WASHINGTON COUNTY
OREGON

April 12, 2017

LONG RANGE PLANNING
ISSUE PAPER NO. 2017-04

Rightsizing the Parking Code - Revised
For Presentation at the April 19, 2017 Planning Commission Work Session

Issue

Parking is an essential component of the transportation system and has major land use implications. Where and how parking needs are accommodated can make a big difference in the success of affordable housing, economic development, traffic flow, smart growth, historic preservation and many other community goals. Historically, the approach to providing parking was that *more* parking is better; and that past trends related to parking needs are good predictors of the future. The Rightsizing the Parking Code project, described later in this paper, found that Washington County's parking regulations related to new development predominantly rely on this old approach for identifying parking needs.

Recommendation

To address these issues, staff proposes seven recommendations for potential implementation or further consideration and scoping. The first action is to present the considerations shown below to the Planning Commission in a work session to obtain Planning Commission guidance and recommendations on how to proceed with changes to the County's policies and/or development code.

Implementing these recommendations require Board action through an ordinance. After receiving comments from the public on this issue paper and working with the Planning Commission, staff recommends the Board direct staff to file an ordinance addressing these seven areas:

1. Establish a specific parking policy in the Transportation System Plan linking parking management and overall transportation system efficiency.
2. Change the minimum off-street parking requirements to simplify and allow for more flexibility.
3. Revise reductions in required off-street parking, including allowing reductions for affordable housing.
4. Expand shared parking provisions to accommodate more mixed-use development.
5. Revise preferential parking standards for shared rides, car-sharing, electric vehicles and motorcycles.
6. Update parking design standards to better mitigate environmental impacts.
7. Update Zone A and Zone B designations (minimum and maximum parking ratios) to be consistent with TriMet's Service Enhancement Plans.

Department of Land Use & Transportation
Planning and Development Services • Long Range Planning
155 N. First Ave., Suite 350, MS14, Hillsboro, OR 97124-3072
phone: 503-846-3519 • fax: 503-846-4412
www.co.washington.or.us/lut • lutplan@co.washington.or.us

Background

Amending parking standards was identified as a high priority through the County's Greening the Code project in 2012 and the Aloha-Reedville Study and Livable Community Plan in 2014. Considering parking reductions for affordable housing development has been recommended by the Washington County 2015-2020 Consolidated Plan[1] (and prior 2010-2015) and the Portland State University MURP report: Washington County Affordable Housing Development Strategy (presented to the Board in May 2016). Approved as part of the 2016 Long Range Planning Work Program, Tier 1 Task 1.1, the Rightsizing the Parking Code study identified potential changes to existing policies and code standards as detailed later in this issue paper.

As the study found, these existing parking standards often result in constructing an oversupply of parking, which can result in:

- Inefficient land use (dedicating too much land for the storage of vehicles);
- Higher development costs (potentially increasing the cost of housing and other uses);
- Incentives to drive rather than use other travel modes (by making parking easily accessible and low cost or free); and
- Disincentives for redevelopment in older built-out areas (when there may not be sufficient land available to meet current parking requirements).

Policy Framework

Public policies at the state and regional levels provide policy direction and legal requirements for planning related to parking for vehicles and bicycles in Washington County. This section summarizes pertinent documents that affect parking in Washington County. These include the Oregon Transportation Planning Rule, the Metro Regional Transportation Plan (2014), the Metro Regional Transportation Functional Plan (RTFP), and the Metro Climate Smart Communities Strategy. In addition, the Washington County Transportation System Plan and the Washington County Road Design and Construction Standards were reviewed to identify any policies or requirements related to parking management.

Oregon Transportation Planning Rule

The Transportation Planning Rule (TPR) section -0045(5)(c) requires local jurisdictions to adopt code provisions that implement a parking plan which must achieve a 10 percent reduction in the number of parking spaces per capita, and must aid in achieving vehicle miles traveled (VMT) reduction targets and mode share targets, section -0045(5)(d) identifies a specific set of code provisions that can be adopted as a 'safe haven' alternative, including reducing parking minimums, allowing on-street parking, long-term lease parking, and shared parking to meet off-street minimums, establishing parking maximums, requiring street like features through parking lots over three acres, exempting structured and on-street parking from maximums, and providing for residential parking districts.

