



## **RICK WILLIAMS CONSULTING**

Parking & Transportation

610 SW Alder, Suite 1221

Portland, OR 97205

Phone: (503) 236-6441 Fax: (503) 236-6164

E-mail: [rick.williams@bpmdev.com](mailto:rick.williams@bpmdev.com)

---

### **MEMORANDUM**

**TO:** Paul Wyntergreen, City of Tillamook, OR  
Constance Beaumont, Oregon Department of Land Conservation and Development

**FROM:** Rick Williams, RWC  
Owen Ronchelli, RWC

**DATE:** March 7, 2014

**RE:** **Contract B31783: City of Tillamook Public Outreach Workshop on Parking Management**  
**TASK 6: FINAL REPORT: PROJECT SUMMARY AND RECOMMENDATIONS**

---

With support from the Oregon Transportation and Growth Management (TGM) Program's Outreach service, Rick Williams Consulting carried out a parking management project for the City of Tillamook during late 2013 and early 2014. The project goals were to:

- gather information on and insights into the downtown parking environment in Tillamook;
- conduct a discussion with members of the community on parking challenges;
- hold a public outreach workshop on parking management; and
- help the community take advantage of opportunities that would strengthen Tillamook's downtown and adjoining areas.

#### **A. BACKGROUND**

Current planning efforts and potential development changes are likely to have significant impacts on Tillamook's downtown. The plans include improvements along the US 101/OR 6, the Hoquarton Area Plan and the Town Center Plan Update.

The US 101/OR 6 Project will lengthen the US 101 couplet to the Hoquarton Slough by extending Pacific Avenue north beyond 1st Street and replacing the existing slough bridge with a new four-lane bridge.

The project will also widen the travel lanes on Main and Pacific

Avenues from 1st to 4th Streets. Turn lanes will be added at key intersections through town and, due to the use of bulb outs for storm water treatment, on-street parking will be reduced (by 30 – 35 stalls).

Upon completion, the project will more efficiently move goods and autos between cities along US 101



and onto US 101 from the Portland metro area. Final design will soon be underway with construction expected to begin in 2015.

While the US 101/OR 6 Project will more efficiently move goods and autos, it does not create an integrated transportation relationship with non-auto modes within the downtown. To this end, the City of Tillamook, through the TGM Program, is developing the Hoquarton Area Plan. This Plan will take advantage of the realignment project by improving multimodal intra-city circulation, fostering street safety, and enticing bicycle, pedestrian and watercraft uses. It will create a balanced transportation network with safe pedestrian and bicycle circulation to and from city parks, within close proximity to employment centers, retail and residences at the historic center of the town.

Both projects will intersect with parking in several ways. For example, they may reduce the total number of on-street parking stalls, affect access to businesses and downtown destinations, and require signage and communications. Parking will also figure into the City's Town Center Plan Update, which provides a template for design and streetscape within the core of the downtown, particularly east/west streets.

This memorandum summarizes the parking management project carried out for Tillamook pursuant to the TGM agreement and provides a basis for future community discussions regarding parking management initiatives and strategies available to enhance the downtown parking system and experience.

## **B. FORMAT OF INFORMATION – GETTING TO SOLUTIONS**

The Tillamook Public Outreach Workshop on Parking Management Project has allowed the City and stakeholders to take a fresh look at the parking situation in downtown with a view to identifying near-, mid-, and long-term strategy recommendations that, if implemented, would improve the quality and ease of parking access in the downtown, address challenges and barriers identified by stakeholders (and informed by a thorough on-the-ground assessment), enhance communications and public understanding of parking, and prepare the City to strategically address changes in parking demand over time.

This memorandum summarizes:

- A local consensus on parking challenges and barriers
- Existing parking conditions
- Recommendations for Near-, Mid- and Long-term Solutions

## C. SUMMARY OF CHALLENGES AND BARRIERS

The consultant team gathered information from downtown stakeholders about Tillamook’s downtown parking system in three different forums. These allowed the consultant team to receive input on recent downtown history, perceived challenges and opportunities related to parking, and ideas and solutions. Input from these meetings has been used to create a list of key parking issues outlined as “challenges and barriers” below.

The first interview took place on December 3, 2013 with the Tillamook City Manager (Paul Wyntergreen) and the City’s Chief of Police (Terry Wright). The City Manager and Chief of Police provided useful background on the parking situation in Tillamook, information on upcoming planning and development projects and basic insights into parking regulations and enforcement.

The second interview occurred on December 3, 2013 with a small group of downtown stakeholders. They, too, shared their perspectives on parking issues and helped with ideas and outreach for the Parking Management Workshop. The input and perspectives provided by this group were extremely valuable as the stakeholders involved were directly impacted by parking (as downtown businesses) and unified in their commitment to downtown’s economic health. This group included:

- Gary Albright, Tillamook County Pioneer Museum
- Tom Connaughton, Diamond Art Jewelers
- Ray Jacobs, 2<sup>nd</sup> Street Coffee Shop
- Don Hurd, Hurd’s Upholstery
- Jeff Hurliman, Jeff Hurliman Insurance Services
- Chris Kell, Get the Scoop Ice Cream
- Steve Kershaw, Kelly Building owner
- Amber McMullen, Blue Moon Café
- Suzanne Weber
- Joe Wrabek, Newspaper



The third forum was the Public Workshop held on January 30, 2014. Over 20 community stakeholders, representing business and general citizenry, attended. The workshop provided opportunity for the public to discuss specific parking issues and to offer suggestions for improving the parking environment downtown.<sup>1</sup>

The interviews and workshop provided participants:

- An opportunity to express concerns and recommend solutions to parking issues in downtown Tillamook.
- The opportunity to hear from their peers in the community and identify widely shared problems related to downtown’s parking challenges.

