

How they park?

A study of Parking Characteristics in Eugene

TO: Rob Inerfeld and Steve Nystrom
FROM: Gayathry Lakshminarasimhan, Chase McVeigh-Walker, Clayton Stilwell
DATE: March 15, 2013
SUBJECT: Parking characteristics of Eugene

EXECUTIVE SUMMARY

This paper aims to summarize work completed in an effort to identify the following:

- Parking characteristics of multi-family developments in the West University Neighborhood (WUN)
- Parking characteristics of Heron Meadows, Terraces at the Pavillion and The Pearl
- Developer perspectives on parking for multi-family developments
- Sample best practices for Maximum Parking limits in U.S. cities

The city of Eugene can consider the key findings when and if a parking maximum codes are considered. The WUN is characterized by a relatively high density of multi-family developments with a variety of parking compositions. The area is networked with bus stops and bicycle infrastructure, making it an excellent candidate for a parking maximum code.

Additionally, a survey of best practices shows that parking maximums along key transit corridors such as along bus rapid transit routes or main bus lines can reduce vehicle miles travelled (VMT) and increase transit ridership.

With the implementation of codes similar to the best practices in parking maximums, the city of Eugene can effectively manage future parking infrastructure along transit corridors and in the WUN. The intention of this report is to provide observations and key findings to the City of Eugene Planning department based on research conducted and analysis of site visits.

INTRODUCTION

Eugene's Downtown core is experiencing revitalization. The WUN is experiencing to undergo expansion of multi-family developments primarily for use by University of Oregon students. The population of Eugene is expected to grow over the next several decades. These factors, combined with the influence of parking availability on vehicle miles travelled, will influence the prevalence of automobile transit in Eugene for the long term. Currently, there is a parking exemption for developments in the Downtown core and minimum parking requirements for other Eugene neighborhoods. There is not a maximum parking code for residential developments.

This project will seeks to gather and interpret data on parking characteristics at a number of multi-family developments and from the perspective of multiple developers in an effort to better understand utilization rates and developer/investor motives as they pertain to new-development parking allotment.

RESEARCH METHODS

Background

During the first planning meeting for this project, Rob Inerfeld and Steve Nystrom identified a need to gather information about parking characteristics for existing multi-family developments in Eugene's periphery (land outside the Downtown core and WUN) and the WUN with a limited-scope case study. Rob Inerfeld and Steve Nystrom together with input from the authors of this paper selected three multi-family developments for the limited-scope case study. We visited Heron Meadows, a multi-family apartment complex, and Terraces at the Pavillion, a multi-family condominium development and The Pearl, a multi-family, single structure apartment building. The first two fit the profile for periphery developments, though Terraces at the Pavilion is in a highly developed area near Coburg Road, and The Pearl met the requirement for a WUN property. All three properties' parking facilities were documented with photographs and notes.

Research Methods: Site Visits

Heron Meadows

Heron Meadows is a multi-family apartment complex located in West Eugene approximately half of a mile west of the Randy Pape Beltline Highway on Royal Avenue. The property is one-tenth of a mile from the nearest Lane Transit District (LTD) bus stop. The property has 23 apartment buildings with a network of roads providing on-street parking as well as access to the apartment buildings. Throne Drive connects the property to Royal Avenue and loops around without a second connection to an external roadwar. North of the Throne Drive loop,

Unthank Street connects to Throne drive and likewise has on-street parking along its length within the boundaries of the property. Unthank Street exists the property to the West and concludes nearby at North Danebo Avenue.

On-street parking along Unthank Street and Throne Drive is unassigned and unmarked. Assigned parking for the residents comprises 23 distinct lots of variable size, each with half of their parking volume covered and half uncovered. Heron Meadows also has seven free-standing garage structure, each with four or fewer individual garages.

Terraces at the Pavilion

Terraces at the Pavilion (TP) is a multi-family condominium development with 50 units, located on Rustic Place which connects to Coburg Road about 470 feet northwest of the property. The nearest LTD bus stop is one-tenth of a mile northwest of the property on Coburg Road. The site has two access points: the main access on Rustic Place and secondary access through shared parking with the commercial properties northwest of TP.

Terraces at the Pavillion's parking is primarily garage parking with the remainder of the parking located in small driveway parking spaces set into the front face of the condominium buildings. There was a single freestanding garage building with six garages (see Figure 1).

