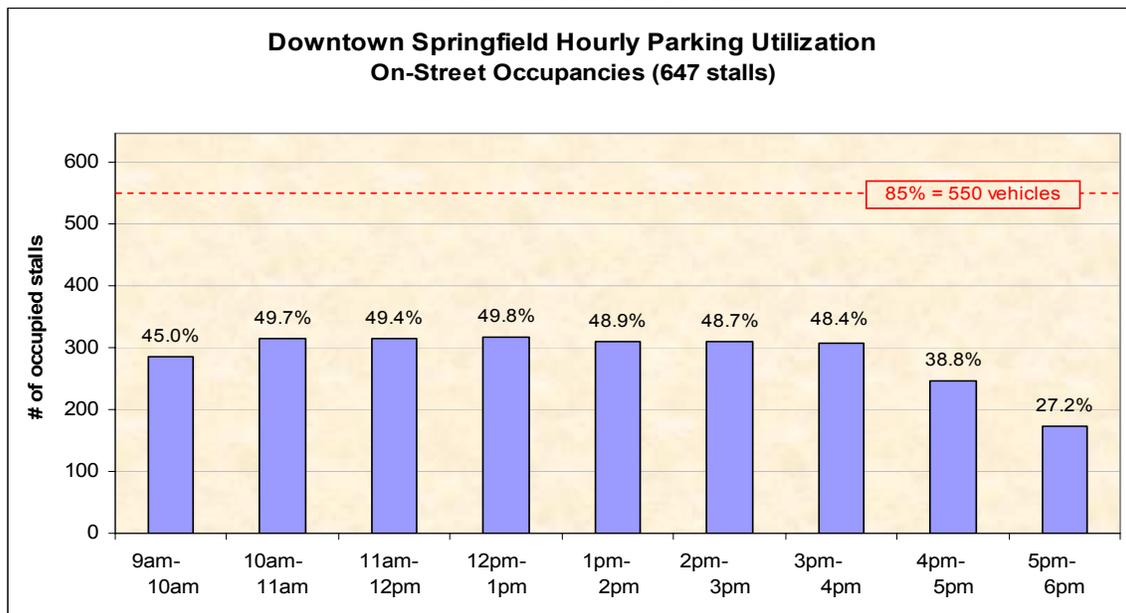
⁵ Some of the high occupancy block faces between 4th and 5th near B Street can be attributed to temporary construction parking.

- The highest level of use (for a meaningful number of stalls) was within stalls designated as 2-hours, which achieve peak hour occupancy of 59.1% between 1:00 and 2:00 p.m. and an average time stay of 2 hours and 46 minutes.
- Parking is readily available on-street throughout the day, with some pockets of high occupancy on specific block faces (though those block faces are generally adjacent to blocks with available parking).

Table 4
On-Street Parking Summary by Time Stay

Downtown Springfield Parking Study Area – On-Street Stalls Only					
Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)	Average Length of Stay
All Stalls	647	noon – 1:00 pm	49.8%	330	3 hr/ 29 min.
Usage by Time Stay					
10 minutes	3	1:00 – 2:00 pm	100%	0	N/A
15 minutes	1	1:00 – 2:00 pm 3:00 – 6:00 pm	100%	0	N/A
30 minutes	24	10:00 – 11:00 am 3:00 – 4:00 pm	54.2%	11	N/A
1 hour	1	11:00 am – 1:00 pm	100%	0	2 hr/ 0 min.
2 hours	348	1:00 – 2:00 pm	59.1%	149	2 hr/ 46 min.
No Limit	264	noon – 1:00 pm	42.0%	153	4 hr/ 8 min.
Funeral Parking Only	6	2:00 – 3:00 pm	83.3%	1	2 hr/ 30 min.

Figure B
Hourly On-Street Occupancies



b. *On-street: Usage Characteristics (Duration of Stay, Volume, Turnover and Exceeding Time Stays)*

There are a number of ways to evaluate the efficiency of the on-street system. **Table 5** provides a summary of several measures.

1. Duration of Stay

Most notably our data concludes:

- The average stay in downtown for all on-street parking stalls is 3 hours and 29 minutes (or 3.48 hours).
- The No Limit stalls clearly bring up the overall average length of stay, yet the 2 Hour stalls still have an average length of stay of 2 hours and 46 minutes. This may be an indication patrons do not respect the posted time stays and are aware there are no consequences for doing so. This could also indicate that employees are using both the No-Limit and 2-Hour on-street stalls for work related purposes.

2. Volume

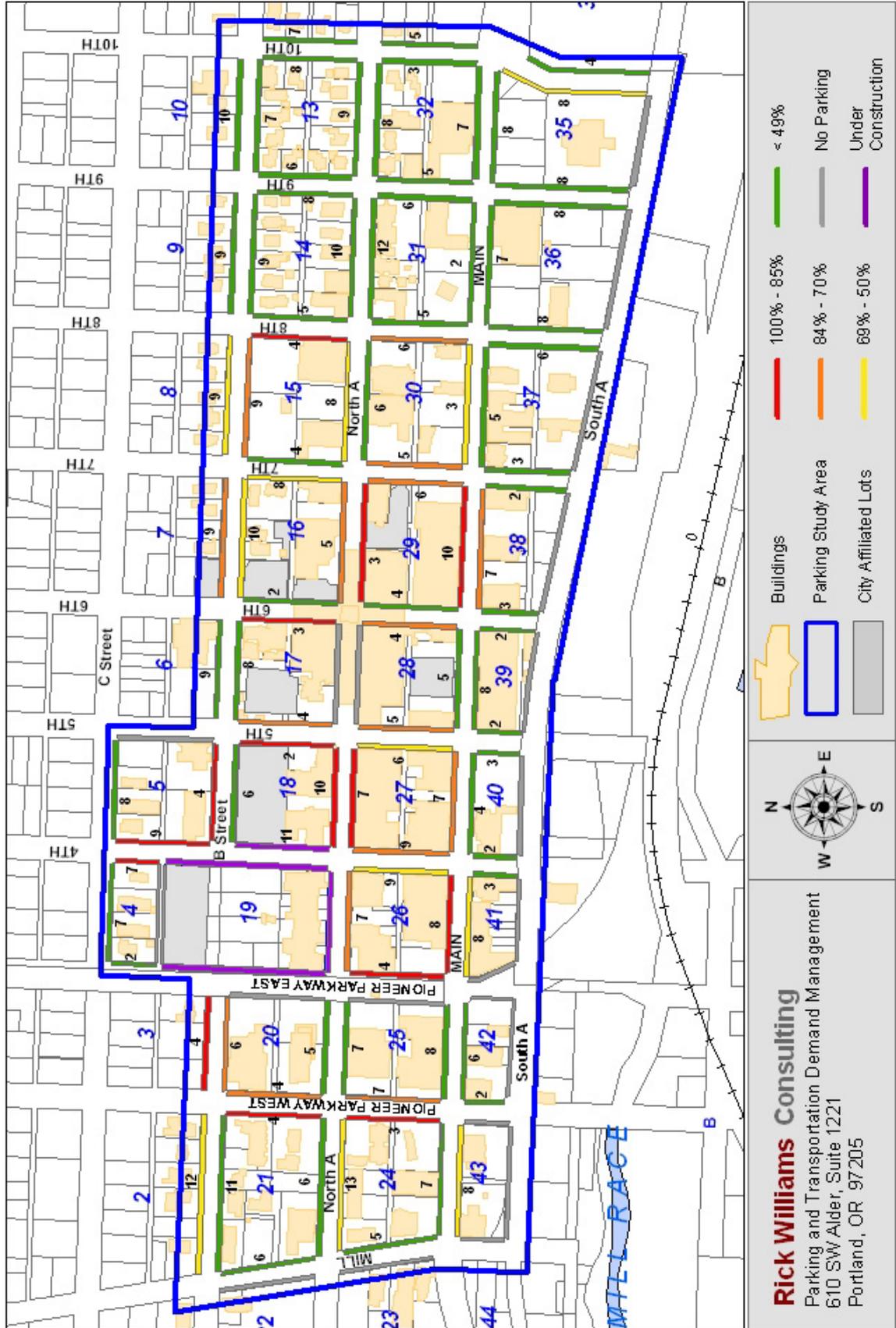
The survey data indicates that 1,031 unique license plate numbers were recorded parking in the on-street system between the hours of 9:00 a.m. and 6:00 p.m.⁶ Over the course of an average day, this would translate to approximately 115 vehicles arriving each hour.

Table 5
On-Street Parking: Summary of Use Characteristics
Complete Study Area (647 stalls)

Use Characteristics	September 2009
Average length of stay per vehicle per occupied stall	3 hrs./ 29 minutes
Actual number of unique vehicles	1,031
Actual number of vehicle hours parked	2,596
Actual turnover rate (number of cars to use a single occupied stall over a 10 hour period)	2.87
% of unique vehicles violating the posted time stay	24.3%
% of total vehicle hours spent in violation of posted time stay	35.6%

⁶ "Unique license plate numbers" represent the total number of cars parking within the on-street system. Surveyors recorded individual plate numbers (first four digits) which allows us to determine individual cars and, thereby, quantify the total number of cars to use the on-street system on a given day. It is important to note that this does not represent all vehicles in the downtown, as license plate numbers were not recorded in off-street facilities. The unique vehicle total is only representative of the on-street system.

Figure C
Downtown Springfield Parking Management Study Area
On-Street Peak Hour Occupancies



3. Turnover: Efficiency of the Parking System

In most cities, the primary time limit will allow for calculation of an *intended turnover rate*. For example, if the intended use for a stall is two hours (which is a very “retail friendly” rate of turnover), then the stall should be expected to turn 5.0 times over a ten-hour period. As such, if turnover were demonstrated to be at a rate of less than 5.0, the system would be deemed inefficient. A rate in excess of 5.00 would indicate a system that is operating efficiently.

In Springfield, the downtown on-street parking system has an average turnover rate of 2.87 turns per stall extrapolated to a 10 hour period. This is calculated by dividing the average time stay (3.48 hours) derived from the study into a ten hour operating day.⁷ As one can see, a rate of less than 5.00 indicates that the Springfield system is operating sluggishly and is not turning over in a manner that would be considered supportive of vital street level activity. **Table 6** provides a comparison with other West Coast cities that Rick Williams Consulting has evaluated.

Table 6
On-street Turnover – Comparison to Other Cities

City	Number of On-Street Stalls	Rate of Turnover
Beaverton, OR	990	4.20
Bend, OR	720	7.60
Everett, WA	1,955	5.12
Hillsboro, OR	924	4.90
Hood River, OR	582	6.06
Kirkland, WA	329	8.60
Milwaukie, OR	370	6.00
Oregon City, OR	392	4.70
Redmond, WA	731	3.23
Salem, OR	1,260	7.52
Spokane, WA	1,965	6.36
Springfield, OR	647	2.87
Vancouver, WA	654 (core)	5.68

As the downtown economy begins to develop and diversify with small business (e.g., retail, office, services) it will be important to initiate measures that support higher turnover rates to accommodate the growing demand for parking. Currently, all day parkers and a heavy mix of No Limit stalls have a dramatic affect on Springfield’s downtown turnover rate. It will be important to gradually reduce the number of these stalls particularly in the central retail core.

⁷ The turnover rate of 2.87 is calculated as an extrapolated rate over 10 hours. If we use the actual 9 hour survey day, intended turnover rate would be 4.50 (9 hours/2.0 hrs desired average time stay) and the actual rate of turnover would be 2.59 (9 hours/3.48 hours actual time stay). We have expressed the extrapolated standard as a 10 hour operating day is more commonly used within the industry and allows for comparison with other cities. In either case, Springfield’s rate of on-street turnover needs to be improved as a strategy necessary to support and attract retail uses.

4. Exceeding Time Stays – Abuse of Stalls

a. On-Street Parking Summary (Entire Study Area)

Exceeding a posted time stay is considered a “violation.” High rates of violation are considered an indication that on-street stalls are (a) improperly formatted or (b) users are of the belief that enforcement is not aggressive and/or (c) management is not aggressive enough to encourage use of off-street supplies for longer term stay demand. Because Springfield has a number of No Limit on-street stalls that allow people to park all day without penalty, our analysis omitted this stall type from the analysis of abuse. In other words, all “violations” tracked were only in those stalls that are time stay designated.

Nearly one-quarter (24.3%), of unique vehicles parked in downtown’s on-street stalls exceed the posted time stay. By comparison, industry best practices would strive for a violation rate somewhere between 5% and 9% of total unique vehicles. Being within this range would be considered a very efficient system. Springfield’s high rate of violation contributes to an inefficient system.

Another statistic that can be helpful is the *percentage of vehicle hours spent in violation*; this compares the total vehicles hours parked with the number of hours parked while in violation. In Springfield’s case over one-third (35.6%) are spent in violation. The greater the disparity between this number and percentage of unique vehicle in violation indicates that users of the downtown are not simply mistakenly overstaying their time, but more likely, consciously ignoring the posted time stay, confident there will be no adverse consequences.

While peak hour parking occupancies are low, it is still recommended that Springfield begin to better manage their parking supply. Given that significant stalls are available in No Limit areas (which are on-street), time stay stalls should be more aggressively managed to assure access to businesses, particularly within areas designated 1 and/or 2 Hours. This will be discussed in more detail in the recommendations and strategies section of this report.

b. Off-Street Parking Summary

While the on-street system operates at approximately 50% peak occupancy, it is important to evaluate how the off-street system operates in relation. This is particularly important to understand, as potential future access constraints within the on-street system will need to be directed into off-street locations. As such, understanding available capacity for absorption of on-street demand growth will be important.

Table 7 provides a summary of off-street usage for the study day (September 16, 2009). **Figure D** below illustrates occupancies for each hour of the nine-hour survey day and contrasts publicly owned/controlled supply with the private supply. **Figure E** provides an illustration of occupancies by lot.

There are a combined total of 1,172 off-street parking stalls in the study area. The highest peak occupancy achieved during the survey day occurred between 11:00 a.m. and noon. At this time, the off-street supply reaches 54.8% occupancy, leaving 530 stalls empty and available for use.⁸

⁸ When combined with the on-street system, about 860 total stalls are empty and available at the peak hours in downtown Springfield.

Table 7
Off-Street Parking Summary

Type of Stall	# of Lots	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)
All Stalls	59	1,172	11 am – Noon	54.8%	530
Usage by Type					
Private Lots	47	889	11 am – Noon	48.8%	455
Public Lots	12	283	10 am – 11 am	76.0%	68

Despite the system showing abundant off-street capacity, it is important to note who controls/manages the majority of the existing capacity. As demand for parking continues to grow, an on-going challenge for the City is the number of “available” stalls in private control. Currently, the majority of the 530 empty peak hour stalls are on private lots and “restricted” as accessory parking (with signage limiting use to specific parkers). As such, the challenge may require conversations and partnerships with private owners of supply to make more of their supply available to general public users, particularly employees using the on-street system for work/commuting purposes. A longer-term, yet more costly alternative would be for the City to identify parcels of land downtown that could be procured for off-street users needing long-term parking and begin managing the on-street system to direct these types of users into a “public” lot as a means to increase access for visitors/customers and turnover in the on-street supply.