<sup>1</sup> A copy of the workshop presentation is available from the City of Tillamook in pdf and/or PowerPoint format.

- A forum to comment and advise on potential solutions for the consultants and City to consider; particularly solutions that can be advanced because there is agreement among stakeholders on the need for change.
- Time to learn about “parking best practices,” with the consultants sharing information on how other successful downtowns (of Tillamook’s size and character) -- and how the “parking industry” -- would approach challenges identified in the stakeholder forums.

Conversations with stakeholders led to development of a consensus list of “stakeholder issues.” This list identifies challenges and barriers that local parking strategies must address. There was strong, nearly unanimous consensus on the key issues that challenge the downtown parking system. As solutions are developed (see Section E below) there must be a direct tie back to these issues. In other words, solutions should not be random or “off-the-shelf,” but directly relevant to the unique parking issues in downtown Tillamook.

Stakeholder consensus on key parking issues, derived from the interviews and workshop, can be summarized as follows:

**1. Commitment to develop and implement a plan based on community input and on-going engagement.**

While many support a more vigorous system of parking management, there is not yet a system in place that is founded on a clear set of parking principles, with strategic targets, desired outcomes and a system of communications. To be successful there needs to be a consensus plan of action, guided and overseen through a partnership between the City and affected stakeholders.

**2. Need for consistent communication of parking expectations to businesses, employees and customers.**

Local stakeholders noted that there is a lack of clarity as to how the parking system works, for whom parking is prioritized (by location and area), and why parking management is important to the long-term health and vitality of the downtown. Stakeholders noted issues related to employees parking in stalls intended for visitors, poor signage, confusion about uses (e.g., RV parking) as well as the roles and responsibilities of the City and business community in parking. As with 1 above, efforts to clearly explain to customers, employees and residents how parking works in Tillamook will reduce frustrations, simplify the parking experience and enhance the perception of downtown Tillamook as an attractive and convenient place to work, live and visit.



*Sign does not lead to an identified lot*

Interviewees and workshop participants agree that an on-going system of communications, information sharing and outreach needs to be developed around the issue of parking and parking expectations.

**3. *Make parking more “user friendly.”***

Numerous stakeholders noted that the parking system lacks information, is “tired” in its appearance and confusing to use. Efforts to improve the appearance of the parking areas and to simplify decision-making for the user should be pursued.

**4. *Need for more “structure and consistency” in the system (e.g., signage, striping, communication).***

There is a clear consensus that the current parking system in the downtown is not managed strategically and, therefore, is not used to its highest potential. This can make it difficult for customers to patronize downtown businesses because parking is hard to find. Yet the downtown’s economic success depends largely on the ability of residents and visitors to conveniently access local businesses and services.

**5. *Need for focused enforcement (i.e., system doesn’t work if it is not enforced)***

For the most part, interviewees and workshop attendees agreed on the need for more enforcement of parking policies. Any future changes to the parking system are unlikely to succeed if not enforced. Challenges related to staffing and cost of enforcement will need to be explored.

**6. *Need specifically dedicated employee parking***

There was near unanimous support for the statement that customers, as opposed to employees, should enjoy priority access to on-street parking, particularly in the downtown core. To support that goal, there needs to be dedicated employee parking that is reliably and consistently available to employees. Once parking is identified and dedicated for employee use, businesses can work with the City to assure that employees use the dedicated parking and thereby honor the goal for convenient customer parking.

It was also clear that employee parking needs to be strategically distributed around the downtown to assure convenience and proximity for employees. In other words, a single downtown employee parking lot was not seen as a useful solution, given the desire of many employees to be as close to their places of employment as possible. That said, employees interested in getting the recommended 30-minutes-a-day of physical exercise recommended by health officials may be receptive to walking longer distances.

**7. Acknowledgment that employees/owners are parking in front of businesses and that this practice is detrimental to the downtown's desire to attract more customers.**

There is general acknowledgement that employees and business owners use customer on-street parking intended for customers on a routine basis. There is also acknowledgement that this practice does not support a long-term goal of assuring that customers get priority to on-street/curb access to downtown businesses. Part of the problem underlying this practice is (a) low utilization of the existing supply, (b) lack of enforcement and (c) lack of a specific plan embraced by downtown businesses and routinely communicated by the City.

**8. Manage surface parking.**

There are numerous surface parking facilities within the downtown. Unfortunately the appearance of these lots is inconsistent. They lack a uniform design standard (e.g., striping, landscaping, lighting, etc.) and on-site signage is often lacking or unclear. This leads to a perception that parking is not readily available and/or unfriendly. Unattractive and poorly maintained surface lots deaden downtowns and make them seem less vibrant.



*Confusing Messages*



*Tired - striping*



*Inconsistent design*

**D. SUMMARY OF VISUAL GROUND ASSESSMENT**

The Consultant team conducted a visual ground assessment -- a qualitative evaluation of parking use in the downtown -- on December 3, 2014. The assessment involved two consultant "surveyors" who physically traversed the entire downtown and assessed parking occupancies by block face (for on and off-street parking assets). The assessment was conducted over a six-hour period and included the traditional noon to 1:00 PM peak hour of parking for most downtowns (based on previous studies of comparable cities). Visual observations from the ground assessments aided the consultant in formulating a working understanding of both use and format of parking in downtown Tillamook. Consultant observations were also compared to input derived from stakeholders (Section C above). Much of what the consultants observed validated stakeholder "perceptions and realities." This provided the foundation for development of parking management solutions recommended herein.