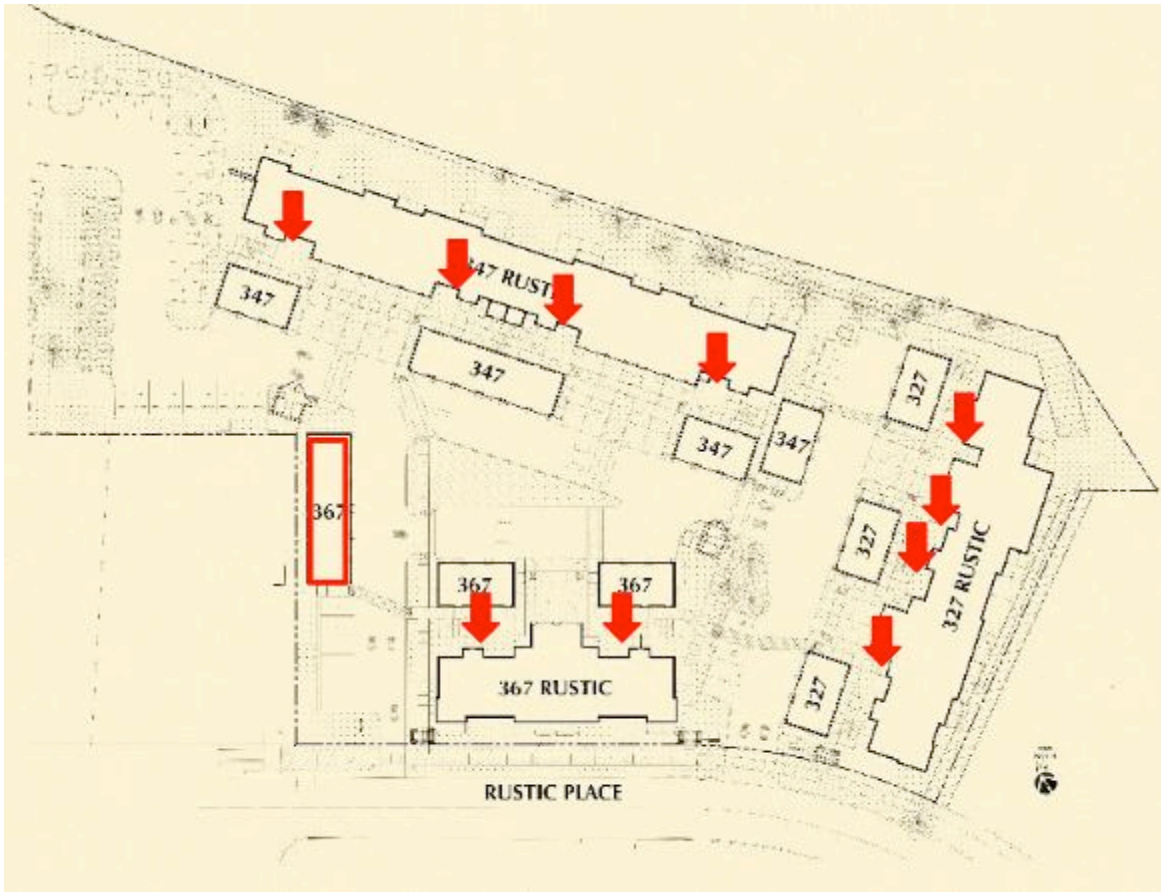


Figure 1: Map of Terraces at the Pavillion showing recessed driveways (arrows) and stand-alone garages (red outline)

The Pearl

The Pearl is a single building, multi-family apartment development with approximately 100 units marketed as upscale, primarily to students. The building footprint occupies more than one-quarter of the block surrounded by High Street to the east, Pearl Street to the west and 16th Avenue and 17th Avenue to the north and south, respectively. All but four of the 110 parking spaces for the property are located underground in a single-story parking garage occupying the same footprint as the above-ground elements of the structure. The entrance to the parking garage is on High Alley near 17th Avenue. There are many nearby LTD bus stops, including four within one-tenth of a mile.

Comparisons

Heron Meadows and Terraces at the Pavillion, while different in their purpose and pricing (low-cost apartments and luxury condominiums, respectively), illustrate two dramatically different examples of parking characteristics for multi-family developments. They each are located approximately one-tenth of a mile from LTD bus stations, but Terraces at the Pavillion, located in the heavily developed Coburg Road area, is a short walk across the Ferry Street Bridge from the Downtown Core. Heron Meadows, on the other hand, is relatively isolated in a residential area, with bus travel taking from 47 minutes to more than one hour to reach the Downtown Eugene LTD bus station.

