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Downtown Parking



The purpose of this chapter is to describe the unique parking needs in ~~downtown~~ Milwaukie, outline some strategies for improving how the City manages and regulates parking, and the policies by which the City will manage and develop parking. It also recommends specific actions the City and downtown businesses can take to both manage parking demand and transition downtown to a less auto-dependent environment. The focus of this chapter is downtown Milwaukie, which is defined as the area covered by the Downtown Zones, and is a subset of the regionally-designated Town Center. But the guiding principles and policies are also directly applicable to the Tacoma St and Park Ave areas, where stations for the new Portland-Milwaukie Light Rail (PMLR) will be constructed. Commuter parking at those station areas could impact the adjacent neighborhoods.

The role of parking in downtown is to support the realization of the *Downtown and Riverfront Land Use Framework Plan*, which envisions a lively downtown area that is a cultural and commercial center for the community, comprised of an exciting and attractive mix of uses and amenities. Additionally, downtown is projected to be the location of significant employment growth (see Chapter 4). People will come downtown to work and to experience an environment that is unique, active and diverse. As a general principle, people do not come downtown to park.

This chapter addresses the needs and strategies associated with several distinct types of parking users:

- Employees
- Commuters (or park-and-riders)
- Downtown residents
- Visitors/customers

TSP GOAL AND POLICY FRAMEWORK

As part of this TSP update, the community developed a set of goals to guide the development of the transportation system in Milwaukie (see Chapter 2). Several of these TSP Goals guide the City's policies on parking in downtown Milwaukie:

- **Goal 1 Livability** guides the City to address spillover parking into residential neighborhoods.

- **Goal 9 Economic Vitality** speaks to the importance of downtown as a hub of commerce and employment.
- **Goal 3 Travel Choices** directs the City to support travel options that allow individuals to reduce single-occupant vehicle trips.
- **Goal 6 Sustainability** calls for the City to decrease reliance on automobile transportation and increasing the use of other modes to minimize transportation system impacts on the environment.
- **Goal 7 Efficient and Innovative Funding** directs the City to identify and develop diverse and stable funding sources to implement recommended projects in a timely fashion.

NEEDS

Parking needs in downtown Milwaukie can be divided into four categories: (1) improving enforcement and permitting practices, (2) managing parking supply as downtown surface lots redevelop and in light of the on-street spaces displaced by the new PMLR, (3) modifying code requirements for parking associated with new development, (4) and improving the parking facilities themselves.

Enforcement and Permitting Practices

Though the City has managed parking in downtown for many years, the ~~relatively recent projected growth of residential units and jobs in and mixed use redevelopment along the PMLR extension through~~ downtown has revealed some distinct needs related to how the City allocates, permits, and enforces public parking areas.

~~Though for many years the City's parking permit program has reserved approximately 140-180 parking stalls for permit holders, the system does not work as effectively as it could. Many of the permits are sold to Portland-bound commuters who occupy spaces that would otherwise be used by downtown Milwaukie employees. Many employees have expressed frustration that the permit system is hard to use, and the City has not aggressively marketed the permits to downtown businesses.~~

~~The City has not had clear policy direction on how to manage parking as it relates to residents of downtown and just outside of downtown. Though the 2003 *Downtown Parking and Traffic Management Plan* included many policies, it did not include guidance on how to address the parking needs of downtown residents, nor what mechanisms need to be in place to address parking overflow into the neighborhoods surrounding downtown.~~

It is common practice for many downtown employees to park in short-term on-street spaces and move their car from space to space throughout the day to avoid getting a parking ticket. ~~Though~~ The City's policy (in the Milwaukie Municipal Code) is to enforce against this type of activity (known as "moving-to-evade"), and, in 2009, revisions were made to the "Move-to-Evade" or "Block Rule" ordinance (Milwaukie Municipal Code Section 10.20.080) that allow the City's Code Compliance staff more latitude to cite people who move their cars between short-term spaces during the day ~~staff has not had the tools required to enforce this policy.~~

In 2006, the City mapped all of the parking ~~stalls~~ spaces in downtown Milwaukie and began a regular practice of monitoring parking inventory and permit use. Prior to 2006, without such data, the staff could not identify problems; therefore, for a long time there was no adjusting of time-limit-stalls spaces to meet adjacent purposes.

In 2008, the City created information for the public and downtown employees about location, cost, availability, and the purpose of downtown parking lot locations, as well means for utilizing the permit program. This information has been distributed through targeted outreach and direct mailings to downtown businesses, brochures, maps, and website development. In February 2013, the City's Finance Department took over administration of the parking permit program. This shift brings enhancements to the permit program, including selling permits in more than one location (e.g., at City Hall, by mail, on-line), offering flexible payment options (e.g. credit card, automatic deduction), and offering customized permit packages (e.g. monthly, semiannually, annual renewals).

