



FAIRHAVEN AREA PARKING MANAGEMENT

A REPORT BY THE FAIRHAVEN PARKING TASK FORCE - DRAFT

DATE TBD



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1.0 INTRODUCTION

During its review of the Fairhaven Neighborhood and Urban Village Plan in March 2012, the Transportation Commission recommended that the City form a task force comprised of members of the Commission, the Old Fairhaven Association, the Fairhaven Village Association, and the Fairhaven Neighbors Association, along with staff from Public Works.

On June 6, 2012, the City Council directed staff to create a task force to identify remaining parking management issues in Fairhaven.

The Fairhaven Parking Task Force convened in May 2013, following the City Council's request to review the Fairhaven Parking Plan and make recommendation to the Transportation Commission and the City Council for implementation of various parking management tools and cost mechanisms.

Quoting from the 2012 City of Bellingham Neighborhood Plan FAIRHAVEN, adopted in August of 2012, the Task Force was established to:

"Address the needs for future parking supply improvements and demand management through creation of a "Fairhaven Parking Task Force". The task force could be staffed by the City's Public Works Department and include representatives from the Transportation Commission, the Old Fairhaven Association, the Fairhaven Village Association and Fairhaven Neighbors. The task force should be charged with developing a unified parking plan, implementing strategies and funding alternatives for consideration by the Transportation Commission and City Council. The task force's work should be completed within two years of the date of adoption of this plan. "

2.0 BACKGROUND

{Add description of need and purpose...how we got here and history of parking management planning in Fairhaven}

In addition the Specifically, “Parking management” simply means instituting policies and programs that result in more efficient use of parking resources. Especially where resources are scarce and demand exceeds supply, an effective parking management program can reduce parking demand by 20 – 40%. Parking management strategies can also help achieve a community’s transportation goals by providing motorists with economic incentives for choosing other options to single occupant vehicle (SOV) travel. At the same time, these strategies can provide funding to improve conditions such as pedestrian and bicycle facilities, and resources to expand parking capacity. The primary purpose of this management strategy is to provide operational tools to effectively use existing parking.

It is anticipated that this document will be used to supplement the Fairhaven Neighborhood and Urban Village Plan as well as the next revision to the City of Bellingham Comprehensive Plan.

2.1 Council direction

On June 6, 2012, the Bellingham City Council, by motion, directed the Public Works Department to form a task force to address parking issues in the Fairhaven Area. The Council directed that the task force be comprised of representatives from the Transportation Commission, the Fairhaven Parking District, the Fairhaven Neighborhood Association and the Fairhaven Village Business Association. The Council directed that a report be provided to the Council in August of 2014.

2.2 Task Force

The Fairhaven Parking Task Force convened in May, 2013, following the City Council's request to review the Fairhaven Parking Plan and make recommendations to the Transportation Commission and the City Council for implementation of various parking management tools and cost mechanisms. The Task Force met on the third Tuesday of each month from 6 p.m. to 7:30 p.m. in the Fairhaven Library Fireplace Room. Four organizations chose members to represent them on the task force:

- Transportation Commission (Jim McCabe, Jim Bjerke, Tim Crandall)
- Fairhaven Neighbors (Paul James, Barbara Zielstra)
- Old Fairhaven Association (Robin Robertson, David Starr, Jody Finnegan)
- Fairhaven Village Association (Phyllis McKee, Brad Imus)

City staff participated in an advisory and/or technical expertise role but did not have voting authority. City staff provided meeting materials and background information. Members funneled all communications regarding the taskforce through City staff to ensure public disclosure requirements were met.

2.3 Study Area

The Fairhaven Parking management area is comprised of the core commercial area and surrounding neighborhoods. The management area is shown in figure XX below:

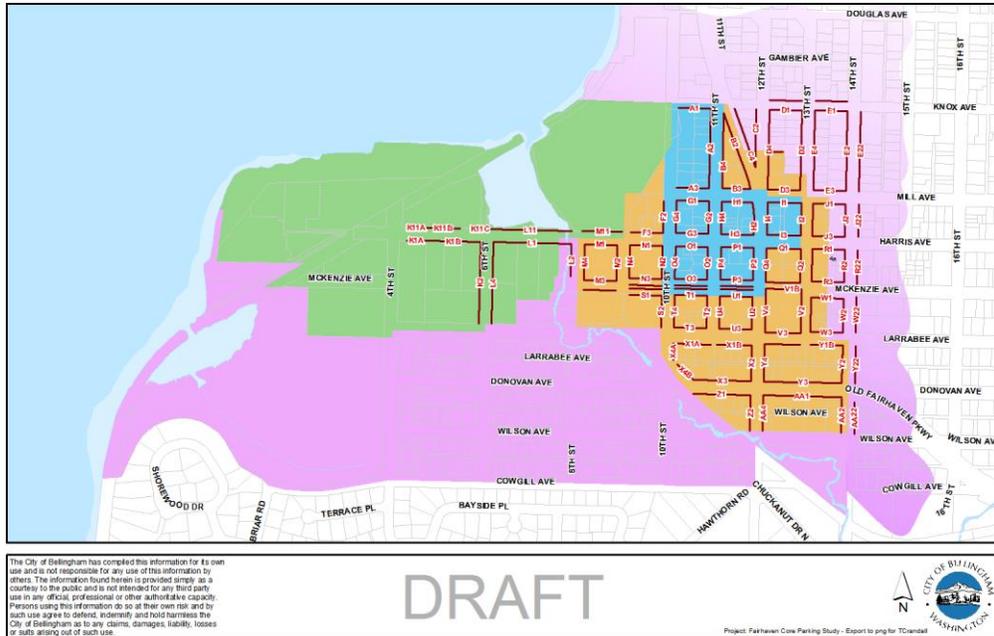


Figure 1

2.4 Reference Documents

The following City documents and references were used in developing this report:

- 2012 Fairhaven Neighborhood and Urban Village Plan, City of Bellingham Planning Department
- 2012 Fairhaven Neighborhood and Urban Village Plan, City of Bellingham Planning
- 2012 Fairhaven Neighborhood and Urban Village Parking Plan, Transpo Group
- 2011 Fairhaven Parking Study Proposed Parking Garage Feasibility Study, KPFF
- 2006 City of Bellingham Comprehensive Plan
- Transportation Commission Resolution No. 2012-02

In addition, the following publications and articles were used by taskforce members

"The High Cost of Free Parking" D. Shoup, American Planning Association Planner Press, 2011

"Hey, Buddy, What Will You Pay For This Parking Spot?" by Steffen Turoff and Carolyn Krasnow

{INSERT OTHER REFERENCE DOCUMENTS AS NEEDED}

2.5 Regulations

The following is an excerpt from the 2012 Fairhaven Parking study:

"Parking requirements in the City of Bellingham are set forth by Bellingham Municipal Code 20.12.010 – Parking. The City has a minimum off-street parking requirement by land use type with a reduced parking overlay for certain neighborhoods including the Central Business District (CBD), Lettered Streets, Sehome, Sunnyland, and York. The City generally does not allow required parking to be met through on-street parking, but does allow for joint parking agreements between properties.

Given the parking constraints in Fairhaven and the Municipal Code off-street parking requirements, the City of Bellingham and Fairhaven Village Association (FVA) established a Parking District (see Appendix B) system in 1994. The District boundaries generally include north of McKenzie Avenue and southwest of Finnegan Way between 10th Street and 13th Street. The District requires residential and lodging developments of 2,500 square feet or larger to provide parking. For other developments that participate in the FVA and are within the District, certain on-site parking requirements are waived based on the Area-Wide Parking Plan (part of the Parking District agreement) in favor of utilizing on-street parking.

In addition, the Tenth Street Parking District was created in 2003. This District covers the area bounded by Harris Avenue, 10th Street, McKenzie Avenue, and 9th Street. The Tenth Street and Fairhaven Parking Districts operate much the same way where commercial parking is provided on-street and residential parking is provided on-site. Both Parking Districts are limited in scope and as more development occurs, parking problems will be exacerbated. Given that the parking districts only include specific properties, future consideration should be given to modification of the agreement or expanding the boundaries to include other commercial properties that are within the Fairhaven Urban Village.

The Parking Districts mainly govern parking supply and do not address management of the public parking and/or monitoring of the on-street parking to ensure that as growth occurs the public parking supply is sufficient. To ensure economic viability of businesses within Fairhaven there needs to be a balance in parking supply. Too little parking supply may discourage patrons; however, too much parking supply would encourage single occupancy vehicle use and reduce the likelihood of using alternative modes, which is a key goal of both the *Draft Fairhaven Neighborhood and Urban Village Plan* and the City's *Comprehensive Plan*. In addition, parking code standards that require excessive parking supply use valuable land, add to developer cost, increase conflict points with additional access locations, reduce development street frontage, and may contribute to traffic congestion." (TRANSP0, 2012)

3.0 CURRENT CONDITIONS

3.1 Inventory and future demand

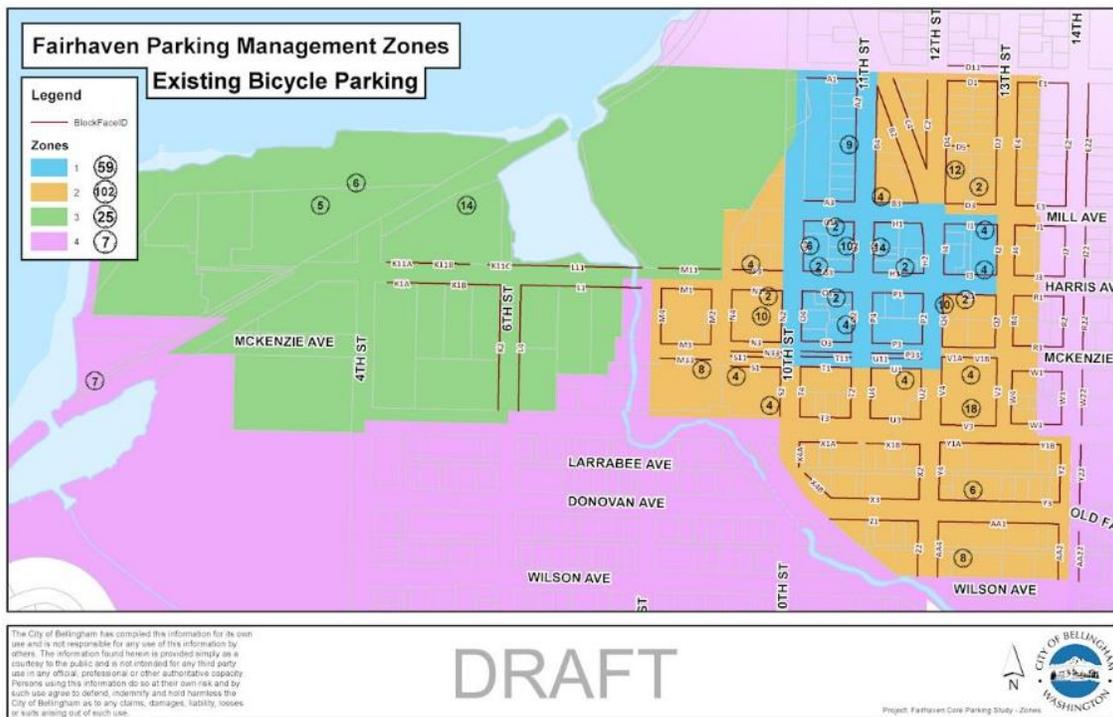
There are approximately 1,000 on-street and approximately 730 off-street parking spaces in the Fairhaven core. Long term Future demand based on City zoning requirements is for 2,300 to 2,800 spaces.

{insert additional description here}

In January, 2014, City Staff counted approximately 985 on-street public parking spaces.

3.2 Bicycle Parking

The Fairhaven area has bicycle rack parking for approximately 200 bicycles. The core commercial area (Zone 1) has parking for approximately 60 bicycles. While there is no central bicycle parking facility, there are low-capacity racks positioned on most blocks in the core area, making it easy for visitors arriving by bicycle to park close to their destination. There are some blocks that could benefit from the installation of bicycle racks to help prevent cyclists from locking their bikes to trees, lamp posts or fence railings.



3.3 Parking Related Safety and Accident history

A review of reported accidents, collisions and incidents shows that there is little to no connection to pedestrian or vehicle accidents and parking in the greater Fairhaven area. Notwithstanding the lack of reportable accidents, safety is an area of concern to the members of the taskforce. The assignment given to the taskforce was limited to parking management and supply and as such a review of non-parking related safety issues is outside the scope of this document. However, the following safety related topics were discussed by the Taskforce and are noted here for reference.

Back-in Angle Parking. Nationwide back in angle parking has seen increase in popularity in the last 15 years. Proponents often cite the safety and convenience of back in versus head in angle parking noting that shoppers can fill their trunks from the sidewalk and have a clear view of oncoming traffic. Where bicycle lanes exist, back in parking allows the driver a clearer view of the oncoming cyclist. Back in parking is commonly used on wider arterial streets.

In Fairhaven, the existing curbs and intersections are constructed to provide head in parking. A conversion to back in parking would likely result in a reduction in available on-street parking inventory. The lack of reported accidents attributed to parking, the absence of striped bicycle lanes, low traffic speeds and potential loss of parking inventory.

Street Lighting: Additional street lighting at the intersection of 12th and McKenzie and 12th and Larrabee were recommended for consideration. While not within the scope of the parking management strategy, street lighting is part of the transportation system. These intersections will be referred to the Public works traffic division for further review.

Pedestrian improvements: Various suggestions related to pedestrian safety were discussed at Taskforce meetings. Topics included the addition of hand held crossing flags, changes in pedestrian activated crossing signals, crosswalks and sidewalks. These types of pedestrian improvements are outside the scope of consideration for the Taskforce but are covered under regular Public Works operations, the Pedestrian Master plan and to some extent the Bicycle Master plan.

3.4 Parking Utilization

The 2012 Fairhaven neighborhood and Urban Village parking plan concluded the following:

- **Supply.** *There are approximately 1,000 on-street public parking spaces and approximately 730 off-street parking spaces within the study area.*
- **Demand/Utilization.** *Overall the parking utilization in the study area is not considered full as the utilization is less than 85 percent. On-street parking is more utilized at 50 to 60 percent while off-street utilization is 30 to 50 percent.*
- **Commercial Core.** *This area was the busiest and most favored parking with peak utilization between 94 and 97 percent and very few available parking spaces.*
- **Outside the Core.** *On-street parking two to three blocks from the core is generally underutilized.*
- **Duration of Stay.** *A majority of the vehicles stayed less than one to two hours for both the on- and off-street parking.*
- **Location.** *Patrons prefer to park near their destination and only tolerate walking a few blocks.*
- **General Parking Operations.** *Overall the existing parking system within Fairhaven is working well.*
 - *Supply is adequate to serve the existing demand.*
 - *Overall parking utilization is well under 85 percent and not considered "full".*
 - *Higher parking utilization is experienced in the commercial core." (Transpo, 2012)*

The task force discussed the 2012 Transpo study to some length. Task Force members had varied perspectives on the validity of the 2012 Transpo Study. In general, the members expressed that the recommendations of management strategies were appropriate. In addition, members expressed that generalizations on overall usage were correct but that utilization rates on individual block faces in some cases had under, or over, counted existing inventory. Some members also felt that the time of year and time of week during which the counts were conducted did not adequately reflect their view of parking availability. Despite concerns related to the parking study the consensus view held that that the conclusions in the study generally reflect the view of parking availability and that recommended strategies for managing parking were sound and appropriate if used at the right time.

3.5 Fairhaven Parking District

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4.0 LAND USE POLICY AND ZONING

4.1 Fairhaven Neighborhood plan

The Fairhaven Neighborhood plan together with the City of Bellingham Comprehensive plan and the implementing ordinances in the Bellingham municipal code establish the land use policy, zoning and development regulations for the Fairhaven area.

Parking requirements associated with new and redevelopment of property are contained within these plans and policy documents. A review or modification of these plans is outside the scope of the Task Force mandate. It is worth including an excerpt from the Neighborhood plan that described possible actions related to parking.

"By the City:

- *Provide incentives for developers to create infrastructure supportive of alternatives by granting parking reductions only in exchange for alternative amenities, i.e., bus passes, secured bicycle parking, pedestrian improvements, etc.*
- *Create bicycle parking requirements for all new development. Require changing and locker facilities for larger, mixed use developments.*
- *Charge developers fees in-lieu-of creating required parking spaces. Reserve funds to improve alternative infrastructure or increase shared parking supply.*
- *Designate pedestrian zones and assign transit priorities to curb space throughout the neighborhood.*
- *Prioritize and improve bicycle infrastructure throughout the neighborhood including installing on-street bike "corrals" in close proximity to bike routes.*
- *Protect remaining on-street parking spaces. Evaluate development plans and reject those that limit or reduce existing on-street parking by installing driveways, fire hydrants or other items that reduce on-street parking.*
- *Adopt a "zero sum" approach that requires that the existing area parking inventory be maintained. If a new development would reduce the number of spaces available, those spaces must be replaced so the total number of spaces available is not further reduced by the development.*
- *Require developers to "unbundle" parking spaces from developments. Do not provide parking spaces in conjunction with any retail or residential unit so that users must pay directly for the parking spaces they use.*
- *Establish new residential parking permit zones to limit spillover into adjacent neighborhoods.*

By the business associations or owners:

- *Create a transit information hub in the neighborhood.*
- *Expand participation in the "Smart Trips" program.*
- *Prioritize and upgrade pedestrian and bicycle, and motorcycle infrastructure so there is room for these alternatives to replace some vehicle trips.*

- *Require employers/property owners to subsidize provision of free transit passes for employees/residents.*
- *Consolidate area residents/employees and negotiate reduced rate bus passes through WTA.*
- *Provide a cash subsidy to area employees that choose not to drive.*
- *Provide late shuttle or taxi service to support off-shift employees.*
- *Identify and acquire fringe-area parking to support area employees and other long-term parkers.*
- *Identify opportunities for and create shared parking assets throughout the neighborhood.*
- *Create and maintain area-wide transportation and parking information, i.e. brochures, posters, and web information. Create corresponding directional signs.*
- *Establish car-share for area residents – require developers to subsidize membership.*
- *Work with the City to evaluate the feasibility of improving/increasing on-street parking, such as:*
 - *Add curb stops on Mill St. east of 12th*
 - *Create angled parking on 13th Street between Harris and McKenzie to angled*
 - *Create angled parking on Larrabee between 10th and 12th*
 - *Create angled parking on 11th south of McKenzie "*

4.2 Needs and Timing

The Task Force identified that the following topics should be considered for changes to the zoning codes, development regulations and development guidelines. These include:

{insert topics for future consideration by the City of Bellingham--Planning Dept}

5.0 SUPPLY MANAGEMENT

5.1 Operational Goals and Policies

Management of parking in the Fairhaven Area is key to supporting the function and flow of traffic, as well as the health of the Fairhaven area economic environment. Effective parking management is an active strategy that reacts and adjusts to changing conditions. Implementing management strategies requires monitoring and evaluation to ensure that the proper balance. Setting arbitrary thresholds or timelines does not provide the flexibility needed to customize the management approach to changing neighborhood conditions. Consequently the goals, policies and strategies described herein are based on continual feedback loop wherein a management strategy is applied, the effectiveness is measured against an established goal and the followed with either adjustments or application of additional management strategies.

Parking management strategies include a wide range improving efficiency, reducing demand, increasing awareness and enforcement, increasing supply, and monitoring progress. The City of Bellingham recognizes the need for a reasonably uniform approach to parking management city wide. Balancing the unique character of the Fairhaven area with the goals and policies associated with the Fairhaven Area are similar to those used in the Downtown area and other areas of the City.

Goals and policies are not tied to any specific timeline, action or funding source. The following goals and policies are intended to provide the basis or context from which specific operational actions will be developed.

GOAL 1.0: Maximize the efficient use of the existing parking supply in on-street, off-street and private parking facilities and areas

- POLICY 1.1: Improve the public awareness of the benefits of the parking system while providing for fair and equitable use.
- POLICY 1.2: Enhance wayfinding and information about parking availability by improving signage and exploring new technologies, including Intelligent Transportation System and mobile applications for payment, availability and locations for parking.
- POLICY 1.3: Pricing for parking should be based on market demand and supply and tied to specific performance benchmarks. Areas and times with higher demand for parking should have a higher cost to park. Variable rates responding to demand should be considered for implementation.
- POLICY 1.4: On-street parking should primarily serve the short-term parking needs of street level retail and service customers.
- POLICY 1.5: Peripheral lots and parking structures should be primarily dedicated to employee, resident and other long-term parking uses. Continue to price parking lots lower than on-street parking to maximize this type of use.
- POLICY 1.6: Enhance efficiency of enforcement through use of technology.
- POLICY 1.7: Conduct enforcement activities in a courteous and respectful manner to protect the visitor-friendly atmosphere of Fairhaven.
- POLICY 1.8: Fines and penalties should be established to discourage abuse of the parking system and reduce scofflaws or habitual offenders.

- POLICY 1.9: Consider establishing a neighborhood parking benefit district(s) where net revenues from parking fees and fines are used to provide public improvement in the neighborhood.
- POLICY 1.10: Consider implementation of a residential parking zone, time-restricted, or paid parking in the portions of neighborhoods adjacent to Fairhaven.
- POLICY 1.11: Where possible within the existing curb-line and where it will not adversely impact transit, bike routes, or truck routes, increase the on-street parking supply through changes in parking configurations and dimensions.
- POLICY 1.12: Encourage Fairhaven employers to create incentives for their employees to park in lesser-used off-street facilities.
- POLICY 1.13: Encourage building owners and property managers to include parking as a separate line item in leases and sales agreements, also referred to as unbundling.
- POLICY 1.14: Provide safe and secure public bicycle storage facilities and on-street bicycle racks near parking garages, transit centers and public buildings.
- POLICY 1.15: Removal of parking spaces for pedestrian facilities, storm water, recreation, open space, urban amenities or other non-parking related functions should occur only after careful consideration of the impacts of reducing supply.
- POLICY 1.16: Evaluate opportunities for public/private partnerships to construct new structured parking facilities to increase supply, when deemed necessary, through monitoring and analysis. These structures should be within mixed-use buildings.

GOAL 2.0: Average utilization rate of a maximum of 85% occupancy

- POLICY 2.1: Implement operational strategies should be progressively implemented by zone based on measured performance and effectiveness of strategy

5.2 Operational strategies

Management and operation of parking will be conducted in a phased approach, maximizing existing infrastructure, using the previously stated goals within a given parking zone in the following manner

- 1) Identify possible parking management strategies
- 2) Measure parking utilization on a repeating 5-year cycle
- 3) Compare measured rate to target/goal rate.
- 4) Selected and apply parking a management strategy for specific zones
- 5) Measure parking utilization after management strategy is in place
- 6) Re-evaluate and apply strategies until target rate is achieved and maintained.

Possible Short term Parking Management Strategies:

1. Additional bicycle storage facilities
2. Transit passes for employees
3. Time limited parking
4. Paid on street parking (LUKEs metering stations)
5. Low cost street improvements (striping and signage) to add defined parking
6. Full street improvements (curbs, gutters, sidewalks, etc) to define parking

7. Street improvements to add pedestrian amenities
8. Private parking areas create parking limitations, (ie permit parking for employees, arrangements between business owners and apartment complexes for employees)
9. Education and information for business owners and employees regarding on street parking
10. Education and information for tenants and residents regarding on street vs off street parking
11. Signage and directional information for parking areas for out of area visitors
12. Regulate based on the type of vehicles or users. For example, during peak periods dedicate the most convenient spaces for service vehicles, customers, rideshare vehicles, and vehicles used by disabled (ADA).
13. Limit parking duration (5-minute loading zones, 30-minutes adjacent to shop entrances, 1- or 2-hour limits for on-street parking in commercial areas), to encourage turnover and favor shorter-term users (since higher priority trips, such as deliveries and shopping, tend to park for shorter duration than lower priority trips).
14. Encourage employees to use less convenient parking spaces (such as parking lots at the urban fringe) during peak periods, in order to leave the most convenient spaces for customers. Develop a system to monitor use of parking facilities and send reminders to employees who violate these guidelines.
15. Charge higher prices and shorter payment periods for more convenient spaces. For example, in prime central locations charge 25¢ for each 15-minute period with a two-hour maximum, while at the fringe charge \$2.00 for 4-hours, with no smaller time periods available.
16. Implement more flexible pricing methods which allow motorists to pay for only the amount of time they park, which makes shorter parking periods relatively attractive.
17. Limit use of on-street parking to area residents, or provide discounts to residents for priced parking.
18. Limit on-street parking of large vehicles (e.g., vehicles over 22 feet long or trailers) to ease traffic flow and discourage use of public parking for storage of commercial vehicles.

5.3 Parking Zones and Implementation triggers

As described elsewhere in this plan the target or goal is used to assess the timing of a move to the next management strategy level. The City of Bellingham uses an occupancy rate target or goal of eighty five percent (85%), which roughly equates to at least 1 - 2 spaces being available along a block face. With some inherent uncertainty associated with occupancy rates, caution and professional judgment should be used when considering implementation of a new management strategy.

Occupancy rate is defined as the percent of parking spaces where a vehicle is parked at a given time (e.g. number of occupied spaces) divided by the total number of legal spaces. Available legal spaces may not necessarily be marked or otherwise designated as parking spaces. Legal spaces are based on standard parking space dimensions and consider restrictions near intersections, driveways, and fire hydrants. Occupancy rates can be over 100% as vehicles often park close together or in illegal or un-marked spaces.

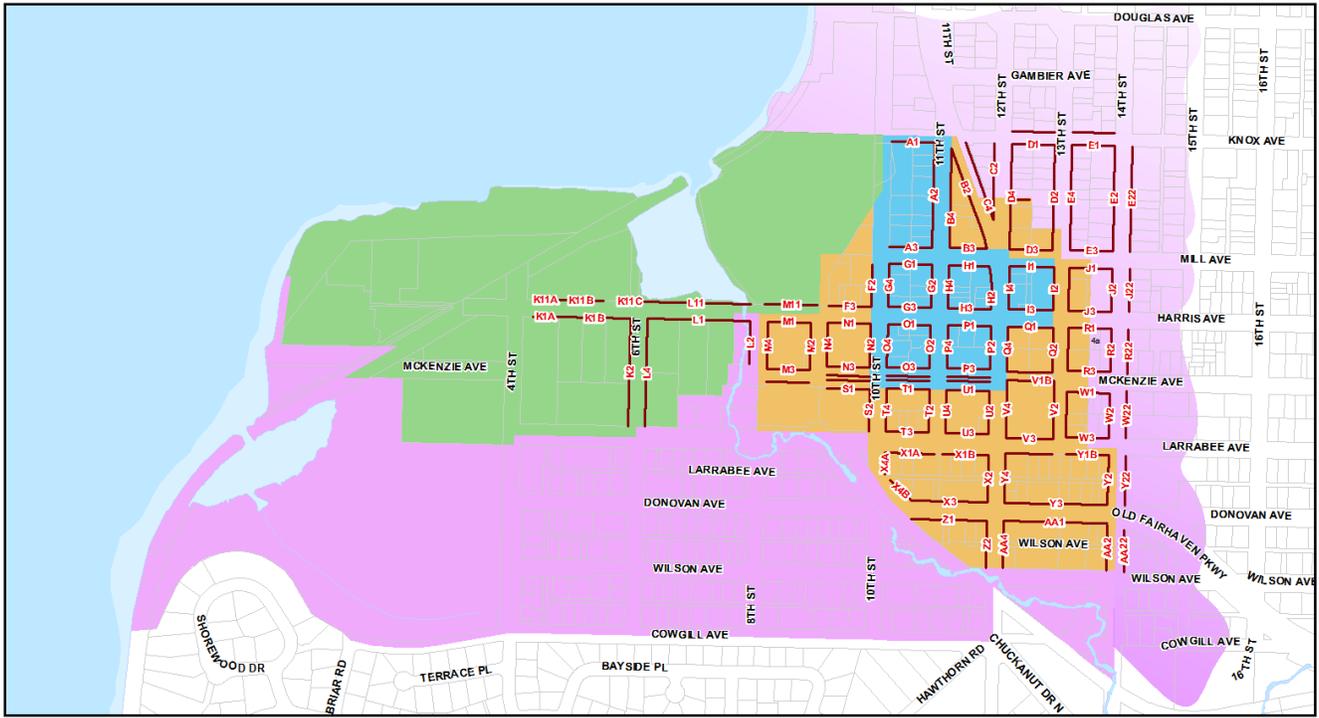
Occupancy counts on street parking within management zones 1 and 2 (counted and tracked separately) will be collected annually beginning in 2015. Annual counts will be conducted for at least 5 years in order to establish a baseline data trend. Beginning in 2020 biannual counts will be conducted. Occupancy counts in management zones 3 and 4 will be conducted on an as needed basis after paid parking is implemented in management zones 1 & 2.

Counts will be conducted during May or June. Data will be collected on weekdays (Tuesday, Wednesday or Thursday) to represent typical parking conditions. Hourly occupancy observations will be made between 10 a.m. to 7 p.m. The occupancy rate is calculated based on the 3 hours with the highest counted occupancy, from 10 a.m. to 7 p.m., divided by the total supply available. The hours used to calculate occupancy are not necessarily consecutive.

Significant development activity may also be a trigger. "Significant development" means the loss of a current off-street privately owned parking area used by the public but may not be specifically regulated or designated as parking. These properties are specifically identified as:

- North of Mill Avenue between 10th and 11th Street and West of 10th Street between Columbia and Mill Avenues- Parcel Numbers **370201-094135, -103156, - 093145, -092140, -103140, -102135, and -102130;**
- North of McKenzie Avenue between 10th and 11th Streets- Parcel **#370201-105073 and -093073; and**
- NE corner of 13th Street and Harris Avenue- Parcel **#370201-176105**

{insert description of zones and tie to area descriptions in the Neighborhood plan}



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Project: Fairhaven Core Parking Study - Export to png for TCrandall

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Zone 1 - Central Core - Knox to McKenzie; 10 th to 13 th Streets				
	Cost	Funding Source	Actions	Trigger/ Threshold
Stage 0			Education of employees and business owners regarding alternatives to driving and other parking options.	"Now"- meaning implementation within the first year following approval
			Wayfinding/ signage for additional parking areas	
			Bicycle Storage Facilities/ additional bike racks	
			Low Cost Street Improvements (striping and signage) to add defined parking	
			Additional loading zones	
			Additional Short-term (15 min, 1-2 hour) parking spaces.	
			Identify potential location for parking facility.	
Stage 1			Education of employees and business owners regarding alternatives to driving and other parking options.	"Goal" measured on 5-year interval or 6 months after significant development activity.
			Enforced 3-hour parking limits.	
			Explore ways to encourage public use of privately held parking garages (e.g., garages under condos and apartment buildings	
			City should examine potential partnerships with the Port (or other partners) to provide more satellite parking opportunities.	
			Conduct due diligence study and pursue acquisition plan for parking facility.	
Stage 2			Education of employees and business owners regarding alternatives to driving and other parking options.	"Goal" measured on 5-year interval or 6 months after significant development activity.
			Paid on-street parking (LUKES metering stations).	
			Street improvements to add pedestrian amenities.	

			City should identify funding plan for parking facility and include it in the Capital Facilities Plan.	
			Limit on-street parking of large vehicles (e.g., vehicles over 22 feet long or trailers) to ease traffic flow and discourage use of public parking for storage of commercial vehicles.	
			Transit passes for employees provided by businesses.	
Stage 3			Education of employees and business owners regarding alternatives to driving and other parking options.	"Goal" measured on 5-year interval or 6 months after significant development activity.
			Project development for a parking facility, development of a funding plan, including review of special taxing options.	
			"Right-sized pricing" - charge higher prices and shorter payment periods for more convenient spaces.	
Stage 4			Full street improvements (curbs, gutters, sidewalks, etc) to define parking.	"Goal" measured on 5-year interval or 6 months after significant development activity.
			Engineering design of a parking facility.	
Stage 5			Construction of a parking facility.	"Goal" measured on 5-year interval or 6 months after significant development activity.

Zone 2 - Knox to Wilson; 8 th to 13 th / 14 th Streets				
	Cost	Funding Source	Actions	Trigger/ Threshold
Stage 0			Education of employees and business owners regarding alternatives to driving and other parking options.	"Goal" - measured on 5-year interval or 6 months after significant development activity.
			Wayfinding/ signage for additional parking areas	
			Bicycle Storage Facilities/ additional bike racks	
			Additional Loading Zones	
			Remove mid-block crosswalk on Finnegan Way, just north of Mill, to improve safety for pedestrians, and increase parking.	
Stage 1			Education of employees and business owners regarding alternatives to driving and other parking options.	"GOAL" Measured on 5-year interval or 6 months after significant development activity.
			Enforced time-limited parking	
			Explore ways to encourage public use of privately held parking garages (e.g., garages under condos and apartment buildings)	
			Limit on-street parking of large vehicles (e.g., vehicles over 22 feet long or trailers) to ease traffic flow and discourage use of public parking for storage of commercial vehicles.	
Stage 2			Education of employees and business owners regarding alternatives to driving and other parking options.	"GOAL" Measured on 5-year interval or 6 months after significant development activity.
			Paid on-street parking (LUKES metering stations)	
			Transit passes for employees provided by businesses.	
			Low Cost street improvements (striping and signage) to add defined parking.	
Stage 3			Education of employees and business owners regarding alternatives to driving and other parking options.	"GOAL" Measured on 5-year interval or 6 months after significant development activity.
			"Right-sized pricing" - charge higher prices and shorter payment periods for more convenient spaces.	
			Street improvements to add pedestrian amenities.	

Stage 4			Full street improvements (curbs, gutters, sidewalks, etc.) to define parking.	"GOAL" Measured on 5-year interval or 6 months after significant development activity.
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Zone 3: Includes Port Properties and areas south of 7 th Street				
	Cost	Funding Source	Actions	Trigger/ Threshold
Stage 0			Education of employees and business owners regarding alternatives to driving and other parking options.	"GOAL" Measured on 5-year interval or 6 months after significant development activity.
			Wayfinding/ signage for additional parking areas	
			Bicycle Storage Facilities/ additional bike racks	
Stage 1			Enforced time-limited parking	"GOAL" Measured on 5-year interval or 6 months after significant development activity.
			Education of employees and business owners regarding alternatives to driving and other parking options.	
			Explore ways to encourage public use of privately held parking areas (e.g. private lots)	
			Limit on-street parking of large vehicles (e.g., vehicles over 22 feet long or trailers) to ease traffic flow and discourage use of public parking for storage of commercial vehicles.	
Stage 2			"Right-sized pricing" - charge higher prices and shorter payment periods for more convenient spaces.	"GOAL" Measured on 5-year interval or 6 months after significant development activity.
			Paid on-street parking (LUKES metering stations)	
			Transit passes for employees provided by businesses.	
			Low Cost street improvements (striping and signage) to add defined parking.	

Stage 3			Street improvements to add pedestrian amenities.	"GOAL" Measured on 5-year interval or 6 months after significant development activity.
Stage 4			Full street improvements (curbs, gutters, sidewalks, etc.) to define parking.	"GOAL" Measured on 5-year interval or 6 months after significant development activity.

Zone 4 is primarily residential, and therefore has a different goal than the other zones. Zone 4 is comprised of Fairhaven Neighborhood, and portions of South Hill and Happy Valley neighborhoods				Goal
	Cost	Funding Source		
Stage 0:			Signage to parking areas in zones 1, 2, and 3, signs at residential boundary to indicate residential area, no commercial parking.	Preserve the character of the neighborhood and discourage commercial parking in the neighborhoods.
Stage 1:			Education to business owners and employees to respect residential neighborhood and not park in zone 4.	
			Restrict large vehicles, over 22'	
Stage 2			Limit use of on-street parking to area residents and their guests	
			Register business owners and prohibit employee parking in neighborhoods.	
Stage 3			Create roundabouts or other traffic calming measures to reinforce the change to residential and slow traffic, on 4 th and 6 th primarily	

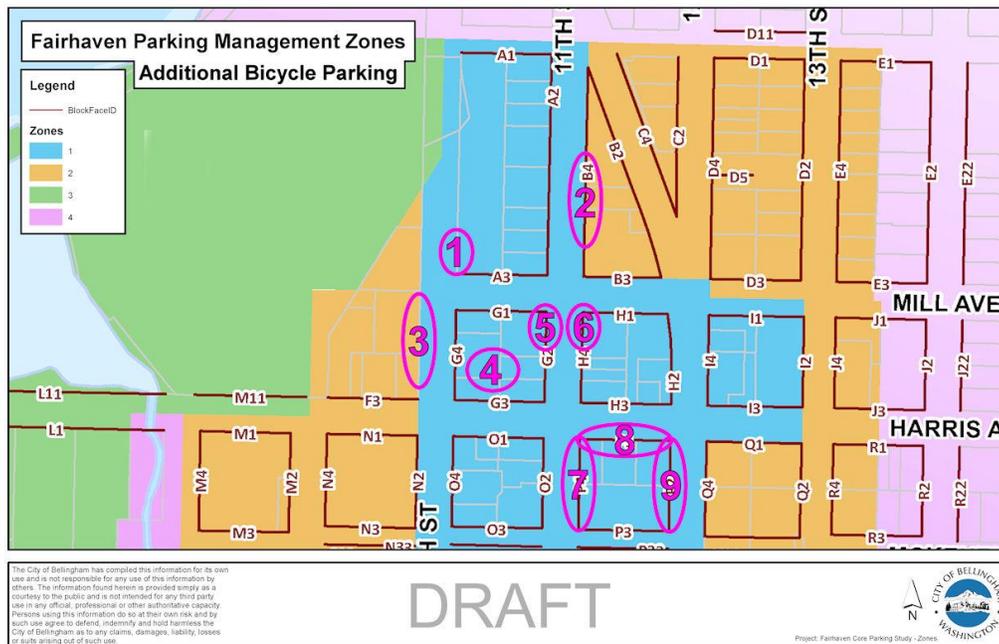
{include possibility of Interlocal Agreement with Port of Bellingham and cost thereto}

5.4 Potential areas for Additional public Bicycle racks

The Fairhaven area has an overcapacity of bicycle racks, but those racks are not always located close to popular destinations. Just like motorists, bicyclists want to park close to their destination for reasons of convenience and security. The core commercial area (Zone 1) could benefit from additional bicycle parking, mostly using Inverted "U" or "A" racks which support two bicycles each and are relatively inexpensive to purchase and install.

New bicycle racks should be located along a main building approach line and clearly visible from the approach. New rack installations should be as close or closer than the nearest car parking space and should be clearly visible from the entrance they serve. These recommendations are consistent with the Bicycle Parking Guidelines of the Association of Pedestrian and Bicycle Professionals (www.apbp.org). The map below highlights the areas where additional bicycle parking should be installed.

In addition to new parking areas, the covered bicycle parking near Tony's Coffee House on the northeast corner of 11th St and Harris Ave should be refurbished. This may be a good location for a higher-capacity hanging rack to maximize the bicycle parking capacity of this busy corner and minimize the impact to pedestrian traffic flow.



In addition to new bicycle parking areas, the covered bicycle parking near Tony’s Coffee House on the northeast corner of 11th St and Harris Ave should be refurbished. This may be a good location for a higher-capacity hanging rack to maximize the bicycle parking capacity of this busy corner and minimize the impact to pedestrian traffic flow.

New Potential Locations for Bike Racks	
1	Near the corner of 10th St and Mill Ave where the Interurban Trail enters Fairhaven. This location would be ideal for a medium-capacity covered bicycle rack
2	The east side of 11th St between Knox Ave and Mill Ave. Space for up to 5 Inverted “U” or “A” racks to discourage parking bicycles against railings and trees near Avenue Bread and Purple Smile.
3	The west side of 10th St between Mill Ave and Harris Ave. Space for up to 3 Inverted “U” or “A” racks to discourage parking bicycles against railings and trees between Fairhaven Village Inn and Archer Ale House.
4	The south end of the Village Green, east of the stage. A medium-capacity bicycle rack to replace parking lost when the southwest corner of the block was redeveloped.
5	The southwest corner of 11th St and Mill Ave. Two additional Inverted “U” or “A” racks directly in front of Village Books.
6	The southeast corner of 11th St and Mill Ave. Space for up to 4 Inverted “U” or “A” racks.
7	The east side of 11th St between Harris Ave and McKenzie Ave. Space for up to 5 Inverted “U” or “A” racks.
8	The south side of Harris Ave between 11th St and 12th St. Space for up to 5 Inverted “U” or “A” racks.
9	The west side of 12th St between Harris Ave and McKenzie Ave. Space for up to 4 Inverted “U” or “A” racks.

5.5 Cost for additional supply

In 2012, the City commissioned a feasibility study to construct a parking structure in the Fairhaven area. The study examined the property currently under development on the northwestern corner of Mill Avenue and 10th Street. The study concluded that the property was too small to be of value for the construction of a parking structure and recommended looking at other properties for further consideration. The study indicated that a reasonable planning level construction cost range for a rectangular 300 stall parking structure in 2011 dollars would be \$8.0 million. Projecting forward to 2015 using a 3.5% inflation factor and adding 35% for programming cost, the total project would at least \$12.8 million not including the cost of property acquisition. That equates to \$42,756 per parking space. Literature on parking structures typically lists the range of cost per stall for parking structures between \$30,000 and \$60,000 depending on a number of factors affecting construction and land acquisition costs.

Surface parking lots may be an option to consider for creating additional supply. Most of the properties large enough to provide surface parking lot are several blocks from the core Fairhaven area. These may be good options while property prices in Fairhaven are relatively high at around \$2.5million per acre. There is very little undeveloped land available within the core of the Fairhaven

area. It is unlikely that any single parcel will be sufficiently large to provide space for a stand-alone structured parking facility. A conglomeration of properties would likely be necessary.

DRAFT

6.0 FINANCING OPTIONS
6.1 City Bellingham

The City of Bellingham has a number of potential funding resources that could be applied to the development, improvement and operation of parking. While a description of municipal finance rules and theory is beyond the scope of this document, it is appropriate to describe how General fund revenues (e.g. sales taxes, property taxes, permit fees and violations/fines) are apportioned to various activities based on priorities established by the City Council. Enterprise fund revenues such as water or sewer utility bills, are restricted for use on the enterprise activity.

In the City of Bellingham a parking fund has been established for accountability of the various parking activities. As shown below the past 5 year history of the parking fund shows that actual revenues exceed actual expenditures by a very small margin. Revenue sources from parking activities have included:

- On street meter fees
- Off street permit and hourly parking
- Rents, leases and concessions
- Fines and infractions

On street metered parking is the largest source of parking revenue. Off street parking permits and leases follow in second place. It is worth noting that the operations and maintenance of off-street parking (e.g. parking structure) have been supported using revenues from on street parking. Historically, the cost of enforcement has been a largely revenue neutral activity. Meaning that enforcement activities city wide are paid for through the fines assessed for parking violations. While the vast majority of enforcement does occur in metered parking areas in the Downtown core, enforcement does occur city wide. The City also generates revenue from the lease of retail spaces in the City owned parking Structure

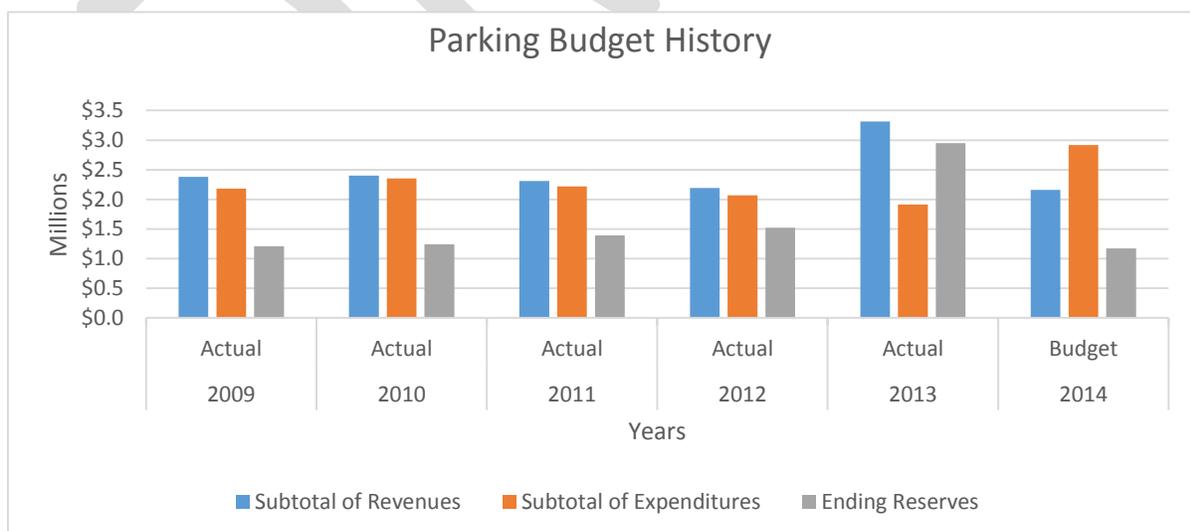


Figure 2

Figure 2 shows a fairly consistent and even trend in revenues and expenditures with slowly increasing reserves. The large spikes in revenue and expenditures in 2013 and 2014 are related to the transfer of assets from the Public Development authority to the City of Bellingham and accounted as revenue in the Parking fund. The increase in expenditures is for planned improvements to the City owned parking structure.

With respect to the parking fund accounting the Parking Fund has been tracked an enterprise fund (fund No. 465). Accounting for the fund as an enterprise fund was necessary due to the language of the issuance documents for the general obligation bond used for the 1992 expansion of the parking garage in Downtown. As a general obligation bond the bond had the full backing of the City's general fund revenues. The language was specific that parking related revenues, as a type of general fund revenue, would be used for repayment of the bond. Accordingly, the general revenues from parking were accounted for in an enterprise fund account type. Furthermore, BMC 11.33.230 state, "All other revenues received from parking related activities shall be paid to the finance director and credited to the parking fund. Any expenditures from the parking fund shall be made in accordance with the budget adopted by the city council."

With the retirement of the bond repayment all expenditures from the parking fund are in accordance with the approved budget and include general government activities. Some such, a parking operations and maintenance costs, are directly related to the parking fund. Others, such as landscaping and cleanup services, are considered general government activities. As a general revenue these other types of uses are currently allowed under state accounting rules and City of Bellingham codes and policies.

Based on the financial information, revenues from metered parking provide sufficient funds to cover the costs of operating the parking system and provide some reinvestment into the area. Setting the price and times during which paid parking is required may result in increased revenues at a very low cost.

Fairhaven has a very similar level of parking demand. It is presumed that revenues from a paid parking system would cover the cost of operations. The initial capital investment would need to come from the City. As currently written, and certainly not without controversy, the Bellingham Municipal code does allow for City parking revenues to help pay for this type of expense. The other source of City funds is the General fund. Debt issued by the City and secured by the Parking and General fund is a reasonable option for the installation of revenue generating parking infrastructure.

6.2 Fee in lieu Development regulations

The City could consider establishment of a program whereby developers are relieved in whole or in part from site specific parking regulations by the payment of fees. These types of programs are typically used when the agency has determined that the need for a single commonly used facility is of greater value than individual facilities associated with each development.

A fee in lieu program should anticipate being 100% cost recoverable. For structured parking the cost of construction per space ranges between \$40,000 and \$60,000.

6.3 Development fees

The City could consider the establishment of a development fee or impact fee to create a source of funding to pay for expansion of the parking supply. The following is taken from the MRSC website:

"Impact fees are charges assessed by local governments against new development projects that attempt to recover the cost incurred by government in providing the public facilities required to serve the new development. Impact fees are only used to fund facilities, such as roads, schools, and parks, that are directly associated with the new development. They may be used to pay the proportionate share of the cost of public facilities that benefit the new development; however, impact fees cannot be used to correct existing deficiencies in public facilities. In Washington, impact fees are authorized for those jurisdictions planning under the Growth Management Act (RCW 82.02.050 - .110), as part of "voluntary agreements" under RCW 82.02.020, and as mitigation for impacts under the State Environmental Policy Act (SEPA - Ch. 43.21C RCW). GMA impact fees are only authorized for: public streets and roads; publicly owned parks, open space, and recreation facilities; school facilities; and fire protection facilities in jurisdictions that are not part of a fire district. Setting fee schedules for impact fees is a complex process typically involving rate studies; generally, impact fees do not recover the full cost of a new facility since these fees must be directly and proportionately related to impacts associated with new development. "
(<http://www.mrsc.org/subjects/planning/impactpg.aspx>, 10-21-2014)

Development or impact fees typically draw a great deal of controversy with proponents and advocates on varying sides.

Public Private Partnerships

6.4 Grants

Public grants for parking related improvements are likely to come from economic development funding sources. **The Washington State department of commerce has a number of programs to support economic development related activities. The programs are largely dependent on legislative action at both the state and federal level. It is highly unlikely that any single grant source would be sufficient to fund large scale parking improvements.**

When applying for grants for transportation projects, the City considers the list of projects in the 6-year Transportation Improvement Plan, Transportation Element of the Comprehensive plan, the Bicycle Master Plan and the pedestrian master Plan.

6.5 Parking and Business Improvement Areas

A parking and business improvement area (PBIA) is designed to aid general economic development and to facilitate merchant and business cooperation. Funds raised can be used to provide management, services, facilities, and programs to the district. Cities are authorized under RCW 35.87 A to create a PBIA to aid general economic development and neighborhood revitalization, and to facilitate the cooperation of merchants, businesses, and residential property owners which assists trade, economic viability, and livability.

Formation of a PBIA requires a statutory process following the basic steps listed below:

- (1) Initiated by owner's petition or Council action;

- (2) Council adopts resolution of intent to create a PBIA;
- (3) Hold public hearing; and,
- (4) Council adopts ordinance creating PBIA.

Owners can stop the formation process if owners who would pay the majority of the assessment protest. The majority is determined by the value of the assessment and not the number of voters. Assessments can be levied against businesses, multi-family residential or mixed use projects within the defined area. The ordinance forming a PBIA must set forth the uses for which the revenue will be put (e.g. administrative and operating costs, financing costs, construction, landscaping etc.). The City Council has sole discretion in the use of PBIA assessment revenue but can appoint or assigned advisory boards or commissions. The City can contract with a chamber of commerce or similar business association for operating services. City and State purchasing and bidding requirements apply to PBIA projects, including insurance, bonding and prevailing wage requirements.

The City of Bellingham established a PBIA in the Downtown area in 1989. Between 1989 and 1992, the PBIA, while not without controversy, was able to provide "two fashion shows, three Christmas events, two sidewalk sales, alley busters, art festival of lights march, cooperative advertising, tourism brochure, gift certificate program, newsletter, hanging basket program, and finally, daily street maintenance 5-days per week." (City Council meeting minutes, July 6, 1992)

In 1992, consideration was given to the establishment of a new PBIA in the downtown. After significant community input and testimony at formation hearings the City chose to terminate formation proceedings electing instead to develop a contract with the Chamber of Commerce. In 2011, the City explored the formation a new PBIA in Downtown without success.

Today, the City contracts with the Downtown Bellingham Partnership for services related to landscaping, beautification and similar services in the downtown area. Funding for these activities is derived from parking meter revenues.