

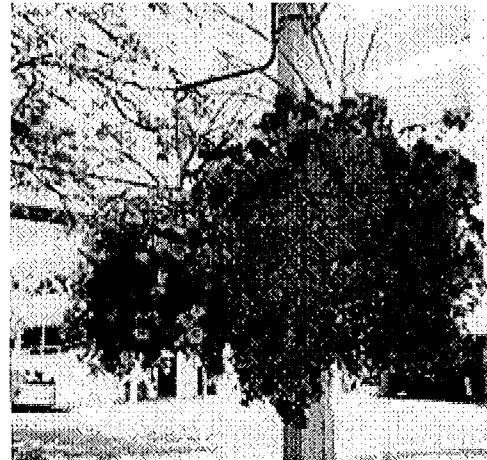
CITY OF VANCOUVER, WASHINGTON UPTOWN VILLAGE PARKING MANAGEMENT PLAN

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UPTOWN VILLAGE PARKING MANAGEMENT PLAN

A. THE ROLE OF PARKING IN UPTOWN VILLAGE

The role of parking in any business district cannot be seen as a stand-alone solution in and of itself. The key to a successful business environment is truly the land uses that comprise it. A vital business district 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 to Uptown Village to park." People come to an area 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 Uptown Village is fully supported.

Parking is just one tool in any City'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.

B. STUDY GOALS

The purpose of this study is to develop a workable parking management plan for the Uptown Village area of Vancouver, Washington. First, the plan will need 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 Uptown Village business district. The plan will also need to be flexible enough to provide the City and area stakeholders 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 this business district.

C. STAKEHOLDER INVOLVEMENT

The Uptown Village parking study is premised in the belief that a full understanding of the role that parking plays in the growth of the area must be informed by active involvement of key stakeholders in the district. Understanding stakeholder concerns and ideas for Uptown Village is critically important because they are the users of the parking system on a daily basis. In addition, their investment and ownership in Uptown Village will be supported as the recommendations of the parking study and management strategy are put in place. Any parking or access changes made to the area will have a direct impact on those who own, work, shop, or live in Uptown Village. The City is committed to a plan that has endeavored to be sensitive to, and cognizant of, this relationship.

To this end, an Uptown Village Parking Management Plan Committee was established to provide oversight, guidance and review of the study process. The Committee was also charged with identifying key issues regarding parking, transportation and access in Uptown Village and the impact of parking on the continuing economic vitality of the area.

Key stakeholders included local business owners, City staff, residents and property owners. These individuals provided significant assistance in the identification, description, and prioritization of issues to be addressed. They have been instrumental in the development of

strategies and plans necessary for implementation of the parking management plan that is an outgrowth of this study. Members of the Committee (and their affiliation) are listed below:

- Rhonda Beckman, Uptown Village Association Representative
- Seanette Corkill, Arnada Neighborhood Representative
- Scott O'Neil, Arnada Neighborhood Representative
- Mike Heywood, Carter Park Neighborhood Alternate
- Jim Johnson, Parking Advisory Committee Representative
- Brian Metcalf, Carter Park Neighborhood Representative
- Joe Morrison, Uptown Village Businesses Representative
- Robert Stewart, Uptown Village Employees Representative
- Lisa Viles, Hough Neighborhood Representative
- Cameron Preas, Hough Neighborhood Representative
- Michael Jacobs, Parking Manager
- Dareen Cartwright, Parking Staff Assistant
- Alison Chinn, Assistant City Attorney
- Rick Williams, Parking Consultant
- Todd Boulanger, Transportation Senior Planner

The work of the Uptown Village Parking Management Plan Committee resulted in the development of functional alternatives and strategies to improve identified deficiencies and initiate a framework plan for the on-going management of, and planning for, access in Uptown Village. The work of the Committee was supplemented and informed by data derived from a detailed parking inventory analysis.

D. STUDY ZONE

The Uptown Village Parking Zone generally comprises the area between 15th Street on the south, 28th Street on the north, Columbia Street on the west and D Street on the east. The map on page 3, below, provides a graphic illustration of the area.