The City has a Residential Parking Permit program, primarily designed for neighborhoods adjacent to the downtown core. An existing traffic regulation (No. 237, adopted in May 1993) provides a straightforward blueprint for defining area eligibility and the process to establish a residential parking permit area. Within Traffic Regulation No. 237, Section 2 (Area Eligibility) sets forth the criteria to initiate the process of establishing a residential parking permit area.

To implement the Residential Parking Permit program, there are three areas that need further clarification from City Council: (1) establishing a fee structure, (2) determining which City department or division will enforce the residential parking permit area (e.g., police or code enforcement), and (3) establishing a penalty structure for violations within the permit area. Further policy development is needed to address the potential parking impacts of mixed use redevelopment in the downtown core. This includes guidance on how to address the parking needs of downtown residents and businesses, as well as what mechanisms need to be in place to address parking spillover.

Management of Future Parking Supply

~~In 2003, the City's *Downtown Parking and Traffic Management Plan* included a forecast of the anticipated impact of future development on the supply of parking. Using land use growth estimates derived from the Downtown Plan, the study anticipated net growth of 68,930 gross square feet over a 10-year period. Using both 2003 and 2006 parking demand estimates, it is forecasted that new growth in downtown will generate demand for 121 to 167 new parking stalls by 2013.⁴ Table 12-1 summarizes demand projections.~~

Table 12-1 Future Parking Demand/Supply Growth

Year	Developed Area	Net Peak Parking Demand	Rate of Demand
2006	341,670 GSF	660-831 stalls	1.9-2.43 stalls/1,000 SF
2013 Estimated	410,600 GSF*	781-998 stalls	1.9-2.43 stalls/1,000 SF
Growth	68,930 GSF	121-167 stalls	

* Represents future land use scenario established by City of Milwaukee in accordance with the Downtown Milwaukee Land Use Framework Plan. System peak hour is from 11:00 a.m. to 12:00 p.m. Demand numbers reflect demand during this peak hour.

With most of downtown's ~~unbuilt~~ buildable land already in use as surface parking, future development will inevitably impact net parking resources. PMLR construction will result in the loss of approximately 50 on-street parking spaces near the new light rail station downtown.

⁴ ~~Projections are for new demand for parking stalls. It does not include demand created due to parking stalls lost (and therefore in need of replacement) as new projects are built on existing surface parking lots.~~

While the overall amount of public and private parking is generally abundant today, it will become less so over time.²

One of the first needs addressed in this TSP update is the sorting out of who is responsible for providing future parking in downtown Milwaukie. The answer depends on several factors: whether the parking is public or private; is replacing existing parking or serving new uses; is intended for downtown employees, residents, or visitors; and is part of a structure or surface lot. This chapter attempts to clarify how these factors should be considered as the City determines its parking-related responsibilities associated with Downtown Plan implementation.

As evidenced by the North Main Village project, which was built on a former Safeway site near the corner of Main St and Harrison St, new development and infill in downtown Milwaukie will cause existing surface parking facilities to transition to new and denser land uses. The City should take a role as a developer or facilitator of new parking supply if it hopes to accomplish the urban vision outlined in the Downtown Plan. The private sector must also participate in the provision of new parking, and the City should understand how and when it could support businesses in this regard.

Development Code Modifications

The City Zoning ~~Code~~ Ordinance regulates not only building form and use, but also the amount of parking that can and should be built on a site. With the exception of the Downtown Storefront Zone, the City's parking requirements for downtown development ~~is~~ are currently the same as for other sites outside of downtown that are zoned for commercial or office development. The City's current parking standards for new development within the downtown zones are exceedingly variant and in many cases, overly burdensome. The parking requirements can be summarized as follows:

- In the Downtown Storefront Zone (and in the part of the Downtown Office Zone that is north of Washington St and east of McLoughlin Blvd), no off-street parking is required. Parking is allowed, but the applicant determines how much to provide.
- In the other Downtown zones, off-street parking is required. The type of use determines the amount required.³ Applicants are required to provide between 1 and ~~454 stalls~~ spaces per 1000 sq ft of retail, restaurant, or office area; and between 1 and 1.25 stalls spaces per unit of multifamily residential development.

Currently, the actual demand for downtown parking is fairly evenly distributed between different land uses (e.g. retail, office, and restaurants).⁴ This pattern of parking demand does reflect the multiple parking standards currently in place in the City Zoning ~~Code~~ Ordinance, which suggests that specific uses demand specific allocations of parking. A parking utilization study ~~ies~~ conducted in ~~2003 and 2006~~ 2012 indicated that the demand for parking in downtown Milwaukie ~~ranges from 2.0 to 2.43~~ averaged 2.3 stalls spaces per 1,000 gross sq ft.

~~The development parking~~ requirements that are currently in place may in fact require that a new development provide more parking than is needed by the development. On the relatively small building sites in downtown, such excessive requirements may preclude development altogether due to the high cost of building structured parking.

