

Introduction

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.

A. 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.

Parking is just one tool in a downtown's economic development toolbox. Parking must be managed to assure that priority land uses are supported with an effective and efficient system of access that caters to the needs of priority users. In the case of Kirkland, the priority user for the public system of parking has been identified as the patron of downtown, that person who shops, visits or recreates.

Over the course of this study, it became apparent that Kirkland is doing many things right in the area of parking. The Park Smart program provides a basis of parking management that both controls access and communicates priorities. The City has also taken a lead role in providing quality public access systems through effective management and enforcement of the current on-street parking supply and in the development of the Library Garage. The City has supported innovation in parking with valet programs and establishing partnership relationships with businesses that are reliant upon the public parking supply.

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. DSP considerations and recommendations for parking include:

- Successful retail requires an adequate supply of parking that is convenient and affordable.
- On street parking and nearby structured parking with good access are critical for retail success.
- Centralized, shared parking facilities will be more effective and efficient than requiring each facility to provide its own off-street parking.
- The City should play a leadership role in providing parking in the downtown that is consistent with these principles.

- Build a covered parking structure capped with a significant public plaza over the current surface parking lot adjacent to the waterfront.

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.

B. 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.

This report documents the process and results of an extensive study effort carried out in partnership with the City of Kirkland and an active and representative Parking Work Group (PWG) of downtown stakeholders. The plan contained within this report will provide the City with the information necessary to adopt and implement a comprehensive strategic access management plan. This will equip the City with a useful and strategically coordinated "tool box" of strategies that will assure priority users are accommodated and priority land uses are fully supported.

C. 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. From this dialogue, functional alternatives and strategies were developed to improve identified deficiencies or shortcomings and initiate a framework plan for the on-going management of, and planning for, access in 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. They were further instrumental in the development of strategies and plans necessary for implementation of the parking management plan that is a component of this document. The PWG met twelve times since initiation of the study in October 2002. A sub-group of the PWG met an additional two times in an effort to review issues regarding future development of new supply.

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, the high level of informed input and participation of stakeholders, the general public, City staff and City leadership reflects a deep-seated dedication and commitment to a vital and livable Downtown Kirkland.

D. SUMMARY

As stated above, 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. This section focuses on establishment of a clear understanding of the reality of current parking dynamics in Downtown Kirkland.

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 2003.¹
- (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.

In short, the purpose of the parking utilization study was to produce a succinct analysis of existing parking dynamics in Downtown Kirkland that can be employed over time to support and inform decision-making related to development and parking.²

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,

¹ A summary of this analysis and how it correlates with the summer data is presented in part 7 of this Section.

² Copies of all data templates have been provided to the City of Kirkland for future use. The data templates incorporate hourly parking counts for every stall, by block face and public garage, in the study area.

Market Street and Lake Washington on the west and 6th Street on the east. The first level of data analysis combined all parking data within the entire study area.

A more detailed analysis of the data was then conducted as a result of work with the project's Parking Work Group (PWG). This led to development of four distinct parking "activity" zones within the study area for which inventory data was sorted and analyzed.³ These data collection zones are reflective of the PWG's understanding of current parking activity and land use densities in the downtown. These zones allowed for a more comprehensive look at parking patterns, trends and surpluses/deficits in the downtown.

The Library Garage (Data Zone 2) was treated as a separate activity center for purposes of the data analysis. Its unique location at the western edge of Data Zone 1 and its proximity/relationship to Peter Kirk Park require a focused understanding of its unique use characteristics.

Figure 1, on the following page illustrates the entire study area and the activity zones examined in the data collection.

3. METHODOLOGY

Melvin Mark Development Company (MMDC) and Nelson/Nygaard (N/N) conducted the initial summer capacity/utilization and turnover inventory on two separate days, Thursday, August 15, 2002 and Saturday, August 17, 2002. The survey days were selected in consultation with the City and the Parking Work Group (PWG). Overall, both days were sunny (mid 80 degrees) with strong parking activity in all sectors of the downtown. The Thursday parking inventory was conducted between 8:00 a.m. to 9:00 p.m. The Saturday parking inventory was conducted between 11:00 a.m. and 9:00 p.m.

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.

³ See Section IV of this report for further discussion of zones.

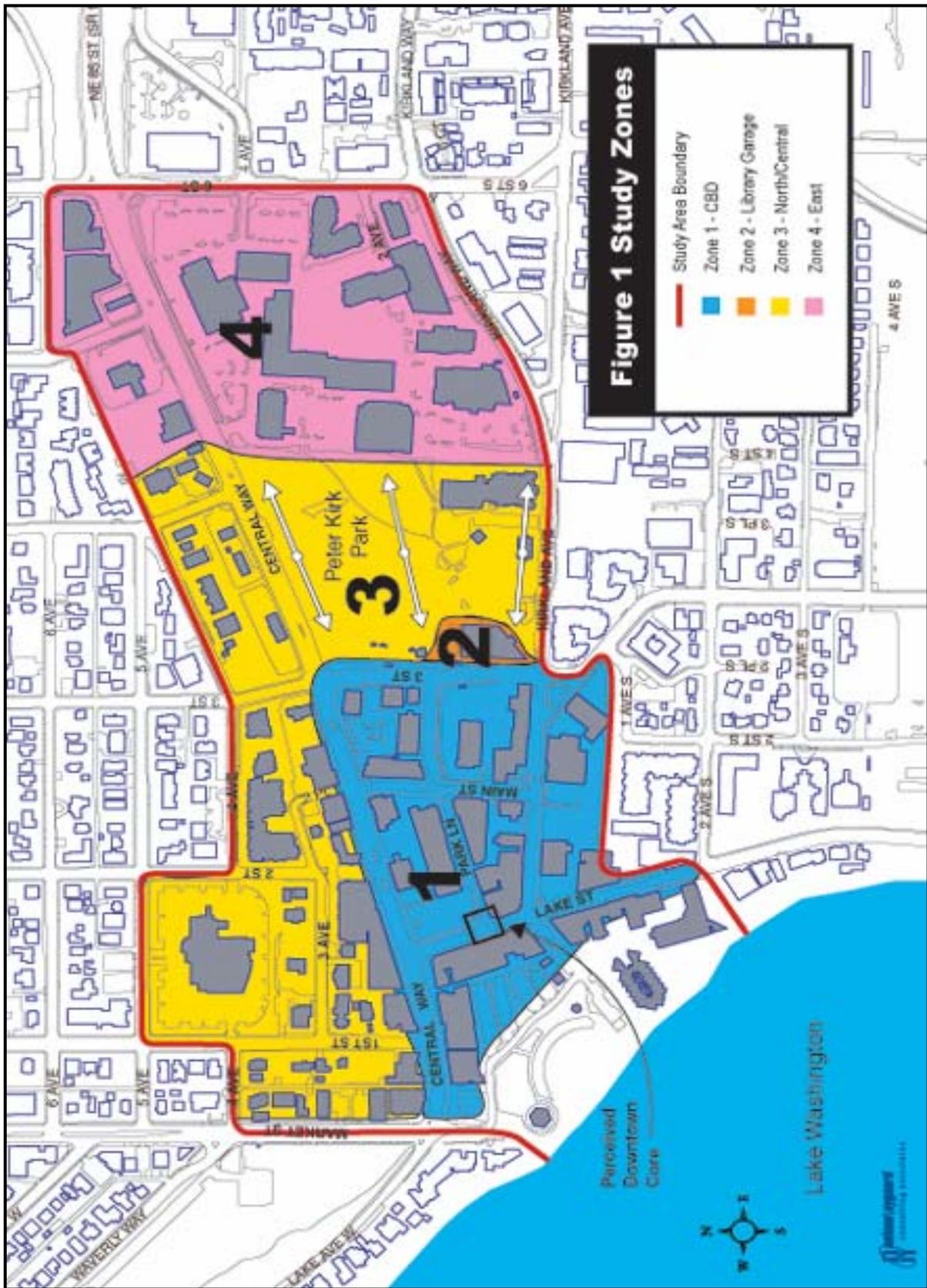


Figure 1 Map of Study Area

4. GENERAL CHARACTERISTICS OF THE INVENTORY - STUDY AREA

A. Supply

A total of 1,094 parking stalls were identified within the study area boundaries. Publicly controlled stalls total 881 spaces, which include 329 on-street and 552 off-street stalls.⁴ Parking in the public supply is provided without charge to both patrons and employees, with the exception of 10 meters located at the Lake and Central and Lakefront parking lots. An additional 213 stalls were located in private lots and available for public use during specific posted hours.

Table 1 breaks out the publicly available parking according to on and off-street supplies. Table 2 breaks out the same supply by data zone.

Table 1
2002 Parking Inventory by Area and Time Stay

| | | |
|---|-------------------------------|--------------|
| On-Street Stalls | 30-minute | 30 |
| | 2-Hour | 270 |
| | 4-Hour | 23 |
| | Unlimited/Unstriped* | 6 |
| | Sub-total (on-street) | 329 |
| Off-Street Stalls | 30-minute | 8 |
| | 2-Hour | 157 |
| | 4-Hour | 169 |
| | Unlimited/Unstriped* | 0 |
| | Permits | 218 |
| | Sub-total (off-street) | 552 |
| Private Lots | | 213 |
| Total Parking in Entire Study Area | | 1,094 |

*Estimated number of parking stalls on block faces not designated by striping or signage but utilized as parking.

Table 2
2002 Parking Inventory by Zone and Location

| Parking Zone/Location | Stall Type | Number of Stalls |
|--------------------------------|--|------------------|
| Zone 1 | On-Street | 204 |
| | Off-Street (public) | 175 |
| | Off-Street (private) | 213 |
| Zone 2 - Library Garage | Short-term (visitor) | 159 |
| | Long-term (permit) | 218 |
| Zone 3 | On-Street | 83 |
| | Off-Street (public) | 0 |
| | Off-Street (private) | 0 |
| Zone 4 | On-Street | 42 |
| | Off-Street (public) | 0 |
| | Off-Street (private) | 0 |
| <i>Sub-total by stall type</i> | <i>On-Street</i> | <i>329</i> |
| | <i>Off-street (public and private)</i> | <i>765</i> |
| TOTAL (all stalls) | | 1,094 |

⁴ For purposes of this study handicap/disabled and loading zone stalls were removed from the study results, based on the assumption that such stalls are not readily available to general parking demand. The project team believes that if these stalls were included the study results would artificially overstate surplus supply.

As Table 1 indicates, the majority of the public parking supply (on and off-street) is dedicated to short-term access, with 657 (or 75%) of the 881 total stalls signed and enforced for stays of 4 hours, 2 hours and 30 minutes. Two hundred twenty-four (224) public stalls (primarily in the City's Library Garage) are preserved for long-term and/or employee permit-parking.

As mentioned above, 213 additional stalls of private supply are available to the public during specific hours (generally after 5:00 p.m.). The private supply provides short and long-term stay opportunities during specific hours. The private parking is provided for a fee to the user (i.e. hourly rate, daily maximum charge).

Table 2 breaks the supply out by data zone. Zone 1 contains the highest percentage supply of parking (592 stalls), with 379 stalls in public control and 213 in private lots. Zone 2 (the Library Garage) contains a fairly significant supply of both short-term parking (159 stalls) and employee parking (218 stalls). Zone 3, which represents a large "activity zone" contains only 83 publicly available spaces (all on-street).⁵ Finally, Zone 4 also has few general public spaces (i.e., 42 on-street stalls) as the majority of parking in this zone is private accessory parking associated with private commercial uses in the zone.⁶

B. Peak Hour and General Occupancies

Peak hour occupancy for the entire downtown is the period during the business day where the downtown experiences the highest utilization of parking stalls. In other words, the analysis attempts to determine that point in the day at which the greatest numbers of vehicles are parked in the downtown. The initial MMDC and N/N summer analysis was conducted over two separate days.

Weekday

The highest weekday peak hour for the combined downtown parking inventory is between 6:00 p.m. and 7:00 p.m., at which time 81.4% of all parking stalls in the study area are occupied.⁷ Furthermore, the weekday analysis also demonstrates a fairly substantial midday "peak" between noon and 1:00 p.m. when occupancy hit 78.0%.

Figure 2 summarizes occupancies by hour for weekday parking use.

During the 6:00 p.m. peak hour, 719 public stalls are occupied leaving 162 stalls available within the entire study area. However, using 85% as an optimum occupancy standard, the overall study area actually maintains a surplus of just 32 spaces in the peak hour.⁸

⁵ Although it is important to note that the Library Garage is immediately adjacent to Zone 3 at 3rd Street and Kirkland Avenue.

⁶ There is a high probability the general public periodically uses these accessory spaces, particularly for activities associated with Peter Kirk Park. However, the scope of this analysis did not include mechanisms for tracking and accounting for this type of use.

⁷ Kirkland's "evening peak" is unique from most cities the MMDC and N/N team has surveyed in the past. This late peak hour is clearly indicative of the strong restaurant trade in downtown and the popularity of the waterfront for after hours activities in the summer months.

⁸ The 85% peak occupancy standard is a measure used to ascertain an optimum usage point within a parking supply. At 85% occupied, it is assumed that a parking system is effectively "full," leaving a cushion or buffer of 15% of

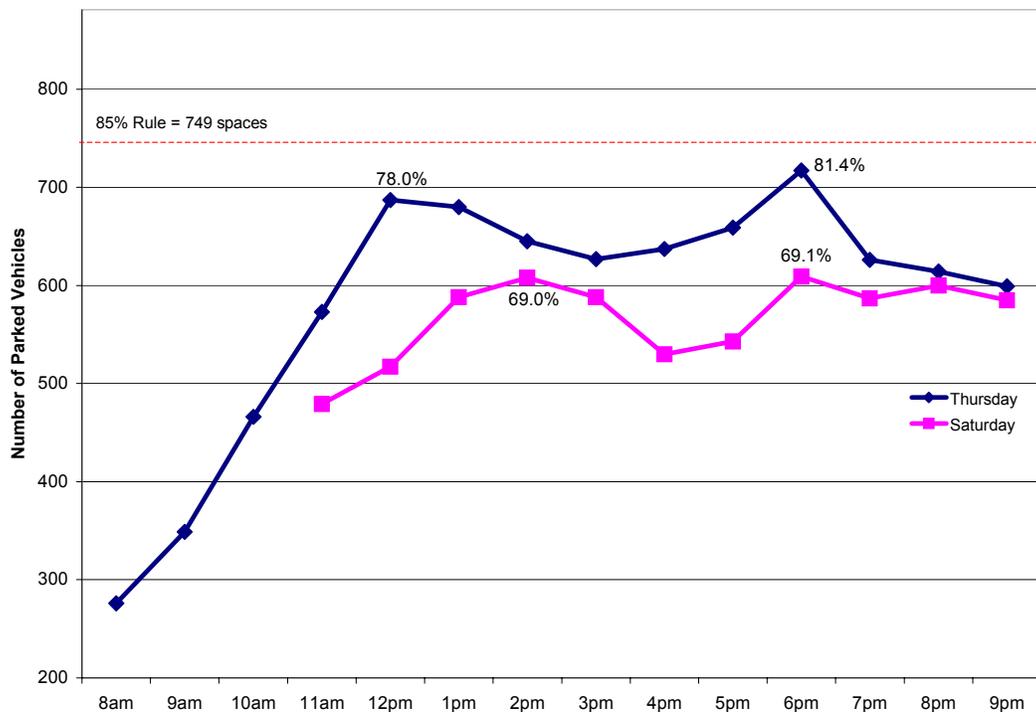
Weekend

Like the weekday peak, the weekend also demonstrates a “dual peak” pattern with nearly identical peaks between 6:00 p.m. and 7:00 p.m. (69.1%) and 2:00 p.m. and 3:00 p.m. (69.0%).

Figure 2 also summarizes occupancies by hour for weekend parking use.

During the 6:00 p.m. peak hour, 611 public stalls are occupied leaving 270 stalls available within the entire study area. Using 85% as an optimum occupancy standard, the overall study area maintains a surplus of 138 spaces in the peak hour.

Figure 2: Downtown Kirkland Parking Capacities
Total Public Parking Supply -- Short and Long Term (881 stalls)



C. Usage Characteristics

The Kirkland public parking supply is a very high turnover and effectively utilized system. Several usage characteristics underscore this conclusion:

- The average stay in downtown for all parking stalls signed 4 hours or less is 1 hour and 24 minutes.

supply to accommodate unexpected peaks and general growth within the supply. It also allows for a certain level of customer convenience (i.e. “float”) to find available parking stalls.

- The downtown averaged 3,615 unique vehicles between 8:00 a.m. and 9:00 p.m. on a “typical weekday” in stalls intended for customer/visitor use. On a “typical weekend” day, 2,663 unique vehicles access downtown between 11:00 a.m. and 9:00 p.m.
- The intended rate of turnover for a customer stall is 6.0 turns per day.⁹ Actual observed turnover is 8.6 turns per day, indicating that the system is operating significantly above designed expectations.¹⁰
- Approximately 4.6% (weekday) and 6.8% (weekend) of all unique vehicles in the downtown exceed/violate the posted time stay. This is a fairly normal rate for violations.
- Enforcement personnel are issuing tickets at a rate of approximately one every six minutes over the course of the enforcement day. This is a very high rate of enforcement, which is evidence of an efficient enforcement program. Given the actual rate of violations (i.e. 4.6% and 6.8%, for weekdays and weekends respectively) additional enforcement personnel would likely result in increased system efficiency and offset the cost of the personnel added.

5. DATA ANALYSIS BY ZONE AND LOCATION

A. Zone 1

Zone 1 represents the highest concentration of parking resources and land use activity in the downtown. As stated above, Zone 1 maintains 592 total parking stalls or 54% of all parking in the study area. Of this total, 379 stalls are in public control and 213 in private lots. Approximately 201 stalls are provided on-street. Three public off-street facilities provide short-term parking options, with the largest concentration in the City’s Lakefront Lot (107 stalls) followed by the Lake/Central Way Lot (52 stalls) and the small waterfront lot (16 stalls) at corner of Market and Central (Lot C). All publicly controlled parking in the zone is provided at no charge (patron and permit), with the exception of 10 meters located at the Lake and Central and Lakefront parking lots.

The 213 private lot spaces are distributed across nine locations, with the largest being Diamond Parking’s Lake Street Lot (40 spaces) and Ampco Parking’s Bank of America/Lake Street Lot (37 spaces).¹¹ Privately controlled parking is provided at a fee (hourly, daily and permit).

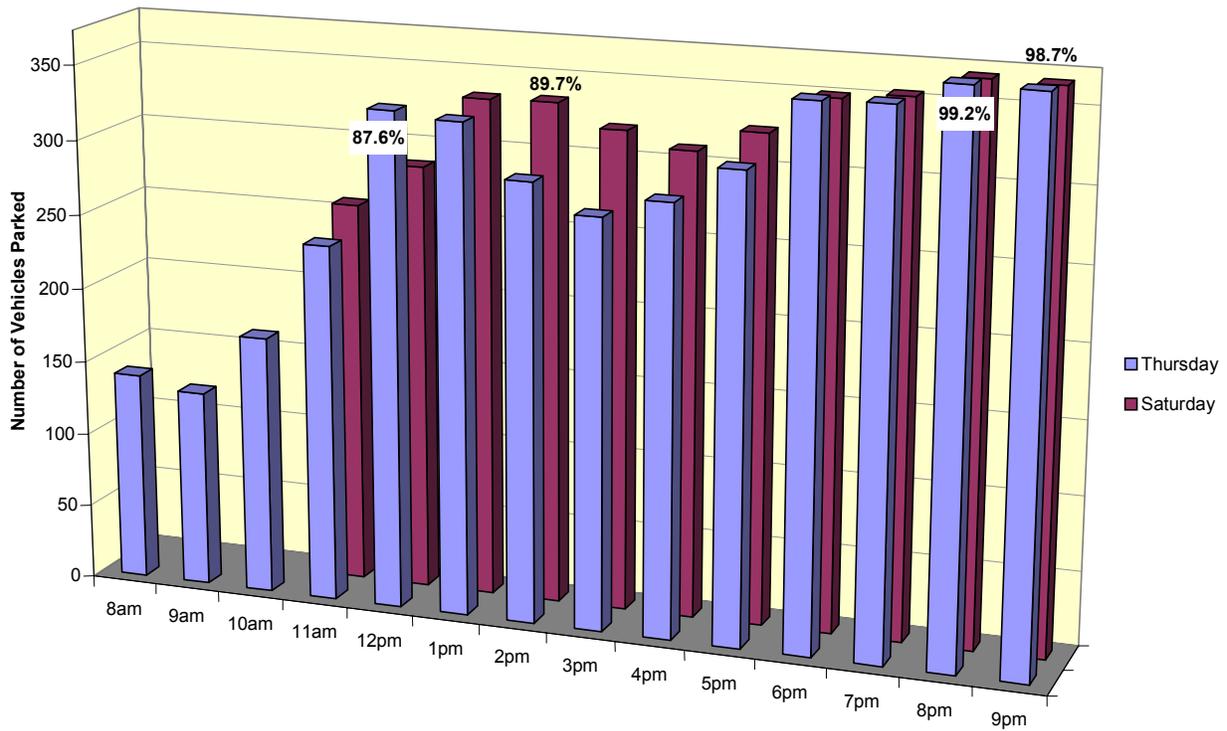
Figure 3 illustrates hourly parking utilization for Zone 1 for both the weekday and weekend survey, while Table 3 summarizes data gathered for Zone 1. A summary of findings follows the table.