E. CHALLENGES AND OPPORTUNITIES

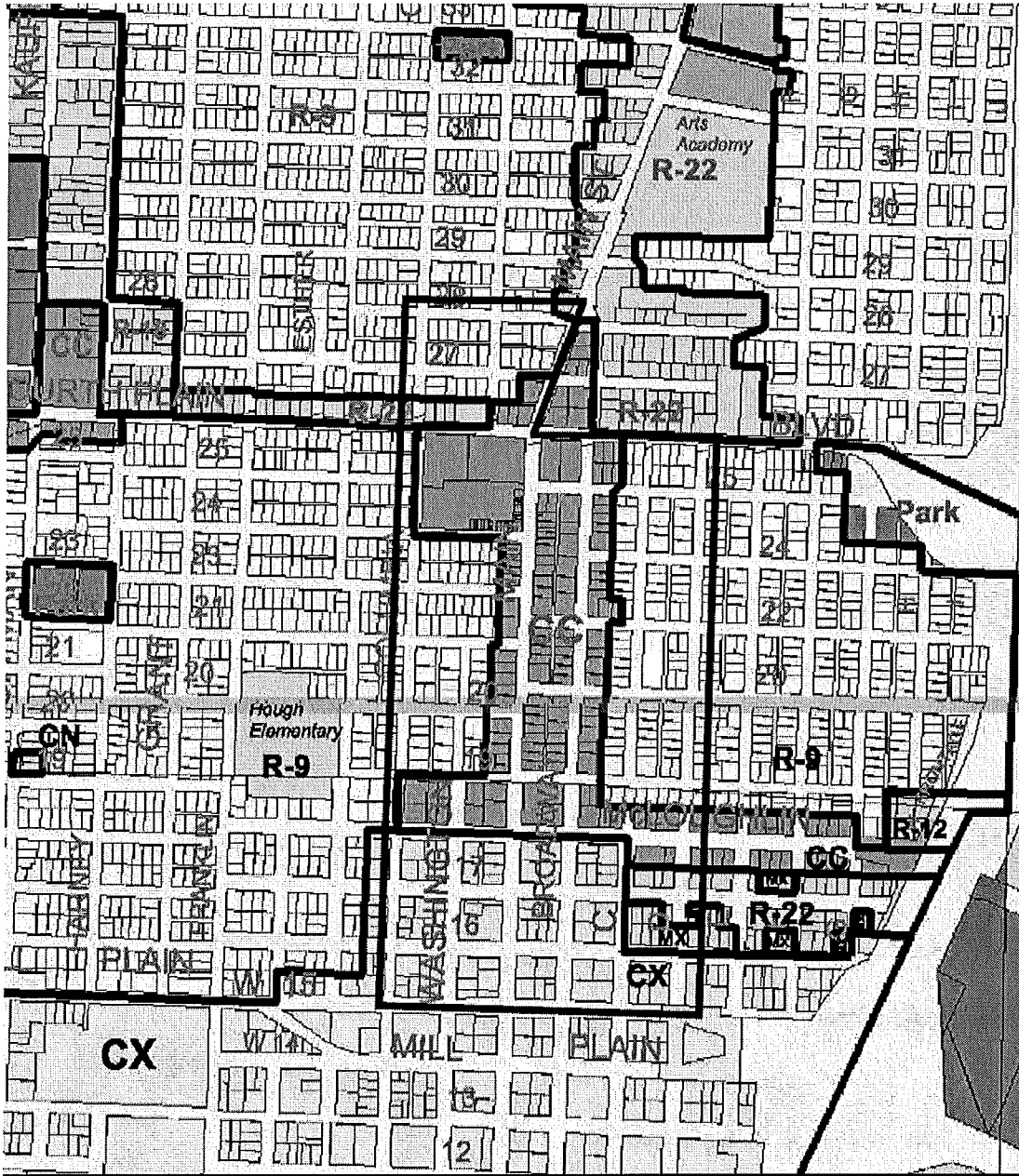
To develop a parking and access plan for the area, it is first necessary to understand the dynamics of land use, access and growth that are unique to Uptown Village. Community perceptions and realities regarding constraints that limit existing businesses from expanding and those that limits Uptown Village's 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, several work sessions with the Committee 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.

Parking Study/Impact Zone



Map Section: D-4



0 850 1,700 3,400 Feet



Date Printed: May 26, 2005



City of Vancouver
Parking Services

Uptown Village
Planning Committee

Parking Impact Zone

Comprehensive Plan Designations

Urban Low Residential	Community Commercial	Office Commercial Industrial	Open Space
Urban Medium Residential	General Commercial	Light Industrial	Water
Urban High Residential	City Center	Heavy Industrial	
Neighborhood Commercial	Mixed Use	Public Facility	Parking Impact Zone Boundary

- Better control of parking in the area.
- Clear and consensus expectations of future planning & actions.
- Coordination between traffic: parking, foot, and bike traffic.
- Managing parking to have "pedestrian friendly" benefits.
- A plan that supports and encourages growth of healthier businesses.
- A better understanding of parking and how it benefits the community.
- Understanding of "Best Practices" in other communities.
- Less reliance on neighborhood streets for non-neighborhood demand.
- Replace parking that has been lost to new development (at minimum, net out).
- Broad communication/participation in plan by the community and businesses.
- Community "buys in" to plan – takes ownership.
- Easy to use finished product - a "usable" parking program.

It was clear from the listing of desired outcomes that Committee members feel the current system of parking management may, at this time, lack the integration and consistency necessary to achieve the larger vision of a growing, vibrant and "friendly" business district. Similarly, the theme of the need to better "understand" parking runs through many of the stated outcomes. 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. Challenges to Access - Consensus Themes

Committee members discussed their insights into the major parking challenges facing Uptown today. They were asked to consider these challenges as they influence Uptown Village's ability to remain vital and to attract and retain business. Overall, eighteen items were discussed. Challenges ranged from general perceptions of parking to actual physical infrastructure. For purposes of this report, the stated challenges have been condensed into four "consensus themes." These themes area are presented below, with clarifying bullet points taken from the Committee discussion following each theme.¹

✓ *The parking system is not yet formatted in a way that best serves the area.* The issue of how parking is provided in Uptown Village 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.

- Not enough turnover and/or appropriate time stays for parking in the district.
- A better understanding of the appropriateness of the current parking format (i.e., meter times, loading zones, management zones, etc.).
- Employees/owners parking in front of their businesses all day on-street.
- Conflicts in the parking supply between customer and employee demand.
- Limited disabled parking spaces.
- Need to attract a more diverse mix of businesses and customers to Uptown Village.
- Need more retail at ground level.
- Need more residential growth (creates additional need to manage parking well).

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

- ✓ Need to better integrate the parking supply with other modes of access. There was a strong sense that while better parking management needs to be supported, additional modes of access need to be encouraged and supported as well. This includes better transit, pedestrian facilities and bicycle options. The Committee noted that transit service and alternative modes could play an important role in addressing access issues and influencing the overall amount of parking that may need to be built in the future
 - Need bus shelters.
 - Consider location of transit stops in the Uptown Village district.
 - Need better and more bus information for employees and customers.
 - Current lack of good/safe pedestrian crossings (Main, 22nd, Fourth Plain).
 - Need for better connectivity to and from the downtown.
 - Become more pedestrian friendly.

