CITY OF IMPERIAL BEACH

COMMERCIAL ZONING REVIEW APPENDICES

SEPTEMBER 2010

Appendix A

ALTERNATIVE DEVELOPMENT CONCEPTS BY STUDY AREA

The prototype sites were chosen based on their potential to test various commercial zoning concepts being recommended. The prototypes and development scenarios are meant for illustrative purposes only. They do not represent specific development proposals or any future condition of any parcel within Imperial Beach.

IMPERIAL BEACH

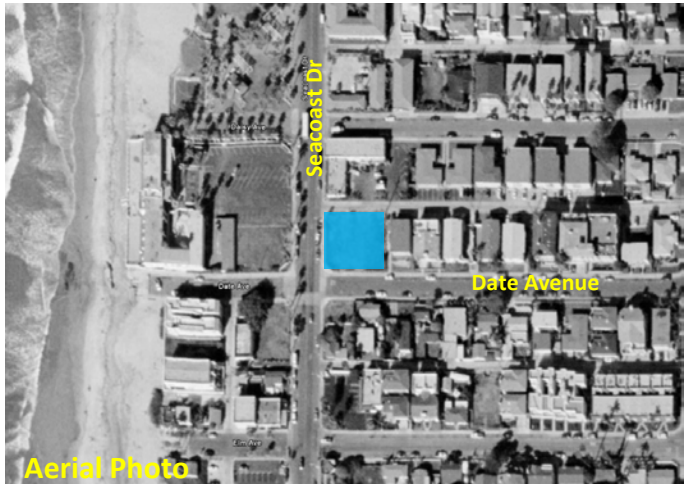
Zoning Study

IMPERIAL BEACH

Zoning Study

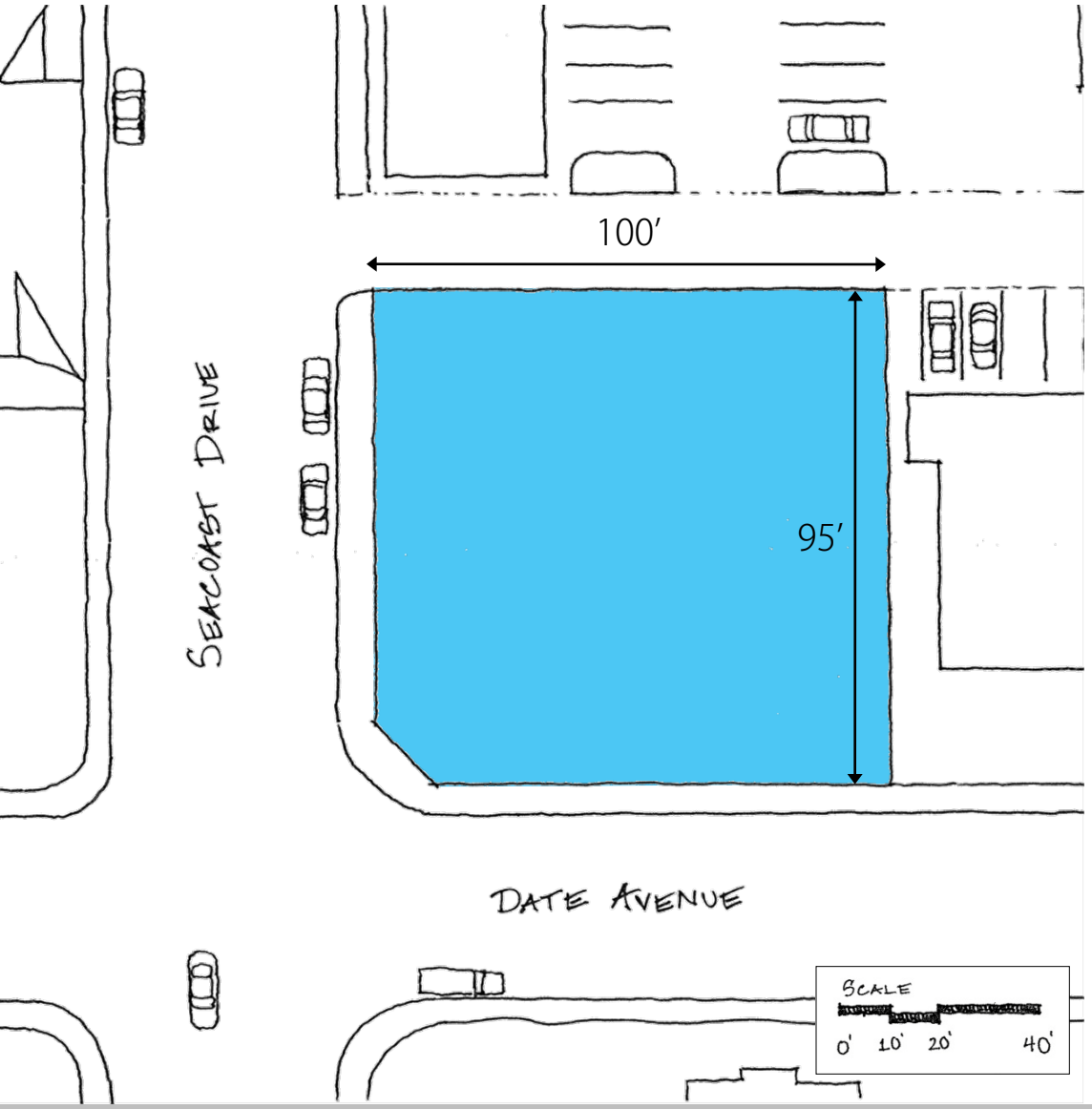
Seacoast Drive

C-2 Existing Regulations
Seacoast Drive



• Building Height	3 story / 30'
• Minimum Active Commercial Use Requirements	None
• Ground Floor Use Restriction	Residential restricted to 2nd floor and above
• 1st-Floor Commercial Height	None
• Setbacks	0' if lot fronts Seacoast Drive, otherwise none required
• Stepbacks	For properties fronting Seacoast Drive, second story stepback is 5 feet for minimum 40% of frontage; third floor stepback is 10 feet from property line for minimum 60% of frontage.
• Density	29 DU/Acre (R-1500)
• Parking Standards	Commercial: requirement varies by use; assumed 2 spaces/1000sf Residential: 1.5 spaces/DU

Plan Study – Existing Site



Parcel A Figures

- Lot Size– 9,450 SF
- Density– 29 DU/acre

Therefore, the maximum number of dwelling units permitted is 6 DU, or 1 DU per every 1,500 SF of lot area

*The following drawings are diagrammatic. More detailed subsequent drawings would necessarily take into account space for trash/recycling receptacles, open space, and storm water space requirements.

Lot Area/Parcel

Plan Study – Ground Floor

Development Figures

- Commercial– 3,350 SF

  Parking Required- 7 spaces

  @ 2 spaces/1,000 SF

- Residential– 7,800 SF or 6 DU

  Size varies per DU

  Parking Required- 9 spaces

  @ 1.5 spaces/DU

  **2 DUs are self-parked townhomes*

- Total Parking Required- 16 spaces

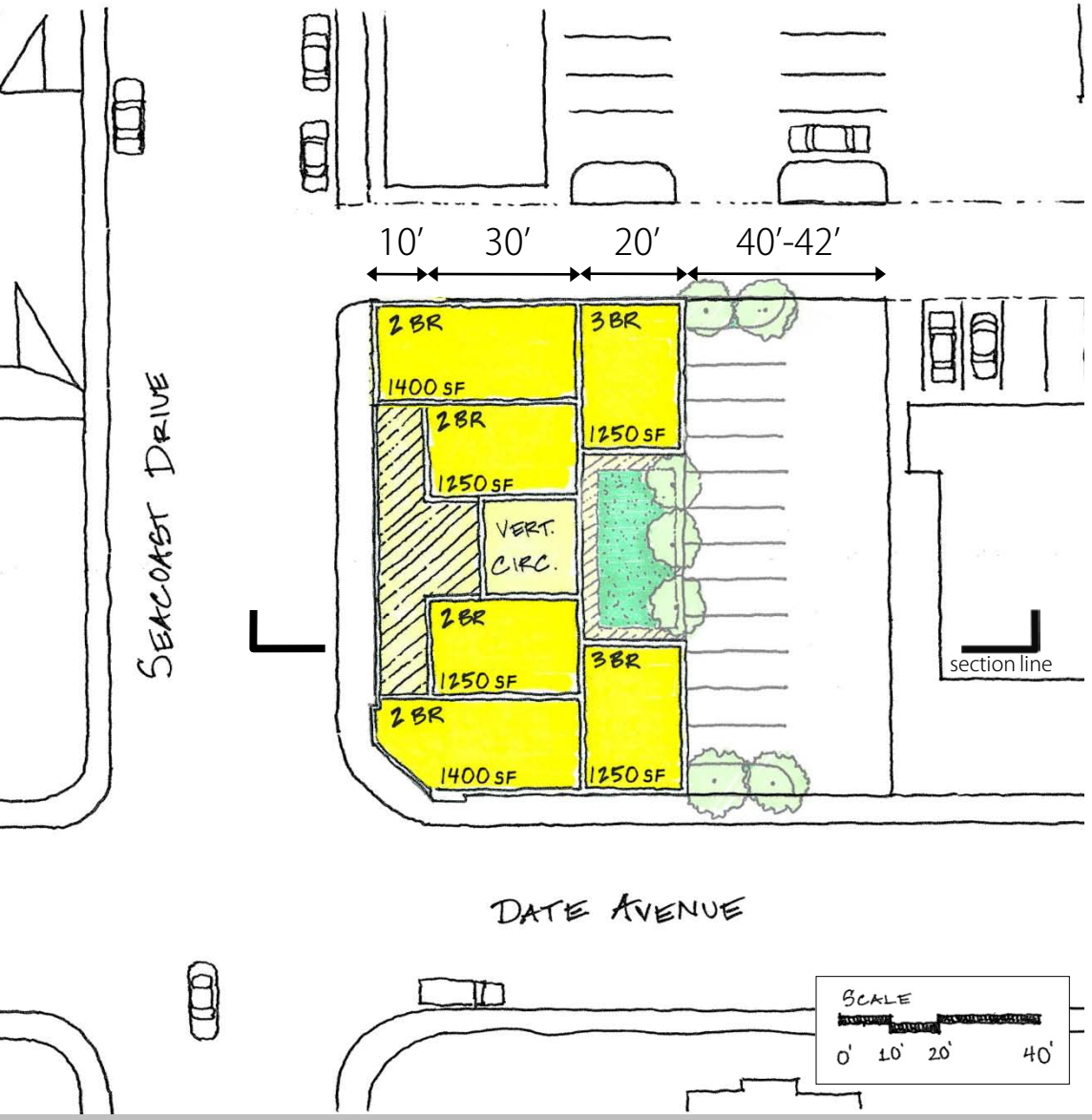
Total Development- 11,150 SF

Parking Provided- 16 spaces

Commercial

Residential

Plan Study – 2nd/3rd Floor



Development Figures

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- Total Parking Required- 16 spaces

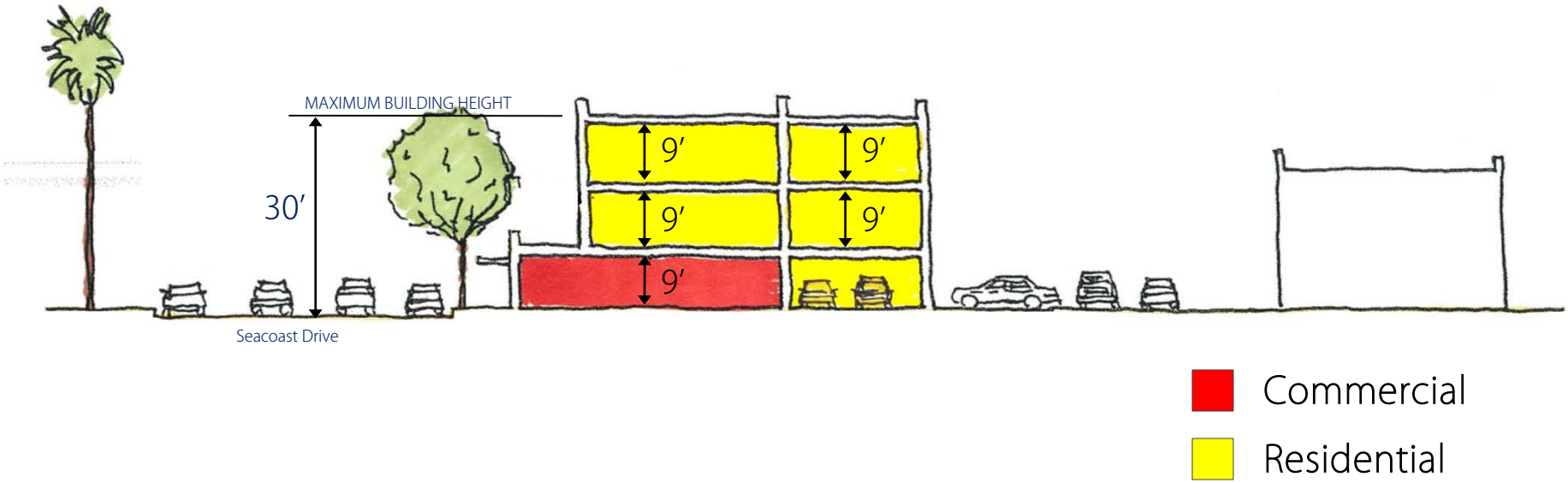
Total Development- 11,150 SF

Parking Provided- 16 spaces

Commercial

Residential

Section Study



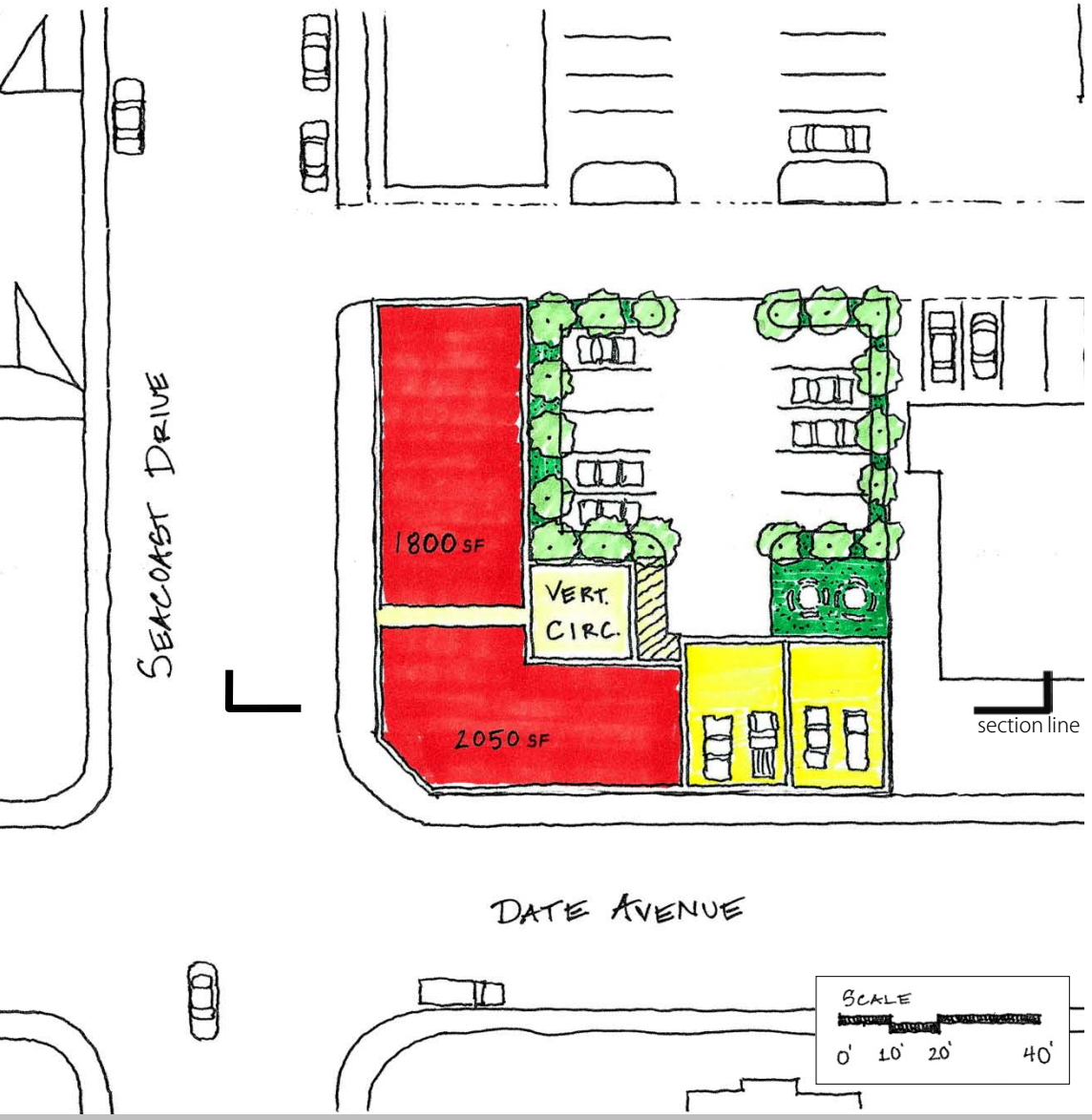
Lessons Learned

- Commercial/retail space is less versatile and desirable with only 9' floor-to-ceiling height

C/MU-2 Proposed Regulations

• Building Height	3 story / 30'
• Minimum Active Commercial Use Requirements	60% minimum ground floor frontage along Seacoast Dr and Old Palm Ave
• 1st-Floor Commercial Height	15' (or 20' if only 1-story building)
• Setbacks	0' on all sides
• Stepbacks	Fronting Seacoast Drive, upper stories must step back 5-10 ft for minimum of 50% of street frontage
• Density	29 DU/Acre (R-1500)
• Parking Standards	Commercial: 1 space/1000 SF Residential: 1.5 spaces/DU

Plan Study – Ground Floor



Development Figures

- Commercial– 3,850 SF

  Parking Required- 4 spaces

  @ 1 space/1,000 SF (@ 25% reduction=3 spaces)

- Residential– 5,300 SF or 6 DU's

  DU sizes vary per unit

  Parking Required- 9 spaces

  @ 1.5 spaces/DU

  **2 DUs are self-parked townhomes*

- Total Parking Required- 13 spaces

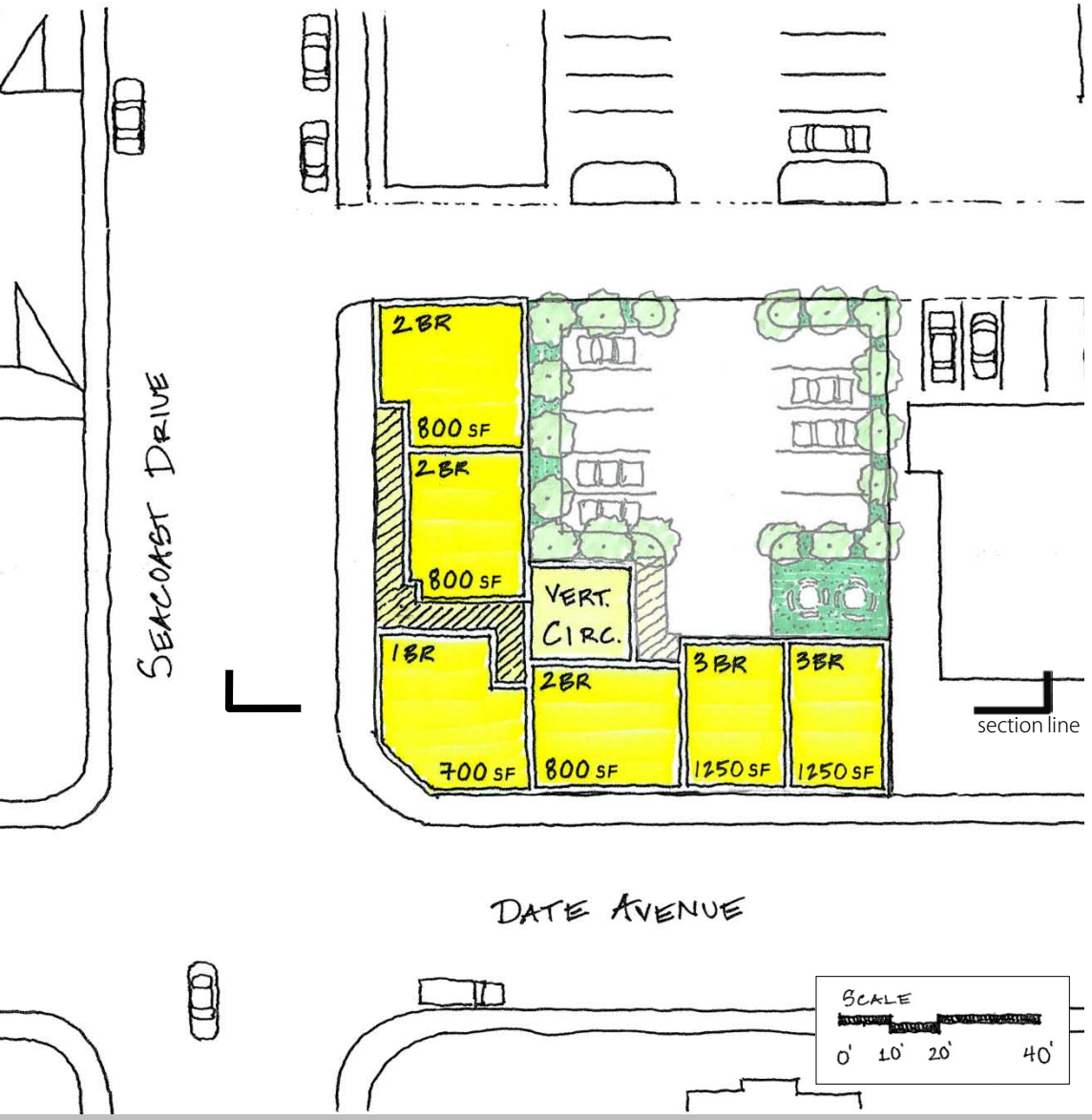
Total Development- 9,150 SF

Parking Provided- 14 spaces

Commercial

Residential

Plan Study – 2nd Floor



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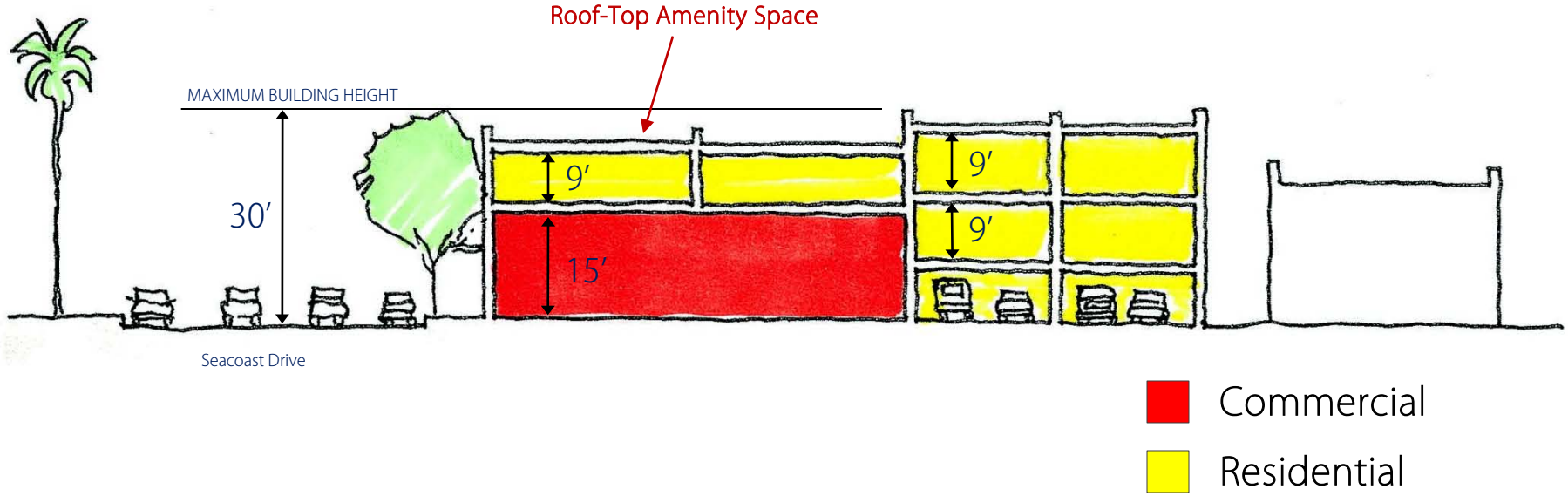
Parking Provided- 14 spaces

Commercial

Residential

Section Study



Lessons Learned

- The 15′ minimum 1st-floor height requirement creates more versatile and desirable commercial space
- 1-story residential above commercial allows more clearance for living spaces
- While the maximum density is still achievable, each unit would be smaller, resulting in decreased total residential square footage
- 1-story residential above commercial offers potential for roof-top amenity space

C/MU-2 Incentivized Regulations

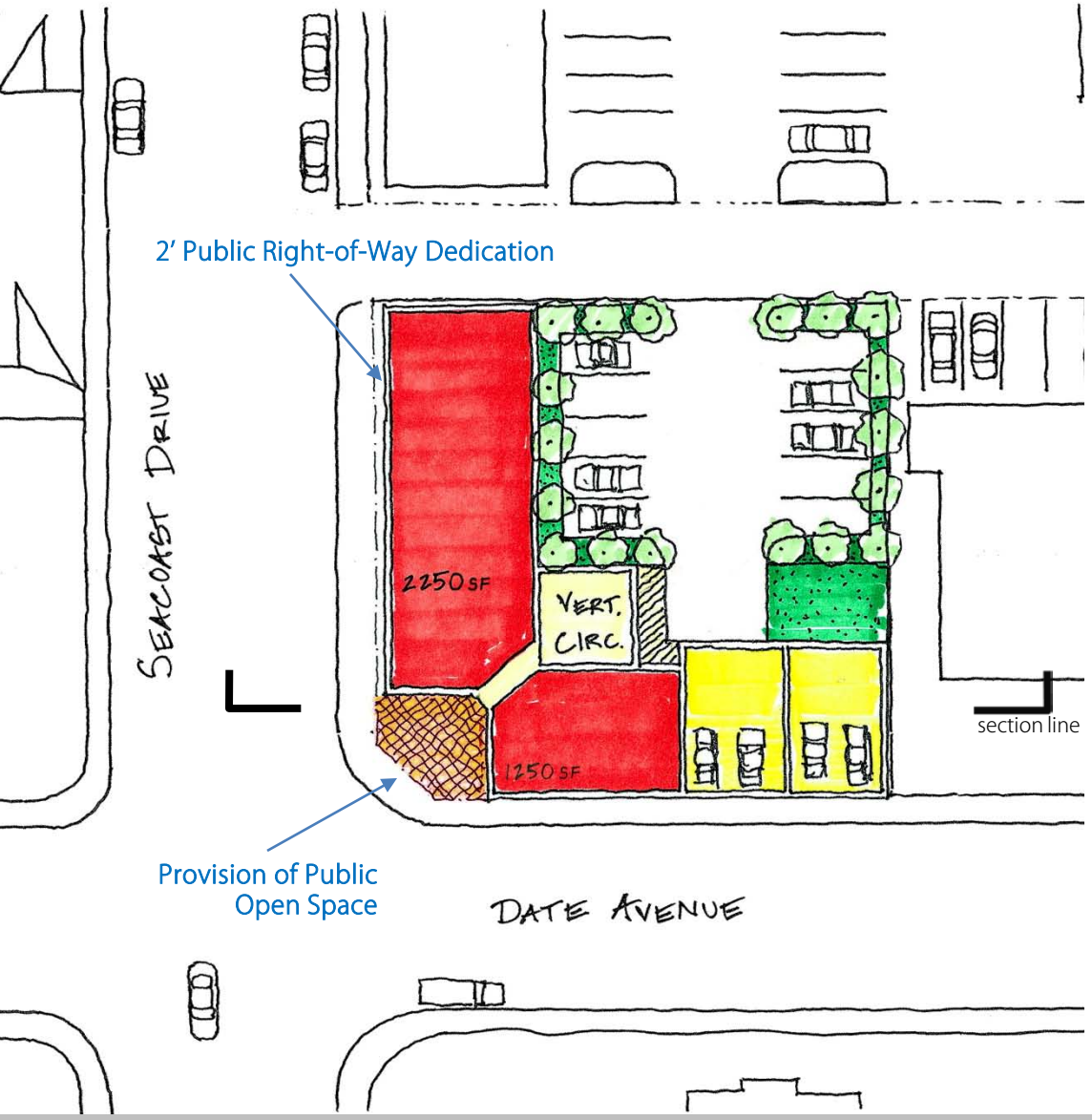
• Lot Consolidation	Merged lots greater than 20,000 SF
• Green Building	Entire project must be capable of achieving certification
• Active Commercial Use	Entire project must provide a minimum of 75% ground floor active commercial uses on the ground floor
• Three Bedroom Units	25% of the project must be 3 bedroom units
* • Provision of Public Open Space	Provide an additional 100 SF of public open space/plaza space with minimum dimensions of 6 ft by 10 ft
* • Public Right-of-Way Dedication	Dedicate a minimum of 1 ft of private property frontage to public use (creates a 1 ft front setback dedicated to public use)
• Provision of Greater Floor Stepback from Residential Property	Floors above first floor provide additional setback beyond required stepback (not yet quantified)

*Accomplishing any 2 of the above allows a density increase (up to 36 DU/Acre) and height increase (up to 35 ft)

C/MU-2 Incentivized Regulations

• Building Height	35' maximum building height
• Minimum Active Commercial Use Requirements	60% min. ground floor frontage along Seacoast Dr and Old Palm Ave
• 1st-Floor Commercial Height	15' (or 20' if only 1-story building)
• Setbacks	0' on all sides
• Stepbacks	Fronting Seacoast Drive, upper stories must stepback 5-10 ft for minimum of 50% of street frontage ** Additionally, in this prototype we study a stepback of 5-10 ft for minimum of 50% frontage for upper stories which directly abut any residential uses or zones*
• Density	36 DU/Acre (R-1500)
• Parking Standards	Commercial: 1 space/1000sf Residential: 1.5 spaces/DU

Plan Study – Ground Floor



Development Figures

- Commercial– 3,500 SF

  Parking Required- 4 spaces

  @ 1 space/1,000 SF (@ 25% reduction=3 spaces)

