

AGENDA
City of Oregon City
TUESDAY, JULY 13, 2010

WORK SESSION OF THE CITY COMMISSION
5:30 P.M.

City Commission:

Alice Norris, Mayor
Doug Neeley, Commission President
James Nicita
Rocky Smith, Jr.
Daphne Wuest

Meeting held at:

City Hall
Commission Chambers
625 Center Street
Oregon City, OR 97045
503-657-0891

1. Convene Work Session of July 13, 2010, and Roll Call
2. Future Agenda Items
3. Discussion Items
 - a. South End Fire Station / Methodist Church: New Road Connection through a City Park
Staff: Tony Konkol, Community Development Director
 - b. Regional Wastewater Advisory Committee
Staff: Nancy Kraushaar, City Engineer and Public Works Director
 - c. Carnegie Task Force Recommendation
Staff: Scott Archer, Community Services Director
 - d. Parking Study
Staff: Scott Archer, Community Services Director
 - e. Ordinance No. 10-1006, Amending Title 5, Business Licenses and Regulations, Chapter 5.24, Social Games, Bingo, and Lotto
Staff: Mike Conrad, Police Chief and Public Safety Director
 - f. Library Due Diligence
Staff: Maureen Cole, Library Director
4. City Manager's Report
5. Adjournment

Agenda Posted July 2, 2010 at City Hall, Pioneer Community Center, Library, City Web site.

Video Streaming & Broadcasts: The meeting is streamed live on Internet on the Oregon City's Web site at www.orcity.org and available on demand following the meeting.

City Hall is wheelchair accessible with entry ramps and handicapped parking located on the east side of the building. Hearing devices may be requested from the City Recorder prior to the Commission meeting. Disabled individuals requiring other assistance must make their request known 48 hours preceding the meeting by contacting the City Recorder's Office at 503-657-0891.



Agenda Item No. 3a
Meeting Date: 13 Jul 2010

COMMISSION REPORT: CITY OF OREGON CITY

TO:	Honorable Mayor and City Commission
FROM:	Tony Konkol, Community Development Director
PRESENTER:	Tony Konkol, Community Development Director
SUBJECT:	South End Fire Station / Methodist Church: New road connection through a City Park
Agenda Heading: General Business	
Approved by: David Frasher, City Manager	

RECOMMENDED ACTION (Motion):

For discussion.

BACKGROUND:

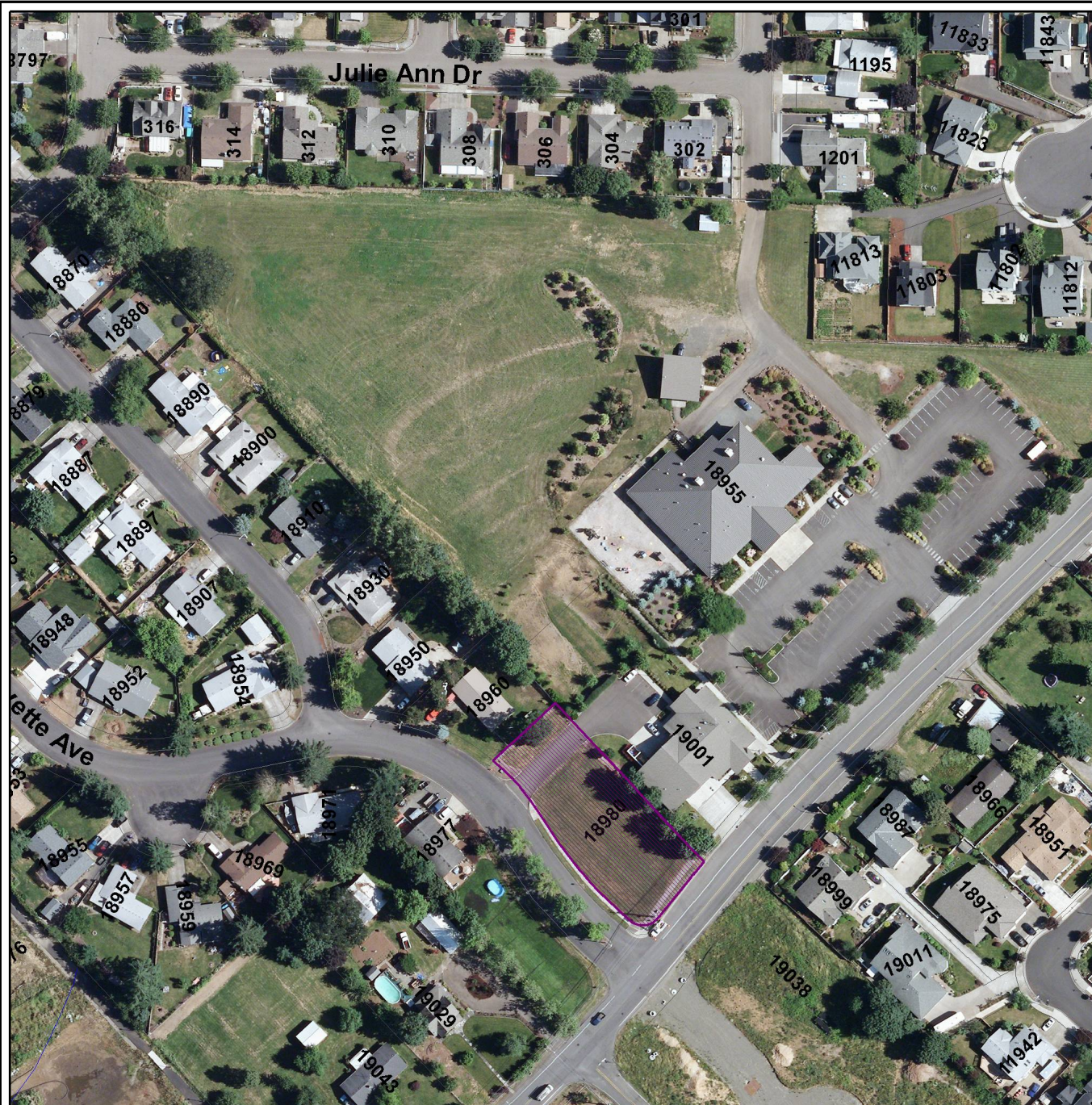
Please review the attached memorandum from the City Attorney.

BUDGET IMPACT:

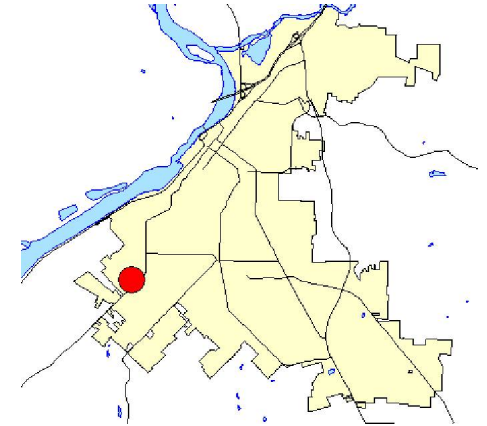
FY(s):

Funding Source:

ATTACHMENTS:



Oak Tree Park



4

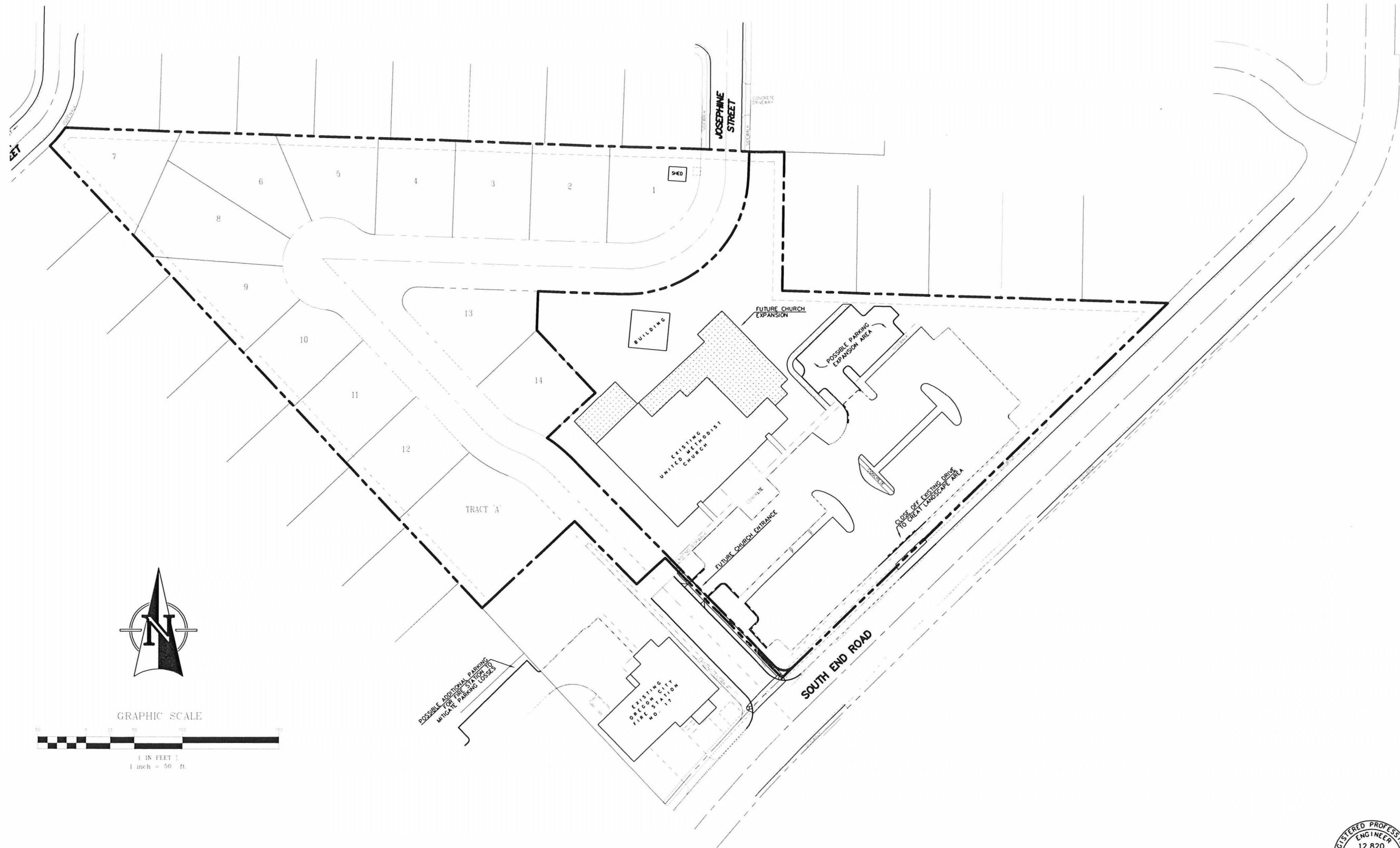


City of Oregon City
P.O. Box 3040
625 Center St
Oregon City, OR 97045
(503) 657-0891
www.orcity.org

This map is not suitable for survey, engineering, legal, or navigation purposes. Errors and omissions may exist.

Map created with OCMaP 2010

06/29/2010



REVISIONS BY

UNITED METHODIST CHURCH

PRELIMINARY SITE PLAN

SISUL ENGINEERING

375 PORTLAND AVENUE
GLADSTONE, OREGON 97027
(503) 657-0188

DATE JULY 2007
SCALE 1" = 50'
DRAWN LJJ
JOB 2006-163
SHEET 3
OF 3 SHEETS

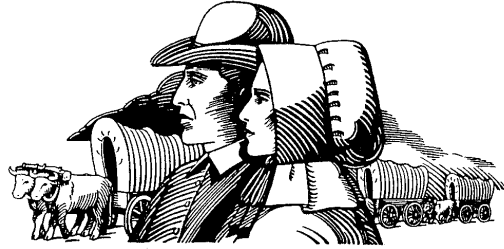


CITY OF OREGON CITY

Land Use Decision

320 WARNER MILNE ROAD
TEL (503) 657-0891

OREGON CITY, OREGON 97045
FAX (503) 722-3880



NOTICE OF LAND USE DECISION

ZC 07-05, CU 07-07, MP 07-11 & VR 07-05 (TYPE IV)

DATE OF MAILING OF NOTICE OF DECISION: February 8, 2008

LOCATION: Oregon City City Hall – Chambers
Planning Commission Hearing
320 Warner-Milne Road
Oregon City, Oregon 97045

APPLICANT: United Methodist Church
18955 South End Road
Oregon City, OR 97045

REPRESENTATIVE: Sisul Engineering
375 Portland Avenue
Gladstone, OR 97027

REQUEST: Zone Change from “R-10” Single-Family Dwelling District to “R-8” Single-Family Dwelling District, modification of the previous conditional use permit to allow a smaller site for the church use, minor partition of the subject site and a variance to the maximum lot size requirements permitted for a partition.

LOCATION: 18955 South End Road, Oregon City, Oregon 97045 and identified as Clackamas County Map 3-1E-1DC-400.

CONTACT: Tony Konkol, Senior Planner

DECISION: On January 16, 2008 after reviewing all of the evidence in the record and considering all of the arguments made by the applicant, opposing and interested parties, the City Commission voted to approve with conditions the requested Zone Change, Conditional Use Permit, Partition and Variance. Accordingly, the City Commission adopted as its own the Staff Report and Conditions of Approval for File Numbers ZC 07-05, CU 07-07, MP 07-11 and VR 07-05.

PROCESS: Type IV decisions include only quasi-judicial plan amendments and zone changes. These applications involve the greatest amount of discretion and evaluation of subjective approval standards and must be heard by the city commission for final action. The process for these land use decisions is controlled by ORS 197.763. At the evidentiary hearing held before the planning commission, all issues are addressed. If the planning commission denies the application, any party with standing (i.e., anyone who appeared before the planning commission either in person or in writing) may appeal the planning commission denial to the city commission. If the planning commission denies the application and no appeal has been received within ten days of the issuance of the final decision then the action of the planning commission becomes the final decision of the city. If the planning commission votes to approve the application, that decision is forwarded as a recommendation to the city commission for final consideration. In either case, any review by the city commission is on the record and only issues raised before the planning commission may be raised before the city commission. The city commission decision is the city's final decision and is appealable to the land use board of appeals (LUBA) within twenty-one days of when it becomes final.

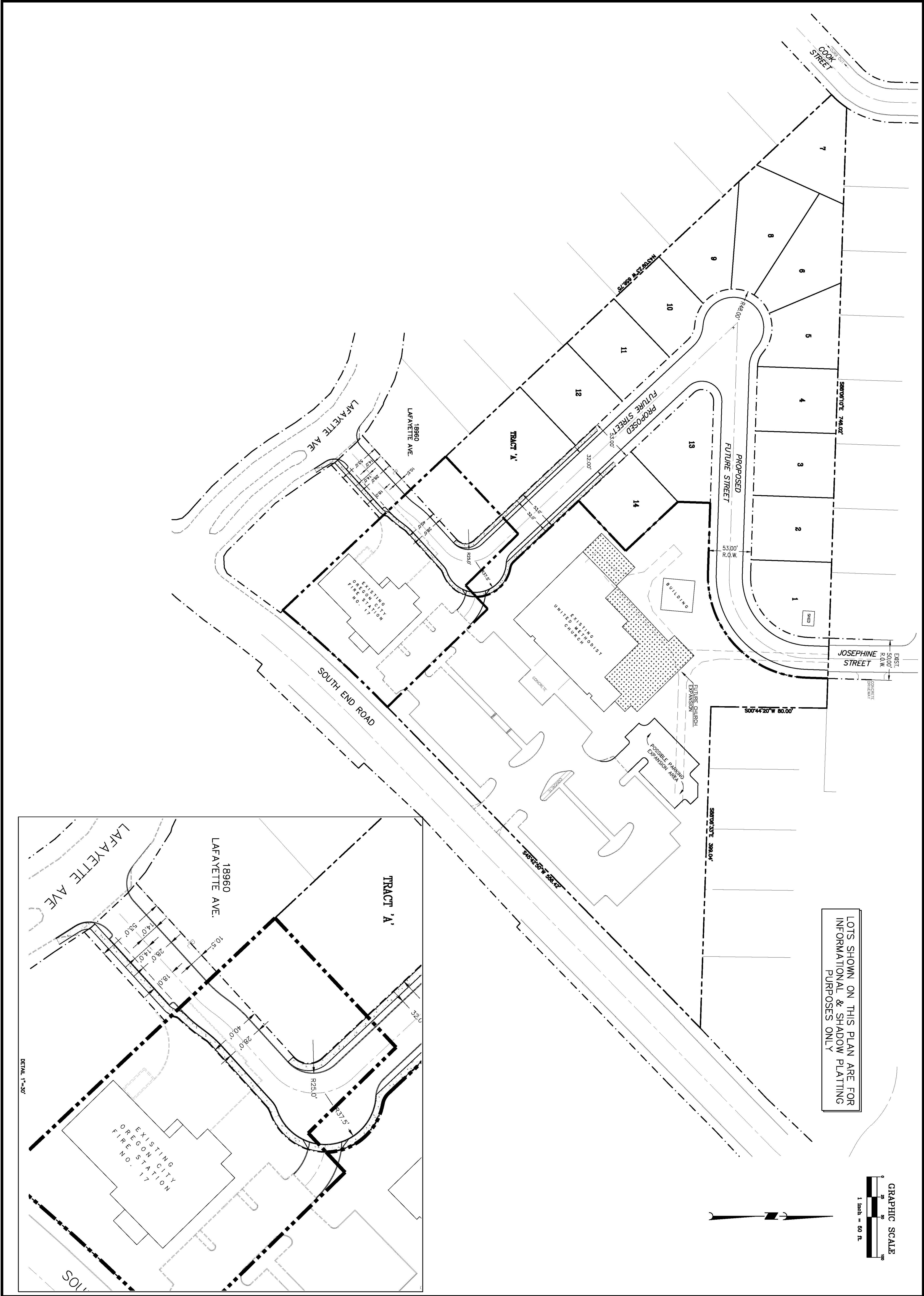
The application, decision, and supporting documents are available for inspection at the Oregon City Planning Division located at 320 Warner-Milne Road, Oregon City, OR 97045, (503) 657-0891, between the hours of 8am and 1pm. Copies of these documents are available (for a fee) upon request.

CONDITIONS OF APPROVAL

Date of Mailing of Notice of Decision: February 8, 2008

Planning File: ZC 07-05, CU 07-07, MP 07-11 & VR 07-05

1. The applicant has submitted a letter to Chief Huiras outlining the details to purchase a parcel of land adjacent to the site that is owned by the City of Oregon City and is developed as parking for the South End Fire Station (Exhibit 3). Staff has identified the need to provide a connection from the stubbed Josephine Street to South End Road. The applicant has proposed to purchase property from the city to create the needed street connection along the south side of the subject site. Prior to recording of the partition plat, the applicant shall finalize the agreement to purchase the fire station property. The acquired property shall be transferred to proposed parcel 1 to ensure that the needed street connection is constructed when and if parcel 1 is developed as housing.
 2. When parcel 1 is developed, a traffic report shall be prepared that examines the existing driveway access from South End Road and shall recommend to either close the accessway or to limit the accessway to a right-in/right-out only. The traffic report shall also review the need for a dedicated left-turn lane from the new street connection onto South End Road.
 3. When parcel 1 is developed, all improvements to the subject site for the redesign of the parking lot and any additional parking or improvements identified in the agreement with the city for the purchase of the fire station property will be completed and accepted by the city prior to the issuance of a building permit for any new housing on parcel 1.
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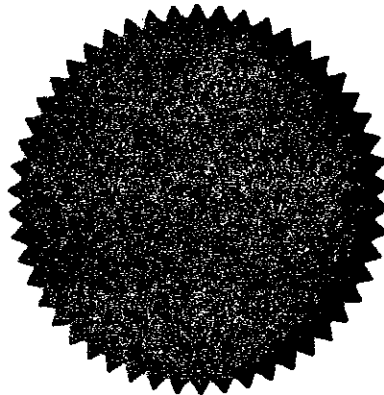
SURVEYOR'S CERTIFICATE

I, DAVID F. EVANS, first being duly sworn, depose and say that I have correctly surveyed and marked with proper monuments the land represented in the annexed map of "OAKTREE" and at the Initial Point I set a 2" x 36" Galvanized Iron Pipe 6" below the surface of the ground, said point being located N 45°00'00" W 274.10 feet from the most Southerly corner of the ABSALOM F. HEDGES D.L.S. NO. 40, located in T.35., R.1E., W.M., City of Oregon City, Clackamas County, Oregon; thence along the common line between said D.L.C. NO. 40 and the SAMUEL POMEROY D.L.C. NO. 39, N 45°00'00" W 2205.36 feet; thence leaving said common line N 45°00'00" E 543.44 feet; thence along in part, the Southwesterly boundary line of "WILLAVIEW", recorded in Book 32, on Page 1 of Plat Records in said county, S 45°03'31" E 2469.17 feet to the Northwesternly right-of-way line of South End Road and to a point on the arc of a 1667.02 foot curve to the left, the radius point of said curve bears S 51°48'32" E; thence Southwesterly along said right-of-way line and the arc of said curve 50.68 feet through a central angle of 1°44'31" to a point of reverse curvature with the arc of a tangent 1607.02 foot radius curve to the right; thence Southwesterly along the arc of said curve 171.69 feet through a central angle of 6°07'17"; thence leaving said right-of-way line N 45°00'00" W 287.00 feet; thence S 45°00'00" W 324.92 feet to the Initial Point and point of beginning.

Subscribed and sworn to before me this 3rd day of July 1973.

Daney R. Jew
NOTARY PUBLIC IN AND FOR OREGON
MY COMMISSION EXPIRES 3/23/76

I HEREBY CERTIFY THAT THIS
IS AN EXACT COPY OF THE
PLAT OF OAKTREE.



DEDICATION

KNOW ALL MEN BY THESE PRESENT: that DAVID E. FARR and VIRGINIA M. FARR do hereby make, establish and declare the annexed map of "OAKTREE" as described in the accompanying Surveyors Certificate a true map and plat thereof of the lands owned by us, all lots being of the dimensions shown and all streets and avenues being of the width thereon set forth and said DAVID E. FARR and VIRGINIA M. FARR do hereby dedicate to the use of the public as publicways forever all streets, avenues, park areas and easements shown on said map.

In Witness Whereof We Have Hereunto Set Our Hands.

David E. Farr
DAVID E. FARR

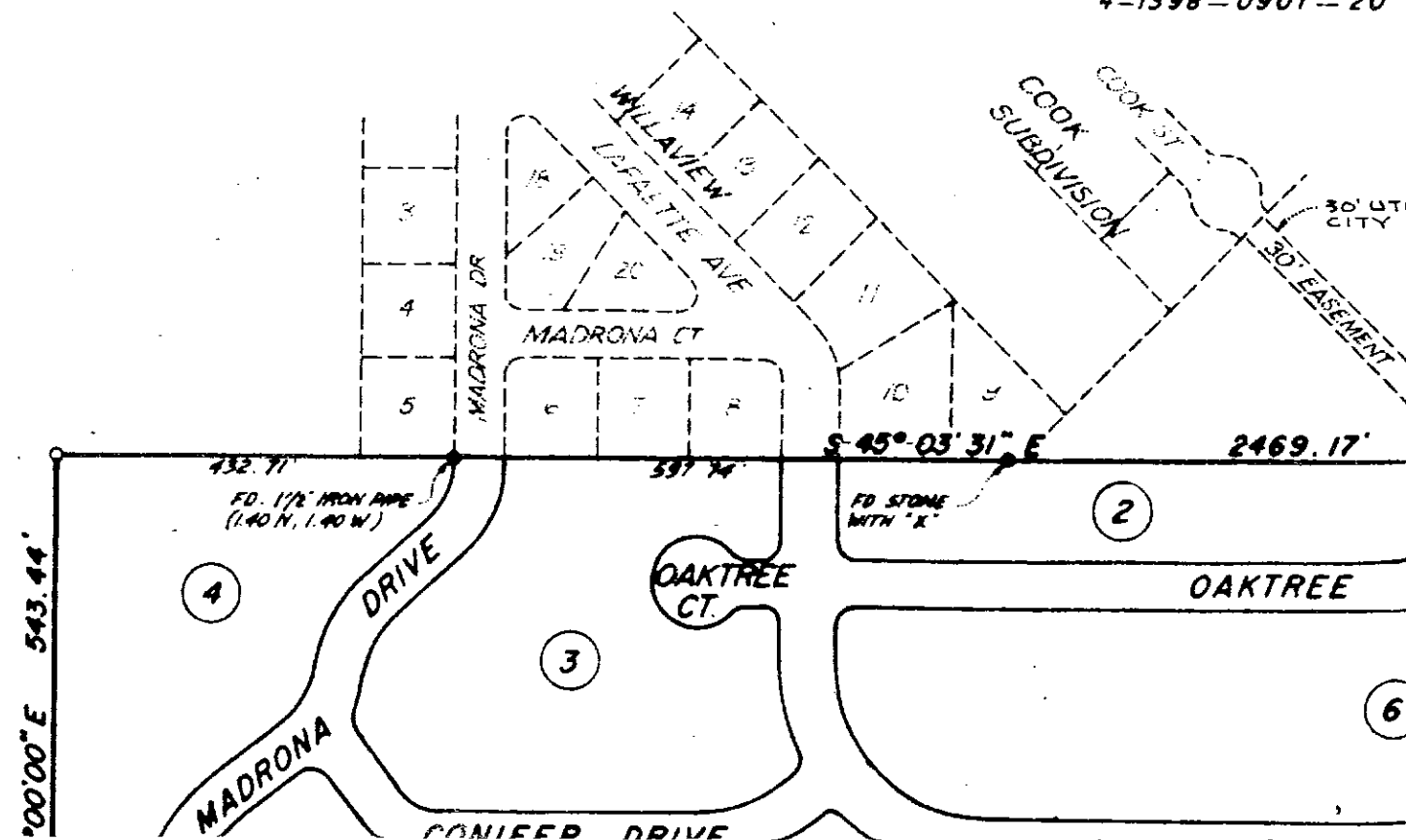
Virginia M. Farr
VIRGINIA M. FARR

OAKTREE

IN LOTS 1 THROUGH 5 AND A PORTION
OF "PLEASANT TERRACE"
IN A PORTION OF THE S.E. 1/2 SECTION 36
CITY OF OREGON CITY, CLACKAMAS COUNTY
28.98 ACRES

SCALE: 1"=200'

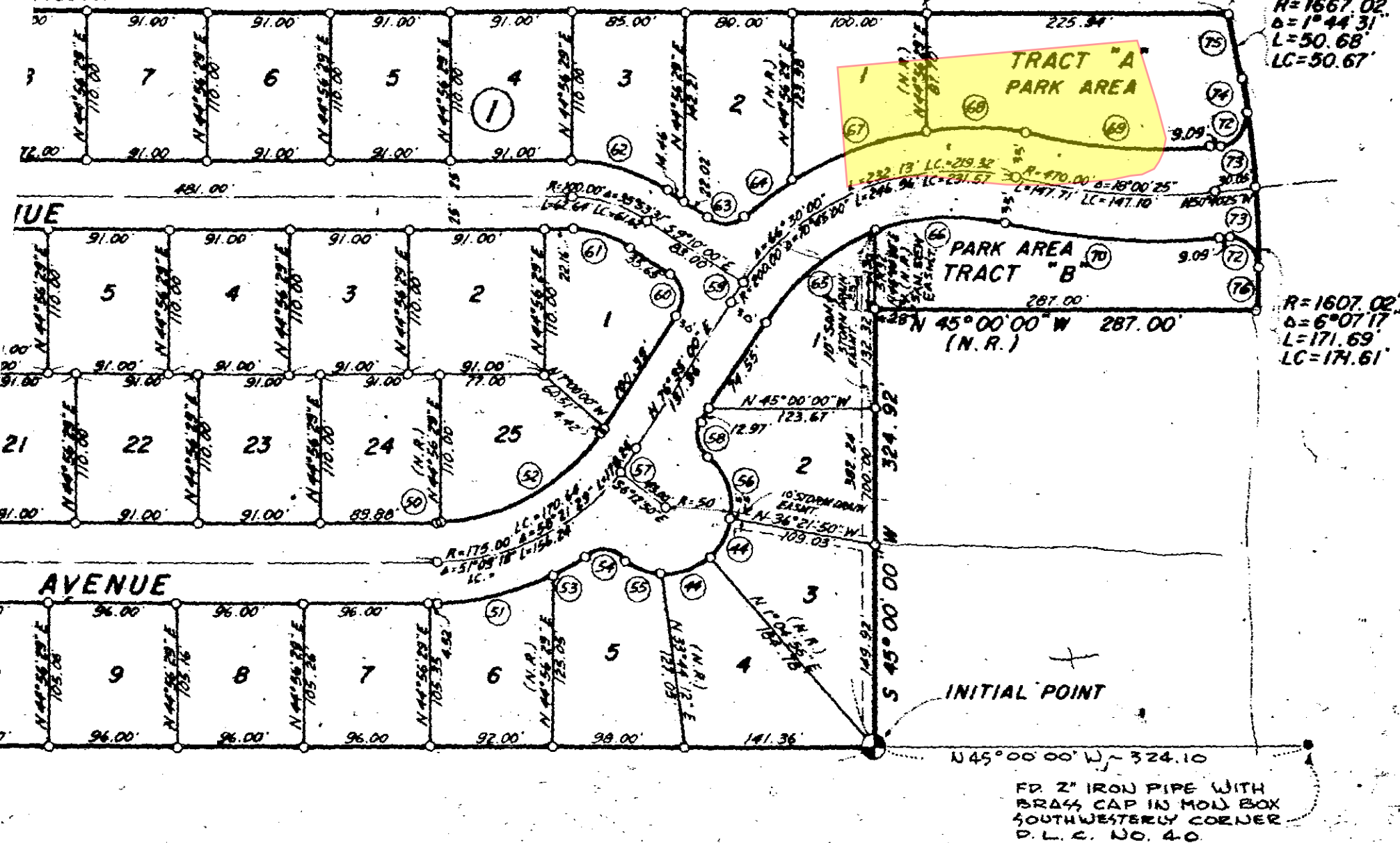
WILSEY & HAM
PORTLAND, OREGON.
4-1398-0901-20



49°24'31" 64.68 62.69 40 20.00 92°41'00" 32.35 28.94 60 20.00 85°45'00"

"E"
EVE TRIP TO
OREGON CITY
PUBLIC RIGHT-OF-WAY

1469.17'



1985



G A R V E Y S C H U B E R T B A R E R

MEMORANDUM

TO: Honorable Mayor and Oregon City Commission
CC: City Manager
Community Services Director
Bill Kabeiseman, Assistant City Attorney
FROM: Carrie Richter, Assistant City Attorney
DATE: June 29, 2010
RE: Oak Tree Park and Josephine Street Extension

The Oregon City United Methodist Church has proposed realigning the future extension of Josephine Street, as well as locating a storm detention facility, so that they occupy a portion of land dedicated as park land on the plat of the Oak Tree Park subdivision. Although extending a road through park land may be possible, given the restrictions on the use of dedicated property as well as the City Charter restrictions on park lands, some additional legal hurdles may be required in order to realize this solution.

Background

In 2008, the City approved a partition sought by the Church in order to allow residential development of a portion of the Church's property (Exhibit C). The approved application also included a zone change from R-10 to R-8, a modification of the conditional use to reduce the parcel size for the existing church, and a variance to the maximum lot size requirements permitted for a partition. A condition of approval of the partition was the extension of Josephine Street through the Church parcel to provide for additional connectivity for the neighborhood north of the Church. As originally approved, the new road was to connect to South End Road by running between the existing Fire Station No. 14 and the Church. A copy of the original proposal is attached to this Memorandum as Exhibit B. In 2008, the City transferred ownership of Fire Station No. 14 to Clackamas County Fire District # 1.

The Fire District is opposed to the road extension as proposed in the Church's original partition application. Therefore, the Church is proposing an alternative alignment that places the future Josephine extension behind the fire station and connecting it to Lafayette Avenue As shown on Exhibit D to this memorandum. This alignment requires crossing Oak Tree Park, a small park dedicated to the City pursuant to a subdivision plat recorded in 1973. A copy of portions of the recorded plat is attached to this memorandum as Exhibit E. (Oak Tree Park is highlighted in yellow on both maps.) In addition to locating a road on park land, the parties are also proposing to relocate the storm water detention facility that would serve the future Church property development from behind the Fire Station onto the park land creating a single park / storm water maintenance obligation for the City. According to the engineer hired by the Church, such combination park / stormwater facilities work well as the low flow channel is placed along the edge of the park so that, during dry weather, a majority of the park is usable.

Nature of the Dedication Language

The Oak Tree Park plat contains dedication language that provides as follows:

“David E. Farr and Virginia M. Farr do hereby dedicate to the use of the public as public ways forever all street, avenues, park areas and easements shown on said map.” See attached plat details.

The first question is whether that area has been dedicated as a park such that a road can not be built on the site. Typically, dedication as a “park” would limit the use of the area to park uses. Parks may include roadways, but usually such roads are internal or access roads, not roads that take up a significant portion of the park, such as the one proposed here and a roadway across a park would typically not be consistent with dedication for use as a park. In any event, the language of the dedication (as shown in Exhibit E) does not distinguish between park uses and road uses and “dedicates to the use of the public as public ways forever all streets, avenues, park areas and easements shown on said map.” It is likely that, if this issue were brought to a court that the court would find the specific notation of the tract as a “park area” would limit uses to park uses.