- ✓ Safety issues exist in the district that adversely impacts the attractiveness of the business environment.
 - Speed of vehicles (Main Street) is too fast.
 - Safety: Bicycles & Skateboards on sidewalks.
 - Semi traffic on Main Street.

- ✓ The system is not easy to use, particularly for newcomers to the district. Several Committee members noted the current parking format is difficult to use and understand. This can have an adverse impact on district business viability. Compounding this is the sense that directional and information systems for patrons are inadequate. The need for aggressive and sustained marketing and communications will be important.
 - Access is not intuitive to “outsiders”.
 - Parking in the district is hard to understand (i.e., signage, directional systems, location of supply, etc.).

3. Opportunities – Consensus Themes

Committee members discussed programs, strategies or elements that are currently in place and “working for Uptown Village” by contributing to its success and supporting business and economic growth. Overall, Committee members mentioned fifteen (15) items. Opportunities ranged from Uptown Village’s unique business environment to its strong sense of community. Three opportunity themes were clearly distinguished. They are briefly detailed here:

- ✓ Demonstrable commitment to Uptown Village by the City, business community and citizenry. Committee members underscored the active role the business community and citizens have played in Uptown Village’s success and the partnership approach the City is taking in this process. Stakeholders noted that there is a strong “sense of community” in Uptown Village, which underlies its unique character and success.
 - Stakeholder partnership(s).
 - Mayberry USA.
 - Active and committed community groups (business and residents).
 - Sense of place/home/community/friendly people.

✓ A strong positive sense about Uptown Village's future. The Committee was unanimous in its sense that the future of Uptown Village 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 viable business district.
- Becoming a destination.
- A sense that people want to come Uptown Village (Good customer/visitor flow).
- Unique shopping / park & walk / bus friendly.
- Not a mall.
- Unique Niche.

✓ While parking is an issue, Uptown Village has a solid foundation to build upon. Committee members felt that there are positive aspects of the current parking system that should be continued and enhanced. These factors distinguish Uptown Village from the downtown and other shopping areas.

- There are not meters.
- Currently stakeholders work together to "self-police" problems.
- Parking stalls are currently sized well (i.e., comfortable dimensions).
- No back in parking.
- Use of alleys for business related parking needs.

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

F. ACCESS PRIORITIES

1. Key Elements of a Successful Parking Program

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

A successful parking program for Uptown Village would be...

- Simple and intuitive – easy to use.
- Well-signed and understood.
- Is well coordinated with other access modes (i.e., transit, bike, walk, etc.).
- Central place to park and access a trolley, train, bus or whatever mode of transportation people use to take them to the Uptown or downtown areas.
- Free/Affordable parking.
- Safe, secure and pedestrian friendly.
- Well-lit.
- Friendly connections – lighting, benches, plants, aesthetically pleasing, engaging environment.
- Provides multiple parking options (on and off-street).

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 business district. They would also stress the need for an affordable, safe and secure parking system. The parking program should contribute to the overall viability of Uptown Village and its goals and vision. At root, a successful parking system is convenient and user friendly. The charge of the consultant team and the 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 Uptown Village parking system currently services a broad mix of users that include employees of the district, retail patrons/visitors, residents, and in some cases, employees of the downtown. In the future, increasing growth in business and residential development will add to the existing demand on the parking supply. As such, it is important to recognize that a balanced *system* of access needs to be developed and managed to assure the overall vision of a vital, active and mixed-use business district is achieved.

Nonetheless, (for purposes of the management of the publicly controlled supply of parking) the consensus of the Committee was that the priority "customers" of Uptown Village could be broken into two distinct categories. First, in the areas zoned for commercial development, the priority of the parking system should be to accommodate *patrons*; those who come repeatedly to shop, dine, recreate and be entertained (i.e., those who spend money). The general profile of the patron is short-term stays that result in a high turnover of parking in the district.

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.

The fact that the Committee has prioritized the patron and resident as the focal point of parking management (by zoned area) is not to downplay the importance of other users of the Uptown Village district. 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 patron, with additional options developed for all users.²

3. "Is" Versus "Should"

The Stakeholder Committee discussed its access priorities for Uptown Village. 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.

² The term "publicly controlled supply" will need further discussion by the committee as this plan evolves. The fact that little off-street supply is currently available and/or in public control presents unique challenges for creating a "system" of patron 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.

A. *Priority Land Uses*

When asked, “*what is the priority land use(s) in Uptown Village today?*” the Committee responded:

- Retail and professional services

In the future, the Committee agreed the priority for land uses *should* be “a more highly developed mixed-use core” incorporates retail at the ground level with residential above.”

B. *Priority Modes of Access*

When asked to define the priority mode of access to Uptown Village by both customers and employees, the Committee responded as follows:

Customer trips

Today, a customer's priority mode of access to Uptown *is* by the single-occupant vehicle and walking.

In the future, a customer's primary mode of access *should* be through a greater mix of access options (i.e., transit, bike, walk), with emphasis on linking all these options together in a manner that is convenient, simple to use and affordable.

Employee trips

Today, an employee's priority mode of access to Uptown *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 Uptown Village removes a parking space that could be used by patrons of the area.** Also, greater emphasis should be placed on getting employees to live and work in the district.

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 open” and not managed to favor any particular user effectively.

In the future, the Committee felt that Uptown Village on-street parking *should* be better managed to prioritize patrons 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 and that cooperative and coordinated efforts and programs are in place to assure residential priorities in the residentially zoned areas. If employees are misusing the on-street system, then programs and efforts *should* be made to mitigate problems.

