AGENDA

JOINT MEETING OF THE

IMPERIAL BEACH CITY COUNCIL
REDEVELOPMENT AGENCY
PLANNING COMMISSION
PUBLIC FINANCING AUTHORITY

AND

DESIGN REVIEW BOARD

July 28, 2009

Community Room
(Behind City Hall)
825 Imperial Beach Boulevard
Imperial Beach, CA 91932

Workshop Meeting – 6:00 P.M.

THE CITY COUNCIL ALSO SITS AS THE CITY OF IMPERIAL BEACH REDEVELOPMENT AGENCY, PLANNING COMMISSION, AND PUBLIC FINANCING AUTHORITY

The City of Imperial Beach is endeavoring to be in total compliance with the Americans with Disabilities Act (ADA). If you require assistance or auxiliary aids in order to participate at City Council meetings, please contact the City Clerk's Office at (619) 423-8301, as far in advance of the meeting as possible.

WORKSHOP MEETING CALL TO ORDER BY MAYOR

ROLL CALL BY CITY CLERK

PUBLIC COMMENT - *Each person wishing to address the City Council regarding items not on the posted agenda may do so at this time. In accordance with State law, Council may not take action on an item not scheduled on the agenda. If appropriate, the item will be referred to the City Manager or placed on a future agenda.*

REPORTS (1)

1. COMMERCIAL ZONING REVIEW – CITY COUNCIL/DESIGN REVIEW BOARD WORKSHOP #2. (0610-95)

City Manager's Recommendation: That the City Council and Design Review Board conduct the workshop to review the recommendation of the Commercial Zoning Review and provide comments.

ADJOURNMENT

The Imperial Beach City Council welcomes you and encourages your continued interest and involvement in the City's decision-making process.

FOR YOUR CONVENIENCE, A COPY OF THE AGENDA AND COUNCIL MEETING PACKET MAY BE VIEWED IN THE OFFICE OF THE CITY CLERK AT CITY HALL OR ON OUR WEBSITE AT www.cityofib.com**.**

Copies of this notice were provided on July 24, 2009 to the City Council, Design Review Board, San Diego Union-Tribune, I.B. Eagle & Times, and I.B. Sun.

STATE OF CALIFORNIA) *AFFIDAVIT OF POSTING*
COUNTY OF SAN DIEGO) *ss.*
CITY OF IMPERIAL BEACH)

I, Jacqueline M. Hald, City Clerk of the City of Imperial Beach, hereby certify that the Agenda for the Joint Workshop Meeting as called by the City Council, Redevelopment Agency, Planning Commission, and Public Financing Authority and Design Review Board of Imperial Beach was provided and posted on July 24, 2009. Said meeting to be held at 6:00 p.m. July 28, 2009, in the Community Room (behind City Hall), 825 Imperial Beach Boulevard, Imperial Beach, California. Said notice was posted at the entrance to the City Council Chambers and the Community Room on July 24, 2009 at 8:30 a.m.

Jacqueline M. Hald, CMC
City Clerk

Any writings or documents provided to a majority of the City Council/RDA/Planning Commission/Public Financing Authority, or Design Review Board regarding any item on this agenda will be made available for public inspection in the office of the City Clerk located at 825 Imperial Beach Blvd., Imperial Beach, CA 91932 during normal business hours.

AGENDA ITEM NO. 1

STAFF REPORT
CITY OF IMPERIAL BEACH

TO:	**HONORABLE MAYOR AND CITY COUNCIL/CHAIR AND MEMBERS OF THE REDEVELOPMENT AGENCY/DESIGN REVIEW BOARD**
FROM:	**GARY BROWN, CITY MANAGER/EXECUTIVE DIRECTOR**
MEETING DATE:	**JULY 28, 2009**
ORIGINATING DEPT.:	**COMMUNITY DEVELOPMENT DEPARTMENT GREG WADE, DIRECTOR**
SUBJECT:	**COMMERCIAL ZONING REVIEW – CITY COUNCIL/DESIGN REVIEW BOARD WORKSHOP # 2**

BACKGROUND:

On June 24, 2009, a combined City Council and Design Review Board (DRB) workshop was held to present the results and recommendations of the City's Commercial Zoning Review. At this workshop, the consultant team headed by EDAW/AECOM Inc. (EDAW), presented specific recommendations for zoning amendments based upon the review of the City's commercial zones. During the workshop, concerns were raised about the extensive amount of information provided and about some of the specific recommendations being presented, particularly those involving proposed increases to building height and residential densities. As such, the City Council and Design Review Board (DRB) requested that additional workshops be conducted to go over the information in more detail and to allow for additional input from the City Council, DRB and the public.

DISCUSSION:

Since the workshop on June 24th, staff has been working with EDAW to arrange for several more workshops and has also negotiated an amended contract to allow for this effort. While the contract amendment will be presented for consideration at the City Council meeting of August 5, 2009, a tentative schedule has been prepared that calls for the second City Council/DRB workshop to be held on Tuesday, July 28, 2009. The schedule also provides for a third City Council/DRB Workshop, another Public/Community Workshop and separate presentations of the final recommendations to the DRB and then the City Council. Finally, Public Hearings would be scheduled for consideration of the recommended amendments.

The objective of the ensuing workshops will be to present in greater detail the recommendations of the Commercial Zoning Review. In order to allow for an efficient discussion, the recommendations have been divided into three categories ranging from those considered minor and moderate changes to those involving a greater level of substantive change. In the workshop on July 28th, EDAW will present these categories of recommended changes. The intent for this workshop, however, is to have a detailed discussion only of those recommended changes considered to be either minor or moderate. It is proposed that a detailed discussion of the more substantive recommended changes would then be held at the following workshop.

CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA):

This workshop is not subject to CEQA.

FISCAL IMPACT:

A proposed contract amendment for the additional workshop services will be presented to the City Council/Redevelopment Agency for consideration on August 5, 2009.

DEPARTMENT RECOMMENDATION:

Staff recommends that the City Council and Design Review Board conduct this workshop to review the recommendation of the Commercial Zoning Review and provide comments.

CITY MANAGER'S RECOMMENDATION:

Approve Department recommendation.

Gary Brown, City Manager

Attachments:

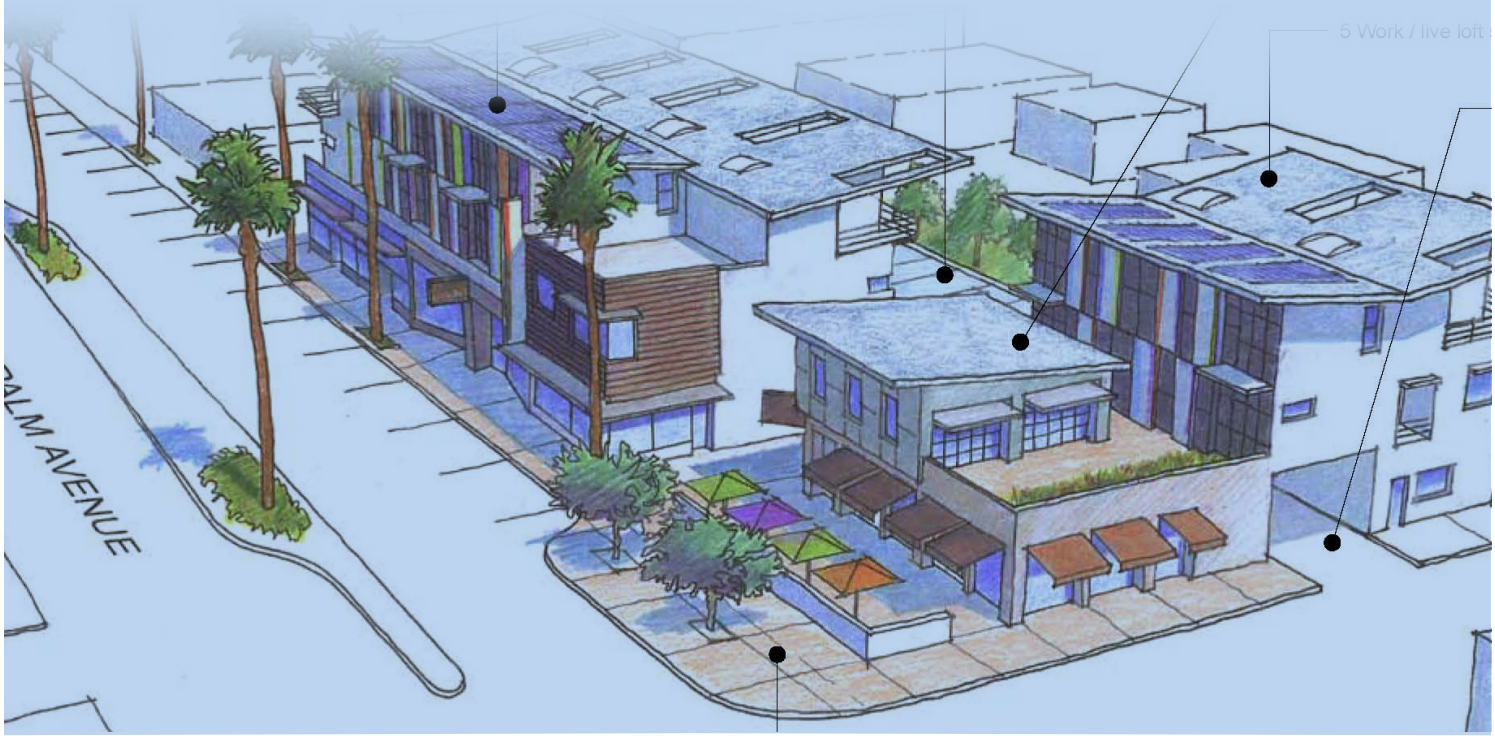
1. Working Paper #2

ATTACHMENT 1

City Of Imperial Beach
Commercial Zoning Review

Working Paper #2

RECOMMENDATIONS FOR ZONING, GENERAL PLAN AND LOCAL COASTAL PLAN AMENDMENTS



FINAL DRAFT June 16, 2009

EDAW | AECOM

ATTACHMENT 1

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- Appendix A: Alternative Development Concepts by Sub-area
- Appendix B: Summary of Community Workshop #2
- Appendix C: Parking Strategy Memo
- Appendix D: Financial Evaluation Memo

ATTACHMENT 1

1. Introduction and Overview

Introduction

The Recommendations for Zoning, General Plan, and Local Coastal Plan Amendments have been developed following many months of prototype design, public input, market analysis, and Zoning Code review. The recommendations were developed by testing alternative development and design concepts that could be achieved for each study area using two scenarios- the existing code and proposing code changes. The goal was to identify ways to maximize commercial and mixed-use development feasibility while furthering the vision and goals for the established sub-area. Appendix A of this Working Paper provides a complete description and evaluation of those alternative design concepts.

Public input was solicited at various points during this study. At project kick-off, stakeholder interviews and a public workshop were conducted to collect input on issues and opportunities related to community vision, and development feasibility and trends. Guiding Principles from this process are summarized in Working Paper #1. Alternative design concepts and proposed Zoning Code changes were presented during a Public Workshop on October 2, 2008, and the concepts and recommendations were generally well received. A summary of the Public Workshop held on October 2, 2008 is included in Appendix B of this Working Paper.

Guiding Principles*

1. The Big Picture is Confirmed for Each Study Area
2. People Want Change
3. Building Height Limits May Impede Desired Development
4. Improving Quality and Consistency of Urban Design Is Important
5. Commercial Areas Should Be Cleaned Up
6. Pedestrians Need a Safer Environment
7. More Options for Parking Regulations Should Be Explored

*Refer to Working Paper #1 for greater explanation related to the Guiding Principles.

The summary of recommendations presented within this document include potential commercial/mixed-use zoning code amendments and potential design guidelines for review, and eventual enactment and enforcement by the City of Imperial Beach in select areas of the City.

These recommendations, along with Working Paper #1, will be distributed in public meetings to the Design Review Board for their review and feedback, and subsequently to members of the City Council for their review and feedback. These meetings will include an overview of the Commercial Zoning Review project, and highlight the issues and ideas identified in stakeholder interviews and workshops and alternative concept evaluation process. A recommendation for CEQA-required environmental review documentation will be issued depending on the nature of the final refinements to the zoning code.

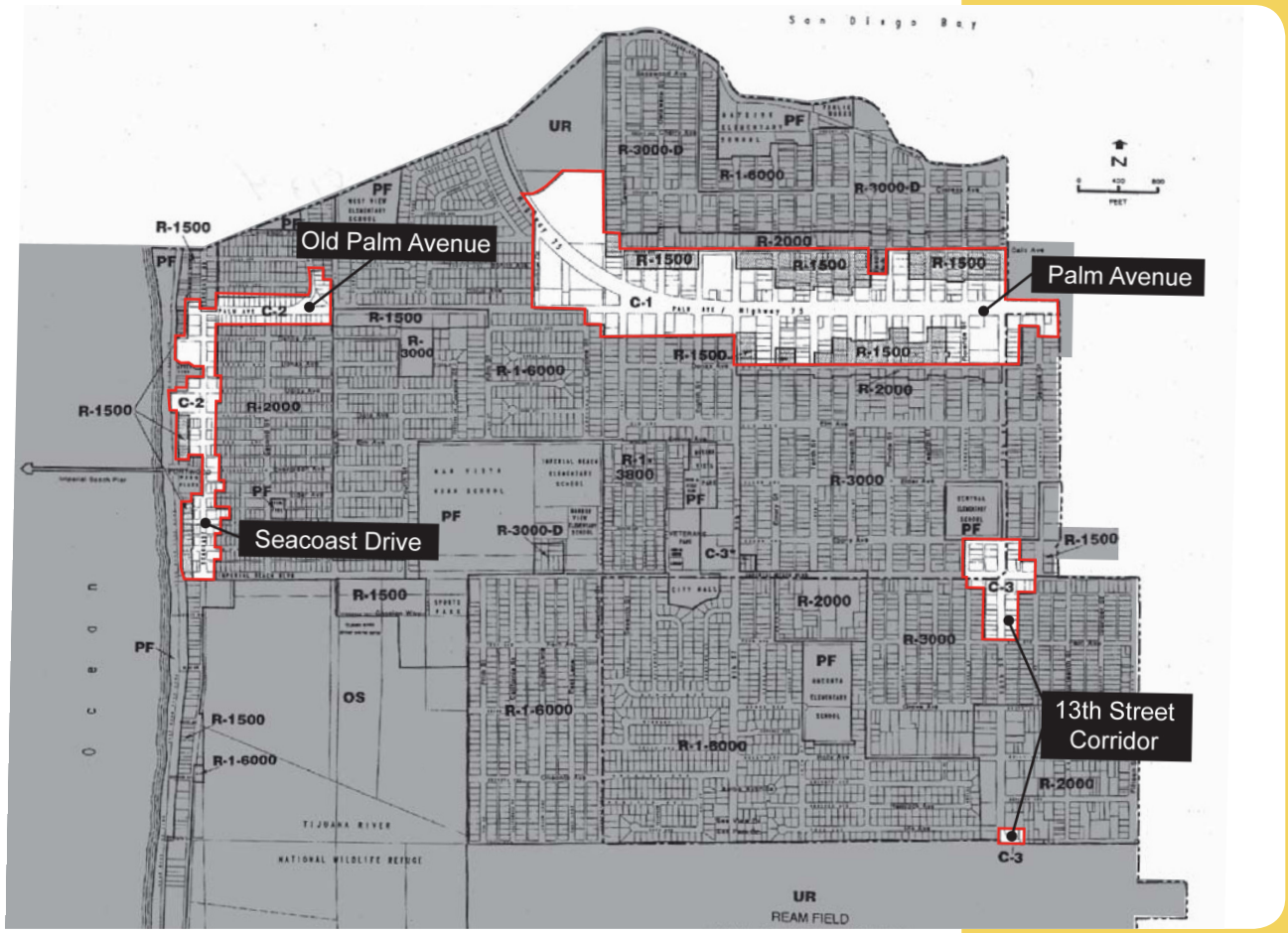
Next Steps

Recommendations for Public Review

After receiving focused responses from officials and city staff on the proposed amendments, refinements to the Recommendations for Zoning, General Plan, and Local Coastal Plan Amendments will be completed. This package of proposed recommendations will be released for an official 45-day public review and comment period, which will allow members of the public as well as other agencies to offer further input about the proposed amendments.

Final Amendment Package

After the public review period, the package will be reviewed in a second public forum by the Design Review Board for a final opportunity to modify the zoning amendments based on the additional public comments, and then the City Council will hold public hearings to consider adoption of the amendment package with these final revisions, along with adoption of CEQA- required environmental review.



Map of Study Sub-Areas

2. Proposed Zoning Code Amendments

This package of recommendations addresses four study sub-areas of Imperial Beach, including Palm Avenue (SR-75), Old Palm Avenue, Seacoast Drive, and the 13th Street Corridor. The existing zoning map ascribes the following zoning districts to the respective study areas as shown in the table below and map at left. Further discussion about the regulatory characteristics and proposed amendments for each zone are described later in this section of the Working Paper.

Study Subarea	Existing Base Zones	Existing Overlays
Palm Avenue (SR-75)	C-1 General Commercial R-1500 High Density Residential	MU-1 (Mixed-Use 1) overlay primarily within R-1500 area
Old Palm Avenue	C-2 Seacoast Commercial	
Seacoast Drive	C-2 Seacoast Commercial PF Public Facility R-1500 High Density Residential	MU-2 (Mixed-Use 2) overlay within R-1500 area
13th Street Corridor	C-3 Neighborhood Commercial	

2A. Zoning District and Map Changes

As described in the previous table, there are one or more base zones for each sub-area studied. In addition to these base zones, the existing Zoning Code describes two overlay districts which promote mixed-use development in specified areas. Generally, the Mixed-Use 1 (MU-1) overlay area is found on the properties within the R-1500 zone of the Palm Avenue sub-area, while the Mixed-Use 2 (MU-2) overlay area is found on the properties within the R-1500 zone of the Seacoast Drive sub-area. The mixed-use overlay districts allow for higher-residential density development in areas that would, over time, transition from residential to mixed-use with a commercial component. The existing code describes the commercial intent for this overlay district in the following text:

> "general commercial activities are encouraged to expand into areas otherwise designated as R-1500, only if the lot proposed for commercial development is immediately adjacent to an existing commercial building used for commercial purposes, and only if the commercial use will occupy a newly constructed building designed solely for commercial or mixed use purposes."

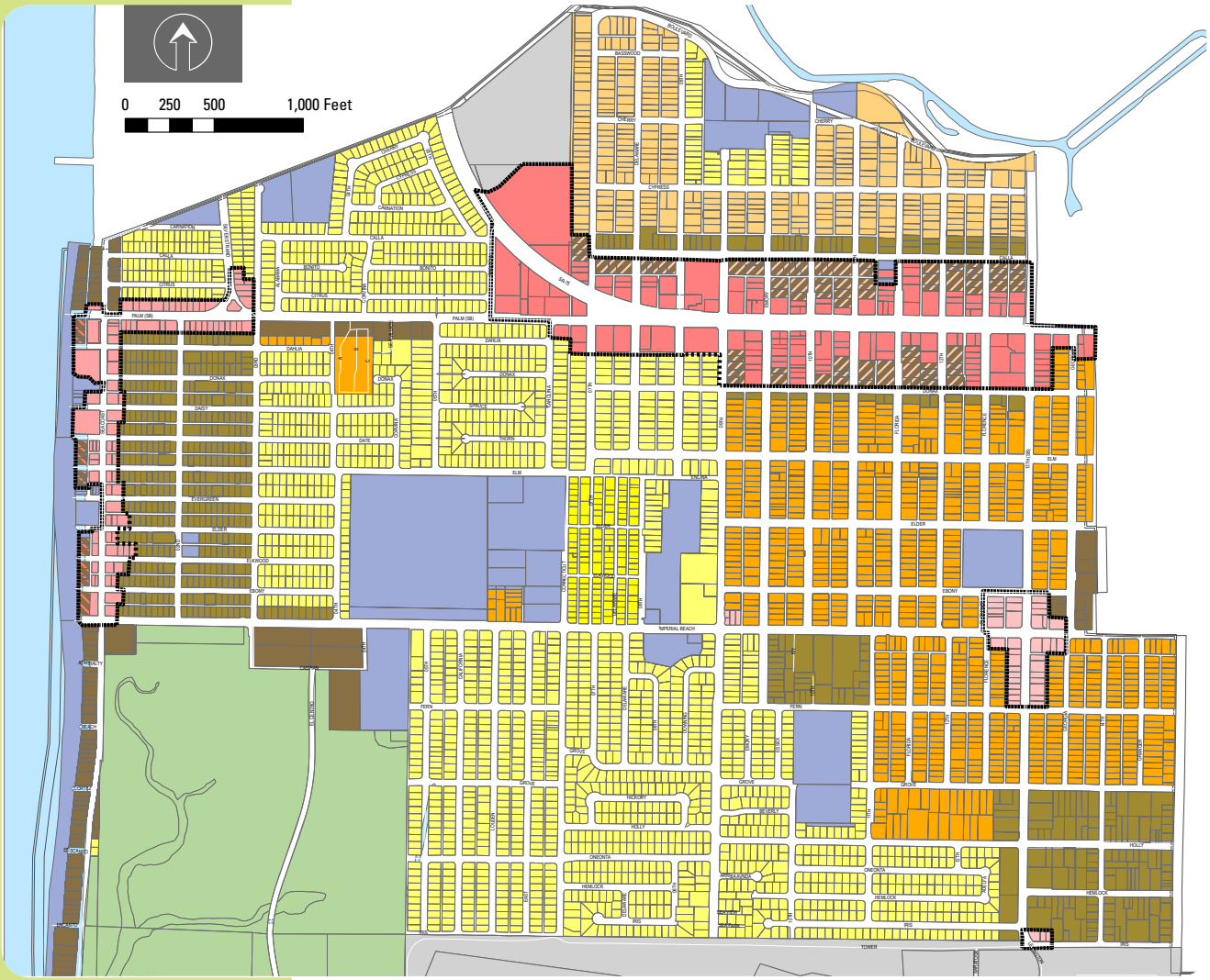
In the existing commercial zones, residential uses are permitted above first floor commercial uses through the approval of a conditional use permit. Because this is implied and encouraged in the existing commercial zoning area, and because the mixed-use character is implied and encouraged in the existing R-1500 areas with the MU-1 or MU-2 overlay, the intent for development in these areas is similar in nature.

