

EXECUTIVE SUMMARY

This report has been produced to fulfill requirements of the work scope for the City of Kirkland *Downtown Parking Study and Plan*. The study process and its ensuing recommendations were initiated by the City of Kirkland in association with a Parking Work Group comprised of representatives of retail and commercial businesses, residents, the development community, citizens and City staff. The consulting team of Melvin Mark Development Company (MMC) and Nelson/Nygaard Consulting (N/N) conducted the study.

THE ROLE OF PARKING IN DOWNTOWN

The role of parking in downtown cannot be seen as an end in and of itself. The key to a successful downtown is truly the land uses that comprise it. A vital downtown is an area that has a clear sense of place and identity, comprised of an exciting and attractive mix of uses and amenities. In a nutshell, "people do not come downtown to park." People come downtown to experience an environment that is unique, active and diverse. As such, the true role of parking is to assure that the desired vision for downtown is fully supported.

Kirkland begins with a strong base of knowledge, practices and vision that will both support and augment the development of a parking management plan. There is also a clear link to the *Kirkland Downtown Strategic Plan (DSP)*, which sets forth the primary recommendations of the Downtown Action Team (DAT) about the downtown and desired changes for Kirkland's central business area. Parking is a key element presented in the DSP.

The only element lacking in the present environment is a consensus blueprint for parking that will allow the City, stakeholders and the general community to leverage parking as a tool to facilitate the dynamic vision called for in the DSP.

STUDY PURPOSE

The purpose of this study is to develop a workable parking and transportation management plan for the Downtown. The plan has been developed to be specific enough to address known parking and access constraints with immediate to near-term improvements. This will assure on going improvements in access opportunities for patrons, employees and residents of the downtown. The plan is also flexible enough to provide the City with mid and long-term solutions (and decision-making guidelines and triggers) to assure that parking management strategies and programs are implemented in a manner that best serves the unique and changing nature of the downtown business environment.

Key elements of the study work scope called for development of a parking management plan that is:

- Based on an accurate and objective understanding of the dynamics of downtown access;
- Correlated to a clear vision for downtown's economic development;
- Grounded in a set of Guiding and Operating Principles that provide a lasting framework for decision-making;

- Comprised of both near-term and on-going strategies for parking and transportation management that allows for flexibility and effective responses to the evolving access needs of the downtown.

PUBLIC INVOLVEMENT

The consultant team participated with the City in a comprehensive education and involvement process that engaged key stakeholders, City staff, City Council members, Kirkland Downtown on the Lake (KDL), the Downtown Action Team (DAT) and the general public. The primary objective was to identify key issues regarding parking, transportation and access in the downtown and their impact on the continuing economic vitality of the downtown.

The work leading up to completion of this study was conducted in concert with a Parking Work Group (PWG). The PWG was established to provide oversight, guidance and review of the study process. Key stakeholders, local business owners and operators, residents and downtown property owners and developers were directly engaged on the PWG. These individuals provided significant assistance in the identification, description, and prioritization of issues to be addressed.

Presentations hosted by KDL were made to downtown property owners and merchants on two separate occasions during the course of the study. Advance notice of these meetings was broadly disseminated through KDL flyers, mailings, and newsletters. In addition, presentations were made to the DAT at their quarterly meetings. General findings, conclusions and recommendations were presented by the consultant team. These presentations also provided attendees the opportunity to comment and give input on elements of the plan. The City Council was briefed by the consultant team individually and at a June 2003 study session. The study session was broadcast to the community via the City's local access cable channel.

Overall, Kirkland has done a good job in managing its parking assets to this point in time. What is lacking is a clear, flexible and consensus based blueprint for using parking management to support and facilitate the longer-term strategic vision. This plan provides that blueprint. It will serve as a guide to maximizing the City's existing parking resources and as a means to assure cost effective solutions for access, which includes new parking supply and transportation demand management programs and strategies.

Section I: Parking Inventory Analysis – Existing Conditions

In every downtown the issue of parking is central to stakeholders as they plan for, and perceive, the downtown's on-going economic success. The need to understand both the perception *and* reality of parking is essential if a comprehensive, effective and successful parking management strategy is to be developed and implemented.

