

MINUTES

MILWAUKIE CITY COUNCIL WORK SESSION

December 19, 2006

Mayor Bernard called the work session to order at 5:45 p.m. in the City Hall Conference Room.

Council Present: Councilors Barnes, Collette, Loomis, and Stone.

Staff Present: City Manager Mike Swanson, City Attorney Gary Firestone, Community Services Director JoAnn Herrigel, Community Development/Public Works Director Kenny Asher, Planning Director Katie Mangle, Code Compliance Coordinator Tim Salyers, Resource and Economic Development Specialist Alex Campbell, Engineering Director Gary Parkin, and Public Information Officer Grady Wheeler.

Downtown Parking Update

Ms. Mangle updated the Council on the work that was underway and provided maps showing the inventory of downtown parking and how it was being used. The lots shown in red were greater than 85% full, and the green that were almost empty. Staff counted cars in August and October and again after North Main Village was occupied between 11:00 and 11:30 a.m. to determine how the spots were being utilized. Parking specialist consultant Rick Williams who helped with the 2003 parking plan was hired to help synthesize the data in order to draw some conclusions. The inventory was still evolving as changes occurred downtown such as the curb extensions constructed by Key Bank that would add a few spaces by changing from parallel to angle parking. Parking in downtown continues to be dynamic. Since the 2003 plan the Safeway lot was taken out of the permits system and the McLoughlin Boulevard project resulted in some changes to on-street parking. The North Main Village project actually added back a lot of parking into the system, and the Waldorf School built its lot. Several blocks now have angled parking that added new spaces.

The inventory showed 1,687 spaces in the downtown. About 679 of those were available to the public meaning they were either free, on-street spaces or permitted off-street spaces. Utilization counts have shown that 51% of the 1,687 were full on a typical day. The 679 public spaces were about 63% full. The Kittelson Study identified the peak time as 11:00 a.m. to 11:30 a.m. and was confirmed by the City's parking enforcement personnel. She suggested another afternoon count be done in January. It was easy to say the lots were half utilized over all of downtown, but parking was very specific to the businesses next to it. There were several blocks in the core area that were effectively full and over the 85% threshold and interviews corroborate that. In some areas there was not as much parking as the storefronts would like.

Public parking was managed by a permit system. In October and November only 80% of the available permits were sold. Right now there were 36 permits available if businesses or employees would like to buy them, so there was capacity in the system. Of the permits being sold about 1/3 were being sold to people using the downtown as a park-and-ride and taking the bus elsewhere.

One of the key strategies in the 2003 parking plan was that 85% was the threshold that would trigger a discussion of other solutions. In the core area the City needed to look for different approaches for managing and allocating that parking. It was important for the City to manage the parking more effectively to ensure resources were being maximized. She referred to the map that showed a lot of areas that were underutilized. The City needed to find a way to encourage people to use those areas and the permit system more effectively to meet employees' needs. She had been working closely with parking enforcement and doing some outreach. Some ideas on improved management included a more flexible that might include packs of ten daily permits. The City might look at allocating more long-term parking outside the current core area. Mayor Bernard had suggested looking at a residential parking permit program for the neighborhoods that were starting to feel a little encroachment. In talking with the permit management company, there would not be a lot of overhead for the City, so it could be done when the neighborhood was ready.

Councilor Stone understood it would not be a cost to the neighbors and was just a way to mark the cars so people knew they belonged there.

Ms. Mangle said typically there would be a cost to the neighbors.

Councilor Stone did not like that.

Ms. Mangle said there was a cost to the program that included enforcement and signage. That would have to be discussed if there were thoughts of implementing such a program.

Mayor Bernard suggested it because one of the neighborhoods actually offered to be a test project.

Councilor Stone was under the impression when cars in a neighborhood were permitted it designated the one that needed to be there because they belonged there. They actually have residences there as opposed to cars that might be utilizing a business that might be parking in that neighborhood that should not be there. That was always her interpretation of a neighborhood permit system, and it does not cost the residents anything. The City should be trying to do everything it can to protect their parking in front of their homes, and it should not cost them.

Ms. Mangle said in other cities there was an annual cost, but this was one of many things the City could move forward on. The neighborhoods would need to be included and covering the program costs would need to be discussed. This was an idea that had not been developed yet.

Councilor Loomis knew once the park-and-ride was open it would alleviate people parking in the neighborhood.

Ms. Mangle replied right now permits were available but downtown businesses were not buying them. People using the downtown lots for park-and-ride could be asked to use the Odd Fellows lot. The Southgate park-and-ride would take a lot of pressure from the downtown. The permit system was all done by mail, and it was pretty straightforward.

Mr. Salyers said one could come to City Hall and obtain a short-term permit.

Ms. Mangle understood part of the issue was making sure it was easy for employees and businesses to use the system and know where parking was available. Some of these measures will be implemented soon after speaking with businesses and others affected by some of the options. Staff would do that

in two ways. When Mr. Campbell completed the street funding project, he would increase efforts to work one-on-one with downtown businesses on this issue and others. Staff would also take advantage of the Transportation System Plan (TSP) project to address downtown parking. A chapter of the TSP would specifically cover downtown parking, and there will be a workshop or two devoted to downtown parking which will be a way to talk about immediate changes and think about the long-term plan and anticipate changes. The grant will help facilitate these discussions and move things forward. She provided copies of the TSP Working Groups and workshop flyer that summarized the efforts. In summary, the maps and inventory helped increase the understanding of the parking resources available and how they were being used. There was a good supply of parking, and it was a matter of managing it better. Creative ideas were welcome.

Councilor Barnes asked when North Main Village would be occupied.

Mayor Bernard said people were starting to move into the apartments at 15% occupancy.

Councilor Barnes wanted to know to track how many cars there were per dwelling because when Council made the decision, there were a certain number of cars per unit. When they start having visitors that entire section of downtown will be overloaded. If it goes over that point then there will be a bigger problem. It might mean that the City would have to talk to the people renting the apartments and buying the condos about enforcement.

Councilor Loomis sent Mr. Swanson an e-mail about that very issue and asked if there was a way to cross reference with DMV once people took occupancy.

Ms. Mangle observed code enforcement walking the streets twice daily, so the City could pay attention to that issue and stay on top of it.

Councilor Stone asked if it might be feasible to track the new vehicles in the downtown by using a permit process so code enforcement could spot them and know they lived at North Main. This could be part of data collection.

Ms. Mangle was interested in having the Parking Working Group and eventually Council look at policies for residents downtown since that was not really addressed in 2003.

Councilor Collette noted in looking at the maps there were a lot of private parking areas near the North Main Village area, so there might be opportunities. As far as she knew there were no policies about how many vehicles a North Main resident might have but only that there was only one parking place.

Ms. Mangle heard anecdotally that near North Main Village and at the south end of town property owners were selling parking spaces to other users outside the City system.