² As described in Chapter 3, the City's ~~October 2006~~ December 2012 downtown parking inventory found ~~4,687~~ 1,828 public parking spaces (~~377~~ 385 on-street and ~~4,291~~ 443 off-street). Of these, ~~4,029~~ 1,221 are private parking spaces. During the peak hour (11:00 a.m.-12:00 p.m.), the public spaces are generally 50-60% full and the private spaces are ~~30 to 40~~ 42% full. See Figure 3-18 in Chapter 3, ~~Figure 3-46~~ for a map of parking in downtown.

³ The parking requirements vary across approximately 59 use categories. See Milwaukie Municipal Code 19.5600.

⁴ See Table 3-11 in Chapter 3, ~~Table 3-14~~.

Parking Facility Improvements

Most of the downtown parking supply is located on private surface lots outside of the downtown core (Main St between Scott St and Washington St). In many cases, the lots have inadequate signage, lighting, landscaping, and surface treatments. This is equally true for many of the public lots as well. The poor quality of the existing parking lots limits the ability of the City and the private sector to maximize the use of the existing inventory. Without high quality lighting, attractive physical appearance (i.e., paving, signage, landscaping), and pedestrian connectivity, the underutilization of existing ~~stalls~~ spaces will continue to fuel the perception that there is a shortage of downtown parking.⁵

The issue of pedestrian connectivity should be emphasized. The decision to park in a lot is comprised both of the assessment of the lot condition and the experience of walking to and from that lot. Without a safe, attractive, and convenient sidewalk system that connects all lots to all downtown destinations, the City will miss serving a certain percentage of would-be permit parkers who elect not to participate because of perceived safety issues. In Milwaukie, which has a complete sidewalk system downtown (see Figure 3-2 in Chapter 3), the need leans more toward safety than convenience. For example, many downtown sidewalks are not well lit, and many lack pedestrian amenities like street trees, benches, and trash cans.

STRATEGIES

There are two strategies for addressing the needs described above. The first is to adopt and implement a set of Downtown Parking Guiding Principles or Parking Management Principles, which establish a policy framework for the City's decision-making on downtown parking-related issues. The second strategy is to adopt and implement a set of Parking Operating Principles, which will direct City staff or its representatives in the day-to-day operation of the parking system.

As the City is not yet prepared to abide by these principles, a set of recommendations is included in the next section of this chapter. These recommendations will enable the City to effectively transition from its current practices to those described in the two sets of principles.

Downtown Parking Guiding Principles (Parking Management Principles)

"Guiding Principles for Managing Downtown Parking" were initially developed in 2003 as part of the *Downtown Milwaukie Downtown Parking and Traffic Management Plan*, and were confirmed and updated during the 2007 TSP update process. Although the 2003 set of Guiding Principles provides a relatively comprehensive framework for managing downtown parking, the 2007 TSP update refined the Principles and filled in a few gaps. For example, the 2003 version did not address downtown residential parking, nor were the principles regarding downtown park-and-rides sufficiently refined. The following 23 principles describe a complete and state-of-the-industry set of principles for managing parking in downtown Milwaukie:

Customer/Client/Vendor/Visitor Parking

1. The most convenient parking spaces should be reserved to support customer/client/vendor/visitor access to downtown. Management of the on-street parking system should promote customer/visitor accessibility by prioritizing the parking of short-term patrons in downtown Milwaukie.

⁵ Private lots are not currently utilized for public parking, but shared use arrangements are recommended and the physical state of the private lot will affect its marketability to potential users.

2. The City of Milwaukie should take the lead role in providing sufficient short-term parking to support the retail environment described in the *Downtown Plan*. The on-street system is therefore not intended for employee, resident, or commuter parking during normal business hours.
3. On-street parking in the downtown core should support street level activities. The provision of on-street parking on Main St should not be sacrificed for street capacity enhancement or vehicular through-put.
4. The City should enforce against long-term parkers (typically employees) who move their vehicles during the day to evade being cited for parking in short-term ~~stalls~~ spaces.

Multimodal Access

5. The City should strive to implement downtown travel options to provide a balanced system that includes public transit, automobile, bicycle, and pedestrian facilities and services for all downtown users.
6. Parking management strategies and programs should support, complement, and consider the availability and use of all access modes.

Employee Parking

7. City-controlled off-street lots should be managed to meet use demand using the 85 Percent Full Standard (85 PFS).⁶ All parking lot management strategies should be coordinated with transportation demand management objectives to ensure that employees and customers have reasonable options for access.
8. Whether in on-street subareas or in off-street lots, wherever parking exceeds the 85 PFS, employee parking should be eliminated/phased out first. This is so the City can accommodate visitors and customers at all times. Businesses that have designated private employee parking lots should be encouraged to do the same, wherever possible. The City should help businesses understand and utilize demand management strategies to help employees transition to alternative modes of travel over time.
9. The City should provide clear and consistent information about downtown parking to optimize utility and convenience for all users.
10. The City should support downtown business efforts in transitioning more downtown employees into alternative modes (i.e., transit, bike, walk, ride-share) through business-based programs and incentives.