1. PURPOSE OF THE PARKING INVENTORY ANALYSIS

The purpose of a parking utilization study is to derive a comprehensive and detailed understanding of actual use dynamics and access characteristics associated with parking in the downtown. Important elements of this section include:

- (1) Development of a data template for all parking in the study area, denoting all parking stalls, by time stay type, for on and off-street facilities in public control.
- (2) A complete survey of parking use over two “typical days.” This included a single Thursday and Saturday in August 2002. Additional analysis to assess usage in winter or “off-season” conditions was conducted on a single Thursday in February 2003.
- (3) Analysis of parking utilization and turnover that included:
 - a. Quantification of total study area parking inventory.
 - b. Hourly occupancy counts (8 a.m. – 9 p.m.) for on and off-street inventory.
 - c. Parking turnover analysis (on and off-street).
 - d. Parking duration of stay analysis (on and off-street).
 - e. Derivation of built parking supply to total built square footage (i.e., true parking demand ratio).
 - f. Time stay abuse analysis.
- (4) Identification of parking surpluses and constraints in the parking supply.

2. STUDY AREA

The parking inventory study area was determined in the initial project scoping process. The study area generally encompasses the area bounded by 4th Avenue (and the entire City Hall block) on the north, Kirkland Avenue/Kirkland Way to 3rd Street to 1st Avenue to Lake Street on the south, Market Street and Lake Washington on the west and 6th Street on the east.

3. METHODOLOGY

The project team’s methodological approach to gathering parking utilization/capacity/turnover data began with a physical compilation of all public parking assets (on and off-street) within the study area and the activity zones. This physical assessment was conducted in advance of the survey days and documented all parking by location and type. This was used to create a data template necessary to conduct the utilization assessment.

The survey itself involved an hourly accounting of each occupied on-street parking stall in the study area using the last four digits of the parked vehicle’s license plate. All public off-street facilities were similarly documented. “Publicly available” parking stalls in private parking facilities were assessed for capacity only. They were not surveyed for turnover or duration given that time stay limitations in these lots were not in place. In addition, private facilities were only surveyed during hours when they were posted and available for actual public use. Data was

gathered and analyzed for the combined study area and broken into four parking activity zones identified by the Parking Work Group based on the land use composition of those zones.

4. MAJOR FINDINGS OF THE PARKING INVENTORY ANALYSIS

The data analysis for parking in Downtown Kirkland reveals a system that is operating at a very high level of turnover. While the overall supply of parking in the downtown currently operates at about 81 percent occupancy in the peak hour, the core zone of the downtown exceeds capacity for the majority of the operating day and into the evening hours. Opportunities to create additional capacity within the parking supply do exist. Coordinated management of the parking supply at the Library Garage and in available private spaces will serve to mitigate existing constraints. However, growth in demand for parking in downtown will soon lead the City to look to new supply opportunities and alternative mode options to fully balance access choices to meet demand and future development plans.

Major findings from the analysis include:

- The City controls 881 stalls of publicly available parking within the study area. An additional 213 parking stalls are available to the public throughout the operating day (particularly evenings).
- The majority of public parking in the downtown is designated for customer parking (stays of less than four hours).
- The highest weekday peak hour for the combined downtown parking inventory is between 6:00 p.m. and 7:00 p.m. when 81.4 percent of all parking stalls in the study area are occupied. The weekend peak hour for the combined study area is also between 6:00 p.m. and 7:00 p.m., when 69.1 percent of all spaces are occupied.
- The average parking stay downtown is 1 hour and 24 minutes.
- The intended rate of turnover downtown is 6.0 turns per day. Actual turnover is 8.6 turns per day, indicating that the system is operating significantly above designed expectations.
- Violations/abuse of the system occur within a normal rate for violations and enforcement personnel are very efficient. Additional enforcement personnel would likely result in increased revenue to the City.
- The 2002 parking inventory indicates that the core area of the downtown (Zone 1) currently operates at a deficit of approximately 54 parking stalls if the 85% Rule is used as a gauge for optimum system performance. The deficit raises to between 115 and 159 stalls by the year 2007 if other strategies are not put into place.
- Surplus parking is available in other parking zones, the Library Garage and in private lots. The feasibility and appropriateness of strategies to direct customers to available surpluses in the downtown should be explored in the next phase of the parking study.
- Current demand for parking ranges from 1.61 to 2.28 parking stalls per 1,000 square feet of commercial building area, depending on location within the downtown. Currently, parking is being provided at a rate of approximately 1.98 parking stalls per 1,000 square feet of commercial building area.
- Absorption of parking stalls in the peak hour will be between 23 and 40 stalls per year within the combined study area, at assumed growth rates of 3 and 5 percent. Under status quo

conditions, this would result in a deficit of parking in the downtown of between 82 and 166 parking stalls by 2007. The rate of absorption will be greater in Zone 1.

Information from the parking utilization analysis was used extensively by the PWG in its detailed examination of parking management strategies to address growing demand for parking in the downtown.