It is recommended, then, that the City redefine the C-1, C-2, and C-3 zones, and MU-1 and MU-2 overlay designations. The areas currently governed by C-1 or R-1500/MU-1 within the Palm Avenue study area should be redefined as "C/MU-1: General Commercial and Mixed- Use". The areas currently governed by C-2 or R-1500/MU-2 within the Seacoast and Old Palm Avenue study areas should be redefined as "C/MU-2: Seacoast Commercial and Mixed-Use." The areas currently governed by C-3 within the 13th Street Corridor study area should be redefined as "C/MU-3: Neighborhood Commercial and Mixed- Use". This redefinition allows for several key accomplishments:

- By bringing "Mixed-Use" into the zone name, it emphasizes the desire by the City for developments with a mixed-use character, while not disallowing purely commercial development
- By consolidating the districts C and MU, it simplifies the code and encourages consistent development in all areas within each sub-area
- By consolidating the districts, it would allow for parcel assembly that may otherwise span both zones and could allow for ambiguity in permitted development character
- It is consistent with current expectations for development type and intensity in a respective C or MU zone

In addition, C-3 zoned parcels also exist at the northeast corner of Imperial Beach Boulevard and 9th Street. These parcels are not located in any of the subareas included in the Commercial Zoning Review, and therefore are not a part of this project. Because the project proposed to eliminate the C-3 Zone, it is recommended that the City rezone this land from C-3 to R-3000, concurrently with the approval of this project. Refer to the Imperial Beach General Plan for specific requirements for this area.

The existing zoning and planned land use map, and our recommended new zoning map are presented in graphics on the following pages.



Existing Zoning and Planned Land Use Map

Legend

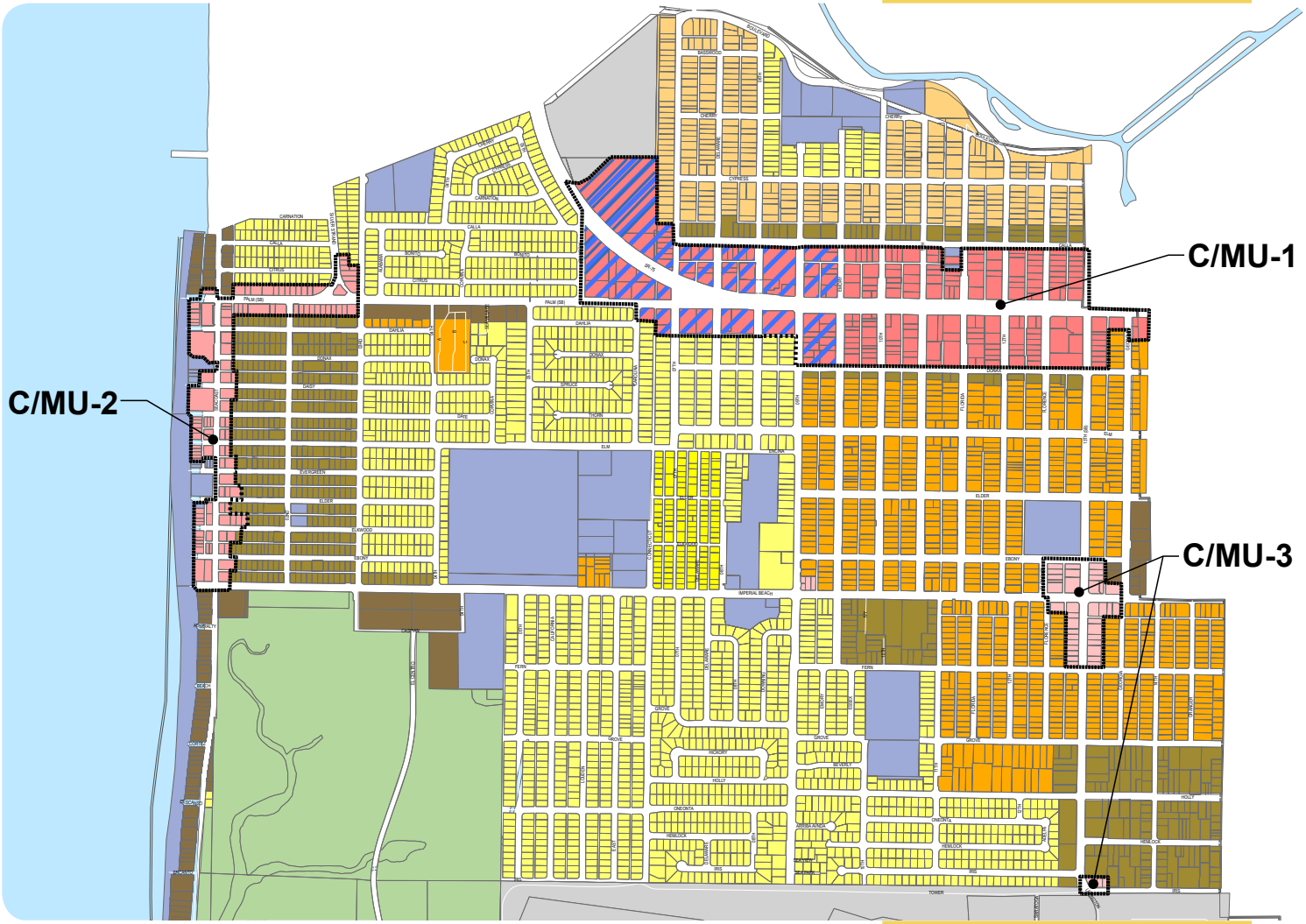
- Project Area
- City Boundary
- Pacific Ocean

Mixed Use Overlay

- Mixed Use 1
- Mixed Use 2

Land Use

- Large Lot Single Family Residential
- Small Lot Single Family Residential
- Two Family Detached Residential
- Two Family Residential
- Medium Density Residential
- High Density Residential
- General Commercial
- Seacoast Commercial
- Neighborhood Commercial
- Public Facility
- Open Space
- Urban Reserve



Legend

- Project Area
- City Boundary
- Pacific Ocean
- Large Lot Single Family Residential
- Small Lot Single Family Residential
- Two Family Detached Residential
- Two Family Residential
- Medium Density Residential
- High Density Residential
- Palm Avenue Height Overlay Zone
- General Commercial & Mixed Use (C/MU-1)
- Seacoast Commercial & Mixed Use (C/MU-2)
- Neighborhood Commercial & Mixed Use (C/MU-3)
- Public Facility
- Open Space
- Urban Reserve

0 250 500 1,000 Feet

Proposed Zoning Map

*Note: The C-3 zoned parcel at the intersection of Imperial Beach Boulevard and 9th Street is not part of the study sub-areas. Because the project proposes to eliminate the C-3 Zone, it is recommended that the City rezone this land from C-3 to R-3000, concurrently with the approval of this project. See also page 5.

Palm Avenue Height Overlay Zone

As shown on the proposed zoning map, a Palm Avenue Height Overlay Zone is recommended within C/MU-1. It is recommended that the existing base requirements of a height limit of 40 feet along Palm Avenue be maintained, and that the Overlay Zone be located over all parcels west of Emory Street within the C/MU-1 zone only. The consultant team recommends that the height for high-density, residential/commercial mixed-use projects meeting certain criteria be increased to 60 feet, within this Overlay Zone. A prototypical development concept under this arrangement is explored in Appendix A, and has generally met with public approval given the other development standard conditions.

The consultant team understands that there may be limited development potential in the very near future for projects of this intensity, and that residents of Imperial Beach have supported the existing height limit and community character within the City as demonstrated through the passage of Proposition P in 1992. The consultant team's research and analysis has determined that it will be difficult to achieve projects within the 40 feet height limit if the developer would like to incorporate more than three stories of development and a viable ground floor commercial use. In order to balance these competing issues, the Overlay Zone will allow for increased height in a limited area within the Palm Avenue Commercial Corridor only. This approach will allow more intense development in this key location while not compromising the low-scale feeling of the community on a citywide scale. A strong education campaign toward a required ballot measure, and its subsequent passage, may be necessary to implement the Height Overlay Zone.

The recommended boundaries of the Palm Avenue Height Overlay Zone are the western edge of the Palm Avenue sub-area, east of Rainbow Drive, west of Emory Street, south of Calla Avenue, and north of Donax Avenue. The proposed Palm Avenue Height Overlay Zone and related incentives for development within this area are discussed in more detail within Section D: Development Incentives.

The Palm Avenue Corridor

The proposed Zoning Code revisions which apply to the C/MU-1 zone are mindful of the Palm Avenue Commercial Corridor Master Plan project, and are recommended in a manner consistent with the goals and policies of this plan. Some key elements screened for consistency include buffer types, creating a hospitable environment, creating a focus for priority development near the intersection of 9th Street and Palm Avenue, and the integration of a potential Height Overlay Zone.

2B. Use Regulations

The following land use table illustrates the recommended land use changes and is organized according to the revised base zones, which include C/MU-1, C/MU-2, C/MU-3, and the existing PF zone.

Recommended Revisions to Permitted Land Use Table

Land Use	PF[a]	C/MU-1	C/MU-2	C/MU-3
Residential and Similar				
Accessory buildings, structures, private garages	N	C	C	C
Boarding house	N	C	N	N
Emergency shelter	N	P	N	N
Hotels, Motels (H1, H2, H3, H4)[b]	P	P	P	P[c]
Live/Work units	N	P	P	P
Motor home / Mobile home parks	N	N	N	N
Mixed-use development	N	P	P	P
Multi-family residential units (Minimum active commercial uses are required for all residential developments. See page 17 for more information related to active commercial uses).	N	P	P	P
Second-family units	N	N	N	N
Senior housing, Nursing home, Retirement home	N	C	C	C
Short term rentals	N	P	P	P
Single-family detached	N	N	N	N
Timeshares	N	C	C[OO]	N
Youth Hostel	N	N	C	N
Commercial				
Adult bookstore, adult hotel/motel, adult mini-motion picture theater, adult picture arcade, adult picture theater, sexual encounter studio, rap parlor, model studio	N	C	N	N
Antique Stores	N	P	P	P
Arcades / Game centers	N	C	C	C
Art Studio, Galleries, Museums	N	P	P	P
Athletic and Health clubs	N	P	P	P
Bars, Cocktail lounges, Pool / Billiard Hall with live entertainment	N N	C C	C C	C C
Beach equip rental, Surf shop, Fishing supply	N	P	P	N
Body piercing establishment	N	C[O]	N	N
Bookstores	N	P	P	P
Boutiques	N	P	P	P
Child Care facilities	N	P[O]	P[O]	P[O]
Department stores	N	P	N	N
Drive-in Restaurants	N	P	P	N
Drive-thru establishments	N	C	N	C
Fortune telling establishment	N	C[O]	N	N
Kennels	N	C[O]	N	N
Kiosks	N	P[OO]	P[OO]	P[OO]
Liquor stores	N	C[O]	N	C[O]
Massage establishment	N	C[O]	N	N
Mortuaries	N	C[O]	N	N
Pawn shops	N	C	N	C
Personal convenience services	N	P	P	P
Restaurants with live entertainment	N N	P C	P C	P C
Retail food stores	N	P	P	P
Tattoo establishment	N	C[O]	N	N

Land Use	PF[a]	C/MU-1	C/MU-2	C/MU-3
Office and Industrial Uses				
Automobile repair, Body shops, Auto sales lots	N	C	N	N
Energy facility	N	C	N	N
Equipment rental yard	N	C	N	N
Financial institutions	P	P	P	P
Gas stations	N	C	N	C
Incidental manufacturing	N	C	N	N
Light manufacturing, Manufacturing, Industrial	N	N	N	N
Professional office	P	P	P	P
Wireless communication facilities	C	P[oo]	P[oo]	P[oo]
Public and Semi-Public Uses				
Campsites	N	N	N	N
Churches	N	C	C	C
Clubs, fraternal/veteran/service orgs with live entertainment	N N	C C	C C	C C
Governmental or quasi-public building	P	P	P	P
Library	P	P	P	P
Postal services	P	P	P	P
Public parking lots	P	P	P	P
Schools	P	P[o]	P[o]	N
Theatres / Assembly	N	P	P	P
Open Space and Recreation				
Other	CC	CC	CC	CC
Parks	P	P	P	P
Playground & recreation areas	P	P	P	P
Public riding & hiking trails	P	P	P	P

P = expressly permitted
C = permitted with conditional use permit
CC = would require City Council permission to evaluate for compatibility with district zone
N = not permitted
[o] = other requirements exist in locating near other specific land use types
[oo] = other requirements exist
[a] = All uses and development in the PF zone require site plan approval by the City Council.

[b] = Per the City's zoning code, hotels consist of various types which are further defined as follows:
H-1: A site area of a minimum square footage of thirty-five thousand square feet, at least thirty guest rooms, facilities for conference, meeting or public use and a full service restaurant on site.
H-2: A "Motel" which is an establishment providing guest rooms on a less than monthly basis, with most rooms gaining access from an exterior walkway.
H-3: A lot, parcel or segment of real property dedicated to "timeshare units" as defined in Section 19.04.756 of this Code.
H-4: A "bed and breakfast" lodging place containing no more than six guest rooms and one kitchen.

[c] = H4 type hotels only.

Recommended Revisions to Permitted Land Use Table Continued

2C. Definitions

Specific elements referred to within the Zoning Code must be well defined so there is no ambiguity to the reader in the meaning of a word or term. The consultant team has identified a number of minor revisions necessary to enhance existing term definitions, as well as recommendations for the addition of a number of new terms which are used throughout the Zoning Code, to strengthen the understanding between the City and reader of the code.

Revisions:

- Height, measurement of

  Add: Height shall be measured from the average level of the highest and lowest point of that portion of the building site covered by the building or structure to the highest point of the building or structure.

New Definitions:

- Active Commercial Use

  "Active commercial uses" mean commercial uses that are accessible to the general public, generate walk-in pedestrian clientele, and contribute to a high level of pedestrian activity. Uses that generate pedestrian activity include retail shops, grocery stores, restaurants, bars, theaters and the performing arts, commercial recreation and entertainment, personal convenience services, hotels, banks, travel agencies, airline ticket agencies, child care services, libraries, museums and galleries.

- Active Use Area

  "Active use area" means all portions of a site and buildings included in the use area, except storage, parking and landscaping.

- Courtyard

  Courtyard means an open space unobstructed to the sky, located at or above grade level on a lot, and bounded on two (2) or more sides by walls of a building.

- Garage

  "Garage" means an accessible and usable enclosed space of not less than nine feet by nineteen feet for the parking of automobiles off the street.

- Ground floor retail

  "Ground floor retail" is considered a general commercial use as permitted in a given district which is oriented along the street wall facing the main street and pedestrian movement, serves

as a component of a mixed-use or multi-story project, and is compatible with a broad range of retail types that add to and benefit from a pedestrian retail context.

- Habitable Floors

  "Habitable floors" are levels within a residential or mixed-use structure that permit residential, employment, visitor, or similar uses to be developed. Habitable floors do not include levels with rooftop, mechanical equipment, architectural treatments, stairwell entries, or similar uses open or partially open to the environment at the highest floor of the structure. The highest habitable floor shall not exceed the height limits defined in respective zones.

- Height, First Floor

  "First Floor Height" shall mean the vertical distance from the average level of the highest and lowest point of that portion of the building site covered by the building or structure, to the highest point of the ceiling.

- Live/work units

  A "live/work unit" means a structure or portion of a structure combining a residential living space for a group of persons including not more than four adults in the same unit with an integrated work space principally used by one or more of the residents of that unit.

- Live Entertainment

  Live music, recorded music, music played by a DJ, comedy, karaoke, readings, dancing, acting, or other entertainment performed on a site three or more days during a calendar year. This includes dancing by patrons to live music, recorded music, or music played by a DJ.

- Loading Area

  "Loading area" means an area of adequate size for the delivery vehicles expected to be used, logically and conveniently located for bulk pickup and delivery, readily accessible when required parking spaces are filled, which shall be located totally outside of any street or alley right-of-way.

- Main streets

  "Main street" is defined as the primary street adjacent to a parcel which carries the largest pedestrian and automotive traffic. For the commercial zones within the city, the main streets are considered Palm Avenue, Old Palm Avenue, SR-75, Seacoast Drive, Imperial Beach Boulevard, and 13th Street.

- Massage Establishment

  "Massage establishment" means a fixed location at which a massage business engages in or carries on a commercial activity involving, in whole or in part, the recurring giving or administering of massages on the premises, consistent with the definition in Section 4.28.020 of the Imperial Beach Municipal Code, and in compliance with SB 731. This definition specifically excludes any adult-oriented business as defined in Section 19.60 of the Imperial Beach Municipal Code.

- Mixed-Use

  "Mixed-use development" means a development consisting of one or more lots developed as a cohesive project and designed with a blend of various compatible uses such as commercial, residential and institutional. The uses may be located in the same building or in separate buildings on the same site plan. A mixed-use development should not consist exclusively of live/work units.

- Multiple-family dwelling

  "Multiple-family dwelling" means a lot containing more than one dwelling unit, sharing at least one common wall with another dwelling unit.

- Open space, private

  "Private open space" means an area connected or immediately adjacent to a dwelling unit. The space can be a balcony, porch, ground or above grade patio or roof deck used exclusively by the occupants of the dwelling unit and their guests.

- Open space, public

  "Public open space" means those usable outdoor spaces commonly accessible to all residents and users of the building for the purpose of passive or active recreation.

- Paseo

  A "paseo" shall mean a path set aside for pedestrian walking that may pass through any part of a parcel to access points away from the main street edge.

- Parapet

  "Parapet" shall mean a low protective wall or railing along the edge of a raised structure such as a roof or balcony.

- Pedestrian entrance

  "Pedestrian entrance" means a functional entrance or door that is accessible to the general public from an enclosed occupied space. This does not include entrances to mechanical equipment or storage areas, emergency exits, or decorative nonfunctional doors and entrances.

- Personal convenience services

  "Personal convenience services" include commercial establishments such as, but not limited to, dry cleaners, shoe repair, drug stores, convenience stores, barber shops, hair salons, nail salons, mailing centers, ticket sales, and travel agents, excluding any adult uses as defined in Section 8.92.010 of the Municipal Code.

- Plaza

  A "plaza" is a type of public open space usually located near urban buildings and often featuring walkways, trees and shrubs, places to sit, and sometimes smaller shops.

- Public parking lot

  A "public parking lot" means a parking area that contains parking spaces available to all members of the public on a free or for-fee basis, for purposes of parking a motor vehicle while accessing other areas in the city.

- Senior Housing

  "Senior housing" or senior units means a housing development as defined in State of California Civil Code Section 51.3.

- Stepback

  "Stepback" means the minimum horizontal distance between the building line of a developed floor beneath and the building line of a floor above the ground floor along any side of a structure as defined in the respective zones in this code.

- Street Wall

  "Street wall" means the building façade along a property line adjacent to any public street. The street wall may include arcades, colonnades, recessed entrances, private open space, and urban open space.

- Urban open space

  "Urban open space" means any usable space accessible to the general public which is 1,000 square feet or greater in size such as plazas, parks, etc.

- Youth hostel

  "Youth hostel" means a place where travelers over the age of 17 but under the age of 30 may stay for a limited duration at low cost in a facility that is appropriately recognized by a state or national hostel organization that may include dormitory like sleeping accommodations.

