

# 2018



## City of Leavenworth, Washington Downtown Strategic Parking Management Plan

PROJECT SUMMARY AND RECOMMENDATIONS FOR PARKING MANAGEMENT

FINAL REPORT  
August 17, 2018



**RICK WILLIAMS CONSULTING**  
Parking & Transportation

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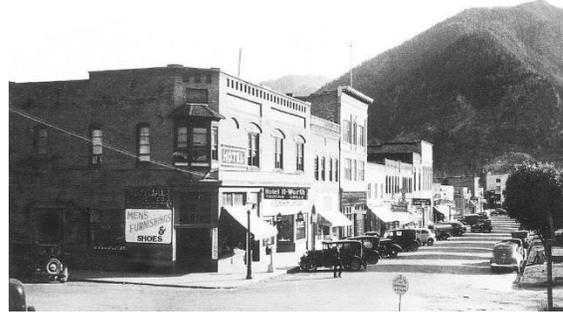
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## I. INTRODUCTION

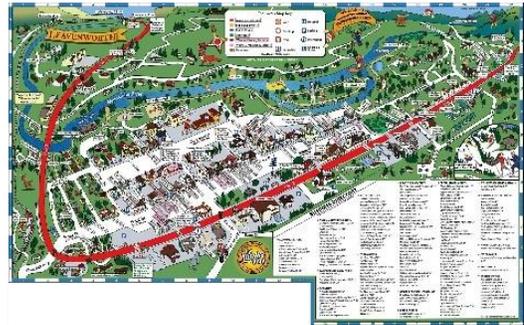
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Rick Williams Consulting (RWC) was retained by the City of Leavenworth to examine parking management issues for both the on- and off-street systems in its downtown. The project's goals were to:

- ◆ Provide insight into the current parking environment in downtown Leavenworth;
- ◆ Get input from stakeholders and City staff to better understand needs and foster stronger public support;
- ◆ Assess current and future opportunities;
- ◆ Review and suggest changes to the parking code; and
- ◆ Take advantage of innovative parking management concepts to promote a vibrant and attractive downtown.



Located in beautiful Chelan County, the former logging town of Leavenworth is thriving as a year-round tourist destination known for its nationally recognized Bavarian architecture. Downtown Leavenworth is lined with shops and restaurants that experience a heavy volume of traffic, creating a congested environment for pedestrians and impeding the growth of retail storefronts.



This thriving local economy presents a unique opportunity to reexamine the parking system. Parking will play a key role in balancing broader community goals for development, growth, and vitality with the preservation of downtown Leavenworth's charm. This report examines how the parking system is currently functioning and makes recommendations that will help Leavenworth continue to flourish. These recommendations are sensitive to the historic, pedestrian-friendly nature of downtown and recognize the importance of economic growth. The report also provides a basis for community discussion on enhancing the downtown parking system and experience. The information and recommendations in this report are intended to complement broader transportation and economic development efforts.

## II. EXECUTIVE SUMMARY

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RWC was retained by the City of Leavenworth to conduct an evaluation of its downtown parking system and to develop a comprehensive Strategic Parking Management Plan. Actual-use dynamics and access characteristics of the on- and off-street parking supplies in downtown Leavenworth were studied to create an objective data set. All recommended strategies have been informed by this data, as well as in-depth discussions and work sessions with the Downtown Stakeholder Advisory Committee (DSAC) and community input. The findings create the foundation for a comprehensive strategic parking management plan that responds to the unique environment, goals, and objectives of downtown Leavenworth.

Strategies proposed for consideration by the City of Leavenworth and its stakeholders are outlined below. More detailed descriptions of the study process, data findings, and the strategies themselves begin on page 10.

### A. Background

In advance of this report, four separate draft memoranda were produced and submitted to the City:

- ◆ *Proposed Guiding Principles for Downtown Parking Management – dated October 2017 (v2)*

This memorandum outlines a recommended draft set of Guiding Principles for the management of parking in downtown Leavenworth. The summary is intended to represent recommendations developed by the DSAC in work sessions with the consultant. Its aim is to ensure that the proposed Guiding Principles reflect the intent, purpose, and priorities of the DSAC for managing parking in the downtown. The Guiding Principles are included in full in Section IV of this report.

- ◆ *2017 Leavenworth Downtown Parking Study Data Summary – dated October 13, 2017 (v3)*

This memorandum provides a summary of findings for occupancy, turnover, duration of stay, and hourly patterns of activity for both the on- and off-street parking systems. All findings were derived from two separate days of data collection in July 2017. A brief summary of key data findings is provided in Section VII of this report. Copies of the complete data summary report are available from the City of Leavenworth.

- ◆ *Parking Code Review – dated December 26, 2017*

This memorandum provides a high-level summary of parking goals and policy and on- and off-street parking requirements, as well as a brief review of parking funds and rates. The memorandum concludes with a broad set of policy and code change recommendations for consideration by the City. Copies of this report are available from the City of Leavenworth.

◆ *Analysis: Revenue/Expense Scenarios – On-Street Paid Parking System – dated March 15, 2018*

Using occupancy and utilization data from the 2017 downtown parking study, RWC analyzed the financial feasibility and impacts of possible implementation of paid parking on-street in the downtown core zone. The analysis examines infrastructure, installation, and operating costs against three rate scenarios and forecasts these over a 20-year period. Adjustments are made for weekday/weekend occupancies and seasonal variation. Key findings of this analysis are summarized in Section VIII, Strategy 17 of this report. Copies of the entire analysis are available from the City of Leavenworth.

## B. Findings – System Performance

A substantial amount of data was collected, analyzed, and reported to the City and its Stakeholder Committee. Highlights include:

- ◆ **Solutions:** The total supply of parking is relatively small (2,515 stalls) and favors long-term on-street parking, serving primarily visitor and commercial demand. Data suggests the on-street and off-street supplies are heavily used and constrained. New systems need to be implemented to direct users to appropriate available supplies. Discussion between the City and area interests on how parking is allocated should continue.
- ◆ **Use (combined system):** The Saturday data counts revealed peak occupancy rates 17.8% higher than those found on Thursday. The difference is more notable in the off-street system, with a weekend peak of 72.1%. The average length of stay in on-street stalls is less than three hours on both weekdays and weekends, despite 97.6% of stalls being designated as No Limit parking.
- ◆ **High-Use Areas (On-Street):** The downtown study area stretches from Ski Hill Drive on the west to Commercial Street on the east, and from 14<sup>th</sup> Street on the north to 3<sup>rd</sup> Street on the south, encompassing 1,435 on-street parking stalls. Within a smaller “core zone,” parking is much more constrained. This zone comprises 512 stalls and is bounded by Highway 2 on the west, Commercial Street on the east, 14<sup>th</sup> Street on the north, and Mill Street on the south. The core zone sustains parking occupancies in excess of 85% over the nine-hour period from 11:30 AM to 7:30 PM.
- ◆ **Off-Street Parking Availability:** Off-street parking is generally available weekdays, with a peak-hour occupancy rate of just 51.7%. Saturday occupancies increase significantly to a peak of 72.1%. Publicly owned facilities generally operate at higher occupancies than the overall downtown, averaging over 90% on Saturdays.
- ◆ **Shared Use:** The majority of empty parking on both weekdays and weekends is located in privately owned off-street lots. Therefore, while these stalls may be *empty*, they may not be *available*. Shared use of underutilized private parking is a real opportunity. The study also collected data on several lots outside the study zone that demonstrated low to moderate use—again a shared use opportunity, especially when coupled with a possible shuttle link.

- ◆ **Surrounding Neighborhoods:** Surrounding neighborhoods may benefit from a separate engagement process that investigates the trade-offs of neighborhood parking management to further protect resident and guest parking access.

### C. Strategy Considerations

The strategies outlined below support solutions that grew from discussions among the City, its Stakeholder Committee, and the consultant team. All strategies are informed by study data and the agreed-upon Guiding Principles. Each strategy is presented with steps to be taken in the near-, mid- and long-term. Several strategies mutually and logically support one another.

A total of 27 strategies are recommended for implementation by the City of Leavenworth. Successfully completed, these strategies will improve the efficiency of the City's parking system and provide a solid foundation for decision-making and accommodating future growth. The fully detailed recommended parking management strategy list begins on page 31.

### Policy

- Formalize the Guiding Principles as policies in the parking and transportation system plan.
- Adopt the 85% Rule as the standard for measuring performance of the parking supply and triggering specific management strategies and rate ranges.
- Consider and implement the policy and code recommendations provided by RWC and described in *Parking Code Review – dated December 26, 2017*.
- Formally approve a process for paid on-street parking.

### Management and Administration

- Commit City staff time to manage the parking system and implement new programs.
- Establish a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in program implementation and review.
- Develop a reasonable schedule of data collection to assess performance.

### Improve Off-Street Parking

- Bring all City-owned parking lots up to a uniform standard.
- Identify off-street shared-use opportunities based on data from the 2017 parking study.
- Identify remote off-street parking locations for employee use.

- Establish an employee off-street parking permit program.
- Implement variable rate pricing of off-street parking for employees, based on demand.
- Confirm that all City-owned off-street facilities are compliant with ADA parking requirements.

### Improve On-Street Parking

- Convert on-street parking in the High-Occupancy Core Zone to 3-hour timed stalls.
- Install 5 hour signed time limits in all commercial areas outside the High-Occupancy Zone.
- Allow a controlled number of employees to park within the 5 hour time limited area with a valid permit.
- Evaluate the need to transition on-street parking to paid parking; converting 3-Hour parking timed parking to meters/pay stations in the Core Zone and 10-Hour meters/pay-stations in the 5-hour timed commercial area. The evaluation would occur no later than 6 months after full implementation of Strategies 14 – 16.

### Awareness

- Create a critical-path timeline to refine and improve the city's current parking signage system and logo. Incorporate the logo into on-street meter signage and at all City-owned lots and shared supplies, and in parking marketing communications.
- All on-street parking stalls on commercial streets should be clearly striped. This will make parking more orderly and convenient for users.
- Design, create, and launch a parking website with information for visitors and employees.

### Improve Access to Downtown

- Expand the bike parking network to create connections between parking and downtown.
- Collaborate with Link Transit to improve service to and from downtown.
- Improve pedestrian crossing of Highway 2 to encourage walking and increase safety.

### Residential Parking

- Develop and adopt a policy and process for the formation of Residential Parking Permit Zones in neighborhoods impacted by parking overflow from downtown commercial growth.

## **New Capacity**

- Explore expanding access capacity with new parking supply (e.g., garage) and/or transit.
- Explore and develop funding options for maintaining the existing parking supply and funding future growth.
- Expand capacity as necessary and feasible.

## **D. Summary**

Downtown Leavenworth is an active and vital commercial and tourist district experiencing increasing pressure on its parking supply. This will require more strategic coordination of the parking system. Overall, the strategies are designed to “get the right vehicle to the right parking spot” in a manner that supports the Guiding Principles developed as a part of this plan.

### III. FORMAT OF INFORMATION – GETTING TO SOLUTIONS

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This project provides the City and community stakeholders with an objective look at the parking situation in the downtown. This is the first time that accurate data on how the parking system performs has been compiled for this area. Information from the study is intended to provide a foundation for continuing discussion and the evaluation of strategies to improve the quality and ease of access in the downtown.

This report includes:

- ◆ Guiding principles (Section IV)
- ◆ Summary of downtown parking inventory (Section V)
- ◆ Measuring performance (Section VI)
- ◆ Key findings related to parking utilization (Section VII)
- ◆ Strategies for consideration (Section VIII)
- ◆ Summary comments (Section IX)
- ◆ Strategy matrix summary (Section X)

The strategies for consideration are intended to spark discussion between the City and stakeholders on policies and actions that will support a vital and growing downtown. As the City and its partners consider these strategies, discussion of the “who, what, and how” will be essential, and implementation may be reordered, accelerated, or moderated depending on community consensus, opportunity, and/or funding. The plan presented here is a new approach to parking in downtown Leavenworth, and changes can be expected.

## IV. GUIDING PRINCIPLES

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Parking is a vital tool in any downtown's economic development toolbox, and must be properly managed to ensure an efficient system of access that meets the needs of priority users. A successful downtown has a clear sense of place and comprises an exciting and attractive mix of uses and amenities. The role of parking is to support the realization of this vision. Simply put, *people do not come downtown to park*. They come to experience an environment that is unique, active, and diverse. A well-organized and sustainable parking system helps make it safe, easy, and convenient for them to do so.

Guiding Principles are priority statements for the management of parking. They provide a foundation for reasoned decision-making and ensure that priority parkers are accommodated and that roles and responsibilities are clearly understood.

### A. What We Heard

Through the study process, the consultant team identified the community's preferred outcomes for parking management. This includes input from five SAC work sessions and comments provided at two Public Open Houses held on May 2 and August 16, 2018.

- ◆ Get the right parker to the right stall. Make a place for every user.
- ◆ Ensure convenient, affordable, and available parking for tourists and customers.
- ◆ Make it easy for employees to park in places that do not conflict with tourists, customers or residents.
- ◆ Mitigate parking impacts in adjacent residential areas to ensure residents and their guests have priority access on neighborhood streets.
- ◆ Educate and encourage appropriate use.
- ◆ Create a "park once" system that lets users find a convenient space and take advantage of downtown's walkable environment.
- ◆ Diversify parking options to meet a variety of needs.
- ◆ Clearly communicate how and where to find appropriate available parking. Make parking understandable.
- ◆ Integrate on- and off-street systems to work for all users and support successful public-private partnerships.
- ◆ Expand alternative modes (bus/shuttle, bike, walk) and encourage their use.
- ◆ Plan for and respond to increasing demand for access to the downtown.
- ◆ Ensure that that public parking system pays for itself, recognizing that all users are beneficiaries of parking.
- ◆ Use pricing (as necessary) to ensure turnover of parking stalls.

## B. Guiding Principles – Elements of Parking Management

The results of stakeholder input can be summarized as seven Guiding Themes comprising nineteen Guiding Principles. Ideally, these will establish a basis for consensus and provide near - and long-term direction for parking management in the downtown.

### 1. City Role and Coordination

- a. **Primary Role (City of Leavenworth).** The City's role in providing public parking includes, in order of priority:

- Accommodating tourist and customer access downtown,
- Providing reasonable access for downtown employees in partnership with the private sector,
- Facilitating residential access in neighborhoods immediately adjacent to the downtown.

The cost for providing parking, especially off-street, is very high, and the City cannot be responsible for providing parking to all users. The City must prioritize downtown's public parking system for tourists and customers.

- b. **Primary Role (Private Sector).** Employee parking should be led by the private sector and through partnerships in which the City can reasonably participate financially or programmatically.

The private sector must take a lead role in providing parking for downtown employees. The City can complement the private sector role with surpluses in its supply and by providing safe, reliable, and effective non-auto access to downtown.

- c. **Effective Communications.** Provide high-quality, user-friendly communications to direct customers and visitors to appropriate available parking near their destination.

The City must ensure that signage and wayfinding leads downtown tourists and customers to available parking supplies that are suited to their destination and needs. This may require real-time monitoring and communication of available public supplies. Parameters of use (length of stay, pricing, etc.) must be clear and concise and not detract from the image of downtown. Communications systems must be reliable and easy to use and understand.

- d. **Stakeholder Support. Ensure that a representative body of affected private and public constituents routinely informs decision-making.**

Active participation by those affected guarantees understanding of, and agreement on, parking management. This will best be accomplished through an established parking advisory committee that reviews performance, serves as a sounding board for issues, and acts as a liaison to the broader stakeholder community.

## 2. Priority Users

- a) **On-Street System (downtown). The most convenient on-street parking will be preserved for the priority user: the tourist or customer.**

The on-street parking system in the downtown must be formatted in a manner that supports turnover and minimizes conflicts between the priority user and other users. For the most part, employees should not park on-street in the downtown, particularly when demand for tourist/customer parking is high.