Off-street

Currently, there is very little off-street parking supply in the district. When asked, "*should the City have a role in supplying parking in future developments?*" the Committee indicated that this was not their highest priority for how public funds should be spent. As such, continuing efforts to evaluate incentives and/or requirements for how private sector development occurs in the district and how parking is provided in those developments needs to take place. Though the Committee has not come to specific conclusions regarding new development, this could include establishment of minimum parking requirements, operational requirements (i.e. short-term/long-term parking mix) or other strategies to ensure that parking to serve priority users is maintained and enhanced.

D. *Priorities for Alternative Modes of Access*

The Committee considered the role of alternative modes for users of Uptown Village (patrons 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 Uptown Village.
- 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 Uptown Village.
- 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 Uptown Village Parking Management Plan Committee there is a strong consensus on the challenges and opportunities that exist for this unique area of Vancouver. There is also a clear sense Vancouver is moving forward in attracting economic activity and amenities that support vibrant and attractive business districts. 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 the Stakeholders is to assure continued and growing accessibility for patrons and residents of Uptown Village.

G. SUMMARY OF PARKING INVENTORY (DATA COLLECTION)

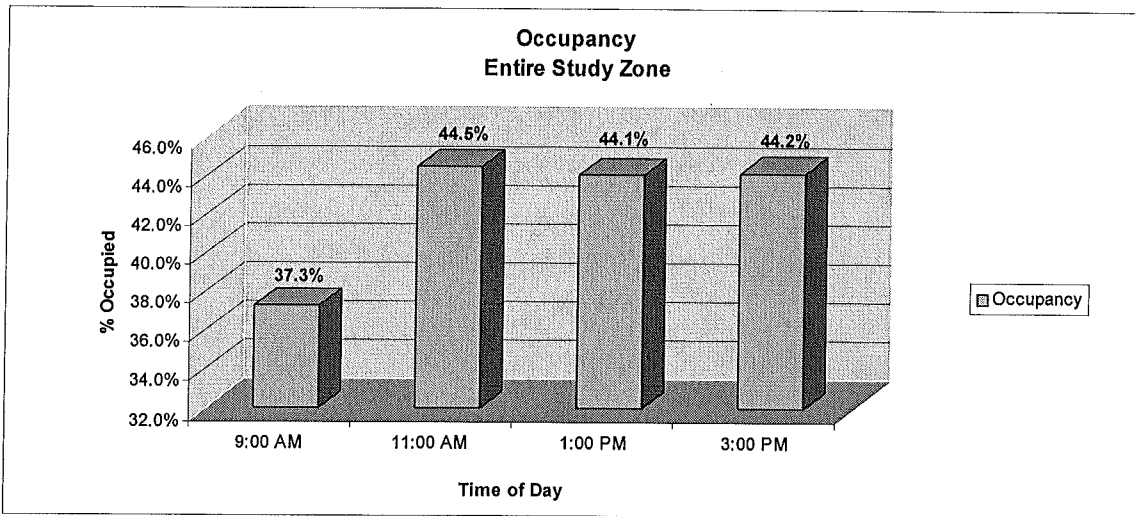
A detailed analysis of parking capacity and use was conducted in the parking impact zone. Weekday and Saturday data was collected.³ In total, the 68 block-parking zone contains 1,352 on-street parking stalls. The weekday survey identified the peak hour at 11:00 a.m., when 44.5% of the parking stalls in the district were occupied. This left 751 parking stalls empty and available for use. Saturday peak hour occupancies were much lower, coming in at 28.7% at 1:00 p.m. Table 1 below, summarizes findings for the weekday survey, to represent the highest point of parking occupancy. Figure A provides a graphic illustration of parking use.

³ The complete findings of the parking inventory for the weekday and Saturday analysis are contained in a PowerPoint summary attached to this report as Attachment A.

**Table 1
Weekday Parking Occupancy**

# of Blocks	68
# of Block Faces	203
Total # stalls	1352
Peak Hour	11:00 AM
Peak Hour Occupancy	44.50%
Cars Parked at Peak	601
Empty Stalls Available at Peak	751

Figure A



Given the low occupancies identified for the entire parking zone, a sub zone analysis was conducted for the area on Main Street between 17th and 25th. This "high occupancy zone" represents the area with the highest level of parking activity within the entire study area. Within this 13-block area, peak hour occupancies increased to 70.6%, with the peak hour at 1:00 p.m. This level of activity is still moderate, leaving 79 empty parking stalls at the peak hour. Table 2 summarizes the sub zone analysis.

**Table 2
Weekday Parking Occupancy – High Occupancy Zone**

# of Blocks	13
# of Block Faces	39
Total # stalls	269
Peak Hour	1:00 PM
Peak Hour Occupancy	70.60%
Cars Parked at Peak	190
Empty Stalls Available at Peak	79

Overall, there is considerable room for growth and absorption of new demand in the Uptown Village Parking Zone. Major conclusions derived from the data include:

- The Uptown Village area maintains a significant supply of underutilized on-street parking.

- A pocket of high utilization (71% at peak) exists along Main between 17th and 25th.
- Parking is available within one to three blocks of any destination in the parking zone.
- A few off-street locations present themselves as opportunity sites, particularly the lot at 15th/16th between Main/Washington.
- No significant conflicts were observed between employee parking and residential parking demand during the survey period.

H. PARKING MANAGEMENT PLAN

This Section presents a proposed parking management plan for the Uptown Village area of Vancouver. The proposed plan strives to remain consistent with access priorities that have been established and give direction to future decision-making for the implementation of parking management strategies. These strategies are designed to assure that priority access is maintained within the parking management zone. Overall, the plan is intended to provide a flexible system of parking management that is triggered by demand and implemented within the context of consensus goals and vision for the Uptown Village business/residential area.

