

Section IV: Parking Management Plan – Operating Principles and Strategies for Implementation

This section of the report presents a proposed parking management plan for Downtown Kirkland. The proposed plan strives to remain consistent with the Guiding Principles and give direction to future decision-making for the implementation of parking management strategies. These strategies are designed to assure priority access is maintained in each parking management zone. Overall, the plan is intended to provide a flexible system of parking management that is triggered by demand and implemented within the context of consensus goals and vision for the downtown.

The purpose of the parking management plan is to:

- Clearly define the intended use and purpose of the parking system,
- Manage the supply and enforce the parking policies and regulations,
- Monitor use and respond to changes in demand, and
- Maintain the intended function of the overall system.

1. PARKING MANAGEMENT PLAN

A. Parking Management Zones

Different segments of the downtown have different economic uses and represent different points of access into the downtown. The Guiding Principles developed by the PWG emphasize the heart or central core of downtown represents the area in which the highest density of economic activity and access is intended to occur. There are also distinct areas of the downtown with differing levels/types of desired economic activity. The desired uses in a particular area of downtown should drive the decision making for the type of parking required. Parking, then, becomes a management tool that supports specific economic uses. Implementation of parking management strategies in publicly controlled parking supply is supportive of the economic development plan for the City of Kirkland and its downtown.

Figure 11 shows five recommended *parking management zones* for Downtown Kirkland.

Four of the zones were derived from the PWG process and informed through work and analysis completed in Section I from data zones. These four zones are described below as parking management zones A - D. The consultant team recommends a fifth zone (Zone E) as an area for future parking management. All parking outside the recommended zones will be “peripheral parking.” Zone boundaries were established based on the existing economic and transportation characteristics, as well as desired uses for the area, as identified by the PWG. Each zone is summarized and its primary purpose and priority stated in this section below.

In short, these five zones represent “economic activity zones” in the downtown that are both reflective of existing land uses in addition to areas where future growth of specific economic development is anticipated and desired. From an access perspective, each zone will need to be managed in a manner that supports priority economic uses and users identified for that zone.

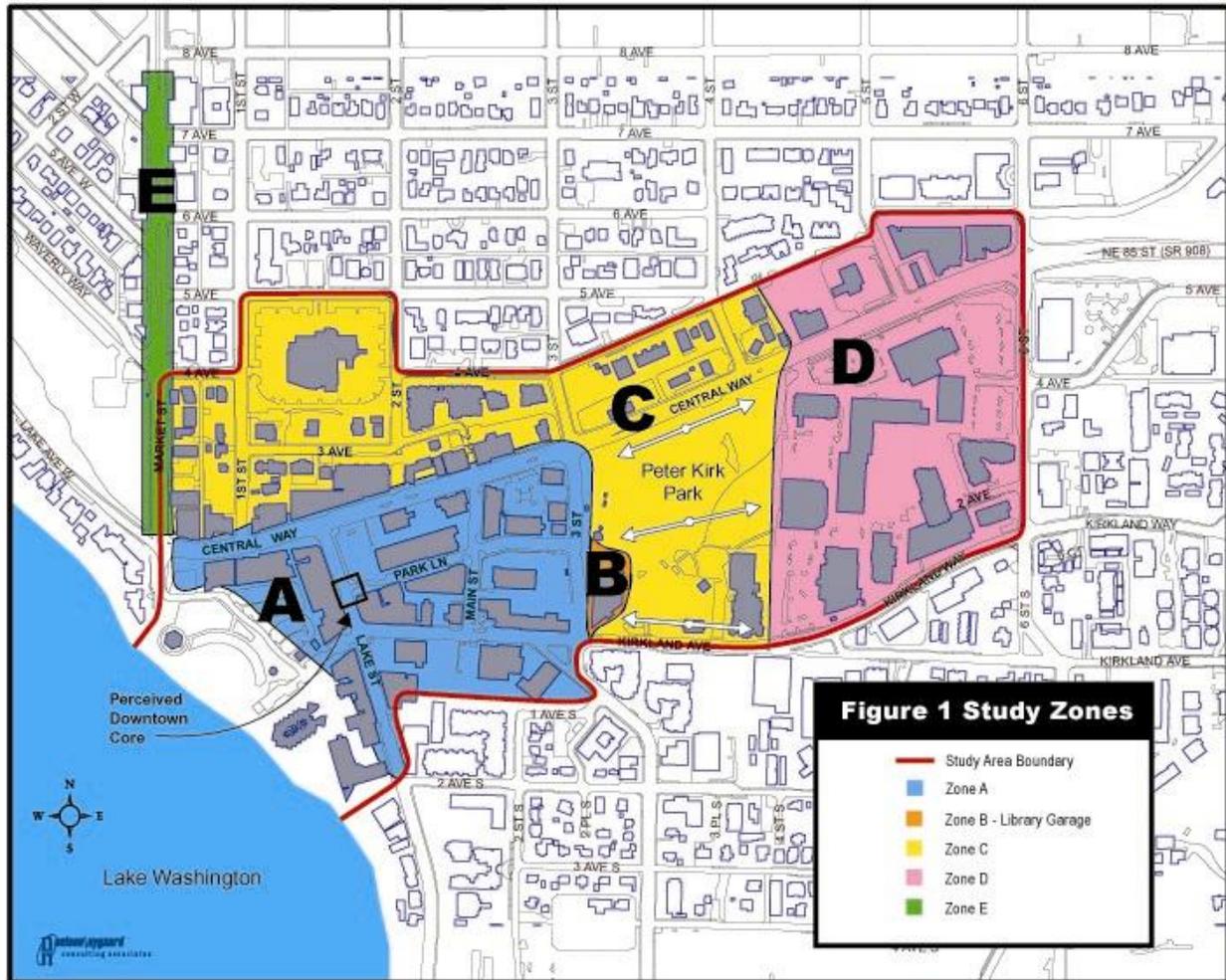


Figure 11. Recommended Parking Management Zones for Downtown Kirkland.

B. Operating Principles

Operating principles define the purpose and priority for parking in each of the Parking Management Zones. Operating Principles complement and reinforce the Guiding Principles established for the downtown. Within the context of the operating principles for each zone is a specific implementation framework through which decision making for that zone can occur. The implementation framework provides an on-going foundation for strategic decision making grounded in the operating priorities established for the zone and for the downtown as a whole.