Figure D
Off-Street Occupancy by Hour of Day

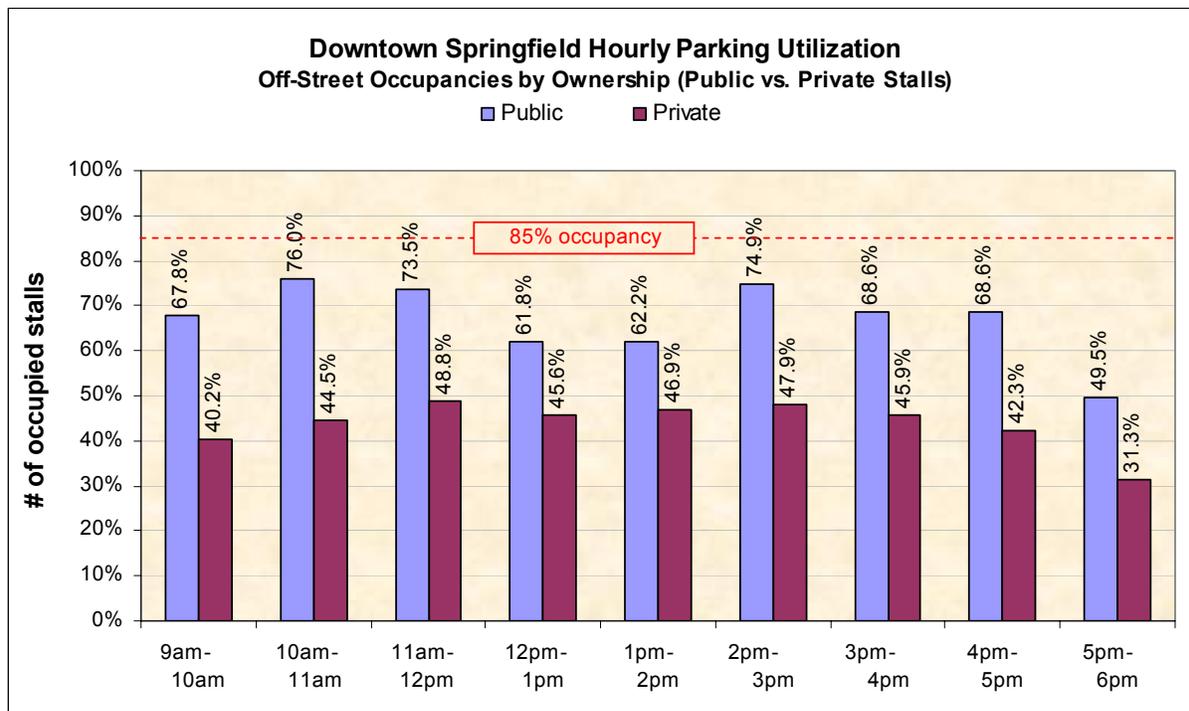
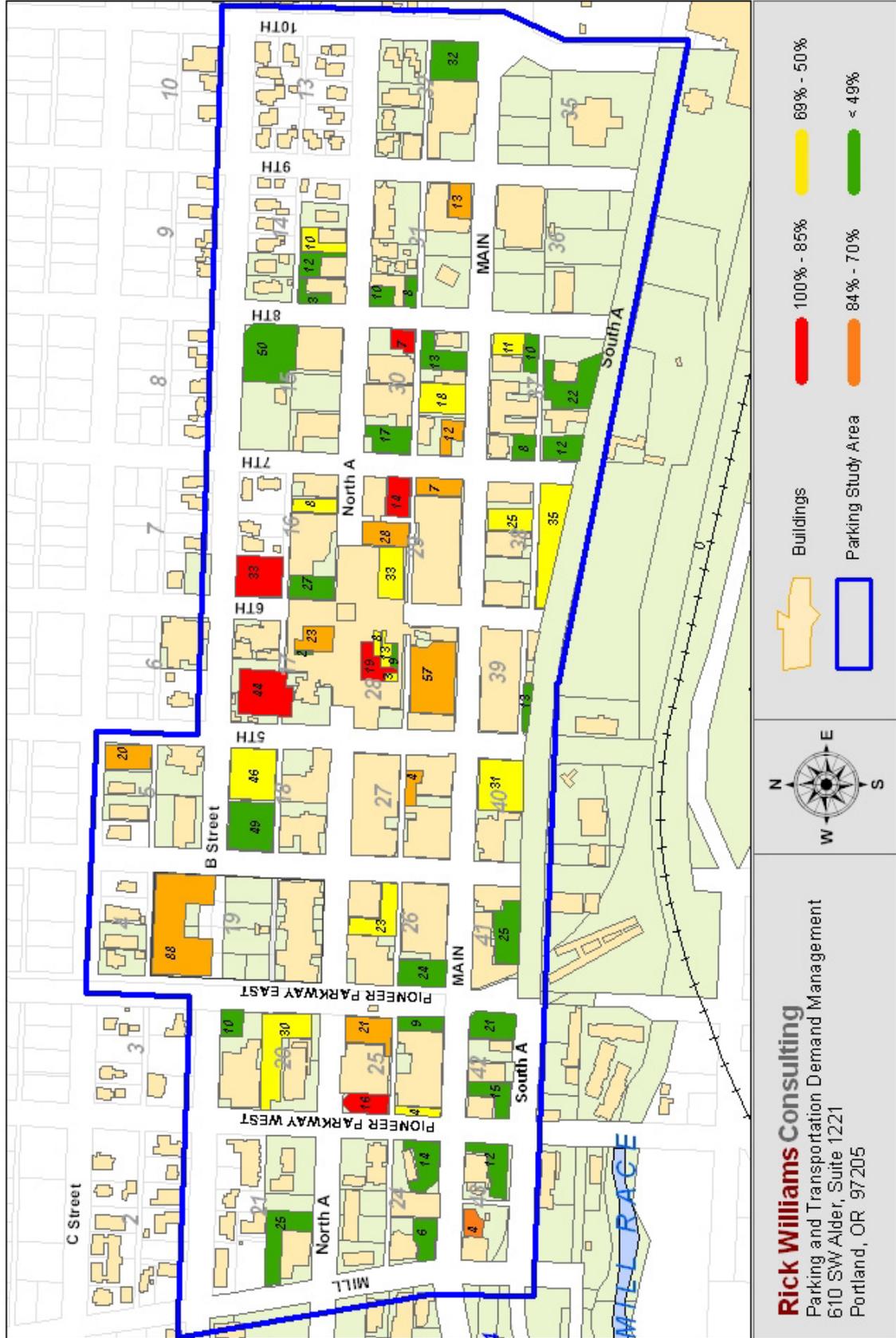


Figure E
Downtown Springfield Master Plan
Parking Management Study Area -- Off-Street Lot Parking Occupancies



As **Table 7** and **Figure D & E** demonstrate, significant stall availability exists in the off-street supply. The abundance of availability during the peak hour presents an opportunity (and a challenge) to begin the conversation with private property owners to potentially set up shared use agreements that would benefit all parties involved (employees, customers and businesses).

From data derived for the off-street system, the following conclusions can be derived:

- The overall occupancy of the off-street system within the downtown study area is 55% at the peak hour of 11:00 a.m. – 12 noon.
- The combined (both public and private) peak hour occupancy of the off-street system is very similar to the on-street system (at about 50%).
- The combined off-street system is underutilized, having an abundance of available parking during the peak hour.
- The majority of available supply is in private ownership, which may involve conversations and partnerships with private owners to manage underutilized parking into a system of more efficient use (e.g., shared use agreements).

As stated earlier, a detailed breakout of peak hour occupancies for each individual off-street parking facility surveyed can be found in the **Appendix** of this report.

c. On-Street System – High Occupancy Node

In many instances looking at the peak hour occupancy rate for an entire study area does not adequately portray some of the constraints on the parking system in specific areas of the downtown. Currently, low occupancies on-street along the periphery of the study area tends to bring down the overall peak occupancy rate. Therefore, it is important to identify and evaluate the “area of highest occupancy” through a nodal analysis. A nodal analysis provides information on that section (subset) of the study area that consistently demonstrates the highest peak hour occupancy within the larger study area.

From this perspective, the “High Occupancy Node” for downtown Springfield is the area bounded by B Street on the north, 7th Street on the east, South A on the south and Pioneer Parkway West on the west. **Figure F** (page 13) illustrates the boundaries for this node and peak occupancies by block face.

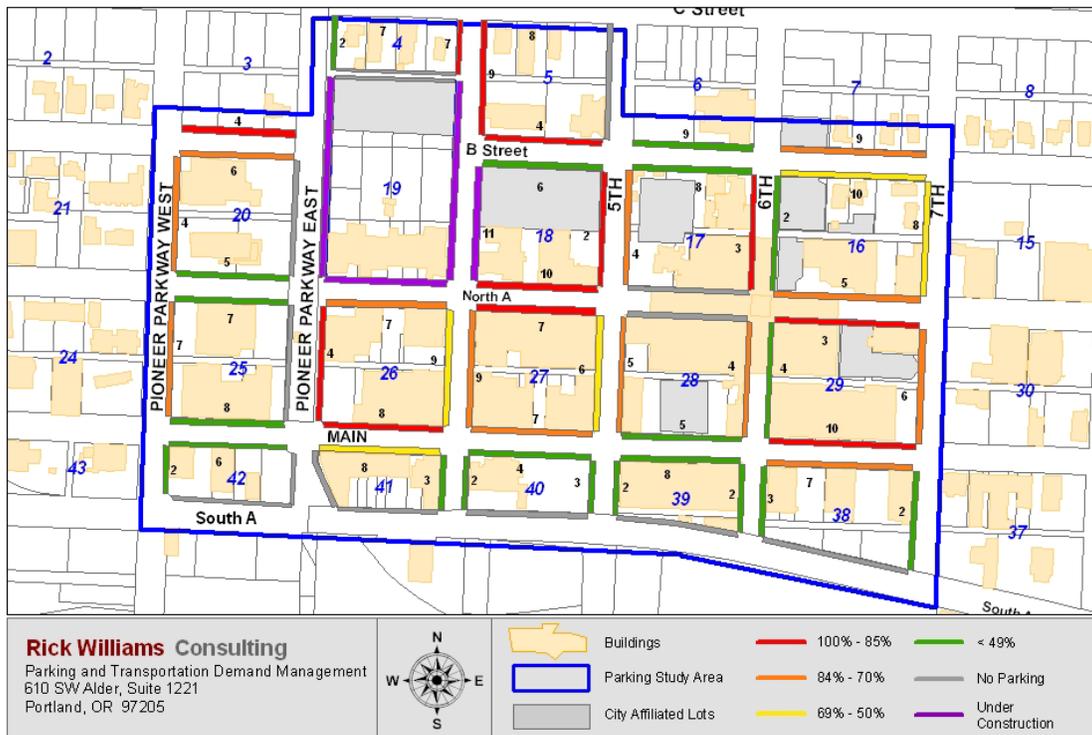
Table 8 summarizes the format of on-street parking within this node.

Table 8
Parking Inventory – High Occupancy Node

Downtown Springfield Parking Stall Breakout – High Occupancy Node		
<i>On-Street Stalls by Type</i>	Number of Stalls	% of Total Stalls
- 30 minutes	8	2.7%
- 2 hours	246	83.1%
- No Limit	38	12.8%
- Funeral Parking Only	4	1.4%
<i>On-Street Parking Stalls</i>	296	100%

As **Table 8** demonstrates, this Node contains nearly half of the on-street stalls from the larger study area (296 versus 647). Not surprisingly the High Occupancy Node is centered on the heart of the downtown retail core where most of the commercial activity takes place. Given its locational importance to retail, the composition of stall types is consequently more calibrated for customers and visitors than for the longer-term user; 2 Hour stalls make up 83.1% of the total supply as compared to 50.4% for the entire study zone. No Limit stalls comprise 12.8% of the supply in the High Occupancy Node as compared to 40.5% for the larger study area.

Figure F
High Occupancy Node - Boundaries



This area of the downtown experienced the highest level of parking activity during the course of the survey day. The overall peak hour occupancy reached 69.8% from 11:00 AM to 12:00 PM (see **Table 9** and **Figure G**, below). This is a significant increase particularly when compared with the larger study area (at 49.8%); however, over 30% of the supply (97 stalls) still remains empty during the downtown peak.

Average length of stay for the Node (3 hours and 20 minutes) showed a slight decrease when compared the larger study area, but remains well above average for a typical downtown core.⁹ Also, time stays in 2 Hour stalls (at 2 hours and 51 minutes) is higher than the average for the entire study area (2 hours and 46 minutes). Not surprisingly, the No Limit stalls are the most highly occupied stalls within the Node at 92.1% during the peak hour. Downtown employees likely seek out these stalls in the morning hours and leave their vehicles there throughout the work day. This is further evidenced by the significant average time stay for the No Limit stalls, approaching five hours (4 hours and 51 minutes).

⁹ Industry standards would suggest average on-street time stay for downtown in range from 1 hour and 20 minutes to 1 hour and 50 minutes to assure turnover and convenient access to street level business.

Table 9
High Occupancy Node – On-Street Parking Summary by Time Stay

Downtown Springfield Parking Study Area – High Occupancy Node					
Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)	Average Length of Stay
All Stalls	296	11:00 am – noon	69.8%	97	3 hr/ 20 min.
Usage by Time Stay					
30 minutes	8	11:00 am – 1:00 pm	62.5%	3	N/A
2 hours	246	11:00 am – noon	63.8%	89	2 hr/ 51 min.
No Limit	38	11:00 am – noon	92.1%	3	4 hr/ 51 min.
Funeral Parking Only	4	2:00 – 3:00 pm	100%	0	3 hr/ 0 min.

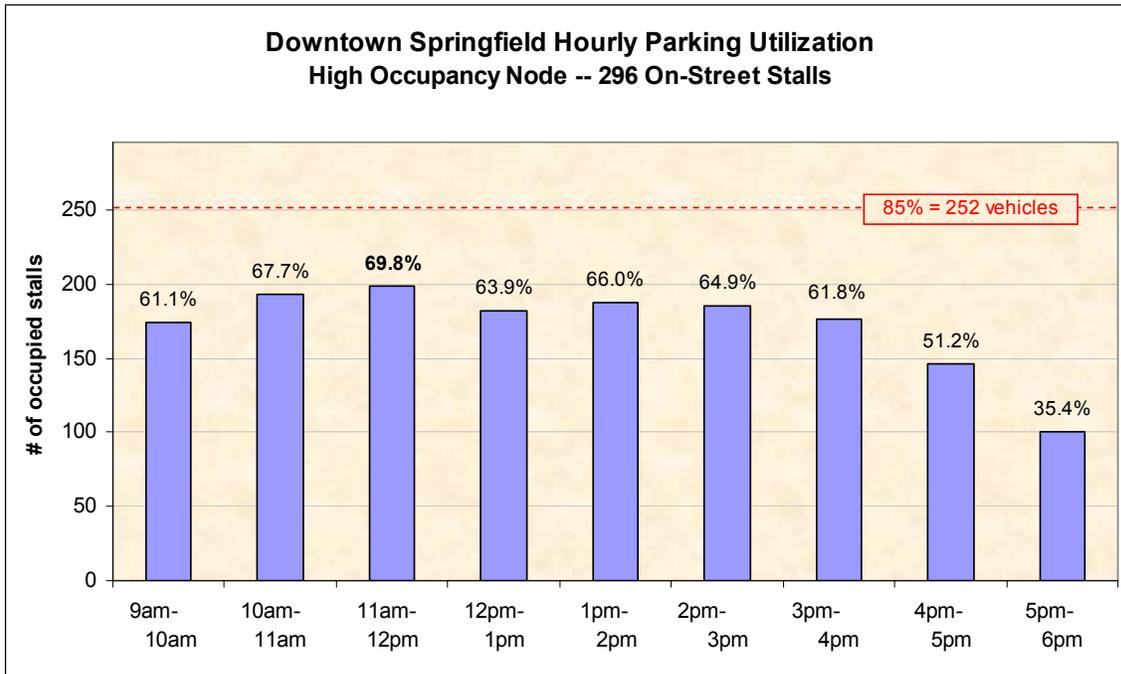
Table 10 summarizes use characteristics for the High Occupancy Node and provides a comparison to the larger study area

As provided in **Table 10**, there is a slight decrease in average time stay, with stays about 9 minutes less in the Node as contrasted to the entire study area. This has a corollary affect on the turnover rate, which improves by 4.5%, from 2.87 to 3.00, but still falls below the “desired” standard of 4.5 – 5.0. The node also captures a higher share of unique vehicles and vehicle hours parked (63% and 60%, respectively) when contrasted to the fact that the Node contains just 46% of all on-street parking in the study area. Not surprisingly, this suggests that this area of the downtown is where people want to be. Finally, there is a slight increase in violation rates in the High Occupancy Node, which are very high generally.