- b) **On-Street System (immediately adjacent neighborhoods). The most convenient on-street parking will be preserved for the priority user: the resident or guest.**

As with on-street parking in the downtown, neighborhood parking must be formatted in a manner that ensures priority access and minimizes conflicts between residential and other users. For the most part, employees should not park on-street, particularly when demand for parking by neighborhood residents and guests is high. When demand is low or surpluses of parking exist, the City can accommodate non-priority users in the on-street system for interim periods.

- c) **On-street Turnover. The on-street parking system is a finite resource and will be managed to provide a rate of turnover that supports downtown vitality.**

Most users of the downtown favor on-street parking. This premium parking resource needs to be managed to provide a rate of tourist and customer turnover that supports downtown vitality. With this principle comes the recognition that continued growth in downtown parking demand will, over the longer term, need to be accommodated in off-street locations. Longer-term patron and employee parking must be managed so as not to conflict with customer parking, particularly on-street. On-street parking must be managed according to demand and time limits must meet the needs of priority customers. This will be supported by parallel efforts by the City and private sector to maximize off-street opportunities and increase alternative-mode options.

- d) **Off-street System.** Coordinate public and private off-street parking resources to meet employee demand; integrate with strategies to encourage walking, biking, riding transit, and carpooling/ridesharing.

All parking strategies, particularly for employees, should be coordinated with the City's broader transportation demand management goals and objectives to ensure that users have reasonable options available, including auto, transit, bike, walk, and rideshare). This effort should be pursued as a partnership between the City and private sector businesses.



### 3. Active Capacity Management

- a) **Optimize Utilization.** Manage the public parking system using the 85% Rule to inform and guide decision-making.

When occupancy rates routinely reach 85% during peak periods, more intensive and aggressive parking management strategies are called for. This "85% Rule" will facilitate reasonable and effective decision-making.

- b) **Resolve Constraints.** Parking demands in excess of 85% will require best practice strategies to minimize parking constraints.

Some strategies in the Downtown Parking Management Plan will be triggered by the 85% Rule. The City and the Parking Advisory Committee must be committed to moving forward with these strategies when parking demand requires them. Changes to the status quo can be difficult, but continued constraints in parking and access will adversely impact the downtown's success and ability to absorb growth.

- c) **Shared and Remote Off-street Parking.** Encourage shared parking in areas where parking is underutilized. This will require an active partnership with owners of private parking.

Private parking facilities in downtown and other locations may be underutilized. Efforts should be made to facilitate shared-use agreements and to direct parking demand to these facilities in order to optimize existing parking resources. This may require linking remote locations via shuttles or transit.

#### 4. Information Systems (Supply- & Customer-Based)

##### *Supply-based*

- a) **Monitor & Report on Utilization.** Implement performance measurements and reporting to facilitate decision-making.

Committing to a routine and objective system of measurement and reporting ensures that decision-making will be informed. Key metrics include occupancy, turnover, average duration of stay, rate of violation, and customer input. Performance monitoring also provides a basis for routine evaluation of program effectiveness.

##### *Customer-based*

- a) **Product Quality.** Provide and manage safe, user-friendly, and attractive on-street and off-street parking and communications systems in a manner that complements the quality of downtown and attracts patrons.

The parking system and its supporting programs should be of a quality commensurate with the quality of downtown Leavenworth itself. On-street parking should be uniformly managed and enforced to ensure understanding of allowed time limits. Off-street facilities should be of uniform quality and identity and create a clear sense of safety, convenience, understandability, and coordination with the pedestrian environment. Communications systems should be modern, professional, and effectively coordinated. All systems should be reliable and easy to use and understand.

- b) **System Communications.** Improve existing and create new information resources (outreach, education, maps, websites, apps, etc.) for use by the public and private sectors. Communications systems must be uniform and strategically coordinated.

Efforts should be made to improve understanding, awareness, and ease of use of the parking and access system. A clear schedule should be maintained for the dissemination of information. This could be coordinated through a partnership between the City, the Leavenworth Chamber of Commerce, hotels, venues, and other entities. High-quality communication and marketing materials should be integrated into a comprehensive package of services to inform and guide the parking public.



- c) **Branding & Wayfinding.** Augment and expand the existing wayfinding system that links parking assets and provides directional guidance, preferably under a common brand/logo.

Leavenworth has a good foundation for wayfinding in place. The City needs to ensure that all public parking resources are clearly identified and explained through branding and signage. This will increase awareness and understanding of how to access on- and off-street parking resources. A common brand unifies marketing materials, signage systems, and other communications and simplifies customer recognition and use of the system.



## 5. Integration with Other Modes

- a) **Encourage and facilitate increased use of alternative travel modes, particularly by employees, to free up parking.**

Vehicle parking should not be the only access option, particularly for employees. Every parking stall occupied by an employee means a lower rate of turnover and less access for tourists and customers. Employees should be given reasonable access to parking, but encouraged to use alternative modes that include walking, biking, transit, and ridesharing. Nearby residents should be encouraged to use Leavenworth’s sidewalk system to access downtown. Community members from greater distances should be encouraged to bicycle and ride transit for downtown access. Providing safe and reliable non-auto modes of access relieves pressure on the parking system, enhances the attractiveness of downtown, and accommodates nearly all types of users.

- b) **Bicycle Parking.** Increase bike parking on- and off-street to enhance the broader bicycle network.

The City of Leavenworth’s bike parking network should be as effectively formatted as the auto parking system. On- and off-street parking facilities for bicyclists are efficient and low-cost.

## 6. Planning for Future Supply

- a) **Planning & Funding.** Planning for future parking supply will be strategic and routinely evaluated to ensure the City is ready to respond to growth, while recognizing that assembling funding takes time and will require a varied package of resources and partnerships.

The City must plan for its future needs and begin long-term planning efforts to assemble funding and partnerships necessary to growth.

## 7. Financial Viability

- a) **Fiscal Stewardship.** All parking operations must be financially sustainable.

Parking revenues should cover the cost of operations, as well as providing reasonable surpluses to ensure the highest quality access product, customer convenience, system maintenance, safety, and service delivery. This will require multiple sources of revenue for parking operations, maintenance, and system growth. Revenue sources can include leases, enforcement fees, hourly rates and other user fees, and/or partnerships with the private sector.

## V. PARKING INVENTORY SUMMARY

RWC inventoried all on- and off-street parking in the study area. This section summarizes that effort.

### A. Study Area

The study area was determined during the initial project scoping process by the City of Leavenworth and the consultant team. It generally includes the area north of Commercial Street, south of Evans/Birch/Poplar, east of Ski Hill Drive/3<sup>rd</sup> Street and west of 14<sup>th</sup> Street. Figure A illustrates the study area.

Figure A: Downtown Parking Study Area



### B. Key Findings

Table 1 summarizes on- and off-street parking in downtown Leavenworth. There are 2,281 stalls in the study area, 846 (37%) on-street and 1,435 (63%) off-street.

Table 1: Leavenworth Parking Inventory by Use Type

Stall Type	Stalls	% of Total
15 Minutes (Signed)	1	0.1%
30 Minutes (Signed)	9	1.1%
No Limit	826	97.6%
ADA accessible	5	0.6%
Reserved	3	0.4%
Motorcycle Only <sup>1</sup>	2	0.2%
<i>On-Street Supply Studied</i>	<i>846</i>	<i>100%</i>
<i>Off-Street Supply Studied (49 sites)</i>	<i>1,435</i>	<i>86.0%</i>
Total Off-Street Supply (70 sites)	1,669	100%
<b>Total Supply Studied</b>	<b>2,281</b>	<b>90.7%</b>
<b>Total Supply</b>	<b>2,515</b>	<b>100%</b>

### On-Street

As Table 1 indicates, on-street parking in the study area includes a mix of time-limit options, comprising five categories and ranging from 15 Minutes to No Limit.

- ◆ There are a total of 2,515 parking stalls in the study area, 846 on-street and 1,669 off-street.
- ◆ Nearly all on-street parking (97.6%) is unregulated parking allowing unlimited stays.
- ◆ High-turnover (15- and 30-Minute), ADA, Reserved and Motorcycle stalls account for 20 total parking spaces in the on-street supply.
- ◆ With the large number of No Limit stalls, the current format favors long-term parking. Reformatting time limits to include more short-term parking should be considered to encourage retail development.

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<sup>1</sup> There are four total motorcycle designated areas in the study area, but two stalls were angled and large enough to fit automobiles. These specific stalls were observed due to automobiles parking in the signed space.

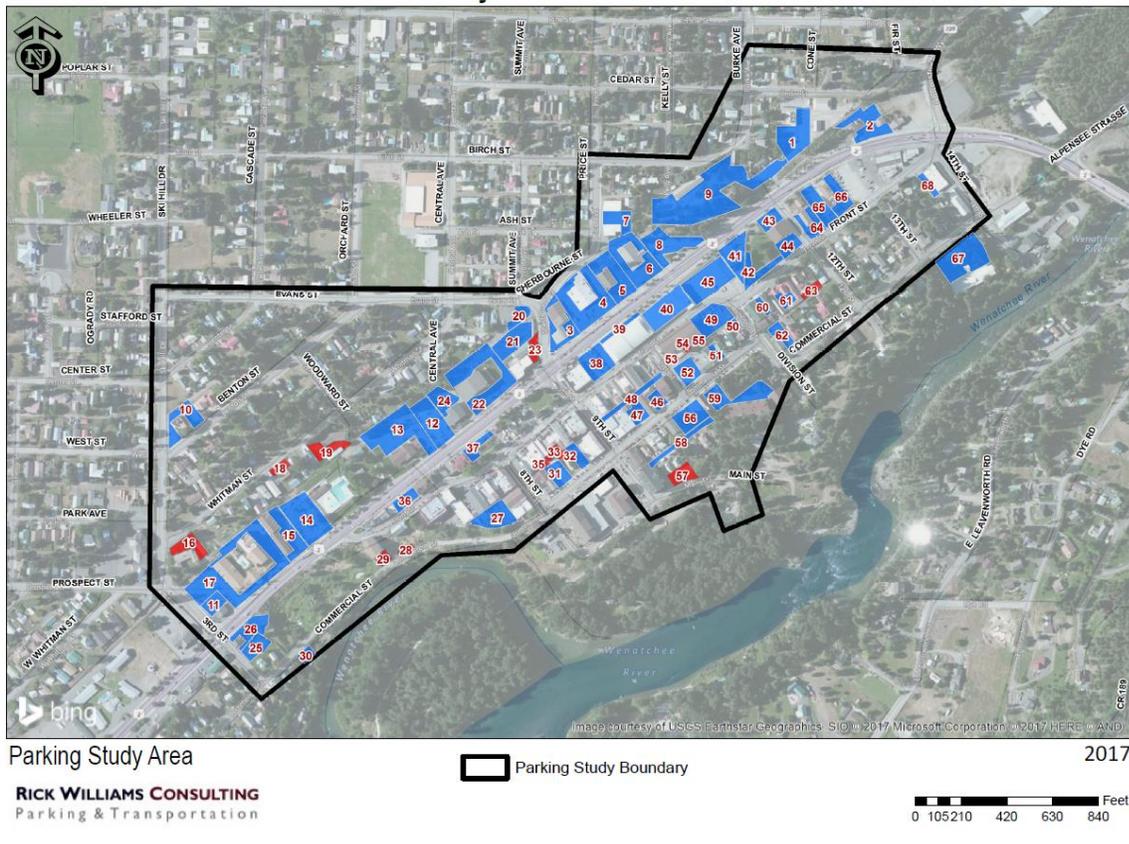
## Off-Street

The entire public and private off-street parking supply includes 1,669 stalls across 70 sites. The parking inventory captures all 70 parking sites; however, the data collection effort, which measured parking utilization, studied a representative sample of sites. In total, 49 off-street sites were ultimately studied, including 1,435 stalls representing 86% of the off-street system, a statistically valid sample.

- ◆ The majority of off-street parking is private: 65 of 70 facilities, comprising 1,347 stalls and representing 81% of all off-street parking.
- ◆ Off-street publicly-owned parking near Commercial and Front represents 19%, with 322 stalls on five lots.
- ◆ Leavenworth is fortunate to have five publicly owned surface lots in its downtown. These sites can be evaluated for potential parking structures to meet the city’s growing needs.

Figure B displays all off-street parking sites included in the inventory, identified by Lot ID number (correlated to the table of sites in ATTACHMENT A).

Figure B: Downtown Off-Street Parking Facilities



## VI. MEASURING PERFORMANCE

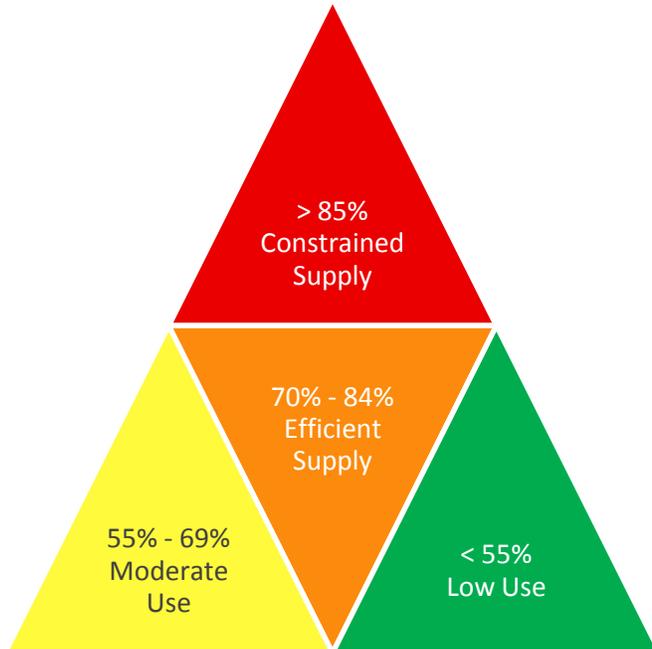
Industry standards consider parking to be constrained when 85% or more of the available supply is routinely occupied during the peak hour. In a constrained system, finding an available spot is difficult, especially for infrequent users such as customers and visitors. This can cause frustration and negatively affect perceptions of the area.

Continued constraint can make it difficult to absorb and attract new growth, or to manage fluctuations in demand—for example, seasonal or event-based spikes.

Occupancy rates of less than 55% indicate that parking is readily available. While availability may be high, this may also indicate a volume of traffic inadequate to support active and vital businesses. Occupancy rates between these two thresholds indicate either moderate (55% to 69%) or efficient (70% to 84%) use.

Parking utilization rates in the efficient range indicate active use with little constraint. Efficient use supports vital ground-level businesses and business growth, is attractive to potential new users, balances with adjacent residential demand, and is able to respond to routine fluctuations.

RWC’s analysis of parking in the Leavenworth downtown study area uses these categories to evaluate the performance of the system.



