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# City of Edmonds

## *Comprehensive Downtown Parking Study*

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**CITY OF EDMONDS  
 COMPREHENSIVE DOWNTOWN PARKING STUDY  
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# Chapter 1: Introduction and Overview

The City of Edmonds is located in south Snohomish County on the shores of Puget Sound, approximately 14 miles north of Seattle. The community's location on the west-facing slopes of the Sound provides truly breathtaking views of the water and the Olympic Mountains. Its heritage as a community founded in the nineteenth century is reflected in its present urban form, historic buildings and compact downtown. The Edmonds downtown benefits from its history with a defined street edge; historic buildings and a pedestrian friendly environment that has been enhanced with such amenities as colorfully landscaped curb extensions.

According to the 2000 Census, the population of the City of Edmonds has grown to 39,515. Based on forecasted continued growth at 1 percent per year, the population in 2010 is projected to be 43,650. Over the last decade employment within the city has grown somewhat faster than population, increasing about 2.7 percent per year. In 1990, the city had an estimated 9,263 jobs with the largest portion of those in services (38 percent). Retail trade accounted for another 27 percent. Employment is forecast to increase by 3,000 jobs over the period 1990-2012.

Edmonds Mayor Gary Haakenson notes that the downtown has a real sense of place and that Edmonds has been fortunate to retain its small town character. The strong emphasis on retaining its unique downtown coupled with the desire to support new development in the downtown and provide the right amount of parking has prompted the City of Edmonds to review the city's parking regulations, policies and programs.

This **City of Edmonds Comprehensive Downtown Parking Study** explores the amount and use of parking in the downtown. It presents recommendations to encourage the most efficient use of existing parking and the most appropriate regulations to support the city's development goals while ensuring that existing business can thrive in a vital and active downtown.

This report bases its findings on:

- The existing 2001 inventory of on and off-street parking and its occupancy.
- The 2002 survey of length of stay in parking spaces conducted for this report.
- Stakeholder interviews.
- Peer review of other city downtown parking programs.

Findings include:

- Currently downtown Edmonds has more than enough parking; in fact it has excess capacity.
- The only areas that are close to capacity are Main between 3<sup>rd</sup> and 5<sup>th</sup> and 4<sup>th</sup> Avenue N from Bell to Main with parking occupancy over 81 percent. Main Street as a whole is at 77 percent capacity during peak weekday usage. Fifth Avenue S. from Main to Dayton also has high usage in those 18 parking spaces.
- While most commonly, vehicles park for one hour or less in the core area, 13 percent of the spaces on Main Street were occupied for seven hours or more.
- The permit parking areas are underused and only 350 employee permits have been sold in an area that has 500 spaces.
- The average existing daytime use of both on- and off-street parking as a function of land use is one space per 480 square feet of commercial development.
- Stakeholders indicated that there are some isolated problems, but 80 percent of the interviewees commented that there really isn't a significant parking problem in downtown Edmonds.

Analysis of these data sources leads to the following recommendations regarding management of existing downtown parking.

- Change the existing city ordinance to allow 100 percent of employees to purchase parking permits.
- Increase the cost of the parking permit by at least \$25.
- Prohibit downtown workers from parking on street in the downtown core.
- Levy a fine of at least \$50 to \$100 for a downtown employee parking in the downtown core.
- Convert the Fourth Street parking lot from monthly parking to a three-hour parking zone.
- Improve signage to the Public Safety complex parking lot.
- Increase the cost of a parking violation in the three-hour zone for a non-downtown worker to \$30 dollars.
- Ensure an adequate enforcement program by dedicating increased revenues from the parking program to a dedicated FTE for parking enforcement.

The other major tool for dealing with downtown parking is the parking code that regulates new development. This study recommends that:

- New commercial development regardless of its type be required to provide one space per 500 SF of development and that new residential provide one space per dwelling unit.

- The In-lieu of program be eliminated and existing revenues be used for the long-term lease of the Fourth Street parking facilities, for improved parking signage, computerizing enforcement efforts and for striping parking facilities.
- Existing buildings be considered to have the appropriate amount of parking under the existing code and only have to provide additional spaces required by any additions, not by change of use.
- Existing development that built parking to the previous city standards be permitted and encouraged to rent or sell any parking in excess of municipal requirements.

Chapter Two presents existing conditions including the findings of the 2001 parking inventory and occupancy study; the 2002 Perteet assessment of duration of parking; the stakeholder interviews and the peer review.

Chapter Three presents recommended actions to manage the existing parking and code changes to strengthen the downtown. The appendix presents draft code revisions.

## Chapter 2: Existing Conditions

This chapter discusses existing parking conditions in downtown Edmonds.

**Figure 1** maps the five sub areas that are units of analysis. This chapter includes sections on:

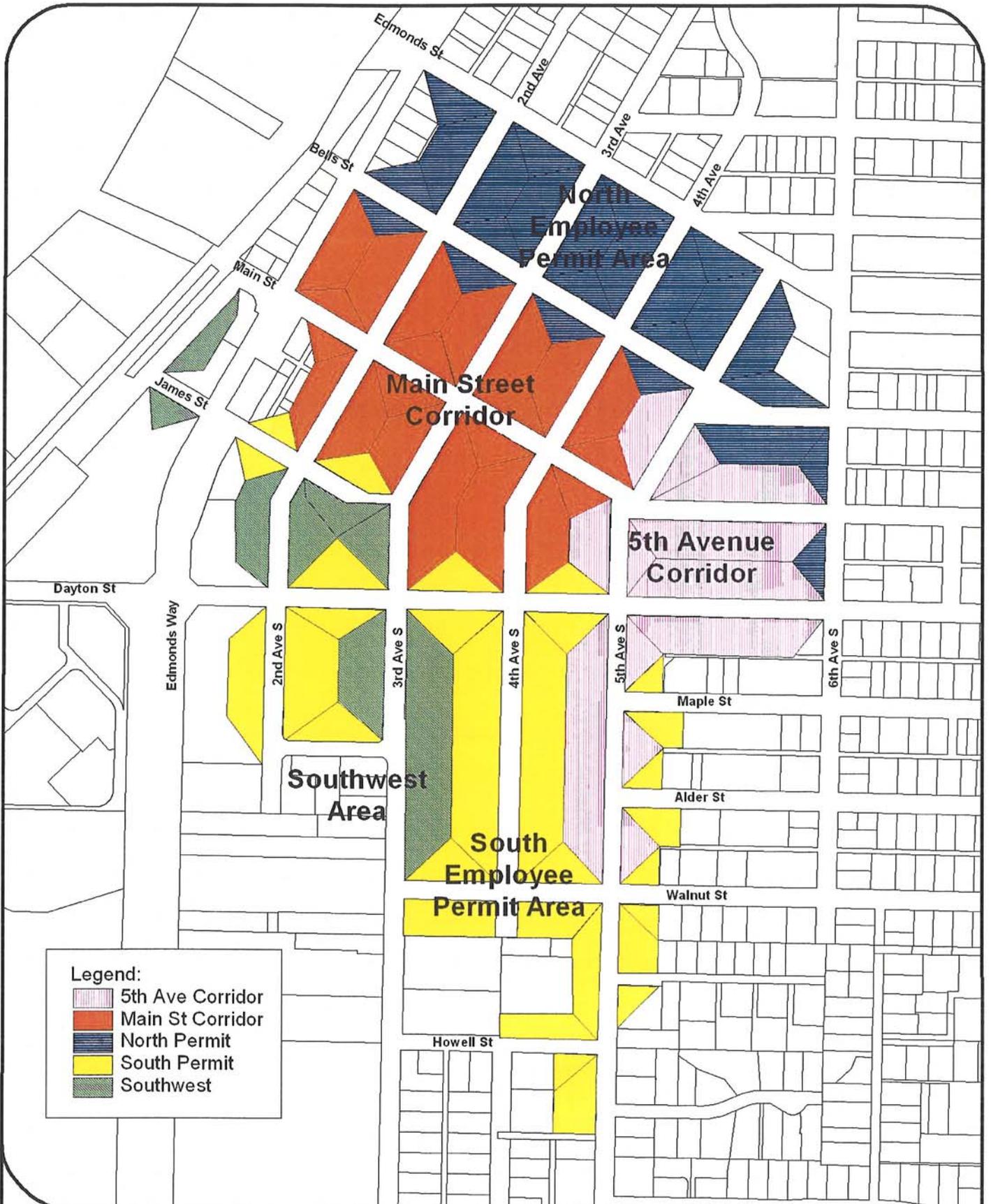
- Existing parking conditions including inventory, occupancy and turnover rate.
- Stakeholder interviews.
- Peer comparison.

### Existing Parking in Downtown Edmonds

The City of Edmonds provides free downtown parking open to the public on street and in 73 spaces in the Public Safety parking lot. The city also leases 14 spaces from a neighborhood bank and then rents these spaces for a monthly fee of \$25. The on street parking is restricted to three hours except for employees with permits who may park in the areas designated as the North and South Permit area. **Figure 2** shows the three hours parking and employee parking areas. Employees may buy a permit through their employer for \$25 a year. Under existing city code, only 75 percent of each business's employees are allowed to purchase a permit. In 2002, the city sold about 350 permits producing \$8,750 in revenue.

Parkers who violate the three-hour restriction are subject to a fine of \$20 that is cut in half if it is paid within 24 hours. Parking tickets generate around \$30,000 a year. Currently, the Police Department Animal Control division enforces parking but budget cuts have led to the loss of a full time employee in that division and police department officials say parking enforcement will suffer.

The City requires new downtown development to provide parking. While commercial parking requirements are the same throughout the city, there are special downtown residential parking standards. If new development cannot provide the required amount of parking, the development may pay an in-lieu parking fee for some of the required parking. The city has collected about \$100,000 but to date has not created any new parking.



**Legend:**

- 5th Ave Corridor
- Main St Corridor
- North Permit
- South Permit
- Southwest



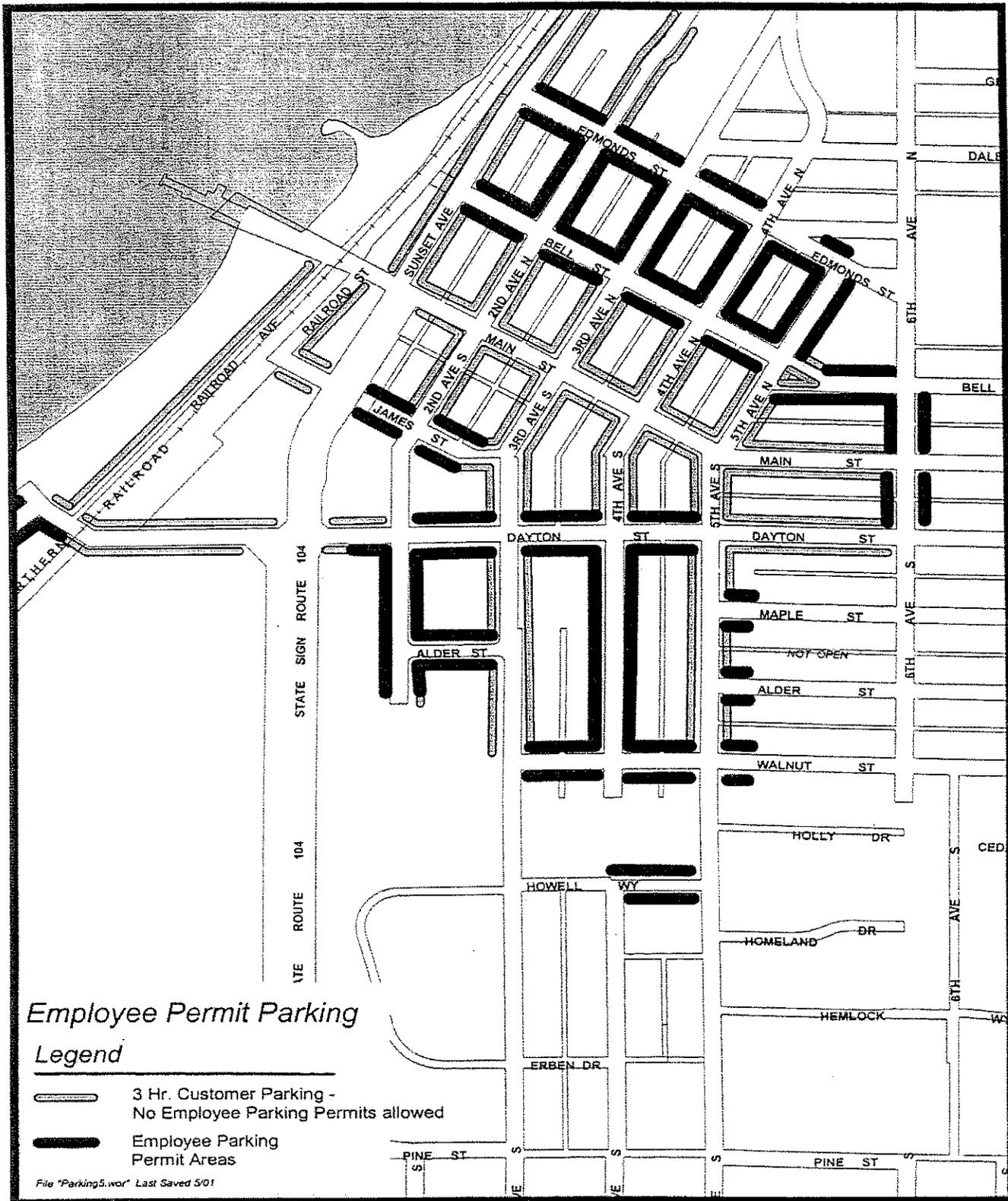
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**Downtown Edmonds Parking Study  
Study Area by Subarea**

