Study Session

SS

Milwaukie City Council

CITY OF MILWAUKIE

COUNCIL STUDY SESSION

Ledding Library, 10660 SE 21st Ave
& Zoom Video Conference (www.milwaukieoregon.gov)

REVISED AGENDA
MARCH 14, 2023
(Revised March 8, 2023)

Council will hold this meeting in-person and through video conference. The public may attend the meeting at the library or by joining the Zoom webinar. The meeting will be recorded and broadcast later on the city's YouTube channel.

To participate in this meeting by phone dial **1-253-215-8782** and enter Webinar ID **837 5111 0754** and Passcode: **107967**. To raise hand by phone dial *9.

Written comments may be submitted by email to ocr@milwaukieoregon.gov. Council may take limited verbal comments. **For Zoom webinar login information** visit https://www.milwaukieoregon.gov/citycouncil/city-council-work-session-282.

Note: agenda item times are estimates and are subject to change. **Page #**

Start Time: Council will hold this meeting after a special session. To view the special session agenda, visit https://www.milwaukieoregon.gov/citycouncil/city-council-study-session-139

1. **Clackamas Water Environment Services (WES) Annual Report** (5:15 p.m.) **1**
   Presenter: Greg Geist, WES Director
2. **Parking Management Study Update – Discussion** (6:15 p.m.) **10**
   Staff: Joseph Briglio, Community Development Director
3. **Council Goals – Discussion** (7:15 p.m.) (added to the agenda)
   Presenters: City Council
4. **Adjourn** (7:45 p.m.)

Meeting Accessibility Services and Americans with Disabilities Act (ADA) Notice
The city is committed to providing equal access to public meetings. To request listening and mobility assistance services contact the Office of the City Recorder at least 48 hours before the meeting by email at ocr@milwaukieoregon.gov or phone at 503-786-7502. To request Spanish language translation services email espanol@milwaukieoregon.gov at least 48 hours before the meeting. Staff will do their best to respond in a timely manner and to accommodate requests. Most Council meetings are broadcast live on the city's YouTube channel and Comcast Channel 30 in city limits.

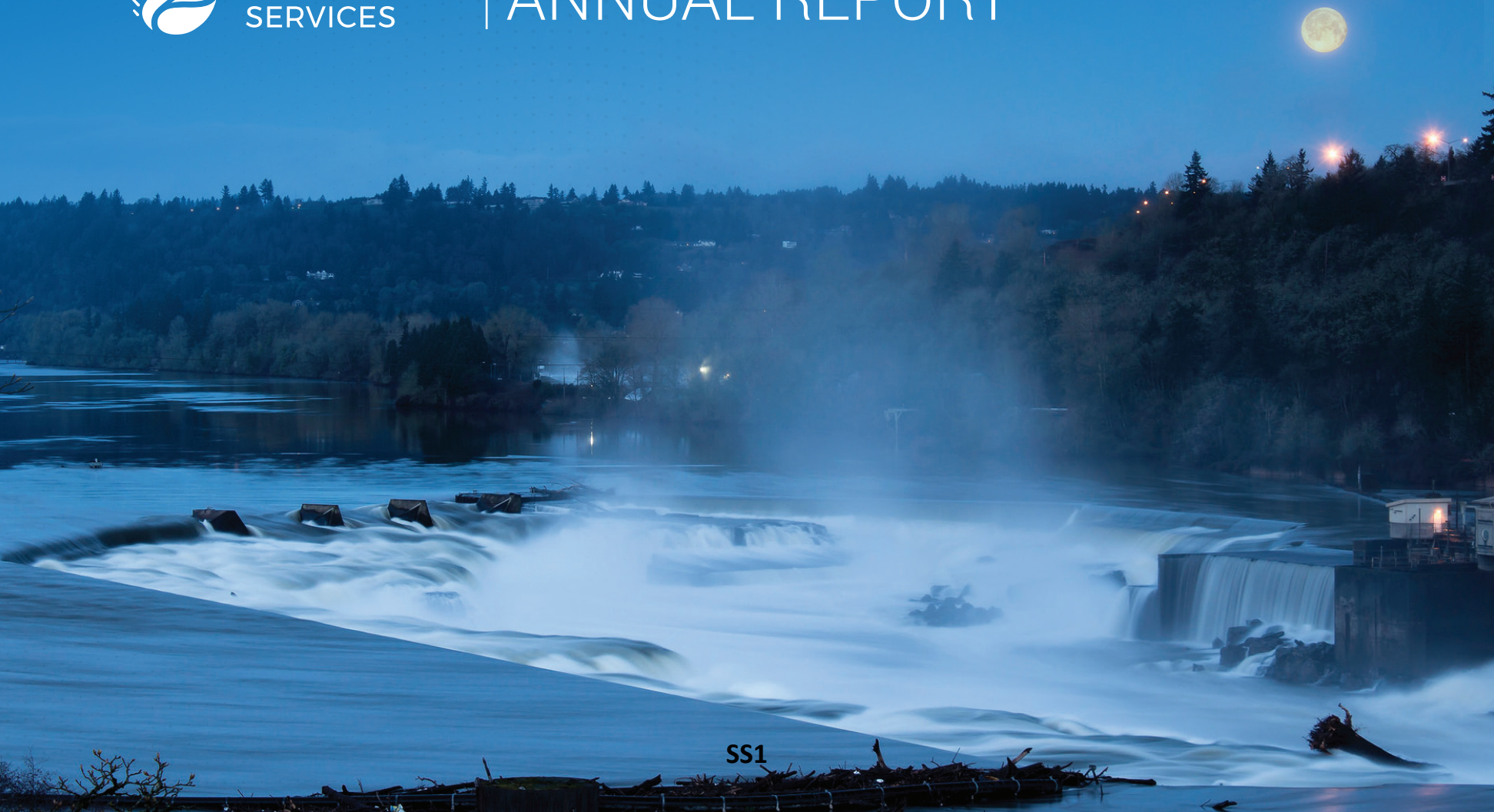
Servicios de Accesibilidad para Reuniones y Aviso de la Ley de Estadounidenses con Discapacidades (ADA)
La ciudad se compromete a proporcionar igualdad de acceso para reuniones públicas. Para solicitar servicios de asistencia auditiva y de movilidad, favor de comunicarse a la Oficina del Registro de la Ciudad con un mínimo de 48 horas antes de la reunión por correo electrónico a ocr@milwaukieoregon.gov o llame al 503-786-7502. Para solicitar servicios de traducción al español, envíe un correo electrónico a espanol@milwaukieoregon.gov al menos 48 horas antes de la reunión. El personal hará todo lo posible para responder de manera oportuna y atender las solicitudes. La mayoría de las reuniones del Consejo de la Ciudad se transmiten en vivo en el canal de YouTube de la ciudad y el Canal 30 de Comcast dentro de los límites de la ciudad.

Executive Sessions
The City Council may meet in executive session pursuant to Oregon Revised Statute (ORS) 192.660(2); all discussions are confidential; news media representatives may attend but may not disclose any information discussed. Final decisions and actions may not be taken in executive sessions.

SS 1.
3/14/23

CLACKAMAS
WATER
ENVIRONMENT
SERVICES

2022
ANNUAL REPORT



SS1

Message from the Director

This past year was a year of milestone achievements, rewarding partnerships and progress on projects designed to strengthen our ability to serve you and all the diverse communities and businesses in northern Clackamas County.

In this annual report, I want to share with you how Clackamas Water Environment Services dedicated our resources over the past 12 months to producing clean water, protecting water quality and taking on our biggest challenges and priorities.

Through innovative, forward-looking partnerships with cities in the WES service area, we worked collaboratively to reduce Inflow and Infiltration (I/I) in sewer systems owned by our partner cities. Keeping extra water out of pipes will save approximately $120 million over the next two decades – money we'll use to better serve you.

In addition to strengthening our infrastructure and technology, WES once again partnered with dozens of local community groups and thousands of volunteers of all ages to protect our many local natural areas and waterways. Helping create a new generation of environmental stewards benefits our communities now and well into the future. Environmental knowledge is powerful and impactful.

WES is proud to be deeply connected to the communities we serve, whether it's partnering on projects, supporting community events or educating residents from all walks of life.

2022 was a very productive year, but for WES, the best is yet to come.

On behalf of WES, I wish you all a happy and healthy 2023. It is our pleasure and privilege to serve you.

Greg Geist
Director, Clackamas Water Environment Services

The WES service area includes:

Boring
Fischer's Forest Park
Gladstone
Happy Valley
Hoodland
Johnson City
Milwaukie
Oregon City
Rivergrove
West Linn
Communities in unincorporated Clackamas County

Our Service Area

Why We're Here

Clackamas Water Environment Services produces clean water, protects water quality and recovers renewable resources. We do this by providing wastewater treatment services, stormwater management, and environmental education. It's our job to protect public health and support the vitality of our communities, natural environment, and economy.

Where We're Going

Be a collaborative partner in building a resilient clean water future where all people benefit and rivers thrive.

What We Stand For

- Protecting Public Health
- Investment in Our People
- Stewardship of Healthy Watersheds
- Responsive Customer Service
- Fiscal Responsibility
- Water Resource Recovery

SS2

Upgrading Our Water Resource Recovery Facilities

Joshua Clark,
WES Interim Operations Manager

Like most people, you may not think about what happens after you flush the toilet. We do.

It's our job to ensure these vital services work for you every day of the year.

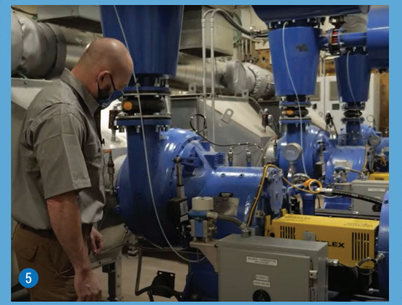
It takes a lot of science and engineering to make it happen, and we're always exploring innovative ways to make our systems even more efficient.

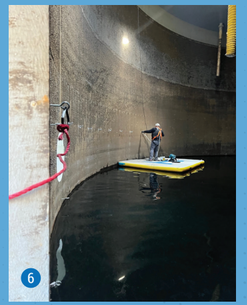
Over the past year, we continued to upgrade and modernize our largest water resource recovery facilities, which together clean more than seven billion gallons of wastewater every year.

2022 has been a year to operationalize the major upgrades we have made at the Tri-City Water Resource Recovery Facility over the last few years. Our new, low-emissions biogas project transforms organic waste into renewable energy. This co-generation system, at full output, produces heat for five buildings at the site and an estimated 4,300 megawatts of electricity annually — enough to offset nearly half of the facility's energy use.

At the Kellogg Creek Water Resource Recovery Facility, we are participating in Energy Trust of Oregon's Strategic Energy Management Program, which helps organizations like ours train employees to identify and implement energy-saving opportunities. This year we offset enough of our energy usage to power the equivalent of 25 homes.

We'll continue updating our technology to keep pace with the growing population we serve to ensure that these reliable and affordable services are available to serve you now and for many years to come.





1 Taking samples from the aeration basin at Tri-City

2 WES Director Greg Geist leads a tour at Kellogg Creek

3 The Kellogg Creek Water Resource Recovery Facility in Milwaukie

4 The Tri-City Water Resource Recovery Facility in Oregon City

5 Inspecting the blowers at Kellogg Creek

6 Grouting work on the inside of a digester at Tri-City

7 Searching for energy savings at Kellogg Creek

8 The co-generation engine at Tri-City

SS3

Preserving Our Watersheds

Leah Johanson,
WES Senior Civil Engineer

WES is in the process of designing a large stream restoration project at our 80-acre 3-Creeks Natural Area. The goal of this project is to improve water quality, reduce downstream flooding and improve stream habitat. Restoration of Mt. Scott Creek will include adding streambed material and logs to reconnect the creek to the floodplain.

In addition, WES will optimize the existing flood control facility to reduce the frequency of downstream flooding. Once complete, this project will improve the functionality and natural resources of this important space.

The site has also been a fantastic resource for educational groups like Trackers Earth Portland, providing a unique outdoor learning experience for young people, such as animal tracking and stewardship, within a natural environment close to home.

1 Aerial photo of the 3-Creeks Natural Area

2 The Oregon white oak supports many native animal species year-round by providing food, shelter, and good nesting habitat.

3 WES staff provide a tour at 3-Creeks

4 Trackers Portland leads a tour at 3-Creeks, which included plant identification and how to spot signs of wildlife

Keeping Our Waterways Clean with SOLVE

Kris Carico, *SOLVE*
Chief Executive Officer

The partnership between SOLVE and WES for the Summer Waterways Cleanup Series has been highly successful. In 2022, 1,481 volunteers participated in nearly 70 cleanup projects to collect and dispose of 11,373 pounds of trash and pollutants from our treasured waterways and natural areas.

Litter cleanup projects for this series occurred along the Clackamas, Sandy, and Willamette Rivers. Mentionable cleanup projects also took place at Camp, Johnson, Oswego, Mt. Scott, Dean, and Willow Creeks.

This partnership is a testament to the work that can be accomplished when Oregonians join forces in environmental stewardship. We look forward to continuing our collaboration with WES and promoting cleaner and healthier waterways for many years to come.

Learn more about the WES-SOLVE Summer Waterway Cleanups at **www.solveoregon.org/summer-waterway-cleanups.**

1 Orientation at Oregon City in Clackamette Park

2 Big haul of trash at a cleanup

3 Cleaning up 3-Creeks Natural Area

4 Volunteers remove trash at Riverside Park

SS4

Creating Watershed Health Partnerships

Gail Shaloum,
WES Natural Resources Scientist

Our Watershed Protection team protects watershed health with programs that reduce pollution caused by urban stormwater runoff, and improve fish and wildlife habitat in our rivers, streams and wetlands.

One of the best ways we have found to stretch our resources and accomplish more is to engage community partners in our efforts. In 2022, WES awarded $300,000 in grants through our RiverHealth Stewardship Program to 12 organizations dedicated to protecting and improving the health of our watersheds.

The grants support activities that restore habitat, manage invasive plants, organize community volunteer events, provide watershed science education, and remove trash from waterways, thereby improving watershed health and water quality. These projects also help us meet our regulatory requirements.

1 The World Salmon Council educates students about the lifecycle of northwest salmon

2 Youth learning about watershed health through our partnership with the Estuary Partnership

3 Friends of Trees team up with volunteers to plant trees as part of their grant

SS5

Maintaining and Improving Our Shared Sewer System

Jessica Rinner,
WES Civil Engineering Supervisor

Inflow and Infiltration (I/I) reduction is a top priority for our team.

I/I is rainwater or groundwater that gets into sewer lines through improper connections or damaged pipes and increases the amount of water that reaches our water resource recovery facilities, which we then have to treat.

I/I also increases the risk of sewer overflows within the collection system.

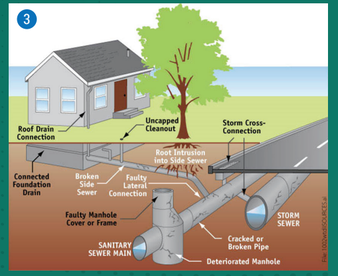
Reducing I/I in key basins by 2040 would save approximately $120 million in required upgrades and expansion in the collection system and at our treatment facilities.

We're teaming up with our partner cities that own and maintain their own sewer systems, which deliver wastewater to WES' treatment facilities to reduce I/I and save our ratepayers money.

1 WES field operators inspect the pipes

2 Groundwater infiltrates a wastewater pipe

3 Illustration of I/I sources



Investing in Our Community

Shelly Parini,
WES External Affairs

At WES, we understand that safeguarding a clean water future where all people benefit and rivers thrive requires collaboration and partnership.

One of the many ways we collaborate with our district cities and unincorporated areas is through community sponsorships. These partnerships provide us with an opportunity to educate our customers and diverse stakeholders on a variety of topics related to watershed health.

From the Gladstone Community Festival and National Night Out in Happy Valley, to Summer Movies in the Park in Milwaukie, Oregon City and West Linn, sponsorships allow WES to educate attendees about how WES protects public health and supports the vitality of our communities, natural environment and economy.

WES also partners with the local business community, educational institutions and watershed councils to address clean water issues that affect us all.

1 WES field operations staff teach kids about WES at Happy Valley's National Night Out

2 Crew leaders at the Bioblitz led the public in identifying and recording as many species as possible at the Environmental Learning Center

3 Young attendee at Gladstone Community Festival

Community investment is just one of several ways that WES engages neighbors of all ages to help keep our waterways clean.

SS6

Turning Waste into Resources

Terrance Romaine,
WES Resource Recovery Supervisor

You're probably aware we treat wastewater, but did you know we recycle solids too?

As wastewater enters the water resource recovery facility, solids are put through biological and physical processes that separate them from water. The separated solids are broken down and used as food by microorganisms in a process called anaerobic digestion.

Anaerobic digestion destroys harmful bacteria and produces a product called biosolids, which contain nitrogen, phosphorus, and micronutrients that improve soils, reduce erosion, and retain water.

Each year, we transport about 11,000 tons of biosolids to farms with non-food crops in eastern Oregon to be applied on their fields, which eliminates their need for expensive fertilizers.

All of this recycling means less landfill waste, less pollution, and a healthier environment for us all.

1 Land application of biosolids in eastern Oregon

2 Getting ready to transport biosolids

Building for Our Future

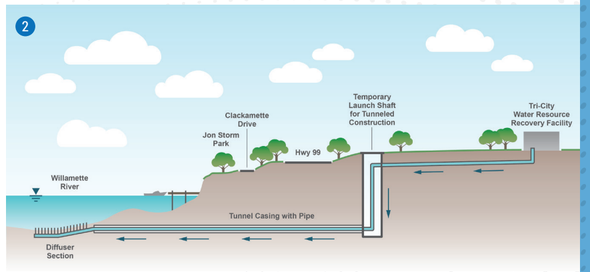
Jeff Stallard, *WES Capital Program Manager*

Our capital team plans, designs and builds major facilities so we can serve our customers' wastewater and surface water needs.

As the population grows, wastewater flows to our facilities will increase. This wastewater is treated, and the effluent is discharged to the Willamette River through our outfall via a diffuser valve.

The current Tri-City Water Resource Recovery Facility outfall was constructed nearly 40 years ago and is nearing capacity. WES has determined a new outfall is needed and is designing one that will be completed in 2025.

As part of permitting for this project, we completed an archaeological investigation in compliance with the National Historic Preservation Act.



1 Diffuser valve discharges effluent by diffusion to allow for gradual water mixing within the river

2 Diagram of the tunneling planned for the new outfall

3 Map of the outfall alignment

Learn more about the outfall project at **www.tricityoutfall.info**

Financial Stewardship

We take our responsibility as stewards of ratepayer dollars very seriously.

For 28 consecutive years, WES has received Certificates of Achievement for Excellence in Financial Reporting. We currently have the highest credit rating assigned by S&P Global Ratings, reflecting our commitment to fiscal responsibility.

We are committed to keeping rates affordable and maintaining monthly service rates in line with the local area average while meeting the needs of growing communities and replacing aging infrastructure.

WES is also committed to assisting our customers. We offer low-income discounts to customers in need, and in 2022, WES implemented the new federal Low Income Household Water Assistance Program to provide additional bill payment assistance.

Your Rate Dollars at Work

66% **Operations and maintenance**

- All wastewater treatment services, including waste removal, biosolids management, and disinfection of water
- Day-to-day plant maintenance
- Regulatory compliance, including laboratory
- Day-to-day collection system maintenance, including pump stations
- All surface water services, including conveyance and control of stormwater runoff
- Maintenance and cleaning of stormwater infrastructure
- Restoration and enhancement of riparian areas
- Public education related to water quality and stormwater issues
- Watershed planning and regulatory compliance

25% **Infrastructure financing and reserves**

- Equipment replacement
- Reserves for future project needs
- Building treatment capacity for future growth
- Construction projects

9% **Debt payments**

- Principal and interest on long-term debt used to finance capital projects

Percentages are based on the fiscal year 2022-23 budget

SS7

2022 WES Awards

WES proudly supports top county priorities, which include ensuring safe, healthy and secure communities, growing a vibrant economy, and honoring, utilizing, promoting and investing in our natural resources.

In 2022, WES was honored with national and regional awards reaffirming our dedication to protecting public health, our shared environment and the county's future economic vitality.

The National Association of Counties (NACo) recognized WES with a 2022 Achievement Award in the category of County Resiliency: Infrastructure, Energy, and Sustainability for its Solids Handling Improvements Project.

The Pacific Northwest Clean Water Association (PNCWA) also honored WES' Solids Handling Improvements Project with its 2022 Sustainability Award, and also recognized WES with its 2022 Professional Excellence Award.

These awards reflect WES' commitment to ensuring that residents and visitors enjoy the benefits of safe, healthy and clean water in Clackamas County.

1 County commissioners and Jeff Stallard with the 2022 NACo Achievement Award

2 Leah Johanson and Ron Wierenga at PNCWA

3 Ron Wierenga accepts 2022 PNCWA Professional Excellence Award

4 Jeff Stallard receives 2022 PNCWA Project Sustainability Award

SS8

Commissioners and Advisory Committee

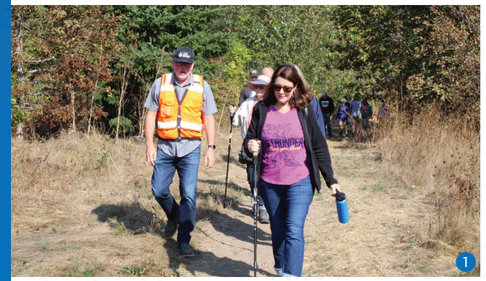
The Clackamas County Board of Commissioners serves as the governing body of WES.

Commissioners receive recommendations from the WES Advisory Committee on a variety of key issues. The WES Advisory Committee includes ratepayers, environmental representatives, business owners, members of the development community and elected officials.

Members bring experience in wastewater management, watershed health and restoration, economic development and surface water. The committee provides input and makes recommendations to WES and the Board of County Commissioners.

All WES Advisory Committee members either live or work within the WES service area.

Rita Baker, Unincorporated Representative
Mary Baumgardner, West Linn City Councilor
Christopher Bowker, Gladstone Representative
David Golobay, Happy Valley City Councilor
Greg DiLoreto, West Linn Representative
Anthony Fields, Milwaukie Representative
William Gifford, Oregon City Representative
Renee Harber, Environmental Learning Center at Clackamas Community College
Diana Helm, Business Representative
Brian Johnson, Johnson City Representative
Roseann Johnson, Development Community Representative
Adam Khosroabadi, Milwaukie City Councilor
Denyse McGriff, Oregon City Mayor
Kathryn Miller, Unincorporated Representative
Michael Morrow, Happy Valley Representative
David Schleef, Business Representative
Tammy Stempel, Gladstone Mayor
Martha Schrader, commissioner; liaison,
Paul Savas, commissioner liaison alternate



1 Advisory Committee Chair Diana Helm tours the 3-Creeks Natural Area with WES Assistant Director Ron Wierenga

2 Chair Tootie Smith tours the Tri-City Water Resource Recovery Facility with WES Director Greg Geist

3 Advisory committee members William Gifford and Rita Baker at the PNW Water Reuse Summit

4 Commissioner Martha Schrader at the Tri-City Water Resource Recovery Facility

“At WES, we all serve different functions, but we fit together to solve the clean water puzzle.”

- WES Director Greg Geist

Clackamas Water Environment Services
150 Beavercreek Road #430
Oregon City, OR 97045

503-742-4567
wescustomerservice@clackamas.us

clackamas.us/wes

SS 1. 3/14/23
Presentation

City of Milwaukie
March 14, 2023

Greg Geist, Director

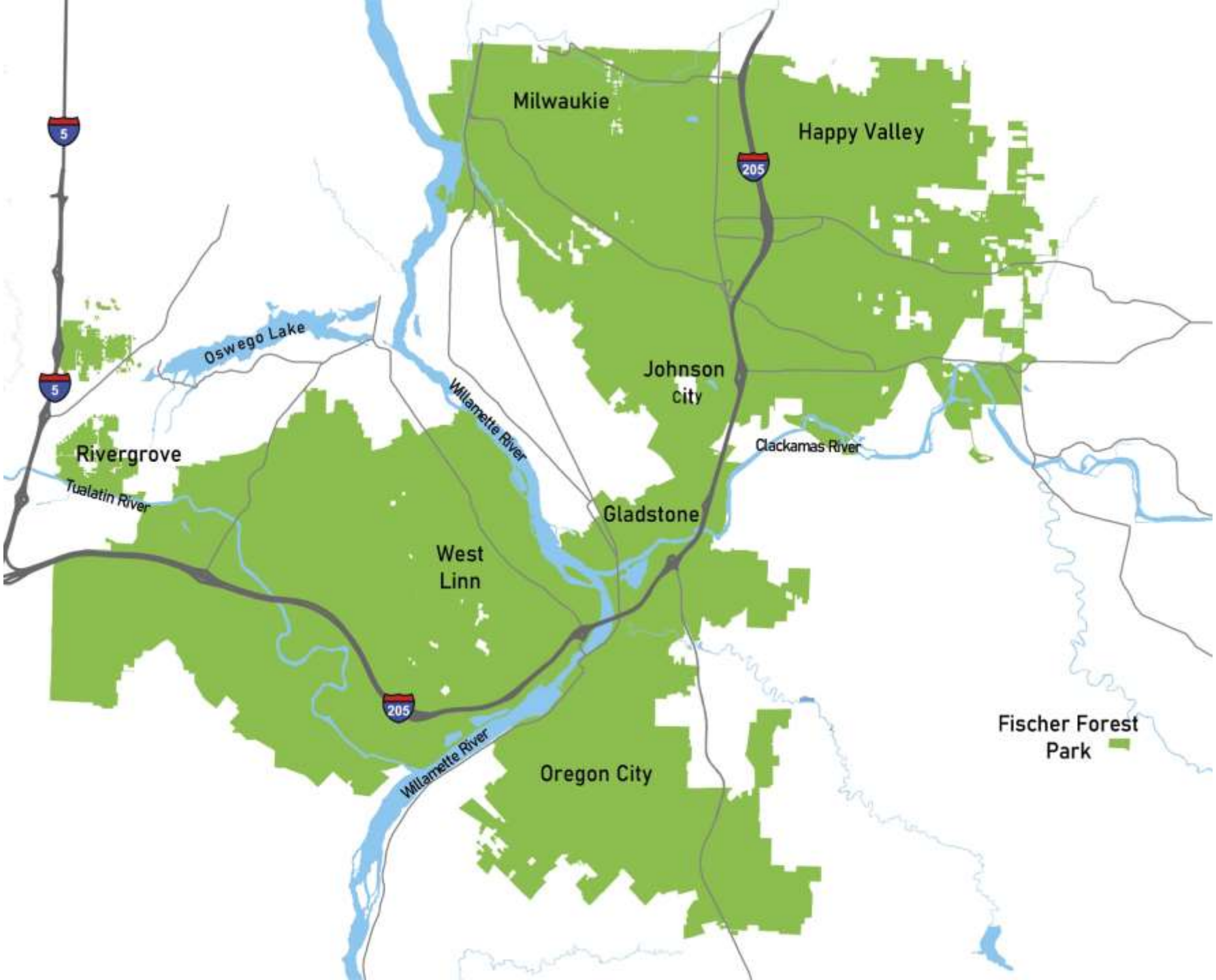
2023 State of the District Report

CLACKAMAS
WATER
ENVIRONMENT
SERVICES

About Us

The WES Service area includes:

- Boring
- Fischer's Forest Park
- Gladstone
- Happy Valley
- Hoodland
- Johnson City
- Milwaukie
- Oregon City
- Rivergrove
- West Linn
- Communities in unincorporated Clackamas County



Commissioners and Advisory Committee

The Clackamas County Board of Commissioners serves as the governing body of WES.

Commissioners receive recommendations from the WES Advisory Committee.

Milwaukie WES AC Members:
Councilor Adam Khosoroabadi
Anthony Fields, Resident

Financial Stewardship

Your Rate Dollars at Work

66% Operations and maintenance

- All wastewater treatment services, including waste removal, biosolids management, and disinfection of water
- Day-to-day plant maintenance
- Regulatory compliance, including laboratory
- Day-to-day collection system maintenance, including pump stations
- All surface water services, including conveyance and control of stormwater runoff
- Maintenance and cleaning of stormwater infrastructure
- Restoration and enhancement of riparian areas
- Public education related to water quality and stormwater issues
- Watershed planning and regulatory compliance

25% Infrastructure financing and reserves

- Equipment replacement
- Reserves for future project needs
- Building treatment capacity for future growth
- Construction projects

9% Debt payments

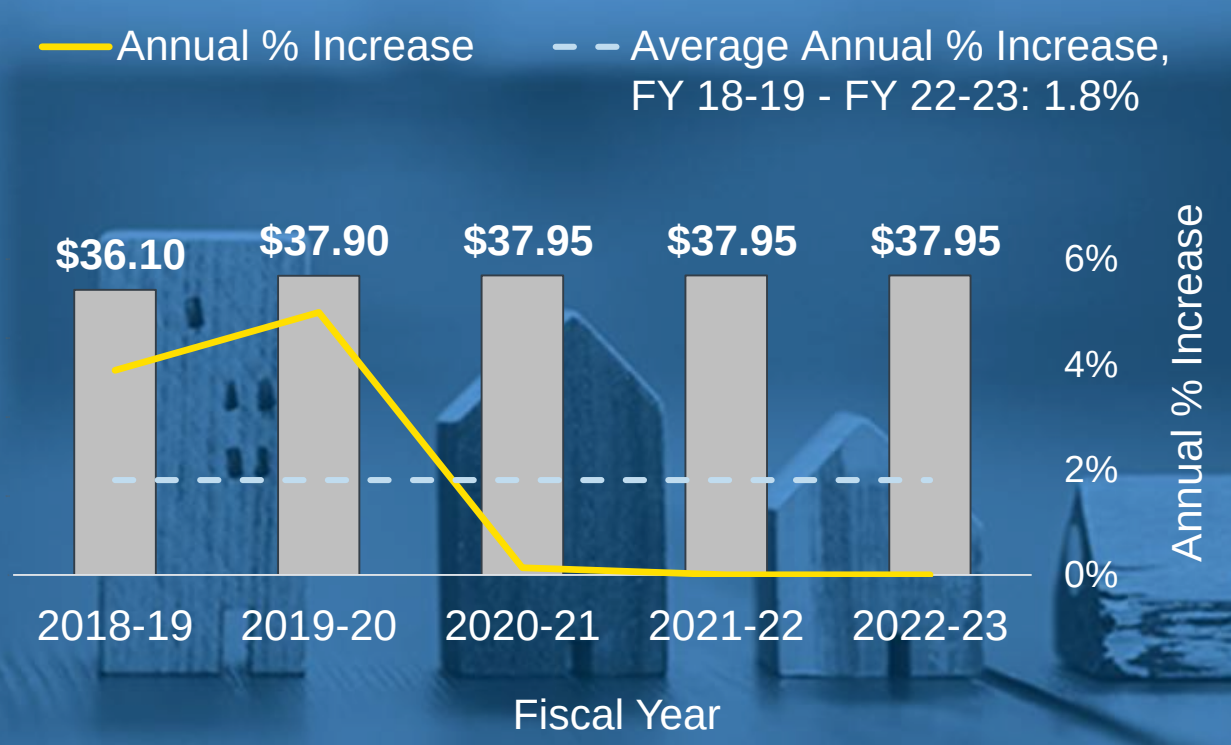
- Principal and interest on long-term debt used to finance capital projects

Commitment to reasonable and predictable rates

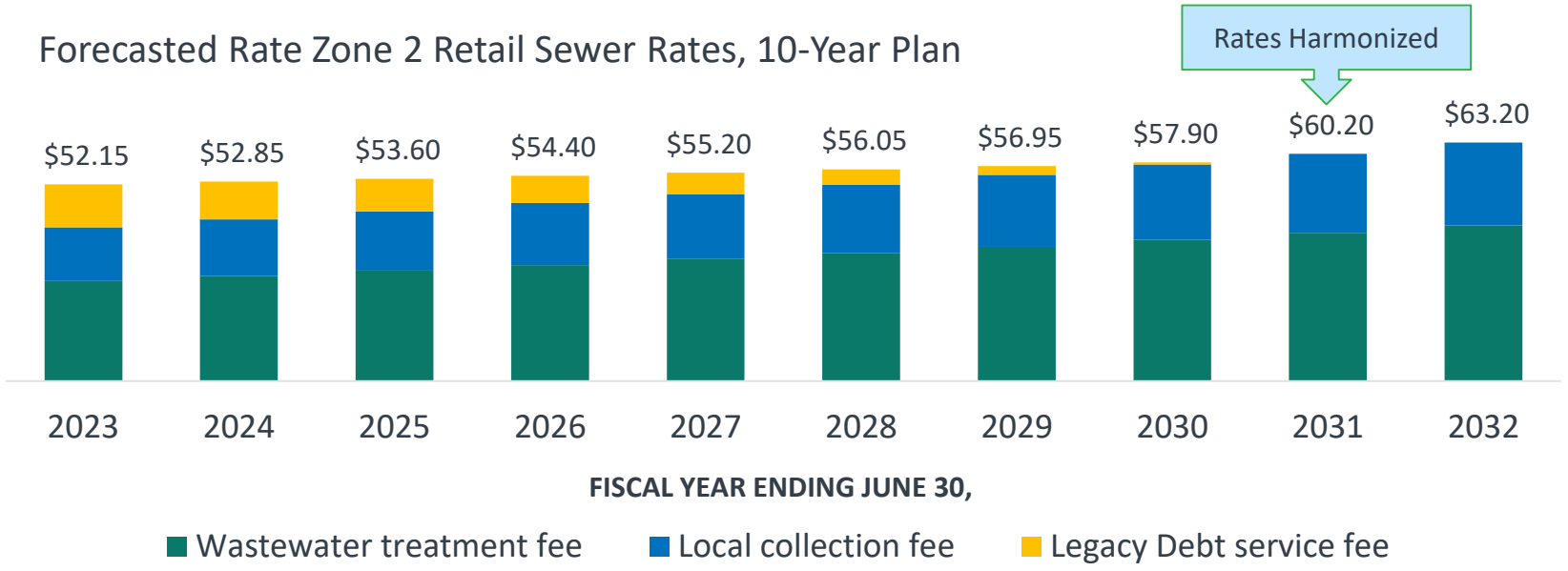
Board-approved annual rate increases for FY 2022/23 averaged 3.2% across all service areas.

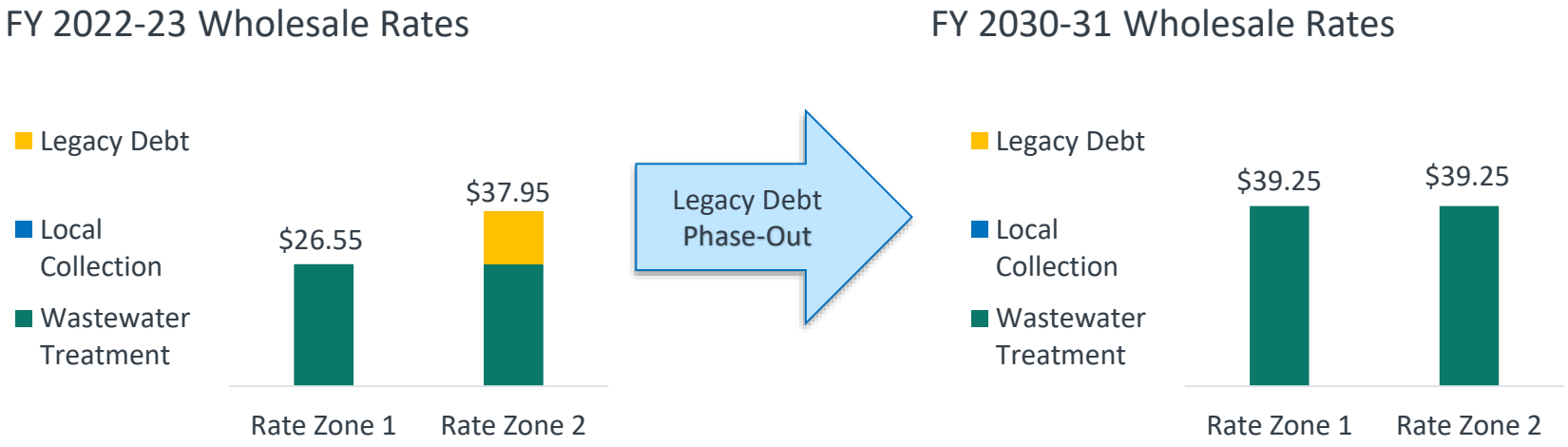
The rate increase for customers in the City of Milwaukie was 0%.