Mayor Bernard suggested the City look at Adams Street and contact the owner as soon as possible because the cement bumpers were being broken up and there was a sinkhole.

TriMet Bus/Park-and-Ride Update

Mr. Swanson said this was intended to be an update and informational discussion having to do with the transit center situation. He noted that the TriMet's efforts at interlining were improving this situation that has been around since 1983.

Mr. Asher said in preparing for this discussion he looked at policy framework to find out what the Comprehensive Plan said about buses downtown. It said this was a transit center and people needed access to and from it. The City was blessed with a lot of bus service but not a lot of real estate. He felt the Council would hear an honest effort on TriMet's part to follow up on this old issue, to acknowledge the problem, and perhaps think out of the box a bit on where to put these large vehicles.

Mr. Swanson thought it was important to focus on the Comprehensive Plan and the provisions relating to buses in the downtown. A transit center as used in this region served two functions simultaneously which was layover for buses for scheduling purposes, driver breaks, and rider transfers from one line to another.

Mr. Selinger, TriMet Project Planning Director, reported TriMet had been working on establishing a park-and-ride at the north end of downtown. The Land Use Board of Appeals (LUBA) came to a decision that affirmed the City's land use decision about a week ago. The appeal period was a total of 21 days. The theater building was being removed and would be done in about three weeks. One hurdle was that when TriMet was developing its current year budget the cost of completing that project was deferred to the FY08 budget. The original budget for the project was \$3.1 million, and TriMet purchased the property for \$2 million. With the review, design, and other related costs there was \$600,000 left to actually build the lot, and the last estimate for the project was \$1.4 million. If that \$800,000 were approved in the FY08 budget the park-and-ride could begin construction July 1, 2007. Contracts have been lined up, so TriMet would be ready to turn dirt in July.

There have been discussions since 1983 about replacing the interim transit center in downtown Milwaukie with a more permanent facility, and TriMet has been working to do that. There were proposals in the past few years TriMet made to the City, and together tried to advance those. Once upon a time there was a proposal for the Safeway site and more recently the Kellogg Lake site. TriMet was continuing to reshape bus operations. With the Working Group process the concept came out of breaking up the transit center so it would not really be a transit center anymore. There were only a few buses that ended their routes in downtown Milwaukie. Some went through the City, so that was not an issue, but some needed to terminate here. TriMet needed a parking place for as many as six buses. On first chart one could see the need for layovers in the downtown were reduced in the past few years by interlining some of the buses. By dividing the bus stop where the passengers interact with the service from the place where the operators need to recover their schedules and take a break hopefully the impact and footprint can be reduced.

The goal of this process was to reconfigure bus operations in the downtown in a way that reduced impacts to local business and redevelopment while at the same time improving the environment at and around bus stops for patrons and others using Milwaukie's downtown. There were objectives for riders, the community, and bus operations. TriMet had to do all those things at once. Riders of course were very important to TriMet and included Milwaukians and others in Clackamas County. The objective was to provide convenient bus access to and from the transit center with convenient access for bus riders, pedestrians, and bicyclists around the downtown. TriMet wanted to make sure there was minimal impact on the community. TriMet did not want to displace more parking than necessary. It wanted to reduce bus noise and emissions, minimize the real or perceived view that transit patrons were a nuisance by providing lighting and security, and reduce visual impacts. TriMet wanted the bus stops to be compatible with and

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help implement the City's vision for its downtown through design. Buses needed a good place to recover schedules in a cost efficient manner. TriMet wanted to have at least a pair of bus stops in the downtown with a full set of amenities and information people need to use the system. Milwaukie was a natural hub for bus activities just as it grew up as a market town at one time. Just as it was a crossroads for commerce and automobiles it is a crossroads for transit.

Bus stops require 70-feet of tangent curb. The recovery function would need space for up to six buses, and whatever was done would need to be of some permanence and preferably even independent from the current work on the South Corridor Phase 2 project to address this need. There were two siting issues. The first was the bus layover and the second was the full-featured bus stop. Four layover locations were identified; however, TriMet had not talked to any property owners or neighbors. He would like to hear the Council's ideas and reactions to these suggestions. The four options were (1) do nothing; (2) the parking strip between Monroe and Washington Streets behind Milwaukie Lumber with a one-way loop and restroom; (3) the Milwaukie Southgate park-and-ride using the same approach as the semi trucks; this option would take up a total of 30 parking spaces; and (4) the triangular site Main Street and Lake Road with a fairly efficient jughandle arrangement. The site behind the lumberyard was owned by the railroad, and the City had a lease agreement with the railroad. With a change of use and user it would have to be determined if that was a simple change in the agreement or if there would be a monetary transaction. Option #4 also includes railroad and private properties. The buses were typically parked for about 20 minutes.

Councilor Collette asked if these buses would idle or be turned off.

Mr. Selinger replied there was a two-minutes rule. If they were parked more than two minutes, then the drivers cut the engines. Restrooms would be constructed unless some arrangement was made with a nearby business. He referred to a chart that explained the need by route for six layover spaces. In the off-peak six spaces were needed and in the peak four were needed. There was a series of three maps that indicated general bus circulation, and how many buses traveled on each block in Milwaukie's downtown in a given hour.

Councilor Collette asked how many buses would serve the park-and-ride.

Mr. Selinger replied all of the buses going north on Main would go to the park-and-ride. There were 23 per hour at peak and 14 per hour at non-peak. There would be 329 spaces at the Southgate park-and-ride minus 40 if the layover area were located there. He referred to a table that compared the four potential bus layover locations. He included the number of public parking spaces that would be affected by the options, park-and-ride spaces, traffic impacts, and estimates of operating and capital costs. The do nothing scenario would use 28 side street parking spaces in the downtown core, there would be no park-and-ride impacts, downtown circulation would be the same, and there were no additional operating or capital costs. When one thought about the buses coming to the current transit center the block around City Hall was ground zero and the point at which getting buses in and out of downtown was minimal. From an operational standpoint, this was the perfect location because shuttling the buses from the remote location made up the estimated operating costs. The parking strip behind the lumberyard would impact 30 lightly used spaces some of which were used by de facto park-and-riders. Because of the layout the buses would need to make an acute turn to get in and out of the site and because of its location would add \$100,000 annually in operating costs. The rough capital estimate was \$600,000 that

included a restroom and development requirements. That was based on the assumption that TriMet could just pick up the City's agreement with the railroad. The restroom would be for bus operators only and would be architecturally designed. There would be some pavement and sidewalk improvements and saw tooth curbing. The estimate did not assume a lot of landscaping, so TriMet would need to talk to City staff about design requirements. The park-and-ride option would not impact public parking spaces, but 40 park-and-ride spaces would be lost. Collectively the 40 parking spaces would cost \$474,400. The \$627,000 capital cost excluded those 40 spaces but included pavement upgrade. The lot pavement was designed for automobiles and not 40-foot buses, so there was a \$200,000 premium to get the pavement up the standard with some longevity could support a bus. That could be taken out to reduce the costs; however, the pavement might only last a couple of years. The semi-trucks on the pavement today were not helping. TriMet assumed there would be an upgrade in that section of the lot for buses. The Lake Road Triangle option did not take any public parking spaces, and there would be no park-and-ride impacts. Traffic circulation should be decent, but there might need to be some kind of traffic control devices so the buses can pull out and make a left turn onto Main Street northbound. The operating cost was about the same as the lumberyard option, but the capital costs were high because TriMet assumed the privately owned portion would have to be purchased.