With adoption of a parking management plan the City commits to implement parking management strategies in *publicly controlled* parking areas to assure the purpose and priority for parking established in the Operating Principles are consistently attained.

Operating principles and an implementation framework have been developed for each parking management zone. It is important to recognize the operating principles and the implementation framework for each zone are intended to serve as neutral reference points from which discussions of parking decision making and strategy implementation are based over time. As 85 percent

occupancy triggers are activated, these principles and framework guidelines will help future decision-makers through strategy development. Strategies will then be implemented to address specific demand and capacity issues in a manner appropriate to that particular point in time. In this manner, the parking management plan remains fluid and adaptable to changing conditions as the downtown develops and grows.

ZONE A - Core Zone

The core zone of downtown includes the highest density of development and has a high concentration of retail, restaurant, and entertainment opportunities.

1. *Operating Principles (Zone A)*

The primary purpose of parking in Zone A is to serve customer and other short-term visitor needs and support desired economic uses in the zone.

- The purpose of, and priority for, public parking in Zone A is to support and enhance the vitality of the retail core.
- Parking for short-term users is the priority for on-street and off-street spaces in Zone A.
- Employees should be discouraged from parking in Zone A, particularly on-street.
- Parking will be provided to ensure convenient, economical, and user-friendly access for customers, clients, and visitors to downtown at all hours of the operating day (i.e., weekdays, evenings and weekends).
- All on-street parking in Zone A will be regulated (i.e., time stay and enforced).

2. *Implementation Framework (Zone A)*

- A. All on-street parking will be 2 hour parking based on the principle that:
 - 1. The 2 hour time stay allows adequate customer, visitor and client access to the retail core; and
 - 2. Uniform time stays foster a parking environment that is easy for the customer, visitor and client to understand.
- B. The long-term priority for on-street parking in Zone A will be 2 hour parking. As strategies within this plan are implemented, any on-street spaces of longer duration will be transitioned to off-street locations within the core and immediately adjacent to it.
- C. The priority for off-street parking in Zone A will be stays of less than 4 hours to accommodate customers, visitors and clients. These facilities are intended to provide for a reasonably longer time stay than allowed on-street. Employee parking in the core is to be discouraged and, over time, eliminated from the zone entirely.
- D. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in the core area. If

utilization of on and off-street parking in Zone A exceeds 85 percent and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold.²⁶

- Increase level and/or duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
- Transition overall mix of 2- and 4-hour stalls to higher percentage of 2 hour stalls.
- Reduce on-street time stays to increase turnover (e.g., 2-hours to 90 minutes) as appropriate.
- Transition employee parking in Zone A into other parking zones through attrition and/or elimination of monthly permits issued for long-term parking in the zone.
- Pursue shared-use agreements with private lots to provide for additional short-term parking in Zone A.
- Pursue implementation of valet programs (e.g., in partnership with restaurants) to enhance customer/visitor access by shuttling cars to areas with available capacity.
- Convert some signed time limits to metered time limits to create greater efficiency in actual rate of turnover and to create a potential revenue source for new supply.
- Expand the boundaries of the Core management zone to increase the number of on-street visitor spaces.
- Increase non-SOV use (i.e., programs for shuttles, transit, ridesharing, etc.)
- Create new public supply in Zone A.

E. The City will establish policy guidelines for exceptions to the short-term parking requirements in Zone A.

1. Handicapped/disabled access
2. 15 - 30 minute zones
 - a. Specific criteria for approval (i.e., by specific business type).
 - b. Specific locations (i.e., end of block versus mid block).
 - c. Number per geographic area (i.e., shared by users in a particular area).
3. Loading zones
 - a. Maximum number per block face(s).
 - b. Limitation on number per geographic area (e.g., no more than two for every three continuous block faces).
 - c. Evaluation of opportunities for shared loading and customer parking.²⁷

²⁶ It should be reiterated that at the time of this report, public stalls in Zone A have already exceeded the 85% threshold. Strategies have been developed by the PWG and are included in the near-term implementation recommendations of this report.

²⁷ "Combination Loading Zones" have been used in other jurisdictions allowing loading during specific periods of the day (e.g., 6:30 a.m. - 10:00 a.m.), then convert to short-term parking during all other time periods. Such zones, if successfully managed, can increase overall short-term supply.

ZONE B – Library Garage

The Library Garage is located in an area that straddles two distinct parking management areas (Zones A and C). It also functions to provide access to visitors of the downtown, employee parking (lower level) and Peter Kirk Park activities. The nature of demand around the garage varies widely by time of day and day of week.

1. Operating Principles (Zone B)

Parking in the Library Garage is intended to serve a balanced mix of long-term and short-term parking needs. It is the City's goal to actively manage the garage to meet a fluid user demand that changes by time of day and day of week. Over time, the garage may serve as a transitional facility for increased employee parking as new supply is added in Zone A to accommodate growing and concentrated visitor demand.

- The upper level of the garage is intended to serve customer demand for stays of less than four hours.
- The lower level of the garage is intended to serve employee parking during the main workday (i.e., 6:00 a.m. to 5:00 p.m.).
- As the area around the garage develops, the mix of parking will be manipulated to best serve the overall demand requirements of Zones A and C.

2. Implementation Framework (Zone B)

- A. All parking on the upper level of the garage will be 4-hour parking based on the principle that:
1. The 4-hour time stay allows adequate customer, visitor and client access to users of Zone A and C while providing for a longer time stay opportunity not allowed on street.
 2. During a typical operating day, the upper level of the facility is more conducive to, and convenient for, transient customer trips.
 3. Uniform time stays within this area of the garage foster a parking environment that is easy for the customer, visitor and client to understand.
- B. All parking on the lower level of the garage will be permit parking during the general workday (i.e., 6:00 a.m. – 5:00 p.m., Monday – Friday) based on the principle that:
- Providing adequate employee parking near the Core Zone supports the larger goal of preserving on and off-street stalls in Zones A and C for customer, visitor and client parking.
- C. The lower level of the garage will be made available to other uses (i.e., short-term) evenings and weekends as long as employee use remains low during such periods

and/or increased enforcement results in higher employee use. This will occur following an evaluation of the impact that enhanced enforcement in the downtown has on employee occupancies in the lower level of the garage, particularly after 5:00 p.m. (see Near-Term Implementation Strategies, below).

