

To: Carolyn Eagan and DSAC Members

From: Mike Walker, "office" owner with private off-street parking lot

Subject: Downtown Parking Stakeholders Advisory Committee (DSAC) Meetings #1 thru #4
Comments, Questions and Suggestions

Date: August 10, 2016

For the consideration of the DSAC members and staff, I have compiled a few comments, questions and suggestions on the material presented through the first four meetings of the DSAC along with supplemental research. For the last 10 years, I have served as the property manager for two properties.

Executive Summary –

Outlined below is a brief summary of the subjects discussed in this document. A more detail presentation for each is included in an appendix along with several key exhibits. This document addresses six topics:

<u>Page</u>	<u>Main Topic</u>
2	1. The DSAC has no representation from the study area's large contingency of office owners with private off-street parking lots.
4	2. The July 21 st Draft Guiding Principles contains inconsistent terminology (enclaves /districts /zones /neighborhoods /downtown /downtown core) along with no clear delineated boundary for any of these subareas. As a result, the DSAC and public are left to make assumptions on the intended meaning of some of the statements in the Guiding Principles document.
5	3. The value of the counts in the private off-street parking lots is highly doubtful unless the owners of private off-street parking lots make commitments to share. Following the 2002 study, the same concept of sharing private off-street parking lots was rejected by these parking lot owners. Also, a critical assumption needs to be made in the calculation of the supply usage %. How large of an area should be used in the supply used % calculation? Will the calculation be made for the entire study area or several subareas within the study area?
8	4. Some office owners were surveyed and all opposed the sharing their parking lots and questioned what role they should have in a city managed parking management plan.
9	5. The weekday count shows the supply used % at the south end and north end of the study area is heavily impacted by public employees. "Government" properties is a subarea that should be separated from the retail subarea, residential subarea and office subarea.
12	6. <u>The best plan is an easy plan.</u> The best plan for the <u>current</u> need includes; a) sell fewer on-street parking permits to re-direct employees to the parking garage, and b) change the permit pricing structure to make the Newport lot free and the garage fee lower than the on-street fee.