The difference in location and surrounding land use help explain the difference in parking infrastructure at Heron Meadows and Terraces at the Pavillion. Residents of Heron meadows can travel to the Downtown Core in 15 minutes, or access the Randy Pape Beltline for quick automobile access to much of the rest of Eugene or Springfield. This helps to explain the abundance of parking spaces at Heron Meadows.

West University Area Site Visits

Additional properties were surveyed within the WUN (marked on Figure 2 as the area in between the Red lines and the Yellow lines). The area was cased by foot, and photos were taken of the various forms of parking and how it was incorporated/associated with the corresponding properties. in the appendix, you will find photos taken from the walking tour representing and indicating the various forms of parking identified in the WUN..

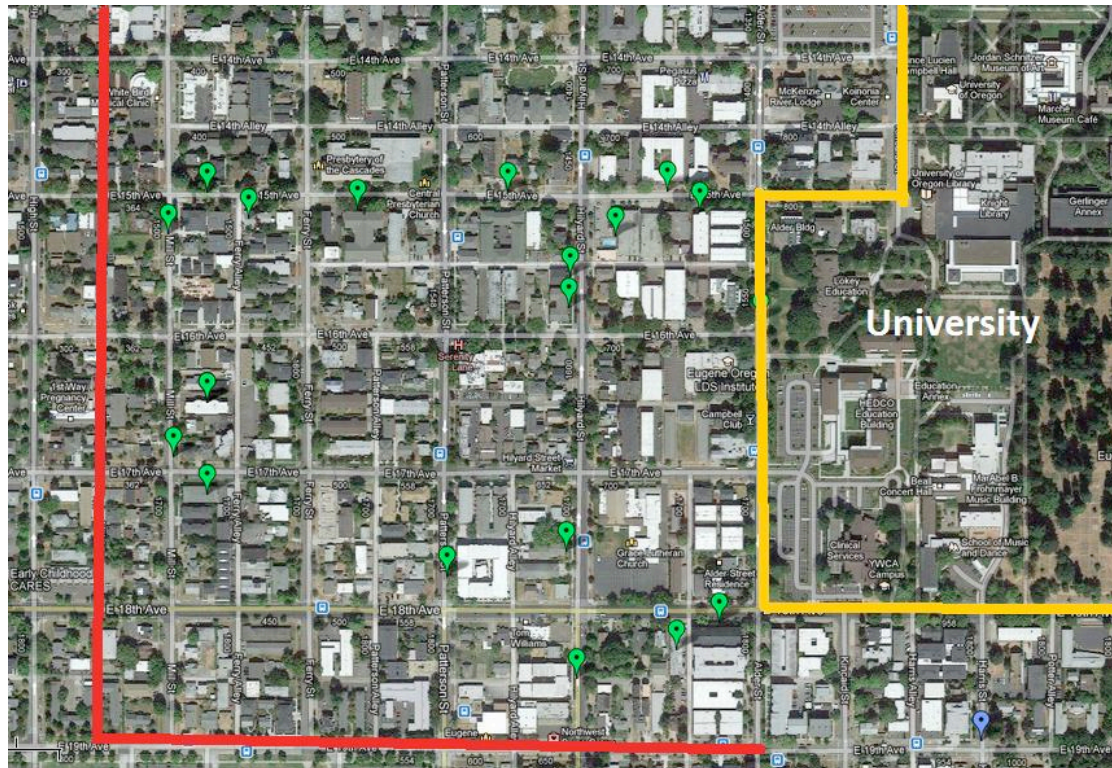


Figure 2: Map of West University Neighborhood “Walking Tour”

Generalized trends in parking infrastructure according to size of developments

- Larger developments tended to feature a parking garage that did not extend past the parameter of the buildings footprint or utilized street parking.
- Medium sized developments introduced two other parking options to the area surveyed; Carports integrated into the buildings structure and uncovered, separated parking lots.
- Small multifamily developments (of which were few and far between), utilized widened driveways for parking.

