

CITY OF EVERETT, WASHINGTON

RECOMMENDED DOWNTOWN PARKING MANAGEMENT STRATEGIES

EVERETT DOWNTOWN PARKING MANAGEMENT STUDY

The City of Everett has commissioned a parking study – the *Everett Downtown Parking Management Study* – to examine the current parking situation in the downtown. The study analyzes demand for customer and employee spaces throughout the downtown. The most comprehensive exploration of downtown parking conditions conducted to date.

To conduct the study, the City of Everett commissioned a consultant team led by Barney & Worth, Inc., and including Rick Williams Consulting and E.D. Hovee & Co. The consultant's assignment was to work with the City and its partners to compile comprehensive data on parking utilization in the downtown, then update Everett's existing parking management plan. The Everett Downtown Parking Management Study has involved stakeholders and the public in re-shaping the parking system to meet future needs, assure the downtown's continued vitality, and enhance community livability.

RECOMMENDED DOWNTOWN PARKING MANAGEMENT STRATEGIES

As a result of the data collection and analysis, as well as continuing discussions with the City of Everett and stakeholders, specific parking management strategies have been identified and are recommended for consideration. Recommendations for changes in current policy/code and several near-term strategies (Phase 1) will optimize the efficiency of the *existing* parking inventory in Downtown Everett. Additional mid- and longer-term strategies (Phases 2 & 3) are also recommended for consideration. The strategies recommended in this report are designed to assist the City to more effectively manage its downtown parking supply.

These recommendations are organized as follows:

- Policy Level Actions
- Recommended Parking Management Strategies: Phases 1-3

A summary of all recommended Actions and Strategies is attached as an Implementation Schedule at the end of this report.

PARKING MANAGEMENT STRATEGIES / IMPLEMENTATION - SCHEDULE

The study culminates in recommendations provided by the consultant team to update Everett's downtown parking system. The accompanying report recommends a series of new *Parking Management Strategies* which have been shaped to address the parking situation that is specific to Everett's downtown. The strategies were developed in consultation with City government and downtown stakeholders.

This report also provides an Implementation Schedule that recommends timing for the City of Everett and its partners to put in place the recommended strategies.

A. POLICY LEVEL ACTIONS (Immediate Implementation)

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 Rule" (parking occupancy standard) as the threshold for decision-making 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 Everett.

1. Assign the responsibilities of a "Parking Manager/Coordinator" for the City of Everett.

Guiding Principle(s) Supported:

- ✓ Centralize management of the public parking supply.
- ✓ Provide clear and strategic direction to assure that new development maintains/improves overall access.

The complexity of parking and access will increase as Everett and its downtown grow through redevelopment and increased demand for access. A single person / position should be assigned to oversee and manage all aspects of the program associated with parking in the downtown districts. This person / position will also be responsible for transitioning strategies developed as a part of the 2007 study for downtown as demand for parking increases over time.

Ideally, this Parking Manager / Coordinator would staff a representative stakeholder group (see below) to routinely review overall parking activity in the downtown as well as by district. Information developed through periodic update of the parking inventory and occupancies (i.e. 85% Rule) would be used to evaluate "action triggers" and implement appropriate adopted strategies as necessary. The Parking Manager/Coordinator would also be charged with refining and shepherding the policy recommendations outlined in A. 3-6 below through the appropriate City processes. At the outset, the Parking Manager could be committed as a .50 FTE position, growing over time to 1.0 FTE as more downtown development occurs and action thresholds that are a part of this plan are exceeded.

The City "process" for approving this type of service addition should be completed immediately to facilitate near-term hiring or restructuring of an existing position. It is important that this position be filled by an individual who understands and is committed to the recommendations and policy framework set forth in this report.

2. Establish an advisory role for stakeholders to assist in parking program implementation and review.

Guiding Principle(s) Supported:

- ✓ Centralize management of the public parking supply.
- ✓ Assure that downtown stakeholders are involved in decisions about parking policy.
- ✓ Provide clear and strategic direction to new development in downtown to assure new development maintains/improves access to the downtown.
- ✓ The City's public information system should provide a clear and consistent message about auto parking to optimize utility and convenience for all users.

The City should develop a process through which a representative cross-section of downtown interests *routinely* assist the Parking Manager/Coordinator in the review and on-going implementation of the Parking Management Plan.

The stakeholder advisory process and a Parking Advisory Committee will: (a) assist the Parking Manager/Coordinator 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 and use dynamics identified for each downtown district.

3. Adopt policies and code / rules to guide parking management.

a. Codify *Guiding Principles for Parking Management* as elements of City Code.

Guiding Principle(s) Supported:

- ✓ Centralize management of the public parking supply.
- ✓ Provide clear and strategic direction to new development in downtown to assure new development maintains/improves access to the downtown.

The Guiding Principles provide a framework for managing parking and decision making in the downtown over time. “Codifying” the Guiding Principles by incorporating them into the Comprehensive Plan 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. Adopt the 85% Rule to facilitate/direct parking management strategies.

Guiding Principle(s) Supported:

- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.
- ✓ Reserve the most convenient parking spaces to support customer, client, vendor and visitor access to downtown.

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% 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% occupancy in the peak hour, the 85% Rule would require that parking management strategies be evaluated and/or implemented to bring peak hour occupancies to a level below 85% to assure intended uses are conveniently accommodated.