To the extent Tract A is dedicated solely for park uses, and the city can not use the dedication for a road, the City could not simply convert the use. As the Commission is aware, dedications are not outright grants of property to the City, but are the equivalent of easements to the public for a particular use with the City managing the property for the benefit of the public. *Siegenthaler v. North Tillamook County Sanitary Authority*, 26 Or App 611, 553 P2d 1067 (1976). If property dedicated for a particular purpose ceases to be used for that purpose, the dedicated area reverts to the owner of the underlying property. *Portland Baseball Club v. Portland*, 142 Or 13, 18 P2d 811 (1933). Generally, the holders of that interest are the immediately adjacent neighbors. *Id.* Thus, if a court were to determine that the construction of the proposed road was inconsistent with the area’s use as a park,¹ the construction of the road could be enjoined and the land could revert to the neighboring property owners.

Given that uncertainty, in order to ensure that the dedication issue does not cause problems at some point in the future, the prudent course would be to acquire whatever property interest the neighboring property owners hold in the dedicated park area on the Oak Tree Park plat. The acquisition of those interests would eliminate any risk that limiting park uses in that area would allow the area to revert back to the neighboring property owners. The easiest way to accomplish this would be to require the applicant to obtain quit claim deeds from the neighboring property owners foregoing any interest they may still have in the property dedicated as park areas. Our office could work with staff to provide such forms for use by the applicant.

Charter Park Limitations

¹ There is at least an argument that the dedication language in this subdivision could be read to contemplate that the dedicated areas could be used for either roadways or parks. However, such a conclusion is, at best, unclear.

A more significant issue may be the limitations set forth in the City Charter governing parks. A copy of the entire Charter Chapter governing parks and natural beauty is attached to this memorandum as Exhibit F. Section 42 of the City's Charter identifies 12 specific areas as parks (and some of those parks are also designated "natural" parks). In addition to those 12 named parks, Section 43 of the City Charter provides that "additional parks may be created and land established as parks upon . . . dedication of land as a park." Section 43 goes on to say: "Whenever any real property is designated as a park as provided herein, it is subject to all of the provisions of this Chapter X."²

Section 41, which is a provision of Chapter X, provides:

"The commission may not do any of the following listed acts with regard to any *designated city park* or part thereof without first obtaining approval of the legal voters of the city. Said acts are as follows:

"(a) Sell, lease or otherwise transfer park property.

"(b) Vacate or otherwise change the legal status of any park.

"(c) Construct permanent buildings or structures thereon other than for recreational purposes and park maintenance. In any case where at the date of adoption of this section there are existing structures which do not comply with this provision, such structures and any additions and alterations thereto are excepted from the provisions of this section."

The first question is whether the creation of a new park through the dedication of land as a park (such as occurred with the recordation of the Oak Tree Park plat) results in a "designated" city park. Section 41 only applies to "designated" city parks, while Section 43 discusses creation of additional parks through dedication, but allows the City to "designate" by ordinance real property acquired through other means as parks. One potential view of the Charter would be that only parks that have been "designated" as a park by specific ordinance of the Commission are subject to the limitations in Section 41. An alternative view could be that property dedicated as park land is subject to the limitations of Section 41, because the language discussing "designation" of parks applies only to parks acquired by means other than dedication or gift.

Two factors may influence how the Commission decides to interpret this provision. First, although it does not specifically deal with city parks, section 5 in Chapter II specifies how the charter should be interpreted. It provides that "[t]he charter shall be liberally construed to the end that the city may have

² Section 43 of the City Charter provides as follows:

"Section 43 - Additional Parks.

"Additional parks may be created and land established as parks upon the acceptance by the commission of a gift to the city for park purposes or a dedication of land as a park. Real property owned or acquired by the city in other manners may be designated as a park by ordinance. Park areas may be specifically designated as natural parks and when so designated shall be maintained as provided in Section 41. Whenever any real property is designated as a park as provided herein, it is subject to all of the provisions of this Chapter X."

all powers necessary or convenient for the conduct of its municipal affairs.” Second, the Oregon Supreme Court has held that a local body is entitled to deference when it is interpreting its own charter. *Fifth Avenue Corp. v. Washington Co.*, 282 Or. 591, 581 P.2d 50 (1978) (cited approvingly in *Gage v. City of Portland*, 319 Or 308, 315, 877 P2d 1187 (1994)). Thus, if there are two possible interpretations of a charter provision, the choice of which interpretation is the proper one is for the city to make, not the courts. Ultimately, it is for the Commission to determine whether the limitations in Section 41 apply to all parks within the City, or only to those parks listed in the Charter and those other parks that have been specifically designated as subject to the limitations in Section 41 of the Charter.

To the extent the Commission determines that dedicated parks, such as the one dedicated in the plat of Oak Tree Park are subject to the limitations in Section 41, that section limits the City’s ability to (1) vacate or change the legal status of a park, and (2) construct buildings or structures on the park.³

The limitation on vacating a designated park is relatively straightforward – Oregon law allows cities to vacate property dedicated to a city. This is seen most typically for undeveloped streets, but also applies to dedicated city parks. When dedicated property is vacated, the property reverts to private ownership. Under this provision of the Charter, the City cannot vacate such a park without a vote of the citizens of Oregon City. Here, rather than vacating the park, the City would be converting the land from one type of public use to another.

As far as changing the “legal status” of a park, the Charter does not provide much information about the term “legal status.” One likely interpretation would mirror what occurred in a recent case in the city of West Linn, *Dodds v. City of West Linn*, 222 Or App 129, 193 P3d 24 (2008). In that case, West Linn acquired a .4 acre parcel through foreclosure. The city initially classified the property as “city-owned,” but later, by resolution, designated the property as “open space natural area.” Two months later, after a new mayor and city council had taken office, the city council removed the “open space natural area” designation and the former mayor challenged that action. The Court of Appeals ultimately dismissed the case for unrelated reasons, but this type of “re-designation” from city park to some other status, with the concomitant avoidance of the limitation in Section 41, may be the purpose of the limitation on the change of legal status. With that in mind, depending on how the Commission interprets the change in legal status provision of Section 41, the use of park land as a street could be considered a “change in legal status,” because that area of the park is no longer available for park purposes.

The final limitation prohibits the construction of certain permanent buildings or structures at Charter Parks for purposes other than recreation or park maintenance. A “structure” is defined by OCMC 17.04.1215 to mean “anything constructed or erected that requires location on the ground or attached to something having location on the ground.” Although roads are typically separately described and distinguished from structures, it appears that a road for non-recreational purposes could be viewed as a structure, requiring a vote of the citizens.

It is important to note that, with all of these limitations, the Charter does not absolutely prohibit the activities such as change in status or the construction of permanent non-recreation structures. Instead, the Charter provision requires the City Commission to receive voter approval for such an action. Although this process makes these activities subject to voter review, the history of this provision

³ Section 41 also limits the ability of the City to transfer any aspect of ownership of park property, including leasing of park property, but that limitation is not implicated by the Church’s proposal.

indicates that the voters are willing to consider such situations. For example, in 1999, the voters approved the construction of the regional visitors' center in Kelly Field Park. Similarly, in 2003, the voters approved the grant of an easement to a few property owners adjacent to Singer Creek Park. It does not appear that the voters of Oregon City have categorically rejected a proposed use of a Charter Park, although the number of issues presented has been relatively few.

CONCLUSION

The use of the park tract in the Oak Tree Park plat presents two issues.

The first issue involves the use of dedicated land that may be inconsistent with the purpose of its dedication. There are methods to resolve this issue, assuming neighboring property owners are cooperative. If neighboring property owners are not cooperative, this may place a significant hurdle in the way of the Church's proposed transportation solution.

The second issue involves the limitation on the use of parks contained in the City's Charter. To the extent it applies to this area, Section 41 of the City Charter limits the ability of the Commission to take certain actions in the park. If Oak Tree Park is subject to section 41, it would limit the ability of the City to change the legal status of Oak Tree Park, and that may affect the ability of the applicant to build the road. In addition, Section 41 limits the ability to build structures such as roads for non-recreational purposes. Therefore, if the City wished to proceed with converting a portion of Oak Tree Park to a road or a storm water detention use, voter approval may be required, depending on the Commission's interpretation of these provisions.

EXHIBITS

- A. Vicinity Map / Aerial Photo
- B. Approved Minor Partition MP 07-11 showing South End Road connection (plat not recorded).
- C. Notice of Decision & Conditions of Approval for planning files ZC 07-05, CU 07-07, MP 07-11 & VR 07-05.
- D. Proposed new subdivision showing alternate road crossing Oak Tree Park to Lafayette Street.
- E. Recorded plat of Oaktree subdivision with park dedication language (1973).
- F. Oregon City Charter Chapter X - Parks and Natural Beauty



Agenda Item No. 3b
Meeting Date: 13 Jul 2010

COMMISSION REPORT: CITY OF OREGON CITY

TO:	Honorable Mayor and City Commission
FROM:	Nancy Kraushaar, City Engineer and Public Works Director
PRESENTER:	Nancy Kraushaar, City Engineer and Public Works Director
SUBJECT:	Regional Wastewater Advisory Committee
Agenda Heading: General Business	
Approved by: David Frasher, City Manager	

RECOMMENDED ACTION (Motion):

BACKGROUND:

Staff will be providing further information on this item at the work session.

BUDGET IMPACT:

FY(s):

Funding Source:

ATTACHMENTS:

Letter from Lynn Peterson regarding Wastewater Advisory Committee



Lynn Peterson
Chair

Commissioners
Bob Austin
Jim Bernard
Charlotte Lehan
Ann Lininger

BOARD OF COUNTY COMMISSIONERS

PUBLIC SERVICES BUILDING
2051 KAEN ROAD | OREGON CITY, OR 97045

June 3, 2010

Regional Wastewater Advisory Committee Members
Hand Delivered

Dear Regional Wastewater Advisory Committee Members:

Our two sanitary districts, Clackamas County Service District No. 1 (CCSD#1) and Tri-City Service District (Tri-City), meet the wastewater treatment needs of over 200,000 people across north Clackamas County. The districts are separate legal and financial entities. Although they have been managed separately, their resources form a single, interrelated portfolio of high value conveyance and wastewater treatment assets for the region.

Earlier this year we formed the Regional Wastewater Advisory Committee. The committee's purpose is to give the communities of north Clackamas County a forum for regional decision-making about the management of these wastewater assets. The current value of these combined assets is approximately \$750 million. We ask your help to determine how our assets should be managed and maintained and where we should invest our ratepayer resources in the future. Thank you for agreeing to participate in this very important undertaking.

After many years of debate, effort, and expense CCSD#1 and Tri-City have achieved treatment capacity parity. This means our two districts will add additional treatment capacity at about the same time in the future. They must each anticipate and meet more stringent water quality and discharge regulations, increasing public expectations for sustainable practices, and intense pressure to keep costs down through efficient operations and innovation.

At the heart of these common challenges are complex and sometimes controversial policy questions about district operations, asset management, capital replacement strategies, risk and regulatory management, and long-term financial planning. In addition, it is important that as we develop responses to these questions, that the needs of all ratepayers and our host communities be carefully considered and balanced.

We would like you to consider the following questions and develop preliminary policy and operational recommendations for us no later than January 15, 2011.

1. How do we deploy our region's existing wastewater assets to meet the challenges of new and more stringent water quality regulation and to maximize their performance at the lowest possible cost?
2. How do we deploy our region's existing wastewater assets to meet the challenges of cost effective asset maintenance and replacement?

3. How do we deploy our region's existing wastewater assets to meet the challenges of public demand for sustainable and green practices?
4. How do we deploy our region's existing wastewater assets to meet the challenges of ratepayer pressure for the lowest possible cost operations?
5. What investments should be made in our existing assets to preserve their value and to reduce or modify their impact on host communities? This should include consideration of these assets and the role they play or could play as part of our regional portfolio.
 1. Kellogg Creek Pollution Control Plant, located in Milwaukie
 2. Tri-City Plant, located in Oregon City
 3. Wastewater treatment plants located in Boring and Hoodland, and;
 4. Conveyance pipelines, pumping stations and other associated assets.
6. What other community impacts such as wetland, riparian zone and streamside corridor management, transportation, and affect on property values or economic opportunity, should we consider and how should these be addressed?
7. What major new capital investments should our two districts anticipate, individually and collectively, to meet our region's future wastewater treatment needs, anticipated regulatory changes, and our desire for a higher level of community and environmental quality across the region.

Funds have been set aside to provide you with the technical and staff support necessary to complete your evaluation and to make timely recommendations to the Board. We have directed staff to make every effort to ensure that the public is informed and involved in your efforts on our behalf.

Thank you for accepting this challenging assignment. We look forward to receiving your recommendations early next year.

Sincerely,

CLACKAMAS COUNTY BOARD OF COMMISSIONERS



Lynn Peterson, Chair
On behalf of the Clackamas County Board of Commissioners

LP/gb

Tri-City Governance

Tri-City is a county service district created by Clackamas County in 1980 under ORS Chapter 451. ORS Chapter 451 is very specific about the board of County service districts:

“451.485 Governing body of district; order preliminary to construction work. The county court shall be the governing body of a county service district established under ORS 451.410 to 451.610. A district shall be known by the name or number specified in the order declaring its formation and by that name shall exercise and carry out the powers and duties conferred and declared in this chapter.”

Under that provision, the County Board of Commissioners (“BOC”) is required to be the governing body. The statute does allow for the appointment of an advisory board, which already exists and, in addition, the Board of Commissioners could appoint city officials as budget officials, which would provide additional oversight of Tri-City.

There are some methods to get additional control over Tri-City:

- Greater deference by BOC to advisory committee recommendations.
 - Requires action by the BOC to decide that it will give more import to the recommendations of the committee.
 - Any such approach would provide little leverage to cities if the BOC decides not to follow its own decision.
- Delegation of Authority by BOC to other entity through IGA
 - ORS Chapter 190 allows governmental entities to agree to have other governmental entities perform their functions.
 - Would require BOC to agree to give up control of Tri-City.
 - Some question whether County could delegate statutory authority.
- Dissolution of Tri-City. This approach would eliminate Tri-City entirely; its operations would be taken over by successor entity formed for that purpose (or existing entity willing to take on the operations).
 - Requires a vote of the citizens.
 - Dependant on having a successor entity available to take over operation of the district.
 - May require cities to take on liability for bonds (requires further research).
 - May require review by the Metro Boundary Commission.

There may be other approaches or strategies to address control issues, but in large part, these issues will require the political will to undertake.



Agenda Item No. 3c
Meeting Date: 13 Jul 2010

COMMISSION REPORT: CITY OF OREGON CITY

TO:	Honorable Mayor and City Commission
FROM:	Denise Kai, Assistant Parks and Recreation Director
PRESENTER:	Scott Archer, Community Services Director
SUBJECT:	Carnegie Task Force Recommendation
Agenda Heading: General Business	
Approved by: David Frasher, City Manager	

RECOMMENDED ACTION (Motion):

Discussion only.

BACKGROUND:

In the summer of 2009, the Community Services Department was directed to organize a citizen based Task Force to make recommendations regarding the future use and operations of the Carnegie Center. The Center has been vacant since the end of August 2008. The City hired Cogan Owens Cogan in September 2009, to assist in the coordination of the Task Force and the community process via a series of Task Force meetings, an online public accessible survey and a public open house. The Task Force met over the course of four meetings from November 16, 2009 through June 14, 2010 and hosted an open house forum on February 6, 2010. The culmination of this process is the production of a final report and recommendation from the Carnegie Center Task Force.

The final report will be distributed in advance of the July 13 Commission work session. As of the writing of this Commission Report the final report was still being prepared.

BUDGET IMPACT:

FY(s):

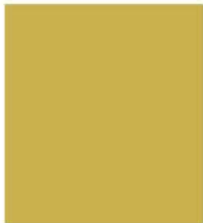
Funding Source:

ATTACHMENTS:

Carnegie Center Project Task Force Final Report



Final Report from the Carnegie
Center Utilization Project Task Force



July 2010

Prepared by
COGAN
OWENS
COGAN

Final Report

Introduction

The Carnegie Center is a historic building in Oregon City's McLoughlin neighborhood. It was built in 1912 as a public library, funded in part by a grant from the Carnegie Foundation. The Center was in continuous use as a library until that facility moved to larger quarters in 1994. The following year, it was reopened as a multi-use community center under the supervision of the Oregon City Parks and Recreation Department. It has since housed a children's museum, art gallery and cultural gift shop. In 2001, the City allocated urban renewal funds to undertake a major renovation that included restoring the original façade. The building also was updated to meet current safety, ADA and other standards. The Center has approximately 6,500 square feet of usable space on two levels and is in the heart of Carnegie Library Park, a City Charter Park. It has been vacant since August 2008 and was expected to remain so at least until the results of this study were known. However, a recent decision to move the Library temporarily into the Center for about 12-18 months until a new Library location is found gives the City more time to choose the best alternative for the future use of the facility.

The City is committed to reopening the Carnegie for one or more uses that benefit the Oregon City community are compatible with the neighborhood and preserve the integrity of the building. To that end, in November 2009, an 11-member Citizens Task Force was appointed to consider possible uses and make recommendations to the City Commission. The Task Force is comprised of the following Oregon City residents and businesspeople:

- Wendell Baskins, Citizen Representative
- Chuck Clemans, Oregon City Arts Committee
- Rolla Harding, McLoughlin House
- Damon Mabee, Citizen Involvement Council (CIC)
- Carol Pauli, Chamber of Commerce
- Delpha Powell, McLoughlin Neighborhood Association
- Bryan Powell, Atkinson Memorial Church
- Darin Smith, Weatherford's Grand Lodge
- Cheryl Snow, Oregon City Arts Committee/ Clackamas County Arts Alliance
- Linda VanHaverbeke, Friends of the Library/Library Board
- Bryan Watt, Parks and Recreation Advisory Committee (PRAC)
- Marcia Wimmer, Oregon City Rotary

Cogan Owens Cogan, LLC was retained by the City to consult on the public engagement process. The consultant worked closely with the Task Force and Community Services Department staff. All four Task Force meetings were open to the public and included time for public comment. Other elements of the public



engagement process were an online survey and an open house. In addition, the consultant conducted research on four Oregon Cities –Baker City, The Dalles, LaGrande and Pendleton—whose Carnegie Libraries are currently being used as arts and cultural centers and operated by independent, nonprofit organizations. Three have long-term, low-rent leases with the city while one is owned outright by the nonprofit entity. Other than these favorable lease arrangements, there is no fiscal or other local governmental support. (Details on each center may be found in the matrix starting on page 6.)

A summary of the public engagement process as well as the research into alternative approaches is followed by the Task Force’s recommendation for reuse of the Oregon City Carnegie Arts Center. A full report as well as summaries of all Task Force meetings is attached.

Alternative Approaches

Nonprofit-operated Center

Overview

One organizational option for the Oregon City Carnegie Center is for the City to sell or lease the building to an independent nonprofit organization that would become solely responsible for its operations, programming and staffing.

Operations and maintenance

Typically, the nonprofit is responsible for all operations and maintenance of the center, although sharing exterior maintenance of the building with the city is not uncommon. If it adopted this model, the City of Oregon City would likely continue maintaining the Carnegie Center grounds as they are a City park.

Staffing

In this model, staffing is the sole responsibility of the nonprofit organization, with a volunteer board of directors providing oversight to one of more paid staff members. The boards of newer or start-up organizations are likely to be involved in the day-to-day operations, while more mature and well-funded organizations have advisory boards and paid staff.

A staffing challenge faced by many nonprofits with limited budgets is that one person is responsible for many tasks. This often is not an efficient or effective model over the long term. Volunteer burn-out, high staff turnover and a lack of institutional memory are common challenges for nonprofit organizations operating former Carnegie libraries.

Funding sources and partnerships

It is very difficult to grow and sustain an arts and culture nonprofit organization without a dedicated and reliable funding source. They traditionally receive most of their funds from memberships, donations and user fees/class tuitions, sources that

Carnegie Center Utilization Project



have declined during the recession. Some receive commissions from sales of art. Most rent space for private events as an additional source of revenue. Many apply for grant funding from foundations, a source that is highly competitive and constrained.

Most nonprofit art and cultural organizations in the state are eligible for one-time program grants from the Oregon Cultural Trust. Donors to nonprofit partners of the Trust who give matching contributions to the Oregon Cultural Trust are eligible for tax credits worth 100% of their value.

The Trust distributes funds to regional cultural trusts, including the Clackamas County Cultural Coalition. The Coalition received approximately \$41,000 last year to distribute to local nonprofit organizations in Clackamas County. The Trust also makes cultural development grants awards directly to nonprofits in four areas: access, preservation, creativity and capacity. It also helps support five statewide cultural agencies: the Oregon Arts Commission, Oregon Humanities, Oregon Heritage Commission, Oregon Historical Society, and the State Historic Preservation Office. Of these, the Oregon Arts Commission makes grants to organizations.

Informal partnerships with other nonprofit or civic organizations can leverage resources and save costs.

Strengths

- Does not rely on public funds.
- Mission-driven, flexible and autonomous.
- Tax advantages of private donors to any organization with nonprofit 501(c)3 status. (There are property tax implications of selling art on-site).

Weaknesses

- Challenging to fund and sustain over the long term.
- Fundraising is ongoing and may compete with limited staff resources for programming.
- Lack of connection to overall City programs and vision.

City-operated Center

Overview

Another option is for Oregon City to operate the Carnegie Center as an element of its Community Services Department. In this model, the City is responsible for funding, operating, maintaining and staffing the Center.

None of the Carnegie centers in Oregon currently operating as arts and culture centers are run by a city or other public agency. However, the City of Hillsboro does own and maintain an arts and culture center in an historic building.

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Operations and Maintenance

The City would continue to be solely responsible for operating and maintaining the Carnegie Center.

Staffing

The City's Community Services Department would be responsible for staffing the Center. They would be public employees.

Funding sources and partnerships

The City would allocate funds for the Center and its programs in its annual budget. It could charge user fees or tuition for classes and rent spaces for private events. Although these sources are highly competitive, the City is eligible for grants and other funding from organizations including the Oregon Cultural Trust, Oregon Arts Commission, Regional Arts and Culture Council and National Endowment for the Arts.

Partnerships with other City departments may be arranged to leverage resources and co-sponsor programs. Intergovernmental agreements (IGAs) with other entities such as Clackamas County Cultural Coalition, the Arts Action Alliance, Clackamas Community College and Oregon City Library are possible.

Strengths

- Organizational and staff stability and capability.
- May be coordinated with City goals and municipal services and programs.
- Possible tax advantages to private donors through the City's endowment fund .
- Eligible for some creative funding sources.

Weaknesses

- Subject to changing political and budgetary priorities.
- Relationships to the broader arts community need to be cultivated.
- Additional City staff would be needed.

Hybrid

Overview

A third option for the Oregon City Carnegie Center operation is a City/nonprofit hybrid. In this model, the City and a nonprofit organization are jointly responsible for funding, operating, maintaining and staffing the Center. This could take a variety of forms. One model is a City-run operation supported by an organization such as a Friends of the Carnegie Center or other nonprofit group. An alternative approach is for a City-subsidized nonprofit organization to manage the Center and its programs. Thirdly, the City could agree to subsidize a new or existing nonprofit organization for a limited time period it develops its organizational and financial capacity.

Carnegie Center Utilization Project



None of the Carnegie arts centers or other examples in Oregon investigated as part of this study use a hybrid approach, although the Ontario Depot receives some support from the City for operations and maintenance in exchange for public use of the facility.

Operations, maintenance and staffing

The primary responsibility for the operations, maintenance and staffing of the hybrid model could be either the lead agency (i.e., the City in the Friends model or the nonprofit in the subsidy model). Alternatively, the City and the nonprofit could enter into a formal, legal agreement for shared responsibility of operations, maintenance and staffing. Roles and responsibilities could be divided according to institutional strength and capacity.

Although there are fewer current operational examples, in theory, this model offers the most flexibility of the three.

Funding sources and partnerships

The hybrid approach relies on the City's Community Services budget as well as funds raised by the nonprofit organization. Partnerships can be arranged with other City departments and agencies, nonprofit and educational institutions as appropriate. The organization is likely eligible for funding from the same sources noted for the other models.

Strengths

- Ability to rely on relatively stable municipal funding with supplemental resources from the nonprofit organization.
- Flexibility to create a unique organizational structure tailored to Oregon City's local needs.

Weaknesses

- Possible conflicts between the mission, goals and objectives of the City and nonprofit entity.

Carnegie Center Utilization Project



Reuse of Carnegie Libraries in Oregon – Summary of Research

	Baker City	The Dalles	LaGrande	Pendleton
Organization	Crossroads Carnegie Art Center	The Dalles Art Association	Union County Arts and Culture Center	Pendleton Center for the Arts
Name and Contact Information	Ginger Savage Executive Director 2020 Auburn Avenue Baker City, Oregon 97814 541-523-5369	Carmen Toll Executive Director 220 East 4th The Dalles, Oregon 97058 541-296-4759 thedallesart@embarqmail.com	Barb Diamond Board President 541-786-5559	Roberta Lavadour Executive Director 214 North Main Street, Pendleton, Oregon 97801 541-278-9201
Organizational Structure	Nonprofit established in 1963	Nonprofit established in 1955	Nonprofit	Nonprofit established in 1974
Previous use	Carnegie library until 1991; lease with Crossroads signed in 2002; Crossroads moved in in 2008	Carnegie library until 1967. The City planned to demolish the building; current occupant moved in in 1967	Carnegie library until 2002	Carnegie library until 1998; renovation completed in 2001
Current use(s)	Multi-use arts center	Multi-use arts center	Multi-use arts and culture center	Multi-use arts center
Hours open	Monday – Saturday 10-5	Tuesday – Saturday 11-5	Monday through Thursday, 12-4; Other times per event	10-4 Tuesday – Friday 12-4 Saturday

Carnegie Center Utilization Project



	Baker City	The Dalles	LaGrande	Pendleton
Programming	<ul style="list-style-type: none"> • Gallery • Art classes • Community College classes • Pottery studio • Kiln room • Ballet studio • Private event rentals 	<ul style="list-style-type: none"> • Rotating guest gallery • Sales gallery • Adult art classes • Kids summer camp • Private event rentals 	<ul style="list-style-type: none"> • Rotating guest gallery • Art classes • Private event rentals • Children's art show • After-school art club • Third Thursday art walk 	<ul style="list-style-type: none"> • East Oregonian Gallery • Fine Crafts Gallery • Adult classes • Youth classes • Free teen art program • Free Saturday kids art programs • Live music • Outreach program • Upcycle Crafts Collective • Professional artist resource center • Photo lab • Ceramics studio
Ownership	City of Baker City; Crossroads has a 30-year rent-free lease with an option to renew	Art Association; City sold the building to the Art Association for \$1 when ADA upgrades became necessary. Prior, Association had a low-rent lease with the City	City of LaGrande; Center has a 35-year lease for \$10/year	City of Pendleton; Arts Council has a 30-year lease
Maintenance	City responsible for maintenance of the exterior, Crossroads for the interior	Art Association	Center	Arts Council; Building closes for two weeks/year for maintenance
Annual budget	\$121,000	Approximately \$80,000	Unknown	Approximately \$250,000
Staffing	Executive director – 1.0 FTE Assistant - .50 FTE Community Art Direction – 1.0 FTE	Executive Director - .7 FTE	Coordinator - .4 FTE	Executive Director – 1.0 FTE Education coordinator – 0.75 FTE Bookkeeper – 0.5 FTE Development director - 0.66 FTE

Carnegie Center Utilization Project



	Baker City	The Dalles	LaGrande	Pendleton
Funding sources	<ul style="list-style-type: none"> • Memberships • Class tuition • Donations • Foundations • SHPO • Sales commissions 	<ul style="list-style-type: none"> • Memberships • Sales commissions • Donations • Fundraisers • Sponsorships • Volunteer labor 	<ul style="list-style-type: none"> • Union County Coalition • Membership • Class tuition • Rentals • Donations • Fundraising 	<ul style="list-style-type: none"> • Foundation grants (see below) • NEA • Donations • Memberships • Tuition and user fees • Rental fees
Partnerships	Informal partnerships for programming	None	Arts East – Eastern Oregon arts association	None
Additional Information	See Appendix 1 <ul style="list-style-type: none"> • Project Overview • December 2009 Balance Sheet • Spring 2010 Newsletter • 2005 Strategic Plan 			Foundation Support <ul style="list-style-type: none"> • Union Pacific Foundation • Autzen Foundation • Juan Young Trust • PacifiCorp for Learning • M. J. Murdock Charitable Trust • Meyer Memorial Trust • Wildhorse Foundation • Trust Management Services • Pendleton Foundation Trust • Oregon Community Foundation • James & Marion Miller Foundation • Oregon Arts Commission
Website	http://www.crossroads-arts.org/	http://www.thedallesartcenter.org	None	http://www.pendletonarts.org/

Other Examples

Ontario Depot

Ontario's historic train station was slated for demolition by Union Pacific (UP) in the late 1980s. In a unique public/nonprofit partnership, the City of Ontario purchased the building from the railroad. After promising residents that no public funds would be spent on the restoration or maintenance of the building, the City provided assistance for the formation of the Ontario Train Depot Restoration Committee. It became a 501(c)3 nonprofit organization, eventually ceding operation of the building to the Ontario Basque Club. The latter signed a 99-year lease with the City in 2007, with the understanding that - in addition to its own functions - it would make meeting space available to the public at nominal rates. Although the City subsidizes some utility costs, the Club is responsible for fundraising and general support and use of the building. All staff are volunteers. Revenue is returned to the Depot for restoration and improvement. *Contact Information: Frank J. Yragyen, Basque Club, 541-473-3241.*

Walters Cultural Arts Center, City of Hillsboro

The Walters Center occupies a 1949 building previously used as a Lutheran Church. The building is owned by the City of Hillsboro and completely funded, operated, maintained and staffed by the city. The Center has five art studios and two galleries as well as office space for the city's Arts and Culture Council. It is often rented for private events. There are three full-time staff members and 4-6 part time employees. The Center focuses on live music and other performance art. Its mission is to support community nonprofit arts groups by serving as an incubator and catalyst for growth. It offers several classes but has an ongoing challenge to maintain attendance and support. The Center does not generate revenue for the City. The City of Hillsboro is developing an endowment fund for all its arts programs. *Contact Information: Sean Morgan, City of Hillsboro, seanm@ci.hillsboro.or.us*

Walla Walla Carnegie Art Center

The Walla Walla Carnegie Art Center was a volunteer-driven nonprofit organization until 2009, when it left the building due to inadequate funding after several donors passed away or were unable to continue support. Although the organization still exists, the building has reverted to the City of Walla Walla.

Interstate Firehouse Cultural Center

The Interstate Firehouse Cultural Center (IFCC) in North Portland is a multidisciplinary art center previously owned by the Portland Parks and Recreation Bureau. It became an independent 501(c)3 organization in 1988. The Center was unable to meet its financial challenges and is closed.

Findings

The following are applicable to decisions regarding the reuse of the Oregon City Carnegie Center for nonprofit arts and culture purposes.

- To succeed, the new entity needs a clear mission and dedicated advocates and should fill a defined community need.
- The mission of this multi-use facility should include educational, arts and cultural elements.
- Success is unlikely if the Center is used for a niche use or special purpose.
- Maintenance of the historic Carnegie building in Oregon City will continue to be a significant challenge and expense.
- Although meeting operational expenses from sources other than the City is a goal, it is nearly impossible to generate sufficient revenue for that purpose.
- In the current economic climate, it is extremely difficult to raise funds for such an entity.
- It is critical to maintain community support and a strong volunteer base.
- To assure continuity and institutional memory, the division of labor among staff members is an important consideration. Hiring one person for all center functions is not a reliable operational model as people have different strengths and capabilities.
- Historic buildings are very difficult to remodel and expand if more space is needed over time.
- The minimum staff capacity to operate a multi-use Oregon City Carnegie Center is 3.0 FTE plus volunteers. This does not include operational costs.

Next Steps

The temporary move of the Oregon City Library to the Carnegie Center may be just the respite the City needs to make deliberate plans for the Center's eventual reuse as a multi-use arts and culture center. The approximate 12-18 months gives the City time to investigate the following factors:

- Existence of one or more local nonprofit organizations with the interest and capacity to move into the Carnegie Center.
- Interest in creating a new entity.
- Political will and priorities.
- Budgetary considerations.
- Fundraising opportunities.
- Programming needs.
- Public support.
- Land use and/or zoning requirements.

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The following are potential implementation options:

- Identify an established nonprofit organization willing and able to move into the Carnegie Center after the Library relocates whose mission is consistent with the Task Force recommendations.
- Create new City programming in the Community Services Department, dedicating staff and resources to developing and operating the Center.
- Merge existing organizations into a new entity (nonprofit collaboration or City/nonprofit hybrid) to operate the Center.
- Create a new nonprofit organization to operate the Center.
- Identify potential local or regional nonprofit arts and cultural organizations seeking space and assess their capacity to occupy and sustain the Carnegie Center on a collaborative or cooperative basis.
- Interview the City Commission and other leaders to assess the willingness and ability of the City to devote resources to an arts and culture center.
- Conduct research into other nonprofit hybrid models and evaluate their viability for Oregon City.
- Further investigate unsuccessful models (e.g., Walla Walla, IFCC) to identify major challenges and identify strategies to avoid them.
- Conduct a detailed feasibility analysis for the preferred model.