The TPR also requires code provisions to support transit in urban areas, including building orientation requirements and the designation of pedestrian districts with preferential parking for

[1] Washington County Affordable Housing and Community Development Consolidated Plan 2015-2020 (approved by the Board May 5, 2015)

Revised Pages 3 & 4

carpools and vanpools in designated employee parking areas and allowing redevelopment of a portion of existing parking areas for transit-oriented uses (TPR section -0045[4]).

Metro Regional Transportation Plan 2014 (RTP)
The Regional Transportation Plan 2014 includes 10 major goals, supported by multiple objectives. Goal 1 and Goal 4 include specific references to parking management in order to use land and resources more effectively and to manage travel demand in order to reduce use of single occupant vehicles (SOVs) and promote use of walking, biking and transit for travel needs.

The RTP includes Regional Design Classifications 2.6 (Pages 2-27 and 2-28) that call for on-street parking on designated Community Boulevards and Community Streets, which are a subset of Arterial Streets.

Parking management strategies also help to achieve goals and objectives related to increased transit use by helping to create a more transit-supportive environment and leverage investments in transit facilities and services (RTP, Pages 2-43 to 2-45). According to the RTP, decisions about investments in transit system expansion (particularly high capacity transit investments) will be based in part on community factors that support transit, including transit-supportive land uses, transportation infrastructure and parking and demand management policies that will increase the transit ridership potential and leverage transit investments in the community (RTP, Page 2-50).

The Transportation System Management and Operations strategies also include parking management actions designed to use parking resources more efficiently. Specific parking management strategies identified in the RTP include parking pricing, shared parking that serves multiple users or destinations, and preferential parking or price discounts for carpools and/or short-term parking. Used properly, these strategies can reduce the number of parking spaces required in some locations, allowing land to be used for other purposes, and the costs of development to be reduced. A regional parking management strategy/program would help local jurisdictions implement local parking management programs and provide some consistency among jurisdictions (RTP, Page 2-86).

Metro Urban Growth Management Functional Plan (UGMFP)
Title 6 of the Metro Urban Growth Management Functional Plan Title 6 (Metro Code section 3.07.610 – 3.07.650) sets forth requirements local jurisdiction plans and codes for 2040 Centers, Corridors, Station Communities and Main Streets must meet in in order to be eligible for regional investments. In order to be eligible to take an automatic deduction of 30 percent in vehicle trip generation in Centers, Corridors, Station Communities and Main Streets, for purposes of meeting the TPR section -0060, jurisdictions must adopt a parking management plan.

Regional Transportation Functional Plan (RTFP)
The *Regional Transportation Functional Plan* (Metro, Effective 09/12/12) provides guidance to local jurisdictions in preparation of local Transportation System Plans that will be consistent with the Regional Transportation Plan. Establishes minimum and maximum parking ratios for

different kinds of areas, but also enables variances to minimums and maximums and offers guidance for implementing other parking management strategies.

Metro Climate Smart Communities Strategy
The Climate Smart Strategy identifies specific strategies that can be used to manage on-street parking:

- Charging long-term or short-term fees;
- Limiting the length of time a vehicle can park; and
- Designating on-street spaces for preferential parking for electric vehicles, carshare vehicles, carpool, vanpools, bikes, public use and freight loading/unloading.

Off-street strategies cited in the document include:

- Providing spaces in designated areas;
- Unbundling parking from the spaces being rented;
- Preferential parking for the vehicles listed above, shared parking between different land uses, park-and-ride lots for transit and carpools/vanpools; and
- Parking garages in downtowns and other mixed-use areas that allow surface lots to be developed for other uses.

Washington County Comprehensive Framework Plan for the Urban Area
Policy 39 implementing strategy f. encourages the efficient use of land and promotion of non-automobile trips by adopting minimum and maximum parking designations and also calls for annual monitoring of newly developed parking supply.

Rightsizing the Parking Code Study
In 2015, Washington County was awarded funding through the Transportation and Growth Management Program (TGM) to conduct the Rightsizing the Parking Code project. Figure 1 (Page 5) illustrates the study process and timeline. This work built upon previous efforts such as the Washington County Greening the Code project, the Aloha-Reedville Study and Livable Community Plan, the Metro Climate Smart Strategies project, and other related transportation and parking research and projects.