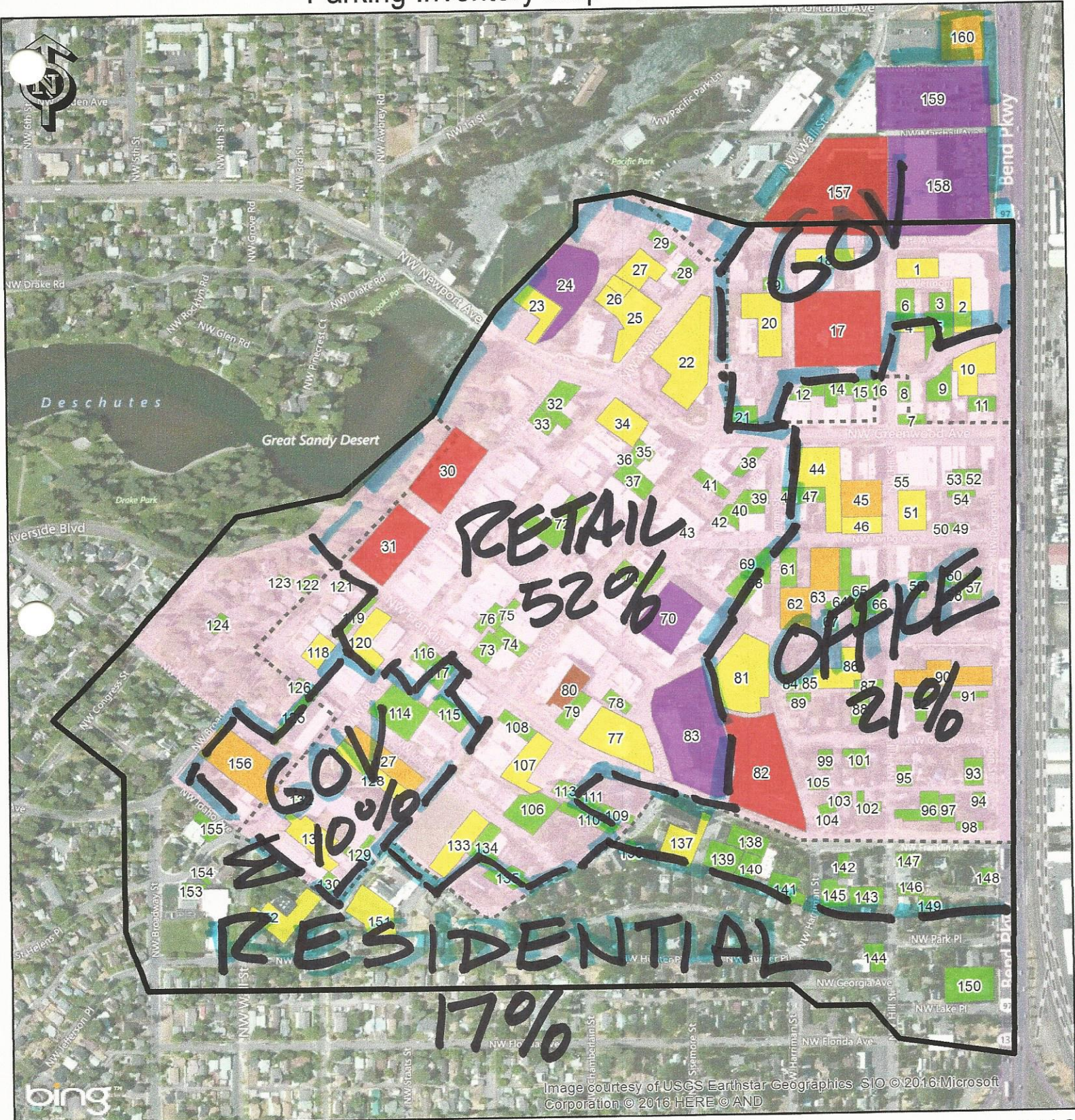
APENDIX

1. Representation of the Downtown Parking Stakeholders Advisory Committee (DSAC)

- The retailers and residents are well represented on the committee. Unfortunately, the current committee has no member who is an office owner with an off-street parking lot in the study area. The office owners represent about 21% of the land area and about 29% of the off-street parking lot spaces within the study area.
- Staff has suggested that Economic Improvement District (EID) committee members would be capable of representing the office user. Here is a history lesson about the formation of the EID.
 - When the EID formation was originally proposed, the original boundary proposed stretched easterly all the way to the parkway. The backers of the formation of EID made an informal survey of the eastern portion of the proposed EID to gauge how the vote might swing for the formation of this taxing district. When I was surveyed, I asked how the funds were to be used. I discovered that all the funds would only benefit the downtown core. In my fiduciary role to the other partners and our tenants, I informed the backers that I would have to vote against the formation of a district because it only benefited the downtown core. I was not alone in this observation. The backers quickly realized the vote would go against the formation if they included the eastern neighborhood and the proposed boundary was revised.
 - In the three committee meetings I have observed, there is no one on the committee making any attempt to express the concerns of the office owners. The EID representatives have different priorities and needs than the office owners within the study area.
- Having no office owner on the committee is not a good decision. If the current DPAC is not a “representative” body of all landowners, how should the office landowners react to the following statement from the Guiding Principles?
 - Page 5 – *“Ensure that a representative body of affected private and public constituents...”*

SEE THE MAP ON THE FOLLOWING PAGE FOR BREAKDOWN OF STUDY AREA

City of Bend - Downtown Bend Parking Inventory Map - Off-Street



- Parking Study Area
- Parking Inventory Area
- Bend Parking District
- Over 100 stalls
- 76 to 100 stalls
- 51 - 75 stalls
- 26 - 50 stalls
- 1 - 25 stalls
- Unknown