**Figure 1**



Map provided courtesy of the City of Edmonds



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**Downtown Edmonds Parking Study**  
**Three Hour Restricted and Employee Permit**  
**Parking Zones**  
**Figure 2**

## Methodology to Determine Inventory, Occupancy Rate and Turnover Rate

This report bases its findings on two distinct parking surveys:

- **2001 parking utilization study** that counted the number of on and off-street parking spaces in the downtown and then assessed their usage over the course of a week. This study collected data from July 2, 2001 to August 30, 2001. **Figure 3** shows the study area. Each block in the area is identified by a letter. Both on and off-street parking is included in the study. Off-street parking includes all commercial parking in private garages or lots. This study built on the existing work done in the Hyatt Palma Downtown Plan conducted in 1999. The 2001 study updated inventory and collected information about stall use during the course of day. According to a study conducted by the Edmonds Alliance of Economic Development in May, 2001, retail occupancy of buildings was strong. Of 180 retail addresses, only 8 were vacant.
- **A license plate survey to assess the time duration vehicles remain parked** in the downtown area. This survey, conducted by Perteet Engineering, assesses the success of the downtown-parking program that limits parking in the downtown area to three hours, except in designated areas with an employee-parking permit. The study area is based on the City's Community Business (CB) zone in the downtown area. In this survey, technicians check the license plate of vehicles parked on-street within the study area. Therefore, Perteet Engineering's initial step was to conduct a supply survey of the available on-street parking and develop a coded record of each individual space. The documented parking spaces were then divided evenly among five areas to allow for the data collection process.

Technicians collected this information on Wednesday, November 6, 2002 beginning at 8:00 a.m. and ending at approximately 6:00 p.m. It rained most of day; at times the rain was quite heavy with wind. The license plate data was recorded for each parking space by technicians on an hourly basis for their respective areas. The license plate data could then be used to determine the total number of occupied spaces for any given hour of the survey period to determine overall utilization. Since each space was observed and recorded, the number of hours or the duration of a specific parked vehicle could also be determined as well as the number of different vehicles parking in a particular parking space.

Technicians collected data for all on-street parking as well as for the City's Public Safety Complex parking lot and the City's 4<sup>th</sup> Avenue private/public

parking lot, which includes 3-hour public parking spaces and is owned and operated by the City.



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**Downtown Edmonds Parking Study  
Summer 2001 Study Area**

**Figure 3**

The parking data were then summarized in tabular and graphical form to evaluate the parking surplus or deficiency, parking durations, and turnover rate for the downtown area.

The 2001 survey collected data during the summer, a much busier time of year than the rainy season. Therefore, it is important to use those data to determine parking utilization or demand. Parking demand is not as important for the turnover rate study since that survey's purpose is to determine the length of time vehicles park downtown. If we assume that autumn has a greater percentage of employees parking downtown and fewer tourists, the length of vehicles parking downtown may be slightly greater in autumn.

Both surveys collected information about the number of parking spaces in the downtown area. But parking stalls are not striped so the number of actual spaces is an estimate. The 2001 survey estimated somewhat fewer on-street spaces than did the 2002 survey. This study uses the 2001 number for calculating occupancy rates but the total on-street parking stall number varies between 960 and 984 depending on the size of car and the distance between cars.

## **Downtown Edmonds Parking**

There are 960 to 984 on-street parking spaces downtown including 73 public spaces in the Public Safety complex parking lot and 14 public spaces in the Fourth Avenue S. parking lot. Parking inventory by area as shown earlier in Figure 1 is:

- Main Street Area: 190 spaces.
- Fifth Avenue Corridor 165 spaces.
- North Permit Area: 274 spaces.
- South Permit Area: 220 spaces.
- Southwest Area: 50 spaces.

In addition to this parking, the 2001 study identified 2,674 off-street private spaces. Many of these spaces have been built in response to city parking requirements, although a significant percentage predate the code and are in back of or along side commercial buildings.

This parking inventory includes two ADA handicapped parking spaces on street, several in the Public Safety parking lot and 76 private off-street spaces. While current ADA regulations do not specify the amount of required on-street ADA accessible parking, an update underway may lead to a requirement that each block face have a handicapped designated space. That would require the addition of at least 36 ADA spaces.

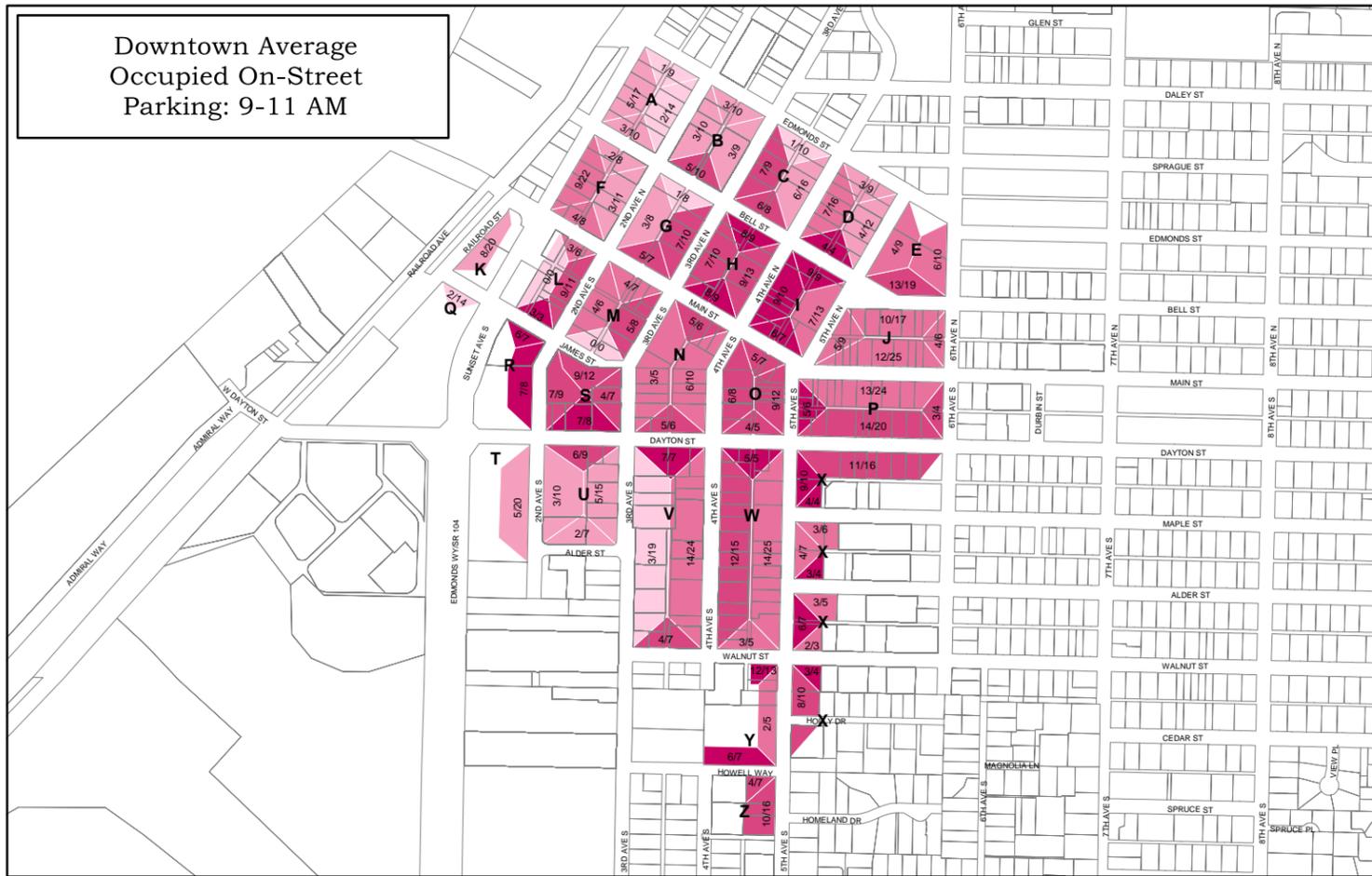
According to the 2001 study, the busiest time of day for parking in the downtown is between 11:00 a.m. and 1:00 p.m. **Figure 4** shows downtown parking occupancy by time of day for three distinct periods during the day. The darkest colors on each of the three time maps show the areas of highest parking, ranging from 81 to 100 percent. Parking is considered at capacity at around 85 to 90 percent because it gets difficult to spot an empty space and drivers may have to go around the block several times or may become discouraged and leave the area. In all three time periods, Main between 3<sup>rd</sup> and 5<sup>th</sup> and 4<sup>th</sup> from Bell to Main are the busiest with parking over 81 percent. Fifth Avenue S from Main to Dayton is also close to capacity. However, within one or two blocks of these areas, there is available parking. As Table 1 indicates, none of the sub areas is at capacity although Main Street at 77 percent occupancy is the closest. This analysis shows that currently downtown Edmonds does not have an on-street parking shortage.

In fact, the north and the south permit areas have occupancy rates of 46 and 66 percent respectively with a total of 89 permit parkers there. City officials say there is room for 500 cars in this area and with only 350 permits sold; more employees could take advantage of this program.