An initial phase of the project included stakeholder interviews to identify key issues and areas of agreement. The following provides several key takeaways:

- Stakeholders expressed more concern about traffic than parking; yet the two are related (support for a comprehensive policy).
- Parking is tied to other improvements in transit, bike/pedestrian access (support for targeting/prioritizing where parking reductions are made).
- Shared use can be complicated to manage with changing uses; mixed-use results in different demand times of day (support for promoting mixed-use, not just shared parking lots).
- Cost of parking is a factor in development, especially housing (key to affordable housing incentives).

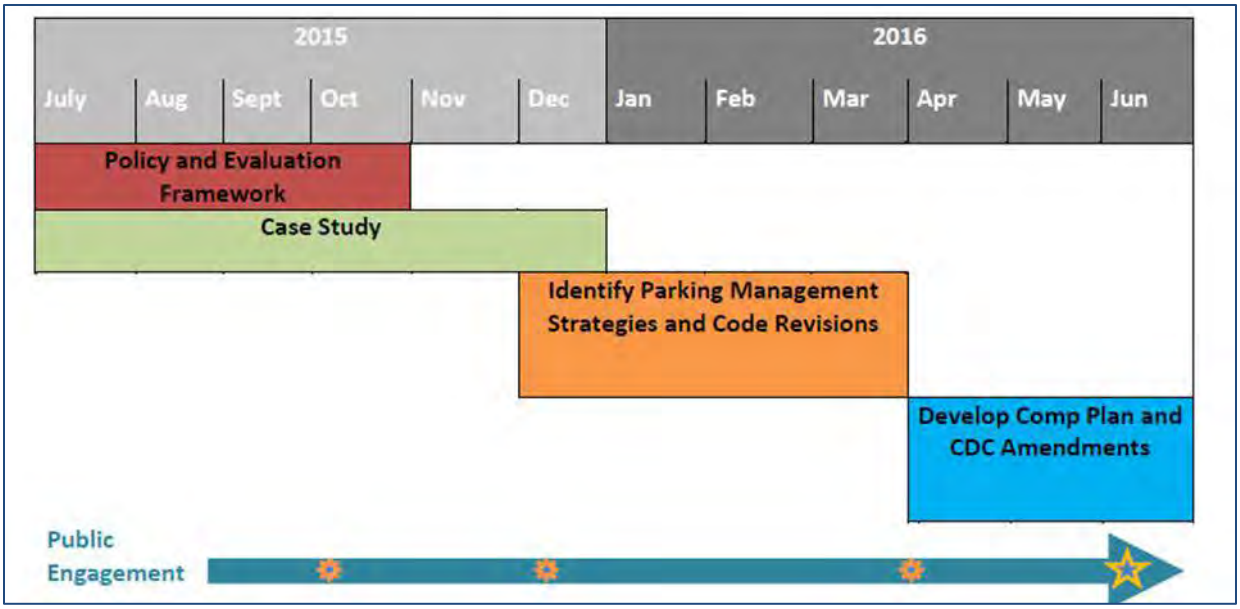

Figure 1: Diagram of Project Process/schedule

During the course of the Rightsizing the Parking Code study, a series of technical memoranda were prepared, several meetings took place with technical and stakeholder work groups, and key stakeholders were interviewed for input - culminating in the recommendations described in the **Consideration** section below. The eight technical memorandums prepared during the study are listed below:

- **Public Outreach Plan**. The project team began by developing a public outreach plan to organize how public input on the project would be collected and used in the study. Details of the public outreach plan are provided in Appendix A: Final Public Outreach Report, June 30, 2016.
- **Background and Policy Framework**. The project team reviewed all applicable County, regional and state documents to understand current County parking policies, and identify deficiencies.
- **Parking Management Best Practices**. The project team analyzed best practices from other local and national studies on parking management related to suburban environments.
- **Evaluation Criteria**. Staff developed criteria to evaluate the effectiveness and appropriateness of various parking management strategies, consistent with the project objectives. The criteria were applied to the parking management strategies included in Technical Memorandum 3, to determine those most appropriate for Washington County.
- **Project Case Study, Cedar Mill Town Center**: Parking Inventory, Occupancy and Turnover Study Methodology. A case study was completed to inventory existing parking conditions in the Cedar Mill Town Center area. This memorandum outlined the methodology for collecting and assessing the off-street and on-street parking supply and demand.
- **Parking Inventory, Occupancy and Turnover Study Conclusions**. The analysis of the data from the Cedar Mill Town Center case study revealed that the study area contains an

