

Parking Management Manual SAC

Monday, October 16, 2017

4 p.m. – 6 p.m.

Portland Building

1120 SW 5th Ave, Suite 800

Portland, OR 97204

Meeting Notes

Members in Attendance

Reza Farhoodi (Pearl District N.A.), Lisa Frisch (Portland Business Alliance), Tony Jordan (Portlanders for Parking Reform), Juliana Lukasik (CEIC), Rick Michaelson (NW), Owen Ronchelli (Go Lloyd), Bob Hillier (Freight Committee staff)

Project Team in Attendance

PBOT: Chris Armes, Malisa McCreedy, Nicole Powell, Kelly Sills; Kimley-Horn: William Reynolds; Spencer: Joseph Spencer

Additional Attendees

Peter Stark (CEIC)

Public Comment Period

- No public comment.

Workshop Outline

- Updated Schedule
 - 5/15: Manual Intro, 6/19-7/17: Meter Districts/Revenue Allocation, 7/17-9/18: Price/Time Limits, 9/18-10/16: Time Limits/Event Districts, 10/16-11/27: Enforcement, 11/27-1/15: Loading Zones, 1/15-3/19: Draft Manual
 - Note: 1/15 is MLK Jr Day, so this meeting will be moved, likely back a week.
 - The goal was to wrap up by the end of the year, we extended the timeline a bit, which will give us time to put together a draft manual in December and get that out to the SAC to review at least 3 weeks before the January meeting. Public outreach will take place in February and will come back to this group with a revised version of the manual in March.
 - Malisa – We are hoping to take the document to Council in April.
- Updates on topics from last month (Event Districts and Time Limits) based on feedback from the last meeting.
- Discuss Enforcement; will be largely informational and focus on three items for draft guidance, not a detailed discussion of changing enforcement practices.
- Please use Name Cards to request floor, want to hear from everyone.

Event Districts

1. Document Updates Based on Discussion

- Goal with this chapter of the PMM isn't to get into the details of how to establish event districts, it is high level guidance so that when each area (focusing on Moda Center, Veterans Memorial Coliseum, and Oregon Convention Center) proceeds with an event district the manual is there to provide general guidance, not intended to get into a lot of the details. There was some confusion when we talked last time that we hadn't defined event districts very clearly, so that has been updated now to identify those three additional centers as venues with 10,000+ capacity: Providence Park (current), Moda Center, Veterans Memorial Coliseum, and Oregon Convention Center.
 - Rick – What is the purpose of event districts?
 - William – Primarily it is to allow a mechanism to price on-street parking more comparably with off-street parking during events to encourage the use of alternative modes.
 - Rick – Is price the only mechanism?
 - William – Pricing and time limits. To consider readjusting some of the time limits on-street, ex: 2-hour time limit during event doesn't cover length of event.
 - Rick – Nothing stated about adjusting time limits.
 - William - Will add more details on time limits.
- Event District Implementation Guidance
 - Only events which are expected to draw at least 10,000 attendees should be considered for increased Event District on-street parking rates
 - Rick – How to determine expected attendance?
 - William – Venues estimate attendance in advance based on ticket sales.
 - A parking occupancy study should be conducted during an event to inform development of district boundaries
 - On-street event pricing should only be used on blocks with existing metered parking
 - PBOT should be notified at least 6 months in advance of the Event District on-street parking management plan (on-street rates, time limits, and dates/times in effect)
- Rick – Isn't PBOT involved in developing the plan, so they already know? It sounds like an outside group can propose a plan 6 months in advance.
 - Malisa – No, the event district would be in effect, the 6 months in advance is to set rates. Ex: Timbers schedule is given to PBOT 1 year in advance, so we can program the meters.