Park-and-Ride/Public Transit

11. Providing parking for downtown customers, visitors, and employees is a higher priority than providing parking for commuters destined for other cities.
12. Park-and-ride lots should be located outside the downtown core.
13. Bus staging in the downtown should have minimal impact to on-street visitor parking. Buses should serve downtown, but should not stage on downtown streets. The purpose and priority for transit stops in the downtown area is to provide safe, convenient, business-friendly access for downtown users, customers, and employees.

⁶ Refer to page 12-8 for an explanation of the 85 Percent Full Standard.

14. While transit park-and-ride structures are discouraged downtown, the City may allow for the provision of such a structure should it dedicate some ~~stalls~~ spaces for downtown parking and lead to future control/ownership of the facility by the City for public parking exclusively or predominantly.

Quality of Parking

15. All downtown parking, whether public or private, should be safe, secure, well lit, and maintained to enhance the users' sense of safety and security.

Residential Parking

16. The downtown parking supply should be managed to minimize parking impacts on adjacent residential neighborhoods.
17. Downtown residential development should be responsible for providing on-site parking, or negotiating parking availability in off-street lots, for new residential units.

Publicly Managed Parking

18. Over time, the City anticipates that its off-street lots will redevelop and City-owned or -leased surface parking lots will gradually disappear. The City will attempt to continue to accommodate the commercial and residential buildings whose tenants are, as of ~~December 2007~~ November 2013, making use of City off-street lots. The City will continue this practice as long as public off-street spaces are available.⁷
19. Downtown Milwaukie employees are the highest priority customers in the City's parking permit program. As the permit system approaches capacity (i.e., spaces become unavailable for new applicants), the City should revoke parking permits issued to commuters as necessary, and refrain from issuing new permits to commuters.
20. The City supports the provision of a structured public parking facility for visitor and employee parking. Due to the expense of structured parking and the benefit structured parking would provide to downtown businesses, the City should commence planning for structured parking only in collaboration with the downtown business community and only after a viable funding strategy is identified.
21. The City supports shared use of parking areas, including public lots, when there is no conflict in operating hours.

Parking Requirements for New Development

22. Parking requirements for new development should contain needed parking on-site or through shared parking agreements.
23. New parking supply should be located within structures that contribute to the design and activity of downtown whenever possible.

Parking Operating Principles

Parking Operating Principles define the day-to-day operating priorities for managing parking in the Downtown Zones. The Operating Principles provide specific direction for addressing issues that will occur in the system, which should assist the City in following the Guiding Principles.

⁷ The term "City lots" in this recommendation excludes the lots adjacent to the Ledding Library and City Hall.

85 Percent Full Standard (85 PFS)

The first and most important piece of the Operating Principles is the 85 Percent Full Standard (85 PFS), and is therefore discussed separately here. The 85 PFS is an industry-based management standard for understanding the sufficiency of parking supply in a specified and limited area. The standard establishes a rule for when to make on-the-ground adjustments: when parking ~~stalls, spaces~~ in specified and limited areas are routinely 85% full during the peak hour, the City should implement a more aggressive strategy to assist priority users in finding parking.⁸

Because downtown Milwaukie is relatively small, the 85 PFS should be applied beyond a "hot-spot" basis. That is, as small areas of downtown redevelop or become more popular, consideration should be given to parking utilization beyond the immediate parking impact area. Nearby parking utilization should also be considered, due to the compactness of downtown and the Downtown Plan's emphasis on high quality pedestrian amenities and walkability.

However, when the 85 PFS is reached, there are many Operating Principles the City can apply in electing how to respond. These are described below, and are followed by the rest of the Operating Principles.

- **At 85 PFS:** Work with downtown employers to advertise and inform employees about how to use the City permit system and where parking is available;~~;- and/or~~
- **At 85 PFS:** Enforce against employees or TriMet patrons who use spaces intended for visitors to downtown businesses;~~;- and/or~~
- **At 85 PFS:** Modify the availability of on-street parking for short-term visitors or long-term permit holders, depending on the need of the adjacent building occupants;~~;- and/or~~
- **At 85 PFS:** Increase permit prices;~~;- and/or~~
- **At 85 PFS:** Invest in lighting, landscaping, and other amenities to make other parking areas, and the walk to them, more attractive;~~;- and/or~~
- **At 85 PFS:** Acquire or construct new parking supply;~~;- and/or~~
- **At 85 PFS:** Work with employers and TriMet to decrease the need for downtown employees' and patrons' need to drive to and park in downtown (implement Transportation Demand Management measures).

Additional Operating Principles are as follows:

- Short-term parking is defined as parking with time-stays less than or equal to four hours.
- Parking management may include strategies for modified pricing levels for short- and long-term parking, user types, or lot locations.
- The City will manage on-street parking spaces to primarily serve the ground-floor use of adjacent properties.
- There will be no unregulated on-street parking in downtown zones.