Milwaukie Monthly Rate History

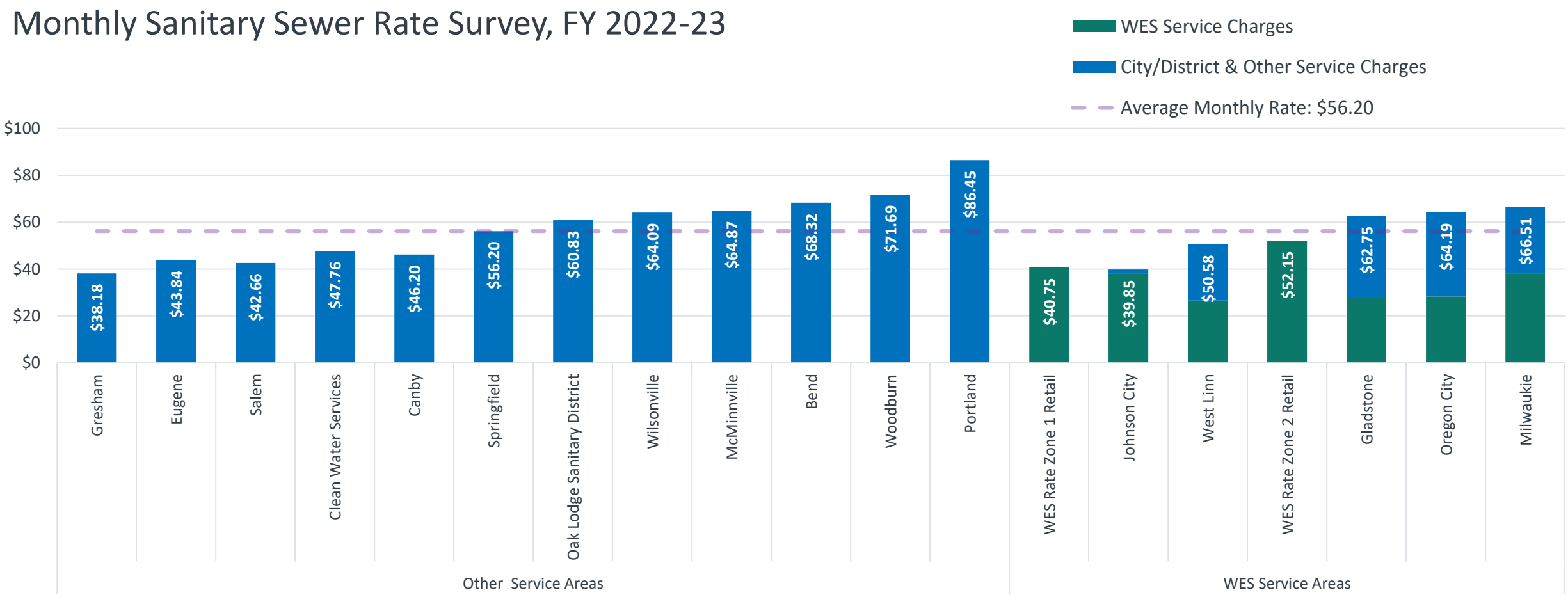


Sewer Rate Harmonization

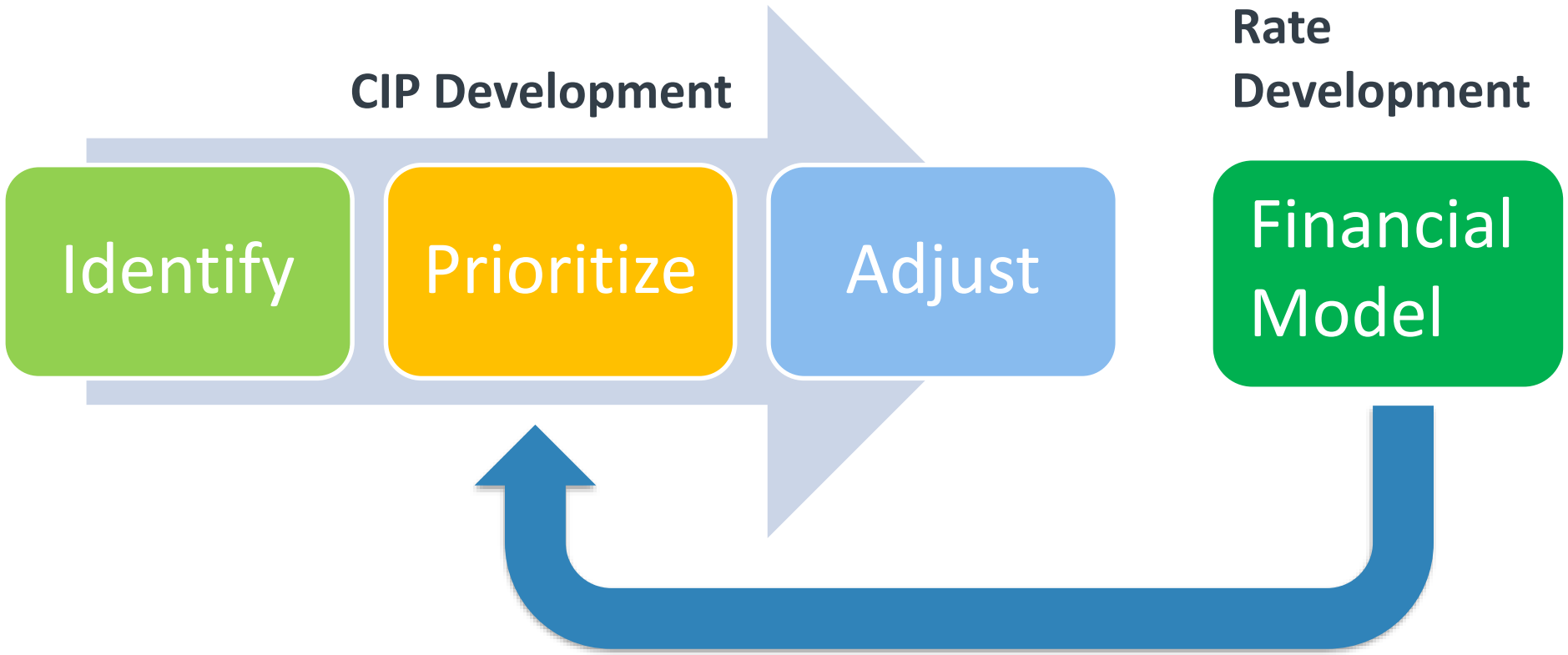




Fiscally Responsible



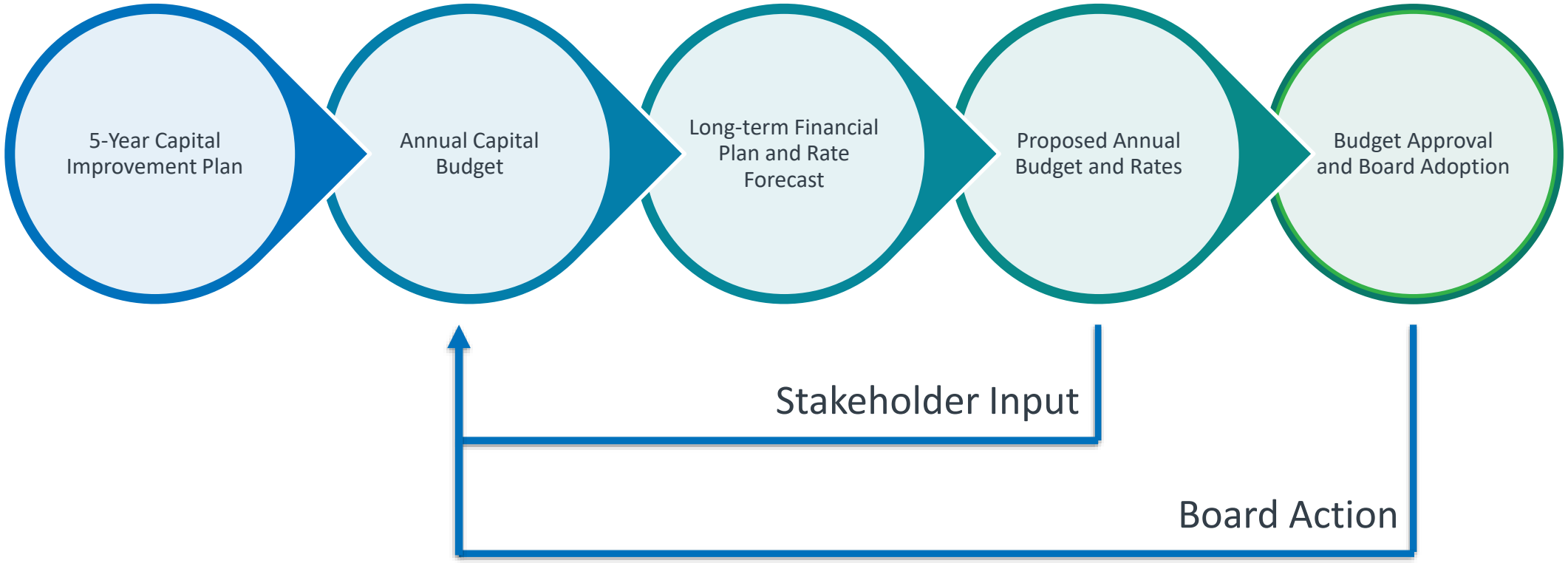
Capital Improvement Plan (CIP) is a Roadmap for WES' Future



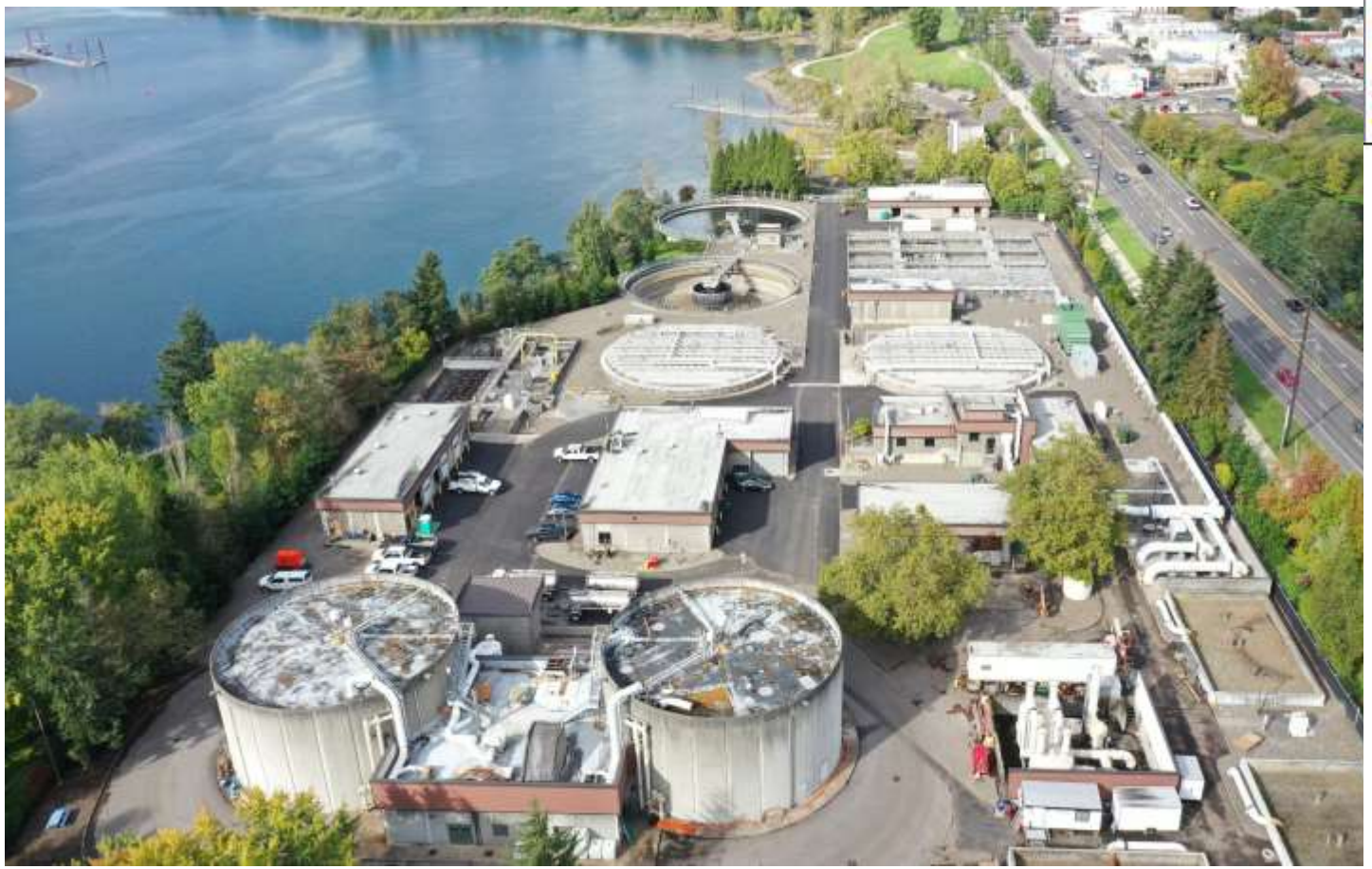
CIP is Based on Thoughtful Planning

Financial Planning and Rate Impact

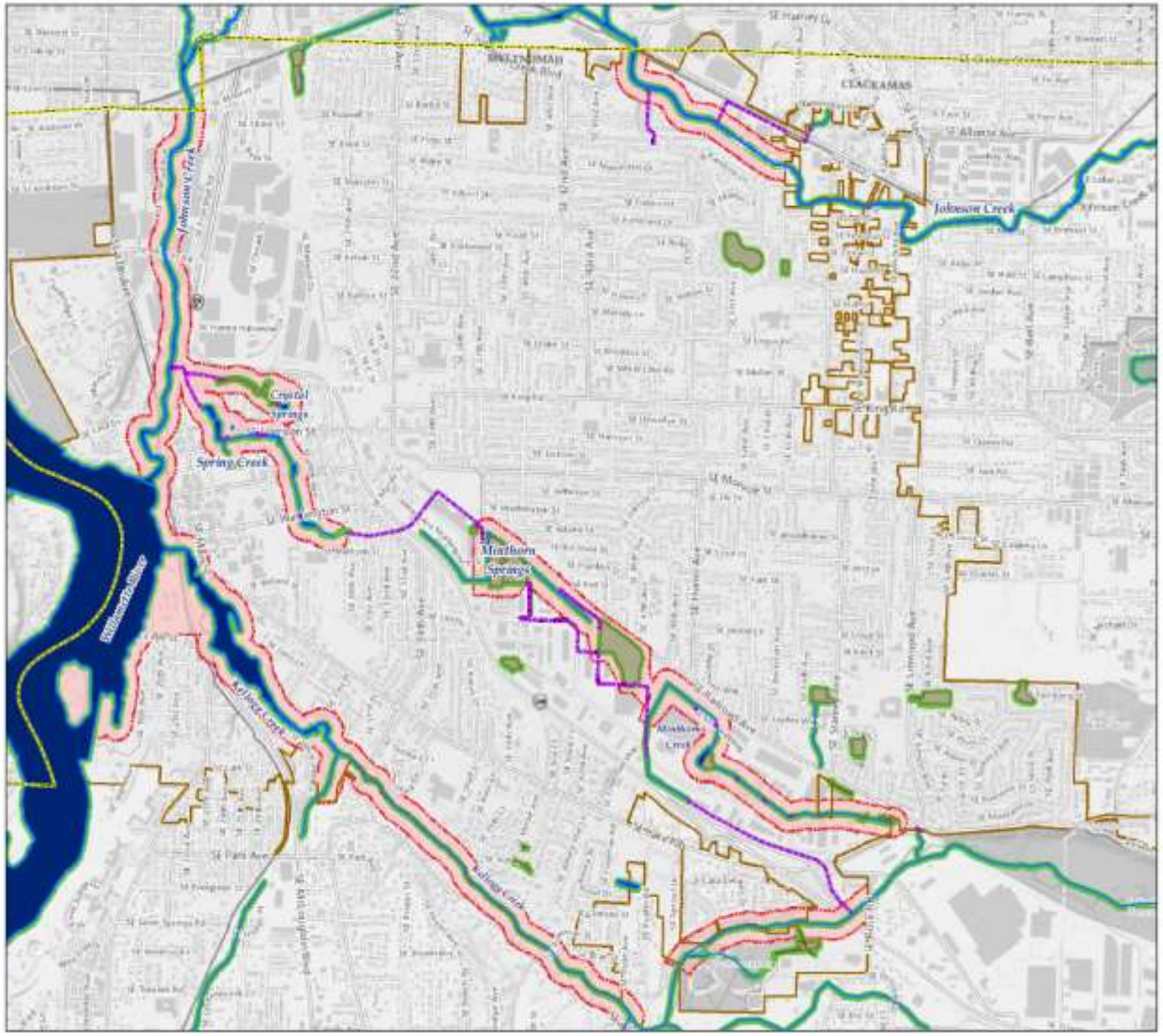
Connection between CIP, Budget, and Rates



Kellogg Creek
Water Resource Recovery Facility



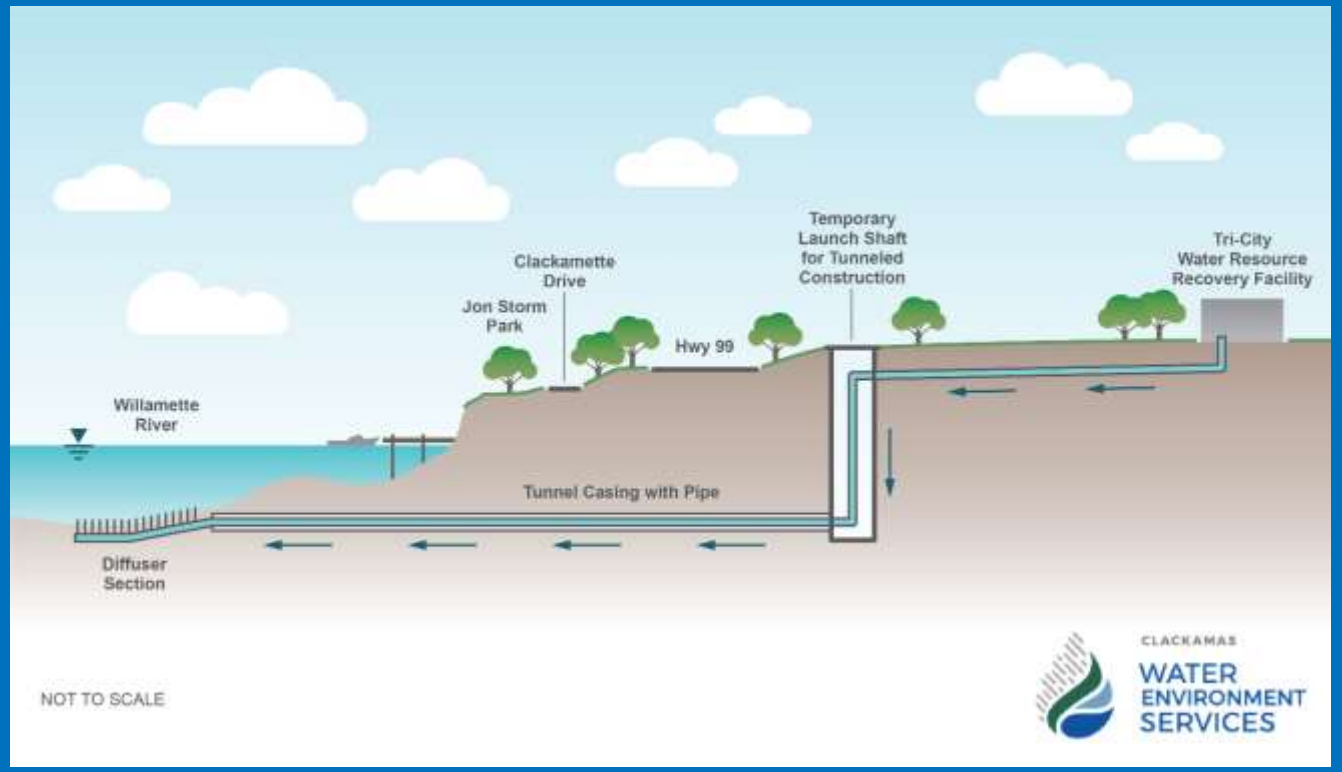
Future Kellogg Creek WRRF Administration Bldg.



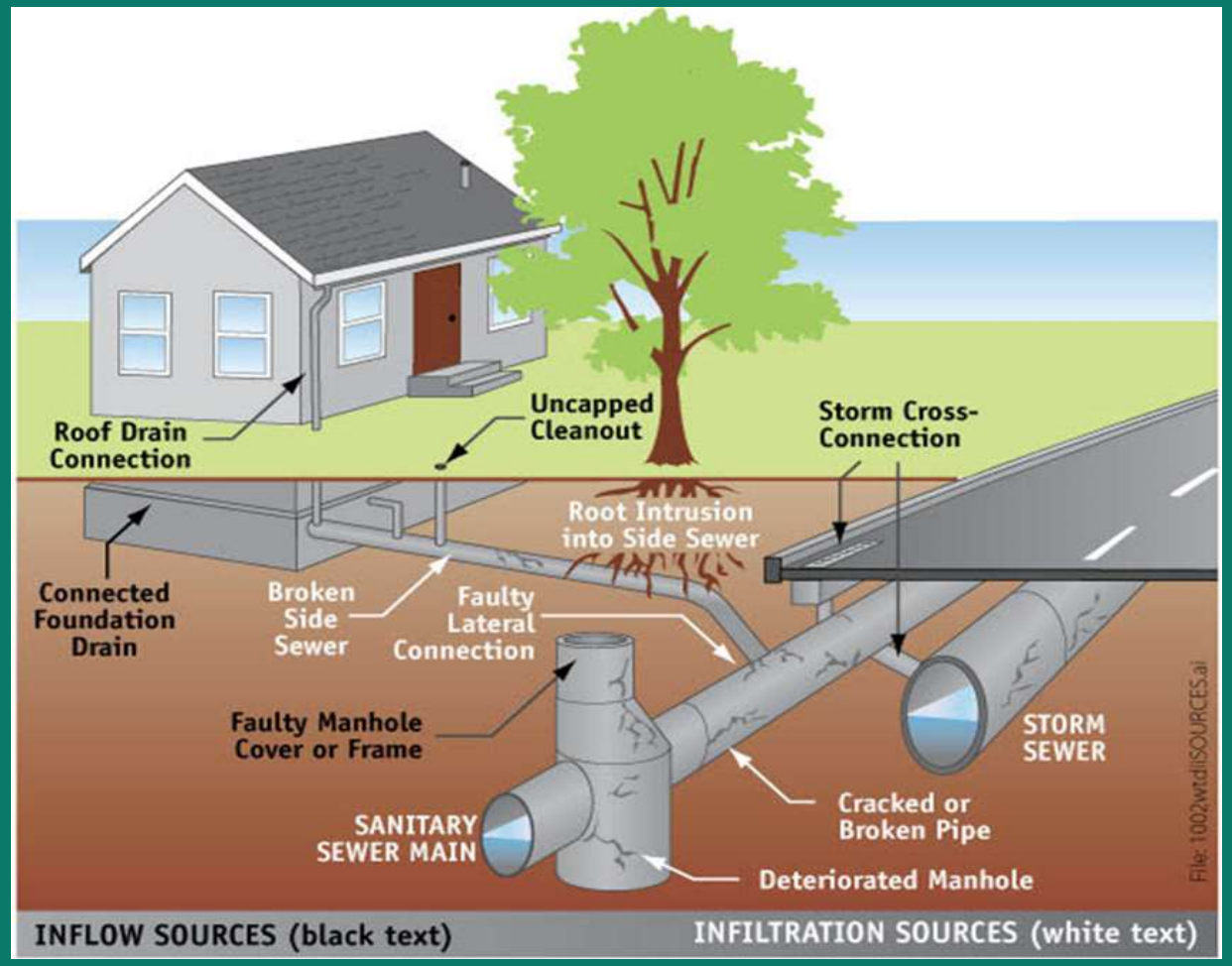
Milwaukie Good Neighbor Agreement: Boundary Expansion

Upgrading The Tri-City Water Resource Recovery Facility

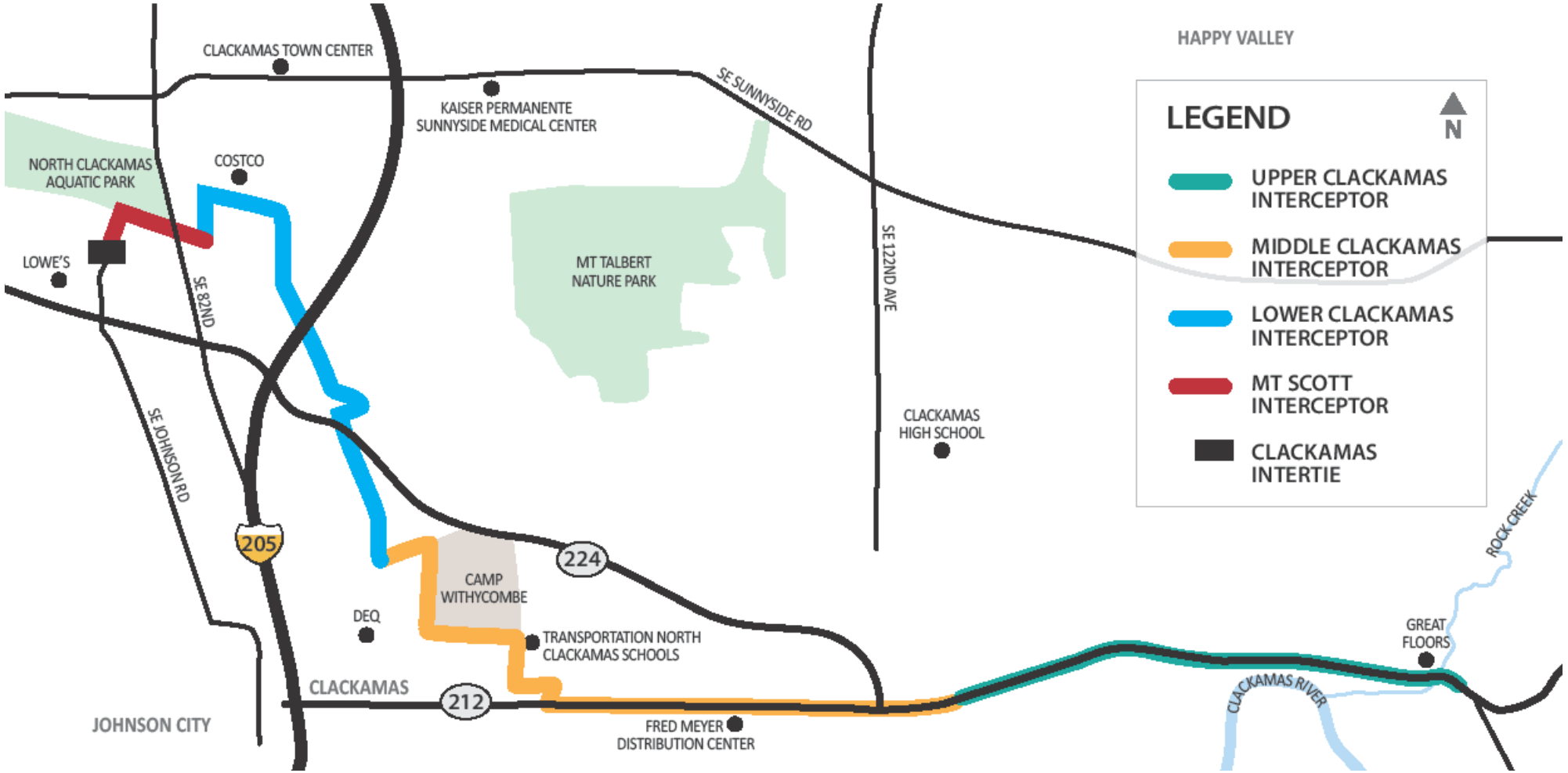
Building for Our Future
The New Tri-City Outfall



Partnering to Improve our Shared Sewer System



Clackamas Interceptor Improvement Project



What is an Interceptor?

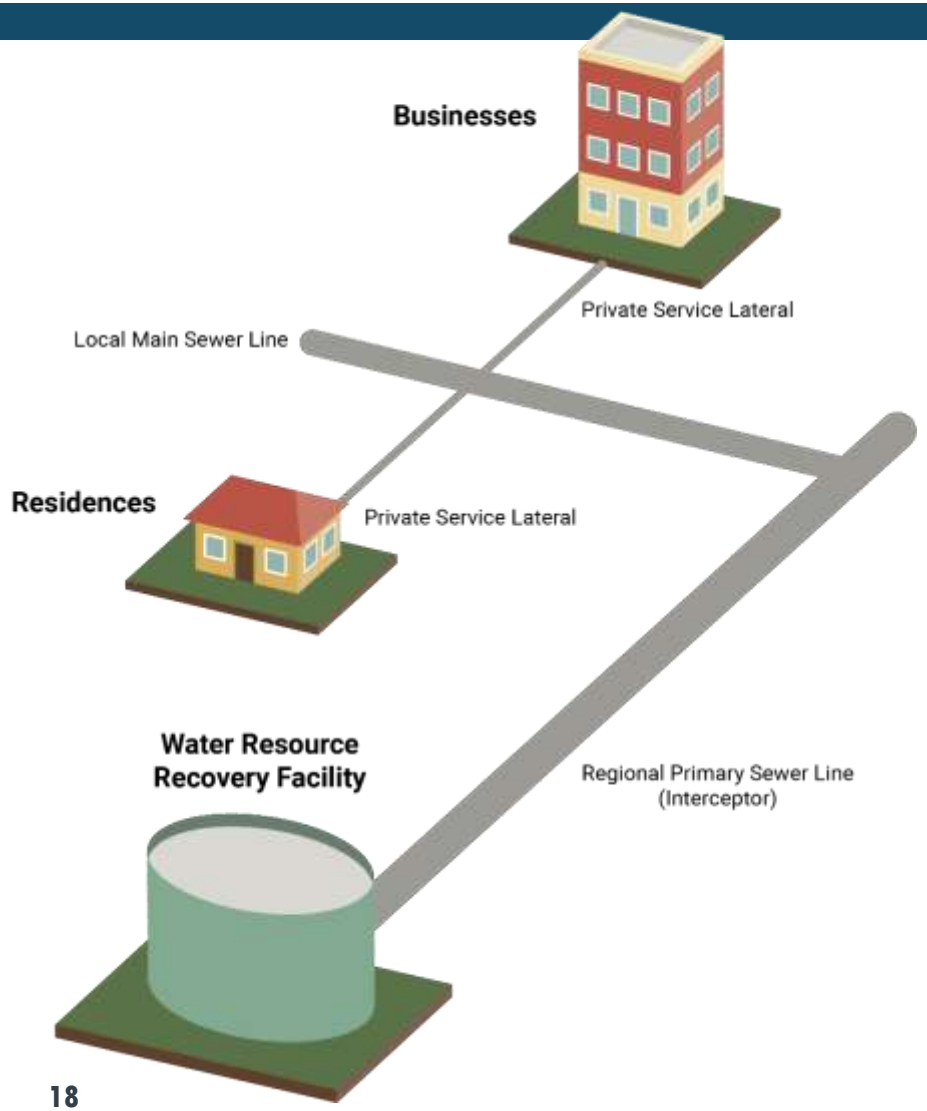
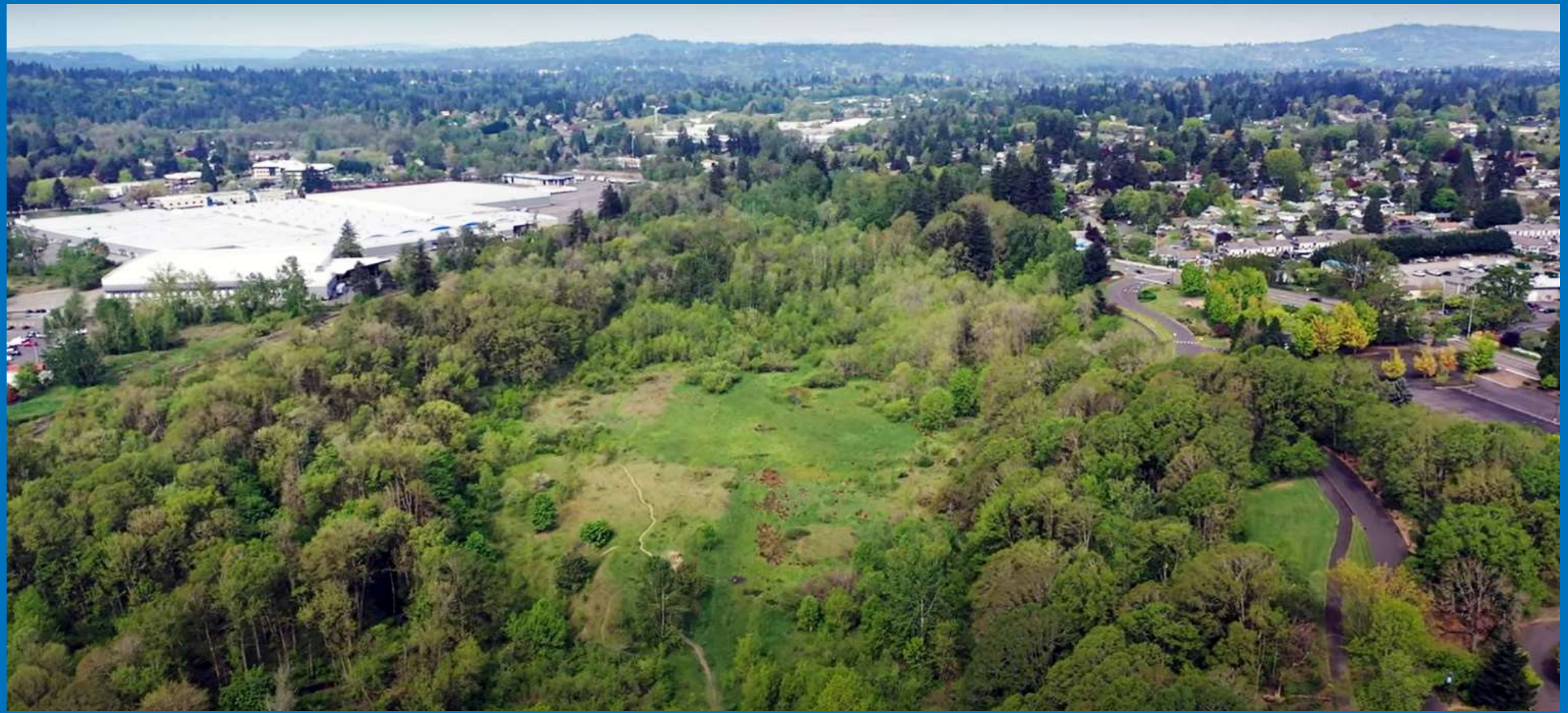


Diagram of a Collection System

- Primary sewer line that receives wastewater flow from several smaller trunk and local sewer lines
- Connects to the wastewater treatment facility
- Some of the largest pipes in a sewer system

3-Creeks Natural Area Floodplain Enhancement Project



Creating Watershed Health Partnerships

Investing in Our Community

Questions?

CITY OF MILWAUKIE

SS 2.
3/14/23

OCR USE ONLY

COUNCIL STAFF REPORT

To: Mayor and City Council
Ann Ober, City Manager

Date Written: March 1, 2023

Reviewed: Ann Ober, City Manager

From: Joseph Briglio, Community Development Director

Subject: **2022 Downtown Parking Study and Comparative Analysis**

ACTION REQUESTED

Council is asked to receive an update on the current state of downtown parking.

HISTORY OF PRIOR ACTIONS AND DISCUSSIONS

April 10, 2018: Staff and the project consultant, Rick Williams, provided an overview of the parking study and initial data findings.

July 10, 2018: Staff and the project consultant, Rick Williams, provided an update on the data analysis and findings, stakeholder input, and initial strategies for the 2018 Downtown Parking Management Strategy.

September 18, 2018: Council adopted the downtown parking strategy.

February 18, 2020: Staff provided council with a downtown parking strategy update.

ANALYSIS

In 2018, the city hired Rick Williams Consulting (RWC) to assist in the development of a downtown parking management strategy. The purpose of the strategy was to provide a framework that would help address the impacts of new development and provide a pathway for balancing parking needs with existing and projected demand. The strategies were divided into near, mid, and long-term actions that the city could utilize when necessary.

Since its adoption, the city has implemented several of the near-term strategies. This has included hiring a full-time parking enforcement officer, consistently regulating public parking spaces, and reviewing/readjusting parking durations for certain lots and stalls. The increase in enforcement also came with business outreach, engagement, and education. However, once the COVID-19 pandemic began in early 2020, the strategy was shifted to a low priority for staff, and little has come of it since.

In late 2022, staff reengaged with RWC in an effort to analyze downtown parking demand post-pandemic. The city requested that RWC provide an updated study, similar to what occurred in 2018, in order to develop a new data set that could be used for determining whether the parking management strategy should be reassigned as a higher priority at this time. The results of the updated study are attached (Attachment 1) and offer a comparative analysis between now and then (2018).

Staff has invited Rick Williams to provide an overview of the results and highlight key findings of the study. As Council will learn, demand in the downtown core is generally low at 55% occupancy through all hours of the day and far below the accepted 85% occupancy threshold for increased parking supply and strict management.

BUDGET IMPACTS

The update does not have immediate impacts on the budget; however, it is expected that many of the described actions in the 2018 downtown parking management plan will eventually require financial resources and additional staff.

WORKLOAD IMPACTS

Staff does not intend to pursue additional parking management strategies at this time. There will be significant workload impacts once the parking demand begins moving closer toward the 85% occupancy rate standard rule, which acts as the threshold for specific management strategies.

CLIMATE IMPACTS

None at this time as this is just an update.

COORDINATION, CONCURRENCE, OR DISSENT

The city manager and community development director concur with this update.

STAFF RECOMMENDATION

Receive the comparative parking analysis for downtown.

ALTERNATIVES

Council can elect not to adopt the plan.

ATTACHMENTS

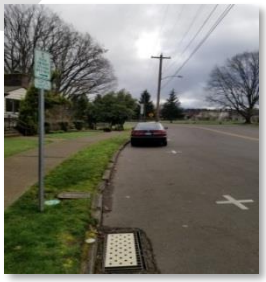
1. Comparative Date Summary of Downtown Parking Occupancy 2022 vs 2018
2. Resolution 82-2018 and Adopted 2018 Downtown Milwaukie Parking Management Strategy

Attachment 2. 1.

2022

City of Milwaukie, Oregon
Comparative Data Summary of Downtown Parking Occupancy
2022 vs 2018

Draft Data Findings
November 9, 2018 (v2)



RICK WILLIAMS CONSULTING
Parking & Transportation

SS12

TABLE OF CONTENTS

EXECUTIVE SUMMARY

A. *Background*

In Spring of 2018, the City of Milwaukie conducted a comprehensive study of the parking supply concentrated in the historic downtown.[1] The 2018 study measured parking use in both the on and off-street parking systems for a single "typical weekday" on March 20, 2018. The 2018 effort provided an accurate and useful statistical baseline for how parking was used in the downtown and served as a foundation for parking management strategy recommendations that were presented to and adopted by the City.[2]

With the advent of the COVID-19 pandemic, and its impacts on the lives and activities of employees, visitors, and residents of downtown, efforts to implement most recommendations in the 2018 Parking Management Strategy Plan were suspended. With some economic recovery occurring in the past year, the City initiated a new data collection effort, concentrating on the same historic downtown area, measuring changes to the parking inventory that may have occurred over the past 3.5 years, as well as changes in parking activity as defined by hourly occupancy of on and off-street parking stalls. The 2022 study collected data on a "typical weekday" (Tuesday, October 4, 2022) as well as a Saturday (October 8, 2022).

To this end, the data findings in this report are to serve as a comparison between years and an update to the 2018 work, providing a new baseline platform against which to assess the state of the downtown parking supply. This can inform the best strategic approach to reactivating policy and parking management recommendations in the 2018 strategy report.

Figure A provides an illustration of the 30 Block study area, which generally includes all on and off-street parking (public and private) bounded by following streets.[3]

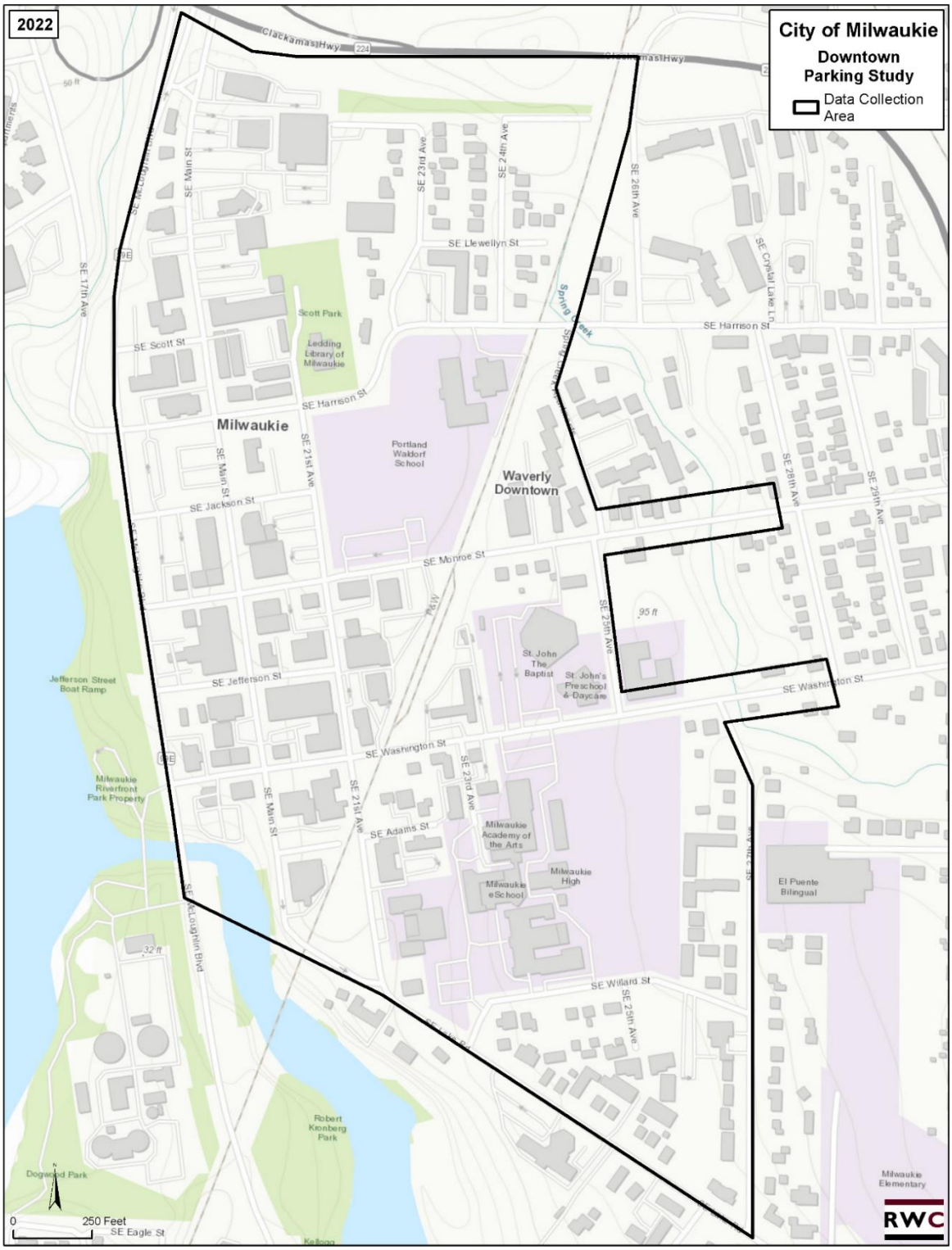
- SE Mcloughlin Blvd (west)
- SE 25thth Street (east)
- OR 224 Highway (north)
- SE Lake Rd (south)

[1] See, Rick Williams Consulting, *Downtown Milwaukie Parking Study – Draft Data Summary (Spring 2018).*

[2] See, Rick Williams Consulting, *Downtown Parking Management Strategy, Project Summary and Recommendations for Parking Management: Final Report (October 10, 2018).*

[3] To reiterate, the study area boundary has not changed between the two study years. However, changes to the number of stalls in both the on and off-street supply have changed, as well as parking activity within that supply. This is discussed later in this report.

Figure A: 2018 and 2022 Parking Study Area



I. KEY FINDINGS

This report considers the data collection findings from the previous 2018 parking study as "pre-pandemic," a marker of parking activity in the Milwaukie downtown that, at the time, was considered typical. Stakeholders in 2018 were concerned with the potential impacts of new development in the downtown on congestion and access to parking, seen as necessary to support existing businesses. Continued economic growth was anticipated, desired, and (at the same time) concerning. The parking management strategy recommendations that emanated from the 2018 study were informed by data collection and structured to ensure the on-going convenience and availability of parking (and other modes) in a vital, growing downtown.

Data collection conducted in 2022 is intended to measure changes in the parking system, and in parking activity that has occurred since 2018, assessing possible changes to what was seen as "typical" in 2018 and resetting the City's approach to specific strategies recommended in the 2018 Downtown Parking Management Plan.