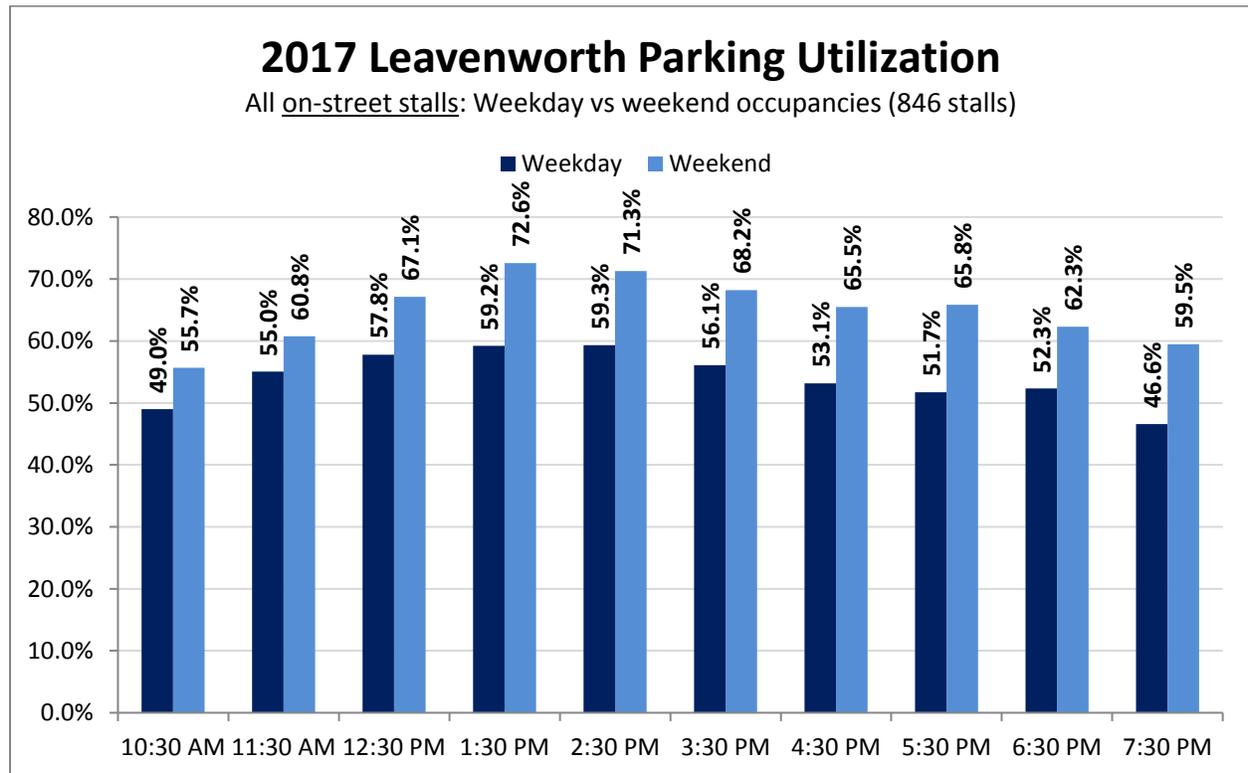
## VII. PARKING UTILIZATION

Utilization and occupancy data was collected on two separate days: Thursday, July 20<sup>th</sup> and Saturday, July 22<sup>nd</sup>. The dates allowed for a comparison between a typical weekday and a weekend for the on- and off-street parking systems. This section summarizes findings from that effort. For more detail on data findings, please see *2017 Leavenworth Downtown Parking Study Data Summary (October 13, 2017)*.

### A. On-Street Parking Summary

The on-street survey involved hourly counts of occupied parking stalls in the study area. All 846 on-street stalls were surveyed. Surveyors recorded the license plate numbers of parked vehicles each hour from 10:00 AM to 8:00 PM on Thursday and Saturday. Both data sets captured the impact of dinner-hour parking on the downtown. Figure C compares hour-by-hour occupancy for the survey days.

Figure C: 2017 Leavenworth On-Street Utilization (Hourly Comparison)



- ◆ Weekend occupancies for all on-street stalls are significantly higher than weekday occupancies.
- ◆ Weekday peak hour is 2:30 PM, when the occupancy rate reaches 59.3%.
- ◆ Weekend peak hour is 1:30 PM, when the occupancy rate reaches 72.6%.
- ◆ Both survey days display a bell curve pattern in which demand decreases incrementally after the peak hour.

Table 2 provides additional metrics for the on-street system, including average unique vehicle trips, vehicle hours parked, average length of stay, turnover rate, vehicles parked more than five hours, and vehicles moving between stalls. These metrics provide insights into how many people are visiting downtown Leavenworth and how efficiently the parking system is being used.

Table 2: On-Street Parking Use Characteristics – Leavenworth - Weekday vs Weekend

Use Characteristics	All Users	
	Weekday (Thursday)	Weekend (Saturday)
Vehicle Trips (VT)	1,652	1,898
Vehicle Hours Parked (VHP)	4,555	5,488
Average Length of Stay	2 hours / 45 minutes	2 hours / 53 minutes
Turnover rate	3.63	3.46
Vehicles Parked 5+ Hours (% of all vehicles)	298 (18.0%)	362 (19.1%)
Vehicles Observed in Multiple Stalls (% of all vehicles)	52 (3%)	57 (3%)

As Table 2 indicates:

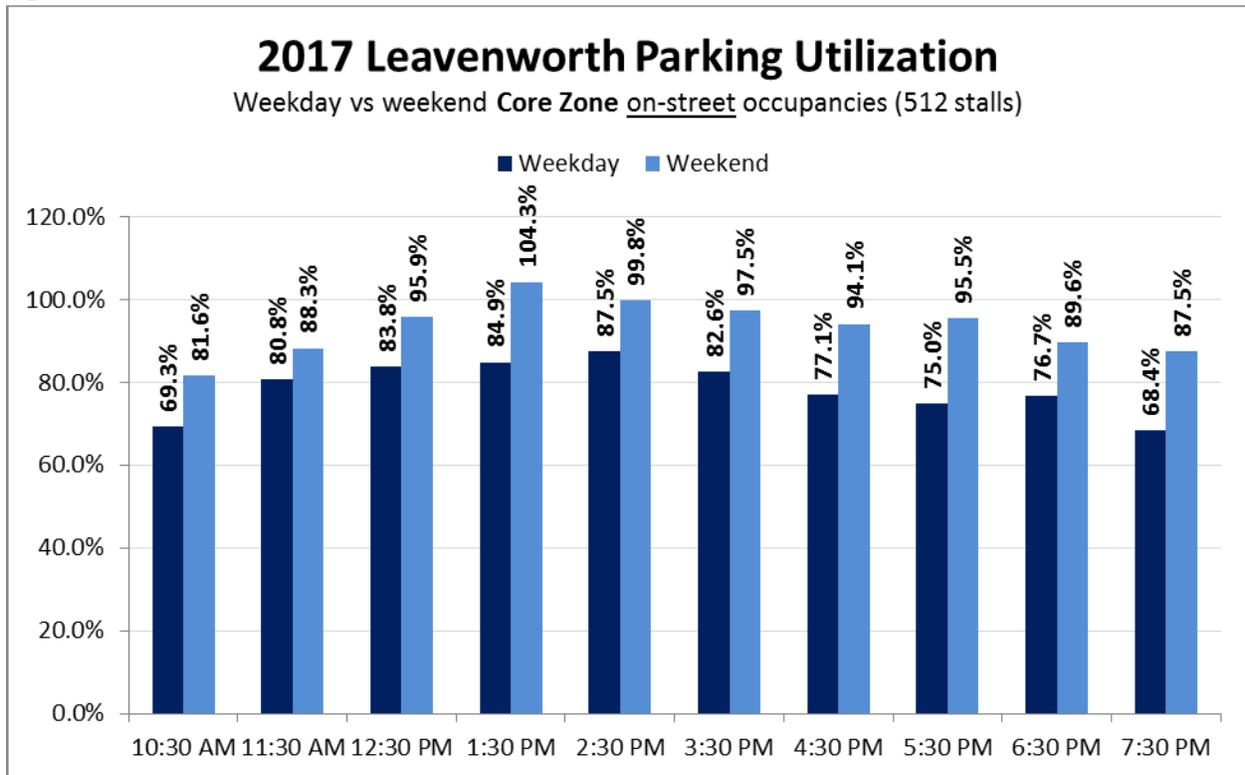
- ◆ The number of unique vehicles parked on-street over the 10-hour data collection period totaled 1,652 on Thursday and 1,898 on Saturday. This translates to 4,555 and 5,488 vehicle hours parked, respectively, which can be used in the future to quantify revenue potential for the on-street system.
- ◆ The average length of stay for both study days is under three hours: two hours, 45 minutes on Thursday and two hours, 53 minutes on Saturday. This average includes all stays over the course of the study day, suggesting that the typical on-street visitor trip is not long-term.
- ◆ On-street stalls in the study area turn over an average 3.46 (Saturday) and 3.63 (Thursday) times over a 10-hour period. The industry standard of efficiency is 5.0. As with duration of stay, the turnover rate is lower due to the high number of No Limit stalls, which may harbor employees.
- ◆ There are vehicles parked on-street for five or more hours per day. On Thursday, 298 cars were in this category, representing 18% of all vehicles. On Saturday, the number increased to 362, 19.1% of all vehicles. Such vehicles typically belong to a combination of employees and visitors needing longer-term stays.
- ◆ A very small number of vehicles were observed moving from one parking spot to another during the course of the day. For both survey days, the number was only 3% of all vehicles. Given the high number of No Limit stalls, such a low percentage is to be expected.

## B. High-Occupancy Core Zone Summary

The occupancy findings in **Figure C** represent use within a large supply of parking, which may appear to understate constraints. To account for this, the consultant analyzed a smaller 512-stall “core zone.”

The core zone includes the streets located between Highway 2 and Commercial Street between 14<sup>th</sup> Street and just southwest of Whitman Street. **Figure D** illustrates occupancy performance in the core zone. Occupancy performance at the block face level is further illustrated below in **Figures F & G** beginning on page 27.

Figure D: 2017 Leavenworth On-Street Occupancies – ‘Core Zone’



- ◆ Weekday peak occupancy reaches 87.5% at 2:30 PM, as compared to 59.3% for the larger study area (**Figure C**).
- ◆ Weekend peak occupancy reaches 104.3% at 1:30 PM, as compared to 72.6% for the larger study area. This indicates that parking is fully maximized and constrained. Occupancy rates greater than 100% result from vehicles illegally parked on-street.
- ◆ Occupancies greater than 85% were recorded during nine of 10 hours surveyed on Saturday, indicating sustained constraint of on-street parking in the core zone.

### C. Off-Street Parking Summary

Off-street facilities were surveyed on the same two days as the on-street system. A sample of 49 lots totaling 1,435 stalls was selected for data collection. This sample represents 86% of all off-street parking in the study area and accurately reflects the overall system in terms of type, size, and location. Occupancy counts were conducted at each lot every hour.<sup>2</sup> All five City-owned lots were surveyed.<sup>3</sup>

**Error! Reference source not found.** (next page) compares occupancy levels for each hour of the 10-hour survey days.

- ◆ The peak hour for off-street parking on weekdays is from 2:00 to 3:00 PM, when the occupancy rate reaches 51.7%.
- ◆ The weekend peak hour is from 1:00 to 2:00 PM, when the occupancy rate reaches 72.1%.
- ◆ Demand for off-street parking begins to decrease after 4:00 PM on both days.
- ◆ When all occupancies are combined, there are a total of 693 (Thursday) and 401 (Saturday) empty parking stalls in off-street lots in the study area. If extrapolated to the entire off-street system, there would be 806 and 466 empty stalls for Thursday and Saturday, respectively.
- ◆ Though there appears to be a significant number of *empty* stalls, it should not be inferred that such stalls are *available* for use by downtown visitors or employees, as the majority of this parking is privately owned.
- ◆ City-owned parking is highly utilized and constrained most days, except Lot P2, which sits mostly unused on Thursday.<sup>4</sup> Some lots exceed 100% at the peak hour. This is the result of cars parked illegally in the lots.

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<sup>2</sup> **Table 4, Attachment A** summarizes findings for each of the 49 sampled lots. City-owned lots are highlighted in red in the table. A full listing of all lots inventoried in the study area can be found in *2017 Leavenworth Downtown Parking Study Data Summary – dated October 13, 2017 (v3)*.

<sup>3</sup> Unlike the on-street survey, license plate numbers were not recorded (except for the four public 2-hour retail surface lots).

<sup>4</sup> City facilities are Lots 13, 14, 15, 42, 47 and 51 in **Table 4, Attachment A**.