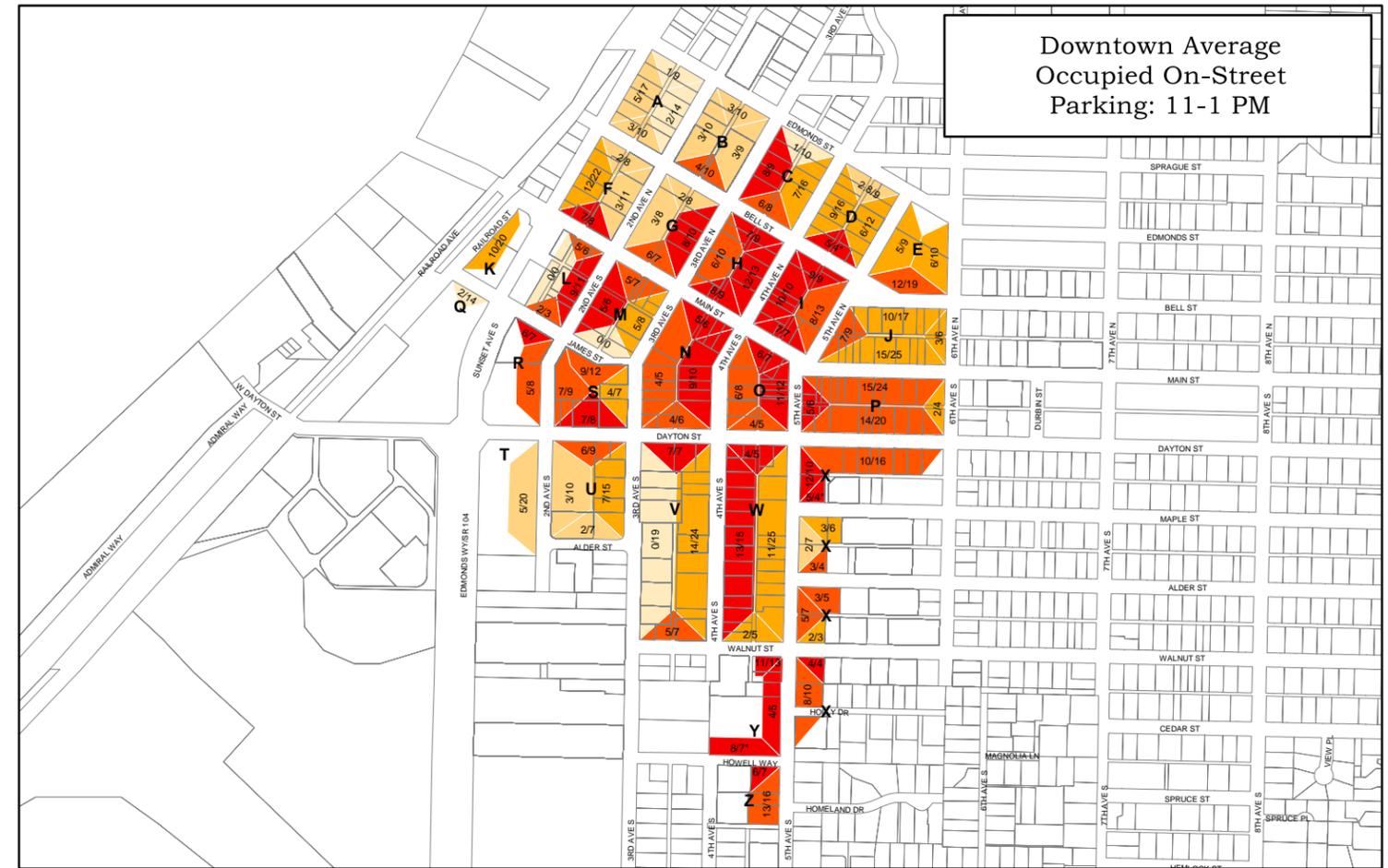
The same is true when we look at private off-street parking. Of the 2,674 off-street stalls available only 46 percent are occupied leaving 1,443 spaces empty during the day. Some of these spaces may belong to downtown residents who do not use them during the day, but they represent a large reservoir of available daytime parking inventory. **Figure 5** shows off-street inventory and occupancy.

On-street downtown parking is an important resource for short-term visitors such as shoppers, clients or diners (lunchers or snackers). Therefore, it is important that downtown parking spaces turn over relatively quickly and that long-term parkers find other places to park their cars. The City of Edmonds three-hour parking zone encourages short-term parking in the downtown core. As **Figures 6 through 11** show, length of parking in all areas including the permit areas is most commonly one hour. As **Figure 12** shows, the 2002 turnover rate study indicates that the average length of stay on Main Street is 1.7 hours and in the Fifth Avenue Corridor 1.5 hours. It is relevant that in the downtown Kirkland two hour parking zone, average length of stay is 1.5 hours or more exactly one hour and 24 minutes. This suggests that the average trip to a downtown area is about 1.5 hours and is not dependant on whether the parking time restriction is two or three hours. Of course for those people who have three hours of errands or a long hair appointment, the three-hour zone gives them peace of mind.

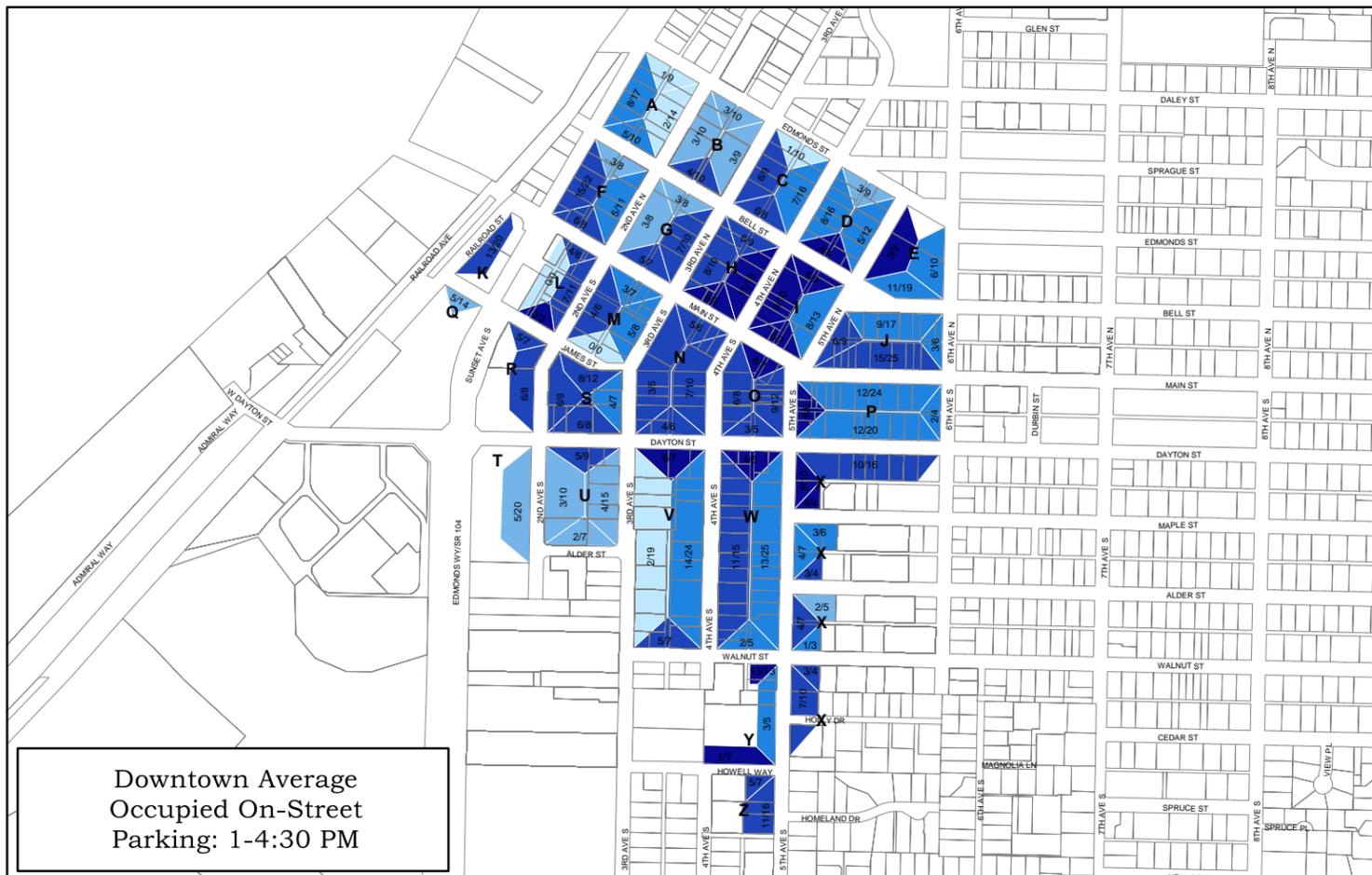
Downtown Average Occupied On-Street Parking: 9-11 AM



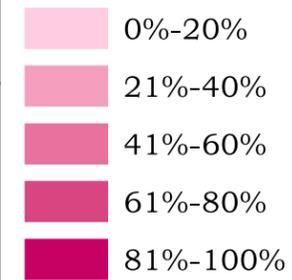
Downtown Average Occupied On-Street Parking: 11-1 PM



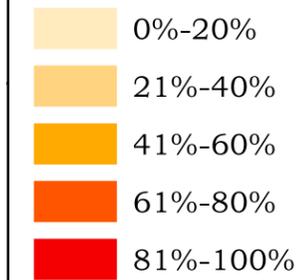
Downtown Average Occupied On-Street Parking: 1-4:30 PM