Key findings from the study are listed below. More detail related to these findings are provided in this report, beginning with **Section II.**

Inventory – Supply of Parking

- The overall supply of parking has decreased slightly from 2018.
    - Currently there are 2,752 parking stalls in the downtown study area: 599 on-street and 2,153 off-street in 87 unique sites.
    - In 2018, the total supply was 2,936 stalls: 638 on-street and 2,298 off-street on 91 unique sites.
    - The decrease in supply is minimal, mostly the result of reconfigurations (on-street) and development on former surface parking sites (4 sites).

Inventory – Mix of Parking Types

- The percentage mix of all stalls in each study year has not changed significantly (e.g., 2 HR, 4HR, No Limit).
- 2 Hour stalls and No Limit stalls comprise most of the parking in the inventory (each designation representing over 40% of the total inventory).
- Milwaukie's proportional allocation of on-street parking to longer-term uses (i.e., No Limit, unregulated) is not typical of Main Street downtowns focused on visitor access and growth.
- This finding is similar to that made in the 2018 study.

Use of the Supply

- As measured against parking industry standards, use of the 2022 supply is low (less than 55%) through all hours of the day, on and off-street, weekdays, and Saturday when compared to 2018 (weekdays).
- Though 2022 parking activity has decreased; 2018 occupancies also performed at a low level.
- The contrast between 2022 and 2018 data, likely represents the lingering impact of the COVID-19 pandemic on typical weekday and Saturday on-street parking activity.
- Though low activity may be disappointing to some, the current state of the supply allows for planning and management that anticipates growth, rather than being reactive to constraints.

Identified Constraints

There are few identified constraints in the parking supply (on and off-street), the situation in both 2018 and 2022:

<u>On-street</u>

- Only 11 of 63 accessible on-street block faces are at or exceed 85% in peak hours (an industry standard that would indicate constraint).
- The remaining constrained block faces are distributed around the downtown fairly evenly, and easily adjacent to block faces with 55% or less occupancy rates, providing ample surplus space to which existing or new users could be directed.

<u>Off-street</u>

- Ten of 76 surveyed off-street sites reach 85% or higher occupancy at the weekday peak hour (10:00 AM).
- Of the 10 constrained sites, six are clustered south of SE Washington Street, near SE 21st Street. This clustering was not evident in 2018.
    - There is very little accessible on-street parking in this clustered area, likely creating a sense of constraint to users in this node seeking parking, whether on or off-street.

Unused Supply – Capacity for Growth

- At the 2022 peak hours, on-street empty stalls total between 287 and 319, weekday and Saturday, respectively.
- The off-street system ranges from 1,018 and 1,412 empty stalls, weekday and Saturday, respectively.
- As is 2018, parking is, in most instances, readily available throughout much of the downtown, with some clusters of constraint in specific nodes, which have been identified in this report.

Summary

The current supply provides:

- Time for the strategic management of parking outlined in the 2018 Downtown Parking Management Plan, the results of which can be measured and tracked routinely.
- Ample surplus space to which users can be directed, getting the right car to the right space.
- Capacity to absorb new visitor, employee, and downtown resident trips, supporting new development.
- The potential to capture new land uses on underutilized lots with little risk (in the short to mid-term) to parking access for current users and new users attracted to more dense land use.

II. METHODOLOGY

To be consistent with 2018 data and ensure comparable results, the 2022 survey attempted to match the previous study area (downtown) as closely as possible.

[NOTE: It is acknowledged that the findings of the 2022 study may be influenced by the impacts of the COVID-19 pandemic. Input from the City and consultant led to the decision to move forward with data collection in 2022, to inform near- and mid-term decision making related to parking (and transportation demand management) as well as to establish a new baseline of data. Understanding what some call "the new normal" is important, as data established now supports smarter strategies and provides a statistical view of how Milwaukie may have been affected by the pandemic. This will lead to strategies that are appropriate to a potentially new economic market, that support and sustain existing businesses, and attract new businesses and users to the Downtown.]

A. Inventory

An updated inventory template for all parking in the downtown was prepared in advance of the 2022 data collection. On-street stalls were catalogued by time stay, off-street parking by location, owner/manager, and number of stalls. Differences between the 2018 and 2022 downtown parking inventories are summarized on pages 10 through 12

For off-street parking, both public and privately owned facilities were categorized by block number and lot size and identified by primary use type. As **Figure B** shows, each unique site has a Lot ID number. This ID number corresponds with more detailed information about the site from a summary table provided in **Appendix A** at the end of this document (for both total inventory and sites sampled).

Information for each numbered site includes:

- Lot ID number
- Lot description
- Number of stalls at site
- Type of facility (i.e., surface lot or garage)
- Use type (i.e., primary user type served: commercial, residential, mixed-use)
- Site peak hour
- Peak hour occupancy (with occupancy percentages color coded to 85% occupancy standard ranges described in **Section 3** below).
- Empty stalls at peak hour

Looking at the **Figure B** map, it is interesting to note that nearly every block in the downtown study area has parking of some kind on the site.

B. On-Street Data Collection

Data collection took place on Tuesday, October 4th, and Saturday, October 8th, 2022. The survey days were selected in consultation with the City of Oregon City. The 2022 weekday occurred in the Fall, to assure schools were in session and that employee activity would be at its highest.[4] The Saturday data is a first time data collection on a weekend in downtown Milwaukie. The 2018 data collection occurred in the summer (July 2016). The weather for both days of the 2022 survey was extremely pleasant, in the mid-70s, and sunny throughout each data collection day.

Surveyors collected counts of parked vehicles every hour, on the hour, for all on-street parking within the study zone both days. Data was collected over a 10 hour period, beginning at 8:00 AM and concluding at 6:00 PM.

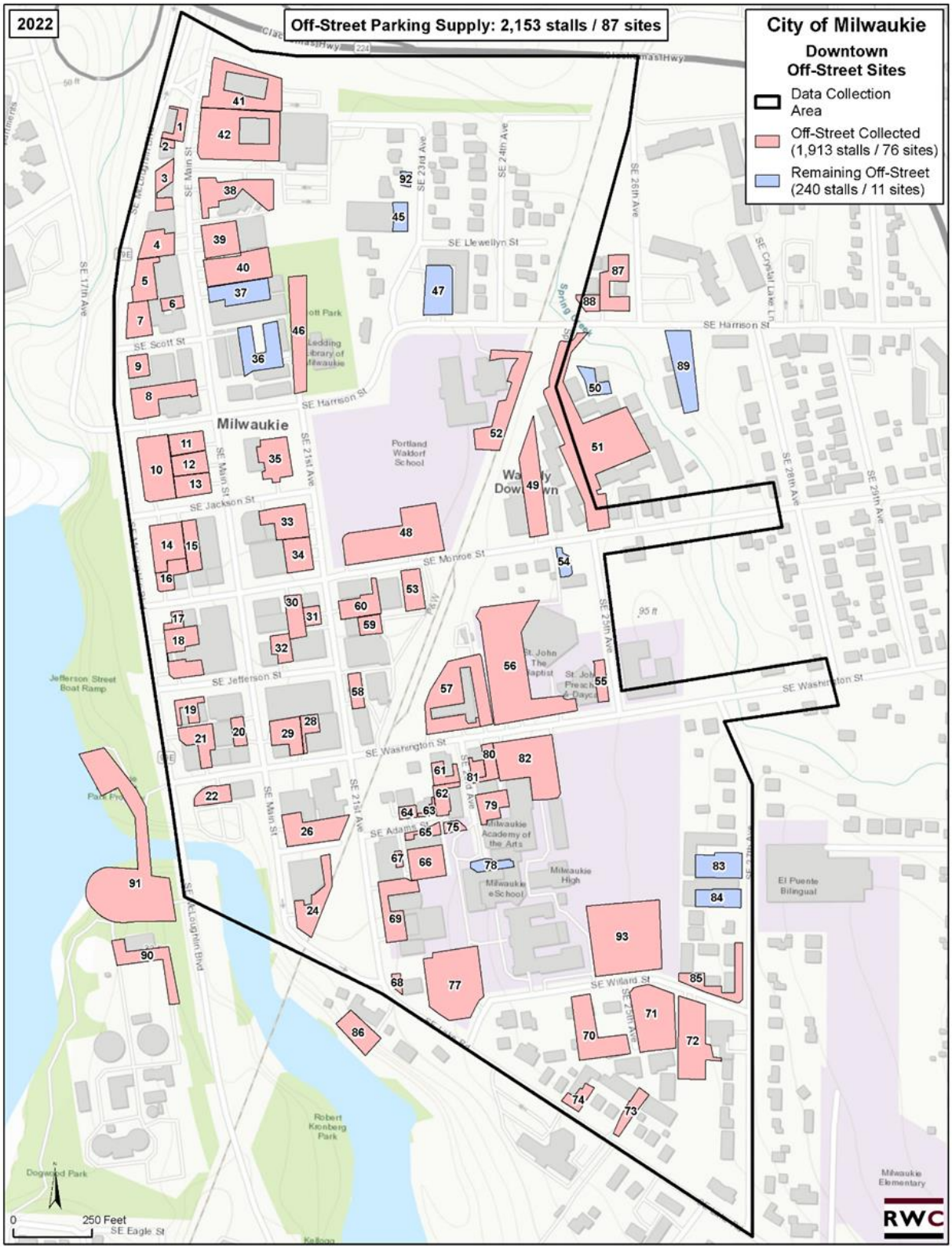
C. Off-Street Data Collection

Off-street data collection occurred concurrent with the on-street effort: on Tuesday, October 4th, and Saturday, October 8th, 2022. As with the on-street system, occupancy counts were conducted each hour over the course of the 10 hour survey day.

The off-street data collection represented an 89% sample, 1,913 stalls on 76 sites. The difference between the inventory total and the sample was that some off-street sites were extremely small (stall total) or inaccessible by the survey team.

[4] Early fall, after Labor Day, is considered an ideal time to collect parking data. With schools in session and works back from the traditional summer vacation season, what is considered typical parking activity is best measured. That said, as stated at the outset, the potential lingering impacts of the pandemic are likely evident in this new baseline data set, though employee and visitor activity still fit within traditional industry parameters for effective data collection.

Figure B: Milwaukie Off-Street Sites (Collected vs. Not Collected)



III. MEASURING PERFORMANCE

Parking is constrained when 85% or more of the available supply is routinely occupied during the peak hour. This is indicated in **Figure C**, at right, within the red triangle. The figure provides a simple graphic illustrating levels of performance within a supply of parking. This graphic can be useful in understanding performance at the parking system, district, sub-zone, lot, and/or block face level.

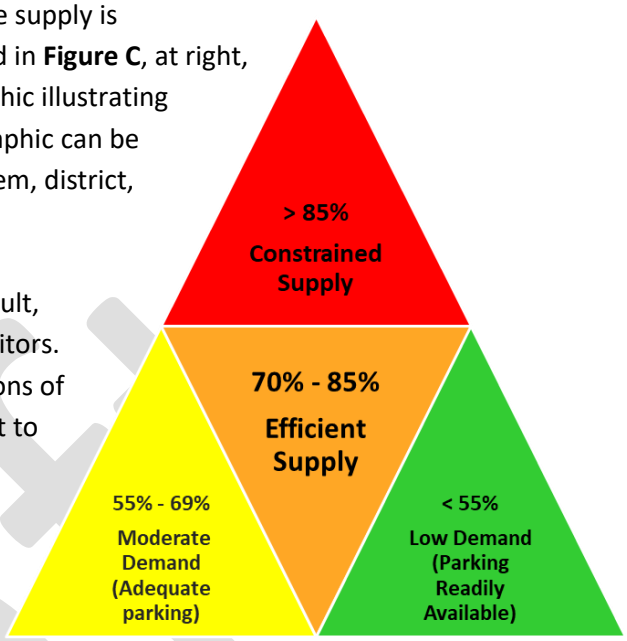


Figure C: Measures of Parking System Performance

In a constrained system, finding an available spot is difficult, especially for infrequent users such as customers and visitors. This can cause frustration and negatively affect perceptions of the downtown. Continued constraint can make it difficult to absorb and attract new growth, or to manage fluctuations in demand—for example, seasonal or event-based spikes.

Occupancy rates of 55% or less (green) indicate a low demand for parking and empty supply is readily available. While availability may be high, this may also indicate a volume of traffic inadequate to support active and vital businesses. Occupancy rates between the upper and lower thresholds indicate either moderate (55% to 69%) or efficient (70% to 85%) use.

An efficient supply of parking shows active use but little constraint that would create difficulty for users. Efficient use supports vital ground-level businesses and business growth, is attractive to potential new users, and can respond to routine fluctuations.

RWC's analysis of parking in Milwaukie uses these categories to evaluate the performance of the system.

IV. COMPARISONS: PARKING SUPPLY

A. Combined Inventory (On and Off-street)

The 2022 inventory of parking totals 2,752 parking stalls. Within this total, 599 stalls are located *on-street* when the inventory is at its highest (see Section B, below). The *off-street* supply totals 2,153 stalls located on 87 unique sites. This slightly lower than the 2018 inventory, which totaled 2,936 stalls: 638 on-street and 2,298 off-street on 91 unique sites. Detail by on and off-street is provided below.

B. On-Street Inventory

Table 1 (next page) compares the total on-street parking inventory in 2022 and 2018. The table labels 2022 stalls in three colors; ***blue*** for the 2022 weekday and ***orange*** for the 2022 Saturday. Stall totals in g***reen*** refer to findings from 2018.

As the table indicates, a total of between 561 and 599 stalls were documented in downtown's on-street system in 2022. The lower weekday total accounts for 38 stalls taken during school days, when no parking is allowed at these stalls. There were 638 total stalls in 2018: 39 more than 2022. [5]

The decrease in stalls between the study years appears mostly in current signed 4 Hour stalls, dropping 25 stalls from 74 (2018) to 49 stalls (2022). Of these remaining 4 Hour stalls, 47 are now designated as signed 4 Hour or by Permit stalls (a designation not shown in the 2018 inventory data).

Other changes to note include the addition of 4 Healthy Business Permit stalls, 3 Electric vehicle stalls, and the reduction of one ADA Accessible stall (bringing the 2018 total of 9 stalls to 8 in 2022). The total number of signed "or by permit stalls" raised from zero in 2018 to 55 in 2022.

Finally, the percentage mix of all stalls in each study year has not changed significantly, with No Limit stalls and 2 Hour stalls comprising most of the parking in the inventory (each designation representing over 40% of the total inventory. Milwaukie's proportional allocation of on-street parking to longer-term uses (i.e., No Limit, unregulated) is not typical of Main Street downtowns focused on visitor access and growth. This finding is similar to that made in the 2018 study.

[5] At this level, we can only speculate as to the decrease in supply, though we know that 4 stalls were lost to street dining locations. The remaining 35 stall decrease may be a factor of some restructuring where angled parking was removed and replaced with parallel stalls.

Table 1: On-street Parking Inventory (2022 Weekday vs. 2018 Weekday vs. 2022 Saturday)

Stall Type	Stalls	% Total	Signed	Signed Or by Permit	Electric Vehicle
On-Street Supply Inventory	561	100.0%	271	55	3
	638	100.0%	638	-	-
	599	100.0%	271	55	3
15 Minute	4	< 1%	4	0	0
	8	1.3%	8	-	-
	4	< 1%	4	0	0
30 Minute	7	1.2%	7	0	0
	3	< 1%	3	-	-
	7	1.2%	7	0	0
2 Hour	261	46.5%	250	8	3
	267	41.8%	267	-	-
	261	43.6%	250	8	3
4 Hour	49	8.7%	2	47	0
	74	11.6%	74	-	-
	49	8.2%	2	47	0
ADA accessible	8	1.4%	8	0	0
	9	1.4%	9	-	-
	8	1.3%	8	0	0
No Limit	232	41.4%	-	-	-
	277	43.4%	-	-	-
	270	45.1%	-	-	-

C. Off-Street Inventory

Table 2 provides a breakout of the off-street inventory for both 2022 and 2018. As with the on-street system, the table labels 2022 stalls in three colors; ***blue*** for the 2022 weekday and ***orange*** for the 2022 Saturday; stall totals in ***green*** refer to findings from 2018.

A total of 87 off-street sites with 2,153 parking stalls were inventoried in 2022 downtown study zone. This contrasts to 2,298 stalls located on 91 sites in 2018: a reduction of four sites and 145 stalls. The reduction is likely due to sites that have redeveloped. Each site was provided a Lot ID number,

For data collection purposes, 76 sites with 1,913 parking stalls were measured during the study days (an 89% sample size). The off-street sites that were not collected typically are not important to the parking supply as they can be very small, restricted, or vacant properties. That said, 89% is a large and statistically valid sample, representative of all off-street parking use in the downtown, ensuring clear insight into the weekday and Saturday parking activity in 2022 and objective comparisons to 2018.[6]

[6] When all parking is combined (on and off-street) the total sample size is 91%

Table 2: Off-street Parking Inventory (2022 Weekday vs. 2018 Weekday vs. 2022 Saturday)

Stall Type	Stalls	% Total
Total Off-Street Supply		
(87 sites)	*2,153*	*100.0%*
(91 sites)	*2,298*	*100.0%*
(87 sites)	*2,153*	*100.0%*
Off-Street Supply Studied		
(76 sites)	1,913	88.9%
(81 sites)	2,033	88.5%
(76 sites)	1,913	88.9%

V. COMPARISONS: OCCUPANCY AND SUPPLY PERFORMANCE

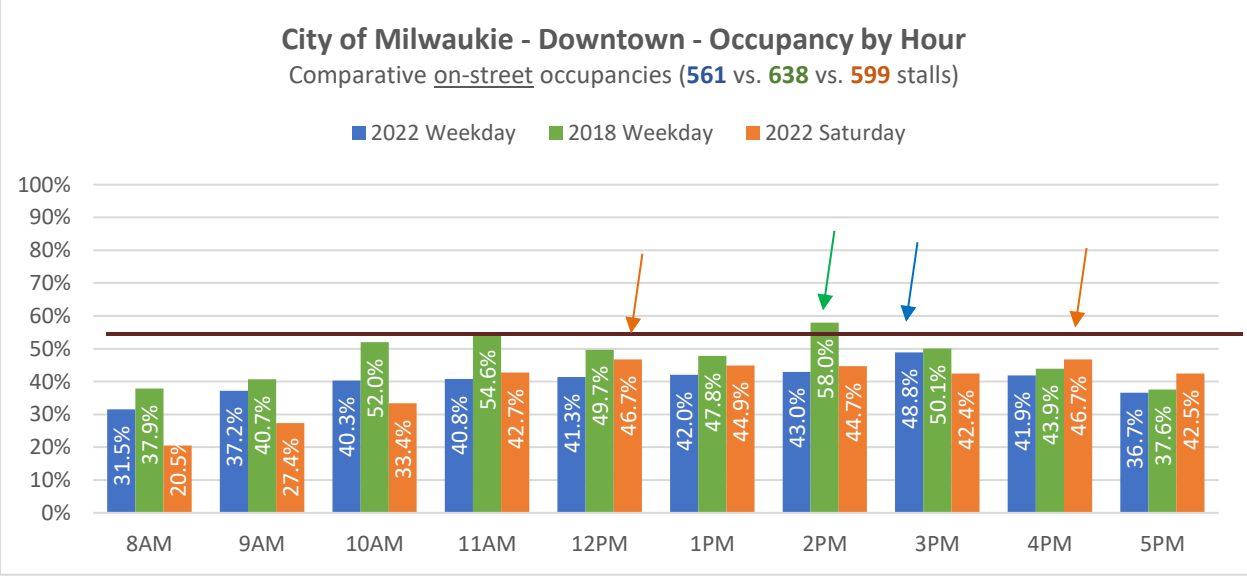
A. On-street – Hourly Distribution (2022 vs. 2018)

Figure D compares hourly occupancies between the 2022 and 2018 surveys. The brown horizontal line in the figure represents a threshold of 55%. Occupancies at or below this level would be considered low activity, represented by the green triangle of performance described in **Section III** (page 9) above.

Weekday

- The 2022 peak hour is 3:00 PM, when occupancies reach 48.8%. This is denoted with the blue arrow in the figure. This is 9.2 percentage points lower than the 2018 peak hour (58%), which occurred at 2:00 PM, as denoted by the green arrow in the figure.
- 2018 hourly occupancies are higher in all 10 surveyed hours when compared to the 2022 weekday. The *10 hour average of parking occupancy* fell from 47.2% (2018) to 40.4% (2022).
- The largest sustained drop in occupancy performance (2022) occurs at 2:00 PM when contrasted to 2018 (58% to 43%), a 15 percentage point drop on activity at this hour, year to year.
- At the peak hour, approximately 280 stalls are empty and available for use.
- Overall, both study years showed low activity weekdays as an average across the 10 hour study day.

Figure D: On-Street Occupancies by Hour (2022 Weekday vs. 2018 Weekday vs. 2022 Saturday)



Saturday (2022)

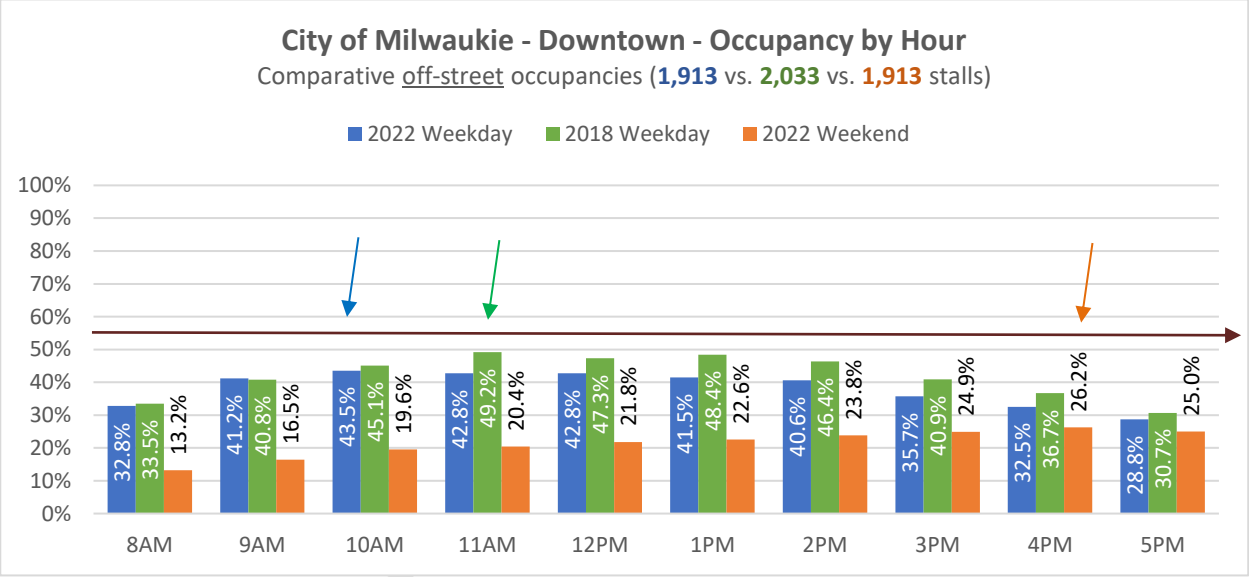
- The 2022 peak hour is reached twice, at 12:00 PM 4:00 PM, when occupancy reaches 46.7%. This is denoted with the orange arrows in the figure.

- Saturday occupancies are higher in six of the 10 surveyed hours when compared to the 2022 weekday, with Saturday performing better in most hours beginning at 11:00 AM.
- As an average across the study day, 2022 Saturday occupancies are 39.2%, compared to the 2022 weekday average of 40.4%. That the two averages are similar is due to the weekday performing at a much higher level in the morning hours, 8:00 AM through 11:00 AM.
- Overall, Saturday performance is weak in the morning hours and stronger in the later afternoon hours when compared to the weekday.
- Like the weekday, average daily occupancy data indicates low activity as described in the performance measures in **Section III** above.
- At the peak hour, approximately 319 stalls are empty and available for use.

B. Off-street – Hourly Distribution (2022 vs. 2018)

Figure E compares hourly occupancies between the 2022 and 2018 surveys. The brown horizontal line in the figure represents a threshold of 55%. Occupancies at or below this level would be considered low activity, represented by the green triangle of performance described in **Section III** above.

Figure E: Off-Street Occupancies by Hour (2022 Weekday vs. 2018 Weekday vs. 2022 Saturday)



Weekday

- The 2022 peak hour is at 10:00 AM, when occupancies reach 43.5%. This is denoted with the blue arrow in the figure. This is 5.7 percentage points lower than the 2018 peak hour (49.2%), which occurred at 11:00 AM, as denoted by the green arrow in the figure.
- 2018 hourly occupancies are higher in nine of 10 surveyed hours when compared to the 2022 weekday. The *10 hour average of parking occupancy* fell from 42.6% (2018) to 38.7% (2022).

- The largest sustained drop in occupancy performance (2022) occurs between 11:00 AM and 12:00 PM when contrasted to 2018 (49.8% to 42.3%), a 6.9 percentage point drop on activity at this hour, year to year.
- As with the on-street system, both study years showed low activity weekdays as an average across the 10 hour study day.
-

Saturday (2022)

- The 2022 peak hour is reached at 4:00 PM, when occupancy reaches 26.2%. This is denoted with the orange arrows in the figure.
- Saturday occupancies are substantially lower in all 10 surveyed hours when compared to the 2022 off-street weekday.
- As an average across the study day, 2022 Saturday occupancies are 21.4%, compared to the 2022 weekday average of 38.2%.
- Though low activity is indicated by performance measure, lower Saturday off-street occupancies are typical in downtown's, reflecting lower weekend employee activity (versus weekdays), which usually occurs most prominently in off-street facilities.

Summary Consideration

Based on the findings above, use of the 2022 supply is low (less than 55%) through all hours of the day, on and off-street, weekdays, and Saturday when compared to 2018 (weekdays). Parking activity has decreased, but overall, 2018 occupancies also performed at a low level. The contrast between 2022 and 2018 data, likely represents the lingering impact of the COVID-19 pandemic on typical weekday on-street parking activity.

Though low activity may be disappointing to some, the current state of the supply allows for planning and management that anticipates growth, rather than being reactive to constraints.

VI. COMPARISONS: PEAK OCCUPANCY HEAT MAPS

The figures that follow provide a block level "heat map" view of the peak hours for on- and off-street parking for the survey days.[7] Heat maps display occupancy by color with red indicating occupancies of 85% or more (constrained). Intensity of use then decreases from orange, to yellow, to green; this correlates to performance categories described in **Section III**.

Heat maps are also useful in observing parking activity at the site or block face level. This allows for identification of areas of constraint that are not evidenced in an overall combined system use format as provided in **Section IV** above. As such, even in low use environments (as is the case in Milwaukie) constraints can occur in specific locations (on street or off-street).

A. Peak Hour Occupancy – Heat Map (2022 vs 2018 – Weekday)

On-street

Figures F and **G** (below) illustrate the peak hour for the 2022 and 2018 weekday on-street surveys in a "heat map" format. **Figure F** illustrates 2022; **Figure G** illustrates 2018. There are a total of 30 city blocks and 99 block faces, of which 63 block faces allow parking. This is the same for both study years.

2022

- 35 block faces, 35% of the total, do not allow parking (shown in brown on the heat map). This leaves 63 block faces accessible to parking.
- During the peak hour (3:00 PM t0 4:00 PM), 11 block faces have occupancies that are 85% or greater. This represents 17% of all accessible block faces.
- Five of the 11 constrained block faces are clustered at the northern end of the downtown, mostly bordered by SE Harrison and SE Main Streets (see the "node" within the blue circle on **Figure F)**.
- Possibly adding to a sense of constraint within this node are that 7 adjacent block faces do not allow parking (brown lines on the Figure). Though a small area, the perception of those using on-street parking in this node would be constraint, as potential available on-street parking would not be visually apparent on adjacent block faces (which do not allow parking).
- The remaining constrained block faces are distributed around the downtown fairly evenly, and easily adjacent to block faces with 55% or less occupancy rates, providing ample surplus space to which existing or new users could be directed.

2018

- During the peak hour (2:00 PM to 3:00 PM), 20 block faces have occupancies that are 85% or greater. This represents 33% of all accessible block faces, as contrasted to on 17% in 2022.

[7] Heat maps for each hour surveyed on all study days, for the on and off-street supplies, are available from the City of Milwaukie.

- The most constrained node is at SE 21st and SE Monroe, with the 4 of the 7 block faces above 85% occupancy, south of where 2022 constraints are now clustered.

Figure F: Weekday On-street Downtown Peak Hour Heat Map (2022)

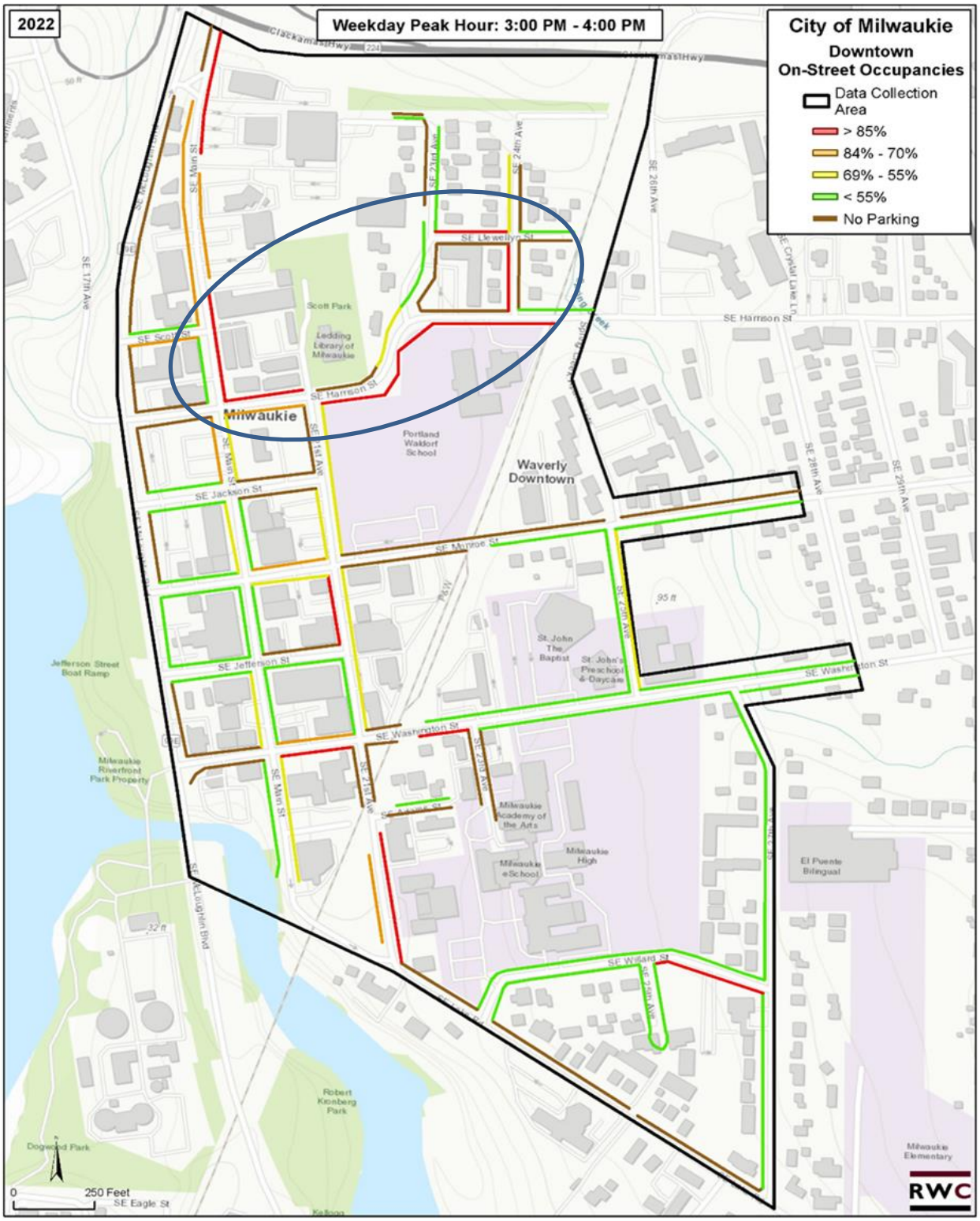
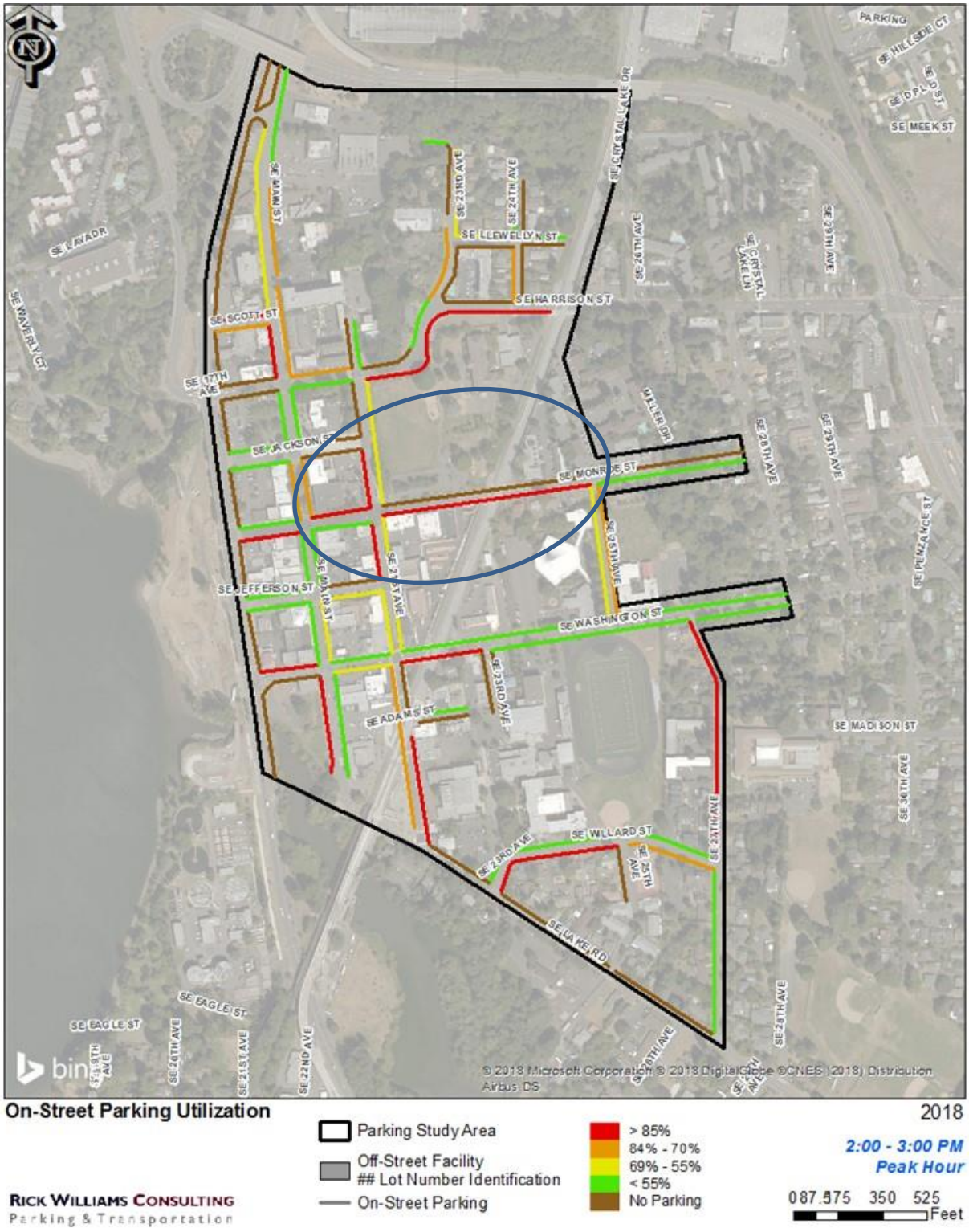


Figure G: Weekday On-street Downtown Peak Hour Heat Map (2018)



Off-street

Figures H and **I** (below) illustrate the peak hour for the 2022 and 2018 off-street surveys in a "heat map" format. **Figure F** illustrates 2022; **Figure G** illustrates 2018. Both figures also include the on-street system to provide a sense of relationship between on-street and off-street activity in the same measured hour. In 2022, 1,913 off-street stalls were measured (89% of supply) on 76 unique sites. This contrasts with 2018 when 2,033 stalls were measured (88% of supply) on 81 unique sites.

2022 (1,913 stalls)

- The **Figure H** heat map shows ten of 76 sites reach 85% or higher occupancy at the weekday peak hour (10:00 AM). These include Lots 15, 16, 30, 38, 61, 62, 66, 75, 79, and 82 (for more detailed information about these sites, refer to **Appendix A**).
- Five sites reach an orange level (between 69% and 85%), and seven reach a yellow level (55% - 69%). The remaining 54 sites are green (with occupancies at or below 55%).
- Of the 10 constrained sites, six are clustered south of SE Washington Street, near SE 21st Street. This cluster includes Lots 61, 62, 66, 75, 79, and 82 (see blue circle on **Figure H**). This clustering was not evident in 2018.
- There is very little accessible on-street parking in the blue circled clustered area, likely creating a sense of constraint to users in this node seeking parking, whether on or off-street.
- Conversely, note the constrained on-street parking in the black circle node along SE Main Street (northwest corner of study area) and the large number of green off-street facilities. This constrained on-street area was not evident at the overall on-street peak hour of 3PM and suggests the potential for off-street shared use partnerships as a means to address this on-street constraint.
- Based on the 2022 combined weekday peak hour of 43.5%, there are *1,081 empty off-street stalls weekdays* (see **Figure E**).[8]
- The 2022 heat maps reveal that off-street parking is generally underutilized throughout the downtown during peak hours, with a constraint in the area south of SE Washington Street, near SE 21st Street.

2018 (2,033 stalls)

- The **Figure I** heat map reveals that during the off-street peak hour (11:00 AM), only eight lots within the study area are occupied at a level 85% or more. These include Lots 9, 11, 14, 26, 33, 59, 69, and 79. Two lots outside the study boundary (Lots 90 and 91) are also in excess of 85% (refer to Lot IDs in **Appendix A** for specific site identifiers).
- At the off-street peak hour, the majority of off-street lots maintain occupancies of less than 55% (low use); they actually never rise above 50%.
- **Figure I** shows that the lots that exceeded 85% occupancy are scattered through the study area, generally in proximity to other surpluses of parking (on and off-street).

8 To reiterate, though stalls may be empty they may not be available for general parking due to use restrictions posted at the lots.

- Based on the 2018 combined weekday peak hour of 49.2%, there were 1,033 empty off-street stalls weekdays, only 51 stalls fewer than in 2022.
- In 2018, access to empty on-street parking was generally proximate to any constrained off-street lot.

