Downtown Poulsbo

Parking Management Strategy

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Overview

Supporting a vibrant and successful downtown as Poulsbo's hub of recreation, shopping, dining and boating is paramount to City leaders. One of the main reasons people move to Poulsbo, and stay, is downtown. Residents can buy a coffee from their neighbor, have dinner with friends, or take an evening walk along the boardwalk. Convenient, available parking is essential to the success of downtown.

The City of Poulsbo leaders recognize a need to identify cooperative solutions for the parking capacity problems in downtown. The collaborative approach the City desires includes creation of a Stakeholders Group, consisting of representatives from downtown property owners, merchants and the Historic Downtown Poulsbo Association.

In June 2008, the City of Poulsbo contracted with David Evans and Associates to help the City develop a Downtown Poulsbo Parking Management Strategy. The Stakeholders Group provided the community involvement component for the development of the Parking Strategy. At the first Stakeholders Group meeting a number of parking issues were discussed and potential strategies were brainstormed. The initial strategies were analyzed by David Evans and Associates and the most promising were detailed and presented at the second Stakeholders Group meeting for comments and further refinement. The strategies contained in this document are the result of this collaborative process.

The City of Poulsbo was concurrently conducting a Transportation Demand Management (TDM) Study. A number of recommendations from the TDM Study are applicable to the Downtown Parking Management Strategy, so the two efforts have been coordinated. A number of strategies in this document reference the TDM Study.

Parking strategies will either affect parking supply or parking demand. Typically parking managers target an 85% occupancy rate as the ideal balance between filling spaces and ensuring there is adequate availability to not discourage potential customers. Because of the consolidated parking areas in Poulsbo (the Waterfront Lots, Front Street and King Olaf Lot comprise the majority of public parking spaces in a fairly compact area) a parking occupancy rate approaching 90% will probably still provide an appearance of adequate available parking.

The City should monitor parking occupancy as strategies are implemented to ensure that a range between 85-90% is maintained during peak parking hours of typical days. Parking occupancy should also be monitored whenever it appears that parking demand may be approaching 90% (either by casual observations or through business complaints). As a minimum, annual parking occupancy studies may be advisable to quantify parking demand trends. Parking occupancy studies can be easily accomplished by City staff or HDPA members by counting the number of

available spaces once each hour when parking demand is a problem. More labor intensive license plate studies should not be necessary unless the City wishes to quantify the parking duration of users.

The recommended strategies are designed to allow the City to incrementally implement a strategy, or set of strategies, and monitor the effect. If the desired occupancy rate is not realized, or as occupancy rates climb above the 85-90% range over time, additional strategies may be implemented. This approach provides for the flexibility to implement strategies to respond to parking demand as the need arises.

The strategies have been organized into short-range and long-range strategies. Short-range strategies are generally inexpensive to implement and should be fairly non-controversial. Long-range strategies are either expensive to implement or are likely to have a major public impact, or both.

In developing the strategies, three categories of users were considered. Short-term users (visitors or customers) should have access to the most convenient parking spaces with time restrictions which allow users adequate time to conduct their business. Long-term users (employees, downtown residents, Port of Poulsbo customers, etc.) should park in outlying areas or utilize alternative forms of transportation. Typically municipalities do not provide convenient, free parking for long-term users. The third category of users is service vehicles, such as delivery vehicles, that are necessary to support downtown businesses. Service vehicles should also have access to convenient spaces in order to provide timely service to the businesses. Service vehicles typically require larger parking spaces and easier access to spaces than short-term users.

The basic philosophy behind the recommended strategies is that parking in the Waterfront Lots and on Front Street should be reserved for short-term users and service vehicles. Long-term users should park in outlying lots, such as King Olaf Lot. Parking time limits, with adequate enforcement, and/or paid parking are the strategies that will best achieve this philosophy. As short term parking demand increases over the years, and the Waterfront Lots and Front Street start experiencing occupancy rates at or above 90%, the King Olaf Lot should be converted to three-hour parking to accommodate overflow short-term parking from the Waterfront Lots. The King Olaf Lot is convenient parking for Poulsbo visitors since most visitors walk the length of Front Street during their visit.

Parking Data

In order to develop meaningful strategies, it is essential to understand parking patterns and trends in downtown Poulsbo. Parking studies were conducted on a weekday, a Saturday and a Sunday in August 2008. That effort validated information that was gathered in 2006 and 2007, as well as providing additional insight into parking duration, long-term parking and peak parking times.

DOWNTOWN POULSBO

— — — PARKING STUDY AREA

Hourly license plate surveys were conducted in both Waterfront Lots, King Olaf Lot and on Front Street, Jensen Way and Moe Street on all three days in 2008. Hourly license plate surveys were also conducted on 3rd Avenue on the weekday. Finally, hourly occupancy counts were conducted for several private lots located along Front Street and Jensen Way. Data summaries are contained in Appendix A.

The peak parking periods in the Waterfront Lots and on Front Street occur from noon to 4 PM on weekdays with over 90% of the spaces occupied. From noon to 2 PM the spaces are essentially 100% full. During those peak periods, between 55 and 60 parking spaces (nearly 25%) are occupied by long-term users. The King Olaf Lot experiences the same level of use during those peak periods, and therefore, is not available as overflow parking on weekdays.

The private parking lots experience their highest occupancy during the same weekday peak periods as the public lots. The Martha and Mary employee lots are essentially full from 9 AM to 3 PM. However, the Bank of America lot is at 42% or less occupancy during weekdays, with over 40 empty spaces.

The peak parking periods in the Waterfront Lots and on Front Street occur from noon to 4 PM on weekends with over 85% of the spaces occupied. During those peak periods, between 30 and 45 parking spaces (over 12%) are occupied by long-term users. The King Olaf Lot has over 65 empty spaces during those peak periods, and therefore, could be used as overflow parking on weekends.

The private parking lots experience much lower occupancy on weekends. The Martha and Mary employee lots are at less than 68% capacity and the Bank of America lot is less than 25% occupancy on weekends.