- The use of this parking area outside of general workday hours for short-term parking assures that this parking area be operated/utilized to maximize use of the total supply of parking.

D. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in the Library Garage. If utilization of parking in the garage exceeds 85 percent and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:

- Develop clear and understandable informational signage directing use in the facility by time of day and day of week.
- Increase level and/or duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse.
- Transition overall mix of parking in the garage (short to long-term) to the most efficient configuration of parking uses to meet daily demand over a 12 – 16 hour operating day.
- Pursue shared-use agreements with private lots adjacent to Zone A as possible locations for future employee parking if visitor demand begins to exceed 85 percent in the upper level of the facility. At such time, transition employee parking into another parking zone or facility through attrition and/or elimination of monthly permits issued for long-term parking in the garage.
- Convert signed time limits to metered time limits to create greater efficiency in actual rate of turnover and to create a potential revenue source for new supply.
- Increase non-SOV use for employees (i.e., programs for shuttles, transit, ridesharing, etc.) to mitigate demand for employee parking.
- Implement a monthly pass rate for employee parking in the lower level of the facility to manage supply and demand and to facilitate alternative mode choices.

ZONE C – Emerging Core Zone

Zone C, the Emerging Core Zone, includes a mix of development types, but at lower densities than in the core and with a relatively higher proportion of office, civic, residential and professional services (i.e., City Hall area). Expansions of the economic land use characteristics of Zone A are expected to occur in the Emerging Core Zone.

1. *Operating Principles (Zone C)*

The City’s goal is to continue to encourage the mixed-use development of this zone, particularly as it supports the retail core. As such, on street parking in Zone C is intended to transition over

time to serve short-term parking needs and the desired land uses in this zone. In the interim, surplus parking in the zone can be effectively utilized to meet unmet long-term demand.

- Most (if not all) on-street parking in this zone will be transitioned to serve short-term, visitor parking. Off-street parking will continue to provide a mix of short and long-term stay opportunities.
- Underutilized on-street parking in this zone will be made available to employee parking.
- Over time, on-street parking will reflect a balanced mix of short and long-term stay opportunities. Long-term parking may eventually require transition into off-street supply.
- Off-street parking in this zone is intended to provide convenient and cost-effective employee parking supply as a measure to preserve higher access opportunities for customer and patron use in the core zones.
- Parking in this zone will be managed in a manner that minimizes and mitigates spill over of commercial parking demand into residential areas immediately adjacent to the central business district.

2. *Implementation Framework (Zone C)*

- A. The majority of on-street parking will be 10 hour parking, with an appropriate mix of short-term parking based on capacity considerations (i.e., 85% Rule). This is based on the principle that:
 - 1. This mix of parking is conducive to both customers and employees and longer term visitor parking for the downtown;
 - 2. There is adequate on-street capacity in the zone to meet both short and long-term parking demand.
 - 3. The current economic uses in the zone do not as yet require the type of turnover ratios necessary in Zone A.
- B. The long-term priority for on street parking in Zone C will be 2 hour parking. As strategies within this plan are implemented, long-term parking (time stays and permits) will be transitioned to off-street locations within the Emerging Core Zone and immediately adjacent to it.
- C. The priority for off-street parking in Zone C will be mixed-use parking to accommodate the full range of users, including employees, customers, visitors and clients. These facilities are intended to provide for a range of time stay opportunities.
- D. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in Zone C. If utilization of on and off-street parking in the Emerging Core Zone exceeds 85 percent and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:

- Increase level and duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
 - Increase mix of short-term time stays (2 and 4-hour) to increase turnover.
 - Pursue shared-use agreements with private lots to provide for additional parking in Zone C or adjacent areas.
 - Transition on-street employee parking in Zone C into available off-street locations within the parking zone or “satellite locations.”
 - Transition off-street employee parking into Zone C or into “satellite locations” accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
 - Expand the boundaries of the Emerging Core Zone to increase the number of on-street, long-term spaces (i.e., to Fifth Avenue between Second Street and Fourth Street).
 - Increase non-SOV use by employees (i.e., programs for shuttles, transit, ridesharing).
 - Meter/charge for parking (on and/or off-street) to create greater efficiency in actual rate of turnover and to create a potential revenue source for new supply.
 - Create new mixed-use public parking supply within or adjacent to the zone.
- E. The City will establish policy guidelines for exceptions to the parking requirements in the Emerging Core Zone.
1. Handicapped/disabled access
 2. 15 - 30 minute zones
 - a. Specific criteria for approval (i.e., by specific business type)
 - b. Specific locations (i.e., end of block vs. mid block)
 - c. Number per geographic area (i.e., should be shared by users in a particular area)
 3. Loading zones
 - a. Maximum number per block face(s).
 - b. Limitation on number per geographic area (e.g., no more than two for every three continuous block faces).
 - c. Evaluation of opportunities for shared loading and customer parking.

ZONE D – Accessory Parking Zone

Zone D, the Accessory Parking Zone, is primarily comprised of uses whose parking supply is not generally available to general public use. Accessory parking operates to serve demand generated from within a specific site as opposed to parking serving a wider mixed-use area (as represented by Zone A).

1. Operating Principles (Zone D)

The primary purpose of parking in Zone D is to support the privately developed land uses within the zone. The City's goal is to manage the on-street supply of parking in the zone within the objectives of the 85 percent occupancy standard. The City will strive to encourage the private development of parking in this zone that results in an increased supply of publicly available parking.

- Off-street parking developed in this zone will likely be privately provided and managed to meet demand of the specific land uses for which the parking is associated.
- On-street public parking should be managed to provide access opportunities for any type of demand (i.e. short-term or long-term parking).
- Determination of appropriate time stay designations in on-street locations should be based on the 85% Rule.

2. Implementation Framework (Zone D)

- A. The majority of on-street parking will be 10 hour parking, with an appropriate mix of short-term parking based on capacity considerations (i.e., 85% Rule). This is based on the principle that:
1. The majority of parking in the Zone is private accessory parking developed to accommodate (off-street) parking demand generated by specific development sites.
 2. There is adequate on-street capacity in the zone to meet both short and long-term parking demand.
 3. Providing long-term parking in this zone creates employee parking options that could mitigate parking conflicts between visitors and employees in other zones (particularly Zones A , B and C).
- B. The long-term priority for on-street parking in the Accessory Parking Zone will be 4 hour parking. As strategies within this plan are implemented, longer time stays will be transitioned to off-street satellite locations.
- C. The priority for off-street parking in Zone D will be private mixed-use parking to accommodate the full range of site generated users (i.e., accessory demand), including employees, customers, visitors and clients.
- D. The City will conduct regular utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in Zone D. If utilization of on-street parking in the Accessory Parking Zone exceeds 85 percent and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:
- Increase level and duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).