abundance of off-street parking. Peak parking utilization rates were, on average, below 65 percent for most commercial properties. The study found that existing and future parking demands in the area could be accommodated even with a reduced parking supply, which could encourage a more efficient use of the land.

- **Parking Management Strategies for Washington County**. From the findings of the other technical memoranda, this document summarized the results of the evaluation of parking management strategies appropriate for Washington County, and suggested potential changes in the County's parking policies and development code.

Details of the findings and conclusion from these memoranda are included in a summary document. The technical memoranda (provided in Appendix B) were shared with the project's Citizen and Stakeholder Advisory Groups during the study process to obtain input for recommended changes to the County's policies and code in order to achieve the study objectives.

Table 1: Study recommendations

Rightsizing the Parking Code Study Recommendations	Potential Changes
Expand on the intent and purpose for the parking code	➢ Changes to the County's Comprehensive Framework Plan for Urban Area ➢ Changes to the Transportation System Plan ➢ Changes to the Rural Natural Resource Plan
Allow for greater flexibility in the use of parking	➢ Changes to the Community Development Code (CDC) • Expand the allowances for shared parking • Allow for parking reduction with mixed use developments
Expand the distance where required parking can be provided	➢ Changes to the CDC • Increase the maximum distance allowed for shared parking off-site
Reduce parking minimums	➢ Changes to the CDC • Modify uses listed in the minimum parking tables (Section 413-7) • Reduce minimum parking standards for all uses
Remove the allowances for "reduction of minimum parking"	➢ Changes to the CDC • Remove allowances for reduction of minimum parking requirements; *or* • Modify allowances for reduction of minimum parking requirements

Analysis

Management of parking supply is a balancing act. Too much parking, particularly if provided in surface lots for free, uses valuable land resources and often contributes to widely-spaced and disconnected development patterns. Too little parking, or poorly designed or located parking, can result in parking spillover to adjacent areas, increase traffic congestion as drivers search for parking, result in travelers choosing different destinations, and potentially inhibit desired development. This is particularly true in Town Centers and Station Areas in Washington County,

where higher density development and higher utilization of active transportation modes (bicycling, walking and transit) is desired.

Estimates on the number of supplied off-street parking spaces suggest there are, on average, at least three spaces per vehicle. When on-street parking is included, there are approximately eight parking spaces per vehicle. That equates to an area of land devoted to parking in Washington County approximately the size of the city of Tigard. All of this parking has environmental, community and economic impacts.

Runoff from impervious surfaces is the primary source of pollution in 13 percent of rivers, 18 percent of lakes and 32 percent of estuaries[2]. There are numerous estimates of how much land is devoted to vehicle parking, but typically parking covers about five percent of the surface area of most residential areas and 35 percent in most nonresidential areas.[3] Traditional pavement materials seal the soil surface, eliminating rainwater infiltration and natural groundwater recharge. Impervious surfaces also collect solar heat in their dense mass. When the heat is released, it raises air temperatures, producing urban 'heat islands' increasing ground level ozone and increasing energy consumption required to cool buildings.

There are two approaches to achieving parking efficiencies: a market-based approach or a regulatory approach. The market-based approach emphasizes removing all parking minimums allowing the market to determine the *right* amount of parking to supply. This is often tied to mitigation and active management (enforcement). The cities of Portland, Beaverton and Hillsboro have implemented a more market-based approach within their respective city centers within close proximity to transit. Washington County's current practice is a regulatory approach, which requires parking be supplied based on the land use.

As illustrated in Table 2, parking occupancy studies conducted in Washington County and other Oregon jurisdictions have consistently shown an oversupply of parking spaces within commercial districts and some multifamily residential developments.