RICK WILLIAMS CONSULTING
Parking & Transportation

0 80 160 320 480 640 Feet

2016

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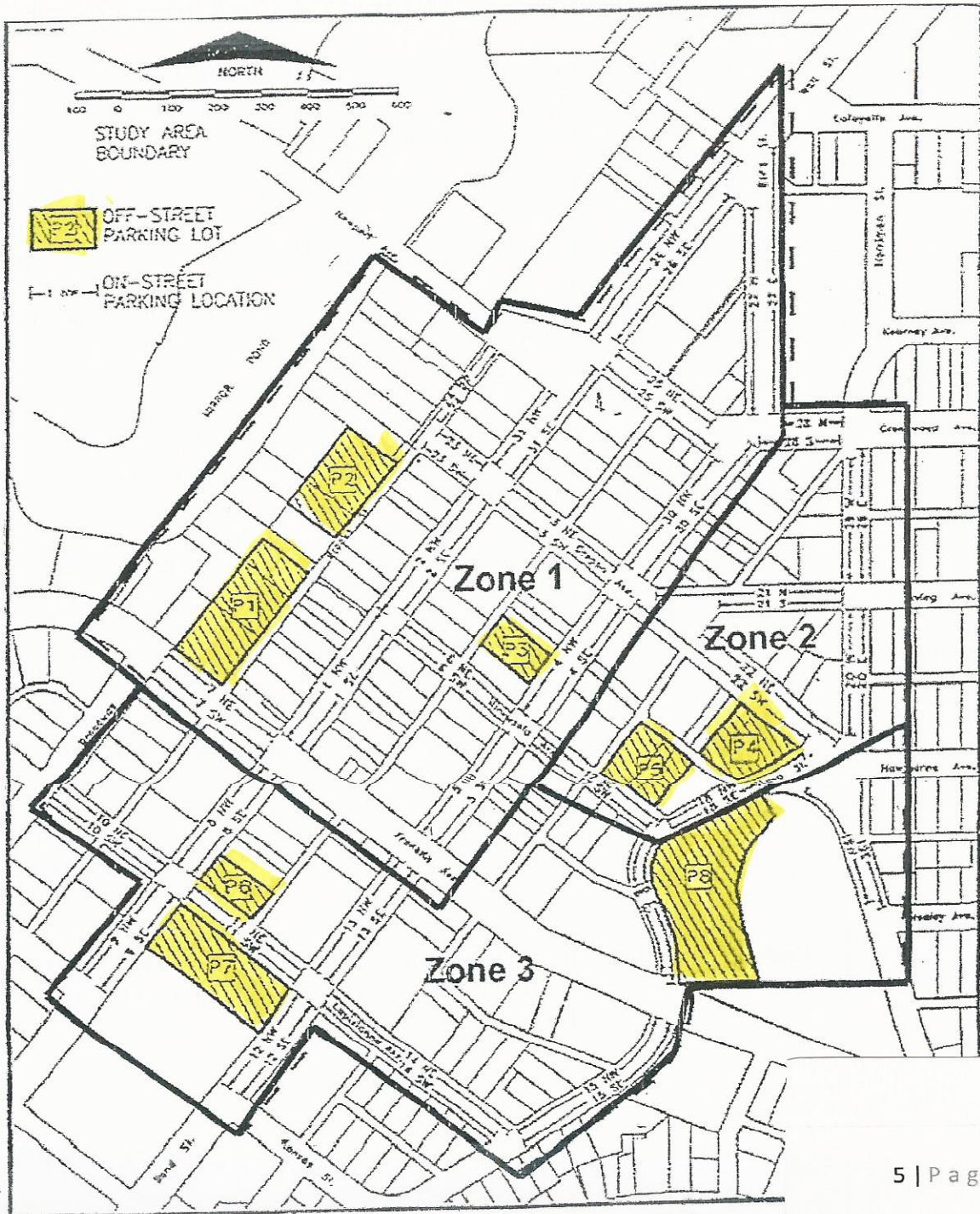
Image courtesy of USGS Earthstar Geographics, SIO © 2016 Microsoft Corporation © 2016 HERE © AND