The 2007 parking inventory for Everett revealed that existing peak hour occupancies in the area between Colby/Oakes and Everett/Wall is at or exceeds 85% in the peak hour (on-street). This suggests a need to move forward with strategies identified in this report for this area in a timely way (see Phase 1 strategies, below). The 2007 study also revealed that other sectors of the downtown are generally operating at less than 85

percent at this time. Having the 85% Rule formalized in policy will assure that a process for evaluating and responding to future parking activity in these areas is in place.

- c. **Clarify design guidelines to require a certain percentage of the ground level of a parking structure (particularly if it is free standing) to be in ground floor active uses.**

Guiding Principle(s) Supported:

- ✓ Provide a parking product that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Provide clear and strategic direction to new development in downtown to assure new development maintains/improves access to the downtown.

It is likely that future expansion of the parking system will include off-street parking structures. As such, the provision of future supply should not only benefit new system capacity, but contribute to the urban form of downtown as well.

To this end, it is not clear that current downtown design standards specify a base standard for the amount of space at the ground level (in “active uses”) that would be required for new parking garages. Ground floor active use standards are intended to reinforce the continuity of pedestrian-active ground-level building uses. The standards also help maintain a healthy urban area through the interrelationship of ground floor building occupancy and street level accessible public uses and activities. Active uses include but are not limited to: lobbies, retail, commercial, and office. Developing a base percentage requirement creates a consistent standard and appearance that assures future garages contribute to the pedestrian and streetscape environment.

It is recommended that the City consider the following for implementation within the study zone:

Amend parking garage requirements to require a certain percentage of the ground level of a parking structure (particularly if it is free standing) to be in ground floor active uses. This will assure that the garage creates and contributes to a more vibrant and commercially viable streetscape.

Also, establish a minimum requirement for ground floor windows in parking garages to:

1. Provide a pleasant, rich, and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas;
2. Encourage continuity of retail and service uses;
3. Encourage surveillance opportunities by restricting fortress-like facades at street level; and
4. Avoid a monotonous pedestrian environment.

- d. **Clarify design guidelines for garage development to require the location of pedestrian elevators and stairwells that are oriented to “active use streets.” This will facilitate users of parking facilities landing on streets designated for retail and active uses during pedestrian ingress and egress from parking structures.**

Guiding Principle(s) Supported:

- ✓ Provide a parking product that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Provide clear and strategic direction to new development in downtown to assure new development maintains/improves access to the downtown.

City codes should require the developer of a parking structure to consider the location of pedestrian ingress and egress points from the perspective of their contribution to enhancing the pedestrian environment that surrounds the parking facility. Locating pedestrian elevator and stairwell plazas in a manner that drops people exiting garages onto streets intended for retail, entertainment and active commercial purposes allows a garage to be used as a generator of pedestrian activity in areas that would benefit by such activity. For this reason it is recommended that the City design code be strengthened to be more specific as to how pedestrian access points are designed and located within a project.

4. **Establish a Downtown Parking and Transportation Fund as a mechanism to direct revenues derived from parking into a dedicated fund.**

Guiding Principle(s) Supported:

- ✓ Provide a “parking product” in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Dedicate all net downtown parking revenues for downtown enhancements, which include new parking, streetscape and other transportation improvements.
- ✓ Ensure downtown parking solutions are financially sustainable.

As the supply of parking becomes constrained over time, it will be important to direct 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 this plan. The Downtown Parking Fund should be dedicated to (not in priority order):

- a) Parking operations (on-street/off-street) and enforcement
- b) Garage maintenance
- c) Marketing and communications
- d) New supply
- e) Debt service for parking facilities
- f) Downtown streetscape improvements
- g) Transportation Demand Management programs

It is recommended that such a fund be established as soon as feasible to ensure that any net new revenues associated with plan implementation are captured within the fund.

5. Identify additional funding sources for future parking development and parking system management.

Guiding Principle(s) Supported:

- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.
- ✓ Ensure on-going downtown parking solutions are financially sustainable

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.

Some combination of revenue sources will be necessary to assure the feasibility of future structured parking in the downtown, particularly funding associated with a publicly owned facility or facilities. A single revenue source is unlikely to cover the cost of parking development. Similarly, many of the recommendations for improvement outlined in strategies below will require revenues sources beyond those generated exclusively from the parking system (see Section B, Parking Management Strategies).

It is recommended that the Parking Manager/Coordinator and Parking Advisory Committee evaluate a range of public and business-based fees to supplement public funding for the development of new parking supply and other access improvements within the parking system. Sources in other cities have included one or a combination of the following (to name a few):

- User revenues (meters, fines, etc.)
- Event surcharges
- Parking taxes (e.g., on monthly parking)
- Local Improvement Districts
- Revenue and general obligation bonds
- Public utility districts
- 63-20 financing

6. Continue to support and enhance incentives that encourage private sector-led strategies to reduce demand for long-term parking, and make available private parking resources for short-term public customer and other desired uses.

Guiding Principle(s) Supported:

- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Provide adequate and affordable employee parking.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.
- ✓ Transition more employees into alternative modes (i.e., transit, bike, walk, rideshare).

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.

Given the cost of parking development and the limited land available, it will be important and useful for the City to encourage the development of publicly available parking and parking facilities, along with transportation demand management (TDM) programs and 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.

Based on the overall priority of customer/patron parking in City owned/controlled facilities, the City should also explore incentives that encourage and support development of adequate residential parking in private off-street locations to ensure that conflicts between future residential parking demand and customer/visitor demand are minimized.