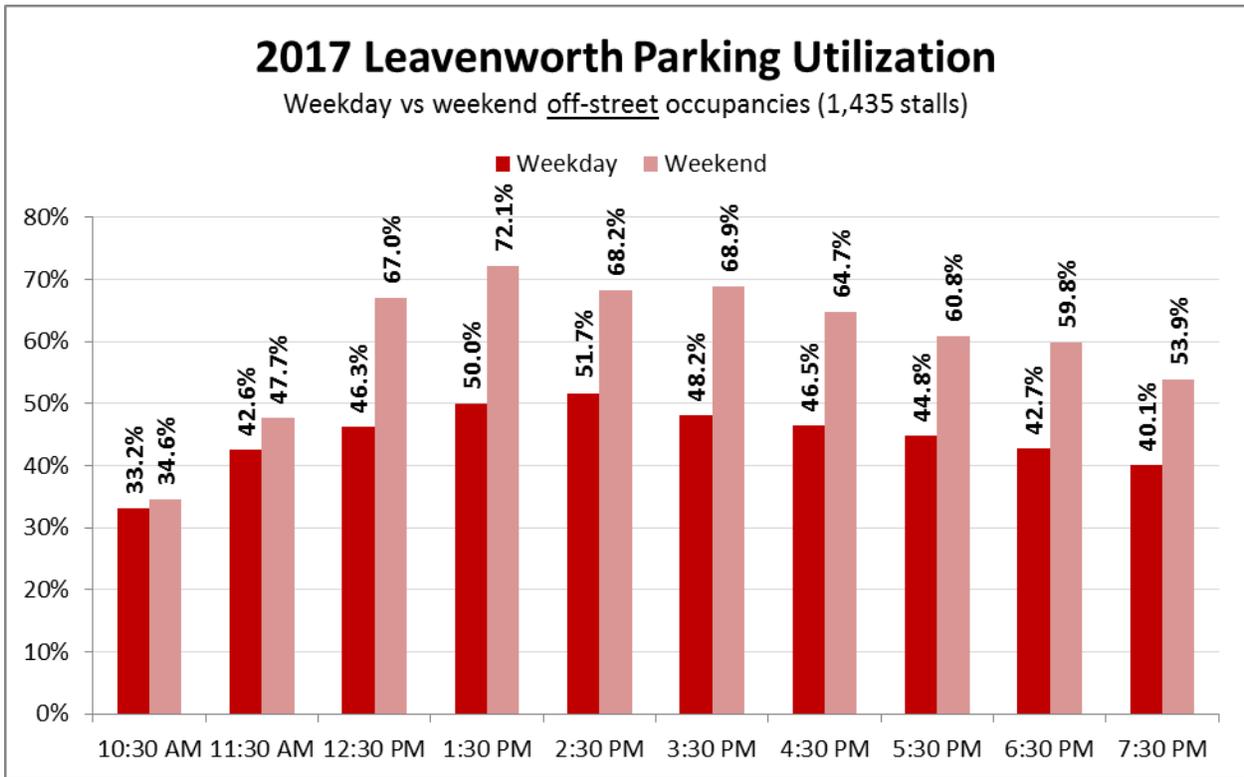


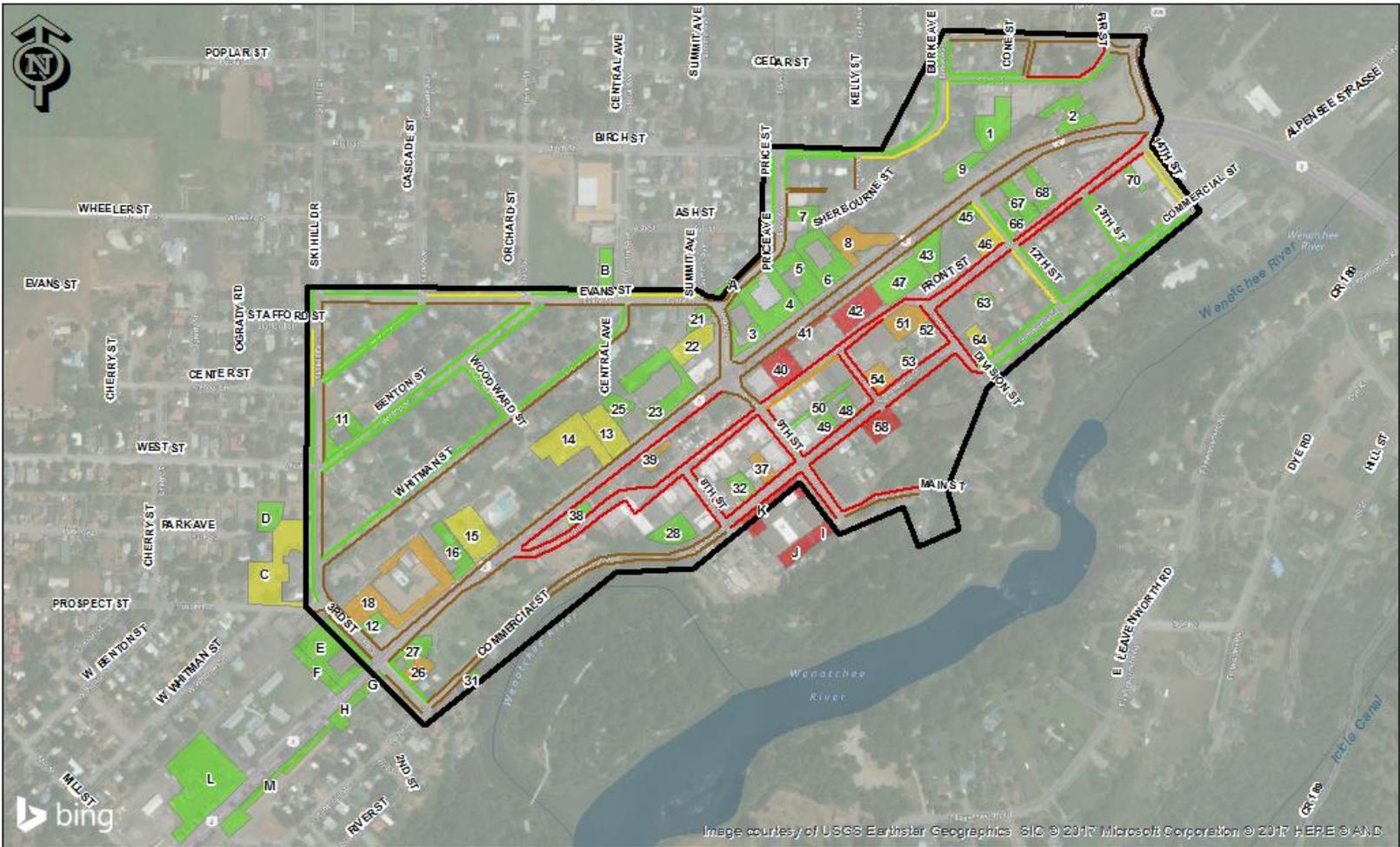
Figure E: 2017 Leavenworth Off-Street Occupancies

### D. Utilization - Combined View (Heat Map Summary)

Figures F and G (next two pages) provide weekday and weekend peak-hour “heat maps” of the combined on- and off-street systems. Heat maps indicate occupancy level by color, with red indicating rates of 85% or more (constrained). Intensity of use then decreases from orange to yellow to green. As the figures demonstrate:

- ◆ There is generally parking available on- and off-street at the peak hour on the north side of Route 2, which is within a reasonable distance of most any area of the downtown.
- ◆ Both on- and off-street parking are highly constrained *in the core zone* on both the weekday and weekend.
- ◆ The heat maps reveal that on Thursday, only three lots in the study area are occupied at a level of 85% or greater. Lot 42 is the City’s P1 facility, which is 98.7% occupied at its peak hour.
- ◆ On Saturday, the number of constrained lots jumps to 16, and includes all City-owned or controlled facilities.

**Figure F: 2017 Leavenworth Combined (on and off-street) Peak Hour Heat Map (Thursday)**



Combined Parking Utilization - Weekday

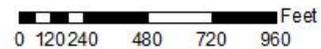
Parking Study Boundary

**RICK WILLIAMS CONSULTING**  
Parking & Transportation

- > 85%
- 84% - 70%
- 69% - 55%
- < 55%
- Construction
- No Parking

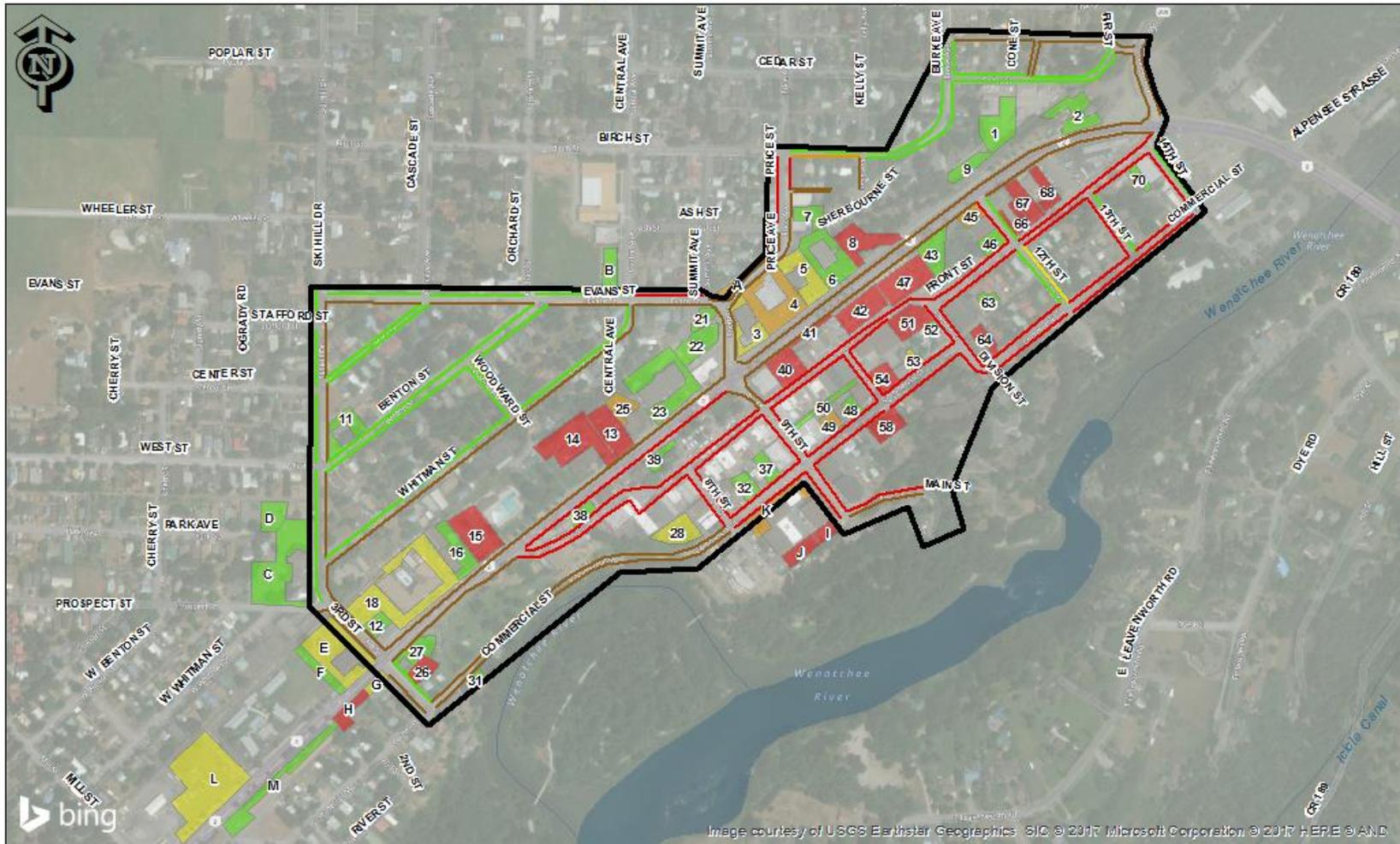
July 20, 2017

**2:00 - 3:00 PM**  
**Peak Hour**





**Figure G: 2017 Leavenworth Combined (on and off-street) Peak Hour Heat Map (Saturday)**



Combined Parking Utilization - Weekend

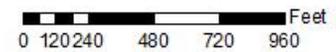
Parking Study Boundary

**RICK WILLIAMS CONSULTING**  
Parking & Transportation



July 22, 2017

**1:00 - 2:00 PM**  
**Peak Hour**





## E. Estimating Parking Need

When the supply of parking is consistently constrained, one obvious possible solution is to add more parking. A simple estimate of how much additional parking is required can be derived from current parking data; estimating the amount of parking needed to move a documented peak hour back to a level less than 85%. Such an estimate does not consider any latent demand or the impact of alternative transportation modes (e.g., transit, bike, walk, ridesharing, etc.).

**Table 3** provides a brief summary for estimating potential parking need within the core zone for downtown Leavenworth. *This estimation assumes a scenario to provide the amount of parking necessary to bring the "current" demand to 85% of supply, using only City-owned supply.*<sup>5</sup> As the table shows, the current supply of 882 stalls in the core zone is 81.8% occupied on weekdays and 102.5% occupied on weekends.

Table 3: Estimation of Parking Need (Core Zone) - Weekday vs Weekend

Supply/Lot	# stalls	Weekday Peak %	Weekday Vehicles Parked	Weekend Peak %	Weekend Vehicles Parked
On-street	512	87.5%	448	104.3%	534
P1	77	98.7%	76	103.9%	80
P2	91	24.2%	22	100%	91
P3	34	73.5%	25	100%	34
P4	48	70.0%	34	97.9%	47
P5	72	95.8%	69	97.2%	70
City Hall	48	100%	48	100%	48
<b>PUBLIC SUPPLY</b>	<b>882</b>	<b>81.8%</b>	<b>722</b>	<b>102.5%</b>	<b>904</b>
<b>STALLS NECESSARY TO MAINTAIN 85% OCCUPANCY</b>			<b>849</b>		<b>1063</b>
<b>PEAK HOUR STALL DEFICIT</b>			<b>+33</b>		<b>-181</b>

### Weekday

If current demand is assumed to be static, 722 vehicles represent peak demand. To ensure that static peak demand does not exceed 85%, a total of 849 stalls are necessary. The public supply currently has 882 stalls, meaning that on weekdays the supply maintains a 33-stall *surplus* of parking. Therefore, the current supply has the capacity to absorb an additional 33 vehicles at the peak hour and remain at an occupancy rate of 85% or less.

### Weekend

If current demand is assumed to be static, 904 cars represent peak demand. To ensure that static peak demand does not exceed 85%, a total of 1,063 stalls are necessary. Again, the public supply currently

<sup>5</sup> Scenarios incorporating the use of private parking could also be explored. The purpose here is to provide a basis for discussion and planning for future expansion of parking capacity.

has 882 stalls, meaning that on weekends the supply maintains a 181-stall *deficit* of parking. Therefore, the current supply cannot absorb any additional vehicle trips.

## F. Data Findings

At first glance, Leavenworth appears to have an efficient parking supply, with underutilized capacity both on- and off-street. However, when the core 'zone is analyzed, it quickly becomes apparent that downtown Leavenworth's parking supply is constrained.

### *On-street*

Metrics show that the average duration of stay is less than three hours for the majority of users. Nonetheless, the number of vehicles parked longer than five hours ranges from 300 to 350, about 19% of all vehicles parked. This can be an indicator of employees parking on-street, lowering turnover and access to the average user – especially in the core zone. Reducing No Limit stalls in the core zone, and providing longer time stays outside the core zone and in off-street lots should be strategically pursued. This will ensure that access and turnover in the core zone are maximized.

### *Off-street*

The off-street parking supply has the capacity to absorb more users, particularly in private lots. Shared-use opportunities should be pursued. Directing long-term users to remote lots linked by transit or shuttles is the more cost-effective near-term solution. Ultimately, planning for new access capacity (whether new parking supply, increased transit, or both) seems imperative, as the core zone is already experiencing constraint and is unable to meet *current demand* on weekends.

## VIII. PARKING MANAGEMENT STRATEGIES

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The solutions outlined below support recommendations that grew from discussions among the City, the Downtown Stakeholder Advisory Committee and from input received at the May 2, 2018 Public Open House. They follow a logical progression, in which each action provides a foundation for subsequent actions, in phases ranging from near- to long-term. Where possible, cost estimates are provided, but only within the framework of planning. Final costs would require additional evaluation, scoping, and estimating.



Overall, the implementation schedule is flexible and the order of projects may be changed as opportunities and resources are identified. All strategies will require a level of support, coordination, commitment, and resource identification that goes well beyond what is currently in place.

### A. Policy

#### STRATEGY 1

##### **Formalize Guiding Principles as policies in the parking and transportation system plan.**

The Guiding Principles outlined in **Section IV** are based on the premise that growth in the downtown will require an integrated and comprehensive package of strategies to respond to growth, maintain balance and efficiency within the access system and establish clear priorities necessary to “get the right vehicle to the right parking stall.” These Principles should be formally approved by the City Council within appropriate policy documents related to the City’s role in parking management (e.g., code, transportation system plan, etc.).

##### **TIMELINE: Near-term (0 – 12 months)**

Guiding Principles provide a framework for future decision-making and ensure that all strategies implemented support City and community goals. They include the following categories:

- City Role and Coordination
- Priority Users
- Active Capacity Management
- Information Systems (Supply- & Customer-Based)
- Integration with Other Modes
- Planning for Future Supply
- Financial Viability

Estimated Costs (STRATEGY 1)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

**STRATEGY 2**

**Adopt the 85% Rule.**

The 85% Rule is an operating principle and parking industry standard. When occupancy rates routinely reach 85% in the peak hour, more *intensive and aggressive* parking management strategies are called for. The purpose is to provide a specific bench mark of system performance that triggers discussion of on-going strategy implementation.

**TIMELINE: Near-term (0 – 12 months)**

Estimated Costs (STRATEGY 2)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

**STRATEGY 3**

**Consider and implement policy and code recommendations provided by RWC and described in *Parking Code Review – dated December 26, 2017.***

As part of the 2017 parking study scope, the consultant team reviewed the City's existing polices and code related to parking in the downtown. Its findings and recommendations are summarized in the technical memorandum *Parking Code Review (December 6, 2017)*. Recommendations include:

- Off-street parking requirements
- Permitted uses
- On-street restrictions
- Parking design standards
- Parking fund & parking rates
- Employee parking permit program

Recommendations from the report should be reviewed by City staff in consultation with the Downtown Parking Advisory Committee (see Strategy 6). The intent of the recommendations is to clarify and improve policy and code as a means to support more efficient operations, maximize existing supplies and establish clearer guidelines for future parking growth.

**TIMELINE: Near-term (0 – 12 months)**

Estimated Costs (STRATEGY 3)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

**STRATEGY 4**

**Formally Approve a Process for Paid On-Street Parking**

In the future, Downtown Leavenworth would benefit from an on-street paid parking system. It is recommended that the City formally approve a process for on-street paid parking. This policy would be tied to a decision to move to paid parking per Strategy 17, which evaluates meter systems after a second round of data collection measuring the impacts of implementation of Strategies 9 - 16

**TIMELINE: Near/Mid-Term (0 - 24 months)**

- Prepare policy and code standards necessary to authorize paid on-street parking.
- Forward new standards to City Council for approval.

Estimated Costs (STRATEGY 4)

There should be minimal costs associated with this strategy other than staff time required for necessary policy and/or code changes.

**B. Management and Administration**

**STRATEGY 5**

**Commit City staff time to manage the parking system and implement new programs.**

The success of any multi-faceted parking system depends on administration, management, and communication. This includes daily management of facilities, oversight of third-party vendors, financial accounting and reporting, marketing and communications, customer service, and strategic and capital planning. *Parking issues in Leavenworth are becoming too complicated and prevalent for a status quo approach.*

Leavenworth's current system for managing parking is not centralized in a single division or individual. From a strategic management point of view there is no clear single point of responsibility for guiding the parking system in a manner that gives due diligence to the evolving complexity of the existing system and the level of technical and response capability called for in this Parking Management Plan.