[2] National Academy of Science. Urban Stormwater Management in the United States, Report in Brief. Available online: http://dels.nas.edu/resources/static-assets/materialsbased-on-reports/reports-in-brief/stormwater_discharge_final.pdf
[3] Transportation Cost and Benefit Analysis II – Parking Costs. Victoria Transport Policy Institute (www.vtpi.org)

City	Actual Built Supply/ 1000 SF	Actual Demand/ 1,000 SF[3]	Gap between parking built and actual parking demand	Percentage of overbuild to actual demand	Avg. Additional Cost per 50,000 gsf (surface parking)[4]	Avg. Additional Cost per 50,000 gsf (garage parking)[5]
Beaverton, OR	4.15	1.85	2.30	124%	$805K	$3.68 mil.
Bend, OR	3.0	1.90	1.10	58%	$385K	$1.8 mil.
Corvallis, OR	2.0	1.50	0.50	33%	$175K	$800K
Milwaukie, OR	3.00	2.14	0.86	40%	$301K	$1.38 mil.
Oregon City, OR	2.00	1.43	0.57	40%	$200K	$912K
Redmond, OR	2.62	1.54	1.08	70%	$378K	$1.73 mil.
Salem, OR	3.15	2.04	1.11	54%	$385K	$1.77 mil.
Springfield, OR	1.88	1.11	0.78	70%	$273K	$1.25 mil.
Washington County, OR	5.15	3.21	1.94	60%	$320K	$2.4 mil.

Table 2: Comparing parking utilization findings from Cedar Mill Town Center (Washington County) and other comparable studies.[4]

Parking either in surface lots or in structured parking add to development costs. Surface parking typically costs $5,000-10,000 per space[5]—but, also, takes up space that could otherwise be used for building purposes. Structured parking may consume less land area, but has a significantly higher development cost. The national median parking structure construction cost is over $18,000 per space ($55/square feet.).[6]

From an affordable housing lens, when a smaller section of land is used for parking, more housing units may be developed—which is often necessary to achieve economies of scale that make residential development feasible. For example, the additional cost of providing structured parking for a multifamily project will almost certainly increase development costs and result in higher housing costs for residents—and may increase development cost sufficiently that it is not feasible to produce units that will be affordable to lower income households. This is also true for commercial projects.

It has been illustrated that small-scale regulatory changes that help facilitate shared parking and increase the flexibility of parking requirements in centers and corridors have reduced built parking and provided incentives for developers to create compact, mixed-use projects in centers and corridors, and result in a number of other benefits, including[7]:

- Improving the user quality of service in accessing their destinations;
- Creating more accessible land use patterns for multiple travel modes;
- Reducing motor vehicle traffic;

[4] Source: Parking Made Easy: A Guide to Managing Parking in Your Community
[5] Transportation Cost and Benefit Analysis II – Parking Costs. Victoria Transport Policy Institute (www.vtpi.org)
[6] According to a 2015 Carl Walker report (http://www.carlwalker.com/wp-content/uploads/2015/07/Carl-Walker-2015-Cost-Article.pdf).
[7] Community Investment Toolkit Volume 2: Innovative Design and Development Codes (2008)

- Reducing congestion, accidents greenhouse gas emissions, and pollution;
- Creating more attractive communities; and
- Improving mobility for nondrivers.

Considerations

Table 2 below identifies potential policy changes for Washington County's Transportation System Plan. Table 3 identifies potential code changes to the Community Development Code. The table also outlines the implications of these changes.

Table 2: Potential Policy Changes

	Consideration	Recommended Change	Implications of Change
P1	Revise existing goals, objectives and strategies in the Transportation System Plan (TSP)	1. Add a new objective to optimize parking supply so as to achieve an 85 % parking utilization rate in Town Centers, Station Areas, Main Streets and other locations well served by transit.	• Be more explicit about the goal of connecting parking management and the role it plays in transportation system efficiency. • 85 % parking utilization rate is the point at which parking management strategies have more likelihood of success in achieving their intended objectives. • Potential strategies that may warrant further study in Town Centers and/or Station Areas when these areas approach 85% occupancy include but not limited to, time restricted parking, paid parking, and offering a pay in lieu system to allow for public parking structures.
		2. New strategies that support objective and enable implementation through changes to the Community Development Code, including: a) Encouraging employers and building managers to enhance demand management strategies, including 'unbundling' parking. b) Allowing shared parking on and off sites (including in parking garages). c) Encouraging new developments to install conduits for vehicle charging. d) Encouraging preferential parking for high-occupancy vehicles (HOV), shared vehicles, electric/alternative fuel vehicles.	• Reductions in the amount of required parking have proven to encourage development in centers and corridors while reducing congestion and increasing public transportation options, all of which help move toward achieving local and regional goals.