⁹ Intended turnover is a function of the allowed time stay for a given stall. The majority of on-street parking in the downtown is targeted for the short-term user at a maximum time stay of 2 hours. Given that the MMDC and N/N survey day was 12 hours, the intended turnover based a 2 hour posted time stay is 6.0 (i.e., 12 hour operating day divided by 2 hour time stay). If the turnover rate is above intended turnover, in this case 6.0, the system is operating efficiently. If the turnover rate were below 6.0, this would be an indicator of high abuse or system inefficiency.

¹⁰ Interestingly, this turnover rate and average time stay also includes usage from the 4.0 hour stalls posted in the Library Garage, which demonstrates that customers are generally staying less than two hours and stalls are efficiently utilized.

¹¹ To reiterate, private spaces are not always available during the normal business day (i.e. 8:00 a.m. – 5:00 p.m.). However, all private lot spaces were available for public access after 5:00 p.m., which is important given Kirkland’s unique evening peak hour.

**Figure 3: Zone 1 Parking Capacity
Weekday vs. Weekend**



**Table 3
Zone 1 – Summary**

| Parking stalls in Zone | Publicly Controlled Supply | Privately Controlled Supply* | Highest Peak Occupancy | Peak Hour | 85% Deficit/Surplus @ Peak Hour** | Average # of Unique Vehicles/ % of All Unique Vehicles |
|------------------------|----------------------------|------------------------------|------------------------|------------|-----------------------------------|---|
| THURSDAY | | | | | | |
| 592 | 379 | 213 | 99.2% | 8 – 9 p.m. | <53> | 2598 71.9% |
| SATURDAY | | | | | | |
| 592 | 379 | 213 | 98.7% | 8 – 9 p.m. | <52> | 2050 77.0% |

*Supply generally available to the public. Does not include “accessory” parking supply.

**Deficit/Surplus calculated on public supply only. See discussion below on private parking supply considerations.

- Weekday peak hour occupancy is 99.2% between 8:00 p.m. and 9:00 p.m.
- Weekend peak hour occupancy is 98.2% between 8:00 p.m. and 9:00 p.m.
- Zone 1’s public supply has a deficit of 53 parking stalls at the peak hour if the goal were to assure an 85% optimum peak hour occupancy standard. This number is based on the highest level of use for the two survey days, which in this case occurred on the weekday survey.
- Average parking duration in Zone 1 is 1 hour 24 minutes (1.4 hours). This indicates the average visitor is being accommodated within the intended time stay established for the majority of the zone (i.e., 2 hours).

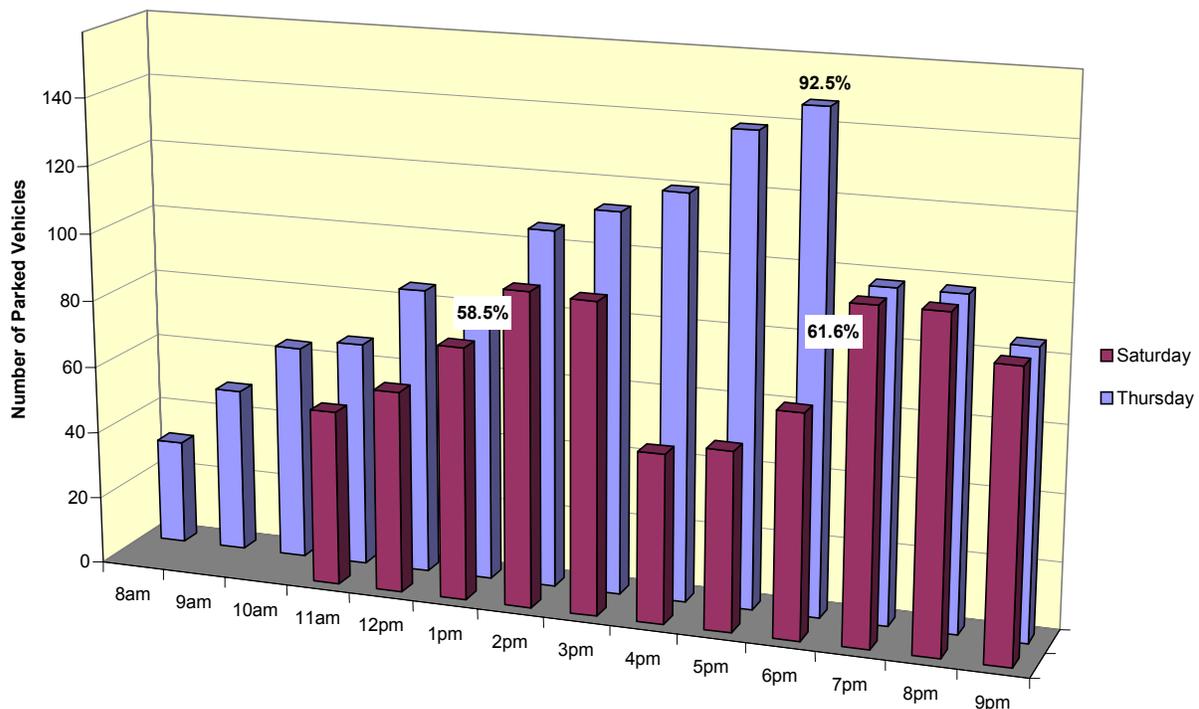
- The intended rate of turnover within the 12-hour survey period was 6.0. The actual rate of turnover during the survey period was 8.6. When the actual rate of turnover (8.6) exceeds the intended rate (6.0), this is an indication that the system is operating efficiently.
- Time stay violations occurred at an average rate of 1 violation for every 19.5 trips. This indicates about 5.1% of trips within the zone exceed the intended time stay.¹²
- The total number of unique vehicles using Zone 1 during the weekday survey was 2598. This represents 80% of all unique vehicles observed that day.
- The total number of unique vehicles using Zone 1 during the weekend survey was 2050. This represents 72% of all unique vehicles observed that day.

B. Zone 2 – Library Garage

The Library Garage represents a large supply of parking that is situated between Zones 1 and 4. The garage is divided on two levels to provide both customer/patron access and employee permit parking. The upper level of the garage is comprised of 159 parking stalls signed for stays of 4-hours or less. The lower level of the garage provides 218 spaces for employee permit parking. Currently, parking in the facility is provided at no charge to the user, except four slot box stalls.

Figure 4 illustrates hourly parking utilization for the *upper level* of the garage for both the weekday and weekend survey. Table 4 summarizes data gathered for the upper level. A summary of findings follows the table.

**Figure 4: Library Garage Upper Level (4-Hour) Capacities
Weekday vs. Weekend**



¹² For purposes of this exercise, violation rates were calculated by averaging data from both survey days.

**Table 4
Library Garage (Upper Level) – Summary**

| Parking stalls in Zone | Publicly Controlled Supply | Privately Controlled Supply* | Highest Peak Occupancy | Peak Hour | 85% Deficit/Surplus @ Peak Hour** | Average # of Unique Vehicles/ % of All Unique Vehicles | |
|------------------------|----------------------------|------------------------------|------------------------|-----------------------|-----------------------------------|---|-------|
| THURSDAY | | | | | | | |
| 159 | 159 | 0 | 92.5% | 6:00 p.m. – 7:00 p.m. | <12> | 647 | 17.9% |
| SATURDAY | | | | | | | |
| 159 | 159 | 0 | 61.6% | 7:00 p.m. – 8:00 p.m. | +38 | 347 | 13.0% |

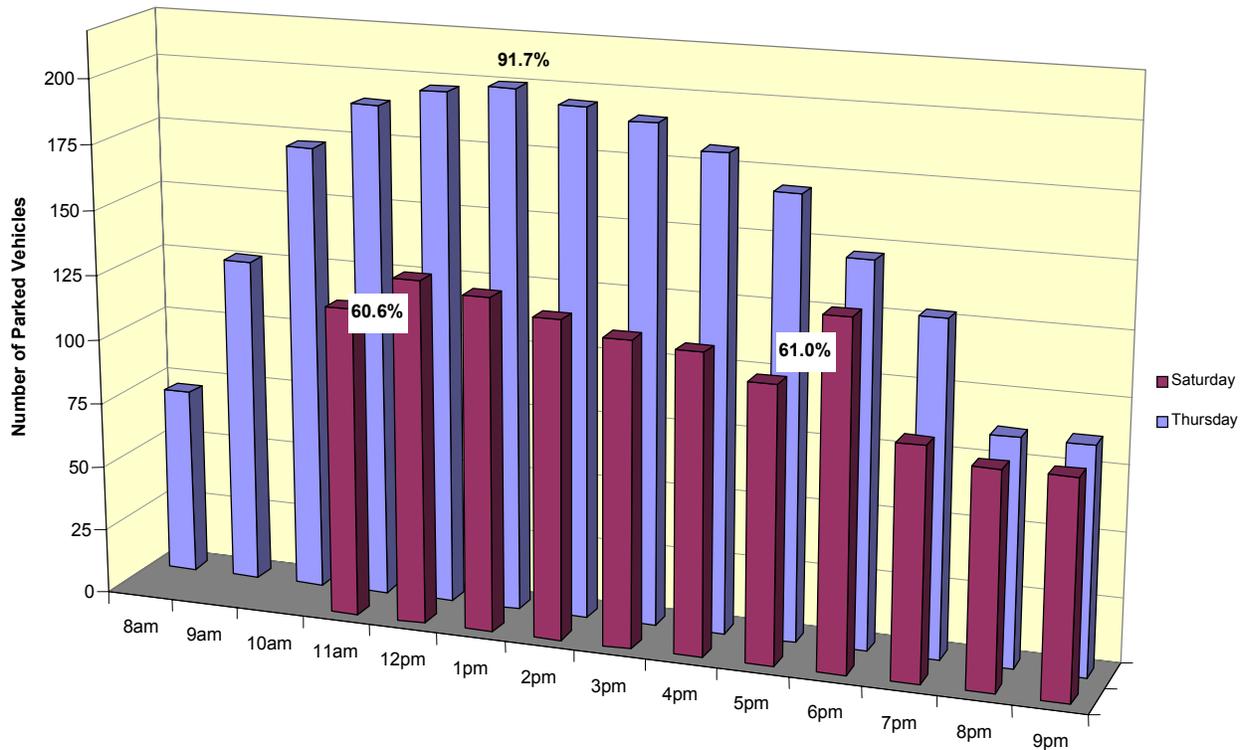
*Supply generally available to the public. Does not include “accessory” parking supply.

**Deficit/Surplus calculated on public supply only. See discussion below on private parking supply considerations.

- Weekday peak hour occupancy is 92.5% between 6:00 p.m. – 7:00 p.m.
- Weekend peak hour occupancy is 61.6% between 7:00 p.m. – 8:00 p.m.
- The upper level of the garage has a deficit of 12 parking stalls at the peak hour if the goal were to assure an 85% optimum peak hour occupancy standard. This number is based on the highest level of use for the two survey days, which in this case occurred on the weekday survey.
- Average parking duration in the upper level of the garage is 1 hour 42 minutes (1.7 hours). This indicates the average visitor is being accommodated within the intended time stay established for the majority of the zone (i.e., 4 hours).
- The intended rate of turnover within the 12-hour survey period was 3.0. The actual rate of turnover during the survey period was 7.1. When the actual rate of turnover (7.1) exceeds the intended rate (3.0), this is an indication that the system is operating efficiently.
- Time stay violations occurred at a rate of 1 violation for every 32.1 trips. This indicates about 3.1% of trips within the zone exceed the intended time stay.
- The total number of unique vehicles using the upper level of the garage during the weekday survey was 647. This represents 17.9% of all unique vehicles observed that day.
- The total number of unique vehicles using the upper level of the garage during the weekend survey was 347. This represents 13.0% of all unique vehicles observed that day.

Figure 5 illustrates hourly parking utilization for the *lower level* of the garage for both the weekday and weekend survey. Table 5 summarizes data gathered for the upper level. A summary of findings follows the table.

**Figure 5: Library Lot Lower Level (Permitted)
Weekday vs. Weekend**



**Table 5
Library Garage (Lower Level) – Summary**

| Parking stalls in Zone | Publicly Controlled Supply | Privately Controlled Supply* | Highest Peak Occupancy | Peak Hour | 85% Deficit/Surplus @ Peak Hour** | Average # of Unique Vehicles/ % of All Unique Vehicles | |
|------------------------|----------------------------|------------------------------|------------------------|-----------------------|-----------------------------------|---|-----|
| THURSDAY | | | | | | | |
| 218 | 218 | 0 | 91.7% | 1:00 p.m. – 2:00 p.m. | <14> | N/A | N/A |
| SATURDAY | | | | | | | |
| 218 | 218 | 0 | 61.0% | 6:00 p.m. – 7:00 p.m. | +53 | N/A | N/A |

*Supply generally available to the public. Does not include “accessory” parking supply.

**Deficit/Surplus calculated on public supply only. See discussion below on private parking supply considerations.

- Weekday peak hour occupancy is 91.7% between 1:00 p.m. – 2:00 p.m.
- Weekend peak hour occupancy is 61.0% between 6:00 p.m. – 7:00 p.m.
- The lower level of the garage has a deficit of 14 parking stalls at the peak hour if the goal were to assure an 85% optimum peak hour occupancy standard. This number is based on the highest level of use for the two survey days, which in this case occurred on the weekday

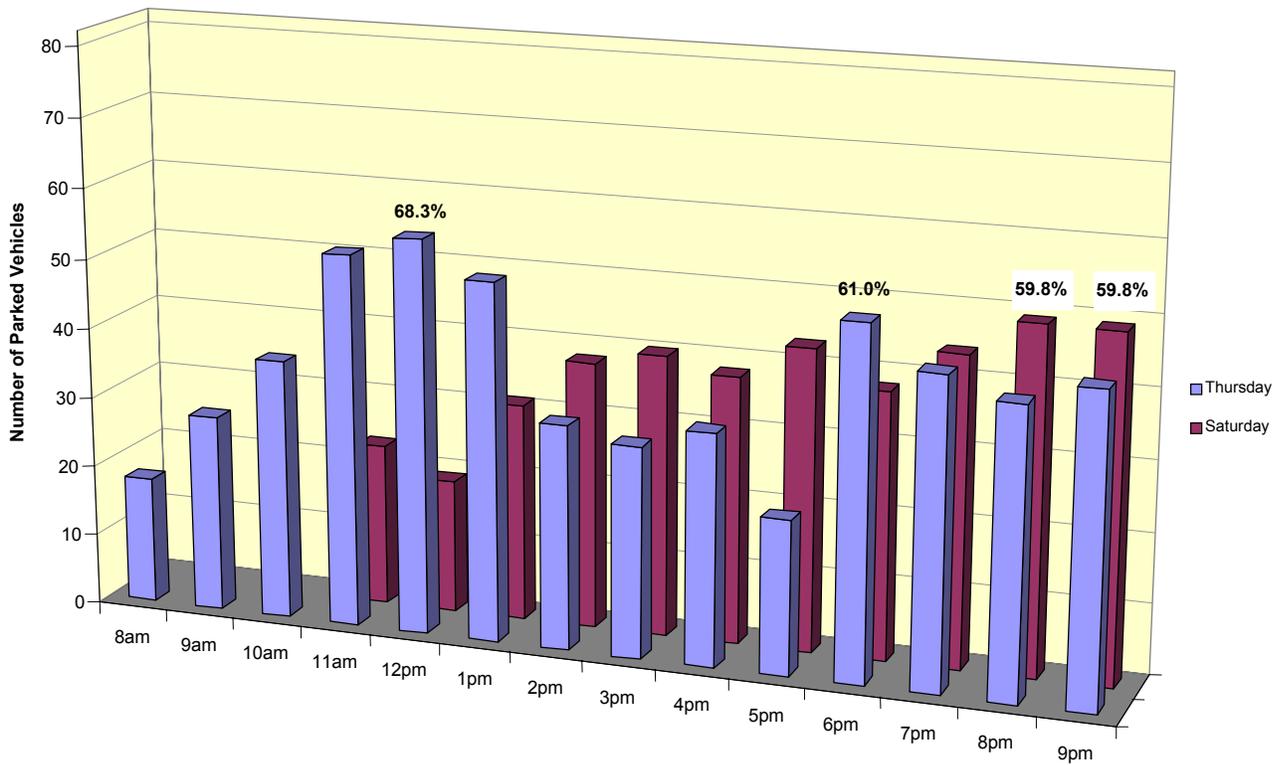
survey. This is notable given that this supply is dedicated for employee use and runs at maximum capacity. As employee demand grows, the competition for space between customer and employee parking will become more pronounced.

C. Zone 3

Zone 3 represents a large geographic area with little publicly accessible parking space during the normal business day. Zone 3 maintains just 83 total on-street parking stalls or 7.5% of all parking in the study area. Off-street parking does exist at the City Hall site but is not available to general weekday visitor trips unassociated with City Hall business. Peter Kirk Park is also served by the Library Garage, which for purposes of this analysis has been treated as a unique parking area.

Figure 6 illustrates hourly parking utilization for Zone 3 for both the weekday and weekend survey, while Table 6, on page 13, summarizes data gathered for Zone 3. A summary of findings follows the table.

**Figure 6: Zone 3 Parking Capacities
Weekdays vs. Weekend**



**Table 6
Zone 3 – Summary**

| Parking stalls in Zone | Publicly Controlled Supply | Privately Controlled Supply* | Highest Peak Occupancy | Peak Hour | 85% Deficit/Surplus @ Peak Hour** | Average # of Unique Vehicles/ % of All Unique Vehicles | |
|------------------------|----------------------------|------------------------------|------------------------|---------------|-----------------------------------|---|------|
| THURSDAY | | | | | | | |
| 83 | 83 | 0 | 68.3% | Noon – 1 p.m. | +14 | 286 | 7.9% |
| SATURDAY | | | | | | | |
| 83 | 83 | 0 | 59.8% | 8 – 9 p.m. | +21 | 174 | 6.5% |

*Supply generally available to the public. Does not include “accessory” parking supply.

**Deficit/Surplus calculated on public supply only. See discussion below on private parking supply considerations.

- Weekday peak hour occupancy is 68.3% between noon and 1:00 p.m.
- Weekend peak hour occupancy is 59.8% between 8:00 and 9:00 p.m.
- Zone 3’s public supply has a surplus of 14 parking stalls at the peak hour if the goal were to assure an 85% optimum peak hour occupancy standard. This number is based on the highest level of use for the two survey days, which in this case occurred on the weekday survey.
- Average parking duration in Zone 3 is 1 hour 42 minutes (1.7 hours). This indicates the average visitor is being accommodated within the intended time stay established for the majority of the zone (i.e., 2 hours).
- The intended rate of turnover within the 12-hour survey period was 6.0. The actual rate of turnover during the survey period was 7.1. When the actual rate of turnover (7.1) exceeds the intended rate (6.0), this is an indication that the system is operating efficiently.
- Time stay violations occurred at a rate of 1 violation for every 7.8 trips. This indicates about 12.8% of trips within the zone exceed the intended time stay.
- The total number of unique vehicles using Zone 3 during the weekday survey was 286. This represents 7.9% of all unique vehicles observed that day.
- The total number of unique vehicles using Zone 3 during the weekend survey was 174. This represents 6.5% of all unique vehicles observed that day.