- Increase mix of short-term time stays (10- hours to 4-hours) to increase turnover.
- Pursue shared-use agreements with private lots to provide for additional parking in the Accessory Parking Zone or adjacent areas.
- Transition on-street employee parking in Zone D into available private off-street locations (shared use locations) within the parking Zone or “satellite locations.”
- Transition off-street employee parking into “satellite locations” accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
- Increase non-SOV use by employees (i.e., programs for shuttles, transit, ridesharing)
- Meter/charge for parking (on-street) to create greater efficiency in the actual rate of turnover and to create a potential revenue source for new supply.

ZONE E – Transitional Parking Zone

This area is currently unregulated and represents mixed-use development of a scale that is both complementary of the downtown, yet less intense. Over time, the City would like to see this zone develop additional retail and service opportunities.

1. Operating Principles (Zone E)

Parking Zone E is intended to support growth in Zones A and C as well as to provide low-cost parking opportunities for employees and longer-term parking stays.

- With the addition of new supply in Zone A, it is intended that parking in this zone transition to short-term parking to support and attract future retail, office and service-oriented businesses.
- Time stay designations in this zone will be phased with the addition of new supply in the core.
- Determination of appropriate time stay designations in on-street locations should be based on the 85% Rule.

2. Implementation Framework (Zone E)

- A. On-street parking will be unregulated until such time as new supply is created in Zone A.
- B. With the addition of new supply in Zone A, parking in this Zone E, the Transitional Parking Zone, will be transitioned to short-term parking to support and attract future retail and service oriented businesses along Market Street.
- C. The transition to time stay designations will begin with a mix of 4 hour and 10 hour stalls. Determination of appropriate time stay designations in on-street locations will be based on the 85% Rule.

- D. The City will conduct regular utilization and capacity studies in this zone *once new parking supply is added to Zone A* to ascertain the actual peak hour utilization and average turnover of parking resources in the Transitional Parking Zone. If utilization of on-street parking in Zone E exceeds 85 percent and turnover meets desired rates, the City will evaluate and implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:
- Increase level and duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
 - Increase mix of short-term time stays (4 hours then 2 hours) to increase turnover.
 - Transition on-street employee parking in Zone E into new supply developed in off-street locations (shared-use and new public supply) within Zone A or “satellite locations.”
 - Transition employee parking into “satellite locations” accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for employee parking throughout the downtown.
 - Increase non-SOV use by employees (i.e., programs for shuttles, transit, ridesharing, etc.)
 - Meter/charge for parking (on-street) to create greater efficiency in actual rate of turnover and to create a potential revenue source for new supply.
- E. The City will establish policy guidelines for exceptions to the short-term/long-term parking requirements in Zone A.
1. Handicapped/disabled access.
 2. 15 - 30 minute zones.
 - a. Specific criteria for approval (i.e., by specific business type)
 - b. Specific locations (i.e., end of block versus mid-block)
 - c. Number per geographic area (i.e., should be shared by users in a particular area)
 3. Loading zones.
 - a. Maximum number per block face(s)
 - b. Limitation on number per geographic area (e.g., no more than two for every three continuous block faces)
 - c. Evaluation of opportunities for shared loading and customer parking

OTHER PARKING AREAS (ZONES) – Peripheral Parking

The Peripheral Area serves a high proportion of residential demand with some low-density commercial uses. If spillover effects from the Core and Emerging Core Zones (Zones A & C) are problematic, a Residential Parking Zone (RPZ) may be established to ensure that adequate parking is available for demand generated from uses within the Peripheral Area. Initially, parking in the Peripheral Area is intended to be largely unregulated.

1. **Operating Principles (Peripheral Parking Area)**

Parking in the Peripheral Area is intended to serve residential demand and uses generating demand from within the zone. It is intended that “spill over” from other parking zones within the CBD be mitigated.

- Parking in the Peripheral Area is intended to meet demand generated within this parking area.
- Parking in this area is unregulated. As such, no time stay restrictions are in effect. Future management strategies assumed for this area would be contingent on the parking activity, capacity, and utilization of all other parking zones.
- If parking spillover from Zones A, C or E results in inadequate parking availability for properties within the Peripheral Area, Residential/Area Permit Zone programs may be desired.

2. **Implementation Framework (Peripheral Area)**

- A. Parking in this zone is unregulated. As such, no time stays are in effect. Future management strategies assumed for this area will be contingent on the parking activity, capacity, and utilization of all other parking zones.
- B. Residential Permit Zone programs may be implemented if parking spillover from Zones A – E results in inadequate parking availability for properties within the Peripheral Area.

2. **PARKING MANAGEMENT STRATEGIES**

As a result of the data inventory process and continuing discussions with the Parking Work Group, specific parking management strategies have been identified and are recommended for implementation. Recommendations for changes in current policy/code and several near-term strategies will optimize the efficiency of the *existing* parking inventory in Downtown Kirkland. Additional mid- and longer-term strategies are also recommended for consideration.

Mid- and long-term strategies should be incorporated into a process through which such strategies are evaluated within the context of operating principles and zones based implementation frameworks (see A. 5 & 6, below). Nonetheless, we believe all the strategies recommended in this report would assist the City to more effectively manage its parking supply.

These recommendations are organized as follows:

- Policy Level Actions
- Near, Mid and Long-Term Strategy Recommendations
- Other Parking Issues

A. **Immediate Implementation - Policy, Funding and Revenue Actions - (by September 2003)**

The following policy elements have been included to ensure the goals of the parking management plan can be achieved by incorporating parking system management into the City’s development

policy. Application of the 85 percent full standard as the threshold for decision-making (element 5.d., below) becomes the unifying monitoring device connecting these various policy elements. Formalizing the policy recommendations assures that the life of the parking management plan extends beyond the first round of strategy implementation. As such, it is recommended that the Policy Recommendations be adopted immediately by the City of Kirkland (no later than September 30, 2003).

1. Develop a job description and submit a service package to create a position of “Parking & Transportation Coordinator/Manager” for the City of Kirkland.