The purpose of the parking management plan is to:

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

Parking and access needs in the Uptown Village business district are unique to this area of the "downtown" in Vancouver. The access priorities developed by the Uptown Village Parking Management Plan Committee envision a parking program that is innovative and flexible to meet the changing demands of an evolving business district. They would also stress the need for an affordable, safe and secure parking system. The parking program should contribute to the overall viability of Uptown Village and the downtown.

1. Parking Management Zones

The desired uses in a particular area of a "downtown" should drive the decision-making for the type of parking required. Parking, then, becomes a management tool that supports specific economic uses. Implementation of parking management strategies in publicly controlled parking supply is supportive of the economic development plan for the City of Vancouver downtown.

The Uptown Village Parking Management Plan Committee established a parking study area that can serve as a future parking management zone. The Uptown Village Parking Zone generally comprises the area between 15th Street on the south, 28th Street on the north, Columbia Street on the west and D Street on the east. A map of the study zone is provided on page three of this report.

As stated, this zone was derived from the Parking Management Plan Committee process and formed through work and analysis completed in Task 3 of the original work scope (i.e. data collection and inventory). Zone boundaries were established based on the existing economic and transportation characteristics, as well as desired uses for the area, as identified by the Committee.

In short, the Uptown Village Parking Management Zone represents an “economic activity area” that is both reflective of existing land uses and anticipated and desired future growth. From an access perspective, this zone will need to be managed in a manner that supports priority economic uses and users identified for this zone.

2. Operating Principles and the 85% Rule

Operating principles define the purpose and priority for parking within a parking management zone. Operating Principles complement and reinforce access priorities established for an area. For Uptown Village, operating principles have been created to reflect access priorities developed by stakeholders in Section F, above. These principles are outlined in (a) below.

Within the context of these operating principles a specific implementation framework has also been developed through which decision-making for the Uptown Village Parking Management Zone is intended to occur. The implementation framework provides an on-going foundation for strategic decision-making grounded in the operating priorities established for the zone and for the downtown as a whole. An implementation framework for Uptown Village is outlined in (b) below.

With adoption of a parking management plan the City will work with Uptown Village stakeholders on ways to work toward reasonably attainable priorities as outlined in the Plan. This will facilitate strategies that support the purpose and priority for parking established in the Operating Principles. The City and Stakeholders will strive to use the “85% Rule” as a decision-making trigger for implementing parking strategies.

It is important to recognize the principles and framework for each zone are intended to serve as neutral reference points from which parking decision-making and strategy implementation are based over time. The “85% Rule” is commonly used by cities and parking managers as a trigger point against which management actions to improve the convenience of access are implemented.⁴

In the management of parking, a supply of parking can *appear* full or constrained to a user when it approaches 85% occupancy. The 85% occupancy standard is an “optimum usage point” within a parking supply that leaves a cushion or buffer of 15% supply to accommodate unexpected peaks and general growth within the supply. More importantly, it also allows for a certain level of *customer convenience* to find *available* parking stalls. In short, communities that employ the 85% Rule use the rule as an action point for considering and/or implementing more aggressive management measures to assist customers in finding available supply.

As 85 percent occupancy triggers are activated, strategies will then be implemented to address specific demand and capacity issues in a manner appropriate to that particular point in time. In this manner, the parking management plan remains fluid and adaptable to changing conditions as the area develops and grows.

⁴ Cities that to use the 85% Rule include Anchorage, AK, Boise, ID, Plano and Dallas TX, Ashland, Bend, Canby, Coos Bay, Corvallis, Depoe Bay, Gresham, Milwaukie and Portland, OR, Markham, Ontario, Canada and Kirkland, and Seattle, WA.

UPTOWN VILLAGE PARKING MANAGEMENT ZONE

The Uptown Village Parking Management Zone currently includes an eclectic mix of retail and service businesses, with a growing concentration of restaurant and entertainment opportunities. It is the intent and purpose of this zone to transition to a more highly developed mixed-use district that incorporates retail at the ground level with residential above. Uptown Village is also uniquely balanced by its adjacent proximity to established and attractive residential neighborhoods.

For purposes of this plan, there are five types of parking that vie for access within the parking management zone. Those types of parking include:

- Short-term patron parking - parking for shoppers, customers and visitors seeking stays in the district of less than four hours. This type of parking has been determined as the highest priority parking within the Uptown Village Parking Management Zone, particularly on-street.
- Long-term patron parking – parking for shoppers, customers and visitors seeking stays of four or more hours. Over time, this type of parking would be prioritized for any publicly owned or controlled off-street parking facilities.
- Long-term employee parking – parking for employees of *Uptown Village*. It is intended that this type of parking would be (a) relegated to underutilized areas of the parking management zone, (b) directed to private and/or public off-street locations in or adjacent to the Uptown Village Parking Management Zone, and/or (c) reduced as greater percentages of Uptown Village employees are transitioned to transit, bike and/or walk modes.
- Residential parking – parking for residents of the Uptown Village Parking Management Zone. It is intended that residents of the “mixed use” commercial zone would be encouraged to park in off-street locations to reduce conflicts with customer/visitor access within the parking management zone.
- Vendor parking – specifically vehicles needing loading/unloading opportunities.

a. Operating Principles

The primary purpose of parking in the Uptown Village Parking Management Zone is to serve patron and other short-term visitor needs and support desired economic uses in the zone. The City's goal is to continue to encourage the mixed-use development of this zone, particularly as it supports ground level business activity. Parking in the zone is intended to serve a balanced mix of short-term and long-term parking needs. It is the City's goal to actively manage the zone to meet a fluid user demand that changes by time of day and day of week. In the interim, surplus parking in the zone can be effectively utilized to meet unmet long-term demand.