The first step to creating a "toolbox" of incentives (such as FAR and height bonuses) requires development of a formal policy that would allow the City to offer incentives if specific public parking and transportation goals are met in the context of a private downtown development. Initiation of those incentives would occur as a Phase 1 implementation strategy as described in B. (8) below.

B. PARKING MANAGEMENT STRATEGIES

Phase 1 Implementation - (by June 2009)

The following Phase 1 strategies are recommended for *near-term implementation*.

1. Appoint a Downtown Parking Manager.

Guiding Principle(s) Supported:

- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Centralize management of the public parking supply.
- ✓ Provide clear and strategic direction to assure that new development maintains / improves access to the downtown.

Upon approval of a budget and service package by the City Council, the City should move forward with the assignment/hiring of a Downtown Parking Manager/Coordinator. In the early going, the position could likely be part-time.

At the outset, it is recommended that the City dedicate 0.50 FTE to a position of Parking Manager/Coordinator. If the position were new, at 0.50 FTE, an annual expenditure of approximately \$42,000 would be necessary to cover salary/wages and other associated costs.¹

This position would be charged with the implementation of the overall parking management plan, monitoring of parking in management districts over time, review and assistance to new development and work with the Parking Advisory Committee to facilitate decision-making based on the 85% Rule and Guiding Principles for downtown parking.

2. Initiate Parking Advisory Committee process.

Guiding Principle(s) Supported:

- ✓ Centralize management of the public parking supply.
- ✓ Assure that downtown stakeholders are involved in decisions about parking policy.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

Once the Parking Manager is appointed and established, a process should be initiated for review, evaluation and decision-making with representative stakeholder input for parking management in downtown. A consistent and routine schedule of meetings should be established as well as use of this plan as a template for discussion of parking management and strategy implementation with the Parking Advisory Committee. In the early going, the committee should meet at least quarterly. As development in downtown increases, meetings and deliberations may require a monthly schedule.

3. Standardize all on-street parking in the study zone with a uniform on-street time stay of 90 minutes.

a. Strategically locate “90 Minutes or by Permit” zones in underutilized areas not directly abutting retail or visitor uses.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Reserve the most convenient parking spaces to support customer, client, vendor and visitor access to downtown.
- ✓ Provide a “parking product” in the downtown that is of the highest quality to create a safe and positive customer experience with parking and the downtown.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

Based on the findings of the 2007 parking survey, on-street peak hour occupancies in the central core area are at or exceed 85% in the peak hour. Data also indicates that the actual

¹ This is an estimate based on similar programs in other Puget Sound cities.

time stay need of customers is somewhat less than 90 minutes once those identified as employees parking on-street are separated out of the data samples. Finally, the current mix of time stay allowances on-street are somewhat random and diverse, ranging from 10 minutes to all day. This can, and likely does, create confusion for customers seeking parking in the downtown.

To this end, it is recommended that the on-street system be re-signed to 90-minute zones. Block faces within the high occupancy retail core should be signed 90-minute parking only and block faces in areas with identified low occupancies (or in areas with non-retail uses) should be signed “90 Minutes or by Permit” (see #4 below).

4. Establish / implement an on-street employee parking permit program (i.e., paid permits) in areas with occupancies substantially less than 85% that would allow limited use of 90-minute stalls for on-street all day parking.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Provide adequate and affordable employee parking.
- ✓ Encourage/incent shared parking in areas where parking is underutilized.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare).
- ✓ Manage the public parking supply using the “85% Rule” to inform and guide decision-making.

By providing a limited number of on-street monthly parking permits in areas where parking utilization is below 60%, the City will: (a) gain control of how the on-street system is utilized in areas with low occupancies; (b) be in a position to assure the 85% occupancy standard is maintained;² and (c) derive a source of revenue to support on-going parking programs and strategy implementation. Comparable Northwest cities charge monthly employee on-street permit rates that range between \$10 (Milwaukie, OR), \$45 (Kirkland, WA) and \$65 (Vancouver, WA). The time limit would remain in place in these designated areas, and would continue to apply to all parkers except monthly permit holders. Signage would say “90 Minutes or by Permit”.

The City will need to evaluate the costs associated with establishing an administrative function for distributing passes and collecting revenue associated with the passes. For purposes of this discussion, it is estimated that the City would need a 0.50 FTE position for a customer services representative responsible for issuing, monitoring and collecting revenue from on-street permit sales. Initial cost estimates for an entry level position is \$21,894.³

² To this end the City can control the number of monthly permits issued, thereby assuring a specific supply of 90-minute parking for customer visitor use. As the 85% occupancy standard is met, the number of permits available for sale can be reduced or the rate for monthly parking can be increased to (a) induce parking in off-street lots and/or (b) encourage use of alternative modes.

³ This is a wage and salary cost estimate based on 0.50 FTE entry level customer service representative in Vancouver, WA with 35% added for associated benefits. This number may be different for Everett, particularly costs for support.

5. Re-organize on-street parking enforcement to assure compliance with on-street time stay allowances and future permit programs. Aggressively enforce posted on-street time limits.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.

The 2007 parking study found that a significant number of downtown employees are parking on-street during a typical operating day. The study estimated that approximately 815 vehicles a day are associated with employee uses. Also, the study estimated that nearly 20% of all users of the downtown on-street system are parking in violation of the posted time stay. At the same time, very few tickets are written each day.