	Consideration	Recommended Change	Implications of Change
		e) Ensuring adequate parking for bicycles that is safe, secure and convenient. f) Allowing flexibility in meeting parking demand to respond to local context (e.g., removing parking ratios, reducing requirements for off-street parking and/or allowing for on-street parking to meet parking requirements). g) Disseminating information about parking locations and operating characteristics.	
		3. New strategy that enable monitoring of parking utilization in Town Centers, Station Areas and Main Street areas a) Encourage incorporating parking utilization studies during any update to a community plan and/or other community planning effort.	• More data would enable better tailoring requirements to existing conditions and/or desired land use and transportation outcomes. • Any kind of monitoring program would require funding from the County to collect and analyze data and determine specific parking requirements. Uncertainty about parking requirements may be problematic for the development community.

Table 3: Potential Changes to Section 413 of the Community Development Code

(*Bold and italicized text illustrates staff recommendation where options are presented*)

	Recommendation	Options	Implications of Change
C1	Change the minimum off-street parking requirements (Section 413-7).	***Reduce minimum parking requirements.***	• Needs to be tied to appropriate land use and transportation context. • Establish minimum parking standards based on current industry standards and the parking utilization findings (from the Cedar Mill case study). Further study and data may be required. • Parking reductions may not be appropriate for areas of the county with little transit service and limited bicycle and walking options.
		Reduce the number of uses listed in the minimum parking table.	• The minimum off-street parking table lists 42 uses, compared to the maximum off-street parking table with 14 uses. It is unclear whether reducing the number of different land uses listed in Section 413-7 would make it easier for property developers to determine the amount of parking required for their developments. • The County could require a parking analysis for land uses that are not addressed specifically in a revised off-street parking table to ensure adequate parking supply is provided.
		Eliminate parking requirements (transit-oriented districts only).	• Reducing the amount of required parking could result in parking spillover impacts in adjacent areas. However, the parking utilization findings (from the Cedar Mill case study) and parking studies elsewhere in the United States have shown reduced parking demand in transit-oriented areas. • If the County eliminated parking requirements the market could dictate how much parking was supplied with each development, based upon on-street parking availability and implementation of other parking management strategies.
		Do not change the minimum parking requirements.	The Cedar Mill case study showed an abundance of parking, with maximum utilization below 40 % even in the peak period. No changes to the current required parking ratio could result in continued excess parking supply, underutilization of land and higher development costs.

C2	Revise allowances for reductions in required off-street parking as allowed by CDC Section 413-8 through 413-12.	Eliminate allowance for reductions in required parking based on lower off-street parking requirements.	• If the parking ratios are low enough or there are no requirements for off-street parking (pursuant to C1 above), parking reductions may not be needed. • There would be less flexibility in situations where additional reductions make sense for a particular development.
		Allow greater reductions based on context-sensitive conditions.	• Additional reductions in required parking could be linked to the provision of amenities that developers may not be willing to provide (e.g., transit shelters, or facilities to support bicycle use) that would encourage travelers to use travel modes other than private vehicles, thus further reducing the need for off-street parking.
		Allow reductions for affordable housing.	• Establish a reliable process for housing development projects that include housing units affordable to households at X % MFI and below to request parking reductions based on projected resident needs. • Allowing parking reductions for affordable housing may result in increased development of housing units affordable to lower income households.
		Do not change allowances for reductions in required parking.	• Current reductions may not be effective and may create situations where the amenities provided in return for a reduction in required parking are not effective (e.g., increased bike parking that does not get used).