Parking Demand Forecasts

Parking demand is estimated based on type of uses and estimated gross floor area. The land use tables in the Poulsbo Traffic Model anticipate only a modest 1% growth in gross floor area in downtown by 2025 (Appendix B). Therefore, parking demand increases related to land use growth is not expected to be significant.

Based on the August 2008 parking studies, it is reasonable to assume that peak downtown parking demand is approximately equal to (or slightly greater than) the current parking supply, since 100% utilization is reached during only a few hours each weekday. Parking strategies should strive to accommodate this parking demand with allowances for modest future growth.

Short Range Strategies

1 Increase Parking Supply

1.1 Parking stall dimensions

The first strategy implemented by the City should be to increase the parking supply. In order to increase parking supply in the limited areas of downtown, it will be necessary to revise the minimum parking stall and parking aisle standards. A review of Poulsbo parking dimension standards reveals that the Poulsbo minimums are greater than other municipalities.

When comparing parking stall requirements, it is necessary to compare a full parking "module", the length of parking stalls on both sides of an aisle plus the aisle width. This provides an "apples to apples" comparison of the maneuverability of parking areas. Table 1 provides a comparison of the parking stall dimensions for Poulsbo as well as other public agencies.

TABLE 1
Parking Stall Dimensions

	Stall Width	Stall Length	Aisle Width	Parking Module
Poulsbo	9'	20'	24'	64'
Bremerton	8'6"	17'11"	22'6"	58'4"
Pierce County	9'	18'	24'	60'
Tacoma	8'6"	16'6"	20'	53'
Seattle – large	8'6"	19'	24'	62'
Seattle – medium	8'	16'	22'	54'
Edmonds	8'6"	16'6"	24'	57'
Recommended	**9'**	**18'**	**20'**	**56'**

The recommended parking dimensions are shown in the last row of Table 1. If desired, the parking aisle could be increased to 22 feet and the Poulsbo module would still be comparable to other agencies. The 9 foot width also adds some additional maneuverability over the 8'6" stall width chosen by most agencies. Therefore, the recommended dimensions, even with a 20 foot aisle width, will accommodate most passenger vehicles.

The City could adopt a large/medium/small dimension standard similar to the City of Seattle. However, it is difficult to ensure that large vehicles do not park in the small or medium spaces. Therefore, it is recommended to adopt a single standard which will accommodate most passenger vehicles.

1.2 Fire lane

Another important consideration when developing parking revisions, especially when working on public streets, is the need by the Fire Department for a minimum 20 foot clear roadway width. This restriction limits the opportunities to install angle parking on one-way streets where there is only enough room for angle parking and a lane of less than 20 feet. For example, 45-degree angle parking could be installed on 3rd Avenue in conjunction with the one-way traffic flow recommended by the TDM Study. However, that leaves only a 16 foot aisle, which is less than the 20 foot width requested by the Fire Department. The City should discuss possible exceptions with the Fire Marshal, on a case-by-case basis, for opportunities where angle parking can be installed without compromising fire safety standards.

1.3 Waterfront Main Lot

Figure 1 illustrates restriping of the Waterfront Main Lot with more efficient 90-degree parking, resulting in an estimated 35 additional parking stalls. This configuration also provides for better pedestrian walkways (both through the parking lot and adjacent to the businesses) and better parking lot circulation with the addition of a second east/west aisle. The proposed layout consists of 9'x18' stalls and 20 foot wide aisles. If desired, 22 foot wide aisles can be installed if the west row of parking is allowed to overhang the landscaping by 2 feet and if the east row of parking is allowed to overhang the pedestrian area by 2 feet (reducing the pedestrian area to 6 feet wide). The proposed layout does not include any compact spaces, which could be added to provide more parking, but will impact parking lot maneuverability.

Although a limited number of field measurements were made in preparing this layout, it was made without benefit of survey control to verify property lines and surface features, such as the precise location of streetlight poles. The City should conduct a survey of the parking lot and prepare an engineered drawing to scale to verify the accuracy of the proposed parking layout.

The addition of 35 parking spaces will provide 14% more parking (when considering both Waterfront Lots and Front Street), which satisfies the 85-90% target occupancy rate.

1.4 Moe Street

Figure 2 illustrates a possible parking revision along Moe Street which creates 90-degree parking on the westerly end of the street. The easterly end of the street is insufficient width to install angle parking while still maintaining two-way traffic (the TDM study is recommending that Moe Street remain two-way). The proposed revision results in an increase of six parking spaces on the south side of the street and elimination of three parking spaces on the north side of the street, for a net increase of three parking spaces. The time restrictions on Moe Street are largely ignored, and should be removed to provide additional long-term parking.