- Residential– 7,050 SF or 6 DU's

  DU sizes vary per unit

  Parking Required- 9 spaces

  @ 1.5 spaces/DU

  **2 DUs are self-parked townhomes*

- Total Parking Required- 13 spaces

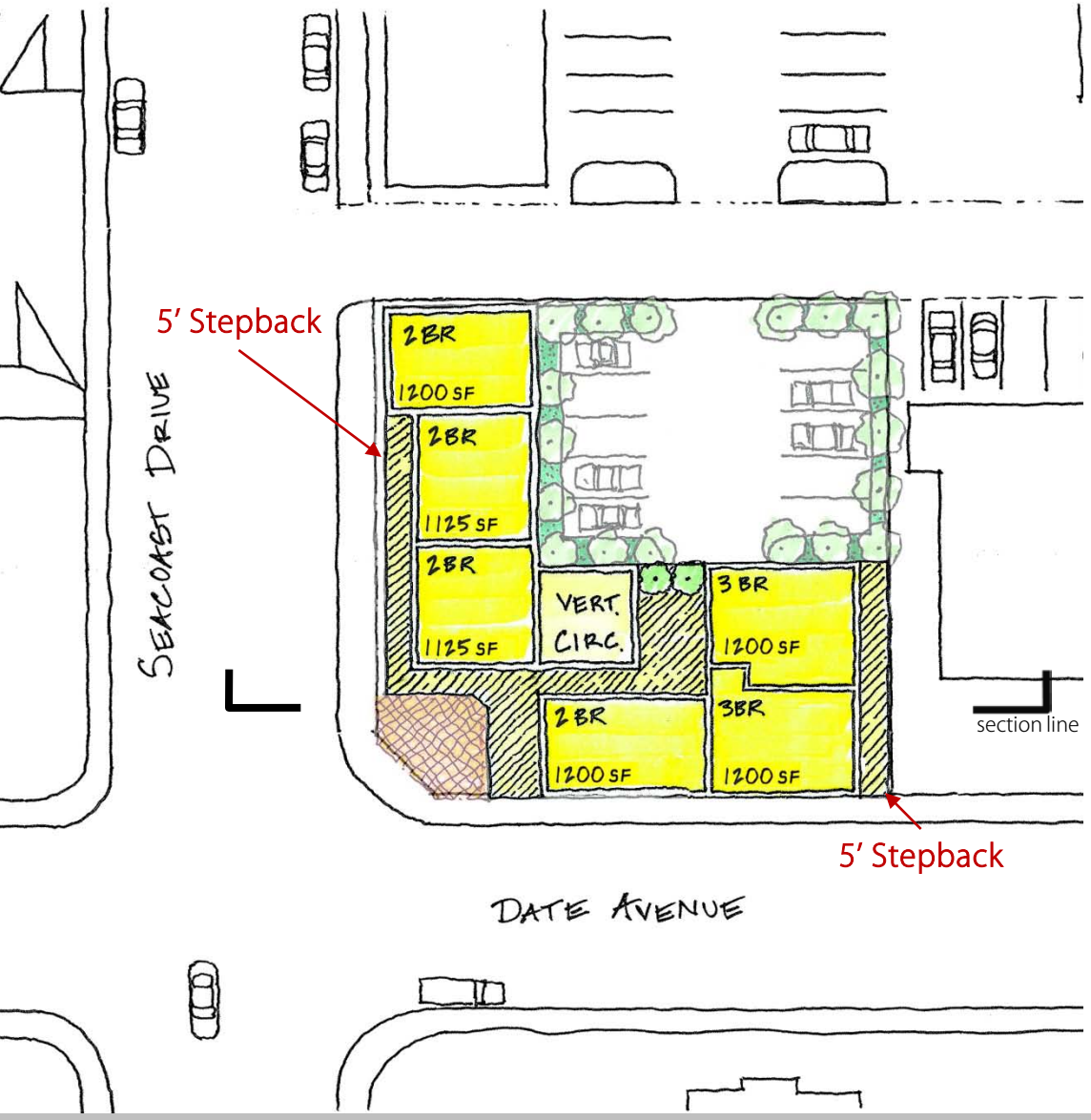
Total Development- 10,550 SF

Parking Provided- 14 spaces

Commercial

Residential

Plan Study – 2nd Floor



Development Figures

- Commercial– 3,500 SF

  Parking Required- 4 spaces

  @ 1 space/1,000 SF (@ 25% reduction=3 spaces)

- Residential– 7,050 SF or 6 DU's

  DU sizes vary per unit

  Parking Required- 9 spaces

  @ 1.5 spaces/DU

  **2 DUs are self-parked townhomes*

- Total Parking Required- 13 spaces

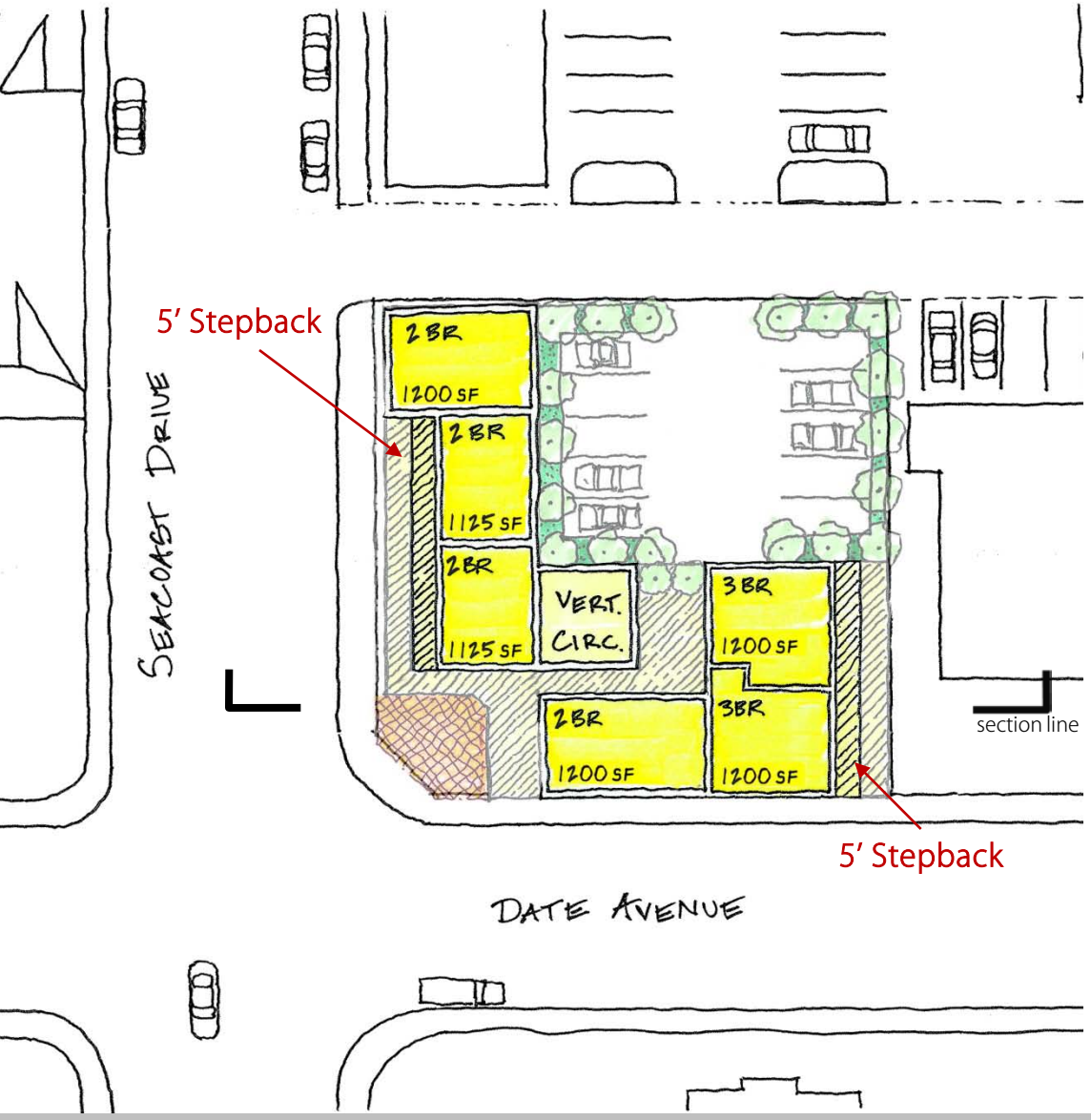
Total Development- 10,550 SF

Parking Provided- 14 spaces

Commercial

Residential

Plan Study – 3rd Floor



Development Figures

- Commercial– 3,500 SF

  Parking Required- 4 spaces

  @ 1 space/1,000 SF (@ 25% reduction=3 spaces)

- Residential– 7,050 SF or 6 DU's

  DU sizes vary per unit

  Parking Required- 9 spaces

  @ 1.5 spaces/DU

  **2 DUs are self-parked townhomes*

- Total Parking Required- 13 spaces

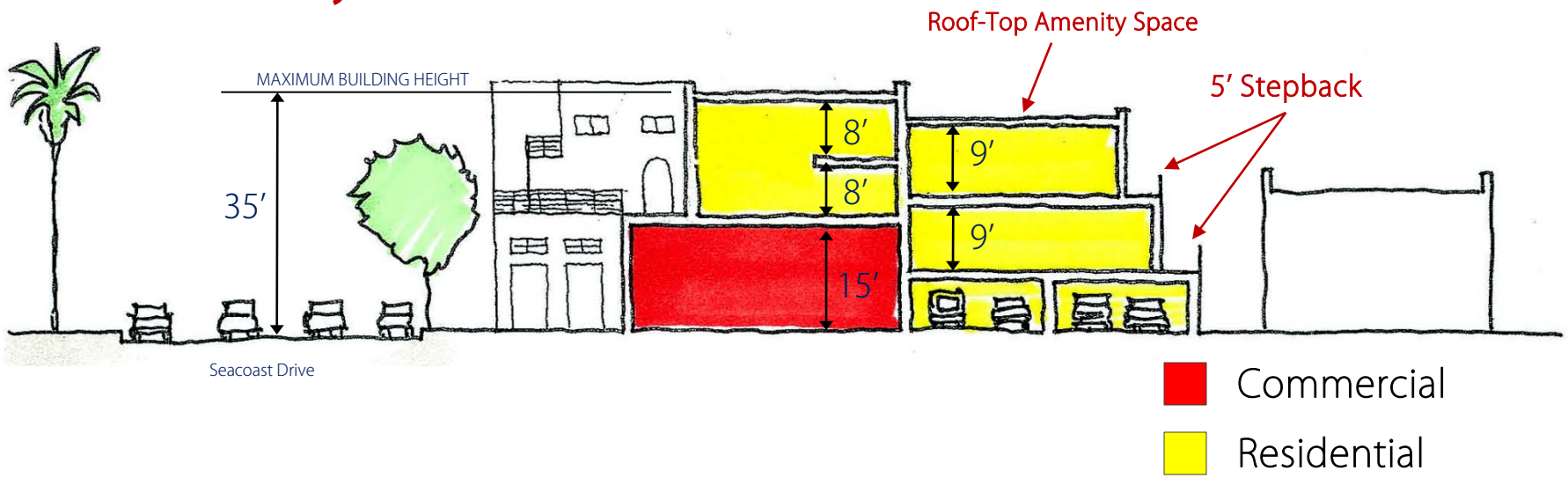
Total Development- 10,550 SF

Parking Provided- 14 spaces

Commercial

Residential

Section Study



Lessons Learned

- Regardless of maximum density increase, the lot size, stepback requirements, and resulting parking requirements limit the residential capacity to 6 DU
- The provision of Public Open Space and Public Right-of-Way Dedication has little impact on development square footages
- The 5 ft height increase allows for 2-story residential units above commercial/retail enabling increased square footage per dwelling unit

Development Comparisons per Regulation Standards

Seacoast Drive Lot Size– 9,450 SF	Existing Regulations	Proposed Regulations	Incentivized Regulations
Commercial Square Footage	3,350 SF	3,850 SF	3,500 SF
Commercial Parking Required	7 spaces @ 2 spaces/1000 SF	4 spaces @ 1 space/1000 SF	4 spaces @ 1 space/1000 SF
Residential Square Footage	7,800 SF or 6 DU's Unit size varies	5,600 SF or 6 DU'S Unit size varies	7,050 SF or 6 DU's @ 1,200 SF each
Residential Parking Required	9 spaces @ 1.5 spaces/DU	9 spaces @ 1.5 spaces/DU	9 Spaces @ 1.5 spaces/DU
Total Development	11,150 SF	9,450 SF	10,550 SF
Total Parking Required	16 spaces	13 spaces	13 spaces
Total Parking Provided	16 spaces	14 spaces	14 spaces
		• Reduced parking requirement • 15 ft 1st floor commercial • 5-10 ft stepback for min. 50% Seacoast Dr street frontage	• 35 ft maximum building height • 5-10 foot stepback for minimum of 50% Seacoast Dr frontage as well as abutting residential

Lessons Learned

- The incentivized regulations allow for more, versatile and desirable commercial/retail space
- The incentivized regulations obligate the developer to fewer parking spaces, resulting in more space for development
- The incentivized regulations allow for increased residential square footage per dwelling unit

IMPERIAL BEACH
Zoning Study

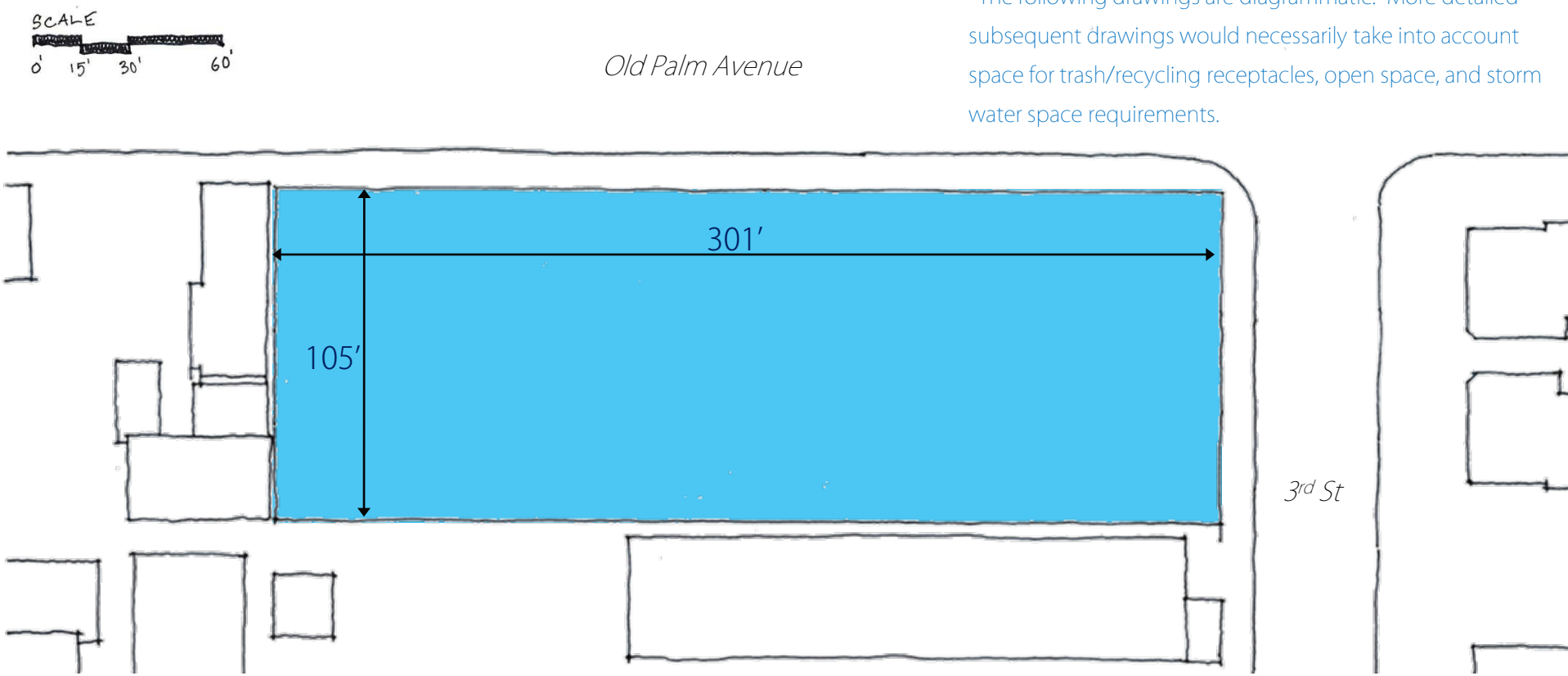
Old Palm Avenue

C-2 Existing Regulations
Old Palm Avenue

• Building Height	3 story / 30'
• Minimum Active Commercial Use Requirements	None
• Ground Floor Use Restriction	Residential restricted to 2nd floor and above
• 1st-Floor Commercial Height	None
• Setbacks	0' if lot fronts Seacoast Drive, otherwise none required
• Stepbacks	For properties fronting Seacoast Drive, second story stepback is 5 feet for minimum 40% of frontage; third floor stepback is 10 feet from property line for minimum 60% of frontage. **Property not along Seacoast Dr, therefore no stepback requirement*
• Density	29 DU/Acre (R-1500)
• Parking Standards	Commercial: requirement varies by use; assumed 2 spaces/1000sf Residential: 1.5 spaces/DU

Plan Study – Existing Site

*The following drawings are diagrammatic. More detailed subsequent drawings would necessarily take into account space for trash/recycling receptacles, open space, and storm water space requirements.



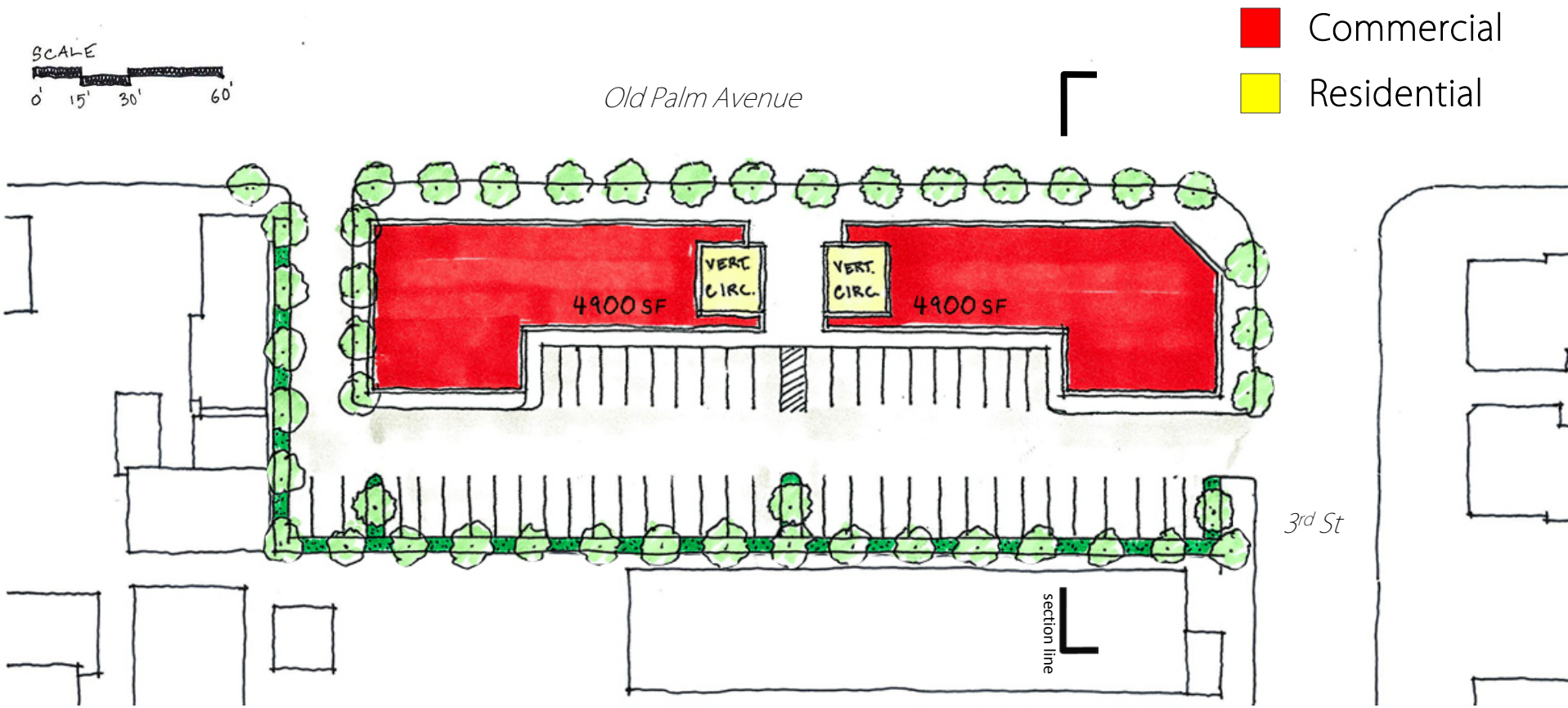
Parcel B Figures

- Lot Size– 31,605 SF or 0.725 Acres
- Density– 29 DU/area

Therefore, the maximum number of dwelling units permitted is 21 DU, or 1 DU per every 1,500 SF of lot area

Lot Area/Parcel

Plan Study – Ground Floor

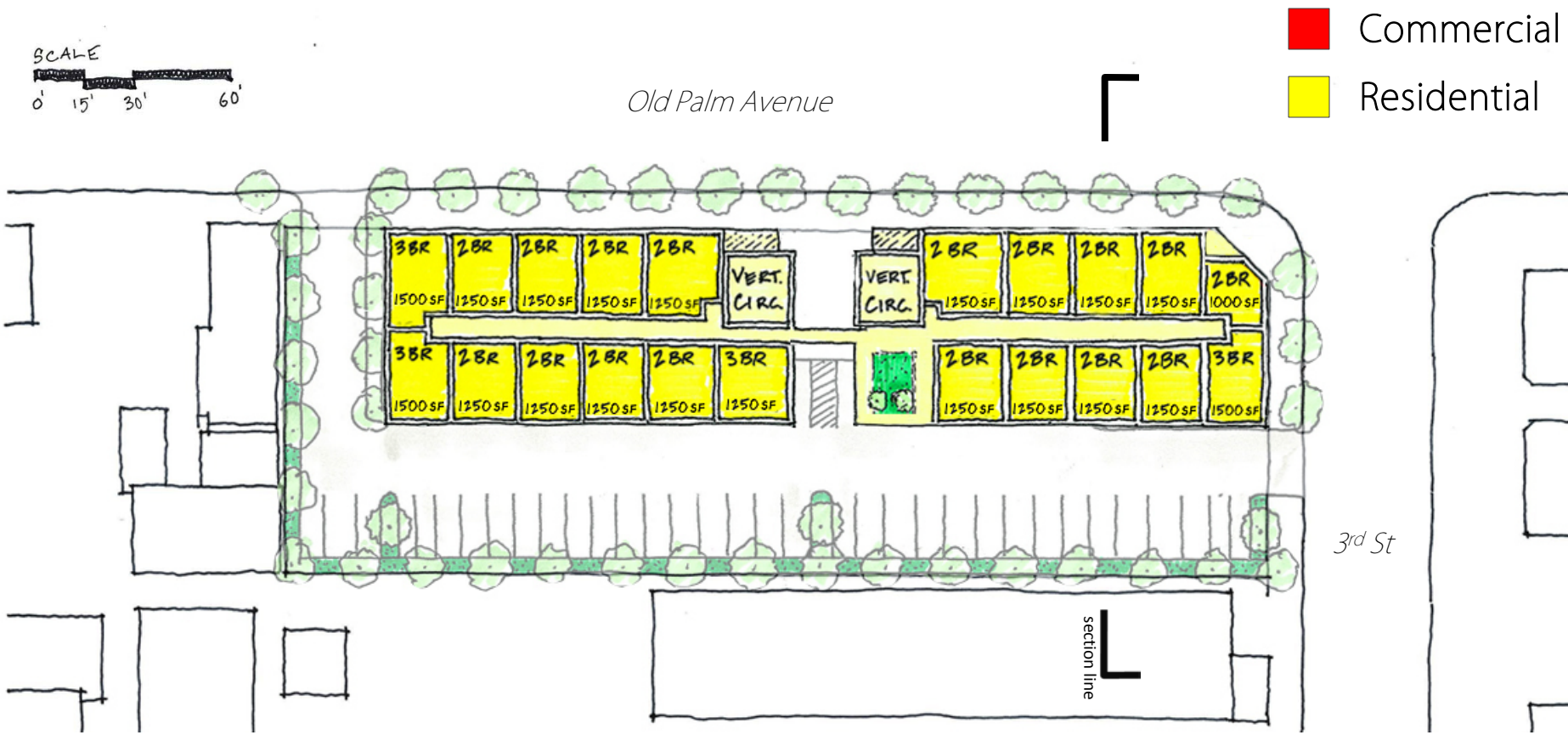


Development Figures

- Commercial– 9,800 SF
- Parking Required– 20 spaces

  @ 2 spaces/1,000 SF

Plan Study – 2nd/3rd Floor



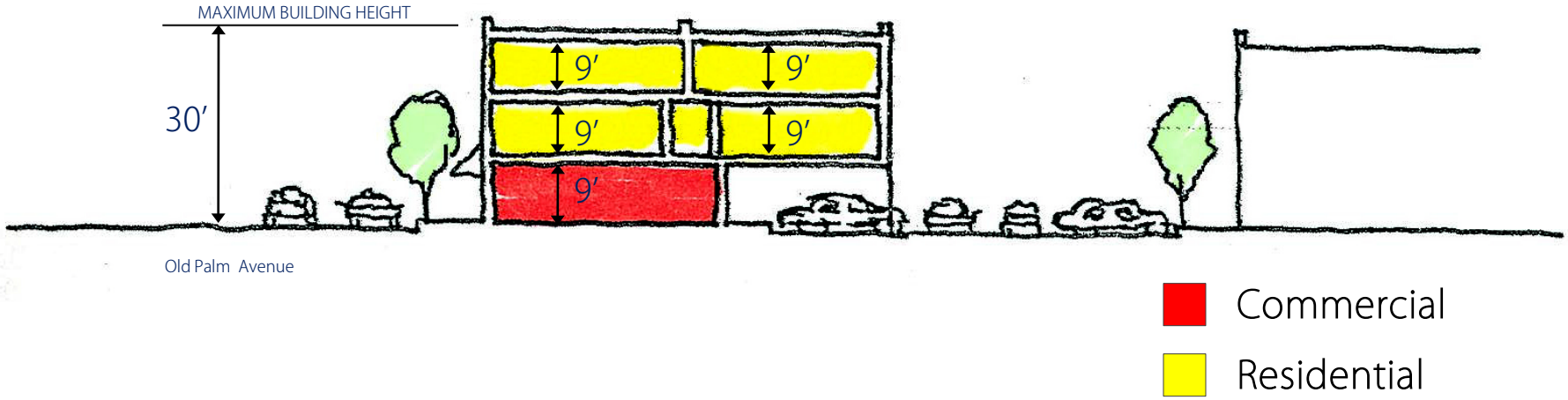
Development Figures

- Commercial– 9,800 SF
- Parking Required– 20 spaces
  - @2 spaces/1,000 SF

- Residential– 27,400 SF or 21 DU
  - Maximum density permitted @ 29DU/Acre
- Parking Required– 32 spaces
  - @1.5 spaces/DU

- Total Parking Required– 52 spaces
- Total Development– 37,200 SF
- Parking Provided- 53 spaces

Section Study



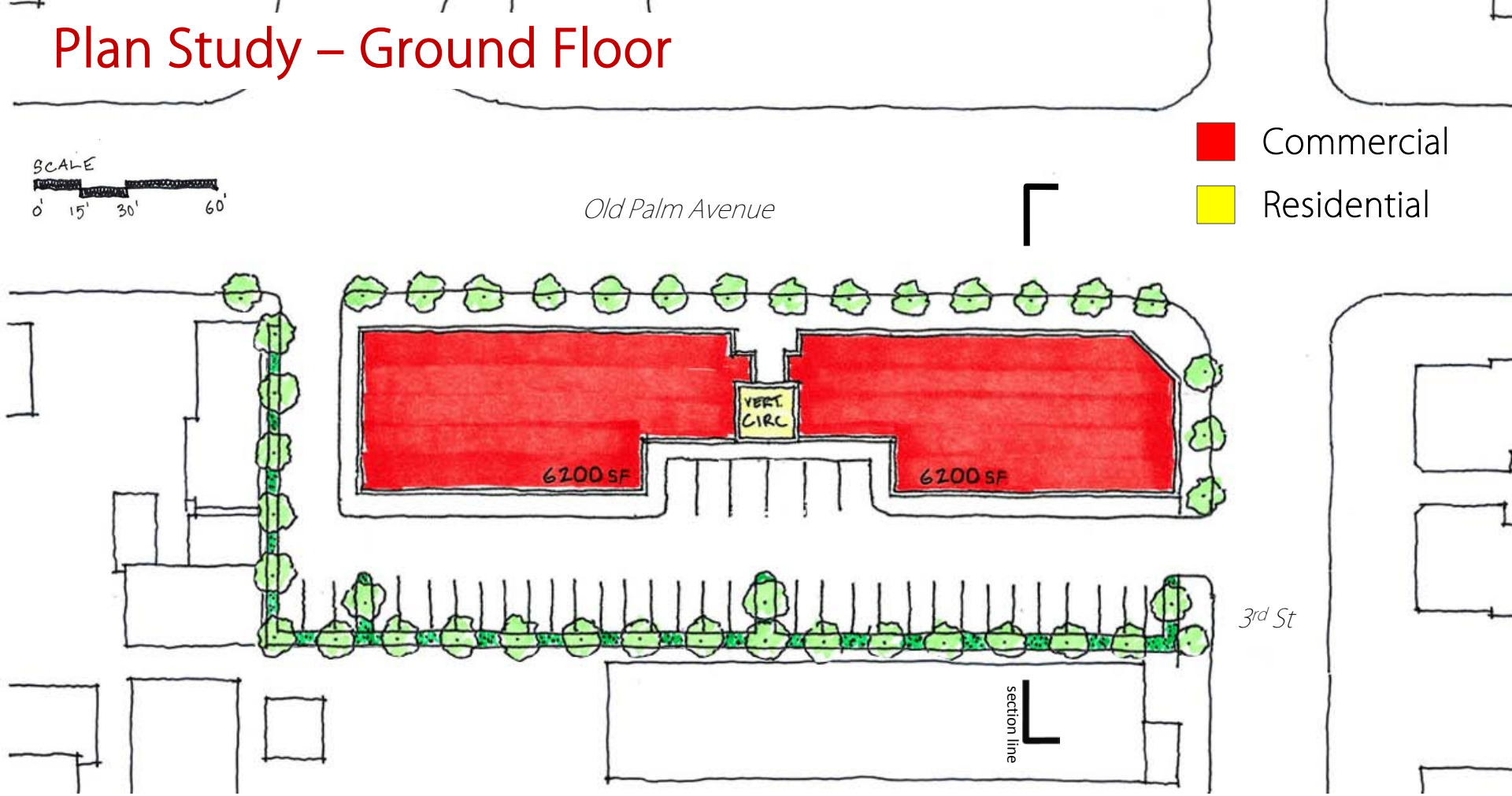
Lessons Learned

- Commercial/retail space is less versatile and desirable with only 9′ height

C/MU-2 Proposed Regulations
Old Palm Avenue

• Building Height	3 story / 30'
• Minimum Active Commercial Use Requirements	60% min. ground floor frontage along Seacoast Dr and Old Palm Ave
• 1st-Floor Commercial Height	15' (or 20' if only 1-story building)
• Setbacks	0' on all sides
• Stepbacks	Fronting Seacoast Drive, upper stories must step back 5-10 ft for minimum of 50% of street frontage **Property not along Seacoast Dr, therefore no stepback requirement*
• Density	29 DU/Acre (R-1500)
• Parking Standards	Commercial: 1 space/1000sf Residential: 1.5 spaces/DU

