BAINBRIDGE ISLAND
DOWNTOWN PARKING STRATEGY

STRATEGIES REPORT 2018

CITY OF
BAINBRIDGE ISLAND

framework

RICK WILLIAMS CONSULTING
Parking & Transportation

ACKNOWLEDGMENTS

CITY COUNCIL

Kol Medina, Mayor
Sarah Blossom
Ron Peltier
Rasham Nassar
Joe Deets
Matthew Tirman

CITY OF BAINBRIDGE ISLAND PLANNING STAFF

Doug Schulze, City Manager
Chris Hammer, Project Manager

CONSULTANT TEAM

Jeff Arango, AICP – Project Manager, Framework
Izzy Cannell, Framework
Daniel Harris, Framework
Rick Williams, Rick Williams Consulting
Owen Ronchelli, Rick Williams Consulting
Pete Collins, Rick Williams Consulting

INFRASTRUCTURE BALLOT TASK FORCE

Demi Allen
Lief Horowitz
Kelly Muldrow
Steve Sutorius
Barbara Tolliver
Greg Geehan
Todd Tinker
James Cash
John Ellis
Juliet LeDorze
Kjell Stoknes
James Quitslund
Jason McLennan
Priscilla Zimmerman
Matthew Tirman

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INTRODUCTION

The City of Bainbridge Island and the Downtown attract residents, businesses, and visitors due to its beautiful natural setting, human-scaled streets, buildings, and public spaces, and the mix of shops, services, and activities in a walkable environment. The proximity to Seattle via the ferry is also a major driver of activity in the Downtown area and brings people to the Downtown on foot, bikes, or with a vehicle. These attractive qualities and proximity to Seattle create a high demand for parking for longer-term parking for employees and commuters and shorter-term parking for visitors and customers. Many of the businesses in the Downtown do not have off-street parking and rely on the limited public parking system for employee, customer, and visitor parking.

Figure 1: *Weekend activity on Winslow Way, Summer 2017*

Framework, 2017

The City developed this Downtown Parking Strategy to better understand how the existing parking system is functioning and to develop strategies to improve parking and access that are tailored to local conditions and support the community's goals for Downtown. The strategy includes a parking inventory of on and off-street facilities, weekday and weekend parking data collection, extensive public outreach, a vision and guiding principles, parking management strategies, and consideration of a public parking structure as part of the redevelopment of the Town Square.

The implementation plan includes more detail on the strategies, establishes priorities, a timeline, responsibilities, and planning level cost and revenue estimates to guide City decision-making and future parking management. The report includes this document with appendices for the existing conditions report, the data collection summary, the survey summary, the stakeholder interview summary, and map folios from the data collection.

STUDY AREA

The study area for the Parking Strategy includes the Downtown area of Bainbridge Island, generally bordered by Grow Avenue to the west, Wyatt Way to the north, 305 to the east, and the waterfront to the south. The study area also includes the ferry parking area east of Olympic Drive and south of Winslow. See Figure 2 for the Parking Strategy study area.

Figure 2: *Bainbride Island Downtown Study Area*

Framework, 2017; Google Maps, 2017

VISION + GUIDING PRINCIPLES

The management of the parking system in Downtown Bainbridge Island should support the community's goals for a vibrant, active, and sustainable Downtown with a strong local economy. The parking system should provide parking options for all users that are convenient, user-friendly, and make efficient use of existing parking facilities through shared parking. Parking management should encourage and support the use of other travel modes, where feasible, to reduce demand on the parking system while increasing access to the Downtown.

The City of Bainbridge Island's Downtown Parking System:

1. Supports the community's goals for a vibrant and attractive Downtown experience.
2. Is user-friendly and prioritizes on-street parking in the core for short-term visitor and customer parking.
3. Is efficient through the implementation of shared parking to increase parking availability to a wide-range of users.
4. Is simple and easy to understand with a positive user-experience for residents, employees, customers, and visitors.
5. Is financially sustainable to operate and maintain including any new parking facilities with public funding.
6. Balances the needs for on-street parking with other priorities within the public right-of-way.
7. Supports the Downtown economy by increasing access to the Downtown.

STUDY AREA + INVENTORY

ON-STREET INVENTORY

The on-street inventory within the study area contains 387 stalls, which vary in restriction type. There are spaces with hourly restrictions, electric vehicle only restrictions, ADA restrictions, and no restrictions. The predominant restriction is two-hour parking (50%), followed by three-hour parking (25%). Figure 3 shows the on-street supply, broken down by restriction type. Winslow Way, specifically, has 134 on-street parking spaces between the ferry and Grow Avenue, with one-hour, two-hour, and three-hour restrictions varying by block.

Figure 3: *On-Street Restriction Types*

RESTRICTION	STALLS	% OF SUPPLY
1-Hour Parking	8	2%
2-Hour Parking	195	50%
3-Hour Parking	97	25%
4-Hour Parking	29	7%
Electric Vehicle Only	1	0%
ADA Parking	10	3%
No Limit	47	12%
On-Street Total	387	100%

All eight of the one-hour spaces and 59 of the 2-hour spaces allow employee permit parking during weekdays, which exempts the permitted car from the timed restriction. Figure 5 shows the Employee Permit Program parking map, indicating the authorized weekday permit parking areas in green, authorized weekday parking exclusive of holidays in yellow, and no weekday employee parking anytime in red.

Figure 4: *On-Street Inventory and Restrictions Map*

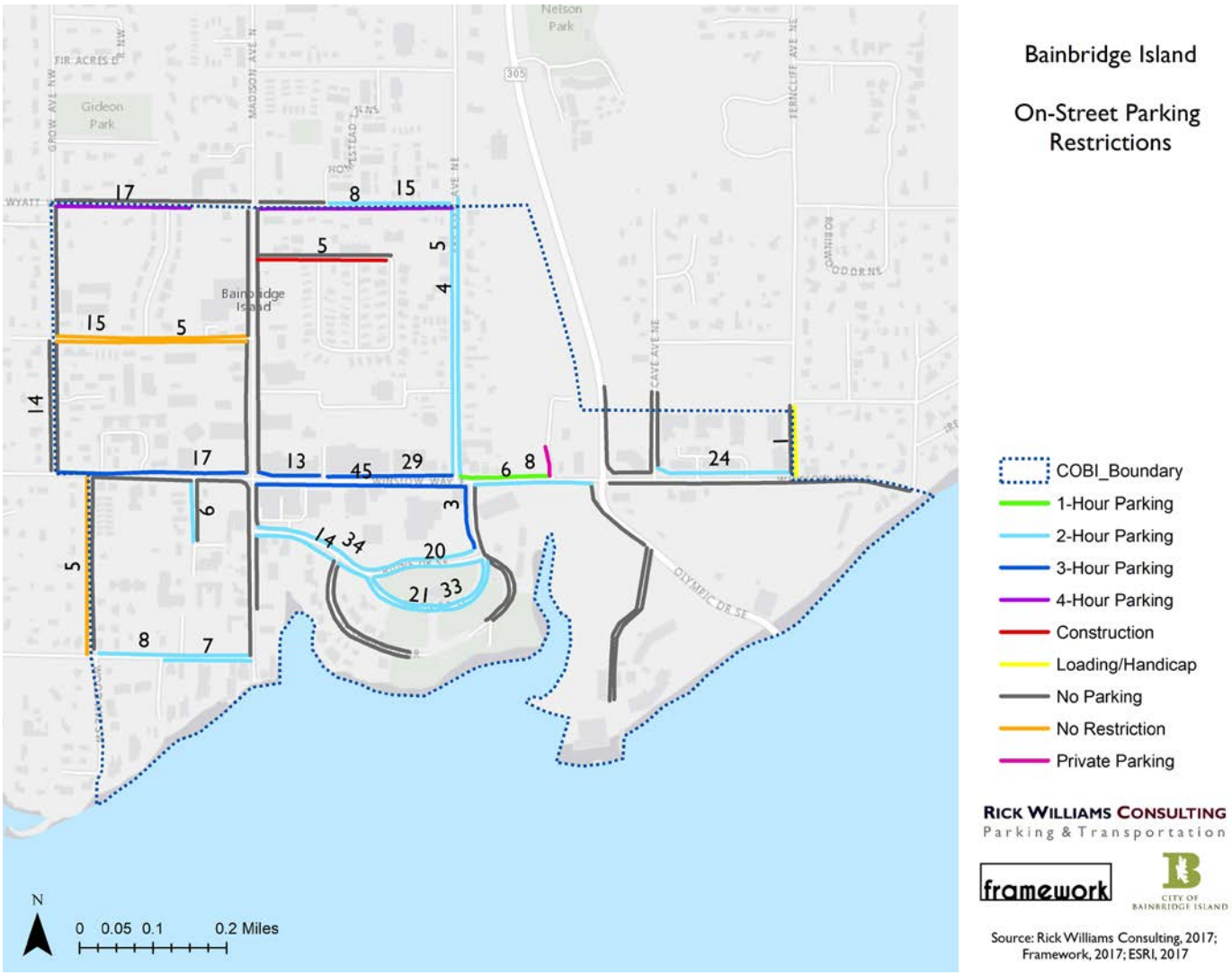
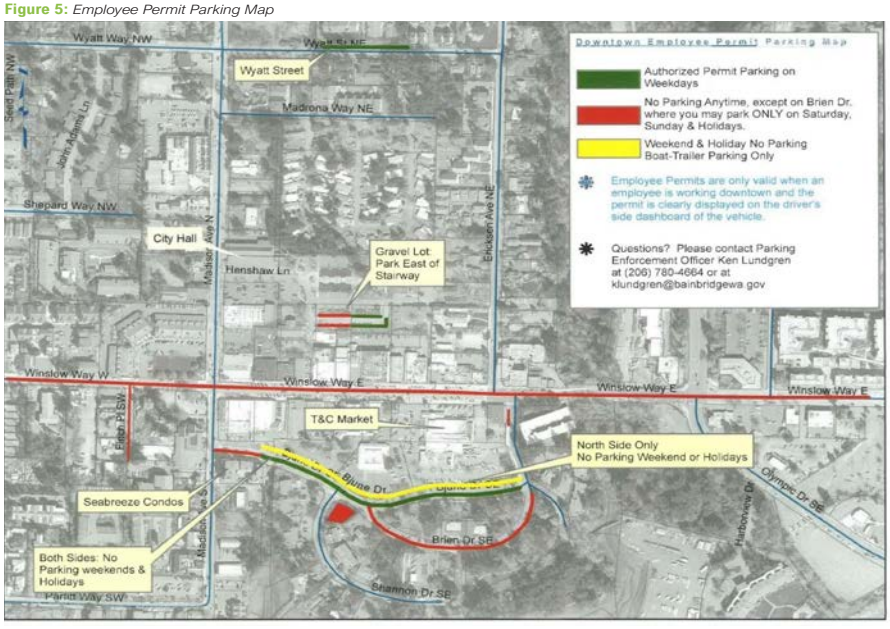