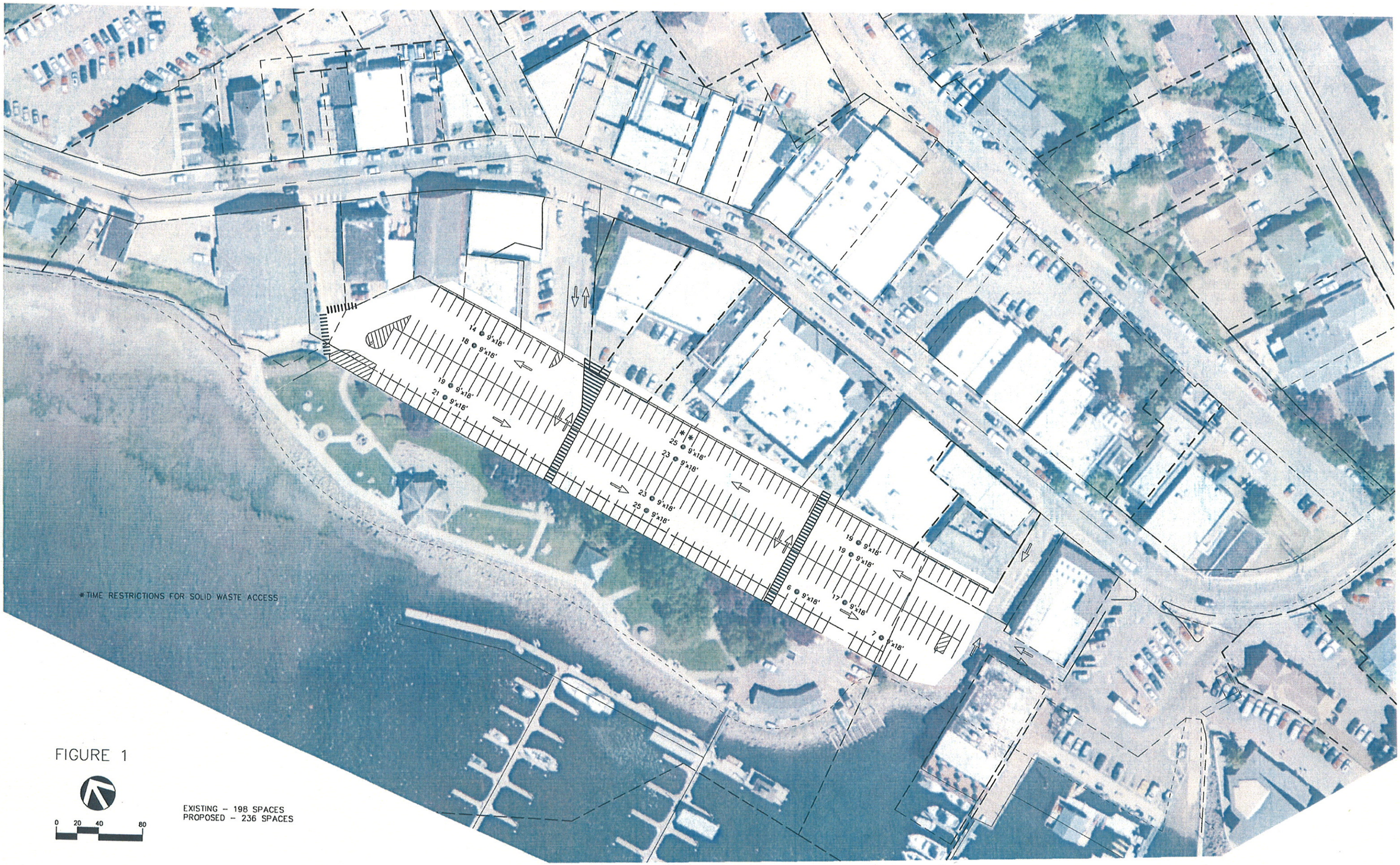

FIGURE 1

0 20 40 80

EXISTING – 198 SPACES
PROPOSED – 236 SPACES


7 @ 9'x18'
7'
4 @ 9'x18'
MOE STREET
1 @ 20'x8'
2 @ 20'x8'
1 @ 24'x8'
20'
20'
22'
JENSEN WAY NE
0
10
20
40

FIGURE 2

1.5 Front Street

Figure 3 illustrates a possible parking revision on Front Street between King Olaf Lot and NE Sunset Street. This proposed revision requires the elimination of the two-way left turn lane. Although this may result in some congestion due to left-turning vehicles, the few number of left turn movements observed during our parking studies should result in only minimal congestion. The elimination of the two-way left turn lane may have the added benefit of providing some traffic calming along Front Street, a major goal of the TDM Study. The proposed revision also allows for a northbound (uphill) bike lane.

The proposed revisions will result in an additional 38 parking spaces. Some of the most southerly spaces may be posted with time restrictions to provide customer parking for area businesses. However, the majority of the parking should have no time restrictions so it is available for long-term users (employees). As short-term parking demands increase in the future, additional Front Street parking may be posted with time restrictions.

2 Parking Time Limits

The City should consider the appropriate time limits for Front Street and Jensen Way. Currently both streets are posted for one-hour parking. The parking study indicates that approximately 70% of the vehicles along both streets remained for one hour, while approximately 20% of the vehicles along both streets remained for two hours. It may be desirable to change a portion or all of the time limits along Front Street and Jensen Way to two hour parking.

3 Signing to King Olaf Lot

King Olaf Lot is an underutilized parking resource on the weekends. All downtown short-term parking needs can be served on the weekends with the available stalls in the Waterfront Lots and King Olaf Lot. It is recommended that signing be installed in the Waterfront Lots indicating that additional parking is available in the King Olaf Lot and directing short term users to the lot. While this strategy will solve the weekend parking problem, during the week the King Olaf Lot will most likely be full (this situation should be improved when the new city hall is open and some parking demand shifts to the new lot). A portion of the King Olaf Lot can be designated three hour parking to accommodate the weekday overflow from the Waterfront Lots. Since the time restrictions will displace long term users, strategies should be implemented to identify additional parking options for the long-term users.

4 Long-term parking

There are several private parking facilities that have available weekday capacity to serve the long-term users in Downtown Poulsbo.

FIGURE 3

0 20 40 80

4.1 First Lutheran Church

The First Lutheran Church contains approximately 55 parking spaces that should be available on weekdays. The City or the HDPA should discuss with the Church the possibility of allowing long-term users to park in the lot on weekdays. This arrangement could utilize permit parking, either for a fee or at no cost, depending upon the arrangements made with the Church.

4.2 Bank of America

The Bank of America parking lot appears to have over 50% spare parking capacity during the week. The City or the HDPA should discuss with the Bank the possibility of allowing long-term users to utilize a portion of the parking lot on weekdays. This arrangement could utilize permit parking, either for a fee or at no cost, depending upon the arrangements made with the Bank. This could provide as many as 40 parking spaces for long term users.

4.3 City Hall

A longer term strategy will be available when the new city hall is constructed. This will have a double impact, providing additional parking spaces on the current city hall site as well as relocating up to 75 long term users (it is planned to construct 75 parking spaces on the new city hall site) from the King Olaf Lot to the new city hall parking lot.