Centralized management best supports an integrated parking system, as off-street parking, on-street parking, enforcement, and oversight of third-party providers are consolidated and administration and

decision-making structured to consider parking assets both individually and as a system. Resources can be managed in a tailored fashion where necessary and leveraged as appropriate and most efficient. As Leavenworth's parking system becomes more sophisticated, the City may wish to employ a "downtown parking coordinator" to direct daily operations, strategic implementation of policies and programs, and planning for growth. This could be accomplished through creating a new position or restructuring a current staff position.

**TIMELINE: Near-term (0 – 12 months)**

- Clarify internal responsibilities to centralize delivery of parking services.

**TIMELINE: Mid-term (12 – 24 months)**

- Identify and/or restructure FTE to create a single position responsible for parking services and implementation of the *Downtown Strategic Parking Plan*.

Estimated Costs (STRATEGY 5)

It is estimated that initial costs associated with this strategy would be minimal and mostly expended in consolidating parking responsibilities within a single City division, using existing staff to develop protocols and communication. Without other efficiency improvements recommended in this plan (e.g., technology and equipment upgrades), additional staff may eventually need to be added. These costs are unknown at this time and would be influenced by the success of other strategies.

**STRATEGY 6**

**Establish a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in program implementation and review.**

Active participation by those affected guarantees an understanding of and consensus on parking management and trigger points for decision-making. This is best accomplished through an established advisory committee that reviews performance, serves as a sounding board for issues, and acts as a liaison to the broader stakeholder community.



The City should develop a process through which a representative cross-section of downtown interests *routinely* assists in the review and implementation of this planning effort. The new Downtown Parking Advisory Committee (DPAC) can use the recommendations in this plan as a basis for action, discussion, stakeholder communications, and tracking progress.

**TIMELINE: Near-term (0 – 12 months)**

- Schedule regular meetings to advocate for, shepherd, track, and communicate the plan.
- Build upon current parking brand.

**TIMELINE: Mid-term (12 - 24 months)**

- Establish business-to-business outreach.
- Facilitate data collection efforts.
- Assess plan progress.
- Advise City Council.
- Coordinate communications with the broader downtown business community.
- Determine and implement action items.

**TIMELINE: Long-term (24 – 36+ months)**

Over time, the work group could evolve into a formal advisory committee to City Council on downtown parking issues and meet on a more frequent schedule.

Estimated Costs (STRATEGY 6)

There should be no additional costs to the City if it can be initiated as a volunteer effort, hosted by the City and/or downtown business interests (e.g., the Leavenworth Chamber of Commerce or Lodging Association).

**STRATEGY 7**

**Develop a reasonable schedule of data collection to assess performance.**

A system for routine data collection should be established. The system does not need to be elaborate, but it should be consistent and structured to answer relevant questions about occupancy, seasonality, turnover, duration of stay, patterns of use, and enforcement. Parking information can be collected in samples, and other measures of success can be gathered through third-party data collection and/or volunteer processes. Data can be used by the City and DPAC to inform decisions, track use, and measure success.

**TIMELINE: Near-term (0 - 12 months)**

- Work with the DPAC (see Strategy 6 above) and City staff (see Strategy 5) to develop a data collection schedule to monitor parking.
- Consider collecting data in the off-peak season to complement 2017 peak-season data.

**TIMELINE: Mid- to long-term (24 – 36+ months)**

- Complete an occupancy update no later than 6 months following implementation of Strategies 9 - 12 below. This will measure the impacts of these new measures and provide an assessment of whether implementation of paid on-street parking in the core zone is necessary (see Strategy 17).
- Conduct routine turnover and occupancy surveys of the on- and off-street systems in downtown at least every two years.
- Replicate the 2017 RWC study boundary for accurate comparisons.
- Determine a routine schedule and timeline for implementation.

Estimated Costs (STRATEGY 7)

The estimated cost of a data inventory and turnover/occupancy study would range from \$25,000 \$30,000 if conducted by a third party. Costs can be minimized in subsequent surveys through the use of the inventory and database already in place (as long as changes have been minimal) as well as sampling and using volunteers to collect data.

**C. Improve Off-Street Parking**

**STRATEGY 8**

**Bring all City-owned parking lots up to a uniform standard.**

Given the proximity of the six City-owned parking lots to the downtown core, it is recommended that all lots maintain the same high standards for paving, striping, lighting, signage, and overall appearance. Consistency among the lots will support a positive and convenient user experience and reinforce the logo and branding approach recommended in Strategy 18 below



**TIMELINE: Mid to Long-term (12 – 36+ months)**

- Evaluate and prioritize City lots for upgrades.
- Determine improvements and budget costs.
- Implement improvements.

Estimated Costs (STRATEGY 8)

Costs would be determined through the evaluation and prioritization process.

**STRATEGY 9****Identify off-street shared-use opportunities based on data from the 2017 parking study.**

The majority of parking in the downtown is off-street in privately owned assets. Of the 1,669 stalls on 70 lots in the study area, just 322 are open to the public. In other words, 81% of the off-street supply is private. Per the 2017 downtown parking study, there are significant surpluses in the off-street supply. Based on the principle that “all parking should be seen as a community resource;” shared use of privately owned parking should be actively pursued.

Figure H (next page) illustrates 2017 peak-hour occupancies in off-street lots. Potential empty stalls at the peak hour range from 466 (weekday) to 806 (weekend). This unused supply is a resource that could be captured to manage future growth in parking demand.<sup>6</sup>

**TIMELINE: Near-term (0 - 12 months)**

- Use data from the 2017 downtown parking study to identify facilities that could serve as shared-use opportunity sites. Criteria might include proximity to employers, a meaningful supply of empty stalls, pedestrian/bike connectivity, walking distance/time, safety and security issues, etc.
- Based on the above, develop a short list of opportunity sites and identify owners.
- Establish a target goal for the number of downtown employees to transition into opportunity sites.

**TIMELINE: Mid-term (12 – 24 months)**

- Begin outreach to owners of private lots.
- Negotiate shared-use agreements.

**TIMELINE: Long-term (24 – 36+ months)**

- Obtain agreements from downtown businesses to participate in the employee assignment program.
- Implement program.

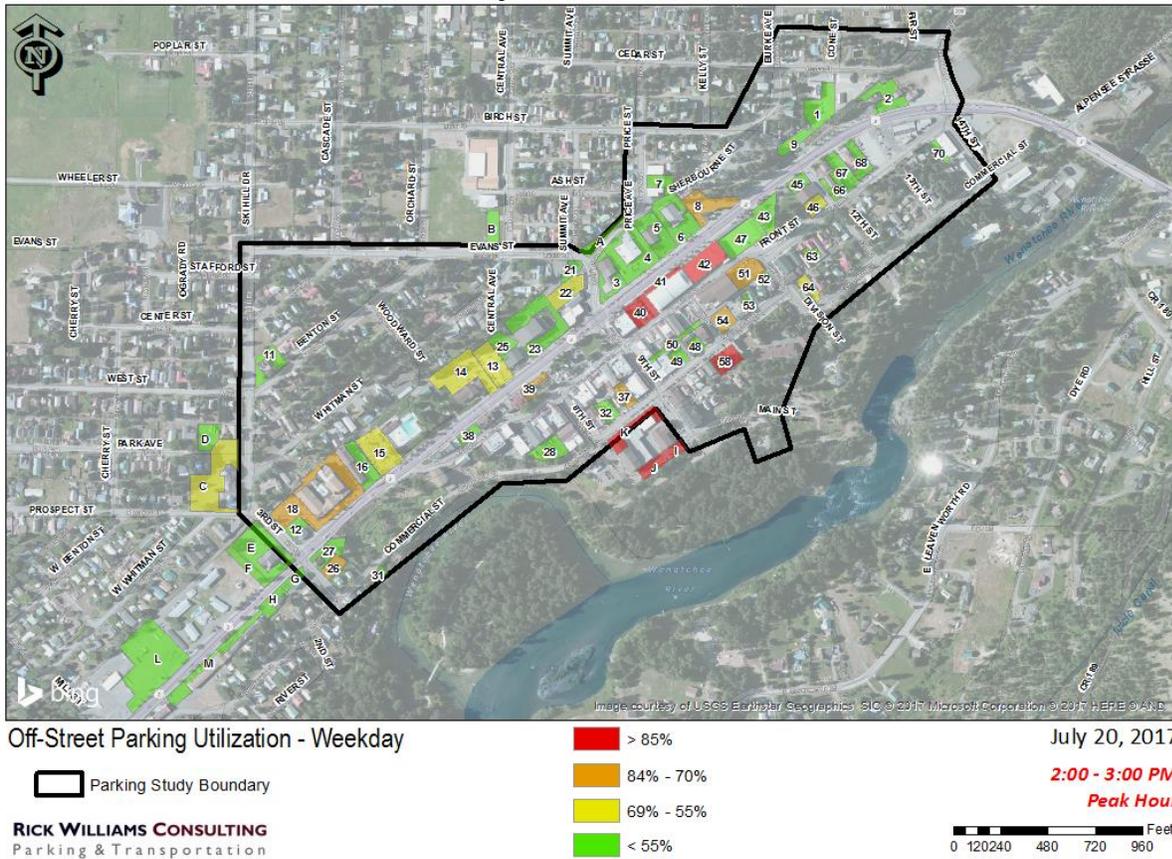
**Estimated Costs (STRATEGY 9):**

It is estimated that costs associated with this strategy would be mostly expended in efforts of existing staff and/or partners to identify opportunity sites and conduct outreach to potential private-sector participants. Planning may determine that funds are needed to create incentives and/or improve the condition of facilities and bike/pedestrian connections.

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<sup>6</sup> Directing employees to these parking facilities would have a significant impact on on-street occupancy rates, particularly in areas where employees’ use of on-street parking impacts its use by customers and visitors.

Figure H: Potential Shared Use Opportunity Sites



**STRATEGY 10**

Identify remote off-street parking locations for employee use.

Another option for employee parking is linking remote lots to downtown via a shuttle or transit system. Incentives can be employed to encourage use of remote facilities. Public parking lot P6, located along Highway 2, is an example of a remote off-street that can be linked by shuttle/transit service.

**TIMELINE: Mid-term (12 - 24 months)**

- Investigate shuttle and transit systems in terms of capacity, cost, rates, maintenance, and marketing to determine which would be most beneficial to Leavenworth and its employees.

Estimated Costs (STRATEGY 10)

Not enough is known at this time. Costs would depend on a number of factors including procurement of an off-street lot, code upgrades, signage, shuttle services and fees, etc.

## **STRATEGY 11**

### **Establish an employee off-street parking permit program.**

The Guiding Principles prioritize on-street parking in the downtown for the tourist or customer trip. At some point, employee parking on-street, provided for in Strategy 16, will need to be phased out to minimize conflicts between tourist/customers and employees.

Success in Strategies 9 and 10 should result in more available off-street parking in the form of shared-use and remote lots. Transitioning the on-street employee permit program to one that assigns off-street parking to employees - distributed across shared and remote lots - is a logical next step. The employee permit would allow all-day parking in designated facilities with display of a valid permit.

#### **TIMELINE: Mid-term (12 – 24 months)**

- Determine protocols for implementing permit program (number of permits, location, marketing).
- Work with local business community for outreach and marketing opportunities.
- Transition employees to designated facilities.
- Routine data collection should include inventorying and data analysis of employee permits.
- Link permits with employees' license plate and create employee database for better tracking/management.

#### **TIMELINE: Long-term (24 – 36+ months)**

- Continue to monitor program impact on occupancy rates through periodic data collection (Strategy 7).

#### **Estimated Costs (STRATEGY 11)**

Not enough is known at this time. Costs would include a certain level of administration and enforcement; however, permit fees could off-set the cost of the program.

## **STRATEGY 12**

### **Implement variable-rate pricing of off-street parking for employees, based on demand.**

Variable-rate pricing uses rates to influence behavior. Facilities with low demand or in less convenient locations are priced lower than those with high demand or in close proximity to destinations. Effective use of variable-rate pricing results in better distribution of users across facilities, particularly those that are underused. This is a method to strategically manage the off-street facilities for employees.

**TIMELINE: Mid to Long-term (12 - 36+ months)**

- Price off-street parking based on demand; varying rates as necessary.
- Determine whether additional data collection is necessary to inform baseline pricing.
- Market program to local businesses and employees.
- Routinely assess demand at each off-street parking facility and adjust rates accordingly.

Estimated Costs (STRATEGY 12)

Rate systems will likely provide revenue to cover cost of program management.

**STRATEGY 13**

**Confirm that all City-owned off-street facilities comply with ADA parking requirements.**

All City-owned off-street facilities should be compliant with ADA parking requirements. This may require additional designated ADA stalls, depending on the facility's size, slope, access route planning, signage, and number of stalls. Additional information can be found at [https://www.ada.gov/restriping\\_parking/restriping2015.html](https://www.ada.gov/restriping_parking/restriping2015.html).

**TIMELINE: Mid-term (12 - 24 months)**

- Assess compliance with federal and state requirements for ADA parking.

Estimated Costs (STRATEGY 13)

Costs associated with this strategy are related to painting, signage, and maintenance of any new ADA-compliant stalls in off-street facilities.

**D. Improve On-Street Parking**

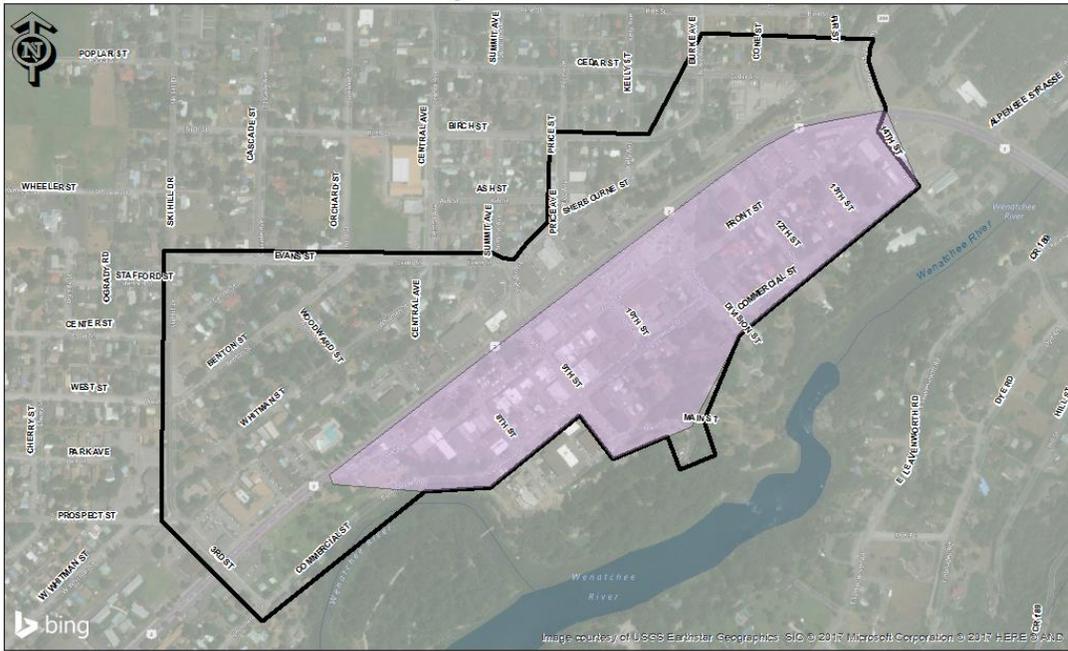
**STRATEGY 14**

**Convert on-street parking in the High-Occupancy Core Zone to 3-hour timed stalls**

All parking in the High-Occupancy Core Zone is currently unregulated (no time limit). This zone includes the streets located between Highway 2 and Commercial Street between 14<sup>th</sup> Street and just southwest of Whitman Street. The High Occupancy Core Zone is comprised of 512 parking spaces. This area is illustrated in **Figure B (next page)**. The 2017 parking study demonstrated that the on-street system routinely exceeds 85% occupancy for sustained periods, especially in the downtown core zone. Data also indicates that the average on-street user stays less than 3 hours. No Limit stalls in the core zone

should be eliminated in favor of 3-hour parking. This will bring consistent time limits to the 512 stalls in the core zone and encourage employees and longer-term visitors to use off-street parking.