Section II: Common Themes, Challenges and Opportunities

Section I presented a comprehensive quantitative picture of how parking currently functions in Downtown Kirkland. Equally important for development of a parking management plan is an understanding of the vision for the future of the downtown from the perspective of the stakeholders. Section II provides a “qualitative” assessment of the downtown.

1. BACKGROUND

The PWG met in several work sessions to discuss and identify common themes and develop consensus on the following issues:

- Development and access challenges for businesses and residents.
- Current opportunities that would facilitate doing business in the downtown.
- Identification of priority users of the downtown (current and future).
- Definition of an “ideal” downtown.

The PWG’s work in addressing the above stated issues provided a foundation for understanding downtown not only from the perspective of parking, but of long-term visioning for economic development.

2. KIRKLAND DOWNTOWN STRATEGIC PLAN (DSP)

The downtown parking strategy developed through this study will remain sensitive to and compatible with the extensive planning work already completed in the *Kirkland Downtown Strategic Plan*. The Downtown Strategic Plan (DSP) is a comprehensive vision that sets forth the primary recommendations of the Downtown Action Team (DAT) about the downtown and desired changes for Kirkland's central area. Parking is a key element presented in the plan.

We believe the Guiding Principles and parking management tools developed and recommended in the parking strategy assure that the DSP goals and objectives for parking are supported.

3. STAKEHOLDER INPUT

The participation of downtown stakeholders in this process has been strong and represents a critical component of this work. . In addition, their investment and ownership in downtown will be supported as the recommendations of the parking study and management strategy are put in place. Any parking or access changes made to the downtown will have a direct impact on those

who own, work, shop, or visit Downtown Kirkland. The consultant team believes the plan has striven to be sensitive to, and cognizant of, this relationship.

4. CHALLENGES AND OPPORTUNITIES

PWG members were asked to list and discuss the major challenges facing downtown today and in the coming years. Overall, thirty items were derived from the PWG discussion. Challenges ranged from general perceptions to actual physical infrastructure.

A. Challenges to Economic Development – Consensus Priorities

Four challenges were clearly distinguished from the broader list. They are briefly detailed here (in rank order):

- There is a need for a consensus plan to prepare for future economic viability and growth.
- There is a lack of available commercial and physical space necessary to accommodate growth.
- Kirkland needs to expand waterfront opportunities.
- There is an on-going public expectation of free and proximate parking.

B. Challenges to Access

Following the discussion on challenges to economic opportunity, the PWG was asked to identify any challenges from the entire list that were specifically related to parking or transportation. Six specific access challenges were highlighted that should be addressed with the development of an overall downtown parking strategy.

- Parking supply is not managed to maximum potential.
- There is a high level of abuse by employees of the on-street parking system.
- It is difficult for patrons coming from outlying areas to access downtown.
- Perceptions of Kirkland having limited parking, and being difficult to access in general, are having adverse impacts on business.
- There is poor off-peak transit service for downtown employees.
- The cost to develop parking, particularly in structures, is very high and the current system (free parking) does not support growth in the supply of parking.

C. Opportunities – Consensus Themes

PWG members were asked to list and discuss programs, strategies or elements of downtown that “are working for downtown,” by contributing to its success and supporting business and economic growth. Overall, twenty items were listed. Opportunities ranged from Kirkland’s unique business environment to its strong sense of community. Five opportunities were clearly distinguished from the remainder of the list.

- There is continued opportunity in pursuing efforts that not only grow residential densities in and near downtown, but also create a mix of businesses that tap into the economic potential that residents bring to downtown business.
- The current parking program (with free customer and employee parking) is an important element in Kirkland’s attractiveness as a place to shop, recreate and work. Interestingly, this “opportunity” was also listed as a priority challenge by the PWG.
- There is a strong “sense of community and family” in Kirkland, which underlies Kirkland’s unique character and success.
- The City of Kirkland has been a willing and creative partner in implementing programs to improve and maximize access to the downtown.
- The waterfront as a destination and attractor in and of itself is seen as an untapped opportunity area.

Overall, programs and strategies that continue to support and enhance the opportunity themes developed by the PWG can serve as a framework through which the consensus challenges are best addressed.

5. ACCESS PRIORITIES

In a final work session exercise, the PWG discussed its access priorities for downtown. Stakeholders were asked to consider a number of questions regarding the realities of access and use of the transportation system, as it *is* today. They were then asked to consider how the transportation system *should* be accessed and used within the context of the challenges/opportunities discussed above, and incorporates their goals and objectives for developing an “ideal” Downtown Kirkland.

The PWG priorities are summarized below:

1. Priority “customer” of the downtown

Overall, the PWG was clear in its view that the priority customers in Downtown Kirkland are its **patrons**, those who come repeatedly to shop, dine, recreate and be entertained (i.e., those who spend money). The general time stay profile of the patron is short-term stays that result in high turnover of parking in the downtown.