4.4 Park & Ride

An alternative to long-term parking for employees would be to utilize the Kitsap Transit park and ride lots. However, the bus service into downtown is not coordinated with typical employee shifts, with the first downtown bus arriving very close to 8:00 AM and the last bus leaving downtown prior to 4:30 PM. The City should work with Kitsap Transit to provide service which is more attractive to employees to encourage them to utilize park and ride services. The discussion should also address park and ride lot capacity, since the Stakeholders Group expressed concern that most park and ride lots are already at, or near, capacity due to ferry traffic.

4.5 Employee Shuttle

One concern expressed by employees that utilize remote parking is safety in walking between downtown and the remote parking area. Martha & Mary have passenger vans that could be used to shuttle employees from remote parking. A number of factors, including liability and operational issues, may make this shuttle infeasible. However, the CEO for Martha & Mary has indicated a willingness to discuss the possibility of providing a downtown employee shuttle service. The City and/or the HDPA should discuss the feasibility with Martha & Mary officials.

5 Service Vehicles

Currently there are a limited number of truck loading zones for service vehicles in downtown. Despite the lack of dedicated spaces, there do not appear to be many service vehicle related issues.

The Waterfront Lots may be utilized by service vehicles during periods of low demand. However, during periods of high demand there may be insufficient capacity and maneuverability to accommodate service vehicles. The City should evaluate the need for truck loading zones in the downtown. If necessary, truck loading zones should be reserved along Front Street to allow convenient access to the businesses. The truck loading zones should be configured with sufficient curb space to allow easy access by large vehicles.

As an alternative to Front Street, truck loading zones can be installed on Jensen Way. Although less convenient to the businesses on Front Street, truck loading zones on the westerly end of Jensen Way should still be functional.

Time-of-day restrictions may be included on the truck loading zone signs to reserve spaces for service vehicles in the morning (e.g. before 11 AM) but allow other users to park during other hours. Time-of-day restrictions should be based on service vehicle and business needs and expected demand for the spaces.

6 Tour buses

There are currently no identified parking/loading zones for tour buses which transport customers downtown. Like service vehicles, buses require easy access to parking spaces due to their limited mobility. Therefore, it is advisable to locate tour bus parking on street with adequate curb space to allow for easy access.

In order to minimize the impact on premium parking spaces in downtown, tour bus zones should be installed on Jensen Way near Iverson. This area is currently underutilized by short term users, so it would not have a major impact on visitor parking. This area is also convenient to Front Street for visitors from the tour buses and has the added benefit of introducing visitors into a business area that may not otherwise receive a lot of downtown visitors.

If the City chooses to install tour bus zones, the zones should be exclusively signed "Commercial Buses Only". The zones could be time restricted to function as a temporary loading/unloading zone, which would require tour buses to find long term parking outside of downtown. Alternatively, the bus zones could be signed without time restrictions to allow tour buses to remain for the duration of their visit. Time restrictions should be determined based on the amount of curb space reserved for buses and the expected demand and frequency of tour bus visits to downtown.

7 Port of Poulsbo

The Port of Poulsbo has a limited number of reserved parking spaces for port customers. There appears to be several instances of Port of Poulsbo customers occupying short term spaces for long periods of time, sometimes overnight. This situation appears to be more prevalent on weekends. Several of the following strategies will displace long-term users, including Port of Poulsbo customers. The City should work with the Port to identify possible partnerships which will accomplish the City's goals while accommodating Port customers. One such partnership would be for the City to provide parking permits, for an appropriate fee, to the Port for their customers' use. Another partnership could be joint construction of remote parking that could be used by employees on weekdays and by Port customers on weekends (this would be part of long-range strategy discussions).

Boat trailer parking for Port of Poulsbo customers is currently not provided in downtown. Customers using the boat ramp must find parking outside of downtown and arrange for a ride back down to the waterfront. Due to the large stall and aisle size necessary to accommodate boat trailer parking, it will be difficult to provide for such parking in the short range without impacting the already taxed visitor parking supply. However, boat ramp customers are important to the downtown economy. Therefore, boat trailer parking should be discussed with the Port of Poulsbo in conjunction with the various long range strategies that may be considered.

8 Paid parking

One strategy for discouraging long-term parking in the Waterfront Lots is to charge a fee for parking. Although typically unpopular for businesses due to the fear of driving away customers, municipalities that have implemented paid parking have found that customers are willing to pay for parking if it means they are more likely to find available spaces. Assuming the percent occupancy of the lots remain relatively constant during the months of May through September, and estimating that approximately 50% of that occupancy occurs the remaining seven months, it is estimated that parking spaces will be occupied for over 350,000 hours per year. Assuming a minimal fee of $1.00 per hour, parking revenues for the Waterfront Lots could be up to $350,000 per year.

There are a number of options for managing paid parking lots. The low-tech option is the "honor box" where users place coins and/or bills in the slot corresponding with their numbered parking stall. This method is difficult to enforce since it is not easy to track when the money was deposited and how long the user remained (hence the name "honor box"). The high tech option is an electronic pay station, which allows payment by currency or by credit card. Electronic pay stations produce a ticket which contains the expiration time and must be displayed on the vehicle dashboard.

In addition to the various methods of collecting fees, there are also options as to who manages the parking lot (the City, the HDPA or a contract operator) and who enforces violations (the City

or the contract operator). Contract operators, such as Diamond Parking or Republic Parking, negotiate an operator contract with the owner agency which details the operating conditions. There is flexibility to build into the contract such variables as who sets the parking fees (the City, the Operator or a combination), who enforces the parking and what percent of revenue the operator receives.

The City should contact representatives from Diamond Parking and Republic Parking in the near future to discuss the various paid parking operating options that might be available. From those discussions the City can determine if paid parking is the appropriate course at this time, whether the City should operate the lots or use a contract operator and get some ideas about what to include in a Request for Proposals for a contract operator. It may be useful for the City to also contact some other municipalities that manage public parking facilities.

9 Enforcement

The parking study conducted in August 2008 indicates that approximately 60 parking spaces in the Waterfront Lots and on Front Street are occupied by long-term users (vehicles parked 5 hours or longer) on weekdays. Long-term users occupy approximately 45 parking spaces on Saturday and 30 parking spaces on Sunday. Consistent enforcement should discourage a large majority of the long-term users from parking in the Waterfront Lots and Front Street. This should provide up to an additional 60 parking spaces on weekdays and 45 spaces on weekends for short-term users.