⁸ One possible consequence could be that no strategies need to be implemented if the utilization level is deemed acceptable. However, the trigger provides a proactive system of review and provides time to implement parking management strategies before overly constrained conditions occur.

- As long as spaces are available, off-street parking in downtown will be operated for the benefit of visitors, employees, and residents of downtown Milwaukie.
- Residential use of public off-street parking lots will be limited to nonbusiness hours (nights and weekends in some locations).
- Over time, public off-street parking will be transitioned to serve a higher mix of short-term visitor parking demand. Alternative mode options will be developed to support this transition.
- Except where residential parking permit zones are established, On-street parking outside of the downtown zones (i.e., in adjacent residential areas) will be unregulated but enforced by complaint only.
- If parking spillover from the downtown zones, or from the future light rail station areas (at Tacoma St and Park Ave), results in inadequate parking availability outside of the downtown zones in the neighborhoods adjacent to these areas, the City will facilitate the establishment of residential parking permit zone programs upon the request and support of the affected neighborhood(s).⁹

The application of both the Guiding Principles (Management Principles) and the Operating Principles will result in a parking distribution pattern that places each parking user in the location that best supports the goals of the Downtown Plan. As illustrated in Figure 12-1, visitor parking is provided in the retail core, employees are directed to public lots, park-and-ride commuters are moved to the downtown fringe, and residential neighborhoods are protected from spillover effects.

The goal is a clear and predictable downtown parking system, as summarized in Table 12-21. The Guiding Principles account for each of the different types of parking users and the three types of parking ~~stalls~~ spaces potentially available to them. Additionally, Transportation Demand Management Tools are diligently designed into the parking management system, varying slightly depending on the user type.

⁹ See recommendation on page 12-143 for detail.