Figure H: Weekday Off-street Peak Hour Heat Map (2022)

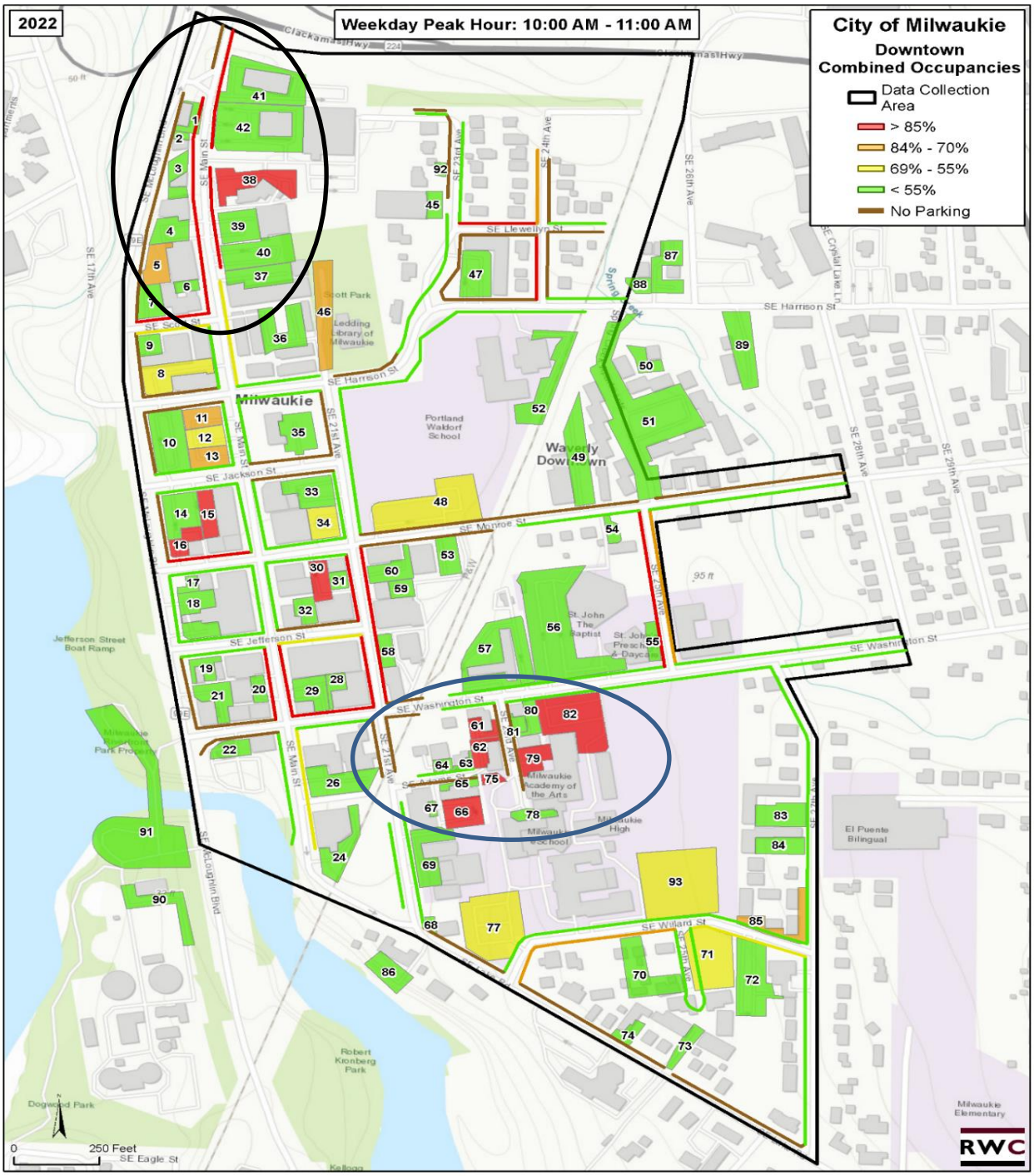
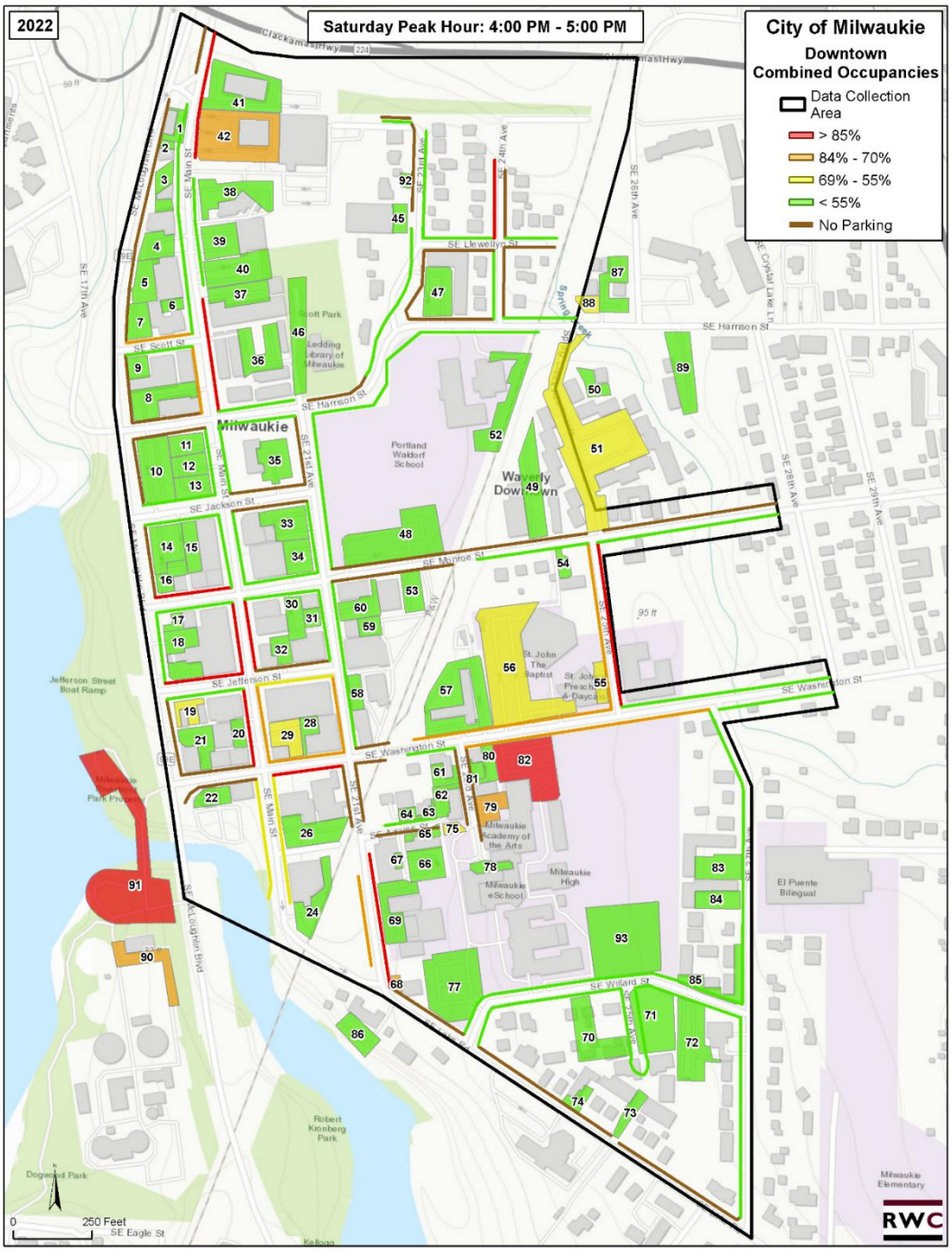


Figure I: Weekday Off-Street Peak Hour Heat Map (2018)

B. Peak Hour Occupancy – Heat Map (2022 - Saturday)

Figure J illustrates the peak hour for the 2022 Saturday off -street survey in a "heat map" format. As above, the figure also includes the on-street system to provide a sense of relationship between on-street and off-street activity in the same measured hour. In 2022, 1,913 off-street stalls were measured (89% of supply) on 76 unique sites.

Figure J: Saturday Off-Street Peak Hour Heat Map (2022)



2022 (1,913 stalls)

- The **Figure J** heat map shows two of 76 sites reach 85% or higher occupancy at the Saturday peak hour (4:00 PM). These include Lots 82 and 91 (for more detailed information about these sites, refer to **Appendix A**).
- Two sites reach an orange level (between 69% and 85%), and six reach a yellow level (55% - 69%). The remaining 68 sites are green (with occupancies at or below 55%).
- Based on the 2022 combined Saturday peak hour of 26.2%, there are *1,412 empty off-street stalls weekdays* (see **Figure E**).
- The 2022 heat maps reveal that off-street parking is generally underutilized throughout the downtown during peak hour. Currently, there is abundant parking both on and off-street.

VII. SUMMARY

The dynamics of parking in downtown Milwaukie have decreased slightly since 2018, but overall findings remain largely similar. Peak hour occupancies in the study area remain low in both the on and off-street supplies. Parking occupancies having decreased an average of 9.2 and 5.3 percentage points since 2018,on and off-street, respectively. As is 2018, parking is, in most instances, readily available throughout much of the downtown, with some clusters of constraint in specific nodes, which have been identified in this report.

At the 2022 peak hours, on-street empty stalls total between 287 and 319, weekday and Saturday, respectively. The off-street system ranges from 1,018 and 1,412 empty stalls, weekday and Saturday, respectively.

It is likely, that these 2022 findings reflect the impacts of COVID-19 on both visitor and employee trip behavior. However, low parking activity was also evident in 2018, and a key finding then was that the underutilized parking in the downtown – *existing parking inventory* – presents an opportunity moving forward. The data assembled in this parking assessment documents a parking system that presents an opportunity to grow and attract new economic development to Milwaukie. Surface lots can be viewed as locations to redevelop and/or to absorb new demand, without the need to build even more parking.

The current supply provides:

- Time for the strategic management of parking outlined in the 2018 Downtown Parking Management Plan, the results of which can be measured and tracked routinely.
- Ample surplus space to which users can be directed, getting the right car to the right space.
- Capacity to absorb new visitor, employee, and downtown resident trips, supporting new development.
- The potential to capture new land uses on underutilized lots with little risk (in the short to mid-term) to parking access for current users and new users attracted to more dense land use.

The intent of the report is to provide City staff and stakeholders clear data and information related to the current dynamic of parking use downtown. Hopefully, the data found in this document stimulates further discussion and serves a mechanism that supports decision-making and the strategic implementation of the parking management recommendations of the 2018 Downtown Parking Management Plan.

APPENDIX A

The table below includes all sites identified in the inventory of off-street stalls. Sites in red font were not included in the data collection survey. The peak occupancy column is color coded to the performance categories described in Section III of this report. Also note that Lots with >100% Occupancy were observed with more parked vehicles on the site than striped stalls would indicate.

Table 3: Milwaukie Off-Street Inventory and Peak Occupancy by Lot (2022 Weekday vs. 2022 Saturday)[9]

Lot ID	Facility	Stalls	Peak Hour	Peak Occupancy	Stalls Empty	Vehicle Hours Parked
Total Off-Street Supply[10] (87 sites)		2,153	10:00 AM - 11:00 AM	43.5%	1,217	8,224
		2,153	4:00 PM - 5:00 PM	26.2%	1,588	4,608
Off-Street Supply Studied (76 sites)		1,913	10:00 AM - 11:00 AM	43.5%	1,081	7,307
		1,913	4:00 PM - 5:00 PM	26.2%	1,411	4,094
1	Milwaukie Cleaners	12	5:00 PM - 6:00 PM	16.7%	10	2
			-	0.0%	12	0
2	Mr. Tattoo	5	2:00 PM - 4:00 PM	100.0%	0	27
			2:00 PM - 3:00 PM	40.0%	3	5
3	Key Bank	10	multiple	30.0%	7	18
			1:00 PM - 6:00 PM	30.0%	7	18
4	Chan's Steakery	21	5:00 PM - 6:00 PM	38.1%	13	46
			5:00 PM - 6:00 PM	61.9%	8	32
5	Advantis Credit Union	41	9:00 AM - 10:00 AM	73.2%	11	254
			12:00 PM - 1:00 PM	12.2%	36	22
6	Peake Memorial Chapel	4	-	0.0%	4	0
			-	0.0%	4	0
7	Peake Memorial Chapel	20	multiple	50.0%	10	86
			10:00 AM - 3:00 PM	20.0%	16	32
8	Reliable Credit	22	2:00 PM - 3:00 PM	72.7%	6	117
			12:00 PM - 4:00 PM	4.5%	21	4
9	McLoughlin Bldg.	12	12:00 PM - 3:00 PM	66.7%	4	60
			12:00 PM - 1:00 PM	50.0%	6	30
10	Permit Parking	45	multiple	13.3%	39	44
			-	0.0%	45	0
11	4 hr. Public Parking	20	2:00 PM - 3:00 PM	90.0%	2	128
			1:00 PM - 2:00 PM	45.0%	11	50
12	City Only	18	11:00 AM - 3:00 PM	61.1%	7	98
			1:00 PM - 2:00 PM	33.3%	12	34
13	4 hr. Public Parking	18	10:00 AM - 11:00 AM	72.2%	5	91

[9] Sites highlighted in red font were not collected on either study day.

[10] Stalls available and vehicle hours parked for the total off-street supply characteristics are extrapolated from the off-street supply studied.

Lot ID	Facility	Stalls	Peak Hour	Peak Occupancy	Stalls Empty	Vehicle Hours Parked
			12:00 PM - 1:00 PM	44.4%	10	39
14	Permit Parking	37	9:00 AM - 10:00 AM	37.8%	23	86
			9:00 AM - 10:00 AM	16.2%	31	37
15	Mixed Use Retail	17	10:00 AM - 11:00 AM	88.2%	2	109
			1:00 PM - 2:00 PM	29.4%	12	27
16	Grammas Corner Rest	12	12:00 PM - 1:00 PM	116.7%	-2	84
			multiple	116.7%	-2	75
17	Shear Perfection/Edward Jones	4	multiple	25.0%	3	2
			multiple	25.0%	3	4
18	76 Gas Station	10	10:00 AM - 11:00 AM	50.0%	5	30
			multiple	30.0%	7	11
19	Chevron	3	12:00 PM - 1:00 PM	66.7%	1	11
			multiple	66.7%	1	14
20	Mixed Retail	10	3:00 PM - 4:00 PM	40.0%	6	22
			12:00 PM - 1:00 PM	20.0%	8	9
21	Bank of the West	18	4:00 PM - 5:00 PM	50.0%	9	57
			2:00 PM - 3:00 PM	27.8%	13	19
22	Evergreen Thrift Store/Kettlebell Studio/Cosmetic Family Dentistry	12	-	0.0%	12	0
			12:00 PM - 6:00 PM	8.3%	11	6
24	US Post Office/ Broken Arrow Archery	12	12:00 PM - 1:00 PM	33.3%	8	25
			5:00 PM - 6:00 PM	16.7%	10	6
26	Saffire Parking/ Pay to Park/ Broken Arrow Archery/ Sue Walker Dentistry	27	9:00 AM - 10:00 AM	44.4%	15	86
			multiple	37.0%	17	77
28	Kathy's	12	9:00 AM - 11:00 AM	41.7%	7	39
			3:00 PM - 4:00 PM	25.0%	9	12
29	Foxy's	18	3:00 PM - 4:00 PM	105.6%	-1	142
			10:00 AM - 11:00 AM	94.4%	1	138
30	Reserved for Dark Horse Comics	24	11:00 AM - 12:00 PM	104.2%	-1	197
			multiple	12.5%	21	22
31	Town Grocery & Deli	9	multiple	44.4%	5	36
			12:00 PM - 1:00 PM	55.6%	4	31
32	Parking for Beacon OMS Patients Only	15	9:00 AM - 10:00 AM	40.0%	9	44
			10:00 AM - 11:00 AM	33.3%	10	19
33	Prive - Maybe Dark Horse Comics	27	9:00 AM - 10:00 AM	33.3%	18	57
			2:00 PM - 4:00 PM	3.7%	26	2
34	Key Bank	16	9:00 AM - 10:00 AM	62.5%	6	72
			12:00 PM - 1:00 PM	6.3%	15	1
35	City Hall Employee Only	25	2:00 PM - 3:00 PM	56.0%	11	118
			8:00 AM - 6:00 PM	4.0%	24	10
36	Surface Lot Stalls - Apartment	31	-	-	-	-
			-	-	-	-

Lot ID	Facility	Stalls	Peak Hour	Peak Occupancy	Stalls Empty	Vehicle Hours Parked
37	North Main	34	-	-	-	-
			-	-	-	-
38	Veternary Cancer & Surgery	30	12:00 PM - 1:00 PM	110.0%	-3	263
			8:00 AM - 6:00 PM	3.3%	29	10
39	Nelsons Nautilus	25	-	0.0%	25	0
			-	0.0%	25	0
40	Nelsons Nautilus	36	4:00 PM - 5:00 PM	19.4%	29	46
			2:00 PM - 3:00 PM	11.1%	32	22
41	Odd Fellows (Partial Construction 63 total)	35	12:00 PM - 1:00 PM	42.9%	20	89
			1:00 PM - 2:00 PM	28.6%	25	39
42	Pietro's	64	multiple	20.3%	51	106
			5:00 PM - 6:00 PM	93.8%	4	324
45	The Brookwood Apartments	13	-	-	-	-
			-	-	-	-
46	Library	28	10:00 AM - 11:00 AM	75.0%	7	147
			12:00 PM - 1:00 PM	64.3%	10	103
47	Park Hamlin Apartments	54	-	-	-	-
			-	-	-	-
48	Portland Waldorf School	58	multiple	62.1%	22	287
			10:00 AM - 11:00 AM	29.3%	41	46
49	Mixed Office	47	3:00 PM - 4:00 PM	48.9%	24	179
			multiple	21.3%	37	79
50	West Wind Apartments	8	-	-	-	-
			-	-	-	-
51	Spring Creek Apartment	165	8:00 AM - 9:00 AM	53.3%	77	818
			8:00 AM - 9:00 AM	63.6%	60	890
52	Portland Waldorf School	24	multiple	41.7%	14	77
			10:00 AM - 1:00 PM	16.7%	20	15
53	American Legion Post #180	25	4:00 PM - 5:00 PM	56.0%	11	88
			5:00 PM - 6:00 PM	96.0%	1	65
54	Private Lot - Church lot	7	-	-	-	-
			-	-	-	-
55	LiSAC Family/ ADA Accessible/ Parishioner Parking	7	8:00 AM - 9:00 AM	71.4%	2	11
			4:00 PM - 5:00 PM	57.1%	3	6
56	St Johns Baptist	136	8:00 AM - 9:00 AM	13.2%	118	119
			4:00 PM - 5:00 PM	58.1%	57	236
57	2305 Medical Office	63	9:00 AM - 10:00 AM	50.8%	31	296
			10:00 AM - 11:00 AM	9.5%	57	37
58	Milwaukie Lumber	9	12:00 PM - 1:00 PM	55.6%	4	26
			9:00 AM - 10:00 AM	55.6%	4	21
59	Doug Brenner Consultant/Pete Anderson Realty	8	2:00 PM - 6:00 PM	50.0%	4	26
			11:00 AM - 4:00 PM	12.5%	7	5

Lot ID	Facility	Stalls	Peak Hour	Peak Occupancy	Stalls Empty	Vehicle Hours Parked
60	Chase Bank	23	4:00 PM - 5:00 PM	52.2%	11	80
			2:00 PM - 3:00 PM	13.0%	20	5
61	Precision Fit Dentures/Sue Chadwich Walker	9	multiple	100.0%	0	72
			-	0.0%	9	0
62	Flowers for you/ Lakeland	9	8:00 AM - 11:00 AM	100.0%	0	67
			10:00 AM - 12:00 PM	11.1%	8	2
63	Hope House/Portland Movile Notory, LLC	2	2:00 PM - 3:00 PM	100.0%	0	10
			-	0.0%	2	0
64	Myles O Donnell and Co	7	8:00 AM - 9:00 AM	71.4%	2	28
			8:00 AM - 6:00 PM	28.6%	5	20
65	Shields Painting	4	-	0.0%	4	0
			-	0.0%	4	0
66	Customer Parking/Tenant Parking Only	28	11:00 AM - 1:00 PM	100.0%	0	221
			12:00 PM - 1:00 PM	25.0%	21	34
67	Body Rehab Gym/Willamette View Foundation	3	2:00 PM - 3:00 PM	66.7%	1	11
			8:00 AM - 6:00 PM	33.3%	2	10
68	Authorized Vehicles Only	4	multiple	50.0%	2	17
			2:00 PM - 6:00 PM	75.0%	1	12
69	Milwaukie High School Staff Parking	16	multiple	81.3%	3	94
			12:00 PM - 2:00 PM	62.5%	6	64
70	Northwest Housing Alternatives Employee and Guest Parking	49	12:00 PM - 3:00 PM	49.0%	25	201
			8:00 AM - 9:00 AM	46.9%	26	186
71	Milwaukie High School Student Parking	30	12:00 PM - 1:00 PM	70.0%	9	147
			-	0.0%	30	0
72	Semian Orthodox Church	45	multiple	4.4%	43	8
			5:00 PM - 6:00 PM	44.4%	25	72
73	Lake Professional Building	16	multiple	12.5%	14	14
			1:00 PM - 2:00 PM	18.8%	13	9
74	Townlake Estates	10	4:00 PM - 6:00 PM	20.0%	8	10
			4:00 PM - 5:00 PM	30.0%	7	21
75	Bus Only Reserved	3	8:00 AM - 1:00 PM	100.0%	0	25
			8:00 AM - 6:00 PM	66.7%	1	20
77	Milwaukie High School Staff Parking, Faculty Parking, Visitor Parking	62	11:00 AM - 12:00 PM	71.0%	18	326
			3:00 PM - 4:00 PM	8.1%	57	35
78	Milwaukie High School Staff Parking	3	-	-	-	-
			-	-	-	-
79	Milwaukie High School Staff Parking	12	11:00 AM - 12:00 PM	108.3%	-1	91
			1:00 PM - 5:00 PM	83.3%	2	94
80	Andrew Fodzys, DMD Orthodontics	9	multiple	22.2%	7	14
			12:00 PM - 1:00 PM	44.4%	5	9
81	Milwaukie Family EyeCare	6	10:00 AM - 12:00 PM	50.0%	3	17

Lot ID	Facility	Stalls	Peak Hour	Peak Occupancy	Stalls Empty	Vehicle Hours Parked
			multiple	33.3%	4	12
82	Milwaukie High School Staff Parking	45	11:00 AM - 12:00 PM	91.1%	4	351
			3:00 PM - 4:00 PM	100.0%	0	335
83	Shorewood Terrace Apartments	25	-	-	-	-
			-	-	-	-
84	The Milwaukian (Residential)	24	-	-	-	-
			-	-	-	-
85	BlueStone and Hockley Real Estate, Residential for Rent, Dutch Village	30	10:00 AM - 11:00 AM	70.0%	9	121
			8:00 AM - 9:00 AM	56.7%	13	132
86	2100 Lake Road Center	24	multiple	45.8%	13	95
			-	0.0%	24	0
87	Meier (Eye Surgeon)	12	3:00 PM - 5:00 PM	25.0%	9	9
			-	0.0%	12	0
88	Residential	6	multiple	50.0%	3	28
			8:00 AM - 4:00 PM	66.7%	2	39
89	2636 Dentistry	35	-	-	-	-
			-	-	-	-
90	Water Resource Recovery Facility	19	8:00 AM - 10:00 AM	31.6%	13	44
			2:00 PM - 4:00 PM	84.2%	3	118
91	Milwaukie Boat Launch	20	9:00 AM - 10:00 AM	30.0%	14	46
			4:00 PM - 5:00 PM	90.0%	2	115
92	Far West Marketing, Inc	6	-	-	-	-
			-	-	-	-
93	Milwaukie High School Staff Parking	94	11:00 AM - 12:00 PM	58.5%	39	394
			3:00 PM - 4:00 PM	17.0%	78	66

CITY OF MILWAUKIE

COUNCIL RESOLUTION No. 82-2018

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, ADOPTING THE 2018 DOWNTOWN PARKING MANAGEMENT STRATEGY

WHEREAS, downtown Milwaukie is experience rapid growth and change that will impact the existing parking supply in the downtown; and

WHEREAS, the City values its downtown businesses, residents and visitors and wants to ensure that existing and future parking demand to support a vibrant and healthy downtown core; and

WHEREAS, the City hired Rick Williams Consulting a firm with expertise in parking management to evaluate existing and future parking demand in downtown Milwaukie and engaged with stakeholders to develop an implementation focused Parking Strategy for the downtown to address near, mid and long-term parking needs; and

WHEREAS, the 2018 Downtown Parking Management Strategy provides a framework for the City to implement meaningful parking policies and programs to address identified and projected needs.

Now, Therefore, be it Resolved that the City Council adopts the 2018 Downtown Parking Management Strategy and directs staff to move forward with implementation of the plan.

Introduced and adopted by the City Council on 9/18/18.

This resolution is effective on 9/18/18.

Mark Gamba, Mayor

ATTEST:

Scott S .Stauffer, City Recorder

APPROVED AS TO FORM:

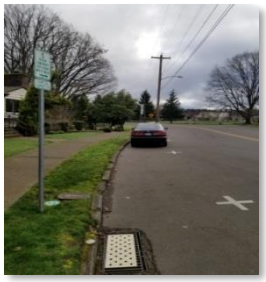
Justin D. Gericke,City Attorney

2018

City of Milwaukie, Oregon
Downtown Parking Management Strategy

PROJECT SUMMARY AND RECOMMENDATIONS FOR PARKING MANAGEMENT

FINAL REPORT
October 10, 2018



RICK WILLIAMS CONSULTING
Parking & Transportation

SS44

TABLE OF CONTENTS

I. INTRODUCTION

As the City of Milwaukie experiences growth in both development and visitor traffic in its downtown, addressing parking challenges is particularly important. Rick Williams Consulting (RWC) was retained by the City to examine parking management issues for both the on- and off-street systems in the downtown. The project's goals were to:

- Provide insight into the current parking environment in downtown Milwaukie;
- Get input from stakeholders and City staff to better understand needs and foster stronger public support;
- Assess parking demand for future development opportunities;
- Review and suggest changes to the parking code; and
- Take advantage of innovative parking management concepts to promote a vibrant and attractive downtown.

With an improving economy and the arrival of light rail, the time is right to reexamine Milwaukie's parking system. Parking will play a key role in balancing broader community goals for development, growth, and vitality with the preservation of downtown Milwaukie's Main Street charm.

This report examines how the parking system is currently functioning and makes recommendations that will help Milwaukie continue to flourish. These recommendations are sensitive to the historic, pedestrian-friendly nature of downtown while recognizing the importance of economic growth. The report also provides a basis for community discussion on enhancing the downtown parking system and experience. The information and recommendations in this report are intended to complement broader transportation and economic development efforts.

II. EXECUTIVE SUMMARY

RWC was retained by the City of Milwaukie to evaluate its downtown parking system and develop a comprehensive Strategic Parking Management Plan. Actual-use dynamics and access characteristics of the on- and off-street parking systems in downtown Milwaukie were studied to create an objective data set. All recommended strategies have been informed by this data; as well as one-on-one stakeholder interviews, meetings with the Downtown Milwaukie Business Association, and work sessions with the Milwaukie City Council. These provide the foundation for a comprehensive strategic parking management plan that responds to the unique environment, goals, and objectives of downtown Milwaukie.

Strategies proposed for consideration by the City of Milwaukie and its stakeholders are outlined below. More detailed descriptions of the study process, data findings, and the strategies themselves begin on page 11.

A. Background

In advance of this report, three separate draft memoranda were produced and submitted to the City:

- *Technical Memorandum 1 (Task 2.c.): Methodology for Data Collection and Analysis - dated February 19, 2018*

  This memorandum presents the methodology for collecting and assessing on- and off-street parking utilization data in downtown Milwaukie. It describes the processes for developing the inventory, collecting and entering data, and conducting the analysis, as well as the type of information to be generated and how it will be used to evaluate parking conditions in the study area.

- *Downtown Milwaukie Parking Study: Draft Data Summary– Spring 2018 (v4)*

  This report summarizes findings for occupancy, turnover, duration of stay, and hourly patterns of activity for both the on- and off-street parking systems. All findings were derived from a data collection survey conducted in March 2018. Key findings are summarized in Section VII of this report. The complete report is available from the City of Milwaukie.

- *Technical Memorandum - City of Milwaukie: Parking Demand Forecast – dated July 3 2018 (v4)*

  This memorandum forecasts parking demand in the study area established for the 2018 Downtown Parking Management Study and Plan. The information is based on data provided by Metro from their travel demand model for 2040. Additional aggregated data for near-term planned development was derived from proposed land-use developments in the study area, provided to the consultant by the City. Key findings are summarized in Section VIII of this report. The complete demand forecast report is available from the City of Milwaukie.

B. Findings – System Performance

A substantial amount of data was collected, analyzed, and reported to the City and stakeholders. Highlights include:

- **Solutions**

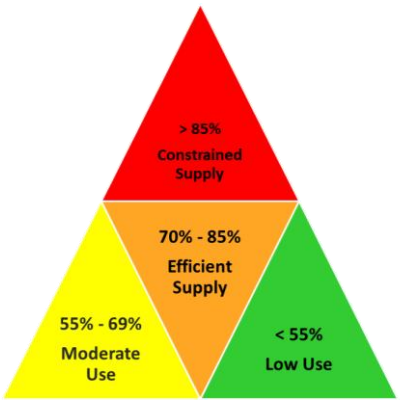
  The total supply of parking is relatively small and diverse, serving residential, commercial and visitor demand. Data suggests there is availability in the on-street and off-street supplies. New systems need to be implemented to direct users to appropriate available parking. Discussion between the City and area interests on how parking is allocated, by user priority and demand, should continue. If Milwaukie is to have a customer-first parking management system, it must appeal to and accommodate customers and visitors, and identify safe and accessible parking and/or alternative mode options for employees and residents.

- **Use (combined system)**

  On-street occupancy rates were slightly higher than off-street, with on-street occupancy peaking at 58.0% while the off-street rate peaked at 49.2%. When combined, peak occupancy is 49.8% at 11:00 AM. This means there are approximately 1,300 empty stalls at the peak hour in the study area (268 on-street, 1,032 off-street). The average length of stay is less than 3 hours on-street (2 hours 41 minutes), and the turnover rate is 3.74.

- **Constrained Parking**

  For the most part, parking in the downtown study area is not considered constrained, which would mean that significant portions of the supply are exceed 85% occupancy during peak hours. At a combined occupancy rate of 49.8%, overall use is considered low (see graphic at right).



  Within a smaller "core zone," occupancy rates are a bit higher. This area comprises eight city blocks bounded by SE McLoughlin Blvd (west), SE 21st Ave (east), SE Harrison Street (north), and SE Washington Street (south). The core zone includes 23 block faces where on-street parking is allowed. Of those, six block faces are more than 85% occupied in the peak hour of 11:00 AM–12:00 PM, meaning that about 19% of block faces are constrained in this area of the downtown. The peak hour occupancy in the core zone rises to 68% (as compared to 49.8% for the entire study area). This is an indication of moderate use.

- **Off-Street Parking Availability**

  There is a total of 2,298 off-street stalls located on 91 lots in the downtown study area. Use of this supply is moderate to low, with occupancy rates of less than 50%. The City currently owns seven lots totaling 153 stalls (7% of the supply). The remaining 2,145 stalls (on 84 lots) are in private ownership meaning that there may be stalls that are empty but not available for use by downtown

employees or visitors. This is based on how the lots are controlled through signage that limits access to specific users. Four of the City's lots (Lots 10, 11, 12, 13 and 23) are scheduled for redevelopment in the very near term. This will eliminate 120 of the City's current supply of 153, increasing the total percentage of the off-street supply in private control to nearly 98%.

- **Shared Use**
  Opportunities exist for shared use of off-street parking, though the small size and broad distribution of facilities could make this challenging. Some of the larger institutional facilities (e.g., schools and churches) may offer the potential for shared-use partnerships. The 2018 data analysis revealed that there are more than 1,000 empty stalls in off-street lots at peak hours. As previously stated, 93% of the existing supply is in private ownership. Creating opportunities to share this supply more generally will require innovative partnerships between owners of underutilized supply and downtown businesses.

- **Surrounding Neighborhoods**
  As parking demand in the downtown grows, surrounding neighborhoods may benefit from a separate engagement process that investigates the trade-offs of neighborhood parking management to protect access for residents and guests.

C. Strategy Considerations

The strategies outlined below support solutions derived from discussion among the City, stakeholders, and the consultant team. All strategies are informed by study data and the agreed-upon project goals. Each strategy is presented with steps to be taken in the near-, mid- and long-term.

A total of 28 strategies are recommended for implementation by the City of Milwaukie. Successfully completed, these strategies will improve the efficiency of the City's parking system and provide a solid foundation for decision-making and accommodating future growth. The detailed list of recommended parking management strategies begins on page 32.

Policy/Code

- Clarify and/or reaffirm the City's role in managing parking, for the purposes of enforcing existing assets and building new supply.

- Update the 2003 Guiding Principles for Parking to better reflect existing conditions and forecasts for future growth.

- Adopt the 85% Rule (outlined in the 2003 Guiding Principles) as the standard for measuring performance of the parking supply and triggering specific management strategies and rate ranges.

- Clarify existing code guidelines related to shared parking that could impede efficiencies for allowing non-accessory access in existing and new off-street parking.

- Consider changes to the design code to ensure that parking built with new development can be efficiently operated to serve the surrounding area.

Management and Administration of the Parking System

- Focus City staff time to manage the parking system and implement new programs.

- Consider allocating more hours to enforcement, including Saturdays, particularly if the number of timed stalls is increased (with reduction in 4-hour and No-Limit stalls).

- Establish a Downtown Parking Work Group (DPWG) consisting of downtown stakeholders to assist in program implementation and review, and as a forum for addressing parking issues.

- Develop a reasonable schedule of data collection to assess performance and support the 85% Rule for decision-making.

Improve Off-Street Parking

- Identify off-street shared-use opportunities based on data from the 2018 parking study. Establish goals for transitioning employees, begin outreach to opportunity sites, negotiate agreements, and assign employees to facilities.

- Implement variable-rate pricing for employee permits based on location, demand, and availability of parking. This will create pricing differentials between "premium" and underutilized locations.

Improve On-Street Parking

- Better demarcate loading zones with a striping package that includes painting "LZ" on the pavement. This will ensure that non-commercial vehicles do not use loading zones in the downtown.

- Convert existing 15-minute stalls to 30-minute stalls.

- Reduce the number of 4-hour stalls that allow employee permit parking, particularly in the core zone.

- Reduce the number of No-Limit stalls, particularly on commercial streets, and balance them with exclusive timed stalls (2-Hour) and timed stalls that allow employee permits in underused areas.

Awareness

- Establish business-to-business and residential outreach on downtown parking, including education and planning, and a *Customer First Partnership* with the Downtown Parking Work Group, and downtown businesses.

- Create a critical-path timeline for a new parking brand/logo to be used at all City-owned lots and shared supplies, and in parking-related marketing and communications.

- Incorporate new logo into on-street signage, at all City-owned lots and shared supplies, and in parking marketing and communications.

- Design, create, and launch a new parking website with information for visitors, employees and residents.

Improve Access to Downtown

- Evaluate and implement solutions to safety impediments that create inconvenient and inefficient connections to parking, e.g., lighting, sidewalk/paths, lot conditions, etc.

- Continue to expand the bike parking network to create connections between neighborhoods, parking locations, and the downtown to encourage employee bike commute trips and draw customers to downtown businesses.

- Expand wayfinding signage systems in the public right of way, integrated with the off-street system using the City parking brand/logo.

Residential Parking

- Explore and evaluate residential parking permit programs, as may be requested by neighborhoods abutting the downtown commercial district.

Integration with Alternative Modes

- Partner with the business community to expand incentives that encourage use of alternative modes (e.g., transit, bike, and walk).

- Take a leadership role in piloting expanded employee alternative mode incentives and monthly parking pricing for City employees.

New Capacity

- Explore expanding access capacity with new parking supply.
- Develop cost forecasts for preferred parking supply.
- Create new supply as necessary and feasible.

D. Summary

Downtown Milwaukie is on the rise, with a bustling and historic downtown and increasing development activity. With growing visitor demand and future development, Milwaukie is likely to face new pressure on its parking supply. The strategies above represent a toolbox of methods with which to manage the parking-related challenges that come with a successful downtown.

Overall, the strategies are designed to "get the right vehicle to the right parking spot" in a manner that supports growth and vitality and integrates with multiple modes of access.

Each strategy is explained in greater detail in Section IX of this report.

III. FORMAT OF INFORMATION – GETTING TO SOLUTIONS

This project provides the City and community stakeholders with an objective look at the parking situation in the downtown. This analysis is based on accurate and comprehensive data on how the parking system performs in this area. Information from the study is intended to provide a foundation for continuing discussion and the evaluation of strategies to improve the quality and ease of access in the downtown.

This report includes:

- What We Heard – Stakeholder Outreach (Section IV)
- Summary of downtown parking inventory (Section V)
- Measuring performance (Section VI)
- Key findings related to parking utilization (Section VII)
- Forecasting near and long-term parking demand (Section VIII)
- Strategies for consideration (Section IX)
- Summary comments (Section X)
- Strategy matrix summary (Section XI)

The strategies for consideration are intended to spark discussion between the City and stakeholders on policies and actions that will support a vital and growing downtown. As the City and its partners consider these strategies, discussion of the "who, what, and how" will be essential, and implementation may be reordered, accelerated, or moderated depending on community consensus, opportunity, and/or funding.

IV. WHAT WE HEARD – STAKEHOLDER OUTREACH

Parking is a vital tool in any downtown's economic development toolbox and must be properly managed to ensure an efficient system of access that meets the needs of priority users. A successful downtown has a clear sense of place and includes an exciting and attractive mix of uses and amenities. The role of parking is to support the realization of this vision. Simply put, *people do not come downtown to park.* They come to experience an environment that is unique, active, and diverse. A well-organized and sustainable parking system helps make it safe, easy, and convenient for them to do so.

This plan process entailed review of existing parking operations and assets, previous study findings, and municipal code; and a series of one-on-one interviews with downtown stakeholders and discussions with City staff. The work and framework plan were presented to the Milwaukie City Council in two work sessions on April 10 and July 10, 2018. Additionally, a meeting and group discussion with the Milwaukie Downtown Business Association was held on May 29, 2018.

Stakeholder input resulted in a list of numerous *challenges* that people hoped a new parking management plan could address. These included:

City Role

- The City must take a more active role in advocating for and supporting implementation of a parking management plan.
- There is a need for better signage and communications regarding parking and options for access.

Impact of New Development

- There is concern about the loss of off-street parking to new development and the lack of a plan to preserve adequate parking for existing businesses.
- New parking being built may be insufficient due to low code requirements, and developers are not being encouraged to share that parking with the rest of downtown.

On-street Parking

- On-street parking is vital to street-level businesses, and its loss needs to be carefully considered when new developments are proposed and reviewed.
- Motorcycle parking should be added where there are no conflicts with visitor parking.

- Strategic addition of 30-minute parking near businesses with quick turnover needs should be considered.
- Greater enforcement is needed on weekdays, and enforcement should be expanded to include Saturdays.

Off-street Parking

- Employee parking needs to be addressed. It is important that employees park off-street or in on-street areas where there are no conflicts with visitor parking need.
- A shared-use program is needed to match employees needing parking with underused private off-street.

Alternative Modes

- The City should lead by encouraging its employees to use transit (e.g., establishing an annual transit pass program). This will compel businesses to follow.
- Creative strategies are needed to conveniently and affordably connect the Farmers Market to available parking at the Tacoma and Park Avenue Light Rail stations.
- More bike parking is needed, particularly at the south end of downtown.

Discussions with stakeholders resulted in several *desired outcomes* for parking management. Parking management in downtown Milwaukie should:

- Get the right parker to the right stall and make a place for each user of the downtown.
- Provide a clear vision of the City's role in managing parking and planning and providing for new parking.
- Integrate and more aggressively encourage alternative modes.
- Ensure convenient, affordable, and available parking for visitors and customers.
- Ensure that priority users of each area in the downtown have access to the available supply.
- Ensure safe, affordable parking for employees and residents without displacing customers.
- Clearly communicate how and where to find appropriate and available parking.
- Provide for an integrated on- and off-street system that works for all users and supports and encourages a successful public/private partnership.
- Anticipate and respond to increasing demand for access to the downtown.

The strategies recommended in this plan directly address the issues, concerns, and ideas generated through the stakeholder engagement process.

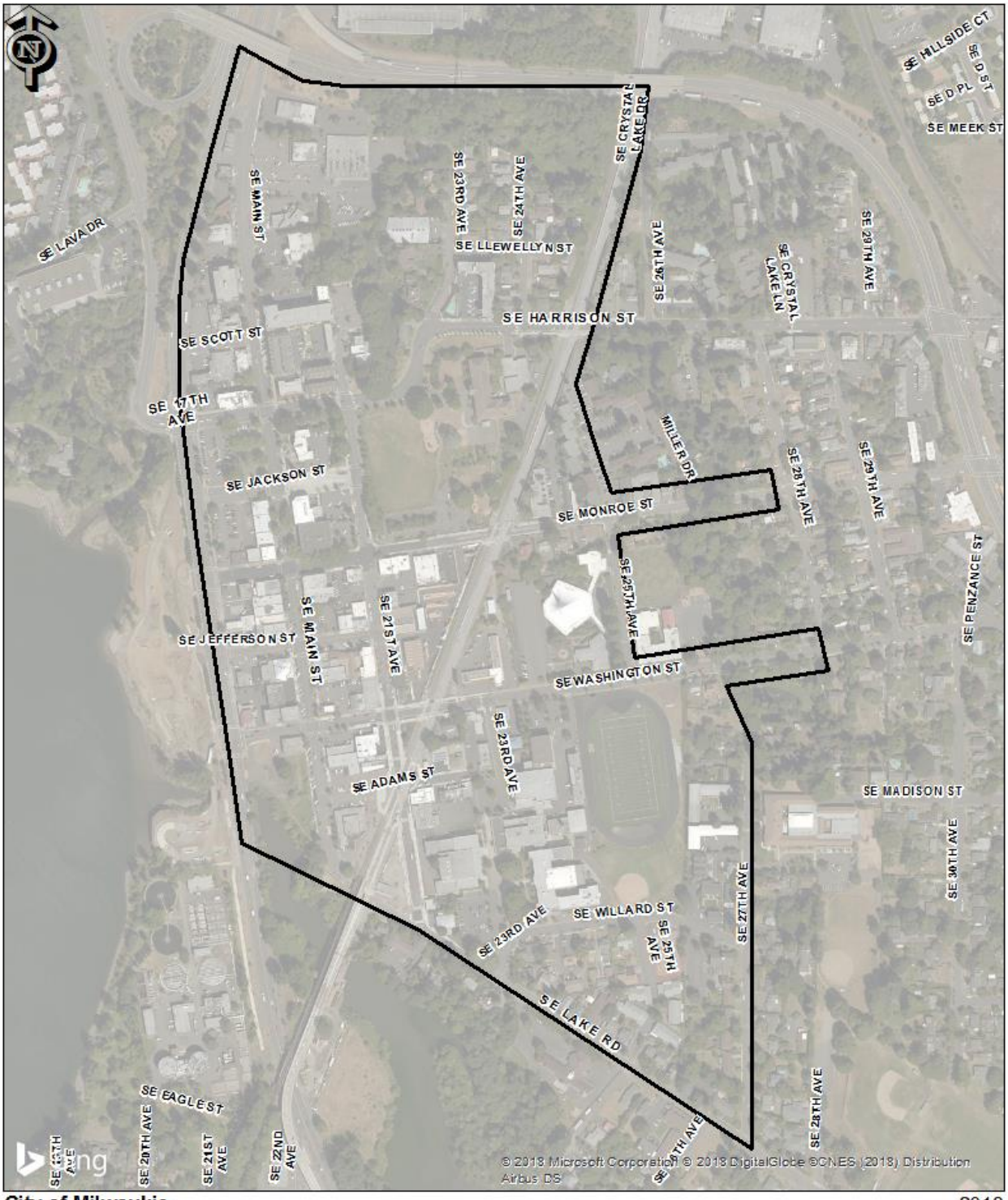
V. PARKING INVENTORY SUMMARY

RWC inventoried all on- and off-street parking in the study area. This section summarizes that effort.