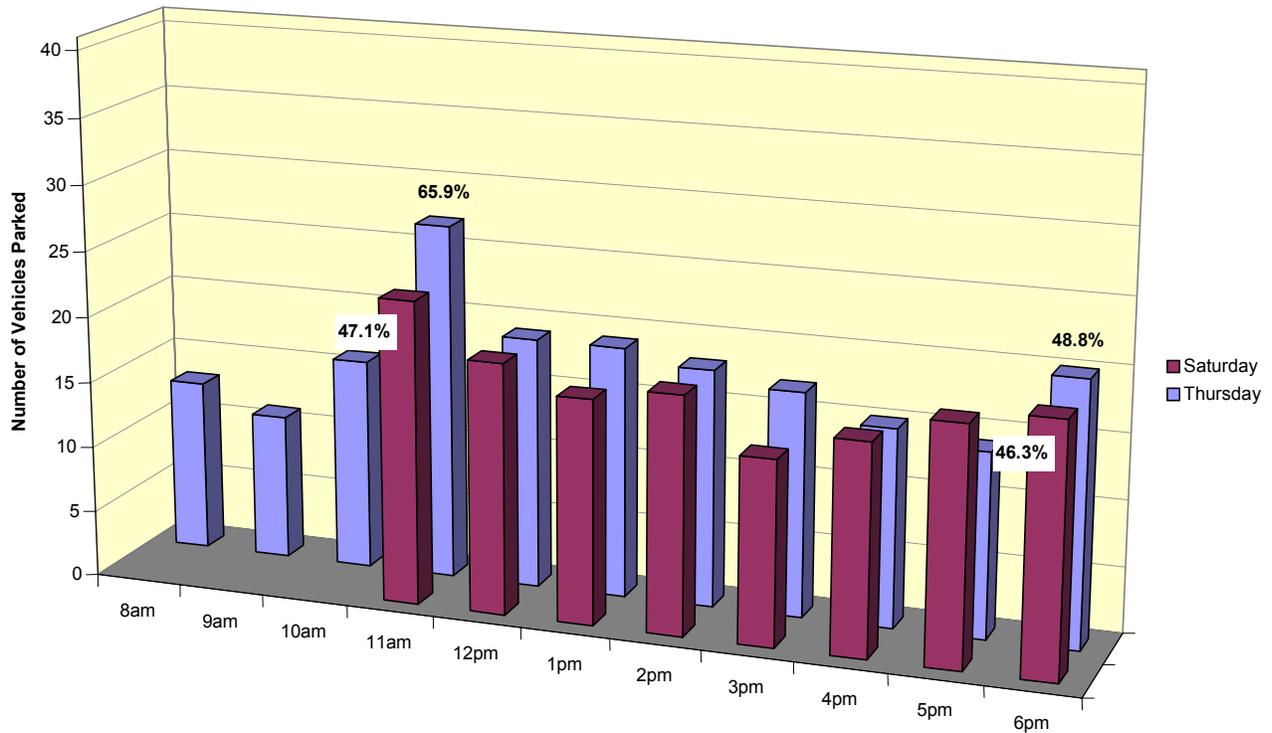
D. Zone 4

Zone 4 represents a large geographic area to the east of Peter Kirk Park. The area contains a large amount of private parking, though none of the private supply is intended for general public access. Rather, the majority of parking is “accessory” parking associated with the high concentration of office and retail land use in the zone. Accessory parking is managed to limit parking to only those patrons and employees of the commercial site(s) itself.

For public parking, Zone 4 maintains just 42 total on-street parking stalls or 3.8% of all parking in the study area.

Figure 7 illustrates hourly parking utilization for Zone 4 for both the weekday and weekend survey. Table 7 summarizes data gathered for Zone 4. A summary of findings follows the table.

**Figure 7: Zone 4 Parking Capacities
Weekday vs. Weekend**



**Table 7
Zone 4 – Summary**

| Parking stalls in Zone | Publicly Controlled Supply | Privately Controlled Supply* | Highest Peak Occupancy | Peak Hour | 85% Deficit/Surplus @ Peak Hour** | Average # of Unique Vehicles/ % of All Unique Vehicles | |
|------------------------|----------------------------|------------------------------|------------------------|----------------|-----------------------------------|---|------|
| THURSDAY | | | | | | | |
| 42 | 42 | 0 | 65.9% | 11 a.m. – noon | +8 | 117 | 3.2% |
| SATURDAY | | | | | | | |
| 42 | 42 | 0 | 47.1% | 11 a.m. – noon | +16 | 90 | 3.4% |

*Supply generally available to the public. Does not include “accessory” parking supply.

**Deficit/Surplus calculated on public supply only. See discussion below on private parking supply considerations.

- Weekday peak hour occupancy is 68.3% between 11 a.m. – noon.
- Weekend peak hour occupancy is 59.8% between 11 a.m. – noon.
- Zone 4’s public supply has a surplus of 8 parking stalls at the peak hour if the goal were to assure an 85% optimum peak hour occupancy standard. This number is based on the highest level of use for the two survey days, which in this case occurred on the weekday survey.

- Average parking duration in Zone 4 is 1 hour 36 minutes (1.6 hours). This indicates the average visitor is being accommodated within the intended time stay established for the majority of the zone (i.e., 2 hours).
- The intended rate of turnover within the 12-hour survey period was 6.0. The actual rate of turnover during the survey period was 7.5. When the actual rate of turnover (7.5) exceeds the intended rate (6.0), this is an indication that the system is operating efficiently.
- Time stay violations occurred at a rate of 1 violation for every 9.8 trips. This indicates about 10.2% of trips within the zone exceed the intended time stay.
- The total number of unique vehicles using Zone 4 during the weekday survey was 117. This represents 3.2% of all unique vehicles observed that day.
- The total number of unique vehicles using Zone 4 during the weekend survey was 90. This represents 3.4% of all unique vehicles observed that day.

6. PEAK HOUR OCCUPANCY AND SURPLUS CAPACITY BY DATA ZONE

A more detailed look at peak hour occupancies by data zone allows for a clearer view of how actual occupancy patterns occur within the downtown.

As Table 8 indicates, different zones maintain varied peak hours that, when combined, tend to under-represent the most significant parking demand period that occurs in Zone 1 (evenings at 8:00 p.m.)¹³ The column labeled “Peak Occupancy” shows the highest occupancy level achieved in each data zone, with the “Peak Hour” listed to the right. The far right hand column shows actual occupancy for each zone when Zone 1 is at its highest peak for the peak for the day.

Table 8
Peak Hour Occupancy by Data Zone versus 8:00 p.m. Zone 1 Peak Hour

| Area | Peak Occupancy | Peak Hour | Actual 8:00 p.m. Occupancy |
|--|----------------|-------------------------|----------------------------|
| Zone 1 | 99.2% | 8:00 – 9:00 p.m. | 99.2% |
| Upper Library Garage (visitor parking) | 92.5% | 6:00 – 7:00 p.m. | 61.6% |
| Lower Library Garage (employee parking) | 91.7% | 1:00 – 2:00 p.m. | 40.0% |
| Zone 3 | 68.3% | Noon – 1:00 p.m. | 53.7% |
| Zone 4 | 65.9% | 11:00 a.m. - noon | N/A |
| COMBINED DOWNTOWN | 81.4% | 6:00 – 7:00 p.m. | 69.4% |

This configuration of data gives us a look at where potential surplus parking is located that could provide capacity to the highest occupancy zone (i.e., Zone 1). Note that Zones 3, 4 and both the upper and lower levels of the Library Garage (Zone 2) are not at their highest peak use during the time when Zone 1 is fully maximized at 99.2%.

¹³ For purposes of the Table 8 analysis, data from the weekday survey was used based on the assumption that overall weekday data represents a highest use (worst case) scenario when compared to weekend data.

Table 9, below, attempts to look at the overall parking supply as it relates to the Zone 1 peak hour and to quantify the amount of potential surplus. The first column shows each data zone/activity area by location and whether the parking is on or off-street. The second column calculates optimum parking conditions for each zone/area based on the 85% Rule, which represents the maximum number of stalls that should be parked in a given supply, while maintaining a 15 percent operating buffer. The third and fifth columns show the actual number of vehicles parked at the 8:00 p.m. – 9:00 p.m. peak, listed for both the weekday and weekend surveys. Finally, the fourth and sixth columns identify the deficit or surplus of parking in a specific zone or lot/garage at the stated peak hour.

Table 9
Optimum Parking – Deficit/Surplus Supply By Data Zone
Weekday/Weekend at Zone 1 Peak Hour (8:00 p.m. – 9:00 p.m.)

| Location | Optimum # of Vehicles According to 85% Rule <hr/> Total Stalls | Weekday | | Weekend | |
|---|---|----------------------|---------------------------------|----------------------|---------------------------------|
| | | # of Parked Vehicles | Surplus/Deficit to 85% Occupied | # of Parked Vehicles | Surplus/Deficit to 85% Occupied |
| Zone 1 (on-street) | 173/204 | 201 | <28> | 202 | <29> |
| Zone 1 Lake/Central Way Lot | 44/52 | 51 | <7> | 51 | <7> |
| Zone 1 Waterfront Lot | 91/107 | 107 | <16> | 107 | <16> |
| Zone 1 Lot C | 14/16 | 16 | <2> | 16 | <2> |
| Zone 1 Sub-total | 322/379 | 375 | <53> | 376 | <54> |
| Library Garage (upper level) | 135/159 | 98 | +37 | 90 | +45 |
| Library Garage (lower level) | 185/218 | 80 | +105 | 70 | +115 |
| Zone 3 | 70/83 | 41 | +29 | 49 | +21 |
| Zone 4 | 35/42 | 20 | +15 | 18 | +17 |
| Garage, Zone 3 & 4 Sub-total | 425/502 | 239 | +186 | 227 | +198 |
| TOTALS | 747/881 | 614 | +133 | 603 | +144 |

Table 9 provides an interesting view of parking activity. Zone 1 (combined on and off-street supply) currently operates at a peak hour deficit of 53 and 54 stalls for weekdays and weekends, respectively. However, significant surplus parking is available in the upper and lower levels of the Library Garage (142 weekdays/160 stalls weekends) as well as smaller surpluses in Zones 3 and 4.

The Library Garage presents itself as a potential resource for available parking supply during those periods when Zone 1 is fully maximized, particularly in the very active evening peak hour. Zones

3 and 4 also offer some surplus, though the proximity of these zones to the “core” of Zone 1 may not be conducive to short-term customer access.

Using 85% occupancy as the generally accepted industry standard for optimum utilization of a parking supply, the survey demonstrates that the combined downtown maintains a modest surplus of parking. However, Zone 1 currently maintains a deficit of over 50 parking stalls. The ability of the City to encourage and influence patrons to find available surpluses within the supply versus building new supply will be challenging.

7. WINTER SURVEY – FOLLOW UP ANALYSIS

In an effort to better understand the elasticity of demand for parking downtown throughout the year, the consulting team took additional capacity counts in the winter or ‘off-season’ months. The survey was conducted over two blocks of time representing the previously observed peak hours from the summer survey; counts were taken on Thursday, February 6, 2003 from 11:00 a.m. until 2:00 p.m. and from 4:00 p.m. until 9:00 p.m. Weather on the survey day was inclement with temperatures in the low to mid 50 degrees.

Findings

The winter survey yielded some noteworthy findings:

- Capacities were approximately 20 percent lower on average across the entire study area.
- Occupancies in public parking stalls located in Zone 1 were only mildly affected in the winter months. The peak hour was occupied at 84.5 percent (between 6:00 p.m. and 7:00 p.m.).
- Significant occupancy drop-off occurs in outer zones (i.e., Zones 2, 3 and 4).
- The Library Garage experiences a dramatic drop in occupancy from summer to winter.
- 119 private stalls are available during the evening peak (8-9pm) in Zone 1.
- Antique lot (2nd/Park Ln.) is just 10 percent occupied at the evening peak (8-9pm).¹⁴

Figure 8 shows the occupancy comparison between the summer and winter surveys. As illustrated, weekday occupancies in the study area (between 10 a.m. and 2:00 p.m.) decrease approximately 14 percent from summer to winter. Evening occupancies (between 6:00 p.m. and 9:00 p.m.) drop 27.3 percent.

¹⁴ The Antique Mall lot is not publicly available at this time. Winter observations were conducted to assess this lot's potential for future shared use parking opportunities.

Figure 8
Downtown Kirkland (All Zones) Parking Occupancy
Summer vs. Winter

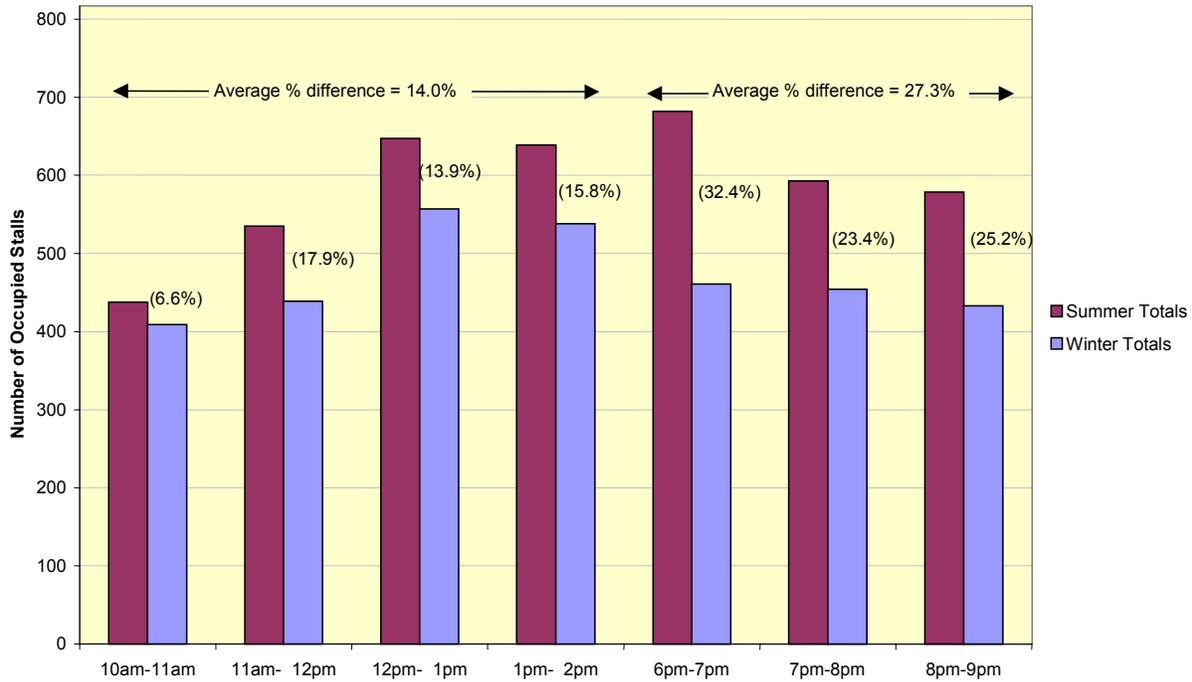


Table 10, summarizes summer versus winter parking activity as represented by the total *number of unique vehicles* estimated to have parked in the downtown during the seven hour survey period represented in Figure 8.¹⁵ As illustrated, there is a ‘seasonal’ variation in total vehicles across the entire study area, with an overall 20 percent decrease in vehicles using downtown, summer to winter. Zone 1 has a much less prominent change, with a 9.1 percent decrease in vehicle traffic.

Table 10
Seasonal Parking Activity Variations
Summer vs. Winter

| | |
|--|---|
| Estimated unique vehicles (all zones) | 2,938 (summer) |
| | 2,351 (winter) |
| | 20.0% decrease in total vehicles |
| | |
| Estimated unique vehicles (Zone 1) | 1,578 (summer) |
| | 1,435 (winter) |
| | 9.1% decrease in total vehicles |

Overall, parking activity and utilization in the downtown decreases during the winter months. Occupancies in Zones 2, 3 and 4 are notably affected while Zone 1 continues to maintain a strong level of usage.

¹⁵ For this example, the estimate for unique vehicles was derived by dividing actual vehicle hours parked by the average turnover rate for the downtown (i.e., 1.4 hours) for the comparable seven hour period for each survey.

8. PRIVATE SUPPLY CONSIDERATIONS

The deficit of publicly available parking in Zone 1 presents a challenge for the City and the PWG. Options for mitigating the identified deficit of parking include:¹⁶

- Directing patrons to available surpluses in other parking zones or the Library Garage during peak activity periods;
- Transitioning users, primarily employees, to alternative modes or satellite areas to free up parking supply in the “core”;
- Developing new supply;
- Utilizing surplus available in private facilities.

As a means to understand and address this last bullet point, the unique evening peak evident in Kirkland led the consultant team to conduct a review of the private facilities in the downtown that are currently available for public use.

As stated earlier, there are currently nine private facilities in the study area that are available to general parking public. All nine facilities are located within Zone 1 and, interestingly, are primarily available for public use after 5:00 p.m. This coincides with the increase in Zone 1 demand leading up to the 8:00 p.m. peak hour. Unlike the public supply, the parking in these private facilities requires a fee for use, generally between \$ 3.00 and \$5.00, depending on length of stay.

Table 11 presents a breakout of the private facilities, the number of total stalls, 8:00 p.m. occupancy, and number of available stalls during the peak hour (i.e., Surplus/<Deficit>).

Table 11
Private Parking Supply – Publicly Available
8:00 p.m. Peak Occupancy – Surplus/Deficit

| Location | Stall Total | 8:00 p.m. Occupancy | Surplus/<Deficit> |
|-------------------------------------|-------------|---------------------|-------------------|
| Ampco - Bank of America/Lake Street | 37 | 89% | 4 |
| Ampco - Frontier Bank/Kirkland Way | 11 | 55% | 5 |
| Ampco - Washington Fed/Kirkland Way | 8 | 25% | 6 |
| Ampco - Eastside Trains/Central Way | 25 | 8% | 23 |
| Ampco - US Bank/Central Way | 33 | 73% | 8 |
| Ampco - Waterfront/Lakeshore Plaza | 12 | 67% | 3 |
| Diamond @Lake Street | 40 | 63% | 14 |
| Diamond @ Kirkland Way | 30 | 50% | 15 |
| Diamond near waterfront | 17 | 18% | 13 |
| TOTAL | 213 | 57% | 91 |

¹⁶ Parking management strategies outlined in Sections IV, V & VII of this report provide strategy recommendations that would implement most of these measures.

Table 11 demonstrates two things in particular. First, the general public is using the private lots, even though there is a fee in place. Approximately 57 percent of the 213 spaces available in the peak hour (122 stalls) are occupied during the Zone 1, 8:00 p.m. peak hour. Second, a surplus of parking is still available at the peak hour, with Ampco’s Eastside Trains/Central Way and the three Diamond Parking locations comprising the largest portion of available supply.

The fact that these lots are located in Zone 1 is important to note given that the publicly controlled supply is in deficit at 8:00 p.m. Table 12 summarizes the overall impact on supply in Zone 1 when public and privately available parking are combined.

Table 12
Zone 1 Analysis w/ Private Supply
8:00 p.m. Peak Occupancy – Surplus/Deficit

| Type of Parking | Total Stalls | Surplus/Deficit |
|-----------------------|--------------|-----------------|
| Zone 1 - Public | 379 | <53> |
| Zone 1 - Private | 213 | +91 |
| TOTAL - ZONE 1 | 592 | +38 |

Though the private supply impact does not create a significant surplus of parking in Zone 1 it is apparent that additional efforts to influence/incent patrons to better utilize the available private parking supply will improve the constraint currently affecting Zone 1. This coupled with efforts to also encourage greater use of surplus supply in the Library Garage and other zones will facilitate more effective use of existing resources while strategies related to new supply and alternative access options are developed.

9. PARKING RATIOS – BUILT SUPPLY AND DEMAND

Parking ratios express the actual number of parking spaces available to serve demand for land uses (i.e., office, retail, residential and/or mixed-use development). The number of stalls represented by a parking ratio may exceed actual demand for parking or fall short of that demand. Demand ratios, on the other hand, are generally expressed in the context of peak hour use of a specific built supply of parking. In other words, demand ratios represent an estimate of the actual number of stalls occupied at the peak hour relative to land uses. Effectively managing the relationship between land uses, built and occupied parking supply is a fundamental challenge of parking management.

The exercise represented in this section is an attempt to develop a better understanding of parking supply and demand for Kirkland. To that end, the consultant team derived two “ratios” from the data analysis.

- The actual *Built Ratio* of publicly available parking stalls, in relation to total built land uses in Downtown Kirkland.
- The actual current *Demand Ratio* for parking stalls per total built land use, based on actual usage data from the “typical day” survey.

A. Methodology

The City provided the consultant team with a comprehensive list of all land uses within the study area. This information was contained in a 2002 business license report. The file included information on business address, number of employees, total square footage, business type and zoning description. The consultant team then refined the data to (1) represent only those land uses located within the study zone and (2) exclude development with accessory parking, not available for public use. The resultant *built ratio* of parking to land use then is reflective of the total availability of non-accessory parking in a mixed-use environment in the downtown. The *demand ratio* reflects the public demand for parking stalls associated with that land use using actual peak occupancy data from the 2002 parking survey.¹⁷ The consultant team was then able to express actual parking ratios per 1,000 square feet of mixed-use development for Kirkland's Downtown.¹⁸

B. Findings

Parking demand ratio calculations revealed three different, but equally useful correlations:

- *Stalls to Built Land Use.* This represents the total number of existing stalls correlated to total existing land use square footage within the study area (minus those properties with accessory parking). At this time, **1.98 parking stalls per 1,000 square feet of built land use** have been developed within the study area.
- *Combined Demand to Built Land Use.* This represents peak hour occupancy within the entire study area, which was 81.4 percent. Current peak hour demand stands at a **ratio of 1.61 parking stalls per 1,000 square feet of built land use.**
- *Core Demand to Built Land Use.* Due to the elevated demand for parking in Zone 1 during the peak hour (99.4 percent occupancy), a ratio was correlated to total land use for Zone 1 only. This was accomplished by factoring in an additional 15 percent demand buffer, which would bring the core zone peak hour occupancy back to the stated goal of 85 percent. Based on this analysis, demand in the core would require **2.28 parking stalls per 1,000 square feet of built land use** to maintain the supply at a peak occupancy of 85 percent.