### *Key observations*

- Tillamook’s parking system is “tired.” There is a need to improve the appearance of parking as well as the operation of parking itself. Too much parking – and/or unattractive lots – can create a negative impression of the downtown as a whole.
- There appears to be adequate parking both on and off-street. This would need to be reconfirmed during a “peak season” month.
- There are multiple types of signage. The signs are confusing.
- Directional signage that exists in the public right-of-way does not, in many cases, lead to clearly identified off-street parking resources (for both visitor and RV parking).
- Not all streets that allow on-street parking are striped to indicate that parking is allowed. This can be confusing to a user.
- Surface lots need to be better controlled with a more consistent design standard.
- A better system of lot identification and upgrades to existing signage and striping would help to improve the appearance of parking.



In summary, the ground assessment led the Consultant team to conclude that Tillamook’s downtown parking system has significant capacity to absorb additional demand. The key strategy to implement in the near term will be cleaning up the appearance of parking, improving signage and directions to parking, and engaging the City and business community in actively managing parking as a community resource.

### **E. PARKING MANAGEMENT: RECOMMENDED STRATEGIES**

The parking management strategies outlined below are intended to support additional discussions between the City and its downtown partners on policies and actions necessary to support actions that directly solve the parking challenges identified through the Tillamook Public Outreach Workshop on Parking Management Project

The strategies are laid out in a certain sequence as they are intended to follow a logical progression when implemented. Each action should provide a foundation for subsequent actions.

Actions are grouped into specific “phases. These range from near- to long-term. Overall, the implementation schedule is flexible and the order of projects could be changed as opportunities and resources are identified and/or become available. It should be noted that all strategies described will require a level of support, coordination, commitment and resource identification that goes well beyond what is currently in place.

Moving forward, discussion of the “who, how and what” of implementation will be essential to bringing the partners (City and community) to a point where initiation of the plan is triggered. Within this framework it is assumed that foundation principles for managing parking downtown include:

- Give customers priority access to on-street parking – and parking in key lots -- in the downtown core.
- Encourage employees to use parking on the downtown’s periphery or parking in appropriate off-street lots.
- “Brand” all signage associated with public parking.
- Use the 85% Rule to facilitate decision-making.<sup>2</sup>
- Use well designed signage (in right of way) to communicate that downtown parking is open, available & friendly.
- Treat parking management as a partnership between the City and the business community, recognizing the key role that each partner plays in making the system efficient and communicating its purpose, priorities and value to the downtown.

#### NEAR-TERM STRATEGIES (0 – 12 months)

##### **1. Establish a Downtown Parking Work Group as a forum for addressing parking solutions in the downtown.**

###### Challenges/Barriers addressed:

- ✓ Commitment to develop and implement a plan, based on community input and on-going engagement.



---

<sup>2</sup> 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 Tillamook’s ability to make reasonable and effective decisions regarding time stays, enforcement and other decisions related to capacity management.



- ✓ Lack of consistent communication of parking expectations to businesses, employees and customers.

The City should develop a process through which a representative cross-section of downtown interests *routinely* assist in the review and on-going implementation of the Parking Management Plan. Given the small size of the downtown, the Work Group might begin as an extension of the stakeholder group established during the Workshop process for this project, facilitated by City staff or by the Tillamook Revitalization Association.



The new Parking Work Group could use the recommendations outlined in this plan as a basis for action, discussion, stakeholder communications and progress tracking. At the outset the Work Group could meet 3 – 4 times a year to:

- Assess Plan progress.
- Provide input to City Council.
- Coordinate communications with the broader downtown business community.
- Determine and implement actions.

Over time, the work group could evolve into a formal advisory committee to City Council on downtown parking issues and meet on a more frequent (i.e., monthly) schedule.

It is recommended that the City:

- a. Support formation of a Downtown Parking Work Group
- b. Assign City staff to participate in and support the Work Group
- c. Establish a partnership with the Tillamook Revitalization Association to provide assistance and support to an on-going Downtown Parking Work Group.

*Estimated Costs:*

There should be no additional costs associated with this recommendation if it can be initiated as a volunteer effort, hosted by the TRA and further facilitated with existing downtown transportation staff.

**2. Stripe all on-street parking in all commercial parking areas of the downtown to better identify parking availability and location.**

Challenges/Barriers addressed:

- ✓ Need for more “structure and consistency” in the system (e.g., signage, striping, communication).
- ✓ Make parking more “user friendly.”
- ✓ Lack of consistent communication of parking expectations to businesses, employees and customers.

Not all parking in the downtown area is striped, and some areas that are look old and faded. The consultant team believes striping is effective because it helps the customer identify a parking stall. This, in turn, creates a sense of order and convenience. Effective striping also reduces incidents of damage to vehicles and facilitates compliance. These factors directly address the challenges/barriers identified by stakeholders concerning the need for more structure and consistency in the system, user friendliness and setting clear expectations. However, some in the parking industry who would argue for eliminating stall demarcation striping on downtown streets (e.g., “fog line” striping) arguing that this type of system increases block face parking capacity.

As to the fog line design, it is the consultant’s opinion that it is not customer friendly or - ultimately – efficient, particularly for a city the size of Tillamook. There is no evidence that the fog line is more efficient for smaller vehicles (or any vehicles) because with such a striping design, the first cars that use the block face generally then define how parking will "distribute" itself during the day. Efficiency of this type of system is random and dependent on decision-making by the user. On the other hand, stall markings - like a platoon - give the customer certainty, safety (no cars butt up on another), order and a target. Angst is reduced and the customer experience is much more convenient.

The parking principles being recommended for Tillamook call for enhancing “the downtown parking experience.” That experience needs to be simple, intuitive and friendly. The "no-stripe" approach is generally used by cities that seek more revenue or that have dense and very congested parking systems and are willing to sacrifice convenience and order to squeeze out a few more spaces per block (which again is dubious), rather than serving the user.