Figure redesigned
for clarity and
simplicity

Figure 12-1 Diagram of Parking Type Locations

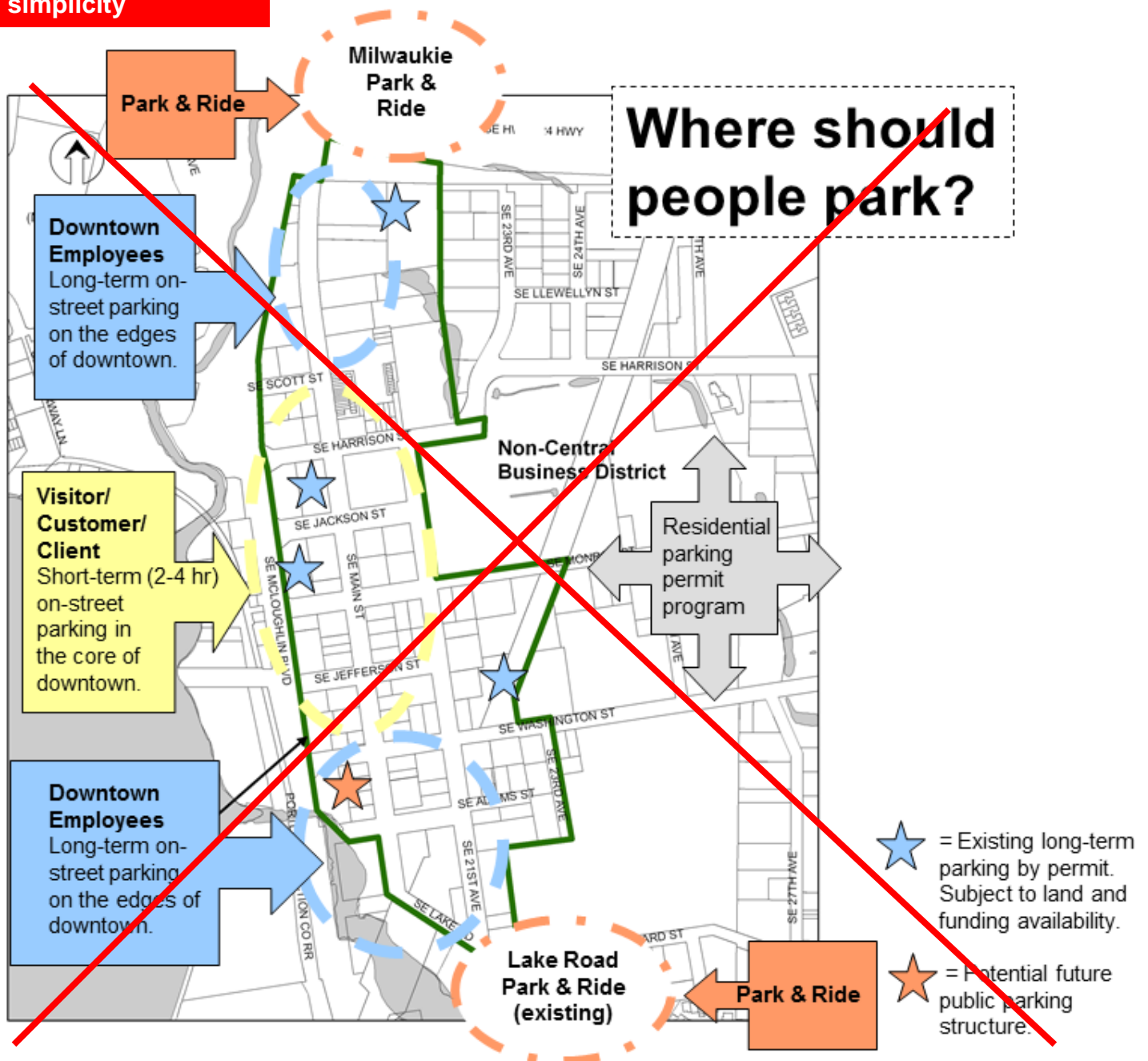


Table 12-21 Parking Facility Priorities by Parking User Type

Parking User Types	Parking Facility Type			Transportation Demand Management Tools
	On-Street Parking	Off-Street Public Parking	Off-Street Private Parking	
Visitor/Customer/Client	Priority	Allowed	Allowed	<ul style="list-style-type: none"> • Transit • Bike parking • Pedestrian access and amenities
	2-hr and 4-hr parking	Subject to land and funding availability	On-site parking controlled by property owner	
Downtown Employees	Limited	Priority	Allowed	<ul style="list-style-type: none"> • Transit passes • Bike parking • Encourage carpooling • Flexible parking permit options
	<ul style="list-style-type: none"> • When not needed for adjacent retail/restaurant • By permit only • Subject to 85% rule 	<ul style="list-style-type: none"> • Subject to land and funding availability • Priority to occupants of buildings existing in 2007 • Locations may shift over time as downtown develops • Subject to 85% rule 	<ul style="list-style-type: none"> • On-site parking controlled by property owner • Shared parking arrangements encouraged • Private paid parking lots are allowed • New office/commercial development required to supply 0-2.5 stalls spaces/1,000 sf¹⁰ 	
Downtown Residents	Limited	Limited	Allowed	<ul style="list-style-type: none"> • Transit passes • Bike parking • Flexcar Car-sharing • More services in downtown, requiring fewer trips to destinations outside downtown
	<ul style="list-style-type: none"> • After hours only 	<ul style="list-style-type: none"> • After hours only 	<ul style="list-style-type: none"> • On-site parking controlled by property owner • Shared parking arrangements encouraged • Private paid parking lots are allowed • New residential development required to supply parking 	
Park-and-Ride (to Portland)	Not Allowed	Limited	Allowed	<ul style="list-style-type: none"> • Milwaukie Southgate park-and-ride (opened 2010)¹¹ to open 2008 • Existing park-and-ride on Lake Rd park-and-ride (existing) • Improve E-W bus connections to downtown Milwaukie
		<ul style="list-style-type: none"> • Restricted in the core downtown area • Conditionally allowed in a parking structure • Must support downtown activity over the long term 	<ul style="list-style-type: none"> • On-site parking controlled by property owner 	

¹⁰ Downtown parking required for new development will be analyzed and potentially revised during the 2013-14 "Moving Forward Milwaukie" project.

¹¹ The future of the Southgate park-and-ride is unclear once the PMLR opens in 2015. The City prefers that the Southgate site transition into operation as a parking lot for local employees.

RECOMMENDATIONS

The City should move to apply the Guiding Principles and Operating Principles. This will be easier to do with the implementation of certain policy recommendations, operational improvements, and capital projects.

Policy Recommendations

Adopt new parking development standards for commercial development in the downtown zones.

Amendments should create a unified parking standard for downtown commercial and office uses that does not require more parking ~~stalls~~ spaces than are needed. The revised code should encourage shared parking agreements and acknowledge on-street parking as a resource for downtown businesses.¹²

- Amend the Code to eliminate minimum parking ratios for commercial/retail uses in Downtown zones. This will enable the market to determine minimum parking levels for new commercial development, meaning that the City will allow new office and retail to be built in downtown Milwaukie without attendant parking (which supports the Downtown Plan's emphasis on the use of precious urban space for people and activity and not parking lots).
- Amend the Code to establish maximum surface lot parking ratios of 2.5 ~~stalls~~ spaces per 1,000 sq ft for all commercial uses within the downtown zones (which would cover office, retail, personal service, restaurant, auto, government, bowling, church, fraternal organization, gym, and funeral home uses, which are each listed separately in the current code). This will prohibit development that requires large surface parking lots, supporting the Downtown Plan's emphasis on a compact and interesting urban environment.

Maximum parking ratios for parking provided in structured ~~stalls~~ spaces are not recommended if they meet the City's development standards and design guidelines.

