

Section III: Parking Management Plan – Operating Principles

This Section presents a proposed parking management plan for Downtown Spokane. The proposed plan strives to remain consistent with the Guiding Principles and give direction to future decision-making for the implementation of parking management strategies. These strategies are designed to assure priority access is maintained in each parking management zone. Overall, the plan is intended to provide a flexible system of parking management that is triggered by demand and implemented within the context of consensus goals and vision for the downtown.

The purpose of the parking management plan is to:

- Clearly define the intended use and purpose of the parking system,
- Manage the supply and enforce the parking policies and regulations,
- Monitor use and respond to changes in demand, and
- Maintain the intended function of the overall system.

A. PARKING MANAGEMENT PLAN

Different segments of the downtown have different economic uses and represent different points of access into the downtown. The Guiding Principles developed by the Parking Steering Group (PSC) emphasize that the heart or central core of downtown is an area in which the highest density of economic activity and access is intended to occur. There are also distinct areas of the downtown with differing levels/types of desired economic activity.

1. Parking Management Zones

The desired uses in a particular area of downtown should drive the decision making for the type of parking required.¹ Parking, then, becomes a management tool that supports specific economic uses. Implementation of parking management strategies in publicly controlled parking supply is supportive of the economic development plan for the City of Spokane and its downtown.

Figure 1A and 1B shows five recommended *parking management zones* for Downtown Spokane.

These zones were derived from the PSC process and informed through work and analysis completed in Task 3 of the work scope (i.e. data collection and inventory). Zone boundaries were established based on the existing economic and transportation characteristics, as well as desired uses for the area, as identified by the PSC. As the shape and character of development in the downtown evolve, so too must the zones that help guide their management. Over time, management zones should be refined and redrawn to reflect the characteristics of development and uses appropriate to each zone. Each zone is summarized and its primary purpose and priority stated in this section below.

¹ It is also important to assure that parking in specific zones is managed to be consistent and supportive of current uses as well as to anticipate new uses as called out in *The Plan for a New Downtown*.