Those were the options TriMet thought were workable. TriMet recommended either option 2 or 4 because of the travel distance between downtown and the Southgate was about .5 miles. TriMet really did not want to lose the 40 park-and-ride spaces because the parking did fill up. Mr. Selinger thought there was a demand for the 329 and then some. The parking strip behind the lumberyard would be the most expedient depending on the development requirements. Probably the best design site and greatest longevity would be the Lake Road Triangle.

Mr. Selinger addressed the improved downtown bus stops. TriMet thought it was still important to have some prominent improved bus stops. During the Working Group process a pair of bus stops were proposed in front of City Hall that would be developed in full recognition of the City's streetscape design standards. With the former Texaco site being redeveloped TriMet understood that may not be as workable. The second option was to put improved bus stops around the corner on the south side of City Hall. The first option on Main Street would take eight spaces. Another option was to look further south on Main Street, but that was the heart of the retail district and would displace diagonal parking. TriMet was assuming that would not be a desirable. If the City wanted those stops improved to the desired standards and to construct high capacity shelters, then there would be some capital costs involved. He provided photos of downtown Portland stops.

The grant language for the park-and-ride lot indicated that if TriMet were to put the bus layover facility at Southgate then it would have to come in as a completely new project from both the land use and federal review standpoint. TriMet told the federal government that the facility would have 331 spaces so they would have to get permission to take out those 40 spaces. There was a process, but it was not impossible.

Councilor Stone asked if it were likely the federal government would have a problem.

Mr. Selinger said the worst case was that the federal government would require those 40 spaces to be recreated elsewhere.

Mr. Firestone said for clarification that the stops on Main would be only to drop off and pick up passengers, so they would not spend any time laying over.

Councilor Collette understood essentially there would only be two stops downtown. One going north and one going south.

Mr. Selinger stated all the turn movements could be made and minimized bus blocks of travel downtown, so it was an efficient location.

Councilor Loomis how many parking spots were freed up.

Mr. Selinger replied it would free up 20 spaces. The bus stop would be like an extra long curb extension that would allow about 1.5 buses. TriMet would use about .5 block beyond the driveway cuts.

Mayor Bernard would prefer option #3, but he sees that the parking lot behind the lumberyard was only half utilized. He suggested looking at the rental house to the east. Milwaukie Lumber does use it for employee parking and an occasional lumber truck.

Councilor Collette had the same concern with option #3 as she did on the Working Group. There were trucks going in and out, and now there would be buses added to the mix making it burdensome to the North Industrial businesses

Councilor Stone wanted to get back to her question of how many buses would be going in and out on a daily basis.

Mr. Selinger replied per weekday there were 240 buses using the layover facility from about 5 a.m. to midnight. That was about 10 per hour, and he referred to the diagram behind the text that showed the distribution.

Councilor Stone thought that seemed high. She asked about the amenities for the full-fledged bus stops. She understood there would be two but would there be other stops in the downtown core where people could catch a bus. Would that be 240 buses going through the downtown in one day?

Mr. Selinger said stops would be approximately four blocks apart, and the blocks were short. There were more than 240 buses going through Milwaukie in a day. Bus #33 was the most frequent, but it did not have a layover. None of the proposals changed the number of buses to downtown Milwaukie. A little bit of bus service was lost when the Sellwood Bridge had its problems.

Mayor Bernard understood that part of South Corridor Phase 1 was that there would be a transit center built for Milwaukie. Was there no funding set aside for that structure in the appropriations in Phase 1.

Mr. Selinger replied there was no funding set aside for the study or project at all at that point. It was a recommendation to move forward and secure funding for all of those things.

Mr. Swanson would have to go back to the Locally Preferred Alternative (LPA), but he recalled the language was that the on-street Milwaukie transit center had to be moved within Phase 1 construction. They had talked about identifying a date, but he believed the language addressed relocation of the on-street Milwaukie transit center during Phase 1.

Mr. Selinger added that TriMet had proposed working with staff to apply for Connect Oregon dollars to do the Kellogg Lake transit center scenario. When

that option was taken off the table, TriMet did a partnership with Gresham. That project was on the pending list for that funding. He presumed the state would come around again with another round of Connect Oregon funding, so that would be an opportunity for a co-sponsorship to get this happening.

Mayor Bernard would like to see that happen. Right now there was one spot where all the buses go. There would be a park-and-ride making it two spots, and now there might be a third spot added. The park-and-ride will help the downtown, but he was concerned about adding another.

Mr. Swanson right now the buses layover on the downtown streets. This goal was to take the layover piece off the street and identify parking for six buses.

Mr. Asher noted that option #1 already grouped all of those functions, and that was the least costly alternative. The buses have to convene in the downtown because that was where the activities were. Now the question was what was the minimal impact. How were the visual impacts and perceived nuisance minimized? He did not necessarily believe it had to do with grouping or ungrouping. He thought it was being smart about serving each function.

Mayor Bernard did not disagree, but he wanted to ensure the neighborhoods and downtown businesses were included in the discussion. At some time he recommended the City consider a downtown business neighborhood association because property owners did not have the same kind of access.

Councilor Stone asked if people could get out of their cars and get on the buses if option #3 was chosen.

Mr. Selinger said the buses going downtown were through buses and would not use that layover. Although it was a good question he did not believe that was an important connection for those people. Before the bus pulled out of the lot there could be a stop to allow that to happen.

Councilor Stone said Milwaukie has wanted the buses out of its downtown core as the downtown developed and wanted it physically beautiful. Buses sitting around did not make it physically beautiful. She was looking down the road many, many years in terms of a permanent solution to the transit issue. She wanted people to think about this as a permanent thing and put it where it really needed to go so that it enhanced the City rather than detracted from it and enhanced the neighborhood. Those were all the kinds of things she was considering. She was interested in finding out why the operational costs seemed so much greater to put it at Southgate rather than to put it at the triangle.

Mr. Selinger replied it was .5 miles versus several hundred feet.