Adopt new parking development standards for residential development in the downtown zones.¹²

Given that the on-street system in downtown is prioritized for customer/visitor use, the vision to bring greater levels of new residential development (over retail) to downtown will create potential conflicts for access to on-street parking. To mitigate this and assure that residential parking is available in downtown and on-street parking remains available to customers and visitors, the City should amend the Code as follows:

- ~~Establish a minimum surface parking lot requirement of 1 space per unit.~~
- ~~Establish a maximum surface parking lot requirement of 2 spaces per unit.~~
- Require no maximum parking allotment within structured parking facilities.
- To accommodate residential development that cannot incorporate parking into development sites (i.e., for reasons of site size, geometries, etc.), allow for requirement exceptions through approval of a transportation management and trip reduction plan.

¹² Downtown parking required for new development will be analyzed and potentially revised during the 2013-14 Moving Forward Milwaukie: Enhancing Our Commercial Districts project.

- Prohibit the creation of residential on-street parking permit programs within the Downtown Zones.

Adopt a framework for Residential Permit Zone(s) in neighborhoods adjacent to the Downtown Zones an action plan to fully implement the Residential Parking Permit program by 2015.

~~As the downtown grows the new PMLR begins to affect the City's core and the neighborhoods near PMLR station areas at Tacoma St and Park Ave, and as land uses intensify, conflicts for parking in adjacent residential neighborhoods adjacent to downtown will likely occur as downtown users begin to spill over in the residential areas. In response, it is recommended that the City develop and enact an action plan to fully implement a Residential Parking Permit Zone program, facilitate Residential Parking Zones (RPZs) at the request of affected neighborhoods. The City should adopt an approval framework for establishing an RPZ. The following elements of such a framework are provided as a basis to begin discussions with neighborhoods:~~

- ~~Affected neighborhoods, coordinated through Neighborhood District Associations, petition the City for creation of a RPZ by formally polling affected residents within a boundary.~~
- ~~If 51 percent of affected residents within a boundary poll in favor of a RPZ, the City could then move to implement a permit program.~~
- ~~At that time, a formal RPZ boundary would be established and any parking between the hours of 8:00 a.m. and 5:00 p.m. (Monday – Friday) would be limited to two hours unless by displayed permit.~~
- ~~Permits would only be available to residents with addresses in the RPZ zone and only to vehicle license numbers with addresses in the RPZ zone.~~
- ~~A "guest pass" program would be established to accommodate visitors to residential properties within the zone.~~
- ~~A system for determining cost to the City and the neighborhoods would be established prior to implementing the program. Costs will include creation and replacement of signage, permit creation and processing, and enforcement.~~

Strengthen the Move-to-Evade Enforcement Policy

~~The City should revise the "Move-to-Evade" ordinance (10.20.080) to allow the City's Parking Manager more latitude to cite people who move their cars between short-term stalls during the day.~~

Operational Projects

Public Information and Marketing

- ~~Create and Continue~~ to distribute information to the public and downtown employees about location, cost, availability, and the purpose of downtown parking lot locations, as well means for utilizing the permit program. This can be accomplished through such efforts as targeted outreach to downtown businesses, mailings, brochures, maps, and website development.
- Create a transportation information package for downtown employees, to include public parking, transit, and biking information.

- Promote Metro's online tool, "Drive less. *Connect*," (through the Regional Travel Options program) that promotes a ride-matching service connecting carpoolers and bike buddies. Since its launch in 2011, commuters have avoided using approximately 50,000 gallons of gasoline and saved roughly \$308,000 collectively by joining carpools, biking, and riding transit.

Active Parking Management

The City should dedicate appropriate resources for actively managing downtown and station-area parking and the ripple effects into adjacent neighborhoods. This will include tools and staffing to enforce on-street parking time limits, maintain the downtown parking inventory map, and continue coordination between City departments. Active management further entails working with constituent groups (e.g. business owners, residents, and employees) to educate them about City policies and build their capacity to utilize alternative delivery models and modes, such as the formation of a Transportation Management Association and use of regional ride-share modalities.

Improve Parking Permit Program

Improvements to the City's Parking Permit Program can increase the use of off-street spaces that are currently underutilized. By moving employees who currently park on-street into off-street lots, valuable on-street ~~stalls~~ spaces can be freed up for customer or visitor use.

Improve/Streamline the Process for Purchasing Permits

~~Make purchasing parking permits easier and more convenient. Enhancements to the permit program could include selling permits in more than one location (e.g. at City Hall, by mail, on-line), offering flexible payment options (e.g. credit card, automatic deduction) and offering customized permit packages (e.g. monthly, biannually, annual renewals).~~

Implement "Tiered Pricing"

Currently the City charges the same amount for all parking lots. As such, parking is not priced according to demand or proximity to "premier" destinations. Tiered pricing would set rates based on lot popularity. For example, a lot with occupancies over 85% would be priced higher than lots with significantly lower rates of utilization. Lots on the fringe of the downtown would be priced lower than more popular lots located in the core retail area.

Parking Utilization Monitoring Program

No less than every two years, City staff should count the parking supply and peak-hour parking utilization. With the results of this information, the Parking Manager or designated staff should convene a meeting of stakeholders to review the results, check areas against the 85 PFS, and evaluate the need for any actions (e.g., redesignating short-term or long-term parking, modifying short-term parking durations, or adjusting the allotment of permits for Portland-bound commuters).