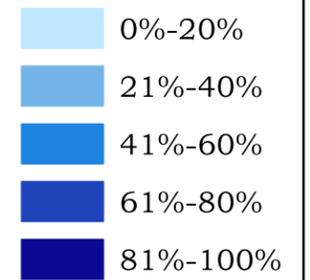
% Occupied 9-11 AM



% Occupied 11-1 PM

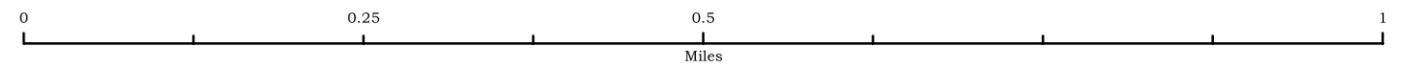


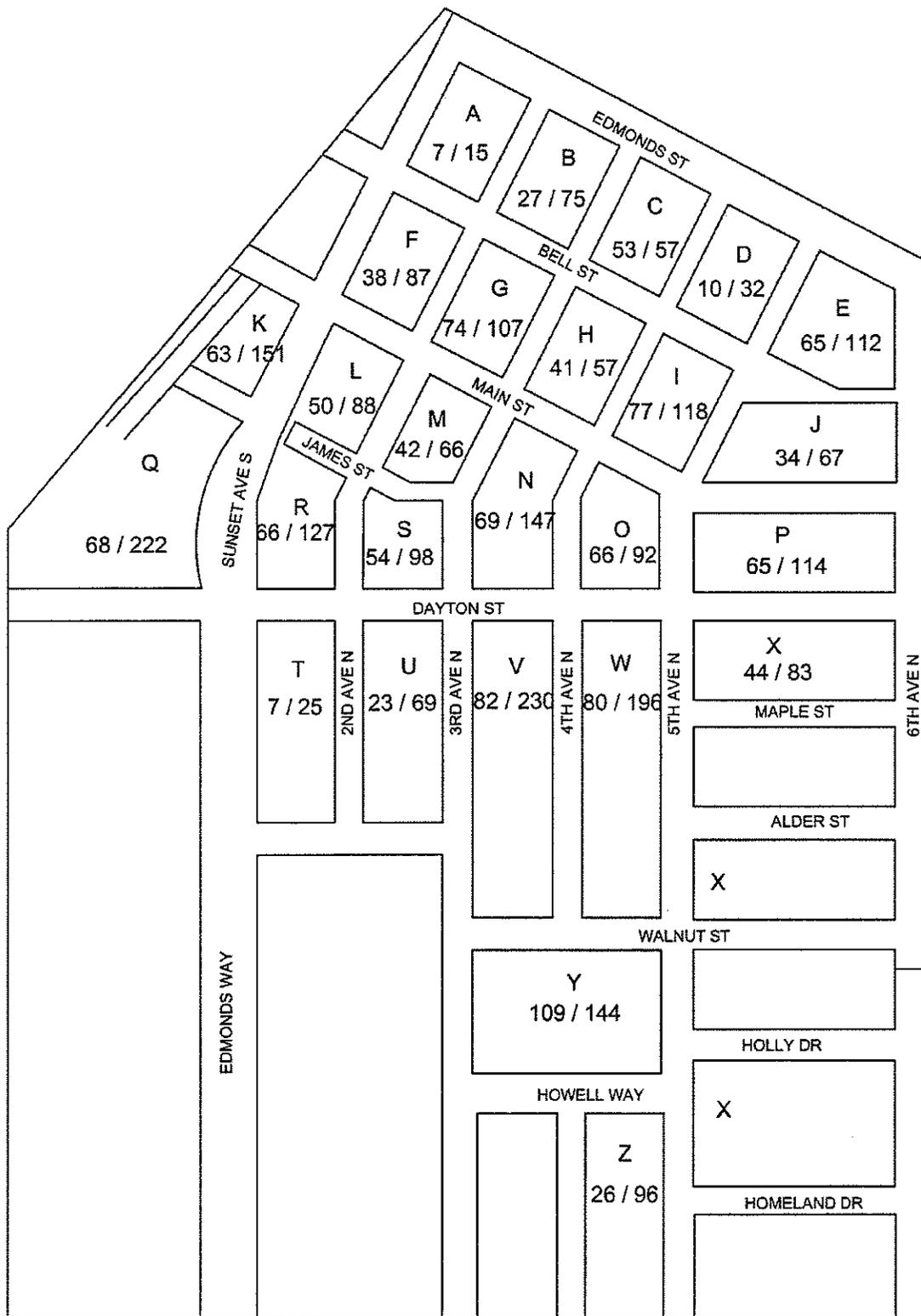
% Occupied 1-4:30 PM



City of Edmonds  
 Downtown Available On-Street Parking  
 by Block Face and Time  
 Study Conducted: Summer, 2001  
 by Development Services and the  
 Edmonds Alliance for Economic Development

Created by the City of Edmonds  
 Planning Department  
 December 9th, 2002





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**Downtown Edmonds Parking Study**  
**Off Street Parking Totals**  
**City of Edmonds 2001 Count Data**  
**Figure 5**

Figure 6  
Number of Vehicles Parked by Length of Time

5th Avenue Corridor  
168 Spaces

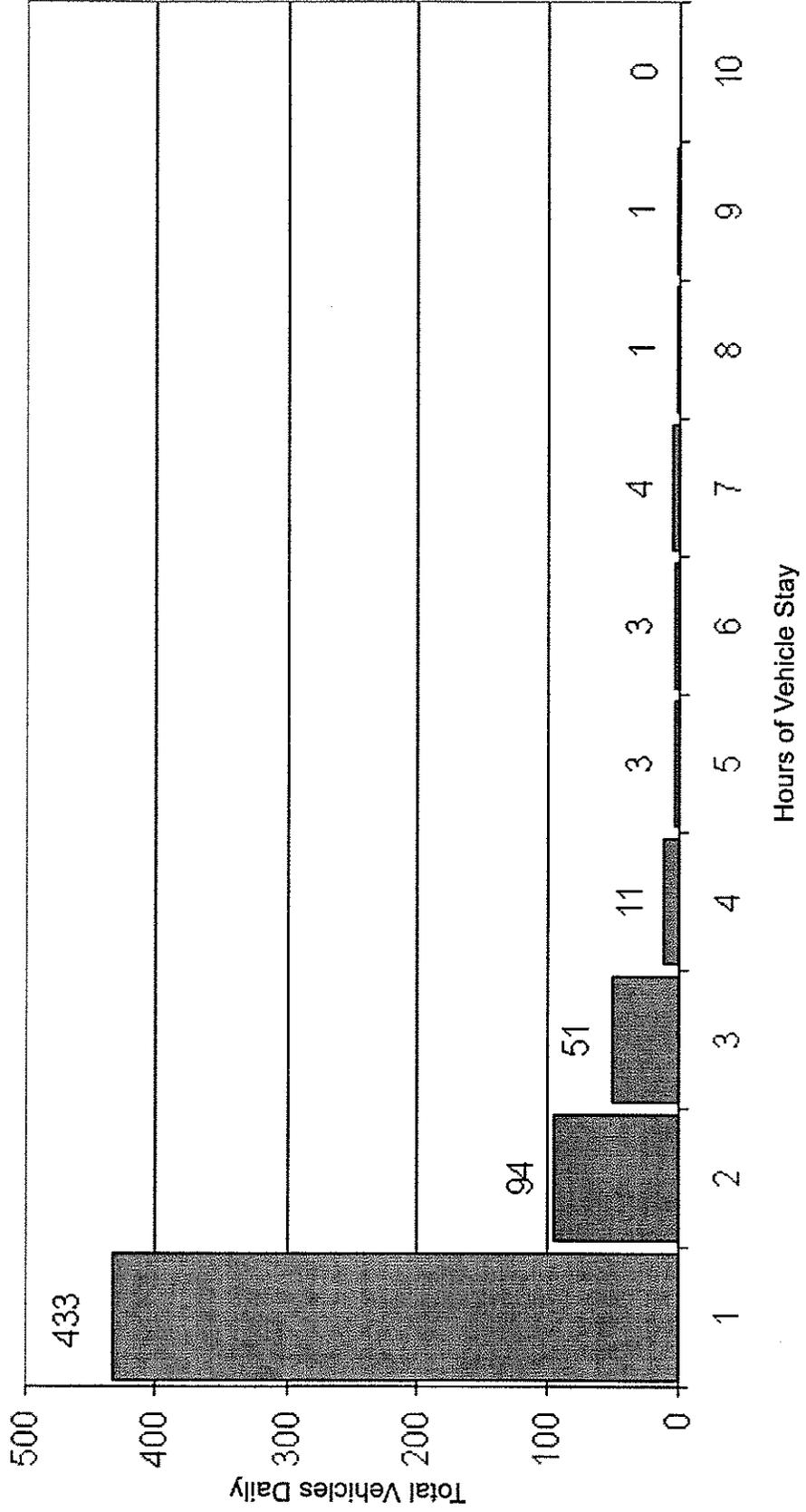


Figure 7  
Number of Vehicles Parked by Length of Time

Main Street Corridor  
168 Spaces

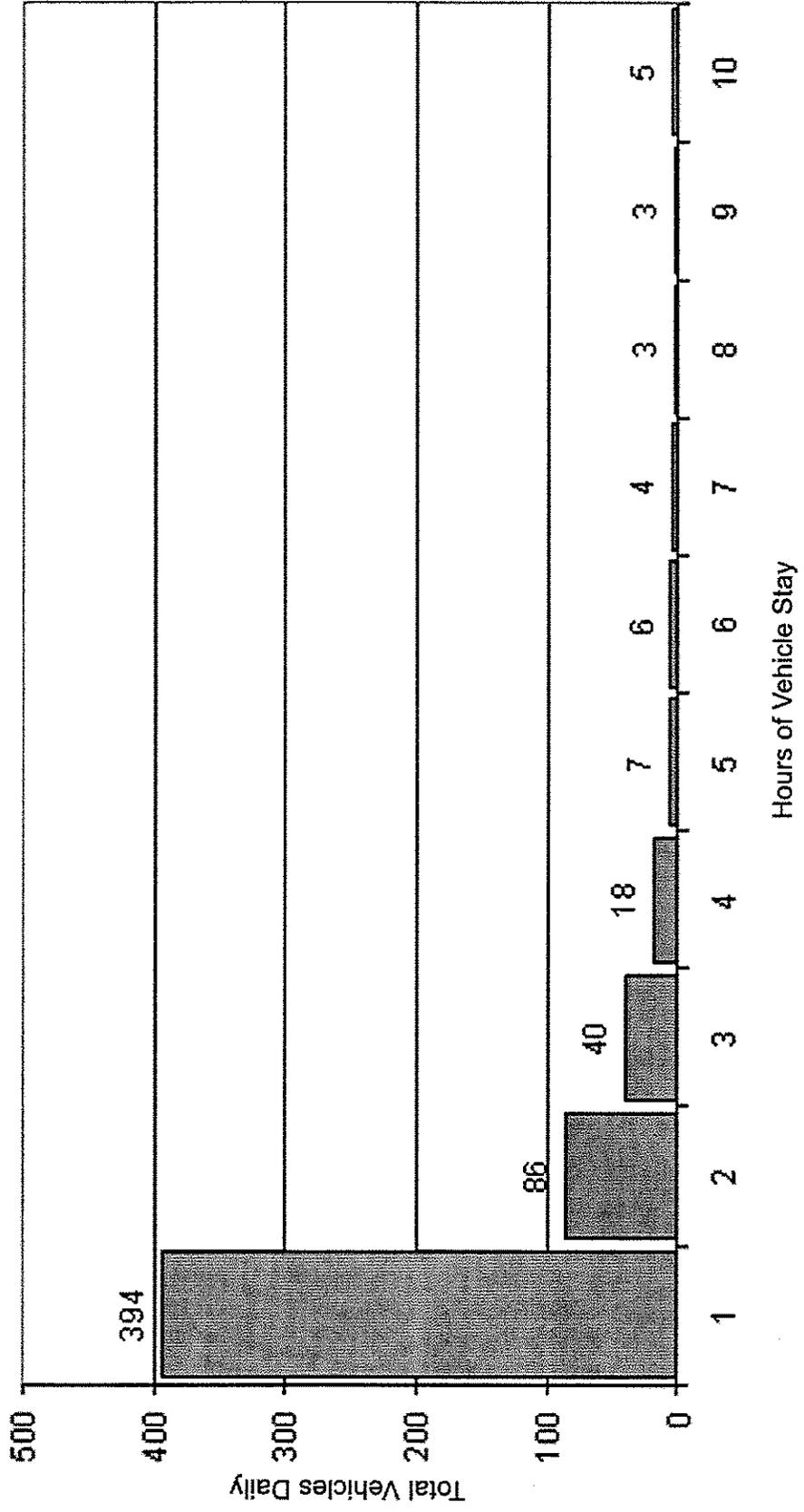


Figure 8  
Number of Vehicles Parked by Length of Time  
Employee Permit Area North  
220 Spaces