Councilor Barnes noted that Councilor Collette had discussed an arts center at the south end of town, and she pictured buses there as part of the revitalization. She would rather not see the buses at the industrial end because the City has seen the economic base grow with more jobs and businesses. North Industrial already made it clear the buses probably had an impact on all the trucks in that area. She would not like to see it on that end of town at all because there was enough congestion. There was a state study going on, and there was too much in that area.

Mr. Asher said TriMet was at a stopping point because the options needed to be narrowed and there needed to be some consensus on a couple of the options from the Council in order to move forward and supply more information. He suggested a follow-up work session to keep the conversation going.

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Mr. Swanson suggested a follow up work session on January 2, 2007. He urged the Council to review the staff report and TriMet's report.

Mr. Swanson announced the Council would go back into executive session pursuant to ORS 192.660(2)(h) to discuss litigation.

Mayor Bernard adjourned the work session 6:54 p.m.

Pat DuVal

Pat DuVal, City Recorder

**REVISED
AGENDA**

**WORK SESSION
MILWAUKIE CITY COUNCIL**

DECEMBER 19, 2006

MILWAUKIE CITY HALL

Second Floor Conference Room
10722 SE Main Street

A light dinner will be served.

EXECUTIVE SESSION – 5:30 p.m.

The Council will meet in executive session pursuant to ORS 192.660 to consult with legal counsel concerning legal rights and duties regarding current litigation or litigation likely to be filed.

WORK SESSION – 5:45 p.m.

Discussion Items:

	<u>Time</u>	<u>Topic</u>	<u>Presenter</u>
1.	5:45 p.m.	Downtown Parking Update	Katie Mangle
2.	6:15 p.m.	TriMet Bus/Park-and-Ride Update	Kenny Asher
3.	6:45 p.m.	Adjourn Work Session	

Public Notice

- The Council may vote in work session on non-legislative issues.
- The time listed for each discussion item is approximate. The actual time at which each item is considered may change due to the length of time devoted to the one previous to it.
- Executive Session: The Milwaukie City Council may go into Executive Session pursuant to ORS 192.660. All discussions are confidential and those present may disclose nothing from the Session. Representatives of the news media are allowed to attend Executive Sessions as provided by ORS 192.660(3) but must not disclose any information discussed. No Executive Session may be held for the purpose of taking any final action or making any final decision. Executive Sessions are closed to the public.
- For assistance/service per the Americans with Disabilities Act (ADA) please dial TDD (503) 786-7555.
- The Council requests that all pagers and cell phones be either set on silent mode or turned off during the meeting.



To: Mayor and City Council

Through: Mike Swanson, City Manager
Kenny Asher, Community Development and Public Works Director

From: Katie Mangle, Planning Director

Subject: Downtown Parking Management Update

Date: December 8, 2006 for December 19, 2006
City Council Work Session

Action Requested

This is an update and discussion item regarding the City's strategy to manage parking in downtown Milwaukie.

Background

At the August 15 City Council work session, staff briefed Council on parking issues in downtown Milwaukie. City Council requested the inventory map and Parking Utilization Study when complete. The results of the study are attached to this report, and have also been posted on the City website. Staff expects to return to City Council in the spring of 2007 to report on progress on implementing some of the management measures described in this report.

Parking Utilization Study

As called for in the 2003 *Downtown Parking and Traffic Management Plan*, staff conducted two utilization studies to increase understanding of how the parking areas in downtown are used. Staff counted the number of cars parked in public and private parking stalls at the peak hour (11am to noon) on August 4th and again on October 17th. The October count includes the new parking spaces added by the North Main Village and Library Parking Lot projects, though the North Main Village project was not yet occupied at the time. We plan to do another count after the North Main Village units are occupied.

Results and Observations

The study has provided a better understanding of parking behaviors downtown (see Attachment 2 for the study results). Though there is an overall abundance of underutilized and available parking in the peak hour, there are many pockets of high use in specific areas of downtown. Key findings include the following:

- Throughout downtown, approximately 50% of the parking spaces were filled.
- Of the 679 public parking spaces (spaces on the street or in City-managed lots), 63% were utilized in October.
- Several block faces in the core downtown area (between SE Scott and Washington Streets) were close to 85% filled.
- In October, the City sold 151 permits to allow people to park in the available 185 permit-only stalls. Of these permits, approximately 35% were sold to people who park in Milwaukie and ride a bus to work elsewhere.

The City can do more to effectively manage publicly controlled parking to support employees and patrons of downtown businesses. With the assistance of Rick Williams, who consulted on the 2003 *Downtown Parking and Traffic Management Plan*, staff has identified several possible changes the City can make in the near term, including:

- Making the City permit system more flexible to better meet the needs of downtown employees. This could include offering packs of one-day permits, or varying the permit price by location.
- Designating more spaces, including underutilized on-street areas, for long term parking.
- Moving permittees who park-and-ride out of the core area parking lots.
- Explore the possibility of entering into shared parking agreements with owners of underutilized private parking lots to increase the number of spaces that are available to permit purchasers.
- Increasing the City's enforcement against employees who "move to evade" being caught parking in short-term parking stalls during the day.

An important next step will be to work with downtown business owners to discuss parking concerns and how the City can improve the permit system. This will happen through the Transportation System Plan (TSP) workshops and through one-on-one contact. Alex Campbell, the City's Economic Development Specialist, will support this outreach effort. As part of the TSP project, two meetings are planned in early 2007 that will focus on downtown parking. It is anticipated that participants at these meetings will review and update (if necessary) the Guiding Principles developed in the 2003 *Downtown Parking and Traffic Management Plan*, and also discuss long-term strategy for parking options in downtown.

Concurrence

This item is for discussion only. There is no action with which to concur.

Fiscal Impact

None at this time.

Work Load Impacts

Staff in the Planning, Community Services and Community Development departments will continue to work on identifying and implementing ways to improve the City's management of parking in downtown Milwaukie.