Plan Study – Ground Floor

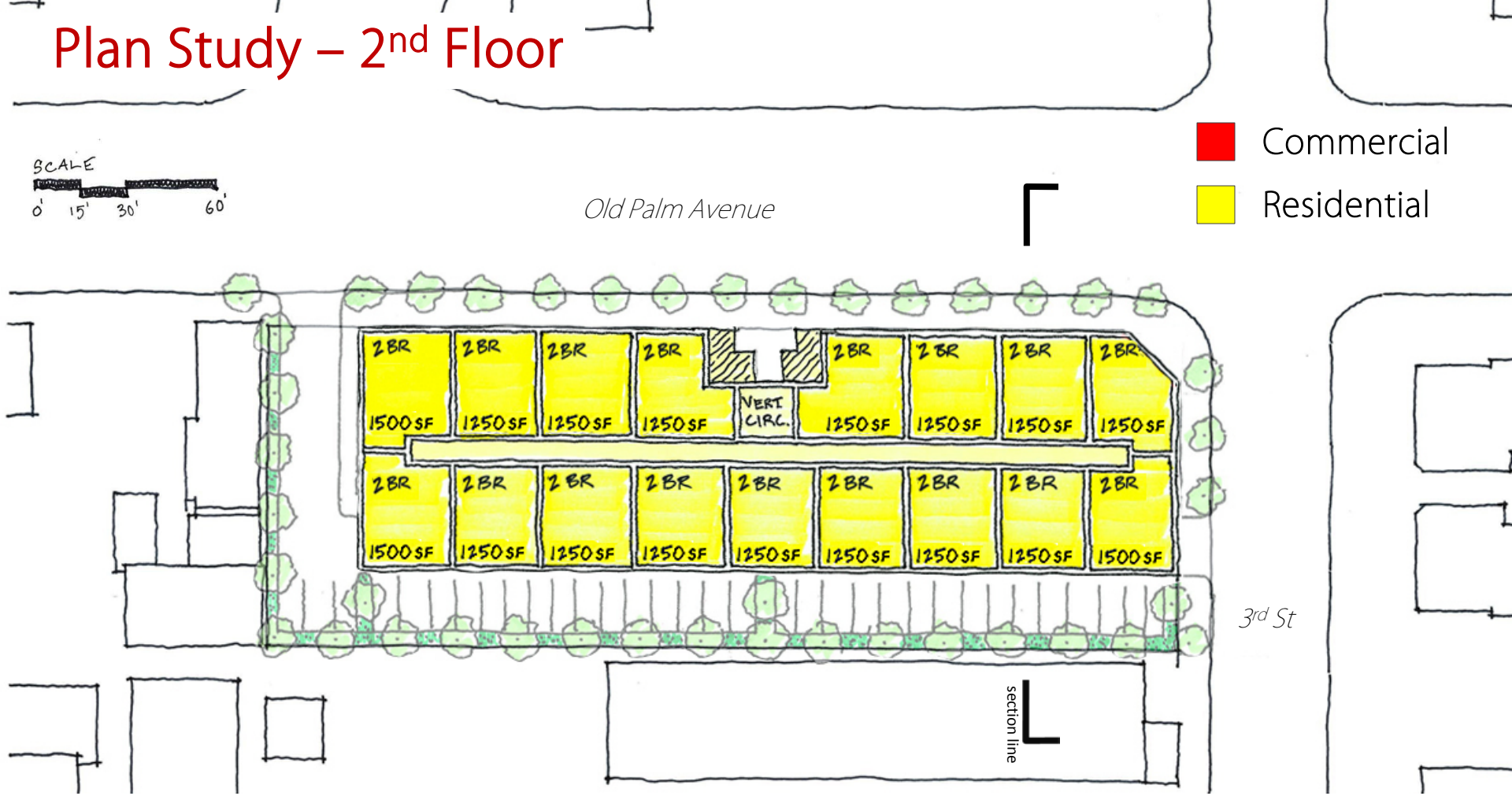


Development Figures

- Commercial– 12,400 SF
- Parking Required– 12 spaces

@ 1 space/1,000 SF (@ 25% reduction=9 spaces)

Plan Study – 2nd Floor



Development Figures

- Commercial– 12,400 SF
- Parking Required– 12 spaces

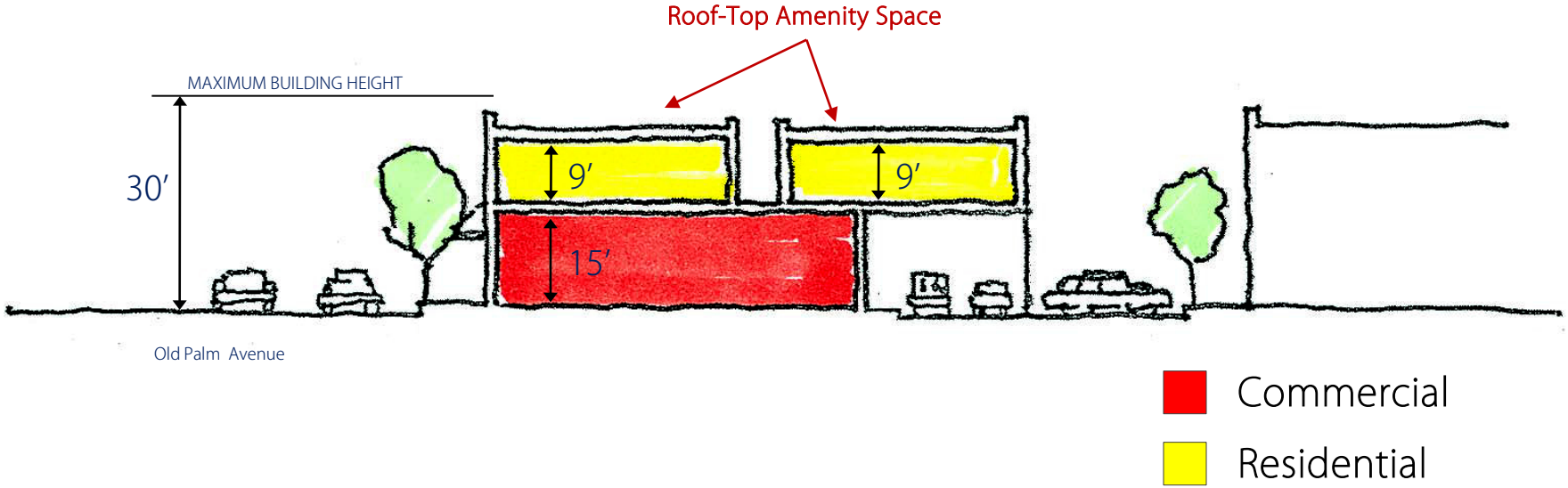
@ 1 space/1,000 SF (@ 25% reduction=9 spaces)

- Residential– 21,250 SF or 17 DU
- Parking Required– 26 spaces

@1.5 spaces/DU

- Total Parking Required– 38 spaces
- Total Development– 33,650 SF
- Parking Provided- 40 spaces

Section Study



Lessons Learned

- The decreased parking requirement allows 2,500 SF more commercial space
- The 15′ minimum 1st-floor height requirement creates more versatile and desirable commercial space
- Keeping residential to 1-story above commercial more acceptable clearance for living spaces
- While the maximum residential density is not quite achieved (17 DU provided), each unit exceeds optimum height clearance (at least 9 ft)

C/MU-2 Incentivized Regulations

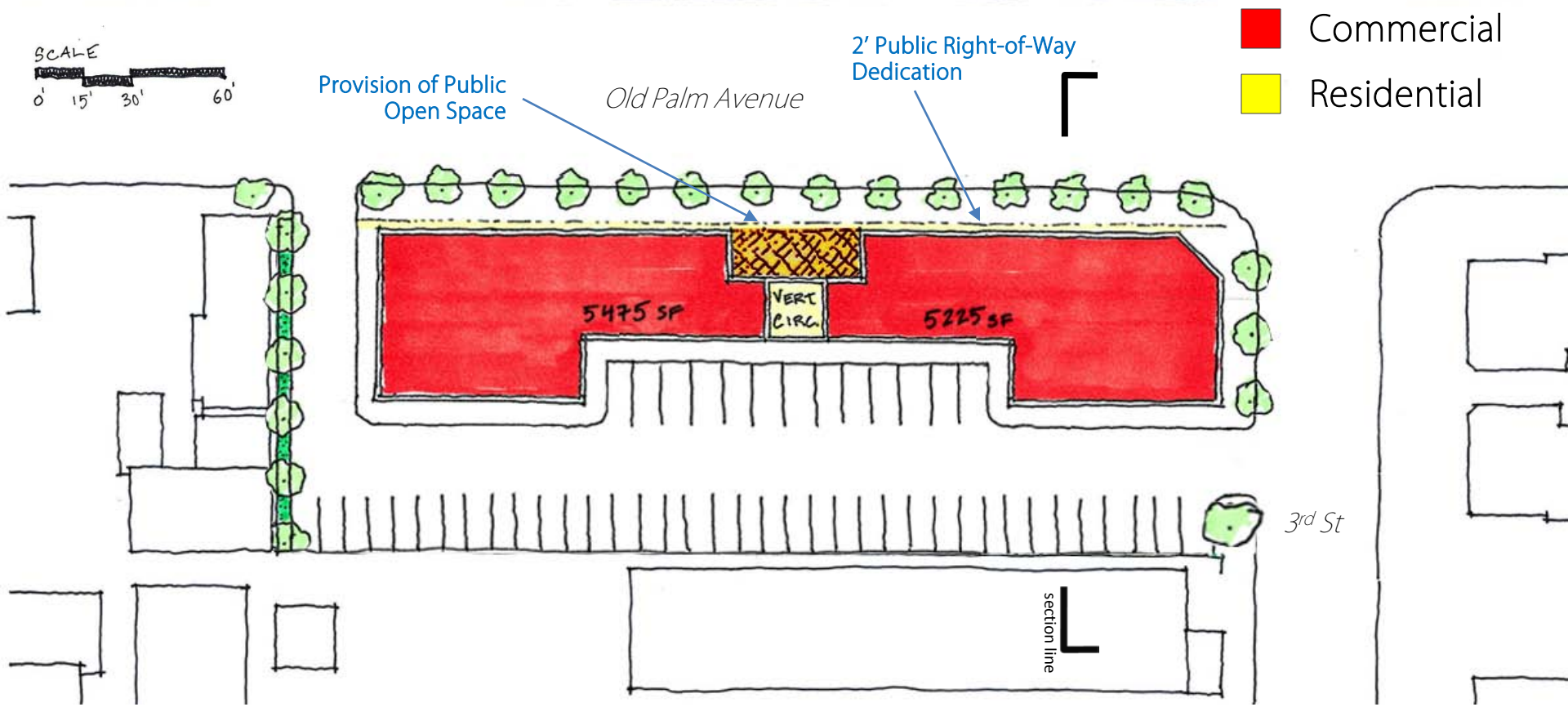
• Lot Consolidation	Merged lots greater than 20,000 SF
• Green Building	Entire project must be capable of achieving certification
• Active Commercial Use	Entire project must provide a minimum of 75% ground floor active commercial uses on the ground floor
• Three Bedroom Units	25% of the project must be 3 bedroom units
* • Provision of Public Open Space	Provide an additional 100 SF of public open space/plaza space with minimum dimensions of 6 ft by 10 ft
* • Public Right-of-Way Dedication	Dedicate a minimum of 1 ft of private property frontage to public use (creates a 1 ft front setback dedicated to public use)
• Provision of Greater Floor Stepback from Residential Property	Floors above first floor provide additional setback beyond required stepback (not yet quantified)

*Accomplishing any 2 of the above allows a density increase (up to 36 DU/Acre) and height increase (up to 35 ft)

C/MU-2 Incentivized Regulations

• Building Height	35' maximum building height
• Minimum Active Commercial Use Requirements	60% min. ground floor frontage along Seacoast Dr and Old Palm Ave
• 1st-Floor Commercial Height	15' (or 20' if only 1-story building)
• Setbacks	0' on all sides
• Stepbacks	Fronting Seacoast Drive, upper stories must stepback 5-10 ft for minimum of 50% of street frontage **Property not along Seacoast Dr, therefore no stepback requirement*
• Density	36 DU/Acre (R-1500)
• Parking Standards	Commercial: 1 space/1000sf Residential: 1.5 spaces/DU

Plan Study – Ground Floor

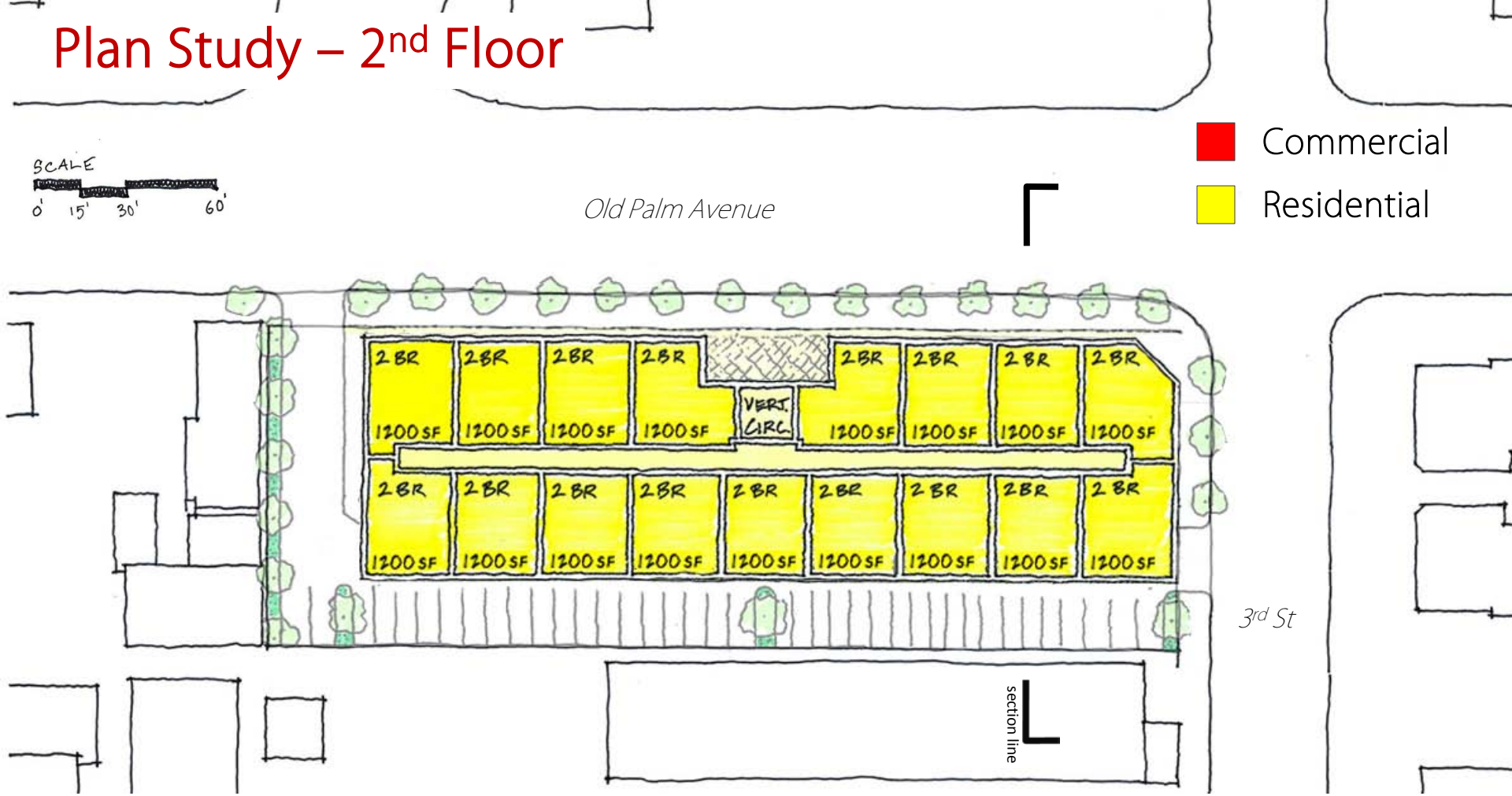


Development Figures

- Commercial– 10,700 SF
- Parking Required– 11 spaces

@ 1 space/1,000 SF (25% reduction=9spaces)

Plan Study – 2nd Floor



Development Figures

- Commercial– 10,700 SF
- Parking Required– 11 spaces

@ 1 space/1,000 SF (25% reduction=9spaces)

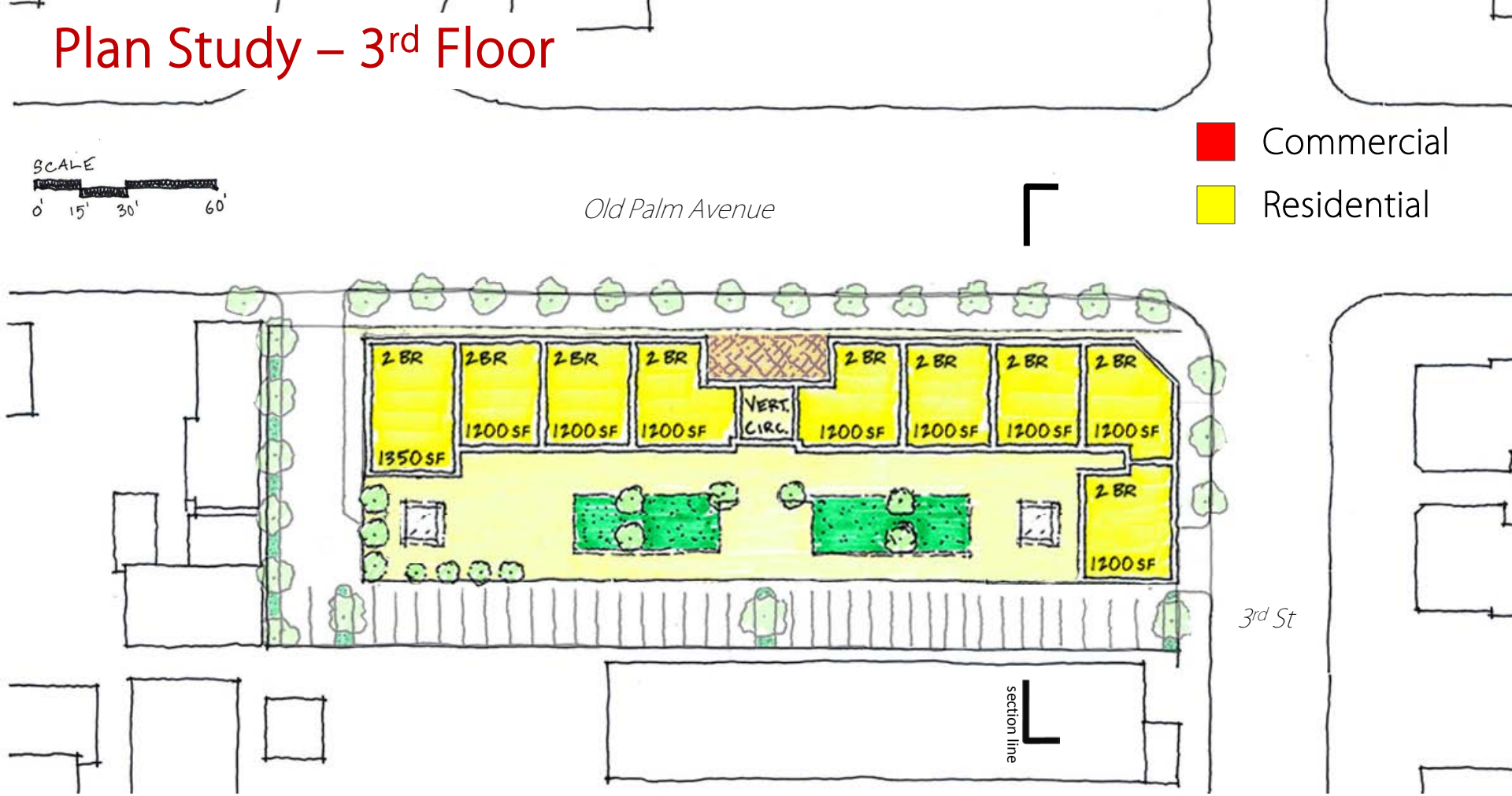
- Residential– 30,750 SF or 26 DU

Maximum density permitted @ 36DU/Acre

- Parking Required– 39 spaces

@1.5 spaces/DU

Plan Study – 3rd Floor



Development Figures

- Commercial– 10,700 SF
- Parking Required– 11 spaces

@ 1 space/1,000 SF (25% reduction=9spaces)

- Residential– 30,750 SF or 26 DU

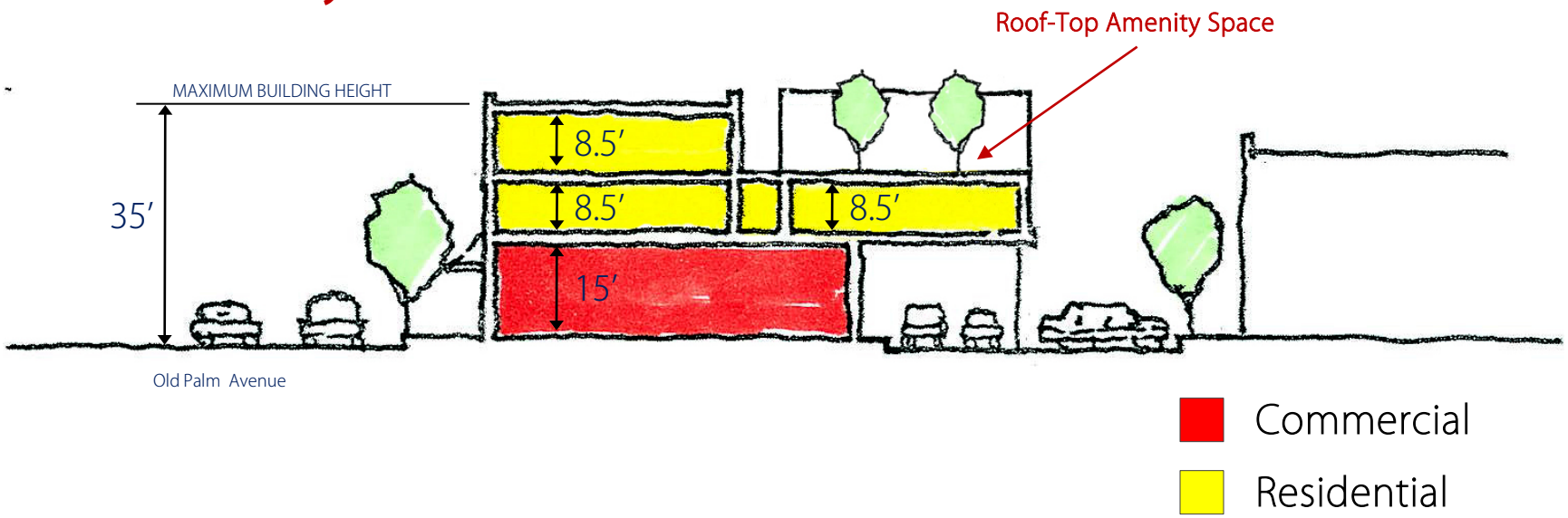
Maximum density permitted @ 36DU/Acre

- Parking Required– 39 spaces

@1.5 spaces/DU

- Total Parking Required– 50 spaces
- Total Development– 41,450 SF
- Parking Provided- 50 spaces

Section Study



Lessons Learned

- The provision of Public Open Space and Public Right-of-Way Dedication has little impact on development square footages
- The 5 ft height increase allows for 2-story residential units above commercial/retail enabling increased square footage per dwelling unit and maximum density (26 DU)
- 35 ft height maximum with 15′ ft commercial/retail first floor restricts ceiling heights- yielding lower than standard ceiling heights (9 ft)

Development Comparisons per Regulation Standards

	Existing Regulations	Proposed Regulations	Incentivized Regulations
Commercial Square Footage	9,800 SF	12,400 SF	10,700 SF
Commercial Parking Required	20 spaces @ 2 spaces/1000 SF	12 spaces @ 1 space/1000 SF	11 spaces @ 1 space/1000 SF
Residential Square Footage	27,400 SF or 21 DU's Size/DU varies	21,250 SF or 17 DU'S @ 1,250 SF each	30,750 SF or 26 DU's Size/DU varies
Residential Parking Required	32 spaces @ 1.5 spaces/DU	26 spaces @ 1.5 spaces/DU	39 Spaces @ 1.5 spaces/DU
Total Development	37,200 SF	33,650 SF	41,450 SF
Total Parking Required	52 spaces	38 spaces	50 spaces
Total Parking Provided	53 spaces	40 spaces	50 spaces
		• Reduced parking requirement • 15 ft 1st floor commercial • 5-10 ft stepback for min. 50% Seacoast Dr street frontage	• 35 ft maximum building height • 5-10 foot stepback for minimum of 50% Seacoast Dr frontage as well as abutting residential

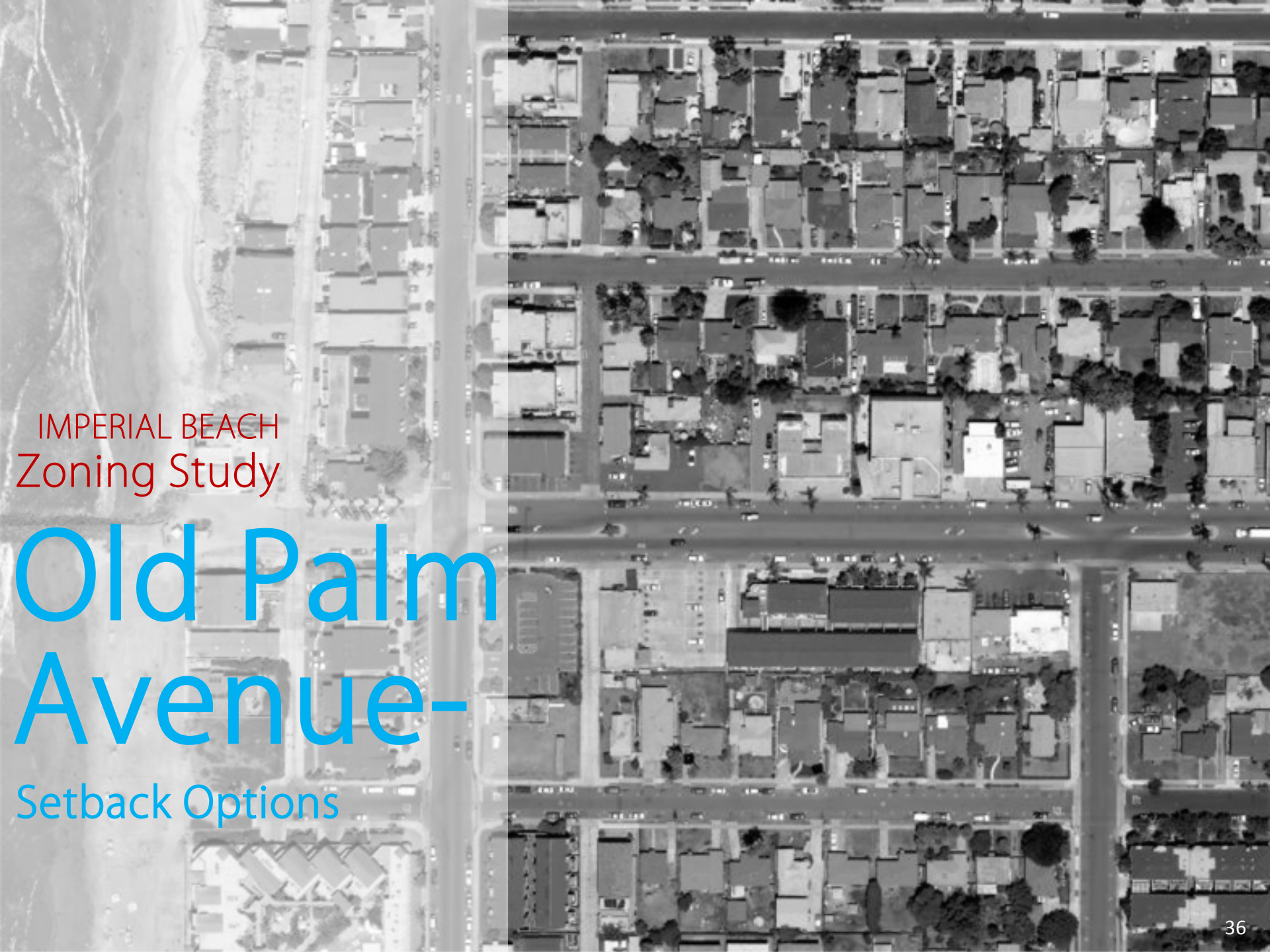
Lessons Learned

- The incentivized regulations allow for more, versatile and desirable commercial/retail space
- The incentivized regulations obligate the developer to fewer parking spaces, resulting in more space for development
- The incentivized regulations allow for increased residential square footage per dwelling unit

IMPERIAL BEACH
Zoning Study

Old Palm Avenue-

Setback Options



C-2 Existing Regulations
Palm Avenue

• Building Height	3 story / 30'
• Minimum Active Commercial Use Requirements	None
• Ground Floor Use Restriction	Residential restricted to 2nd floor and above
• 1st-Floor Commercial Height	None
• Setbacks	0' if lot fronts Seacoast Drive, otherwise none required
• Stepbacks	For properties fronting Seacoast Drive, second story stepback is 5 feet for minimum 40% of frontage; third floor stepback is 10 feet from property line for minimum 60% of frontage. **Property not along Seacoast Dr, therefore no stepback requirement*
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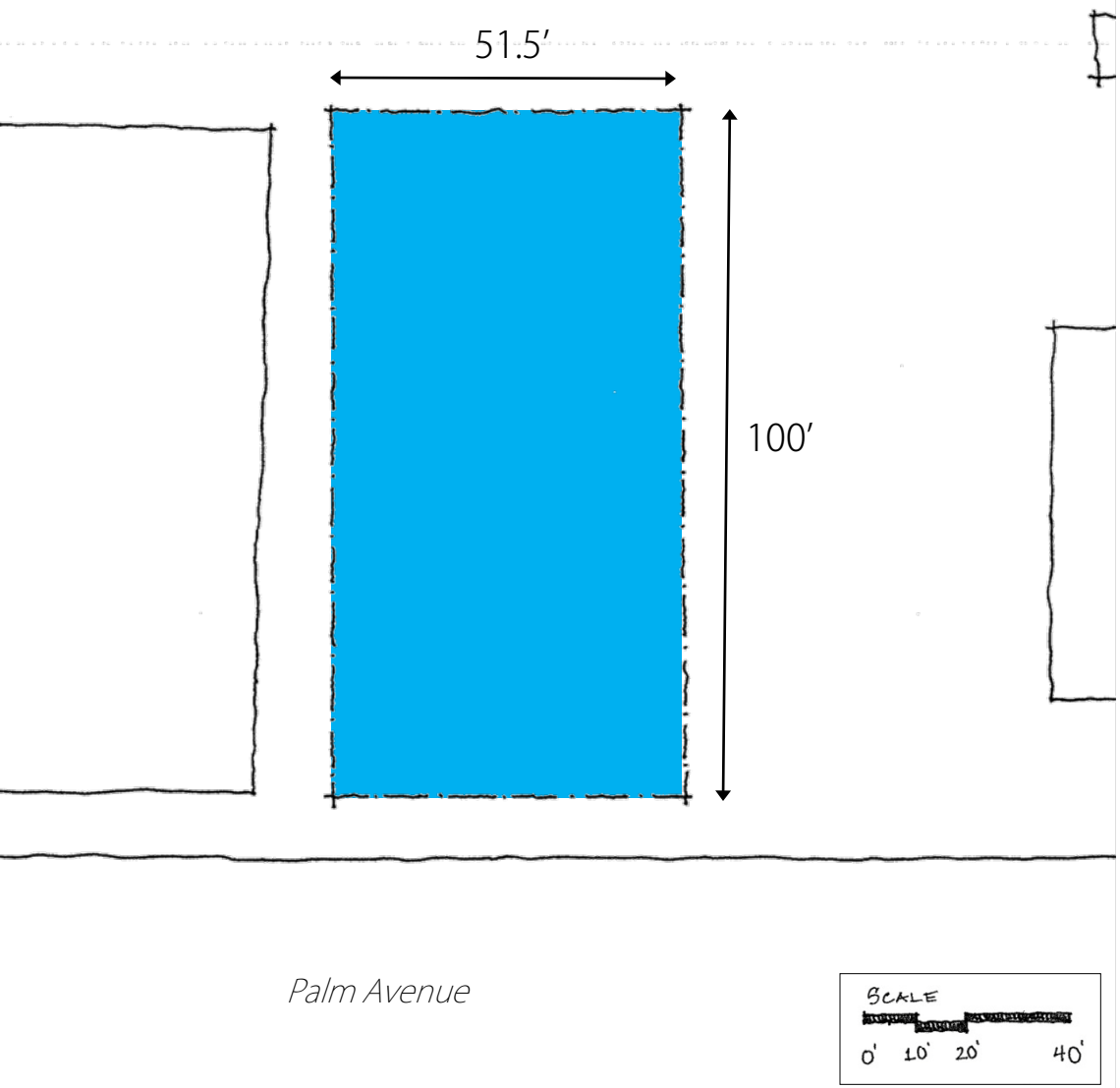


Parcel D Figures

- Lot Size– 5,150 SF
- Density– 29 DU/acre

Therefore, the maximum number of dwelling units permitted is 3 DU, or 1 DU per every 1,500 SF of lot area

*The following drawings are diagrammatic. More detailed subsequent drawings would necessarily take into account space for trash/recycling receptacles, open space, and storm water space requirements.