2. Inconsistent terminology and unclear boundaries

- The current Draft Guiding Principles' terminology for portions of the study area is inconsistent, which causes some confusion on the intent of the wording. Also, there is no clear delineated physical boundary for each "subarea". Here are some examples:
 - Page 5, "*The downtown comprises several unique economic enclaves....*"
 - What should each of these subareas of the study area be labeled? "enclaves", "neighborhoods", "zones", or "districts"
 - The primarily retail area is about 52% of the study area.
 - The primarily residential area is about 17% of the study area.
 - The primarily office area is about 21% of the study area.
 - The primary government area is about 10% of the study area.
- Here are more examples of the confusing use of terminology:
 - Page 5 – "*emerging downtown districts and neighborhoods....*" Does "district" have the same meaning as "enclave"? Are "*neighborhood*" and "*districts*" interchangeable?
 - Page 5 – "*parking in commercial zones.....parking in residential zones....*" Does "zone" have the same meaning as "district", "enclave" or "neighborhood" or is it intended to be different?
 - Page 6 – "*the city will use base zoning in parking district (I.G., commercial zone versus residential zone....*" What does base zoning mean? Is the "*parking district*" a reference to the existing and/or future ordinance for a parking district [6.20.025 Downtown District for example] which would encompass all parking restrictions for a multitude of "zones" in Bend?
 - Page 3 - "*downtown core is for customers*"Is "*downtown core*" the same as "enclaves", "districts" or "zones"?
 - Page 3 – "*employee and downtown residential parking*".... Is this statement intended to refer to residences in the downtown core, but not the "*adjacent [residential] neighborhood*"?
 - Page 6 – "*a) On-Street System (downtown)*".... In this application, was "downtown" intended to refer to the downtown core/enclave/district/zone only or downtown core plus office properties or the entire study area?

3. The data collection has some gaps and some critical assumptions need to be made to make reasonable findings with the data.

- Understanding the past can often be very useful in understanding the present and forecasting the future. The committee should be given a comparison between the previous studies data and this study's data.
- Both the 1998 and 2002 parking studies subdivided their study areas into the same three zones. Then the 2002 parking study made comparisons between the findings of the two studies.



1998 study -publicly controlled spaces only

<u>By zone</u>	<u>On-street</u>	<u>Off-street</u>	<u>subtotal</u>	<u>Peak Hour</u>	<u>%</u>
Zone 1	331	204	535	12 to 1 pm	85%
Zone 2	143	130	273	1 to 2 pm	66%
Zone 3	<u>248</u>	<u>124</u>	<u>372</u>	<u>2 to 3 pm</u>	<u>56%</u>
subtotal	722	458	1180	1 to 2 pm	70%

2002 study - publicly controlled spaces only

(counted 10/25/01)

<u>By zone</u>	<u>On-street</u>	<u>Off-street</u>	<u>subtotal</u>	<u>Peak hour</u>	<u>%</u>	<u>turnover</u>
Zone 1	328	202	530	1 to 2 pm	84%	1.3 hr
Zone 2	144	132	276	12 to 1 pm	75%	1.7 hr
Zone 3	<u>248</u>	<u>160</u>	<u>408</u>	<u>2 to 3 pm</u>	<u>66%</u>	<u>1.7 hr</u>
subtotal	720	494	1214	1 to 2 pm	74%	1.3 hr

Notes for above studies:

1. Only minor variances occurred from 10 to 3pm
2. Total turnover rate of 1.3 hr for 2002, was taken from the 2016 "parking 101"
3. In the 2002 study, "moving to evade" violations were about 60 per day which the author of the 2002 study considered insignificant in the study.