The complexity of parking and access is increasing as the City and the downtown grows through redevelopment and increased demand for access. A single person should be assigned to oversee and manage all aspects of the parking program. Ideally, this person would report to a Parking Stakeholder Advisory Committee (element 8, below) to routinely review overall parking activity in the downtown as well as by zone. Information developed through periodic update of the parking inventory (i.e. 85% Rule) would be used to evaluate “action triggers” and implement appropriate adopted strategies as necessary. The City "process" for approving this type of service addition should be completed immediately to facilitate near-term hiring of the position.

2. Develop job description and submit service package for additional 0.50 FTE enforcement personnel.

The inventory of parking utilization and turnover indicates additional enforcement personnel would likely improve system efficiency, reduce problems associated with moving to evade and increase revenue potential. As with (5), above, the City process for initiating hiring of additional personnel needs to be completed in a timely manner to assure near-term implementation.

3. Submit service package for signage and shared-use agreements.

Right-of-way informational signage and the creation of a fund to negotiate shared-use agreements for use of under-utilized private parking supply (both described below) need to be approved by City Council to assure near-term implementation.

4. Submit service package for purchase of up to 60 parking meters as called for in near-term funding strategy (see Section 8 of this report).

Funding for implementation of strategies 1 - 3 above call for creation of new revenue sources. The PWG has recommended the placement of up to 60 parking meters in the Lake and Central and Lakefront lots as one element of an interim funding plan that also includes use of existing fee-in-lieu revenue. All revenue derived from these meters would be targeted to funding strategies outlined in this plan.

5. Adopt Policies and Rules to Guide Parking Management

a. Codify Guiding Principles for Parking Management as City Code.

The Guiding Principles provide a framework for managing parking and decision making in the downtown over time. “Codifying” the Guiding Principles will serve to inform future management decision making as well as development of future public facilities. Incorporating these principles into City Code and policy assures

the intent and purpose for parking management, established through consensus in this study, is carried out over time.

b. Establish “Parking Management Zones” based on desired economic uses and user types.

Different segments of the downtown have different economic uses and represent different points of access into the downtown. The heart of downtown should represent the area in which the highest density of economic activity and access is intended to occur. Parking should be seen as a management tool that supports specific economic uses. The desired economic activity in a particular area of downtown should guide the decision making for the type of parking required.

It is recommended that Kirkland establish five separate parking management zones, each having specific operational priorities.

c. Develop “Operating Principles” and an implementation framework that defines the priority purpose/use for parking in each parking management zone. Adopt the principles and framework as City Code.

The recommended Parking Management Zones should be established and the Operating Principles described above should be used to guide the evaluation and management of day-to-day dynamics of parking activity. Operating principles are established to describe the primary purposes for parking within each parking management zone and to complement and reinforce the Guiding Principles established for the downtown.

d. Adopt the 85% Rule to facilitate/direct parking management strategies.

The 85% Rule is a measure of parking utilization that acts as a benchmark against which parking management decisions are based. Within the parking industry, it is assumed that when an inventory of parking exceeds 85 percent occupancy in the peak hour, the supply becomes constrained and may not provide full and convenient access to its intended user. Once a supply of parking routinely exceeds 85 percent occupancy in the peak hour, the 85% Rule would require that parking management strategies be implemented to bring peak hour occupancies to a level below 85 percent to assure intended uses are conveniently accommodated.

The parking inventory for Kirkland revealed that existing peak hour occupancies in the Core Zone (Zone A) are in excess of 85 percent in the peak hour. Other zones are generally operating at less than 85 percent at the time of this study. Having the 85% Rule in effect will assure that a process for evaluating and responding to future parking activity in the downtown is in place.

6. Establish a Parking Advisory Committee.

The City should appoint a Parking Advisory Committee made of a representative cross section of downtown interests. The Committee would (a) assist the Parking Coordinator/Manager in the implementation of the parking management plan; (b) review parking issues over time; and (c) advise City Council on strategy implementation based on the Guiding Principles for parking management.

7. Re-stripe public inventory of on-street parking.

The majority of on-street parking study area is striped. Striping is effective because it assists the customer in identifying a parking stall, thereby creating a sense of order and convenience. Effective striping also reduces incidents of damage to vehicles and facilitates compliance.

The recent inventory of parking revealed that in many areas the striping is faded and difficult to discern. Many vehicles are parked improperly, most likely because the customer was unable to clearly identify the parking stall.

It is recommended that the City:

- a. Add striping on Market Street between Central Way and 8th Avenue.
- b. Include periodic re-striping of the public parking supply in the on-going City's capital improvement budget.

B. Parking Management Strategies

Based on the recently completed capacity and usage survey of the parking inventory a number of parking strategies are recommended for near-term implementation. These strategies will assist the City to optimize the use and accessibility of existing parking in Downtown Kirkland.

A number of mid and longer-term recommendations have been developed as well, some of which are targeted at the development of new parking supply. The consultant team believes all of the recommendations presented in the report are consistent with the Guiding Principles and Operating Principles for parking in Kirkland. Nonetheless, the mid- and long-term recommendations should be reviewed and forwarded for implementation through the Parking Coordinator/Manager and Parking Stakeholders Advisory Committee process recommended above.

Near-Term Implementation - (by December 2004)

The following strategies are recommended for near-term implementation.

1. Enhance enforcement activities to assure existing time zones are honored and system utilization/turnover is operating as intended.

Based on the results of the turnover analysis, it is apparent that current enforcement personnel are efficient and effective. The data also revealed, due to the volume of vehicles accessing downtown on a typical operating day, enforcement personnel could not keep pace with the number of violations that actually occur:²⁸

It is recommended that the City:

- a. Hire at least 0.50 FTE enforcement personnel.

²⁸ The average number of tickets written in a day from the data inventory was 81 (about one every six minutes). The average number of actual violations was 150.

- b. Program the additional personnel to ensure turnover and mitigate moving to evade. This could include:
 - extended enforcement hours (current days)
 - additional enforcement day(s)

Enhancing parking enforcement will (1) increase overall system efficiency and (2) sufficiently provide for cost recovery.

2. Hire Parking & Transportation Coordinator/Manager

Upon approval of a budget and service package by the City Council, the City should move forward with the hiring of the parking & transportation coordinator/manager. This position would be charged with the implementation of the overall parking management plan, monitoring of parking in management zones over time and work with the Parking Advisory Committee to facilitate decision-making based on the 85% Rule, Guiding and Operating Principles for each zone.