Lot Area/Parcel

Plan Study – Ground Floor

Development Figures

- Commercial– 900 SF

  Parking Required- 2 spaces

  @ 2 spaces/1,000 SF

- Residential– 3,750 SF or 3 DU

  1,250 SF per DU

  Parking Required- 5 spaces

  @ 1.5 spaces/DU

- Total Parking Required- 7 spaces

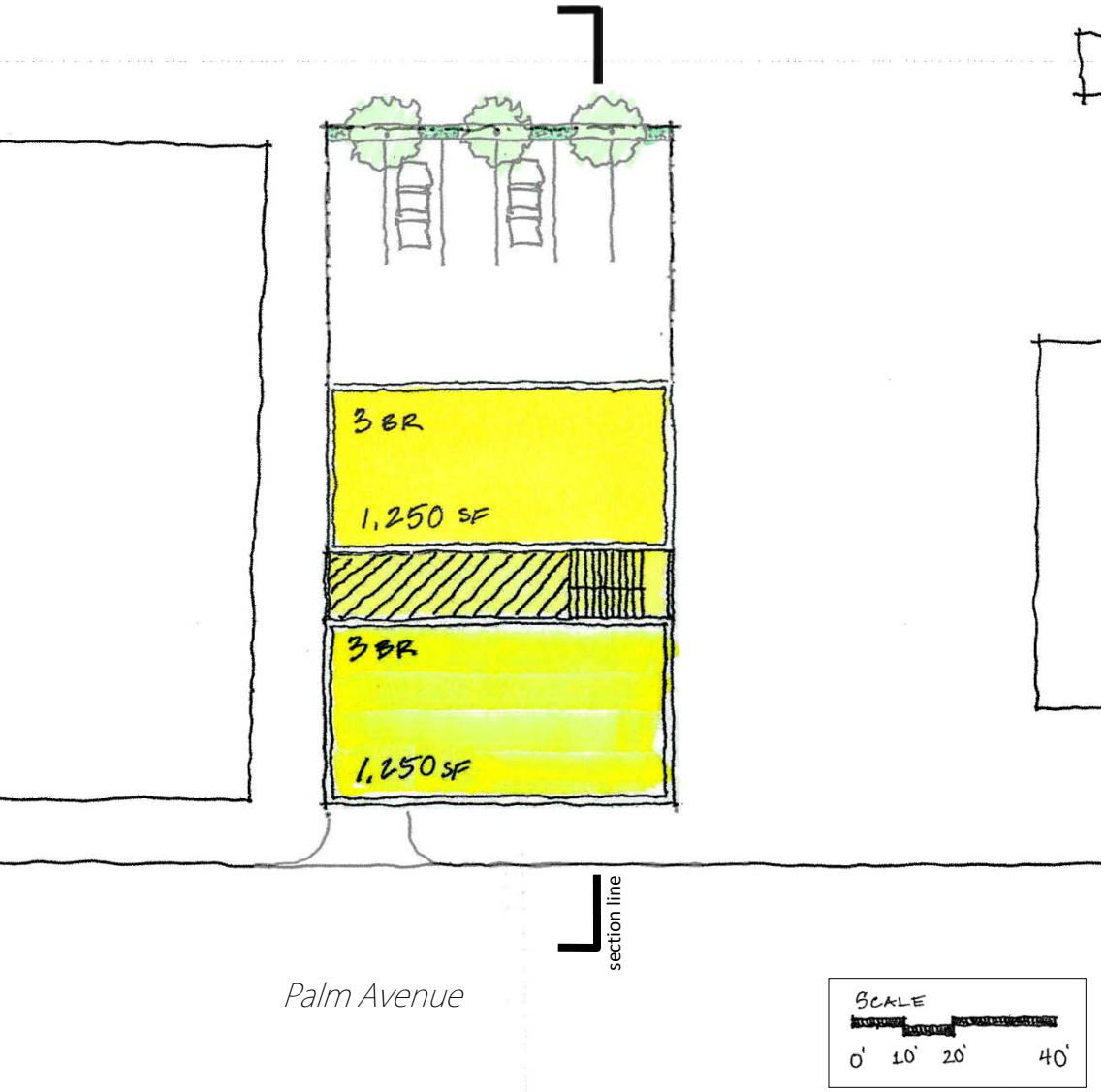
Total Development- 4,650 SF

Parking Provided- 8 spaces

Commercial

Residential

Plan Study – 2nd/3rd Floor



Development Figures

- Commercial– 900 SF

  Parking Required- 2 spaces

  @ 2 spaces/1,000 SF

- Residential– 3,750 SF or 3 DU

  1,250 SF per DU

  Parking Required- 5 spaces

  @ 1.5 spaces/DU

- Total Parking Required- 7 spaces

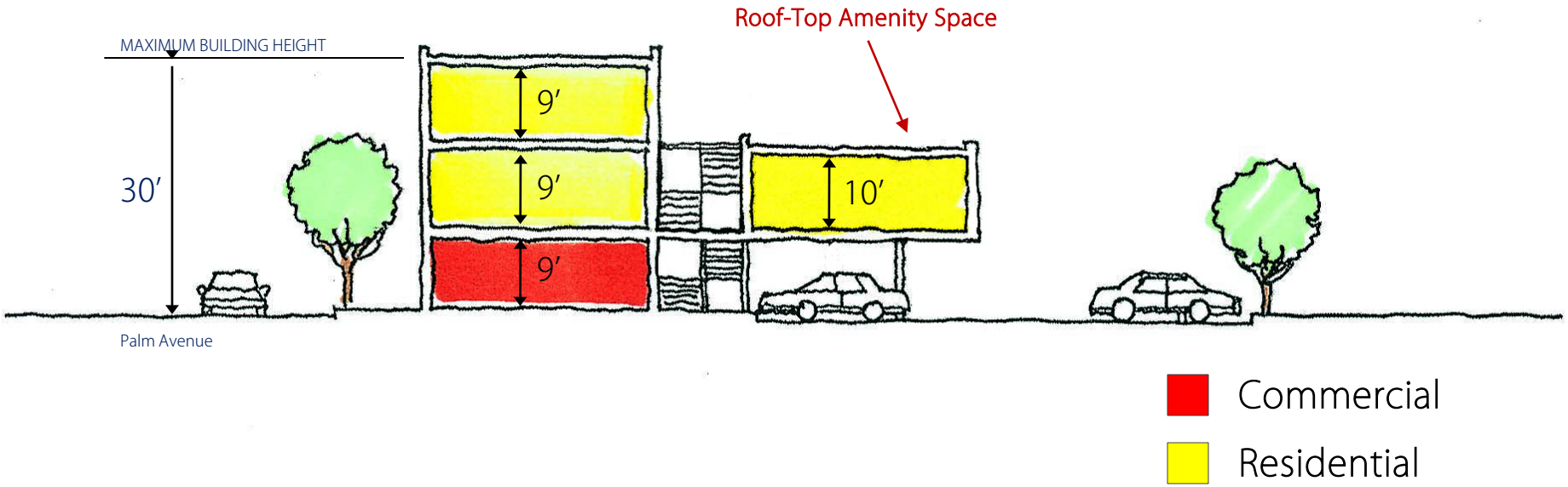
Total Development- 4,650 SF

Parking Provided- 8 spaces

Commercial

Residential

Section Study



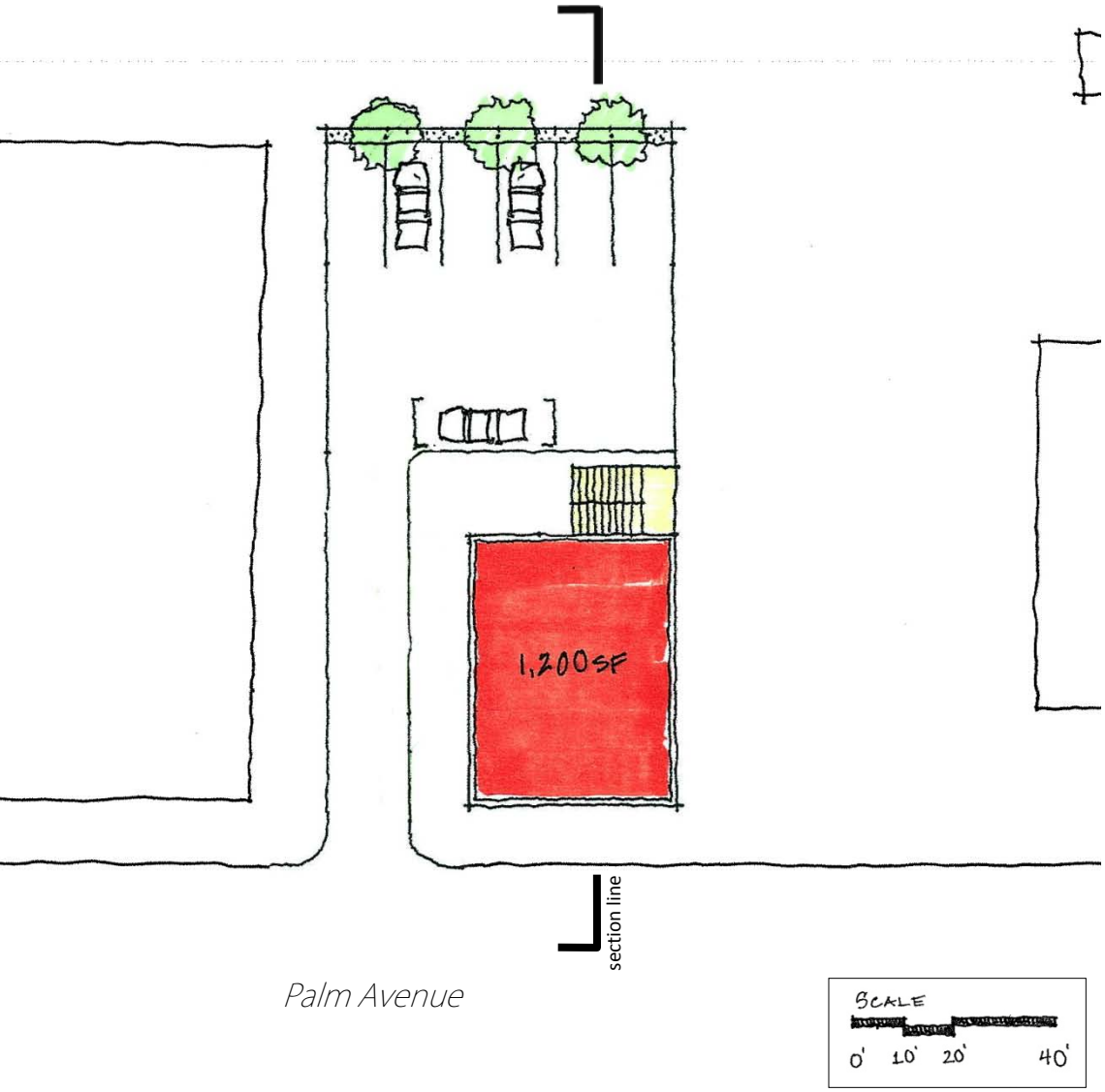
Lessons Learned

- Commercial/retail space is very small due to parking requirement while also less versatile/desirable with only 9′ floor-to-ceiling height
- While there is room for a 3rd level of residential, density requirements make the use of leftover building height unnecessary
- 1-story residential above commercial offers potential for roof-top amenity space

C/MU-2 Proposed Regulations

• Building Height	3 story / 30'
• Minimum Active Commercial Use Requirements	60% minimum ground floor frontage along Seacoast Dr and Old Palm Ave
• 1st-Floor Commercial Height	15' (or 20' if only 1-story building)
• Setbacks	0' on all sides **In this prototype we study a 10 ft rear yard setback*
• Stepbacks	Fronting Seacoast Drive, upper stories must step back 5-10 ft for minimum of 50% of street frontage **Property not along Seacoast Dr, therefore no stepback requirement*
• Density	29 DU/Acre (R-1500)
• Parking Standards	Commercial: 1 space/1000 SF Residential: 1.5 spaces/DU

Plan Study – Ground Floor



Development Figures

- Commercial– 1,200 SF

  Parking Required- 1 space

  @ 1 space/1,000 SF (no quantifiable decrease with 25% reduction)

- Residential– 3,700 SF or 3 DU

  Size varies per DU

  Parking Required- 5 spaces

  @ 1.5 spaces/DU

- Total Parking Required- 6 spaces

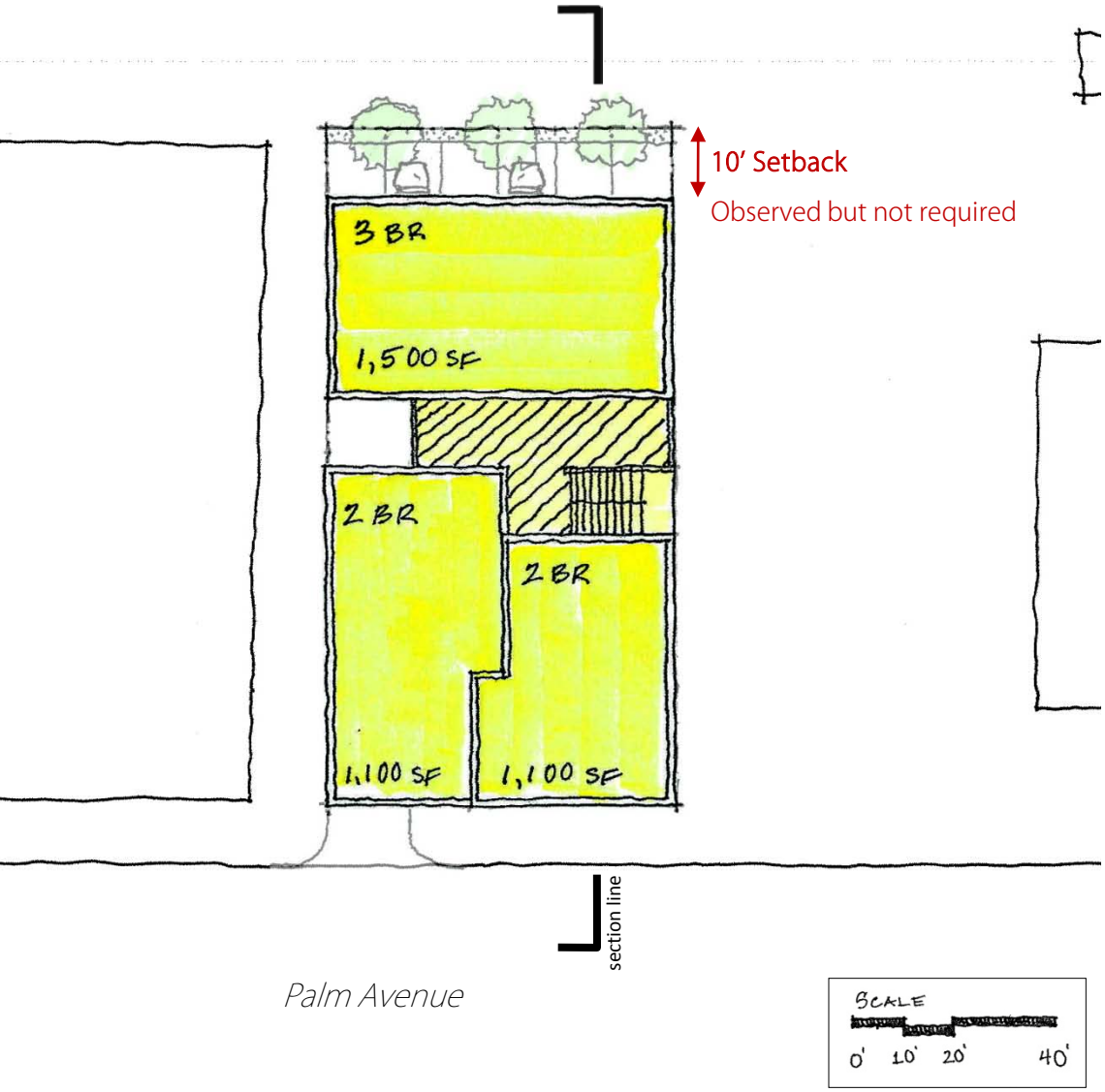
Total Development- 4,900 SF

Parking Provided- 7 spaces

Commercial

Residential

Plan Study – 2nd Floor



Development Figures

- Commercial– 1,200 SF

  Parking Required- 1 space

  @ 1 space/1,000 SF (no quantifiable decrease with 25% reduction)

- Residential– 3,700 SF or 3 DU

  Size varies per DU

  Parking Required- 5 spaces

  @ 1.5 spaces/DU

- Total Parking Required- 6 spaces

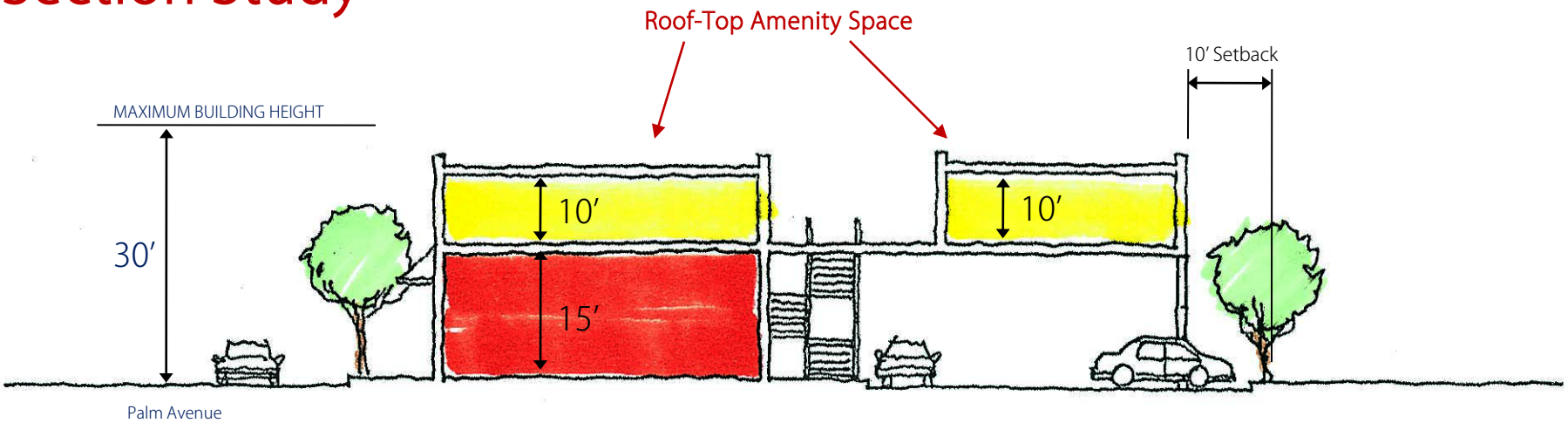
Total Development- 4,900 SF

Parking Provided- 7 spaces

Commercial

Residential

Section Study



Commercial

Residential

Lessons Learned

- The 15' minimum 1st-floor height requirement creates more versatile and desirable commercial space
- 1-story residential above commercial allows more clearance for living spaces
- Commercial square footage is able to increase due to decreased parking requirement
- 1-story residential above commercial offers potential for roof-top amenity space

C/MU-2 Incentivized Regulations

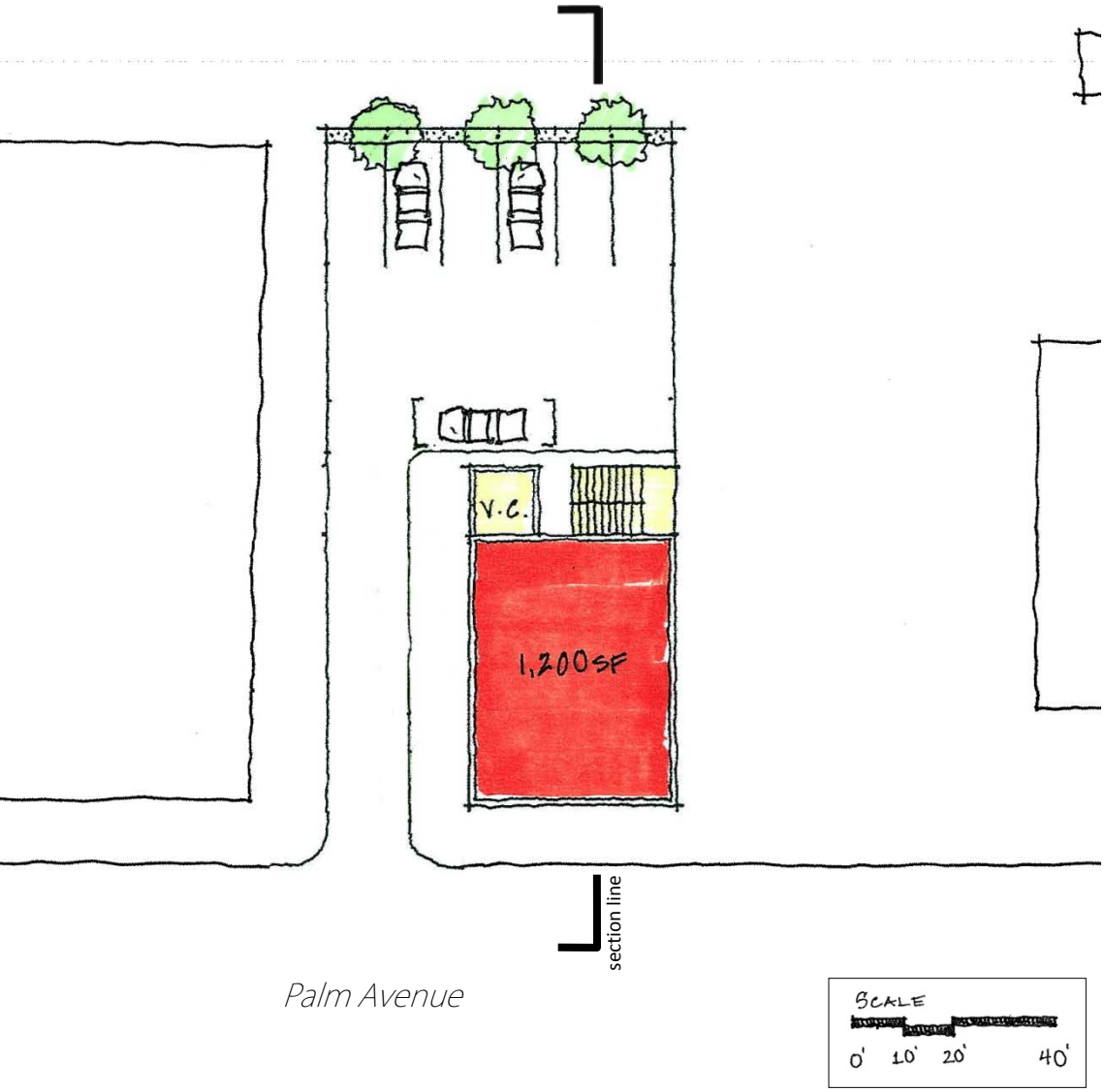
• Lot Consolidation	Merged lots greater than 20,000 SF
• Green Building	Entire project must be capable of achieving certification
• Active Commercial Use	Entire project must provide a minimum of 75% ground floor active commercial uses on the ground floor
* • Three Bedroom Units	25% of the project must be 3 bedroom units
• Provision of Public Open Space	Provide an additional 100 SF of public open space/plaza space with minimum dimensions of 6 ft by 10 ft
• Public Right-of-Way Dedication	Dedicate a minimum of 1 ft of private property frontage to public use (creates a 1 ft front setback dedicated to public use)
* • Provision of Greater Floor Stepback from Residential Property	Floors above first floor provide additional setback beyond required stepback (not yet quantified)

*Accomplishing any 2 of the above allows a density increase (up to 36 DU/Acre) and height increase (up to 35 ft)

C/MU-2 Incentivized Regulations

• Building Height	35' maximum building height
• Minimum Active Commercial Use Requirements	60% min. ground floor frontage along Seacoast Dr and Old Palm Ave
• 1st-Floor Commercial Height	15' (or 20' if only 1-story building)
• Setbacks	0' on all sides **In this prototype we study a 10 ft rear yard setback*
• Stepbacks	At 2nd floor and above: 5'-10' if abutting residential uses or zones **In this prototype we study an additional 5 ft stepback on the 3rd floor*
• Density	36 DU/Acre (R-1210)
• Parking Standards	Commercial: consider parking waiver for commercial/retail developments of less than 1,500 SF Residential: 1.5 spaces/DU

Plan Study – Ground Floor



Development Figures

- Commercial– 1,200 SF

  Parking Required- 0 spaces

  Commercial < 1,500 SF therefore parking waived

- Residential– 4,950 SF or 4 DU

  Size varies per DU

  Parking Required- 6 spaces

  @ 1.5 spaces/DU

- Total Parking Required- 6 spaces

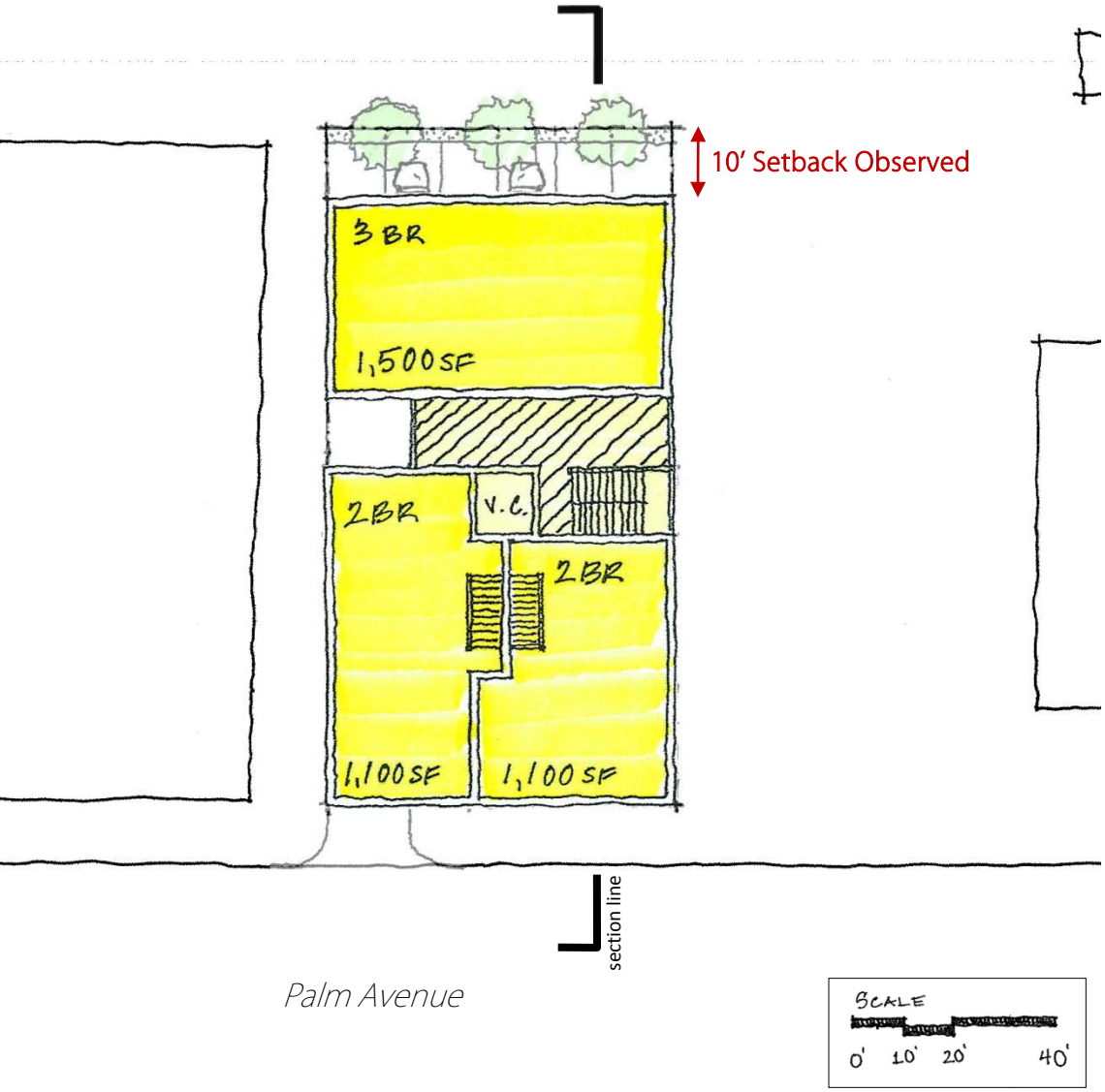
Total Development- 6,150 SF

Parking Provided- 7 spaces

Commercial

Residential

Plan Study – 2nd Floor



Development Figures

- Commercial– 1,200 SF

  Parking Required- 0 spaces

  Commercial < 1,500 SF therefore parking waived

- Residential– 4,950 SF or 4 DU

  Size varies per DU

  Parking Required- 6 spaces

  @ 1.5 spaces/DU

- Total Parking Required- 6 spaces

Total Development- 6,150 SF

Parking Provided- 7 spaces

Commercial

Residential

Plan Study – 3rd Floor

Development Figures

- Commercial– 1,200 SF

  Parking Required- 0 spaces

  Commercial < 1,500 SF therefore parking waived

- Residential– 4,950 SF or 4 DU

  Size varies per DU

  Parking Required- 6 spaces

  @ 1.5 spaces/DU

- Total Parking Required- 6 spaces

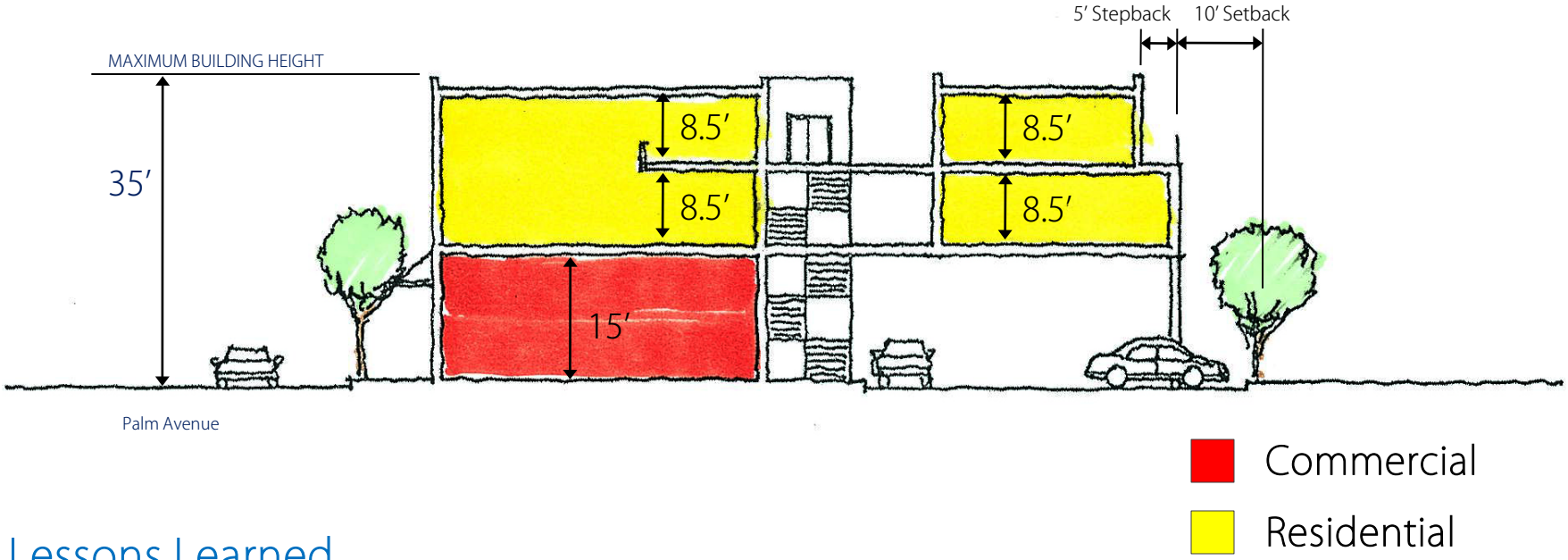
Total Development- 6,150 SF

Parking Provided- 7 spaces

Commercial

Residential

Section Study



Lessons Learned

- The 10' rear setback and 5' stepback decrease impact to adjacent residential uses or zones
- The 10' rear setback and 5' stepback have little impact on overall residential square footage
- The 15' minimum 1st-floor height requirement creates more versatile and desirable commercial space
- The 5' building height increase allows for mezzanine levels on the DU's fronting Palm Avenue
- The 5' building height increase allows for two levels of residential above parking
- Maximum density of 4 DU is achievable due to decreased parking requirements and an increased maximum building height