Figure 5: *Employee Permit Parking Map*

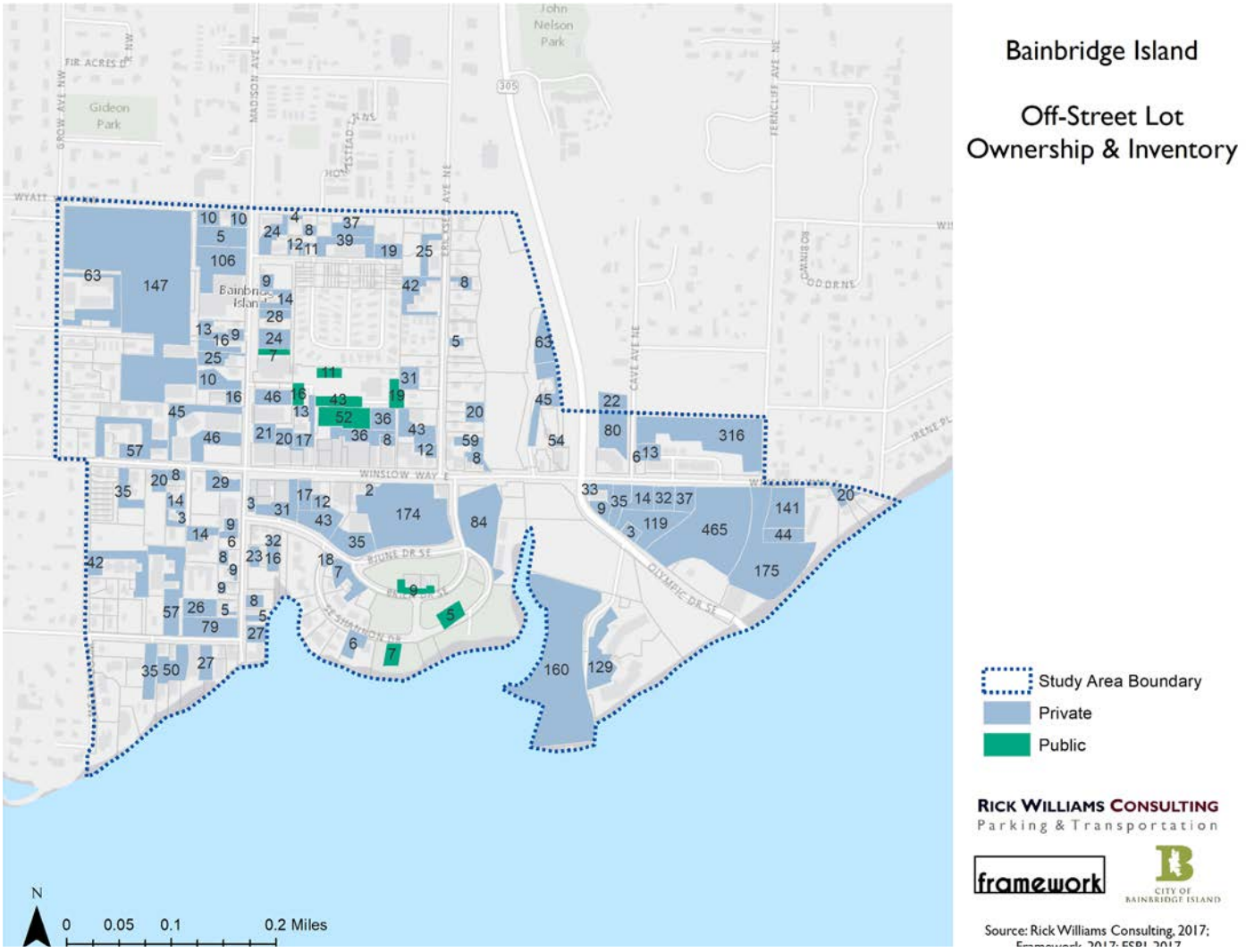


City of Bainbridge Island, 2017

OFF-STREET INVENTORY

The inventory of off-street lots includes 4,856 stalls. Figure 6 shows the locations and types of the off-street parking inventory in Downtown Bainbridge Island. The lots highlighted in green are those that are publicly-owned, although many of the stalls in these publicly-owned lots are restricted to City employees, City Hall visitors, or those with permits through the Downtown employee permit program.

Figure 6: *Off-Street Parking Inventory and Type*



Note: The inventory shows a snapshot of the number of stalls observed during the inventory data collection process. Some lots may have changed since the inventory was collected.

STAKEHOLDER INTERVIEW THEMES

As part of the Bainbridge Island Downtown Parking Strategy, Framework interviewed stakeholders representing a range of perspectives about their experiences and perceptions about parking Downtown, strategies to improve parking, and how parking can support the City's vision for Downtown. The Multi-Modal Transportation Advisory Committee was engaged and a total of eleven stakeholders were interviewed, including city staff, residents, business owners, and employees.

- The stakeholders expressed consistent viewpoints on the need to pro-actively address parking in Downtown. Stakeholders also see a larger connection between the quality of the experience in Downtown, the tourist economy, and parking issues that occur.
- Parking and Future Growth
- Parking Experience
- Parking Logistics and Circulation
- Employee Parking Challenges
- Ferry Parking Challenges
- High Activity Waterfront Park
- Trailer Parking on Bjune
- Off-Street Parking is Hard to Find and Poorly Signed
- A Multi-Modal Downtown
- Residential Parking Challenges
- Parking for New Development

SURVEY FINDINGS

The City of Bainbridge Island conducted an online survey on parking in Downtown. The survey was open for public response between August 25th and September 30th of 2017 and 572 total responses were received. The survey was advertised on the City's webpage for the project, on the City's Facebook page, and was the subject of a KOMO 4 news story on Friday, September 29th. Survey results provided the following findings:

- The majority (68.4%) of respondents go Downtown to visit a Downtown Business, and the second most common reason (13.8%) for going Downtown was to go to work at a Downtown business.
- Half of respondents (49.0%) go Downtown frequently (a few times a week), with another 29.9% going Downtown daily. Just over 20% of respondents go Downtown only occasionally or rarely.

- Thirty-five percent (35%) of respondents find parking to be inconvenient and difficult. The second most common response (27.1%) was that parking is inconvenient, but not bad for a Downtown. 137 people (24.0%) find the parking experience to be a deterrent to coming Downtown. Only 55 people (10.0%) find parking to be convenient and easy to find.
- Half of Downtown trips are one to three hours in length. Eighteen percent of respondents stay less than an hour. Seventy percent of those staying all day (14.0 % of all respondents) are employees in Downtown.
- Sixty-six percent (66%) of the survey respondents feel that there is not enough parking in Downtown. Just over 20 percent feel that the time limits don't align with the length of their trip. The same number of respondents feel that there is not enough signage directing people to parking locations.
- When asked to provide examples of parking challenges, the most common topics included struggling to find parking when visiting Downtown businesses (72 comments) and needing to circle to find parking, with some respondents eventually just leaving Downtown (70 comments).
- When going Downtown, half of respondents indicated they park on-street in time-restricted stalls closest to their destination. Another 25% park in off-street lots close to their destination. Only 7.7% bike or walk when they go Downtown. Half of respondents feel that they find parking an acceptable walking distance from their destination, while 20.6% feel they find parking an unacceptable walking distance from their destination. Another 16.4% find parking in close proximity to their destination. Several people commented that reserved on-street boat trailer parking often doesn't get used on the weekends, particularly in the winter.
- About 78% of the 572 respondents circle the block either sometimes or always when looking for parking. This has additional implications for the circulation and traffic in Downtown. Those who find parking in no time, or who rarely circle the block, make up 12.6% of respondents.
- Respondents identified that parking is the most difficult on summer weekends before 5pm (70.8%) and on summer weekdays before 5pm (57.2%). The next most difficult parking times experienced by respondents is before 5pm on fall, winter, and spring weekdays and weekends (29.4% and 28.0%).
- When asked if respondents ever park in an off-street lot, 42.0% responded that they do but they are never sure if they can legally park there and another 24.5% responded that they do not because they are not sure what off-street facilities are available for public parking. Less than a quarter (22.7%) of respondents said they park in off-street lots and it's both easy to find and convenient.
- More than 45% of respondents would like to see more off-street structured parking as a solution for improving parking in Downtown. About the same number would like more off-street surface lots and 33.2% would like to see more on-street parking. Just over 16% do not think there is a need for more parking and find the system to be fine the way it is. Twenty-seven respondents (4.7%) would like to see less parking with redevelopment of surface lots to more retail and residential uses.
- When asked about whether there is a need for more convenient motorcycle, disabled, and bicycle parking, 69.2% said the question was not applicable as there are enough alternative parking options. However, 17.2% want to see more bicycle parking, 14.3% want to see more disabled parking, and 7.7% want to see more motorcycle parking. Based on open-ended responses about specific locations desired for new alternative parking options, respondents would like to see more on or near Winslow Way and City Hall and near the ferry.

DATA COLLECTION + FINDINGS

Data was collected for both the on and off-street on Tuesday, August 15th, 2017 between 9am and 7pm and Saturday, September 23rd, 2017. A summary of the data collection for the study are, the Winslow Way detail area, and the ferry detail area is provided in this section. More detail on data collection efforts is provided in the Data Summary Appendix. Some summary findings from the data include:

- **Most of the available parking in Downtown is located off-street.** About 8% (387) of all parking stalls in Downtown Bainbridge Island are located on-street, with the remaining 92% (4,469 stalls) of all parking stalls located in public or private off-street lots.
- **People moving vehicles to avoid time limits is not a major problem.** During weekday data collection, 31 cars were found to exhibit "moving to evade citation" behavior, where they were moving their vehicles within the restriction time in order avoid a ticket, but were parking on-street long-term, which is not the intended use for on-street parking. During the Saturday observation, there were 30 cars "moving to evade."
- **Peak use of the parking system is in the middle of the day.** On weekdays, 74.3% of the parking system was full between 12pm and 1pm, which was the weekday peak hour. The on-street system peaked at the same hour, with 75.1% of on-street stalls full. The off-street system peaked between 1pm and 2pm, when 74.4% of all off-street stalls were full.
- **Public lots are full.** The off-street lots by City Hall (which include the city staff and visitor lots) were full for much of the day.
- **There is high demand for on-street parking, particularly on Winslow Way.** On-street peak occupancies were similar during the weekday (75.1%) and weekend (74.3%) data collection. Off-street peak occupancies were lower during the weekend (56.8%) collection day than the weekday (74.4%). The systemwide (total on and off-street system) peak occupancies were higher during the weekday observation (74.5%) than the weekend observation (59.9%).
- **There is high demand for parking near Winslow Way.** When the Winslow Way core area was isolated, the core exhibited high occupancies during both the weekday and weekend observations. Overall weekday peak occupancy was 79.0% The on-street system peaked at 86.4%, and the off-street system peaked at 77.0%. Overall weekend peak occupancy was 73.7% at 12pm, with and on-street peak of 94.2% occupancy and an off-street peak occupancy of 68.9%.
- **There is high demand for parking at the ferry.** The ferry area utilization peaked between 12pm and 1pm when the combined on and off-street area observed peaked at 85.7% occupancy. At this time, the off-street system was 86.2% occupied and the on-street system was 62.5% occupied.
- **Park and ride facilities on Bainbridge Island have available capacity.** Kitsap Transit data, using monthly park and ride facility counts, shows that on average, across the seven months of collection from January through July of 2017, there were 59 available spaces in Bainbridge Island park and ride facilities per collection day.

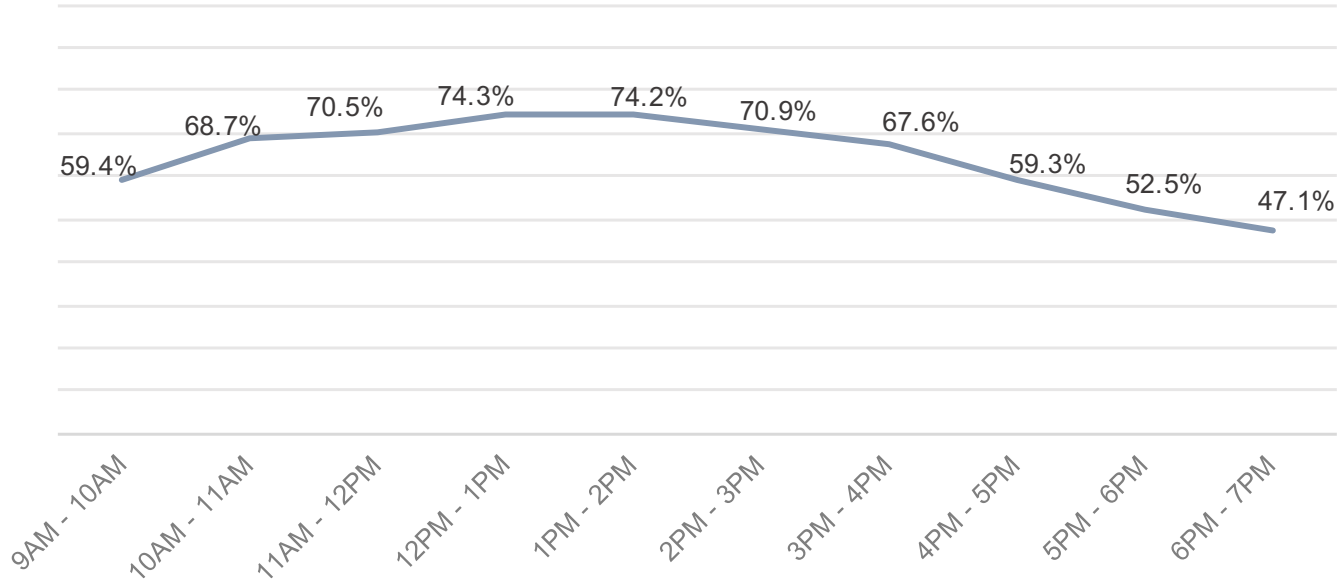
STUDY AREA UTILIZATION SUMMARY

The following section provides a summary of systemwide utilization (percent of the total on- and off-street system occupied) for the weekday and weekend data collection days. Detailed results on the individual on- and off-street systems is available in the Data Collection Summary.