It is recommended that the City:

- a. Assure all commercial block faces that allow parking in the downtown are striped and signed. This should be completed as soon as financially feasible.

Estimated Costs:

For purposes of discussion on the cost of striping it is estimated that the City would spend in the range of \$1,400 to upgrade the current system. This assumes striping of 250 parallel parking stalls on current block faces that are not striped.<sup>3</sup> This number is based upon the following assumptions:

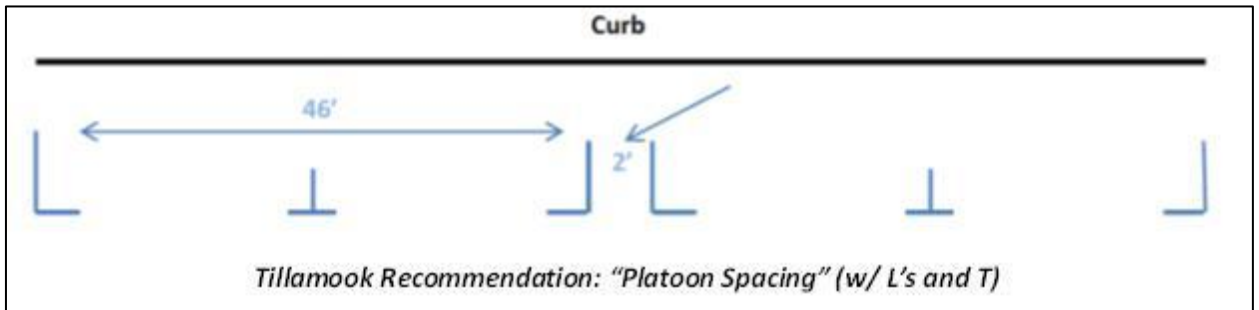
- *Employ stall platooning with parallel stalls, i.e., uses two “L” and one “T” to demarcate the stall.<sup>4</sup>*
- *Platooning is an efficient and cost effective option for on-street striping.*
- *Platoon will appear less visually busy when compared other striping options that use longer (“L” –type) demarcations.*
- *Use thermal tape for striping.*
- *Only material costs are provided in these estimates.*

Unit Costs – Striping<sup>5</sup>

- “L” = \$3.12/unit
- “T” = \$3.90/unit
- *Approximately 143 stalls need striping – all of them parallel*  
≈ 113 “T” @ \$3.90 = \$441  
≈ 295 “L” @ \$3.12 = \$920

**Estimated Cost= \$1,361 (materials)**

**Figure A**  
**Recommended Parallel Stall Striping Pattern: Platoon**



<sup>3</sup> The number of actual stalls in the downtown would need to be verified. The number used here is simply for purposes of estimating a potential cost.

<sup>4</sup> Stall platooning is a striping pattern for parallel parking that utilizes two “L” stripes spaced approximately 46 feet apart, with a “T” separating them into two 23 foot spaces, with a 2’ spacing between platoons (see Figure A).

<sup>5</sup> Unit cost pricing was derived from an on-street striping program – using platoon striping – for the City of Springfield, OR in 2010.

**3. Upgrade on-street signage to create uniform time stays by area and implement a common signage “brand” within the context of the upgrade.**

Challenges/Barriers addressed:

- ✓ Need for more “structure and consistency” in the system (e.g., signage, striping, communication, “user friendliness”)
- ✓ Lack of consistent communication of parking expectations to businesses, employees and customers.
- ✓ Make parking more “user friendly.”

Creating a uniform signage package that incorporates a unique logo and color scheme for public parking facilities will establish a sense of recognition, identity and customer orientation for users of the downtown parking system. An example of a simple yet effective signage package is provided in **Figure C**, from the city of Springfield, Oregon. Currently, ODOT has specific signage standards for “parking related” informational signage in the right-of-way of State facilities (e.g., US 101/OR 6). The ODOT “D4-1” standard creates consistency throughout the State, but is neither unique nor recognizable to the typical visitor (see **Figure B**). A new brand and identity would go a long way to distinguish the Tillamook parking system for the user and among other smaller coastal communities.

**Figure B**  
ODOT Approved Signage Scheme



**FIGURE C**  
Example: On-street “Brand”  
Springfield, OR



ODOT does have an option that the City can pursue that would allow for a more distinct signage package along the US 101/OR 6 street way through the downtown. This allowance would consider new signs as “Community Wayfinding Signs,” which is discussed in Oregon’s Manual for Uniform Traffic Control Devices (Section 2D.50).<sup>6</sup> The city could consider these signs as an alternative to the standard D4-1 parking sign. To this end, the City would be responsible for the cost of the signs, sign installation, and maintenance. The City (and Downtown Parking Work Group) would create the design and proposed locations, and then go through District permits at ODOT, which would require Region review before they could be installed. At this

<sup>6</sup> See, <http://mutcd.fhwa.dot.gov/pdfs/2009/part2d.pdf>

time, the City may also want to consider destinations in addition to parking they would want to sign for like City Hall, Historic Districts, etc. The City can choose to sign for parking only, but it would reduce the available locations for any future wayfinding signing plans. These wayfinding signs typically start with a community plan, similar to the examples found in the MUTCD section 2D.50.

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” all public off-street lots, open to public access, within the context of the new established “logo” package. Similar branding opportunities could be provided to private “shared use lots” as well.
- d. Format the time stays in a uniform manner within sectors of the downtown to provide clarity and a higher sense of user-friendliness within the downtown (see 4, Figure A below for a breakout of recommended timestays by area of downtown).