Recommendation

After considering the results of [our](#) extensive public outreach, the potential benefits to the City, citizens and business community, as well how to minimize the cost to the taxpayers,

The Carnegie Center Task Force recommends that the City take steps to develop an ongoing partnership to create a City/nonprofit hybrid organization to operate and maintain a new multi-use Oregon City Arts and Culture Carnegie Center.

[This](#) recommendation is based on the following:

- The option of locating a portion or element of the Library was a popular potential use among those who attended the Open House. However, in light of the Library purchasing the Eastham School property, this option is no longer feasible.
- Functioning as a museum was another potential option. However, considering current difficulties of Oregon City museums and their future uncertainties for sustainability, this option was not considered further.
- The Task Force came to consensus that a multi-use arts and culture facility is the best long-term use. The least favored model to operate and manage the

Carnegie Center Utilization Project



new Center is a City owned/operated model, due to the burden on the general fund. The next least favored model is the solely nonprofit model due to the instability of operational funding in the long term.

Appendices

Appendix A

Open House

The Carnegie Center Citizens Task Force sponsored an open house on Saturday, February 6, 2010 from 1 – 4 pm at the Center. Approximately 100 community members attended the event. Citizens were invited to drop in anytime between 1 and 4 pm to talk to Task Force members and staff. City staff gave building tours every hour. Attendees had the opportunity to ask questions of City staff and Task Force members and review and comment on possible Carnegie Center uses through a dot exercise. They also were asked for additional suggestions and given a comment form to be completed.

Invitations were sent directly to Oregon City citizens in their water bills. Electronic notices were posted on the City's Web site and sent to Task Force members and neighborhood association chairs. Flyers were also posted at City Hall and the Center.

Dot Exercise

At the open house, participants were invited to place colored dots on poster boards to indicate their level of support for each possible future use of the Center. They also were able to add additional suggestions or written comments. Meeting attendees were also able to indicate if they were unsure as well as leave written comments on each option.

Most of these options presented at the open house were suggested by Task Force members. Other comments received by City staff via email, mail or voicemail prior to February 5th were also included in the exercise. Complete results of this exercise are included as an appendix to this report. Key findings are summarized below.

Using the Carnegie Center as a branch of the Oregon City library is the most favored use of all the options. Others that received high favorable ratings (over 50%) are arts/music education/reading room; all-season music venue; multi-use community center and art gallery. Participants also strongly support a sustainable use that supports the cost of the Center and consideration of the Center as a regional destination and attractor.

The options that received the least support are additional classroom space; family resource center; Chamber of Commerce offices and private rental uses. Written comments also indicate there is little support for an exclusively private or commercial use.

Carnegie Center Utilization Project



Other written comments indicate attendees do not want the Center to duplicate uses that already exist in Oregon City, such as the Pioneer Community Center, the LDS genealogical library and museums.

Several people favor a combination branch library and café/coffee shop. Although only a third of respondents are interested in a children's museum, there were multiple comments in support of a children's reading room.

Comment Forms

Thirty-five people completed comment forms at the open house. These responses are summarized below. A complete tally is in the appendix of this document.

1) How helpful was today's open house in giving you information about the Carnegie Center? Please explain.

Thirty respondents felt the open house was helpful, including 13 who said it was very helpful and 17 who found it somewhat helpful. Four wrote the open house was not very helpful while one person said it was not at all helpful. Most of those who completed comment forms are residents of Oregon City and have lived in the City for an average of 15 years.

Some participants said it would have been helpful to have more information or detail on the use categories and options. A few said that they found the dot voting exercise confusing or unfair because some people "voted" multiple times for their preferred option. Several others said the exercise was a good way to get input and that they appreciated being involved in the process. Two people were encouraged by the level of community support shown at the event.

2) Do you have any additional comments or ideas about the future of the Carnegie Center the City should consider?

Seven respondents suggested the Carnegie Center be a multi-use center combining uses such as an art gallery, coffee shop, museum, library and performing arts space. About ten people supported using the Center as a branch library, alone or in combination with other uses. One person said that "splitting" the library into multiple locations is not desirable because people would have to visit more than one location to meet their needs.

Three meeting participants specifically suggested using the Center as a performing arts venue. Two said that a performing arts venue would also support other local businesses in the neighborhood, particularly in the evenings. Four specifically said they were opposed to an exclusively private use at the Center and that the Center needs to be kept as a public resource.

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3) Is there anything else you would like to add?

Several people used this question to support the building's use as a library or other community-focused facility. Two commented on the financial viability of the center, suggesting that an arts center alone would not be successful and the Center needs to be financially sustainable. One respondent suggested adding an addition to the building and parking. Another suggestion is to create a neighborhood and City services map to determine what services are missing from the community. One commenter suggested using urban renewal funds for the Center.

Appendix B

Online Questionnaire

In addition to opportunities to comment during the public open house and at Task Force meetings, community members were also given the opportunity to complete an online questionnaire. The questionnaire was publicized on the City's Web site, at the public open house and through emails to Task Force members. In total, 212 community members completed the online survey by the deadline of February 12, 2010. A summary of the results follows.

1. Have you ever visited the Carnegie Center?

Of those who responded, 168 had previously visited the Carnegie Center while 42 had not. Specifically, 99 had visited the art gallery; 48 visited the Children's Museum; 51 visited the coffee shop/café; and 56 had visited the library. Other reasons given for visiting the Carnegie Center are as follows:

- Outdoor concert events and park (28)
- Family events (10)
- Art classes (9)
- Performances or arts events (9)
- Meetings (5)
- To see the building (4)
- Fund raiser banquet and silent auction

2. What is your level of interest in the future of the Carnegie Center?

Of those who responded, 151 were very interested; 54 are somewhat interested; 8 neutral and 2 not interested at all.

3. What do you think would be appropriate for the Carnegie Center? Please rank the following from 1-8 in order of preference, with 1 being most preferred and 8 representing the least preferred.

The options are shown below in order of preference. Lower scores indicate a higher preference. (More detail may be found in the appendix.)

- | | |
|--------------------------------------|------|
| ▪ Art/music education facilities | 3.06 |
| ▪ All season music venue | 3.63 |
| ▪ Multi-use historic/cultural center | 3.78 |
| ▪ Historic research center | 4.48 |
| ▪ Children's museum | 4.52 |
| ▪ Meeting/ event space for rent | 4.60 |

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- | | |
|--------------------------------|------|
| ▪ Museum (any type) | 5.08 |
| ▪ Computer room/ internet café | 5.73 |
| ▪ Native American Museum | 6.12 |

4. *What other uses would you suggest for the Center? (Parentheses indicate the number of times each response was mentioned).*

- Library (various forms) (83)
- Cultural Arts/ Theater/Performing Arts center (27)
- Multi-use facility (13)
- Community Center (8)
- Use including café (7)
- Rental / event / wedding space (4)
- Family-friendly uses (3)
- Sell it (3)
- Indoor activities for children (3)
- City offices / meetings (2)
- Children's museum (1)
- Health clinic/ health education center (1)
- Brewpub (1)
- Not a library (1)

5. *How important are the following factors in choosing a use for the Center?*

The decision criteria area shown in order of how many times they were scored "very important". Additional detail may be found in the appendix.

- | | |
|---|-----|
| ▪ Accessibility to community | 157 |
| ▪ Year-round use | 132 |
| ▪ Protection and preservation of building and grounds | 119 |
| ▪ Compatible with adjacent park | 78 |
| ▪ Unmet community need | 77 |
| ▪ Impacts on neighborhood | 76 |
| ▪ Feasibility | 68 |
| ▪ Level of public financial support | 54 |
| ▪ Contribution to economic development | 52 |
| ▪ Parking / transportation support | 24 |

6. *Are there unmet community needs that could be filled at the Carnegie Center? If so, what are they? (Parentheses indicate the number of times each response was mentioned).*

- Library (33)
- Theater / performing art center (23)
- Space for community events / neighborhood meetings / community center (17)

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- Indoor venues for children / family friendly (8)
- Education / classes / tutoring center / computer lab (7)
- Rental venue for events / meetings (5)
- Place to support local businesses / private sector (3)
- Reading room / center (2)
- Place for GBLTQ youth
- Retail shops

7. What other ideas do you have for future use of the Center?

- Library (29)
- Multi-use community center (11)
- Art/ music / performance art center (9)
- Outdoor concerts (6)
- School / education (4)
- Art gallery (2)
- Teen friendly (2)
- Children's museum (2)
- Not a tax burden (2)
- Center for GBLTQ youth (1)
- Council chambers / City meeting space (1)
- Wedding receptions and other private gatherings (1)
- Senior needs (1)
- Coffee shop (1)
- Farmer's market (1)
- Real life work center (1)
- Make money from it (1)
- Open until at least 8 pm (1)
- Museum (1)
- Lectures and guest speakers (1)
- Movies for classic or holiday events (1)

8. Are there any uses for the Center you would **not** support? Why not?

- Museum (21)
- Limited public access (15)
- Any private use / rental (11)
- Office space (7)
- City / government uses (6)
- Drug rehab / welfare / center for troubled youth (4)
- Anything other than a library (5)
- Cost to taxpayers / city (5)
- Library (4)
- Internet café (4)
- Coffee shop / café (4)
- Anything that alters the structure (3)

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- Art gallery (3)
- Non-family uses (2)
- Anything that encourages loud, unruly behavior (2)
- Children's museum (1)
- Native American museum (1)
- Branch library (1)
- Flea market (1)
- Senior center (1)
- Historical research center (1)
- Any for-profit use (1)
- High cost to use (1)

9. Is there anything else you'd like to add about the Carnegie Center?

The majority of respondents commented favorably on the architectural integrity of the Center and its landmark status in Oregon City. Many respondents want to preserve the Center in its current form and say maintaining the historic appearance and the grounds is important. Some people feel the building was going to waste being vacant.

Several people say using the Center for public, not private, uses is important. It was mentioned several times that it should be restored as a library. Several people favor keeping the Center as a community use is important and appropriate for this building. One respondent stated that it is nice to see that the City of Oregon city is really trying hard to promote the use of this space. For a detailed record of all comments refer to the appendix.

Demographics of survey respondents

The number of respondents who live within and outside the McLoughlin neighborhood is nearly equal. Sixty-five live in Oregon City outside the McLoughlin neighborhood; 64 live or own property in the McLoughlin neighborhood; 22 work in Oregon City but live elsewhere and nine work or own a business in the McLoughlin neighborhood.

Of those residents of Oregon City, 38 have lived here for 0 – 5 years; 32 for 6 – 10 years; 16 for 11 -15 years; 20 for 16 – 20 years and 37 for over 20 years. Ninety-nine respondents do not have children under 18 in their household while 77 do. Of those with children in the household, 23 have one child; 29 two children; eight three children; 12 four children; three five children and one respondent has six children. Of the respondents more than twice as many are female (125) as male (56). Five respondents are under the age of 20; 22 between the ages of 21 – 30; 40 between the ages of 31 – 40; 41 between the ages of 41 – 50; 47 between the ages of 51 – 60; 17 between the ages of 61 – 70; and seven over the age of 70.

Carnegie Center Utilization Project



Other Comments Received

The City also received seven comments via email and voicemail. Of these, four people said the Carnegie Center should be a library, one suggested a needle arts center, one suggested an End of the Oregon Trail museum and one recommended using the Center for overflow classroom space for the Pioneer Community Center.

Appendix C

Task Force Meeting Summaries



**Carnegie Center Utilization Project
Task Force Meeting #1
November 16, 2009
7 - 9 pm, Carnegie Center**

Citizen Task Force Meeting Summary

Executive Summary

Meeting Objectives

- Introduce the Carnegie Center Utilization Project and Task Force members.
- Tour the Carnegie Center.
- Brainstorm potential uses for the Carnegie Center and possible decision criteria.
- Discuss items for the online questionnaire.

Key Points

- The Task Force will meet three times and co-sponsor a public open house.
- There will be several opportunities for public input. All Task Force meetings are open to the public.
- Task Force members suggested a preliminary list of possible uses for the Center and questions for the online questionnaire.
- There was general agreement that any use should benefit the broader Oregon City community and be financially sustainable.

Next Steps

- Staff and consultants will develop a fact sheet, material for the website and the online questionnaire.
- Staff will follow-up on information about which walls in the Center are load bearing.
- The next Task Force meeting will be December 14th at 7 – 9 pm at the Carnegie Center.



Citizen Task Force

Meeting Summary, November 16, 2009

Attendees

Task Force Members: Wendell Baskins, Chuck Clemans, Rolla Harding, Damon Mabee, Carol Pauli, Delpha Powell, Bryan Powell, Darin Smith, Cheryl Snow, Linda VanHaverbeke, Bryan Watt, Marcia Wimmer

Staff: Oregon City Department of Community Services: Scott Archer, Denise Kai; Cogan Owens Cogan: Elaine Cogan, Ellie Fiore

Guests: Maureen Cole, Cathie Daniels, Bob Foss, Margaret Foss, Marge Harding, Mayor Alice Norris, Patrick Sweeney, Kimberly Walch

Welcome

Mayor Norris welcomed the Task Force members and guests, thanking them for their time and dedication to the City. The Carnegie Center has a long history and has had many uses. We expect this task force to write a new chapter in the Center's history. The City Commission believes that this is a valuable public space. It is located in a very active neighborhood that is now home to the new City Hall. The Center will contribute to the growing mix of vibrant uses in the neighborhood.

Introductions

Elaine Cogan, Cogan Owens Cogan, LLC, introduced herself as the consultant/facilitator of the Task Force, assisted by Ellie Fiore. Task Force members introduced themselves.

- Wendell Baskins – retired educator with an interest in historic and heritage issues.
- Chuck Clemans – local resident with a strong interest in the arts. The Carnegie Center is a valuable resource. He is open to any type of use.
- Delpha Powell – neighborhood resident and representative of the McLoughlin Neighborhood Association. She was very sad to see that the Center is currently vacant.
- Cheryl Snow – the Clackamas County Arts Alliance.
- Bryan Powell is a representative of Atkinson Memorial Church in the McLoughlin Neighborhood.
- Darin Smith – the Wetherford Restaurant in the neighborhood and would like to see new uses in the area.
- Linda VanHaverbeke – member of Friends of the Oregon City Library and on the Library Board and Foundation.
- Damon Mabee – represents the Citizen Involvement Committee (CIC), umbrella organization for the City's neighborhood associations. He grew up in Oregon City and is open to most uses for the Center.

Carnegie Center Utilization Project



- Rolla Harding manages the Ermatinger House and is involved with the McLoughlin Memorial Association. He worked at the Carnegie Center when it was an art gallery and believes there is potential for multiple uses at the Center.
- Bryan Watt – an Oregon City native who represents the Parks and Recreation Advisory Committee (PRAC).
- Denise Kai – City's Assistant Parks and Recreation Director.
- Scott Archer – Community Services Director for Oregon City.

Background

Scott summarized the history of the Center before leading a tour of the building. The City of Oregon City received a grant from the Carnegie Foundation to build the library, which opened in 1912. It served as a library until 1994, when it moved to a larger space. In 1995, the Center reopened as a multi-use community center with an arts focus. It housed a children's museum, art gallery and coffee and gift shop.

During its time as a City operation, the City provided a subsidy to the Center. In 2001 the Center underwent a major renovation with urban renewal funding. On the recommendation of a Blue Ribbon Committee in 2003 and 2004, the subsidy was eliminated from the City budget. As a result, there was an open solicitation for proposals for new uses for the Center. Two proposals were received. Fine Arts Starts entered into a contract with the City for three years, which was not renewed. The Center has been vacant since August, 2008.

Scott continued that the City has always recognized the value of the building and the neighborhood. It wanted to have a well-informed process with community input and has hired Cogan Owens Cogan as facilitators. There will be an online questionnaire and a public workshop. Scott thanked the Task Force members for their participation.

Note: Questions from Task Force members are in italics with staff answers following in regular text.

Damon Mabee: What is the usable square footage of the Center?
Approximately 6,500 on both levels.

Building Tour

Next, Scott led the group on a brief tour of the building. The main room has been known as the "living room" and is a large functional space. The fireplace is operational and was improved during the renovation. All the furnishings are temporary. The smaller room in the back was most recently a coffee shop and cafe but originally used for the reference library. Some of the wood furniture was made from the historic Abernethy tree that had to be removed.

Carnegie Center Utilization Project



Another small space on the first floor housed periodicals for the library and was more recently used as an office and play area.

Downstairs, an ADA-accessible bathroom and entrance were added during the renovation. The largest space on that floor was a children's museum which drew visitors from around the region. This floor also has elevator access, a small kitchen and storage space.

Scott noted that the Center is surrounded by Carnegie Library Park, which is a city charter park. The Center provides restrooms for park users, which can be both an amenity and a security issue. The single-pane glass is not very energy-efficient but they are part of the historic character of the Center. An Energy Trust audit recommended very few changes.

Discussion

The Task Force discussed potential uses for the Center, by answering the questions, *"What is in best interest of Carnegie Center and Oregon City? What is missing in the community that the Center could help fill?"*

The following were suggested:

- Multi-generational use
- Information about relationship to historic area, e.g., museum
- Children's museum or uses for young families
- Regional destination and attractor that contributes to economic development
- Sustainable use that supports the cost of the center, e.g., commercial use
- Conference center
- Multi-use community center with rental event space
- Genealogical library
- Branch library
- Educational services, e.g., ESL/tutoring
- All-season music venue
- Art gallery
- Arts / music education / reading room
- Internet café / computer room
- Shared visitor /education center
- Chamber of Commerce offices
- Volunteer space
- Rental office space
- Entire block use
- Educational or community garden
- Private use, e.g., weddings, parties
- Family resource center
- Native American museum

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- Youth community/recreation center
- Activities for youth
 - junior high
 - summer programs
 - after school
 - year round
- Dance/performing arts studio

The consultants will organize these suggestions into categories for further discussion at the next Task Force meeting.

Possible Decision Criteria

Task Force members discussed criteria that should help determine recommendations for future Center uses. The following were suggested:

- Fiscal viability
- City mission
- Feasibility
- Modifications needed (expense)
- Impact to neighborhood
- Capacity
- Parking / access / transportation
- Support for economic development
- Year-round use
- Openness to community
- Partial historic / cultural educational function
- Fulfilling missing City need
- Protection of building and grounds; respect / safety and quality of building
- Compatible with park

Chuck: What is the outcome of this process?

The Task Force will recommend one or more uses to the City Commission.

Damon: Are all the walls load bearing?

Most of them are. Staff will follow-up on this issue.

The City is now in a better financial position than it was when the Center subsidy was discontinued, but it is unclear whether the City Commission would subsidize the Center again. The building is managed by the City's Community Services Department.

Cheryl: How interested is the City Commission in managing the Center?

The City is likely to manage the Center in the future but is flexible in how that is done. It may enter into a contract with a private tenant for day-to-day management.

Carnegie Center Utilization Project



Bryan Powell: Is the City Commission open to a 501(c)3 (non-for-profit agency) managing the Center?

The City is likely to maintain ultimate responsibility for the Center but there are many public-private arrangements that could be made, e.g., a long lease with the City. The City will likely retain a certain degree of control since this is a community resource.

The park surrounding the Center is a charter park and as such has an extra layer of protection. The grounds must be maintained and it cannot change uses without a majority vote of the people.

Brainstorm Items for Public Questionnaire

Members suggested the items should be on the public questionnaire:

- What is missing from the community? What are the gaps the Center could fill?
- What is the extent of the knowledge of the Center? What do you remember it being? How did you use it?
- What is the level of interest in the Center?
- Demographics, including address.
- How much and how would you be willing to pay?
- How long have you lived in the City?
- What should the Center not become?

The group discussed the target audience for the web-based questionnaire, and whether it would be sent to people living outside the City. It was generally agreed that primary input would be solicited from City residents, but there could be additional limited outreach to surrounding communities.

Public Comment

Members of the public in attendance made suggestions about potential Center uses. Patrick Sweeney suggested a modern, up-to-date branch library coupled with a farmer's market or other open, public market. He said the new use should stand the test of time. He noted that common themes he heard from the Task Force were whether the use would attract people to the neighborhood and whether it would benefit the community.

Marge Harding is a volunteer manager of the Ermatinger House. She attended parts of three meetings in one night and common themes at all of them seemed to be heritage and tourism. The previous use of the Center gave the City "heart" and that the City should work to find it again.

Next Steps

The next meeting will be held at the Center on December 14th at 7 pm.

The public meeting will be held, probably be held after the second Task Force meeting.

Carnegie Center Utilization Project



Damon will report to the CIC at their December 9th meeting.

Elaine asked Task Force members to ask their friends, neighbors and others to participate in the public workshop and comment on the survey.

Delpha asked if there was going to be outreach to the Pioneer Senior Center. Denise said that they are informed of this project and can stay informed through the PRAC.

Wendell suggested that the Oregon City school district boundaries may make a good target area for outreach.

The meeting was adjourned at 9 pm.

Carnegie Center Utilization Project



Carnegie Center Utilization Project
Task Force Meeting #2
December 14, 2009
7 - 9 pm, Carnegie Center

Citizen Task Force Meeting Summary

Executive Summary

Meeting Objectives

- Identify potential operations, maintenance and community issues that may affect the potential uses.
- Agree on preliminary recommendations for potential future uses of the Carnegie Center.
- Choose date and format for public event.

Key Points

- The City Commission has not yet provided direction on the degree, if any, of a possible subsidy of Center operations.
- Members gave historical/cultural center the most support of the five categories of use discussed at the previous meeting. Educational center received the least support.
- The Carnegie Center as a dynamic, multi-use center is generally supported.
- Selected rentals could be compatible with many Center uses and help generate revenue.

Next Steps

- A public open house hosted by the Task Force will be held on February 6, 2010 from 1 to 4 pm.
- An online questionnaire will be made available on the City's website in January 2010.
- The City and the consultants will coordinate publicity for the open house and questionnaire. Task Force members will notify their own constituencies.

Citizen Task Force

Meeting Summary, December 14, 2009

Attendees

Task Force Members: Wendell Baskins, Chuck Clemans, Rolla Harding, Damon Mabee, Carol Pauli, Delpha Powell, Bryan Powell, Darin Smith, Cheryl Snow, Linda VanHaverbeke, Bryan Watt

Staff: Oregon City Department of Community Services: Scott Archer, Denise Kai; Cogan Owens Cogan: Elaine Cogan, Ellie Fiore

Guests: Maureen Cole, Marge Harding, Karin Morey, Rocky Smith Jr., Kimberly Walch

Welcome

Elaine Cogan opened the meeting by briefly reviewing the agenda. Staff consolidated the ideas from the first Task Force meeting into categories, prepared a fact sheet and drafted an online questionnaire. The fact sheet is available for distribution. Damon Mabee suggested one change to the fact sheet, indicating the Task Force has been "recently appointed". This will be made. There were no questions or concerns about the summary from the previous meeting.

Task Force members t Carol Pauli for providing the refreshments for the meeting.

Discussion: Operations, Maintenance and Community Issues

Scott Archer explained that no policy decisions have been made by the City regarding the future of the Carnegie Center and the City's involvement, including the level of any potential financing. The City Commission is waiting for direction from the Task Force.

Scott reported that it costs about \$25,000 per year for basic utilities and minimal maintenance for the Center, not including any custodial services.

Note: Questions from the Task Force are in italics with staff answers following in regular text.

Damon Mabee: Would it be possible to look at the last few years' budgets when the Center was under City use to get a better estimate of the daily cost?

When the Center was most recently under City management, the City provided a \$100,000 subsidy per year to support operations.

Rolla Harding: How has the heating and cooling system been improved since the City ran the system?

The controllers have been worked on to the degree possible. There is not much more that can be done to improve energy efficiency, given the historic nature of the structure.

Carol Pauli: Are grounds maintenance included in the budget for the Center operations?
No. These are part of the Parks and Recreation operations and maintenance budget.

Preliminary Recommendations: Potential Future Uses for the Center

Elaine explained that the consultant grouped the Task Force's recommendations from the first meeting into five general categories. This is a draft list for the purpose of starting to prioritize options.

Linda VanHaverbeke: The music venue should be categorized under the arts center category, rather than commercial.
Addition made.

Damon Mabee: I discussed this issue with several students. They wanted to know how the decisions were being made and expressed concern about potential programming for a youth center. They did not indicate they would likely travel to the McLoughlin neighborhood to visit the Center. It would have been helpful to have a member of student government on the Task Force.
We contacted the School District for that purpose but received no response.

Rolla: Event space should be categorized under commercial.
Addition made.

Wendell Baskins: I assume that any use will need to generate some revenue. Perhaps this should be a decision criterion.
Financing is an issue but should not be a driver in determining use. At this point, we can't make any assumptions about the funding level from the Commission. The Center became vacant in part because the Commission lowered its financial contribution.

Chuck Clemans: It may be helpful to think about potential uses on a continuum ranging from performing a core City function with a high subsidy to a less central function and a smaller City subsidy.

Following this discussion, members "voted" with dots on the draft list of potential uses. Each person chose one of the five main categories and five of the uses listed under each category. The results of this exercise are shown in the attached table. The category of historical/cultural center received the most votes of the five main categories. In order, the uses that received the most votes are arts/music education/reading room; music venue; museum (all types); internet café/computer room and event/rental space. The Task Force then discussed the results.

Chuck: I would love to see a historical museum in the Center, but there are museums and historic institutions in the City that are struggling to survive.

Carnegie Center Utilization Project



Rolla: It's important to consider why those centers and museums may be closing and not generalize too much.

Wendell: My vote was for a cultural center, not necessarily a historic one. Working as an educator with minority students has led me to see the need for a multi-cultural center or museum. This would also likely lead to multi-generational uses of the Center.

Denise suggested that combining all the entries for a rental spaces shows significant support for this idea. This suggests a possible revenue source. Elaine noted that there seems to be support for a museum and children's center.

Damon: There was lots of paid support for the Children's Museum when it was open. Other museums have faced problems associated with having small displays in large buildings. It could be possible to develop a "museum" core in this neighborhood. Any new museum should have interactive displays and programs.

Cheryl: The results show a clear mandate for having a historic use with a dedication for multi-cultural uses. There could be a range of displays, including music and art.

Carol: I see an emerging theme of an interactive museum. There could be arts, music, speakers and some paid events.

Rolla: It seems to all lead back to a multi-use facility.

Elaine noted that what the Task Force is describing is not a community center. The only commercial use that received significant support is an internet café.

Damon: I don't think the community would support a totally for-profit use. There is a difference between having the selected use pay its own way and running a business out of the Center.

Rolla: The building already functions as a music venue for summer concerts.

Linda: The focus should be on year-round, evening music performances.

Wendell: Hopefully there will be enough economic activity generated through any use that there will be a positive impact on local merchants. This is as important as the use for the building itself.

Delpha: Many private rental uses are possible, including art/music lessons.

Bryan Powell: There are several votes for rental spaces if you combine similar items that appear under multiple categories. I don't think we should rule it out. It is not inconsistent with many uses we are talking about.

Carnegie Center Utilization Project



Carol: I voted for private rental space because it can be a revenue generator. I support a multiple-use center that is run well and attractive and would draw visitors to the area.

Bryan Watt: The ideal use would be a destination as well as an attractor so that it is an economic supporter for the community. It can be a community asset and help revive nearby institutions.

Rolla: We may also want to think about how paid and volunteer staffing may affect operations.

According to Scott and Denise, the Department of Community Services relies on some volunteers who work as park hosts, serve at the Pioneer Center, staff the Meals on Wheels program and offer other program-based professional services.

Scott: I spoke to Library Director Maureen Cole who said some of the uses proposed by the Task Force are being planned as part of future library services. The Task Force should be aware of any potential duplication.

Guest Maureen Cole, Oregon City Library Director: Some of the uses being discussed by the Task Force could be taken on by the library staff over time. For example, the library should be the top destination for computer users. A new and improved library we are planning can encompass some community needs, including a family resource center, youth recreation, multi-generational activities, genealogical research, performance space and rental spaces.

Bryan Powell: The library would try to do many of these programs if they have the space?

Yes. The library is planning on expanding and providing many of these services.

Bryan W: How far along are we on that process? Using the Center for some of these uses could offset a major public investment in the new library and save the City some money.

Cheryl: I am a big supporter of the library and its programs, but don't think we need to constrain the library to a single space. Maybe these two things aren't mutually exclusive. Oregon City's geography is not constrained. Multiple sites may help improve access to culture throughout the City.

Damon: There are lots of needs the City is not yet meeting. Maybe some of those programs could take place at the Center until the new library is funded and constructed. That would allow time for the library to improve its programming and partnerships in these new areas.

Carnegie Center Utilization Project



Elaine: What options would the Task Force like to present to the public?

The group agreed to eliminate educational center but keep historic and cultural center.

Delpha: Keep regional destination on the list; it seems like an overall theme.

Cheryl: Having a regional attractor would be a good outcome.

Darrin Smith: Did most people equate commercial with running a business out of the Center? We should consider uses that generate revenue but are not exclusively private or for-profit.

Delpha: The uses should pay for themselves. The Children's Museum made money.

Rolla: Many items on the list can be revenue generators.

Wendell: Keep rental space on the list.

The group agreed that a rental/event/meeting space was distinct from a conference center. Rental space will be considered, but conference center use will not be on the list.

Scott: The City often rents out unused space at other facilities. We can assume this would be an option available to the public at any City-operated facility.

Rolla: There may be conflicts with rental space and everyday Center uses; for example, between art displays and private parties.

Chuck: We should further discuss the idea of the Center as a destination and whether it will be an attractor to a wide area or attract a narrower audience for a specific use. The Center should attract repeat visitors.

Delpha: I agree that we need repeat visitors.

Darrin: Drawing from a larger area implies a single-use facility. Attracting from the local area would require an evolving, changing use.

Rolla: At the Ermatinger House, we see many visitors to Oregon City who are looking for something to do. The Center should meet both local and visitor needs. Don't exclude out-of-town visitors.

Wendell: The new Center use could contribute to Oregon City becoming a destination. There should not be any static programming. Management and programming need to be discussed at a future point.

Carnegie Center Utilization Project



Damon: Design a quality program to attract from around the region. The basement could be used as a meeting space and renters could have access to the first floor use.

Public Meeting

The next step in the process is a public event to get input from the community on options for the use of the Center. Task Force members suggested the following potential resources for publicizing the event:

- City newsletter
- Trail News
- City website
- Water bills
- Wetherford newsletters
- Neighborhood association email lists
- The Oregonian
- Oregon City News

The group agreed that it would be a drop-in open house format with regularly-scheduled building tours. There will be multiple stations and opportunities for comments. The Task Force's preliminary ideas will be presented.

The open house will be held from 1-4 pm, Saturday, February 6th, at the Carnegie Center.

There will also be an online questionnaire for the public to complete. This will be published on the City's Web site.

There were no public comments.

The meeting was adjourned at 9 pm.

Carnegie Center Utilization Project



Potential Carnegie Center Uses: Voting Results	
	Youth/multi-generational/community center
5	▪ Children's museum
	▪ Venue for young families
1	▪ Family resource center
	▪ Youth community/recreation center
1	▪ Multi-generational
3	▪ Multi-use community center
1	▪ Event space for rent
6	Historic/cultural center
2	▪ Information about relationship to historic area
6	▪ Museum
1	▪ Genealogical library
3	▪ Branch library
2	▪ Chamber of Commerce offices
	▪ Volunteer space
3	▪ Rental space
3	▪ Native American museum
2	Commercial
	▪ Sustainable use that supports the cost of the Center
2	▪ Conference center
	▪ Regional destination and attractor that contributes to economic development
	▪ Multi-use community center
	▪ All-season music venue
4	▪ Internet café / computer room
1	▪ Private use for rent, e.g., weddings, parties
	Educational center
	▪ ESL/tutoring
1	▪ Shared visitor /education center
1	▪ Educational or community garden
3	Arts center
3	▪ Art gallery

Carnegie Center Utilization Project



6	▪ Arts / music education / reading room
1	▪ Dance/performing arts studio
5	Music Venue



**Carnegie Center Utilization Project
Task Force Meeting #3
March 15, 2010
6 - 9 pm, Carnegie Center**

Citizen Task Force Meeting Summary

Executive Summary

Meeting Objectives

- Review results of process to date.
- Agree on one or more recommended Center uses.
- Decide on next steps.

Key Points

- The results from the online questionnaire and open house indicate the public favors a branch library or multi-use arts/cultural center for the Carnegie Center. There is consistent support for a year-round, community use for the Carnegie Center.
- The Task Force agreed on these five decision criteria.
 - Community asset
 - Accessible to the community
 - Financial stability
 - Part of a system of assets including some that are currently closed (e.g., End of the Oregon Trail Center)
 - Preserve and protect the building and grounds (i.e., do not create a building addition).
 - Fill a void/unmet community need.
- Oregon City Library staff does not support the option of using the Center as a branch library but would participate in Center programs as appropriate.
- The Task Force reached a general agreement on the option of a multi-use arts and culture community center.

Next Steps

- Staff and consultant will refine the recommended Center use and conduct research on three implementation options –a new nonprofit organization; city owned and operated; or a hybrid.