Table 13, next page, summarizes the analysis used to determine the built ratio of parking to land use (i.e., 445,039 total square feet) and general demand for that parking based on the peak hour occupancy/demand for all public parking available in the study area.

¹⁷ Upon consultation with the City, it was determined unlikely that the accessory supply would be made available for general public use.

¹⁸ This analysis quantified the relationship between land uses, parking occupancy and built parking supply. Though not a definitive measure of demand by specific land use types, this exercise was useful in deriving estimates for overall demand in Kirkland based on actual parking activity in the downtown.

Table 13
Study Area Demand – Mixed Land Use to Built Supply

| Total Square Footage – Built Land Uses (Study Area) | Total Parking Supply (Public) ¹⁹ | Ratio of Built Parking to Total Land Use/1,000 gsf | Observed Peak Occupancy | Stalls Occupied at Peak Hour | Actual Parking Demand per 1,000 gsf |
|---|---|--|-------------------------|------------------------------|-------------------------------------|
| 445,039 | 881 | 1.98 | 81.4% | 717 | 1.61 |

Table 14, below, summarizes calculations for demand levels observed in Zone 1, which during the peak hour is at the maximum available capacity the parking system will allow, 99.4 percent occupancy.

Table 14
Zone 1 Demand – Mixed Land Use to Built Supply

| Total Square Footage – Built Land Uses (Zone 1) | Total Parking Supply (Public/Private) | Ratio of Parking to Total Land Use/1,000 gsf | Assumed Peak Occupancy | Stalls Occupied at Peak Hour | Actual Demand per 1,000 gsf to Maintain 85% Occupancy |
|---|---------------------------------------|--|------------------------|------------------------------|---|
| N/A* | 379 | 1.98 | 99.4% | 377 | 2.28 |

* For the purposes of this exercise, the ratio of stalls to built land use was held constant. To help derive the actual demand ratio for the core, the peak hour occupancy rate was directly correlated to the number of available stalls in Zone 1.

At 99.4 percent peak hour occupancy, total demand in the core zone is basically equal to the ratio of built supply, or 1.98 stalls per 1,000 square feet. If parking development in the core were to continue at 1.98 stalls per 1,000 square feet, peak hour accessibility would not meet the optimum operating efficiency desired within the 85% Rule. Therefore, to maintain optimum operating efficiency, mixed uses within the downtown would generate a parking demand of 2.28 parking stalls per 1,000 gross square feet of development.

In summary, parking has been *built* at an average rate of 1.98 stalls per 1,000 square feet of development. This rate appears to have been effective and the system currently operates at a high level of efficiency and turnover.

Land uses in Downtown Kirkland are generating parking *demand* ratios that range between 1.61 and 2.28 parking stalls per 1,000 square feet of development. The range is reflective of the location of development within the study area. The higher demand ratio could be applied as a development ratio for future developments scheduled for construction in Zone 1, whereas ratios at the lower end of the range would be more practically applied to peripheral areas of the downtown.²⁰

¹⁹ It is important to reiterate that only public supply was calculated during the peak hour of the combined study area (i.e., 6:00 p.m.). Private supply does not become readily available until just after this peak hour. The peak hour demand for Zone 1 reflects both public and private supply given that the private lots are open and readily available at the 8:00 p.m. Zone 1 peak hour.

²⁰ It is important to reiterate that the rates of 1.61 – 2.28 stalls per 1,000 SF do not reflect any existing parking that would/could be lost to new development. As such, a new development in the core would generate stall demand of 2.28/1,000 SF, but the loss of a 50 stall surface parking lot to accommodate that development would need to be

10. FORECASTING – IMPACTS TO THE SUPPLY

To facilitate future discussions regarding the parking supply, the consultant team developed a trend analysis to track growth in peak hour parking stall demand at two different levels of annual demand growth – 3 percent and 5 percent.²¹

To facilitate this exercise, the consultant team initiated the analysis using the following assumptions:

1. All existing publicly available parking in the downtown will remain in place, both on and off-street.
2. Stall demand generated at this time will not account for future new development.
3. 85 percent occupancy is considered optimum operating efficiency within a parking inventory.

By holding assumption (1) and (2) constant, base level demand (or status quo) for parking was calculated.²²

A. Growth Forecast – Study Area

Figure 9, next page, baselines current peak hour demand for the entire study area, showing the supply at 81.4 percent occupancy with 32 stalls of surplus per the 2002 parking survey of the downtown. The figure then trends the absorption of available parking for the ensuing five years at either 3 percent (low) or 5 percent (high) growth in demand.

This exercise demonstrates at which point in time the entire supply transitions into a deficit (while remaining consistent with the 85% Rule, bringing the system back to optimal occupancy). Using the low growth scenario (3 percent annual absorption), Downtown Kirkland surpasses the 85 percent threshold in 2004, with a 12 stall deficit. In contrast, under the high growth scenario (5 percent annual absorption), the downtown surpasses 85 percent occupancy in 2003, with a 4 stall deficit. Under both scenarios, the rate of peak hour stall absorption ranges from 23 – 40 stalls per year. By 2007, the overall supply of parking in the study area carries a deficit between 82 and 166 parking stalls.

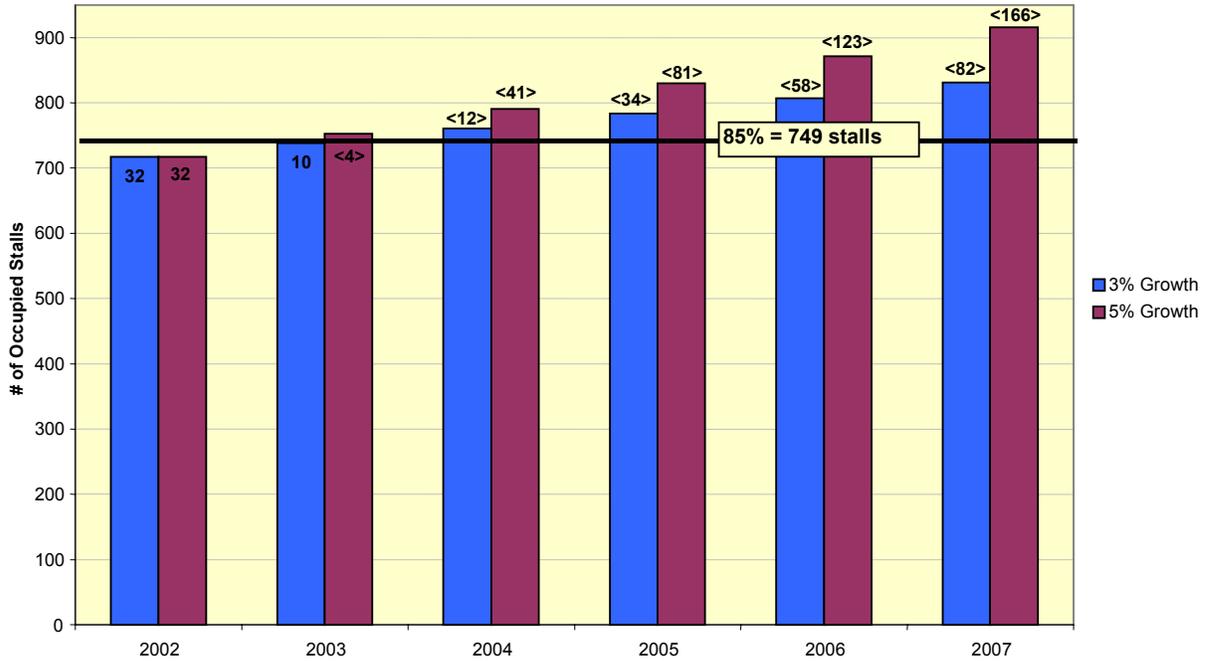
In short, when the supply exceeds 85 percent occupancy, the expectation would be that new supply or alternative access options would need to be developed to absorb new demand and maintain an optimum level of overall access.

considered in addition to the 2.28/1,000 SF ratio to maintain the optimum efficiency of access within the parking system.

²¹ Percentage growth estimates were recommended by the City of Kirkland's Transportation Division as consistent with historical traffic and access trends for the downtown.

²² Over the course of the next several years it is likely that changes will occur in the downtown that can and will impact the parking supply and how it is used. This can include increases/decreases to the supply itself; demand created by new development and/or parking and transportation demand management strategies designed to influence parking activity. In the case of demand, this exercise attempts to hold the supply and land uses constant to derive baseline-parking ratios.

**Figure 9: Estimated Peak Hour Stall Absorption
for Study Area (881 Stalls) @ 3% and 5% Growth Rates
Surplus/<Deficit> to 85% Occupancy**



B. Growth Forecast – Zone 1

A similar trend forecast was developed for Zone 1 alone, using both the 3 and 5 percent growth scenarios. The information displayed in Figure 10, below, illustrates stall absorption forecasts for Zone 1.

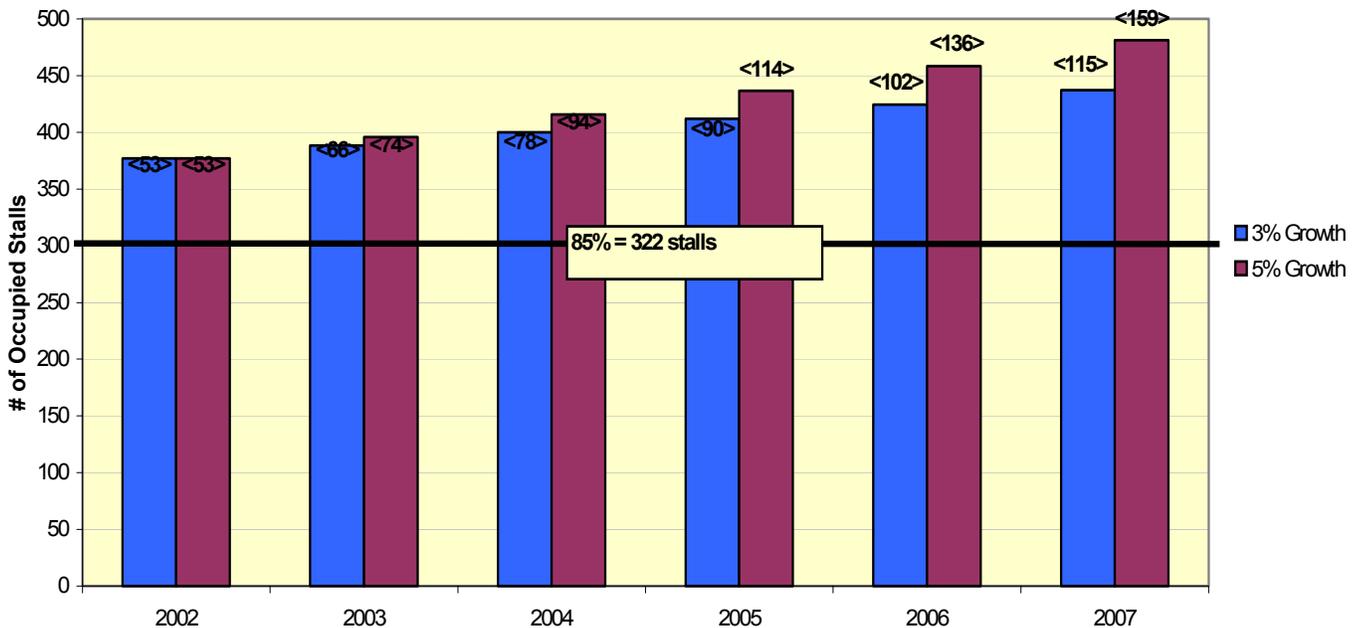
The zone begins with a 2002 deficit of 53 parking stalls, already in excess of the optimum 85 percent threshold.²³ The low and high growth scenarios simply exacerbate that deficit. Under the low growth scenario (3 percent), peak hour stall absorption would occur at an average rate of 12 stalls annually over a five-year period. At the high growth rate, peak hour stall absorption would occur at an average rate of 21 per year over the same period. By 2007, if Zone 1 were to meet its own demand needs (without utilizing private supply or surplus in other zones/areas) the zone would be in deficit of 115 to 159 parking stalls.²⁴

As with the analysis for the entire supply, when the supply in Zone 1 exceeds 85 percent occupancy, the expectation would be that new supply or alternative access options would need to be developed to absorb new demand and maintain an optimum level of overall access.

²³ It is important to note that the deficits represented here do not account for private supply that might be available or surplus in adjacent parking zones.

²⁴ The analysis does not attempt to estimate "latent" demand for parking that may currently be diverted to other areas based on a perception by the user that Kirkland may be difficult to access due to parking constraints. The consultant team recognizes the strong demand for parking access in Kirkland, but to estimate beyond data from the inventory would be speculative.

Figure 10: Estimated Peak Hour Stall Absorption
for Zone 1 (379 Stalls) @ 3% and 5% Growth Rates
Surplus/<Deficit> to 85% Occupancy



11. MOVING TO EVADE

The PWG was interested in whether employees of the downtown were parking on street and in short-term public lots and then moving their vehicles throughout the day to avoid receiving a parking violation. This activity, called “moving to evade,” could deny patrons access to convenient short-term parking, particularly if the level of moving to evade was significant.

The consultant team conducted a non-scientific, manual count of unique license plate numbers that re-occur throughout the study area during the survey days. This manual count was conducted from the overall collected data. The consultant team also reviewed enforcement records from the survey days, which identify employee license plate numbers to substantiate/confirm the manual counts taken.

In general, it was found that between 2 and 3 percent of all unique vehicles identified during the survey period could be described as moving to evade. This level of activity would not appear to compromise the overall level of customer access downtown given the high rate of stall turnover observed and documented.

12. ENFORCEMENT

Any parking management plan or system is only as strong as its enforcement program. Good enforcement assures turnover at desired levels, directs patrons to appropriate time stay locations and reduces abuse in the system (i.e., moving to evade). The data inventory of the downtown

clearly demonstrated that the current system of parking enforcement in Kirkland is effective and efficient. Given the strong levels of parking activity and the unusually high ratio of turnover to posted time stay, it is apparent that enforcement activity is appropriate to Kirkland's current level of parking demand.

13. SUMMARY

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 stall at 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. These strategies and recommendations are included in the sections to follow, particularly Sections IV and VIII.

Section II: Common Themes, Challenges and Opportunities

Section I presented a comprehensive quantitative picture of how parking currently functions in Downtown Kirkland. Data from that analysis was also used to forecast potential growth in parking demand and the impact that growth would have on the availability of parking. 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. This effort resulted in establishment of a consensus set of Guiding Principles to guide parking management decisions in a strategic manner. These Guiding Principles are presented in Section III.

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*.²⁵ 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. DSP considerations and recommendations for parking include:

- Successful retail requires an adequate supply of parking that is convenient and affordable.
- On-street parking and nearby structured parking with good access are critical for retail success.
- Centralized, shared parking facilities will be more effective and efficient than requiring each facility to provide its own off-street parking.
- The City should play a leadership role in providing parking in the downtown that is consistent with these principles.
 - Build a covered parking structure capped with a significant public plaza over the current surface parking lot adjacent to the waterfront.

²⁵ The City adopted the *Kirkland Downtown Strategic Plan* on June 5, 2001.

We believe the Guiding Principles and parking management tools developed and recommended in the parking strategy (Sections IV and VIII) 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. Stakeholders will continue to represent an essential resource for the City as the parking management plan and strategies recommended in this study are implemented over time. As such, understanding stakeholder concerns and ideas for downtown is critically important because they are the users of the downtown system on a daily basis. 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.

Once listed, the PWG was then asked to prioritize the list by voting for those challenges that would have the greatest impact on improving downtown if they were immediately addressed (i.e. over a three to seven year period). It was stressed and agreed, however, that all the challenges on the list were important and would eventually need to be addressed in an overall revitalization effort for downtown

A. Challenges to Economic Development – Consensus Priorities

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

- Need for a consensus plan to prepare for future economic viability and growth.* Stakeholders agreed there is not a consensus among private and public leaders as to how the downtown should grow and develop. Several stakeholders mentioned, “Kirkland needs to find its niche,” then market, communicate and plan toward that effort. Additional community discussions on downtown’s economic development vision need to take place.

- There is a lack of available commercial and physical space necessary to accommodate growth.* There is strong consensus among stakeholders that Kirkland’s downtown is physically constrained for growth. As one stakeholder noted, “There is a horizontal, as well as a vertical, cap on usable/leasable space.” Efforts to develop/redevelop vacant and underutilized properties and an evaluation of City floor area requirements will be critical to address this priority challenge.

- ❑ *Need to expand waterfront opportunities.* There is strong agreement that Kirkland is not exploiting the waterfront as an economic development attractor or as a point of access for bringing people to and from Kirkland. Stakeholders recommended that greater efforts be made to pursue ferry and water access opportunities. This would serve to increase overall access capacity for the downtown and address road congestion issues that currently affect Kirkland's central core. Additionally, efforts need to be made that incorporate recreational users of the waterfront into retail and commercial activities in the downtown.
- ❑ *Public expectation of free and proximate parking.* There is strong consensus among stakeholders that the overall economic viability of the downtown will require that an adequate supply of parking be maintained to serve customer and employee demand. There is an equal consensus, and concern, that the public's expectation that parking in Kirkland remains free of charge and proximate to specific uses, will limit the City's ability to fund increases in the supply of parking.

Other challenges ranked by the PWG included (in rank order):

- Affordable lease space for existing and new businesses.
- Need for better connectivity in the downtown between destinations (i.e., core, park, and waterfront).
- Required parking ratios.
- Lack of a commercial anchor(s) – something that would act as a destination for people (i.e., Pottery Barn)- something that would act as an attractor in and of itself.
- Maximizing physical assets (park, lake).
- Linking physical assets to commercial opportunity.
- Competition from Bellevue/Redmond - other commercial centers/suburban malls.
- General regional transportation issues (people do not feel they can get to Kirkland reliably/in a reasonable amount of time).
- Lack of a marketing strategy.
- Pedestrian safety.
- Taking advantage of through traffic - converting commuters to shoppers.

Unranked challenges to attracting new business or growing existing business included:

- Perception that business growth is flat. No mechanism to determine actual market trends locally to determine *actual* business performance in Kirkland. This information would be an essential marketing tool for attracting business to Kirkland.
- Leakage (local residents do not buy in Kirkland).
- Disconnect between the downtown and Park Place.
- Perception that Kirkland has no capacity to grow. Capacity can be defined as physical space, road or parking capacity.
- Narrowly focused positioning of business. The mix of businesses is not diverse.
- Lack of village concept/attractor point.
- Balancing the reality of growth with a local culture that would likely desire limited growth.
- Poorly positioned to take advantage of first-class physical assets (lake, Peter Kirk Park). How do you turn Peter Kirk Park into a connector rather than a barrier?