Figure 1A
Recommended Parking Management Zones for South Study Area

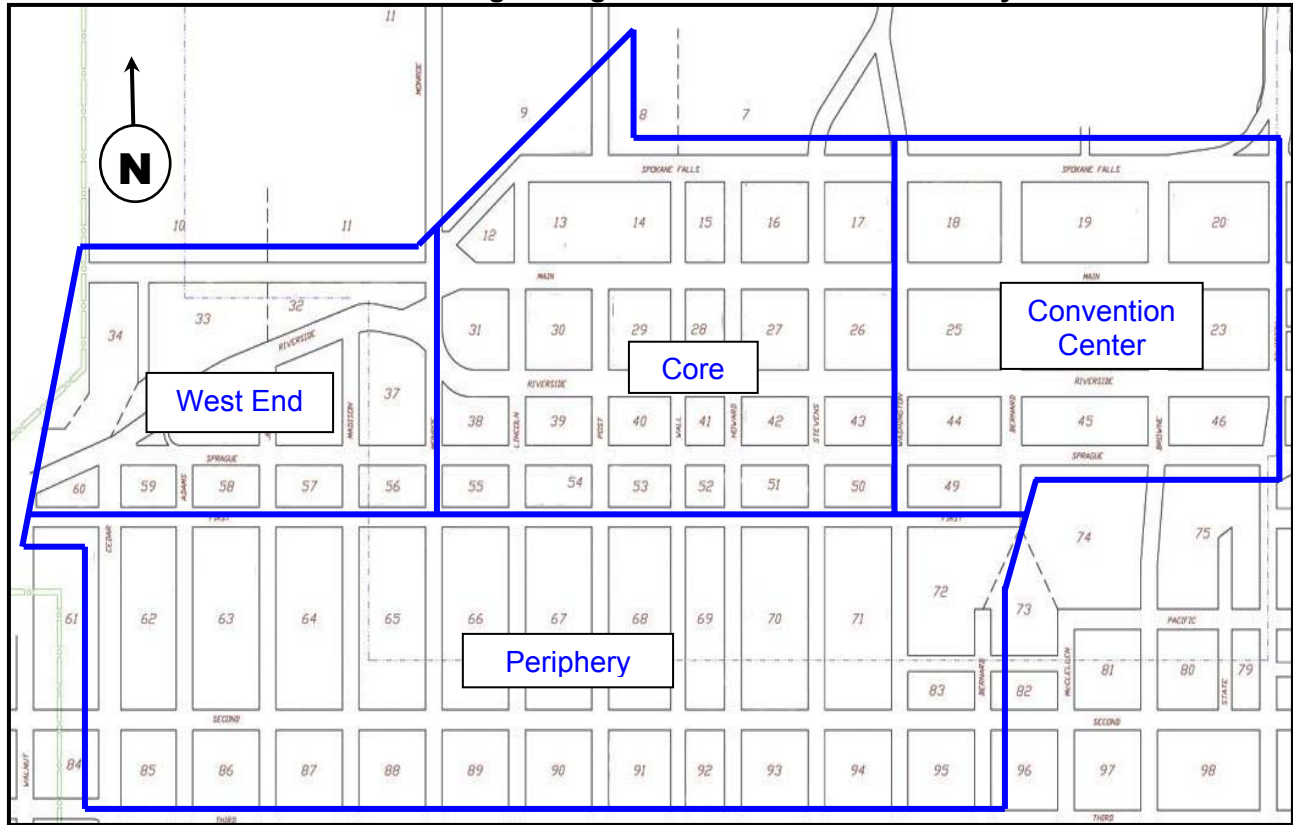


Figure 1B
Recommended Parking Management Zone for North Study Area



In short, these five zones represent “economic activity zones” in the downtown that are both reflective of existing land uses in addition to areas where future growth of specific economic development is anticipated and desired. From an access perspective, each zone will need to be managed in a manner that supports priority economic uses and users identified for that zone.

2. Operating Principles

Operating principles define the purpose and priority for parking in each of the Parking Management Zones. Operating Principles complement and reinforce the Guiding Principles established for the downtown. Within the context of the operating principles for each zone is a specific implementation framework through which decision making for that zone can occur. The implementation framework provides an on-going foundation for strategic decision making grounded in the operating priorities established for the zone and for the downtown as a whole.

With adoption of a parking management plan the City will work with stakeholders on ways to work toward reasonably attainable priorities as outlined in the Plan. This will facilitate strategies that support the purpose and priority for parking established in the Operating Principles.

Operating principles and an implementation framework have been developed for each parking management zone. It is important to recognize the principles and framework for each zone are intended to serve as neutral reference points from which parking decision making and strategy implementation are based over time. As 85 percent occupancy triggers are activated, these principles and framework guidelines will help future decision-makers through strategy development. Strategies will then be implemented to address specific demand and capacity issues in a manner appropriate to that particular point in time. In this manner, the parking management plan remains fluid and adaptable to changing conditions as the downtown develops and grows.

ZONE A - Core Zone

The core zone of downtown includes the highest density of commercial development and has a high concentration of retail, restaurant, and entertainment opportunities. The core zone is anchored by such projects as the River Park Square retail pavilion, Macy’s, the Bank of America building and the Davenport Hotel, to name a few. **Figure 2** outlines the boundaries of the Core Zone.

1. Operating Principles (Zone A)

The primary purpose of parking in Zone A is to serve patron and other short-term visitor needs and support desired economic uses in the zone.²

- The purpose of, and priority for, public parking in Zone A is to support and enhance the vitality of the retail core.
- Parking for short-term users is the priority for on-street and off-street spaces in Zone A.
- Employees should be discouraged from parking in Zone A, particularly on-street.

² The Parking Steering Committee defines the “patron” as any trip to the downtown with a duration of less than four hours. Patrons then include retail shoppers, convention visitors; vendors, theater goers, commercial clients and guests of residential units.

- Parking will be provided to ensure convenient, economical, and user-friendly access for customers, clients, and visitors to downtown at all hours of the operating day (i.e., weekdays, evenings and weekends).
- All on-street parking in Zone A will be regulated (i.e., time stay and enforced).