The City of Everett should look at restructuring its parking enforcement system to mirror programs in other Washington cities that place parking enforcement within a parking division, under a single parking manager. Parking enforcement personnel in these cities are deputized by the police department but are not police officers. This can result in cost savings and allows police officers to attend to non-parking related priorities.

Everett's current staffing level for downtown parking enforcement is significantly below the industry standard of one enforcement officer for every 200 spaces (International Parking Institute). This standard would indicate a need for ten officers to cover downtown Everett's 2,000 on-street spaces.

The accompanying table shows enforcement staffing for representative cities in the West. Staffing levels vary, but most cities are near the industry standard.

On-street Parking Spaces Patrolled per Enforcement Officer

| City | Spaces Patrolled | Enforcement Officers | Spaces per Officer |
|-----------------|------------------|----------------------|--------------------|
| Sacramento | 5,383 | 39 | 138 |
| Portland (OR) | 8,400 | 50 | 168 |
| Vancouver (WA) | 2,000* | 5 | 400 |
| Fresno | 2,200 | 15 | 146 |
| San Luis Obispo | 1,120 | 3.5 | 320 |
| Redwood City | 1,229** | 2 | 614 |
| Santa Rosa | 815 | 4 | 204 |
| Santa Cruz | 766 | 8 | 96 |
| Boise | 1,300* | 3 | 433 |
| Spokane | 2,700 | 7 | 386 |
| Eugene | 1,749 | 8 | 219 |

Note: * Includes off-street spaces as well as on-street

** Includes a mix of metered and un-metered spaces

Source: Rick Williams Consulting

6. Streamline parking fines to match those assessed in comparable cities; and eliminate the current system that discounts parking fines.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Make downtown parking user friendly – easy to access, easy to understand.
- ✓ The City’s public information system should provide a clear and consistent message about auto parking to optimize utility and convenience for all users.

The City’s current system of parking fines is low in comparison with comparable cities, difficult to understand, and administratively burdensome. The accompanying table shows the fine structure in representative cities in the West.

Parking Fines/Penalties – Representative Cities

| City | Overtime @ Meter | Overtime @ Time Zone | Overtime in Residential Zone | Moving to Evade | Feeding Meter | Improper Use of Disabled Space |
|-------------------|------------------|----------------------|------------------------------|-----------------|---------------|--------------------------------|
| Boise, ID | \$7 | \$10 | \$10 | \$10 | \$14 | \$100 |
| Denver, CO | \$10 | \$10 | \$3 | - | - | \$100 |
| Los Angeles, CA | \$35 | \$35 | \$30 | - | \$30 | \$330 |
| Portland, OR | \$16 | \$16 | \$25 | - | \$16 | \$190 |
| Sacramento, CA | \$25 | \$35 | \$35 | - | \$25 | \$445 |
| San Diego, CA | \$10 - \$50 | \$10 - \$50 | - | - | - | \$330 |
| San Francisco, CA | \$40 | \$40 | \$25 | \$25 | - | \$225 |
| Seattle, WA | \$28 | \$28 | \$30 | - | \$28 | \$250 |
| Vancouver, BC | \$25 (C\$) | \$25 (C\$) | \$40 (C\$) | - | \$25 (C\$) | \$40 (C\$) |
| Vancouver, WA | \$7 | \$7 | \$20 | \$7 | \$7 | \$250 |

Source: Survey by Rick Williams Consulting

In some cases the fine assessed by the City of Everett for a violation of a time stay is less than the cost of a full day of parking in an off-street parking facility. This alone creates an incentive for employees to park on-street, which is confirmed in the 2007 data findings (with an average of 815 employees parking on-street each day). Similarly, the City allows discounting of parking fines based on how soon after receiving a ticket the patron pays their fine. Discounting further reduces the cost of the fine (incenting continued abuse of the on-

street system) and creates a complex, inefficient and burdensome administrative system for processing tickets.

It is recommended that the City:

- a. Implement a straightforward schedule of parking fines based on those now in place in comparable cities.
- b. Eliminate the program of discounting parking fines to simplify the system and reduce administrative costs.

7. Create a pricing strategy for public *off-street* lots/garages to attract monthly parkers.

Guiding Principle(s) Supported:

- ✓ Provide adequate and affordable employee parking.

The focus of Phase 1 strategies 3-6 is to redirect employees now parking on-street in customer areas to off-street parking facilities and/or new permit areas where parking is currently underutilized. The City should begin to reevaluate its current pricing strategies (and encourage the private sector to do so as well) to match rates to actual demand. As such, garages / lots that are currently operating with occupancies of less than 85% should have rates that are less than those charged as more fully occupied locations. In essence, the City should move toward a more “tiered” off-street rate structure that is directly correlated to the 85% Rule. This should provide a consistent support foundation for the on-street strategies being recommended for implementation.

8. Identify and complete planning for possible development of new public visitor parking supply in the downtown, ideally located to serve the Colby/Oakes and Everett/Wall high occupancy node.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.

Implementation of Phase 1 strategies 3-6 will likely move a large portion of employees who are now parking on-street into off-street facilities. This will increase off-street parking occupancies. Similarly, new development in the downtown will remove surface lots that provide parking to existing uses.

To this end, strategically located public parking facilities in the core area will assure continued access opportunities for customers and visitors in the future, particularly as on-street parking reaches capacity. To assure continued parking access that supports vital retail growth, the City may need to develop new facilities to support customer access.