		Allow reductions in total parking requirements for mixed use developments. Options include: • Calculate the total amount of required parking for each of the individual uses and subtract a flat rate (e.g., 30 %) based on the assumption that not all uses will share the same peak parking periods. • ***Create a tiered system where the primary use in the development would provide 100 % of its required parking; and a secondary use would provide a lower percentage of the required parking for its use (e.g., 70 %) based on the assumption that parking for both uses would not peak at the same time.***	If the mix of land uses changes in the future, there could be an oversupply or undersupply of parking based on the parking utilization patterns of the new uses. Other code changes may be necessary to allow for mixed-use developments. However, more flexible parking standards related to mixed-use development could encourage more mixed-use development.
C3	Expand shared parking provisions	***Allow shared parking to be provided in areas off-site but within 500 feet of the property using the off-site parking, including on-street parking, to meet minimum parking requirements.*** Allow shared parking anywhere within a transit-oriented district, regardless of the distance from the property using off-site parking to meet its required amount of parking.	• Expanding shared parking provisions may require disseminating information about parking locations, including wayfinding, and operating characteristics. • Monitoring of shared parking agreements could become problematic. The County does not have any mechanism or funding for this type of monitoring. To ensure long-term provision of shared parking may require that something be recorded on property deeds, or some form of enforceable contract between property owners. This could impact the sale of properties if there are deed restrictions or any legally enforceable agreements that restrict use of the property.

C4	Revise preferential parking standards for shared rides, car-sharing, electric vehicles and motorcycles	***Incorporate design standards to accommodate electric vehicle parking. Encourage provision of parking spaces for electric vehicles by having them count toward minimum parking but not toward maximum parking. Change design standards to ensure provision of infrastructure for electric vehicles.***	May encourage use of electric vehicles and more shared ride or carshare programs, but may reduce parking available for standard vehicles. This could be problematic if overall parking requirements are reduced.
		Similar to carpool parking spots, provide shared ride or carshare spaces.	
		Allow designating on-street parking for ADA.	Current County policy prevents creating ADA on-street parking. Changes to the County's ADA parking standards and street design standards would need to be evaluated and coordinated with engineering staff. Changes to street design to allow parking could impact traffic flow and/or safety.
		Change parking design standards to provide more motorcycle parking spaces, which could encourage more efficient use of parking areas due to the smaller size of motorcycle parking spaces.	May result in more parking spaces for a given size parcel, but may not provide sufficient parking spaces for standard size vehicles, especially if overall parking requirements are reduced.
C5	Update parking design standards	Update the County's parking design standards to encourage more efficient utilization of land used for parking, and mitigate negative design impacts associated with surface parking lots and parking structures.	Design standards could require amenities, screening and landscaping, that could better integrate parking areas with adjacent land uses. This could result in higher costs for developers and/or loss of some parking spaces.
C6	Update Zone A and Zone B designations (minimum and maximum parking ratios) to be consistent with TriMet's Service Enhancement Plans	The Regional Transportation Framework Plan states that "if 20-minute peak hour transit service has become available to an area within a one-quarter mile walking distance for bus transit or one-half mile walking distance from a high capacity transit station, that area shall be added to Zone A."	

Implementation Considerations

There are a number of considerations that should be taken into account before making changes in policies and regulations related to parking, as summarized below.

- Legality. Some of the suggested strategies may require addressing nonconforming uses. However, in most cases with the abundance of parking that would result from current code requirements, the developer/property owner would need to determine which would be more beneficial - the excess parking or the ability to increase uses on their subject parcel.

- Costs
  - If reduced parking minimums are adopted developers could experience reduced capital and maintenance cost.
  - Active parking management (short- and long-term, capital and operating). The County does not currently have the procedures or resources for management of parking and on-going monitoring of parking utilization, enforcement or other operational costs. The benefit of implementing such strategies (along with any revenue that might be generated) needs to be evaluated in relation to the initial and on-going costs associated with implementation.

- Direct and indirect effects (intended and unintended consequences). The County has adopted a number of policies designed to improve the efficiency of the transportation system, address congestion and environmental impacts, and provide for alternatives to the private vehicle for travel. Parking management strategies may help the County move toward achieving its objectives in these areas. However, changes in policy may have negative direct and/or indirect impacts on development, travel costs for users, costs for the County, etc. Potential strategies should be evaluated for the specific location(s) where they are proposed to assess possible impacts such as cost, spillover parking, traffic impacts, etc.