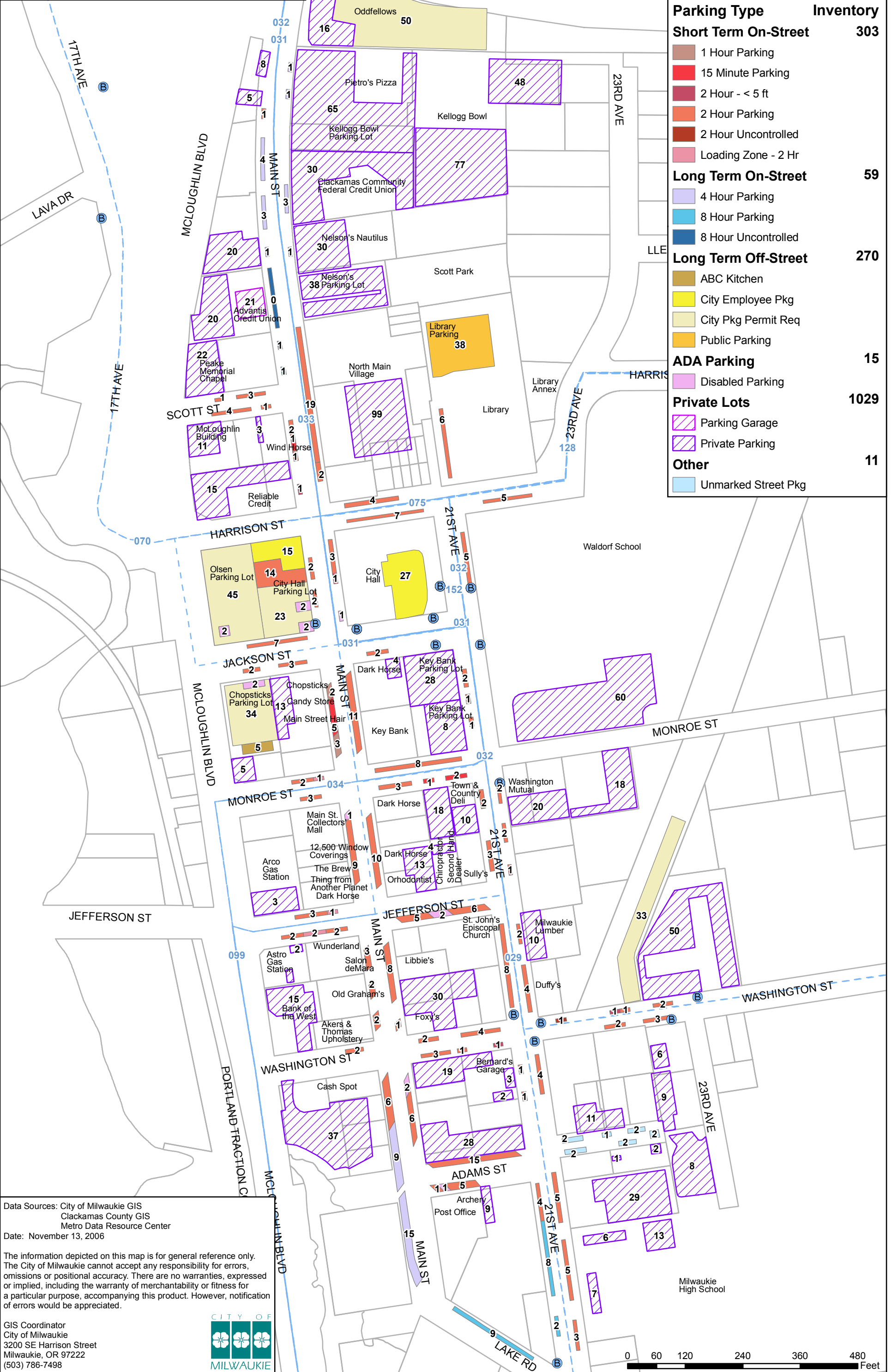
Alternatives

None at this time.

Attachments

1. Inventory Map of Parking Spaces in Downtown Milwaukie, October 2006
2. Downtown Milwaukie Parking Utilization Study
 - a. Map of Parking Occupancies, August 2006
 - b. Map of Parking Occupancies in the Downtown Core, October 2006
 - c. Map of Parking Occupancies for Public Parking Areas, October 2006
 - d. Fast Facts About Downtown Parking, October 2006
 - e. Memo from Rick Williams Consulting: *Milwaukie Downtown Parking Demand Analysis*

Downtown Milwaukie Parking Inventory as of October, 2006

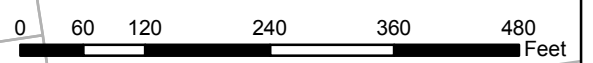


	Bus Stop		Bus Route
	Tax Lot Boundary		
Parking Type		Inventory	
Short Term On-Street		303	
	1 Hour Parking		
	15 Minute Parking		
	2 Hour - < 5 ft		
	2 Hour Parking		
	2 Hour Uncontrolled		
	Loading Zone - 2 Hr		
Long Term On-Street		59	
	4 Hour Parking		
	8 Hour Parking		
	8 Hour Uncontrolled		
Long Term Off-Street		270	
	ABC Kitchen		
	City Employee Pkg		
	City Pkg Permit Req		
	Public Parking		
ADA Parking		15	
	Disabled Parking		
Private Lots		1029	
	Parking Garage		
	Private Parking		
Other		11	
	Unmarked Street Pkg		

Data Sources: City of Milwaukie GIS
Clackamas County GIS
Metro Data Resource Center
Date: November 13, 2006

The information depicted on this map is for general reference only. The City of Milwaukie cannot accept any responsibility for errors, omissions or positional accuracy. There are no warranties, expressed or implied, including the warranty of merchantability or fitness for a particular purpose, accompanying this product. However, notification of errors would be appreciated.

GIS Coordinator
City of Milwaukie
3200 SE Harrison Street
Milwaukie, OR 97222
(503) 786-7498








Downtown Milwaukie Parking Occupancies for the Downtown Core

Utilization Survey
October 19, 2006, 11am - noon

Legend

-  Building outlines
-  Downtown Core

Parking Occupancies

-  85-100%
-  65-84%
-  40-64%
-  20-39%
-  0-19%

Label:
Number of spaces
per parking area

Parking Utilization Table

	Downtown Core	All Downtown Parking
Utilized Spaces (Oct 2006)	403	850
Total Spaces	784	1687
Percentage Utilized	51.40%	50.39%



Downtown Milwaukie Parking Occupancies for Public Parking Spaces






Utilization Survey
October 19, 2006, 11am - noon

Legend

 Building outlines

Parking Occupancies

Public Parking

-  85-100%
-  65-84%
-  40-64%
-  20-39%
-  0-19%

Label:
Number of spaces
per parking area

Parking Utilization Table

	Public Parking	All Downtown Parking
Utilized Spaces (Oct 2006)	427	850
Total Spaces	679	1687
Percentage Utilized	62.89%	50.39%



Fast Facts About Parking in Downtown Milwaukie

October 2006

(North Main development near completion but not yet occupied.)