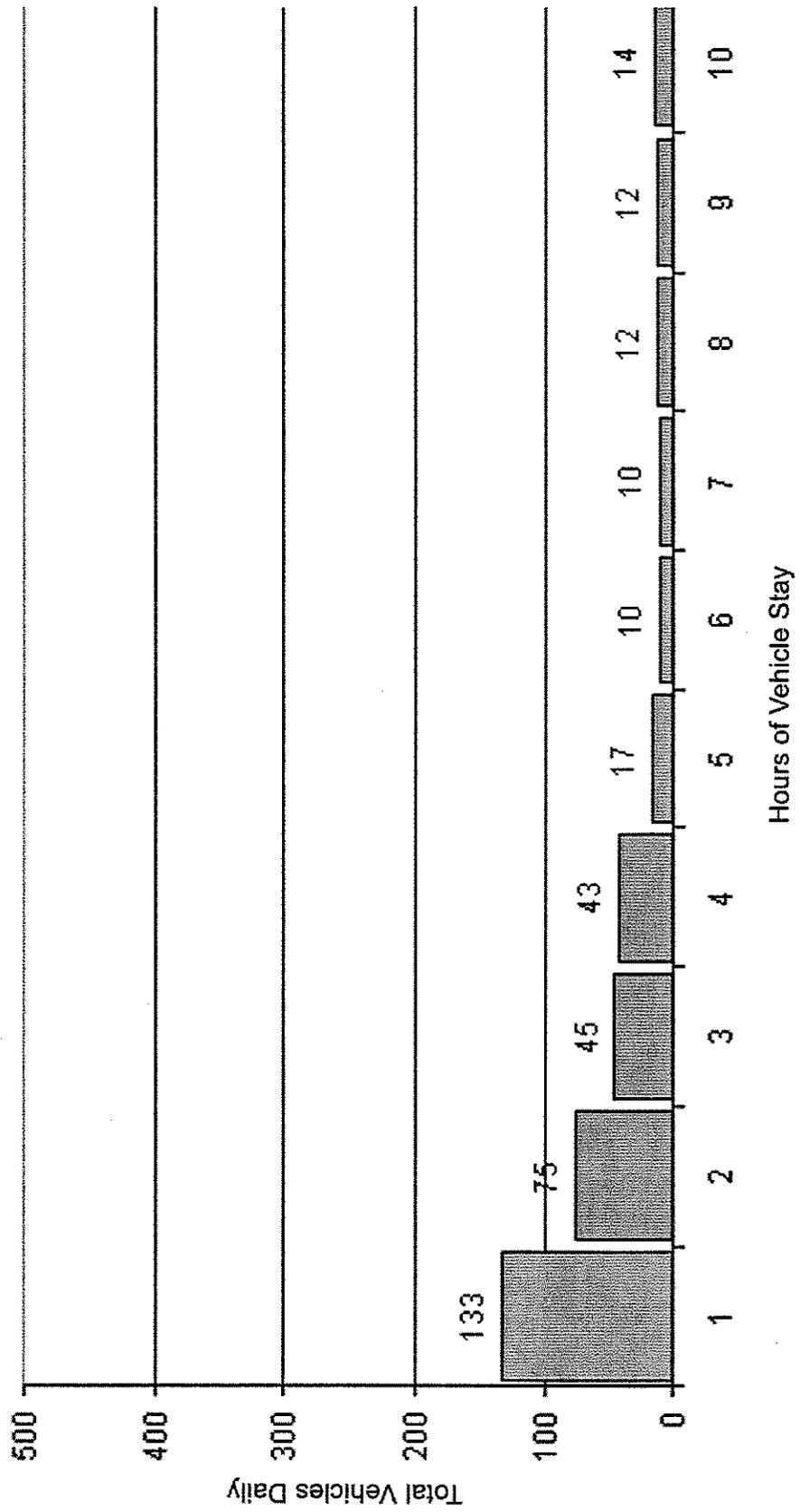


Figure 9  
Number of Vehicles Parked by Length of Time

Employee Permit Area South  
159 Spaces

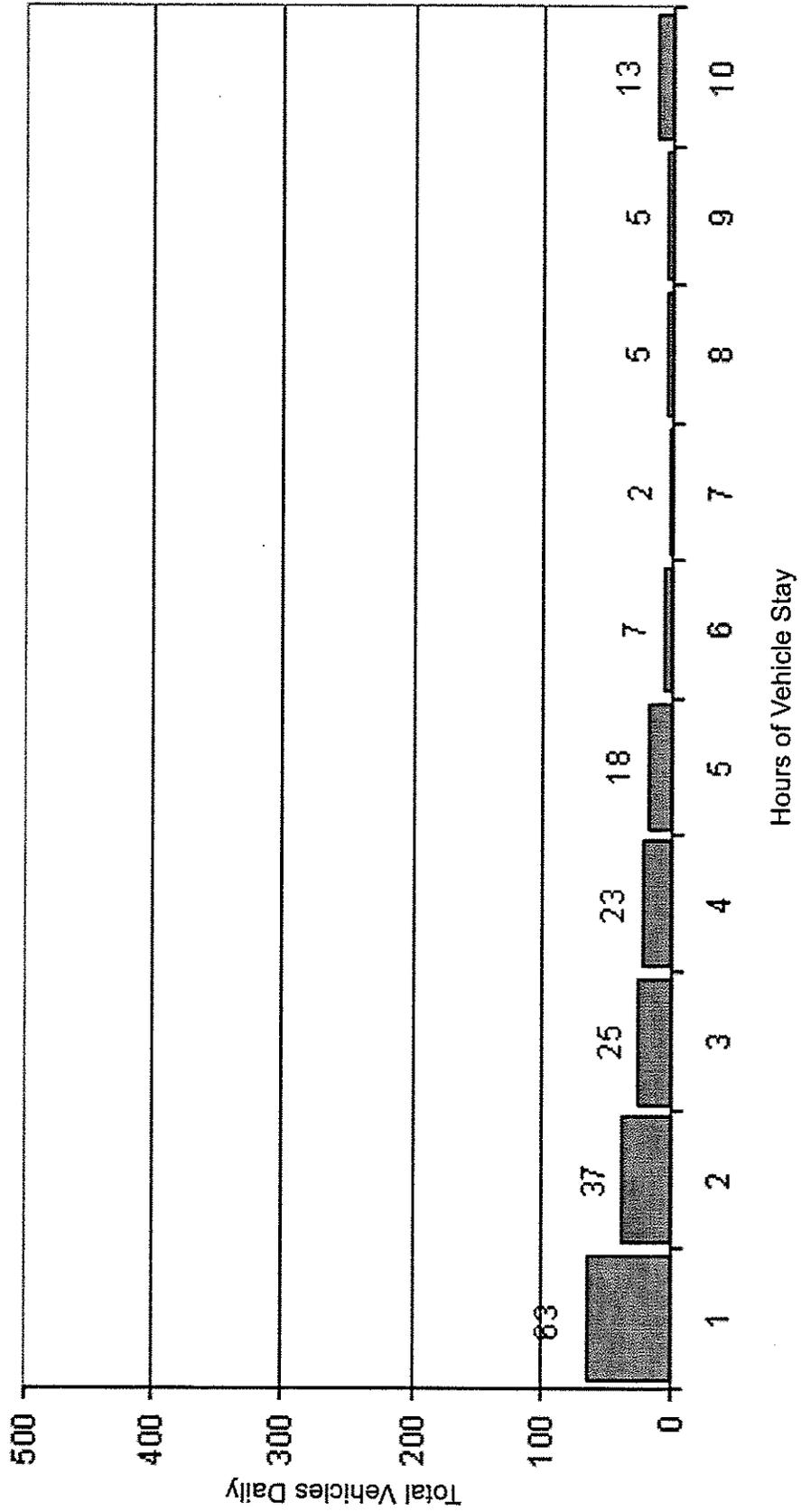


Figure 10  
Number of Vehicles Parked by Length of Time

4th Avenue Lot  
(3 Hour Spaces Only)  
11 Spaces

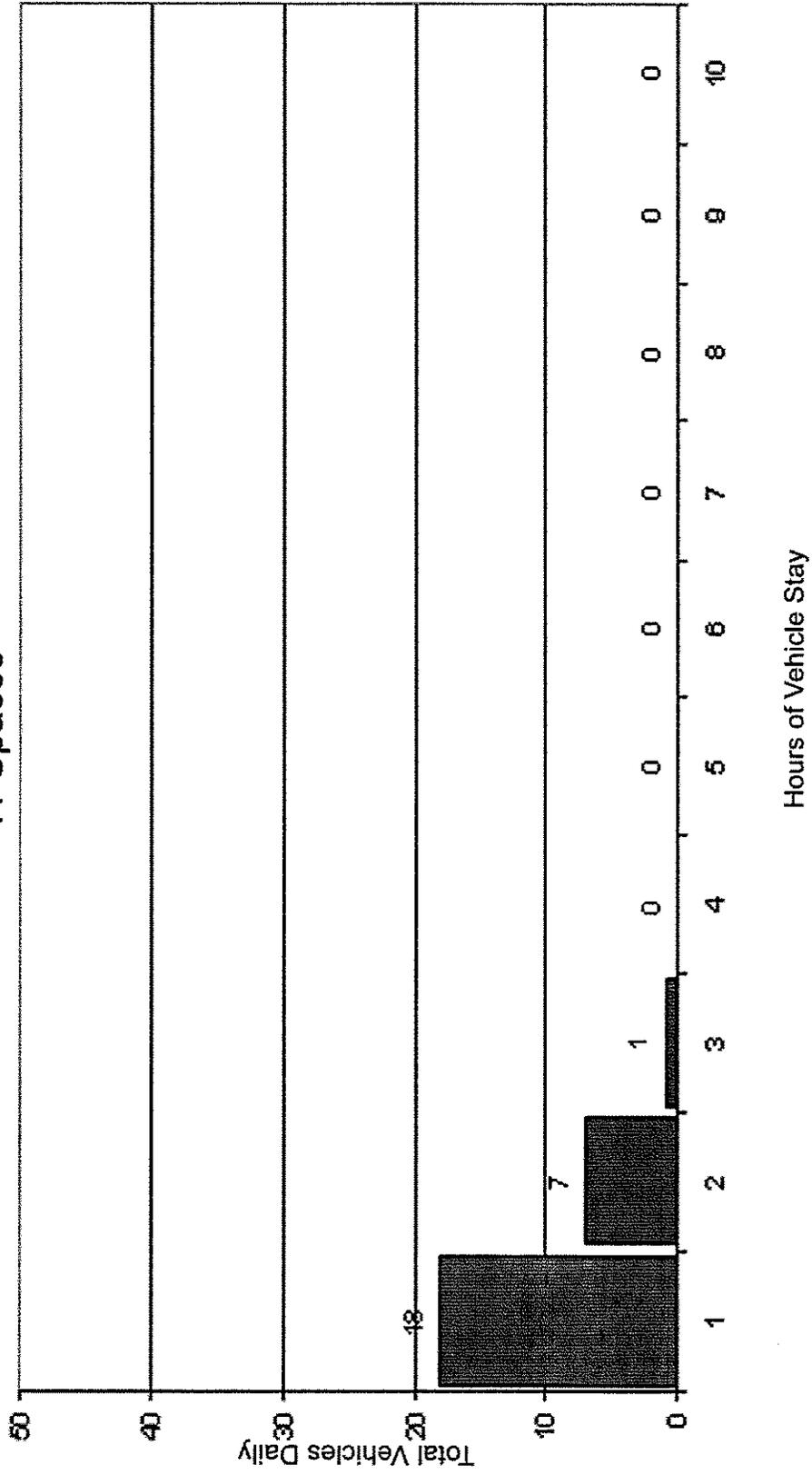


Figure 11  
 Number of Vehicles Parked by Length of Time  
 Public Safety Building Lot  
 (3 Hour Public Only)  
 72 Spaces