The purpose of this effort would be to have all components necessary to support initiation of development of new public parking facilities so that construction could begin in the event that customer demand exceeds available supply. This would involve identification and acquisition of potential opportunity site(s).

It is recommended that the City, with the Parking Manager and Parking Advisory Committee initiate an evaluation of the location and costs necessary to support a City-owned mixed-use parking facility (providing parking for a balanced mix of customers, event patrons and employees).

Phase 2 Implementation – (by January 2010)

The following Phase 2 strategies are recommended for *mid-term implementation*.

9. Consider consolidating all existing City-owned off-street parking facilities under a management services agreement with the downtown business improvement area.

Guiding Principle(s) Supported:

- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ The City's public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare).
- ✓ Centralize management of the public parking supply.
- ✓ Manage the public parking supply using the "85% Rule" to inform and guide decision-making.

The City currently contracts with the Downtown Everett Association (DEA) to manage its "EverPark" parking garage at 2823 Hoyt. This relationship provides an excellent tie into the downtown business community (and their need for parking) as well as a central coordinating organization for marketing, communications, advocacy and program measurement. Finally, work with the DEA would assure that parking policies in place for the on-street system would be integrated with the City's off-street supply.

It is recommended that other current City-owned facilities that provide customer/visitor parking be placed under the same management that is responsible for the EverPark Garage. This would provide the foundation for the City's establishment of an off-street parking *system* that could be branded and managed to highest and best use as necessary to assure customer growth in the downtown (see strategies 10-13, below).

10. Initiate a comprehensive outreach program to downtown businesses that communicates the parameters of the City's parking management program, and guidelines for access to both the on-street and off-street parking systems.

- a. **Partner with the business community to develop a marketing and communication system for access in Everett. The marketing/communication system could include (but not be limited to): branding; maps; parking validation program(s); valet parking; and TDM alternatives.**

b. Sponsor employer-based initiatives to encourage employee use of alternate travel modes.

Guiding Principle(s) Supported:

- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ The City’s public information system should provide a clear and consistent message about auto parking and access to and within downtown in order to optimize utility and convenience for all users.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare).

A successful parking system will require on-going marketing and communication. Support of this system can be facilitated through informational maps and brochures about Everett and its parking system distributed through Downtown Everett Association, Chamber of Commerce, visitor services, retail and lodging networks.

It is recommended that the City partner with the business community to develop a marketing and communication system for access in Everett. The marketing/communication system would include (but not be limited to):

1. *Branding.* All marketing and communications related to the City parking system would occur under a unique and distinct brand that identifies the City facilities and communicates value, convenience and affordability.
2. *Maps.* Develop maps that visually represent 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.
3. *Validation program.* Evaluate the feasibility of retail validation systems if, and when, the City moves to pricing parking.
4. *TDM alternatives.* Incorporate alternative travel mode options (i.e., shuttles, transit, and bicycle) into parking communications materials.

11. Negotiate shared use and/or lease agreements with owners of strategically placed existing private surface lots and parking structures to provide for an interim supply of public parking where needed.

Guiding Principle(s) Supported:

- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Provide adequate and affordable employee parking.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

The 2007 parking survey sampled a significant portion of existing privately owned off-street parking lots located throughout the study zone. The general finding was that most are significantly underutilized, even during peak times (i.e., less than 70% percent occupied). These lots comprise approximately 5,700 stalls and are a patchwork of facilities, generally without signage or have signage that is inconsistent and confusing to customers and

visitors. The ability of the City to “capture” available privately owned stalls for more active management will provide a relatively low cost strategy in the near-to mid-term strategy for mitigating existing and future access constraints during peak parking demand periods.

Shared use agreements in other cities are wide and varied. In some cases (e.g. Gresham, Oregon) the owner of the property “donates” surplus stalls to the City on a month to month basis in return for assistance with signage and landscape/maintenance costs. Other cities (e.g., Kirkland, WA) program funds within their parking budgets to lease surplus stalls from the private sector. These stalls are then signed and/or metered and operated through the City’s overall parking program (including marketing and communications).

It is recommended that the City, through the Parking Manager and Parking Advisory Committee:

- a. Initiate an effort to work with owners of strategically located 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.).

12. Develop and install a signage package of uniform design, logo and color at public and private (shared use) off-street parking facilities.

Guiding Principle(s) Supported:

- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Provide a "parking product" in the downtown that is of the highest quality and safe, to create a positive customer experience with parking and the downtown.

Creating a uniform signage package that incorporates a unique logo and color scheme for publicly available 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, through the Parking Manager and Parking Advisory Committee:

- 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 facility open to public access with the established “logo” package.

13. Strategically place new and unique wayfinding signage in the right-of-way at locations chosen carefully to direct visitors to off-street locations.

Guiding Principle(s) Supported:

- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.

- ✓ Make downtown parking user-friendly – easy to access, easy to understand.
- ✓ Provide a "parking product" in the downtown that is of the highest quality and safe, to create a positive customer experience with parking and the downtown.

The City should develop additional directional signage on the roadways that directs customers to off-street 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:

- a. The signage package should be consistent with, and complement, the signage package developed for the off-street facilities (see 11, above).
- b. The location of the nearest visitor facility should be incorporated into the roadway signage to assist and direct customers to the nearest parking location.