#### Estimated Costs:

During the ground assessment for this project, the consultant team estimated the number of potential block faces that may need a signage “package” for parking. The consultants conservatively estimated 50 block faces in the downtown. Using this estimate, the consultant was able to estimate costs for signage. For signage it is estimated that the City would spend \$50,000 to upgrade the current system. This assumes 100 poles and 100 signs. This number is based upon the following assumptions:

- *A standard signage package would have two poles with blade signs per block face – one at each end of the block with arrows pointing inward.*

#### Unit Costs- Signage

- *Only material costs are provided in these estimates.*
- *Pole unit cost = \$470*
- *Blade sign unit cost = \$30*
- *Unit cost for poles (\$470) include hole boring and the pole*
- *100 poles @ \$470 = \$47,000*
- *100 signs @ \$30 = \$3,000*

**Total = \$50,000**

#### 4. Create distinct parking areas to reduce conflicts between visitors and employees.

##### Challenges/Barriers addressed:

- ✓ Need specifically dedicated employee parking
- ✓ Acknowledgment that employees/owners are parking in front of businesses and that this practice undermines the downtown’s desire to attract visitors and customers.
- ✓ Need for more “structure and consistency” in the system (e.g., signage, striping, communication, “user friendliness”)
- ✓ Lack of consistent communication of parking expectations to businesses, employees and customers.

It was clear from stakeholder and workshop input that employees and business owners are parking in front of businesses, which competes with customer parking priorities. It was also clear that the current system lacks structure and clarity in providing areas where employees can park (particularly on-street). There was very high consensus that if there were (a) multiple employee parking options and (b) those options were within reasonable walking distance to businesses (e.g., 600 feet) and (c) reasonable enforcement, then issues related to employees/business owners parking within the primary retail core could be mitigated.

It is recommended that the City:

- a. Consider establishing parking zones (based on definition of “heart of the downtown”).
- b. Initiate occupancy study of all (public/private) off-street lots.
- c. Discuss shared parking options through “peer to peer” program using off-street occupancy data.
- d. Get employees off-street and into available off-street lots.
- e. Consider “2HR only” zones and “3HR or by permit” zones
- f. Explore remote parking lot options linked to downtown via quality pedestrian connections (safe & well lit) – e.g., Hoquarton.

**Figure A**  
**Hypothetical Concentric Ring for Time Stays**



**Figure A** provides a graphic illustration of one option for how time stay signage could be formatted within the downtown.

Estimated Costs:

There should be no additional costs associated with this recommendation to create parking zones beyond those described for enforcement, striping and signage. Broader issues of quality of pedestrian sidewalks, lighting, crossings and shared use agreement partnerships would evolve through plan initiation and implementation. Efforts to collect occupancy data in off-street lots could be accomplished through volunteer efforts or use of interns.

**5. Initiate limited parking enforcement activities in the downtown to assure existing time zones are honored and system utilization/turnover is operating as intended.**

Challenges/Barriers addressed:

- ✓ Need for focused enforcement.
- ✓ Acknowledgment that employees/owners are parking in front of businesses and that this practice is detrimental to the downtown's desire to grow customer traffic.
- ✓ Commitment to develop & implement a plan, based on community input and on-going engagement.

Based on input of numerous stakeholders and comments derived at the workshop, it is apparent that some abuse of existing timed stalls occurs, with employees using spaces clearly designated for customer use. This results in inefficient turnover, which is not conducive to a successful street level business environment. Similarly, information derived from the ground assessment suggest that there is adequate (and abundant) parking (a) available in off-street lots and (b) on-street in "periphery" areas in the commercial downtown. To this end, greater efforts at enforcement in the downtown are warranted. Enhancing parking enforcement will increase overall system efficiency and) sufficiently provide for cost recovery.

It is recommended that:

- a. The City evaluate the cost and formatting of a limited hour parking enforcement officer for the downtown. This position could be (a) restructuring of an existing City position, (b) contracted with the private sector and (c) provided in a part-time, "random" format that controls cost but assures compliance.
- b. Evaluation/costing of new enforcement to be completed within 18 months for implementation. This would require completion of the evaluation, development of a job description or RFP and service package for presentation to City Council.
- c. Upon approval of a budget and service package by the City Council, the City move forward with the assignment of a parking enforcement officer or restructuring an existing City position.
- d. The City dedicate *at least* 0.25 FTE (i.e., 10 hours per week) to a position of a parking enforcement officer.

This position would be charged with implementation of an overall parking enforcement plan, monitoring of parking in time zones, and issuing citations for parking violations within the public on- and off-street supply. The City would quantify results (e.g., hours of deployment, cost of service, citations issued and revenue derived from citations) as a means to evaluate program success.

Estimated Costs:

Cities that include Hood River and Springfield, Oregon have implemented parking enforcement programs that utilize part-time personnel and random deployment. The City of Bend, OR contracts with a private parking company for on-street enforcement. Generally, part-time, random enforcement involves a job description that “contracts” for a specific number of enforcement hours per week (e.g., 10). The allocation of these hours over the course of a week is random by day of week, time of day and area of need, to ensure that there is enough enforcement to support parking compliance but not a costly over-commitment to enforcement within a downtown the size of Tillamook.

Costs associated with enforcement can generally be assumed within the following categories:

Labor (fully loaded):	\$30 per hour
Supplies/tickets:	\$1,000 - \$2,400 annually
Vehicle:	\$25,000 (if necessary versus walking route)
Radio:	\$2,500

Based on these numbers, an initial cost estimate for Tillamook (at .25 FTE) would be approximately \$15,600 for labor and up to \$4,900 per year for support (\$20,500 per year). If a motorized vehicle were needed, an additional one time cost of up to \$25,000 would be necessary. These costs are estimates and would be refined if the City formally moved forward with implementation. These costs could be significantly reduced through use of existing code enforcement and/or other staff. Additional refinements/savings might be attained by structuring enforcement seasonally to increase service during peak season and reducing service in the “off-peak.”