Developer Interviews

Understanding developer perspectives is valuable to understanding influences behind current trends in parking characteristics for multi-family developments. To gain a better understanding of developer perspective, we conducted interviews with two developers the clients suggested. Dan Neal and Hugh Prichard both develop multifamily apartment properties in the WUN and throughout Eugene. These interviews were conducted via email and over telephone calls. The aim of the interview was to:

- Understand the motives behind parking volume related decisions for new developments

- To identify specific incentives that would motivate them to provide more or less parking spots than the amount they currently provide
- To gather information about the provided parking in their largest and smallest projects

Survey of Property Managers

An integral part of the project was to conduct a survey of as many property managers in the WUN as possible. The primary objectives of the survey were to understand the prevailing parking trends among individual multi-family properties in the WUN, methods by which the property managers allocate and the charge for tenant parking. The survey focused on five components:

- Basic property characteristics
- Tenant demographics
- Volume of parking
- Cost of parking to tenants
- Property access to car share program

In the first component of the survey, *the basic property characteristics*, names of the property and property management group, year of construction and the address of the property were collected. This helped in understanding the recent growth of properties in the area and the proximity of these properties to the university which defines the trends in vehicular usage as most tenants in the area are students.

The *planning detail of the property* provided information regarding the total number of units and their segregation based on bedroom capacity per unit. The *apartment demographics* component provided the number of tenants and detail about whether they were student, families or single tenants. This part of the survey helped gather information on the actual parking demand in the apartment. Next segment of the survey was dedicated to acquiring the actual number of parking spaces provided by the property management group to the tenants both onsite and offsite. Information on cost factor related to the provision of parking space was also gathered to better understand demand. The final component was directed towards understanding the role of apartments in the promotion of car sharing programs that are upcoming as a sustainability drivers in the city.

The main property management groups approached for the survey were Property Management Concepts, Capri Apartments, Bell realty, Von Klein Properties and Paradigm Properties. The methodology used for conducting the property manager's survey was very flexible. There were three approaches used for the survey distribution.

- Survey via telephone

- Online survey using Qualtrics
- Physical survey distribution

Currently, as a result of the peak in property rentals, it was difficult to get the desired level of responses from the property managers in spite of flexible survey options.

CASE STUDY BEST PRACTICES

San Francisco

While once a municipality requiring a parking spot per new dwelling according to the Institute for Transportation and Development Strategy (ITDS), investment in transit, gradual replacements of off street parking minimums with parking maximums, parking unbundling, proactive on street parking management, has transformed S.F. into a progressive, innovative city in parking infrastructure. The ITDS report also indicates that only 70% of the city's population own a car. This proportion is relatively low due to the city's high density developments and properties pre -dating off- street parking mandates.

Portland

In Portland, Oregon, the allowed number of parking spots for a particular development are an "entitlement" that can be transferred or sold to another development if unused. This parking management parallels the "Parking unbundling" found in San Francisco. By enabling the City to effectively control the parking supply, developments that would otherwise be restricted without additional parking are able to thrive. The dichotomy between projects requiring excess parking and projects that require less parking are able to interact and mutually benefit from transferable parking entitlements.

KEY FINDINGS

Site visits and walking tour

- Parking characteristics for multi-family units in the WUN are highly variable, even among properties of similar size
- Heron Meadows was the only site visited with a high volume of above-ground parking

Heron Meadows' relative abundance of parking volume with more than one space per unit and additional abundance of on-street parking reflect its distance from amenities such as shopping and the downtown area and other densely developed areas. Transit access to Heron Meadows is limited. Access to higher quality transit service such as to LTD's EmX bus rapid transit, coupled with a parking maximum would have a significant impact on the property footprint and likely a similar impact on the VMT resulting from tenants.

Developer Interviews

- For most of the developers the primary motives for determining number of parking spaces for a new development is code compliance. But some developers think about both short term and long term benefits and provide parking spots more than required by the code and this decision of theirs is market driven. The more parking spots they can have higher levels of rent.
- With regards to incentives for supplying less or more parking space, the developers were interested in possible deductions in the System Development Charges (SDCs) provided by the city.

Key findings from Property Survey

- Most properties in the West University area have students as tenants who share bedrooms within a dwelling unit.
- The car parking slots are allocated based on the number of unit on the property but the total number of actual tenants exceeds this number as a result of unit share among the students. This quantitative difference shows a higher probability of one tenant per dwelling unit owning a car but further in depth data collection has to be done to establish if the students share the car.
- There was a mixed trend observed in charges for the car parking facility. In some management it was a part of the rent per unit and in some cases it was not charged and in others, there was a fixed monthly charge along with the rent.
- Another important finding was that none of the survey participants facilitate car sharing programs currently on their property.