A. Study Area

The study area was determined during the initial project scoping process by the City of Milwaukie and the consultant team. It generally includes the area bounded by SE McLoughlin Blvd. (west), SE 25th Street (east), OR Highway 224 (north) and SE Lake Road (south). **Figure A** (next page) illustrates the study area.

Figure A: Downtown Parking Study Area



City of Milwaukie 2018

Parking Study Area

0 80160 320 480 Feet

RICK WILLIAMS CONSULTING
Parking & Transportation

B. Key Findings

Table 1 summarizes on- and off-street parking in downtown Milwaukie.

Table 1: Milwaukie Parking Inventory by Use Type

Inventory – On-Street and Off-Street		
Stall Type	**Stalls**	% Total
15 Minutes	8	1.3%
30 Minutes	3	< 1%
2 Hours	267	41.8%
4 Hours	74	11.6%
ADA accessible	9	1.4%
No Limit	277	43.4%
On-Street Supply Surveyed	638	100%
Off-Street Supply Surveyed (81 sites)	2,033	88.5%
Total Off-Street Supply (91 sites)	2,298	100%
Supply Surveyed	2,671	91.0%
Total Supply	2,936	100%

On-Street

As **Table 1** indicates, on-street parking in the study area includes a mix of time-limit options, comprising five categories and ranging from 15 Minutes to No Limit.

- There is a total of 2,936 parking stalls in the study area, 638 on-street and 2,298 off-street.
- 43% of on-street parking is unregulated (No Limit) parking, allowing users to park all day.
- 42% of on-street stalls have 2-hour time restrictions, constituting the greatest portion of time-limited stalls.
- 15% of the supply have 15-Minute (8), 30-Minutes (3), 4-Hour (74), and ADA (9) for a total of 94 parking spaces
- All 638 on-street stalls were surveyed on the study day (100%).
- The combined survey sample was 2,671 stalls, 91% of the total supply.

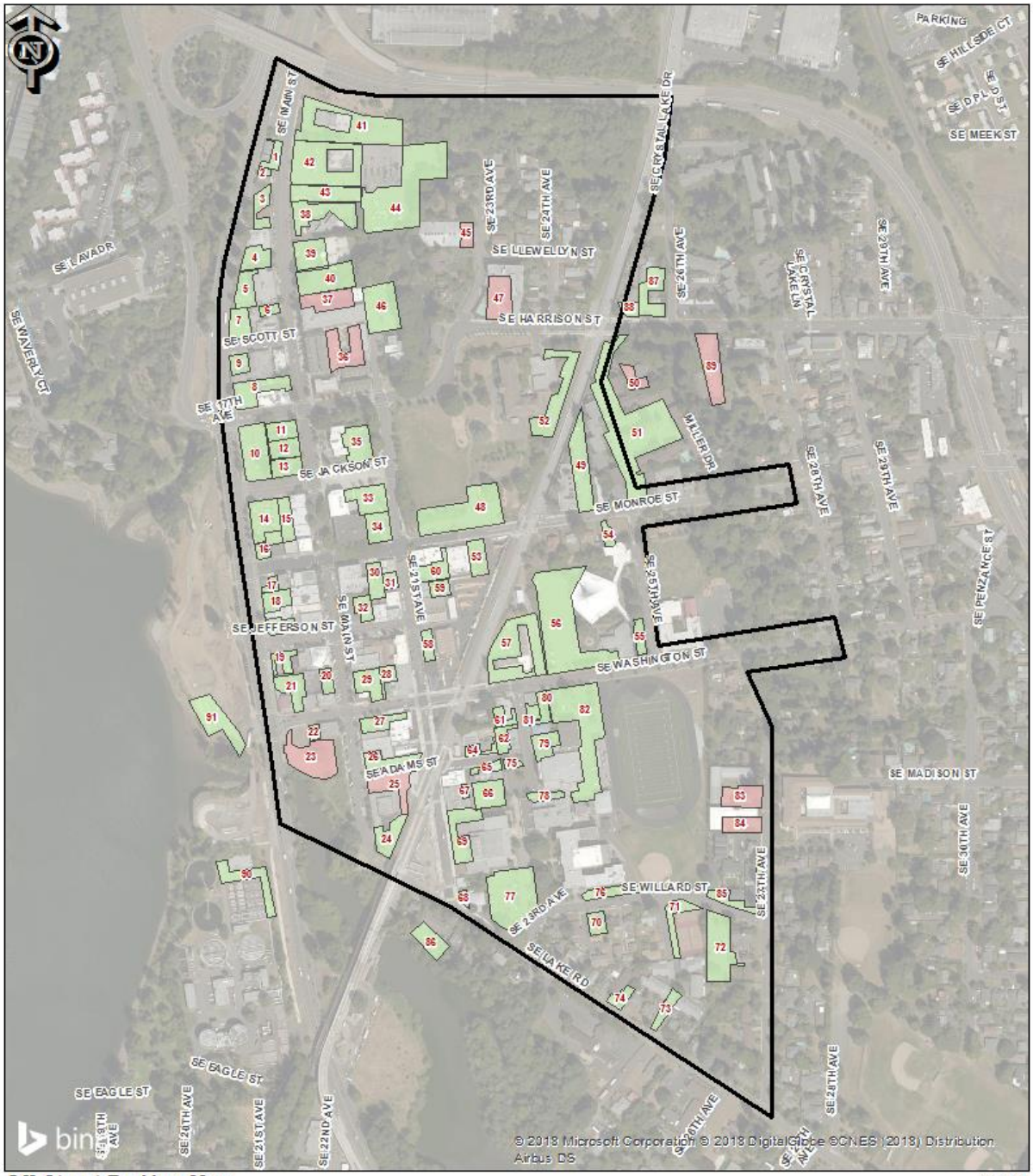
Off-Street

The entire public and private off-street parking supply includes 2,298 stalls across 91 sites. The parking inventory captures all 91 parking sites; however, the data collection effort, which measured parking utilization, studied a representative sample of sites. In total, 81 off-street sites were ultimately studied, including 2,033 stalls representing 88% of the off-street system, a statistically valid sample.

- The majority of off-street parking is privately owned: 86 of 91 facilities, comprising 2,160 stalls and representing 94% of all off-street parking.
- The City owns or controls 138 off-street parking stalls (6%), located on five small parcels adjacent to City Hall.

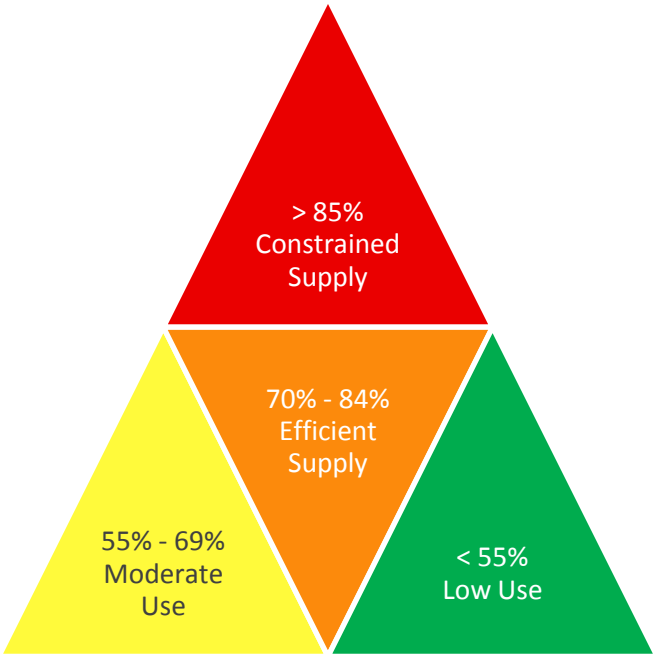
Figure B (next page) displays all off-street parking sites included in the inventory, identified by Lot ID number (correlated to the table of sites in **ATTACHMENT A**).

Figure B: Downtown Off-Street Parking Facilities



VI. MEASURING PERFORMANCE

Industry standards consider parking to be constrained when 85% or more of the available supply is routinely occupied during the peak hour. In a constrained system, finding an available spot is difficult, especially for infrequent users such as customers and visitors. This can cause frustration and negatively affect perceptions of the area.



Continued constraint can make it difficult to absorb and attract new growth, or to manage fluctuations in demand—for example, seasonal or event-based spikes.

Occupancy rates of less than 55% indicate that parking is readily available. While availability may be high, this may also indicate a volume of traffic inadequate to support active and vital businesses. Occupancy rates between these two thresholds indicate either moderate (55% to 69%) or efficient (70% to 84%) use.

Parking utilization rates in the efficient range indicate active use with little constraint. Efficient use supports vital ground-level businesses and business growth, is attractive to potential new users, balances with adjacent residential demand, and can respond to routine fluctuations.

RWC's analysis of parking in the Milwaukie downtown study area uses these categories to evaluate the performance of the system.

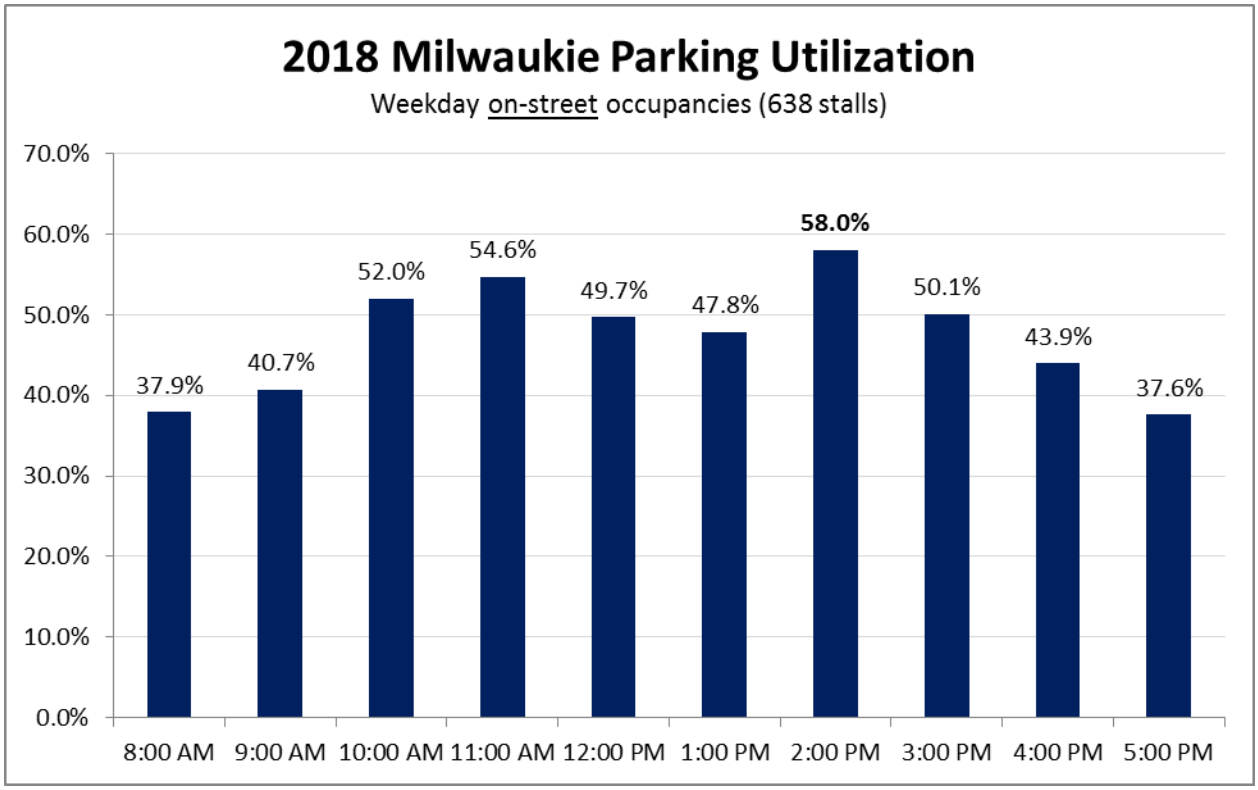
VII. PARKING UTILIZATION

On- and off-street data was collected on Tuesday, March 20th, 2018.[1] This section summarizes findings from that effort. For more detail on data findings, please see *Downtown Milwaukie Parking Study: Draft Data Summary– Spring 2018 (v4).*

A. On-Street Parking Summary

The on-street survey involved hourly counts of occupied parking stalls in the study area. All 638 on-street stalls were surveyed. Surveyors recorded the license plate numbers of parked vehicles each hour from 8:00 AM to 6:00 PM on the survey day. **Figure C** compares hour-by-hour occupancy for the survey days.

Figure C: 2018 Milwaukie On-Street Utilization (by hour of day)



- Peak-hour occupancy for all on-street stalls was 58% between 2:00 and 3:00 PM.
- Mid-morning and mid-afternoon show the greatest demand.

[11] Working with the City, this weekday was determined to represent a "typical operating day" in the downtown. A typical day is a day that reflects normal and robust activities that take place most of the time. A typical day would not be biased by holidays or events that occur infrequently, which could inaccurately over or understate the demand for parking over the general course of a year.

- Based on industry performance measures described in Section V, the on-street parking inventory indicates low use in nine of ten survey hours, with a moderate-use peak hour. However, individual block faces do demonstrate higher levels of demand (see **Figures F** and **G**, pages 26-27.

Table 2 provides additional metrics for the on-street system, including peak hour by stall type, number of empty stalls at peak hour, average length of stay, and rate of violation in timed stalls. These metrics provide insight into how different stalls types perform.

Table 2: On-Street Parking Use Characteristics (by stall type)

2018 Milwaukie On-Street Parking Utilization					
Stall Type	Stalls	Peak Occupancy Peak Hour	Empty Stalls	Average Length of Stay	Violation Rate
On-Street Peak	638	58.0% 2:00 – 3:00 PM	268	2h 35m	17.3%
15 Minutes	8	62.5% 10:00 – 11:00 AM 5:00 – 6:00 PM	3	N/A	23.8%
30 Minutes	3	33.3% 5:00 – 6:00 PM	2	N/A	0%
2 Hours	267	57.5% 4:00 – 5:00 PM	113	1h 45m	17.6%
4 Hours	72	83.3% 11:00 AM – 12:00 PM 2:00 – 3:00 PM	12	3h 21m	15.0%
ADA accessible	9	33.3% 12:00 – 1:00 PM	6	1h 0m	N/A
No Limit	277	57.7% 2:00 – 3:00 PM	94	4h 59m	N/A

As **Table 2** indicates:

- There are a large number of empty on-street stalls during the peak hours: 268 stalls available between 2:00 and 3:00 PM.
- The average length of stay for all on-street users is 2 hours 35 minutes. This includes all users--visitors, employees, and residents. If longer-term employee and resident stays were removed, the average would drop significantly, below two hours. For instance, the average stay at a 2-hour stall is 1 hour 45 minutes.
- The highest utilization was in 4-Hour stalls at 83.3%.
- The average violation rate is 17.3%, with the most violations occurring in 15-Minute stalls (23.8%), followed by 2-Hour stalls (17.6%). The high violation rate in 15-Minute stalls indicates that quick-trip

customers need more time. Converting existing 15-Minute stalls to 30-Minute stalls should be considered, given that there were no violations in existing 30-Minute stalls.

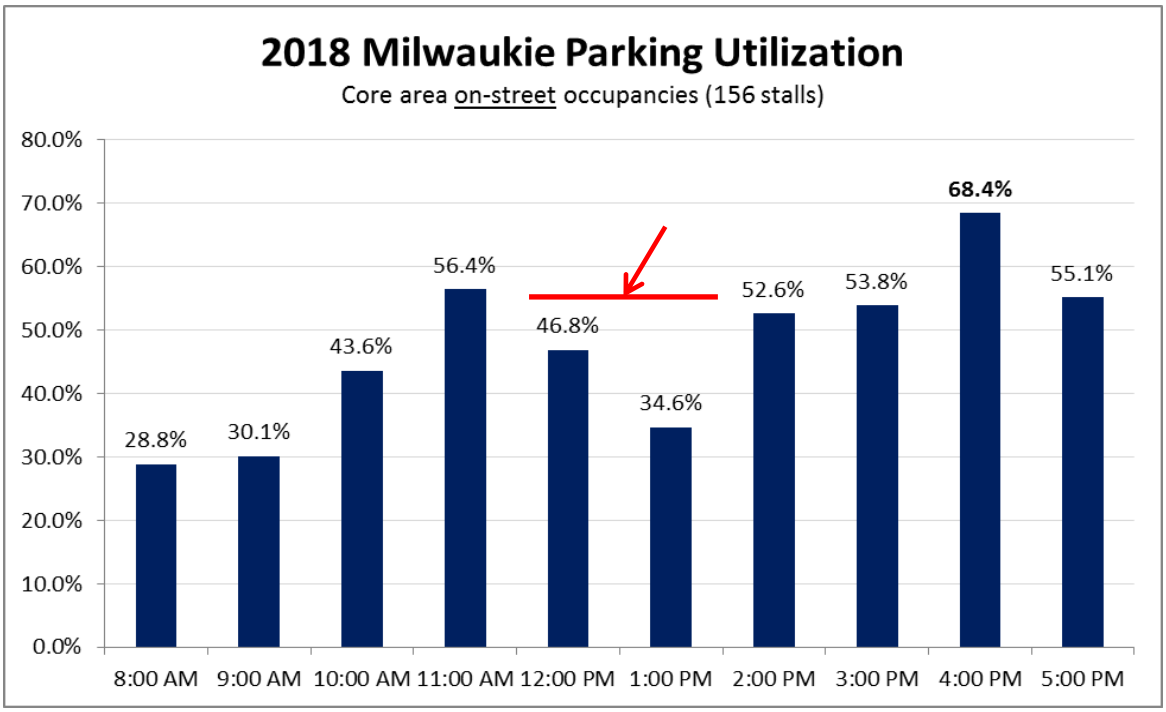
- Industry standards target a violation rate between 5% and 9%. Given that enforcement is currently provided on a part-time basis, it may be necessary to consider allocating additional enforcement hours.

B. High-Occupancy Core Zone Summary

Figure C (above) shows parking use across the total on-street supply, which may understate constraints. The consultant analyzed a smaller "core zone" of 156 stalls to identify concentrated areas of constraint.[2]

This core zone includes the eight city blocks bounded by SE Harrison St, SE Washington St, McLoughlin Blvd, and SE 21st Ave.[3] **Figure D** illustrates hourly occupancy rates in the core zone.

Figure D: 2018 Milwaukie On-Street Occupancies – 'Core Zone'



- The peak hour is later in the core zone (4:00 – 5:00 PM) than in the larger study area (2:00 - 3:00 PM)

[2] The core zone also includes 358 off-street stalls located on 20 lots.

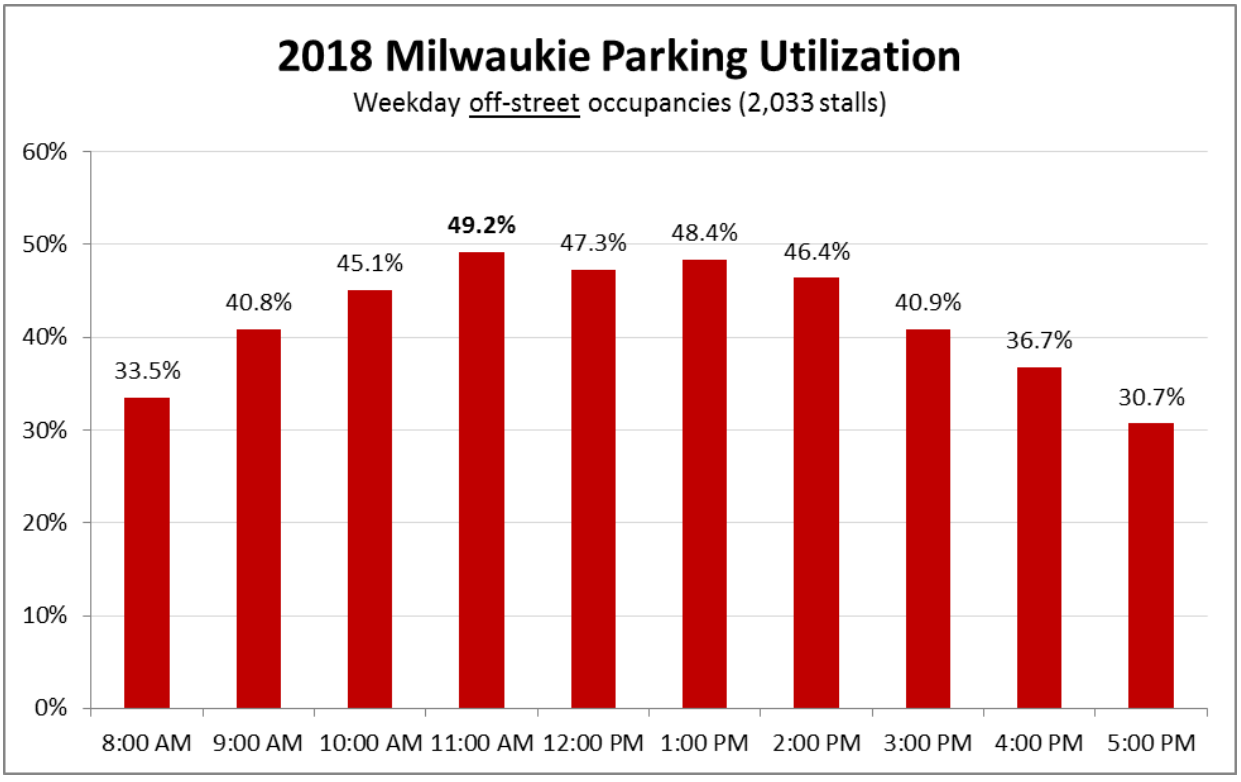
[3] This area is highlighted on the heat map in **Figure F** (page 26).

- Peak-hour occupancy is 68.4%, compared to 58% for the larger study area.
- Occupancy rates in the core zone show a greater range than the larger study area, dropping to 34.6% at 1:00 PM, and then jumping back to 52.6% at 2:00 PM.
- There is a significant reduction in occupancy between 11:00 AM and 2:00 PM, the traditional retail peak hour for downtowns. This is indicated in the figure with a red bar.
- Overall occupancy in the core zone is low to moderate, as compared to low for the larger study area.

C. Off-Street Parking Summary

In 2018, a total of 2,033 off-street parking stalls were sampled for 10 hours on the study day. These stalls were located on 81 separate sites. **Figure E** summarizes occupancy by hour.[4] Occupancy by unique facility is provided in the full data report available from the City.

Figure E: 2018 Milwaukie Off-Street Occupancies (by hour of day)



- 2018 occupancy rates for off-street stalls in the study area are lower than on-street.

[4] Unlike the on-street survey, license plate numbers were not recorded (except for the four public 2-hour retail surface lots).

- The peak hour occurs from 11:00 AM to 12:00 PM, when occupancy reaches 49.2%.
- When graphed, off-street parking use shows the more typical bell-shaped curve, while the on-street system peaks much later in the day.
- Per the performance measures described in Section VI above, overall use of the off-street system is low.

D. Utilization - Combined View (Heat Map Summary)

Figures F and **G** (pages 26 and 27) provide peak-hour "heat maps" of the combined on- and off-street systems. Heat maps indicate occupancy level by color, with red indicating rates of 85% or more (constrained). Intensity of use then decreases from orange to yellow to green. **Figure F** illustrates the larger study area boundary; **Figure G** the high-occupancy core zone. As the **Figures** illustrate:

On-street Parking

Entire study area

- During the peak hour, 20 block faces show occupancy rates of 85% or greater. This represents 33% of all accessible block faces.
- These constrained block faces are distributed evenly around the downtown. However, parking is generally available on block faces that are (at times) directly adjacent to the constrained block faces (with occupancies of 55% or less).
- The intersection of SE 21st and SE Monroe shows the greatest constraint, with four of seven block faces above 85% occupancy.
- Empty parking stalls are generally available at most any location in the downtown.

High-occupancy core zone

- The core zone comprises eight blocks, including 23 block faces where on-street parking is allowed.
- At the peak hour, seven of 23 block faces (30%) exceed 85% occupancy.
- At the same hour, two of 20 off-street facilities (10%) show occupancy rates of 85% or greater. This includes Lots 11 (public parking) and 30 (Dark Horse Comics), which represent a combined supply of 44 stalls.
- While the core zone has a higher occupancy rate at the peak than the larger study area, it rarely operates above a moderate level.

Off-street Parking

- The heat map in **Figure F** reveals that during the off-street peak hour (11:00 AM – 12:00 PM), only eight lots are occupied at a level of 85% or more. These include Lots 9, 11, 14, 26, 33, 59, 69, and 79. Two lots outside the study boundary (Lots 90 and 91) are also more than 85%.
- At the off-street peak hour, most off-street lots maintain occupancy rates of less than 55% (low use) After the peak hour, they never rise above 50%.
- The heat maps indicate that off-street parking is generally underutilized throughout the downtown in the peak hours. However, while stalls may be empty, they may not be available for general parking due to restrictions posted at the lots.

Figure F: 2018 Milwaukie Combined (on and off-street) Peak Hour Heat Map (entire study area)

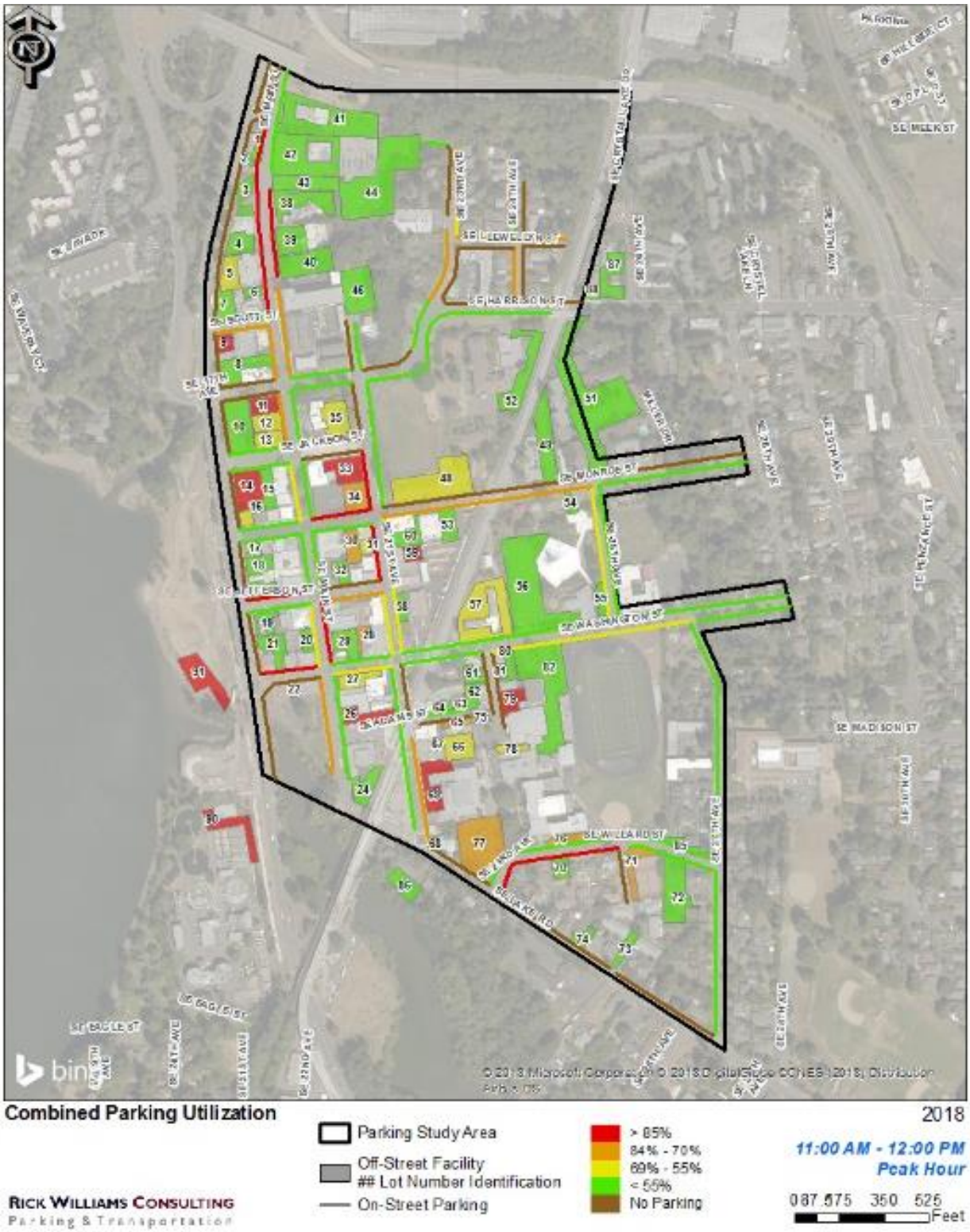
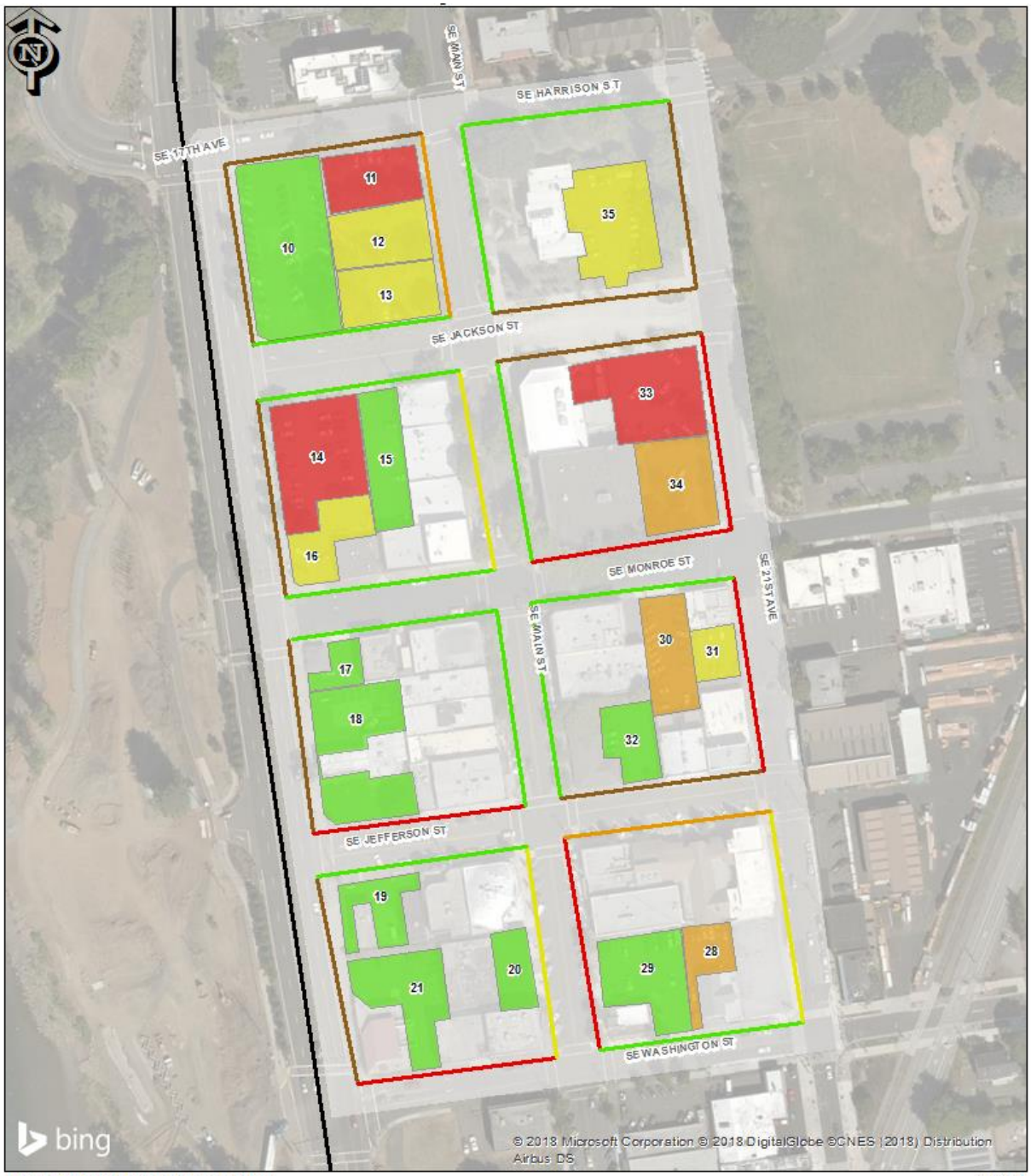


Figure G: 2018 Milwaukie Combined (on and off-street) Peak Hour Heat Map (Core Zone)



VIII. FORECASTING NEAR- AND LONG-TERM PARKING DEMAND

This section estimates future parking demand in the study area, based on data provided by Metro from their travel demand model. The analysis is also informed by findings in the *Downtown Milwaukie Parking Study Data Summary*, dated May 4, 2018.[5] Additional aggregated data for near-term parking demand was derived from proposed land use developments in the study area, provided to the consultant by the City. The information provided here briefly summarizes the more detailed analyses and narrative in *Technical Memorandum - City of Milwaukie: Parking Demand Forecast – dated July 3, 2018 (v4)*, available from the City of Milwaukie.

A. Estimating Near Term Parking Demand

In the next three to five years, Milwaukie is slated to see new mixed-use developments that will bring new jobs and housing units to its rapidly developing downtown. The City provided the consultant team with information on four projects in various stages of implementation, from early planning stages to being ready to break ground.[6]

Table 3 (next page) quantifies the projected program elements of the four planned projects. It is estimated that there will be a total of 50,000 square feet of commercial space (40,000 square feet retail and 10,000 square feet general office), approximately 540 dwelling units, and a minimum of 472 parking spaces. For parking, this will result in a net increase of 72 stalls, as 400 existing stalls will be removed to make way for these new projects.

[5] Copies of this report are available from the City of Milwaukie.

[6] These figures were provided to the consultant team by the City of Milwaukie and represent a best case understanding of near term development potential.

Table 3: Near-term (Planned) Development

Proposed Land Use Change	Parking Supply Change
REMOVE - Existing Parking	(400 stalls)
+40,000 ft^2 Retail	-
+10,000 ft^2 Office	-
+540 Residential Dwelling Units	+472 stalls
	+72 net stall increase

When looking at the 400 existing parking stalls, data shows only 150 vehicles parked during the peak hour. In other words, though 400 stalls were physically available (supply), only 150 vehicles (demand) were parked; leaving 250 spaces empty.

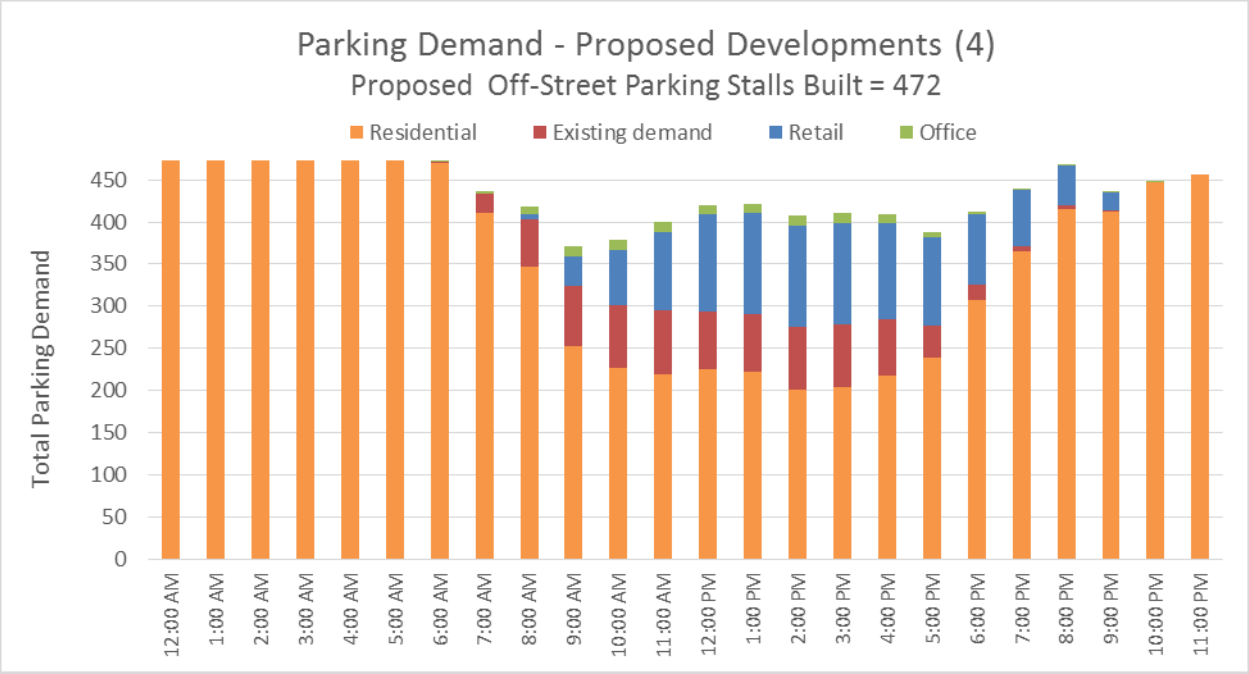
About half of these vehicles are parked near adjacent land uses and are assumed to belong to employees or patrons, while the other half are parked on lots with no adjacent land use. In other words, when existing buildings are demolished or repurposed for new development, half the parking demand will disappear, creating an actual net displacement of 75 vehicles that will need to be accommodated.

Based on an estimated demand ratio of 3.0[7] vehicles per 1,000 square feet of occupied building area, expected peak-hour demand for the new retail is 120 vehicles. The office component is expected to generate peak-hour demand of 12 vehicles based on a demand ratio of 1.2 vehicles per 1,000 square feet of occupied building area. Demand for residential units is expected to be 486 vehicles during the 5:00 AM peak hour, which exceeds the estimated supply of 472 stalls (the required minimum) by 14. These elements combine for a total need of 693 stalls for each land use's individual peak hour; however, these peaks do not occur at the same time of day.

Figure H (next page) illustrates hourly parking for all uses described above – retail, office, residential, and displaced vehicles--demonstrating the elasticity of demand for uses spread across a typical operating day.

[7] Demand ratio is based on Portland area sampled retail sites and cross-referenced with Institute of Transportation Engineers (ITE) demand ratios.

Figure H: Near-term Development - Hourly Parking Demand



Based on the distribution of parking demand over a day, there are two potential parking impact scenarios. Shared use has a minimal impact on the parking system, while exclusive use has a dramatic impact, particularly on the on-street supply. This is illustrated in **Figure I** (next page).