3. Target enforcement: Improper use of parking - “moving to evade”

Approximately 2 – 3 percent of all unique vehicles “move to evade” on an average day. This type of parking is generally associated with employees parking in a parking zone and moving their cars throughout the day to evade enforcement.

Implement the following strategies:

- a. Increase level of enforcement more consistently throughout the day.
- b. Improve effectiveness of current employee vehicle license plate registration program.

4. Implement a higher mix of signed 10-hour parking stalls on-street in Zones C & D.

During the summer usage inventory, parking in Zones C & D never exceeded 68 percent in the peak hour, leaving some capacity that could be used in the near and mid-term for longer-term stay opportunities. A large portion of on-street parking in the two zones is currently signed 2-hours. In the near term, a greater proportion of parking in these zones should be signed for 10-hour parking, except along the Central Way retail spine. Future usage and capacity surveys (see 20 below) will inform strategies that lead to optimum reconfigurations of parking in these zones over time.

5. Develop a signage package of uniform design, logo and color for placement in publicly available off-street locations.

Creating a uniform signage package that incorporates a unique logo and color scheme for public parking facilities will establish a sense of recognition, identity and customer orientation for users of the downtown parking *system*.

It is recommended that the City:

- a. Develop a signage package that incorporates a uniform design, logo, and color scheme into all informational signage related to parking.
- b. Evaluate land use and code implications of the signage package program particularly size, design and placement issues, and initiate changes as appropriate.

- c. “Brand” each off-street public facility, open to public access, with the established “logo” package.
- d. Investigate the purchase and installation of such signage for private owners as part of shared use parking agreements (see 9, below).

6. Upgrade internal signage within the Library Garage to clarify uses by time of day.

There is currently customer confusion regarding the use of the ramp that separates the upper and lower levels. The ramp is inconsistently signed for time stays (i.e., 4-hour, permit only). During the recent parking usage survey, the majority of cars parked on the ramp were displaying permit hang-tags. Also, after 5:00 p.m. there is customer confusion as to whether the lower level of the garage can be utilized for short-term parking, which is a period when the lower level of the garage is under-utilized.²⁹ Improved signage will enhance utilization of the garage during peak periods and increase customer understanding of parking options in the garage by time of day.

It is recommended that the City:

- a. Evaluate the impact of enhanced enforcement on employee occupancies in the lower level of the garage, particularly after 5:00 p.m.
- b. Designate the garage ramp as permit only parking from 6:00 a.m. to 5:00 p.m. to eliminate confusion as to its use during the operating day.
- c. Install signage indicating the availability of the lower level for all parking types after 5:00 p.m., if enhanced enforcement leaves capacity.

7. Evaluate opening the upper deck of the Library Garage for customer use during evening hours and when the Library is not open.

Currently the entry area and rooftop levels of the garage are not available to general public use at any time, being reserved for use library patrons only. The City should evaluate the possibility of opening the rooftop level to customer use during evening hours and times when the library is not open. The signage program recommended in (6) above can facilitate this.

8. Develop and strategically place a new and unique wayfinding signage package in the right of way at locations along Central Way, Market Street, Kirkland Avenue and Lake Street to direct visitors to off-street locations.

The City should develop directional signage on the roadways that directs customers to specific facilities. This will be of greatest importance at primary portals into the downtown, at major traffic intersections and at primary points of ingress at specific facilities.

It is recommended that:

²⁹ The 2002 parking survey indicated that the lower level of the garage has approximately 75 - 100 available stalls after 5:00 p.m.

- a. The signage package should be consistent with, and complementary of, the signage package developed for the off-street facilities.
- b. The address of the nearest visitor facility (i.e. 3rd @ Kirkland Ave, Lakefront, Central Way @ Lake St.) should be incorporated into the roadway signage to assist and direct customers to the nearest parking location.

9. Negotiate shared use and/or lease agreements with owners of private surface lots and parking structures to provide for an interim supply of parking per desired use(s).

Nine private surface parking lots were inventoried during the data survey. These lots are located within the Core Zone and are significantly underutilized, even during peak times (i.e., less than 85 percent occupied). These lots comprise approximately 213 stalls and are generally without signage or have signage that is inconsistent and confusing to customers and visitors. The ability of the City to “capture” as many of these stalls as are available in the peak hour for more active management will provide a relatively low cost and effective near-term strategy for mitigating existing access constraints during peak demand periods.

Additionally, shared use opportunities may be available at facilities not evaluated in the data survey. These could include the St. John’s Church lot and the Antique Mall lot at 3rd Street and Park Lane.

It is recommended that the City:

- a. Initiate an effort to work with owners of private lots to enter into shared use agreements to allow underutilized parking to be made available to customer/visitor or employee uses (as appropriate).
- b. Explore the development of incentives to encourage such agreements (i.e., signage, landscaping, lighting, sidewalk improvements, leasing, etc.)
- c. To this end, the existing Diamond and Ampco lots in Zone A and the Antique Mall lot at 3rd Street/Park Lane should be targeted for customers/visitors. The St. Johns Church Lot should be targeted for employees.

10. Develop a program for upgrading surface lots that come under public management to provide a minimum appearance standard (i.e., lighting, signage and stall striping).

Existing surface parking facilities in the downtown vary in quality and design. It is recommended that Kirkland develop a program that would result in upgrades on facilities that come under public management that would meet a base level standard for design, appearance and safety.

Standards would be consistently applied for:

- a. Quality of surface
- b. Location/orientation of pedestrian pathways and abutting sidewalks
- c. Landscaping, signage and lighting standards

11. Develop a mitigation plan for public parking supply lost to development and/or redevelopment of existing parking sites.

The recently completed survey of parking in the downtown revealed a parking "deficit" of just over 50 peak hour stalls in Zone A. As such, the development of existing sites in the downtown that currently provide public parking would result in the loss of supply, exacerbating the deficit situation.

The City should begin the process for outlining a definitive action plan for mitigating the possible loss of parking supply until such time as new supply is developed. Several specific strategies for better managing existing supplies and identification of shared parking opportunities are outlined in this plan (see specifically items 1, 3, 5, 6, 7 and 9, above), which could potentially result in the addition of over 100 "available" stalls in the peak hour in Zone A. Additionally, efforts and incentives to transition demand into the Library Garage during peak hours (where over 150 stalls are available) should be an important part of the mitigation plan strategy.