2. Priority Land Uses

In the future, the work group agreed that the future land uses *SHOULD* include a “better and stronger mix” of residential and retail businesses, with particular emphasis on larger anchor retail. In addition, an increase in support retail, more closely associated with residential needs, is desired. Commercial office is envisioned to remain “status quo,” thereby stabilizing/minimizing the amount of new parking needed for employees versus patrons.

3. Priority Use of Parking

When asked, “*who IS the on-street parking system currently prioritized for?*” the PWG felt that the existing on-street supply strongly favors parking for the customer/patron. In the future, the work group felt downtown, on-street parking *SHOULD* continue to be prioritized for *patrons*. Strong efforts should be made to assure that only patrons are using the on-street system (i.e., enforcement) and that the outer areas and strategically located off-street facilities should serve employees and patrons.

For the same question for *publicly owned off-street* parking, the committee felt that current management *IS* prioritizing access for patrons. In the future, the PWG believes that publicly owned off-street parking in the downtown *SHOULD* be prioritized *for patrons and recreational users*. Overall, access for employees in publicly owned facilities needs to be managed to continually assure priority access for short-term, high-turnover stays.

4. Priorities for Alternative Modes of Access

When asked what the on-going role of transit/bike/rideshare and walking was for customers and employees, the PWG stated the following:

- Transit, bicycling, ridesharing *SHOULD* become an *option* that customers can choose as a means to access downtown.
- Transit, bicycling and ridesharing *SHOULD* become a *realistic and cost effective option* that greater numbers of employees *will choose* as a means to access downtown. Alternative modes for employees *SHOULD* be encouraged through incentives.

5. The Role of the Public Sector in Providing Parking

The PWG clearly saw the City’s role as one of partnership and leadership. Primary responses to the question of the role of the public sector in parking included:

- The City should use parking as a tool for economic development.
- The City should assure that public parking supply is consistent with the demand associated with public amenities.
- Public parking should be consistent with the Downtown Strategic Plan priorities and provided at a level that encourages and supports the ability of people to access and use the downtown.
- The City can use its development code and regulatory powers to create incentives to the private sector to provide parking.

It is clear from work with the PWG that there is a strong consensus on the challenges and opportunities that exist in Downtown Kirkland. There is also a clear sense that Kirkland contains many of the elements of economic activity and amenities that comprise “ideal” downtowns. Most importantly, the PWG was strong in its understanding of access priorities and unified in support of developing programs and strategies necessary to make certain those access priorities

are met and desired economic uses are supported. In the area of parking, it is clear the priority of stakeholders is to assure continued and growing accessibility for the patron of downtown.

Section III: Guiding Principles for Access

The work of the PWG described in Section II resulted in establishment of a consensus set of Guiding Principles designed to guide and inform parking management decisions. The Guiding Principles will serve as a foundation for near- and long-term decision-making and implementation of parking management and access strategies in the downtown. These strategies are intended to support the on-going economic development and vitality of downtown.

1. BACKGROUND

The development of Guiding Principles for Parking Management in downtown Kirkland is based on the desire to create a system of access that supports, facilitates and contributes to creation of an ideal downtown. The Guiding Principles will serve as a foundation for near- and long-term decision-making and implementation of parking management and access strategies in the downtown. These strategies are intended to support the on-going economic development and vitality of downtown.

2. RECOMMENDED GUIDING PRINCIPLES FOR PARKING MANAGEMENT

Objective Statement: To implement a Parking Management and Access Plan for downtown Kirkland that supports the development of a vibrant, accessible, 24-hour city serving commercial, retail, recreational and residential uses and the customers, visitors, employees and residents of those uses. The access components of that plan need to be simple and intuitive for the user, providing an understandable system for use that is safe, secure and well integrated into the traffic system (land and water based) and other access modes.

GUIDING PRINCIPLE FOR ACCESS

1. *Make the downtown accessible to all users. Kirkland will seek to develop the most cost-effective mix of transportation modes for access to downtown, including both parking and transportation demand management strategies.*

GUIDING PRINCIPLES FOR PRIORITY PARKING

2. *Make the downtown core conveniently accessible to priority users.*
3. *Provide sufficient and convenient parking.*
4. *Provide adequate employee parking.*
5. *Promote strategic development of off-street facilities.*
6. *Preserve and expand on-street parking wherever possible.*

GUIDING PRINCIPLE FOR UNDERSTANDABILITY

7. *Improve access linkages between districts and the downtown core.*

GUIDING PRINCIPLE FOR COORDINATION

8. *Coordinate access strategies with desired development.*

GUIDING PRINCIPLE – ROLES AND RESPONSIBILITIES

9. *The City should lead in the development of access options for customers and visitors (patrons) of the downtown and actively partner with the business community to incent additional access and growth.*

The Guiding Principles will serve as a foundation for near- and long-term decision-making and implementation of parking management and access strategies in the downtown. These strategies are intended to support the on-going economic development and vitality of downtown. The consensus nature of these Principles provides a solid foundation from which to begin implementation of an effective program of strategies for downtown.