- **The number of parking spaces has increased since 2003.**

October 2006 Inventory			
	2003 ¹	August 2006	October 2006
On-street Parking Spaces	346	365	366
Off-street Public Spaces	337	250	292
Off-street Private Spaces	908	901	1029
TOTAL Parking Spaces	1526	1516	1687

- **Though there are many pockets of high parking space use in specific areas of downtown, there is an overall abundance of underutilized and available parking in the peak hour.**

Use of Parking Stalls by Type²

Type of Parking	Total Number of Stalls	Total Occupied At Peak Hour	Total Stalls Empty at Peak Hour	Peak Hour Occupancy (%)
15 minutes	10	5	5	50.0%
1 Hour	5	5	0	100.0%
2 Hour	284	194	90	68.3%
4 Hours	38	29	9	76.3%
8 Hours	21	23	0	100.0%
Disabled Stalls	15	0	15	0%
City Permit Required	185	109	76	58.9%
City Employee Parking	42	18	24	42.9%
Private Lots	1029	436	593	42.4%
Public/Library	43	20	23	46.5%
Loading Zones	4	0	4	0%
Unmarked – on street	11	11	0	100.0%
Sub total – On-street	366	267	108	70.3%
Sub total: Public Off-street³	292	147	123	52.9%
Sub total: Private Off-street	1029	436	593	42.4%
All Parking	1,687	850	824	50.4%

City of Milwaukie Parking Permits

In October 2006, the City sold **151 permits** to park in the available 185 permit-only stalls. Of these permits, approximately **35%** were sold to Portland-bound commuters.

Parking Related to Existing Development

- The current overall *supply* is 3 parking stalls per 1,000 square feet of development in Downtown.
- The current peak hour *demand* is approximately 2.14 parking stalls per 1,000 square feet of *occupied* development in Downtown.⁴

1. Source: Downtown Parking and Traffic Management Plan. Includes Safeway lot

2. Occupancy data was collected for the peak hour (11 a.m. – noon) on October 19, 2006.

3. Public off-street parking count includes 8 ADA spaces and 14 two-hour parking spaces.

4. Ratio between occupied parking stalls and occupied buildings. Estimated building vacancy is approximately 11%.

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MEMORANDUM

TO: Katie Mangle
FROM: Rick Williams
DATE: October 16, 2006

RE: *Milwaukie, OR Parking Ratios – Built Supply and Actual Demand*

Parking ratios express the actual number of parking spaces available to serve demand for land uses (i.e., office, retail, residential and/or mixed-use development). The number of stalls represented by a parking ratio may exceed actual demand for parking or fall short of that demand. Demand ratios, on the other hand, are generally expressed in the context of peak hour use of a specific built supply of parking. In other words, demand ratios represent an estimate of the actual number of stalls occupied at the peak hour relative to occupied land uses. Effectively managing the relationship between land uses, built and occupied parking supply is a fundamental challenge of parking management.

Understanding the difference between the ratios of built supply and the ratio of actual demand is an important element for parking management. Parking ratios based on actual demand allow cities the ability to plan for parking at a rate consistent with actual use, thereby reducing overall parking development costs over time. An understanding of actual demand also allows a city to estimate the impact of new development on an existing supply of parking.

The exercise represented here is an attempt to develop a better understanding of parking supply and demand for Milwaukie. To that end, the consultant team derived two “ratios” from the data analysis.

- The actual *Built Ratio* of publicly available parking stalls, in relation to total built land uses in Downtown Milwaukie.
- The actual current *Demand Ratio* for parking stalls per total built land use based on actual usage data from the most recent update of parking utilization.¹

I. METHODOLOGY

The consultant team developed a comprehensive list of all land uses within the downtown study area using the most current tax assessor’s data for the downtown. This information was provided and verified by the City of Milwaukie. Square footages were derived for commercial, retail and institutional properties only (i.e., no residential). The resultant *built ratio* of parking to land use then is reflective of the total availability of parking *servicing a mixed-use environment in the entire downtown*.

¹ Data from the Friday, August 4, 2006 was used to develop this analysis.

The *demand ratio* reflects the public demand for parking stalls associated with downtown land uses using actual peak occupancy data from the 2006 parking utilization update. The consultant team was then able to express actual parking ratios per 1,000 square feet of mixed-use development for Milwaukie’s Downtown.²

II. FINDINGS

Parking demand ratio calculations revealed two different, but equally useful correlations:

- *Built Stalls to Built Land Use.* This represents the total number of existing parking stalls correlated to total existing land use square footage (occupied or vacant) within the study area. According to data provided by the City, there are approximately 399,074 square feet of commercial uses in the parking study zone and a total of 1,516 parking stalls. Based on these numbers, about **3.00 parking stalls per 1,000 square feet of built land use** have been developed/provided within the study area.
- *Combined Demand to Built Land Use.* This represents peak hour occupancy within the entire study area combining the on and off-street supply. As such, actual parked vehicles were correlated with actual occupied building area.

The recent utilization update indicated that peak hour occupancy reached 50.2%, which resulted in 761 vehicles parked. Further information from the city estimates that building vacancy in the downtown is approximately 11%, which results in 355,176 of 399,074 square feet of building area actually occupied.

From this perspective, actual current peak hour demand stands at a **ratio of approximately 2.14 parking stalls per 1,000 square feet of built land use.**

Table 1, below, summarizes the analysis used to determine the built ratio of parking to built land use (i.e., 399,074 total square feet) and general demand for that parking based on the peak hour occupancy/demand for all parking inventoried in the study area.

As **Table 1** demonstrates, the actual demand for parking is 2.14 stalls/1,000 SF. If in the future parking were only provided at the rate of actual demand absorption (2.14), overall peak hour occupancies would near 100%. This is due to the fact that the actual ratio of demand covers total demand and does not assume a cushion or “buffer” of stalls to address unexpected growth or spikes in parking activity. As such, **Table 1** also presents “parking demand with a 15% buffer,” which increases the actual ratio of parking demand from 2.14 to 2.46 stalls/1,000 SF.

Table 1
Study Area Demand – Mixed Land Use to Built Supply

Sites in Study Zone	Gross Square Footage (Built)/ Gross	Total Stalls Inventoried in Study Zone ⁴	<i>Built Ratio of Parking (GSF)</i>	Total Stalls Parked in Peak Hour	Actual Ratio of Parking Demand/1,000 SF	Parking “Demand” w/ 15% buffer
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² This analysis quantified the relationship between land uses, parking occupancy and built parking supply. Though not a definitive measure of demand by specific land use types, this exercise was useful in deriving estimates for overall demand in downtown Milwaukie based on actual parking activity in the downtown.

	Square Footage (Occupied)³					
92	399,074/ 355,176	1,516	3.00/1,000 SF	766	2.14/1,000 SF	2.46/1000 SF

To date, parking has been *built* at an average rate of 3.00 stalls per 1,000 square feet of development in downtown Milwaukie. This rate appears to have been effective, though significant stall availability currently exists within the on and off-street parking system.

Land uses in Downtown Milwaukie are generating parking *demand* ratios of 2.14 stalls per 1,000 SF of commercial/retail development. This number would range upward to 2.46 parking stalls per 1,000 square feet of development if the intent was to assure a continuing buffer or cushion of parking stalls to accommodate unanticipated growth or spikes in parking demand. [NOTE: It is important to recognize that the current parking demand number is also reflective of the level of use by other modes (i.e., transit, bike, carpool, walking). If the City had higher expectations for alternative mode uses in the future, the parking “demand” ratio would be influenced downward from its current level.]