Table 10
On-Street Parking: Summary of Use Characteristics
High Occupancy Node

Use Characteristic	Entire Study Area 647 stalls	High Occupancy Node 296 stalls (46% of all stalls)
Average length of stay per vehicle per occupied stall	3 hrs./ 29 minutes	3 hrs./ 20 minutes
Actual number of unique vehicles	1,031	645 (63% of unique vehicles)
Actual number of vehicle hours parked	2,596	1,545 (60% of all hours parked)
Actual turnover rate (number of cars to use a single occupied stall over a 10 hour period)	2.87	3.00
% of unique vehicles violating the posted time stay	24.3%	25.6%
% of total vehicle hours spent in violation of posted time stay	35.6%	36.2%

Figure G
High Occupancy Node – On-Street Hourly Parking Occupancies



Findings from the on-street analysis in the High Occupancy Node include:

- The highest rate of occupancy occurs between the hours of 11:00 AM and 12:00 PM, reaching 69.8% and 199 vehicles parked and 97 stalls empty.
- Occupancies dip at the lunch hour, which may be a result of employees leaving downtown to seek out greater dining options.
- There is a slight recovery after the noon hour, followed by a precipitous decline in all activity leaving only 100 vehicles parked on the street between the hours of 5:00 and 6:00 PM.
- Parking is available on-street throughout each hour of the operating day.
- Block faces that exceed 85% in the peak hour are generally adjacent to, or within reasonable walking distance, of block faces with available parking (see **Figure G**, above).

d. Off-Street System – High Occupancy Node

Similar to the on-street system, it is also important to examine the off-street supply in a High Occupancy Node analysis, thereby reducing the potential influence of sparsely occupied surface lots on the periphery of the study area. Using the same boundaries of the on-street High Occupancy Node, the off-street system was ‘trimmed’ to show only surface lot occupancies that fall wholly within the downtown’s commercial core.

The Node contains 837 of the total 1,172 off-street parking stalls in the larger study area, approximately 71% of the total off-street supply. All 283 publicly controlled off-street stalls fall within the Node’s boundaries. Privately owned off-street stalls represent 62% of that supply (or 514 of 837 total stalls). The combined public/private off-street peak hour occupancy in the Node of Highest Occupancy is 62.8%, an eight percentage point increase when contrasted to the entire study area (54.8%).

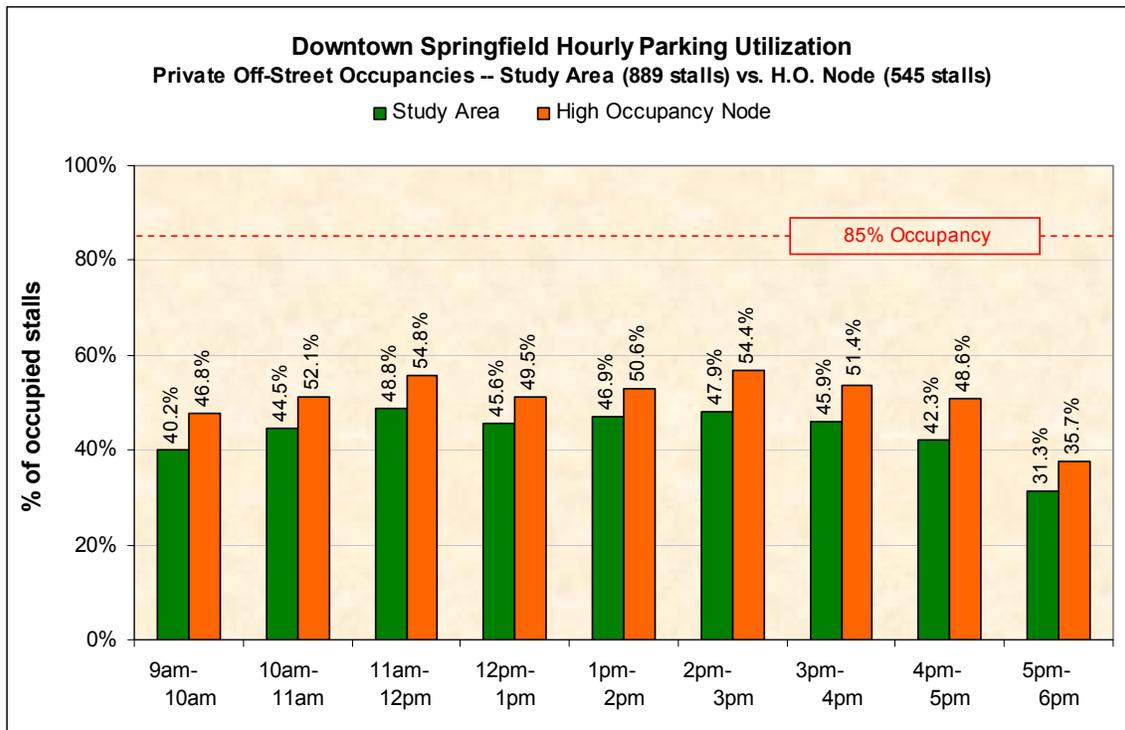
Table 11 quantifies off-street occupancy characteristics of the High Occupancy Node and demonstrates that a significant amount of parking is available in this Node as the peak hour, with 311 empty stalls. The majority of availability (245 of 311 stalls) is in private hands.

Table 11
High Occupancy Node - Off-Street Parking Summary

Type of Stall	# of Lots	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)
All Stalls	36	837	11 am - Noon	62.8%	311
Usage by Type					
Private Lots	24	554	11 am – Noon	55.8%	245
Public Lots	12	283	10 am – 11 am	76.0%	68

Figure H shows the comparative occupancies of privately controlled off-street lots within the High Occupancy Node versus the larger study area. As the **Figure** demonstrates, lot occupancies in the node are generally higher than the area average, but still well below the 85% standard that would signal a constraint or lack of availability.

Figure H
High Occupancy Node – Comparative Off-Street Occupancies



From data derived for the off-street system in this Node, the following conclusions can be derived:

- The peak hour occurs between 11:00 AM – 12:00 PM when occupancies reach 62.8%. At this time, there are 311 empty stalls in the off-street supply.
- 71% of all off-street parking is located within the boundaries of the High Occupancy Node, presenting an opportunity to move employees currently parking on-street in the Node to conveniently located and proximate off-street options.
- Occupancies within the Node exceed those of the larger study area in each hour of the survey day. Variations in occupancy range from 3.7 percentage points (1:00 – 2:00 PM) to 6.6 percentage points (9:00 – 10:00 AM).
- Though occupancies are somewhat higher within this node, there is an abundant amount of parking available during the peak hour in off-street lots, though much of that supply (as with the larger study area) is in private ownership/control.

E. SUMMARY

The data analysis of the Springfield parking inventory indicates that the system is operating at a low level of capacity, with slow turnover and abundant available supply. Peak hour occupancies hover near 50% for both the on and off-street supplies of parking. There are a few “deficits” of parking in the downtown at localized block faces, though the proximity of available supply is consistently within a short walking distance at all points throughout the downtown. In short, the availability of “surplus” parking is well located to the demand for parking throughout the downtown study area. The fact that a significant portion of available parking off-street is in private control present both challenges and opportunities. The challenge lies in initiating discussions, forming partnerships and managing coordination of diverse properties. The opportunity lies in the fact that shared parking arrangements can quickly lead to better management of a demonstrated surplus of parking and is a natural first step toward accommodating demand and controlling long-term parking development costs.

On-street

The format of on-street parking (with a high number of “No Limit” on-street stalls) and the low rate of turnover are not conducive to an area striving to attract customer traffic and retail growth. The data on format and utilization clearly demonstrates that a high number of employees park on street. Whether merchants/businesses can and are willing to direct their employees into off street locations is a topic for additional discussion with the City and downtown stakeholders. This will be addressed as parking management strategies are developed and recommended for implementation. This will be an important discussion, but the need to increase turnover to standards more conducive to vibrant ground level retail will be critical to Springfield’s future success.

Off-street

There is an abundance of off-street parking within the downtown at this time. In the peak hour, 530 stalls are empty and available in lots throughout the study area. Within the “core” approximately 330 stalls are empty. As Springfield grows, maximizing use of these stalls will be integral to (a) improving/prioritizing the availability of the on-street supply for customers and visitors, (b) promoting an attractive retail environment and (c) cost effectively managing how, and by how much, the future supply of parking grows.

Section IV: Parking Demand Analysis

Parking Demand Analysis

Parking ratios express the actual number of parking spaces available to serve demand for land uses in an area (i.e., office, retail, residential and/or mixed-use development). The number of stalls represented by a parking ratio may exceed actual demand for parking or fall short of that demand. *Demand* ratios, on the other hand, are generally expressed in the context of peak hour use of a specific built supply of parking. In other words, demand ratios represent an estimate of the actual number of stalls occupied at the peak hour relative to occupied land uses. Effectively managing the relationship between land uses, built and occupied parking supply is a fundamental challenge of parking management.

Understanding the difference between the ratios of built supply and the ratio of actual demand is an important element for parking management. Parking ratios based on actual demand allow cities the ability to plan for parking at a rate consistent with actual use, thereby reducing overall parking development costs over time. An understanding of actual demand also allows a city to estimate the impact of new development on an existing supply of parking.

The exercise represented in this section is an attempt to develop a better understanding of parking supply and demand for Springfield. To that end, the consultant team derived two “ratios” from the data analysis.

- The actual *Built Ratio* of parking, which is the relationship between total stall built total built land uses in the Downtown Springfield study zone.
- The actual *Parking Demand Ratio*, which is expressed as a relationship of actual use of a parking supply and occupied building area. This is based on actual usage data from the “typical day” survey.

A. METHODOLOGY

The consultant team developed a comprehensive list of all land uses within the downtown study area using the most current land use data for the downtown.¹⁰ Square footages were derived for commercial, retail and institutional properties only (i.e., no residential).¹¹ The resultant *built ratio* of parking to land use then is reflective of the total availability of parking serving a mixed-use environment and the sum total of building area in the study area. The *demand ratio* reflects actual parking use associated only with occupied land use. The consultant team was then able to express actual parking demand ratios per 1,000 square feet of mixed-use development for Springfield’s Downtown.¹²

B. FINDINGS

Parking demand ratio calculations revealed two different, but equally useful correlations:

- ***Built Parking Stalls to Built Land Use.*** This represents the total number of existing parking stalls correlated to total existing land use square footage (occupied or vacant) within the study area. According to data provided by the City, there is approximately 966,215 square feet of commercial

¹⁰ Total building area and occupancy rate derived from December 2009 data provided to the study by the City of Springfield.

¹¹ Residential building square footages and parking associated with residential were factored out of the study to assure that “parking demand” was directly related to commercial uses and parking for commercial uses.

¹² This analysis quantified the relationship between land uses, parking occupancy and built parking supply. Though not a definitive measure of demand by specific land use types, this exercise is useful in deriving estimates for overall mixed use demand in Springfield based on actual parking activity in the downtown.

mixed uses in the study zone. Given that there are 1,819 total on and off-street parking stalls in the study zone, the built ratio of parking is 1.88 parking stalls per 1,000 square feet of built land use.

- **Actual Parking Demand to Occupied Land Use.** According to a recent City update, 869,594 square feet of downtown’s total built building area is actually occupied, an occupancy rate of 90%.¹³ Data from the parking study indicates that 959 vehicles are parked at the peak hour (combined on and off-street). As such, when actual parked vehicles are correlated with actual occupied building area, an actual parking demand ratio of 1.11 parking stalls per 1,000 square feet of built land use.

Table 12, below, summarizes the analysis used to determine the combined built ratio of parking and actual demand ratio for that parking based on the peak hour occupancy/occupied building area for the study area.

Table 12
Study Area Demand – Mixed Land Use to Built Supply

Downtown Springfield Parking Demand Assessment	
Total number of parking stalls “built” in the study zone, combining on and off-street parking	1,819 stalls
Built land use in study zone (office, retail, restaurant, govt., entertainment)	966,215 SF
Built parking ratio: All parking (on and off-street) to all built land use	1.88 stalls per 1,000 SF
<hr/>	
Total vehicles parked at peak hour (on and off-street)	959
Occupied land use in study zone	869,594 SF
Actual Parking Demand at peak hour	1.11 stalls per 1,000 SF
Actual Parking Demand with 15% “buffer” added	1.28 stalls per 1,000 SF

To date, parking has been *built* at an average rate of 1.88 stalls per 1,000 square feet of development within the downtown Springfield study zone. To date, this rate has proven effective in creating sufficient parking availability for downtown users *and* a fairly significant over supply of parking. In the future, continuing to provide parking at 1.88 stalls per 1,000 SF may become prohibitive as the desire to conserve land area for buildings and the cost of transitioning from surface parking to garages occurs. As such, moving to a more efficient standard may be prudent.

This study would suggest that forecasting and planning for parking in the future begin at a rate of 1.28 stalls per 1,000 SF of new land use. This rate uses the 1.11 stalls per 1,000 SF actual parking demand ratio and includes a 15% “buffer” above actual demand to address any unexpected growth or spikes in parking activity that might occur. Parking at this rate would be more efficient in accommodating actual demand and controlling long-term parking development costs.

For purposes of comparison, **Table 13**, below, provides a summary of built supply to actual demand for other cities that the consultant team has worked with.

¹³ Total building area and occupancy rate derived from December 2009 data provided to the study by the City of Springfield.

Table 13
Other Cities – Summary of Built Supply to Actual Demand

City	Minimum Requirement/ 1,000 SF Or Actual Built Supply	Actual Demand/1,000 SF	Gap (oversupply) between parking required/built and actual parking demand (for every 1,000 gsf)
Beaverton, OR	4.15	1.85	2.3
Bend, OR	3.0	1.7 – 1.9	1.1 – 1.3
Corvallis, OR	2.0	1.50	0.50
Hillsboro, OR	3.0	1.64	1.36
Hood River, OR	1.54	1.23	0.31
Kirkland, WA	2.5	1.98	0.52
Redmond, WA	3.5 max/4.10 built	2.91	0.59 – 1.19
Sacramento CA	2.0	1.60	0.40
Salem, OR	3.15	2.04	1.11
Seattle, WA (SLU)	2.5+	1.75	0.75
Springfield, OR	1.88	1.11 – 1.28	0.60 - 0.77
Ventura, CA	2.59	1.50	1.09

As this study transitions to implementation of the recommended parking strategies (see Section VI), programs will need to be examined that assure parking is provided at a rate appropriate to growth and marketability as well as in a format that is efficient, cost effective and supportive of the downtown vision of higher density and more compact urban development.

C. SUMMARY

Actual parking demand in the downtown is in the range of 1.11 stall per 1,000 square feet of mixed use building area. To date, parking has been supplied (built) at a ratio of 1.88 stalls per 1,000 square feet. As such parking has generally been provided at a rate that exceeds actual demand. Given both the cost of providing parking in the future and the desire to maximize land use for new development, it is unlikely that Springfield will be able to continue to provide parking at historic rates. To this end, the analysis provided with this study has identified a ratio of 1.28 stalls per 1,000 square feet as a new standard for planning and forecasting in the future. This rate will assure that the demand for parking can be met, with some “buffer” of availability available for growth and flexibility within the system. Though building above this rate is not to be discouraged (if funds are available to do so), this rate does provide a base standard that can accommodate demand and control costs.