MID-TERM STRATEGIES (12 - 24 months)

- 6. Establish a business-to-business outreach and communications plan to downtown businesses on parking issues and planning.**

Challenges/Barriers addressed:

- ✓ Commitment to develop & implement a plan, based on community input and on-going engagement.

*Example: Business-to-business Plan  
Gresham, OR*





- ✓ Lack of consistent communication of parking expectations to businesses, employees and customers.
- ✓ Make parking more “user-friendly.”

This strategy is most likely an addendum to Strategy 5, which utilizes the Downtown Parking Work Group as a source for targeted and strategic communications related to parking to downtown businesses, employees and the broader community. Based on the premise that “if they won’t come to us, we will go to them,” a program of visits to downtown businesses, with informational materials and “open ears” would be employed. This could be accommodated within a combination of existing staffs (City/TRA) and/or Work Group volunteers routinely visiting downtown businesses. Information derived from such visits would be catalogued and reported back to the Work Group. Similar programs are in place in other cities, which include Gresham (“Customer First”) and Oregon City (through the Oregon City Main Street Partnership).

It is recommended that the City:

- a. Support outreach efforts of a Downtown Parking Work Group
- b. Assign City staff to participate in and support the Work Group in these efforts

Estimated Costs:

Key costs for outreach include materials development (e.g., brochures, flyers, etc.). It is estimated this could be adequately covered in the Tillamook downtown for approximately \$2,500 annually.

**7. Develop, initiate and routinely report on enforcement actions resulting from Strategy 1 to the Parking Work Group.**

Challenges/Barriers addressed:

- ✓ Need for more “structure and consistency” in the system (e.g., signage, striping, communication, “user friendliness”).
- ✓ Need for focused enforcement.
- ✓ Lack of consistent communication of parking expectations to businesses, employees and customers.

Initiating enforcement in the downtown is a key to the success of all the strategies recommended in this plan. As several of the stakeholders noted, “the system doesn’t work if we don’t enforce it.”

It is recommended that the City:

- a. Establish baseline measures to track before initiation of parking enforcement.
- b. Document and catalogue enforcement activities quarterly once enforcement has been initiated.

- c. Summarize measures into a quarterly summary report that tracks activity for a specific quarter and comparatively over time.
- d. Report results routinely to the City Council and the Downtown Parking Work Group.

Estimated Costs:

It is assumed that tracking systems could be developed within software programs already available to the City. Entry of such information would be a part of the enforcement officer's duties. Summarizing and reporting would be assumed to be absorbed within an existing employee work load.

**8. Initiate development of parking information via the City's website (e.g., color maps showing parking areas by time stay, rules and expectations, etc.)**

Challenges/Barriers addressed:

- ✓ Need for more "structure and consistency" in the system (e.g., signage, striping, communication, "user friendliness").
- ✓ Lack of consistent communication of parking expectations to businesses, employees and customers.

A more refined and accessible City website for downtown parking information would be useful as a resource for customers and visitors using the downtown. The webpage should be easy to access, well designed, informative and up-to-date (e.g., with event information).

It is recommended that the City:

- a. Develop a webpage site devoted to parking in the downtown.

Estimated Costs:

Using a third-party website designer to design and create a parking page within the City's existing website is estimated at \$3,500. On-going updates to the site are assumed to be absorbed by existing transportation staff.

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

Challenges/Barriers addressed:

- ✓ Need for more “structure and consistency” in the system (e.g., signage, striping, communication).
- ✓ Lack of consistent communication of parking expectations to businesses, employees and customers.
- ✓ Make parking more “user friendly.”

A successful parking system will require on-going marketing and communication that goes beyond a webpage. The foundation for a marketing and communication program is the signage and wayfinding package recommended in this report (See strategy 4). Support of this system can be facilitated through informational maps and brochures about Tillamook and its parking system distributed by the City and through local business associations, Visitor Services, Event Planners, 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 Tillamook. The Downtown Parking Work Group can serve as the business/community forum for this discussion.

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

1. *Maps.* Develop maps that visually represent parking zones and identify the location of visitor versus employee facilities versus event facilities.
2. *TDM alternatives.* Incorporate alternative mode options (i.e., shuttles, transit, and bicycle) into parking communications materials.
3. *Co-marketing/sponsorship:* Programs that leverage business marketing and broader messages about downtown that can be supported with parking.

**Figure D**  
**Example: Communications - Salem, Oregon**

**Salem Downtown Parking Users Guide for Employees**  
**Attention Downtown Employees!**  
Changes are coming to downtown parking that will affect employees of downtown businesses – please take note!  
A two-hour time limit is being introduced for on-street parking throughout the downtown. The reason for the change is to ensure there will be enough spaces for customers – even during the mid-day peak.  
The new two-hour time limit takes effect on February 1, 2007. Parking enforcement will be 9:00 a.m. to 6:00 p.m. Monday through Friday. On Saturday, time limits will be enforced in the downtown core where parking congestion is greatest (see map on back side to find the Saturday enforcement area).

**Customers First!**  
It's unanimous. When it comes to parking, downtown businesses want to put **Customers First!**  
That means business operators and their employees are leaving the prime on-street parking spaces open for their customers. Meanwhile, downtown employees are parking in off-street lots and garages, or riding the bus or bicycle to work.