- Physical beauty/park system clogs downtown with people who are not shopping/spending money downtown (not linking physical assets to commercial opportunities).
- I-405 dependent.
- Perception of access/capacity.
- Proximity of parking to land use(s).
- Geological challenges (water table) and the affect it might have on development of underground 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 was a feeling by some on the PWG the existing parking supply is not managed or structured to achieve optimum utilization. The downtown-parking inventory conducted by the consultant team (and presented in Section I) has helped inform understanding of this stated concern.
- Parking abuse.* PWG members believe that there is a high level of abuse by employees of the on-street parking system. Employees are seen as not parking in areas designated for employee parking, violating time stays and “moving to evade.” This type of activity does not allow maximum efficiency and availability of on-street parking for customer and visitor parking access in the downtown.
- Traffic and circulation (congestion and ingress/egress).* The PWG expressed concern that it is difficult for patrons coming from outlying areas to access downtown. Dense commuter traffic conditions characterize access portals into the downtown. Compounding this is the sense that directional and information systems for patrons are inadequate, both on the external traffic system and within the downtown itself.
- Perception of access/capacity.* Several PWG members noted that perceptions of Kirkland having limited parking, and being difficult to access in general, are having adverse impacts on business. The need for aggressive and sustained marketing and communications will be important.
- Poor off-peak transit service for downtown employees.* The PWG noted transit service could play an important role in addressing congestion issues and influencing the overall amount of parking that maybe required in the future. However, improvements in service and frequency will need to be made if meaningful mode shifts by employees are to be realized.
- Cost of building parking.* Several on the PWG expressed concern regarding the community’s ability (public and private sector) to provide for increases in the parking supply necessary to meet growing demand. 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. They are briefly detailed here (in rank order):

- ❑ *Increased residential development - potential to grow market.* Kirkland has a strong and growing residential base. Dense residential clusters lie immediately adjacent to the commercial center of downtown and represent a significant market for downtown’s retail and service sector. The PWG sees 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.
- ❑ *Free public parking.* The PWG sees Kirkland’s current parking program (with free customer and employee parking) as 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. The ability to continue and/or balance the attractiveness and marketability of free public parking (opportunity) with the need to create new parking supply in the future (challenge) will be a central piece of the parking strategy.
- ❑ *Demonstrable commitment to downtown by the City, business community and citizenry.* PWG members underscored the active role the business community and citizens have played in Kirkland’s success and the partnership approach of City leadership. Stakeholders noted that there is a strong “sense of community and family” in Kirkland, which underlies Kirkland’s unique character and success. The efforts of the Kirkland Downtown on the Lake’s (KDL) Parking Task Force to improve parking operations and enforcement were applauded. The KDL was also identified as an important partner in the overall success of downtown.
- ❑ *City’s willingness to test innovative programs.* The PWG agreed that the City of Kirkland has been a willing and creative partner in implementing programs to improve and maximize access to the downtown. Programs like Park Smart, Flexcar and valet parking options were given as examples of City sponsored programs that work and contribute to the overall accessibility of downtown.
- ❑ *Waterfront/physical beauty/boat moorage.* PWG members strongly recognized the unique amenities and elements of the downtown waterfront that make Downtown Kirkland a special place. The waterfront as a destination and attractor in and of itself is seen as an untapped opportunity area. As with the issue of free parking, the waterfront was also ranked as an important priority challenge for the downtown. Several PWG members noted that the primary challenges identified above could be addressed through programs that continue to support, enhance, communicate and link the waterfront to downtown amenities for customers, visitors and residents.

Other opportunities ranked by the PWG included (in rank order):

- Outstanding demographics for business.

- Good business association network.
- Good foot traffic/pedestrian volumes - 4 months per year.
- Great business environment downtown.
- Downtown is a unique destination and shopping experience.
- Attractive streetscape.
- Sense of place/home/community/friendly people.

Unranked opportunities included:

- Safe community/streets.
- Proximity to larger region.
- Diversity (business & people).
- Parks.
- Parking waiver for restaurants.
- Parking enforcement for time limited parking.
- Free employee parking.
- Public art.
- Proximity of downtown to the lake.
- Transit center in downtown.
- Traffic volume through downtown.
- No one-way streets.

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. BECOMING AN “IDEAL DOWNTOWN”

As a precursor to developing Guiding Principles, the PWG was led through a discussion on the elements or building blocks that make up “ideal” downtowns. The PWG was asked to list elements that make up their perception of a perfect or ideal downtown. PWG members were also asked to mention cities they had been to that contained elements that uniquely distinguished the downtown area.

Cities mentioned, with their most distinguishing characteristic(s), included:

- Paris, France (architectural integrity)
- Stockholm, Sweden (Old-Town historic density with high buildings)
- Chicago, Illinois (diversity and architecture)
- Bern, Switzerland (cleanliness and architecture)
- Cambridge, England (good street activity)
- Bruges, Belgium (no cars downtown, great architecture)
- Verona, Italy (history, self contained, public transportation)
- Sausalito, California (water, views, access)
- St. Helena, California (it knows what it is – has an identity)

- Ketchum, Idaho (tourism, destination as well as good place to live)
- Tiberon, Italy (self contained)
- Whistler, British Columbia (pedestrian oriented, focused)
- Mill Valley, California (cohesive sense of community)
- New Orleans, Louisiana (culture, 24 hour downtown)
- Boston, Massachusetts (central commons)

The PWG developed an extensive list of those elements they believed make up an ideal downtown. This list could serve as a verbal picture of what it takes to become “ideal.” The PWG then made note of those elements on the list that Kirkland currently maintains, as denoted by an “X” below. Elements that are partially maintained are denoted by “1/2”. Empty boxes indicate that Kirkland either lacks this element or needs significant improvement in that area.

Table 15 summarizes the results of the PWG discussion.

Table 15
Elements of an Ideal Downtown

| Ideal Elements | Kirkland | Ideal Elements | Kirkland |
|----------------------------------|-----------------|---|-----------------|
| Wide sidewalks | | Public gathering places ringed by residential | X |
| Pedestrian scale | X | Ease of access to and from downtown | |
| Quality of built environment | ½ | Natural water features | X |
| Effective public transportation | ½ | Compact area/quality retail | |
| Affordable | | People watching places | X |
| Protection from natural elements | | Safety (both real and perceived) | X |
| Historic defining area | | Cultural center | |
| Public art | X | Self contained (24-hour city) | |
| Mature trees/landscaping | ½ | Attractive to all ages | ½ |
| Well maintained buildings | X | Restaurants | X |
| Cohesive sense of community | X | Diverse shopping opportunities | ½ |
| Clean | ½ | Unique architecture | ½ |

There was a clear recognition expressed by the PWG that Kirkland currently maintains a strong mix of elements that would distinguish it as an ideal downtown. Of 24 elements listed, Kirkland offers, and is strong, in nine. Another seven are in place but need emphasis. Additional planning and development of elements such as wide sidewalks, improved access (ingress/egress), cultural venues (i.e. museums) and “quality” retail need to be addressed in future strategic and development planning.

6. ACCESS PRIORITIES

A. Key Elements of a Successful Parking Program

PWG members were asked to list those elements of a parking program that, if in place in Kirkland, would both facilitate solving the transportation challenges and support/enhance the priority opportunities described above. Phrases used by the PWG included:

- Simple, intuitive, habituating.
- Convenient access to the stall.
- Well signed and understood.
- Pays for itself – revenue neutral.
- Safe and secure.
- Effective enforcement.
- Real-time information.
- Protection from the elements (between parking and businesses).
- A management plan that deals with seasonal peaks and special events (public/private cooperation).
- Parking integrated into the existing traffic system.
- Prevents employee and park and ride parking spill over into residential neighborhoods.
- Uniform parking management plan (public/private).
- Accommodates all types of parking (bicycles, motorcycles and boats on the water).
- Accommodates tour buses.
- Connector between Park Place and the core.

The consultant team believes the parking management plan and strategies developed in this plan (Sections IV and VIII) support these elements to the highest degree possible.

B. “Is” Versus “Should”

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.

1. Priority “customer” of the downtown

When asked, “*who IS the priority customer of the downtown today?*” the consensus response was:

- Retail shopper
- Restaurant patron
- Tourist
- Service customer
- Recreational user

When asked, “*who SHOULD BE the priority customer in downtown in the future?*” the consensus response was the same list as above, with more local residents shopping and dining in 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

When asked, “*what are the priority land uses in downtown today?*” the work group responded:

- Surface parking
- Residential development
- Small retail
- Commercial (office) services
- Recreational areas

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.

As to the question of parking in privately owned off-street parking facilities, the PWG noted the priority for lots in downtown *IS* a mix of users, which includes employees and patrons. The PWG also noted that residential development is providing (prioritizing) parking for residents. Recognizing the City has limited abilities to influence how private facilities are operated, the PWG believes that privately owned, off-street facilities *SHOULD* increasingly prioritize downtown parking for a diverse mix of users.

4. Priorities for Alternative Modes of Access

The PWG considered the role of alternative modes for users of the downtown (patrons and employees). 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 was asked to consider the role the public sector (i.e., City) *SHOULD* play in working with the community to provide parking to meet the access priorities developed through this process.

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:

- Use parking as a tool for economic development. The City could build and/or offer parking as an enticement to attract specific, priority developments to locate in Kirkland.
- The City should assure that public parking supply is consistent with the demand associated with public amenities. The City has responsibility for access demand associated with the park, the waterfront and other public amenities in the downtown. At minimum, the City should assure that it provides a parking resource to support these venues.
- 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 DSP calls for increased retail development and visitor/shopper oriented growth. The City should have a role in providing parking to support attainment of the plan's objectives. The City has a role and responsibility to provide parking for users of the downtown. The PWG indicated that the City's priority should be parking that serves patrons.
- The City can use its development code and regulatory powers to create incentives to the private sector to provide parking. One example given would offer height bonuses to developments where public/retail parking is provided in a development. The PWG indicated that other "regulatory" incentives could and should be explored.

7. **SUMMARY – Common Themes, Challenges and Opportunities**

A new vision for downtown is developing. That vision recognizes the goal and objective of the City of Kirkland and downtown stakeholders to move downtown toward becoming a vibrant, vital, 24-hour urban neighborhood destination - an ideal downtown. With this recognition has come the understanding that managing the infrastructure that supports multiple economic uses is

challenging. It requires fully using the parking and transportation system to provide understandable, convenient, safe and reliable transportation options for employees, customers, visitors, and residents. This network of access is essential to the vitality of each desired economic use.

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. Strategically, the Guiding Principles encourage that parking resources be used to support and facilitate priority economic development goals and serve priority users.

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. These Guiding Principles for Access are based on the premise that development of the downtown will require an integrated and comprehensive package of strategies that will stimulate economic development and redevelopment. The access component of that overall plan is but one critical element of a larger coordinated package.

The overall discussion that took place in the PWG work sessions can be summarized into nine draft Guiding Principles. A listing of some of the important consensus challenges from Section 2 that each Guiding Principle addresses follows each Principle as well as the opportunity themes it supports.

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.*** Access should be provided to all users of the downtown, which includes automobile, transit, boat and bike/walk users. The City should strive to create and implement as many access options as possible. Parking management strategies and programs should support and compliment other access modes as a way to maximize total access capacity in the downtown.

Challenges addressed:

- Parking supply is not managed to its maximum potential
- Perception that Kirkland lacks access and capacity

- Need for better connectivity
- Lack of transportation options and off-peak transit service
- Competition with other shopping areas
- Traffic and circulation and need for better directional and information systems

Opportunity themes supported:

- Commitment to downtown by the city, business community and citizenry
- Willingness to test innovative programs
- Great business environment downtown
- Downtown is a unique destination and shopping experience
- Safe community/streets
- Transit center in downtown

GUIDING PRINCIPLES FOR PRIORITY PARKING

2. ***Make the downtown core conveniently accessible to priority users.*** The core zone of downtown should provide an access system that supports its priority role as the central point from which customers and visitors are connected to all the districts of the downtown. The priority user of the downtown is the short-term patron.

Challenges addressed:

- Parking supply is not managed to its maximum potential
- Perception that Kirkland lacks access and capacity
- Need for better connectivity
- Need to expand waterfront opportunities
- Public expectation of free and proximate parking
- Linking physical assets to commercial opportunity
- Competition with other shopping areas
- Lack of a marketing strategy
- Pedestrian safety
- Disconnect between downtown and Park Place
- Perception of access/capacity
- Traffic and circulation and need for better directional and information systems

Opportunity themes supported:

- Commitment to downtown by the city, business community and citizenry.
- Willingness to test innovative programs.
- Waterfront/physical beauty/boat moorage

3. ***Provide sufficient and convenient parking.*** Sufficient parking should be provided to support desired and priority economic activities in each downtown district. Publicly owned parking should be preserved for, and actively managed to, assure patron access to the area. The City should anticipate future patron needs in the context of its Downtown Strategic Plan and seek to acquire or develop parking as is appropriate.

Challenges addressed:

- Need a consensus plan to prepare for future economic viability and growth
- Public expectation of free and proximate parking
- Perception that Kirkland has no capacity to grow
- Perception of access/capacity
- Proximity of parking to land uses
- Attracting a more diverse mix of businesses
- Cost of building parking

Opportunity themes supported:

- Free public parking
- Demonstrable commitment to downtown by City, business community and citizenry
- Great business environment downtown
- Downtown is a unique destination and shopping experience
- Attractive streetscape
- Transit center in downtown

4. ***Provide adequate employee parking.*** Adequate parking should be provided to meet employee demand, in conjunction with a transportation system that provides multiple travel mode options. All parking strategies should be coordinated with transportation demand management goals and objectives to ensure that employees and customers have reasonable options available for access. Access management strategies should move larger numbers of employees into alternative modes over time.

Challenges addressed:

- Parking supply is not managed to its maximum potential
- Required parking ratios
- Perception of access/capacity
- Lack of transportation options and off-peak transit service
- Cost of building parking
- Lack of available commercial and physical space necessary to accommodate growth

Opportunity themes supported:

- Demonstrable commitment to downtown by City, business community and citizenry
- City's willingness to test innovative programs
- Transit center in downtown

5. ***Promote strategic development of off-street facilities.*** Off-street parking facilities should be developed to serve a diverse mix of uses and facilitate continued access activity throughout the day and into the evenings and weekends. Publicly owned parking facilities should be strategically located to assure that such a mix of uses, particularly customer/visitor access is conveniently and economically served. Facilities should be sited in a manner that supports connectivity within the downtown. Employee parking should not be the long-term, primary intent of publicly located parking facilities in the downtown. Park and ride parking should be prohibited in the downtown.

Challenges addressed:

- Need a consensus plan to prepare for future economic viability and growth
- Lack of transportation options and off-peak transit service
- Parking supply is not managed to its maximum potential
- Need to expand waterfront opportunities
- Need for better connectivity in the downtown between destinations
- Disconnect between downtown and Park Place
- Proximity of parking to land uses
- Traffic and congestion
- Perception of access/capacity
- Cost of building parking

Opportunity themes supported:

- Downtown is a unique destination and shopping experience
- Great business environment downtown
- Attractive streetscape
- Traffic volume through downtown

6. ***Preserve and expand on-street parking wherever possible.*** On-street parking should be preserved along strategic corridors to improve customer/visitor accessibility and to facilitate revitalization of street level activities. On-street access should, in some cases, take priority over street capacity and vehicle speeds.

Challenges addressed:

- Attracting a more diverse mix of businesses
- Parking availability
- Need a consensus plan to prepare for future economic viability and growth
- Traffic and circulation
- Pedestrian safety

Opportunity themes supported:

- Downtown is a unique destination and shopping experience
- Great business environment downtown
- Attractive streetscape

GUIDING PRINCIPLE FOR UNDERSTANDABILITY

7. ***Improve access linkages between districts and the downtown core.*** Access linkages within the core and between districts should be clearly identified through signage, way finding measures and other communication strategies to increase customer understanding of the downtown. Access linkages include parking, transit, and pedestrian/bicycle systems.

Challenges addressed:

- Need a plan to prepare for future economic viability and growth
- Lack of a marketing strategy
- Public expectation of free and proximate parking

- Need to expand waterfront opportunities
- Need for better connectivity in the downtown between destinations
- Disconnect between downtown and Park Place
- Proximity of parking to land uses
- Traffic and congestion
- Perception of access/capacity
- Pedestrian safety

Opportunity themes supported:

- Downtown is a unique destination and shopping experience
- Great business environment downtown
- Attractive streetscape
- Waterfront/physical beauty/boat moorage
- Safe community/streets

GUIDING PRINCIPLE FOR COORDINATION

8. ***Coordinate access strategies with desired development.*** All access strategies should be coordinated with and highly and mutually supportive of residential, retail, and commercial office developments in the downtown.

Challenges addressed:

- Need a plan to prepare for future economic viability and growth
- Need to attract a more diverse mix of businesses downtown
- Lack of a commercial anchor(s)
- Need for better connectivity in the downtown between destinations
- Lack of transportation options and off-peak transit service
- Perception of access/capacity
- Proximity of parking to land use(s)

Opportunity themes supported:

- Downtown is a unique destination and shopping experience
- Increased residential development – potential to grow the market.
- City’s willingness to test innovative programs.
- Great business environment downtown

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 City’s primary role in the use of public resources for parking should be prioritized to meet patron access demand. The City should use its resources to promote alternative modes for commuter access as well as creating incentives, partnerships and programs to attract private investment in parking and desired development.

Challenges addressed:

- Need a plan to prepare for future economic viability and growth
- Lack of available commercial and physical space necessary to accommodate growth
- Need to attract a more diverse mix of businesses downtown
- Lack of a commercial anchor(s)
- Affordable lease space for existing and new businesses
- Required parking ratios
- Lack of a marketing strategy
- Perception that business is flat
- Perception that Kirkland has no capacity to grow
- Lack of transportation options and off-peak transit service

Opportunity themes supported:

- Downtown is a unique destination and shopping experience
- Demonstrable commitment to downtown by the City, business community and citizenry
- Increased residential development – potential to grow the market.
- City’s willingness to test innovative programs.
- Great business environment downtown

3. SUMMARY

As stated earlier, 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.

It will be important for the City to codify the Guiding Principles for Parking Management as part of the City Code to assure their on-going role in facilitating decision-making for the parking system over time.

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.

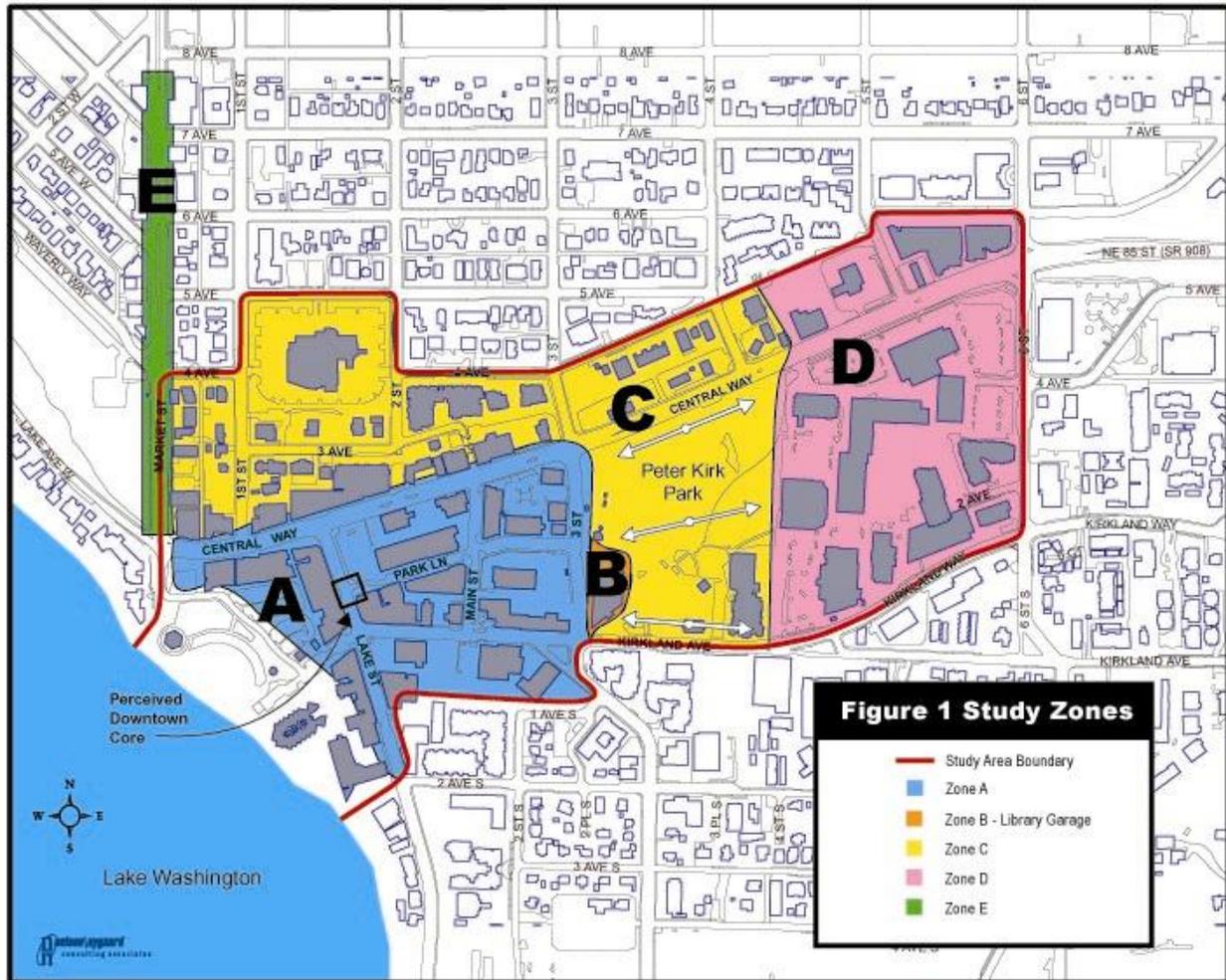


Figure 11. Recommended Parking Management Zones for Downtown Kirkland.

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.

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. To understand when it is cost-effective to invest in reducing parking demand (and when it is not), it is helpful to begin by examining the full lifetime cost of adding to the downtown parking supply.