- Likely community reaction:
  - Business operators and community members may not readily embrace such changes due to the perceived inconvenience, or fear of spillover parking into adjacent areas.
  - Any proposal for parking management should be thoroughly vetted through the County's public involvement process to assess the potential community reaction to implementation.

- Likely developer response:
  - Some of the suggested policies and code changes may benefit developers by allowing for more flexibility and efficient utilization of properties for development (by reducing the amount of required parking); while others could increase costs (installation of screening and/or landscaping, provision of priority parking and/or infrastructure for electric vehicles, provision of amenities for bicyclists and transit users, etc.).
  - Despite the wide range of options, most existing off-street parking reduction strategies are not widely implemented by the development community.

  - Developers report that off-street parking is highly valued by residential and commercial tenants, and lenders.
  - Development community stakeholders shared the perception that reducing the number of off-street parking spaces will devalue their property and place it at a competitive disadvantage in the marketplace, which works as a disincentive to off-street parking reductions. When they are utilized, reductions are usually sought in order to address unique site constraints rather than the belief that less off-street parking is desirable.
  - On sites where meeting off-street parking requirements poses significant obstacles, developers may choose to take advantage of reductions rather than scaling back the project or providing costly parking measures such as underground, structured or automated parking.
  - Projects located extremely close to transit or in dense urban environments are more likely to seek reductions. The most commonly reported reductions are proximity to transit and bicycle parking substitutions.

- Consistency with local and regional policies and standards (e.g., Hillsboro, Beaverton, Tigard, Metro). Each jurisdiction has the discretion to adopt their own parking management strategies and policies, as long as these strategies are consistent with Metro's RTFP. It may also be desirable to have some consistency among the County and local jurisdiction parking policies and standards to avoid developers 'shopping' for the best deal in jurisdictions with lower parking requirements and/or costs.

Conclusions

It has been demonstrated that managing parking can achieve multiple objectives related to:

- Reduction in use of single occupant vehicles;
- Traffic management and reduction of vehicle miles traveled (VMT);
- Environmental mitigation;
- Land use efficiency; and
- Improved safety of travel for all modes.

While many of the strategies identified are most effective in more densely developed urban areas well served by public transportation, there are benefits and costs associated with each of the strategies that must be weighed in relation to conditions at specific locations. Changes in the amount of parking required for new developments in conjunction with enabling shared parking agreements may utilize the current 'surplus' in parking supply, lead to more efficient land use, and reduce development costs for residential as well as commercial development.

Specific recommendations are presented at the beginning of this issue paper for consideration by the Board of Commissioners.

Proposed Actions – Next Steps
Three different actions are suggested at this time to move the County forward in its deliberation of changes in the County's parking policies and development code requirements.

Planning Commission Work Sessions
The first action is to present the considerations included in this paper to the Planning Commission in a work session to obtain Planning Commission guidance and recommendations on how to proceed with changes to the County's policies and/or development code.

Board Work Session
The second action is to present the considerations included in this paper and the Planning Commission's guidance to the Board of Commissioners in a work session. The focus of the work session briefing would be to provide information to Board members, answer questions members may have, and obtain direction on how the Board would like to proceed with any changes to the County's policies and/or development code.

New Ordinance
Depending on the direction of the Board, LUT staff would prepare an ordinance for consideration during the 2017 ordinance season.

Appendix A
Rightsizing the Parking Code Summary of Technical Memoranda

Appendix B
Rightsizing the Parking Code Final Deliverables:

- Final Public Outreach Report June 30, 2016
- Technical Memorandums:
  1 - Public Outreach Plan
  2 - Background and Policy Framework
  3 - Parking Management Best Practices
  4 - Evaluation Criteria
  5 - Project Case Study, Cedar Mill Town Center – Parking Inventory, Occupancy and Turnover Study Methodology
  6 - Parking Inventory, Occupancy and Turnover Study Conclusions
  7 - Parking Management Strategies for Washington County
  8 - Potential Comprehensive Plan and Community Development Code Amendments