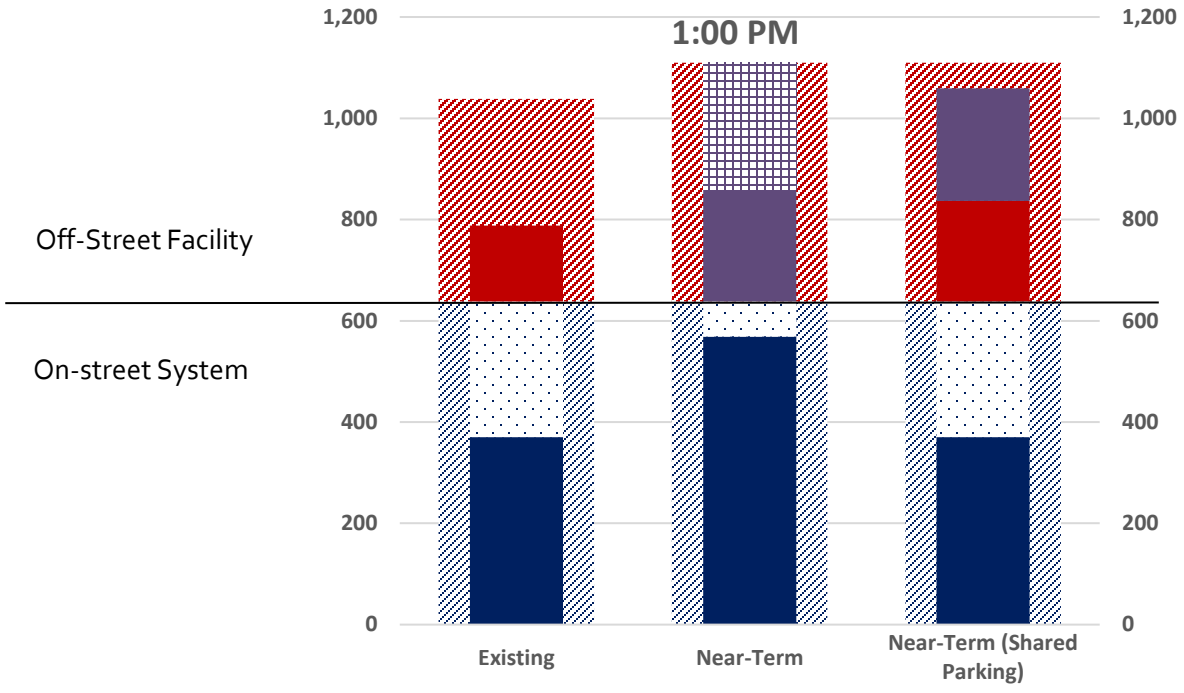
In the exclusive use scenario, it is assumed that new parking will be managed in a way that restricts use of the built supply to residents only. Demand from the new commercial space (132 vehicles) and existing displaced vehicles (75) would be forced to park elsewhere, either on-street, in another private off-street lot, or in adjacent residential areas. This is illustrated in the middle column of **Figure I.**

It is difficult to know for sure how demand will be redistributed, but it could result in as many as 207 additional vehicles parking on-street, raising occupancy rates from 58% to 89% in the peak hour. To reiterate, this scenario would restrict the new off-street supply to residents only, leaving (as shown in **Figure H**, above) unused residential supply during the middle of the day.

In the shared use scenario[8], demand from the new commercial space (132 vehicles) would be accommodated in the empty residential parking stalls during the workday. There would also be enough empty stalls to accommodate displaced demand from the existing development sites (75 vehicles). This is illustrated in the far right-hand column in **Figure I.**

[8] Each model assumes a built parking supply of 472 stalls. Developers may elect to build more than the minimum parking requirement, which would incrementally reduce the spillover impact to the on-street parking supply.

Figure I: Exclusive Use vs. Shared Use Parking Scenarios (near-term proposed developments)



	Existing	Near-Term	Near-Term (Shared Parking)
Off-Street Supply	400	472	472
On-Street Supply	638	638	638
Off-Street Reserved (Residential)	0	250	0
Off-Street Demand (Residential)	0	222	222
Off-Street Demand (Non-Residential)	150	0	199
On-Street Stalls Available	268	69	268
On-Street Demand	370	569	370
Total Demand	520	791	791

As illustrated, the shared use scenario will more efficiently accommodate the parking demands of new near-term development and mitigate impacts to the existing parking supply. The City should encourage this approach in the review and approval process for new development.

B. Estimating Long-term Parking Demand

Traffic analysis zone (TAZ) data provided by Metro was used to estimate long-term parking demand. Metro data includes the total number of jobs and households in the Milwaukie study area, with base year 2015 and forecast year 2040 information. The consultants sampled TAZ boundaries and overlaid them within the 2018 downtown parking study area. **Table 4** (next page) quantifies the projected program elements.

Table 4: Long-term (Metro Forecast) Development

Proposed Land Use Change	Parking Supply Change
REMOVE - Existing Parking	(400 stalls)
+98,500 ft² Retail • Includes 40,000 ft² from Near-Term	-
+128,500 ft² Office • Includes 10,000 ft² from Near-Term	-
+810 Residential Dwelling Units • Includes 540 Units from Near-Term	+709 stalls
	+309 net stall increase

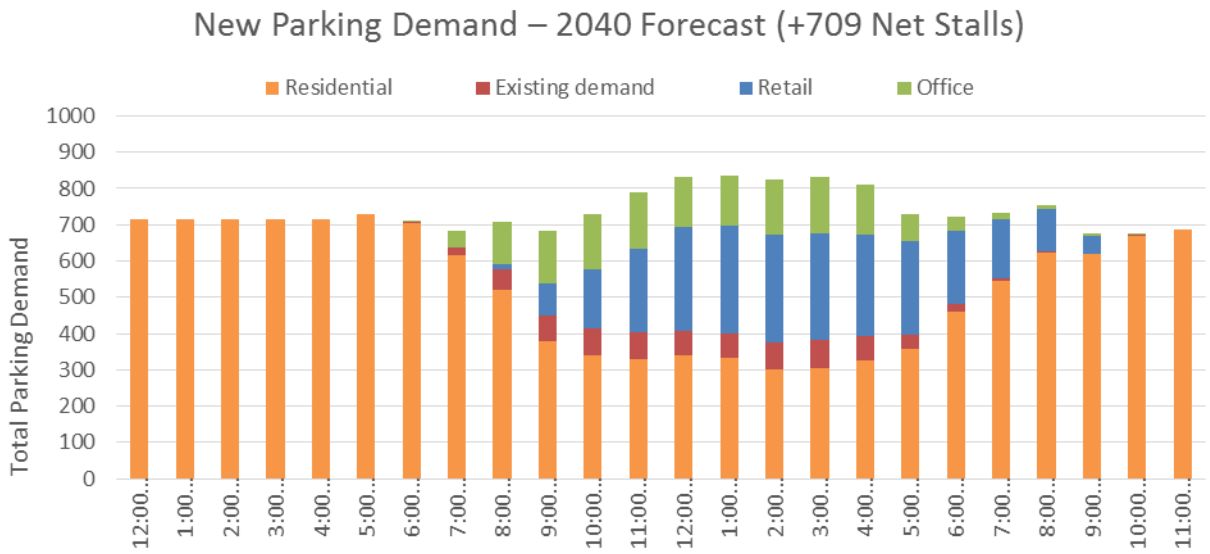
According to Metro 2040 data, there will be a significant expansion in commercial square footage (227,000 square feet). Subtracting out the near-term commercial development reduces that figure to 177,000 square feet. Theoretically, all commercial space could be built without any off-street parking, according to §19.304.5.G.3 of the Milwaukie Municipal Code. This could have an overwhelming impact on the on-street system. The parking demand model shows an estimated need for 317[9] stalls for 2040 commercial projections, almost half the total on-street supply of 638 stalls.

In the case of multi-family residential development, the Metro model projects just 238 units being built between 2015 and 2040. Per the City's near-term development expectations, we know that 540 units are currently in the near-term development planning stages. In short, Milwaukie already exceeds the 2040 projection by 227%. Therefore, the consultant made a conservative estimate for the number of future built units within the TAZ boundary, to be used as a placeholder. This assessment paints a worst-case scenario where all commercial development in downtown Milwaukie is built without off-street parking, which the parking code allows.

[9] It is difficult to measure the estimated parking demand from commercial development without knowing the mix of commercial uses (e.g., office, retail, medical services, restaurant, etc.). For discussion purposes two-thirds was allocated to office and one-third was allocated to retail. The resulting parking demand, using the same ratios used in the near-term assessment, shows demand for 317 parking stalls.

Figure J illustrates hourly parking demand for all the land use elements described above – retail, office, residential, and displaced vehicles.

Figure J: Long-term Development - Hourly Parking Demand

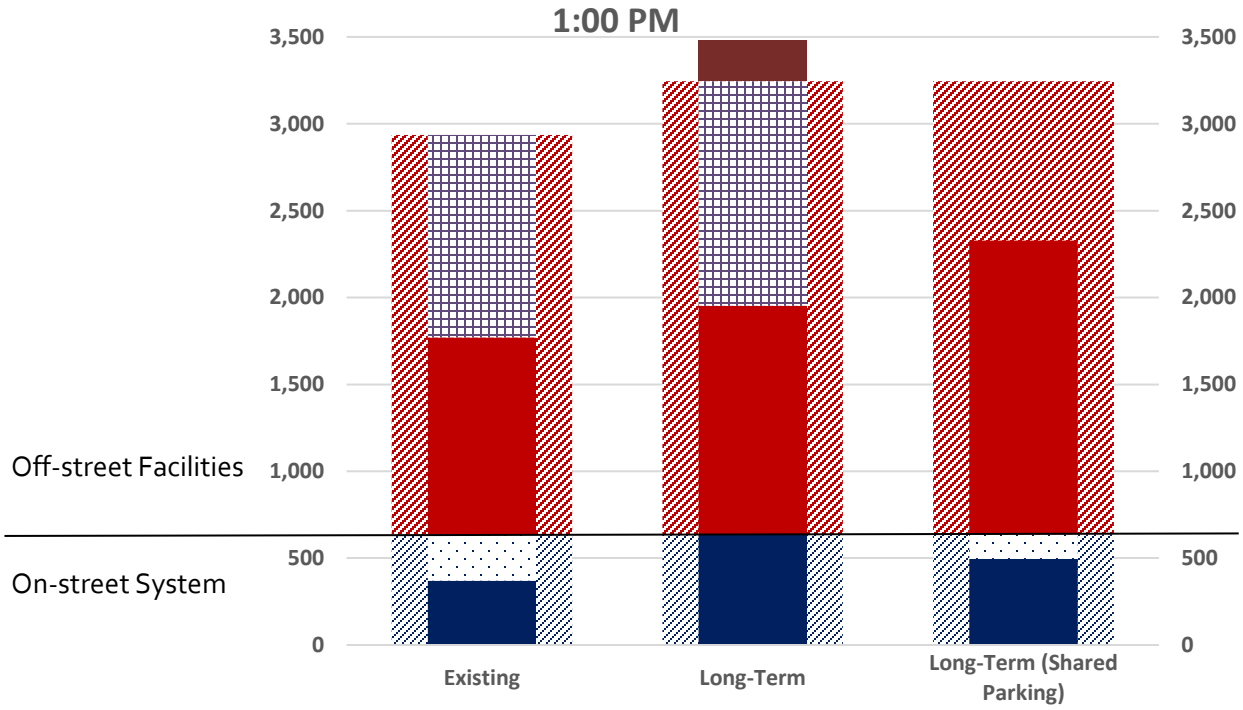


As with the near-term forecast, there are two impact scenarios – shared use has a lesser impact on the parking system, while exclusive use has a greater impact, particularly on the on-street supply. This is illustrated in **Figure K** (next page).

In the exclusive use scenario, it is assumed that the new parking will be managed in a way that restricts use of the built supply to residents only. This would result in as many as 317 additional vehicles parking on-street, which would take peak-hour occupancy to 100% and create a deficit of parking, even though residential parking would go unused during the midday. It is unlikely that all 317 vehicles would be parked on-street, as other private facilities may be available, but this demonstrates the most significant impact on the public parking supply. This is illustrated in the middle column of **Figure K.**

In the shared use scenario, commercial parking demand can be absorbed into both the on-street supply and underused residential parking during the midday. This is illustrated in the far-right bar in **Figure K.** As shown, peak-hour occupancy of the on-street supply would rise from 58% to about 78%, which is considered "efficient" per the performance standards discussed in Section VI above. Remaining demand would be accommodated n the net new residential supply built for forecasted residential development.

Figure K: Exclusive Use vs. Shared Use Parking Scenarios (long-term forecast developments)



	Existing	Long-Term	Long-Term (Shared Parking)
Off-Street Supply	2,298	2,607	2,607
On-Street Supply	638	638	638
Unmet Demand	0	234	0
Off-Street Reserved (Private)	1,167	1,293	0
Off-Street Demand	1,131	1,314	1,690
On-Street Stalls Available	268	0	142
On-Street Demand	370	638	496
Total Demand	1,501	2,186	2,186

These models demonstrate that it will be crucial for parking demand associated with new commercial development to share residential and other parking supplies. This will allow developers greater flexibility in how they plan and program their projects, create more efficient use of all parking resources, and reduce long-term impacts on the on-street parking system.

IX. PARKING MANAGEMENT STRATEGIES

The solutions outlined below support recommendations that grew from discussions among the City, downtown stakeholders, and the Downtown Milwaukie Business Association, and from input received at two City Council work sessions. They follow a logical progression, in which each action provides a foundation for subsequent actions, in phases ranging from near- to long-term. Where possible, cost estimates are provided, but only within the framework of planning. Final costs would require additional evaluation, scoping, and estimating.

Overall, the implementation schedule is flexible, and the order of projects may be changed as opportunities and resources are identified. All strategies will require a level of support, coordination, commitment, and resource identification that goes well beyond what is currently in place.

A. Policy

STRATEGY 1

Clarify and/or reaffirm the City's role in managing parking, for the purposes of enforcing existing assets and building new supply.

At present, there is no clear policy that indicates what the City's role in parking should be. This is particularly relevant now, as new development in the downtown is putting pressure on the existing supply. Development will likely also result in loss of the City's off-street surface lots located on Main Street between Harrison and Monroe Streets. Loss of these lots puts the City out of the off-street parking business, as well as the sale of permits to the general public. This creates an opportunity for the City to consider its vision and goals for managing the parking supply in the future, which may or may not include a role in managing the off-street supply.

At the same time this elevates the City's role in managing the on-street system to its highest and most efficient level to ensure visitor access. This will require a greater commitment to enforcement, which is the fastest and easiest means to manage turnover and trip growth. See **Strategy 7** below.

Answers to the questions of role and responsibility will clarify for the public how parking will be provided; inform the direction the City may take regarding enforcement and capacity management, funding strategies, financing, and/or managing new off-street supply. This creates certainty for users as well as the development community in planning new development and access capacity.

TIMELINE: Near-term (0 – 18 months)

Estimated Costs (STRATEGY 1)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes. Costs for new enforcement are provided in **Strategy 7.**

STRATEGY 2

Update the 2003 Guiding Principles for Parking to better reflect existing conditions and forecasts for future growth.

In 2003, 13 Guiding Principles for the management of parking downtown were developed within the context of the Downtown Milwaukie Parking and Traffic Management Plan.[10] These Principles provided a framework of priorities for the on-street system and the City's role in parking. Fifteen years later, many changes have come to Milwaukie: light rail, residential and employment growth, and new stakeholders in the discussion. Within the parking industry, technologies have changed, and other cities have implemented unique and innovative programs that were not in place in 2003 and could serve as examples for Milwaukie.

Updated Guiding Principles should be based on the premise that growth in the downtown will require an integrated and comprehensive package of strategies to maintain efficiency in the access system and establish the clear priorities necessary to "get the right vehicle to the right parking stall." Developing consensus will require stakeholder involvement and should be completed in tandem with **Strategy 8** below. This ensures that those most impacted by parking now and in the future, fully collaborate with the City to establish priorities that reflect the vision for the downtown.

Guiding Principles will provide the framework for future decision-making and ensure that all strategies implemented support City and community goals.

Once developed, these Principles should be formally approved by the City Council in documents relating to the City's role in parking management (e.g., code, transportation system plan, etc.).

TIMELINE: Near-term (0 – 18 months)

Begin discussions with the Parking Work Group to create a new framework of Guiding Principles. Elements of parking management to consider in this process could include:

- City Role and Coordination
- Priority Users

[10] See, Downtown Parking and Traffic Management Plan (June 2003), pages 37 – 40.

- Active Capacity Management
- Information Systems (Supply- & Customer-Based)
- Integration with Other Modes
- Planning for Future Supply
- Financial Viability

Estimated Costs (STRATEGY 2)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

STRATEGY 3

Adopt the 85% Rule (as outlined in the 2003 Guiding Principles) as the standard for measuring performance of the parking supply and triggering specific management strategies and rate ranges.

The 85% Rule is an operating principle and parking industry standard. When occupancy rates routinely reach 85% in the peak hour, more *intensive and aggressive* parking management strategies are called for. Its purpose is to provide a specific benchmark of system performance that triggers discussion of on-going strategy implementation.

TIMELINE: Near-term (0 – 18 months)

Estimated Costs (STRATEGY 3)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

STRATEGY 4

Clarify existing code guidelines related to shared parking opportunities that could impede efficiencies for allowing non-accessory access in existing and new off-street parking.

Most of the off-street parking in Downtown Milwaukie is in private use. In many cases, conditional use requirements may limit parking to accessory-only access. Accessory parking is defined as only users or trips generated by the site or land use that the parking directly serves. As such, if an accessory designation is placed on parking, it would not technically be available to other "non-accessory" users during times when empty parking stalls are available.

Removing barriers to shared use of *any* underutilized off-street parking in the downtown is critical. Code language should be modified to be clear that non-accessory access to all off-street parking is allowed. Language should note that the City encourages shared use of parking for general purposes, and/or requires shared-use operating plans as a condition of use. This may not be an issue for Milwaukie functionally in that the City does not monitor or enforce accessory parking distinctions.

However, the code should be very clear as to the City's intent and desire to encourage shared use of private supplies that are underutilized. This could be better clarified, for instance, in 19.304.2 Uses and Table 19.304.2 Parking Facilities and in 19.304.3(6) Use Limitations, Restrictions and Provisions.

Finally, the City should develop clearer standards and requirements for shared parking. For example, it needs to be within a certain/reasonable distance of the use, it needs to be available and not have conflicts with other shared users, and there should be a process to keep track of how many spaces there are in use and how many can physically be shared at any one time.

This process could be coupled with **Strategy 5,** which also recommends a clarification of existing code.

TIMELINE: Near-term (0 - 18 months)

- Review current code and identify areas that may need to be revised, clarified, or changed.
- Prepare policy and code standards necessary to clarify the City's shared-use allowance for new parking.

TIMELINE: Mid-term (18 - 36 months)

- Forward new standards to City Council for approval.

Estimated Costs (STRATEGY 4)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

STRATEGY 5

Consider changes to the design code to ensure that parking built with new development can be efficiently operated to serve the surrounding area.

Many designs for parking, particularly garages in mixed-use sites, tie pedestrian entries and exits to the core of the development. This creates a problem for building owners considering sharing unused supply as non-accessory users would have to access the main building or lobby as they leave or return to their vehicle. For many building owners, this creates security issues for building tenants and often leads to a decision not to share parking. Providing exterior access supports shared use and maximizes safe use of all stalls. The City should work with developers early in the development process on design solutions that support shared parking. Over time, these solutions should be considered for inclusion in the City's design code for parking development.

TIMELINE: Near-term (0 - 18 months)

- Review current code and identify areas that may need to be revised, clarified or changed.

- Work with developers early in the design process to raise the issue of shared use and good design to raise awareness of the issue and evaluate design solutions that can eventually be translated into the design code.
- Prepare policy and code standards necessary to clarify the City's shared use allowance for new parking.

TIMELINE: Mid-term (18 - 36 months)

- Forward new standards to City Council for approval.

Estimated Costs (STRATEGY 5)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

B. Management and Administration

STRATEGY 6

Focus City staff time to manage the parking system and implement new programs.

The success of any multi-faceted parking system depends on administration, management, and communication. This includes daily management of facilities, oversight of third-party vendors, financial accounting and reporting, marketing and communications, customer service, and strategic and capital planning. *Parking issues in Milwaukie are becoming too complicated and prevalent for a status quo approach.*

Milwaukie's current system for managing parking is not centralized in a single division or individual. As such, even immediate issues related to better parking management (example: enforcement) and rate management are not pro-actively addressed (see **Strategies 7** and **11).**

Centralized management best supports an integrated parking system, as off-street parking, on-street parking, enforcement, and oversight of third-party providers are consolidated, and administration and decision-making structured to consider parking assets both individually and as a system. Resources can be managed in a tailored fashion where necessary and leveraged as appropriate and most efficient. This could be accomplished through creating a new position or restructuring a current staff position.

TIMELINE: Near-term (0 – 18 months)

- Clarify internal responsibilities to centralize delivery of parking services.

TIMELINE: Mid-term (18 – 36 months)

- Identify and/or restructure FTE to create a single position responsible for parking services and implementation of the *Downtown Strategic Parking Plan.*

Estimated Costs (STRATEGY 7)

It is estimated that initial costs associated with this strategy would be minimal and mostly expended in consolidating parking responsibilities within a single City division, using existing staff to develop protocols and communication. Without other improvements recommended in this plan (e.g., technology and equipment upgrades), additional staff may eventually need to be added. These costs are unknown at this time and would be influenced by the success of other strategies.

STRATEGY 7

Consider allocating more hours to enforcement, including Saturdays, particularly if the number of timed stalls is increased (with reduction in 4-hour and No-Limit stalls).

Currently, downtown enforcement is provided on a part-time basis. Violation rates exceed the industry target of 5% - 9%. Increased enforcement would improve turnover and ensure that employees are parking in the right stalls. Stakeholders highly valued current enforcement and prioritized the need to increase it as a supportive strategy.

TIMELINE: Near-term (0 - 18 months)

- Develop budget package for submittal to City Council.
- Increase enforcement FTE to provide additional coverage.

Estimated Costs (STRATEGY 7)

City staff estimates the annual cost for increasing current enforcement from 0.50 FTE to 1.0 FTE at $28,839.

STRATEGY 8

Establish a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in program implementation and review.

Active participation by those affected guarantees an understanding of and consensus on parking management and trigger points for decision-making. This is best accomplished through an established advisory committee that reviews performance, serves as a sounding board for issues, and acts as a liaison to the broader stakeholder community.

The City should develop a process through which a representative cross-section of downtown interests *routinely* assists in the review and implementation of this planning effort. The new Downtown Parking Advisory Committee (DPAC) can use the recommendations in this plan as a basis for action, discussion, stakeholder communications, and tracking progress.

TIMELINE: Near-term (0 – 18months)

- Schedule regular meetings to advocate for, shepherd, track, and communicate the plan.

TIMELINE: Mid-term (18- 36 months)

- Build a parking brand (**Strategy 17**).
- Establish business-to-business outreach.
- Facilitate data collection efforts.
- Assess plan progress.
- Advise City Council.
- Coordinate communications with the broader downtown business community.
- Determine and implement action items.

TIMELINE: Long-term (36+ months)

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

Estimated Costs (STRATEGY 8)

The process may start as an effort hosted by the City. With additional resources (unknown at this time) the City could partner with downtown business and property owners.

STRATEGY 9

Develop a reasonable schedule of data collection to assess performance and support the 85% Rule for decision-making.

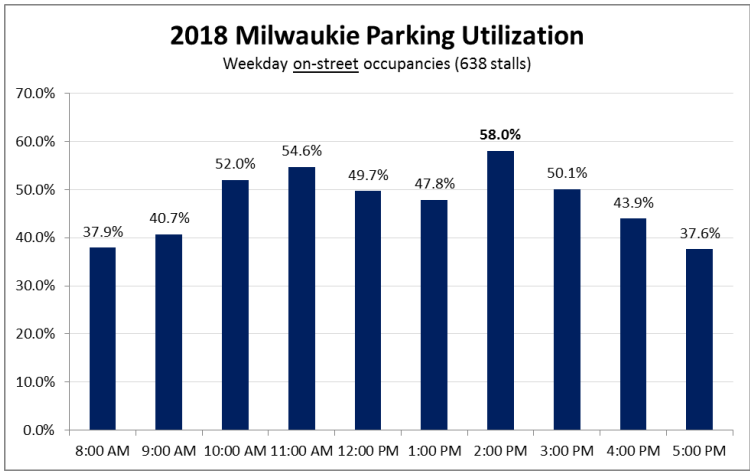
A system for routine data collection should be established. The system does not need to be elaborate, but it should be consistent and structured to answer relevant questions about occupancy, seasonality, turnover, duration of stay, patterns of use, and enforcement. Parking information can be collected in samples, and other measures of success can be gathered through third-party data collection and/or volunteer processes. Data can be used by the City and DPAC to inform decisions, track use, and measure success.

TIMELINE: Near-term (0 - 18 months)

- Work with the DPAC (see **Strategy 8** above) and City staff to develop a data collection schedule to monitor parking.

TIMELINE: Mid- to long-term (18 – 36+ months)

- Conduct routine turnover and occupancy surveys of the on- and off-street systems in downtown at least every two years.
- Replicate the 2018 RWC study boundary for accurate comparisons.
- Determine a routine schedule and timeline for implementation.



Estimated Costs (STRATEGY 9)

The estimated cost of a data inventory and turnover/occupancy study would range from $25,000 to $30,000 if conducted by a third party. Costs can be minimized in subsequent surveys through use of the 2018 database already in place (as long as changes have been minimal), as well as sampling and using volunteers to collect data and/or as a function of enhanced enforcement FTE (see **Strategy 7**).

C. Improve Off-Street Parking

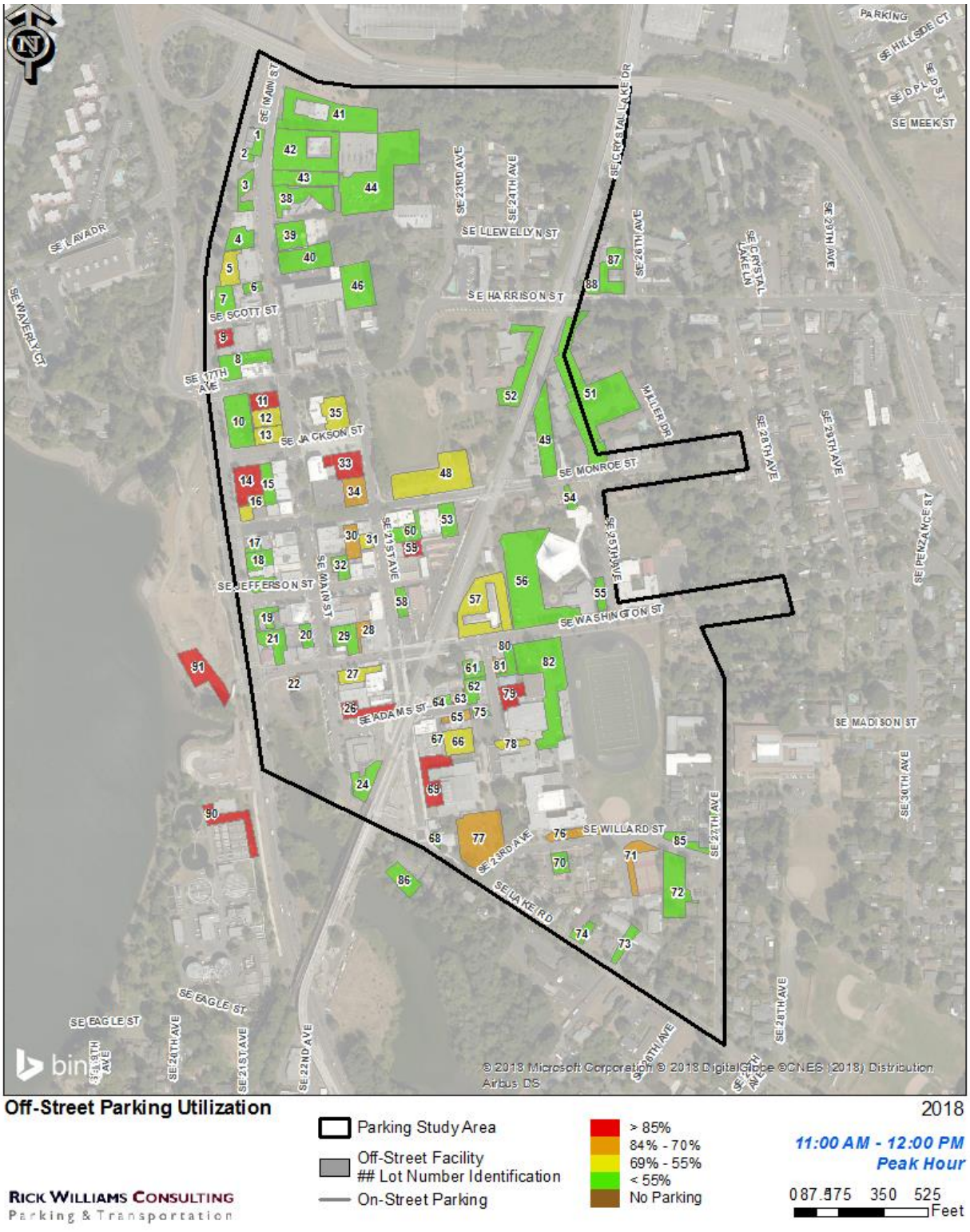
STRATEGY 10

Identify off-street shared-use opportunities based on data from the 2018 parking study.

The 2018 parking study indicates that the number of empty off-street parking stalls during the peak hour is 1,167 (extrapolated), a significant surplus. Over 90% of parking in the downtown is off-street and privately owned. Based on the principle that "all parking should be seen as a community resource," shared use of privately-owned parking should be actively pursued. This will require active discussions between the business community and local parking lot owners in partnership with the City. **Figure H** (next page) illustrates the underutilized parking facilities that present opportunities for shared use. This is a resource that could be captured to manage future growth in parking demand.[11]

[11] Directing employees to these parking facilities would have a significant impact on on-street occupancy rates, particularly in areas where employees' use of on-street parking impacts its use by customers and visitors. These lots also present an opportunity to absorb new parking demand associated with new development.

Figure H: Potential Shared Use Opportunity Sites (highlighted in yellow and green)



TIMELINE: Near-term (0 - 18 months)

- Use data from the 2018 downtown parking study to identify shared-use parking opportunity sites. Criteria might include proximity to employers, a meaningful supply of empty stalls, pedestrian/bike connectivity, walking distance/time, safety and security issues, etc.
- Based on the above, develop a short list of opportunity sites and identify owners.
- Establish a target goal for the number of downtown employees to transition into parking opportunity sites.

TIMELINE: Mid-term (18 – 36 months)

- Begin outreach to owners of private lots.
- Negotiate shared-use agreements.

TIMELINE: Long-term (36+ months)

- Obtain agreements from downtown businesses to participate in the employee assignment program.[12]
- Implement program.

Estimated Costs (STRATEGY 10):

It is estimated that costs associated with this strategy would be mostly expended in efforts of existing staff and/or community business partners to identify opportunity sites and conduct outreach to potential private-sector participants. Planning may determine that funds are needed to create incentives and/or improve the condition of facilities and bike/pedestrian connections.

STRATEGY 11

Implement variable-rate pricing for employee permits based on location, demand, and availability of parking. This will create pricing differentials between "premium" and underutilized locations.

Variable-rate pricing uses rates to influence behavior. Facilities with low demand or in less convenient locations are priced lower than those with high demand or in close proximity to destinations. Effective use of variable-rate pricing results in better distribution of users across facilities, particularly those that are underused.

[12] A component of many shared use programs is to match the employees of participating downtown businesses to specific shared use lots where parking capacity has been identified. By "assigning" employees to specific lots, access and capacity is controlled and participating owners of parking supply are assured their parking needs are balanced.

TIMELINE: Mid to Long-term (18 - 36+ months)

- Price off-street parking based on demand, varying rates as necessary.
- Determine whether additional data collection is necessary to inform baseline pricing.
- Market program to local businesses and employees.
- Routinely assess demand at each off-street parking facility and adjust rates accordingly.

Estimated Costs (STRATEGY 11)

Rate systems will likely provide revenue to cover cost of program management.

D. Improve On-Street Parking

STRATEGY 12

Better demarcate loading zones with a striping package that that includes painting "LZ" on the pavement. This will ensure that non-commrecial vehicles do not use loading zones in the downtown.

Enforcement staff indicates a high rate of tickets issued for unauthorized use of loading zones. It may be that downtown users are not visually recognizing loading zone stalls, even with current signage. Marking the pavement with an "LZ" symbol will clearly communicate the purpose of the stall, and reduce the likelihood of violators arguing that they couldn't recognize the difference between these and other stalls.

TIMELINE: Near-term (0 – 18 months)

- Locate affected stalls.
- Coordinate new striping and demarcation of loading zones.

Estimated Costs (STRATEGY 12)

Cost should be minimal. In a previous study conducted by RWC for Prineville, Oregon, the City estimated it spent $145 per block face to stripe parking in its downtown.

STRATEGY 13

Convert existing 15-minute stalls to 30-minute stalls.

The rate of violation in 15-minute stalls is 23.8%. In 30-minute stalls, the violation rate is zero. 15-minute stalls are not conducive to customer need, while 30-minute stalls appear to be adequate for quick trips.

TIMELINE: Near to Mid-term (0 – 36 months)

- Coordinated with rollout tasks associated with **Strategy 18.**

Estimated Costs (STRATEGY 13)

Costs should be minimal, requiring new signage for eight stalls. Based on information from other cities, estimated per unit costs for signage upgrades would be:

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

Unit Costs- Signage

- *Only material costs are provided in these estimates.*
- *Pole unit cost = $470*
- *Blade sign unit cost = $30*
- *Unit cost for poles ($470) include hole boring and the pole*

STRATEGY 14

Reduce the number of 4-hour stalls that allow employee permit parking, particularly in the core zone.

To ensure that stalls turn over and are well-utilized by short-term patrons, the number of 4-hour stalls should be reduced. This is supported by the fact that some of the highest occupancy rates in the downtown are at 4-hour stalls (83%). Reducing employee use of these stalls, currently allowed by permit, will increase availability for customers and visitors and improve turnover near businesses. Longer-term users should be encouraged to park off-street. Any block face abutting a business should be 2-hour parking.

TIMELINE: Near to Mid-term (0 – 36 months)

- Locate all 4-hour stalls using 2018 database. This could be accomplished by a third-party consultant.
- Coordinate with rollout tasks associated with **Strategy 18.**

Estimated Costs (STRATEGY 14)

See costs for **Strategy 13.**

STRATEGY 15

Reduce the number of No-Limit stalls, particularly on commercial streets[13], and balance them with exclusive timed stalls (2-Hour) and timed stalls that allow employee permits in underused areas.

There are currently 277 No-Limit stalls within the 2018 Parking Study boundary. The No-Limit designation means that these stalls allow anyone to park for an unlimited period. At present, usage is about 58% in the peak hour.

Though underutilized, it will be important to ensure that No-Limit stalls are not located in front of commercial businesses, which need a 2-Hour parking limit to support customer access and turnover. The City, working with the Downtown Parking Work Group, should evaluate existing No-Limit stalls and convert them to a more efficient balance of 2-Hour only and 2-Hour "or by permit." This will ensure customer access and, through the employee permit program, minimize conflicts between employees and customers.

TIMELINE: Near-term (0 - 18 months)

- Use data from the 2018 downtown parking study to locate No-Limit stalls and evaluate whether to convert to 2-Hour only or 2-Hour "or by permit" based on the adjacent land use (commercial or residential).
- Finalize listing of stalls to transition.

TIMELINE: Mid-term (18 – 36 months)

- Coordinate with rollout tasks associated with **Strategy 18.**

Estimated Costs (STRATEGY 15)

See costs for **Strategy 13.**

[13] A commercial street is defined here as any block face frontage that is primarily in a business use (e.g., retail, restaurant, office, grocery, bank, etc.).

E. Awareness

STRATEGY 16

Establish business-to-business and residential outreach on downtown parking, including education and planning, and a *Customer First Partnership* with the Downtown Parking Work Group, and downtown businesses.

This strategy is most likely an addendum to **Strategy 7**, which uses the Downtown Parking Work Group as a source for targeted strategic communications to downtown businesses, employees, and the broader community. Based on the premise that "if they won't come to us, we will go to them," a program of visits to downtown businesses, with informational materials and "open ears," would be employed. Information derived from such visits would be catalogued and reported back to the Work Group.

There are currently no resources available to provide the level of assistance necessary to support this strategy. The City may consider working with businesses and property owners to catalyze this Program. Similar programs are in place in other cities, including Gresham ("Customer First") and Oregon City (through the Oregon City Main Street Partnership).

TIMELINE: Near-term (0 - 18 months)

- Support outreach efforts of the Downtown Parking Work Group (DPWG)
- Assign City staff to participate in establishing a Program (see **Strategy 6**).

TIMELINE: Mid-term (18 – 36 months)

- Ongoing outreach and communications with downtown stakeholders supported by sound data and targeted outcomes.

  Resulting efforts could include:

  - Improve education and communicate parking options to employees, residents, and visitors.
  - Maps and other user communications materials to identify parking availability and "rules of use."
  - Parking/user information kiosks.
  - Co-marketing opportunities with retail shops, hotels, restaurants, event venues.
  - Alternative mode education and incentives.
  - Interactive website (improving upon current City Parking website).
    - Tie all information to new brand/logo (see **Strategy 17**).

Estimated Costs (STRATEGY 16)

Estimated at $7,500 to $10,000 annually.

STRATEGY 17

Create a critical-path timeline for a new parking brand/logo to be used at all City-owned lots and shared supplies, and in parking-related marketing and communications.

The intent of this strategy is to create a brand that unifies the public supply of parking and is easily communicated, both at parking sites and, ideally, through a wayfinding system located throughout the downtown and on maps, websites, and other communications and promotions.

The linchpin of any such program is a brand. It is recommended that the City and DPWG engage a design firm to develop an attractive and recognizable "parking brand" for use by the City of Milwaukie at all of its public off-street facilities, and any shared-use facility that offers visitor access.

TIMELINE: Mid-term (18 – 36 months)

Engage a design firm to develop a parking brand for use at all of Milwaukie's public on-street parking, off-street facilities, and any shared-use facility that offers visitor access.

The design firm would:

- Work with the City and DPWG to create a new parking brand for Milwaukie.
- Develop options and recommend a final brand/logo.
- Develop cost estimates for creation and placement of branded signage at all City-owned parking assets.
- Assist in creation of signage.

Estimated Costs (STRATEGY 17):

It is estimated that engaging a designer to carry out the above tasks would range from $15,000-$20,000.

STRATEGY 18

Incorporate new logo into on-street signage, at all City-owned lots and shared supplies, and in parking marketing and communications.

Incorporating a new brand/logo into the on-street system will simplify parking for customers and help integrate the on- and off-street systems. This would require coordinating changes in the on-street system with the branding work in **Strategy 17**. In Springfield, Oregon, a stylized P was created for the public parking system and incorporated into on- and off-street signage, as illustrated in the graphic example (top right, next page).

Current on-street signage design

TIMELINE: Mid-term (18 – 36 months)

- Finalize work on brand/logo development in **Strategy 17.**
- Develop and finalize a downtown signage transition plan (part of **Strategies 12 – 14**).
- Create and submit budget package for creation of signage.
- Install new signage package.
- Develop options and recommend a final brand/logo.
- Develop cost estimates for creation and placement of branded signage at all City-owned parking assets.
- Assist in creation of signage.

Example: On-street "Brand" Springfield, OR

Estimated Costs (STRATEGY 18):

Based on information from other cities, estimated per unit costs for signage upgrades would be $500 - $750 per affected block face.

STRATEGY 19

Design, create, and launch a new parking website with information for visitors, employees and residents.

Communication with the public, including locals, visitors, and employees, will be critical to the success of management strategies. Parking locations, rates, hours of operation, connections to transportation options, etc. should be marketed and communicated via a continually updated City website. The more information people have when it comes to parking, the better. Piggybacking on **Strategy 17**, the City's parking logo and brand should be incorporated on the website.

TIMELINE: Mid-term (18 – 36 months)

- Working with the DPAC and City staff, create and launch the website.

Estimated Costs (STRATEGY 19)

Costs associated with this strategy depend on the usability of the current website and the complexity of information and interactivity desired for the new site.

F. Improve Access to Downtown

STRATEGY 20

Evaluate and implement solutions to safety impediments that create inconvenient and inefficient connections to parking, e.g., lighting, sidewalk/paths, lot conditions, etc.

We learned early on from stakeholders that even though parking surpluses exist throughout the downtown, connections between downtown and adjacent areas may be lacking. Infrequent users of the downtown are inconvenienced by lack of directional signage to, through and between the downtown and adjacent areas with available parking. Mode options like pedestrian, bike, and transit that could provide effective connections to high demand areas are not strategically coordinated or managed to allow users to "park once" and access all downtown destinations.

It is recommended that the City and DPWG undertake a comprehensive evaluation of connectivity impediments, cataloguing each along with solutions developed for each impediment. This might necessitate engaging a third party to assist the City and DPWG in cataloguing issues, drafting solutions, and forecasting cost as well as reviewing and coordinating current capital improvement planning and opportunities for coordinating multiple projects. An Action Plan would be developed for presentation to City Council and other affected entities for review, consideration and approval.

Potential findings could include:

- Inadequate wayfinding at key access portals into the downtown.
- A need for improved bikeway links (e.g., safe routes/lanes, directional signage, bike parking).
- A need for improved pedestrian links and raising awareness of the existing pedestrian bridge.
- Improved lighting and sidewalk condition.