Table 2, below, provides a summary of built supply to actual demand for other cities that the consultant team has worked with. As shown, the City of Milwaukie’s rate of parking development and use represents the high end of the scale (similar to cities like Bend and/or Salem, Oregon).

**Table 2
Other Cities – Summary of Built Supply to Actual Demand**

City	Minimum Requirement/ 1,000 SF Or Actual Built Supply	Actual Demand/1,000 SF
Bend, OR	3.0	1.7 – 1.9
Corvallis, OR	2.0	1.50
Hood River, OR	1.54	1.23
Kirkland, WA	2.5	1.98
Sacramento CA	2.0	1.60
Salem, OR	3.15	2.04
Seattle, WA (SLU)	2.5+	1.75
<i>Milwaukie, OR</i>	<i>3.0</i>	<i>2.14 – 2.46</i>

III. SUMMARY

Parking in downtown Milwaukie is currently provided at a ratio of approximately 3.0 stalls per 1,000 SF of total commercial building area. Actual use of the supply generally ranges between

³ Assumes downtown vacancy rate of 11%, per City of Milwaukie data base

⁴ This number represents all on-street spaces, public and private off-street lots in operation within the study zone.

2.14 and 2.46 stalls per 1,000 SF, leaving much of the existing supply unoccupied and available. As existing supplies of parking on surface lots are lost to development, the City can expect parking demand to (a) be absorbed into existing surpluses and/or (b) consider requirements or agreements that result in new development covering some or all of parking demand associated with that development. Using the 2.14 – 2.46 standard, the City can at least estimate with some level of certainty the actual impact of a new commercial, mixed-use development on the downtown.

Finally, it will be important for the City to consider current demand for parking in the context of future goals and objectives for transit, bike, walk and rideshare to the downtown. Success in promoting these alternative modes will result in a parking demand ratio that is lower than that quantified through this analysis.



To: Mayor and City Council

Through: Mike Swanson, City Manager

From: Kenny Asher, Community Development and Public Works Director

Subject: Update on Efforts to Improve the Downtown Transit Center

Date: December 6, 2006 for December 19 Work Session

Action Requested

None. This is an informational update and discussion on recent efforts to improve the transit center situation in downtown Milwaukie. Given the City's longstanding desire to improve interactions between downtown bus and other functions, TriMet seeks direction from Council on a set of options under study. The City Manager and Community Development/Public Works Director are helping facilitate this work.

Background

The City of Milwaukie's land use and transportation planning policy framework, as codified in the Comprehensive Plan, Transportation System Plan and Downtown Land Use and Riverfront Framework Plan, supports downtown Milwaukie's development as a multi-modal Town Center. Convenient bus service for Milwaukians and surrounding Portland and Clackamas County neighborhoods has been and will continue to be an important part of this vision.

In this report, the term "Transit Center" refers to the existing bus Transit Center in downtown Milwaukie, on SE 21st and Jackson Streets. It does not refer to park-and-ride parking lots of any kind, whether existing, proposed or otherwise contemplated.

This staff report affirms the appropriateness of bus service in the downtown core based on the city's adopted plans and policies, identifies the problems raised with the current configuration of the transit center, and sets forth some objectives for council to consider in thinking about improvements to the existing situation.

Policy and Plan Guidance

Milwaukie's Comprehensive Plan is the city's official policy statement about all matters affecting the city's growth. It is a "Policies Plan" which establishes broad City goals, and specific policies which will realize or achieve these goals.

The policies are intended to provide sufficient guidance for evaluating a wide variety of proposed actions, and for making daily decisions about matters covered by the Plan. The Planning Commission will use the Plan as a guide in determining whether and how individual projects should be approved. The City Council will refer to the Plan when evaluating municipal projects, and programming of capital expenditures.

Comprehensive Plan

The Comprehensive Plan, which is organized into six chapters, has two chapters that contain relevant policies regarding the provision of transit facilities in town (*Chapter 4 – Land Use*, and *Chapter 5 – Public Facilities, Transportation and Energy Conservation*).

- Chapter 4 establishes the Town Center planning concept, with its downtown focus, and Objective 12, Policy 1 explains that the Town Center shall serve area-wide needs as well as the needs of local residents.
- Chapter 4, Objective 12, Policy 5 states that the City will establish location(s) for major public transit stations or interchange facilities in the Town Center, and directs the City to continue working closely with Metro and Tri-Met in planning for transit improvements.
- Chapter 4, Objective 2 gives guidance as to how the city should think about locating transit facilities. This part of the chapter, which deals with Housing, states that the City will locate higher density residential uses where the concentration of people will help support public transportation usage and major commercial centers.
- Chapter 4, Objective 2, Policy 7e states that the Town Center shall be served by multimodal transportation options.
- Chapter 5, Goal Statement 1 states the city shall improve and enhance the livability of Milwaukie residents by decreasing reliance on the automobile and increasing the use of other modes to minimize transportation system impacts on the environment.
- Chapter 5, Goal Statement 1 under "Transit" sets up policies that integrate transit service with other modes of travel, directing the City to work with TriMet to provide local citizens with a convenient and accessible public transit system that is integrated with other transportation modes and transit supportive land use development.
- Three objectives are identified under Chapter 5, Goal Statement 1:
 1. Integrate transit facilities, as appropriate.

2. Connect local walkways and bikeways to the public transit system that serve regional destinations and activity centers including the Milwaukie Town Center.
 3. Support a public transit system that is accessible to the largest number of people.
- Chapter 5, Goal Statement 2 is concerned with the ongoing maintenance and quality of transit facilities and services in the City, stating that the City should ensure that TriMet maintains and enhances existing and future transit facilities and services to encourage use.

Regional Transportation Plan

Milwaukie's policies on Town Center development and the provision of multi-modal options are consistent with the policy framework set forth in the *Regional Transportation Plan (RTP)*. Policy 14.0 of the RTP, for example, declares that the regional transportation system will

Provide an appropriate, level, quality and range of transportation options to serve the region and support the 2040 Growth Concept¹

While a variety of transit service types are listed as “potentially” appropriate for Town Center development in the RTP, Regional Bus Service is singled out as essential to support Town Center type land uses.²

Transportation System Plan

The City's *Transportation System Plan* (adopted 1997) describes two strategies³ for accomplishing the Transit Goals in the Comprehensive Plan:

Strategy 2: Ensure continuation of existing levels of transit services along with improvements from annual needs-identification process

Strategy 3: Continue to work with TriMet, Metro, adjacent jurisdictions and the public to address future transit facility and service needs in Milwaukie, including high capacity transit

The TSP also includes a Recommended Public Transit Plan, comprised of five components. Two of the components are location-neutral (Annual Needs Assessment and Funding Source Identification). However three of the Plan component suggest the placement of transit facilities locations of high convenience:

1. Integration of transit facilities and services (to increase the efficiency and use of transit)
2. Connectivity of transit facilities and services with other travel modes (such as bikeways, walkways and park-and-ride)

¹ 2004 RTP, Chapter 1, Regional Transportation Policy, Policy 14.0, p. 1-40

² Figure 1.16, p. 1-42

³ Strategy 1, a “Do-Nothing” Strategy, was rejected in the planning process.