Figure I: Potential Shared Use Opportunity Sites



Parking Study and Core Area

2017

**RICK WILLIAMS CONSULTING**  
Parking & Transportation

Core Study Area  
Parking Study Area

0 112 225 450 675 900 Feet

**TIMELINE: Mid-term (12 – 24 months)**

- Implement timed parking in the core zone concurrent with completion of Strategies 9 and 10 that provide reasonable off-street parking opportunities for employees.

Estimated Costs (STRATEGY 14)

Costs would be determined in coordination with Strategy 18.

**STRATEGY 15**

Install 5 hour signed time limits in all commercial areas outside the High-Occupancy Zone.

To provide an option for users needing longer-term stays, it is recommended that 5-hour parking time limits be established in commercial areas outside of the high-occupancy core zone. These spaces would be time limited, enforced and provided free of charge.

**TIMELINE: Near to Mid-term (0 – 24 months)**

- Coordinated with rollout tasks associated with Strategies 14

**TIMELINE: Long-term (24 – 36+ months)**

- Monitor program impact on occupancy rates through periodic data collection (Strategy 7).
- Consider transitioning signed stalls to metered (10 Hour) stalls if occupancies and demand routinely exceed 85%.

Estimated Costs (STRATEGY 15)

Costs would be determined in coordination with Strategy 14

**STRATEGY 16**

**Allow a controlled number of employees to park within the 5-hour time limited area with a valid permit.**

Data from the 2017 study shows parking is available on streets outside the core zone.<sup>7</sup> Employees should be allowed to park at 5-hour time limited stalls located on these streets. The number of employees authorized to park in these areas should be controlled to ensure that the overall occupancy rate does not exceed 85%.

This would necessitate an on-street permit program allowing employees with permits to park in designated 5-hour areas for periods exceeding 5 hours. Signage in these areas would state “5 Hours or by Permit.” Users displaying a valid permit would not need to pay.

As on-street demand in these areas exceeds 85% for sustained periods, this program would likely need to be phased out to ensure access for visitors and residents on residential streets. The transition would be coordinated with Strategy 11, above.

**TIMELINE: Mid-term (12 – 24 months)**

- Coordinated with rollout tasks associated with Strategies 8 and 9.

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<sup>7</sup> The City may find even more parking available once off-peak season parking data is collected.

**TIMELINE: Long-term (24 – 36+ months)**

- Monitor program impact on occupancy rates through periodic data collection (Strategy 7).

Estimated Costs (STRATEGY 16)

The cost of a permit program is unknown at this time and depends upon a number of factors, including administration and enforcement costs. It may be possible to partially or wholly recoup costs through permit fees.

**STRATEGY 17**

**Evaluate the need to transition on-street parking to paid parking (meters/pay-stations) with 3-Hour parking meters/pay stations in the Core Zone and 10-Hour meters/pay-stations in the 5-hour timed commercial area. The evaluation would occur no later than 6 months after full implementation of Strategies 14 – 16.**

Paid parking can support higher turnover within the system, yield higher compliance by employees directed to off-street locations so as not to compete for on-street parking with customers and visitors, create a more reasonable value relationship between parking and alternative modes, and provide revenue streams necessary to support operations, marketing/communications, program delivery, and infrastructure (e.g., new capacity).

This evaluation would take place using data findings from a parking utilization study (coordinated through Strategy 7) that would take place within 6 months of implementation of Strategies 14 – 16. If occupancies continue to exceed 85% for sustained peak hours, then the City should pursue implementation of paid parking. Continuing data collection efforts would also inform decisions related to appropriate rates, seasonality of rates and whether the on-street employee permit program (Strategy 16) should be sustained, reduced or eliminated.

For purposes of discussion, the consultant team developed an expense/revenue proforma using data from the 2017 study to evaluate the feasibility of paid parking in the Core Zone. **Table 4** summarizes

that evaluation, which indicates that a paid parking system would generate positive revenue after expenses across three different rate scenarios.<sup>8</sup>

**Table 4: On-street Paid Parking – Estimated Revenue after Expenses**

Period	Rate	Estimated Annual Net Revenue
1- 5 YRS	\$1.25	\$665,969
1- 5 YRS	\$1.50	\$869,965
1- 5 YRS	\$1.75	\$1,073,961
1- 5 YRS	\$2.00	\$1,277,958
<hr/>		
6 -20 YRS	\$1.25	\$809,760
6 -20 YRS	\$1.50	\$1,013,756
6 -20 YRS	\$1.75	\$1,217,752
6 -20 YRS	\$2.00	\$1,421,749

**TIMELINE: Mid-term (24 – 36 months)**

- Work with the DPAC and City staff to refine expense revenue models as needed.
- Further evaluate enforcement needs related to on-street paid parking.
- Initiate update of 2017 database to include off-peak season (Strategy 7)
- Refine expense/revenue model as needed using occupancy data to estimate financial viability of new revenue collection technology.

**TIMELINE: Long-term (36+ months)**

- Determine revenue collection technology that will best serve Leavenworth.
  - Single meter vs. pay station
  - Pay & Display vs. Pay by Space vs. Pay by Plate
- Consider seasonal pricing, informed by data from Strategy 7.

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<sup>8</sup> The full expense/revenue analysis can be found in *Analysis: Revenue/Expense Scenarios – On-Street Paid Parking System – dated March 15, 2018*

- Finalize pricing format
- Finalize time-limit format and hours of operation.
- Conduct public outreach.
- Solicit vendors for preferred revenue collection technology.
- Implement.

### Estimated Costs (STRATEGY 17)

The expense/revenue proforma analysis conducted by the consultant estimated a fully loaded cost of approximately \$10,658 per parking pay station. If all parking in the study area were metered, a total of 85 meters would be necessary (about one pay station per 10 parking stalls served). Cost estimates can be further refined through the implementation process in conversation with vendors.

## E. Awareness

### STRATEGY 18

**Create a critical-path timeline to improve the current parking signage system and logo. Incorporate logo into on-street meter signage, at all City-owned lots and shared supplies, and in marketing and communications.**

Guiding Principle 4.c. encourages the City to “augment and expand the existing wayfinding system for the downtown that links parking assets and provides directional guidance, preferably under a common brand/logo.” It is recommended that the current, simple stylized “P” (in white and blue) be extended throughout the public parking system as the parking brand.

This brand can then be used at parking sites and, ideally, as part of a wayfinding system throughout the downtown. It can also be incorporated into on-street meter/pay station signage, as well as downtown marketing and communications such as maps, websites, etc.



**TIMELINE: Mid-term (12 – 24 months)**

Engage a design firm to develop a parking brand for use at all of Leavenworth’s public on-street system, off-street facilities, and any shared-use facility that offers visitor access. This effort would be closely coordinated with Strategies 9, 10, 15 and 16.

The design firm would:

- Work with the City and DPAC to create a new parking brand for Leavenworth.
- Develop options and recommend a final brand/logo.
- Develop cost estimates for creation and placement of branded signage at all City-owned parking assets.
- Assist in creation of signage.

Example: On-street “Brand”  
Springfield, OR



Estimated Costs (STRATEGY 18):

It is estimated that engaging a designer to carry out the above tasks would range from \$15,000-\$20,000.

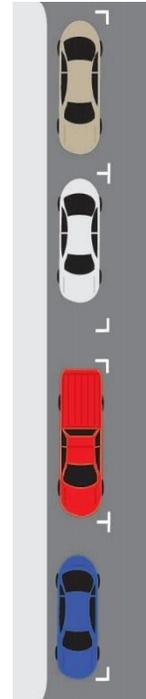
**STRATEGY 19**

All on-street parking stalls on commercial streets should be clearly striped. This will make parking more orderly and convenient for users.



Downtown Leavenworth

Among the notable challenges observed by the consultant team was on-street striping that is inconsistent, out of date, and at times confusing. Data from the 2017 study indicates that lack of clear striping and signage leads to a high rate of illegal parking. Effective striping will communicate “you can park here,” reduce incidents of damage to vehicles, and encourage compliance.



Additionally, incorporating the City’s parking logo into the on-street system should be considered as a means of integrating the on- and off-street systems and as further brand reinforcement (Strategy 18).

**TIMELINE: Near to Mid-term (0 – 24 months)**

- Replace/upgrade signage.
- Repaint/repair curbs and curb markings.
- Stripe all on-street areas where visitor parking is allowed.

Estimated Costs (STRATEGY 19)

In a previous study conducted for Prineville, Oregon, the City estimated it spends \$145 per block to stripe parallel parking in its downtown. Using this estimate, a budget of \$5,000 annually for on-street stripe upgrades and maintenance would accommodate nearly 35 typical city blocks. This budget is likely to decrease as routine maintenance is implemented. Individual street signs can average \$150 to \$300 each.

**STRATEGY 20**

**Design, create, and launch a parking website with information for visitors and employees.**

Communication with the public, including locals, visitors, and employees, will be critical to the success of management strategies. Parking locations, rates, hours of operation, connections to transportation options, etc. should be marketed and communicated via a continually updated City website. The more information people have when it comes to parking, the better. Piggybacking on Strategy 17, the City’s parking logo and brand should be incorporated on the website.

**TIMELINE: Mid-term (12 - 24 months)**

- Working with the DPAC and City staff, create and launch the website.

Estimated Costs (STRATEGY 20)

Costs associated with this strategy depend on the complexity of the website, and how often the site is updated to reflect current parking management information.

## F. Improve Access to Downtown

### STRATEGY 21

**Expand the bike parking network to create connections between parking and downtown.**

When we talk about parking management, we're not just talking about cars. Communities throughout Washington support bicycling as a key sustainable transportation strategy. Leavenworth can become a city that encourages a "park once" philosophy, where people park their vehicles and then bike or walk to shop, dine, and recreate in the downtown. Providing adequate bicycle parking can also expand the capacity of the overall parking supply. Bike racks are a visible indicator of a bike-friendly community.



"Zagster" Bike Share – Bend, OR

It is recommended that the City expand its approach to bike parking to deliver a four-strategy approach. It is assumed that this would support future efforts to expand the City's bike lane network.

The four-strategy approach includes:

- a) *Sidewalk bike parking*  
Identify locations for added bike parking in pedestrian amenity zones.
- b) *Bike corrals*  
Identify locations for bike corrals on-street and in plaza areas adjacent to high-traffic businesses.
- c) *Bike parking on private property*  
Identify areas on private property for bike parking improvements, especially for employees, e.g. interior bike cages, wall rack locations, & other secure areas.
- d) *Identify funding/incentives*  
Assemble funding sources necessary to implement a) – c).



Example: Art Rack Baker City, OR

#### TIMELINE: Near- to Mid-term (0 – 24 months)

- Identify on- and off-street locations for bike racks, bike boxes, and bike corrals.
- Add high-visibility bike parking throughout downtown, encouraging visitors to stop and shop all of the downtown.

**TIMELINE: Long-term (24 – 36 months)**

- Consider using bike corrals or clusters in parking areas to maximize bike parking, particularly in the warmer months.<sup>9</sup>

Estimated Costs (STRATEGY 21)

The cost of inventorying potential bike parking locations could be incorporated into the data collection portion of Strategy 7 above. Site identification could also be done through volunteer efforts and by working with downtown stakeholders and bike advocates. Costs are likely minimal.

Estimated unit costs<sup>10</sup> for actual bike infrastructure:

- |  |             |                |                          |
|--|-------------|----------------|--------------------------|
| • Staple or inverted U racks <sup>11</sup> | \$150-\$200 | • Bike corral: | \$1,200 <sup>12</sup>    |
| • Wall-mounted racks:                      | \$130-\$150 | • Art rack:    | Variable based on design |

**STRATEGY 22**

**Collaborate with Link Transit to improve service to and from downtown.**

Currently, Link Transit provides bus service (Route #22) from Wenatchee to Leavenworth along Highway 2. The bus runs from 5:25 AM to 9:00 PM, approximately every 30 minutes during peak periods Monday-Friday, and every hour during off-peak periods. There is reduced service on the weekends.

To encourage greater use of Link Transit, it is recommended that service be extended to and from Downtown to accommodate local trips, reducing demand on the parking supply. Additional buses with relatively short headways would offer one more option for residents and employees, and provide a downtown circulator to again encourage customers and visitors to “park once.”

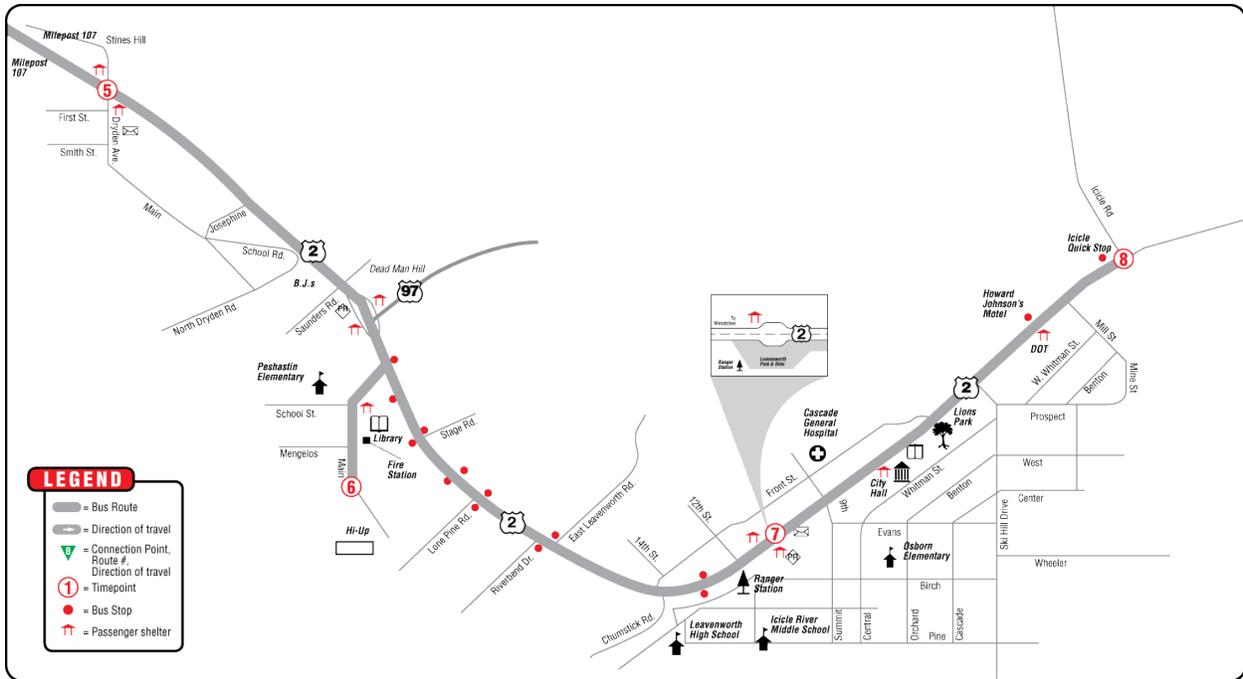
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<sup>9</sup> Cities like Bozeman, MT and Bend, OR provide for temporary bike corrals that are used in fair weather months, then disassembled and converted back to parking (or snow storage) in winter months.

<sup>10</sup> Does not include the cost of installation.