Carnegie Center Utilization Project



- The Task Force will meet a fourth time to agree on a recommendation and prepare for a presentation to the City Commission.

Citizen Task Force Meeting Summary, March 15, 2010

Attendees

Task Force Members: Wendell Baskins, Chuck Clemans, Rolla Harding, Damon Mabee, Carol Pauli, Delpha Powell, Bryan Powell, Darin Smith, Cheryl Snow, Linda VanHaverbeke, Bryan Watt

Staff: Oregon City Department of Community Services: Scott Archer, Denise Kai; Cogan Owens Cogan: Elaine Cogan, Ellie Fiore

Guests: David Bliss, Tara Choate, Maureen Cole, Kimberly Walch, Vicki Yates and Kevill Yell

Welcome

Elaine Cogan opened the meeting by noting that all three Task Force meetings and the Open House were attended by all Task Force members. She said that this is a commendable achievement and thanked the group for its dedication to this project.

The group agreed to move up the comment period in the agenda so that Task Force members would be able to consider any comments. The group agreed to this change.

Review Results of Process to Date

Elaine summarized the process to date. This is the third of three planned Task Force meetings. The February open house was well-attended by about 100 people. Task Force members shared their observations.

Note: Questions and Comments from Task Force members are in italics with staff answers following in regular text.

Delpha Powell: It would have been better if people had to prioritize by being given a limited number of dots. It also may have been helpful to have had fewer options. Was it possible to complete the online survey multiple times?

The questionnaire was designed to only allow one entry per computer.

Ellie Fiore summarized key findings in the summary of public comments. The branch library option received the most favorable votes. This was followed by an arts/music/education reading room, music venue, multi-use community center and an art gallery. The options with the least support are classroom space, family resource center, Chamber of Commerce offices and private rental uses. Several people favor a combination of a library and café.

The results of the online questionnaire are similar, with multi-use arts centers and library uses receiving the most support. The criteria that received the most support are community accessibility, year-round use and protection and preservation of the building

and grounds. There is general agreement that the Center should not be used exclusively for private uses.

Cheryl Snow: It is interesting that most questionnaire respondents do not have children.

Carol Pauli: How was the online questionnaire promoted?

It was sent to the Task Force, Community Involvement Committee, Neighborhood Association chairs, listed on the City's Web site and included in the water bill insert that was sent to all City residents.

Discussion: What Potential Center Uses Do Task Force Members Favor?

Task Force members were asked to take a few minutes to write down three ideas for Center re-use they would support.

The following uses were reported. Numbers in parentheses indicate the number of times the recommendation was made.

- Multi-use / arts / cultural /heritage center (7)
- Performance center (music /performance/visual arts) (4)
- Music / arts education (3)
- Library– programs or special services (e.g. media) other programs (e.g. music venue) (3)
- Combination of library and multi-use (3)
- Cultural arts center (1)
- Historic research center (1)
- Children's museum (1)
- Community event space (1)
- Art gallery with lessons (1)

Rolla Harding: Did the group agree on anything?

It is clear that the community and the Task Force favor a community use and are opposed to private use of the Center.

Chuck Clemans: There are several criteria for the Task Force to consider as we make our recommendations. Most of these were proposed at our first meeting. These are:

- *Community asset*
- *Accessible*
- *Financial stability*
- *Part of a system of assets, including some that are currently closed (e.g., End of the Oregon Trail Center)*
- *Preserve and protect the building and grounds*
- *Fill a void/unmet community need.*

Elaine asked Task Force members if they had any additional comments on the list of suggested uses. Darin noted that the Center needs to generate revenue. Bryan Powell agreed that financing is an important consideration.

Wendell Baskins: It's important to retain the public nature of the Center. I do not support modifying the building. I am traveling to Bend to attend a class at the Historical Society there because there is no similar offering in Oregon City or the region.

Damon Mabee: I also support using the structure as it is. I also am concerned about financing. There are a lot of ways to make a multi-use center work in combination with some limited library uses.

Public Comments

Tara Choate of Clackamas Women's Services, the area's domestic violence agency, said they are exceeding their current office space and seeking new space for offices as well as support groups, meetings and other agency functions. She now realizes that the Task Force is far along in its process and that this may not be an acceptable use for the Center. Chuck said that private contributions are important to the shelter, which also accepts in-kind donations. He suggested that Task Force members may know of other more appropriate office space. Tara said she is open to working with the Task Force and the community in any form. Damon thanked her for her presentation and said that if the Center is not used for a City or community purpose, he may support a nonprofit use.

Maureen Cole, Oregon City Public Library Director said the group is generally on the right track, but she cannot encourage them to recommend the library as the primary Center use. The City and the Library are currently seeking a new home for the main library. Its ideal size would be about 43,000 square feet. The Oregon City library service area is too small for a branch library system. It is very important to have one main library for a community of this size.

She added that although there is some community support for a children's library, it is problematic for most families who check out more than children's material. The Library Director is encouraging the City to move towards having one library. She agreed that the Center could work as a branch library, but that is not what the City needs at this time. Questions and answers from the Task Force to the Library Director follow.

Delpha: What would a partnership between the City and the Library look like?

Maureen said she thought the library could partner with organizations with strong volunteer bases, such as historical or genealogical societies.

Carol: Perhaps the library could provide support for special exhibits or events for a Native American history month or similar occasions.

We could help coordinate efforts like this, but the library would probably not have items rotating out of its collection.

Chuck: Maureen's comments are consistent with the criteria. The Center is probably not best suited for a branch library.

Rolla: The Clackamas County Historical Society is making many improvements. There used to be a Friends of the Carnegie Center. It would be great to re-establish this group and use it as a source of volunteers.

Cheryl: The Task Force's role is to be responsive to the community and respect the opinion of the library director. The public seems to be asking for a multi-use arts center. I don't think we should stray too far from that idea.

Bryan Powell: The branch library idea received the most public support. Is there another specific library use the library would support?

The library could provide educational programs at the Center, but this would not be a full-time library function that would support Center operations.

Cheryl: Would library programming fit within the context of a multi-cultural center?

Library programs could supplement the main program at the Center. Although the public sees the concept of a library for the Center, they probably don't understand the space needs of the Oregon City library system.

General discussion followed.

Delpha: The Children's Museum could potentially occupy only the basement of the Center. There was a lot of public support for that concept.

Rolla: The Children's Museum came up in discussions of revenue. It was a big regional draw.

Cheryl: The Children's Museum was successful many years ago. It may not be the same today.

It is important to be responsive to public input, but Task Force members are also representatives of the public.

The Task Force then randomly divided into three groups develop a vision for the Carnegie Center they would all support.

After the small group discussions they presented the following concepts.

Group #1: The Carnegie Center is a heritage and arts education and performance Center. It operates in partnership with Oregon City and other regional schools, the Oregon City library, city and historic and heritage societies. These organizations pool resources around rotating themes (e.g., Native American history).

Group #2: The Carnegie Cultural Center is Oregon City's living room, a dynamic multi-use arts facility providing a variety of programs, services, performances and events. The Center's purpose is to gather the City's community and to provide cultural support and educational resources for all residents and visitors. The Center is managed and operated by a nonprofit organization in partnership, and with support from, the City of Oregon City and the public library.

Group #3:

The Carnegie Center is an arts, cultural and educational center, serving as a cultural hub for Oregon City in tandem with the Concerts in the Park series. As a multi-purpose facility, the Carnegie Center serves as a venue for performing and visual arts, music performances, and educational classes. Historic and genealogical studies are encouraged. The Center includes a concessionaire or vendor which will rent a small amount of space in a manner consistent with the arts, cultural and educational mission. The Center will work together with the library and other nonprofit groups to further its mission.

Elaine asked the group how they feel about having a vendor on-site at the Center.

Cheryl: It should be consistent with the Center's mission, but otherwise I have no objections. Nonprofits in particular need to show earned income.

Elaine summarized: the Task Force seems to be close to a recommendation for a nonprofit that is a partnership between the City, school district, historical society and the library system. The Carnegie Center functions as the City's living room.

Delpha: A living room should be an active, shared space. It should not be static and it should encourage multiple visits.

Bryan P.: Does that imply a revolving or evolving program?

Delpha: It could be either. It doesn't need to be seasonal.

Damon: It would be good to establish traditions for the Center.

Delpha: The programming should be dynamic and attract people to gather at the Center.

Audiences will grow through a variety of programming.

Elaine reviewed the criteria noted earlier.

Chuck: Add "fit in the context of other community assets, some of which are closed."

There was general agreement.

Next Steps

Scott Archer then spoke about what the City needs from the Task Force. The City would like the group to reach consensus on one or more clear, strong recommendations for the City Commission to consider. Staff and consultants will meet to agree on the next steps.

He asked the Task Force if they preferred that staff take tonight's recommendation to the Commission or if they would like to have another meeting before that time. In either case, the Task Force will have the opportunity to review the draft report.

Marcia: I feel like we are close to reaching a consensus. How explicit a recommendation does the City need?

The recommendation should be fairly specific. The group is very close. Members have agreed on a nonprofit organization in partnership with other City and area agencies for both financing and programming.

Cheryl: If the recommendation is to form a new nonprofit organization, I would like to see a fiscal analysis and organizational development plan. I would not support this option without a development plan.

Chuck: Perhaps this could be addressed by a small group. He suggested looking at examples of arts centers in Pendleton, Hood River and Hillsboro.

Cheryl: What is the deadline for this work?

We had been planning to present your recommendations to City Commission in April, but there is not a firm deadline.

Wendell: I would prefer to meet again as a group.

Bryan P.: What is the decision point?

The City Commission intentionally did not provide specific direction to staff or the Task Force. They will have to consider your proposal and what it means financially.

Cheryl: It seems like the Task Force should allow staff to refine the recommendation and create specifics. I would prefer not to wordsmith.

Damon: What was the cost of basic maintenance for the building?

It is approximately \$25,000 per year to keep the Center at 55 degrees.

Damon: We don't need to create a new nonprofit to move forward. The City could create a position in Community Services to implement this program.

Linda: I agree.

Rolla: Did the City hire someone to manage the Abernethy Green?

No. A consultant was hired to facilitate a process similar to this one.

The only direction from the Commission is to bring forward a recommendation. That recommendation can include a public subsidy.

Damon: Perhaps the City could subsidize operations for a few years and then a nonprofit group could take over.

Delpha: I would hate to see the Center become another City program that could be cut again.

Carol: Maybe we can present different options to the Commission.

Rolla: Would it be possible to put the issue up to a popular vote?

This would require an operating levy. It is unlikely to receive City Commission support because there are other priorities.

Staff and consultants can look at three alternatives for funding and administration – City, non-profit and a hybrid or combination.

Damon: If the City is not willing to subsidize the Task Force's preferred use, maybe the Women's Resource Center could rent the space. I would support a nonprofit rental use as a second choice.

Bryan P.: I don't think we should support that. We could probably find a nonprofit organization that more closely fits the mission we are talking about.

Delpha: I agree.

There was general agreement that staff and consultants will refine the Task Force's recommendation and conduct additional analysis. The Task Force will hold a fourth meeting to review the draft report and prepare a presentation to City Commission.

The meeting was adjourned at 9:05 pm.



Carnegie Center Utilization Project
Task Force Meeting #4
June 14, 2010
7 -9 pm, Pioneer Center, 615 5th St.

Citizen Task Force Meeting Summary

Attendees

Task Force Members Present: Rolla Harding, Damon Mabee, Darin Smith, Cheryl Snow, Linda Van Haverbeke, Bryan Watt and Marcia Wimmer

Task Force Members Absent: Wendell Baskins, Chuck Clemens, Carol Pauli, Delpha Powell and Bryan Powell

Staff: Scott Archer, Community Services Director and Denise Kai, Assistant Parks and Recreation Director, Elaine Cogan, Cogan Owens Cogan

Discussion of Draft Report

Elaine Cogan opened the meeting by summarizing and reviewing the highlights of the Draft Report. She discussed the factors of researching the Carnegie Centers in other comparable size cities. The Library is temporarily moving into the Oregon City Carnegie Center for the next 12-18 months, until their future home is ready to occupy. Some Task Force members feel there is less urgency to come to a decision and present a recommendation. Scott Archer noted that although it is not urgent, it is still very important to present a recommendation to the City Commission.

The Draft Report will be update to reflect the changes indicated and agreed upon by the Task Force Members.

The Task Force members and the organizations they represent will be included on the first page.

The group discussed a solely nonprofit operations model was discussed. Concerns regarding this model were the potential for sustainable funding, reliability of volunteer based staff, the role the City would play in regards to the facility.

Per notations on page three, paragraph three, regarding the Trust, Cheryl Snow comments that although there are grant funds available from the Oregon Cultural Trust, the grant funds should not be considered a sustainable funding source for continuous

support. Scott agrees that it is the norm that grants are not sustainable funding sources for operations over the long term.

The group was not in support of a model concept of a solely nonprofit operated option.

The review continued with a lengthy discussion of a city-operated-center center model. Discussions of the City's financial constraints approximately six years ago that caused the closure of the City staffed and operated facility. The members discussed the pros and cons of revisiting this model. There was consensus that this would not be a viable option with funding as the primary concern.

The hybrid model of a City/nonprofit organization partnership was reviewed. The Task Force discussed how the City managed the partnership with Fine Art Starts for their three-year partnership and how it related to this model concept. The membership talked about the building maintenance responsibilities and utility costs and whose role and responsibilities it would rest upon. It was agreed that these items would be considerations in a partnership and could be negotiated.

During the review of the Lessons Learned portion of the Draft Report, Rolla Harding mentioned concerns regarding the element of "heritage" being absent. The group discussed whether or not "cultural" or "culture" inherently covered the concepts of "heritage". Cheryl indicated there is a state definition that would qualify the inclusion of "heritage" in "culture". At this point, the group determined that the mission would indicate the following: The mission should include educational, arts and cultural elements.

The remainder of the discussions included the revision of the Draft Report. The report will be edited and revised to reflect the understanding and concepts depicted by the Task Force members as a consensus.

The meeting was adjourned at 9:55pm.



Agenda Item No. 3d
Meeting Date: 13 Jul 2010

COMMISSION REPORT: CITY OF OREGON CITY

TO:	Honorable Mayor and City Commission
FROM:	Scott Archer, Community Services Director
PRESENTER:	Scott Archer, Community Services Director
SUBJECT:	Parking Study
Agenda Heading: General Business	
Approved by: David Frasher, City Manager	

RECOMMENDED ACTION (Motion):

Discuss and provide direction regarding implementation of the Downtown Parking Study.

BACKGROUND:

To find a solution to the downtown parking issues, the City and Clackamas County employed the services of 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 June 2008. The Committee met nine times from June 2008 to March 2009. A comprehensive parking data inventory and capacity demand analysis was conducted in June and July of 2008. The study looked at the Downtown District and the Bluff area. It also analyzed the Downtown District subzone of highest occupancy.

The Downtown Oregon City Parking Study was completed in April 2009, with recommendations to the City and County. The Parking Study report was presented to the City Commission at a work session last summer. This report has not been formally adopted by the City Commission to date. Staff wishes to seek further direction on the adoption and implementation of the Parking Study.

BUDGET IMPACT:

FY(s):

Funding Source:

ATTACHMENTS:

Downtown Oregon City Parking Study



Downtown Oregon City Parking Study

Findings and Recommendations of:

Stakeholders' Advisory Committee

Prepared by:

Rick Williams Consulting
610 SW Alder Street, Suite 1229
Portland, Oregon 97205

April 2009

Acknowledgements

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Don Slack	Bus. Owner Coffee-Rush & MSOC
Dan Fowler	Bus. Owner-Abernethy Center
Elizabeth Fowler	Bus. Owner-Abernethy Center
George Diamond	Bus. Owner-Main Street
Nick Diamond	Bus. Owner-Main Street
Patty Eddy	Bus. Owner-Mi Familia
Ryan Smith	Bus. Owner-Ryan's Float Flying Sea Plane Rides
Vicki Yates	Bus. Owner-Singer Hill & Law
Philip Yates	Bus. Owner-Singer Hill & Law
Nick Veroske	Bus. Owner-Willamette Equities
Amber Holveck	City Chamber
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Larry Patterson	City-City Manager
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Teri Bankhead	City-Office of City Manager
Nancy Busch	City-Parking/Code Enforcement
Sarah Brown	Clack County
Chris Hoy	Clack County Corrections
Brandenburg, Angie	Clack County Sheriff's
Jeff Grahm	Clack County Sheriff's
Kevin Lang	Clack County Sheriff's
Cindy Hagen	Clack County-Bus & Econ Dev Team
David Porter	Clackamas Heritage Partner
Graham Peterson	Main Street Oregon City
Debbie Slagle	State-Oregon Judicial Dept.
Mari Miller	State-Oregon Judicial Dept.
Ben Baldwin	TriMet
Marcus Swift	TriMet

Project Coordinators

Dan Drentlaw	Director of Community Development, City of Oregon City
Larry Patterson	City Manager, City of Oregon City
Nancy Busch	Code Enforcement Officer, City of Oregon City
Teri Bankhead	Office Specialist, City of Oregon City

The Consultant Team

Rick Williams	Rick Williams Consulting
Owen Ronchelli	Rick Williams Consulting

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Introduction

Introduction

This report has been produced to fulfill requirements of the work scope for the *Downtown Oregon City Parking Study*. The study process and its ensuing recommendations were initiated by the City of Oregon City, OR in association with a Parking Stakeholders' Advisory Committee (SAC) comprised of representatives of retail and commercial businesses, the development community, citizens, County 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 Oregon City. The parking management plan and the process to develop it are compiled and summarized in this report.

The consulting firm of Rick Williams Consulting (RWC) assisted the City and the SAC 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 Oregon City, 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 Stakeholders' Advisory Committee (SAC) concluded, the objective of parking management in downtown should be to implement a plan that:

"...is innovative and flexible to meet the changing demands of an evolving downtown. The plan should also result in an affordable, safe and secure parking system. The parking program should contribute to the overall viability of Oregon City 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’** and **Section VI: Parking Management Strategies for Implementation**).

This report documents the process and results of an extensive study effort carried out in partnership with the City of Oregon City and an active and a representative Parking Stakeholders’ Advisory Committee (SAC). 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 Office of the Mayor, the County Council, the Markham Neighborhood Association and the general public. 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 and on the Bluff.



The work leading up to completion of this study was conducted in concert with a Parking Stakeholders’ Advisory Committee (SAC). The SAC was established to provide oversight, guidance and review of the study process. Key stakeholders included local business owners, downtown property owners and developers, City and County 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 SAC met nine times since initiation of the study in June 2008.

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 Oregon City.

D. SUMMARY

Oregon City has done a good job in managing its parking assets to this point in time. What is 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

This document is a summary of stakeholder work sessions conducted as a part of the *Downtown Oregon City Parking Study*. The purpose of this document is to capture stakeholder discussion about the parking plan, community priorities about downtown development and parking and to serve as the foundation document for developing policies, programs and strategies for parking management.

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 Oregon City. 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, nine work sessions with the Stakeholders' Advisory Committee (SAC) 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.

As the study moves forward, the Consultant Team will endeavor to develop a plan and 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.
- A parking system that is safe and secure.
- A system that establishes rates and fees that is affordable, cost effective and supportive of businesses.
- 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.
- Develop a better plan for juror parking.
- A program that reduces abuse of the parking system.
- Identify all "users" and develop a plan that works to provide them parking, but also assures they are parking where they should park.
- Raise the level of understanding for how existing parking can be better utilized and how new parking will be created/located ("infill") in the future.
- Create a system that will result in a "park once" process. People parking once and moving throughout the downtown without need to move their vehicle (i.e., walking, shuttle, circulator).

- The parking system supports and attracts more retail to the downtown.
- Better communications between the owners of parking (public and private).
- A better understanding of the county's (and other government agencies) plans for growth and how parking might transition or adapt to such change.
- A system that is coordinated and timed to new development.
- Parking is used to serve multiple users and shared whenever possible to maximize parking efficiencies.
- Development of a program/system that would place long-term employee and juror parking in lots/areas that do not conflict with visitor/customer demand.
- The parking system is designed to avoid overspill (when appropriate) into adjacent areas.



It was clear from the listing of desired outcomes that Committee members feel the current system of parking management lacks 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 “park once” strategy that supports more retail 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 – Key Themes

SAC members discussed programs, strategies or elements that are currently in place and “working for Oregon City” by contributing to its success and supporting its unique business and economic growth. Overall, Committee members mentioned twenty-three (23) items. Opportunities ranged from Oregon City’s unique business environment to its strong sense of community and small town feel. As one stakeholder explained, “Oregon City already has people, location and customers.” The parking management program should strive to leverage these positive opportunities into even greater use of the downtown.

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, Oregon City has a solid foundation to build upon.* SAC 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 (core and bluff) are very walkable
 - Small town feel
 - The river and downtown’s historic legacy

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

- Singer Falls/Creek, staircase, elevator
 - Good transportation connections (to regional transit and local circulator).
 - Aesthetic appeal
 - Complete community (infrastructure)
 - Already have meters, paid parking and a permit system.
 - The current parking system is affordable.
- ✓ *Demonstrable commitment to the downtown by the City, County, business community and citizenry.* Committee members underscored the active role the business community and citizens have played in Oregon City's success and the partnership approach the City is taking in this process. Stakeholders noted that there is a strong "sense of community" in Oregon City, which underlies its unique character and success.
- Stakeholder partnership(s).
 - Active and committed community groups (business and residents).
 - Sense of place/home/community/friendly people.
 - Positive and production relationship between the Chamber and the City
 - Affordability (as place to do business)
 - Potential for growth
 - Strong customer base/employment
 - Connects to regional market – growing
 - County seat
- ✓ *A strong positive sense about Oregon City's future.* The SAC was strong in its sense that the future of Oregon City is that of success, growth and vitality. The work that has been put in place to establish a foundation for growth has high level of support and feasibility.
- A reasonable mix of "business" that attracts customer trips (i.e., niche restaurants, taverns, court system, museums and commercial jobs).
 - Affordable rents and "upside" potential
 - Foot traffic
 - Change that is taking place is positive change
 - Accessibility

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

3. Challenges to Access - Key Themes

Committee members discussed their insights into the major challenges (parking and development) facing downtown Oregon City today. They were asked to consider these challenges as they influence Oregon City's ability to remain vital and to attract and retain business. Overall, twenty-six (26) items were discussed.

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 "key themes." These themes are presented below, with clarifying bullet points taken from the SAC discussion following each theme.

- ✓ Oregon City 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 concealed by road and access barriers. 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.
 - McLoughlin Boulevard acts as a barrier and isolates downtown
 - Circulation issues make getting into the “downtown” difficult.
 - Speeds on McLoughlin are not conducive to “vital retail and/or street level businesses”
 - Lack of a “front door” that is recognizable as *the* gateway to downtown.
 - Deteriorating infrastructure (buildings, roadways)
 - There is a perception that there is a lack of business diversity
 - Limited access or portals
 - “Oregon City” negative by-line in media – leaves bad impression on outsiders
 - Better signage
 - Cleaning of downtown (trash, landscaping)
 - Business improvement district?
 - Lack of public restrooms
 - Ownership of streetscape

- ✓ The parking system is not yet formatted in a way that best serves the area. The issue of how parking is provided in Oregon City 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.
 - Parking conditions are already tight, especially in the core area
 - 2-hour parking on bluff – challenge for residents
 - Conflicts in the parking supply between customer and employee demand.
 - Need to attract a more diverse mix of businesses and customers to Oregon City.

- ✓ While starting with a good foundation, Oregon City 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 Oregon City because access systems are effective and business supportive.
 - Need better eating establishments
 - Improve the mix of all businesses
 - Need for housing downtown
 - Parking needs to effectively serve each use as well as “multiple use” of all parking built.

- ✓ A better balance needs to take place between the needs of diverse business users, both for parking and business development. SAC members pointed out that there are unique uses in the downtown that can both complement its vision and compete with it. This includes the needs of the court system and the Blue Heron mill. The goal of the parking plan will be to “synergize uses” by understanding needs and making trade offs that support all uses but favors priority users.
 - Court system double-edge sword
 - Us vs. Them – synergizing uses that include the courthouse
 - Blue Heron (?)

- Creating win/win with businesses
- Continue with productive communication between businesses, the City and the County

B. BECOMING AN “IDEAL DOWNTOWN”

As a precursor to a future discussion for developing Guiding Principles for parking, the SAC 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 perfect or ideal downtown. The SAC members were also asked to mention cities they had been to that contained elements that uniquely distinguished a *downtown* area as “ideal.” Interestingly, the list was comprised of both large and small cities.

Cities mentioned are included in Table 1:

Table 1
Ideal Downtowns

<ul style="list-style-type: none"> • Baltimore, MD • Bend, OR • Flagstaff, AZ • Florence, Italy • Lake Chelan, WA • Multnomah Village (Portland) OR 	<ul style="list-style-type: none"> • Portland, OR • San Francisco, CA • Silverton, OR • San Luis Obispo, CA • Vancouver, BC • Venice, Italy
---	---

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 SAC summarized eighteen (18) elements of an ideal downtown. These elements are summarized in Table 2, below.

Table 2
Elements of Ideal Downtowns

<ul style="list-style-type: none"> • There are multiple “things to do” • Walkability • Identity – you remember the City • A defined “center” or focal point • Great retail anchors/great shopping • Trolley/circulators • Easy connections between alternative modes • Clean streets, sidewalk and downtown environment 	<ul style="list-style-type: none"> • Safe or sense of security • People watching opportunities • Events and activities • Very good transit • History, architecture, old buildings • Visitor parking facilities • Connections to water • River walks • Parks • Mix of day/night activities
---	---

C. ACCESS PRIORITIES

1. Key Elements of a Successful Parking Program

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

A successful parking program for Oregon City 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.).
- “Park Once”: Customer finds a place to park then walks or has convenient access to a trolley, train, bus, etc. to take them to downtown activity areas.
- Appropriate time stays.
- Parking for residents.
- 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 Oregon City and its goals and vision. At root, a successful parking system is convenient and user friendly. The charge of the consultant team and the Stakeholders’ Advisory Committee will be to develop a parking strategy that achieves and supports these elements to the highest degree possible.



2. Definition of "Priority Customer"

The Downtown Oregon City parking system currently services a broad mix of users that include employees of the district, users of the County offices, residents and retail patrons/visitors. Most significantly, stakeholders indicated that current use and management of the downtown parking system favors those with longer-term stay needs (e.g., employees). While these “customers” 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 – those with stays of two hours or less. 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 Main Street vision.

To this end, the majority agreement of the committee was that the first priority “customers” of Oregon City for parking in public parking assets is the short-term visitor trip. 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.

Stakeholders also agreed that in areas zoned for residential development, the priority customer is the resident and guests and visitors of the residential area. As such, the *on street* parking in residentially zoned areas should be managed to assure residential access. This will have important implications for parking management on the Bluff.

The fact that the committee has prioritized the patron and resident 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.²

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 Oregon City today?*” the committee responded:

- Government and offices

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. 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 customers and employees, the committee responded as follows:

² The term “publicly controlled supply” will need further refinement as this plan evolves. The fact that little off-street supply is currently in public control (i.e., City ownership) presents unique challenges for creating a system of “public parking” supply. Innovative partnerships and programs will need to be developed, requiring high consensus on priorities and a clear understanding of current parking deficits and surpluses.

Customer Trips

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

In the future, a customer's primary mode of access should remain the car, but a greater mix of access options (i.e., transit, bike, and walk) should be available to customers of the downtown. Because the auto will remain the primary customer mode, the parking system needs to be managed to assure that customer 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 Oregon City removes a parking space that could be used by patrons of the area.*** Recognizing this 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.



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.

In the future, the committee felt that downtown on-street parking should be better managed to prioritize the patron (trip stays of 2 hours or less) in all areas where short-term demand is most prevalent. Strong efforts should be made to assure that only patrons are using the on-street system in the commercial zone (downtown/7th Avenue corridor on the Bluff) and that cooperative and coordinated efforts and programs are in place to assure residential priorities in the residentially zoned areas (the Bluff). 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 and visitors to the County (i.e., compelled visitors).

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 “bumped” into satellite areas and lots or alternative modes if constraints jeopardize patron visits.

Role of City

Currently, there is very little off-street parking supply in the downtown that is owned and/or controlled by the City. When asked, “*should the City have a role in supplying parking in future developments?*” the committee indicated that the City and County should be looking at (a) means to partner with existing private owners of parking to “share” supply and (b) urban renewal as a means to provide future parking supply.

In the near term, stakeholders felt there were significant opportunities to find parking within surpluses in existing private lots and (possibly) on the Bluff. As such, the City’s “role” would be in more aggressive 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 visitor parking exceeds current on-street 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.

It was clear from the work of the Stakeholders Advisory Committee there is a strong majority view on the challenges and opportunities that exist for Oregon City’s parking system. There is also a clear sense that Oregon City is moving forward in attracting economic activity and amenities that support vibrant and attractive business districts. There is strong support for the downtown and meaningful optimism about Oregon City’s imminent 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.

Section II: Guiding Themes and Principles

Guiding Themes and Principles

A. INTRODUCTION

As the result of discussions with the Stakeholders Advisory Committee in five work sessions, the consultant team has attempted to summarize 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 Oregon City 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 nine Guiding Themes and twenty-two Guiding Principles (listed below).³

C. RECOMMENDED GUIDING THEMES AND PRINCIPLES

Statement of Purpose

It is the primary objective of the City of Oregon City 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.

³ A detailed summary report of the Stakeholder Advisory Committee work session process is available upon request.

I. GUIDING THEME – ACCESS

- a. 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.

II. GUIDING THEME – PRIORITY CUSTOMER

- a. While numerous users need parking in the downtown, the priority parker in on-street and off-street parking under City ownership is the short-term trip (two hours or less) for those who use downtown to shop, dine, recreate and access businesses. This parker represents a key component of downtown's existing and future growth and vitality. City owned supply must be prioritized and managed to accommodate these trips.**

Oregon City is unique in the mix of users needing access to the downtown. With retail, commercial and civic functions located in the downtown, there are a number of competing demands (particularly for on-street parking stalls). Stakeholders agree that employees should not be allowed to park on street when supplies of such parking exceed 85% occupancy in the peak hour, creating conflicts with visitor needs. The off-street system should be managed to assure adequate access for employees and those who would need time stays in excess of two hours. As with the on-street system, the 85% Rule should be employed in the off-street supply as means to manage rate, mix of users and occupancy.

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. On-street parking must be managed according to demand, cost and time-stay. Users must bear their proportionate share of the cost for managing and operating the City-owned on-street supply.

- b. In the historic downtown, reserve the most convenient on-street parking spaces to support the priority customer, the short-term trip.**

The on-street parking system in the historic downtown 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.

- c. **On the Bluff, manage parking to balance the on-street system to support multiple users that include visitor, employee and residential demand.**

The Bluff maintains a less constrained supply of parking. It should be managed in a manner that allows multiple users to access the on-street supply while balancing conflicts that can occur in residential areas.

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

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

All parking strategies should be coordinated with transportation demand management goals and objectives to ensure that employees and customers have reasonable options available for access.

- b. **If parking in City owned supply exceeds the 85 percent full standard, employee parking must be transitioned and or phased out to assure priority customer parking is accommodated.**

The City will manage its parking to accommodate visitors and customers, with any remaining capacity to be managed for employees and long-term stays. Businesses that have designated private employee parking will be encouraged to do the same. Access management strategies should move larger numbers of employees into alternative modes over time.

- c. **Provide adequate and affordable parking for employees and those needing longer-term stays.**

Adequate parking to meet employee need and long-term stay visitor demand should be provided in conjunction with a transportation system that offers multiple travel options. Employee parking should be the responsibility of the private sector and directed to off-street locations at rates affordable to all income levels. Private sector businesses should partner with the City to provide meaningful incentives to employees to use transit, bike, walk and ridesharing options.

The City and the private sector should work cooperatively to provide reasonable options for visitors with long-term stay parking needs as well, including off-street options, enhanced communication, direction and alternative mode options.

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

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.

V. GUIDING THEME – *RESIDENTIAL PARKING*

- a. Residential development downtown will provide parking for the residential units on-site, or find parking in off-street lots.**

Residential development within the commercial zones of Oregon City can lead to conflicts between parking users, particularly for the on-street supply. To support commercial uses, parking should be managed to assure that uncompelled visitors of the downtown have primary access to available parking. This can be accomplished through time stay designations, hours of enforcement and minimum parking requirements for new residential development.

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

As parking in commercial areas is prioritized for commercial uses, the priority for parking in areas zoned residential should be for residents and their visitors. Programs should be implemented to ensure that conflicts between priority users are minimized.

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.

- 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.

VII. GUIDING THEME – *UNDERSTANDABILITY*

- 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, increasing customer, employee and resident understanding of how to access the downtown's on- and off-street parking resources. Connect the downtown core and other districts with transit and/or shuttle service and bicycle / pedestrian facilities, to improve convenient access throughout the downtown and its districts.

- b. **The City's public information system should provide a clear and consistent message about automobile 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.

VIII. GUIDING THEME – QUALITY

- a. **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 an intuitive, reasonable sense of the allowed time stay. 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 into the on- and off-street parking system.

- b. **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 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.

IX. GUIDING THEME – COORDINATION

- a. **Continue coordinated 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.