Weekday Total Parking System Utilization (on-street and off-street)

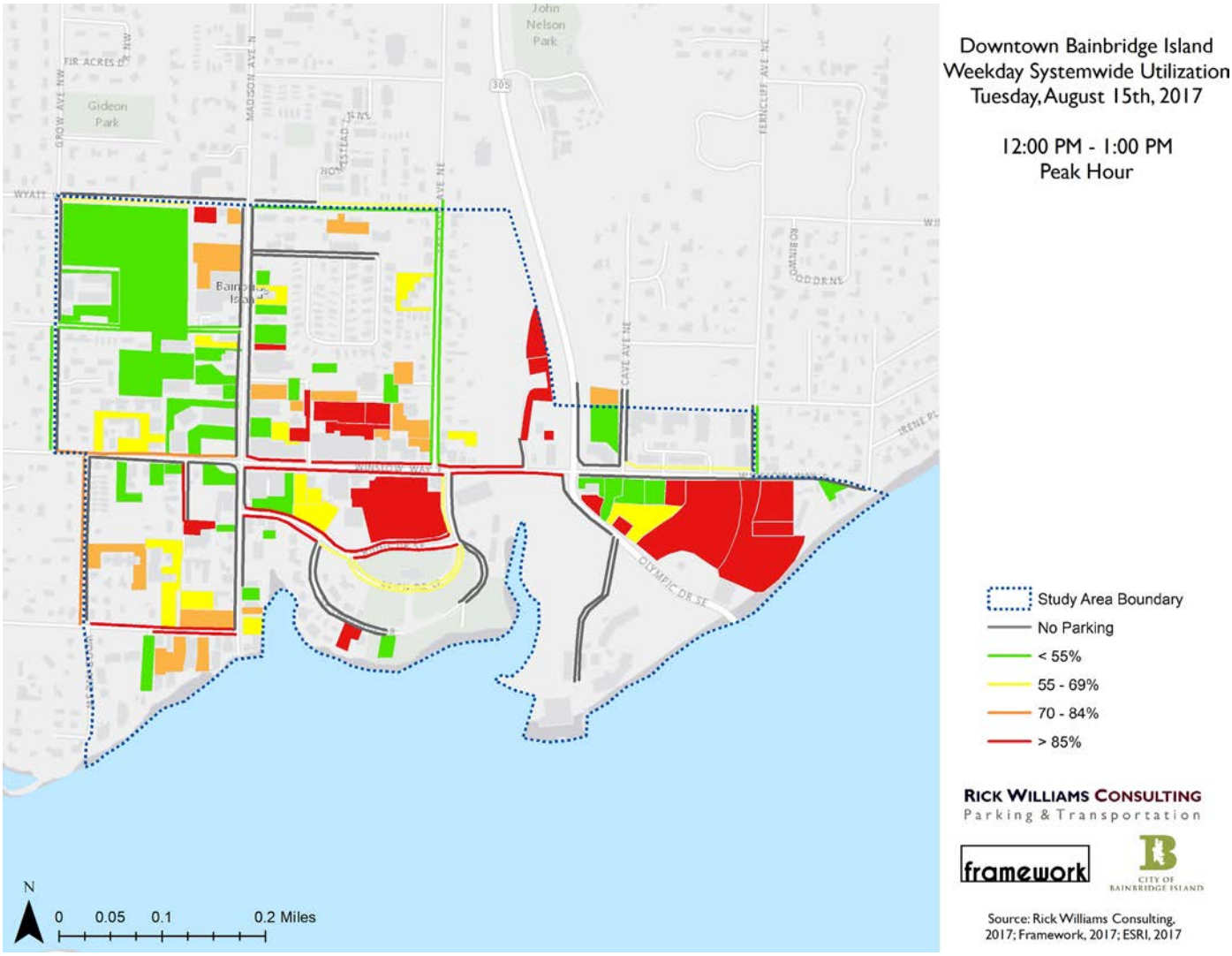
Weekday utilization data was collected on Tuesday, August 15th. The peak hour for system-wide occupancy was in the middle of the day between 12pm and 1pm when 74.3% of all on-street and off-street stalls were occupied. Figure 7 shows the hourly trend for on-street occupancy during the weekday observation and Figure 8 shows the occupancies of individual blocks or lots during the peak hour of 12pm to 1pm. Parking near the ferry and surrounding Winslow Way in the Downtown core were the most heavily occupied.

Figure 7: *Total Weekday Utilization (on-street and off-street)*



Rick Williams Consulting, 2017; Framework, 2017

Figure 8: *Weekday Systemwide Peak Hour, 12pm-1pm*



Weekend Total Parking System Utilization (on-street and off-street)

Weekend utilization data was collected on Saturday, September 23rd. The peak hour for system-wide occupancy was in the middle of the day between 12pm and 1pm when 59.9% of all on-street and off-street stalls were occupied. Figure 10 shows the occupancies of individual blocks or lots during the peak hour of 12pm to 1pm and Figure 9 shows the hourly trend for on-street occupancy during the weekday observation. Parking near the ferry and surrounding Winslow Way in the Downtown core were the most heavily occupied.

Figure 9: *Weekend Systemwide Peak Hour, 12pm-1pm*

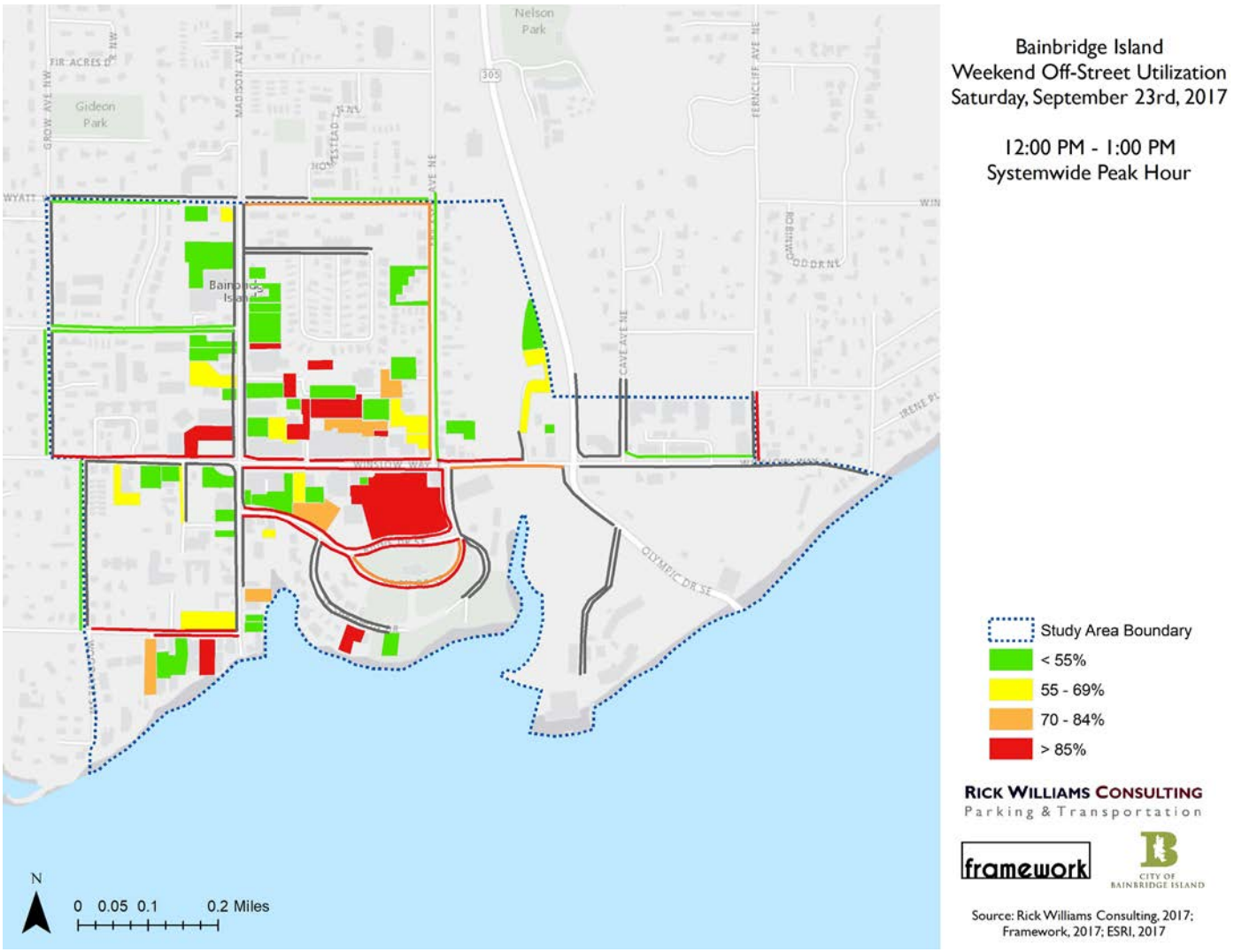
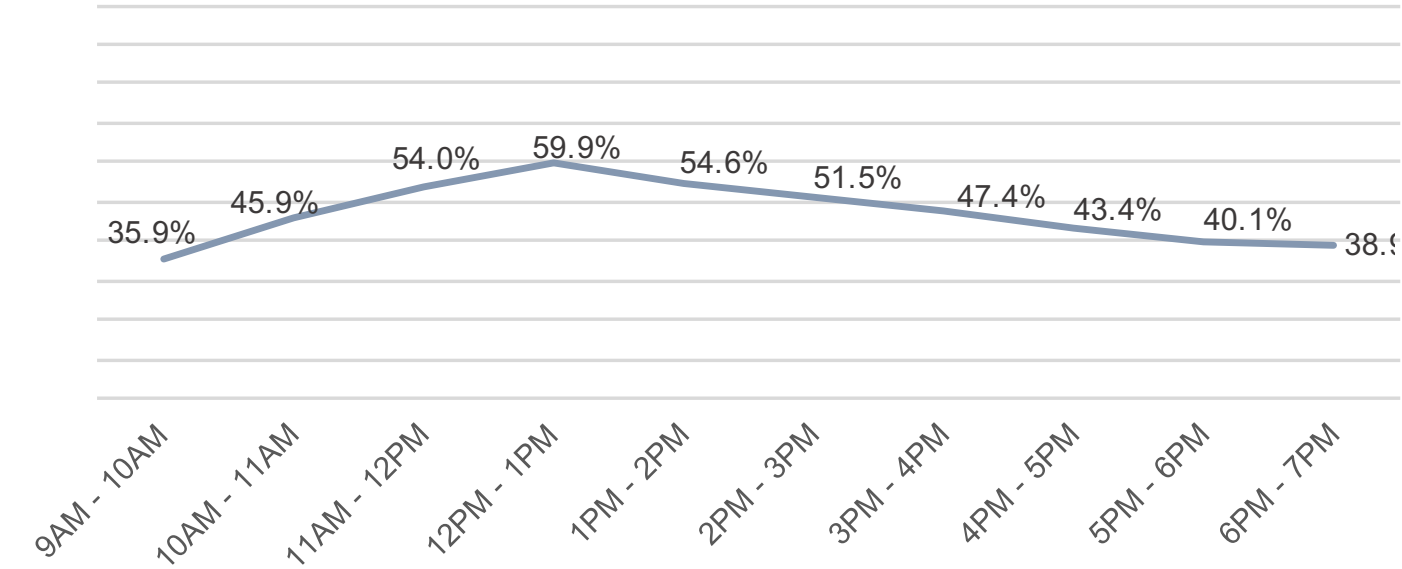