Section V: On-Street Parking 'Add-Backs'

On-Street Parking “Add Backs”

A. ASSESSMENT

The assessment of on-street parking add-backs is a critical exercise that identifies areas of the downtown where additional stalls can be incorporated back into the parking system¹⁴. On-street parking stalls represent the “front door” to downtown for a majority of customers and visitors. Similarly, on-street parking is a very cost effective way to provide access as opposed to the costs of lots and garages. As such, all efforts should be made to maximize its availability in emerging downtowns. One of the tenets of the parking industry is the notion that “on-street parking is a finite supply;” rarely can it be expanded, so when an opportunity exists to grow the on-street supply it should be seriously considered. The consultant team developed a listing of potential add backs. **Table 14** identifies an additional 71 potential add-backs to Springfield’s on-street system. In some instances, pictures are provided and correlated to Block Face ID numbers located in the first column of the table.

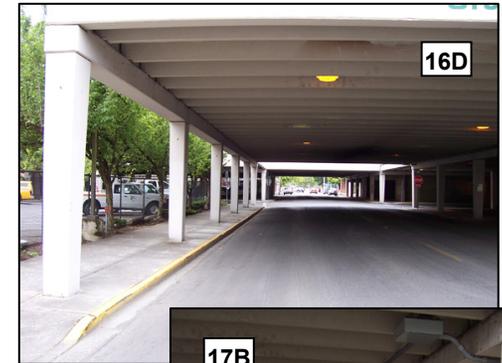
Table 14
Additional On-Street Parking ‘Add-Backs’

Block Face ID	Location Description	# of Potential Stalls	Notes
8C	north side B Street btwn 7 th and 8 th	2	A stall could be added at either end of the block at each corner.
14D	east side of 8 th btwn B Street and North A	2	At the north end of the block, immediately in front of the stop sign
15B	west side of 8 th btwn B Street and North A	1	Adjacent to Post Office immediately in front of stop sign.
15D	Loading zones – signed as “No Parking 30 Minute Loading Zone” Other locations: 27B, 27C,30A, 39B	5	confusing signage should be replaced with combination loading zones – loading 6AM – 10AM, 2-Hour parking 10AM – 6PM
16B	west side of 7 th btwn B Street and North A	1	Additional stall on south end of block immediately in front of stop sign
16C	North side of North A btwn 6 th and 7 th Streets	1	An additional stall could be added under the City Hall overhang

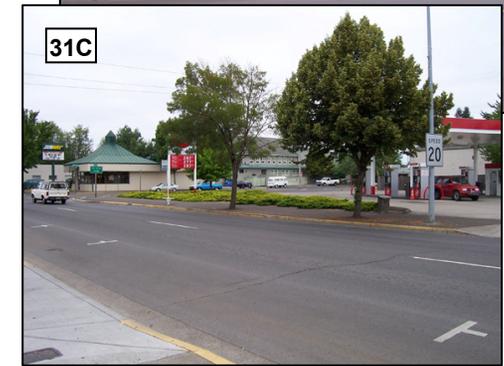


¹⁴ Add-back recommendations should be verified and evaluated by city transportation engineers.

16D	east side of 6 th btwn B Street and North A	4	At south end of block under City Hall overhang; replace yellow curb with additional parking
17B	west side of 6 th btwn B Street and North A	2	A minimum of 2 stalls (up to 3) could be added in place of yellow curb under overhang of City Hall
17C	North side of North A btwn 5 th and 6 th Streets	4	At least 4 stalls could be added under the City Hall overhang toward the east end of the block
18B	west side of 5 th btwn B Street and North A	1	Stall could be added at south end of block in front of stop sign
20C	north side of North A btwn Pioneer Parkway East and West	2	Up to 3 stalls could be added at either end of the block before/after the entry/exit of circular driveway
20D	east side of Pioneer Parkway West btwn B Street and North A	4	Replace yellow curb at south end of block with at least 4 additional stalls
21B	west side of Pioneer Parkway West between btwn North A and B Streets	5	Replace yellow curb with on-street parking at the south end of the block
26D	east side of Pioneer Parkway East btwn Main and North A	3	2 stalls could be added at the south end of the block closest to Main; a third could be added at the north end of the block just south of the curb cut at the corner
28A	South side of North A btwn 5 th and 6 th	6	Stalls could be added along most of the block face favoring the east end
28B	west side of 6 th btwn North A and Main	4	Stalls could be added on the north end of the block under the City Hall overhang.
28C	North side of Main btwn 5 th and 6 th Streets	2	Stalls could be added immediately to the west of the curb cut to the public parking lot
28D	east side of 5 th btwn Main and North A	1	Stall could be added at the north end of the block in front of the stop sign
29A	south side of North A btwn 6 th and 7 th	6	5 stalls could be added under the City Hall overhang on the west end of the block; the 6 th stall would be added on the east



			end of the block at the stop sign.
29D	East side 6 th btwn North A and Main	3	Stalls could be added on the north end of the block under the City Hall overhang.
30A	south side of North A btwn 7 th and 8 th Streets	2	Stalls could be added at west end of block in front of Key Bank
30D	east side of 7 th btwn Main and North A	1	At least one (maybe 2) stall could be added at the north end of the block in front of stop sign
31C	North side of Main btwn 8 th and 9 th Streets	3	At least 3 stalls could be added at the west end of the block immediately south of the service station – replacing bus turnout ¹⁵ with on-street parking
31D	east side of 8 th btwn North A and Main	3	Up to 3 stalls could be added, one at either end of block, the third near curb cut just north of service station
37A	south side of Main btwn 7 th and 8 th Streets	2	Remove/relocate drive-up mail box drop at east end of block, restripe for 2 additional stalls
38A	south side of Main btwn 6 th and 7 th Streets	1	Abandoned curb cut on east end of block should be closed (1-2) stalls could be added
38B	west side of 7 th btwn Main and South A	2	Stalls could be added at both ends of the block closest to Main and South A
39A	south side of Main btwn 5 th and 6 th Streets	1	An additional stall could be netted with restriping stalls at 20'
	TOTALS	71	Net New Parking Stalls



¹⁵ This bus stop should be given a similar treatment as the ones located on B Street, where the bus pauses in the right-of-way adjacent to parked vehicles at the curb extension to let passengers on and off. The purpose would be twofold, it would increase the number of on-street stalls while helping to calm traffic speeds along Main Street.

B. SUMMARY

There is an opportunity to add back up to 71 stalls within the current on-street parking system. Efforts to implement the recommendations for add backs contained in this analysis are encouraged. To do so, while recognizing traffic safety and circulation issues, is the most efficient and cost effective means to “new supply.” The consultant team and the PAC recognize that not all the suggested add backs are ultimately possible, and will require review by the City’s Traffic Engineer and staff. Nonetheless, the overall value of the 71 stalls recommended is in the range of \$700,000 to \$2.27 million - if viewed from the solely from the perspective of adding such capacity in the future on surface parking lots or parking garages, respectively, in the future.

Section VI: Parking Management Plan – Operating Principles

Parking Management Plan – Operating Principles

This section of the report presents a proposed parking management plan for downtown Springfield. The proposed plan strives to remain consistent with the Guiding Principles and give direction to future decision-making for the implementation of parking management strategies. These strategies are designed to assure priority access is maintained in each parking management zone. Overall, the plan is intended to provide a flexible system of parking management that is triggered by demand and implemented within the context of consensus goals and vision for the downtown.

The purpose of the parking management plan is to:

- Clearly define the intended use and purpose of the parking system,
- Manage the supply and enforce the parking policies and regulations,
- Monitor use and respond to changes in demand, and
- Maintain the intended function of the overall system.

A. PARKING MANAGEMENT ZONES

Different segments of the downtown have different economic uses and represent different points of access into the downtown. The Guiding Principles developed by the Parking Advisory Committee (PAC) emphasize the heart or central core of downtown represents the area in which the highest density of economic activity and access is intended to occur. There are also distinct areas of the downtown with differing levels/types of desired economic activity. The desired uses in a particular area of downtown should drive the decision making for the type of parking required. Parking, then, becomes a management tool that supports specific economic uses. Implementation of parking management strategies in publicly controlled parking supply is supportive of the economic development plan for the City of Springfield and its downtown.

Figure I, next page, shows three recommended *parking management zones* for downtown Springfield.

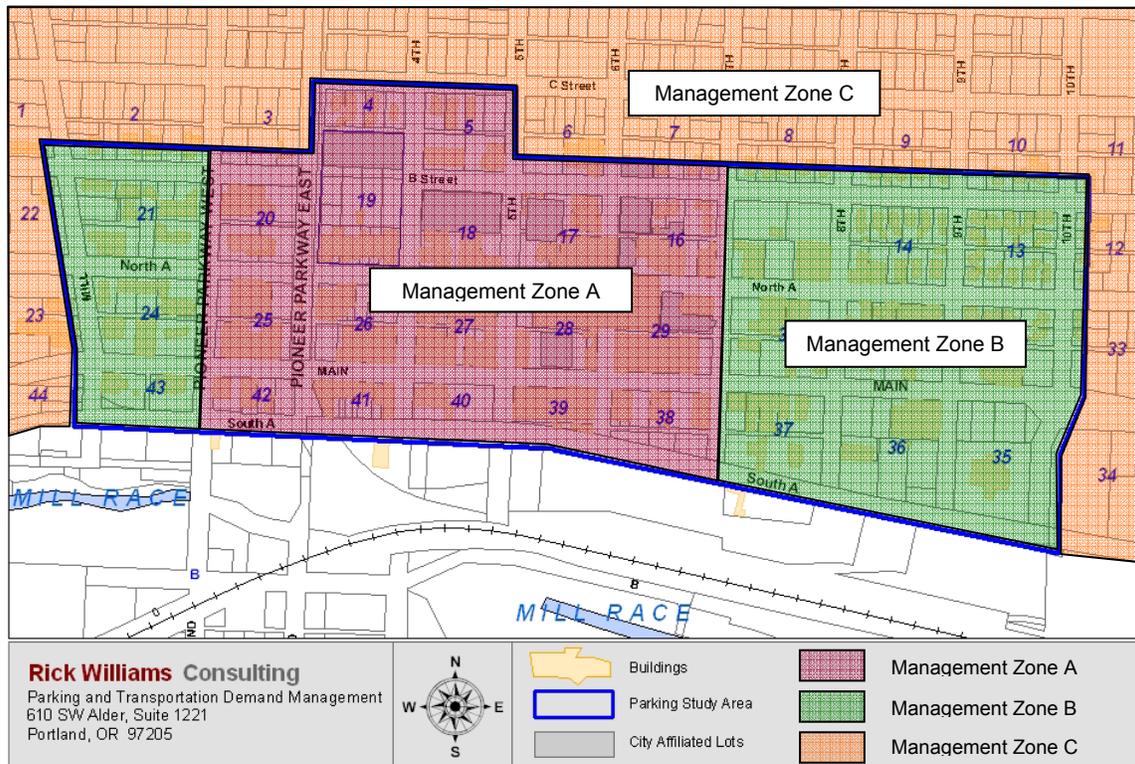
Zones A and B were primarily derived from the PAC process and informed through work and analysis completed in Section III from data zones. Zone C represents a “peripheral zone” comprised primarily of residential uses, which needs some management to assure that spillover impacts from Zones A and B are mitigated or minimized. Zone boundaries were established based on the existing economic and transportation characteristics, as well as desired uses for the area, as identified by the PAC. Each zone is summarized and its primary purpose and priority stated in this section below.

In short, these five zones represent “economic activity zones” in the downtown that are both reflective of existing land uses in addition to areas where future growth of specific economic development is anticipated and desired. From an access perspective, each zone will need to be managed in a manner that supports priority economic uses and users identified for that zone.



Figure I

Downtown Springfield Parking Management Study Area
 Parking Management Areas



B. OPERATING PRINCIPLES

Operating principles define the purpose and priority for parking in each of the Parking Management Zones. Operating Principles complement and reinforce the Guiding Principles established for the downtown. Within the context of the operating principles for each zone is a specific implementation framework through which decision making for that zone can occur. The implementation framework provides an on-going foundation for strategic decision making grounded in the operating priorities established for the zone and for the downtown as a whole.

With adoption of a parking management plan the City commits to implement parking management strategies in *publicly controlled* parking areas to assure the purpose and priority for parking established in the Operating Principles are consistently attained.

Operating principles and an implementation framework have been developed for each parking management zone. It is important to recognize the operating principles and the implementation framework for each zone are intended to serve as neutral reference points from which discussions of parking decision making and strategy implementation are based over time. As 85 percent occupancy triggers are activated, these principles and framework guidelines will help future decision-makers through strategy development. Strategies will then be implemented to address specific demand and capacity issues in a manner appropriate to that particular point in time. In this manner, the parking management plan remains fluid and adaptable to changing conditions as the downtown develops and grows.

ZONE A - Core Zone

The core zone of downtown includes the highest density of development and is intended to support a high concentration of employment, retail, restaurant, and entertainment opportunities.

1. Operating Principles (Zone A)

The primary purpose of parking in Zone A is to serve customer and other short-term visitor needs and support desired economic uses in the zone.

- ✓ The purpose of, and priority for, public parking in Zone A is to support and enhance the vitality of the retail core.
- ✓ Parking for short-term users is the priority for on-street and off-street spaces in Zone A.
- ✓ Employees should be discouraged from parking in Zone A, particularly on-street.
- ✓ Parking will be provided to ensure convenient, economical, and user-friendly access for customers, clients, and visitors to downtown at all hours of the operating day (i.e., weekdays, evenings and weekends).
- ✓ All on-street parking in Zone A will be regulated (i.e., time stay and enforced).

2. Implementation Framework (Zone A)

- a. All on-street parking will be 2 hour parking based on the principle that:
 - The 2 hour time stay allows adequate customer, visitor and client access to the retail core.
 - Uniform time stays foster a parking environment that is easy for the customer, visitor and client to understand.
- b. The long-term priority for on-street parking in Zone A will be 2 hour parking. As strategies within this plan are implemented, any on-street spaces of longer duration will be transitioned to off-street locations within the core and immediately adjacent to it.
- c. The priority for off-street parking in Zone A will be a combination of stays of employee parking and visitor parking that accommodates customers, visitors and clients needing longer term stay opportunities. Employee parking in the core is to be discouraged over time as visitor demand increases. As visitor demand increases the mix of employee parking in Zone A should favor visitors with more employees moved to Zone B and/or alternative modes.
- d. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in the core area. If utilization of on and off-street parking in Zone A exceeds 85 percent for sustained periods of time and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:
 - Increase level and/or duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).

- Reduce on-street time stays to increase turnover (e.g., 2-hours to 90 minutes) as appropriate.
 - Transition employee parking in Zone A into other parking zone(s) through attrition and/or elimination of monthly permits issued for long-term parking in the zone.
 - Pursue shared-use agreements with private lots to provide for additional short-term parking in Zone A.
 - Pursue implementation of valet programs (e.g., in partnership with restaurants) to enhance customer/visitor access by shuttling cars to areas with available capacity.
 - Convert some signed time limits to metered time limits to create greater efficiency in actual rate of turnover and to create a potential revenue source for new supply.
 - Expand the boundaries of the Core management zone to increase the number of on-street visitor spaces.
 - Increase non-SOV use (i.e., programs for shuttles, transit, ridesharing, etc.)
 - Create new public supply in Zone A.
- e. The City will establish policy guidelines for exceptions to the short-term parking requirements in Zone A.