- Reza – How does the first bullet coincide with meters in the Lloyd District? Because they are turned on until 10pm whether there is an event going on or not.
 - Malisa – Those questions would be answered by the stakeholder advisory committee. These are just guidelines on how to establish an event district.
- Juliana - Is there an SAC for Providence?
 - No.
 - Juliana – Are you going to form one?
 - Rick – There is the NW SAC, which deals with the area north of Burnside.
 - Malisa – There is a good neighbor agreement.
- Juliana – As you normalize everything, you might recommend that you have a subcommittee for this. Will the system be able to support playoff games?
 - Malisa – Right now the good neighbor agreement is for regularly scheduled games, not playoffs. If a playoff game is during regular meter hours, that will be enforced.
 - Juliana – If you go to a playoff game on a Saturday at 1pm, those are regular meter hours, so if you are parked in a 2-hour zone are you going to get a ticket for parking longer than 2 hours?
 - Yes, you'd be at risk for citation.
 - Juliana – I think that is a missed opportunity.
 - Chris – Moving forward we would like to have a SAC to help with this.
 - Juliana – Is it your intention to try to deal with some of these issues?
 - Malisa – Yes. Owen, you can probably speak more to this, they creep into the neighborhood and spillover into businesses during events.
 - Owen – There is a reason for why time stays are what they are around the Rose Quarter, but it is time to revisit them.
- Lisa – If you put an event district in would you be able to have private garages open up and charge for parking? Like in NW with the hospital? Could you charge for parking in an underutilized private lot?
 - Chris – Yes, they can do that now if it is an allowed use.
 - Lisa – Wasn't there a special arrangement for the hospital?
 - Rick – That is because the hospital is in a residential zone, but the others are commercial zones, so commercial parking is allowed.

Time Limits

1. Document Updates Based on Discussion

- The goal moving forward is that whenever PBOT is implementing new time limits, the default would be 2-hours and then there would be a mechanism to request either a 15 or 30-minute stall and a 4-hour zone which would be at least 40 parking stalls for enforcement purposes.
- Language updated to allow businesses to make requests for a 4-hour zone (rather than solely SACs)
 - Malisa – Bob, as an FYI to you, Pia had concerns about the 4-hour zones and we did take her comments into consideration, so it has been incorporated.
 - William – That is the very first bullet point on the slide, that businesses may make request for a 4-hour zone due to concerns expressed at the last meeting. Businesses can complete basically a one page handout: names and addresses and desired location of spaces.
- Rick – In NW we have 2-hour zones within 4-hour zones, does that create an enforcement problem?
 - Malisa – Yes, it is hard to enforce if you do not have a large enough cluster.
 - Joe – You can do 2 and 4 hours, but you must remember, it is a different enforcement level and you generally handle it all as 2-hour pass and 4 hours aren't eligible for tickets. There is a little extra work involved.
 - Rick – Should that go away when everyone pays by license plate?
 - Chris – It will still be the same; doesn't impact enforcement for pay by plate vs. pay and display.
 - Joe – It is a bit of a complication from an enforcement perspective, but if there is a legitimate need, then you work with that. You don't want enforcement practices to drive your parking policy.
 - William – The other consideration is to make spots easier to find for users when they are searching for parking. The more you can have zones together, it is easier to navigate.
- High-turnover Parking Space Request
 - It was unclear at the last meeting what the responsibility of the business is vs. PBOT's responsibility for high-turnover parking space requests. Clarified responsibilities of businesses in submitting requests compared to PBOT's analysis responsibilities.
 - We've added a sheet in the document to make it clear that the business that is requesting a high-turnover parking space has minimal data to submit: name and address, confirm no private off-street parking provided, type of business (supporting documentation to demonstrate short average stay if not on pre-approved list), current time limit on block, desired location of parking space.