- b. **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.

c. 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.

d. 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 Employee/Compelled Visitor Parking, Multi-Modal Access and Quality.

e. Strategically locate and actively manage parking under public control and/or ownership to accommodate customer 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’s primary role in the use of public resources for parking should be prioritized to meet access demand for the uncompelled visitor. The City should 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.

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 Oregon City 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 the issue of parking is central 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 report focuses on establishment of a clear understanding of the reality of current parking dynamics in Downtown Oregon City.

The study process and its ensuing recommendations were initiated by the City of Oregon City in association with a Parking Advisory Committee (PAC) comprised of representatives of retail and commercial businesses, residents, the development community, citizens and City staff. The data findings, recommendations and strategies outlined in this report are intended to be used 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 two separate “typical days” – one prior to the operation of the seasonal trolley, Thursday, June 12th and a follow up survey after daily trolley service began, Thursday, August 31st.⁴
- (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).⁵
- (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 Oregon City that can be employed over time to support and inform decision-making related to development and parking.

⁴ These dates were chosen in consultation with the City. The second survey day was used to gauge any changes in parking behavior after trolley service began running between the ‘Bluff’ and the Downtown. No major events were scheduled for the downtown on either day; weather conditions were excellent and activity was brisk.

⁵ The demand analysis was completed for the downtown zone only, based on square footage for all commercial and institutional uses in the downtown zone that was compiled by the City of Oregon City.

B. STUDY AREAS

The parking inventory study area was determined in the initial project scoping process and in consultation with Oregon City and the PAC. The study area incorporates two geographically separate areas of the downtown; one being the historic downtown and the second, a commercial and residential district located above the downtown on the “Bluff.” Connections between the two zones can be made by an automobile using Singer Hill Road or on foot through the municipal elevator that links the Bluff with the Downtown. Due to the dramatic geographical and physical separation of the two zones, and for the purposes of this study, each was treated as a separate study area and will be summarized as such in this report.

The Downtown subzone is the “historic downtown,” which is bounded by the Willamette River to the northwest, 16th Street to the northeast, Railroad Avenue and the Bluff to the southeast and McLoughlin Blvd/ Highway 99 to the southwest.

The Bluff subzone is bounded by the Bluff/ High Street to the northwest, 8th Street to the northeast, John Adams to the southeast, the southwestern boundary continues northward along 6th Street and jogs westward along Center Street out to South Second Street on the most southwest corner of the zone.

Figure A
Study Area: Downtown Subzone

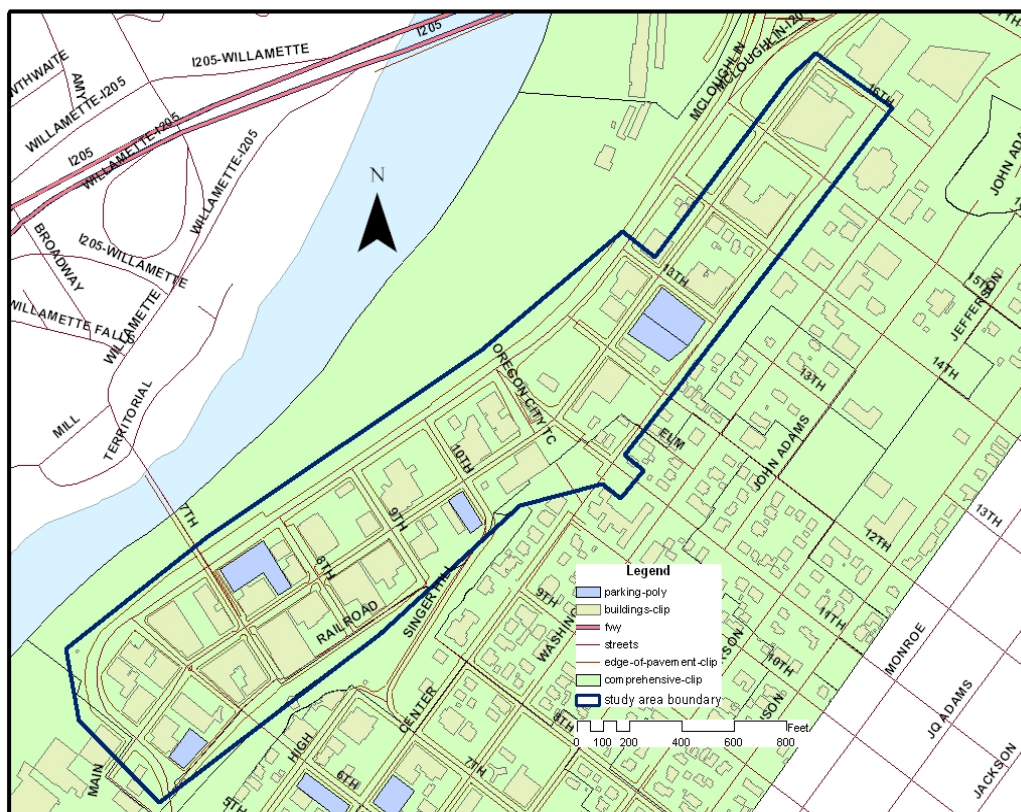
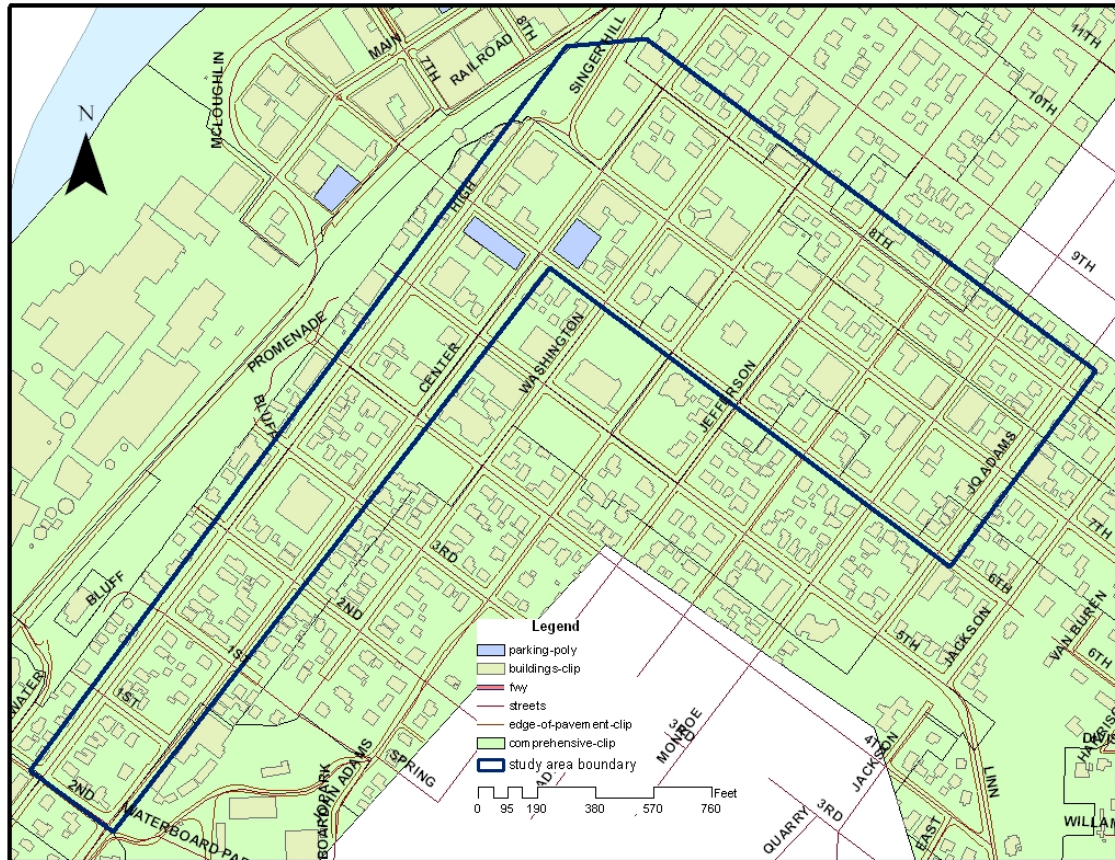


Figure B
Study Area: “Bluff” Subzone

Figure B
Study Area: “Bluff” Subzone



C. METHODOLOGY

Rick Williams Consulting's (RWC) methodological approach to gathering utilization/capacity/turnover data began with a physical compilation of all parking assets (both on and off-street) within each study area. The physical assessments for both subzones were 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 two survey days.

The capacity/utilization surveys of parking assets were conducted on Thursday, June 12, 2008 and Thursday, July 31, 2008. The survey day was selected in consultation with the city staff and was reflective of the initial scoping process. Overall, the weather on the survey days was sunny (mid 80 degrees) with brisk parking activity in all sectors of the downtown. Both parking surveys were 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 last 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 1,168 on-street stalls within the two subzones were physically surveyed (392 in downtown and 776 on the bluff).

In the aforementioned off-street inventory process the consultant team collected a comprehensive catalog of parking lots and their individual stall totals. In anticipation of the survey effort, the number of lots was narrowed to a smaller field or 'sample' of the larger system. The creation of the sample was done partly for budget efficiencies, but also for physical practicality and data collection management purposes. Special attention was paid when choosing the off-street parking sample; firstly, geographical distribution representative of the number of lots and their physical locations with the subzones; and secondly, lot size making sure the sample is reflective of the individual lot capacities within the larger system.

D. DOWNTOWN SUBZONE: CHARACTERISTICS OF THE INVENTORY

1. Supply

A total of **1,029** parking stalls were surveyed within the Downtown Subzone boundaries. This supply includes **392** on-street and **637** off-street stalls.⁶ Parking in the public supply is primarily provided in the form of paid on and off-street parking. At least 73 on-street stalls (19% of total supply) are available to employees/business owners exclusively through a monthly parking permit obtained through the City. The private supply is generally "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 Downtown Subzone.

As **Table 3** indicates, the *on-street* supply of parking in the downtown subzone has a wide-ranging mix of parking time stay options. A moderately high percentage of stalls are designated 2-hour parking, with 188 spaces (48%) comprised of this type of stall. A total of 105 stalls (26.7%) are designated in a variety of permit (Blue, Purple & Green) and stalls dedicated to the County. No Limit stalls comprise 8.2% of the on-street supply and 8-hour stalls comprise another 5.9 percent. The remainder of the supply is made up of a combination of stall types: 30-minute (4.1%), 1-hour (2.8%), and 4-hour (1.8%) stalls. With eleven different stall designations, the small supply of on-street parking in the downtown subzone can be confusing to first time visitors to the downtown.

A total of 637 *off-street* stalls were surveyed on 26 lots. Within this supply, the City controls 103 stalls located in one off-street facility toward the northeast end of the downtown, away from the central core of downtown activity. County Corrections controls 58 stalls in two off-street lots. The remaining 476 stalls are dispersed throughout the downtown subzone on 23 surface lots that are privately owned.

A complete summary of surveyed downtown off-street facilities is provided at the end of this document as **Appendix A**.

⁶ 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.

Table 3
Downtown Subzone: Parking Inventory

Oregon City Downtown Subzone Study Area Parking Stall Breakout		
<i>On-Street Stalls by Type</i>	<i>Number of Stalls</i>	<i>% of Total On-Street Stalls</i>
30 minutes	16	4.1%
1 hour	11	2.8%
2 hours	188	48.0%
4 hours	7	1.8%
8 hours	23	5.9%
No Limit	32	8.2%
Permit Only - Blue	28	1.4%
Permit Only - Purple	14	3.6%
Permit Only - Green	31	7.9%
County Corrections Only	20	5.1%
County Courthouse Only	12	3.1%
On-Street Parking Stalls	392	100%
City Controlled Off-Street Parking	103	
County Controlled Off-Street Parking	58	
Private Off-Street Parking Stalls	476 ⁷	
Total Off-Street Parking Stalls Surveyed	637	
Total Supply Surveyed	1,029	

2. Peak Hour and General Occupancies

Peak hour occupancy is the period during the business day where the downtown experiences the highest utilization of parking stalls. Peaks may vary between the on and off-street parking systems. This analysis attempts to determine that point in the day at which the greatest numbers of vehicles are parked in the downtown. In the analysis that follows occupancies for all stalls in on street and off-street locations are summarized.

a. On-Street Parking Summary

Over the two days of surveying, the highest peak hour for the on-street inventory in the Downtown subzone was between 10:00 and 11:00 a.m. (i.e. all stalls, all use types). This was achieved during the July 31, 2008 survey day (i.e., during trolley operations). At this hour, 72.7% of the surveyed stalls in the study area were occupied. Peak hour for the June 30, 2008 survey day was between 1:00 and 2:00 p.m., reaching 71.3%. Though the peak hour shifts, there is no significant difference between peak usage pre or post trolley operation.

Table 4, below summarizes occupancies by type of stall, peak hour by stall type and average length of stay for the highest occupancy day (i.e., July 31, 2008). **Figure C**, below, illustrates

⁷ There are an additional 231 private off-street stalls located on 23 surface lots that were not part of the surveyed sample. These lots were deliberately excluded from the sample for a few reasons, their proximity to adjacent lots of similar size already in the sample, their type of use (e.g., car dealership, auto parts store, service station) and budgetary prudence. There are a total of 707 off-street privately controlled parking stalls within the downtown zone.

occupancies for each hour of the nine-hour survey day and contrasts the two unique survey days.

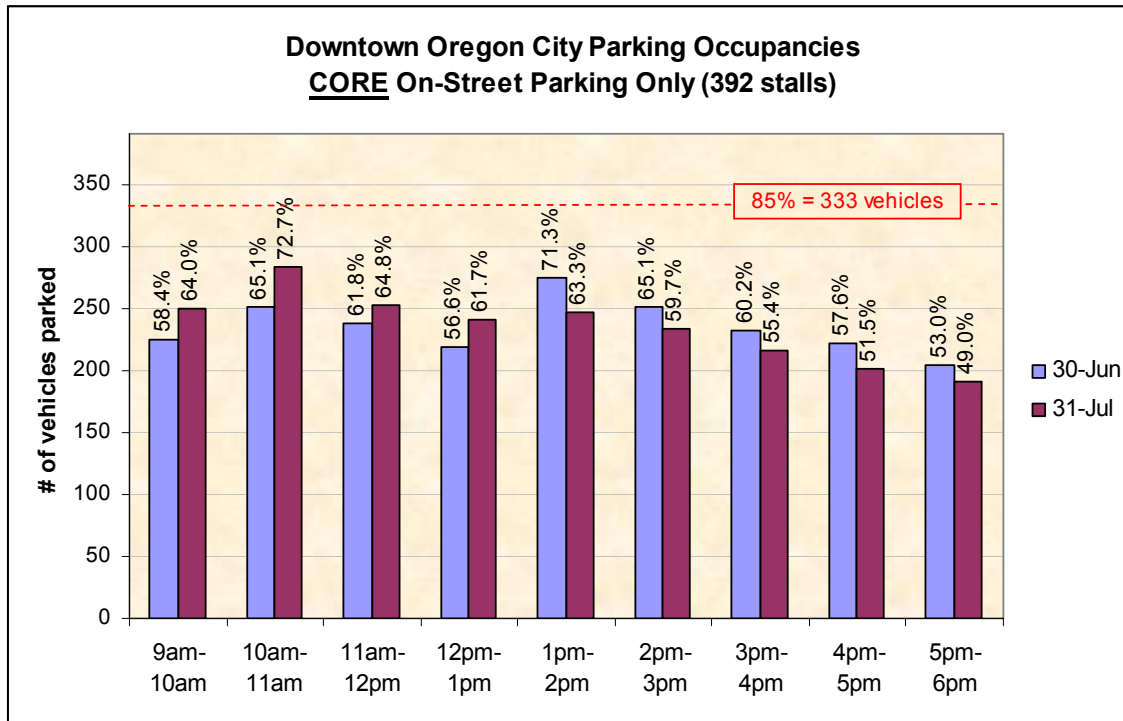
Table 4
Downtown Subzone: On-Street Parking Summary By Time Stay

Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)	Average Length of Stay
All Stalls	392	10:00 – 11:00 am	72.7%	107	2 hr/10 min.
Usage by Time Stay					
30 minutes	16	1:00 – 2:00 pm	81.3%	3	N/A
1 hour	11	noon – 2:00 pm 3:00 – 6:00 pm	54.5%	5	2 hr/11 min.
2 hours	188	1:00 – 2:00 pm	76.5%	48	1 hr/31 min.
4 hours	7	10:00 – 11:00 am	14.3%	6	1 hr/0 min.
8 hours	23	1:00 – 2:00 pm	100%	0	2 hr/28 min.
County Corrections	20	10:00 – 11:00 am	90.0%	2	5 hr/9 min.
County Courthouse	12	9:00 – 11:00 am	83.3%	2	4 hr/43 min.
No Limit	32	10:00 – 11:00 am	62.5%	12	2 hr/47 min.
Blue Permit	38	2:00 – 3:00 pm	57.9%	16	5 hr/11 min.
Green Permit	31	10:00 – 11:00 am	83.9%	5	6 hr/4 min.
Purple Permit	14	10:00 am – noon 1:00 – 3:00 pm	92.9%	1	7 hr/26 min.

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

- During the 10:00 and 11:00 a.m. peak hour, 285 stalls are occupied leaving 107 empty stalls available within the downtown subzone.
- The highest level of use is within stalls designated as 8-hours, which achieve peak hour occupancy of 90% between 10:00 and 11:00 a.m.
- Interestingly, despite the high occupancy of the 8-hour stalls, they are not being used for longer-term stays as the intended time stay would suppose. The average time stay for these stalls is only 2½ hours, which means they are located in higher demand area of the downtown and being used for shorter-term stays, in the same manner of how a typical 2-hour stall would be used.
- There are only eleven 1-hour stalls in the study area, which are under utilized (54.5% peak hour occupancy), but more importantly with an average time stay of 2 hours and 11 minutes they are being significantly abused. Both of these observations indicate that the 1-hour stalls are a poor choice of time stay for the downtown.

Figure C
Downtown Subzone: On-street Occupancy by Hour of Day



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

The average length of stay for both survey days is nearly identical at about 2 hours and 10 minutes (2.17 hours). When on-street permit stalls are removed from the calculation the average drops dramatically, from 2 hours and 10 minutes to 1 hour and 42 minutes (1.7 hours), nearly 30 minutes in difference. Our data concludes:

- The average stay in downtown for all on-street parking stalls is 2 hours and 10 minutes (or 2.17 hours).
- The longest duration of stay is in Purple Permit stalls where vehicles are staying an average of 7 hours and 26 minutes.
- The non-permit influenced average (1 hour and 42 minutes) indicates that visitors to the downtown are not well served by 30 minute, 1 hour, 4 hour and/or permit stalls.

2) Volume

The survey results show that an average of 994⁸ unique license plate numbers was recorded parking in the on-street system between the hours of 9:00 a.m. and 6:00 p.m.⁹ Over the course of an average day, this would translate to approximately 110 vehicles arriving each hour.

Table 5
Downtown Subzone: General Characteristics of Use – On-Street Parking Stalls

USE CHARACTERISTIC	June 30 Survey	July 31 Survey
Average duration of stay per unique vehicle	2 hr. 7 minutes	2 hr. 10 minutes
Average duration of stay per unique vehicle in non-permitted/restricted stalls	1 hr. 39 minutes	1 hr. 42 minutes
Actual number of unique vehicles – volume (9:00 a.m. – 6:00 p.m.)	1,002	986
Turnover rate (number of cars to use a single occupied stall over a 10 hour period)	4.7	4.6
% of unique vehicles violating the posted time stay (277 timed stalls)	8.6%	9.6%
% of total vehicle hours spent in violation of posted time stay (277 timed stalls)	11.4%	12.5%

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, 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 Oregon City, the downtown on-street parking system maintains an average turnover rate of 4.7 turns per stall over a 10 hour period. This is calculated by dividing the average time stay (2.17 hours) into a ten hour operating day. While a slightly higher turnover rate is desirable (i.e., anything above 5.0), it is the high percentage mix of permitted on-street parking in the downtown subzone that skews this vital downtown indicator downward.

Given the relatively low number of on-street stalls within the downtown subzone (392 spaces) it is important to “turn” the supply as much as possible to provide maximum access for customers and support for street level businesses. Even a small adjustment in the turnover rate can have a profound impact on the number of customers/visitors accessing the downtown. For example, the current turnover rate of 4.7 allows up to 1,842 trips within a standard workday. However, if turnover could be increased to a rate of 5.3, the trip total would jump to 2,078 trips in the same supply of 392 stalls, a 13% increase in the number of trips to the downtown. Clearly, the use of

⁸ An average of both survey days (1,002 + 986 = 994 unique vehicles)

⁹ 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.

the on-street supply for longer-term uses (i.e., permit parking and time stays in excess of 2 hours) limits the system from operating at its maximum level of efficiency.

4) Exceeding time stays – Abuse of stalls

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) fees are too low to encourage use of off-street supplies for longer term stay demand. Because Oregon City has on street stalls that allow all day parking with permits, our analysis removed the permit stalls from the analysis of abuse.

On average, 9.1% of unique vehicles parked in downtown’s on-street stalls exceed the posted time stay. A good rule of thumb is to strive for a violation rate somewhere between 4% and 8% of total unique vehicles. Being within this range would be considered a very efficient system. At this time, Oregon City is above the high end of the range.

b. Off-Street Parking Summary

While the on-street system operates at approximately 72% combined peak occupancy, it is important to evaluate how the off-street system operates in relation. This is particularly important to understand, as potential access constraints within the on-street system (now or in the future) 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 6 provides a summary of off-street usage for July 31, 2008.¹⁰ **Figure D** below illustrates occupancies for each hour of the nine-hour survey day and contrasts the two unique survey days.

There are a combined total of 637 off-street parking stalls in the Downtown subzone. The July survey day displayed the highest peak occupancy (during trolley operations), which is between 2:00 and 3:00 PM. At this time, the off-street supply reaches 56.5% occupancy, leaving 277 still empty and available for use. The pre-trolley survey day (June 12, 2008) reached 56% peak occupancy between 1:00 and 2:00 PM. As with the on-street system, parking occupancy in the downtown does not vary significantly pre or post trolley operation.

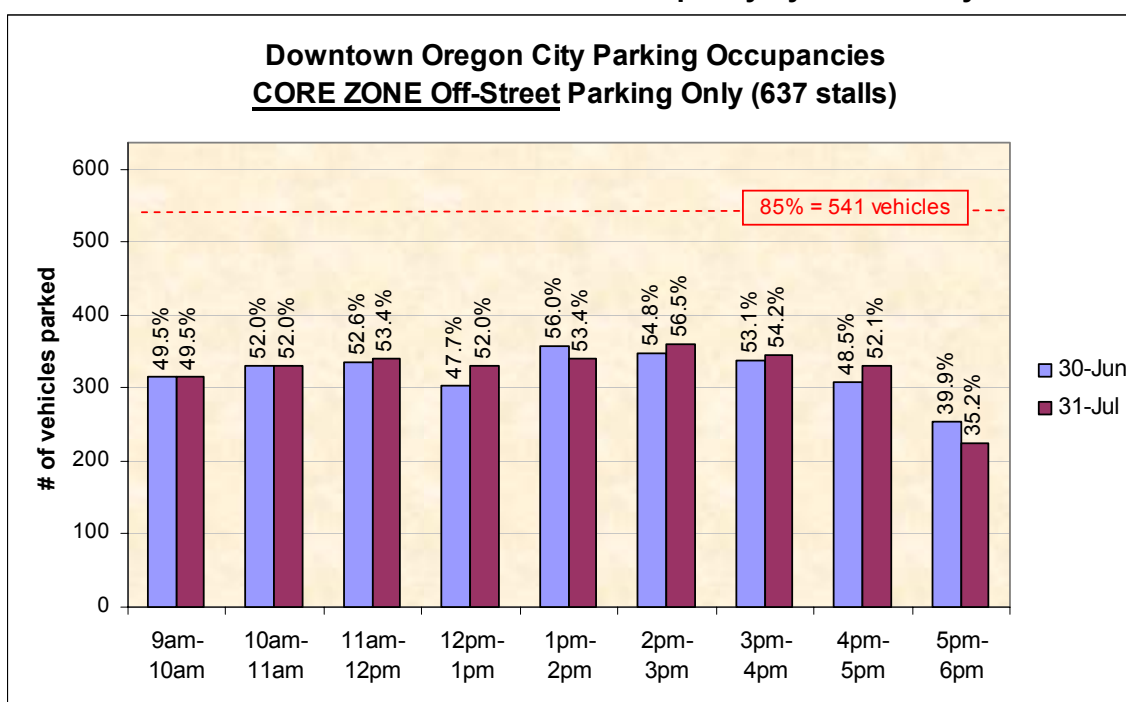
Table 6
Downtown Subzone: Off-Street Parking Summary

Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)
All Stalls	637	1 – 2 pm	56.0%	277
Usage by Ownership				
Publicly Controlled	103	2 – 3 pm 4 – 5 pm	39.8%	62
Private Accessory	534	1 – 2 pm	60.1%	213

¹⁰ This is to ensure that off-street data findings are consistent with data described for the on-street system in Section B.1. above.

Despite the system showing adequate off-street capacity, it is important to note who controls/manages the majority of the existing supply. As demand for parking continues to grow, an on-going challenge for the City is the number of “available” stalls in private control. Currently, 213 of the 277 empty peak hour stalls are on private lots. Also, the City’s 103 stall lot (which has 62 stalls available in the peak hour) is located outside of the area of highest demand where they are needed most. As such, the challenge will require conversations and partnerships with private owners of supply to make more supply available to general public users to maximize all parking in the downtown. Similarly, creative ideas and programs to make the 103 stalls of public supply more “usable” to the downtown will need to be pursued (e.g., more employee parking in City lot and/or a well designed signage package or a convenient shuttle system to the satellite lot(s).

Figure D
Downtown Subzone – Off-street Occupancy by Hour of Day



As **Table 6** and **Figure D** 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 speak 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 for the Downtown Subzone:

- The overall occupancy of the off-street system within the downtown subzone is 56.0% at the peak hour of 1:00 p.m. – 2:00 p.m.
- The peak occupancy of the off-street system is substantially less than that found in the on-street system.
- 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 will require conversations and partnerships with private owners to get underutilized parking into a system of more efficient use (e.g., shared use agreements).

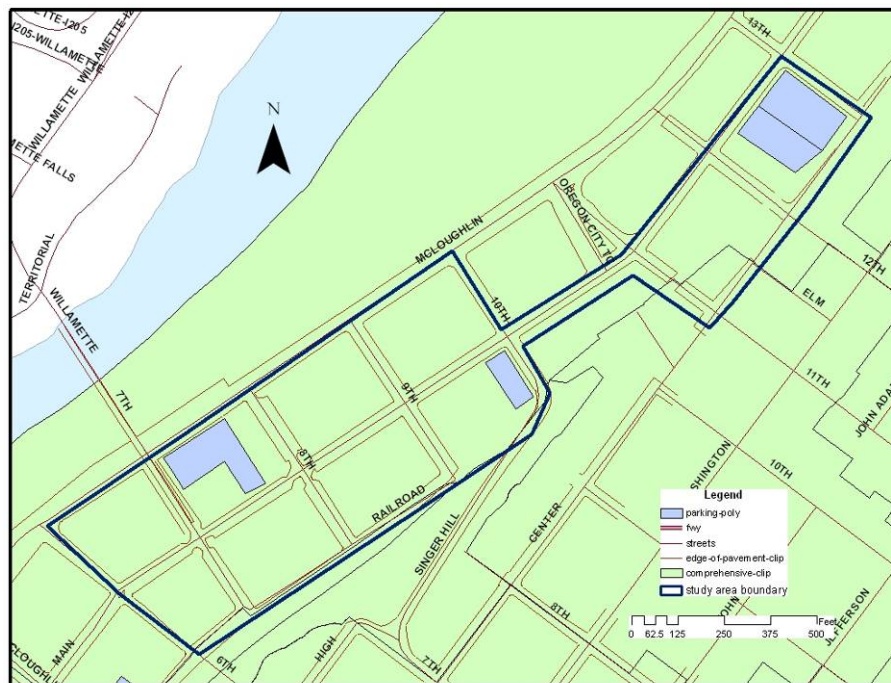
As stated earlier, a detailed breakout of peak hour occupancies for each individual off-street parking facility surveyed can be found in **Attachment A**.

3. Node of Highest Occupancy: Downtown Subzone – On-Street System

In many instances looking at the peak hour occupancy rate for the whole study area (72.7%) does not adequately portray some of the constraints on the parking system in specific areas of the downtown. In other words, the high availability of on-street supply on 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”.

The “Node of Highest Occupancy” for downtown is bounded by McLoughlin Boulevard on the northwest, 13th Street on the northeast, Railroad Avenue/the Bluff on the southeast and 6th Street on the southwest. **Figure E** identifies the boundaries for this node.

Figure E
Downtown Core Node of Highest Occupancy

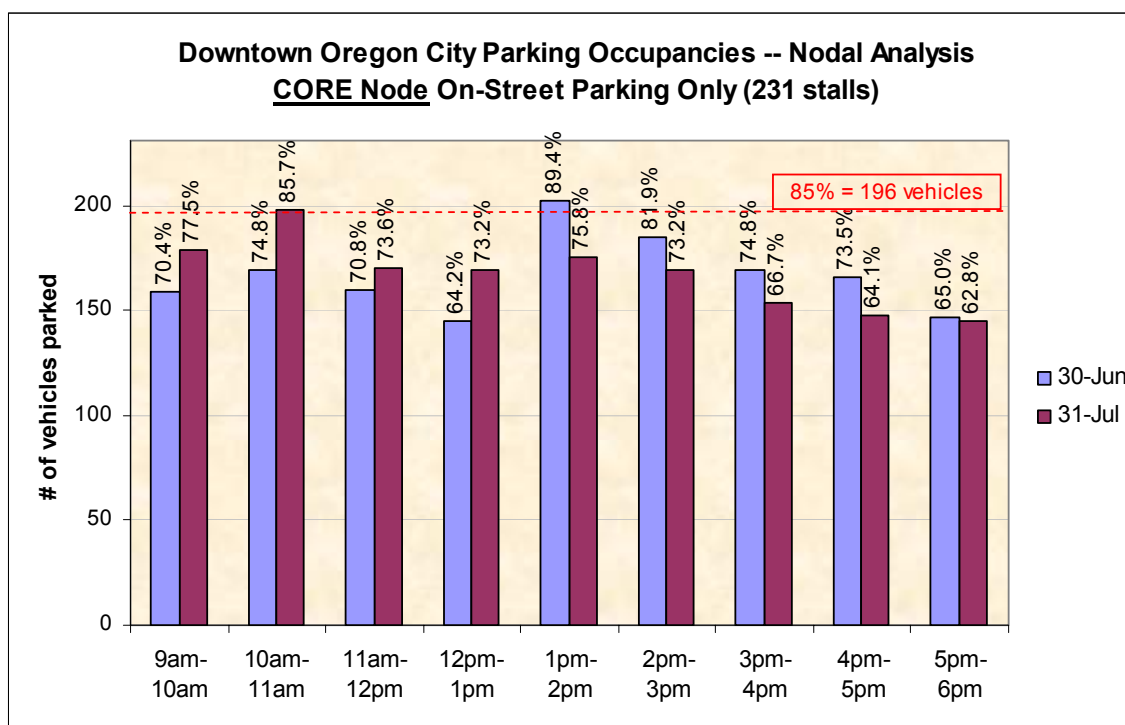


This area of the downtown experienced the highest level of parking activity during the course of both survey days. The peak hour occupancy reached 89.4% from 1:00 to 2:00 PM on Thursday, June 30th and 85.7% from 10:00 to 11:00 AM on Thursday, July 31st. Parking industry best practices would suggest that anytime a supply of parking exceeds 85% in the peak hour the system is constrained, rendering the system more frustrating and difficult to the customer or visitor of the downtown.

This node contains 235 on-street parking stalls, approximately 60 percent of the downtown subzone's total supply. Of this total, 65% is designated and metered for short-term use (30-minute, 1-hour and 2-hour stalls). The remaining supply (35%) is designated for longer-term stays (8-hour, No Limit, long-term permits, exclusive user stalls – County Courthouse and County Corrections). This is an unusually high percentage of long-term on-streets stalls to be located in a commercial core intended for customer/visitor access and growth. With occupancies exceeding 85%, efforts to reduce and/or eliminate longer term stays on-street should be evaluated to assure that customer demand and usability is supported.

Figure E illustrates hourly on-street parking occupancies for the nodal analysis over the two survey days.

Figure E
Downtown Subzone: Nodal Analysis – On-Street Parking Occupancies



Findings from the Downtown Subzone Nodal Analysis include:

- Peak hours for both survey days exceed the 85% occupancy threshold, creating a “deficit” or parking that ranges from 2 to 11 stalls in the node.¹¹
- The average duration of stay for both days is shorter than the downtown average (1.92 hours versus 2.17 hours), resulting in a turnover rate of 5.2 that is slightly higher than the average for the downtown as a whole.
- Given the high occupancies in this zone, the supply appears effectively full (constrained) to the customer.

¹¹ In other words, to bring the supply back to a level that is under 85% in the peak hour, 2 – 11 new stalls would need to be “added back” to the on-street supply. This could be accomplished by reducing permit stalls, restriping new stalls and/or a combination of both strategies.