2D. Development Standards

Development standards allow the City to describe the permitted development characteristics of proposed projects in order to protect the health and safety of surrounding properties, as well as preserve and promote the goals and visions of the respective commercial districts. These regulations control height, intensity, form, residential density, and related attributes. Development standards may vary between each district depending on several factors, including desired character.

The following tables define the existing and proposed standards for a given development characteristic.

Building Height

Proposed Zone	Former Standard	Proposed Standard	Height Changes Requiring Review/Approval
C/MU-1	4 story / 40' in the Former C-1 zone	4 story / 40' 5 story / 60' for projects which qualify for the height increase within the Palm Avenue Height Overlay Zone (as described in Section 2F: Development Incentives)	Subject to community vote/ approval.
C/MU-2	3 story / 30' (except hotel uses to 40' as part of Specific Plan) in the Former C-2 zone	3 story / 36' on west side of Seacoast Drive. 3 story / 40' on east side of Seacoast Drive, for projects that qualify for performance-based bonus (as described in Section 2F: Development Incentives)	n/a
C/MU-3	2 story / 28' in the Former C-3 zone	2 story / 28' 4 story / 40' for projects that qualify for performance-based bonus (as described in Section 2F: Development Incentives)	n/a
R-1500	3 story/30'	R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations.	n/a

Minimum Active Commercial Use Requirements
(new requirement)

To promote mixed-use and commercial developments, one essential development standard that does not exist under the current code is the use of minimum active commercial use requirements at the ground floor level. By establishing these minimum standards, properties in a given district will develop active, pedestrian-oriented commercial uses as development projects are proposed.

"Active commercial uses" is considered a general commercial use as permitted in a given district which is oriented along the street wall facing the main street at ground level. Active commercial uses should be accessible to the general public, generate walk-in pedestrian clientele, and contribute to a high level of pedestrian activity.

Uses that generate pedestrian activity include:

- Retail shops
- Grocery stores
- Restaurants
- Bars
- Theaters and the performing arts
- Commercial recreation and entertainment
- Personal convenience services
- Hotels
- Banks
- Travel agencies
- Child care services
- Libraries
- Museums and galleries

Minimum Active Commercial Use Requirements

Zone	Former Standard	Proposed Standard
C/MU-1	None in the Former C-1 zone	A minimum of 25% of building frontage along Palm Avenue shall contain active commercial uses on the ground floor. Within the Palm Avenue Height Overlay Zone, a minimum of 60% of building frontage along Palm Avenue shall contain active commercial uses along the ground floor to qualify for a height bonus.
C/MU-2	None in the Former C-2 zone	A minimum of 60% of building frontage along Palm Avenue, and along Seacoast Drive, shall contain active commercial uses along the ground floor.
C/MU-3	None in the Former C-3 zone	A minimum of 25% of building frontage along Imperial Beach Boulevard, and along 13th Street, shall contain active commercial uses along the ground floor.
R-1500	None	R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations.

First Floor Height Commercial / Active Commercial Square Footage

(new requirement)

Zone	Former Standard	Proposed Standard
C/MU-1, C/MU-2, C/MU-3	None in the former C-1, C-2, or C-3 zones	15' minimum first floor height for mixed-use projects with an active commercial use requirement 20' minimum height requirement for single story buildings
R-1500	None	R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations.

Setbacks

Zone	Former Standard	Proposed Standard
C/MU-1	0' in the Former C-1 zone	General: 0' front, 10' rear, 5' side, 0' street side Exception: 15' front yard / landscape setback for properties facing Donax or Calla Avenues.
C/MU-2	0' in the Former C-2 zone	0' all sides
C/MU-3	0' in the Former C-3 zone	0' front, 10' rear, 5' side, 0' street side
R-1500	15' front, with 20' at garages; 5' rear at alleys, 10' rear if no alley; 5' side setback at first 2 floors, additional 5' above second floor; 10' street side	R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations.

Stepbacks (new requirement)

Zone	Former Standard	Proposed Standard
C/MU-1	None, in the Former C-1 zone	At the second floor and above, a minimum of 5-10 feet is required for projects abutting existing residential uses or zones.
C/MU-2	For properties fronting Seacoast Drive in the Former C-2 zone: Front of each building set on property line. Second Floor: Front yard = 5 feet; 60% of frontage may be set back 0 ft. Third Floor: Front yard = 10 ft; 40% of frontage may be set back 5 ft.	For properties fronting Seacoast Drive, an upper story stepback of 5-10 feet is required for a minimum of 50% of street facing facades along Seacoast Drive.
C/MU-3	None, in the Former C-3 zone	None
R-1500	None	R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations.

Density/Intensity

Zone	Former Standard	Proposed Minimum Density	Proposed Maximum Density	Potential Additional Performance-based Density Bonus
C/MU-1	43 DU/Acre, in the Former C-1 zone	30 DU/Acre	43 DU/Acre	10%-20% for a Maximum of 52 DU/Acre for qualifying projects within the Palm Avenue Height Overlay Zone
C/MU-2	29 DU/Acre, in the Former C-2 zone	30 DU/Acre	36 DU/Acre	10-20% for Maximum 43 DU/Acre
C/MU-3	22 DU/Acre, in the Former C-3 zone	30 DU/Acre	36 DU/Acre	10-20% for Maximum 43 DU/Acre
R-1500	29 DU/Acre	Per new district regulations	Per new district regulations	R=1500 zone is being deleted. Per new zone (C/MU-1, C/MU-2, or C/MU-3) regulations.

Maximum FAR (new requirement)

Zone	Former Standard	Proposed Standard
C/MU-1	None	Maximum FAR of 3.0
C/MU-2	None	Maximum FAR of 2.0 for west side of Seacoast Drive. Maximum FAR of 3.0 for east side of Seacoast Drive.
C/MU-3	None	Maximum FAR of 3.0

2E. Parking Standards

As part of the planning process, Fehr and Peers undertook a review of the existing parking standards and regulations in Imperial Beach. Their review and recommendations are included in full within Appendix C of this Working Paper. A summary of their key recommendations are included below.

Parking Ratios

In their review of parking requirements for similar uses throughout Southern California, Fehr and Peers found that Imperial Beach requirements are within the range of the regional average, although generally on the higher side. Existing parking requirements for hotel uses without cooking facilities are 1.0 spaces per unit, and 1.5 spaces for units with cooking facilities. Existing multi-family residential parking requirements are 1.5 spaces per unit, within the C-1, C-2, C-3, MU-1 and MU-2 zones. Fehr and Peers recommends that these same requirements be applied to the proposed Commercial and Mixed-Use zones, C/MU-1, C/MU-2, and C/MU-3.

Parking Standard Changes

Category	Former Standard	Proposed Standard	Eligible for 25% Reduction for Vertical Mixed-Use	Eligible for Waiver for Commercial Uses under 1000 SF	Eligible for Additional Parking Reduction for Shared Parking*
Commercial (C/MU-1, C/MU-3)	Varies by use	1 space/500 SF of commercial	X	X	X
Commercial (C/MU-2)	Varies by use	1 space/1,000 SF of commercial	X	X	X
Multi-Family Residential	1.5 spaces/unit	Same	X		X
Hotel without cooking facilities	1.0 spaces/unit	Same	X		
Hotel with cooking facilities	1.5 spaces/unit	Same	X		

SF = Square Feet

* Certain categories are eligible for an additional parking reduction if the project can demonstrate eligibility through the Urban Land Institute's Shared Parking Study.

Fehr and Peers recommends adjustments to parking requirements specifically for mixed-use development. Within C/MU-2, in the Seacoast Drive and Old Palm sub-areas, Fehr and Peers recommends a parking ratio of 1 parking space per 1,000 sf of gross commercial space. Within C/MU-1 and C/MU-3, a parking ratio of 1 space per 500 sf of commercial space is recommended. These revisions would apply only to non-residential portions of a mixed-use development. Residential uses would be subject to the previous standards of 1.5 spaces per unit.

These recommendations are based on a number of factors. Specific commercial uses that are part of mixed-use developments are subject to change over time, which may make it difficult to regulate and administer specific parking requirements within a mixed-use building. Also, commercial uses that are part of mixed-use developments are expected to attract visitors through multiple modes of access, including walking, biking, and adjacent on-street parking.

Development and Implementation of Shared Parking Code

The existing Municipal Code does not allow for any shared parking reductions or the use of off-site parking except for the following statement, from Imperial Beach Municipal Code 19.48.050:

> "In the C-2 zone, 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 spaces, 69 have currently been allocated, per the City of Imperial Beach's records.

Fehr and Peers recommends that the City implement shared parking by updating the City's Municipal Code to specifically allow the use of shared parking. Fehr and Peers provides two options for implementation. Under the first option, the City would allow the use of shared parking subject to review and approval by City Staff. Under the second option, the City would propose specific shared parking standards, which would become part of the Municipal Code. The consultant team recommends the first option because it will allow the City more flexibility to respond to changing development conditions. The City will have an opportunity to review proposed project parking with respect to the types and amounts of land uses proposed, the nature of projects in the surrounding area and their respective onsite parking provisions, the availability of public parking in the surrounding area, and other factors on a project-by-project basis, while utilizing shared parking as a development incentive. This option is an established model approach that is used by jurisdictions across California.

An example of the general code language used for this type of shared parking code 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 City 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, performed by the development applicant and subject to review and approval by the City, should include the following additional information:

- 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 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 within Appendix C of this Working Paper.

Distance to Shared Facilities

The existing provisions for off-site parking, from the Imperial Beach Municipal Code 19.48.050 section M, identifies the permissible distance to those facilities as 500 feet:

> "Shared parking or off-site parking within five hundred feet of the project site may be used to satisfy this requirement with the approval of a conditional use permit."

Fehr and Peers recommends that, as part of the revised parking code, the distance to any off-site parking or shared parking facilities be increased to 1,000 feet. This additional distance is 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 about 4 minutes for a person to walk 1,000 feet. There are few physical impediments to walking in Imperial Beach, with generally pleasant weather and few topographical limitations, especially along Seacoast Drive. Therefore, Fehr and Peers anticipates that there would be limited resistance to a greater walking distance.

Parking Supply and Management

As part of their study, Fehr and Peers considered the need for additional parking supply at various locations within Imperial Beach with a particular focus on Seacoast Drive. They concluded that the greatest need for additional parking would be on Seacoast Drive. In considering additional parking supply along Seacoast Drive, they evaluated 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 data collection and field visits, Fehr and Peers concluded that there is 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 were 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

Fehr and Peers concluded that there may be need for additional surface lots in the future. Data collection and field visits, however, did not indicate an immediate need for a surface lot. Rather than identify specific locations for additional surface lots on Seacoast Drive at this time, they recommend that the City implement the construction of new surface lots through a phased approach, with the following process:

- The City should monitor the parking supply and demand along Seacoast Drive either through regular counts or informal observations. Fehr and Peers suggests that monitoring counts be conducted on an ongoing basis at the same time each year, potentially by City Staff. Several cities currently 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.

Joint Use Facilities

Within the near-term, Fehr and Peers determined that the most likely method to provide additional supply would be through the joint use of facilities. For example, the IB Club appeared to be only using approximately 1/3 of the parking provided when observations were taken. With joint use, a portion of that lot could be made available to other facilities, or for public parking. 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. Signs may need to be adjusted to ensure that lots are visible to patrons and visitors.

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

2F. Development Incentives

Development incentives are a strategic zoning tool which will allow for greater development capabilities (density or intensity) within a project in exchange for the developer meeting specific obligations to create more affordable housing, invest in community infrastructure, or other concessions as determined by staff. A review of a wide range of potential incentives was investigated based on the experiences of other cities, and it is recommended that the City consider inclusion of the following development incentives to both improve the quality of projects and allow developers to reach maximum permissible development size.

Lot Consolidation Incentives

Presently, Section 19.42.070 of the City's Municipal Code presents a *disincentive* for project proponents that wish to consolidate lots in order to build larger projects. The disincentive exists in the equation which defines the maximum number of residential units permitted in a development on two or more combined parcels as the sum of the maximum number of units permitted on each individual parcel. Therefore, whereas a project could always achieve a set maximum number of units on a large parcel, on parcels of the same size which were consolidated to create the development lot, these parcels could sometimes be allowed a lesser number of maximum units to develop. The consultant team recommends that the code be modified to strip this disincentive, and allow development to reach its maximum potential under the Municipal Code based on the total consolidated lot size.

Furthermore, small lot sizes have been identified as a key obstacle to the development of noteworthy mixed-use projects. Accordingly, the consultant team recommends that an incentive for lot consolidation be implemented which would allow potential developers to achieve greater densities, to a limit, on a given consolidated parcel. This would encourage developers to undertake the difficult but necessary task of assembling private parcels, and rewarding them with the ability to produce greater projects while not compromising the objectives for the sub-areas nor exceeding an overall maximum.

- Project sites that are consolidated to a final size of 20,000-30,000 square feet shall receive a residential unit development bonus of up to 10% above the permitted number allowed under the underlying base, up to 43 du/ac in total.
- Project sites that are consolidated to a final size of greater than 30,000 square feet shall receive a residential unit development bonus of up to 20% above the permitted number of units allowed under the base zone, up to 43 du/ac in total.

Exceptional Architectural Design Incentives

Design guidelines are provided on pages 28 through 30. For projects that achieve exemplary architectural design above these guidelines, performance-based incentives may be granted. Such incentives may include a height increase of up to 40' within C/MU-2 (east side only) or C/MU-3, a height increase up to 60' for qualifying projects within the C/MU-1 Overlay Zone, and/or a density bonus of up to 10-20%.

Green Building Incentives

Performance-based incentives may be granted for projects that achieve Leadership in Energy and Environmental Design (LEED) Green Building Rating System, or comparable, certification. Comparable green building standards may include the use of solar panels or other devices to achieve superior energy performance, green design, green roofs, low volatile organic compounds (VOC) paint, water conservation or low impact development techniques. Green building standards are subject to review and verification. Such incentives may include a height increase of up to 40' within C/MU-2 (east side only) or C/MU-3, a height increase up to 60' for qualifying projects within the C/MU-1 overlay zone, and/or a density bonus of up to 10-20%.

Density/Intensity/Height Bonus

1. Residential Density Bonus

   As demonstrated above, the lot consolidation, architectural design, or green building incentives could offer one mechanism for a residential density bonus.

   Residential density bonuses may also be provided for the provision of affordable housing per State and local requirements, in accordance with the requirements of Chapter 19.65 of the City's Municipal Code.

2. Height Bonus*

   It is recommended that a Palm Avenue Height Overlay Zone be established within the proposed C/MU-1 zone to focus pedestrian-oriented retail activity and residential density specifically at and west of the intersection of 9th Street and Palm Avenue. The redevelopment of this area presents a significant opportunity for Imperial Beach, and may include mixed-use, mixed-income development including retail, restaurant, entertainment, and residential uses. This area is envisioned as a high quality retail destination for Imperial Beach and surrounding communities. The retail mix is envisioned as a mix that includes national, regional, and local retailers.

   The recommended boundaries of the Palm Avenue Height Overlay Zone are the western edge of the Palm Avenue sub-area, east of Rainbow Drive, west of Emory Street, south of Calla Avenue, and

north of Donax Avenue. Projects would be allowed to achieve a height of up to 60 feet, and/or a density bonus of 10-20%, for incorporating 60% minimum of the ground floor with pedestrian-oriented commercial uses with high-density residential above, and subject to City Staff direction. Further requirements such as achieving exemplary architectural design and/or achieving LEED, or comparable, certification or verification may be required.

Summary of Development Incentives

Feature	Incentive
Lot Consolidation Lots 20,000 to 30,000 SF Lots greater than 30,000 SF	 10% dwelling unit bonus up to 43 DU/Acre 20% dwelling unit bonus up to 43 DU/Acre
Exceptional Architectural Design (Criteria are provided on page 30-32)	Height increase of up to 60' within the C/MU-1 Overlay Zone and/or density bonus of 10-20% up to 52 DU/Acre Height increase of up to 40' within C/MU-2 (east side only) or C/MU-3
Green Building Incentives (LEED certification or comparable certification)	Height increase of up to 40' within C/MU-2 (east side only) or C/MU-3 Height increase of up to 60' within the C/MU-1 Overlay Zone and/or density bonus of 10-20% up to 52 DU/Acre

SF = Square Feet

Other Potential Incentives

- Incentives such as additional residential unit development up to a set maximum is given where a project provides additional community infrastructure improvements.
- Reduction of development processing or permit fees, not including impact fees.
- Reduction or expedited approval procedure timeline.

*Note: Increases to allowable height within C/MU-1 are subject to approval by a community vote.

3. Design Guidelines

To ensure that the City's vision is met and that a high quality of design is achieved, it is recommended that the existing 1984 Design Review Manual and Design Review Guidelines (Resolution #3117) be updated to create a more user-friendly, graphically oriented format, or a "form based code." This will allow the Design Guidelines to be more easily interpreted and enforced compared to the existing Imperial Beach Design Guidelines, which are in narrative form. Within the existing Design Guidelines document, many concepts are difficult to interpret because of the lack of graphic examples. Additionally, some concepts and guidelines may be out of date, specifically related to the design of multi-family residential, and the proposed addition of mixed-use zones.

It is recommended that the new document emphasize standards and guidelines for the development of high quality projects specifically within the Commercial and Mixed-Use Zones, focusing on high quality design related to multi-family residential buildings, mixed-use, ground floor retail uses, pedestrian orientation, and the public realm. Additionally, the Design Guidelines should be closely coordinated with the Palm Avenue Commercial Corridor Master Plan project which is currently in progress. The new Design Guidelines should seek a balance between being overly prescriptive at one end of the scale and overly vague and open to misinterpretation at the other end. The Design Guidelines should be graphic intensive. In addition, the Design Guidelines should be capable of being easily reproduced in black and white, and be suitable for downloading from the City of Imperial Beach's website.

The Design Guidelines should address the following topics:

- Relationship of Buildings to Site and Surrounding Area
- Commercial and Mixed-Use Development
- Multiple-Family Residential Development
- Ground Floor Uses and Street Level Design
- Building Design, Materials and Colors
- Landscape Improvements, Open Space, and Exterior Lighting
- The Use of Landscaping for Storm Water Control
- Circulation and Parking
- Sign Criteria

The Design Guidelines should also incorporate elements of sustainability including but not limited to building siting, landscape, storm water control, paving, lighting, signage, building materials, and construction practices and materials.

The following is a summary of key design guidelines that have been developed specifically for the study areas. These guidelines would be applicable to each of the proposed Commercial/Mixed Use Zones

C/MU-1, C/MU-2, and C/MU-3, which include Palm Avenue, Seacoast Drive, and the intersection of 13th Street and Imperial Beach Boulevard. Prior to the preparation of a Guidelines update, it is recommended that these guidelines be incorporated within the existing 1984 Design Review Manual and Design Review Guidelines (Resolution #3117), to be utilized as part of the development review process:

Relationship of Buildings to Site and Surrounding Area

1. View corridors to the oceanfront should be preserved where possible. This can be accomplished through the use of upper story breezeways or courtyards, or at the ground floor, with mid-block pedestrian connections, plazas, or paseos.

Commercial and Mixed-Use Development

1. All buildings located along Palm Avenue, Seacoast Drive, or the intersection of 13th Street and Imperial Beach Boulevard, should locate their primary entrances facing on or toward the street, or another public space that intersects the sidewalk. Primary entrances oriented only to parking lots are discouraged.
2. Innovative and imaginative design and architecture is strongly encouraged.
3. Building entrances, corners of buildings, and street corners should be well articulated.
4. Variation and expression of building details, form, line, colors and materials should be utilized to create visual interest.
5. Variation in wall plane and roof line is strongly encouraged to reduce the scale and bulk of the buildings, and to add visual interest.
6. Individual units should be expressed where possible.
7. Street facing facades should incorporate balconies, patios, and other pedestrian-scaled elements to enliven the street edge.
8. Single story commercial buildings should be designed with a taller ceiling height, and a minimum building height of 20'.
9. Blank walls, or walls without windows, doors, and other articulation, are strongly discouraged. The maximum length of any blank wall shall be limited to 20'.

Ground Floor Uses and Street Level Design

1. Ground floors should consist of primarily active uses, such as active commercial, retail, and restaurants, as well as active residential uses such as building amenities, common rooms, or building lobbies.
2. A minimum of 60% of the street facing facades of ground floor non-residential uses should be comprised of clear non-reflective glass that allow views of the indoor space. Interior blinds, drapes, posters, signage, and/or interior shelving for product displays may potentially obscure a maximum of 30% of the required transparent area.
3. Architectural features such as canopies, awnings, lighting, and other design features should be incorporated into the ground floor, to add human scale to the streetscape and add to the pedestrian experience.

4. Projects should strive to achieve three-sided or four-sided architecture to shield service and delivery areas, and utility boxes and associated infrastructure.