**Figure 2
Zone A: Core Zone**



2. Implementation Framework (Zone A)

- A. All on-street parking will be 1.5 hour parking based on the principle that:
1. The 1.5 hour time stay allows adequate patron access to the retail core; and
 2. Uniform time stays foster a parking environment that is easy for the patron to understand.
- B. The on-going priority for *on-street* parking in Zone A will be 1.5 hour parking. As strategies within this plan are implemented, any on-street spaces of longer duration will be transitioned to off-street locations within the core and immediately adjacent to it.
- C. The priority for *off-street* parking in Zone A will be stays of less than 4 hours to accommodate customers, visitors and clients. Off-street facilities are intended to provide for a reasonably longer time stay than allowed on-street. Employee parking in the core is to be discouraged with opportunities to transition employees to peripheral areas encouraged as competing demand for off-street parking increases.
- D. The PSC will conduct periodic utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in the core area. If utilization of on and off-street parking in Zone A exceeds 85 percent and turnover meets desired rates, the City will work with the PSC to evaluate and possibly implement one, or

a combination of, the following implementation steps “triggered” by the 85 percent threshold:

- Manage level and/or duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
 - The City will work to transition overall mix of stalls to higher percentage of 1.5-hour stalls (i.e., reduce/eliminate excess passenger loading zones, add net new on street parking, evaluate angled parking opportunities, etc.).
 - Transition employee parking in Zone A into other parking zones.
 - Pursue shared-use agreements with private lots to provide for additional short-term parking in Zone A.
 - Encourage implementation of valet programs (e.g., in partnership with restaurants) to enhance customer/visitor access by shuttling cars to areas with available capacity.
 - Expand the boundaries of the Core management zone to increase the number of on-street visitor spaces.
 - Encourage an increase in non-SOV use (i.e., programs for shuttles, transit, ridesharing, etc.)
- E. The City will establish policy guidelines for exceptions to the short-term parking requirements in Zone A, to include: handicapped/disabled access, 15 - 30 minute zones, and loading zones.

ZONE B – Convention Center Zone

The Convention Center Zone is located just east of the Core Zone. The Convention Center Zone includes a mix of development types, but at lower densities than in the core. The zone also is comprised of a number of surface parking facilities, which are anticipated to develop over time into mixed uses per *The Plan for a New Downtown*. Expansions of the economic land use characteristics of the Core Zone are expected to occur in the Convention Center Zone. Currently, parking in the zone is underutilized both on and off-street. As such, there is more flexibility in the near term for managing parking demand. The nature of demand within the zone can varies widely by time of day and day of week based on Convention Center operations and activity. **Figure 3** outlines the boundaries of the Convention Center Zone.

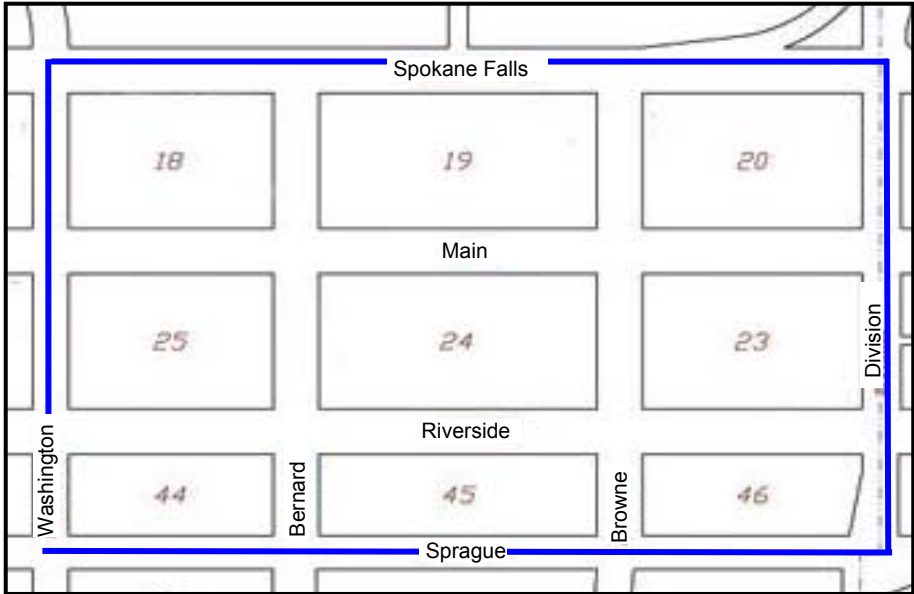
1. Operating Principles (Zone B)

The City’s goal is to continue to encourage the mixed-use development of this zone, particularly as it supports the retail core and the Convention Center. Parking in the Convention Center Zone is intended to serve a balanced mix of short-term and long-term parking needs. It is the City’s goal to actively manage the zone to meet a fluid user demand that changes by time of day and day of week. In the interim, surplus parking in the zone can be effectively utilized to meet unmet long-term demand.