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.

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.

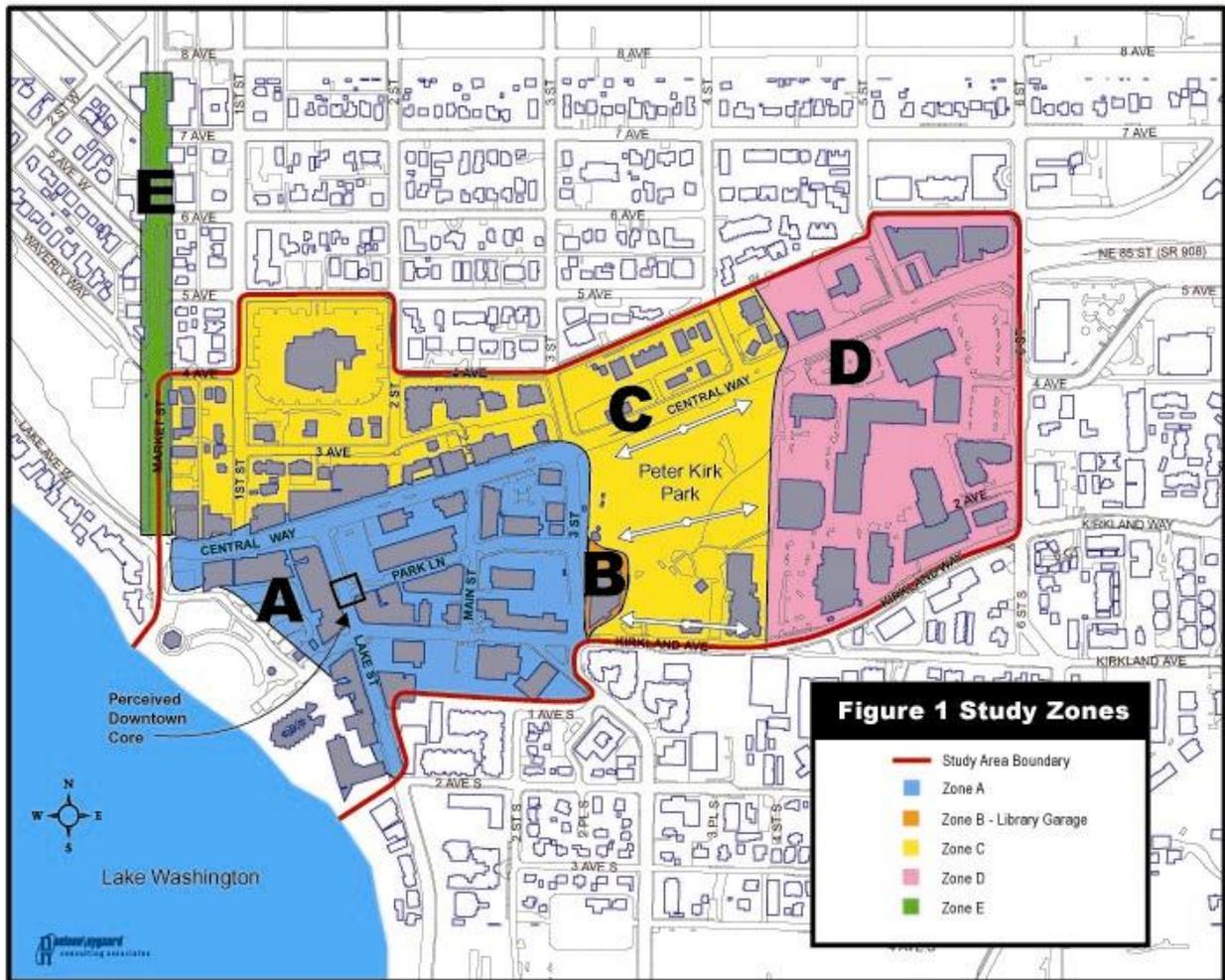
1. PARKING MANAGEMENT PLAN

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 that 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. In this regard, the PWG identified five *parking management zones* in which to develop and implement targeted parking and access strategies intended to support the unique needs of each zone.