April count with both private and public spaces

	<u>all spaces available</u>	<u>all spaces surveyed</u>	<u>Peak hour</u>	<u>%</u>	<u>w/o permit Turnover</u>
On-street public	1805	1333	1:30 to 2:30	73.3%	1.62
Off-street public (+/-)	1012	1012		61.7%	
Off-street private (+/-)	<u>2986</u>	<u>1638</u>		<u>58.4%</u>	
off-street subtotal	3998	2650	2:30 to 3:30	59.7%	

- o The consultant has the data needed to make a comparison between the findings for 2002 and by 2016 for the same zones 1-3 for only publicly controlled spaces. For example, this comparison would include how many public surface parking lot spaces were eliminated from the development of the garage and lost in the sale of public parking lots since 2002. For example, a map in the 2002 study depicts lots P3, P4, P5 and a majority of P8 which no longer exist in 2016. The net gain since 2002, is only about 273 parking spaces. I counted the current on-street spaces and figures below exclude 39 ADA spaces and 15 police spaces.
- o SEE THE MAP ON THE PAGE 5 TO SEE THE LOCATIONS OF LOTS P3, P4, P5 AND P8.

Public controlled parking spaces

	<u>By zone</u>	<u>On-street</u>	<u>Off-street</u>	<u>subtotal</u>	<u>Peak hour</u>	<u>supply used</u>
2002	Zone 1,2,3	722	458	1180	1 to 2 pm	70%
2016	same area	617	836	1453	1 to 2 pm	????

- In “Parking 101”, the consultant has stressed the importance of the 85% rule by the use of a triangle where the parking supply between 70% to 85% is considered “efficient supply”. The calculation to determine the % of the supply used is a function of the boundary of the area selected and whether the private lots are included in the calculation. Here are several scenarios employing different assumptions to give example of the sensitivity of possible assumptions:
 - If the calculation is performed with the entire study area along with both the private and public spaces, the supply used would be about 54%.
 - If the calculation is performed with the entire study area, but with only the publicly controlled spaces, the supply used would be about 69%.
 - If a calculation is done using the same study area used in 2002, the supply used may exceed 85%.
- Should this study assume any of the private parking lot spaces would be shared?
 - Example #1 – The April count for lot 45 found the lot supply used peaked at 64.90%. As the property manager for this lot, I can state the finding gives a false expectation for several reasons. Three of the spaces are ADA spaces and cannot be counted on. Eight of the spaces are visitor spaces and over a ten year history, this is the appropriate quantity of visitor spaces. It should be mentioned that early attempts to rely solely on on-street parking for visitors, was a disaster. The remaining 46 spaces are shared by seven companies and each of the 46 reserved spaces are assigned to a specific employee. There are no vacant spaces on the center’s parking management spreadsheet. A final factor is one of the larger suites is understaffed at the present time.
 - Example #2 – The April count for lot 60 found the lot supply used peaked at 62.3%. I spoke with the original developer who still occupies one of three buildings that utilizes this parking lot. He stated one of the building is currently understaffed. Historically, he stated his parking lot achieves a much higher utilized percentage. Having visited this center nearly every week for over ten years, I can testify he is correct.

[Editing note: I should point out there are several discrepancies between the lot #'s in initial inventory of spaces in the handout of meeting #1 and the lot #'s in the count presented in meeting #4. The consultant should look for typos. Also, there is a strange situation in lot 82 which needs some clarification. The consultant labels this parcel as “Alexander Drake” with 92 spaces. Diamond Parking service sells permits for a portion of this lot which they referred to as Hospital Hill. Is there a public parking lot between Double Tree and Alexander Drake? Is this a voluntary shared parking lot or did the city retain rights to 25 spaces when they sold the original “P8” parking lot? The map on page 6 shows the location of the P8 parking lot.]

4. **Initial feedback of a limited number of office owners with private off-street parking lots.**