14. Lease / acquire strategically located land parcels for use as future public off-street parking locations. Complete planning for possible development of new public visitor parking supply in the downtown.

Guiding Principle(s) Supported:

- ✓ Recognize that on-street parking is a finite resource and needs to be managed to assure maximum access for patrons.
- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Strategically locate and actively manage parking under public control and/or ownership to accommodate customer access to the area.

It is recommended that the City lease or acquire well situated land parcel(s) in central downtown for future parking use. Strategically locating future parking sites allows the City to use the sites as interim surface parking locations (until desired development would transition the sites to commercial/retail), and/or to locate future parking structures. Preparatory site identification and planning for such an acquisition follows from work conducted in Phase 1, strategy 8, above.

Operating a strategically located lot as a surface facility in the short-term allows the City opportunity to assure that key sites for future customer access are preserved. At the time that development of a parking structure becomes feasible, the City can either pursue development of such an “opportunity” site as a free standing publicly owned facility or put the land up (as an incentive) in an RFP process for private development of the site as a mixed use development with publicly accessible parking.

The RFP would seek construction of publicly available parking in the site up to the value of the land provided by the City. As an example, if the City were to own a 40,000 square foot surface parking lot valued at \$100 per foot, a developer would be asked to provide \$4 million in parking access (e.g., 100 stalls @ \$40,000 per stall) for public use on the site. In return the City would give the land to the developer and agree to assume a share of the operating costs associated with the stalls provided.

The purpose of gaining control of a strategic opportunity site is to preserve the site for future public parking, not necessarily to commit the City to ownership of a future visitor garage.

15. Evaluate the impact of Phase 1 and Phase 2 strategies based on an updated utilization and demand study. If and when warranted, develop a pricing strategy that supports implementation of paid on-street parking in downtown districts based on the 85% Rule.

Guiding Principle(s) Supported:

- ✓ Reserve the most convenient parking spaces to support customer, client, vendor and visitor access to downtown.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

The Phase 1 and 2 strategies outlined above will create changes in access dynamics downtown. If, after nearly two years of growth, parking occupancies in the downtown core (and other areas) continue to exceed 85% in the peak hour, Everett would move to meter the impacted district(s). If metering is pursued, it is recommended that on-street pay stations be considered rather than single head meters.

The Parking Manager and the Parking Advisory Committee should develop a coordinated strategy for how parking pricing will 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, the Parking Manager and the Parking Advisory Committee 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, Everett may at some future point consider pricing parking in areas that are currently free. At that point pricing would be intended to: (a) facilitate more efficient turnover; (b) encourage use of specific facilities in specific parking districts (i.e., short-term vs. employee parking); (c) encourage use of alternative modes; and (d) provide a funding source for improvements to existing supplies, development of new supply and alternative mode options.

In the context of pricing, Everett 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 Everett'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 short-term parking 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 85% Rule
4. Rate manipulation triggered by 85% Rule
5. Rate manipulation generally at the long-term end to facilitate transition of long-term parkers to appropriate parking locations within the downtown.

The Parking Manager and Parking Advisory Committee should be prepared to move to more aggressive parking management in the downtown as necessary. Initiating such efforts will require expansion of the system as well as revisions to the overall marketing, communications and signage programs.

16. Reaffirm commuter mode split targets for employee access in the downtown as outlined in the City of Everett’s comprehensive vision plan.

Guiding Principle(s) Supported:

- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare).

Parking development regulations and requirements need to be supported by a system of access that accounts for all forms of capacity (i.e., auto, transit, bike, walk and rideshare). The Guiding Principles for parking management in Everett call for a greater percentage of downtown employees to move into alternative modes of transportation. Quantifying the desired transition of commuters from an established status quo baseline to a desired target will: give policy support to the Guiding Principles; inform, facilitate parking strategies; and provide a standard of measurement that can be evaluated in the future.⁴

The City of Everett’s Comprehensive Plan calls for a reduction of single occupant vehicle trips from about 80% to 65% by 2012. Currently, the City estimates that about 72% of all commuter trips to downtown Everett are by single occupant vehicle (SOV). Another 12% drive to work in car or vanpools, with 16% of commuter trips arriving by either transit or bike/walk. Under a modest growth scenario of just 3,500 new jobs by the year 2025 (a 1.6% annual growth rate), the downtown will need to invest \$81.9 million in parking to accommodate employee demand under existing access mode splits.⁵ A 10% transition of drive alone commuters to non-auto modes over the same time period could result in savings of over \$30 million in commuter parking development costs.

It is recommended that the City of Everett, through discussions and review with the Parking Advisory Committee, formally incorporate mode split targets for all modes (i.e., SOV, transit, bike, walk and rideshare) into its parking management policy. The purpose of this strategy would be to clearly establish a logical link between mode split targets and parking policies.

⁴ This recommendation is directed at the area boundary covered by the 2007 Downtown Everett Parking Study. The discussion of commuter mode split targets for areas outside the study zone may be useful as parking management in Everett expands over time.

⁵ This assumes the cost of a structured parking stall at \$30,000 per stall.

17. Implement a package of incentives for the private development of publicly available parking and TDM options in the downtown.

Guiding Principle(s) Supported:

- ✓ Provide clear and strategic direction to assure that new development maintains / improves overall access.
- ✓ Provide adequate and affordable employee parking.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare).
- ✓ Encourage/incent shared parking in areas where parking is underutilized.