Landscape Improvements, Open Space, and Exterior Lighting

1. The public realm should be enhanced by creating an attractive pedestrian atmosphere. This may include the use of landscaping, seat walls, seating, plazas, fountains, public art, and other high quality design features.
2. Common open space should be imaginatively landscaped, well utilized, and well maintained.
3. Service areas, storage, trash collection areas, and equipment should be located at the rear of buildings if possible, and screened from view by the use of walls, high quality fencing, planting, or a combination of these solutions.
4. Drought-tolerant, native plant materials should be used whenever possible.
5. Landscape plans should incorporate provisions for stormwater runoff including bioswales or other comparable methods.

Circulation and Parking

1. Curb cuts or access to parking lots should be limited along Seacoast Drive and Old Palm Avenue.
2. Where they exist, surface parking lots should be screened from the street. Additionally, they should be shaded from the sun, by trees, vine covered trellises, or overhead solar panels.

4. Development Review Processes

The Development Review Processes for Site Plan Review, Conditional Uses, and other sections of the current Zoning Code were reviewed to determine if the administrative process was in any way punitive toward commercial or mixed use developments. The review did not identify any particular area of the Development Review Processes which were adversely detrimental to commercial or mixed use projects. The review did identify two areas that require modification:

- Landscaping requirements need to be modified to include provisions for storm water control. Also refer to proposed Design Guidelines in Section 3.
- The Conditional Uses section will change to be consistent with the revised C/MU-1, C/MU-2, and C/MU-3 zones, and the proposed land use table changes identified in Section 2A.

Other portions of the Zoning Code outside of base commercial/mixed use zones and administrative procedures, such as parking and open space, will be reviewed for internal consistency and, where appropriate to commercial or mixed use projects, updated accordingly.

5. General Plan / LCP Amendments

The City of Imperial Beach General Plan/Local Coastal Plan (General Plan) was reviewed in its entirety to assess consistency between the proposed zoning amendments and the General Plan. Consistencies or conflicts were found in the Design Element of the General Plan with regard to the character of development in Imperial Beach and height references. In the Circulation Element, parking inconsistencies were identified in connection with minimum parking requirements and shared parking arrangements. Finally, inconsistencies were identified in the Land Use Element regarding the Land Use Map and the Land Use Designations and Specifications Table (Table L-2 in the General Plan).

The following table describes the identified inconsistencies or conflicts between the proposed zoning amendments and the General Plan. The first column describes general or specific aspects of the proposed zoning amendments, while the second column details the corresponding inconsistent sections of the General Plan, as well as general recommendations to achieve consistency between the two documents.

Proposed Zoning Amendments and Existing General Plan/ Local Coastal Plan Consistency Evaluation

Proposed Zoning Amendments	Existing General Plan/Local Coastal Plan
General Issues	
• Overall purpose and intent of zoning amendments • Height changes	Possible conflict with language on Design Element Policy D-8b. "Three story structures adjacent to existing one and two story structures…" Recommend updating language to indicate potential of multi-story structure
Overall purpose and intent of zoning amendments	Possible conflict with Design Element Policy D-8d. Recommend revise language regarding "suburban density and scale.
• Overall purpose and intent of zoning amendments • Height changes	Possible conflict with language on page D-2 of the Design Element. "Vertically, Imperial Beach primarily consists of one or two story buildings." Recommend updating language to indicate the potential of multi-story buildings in select areas.

Proposed Zoning Amendments and Existing General Plan/ Local Coastal Plan Consistency Evaluation continued

Proposed Zoning Amendments	Existing General Plan/Local Coastal Plan
Parking	
Parking Ratios: C/MU-2 Zone: 1 parking space /1,000 SF commercial space	Possible conflict with Circulation Element Implementation Action C-22h. Recommend removal of detailed parking standards in this Action.
Parking Ratios: C/MU-1 and C/MU-3 Zone: 1 parking space /500 SF commercial space	Possible conflict with Circulation Element Implementation Action C-22h. Recommend removal of detailed parking standards in this Action.
Development and Implementation of Shared Parking Code	• Possible conflict with Circulation Element Implementation Action C-22e. Recommend updating language. • Possible conflict with Circulation Element Implementation Action C-22i. Recommend deleting this action because shared parking could apply to all C/MU Zones; or updating to specific area requirements.
Distance to Shared Facilities	Possible conflict with Circulation Element Implementation Action C-22f. Recommend removal of detailed distance reference.
Overall purpose and intent of zoning amendments	Possible conflict with Circulation Element Implementation Action C-22b. Recommend expanded title and definition to encompass Commercial and Mixed-Use areas.
Land Use	
Overall purpose and intent of zoning amendments	• Possible conflict with Land Use Element policy L-4. • Recommend revising Land Use Element Policy L-4 title to include "Commercial and Mixed Use Areas." • Recommend revising Land Use Element Policy L-4c. title to include "Fostering New Commercial and Mixed Use Development." • Recommend revising Land Use Element Policy L-4d. title to delete C-1 and MU-1 references and include mixed use development in description • Recommend revising Land Use Element Policy L-4e. title and description to encourage mixed-use • Recommend revising Land Use Element Policy L-4f. title and description to encourage mixed-use • Recommend revising Land Use Element Policy L-4g. title and description to encourage mixed-use

Proposed Zoning Amendments and Existing General Plan/ Local Coastal Plan Consistency Evaluation continued

Proposed Zoning Amendments	Existing General Plan/Local Coastal Plan
Land Use	
New zoning and land use designations C/MU-1, C/MU-2, and C/MU-3 Zones	Possible conflicts with Table L-2 and General Plan (and Zoning) Map. • Recommend revising Table L-2 to remove descriptions of C-1, C-2, C-3, MU-1, and MU-2; and, add descriptions of C/MU-1, C/MU-2, and C/MU-3. • Recommend revise and update General Plan (and Zoning) Land Use Map

6. Financial Feasibility

Below is a summary of key findings related to the financial feasibility of the Recommendations for Zoning, General Plan, and Local Coastal Plan Amendments. For more information, a detailed financial memorandum is included within Appendix D of this Working Paper.

Review of Alternative Development Concepts and Code Modifications

Keyser Marston Associates (KMA) reviewed the alternative design concepts to determine whether the potential code modifications would enhance development feasibility and increase the prospects for high-quality commercial and mixed-use development within the City. These code modifications allow for any or all of the following:

- Increased building height
- Increased residential density
- Establishing Floor Area Ratio (FAR)
- Addition of building setback requirements
- Reduced parking requirement

Additionally, in some cases, the development concepts rely on off-site public parking facilities to be provided by other parties (i.e., the City or its Redevelopment Agency). This reduction in on-site parking requirements is beneficial to developers in terms of cost reduction and allowing greater flexibility in project design.

The intent of the KMA review of the development concepts was to determine whether the potential code modifications would enhance development feasibility and increase the prospects for high-quality commercial and mixed-use development within the City. The KMA review was based on their development industry knowledge and experience with comparable developments in similar markets; KMA did not prepare financial pro forma models. Overall, KMA found that the code modifications enable property owners and prospective developers' greater flexibility in developing mixed-use projects within the City's commercial zone. Increases to height and density limits improve the potential for higher-quality commercial tenants and enhance projects' ability to afford high land acquisition costs.

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 development concepts rely on structured or

subterranean parking. In the current market, higher-density developments relying on expensive structured parking are *less* feasible than lower-density developments that use only surface parking.

However, 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 housing supply growth in San Diego County will again be outpaced by increases in employment and in-migration. These pressures will increase demand for higher-density in-fill residential developments, which will benefit from the code modifications currently under consideration.

SANDAG Smart Growth Areas

Consistent with the Vision Plan for Imperial Beach, SANDAG has identified portions of Imperial Beach within their Smart Growth Concept Map for South San Diego County, as Community Centers or Mixed-Use Transit Corridors. The areas of 9th Street/Palm Avenue, and Imperial Beach Boulevards/13th Street have been identified as "Community Centers." The areas of Palm Avenue from 7th Street to 13th Street, Seacoast Drive from Imperial Beach Boulevard to Palm Avenue, and Palm Avenue from Seacoast Drive to 3rd Street have been identified as "Mixed-Use Transit Corridors."

Additionally, as part of their *2030 Regional Growth Forecast Update for Imperial Beach,* SANDAG projects a need for an additional 2,309 net housing units to be constructed, much of which is expected to be in the form of multi-family housing units within these Smart Growth Areas. Imperial Beach may be eligible for future grant dollars and funding based upon the City's efforts to tie new development to smart growth principles and the SANDAG Concept Map. This funding may be an important resource for implementing key projects within the study areas.

Estimate of Retail Space Demand

KMA prepared a retail sales import/export (leakage) model and estimate of retail space demand for Imperial Beach based on potential recapture of existing resident's retail spending. The KMA study concluded that recapture potential could amount to the need for approximately 55,000 to 88,000 square feet of additional retail development.

For purposes of estimating future retail space demand, KMA has estimated that approximately 75% of SANDAG's forecasted new housing units, or 1,732 new units, may actually be constructed within Imperial Beach's existing (and proposed) commercial and mixed-use zones. These new multi-family housing units will, in turn, support additional retail space. As shown in the table below, KMA projects demand from new housing units, and demand from outside the trade area to create the need for

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**

approximately 55,000 to 71,000 square feet of additional new retail. Based upon these findings, KMA estimates that the City can accommodate between approximately 110,000 and 159,000 square feet of new retail development, to meet demands for and be supported by the year 2030 population.

Fiscal Considerations

The City has 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:

- 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.
- Improved feasibility for mixed-use developments will likely yield an increase in the number of housing units developed within the City's commercial and mixed-use overlay zone. In turn, these additional "rooftops" will support additional consumer expenditures that can be captured within the City.
- For those concepts with a reduced parking requirement, developments that do not provide 100% of their own parking needs create a need for off-site public parking facilities. Some of this cost burden may be imposed on private property owners and developers, however, the balance will most likely need to be funded through public monies.

ATTACHMENT 1

Appendix A

ALTERNATIVE DEVELOPMENT CONCEPTS BY SUB-AREA

ATTACHMENT 1

Seacoast Drive

Existing Conditions

Seacoast Drive is the major visitor destination within Imperial Beach. With the beach, pier, plaza and park, and existing commercial uses, this waterfront subarea is the primary attraction for visitors of the City. The corridor runs approximately ½-mile from old Palm Avenue in the north to Imperial Beach Boulevard in the south, and is regionally accessed by vehicles through one of these two gateways.

The corridor generally contains a variety of visitor-serving commercial uses from hotel, restaurant, convenience and recreational rental facilities. Several newer projects, including larger hotels and mixed-use residential/commercial projects have been developed over recent years which reflect the long-term redevelopment vision of the corridor.

Developments are generally two stories, with some one- or three-story projects located along the street. Though some projects have prevented direct public view or access to the waterfront area, where access is available, users have panoramic views of downtown San Diego, the Point Loma peninsula, Coronado Islands, and the beach areas of Mexico.

Existing Land Uses

Primarily commercial and multi-family residential designated land uses, with some single-family and civic, parking, or other land uses.

Existing Zoning

C-2 Commercial, MU-2 Mixed-use, and PF Public Facility

Existing Zoning Limitations

- It is difficult to achieve 3 stories within the 30' height limit, when trying to incorporate viable ground floor retail.
- Height limit and parking requirements may be reducing the overall financial viability of ground floor commercial and some mixed-use development projects, resulting in fewer built projects.
- A Specific Plan is needed for hotel development.
- Direction is needed to achieve viable retail space at the ground floor.
- Lack of setback requirements creates an inconsistent street wall, with some parking lots at street edge.
- Open space requirements are needed to ensure creation of public amenities.

Seacoast Drive
With Current Zoning

Seacoast Drive Concept with Current Zoning

The development concept illustrated above examines a development prototype on a typical small lot of 10,000 SF (100'x100') along Seacoast Drive. The project conforms to the existing C-2 Seacoast Commercial Zone code requirements. Using the existing code requirements, the objectives of the concept design study were to:

- Provide a design alternative that maximizes commercial activity along the Seacoast Commercial subarea.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 30' maximum building height limit.
- Provide for ocean view and breezeway corridors at second story structures.

The design concept was developed to maximize a commercial business exposure to the Seacoast public right of way by providing 15' high floor-to-ceiling storefront facades. This approach provides the retailer with expanded storefront exposures to Seacoast. The development utilizes Type V construction with surface parking at grade in a rear lot.

The concept also allows a developer to add up to two levels of residential units while staying within the 30' building height limit without sacrificing the tall retail storefronts. This is accomplished through setting back the second floor units from the main street, and lowering the mass of the residential units into a portion of the commercial space below.

This strategy maintains the taller commercial storefront appearance along the street, but may offer some development challenges because of the stepping of the building construction. It should be noted that although the concept incorporates high quality design features such as a consistent streetwall, stepbacks, and breezeways, none of these elements are currently required, and could not be ensured without the adoption of design standards and/or guidelines.

Seacoast Drive
With Zoning Amendments

Seacoast Drive Concept, with Zoning Amendments

Similar to the development concept designed under the current zoning code, this concept examines development feasibility on the same lot size of 10,000 SF (100'x100'). Several code changes are introduced to explore maximizing development options. Using revised code requirements, the objectives of the concept design study were to:

- Provide a design alternative that maximizes commercial activity along the Seacoast Commercial subarea.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit, along the east side of the street.
- Provide a development option that is supported by a public parking area program.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit.
- Provide for ocean view decks and breezeway corridors at some second story structures.

Similar to the concept with current zoning, this concept has an overall building height of three stories, but maximizes commercial business exposure to the Seacoast public right of way and intersections, as well as providing 15' high floor to ceiling storefront facades. The development utilizes Type V construction with a Type I podium parking.

To reduce the amount of building massing at the Seacoast, the building is stepped back from the street at its upper levels, and provides breezeways and plaza space at the upper level to maintain view corridors and create public activity areas that may support a café or restaurant. This opening may also provide a direct connection from the street to the parking area.

This strategy assumes the adoption of zoning amendments and associated design standards to ensure a high quality of design. This concept also requires the reduction of parking requirements or reliance on shared parking or a public lot.

Zoning Comparison

The Seacoast Drive concept, with current zoning, is described in detail below. For comparison purposes, the Seacoast Drive concept with zoning modifications is also presented below at right, and all revisions are identified in red. A summary of the proposed parking strategy, development incentives, and proposed zoning amendments and standards follows. The complete package of zoning amendments are outlined within Appendix E: "Package of Recommendations for Draft Zoning, General Plan, and Local Coastal Plan Amendments.

Potential Development Scenario with Current Zoning

Development Project Study Area: 10,000 SF

Zone C-2	Existing Code
FAR	n/a
Allowed Building Area:	n/a
Density Allowed:	29 DU/AC
Units Allowed:	6
Max. Height:	30'
Front Setback	none
Rear Setback	none
Side Setback	none
Street Side Setback	none

Max. Proposed Development Height: 30'

Development Prototype:

Description:
Project is a Type V construction, mixed-use development with ground level commercial facing Seacoast Avenue and two levels of residential above.

In order to gain maximum commercial height exposure (15' floor to ceiling) facing Seacoast and still provide a two story residential unit above within a 30' development height limit, residential units are set back from the street and "stepped down" into the commercial space below. See section drawing 1.4 for more information.

Building Area Summary	
Commercial Retail	3,200 GSF
5 Residential Units	7,200 GSF
Total Development	10,400 GSF

Parking Spaces Required	
Residential - 1.5 per DU	8
Commercial - 1 car per 500 SF*	7
Total Required	15
Total Parking Provided	16

*Code may allow 1 parking space per 500 SF of commercial area though a conditional use permit.

Potential Development Scenario with Zoning Amendments

Development Project Study Area: 10,000 SF

Zone C-2	Existing Code	Revised Code
FAR	n/a	3.0
Allowed Building Area:	n/a	30,000 SF
Density Allowed:	29 DU/AC	45 DU/AC
Units Allowed:	6	10
Max. Height:	30'	40'
Front Setback	none	0'
Rear Setback	none	0'
Side Setback	none	0'
Street Side Setback	none	0'

Development Prototype:

Max. Proposed Development Height: 40'

Description:
Project is a Type V construction, mixed-use development with ground level commercial facing Seacoast Avenue and two levels of residential above.

Abutted against the ground level commercial space is a Type I podium parking with two levels of Type V residential above.

Building Area Summary	
Gross Commercial Area:	5,000 GSF
8 Residential Units	11,520 GSF
Podium Parking	5,500 GSF
Total Development	22,020 GSF

Parking Spaces Required	
Residential - 1.5 per DU	12
Guest Parking	2
Commercial 1 per 1000 SF*	5
Total Required	19
Total Parking Provided	18

*Reduced parking requirements is dependant on the inclusion of a publicly-owned common area parking lot.

Summary of Proposed Parking Strategy

The following is a summary of key recommendations related to parking within the Seacoast Drive area. A complete description of all proposed parking strategies is discussed in detail within Appendix C.

1. Current commercial parking standards require 1 space per 500 sf of commercial. It is recommended that the standards be reduced to 1 space per 1000 sf of commercial, recognizing that the Seacoast is a pedestrian friendly area.
2. Revise the parking code to permit shared parking reductions, utilizing the ULI model or a similar technique.
3. Consider utilizing existing underutilized lots for public parking, where appropriate.

Summary of Market and Financial Feasibility

Market Findings

The following is a summary of the key market findings for the Seacoast Drive sub-area.

1. The most likely location to concentrate retail/restaurant uses is within three nodes: (1) at the corner of Palm Avenue, (2) at the corner of Imperial Beach Boulevard, and (3) near the Pier.
2. The types of land uses supported are as follows:
    - Entertainment and visitor-serving uses such as restaurants, cafés, coffee shops; bars and clubs; and limited specialty stores
    - Lodging facilities such as hotels and bed and breakfast inns
    - Arts, cultural, and civic uses
    - Small in-fill residential and/or live/work loft units over retail and restaurant uses
3. This sub-area is the most likely candidate for lodging facilities to locate due to its proximity to the beach. KMA estimates that if appropriate market conditions, available sites, and amenities were present, approximately 150 new rooms could be accommodated within the sub-area (beyond the proposed Seacoast Inn redevelopment).

Financial Feasibility Findings

The following is a summary of the key financial feasibility findings for the alternative development concepts for the Seacoast Drive sub-area.

1. Increases to height and density limits allow developers greater flexibility, increase potential for higher-quality commercial tenants, and enhance the projects' ability to afford high land acquisition costs.
2. Configuration of ground floor uses do not allow for an anchor tenant. It may be difficult to finance and lease unanchored small retail/restaurant space.
3. Reduction in on-site parking requirements is beneficial to developers in terms of cost reduction and greater flexibility in project design. However, a public agency will likely need to supplement the deficient parking supply.