Four of the zones (Zones A - D) were derived from the PWG process and informed through work and analysis completed in Section I from data zones. The consultant team recommended a fifth zone (Zone E) as an area for future parking management. All parking outside the recommended zones is referred to as “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.

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.



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.

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.

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.

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).

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.

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.

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.

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.

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).

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.

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.

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.

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.

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. 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. These strategies are summarized in Section VIII of this report.

In summary, 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.

Section V: Transportation Demand Management Elements

As the City of Kirkland continues to grow, both in residents and employees, any existing parking surplus is likely to disappear due to increased parking demand and redevelopment of surface parking lots. In future years, two primary strategies will present themselves to balance parking demand with supply: either build parking garages, or reduce parking demand.

1. COST OF ADDING PARKING STALLS

Most demand-side measures that reduce parking demand (e.g., operating a shuttle service) have little or no capital cost, but do carry on-going annual operating costs. Parking garages have high initial capital costs, but typically last for an industry-standard lifetime of 35 to 40 years. To intelligently compare the cost of reducing demand by one space to the cost adding a new space, it is essential to translate the capital cost of a garage into an annual cost, spreading the cost of building and financing each space over its expected 40-year life span.

Construction costs for a new parking garage in Downtown Kirkland are expected to be over \$18,000 per new parking space, not including the value of the land the garage would occupy. Assuming a 5 percent interest rate, a 40-year life span, and costs spread out over this life span using a 40-year mortgage, each space will cost the community about \$112 per space per month.

Including the opportunity cost of the land, which, if no garage were built, could be sold for its current average estimated market value of \$30 per square foot, each space costs approximately \$23,000 to build. Including land value, each space has a cost of close to \$140 per month per space, every month for the expected life span of the garage.

An intermediate step, therefore, either before committing to the high cost of building a new parking structure, or in tandem with the construction of a new garage, is to implement transportation strategies that are capable of reducing parking demand for less than the price of \$140 per space per month.

2. PROSPECTS FOR REDUCING DEMAND

To evaluate the prospects for reducing parking demand, begin by separating downtown parking demand into its primary components:

- Customer parking demand.
- Employee parking demand.
- Resident parking demand.

The prospects for reducing parking demand among these different groups, and even within each group, are often very different. The potential for reducing customer demand is usually modest, since businesses do not wish to scare off customers with harsh measures, and positive incentives to use alternative transportation can be difficult to organize for business patrons. Moreover, if a downtown's parking fees are set high (e.g. 50 cents per hour) for short-term parking, and low for long-term parking (e.g. \$25 per month), then short-stay customers will cover most of the cost of a parking space, while monthly employee permits run at a serious loss. However, certain approaches have been effective in shifting some customers to bicycling, walking and transit, including:

- Providing an excellent bicycle and pedestrian infrastructure;
- Housing more people in downtown;
- Providing and promoting good transit;
- Pricing parking; and
- Marketing these alternatives effectively.

Reducing employee parking demand is usually more fruitful and cost-effective. Among employees, of course, the effectiveness of demand management varies greatly: helping dishwashers and busboys to leave their cars (which they often have difficulty maintaining and insuring) at home is usually cheaper than buying high-powered lawyers and doctors out of their Mercedes.

3. A MENU OF POSSIBLE DEMAND MANAGEMENT STRATEGIES

There is still substantial potential; however, to expand and improve Kirkland's existing demand management programs. Expanding transportation services to downtown's small and medium-sized employers may be particularly fruitful. Several potential strategies, as well as examples of

programs implemented elsewhere in the US, are outlined below. They are categorized into two sections:

- 1) *Near-term TDM strategies* are ones that are likely to be feasible and cost-effective for Kirkland in the near term.
- 2) *Longer-term TDM strategies* are measures that are less likely to be cost-effective or easy to implement immediately, given the City's existing circumstances, but should be considered for the longer-term.

NEAR-TERM TDM STRATEGIES

Near-term TDM strategies recommended in this report include:

- a. Form a Transportation Improvement District
- b. Provide Parking 'Cash-out' benefits for employees
- c. Implement Parking Charges
- d. Re-evaluate and refine development based fee-in-lieu program
- e. Provide universal transit passes for residents and employees
- f. Provide Guaranteed Ride Home Program
- g. Provide Carpool and Vanpool Incentives and Ride-Matching Services
- h. Establish a Centralized Transportation Resource Center
- i. Improve Bike Facilities for Bicycle Commuters
- j. Unbundle Parking Charges from Housing Costs

LONGER-TERM TDM STRATEGIES

Longer-term TDM strategies recommended in this report include:

- a. Parking Maximums and Transferable Parking Entitlements
- b. Expand Car Sharing Program to Residential Developments or Large Employers
- c. Develop Shuttles to Nearby Transit and Parking

Section VI: Development of New Parking Supply

The PWG recommends development of a parking garage in Zone A as a strategic priority within the parking management plan for downtown. The decision to create new parking supply in structures is an important element in Kirkland's Downtown Strategic Plan (DSP) and in its effort to continue to accommodate customer/visitor access and economic growth.