Key Findings from Case Studies

Parking Maximums and Transferable Parking Entitlements:

- **Parking Maximums and Transit Corridors**

In San Francisco, Parking Maximums have demonstrated binding effects between new developments and the comprehensive neighborhood plans. S.F.'s parking maximums range anywhere from 0.5 to one space per unit. The maximum changes as factors differ between developments. Some factors most associated with differing parking maximums include accessibility to public transportation, and density.

- **Parking Unbundling**

Also found in San Francisco is the concept of unbundling parking. Unbundled Parking involves legally relinquishing parking spot from the residential unit and selling or renting the spot to another buyer. There are complications to parking unbundling. It is hard for the city to assess the land that is occupied by said unbundled spots.

Existing city code examples from case studies

The Transportation Equity Act for the 21st Century (TEA-21) allows business to give employees up to \$100 per month in tax free transit subsidies.

Portland's Title 33 Planning and Zoning Code addresses residential parking maximums according to district/ sector. the parking maximums range from 1.35 spaces per residential dwelling unit in the "University-Downtown Sector" to 1.7 spaces in the "River District-Downtown Sector". (See the Portland Zoning Code for better specified information pertaining to Title 33)

CONCLUSIONS AND NEXT STEPS

To better understand utilization rates and developer/investor motives as they pertain to new-development parking allotment, the city of Eugene's planning department should consider the following:

- Incentivize car sharing programs and better manage infrastructure
- Incentivize public transit
- "Unbundle" accessory parking
- Prohibit Surface/above grade parking
- Encourage Stacked parking

Since development of multi-family student-oriented housing is slowing but on-going, the city still has an opportunity to analyze the impact of a parking maximum code for the WUN. The area has abundant access to LTD bus service as well as a high concentration of cycling infrastructure. A parking maximum in the area could mitigate the impact of future development on the parking density in the area while possible impacting the VMT associated with student owned passenger vehicles.

Expansion of the LTD EmX service along West 11th Avenue, together with projected population increases in Eugene over the coming decades combine to make targeted parking maximums along transit corridors an excellent opportunity along West 11th Avenue. Further expansion, if any, of the EmX service woul provide similar opportunities for parking maximums.

APPENDIX:
Survey questions

- 1) Number of Units in the apartment:
- 2) Number of Bedrooms:
- 3) Number of Tenants:
 - Number of Single Tenants:
 - Number of Families:
 - Percentage tenants who are students:
- 5) Total number of available parking spaces:
 - Number of Onsite parking spaces:
 - Number of On-street parking/Off-site parking (provided by you):
- 6) Percentage or Number of tenants owning car:
- 7) Are tenants charged for parking spaces?
 - If yes, how much?
- 8) Is there a cost difference between covered and uncovered parking spaces?
 - If yes, how much?
- 9) If parking is not supplied at the property, are 3rd party lot permits included with rent?
- 10) Is there a development-associated car share program?
 - If yes, is it in partnership with neighboring developments?
 - If yes, what car share program?
 - If yes, do you feel tenants utilize the car share program?

List of surveyed properties by Name, Property Management Company and Address

Name of the Property	Property Manager	Property address
West Gate Apartments	Property Management Concepts (PMC) / Eugene Rentals	740 East 13th Ave., Eugene, OR 97401
1448 Hilyard St	PMC / Eugene Rentals	1448 Hilyard St, Eugene, OR 97401
The Anthony Property	PMC / Eugene Rentals	960 East,Eugene, Oregon 97403
Coho Townhouses	Paradigm Properties	633 East 14th Avenue, Eugene, Oregon
The Pearl	Von Klein Property Management	1661, Pearl street, Eugene, OR 97401
Capri Eugene Apartments	Capri apartments	1863 Kincaid St

First Client Meeting Minutes

Meeting Minutes

Project Name: "Parking a Prevalent Problem"

Date and time of the Meeting: January 23rd 2013, Meeting commenced from 4:00 p.m.

Location of Meeting: Suite 400, "Garden Room", Wells Fargo Office, 99 E Broadway, Eugene

Team Members Present: Gayathry Lakshminarasimhan, Chase McVeigh-Walker, and Clayton Stilwell

Team Advisor: Larisa Varela

Clients: Rob Inerfeld, Transportation Planning Manager, City of Eugene

Steve Nystrom, Principal Planner, City of Eugene

City of Eugene

The meeting started with a brief introduction of the Oregon leadership in Sustainability program, the clients, team advisor and the team members.