- Handicapped/disabled access
- 15 - 30 minute zones
 - (1) Specific criteria for approval (i.e., by specific business type).
 - (2) Specific locations (i.e., end of block versus mid block).
 - (3) Number per geographic area (i.e., shared by users in a particular area).
- Loading zones
 - (1) Maximum number per block face(s).
 - (2) Limitation on number per geographic area (e.g., no more than two for every three continuous block faces).
 - (3) Evaluation of opportunities for shared loading and customer parking.¹⁶



ZONE B – Emerging Core Zone

Zone B, the Emerging Core Zone, includes a mix of development types, but at lower densities than in the core and with a relatively higher proportion of service, auto dealer ships, residential and professional services. Expansions of the economic land use characteristics of Zone A are expected to occur in the Emerging Core Zone.

¹⁶ "Combination Loading Zones" have been used in other jurisdictions allowing loading during specific periods of the day (e.g., 6:30 a.m. - 10:00 a.m.) , then convert to short-term parking during all other time periods. Such zones, if successfully managed, can increase overall short-term supply.

1. **Operating Principles (Zone B)**

The City's goal is to continue to encourage the mixed-use development of this zone, particularly as it supports the retail core. As such, on street parking in Zone B is intended to transition over time to serve short-term parking needs and the desired land uses in this zone. In the interim, surplus parking in the zone can be effectively utilized to meet unmet long-term demand.

- ✓ Most (if not all) on-street parking in this zone will be transitioned to serve short-term, visitor parking. Off-street parking will continue to provide a mix of short and long-term stay opportunities.
- ✓ Underutilized on-street parking in this zone will be made available to employee parking.
- ✓ Over time, on-street parking will reflect a balanced mix of short and long-term stay opportunities. Long-term parking may eventually require transition into off-street supply.
- ✓ Off-street parking in this zone is intended to provide convenient and cost-effective employee parking supply as a measure to preserve higher access opportunities for customer and patron use in the core zones.
- ✓ Parking in this zone will be managed in a manner that minimizes and mitigates spill over of commercial parking demand into residential areas immediately adjacent to the central business district.

2. **Implementation Framework (Zone B)**

- a. The majority of on-street parking will be 3 hour parking “or by permit,” with an appropriate mix of short and long-term parking based on capacity considerations (i.e., 85% Rule).¹⁷ This is based on the principle that:
 - (1) This mix of parking is conducive to both customers and employees and longer term visitor parking for the downtown;
 - (2) There is adequate on-street capacity in the zone to meet both short and long-term parking demand.
 - (3) The current economic uses in the zone do not as yet require the type of turnover ratios necessary in Zone A.
- b. The long-term priority for on street parking in Zone B will be 2 hour parking. As strategies within this plan are implemented, long-term parking (permits) and 3 Hour stalls will be transitioned to off-street locations within the Emerging Core Zone and immediately adjacent to it.
- c. The priority for off-street parking in Zone B will be mixed-use parking to accommodate the full range of users, including employees, customers, visitors and clients. These facilities are intended to provide for a range of time stay opportunities.
- d. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in Zone B. If utilization of on and off-street parking in the Emerging Core Zone exceeds 85 percent for sustained periods of time and turnover meets desired rates, the City will evaluate and implement one, or a

¹⁷ 3 hour stalls ‘or by permit’ parking in this zone will create a clear distinction between Zone A and Zone B and allow for longer term short-term stays for customers wanting them.

combination of, the following implementation steps “triggered” by the 85 percent threshold:

- Increase level and duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
 - Increase mix of short-term time stays (2 Hour only) to increase turnover.
 - Pursue shared-use agreements with private lots to provide for additional parking in Zone B or adjacent areas.
 - Transition on-street employee parking in Zone B into available off-street locations within the parking zone or “satellite locations.”
 - Increase non-SOV use by employees (i.e., programs, transit, bike/walk, ridesharing). This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
 - Meter/charge for parking (on and/or off-street) to create greater efficiency in actual rate of turnover and to create a potential revenue source for new supply.
 - Create new mixed-use public parking supply within or adjacent to the zone.
- e. The City will establish policy guidelines for exceptions to the parking requirements in the Emerging Core Zone.
- Handicapped/disabled access
 - 15 - 30 minute zones
 - (1) Specific criteria for approval (i.e., by specific business type)
 - (2) Specific locations (i.e., end of block vs. mid block)
 - (3) Number per geographic area (i.e., should be shared by users in a particular area)
 - Loading zones
 - (1) Maximum number per block face(s).
 - (2) Limitation on number per geographic area (e.g., no more than two for every three continuous block faces).
 - (3) Evaluation of opportunities for shared loading and customer parking.

ZONE C – Peripheral Parking Zone

The Peripheral Area serves a high proportion of residential demand with some low-density commercial uses. If spillover effects from the Core and Emerging Core Zones (Zones A & B) are problematic, a Residential Parking Zone (RPZ) may be established to ensure that adequate parking is available for demand generated from uses within the Peripheral Area. Initially, parking in the Peripheral Area is intended to be largely unregulated.



1. Operating Principles (Peripheral Parking Area)

Parking in the Peripheral Area is intended to serve residential demand and uses generating demand from within the zone. It is intended that “spill over” from other parking zones within the CBD be mitigated.

- ✓ Parking in the Peripheral Area is intended to meet demand generated within this parking area.
- ✓ Parking in this area is unregulated. As such, no time stay restrictions are in effect. Future management strategies assumed for this area would be contingent on the parking activity, capacity, and utilization of all other parking zones.
- ✓ If parking spillover from Zones A or B results in inadequate parking availability for properties within the Peripheral Area, Residential/Area Permit Zone programs may be desired.

2. Implementation Framework (Peripheral Area)

- a. Parking in this zone is unregulated. As such, no time stays are in effect. Future management strategies assumed for this area will be contingent on the parking activity, capacity, and utilization of all other parking zones.
- b. Residential Permit Zone programs may be implemented if parking spillover from Zones A – E results in inadequate parking availability for properties within the Peripheral Area.

C. SUMMARY

Formatting decision-making within the context of unique parking management zones with specific operating objectives and criteria assures that the implementation of strategies is tied directly to desired outcomes. This will facilitate what may at times seem to be difficult or controversial decisions (e.g., increased enforcement, displacement of employees out of visitor supply, rates, etc.). Operating principles are established to provide a reasonable and strategic framework for discussions of parking management actions and their appropriate implementation.

Section VII: Parking Management Plan - Strategy Recommendations

Parking Management Plan - Strategy Recommendations

As a result of the data collection and analysis, as well as continuing discussions with the City and stakeholders, specific parking management strategies have been identified and are recommended for consideration. Recommendations for changes in current policy/code and several near-term strategies (Phase 1) will optimize the efficiency of the *existing* parking inventory in Downtown Springfield. Additional mid- and longer-term strategies (Phases 2 & 3) are also recommended for consideration. The strategies recommended in this report are designed to assist the City to more effectively manage its downtown parking supply.

These recommendations are organized as follows:

- Policy Level Actions
- Recommended Parking Management Strategies: Phases 1 – 3

A summary of all recommended Actions and Strategies is attached as an Implementation Schedule at the end of this Section.

A. POLICY LEVEL ACTIONS (Immediate Implementation)

The following policy elements have been included to ensure the goals of the parking management plan can be achieved by incorporating parking system management into the City's development policy. Application of the 85 percent occupancy standard as the threshold for decision-making becomes the unifying monitoring device connecting these various policy elements. Formalizing the policy recommendations assures that the life of the parking management plan extends beyond the first round of strategy implementation. As such, it is recommended that the Policy Recommendations be adopted immediately by the City of Springfield.

1. Adopt policies and rules to guide parking management

a. Codify *Guiding Principles for Parking Management* as elements of City Code.

Guiding Principle(s) Supported:

- ✓ Provide clear and strategic direction to new development in downtown to assure new development maintains/improves access to the downtown.
- ✓ Implement measurements and reporting that assures Guiding Principles are supported and achieved.
- ✓ Correlate parking requirements more directly to mixed-use development vision for downtown.

The Guiding Principles provide a framework for managing parking and decision making in the downtown over time. "Codifying" the Guiding Principles by incorporating them into the Comprehensive Plan will serve to inform future management decision-making as well as development of future public facilities. Incorporating these principles into City Code and policy assures the intent and purpose for parking management, established through this study, is carried out over time.

b. Establish three “Parking Management Zones” based on usage and desired economic development.

Guiding Principle(s) Supported:

- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Manage the public parking supply using the “85% Rule” to inform and guide decision-making.
- ✓ Make the downtown conveniently accessible for the priority user of the public parking system – the patron of downtown.

Different segments of the downtown have different (a) different usage/occupancy dynamics, (b) varied and emerging economic uses and (c) represent different points of access into the downtown. The heart of downtown should represent the area in which the highest density of economic activity and access is intended to occur. Parking should be seen as a management tool that supports specific economic uses at different points in time as downtown develops, grows and evolves. The desired economic activity and use of parking in a particular area of downtown should guide the decision making for the parking management required.



It is recommended that Springfield establish three separate parking management zones, each having specific operational priorities. Figure A below provides a recommended breakout of those zones. Operating Principles for each of the three management zones are detailed in Section VI. Policy level action is described in A. 1. c., below.

c. Adopt the “Operating Principles” recommended in this plan and use them as an implementation framework within the City code that defines the priority purpose/use for parking in each parking management zone.

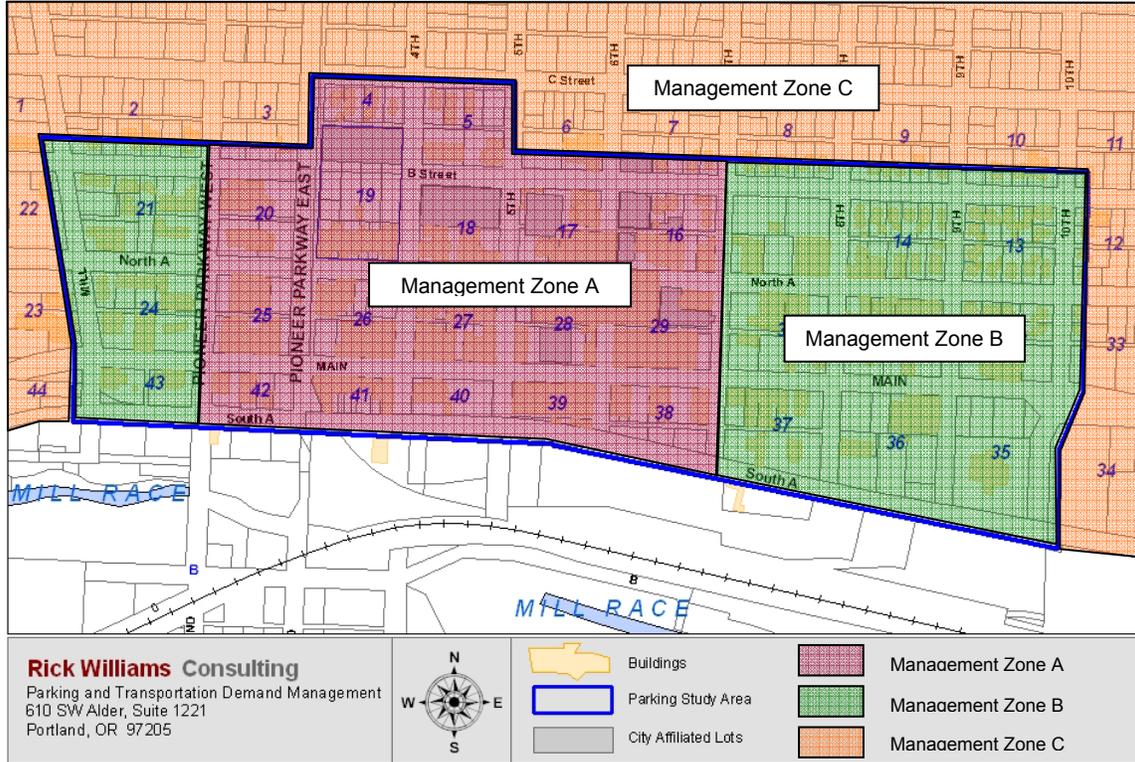
Guiding Principle(s) Supported:

- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Manage the public parking supply using the “85% Rule” to inform and guide decision-making.
- ✓ Provide clear and strategic direction to new development in downtown to assure development maintains/improves access to the downtown.

The recommended Parking Management Zones should be established and the Operating Principles described in Section VI should be used to guide the evaluation and management of day-to-day dynamics of parking activity. Operating principles are established to describe the

primary purposes for parking within each parking management zone and to complement and reinforce the Guiding Principles established for the downtown.

**Downtown Springfield Parking Management Study Area
Parking Management Areas**



d. Adopt the 85% Rule to facilitate/direct parking management strategies.

Guiding Principle(s) Supported:

- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision- making.
- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.
- ✓ Implement measurements and reporting that assures Guiding Principles are supported and achieved.

The 85% Rule is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85% occupancy in the peak hour, the supply becomes constrained and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85% occupancy in the peak hour, the 85% Rule would require that parking management strategies be evaluated and/or implemented to bring peak hour occupancies to a level below 85% to assure intended uses are conveniently accommodated.

The parking inventory for Springfield revealed that existing peak hour occupancies within the core of the downtown have “pockets” of activity where parking exceeds 85% in the peak hour

(on-street). This would suggest moving forward with strategies identified in this report in the core zone in a timely way (see, Phase 1 strategies, below). The 2009 - 2010 study also revealed that areas adjacent to the core are generally operating at less than 85 percent at this time. Having the 85% Rule formalized in policy will assure that a process for evaluating and responding to future parking activity in these areas is in place.

2. Develop a job description and submit a service package to create a position of “Parking Coordinator/Manager” for the City of Springfield.

Guiding Principle(s) Supported:

- ✓ Centralize management of the public parking supply
- ✓ Provide clear and strategic direction to new development in downtown to assure new development maintains/improves access to the downtown.
- ✓ Implement measurements and reporting that assures Guiding Principles are supported and achieved.
- ✓ Correlate parking requirements more directly to mixed-use development vision for downtown.

The complexity of parking and access will increase as the City and the downtown grows through redevelopment and increased demand for access. A single person should be assigned to oversee and manage all aspects of the program associated with parking in the downtown parking management zones. This person will also be responsible for transitioning strategies developed as a part of the 2010 study for downtown as demand for parking increases over time.

Ideally, this person would staff a representative stakeholder group (see 3 below) to routinely review overall parking activity in the downtown as well as by zone. Information developed through periodic update of the parking inventory (i.e. 85% Rule) would be used to evaluate “action triggers” and implement appropriate adopted strategies as necessary. The Parking Manager/Coordinator would also be charged with refining and shepherding the policy recommendations outlined in A. 1 (a) - (d) above through the appropriate City processes.

This position can most likely occur as a refinement/reformatting of an existing position. At the outset, the work outlined within this plan could consume as much as 0.25 to 0.50 FTE, growing over time to 1.0 FTE as more downtown development occurs and action thresholds that are a part of this plan are exceeded.

The City "process" for approving this type of service addition should be completed immediately to facilitate near-term restructuring of an existing position.

3. Establish a Parking Advisory Committee consisting of downtown stakeholders to assist in parking program implementation and review.

Guiding Principle(s) Supported:

- ✓ Assure a representative body of affected private and public constituents from within the downtown informs decision-making.
- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.

The City should develop a process through which a representative cross-section of downtown interests *routinely* assist the Parking Manager/Coordinator in the review and on-going implementation of the Parking Management Plan.

The stakeholder advisory process and a Parking Advisory Committee will: (a) assist the Parking Manager/Coordinator in the implementation of the parking management plan; (b) review parking issues over time; and (c) advise City Council on strategy implementation based on the Guiding Principles for parking management and use dynamics identified for specific parking areas.