Findings from this evaluation could help inform other strategies recommended in this plan.

TIMELINE: Near-term (0 - 18 months)

- With the DPWG, develop a catalogue of "access impediments" deemed necessary in the downtown.
- Consider engaging a third-party consultant to assist in further evaluating improvements to access links and drafting solutions and estimated costs.

TIMELINE: Mid-term (18 – 36 months)

- Finalize catalogue of improvements with descriptions and finalized estimate of costs.
- Present findings to City Council.

TIMELINE: Long-term (36+ months)

- Develop budget packages and/or look to incorporate improvements into other City capital improvement and infrastructure projects.
- Implement improvements.

Estimated Costs (STRATEGY 20)

Costs for engaging a planning firm could range from $20,000-$25,000. Costs related to specific improvements would be developed through the process.

STRATEGY 21

Continue to expand the bike parking network to create connections between neighborhoods, parking locations, and the downtown to encourage employee bike commute trips and draw customers to downtown businesses.

When we talk about parking management, we're not just talking about cars. Communities throughout Oregon support bicycling as a key sustainable transportation strategy. Milwaukie can become a city that encourages a "park once" philosophy, where people park their vehicles and then bike or walk to shop, dine, and recreate in the downtown. Providing adequate bicycle parking can also expand the capacity of the overall parking supply. Bike racks are a visible indicator of a bike-friendly community.

It is recommended that the City expand its approach to bike parking to deliver a four-strategy approach. It is assumed that this would support future efforts to expand the City's bike lane network. With a complete bike network, private bike sharing efforts like Portland's BikeTown and Bend's Zagster programs could be attracted to Milwaukie (see photo at right).
The four-strategy approach includes:

"Zagster" Bike Share – Bend, OR

a) *Sidewalk bike parking*
   Identify locations for added bike parking in pedestrian amenity zones.
b) *Bike corrals*
   Identify locations for bike corrals on-street and in plaza areas adjacent to high-traffic businesses.
c) *Bike parking and amenities on private property*
   Identify areas on private property for bike parking improvements, especially for employees, e.g. interior bike cages, wall rack locations, and other secure areas as well as incentives to provide showers and locker amenities in both existing and new developments.
d) *Identify funding/incentives*
   Assemble funding sources necessary to implement a) – c).

Existing downtown bike racks

TIMELINE: Near- term (0 – 18 months)

- Identify on- and off-street locations for additional bike racks, bike boxes, and bike corrals.

TIMELINE: Mid-term (18 – 36 months)

- Add high-visibility bike parking throughout downtown, encouraging visitors to stop and shop all of the downtown.[14]

TIMELINE: Long-term (36+ months)

[14] NOTE: In stakeholder interviews it was noted that most bike parking is in the north downtown, indicating a need for more attention in the south downtown.

- Consider using bike corrals or clusters in parking areas to maximize bike parking, particularly in the warmer months.[15]

Estimated Costs (STRATEGY 21)

The cost of inventorying potential bike parking locations could be incorporated into the data collection portion of **Strategy 9** above. Site identification could also be done through volunteer efforts and by working with downtown stakeholders and bike advocates. Costs are likely minimal.

Estimated unit costs[16] for actual bike infrastructure:

- Staple or inverted U racks[17] $150-$200
- Wall-mounted racks: $130-$150
- Bike corral: $1,200[18]
- Art rack: Variable based on design

STRATEGY 22

Expand wayfinding signage systems in the public right of way, integrated with the off-street system using City parking brand/logo developed in Strategy 17.

The most successful programs tie into a parking brand incorporated into both the on-site and right-of-way signage. This gives customers a visual cue that translates from their first encounter on the roadway to being able to identify a location with available parking.

TIMELINE: Long-term (36+ months)

- This strategy would not be implemented until the brand/logo is completed, on-street signage is upgraded, and shared-use facilities are identified and engaged. Also, the need for such a system is contingent on the availability of *public* off-street parking facilities, which will be very much informed by **Strategy 1**.

Estimated Costs (STRATEGY 22)

Cost is unknown currently. This strategy could be incorporated into the evaluation, design, and creation of the new brand/logo process **(Strategy 17).**

---

[15] Cities like Bozeman, MT and Bend, OR provide for temporary bike corrals that are used in fair weather months, then disassembled and converted back to parking (or snow storage) is winter months.

[16] Does not include the cost of installation.

[17] The consultant discourages the use of "wave" racks, as they are more difficult to get a bike in and out of and do not provide two points of contact, which makes bicycles more prone to falling over.

[18] This is based on a City of Portland, OR cost estimate for six staple racks (12 bike parking spaces), striping, bollards, and installation.

G. Residential Parking

STRATEGY 23

Explore and evaluate on-street permit programs in neighborhoods that abut the downtown commercial district, as requested.

Changes to parking management in commercial areas could cause issues related to employee parking in residential areas. The City and DPWG should conduct outreach to residents and businesses in adjacent neighborhoods to raise awareness and understanding of programs being developed, and to begin framing possible mitigation strategies.

The most effective strategy for managing parking in neighborhoods adjacent to commercial areas is a permit program. Residents in areas zoned Residential (R) would be issued permits that allow unlimited parking on-street in the permit zone during designated hours. All other users would be time-limited. If routine data collection indicates that surplus parking is available, an additional employee permit program can be considered.

Adjacent neighborhoods should be *allowed the option* of requesting a permit program if overflow is considered a problem and constraints are identified through data collection. The City should be prepared to respond with an already approved Area Parking Permit Zone (APPZ) program. The program would prioritize on-street parking in residential neighborhoods for residents and visitors. Employee parking permits can be introduced into approved APPZs when parking surpluses are demonstrated.[19]

Residential parking permit programs are one means to minimize parking conflicts between residents and neighboring commercial areas, as they present clear guidelines to all users. With the continued growth of downtown Milwaukie, neighboring residents likely have seen or will see an uptick in parking overflow attributed to downtown employees and/or customers. Working with the neighborhood and local businesses, the City should reaffirm and revise its processes and criteria for creating Area Parking Permit Zone (APPZ) options for affected neighborhoods. Many cities throughout the country have adopted similar programs with great success; in Oregon that includes Portland, Hood River, and Corvallis.

[19] Milwaukie already has a Traffic Regulation that establishes the structure or process for a neighborhood parking permit program. It doesn't have the APPZ acronym, and it may need reformatting to make it work well and be responsive to future requests by neighborhoods abutting the downtown that experience potential commercial spillover. The process here may be a review of the existing structure and format, with revisions to criteria and process to create an understandable, workable and cost feasible program for the City and residential neighborhoods.

TIMELINE: Near- to mid-term (0 – 36 months)

- Work with neighborhoods abutting the downtown and local businesses to craft a policy, formation criteria and process for establishing an APPZ program for the City of Milwaukie.

TIMELINE: Long-term (36+ months)

- Bring a revised residential parking permit program policy and structure to City Council for adoption of a Residential Parking Permit program.

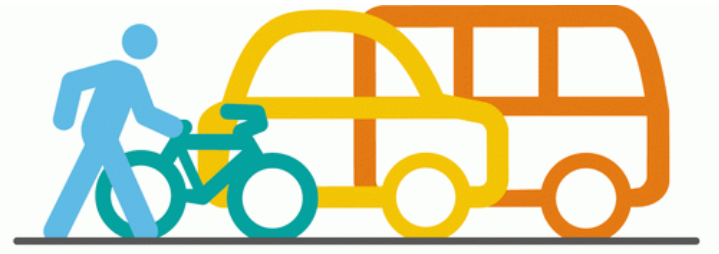
Estimated Costs (STRATEGY 23)

This strategy has potential cost impacts associated with the maintenance and implementation of the program for the City. However, many cities recover costs through fees charged for the permits. Costs generally range from $65 - $170 per permit, per year.[20]

H. Integration with Alternative Modes

STRATEGY 24

Partner with the business community to expand incentives that encourage use of alternative modes (e.g., transit, bike and walk)



One of the most effective ways to create parking capacity is to increase the number of commuters and long-term visitors using alternative modes. Every parking space freed up by an employee using an alternative mode creates capacity for up to five customer/visit trips a day. The most cost effective way to build access capacity is to ensure that those coming downtown have a range of access options, not just parking. Stakeholder interviews indicated that light rail as a commute option is not being leveraged to a high degree.

It is recommended that the City use the DPWG (**Strategy 7**) and *Customer First* program (**Strategy 15**) to explore innovative and cost effective ways to work with business to encourage employee transit, bike, and walk trips.

[20] This range of estimated cost is derived from multiple cities that include small, medium and large cities.

TIMELINE: Near-term (0 - 18 months)

- Establish a goal for the number of employees to transition to an alternative mode.
- Work with the DPWG to explore and discuss reasonable and feasible programs, strategies, and incentives that businesses would be willing to pilot to encourage employees to use transit/light rail, biking or walking to get to work.
- Develop an action plan for implementing and communicating the alternative mode goal.

TIMELINE: Mid-term (18 - 36 months)

- Initiate action plan.
- Measure results and communicate back to DPWG, MDBA, and the community.

Estimated Costs (STRATEGY 24)

Unknown currently. Costs would be developed in the action plan process.

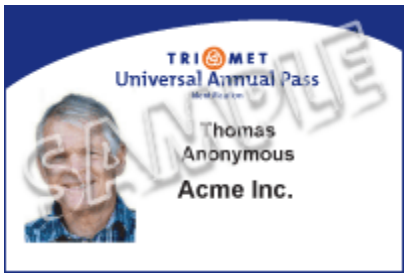
STRATEGY 25

Take a leadership role in piloting expanded employee alternative mode incentives and monthly parking pricing for City employees.

It is assumed that the City will be a participant in the discussions that take place with the business community in **Strategy 24**. The City should take a leadership role in implementing and/or augmenting its employee mode program at a level that transcends the status quo. The City, as one of the largest employers downtown, can have a significant impact on parking if it transitions its employees to non-auto modes, while serving as a model for the private sector.

Transit Incentive

It is likely that employee transit pass subsidies will be evaluated in those discussions. Given the proximity of light rail to City Hall, the City should, at minimum, examine costs associated with providing TriMet's Universal Pass program to City employees.

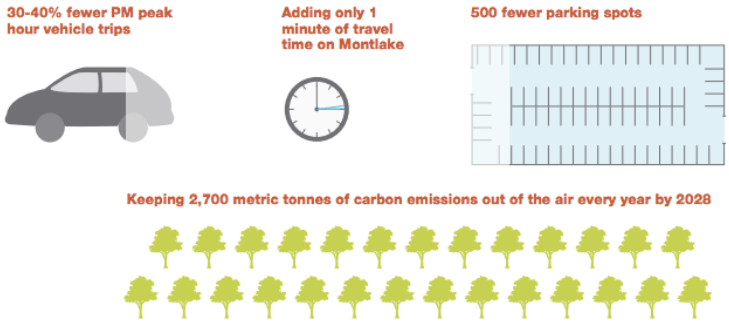


Universal Pass is a program through which employers provide an annual transit pass to each of their qualified employees for about one- third the cost of a regular TriMet monthly or annual pass. The pass consists of a serial-numbered sticker affixed to a photo ID and allows the holder one year of unlimited riding on virtually all public transportation in the Portland metro area. Employers must purchase a pass for every employee who qualifies, regardless of whether that employee uses transit. Universal Pass is designed to encourage the use of public transportation by making it an inexpensive and easy alternative. Putting a pass in every employee's hand means at least some of them will give transit a try, even if they've never done so

before. The program has been extremely successful at businesses throughout the metro area in reducing employees commuting by car.

Bike Incentives

The City should explore bike programs for its employees as well. At Seattle Children's Hospital, employees who pledge to bike to work two or more days a week are given free bikes. Those who don't drive also receive a bonus of $4 per day in their paychecks. The hospital estimates that its cash-out program and other transportation strategies have reduced their long-term parking need by 500 parking spots (see graphic on the previous page, bottom right).[21]



Oregon Health and Science University provides a monetary incentive to its employees who bike to work. The hospital provides a dollar for each one-way bike commute trip. The employee records the commute trip by logging into a proprietary website, which is signed off on by the employee's supervisor. Internal departmental competitions further encourage co-workers to join in this incentive program.

Employee Parking

Currently, City of Milwaukie employees do not pay to park. This encourages drive alone trips to the downtown and adds to the overall burden of parking demand. The City should consider implementing paid parking for City employees. Cost to park should be no different than the monthly rates the City currently charges non-City employees to park. Funds from such a program could be used to underwrite transit, bike and walk incentives the City would offer concurrent with implementation paid parking.

Ideally, discussions with the business community in **Strategy 24** will result in an outline of preferred strategies, programs and estimated costs. Any hesitation to actually implement options that reduce commuter parking demand can be reduced if the City steps forward as a leader in the discussion and implementation of strategies that reduce constraints in the parking supply.

TIMELINE: Near-term (0 - 18 months)

- Participate in Strategy 24 discussions to develop an alternative modes action plan.
- Commit to new strategies targeting reductions in auto commute trips by City employees.

[21] See: http://masterplan.seattlechildrens.org/transportation.aspx

TIMELINE: Mid-term (18 - 36 months)

- Initiate action plan.
- Measure results and communicate back to DPWG, MDBA, and the community.

Estimated Costs (STRATEGY 25)

Full costs are unknown at this time. However, funds from employee parking fees would create a revenue surplus that could be allocated to transportation demand management incentives. Also, data on City employee commute trip behavior indicates a 92% drive alone rate, with only 2.1% o of employees opting to use bus or light rail to get to work (see **Table 5**).

Table 5: City of Milwaukie Employee Commute Trip Summary[22]

The table below shows the number of employee trips TO this worksite during the week prior to the survey.

Number of trips	Total Weekly Trips	Drove alone	Carpool/Vanpool (by # of people in Carpool)						Bus/ Max	Bike	Walk	Bike+ Walk	Tele-Commute	Com-pressed Work Wk.
			2	3	4	5	6+	Total						
Reported	194	179	5	0	0	0	0	5	4	2	4	6	0	0
Total*	202	186	5	0	0	0	0	5	4	2	4	6	0	0
Total Auto Trips*	189	186	3	0	0	0	0	3	0	0	0	0	0	0
Percentage of Total Trips														
Baseline		92%	3%	0%	0%	0%	0%	3%	**2.1%**	1%	2%	3%	0%	0%

*Adjusted to ECO-affected employees, N= 50.

TriMet's Universal Pass pricing is based on actual transit use. The City's transit "mode split" is so low; TriMet would provide the pass at its program minimum ($50 per employee/*per year*).[23]
Full costs related to a more comprehensive TDM program would be developed in the **Strategy 24** action plan process.

I. New Capacity

STRATEGY 26

Explore expanding access capacity with new parking supply

As evidenced by the 2018 study, Milwaukie's parking supply in the downtown core is moderately used, but recent and planned developments will displace parkers and bring new employee, residential, and visitor trips to the downtown. As described in **Section VIII**, 2040 forecasting results in a potential parking deficit of just over 300 stalls.

[22] Source: TriMet Marketing Analysis Department

[23] This rate would be contingent on the City purchasing an annual transit pass for all full time employees, whether they currently use transit or not.

Though a number of the recommended strategies in this plan can mitigate this and provide a framework for better active management, the City may wish to explore expanding access capacity with new parking supply. Creating new off-street capacity but would require active participation and planning by the City and a focused effort to determine possible sites, appropriate funding tools, potential partners, management plan, marketing, etc. In the near term, all efforts related to parking capacity should be integrated with **Strategy 9** (data collection) and **Strategy 10** (shared-use partnerships) to minimize the amount of new supply ultimately built, reducing the cost to the City and/or private sector.

TIMELINE: Near- term (0 - 18 months)

- Complete **Strategy 1**, which will clarify the City's role in future off-street parking development and the types of financial participation the City is willing to invest in new parking.

TIMELINE: Mid- term (18 - 36 months)

- Evaluate downtown locations where new parking is possible.
- Evaluate and prioritize remote parking sites that could be connected via light rail or other transit.
- Evaluate public/private partnerships.
- Develop contacts with potential partners in the private sector.
- Engage local developers in the evaluation process.
- Narrow to feasible opportunity site(s).

TIMELINE: Long-term (36+ months)

- Develop cost forecasts and feasible financing methods **(Strategy 27)** for preferred parking supply option(s).

Estimated Costs (STRATEGY 26):

Milwaukie should investigate all scenarios to determine the most beneficial and cost-effective formats for increasing capacity downtown. Estimated costs for new parking supply will range by type of supply. Estimates from projects recently completed in the Pacific Northwest are provided below.

- Structured Underground $40,000 - $60,000 per stall
- Structured Above Ground $28,000 - $35,000 per stall
- Surface Lot $5,000 - $7,000 per stall
  NOTE: Does not include operating cost or full cost of land

STRATEGY 27

Develop cost forecasts for preferred parking supply.

A wide range of funding sources and revenue streams could be used to implement an enhanced parking management plan and develop new parking capacity in Milwaukie. Given the high costs of new infrastructure, considering a range of new funding mechanisms is prudent.

The list of potential sources here is not exhaustive, nor are these sources mutually exclusive. Funding for parking facilities in emerging urban areas generally requires multiple sources. Some may already be in place in Milwaukie.

The use of fees continues to evolve as various State laws or City ordinances are authorized. Implementation of fees should be reviewed by the City Attorney to determine their feasibility in light of applicable laws.

The funding options provided below assume a more detailed discussion of the role of the City in future funding of parking, and public discussion regarding use of public funds to build and operate new systems.

Options Affecting Customers

User Fees
Many cities collect revenue through parking meters and/or sale of permits and direct it to parking or transportation development enterprise funds. Transit or shuttle riders pay in the form of fares. These funds can be used to construct or bond for additional parking or transit capacity.

Event Ticketing Surcharges
Surcharges may be imposed in conjunction with local and regional facilities (e.g., performing arts, sports, and concert arenas) to support development of access systems. Fees are generally applied to ticket costs.

Parking Fines
Revenues are collected for parking violations and a portion directed to parking development enterprise funds.

Options Affecting Businesses

Parking and Business Improvement Area or District (BIA or BID)

An assessment on businesses rather than property owners, these can be based on assessed value, gross sales, square footage, number of employees, or other factors established by the local legislative

authority. Salem, Oregon assesses a fee on businesses in its downtown Parking District to support parking services and future supply.

Options Affecting Property Owners

Special or Local Improvement District (SID/LID)
An SID or LID is a property tax assessment that requires buy-in by property owners within a specifically identified boundary. LIDs usually result from a petition process requiring a majority of owners to agree to an assessment for a specific purpose—in this case, a parking facility.

Options Affecting Developers

Cash-in-Lieu
Developers may be given the option to pay a fee in lieu of providing parking with a new private development. Cash-in-lieu fees provide the developer access entitlements to public parking facilities near the development site that would be owned/operated by the City.

Cash-in-lieu fees can be assessed up to the full cost of parking construction. Generally, to remain attractive to developers, cash-in-lieu fees are discounted and are combined with other revenue sources to provide the full cost needed to finance and construct.

If a cash-in-lieu fee is considered as a realistic funding source for new parking supply, there needs to be clarity and consensus on the intent and purpose of the fee and its use in increasing parking supply. Lack of specificity in this regard limits discussion of the type of fee, the rate, and the programs and strategies that would need to be in place to reach desired outcomes.[24]

Public/Private Development Partnerships
Development partnerships are generally associated with mixed-use projects in which parking is used to reduce the cost of private office, retail, or residential development. Public/private development can occur through a variety of arrangements, including:

1. Public acquisition of land and sale or lease of land/air rights not needed for parking to accommodate private use.
2. Private development of integrated mixed-use development with sale or lease-back of the public parking portion upon completion.

[24] A useful guide to the diversity of cash-in-lieu programs and their advantages and disadvantages is Donald Shoup, Journal of Planning and Education Research, 18:307-320, 1999.

3. Responsibility for public sector involvement directly by the City, through a public development authority or other special purpose entity, such as a public facility district created for the project district or downtown area.

Options Affecting the General Public

General Obligation (GO) Bonds
Local jurisdictions may issue voted or non-voted bonds to develop parking infrastructure, subject to overall debt limit requirements. With GO bonding, the municipality pledges its full faith and credit to repayment of the debt from general fund resources. In effect, general fund revenues would be reserved to repay debt that could not be supported by parking revenues alone. Again, there may be imposed limits on the municipality for voter-approved or non-voted debt.

Refinancing GO Bonds
This involves refinancing existing debt at lower rates and pushing the savings from the general fund to debt coverage for new infrastructure. In these times of lower interest rates, the City of Milwaukie may have already maximized this option.

Revenue Bonds
Revenue bonds dedicate parking fees and other designated revenue sources to the repayment of bonds, but without pledging the full faith and credit of the issuing authority. Revenue bonding is not appropriate in situations where a local jurisdiction's overall debt limit is a factor and projected revenues are insufficient to cover required debt service.

63-20 Financing
A potential alternative to traditional GO bonds, revenue bonds, and LID bond financing, 63-20 financing allows a qualified nonprofit corporation to issue tax-exempt bonds on behalf of a government. Financed assets must be capital and must be turned over free and clear to the government by the time bonded indebtedness is retired. When a municipality uses this technique to finance a public facility, it can contract for the services of a nonprofit corporation (as the issuer) and a builder. The issuer acts on behalf of the municipality but has no real business interest in the asset being acquired.

State and Federal Grants
In the past, a variety of state and federal grant programs have been applied to funding parking and transit infrastructure in business districts. In the current environment of more limited government funding, there may no longer be readily identifiable programs suitable for parking facility development, though transit may be more feasible.

General Fund Contribution
Local jurisdictions may make either one-time capital or ongoing operating contributions to a downtown parking program.

TIMELINE: Near- to Mid-term (0 - 36 months)

- Establish parking need.
- Evaluate all potential funding options as provided herein for appropriateness to Milwaukie, feasibility and timing necessary to initiate.

TIMELINE: Long-term (36+ months)

- Narrow to a workable and implementable funding package to support **Strategy 28** below.

Estimated Costs (STRATEGY 27):

This is very much a process task, requiring research and conversations with City policy- and decision-makers and legal counsel, and discussion with a range of potentially affected stakeholders. For the purposes of this discussion, it is assumed that costs would be absorbed internally by the City and through the parking management plan implementation process.

STRATEGY 28

Create new supply as necessary and feasible.
This strategy would be informed by ongoing data provided by **Strategy 8** as well as outreach, discussion and feasibility assessments completed in **Strategies 26** and **27.**

TIMELINE: Long-term (36+ months)

- Site, size, and funding package completed.
- Partners identified and engaged.
- Begin construction.

X. SUMMARY

Downtown Milwaukie is on the rise, with a bustling and historic downtown and increasing development activity. With growing visitor demand and future developments, Milwaukie is likely to face new pressure on its parking supply. The strategies above represent a draft toolbox of methods with which to manage the parking-related challenges that come with a successful downtown Milwaukie.

This report recommends parking management strategies that directly address these issues through data analysis, observation, and stakeholder input. At this time, the strategies are in draft form and will require additional review and input and review from stakeholders and the City Council. It is hoped that this document facilitates conversation that will lead to a plan that is adopted and actively implemented.

XI. STRATEGY MATRIX

Table 3 summarizes the strategies recommended in **Section IX**. This summary can be used as a concise outline of all recommendations and as a checklist of actions for a possible Downtown Parking Work Group. Near-term strategies are those that would be implemented in 0 – 18 months of plan adoption. Mid-term (18 – 36 months) and Long-term (36+ months) strategies would follow.

Table 3: Recommended Strategies Summary

Strategy	Action	Purpose	Timeline	Costs and Revenues
Policy	Clarify and/or reaffirm the City's role in managing parking, for the purposes of enforcing existing assets and building new supply.	Answers to the question of role and responsibility will clarify for the public how off-street parking will be provided, inform the direction the City may take regarding funding strategies, financing and/or managing new off-street supply and enforcing the on-street system.	Near-term	▪ **Cost:** There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.
	Update the 2003 Guiding Principles for Parking to better reflect existing conditions and forecasts for future growth.	Provide a framework for decision- making and ensure that strategies support City and community goals and priorities.	Near-term	▪ **Cost:** Staff time to coordinate policy and code changes.
	Adopt the 85% Rule (as outlined in the 2003 Guiding Principles) as the standard for measuring performance of the parking supply and triggering specific management strategies and rate ranges.	Provide an objective, data-driven standard for decision-making.	Near-term	▪ **Cost:** Staff time to coordinate policy and code changes.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Clarify existing code guidelines related to shared parking opportunities that could impede efficiencies for allowing non-accessory access in existing and new off-street parking.	Clarify and improve code to support more effective operations and future parking growth.	Near- Mid term	▪ **Cost:** Staff time to coordinate policy and code changes.
	Consider changes to the design code to ensure that parking built with new development can be efficiently operated to serve the site and the surrounding area.	Many designs for new parking (particularly garages in mixed use sites) tie pedestrian entries and exits into the core of the new development. This discourages use of the parking to serve non-accessory users who would have to access the main building (or lobby) as they leave or return to their vehicle. Providing "exterior" access supports shared use and maximizes efficient and safe use of all stalls.	Near/Mid-term	▪ **Cost:** Staff time to coordinate needed policy and code related changes.
Management and Adminsitration of Parking System	Focus staff time to manage the parking system and implement new programs identified in the Recommended Parking Strategies.	Maintain a well-managed parking system to support goals and ensure timely, cost-effective implementation of strategies.	Near-Term	▪ **Cost**: Unknown at this time. Could be restructuring of an existing position or a new position.
	Consider allocating more hours to enforcement (including Saturdays), particularly if the number of timed stalls are increased	Ensures continued turnover of short-term on-street parking to support local businesses.	Near -term	▪ **Cost:** City staff estimate the cost of increasing enforcement from 0.50 FTE to 1.00 FTE would be $28,839 annually.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Establish a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in program implementation and review.	The DPAC will assist the City in implementing the parking management plan, review parking issues, and advise City Council and other decision-making bodies.	Near/Mid-Term	▪ **Cost**: The process may start as an effort hosted by the City. With additional resources (unknown at this time) the City could partner with downtown business interests through the Milwaukie Downtown Business Association.
	Develop a reasonable schedule of data collection to assess performance and support the 85% Rule for decision-making.	Objective, up-to-date data will help the City and stakeholders make better-informed decisions as the downtown grows. Conduct routine turnover and occupancy surveys of on- and off-street parking in downtown at least every two years.	Mid/Long-Term	▪ **Cost:** It is estimated that a data inventory and turnover/occupancy study would range from $25,000-$30,000 if conducted by a third party. Costs can be minimized in subsequent surveys through use of the inventory/database already in place, as well as through sampling and use of volunteers to collect data.
Improve Off-Street Parking	Identify off-street shared-use opportunities based on data from the 2018 parking study.	Reduces on-street demand by redirecting employees to off-street facilities. The majority of parking in the downtown is off-street in privately owned assets. Potential empty parking stalls in the peak hour range from 1,032 (sampled) to 1,167 (extrapolated).	Near/Long-term	▪ **Cost:** Staff time to identify opportunity sites and conduct outreach to potential private sector participants. Planning may determine that funds are needed to create incentives and/or improve the condition of lots or pedestrian/bike connections.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Implement variable-rate pricing for employee permits based on location, demand, and availability of parking. This will create pricing differentials between "premium" and underutilized locations	Charges a premium for high-demand locations and lower rates for less-used locations. Serves to provide employees price options and directs demand to undersused facilites.	Mid/long-term	▪ **Cost:** Rate systems will likely provide revenue to cover cost of program management.
Improve On-Street Parking	Better demarcate loading zones with a striping package that includes painting "LZ" on the pavement. This will ensure that non-commrecial vehicles do not use loading zones in the downtown.	Enforcement staff indicates a high rate of tickets issued for unauthorized use of loading zones. It may be that downtown users are not visually recognizing loading zone stalls, even with current signage.	Near-term	▪ **Cost:** Cost should be minimal. In a previous study conducted by RWC for Prineville, Oregon, the City estimated it spends $145 per block face to stripe parking in its downtown.
	Convert existing 15-minute stalls to 30 minute stalls.	The rate of violations in 15-minute stalls is 23.8%. In 30-minute stalls, the violation rate is zero. 15-minute stalls are not conducive to a customer's quick visit need. 30-minute appears to be adequate for such trips.	Near/mid-term	▪ Cost should be minimal, requiring re-signing 8 stalls.
	Reduce the number of 4-hour stalls that allow employee permit parking, particularly in the core zone.	Any block face abutting a business should be 2-hours.	Near/Mid-term	▪ **Cost:** See costs associated with Strategy 12.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Reduce the number of No-Limit stalls, particularly on commercial streets, and balance them with exclusive timed stalls (2-Hour) and timed stalls that allow employee permits (in underused areas).	Though underutilized, it will be important to ensure that N0 Limit stalls not be located in front of commercial businesses, which need a 2-Hour parking limit to support customer access and turnover.	Near/Mid-term	▪ **Cost:** See costs associated with Strategy 12.
Awareness	Establish business-to-business and residential outreach on downtown parking, including education and planning, and a *Customer First Partnership* with the Downtown Parking Work Group, and downtown businesses.	Uses the Downtown Parking Work Group as a forum for targeted and strategic communications related to parking to downtown businesses, employees and the broader community. Also a forum to set common priorities, goals and parking management success measures.	Near/Mid-term	▪ **Cost**: Estimated at $7,500 - $10,000 annually.
	Create a critical-path timeline for a new parking brand to be used at all City-owned lots and shared supplies, and in parking-related marketing and communications.	Improves and augments existing signage and incorporates the parking brand at all levels of management.	Mid-term	▪ **Cost**: It is estimated that engaging a design firm to carry out the tasks identified above would range from $15,000 - $20,000.
	Incorporate new logo into on-street signage and at all City-owned lots and shared supplies and in parking marketing and communications.	A new brand/logo can be incorporated into the on-street system as a means of integrating the on and off-street systems.	Mid-term	▪ **Cost:** Based on information from other cities, estimated per unit costs for signage upgrades would be $500 - $750 per affected block face.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Design and launch parking website with information for visitors, employees and residents.	Improves the user experience and identifies where parking is available, particularly off-street.	Mid-term	▪ **Cost**: Costs associated with this strategy depend on the usability of the current website and the complexity of information and interactivity desired for the new site.
Improve Access to Downtown	Evaluate and implement solutions to safety impediments that create inconvenient and inefficient connections to parking, e.g., lighting, sidewalk/paths, lot conditions, etc.	Undertake a comprehensive inventory and evaluation of impediments to connectivity and develop solutions for each. This might necessitate engaging a third party to assist in cataloguing issues, drafting solutions, and forecasting costs.	Near/Mid-term	▪ **Cost**: Costs for engaging a planning firm could range from $20,000 to $25,000.
	Continue to expand the bike parking network to create connections between neighborhoods, parking locations, and the downtown to encourage employee bike commute trips and draw customers to downtown businesses.	Provides safer, more reliable option for bicycle access and parking. Offering adequate bicycle parking will expand the capacity of the overall parking supply downtown.	Near through Long--term	▪ **Cost:** Consultant or staff costs associated with collecting data on bike parking downtown. Cost of purchase and installation of new secure bike parking.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Expand wayfinding signage systems in the public right of way, integrated with the off-street system using City parking brand/logo developed.	The most successful programs tie into a parking brand incorporated into both the on-site and right-of-way signage. This provides customers a visual cue that translates from their first encounter on the roadway to being able to conveniently identify a parking location with available parking.	Mid to Long-term	▪ **Cost**: Unknown at this time. This could be incorporated into the evaluation, design and creation of the new logo/brand.
Residential Parking	Explore and evaluate residential parking permit programs, as may be requested by neighborhoods abutting the downtown commercial district. .	Changes to parking management in the commercial zones of the downtown could cause issues related to employees seeking parking in residential areas.The purpose of this strategy is to raise awareness and understanding of programs being developed, and to begin framing possible mitigation strategies and solutions if new parking systems in the downtown exacerbate parking problems in neighborhoods.	Mid/Long-term	▪ **Cost:** Costs associated with delivery of on-street permit programs will need to be further developed. Most cities charge users for the permits, at a rate that at minimum covers cost of management and administration.
Integration with Alternative Modes	Partner with the business community to expand incentives to encourage use of alternative modes (e.g., transit, bike and walk)	To establish programs, possibly through *Customer First* program to incent employee transit, bike and walk trips.	Near/Mid-term	▪ **Cost:** Unknown at this time.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Take a leadership role in piloting expanded employee alternative mode incentives and monthly parking pricing for City employees	The City should take a leadership role in implementing and/or augmenting its employee mode program at a level that transcends the current status quo. This allows the City to initiate and monitor a program that can then serve as a model for private sector businesses to emulate. The City, as one of the largest employers downtown, can have a significant impact on parking if it can transition its employees into non-auto modes.	Near/Mid-term	▪ **Cost:** Unknown at this time.
New Capacity	Explore expanding access capacity with new parking supply (e.g., garage).	To clarify the City's role in financing and/or managing new off-street parking supply). Should be cooridnated with shared use **Strategy 9** to minimize amount of new suppland over cost to develop.	Near/Long-term	▪ **Cost:** Parking garage development requires sophisticated infrastructure and are very costly. Adequate time and effort must be given to determine the most beneficial and cost-effective formats for increasing capacity.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Develop cost forecasts for preferred parking supply.	A wide range of funding sources and revenue streams could be used to implement an enhanced parking management plan and develop new parking capacity in Milwaukie	Mid/Llong-term	▪ **Cost:** For the purposes of this discussion, it is assumed that costs would be absorbed internally by the City and through the parking management plan implementation process.
	Create new supply as necessary and feasible.	Provides new parking capacity to the downtown	Long-term	▪ **Cost:** Cost and feasibility determined in Strategy 27.

ATTACHMENT A

2018 Milwaukie Off-Street Parking Inventory (by Lot)

[NOTE: Lots/facilities highlighted in **red** were not a part of survey day sampling. Lots shaded in yellow indicate City-owned facilities.]

Lot ID	Facility	Stalls	% Total
1	Milwaukie Cleaners	12	0.5%
2	Mr. Tattoo	5	0.2%
3	Key Bank	10	0.4%
4	Chan's Steakery	21	0.9%
5	Advantis Credit Union	41	1.8%
6	Peake Memorial Chapel	4	0.2%
7	Peake Memorial Chapel	20	0.9%
8	Reliable Credit	22	1.0%
9	McLoughlin Bldg.	12	0.5%
10	Permit Parking	45	2.0%
11	4 hr. Public Parking	20	0.9%
12	City Only	18	0.8%
13	4 hr. Public Parking	18	0.8%
14	Permit Parking	37	1.6%
15	Mixed Use Retail	17	0.7%
16	Grammas Corner Rest	12	0.5%
17	Shear Perfection/Edward Jones	4	0.2%
18	76 Gas Station	10	0.4%
19	Chevron	3	0.1%

Lot ID	Facility	Stalls	% Total
20	Mixed Retail	10	0.4%
21	Bank of the West	18	0.8%
22	Evergreen Thrift Store/Kettlebell Studio/Cosmetic Family Dentistry	4	0.2%
23	Empty Lot- Moss all over ground	30	1.3%
24	US Post Office	9	0.4%
25	Broken Arrow Archery Customer Parking	15	0.7%
26	Bloom Garden Supply	13	0.6%
27	Horizon Marketing Parking Only/Bernardis Garage	19	0.8%
28	Kathy's	12	0.5%
29	Foxy's	18	0.8%
30	Reserved for Dark Horse Comics	24	1.0%
31	Town Grocery & Deli	9	0.4%
32	Parking for Beacon OMS Patients Only	15	0.7%
33	Private - Maybe Dark Horse Comics	27	1.2%
34	Key Bank	16	0.7%
35	City Hall Employee Only	25	1.1%
36	Surface Lot Stalls - Apartment	31	1.3%
37	North Main	34	1.5%
38	Veterinary Cancer & Surgery	30	1.3%
39	Nelsons Nautilus	25	1.1%
40	Nelsons Nautilus	36	1.6%
41	Odd Fellows	63	2.7%

Lot ID	Facility	Stalls	% Total
42	Pietros	64	2.8%
43	Private Parking	37	1.6%
44	Kellogg Bowl	130	5.7%
45	The Brookwood Apartments	13	0.6%
46	Library	38	1.7%
47	Park Hamlin Apartments	54	2.3%
48	Portland Waldorf School	58	2.5%
49	Mixed Office	47	2.0%
50	Residential Apartment	4	0.2%
51	Spring Creek Apartment	165	7.2%
52	Portland Waldorf School	24	1.0%
53	American Legion Post #180	25	1.1%
54	Private Lot - Church lot	7	0.3%
55	Church Parking	6	0.3%
56	St Johns Baptist	136	5.9%
57	2305 Medical Office	63	2.7%
58	Milwaukie Lumber	9	0.4%
59	Doug Brenner Consultant/Pete Anderson Realty	8	0.3%
60	Chase Bank	23	1.0%
61	Precision Fit Dentures/Sue Chadwich Walker	9	0.4%
62	Flowers for you/ LakeLand	9	0.4%
63	Hope House/Portland Movile Notary, LLC	2	0.1%
64	Myles O Donnell and Co	7	0.3%

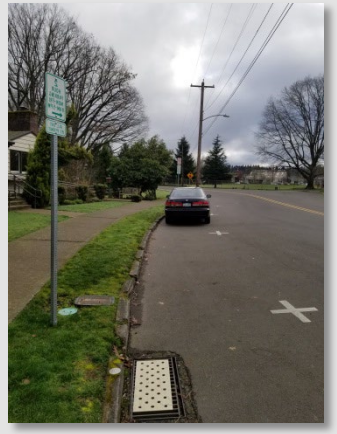
Lot ID	Facility	Stalls	% Total
65	Shields Painting	4	0.2%
66	Customer Parking/Tenant Parking Only	28	1.2%
67	Body Rehab Gym/Willamette View Foundation	3	0.1%
68	Authorized Vehicles Only	4	0.2%
69	Milwaukie High School Staff Parking	16	0.7%
70	Northwest Housing Alternatives Employee and Guest Parking	13	0.6%
71	Milwaukie High School Staff and Faculty Parking	26	1.1%
72	Serbian Orthodox Church	45	2.0%
73	Lake Professional Building	16	0.7%
74	Townlake Estates	10	0.4%
75	Bus Only Reserved	3	0.1%
76	Milwaukie High School Staff Parking	15	0.7%
77	Milwaukie High School Staff Parking, Faculty Parking, Visitor Parking	73	3.2%
78	Milwaukie High School Staff Parking	3	0.1%
79	Milwaukie High School Staff Parking	12	0.5%
80	Andrew Fodzys, DMD Orthodontics	9	0.4%
81	Milwaukie Family Eye Care	6	0.3%
82	Milwaukie High School Staff Parking	66	2.9%
83	Shorewood Terrace Apartments	25	1.1%
84	The Milwaukian (Residential)	24	1.0%
85	BlueStone and Hockley Real Estate, Residential for Rent, Dutch Village	30	1.3%

Lot ID	Facility	Stalls	% Total
86	2100 Lake Road Center	24	1.0%
87	Meier (Eye Surgeon)	12	0.5%
88	Residential	6	0.3%
89	2636 Dentistry	35	1.5%
90	Water Resource Recovery Facility	19	0.8%
91	Boat Launch	19	0.8%
	Off-Street Supply (91 sites)	2,298	100%
	Off-Street Supply Studied (81 sites)	2,033	88.5%

Downtown Parking Management Plan/Strategy Update

Milwaukie City Council

March 14, 2023

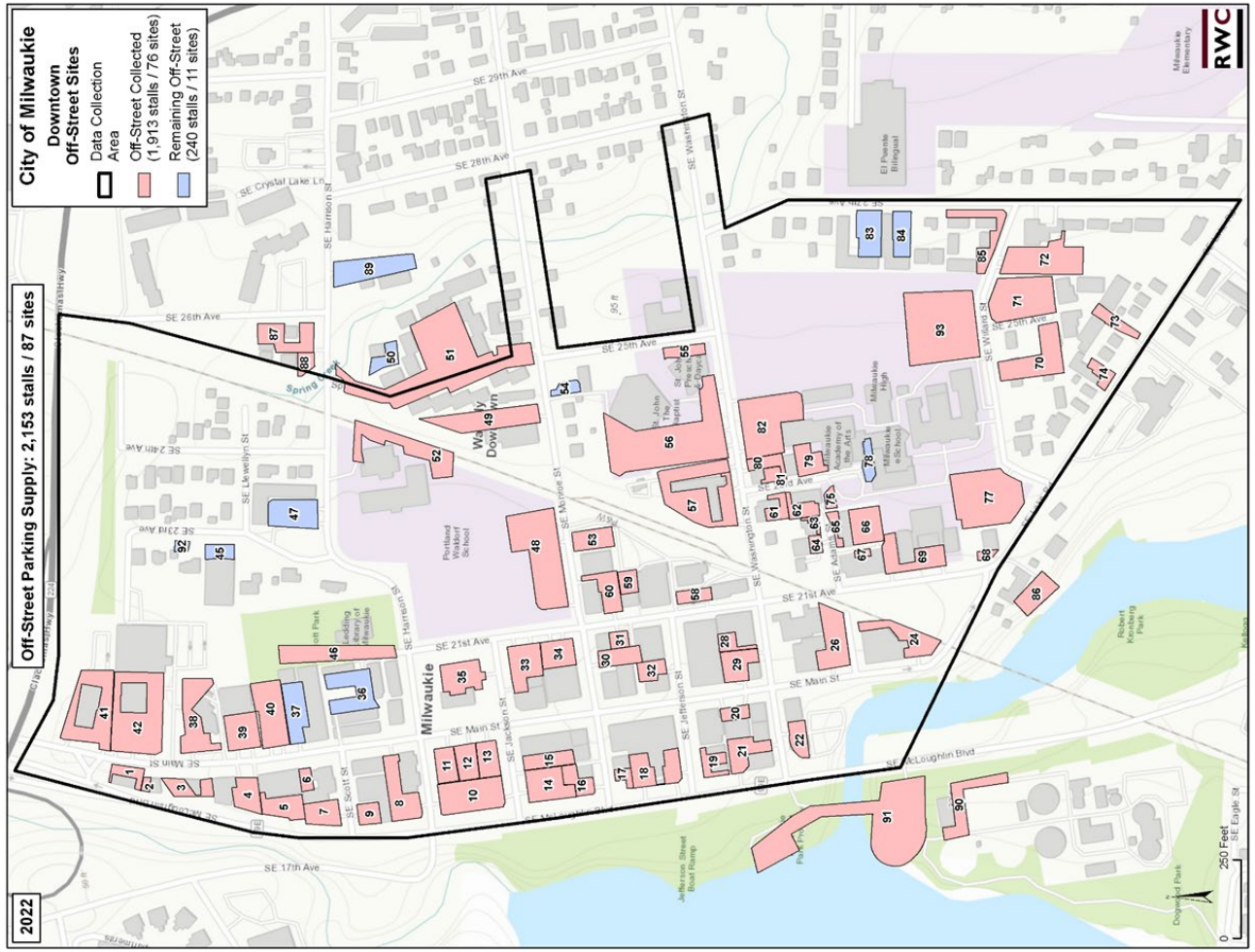


RWC

Program Format

- Overview
- 2018 Recommended Strategies
- 2022 Findings
- Considerations for 2023
- Q & A

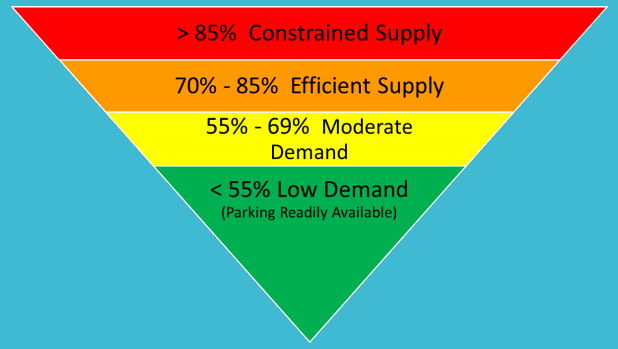
Study Area 2018 & 2022



- Approximately 600 on-street stalls (both years)
- Approximately 2,000 stalls off-street (both years)
- Minor changes in supply due to some on-street reconfigurations and loss of off-street parcel(s) to development.