Summary of Proposed Development Incentives

The following is a summary of key development incentives that have been identified in order to increase the viability of high quality mixed use development within the Seacoast Drive area:

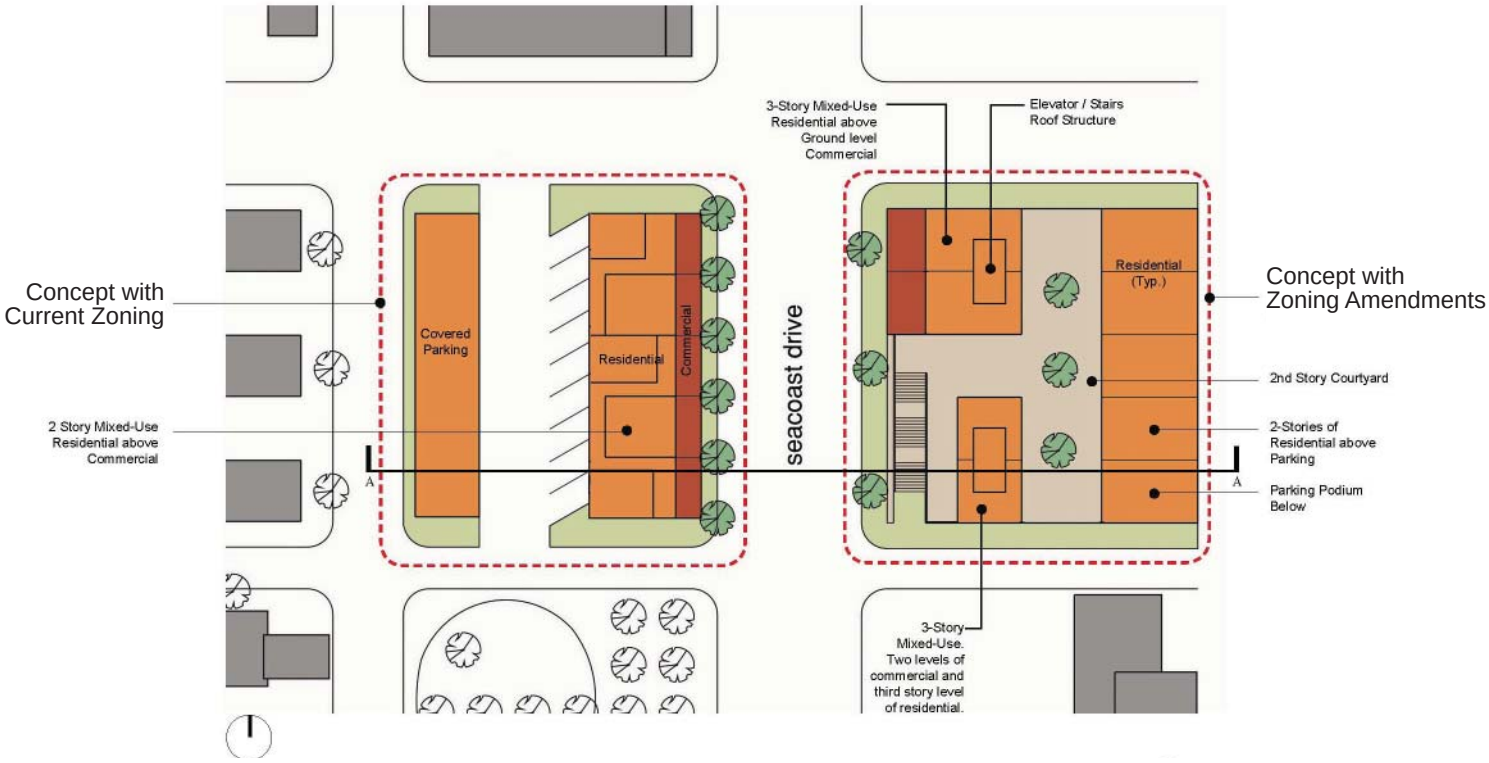
1. Incentivize lot consolidation by not penalizing development potential.
2. Provide clear commercial requirements to increase the overall viability of ground floor commercial and mixed-use development projects.
3. Reduce parking requirements and increase allowable height for projects that meet specific performance standards, such as the following:
    - Eco-friendly design: LEED or compatible
    - Provision of shared parking resources
    - Lot consolidation
    - Exceeds minimum commercial requirement
    - Dedicate land to the ROW

Summary of Proposed Zoning Amendments

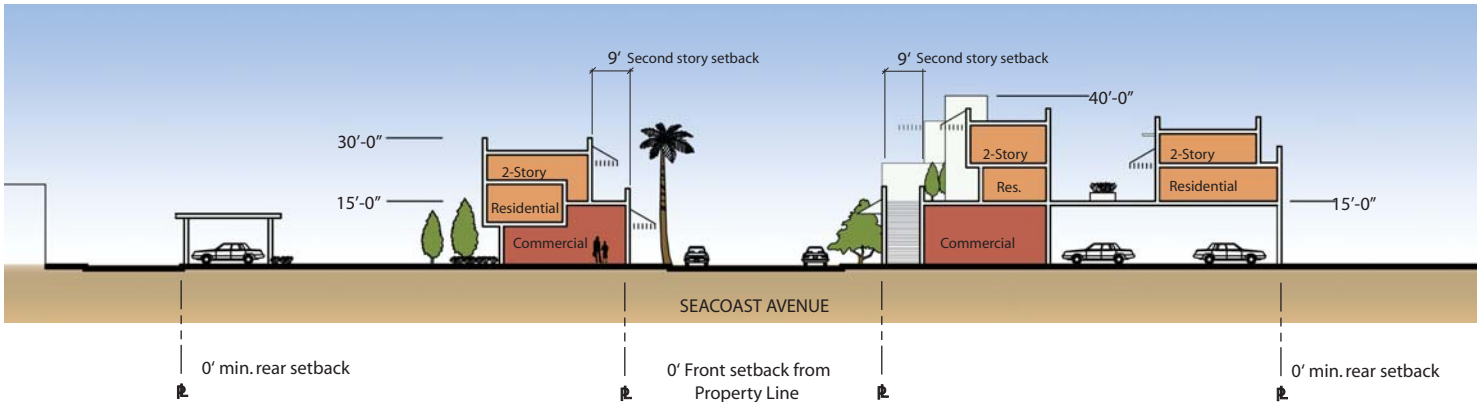
The following is a summary of key zoning amendments recommended within the Seacoast Drive area. A complete description of all proposed zoning amendments is discussed at length within Appendix E.

1. Increase the maximum building height along the east side of Seacoast to 40'.
2. Increase the development density from 29 DU/Acre to 45 DU/Acre.
3. Establish a Floor Area Ratio of 3.0 to limit building bulk and scale.
4. Provide specific development setbacks and stepbacks to maintain a uniform street appearance.
5. Establish minimum requirements to ensure commercial development at the ground floor.
6. Reduce the commercial parking requirement to 1 space per 1,000 SF of commercial floor area (in coordination with proposed parking strategy).

Potential Development Sections

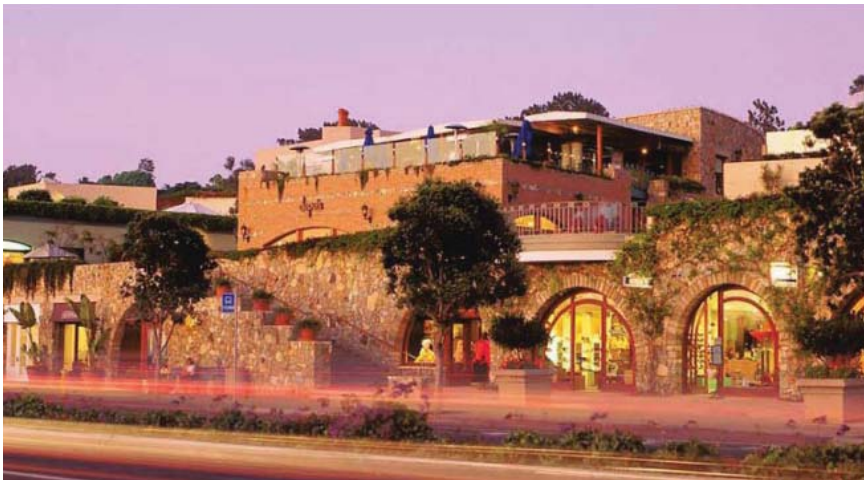


Plans of Seacoast Avenue concepts, with current zoning and with zoning amendments, are illustrated above.



The section of Seacoast Avenue concepts, with current zoning and with zoning amendments, is illustrated above.

Character Analogies



ATTACHMENT 1

Old Palm Avenue

Existing Conditions

The Old Palm Avenue sub-area serves as the link between the Palm Avenue corridor (SR-75) and Seacoast Drive, but also contains characteristics unique to itself. With two blocks spanning approximately 1,100 feet, a number of one- and two-story commercial buildings exist, with uses that include general retail, convenience, and restaurant activities. Some residential units are located in the study area, including a four-story mixed-use building at the sub-area's eastern edge.

This sub-area contains some underutilized parcels and is generally a less active urban environment. It has the potential to become a more vibrant, unique live/work community with its own identity within the Imperial Beach community. At the east end, there is a potential to create a welcoming gesture into the subarea through the use of architecture, landscaping, and wayfinding signage.

Existing Land Uses

Primarily commercial and multi-family residential land uses, with some single-family and other land uses.

Existing Zoning

C-2 Commercial, MU-2 Mixed-use

Existing Zoning Limitations

The limitations found within the Old Palm Avenue subarea are similar to those found in the other study areas:

- It is difficult to achieve 3 stories within the 30' height limit, when trying to incorporate viable ground floor retail.
- Height limit and parking requirements may be reducing the overall financial viability of ground floor commercial and some mixed-use development projects, resulting in fewer built projects.
- Direction is needed to achieve viable retail space at the ground floor.
- Lack of setback requirements creates an inconsistent street wall, with some parking lots at street edge.
- Open space requirements are needed to ensure creation of public amenities.

Old Palm Avenue
With Current Zoning

Old Palm Avenue Concept, with Current Zoning

The commercial parcels along the Old Palm Avenue tend to have more development constraints due to their small lot sizes and lack of alley access compared to the other project study areas. This condition has made development difficult to achieve given the current City's zoning code requirements.

Using the existing C-2 zoning requirements, the concept illustrated above examines the development of four 50'x100' parcels that are assembled into a single 20,000 SF site. The objectives of this conceptual design study are to:

- Provide a design alternative that maximizes commercial activity along the Old Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 30' maximum building height limit.
- Provide massing studies and open space areas that support the pedestrian scale and older character of the existing buildings.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

The design concept maximizes a commercial business' exposure to the Old Palm public right of way by providing 15' tall floor to ceiling storefront facades. The design proposes a two-story mixed-use development of Type V construction with commercial spaces at the ground level and one level of residential units above. Unit parking is located as "tuck-under" garage spaces at the rear of the building. There is also a small parking lot provided in back to service the commercial spaces.

The project introduces "flex" space or live/work units to help attract start-up businesses as well as provide more flexibility for development. However, these uses are placed along the side streets to help create a transition from the residential neighborhood to the commercial corridor along Old Palm Avenue. The concept also includes outdoor public courtyards at intersection corners to encourage more pedestrian activity that may support the commercial uses such as a café or restaurant.

It should be noted that although the concept incorporates high quality design features such as a consistent streetwall and an outdoor plaza, these elements are currently not required, and could not be ensured without the adoption of design standards and/or guidelines.

Old Palm Avenue
With Zoning Amendments

Old Palm Avenue Concept, with Zoning Amendments
Similar to the development concept designed under the current zoning, this concept examines development feasibility on the same example site size, but explores the use of several code changes. The objectives of this modified design were to:

- Maximize commercial uses activity along the Old Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit.
- Provide a development option that is supported by a public parking area program.
- Provide massing studies and open space areas that support the pedestrian scale and character of the corridor.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

Similar to the concept with current zoning, this concept maximizes businesses exposure to the Old Palm Avenue public right of way by providing 15' tall floor to ceiling storefront facades. The design proposes a three-story mixed-use development of Type V construction with commercial spaces at the ground level and two levels of residential above.

Unit parking is located as "tuck-under" garage spaces at the rear of the building. There is also a small parking lot provided in back to service the commercial spaces. Like the concept under the current zoning code, this concept also includes "flex space," also known as "live/work units, to help attract start-up businesses as well as provide more flexibility for development.

The parking requirement for commercial uses is reduced from 1 space per 250 SF of commercial area to 1 space per 1000 SF. This strategy would support a larger parking program of providing a public parking lot with clear and user-friendly wayfinding signage.

This strategy assumes the adoption of zoning amendments and associated design standards to ensure a high quality of design. This concept also requires the reduction of parking requirements and/or reliance on shared parking or a public lot.

Zoning Comparison

The Old Palm Avenue concept, with current zoning, is described in detail below. For comparison purposes, the Old Palm Avenue concept, with zoning modifications is also presented below at right, and all revisions are identified in red. A summary of the proposed parking strategy, development incentives, and proposed zoning amendments and standards follows. The complete package of zoning amendments are outlined within Appendix E: "Package of Recommendations for Draft Zoning, General Plan, and Local Coastal Plan Amendments.

Potential Development Scenario with Current Zoning

Development Project Study Area: 20,000 SF

Zone C-2	Existing Code
FAR	n/a
Allowed Building Area:	n/a
Density Allowed:	29 DU/AC
Units Allowed:	13
Max. Height:	30'
Front Setback	none
Rear Setback	none
Side Setback	none
Street Side Setback	none

Development Proposal:

Development Area: 20,000 SF

Proposed Development Height: 28'

Description:
Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Old Palm Avenue with one level of residential above. Garages for residential units are tucked behind the commercial spaces.

Building B is composed of Type V, ground floor commercial and work/live spaces facing the street. One level of residential above.

Building A	
Commercial Retail	3,750 GSF
5 Residential Units (1,250 SF ea)	6,250 GSF
Residential Garages	2,500 GSF
Building B	
Commercial Retail	1,500 GSF
1 Live / Work Units	1,500 GSF
2 Residential Unit	2,000 GSF
Total Development	17,500 GSF

Parking Spaces Required:	
8 Residential Units - 1.5 per DU	12
Commercial 1 per 250 SF	21
Total Required	33
Parking Provided:	
Surface Parking	14
Garage Parking	10
Total Parking Provided:	24

Note: Project would depend on a publicly-owned common area parking lot, shared parking, or further parking reductions to meet parking requirement.

Potential Development Scenario with Zoning Amendments

Development Project Study Area: 20,000 SF

Zone C-2	Existing Code	Revised Code
FAR	n/a	3.0
Allowed Building Area:	n/a	60,000 SF
Density Allowed:	29 DU/AC	45 DU/AC
Units Allowed:	13	21
Max. Height:	30'	40'
Front Setback	none	0'
Rear Setback	none	0'
Side Setback	none	0'
Street Side Setback	none	0'

Development Proposal:

Development Area: 20,000 SF

Max. Proposed Development Height: 38'

Description:
Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Old Palm Avenue with two levels of residential above. Garages for residential units are tucked behind the commercial spaces.

Building B is composed of Type V, ground floor commercial and a combination of residential and work / live spaces above.

Building A	
Commercial Retail	3,750 GSF
10 Residential Units	12,500 GSF
Residential Garages	2,500 GSF
Building B	
Commercial Retail	1,500 GSF
5 Live / Work Units	6,000 GSF
1 Residential Unit	1,250 GSF
Total Development	27,500 GSF

Parking Spaces Required:	
16 Residential Units - 1.5 per DU	24
Commercial 1 per 500 SF	11
Total Required	35
Parking Provided:	
Surface Parking	14
Garage Parking	10
Total Parking Provided:	24

Note: Project would depend on a publicly-owned common area parking lot, shared parking, or further parking reductions to meet parking requirement.

Summary of Proposed Parking Strategy

The following is a summary of key recommendations related to parking within the Old Palm Avenue area. A complete description of all proposed parking strategies is discussed in detail within Appendix C.

1. Current commercial parking standards require 1 space per 250 sf of commercial. It is recommended that the standards be reduced to 1 space per 1000 sf of commercial, recognizing that the Old Palm Avenue is a pedestrian friendly area.
2. Revise the parking code to permit shared parking reductions, utilizing the ULI model or a similar technique.
3. Consider utilizing existing underutilized lots for public parking, where appropriate.

Summary of Market and Financial Feasibility

Market Findings

The following is a summary of the key market findings for the Old Palm Avenue sub-area.

1. The types of land uses supported are as follows:
    - Entertainment and visitor-serving uses such as restaurants, cafés, coffee shops; bars and clubs; and limited specialty stores
    - Arts, cultural, and civic uses
    - Limited potential for small office suites, occupied primarily by local-serving professional service firms
    - Small in-fill residential and/or live/work loft units over retail and restaurant uses
2. The integration of multi-family uses within mixed-use developments provides market support for new retail and restaurant uses.

Financial Feasibility Findings

The following is a summary of the key financial feasibility findings for the alternative development concepts for the Old Palm Avenue sub-area.

1. Increases to height and density limits allow developers greater flexibility in the design of new developments and enhance the projects' ability to afford high land acquisition costs.
2. Configuration of ground floor uses do not allow for an anchor tenant. It may be difficult to finance and lease unanchored small retail/restaurant space.
3. Reduction in on-site parking requirements is beneficial to developers in terms of cost reduction and greater flexibility in project design. However, a public agency will likely need to supplement the deficient parking supply.
4. New development will likely require assemblage of multiple parcels which will potentially trigger high acquisition costs.

Summary of Proposed Development Incentives

The following is a summary of key development incentives that have been identified in order to increase the viability of high quality mixed use development within the Old Palm Avenue area:

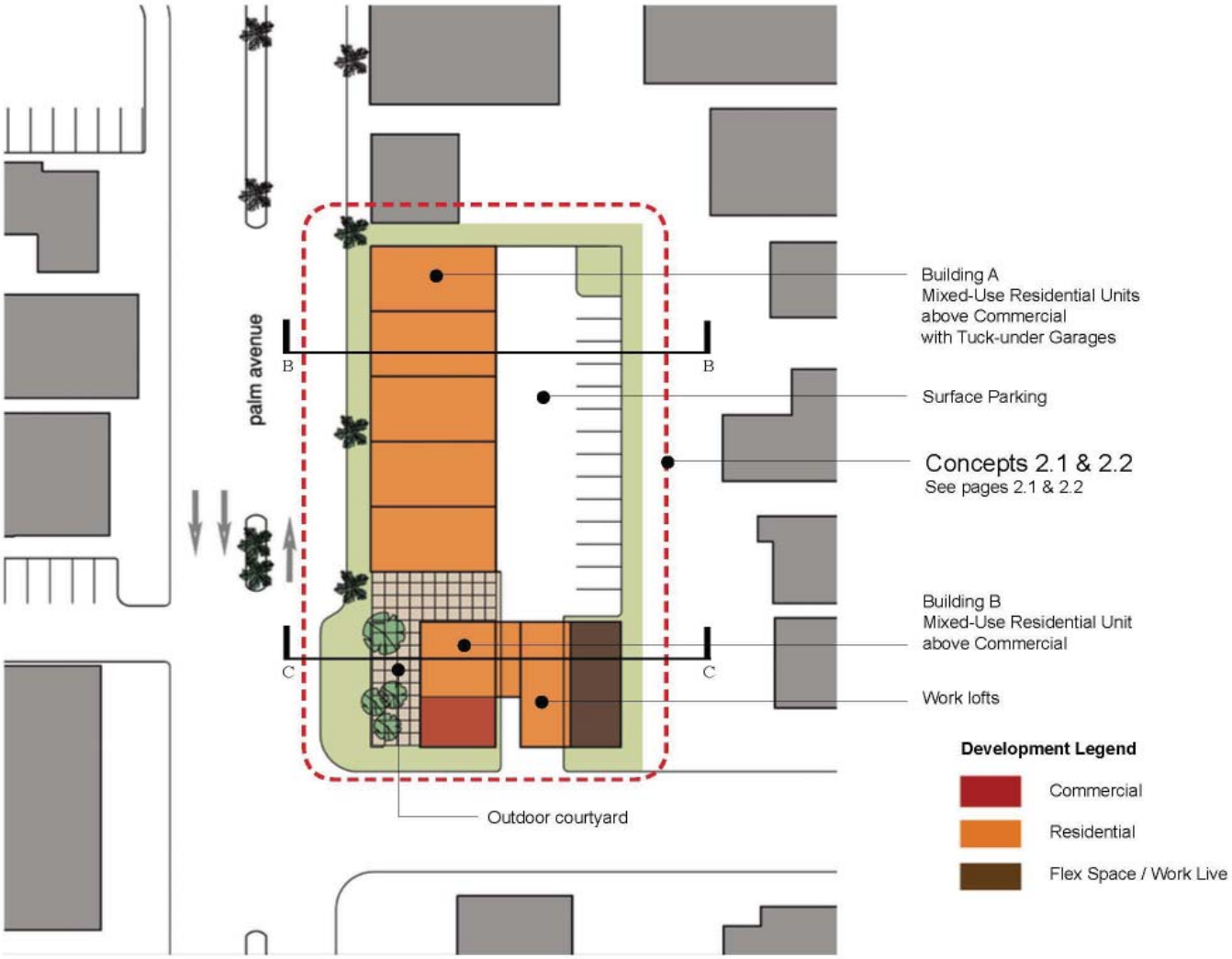
1. Incentivize lot consolidation by not penalizing development potential.
2. Provide clear commercial requirements to increase the overall viability of ground floor commercial and mixed-use development projects.
3. Reduce parking requirements or increase allowable height for projects that meet specific performance standards, such as the following:
    - Eco-friendly design: LEED or compatible
    - Provision of shared parking resources
    - Lot consolidation
    - Exceeds minimum commercial requirement
    - Dedicate land to the ROW

Summary of Proposed Zoning Amendments

The following is a summary of key zoning amendments recommended within the Old Palm Avenue area. A complete description of all proposed zoning amendments is discussed at length with Appendix E.

1. Increase the maximum building height to 40'.
2. Increase the development density from 29 DU/Acre to 45 DU/Acre.
3. Establish a Floor Area Ratio of 3.0 to limit building bulk and scale.
4. Provide specific development setbacks to maintain a uniform street appearance.
5. Establish minimum requirements to ensure commercial development at the ground floor.
6. Provide clear open space requirements to encourage public amenities such as courtyards and walkways.