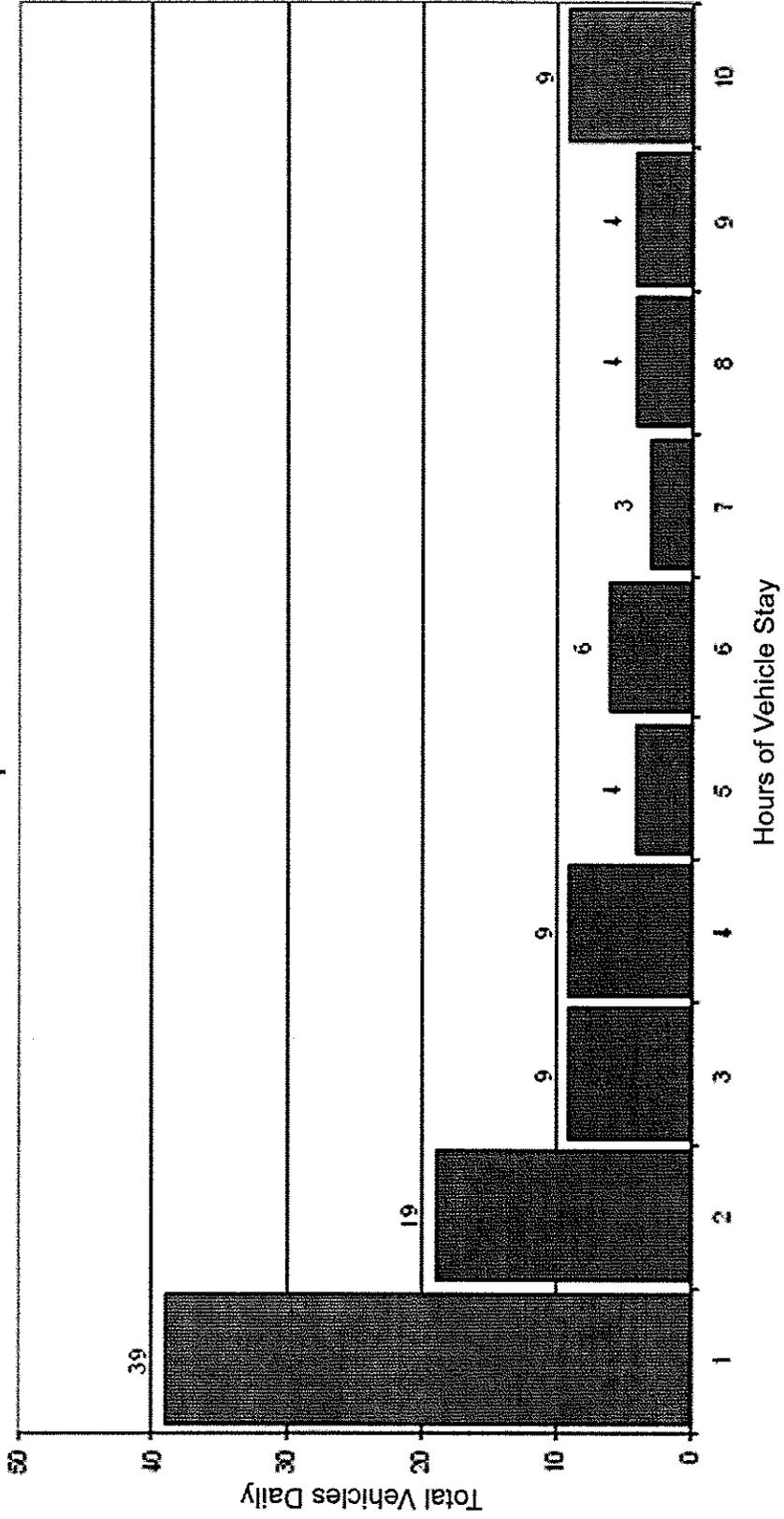
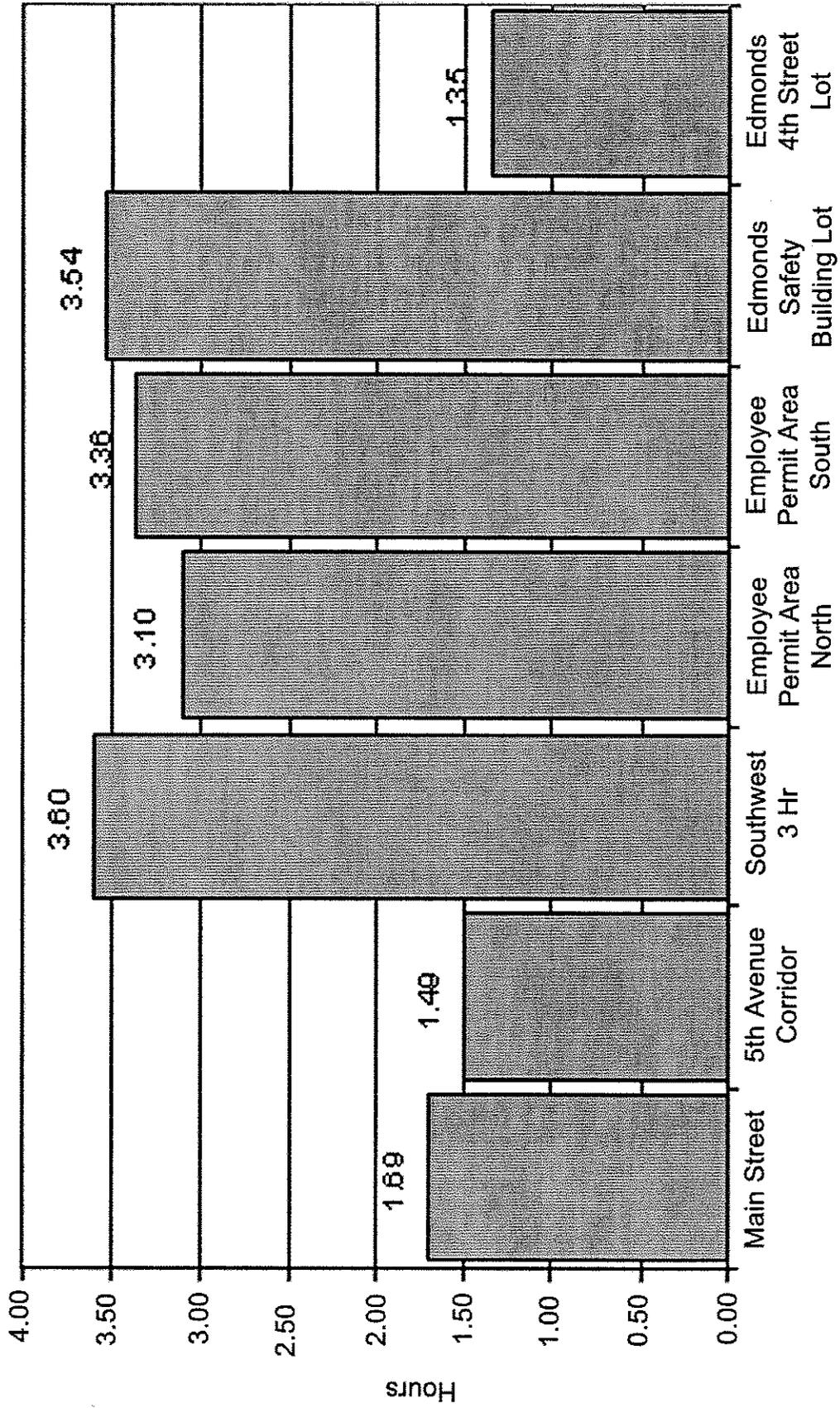


Figure 12  
Average Length of Stay by Area



**Table 1** shows that while only 2 percent of spaces in the Fifth Street corridor are occupied for seven hours or more, 13 percent, or 22 cars, are parked on Main

**Table 1  
Downtown Edmonds On Street Parking Occupancy by Area**

<b>Study Area</b>	<b>Peak Hour Occupancy (11 AM to 1 PM) *</b>	<b>% Occupied 7 Hours or More by One Car**</b>	<b>Number of Permit Parkers*</b>	<b>Peak Hour**</b>
<b>Main Street Corridor</b>	77% (146)	13% (22)	n/a	12 AM
<b>Fifth Avenue Corridor</b>	65% (107)	2% (4)	n/a	11 AM
<b>North Permit</b>	46% (126)	20% (44)	47	1 PM
<b>South Permit</b>	66% (145)	16% (39)	42	10 AM -1 PM
<b>Southwest</b>	52% (28)	20% (13)	n/a	5 PM
<b>Public Safety Parking Lot</b>	56% (41)	28% (20)	n/a	1 PM
<b>Fourth Street Parking Lot</b>	64% (9)	None	n/a	11 AM-1PM

\*Data from Summer 2001 Study

\*\*Data from Fall 2002 Study

Street for seven hours or more. If these spaces had not be occupied for so long, they could have provided spaces for the average time of 1.7 hours for 90 vehicles instead of the 22 who did park there. These additional 68 vehicles may have been transporting shoppers, clients or other people who would have spent money or otherwise taken advantage of downtown activities.

In response to community concerns, the City is considering converting **Walnut Street** from Third to Fifth Avenues South to a three hour zone. Citizens have stated that ferry users park vehicles overnight and sometimes for many days along their street. The October 2002 survey shows that of the 42 spaces inventoried on Walnut Street, 13 spaces or 31 percent were occupied for seven hours or more. Of the 48 vehicles parked in the 42 spaces, 16 were parked for three hours or less and 19 were parked for four to six hours. The survey does not reveal if those parked for seven hours or more, parked overnight or were ferry users. However, a significant number of spaces were occupied long term.

## Parking Usage as a Percent of Land Use

Off-street parking requirements for new development are based on the amount and type of land use. Municipalities often have had to rely on standards set by other communities or developers that may or may not be relevant. Edmonds currently requires downtown residential units to have one off-street parking space for a single-family house and two parking spaces for a multi-family unit. Other standards are the same throughout the community and range from one parking space per 300 SF for retail to one space per 800 SF for office commercial with no on-site customer service.

Currently, there are approximately 3,500 downtown parking spaces (900 on-street parking spaces and 2,674 off-street parking spaces) serving a total of 890,000 SF of development. According to the 2001 survey, existing code would require 3,279 parking spaces. So existing parking exceeds land use requirements by 356 spaces. And in fact, many of these spaces remain unoccupied. At peak usage time, only 1,832 spaces are occupied. Existing use of both on and off-street parking, assuming one space for residential use, is about **one space per 480 SF of development**. This includes both on and off street parkers. This analysis of occupancy rate and occupancy by square feet of development suggests that the parking supply in the downtown is currently overbuilt.

## Stakeholder Interviews

To fully understand the range of concerns about downtown parking, we conducted a series of stakeholder interviews with professional business owners, retail business owners, downtown residents, property owners/developers and City officials. This section discusses the parking issues they identified

Stakeholders identified a wide range of problems including:

- Mostly employee abuse (20%)
- Ferry parking is still a problem (20%)
- Lack of enforcement /Difficulty enforcing (20%)
- Only related to events at Floral Center such as Rick Steves' seminars (20%)
- Shortages on Saturday morning (10%)
- Shortages in afternoons (20%)
- Shortages in evenings (20%)
- Shortages in summer (20%)

While noting that there are some isolated problems, 80 percent of the interviewees advised us that there really wasn't a significant parking problem in downtown Edmonds. Only one interviewee noted complaints from customers having to walk more than a block and he dismissed those complaints as part of business.

While most interviewees approved of the "in lieu" program, about half of them advised us that the program was not working as it should. They were concerned that the money collected was not being spent on developing new parking spaces. One developer noted that a building he constructed had a few surplus spaces that the City could have purchased with "in lieu" funds but was declined. Another felt that the rates were too high to attract developer investment.

About 40 percent thought the downtown employee permit program was a good idea, while 20 percent thought it was a bad program. The supporters felt that it provided more on-street space for customers; the detractors felt that it circumvented the need for employers to provide sufficient off-street parking that would eventually lead to a greater shortage of parking as downtown sites redeveloped. Two people thought that the program should be expanded geographically and one person felt that parking ratios should not be reduced.

Two of the interviewees advised us that a program was needed to educate employees about the impacts on their business from employees parking in "customer" zones. Some also felt that more enforcement was required even though that might be a double edge sword for customers. One respondent felt

that enforcement was not justified yet, since there was no parking problem and the enforcement program would not likely be able to recover costs.

Two of the interviewees advised us that signage was needed to show people where to park, particularly for access to off-street facilities. The parking facility at the Public Safety building was noted as a key resource needing signage. One interviewee suggested the "blue parking signs" used in Europe to lead to even two or three spaces.

Two of the interviewees suggested that on-street parking could be increased by

- Painting boxes for each parking space to eliminate one car parking in space that could accommodate two cars, and
- Reducing the clear-zone setbacks from corners to provide more spaces since traffic speeds in the downtown were lower.

Several interviewees thought that shared parking alternatives should be explored more rigorously. One respondent noted that the rate of 2 spaces per condo unit were excessive and most condo parking facilities were underutilized; either the ratio should be reduced or shared parking encouraged.

Finally downtown merchants express interest in being more involved with the downtown parking committee.