- I conducted a small survey of the office owners in a few properties and the findings were unanimous relative to their parking lots.
 - The Guiding Principles employs the following phrase on multiple occasions. *“.....All users and beneficiaries should have a role in the implementation of parking lot management.”* These office owners that have already provided for sufficient off-street parking for employees and visitors do not feel they should have a role any city controlled parking lot management.
 - These office owners do not feel they should have a role in the funding of any city controlled parking management plan including but not limited to the funding of future spaces for future developments.
 - These office owners do not feel inclined to enter into any public/private partnerships to *“coordinated management”* relating to the present or future parking needs.
- The survey was very limited, but the strong reactions received suggest seeking partnerships will be a very difficult task. In addition, one of the owners surveyed sat on the 2002 downtown parking committee and recalled a similar attempt to “encourage” the sharing of the private lots was unsuccessful. This history was confirmed by a tenant who on the council in 2002. Here are some of the reasons given:
 - Liability – The suggestion that using signage would protect the owner from possible litigation was not taken seriously. In the present day litigious environment, a plaintiff’s attorney will not be easily discouraged by one or two signs. Visions of signs at each stall popped into mind. Also, cases are often pursued not on the expectation that a case can be won, but in hopes that a settlement will be secured to avoid the defense costs.
 - Insurance requirements – The owner’s insurance carriers may not allow for a sharing of the parking lot.
 - Fairness – The parties who spent money to acquire the land, construct the parking lot and maintain the parking lot, do not feel they should share parking with landowners who seek to avoid paying for the benefit of parking.
 - Lease requirements – The current leases for properties typically assign all the spaces to the tenants and the terms cannot be easily changed.
 - Change in needs – A property may might change its use which will force any partnership to be temporary.
 - Lender requirements – An owner’s lender may not approve of a sharing of the parking.

5. Interpretation of data collection –

Unfortunately, there was not much time for the interpretation of the April data collection in meeting #4. Perhaps there will more time for interpretation in the next meeting. Please consider these observations and additional data:

- The weekday data has far more importance than the weekend data, in addressing parking supply needs.
- The two areas of on-street parking which seem to fill up the earliest are the south end around city hall and the north end around the county buildings. In both cases, public employees appear to use a substantial number of on-street parking near their offices.
- The streets around the county buildings are outside the existing parking district.
- According to Diamond Parking Services, the city has about 120 employees. The parking along Louisiana Avenue seems to be almost exclusively vehicles with city “staff” permits. Diamond Parking Services does not sell the city “staff” permits and could not be sure who pays for the staff permits or if anyone does.
- The lower floors of the parking garage are signed for visitors only and were mostly empty when I walk the garage last this week. In the last DSAC meeting, there was some discussion accuracy of the parking count in the garage. I found the reported count of about 50% to be reasonable.
- A map available online or from Diamond Parking Services indicate permit costs are different in different areas. (copies also attached) Please note the green permit area is dominated by “staff” parking permits.
- Also attached is the total permits sold by month including where the permit is to be used.

Historical background data on the parking garage for any curious committee members:

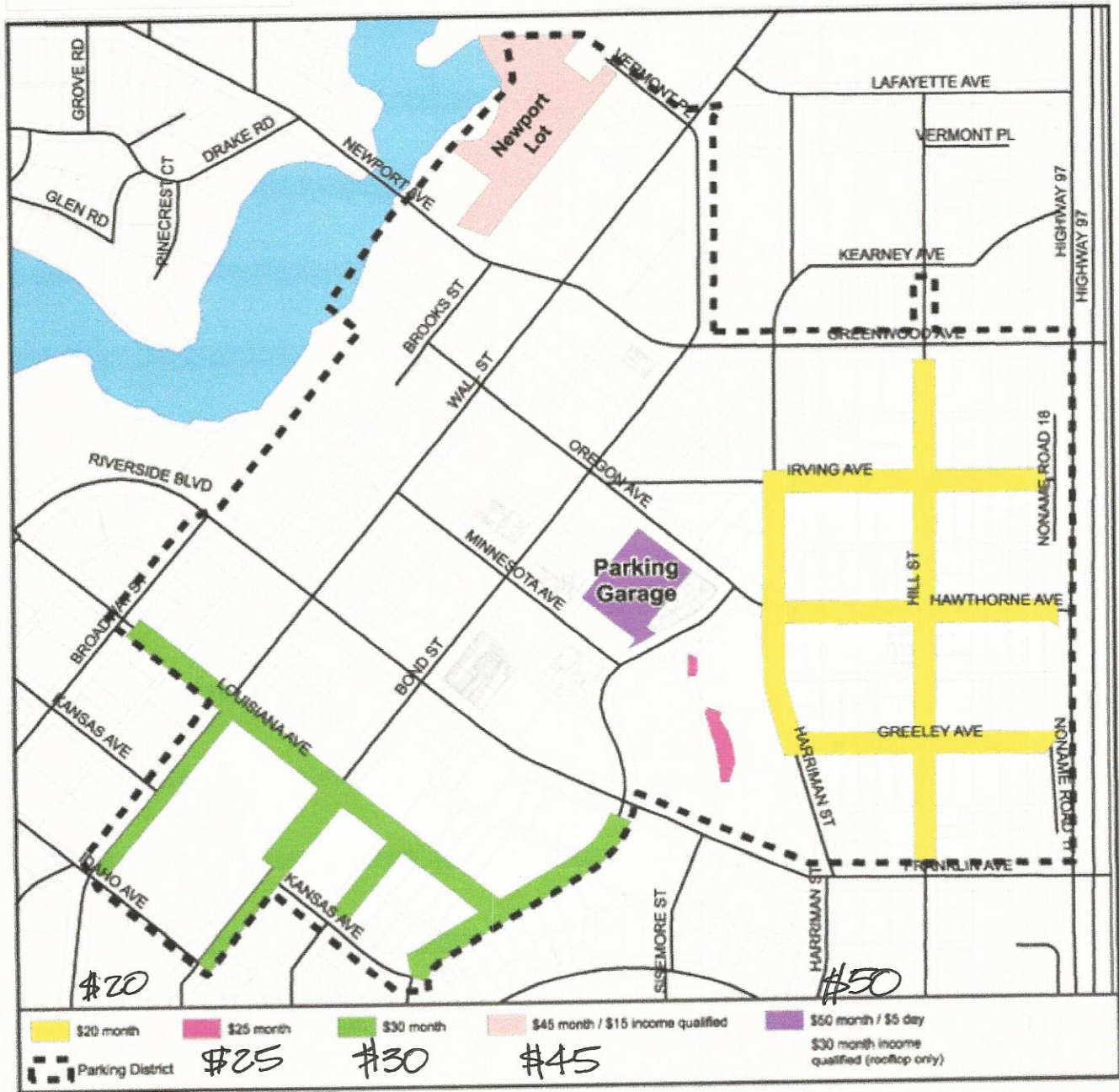
- The parking garage was opened in the second quarter 2006 after about 14 months of construction for a cost of about \$9.7M (5/27/06 article in Bend Weekly).
- The construction was funded by an urban renewal district. The construction financing was paid off by some time in the 2011-13 fiscal period (published city budgets)
- The fines and permit revenue generate slightly more income than the expenses incurred to operate the garage and the other public surface parking lots. The current parking program is self-sustaining (published city budgets).
- About \$1M was collected from in-lieu-of fees during the last decade’s CB zone building bubble. No additional fee has been reported since the 2009-11 fiscal report (city budgets).
- In the 2015-17 fiscal budget, \$1.37M has been set aside in reserves for future parking supply.

Downtown Employee Parking Permits



841 NW Bond Street, Suite 7
Bend, Oregon, 97703
541-317-2805

There are over 3,000 employees who travel in and out of downtown each day. In order to reserve prime 2-hour parking on the streets adjacent to restaurants and shops, employees are encouraged to park in designated area. See Map. You can purchase a monthly permit through Diamond Parking. If you have questions about the employee parking permit program, please inquire with your employer or Diamond Parking. If you are an employer and wish to learn about the parking permit program for your employees, contact Diamond Parking.



ACCESSIBLE PARKING

Employees who require accessible parking should work with their employer to find the most appropriate long-term parking to meet their needs.