3. A public transit system that serves the most number of people.

Downtown Riverfront and Framework Plan

The City's Downtown and Riverfront Land Use Framework Plan (adopted by ordinance in 2000) describes in section 1.7 – *Fundamental Concepts*, the requirements for a successful town center, which include "Anchors and Attractors" like the transit center.

The keystone to building a successful downtown is to build upon existing resources – the quality stores and offices that we already have, and supplement these with anchors and attractors – places used by hundreds of people on a daily basis. (pg. 9).

The TriMet Bus Transit Center is identified as one such anchor.

Policy Summary regarding Transit Facilities

Based on policies and plans adopted by the city, the following statements would reasonably guide Council in its decision-making about the location of transit facilities, and would affirm the appropriateness of bus service in the downtown core:

1. Transit facilities should be located to support the city's development as a Town Center.
2. Downtown development should not occur absent multimodal options (e.g. bus service) for new residents and employees.
3. Transit facilities should be located to serve as many people as possible, including people who do not live in Milwaukie and people who are disabled.
4. Transit facilities should be as convenient and accessible as possible, for as many people as possible.
5. Transit facilities should be easily accessible via car, bike and foot.
6. City decisions about transit facilities should be made in collaboration with TriMet, and where appropriate, Metro and other jurisdictions.

Issues Related to the Current Configuration of the Downtown Transit Center

Despite the strong policy support for the downtown location of the existing transit center, there is ample record through the years of the City's desire to alter its configuration, operation or location. The following policy statements serve as examples:

- The 1997 Transportation System Plan calls for improvements to the existing transit center, including more shelters and improved facilities.
- The 2000 Land Use and Riverfront Framework Plan identifies improving the transit center as a "priority project."
- The 2003 South Corridor Investment Strategy resolution, adopted by Metro Council, resolves to relocate the transit center to the Southgate area pending resolution of design and environmental issues
- The 2004 City of Milwaukie resolution recommending an alternative to the South Corridor Locally Preferred Alternative resolves to relocate the transit center to the Kellogg Lake site pending resolution of design and environmental issues

Additional testimony could be cited from numerous council and Planning Commission work sessions and hearings.⁴

Complaints regarding the current transit center configuration vary from person to person. Some complaints are general, and, whether accurate or inaccurate, could be lodged against any transit center in any location. Examples of these would include:

- Bus noise and emissions are unpleasant for pedestrians
- Bus patrons tarry while awaiting connections, creating a real or perceived nuisance
- Facilities collect refuse and need continual cleaning up and monitoring
- Buses “laying over” (i.e. parked between routes) consume space and provide no obvious land-use benefit

Some complaints are specific to Milwaukie’s downtown transit center, which conducts all of its operations (including the laying over or parking of buses) on city streets:

- Facilities are not suitable for the number of patrons (e.g. not enough seating or shelters)
- Buses laying over consume on-street parking spaces
- Bus facilities and operations, as configured, do not help promote downtown revitalization
- This was supposed to be a “temporary” transit center location, but has become permanent

Despite its drawbacks, the downtown transit center also helps the city in its revitalization efforts:

- The transit center establishes downtown Milwaukie as a convenient location for tens of thousands of area residents -- a benefit to the public as well as to downtown retailers and employers.
- The transit center allows some people to access downtown without a car, alleviating some parking pressure downtown.
- The transit center’s downtown location allows people without cars to easily access government, library, school, shopping and health care services.
- The transit center’s downtown location allows transferring passengers to eat, browse or otherwise experience downtown Milwaukie between bus trips.
- The transit center is an attractor, as described in the *Downtown and Riverfront Framework Plan*, bringing downtown Milwaukie into the lives and awareness of thousands of bus users every week of the year.

In summary, downtown Milwaukie is a policy-supported location for the transit center. The configuration of the existing transit center, however – specifically the extensive use of city streets for all transit operations, in Milwaukie’s small and revitalizing downtown --

⁴ See for example City Council work session minutes from July 19, 2005.

impedes Milwaukie's redevelopment efforts and has justifiably frustrated public officials and citizens concerned with the success of those efforts.

Recent Efforts to Improve the Existing Situation

At the urging of City Council and city staff, TriMet staff has recently started to explore alternate arrangements for operating the downtown transit center. TriMet's objectives are consistent with the city's, insofar as TriMet seeks to:

- Serve the residents of Milwaukie by providing convenient bus access to and from the town center
- Provide convenient sub-regional transit connections for transit riders at this transit hub
- Minimize impacts to town center businesses and activities resulting from:
 - Displaced parking needed to provide storefront access to businesses
 - Noise and emissions from arriving, standing and departing buses
 - Transit patrons who might present a real or perceived nuisance to the downtown community
 - Visual impacts
- Provide an efficient and convenient place for buses and bus operators to "recover" schedules and take a break at a designed or provided facility
- Minimize operating costs associated with transit operations

TriMet's requirements are to provide inbound and outbound bus stops for ten bus lines, and a bus layover site for up to six buses, which must be easily accessible for buses both entering and exiting. Both of these functions currently occur in a small 'T'-shaped area on SE Jackson Street between SE 21st and Main, and on SE 21st just north and south of SE Jackson.

TriMet is prepared to improve the downtown transit center, and is seeking guidance from City Council regarding city preferences as TriMet develops options.

Staff has three positions on this matter, based on the policy framework cited and best efforts to understand this longstanding issue:

1. Bus service for Milwaukians and patrons from surrounding areas should continue to be located downtown, but not in the current configuration of bus stops and bus layover zones in city streets. The configuration needs modification to better support downtown revitalization goals.
2. TriMet cannot and should not modify the existing transit center without guidance from the city council. Neither organization can achieve its goals without cooperation from the other.
3. The reconfiguration of downtown bus service and bus layover is a city priority and long overdue. A solution should be designed and executed. Future transit service planning (e.g. light rail planning) should not hold up long-awaited transit center improvements.

It is staff's expectation that, with city council guidance to TriMet on options under study, the work session will facilitate additional work from city and TriMet staff, culminating in a return to council with a request to proceed on a specific plan in the coming months.

Concurrence

None, as no action is being requested.

Fiscal Impact

None, as no action is being requested.

Work Load Impacts

None, as no action is being requested.

Alternatives

None, as no action is being requested.

Attachments

None.