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.

As shown in Tables 16 and 17, 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 \$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.

**Table 16
Kirkland Parking Garage Construction Costs**

| Project | Land required ² (sf) | Land value (per sf) | Total Land Value | # of spaces | Land value per space | Project cost per space ¹ , (excluding land) | Total project cost per space |
|----------------------|---------------------------------|---------------------|------------------|-------------|----------------------|--|------------------------------|
| Land valued at \$0 | 48,885 | \$ 0 | \$ 0 | 280 | \$ 0 | \$18,311 | \$18,311 |
| Land at market value | 48,885 | \$ 30 | \$ 1,466,550 | 280 | \$ 5,238 | \$18,311 | \$23,549 |

1 Project cost from the consensus pro forma scenario. This includes taxes, site development, permits and street improvements, but does not include the value of land.

2 The consensus pro forma scenario calls for development of a 280-stall garage constructed on a 48,885 square foot development pad.

**Table 17
Kirkland Parking Garage Annual Costs**

| Project | Project Cost per Space | Annual Costs per Space | | Total Cost Per Space | |
|----------------------------|------------------------|------------------------|-----------|----------------------|-----------|
| | | Debt Service | Operating | Per Year | Per Month |
| Land Valued at \$0 | \$18,311 | \$1,067 | \$274 | \$1,341 | \$112 |
| Land Valued at \$30 per sf | \$23,549 | \$1,372 | \$274 | \$1,646 | \$137 |

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. This chapter presents a range of strategies applicable to the City of Kirkland.

2. PROSPECTS FOR REDUCING DEMAND

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

- (1) Customer parking demand.
- (2) Employee parking demand.
- (3) Resident parking demand.

The prospects for reducing parking demand among these different groups, and even within each group, is 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. Based on the effectiveness of employee Transportation Demand Management (TDM) programs in comparable US cities, significant parking demand reduction among downtown Kirkland employees is certainly possible. As described in the TDM strategies outlined below,

many communities and employers in the US have seen reductions in parking demand of upwards of 30 percent from parking pricing strategies and other TDM packages. While the City of Kirkland is unique and requires strategies consistent with its own values and circumstances, experiences from other cities and employers suggest that demand reduction strategies could cost-effectively reduce employee parking demand in Kirkland by one-quarter to one-third.

A. Existing TDM Programs in Kirkland

To more carefully evaluate the potential to reduce parking demand through TDM strategies in Kirkland, it is useful to consider programs already in place. Employers in Kirkland area already offer many TDM incentives and options to employees and residents of the city. They are summarized below.

B. Commute Trip Reduction Employer Programs

There are 21 employers in the City of Kirkland subject to Commute Trip Reduction (CTR) Program laws imposed by the State of Washington. Employers that are subject to CTR are required to strive to bring 45 percent of their employees to work by non-drive-alone modes. All CTR employers in Kirkland provide some financial incentives for taking alternative modes, such as transit or carpool subsidies, and/or parking cash-out (paying cash to employees who do not use a parking space) for walking and biking. All the CTR employers offer bicycle amenities (i.e., such as clothes lockers, covered bike parking, and shower facilities), guaranteed ride home programs, and telecommuting options.

The City of Kirkland is one of the CTR employers. The City's TDM program includes participation in Seattle Metro's FlexPass program, which allows free use of area transit, a \$65 per month subsidy for vanpoolers, and its Home Free Guarantee (also known as a Guaranteed Ride Home), offering up to eight emergency taxi rides home per employee per year. Employees also benefit from a parking cash-out program, and are eligible to receive up to \$10 for every day that they don't drive, for up to three days (maximum \$30 per week).

C. FlexCar

FlexCar, the local carsharing organization, has two cars located in Kirkland – one outside City Hall and one in downtown – to make day-time errands easy for those who leave their cars at home, and for residents who wish to own fewer cars, or avoid owning one altogether.

D. Discount Transit Passes for Employees

Metro offers discounted bus passes to Kirkland employers with at least 25 employees, in the form of the FlexPass, at a cost of \$45 per employee per year for a first-year program, and \$65 per year per employee thereafter. Metro and employers work together to design a FlexPass that can include any number of a wide range of incentives and benefits, including full access to Metro Transit, a Guaranteed Ride Home service, vanpool fare subsidies, carpool incentives, discounted carpool/vanpool parking, and customized ride-matching services. Costs vary depending upon the actual number of participants for each of these modes, and on the type of benefits the employer

wants in the package. There does not appear to be any restrictions on the number of employees a business must have in order to qualify for the FlexPass program.

E. Planning Policy

The City of Kirkland has several TDM policies already in place. The Planning Department (which currently allows lower parking ratios in downtown than the rest of the city) provides allowances for developers to lower the required parking further if they implement TDM programs. Covered bicycle parking is required throughout the city for all new development, with the exception of single-family residential uses. Several bike lanes exist in the downtown, and more are planned. City policy also favors pedestrian-friendly urban design. Numerous pedestrian improvements are underway or planned in downtown, including high-visibility flashing crosswalks, public art, streetscape amenities, and an integrated sidewalk and street network to facilitate easy and pleasant connections by foot. This commitment to bicycle and pedestrian infrastructure is buoyed by the City of Kirkland's Non-Motorized Transportation Plan adopted in 1995, and updated in 2001.

The city also has an in-lieu fee parking fee program in place. While not technically a demand management measure, this approach does help create common garages that can be more efficiently built and shared than small, private parking areas. The Municipal Garage at the Kirkland Library was partly financed with funds from downtown businesses and developments that chose not to supply their own parking. While free (if time regulated) parking is the norm in the city, visitor parking is priced at the Municipal Garage at \$5 per day, some private parking lots charge, and 10 public spaces around the downtown are metered.

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

A. Form a Transportation Improvement District

Small and mid-size businesses, such as downtown's many restaurants and shops, typically have difficulty organizing and operating their own transportation demand management programs. Implementing a Transportation Improvement District (TID) can be an effective way to overcome this organizational hurdle. An effective Transportation Improvement District for Kirkland would largely resemble simple programs already existing in Boulder, CO and Portland, OR, where downtown businesses pay fees to the district and in return benefit from centralized parking, free transit passes for employees, and other transportation demand management services. In Kirkland, such a district could best be formed as a Business Improvement Area, with responsibility for both the operation of downtown parking and the provision of transportation demand management programs.

In the case of Boulder, Colorado, all businesses within the Downtown Management Commission's (DMC) boundaries are required to pay fees to the DMC. These fees, supplemented by in-lieu parking fees and revenue from parking garages and meters (all managed by the DMC), are used to provide all employees with: benefits such as a free universal transit pass (similar to METRO's FlexPass, called an Eco-Pass in Boulder); Guaranteed Ride Home; ride-matching services; bicycle parking; and a number of other benefits. The District has successfully brought an extensive menu of transportation alternatives to all of the area's employers, ranging from small pizza parlors to major retail stores.³³

Similarly, Portland's Lloyd District Transportation Management Association provides programs for improved public transit, ride sharing, alternative work hour programs and programs promoting parking management, bicycle and pedestrian measures. Overall, the Association's annual surveys have found, drive-alone employee commute trips decreased by 25% from 1997 (two year's after the Association's formation) to 2001, as increasing numbers joined its transit pass, bicycle and other programs. With 1,433 employee cars removed from the District, estimated savings on parking construction, at \$20,000 per stall, are approximately \$29 million.³⁴

A Kirkland TID could emulate the Boulder and Portland programs, using parking revenue and/or business fees to provide and oversee TDM strategies, including:

- Parking cash-out benefits
- Parking charges in a managed parking supply
- In-lieu fees
- Universal transit passes
- A Guaranteed Ride Home
- Carpool and vanpool incentives and ride-matching services
- A Transit Resource Center
- Centralized provision of bicycle facilities

³³ Additional information on the Downtown Management Commission can be found at <http://www.commuterchoice.gov/campaign/boulder.htm> and <http://www.gettingthere.com/index.html>

³⁴ See <http://www.ldtma.com/2001%20survey%20summary.pdf>

Transportation Demand Management strategies are outlined in more detail in the subsequent sections.

1. Parking ‘Cash-out’ benefits for employees.

When one considers the “fringe” benefits for transportation at most worksites, the financial incentives are strongly skewed: free parking for employees who drive, and little or no help for those who don’t. This provides little incentive for employees to seek alternatives to driving alone to work. In combination these factors result in continual increases in single-occupant vehicle commute trips and shortages in long-term parking supply. Free parking is also one of America’s most beloved employee benefits and at some businesses its removal can have implications for employee attraction and retention. Therefore, the best method for many employers or districts attempting to curb increasing parking demand is to simply pay people not to drive. This provides employees a financial incentive to change their behavior, without taking parking benefits away.

In Kirkland, parking cash-out programs like the one in operation for the City of Kirkland employees and some other CTR Employers could be expanded to downtown’s small and mid-size businesses. In a parking cash-out program, employees are offered cash benefits for each day of the week that they do not drive. A Kirkland Transportation Improvement District could follow the City of Kirkland or Apple Computer model, where employees submit an extra slip with their worksheets marking the days where an alternative mode of transportation was taken to work. Parking cash-out programs have the advantage of being simple and flexible: they can be taken advantage of by the employee who takes transit one day, carpools another, and rides a bicycle when the weather permits. The daily cash-out value can be estimated by considering the costs of constructing additional parking. In Kirkland, a range of \$7 to \$10 for each day an employee does not drive (capped at \$30 per week in the City of Kirkland program) has been typical.

Table 18 outlines key research on commuter responsiveness to financial incentive programs implemented throughout the US. The studies include both cases where employees were paid not to drive, as well as programs where parking fees were simply increased. They illustrate programs implemented in cities, colleges, and by individual employers, covering tens of thousands of employees and hundreds of firms. The findings show that, even in suburban locations with little or no transit, financial incentives can substantially reduce parking demand. On average, a financial incentive of \$70 per month reduced parking demand by over one-quarter. At the University of Washington, a financial incentive of just \$18 per month reduced parking demand by 24 percent.

Table 18
Effect of Financial Incentives on Parking Demand

| Location | Scope of Study | Financial Incentive per Month (1995 \$) | Decrease in parking Demand |
|---|------------------------------------|---|----------------------------|
| Group A: Areas with little public transportation | | | |
| Century City, CA | 3500 employees at 100+ firms | \$81 | 15% |
| Cornell University, NY | 9000 faculty and staff | \$34 | 26% |
| San Fernando Valley, CA | 1 large employer (850 employees) | \$37 | 30% |
| Bellevue, WA | 1 medium-size firm (430 empl) | \$54 | 39% |
| Costa Mesa, CA | State Farm Insurance employees | \$37 | 22% |
| <i>Average</i> | | \$49 | 26% |
| Group B: Areas with fair public transportation | | | |
| Los Angeles Civic Center | 10,000+ employees, several firms | \$125 | 36% |
| Mid-Wilshire Blvd, LA | 1 mid-sized firm | \$89 | 38% |
| Washington DC suburbs | 5500 employees at 3 worksites | \$68 | 26% |
| Downtown Los Angeles | 5000 employees at 118 firms | \$126 | 25% |
| <i>Average</i> | | \$102 | 31% |
| Group C: Areas with good public transportation | | | |
| University of Washington | 50,000 faculty, staff and students | \$18 | 24% |
| Downtown Ottawa | 3500+ government staff | \$72 | 18% |
| <i>Average</i> | | \$102 | 31% |
| Overall Average | | \$67 | 27% |

Parking cash-out programs have proven effective for reducing employee parking demand. Good transit service, vanpool and carshare programs already in place in Kirkland provide the necessary infrastructure to help employees switch from driving alone. A further benefit is limited potential for ‘spill-over parking’ (i.e., the problem of non-residents’ cars routinely filling up a neighborhood’s on-street parking supply). Research on existing parking cash-out programs has shown that although it would be possible for someone to take the cash they get for not driving, park in a residential area and walk the last leg to work, in practice few employees cheat on parking cash-out programs. Cheating is fairly easy to spot, and few employees wish to risk their jobs over the relatively small amounts of money involved. Implementing a parking permit program in neighboring residential areas can also mitigate any spill-over problems should they arise.

2. Parking Charges

As Section 4 emphasizes, Kirkland should consider a strategy for future parking pricing. A cousin of parking cash-out programs, parking pricing also provide financial incentives for drivers to choose other modes. The difference in the two strategies is that charging for parking can apply not only to area employees, but to all parking uses, while simultaneously raising revenue for additional parking and transportation demand management programs. In Kirkland, the mix of free and pay parking lots is the best evidence of the impact parking pricing has on parking demand – the free parking lots in Kirkland are often operating at or near capacity while nearby pay lots have many empty spaces. To ensure the *availability* of

convenient short-term parking, which most retail experts find more important than price, parking pricing is one of the most effective methods; charging higher rates for the most convenient parking (e.g. prime on-street spaces) works well to increase turn-over and to deter employees from occupying these spaces.

Parking charges can be structured so that the cost primarily deters drive-alone employee and business trips, but impinges less on local retail. Shoppers and diners can be accommodated in pay-for-parking garages by providing validated parking, or by setting up a rate structure based on the length of time one parks (e.g. free parking for the first hour) and/or the time of day (free parking at off-peak hours).³⁵

Employee parking charges should be structured to reward employees for using alternative transportation whenever they can. Rather than monthly fees, which encourage employees to drive every day to “get their money’s worth”, modern fee-collection systems can be set to bill employees by the day or hour for parking, allowing them to save money every day that they choose an alternative mode.

3. In-lieu fees.

As Section 4 recommends, the City’s current fee-in-lieu of parking option should be re-evaluated and refined. In-lieu parking fees are typically established by cities as an alternative to building the required on-site parking for a development. Implemented in cities such as Miami, San Francisco, Boulder, Colorado, and Portland, Oregon, in-lieu fees in the US usually range from \$5,000 to over \$50,000 per parking space. In Boulder, downtown developments, both commercial and residential, are strongly encouraged to contribute in-lieu fees toward the cost of common public garages, rather than building individual gated lots. Boulder has found that the in-lieu system is indeed valuable and has created win-win situations for all parties, including:

- **Reduced parking demand.** Boulder’s in-lieu fees pay not only for parking construction but also for TDM alternatives, reducing the amount of new parking needed. The operating principle for Boulder’s system is to fund the most cost-effective combination of new garages and demand management alternatives. They have, in effect, a transportation in-lieu fee, rather than a parking in-lieu fee.
- **More efficient garages.** The system facilitates shared parking by creating common public garages that are shared by many users and land uses. The variety of peak operating times from diverse uses (e.g. daytime employers, dining and entertainment in the evening, residents needing overnight parking) promotes high garage efficiency.
- **Better Urban Design.** Consolidation of parking into a few, city-run parking garages facilitates better urban design – fewer garages means more control over the building’s relationship to the street (structures lined with retail, attention to street frontage), fewer curb cuts, and fewer inefficient, awkward surface parking areas on small building lots.

³⁵ The City of Boulder has discount parking programs where shoppers and clients are given tokens for meters and validations stamps for free parking in the parking structures. To participate in this program, downtown businesses and retailers must be within the Central Area General Improvement District (CAGID) and must pay property taxes to the district.

- **Cost-effective construction.** Fewer, but larger, parking garages also allow structures to be built more efficiently on a cost-per-space basis, by reducing costly, space-consuming ramps and inefficient lay-outs.
- **Spurred economic activity.** Garages can give local businesses a boost by being strategically placed away from major destinations, so that people walk past other shops before reaching their destinations.
- **One-stop shopping for parkers.** Consolidated parking lots are good for the consumer, too – with more spaces in fewer places, the likelihood of finding a parking spot with less searching is greater.

Overall, these are potential demand management goals and strategies that Kirkland should consider in refining its in-lieu fee system.

4. Universal transit passes for residents and employees.

In recent years, growing numbers of transit agencies have teamed with universities, employers, or residential neighborhoods to provide Universal transit passes similar to METRO’s FlexPass. These passes typically provide unlimited rides on transit for low monthly or semester fees, often absorbed by the school or employer. Evidence from surveys conducted by Silicon Valley’s Valley Transportation Authority (VTA) found a 19 percent decrease in parking demand at employers participating in its pass program. Metro notes that in downtown Bellevue, FlexPass is responsible in part for a 24 percent drop in drive alone commutes from 1990 to 2000 (81 percent to 57 percent). From 1993 to 2000, transit use in downtown Bellevue rose from 13 percent to 18 percent.³⁶

Boulder’s Downtown Management Commission provides a strong example of how a Transportation Improvement District can be used to provide a Universal transit pass for every employee in a district, overcoming both the organizational hurdles that small businesses experience in finding out about and joining these programs, and providing the bulk discount that a large district can often negotiate with a transit agency. To make a similar program work in Kirkland, negotiations with Metro will be needed to lift its normal requirement that participating employers have at least 25 employees (a requirement that Metro imposes in part to reduce the transactions costs of dealing with many small programs). However, at a normal FlexPass cost of \$65 per year per employee for Kirkland employers, compared to a \$1,646 per year cost to create an additional parking space, a transit pass program would need to free up relatively few parking spaces to justify its cost.

Transit subsidies can also be used for a wide range of residential developments. In the City of Boulder both residential building managers and entire neighborhoods (even typical single-family areas) can purchase EcoPasses for their residents. In the latter, neighborhood volunteers collect contributions on an annual basis, and once the minimum financial threshold is met, everyone living in the neighborhood is eligible for the transit pass. Alternatively, a neighborhood can elect to increase property taxes to purchase neighborhood-wide EcoPasses. In Santa Clara County, CA and Portland, OR, property managers can bulk-purchase transit passes for their residents at deeply discounted rates. In

³⁶ http://www.commuterchallenge.org/cc/news01_flexpass.html

Portland, transit use among residents increased by between 79% and 250% in two different developments after transit passes were offered there.³⁷ Seattle Metro has also been testing residential FlexPasses in pilot projects. In 2001, Metro instituted a residential FlexPass at a transit-oriented development in downtown Renton³⁸, and a trial demonstration in Bellevue is making the benefits of a FlexPass available to residents of four downtown apartment complexes.³⁹

The principle of employee or residential transit passes is similar to that of insurance – transit agencies can offer lower rates on passes on the basis that not all those offered the pass will actually use them regularly. The universal passes are beneficial to everyone involved. For transit agencies, universal transit passes provide a stable source of income, while helping them meet their ridership goals. Employers reduce the demand for parking on-site and are able to provide an additional benefit that helps recruit and retain employees. For commuters, the transit pass reduces the cost of getting to work and affords a hassle-free level of transit mobility, eliminating one of the largest barriers to transit use – the need to search for spare change with each trip. Residents also benefit from free or low-cost, hassle-free transit mobility, meaning they are less likely to own a vehicle. The ripple effect to developers can mean reduced parking requirements and consequently far lower construction costs. And neighbors of employees or residences that partake in the program don't have to worry – there is no potential for spill-over parking.

Metro Transit's FlexPasses can be designed to include not only free unlimited transit access, but also subsidies for carpools or vanpools, and a Guaranteed Ride Home Program. A Transportation Improvement District could provide all Kirkland employers and employees with FlexPasses, providing universal transit access.

5. Guaranteed Ride Home Program

Guaranteed Ride Home programs eliminate employees' worries that they will be stranded if they use an alternate mode (such as transit, carpool/vanpool, walking or biking) and end up working late. The program provides a free ride home (usually in a taxi or rental car) in the event of unexpected circumstances such as needing to work late, illness, or family emergency, or if the carpool or vanpool driver has a similar emergency. The free ride home is available only on days when the employee took other transportation besides driving alone.

If Metro FlexPasses are extended to all Kirkland employers through a Transportation Improvement District, a Guaranteed Ride Home Program (called the Home Free Guarantee by Metro) should be included in the program.

³⁷ Caltrans Special Report: Parking and TOD: Challenges and Opportunities, February, 2002

³⁸ http://www.wsdot.wa.gov/Transit/library/2001_summary/10-King.pdf

³⁹ http://www.metrokc.gov/kcdot/news/thisweekarch/tw020401_bellevue.htm

6. Carpool and Vanpool Incentives and Ride-Matching Services.

Another beneficial service that could be provided through the TID would be to give specific incentives for taking carpools and vanpools and assistance with ride-matching for employees. The \$65 per month Vanpool subsidy offered as part of the FlexPass program is one example: other employers have offered incentives ranging from reserving prime parking spots for carpools, to reduced parking rates, to prize drawings. For many employers, however, a parking cash-out program has proven the simplest and most effective way to reward carpoolers. For ride-matching services, Rideshareonline.com is available for employees throughout the Puget Sound region looking to match single or regular commute trips with formal and informal van/carpools.