- PBOT's responsibilities: Location of existing high-turnover stalls within 1-block of requesting business, and date of last review. Occupancy during the two-hour peak period of the adjacent block (must exceed 85%).
- 4-hour Zone Request
 - To be completed by requesting businesses: names and addresses (minimum of 2), desired location of at least 40 4-hour parking spaces.
 - Rick – How would you demonstrate the need for a 4-hour zone?
 - William – PBOT can pull the data to know what the average duration of stay was.
 - Rick – If there is good enforcement now, you won't be able to show there is a need for longer time stays.
 - Joe – From an enforcement perspective if your average duration in a 2-hour zone is 2 hours and 20 minutes, that isn't terrible. You don't want your average duration over 3 hours. Going forward one of the recommendations we have is trying to align enforcement zones/beats with other parking districts. If you want to find out if you need 4 hours you want to complete occupancy surveys and get capture data. In most of the surveys that are done they take the full plate, so you can compare the survey data and citation data to find capture rate.
 - Owen – My one comment about this is that unless time stay or meters are in place and being enforced, which suppresses the time stay, if you are in a zone that is currently 2-hours and you want to move it to 4-hours and you are out there collecting data you are going to find that the average time stay is 2 hours and 20 minutes because signs are posted and people have paid for meters that are only 2-hours. There is going to have to be some suspension, to make a leap from a 2 to 4-hour system.
 - Malisa – PBOT used a similar process to change time stays in Old Town China Town because we had the downtown data and ticket data. We could see that people were preferring to stay 97/98 minutes instead of 60 or 90 and that is why we increased the time stays to 2-hours and 4-hours there. We went to the businesses and asked if that made sense for them. We are really trying to get to that data driven informed decision making as much as possible. Balancing it with outreach to the businesses and residents.
 - Rick – In NW it didn't really matter if it was a 4-hour space or a 2-hour space, people basically stayed the same amount of time all through the zone.
 - William – Decisions will be based on outreach and data. Collect data so you have something to discuss with the businesses, but the businesses that would be impacted by that decision would have a say.

Focus Area #1 Enforcement

1. Background

- This is more for background and a sense of context.
- Malisa – We can't do any of the things we want to do without enforcement, it is a partnership.
- Organization
 - Area covered: 45 square miles
 - 73-74 authorized positions, some overlap in duties and rotate meter collection with other roles, additional abandoned auto support are pulled from other positions. Beats are generally divided by mode of transportation.
 - Office positions: enforcement manager, administrative support, assistant business system analyst, supervisors, dispatch
 - Field positions: delineators, abandoned auto officers, scooter beat officers (outer areas), bike beat officers (NW, CEID, Lloyd), meter collections officers, walking beat officers (downtown), swing shift officers
 - Primary Focus Area: 18 Area Parking Permit Program (APPP) Zones, time-limited areas, 15,000 metered stalls
 - Additional areas of responsibility: meter collections, responding to abandoned vehicle complaints, booting of scofflaw vehicles, responding to public complaints of illegal parking, posting of reserved and temporary parking permits
 - Annual budget: \$7,000,000
- Annual Citations
 - No meter receipt 22%, overtime meter 21%, loading zone 6%, overtime parking 4%, area permit required 4%, improper display/meter receipt 4%, no parking anytime 3%, prohibited time 1%, other parking infractions 12%, other (non-parking) 22%
 - Overtime parking citations at 4% is good, this is one of the least enforced regulations in a lot of cities because it is a pain to enforce.
 - Overtime meter is either because they timed the vehicle in the metered space and they get a hit that it is overtime or if the vehicle paid for 2 hours at a meter, but is still parked there two and half hours later (could be issued as unpaid).
 - Kelly – Are the loading zone citations for an inappropriate vehicle in a loading zone or is that the length of stay in the loading zone?
 - Joe – I'm not sure, but probably both, but would have to look at exact wording of the code. Usually it is probably vehicles that aren't appropriate to the zone.

registration is expired, you can issue a ticket for that. Issuing non-parking citations with a parking violation vs. independently seeking non-parking violations out.