- Most (if not all) on-street parking in this zone will be transitioned to serve short-term, visitor parking. Two-hour parking will form the base standard for all on-street parking.
- In the near term, underutilized on-street parking in this zone will be made available to provide longer-term stay opportunities for patron resulting in a balanced mix of short and long-term stay opportunities.
- Over time, long-term parking on-street will require transition into off-street supply.

- Off-street parking will continue to provide a mix of short and long-term stay opportunities.
- Off-street parking in this zone is intended to provide convenient and cost-effective employee parking supply as a measure to preserve higher access opportunities for customer and patron use in the core zones.

**Figure 3
Zone B: Convention Center Zone**



2. Implementation Framework (Zone B)

- A. The majority of on-street parking will be 2 hour parking, with an appropriate mix of longer-term parking based on capacity considerations (i.e., 85% Rule). This is based on the principle that:
 - 1. This mix of parking is conducive to both customers and employees and longer term visitor parking for the downtown;
 - 2. There is adequate on-street capacity in the zone to meet both short and long-term parking demand.
 - 3. The current economic uses in the zone do not as yet require the type of turnover ratios necessary in Zone A.
- B. The long-term priority for on street parking in Zone B will be 2 hour parking. As strategies within this plan are implemented, long-term parking (time stays and permits) will be transitioned to off-street locations within the zone and immediately adjacent to it.
- C. The priority for off-street parking in Zone B will be mixed-use parking to accommodate the full range of users, including employees, customers, visitors and clients. These facilities are intended to provide for a range of time stay opportunities.
- D. The PSC will conduct periodic utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in Zone B. If utilization of on and off-street parking in the Convention Center Zone exceeds 85 percent and turnover meets desired rates, the City will work with the PSC to evaluate and possibly

implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:

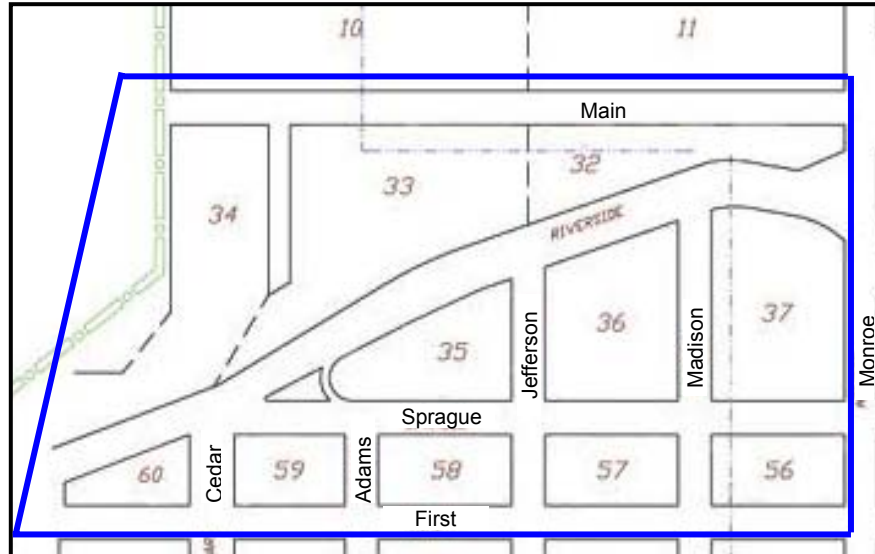
- Manage the level and duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
- Increase mix of short-term time stays (2 and 3-hour) to increase turnover.
- Pursue shared-use agreements with private lots to provide for additional parking in Zone B or adjacent areas.
- The City will work to transition on-street employee parking in Zone B into available off-street locations within the parking zone or “satellite locations.”
- Transition off-street employee parking into Zone D (Periphery Zone) or into “satellite locations” accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
- Expand the boundaries of the Convention Center Zone to increase the number of on-street, short-term spaces (i.e., to Second Avenue between Washington and Division Streets).
- Encourage an increase non-SOV use by employees (i.e., programs for shuttles, transit, ridesharing).
- Recommend parking rates (on and/or off-street) to create greater efficiency in actual rate of turnover.
- Encourage new mixed-use parking supply within or adjacent to the zone.