Identify Locations for Future Public Supply

As City-owned parking lots transition to more dense land uses, the City should continually consider the prospects for new parking supply for downtown employees.

Engage Owners of Private Parking Facilities to Provide Shared Parking

City staff should initiate a program to develop shared use agreements with owners of off-street private parking. The agreements should be developed for both employee parking and special

event parking. The City or a downtown business association can take the lead in contacting property owners or developing incentives such as facility upgrades (e.g., lighting, striping, pavement, landscaping), leasing arrangements, revenue sharing, or public purchasing. Shared parking arrangements could be arranged between two private parties, or between private parties and the City.

Evaluate Funding Strategies for New Supply

The City should begin to discuss and evaluate potential funding sources for future public parking supply. These discussions with downtown stakeholders should assure that the final recommendations have broad support within the downtown community. Most public parking facilities developed in other jurisdictions are funded with multiple sources that include urban renewal/tax increment financing, parking fees and charges, meter districts, local improvement districts, capital fund allocations, and bonding.

Capital Implementation Projects

Signage Changes

Over time, distinctive, friendly, and clear customer/visitor parking signs should be designed and installed at all short-term public parking lots. The signs should be "blade" signs with information on both sides so that downtown patrons can read the signs from either direction.

Upgrade Public Parking Lots

The City should maintain the pavement, lighting, and landscaping of its off-street public parking facilities to ensure a safe and attractive appearance.

Implement the Public Area Requirements

Implementing the Public Area Requirements of the Downtown Plan will result in wider, continuous sidewalks with appropriate lighting. These improvements will help address concerns about walking several blocks between a parking lot and a destination.

Master Plan

Table 12-32, the Downtown Parking Master Plan Projects List, summarizes the key projects needed to implement the recommendations in this chapter. Many of the projects related to the operation and maintenance of the City's parking program may be self-funding through parking permit fees and parking fines.¹³

Table 12-32 Downtown Parking Master Plan Projects List

Priority	Type	Project Name	Project Description	Cost(s) \$1,000s ¹⁴
High	O	Downtown Parking Enforcement Management	Implement a downtown parking management system, including a dedicated parking manager.	\$40
Med High	C	Public Parking Structure	Construct 3- to 4-story public parking structure with retail at ground floor for visitor/employee parking.	\$10,000 1,000

¹³ This source of funding is not included in the TSP transportation funding forecast (Chapter 13).

¹⁴ Project costs are order-of-magnitude estimates and are in 2007/2012 dollars. Future costs may be more due to inflation. Costing details can be found in the Technical Appendix. In the case of operational projects, estimated costs are for the entire 22-year planning period.

Med High	C	Downtown Parking Signage	Install wayfinding and identification signage at McLoughlin Blvd intersections and around public parking lots.	\$10
High Med	C	Downtown Streetscape Improvements	Install sidewalk bulbouts, lighting, and pedestrian amenities.	\$6,700 \$7,300
Med	C	Downtown Public Parking Lot Improvements	Upgrade and maintain off-street public parking facilities with improved landscaping and lighting.	\$50 \$60

Notes:

C = Capital Project High = High priority
O = Operational Project Med = Medium priority
P = Policy Project Low = Low priority

Action Plan

The Downtown Parking Action Plan (Table 12-3) identifies the highest priority projects that are reasonably expected to be funded with local funds by 2030~~2035~~, which meets the requirements of the State's Transportation Planning Rule.¹⁵ The action plan project list is the result of based upon a 2007 citywide project ranking process. In 2007, All of the modal master plan projects were ranked by the TSP Advisory Committee after consideration of the Working Groups' priorities, other public support for the project, and how well each project implements the TSP goals and policies. For the 2013 TSP Update, City staff reassessed the prioritization of all projects, incorporating public comments gathered at and around a public meeting in June 2013. Action plan projects that were completed since 2007 were removed from the action plan and new projects identified as top priorities were added. The highest-ranking downtown parking projects that are reasonably expected to be funded (see Chapter 13) with local funds are shown in Table 12-4.

Table 12-43 Downtown Parking Action Plan

Project Name	Project Description	From	To	Project Cost (\$1,000s)	Direct Funding or Grant Match
Downtown Parking Management	Implement a downtown parking management system, including a dedicated parking manager.	Downtown	Downtown	\$40	Direct
Downtown Parking Signage	Install wayfinding and identification signage at McLoughlin Blvd intersections and around public parking lots.	Downtown	Downtown	\$10	Direct
Downtown Streetscape Improvements	Install sidewalk bulbouts, lighting, and pedestrian amenities.	TBD	TBD		Match

¹⁵ OAR Chapter 660, Department of Land Conservation and Development, Division 012, Transportation Planning, adopted on March 15, 2005, effective April 2005.