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Total Permits Sold by Month

	Garage		Louisiana		East Area On-		Newport Lot		Residential	Total
	Garage	Roof	On-Street	Hospital Hill Street	Hospital Hill Street	Street	Reduced Rate	Rate		
July '15	228	83	139	19	83	17	35	10	614	
Aug. '15	231	87	139	20	86	17	30	11	621	
Sept. '15	239	86	140	19	93	17	31	11	636	
Oct. '15	237	80	134	15	93	25	34	10	628	
Nov. '15	248	84	135	14	93	15	46	10	645	
Dec. '15	259	84	141	15	100	15	53	11	678	
Jan. '16	266	87	153	15	102	14	47	7	691	
Feb. '16	268	86	152	15	108	15	40	8	692	
Mar. '16	274	93	156	18	112	15	39	8	715	
Apr. '16	246	94	180	24	112	15	36	8	715	
May '16	263	97	177	31	110	15	42	8	743	
June '16	268	98	174	30	124	21	48	8	771	
Average	252	88	152	20	101	17	40	9	679	
Total	3027	1059	1820	235	1216	201	481	110	8149	

6. Strategy Development –

- At meeting #4, there was a great deal of time spent on the fine tuning of the wording of the “draft” Guiding Principles. Most committee members seemed unaware that any document at this stage, is only a draft and will surely need some modification as the committee looks at “strategy development”. There are a number of concepts presented that should be validated and their implementation investigated before setting anything in stone.
- In this same meeting, there was a suggestion to lay out the sequence of the tasks remaining to be undertaken to complete the plan. After re-reading the initial meeting’s agenda and its powerpoint presentation, it should be noted that staff provided a good list of tasks by “type of tasks”. The committee might appreciate this list of tasks to be reformatted into a “sequence of the tasks” with enough detail to include milestones for revisiting the Guiding Principles.
- There are a quite a few hurdles to be discussed to determine how these proposed measures might be implemented and what measures will have any impact. Here are some observations:
 - The consultant has built up an excessively high expectation on the potential number of shared private parking lot spaces. If I recall the consultant’s math correctly, he highlighted all the potential private lot spaces found unoccupied as potential shared spaces. This math would imply the usage would then be 100% instead of following the 85% rule. If all “shared” spaces follow the 85% rule, the potential surplus would be about one-half of the amount the quoted by the consultant in meeting #4. Based on history and the previously mentioned survey, I believe that sharing should not be counted on without a more formal verification effort.
 - What “role” would the owners of private parking lots agree to accept? An answer to this question may be the more important for this parking management plan than any future counts?
 - People are motivated by what is most convenient and what is the least cost. Please note how fast the “free” parking fills over 85% of lot# 46.
 - How do you increase compliance and increase fine collection on violators? The statistics for collection rates for violators are shown in the city fiscal budget reports. For many years, the collection rates were about 60 % for on-street spaces violations and 30% for garage violations. In the last city budget, the collection rate was about 50% for each.
 - How much overlap will there be between a future parking manager and the current parking services responsibilities? In other words, will the cost for a

parking manager be partially offset by a reduction in needed parking services?

- Is there a present need in the supply? It would be premature to make any predictions until the summer count data is shared and “interpreted”. There are several specific needs that seem to need some attention:
 - Employee parking in residential neighborhoods
 - Underutilized parking in the garage lot and the Newport parking lot.
 - Perhaps parking in excess of 85% in some localized area.
 - Education and communication
- Based on the April count, my guess is that there is currently enough public controlled parking supply for the parking need if more vehicles with permits were parked where the abundant supply exist. The problem is that vehicles are not parking where the supply is the greatest. The best solution is usually the easiest to implement and comply with. One of the committee members summarized it best at the last meeting. **It has to be easy**. There is an easy solution for the current needs:
 - More employees should be parking in the garage during the day. Please consider reducing the number of permits being sold for on-street parking to direct more employees to the garage. A side benefit of this strategy is the educating of the employee on the location of the garage, is much easier than educating the visitor on the location of the garage.
 - Use the permit pricing to encourage permit parking at the Newport lot. Make it free to offset its distance to the core (remember lot # 46).
 - Make the on-street parking permits more expensive than the garage permit. The current rate structure has the garage permit as the most expensive permit which encourages the sales of on-street permits.
 - Limit the number of staff permits on the south end of downtown. Some of the public employees need to park in the garage (or perhaps their employer require the employees to use alternative modes of transportation as a condition of employment).
 - Should the county employees obtain parking permits?