It is recommended that the City create and implement 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. The package of incentives would follow adoption of a parking incentive policy described in Policy Level Actions (see A.6 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 agreements⁶
- Property tax abatements

Phase 3 Implementation – (3 years and beyond)

The following strategies are recommended for *long-term implementation*.

18. Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses.

Guiding Principle(s) Supported:

- ✓ Make the downtown core conveniently accessible for the priority user of the public parking system – the customer of downtown.
- ✓ Manage the public parking supply using the 85% Rule to inform and guide decision-making.

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

This data is very important as a foundation for determining actions to maximize parking supply. Periodic monitoring of parking activity will allow Everett to better coordinate

⁶ Revenue agreements are lease agreements whereby the City agrees to a guaranteed lease for spaces at a negotiate rate per stall.

enforcement, assure maximum utilization based on intended uses, and provide solid evidence for the need to move to higher and/or more aggressive levels of parking management as called for in the Guiding Principles for parking management zones.

It is recommended that:

- a. A parking analysis be conducted at least every three years. Information from these updates would be forwarded to the Parking Manager and the Parking Advisory Committee for review, evaluation and strategy implementation.
- b. The City explore technology options that are available that would allow enforcement personnel to gather parking data on a more frequent and/or targeted basis.

19. Evaluate adjustments to minimum parking ratios and consider implementing maximum parking ratios for new development in the downtown, to assure that access impacts of new development are meaningfully addressed and correlated to both alternative modes goals and actual parking demand.

- a. **Recalibrate minimum parking requirements for all commercial parking development within downtown districts to actual demand derived from the parking data sample update called for in Phase 3 strategy 18, above.**
- b. **Implement maximum parking requirements and “calibrate” the standard to correlate with actual demand ratios derived from the parking data sample update called for in Phase 3 strategy 18, above.**

Guiding Principle(s) Supported:

- ✓ Provide adequate and affordable employee parking.
- ✓ Transition more downtown employees into alternative modes (i.e., transit, bike, walk, rideshare).
- ✓ Provide clear and strategic direction to assure that new development maintains / improves overall access

The imposition of minimum and maximum parking ratios is a very effective means to better manage land uses, maximize density and encourage alternative modes. However, to support a viable parking system and to encourage multi-modal growth in Everett, there must be a direct relationship between the City’s goals for alternative mode uses and how it manages parking supply and regulates new development. As such, the following is recommended:

Evaluate existing minimum parking requirements and “recalibrate” the standard to correlate with actual demand ratios derived from the parking inventory update associated with Phase 3, strategy 18, above.

- Where actual demand ratios are lower than existing minimums, lower the minimum to one half of actual demand. Adjusting the minimum to a percentage of actual demand would assure that the regulations do not result in an unnecessary and costly over supply of parking.

Evaluate the imposition of maximum parking requirements for new development and “calibrate” the standard to correlate with actual demand ratios derived from the parking

inventory update associated with Phase 3, strategy 18, above. Establishing parking maximums in the downtown would assure that adequate parking is provided, and assure that parking is not oversupplied in a manner that would adversely impact goals and objectives to increase employee use of alternative modes.

20. Implement Parking Revenue Strategies

Guiding Principle(s) Supported:

- ✓ Transition more downtown employees into alternative modes.
- ✓ Ensure on-going downtown parking solutions are financially sustainable.

Given Everett's size and its estimated growth, it is not anticipated or suggested that the City of Everett move to on-street parking pricing for customer access in the near-term. This is based on the findings of the 2007 parking survey that showed high on-street occupancies in certain areas of the core, though a significant percentage of users of that on-street inventory are likely downtown employees. Metering at this time would likely be risky because the current 85%+ occupancy counts are driven by employee demand and not customer demand.

The recommendations for managing the on-street system outlined above are designed to create on-street access capacity for customers and cause a change in current occupancies on-street. Once the impact of the recommended Phase 1 and 2 strategies are measured, use of the 85% occupancy standard for determining when to price on-street parking for customers will become more appropriate; driven by customer rather than employee demand factors.

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 with input from the Parking Manager and Parking Advisory Committee (see Policy Level Action 5 and Phase 2 strategy 15).

21. Complete development and open new public supply in the downtown.

Guiding Principle(s) Supported:

- ✓ Provide a "parking product" in the downtown that is of the highest quality and safe, to create a positive customer experience with parking and the downtown.

Completion of site identification, planning, outreach and funding efforts described in Phase 1, strategy 8 & Phase 2, strategy 14, above, would be finalized and the project completed and opened to the public.