E. The City will establish policy guidelines for exceptions to the short-term parking requirements in Zone B, to include: handicapped/disabled access, 15 - 30 minute zones, and loading zones.

ZONE C – West End Zone

Zone C, the West End Zone, is primarily comprised of uses that attract strong patron activity (i.e. Spokane Club, proximity of The Big Easy and restaurants) and growing evening use. Time stay requirements are generally longer than those in the Core Zone but turnover is important to ensure maximum use and access into on street supply and support for land uses. Some residential need is evident in the zone, which will require better use of both the on and off-street supply. Off-street supply is limited though underutilized. Over time the Zone will continue to operate as a high use short-term parking area comprised of land uses that attract patron activity. **Figure 4** outlines the boundaries of the West End Zone.

**Figure 4
Zone C: West End Zone**



1. Operating Principles (Zone C)

The primary purpose of parking in Zone C is to support the privately developed land uses within the zone and a growing demand for short-term access. The PSC's goal is to manage the on-street supply of parking in the zone within the objectives of the 85 percent occupancy standard. The PSC will strive to encourage the private development of parking in this zone that results in an increased supply of publicly available parking.

- On-street public parking should be managed to provide access opportunities for short-term demand.
- Consider the future use of a residential permit program that allows limited use of the on-street supply can be implemented in the near-term to accommodate some residential demand.
- Off-street parking developed in this zone will likely be privately provided and managed to meet demand of the specific land uses for which the parking is associated.
- Programs may need to be developed in the future to balance residential access needs in this zone.
- Determination of appropriate time stay designations in on-street locations should be based on the 85% Rule.

2. Implementation Framework (Zone C)

A. All on-street parking will be 2 hour parking. This is based on the principle that:

1. The 2.0-hour time stay allows adequate customer, visitor and client access to the uses within the zone.
2. Uniform time stays foster a parking environment that is easy for the customer, visitor and client to understand.

- B. The on-going priority for on-street parking in Zone C will be 2.0 hour parking. As strategies within this plan are implemented, any on-street spaces of longer duration will be transitioned to off-street locations within the West End Zone and the Periphery Zone immediately adjacent.
- C. Investigate in the future, a limited residential permit program allowing residents the ability to park on street by special permit within the neighborhood zone and then managed to the 85% Rule. Development of residential off-street opportunities within the zone should be pursued (i.e. negotiate with off-street parking owners to market and make available residential off-street parking, possibly at a discounted monthly rate).
- D. The priority for off-street parking in Zone C will be private mixed-use parking to accommodate the full range of site-generated users (i.e., accessory short and long-term demand) including employees, customers, visitors, residents and clients.
- E. The PSC will conduct periodic utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in Zone C. If utilization of on-street parking in the West End Zone exceeds 85 percent and turnover meets desired rates, the City will work with the PSC to evaluate and possibly implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:
- Manage the level and duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
 - Expand the boundaries of the West End Zone to increase the number of on-street, short-term spaces (i.e., to Second Avenue between Monroe and Cedar Streets).
 - Pursue shared-use agreements with private lots to provide for additional parking in the West End Zone or adjacent areas.
 - Transition residential and employee demand to off-street lots within and adjacent to the zone.
 - Transition off-street employee parking into “satellite locations” accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
 - Encourage an increase non-SOV use by employees (i.e., programs for shuttles, transit, ridesharing)
 - Recommend rates for parking (on-street) to create greater efficiency in the actual rate of turnover.
 - Encourage new mixed-use public parking supply within or adjacent to the zone.
- F. The City will establish policy guidelines for exceptions to the short-term parking requirements in Zone C, to include: handicapped/disabled access, 15 - 30 minute zones, and loading zones.