<sup>11</sup> The consultant discourages the use of “wave” racks, as they are more difficult to get a bike in and out of and do not provide two points of contact, which makes bicycles more prone to falling over.

<sup>12</sup> Based on City of Portland cost estimate for six staple racks (12 bike parking spaces), striping, bollards, and installation.



**TIMELINE: Mid to Long-term (12 – 36+ months)**

- Coordinate expanded service with the employee permit program and variable-rate pricing strategies.

Estimated Costs (STRATEGY 22)

Costs associated with this strategy are likely minimal and associated with staff time coordinating with local and regional transit agencies. Actual costs related to increased service are not known at this time.

**STRATEGY 23**

**Improve pedestrian crossing of Highway 2 to encourage walking and increase safety.**

Additional improvements to the pedestrian crossing of Highway 2 should be considered, including striping, curb extensions, flashing beacons, additional signage, and/or additional marked crossings.

**TIMELINE: Long-term (24 – 36+ months)**

- Further investigation should be made into which improvements would create the safest pedestrian crossing.

Estimated Costs (STRATEGY 23)

Costs are unknown at this time, as this strategy could take a number of forms.

## G. Residential Parking

### STRATEGY 24

**Develop and adopt a policy and process for the formation of Residential Parking Permit Zones in neighborhoods adjacent to the downtown impacted by parking overflow.**

Changes to parking management in commercial areas could cause issues related to employees parking in residential areas. The City and DPAC should conduct outreach to residents and businesses in adjacent neighborhoods to raise awareness and understanding of programs being developed, and to begin framing possible mitigation strategies.

The most effective strategy for managing parking in neighborhoods adjacent to commercial areas is a permit program. Residents in areas zoned Residential (R) would be issued permits that allow unlimited parking on-street in the permit zone during designated hours. All other users would be time-limited if routine data collection indicates that surplus parking is available, an additional employee permit program can be considered.



Adjacent neighborhoods should be *allowed the option* of requesting a permit program if overflow is considered to be a problem and constraints are identified through data collection. The City should be prepared to respond with an already approved Area Parking Permit Zone (APPZ) program. The program would prioritize on-street parking in residential neighborhoods for residents and visitors. Employee parking permits can be introduced into approved APPZs when parking surpluses are demonstrated.



Residential parking permit programs are one means to minimize parking conflicts between residents and neighboring commercial areas, as they present clear guidelines to all users. With the continued growth of downtown Leavenworth, neighboring residents likely have seen or will see an uptick in short-term parking overflow. Working with the neighborhood and local businesses, the City should adopt a process for creating a Residential Parking Program (RPP). Many cities throughout the country have adopted similar programs with great success; in Oregon that includes Portland, Hood River, and Corvallis.

#### TIMELINE: Near- to mid-term (0 – 24 months)

- Work with neighborhoods abutting the downtown and local businesses to craft a policy and process for establishing an RPP program for the City of Leavenworth.

**TIMELINE: Long-term (24 – 36+ months)**

- Bring a policy to City Council for adoption of a Residential Parking Permit program.

Estimated Costs (STRATEGY 24)

This strategy has potential cost impacts associated with the maintenance and implementation of the program for the City. However, many cities recover costs through fees charged for the permits.

**H. New Capacity**

**STRATEGY 25**

**Explore expanding access capacity with new parking supply and/or transit.**

As evidenced by the 2017 study, Leavenworth’s parking supply in the downtown core is constrained. Though a number of the recommended strategies will likely mitigate this and provide a framework for better active management, the City may wish to explore expanding access capacity with new parking supply and/or transit. Though costly, a parking garage and transit development are two way to create new capacity. For either of these measures, active participation and planning is necessary to determine appropriate funding tools, management, marketing, etc. Continued data collection per Strategy 7 will provide realistic data in the interim as planning is underway.

**TIMELINE: Near- to Mid-term (0 - 24 months)**

- Establish parking need, coordinated with Strategy 7 and findings of 2017 Parking Study.
- Evaluate downtown locations where new parking is possible.
- Evaluate shuttle/transit route options that will strengthen transit access for downtown employees in coordination with Link Transit.
- Evaluate and prioritize remote parking sites that could be connected via transit/shuttle.
- Evaluate public/private partnerships.
- Coordinate with the Chamber of Commerce and Lodging Association to develop contacts with potential partners in the private sector.
- Engage local developers in the evaluation process.
- Narrow to feasible site(s) and preferred shuttle/transit links.

**TIMELINE: Long-term (24 – 36+ months)**

- Develop cost forecasts and feasible financing methods for preferred parking supply and transit/shuttle options.

Estimated Costs (STRATEGY 25):

Costs of a new parking garage and/or expanded transit capacity are high. Leavenworth should investigate all scenarios to determine the most beneficial and cost-effective formats for increasing capacity downtown. Estimated costs for new parking supply will range by type of supply. Estimates from projects recently completed in the Pacific Northwest are provided below.

- Structured Underground \$40,000 - \$60,000 per stall
  - Structured Above Ground \$28,000 - \$35,000 per stall
  - Surface Lot \$5,000 - \$7,000 per stall
- NOTE: Does not include operating cost or full cost of land

RWC does not have expertise in costing transit/shuttle systems. These numbers need additional evaluation.

**STRATEGY 26**

**Explore and develop funding options for maintaining the existing parking supply and funding future growth.**

A wide range of funding sources and revenue streams could be used to implement an enhanced parking management plan and develop new parking or transit capacity in Leavenworth. Given the costs of new infrastructure, considering new funding mechanisms is prudent.

The list of potential sources here is not exhaustive, nor are these sources mutually exclusive. Funding for parking facilities, particularly garages, in emerging urban areas generally requires multiple sources. Some may already be in place in Leavenworth.

The use of fees continues to evolve as various State laws or City ordinances are authorized. Implementation of fees should be reviewed by the City Attorney to determine their feasibility in light of applicable laws.

The funding options provided below assume a more detailed discussion of the role of the City in future funding of parking and transit, and public discussion regarding use of public funds to build and operate new systems.

## **Options Affecting Customers**

### *User Fees*

Many cities collect revenue through parking meters and/or sale of permits and direct it to parking or transportation development enterprise funds. Transit or shuttle riders pay in the form of fares. These funds can be used to construct or bond for additional parking or transit capacity.

### *Event Ticketing Surcharges*

Surcharges may be imposed in conjunction with local and regional facilities (e.g., performing arts, sports, and concert arenas) to support development of access systems. Fees are generally applied to ticket costs.

### *Parking Fines*

Revenues are collected for parking violations and a portion directed to parking development enterprise funds.

## **Options Affecting Businesses**

### *Parking and Business Improvement Area or District (BIA or BID)*

An assessment on businesses rather than property owners, these can be based on assessed value, gross sales, square footage, number of employees, or other factors established by the local legislative authority. Salem, Oregon assesses a fee on businesses in its downtown Parking District to support parking services and future supply. Portland assesses a business income tax through the State of Oregon to support transit.

## **Options Affecting Property Owners**

### *Special or Local Improvement District (SID/LID)*

An SID or LID is a property tax assessment that requires buy-in by property owners within a specifically identified boundary. LIDs usually result from a petition process requiring a majority of owners to agree to an assessment for a specific purpose—in this case, a parking facility or transit infrastructure improvement.

## **Options Affecting Developers**

### *Cash-in-Lieu*

Developers may be given the option to pay a fee in lieu of providing parking with a new private development. Cash-in-lieu fees provide the developer access entitlements to public parking facilities near the development site.

Cash-in-lieu fees can be assessed up to the full cost of parking construction. Generally, these do not provide sufficient revenue to fully fund parking facilities, and are combined with other revenue sources.

If a cash-in-lieu fee is considered as a realistic funding source for new parking supply, there needs to be clarity and consensus on the intent and purpose of the fee and its use in increasing capacity either through new parking supply or through enhancement of alternative mode programs. Lack of specificity in this regard limits discussion of the type of fee, the rate, and the programs and strategies that would need to be in place to implement desired outcomes. A useful guide to the diversity of cash-in-lieu programs and their advantages and disadvantages is Donald Shoup, *Journal of Planning and Education Research*, 18:307-320, 1999.

#### *Public/Private Development Partnerships*

Development partnerships are generally associated with mixed-use projects in which parking is used to reduce the cost of private office, retail, or residential development. Public/private development can occur through a variety of arrangements, including:

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

### **Options Affecting the General Public**

#### *General Obligation (GO) Bonds*

Local jurisdictions may issue voted or non-voted bonds to develop parking or transit infrastructure, subject to overall debt limit requirements. With GO bonding, the municipality pledges its full faith and credit to repayment of the debt from general fund resources. In effect, general fund revenues would be reserved to repay debt that could not be supported by parking or transit revenues alone. Again, there may be imposed limits on the municipality for voter-approved or non-voted debt.

#### *Refinancing GO Bonds*

This involves refinancing existing debt at lower rates, and pushing the savings from the general fund to debt coverage for new infrastructure. In these times of lower interest rates, the City of Leavenworth may have already maximized this option.

#### *Revenue Bonds*

Revenue bonds dedicate parking fees and other designated revenue sources to the repayment of bonds, but without pledging the full faith and credit of the issuing authority. Revenue bonding is not

appropriate in situations where a local jurisdiction's overall debt limit is a factor and projected revenues are insufficient to cover required debt service.

### *63-20 Financing*

A potential alternative to traditional GO bonds, revenue bonds, and LID bond financing, 63-20 financing allows a qualified non-profit corporation to issue tax-exempt bonds on behalf of a government. Financed assets must be capital and must be turned over free and clear to the government by the time bonded indebtedness is retired. When a municipality uses this technique to finance a public facility, it can contract for the services of a non-profit corporation (as the issuer) and a builder. The issuer acts on behalf of the municipality, but has no real business interest in the asset being acquired.

### *State and Federal Grants*

In the past, a variety of state and federal grant programs have been applied to funding parking and transit infrastructure in business districts. In the current environment of more limited government funding, there may no longer be readily identifiable programs suitable for parking facility development, though transit may be more feasible.

### *General Fund Contribution*

Local jurisdictions may make either one-time capital or ongoing operating contributions to a downtown parking or transit/shuttle program.

### **TIMELINE: Near- to Mid-term (0 - 24 months)**

- Establish parking need, coordinated with Strategy 25.
- Evaluate all potential funding options as provided herein for appropriateness to Leavenworth, feasibility and timing necessary to initiate.

### **TIMELINE: Long-term (24 – 36+ months)**

- Narrow to a workable and implementable funding package to support Strategy 27 below.

### *Estimated Costs (STRATEGY 26):*

This is very much a process task, requiring research and conversations with City policy- and decision-makers and legal counsel, and discussion with a range of potentially affected stakeholders. For the purposes of this discussion, it is assumed that costs would be absorbed internally by the City and through the parking management plan implementation process.

## **STRATEGY 27**

**Expand capacity as necessary and feasible.**

This strategy would be informed by ongoing data provided by Strategy 7 as well as outreach, discussion and feasibility assessments completed in strategies 25 and 26.

## **IX. SUMMARY**

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Leavenworth is one of Washington’s top destination cities, nestled in the beautiful mountains and possessing a small-town charm. The City is a highly attractive tourist destination, causing on-going constraints in the downtown parking system, which calls for more coordinated and strategic management. The strategies above offer a toolbox of methods with which to manage the parking-related challenges that come with a successful downtown Leavenworth.

This report recommends parking management strategies that directly address these issues through data analysis, observation, and stakeholder input. Strategies follow a logical order of implementation, from near- to mid- to long-term, with estimated costs where appropriate. It is hoped that portions of this plan can be implemented as expediently as possible.

## X. STRATEGY MATRIX

Table 3 summarizes the strategies recommended in Section VIII. This summary can be used as a concise outline of all recommendations and as a checklist of actions for a possible Downtown Parking Work Group.

Table 3: Recommended Strategies Summary

Strategy	Action	Purpose	Timeline	Costs and Revenues
<b>Policy</b>	Formalize the Guiding Principles as policies in the parking and transportation system plan.	Provide a framework for decision-making and ensure that strategies support City and community goals and priorities.	Near-term	▪ <b>Cost:</b> Staff time to coordinate policy and code changes.
	Adopt the 85% Rule as the standard for measuring performance of the parking supply and triggering specific management strategies and rate ranges.	Provide an objective, data-driven standard for decision-making.	Near-term	▪ <b>Cost:</b> Staff time to coordinate policy and code changes.
	Consider and implement policy and code recommendations provided by RWC and described in <i>Parking Code Review – dated December 26, 2017</i> .	Clarify and improve code to support more effective operations and future parking growth.	Near-term	▪ <b>Cost:</b> Staff time to coordinate policy and code changes.
	Formally approve a process for paid on-street parking	Make allowances in code necessary to implement paid parking	Near/mid-term	▪ <b>Cost:</b> Staff time to coordinate policy and code changes.
<b>Management and Administration of Parking System</b>	Commit staff time to manage the parking system and implement new programs identified in the Recommended Parking Strategies.	Maintain a well-managed parking system to support goals and ensure timely, cost-effective implementation of strategies.	Near-Term	▪ <b>Cost:</b> Unknown at this time. Could be restructuring of an existing position or a new position.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Establish a Downtown Parking Advisory Committee (DPAC) consisting of downtown stakeholders to assist in program implementation and review.	The DPAC will assist the City in implementing the parking management plan, review parking issues, and advise City Council and other decision-making bodies.	Near/Mid-Term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> There should be no additional costs associated with this recommendation if it can be initiated as a volunteer effort, hosted by the City and/or downtown business interests through the Leavenworth Chamber of Commerce and/or Lodging Association.</li> </ul>
	Develop a reasonable schedule of data collection.	Objective, up-to-date data will help the City and stakeholders make better-informed decisions as the downtown grows. Conduct routine turnover and occupancy surveys of on- and off-street parking in downtown at least every two years.	Mid/Long-Term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> It is estimated that a data inventory and turnover/occupancy study would range from \$25,000-\$30,000 if conducted by a third party. Costs can be minimized in subsequent surveys through use of the inventory/database already in place, as well as through sampling and use of volunteers to collect data.</li> </ul>
<b>Improve Off-Street Parking</b>	Bring all city-owned parking lots up to a uniform standard for paving, striping, appearance, lighting, and signage .	Creates consistency and ensures a positive, convenient user experience.	Mid/Long-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> Unknown at this time. Estimates range from \$2,500 to \$6,000 per surface lot stall.</li> </ul>

Strategy	Action	Purpose	Timeline	Costs and Revenues
	Identify off-street shared-use opportunities based on data from the 2017 parking study. Establish goals for transitioning employees, begin outreach to opportunity sites, negotiate agreements, and assign employees to facilities.	Reduces on-street demand by redirecting employees to off-street facilities.  The majority of parking in the downtown is off-street in privately owned assets. Potential empty parking stalls in the peak hour range from 466 (weekday) to 806 (weekend).	Mid/Long-term	<ul style="list-style-type: none"> <li>■ <b>Cost:</b> Staff time to identify opportunity sites and conduct outreach to potential private sector participants. Planning may determine that funds are needed to create incentives and/or improve the condition of lots or pedestrian/bike connections.</li> </ul>
	Identify remote off-street parking locations ideal for employee use (e.g., P6 Lot). Link lots by shuttle/transit and create incentives for employee use.	Provides off-street parking for employees outside the downtown, linked by shuttle or transit. Mitigates current parking constraints.	Long-term	<ul style="list-style-type: none"> <li>■ <b>Cost:</b> Unknown at this time.</li> </ul>
	Establish employee off-street parking permit program.	Create a permit program allowing employees to park in designated off-street facilities, minimizing parking conflicts between employees and customers/visitors. Can be coupled with the employee on-street permit program.	Mid/Long-term	<ul style="list-style-type: none"> <li>■ <b>Cost:</b> Unknown at this time. Would entail administration and enforcement associated with program operation and compliance. Fees for permits (if assessed) could offset program cost.</li> </ul>
	Implement variable-rate pricing of off-street parking for employees, based on demand.	Charges a premium for high-demand locations and lower rates for less-used locations.	Mid/long-term	<ul style="list-style-type: none"> <li>■ <b>Cost:</b> Rate systems will likely provide revenue to cover cost of program management.</li> </ul>
	Confirm that all city-owned off-street facilities comply with ADA parking requirements.	Ensures compliance with federal and state requirements for ADA parking.	Mid-term	<ul style="list-style-type: none"> <li>■ <b>Cost:</b> Cost associated with painting, signage, and maintenance of any new ADA-compliant stalls.</li> </ul>