IMPLEMENTATION SCHEDULE

| Strategy | Immediate (0 – 6 months) | Phase 1 (6 – 18 mos.) | Phase 2 (18 – 36 mos.) | Phase 3 (3+ years) | Comment |
|---|-----------------------------|--------------------------|---------------------------|-----------------------|--|
| A.1 Approve Assignment/Hiring for Parking Manager | ✓ | | | | Needed to coordinate plan implementation |
| A.2 Approve Parking Advisory Committee | ✓ | | | | To provide routine oversight and continued consensus |
| A.3 (a) – (d) Adopt policies and rules (Guiding Principles, 85% Rule and regulatory changes). | ✓ | | | | Aids in guiding future decision making and strategy implementation |
| A.4 Establish Downtown Parking Enterprise Fund | ✓ | | | | Assures future revenue is dedicated to parking programs |
| A.5 Identify future funding sources for parking development / management | ✓ | ✓ | | | Begin planning for future parking resources |
| A.6 Support and enhance incentives that encourage private sector-led parking strategies | ✓ | ✓ | ✓ | | Initiate efforts to incorporate visitor supply into existing and future private developments. |
| B.1 Appoint Parking Manager/Coordinator | | ✓ | ✓ | | Initiates centralization of parking program. |
| B.2 Appoint / Initiate Parking Advisory Committee process | | ✓ | ✓ | ✓ | Provides oversight and monitoring committee for Parking Manager and assures guidance of plan and information feedback for City Council. |
| B.3 & B.3 (a) Standardize all on-street parking in the study zone with a uniform on-street time stay of 90 minutes. Strategically locate "90 Minutes or by Permit" zones in underutilized areas. | | ✓ ✓ | | | Addresses inconsistency in current parking time stays. Allows more controlled use of underutilized areas while encouraging employees into off-street lots and/or alternative modes. |

| Strategy | Immediate (0 – 6 months) | Phase 1 (6 – 18 mos.) | Phase 2 (18 – 36 mos.) | Phase 3 (3+ years) | Comment |
|---|-----------------------------|--------------------------|---------------------------|-----------------------|---|
| B.4 Establish/implement an on-street employee parking permit program (i.e., paid permits) in areas with occupancies substantially less than 85% | | ✓ | | | Controls employee use of on-street system in constrained parking zones. |
| B.5 Re-organize on-street parking enforcement to assure compliance on-street time limits. Aggressively enforce posted time limits. | | ✓ | ✓ | | Assures appropriate enforcement and prioritization of on-street system for customer. Moves longer term parkers into off-street supply. |
| B.6 Streamline parking fines to match those assessed in comparable cities; eliminate the current discount system. | | ✓ | ✓ | ✓ | Removes inefficiencies and complexity from existing system. Puts Everett in line with comparable cities. |
| B.7 Create a pricing strategy for public off-street lots/garages to attract monthly parkers. | | ✓ | ✓ | | Assures strategy for pricing is in place that supports downtown goals for parking and encourages transition of employees from on-street to off-street system. |
| B.8 Identify and complete planning for possible development of new public visitor parking supply in the downtown in close proximity to the highest occupancy node. | | ✓ | ✓ | | Putting together components necessary to support timely development of future parking resources. |
| B.9 Consider consolidating all existing City-owned off-street parking facilities under a management services agreement with the downtown business improvement area. | | | ✓ | ✓ | Consolidates City's off-street system in an organization that can provide oversight, marketing and partnership with the business community. |
| B. 10 (a) & (b) Initiate a comprehensive outreach program to downtown businesses. | | | ✓ | ✓ | Establishes foundation for marketing and communicating how to use the updated parking system. |

| Strategy | Immediate (0 – 6 months) | Phase 1 (6 – 18 mos.) | Phase 2 (18 – 36 mos.) | Phase 3 (3+ years) | Comment |
|--|-----------------------------|--------------------------|---------------------------|-----------------------|--|
| B.11 Negotiate shared use agreements with private sector lots. | | | ✓ | | Redirect underutilized private parking supply for more general public use |
| B.12 Develop and install a signage package of uniform design, logo and color at public and private (shared use) off-street parking facilities. | | | ✓ | | Improves customer awareness of supply options |
| B.13 Strategically place new and unique wayfinding. | | | ✓ | | Improves customer awareness of supply options |
| B.14 Lease/acquire strategically located land parcels for use as future public off-street parking. | | | ✓ | ✓ | Provides strategically located sites for future public visitor parking facilities. |
| B.15 Evaluate the impact of Phase 1 and Phase 2 strategies based on an updated utilization and demand study. If and when warranted, develop a pricing strategy that supports implementation of paid on street parking in downtown districts based on the 85% Rule. | | | ✓ | ✓ | Based on 85% Rule. Assures parking priorities are maintained. Includes time stays and expanding employee permit program. |
| B.16 Reaffirm/revise commuter mode split targets for employee access in the downtown as outlined in the City of Everett's comprehensive vision plan. | | | ✓ | | Establishes basis for adjusting minimums and maximum parking ratios based on overall downtown access goals for all modes. |
| B.17 Implement a package of incentives for the private development of publicly available parking and TDM options downtown. | | | ✓ | ✓ | Incentives are established and made available to new development in downtown. Examples include FAR & height bonuses, fee waivers, abatements, etc. |
| B.18 Monitor downtown parking utilization continuously and periodically. Conduct parking inventory analyses. | | | | ✓ | Assures 85% Rule is facilitated. Inventory update should occur no later than Phase 3. |

| Strategy | Immediate (0 – 6 months) | Phase 1 (6 – 18 mos.) | Phase 2 (18 – 36 mos.) | Phase 3 (3+ years) | Comment |
|--|-------------------------------------|----------------------------------|-----------------------------------|-------------------------------|--|
| B.19 (a) – (b) Evaluate adjustments to minimum and maximum parking development ratios. | | | | ✓ | Coordinates parking requirements with <u>actual</u> known demand |
| B.20 Implement parking revenue strategies | | | | ✓ | Moves on-street system to paid parking when occupancies throughout downtown exceed 85% in the peak hour. |
| B.21 Complete development and open new public supply in the downtown. | | | | ✓ | Converts Phase 2 surface lot to structured parking (by City or public/private partnership). |