- The purpose of, and priority for, public parking in this zone is to support and enhance the vitality of the businesses at the ground level.
- Most (if not all) on-street parking in this zone will be transitioned to serve short-term, patron/visitor parking. Two-hour parking will form the base standard for all on-street parking.
- In the near term, patrons and employees requiring longer-term stay opportunities will be encouraged to park in underutilized on-street parking areas in the zone. This will result in a balanced mix of short and long-term stay opportunities until off-street locations and alternative mode options are developed.

- As occupancies increase, on-street parking for long-term patron and employee parking will require transition into off-street supply (for customers and employees) and to alternative modes of access (primarily for employees).
- Off-street parking will continue to provide a mix of short and long-term stay opportunities.
- Parking will be provided to ensure convenient, economical, and user-friendly access for customers, clients and visitors to Uptown Village at all hours of the operating day (i.e., weekdays, evenings and weekends).
- All on-street parking in the zone will be regulated (i.e., time stay and enforced). The system will initially be enforced by complaint, moving to more aggressive parking enforcement patrols as density and demand dictate.
- Residential parking within the area zoned "mixed use/commercial" will be required to be located in off-street facilities.
- Residential parking in areas zoned "residential" will assure that the priority for on-street parking is for the resident and residential guest/visitor.

b. Implementation Framework

- A. Upon adoption of the Uptown Village Parking Management Plan, the majority of on-street parking in the parking management zone will be 2 hour parking, with an appropriate mix of longer-term parking based on capacity considerations (i.e., 85% Rule). At minimum, Main Street will be 2 hour parking. This is based on the fact that the 2005-2006 parking study indicates that occupancies in the parking management zone are currently at a level that is significantly less than 85%. As such:
1. This mix of parking is conducive to both customers and employees and longer term visitor parking for the area;
 2. There is adequate on-street capacity in the zone to serve patron, employee and residential parking demand in the near term.
- B. The priority for on-street parking in this zone will be 2 hour parking. As strategies within this plan are implemented, long-term patron and employee parking will be transitioned to off-street locations within the zone and immediately adjacent to it. When Uptown Village is fully developed, and based on occupancies, all on-street parking in the zone will be designated as 2 hour parking.
- C. The priority for off-street parking in the Uptown Village Parking Management Zone will be mixed-use parking to accommodate the full range of users, including employees, customers, visitors, clients and residents. Such facilities are intended to provide for a range of time stay opportunities.
- D. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in this parking management Zone. If utilization of on and off-street parking in the Uptown Village Parking Management Zone exceeds 85 percent and turnover meets desired rates, the City will work with area stakeholders to evaluate and possibly implement one, or a combination of, the following implementation steps "triggered" by the 85 % Rule threshold:
- Increase level and duration of enforcement (through self-monitoring and/or by the City of Vancouver) to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).

- Transition overall mix of stalls to higher percentage of 2.0-hour stalls.
 - Pursue shared-use agreements with private lots to provide for additional parking in the zone or adjacent areas.
 - Transition on-street employee parking in the zone into available off-street locations within the parking zone or “satellite locations” accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in on-street locations.
 - Reduce drive alone use by employees by offering options to parking in the zone (i.e., programs for shuttles, transit and ridesharing).
 - Consider and/or implement parking pricing (on and/or off-street) to create greater efficiency in the actual rate of turnover and to create a potential revenue source for new supply.
 - Create new mixed-use public parking supply within or adjacent to the zone.
- E. The City will establish policy guidelines for exceptions to the parking requirements in the zone as summarized in A – D, above.
1. Handicapped/Disabled Access
 2. Any time stay less than two hours
 - a. Specific criteria for approval (i.e., by specific business type).
 - b. Specific locations (i.e., end of block vs. mid block).
 - c. Number per geographic area (i.e., should be shared by users in a particular area).
 3. Loading Zones
 - a. Maximum number per block face(s).
 - b. Limitation on number per geographic area (e.g., no more than two for every three continuous block faces).
 - c. Evaluation of opportunities for shared loading and customer parking.

The Operating Principles established here provide a guideline and framework for implementation of parking strategies within the Uptown Village Parking Management Zone. The Operating Principles also allow for decision-making that responds to the unique qualities and parking dynamics of this parking management zone over time. These principles are based on the 85% Rule, which assures that decision-making and strategy implementation occurs in the context of a strategic response to parking and demand rather than as a reaction to unexpected parking constraints.

Specific strategies for near and mid-term implementation are presented below.

I. PARKING MANAGEMENT STRATEGIES

As a result of the data inventory process and continuing discussions with the City and the Uptown Village Parking Management Plan Committee, specific parking management strategies have been identified and are recommended for implementation. Recommendations for changes in current policy/code and several near-term strategies will optimize the efficiency of the *existing* parking inventory in the Uptown Village area. Additional mid and longer-term strategies are also recommended for consideration. The consultant team believes all of the recommendations

presented in the report are consistent with the study goal of improving and enhancing the parking system in Uptown Village. We believe all the strategies recommended in this report will assist the City to more effectively manage its parking supply.

These recommendations are organized as follows:

1. Recommended Policy Actions
2. Parking Management Strategies: Near-term Implementation
3. Parking Management Strategies: Mid-term Implementation
4. Parking Management Strategies: Long-term Implementation

1. RECOMMENDED POLICY ACTIONS

a. Adopt policy for the Uptown Village Parking Management Zone that prioritizes parking by zoning.

There is some confusion in parking management related to the priority for parking based on zoning that is currently in place. It is recommended that policies be clarified to assert that in areas zoned commercial, the priority for public parking is the commercial visitor, vendor and/or employee of commercial properties. In areas zoned residential, the priority for public parking is the visitor/guest of the residential units and the residents themselves. Clarifying such policies will better support the parking management strategies contained herein.

b. Adopt/reaffirm the 85% Rule as the optimum occupancy standard for the parking management zone and the “trigger” point for decision-making.