- Malisa – Need to resolve the underlying policy of should we be issuing those tickets (non-parking) in the first place.
- Reza – I have a question about areas the City knows are notoriously high citation areas, curious if the numbers causes you to think about how to improve the violation rate for example. NW Naito between the Steel and Broadway Bridges has a high citation rate because people that live in the condos near there park on the street overnight and then between 8-9am it seems like enforcement officers know to go there because people are going to be parked over time because they are not going to move their cars in time. I'm wondering, does the City do anything in these situations to better communicate enforcement hours? Or does it impact anything the City does in trying to reduce the violation rate?
 - Malisa – I'm not able to speak to that because I haven't looked at the enforcement data on that because while that may be the perception it might not be the reality.
 - Reza – There was an article in KGW or something this year.
 - Malisa – Enforcement is looking at everything on how they do business and I can mention that to Kezia, the Division Manager. Part of their consultant study is looking at how they do business and some policy decisions on what they are enforcing and how they are enforcing, making sure it is for parking compliance and not just for tickets.
 - Reza – I know the rules are the rules, but if there is anything we can do to get the word out.
- Lisa – The complaints we get downtown aren't for overtime parking, it is the other citations (missing front license plate, etc.).
 - Malisa – Will mention that to Dave. We have been having a lot of internal discussions about what is our core business.
- Joe – One thing I want to point out that in the period that they issued 215,000 tickets they also issued 87,000 warnings. People get upset about citations, but there are a lot of situations when they could be issuing tickets, but they are issuing warnings instead.
 - Rick – How do they decide if it is a ticket or a warning?
 - Malisa – It is a judgement call by the officer, it could be that they have never seen this person before so they issue a warning rather than a ticket, they can pull up history on tickets they've issued. This is another practice that is getting looked at.
- Responsibilities

- Patrol duties: meter enforcement, time limit enforcement in unmetered areas (labor intensive), APPP enforcement (mostly complaint driven), booting (hot list of plates from the County based on amount of citations owed, if it is a boot eligible vehicle it is booted and if outstanding tickets aren't paid the vehicle is towed, if tickets are paid the boot is removed), response complaints
 - Malisa – Booting has been a successful program because it changed people's behavior, a lot of people paid their tickets and the program was suspended because there weren't enough vehicles in violation.
 - Joe – Labor intensive operation, but if you capture enough of them you typically do it for 6 months, then take a break, it goes in cycles. If there is enough publicity, it is fear based behavior change, see that something happens to you if you don't pay your tickets.
- Joe – In response to complaints, the beats are very large (especially the scooter ones), they must pick and choose, go to trouble spots more regularly than others, they will base their patrol on complaints. Discuss on the daily basis where they want to go that day, but then they might get called away for something like a blocked driveway complaint. There are also time limits further out in the city, so you are supposed to cover those as well.
- Non-patrol duties: dispatch, abandoned vehicle claims (are the biggest issue and are up around 70-80% in the past few years, very labor intensive with back and forth effort), delineation (meter bagging), meter collections (less coinage and meters self-report coin collection level, effort should decline with credit card, Parking Kitty, and pay by plate payments)
- Lisa – Do any of the meters take coins?
 - Malisa – All the pay stations take coins, not cash, but 96% of transactions are credit card.

2. Draft Guidance

- Enforcement job is to patrol when enforcement meters and time limits are in effect.
- Enforcement Hours
 - For new time-limited or metered areas: start with 10am to 7pm, Monday through Saturday (unless specific need for longer hours)
 - To extent enforcement hours: 70% occupancy or higher
- Rick – Is there a reason for not going to Sunday for enforcement?
 - Malisa – Sunday enforcement is something existing SACs can discuss. This is for new ones, start with default of Monday through Saturday, but if SAC wants Sunday that is something they can have.
 - William – A lot of the value here is having that default later in the morning and using data.