The cost of structured parking is significant. Planning for the timely development and successful financing of such projects requires combined efforts on the part of the public and private sectors.

1. PWG CONSENSUS PARKING DEVELOPMENT SCENARIO

The consensus pro forma scenario calls for development of a 280-stall garage constructed on a 48,885 square foot development pad. The facility would be a freestanding parking facility with parking on two levels. Revenue estimates for the facility assume paid parking for customers and visitors as well as employees in an attempt to maximize revenue.

A summary of the basic findings and operational expectations of the pro forma analysis are as follows:

- The major cost and revenue variables in the pro forma model were land, above or below grade structure, quality of design, geo-technical considerations and paid parking.
- The 48,885 square foot pad size was assumed for its compatibility with the PWG's prioritized site locations. This pad size also allows other uses to be incorporated into the project (i.e. commercial, residential, etc.).
- The City will be able to coordinate/negotiate a project that absorbs land costs outside the financing for the garage. Total cost of the facility is approximately \$5,127,059. If the cost of land is added to the financing cost, cash flow will be adversely impacted.
- A new garage development must operate as a paid parking facility, assuming a combination of monthly pass sales and paid customer parking for hourly, daily, weekend and evening activity. Without user fees, significant sources of other revenue would need to be identified.
- Growth in usage of the facility or increases in rates occur at an average of 3% annually.
- Cash flow averages <\$61,784> annually through the first 10-years of operation. The garage does not show positive cash flow until Year 12.
- “Market” monthly revenue generation would need to be \$155 per stall to break even.
- The scenario assumes public financing at 5% over 25 years.

2. SUMMARY

Given the negative cash flow identified in the pro forma analyses, the PWG recognizes that pursuit of a publicly initiated garage project will require additional revenue beyond the garage's ability to cover its own operating and financing costs. The PWG recommends a process begin immediately to identify those sources of revenue to ensure that development of new parking supply occurs in a timely manner.

Section VII: Funding Options for New Parking Supply

The PWG reviewed several models to provide a basis for discussing funding options for the public parking system. The PWG believes some combination of the revenue sources described below will be necessary to assure the feasibility of future structured parking in the downtown. A single revenue source is unlikely to cover the cost of parking development.

1. POTENTIAL REVENUE SOURCES

This review focuses on a range of parking options that might be available to the City of Kirkland. The options outlined attempt to represent *options most commonly used in other jurisdictions* as well as options that are allowable under Washington State statute. This review borrows heavily from the work of E.D. Hovee and Associates, an economic and development services consultant based in Vancouver, Washington.

A. Most Frequently Used Options

Options Affecting Customers

- User Revenues
- Event Surcharges
- On-Street Parking Fees
- Parking Fine Revenues

Options Affecting Businesses

- Parking & Business Improvement Area (BIA)

Options Affecting Property Owners

- Local Improvement District (LID)

Options Affecting Developers

- Fee-in-Lieu
- Public / Private Development Partnerships

Options Affecting the General Public

- General Obligation (GO) Bonds
- Refinancing GO Bonds
- Revenue Bonds
- 63-20 Financing
- Public Facilities Districts (PFD)
- Downtown & Neighborhood Commercial Districts
- Community Renewal
- Parking Fund
- State & Federal Grants
- General Fund Contribution

B. Most Viable Options for Kirkland

From the review of potential parking funding options, several concluding observations are offered as a basis for selecting the *most viable options* for parking facilities that may be considered by the City of Kirkland:

1. Tailor the funding program to the downtown redevelopment and policy objectives to be served by the proposed public parking facility.
2. Of the two principal assessment methods available in the state of Washington, the LID mechanism is generally preferred for capital development with BIA useful to generate funding for operations and marketing. Local Improvement Districts (LIDs) offer improved marketability to investors with greater assurance of debt repayment.
3. If funding of capital costs require bonding; revenue bonding is typically preferred by a public agency because the taxing jurisdiction's debt limits are not affected.
4. Look to public-private partnerships as a means to better use public parking to leverage downtown redevelopment, assure utilization of the parking facility being developed, and offer financial savings.
5. Recent legislative measures serve to strengthen the impetus for downtown redevelopment and create additional flexibility in implementation. However, they appear to offer little new in the way of additional revenue sources that can be dedicated to development and operation of public parking facilities.