Without any additional resources, and minimal impact on police resources, the City could begin enforcing overnight parking in the Waterfront Lots. Police officers on duty between 3 AM and 6 AM could periodically cruise through the Waterfront Lots and issue citations to any vehicles parked there. Coupled with this enforcement could be the issuance of parking permits to downtown residents (such as marina "liveaboards"), with the option of charging a fee for such permits.

Time limit parking enforcement should be conducted by civilian employees of the Police Department. The enforcement officers would operate under a limited commission issued by the Chief of Police. In order to provide parking enforcement throughout the day and on weekends, it would be necessary to employ two enforcement officers working three and one-half or four days a week for ten hour shifts. Assuming the employees would earn no more than $20 per hour, and assuming a 50% fringe benefit package, the two employees would cost the City $125,000 per year. This cost should be offset by expected parking fine collections.

It is estimated that up to $300,000 per year can be collected in parking fines (based on a 50% collection rate and a $30 parking fine). However, even if collection of fines is only a modest 25% of violations, the revenue is estimated to be $150,000 per year, which would still cover the cost of the enforcement officers.

Parking enforcement policies should be established by the Chief of Police and should be objective and consistently applied. One policy issue will be the prohibition of moving and re-parking a vehicle to gain additional parking time. Poulsbo Municipal Code 10.12.050 should be amended to include a prohibition against moving and re-parking within and between the Waterfront Lots and Front Street. This policy will probably dictate the use of hand-held electronic devices by the parking enforcement officers so that they can track vehicle movements.

Along with establishing a parking enforcement program, the City should also develop an Overtime Permit Program and Residential Parking Permit Program.

9.1 Overtime Permit Program

The City should develop an Overtime Parking Permit Program. With enforcement of any parking time limits, there will be a need to allow certain users to park longer than the allowed time limits. These users would include contractors working in downtown buildings, service/delivery vehicles serving downtown businesses and similar commercial uses. The issuing department should have the authority to establish conditions on the permit, such as limiting the hours of the day that such permits are valid, the locations in which the permits are valid (so the permit holders do not monopolize convenient customer parking), and the expiration date of such permits. The City should establish a fee schedule for Overtime Permits. As a minimum the fee should cover administrative costs, but should also be high enough to recognize the commercial value of the preferred parking.

9.2 Residential Parking Permit Program

The City should develop a Residential Parking Permit Program. With the implementation of paid parking and/or parking enforcement there is usually a tendency for long-term users to seek free, convenient on-street parking. As competition for these spaces increases the long-term users may move into the residential areas adjacent to downtown and occupy resident parking for the majority of the day. A Residential Parking Permit Program will allow the City to address the impacts of long-term users parking in residential neighborhoods.

Residential Parking Permits exempt the permit holder from the posted parking restrictions. Parking restrictions can be time limits (which still allows visitors to park) or an outright parking prohibition. The number of permits issued to each dwelling unit is dictated by the available curbside parking and the density of dwelling units. For single family residences a typical starting point is two permits per home.

Administration of a Residential Parking Permit Program can be cumbersome. Permits should expire after a reasonable period of time to account for turnover of residents (since departing residents typically don't turn in their permits). The frequency of the expiration period should consider the rate of resident turnover and the administrative costs of issuing frequent permits.

Relatively stable neighborhoods may be able to function with annual permit renewals. Neighborhoods with higher turnover may require more frequent renewals.

Because of the administrative issues associated with residential parking permits, permits should only be issued for a neighborhood if there is an ongoing, demonstrated parking problem created by long-term users. A small fee may need to be charged for the permits to offset the administrative costs.

Long Range Strategies

Several strategies have been suggested that are either expensive to implement or are likely to have broad public impacts, or both. Many of these strategies are interrelated or mutually exclusive and, therefore, should be considered as a comprehensive package. These long range strategies will tend to shape the look and feel of downtown, so it may be appropriate to consider these strategies in conjunction with the Comprehensive Plan update. Following is a discussion of suggested strategies and the issues that should be addressed as the strategies are considered.

10 Convert Waterfront Lots to their highest and best use

Several Stakeholders Group members suggested converting the Waterfront Lots to a different use. Although the Waterfront Lots are convenient locations for downtown parking, they may be better suited as a public place (park or plaza) or a combination of public place and mixed-use commercial development. Following are two possible uses which could be considered. There are undoubtedly other possibilities that could be explored. Since the Waterfront lots were constructed by LID, the City should verify with their legal counsel as to whether there are any restrictions on operation changes in the lots.

10.1 Plaza/Park

Converting the lots to a pedestrian place, such as a plaza or park, would complement the current waterfront park. There may be concerns by adjacent businesses that the loss of the convenient parking may discourage visitors from visiting downtown. The displaced parking would need to be replaced with similarly convenient parking, either on the fringes of downtown or more remote with a shuttle service. Most likely it would be necessary to build a parking garage to replace the 200+ parking spaces since there are no large tracts of land near downtown which would allow for a surface parking lot with that many spaces. Parking garage costs vary widely based on the size of the structure, the efficiency of the geometric layout, the aesthetic treatments and the type of construction. Typical garage construction costs range from $15,000 to $30,000 per parking space for above ground parking. Including design, contract administration and contingencies, the cost could be as high $22,500 to $45,000 per parking space (does not include the cost of

land). This would result in a parking garage cost of $4.5 million to $9 million to replace 200 parking spaces.

10.2 Mixed-use Commercial development

The Waterfront Lots could be sold to developers for mixed-use commercial development. The City should condition the sale to encourage the appropriate mix of development and should require architectural design review to maintain the Norwegian character of the buildings. The sale should include a requirement that the developers construct replacement public parking, in addition to the code required parking. The City should dictate whether the replacement public parking must be constructed on site or allowed on the fringes of downtown. Careful consideration should be given to construction phasing to ensure that public parking spaces are not eliminated during the peak tourist season. It will be important to consider the visual impact of the development on existing buildings. The City should also ensure that the development provides for adequate public spaces and public waterfront access.