Figure 10: *Total Weekend Utilization (on-street and off-street)*

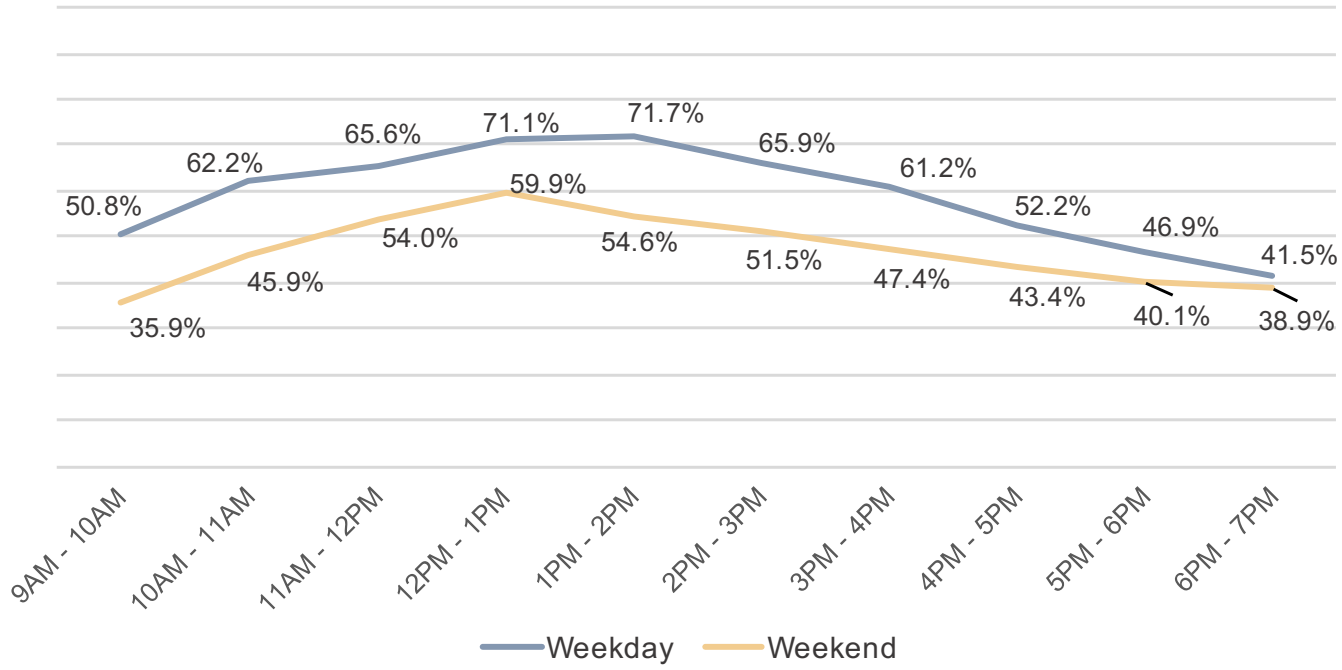


Rick Williams Consulting, 2017; Framework, 2017

Weekday Versus Weekend Systemwide Comparison

When comparing the weekend versus weekday data, the trend was similar between the two days, with overall weekday systemwide occupancy around ten percent higher on average for each hour than weekend systemwide occupancy (see Figure 11). The comparison shows the occupancy trends for those lots that were observed on both collection days, so the geography of the study area for the two charts is consistent.

Figure 11: *Occupancy Trends, Tuesday, August 15th versus Sunday, September 23rd*



Rick Williams Consulting, 2017; Framework, 2017

WINSLOW WAY AREA DETAIL

An analysis of the Winslow Way area was run to determine the occupancy for this isolated area. The area was selected based on its proximity to the businesses in central Downtown and the presence of publicly-available parking options.

Weekday Peak

During the weekday collection on Tuesday, August 14th, the Winslow Way area exhibited an overall peak occupancy of 79.0% at 12pm. The on-street system peaked at 86.4%, and the off-street system peaked at 77.0% (see Figure 13). Figure 12 shows the occupancy and available stalls during the peak hour. At peak during the weekday collection there were very spaces available in publicly-owned lots, with some of these spaces restricted to City employees and those with Downtown employee permits.

Figure 12: *Winslow Way Area Weekday Peak, 12pm - 1pm*

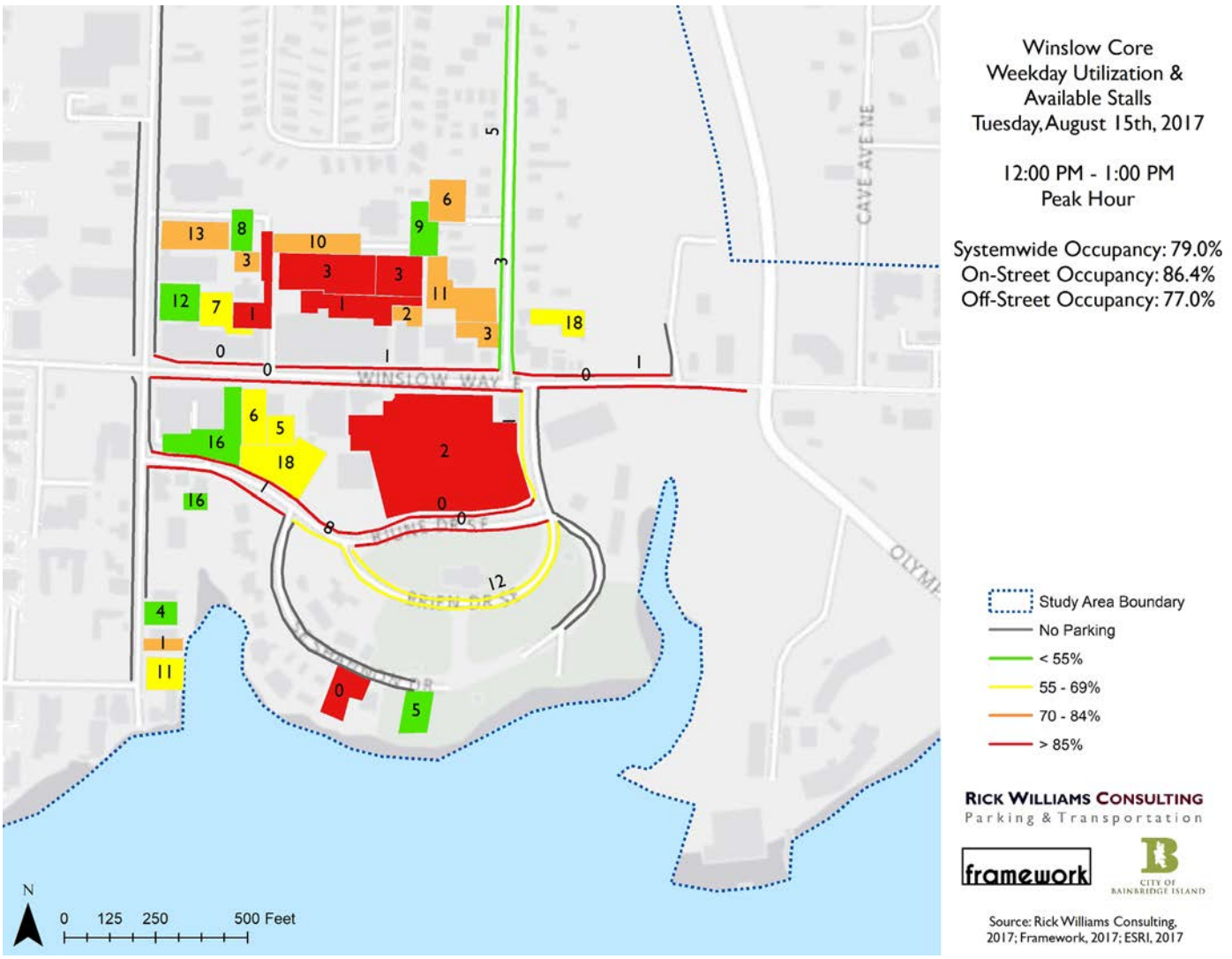
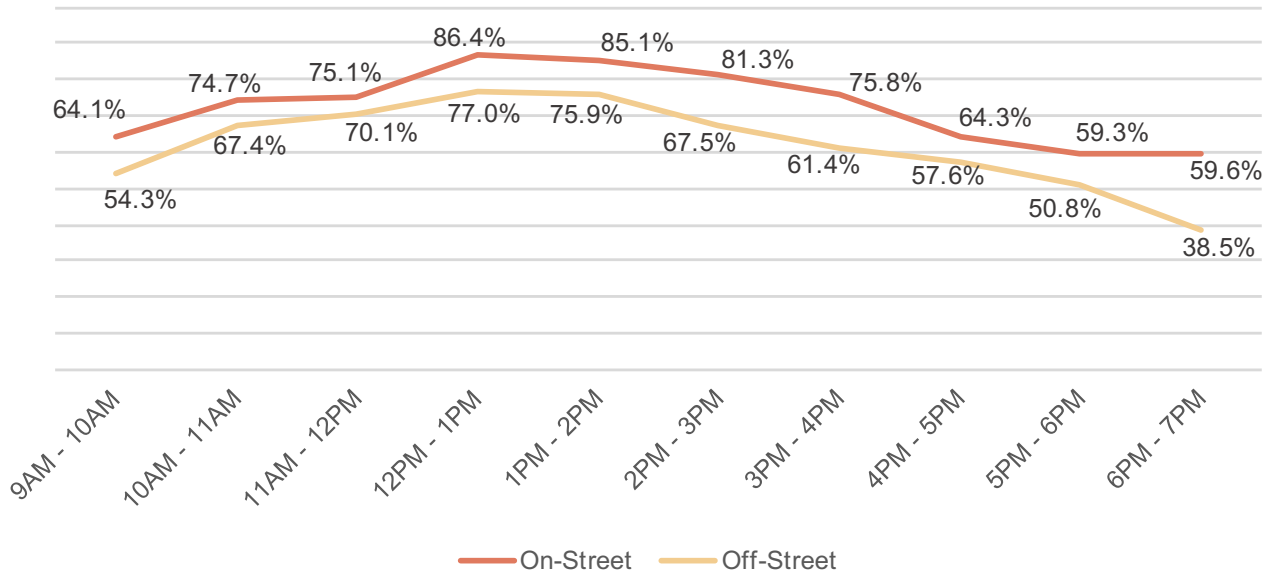


Figure 13: *Weekday Winslow Way Area Utilization (on-street and off-street)*



Rick Williams Consulting, 2017; Framework, 2017

Weekend Peak

During the weekend collection on Saturday, September 23rd, the Winslow Way area exhibited an overall peak occupancy of 73.7% at 12pm (see Figure 15). The on-street system peaked at 94.2%, and the off-street system peaked at 68.9%. Figure 14 shows the occupancy and available stalls during the peak hour.