RWC

2018 / 2022 Project Overview



2018

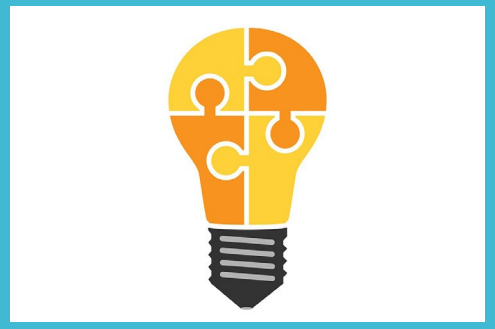
- ✓ Full inventory of on and off-street parking supplies (public and private)
- ✓ Data collection and analysis - findings report (occupancy/utilization)
  - On-street - Parking demand *Moderate* (58% peak occupancy)
  - Off-street – Parking demand *Low* (<50% peak occupancy)
    - 1,000 empty stalls at peak hour (majority in private lots)
- ✓ 2018 Downtown Parking Strategies Final Report (October 2018)
  - Presented to and approved by City Council

2022

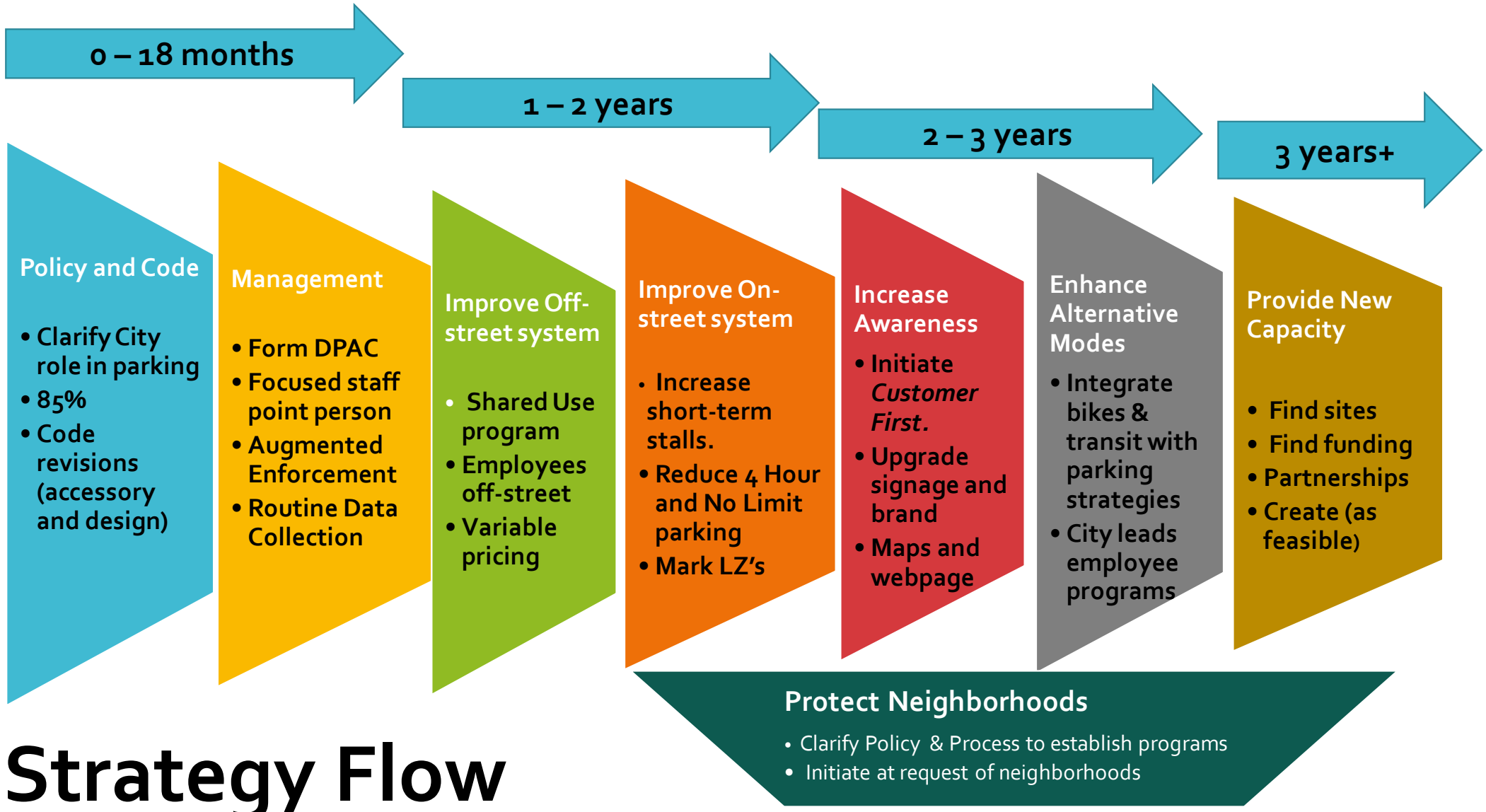
- ✓ Update inventory (on and off-street)
- ✓ Data collection and analysis – findings report (occupancy)
- ✓ Added Saturday data collection
- ✓ **Changes between years to be discussed with Council today**

RWC

2018 Strategy Recommendations

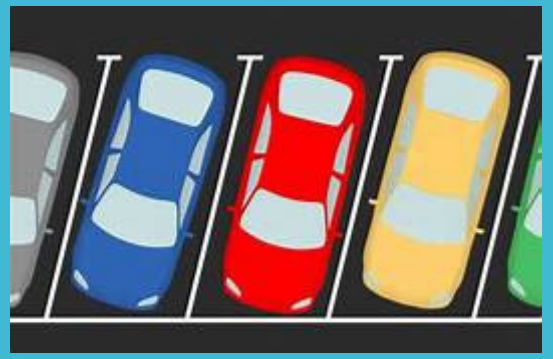


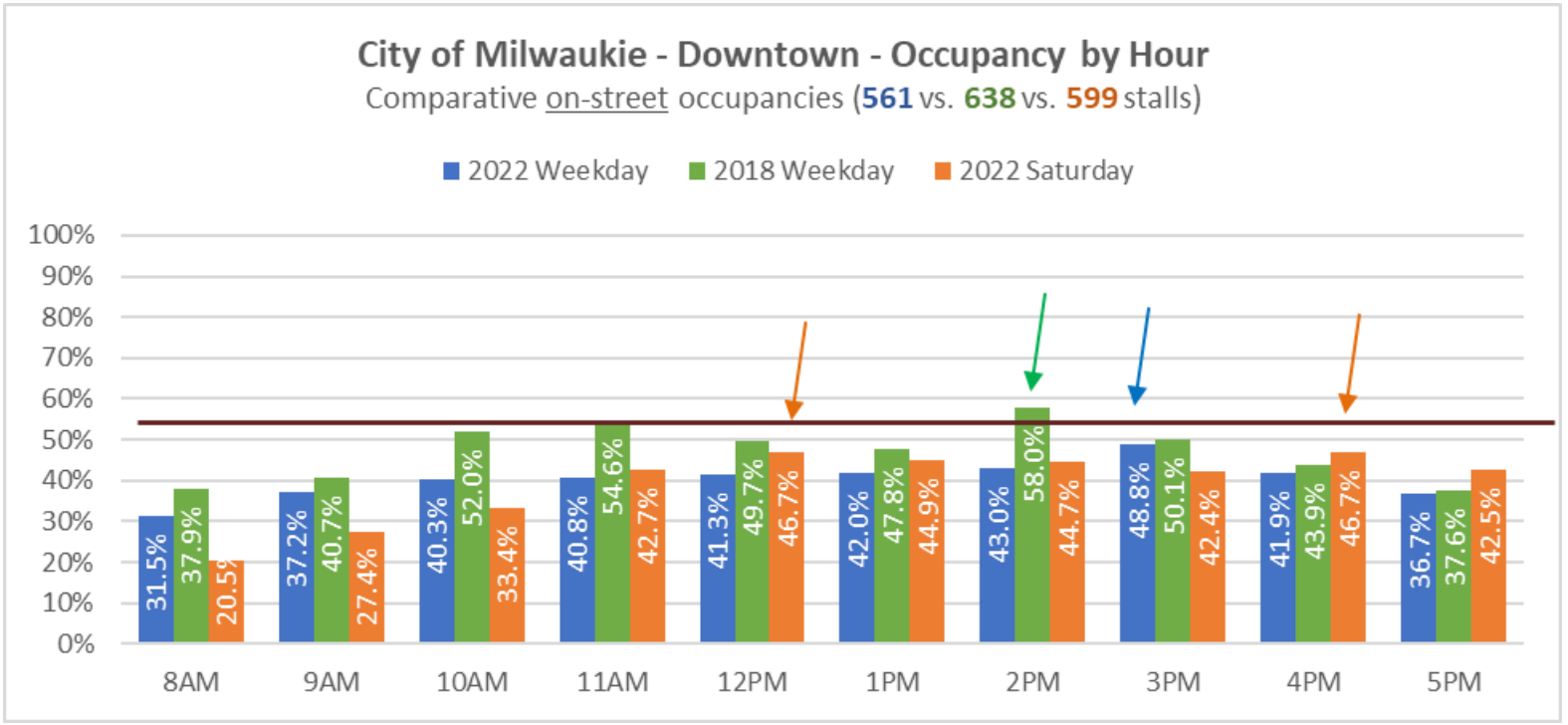
- 28 Recommendations
- 8 Element areas
- Provided in near, mid, and long-term formats
- Intended to be iterative (step-by-step)
- Costs provided (where feasible)
- **Little of plan implemented due to COVID**



Strategy Flow

2022/2018 On-street performance

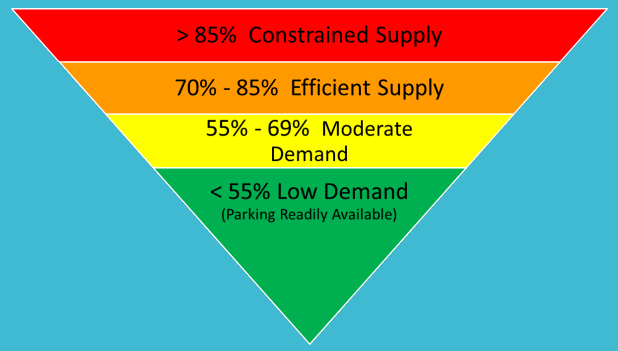


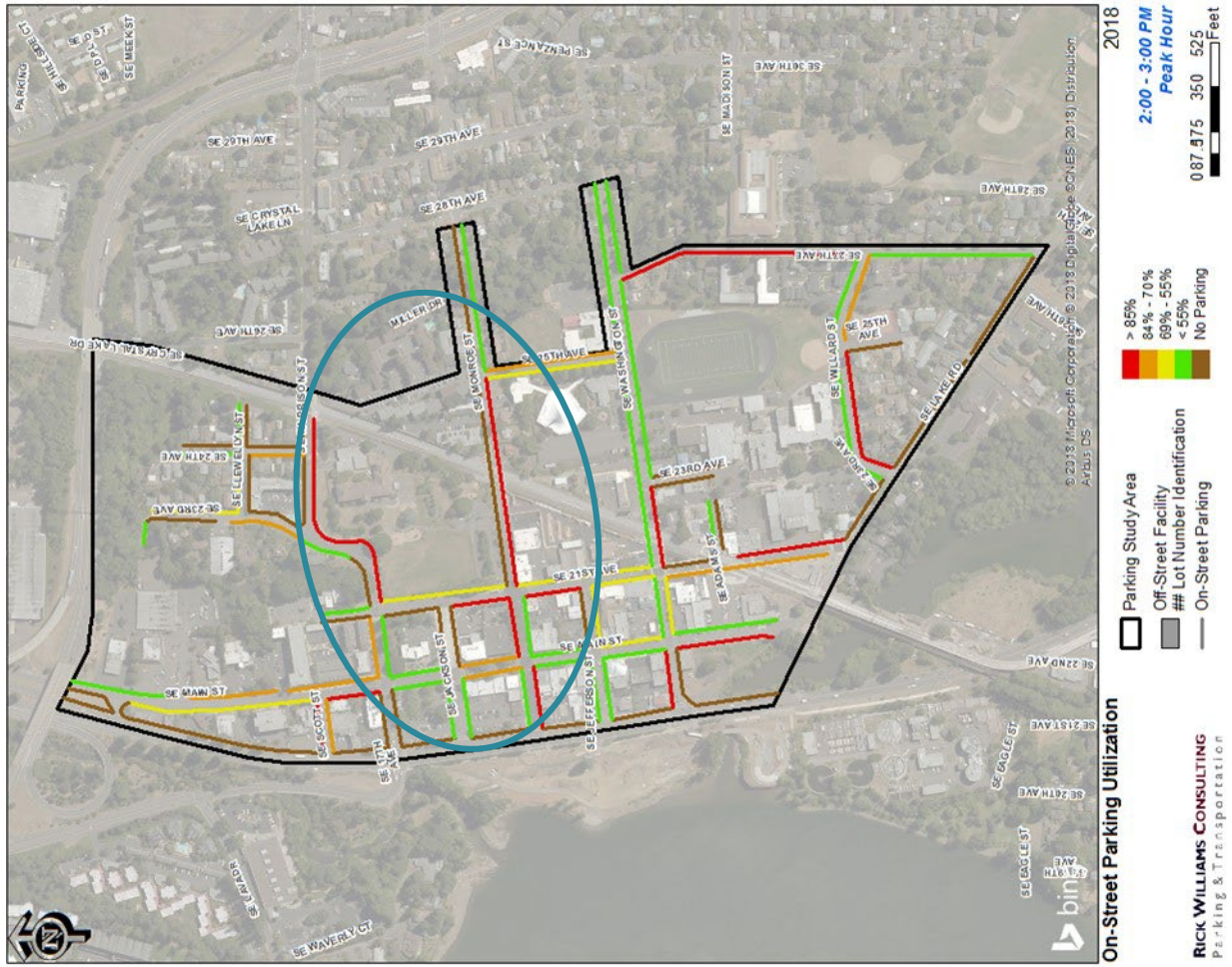


- 2022 weekday peak hour 46.7% (vs 58% in 2018)
- Occupancy down in all ten surveyed hours (vs 2018)
- 2022 Saturday performs better than weekday (2022) 11AM to 5PM

On-street performance

2018 Heat Map

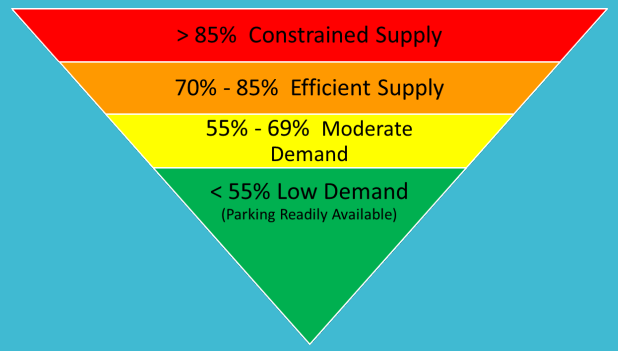


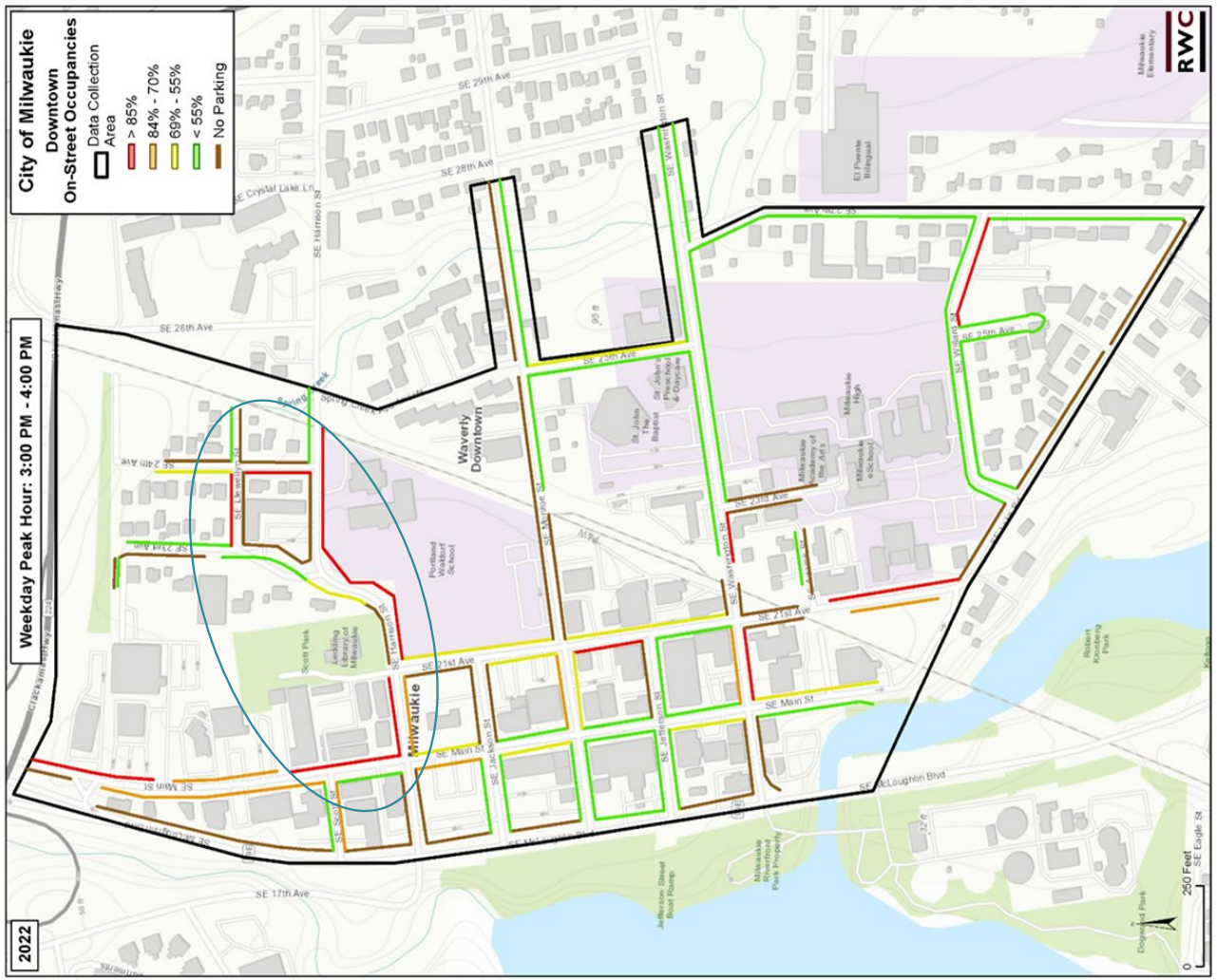


- 16 "constrained" block faces

On-street performance

2022 Heat Map

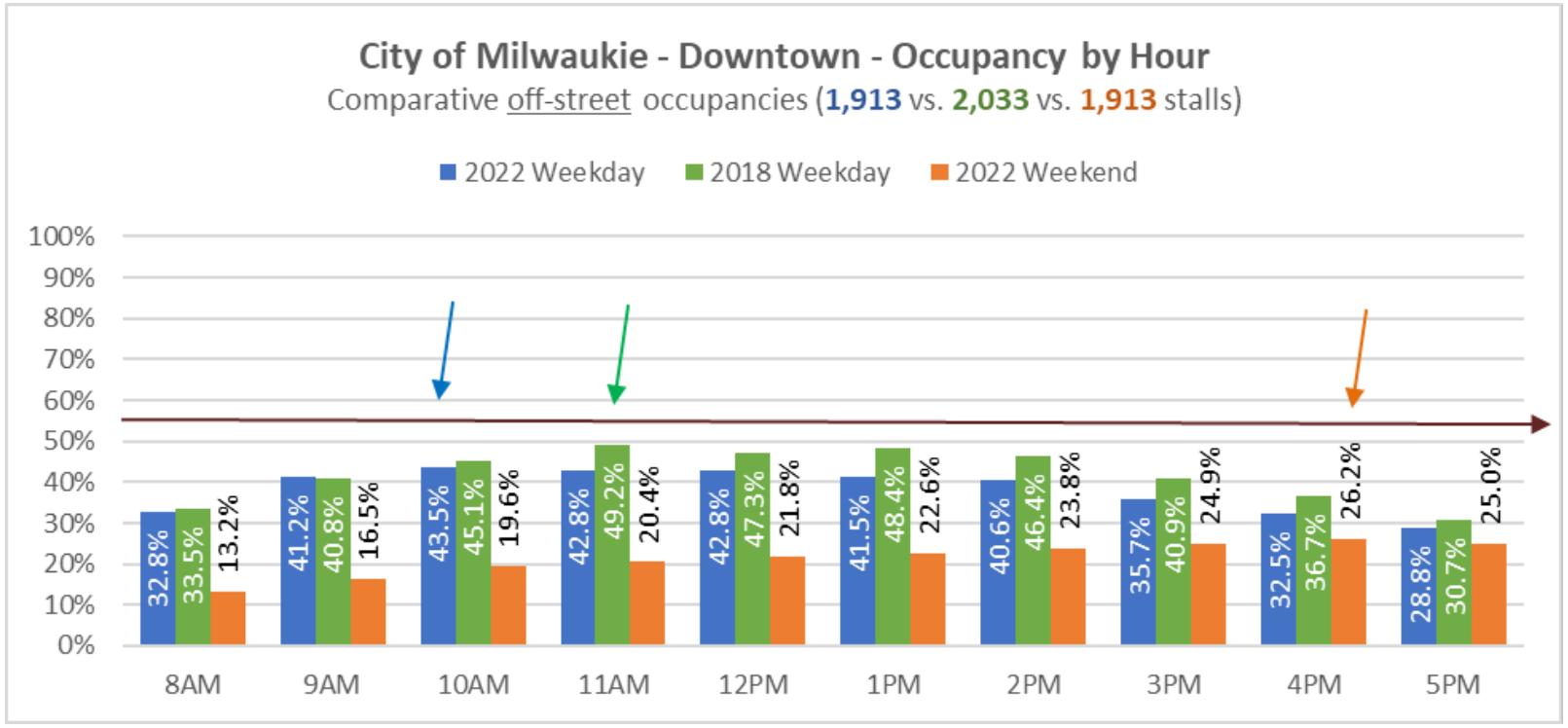




- 13 "constrained" block faces

RWC

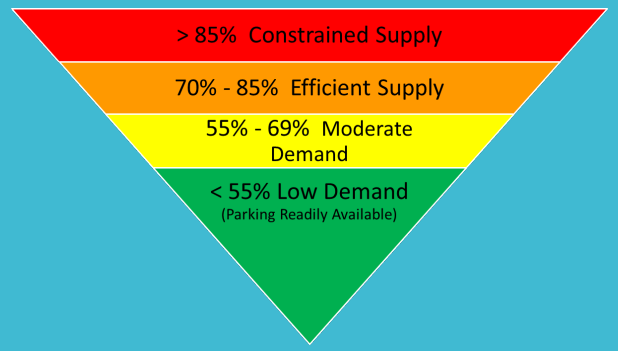
Off-street performance 2022/2018



- 2022 occupancy down in 9 of 10 surveyed hours (vs 2018)
- 2022 Saturday performs very low when compared to weekday (2018 and 2022
- 1032 empty stalls (2018) / 1080 empty stalls (2022)
- Shared use opportunities still exist

Off-street performance

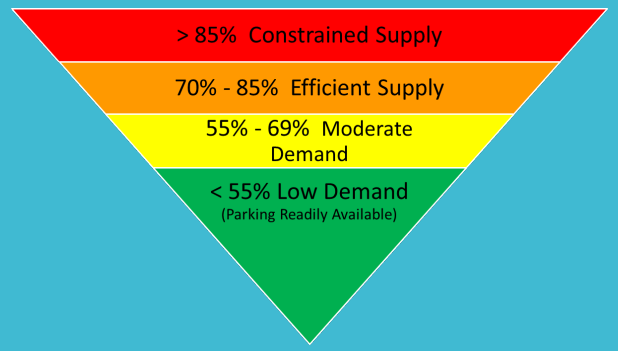
2018 Heat Map

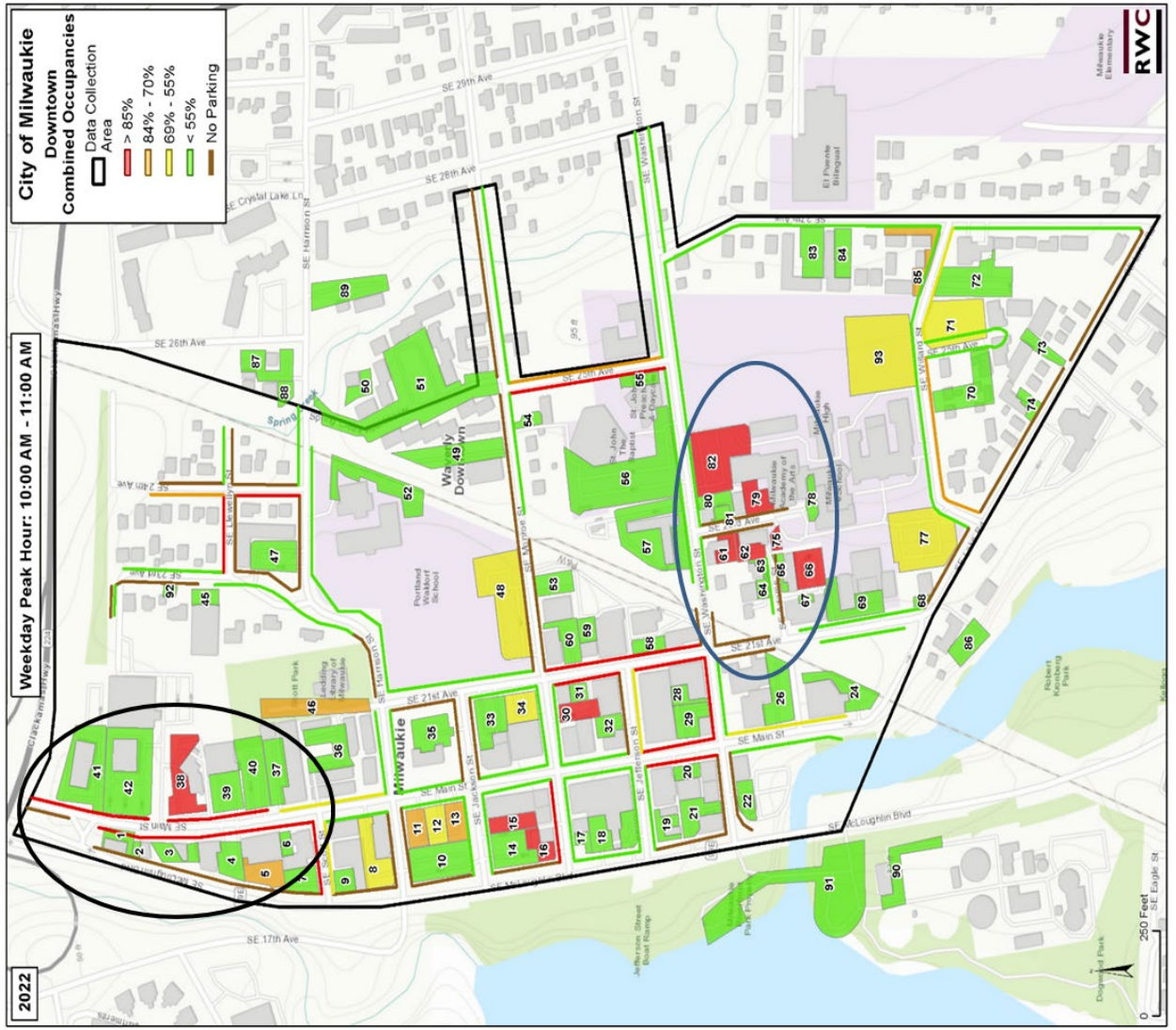


- 8 "constrained" block faces

Off-street performance

2022 Heat Map





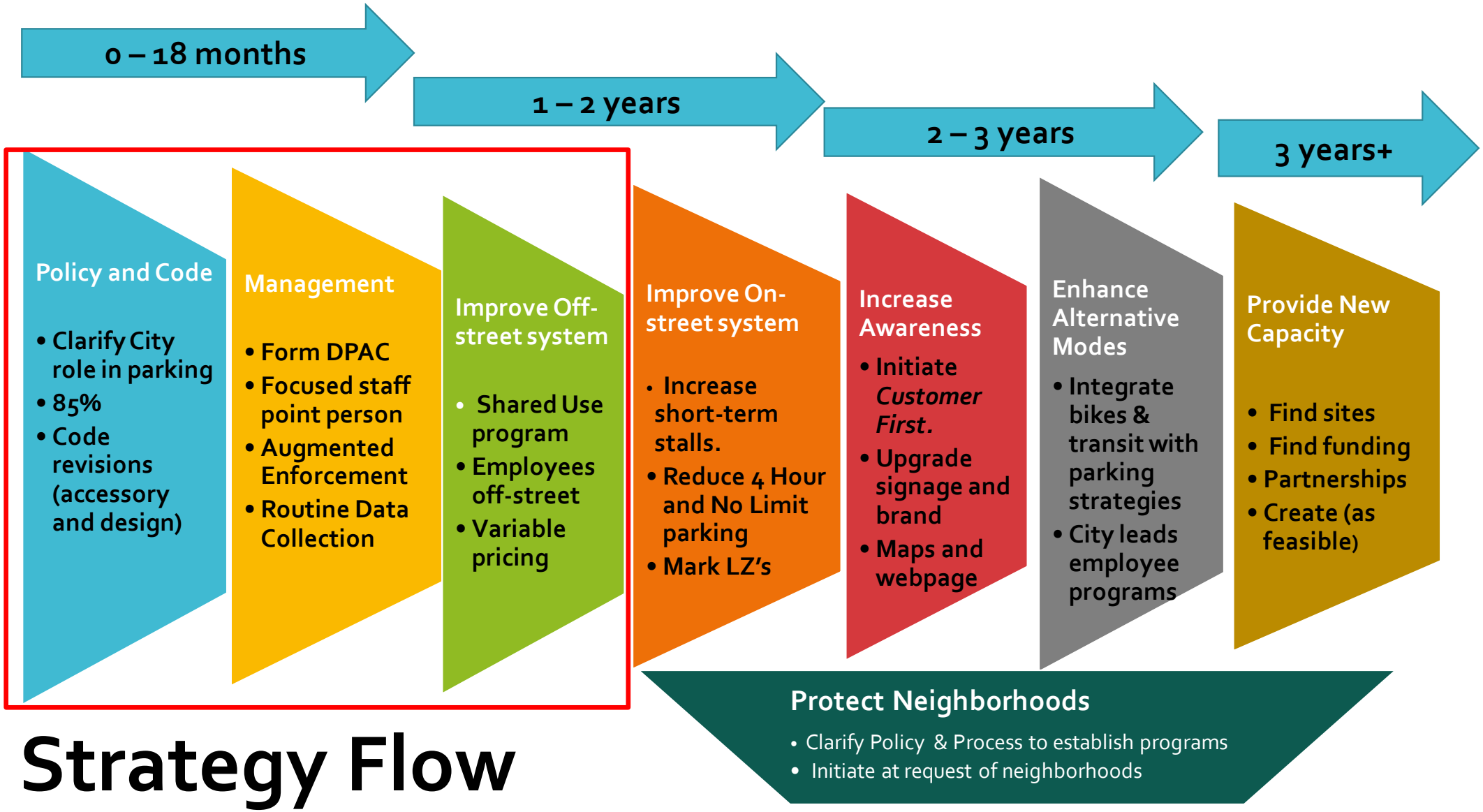
- 10 "constrained" block faces – clustered in south end of DT (blue circle)
- Large cluster of low use facilities on high constraint streets (black circle)

Considerations for 2023

The current supply provides:

- ***Time for the strategic management of parking*** outlined in the 2018 Downtown Parking Management Plan, the results of which can be measured and tracked routinely.
- ***Ample surplus space*** to which users can be directed, getting the right car to the right space.
- ***Capacity to absorb*** new visitor, employee, and downtown resident trips, supporting new development.
- ***The potential to capture new land uses on underutilized lots with little risk (in the short to mid-term)*** to parking access for current users and new users attracted to more dense land use.

RWC



Strategy Flow

Questions and Input

Thank you!

RICK WILLIAMS CONSULTING
Parking & Transportation

CITY OF MILWAUKIE

COUNCIL RESOLUTION No.

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF MILWAUKIE, OREGON, ADOPTING COUNCIL GOALS FOR 2023 AND 2024.

WHEREAS~~,~~ ~~Council periodically establishes goals to guide its actions in carrying out the business of the city~~establishing Council goals dedicates resources and capacity to address areas that are not yet embedded within the current work of the city; and

WHEREAS~~,~~ city staff work diligently to create an effective and efficient government prioritizing the needs of public infrastructure and community services including road and utility maintenance, caring and compassionate law enforcement, reliable and friendly library services, and the smart application of land use policies; and~~*insert Ann's comment~~

~~**WHEREAS**, Council considered several possible goals including Economic Development, Community Affordability, and the Removal of the Kellogg Creek Dam, which are important to Council and our community; and~~

~~**WHEREAS**, real progress is being made on the removal of the dam in the administration of a $15mil grant for that purpose, and ongoing work on housing affordability will continue for at least the next two years, including preparation of a new Housing Capacity Analysis and Housing Production Strategy and implementation of recommendations coming therefrom; and~~

WHEREAS~~,~~ Council discussed goals at our Council retreat in late January, our meeting on March 7, 2023, and our study session on March 14, 2023, and hereby identifies the following goals to serve as the city's primary objectives for the remainder of 2023 and 2024.

GOAL 1: CLIMATE CHANGE MITIGATION AND RESILIENCE ACTION:

WHEREAS, Climate change is the single largest threat to the future citizens of Milwaukie; and

WHEREAS, the Milwaukie Community Vision calls for Milwaukie to become a net zero city by the year 2040 as our contribution towards forestalling the worst effects of climate change; and

WHEREAS, the city has adopted a Climate Action Plan (CAP) in 2017, and in the first five years has accomplished some things called for by that plan, but much remains to be accomplished.

Therefore, be it Resolved by the City Council of the City of Milwaukie, Oregon, that the city will take aggressive steps to minimize climate change and increase climate-related resilience by continuing to implement specific actions identified in the City's Climate Action Plan that provide the greatest impact possible.

GOAL 2: EQUITY, JUSTICE, AND INCLUSION:

WHEREAS, Black, Indigenous, and other People of color have suffered horrific inequities and crimes against humanity such as slavery, slaughter, rape, theft of land and property, medical experimentation, forced relocation, denial of basic human rights, and restriction from generational wealth building in this country for centuries; and

WHEREAS, the Milwaukie 2040 vision calls for a flourishing city that is ENTIRELY EQUITABLE, delightfully livable and completely sustainable for ALL residents; and

WHEREAS, in adopting the 2020 Comprehensive Plan and ensuing code and zoning revisions, the city has begun to reverse the code and zoning that has disenfranchised our Black, Indigenous, and other People of color neighbors for almost a century; and

Commented [LB1]: We capitalized these terms two paragraphs higher and below. So I capitalized here. Is that correct?

WHEREAS, the Milwaukie Police Department has engaged with members of the community of Black, Indigenous and other People of color in revising and updating use of force, hiring, promotion and other police policies;

WHEREAS, the Council established the Equity Steering Committee as an advisory body on actions to further equity and social justice, including consulting on the forthcoming assessment and plan which will identify the areas of greatest need for equity-focused actions by the city.

Therefore, be it Resolved by the City Council of the City of Milwaukie, Oregon, that this city further commits to the pursuit of an entirely equitable Milwaukie by supporting the implementation of policies, procedures, practices and training needs identified in the forthcoming plan to lead to a city that is more responsive to, more trusted by, and more reflective of the community we serve.

GOAL 3: IMPROVING MILWAUKIE'S PARKS SYSTEM AND SERVICES

WHEREAS, the Board of County Commissioners, acting as the Board for the North Clackamas Parks and Recreation District, has, for over two years, declined to move forward with construction of Milwaukie Bay Park; and

WHEREAS, in over thirty years as a part of the North Clackamas Parks and Recreation District, the city has purchased property for eventual development as parks and has raised the funding to develop most of the parks in Milwaukie; and

Commented [LB2]: These are much more pointed than what we included in the 2022 resolution

WHEREAS, city staff has estimated that we have over $900,000 worth of deferred maintenance in our parks;

WHEREAS, these and other recent developments have made clear that addressing deficiencies in the construction, management, and maintenance of Milwaukie's parks is an important priority demanding significant staff time, as the city determines how best to serve the community's needs and desires from their park system.

Therefore, be it Resolved by the City Council of the City of Milwaukie, Oregon, that this city further commits to the difficult work of determining whether and under what terms to leave the North

Clackamas Parks and Recreation District (NCPRD) and establish a city parks department; securing funding for that department; and engaging in a system planning process to identify community priorities for parks and recreation.

Now, Therefore, be it Resolved by the City Council of the City of Milwaukie, Oregon, that the following City Council goals are adopted for 2023 and 2024.

- Climate Change Mitigation and Resilience Action; and
- Equity, Justice, and Inclusion; and
- Improving Milwaukie's Parks System and Services

Introduced and adopted by the City Council on [March 21, 2023?].

This resolution is effective immediately.

Lisa M. Batey

ATTEST:	APPROVED AS TO FORM:
Scott S. Stauffer, City Recorder	Justin D. Gericke, City Attorney