- Malisa – Tying this in with Vision Zero effort, to keep drunk drivers off the street by allowing drunk drivers to leave vehicles overnight and pick them up later the next morning.
- Performance Measurement
 - Traditionally in assessing enforcement performance, you want to look at the violation rate.
 - Violation Rate = unique vehicles in violation/unique vehicles observed
 - Ex: if you do three passes and see the same vehicle parked in violation all three times, it is only 1.
 - It is basically the percentage of vehicle parked in violation.
 - Overall goal is 10%, 5-9% in densely parked areas.
 - Capture Rate = unique vehicle cited/unique vehicles in violation
 - Overall goal is 15%, 30-40% in metered areas, lower in lower priority areas
 - Rick – If your overall goal is 15% and your goal in the metered areas is 30-40%, is non-metered goal 5%?
 - Joe – Yes. Metered areas are relatively easy to enforce, you pass through and vehicles are either paid or unpaid. Something like no parking anytime are usually shorter duration, you must be in the right place at the right time to issue a citation for it. The 15% goal is fairly aggressive, the best I've seen is 20%.
 - Malisa – What should capture rate be for APP zones?
 - Juliana – Is this part of the language that we are going to put into the PMM?
 - Yes.
 - Juliana – I'm concerned about the lack of any mention of permits, it is meter focused, are we getting to performance measurements for permits?
 - Malisa – That is what I was clarifying.
 - Joe – That is a difficult question to answer because it depends on how enforcement is being done. If enforcement is being done on a complaint driven basis or by people that have 3-4 other types of responsibilities. I know one of the things the department is considering is looking at license plate recognition technology.
 - Juliana – License plate technology is the same for permit vs. meters. So, saying that a permit is difficult to monitor in that case seems incorrect.
 - Joe – It is different for the following reasons: LPR (license plate recognition) is built into the handheld devices officers use, but in general in a lot of the metered areas in downtown it is not practical to use LPR because it is

mounted on a separate vehicle, you need a place to pull over if you see a vehicle in violation so you can ticket it. A lot of cities don't use LPR on busy metered streets.

- Rick – On Parking Kitty don't they have to use license plate recognition?
- Malisa – Yes, but they are typing in the license plate number now into a handheld device. With LPR there is a camera on a vehicle that reads the plate number.
- Malisa – Juliana, I think what you are getting at is if you were making a recommendation for this, what is the recommended capture rate for an APP? Regardless of the technology, this committee is going to say we support this and we think APP should be shooting for an x% (ex: 10%) capture rate. The question I believe is what would be your thought on what that capture rate should be because APPs are not necessarily lower priorities than metered areas they are just not enforced at the same level currently. If we could have a recommendation out of this group that says we would expect capture rates to be shooting for something more than what we have, what would that percentage be? If you don't have the answer right this second, that is fine.
- Rick – Do we know what the capture rate is downtown?
 - Joe – When I asked people they said they were unaware of any capture rate studies that have been done.
 - Rick – My personal capture rate is that we entered the wrong license plate on Parking Kitty and were cited 1 time out of parking 12 times.
 - Malisa – If you get a ticket with Parking Kitty because you entered your license plate incorrectly, we are cancelling those tickets, unless you've done it more than once (unless it was the same day).
- Joe – The difference is an LPR vehicle with cameras mounted on it can read license plates at 20 mph, so you can go down a street and mark vehicles, it beeps to tell you which vehicles are in violation. If it is set up properly you must put a result in for the type of citation or note. It is very good where it is practical to use, where you can pull over to issue the ticket. This could be effective in some of the permit districts.
 - Juliana – I think it is a critical thing to talk about. It is important to have this conversation as we initiate new permit areas.
 - Malisa – William, if you can make sure that we come up with language around capture rate for permit areas.
 - Chris – Going from time stays to meters and APPs are the companion piece to that.
 - William – Am I hearing just APPs or time limits as well? Because we don't have that.

- Annual studies designed to allow year-to-year comparisons
 - This will give you a baseline of occupancy and turnover data. It is critical to do the studies to see what is happening.

Wrap-Up

- Project Schedule
 - Will update January meeting date, we will probably move it back a week.
- SAC #6 Overview
 - Next meeting is 11/27 and will focus on loading zones. Will circulate draft guidance through the freight committee before that time and incorporate their comments.

Meeting adjourned.