Figure 14: *Winslow Way Area Weekend Peak, 12pm - 1pm*

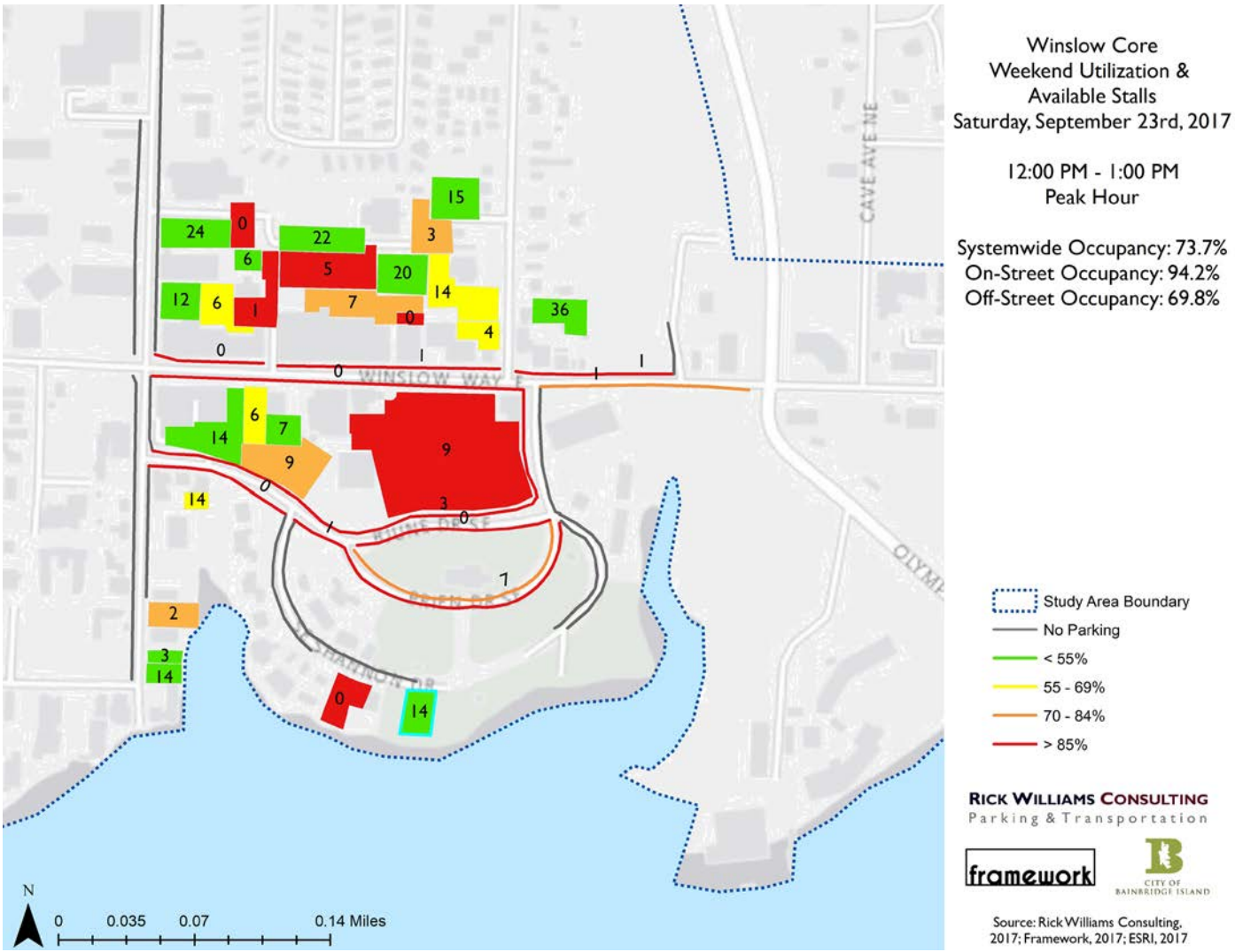
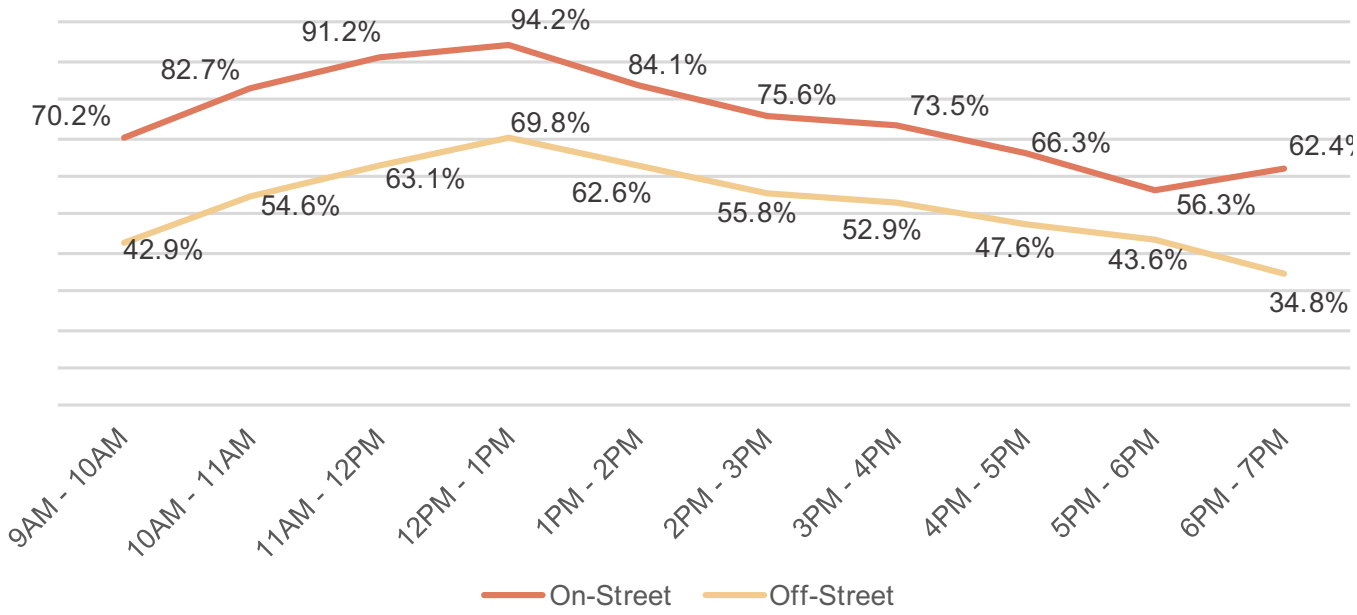


Figure 15: *Weekend Winslow Way Area Utilization (on-street and off-street)*

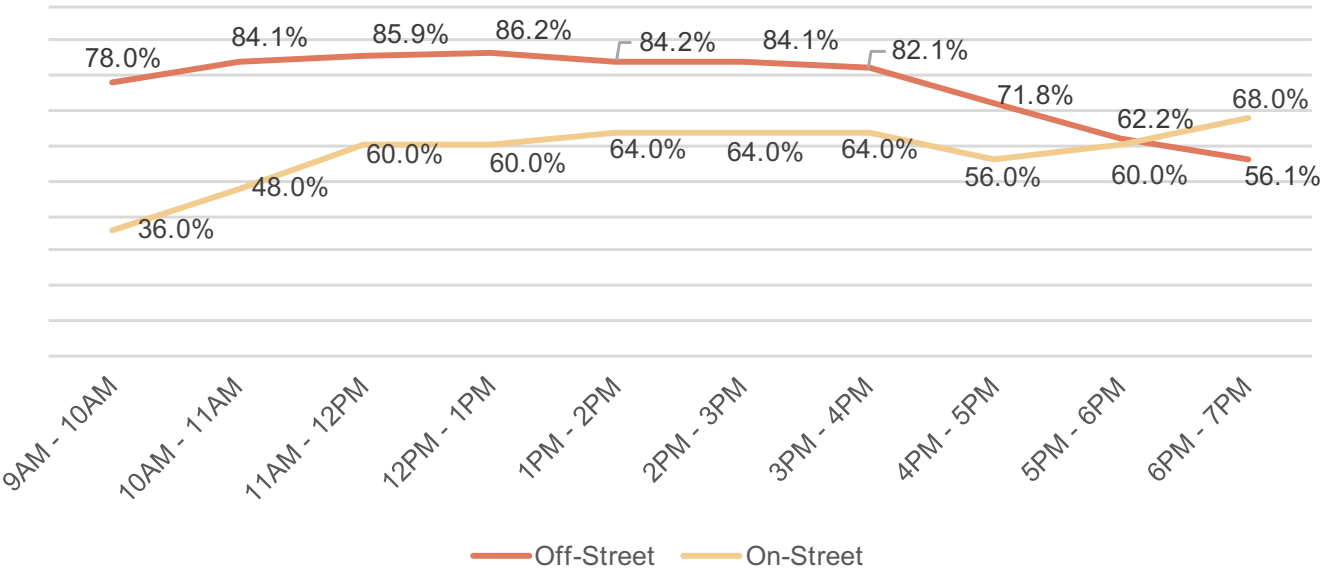


Rick Williams Consulting, 2017; Framework, 2017

FERRY AREA OBSERVATIONS

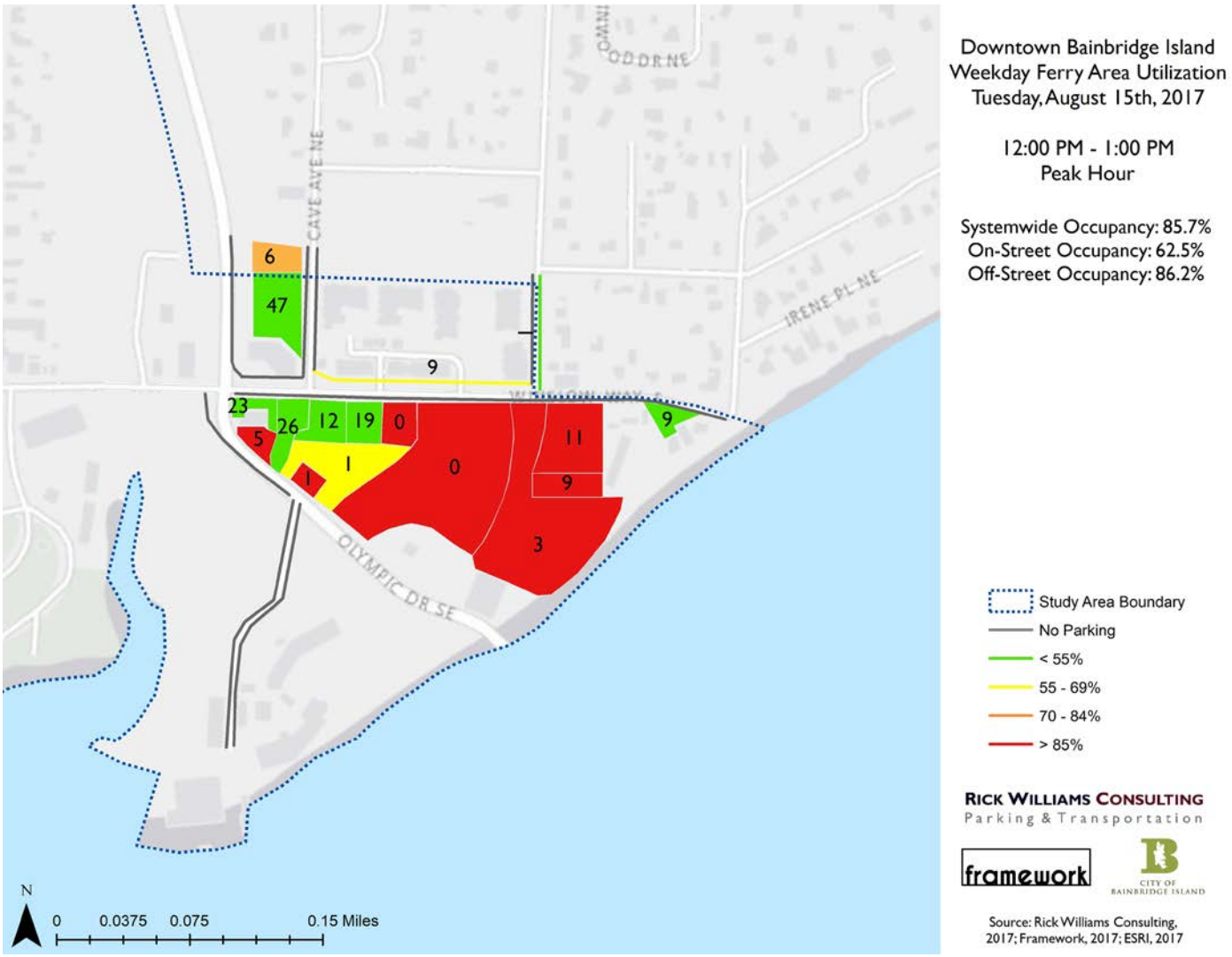
When isolating the ferry area, which was observed during the weekday data collection day on Tuesday, August 15th, the overall systemwide occupancy was 85.7%, with an on-street peak occupancy of 62.5% and off-street peak occupancy of 86.2%.

Figure 16: *Ferry Area Weekday Utilization*



Rick Williams Consulting, 2017; Framework, 2017

Figure 17: *Ferry Area Peak, 12pm - 1pm (showing available stalls at peak)*



PARK + RIDE DATA

The following page shows the location and capacity of the Kitsap Transit Park & Ride facilities. The facilities are scattered around the Kitsap Peninsula and connect to various Kitsap Transit bus and passenger ferry routes. Figure 18 shows the locations of park and ride facilities on Bainbridge Island. Figure 19 shows the occupancy data for Kitsap Transit Park & Rides for the 2017 data collection period from January through July. Parking counts were collected once a month.