Development Comparisons per Regulation Standards

	Existing Regulations	Proposed Regulations	Incentivized Regulations
Commercial Square Footage	900 SF	1,200 SF	1,200 SF
Commercial Parking Required	2 spaces @ 2 spaces/1000 SF	1 space @ 1 space/1000 SF	0 spaces <1,500 SF Parking Waiver
Residential Square Footage	3,750 SF or 3 DU's @ 1,250 SF each	3,700 SF or 3 DU'S Size/DU varies	4,950 SF or 4 DU's Size/DU varies
Residential Parking Required	3 spaces @ 1.5 spaces/DU	5 spaces @ 1.5 spaces/DU	6 Spaces @ 1.5 spaces/DU
Total Development	4,650 SF	4,900 SF	6,150 SF
Total Parking Required	7 spaces	6 spaces	6 spaces
Total Parking Provided	8 spaces	7 spaces	7 spaces

- Reduced parking requirement
- 15 ft 1st floor commercial

- Parking waiver- commercial/retail < 1,500 SF
- 10 ft rear setback & 5 ft stepback from residential uses or zones

Lessons Learned

- The proposed & incentivized regulations allow for more commercial/retail space
- The incentivized regulations obligate the developer to fewer parking spaces and increase potential density, resulting in more space for residential development
- Parking and vehicular access drive development on such a small parcel
- Shared parking access and lot consolidation should be explored for parcels of this size as it may increase commercial street frontage and allow for shared parking opportunities

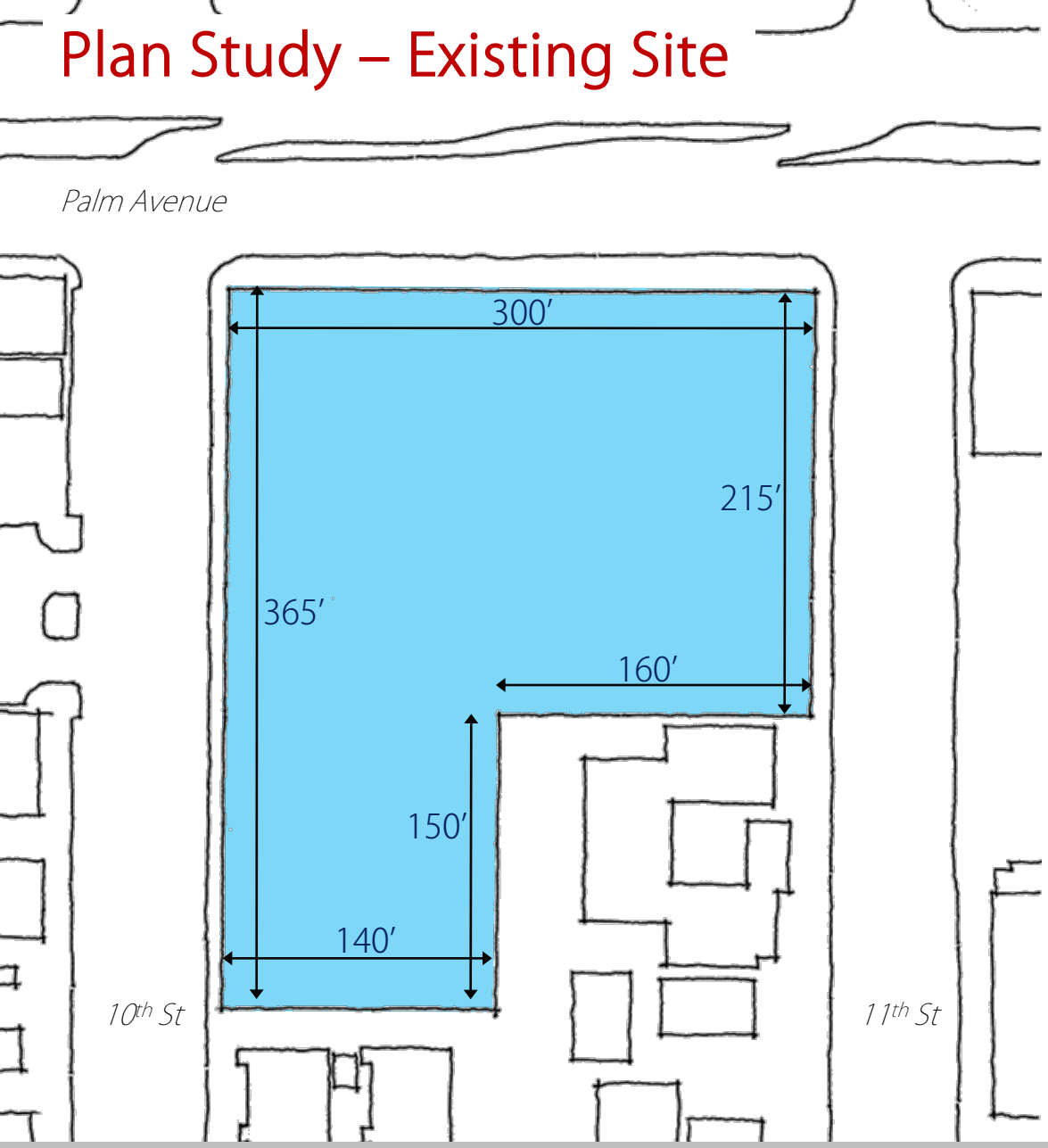
Palm Avenue

IMPERIAL BEACH
Zoning Study

C-1 Existing Regulations
Palm Avenue

• Building Height	4 story / 40'
• Minimum Active Commercial Use Requirements	None
• Ground Floor Use Restriction	Residential restricted to 2nd floor and above
• 1st-Floor Commercial Height	None
• Setbacks	None
• Stepbacks	None
• Density	43 DU/Acre (R-1000)
• Parking Standards	Commercial: requirement varies by use; assumed 4 spaces/1000sf Residential: 1.5 spaces/DU

Plan Study – Existing Site



Parcel C Figures

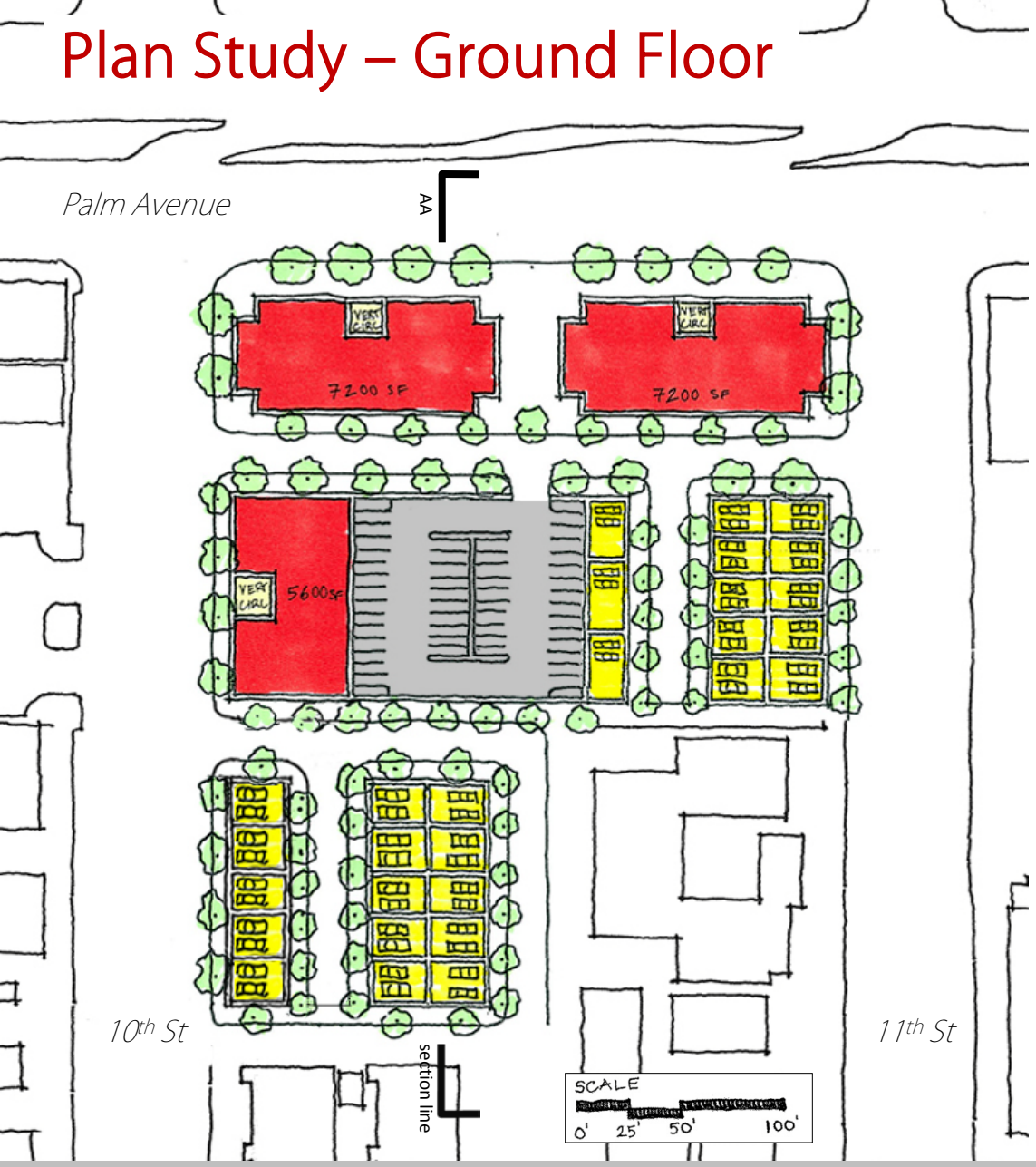
- Lot Size– 85,500 SF
- Density– 43 DU/Acre

Therefore, the maximum number of dwelling units permitted is 85 DU, or 1 DU per every 1,000 SF of lot area

*The following drawings are diagrammatic. More detailed subsequent drawings would necessarily take into account space for trash/recycling receptacles, open space, and storm water space requirements.

Lot Area/Parcel

Plan Study – Ground Floor



Development Figures

- Commercial– 20,000 SF

  Parking Required– 80 spaces

  @ 4 spaces/1,000 SF
- Residential– 101,700 SF or 70 DU

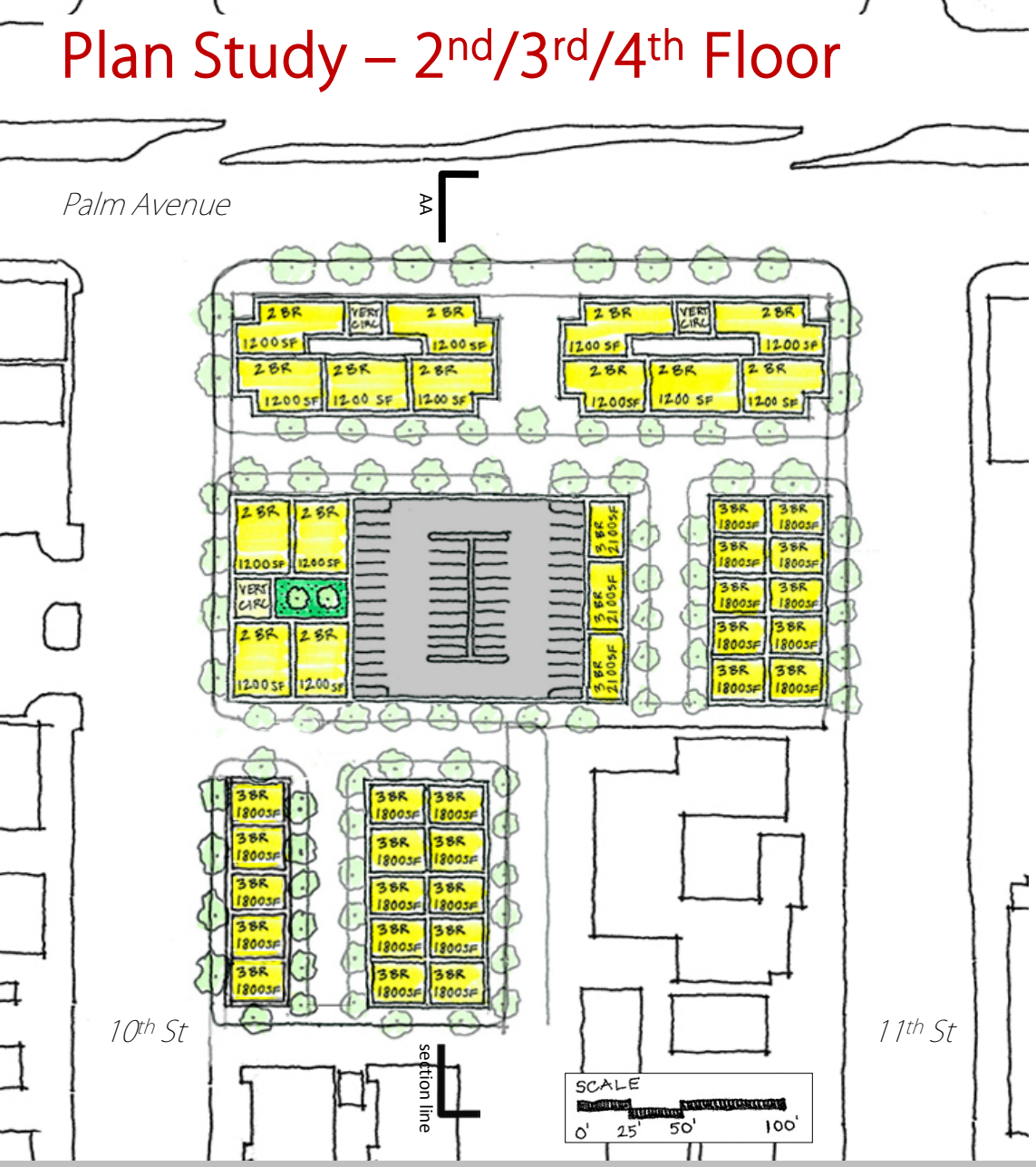
  Parking Required– 105 spaces

  @1.5 spaces/DU
- *28 DUs are self-parked townhomes*
- *The 3-story parking structure, which including the roof provides 4 levels for parking, yields 36 spaces/level*
- *The 144 spaces provided by the structure satisfy all parking needs excluding those of the self-parked townhomes*
- *144 spaces (structure) + 42 spaces (parking provided for 28 self-parked townhomes) = 186 spaces*
- Total Parking Required– 185 spaces
- Total Development– 121,700 SF
- Parking Provided- 186 spaces

Commercial

Residential

Plan Study – 2nd/3rd/4th Floor



Development Figures

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  Parking Required– 80 spaces

  @ 4 spaces/1,000 SF
- Residential– 101,700 SF or 70 DU

  Parking Required– 105 spaces

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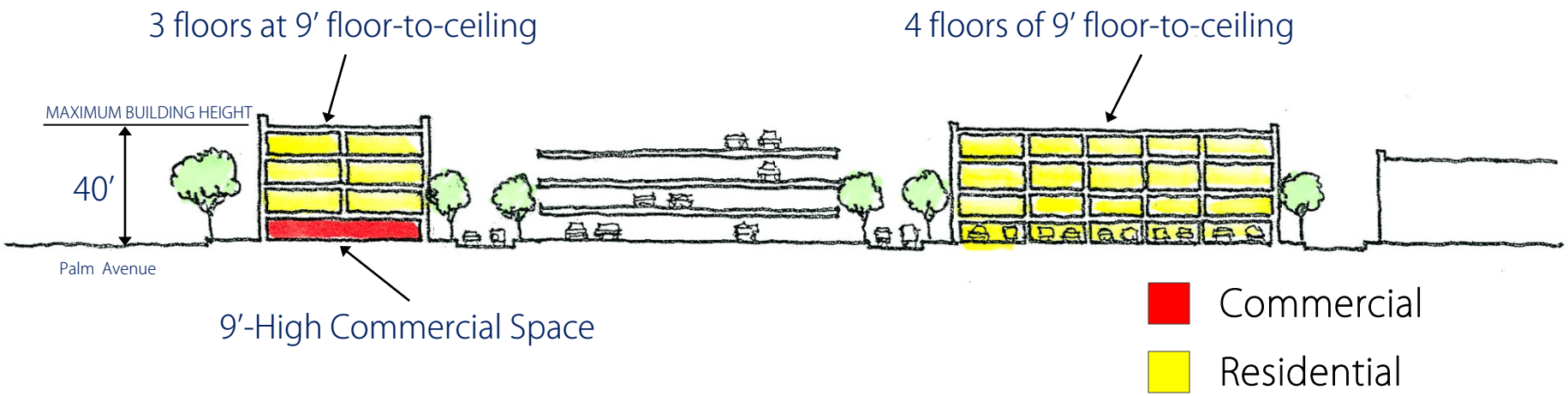
- *The 144 spaces provided by the structure satisfy all parking needs excluding those of the self-parked townhomes*
- *144 spaces (structure) + 42 spaces (parking provided for 28 self-parked townhomes) = 186 spaces*
- Total Parking Required– 185 spaces
- Total Development– 121,700 SF
- Parking Provided- 186 spaces

Commercial

Residential

Section Study



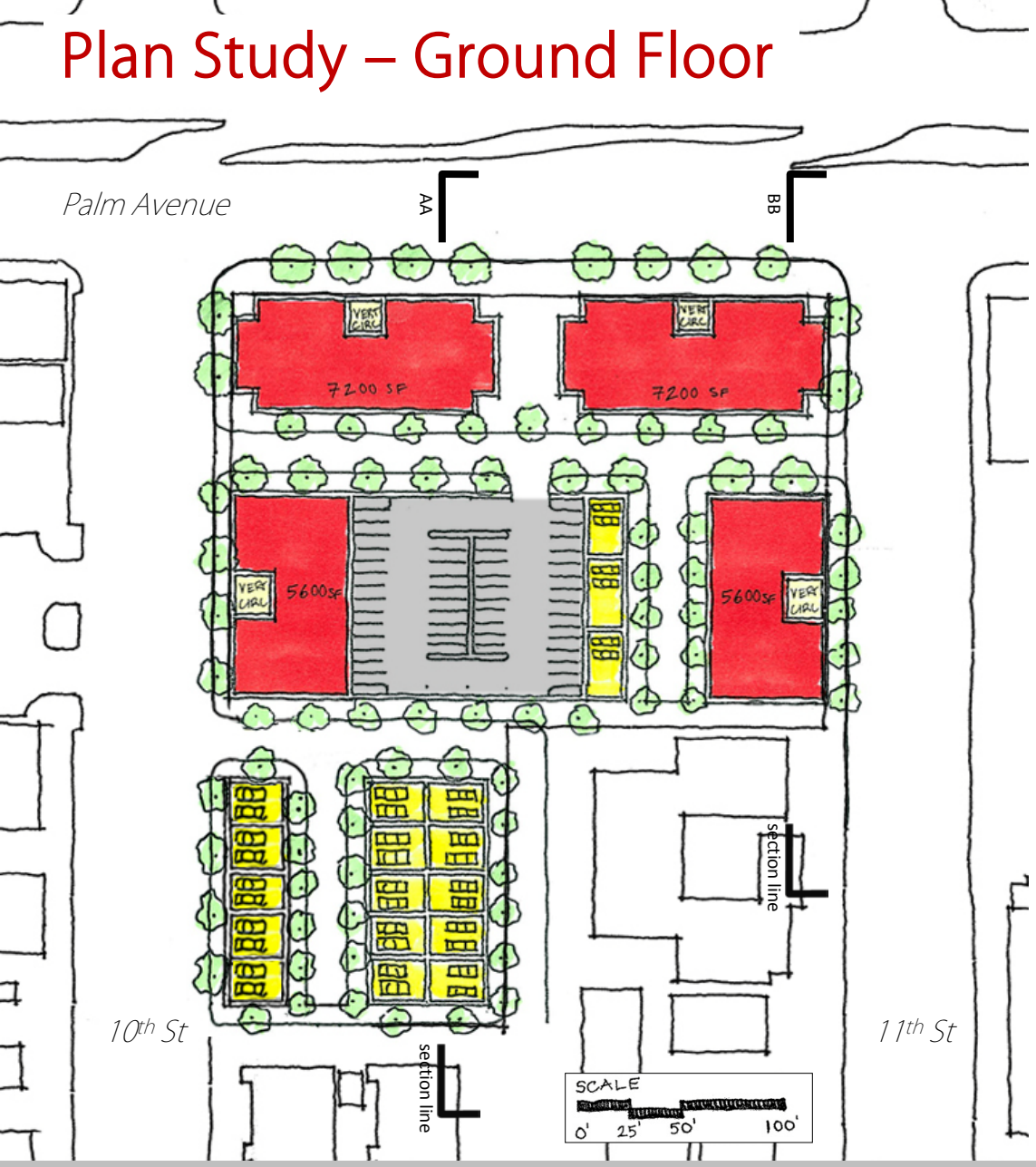
Lessons Learned

- Commercial/retail space is less versatile and desirable with only 9′ height

C/MU-1 Proposed Regulations
Palm Avenue

• Building Height	4 story / 40' (no change from current standard)
• Minimum Active Commercial Use Requirements	60% min. ground floor frontage along Palm Ave between 7th St & Florida
• 1st-Floor Commercial Height	15' (20' if only 1-story building)
• Setbacks	General: 0' front, 10' rear, 5' side, 0' street side
• Stepbacks	At 2nd floor and above: 5'-10' if abutting residential uses or zones
• Density	43 DU/Acre (R-1000)
• Parking Standards	Commercial: 2 space/1000sf Residential: 1.5 spaces/DU

Plan Study – Ground Floor



Development Figures

- Commercial– 25,600 SF

  Parking Required– 52 spaces

  @ 2 spaces/1,000 SF
- Residential– 74,900 SF or 54 DU

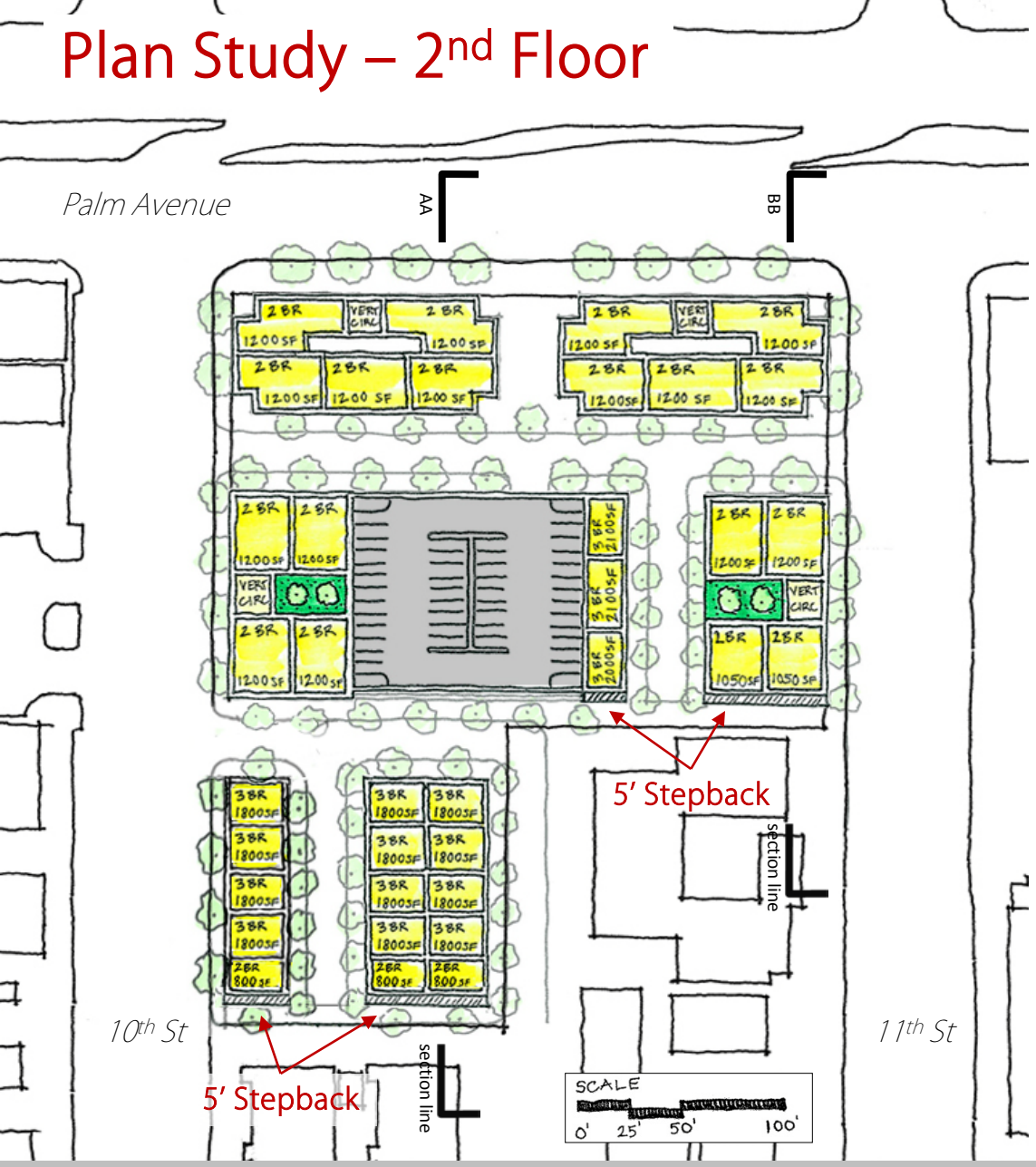
  Parking Required– 81 spaces

  @1.5 spaces/DU
- *18 DUs are self-parked townhomes*
- *The 3-story parking structure, which including the roof provides 4 levels for parking, yields 33 spaces/level*
- *The 132 spaces provided by the structure satisfy all parking needs excluding those of the self-parked townhomes*
- *132 spaces (structure) + 27 spaces (parking provided for 18 self-parked townhomes) = 159 spaces*
- Total Parking Required– 133 spaces
- Total Development– 100,500 SF
- Parking Provided- 159 spaces