7. Centralized Transportation Resource Center

As in Boulder, the Transportation Improvement District could open a resource center in a central, easy-to-access location downtown, with information for visitors, employees, and residents on transportation alternatives and incentives. In Boulder, the Resource center provides the following resources for the community, which could be emulated in Kirkland as appropriate:

- Knowledgeable staff that help people find alternative modes to driving, including alternative commutes, transit and bike routes, etc.
- Bus schedules, maps, and posters
- Transit pass services (e.g. photos for transit passes)
- Information on how to use the bus schedules and ride transit
- Bicycle maps.
- Demonstration electric bikes
- Community bike program information and registration
- Community events calendar, Ride-matching board, event registration

8. Bike Facilities for Bicycle Commuters.

Bicycle commuting provides a door-to-door alternative for residents who live near their work, services, or entertainment. It is a particularly good mode choice for those living between one-quarter and three miles from their destination. When combined with transit, bicycling can serve even greater destinations – all bus routes in Kirkland currently provide bus racks.

If parking costs are unbundled from residential developments (see below) or cash-out programs are established with more employers, bicycle commuting can be expected to increase, and demand for good bicycle facilities with it. For longer distance bicycle commuters, who may wish to store their bicycle, take a shower, and perhaps change clothes, recommendations for infrastructure improvements are these: showers and clothes lockers (which some downtowns, such as Palo Alto, CA, have provided by providing access for bicycle commuters to local gyms), bicycle lockers (or other secured, fully-enclosed area), bike racks, information on safe biking and area maps. Under a

Transportation Improvement District, bicycle facilities could be provided for all downtown employees through TID fees.

9. Unbundle Parking Charges from Housing Costs.

The standard practice with many US housing developments is to provide free parking spaces to residents along with the cost of the apartment. At as much as \$23,000 per space, each parking stall built in a Kirkland housing development significantly increases the rent the developer needs to break even. For those who can afford to purchase a vehicle, pay for maintenance, fuel, and insurance, the benefit of “free” parking is worth the rent costs. For those who cannot afford a car or choose not to own one, the extra benefit, for which they pay a hidden addition to their rent, goes unused. This has three major impacts. First, because parking is “free”, residents are more likely to own a car. Secondly, the increased parking demand leads to higher total costs for parking, since more spaces must be built. Finally, housing rents must be higher to cover the costs of providing parking.

With over 4,000 people currently residing in downtown Kirkland, and more housing and mixed-use projects in planning and development, unbundling residential parking costs could be an effective demand management tool. Paired with the extensive existing transit network, residential carsharing programs, and/or residential transit pass subsidies, the need for residents to own a car would be greatly reduced. If parking costs are unbundled from rent and bear the “true cost” of providing that space (annualized construction costs plus operating costs), the typical price tag for Kirkland of \$140 per month makes owning a car even less attractive.

One potential drawback to this program is that many residents will be inclined to forgo the parking costs and use on-street spaces instead, creating spill-over parking problems. This can be easily mitigated, however, by implementing a residential parking permit (RPP) program that limits on-street parking to neighborhood residents only. An RPP program can keep residents in apartment complexes that charge for off-street parking from overwhelming the on-street parking by either limiting the number of on-street permits that complex residents are allowed to have, or precluding them from obtaining on-street permits altogether. For example, each apartment complex can be assigned a fixed number of permits equivalent to the number of on-street spaces in front of the building.

LONGER-TERM TDM STRATEGIES

1. Parking Maximums and Transferable Parking Entitlements.

In comparison with generic parking minimums, implemented by most US cities, parking maximums set upper limits for allowable parking spaces that can be constructed. This is a strategy used in cities like San Francisco, CA, and Portland, Oregon. Portland restricts offices in the central business district to 0.7 parking spaces per 1,000 square feet and retail to 1.0 spaces per 1,000 square feet of net building area. For developments that are in historic buildings or those who desire more parking for particular reasons, one option to make the requirements more flexible is to introduce transferable parking entitlements. In

Portland the allowed number of parking spaces for a particular development can be “transferred” or sold to another development if they are unused. This allows the city to restrict overall parking supply in an area, while allowing developers to financially benefit. Projects requiring more parking can proceed, while those needing less parking profit from selling the rights. The original permit owner retains first priority to use the spaces constructed by the receiving developer, provided market rate is paid for each space. Parking maximums are a powerful tool for reducing the amount of traffic into a district. They are most often used by districts that wish to allow continued growth and development, without overwhelming the capacity of the area’s roads with increased traffic.

2. Expand Car Sharing Program to Residential Developments or Large Employers.

FlexCar, Seattle’s carsharing organization, currently has two cars in the City of Kirkland, with one car located at City Hall and another in downtown. With the addition of new housing developments, and/or the implementation of other TDM strategies such as unbundled parking charges or cash-out programs, carsharing as a transportation option becomes much more viable. Several housing developments in San Francisco – Rich Sorro Commons and the Van Ness and Turk Housing Development, for example – have developed deals with City CarShare, the local carshare organization, to provide cars in the complex for use by residents (and in Van Ness case, by the general public as well). By providing car-sharing vehicles (combined with unbundled parking costs) the Van Ness development was able to reduce parking requirements by almost 2/3, saving over \$1.5 million in construction costs, passed on to residents in lower rents. When unbundled parking costs and reduced parking supply encourage lower vehicle ownership rates among residents, carsharing provides an added level of convenience for occasional car trips.

The viability of carsharing in residential developments or large employers depends directly on the price of parking (or the size of transportation allowances). If parking fees are set equal to the actual costs for the proposed parking garages, then participating in a carsharing program will be far less costly than the price of a parking space alone. City CarShare members, for example, spend on average just \$70 per month, which includes all insurance costs, fuel, and the cost for the organization to buy the vehicle, while actual costs for a residential space are estimated at \$140/month for Kirkland. If parking costs remain bundled into housing costs, or employee parking remains free with no cash-out program, then the prospects for successful car sharing use will be considerably diminished.

3. Develop Shuttles to Nearby Transit and Parking.

As mentioned in Section 4, Kirkland should evaluate the feasibility of a downtown circulator system to tie adjacent parking areas to the core. Ideally, a circulator would tie into existing transit service to leverage service and reduce costs, and could serve as a link not only to peripheral parking, but also to other destinations along the route.

However, Kirkland tried a shuttle service at one point, but the service generated low ridership and was eventually cancelled. To avoid repeating this experience, a downtown circulator shuttle should be considered only as a long-term strategy. Its feasibility should be evaluated afresh only after other strong transportation demand management measures

have been enacted. Most successful shuttles to peripheral parking areas rely on at least one of the following measures, to give patrons an incentive to park and wait for the shuttle:

- Severely overcrowded lots in the core area (a strategy we do not recommend);
- Parking charges in the core area, and free parking in the peripheral lots;
- A parking cash-out for employees who park in remote lots, rather than in the core;
- A ban on employee parking in the core area.

Once one or more of these incentives is in place to encourage ridership, a shuttle to under-used remote lots will have a greater chance of success, and its feasibility should be evaluated anew.

4. SUMMARY – NEXT STEPS FOR TDM IN KIRKLAND

As an overall guide for action, we recommend that the City adopt the principle that *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.*

To understand the costs and achievable benefits for the Transportation Demand Management strategies described in this section more precisely, so that the best mix of investment in TDM and new parking can be chosen, several questions should be answered.

1. Business license data shows that approximately 2000 employees work in Downtown Kirkland.
 - a. How many are present at the peak hour?
 - b. What is the current transportation mode split for these workers?
 - c. How many parking spaces do they occupy at the peak hour, and where exactly are they parking?
2. What is the average vehicle ownership for downtown residents? How does this compare to current parking requirements? How can ownership rates be affected by “unbundling” parking charges, residential transit passes and other measures?
3. What is the current mode split among customers of downtown businesses? How will parking charges affect this? What other programs can be most effective in encouraging alternate transportation use among downtown customers?

By answering these questions, and engaging in careful cost-benefit analysis, Kirkland can determine the most cost-effective mix of investment in both new parking and other transportation modes. Such a strategy will allow Kirkland to grow gracefully, providing both essential access for employees, customers and visitors, and safeguarding its financial health, environment, and fine quality of life.

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. In this regard, the PWG recognizes the need for all downtown stakeholders to understand the realities of parking development and the impact such a decision can have on parking policy, public financing and public/private partnerships.

This section provides a summary of the PWG's review of a hypothetical parking development in Downtown Kirkland.

1. CURRENT PARKING ENVIRONMENT

Information from the parking and utilization study (Section I) indicates that, within the study area, absorption of peak hour parking supply is occurring at a rate of approximately 23 – 40 stalls each year. In a status quo environment, it is estimated the entire study area will begin to exceed 85 percent peak hour utilization by the year 2004/2005.

Parking in Zone A is currently deficient of approximately 53 public parking stalls during the peak hour, with much of the zone completely maximized during the day and evening. Growth in peak hour parking demand is occurring at a rate of approximately 12 – 21 stalls annually. This would lead to deficits of 115 to 159 parking stalls *in this zone* if other measures (recommended in Section 4) are not initiated.

Parking in Zones B, C and D is not yet fully maximized, but unused space in the peak hour is being consistently absorbed each year. Finally, the parking utilization study was able to quantify parking demand associated with new development at approximately 1.61 (combined study area) to 2.28 stalls (Zone A) per 1,000 gross square feet of commercial space.

2. PWG PROCESS – GARAGE DEVELOPMENT SCENARIO

Downtown Kirkland's growing core area will ultimately require development of new parking supply. The timing for additional supply is contingent on a number of factors, which may include:

- New development and its associated parking demand.
- Losses of existing parking supply through redevelopment.
- Normal growth in customer, visitor, residential and employee parking demand.
- Successful and timely implementation of recommended parking management strategies.
- Implementation of Transportation Demand Management (TDM) strategies.

To facilitate Kirkland's ability to move forward in planning for and financing future parking supply, the PWG initiated a process to review and evaluate possible structured parking scenarios and cost/funding implications of such a development.

A. Background

A number of work sessions on parking development were held with the PWG and the Kirkland City staff. These work sessions led to creation of a sub-committee on parking development that spent two additional sessions detailing and refining assumptions and revenue/expense information for incorporation into a draft parking development pro forma.

The PWG and the sub-committee created a number of pro forma drafts detailing a range of garage options by design, size, and above or below grade construction. The most important result of these sessions was creation of a set of consensus assumptions on garage development and the subsequent financial and parking management policy decisions a garage development would pose for the City.

For purposes of this discussion, the PWG reached consensus on a single pro forma scenario. The PWG felt that this scenario represented a best case model that could be reasonably developed in the downtown. To facilitate future discussion, the pro forma template was structured to allow for quick revision and modification as new or more current information is developed.

In the course of this process, the PWG also identified a number of potential sites for future garage development. The PWG prioritized these sites based on their assessment of these sites having:

- a. The greatest likelihood for compatibility with the Guiding Principles.
- b. Proximity/location in Zone A.
- c. High potential to accommodate customer/visitor demand.
- d. High potential to enhance and support the Kirkland Downtown Strategic Plan (DSP).

These sites included:

Priority Sites

- Properties south of Kirkland Avenue (private ownership)
- Antique Mall (private ownership)

Secondary Sites

- Lake & Central properties (public/private ownership)⁴⁰
- Lakeshore Plaza (public/private ownership)⁴¹
- City Hall (public ownership)

The range of potential sites are illustrated on Figure 12.

⁴⁰ The PWG also saw the Lake & Central site (at the southeast corner of Lake Street and Central Way) as potentially a part of a redevelopment with adjoining privately owned properties.

⁴¹ This would be in conjunction with the Lakeshore Plaza at Marina Park project that would "cap" the existing Marina Lot and be incorporated into a redevelopment of the Lakeshore property.

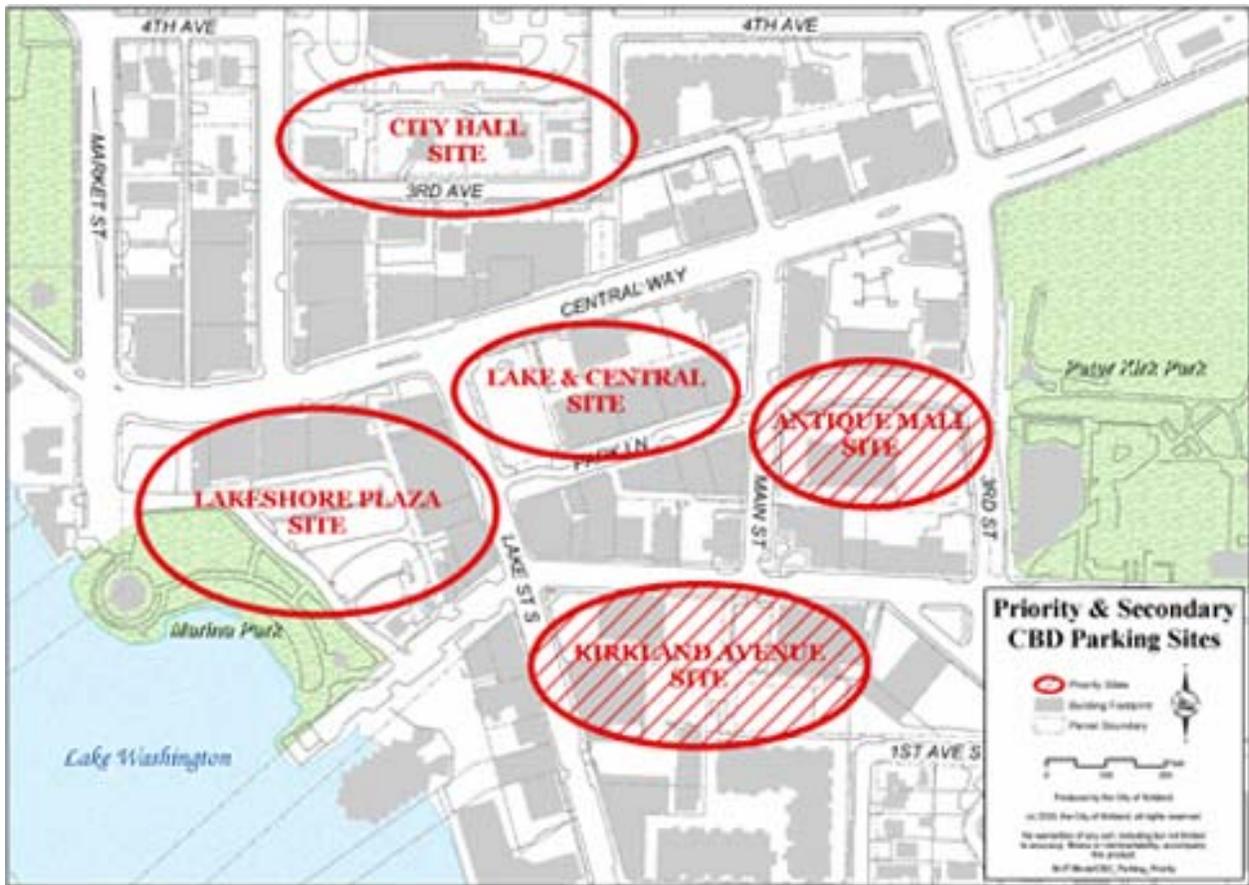


Figure 12. Potential parking structure sites.

All assumptions for construction costs/financing, equity, demand, revenue generation and parking operation expenses were based on information from comparable parking projects recently developed in the Pacific Northwest and consensus input from the PWG. It was essential for purposes of this study the PWG reach consensus on the data input assumptions for the pro forma spreadsheets to assure a clear understanding of the realities associated with development of structured parking. Changes to the assumptions will result in changes to the outputs of the consensus development scenario.

B. 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. A ground level retail component was not incorporated into the pro forma, though the template allows for costing of retail should the final project include retail.⁴² Revenue estimates for the facility assume paid parking for customers and visitors as well as employees in an attempt to maximize revenue.

⁴² Retail was not included in the pro forma as the PWG was interested in analyzing and understanding the degree to which parking could stand alone in "pencilling" the project.

Detailed pro forma work sheets for the PWG parking development scenario are attached to this report (see Attachment A). Table 19, provides a summary of the PWG scenario and the basic data input elements contained within it.

Table 19
PWG Parking Development Scenario
Pro Forma Assumptions⁴³

| | Free-Standing Downtown Parking Garage |
|---|--|
| Site size (square footage) | 48,885 SF |
| Number of total parking stalls | 280 |
| Retail square footage | 0 |
| Front end equity contribution(s) | 0 |
| Total development cost | \$5,127,059 |
| Cost of land to project⁴⁴ | \$0 |
| Total cost per stall to construct | \$18,311 |
| Rate of finance/term | 5%/25 years |
| Initial monthly parking rate | \$25 per month |
| Hourly and daily rates | \$0.50 per hour \$2.00 per day \$1.00 eves. /\$0.50 wknds. |
| Necessary rate of annual revenue growth⁴⁵ | 3.0% |
| Annual debt service | \$359,381 |
| Annual <i>Net</i> Income before debt service @ 10 years annualized | \$297,596 |
| Average annual cash flow +/- @ 10 years annualized | <\$61,784> |
| Revenue per stall necessary to break even (monthly) | \$155 |

⁴³ The pro forma scenario is not intended to be representative of final construction costs for a specific parking project or a final operating format (i.e., mix of monthly, hourly and daily users). As stated earlier, this represents a best case estimate representing costs associated with a possible parking development. These costs are based on financing and operating assumptions derived from comparable projects in other jurisdictions and active input from the PWG. Overall, the purpose of the pro forma analyses was to test various options and to develop a solid foundation for the planning and financing of future parking supply. New assumptions and additional information can be input into the draft pro forma models as necessary.

⁴⁴ This pro forma assumes the value of the land would not be included in the development cost, thus reducing financing costs and overall debt service for the project.

⁴⁵ Revenue growth can be generated through increased traffic into the facility, through increased rates or a combination of traffic growth and rate increases.

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.). A smaller pad would not significantly add to cost, but would add vertical size to the garage and minimize the ability to create a mix of uses.
- 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.
- This scenario assumes public financing at 5% over 25 years.

3. 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 7 of this report outlines a range of funding options the City might consider as well as sample applications of both business and user-based fees.

Section VII: Funding Options for New Parking Supply

The fiscal challenges of parking, transportation, and economic development in a downtown are common to many communities across the country. Rapid changes in development patterns over the past thirty years have resulted in significant changes to the urban landscape and many downtowns have had to re-examine services they provide and the revenue sources used to fund them. In most instances, communities use a combination of funding sources to cover transportation capacity needs. 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.⁴⁶ 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 – Represent the foundation of any parking facility’s revenue structure, albeit with important questions regarding the degree to which parking fees should be discounted to support other downtown business and revitalization activity. Currently, the City of Kirkland does not charge user fees in the majority of its public facilities. Where the City does have user fees (meters), the average monthly revenue generated is approximately \$101 per metered parking stall per month.⁴⁷

Event Surcharges – Encompassed within the SSB 5514 public facilities district legislation providing for automobile parking charges in conjunction with regional center facilities. Fees are generally buried in the cost of event ticketing.

On-Street Parking Fees – Some cities elect to collect on-street revenues through parking meters and/or sale of permits.

Parking Fine Revenues – Collected for violations related to overtime and improper parking, and illegal parking in handicapped spaces. In 2002, the City of Kirkland collected \$438,693 in parking fine revenues.

⁴⁶ This list of funding options is not intended to be all-inclusive, but rather a sampling of mechanisms in use in other jurisdictions for the purpose of developing public parking supplies.

⁴⁷ The City has 10 parking meters located in the downtown. In 2002, these 10 meters generated approximately \$12,142.

Options Affecting Businesses

Parking & Business Improvement Area (BIA) – An assessment of businesses rather than property owners. The assessment formula can be based on a number of measurable factors such as assessed values, gross sales, square footage, number of employees, or other factors established by the local legislative authority. For instance, in Kirkland a square footage assessment of \$.15 per square foot of business space would generate approximately \$66,750 per year in "assessment" based on an estimate of 445,000 SF of commercial space within the study area. In Washington, a BIA requires 60% of merchants to agree to the assessment.

Options Affecting Property Owners

Local Improvement District (LID) – A well-established mechanism whereby benefiting property owners are assessed to pay the cost of a major public improvement (including parking). An LID is a property tax assessment that requires "buy-in" by property owners within a specifically identified boundary. LIDs usually result as a consequence of a petition process requiring a majority of owners to agree to an assessment for a specific purpose.

Options Affecting Developers

Fee-in-Lieu – Usually an option given to developers to pay the local jurisdiction an "in-lieu" fee as a way to opt-out of providing parking with a new development (usually the fee-in-lieu option is associated with minimum parking standards). Fees-in-lieu can range from a fee assessed at less than the actual cost of construction, to the full cost of parking construction. The City of Kirkland current has a fee-in-lieu provision for development, but the PWG has recommended it be reassessed and refined.