**Need a Parking Space?**  
Monthly employee parking permits are available at affordable rates in the City of Salem's Parkade public parking garages.  
To sign up, call Jim Upham, Acting Parking Manager, City of Salem, 503-588-6133, or email [jupham@cityofsalem.net](mailto:jupham@cityofsalem.net)

**Salem Downtown Garages**

Estimated Costs:

It is estimated that an on-going downtown parking marketing and communication effort would cost between \$7,500 and \$15,000 annually. Management of the program would be assumed to coordinate with existing staff resources and/or expanded partnerships with organizations like the Tillamook Revitalization Association).

**10. Initiate a complete parking inventory and occupancy study soon after implementation of near-term strategies (i.e., “reset” baseline). This could also be coordinated as a “before and after” analysis of parking timed to the 2015 US101/OR 6 Project.**

Challenges/Barriers addressed:

- ✓ Commitment to develop & implement a plan, based on community input and on-going engagement.
- ✓ Need for more “structure and consistency” in the system (e.g., signage, striping, communication).

The US 101/OR 6 project will change access patterns within the downtown as will the strategies recommended herein. To date, a comprehensive statistical analysis of parking in downtown Tillamook has not occurred. The need for objective and up-to-date data would be very useful in assisting the City and stakeholders in decision-making as the downtown grows and redevelops. Timing this to (a) a baseline established just after completion of Strategies 1 – 5 and (b) updated with completion of the US101/OR 6 project would provide the City a powerful data set from which to evaluate impacts, progress and on-going strategy development.

It is recommended that the City:

- a. Initiate and complete baseline parking inventory and occupancy study before “ground breaking” of the US 101/OR 6 project.
- b. An updated inventory and occupancy analysis within 6 months of completion of the US101/OR 6 project.

Estimated Costs:

It is estimated that a data inventory and occupancy/utilization study would range from \$16,000 - \$22,000. Costs would be minimized in the second survey (post US101/OR6) through sampling specific impact areas to compare with the baseline study.

**11. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in the downtown to provide for an interim supply of parking where needed. Begin focus on facilities identified as having surplus parking in Task 10.**

Challenges/Barriers addressed:

- ✓ Manage surface parking
- ✓ Need specifically dedicated employee parking

The 2013 ground assessment noted that a significant portion of existing privately owned off-street parking lots located within the downtown maintain surplus parking availability. The general finding was that most are significantly underutilized, even during peak times.<sup>7</sup> These lots 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 operated through the City’s overall parking program (including marketing and communications).

It is recommended that the City, through its work with the Downtown Parking Work Group:

- 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. See Strategy 12 below.

Estimated Costs:

It is estimated that costs associated with this strategy would be minimal, mostly expended in efforts to identify lot capacities (Strategy 10) and negotiating agreements (that could be “peer-to-peer” and facilitated through the Downtown Parking Work Group). Incentives to participate could be developed through the downtown’s urban renewal programs.

---

<sup>7</sup> This would need to be validated in Strategy 10.

## 12. Improve the quality of surface parking lots in the downtown

### Challenges/Barriers addressed:

- ✓ Need for more “structure and consistency” in the system (e.g., signage, striping, communication).
- ✓ Make parking more “user friendly.”

There are numerous surface parking facilities within the downtown. The appearance of existing surface lots is creating an impression of downtown that is not supportive of vitality.

It is recommended that the City:

- Ensure code requires specific levels of landscaping, lighting, signage and pedestrian movement.
- Explore limits on size & amount of surface parking allowed in new development.
- Explore/develop incentives to upgrade poor quality existing lots (urban renewal initiative).
- Shut down/enforce any lots operating illegally and/or require them to bring lot up to a new design/appearance standard.

### Estimated Costs:

It is estimated that costs associated with this strategy would need to be further refined based on investments the City could make into its own lots first. Broader discussions of opportunities that could be made available to private properties need to occur and involve City staff, City Council and the Tillamook Urban Renewal Agency (TURA).

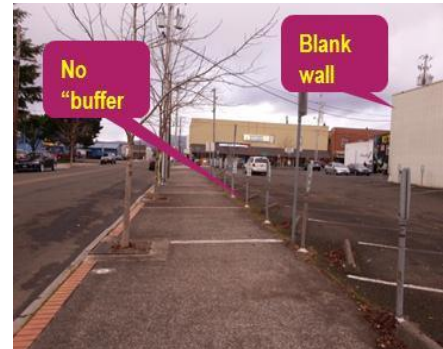
LONG-TERM STRATEGIES (24 – 36+ months)

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

### Challenges/Barriers addressed:

- ✓ Need for more “structure and consistency” in the system (e.g., signage, striping, communication).

Figure E  
Lot Example: Tillamook



Standard Lot Design  
Springfield

- ✓ Need for consistent communication of parking expectations to businesses, employees and customers.

Changes to parking management in the commercial zones of the downtown could cause issues related to spillover of employees seeking parking in residential areas.

It is recommended that the City and Downtown Parking Work Group:

- a. Initiate development of a Residential Parking Permit Zone (RPPZ) policy and program for future consideration and adoption by the City Council.
- b. 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.

Estimated Costs:

It is estimated that costs associated with establishing an RPPZ policy would be carried out by existing staff and brought to City Council for review and implementation.

OTHER STRATEGIES (36 months and beyond)

Stakeholders mentioned other strategies for consideration that include development of comprehensive wayfinding systems (for parking and pedestrians) and development of new parking supply. While these types of strategies could be very useful, it is the consultant’s opinion that given time and cost, such strategies would likely not occur within three years (unless significant other resources were identified). As such, we make note of them here but do not attempt to provide cost estimates at this time.