Figure 19: *Kitsap Transit Park & Ride Utilization*

LOCATION	STALLS	AVERAGE UTILIZATION	PEAK UTILIZATION	PEAK MONTH	AVAILABLE AT PEAK
NORTH					
Bayside Community Church	210	23%	27%	Jul	57
George's Corners	225	45%	47%	Jul	106
Suquamish United Church of Christ	65	57%	71%	Jul	46
Clearwater Casino (Level 2=20), (Level 3=20)	96	31%	35%	Jul	34
Gateway Fellowship	138	95%	100%	Jul	138
North Base Park & Ride	265	29%	33%	Jul	88
Poulsbo Junction (North=11) (South=24)	35	61%	74%	Feb	26
BAINBRIDGE					
American Legion Post	26	45%	62%	Jul	16
Bethany Lutheran Church	80	64%	71%	May	57
Island Church	37	58%	73%	Feb	27
CENTRAL					
Crossroads Church	107	65%	76%	Feb	81
McWilliams Park & Ride	151	62%	72%	Jul	109
Evergreen Lutheran Church	19	47%	58%	Jan; Feb; Jul	11
1st United Methodist Church	53	66%	81%	Mar; Jul	43
Gateway Center	104	63%	73%	Jul	76

Figure 18: *Kitsap Transit Park and Ride Locations on Bainbridge Island*

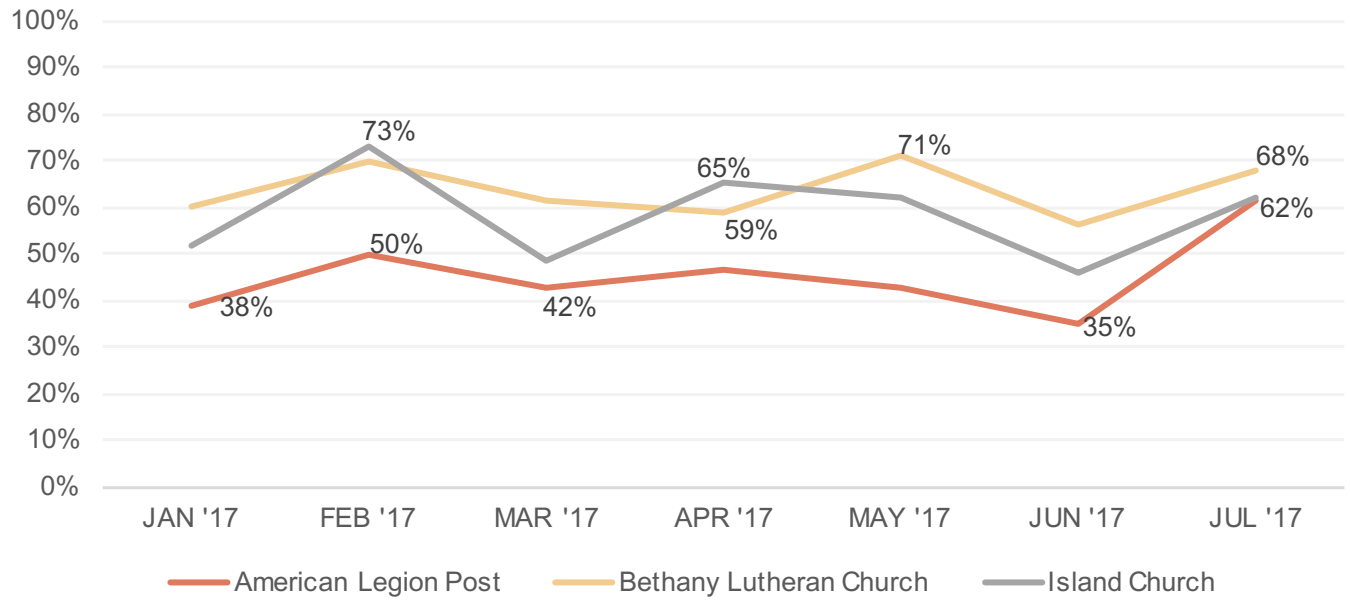
Kitsap Transit, 2017

LOCATION	STALLS	AVERAGE UTILIZATION	PEAK UTILIZATION	PEAK MONTH	AVAILABLE AT PEAK
SOUTH					
Burly Bible Church	20	46%	55%	Feb; Mar	11
Mullenix and Highway 16	92	97%	100%	Jan; Jun	92
Olalla Valley Fire Station	47	40%	47%	Feb	22
Harper Free Evangelical Church	462	26%	30%	Apr	137
First Lutheran Church	13	89%	100%	Jan; Feb; Mar; Jul	10
Port Orchard Armory	105	70%	80%	Apr	84
Annapolis Park & Ride	82	88%	89%	Jan; Mar; May	73
TOTAL	**2,432**	**49%**	**52%**	**Jul**	**1,270**

Kitsap Transit, 2016; Framework, 2017

Figure 20 shows the occupancy trends from January through July of 2017 for the three Bainbridge Island park and ride facilities. The American Legion Post shows the lowest occupancies in 2017, with the Bethany Lutheran Church and the Island Church sites peaking at 71% and 73%, respectively.

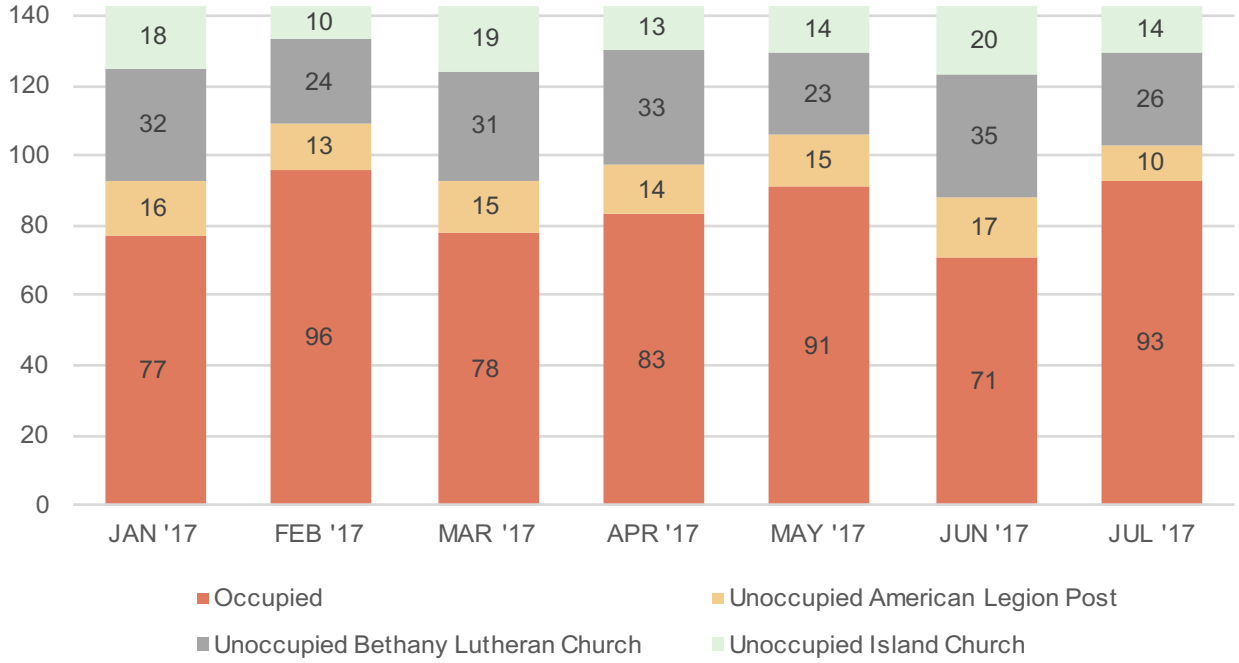
Figure 20: *Bainbridge Island Park and Rides Utilization, January - July 2017*



Rick Williams Consulting, 2017; Framework, 2017

Figure 21 shows the monthly data collection results for the three Kitsap Transit park and ride facilities on Bainbridge Island. The chart indicates the total number of occupied stalls across the three facilities, with the number of available stalls at each facility. The Bethany Lutheran Church had the greatest capacity for additional park and rider users for all data collection times. On average, across the seven months of collection, there were 59 available spaces in Bainbridge Island park and ride facilities per day.

Figure 21: *Occupied and Available Stalls at Bainbridge Island Park and Rides, January - July 2017*



Rick Williams Consulting, 2017; Framework, 2017

PARKING STRATEGY

The parking strategy includes long, medium, and short-term strategies to improve parking management and support the community's goals for Downtown. The implementation plan focuses on implementation of short-term strategies focused on improving the efficiency of the existing parking system.

Short-term strategies are those will be completed within 0-3 years, medium-term strategies will be completed in 3-5 years, and long-term strategies are expected to take more than 5+ years to implement. Strategies identified as ongoing are those that will be implemented over time through multiple projects.

STRATEGY	STRATEGY DESCRIPTION	JUSTIFICATION	TIMELINE
#1 **SIMPLIFY MANAGEMENT OF THE ON-STREET SYSTEM THROUGH CONSISTENT TIME LIMITS OF 2 OR 3-HOURS.**	▪ Currently the City has 5 different time limits for on-street parking ranging from no limit to 4-hour parking. Simplifying the system to a single time stay limit will make the system easier for parking users and for enforcement.	▪ Average vehicle stays are less than two hours for all on-street stalls. Parking stalls turnover about 5 times per day. Both the turnover and time stays are healthy for a Downtown. Consistent time restricts will make the parking system easier to understand for users and for the City to enforce. ▪ Parking pricing for the on-street system is not recommended at this time because the data shows the system is functioning well and the small size of the system would make cost recovery challenging.	▪ Short-term
#2 **ASSESS THE FEASIBILITY OF AN OFF-STREET SHARED PARKING PROGRAM TO INCREASE PARKING OPTIONS AND ACCESS TO DOWNTOWN.**	▪ Off-street parking facilities are often not fully used because they are restricted to certain parking users (i.e. customers for a specific business). People often visit Downtown to visit multiple destinations and a shared parking program can increase access to Downtown using existing and available parking in the Downtown.	▪ The peak use of the off-street system was about 75%. At peak use there were approximately 1,150 parking stalls not being used. A shared parking could make additional parking available that is not being used efficiently.	▪ Mid-term

STRATEGY	STRATEGY DESCRIPTION	JUSTIFICATION	TIMELINE
#3 **INVEST IN PROGRAMS AND FACILITIES TO INCREASE NON-MOTORIZED AND TRANSIT ACCESS (INCLUDING BY FERRY) TO DOWNTOWN.**	▪ Parking is one way to provide access to Downtown. Access by foot, bicycle, bus, or ferry decreases parking demand and may be more cost-effective than building new parking supply.	▪ Kitsap Transit is currently working on a systems plan that may change service to and from Downtown. The City also has the unique opportunity to bring people to Downtown by Ferry without a vehicle.	▪ Ongoing
#4 **ASSESS THE FEASIBILITY OF ADDING ON-STREET PARKING BY CONVERTING STREETS TO ONE-WAY TRAVEL.**	▪ By converting existing streets to one-way, adding on-street parking may be feasible without widening the street. Adding on-street parking would include adding sidewalks in locations where they don't currently exist to provide pedestrian access to parking.	▪ The existing on-street parking system of 387 on-street parking stalls is relatively small for a Downtown in a City with the population of Bainbridge Island's.	▪ Mid-term
#5 **ASSESS THE FEASIBILITY OF ADDING ON-STREET PARKING BY IMPROVING CURRENT STREETS.**	▪ By making improvements to the current streets, additional on-street stalls could be added. Some of the streets that could be improved include Winslow Way West, Grow Avenue, and Wyatt Avenue.	▪ As with strategy #4, the existing on-street parking system of 387 on-street parking stalls is limited.	▪ Mid-term; Ongoing
#6 **REVISE THE EMPLOYEE PARKING PROGRAM.**	▪ The employee parking permit program provides relatively inexpensive permits for employees to park in prime locations in Downtown that could be used to support visitor and customer parking.	▪ Many permitted vehicles were observed during data collection including on-street on weekends when permits are not supposed to be in effect. Options to revise the program may include a shared parking program, permit price increases, reduced transit pass prices, and additional permitted on-street parking locations. On-street parking in high demand locations should be prioritized for short-term visitor and customer parking.	▪ Short-term

STRATEGY	STRATEGY DESCRIPTION	JUSTIFICATION	TIMELINE
#7 ASSESS THE FEASIBILITY OF BUILDING NEW PARKING SUPPLY	▪ Constructing new parking facilities is expensive. Depending on the feasibility and success of other parking strategies to increase the efficiency of the existing parking system and increase access to Downtown this strategy would assess the feasibility of building more parking, including potentially a public parking garage.	▪ Parking demand is high in the Downtown. Depending on the success of other strategies the City could consider the feasibility of adding new parking supply including the costs and benefits.	▪ Long-term

IMPLEMENTATION PLAN

The implementation plan includes more detail on implementation of short-term strategies and additional information to inform implementation of long-term strategies.