Public / Private Development Partnerships – Public parking can be an effective tool to facilitate downtown development. This is particularly the case in the state of Washington due to fairly stringent constitutional prohibitions against lending of the state's credit and limited applicability of tax increment financing.

Development partnerships are most likely found with mixed-use projects where parking is used to reduce the costs of jointly developed private office, retail or residential use(s) and/or the private development can serve to defray some of the public cost in developing parking.

Public / private development can occur through a variety of arrangements including:

- (1) Public acquisition of land and sale or lease of land/air rights not needed for parking to accommodate supporting private use.
- (2) Private development of integrated mixed-use development with sale or lease-back of the public parking portion upon completion – as a *turn-key* project.
- (3) Responsibility for public sector involvement directly by the City, through a public development authority (PDA), or other special purpose entity such as a public facility district created for the project or downtown area.

Options Affecting the General Public

General Obligation (GO) Bonds – Involving use of local jurisdiction issued non-voted or voted bonds to develop parking facilities, subject to overall debt limit requirements.

The legal limit for all voter-approved debt in a municipality is 7.5% of assessed value; the legal limit for non-voted debt is 1.5% of assessed value. With GO bonding, the municipality pledges its full faith and credit to repayment of the debt from general fund resources. In effect, general fund revenues would be reserved to repay debt that could not be supported by parking revenues alone.

Refinancing GO Bonds - Involving refinancing existing debt and pushing the savings from the general fund to debt coverage for a new parking facility.

Revenue Bonds – Pledging parking fee and other designated revenue sources to the repayment of bonds but without the need to pledge full faith and credit of the issuing authority.

Revenue bonding is not appropriate in situations where a local jurisdiction's overall debt limit is a factor and projected revenues are inadequate or not deemed of sufficient certainty to cover required debt service (plus a debt coverage factor). Interest rates also are typically higher for revenue than GO bond financing.

63-20 Financing – Identified as a potential alternative to traditional GO, revenue bond and LID bond financing in the post Initiative 695 era. *63-20 financing* (after the IRS Revenue Ruling 63-20) which allows a qualified non-profit corporation to issue tax-exempt bonds on behalf of a government. Financed assets must be “capital” and must be turned over free and clear to the government by the time that bonded indebtedness is retired.

When a municipality uses this technique to finance a public facility, it can contract for the services of a non-profit corporation (as the “issuer”) and a builder. The issuer acts on behalf of the municipality, but has no real business interest in the asset being acquired.

Public Facilities Districts (PFD) – As authorized by SSB 5514 in the 2002 Legislature to fund “regional centers” and “related parking facilities.” A PFD is defined as an independent taxing authority and district under Washington statute. Currently, PFD legislation also allows for what amounts to a sales and use tax rebate of 0.033% from the State of Washington for regional center projects commencing construction by January 1, 2004. This sales tax revenue may serve as the source of repayment for bonding over up to a 25-year period – with matching funds equal to at least 33% of the sales tax revenue coming from other public or private sources.

Downtown & Neighborhood Commercial Districts – Also authorized by the 2002 Legislature with SHB 2437 allowing use of *incremental* increases in local sales and use tax revenue to finance community revitalization projects including “publicly owned or lease facilities.”

The amount of funding available is the incremental increase in local sales and use tax over the amount generated from within the boundaries of a geographically defined downtown or

neighborhood commercial district – above and beyond the amount of revenues generated prior to the creation of the district.

Community Renewal – As enacted with SHB 2357 by the 2002 Legislature to update the state’s urban renewal laws including authorization for public improvement financing from multiple revenue sources including tax-exempt, non-recourse revenue bonds. Requires determination of blight, which may render this option unusable in Kirkland.

Parking Fund – State of Washington statute enables local municipalities to establish parking commissions and funding mechanisms for parking. The parking fund may encompass all pertinent revenue and expense items, and therefore offers represent a convenient mechanism for management of parking operations and budgeting.

State & Federal Grants – In the past, a variety of state and federal grant programs have been applied to funding downtown parking structures. In the current environment of more limited state/federal funding, there are no longer any readily identifiable programs as suitable for parking facility development.

General Fund Contribution – Local jurisdictions may make either one-time capital or on-going operating contributions to a downtown parking program. It should be noted, this is the existing scheme for repayment of library garage bond.

This listing of potential sources is not necessarily exhaustive, as other communities have used yet additional sources – which may or may not be applicable to Kirkland’s situation. Nor are these sources intended to be mutually exclusive. Funding for parking facilities often requires application of multiple sources – for what might be considered as *layered* financing.

B. Most Viable Options for Kirkland

From this 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. In particular, address the question of whether and to what degree fees from parking revenues can or should be expected to cover operating and/or debt service expenses.
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. LID financing can be used as one component of a revenue bond without need for GO bond backing (and drawing down the available debt capacity of the city). Finally, LIDs offer the advantage of a more established precedent of successful application throughout the state of Washington.

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. However, unless utilization and revenue projections (including sources such as LID) are strong and predictable enough to not only cover debt service and operations but also provide a coverage *cushion*, the reality is that GO backing may be required.
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. However, public-private partnerships require clear understanding of the financial feasibility and risks associated with a particular project as well as the public costs and benefits that can be expected.
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. Because these mechanisms also are largely untested (legally and administratively), they should be considered as supplemental resources rather than the mainstay for securing financially feasible public parking developments – for at least the immediate future.

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. It should be noted that, in the case of public parking facility development, the use of multiple funding sources represents the rule rather than the exception for public financing.

2. BUSINESS-BASED FEES – SAMPLE APPLICATION FOR KIRKLAND

To develop a sense of revenue potential, the consultant team conducted an evaluation of the impact of spreading the ten-year annualized negative cash flows from the pro forma analyses across commercial development within the project study area. Without determining the vehicle for assessing a fee (i.e., BID, LID, business license fee, etc.) the PWG was interested in the overall costs businesses might face if support for such a “parking development fee” could be obtained.

It is important to note that implementation of business-based fees are not a recommendation of this study. This base model could be refined/revised to facilitate future discussions of potential revenue sources for garage development should the City and the business community desire to proceed with examination of such options.

To derive fee estimates, the total square footage of commercial space within the study area was calculated at 445,039 square feet.⁴⁸ This square footage includes all retail, restaurant and commercial office space. The total does not include any residential properties located within the study area. The basic concept would be to spread negative cash flow as a fee per square foot of commercial space. The exercise did not attempt to develop more sophisticated modeling that might account for a business' proximity to parking or the type of business.

⁴⁸ This number was derived from information supplied by the City of Kirkland.

Table 20 summarizes and illustrates costs associated with the consensus development scenario as a function of square footage.

Table 20
Hypothetical Cost Per Square Foot to Cover Negative Cash Flow

| Scenario | Average Annual Negative Cash Flow | Business Type(s) | Total Square Footage | Annual Cost per sq. ft. | Monthly Cost per sq. ft. |
|-------------------------|-----------------------------------|----------------------------|----------------------|-------------------------|--------------------------|
| 280 stall garage | \$61,784 | Retail, Restaurant, Office | 445,000 | .140 | .012 |

As Table 20 indicates, costs per square foot of business space would be approximately fourteen cents (\$0.14). On a monthly basis, the cost would be just over a penny (\$0.012) per square foot. Table 21 below, attempts to summarize the square footage costs in Table 21 as they might then be applied to businesses by size.

Table 21
Hypothetical Cost per Business by Size
To Cover Negative Cash Flow

| Business Size | Annual Cost | Monthly Cost |
|-----------------------|----------------------|--------------|
| | <\$61,784> Cash Flow | |
| 1,000 sq. ft. | \$140 | \$11.66 |
| 2,500 sq. ft. | \$350 | \$29.17 |
| 5,000 sq. ft. | \$700 | \$58.33 |
| 10,000 sq. ft. | \$1,400 | \$116.67 |

As the table above illustrates, a business occupying 2,500 square feet would pay \$29.17 per month if a business-based fee was assessed to support development of a downtown public parking garage. Again, the funds raised through such an assessment would be coupled with existing public funds and user fees at the garage to assure coverage of negative cash flows/debt service for such a facility.

3. USER-BASED FEES – SAMPLE APPLICATION FOR KIRKLAND

To develop a sense of revenue potential from non-garage related user fees, the consultant team conducted an evaluation of a hypothetical parking meter system within the project study area. This exercise was intended only to provide a basis for discussion for future consideration. Nonetheless, the current on-street parking system should be assessed as to the potential "value" it may have in the context of facilitating new supply development.

It is important to note that metering the entire downtown parking supply is not a recommendation of this study.⁴⁹ This base model could be refined/revised to facilitate future discussions of user-based revenue sources for garage development should the City and the business community desire to proceed with examination of such options.

To derive revenue estimates, hourly rates (values) ranging from \$0.25 per hour to \$0.75 per hour were assigned to actual observed hours of vehicles parked on-street within the study area between the hours of 8:00 a.m. and 6:00 p.m. weekdays and Saturdays. Hourly parking totals were derived directly from the downtown parking utilization study and sorted to reflect usage in summer versus winter months. Utilization was confined to the 881 stalls in public control/ownership. It is important to note the total hours of usage to which values were assigned did not include evening hours (after 6:00 p.m.), which reflects the highest period of occupancy for the study area.

Table 22 summarizes the results of this exercise.

**Table 22
Revenue Estimates - Value of On-street Parking**

| Weekday - total number of vehicle hours (8 a.m. - 6 p.m.) = 3905 (summer) 2967 (winter) | | | | | | | |
|---|-------------|------------------|-----------|-------------------------------|-----------------|-----------------|------------------|
| May through October | | | | November through April | | | |
| 3905 hrs | @ \$.25/hr. | X 5 days/wk. | \$122,031 | 2967 hrs | @ \$.25/hr. | X 5 days/wk. | \$92,720 |
| | @ \$.50/hr. | | \$244,063 | | @ \$.50/hr. | | \$185,440 |
| | @ \$.75/hr. | X 25 wks/yr. | \$366,094 | | @ \$.75/hr. | X 25 wks/yr. | \$278,160 |
| Combined Yearly Weekday Totals | | | | | | | |
| | @ \$.25/hr. | \$122,031 | + | \$92,720 | = | | \$214,751 |
| | @ \$.50/hr. | \$244,063 | + | \$185,440 | = | | \$429,503 |
| | @ \$.75/hr. | \$366,094 | + | \$278,160 | = | | \$644,254 |
| Weekend - total number of vehicle hours (8 a.m. - 6 p.m.) = 3008 (summer) 2285 (winter) | | | | | | | |
| May through October | | | | November through April | | | |
| 3008 hrs | @ \$.25/hr. | X 1 day/wk. | \$18,800 | 2285 hrs | @ \$.25/hr. | X 1 day/wk. | \$14,280 |
| | @ \$.50/hr. | | \$37,600 | | @ \$.50/hr. | | \$28,560 |
| | @ \$.75/hr. | X 25 wks/yr. | \$56,400 | | @ \$.75/hr. | X 25 wks/yr. | \$42,845 |
| Combined Yearly Weekend Totals | | | | | | | |
| | @ \$.25/hr. | \$18,800 | + | \$14,280 | = | | \$33,080 |
| | @ \$.50/hr. | \$37,600 | + | \$28,560 | = | | \$66,160 |
| | @ \$.75/hr. | \$56,400 | + | \$42,845 | = | | \$99,245 |
| Total Potential Parking Revenue -- Monday through Saturday (8 a.m. to 6 p.m.) -- 300 days per year | | | | | | | |
| Weekday | @ \$.25/hr. | \$214,751 | + | Weekend | \$33,080 | = | \$247,831 |
| | @ \$.50/hr. | \$429,503 | + | | \$66,160 | = | \$495,663 |
| | @ \$.75/hr. | \$644,254 | + | | \$99,245 | = | \$743,499 |

⁴⁹ The study does recommend adding up to 60 meters to the current meter supply of 10 meters that would provide funding for near-term implementation strategies that include a parking manager, enforcement and signage.

Table 22 estimates that the potential revenue value of on-street parking ranges from \$247,831 to \$743,499 annually. As a value per parking stall in the downtown, these estimates range between \$23 per stall per month (@ \$.25 per hour) to \$70 per stall per month (@ \$.75 per stall per hour).⁵⁰ . It is important to note, these estimates do not reflect the impact/influence that pricing on-street could have on demand, but only a straight-line correlation of time stay to an assigned hourly rate.

4. 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. To this end, the PWG believes the process for developing a new parking facility in the downtown needs to begin immediately if the downtown is to be prepared to meet future demand and support existing business' continued growth. Similarly, a "package" of funding options will need to be developed and implemented.

The two sample applications provided in this section (business and user-based fees) serve as examples of potential revenue sources. However, the sample applications have not been tested through a public process nor compared against other options that might be developed. A public process to consider options and create consensus recommendations is a critical next step.

To support this process, the PWG recommends that a Parking Advisory Committee be established to implement the overall parking management plan (see Section 4). By June 2005, the PWG recommends the following tasks be completed:

- (1) A strategy for future parking pricing developed and forwarded to City Council for review and adoption.
- (2) Establishment of a funding program to support development of new supply.
- (3) Planning for, and initiation of, development of new supply in Zone A.

It is recommended that any funds generated through this process be coupled with existing public funds and incentives to assure coverage of debt service and operations. A public process for testing fee scenarios and refining a final assessment format should begin with adoption of the near-term recommendations presented in this report.

⁵⁰ The City currently maintains 10 parking meters in the downtown in Zone A. These meters generate approximately \$12,873 annually, a value of \$107 per stall per month.

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".

The PWG strongly recommends that the City Council approve recommendations A - D, above, to support timely implementation of the parking management plan for downtown Kirkland.

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 23, 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. The money has come from two different sources: requirements imposed on development reimbursing the City for public stalls lost to development (e.g. – Portsmouth street vacation) and applicants opting out of parking requirements pursuant to special parking provisions for CBD 1, 2, and 8 zones (KZC Section 50.60.4).

The recommendation is to use the existing fee-in-lieu fund 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. This would allow implementation of all of the one-time programs, and leave some funds for the shared use and lease agreements in future years.

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. IMPLEMENTATION CHECKLIST

The following summary is provided as a "checklist" of all the implementation strategies recommended in this plan, primarily those described in detail in Section IV of the report. The "checklist" has been formatted to serve as a draft work plan for use by the Parking Coordinator/Manager, the Parking Advisory Committee and City Council to monitor progress in plan implementation.

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

- Develop a job description and submit service package to create a position of "Parking & Transportation Coordinator/Manager" for the City of Kirkland.
- Develop a job description and submit service package for additional 0.50 FTE enforcement personnel
- Submit service package for signage and shared use agreements
- Adopt Policies and Rules to Guide Parking Management
 - a. Codify Guiding Principles for Parking Management as City Code.
 - b. Establish "parking management zones" based on desired economic uses and user types.
 - 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.
 - d. Adopt the Rule of 85% to facilitate/direct parking management strategies.
- Establish a Parking Advisory Committee.
- Re-stripe public inventory of on- street parking
 - a. Add striping on Market Street between Central Way and 8th Avenue.
 - b. Include periodic re-striping of the public parking supply in the City's on-going capital improvement budget.

B. Recommended Parking Management Strategies

Near-term Implementation - (by December 2004)

- Enhance enforcement activities to assure that existing time zones are honored and system utilization/turnover is operating as intended.
 - a. Hire at least 0.50 FTE enforcement personnel.
 - b. Program the additional personnel (to cover extended enforcement, i.e., additional day and/or enforcement hours) to ensure turnover and mitigate moving to evade.
- Hire Parking & Transportation Coordinator/Manager
- Target enforcement: Improper use of parking - “moving to evade”
- Implement a higher mix of signed 10-hour parking stalls on-street in Zones C & D.
- Develop a signage package of uniform design, logo and color for placement in publicly available off-street locations.
 - 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.
- Upgrade internal signage within the Library Garage to clarify uses by time of day.
 - 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 and ramp for all parking types after 5:00 p.m. if enhanced enforcement leaves capacity.
- Evaluate opening the upper deck of Library Garage for customer use during evening hours and when Library is not open.
- 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.
- 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).

- 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, the Antique Mall lot at 3rd Street/Park Lane, and the St. Johns Church Lot should be targeted for employees.
- 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).
 - Develop a mitigation plan for public parking supply lost to development and/or redevelopment of existing parking sites.
 - Reevaluate and refine the current City 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.
 - 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.

Mid-term Implementation - (by June 2005)

- Create and implement a package of incentives for the private development of publicly available parking supply and TDM options in the downtown.
- Implement a Downtown Parking and Transportation Fund as a mechanism to direct funds identified for parking and TDM development into a dedicated fund.
- Consider a strategy for future parking pricing
- Initiate process to establish a funding program to support development of new supply.
- Complete planning and initiate development of new supply in Zone A.
- Re-capture parking on 3rd Street in conjunction with possible relocation of the downtown transit center.
- Routinely conduct parking inventory analyses in the downtown.

Long-term Implementation - (by July 2008)

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

- Implement Parking Revenue Strategies
- Identify and lease/acquire strategically located land parcels for use as future public off-street parking in “satellite” locations.
- Evaluate feasibility of a downtown circulator system to tie adjacent parking areas to core.
- Implement a Residential Permit Parking Program in the Peripheral Zone.

C. On-Going Strategy

- Develop and implement an on-going marketing and communications program to support the parking system.

4. 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).

The role of the Parking & Transportation Coordinator/Manager will be significant to ensure that varied stakeholders have input into the process and remain grounded in the decision-making framework of the Guiding Principles. The Parking & Transportation Coordinator/Manager will serve as a central resource for gathering data about the access system, translating that into understandable information for stakeholders and coordinating their responses into action elements as demand in the downtown evolves over time.

The overall plan that has been developed is a sound one. It is based upon a vision for Downtown Kirkland that supports growth, attracts a diverse mix of businesses and creates a convenient and multi-modal system of access for anyone wanting to live, shop, visit or work in the downtown.

**Table 23
Estimated Costs of Implementation**

| IMPLEMENTATION STRATEGIES | One-time Cost | On-going Cost | Background Comment(s) |
|---|------------------------------|----------------------|---|
| Immediate Actions | | | |
| 1. Create position of "Parking Coordinator/Manager" | \$ 3,600.00 | \$ 40,828.00 | Based on City estimate of 0.50 FTE & associated support Cost of City staff and process |
| 2. Establish a Downtown Parking Advisory Committee | \$ - | \$ - | |
| 3. Codify Guiding Principles for Parking Management as City Code. | \$ - | \$ - | |
| 4. Establish "parking management zones" based on desired economic uses and user types. | \$ - | \$ - | |
| 5. Adopt "Operating Principles" implementation framework as City Code | \$ - | \$ - | |
| 6. Adopt the Rule of 85% to facilitate/direct parking management strategies | \$ - | \$ - | |
| Near-term implementation | | | |
| 7. Enhance enforcement activities | \$ 22,000.00 | \$ 49,200.00 | Based on City estimate of 0.50 FTE enforcement staff |
| 8. Target enforcement: "moving to evade" | \$ - | \$ - | No additional cost Covered through enforcement |
| 9. Re-stripe public inventory of on- street parking | \$ - | \$ - | Part of current and on-going CIP |
| 10. Higher mix of signed 10-hour parking stalls on-street in Zones C & D. | \$ 7,000.00 | \$ - | Assumes 20 signs at \$250/per Assumes City installation |
| 11. Develop a signage package of uniform design, logo and color | \$ 10,000.00 \$ 15,000.00 | \$ - \$ - | Cost of design development Cost of external signs |
| 12. Upgrade internal signage within the Library Garage to clarify uses by time of day. | \$ 2,500.00 | \$ - | Cost of internal signs and A-Boards |
| 13. Evaluate opening upper deck of Library Garage to during evening hours and when Library is not open. | unknown | unknown | Should result in additional access during customer peak |
| 14. Develop and place wayfinding signage in public right of way to direct patrons to public parking. | \$ 10,000.00 | \$ - | Assumes City shop will manufacture signs. |
| 15. Negotiate shared use and/or lease agreements | \$ 60,000.00 | | Assumes \$50 per stall per month @ 100 stalls |
| 16. Upgrade surface lots that come under public management -- minimum appearance standard | \$ 35,000.00 | \$ - | Capital reserve to provide lighting signage, striping |
| 17. Mitigation plan for parking lost to development | \$ - | \$ - | Assumed role of parking manager/coordinator |
| 18. Reevaluate and refine current fee-in-lieu option | \$ - | \$ - | Assumed role of parking manager/coordinator |
| 19. Develop policy to encourage private sector development of parking in the downtown | \$ - | \$ - | Assumed role of parking manager/coordinator |
| 20. Purchase and installation of meters | \$ 25,400.00 | \$ 2,000.00 | Assumes up to 50 new meters |
| TOTAL ESTIMATED COST - | | | |
| | \$ 190,500.00 | \$ 92,000.00 | |