Potential Development Plan

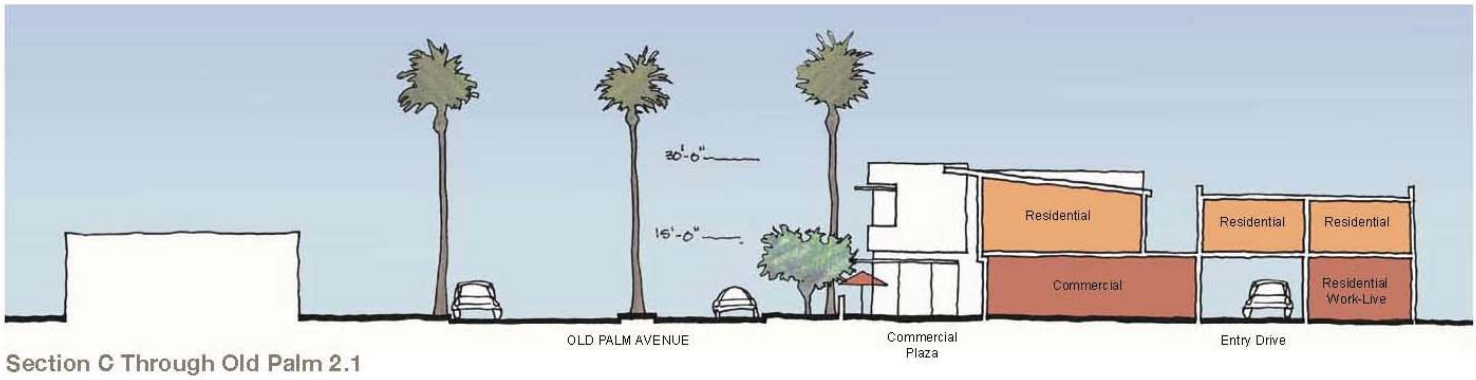


The concept plan for the Old Palm Avenue, with zoning amendments, is illustrated above.

Potential Development Sections

Section B Through Old Palm 2.1

Section B Through Old Palm 2.2



Section C Through Old Palm 2.1

Section C Through Old Palm 2.2

Character Analogies

Palm Avenue / SR-75

Existing Conditions

Palm Avenue, also designated as part of SR-75, serves as a main traffic thoroughfare through Imperial Beach and is a major gateway to the City by both residents and visitors. The Palm Avenue sub-area covers approximately one mile of length along Palm Avenue, from Rainbow Drive to Georgia Street.

Traffic along Palm Avenue may come from Coronado and Silver Strand in the north, or regionally via Interstate 5 and the City of San Diego from the east. With a high volume of both through and non-through traffic, this six-lane arterial offers significant opportunities and challenges for adjacent land uses.

Most of the existing development fronting Palm Avenue is commercial, however the study area also includes a significant amount of multi-family and single-family residential in lots behind the commercial parcels. Existing businesses have tended to cater to automobile traffic. Buildings are primarily commercial/retail and, in most cases, are small in scale in relationship to the corridor's width. Fast food, convenience and neighborhood serving businesses are also in abundance. The area generally is low-scale, with single-story development predominant along the length of the corridor. With some exceptions, the commercial building areas are generally aged and of varied design along the length of the corridor.

Major potential sites for redevelopment include a mobile home park, a vacant hotel site, and the parking area between SR-75 and Palm Avenue (east of Silver Strand Plaza). Due to irregular commercial parcels and narrow lot sizes, for development to be feasible, lots would often need to be combined to assemble parcels big enough to accommodate larger businesses.

Existing Land Uses

The Palm Avenue corridor contains a mix of existing commercial, residential, and other land uses.

Existing Zoning

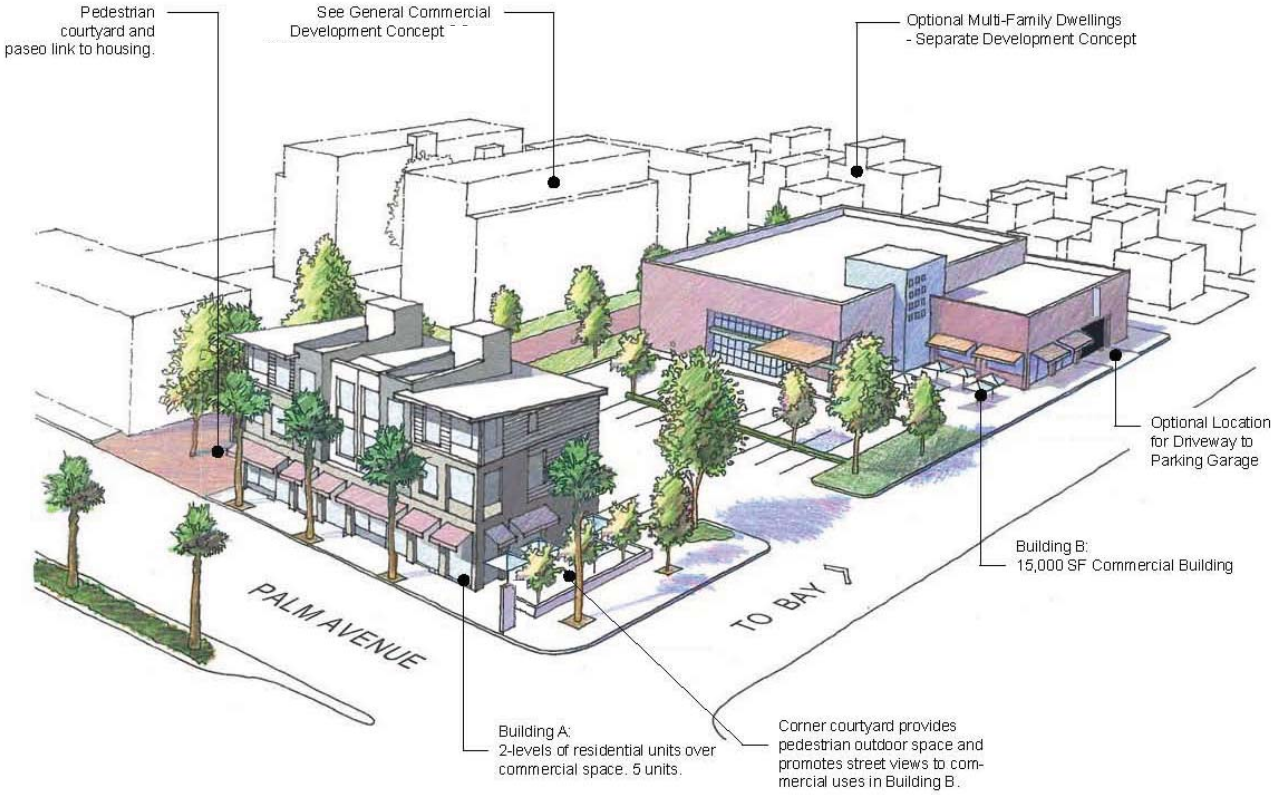
The predominant zoning categories are C-1 Commercial, MU-1 Mixed-use, and R-1-1500 Single Family Residential.

Existing Zoning Limitations

The limitations found within the Old Palm Avenue Area are similar to those found in the other study areas:

- It is difficult to achieve 4 stories and the allowable residential density within the 40' height limit, when trying to incorporate viable ground floor retail.
- Height limit and parking requirements may be reducing the overall financial viability of ground floor commercial and some mixed-use development projects, resulting in fewer built projects.
- Direction is needed to achieve viable retail space at the ground floor.
- Lack of setback requirements creates a hodgepodge of buildings along the street, with parking lots at street edge.
- Open space requirements are needed to ensure creation of public amenities.

Palm Avenue / SR 75
With Current Zoning- Option 1



Palm Avenue Concept, with Current Zoning
Option 1

The Palm Avenue commercial corridor is currently the City's strongest economic generator of commercial activity. Four development concepts are provided to illustrate design potentials utilizing both the existing development code as well as exploring options with code modifications. All development concepts utilize a 42,000 SF project site.

Using the current zoning code, a potential 42,000 SF site is examined in the illustration above. The site is a typical large site made up of multiple parcels and bounded by Palm Avenue to the south, and alley driveways to the north and at mid-block. Key design objectives include:

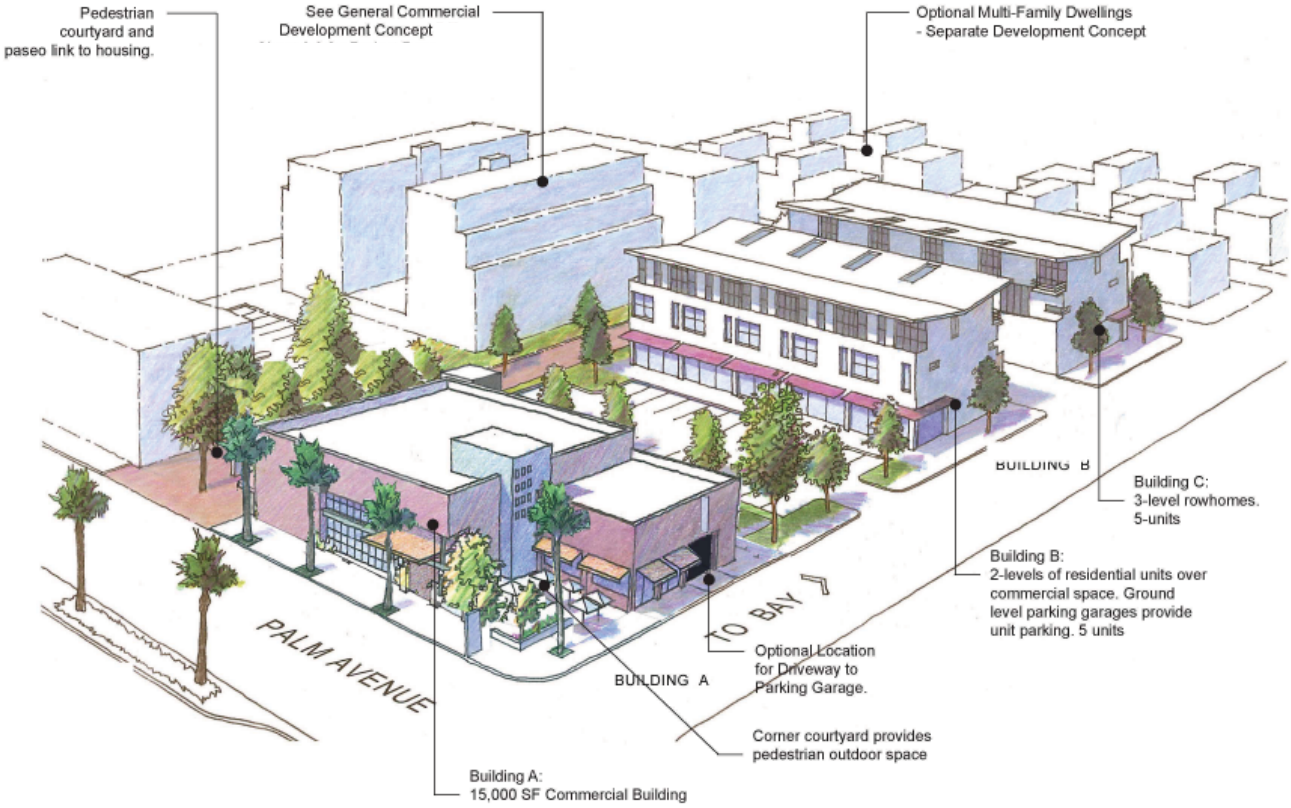
- Provide a design alternative that maximizes commercial activity along the Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit.
- Provide massing studies and open space areas that support planned pedestrian activity along Palm Avenue.
- Provide a development opportunity that utilizes a mid-sized commercial footprint of 10,000 to 15,000 SF.

This design concept explores the placement of a 15,000 SF mid-size, one story, commercial retail building with a 25' building height. The large Type V structure is placed away from Palm Avenue to visually reduce its footprint mass from the Palm Avenue corridor. Along Palm Avenue, a smaller footprint, two to three story mixed- use project with ground floor commercial and upper level residential units help to define the Palm Avenue "street wall". The development would be designed to allow visual access from Palm Avenue to the larger commercial building described above. This can be achieved by creating visual corridors through the front development at the ground level or carving away corner elements of the building.

Utilizing the existing parking code requirements, this concept would require a below-grade parking strategy made up with a one-level, sub-surface parking garage. Some street level parking is also provided and is tucked between the two buildings and is accessed via a side street. The development concept would require a well-designed commercial signage and wayfinding program for both cars and pedestrians.

It should be noted that although the concept incorporates high quality design features such as a consistent streetwall and an outdoor plaza, these elements are currently required, and could not be ensured without the adoption of design standards and/or guidelines.

Palm Avenue / SR 75
With Current Zoning- Option 2



Palm Avenue Concept, with Current Zoning Option 2

Similar to the concept in option 1, this concept examines development feasibility on the same example site size, within the existing zoning code. This option locates the commercial building along Palm Avenue The objectives of this modified design were to:

- Provide a design alternative that maximizes development and commercial activity along Palm Avenue.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 40' maximum building height limit.
- Provide massing studies and open space areas that support the pedestrian scale of the existing buildings.
- Provide a development opportunity that utilizes a mid-sized commercial footprint of 10,000 to 15,000 SF.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

The concept illustrated above proposes three separate buildings. Along Palm Avenue, Building A is a 15,000 sf commercial building, that defines the corner streetwall. The commercial building is Type V construction with one level of below grade parking. Buildings B and C are three story mixed- use buildings with ground floor commercial and two levels of upper level residential units above. Residential units have individual garages accessible via a community driveway. Additional surface parking is provided at the center of the site.

The concept also encourages the creation of an outdoor plaza at intersection corners, and a mid-block pedestrian connection/ paseo link to the housing units, to encourage more pedestrian activity along Palm Avenue.

Palm Avenue / SR 75
With Current Zoning- Option 3

Palm Avenue Concept, with Current Zoning -Option 3

Similar to the development concept in Options 1 and 2, this concept examines development feasibility on the same example site size, within the existing development code. This option locates the commercial building along Palm Avenue The objectives of this modified design were to:

- Provide a design alternative that includes commercial activity and a mix of uses along the Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 60' maximum building height limit.
- Provide massing studies and open space areas that support planned pedestrian activity along Palm Avenue.
- Provide pedestrian outdoor space at a corner location.

The concept illustrated above proposes three separate buildings. All buildings are three level mixed-use buildings of Type V construction, with ground floor commercial and two levels of residential units above. Residential units in Buildings B and C have individual garages accessible via a community driveway. There is additional surface parking provided at the center of the site.

The concept also encourages the creation of an outdoor plaza at intersection corners, and a mid-block pedestrian connection/ paseo link to the housing, to encourage more pedestrian activity along Palm Avenue.

Palm Avenue / SR 75
With Zoning Amendments

Palm Avenue Concept, with Zoning Amendments

Similar to the options under current zoning code, this concept examines development feasibility on the same example site size, but explores the use of several zoning code changes. The objectives of this modified design were to:

- Provide a design alternative that includes commercial activity and a mix of uses along the Palm Avenue commercial corridor.
- Provide a creative design alternative for a commercial / residential mixed-use solution within a 60' maximum building height limit.
- Provide massing studies and open space areas that support planned pedestrian activity along Palm Avenue.
- Provide a pedestrian open space courtyard and paseo.

Along Palm Avenue, Building D is a three story mixed-use project with ground floor commercial and two levels of upper level residential units above. The commercial spaces would support a mid-block pedestrian open space as described under the general design principles. The building is comprised of Type V construction.

Building E is a four story, residential project with that includes "flex" commercial / residential spaces that face the side street. The units are built on top of a Type I parking podium that is partially submerged 6' below grade. The residential structure is a Type V building.

There is additional surface parking provided at the center of the site. The concept also encourages the creation of pedestrian connections/ paseo links to the housing, to encourage more pedestrian activity along Palm Avenue.

This strategy assumes the adoption of zoning amendments and associated design standards to ensure a high quality of design.

Zoning Comparison

The Palm Avenue concepts, with current zoning, are described in detail below. For comparison purposes, the Palm Avenue concepts, with zoning modifications are also presented on the following page, and all revisions are identified in red. A summary of the proposed parking strategy, development incentives, and proposed zoning amendments and standards follows. The complete package of zoning amendments are outlined within Appendix E: "Package of Recommendations for Draft Zoning, General Plan, and Local Coastal Plan Amendments.

Potential Development Scenario with Current Zoning Option 1

Zone: C-1	Existing Code
FAR	n/a
FAR Allowed:	n/a
Density Allowed:	43 DU/AC
Units Allowed:	41
Max. Height:	40'
Front Setback	none
Rear Setback	none
Side Setback	none
Street Side Setback	none

Development Proposal:

Development Area:	42,000 SF
Max. Proposed Development Height:	40'

Description:
Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Palm Avenue with two levels of residential above.

Building B is comprised of Type V, single story commercial building with one level of below grade parking.

Building A	
Commercial Retail	5,000 GSF
5 Residential Units	6,000 GSF
Building B	
Commercial Building	15,000 GSF
Below Grade Parking - 1 Level	19,200 GSF
Total Development	45,200 GSF

Parking Spaces Required:	
5 Residential Units - 1.5 per DU	8
Commercial 1 per 250 SF	90
Total Required	98
Total Parking Provided:	
Surface Level	18
Below Grade	84
Total Provided	102

Potential Development Scenario with Current Zoning Option 2

Zone: C-1	Existing Code
FAR	n/a
FAR Allowed:	n/a
Density Allowed:	43 DU/AC
Units Allowed:	41
Max. Height:	40'
Front Setback	none
Rear Setback	none
Side Setback	none
Street Side Setback	none

Development Proposal:

Development Area:	42,000 SF
Max. Proposed Development Height:	40'

Description:
Mixed-Use Development comprised of two buildings:

Building A is comprised of Type V, single story commercial building with one level of below grade parking.

Building B is comprised of Type V, single story commercial building with two levels of residential above. Residential units have individual garages accessible via a community driveway.

Building A	
Commercial Building	15,000 GSF
Below Grade Parking - 1 Level	15,000 GSF
Building B	
Commercial Retail	2,500 GSF
5 Residential Units	10,000 GSF
Building C	
5 Residential Rowhomes	12,000 GSF
Total Development	54,500 GSF

Parking Spaces Required:	
10 Residential Units - 2 per DU	20
Commercial 1 per 250 SF	70
Total Required	90
Total Parking Provided:	
Surface Level	24
Below Grade Parking Structure	50
Unit Garages	20
Total Provided	94

Potential Development Scenario with Current Zoning Option 3

Zone: C-1	Existing Code
FAR	n/a
FAR Allowed:	n/a
Density Allowed:	43 DU/AC
Units Allowed:	41
Max. Height:	40'
Front Setback	none
Rear Setback	none
Side Setback	none
Street Side Setback	none

Development Proposal:

Development Area: 42,000 SF

Max. Proposed Development Height: 40'

Description:
Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Palm Avenue with two levels of residential above.

Building B is comprised of Type V, single story commercial building with two levels of residential above. Residential units have individual garages accessible via a community driveway.

Building A	
Commercial Retail	5,000 GSF
5 Residential Units	6,000 GSF
Building B	
Commercial Retail	2,500 GSF
5 Residential Units	10,000 GSF
Building C	
5 Residential Rowhomes	12,000 GSF
Total Development	36,750 GSF

Parking Spaces Required:	
15 Residential Units - 1.5 per DU	23
Commercial 1 per 250 SF	30
Total Required	53
Total Parking Provided:	
Surface Level	48
Unit Garages	20
Total Provided	68

Potential Development Scenario with Zoning Amendments

Zone: C-1	Existing Code	Revised Code
FAR	n/a	3.0
FAR Allowed:	n/a	126,000 SF
Density Allowed:	43 DU/AC	43 DU/AC
Units Allowed:	41	41
Max. Height:	40'	60'
Front Setback	none	0'
Rear Setback	none	10'
Side Setback	none	5'
Street Side Setback	none	10'

Development Proposal:

Development Area: 42,000 SF

Max. Proposed Development Height: 54'

Description:
Mixed-Use Development comprised of two buildings:

Building D is composed of Type V, ground floor commercial facing Palm Avenue with two levels of residential above.

Building E is comprised of Type I podium parking, partially set below grade (6'-0"), with four levels of Type V residential above.

Building D	
Commercial Retail	7,500 GSF
6 Residential Units	7,200 GSF
Building E	
25 Residential Units	45,000 GSF
4 Flex-Space Units	4,800 GSF
Podium Parking - 1 Level	19,200 GSF
Total Development	83,700 GSF

Parking Spaces Required:	
35 Residential Units - 1.5 per DU	53
Commercial 1 per 250 SF	30
Total Required	83
Parking Provided:	
Surface Parking	24
Garage Parking	60
Total Parking Provided:	84

Summary of Zoning Amendments, Incentives, and Standards

Summary of Proposed Parking Strategy

The following is a summary of key recommendations related to parking within the Palm Avenue area. A complete description of all proposed parking strategies is discussed in detail within Appendix C.

1. Revise the parking code to permit shared parking reductions, utilizing the ULI model or a similar technique.
2. Consider utilizing existing underutilized lots for public parking, where appropriate.

Summary of Market and Financial Feasibility

Market Findings

The following is a summary of the key market findings for the Palm Avenue/SR-75 sub-area.