Commercial

Residential

Plan Study – 2nd Floor



Development Figures

- Commercial– 25,600 SF

  Parking Required– 52 spaces

  @ 2 spaces/1,000 SF
- Residential– 74,900 SF or 54 DU

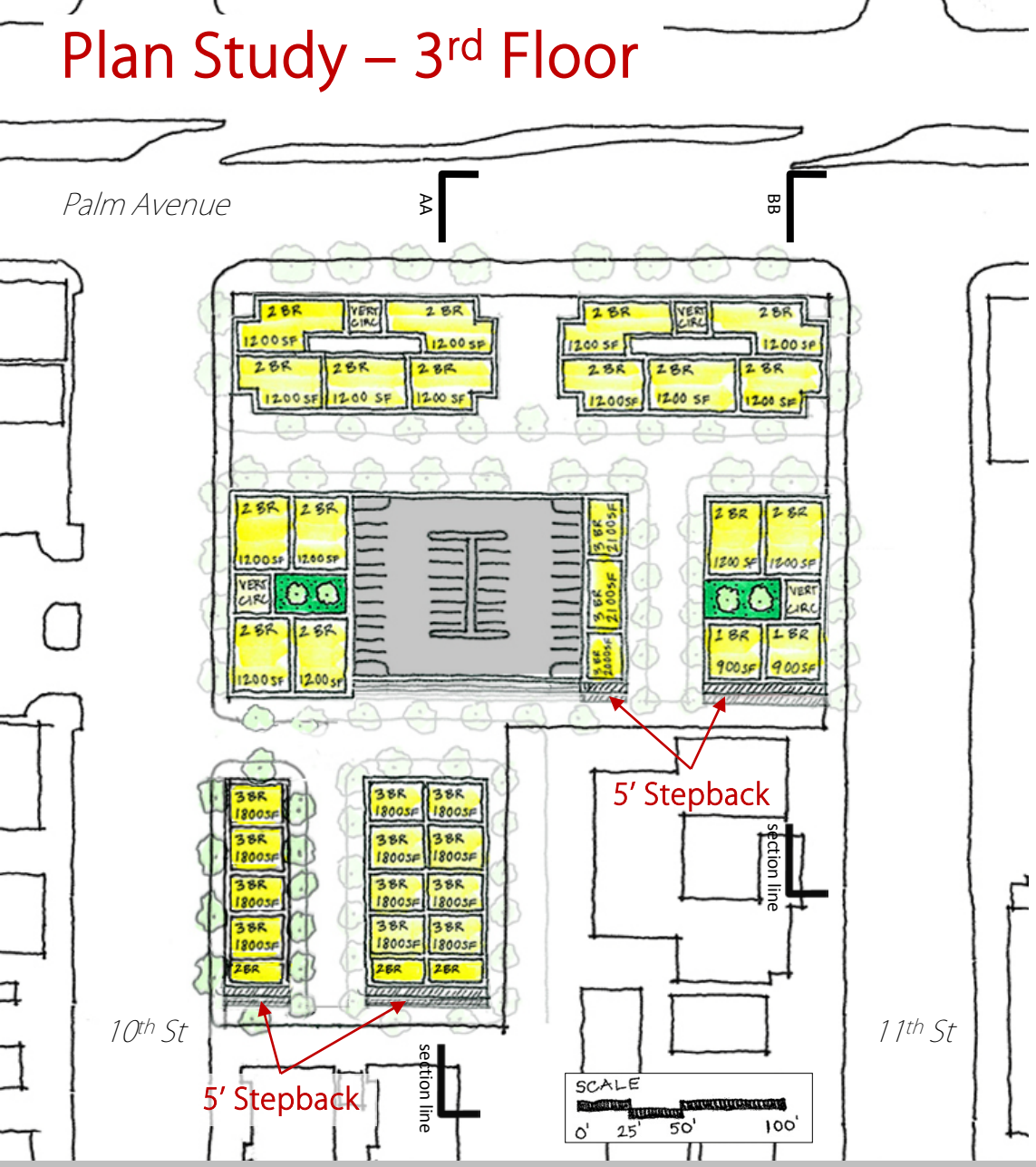
  Parking Required– 81 spaces

  @1.5 spaces/DU
- *18 DUs are self-parked townhomes*
- *The 3-story parking structure, which including the roof provides 4 levels for parking, yields 33 spaces/level*
- *The 132 spaces provided by the structure satisfy all parking needs excluding those of the self-parked townhomes*
- *132 spaces (structure) + 27 spaces (parking provided for 18 self-parked townhomes) = 159 spaces*
- Total Parking Required– 133 spaces
- Total Development– 100,500 SF
- Parking Provided- 159 spaces

Commercial

Residential

Plan Study – 3rd Floor



Development Figures

- Commercial– 25,600 SF

  Parking Required– 52 spaces

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- Residential– 74,900 SF or 54 DU

  Parking Required– 81 spaces

  @1.5 spaces/DU
- *18 DUs are self-parked townhomes*
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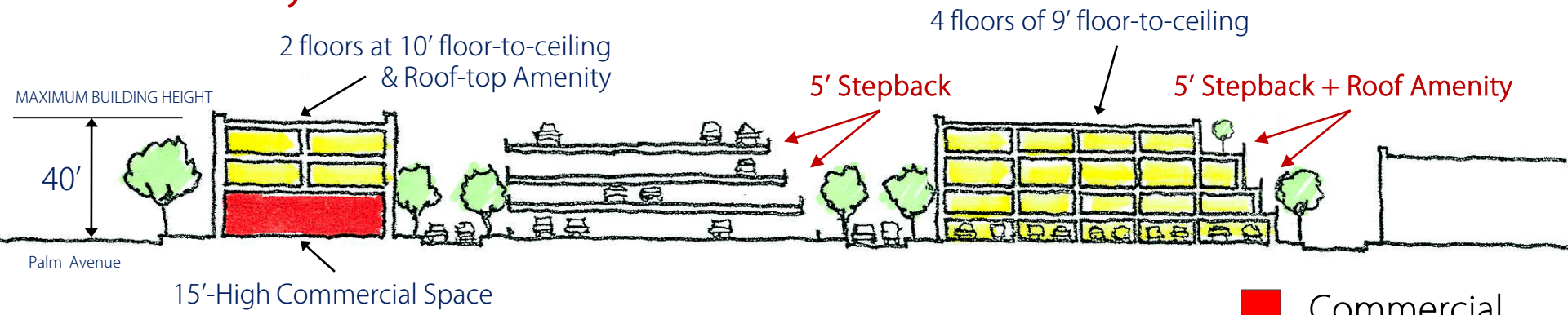
- *The 132 spaces provided by the structure satisfy all parking needs excluding those of the self-parked townhomes*
- *132 spaces (structure) + 27 spaces (parking provided for 18 self-parked townhomes) = 159 spaces*
- Total Parking Required– 133 spaces
- Total Development– 100,500 SF
- Parking Provided- 159 spaces

Commercial

Residential

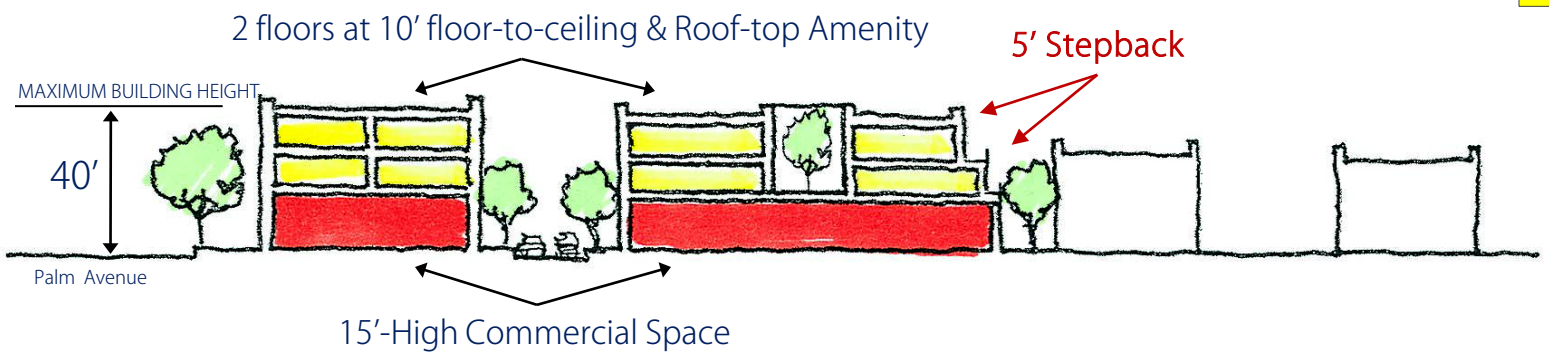
Section Study AA



Commercial

Residential

Section Study BB



Lessons Learned

- The decreased parking requirement allows 5,600 SF more commercial space
- The 15′ minimum 1st-floor height requirement creates more versatile and desirable commercial space
- Keeping residential to 2-stories above commercial more acceptable clearance for living spaces
- While the maximum residential density is not achieved, each unit exceeds optimum height clearance (at least 9 ft) and provides roof-top amenity spaces

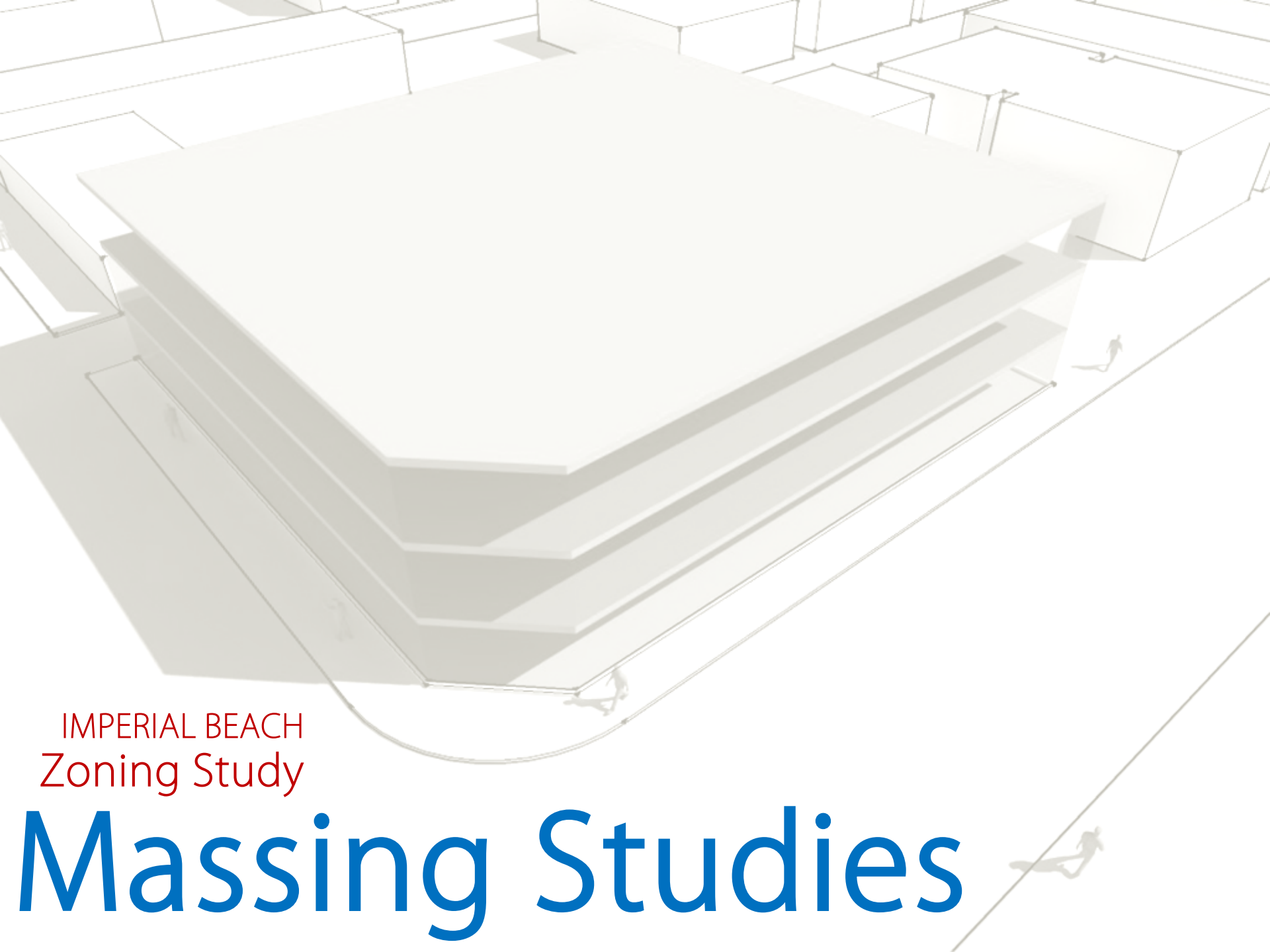
Development Comparisons per Regulation Standards

	Existing Regulations	Proposed Regulations	Incentivized Regulations
Commercial Square Footage	20,000 SF	25,600 SF	n/a
Commercial Parking Required	80 spaces @ 4 spaces/1000 SF	52 spaces @ 2 spaces/1000 SF	n/a
Residential Square Footage	101,700 SF or 70DU's Size/DU varies	74,900 SF or 54 DU'S Size/DU varies	n/a
Residential Parking Required	105 spaces @ 1.5 spaces/DU	81 spaces @ 1.5 spaces/DU	n/a
Total Development	121,700 SF	100,500 SF	n/a
Total Parking Required	185 spaces	133spaces	n/a
Total Parking Provided	186 spaces	159 spaces	n/a

- Reduced parking requirement
- 15 ft 1st floor commercial
- At 2nd floor and above: 5'-10' if abutting residential uses or zones

Lessons Learned

- The proposed regulations allow for more, versatile and desirable commercial/retail space
- The proposed regulations obligate the developer to fewer parking spaces, resulting in more space for commercial development
- Though proposed regulations decrease residential square footage, each unit has acceptable ceiling height

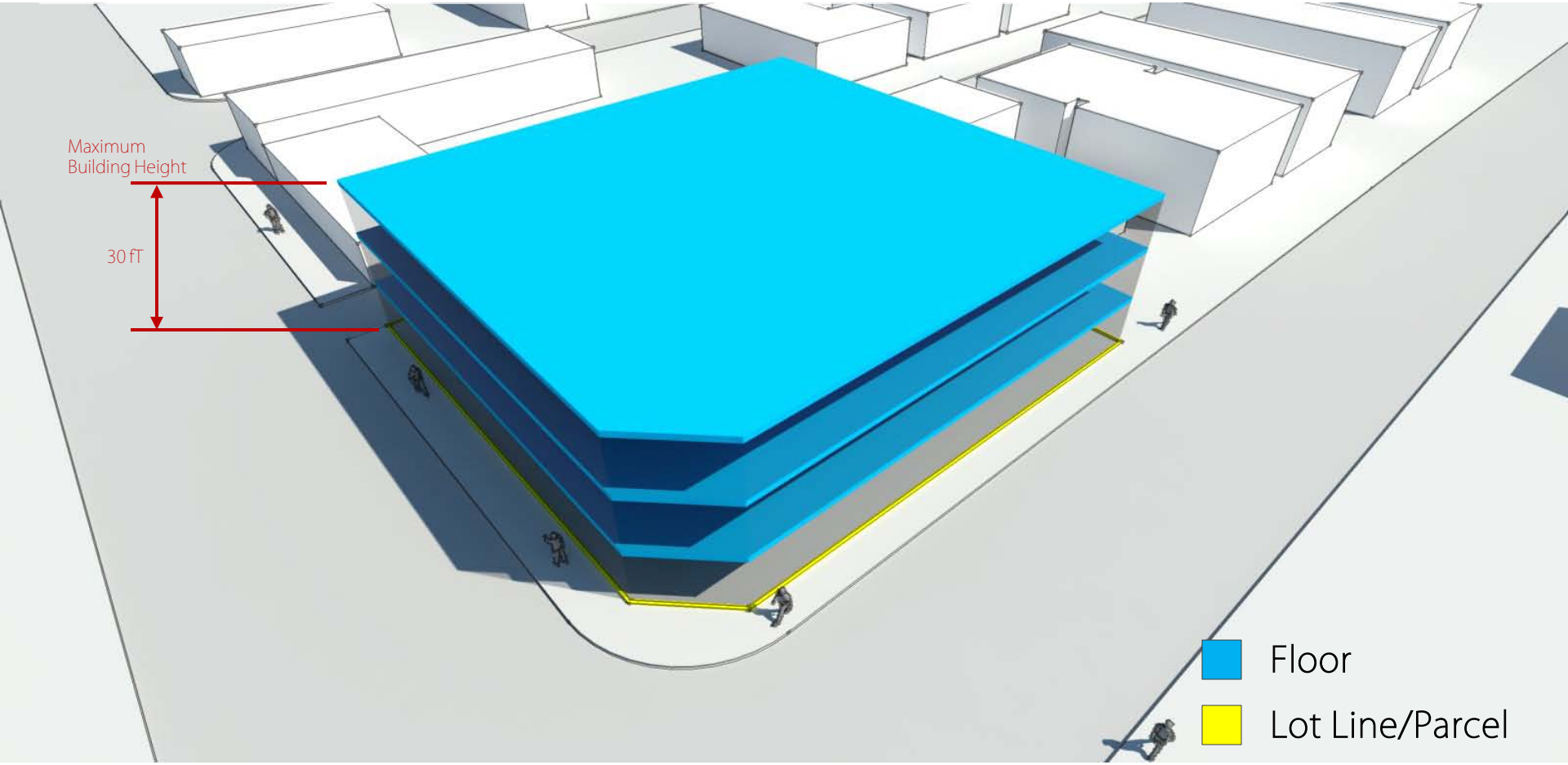


IMPERIAL BEACH

Zoning Study

Massing Studies

Massing Study 1- No Setbacks or Stepbacks

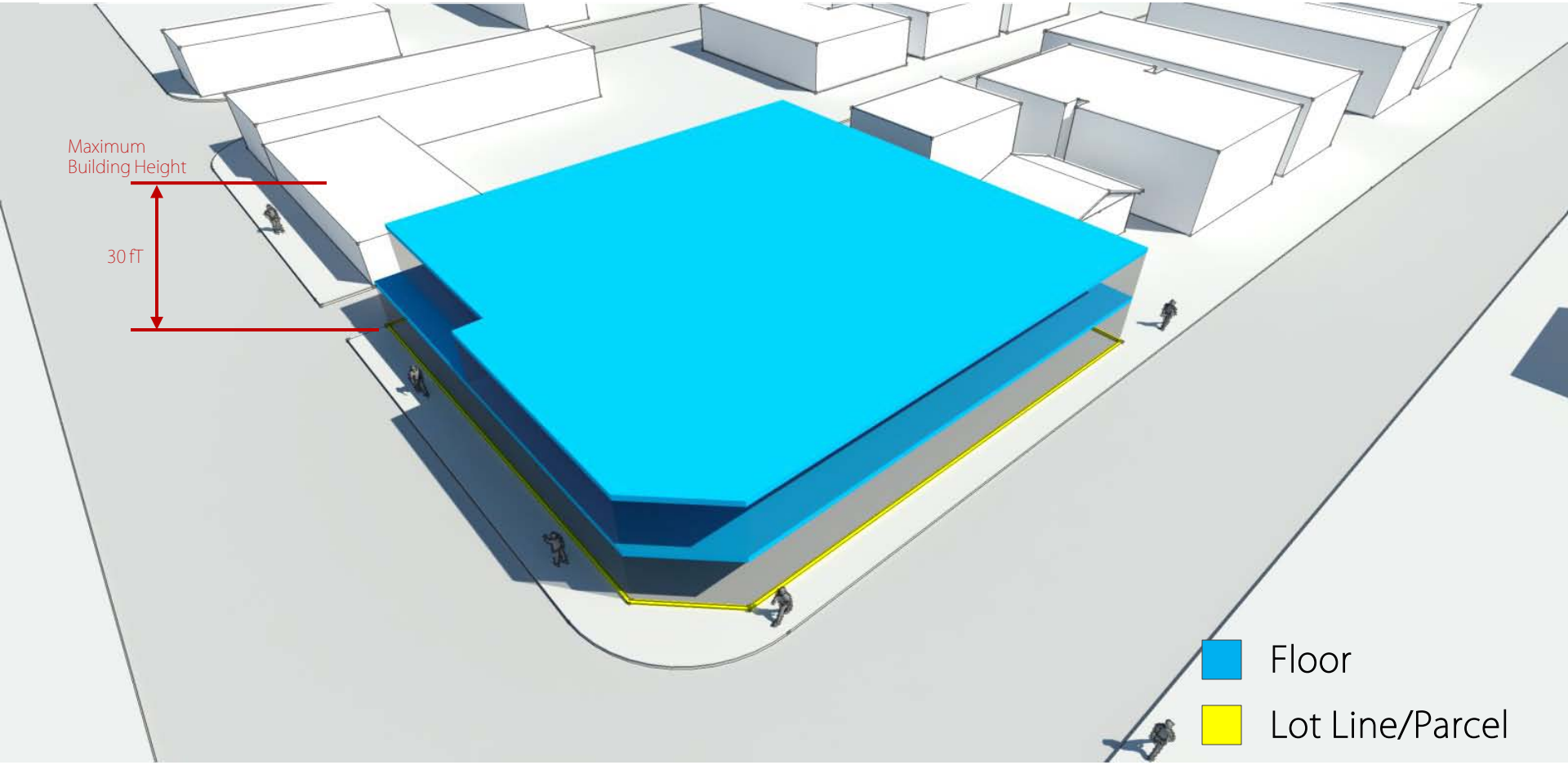


Ground Floor: 0 ft setback

Second Floor: 0 ft stepback

Third Floor: 0 ft stepback

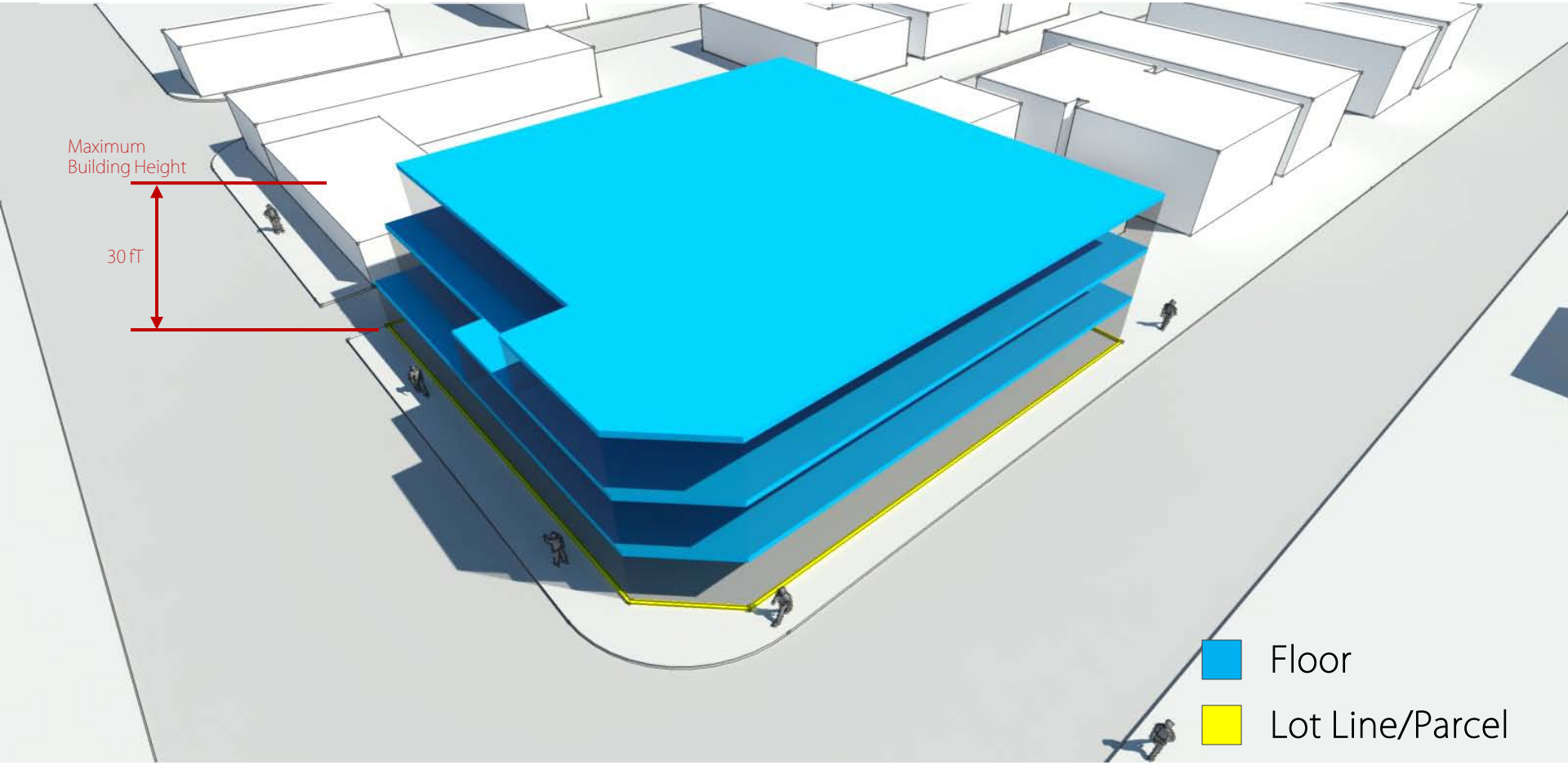
Massing Study 2.1- Existing Regulations



Ground Floor: 0 ft setback

Second Floor: 5 ft stepback for minimum 40% frontage along Seacoast Drive

Massing Study 2.2- Existing Regulations

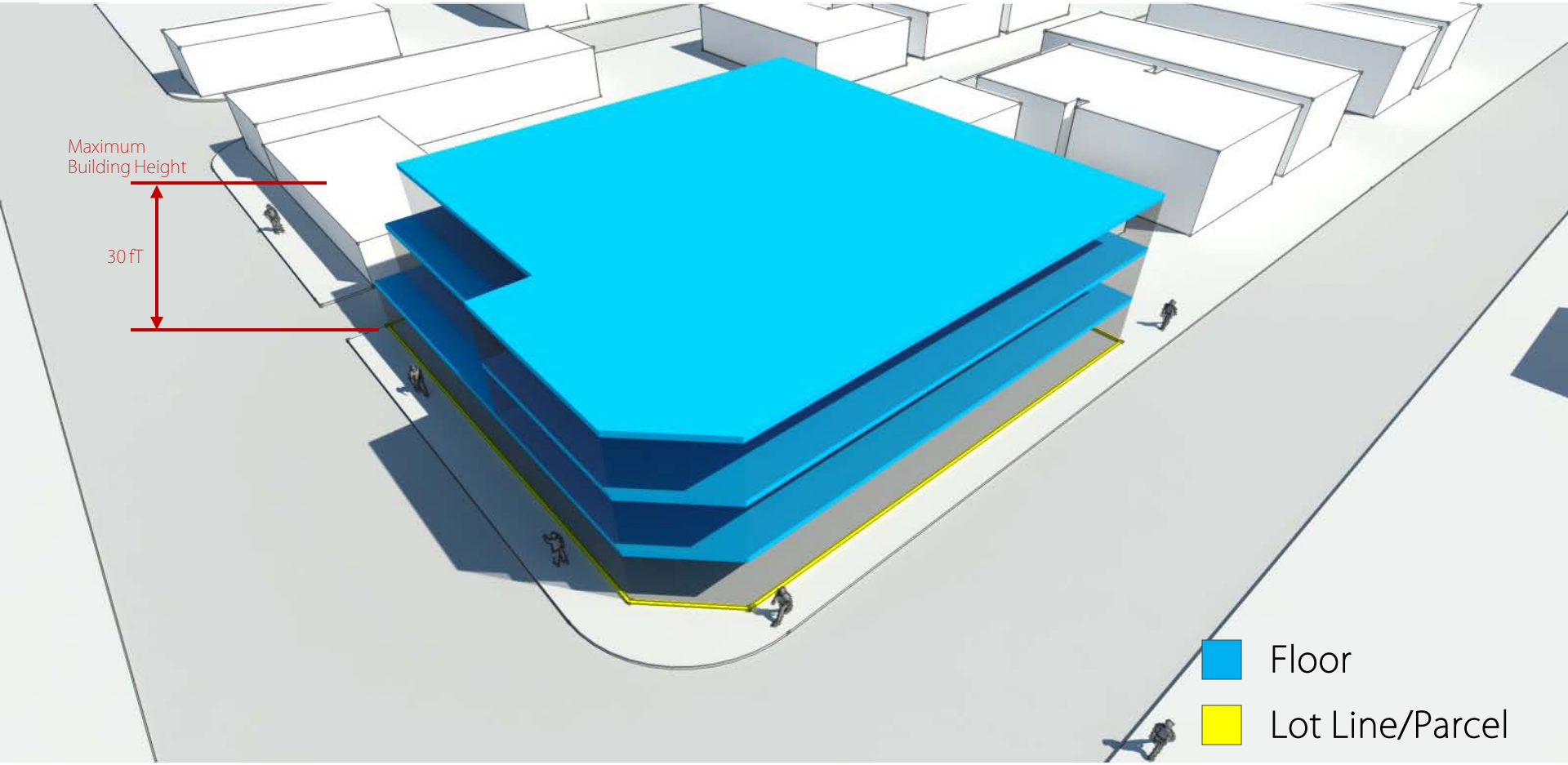


Ground Floor: 0 ft setback

Second Floor: 5 ft stepback for minimum 40% frontage along Seacoast Drive

Third Floor: 10 ft stepback for minimum 60% frontage along Seacoast Drive

Massing Study 3- Proposed Seacoast Drive Stepbacks

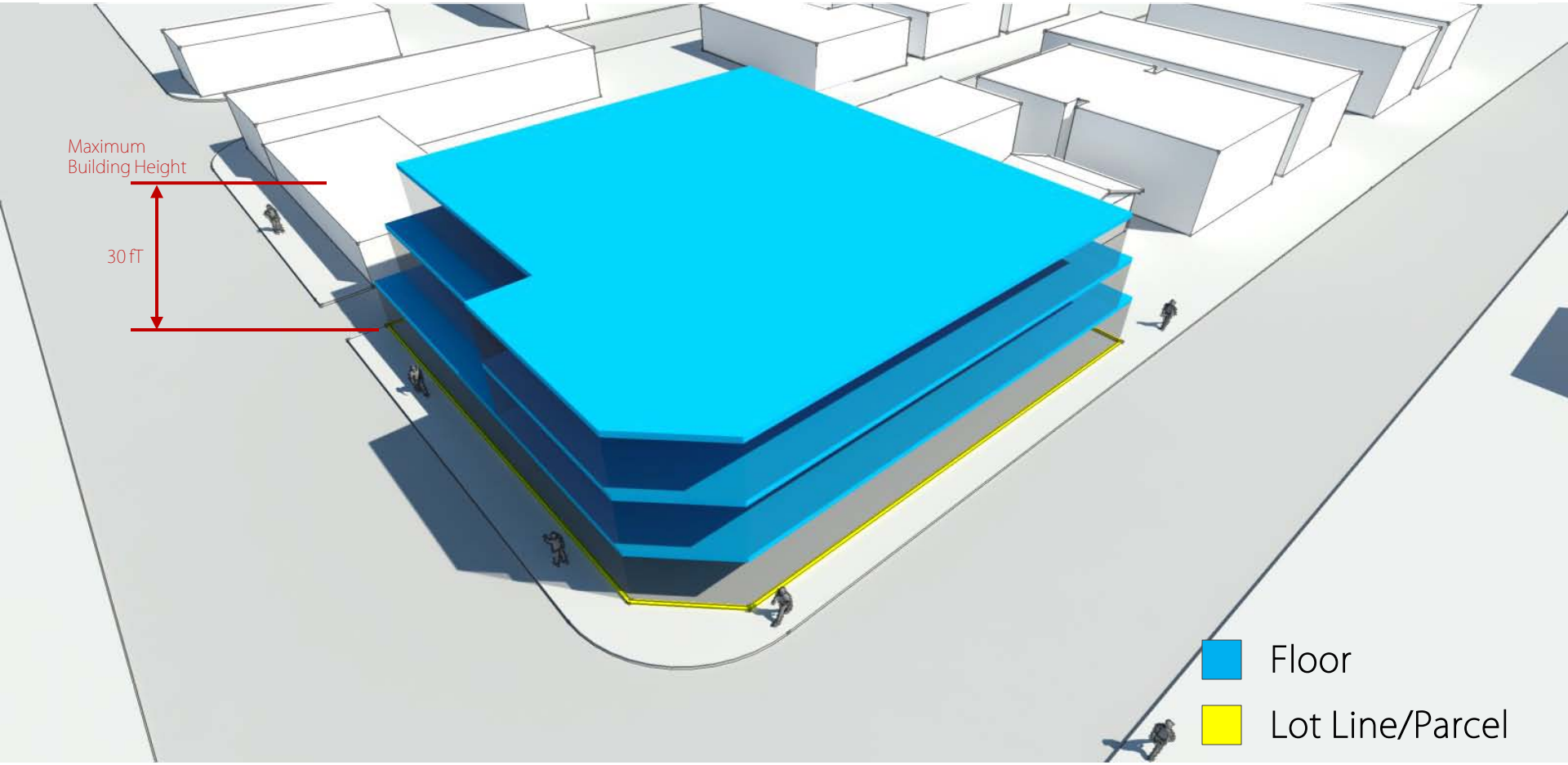


Ground Floor: 0 ft setback

Second Floor: 5 ft stepback for minimum 50% frontage along Seacoast Drive

Third Floor: 10 ft stepback for minimum 50% frontage along Seacoast Drive

Massing Study 4- Proposed Stepbacks from Seacoast Drive and Abutting Residential

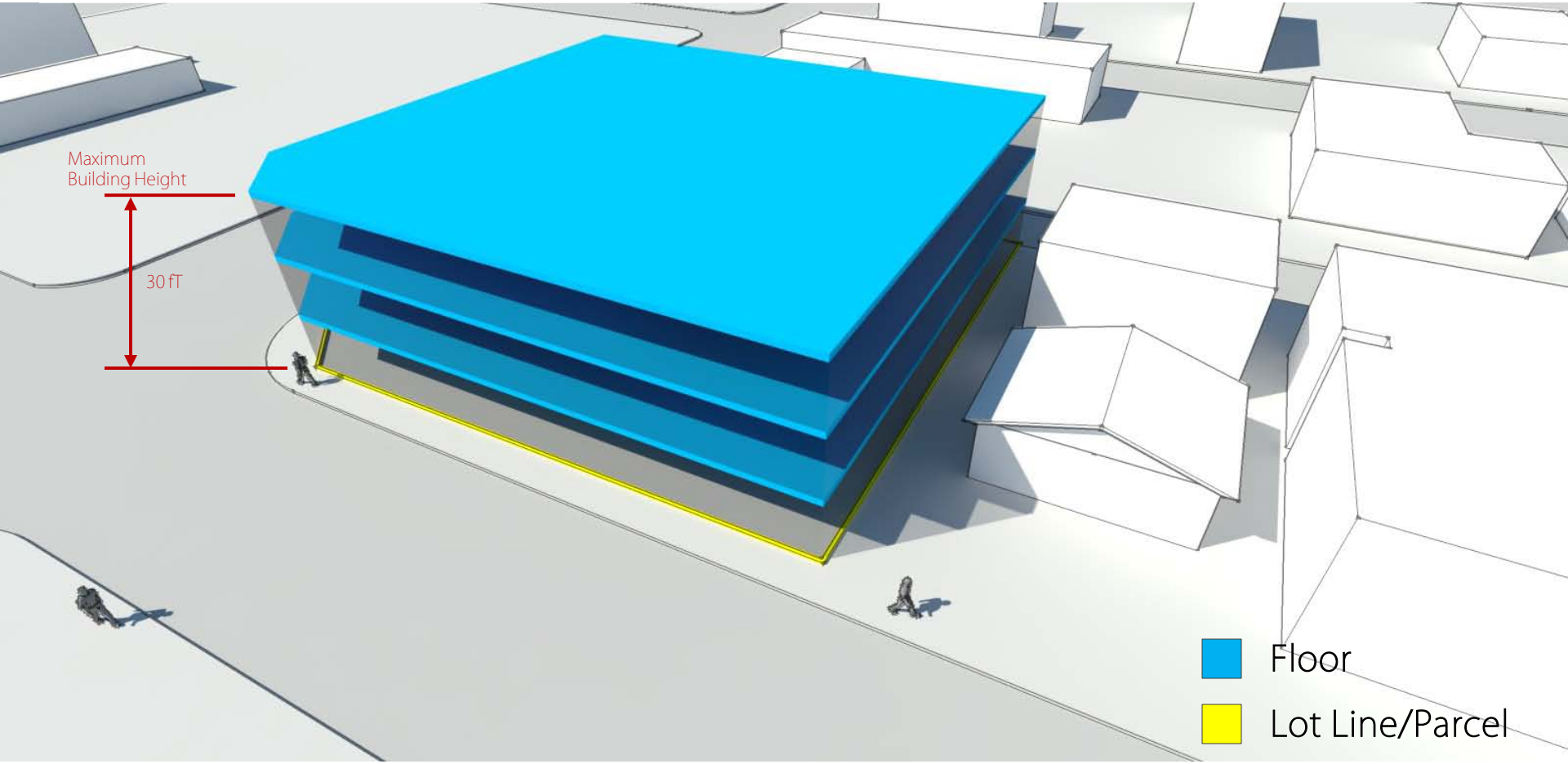


Ground Floor: 0 ft setback

Second Floor: 5 ft stepback for minimum 50% frontage along Seacoast Drive and abutting residential uses