The Uptown Village Parking Management Plan Committee endorses the 85% Rule as the best measure of system performance. More aggressive actions for managing parking should be implemented when the entire parking management zone exceeds 85% peak hour occupancy as determined in routine inventories of the zone (see 3. (c) Mid-term Implementation, below).

c. Develop and implement minimum parking ratio standards for new residential development that occurs within the Uptown Village Parking Management Zone.

It is apparent that new residential development within the parking management zone will increase demand and create constraints upon the parking supply. Though the desire is to increase residential development (built over street level retail activity) lack of parking standards for residential development in a mixed-use commercial zone will adversely affect visitor access in the area, as well as conflicts with commercial uses and adjacent neighborhoods. Residents living within a commercial zone in the Uptown Village Parking Management Zone should not be allowed to park on-street, particularly as occupancies begin to exceed 85%.

d. Establish/expand the parking Fee-in-Lieu Program to accommodate residential developments that cannot incorporate parking into development sites (i.e., for reasons of site size, geometries, etc.).

Fees-in-lieu provide developers an option if site constraints make parking prohibitive to a project or if a developer chooses not to build the minimum level or required parking. It is recommended that fees-in-lieu would be paid by the developer to the City at a rate of not

less than one-half the value of a structured parking stall. The funds generated from a Fee-in-Lieu Program would be allocated to a dedicated parking enterprise fund for development of future public parking in strategic locations within, or adjacent to, Uptown Village.

Consider allowing “credit” from the fee-in-lieu for programs/strategies that meaningfully reduce parking demand within a development project (i.e., transit, bikes, Flexcar, etc.). Developers seeking program “credits” would have to demonstrate that the demand reductions are real and sustainable over time.

e. Adopt “mode split” goals for Uptown Village that are supportive of the area’s mixed use development vision(s).

The Uptown Village Parking Management Plan Committee prioritized the need to move increasing numbers of area employees into alternative modes of access (i.e., transit, bike and walking). Establishing mode split percentage targets in each of these areas will facilitate on-going discussions of programs and strategies that will be effective in influencing changes in employee mode choice. It was apparent from the Uptown Village parking study that the more successful the area is in transitioning employees to modes other than driving alone will contribute significantly to the efficiency and cost effectiveness of the Uptown Village Parking Program. Adopting mode split targets/goals for the Uptown Village business district will need to be coordinated into existing City planning efforts and compatible with future access infrastructure investments in the area.

f. Consider establishing parking maximums for commercial and residential development in the Uptown Village Parking Management Zone.

Parking maximums will limit the amount of parking built for various development types, promote and coordinate alternative modes of access and contribute to the urban form envisioned by Uptown Village Stakeholders and the City in its Vancouver Center City Plan.

g. Develop a policy that encourages private sector development of publicly available parking in Uptown Village to increase access capacity for the area.

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.

Given the cost of parking development, it would be important and useful for the City to encourage the development of publicly available parking in future private development projects. The opportunity to provide incentives for more flexible management of private supplies (allowing general public access) or additional supply for public use within a private project should be explored. This policy should be coordinated with d, e and f, above.

2. PARKING MANAGEMENT STRATEGIES: Near-term Implementation

The following strategies are recommended for near-term implementation:

a. Assure that all on-street parking on Main between 15th Street and 4th Plain is signed as 2-Hour parking.

The recently completed parking survey of the Uptown Village study zone found that the current supply of parking along Main Street is the most highly occupied (weekdays and weekends). All parking on Main Street should be signed *and* for 2-Hours through the existing agreement between the City and the Uptown Village Business Association. When occupancies exceed the 85% occupancy threshold, the City may take a greater role, particularly as described in 3. (c), Mid-term Implementation, below).

- b. All parking on east/west streets between Broadway and Washington should be signed as 2-Hour parking in the area between 15th Street and 4th Plain.**

With 2. (a), above, this would create a “high activity core” within the parking management zone that facilitates the highest levels of parking activity currently observed.

- c. Consider use of 3-hour on-street parking signs in all other commercial areas of the parking zone to encourage longer-term customer parking on streets adjacent to the “high activity core” described in b, above.**

Parking occupancies in most areas of the parking management zone outside the “high activity core” are significantly underutilized. Increasing near-term time stays to 3-hours should provide an incentive for customers with longer-term stay needs to park adjacent to the core. Given low current occupancies, it is recommended that the existing two hour time stay allowance for visitors in residential permit areas be increased to three hours as well, thus providing a consistent standard for visitors in underutilized parking areas.

- d. Remove all 15-minute stalls in the parking management zone and develop “exception criteria” to guide approval of such stalls in the future.**

As per the recommendations in Section H, 2, *Operating Principles & the 85% Rule* above, 15-minute zones should only be allowed by exception to this plan. A specific set of criteria should be established to control the number and approval of 15-minute zones in the area.

- e. Stripe/re-stripe public inventory of on-street parking.**

The majority of on-street parking within the 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.

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. Some areas along C and D Streets are not striped at all.

It is recommended that the City:

- Include routine and periodic re-striping of the public parking supply in the on-going City's capital improvement budget.

- f. **Assure that publicly owned parking in Uptown Village is not used as a satellite location or “park and ride” for those who would park their vehicles in the district for purposes outside the district.**

Members of the Parking Management Plan Committee expressed concern that some individuals are using available publicly owned parking in the zone to avoid parking costs downtown or to take transit to destinations outside of Uptown Village. As parking occupancies in the zone increase over time, the City will need to consider implementation of programs or strategies that support the goal of managing the publicly owned parking supply to assure convenient and on-going access for the priority “patrons” that have been identified for the Uptown Village area, i.e., visitors, residents and employees of Uptown Village. On-going discussions with stakeholders should take place to evaluate options and opportunities to maximize parking supply for priority users of the parking system.