**F. SUMMARY STRATEGY MATRIX**

**Table 1** below summarizes the strategies recommended in Section E. This summary can be used as a concise outline of all recommendations and as a “checklist” of actions needing attention for a possible Downtown Parking Work Group.

**G. SUMMARY AND NEXT STEPS**

Stakeholders identified a number of parking issues that they believe adversely impact downtown from a visitor’s point of view and from the perspective of business success. These issues were catalogued and approved as consensus challenges/barriers by stakeholders interviewed during this process and at stakeholder workshops.

This memorandum has provided recommendations for parking management strategies (or solutions) that directly address the issues that stakeholders identified. Strategies are presented in an iterative fashion, suggesting that there is a logical order of implementation necessary to achieve desired results. Recommended strategies are also ordered from near to mid to long-term implementation, with estimated costs, where appropriate.

It is hoped that portions of this plan can be implemented as expediently as possible.



**Table 1  
Summary of Recommendations**

Strategy	Implementation Schedule	Estimated Cost	Comment
1. Establish a Downtown Parking Work Group as a forum for addressing parking solutions in the downtown.	Near-term (0 – 12 months)	Assumed to be a volunteer effort with assistance from TRA and existing City staff.	Establishes a representative group of stakeholders to routinely address parking issues communicate with downtown stakeholders and oversee this plan.
2.Stripe all on-street parking in all commercial parking areas of the downtown to better identify parking availability and location.	Near-term (0 – 12 months)	\$1,361 (one-time cost for materials)	Provides on-street striping for 250 stalls.
3. Upgrade on-street signage to create uniform time stays by area and implement a common signage “brand.”	Near-term (0 – 12 months)	Up to \$50,000 (on-time cost)	Provides for poles and signs for new on-street signage (est. @ 50 block faces).
4. Create distinct parking areas to reduce conflicts between visitors and employees.	Near-term (0 – 12 months)	Assumed in Strategies 3 & 4.	Simplifies downtown parking and creates an easy to communicate system
5. Initiate limited parking enforcement activities in the downtown to assure existing time zones are honored and system utilization/turnover is operating as intended.	Near-term (0 – 12 months)	\$20,500 annually \$25,000 (on-time start up)	Provides for .25 FTE (approximately 520 hours per year of routine, yet random enforcement)
6.Establish a business-to-business outreach and communications plan on parking issues and planning.	Mid-term (12 – 24 months)	\$2,500 annually for materials.	Provides a means to communicate effectively with businesses through the Downtown Parking Work Group process.
7. Develop, initiate and routinely report on enforcement actions resulting from Strategy 1 to the Parking Work Group.	Mid-term (12 – 24 months)	Assumed that tracking systems could be developed within software programs already available to the City	Enforcement is a key to success of parking management plan. Tracking performance and results will be crucial.

Strategy	Implementation Schedule	Estimated Cost	Comment
<p>8. <b>Initiate development of parking information via the City’s website (e.g., color maps showing parking areas by time stay, rules and expectations, etc.).</b></p>	<p>Mid-term (12 – 24 months)</p>	<p>\$3,500 (one time upgrade) No estimate for on-going management of web site.</p>	<p>Provides a central and convenient source of parking information for users of the downtown.</p>
<p>9. <b>Partner with the business community to develop/refine a broad-based marketing and communication system for access in Tillamook. The marketing &amp; communication system could include (but not be limited to): branding; maps and Transportation Demand Management (TDM) alternatives.</b></p>	<p>Mid-term (12 – 24 months)</p>	<p>\$7,500 - \$15,000 annually</p>	<p>Implements an on-going and strategic marketing and communications plan for downtown that leverages other efforts to include parking and access.</p>
<p>10. <b>Initiate a complete parking inventory and occupancy study soon after implementation of near-term strategies (i.e., “reset” baseline). This could also be coordinated as a “before and after” analysis of parking timed to the 2015 US101/OR 6 Project.</b></p>	<p>Mid-term (12 – 24 months)</p>	<p>\$16 - \$22,000</p>	<p>Provides baseline and post US101/OR6 data on system performance and parking availability. Supports decision-making.</p>
<p>11. <b>Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots in the downtown to provide for an interim supply of parking where needed. Begin focus on facilities identified as having surplus parking in Task 10.</b></p>	<p>Mid-term (12 – 24months)</p>	<p>Not available</p>	<p>Creates a strategic process for maximizing existing parking supply through peer to peer partnerships in the downtown.</p>

Strategy	Implementation Schedule	Estimated Cost	Comment
<b>12. Improve the quality of surface parking lots in the downtown</b>	Mid-term (12 – 24months)	Not available	Key program to improve the appearance and appeal of existing surface parking facilities.
<b>13. Develop a Residential Parking Permit Zone (RPPZ) policy and program for adoption by the City Council for future implementation in residential areas affected by spillover from commercial parking.</b>	Long-term (24 – 36+months)	Assumes use of existing staff resources.	Prepares a policy and program designed to respond to future constraints that could lead to spillover issues in neighborhoods/residential areas abutting the downtown commercial zone.

**G. SUMMARY AND NEXT STEPS**

Stakeholders identified a number of parking issues that they believe adversely impact downtown from a visitor’s point of view and from the perspective of business success. These issues were catalogued and approved as consensus challenges/barriers by stakeholders interviewed during this process and at stakeholder workshops.

This memorandum has provided recommendations for parking management strategies (or solutions) that directly address the issues that stakeholders identified. Strategies are presented in an iterative fashion, suggesting that there is a logical order of implementation necessary to achieve desired results. Recommended strategies are also ordered from near to mid to long-term implementation, with estimated costs, where appropriate.

It is hoped that portions of this plan can be implemented as expediently as possible.