E. “BLUFF” SUBZONE: GENERAL CHARACTERISTICS OF THE INVENTORY

1. Supply

A total of **1,631** parking stalls were surveyed within the Bluff Subzone boundaries. This supply includes **776** on-street and **855** off-street stalls. Parking in the public supply is primarily provided in the form of free on-street parking (mix of No Limit and 2-hour stalls). The private supply is generally “accessory” parking, which limits access to patrons/employees of a specific commercial site.

Table 7 presents a breakout of all the surveyed parking supply in the Downtown Subzone.

Table 7
Bluff Subzone: Parking Inventory

Oregon City Study Area Parking Stall Breakout (Bluff Zone)		
<i>On-Street Stalls by Type</i>	<i>Number of Stalls</i>	<i>% of Total On-Street Stalls</i>
15 minutes	1	< 1%
30 minutes	3	< 1%
2 hours	295	38.0%
No Limit	477	61.5%
On-Street Parking Stalls	776	100%
City Controlled Off-Street Parking	32	
Private Off-Street Parking Stalls	823 ¹²	
Total Off-Street Parking Stalls Surveyed	855	
Total Supply Surveyed	1,631	

As **Table 7** indicates the supply of *on-street* parking in the Bluff subzone has essentially two stall types – No Limit and 2-hour stalls, representing about 62% and 38% of the total supply, respectively. Most 2-hour stalls are located within a small commercial district close to the municipal elevator and along the north/south 7th Street corridor. No Limit stalls are located toward the outer perimeter of the subzone boundaries surrounded principally by residential properties.

Within the *off-street* supply Oregon City controls only 32 stalls located at one off-street facility adjacent to the firehouse (at the cross streets of Seventh and John Adams). The remaining 823 stalls are dispersed throughout the bluff subzone on 46 surface lots. A complete listing of off-street lots is provided in **Attachment B**.

¹² An additional 134 off-street stalls located on 16 surface lots were not included in the survey sample. These lots were deliberately excluded from the sample for a couple of reasons, their proximity to adjacent lots of similar size already in the sample and budgetary prudence. There are a total of 989 off-street privately controlled parking stalls within the “bluff zone”.

2. Peak Hour and General Occupancies

a. On-Street Parking Summary

Over the two days of surveying, the highest peak hour for the on-street inventory in the Bluff subzone was between 11:00 AM and noon (i.e. all stalls, all use types). This was achieved during the July 31, 2008 survey day (i.e., during trolley operations). At this hour, 39.3% of the surveyed stalls in the study area were occupied. This is in contrast to the June 12, 2008 survey day that reached a peak occupancy of 36.3% between 10:00 and 11:00 AM. Unlike the downtown zone, there seems to have been a noticeable spike in on-street parking use (+3.0%) with the initiation of trolley service. In other words, a small number of users may be using the on-street system on the Bluff and using the trolley to shuttle into downtown.

Table 8, below summarizes occupancies by type of stall, peak hour by stall type and average length of stay for the highest occupancy survey day (July 31). **Figure G**, below, illustrates occupancies for each hour of the nine-hour survey day and contrasts the two survey days.

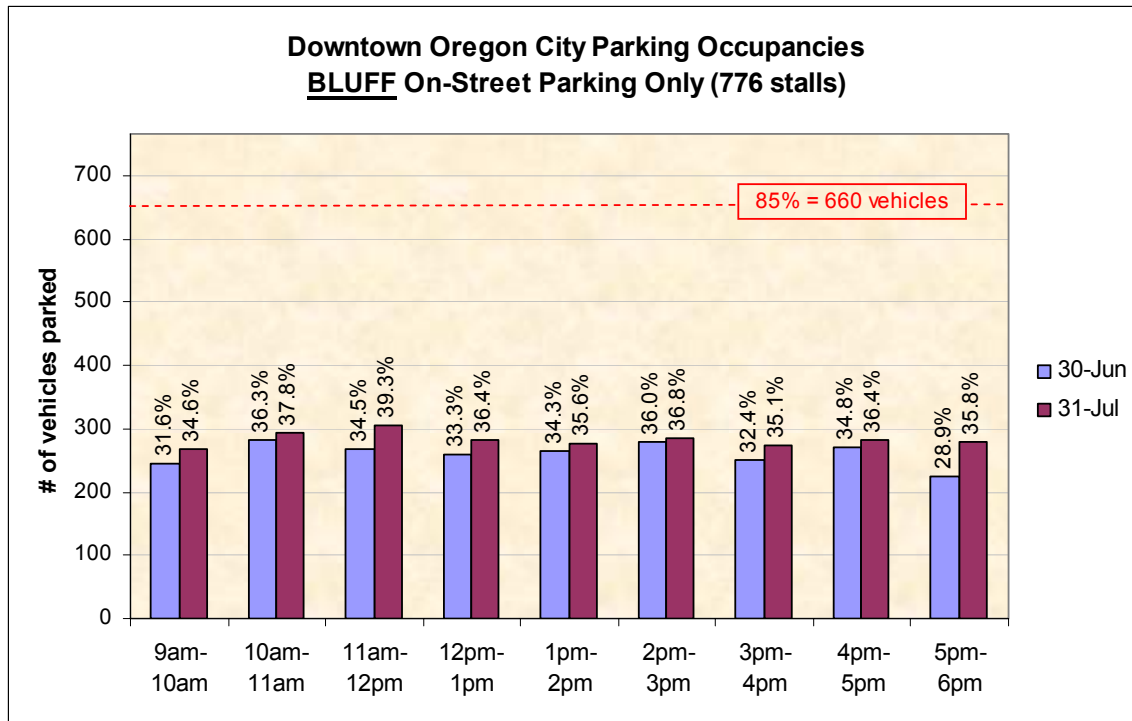
Table 8
Bluff Subzone: On-Street Parking Summary By Time Stay

Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)	Average Length of Stay
All Stalls	776	11:00 – noon	39.3%	472	3 hr/5 min.
Usage by Time Stay					
15 minutes	1	3:00 – 4:00 pm	100%	0	N/A
30 minutes	3	4:00 – 6:00 pm	33.3%	2	N/A
2 hours	295	11:00 am – noon	35.9%	189	1 hr/59 min.
No Limit	477	11:00 am – noon 4:00 – 5:00 pm	41.7%	278	4 hr/17 min.

From **Table 8**, the following conclusions can be derived:

- During the 11:00 and noon peak hour, 305 stalls are occupied leaving 472 empty stalls available within the Bluff subzone.
- The highest area of use is within stalls designated No Limit, which achieve peak hour occupancy of 41.7% between 11:00 and noon and then again from 4:00 to 5:00 p.m.
- The 2-hour stalls have an average length of stay of 1 hour and 59 minutes, which is ideal for these stalls; a sign they are working as they were intended.
- The No Limit stalls certainly have their place in a parking system particularly when it is in a residential area. These stalls show an average length of stay of 4 hours and 17 minutes, which could mean they are serving both short and long-term parking needs. Employees could choose to be parking there during the workday (perhaps moving them during the lunch hour), while customer and visitors are using them for longer stay trips.
- The low occupancies demonstrated on both study days indicates that there is significant room for “growth” in the use of the parking supply in this subzone.

Figure G
On-Street Parking Occupancies – Bluff Subzone



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

A summary of general use characteristics for this subzone are included in **Table 9**, below:

1) Duration of Stay

Similar to results of the Downtown subzone, the average length of stay for the bluff subzone on both survey days is nearly identical, 2 hours and 58 minutes on Thursday, June 30 and 3 hours and 5 minutes on Thursday, July 31.

- The average stay on the bluff for all on-street parking stalls is 3 hours and 5 minutes (or 3.09 hours).
- As expected, the longest duration of stay is in the No Limit stalls where vehicles are staying an average of 4 hours and 17 minutes.

2) Volume

The survey results show that 808¹³ 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.¹⁴ Over the course of an average day, this would translate to approximately 90 vehicles arriving each hour.

¹³ An average of both survey days $((824 + 792) \div 2 = 808 \text{ unique vehicles})$

The comparison of the June and July surveys reveal an moderate up-tick in the number of vehicle hours parked in July versus June; nearly a 9% increase. This change may be a result of running the trolley bus between the Downtown and the Bluff during the summer. This would be associated with employees using surplus parking on the Bluff during the workday and riding the trolley to access their work site as a means to avoid parking constraints in the downtown.

Table 9
Bluff Subzone: General Characteristics of Use – On-Street Parking

USE CHARACTERISTIC	June 30 Survey	July 31 Survey
<i>Average duration of stay per unique vehicle</i>	2 hr. 58 minutes	3 hr. 5 minutes
Actual number of unique vehicles – volume (9:00 a.m. – 6:00 p.m.)	792	824
Turnover rate (number of cars to use a single occupied stall over a 10 hour period)	3.4	3.2
% of unique vehicles violating the posted time stay (298 timed stalls)	20.6%	17.3%
% of total vehicle hours spent in violation of posted time stay (277 timed stalls)	28.9%	27.3%

3) Turnover: Efficiency of the Parking System

The Bluff Subzone on-street parking system as a whole has an average turnover rate (3.2 to 3.4 turns in a 10 hour period). This is not an unexpected finding for an area with this blend of parking stall types, low occupancies and residential uses. While the turnover rate is less than efficient, the peak hour occupancy (39.3%) assures that customers are not adversely impacted in searching for a stall within relatively close proximity to any destination. As such, at this time there is no need for the system to ‘turn’ in order to accommodate additional trips.

4) Exceeding time stays

Between 17% and 21% of unique vehicles parked in the bluff’s on-street stalls exceed the posted time stay. As mentioned previously, an efficient system would have somewhere between 4% and 8% violation rate; however in this instance, where on-street occupancies do not exceed 40% in the peak hour, a higher percentage violation rate should not be a major concern. In other words, if demand for parking were higher in this area the situation would warrant greater enforcement of the posted time stays. To reiterate, though the violation rate is very high per industry standards, users are not adversely affected in finding parking availability because others are abusing time stay standards.

b. Off-Street Parking Summary

As in the Downtown subzone, it is important to evaluate how the off-street system operates in relation to the on-street system. This is particularly important to understand, as potential opportunities for “shared use” become available when significant surpluses of supply can be identified.

¹⁴ 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.

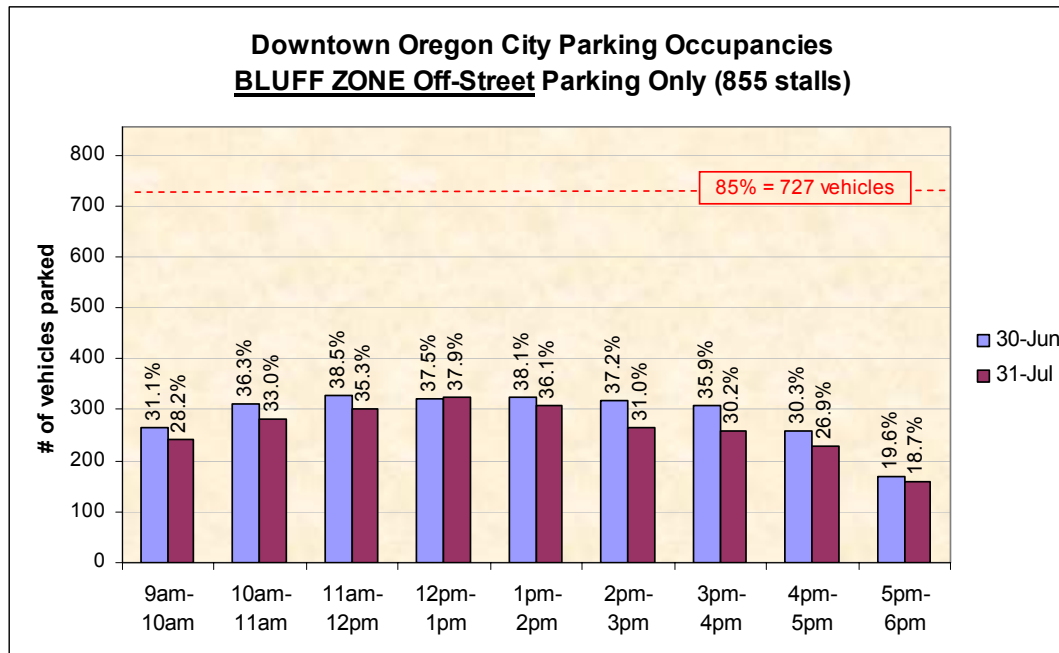
Table 10 below provides a breakout of occupancies associated with the off-street parking supply on the Bluff. **Figure H** provides an illustration of occupancies for each hour of the nine-hour survey day for both survey days.

Table 10
Bluff Subzone: Off-Street Parking Summary by Owner

Type of Stall	# of Stalls	Peak Hour	Peak Occupancy	Stalls Available (empty)
All Stalls	855	11 am – noon	38.5%	526
Usage by Ownership				
Publicly Controlled	32	4 – 5 pm	56.3%	14
Private Accessory	823	11 am – noon	38.9%	503

There are a combined total of 855 off-street parking stalls in the Bluff subzone. During the 11:00 a.m. to noontime peak, the off-street supply reaches just 38.5% occupancy, leaving 526 stalls empty and available. The system clearly has an abundance of available capacity even during the peak hour. This availability can be used as an opportunity for the City to partner with property owners of strategically located off-street facilities (ideally in close proximity of the municipal elevator and/or trolley) to establish shared use agreements to make better use of the nearby supply that the downtown appears to need. As in the Downtown, the fact that the majority of parking “surplus” is in private ownership will require creative discussion and partnerships to transition this asset into a more efficient system of parking that benefits multiple users and businesses.

Figure H
Bluff Subzone - Off-Street Parking Occupancies



The off-street occupancies in the Bluff Subzone are very similar to the on-street system in terms of peaks and the hourly occupancy patterns throughout the survey day. The only exception is

that occupancies in the last survey hour (5:00 to 6:00 p.m.) for the off-street system dip below 20% as the workday comes to a close.

From data derived for the off-street system, the following conclusions can be derived for off-street parking within the Bluff subzone:

- The overall occupancy of the off-street system within the Bluff subzone is 38.5% at the peak hour of 11:00 a.m. – noon.
- The combined off-street system is significantly underutilized, having an abundance of available parking during the peak hour.
- 96 percent of the off-street system on the Bluff is controlled by the private sector. As demand continues to grow in the downtown the City should consider acquiring/leasing and/or partnering to transition existing parking assets on the Bluff into supply that can reasonable relieve parking demand constraints in other areas of the “downtown.”

Section IV: Parking Demand Analysis

PARKING DEMAND ANALYSIS

Parking ratios express the actual number of parking spaces available to serve demand for land uses (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 the 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 and 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 downtown Oregon City. To that end, the consultant team derived two “ratios” from the data analysis.

- The actual *Built Ratio* of available parking stalls, in relation to total built land uses in the Downtown Oregon City study zone.¹⁵
- The actual current *Demand Ratio* for parking stalls per total built land use based on actual usage data from the “typical day” survey.¹⁶

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. This information was provided by the City of Oregon City. Square footages were derived for commercial, retail and institutional properties only (i.e., no residential). The resultant *built ratio* of parking to land use then is reflective of the total availability of parking serving a mixed-use environment in the downtown. In short, the built ratio expresses a relationship of all stalls that exist in the study zone and the total square footage of all buildings in the study zone.

The *demand ratio* reflects the public demand for parking stalls associated with that land use using actual peak occupancy data from the 2008 parking survey. The demand ratio uses a reasonable estimate of *occupied* building area as opposed to *total* building area.

¹⁵ This analysis is confined to the downtown subzone due to (a) its higher peak occupancies as compared to the Bluff subzone and (b) the availability of land use data from which to derive the demand number. In the future, a “true demand” ratio for the Bluff could be derived if a similar data base of land uses was compiled. Nonetheless, the high percentage of residential properties could make the analysis on the Bluff more difficult.

¹⁶ Data from the Thursday, July 31, 2008 survey was used to develop this analysis, which was the highest occupancy day of the two days surveyed.

Using these two measures, the consultant team was then able to express actual parking ratios per 1,000 square feet of mixed-use development for Oregon City's Downtown for both the built environment and as an expression of "actual demand."¹⁷

B. EXTRAPOLATED PEAK OCCUPANCY

Data from the survey samples was extrapolated to the total supply of parking to derive a basis for measuring parking demand. The consultant team sampled 100% of the on-street parking supply in the downtown subzone and 73% of the entire off-street supply. This level of sampling provides a statistically significant representation of parking activity in all stalls. **Table 11** summarizes the methodology used to determine the number of vehicles parking in *all stalls* in the downtown subzone at its peak hour of occupancy.

Table 11
Peak Occupancy – All Stalls (Downtown Subzone)

Supply	# of Stalls	Peak Occupancy	Stalls Occupied	Stalls Available (empty)
On-Street Supply				
On-street supply (100% sample)	392	72.7%	285	107
Off-Street Supply				
Off-street supply (73% sample)	637	56.0%	357	280
Extrapolated to all off-street stalls (100%)	868	56.0%	486	382
Combined On and Off-Street Supply				
Extrapolated to Total Supply	1,260	61.1%	771	489

C. FINDINGS

Calculation for parking demand ratios reveal two different, but equally useful correlations (see **Table 12**):

- **Built Ratio of Parking.** 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 630,954 square feet of built mixed uses in the downtown subzone (Column B). About 478,000 square feet of land use is at the ground level or "storefront" and 152,954 square feet in upper story use. All parking stalls in the subzone total 1,260 stalls (Column E).

¹⁷ 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 was useful in deriving estimates for overall demand in Oregon City based on actual parking activity in the downtown.

From this data, we can calculate a *built parking ratio* of approximately **2.00 parking stalls per 1,000 square feet of built land use** within the study area (Column F).¹⁸

- *Demand Ratio.* This represents peak hour parking occupancy within the entire study area. As such, actual parked vehicles (Column G) were correlated with actual occupied building area (Column D).¹⁹

From this perspective, current peak hour demand stands at a **ratio of approximately 1.43 parking stalls per 1,000 square feet of occupied land use** (Column H).

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

A	B	C	D	E	F	G	H	I
Sites in Study Zone	Gross Square Footage (Built)	Estimated Vacancy Rate ²⁰	Gross Square Footage (Occupied)	Total Stalls in Study Zone	Built Ratio of Parking (GSF)	Total Stalls Parked in Peak Hour	Actual Ratio of Parking Demand/ 1,000 SF	Parking "Demand" w/ 15% buffer
Ground Level	478,000 SF	16%	401,520 SF			771		1.64/1000 SF
Upper Story	152,954 SF	10%	137,659 SF					
TOTALS	630,954 SF	15%	539,179 SF	1,260	2.00/1,000 SF	771	1.43/1,000 SF	1.64/1,000 SF

As **Table 12** demonstrates, the *actual demand* for parking is 1.43 stalls per 1,000 SF when occupied stalls (at the *peak hour*) are correlated to occupied building area. If in the future parking were only provided at the rate of actual demand absorption (1.43), overall peak hour occupancies would near 100%. This is due to the fact that the actual ratio of demand covers total demand and does not assume a cushion or “buffer” of stalls to address unexpected growth or spikes in parking activity. As such, **Table 12** also presents “parking demand with a 15% buffer,” which increases the actual ratio of parking demand from 1.43 to 1.64 stalls per 1,000 SF (Column I).

To date, parking has been *built* at an average rate of 2.00 stalls per 1,000 square feet of development within the downtown Oregon City subzone (which includes the on-street system). This rate appears to have been effective, though significant stall availability exists within the off-street parking system. Land uses in Downtown Oregon City are generating parking *demand* ratios of 1.43 stalls per 1,000 SF of commercial/retail development in the subzone.²¹

As this study transitions to the parking strategy phase, programs and strategies will need to be examined that assure parking is provided at a rate appropriate to growth and marketability as

¹⁸ The formula would be 1,260 total stalls / (630,954 gross square feet /1000)

¹⁹ The formula would be 771 total parked vehicles / (539,179 square feet occupied building area/1000).

²⁰ Vacancy rates were derived through discussion with stakeholders and a physical survey of street level occupancies conducted by the City of Oregon City.

²¹ It is important to note that some individual users will generate demand that exceeds 1.43. However, when viewed as a land use and access system, overall parking demand would be near this number.

well as in a format that is efficient, cost effective and supportive of the downtown vision of higher density and more compact urban development.

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.

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 between parking required 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
Oregon City, OR	2.00	1.43	.57
Redmond, WA	3.5 max/4.10 built	2.91	0.59 – 1.19
Sacramento CA	2.0	1.60	0.4
Salem, OR	3.15	2.04	1.11
Seattle, WA (SLU)	2.5+	1.75	0.75

D. SUMMARY

Overall the data analysis of the Oregon City parking inventory indicates that the system is operating at a moderate level capacity, with reasonable turnover and available supply. There are a few “deficits” of parking in the downtown, particularly on-street in the central core of the downtown. Overall, the availability of “surplus” parking is well located to the demand for parking throughout the downtown study area, though it is mostly confined to off-street facilities in private ownership. “Shared uses” of these off street locations will be a key topic for additional discussion with the City and downtown stakeholders.

SECTION V: ON-STREET PARKING ‘ADD-BACKS’

ON-STREET PARKING “ADD-BACKS”

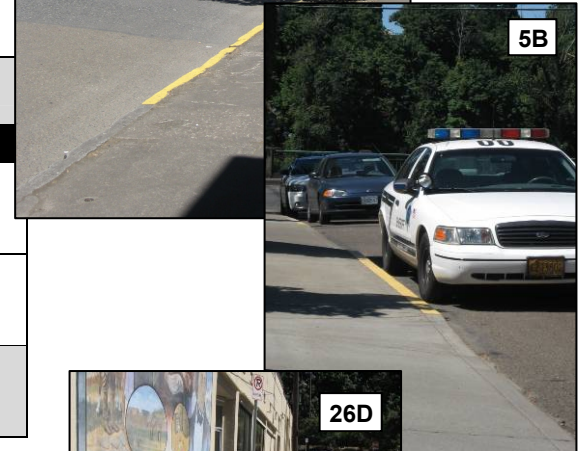
During the course of the parking study, a number of downtown block faces were observed that were designated “no parking” but could possibly support the addition of on-street parking (up to 71 stalls). The analysis that follows provides a breakdown of areas recommended for on-street parking “add-backs.” **Table 14** provides a succinct summary of the block faces identified and an estimate of the number of stalls that could be added. Further discussion with the City will need to take place to finalize opportunities for adding parking to the on-street supply.

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

Block Face ID	Location Description	# of Potential Stalls	Notes
4A	south side McLoughlin between 7 th and 8 th	1	Additional stall to existing Blue Permit zone
5B	west side of 9 th St. btwn McLoughlin and Main	1	Additional stall between driveway entrance/exit
5C	north side of Main btwn 8 th and 9 th Streets	3	Additional stalls in front of courthouse plaza/park
6C	north side of Main btwn 9 th and 10 th Streets	1	Additional stall between driveway entrance/exit
7C	north side of Main btwn 10 th and 11 th Streets	3	Remove bus staging from Main Street entirely – would add at least 3 new on-street stalls
8B	west side of 12 th St. btwn McLoughlin and Main	4	Currently fenced for construction staging – at least 4 stalls could be added back
8C	north side of Main btwn 11 th and 12 th Streets	6	Currently fenced for construction staging – at least 6 stalls could be added back
9C	north side of Main btwn 12 th and 13 th Streets	3 - 4	3 to 4 stalls could be added back along the south side of Active Water Sports where there are no curb cuts
12C	north side of Main btwn 15 th and 16 th Streets	12	Ample on-street parking opportunities next to Subaru surface lot
15A	south side of Main btwn 15 th and 16 th Streets	13	On-street parking possibility located just north of warehouse facility. Currently



			signed as “no parking”
17B	west side of 14 th btwn Main and Center Streets	3	Add stalls from the corner southward toward Center next to Blues Bar and Grill
25B	east side of 8 th btwn Main and Railroad Avenue	1	Loading zone should be converted to a combo-zone where it becomes a publicly available stall after a certain hour
26A	north side of Main btwn 6 th and 7 th Streets	1	There is a large space at the east of the block face (26A) where a stall should be added back to the system
26C	North side of Railroad Ave. btwn 6 th and 7 th Streets	2 - 3	A couple of angled stalls could be added at the west end of the block face. Currently painted yellow.
26D	west side of 6 th btwn Main and Railroad Avenue	1	
	TOTALS	55 - 57	Net New Parking Stalls
21D	east side of 11 th btwn Main and Center Streets	10	Convert stalls from County Corrections Employees Only to '2-Hour Parking or By Permit'
22A	south side of Main btwn 10 th and 11 th Streets	4	Convert stalls from County Corrections Employees Only to '2-Hour Parking or By Permit'
	TOTALS	14	Re-Signed to Publicly Available Customer Parking Stalls



SUMMARY

Overall the data analysis of the Oregon City parking inventory indicates that the on-street system within the Historic downtown is operating at a moderate to high level of capacity, with some conflicts beginning to occur between customer access needs and the use of on-street parking for employees. However, the off-street system is underutilized and presents an opportunity for shared use parking arrangements should partnerships between stakeholders (public and private sector) emerge and take advantage of unoccupied parking stalls. Whether merchants/businesses can and are willing to direct their employees and customers into off street locations is a topic for additional discussion with the City and downtown stakeholders.

Parking on the Bluff has very low occupancies, both on and off-street. The Bluff presents a significant opportunity for maximizing resources, but will need to (a) be linked more specifically to the downtown at the elevator or with enhance trolley service and (b) remain sensitive and responsible to any conflicts that the spillover of commercial parking into residential areas might cause. Nevertheless, the abundance of underutilized parking on the Bluff, if strategically coordinated, could increase access capacity/efficiency and minimize parking development costs over time.

Also, parking is generally being provided at a rate that exceeds actual demand. The gap between parking built and parking utilized is approximately 0.78 parking stalls per every 1,000 SF of development. In the long-term, it is unlikely that this rate of parking development can continue, particularly if (a) there is a desire to use land more efficiently and (b) the cost of parking development increases as supply transitions from surface facilities to structures. Overtime, the City will need to evaluate its current parking standards and access goals to consider refinements to its development code, beginning with a look at lower minimum parking ratios.

Finally, the study was able to identify areas in the downtown where parking could be “added back” to the on-street system. Up to 71 stalls could be added into the on-street system, providing a cost effective and timely means to create greater flexibility in the downtown parking system and enhance visitor access.

SECTION VI: Parking Management Strategy Recommendations

PARKING MANAGEMENT STRATEGY RECOMMENDATIONS

The City of Oregon City commissioned a parking study to examine the current parking situation in the downtown. The study analyzed use, occupancy and demand for customer and employee spaces throughout the downtown. This included study areas in the Historic Downtown and on the Bluff.

To conduct the study, the City engaged a consultant team led Rick Williams Consulting. The consultant's assignment was to work with the City and its partners to compile comprehensive data on parking utilization in the downtown, then update Oregon City's existing parking program. The Oregon City Downtown Parking Management Study has extensively involved stakeholders and the public in re-shaping the parking system to meet future needs, assure the downtown's continued vitality, and enhance community livability.

RECOMMENDED STRATEGIES

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 Oregon City. 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 report.

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 Oregon City.

1. Assign the responsibilities of a "Parking Manager/Coordinator" for the City of Oregon City.

Guiding Principle(s) Supported:

- ✓ Continue coordinated management of the public parking supply.

- ✓ Provide clear and strategic direction to new development in downtown to assure that new growth improves the overall system of access.

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 districts. This person will also be responsible for transitioning strategies developed as a part of the 2008 study for downtown as demand for parking increases over time.

Ideally, this person would staff a representative stakeholder group (see below) to routinely review overall parking activity in the downtown as well as by district. 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. 2 & 3 below through the appropriate City processes.



Given the fact that the City currently employs parking/enforcement staff, this position will likely be 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.

2. Establish an advisory role for stakeholders to assist in parking program implementation and review.

Guiding Principle(s) Supported:

- ✓ Continue coordinated 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 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 each downtown district.

3. Adopt policies and rules to guide parking management and development.

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

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. 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 Oregon City revealed that existing peak hour occupancies within the core of the historic downtown are at or exceed 85% in the peak hour (on-street). This would suggest moving forward with strategies identified in this report in the downtown in a timely way (see, Phase 1 strategies, below). The 2008 study also revealed that other downtown districts (particularly the Bluff) 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.

c. City Council to adopt rate ranges for parking rates in public facilities (on and off-street). Ranges would be established for hourly meter rates and monthly parking

rates. This would allow the City Manager to adjust rates administratively within the ranges adopted and based on the 85% Rule.

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.

Currently, decisions to adjust parking rates within City facilities must be made by City Council. This can be time consuming and delay decisions that should be made quickly as demand for parking varies throughout a year or occupancies trip the 85% trigger.

Many cities adopt rate ranges for hourly and monthly parking in City facilities and empower the City Manager to make adjustments to parking rates based on (a) review of occupancies within a supply by the Parking Manager, (b) routine occupancies that exceed 85% and (c) input from a Parking Advisory Committee. If occupancies are in excess of 85%, then the City Manager can adjust rates within a pre-adopted range by the City Council. Once the upper end of a rate range has been achieved, the City Manager and Parking Manager would return to City Council for review and restructuring of parking rate ranges.

Recommended rate ranges for Oregon City are as follows:

- Parking meters: \$0.35 - \$2.00 per hour
- Monthly passes: \$10 - \$150 per month
- Daily passes: \$2.00 - \$9.00 per day
- Event rates (for off-street facilities): \$2.00 - \$9.00 per event

B. PARKING MANAGEMENT STRATEGIES – Recommended For Implementation

Phase 1 Implementation - (6 – 18 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 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:

- ✓ Continue coordinated 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 2008 Parking Study.

3. Add parking to the on-street system in the Historic 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 approximately 56 total new stalls (½ north of 10th Street and ½ south of 10th Street).

3a. 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 2008 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 56 net new stalls to the downtown parking inventory. It is recommended that the parking be added as either 2-hour parking (metered) south of 10th street and 2-hour parking (or by permit, signed time zone) north of 10th street.

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.

- 4. Reduce and/or eliminate all 15 minute, 30 minute, 4-hour, 8-hour and No-limit parking stalls in the historic downtown and convert to 2-hour parking (62 existing stalls). Requests for these types of stalls in the future would be coordinated through an exception process as described in Strategy 12, below.**

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, vendor and visitor access to downtown.

The 2008 Parking Study demonstrated that a significant portion of on-street parking within the core of the Historic Downtown exceeds 85% occupancy in the peak hour. A number of on-street stalls within this “high occupancy node” are 4-hour, 8-hour or No Limit parking. This generally allows employees access to these spaces rather than visitors needing short-term parking in this area. The study also demonstrated that on-street areas north of 10th Street are significantly underutilized.

It is recommended that these stalls be converted to 2-hour metered stalls. Underutilized parking north of 10th Street and parking “added back” in this area (see 3, above), could be offered to employees now parking on-street in the core as permit spaces. This would free up a significant number of on-street stalls for customer/visitor use as well as improving on-street turnover.

- 5. Transition a minimum of 20 existing Blue and Green employee permits now parking in high occupancy node, to on-street locations in the NE end of downtown (signed “2-hours or by permit”).**

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ In the historic downtown, reserve the most convenient on-street parking spaces to support the priority customer, the short-term trip.
- ✓ If parking in publicly owned supply exceeds the 85 percent full standard, employee parking must be transitioned and or phased out to assure customer parking is accommodated.
- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

As with 4 above, a number of key downtown on-street stalls are occupied each day by employees using permits. It is recommended that on-street employee parking south of 10th Street be transitioned to the north of 10th Street.

6. Begin work with the County Courthouse and County Corrections to develop an action plan to transition existing on-street reserved stalls to non-core locations.

Guiding Principle(s) Supported:

- ✓ While numerous users need parking in the downtown, the priority parker in on-street and off-street parking under City ownership is the short-term trip (two hour or less) for those who use downtown to shop, dine, recreate and access businesses.
- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.

Currently, 32 on-street stalls within the “high occupancy node” of the Historic Downtown are signed for the exclusive use of the County Courthouse and County Corrections. As with the Blue and Green employee permits (see 5, above), this allowance is in conflict with (a) Guiding Principles for on-street parking and (b) parking that exceeds 85% in the peak hour. Between County parking and Blue and Green permits, 91 of 392 (23%) on-street stalls in the downtown core are reserved for long-term employee uses.

The 2008 Study recognizes the need for certain amounts of on-street parking to provide and serve a public safety need (e.g., law enforcement parking) while also recognizing the Guiding Principle that would prioritize the on-street system for the short-term trip.

Given the fact that the area in which this parking is located routinely exceeds 85% occupancies, it is recommended that the City, County and Parking Advisory Committee begin to examine the level of on-street parking that is necessary to meet public safety needs and transition the remainder (if any) to 2-Hour metered parking. Current users of these stalls could be transitioned to on-street parking in the NE end of downtown or into private facilities participating in a shared use program (see strategy 18, below). Any on-street stalls remaining in the downtown core for long-term uses should be priced by the City at full market value.

The County Courthouse should also examine its current off-street lot to provide parking to its highest priority users (whether that is judges, attorneys, etc.).

7. Work with County Courthouse to refine juror parking program to specifically direct jurors into the Municipal Lot. This would include direct contact/ mailings, maps and other materials necessary to localize jurors at the Municipal Lot.