3. **PARKING MANAGEMENT STRATEGIES: Mid-term Implementation**

The following strategy is recommended for mid-term implementation:

- a. **Negotiate shared use and/or lease agreements with owners of private surface lots to provide for an interim supply of parking per desired use(s).**

Several private lots were inventoried during the data survey. All are located within the study area and have underutilized parking stalls, even during peak times. At the peak hour these lots have abundant available parking and generally display signage that is inconsistent and confusing to customers and visitors. The ability of the City to “capture” as many of these stalls as are available will provide an effective, low cost strategy for mitigating access constraints during peak demand periods. Lots were identified on the blocks located between 21st / 23rd at Main and 20th/22nd at Main/Broadway.

It is recommended the City:

- 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).
 - Explore the development of incentives to encourage such agreements (i.e., signage, landscaping, lighting, sidewalk improvements, leasing, revenue sharing, etc.)
- b. **Create and implement a package of incentives for the private development of publicly available parking supplies.**

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 development projects. The package of incentives would follow adoption of a parking incentive policy described in 1. g, Policy Actions, 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 agreements⁵.
- Property tax abatements.

c. Routinely conduct parking inventory analyses in Uptown Village.

The recently completed analysis of Uptown Village's parking inventory provides excellent information on parking utilization and peak hour capacity.

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 the City and Uptown Village stakeholders 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.

It is recommended that:

- A parking inventory analysis is conducted at least every two years. Information from these updates would be forwarded to the City Parking Manager, the Downtown Parking Advisory Committee and Uptown Village stakeholders for review, evaluation and development of strategy recommendations. Recommendations would be forwarded to the Mayor and City staff for consideration for implementation.
- A parking inventory analysis may be conducted sooner than two years if a development project exceeding 20,000 square feet occurs within the district and/or at the request of Uptown Village stakeholders.
- If parking occupancies within the entire parking management zone exceed 85%, the City may implement additional parking enforcement measures to promote desired turnover and space availability within the zone.

4. PARKING MANAGEMENT STRATEGIES: Long-term Implementation

The following strategy is recommended for long-term implementation:

a. Develop and implement a strategy for future parking pricing.

It is important to note that the Uptown Village Parking Management Plan Committee sees pricing as a last resort, underscoring their goal of maintaining free parking for as long as possible. The Parking Management Plan Committee would recommend pursuing all near and mid-term strategies to assure the fullest and most effective use of the parking supply before pricing is considered. At some point, however, the Parking Management Plan Committee recognize that the economics of creating new parking supply and managing access priorities may result in the need to pursue pricing. Again, for the purposes of this plan, pricing is considered a last resort option.

With this in mind, it is recommended that the City establish a framework through which pricing would be assessed. The City needs a coordinated strategy for how parking pricing will be implemented in Uptown Village as the demand for parking and new parking supply

⁵ Revenue agreements are lease agreements whereby the City agrees to a guaranteed lease for spaces at a negotiated rate per stall.

evolve in the mid- to long-term. Once developed, the parking pricing strategy should be presented to the City Council for review and approval.

The outline of strategy issues presented below is intended to inform the City on major decision and management guidelines should pricing adjustments become necessary as a means to maximize and facilitate access capacity.

1. Pricing on-street parking and enforcement to increase efficiency and capacity.

As the 85% Rule triggers additional and more aggressive management of the supply, Uptown Village may at some future point consider more complex systems for pricing parking and enforcement. At that point pricing would be intended to (a) facilitate more efficient turnover, (b) encourage use of specific facilities in specific areas of the downtown (c) encourage use of alternative modes, (d) remain consistent with comparable business districts and markets and (e) provide funding source for new supply and alternative mode options.

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

2. Pricing parking in publicly owned off-street facilities.

The City should establish a policy for pricing in publicly owned or controlled off-street facilities in Uptown Village. The framework of such a policy is provided below, but will likely need to be coordinated (when appropriate) with policies already in place in the downtown:

- "Short-term rate" is equal to hourly fee charged at on-street system.
- Evening rates established to attract/serve appropriate uses.
- Long-term, daily/monthly rates balanced by Rule of 85% and cost of living/inflation.

3. Create varied rate structures to incent employee parking in specific areas.

By creating rate structures that encourage off-street parking, the City can allow rate to influence employees' decisions on where to park (for instance, lower monthly rate to park in off-street location, higher rate in specific on-street locations).

J. SUMMARY

The City of Vancouver and the stakeholders of Uptown Village are striving to promote growth that fits into the future vision of downtown. A strong parking management plan is one tool that can assist the City and stakeholders in attaining its vision.

A strong parking management plan:

- Defines the intended use and purpose of the parking system.

- Manages the supply.
- Enforces parking policies.
- Monitors use and responds to changes in demand.
- Maintains the intended function of and priorities for the overall system.

The parking management strategies recommended here were developed to optimize the use of existing parking resources in Uptown Village and realistically prepare for future new supply. These strategies include policy recommendations, near-term management recommendations, and on-going (mid- and long-term) management recommendations.

The strategies are presented in a logical sequence of activities and decision-making that build upon each other. We believe the parking management plan presented in this report will support on-going and sustainable economic vitality for Uptown Village by assuring access for customers, visitors and employees of Uptown Village and strategies that effectively respond to changes in demand over time.

As with any parking management program, the success of the plan is dependent upon its adoption into City policy. Parking management is an on-going process that requires the commitment of time, resources and public/private effort. The plan and its associated policies and strategies need formal endorsement by the Uptown Village Parking Management Committee, Downtown Parking Advisory Committee and City Council to assure implementation and on-going management of the parking system.