## **Peer Analysis**

To help understand best practices in parking, this study conducted a peer analysis of four other communities: Kirkland, Everett, Olympia and Jackson Wyoming. These communities are highlighted because they have something in common with Edmonds. For example, Jackson has an in-lieu program. Table 2 presents the findings of the peer review. This table compares Edmonds parking programs with the other communities in the areas of:

- Parking management.
- New development parking requirements.
- Existing development parking requirements.
- Shared parking.
- In-lieu programs.

**Table 2  
Parking Program Comparison**

<b>Parking Management</b>	<b>Edmonds</b>	<b>Everett</b>	<b>Kirkland</b>	<b>Olympia</b>	<b>Jackson WY</b>
<p>3 hour parking limit in downtown. Employees with permits may park all day in designated areas outside of core. Employers must purchase permits for \$25 a year. Can only purchase permits for 75% of employees. Last year City sold about 350 permits. City ordinance makes it illegal to move car from place to place in the strictly 3-hour area. City has two parking lots that it leases. One for ferry walk on- traffic-\$35 a month-72 spaces; the other 14 on 4<sup>th</sup> Street. Waiting list is 10 years. Edmonds has about 1,000 public parking spaces</p>	<p>Downtown parking has time limit. Long-term parkers must park outside core or in parking lots or structures that have a monthly charge.</p>	<p>Kirkland restricts its on street parking primarily to two hours although it does have some 4-hour and 15-minute spaces. It has a 450 space parking garage and two surface lots with a total of 180 spaces that have no charge. Workers park in garage. All downtown workers must register and may not park on the street. City has a total of 1,094 spaces available to the public. City has 1.5 FTE enforcement. Parking enforcement is a revenue producer in part because it has metered parking</p>	<p>Three tier downtown parking system. 350 90-minute free parking in downtown core. Surrounding core are 550 3-hour meters costing 35 cents an hour. On the outskirts of downtown are over 1450 nine-hour meters costing 35 cents for 90 minutes. Also city has three parking lots with monthly and hourly parking. Also private parking lots</p>	<p>Downtown core parking is two hours. In the summer periphery parking is unregulated. Private businesses responsible for worker parking. City has 3 FTE parking enforcement</p>	

<p><b>Off Street Parking Development Requirements</b></p>	<p>Downtown parking requirements same for non-residential. For residential single family-one space per unit, multiple residential- two spaces. Retail stores regardless of location one space per 300 SF. Business not providing on-site customer service, one space per 800 SF, providing on-site customer service one space per 400 SF.</p>	<p>City has separate requirements for downtown. Downtown a restaurant, or a microbrewery does not have to provide any spaces; elsewhere must provide 1 space per 100 SF. In downtown an office must provide 1 space for 800 SF; elsewhere 1 per 400 SF. Retail does not have to provide any for stores less than 10,000 SF downtown; elsewhere 1 per 300 SF.</p>	<p>Downtown requirements: Residential uses 1.7 spaces for each dwelling unit; one space for each assisted living unit. Restaurants and taverns-one space for each 125 SF. All other uses one space for each 350 SF.</p>	<p>Downtown has a 10 % reduction in parking. All residential buildings and uses in downtown exempt parking area are exempt from vehicle parking standards; must provide bicycle parking, however. All new commercial building or expansions totaling over 3,000 SF must meet parking and bicycle standards</p>	<p>No difference between downtown and other area parking requirements</p>
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<p><b>Off Street Requirements for Existing Structures</b></p>	<p>For a change in use or an addition that increases parking requirement by 10 to 100 %, must provide number of spaces required by new development or use. If change requires an increase of 100 %, development must provide the entire amount of parking that use would require</p>	<p>Buildings that existed before zoning regulation went into effect do not have to provide the additional spaces required.</p>	<p>For any floor area that existed before 2002 owner does not have to increase number of spaces; based on adjustments by amount of assessment under LID</p>	<p>Buildings built before 2002 located within the exempt area are exempt, but must comply with bicycle standards</p>	
<p><b>Shared Parking</b></p>	<p>Up to 50 % of parking required for nighttime uses may be supplied by parking serving primarily daytime uses and visa versa. Up to 100 % of off street church parking may be supplied by parking serving daytime uses.</p>	<p>Two or more uses may share parking spaces. Required parking is equal to the greatest number of required spaces for uses operating at the same time</p>	<p>Shared parking or a decrease in parking is permitted if the number of spaces proposed is documented by an adequate and thorough parking demand and utilization study. But nobody uses shared parking option because there is no significant parking in downtown.</p>	<p>When uses have distinctly different hours uses may qualify for a shared parking credit that does not exceed 50 % for total parking supply</p>	<p>Assumes everybody has a 60 percent shared parking ratio in downtown</p>

<p><b>In-Lieu Programs</b></p>	<p>New development can meet part of the parking requirement through a contribution to the parking fund. Parking fund used exclusively for projects intended to provide parking supply. Currently the fee is .</p>		<p>Development may meet its parking requirements by paying a \$6,000 per space fee. Downtown businesses think this is too high. In 20 years have only received about \$280,000. City is considering different approaches to make it work; may require in-lieu fee and not give option to build parking on-site</p>		<p>Jackson charges an increasing fee; \$1,000 a stall in-lieu parking fee for first 4 spaces and up to \$10,000 when over 16. It has collected almost one million dollars since 1988 and has built one 54 space surface parking lot. Current ordinance requires a certain number of spaces provided on-site.</p>
<p><b>Parking Structures</b></p>		<p>Everett Station currently has some unused parking City is using</p>	<p>Used LID to build a parking garage in 80s.</p>	<p>Used LID and other funding to build parking garage</p>	<p>Currently looking at a couple of front-end public-private partnerships in which a bank will build the parking lot and Jackson will use its in-lieu funds to lease the spaces</p>

## **Chapter 3: Downtown Parking Strategies**

The major tools Edmonds has to ensure it provides the appropriate amount and type of downtown parking are the:

- Management of existing on-street parking supply to ensure its best use.
- Appropriate parking regulations for new development.

A third longer term and very costly tool is the development of structured or additional public parking in the downtown. However, appropriate use of the first two tools limits the need for structured parking or pushes it further into the future.

This chapter focuses on strategies using the first two tools: management of existing parking and regulations for new development. It identifies the costs and revenue potential for these strategies. It also discusses the important role of enforcement. These proposed strategies are based on the information presented in Chapter 2.

### **Downtown Parking Management Strategies**

To ensure an adequate parking supply, the City of Edmonds must have a comprehensive downtown parking management program that includes aggressive enforcement and ongoing evaluation. A parking management program will eliminate or delay the need for costly structured parking. The need for parking in the downtown is different from other areas of the city in that uses are close together so visitors may park in one space for multiple purposes including work, shopping, recreation and personal business. Therefore, parking must be considered comprehensively as opposed to by each use and site. Data from the 2001 summer survey indicate that on-street parking is not at capacity, allowing visitors to find parking within one or two blocks of their destination. As in most downtowns, Edmonds struggles to maintain on-street parking in its downtown core for shoppers, clients and visitors while providing for long-term downtown parking for workers outside the core. Edmonds has developed a fairly successful employee permit-parking program that allows downtown workers to park long-term outside the core of the downtown three-hour parking zone. This area is still relatively close to the center of the downtown but leaves core parking for short-term parkers. While the data from the 2002 survey of parking length show that the average length of parking on Main Street is 1.7 hours, there are still significant numbers of long-term parking scofflaws.

Main Street comes closest to capacity at a 77 percent occupancy rate during peak hour. Moreover, 22 percent of the spaces on this street were occupied by one vehicle for seven hours or more. Using the average occupancy of 1.7 hours on Main Street, this means that 68 additional vehicles could have used that parking during the business day. And, while Main Street parking is not at

block because that will simply move the problem to another street. Rely on the count and input from community to determine boundaries.

- Poll property owners within that boundary and seek at least 60 percent support for prohibited overnight parking zone.

Another issue the City has identified is handicapped parking in the downtown. Currently, there are no specific requirements for on-street handicapped parking although new regulations are under consideration that would require one handicapped parking space per block face. This could be met by providing that number of spaces in the downtown in appropriate locations not spaced out by block face. These proposed federal regulations have not been adopted yet. However, Edmonds could add a few spaces in the Public Safety Building lot and one space in the Fourth Street lot proposed for general public three-hour parking.

*Appendix A*

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Edmonds Parking Code Revisions

### **17.50.000 Purposes.**

The purposes of this chapter are:

- A. To reduce street congestion and avoid crowding of on-street parking space;
- B. To require adequate landscaping of off-street parking areas;
- C. To protect adjacent property from the impact of a use with inadequate off-street parking.

### **17.50.010 Off-street parking required.**

#### **A. New Uses or Structures.**

1. Off-street parking facilities which comply with this chapter shall be provided before any new use is begun, or any new structure is approved for occupancy. A detailed plan and provisions specifically setting forth the method and location by which the off-street parking required for the proposed use will be met, whether by construction, a joint use agreement, ~~and in lieu of parking fee~~, or any other method provided by this code, shall be filed and approved in conformance with the applicable provisions of this code before any building permit is issued.

2. If any change of use occurs, or any addition is built, additional parking spaces to meet the requirements of this chapter shall be provided.

3. In the downtown business area, all new uses in existing structures are considered to comply with the parking requirements set forth in this Chapter of the code

#### **B. Existing Uses or Structures.**

1. Existing uses or structures shall not be required to comply with the requirements of this chapter except under paragraphs B(2) or B(3) of this section, if they have off-street parking which complied with applicable regulations at the time the use began or the structure was occupied.

2. In the downtown business area, if an addition is built, which increases the number of off-street parking spaces normally required by this chapter, the number of new spaces required shall be based only on the square feet of the addition

3. Outside the downtown business area, if a change of use takes place, or an addition is built, which increases the number of off-street parking spaces normally required more than 10 percent but less than 100 percent, the number of additional off-street parking spaces required by this chapter for the new use or addition shall be required to be provided in addition to the number of spaces

previously existing. In no case shall the total requirement exceed that required by this chapter.

3. Outside the downtown business area, if a change of use takes place, or an addition is built, which increases the number of off-street parking spaces normally required by this chapter by 100 percent or more, the full number of spaces required by this chapter for the new use or the entire altered building shall be provided. [Ord. 2280 § 1, 1982].

**17.50.020 Parking space requirements.**

A. Residential.

1. a. Single-family dwellings: two spaces per dwelling unit, except within the downtown business area;

b. Multiple residential according to the following table, except within the downtown business area:

Type of multiple dwelling unit	Required parking spaces per dwelling unit
Studio	1.2
1 bedroom	1.5
2 bedrooms	1.8
3 or more bedrooms	2.0

2. Within the downtown business area:

a. Single-family Residential single family and multi family dwellings: one space per dwelling unit;

b. Dedicated Senior housing: one space for every two dwelling units

b. ~~Multiple residential: two spaces per dwelling unit.~~

3. Boarding house: one space per bed.

4. Rest home, nursing home, convalescent home, residential social welfare facilities: one space per three beds.

5. Single-family dwellings with accessory dwelling unit: three spaces total.

B. Business.

1. Within the downtown business area

a. All commercial uses one space per 500 square feet except for retail

2. Outside the downtown business area

a1. Retail stores, including art galleries, convenience stores, department stores, discount stores, drug stores, grocery stores, supermarkets: one space per 300 square feet;

b2. Furniture, appliances, and hardware stores: one space per 600 square feet;

c3. Services uses, including barber shops, beauty shops, dry cleaners, laundries, repair shops: one space per 600 square feet;

4. Medical, dental and veterinarian offices, banks and clinics: one space per 200 square feet;

5. Business and professional offices with on-site customer service: one space per 400 square feet;

6. Offices not providing on-site customer service: one space per 800 square feet;

7. Bowling alley: four spaces per bowling lane;

8. Commercial recreation: one space per 500 square feet, or one space for each customer allowed by the maximum permitted occupant load;

9. Car repair, commercial garage: one space per 200 square feet;

10. Drive-in restaurants, automobile service station, car dealer, used car lot: one space per 500 square feet of lot area;

11. Restaurant, tavern, cocktail lounge: if less than 4,000 square feet floor area, one per 200 square feet gross floor area; if over 4,000 square feet floor area, 20 plus one per 100 square feet gross floor area in excess of 4,000 square feet;

12. Plant nurseries (outdoor retail area): one space per five square feet of outdoor retail area;

13. Motels and hotels: one space per room or unit;

14. Retail warehouse, building materials yard: one space per 1,000 square feet of lot area or one per three employees;

15. Manufacturing, laboratories, printing, research, automobile wrecking yards, kennels: one space per two employees on largest shift;

16. Mortuary: one space per four fixed seats or per 400 square feet of assembly area, whichever is greater;

17. Marina: to be determined by the hearing examiner, using information provided by the applicant, and the following criteria:

a. The type of storage facility (moorage, dry storage, trailer parking) and intended use (sailboats, fishing boats, leisure boats),

b. The need to accommodate overflow peak parking demand from other uses accessory to the marina,

c. The availability and use of public transit;

18. Storage warehouse: one space per employee;

19. Wholesale warehouse: one space per employee;

20. Adult retail store: one space per 300 square feet;

21. Sexually oriented business (except adult retail store): one space for each customer allowed by the maximum permitted occupant load.