Guiding Principle(s) Supported:

- ✓ While numerous users need parking in the downtown, the priority parker in on-street and off-street parking under City ownership is the short-term trip (two hour or less) for those who use downtown to shop, dine, recreate and access businesses.
- ✓ Recognize that on-street parking is a finite resource and should be managed to assure maximum access for the priority customer.

The 2008 Parking Study identified surpluses of parking in the City's Municipal Lot. It is recommended that additional refinements to the County's communications with jurors be implemented to more clearly direct jurors into the Municipal Lot or onto portions of the Courthouse lot. This would (a) keep jurors with long-term parking needs out of the short-term parking supply in the core of the downtown and (b) reduce confusion/frustration on the part of jurors attending court sessions in the downtown. Refinements to the existing program could include direct phone contact with jurors, "pre-trip" mailings with a permit, maps, web direction, better signage at the lot (see strategy 20 below) and/or other materials.

8. Re-evaluate and revise all current 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.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

The current allocation of parking permits and pricing has not been routinely evaluated within the context of the 85% standard. Permit rates, by type and location, should be periodically reviewed (at least annually) and increased if the 85% standard for that type of permit is exceeded. This (a) assures that parking is priced at market demand, (b) ensures that parking rates are also covering normal increases in program cost and administration and (c) better correlates employee parking rates to alternative mode options (particularly transit and ridesharing). This re-evaluation would become a routine procedure with recommendations for rate changes forwarded to the City Manager for action per the Policy Actions adopted as part of recommendation A. 3. c., above.

9. Initiate a new and comprehensive outreach program to all businesses within the study zone that communicates the parameters of a new revised City's permit program.

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 1 – 8, above 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.

10. Develop a lighting and pedestrian walkway plan linking the NE end of the historic downtown to the core as a way to assure convenience and safety for use of parking in the downtown. Develop a similar plan for the Bluff area with particular focus on areas between potential parking sites and the elevator.

Guiding Principle(s) Supported:

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

Though not specifically an element of the parking management program, stakeholders involved in the 2008 Parking Study noted that the need to transition more employees (a) off-street and/or (b) into areas adjacent to the Historic Downtown and on the Bluff will likely require better lighting and pedestrian systems that link adjacent parking to the Historic Downtown and the public elevator (Bluff). This will ensure that employees shifted to adjacent areas feel safe in using parking and inconveniences of a greater distance to downtown are mitigated.

To this end, it is recommended that the Parking Manager/Coordinator begin to explore the processes necessary to develop a lighting and pedestrian walkway plan that would evaluate infrastructural improvements necessary to enhance the convenience and safety of parking areas in the NE sector of downtown, particularly as they link back to work locations south of 10th Street. Similar consideration would be given to areas near the public elevator on the Bluff.

11. 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.

Guiding Principle(s) Supported:

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

The 2008 Parking Study demonstrated that parking on the Bluff is currently underutilized. As such, programs and strategies that move more employees to areas on the Bluff were seen as reasonable ways to (a) mitigate parking constraints in the Historic Downtown and (b) reduce parking development costs over time. Nonetheless, it is important to recognize and be sensitive to the many residential areas that comprise the Bluff district.

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.

12. Develop “exception” criteria for adoption by City Council that informs decision making for establishment of loading zones and 15, 30, 60 & 90-minute stalls within the 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 2008 Parking Study recommends that all on-street parking in the Historic Downtown be designated as 2-Hour parking as a base standard. This is predicated on study findings that indicate the majority of “customers” (i.e., those not using a parking permit) in the downtown stay an average of 1 hour and 42 minutes (or 1.7 hours). As such, time stays 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.²²

²² "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.

Phase 2 Implementation – (by 18 – 36 months)

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

13. Transition additional Blue and Green employee permits to on-street locations in the NE end of downtown (signed “2-hours or by permit”) as per the 85% Rule.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ In the historic downtown, reserve the most convenient on-street parking spaces to support the priority customer, the uncompelled visitor.
- ✓ If parking in publicly owned supply exceeds the 85 percent full standard, employee parking must be transitioned and or phased out to assure customer parking is accommodated.
- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare) through business-based programs and incentives.

14. Implement lighting and pedestrian plan developed in 10, above.

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

Recommendations and costs for infrastructural improvements for lighting and pedestrian routes downtown should be submitted to the City Council for consideration and integration into on-going City capital budgeting.

15. Adopt and establish a residential parking permit zone (RPPZ) policy and program (as developed in 11, above) that could be implemented at the request of residential neighborhoods adjacent to the downtown as a measure to mitigate commercial parking spillover into residential areas.

Guiding Principle(s) Supported:

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

The Parking Manager/Coordinator should present a RPZ policy and program to the City Council for adoption. This would allow neighborhoods to request such programs should commercial parking spillover into residential areas become a problem as downtown grows.

16. Adopt “exception” criteria (as developed in 12, above) necessary for approval of location and type of loading zones within the downtown/Bluff parking areas and for approval of on-street 15, 30, 60 & 90-minute stalls.

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 Parking Manager/Coordinator should present an exception policy to the City Council for adoption. This would provide a clear set of criteria for specific parking requests that vary from the base on-street standard.

17. Restripe all on-street parking in the Historic Downtown 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 Historic 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 Historic Downtown Study zone 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. 3, above.

18. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in the Historic Downtown to provide for an interim supply of parking where needed. Begin focus on Blocks 3, 4, 6 and 27 as identified in the 2008 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.
- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.

The 2008 Parking Study sampled a significant portion of existing privately owned off-street parking lots located throughout the Historic Downtown study zone. The general finding was that most are significantly underutilized, even during peak times (i.e., less than 65% percent occupied). These lots comprise approximately 868 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.

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.).

19. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots on the Bluff to provide for an interim supply of parking where needed. Begin focus near the public elevator on Blocks 42, 43, 44 and 49 as identified in the 2008 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.
- ✓ Provide adequate and affordable employee parking and reasonable access options.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.

As with the Historic Downtown study area, off-street parking on the Bluff is significantly underutilized and primarily in private ownership. On average, off-street parking occupancies average less than 40% in the peak hour. Significant opportunity exists to transition parking constraints in the downtown to parking surpluses on the Bluff, particularly in parking areas/lots near the public elevator. The process described in 17 above should be replicated for the Bluff study zone.

20. 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.

21. Partner with the business community to develop/refine a marketing and communication system for access in Oregon City (building on existing materials/ programs). The marketing/communication system could include (but not be limited to): branding; maps and Transportation Demand Management (TDM) alternatives and future shuttle/circulator system. This effort could be coordinated and integrated with findings and recommendations from the Downtown Main Street study.

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 20 and 31). Support of this system can be facilitated through informational maps and brochures about Oregon City 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 Oregon City. The Parking Advisory Committee can serve as the business forum for this discussion as well as in coordination with stakeholders involved in the Downtown Main Street Study and Plan.

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

1. *Maps.* Develop maps that visually represent parking zones (e.g., Historic Downtown and Bluff) 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.
4. *Shuttle/circulator systems.* Information necessary to move greater numbers of employees/visitors off-street that would then be linked by an on-going and frequent shuttle/trolley service.

22. Evaluate and adjust minimum parking ratios for new development in the downtown, to assure that access impacts of new development are meaningfully addressed and correlated to actual parking demand.

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.
- ✓ Provide adequate and affordable employee parking and reasonable access options.



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 Oregon City, 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. In many cities, minimum parking standards exceed the actual demand for parking necessary to support mixed use development.

The 2008 Parking Study established actual parking demand in the Historic Downtown at a rate of 1.41 stalls per 1,000 square feet of new development. Given this finding, the following is recommended.

- Evaluate existing minimum parking requirements and “recalibrate” the standard to a rate that is $\frac{1}{2}$ that of actual demonstrated parking demand. For the Historic Downtown, that would be in the range of .70 stalls per 1,000 square feet for new mixed use development.²³

²³ New rates for the Bluff could not be developed until data for land use square footage and vacancies was assembled as was the case for the Historic Downtown study area. Information for the Bluff could be developed as a corollary to parking updates that area recommended in strategy 27 of this report.

23. Lease/acquire strategically located land parcel for use as future public off-street parking on the Bluff.

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.

A number of sites on the Bluff could be utilized as “consolidated” parking areas for employees of the downtown (on the Bluff and in the Historic Downtown). This would serve to transition employees out of on-street parking supply (which competes with priority customers) and maximize existing parking resources. If the City could gain control of an off-street site(s) on the Bluff it would be (a) preferably located near the public elevator to make access to the downtown convenient and/or (b) linked to an enhanced shuttle/trolley system that moves employees and other users between key sites within the downtown.

It is recommended that the Parking Manager/Coordinator and Parking Advisory Committee evaluate opportunities related to underutilized parking on the Bluff. This would be done in tandem with strategy 18, above, but with an idea toward longer term control of parking supply that might not be inherent in a traditional shared use agreement.

24. 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 and the limited land available to 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.

Initiation of those incentives would occur as a Phase 3 implementation strategy as described in strategy 33 below.

a. 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 TriMet, business associations and the City together to discuss and create new incentives and directions for transportation demand management.

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

Guiding Principle(s) Supported:

- ✓ 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.

Region 2040 mode split goals for downtown Oregon City envision a 65% mode split for single occupant vehicle commute trips. 2008 data suggest that current employee drive alone rates are in excess of 85%.

It is recommended that the Parking Advisory Committee consider formal establishment of commuter mode split targets for the downtown. Establishment of such goals/targets would provide a foundation for future Council action as described in strategies 29 and 31 below.

27. Examine the feasibility of a year-round “shuttle” that conveniently links/connects employee/juror parking areas in the Historic Downtown and on the Bluff.

Guiding Principle(s) Supported:

- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.
- ✓ Provide adequate and affordable employee parking and reasonable access options.

Growing demand for parking in the Historic Downtown core area will create constraints within the supply (i.e., peak demand) and conflicts (employee versus customer/visitor access). The City should initiate an evaluation of the feasibility of expanding the operating schedule of the existing trolley system to link employees (and possibly jurors) to parking areas strategically distributed in the Historic Downtown and the Bluff. Routing, frequency and cost are issues that will need to be examined, but should be framed within the context of costs for construction of new parking facilities as well.

Research and findings should be presented to the City Manager and City Council for review and consideration.

28. 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 Oregon City’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 Oregon City 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 three years. Information from these updates would be forwarded to the Parking Manager/Coordinator and the Parking Advisory Committee for review, evaluation and strategy implementation.

29. Restripe all on-street parking on the Bluff 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.

As parking demand grows, the City should assure that all on-street parking that is available for use within the Bluff parking study area be striped and well designated to assure customer understanding and ease of use.

Phase 3 Implementation (3 years and beyond)

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

30. Recommend to the City Council the commuter modes split targets developed in 25, above, for adoption as a policy element of the Oregon City 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.
- ✓ Calibrate parking standards to support the City's goals for transit, biking, walking and ridesharing.

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.



31. Evaluate lowering maximum parking ratios for new development based on updated "true demand" calculations derived from updates derived in 28., above.

Guiding Principle(s) Supported:

- ✓ 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.

The 2008 Parking Study quantified "true parking demand" in the Historic Downtown at 1.41 stalls per 1,000 square feet of commercial mixed use development. Current maximum parking ratios for the downtown are in the range of 3.41 stalls per 1,000 square feet.

Current maximums (a) lead to a situation where parking can be overbuilt and (b) allow parking in an amount that precludes the City from reaching its alternative mode access goals.

Stated differently, existing maximum ratios translate into drive alone mode splits of approximately 85%, assuming a ratio of four employees per 1,000 square feet of commercial development. If the City were to cap parking maximums at the regional goal of 65% drive alone trips, the maximum would need to be 2.6 stalls per 1,000 square feet.

Given the disparity between what the City allows, its goals for alternative modes and its rate of true parking demand, it is recommended that a rigorous evaluation of maximum parking standards be initiated.

32. Strategically place new and unique wayfinding signage in the right-of-way at locations chosen carefully to direct visitors to off-street locations.

Guiding Principle(s) Supported:

- ✓ 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 strategy 19, above).
- b. The address/cross streets of the nearest visitor facility should be incorporated into the roadway signage to assist and direct customers to the nearest parking location.

33. Implement the recommended package of incentives for the private development of publicly available parking as determined in 24, above.

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.

It is recommended that the City create and implement a package of incentives that would be made available to private developers that allow for or add publicly available parking into downtown development projects. Similar incentives would be created for privately initiated Transportation Demand Management programs. The package of incentives would follow adoption of a parking incentive policy described in strategy 24 above.

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 agreements²⁴
- Property tax abatements

34. Implement year-round “shuttle” service if feasibility is established in 26, above.

Guiding Principle(s) Supported:

- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.
- ✓ Provide adequate and affordable employee parking and reasonable access options.

If feasible, the City should move forward with an expanded shuttle program which piggy-backs on the existing trolley program. A shuttle/trolley/circulator should be viewed in the context of the cost of providing access to existing facilities versus the potential cost to the City for providing new parking facilities.

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 Historic Downtown and the bluff. The strategies would be led by a Parking Manager with informed insight and direction from a representative Parking Advisory Committee.

The strategies envisioned here will be implemented over a minimum of three years, 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.

²⁴ Revenue agreements are lease agreements whereby the City agrees to a guaranteed lease for spaces at a negotiate rate per stall.

IMPLEMENTATION SCHEDULE

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
POLICY ACTIONS					
A. 1 Assign designate Parking Manager/Coordinator	✓				Needed to coordinate plan implementation
A. 2 Establish Parking Advisory Committee	✓				To provide routine oversight and continued input in the process
A. 3 (a) – (c) Adopt policies and rules (Guiding Principles, 85% Rule and rate ranges).	✓				Aids in guiding future decision making and strategy implementation
NEAR TERM IMPLEMENTATION					
B. 1 Appoint Parking Manager/Coordinator		✓			Initiates centralization of parking program.
B. 2 Appoint / 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 & B. 3 (a) Add back parking in current no parking areas (up to 56 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. 4 Reduce/eliminate current 30 & 15 min., 4hr, 8hr and No Limit Parking in Historic Downtown Study Area (up to 62 stalls)		✓			Controls employee use of on-street system in constrained parking zones. Increases supply of parking for “uncompelled visitors” in area of highest demand for access.
B. 5 Transition a minimum of 20 existing Blue and Green employee permits now parking in high occupancy node, to on-street locations in the NE end of downtown (signed “2- hours or by permit”).		✓	✓		Moves longer term parkers into underutilized and “add back” parking while opening up stalls in the core for priority parking (the “uncompelled visitor”).

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
B. 6 Begin work with the County Courthouse and County Corrections to develop an action plan to transition existing on-street reserved stalls to non-core locations.		✓	✓		Reduces County's on-street supply to that which is essential for public safety. Frees up customer stalls in core area.
B. 7 Work with County to refine and streamline juror parking program to direct jurors to designated parking areas		✓	✓		This would reduce conflicts between jurors and "uncompelled visitors" and create more clarity and convenience for jurors.
B. 8 Re-evaluate pricing of current parking permit program based on the 85% Rule		✓	✓		Adjusts pricing to reflect demand.
B. 9 Initiate outreach program to communicate changes to parking program and permit pricing.		✓	✓	✓	Implementation of a new parking plan will create changes that need to be effectively communicated to businesses and employees.
B. 10 Develop a lighting and pedestrian walkway plan for downtown, particularly for areas between the core and NE sector of downtown and Bluff and public elevator.		✓	✓		Transitioning more employees to the NE end of downtown will require improvements to lighting and pedestrian systems. Planning needs to occur to identify upgrades and provide cost estimates to the City.
B. 11 Develop policy and program outline for establishment of Residential Parking Permit Zones (RPPZ).		✓			Prepare plan policy and program outline for consideration by City Council and as means to prepare measures supportive of protecting residential parking from spillover impacts.
B. 12 Develop "exception" criteria and process for loading zones and "non-standard" on-street parking stalls.		✓			In the future, on-street parking in districts 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.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
MID-TERM IMPLEMENTATION					
B. 13 Transition additional Blue and Green employee permits to on-street locations in the NE end of downtown (signed “2-hours or by permit”) as per the 85% Rule.			✓	✓	Continues effort to capture greater portions of the on-street system for short-term trips. Uses 85% Rule to determine level of conflict between users.
B. 14 Implement lighting and pedestrian plan improvements developed in B.10			✓	✓	
B. 15 Adopt and establish Residential Parking Permit Program developed in B.11			✓	✓	City Council adopted provides criteria and process allowing neighborhood associations to request RPPZ's as a response to parking spillover issues.
B. 16 Adopt “exception” criteria developed in B.12			✓	✓	Provides process and criteria by which businesses can request specific on-street parking stalls.
B. 17 Re-stripe all on-street parking in the Historic Downtown study zone			✓		Upgrades existing parking supply to provide clear and convenient identification of on-street parking.
B. 18 Negotiate shared use agreements with private sector lots in the Historic Downtown.			✓		Redirect underutilized private parking supply for more general public use
B. 19 Negotiate shared use agreements with private sector lots in the Bluff parking study zone			✓		Redirect underutilized private parking supply for more general public use
B. 20 Strategically place new and unique wayfinding in off-street facilities			✓	✓	Improves customer awareness of supply options
B. 21 Partner with business community to develop and initiate a marketing and communications plan for access to the downtown			✓	✓	Provides a coordinated system of communication for all those who want to access downtown Oregon City.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
B. 22 Evaluate and adjust minimum parking ratios to better reflect “true demand” for parking 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. 23 Lease/acquire strategically located land parcels on the Bluff for use as future public off-street parking.			✓	✓	Provides strategically located sites for future public parking facilities. Reduces need to build new parking by better utilizing existing resources.
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.
B. 25 Sponsor employer based initiatives that encourage and incent employees to use alternative commute 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. 26 Establish commuter mode split targets for employee access in the downtown.			✓		Establishes basis for adjusting minimums and maximum parking ratios based on overall downtown access goals for all modes.
B. 27 Examine feasibility of a year round shuttle/trolley that connects destinations and parking areas between downtown and the Bluff			✓		Evaluates cost and feasibility of better linking downtown worksites to parking on the Bluff. Balances cost of shuttle services to cost of new supply. Supports more efficient use of existing resources.

Strategy	Immediate (0 – 6 months)	Phase 1 (6 – 18 mos.)	Phase 2 (18 – 36 mos.)	Phase 3 (3+ years)	Comment
B. 28 Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses.			✓	✓	Update 2008 Parking Study to provide information for informed decision making and to measure impact of parking management plan. Supports 85% Rule
B. 29 Re-stripe all on-street parking in the Bluff study zone			✓		Upgrades existing parking supply to provide clear and convenient identification of on-street parking.
LONG-TERM IMPLEMENTATION					
B. 30 Adopt commuter mode split targets.				✓	Formalizes commitment to managing parking to support, balance and meet broader access goals.
B. 31 Evaluate adjustments to maximum parking development ratios.				✓	Begins to calibrate parking standards to (a) demand data and (b) mode split targets established in B. 25 & 29.
B. 32 Strategically place directional signage in the public right-of-way to direct users to available parking in downtown and on Bluff.				✓	Supports Guiding Principle for Understandability
B. 33 Implement a package of incentives for the private development of publicly available parking				✓	Incentives are established and made available to new development in downtown. Examples include FAR & height bonuses, fee waivers, abatements, etc.
B. 34 Implement year round shuttle service as per findings in B. 27				✓	Would conveniently link parking areas, downtown destinations and maximize existing parking resources.

Section VII: Summary

SUMMARY

Oregon City has done a good job in managing its parking assets to this point in time. Oregon City has also made excellent strides in revising its regulatory and design guidelines for parking to establish a foundation for good future development; development that supports a more compact and transportation efficient urban form. What is 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.

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.

In addition, the City of Oregon City is striving to promote growth that fits into the future vision of its Downtown Main Street Plan and is consistent with future transportation goals. In light of these issues, the parking management plan is intended to promote sustainable economic vitality through sound parking management for customers and visitors to Downtown, while also providing a framework that is supportive of other alternative mode programs for access.



This plan has been developed to build upon guiding principles and operating strategies that are based on the fundamental values and objectives for Downtown Oregon City. The parking management strategies were identified to optimize the use of existing parking in the downtown and on the Bluff. 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.

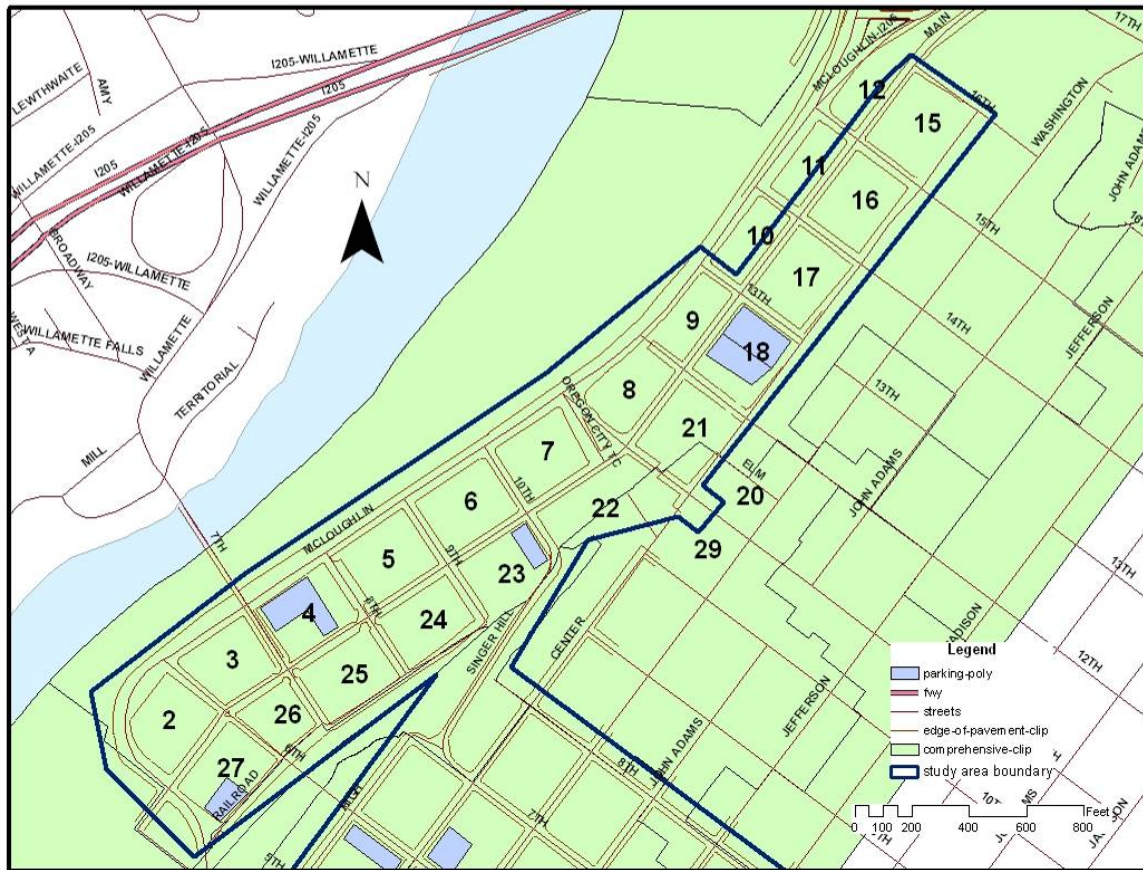
It is apparent that as Downtown Oregon City grows, so too will demand for parking. New development, a faster pace of trip growth, losses of current parking supply on surface lots, parking and transportation demand management programs and/or other events can work to accelerate or moderate the need for new parking supply. Similarly, the City's development vision for the area targets a much higher mode split for

employees using alternative modes, leading to a situation where the current parking requirements 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.

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.

APPENDIX A

Downtown Core Zone Block #'s



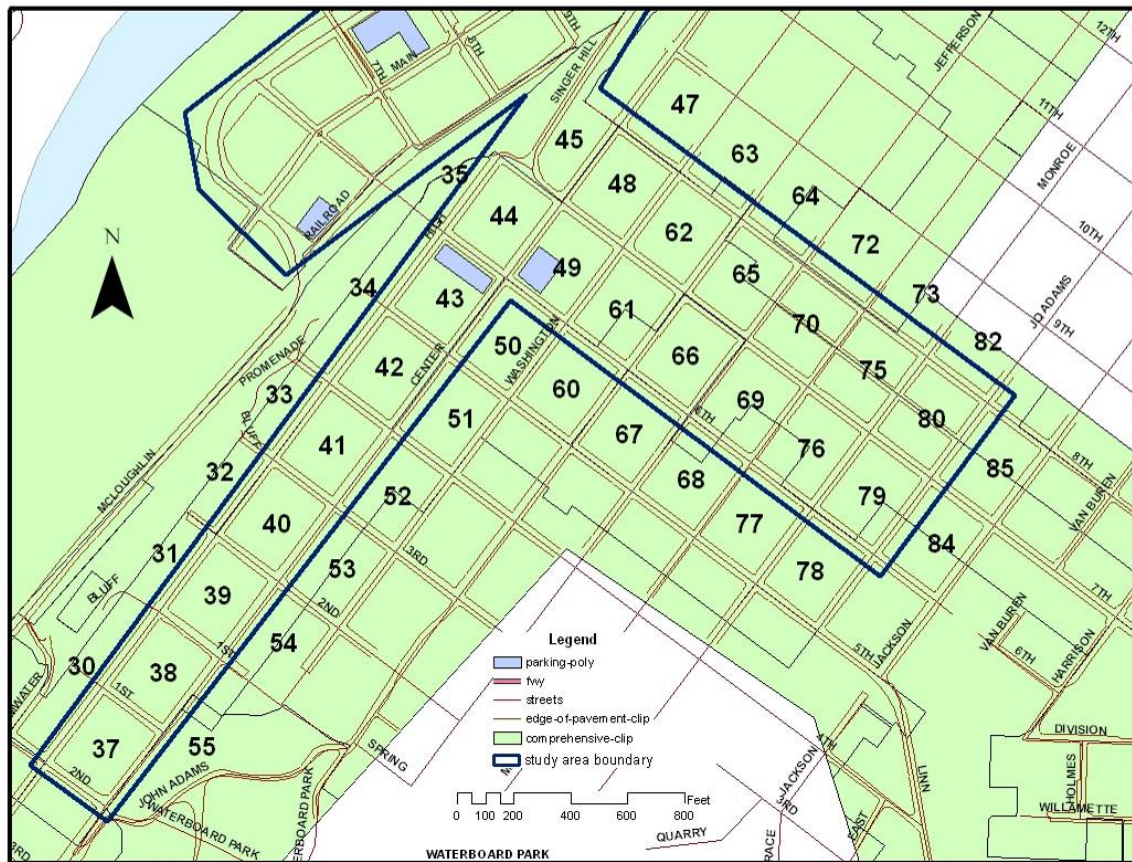
Downtown Oregon City Off-Street Occupancies – Downtown Subzone

Block #	Lot Identifier	Total Stalls	Specific Site Peak Hour Occupancy	Peak Hour	# of Stalls Available at Peak
3	Elks Lodge	38	89.4%	5:00 – 6:00 pm	4
3	Blue Permit Zone	10	80.0%	10:00 – 11:00 am	2
4	Private Permit Only (north)	49	65.3%	2:00 – 3:00 pm	17
4	Restricted Private Lot (north)	42	50.0%	1:00 – 4:00 pm	21
5	County Parking	20	80.0%	10:00 – 11:00 am 5:00 – 6:00 pm	4
5	McMenamins	9	88.9%	5:00 – 6:00 pm	1
6	US Bank	11	36.3%	5:00 – 6:00 pm	7
6	River Crossing Professional Center	43	60.5%	10:00 – 11:00 am	17

7	CSCC Access Parking	24	100%	1:00 – 2:00 pm	0
8	KFC	24	50.0%	1:00 – 2:00 pm	12
18	Municipal Lot (permit only)	37	78.4%	2:00 – 3:00 pm	8
18	Municipal Lot (day use)	56	10.7%	2:00 – 6:00 pm	50
21	Uhaul	20	65% - 70%	9:00 am – 6:00 pm	6 - 7
22	Clack. County Corrections	22	90.9%	9:00 – 10:00 am	2
22	Dutch Bros. Coffee	4	100%	5:00 – 6:00 pm	0
23	Permit only (10 th /Main)	25	44.0%	10:00 am - Noon	14
23	Clinic	15	73.3%	1:00 – 2:00 pm	4
23	Hopp's	14	85.7%	3:00 – 4:00 pm	2
24	Private lot	13	92.3%	1:00 – 2:00 pm	1
25	Private lot (closest to 8 th St.)	23	56.5%	10:00 am - Noon	10
25	Private lot	27	77.8%	10:00 – 11:00 am	6
27	CC Territorial Building	34	73.5%	3:00 – 4:00 pm	9
27	Private lot	30	63.3%	1:00 – 3:00 pm	11
27	Territorial Building Staff	15	100%	11:00 am – Noon 1:00 – 2:00 pm	0
29	County Corrections (gravel lot)	16	93.8%	10:00 – 11:00 am	1
TOTAL – Combined Lots		637	56.5%	2:00 – 3:00 p.m.	277

APPENDIX B

Bluff Subzone Block #'s



Individualized Facility Peak Hour Comparison – Bluff Subzone

Block #	Lot Identifier	Total Stalls	Peak Hour Occupancy	Peak Hour	# of Stalls Available at Peak
31	Veterans Memorial Bldg	39	5.1%	10:00 – 11:00 am	37
34	Promenade Building*	23	65.2%	10:00 – 11:00 am	8
35	Public	11	27.3%	2:00 – 3:00 pm	8
35	High Street Properties	7	85.7%	2:00 – 6:00 pm	1
35	Professional Center	7	57.1%	11:00 am – Noon 3:00 – 5:00 pm	3
37	Additional public works	8	62.5%	9:00 – 11:00 am	3
38	Public Works	18	83.3%	11:00 am – 4:00 pm	3
40	Qwest	12	25.0%	9:00 am – 1:00 pm	9
42	Promenade Bldg Parking*	47	51.1%	2:00 – 4:00 pm	23
42	BC Construction customer	25	4.0%	9:00 am – 6:00 pm	24
42	Temple of Justice	12	33.3%	2:00 – 3:00 pm	8
43	Private lot (along 6 th St.)	40	47.5%	2:00 – 3:00 pm	21

43	Vance International	10	70.0%	9:00 am – Noon	3
43	Medical clinic	6	133.3%	10:00 am – 2:00 pm	<2>
43	OR Employment Dept	18	100%	11:00 am – Noon 2:00 – 3:00 pm	0
44	Clinic	6	100%	11:00 am – 3:00 pm	0
44	Permit parking	44	2.3%	Noon – 1:00 pm	43
44	Dentist	4	125.0%	9:00 am – 6:00 pm	<1>
49	Permit parking	21	33.3%	10:00 am – 1:00 pm	14
49	Wally's Music	36	41.7%	Noon – 1:00 pm	21
49	Antique Mall	17	94.1%	Noon – 1:00 pm	1
50	OR Employment Dept	38	76.3%	3:00 – 4:00 pm	9
51	School reserved	6	83.3%	10:00 – 11:00 am	1
52	Church/school lot	54	1.9%	1:00 – 2:00 pm	53
60	Pioneer Community Ctr	26	65.4%	11:00 am – Noon	9
61	Fire Dept (Lots 1 & 2)	15	60.0%	Noon – 1:00 pm	6
61	2 Hr. parking (Lots 1 & 2)	17	58.8%	4:00 – 5:00 pm	7
62	Gravel lot	30	23.3%	Noon – 1:00 pm	23
62	Warehouse	20	45.0%	Noon – 1:00 pm	11
65	Customer parking	9	88.9%	2:00 – 3:00 pm	1
65	Health works	5	60.0%	10:00 am – 1:00 pm	2
67	Akinson Church	42	45.2%	11:00 am – Noon	23
69	Dentistry	4	100%	10:00 – 11:00 am 3:00 – 4:00 pm	0
69	H & R Block	5	100%	10:00 – 11:00 am	0
69	Unknown	8	87.5%	3:00 – 4:00 pm	1
70	Zion Church	31	58.1%	Noon – 1:00 pm	13
70	Multiple shops	13	100%	10:00 – 11:00 am 1:00 – 2:00 pm	0
75	Mikes Drive In	20	70.0%	1:00 – 2:00 pm	6
75	Unknown	17	52.9%	10:00 am – Noon	8
76	Olson's*	18	27.8%	10:00 – 11:00 am	13
76	Unknown	22	68.2%	2:00 – 3:00 pm	7
79	DQ	19	47.4%	1:00 – 2:00 pm 5:00 – 6:00 pm	10
79	Barber shop	6	100%	11:00 am – Noon	0
79	Dentistry	16	87.5%	11:00 am – Noon	2
TOTAL – Combined Lots		855	38.1%	1:00 – 2:00 p.m.	529

*indicates vacant or partially vacant buildings, thereby artificially decreasing accessory parking occupancy rates for those properties



COMMISSION REPORT: CITY OF OREGON CITY

TO:	Honorable Mayor and City Commission
FROM:	Mike Conrad, Police Chief and Public Safety Director
PRESENTER:	Mike Conrad, Police Chief and Public Safety Director
SUBJECT:	Ordinance No. 10-1006, Amending Title 5, Business Licenses and Regulations, Chapter 5.24, Social Games, Bingo, and Lotto
Agenda Heading: General Business	
Approved by: David Frasher, City Manager	

RECOMMENDED ACTION (Motion):

For discussion.