11 Convert Front Street to a pedestrian plaza

Several Stakeholders Group members suggested converting Front Street to a pedestrian plaza. The City should consider closing Front Street to vehicular traffic and developing the right-of-way as a pedestrian plaza. The plaza would enhance pedestrian mobility in downtown and allow for outdoor commercial spaces such as sidewalk cafes, sidewalk vendors, etc. However, the closure would result in the loss of 26 on-street parking spaces (which would be offset by additional parking spaces created by other strategies) and create considerable traffic circulation issues. The City should run the proposed closure through the Poulsbo traffic model to determine the traffic impacts on other downtown streets and in the Waterfront Lots (the TDM Study has preliminarily recommended converting Front Street to one-way traffic, but has not considered a full closure).

The Front Street businesses should be integrally involved in this discussion. Many cities that have created pedestrian plazas have found that the loss of business exposure to vehicle commuters and the lack of convenient vehicle access to the businesses have impacted the economic vitality of those businesses. Several cities have returned their pedestrian plazas to streets to provide a balance between vehicles and pedestrians. The following strategy may be a better solution to enhancing the pedestrian experience on Front Street.

12 Widen the sidewalks on Front Street

Currently the sidewalks on Front Street become congested, especially with some of the storefront displays that occupy the sidewalk areas. The City should consider eliminating the parking on Front Street and expanding the sidewalks on one or both sides of the street. The widened sidewalks will improve pedestrian mobility as well as allowing more orderly sidewalk displays.

This proposal will result in the loss of 26 on-street parking spaces, but would be offset by additional parking spaces created by other strategies.

13 Construct a parking garage

Several Stakeholders Group members have suggested construction of a parking garage in downtown. A parking garage could be constructed to supplement existing parking supply or to replace parking displaced by one or more other strategies. Costs will vary depending upon the size of the structure, the efficiency of the geometric layout, the aesthetic treatments and the type of construction. Typical garage construction costs range from $15,000 to $30,000 per parking space for above ground parking. Including design, contract administration and contingencies, the cost could be as high $22,500 to $45,000 per parking space (does not include the cost of land). This would result in a parking garage cost of $4.5 million to $9 million for 200 parking spaces, excluding the cost of land. If possible, the parking garage should be designed for cost effective future expansion.

Possible parking garage locations are:

1) Hostmark/Front Street somewhere between 3rd Avenue and King Olaf Lot to ensure that it is relatively convenient for downtown visitors.

2) Current city hall site with low level access from Jensen Way and upper level access from Front Street

3) Waterfront Lot, in conjunction with a mixed-use development and/or a pedestrian plaza.

4) Part of a future downtown commercial building which would include a public/private parking structure

14 Construct surface parking lots

Surface parking lots could be constructed to supplement existing parking supply or to replace parking displaced by one or more other strategies. The parking lots should be located along Hostmark/Front Street somewhere between 3rd Avenue and King Olaf Lot to ensure that they are relatively convenient for downtown visitors. Costs for surface parking lots vary depending upon a number of factors, including the size of the lot and topography of the site. Typical parking lot construction costs range from $1,000 to $3,000 per parking space. Including design, contract administration and contingencies, the cost could be as high $1,500 to $4,500 per parking space (does not include the cost of land).

When considering surface parking lots, the City should keep in mind that surface parking is not the highest and best use of downtown commercial property, and may not support downtown land use and design standards. Parking structures, although considerably more costly, provide greater parking density per acre and can be aesthetically enhanced to match surrounding architecture.

15 Retain the existing City Hall site

The City should consider retaining the existing City Hall site as a future parking facility. In the short term, the existing surface parking on the site could be used to supplement the King Olaf Lot parking. In the longer term the City could demolish the existing building and construct more surface parking, or make way for a parking garage.

If the City opts to sell the site, the sale could be conditioned to require the buyer to develop a commercial presence on Jensen Way with code required parking and public parking on the west end of the site and above the commercial uses, integrating the public parking with the King Olaf Lot.

16 Visitor Shuttle

Some members of the Stakeholders Group suggested the need for a downtown visitor shuttle. The City should determine the viability of a downtown shuttle/trolley to ensure that any remote parking facilities will have adequate shuttle service to downtown. Remote parking will successfully serve downtown only if there is frequent, convenient shuttle service between the parking and downtown.

The viability of a downtown visitor shuttle will include operational issues such as ease of circulation and frequency of service as well as administrative issues such as who operates the shuttle and who will provide sustainable funding. Mass transit, include downtown shuttles are typically not economically viable if supported only by customer fares. Some sort of sustained financial subsidy is usually necessary to make mass transit viable.

17 Downtown Development Standards

In order to promote and support pedestrian mobility on Front Street, the number of driveways on Front Street could be restricted or prohibited. Any future development on Front Street which triggers the requirement for code required parking may need driveway access to Front Street. Therefore, if a restriction/prohibition to driveways on Front Street is implemented, there would need to be a mechanism to waive the parking requirement or require the parking to be constructed remotely. The developer could be required to pay an "in-lieu" fee into a parking fund to contribute toward construction of remote parking facilities. The fee should be based on the number of code required parking spaces times the estimated cost per parking space for the remote parking.

Design standards should be considered for any parking lots and parking structures constructed downtown. The standards should address architectural treatment of structures, screening of surface parking and the requirement for a commercial storefront on Front Street to enhance the pedestrian experience.

18 Developer Incentives

The City should consider offering incentives to developers to encourage them to include public parking in their downtown developments. One possible incentive would allow an increase in building height above the code maximum if public parking is included on site. Another possible incentive would waive the on-site required parking if the developer constructs, or funds, a greater number of parking spaces at a remote site.

19 Funding Options

The City should consider possible funding strategies for long-range parking improvements. Any sustained funding sources could be deposited in a parking fund and used for parking improvements, parking enforcement, parking operations and pedestrian mobility enhancements. Sustained funding could include paid parking fees, parking enforcement revenue, developer "in-lieu" fees and Business Parking Improvement Area (BPIA) fees. Paid parking, parking enforcement revenues and "in-lieu" fees were discussed in previous strategies.