4. Develop “exception” criteria for adoption by City Council that informs decision making for establishment of loading zones and 15, 30, 60, 90 minute and No Limit stalls within the downtown on-street supply.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

The 2009 – 2010 Parking Study recommends that all on-street parking in the downtown be designated as 2 hour parking as a base standard. This is predicated on study findings that indicate the majority of “customers” in the downtown stay between 1.5 and 2 hours. As such, time designations of less than 2 hours do not allow adequate time for a customer trip. Similarly, time stays in excess of 2 hours are most likely being used by employees.

Given this, all other types of on-street parking that differ from the 2 hour base standard (e.g., loading zones, 15, 30, 60, 90 minute, all day, etc.) would be considered “exceptions” and would have to be requested by an affected business or property owner.

It is recommended that the Parking Manager/Coordinator and Parking Advisory Committee establish criteria for exceptions as well as a process for requesting exceptions. It is also recommended that once specific criteria are established that the City Manager would be empowered with administrative authority to approve/deny requests based on input from the Parking Manager/Coordinator and Parking Advisory Committee.



Criteria and process should consider the following:

- a. Handicapped/disabled access
- b. 15 - 90 minute zones
 - (1) Specific criteria for approval (i.e., by specific business type).
 - (2) Specific locations (i.e., end of block versus mid block).
 - (3) Number per geographic area (i.e., shared by users in a particular area).

- c. Loading zones
 - (1) Maximum number per block face(s).
 - (2) Limitation on number per geographic area (e.g., no more than one for every three continuous block faces).
 - (3) Evaluation of opportunities for shared loading and customer parking.¹⁸

5. Establish a Downtown Parking and Transportation Fund as a mechanism to direct funds derived from parking into a dedicated fund.

Guiding Principle(s) Supported:

- ✓ Provide a “parking product” in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.

As the supply of parking becomes constrained over time, it will be important to direct funds into a specific account intended to support on-going transportation and access in the downtown. This can be done with existing and/or future parking-related revenue, or with net new revenues generated as a result of implementation of this plan. The Downtown Parking Fund should be dedicated to (not in priority order at this time):

- a. Debt service
- b. Parking operations (on-street/off-street/enforcement)
- c. Lot/garage maintenance
- d. Marketing and communications
- e. Transportation Demand Management programs
- f. New supply

It is recommended that such a fund be established as soon as feasible to ensure that net new revenues are captured within the fund.

B. PARKING MANAGEMENT STRATEGIES – RECOMMENDED FOR IMPLEMENTATION

PHASE 1 IMPLEMENTATION (6 – 12 months)

The following strategies are recommended for near-term implementation.

1. Appoint a Downtown Parking Manager.

Guiding Principle(s) Supported:

- ✓ Continue coordinated management of the public parking supply.

Upon approval of a budget and service package by the City Council, the City should move forward with the assignment of a downtown parking manager/coordinator or restructuring an existing City

¹⁸ "Combination Loading Zones" have been used in other jurisdictions allowing loading during specific periods of the day (e.g., 6:30 a.m. - 10:00 a.m.), then convert to short-term parking during all other time periods. Such zones, if successfully managed, can increase overall short-term supply.

position. In the early going, the position could likely be part-time (therefore, restructuring of an existing FTE).

At the outset, it is recommended that the City dedicate *at least* 0.25 FTE to a position of parking manager/coordinator.

This position would be charged with the implementation of the overall parking management plan, monitoring of parking in management districts over time, review and assistance to new development and work with the Parking Advisory Committee to facilitate decision-making based on the 85% Rule, Guiding Principles for downtown parking.

2. Initiate Parking Advisory Committee process.

Guiding Principle(s) Supported:

- ✓ Centralize management of the public parking supply and assure a representative body of affected private and public constituents from within the downtown informs decision-making.

Once the Parking Manager/Coordinator is appointed and established, the process of review, evaluation and decision-making with representative stakeholder input for parking management in downtown should be initiated. A consistent and routine schedule of meetings should be established as well as use of this plan as a template for discussion of parking management and strategy



implementation with the Parking Advisory Committee. In the early going, the committee could meet quarterly. As development in downtown increases, meetings and deliberations may require a monthly schedule.

It is recommended that the City Council formally appoint members to the Parking Advisory Committee using the citizens' group currently assembled to oversee the 2009 - 2010 Parking Study.

3. Develop and submit service package for new right of way signage per on-street changes in B. 4 - 7 below.

Guiding Principle(s) Supported:

- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Reserve the most convenient parking spaces to support customer, client, vendor and visitor access to downtown.

Right-of-way informational signage will need to be developed to provide replacement signage as per changes recommended here. A service package will need to be developed and presented to City managers and/or City Council for approval.

- 4. Add parking to the on-street system in the downtown in areas currently designated as no parking areas. This parking will be provided as 2/3-hour parking or “2/3-hour or by permit” (based on parking Zone). This would translate to as many as 71 total new stalls.**

4a. Install new on-street signage in areas designated for new parking.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

The 2009 -2010 Parking Study identified a number of on-street locations in the downtown where it appears that parking could be added (see Parking Plan Data Summary). The best case scenario would result in the addition of 71 net new stalls to the downtown parking inventory. It is recommended that parking in Zone A be added as 2-hour parking and parking in Zone B be added as “2-hour or by permit.”

The City Traffic Engineer will need to review the “add backs” recommended by the Consultant team for final approval. Once approved, it is recommended that the parking be (a) striped and (b) properly signed as soon as is feasible.

- 5. Reduce and/or eliminate all 30 minute and No-limit parking stalls in Zone A and convert all stalls to 2-hour parking. Requests for any other type of stalls in the future would be coordinated through an exception process as described in Policy Level Action A. 4., above**

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Reserve the most convenient parking spaces to support customer, client, vendors and visitor access to downtown.

The 2009 -2010 Parking Study demonstrated that the downtown currently maintains a number of different stalls types. The variety of stalls types has led to (a) confusion on the part of the parking customer, (b) high rates of violation and (c) low rates of turnover.

It is recommended that these stalls be converted to 2-hour signed stalls to create a parking zone that is uniform and simple to understand. There are currently eight 30 minute stalls and 38 No-Limit stalls in Zone A.

- 6. Develop an on-street employee parking permit program (i.e., paid permits) that would allow limited use of 3-hour stalls for on-street all day parking in Zone B.**

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.

- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced and reasonable travel mode options.
- ✓ Manage the public parking supply using the “85% Rule” to inform and guide decision-making.

By providing a limited number of on-street monthly parking permits, the City will (a) gain control of how the on-street system in Zone B is utilized, (b) be in a position to assure the 85% occupancy standard is met,¹⁹ and (c) in the long term, derive a source of revenue to support on-going parking programs and strategy implementation. Comparable Northwest cities charge monthly employee on-street permit rates that range between \$10 (Milwaukie, OR), \$45 (Kirkland, WA) and \$65 (Vancouver, WA).



Pending resources, the City could initiate the program as a free permit (e.g., issued quarterly to registered employees) to transition employees into a “system” that directs use of the parking supply. Similarly, a permit program for use of employee parking in the City’s off-street system could also be integrated into this strategy.

The City will need to evaluate the costs associated with establishing an administrative function for distributing passes and collecting revenue associated with the passes.

- 7. Reduce and/or eliminate all 10 minute, 15 minute, 30 minute, 1-hour and No-limit parking stalls in Zone B and convert all stalls to 3-hour parking “or by permit.” Requests for any other type of stalls in this Zone would be coordinated through an exception process as described in Policy Level Action A.4., above.**

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced and reasonable travel mode options.
- ✓ Manage the public parking supply using the “85% Rule” to inform and guide decision-making.

On-street parking in Zone B is currently a varied mix of parking stall types. Zone B is also an area that is significantly underutilized at this time, with peak hour occupancies of 50% or less. In an effort to (a) simplify messaging for customers and (b) allow controlled levels of employee parking on-street in Zone B, it is recommended that all parking be initially designated 3-hour parking “or by permit.” Permits would be issued to any employee with a downtown business address, allowing them to park at a 3-hour stall in this zone. This would provide a balance of on-street stalls for customer/visitor and employee use as well as managing on-street turnover.

¹⁹ To this end the City can control the number of monthly permits issued, thereby assuring a specific supply of 3 hour parking for customer visitor use. As the 85% occupancy standard is met, the number of permits available for sale can be reduced or the rate for monthly parking can be increased to (a) induce parking in off-street lots and/or (b) encourage use of alternative modes.

8. Restripe all on-street parking in Zones A & B to better identify parking availability and location.

Guiding Principle(s) Supported:

- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

Much of the on-street parking in the downtown study area is striped. Striping is effective because it assists the customer in identifying a parking stall, thereby creating a sense of order and convenience. Effective striping also reduces incidents of damage to vehicles and facilitates compliance.

However, the recent inventory of parking revealed that in many areas the striping is faded and difficult to discern. Many vehicles are parked improperly, most likely because the customer was unable to clearly identify the parking stall. As such, it is recommended that the City re-stripe all on-street stalls in Zone A & B as soon as it is financially feasible to do so. This effort could be correlated with actions associated with parking add backs described in strategy B. 4 & 4(a) above.

9. Initiate an on-street employee parking permit program (i.e., paid permits) allowing limited use of 3-hour stalls for on-street all day parking in Zone B.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced and reasonable travel mode options.
- ✓ Manage the public parking supply using the "85% Rule" to inform and guide decision-making.

This strategy implements the program developed in B. 6, above.

10. Initiate parking enforcement activities in Zone A to assure existing time zones are honored and system utilization/turnover is operating as intended.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.
- ✓ Make the downtown conveniently accessible for the priority user of the public parking system – the patron of downtown.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

Based on the results of the turnover analysis, it is apparent that abuse of existing timed stalls is extensive. This results in very inefficient turnover, which is not conducive to a successful street level business environment. Similarly, the data suggests a significant number of employees using the on-street system for parking. Adequate (and abundant) parking is (a) available off-street and (b) in

Zone B. To this end, greater efforts at enforcement in Zone A are warranted. Enhancing parking enforcement will (1) increase overall system efficiency and (2) sufficiently provide for cost recovery.

It is recommended that the Parking Manager/Coordinator work with the Parking Advisory Committee to evaluate the cost and formatting of a parking enforcement officer for the downtown. This position could be (a) contracted with the private sector and (b) provided in a part-time, “random” format that controls cost but assures compliance.

It is further recommended that evaluation/costing of new enforcement be completed within 18 months for Phase 2 implementation. This would require completion of the evaluation, development of a job description or RFP and service package for presentation to City Council.

PHASE 2 IMPLEMENTATION (12 – 24 months)

The following strategies are recommended for *mid-term implementation*.

11. Re-evaluate and reformat stalls in publicly owned off-street lots to balance employee use and short-term access. Explore employee parking permit pricing based on 85% standard.

Guiding Principle(s) Supported:

- ✓ Manage the public parking supply using the “85% Rule” to inform and guide decision-making.
- ✓ Make the downtown conveniently accessible for the priority user of the public parking system – the patron of downtown.
- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced and reasonable travel mode options.
- ✓ If parking in City owned supply exceeds the 85 percent full standard, employee parking should be transitioned and or phased out to assure priority customer parking is accommodated.



Greater enforcement of on-street parking in Zone A and allowing longer term parking in Zone B (with permits), will likely create a transition of more employees into off-street lots and freeing up visitor parking in Zone A on-street spaces. This will create a “re-sorting” of parking throughout the downtown. To assure that off-street parking is balanced to both employee and visitor need, the Parking Manager/Coordinator and Parking Advisory Committee should explore designating a higher mix of stalls in off-street lots (i.e., City Hall and the public surface lot) to employee stalls. This can be accomplished through lot signage and/or permits. Similarly, on employee lots that are exceeding the 85% occupancy standard, the City should implement monthly pricing (in combination with on-street permits in Zone B) to (a) create choice within the system, (b) complement transit, bike/walk and rideshare efforts and (c) establish a future revenue stream.

12. Initiate a new and comprehensive outreach program to all businesses within the study zone that communicates the parameters of the new Parking Management Plan.

Guiding Principle(s) Supported:

- ✓ The City's public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.



Changes in the parking system resulting from implementation of new Policy Actions and strategies recommended through the Parking Study will need to be communicated to the public, businesses and employees. It is recommended that the Parking Manager/Coordinator and the Parking Advisory Committee initiate discussions with key affected stakeholders to educate them on the reasons for the parking changes and on means to access the system in the future.

13. Develop a Residential Parking Permit Zone (RPPZ) policy and program for adoption by the City Council for future implementation in residential areas affected by spillover from commercial parking (i.e., Zone C).

Guiding Principle(s) Supported:

- ✓ Parking in areas zoned residential will be prioritized for residents and their guests and visitors.

Changes to parking management in the commercial zones of the downtown could cause issues related to spillover of employees seeking parking in residential areas. To this end, it is recommended that the Parking Manager/Coordinator and Parking Advisory Committee initiate development of a Residential Parking Permit Zone (RPPZ) policy and program for future consideration and adoption by the City Council. Such a policy would outline the criteria necessary to establish an RPPZ (which would prioritize on-street parking in residentially zoned areas for residents) and provide a mechanism for initiation of an RPPZ at the request of an affected neighborhood association.

14. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in Zones A & B to provide for an interim supply of parking where needed. Begin focus on Blocks 15, 18, 26, 37, 32 & 41 as identified in the 2009 – 2010 Parking Study.

Guiding Principle(s) Supported:

- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced travel mode options.

- ✓ Encourage/incent shared parking in areas where parking is underutilized.

The 2009 - 2010 Parking Study sampled a significant portion of existing privately owned off-street parking lots located throughout the study zone. The general finding was that most are significantly underutilized, even during peak times (i.e., less than 60% percent occupied). These lots comprise approximately 1,172 stalls and are generally without signage or have signage that is inconsistent and confusing to customers and visitors. The ability of the City to “capture” as many privately owned stalls as are available for more active management will provide a relatively low cost near to mid-term strategy for mitigating existing and future access constraints during peak parking demand periods. The study sample estimated that 530 stalls are empty in these lots at the peak hour.

Shared use agreements in other cities are wide and varied. In some cases (e.g. Gresham, Oregon) the owner of the property “donates” surplus stalls to the City on a month to month basis in return for assistance with signage and landscape/maintenance costs. Other cities (e.g., Kirkland, WA) program funds within their parking budgets to lease surplus stalls from the private sector. These stalls are then signed and/or metered and operated through the City’s overall parking program (including marketing and communications).

It is recommended that the City, through the Parking Manager and Parking Advisory Committee:

- a. Initiate an effort to work with owners of private lots to enter into shared use agreements to allow underutilized parking to be made available to customer/visitor or employee uses (as appropriate).
- b. Explore the development of incentives to encourage such agreements (i.e., signage, landscaping, lighting, sidewalk improvements, leasing, etc.).

15. Develop and install a signage package of uniform design, logo and color at public and private (shared use) off-street parking facilities.

Guiding Principle(s) Supported:

- ✓ The City’s public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

Creating a uniform signage package that incorporates a unique logo and color scheme for publicly available parking facilities will establish a sense of recognition, identity and customer orientation for users of the downtown parking system.

It is recommended that the City:

- a. Develop a signage package that incorporates a uniform design, logo, and color scheme into all informational signage related to parking.
- b. Evaluate land use and code implications of the signage package program particularly size, design and placement issues, and initiate changes as appropriate.

- c. “Brand” each off-street public facility, open to public access, with the established “logo” package.

The Parking Advisory Committee can serve as a forum for development of such a package. Cost, budgets and an implementation strategy will need to be developed as well for review by the City Manager and the City Council.

16. Strategically place new and coordinated way finding signage in the right-of-way at locations chosen carefully to direct visitors to off-street locations.