12. Reevaluate and refine current fee-in-lieu option, through which a development can opt out of all or a portion of its total parking requirement by paying a per stall fee to the City.

Development may be hindered by current minimum parking requirements. Site constraints, cost and the possible availability of off-site parking supply may be seen by some as a barrier. The current fee-in-lieu option should be evaluated as to its effectiveness and appropriate level of fee. It is recommended that the fee be placed into the downtown parking fund to contribute to future development of public parking in the downtown (see 15, below).

13. Develop a policy that encourages private sector development of publicly available parking in the downtown and/or implementation of Transportation Demand Management (TDM) programs to increase access capacity to the downtown.

Developers generally provide and manage parking to serve exclusive accessory uses to their particular site. As such, sites are often developed without benefit of a process or policy that would allow for discussions to maximize both the accessory and public supply of parking in a given private project or to encourage employees to use alternative transportation modes. At this time, parking and transportation development incentives are not currently available to the City.

Given the cost of parking development and the limited land available to development, it would be important and useful for the City to encourage the development of publicly available parking and TDM programs/infrastructure in future private development projects. The opportunity to incent either more flexible management of private supplies (allowing general public access) or additional supply for public use within a private project should be explored as well as TDM systems that could reduce overall development costs.

The first step to creating a "toolbox" of incentives requires development of a formal policy that would allow the City to offer incentives if specific public parking and transportation goals were met in the context of a private downtown development.

Mid-Term Implementation – (by June 2005)

The following strategies are recommended for mid-term implementation.

14. Create and implement a package of incentives for the private development of publicly available parking supply and TDM options in the downtown.

It is recommended that the City creates and implements a package of incentives that would be made available to private developers that allow for or add publicly available parking into downtown development projects. Similar incentives would be created for privately initiated Transportation Demand Management programs (as describe in Section V of this report). The package of incentives would follow adoption of a parking incentive policy described in 13, above.

Examples of development incentives currently available in other jurisdictions include (but are not limited to):

- Floor Area Ratio (FAR) bonuses
- Height bonuses
- Permit fee waivers
- Impact fee waivers
- Supply/revenue agreements³⁰
- Property tax abatements

15. Implement a Downtown Parking and Transportation Fund as a mechanism to direct funds identified for parking and TDM development into a dedicated fund.

As pricing and other parking development revenue options are developed and implemented in the downtown, it will be important to direct the funds into a specific account intended to support on-going transportation and access in the downtown. This can be done with existing and future parking related revenue, or with net new revenues generated as a result of implementation of elements of this plan. The Downtown Parking Fund should be dedicated to:

1. Debt service
2. Operations
3. Enforcement
4. Marketing and communications
5. Transportation Demand Management programs
6. New supply

16. Consider a strategy for future parking pricing.

The operating principles developed for each parking zone contain options for the implementation of parking pricing. Options can range from pricing parking in specific

³⁰ Revenue agreements are lease agreements whereby the City agrees to a guaranteed lease for spaces at a negotiate rate per stall.

areas (e.g., off-street only) to pricing specific users (e.g., employees) to a comprehensive system of pricing that would include metering on- and off-street.

The Parking Coordinator/Manager and the Parking Stakeholders Advisory Committee should begin discussion of a coordinated strategy for how parking pricing would be implemented as the demand for parking and new parking supply evolve in the mid- to long-term. Once developed, the parking pricing strategy should be presented to the City Council for review and approval.

The outline of strategy issues presented below is intended to inform the City on major decision and management guidelines should pricing become necessary as a means to maximize and facilitate access capacity.

a. Meter on-street parking to increase efficiency and capacity.

As the 85% Rule triggers additional and more aggressive management of the supply, Kirkland may at some future point consider pricing parking. At that point pricing would be intended to (a) facilitate more efficient turnover, (b) encourage use of specific facilities in specific management zones (i.e., short-term vs. employee parking), (c) encourage use of alternative modes, and (d) provide funding source for new supply and alternative mode options.

In the context of pricing, Kirkland should consider new technologies available and in place in other cities that allow for flexibility in the management of parking pricing and contribute and complement Kirkland's existing and desired urban form. "Multi-space metering" and "pay-and-display" systems are an example of these types of technology, which allow a City to charge for parking without "cluttering" the pedestrian way with individual meters.

b. Charge for parking in publicly owned off-street facilities.

The City should establish a policy for pricing in publicly owned or controlled off-street facilities. The framework of such a policy is provided below:

1. "Short-term rate" is equal to hourly fee charged at on-street system
2. Evening rates established to attract/serve appropriate uses
3. Long-term, daily/monthly rates balanced by Rule of 85%
4. Rate manipulation triggered by Rule of 85%
5. Rate manipulation generally at the long-term end to facilitate transition of long-term parkers to appropriate parking locations within the downtown.

c. Create varied rate structures to incent employee parking in specific areas.

By creating rate structures that encourage off-street parking, the City can allow rate to influence employees decisions on where to park (for instance, lower monthly rate to park in off-street location, higher rate in specific on-street locations).

17. Initiate process to establish a funding program to support development of new supply.

Given the existing “market rate” for parking in Kirkland, it is doubtful that new parking supply will be self-supporting.³¹ The cost of new development is expensive. Therefore, collaborative efforts must be initiated that recognize that multiple funding sources will need to be developed and implemented.

It is recommended that the community evaluate a range of public and business based fees to supplement public funding for the development of new parking supply.³²

18. Complete planning and initiate development of new supply in Zone A.

A strategically located parking facility in Zone A will provide access opportunities for employees (near-term until 85% Rule is achieved) and customers (as on-street system is maximized).

The purpose of this effort would be to have all components necessary for development of a centralized public parking facility in place so that construction could begin in the mid-term.

19. Re-capture parking on 3rd Street in conjunction with possible relocation of the downtown transit center.

The opportunity to recapture 3rd Street for on-street parking will add parking to the Zone A supply and improve the pedestrian environment on the east end of the zone for future development/redevelopment. The possible relocation of the transit center would allow this to occur. It is estimated that 24 parking stalls could be added between Kirkland Avenue and Central Way.

20. Routinely conduct parking inventory analyses in the downtown.

The recently completed analysis of Kirkland’s parking inventory provides excellent information on parking utilization, turnover, and duration and peak hour capacity.