1. The City's major community retail and services are concentrated within the SR-75 corridor from Rainbow Drive on the west to Emory Street on the east. This area contains the existing Imperial Beach Promenade and other large sites.
2. The City exports more than half of its retail sales potential to outside communities. If suitable sites can be assembled and developed with appropriate retail uses, the City may be able to recapture a portion of this sales leakage.
3. The types of land uses supported are as follows:
    - Community-serving facilities such as food and drug stores; restaurants, cafés, and coffee shops; limited specialty stores; and personal services
    - Multi-family residential, potentially within mixed-use developments
    - Limited potential for first- and second-story office space in the finance, insurance, and real estate (FIRE) or medical/dental business categories
4. The integration of multi-family uses within mixed-use developments provides market support for new retail and restaurant uses.
5. There may be initial market resistance from retail/restaurant patrons required to park in podium/subterranean parking structures. Current consumer preference is for surface parking in close proximity.

Financial Feasibility Findings

The following is a summary of the key financial feasibility findings for the conceptual development prototypes for the Palm Avenue/SR-75 sub-area.

1. Increases to height and density limits allow developers greater flexibility in the design of new development and enhance the projects' ability to afford high land acquisition costs.
2. Reliance on podium/subterranean parking is expensive and potentially infeasible in the near-term market. 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.
3. New development will likely require assemblage of multiple parcels which will potentially trigger high acquisition costs.
4. Larger site assemblies allow for inclusion of anchor retail tenants, which in turn assists developers in obtaining financing and leasing space to small shops and restaurants.

Summary of Proposed Development Incentives

The following is a summary of key development incentives that have been identified in order to increase the viability of high quality mixed use development within the Palm Avenue subarea:

1. Incentivize lot consolidation by not penalizing development potential.
2. Provide clear commercial requirements to increase the overall viability of ground floor commercial and mixed-use development projects.
3. Although reduced parking requirements may not be required, they may be incorporated as a development incentive.
4. Subject to a community vote, increase allowable height for projects that meet specific performance standards, such as the following:
    - Eco-friendly design: LEED or compatible
    - Provision of shared parking resources
    - Lot consolidation
    - Exceeds minimum commercial requirement
    - Dedicate land to the ROW

Summary of Zoning Amendments, Incentives, and Standards

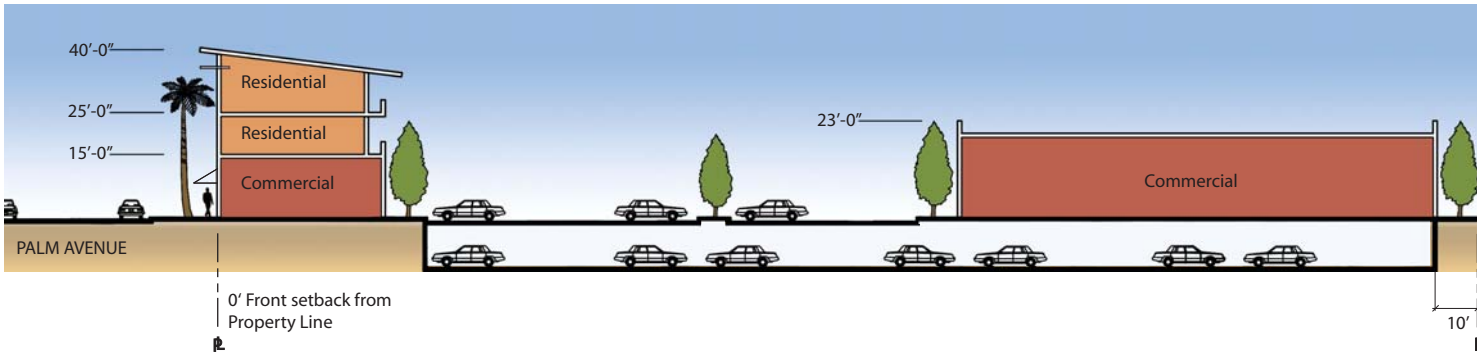
Summary of Proposed Zoning Amendments

The following is a summary of key zoning amendments recommended within the Palm Avenue area. A complete description of all proposed zoning amendments is discussed at length within Appendix E.

1. Subject to a community vote, increase the maximum building height to 60'.
2. Provide specific development setbacks to maintain a uniform street appearance.
3. Establish minimum requirements to ensure commercial development at the ground floor.
4. Allow "flex space," or live/work units at ground floor along side streets.
5. Establish a minimum density of 30 dwelling units per acre.

Potential Development Plan

Concept plans for Palm Avenue, with zoning amendments, are illustrated above.



The conceptual section above, illustrates the relationship between mixed-use, retail and parking, shown in Option 1 above.

Potential Development Plan

Concept plans for Palm Avenue, with zoning amendments, are illustrated above.

Potential Development Plan

Concept plans for Palm Avenue, with zoning amendments, are illustrated above.

Character Analogies

ATTACHMENT 1

13th Street / Imperial Beach Boulevard

Existing Conditions

The 13th Street/ Imperial Beach Boulevard study area includes two smaller study areas: one around the intersection of 13th Street and Imperial Beach Boulevard, and the other at the northeast corner of 13th Street and Iris Avenue. The area experiences high traffic volumes as it serves as regional gateway to the City (eastward), primary access to the beachfront areas (westward), and for commuters to the military facilities (southward), in addition to local residences in the surrounding neighborhoods.

The areas contain neighborhood-serving commercial uses, with a few residential or mixed-use projects. The largest parcels contain standard strip commercial with uses such as restaurants, general retail and neighborhood-serving amenities. Several newer mixed-use projects have been developed in this location, and some redevelopment activity is currently underway. However, further redevelopment of the area will be challenged by assembly of the smaller, private lots.

The existing smaller scale commercial buildings at the intersection were designed with an automobile access orientation, which has allowed the erosion of the intersection's corners with open space parking lots. While this provides a visual open space relief traveling by car, it creates an environment with is not pedestrian friendly.

Existing Land Uses

Primarily contain existing commercial and multi-family residential land uses, although some mixed-use, single-family residential and surface parking also exist.

Existing Zoning

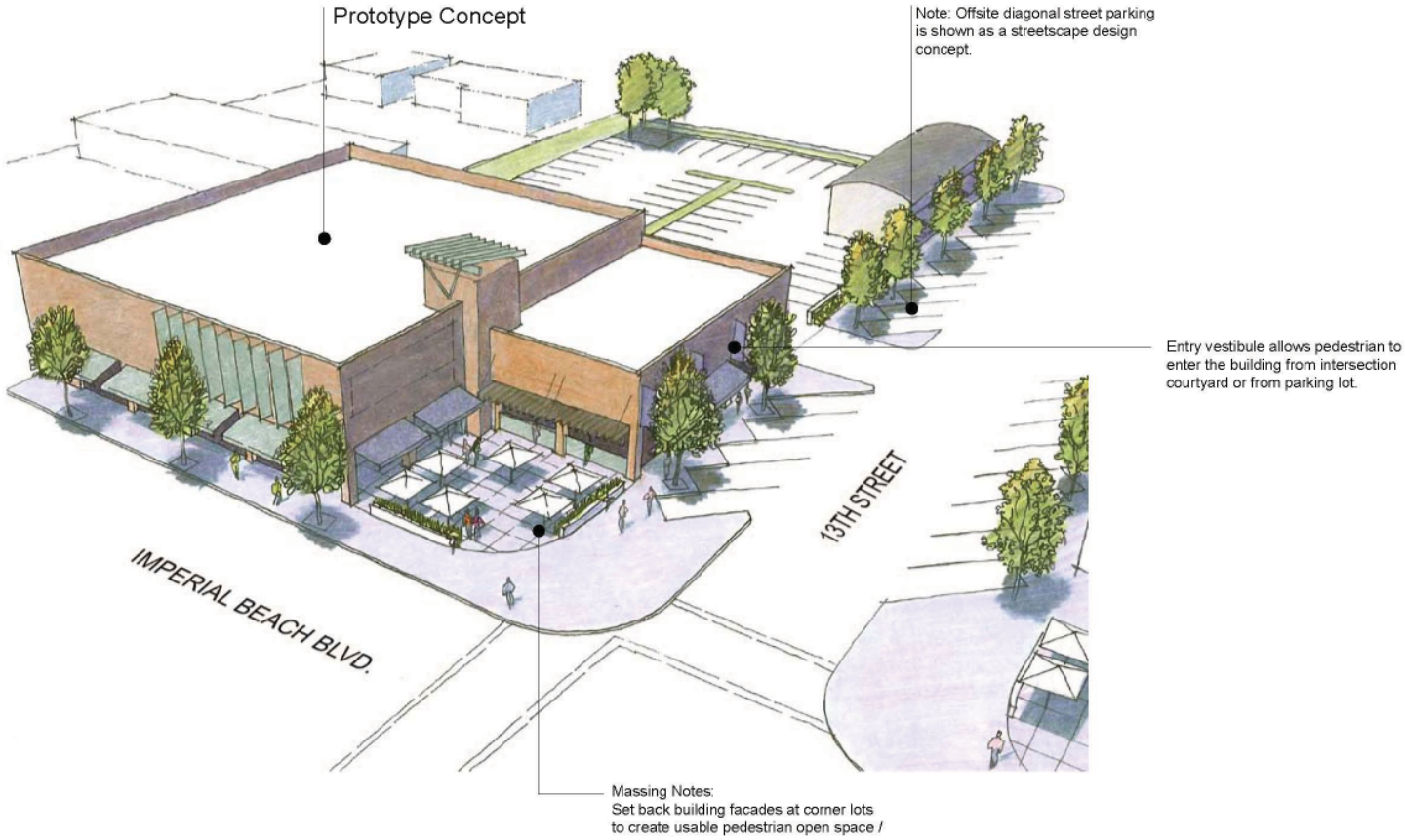
C-3 Commercial

Existing Zoning Limitations

The limitations found within the Old Palm Avenue subarea are similar to those found in the other study areas:

- It is difficult to achieve 3 stories within the 28' height limit, when trying to incorporate viable ground floor retail.
- Height limit and parking requirements may be reducing the overall financial viability of ground floor commercial and some mixed-use development projects, resulting in fewer built projects.
- Direction is needed to achieve viable retail space at the ground floor.
- Lack of setback requirements creates a hodgepodge of buildings along the street, with parking lots at street edge.
- Current zoning doesn't encourage a walking environment for the surrounding areas.
- Open space requirements are needed to ensure creation of public amenities.

13th Street Gateway/ Imperial Beach Boulevard With Current Zoning



13th Street Gateway Concept, with Current Zoning

The development concepts for the 13th Street Gateway were intended to create a pedestrian friendly commercial zone that would support pedestrian activity connecting to the surrounding residential neighborhoods.

The development concept illustrated above examines the development of a 36,000 SF site. Using the existing code requirements, the objectives of the concept design study were to:

- Provide a design alternative that maximizes commercial activity at the 13th Street and Imperial Beach Boulevard intersection node.
- Provide a creative design alternative for a commercial development solution within a 28' maximum building height limit.
- Provide massing studies and open space areas that support the pedestrian scale of the existing buildings.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

The illustrated concept proposes the development of a one-story 10,000 SF commercial stand alone building along with a smaller, 1,200 SF commercial building that fronts 13th Street. Both structures are Type V construction.

The development illustrates the placement of a medium-sized drug-store or small grocery store along with the required parking. The buildings are set close to the corridor's property line to maintain a uniform urban street wall with parking located to the back or side of the buildings. While parking is easily visible from 13th Street, the existing alley is used to provide additional access.

It should be noted that although the concept incorporates high quality design features such as a consistent streetwall that addresses the corner, a taller building height, and the provision of an outdoor plaza, these elements are currently required, and could not be ensured without the adoption of design standards and/or guidelines.

13th Street Gateway/ Imperial Beach Boulevard With Zoning Amendments

Old Palm Avenue Concept, with Zoning Amendments
Similar to the concept developed under the current zoning code, the concept illustrated above examines development on the same example site area but explores the use of several zoning code changes. The objectives of this modified concept design were to:

- Provide a design alternative that maximizes commercial activity at the 13th Street and Imperial Beach Boulevard intersection node.
- Provide a creative design alternative for a commercial development solution within a 40' maximum building height limit.
- Provide massing studies and open space areas that support the pedestrian scale of the existing buildings.
- Provide public open spaces at corner locations to encourage pedestrian activity that support local businesses.

The concept proposes the development of two mixed-use buildings that, together, define an open public space courtyard at the corner of 13th Street and Imperial Beach Blvd. Both structures are Type V construction. Both buildings are three-stories that offer commercial retail uses at the ground level and office space at the upper floors.

The buildings are set close to the corridor's property line to maintain a uniform urban "street wall" with parking located to the back or side of the buildings. To reduce the amount of driveways off of 13th Street, parking is accessed via the alley or though a single driveway off of 13th. The concept also creates an outdoor public plaza at the street intersection corner to encourage more pedestrian activity that may support the commercial uses such as a café or restaurant.

This strategy assumes the adoption of zoning amendments and associated design standards to ensure a high quality of design. This concept also requires the reduction of parking requirements and/or reliance on shared parking or a public lot.

Zoning Comparison

The 13th Street Gateway concept, without zoning amendments, is described in detail below. For comparison purposes, the concept with zoning modifications is also presented below at right, with all revisions identified in red. A summary of the proposed parking strategy, development incentives, and proposed zoning amendments and standards follows. The complete package of zoning amendments are outlined within Appendix E: "Package of Recommendations for Draft Zoning, General Plan, and Local Coastal Plan Amendments.

Potential Development Scenario with Existing Zoning

Zone: C-3	Existing Code
FAR	n/a
FAR Allowed:	n/a
Density Allowed:	21 DU/AC
Units Allowed on Site:	18
Max. Height:	28'
Front Setback	none
Rear Setback	none
Side Setback	none
Street Side Setback	none

Development Proposal:

Development Area:	36,000 SF
Max. Proposed Development Height:	25'

Description:
Mixed-Use Development comprised of two buildings:

Project is comprised of Type V, 15,000 SF single story commercial building with surface level parking.

Buildings	
Commercial Building	10,000 GSF
Commercial Building	1,200 GSF
Total Development	11,200 GSF
Parking Spaces Required:	
Commercial 1 per 250 SF	45
Total Required	45
Total Parking Provided:	
Surface Level	45
Total Provided	45

Potential Development Scenario with Zoning Amendments

Zone: C-1	Existing Code	Revised Code
FAR	n/a	3.0
FAR Allowed:	n/a	108,000 SF
Density Allowed:	22 DU/AC	43 DU/AC
Units Allowed:	18	35
Max. Height:	28'	40'
Front Setback	none	0'
Rear Setback	none	10'
Side Setback	none	5'
Street Side Setback	none	0'

Development Proposal:

Development Area:	36,000 SF
Max. Proposed Development Height:	38'

Description:
Mixed-Use Development comprised of two buildings:

Building A is composed of Type V, ground floor commercial facing Palm Avenue with two levels of office above.

Building B is composed of Type V, ground floor commercial facing the side street with two levels of office above.

Building A - 3 Stories	
Ground Level Commercial	3,600 GSF
2nd Story Loft Office Space	3,600 GSF
Building B - 3 Stories	
Ground Level Commercial	3,600 GSF
2nd Story Loft Office Space	3,600 GSF
Total Development	14,400 GSF
Parking Spaces Required:	
Office - 1 per 250 SF	14
Commercial 1 per 250 SF	14
Total Required	28
Parking Provided:	
Surface Parking	33
Total Parking Provided:	33

Summary of Zoning Amendments, Incentives, and Standards

Summary of Proposed Parking Strategy

The following is a summary of key recommendations related to parking within the 13th Street Gateway area. A complete description of all proposed parking strategies is discussed in detail within Appendix C.

1. Revise the parking code to permit shared parking reductions, utilizing the ULI model or a similar technique.

Summary of Market and Financial Feasibility

Market Findings

The following is a summary of the key market findings for the 13th Street/Imperial Beach Boulevard sub-area.

1. The types of land uses supported are as follows:
    - Neighborhood-serving retail, auto-oriented convenience retail, and/or business and personal services
    - Limited potential for small office suites, occupied primarily by local-serving professional service firms
1. Residential development is challenging due to the existing mix of commercial uses and the difficulty in creating an appealing residential environment.

Financial Feasibility Findings

The following is a summary of the key financial feasibility findings for the conceptual development prototypes for the 13th Street/Imperial Beach Boulevard sub-area.

1. Increases to height and density limits allow developers greater flexibility in the design of new developments and enhance the projects' ability to afford high land acquisition costs.
2. The parcels within the sub-area do not allow for development of an anchor tenant. It may be difficult to finance and lease unanchored small retail/restaurant space.
3. Reliance on podium/subterranean parking is expensive and potentially infeasible in the near-term market. 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.

Summary of Proposed Development Incentives

The following is a summary of key development incentives that have been identified in order to increase the viability of high quality mixed use development within the 13th Street Gateway area:

1. Incentivize lot consolidation by not penalizing development potential.
2. Provide clear commercial requirements to increase the overall viability of ground floor commercial and mixed-use development projects.
3. Although reduced parking requirements may not be required, they may be incorporated as a development incentive.
4. Increase allowable height for projects that meet specific performance standards, such as the following:
    - Eco-friendly design: LEED or compatible
    - Provision of shared parking resources
    - Lot consolidation
    - Exceeds minimum commercial requirement
    - Dedicate land to the ROW

Summary of Proposed Zoning Amendments

The following is a summary of key zoning amendments recommended within the 13th Street Gateway area. A complete description of all proposed zoning amendments is discussed at length with Appendix E.

1. Increase the maximum building height to 40'.
2. Increase the development density from 22 DU/Acre to 43 DU/Acre.
3. Establish a Floor Area Ratio of 3.0 to limit building bulk and scale.
4. Provide specific development setbacks to maintain a uniform street appearance.
5. Establish minimum requirements to ensure commercial development at the ground floor.

Potential Development Sections

Plans of the 13th Street Gateway concepts, with current zoning and with zoning amendments, are illustrated above.

Character Analogies

ATTACHMENT 1

Appendix B

SUMMARY OF COMMUNITY WORKSHOP #2

ATTACHMENT 1

Imperial Beach Commercial Zoning Review Project
Summary of Workshop #2

As a part of the Commercial Zoning Review project, development concepts were prepared which reflected a potential project achievable under the exiting zoning code, and a similar project under revised (more permissive) zoning standards. A public workshop was held on October 2, 2008 from 6-8 pm in the City of Imperial Beach to introduce these concepts. The purpose of this second workshop was to provide a forum for community members to discuss the relative merits of alternative development concepts for each subarea district, using the Guiding Themes (developed from Workshop #1) as an evaluation tool. Six city residents and a few public agency representatives offered generally positive feedback on the development concepts associated with proposed zoning code revisions. Attendance was low due to television coverage of a national presidential debate on the same evening.

Much of the feedback received without prompting validated issues pertaining to goals and visions of the subarea, a topic covered in Workshop #1. When prompted, individuals expressed general support for zoning changes. Their feedback is summarized below, while their original comments are provided as an attachment.

Comments on Seacoast Drive
Major Themes: parking, land use and general maintenance.

Density/height increase on east side is acceptable. The City might need to go to 5 to 6 stories for projects to pencil out though. Zoning changes should promote hotel, vacation, bed and breakfast, and transient occupancy tax opportunities. The City would need to locate a common parking structure for this subarea or identify other provision of parking. The City needs to strengthen property maintenance enforcement.

Comments on Old Palm Avenue
Major Themes: parking, tourist-supporting and lot depths/consolidation.

Uses and character should reflect those of Seacoast Drive with emerging tourism and hospitality focuses. The density as proposed is OK, however lot depths are challenges to achieving great projects (especially where no service alleys available). This area could use a lighter density than Seacoast, and certainly needs a common parking structure (Downtown Palm Springs was identified as an example). Live/work project ideas were well received for this subarea. High character and quality should be promoted.

Comments on Palm Avenue Corridor
Major Themes: height, high-traffic location, and pedestrian access.

The corners of 9th and Palm are identified as key parcels; this should be emphasized as an activity hub and development may be expected to radiate from there. Increased height is critical, and is possibly needed higher than proposed. The City should take advantage of the high-traffic volume through promotion of specific commercial uses amenable to the traffic (such as Navy and beach tourism). The City needs to think about how to encourage safe pedestrian crossing points.

Comments on 13th Street Corridor
Major Themes: parking, character and long-range planning needed.

Some thought the diagonal parking may not be suitable for 13th Street. However, they liked smaller features like courtyards and ballards. A uniform building line was preferred, and long-range Navy plans were encouraged to be reviewed for opportunities and ideas for this subarea. It was suggested to consider expanding the commercial planning area west on IB Blvd. However, participants felt this was the lowest priority for redevelopment as revenues would be lowest here.