Guiding Principle(s) Supported:

- ✓ Make the downtown conveniently accessible for the priority user of the public parking system – the patron of downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Provide a "parking product" in the downtown that is of the highest quality and safe, to create a positive customer experience with parking and the downtown.



The City should develop directional signage on the roadways that direct customers to specific facilities. This will be of greatest importance at primary portals into the downtown, at major traffic intersections and at primary points of ingress at specific facilities. It is recommended that:

- a. The signage package should be consistent with, and complementary of, the signage package developed for the off-street facilities (see 15, above).
- b. The address of the nearest visitor facility should be incorporated into the roadway signage to assist and direct customers to the nearest parking location.

17. Partner with the business community to develop/refine a marketing and communication system for access in Springfield. The marketing/communication system could include (but not be limited to): branding; maps and Transportation Demand Management (TDM) alternatives.

Guiding Principle(s) Supported:

- ✓ The City’s public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- ✓ Provide a "parking product" in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

A successful parking system will require on-going marketing and communication. The foundation for a marketing and communication program is the signage and wayfinding package recommended in this report (see strategies 15 and 16). Support of this system can be facilitated through

informational maps and brochures about Springfield and its parking system distributed by the City and through Business Associations, Visitor Services, Retail and Lodging networks.

It is recommended that the City:

- a. Partner with the business community to develop a marketing and communication system for access in Springfield. The Parking Advisory Committee can serve as the business forum for this discussion.

The marketing/communication system would include (but not be limited to):

- (1) *Maps*. Develop maps that visually represent parking zones (e.g., Zones A, B & C) and identify the location of visitor versus employee facilities.
- (2) *Validation program*. Evaluate the feasibility of retail validation systems if, and when, paid customer parking moves off-street.
- (3) *TDM alternatives*. Incorporate alternative mode options (i.e., shuttles, transit, and bicycle) into parking communications materials.



18. Evaluate and develop a minimum parking ratios policy for new development in the downtown, to assure that access impacts of new development are (a) meaningfully addressed, (b) correlated to actual parking demand and (c) provide potential for generating a revenue source for future parking through a parking fee-in-lieu option.

Guiding Principle(s) Supported:

- ✓ Calibrate parking standards to support the City’s goals for transit, biking, walking and ridesharing.
- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced travel mode options.
- ✓ Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.

Minimum parking development ratios are common to many downtowns. For the most part they are imposed to assure that new development does not have an adverse impact on parking supplies and access systems that serve existing uses in a development area. Conversely, in order to support a viable parking system and to encourage multi-modal growth in Springfield, there should be a direct relationship between the City’s minimum parking requirements, actual parking demand and broader goals for use of alternative transportation modes. In other words, minimum parking requirements should always be less than the actual maximum demand for parking.

The 2009 - 2010 Parking Study established actual parking demand in the downtown at a rate of 1.28 stalls per 1,000 square feet of new development. Given this finding, the following is recommended.

- Develop a minimum parking requirement for new commercial development within the downtown of 0.70 stalls per 1,000 square feet.
- Prepare this recommendation for City Council review and adoption.

19. Evaluate and develop restrictions on new surface parking lot development within Zones A & B.

Guiding Principle(s) Supported:

- ✓ Correlate parking requirements more directly to mixed-use development vision for downtown.

The land use vision for downtown currently under development by Crandall Arambula and the Citizen’s Advisory Committee forecasts a denser more compact urban form for Springfield. To support the type of “lot coverage” envisioned in the plan, the City will need to move toward restrictions, if not prohibitions, on the development of surface parking.

It is recommended that the Parking Manager/Coordinator and the Parking Advisory Committee evaluate:

- a. Limiting the lot coverage area of future surface parking lots in the downtown.
- b. Prohibiting new surface lots in new development.
- c. Correlating surface lot restrictions to a fee-in-lieu option for developers as supported in Strategy 19 (below).
- d. Preparation of a policy/program recommendation for City Council review and adoption.

20. Evaluate and develop a fee-in-lieu option for new parking development in the downtown.

Guiding Principle(s) Supported:

- ✓ Correlate parking requirements more directly to mixed-use development vision for downtown.
- ✓ Provide sufficient parking to meet employee demand, in conjunction with an access system that provides balanced and reasonable travel mode options.

A key challenge for Springfield will be the ability to (a) attract new development to the downtown, (b) maintain and encourage an urban form for new development that is consistent with the downtown vision and (c) contain costs associated with new parking development.



Offering developers the option to pay a fee-in-lieu against a minimum parking requirement, which then provides “access entitlements” into public parking for their development, may be an attractive and workable program for providing parking in the future. A fee-in-lieu rate would be set at a level below what it would cost a developer to provide the parking themselves. This would save on development costs and provide a guaranteed entitlement to parking for the new development. Fees-in-lieu could be

implemented as an option or as a requirement. Necessarily, a fee-in-lieu option commits the City to

playing a key role in developing and managing parking in the future. As such, additional discussion and review is necessary.

It is recommended that the Parking Manager/Coordinator and the Parking Advisory Committee evaluate:

- a. Design of a fee-in-lieu policy for consideration by the City Council.
- b. Pros and cons of optional versus mandatory fee-in-lieu programs.
- c. Rates
- d. The option to pay fees-in-lieu on a parking minimum as well as the option to “buy more,” up to a fee-in-lieu maximum.
- e. Preparation of a policy/program recommendation for City Council review and adoption.

21. Develop a recommended package of incentives for the private development of publicly available parking.

Guiding Principle(s) Supported:

- ✓ Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.

Developers generally provide and manage parking to serve exclusive accessory uses to their particular site. As such, sites are often developed without benefit of a process or policy that would allow for discussions to maximize both the accessory and public supply of parking in a given private project or to encourage employees to use alternative transportation modes.

Given the cost of parking development it will be important and useful for the City to encourage the development of publicly available parking in future private development projects. The opportunity to incent either more flexible management of private supplies (allowing general public access) or additional supply for public use within a private project should be explored as well as TDM systems that could reduce overall development costs.

Based on the overall priority of customer/patron parking in City owned/controlled facilities, the City should also explore incentives that encourage and support development of residential parking in private off-street locations to ensure that conflicts between future residential parking demand and customer/visitor demand are minimized.

The first step to creating a "toolbox" of incentives (such as Floor Area Ratio and height bonuses) requires development of a formal policy that would allow the City to offer incentives if specific public parking and transportation goals were met in the context of a private downtown development. It is recommended that the Parking Manager, Parking Advisory Committee and key development stakeholders examine a set of incentives that could be adopted by the City as a means to incent future parking development.

Examples of development incentives currently available in other jurisdictions include (but are not limited to):

- Floor Area Ratio (FAR) bonuses
- Height bonuses
- Permit fee waivers
- Impact fee waivers
- Supply/revenue agreements²⁰
- Property tax abatements

22. Prepare a package of policy and program items that include Strategies 13 and 18 – 21 for City Council review and adoption.

Guiding Principle(s) Supported:

- ✓ Correlate parking requirements more directly to mixed-use development vision for downtown.

A Residential Parking Permit Zone program, parking minimums, surface lot guidelines, development incentives and a fee-in-lieu program will provide effective tools for directing future parking development.

PHASE 3 IMPLEMENTATION (24 months and beyond)

The following strategies are recommended for *long-term implementation*

23. Lease/acquire strategically located land parcel(s) for use as future public off-street parking in the downtown.

Guiding Principle(s) Supported:

- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.

The City should move to acquire strategically located development parcels that could be used as “consolidated” parking areas for visitors and employees of the downtown. It is important to gain control of such sites to assure that parking can be used as an incentive to new development (through fee-in-lieu options) and is proximate to desired development opportunities.

It is recommended that the Parking Manager/Coordinator and Parking Advisory Committee evaluate opportunities related to parking site acquisition and forward recommendations on specific sites to the City Council.

²⁰ Revenue agreements are lease agreements whereby the City agrees to a guaranteed lease for spaces at a negotiate rate per stall.

24. Sponsor employer-based initiatives to encourage employee use of alternate travel modes.

Guiding Principle(s) Supported:

- ✓ Parking should be just one of a diverse mix of access options available to users of the downtown.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

As the downtown evolves, greater constraints to parking access will occur given (a) the scarcity of land for surface parking development and (b) the cost of future parking supply that is transitioned into parking structures. To this end, more focused programs and incentives will need to be provided to commuters to increase use of transit, bike, walk and rideshare options.

The Parking Advisory Committee (PAC) should devote time and discussion to establishing commute trip reduction programs within the downtown. The PAC can serve as a forum to bring Lane Transit, business associations and the City together to discuss and create new incentives and directions for transportation demand management.

25. Establish commuter mode split targets for employee access in the downtown.

Guiding Principle(s) Supported:

- ✓ Correlate parking requirements more directly to mixed-use development vision for downtown.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

Parking development regulations and requirements need to be supported by a system of access that accounts for all forms of capacity (i.e., auto, transit, bike, walk and rideshare). The Guiding Principles for parking management in Springfield call for a greater percentage of downtown employees to move into alternative modes of transportation. Quantifying the desired transition of commuters from an established status quo baseline to a desired target will (a) give policy support to the Guiding Principles and (b) inform, facilitate parking strategies and (c) provide a standard of measurement that can be evaluated in the future.²¹



It is recommended that the City of Springfield, through discussions and review with the Parking Advisory Committee, formally incorporate mode splits targets for all modes (i.e., SOV, transit, bike, walk and rideshare) into its parking management policy. The purpose of this strategy would be to

²¹ This recommendation is directed at the area boundary covered by the 2009 -2010 Downtown Springfield Parking Study. The discussion of commuter mode split targets for areas outside the study zone may be useful as parking management in Springfield expands over time.

clearly establish a logical link between mode split targets and actual parking maximums as discussed in Strategy 27, below. Over time, Springfield may want to explore implementing maximum parking ratios that are logically correlated to the mode split targets established for the downtown.

26. Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses.

Guiding Principle(s) Supported:

- ✓ Implement measurements and reporting that assures Guiding Principles are supported and achieved.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

The recently completed analysis of Springfield’s parking inventory provides excellent information on parking utilization, turnover, duration of stay, peak hour capacity and demand.



The need for this data is very important as a foundation piece for determining actions to maximize parking supply. Periodic monitoring of parking activity will allow Springfield to (a) better coordinate enforcement, (b) assure maximum utilization based on intended uses and (c) provide solid evidence for the need to move to higher and/or more aggressive levels of parking management as called for in the Guiding Principles.

It is recommended that a parking inventory analysis be conducted at least every two years. Information from these updates would be forwarded to the Parking Manager/Coordinator and the Parking Advisory Committee for review, evaluation and strategy implementation.

27. Recommend to the City Council the commuter modes split targets developed in 25, above, for adoption as a policy element of the Springfield Transportation and Parking Management Plan.

Guiding Principle(s) Supported:

- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.
- ✓ Correlate parking requirements more directly to mixed-use development vision for downtown.

It is recommended that the City formally adopt commuter mode split goals as a key policy element of the City’s transportation and parking management plan. This would assure that all parking standards, strategies and programs are logically correlated to the City’s broader goals for access by all modes.

28. Evaluate the impact of near and mid-term strategies based on an updated utilization and demand study. If and when warranted, develop a pricing policy strategy and implement paid on street parking in downtown districts based on the 85% Rule.

Guiding Principle(s) Supported:

- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

The Phase 1 and 2 strategies outlined above will create changes in access dynamics downtown. If, after nearly three years of growth, parking occupancies in downtown routinely exceed 85% in the peak hour, move to meter the impacted zone(s). If metering is pursued, it is recommended that on-street pay stations be considered rather than single head meters.

Options can range from pricing parking in specific areas (e.g., off-street only) to pricing specific users (e.g., employees) to a comprehensive system of pricing that would include metering on- and off-street.

The Parking Manager/Coordinator and the Parking Advisory Committee should develop a coordinated strategy for how parking pricing will be implemented as the demand for parking and new parking supply evolve in the mid- to long-term. Once developed, the parking pricing strategy should be presented to the City Council for review and approval.

The outline of strategy issues presented below is intended to inform the City, the Parking Manager/Coordinator and the Parking Advisory Committee on major decision and management guidelines should pricing become necessary as a means to maximize and facilitate access capacity.



a. Meter on-street parking to increase efficiency and capacity.

As the 85% Rule triggers additional and more aggressive management of the supply, Springfield may at some future point consider pricing parking in areas that are currently free. At that point pricing would be intended to (a) facilitate more efficient turnover, (b) encourage use of specific facilities in specific parking zones (i.e., short-term vs. employee parking), (c) encourage use of alternative modes, and (d) provide a funding source for improvements to existing supplies, development of new supply and alternative mode options.

In the context of pricing, Springfield should consider new technologies available and in place in other cities that allow for flexibility in the management of parking pricing and contribute and complement Springfield's existing and desired urban form. "Multi-space metering" and "pay-and-display" systems are an example of these types of technology, which allow a City to charge for parking without "cluttering" the pedestrian way with individual meters.

b. Charge for parking in publicly owned off-street facilities.

The City should establish a policy for pricing short-term parking in publicly owned or controlled off-street facilities. The framework of such a policy is provided below:

- (1) “Short-term rate” is equal to hourly fee charged at on-street system
- (2) Evening rates established to attract/serve appropriate uses
- (3) Long-term, daily/monthly rates balanced by Rule of 85%
- (4) Rate manipulation triggered by Rule of 85%
- (5) Rate manipulation generally at the long-term end to facilitate transition of long-term parkers to appropriate parking locations within the downtown.

Revenue collection in off-street facilities can vary greatly by type of facility, design and mix of uses (i.e., short-term, long-term, monthly).

29. Complete development and open new public supply in the downtown.

Guiding Principle(s) Supported:

- ✓ Provide a "parking product" in the downtown that is of the highest quality and safe, to create a positive customer experience with parking and the downtown.

Completion of site identification, planning, outreach and funding efforts described would be finalized and the project completed and opened to the public.

C. SUMMARY

The parking management strategies recommended here are intended to provide a template for action that would lead to a more efficient and organized parking system for the Downtown Springfield. The strategies would be led by a Parking Manager/Coordinator with informed insight and direction from a representative Parking Advisory Committee.

It is recommended that the strategies envisioned here be implemented over a minimum of 24 months, triggered by the 85% Rule and documented parking demand. Overall, the strategies are designed to get the “right parker to the right parking spot” in a manner that supports the Guiding Principles established as a part of this plan.