A Business Parking Improvement Area is authorized in RCW 35.87A. Creation of the BPIA would be through City Council action in accordance with the RCW. Assessments would be established annually, and are typically based on floor area of each building. The HDPA is a BPIA, formed prior to 1998 and renamed to HDPA in accordance with Poulsbo Ordinance 98-13.

Non-sustained funding is typically grant funding and/or LID funding. These funds are project specific and are typically used for capital construction costs (although some grants and LIDs may provide for on-going maintenance costs).

Implementation

Implementation of the short range strategies should achieve the basic goals of the City. The following table illustrates the maximum expected outcome of one possible scenario of implementing select short range strategies.

#	Strategy	Short Term Parking	Long Term Parking	Service Vehicles
1.3	Waterfront Lots	35		
1.4	Moe Street		3	
1.5	Front Street	7	31	
4.1	First Lutheran		55	
4.2	Bank of America		40	
4.3	City Hall		75	
5	Service Vehicles	-9		3*
7/8	Paid Pkg/Enforc.	60	-60	
		93	**144**	**3**

* assumes 3 loading zones created along Front Street, deleting 9 parking spaces.

The 93 new short term spaces would result in approximately 73% occupancy, assuming no new parking demand. The short term parking spaces would approach 90% capacity only after a 25% (60 vehicles) increase in demand. Even without implementing paid parking or enforcement the short term parking spaces would be at 88% occupancy, still within the target goal.

Although the long range strategies may not need to be implemented, the City should consider each one to ensure that the interrelationships between the various strategies are understood and that future actions do not preclude desired parking enhancement strategies.

Appendix A

Parking Study Data

Public Parking % Occupied Spaces by Time of Day

% Parking Occupancy - Weekday										
% Occupancy	8:00 AM	9:00 AM	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM	4:00 PM	5:00 PM
Waterfront Lot	13%	27%	50%	72%	100%	100%	97%	85%	78%	79%
Waterfront Sub		68%	89%	100%	100%	89%	89%	100%	100%	95%
Front	42%	69%	65%	85%	88%	100%	88%	88%	73%	69%
Jensen	36%	39%	55%	55%	70%	70%	61%	55%	58%	42%
Moe	56%	56%	67%	67%	89%	83%	78%	72%	61%	67%
King Olaf	56%	77%	85%	87%	92%	98%	95%	90%	72%	51%

% Parking Occupancy - Saturday					
	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM
Waterfront Lot	70%	82%	95%	97%	94%
Waterfront Sub	89%	95%	95%	95%	95%
Front	92%	88%	100%	81%	88%
Jensen	18%	58%	42%	55%	52%
Moe	39%	50%	56%	61%	50%
King Olaf	25%	32%	32%	43%	37%

% Parking Occupancy - Sunday						
	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM
Waterfront Lot	38%	55%	79%	97%	97%	87%
Waterfront Sub	89%	89%	100%	100%	95%	100%
Front	81%	65%	81%	100%	100%	88%
Jensen	15%	21%	18%	42%	64%	39%
Moe	11%	22%	28%	33%	28%	22%
King Olaf	18%	21%	19%	44%	41%	32%

Public Parking Spaces Available by Time of Day

Available Parking Spaces - Weekday											
	8:00 AM	9:00 AM	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM	4:00 PM	5:00 PM	Total Spaces
Waterfront Lot	174	146	101	57	1	1	6	30	44	43	200
Waterfront Sub		6	2	0	0	2	2	0	0	1	19
Front	15	8	9	4	3	0	3	3	7	8	26
Jensen	21	20	15	15	10	10	13	15	14	19	33
Moe	8	8	6	6	2	3	4	5	7	6	18
King Olaf	50	26	17	15	9	2	6	11	32	56	114
	268	**214**	**150**	**97**	**25**	**18**	**34**	**64**	**104**	**133**	**410**

Available Parking Spaces - Saturday					
	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM
Waterfront Lot	57	33	7	2	9
Waterfront Sub	2	1	1	1	1
Front	2	3	0	5	3
Jensen	27	14	19	15	16
Moe	11	9	8	7	9
King Olaf	85	78	77	65	72
	184	**138**	**112**	**95**	**110**

Available Parking Spaces - Sunday						
	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM
Waterfront Lot	122	87	38	3	2	22
Waterfront Sub	2	2	0	0	1	0
Front	5	9	5	0	0	3
Jensen	28	26	27	19	12	20
Moe	16	14	13	12	13	14
King Olaf	93	90	92	64	67	77
	266	**228**	**175**	**98**	**95**	**136**

Public Parking Duration

Parking duration - Weekday										
	1 hour	2 hour	3 hour	4 hour	5 hour	6 hour	7 hour	8 hour	9 hour	10 hour
Waterfront Lot	415	181	57	32	17	12	9	6	3	2
Waterfront Sub	35	15	3	6	3	1	2	2	1	
Front	92	30	4	4	0	1	1	1	0	0
Jensen	82	19	7	3	0	0	1	0	2	0
Moe	14	9	5	4	1	4	0	3	1	0
King Olaf	68	26	15	25	8	13	13	22	16	12
	706	**280**	**91**	**74**	**29**	**31**	**26**	**34**	**23**	**14**

Parking Duration - Saturday					
	1 hour	2 hour	3 hour	4 hour	5 hour
Waterfront Lot	298	114	44	19	31
Waterfront Sub	9	9	4	0	10
Front	58	16	3	2	2
King Olaf	45	18	7	3	15
	365	**139**	**51**	**21**	**43**

Parking Duration - Sunday						
	1 hour	2 hour	3 hour	4 hour	5 hour	6 hour
Waterfront Lot	281	109	48	34	12	15
Waterfront Sub	22	11	2	3	1	7
Front	59	19	3	4	0	2
King Olaf	42	23	8	4	5	8
	404	**162**	**61**	**45**	**18**	**32**