Agenda #1: Brief explanation of City's parking regulation and policy by Rob and Steve.

Discussion: Rob and Steve presented a brief background of the City's parking policies, rules and the problems related to parking in different parts of the city. Explanations were given as to how the city's current policies intend to reduce parking lots and parking facilities in certain areas of the city to encourage public transit, especially the EMX and pedestrian movement. Certain buildings especially in downtown area have been exempt from providing parking for the purpose mentioned above.

Agenda #2: Study of University Housing development and parking

Discussion: The University's housing development in the nearby blocks was identified as one of the major area with parking problems in the city. The primary problem identified was the concept of house sharing among the students, where multiple students stay in one unit of housing and most of them have their own cars. This leads to more cars per unit and with it the parking. The demand for student housing increased exponentially in the last five years and hit the peak one or two years ago. Several new developments in the form of apartments are coming up in the area between 11th street and 18th street especially concentrated in 14th, 15th and 16th street.

Action: This part of the project was given the priority and suggestions were given to the team to do sampling of the area to collect a general parking data as to:

- How many students own cars in those blocks?
- How many students travelled from different states with their cars?
- Whether they pay extra rental for parking space, if so how much?
- How many students from distant parts of the city park their cars in those blocks for proximity?

Agenda #3: Identify and contact developers and property managers

Discussion: Suggestions were given to identify prime developers in the university area and conduct a survey enabling the team to better understand the current parking trends, design, and parking ratios observed across the city and also to get an insight in terms of market place and viable projects. Certain site visits were also suggested to observe the practical issues in developing housing in

existing area and the type of design solution provided by some designers like Gordon Anslow and Professor Nico Larco, Heron meadows to creatively accommodate parking in those sites.

Action: The team must identify and contact participants (developers and property managers) ,distribute survey, do site visits and analyze the data collected and submit a report on it.

Agenda #4: Discussion of certain projects as examples from across the city

Discussion: Certain well known project examples were brought out for discussion like Rexius on west Eugene with its 40 - 60 acre of land getting converted into a multi-family residential complex 460 residential units and 450 parking spots and on the contrast the EWEB project which is aimed towards being more pedestrian friendly development with minimum parking. The other project discussed was the Capstone developer project on 13th and Willamette with 1200 bedrooms and 1000 parking spaces where the question raised was if they are not leasing it completely to students can they serve a larger community with their parking facility.

Action: The team was suggested to conduct and collect data to understand the motive behind their design approach towards parking for each example discussed.

Agenda #5: Comparative study of parking in the peripheral regions of the city.

Discussion: A comparative study of parking patterns observed around downtown and campus and peripheral areas of the cities was suggested to understand the actual demand. A survey for parking demand in commercial strips like Wal-Mart, home depot both at periphery and at center was discussed upon both at festive and non-festive time periods.

Action: Based on the time remaining, the team was to conduct the survey mentioned above.

Agenda #5: Policy research on maximum parking limits implemented in other cities

Discussion: The topic for policy research was chosen to be a study of maximum parking limits. Currently the city of Eugene has extensive surface parking. The number of parking for commercial buildings is a minimum of 125% and for residential units it has been decreased to one from two, which is low compared to several other states in the US.

The meeting ended at 5:00 pm PST.

Future Agenda Items: Significant progress by the team is expected to be presented by the next scheduled meeting.

Next Meeting: Yet to be confirmed

Minutes Prepared By: Gayathry Lakshminarasimhan, Team member.

Select photos from initial site visits:



Heron Meadows Building and Parking Overhead



Typical parking area at Heron Meadows



Garage parking at The Pearl



Integrated garages and small driveways at Terraces at the Pavillion

Select photos from the Walking Tour:



Example of a "Large Development"



Example of a "Medium sized development"



Stacked parking found at “The Calvin”



example of a Small development (“Driveway Parking”)

Work Cited

Weinberger, Rachel, John Kaehny, and Mather Rufo. "U.S. Parking Policies: An Overview of Management Strategies." *Institute for Transportation and Development Policy*(2010): 1-86. Feb. 2010. Web. 20 Feb. 2013.

United States of America. Bureau of Planning. City of Portland, Oregon. *Portland Zoning Code*. Portland: n.p., 2013. 1 Mar. 2013. Web. 12 Mar. 2013.