IMPLEMENTATION SCHEDULE

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 12 mos.)	Phase 2 (12 – 24 mos.)	Phase 3 (2+ years)	Comment
POLICY ACTIONS					
A. 1 (a) – (d) Adopt policies and rules (Guiding & Operating Principles, 85% Rule and rate ranges).	✓				Aids in guiding future decision making and strategy implementation.
A. 2 Develop a job description and submit a service package to create a position of “Parking Coordinator/Manager” for the City of Springfield.	✓				To provide routine oversight and continued input in the process.
A. 3 Establish a Parking Advisory Committee consisting of downtown stakeholders to assist in parking program implementation and review.	✓				To provide routine oversight and continued input in the process.
A. 4 Develop “exception” criteria for adoption by City Council that informs decision making for establishment of loading zones and 15, 30, 60, 90-minute and No-Limit stalls within the downtown on-street supply.	✓				In the future, on-street parking in zones will be formatted using a base standard (e.g., 2 hours). Exceptions to the base standard should be granted only for businesses that demonstrate a legitimate need.
A. 5 Establish a Downtown Parking and Transportation Fund as a mechanism to direct funds derived from parking into a dedicated fund.	✓				Ensures parking funds are “harbored” in a manner that supports an on-going parking management and facility system.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 12 mos.)	Phase 2 (12 – 24 mos.)	Phase 3 (2+ years)	Comment
NEAR TERM IMPLEMENTATION					
B. 1 Appoint Parking Manager/Coordinator		✓			Initiates centralization of parking program.
B. 2 Initiate Parking Advisory Committee process		✓	✓	✓	Provides oversight and monitoring committee for Parking Manager and assures guidance of plan and information feedback for City Council.
B. 3 Develop and submit service package for new right of way signage per on-street changes in B. 4 - 7 below.		✓			Necessary to support new time stay format on-street.
B. 4 & B. 43 (a) Add back parking in current no parking areas (up to 71 stalls). Provide appropriate signage and striping to support new stalls.		✓ ✓			Provides new resource of parking on-street without need to build new facilities. Provides signage and striping to assure convenient access and intuitive use by customer(s).
B. 5 Reduce and/or eliminate all 30 minute and No-limit parking stalls in <u>Zone A</u> and convert all stalls to 2-hour parking.		✓			Controls employee use of on-street system in constrained parking zones. Increases supply of parking for visitors in area of highest demand for access.
B. 6 Develop an on-street employee parking permit program (i.e., paid permits) that would allow limited use of 3 hour stalls for on-street all day parking in Zone B.		✓	✓	✓	Moves longer term parkers into underutilized parking while opening up stalls in the core for priority visitor parking.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 12 mos.)	Phase 2 (12 – 24 mos.)	Phase 3 (2+ years)	Comment
B. 7 Reduce and/or eliminate all 10 minute, 15 minute, 30 minute, 1-hour and No-limit parking stalls in <u>Zone B</u> and convert all stalls to 3-hour parking “or by permit.”		✓			Standardizes parking to provide more convenience and predictability.
B. 8 Restripe all on-street parking in Zones A & B to better identify parking availability and location.		✓			Upgrades existing parking supply to provide clear and convenient identification of on-street parking.
B. 9 Initiate an on-street employee parking permit program (i.e., paid permits) allowing limited use of 3 hour stalls for on-street all day parking in <u>Zone B</u> .		✓	✓	✓	Moves longer term parkers into underutilized parking while opening up stalls in the core for priority visitor parking.
B. 10 Initiate parking enforcement activities in Zone A to assure existing time zones are honored and system utilization/turnover is operating as intended.		✓	✓	✓	Reduces abuse of time zones and increases turnover.
MID-TERM IMPLEMENTATION					
B. 11 Re-evaluate and reformat stalls in publicly owned off-street lots to balance employee use and short-term access. Explore employee parking permit pricing based on 85% standard.			✓		Assures parking is managed to (a) prioritize customer access (b) complement TDM efforts and (c) price parking to “market demand.”

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 12 mos.)	Phase 2 (12 – 24 mos.)	Phase 3 (2+ years)	Comment
B. 12 Initiate a new and comprehensive outreach program to all businesses within the study zone that communicates the parameters of the new Parking Management Plan.			✓	✓	Implementation of a new parking plan will create changes that need to be effectively communicated to businesses and employees.
B. 13 Develop a Residential Parking Permit Zone (RPPZ) policy and program for adoption by the City Council for future implementation in residential areas affected by spillover from commercial parking (i.e., Zone C).			✓		Provides criteria and process allowing neighborhood associations to request RPPZ's as a response to parking spillover issues
B. 14 Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in Zones A & B			✓	✓	Redirect underutilized private parking supply for more general public use
B. 15 Develop and install a signage package of uniform design, logo and color at public and private (shared use) off-street parking facilities.			✓		Improves customer awareness of supply options
B. 16 Strategically place new and coordinated way finding signage in the right-of- way at locations chosen carefully to direct visitors to off-street locations.			✓		Improves customer awareness of supply options.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 12 mos.)	Phase 2 (12 – 24 mos.)	Phase 3 (2+ years)	Comment
B. 17 Partner with the business community to develop/refine a marketing and communication system for access in Springfield.			✓	✓	Provides a coordinated system of communication for all those who want to access downtown Springfield
B. 18 Evaluate and develop a minimum parking ratios policy for new development in the downtown,			✓		Better correlates development standards to actual parking demand. Assures parking standards are not an impediment to development. Supports alternative mode goals.
B. 19 Evaluate and develop restrictions on new surface parking lot development within Zones A & B			✓		Supports land use vision for the downtown and assures more compact urban form.
B. 20 Evaluate and develop a fee-in-lieu option for new parking development in the downtown.			✓	✓	Encourages private sector investment in parking that can mutually benefit a project and the downtown
B. 21 Develop a recommended package of incentives for the private development of publicly available parking.			✓		Upgrades existing parking supply to provide clear and convenient identification of on-street parking.
B. 22 Prepare a package of policy and program items that include Strategies 13 and 18 – 21 for City Council review and adoption.			✓		Supports more effective management of parking.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 12 mos.)	Phase 2 (12 – 24 mos.)	Phase 3 (2+ years)	Comment
LONG-TERM IMPLEMENTATION					
B. 23 Lease/acquire strategically located land parcel(s) for use as future public off-street parking in the downtown.				✓	Provides strategically located sites for future public parking facilities. Reduces need to build new parking by better utilizing existing resources.
B. 24 Sponsor employer-based initiatives to encourage employee use of alternate travel modes.				✓	Uses Parking Advisory Committee as forum to discuss and develop programs and services to encourage transit, biking and walking for downtown employees. Supports more efficient use of existing supplies of parking by transitioning employees into alternative modes.
B. 25 Establish commuter mode split targets for employee access in the downtown.				✓	Establishes basis for correlating parking standards to overall downtown access goals for all modes.
B. 26 Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses.				✓	Update 2009 - 2010 Parking Study to provide information for informed decision making and to measure impact of parking management plan. Supports 85% Rule
B. 24 Develop an incentive package for Council consideration that would support private sector development of parking that could be generally available to the public.				✓	Provides ideas and concepts to Council for consideration. Encourages private sector investment in parking that can mutually benefit a project and the downtown.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 12 mos.)	Phase 2 (12 – 24 mos.)	Phase 3 (2+ years)	Comment
<p>B. 25 Sponsor employer based initiatives that encourage and incent employees to use alternative commute modes</p>				✓	<p>Uses Parking Advisory Committee as forum to discuss and develop programs and services to encourage transit, biking and walking for downtown employees.</p> <p>Supports more efficient use of existing supplies of parking by transitioning employees into alternative modes.</p>
<p>B. 26 Establish commuter mode split targets for employee access in the downtown.</p>				✓	<p>Establishes basis for adjusting parking standards based on overall downtown access goals for all modes.</p>
<p>B. 27 Recommend to the City Council the commuter modes split targets developed in 25, above, for adoption as a policy element of the Springfield Transportation and Parking Management Plan.</p>				✓	<p>Formalizes commitment to managing parking to support, balance and meet broader access goals.</p>
<p>B. 28 If and when warranted, develop a pricing policy strategy and implement paid on street parking in downtown districts based on the 85% Rule.</p>				✓	<p>Moves on-street system to paid parking when occupancies throughout downtown exceed 85% in the peak hour.</p>
<p>B. 29 Complete development and open new public supply in the downtown.</p>				✓	<p>Converts Phase 2 surface lot to structured parking. Could be by City or part of public/private partnership.</p>

Section VIII: Summary

Summary

Springfield has taken a positive first step toward taking control of its parking supply in a manner that is strategic and well aligned with its planning goals for redevelopment and growth of the downtown. What has been lacking to this point is a clear, flexible and consensus based blueprint for using parking management to support and facilitate the longer-term strategic vision. This plan provides that blueprint. It will serve as a guide to maximizing the City's existing parking resources and as a means to assure cost effective solutions for access, which includes new parking supply and transportation demand management programs and strategies.

This parking management plan defines the intended use and purpose of the parking system; manages the supply and enforces the parking policies; monitors the use and responds to changes in demand; and, maintains the intended function of the overall system.



This plan has been developed to build upon guiding principles and operating strategies that are based on the fundamental values and objectives for Downtown Springfield. The parking management strategies were identified to optimize the use of existing parking in the downtown, both on and off-street. These strategies include policy, zone specific and on-going area wide strategy recommendations. The success of the plan is dependent upon its adoption, including the guiding principles and recommended operating strategies. Adoption of the plan will be essential to implementation.

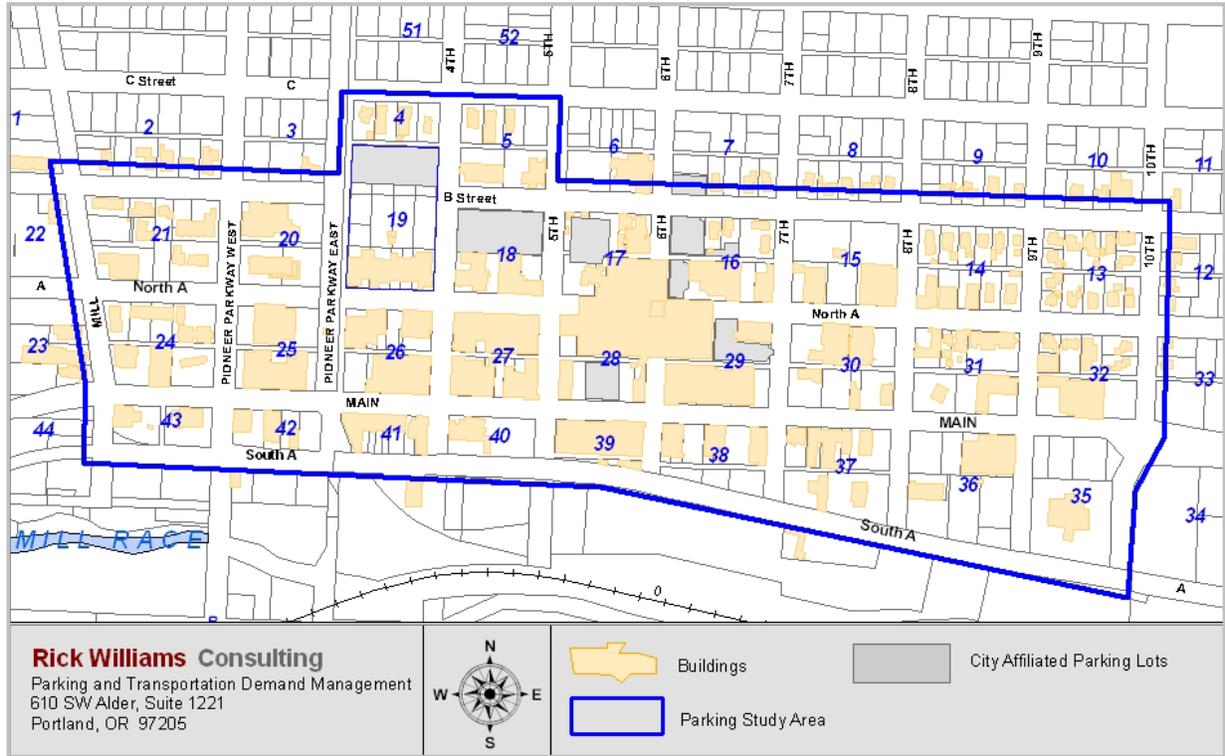
It is apparent that as Downtown Springfield grows, so too will demand for parking. New development, a faster pace of trip growth, losses of current parking supply on surface lots, parking and transportation demand management programs and/or other events can work to accelerate or moderate the need for new parking supply. Similarly, the City's development vision for the area targets a much higher density of development, which will raise the importance of using alternative transportation modes (transit, biking and walking), particularly for employees. Coupling this with the high cost of parking development will lead to a situation where current parking requirements or allowances may need to be adjusted downward to a level more commensurate with desired levels of employee parking demand, creating a need for a separate and dedicated supply of parking for visitor use. Higher densities will also require a more aggressive approach to how surface parking lot development is managed, allowed and regulated to assure that the higher density land use vision is attained.

In summary, the plan developed through this process recognizes the importance of parking and access in the success of downtown's economic development future. The plan and its associated strategies provide a context from which coordinated and strategic parking management can begin.

Appendices

Attachment A

Downtown Springfield Study Area Block Numbers



Downtown Springfield Peak Hour Off-Street Occupancies – By Individual Surface Lot

Block #	Total Stalls	Specific Site Peak Hour Occupancy	Peak Hour	# of Stalls Available at Peak
40	31	64.5%	2:00 – 3:00 pm	11
41	25	36.0%	10:00 am – noon	16
42	21	52.4%	1:00 – 2:00 pm	10
43	12	50.0%	1:00 – 2:00 pm	6
43	4	100%	noon – 2:00 pm	0
24	6	50.0%	10:00 – 11:00 am 4:00 – 5:00 pm	3
24	14	78.6%	noon – 1:00 pm	3
25	4	50.0%	9:00 am – 5:00 pm	2
25	16	93.8%	10:00 – 11:00 am	1
25	21	90.5%	2:00 – 3:00 pm	2
25	9	66.7%	3:00 – 4:00 pm	3
26	24	16.7%	1:00 – 2:00 pm	20

26	23	56.5%	11:00 am – noon	10
27	4	100%	2:00 – 4:00 pm	0
17	44	100%	10:00 – 11:00 am	0
17	23	87.0%	2:00 – 3:00 pm	3
17	2	0%	N/A	2
18	46	54.3%	9:00 – 11:00 am	21
18	49	53.1%	2:00 – 3:00 pm	23
5	20	70.0%	9:00 am – Noon 3:00 – 4:00 pm	6
19	88	80.7%	11:00 am – noon	16
20	10	80.0%	5:00 – 6:00 pm	2
20	30	90.0%	2:00 – 3:00 pm	3
21	25	44.0%	3:00 – 4:00 pm	14
28	57	82.5%	11:00 am – noon	10
28	9	33.3%	10:00 am – 2:00 pm	6
28	3	66.7%	10:00 am – noon	1
28	13	61.5%	10:00 am – noon	5
28	8	87.5%	2:00 – 3:00 pm	1
28	19	89.5%	9:00 am – noon	2
39	13	23.1%	9:00 – 10:00 am	10
38	35	60.0%	Noon – 1:00 pm	14
38	25	68.0%	Noon – 1:00 pm	8
29	14	114.3%	1:00 – 2:00 pm	(2)
29	28	78.6%	9:00 – 10:00 am 2:00 – 3:00 pm	6
29	33	100%	3:00 – 4:00 pm	0
29	7	85.7%	4:00 – 5:00 pm	1
16	33	100%	3:00 – 4:00 pm	0
16	27	59.3%	4:00 – 5:00 pm	11
16	8	100%	2:00 – 4:00 pm	0
15	50	50.0%	9:00 – 10:00 am 4:00 – 5:00 pm	25
30	7	100%	11:00 am – 5:00 pm	0
30	13	53.8%	2:00 – 3:00 pm	6
30	18	55.6%	11:00 am – 1:00 pm	8
30	12	100%	9:00 – 10:00 pm	0

30	17	52.9%	Noon – 1:00 pm	8
37	12	50.0%	1:00 – 2:00 pm	6
37	8	25.0%	11:00 am – noon	6
37	22	4.5%	9:00 am – 2:00 pm	21
37	10	40.0%	Noon – 1:00 pm	6
37	11	63.6%	10:00 – 11:00 am	4
31	13	76.9%	11:00 am – noon	3
31	8	50.0%	3:00 – 4:00 pm	4
31	10	50.0%	2:00 – 3:00 pm	5
32	32	3.1%	4:00 – 5:00 pm	31
14	10	70.0%	1:00 – 3:00 pm	3
14	12	41.7%	10:00 – 11:00 am 3:00 – 4:00 pm	7
14	9	44.4%	1:00 – 2:00 pm	5
TOTAL – Combined Lots	1,172	54.8%	11:00 am – noon	530