The need for this data is very important as a foundation piece for determining actions to maximize parking supply. Periodic monitoring of parking activity will allow Kirkland to (a) better coordinate enforcement, (b) assure maximum utilization based on intended uses and (c) provide solid evidence for the need to move to higher and/or more aggressive levels of parking management.

It is recommended that:

- a. A parking inventory analysis is conducted at least every two years. Information from these updates would be forwarded to the Parking Coordinator/Manager and the Parking Stakeholders Advisory Committee for review, evaluation and strategy implementation.

³¹ See Section 6, Development of New Parking Supply, for an analysis costs/financing associated with parking development.

³² See Section 7, Funding Options for New Parking Supply, for a summary of options in use in other jurisdictions.

- b. The City explore technology options that are available that would allow enforcement personnel to gather inventory data on a more frequent and/or targeted basis.

Long-Term Implementation – (by July 2008)

The following strategies are recommended for long-term implementation.

21. Complete development and open new supply in Zone A.

Completion of site identification, planning, outreach and funding efforts described in 17 & 18, above, would be finalized and the project completed and opened to the public.

22. Reconfigure the mix of stalls in the Lakefront Lot with the addition of new supply in Zone A. The intent is to provide a greater percentage of longer-term stay parking stalls for customers.

The City's goal of capturing recreational users of the Lakefront area as retail shoppers may require more parking options that permit a longer visitor stay. At present all public parking in Zone A is 2-hour parking. The average visitor stay of 1.3 hours (as documented in the data survey) may be a function of time stay designations in the Core Zone rather than the "desired" time stay of the customer. Unfortunately, given the current constraint on parking in Zone A, transitioning 2-hour stalls to longer-term stay stalls at this time would likely contribute to the constraint/deficit of parking in the core zone. As such, it is recommended that the reconfiguration of time stay mix be sequenced with the addition of new public supply in the core.

23. Implement Parking Revenue Strategies

Given Kirkland's size and its estimated growth, it is not anticipated or suggested that the City of Kirkland move to parking pricing for customer access in the near-term. Nonetheless, as new capacity for parking and transportation access (i.e., garages, transit programs, etc.) are considered in the context of a 3 - 7 year plan, the issue of pricing and new revenue sources needs to be incorporated into the City's parking management plan. The decision to move to parking pricing and new revenue sources would be facilitated by the parking pricing and funding strategies developed by the City (see 17 & 18, above), with input from the Parking Coordinator/Manager and Parking Stakeholders Advisory Committee.

24. Identify and lease/acquire strategically located land parcels for use as future public off-street parking locations.

The City should identify areas within each parking zone and in peripheral areas to bring under City control through acquisition or lease. Strategically locating future parking sites allows the City to use such sites as (a) interim surface parking locations (until desired development would transition the sites to commercial/retail), (b) future parking structure locations, or (c) "satellite" facilities that would be linked by shuttle and/or circulator systems in the future.

25. Evaluate feasibility of a downtown circulator system to tie adjacent parking areas to core.

Growing demand for parking in the core area will create constraints within the supply (i.e., peak demand) and conflicts (employee versus customer/visitor access). The City should initiate an evaluation of a circulator system for moving employees and visitors between parking areas, some of which may be remote or in “satellite” locations. Routing, frequency and cost are issues that will need to be examined. Ideally, a circulator would link into existing transit service (i.e. reroute service and relocated stops) to leverage service and reduce cost. Not only would a circulator serve as a link between parking areas and the core, but also between the distinct zones that make up the downtown.

26. Implement a Residential Permit Parking Program (RPPP) in the Peripheral Area.

As the City moves to implement more active parking management in the commercial parking zones, the potential for spill over into adjacent residential areas (i.e., Peripheral Area) increases.

It is recommended that the City:

- a. Establish criteria and procedures for implementing a Residential Permit Parking Program (RPPP) in anticipation of future spill over issues into residential areas in the Peripheral Area.
- b. Adopt and implement a Residential Permit Parking Program (RPPP) in conjunction with paid parking strategies in Zone A.

C. Marketing and Communications

A successful parking system will require on-going marketing and communication. The foundation for a marketing and communication program is the signage and wayfinding package recommended in this report. Support of this system can be facilitated through informational maps and brochures about Kirkland and its parking system distributed through Business Association, Visitor Services, Retail and Lodging networks.

It is recommended that the City:

- a. Partner with the business community to develop a marketing and communication system for access in Kirkland. The marketing/communication system would include (but not be limited to):
 1. *Maps.* Develop maps that visually represent the parking zones (i.e., blue zone – Core - is customer parking, green zone is long-term parking) and identify the location of visitor versus employee facilities.
 2. *Validation program.* Evaluate the feasibility of retail validation systems if, and when, the City moves to pricing parking.
 3. *TDM alternatives.* Incorporate alternative mode options (i.e., shuttles, transit, and bicycle) into parking communications materials.

4. *Valet Parking.* City will facilitate a discussion with restaurant owners on feasibility and costs associated with implementation of a valet program to move customer vehicles to underutilized public facilities (i.e., City Hall lot).

3. SUMMARY

The City of Kirkland is striving to promote growth that fits into the future vision of downtown. A strong parking management plan is one tool that can assist the City in attaining its vision.

A strong parking management plan:

- Defines the intended use and purpose of the parking system.
- Manages the supply
- Enforces parking policies
- Monitors use and responds to changes in demand
- Maintains the intended function of and priorities for the overall system.

This plan has been developed to support the guiding principles and operating principles for parking and access in the downtown. As such, the plan and its strategies reflect the fundamental values and objectives stakeholders have for Downtown Kirkland.

The parking management strategies were developed to optimize the use of existing parking resources in Downtown Kirkland and realistically prepare for future new supply. These strategies include policy recommendations, near-term management recommendations, and on-going (mid- and long-term) management recommendations.

The strategies are presented in a logical sequence of activities and decision-making that build upon each other. We believe the parking management plan presented in this section will support on-going and sustainable economic vitality for Kirkland by assuring access for customers and visitors to downtown and strategies that effectively respond to changes in demand over time.

As with any parking management program, the success of the plan is dependent upon its adoption into City policy. Parking management is an on-going process that requires the commitment of time, resources and public/private effort. The plan and its associated policies and strategies need formal endorsement by the City Council to assure implementation and on-going management of the parking system.