ZONE D – Periphery Zone

This area currently represents a mix of development types of a scale that is low density and less intense than in any other zone. Many businesses in the zone maintain ample supplies of accessory parking, which directly serves their specific uses (i.e., car dealerships, restaurants, convenience stores). Currently, parking in this zone is significantly underutilized, with peak hour

parking occupancies of less than 55 percent. According to *The Plan for a New Downtown*, the City would like to see this zone develop additional retail and service opportunities. *In the near to mid-term, the zone may serve as a transitional area for increased employee parking from other zones as growth in Zones A, B & C absorb increasing and concentrated visitor demand.*

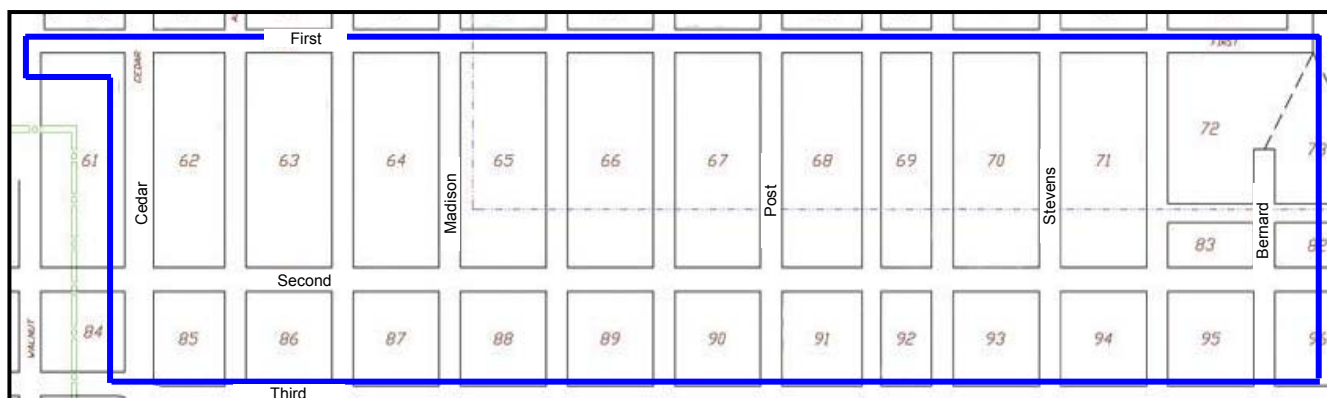
Figure 5 outlines the boundaries of the Periphery Zone.

1. Operating Principles (Zone D)

Parking in Zone D is intended to support growth in Zones A, B and C as well as to provide low-cost parking opportunities for employees and longer-term parking stays.

- Underutilized on-street parking in this zone will be made available to provide longer-term stay opportunities for patrons of this zone and the greater downtown.
- Determination of appropriate time stay designations in on-street locations should be based on the 85% Rule.
- Off-street parking in this zone is intended to provide convenient and cost-effective employee parking supply as a measure to preserve higher access opportunities for customer and patron uses in the downtown.

Figure 5
Zone D: Periphery Zone



2. Implementation Framework (Zone D)

- A. On-street parking will be an appropriate mix of 3 - 10 hour parking, managed to the 85% Rule. This is based on the principle that:
1. There is adequate on-street capacity in the zone to meet both short and long-term parking demand.
 2. Providing long-term parking in this zone creates employee parking options that could mitigate parking conflicts between visitors and employees in other zones (particularly Zones A, B and C).
- B. The long-term priority for on-street parking in the Periphery Zone will be 3-hour parking. As strategies within this plan are implemented, longer time stays will be transitioned to off-street satellite locations.

- C. The priority for off-street parking in Zone D will be private mixed-use parking to accommodate a full range of users), including employees, customers, visitors and clients.
- D. The PSC will conduct periodic utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in Zone D. If utilization of on-street parking in the Periphery Zone exceeds 85 percent and turnover meets desired rates, the City will work with the PSC to evaluate and possibly implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:
- Manage the level and duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
 - Increase mix of short-term time stays (10- hours to 3-hours) to increase turnover.
 - Pursue shared-use agreements with private lots to provide for additional parking in the Periphery Zone.
 - Transition on-street employee parking in Zone D into available private off-street locations (shared use locations) within the parking Zone.
 - Transition off-street employee parking into “satellite locations” accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
 - Encourage an increase non-SOV use by employees (i.e., programs for shuttles, transit, ridesharing).
 - Recommend meter rates for parking (on-street) to create greater efficiency in the actual rate of turnover
- E. The City will establish policy guidelines for exceptions to the short-term parking requirements in Zone D, to include: handicapped/disabled access, 15 - 30 minute zones, and loading zones.