The Parking Work Group (PWG) and the City of Kirkland will need to review the list outlined above and evaluate those options most conducive to, and supportive of, the Guiding Principles and operating vision established for the downtown.

2. SUMMARY

It is apparent that as Downtown Kirkland grows, so too will demand for parking. Current estimates indicate the overall parking supply will reach 85 percent capacity by the year 2004-2005. Zone A is currently at a deficit of public parking. New development, a faster pace of trip growth, losses of current parking supply, parking and transportation demand management programs and/or other events can work to accelerate or moderate the need for new parking supply.

The pro forma analyses conducted for the PWG indicate the feasibility of a new parking structure will require additional sources of revenue beyond anticipated parking revenue generated by the facility. A "package" of funding options will need to be developed and implemented.

Section VIII: Recommendations and Parking Management Plan Implementation “Checklist”

1. PRIMARY RECOMMENDATIONS OF THE PARKING WORK GROUP (PWG)

The parking study and plan presented in this final report represents a comprehensive evaluation of Parking in downtown Kirkland. As a result, there is a greater and more accurate understanding of use, demand and the future direction of parking management and development, particularly as parking will serve to support the strategic vision for the downtown.

Overall, the PWG strongly recommends that this report be adopted by the City Council as the framework for managing public parking in the downtown. The primary elements of the plan recommended for action by the City Council, and incorporated in this report, include:

- A. Codification of the Guiding Principles, recommended parking management zones and Operating Principles for each zone.
- B. Approval of near-term funding strategies to facilitate plan implementation (see 2, below).
- C. Implementation of immediate and near-term parking management strategies
- D. Adoption of the Rule of 85% as a decision-making "trigger".

2. RECOMMENDATION: FUNDING THE COST OF IMMEDIATE AND NEAR-TERM IMPLEMENTATION

City staff worked with the consultant team and the PWG to estimate costs for implementing both the immediate and near-term strategies outlined and recommended in Section IV of the plan. The cost associated with implementation of the immediate and near-term implementation strategies of the parking management plan are approximately \$92,000 per year. An additional \$190,500 would be required for first year start up projects. **Table XX**, located at the end of this section, itemizes the estimated costs for both immediate and near-term implementation. Overall, funding is necessary for:

- A new Parking and Transportation Manager's position
- Enhanced enforcement
- Signage and marketing
- Supply leasing and/or shared use agreements
- Surface lot upgrades

The PWG has developed a funding plan recommendation for consideration by the Kirkland City Council. The PWG's funding plan recommendation is comprised of three elements. These include:

A. Immediate implementation - one time expenditure

REVENUE

The City currently holds approximately \$272,600 in the fee-in-lieu fund. It is recommended that the existing fee-in-lieu fund be used to cover a relatively small portion of the debt service on the existing library parking garage. In turn, the savings to the general fund should be targeted toward implementing the one-time costs of the recommended parking management program.

EXPENSES

Funds from this source would be targeted to one-time costs, including:

1. Re-striping existing parking stalls
2. Developing/designing and manufacturing of logo and signage package
3. Approximately 3-years of funding to use in negotiating shared use agreements and/or supply leases
4. Targeted surface lot upgrades.

B. Immediate implementation - strategies needing an on-going source of revenue

REVENUE

Increase the number of existing parking meters in the downtown from 10 up to 60. New meters would be strategically located, most likely in the Central and Lake and Lakefront Lots. Estimated new revenue generated is \$50,000 annually (@ 50 net new meters).

EXPENSE

Funds from this source would be targeted to:

1. Parking and Transportation Manager position
2. Support of Parking Advisory Committee
3. Development of mitigation plan for parking lost to new development
4. Revisions to fee-in-lieu program
5. Develop private sector parking development and TDM incentives
6. Review the benefits of expanding enforcement personnel/days
7. Develop policies for charging (or not charging) for parking on-street, in surface lots and garages.
8. Evaluate and develop new revenue sources for creation of publicly owned parking garages.

C. Immediate implementation with no cost

1. It is recommended that new "net" revenues generated through targeted enforcement and new meters be allocated into a dedicated Downtown Parking Fund.

The PWG strongly recommends that the City Council approve the near-term funding strategies outlined in 2. A & B, above and to allocate "net" new revenues derived from these strategies into a dedicated Downtown Parking Fund per 2. C.

3. SUMMARY

Implementation of the parking and transportation management plan is a complex task. Plan execution will require focused leadership and daily coordination. Strong support from the City Council is crucial to the success of the plan as well as support and commitment from leadership groups at all levels in Kirkland (public and private).