Public Spaces Occupied by Long-Term Users by Time of Day

Long-term Parking - Weekday										
	8:00 AM	9:00 AM	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM	4:00 PM	5:00 PM
Waterfront Lot	4	13	25	33	45	49	46	39	34	28
Waterfront Sub		6	7	8	9	9	7	6	5	3
Front	1	1	2	3	3	3	2	2	2	2
Jensen	0	2	2	3	3	3	3	3	3	3
Moe	2	3	5	5	8	9	8	8	7	7
King Olaf	49	67	74	75	80	75	69	62	46	25
	56	**92**	**115**	**127**	**148**	**148**	**135**	**120**	**97**	**68**

Long-term Parking - Saturday					
	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM
Waterfront Lot	31	31	31	31	31
Waterfront Sub	10	10	10	10	10
Front	2	2	2	2	2
King Olaf	15	15	15	15	15
	43	**43**	**43**	**43**	**43**

Long-term Parking - Sunday						
	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM
Waterfront Lot	18	21	21	21	21	19
Waterfront Sub	8	8	8	8	8	7
Front	2	2	2	2	2	2
King Olaf	11	13	13	13	13	10
	39	**44**	**44**	**44**	**44**	**38**

Private Parking Spaces Available by Time of Day

Available Parking Spaces - Wednesday											
	8:00 AM	9:00 AM	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM	4:00 PM	5:00 PM	Total Spaces
Martha & Mary Employee Lots	5	6	4	2	2	0	0	22	34	38	73
Martha & Mary Visitor Lots		20	12	8	5	8	8	4	14	17	29
Bank of America	68	61	57	53	53	49	43	49	45	43	69
Post Office	22	19	15	16	15	10	16	17	20	24	28
19068 Jensen	16	14	11	13	13	12	12	9	10	12	19
Wells Fargo	7	5	5	6	5	1	5	5	6	4	8
Edward Jones		5	3	2	3	6	6	6	6	5	7
Youth for Christ		16	12	8	8	10	7	10	8	11	20
Sons of Norway		3	2	3	1	0	1	7	5	4	10
Blue Sky		3	3	2	5	3	6	2	2	4	8

Available Parking Spaces - Saturday						
	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	Total Spaces
Martha & Mary Employee Lots	28	28	23	16	25	73
Martha & Mary Visitor Lots	21	27	15	14	15	29
Bank of America	54	54	52	67	67	69
Post Office	14	14	16	17	25	28
19068 Jensen	15	13	13	16	13	19
Wells Fargo	5	3	4	6	6	8
Edward Jones	4	3	3	2	2	7
Youth for Christ	12	8	6	7	8	20
Sons of Norway	7	9	6	6	3	10
Blue Sky	7	7	6	7	7	8

Private Parking Spaces Available by Time of Day (cont'd)

Available Parking Spaces - Sunday							
	10:00 AM	11:00 AM	12:00 PM	1:00 PM	2:00 PM	3:00 PM	Total Spaces
Martha & Mary Employee Lots	31	28	29	23	27	34	73
Martha & Mary Visitor Lots	16	13	14	6	6	15	29
Bank of America	69	68	69	64	59	58	69
Post Office	28	27	25	11	9	6	28
19068 Jensen	19	19	16	18	19	19	19
Wells Fargo	5	6	5	1	5	5	8
Edward Jones	7	7	7	7	7	6	7
Youth for Christ	12	8	8	10	7	10	20
Sons of Norway	2	3	1	0	1	7	10
Blue Sky	8	7	8	8	8	8	8

Appendix B

Traffic Model Land Use Forecast

2005 Existing Land Use									
Zone	Residential Low	Residential Medium	Residential High	Local Retail	Regional Retail	Office	Utility Storage	Industrial	Medical
	D.U.	D.U.	D.U.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.
410	42	0	0	0	0	0	0	0	0
411	29	0	8	1.32	0	0	0	0	0
412	0	0	23	5.7	0	0	0	0	0
413	0	0	0	0	0	0	0	0	0
414	0	0	0	5.16	0	69.26	0	0	0
415	0	0	0	18.29	0	0	0	0	0
416	3	0	0	10.02	0	19.37	0	0	0.78
417	16	0	0	0	0	0	0	0	1.36
420	5	0	0	158.54	0	42.66	1.07	0	0
Sum	**95**	**0**	**31**	**199.03**	**0**	**131.29**	**1.07**	**0**	**2.14**

2025 Future Land Use									
Zone	Residential Low	Residential Medium	Residential High	Local Retail	Regional Retail	Office	Utility Storage	Industrial	Medical
	D.U.	D.U.	D.U.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.
410	42	0	0	0	0	0	0	0	0
411	29	0	17	3.57	0	0	0	0	0
412	0	0	23	5.7	0	0	0	0	0
413	0	0	37	0	0	0	0	0	0
414	0	0	0	5.16	0	69.26	0	0	0
415	0	0	0	18.29	0	0	0	0	0
416	3	0	0	10.02	0	19.37	0	0	0.78
417	16	0	0	0	0	0	0	0	2.54
420	5	0	0	158.54	0	42.66	1.07	0	0
Sum	**95**	**0**	**77**	**201.28**	**0**	**131.29**	**1.07**	**0**	**3.32**

2025 Minus 2005 Existing Land Use									
Zone	Residential Low	Residential Medium	Residential High	Local Retail	Regional Retail	Office	Utility Storage	Industrial	Medical
	D.U.	D.U.	D.U.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.	1,000 SQ.FT.
410	0	0	0	0	0	0	0	0	0
411	0	0	9	2.25	0	0	0	0	0
412	0	0	0	0	0	0	0	0	0
413	0	0	37	0	0	0	0	0	0
414	0	0	0	0	0	0	0	0	0
415	0	0	0	0	0	0	0	0	0
416	0	0	0	0	0	0	0	0	0
417	0	0	0	0	0	0	0	0	1.18
420	0	0	0	0	0	0	0	0	0
Sum	**0**	**0**	**46**	**2.25**	**0**	**0**	**0**	**0**	**1.18**