Figure 22: *Implementation Timeline*

SHORT- TO MEDIUM-TERM (0-3 YEARS)

- **Modify parking time restrictions**
- **Public parking at city gravel lot**
- **Relocate city hall parking**
- **Modify employee parking program + assess feasibility of a shared parking program + assess feasibility of adding on-street parking to Downtown streets**
- **Monitoring the Parking system to understand the impacts from new management strategies and make adjustments**

MEDIUM- TO LONG-TERM (3+ YEARS)

- **Implement shared parking program**
- **Invest in programs and facilities to increase non-motorized and transit access to Downtown**
- **Add on-street parking to Downtown streets where feasible**
- **Assess the feasibility of building new (structured) parking supply**
- **Convert One-Way Streets to add On-street Parking depending on feasibility and public input.**

Short-Term Strategies

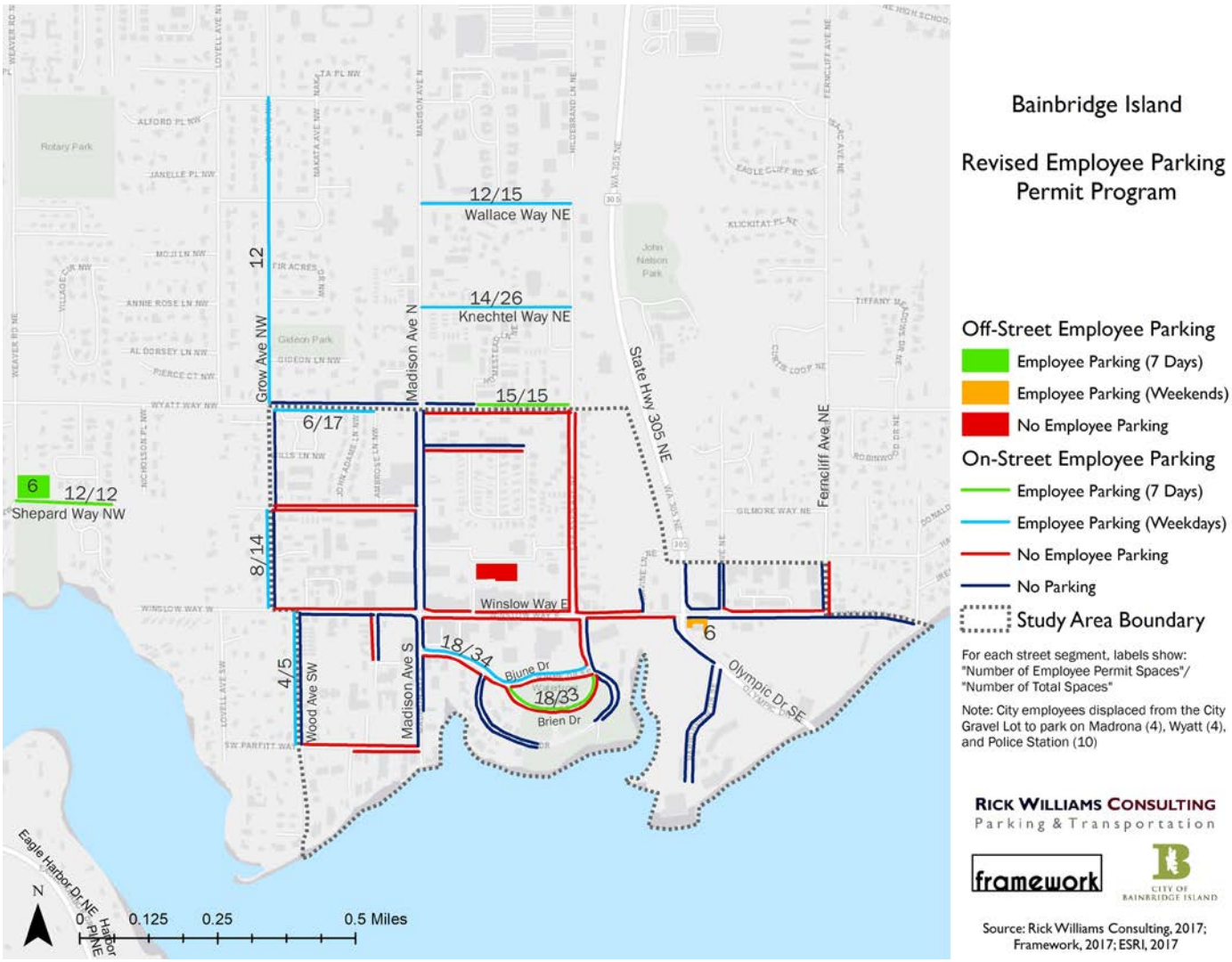
The short-term strategies are focused on improving parking management of the existing system based on data collection findings and public input. Long-term strategies include consideration of new on and off-street parking supply.

Figure 23: *Short-term Strategy Implementation*

SHORT-TERM STRATEGY	STRATEGY DESCRIPTION	JUSTIFICATION
MODIFY PARKING TIME RESTRICTIONS	▪ One-hour parking on Winslow Way from Ericksen to Madison ▪ Two-hour parking on streets within on block of Winslow Way including other locations on Winslow Way, Madison, Bjune, and Ericksen.	▪ The current system has eight different sign categories for 387 on-street spaces. Having too many time restriction categories distributed across a small number of on-street spaces can create confusion about where one can park and for how long. ▪ A more consistent time restriction system provides more predictability and is easier for visitors to understand. ▪ Increase turn over on main street to provide convenient quick stop shopping and increase visibility of available parking to attract shoppers.
PUBLIC PARKING AT CITY GRAVEL LOT	▪ Make all spaces at the city gravel lot available to the public for 4-hour public parking. ▪ Implement new wayfinding signage to help connect users with these spaces. ▪ Relocate all City employee spaces and Downtown employee permit spaces away from the gravel lot.	▪ There is no long-term public parking available to the public close to Winslow Way.
RELOCATE CITY HALL PARKING	▪ Relocate City Hall managers and exempt employee parking to Madrona and Wyatt on weekdays.	▪ Shift 6 City employee weekday parking spaces from the gravel lot to on-street locations that are located outside the more congested Downtown. ▪ Mitigate the relocated City employee spaces from the gravel lot to on-street locations.

SHORT-TERM STRATEGY	STRATEGY DESCRIPTION	JUSTIFICATION
MODIFY EMPLOYEE PARKING PROGRAM (SEE FIGURE 24)	▪ Restrict permit parking program use of Bjune and Brien in some locations on weekdays (34 spaces) and all locations on weekends (88 spaces)	▪ Use study indicates that around 50 spaces on weekdays and 20 spaces on weekends were used on Bjune and Brien by permit holders.
	▪ Allow permit parking on Grow (south of Wyatt), Shannon, Knetchel, Erickson (north of Wyatt), and Wallace during weekdays.	▪ This adds spaces to the permit parking program to mitigate against the changes on Bjune and Brien. Permit holders express that they do not find enough parking spaces at designated locations.
	▪ Lease 12 private parking spaces on weekdays and 24 weekends for permit parking holders. ▪ Leased parking will be done through partnership agreements between the City and private businesses/ landowners who either have an excess of parking or who have parking demands during different hours.	▪ This adds spaces to the permit parking program to mitigate against the changes on Bjune and Brien. Permit holders express that they do not find enough parking spaces at designated locations.
	▪ Increase parking fees from $20 per six months to $20 per month.	▪ Funds will be used to help fund the program and cover costs such as leasing private spaces for the use of Downtown employees who have a permit.
	▪ Associate permits with specific license plate numbers instead of using a placard system.	▪ Ensure permits are being used by the employee paying into the program.

Figure 24: *Revised Employee Parking Program (proposed, Fall 2017)*

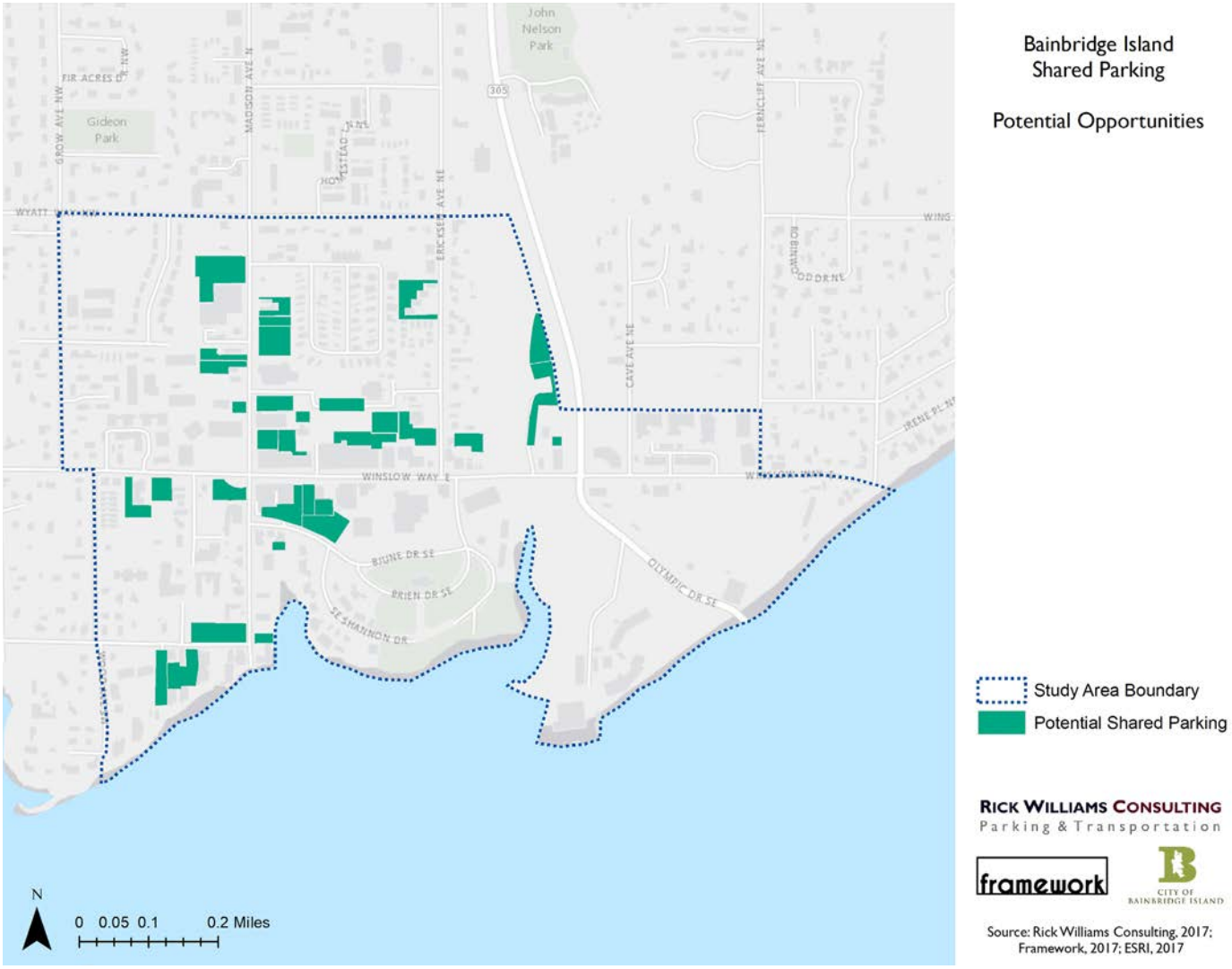


Mid to Long-Term Strategies

Assess the feasibility of an off-street shared parking program to increase parking options and access to Downtown.

Parking is often inefficient when it is restricted to specific parking users and creating a shared parking system is an opportunity to improve the use of existing parking. For example, a parking lot restricted to office or bank use may have available parking on the weekends. Data collected in the summer of 2017 showed opportunities for sharing parking to increase access to the Downtown, but implementation of a shared program will require further discussion with property owners and other potential community partners such as the Bainbridge Island Downtown Association. Figure 25 shows the off-street parking facilities that have been identified as having potential to support shared parking based on the size of the facility, land use, and the number of stalls available at peak occupancy.