BACKGROUND:

At the February 2010 work session, the City Commission considered a request from Weatherford's Grand Lodge to change the municipal code to allow social gaming in private businesses. Eric Noel, owner of Weatherford's Grand Lodge, proposed to offer a safe, local place for people to play low limit poker two nights a week. State statute allows social gaming and the Code could be amended. However, the Commission expressed a lack of interest and there was no majority support to bring the issue back.

In recent weeks, however, staff has received additional information that the Commission should consider.

First, a call from the State's Department of Justice relating to our ordinance prompted Bill Kabeiseman, City Attorney, to review the existing ordinance. Mr. Kabeiseman responded that the City should update its code to clarify that the City does not regulate bingo or lotto. Oregon State law allows local governments to regulate social games and the City may prohibit bingo and lotto, but if the City allows bingo and lotto, the City cannot require licensing or otherwise regulate such games. The current code, which was written some time ago, requires organizations that wish to hold bingo and lotto games to obtain licenses, which is not authorized under current state statutes and, therefore, the municipal code should be amended.

Second, it has come to staff's attention that non-profit organizations occasionally hold poker tournaments to raise funds. The tournaments have been held in local businesses and homes. OCMC Chapter 5.24 currently limits the organizations holding social games to "charitable, fraternal and religious organizations" and limits the locations of such games to the real property owned by such organization. Due to the nature of these tournaments and the funding benefit to the organization, an amendment to the Code is proposed to allow social games to continue to be operated solely by "charitable, fraternal and religious organizations." The code amendments allow such organizations to hold games at other locations, such as private homes, restaurants and other facilities.

Attached is a revised version of the ordinance that eliminates completely the location restriction. This would allow religious, fraternal or charitable organizations, such as little leagues and school teams, to hold social games anywhere in the city, but they are subject to the time limitations later in the ordinance and licensing requirements.

BUDGET IMPACT:

FY(s):

Funding Source:

ATTACHMENTS:

Ordinance No. 10-1006

ORDINANCE NO. 10-1006

AN ORDINANCE AMENDING CHAPTER 5.24 OF THE OREGON CITY MUNICIPAL CODE RELATED TO SOCIAL GAMES, BINGO AND LOTTO

WHEREAS, Oregon City Municipal Code Chapter 5.24 currently regulates social games, bingo and lotto by allowing only certain entities hold such games in specified locations, and

WHEREAS, Oregon State law allows local governments, such as Oregon City, to regulate social games, but limits the ability of those same governments to regulate bingo and lotto; in particular, local governments may prohibit bingo and lotto, but if the city allows such games, the City can not require licensing or otherwise regulate such games, and

WHEREAS, the current code requires organizations that wish to hold Bingo or Lotto games to obtain licenses, which is not authorized under current state statutes and, therefore, should be amended, and

WHEREAS, OCMC Chapter 5.24 currently limits the organizations holding social games to "charitable, fraternal and religious organizations" and, moreover, limits the locations of such games to the real property owned by such organization, and

WHEREAS, the City wishes to allow social games to continue to be operated solely by "charitable, fraternal and religious organizations," but wishes to allow such organizations to hold such games at other locations, such as private homes, restaurants and other facilities,

NOW THEREFORE, THE CITY OF OREGON CITY ORDAINS AS FOLLOWS

Section 1. OCMC Chapter 5.24 is hereby amended to provide as follows:

Chapter 5.24 - SOCIAL GAMES, ~~BINGO AND LOTTO~~

5.24.010 - License—Fees—Regulations.

Social games, ~~bingo or lotto~~ as defined and authorized under ~~ORS 167.117~~ below, shall be permitted to be operated only by charitable, fraternal or religious organizations under the following conditions and regulations:

A. Social games means a game, other than a lottery, bingo or Monte Carlo events, between players where no house player, house bank or house odds exist and there is no house or operator income from the operation of the social game.

B. Licensing. Social games may only be conducted by charitable, fraternal or religious organizations. Before conducting any social games, Any of the foregoing organizations must shall first apply for and secure an appropriate license from the city prior to conducting any of the foregoing activities:

1. To be eligible for a license, the organization must have maintained its operations at an established location in the city for a period of at least one year immediately prior to the date of application.

~~The license shall be restricted to said location which must be on real property owned by the applicant and in no event shall the same site be utilized by more than one licensee nor may the licensee conduct operations at more than one location.~~

22. Any conviction for violation of the gambling laws of the United States or any state within two years of the date of application arising out of operations of the organization shall render the organization ineligible to receive a license.

3. Licenses shall be issued on an annual basis commencing on January 1.

4. The annual license fees shall be as follows:

a. ~~Social gambling, one hundred dollars;~~

b. ~~Bingo or lotto, one hundred dollars.~~

The license fees are designed to cover costs of license application, investigations and monitoring of compliance with this chapter, ~~and are assessed at one half the annual amount for the calendar year 1983.~~

CB. Rules of Operation.

1. A licensee may conduct ~~bingo, lotto or social games~~ only during its period of operation, which shall be during limited to no more than two consecutive calendar days, during identical eight hour periods per week. The requested period of operation, which periods shall be designated by the applicant and included as a condition of the license.

2. In addition to the designated periods of operation, a licensee ~~shall be entitled to~~ may conduct no more than ~~to~~ three additional special events on an annual basis which shall not exceed eight hours in duration per session. The licensee must furnish at least seven days' prior written notice to the chief of police of such special event.

3. No bet, wager or ante or raise thereof shall exceed the sum of two dollars, and no bet or wager may be raised more than three times per hand or game.

4. Blackjack or twenty-one shall be dealt utilizing three decks of cards from a shoe or other device requiring dispensing of the cards from the top of the deck, and all dice games shall utilize a cup for throwing dice.

5.24.020 - License-Revocation-Penalties.

A. Any conviction for violation of the gambling laws of the United States or of the state or for violation of this chapter during the licensing period shall be grounds for immediate suspension or revocation of the license.

B. When any alleged cause for revocation or suspension of license occurs, the chief of police shall notify the licensee of the alleged violation and the matter shall be heard by the city commission upon not less than three days' written notice.

BC. The hearing shall be conducted in an informal manner without resort to the rules of evidence of courts of law, but the licensee shall be afforded full opportunity to respond to the charges, to cross-examine witnesses, and to present evidence in its own behalf. If the city commission concludes by a preponderance of the evidence that a violation has occurred, the

license may be suspended for a definite period or revoked. All fees shall be forfeited and there shall be no appeal from the commission's decision.

CD. It is unlawful for any person to hold a social game in the City without a license from the City.

ALICE NORRIS, Mayor

Attested to this _____ day of June 2010

Approved as to legal sufficiency:

Nancy Ide, City Recorder

City Attorney



Agenda Item No. 3f
Meeting Date: 13 Jul 2010

COMMISSION REPORT: CITY OF OREGON CITY

TO:	Honorable Mayor and City Commission
FROM:	Maureen Cole, Library Director
PRESENTER:	Maureen Cole, Library Director
SUBJECT:	Library Due Diligence
Agenda Heading: General Business	
Approved by: David Frasher, City Manager	

RECOMMENDED ACTION (Motion):

BACKGROUND:

Status of Due Diligence: On June 29, 2010, Joseph West, contract attorney for the City, reported to Library Director, Maureen Cole, that he received revisions to the remaining documents from the School District. Upon review, he will forward these revisions with his comments to the Library Director. Once these documents are complete to the satisfaction of both parties, the due diligence period begins, triggering other events such as the provision of documents to the City from the School District and inspection of the building by contractors hired by the City. The Library Director is working with a consultant to line up specific inspectors for this purpose.

BUDGET IMPACT:

FY(s): Unknown what consultants will cost
Funding Source: Library District funds

ATTACHMENTS:



P.O. Box 928 • Salem, Oregon 97308
(503) 588-6550 • (800) 452-0338 • Fax: (503) 399-4863
www.orcities.org

May 24, 2010

Dear Chief Administrative Official:

For the last three months eight policy committees have worked very diligently to identify and propose specific actions as part of the League's effort to develop a pro-active legislative agenda for the 2011 session. They have identified 28 legislative objectives as set forth in the enclosed ballot and legislative recommendations materials. These objectives span a variety of issues and differ in the potential resources required to seek their achievement. Therefore, it is desirable to prioritize them in order to ensure that efforts are focused where they are most needed.

Each city is being asked to review the recommendations of the policy committees and provide input to the Board of Directors as it prepares to adopt the League's 2011 legislative agenda. After your city council has had the opportunity to review the 28 proposals and discuss them with your staff, please return the enclosed ballot (please note that the ballot is double sided) indicating the top four issues that your city council would like to see the League focus on in the 2011 session. **The deadline for response is July 16, 2010.** The Board of Directors will then review the results of this survey of member cities, along with the recommendations of the policy committees, and determine the League's 2011 legislative agenda.

Your city's participation and input will assist the Board in creating a focused set of specific legislative targets that reflect the issues of greatest importance for cities. Thank you for your involvement, and thanks to those among you who gave many hours of time and expertise in developing these proposals.

Do not hesitate to contact me or any member of the Intergovernmental Relations Department with questions.

Sincerely,

Craig S. Honeyman
Legislative Director

cc: Oregon Mayors (letter only)

"Getting it done for Oregon's cities!"

INSTRUCTIONS

1. Each city should submit one form that reflects the consensus opinion of its city council on the **top four** legislative priorities for 2011.
2. Simply place an X in the space to the left of the city's top four legislative proposals.
3. The top four do not need to be prioritized.
4. Return by **July 16th** via mail, fax or e-mail to:

Angela Carey
League of Oregon Cities
P.O. Box 928
Salem, Oregon 97308

Fax – (503) 399-4863

acarey@orcities.org

Thank you for your participation.

City of: _____

Please mark 4 boxes with an X that reflect the top 4 issues that your city recommends be the priorities for the League's 2011 legislative agenda.

Community Development

- ☐ A. Support an urban growth boundary agenda that would provide for a more efficient urban growth management system (as outlined in the full Community Development Committee long-term recommendation).
- ☐ B. Support legislation that would: 1) create an exception to allow cities to propose and adopt population forecasts using a specified methodology, taking into consideration certain factors; 2) include conflict resolution procedures between cities and counties when adopting or amending population forecasts.
- ☐ C. Support legislation that provides conflict resolution procedures between cities and counties when adopting or amending an urban growth boundary or urban reserve area.
- ☐ D. Continue efforts to resolve the conflicts between the Transportation Planning Rule (TPR) and other statewide land use planning goals by changes to Oregon Department of Transportation/Department of Land Conservation and Development (ODOT/DLCD) procedures and rules, or by legislative action. (Note: this priority is duplicative of priority "S" forwarded by the Transportation Committee. Both priorities are brought forward here, representing the discussion of the Community Development and the Transportation policy committees.)

Energy

- ☐ E. Reauthorize the Business Energy Tax Credit (BETC) to leverage local investments in energy conservation, fuel conservation, renewable energy projects, as well as recruitment and expansion of renewable energy resource equipment manufacturing facilities.

Finance & Taxation

- ☐ F. Take an active role in facilitating and promoting processes and measures to bring about an overhaul of the state property tax system. The outcomes of this overhaul must create a system which taxes property equitably, brings assessed values closer to real market values, and is stable and predictable to both governments and taxpayers.
- ☐ G. Maintain and strengthen the state's historic commitment to the State Shared Revenue funding formula. Any additional taxes or surcharges on these items must be incorporated into the current formula so cities may continue to provide services related to these revenues.
- ☐ H. Allow local governments a more flexible use of transient lodging tax to meet the increased demands placed both on essential services and infrastructure created by tourism activities.

General Government

- ☐ I. 9-1-1 tax for pre-paid cell phones.
- ☐ J. Restore the Department of Public Safety Standards and Training (DPSST) Regional Training program and protect DPSST from further cuts.
- ☐ K. Attach municipal court fines to tax returns.

Human Resources

- ☐ L. "Manager" designation for local governments.
- ☐ M. Lengthen time for last best offer submission from 14 days to 28 days.
- ☐ N. Allow employers to require paperless pay.
- ☐ O. Work to achieve healthcare cost containment and protect local decision making authority in benefit design.
- ☐ P. Allow employees to choose alternative retirements option and protect the integrity and stability of Public Employee Retirement System (PERS).
- ☐ Q. Eliminate the requirement for employers to provide identical health benefits for retirees as they do for active employees.

Telecommunications

- ☐ R. Address tax equity issues in the context of state telecommunications laws including removing existing preemptions that have led to declining revenues. Work towards an alternative revenue system for telecommunications providers. Oppose preemption of city franchising, rights-of-way and taxing authority.

Transportation

- ☐ S. Resolve the disconnect between the Transportation Planning Rule (TPR) and other statewide land use planning goals. (Note: this priority is duplicative of priority "D" forwarded by the Community Development Committee. Both priorities are brought forward here, representing the discussion of the Community Development and the Transportation policy committees.)

Turn over for more issues

- ☐ T. Ensure that transportation/land use planning requirements, especially those established to address greenhouse gas emissions and other air quality issues, are developed with certain caveats (as outlined in the full Transportation Committee recommendation).
- ☐ U. Advocate for sustainable alternatives to fuel taxes to address decreasing State Highway Fund revenues as a result of an increase in automobile efficiency and the development of new technologies.
- ☐ V. Seek funding distribution mechanisms and formulas that reflect need as determined by system demand, function and condition.
- ☐ W. Seek additional funding, efficiencies and program support for multi-modal transit and rail projects.
- ☐ X. Increase the funding allocation to Oregon's small cities for road and street development and maintenance from \$1 million to \$5 million without unfairly impacting larger cities' share of the State Highway Fund.
- ☐ Y. Enact legislation establishing a "shared road" designation allowing cities to reduce speed limits below the state-mandated minimum of 25 mph on roads that have limited capacity but are utilized by other modes.

Water/Wastewater

- ☐ Z. Support establishing statewide product stewardship programs to ensure recycling or proper disposal of toxic products at the end of their lifecycle.
- ☐ AA. Recapitalize state municipal infrastructure funds to fully meet local demand on a sustained basis and fully leverage federal matching funds for water and wastewater infrastructure.
- ☐ BB. Protect existing and future water rights from conditions that would prevent municipalities from meeting current or future demands.

LOC Policy Committees' Legislative Recommendations

Priority	Description
Community Development	
<p>A. Support an urban growth boundary agenda that will:</p> <ul style="list-style-type: none"> ○ Determine problems to the current urban grown boundary and urban reserve system from a statewide perspective; ○ Consider different policies for the annexation of areas that are pre-urbanized (those that receive services annexations vs. greenfield annexations (those without current services); ○ Evaluate upcoming Court of Appeals decision re: <i>1,000 Friends v. LCDC/City of Woodburn</i> for parameters to codify clear standards/rational basis in ORS 197.298 for the use of higher priority land with less appeal opportunity; ○ Streamline the Oregon Land Conservation and Development's (LCDC) review of urban growth boundary and urban reserve decisions by adding a "raise it or waive it" requirement to such reviews. ○ Propose conflict resolution procedures between cities and counties when adopting or amending urban growth boundaries or urban reserves; ○ Consider legislation that would allow the sequential adoption of urban growth boundary expansion components for cities over 25,000. ○ Consider the effects of the transportation planning rule on urban growth boundary management; ○ Consider the concerns of individual cities per their recent urban growth boundary, urban reserve and annexation experiences; and ○ Propose appropriate legislation. 	<p>Appeals of urban growth management amendments are growing exponentially, and are time-consuming and expensive for cities. The Community Development Committee recognizes that long term solutions require a broad, systemic approach that may take extensive evaluation.</p> <p>Surveys, work groups, focus groups, and professional and technical assistance from city planners and attorneys will be used to evaluate and formulate appropriate changes to existing statutes to provide a more efficient urban growth boundary management system.</p>

LOC Policy Committees' Legislative Recommendations

<p>B. Support legislation that would: 1) create an exception to allow cities to propose and adopt population forecasts using a specified methodology, taking into consideration certain factors; 2) include conflict resolution procedures between cities and counties when adopting or amending population forecasts.</p>	<p>Statutes require counties to provide “coordinated” population forecasts to urban and rural areas, but for a variety of reasons, either have not or do not provide timely updates. Statutes provide cities certain alternatives, but cities in particular situations have experienced untimely and inadequate remedy. Currently there are no statutory remedies, enforcement actions, or conflict resolution procedures for counties that do not comply with the requirements.</p>
<p>C. Support legislation that provides conflict resolution procedures between cities and counties when adopting or amending an urban growth boundary or an urban reserve area.</p>	<p>Both a county and a city must adopt amendments to their comprehensive plans when a city adopts or amends an urban growth boundary or an urban reserve area. There is no statutory conflict resolution process when a county and a city can’t agree on urban growth management decisions- which can become contentious and may not be sufficiently guided by urban growth management agreements.</p>
<p>D. Continue efforts to resolve the conflicts between the transportation planning rule and other statewide land use planning goals by changes to ODOT/DLCD procedures and rules, or by legislative action. (Note: this priority is duplicative of priority “S” forwarded by the Transportation Committee. Both priorities are brought forward here, representing the discussion of the Community Development and the Transportation policy committees.)</p>	<p>Interpretations of the Transportation Planning Rule (TPR) has led to direct conflicts with the implementation other statewide planning goals, including Goal 10 (Housing) and Goal 9 (Economic Development). Declining financial resources has made the situation worse; as cities look at efficiency measures for how to grow more densely within urban growth boundaries, many areas are eliminated from consideration because of TPR requirements.</p>

Energy

<p>E. Reauthorize the Business Energy Tax Credit (BETC) to leverage local investments in energy conservation, fuel conservation, renewable energy projects, as well as recruitment and expansion of renewable energy resource equipment manufacturing facilities.</p> <ul style="list-style-type: none"> ○ Extend the program sunset dates; ○ Maintain BETC access for public projects; ○ Ensure funding for a full range of manufacturing, renewable energy, energy conservation, and fuel conservation projects; ○ Make the pass-through process more predictable and market-driven; and ○ Maximize certainty for BETC applicants. 	<p>The Business Energy Tax Credit provides a powerful incentive for Oregon communities and businesses to become more energy efficient, develop renewable energy, and foster a clean energy economy. In recent years, dozens of Oregon cities have leveraged funds using the BETC “pass-through” to invest in projects such as high-efficiency lighting, HVAC system upgrades, transit systems, photovoltaic energy production, and efficiency upgrades at wastewater treatment plants. The BETC has also been instrumental for local efforts to attract new businesses, foster job creation, and make local economies more efficient. The BETC is currently scheduled to sunset as early as 2012, however, and recently has been hampered by a lack of certainty for BETC applicants.</p>
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LOC Policy Committees' Legislative Recommendations

Finance & Taxation	
F. Take an active role in facilitating and promoting processes and measures to bring about an overhaul of the state property tax system. The outcomes of this overhaul must create a system which taxes property equitably, brings assessed values closer to real market values, and is stable and predictable to both governments and taxpayers.	Severe limitations imposed on local governments by Measure 5 and 50 to raise revenue have seriously jeopardized the ability of cities to provide essential services and foster economic growth. A comprehensive property tax fix is necessary which, along with equity, stability, and a stronger correlation between assessed value and real market value, should include an allowance for local control in setting appropriate long term local tax rates and grant consideration of the impact of the state's school funding methods on the property tax system. To this end, in a multi-year effort, the League of Oregon Cities will take a lead and active role in forming a coalition to facilitate conversations across the state and develop an education program to inform legislators and the public of the current crisis and the options available.
G. Maintain and strengthen the state's historic commitment to the State Shared Revenue funding formula. Any additional taxes or surcharges on these items must be incorporated into the current formula so cities may continue to provide services related to these revenues.	State Shared Revenue stand as a historical commitment by the state to local governments; cities accepted preemptions on certain taxes and fees in exchange for a state promise to share in their revenues of liquor, cigarettes, 9-1-1, and gasoline taxes. These distributions are a critical facet of each cities' ability meet increased demands on local services from alcohol related incidences, traffic impacts, and public safety issues. Any further cuts to State Shared Revenue will jeopardize the ability of cities to provide essential services. The state should respect local government's reliance on State Shared Revenue and honor its historic commitment.
H. Allow local governments a more flexible use of transient lodging tax to meet the increased demands placed both on essential services and infrastructure created by tourism activities.	Current preemption restricts cities to control of just 30 percent of their own local transient lodging revenue. Tourism activities can place increased demands on city infrastructure and services, but this preemption necessitates these added costs be borne by local residents rather than tourists and may jeopardize the ability of cities to provide other essential services. Increasing city flexibility in the use of local transient lodging revenue lessens the burden on local residents.
General Government	
I. 9-1-1 tax for pre-paid cell phones.	Support legislation to require pre-paid cell phones to contribute to pay 9-1-1 tax as all other telephones capable of dialing 9-1-1 do.
J. Restore the Department of Public Safety Standards and Training (DPSST) Regional Training program and protect DPSST from further cuts.	Work to restore regional training services and other critical services provided by DPSST.
K. Attach municipal court fines to tax returns.	Support legislation to allow municipal and other local courts to seize income tax returns to pay delinquent municipal court fines.
Human Resources	
L. "Manager" designation for local governments.	Allow cities to designate an employee as a "managerial employee" under the PECBA for purposes of collective bargaining (currently limited to only the State).
M. Lengthen time for last best offer submission from 14 days to 28 days.	<p>Currently when a strike-prohibited union advances their collective bargaining to Interest Arbitration, the parties' Last Best Offers (LBOs) are not due until 14 days prior to the actual hearing. ORS 243.746(3). This leads to a number of problems/issues:</p> <ul style="list-style-type: none"> ○ If the parties' submit their LBO just 2 weeks prior to the actual hearing, only to discover that they are "very close" to a possible settlement, they can be discouraged from settling since the 14-day time frame is beyond most arbitrators cancellation policy. In other words, the parties still have to pay the full cost of the arbitrator fees for each day of the scheduled hearing and any non-refundable travel costs. ○ The 14-day period does not encourage either party to get to their "bottom-line" until just before a hearing. ○ Most hearing exhibits are developed in conjunction with a parties LBO, including costing of the LBOs. Therefore, many of the exhibits are unnecessarily delayed in development until you see the other party's LBO. This would also apply to the decision

LOC Policy Committees' Legislative Recommendations

	<p>as to who your needed witnesses are.</p> <ul style="list-style-type: none"> o The expanded time frame would provide for a more meaningful time frame within which to consider the other parties position and/or to seek mediation assistance.
N. Allow employers to require paperless pay.	Develop legislation that will allow employers to require employees to accept electronic or payroll card payment and eliminate the requirement that a paper check be a payment option.
O. Work to achieve healthcare cost containment and protect local decision making authority in benefit design.	<p>Oregon cities, as responsible employers and leaders for healthy communities, have a vested interest in ensuring that Oregonians have access to affordable medical and preventative care. Oregon cities have proven to be innovators in providing wellness and healthcare benefits in challenging economics times to employees and have invested substantially in the health of employees. The League of Oregon Cities will support healthcare reform that:</p> <ul style="list-style-type: none"> o Respects the right of Oregon's city leaders to determine the manner of providing health insurance benefits in consultation with their employees; o Reduces unrecoverable medical care costs for providers by expanding coverage to uninsured Oregonians; o Ensures that capitalization in the healthcare market place is based on community need; o Incentivizes the use of evidence/value based medicine; o Fosters innovation and rewards creativity in reducing costs and promoting wellness; and o Promotes transparency in costs and quality.
P. Allow employees to choose alternative retirements option and protect the integrity and stability of Public Employee Retirement System (PERS).	<p>Support changes to the PERS system that allows employees to opt for alternative retirement plans. Additionally, the League should ensure that any PERS legislation passed by the Legislature:</p> <ul style="list-style-type: none"> o Does not shift additional costs to employers; o Respects the needs for predictable rates while not destabilizing the system; and o Allows PERS to provide an attractive retirement benefit for employees while being fiscally sustainable.
Q. Eliminate the requirement for employers to provide identical health benefits for retirees as they do for active employees.	Eliminate the requirement for public employers to provide the same health benefit plans for retirees as for active employees and at the same premium rates as paid by active employees.
Telecommunications	
R. Address tax equity issues in the context of state telecommunications laws including removing existing preemptions that have led to declining revenues. Work toward an alternative revenue system for telecommunications providers. Oppose preemption of city franchising, rights-of-way and taxing authority.	<p>Technology has rapidly advanced in the last decade and will continue to evolve in ways that cities cannot predict. This has led to significant implications for city rights-of-way authority and telecommunications revenues affecting the provision of local services. Cities have experienced an onslaught of challenges to franchising, rights-of-way management and taxing authority through local referrals, state and federal legislation and litigation. Meanwhile, the predominate system of franchising telecommunications providers has not kept pace with technology. In particular, the shift from landline telephones to wireless technologies has resulted in an erosion of telecommunications revenues. To protect city rights-of-way authority and preserve critical telecommunications revenues, cities need to consider moving to an alternative revenue system. The alternative revenue system proposal developed by a task force of city officials is a gross revenues tax specific to telecommunications providers. The League began discussions during the 2009 legislative session, but recognized that the issue would be a multi-session effort. While this move to an alternate system remains the ultimate goal, there are several incremental steps that can be taken to both address local revenue issues as well as set the stage for future discussion of an alternate telecommunications revenue system.</p>

LOC Policy Committees' Legislative Recommendations

Transportation	
<p>S. Continue efforts to resolve the disconnect between the Transportation Planning Rule (TPR) and other statewide land use planning goals. The TPR should:</p> <ul style="list-style-type: none"> ○ Be used as a growth management tool that avoids burdening cities with unintended transportation consequences which unduly add to the cost of city infrastructure; ○ Be consistent with land use decisions; ○ Not be used to effect a moratorium on growth; ○ Encourage partnerships to avoid disproportional funding contributions from local jurisdictions. <p>(Note: this priority is duplicative of priority "D" forwarded by the Community Development Committee. Both priorities are brought forward here, representing the discussion of the Community Development and the Transportation policy committees.)</p>	<p>Oregon has a strong commitment to planning, and the nexus between land use and transportation planning has become very evident. While this has properly contributed to good coordination between land use and transportation development, it also creates adverse impacts due to the mismatch between planning requirements, development timelines and the availability of financial and other resources. This can sometimes impede development and create conflicts with other statewide land use goals.</p> <p>The sheer complexity of issues attendant to land use and transportation planning can result in confusion or even conflict between competing goals and priorities. Objectives such as reduction of vehicle miles traveled, transit-based land use, increased population density in some urban areas (UGBs), reduction in greenhouse gas emissions, compliance with other clean air standards, and interchange and access management are but a few of the interests, sometimes competing, that factor into transportation / land use policy discussions.</p>
<p>T. Ensure that existing and new transportation/land use planning requirements, especially those established to address greenhouse gas emissions and other air quality issues, are developed with the following caveats:</p> <ul style="list-style-type: none"> ○ Cities are stakeholders in the policy-making process and are to be included in all discussions. ○ A sense of proportionality should be maintained, taking into account the transportation sector's contribution to the problem. ○ There must be a commitment to identifying and collecting <u>new</u> revenue to assist cities with compliance. ○ There is clarity with regard to governance authority and accountability. 	

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<ul style="list-style-type: none"> ○ Recognition that “one size does not fit all”, meaning that rules must be flexible enough to allow cities the right to determine and respond to local and regional needs. ○ Requirements are based on outcomes rather than formulas and honors regional transportation planning efforts. ○ Rules factor the effect of market forces (cost of fuel, availability of alternative technology, etc.) in achieving goals. ○ Attempt to reduce greenhouse gas emissions and improve air quality while still supporting economic development. 	
<p>U. Advocate for sustainable alternatives to fuel taxes to address decreasing State Highway Fund revenues as a result of an increase in automobile efficiency and the development of new technologies.</p>	<p>In 2009 the Legislature approved HB 2001, a major transportation policy and funding measure containing a 50 percent increase in road and street funding for cities. In 2011 transportation policy measures, especially related to planning, are more likely than transportation funding and program legislation.</p>
<p>V. Seek funding distribution mechanisms and formulas that reflect need as determined by system demand, function and condition.</p>	<p>Notwithstanding the new funding that HB 2001 is providing, city transportation budgets remain disproportionately underfunded. This has been exacerbated by the temporary preemption of a local funding mechanism. Long term, there remains the challenge of identifying and establishing more sustainable and equitable systems of raising and distributing funding in support of the expansion, preservation and maintenance of the state's transportation system.</p>
<p>W. Seek additional funding, efficiencies and program support for multi-modal transit and rail projects that result in:</p> <ul style="list-style-type: none"> ○ Creation and funding of a State Rail Authority to clarify goals and objectives and to undertake planning for passenger and freight rail service. ○ Coordination between transit providers resulting in more efficient operations. ○ Augmentation of elderly/disabled transit funding in order to maximize fixed route service. 	
<p>X. Increase the funding allocation to Oregon's small cities (population 5,000 or less) for road and street development and maintenance from \$1 million to \$5 million without unfairly impacting larger cities' share of the State Highway Fund.</p>	

LOC Policy Committees' Legislative Recommendations

Y. Enact legislation establishing a “shared road” designation allowing cities, within established criteria, to set speed limits below the state-mandated minimum of 25 mph on roads that have limited capacity but are nevertheless utilized by motor vehicles, bicyclists and pedestrians.	
Water/Wastewater	
Z. Support establishing statewide product stewardship programs to ensure recycling or proper disposal of toxic products at the end of their lifecycle.	Product stewardship programs improve water quality and reduce the environmental and health impacts of products that contain toxins through product-supported recycling and disposal programs. These programs reduce the burden on municipalities and others to implement water treatment technologies and other costly programs. The Oregon Legislature created an “E-Waste” product stewardship program for recycling computers and electronic waste in 2007 and a pilot product stewardship program for architectural paint in 2009. Additional stewardship programs could include products such as pharmaceuticals, batteries, and lighting that contains mercury.
AA.Recapitalize state municipal infrastructure funds to fully meet local demand on as sustained basis and fully leverage federal matching funds for water and wastewater infrastructure.	The state’s Special Public Work Fund and the Water/Wastewater Fund are used to finance water and sewer systems, public buildings, road construction, downtown revitalization, energy and communications facilities, land acquisition, environmental clean-up, and port facilities. The state also must provide a 20 percent match to leverage federal funds available through the Safe Drinking Water State Revolving Fund and Clean Water State Revolving Fund. State revolving funds have failed to keep pace with growing local infrastructure demand that totals billions of dollars statewide.
BB.Protect existing and future water rights from conditions that would prevent municipalities from meeting current or future demands. ○ Limit new ecological flow conditions to projects funded through HB 3369 (2009); and ○ Oppose water use limits that interfere with approved water rights.	Due to the unique nature of municipal water suppliers’ need to plan for growth and infrastructure investment, cities often “grow” into water rights over time before those rights become certificated water rights. Cities currently must develop a Water Management and Conservation Plan (WMCP) for approval by the state to maintain these water rights. Special interests, however, have called for new municipal water use standards and limits that would affect existing water rights.

COMMENT FORM



PLEASE PRINT CLEARLY

- SPEAK INTO THE MICROPHONE AND STATE YOUR NAME AND ADDRESS
- Limit Comments to **3 MINUTES**.
- Give to the City Recorder in Chambers **prior** to the meeting.

Date of Meeting 7-13-10 Work Session

Item Number From Agenda 3a

NAME: Tom Sisul

ADDRESS: Street: 375 PORTLAND AVE.
City, State, Zip: GLADSTONE, OR 97027

PHONE NUMBER: 503-657-0188

SIGNATURE: Thomas Sisul

COMMENT FORM



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Date of Meeting 7-13-10 Work Session

Item Number From Agenda 3a

NAME: Martha Wickliffe

ADDRESS: Street: 2910 Bluegrass Way
City, State, Zip: West Linn, OR 97068

PHONE NUMBER: 503-656-5835

SIGNATURE: Martha Wickliffe

COMMENT FORM



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Date of Meeting 7-13-10 Work-Session

Item Number From Agenda 3a

NAME:

Brian Rooney

ADDRESS:

Street: Clackamas Co. Fire District #1

City, State, Zip: _____

PHONE NUMBER: _____

SIGNATURE: _____

COMMENT FORM



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Date of Meeting 7/13/10

Item Number From Agenda 3c

NAME:

Bryan Watt, Member of Task Force

ADDRESS:

Street: _____

City, State, Zip: _____

PHONE NUMBER: _____

SIGNATURE: _____

COMMENT FORM



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Date of Meeting 7-13-10 Work Session

Item Number From Agenda 3c

NAME: Elaine Cogan - Cogan Owens Cogan

ADDRESS: Street: _____

City, State, Zip: _____

PHONE NUMBER: _____

SIGNATURE: _____

COMMENT FORM



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Date of Meeting 7-13-10

Item Number From Agenda 3d

NAME: VICKI YATES

ADDRESS: Street: 515 HIGH

City, State, Zip: OC 97045

PHONE NUMBER: 503-656-9792

SIGNATURE: Vicki Yates

COMMENT FORM



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Date of Meeting

7/13/10 Work Session

Item Number From Agenda

3d

NAME:

Bill Daniels

ADDRESS:

Street:

City, State, Zip:

Oregon City

PHONE NUMBER:

SIGNATURE: