



**CITY OF KIRKLAND**  
**Department of Public Works**  
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**MEMORANDUM**

**To:** Kurt Triplett, City Manager

**From:** Kathy Robertson, Neighborhood Traffic Control Coordinator  
David Godfrey, P.E., Transportation Engineering Manager  
Kathy Brown, Public Works Director

**Date:** June 4, 2015

**Subject:** DOWNTOWN PARKING—STATUS UPDATE

**RECOMMENDATION:**

It is recommended that the City Council receives a briefing on the status of near-term actions selected by the Council related to downtown parking and provides direction on whether further actions should be taken with respect to the City Hall South Lot, Lake Avenue West, and “long term” options at Peter Kirk Park and/or the Lake and Central Lot.

**BACKGROUND DISCUSSION:**

On January 6, 2015, the City Council received a briefing on a draft downtown parking study conducted by Rick Williams Consulting under the direction of the Public Works Department. An overview of draft options was provided, with the intent of seeking direction from the Council on potential options to discuss with the public. Council gave direction to move forward with the planned public outreach around the full range of options identified in the draft parking study.

Following an extensive public outreach effort, a Council briefing was provided on April 7<sup>th</sup>. In that briefing, based on input received from the public and recognizing the interrelationships between various options, staff recommended some near-term actions for 2015 and 2016.

The City Council concurred with the near-term recommendations, but directed staff to take a more aggressive approach to implementation by including more elements in the 2015 actions. Council agreed that the Council’s Planning, Housing and Economic Development Committee should evaluate additional options that could help solve downtown parking problems in the near-term, taking into consideration the long-term options identified in the Parking Study, along with suggestions brought forward in the public outreach process and ideas proposed in a April 1, 2015 letter from the Kirkland Chamber of Commerce.

The Planning, Housing and Economic Development Committee met on April 13. The Committee reviewed various options, and suggested additional near-term actions to be brought forward to the full Council on May 5<sup>th</sup>, 2015. To quickly move forward with a proposal for the Council to consider, and to implement Council direction, a Parking Service Team was created under the leadership of the City Manager, with representatives from the departments of Public Works,

Police, Parks, Planning, and Finance, as well as the Economic Development staff of the City Manager's Office. The Team identified next steps and near-term funding requirements to carry out the actions suggested by the Planning, Housing and Economic Development Committee.

In response to Council's strong desire to move forward quickly, staff launched much of the near-term work in advance of the May 5<sup>th</sup> meeting. At the May 5<sup>th</sup> meeting, staff provided a briefing on the options and submitted a request for funding, which City Council approved. City Council also directed staff to present, at the June 16<sup>th</sup> meeting:

1. A progress report on implementation of the selected options
2. Feasibility of using the lot south of City Hall as an interim parking lot
3. Results of outreach to residents of Lake Avenue West and potential options to be considered for parking on Lake Avenue West
4. Parking validation options for the Lake Street Lot at Lake Street & Central Avenue
5. Scope and budget for evaluating the feasibility of building a parking garage at Peter Kirk Field.

#### **1. Progress report on implementation of the selected options**

Since the May 5<sup>th</sup> meeting, staff continued several initiatives for implementing the selected options and in response to City Council requests for additional information. Below is a summary of progress to date, current action and future steps for each of the initiatives, with a more detailed discussions of the South Lot and Lake Avenue West.

- **Outreach:**
  - Staff attended the May 20<sup>th</sup> Market Neighborhood Association meeting and presented the near-term options that are being implemented.
  - On May 26<sup>th</sup>, staff, including the City Manager, met with Lake Avenue West residents to discuss concerns and options for expanding parking along this street. (see detailed discussion below)
  - Staff is planning to meet with the Kirkland Chamber of Commerce by June 15<sup>th</sup>.
  - Staff are preparing a communication plan, which is expected to be ready by mid-June 2015.
- **City Hall Parking Signage:**
  - Leftover signage for police parking has been removed
  - Staff is installing new signage for the three entrances into City Hall, and companion signing at stalls within the City Hall lot.
  - Updated wayfinding signs that direct users to City Hall are being designed and fabricated and are planned to be installed before July 30, 2015.
- **Wayfinding Signs:** Staff mapped the locations of existing signage, and is preparing a map showing new sign locations.
- **Additional Parking Enforcement Vehicle Cameras:**
  - The second Scion IQ Parking Enforcement vehicle car was purchased and delivered to the Police Department.
  - Additional cameras are being ordered with a projected ready date of early to mid-August, after which enforcement of no employee parking will be ramped up.

- **Sunday Enforcement:**
  - The Police Department collected data during four Sundays in May without actually issuing tickets, and are compiling the results.
  - Initial findings will be available at the June 16<sup>th</sup> Council meeting.
  
- **9:00 AM to 9:00 PM Paid Parking in Lake and Central and Marina Lots:**
  - A letter was emailed to Park Lane businesses on June 5<sup>th</sup> advising of the change. During the week of June 8<sup>th</sup>, copies of the letter will also be distributed to local merchants near the parking lot on Central and Lake Street.
  - A press release will be sent to the Kirkland Reporter on June 8<sup>th</sup>.
  - Staff delivered 40 copies of the letter at the Kirkland Downtown Association meeting on June 5<sup>th</sup>.
  - Preparations are being made to reconfigure the pay stations and update signage to be effective on Monday, July 6<sup>th</sup>. A warning period will take place from July 6<sup>th</sup> through Saturday July 11<sup>th</sup> with regular enforcement beginning July 13<sup>th</sup>.
  - Additional revenues will be allocated to the off-street parking reserve to maintain and enhance downtown parking options.
  
- **Time Limit Restrictions on Market Street (2hr parking Central to 4<sup>th</sup> Street, 4hr parking 4<sup>th</sup> to 6<sup>th</sup> Streets):**
  - Staff sent out a letter to boat launch card holders informing them of the change.
  - Signs are being made and will be installed mid-June 2015.
  - A warning period will occur until signs are enforced beginning Monday June 29.
  
- **Shared Parking Arrangements:**
  - Staff began gathering information on available parking at various locations.
  - When the information is complete, staff will give the information to the Kirkland Chamber of Commerce with the understanding that the COC will coordinate matching businesses that need parking and parking space owners, especially when the City ramps up no downtown employee parking enforcement.
  
- **Additional Spaces:**
  - Staff has received Deputy Mayor Sweet's list of ideas for additional spaces and is currently evaluating the viability of those spaces.
  - Suggestions include:
    - Making the parking lot at Heritage Park along Waverly Way more efficient.
    - In the Heritage Park parking lots, making boat trailer parking only Friday through Sunday and open to the public the other days.
    - On the east side of 1<sup>st</sup> Street, just north of Central Way, making the white-striped area at the south end of the angled parking a parking spot.
    - In the parking lot on the west side of 13 Central Way, pushing the toe of the west slope farther west to allow a third row of parking. During the weekends cars currently park in this configuration.
    - In the Lakeshore Plaza parking lot, use the white striped areas at the east ends of the two north rows of parking for parking.

- On the south side of Marina Park, park the paddleboard vendor at a different location to free up a spot and revisit the yellow and red curb areas on the north side of the street end for parking.
  - Along David E. Brink Park, consider removing the No Parking 10 p.m. to 6 a.m. restriction and allow parking at night, and revisit the No Parking signage in general to allow parking along the park.
  - On the south side of 2<sup>nd</sup> Ave S, between Lake Street and 2<sup>nd</sup> Street S, allow parking where it is currently prohibited.
- **Library Garage:**
    - LED lights are ordered.
    - Power washing and restriping will be done June 8<sup>th</sup> through 10<sup>th</sup>.
    - The City's Sign Shop is working on updating the signs with new Permit Only hours, which will expire at 5:00 pm instead of the current 6:00 pm.
    - Evaluating additional security options.
  - **Citywide Overflow Parking Policy:**
    - Kirkland Alliance of Neighborhoods has formed a Task Force to work with City staff on overflow parking. The Task Force has its first organizational meeting Thursday June 4<sup>th</sup>.

## 2. Feasibility of using the lot south of City Hall as an interim parking lot

Only one portion (the Carter Lot, see Figure 1) of the south of City Hall area is available immediately because the other two lots east of the Carter Lot will be used as a construction staging area for the City Hall remodeling project. Staff compiled information about what would be necessary to make the Carter Lot a temporary parking lot and to consider a gravel surface instead of pavement.

- The City currently treats all parking the same; i.e., codes do not differentiate between permanent vs. temporary parking.
- Parking is not currently a permitted use on the site. In the Zoning Code, the parking lot would be classified as a "government facility" which requires approval through Process IIA. The process involves a public hearing before the Hearing Examiner and appeals, if any, before the City Council. Once a complete application is prepared, the review process would take four or more months.
- A SEPA review would be needed. This could take place concurrently with the rezoning process. This review is triggered by the fact that more than 40 new parking stalls would be added.
- Part of the SEPA review is a traffic analysis, which addresses among other items, circulation at entrances and exits.
- Stormwater codes treat gravel as an impervious surface, similar to pavement. Analyses are needed to demonstrate compliance with Federal and State regulations, and with the City's supplemental requirements. If the gravel meets certain criteria, Water Quality measures may not be needed, making the lot less expensive to develop.
- City code requires parking pavement to at least match the type of surface on adjacent public streets which, in this case, is asphalt. The City can prepare a

modification request that can be processed concurrently with the rezoning process and would be decided by the Hearing Examiner. The criteria for approving a modification are that the material will not enter into the drainage system or onto other property and that the material will be usable on a year-round basis.

- The potential size of the parking area would trigger other code, state and federal requirements, such as landscape strips and/or buffer (*city code*), safe pedestrian walkways through the lot (*city code*), Americans with Disabilities Act requirements for paved parking spaces and safe egress to and from the parking lot (*Federal and State, which requires the City to adopt and follow the International Building Code*).
- Development would trigger frontage improvement to repair broken sidewalks and curbs (*city code*).

**Figure 1 Carter Property**



Based on the above information, staff is retaining a consultant to prepare a conceptual layout, perform stormwater and other analyses necessary to support this use as a temporary, gravel parking lot and develop a high-level cost estimate. Funds previously approved by Council for parking efforts would be used to fund this study, which may cost in the range of \$8,000 - \$10,000. Following the conclusion of this analysis staff will develop legislative and regulatory changes necessary to implement a gravel parking lot for Council consideration.

### 3. Lake Avenue West Parking Options

In the following section, resident's concerns are identified along with some generic options for increasing parking utilization on Lake Ave. W. The options are compared to the concerns and examples of how the generic options might be implemented are given. Finally there is a discussion of the number of spaces that are available on Lake Ave. W.

#### *Resident's concerns*

The City Manager and Traffic Engineering staff met on May 26<sup>th</sup> with Lake Avenue West residents to discuss their concerns and interests. It was a positive and productive meeting. Most residents expressed a willingness to explore options, but wanted to be sure their concerns were heard and evaluated. Below is a summary of the major concerns voiced by the residents, stemming from increased traffic due to allowing unrestricted parking. These concerns have not been quantified by staff, nor has comparative data been developed about whether these issues are more significant on Lake Avenue West than in other streets throughout Kirkland with similar concerns.

- **Pedestrian safety.** Residents stated that there is considerable pedestrian traffic of all ages and abilities on the street and that currently nearly all of the pedestrians walk down the center of the street as there is no sidewalk and little traffic. Residents were concerned about pedestrian/traffic conflicts as cars pulled out from the parking spaces and also as cars turned around to exit the street.
- **Congestion and safety concerns at the Market Street/Lake Avenue West intersection.** Residents expressed the opinion that exiting Lake Ave West during the morning and evening rush hours is difficult and dangerous today. They expressed concerns about exacerbating that problem with up to 50 additional cars attempting to exit the street. Residents also identified the issue of "hard to see" cyclists coming down Market Street at high rates of speed as an emerging problem for the intersection. Residents requested a formal evaluation of safety at the intersection.
- **Inadequacy of the turnaround at the west end of the street.** Residents stated that when the current park parking spaces are occupied, it is difficult for cars to turn around. They expressed concerns that this problem would be much worse if more cars were parking and then trying to exit Lake Avenue West. They also expressed concerns about the ability of emergency vehicles to safely navigate the street and turn around.
- **Parkers using private driveways to turn around.** Given the length of Lake Avenue West, and the turnaround issues identified above, residents are concerned vehicles will simply use their driveways as turnarounds rather than go to the end of the street to turn around. They identified this as both an impact on the private properties as well as a pedestrian safety issue from K turns and U turns. The residents near the current parking stated this already happens with great frequency.
- **Lack of street lighting, sidewalks, curbs and gutters.** Residents expressed concern that the street was isolated, with ditches and a gravel shoulder and not a "standard" street that provides a safe environment that would normally support all day and night parking and walking. The point was made that if the City were to bring the street up to these standards, it would not be a "quick and inexpensive" option.

- **Potential increases in litter, noise, vandalism and crime.** Residents are concerned that without any investment in lighting or sidewalks, or any restrictions such as a limitation on hours, there will be a return of late night use of the street that previously caused many negative impacts.
- **Evaluating the effectiveness of other options before removing restrictions on Lake Avenue West.** Given the concerns identified above, residents felt that all the other parking options the City is implementing should be put in place and evaluated for effectiveness before opening up Lake Avenue West.

Many other individual comments were made on related topics, but the list above captures the majority of the significant concerns.

Residents also expressed that if the Council were to open Lake Avenue West, it should start with small, controlled changes that mitigate as many of the concerns as possible and evaluate the results before making more changes. Some options discussed included options opening a portion of the street only, or restricting parking to downtown employees, and perhaps having a "curfew" for non-resident parking such as 9pm.

#### *Options for Lake Avenue W.*

Four generic options for parking on Lake Ave. W. ranging from no changes to maximizing general purpose parking are listed below.

- Option 1 Make no changes; maintain resident only parking by permit.
- Option 2 Open parking to downtown employees only, with possible restrictions on when the parking can be used.
- Option 3 Open parking to the general public, with time limits or other restrictions.
- Option 4 Open parking to the general public with no time limits or restrictions like most residential streets in Kirkland.

The generic options (rows) are compared to the residents' concerns (columns) in Table 1 (next page) with general discussions of how the various options relate to the concerns. Generally speaking, options that limit the number of stalls, hours of operation and parking turnover would address more of the resident's concerns than options that allow more parking over longer periods with a greater turnover.

Following the option chart, some suggested operations guidelines are also included for the main options so that the Council and the public can see how staff would likely proposed to implement particular options.

<b>Table 1 Comparing Generic options to resident concerns</b>						
<b>Generic Option</b>	<b>Resident Concerns</b>					
	Pedestrian Safety	Market St intersection	Turnaround at W. end	Driveway turnaround	No lighting or sidewalk	Negative Impacts
1. No change	Least impact, same as existing conditions					
2. Employee Parking w/restrictions	Relatively low impact; employees will have permits and therefore be “known”, likely low turnover since employees may tend to stay for the duration of their work day. Fewer trips will reduce the number of drivers searching for spaces, turning around, and using the Market intersection. The number of parkers can be controlled through permits. This option includes restrictions on the times/days when employees can use Lake Ave. W.					
3. Public Parking w/time restrictions	Likely highest impact, time limits will increase parking turnover along with concomitant turning around, travel on Lake Ave. W. and trips through the Market St. intersection. Time limits would not be enforced in the evening. Restrictions could include prohibiting parking after certain hours, mitigating evening impacts.					
4. Public parking, no restrictions	During the day, potentially lower impact than option 3 due to lack of time limits which will tend to attract long term parkers (like employees) so during the day this option may be similar to Option 2, without the characteristics associated with permits. In the evening, this option would likely create more traffic on Lake Avenue W. than Option 2, and potentially more negative night time impacts.					

*City Interests in Lake Avenue West*

It is also important to consider how the generic Lake Avenue West options meet the City’s parking interests. The current Council has articulated an interest that “public streets belong to the public” and that restrictions on public streets anywhere should be minimized. Option 1 does not meet this interest. The City’s two other main interests for downtown parking options are to 1) increase available spaces for customer parking and 2) create more employee parking spaces when the City begins to more fully enforce the “no downtown employee parking” ordinance when the second enforcement vehicle and camera system are operational.

Option 2 would meet the interest of increasing employee parking. Option 3 is more likely to benefit customers of downtown businesses. However, the majority of other actions the Council has authorized will create turnover and more spaces for customer parking. No other action other than the potential South Lot development actually increases employee parking.

*Defining Parking Options*

Table 2 defines some characteristics of the parking that need to be specified in order to complete an option for implementing more parking on Lake Ave. W. The columns in Table 2 are defined below

Who can Park/permits required

Describes whether residents, employees, the general public or some combination can park in the expanded stalls. For example employees and residents could park in the same area or it could be restricted for employees only. Permits are required if an area is designated for employee parking or resident only parking.

Time limit

This column considers options for limiting the duration of parking

Days and hours of operation

This column describes the days of the week and times of day over which other restrictions apply.

<b>Table 2 Parking Characteristics</b>			
<b>Column</b>	<b>A.</b>	<b>B.</b>	<b>C.</b>
<b>Row</b>	<b>Who Can Park/Permits required</b>	<b>Time Limit</b>	<b>Days and hours of operation</b>
<b>1.</b>	Residents only with permit	None	24 hr., 7 days per week
<b>2.</b>	Downtown employees only with permit	2 Hour	9:00 AM to 7:30 PM, Mon-Fri.
<b>3.</b>	Residents OR downtown employees (both with permits)	4 hour	Time limit 9:00 AM to 7:30 PM, Mon-Sat, no time limit other times
<b>4.</b>	General public no permits	Other	No limit
<b>5.</b>	Other		Other

By choosing a row from each column, a parking option can be defined. For example, the existing condition (Option 1, Table 1) is defined by Row 1 in columns A B and C.

Option 2 in Table 1, Employee parking w/ restrictions, could be defined as follows:

- Who Can Park/Permits required: Row 3, Residents or employees
- Time Limit: Row 1, no time limit
- Days and hours of operation: Row 2, 9:00 AM to 7:30 PM, Mon-Fri.

Option 3 in Table 1, Public parking w/ restrictions, could be defined as follows:

- Who Can Park/Permits required: Row 4, General public no permits
- Time Limit: Row 3, 4 hour time limit
- Days and hours of operation: Row 3, Time limit 9:00 AM to 7:30 PM, Mon-Sat, no time limit other times.

Option 4 in Table 1, Public parking no restrictions, could be defined as follows:

- Who Can Park/Permits required: Row 4, General public no permits
- Time Limit: Row 1, no time limit
- Days and hours of operation: Row 1, 24 hr., 7 days per week

The rows and columns in Table 2 can be used to make many possible parking options.

The intersection of Lake Avenue West and Market Street can be monitored to gather data about how well it functions, safety concerns, number of pedestrians, and so forth if the Council desires. Such an assessment could be done with existing staff and resources and would take about 3 weeks to complete. Staff is seeking Council direction on whether to conduct the assessment prior to taking any action.

#### *Number of spaces on Lake Avenue West*

The benefits and impacts of any options that are put into place are proportional to the number of stalls used for expanding parking. Under existing conditions there is space for approximately 50 vehicles to parallel park on Lake Avenue W. Any of the options described above could be deployed over all or part of the Street where parking is currently possible.

It may be possible to increase the number of stalls that are available by implementing angle parking in some areas. The City's Street Division is preparing options for improvements that could allow for angle parking. This work will be available at the June 16 Council meeting.

#### *Policy G-11: Parking Guidelines for Downtown Kirkland*

If the Council chooses to implement changes to the current restrictions on Lake Avenue West, Policy G-11, which is currently one of the Department of Public Works pre-approved plans policies, would likely need to be updated to reflect any new policy decisions.

#### **4. Validation programs**

- Outreach to businesses about pay parking has included information about the current validation program, where tokens good for \$1 of parking are sold to businesses by the City in rolls of 40 at a rate of \$0.75 token. These tokens can then be given to customers for use at any of the pay stations.

#### **5. Evaluation of a Parking Garage at Peter Kirk Park:**

- Staff developed an initial scope of services and fee estimate to evaluate the feasibility of building a garage on the field, and rebuilding the field on top of the new garage.
- Key scope elements are:
  - Phase One / ESA Environmental Analysis of the site (the site is a known former Armory with a history of contaminated soils)
  - A preliminary geotechnical report from reconnaissance/literature search

- Feasibility and Siting Analysis
- Conceptual Designs/Layouts
- Traffic Study
- ROM Pricing
- The order of magnitude estimate to complete the above services is estimated at \$50,000. Funding for this evaluation is available within funding for parking already approved by Council but staff is seeking Council direction on whether to proceed with this evaluation.
- Based on the discussion at the May 29<sup>th</sup> Council retreat, an alternative may be to initiate an evaluation of options for the Lake and Central lot. Or staff could evaluate both options with more resources.

City staff has made progress in implementing the final set of near-term actions to help improve downtown parking. We will monitor the outcomes of these actions to inform longer-term recommendations.

*Planning, Housing and Economic Development Committee June 10<sup>th</sup> Recommendations*

The Planning, Housing and Economic Development Committee met on June 10<sup>th</sup> and received an update on implementation of the downtown parking strategies. The Committee was also briefed on the meeting with Lake Avenue West residents and received an overview of the four options that would be presented to the full Council on June 16<sup>th</sup>. The Committee observed that Option 4 (public parking with no restrictions) did not meet any of the resident's interests and Option 1 (no change) did not meet the City's parking interests. The Committee discussed variations of Options 2 (employee parking) and Option 3 (public parking with restrictions) to try and find a compromise that could be acceptable to both parties. The Committee is recommending to the full Council that some version of Option 2, employee (and resident) only parking be implemented on Lake Avenue West, as this creates the least impact on the residents while still meeting one of the key interests of the City.

The Committee is also recommending to the full Council that the City initiate a new evaluation of redevelopment options for the Lake and Central lot to create more downtown parking.

**Conclusions**

Council may wish to consider the following questions. The answers would be helpful to staff in deciding how to continue forward to address parking concerns.

- Should any changes be made to the elements that are underway?
- Once the Council receives the results of the Sunday parking evaluation, does the Council wish to consider options for Sunday enforcement?
- Should the evaluation continue on the area South of City Hall?
- Should staff conduct a Lake Ave. W. intersection assessment and pedestrian count?
- Which options on Lake Avenue West should be pursued, if any?
- Should staff proceed with further analysis to develop a Parking lot on Lee Johnson Field at Peter Kirk Park?
- Should staff initiate an evaluation of options for the Lake and Central lot?