C. Community Facilities.

1. Outdoor places of public assembly, including stadiums and arenas: one space per eight fixed seats, or per 100 square feet of assembly area, whichever is greater;

2. Theaters: one space per five seats;

3. Indoor places of public assembly, including churches, auditoriums: one space per four seats or one space per 40 square feet of assembly area, whichever is greater;

4. Elementary schools, junior high schools, boarding schools (elementary through senior high), residential colleges and universities: six spaces per classroom, or one space per daytime employee, whichever is greater;

5. Non-residential colleges and universities: one space per daytime employee;

6. High schools (senior): one space per daytime employee;

7. Museums, libraries, art galleries: one space per 250 square feet;

8. Day-care centers and preschools: one space per 300 square feet, or one per employee, plus one per five students, whichever is larger;

9. Hospitals: three spaces per bed;

10. Maintenance yard (public or public utility): one space per two employees. [Ord. 3363 § 1, 2001; Ord. 3117 § 17, 1996; Ord. 2352 § 9, 1983].

#### **17.50.030 Calculations.**

A. Square Feet. Unless otherwise specified, square feet refers to the gross building square footage, including outdoor areas used for the same use (such as an outdoor eating area for a restaurant).

B. Combination of Uses. Combination of uses shall meet the requirement based on the sum of all the uses reduced by any applicable joint use provisions (see ECDC 17.50.060). Examples of such combined uses are: a furniture store with a retail display area and attached storage warehouse, a storage warehouse with attached office, a church with a parochial school, dwelling units with commercial uses and so forth.

C. Different Uses on Same Site. The requirement for different uses on the same site shall be the sum of all requirements for the individual uses, reduced by any applicable joint use provisions.

D. Uses Not Specified. Any use not listed above shall meet the requirements of the most similar listed use as determined by the community development director.

E. Fractions. When the requirements of this chapter result in a fractional number of parking spaces, one space shall be provided for a fraction of one-half or more, and no space shall be required for a fraction of less than one-half.

#### **17.50.040 Location.**

A. Permitted Uses in Residential Zones. Off-street parking shall be located on the same lot and within 100 feet walking distance of the use for which it is required.

B. All Other Uses. Off-street parking shall be located within 300 feet walking distance of the use for which it is required, except that the only requirement of the location of off-street parking required for a use in the downtown business area shall be that such parking be located within the downtown business area that is zoned for commercial business (BC). If

the off-street parking is not on the same lot as the use for which it is required, the owner or lessor shall provide to the city for recording with the county auditor an agreement specifying:

1. The location, by legal description or survey, of the off-street parking and the use for which it is required;

2. A restriction on the property designated for off-street parking that it may not be used for any other purpose unless the parking is no longer required for the use specified in paragraph B(1) of this section. [Ord. 2252 § 1, 1981].

#### **17.50.050 Standards.**

See Chapter 18.95 ECDC for size, construction and maintenance of off-street parking.

#### **17.50.060 Joint use.**

See Chapter 20.30 ECDC for joint use of off-street parking facilities.

#### **17.50.070 Downtown business area parking requirements**

~~A. In-Lieu Fee. The parking requirements for a business use in the downtown business area may be partially or entirely satisfied by payment of a fee in lieu of constructing off-street parking spaces.~~

~~1. The number of spaces allowed to be satisfied in this manner shall be determined as follows:~~

~~a. For those business uses whose total parking requirement is 10 spaces or less, the planning director, using the procedures set forth in ECDC 20.95.040, may approve in lieu payment for up to 50 percent of the required spaces.~~

~~b. For those business uses whose total parking requirement is 11 spaces or more, the planning director, using the procedures set forth in ECDC 20.95.040, may approve in lieu payment for one to five spaces.~~

~~c. For all business uses requesting in-lieu payment for more than 50 percent of required spaces where 10 or less spaces are required and for all business uses requesting in-lieu payment for more than five spaces where 11 or more spaces are required, the city council may grant approval after a public hearing using the procedures and notice requirements set forth in ECDC 20.90.010.~~

~~2. The criteria for determining the number of spaces eligible for payment in lieu of constructing off-street parking shall include the following:~~

~~a. The amount of available on-street parking in the immediate area;~~

~~b. The number of customers likely to be attracted by the particular use, as compared to the general category or use established by this chapter;~~

~~c. Whether the proposal will detract from the possibility of future central parking lots.~~

~~B. A. Downtown Business Area Defined. The downtown business area consists of all land zoned BC or CW and located in the area east of Puget Sound, south of Edmonds Street, west of Seventh Avenue, and north of Pine Street.~~

~~B. Exceptions to the required parking standards in the downtown area. When requested by the developer the hearing examiner, using information provided by the applicant, can decrease the required parking based on the following criteria:~~

~~1. Use of and proximity to public transportation~~

~~2. Ability to retain historic elements of building~~

~~3. ITE or ULI parking standards or specific use surveys that show the need for less parking~~

~~C. Developments that exceeds the minimum required parking set forth in this chapter are allowed to rent or lease parking over that requirement.~~

~~C. Criteria for Construction. The architectural design board shall use the following criteria in reviewing the construction of parking spaces in the downtown business area:~~

~~1. That the proposal will not lead to development of an area with buildings and parking lots alternating along the street frontage;~~

~~2. That the proposal is consistent with the comprehensive plan and the downtown parking plan.~~

~~D. Fee. The in-lieu fee shall be as set forth in Chapter 15.00 ECDC. The fee shall be paid before a building permit or occupancy permit is issued, whichever is earlier. The fee shall be deposited in the in-lieu parking fund maintained for that purpose.~~

~~E. Parking Fund. There is hereby created a special fund to be known as the "parking fund." All payments made to the city in lieu of~~

~~construction off-street parking spaces shall be deposited in such fund, upon receipt.~~

~~The fund shall be used exclusively for projects intended to provide an appropriate supply of parking spaces in the downtown business area, including, though not limited to, acquisition, design, construction, development and enhancement of on and/or off-street parking facilities. The fund may also be used for payment of general or limited obligation bonds, off-street parking revenue bonds, and for the acquisition of property by condemnation, purchase or lease for such parking facilities and for other expenses and costs incident thereto. [Ord. 2271 §§ 1, 2, 1982].~~

**17.50.075 Parking requirements for sexually oriented businesses.**

A. All off-street parking areas shall be clearly visible from the street.

B. Off-street parking facilities shall be illuminated by overhead lighting at a minimum average of 20 footcandles. Lighting shall be directed downward and away from external property lines. [Ord. 3117 § 18, 1996].

*Appendix B*

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Updating Occupancy and Length of Stay

## **Appendix B: Updating Occupancy and Length of Stay Data**

Now that the city has conducted an on and off-street parking inventory, an occupancy rate assessment and a length of stay study, it will be useful to update this information every two to three years. The new information can be compared with the base line to evaluate the effectiveness of the parking management program and the off-street standards.

### **Key Points**

- On-street parking is considered at capacity at about 85 percent occupancy.
- When assessing occupancy, it is much more useful to organize the data by block face and both sides of the street then by the four sides of a block.
- For on-street counts, choose a single day in which to conduct the count; preferably a Tuesday, Wednesday or Thursday of a week that does not have a holiday or some other special event in it. Choose the time of year based on concerns about parking availability. In Edmonds, that is most likely during the summer. Counting during the summer, however, will undercount employees and so may undercount the number of employee passes being used.
- On-street counts can be done on one day at two or three important times. Again choose the times based on issues of concern. For example, if the community is concerned about parking in a residential neighborhood, it might be best to do a count before 8:00 a.m. to get a base line of the number of cars parked on the street to compare it with mid morning.
- **Off-street public parking** should be included in the on-street parking assessment.

### **On Street Parking Counts**

Review the existing inventory to determine if there have been any changes. Then use the same map (included in the report) and the same form to collect data. Assess the boundaries of the study area to determine if it is still acceptable. New development may have affected parking patterns or enlarged the downtown core. If the boundaries of the study area change, consider what that means as you are comparing data; it may be useful to keep the new areas separate. The City employed the following excel form and it can be used again.

## Figure 1: Occupancy Count Sheet

### Downtown Edmonds Occupancy/Vacancy Count

Date: \_\_\_\_\_

Time: \_\_\_\_\_

Weather: \_\_\_\_\_

Special Conditions: \_\_\_\_\_

Block Ltr.	Block Face	On-Street Occupied	Employee Tags	Off-Street Occupied	Comments
	N			--	
	W			--	
	S			--	
	E			--	
	TOTAL				

As part of the occupancy count, identify restricted areas, handicapped spaces, and other issues that may affect parking. For example, check for good pedestrian access to parking.

### **Off Street Parking**

The summer 2001 study included off-street parking. This is a very important component of the overall parking situation in any downtown. However, it is not totally clear how accurate and useful the 2001 information is.

In the downtown area, there are three types of off-street parking:

- Public parking especially municipal parking that is not reserved for a specific business. This should be considered on-street parking because it plays the same role.
- Parking that is for specific businesses and their clients, customers etc..
- Parking that is for downtown residences.

To determine peak occupancy, off-street residence parking should be counted in the evening and business parking during the day. If some parking is shared between these two types of uses, count it during the day. This information will help explain how much parking is actually in total use and how much parking is available during the day. It may be possible to develop shared parking arrangements between daytime and nighttime parking.

Before the next parking count, it will be useful to update the inventory of off-street parking by use. Part of this task can be done by reviewing zoning permits of recently completed developments.

### **Length of Stay Study**

Assessing how long parkers stay in a space is key in evaluating the downtown parking management program. This type of study is based on recording license plates every hour over the course of a day. Figure 2 shows the form that this study used. Each number is a particular parking space and in each time slot the counter will enter the license plate of the car parked there. If there is no car parked there during a time period, the cell is left empty.

No.	8:00 - 9:00 am	9:00 - 10:00 am	10:00 - 11:00 am	11:00 - 12:00 pm	12:00 - 1:00 pm	2:00 - 3:00 pm	3:00 - 4:00 pm	4:00 - 5:00 pm	5:00 - 6:00 pm
E 1									
E 2									
E 3									
E 4									
E 5									
E 6									
E 7									
E 8					Handicapped				

5th Avenue  
east side

A license plate study is usually conducted over the course of a business day for somewhere between nine and 12 hours. After the count is completed, this data can be translated into how many hours each car parked in a particular space.

Analysis often makes most sense by area. This study looked at parking length of stay by key areas, Main Street, the Fifth Avenue corridor, and employee permit areas. It would be useful to continue to assess the data by these areas.