ZONE E – North Zone

This area is made up of a mix of development types including large governmental institutions, lower density, low-rise retail and sporadic surface parking lots. Several businesses in the zone maintain ample supplies of accessory parking, which directly serves their specific uses (i.e., antique dealers, restaurants, light industrial uses, etc.). However, an equivalent number of businesses do not have accessory parking, and are therefore reliant the on-street parking supply. Currently, parking in this zone is significantly underutilized, with peak hour parking occupancies just over 60 percent.

The North Zone operates with a convenient surplus of parking during its peak hours of operation. Adequate parking is available for both on-street and off-street access. Turnover is efficient and time stay designations in the zone are appropriate to serve the average duration of stay for patrons utilizing the zone. Parking violations (or abuse of time stays) is not significant in the district.

Figure 6 outlines the boundaries of the Periphery Zone.

1. Operating Principles (Zone E)

Parking in Zone E is intended to support a range of patron uses specific to the zone (short to long-term stay options) as well as to provide low-cost parking opportunities for employees of this zone. Parking in this zone may be more varied (i.e., mix of time stays) than in other zones given the low occupancies now evident in the zone.

- Underutilized on-street parking in this zone will be made available to provide longer-term stay opportunities for patrons of this zone.
- When new parking supply is developed within the zone (off-street), it is intended that on-street parking in this zone will transition to shorter-term parking to support and attract future retail, office and service-oriented businesses.
- Determination of appropriate time stay designations in on-street locations should be based on the 85% Rule.
- Off-street parking in this zone is intended to provide convenient and cost-effective long-term patron and employee parking supply as a measure to preserve higher access opportunities for customer and patron uses on-street.

Figure 6
Zone E: North Zone



2. Implementation Framework (Zone E)

- A. On-street parking will be an appropriate mix of 1, 2, 3 and 10 hour parking, managed to the 85% Rule. This is based on the principle that:
1. There is adequate on-street capacity in the zone to meet both short and long-term parking demand.
 2. Providing long-term parking in this zone creates patron and employee parking options that most effectively maximizes the available supply and provides flexibility and convenience.

- B. The long-term priority for on-street parking in the North Zone will be 3-hour parking. As strategies within this plan are implemented, longer time stays will be transitioned to off-street satellite locations.
- C. The priority for off-street parking in Zone E will be mixed-use parking to accommodate a full range of users, including employees, customers, visitors and clients.
- D. The PSC will conduct periodic utilization and capacity studies to ascertain the actual peak hour utilization and average turnover of parking resources in Zone E. If utilization of on-street parking in the North Zone exceeds 85 percent and turnover meets desired rates, the City will work with the PSC to evaluate and possibly implement one, or a combination of, the following implementation steps “triggered” by the 85 percent threshold:
- Manage level and duration of enforcement to assure desired rate of turnover and minimize/eliminate abuse (i.e., exceeding time stay, moving to evade).
 - Increase mix of short-term time stays (10- hours to 3-hours) to increase turnover.
 - Transition on-street employee parking in Zone E into available private off-street locations (shared use locations) within the parking Zone.
 - Transition off-street employee parking into “satellite locations” accessed by shuttle. This would be accomplished through reduction/elimination or pricing of monthly permits issued for parking in off-street locations.
 - Encourage an increase non-SOV use by employees (i.e., programs for shuttles, transit, ridesharing)
 - Recommend meter rates for parking (on-street) to create greater efficiency in the actual rate of turnover.
- E. The City will establish policy guidelines for exceptions to the short-term parking requirements in Zone E, to include: handicapped/disabled access, 15 - 30 minute zones, and loading zones.

B. SUMMARY

The Operating Principles established here provide a guideline and framework for implementation of parking strategies within each parking management zone. The Operating Principles also allow for decision-making that responds to the unique qualities and parking dynamics of parking management zones over time. These principles are based on the 85% Rule, which assures that decision-making and strategy implementation occurs in the context of a strategic response to parking and demand rather than as a reaction to unexpected parking constraints.

Specific strategies for near and mid-term implementation are presented in **Section IV**.