Third Floor: 10 ft stepback for minimum 50% frontage along Seacoast Drive and abutting residential uses

Massing Study 5- Existing Regulations

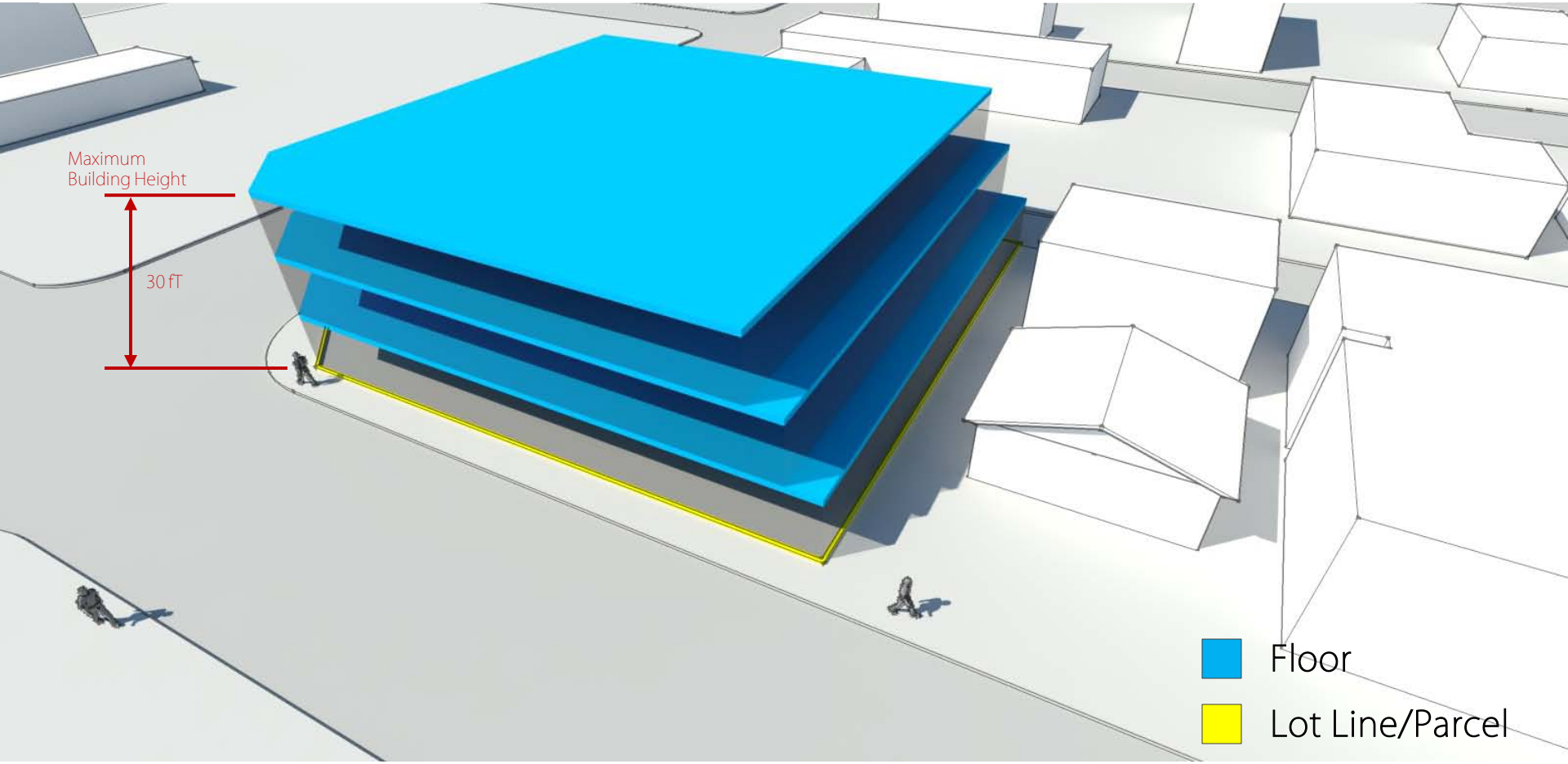


Ground Floor: 0 ft setback

Second Floor: 0 ft stepback

Third Floor: 0 ft stepback

Massing Study 6- Proposed Stepbacks from Abutting Residential

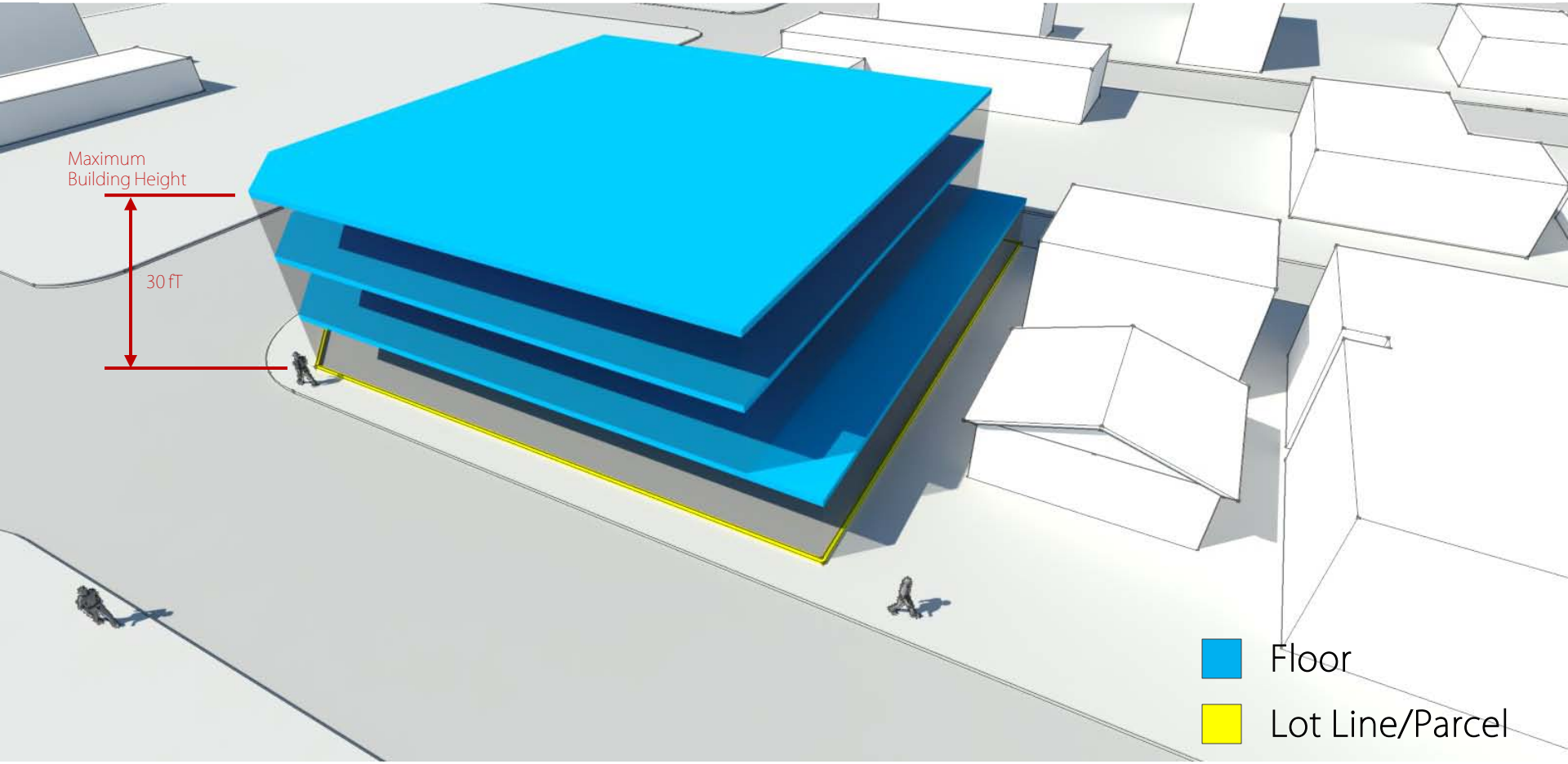


Ground Floor: 0 ft setback

Second Floor: 5 ft stepback from abutting residential uses or zones

Third Floor: 10 ft stepback from abutting residential uses or zones

Massing Study 7- Proposed Additional Stepback Incentives from Abutting Residential

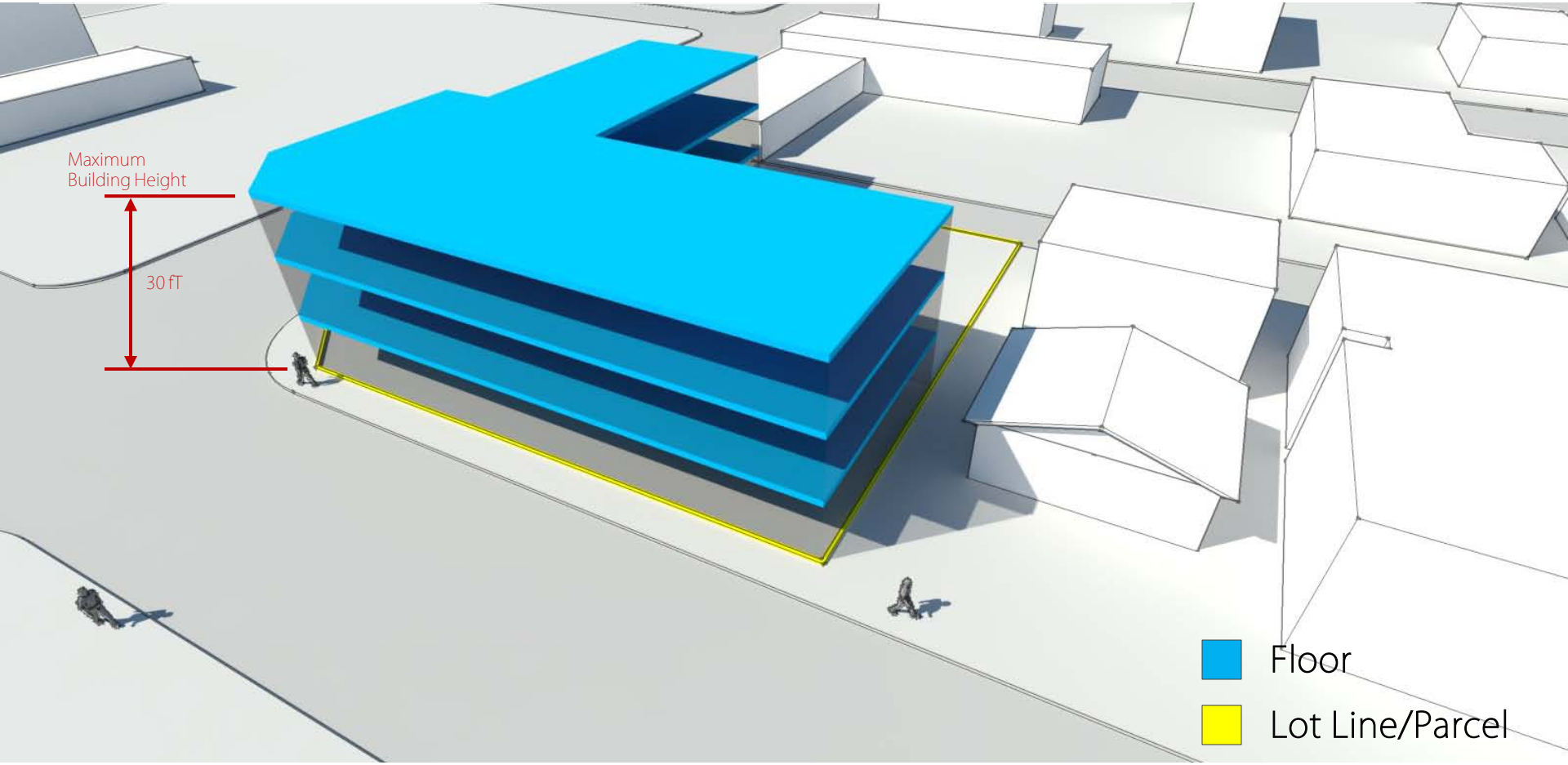


Ground Floor: 0 ft setback

Second Floor: 10 ft stepback from abutting residential uses or zones

Third Floor: 10 ft stepback from abutting residential uses or zones

Massing Study 8- Proposed Stepback Option

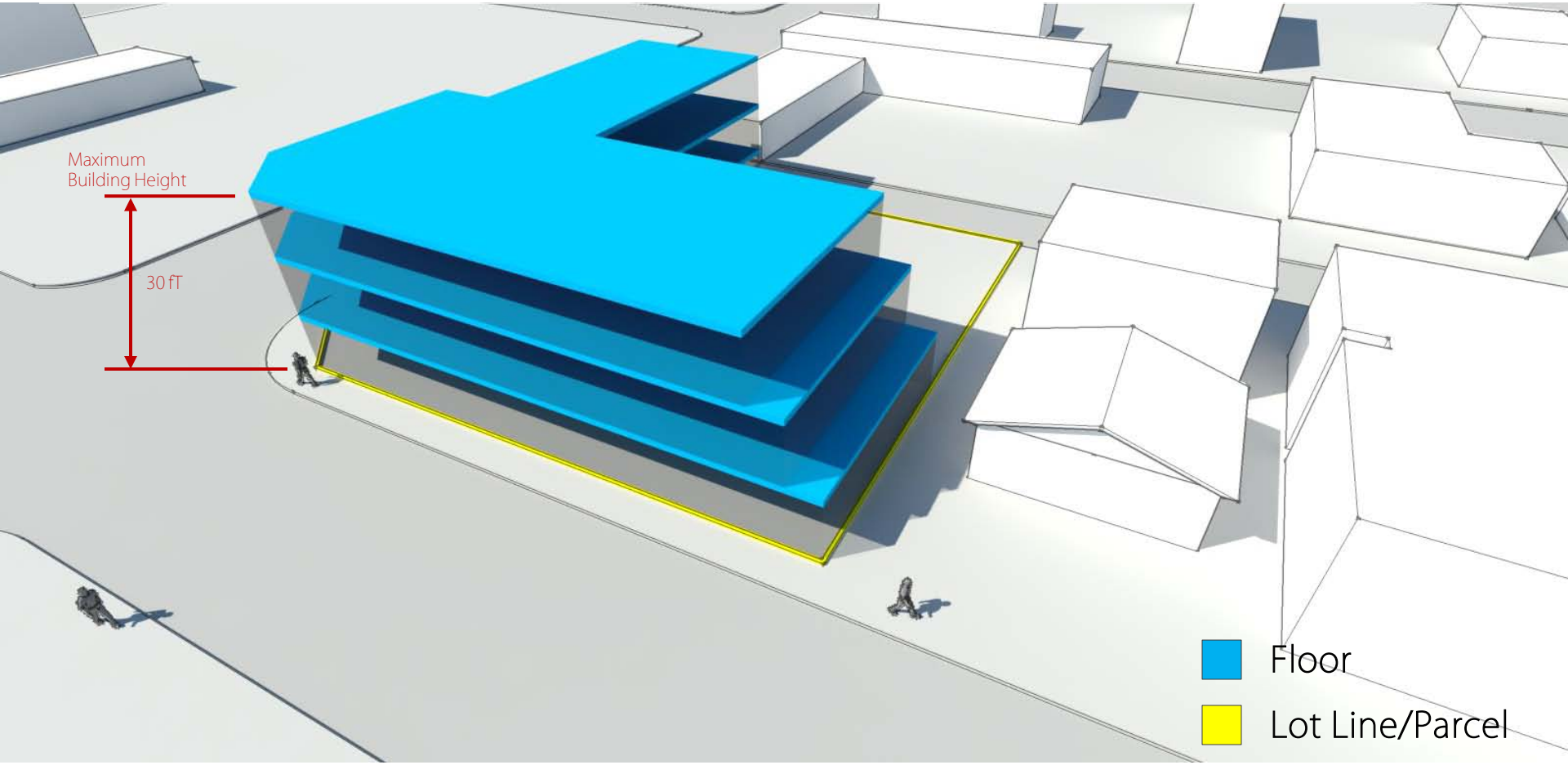


Ground Floor: 0 ft setback

Second Floor: 5 ft stepback for minimum 50% frontage along Seacoast Drive

Third Floor: 10 ft stepback for minimum 50% frontage along Seacoast Drive

Massing Study 9- Proposed Stepback Option (Incentivized Prototype)

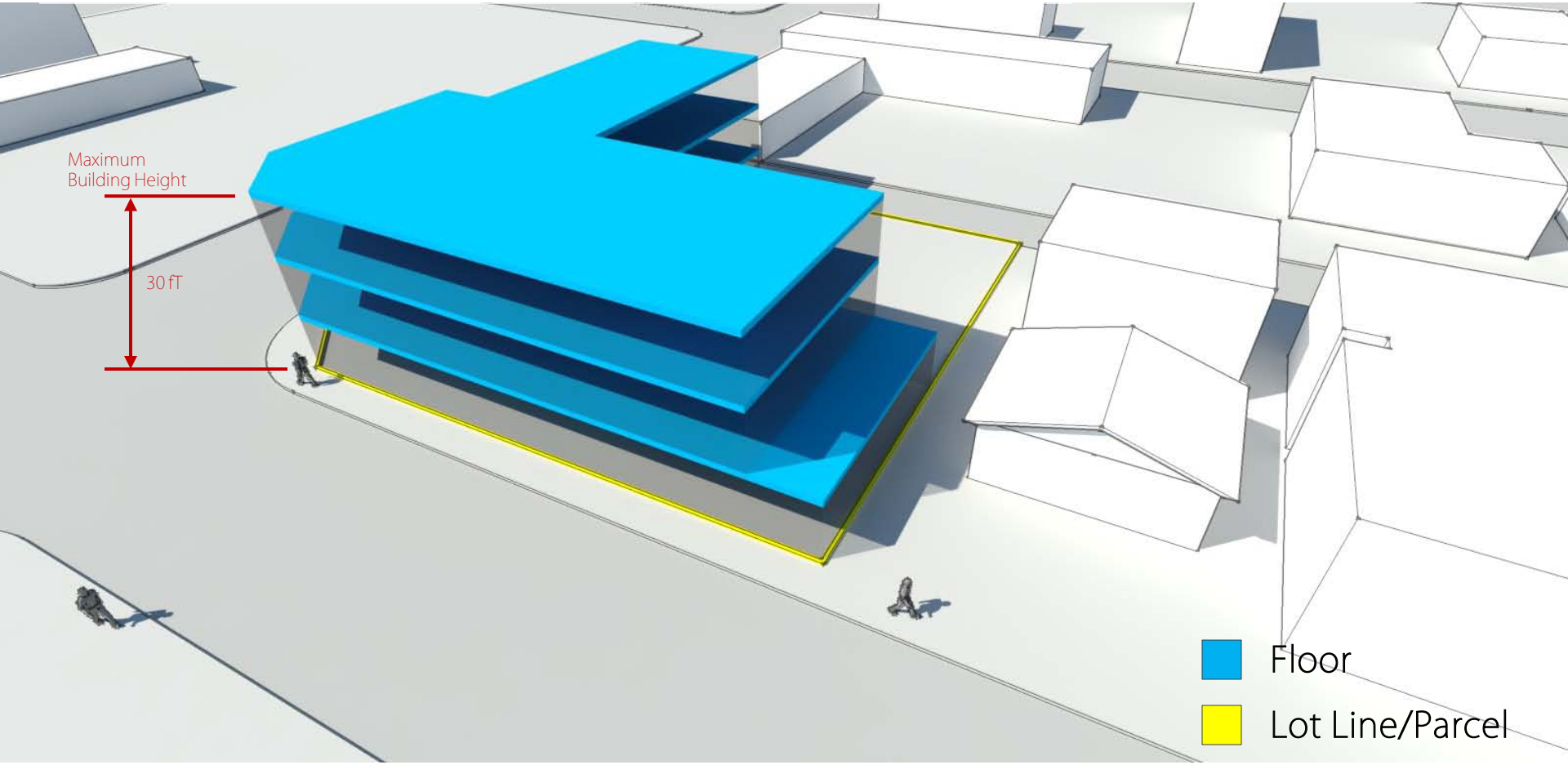


Ground Floor: 0 ft setback

Second Floor: 5 ft stepback for minimum 50% frontage along Seacoast Drive and abutting residential uses or zones

Third Floor: 10 ft stepback for minimum 50% frontage along Seacoast Drive and abutting residential uses or zones

Massing Study 10- Proposed Stepback Option



Ground Floor: 0 ft setback

Second Floor: 10 ft stepback for minimum 50% frontage along Seacoast Drive and abutting residential uses or zones

Third Floor: 10 ft stepback for minimum 50% frontage along Seacoast Drive and abutting residential uses or zones

Visual Simulations

IMPERIAL BEACH
Zoning Study

8 Foot Clearance

Floor-to-Ceiling Clearance

Visual Simulation

9 Foot Clearance

Floor-to-Ceiling Clearance

Visual Simulation

10 Foot Clearance

Floor-to-Ceiling Clearance

Visual Simulation

IMPERIAL BEACH
Zoning Study

Appendix B

PARKING STRATEGY MEMO

Appendix B

PARKING STRATEGY MEMO

FEHR & PEERS
TRANSPORTATION CONSULTANTS

MEMORANDUM

Date: December 10, 2008

To: Christine Babla, EDAW

From: Chris Gray, Fehr & Peers

Subject: ***Imperial Beach Mixed-Use Parking***

OC07-0081

This memorandum documents our review of parking issues as related to Imperial Beach. Some specific information provided within this memorandum includes:

- Existing parking requirements
- Comparison to other parking codes
- Comparison to other parking studies
- Local data collection
- Shared parking assessment
- Additional parking supply and parking management
- Additional changes to parking requirements

EXISTING PARKING REQUIREMENTS

Table 1 documents the existing parking requirements within the City of Imperial Beach for several major categories of uses.

Table 1[1]
Imperial Beach Parking Requirements

Use	Parking Requirement
Multi-Family Residential	1.5 spaces/dwelling unit (C-1, C-2, C-3, MU-1, MU-2) 2.0 spaces/dwelling unit (all other zones)
Hotels	1.0 spaces/room if no cooking facilities provided 1.5 spaces/room if cooking facilities provided
General Commercial	1 space/200 square feet + 1 space per 2 employees
Eating/Drinking Establishments	1 space/75 square feet + 1 space per 2 employees

The existing Municipal Code does not allow for any shared parking reductions or the use of off-site parking except for the following statement:

[1] Imperial Beach Municipal Code Chapter 19.48 Off-Street Parking

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> In the C-2 zone[2], an interim parking ratio of one space for every five hundred square feet of net floor area may be approved by conditional use permit. This interim ratio shall no longer be in effect after the City has approved parking for 100 under this provision. Shared parking or off-site parking within five hundred feet of the project site may be used to satisfy this requirement.

Of these 100 original spaces, 69 have been allocated according to an e-mail received from Jim Nakagawa at the City of Imperial Beach (11/29/07 e-mail).

COMPARISON TO OTHER PARKING CODES

We reviewed parking requirements for similar uses throughout Southern California, with a particular focus on coastal cities in San Diego, Orange, and Los Angeles County. A summary of these code requirements is provided as Table 2. Our review concluded that Imperial Beach parking requirements are generally within the range of the regional average, although generally on the high side. For example, the regional average for residential units is 1.5 spaces/unit while the City requires 1.5 to 2.0 spaces per unit. The restaurant requirement in Imperial Beach is 1 space/75 square feet while the regional average is approximately 1 space/100 square feet.

Table 2[3]
Parking Code Comparison

Land use	Imperial Beach	Range	Average
Multi-Family Residential	1.5-2.0 spaces/unit	0.25 -3.0 spaces/unit	1.5 spaces/unit
Hotels	1.0 spaces/room if no cooking facilities provided 1.5 spaces/room if cooking facilities provided	0.8 to 2.0 spaces/room	1.1 spaces/room
Restaurant	1 space/75 sq. ft	0.35 spaces/100 sq. ft to 1 space/50 sq ft.	1.1 spaces/100 square feet
Commercial	1 space/200 square feet + 1 space per 2 employees	0.85 spaces/500 square feet	1 space/500 square feet

In addition to the specific requirements, we reviewed each code to determine allowances for mixed-use or shared parking. Shared parking can be defined as follows:

> Shared parking may be applied when land uses have different parking demand patterns and are able to use the same parking spaces/areas throughout the day. Shared parking is most effective when these land uses have significantly different peak parking characteristics that vary by time of day, day of week, and/or season of the year. In these situations, shared parking strategies will result in fewer total parking spaces needed when compared to the total number of spaces needed for each land use or business separately. Land uses often used in specific shared parking arrangements include office, restaurants, retail, colleges, churches, cinemas, and special event situations. Shared

[2] Imperial Beach Municipal Code 19.48.050 Required Spaces-Commercial and Other Uses
[3] When calculating these averages, we referenced the Municipal Codes of the Cities of Anaheim, Carlsbad, Coronado, Chula Vista, Del Mar, Encinitas, La Jolla, Pasadena, Oxnard, San Francisco, San Jose, Solana Beach and West Hollywood

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> parking is often inherent in mixed-use developments, which include one or more businesses that are complementary, ancillary, or support other activities. (*Shared Parking Handbook*, Portland Metro, 1997).

Shared parking is typically implemented through a model developed by the Urban Land Institute (ULI). The City of San Diego has approved the use of the ULI shared parking methodology to determine shared parking reductions.

Some specific statements related to shared or mixed use parking are as follows:

> City of Coronado[4]: Up to 50 percent of the parking facilities required by this chapter for a use considered to be primarily a daytime use may be provided by the parking facilities of a use considered to be primarily a nighttime use; up to 50 percent of the parking facilities of a use considered to be primarily a nighttime use may be provided by the parking facilities of a use considered to be primarily a daytime use…
>
> City of Carlsbad[5]: The planning commission may, upon application by the owner or lessee of any property, authorize the joint use of parking facilities by the following uses or activities under the conditions specified in this title:
> (A) Up to fifty percent of the parking facilities required by this chapter for a use considered to be primarily a daytime use may be provided by the parking facilities of a use considered to be primarily a nighttime use; up to fifty percent of the parking facilities required by this chapter for a use considered to be primarily a nighttime use may be provided by the parking facilities of a use considered to be primarily a daytime use, provided such reciprocal parking area shall be subject to conditions…
>
> City of Solana Beach[6]: In all zones, parking facilities may be shared by multiple uses whose activities are not normally conducted during the same hours, or when hours of peak use vary. The applicant shall have the burden of proof for a reduction in the total number of required off-street parking spaces for shared parking purpose. Shared parking may be permitted pursuant to a conditional use permit issued by the director of community development or concurrently with another application reviewed by the city council subject to the following minimum conditions…
>
> City of Del Mar[7]: Where 2 or more non-residential uses will be operated in a manner where there will be no substantial overlap in the hours of operation of the uses, a portion of the off-street parking required for one or more of the uses(s) may be provided as shared use parking spaces.

To implement shared parking, the City's Municipal Code would have to be updated to specifically allow the use of shared parking. These modifications could take one of two possible formulations, which are discussed in detail below.