Figure 25: *Shared Parking Opportunity Sites*

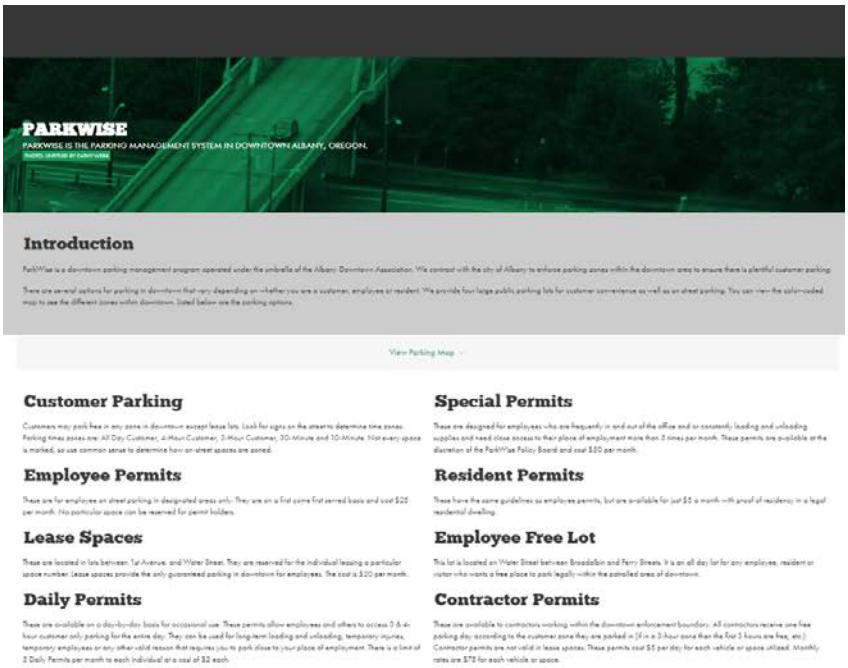


Shared parking programs can take many forms, but all require some level of coordination and shared management. Some programs are City-led and managed while others are led by community organizations or non-profits where parking relates to their organization's purpose such as downtown or neighborhood revitalization or transportation demand management. Programs can be centrally managed with shared resources such as technology, accounting, operations, and enforcement or peer to peer based programs where the program focuses on connecting parking users with parking providers. Shared parking programs may be focused on public parking, monthly and long-term parking, or a combination depending on the needs of the community. An important element of shared parking programs is common branding and marketing, so the system is easy to identify for users and to improve the user experience (See Figure 26 for branding examples).

Figure 26: *Shared Parking Branding Examples*

Branding is used for signage at parking facilities, in advertising, and for any online resources or apps that provide parking and transportation information. Figure 27 shows an example a website for the shared parking program in Downtown Albany, Oregon that's managed by the Albany Downtown Association. The Albany Downtown Association contracts with the City of Albany to manage and enforce the parking system including employee and resident permits, customer parking, special permits, leased spaces, and daily permits.

Figure 27: *Website for Parking in Downtown Albany, OR*



http://www.albanydowntown.com/parkwise/, 2017

The branding of the parking system may also be incorporated into a downtown wayfinding program to improve the user experience by connecting parking facilities to downtown destinations.

Figure 28: *Downtown Wayfinding Examples*

http://www.albanydowntown.com/parkwise/, 2017

Figure 29 shows conceptual locations for wayfinding signs that direct people to downtown destinations such as City Hall and the Performing Arts Center as well as public parking.

Figure 29: *Wayfinding Location Concept*

Framework, 2017

Next Steps

The City should discuss the potential of a shared parking program with the Bainbridge Downtown Association and downtown property owners. Focusing initially on providing more off-street parking for downtown employees will lessen the impact of reducing employee on-street parking in the core area around Winslow and be easier to manage than public parking. If the shared parking program expands to public parking, then a shared enforcement system will be required along with program branding.

Invest in programs and facilities to increase non-motorized and transit access (including by ferry) to Downtown.

Many people currently travel to Downtown without a vehicle including via transit, walking, biking, and the Ferry from Seattle. Options to access Downtown without a vehicle continue to expand as the City is investing in new pedestrian and bicycle infrastructure and implementation of the City's non-motorized transportation plan as well as Kitsap Transit's investments in the transit system. In addition, transportation technology is rapidly changing, and it is anticipated that these changes will impact the demand for parking although it remains to be seen to what extent. Figure 30 shows a driverless shuttle that is soon to launched in an office park in San Ramon, CA. Driverless shuttles have the potential to reduce parking demand while increasing access to certain areas without the need for a vehicle. The driverless shuttles are scheduled to begin carrying passengers in May 2018 (www.kcbs.radio.com, 2018).

Parking is very expensive to construct, operate, and maintain and parking in Downtown is currently mostly free except for commuter parking at the ferry making cost recovery difficult for new structured parking facilities. While the City should explore the feasibility of increasing the parking supply as part of this strategy, the City should continue to pursue capital improvements, programs, and incentives that support access to Downtown with less reliance on personal vehicles and parking. In addition, the City should implement the other short, mid, and long-term strategies to improve parking management and access to Downtown before considering new structured parking facilities.

Figure 30: *Driverless Shuttle in San Ramon, CA*

www.kcbs.radio.com, 2018

Next Steps

The City is currently considering an infrastructure capital bond for non-motorized improvements. The City should assess the impact on access to Downtown that would result from the non-motorized capital investments and its relationship to parking demand such as whether these facilities would provide connections to parking facilities outside of Downtown that could be used at certain times for access to Downtown. The City should also research and assess the feasibility of emerging technology such as driverless shuttles to improve access to Downtown and reduce the demand for parking. Other programs may include incentives to increase use of public transit for employees in the Downtown.

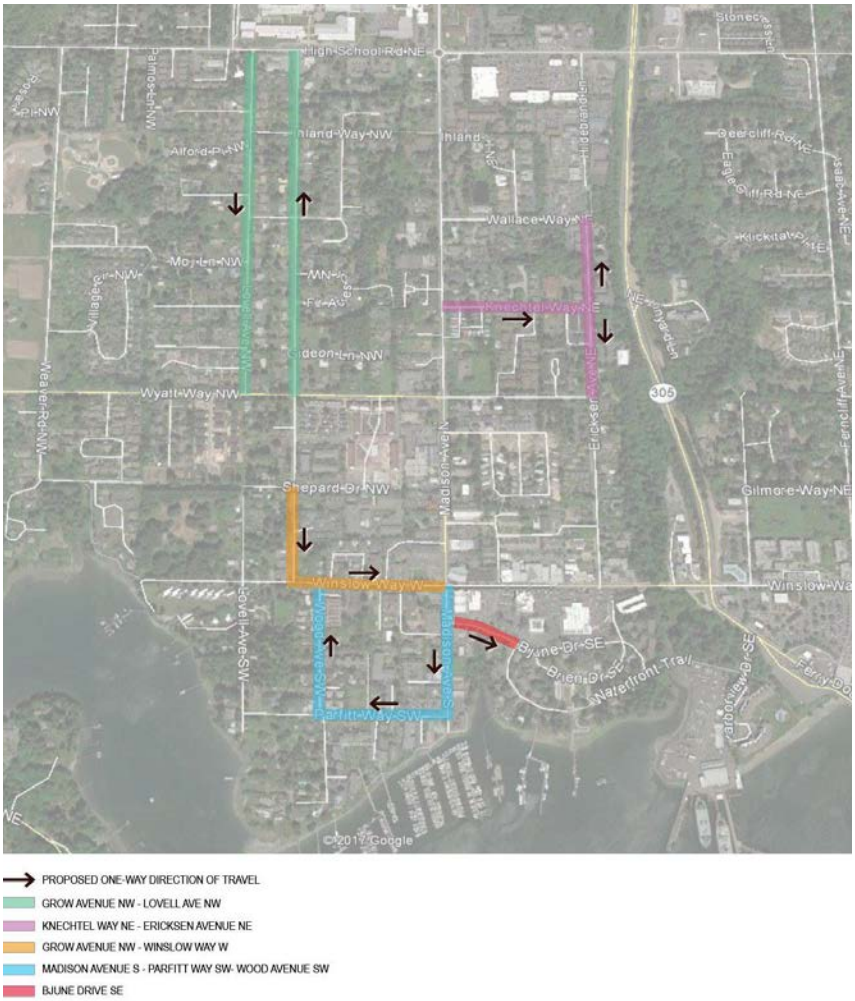
Assess the feasibility of adding on-street parking by converting streets to one-way travel.

The relatively narrow right-of-way widths for Downtown streets make it difficult to add on-street parking and accommodate two-way travel for vehicles. This strategy would further explore the feasibility of adding on-street parking by converting some streets to one-way streets. Figure 31 identifies the streets that would initially be considered for one-way conversion.

There are several important considerations regarding the feasibility of converting streets to one-way travel including:

- Many streets don't have pedestrian facilities, which are required for on-street parking to function safely.
- Large block sizes in certain locations would result in substantial increases in travel distances to many destinations from one-way street conversions.
- Some streets that may be converted to one-way travel are in residential neighborhoods (See Figure 32). On-street parking in residential neighborhoods is typically prioritized for residents and their guests often resulting in residential permit programs where non-resident parking is restricted. Constructing new on-street parking for non-residential use on residential streets will require further public outreach to the neighborhood for input.
- The costs of constructing pedestrian facilities and related infrastructure such as stormwater will significantly increase the cost of providing new parking and should be weighed against other priorities for capital investments in the Downtown.

Figure 31: *One-Way Street Concept Plan*



City of Bainbridge Island, 2017

Next Steps

The City should conduct further public outreach to residents and businesses that would be impacted by one-way street conversions to get their input on the proposal. In addition, the City should develop planning level cost estimates for the one-way street conversions including pedestrian facilities. The City should also consider how any new on-street parking would be managed such as through a resident and/or employee permit program and the resources needed to maintain and enforce the program.

Figure 32: *Grow Ave NW Looking North*

Google Earth, 2018

Assess the feasibility of adding on-street parking by improving current streets.

The relatively narrow right-of-way widths on Downtown streets make it challenging to add on-street parking and accommodate other needs for pedestrians, bicyclists, and vehicle access. However, there may be opportunities to reassess the current allocation of space within the right-of-way to accommodate parking as part of planned complete street projects. On-street parking is in high demand in the Downtown and there is a limited supply. Even small numbers of additional on-street parking stalls would significantly increase access to Downtown for short-term trips since each parking stall typically accommodates five vehicles a day during peak periods.

Figure 33 shows Madison Avenue N, which could potentially accommodate parking by eliminating the center turn lane, but the number of curb cuts make adding on-street parking difficult and may require further access management to consolidate curb cuts.

Figure 33: *Madison Ave N Looking North with Center Turn Lane and Multiple Curb Cuts*

Google Earth, 2018

Next Steps

Develop policies to assess the costs and benefits of adding on-street parking during the concept design for complete street projects and develop a plan for access management to reduce curb cuts on Downtown streets. Multiple curb cuts increase the potential for pedestrian and bicycle conflicts with vehicles and reduce the curb space that can accommodate on-street parking. Parking must be weighed against other functional needs such as vehicle movement, bicycle facilities, sidewalks, and public space.

Assess the feasibility of building new parking supply

Adding new parking supply in the Downtown is challenging due to a limited supply of land, topography, and access limitations. The City has considered a new below-grade structured parking facility as part of the redevelopment of the Town Square including developing concept plans for the design. Figure 34 shows the Town Square site where a new below-grade parking facility is being considered.

Figure 34: *Town Square Site*

Framework, 2017

Below-grade parking is very expensive to construct and since parking is mostly free other than commuter parking at the ferry the cost of construction, operations, and maintenance would not likely be supported by parking fees. Financial analysis was not conducted as part of the development of this parking strategy but based on what is known a substantial economic subsidy would likely be required to support a new below-grade parking facility.

Adding new parking supply without improving management of the parking system is not a long-term solution by itself and may result in similar levels of parking congestion with the potential for increased traffic volumes and congestion at peak times due to the increase in parking supply bringing more vehicles to Downtown. It is recommended that the City pursue other parking management strategies in the near-term before considering a new public parking facility.

Next Steps

The City should pursue the other recommended strategies first to improve parking conditions and expand parking options before further considering a new structured public parking facility. If the City moves forward with assessing the feasibility of a new structured parking facility an updated concept design, cost estimate, and revenue and expenditure analysis for the design, construction, maintenance, and operations of the facility will be required. As part of the revenue and expenditure analysis the City should consider implementing paid parking in other locations as it will be difficult to generate parking revenue at a new facility if the rest of the parking system remains largely free. In addition, the City should prioritize customer, visitor, and employee parking in any new facility in the core of Downtown and not to support commuter parking for the ferry. Any new commuter parking should not be located in the core of Downtown as parking should be prioritized to support access to local goods, services, and downtown amenities.


framework