Strategy	Action	Purpose	Timeline	Costs and Revenues
<b>Improve On-Street Parking</b>	Convert on-street parking in the High-Occupancy Core Zone to 3-hour timed stalls	Ensures turnover of short-term on-street parking to support local businesses. Calibrates time limits to actual demand.	Mid-term	■ <b>Cost:</b> Determined in Strategy 18
	Install 5 hour signed time limits in all <u>commercial</u> areas outside the High-Occupancy Zone.	Allows longer stays for users needing to park more than three hours	Mid-term	■ <b>Cost:</b> Coordinated with Strategy 14
	Allow a controlled number of employees to park within the 5 hour time limited area with a valid permit.	Creates a permit program allowing employees to park in designated on-street areas, minimizing parking conflicts between employees and customers/visitors.	Mid-term	■ <b>Cost:</b> Unknown at this time, but would include administration and enforcement. Fees for permits could off-set cost.
	Evaluate the need to transition on-street parking to paid parking (meters/pay-stations) with 3-Hour parking meters/pay stations in the Core Zone and 10-Hour meters/pay-stations in the 5-hour timed commercial area.	Ensures continued turnover of short-term on-street parking to support local businesses.	Mid/Long-term	■ <b>Cost:</b> Electronic pay stations range from \$7,500 to \$10,000 per unit, serving 8 to 14 stalls. There are currently 512 stalls in the Core Zone.
<b>Awareness</b>	Create a critical-path timeline to improve the city’s current parking signage system and logo. Incorporate logo into on-street meter signage and at all City-owned lots and shared supplies, and in marketing and communications.	Enhances existing parking logo, improves and augments existing signage and incorporates the parking brand at all levels of management.	Mid-term	■ <b>Cost:</b> It is estimated that engaging a design firm to carry out the tasks identified above would range from \$15,000 - \$20,000.

Strategy	Action	Purpose	Timeline	Costs and Revenues
	All on-street parking stalls on commercial streets should be clearly striped. This will make parking more orderly and convenient for users.	Effective striping communicates “you can park here,” reduces incidents of damage to vehicles, and reduces illegal parking).	Short/Mid-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> In a previous study conducted by RWC for Prineville, Oregon, the City estimated it spends \$145 per block to stripe parallel parking in its downtown.</li> </ul>
	Design and launch parking website with information for visitors and employees.	Improves the user experience and identifies where parking is available, particularly off-street.	Mid-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> Costs associated with design and maintenance of website.</li> </ul>
<b>Improve Access to Downtown</b>	Expand bike parking network to create connections between parking and the downtown, encouraging employee bike commuting and drawing customers to businesses.	Provides safer, more reliable option for bicycle access and parking. Offering adequate bicycle parking will expand the capacity of the overall parking supply downtown.	Mid-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> Consultant or staff costs associated with collecting data on bike parking downtown. Cost of purchase and installation of new secure bike parking.</li> </ul>
	Collaborate with Link Transit to improve service to and from downtown Leavenworth.	Transit access reduces parking demand. This would be coordinated with employee permit and variable-rate pricing strategies.	Mid to Long-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> Minimal staff costs coordinating with local and regional transit agencies. Costs related to increases in service are not known at this time.</li> </ul>
	Improve pedestrian crossing of Highway 2 to encourage walking and increase safety. This could include striping, curb extensions, flashing beacons, signage, and additional crossings.	Improves the customer experience and provides better connections to all areas of the downtown for pedestrians.	Long-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> Undetermined at this time</li> </ul>

Strategy	Action	Purpose	Timeline	Costs and Revenues
<b>Residential Parking</b>	Develop and adopt a policy and process for the formation of Residential Parking Permit Zones in residential neighborhoods adjacent to the downtown.	Changes to parking management in commercial areas could cause issues related to employees parking in residential areas. The City and DPAC should conduct outreach to residents and businesses in adjacent neighborhoods to raise awareness and understanding of programs being developed.	Mid-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> Costs associated with delivery of on-street permit programs will need to be further developed. Most cities charge for permits at a rate that at minimum covers administrative cost.</li> </ul>
<b>New Capacity</b>	Explore expanding access capacity with new parking supply and/or transit.	<p>Expands available parking supply, particularly during the peak summer months when demand is highest.</p> <p>Given current parking constraints, the City should evaluate new access capacity, including new supply (for example, a garage) and transit options.</p>	Mid/long-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> Parking garage and transit development require sophisticated infrastructure and are very costly. Adequate time and effort must be given to determine the most beneficial and cost-effective formats for increasing capacity.</li> </ul>
	Explore and develop funding options for maintaining the existing parking supply and funding future growth.	A wide range of funding sources and revenue streams could be used to implement an enhanced parking management plan and develop new parking or transit capacity in Leavenworth.	Mid/long-term	<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> For the purposes of this discussion, it is assumed that costs would be absorbed internally by the City and through the parking management plan implementation process.</li> </ul>
	Expand capacity as necessary and feasible.	Provides new parking and/or transit capacity to the downtown		<ul style="list-style-type: none"> <li>▪ <b>Cost:</b> Cost and feasibility determined in Strategy 24.</li> </ul>

## ATTACHMENT A

Table 3: 2017 Leavenworth Off-Street Parking Inventory (by Lot)

[NOTE: Lots/facilities highlighted in red were not a part of survey day sampling.]

Lot ID	Facility	Stalls	Survey Day	Peak Occupancy/ Hour	Stalls Available
1	Leavenworth Spirits	6	Weekday	33.3% 10:00 – 11:00 AM	4
			Weekend	16.7% 11:00 AM – 12:00 PM 3:00 – 5:00 PM	5
2	Cascade Auto Parts - NAPA	18	Weekday	27.8% 11:00 AM – 12:00 PM	13
			Weekend	16.7% 5:00 – 6:00 PM	15
3	76 Gas Station	7	Weekday	42.9% 10:00 – 11:00 AM 12:00 – 1:00 PM	4
			Weekend	71.4% 2:00 – 3:00 PM 4:00 – 5:00 PM	2
4	Liberty Station	59	Weekday	54.2% 1:00 – 3:00 PM	27
			Weekend	81.4% 2:00 – 3:00 PM	11
5	US Post Office	24	Weekday	62.5% 3:00 – 4:00 PM 5:00 – 6:00 PM	9
			Weekend	66.7% 12:00 – 1:00 PM 2:00 – 3:00 PM 4:00 – 5:00 PM 6:00 – 7:00 PM	8
6	Cashmere Valley Bank	34	Weekday	52.9% 3:00 – 4:00 PM	16
			Weekend	79.4% 5:00 – 6:00 PM	7
7	Unmarked Lot (Cascade School District)	17	Weekday	23.5% 11:00 AM – 12:00 PM 2:00 – 3:00 PM	13
			Weekend	23.5% 11:00 AM – 12:00 PM	13
8	Leavenworth Park & Ride	43	Weekday	79.1% 2:00 – 3:00 PM	9
			Weekend	100% 1:00 – 2:00 PM	0
9	Wenatchee Ranger Station (Visitor Parking)	13	Weekday	30.8% 1:00 – 2:00 PM 3:00 – 4:00 PM	9

Lot ID	Facility	Stalls	Survey Day	Peak Occupancy/ Hour	Stalls Available
			Weekend	23.1% 5:00 – 6:00 PM	10
11	Faith Lutheran Church/Upper Valley Cooperative Preschool	17	Weekday	5.9% 10:00 – 11:00 AM	16
			Weekend	5.9% 2:00 – 3:00 PM	16
12	Wells Fargo	14	Weekday	50.0% 3:00 – 4:00 PM	7
			Weekend	42.9% 1:00 – 2:00 PM	8
13	City Parking (P4) – Pay to Park	48	Weekday	70.8% 6:00 – 7:00 PM	14
			Weekend	97.9% 1:00 – 3:00 PM	1
14	City Hall and Library	48	Weekday	100% 4:00 – 6:00 PM	0
			Weekend	100% 2:00 – 3:00 PM	0
15	Hopkins Memorial Pool (P5)	72	Weekday	95.8% 6:00 – 7:00 PM	3
			Weekend	97.2% 1:00 – 2:00 PM	2
16	Linderhof Inn	37	Weekday	83.8% 6:00 – 8:00 PM	6
			Weekend	70.3% 6:00 – 8:00 PM	11
18	Enzian Inn	131	Weekday	74.8% 2:00 – 3:00 PM	33
			Weekend	79.4% 12:00 – 1:00 PM	27
21	Senior Center Events	7	Weekday	85.7% 12:00 – 1:00 PM	1
			Weekend	28.6% 7:00 – 8:00 PM	5
22	First Baptist Church	26	Weekday	65.4% 11:00 AM – 12:00 PM	9
			Weekend	46.2% 12:00 – 1:00 PM	14
23	Bavarian Lodge	100	Weekday	62.0% 7:00 – 8:00 PM	38
			Weekend	71.0% 7:00 – 8:00 PM	29
25	Washington Federal	15	Weekday	46.7% 4:00 – 5:00 PM	8
			Weekend	80.0% 1:00 – 3:00 PM	3

Lot ID	Facility	Stalls	Survey Day	Peak Occupancy/ Hour	Stalls Available
26	Concrete Lot	15	Weekday	93.3% 11:00 AM – 12:00 PM	1
			Weekend	126.7% 1:00 – 2:00 PM	-4
27	Leavenworth Properties Inc.	11	Weekday	54.6% 10:00 – 11:00 AM 2:00 – 4:00 PM	5
			Weekend	54.6% 4:00 – 5:00 PM	5
28	Reserved Stalls in Alleyway	35	Weekday	74.3% 12:00 – 1:00 PM	9
			Weekend	82.9% 3:00 – 4:00 PM	6
31	Storybook Riverside Inn	5	Weekday	20.0% 10:00 AM – 8:00 PM	4
			Weekend	40.0% 6:00 – 7:00 PM	3
32	Permit Parking Only	19	Weekday	31.6% 7:00 – 8:00 PM	13
			Weekend	47.4% 1:00 – 3:00 PM	10
37	Cascade Medical	18	Weekday	100% 11:00 AM – 12:00 PM	0
			Weekend	44.4% 10:00 – 11:00 AM 1:00 – 3:00 PM	10
38	Bavarian Ritz Hotel	15	Weekday	86.7% 7:00 – 8:00 PM	2
			Weekend	86.7% 6:00 – 8:00 PM	2
39	Inns Brocker Bldg.	13	Weekday	84.6% 1:00 – 2:00 PM	2
			Weekend	69.2% 11:00 AM – 12:00 PM 6:00 – 7:00 PM	4
40	9th & Front Shopping Plaza	32	Weekday	103.1% 1:00 – 2:00 PM	-1
			Weekend	121.9% 5:00 – 6:00 PM	-7
41	Clock Tower Bldg. Hwy. 2	12	Weekday	108.3% 12:00 – 1:00 PM 2:00 – 3:00 PM	-1
			Weekend	125.0% 1:00 – 2:00 PM	-3
42	City Lot (P1) – Pay to Park	77	Weekday	98.7% 1:00 – 2:00 PM	1
			Weekend	103.9% 12:00 – 1:00 PM	-3

Lot ID	Facility	Stalls	Survey Day	Peak Occupancy/ Hour	Stalls Available
43	Leavenworth's Finest Espresso	10	Weekday	40.0% 1:00 – 2:00 PM	6
			Weekend	100% 6:00 – 7:00 PM	0
45	Webb Accounting	19	Weekday	63.2% 11:00 AM – 12:00 PM	7
			Weekend	84.2% 7:00 – 8:00 PM	3
46	Leavenworth Vision Center	18	Weekday	55.6% 2:00 – 4:00 PM	8
			Weekend	5.6% 12:00 – 1:00 PM 2:00 – 3:00 PM 4:00 – 8:00 PM	17
47	City Parking (P2) – Pay to Park	91	Weekday	24.2% 2:00 – 3:00 PM	69
			Weekend	100% 12:00 – 2:00 PM	0
48	Hotel Pension Anna	17	Weekday	52.9% 6:00 – 7:00 PM	8
			Weekend	58.8% 7:00 – 8:00 PM	7
49	Obertal Inn	27	Weekday	66.7% 10:00 – 11:00 AM 5:00 – 6:00 PM	9
			Weekend	96.3% 6:00 – 7:00 PM	1
50	Multi-Tenant Parking (Alleyway)	11	Weekday	18.2% 10:00 – 11:00 AM	9
			Weekend	0.0% 10:00 AM – 8:00 PM	11
51	City Parking (P3) – Pay to Park	34	Weekday	73.5% 2:00 – 3:00 PM	9
			Weekend	100% 12:00 – 2:00 PM	0
52	Evergreen Inn Annex	9	Weekday	44.4% 5:00 – 8:00 PM	5
			Weekend	33.3% 2:00 – 3:00 PM 6:00 – 8:00 PM	6
53	Leavenworth Village Inn	19	Weekday	52.6% 7:00 – 8:00 PM	9
			Weekend	94.7% 3:00 – 4:00 PM	1
54	10th Street/Rieke Lot (Gravel Lot)	25	Weekday	76.0% 2:00 – 3:00 PM	6

Lot ID	Facility	Stalls	Survey Day	Peak Occupancy/ Hour	Stalls Available
			Weekend	108.0% 1:00 – 2:00 PM	-2
58	Gravel Lot	15	Weekday	126.7% 2:00 – 3:00 PM	-4
			Weekend	120.0% 12:00 – 2:00 PM 4:00 – 5:00 PM	-3
63	Evergreen Motel	13	Weekday	38.5% 5:00 – 6:00 PM	8
			Weekend	84.6% 7:00 – 8:00 PM	2
64	John Schiefelbein Family Dentistry	12	Weekday	66.7% 10:00 – 11:00 AM 1:00 – 3:00 PM	4
			Weekend	108.3% 12:00 – 2:00 PM	-1
66	McDonalds	47	Weekday	61.7% 12:00 – 1:00 PM	18
			Weekend	87.2% 1:00 – 2:00 PM	6
67	Gravel Lot	26	Weekday	88.5% 11:00 AM – 12:00 PM	3
			Weekend	115.4% 1:00 – 2:00 PM	-4
68	Dau's Food Market	44	Weekday	77.3% 12:00 – 1:00 PM	10
			Weekend	93.2% 2:00 – 3:00 PM	3
70	Evergreen Accounting	10	Weekday	50.0% 10:00 AM – 2:00 PM	5
			Weekend	20.0% 11:00 AM – 1:00 PM 2:00 – 7:00 PM	8
<b>Off-Street Supply Studied (49 sites)</b>		<b>1,435</b>	<b>Weekday</b>	<b>51.7%</b> <b>2:00 – 3:00 PM</b>	<b>693</b>
			<b>Weekend</b>	<b>72.1%</b> <b>1:00 – 2:00 PM</b>	<b>401</b>
<b>Total Off-Street Supply (70 sites)</b>		<b>1,669</b>	<b>Weekday</b>	<b>51.7%</b> <b>2:00 – 3:00 PM</b>	<b>806</b>
			<b>Weekend</b>	<b>72.1%</b> <b>1:00 – 2:00 PM</b>	<b>466</b>