Option #1- Under the first option, the City would allow the use of shared parking subject to

[4] Coronado Municipal Code Title 86 ZONING 86.58.210.B Joint Use
[5] Carlsbad Municipal Code Title 21 Zoning, Chapter 21.44.040.4A
[6] Solana Beach Municipal Code Title 17 Parking and Loading Regulations Chapter 17.52.050 Shared Parking
[7] Del Mar Municipal Code Chapter 30.80 Parking 30.80.140 Shared Use Parking Permit

review and approval by City Staff. An example of this more general code language is provided below and reflects information developed by the American Planning Association (APA). In 2006, APA developed several model codes related to issues such as shared parking. Some example language related to this item is provided is as follows:

> Where shared parking arrangements are proposed, the Zoning Administrator shall determine the number of parking spaces that may be shared based on a shared parking feasibility study prepared by the applicant.

The example provided by APA states that the shared parking feasibility study should include additional information related to what would be included in a shared parking study including:

- Identification of the properties that study applies to and any formal agreements allowing the use of different sites to provide the parking needed for an individual project
- Calculations regarding the number of parking spaces required for the project under the traditional parking requirements
- Calculation of the shared parking reduction through the use of a standardized methodology such as ULI's *Shared Parking.*

Under this first option, the code provides general guidance to applicants but does not provide the specific reduction percentages or the data to be used in the analysis. A complete copy of the model ordinance developed by APA is provided as Appendix A.

Option #2- In this second option, the City would provide specific information in the municipal code about shared parking reductions. The City of San Diego applies this process and appears to have copied the information contained in ULI's shared parking directly into the City Code. A copy of this text is provided as Appendix B.

In evaluating the options available to the City, we would recommend that the City pursue modifications to the Municipal Code whereby general statements about shared parking would be preferable to the use of very specific information. The advantage of this more general approach is:

- The information contained in the Shared Parking manual is periodically updated and the City would have to amend its municipal code each time the manual is updated.
- For smaller projects, shared parking studies may not require the use of the full ULI methodology if the number of spaces needed from an adjacent land owner is limited.

Under either approach, it would be the applicant's responsibility to demonstrate that the shared parking reduction is applicable and to calculate the actual reduction. The City would have the final say in reviewing the work and deciding whether the reduction is reasonable and the study was prepared appropriately.

COMPARISON TO OTHER PARKING STUDIES

In addition to shared parking information, we wanted also to present some general information regarding how other beach communities address parking. Much of this information reflects a study which was prepared by Walker Parking Consultants for Pacific Beach. A draft version of this study was prepared in May 2007. We were unable to find a final version of this report and it

is our understanding that this report was never finalized. A copy of this report is provided as Appendix C.

Some key findings of this report:

- A number of beach communities experience difficultly in providing sufficient parking. This report focused on Del Mar, Torrey Pines State Beach, Newport Beach, and Hermosa Beach.
- One of the difficulties which beach communities face is related more to parking management and effective use of available parking. Many of these communities are dealing with issues such as charging for beach parking, public parking, and parking spillover. For example, Del Mar has parking meters for on-street parking at the Beach.
- Given the issues related to parking management, this report did not address parking requirements for specific development per se.

We included this report as it provides an alternative method to provide needed parking by ensuring that existing parking spaces are managed appropriately through various measures such as pricing.

LOCAL DATA COLLECTION

We also conducted field visits to determine localized parking demand at selected sites in Imperial Beach, based on information provided by City Staff. A map of the sites surveyed is shown below:

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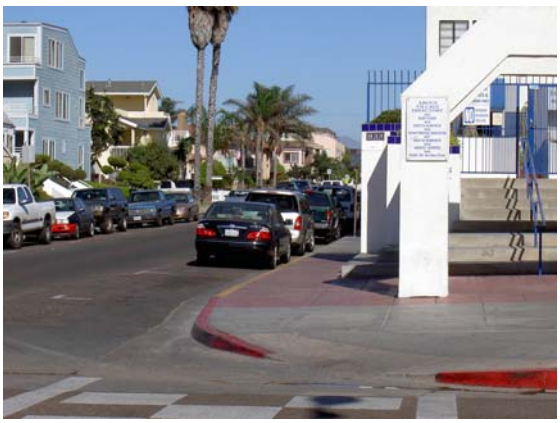
September 2007
DC07-0087

Field Data Collection Locations
FIGURE 1

Site #1- Argus Village, located on 921-933 Seacoast Drive, was completed in 1986. The site consists of 14 residential units and 5,755 square feet of commercial. The residential units are located above the commercial units. There are 18 residential parking spaces and 13 commercial parking spaces in a garage underneath the building. Some photos of the site and the on-street parking are shown below.



Site #2- IB Club, located on 710-714 Seacoast Drive, was completed in 1991. The site consists of 45 residential condominium units, of which 29 are two-bedroom units and 16 are three-bedroom units, and four commercial units totaling 7,500 square feet. The residential units are located above the commercial units. There are 90 residential parking spaces and 46 commercial parking spaces, all of which are located in a parking garage. A view of the building taken from Seacoast Drive is shown below.

Site #3- Shopkeepers, located on 700-708 Seacoast Drive, was completed in 1999. The site consists of eight mixed-use units, which consist of 1200 square feet of residential and 1000 square feet of commercial for each unit. The residential units are located above the commercial units. There are two residential tandem parking spaces per unit and two commercial tandem parking spaces per unit. There are also 12 diagonal public parking spaces along Seacoast Drive. A photo of the site is provided below.

Site #4- George Braudaway's project, located on 1187 13th Street, was completed in 2004. The site consists of three residential units, totaling 3,192 square feet, and 1,092 square feet of commercial retail space. The residential units are located above the commercial units. There are ten parking spaces, all of which are located in a parking garage. A photo of the site is provided below.

Site #5- Kamal Nona's 13th Street Market, located on 1126 13th Street, was completed in 2004. The site consists of four residential units, totaling 3,632 square feet, and 3,962 square feet of commercial retail space. The residential units are located above the commercial units. There are 17 open parking spaces, which are shared with the Rusty Barghout project. A photo of the site is shown below.

Site #6- The Rusty Barghout project, located on 1146 13th Street, was completed in 2007. The site consists of four residential units, totaling 3,632 square feet, and 3,962 square feet of commercial retail space. The residential units are located above the commercial units. There are 17 open parking spaces, which are shared with the Kamal Nona project. Two photos of the site are shown below.

A summary of each site's characteristics site is provided in Table 3.

Table 3
Project Site Characteristics

Project Name	Location	Commercial Space	Residential Space	Off-Street Parking Spaces Provided
Argus Village	921-933 Seacoast Drive	5,755 square feet	14 units	31
IB Club	710-714 Seacoast Drive	7,500 square feet	45 units	136
Shopkeepers	700-708 Seacoast Drive	8,000 square feet	8 units	32
Braudaway's Project	1187 13th Street	1,092 square feet	3 units	10
13th Street Market	1126 13th Street	3,962 square feet	4 units	17 (Shared)
Barghout's Project	1146 13th Street	3,962 square feet	4 units	17 (Shared)

Please note that City Staff requested that we conduct counts at the Palm Plaza project at 129-177 Palm Avenue. On the day we visited the site; we noted a fire at the building and were not able to conduct the needed counts.

From these field visits, we determined the following:

- Several of the facilities are not fully utilizing their on-site parking facilities. For example, the Argus Village property has 18 on-site parking spaces for residents in a restricted entry parking garage. We noted that during the day when we conducted field observations, only 6 of the spaces were fully occupied. At the IB Club, only 40 of the designated residential and commercial spaces were fully occupied.
- For those facilities located on Seacoast Drive, there was a significant amount of access through persons parking at adjacent on-street spaces, walking, or bicycling. At the Argus Village property, we noted 20-30 persons per hour between 2:00 and 4:00 PM accessing the property through other means than the parking provided. A majority of these persons parked in adjacent on-street spaces and walked to the project site.
- Facilities located on 13th Street were accessed almost exclusively through vehicles parking on-site. There are no persons accessing these sites by walking and very limited persons accessing the site through off-street parking.

SHARED PARKING ASSESSMENT

As noted previously, one recent innovation relating to parking codes is the use of a shared parking analysis. Shared parking reflects the variation in parking demand, by time of day. For example, commercial uses tend to experience their highest demand during the day while residences have the highest demand during either the early morning or late evening. Because the peak hours of demand are offset, a single parking space can be used by multiple types of uses. Shared parking reductions are typically implemented through site specific studies, most commonly through a spreadsheet model developed by ULI.

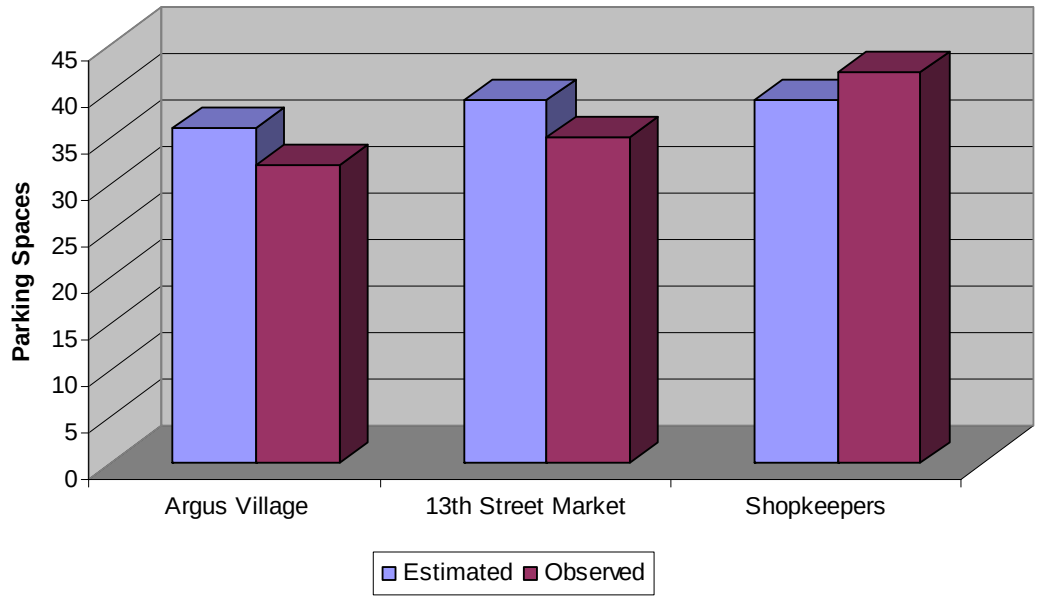
To determine if shared parking would be applicable to the City of Imperial Beach, we applied the standardized shared parking model at four sites where we conducted field observations. These

field observations noted those persons parking on site and those persons parked in adjacent on-street spaces who walked to each site as well. These sites where we applied the shared parking model included :

- Argus Village
- 13th Street Market/Barghout project
- Shopkeepers

We determined that the shared parking model was able to closely replicate conditions as they were found in Imperial Beach, as shown in Figure 2 below.

Figure 2- Shared Parking



A copy of the spreadsheet we applied in this analysis is provided as Appendix C.

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ADDITIONAL PARKING SUPPLY AND PARKING MANAGEMENT

We also considered the need for additional parking supply at various locations within Imperial Beach with a particular focus on Seacoast Drive. We anticipate that the greatest need for additional parking would be on Seacoast Drive given the need to provide additional beach parking and other factors.

In considering additional parking supply along Seacoast Drive, we considered several options including parking structures, additional surface lots, and joint use of facilities. Each of these options is discussed in detail below.

Parking Structures- Based on our data collection and field visits, we anticipate that there is a limited need for additional parking structures in Imperial Beach and particularly on Seacoast Drive. This conclusion is based on the general availability of on-street parking and the availability of parking within several of the projects which we surveyed. Additionally, parking spaces within parking structures are extremely costly ($25,000 per space for construction costs) to build and it would appear that there are limited resources within Imperial Beach to fund a parking garage. Additionally, larger parking garages can cost hundreds of thousands of dollars per year to operate.

Additional Surface Lots- Since there is limited need for a parking structure at this time, we determined that there may be need for additional surface lots. Rather than identify additional surface lots on Seacoast Drive at this time, we would consider it preferable to identify a framework process through which the City identifies the need for additional surface lots and implements these new lots through a phased approach. A potential approach would be as follows:

- The City monitor the parking supply and demand along Seacoast Drive either through regular counts or informal observations. Our preference would be to conduct monitoring counts on an ongoing basis at the same time each year. We anticipate that these counts could be done fairly easily by City Staff. Several cities where we currently work conduct these counts and use City Staff to do so, such as the City of Temecula.
- If these counts indicate limited availability of parking, then the City could move forward with securing additional lots.
- These additional lots could be secured as individual parcels turn over or become available for purchase. Rather than proactively identify surface lots at this time, we would recommend that the City consider each parcel as they may become available.

Joint Use of Facilities- Within the near-term, the most likely method to provide additional supply would be through the joint use of facilities. For example, we determined that the IB Club was only using approximately 1/3 of the parking provided when observations were taken. Joint use of parking facilities could occur through the following methods:

- There is at least one project (IB Club) and there may be others where there is parking currently available. This parking could be leased by the City or some other arrangement could be made whereby a portion of the parking would be available for use by the public.

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- As new projects are proposed, then the City could meet with those developers and investigate whether opportunities exist for joint use parking to be available. Joint use parking would be most applicable when the proposed development is proposing some form of structured parking.

ADDITIONAL CHANGES TO PARKING REQUIREMENTS

In addition to the various recommendations above, we would note that there are several recommendations related to overall parking requirements along Seacoast Drive and Palm Avenue. These recommendations relate to mixed-use parking requirements, residential parking requirements, and the inclusion of a distance allowance in the Municipal Code.

Mixed-Use Parking Requirements

One problematic issue in the planning field is calculating parking requirements for mixed-use projects. Often times, the requirements reflect the summation of the various uses within the project site. Some difficulties with this approach are as follows:

- It is sometimes difficult to classify the individual uses within a site prior to the opening of the site. For mixed-use projects, it may be difficult to know if a site will be used as office, commercial, or another use as the developer may not have secured tenants prior to obtaining entitlements.
- Even if you know in advance which tenants might be within a site, it is common for tenants to change within the building on a frequent basis.
- Having differing parking requirements for various uses in a mixed-use development creates an administrative difficulty with its administration since there could be multiple uses within a site where the requirements have to be calculated differently.

We would therefore recommend that the parking requirements be simplified to use a single number for mixed-use development. Under this revised system, parking would be estimated as a percentage of the building square footage in a mixed-use development, regardless of the actual type of use. We would therefore recommend using the following parking ratios for mixed-use developments:

- <u>Seacoast Drive & Old Palm Avenue-</u> 1 parking space per 1,000 square feet at a minimum. During our field visits, we noted that Seacoast Drive had public parking coupled with extensive bicycle and pedestrian activity which would reduce the need for on-site parking. There is also a public parking lot at the corner of Seacoast Drive and Old Palm Avenue. Developers of individual sites could provide additional parking if needed.
- <u>Palm Avenue and 13th Street-</u> Given the lack of public parking on Palm Avenue and the 13th Street corridor, it is likely that additional on-site parking would be required for a mixed-use site. We would recommend the use of 1 space per 500 square feet for projects along Palm Avenue and within the 13th Street Corridor.

We would note that this requirement would apply only to the non-residential portion of a mixed-use development. Parking requirements for residential portions of mixed-use developments are discussed in further detail below.

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Residential Parking Requirements (Mixed-Use Projects)

We would not recommend the City change the parking requirements for residential portions of mixed-use projects. It is our experience that developers often provide this parking anyway, so even if the City changed the requirements, applicants would likely provide the parking. This need for residential parking is based more on the demands of renters and buyers who are accustomed to having a dedicated parking space than on City requirements.

Parking Proximity

We would also recommend that the City reconsider the way in which it allows developers to provide parking for their facility. For example, the City Municipal Code already allows some parking provided in a C-2 Zone to be at an off-site location within 500 feet. We would recommend that the City modify this policy to allow a larger distance such as 1,000 feet. This additional distance could be justified based on the following considerations:

- One use of this off-site parking would be for employee parking rather than visitor parking. It is common in various locations such as Downtowns and shopping centers to limit employee parking to more remote locations. By doing so, the City would ensure that the more proximate parking would be for guests and visitors.
- The average person walks at a pace of 4-5 feet per second which means that it only requires 4-5 minutes at most for a person to walk 1,000 feet. We would note that there are few physical impediments to walking in Imperial Beach with generally pleasant weather and few topographical limitations, especially along Seacoast Drive. Therefore, we anticipate that would be limited resistance to this greater walking radius.

We hope you find this information helpful. If you have any questions or require any additional information, please contact Chris Gray at 951-274-4801 or c.gray@fehrandpeers.com.

Appendix C

FINANCIAL EVALUATION MEMO

KEYSER MARSTON ASSOCIATES
ADVISORS IN PUBLIC/PRIVATE REAL ESTATE DEVELOPMENT

MEMORANDUM

ADVISORS IN:
REAL ESTATE
REDEVELOPMENT
AFFORDABLE HOUSING
ECONOMIC DEVELOPMENT

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DENISE BICKERSTAFF

SAN DIEGO
GERALD M. TRIMBLE
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To: Joan Isaacson, AICP IAP2
Associate Principal
Design + Planning
AECOM

From: KEYSER MARSTON ASSOCIATES, INC.

Date: September 7, 2010

Subject: Preliminary Review of Commercial Development Concepts
Commercial Zoning Review
City of Imperial Beach

I. INTRODUCTION

In accordance with our March 2007 subcontract with AECOM, Keyser Marston Associates, Inc. (KMA) has undertaken a preliminary review of commercial development concepts for commercial zones within the City of Imperial Beach (City).

As background, the City engaged the AECOM Team to review the City's General Plan/Local Coastal Program and Zoning Code, primarily focusing on the commercial zones and their development regulations. Pursuant to Task 3.1 (Formulate and Test Alternatives) of the AECOM contract with the City, AECOM prepared a series of commercial development concepts for four prototypical in-fill sites within the City's commercial zones. This memorandum presents the KMA review of the AECOM concepts from the perspective of market and financial feasibility.

II. ASSESSMENT OF COMMERCIAL DEVELOPMENT CONCEPTS

Development Concepts

KMA reviewed the following development concepts prepared by AECOM:

1660 HOTEL CIRCLE NORTH, SUITE 716 ➤ SAN DIEGO, CALIFORNIA 92108 ➤ PHONE: 619 718 9500 ➤ FAX: 619 718 9508
WWW.KEYSERMARSTON.COM

Seacoast Drive at Date Avenue (NEC)	C-2 Existing Regulations C/MU-2 Proposed Regulations C/MU-2 Incentivized Regulations
Old Palm Avenue at 3rd Street (SWC)	C-2 Existing Regulations C/MU-2 Proposed Regulations C/MU-2 Incentivized Regulations
Old Palm Avenue, between Seacoast Drive and 2nd Street (north side)	C-2 Existing Regulations C/MU-2 Proposed Regulations C/MU-2 Incentivized Regulations
Palm Avenue between 10th and 11th Streets (south side)	C-1 Existing Regulations C/MU-1 Proposed Regulations

The four development concepts illustrate a series of potential zoning code modifications within three of the four sub-areas studied. Among other changes, these code modifications would add the following provisions to the City's commercial zoning code:

1. New requirements for:

    - Minimum active commercial use for ground floor frontage
    - Minimum first-floor commercial heights
    - Additional building setbacks and stepbacks

2. A reduction in (or waiver of) commercial parking requirements

3. Allowances for increased building height and increased residential density in the Seacoast Drive and Old Palm Avenue sub-areas. Developers would achieve these incentivized regulations by meeting at least two of the following criteria:

    - Lot consolidation greater than 20,000 SF
    - Green building certification
    - Active commercial use of 75% of ground floor
    - 25% three bedroom units
    - Provision of public open space
    - Right-of-way dedication
    - Greater floor stepback from residential property

Strengths and Weaknesses

KMA reviewed the AECOM development concepts in terms of market and financial feasibility. The KMA review was based on our development industry knowledge and experience with comparable in-fill developments in similar markets. Based on this review, KMA concludes that the proposed code modifications will likely enhance development feasibility and increase the prospects for high-quality commercial and mixed-use development within the City.

In KMA's view, the feasibility of the AECOM concepts is enhanced where the following key features are incorporated:

- Easily accessible on-site and secure parking for residents and commercial patrons
- Creation of desirable/flexible commercial spaces (i.e., high ceilings, outdoor dining areas)
- Integration of public/semi-public spaces
- Reduction in building mass to enhance view corridors/setbacks
- Incentives for parcel consolidation into larger development sites

In some cases, the development concepts may be constrained by the limited availability of on-site and secure parking for residents and commercial patrons. In other words, while the proposed code modification would reduce on-site parking requirements, end users or financing sources may require higher parking ratios.

Benefits to City and Developers

The requirements for active commercial frontage and minimum commercial building height will result in better configured commercial spaces suitable to a broad range of tenancies, including retail, restaurant, and service uses, in the context of a larger commercial district. If implemented, these represent significant new requirements on commercial zone developers. As an offset to these new obligations, the reduction in on-site parking required for commercial uses will be particularly beneficial to developers. Less commercial parking reduces costs for developers, but also allows greater flexibility in project design. Developers are more likely to achieve the residential density allowed on the site if less land area is devoted to commercial parking. Since new developments on adjoining properties will also be required to meet a minimum active commercial frontage, more pedestrian activity will be stimulated within each district, which will ultimately support shared parking arrangements (on-street and off-site lots).

Given the proposed new commercial building requirements, developers will likely seek to maximize the amount and quality of the residential component of mixed-use developments. The provisions to allow greater building height and residential density are linked to a series of public policy objectives (listed in #3 above). Developers will be motivated to meet at least two of the City's objectives in order to achieve greater building height and density to accommodate the residential component of mixed-use developments. Maximizing the residential component is also important to developers because it better enables proposed developments to afford the high cost of assembling development sites.

Prospects for Higher-Density Development

Not surprisingly, current macroeconomic conditions – the housing market crisis, credit crunch, and ongoing economic slowdown – have made development of all land uses extremely difficult in the near-term. KMA notes that a number of the AECOM concepts rely on tuck-under parking or structured parking. In the current market, lower-density developments that rely on surface parking or tuck-under parking will be *more* feasible than higher-density developments relying on expensive structured parking.

However, the AECOM Team review of the City's existing development regulations is intended to address a planning horizon of 20 years. In a rebounded mid-term market, with renewed pressure on housing supply, KMA anticipates that developers are likely to pursue residential development at densities that require structured parking. In the long-term, KMA anticipates that employment growth and in-migration in San Diego County will again outpace increases in housing supply. These pressures will generate demand for higher-density in-fill residential developments, which will benefit from the code modifications currently under consideration.

III. ESTIMATE OF RETAIL SPACE DEMAND

In September 2007, KMA prepared a retail sales import/export (leakage) model and estimate of retail space demand for the City based on potential recapture of existing residents' retail spending. The KMA analysis concluded that the City of Imperial Beach exports more than half of its retail sales potential to outside communities. As shown in Table 1, KMA estimates that 14% to 22% of the lost retail sales could potentially be recaptured within the City, supporting an additional 55,000 to 88,000 SF of retail space development.

KMA has since prepared an estimate of potential retail space demand based on anticipated new household formations. The San Diego Association of Governments

(SANDAG) projects an additional 2,320 occupied housing units will be developed within the City between 2004 and 2030. For purposes of this analysis, KMA has estimated that 75% of these units, or 1,732 new housing units, will be developed within the City's commercial zones. These new multi-family housing units will, in turn, support additional retail space. As shown in Table 2, KMA projects demand ranging from 44,000 to 57,000 SF. KMA has also estimated additional retail space demand from beyond the trade area, which ranges between 11,000 and 14,000 SF. In combination, KMA projects retail space demand totaling between 55,000 and 71,000 SF.

Based on the foregoing, KMA estimates that the City can support between 110,000 and 159,000 SF of new retail space development, as summarized below:

Summary of Retail Space Demand Projections		
	Low	**High**
Sales Export Recapture Potential	55,000 SF	88,000 SF
Retail Space Demand Through 2030		
Demand from New Housing Units	44,000 SF	57,000 SF
Demand from beyond Trade Area	11,000 SF	14,000 SF
Total Retail Space Demand Through 2030	55,000 SF	71,000 SF
Total Retail Space Demand and Potential Recapture	**110,000 SF**	**159,000 SF**

IV. FISCAL CONSIDERATIONS

The City has also indicated an interest in evaluating the potential fiscal consequences of any modifications to existing development regulations. Important factors that should be considered include the following major factors:

(1) To the extent that code modifications result in improved development economics, the amount and quality of commercial development in the City should increase. Such an increase will yield additional sales tax revenues to the City.

(2) Improved feasibility for mixed-use developments will likely yield an increase in the number of housing units developed within the City's mixed-use overlay zone. In turn, these additional "rooftops" will support additional consumer expenditures that can be captured within the City.

(3) Reductions in the requirement for on-site parking for commercial uses may ultimately create additional demand for off-site public parking facilities. The City can

consider methods of distributing some of this cost burden to a combination of the following parties: (a) developers (e.g., by charging a parking in-lieu fee); (b) parking fees; and/or (c) public funding (e.g., Redevelopment Agency funds).

V. LIMITING CONDITIONS

1. The analysis contained in this document is based, in part, on data from secondary sources such as state and local government, planning agencies, real estate brokers, and other third parties. While KMA believes that these sources are reliable, we cannot guarantee their accuracy.

2. The findings are based on economic rather than political considerations. Therefore, they should be construed neither as a representation nor opinion that government approvals for development can be secured.

3. The current national and local real estate development and financing markets are experiencing unprecedented stress. The conclusions presented herein assume a long-term planning horizon of 20 years. It is assumed that local and national economic conditions will vary over the planning horizon.

4. Development opportunities are assumed to be achievable during the specified time frame. A change in development schedule requires that the conclusions contained herein be reviewed for validity.

5. The development concepts will not vary significantly from those identified in this analysis.

6. The analysis, opinions, recommendations and conclusions of this document are KMA's informed judgment based on market and economic conditions as of the date of this report. Due to the volatility of market conditions and complex dynamics influencing the economic conditions of the building and development industry, conclusions and recommended actions contained herein should not be relied upon as sole input for final business decisions regarding current and future development and planning.

attachments

TABLE 1

ESTIMATE OF RETAIL SPACE DEMAND, CITY OF IMPERIAL BEACH
SALES EXPORT RECAPTURE POTENTIAL
COMMERCIAL ZONING REVIEW
CITY OF IMPERIAL BEACH

Retail Category	Export (000's)	Estimated Recapture Rate Low		Estimated Recapture Rate High	Assumed Sales Productivity Per SF Per Year	Estimated Recapture of Retail Space Low	Estimated Recapture of Retail Space High
General Merchandise	($25,833)	10%	-	15%	$350	7,000 SF	11,000 SF
Other Comparison Goods (1)	($27,209)	15%	-	25%	$300	14,000 SF	23,000 SF
Convenience Goods (2)	($18,231)	30%	-	40%	$325	17,000 SF	22,000 SF
Eating and Drinking	($9,548)	20%	-	30%	$400	5,000 SF	7,000 SF
Home Improvement	($18,831)	5%	-	10%	$250	4,000 SF	8,000 SF
Auto Dealers and Supplies	($16,267)	0%	-	5%	$250	0 SF	3,000 SF
Other Retail Stores (3)	($13,825)	15%	-	25%	$250	8,000 SF	14,000 SF
Totals/Average	($129,743)	14%	-	22%	$325	55,000 SF	88,000 SF
Total Retail Space Demand						**55,000 SF**	**88,000 SF**

(1) Includes apparel, home furnishings and appliances, and specialty stores.
(2) Includes food and drug stores.
(3) Includes second-hand merchandise; farm implement dealers; farm and garden supply stores; fuel and ice dealers; mobile homes; trailers and campers; and boat, motorcycle, and plane dealers.

Source: Hinderliter de Llamas and Associates; Claritas, Inc.
Prepared by: Keyser Marston Associates, Inc.
Filename: EDAWCommercial Development Prototypes v2;9/7/2010;hrm/ema

TABLE 2

ESTIMATE OF RETAIL SPACE DEMAND, CITY OF IMPERIAL BEACH
HOUSEHOLD RETAIL SPENDING THROUGH 2030
COMMERCIAL ZONING REVIEW
CITY OF IMPERIAL BEACH

	For-Sale	Rental	Total/Average
I. Number of Households			
Total Number of Residential Units	866 Units	866 Units	**1,732 Units** (1)
Occupancy Rate	97.5%	95.0%	**96.3%**
Number of Households	844 Households	823 Households	**1,667 Households**
Average Household Size	3.0	2.5	**-**
Total Population	2,532	2,058	**4,590**
II. Required Annual Income			
Average Sales Price	$400,000	-	**-**
Monthly Payment	-	$1,250	**-**
Minimum Income Required	$99,000 (2)	$43,000 (3)	**-**
III. Aggregate Annual Household Income	$83,556,000	$35,389,000	**$118,945,000**

IV. Annual Spending by Households

	Expenditure Potential Per Capita	Allocation of Household Income to Spending (4)	Estimated Annual Spending	Capture Rate (5) Low		High	Captured Spending Low		High
General Merchandise	-	5.5%	$6,542,000	20%	-	25%	$1,308,000	-	$1,636,000
Other Comparison Goods (6)	-	7.0%	$8,326,000	30%	-	40%	$2,498,000	-	$3,330,000
Convenience Goods (7)	$2,500	-	$11,474,000	50%	-	60%	$5,737,000	-	$6,884,000
Eating and Drinking	-	6.0%	$7,137,000	30%	-	40%	$2,141,000	-	$2,855,000
Home Improvement	-	4.0%	$4,758,000	15%	-	20%	$714,000	-	$952,000
Auto Dealers and Supplies	-	8.0%	$9,516,000	10%	-	15%	$952,000	-	$1,427,000
Other Retail Stores (8)	-	3.5%	$4,163,000	25%	-	35%	$1,041,000	-	$1,457,000
Total Captured Spending							$14,391,000	-	$18,541,000

V. Retail Space Demand of New Housing Units @	**$325 /SF Annual Sales Productivity (Rounded)** (9)	**44,000 SF**	-	**57,000 SF**
VI. Retail Space Demand from beyond Trade Area @	**25% of Locally Supported Demand**	**11,000 SF**	-	**14,000 SF**
VII. Total Retail Space Demand		**55,000 SF**	-	**71,000 SF**

(1) Based on projections as prepared by SANDAG. Number of residential units represents 75% of the total incremental number of occupied residential housing units projected by SANDAG through for the period 2004-2030.
(2) Reflects income required to afford a home priced at $400,000. Assumes 10.0% down payment and maximum income allocation of 35% toward housing costs i.e., mortgage principal and interest ($360,000 loan for 30-years at 7.0% interest); taxes (1.08% of value)
(3) Reflects income required to afford rent priced at $1,250 per month. Assumes a maximum income allocation of 35% toward housing costs.
(4) KMA assumption, based on review of spending ratios in Southern California.
(5) KMA assumption.
(6) Reflects apparel stores, home furnishings and appliances, and specialty goods.
(7) Reflects grocery and drug stores.
(8) Reflects second-hand merchandise; farm implement dealers; farm and garden supply stores; fuel and ice dealers; mobile homes; trailers and campers; and boat, motorcycle, and plane dealers.
(9) KMA estimate; based on review of ULI Dollars and Cents of Shopping Centers and performance of retail developments.

Prepared by: Keyser Marston Associates, Inc.
Filename:EDAW\Commercial Development Prototypes v2;9/7/2010;ema