Community Participants:

Jim King	418 Daisy Avenue	jimkingforIB@gmail.com
Guy Cariglio	244 Date Avenue	gcar54@cox.net
Jerry Biel	702 Suncoast Drive	
Roger Benham	220 Dahlia Avenue	roger@ebencor.com
Jack Van Zandt	162 Elder Avenue	jvzandt@cox.net
Kelly Tracy	573 12th Street	kellytracyart@cox.net
Travis Cleveland	SANDAG	tcl@sandag.org
Tom Ritter	CITY OF IB	tritter@cityofib.org

Comment Card Verbatim Feedback:

Palm Avenue Corridor - Should be open for unrestricted height on north side, possibility for more TOT revenue. - 9th & Palm / 7th & Palm – concur with drawings - High traffic via 75. Should take advantage - Focus @ 9th & Palm, going west and east. Core commercial area.' - "Downtown IB" concept needs focus. - Are there statistics to back up the claim that people want change?	*Old Palm Avenue* - Old Palm, with Seacoast, key locations for emerging tourism/ hospitality industry opportunities - Concur with added height - Concur with EDAW drawings. - Parking? Do it like Palm Springs. - Does not reflect actual lot depths - No longer a center median - Probably needs lighter density - Could combine lots linearly - Common parking structure
Seacoast Boulevard - Key to economic sustainability - Need more hotel / motel opportunities - Concur w/ EDAW recommendations - Use common parking structure away from commercial - Del Mar not a very good example because it steps up a hillside - Some density/height increase on east side of Palm. Focus on model & hospitality first.	*13th Street Corridor* - Hard neighborhood - Need "trickle-down" effect from Seacoast - Take advantage of Navy plans - Look at larger parcel combinations

Flipchart Notes

13th Street Development Concept

- Diagonal parking hazardous on 13th St.
- Navy plans at Ream Field – more commutes, truck traffic
  - Look at Navy plans
- Look at back-in, drive-out diagonal parking
- Artistic ballards on corner pop-out
- Lite parking in rear
- Bring uniform building line
- Versus zig zagging of existing development to street
- Courtyards
- Rough section – hard to justify new business – work on beautification of City first
- Low-income area/fast food franchises
- Attract new commercial investors?
- Neighborhood commercial – supported by new development ($) in other areas
- Expand "Planning area" further west on IB Blvd.

Old Palm Development Concept

- No service alleys→ houses back up
- View corridors
- Commercial up to 2 story (res. on 3rd)
- Underground alley?
- Live, work, play
- Parking garage elsewhere (Palm Springs example)
- Tourism industry should be supported here
  - Last destination before Mexico
- Protect/promote "Classic IB"
- Height limit should go up
- Bars! Projects don't have to match
- How are we going to persuade communities to change?
- No high rise, but increase height reflecting/tied to:
  1. maintaining character
  2. "dollarize the value"
  3. Need to increase height to allow development that will generate tax revenue for needed public services & facilities (police, street lights, etc.)

Palm Ave Corridor Development Concept

- Do we really need 60'
  - Discussion of 15' ground floor, plus 3 levels @ 10-12'
- Height takes advantage of bay view
- Opportunity for roof-top amenities (all subareas)
- Comparison to Virginia Beach
  - Need to consider role of hotel vs. catalyst proximity of transportation/connections
- This is a designated area that is eligible to compete for SANDAG funds
- Signage identifying beach direction
  - From freeway
- Consolidate auto-related services in 1 area
- This is area where we need greater height
- Identify a downtown/center for a hub of activity – classic/iconic symbol
  - 'miracle block' was former center
  - Is there an opportunity @ 9th/Palm, like a Hillcrest sign?
  - Also as a contrast to beach
- County's largest employer @ North Island. This corridor could capture business from those trips or those people as residents
- How do we reach out
  - to other residents to gain support
  - to developers to gain interest
- Height and elevation along Palm could capture ocean, bay and mountain views
- Pedestrian bridge or other connection to get people across, especially @ 9th/Palm or tied to (locomotive?) could also facilitate PDA/accessibility
- Destination from young/old linear mall along Palm

Seacoast Corridor Development Concept

- Similar to existing shopkeepers and artist's projects – except these options will be viable
- Opportunity for City to gain revenue with parking
- Never is enough parking
- Total tax revenue is what we need – start @ Seacoast
- Need to look at types of retail per zoning
- This is tourist based city – bring in types of uses to bring in tourist revenue/people
- Identify key catalytic uses/sites for hotel (supports above statement)
- Seacoast/IB and Seacoast/13th are big catalyst opportunities
- Is tourist based economy a fallacy? Can we compete? Our beach is not currently a destination
- Is there an opportunity for something like a "Thursday Club" in Point Loma?
- Idea of living and working here
- Lack of maintenance related to rental
- To pencil, may need to go even taller – 5 to 6 levels
- May need centralized parking structure
- Vacation rental, B&B
- (6w) incentivize those uses, such as short-term rentals
- Make solar aspects (voltaic) a requirement for all development – connect to "Eco-Tourist" concept
- If city enforces maintenance requirement, can get a head-start on redevelopment

ATTACHMENT 1

Appendix C

PARKING STRATEGY MEMO

ATTACHMENT 1

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

> 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

> 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

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[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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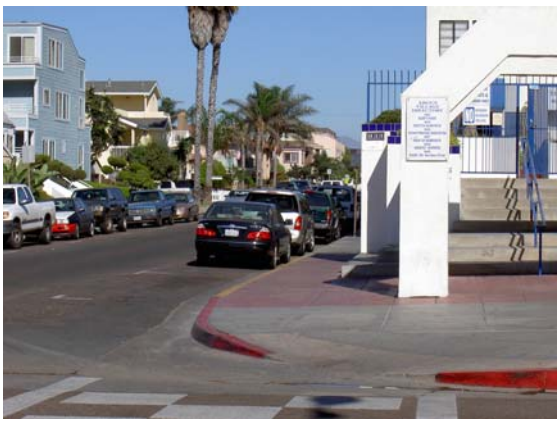
September 2007
DC07-0087

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.

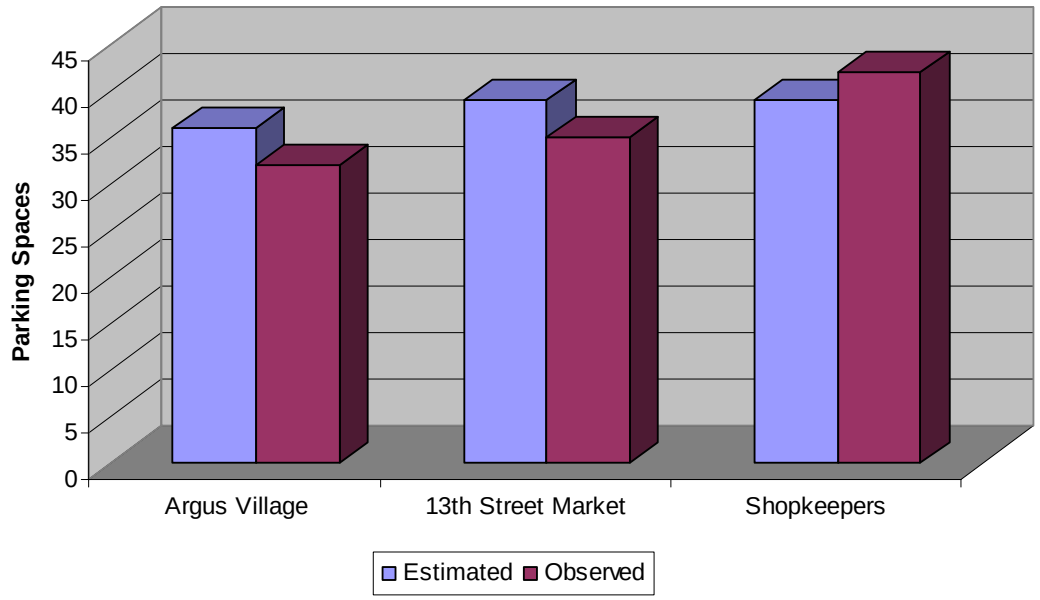
To determine if shared parking would be applicable to the City of Imperial Beach, we applied the standardized shared parking model at four sites where we conducted field observations. These

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.

- 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 A

APA Shared Parking Model Code Language

4.8.3. MODEL SHARED PARKING ORDINANCE

Communities have used several tools to minimize the overall amount of surface parking in neighborhoods, downtowns, and commercial areas. One tool has been to allow certain land uses to meet the minimum requirements for parking spaces by sharing spaces with other uses. Shared parking arrangements are applied when land uses are adjacent or in close proximity to one another, have different parking demand patterns, and are able to use the same parking spaces or lots throughout a day. Shared parking is also commonly used in mixed-use developments where commercial and office tenants have varying hours of operation. In general, shared parking is most effective when the land uses have significant different peak parking characteristics that vary by time of day, day of week and work for businesses, restaurants, churches, schools, and other uses.

Jurisdictions with shared parking standards tend to limit the types of land uses to which such provisions can be applied. For example, in Bastrop, Texas, shared parking may be allowed in the case of mixed uses (different buildings) for up to 50 percent of the parking spaces required for a theater or other place of evening entertainment (after 6:00 p.m.), or shared parking may be provided for a church when parking for banks, offices, and similar uses not normally open, used, or operated during the same hours as church events or services. Shared parking must be in the same parking lot (Bastrop 2003).

In Ft. Collins, Colorado, residential uses are prohibited from reducing the amount of parking required per unit by using shared parking. The rationale for this is that circumstances may arise where a resident is unable to access the shared lot and thus would have no parking available at all. Planners recognize that such a scenario would be very unpopular and could undermine the overall effort to promote shared parking (Barkeen 2003).

The commentary for Portland Metro's Model Shared Parking Ordinance notes that the closer shared spaces are to the land uses they serve, the more likely the arrangement will be a success. The model ordinance provides maximum distances between land uses and parking spaces that would make them eligible to be classified as shared parking spaces/areas (Portland Metro 1997).

Of the dozen or so ordinances that were reviewed for this model, Seattle offers the largest overall reductions in required parking in its shared parking provisions. For example, where an office use and a retail sales or service use share parking, the parking requirement for the retail sales and service use may be reduced by 20 percent, provided the reduction does not result in fewer spaces than the minimum required for the office use. For arrangements involving a residential and retail sales and service use, the residential use may reduce its parking by 30 percent, provided the reduction does not result in less than the minimum required for the retail and service use. Furthermore, no restaurant or entertainment uses may share parking with residential uses. And for residential and office use shared arrangements, the residential portion may be reduced by as much as 50 percent, provided there is still the minimum required amount for the office use. Jurisdictions using this model ordinance may consider applying no minimum number of required spaces for office uses if such an approach is appropriate and practical in the local districts.

The ordinance has additional provisions for shared parking arrangements between land uses that are either solely daytime uses or solely nighttime and Sunday uses. Daytime uses include administrative offices, retail sales and service (excluding restaurants), and wholesale storage. Nighttime and Sunday uses include restaurants and drinking establishments, religious uses, theaters, and school auditoriums. The planning director can authorize that up to 90 percent of the parking required for a daytime use may be supplied by the off-street parking provided by a nighttime or Sunday use and vice-versa, and up to 100 percent when the nighttime or Sunday use is a religious facility. Applicants must show there is no major conflict between the operating hours of the uses that share parking.

According to Mark Troxel, a land-use planning analyst with the city of Seattle, shared parking is applied primarily by single-owner, mixed-use buildings. This is the case for two primary reasons: Seattle's land-use code has many mixed-use zones, and the city strongly encourages mixed-use developments that incorporate residential and retail uses, residential and office uses, or a combinations thereof. Troxel says that because "parking is such a big cost driver" most developers are eager to use shared parking as a means of reducing the total number of spaces they must provide (Troxel 2004).

Less than 5 percent of the shared parking arrangements in Seattle are between adjacent properties with different owners. Troxel says this is largely because each property owner is required to sign a parking covenant, which essentially places an easement on the portion of the parking that one owner is providing to the other as part of the arrangement. In the past, landowners had signed covenants without a sunset date, essentially locking them in the arrangement indefinitely. Troxel says some of those arrangements became a problem for property owners who sell their property (when the new owners balk at the existing parking covenant) and for the other owner who still needed the parking but must deal with the new owner. Finally he says that in some cases property owners have granted rights to share parking for as many as six other properties for the exact same spaces. Such problems with the covenants and the oversharing of parking are difficult to enforce and are generally complaint driven.

The model shared parking ordinance here adapts Seattle's regulations. Under this model, applicants for zoning permits in certain areas within the community would either be required to evaluate the use of shared parking or may elect to do so. In case, the zoning administrator or other code enforcement official would promulgate guidelines for the preparation of shared parking feasibility studies, which applicants would use. Where the shared parking proposal entails two or more separately owned properties, the owners of those properties must enter into an agreement regarding access to, and maintenance and management of, the shared parking spaces. The zoning administrator may require applicants to submit a shared parking plan as part of the site plan requirements for a zoning permit.

Primary Smart Growth Principle Addressed: Variety of transportation choices
Secondary Smart Growth Principle Addressed: Compact building design

101. Purpose

(1) The purposes of the ordinance are to:

(a) allow a reduction in the total number of parking spaces required for certain properties in cases where a mix of adjacent land uses have varying peak periods of parking demand;

(b) reduce the overall amount of impervious surfaces, specifically the amount of land devoted to surface parking; and

(c) support [*insert applicable plan name*] policies that call for:

[*List relevant plan policies here such as: 1. Encouraging compact development and efficient use of land; 2. Promoting nonmotorized vehicle trips including walking and bicycling; and 3. Improving accessibility and mobility to common destinations for users of all transportation modes.*]

102. Applicability

(1) Applicants for a zoning permit for any change of use [shall *or* may] evaluate the feasibility of shared parking arrangements as part of their application where:

(a) The proposed use is in an area identified in [*applicable plan name*] as characterized by concentrated or mixed-use development, including land located in the following zoning districts:

[1. *Central business district*]

[2. *Town center district*]

[3. *Transit station or transit-oriented development district*]

[4. *Regional center district*]

[5. *Neighborhood commercial district*]

[6. *Main street district*]

Comment: *These are sample names for zoning districts. Users of this model can substitute their own districts.*

(b) The number of parking spaces proposed by the applicant is more than [10] percent of, or more than [10] spaces greater than, the minimum number of parking spaces required by the [parking standard ordinance], whichever is greater.

103. General Provisions

(1) Shared parking is allowed between two or more uses to satisfy all or a portion of the minimum off-street parking requirement.

(2) Shared parking is permitted between different categories of uses or uses with different hours of operation.

(3) A use for which an application is being made for shared parking shall be located within [800] feet of the parking facility.

(4) The reductions to parking permitted through shared use of parking shall be determined as a percentage of the minimum-parking requirement as modified by the reductions permitted in other sections of the parking ordinance.

Comment: *A jurisdiction may allow initial reductions in parking requirements for certain uses or in certain districts that would be calculated prior to the consideration of a shared parking arrangement. Seattle, for example, allows for reductions in parking standards for landmark buildings, for uses in areas where transit is available, and in pedestrian commercial zones.*

(5) An agreement providing for the shared use of parking, executed by the parties involved, shall be filed with [zoning administrator]. Shared parking privileges shall continue in effect only as long as the agreement, binding on all parties, remains in force. If the agreement is no longer in force, parking shall be provided as otherwise required by this chapter.

[*Section 104: Alternative 1*]

104. Calculation of Parking Requirements for Shared Parking; Shared Parking Feasibility Study

(1) 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 for a zoning permit. The[zoning administrator] shall promulgate written guidelines for the preparation of such studies by [date].

(2) A shared parking feasibility study shall:

(a) identify the properties and uses for the study (the study may include properties and uses not the subject of the zoning permit, provided that the applicant obtains a letter of authorization from the property owner or his or her agent);

(b) determine the number of parking spaces that would be required by applying the standard for the uses for all of the properties in subparagraph (2)(a) above;

(c) determine the peak parking demand for the combined demand of all of the uses for all of the properties in subparagraph (2)(a) above using standard parking generation rates in sources approved by the [zoning administrator]; and

(d) compare the results of (b) and (c) above.

If the [zoning administrator] finds that the shared parking feasibility study is consistent with guidelines promulgated pursuant to paragraph (1) above, the [zoning administrator] shall use the lesser of the two parking demands calculated in subparagraph (2)(d) above as the minimum number of parking spaces to be provided for all the properties and uses in the study;

(3) If standard parking generation rates for any of the uses in the study are not available, the applicant may collect data at similar sites to establish local parking demand rates. If the shared parking feasibility study assumes use of an existing parking facility, the applicant shall conduct field surveys to determine actual parking accumulation.

Comment: *The Urban Land Institute (2004) has developed procedures for conducting shared parking studies. For parking generation rates see, for example, APA PAS Report No. 510/511,* Parking Standards *(2001), which contains examples of parking standards from hundreds of ordinances around the U.S. In addition, see* Parking Generation, 3d edition *(2004) published by the Institute of Transportation* and Shared Parking Planning Guidelines *(ITE 1995), which contains guidelines for planning and regulating shared parking facilities.*

In The High Cost of Free Parking *author Donald Shoup assails planners' use of parking standards altogether. He argues that, because of numerous significant flaws in how jurisdictions calculate parking standards the amount of parking that gets built bears little or no relationship to what is actually needed. This has resulted in an oversupply of parking in many jurisdictions, which has had far reaching negative implications on everything from the natural environment to downtown revitalization efforts to making transit infeasible through low-density auto-dependent land use patterns. Readers of this report are strongly encouraged to read* The High Cost of Free Parking. *Although critical of the status quo in parking policy, it is sure to spark a lively debate in your community out of which some creative solutions to this problem could emerge (Shoup 2005).*

[*Section 104-Alternative 2*]

104. Calculation of Parking Requirements for Shared Parking Between Different Categories of Uses, Uses with Different Hours of Operation, and Uses of the Same Type

(1) Shared Parking for Different Categories of Uses. Business establishments constituting different categories of use may share parking as follows:

(a) If an office use and a retail sales and service use share parking, the parking requirement for the retail sales and service use may be reduced by 20 percent, provided that the reduction shall not exceed the minimum parking requirement for the office use.

(b) If a residential use shares parking with a retail sales and service use other than lodging uses, eating and drinking establishments or entertainment uses, the parking requirement for the residential use may be reduced by 30 percent, provided that the reduction does not exceed the minimum parking requirement for the retail sales and service use.

(c) If an office and a residential use share off-street parking, the parking requirement for the residential use may be reduced by 50 percent, provided that the reduction shall not exceed the minimum parking requirement for the office use.

(2) Shared Parking for Uses With Different Hours of Operation.

(a) For the purposes of this Section, the following uses shall be considered daytime uses, operating anytime between the hours 8:01 a.m. and 5:59 p.m. [Monday through Friday only]:

1. Customer service and administrative offices

2. Retail sales and services, except [eating and drinking establishments and] entertainment uses

3. Wholesale, storage and distribution uses

4. Manufacturing uses

5. Other similar primarily daytime uses, as determined by the [zoning administrator].

(b) For the purposes of this section, the following uses shall be considered nighttime uses, operating anytime between the hours of 6:00 p.m. and 8:00 a.m., or [Saturday and] Sunday uses:

1. Auditoriums accessory to public or private schools

2. Religious facilities

3. Entertainment uses, such as theaters, bowling alleys, and dance halls

[4. Eating and drinking establishments]

5. Other similar primarily nighttime or Sunday uses, as determined by the [zoning administrator]

Comment: *A good deal of judgment must be applied to determine which uses are "daytime" and which are "nighttime" activities because these are not cut-and-dried*

determinations. Of these, eating and drinking establishments may be the most problematic. A restaurant that is a "supper club" would be a "nighttime" use, but one that serves breakfast and lunch would not. For that reason, they have been placed in brackets.

(c) The [zoning administrator] may authorize upon application the use of up to 90percent of the required off-street parking for a daytime use to serve as the required off-street parking provided for a nighttime or Sunday use and vice-versa, except that this may be increased to 100 percent when the nighttime or Sunday use is a religious facility. The applicant shall demonstrate that there is no substantial conflict in the principal operating hours of the uses for which the sharing of parking is proposed.

(3) Shared Parking for the Uses of the Same Type

(a) The [zoning administrator] may authorize in writing shared parking arrangements between two or more commercial uses having the same or overlapping operating hours, allowing reductions in the total minimum number of required parking spaces as follows:

1. Up to a 20 percent reduction in the total minimum number of required parking spaces for four or more separate establishments;

2. A 15 percent reduction in the total minimum number of required spaces for three establishments; and

3. A 10 percent reduction in the total minimum number of required spaces for two establishments

(b) No reductions to the parking requirement shall be made if the proposed business establishments have previously received a reduction through the provisions for shared parking under paragraphs (1) or (2) above.

(c) The establishments for which the application is being made for shared parking shall be located within 800 feet of the parking facility. The parking facility shall be located in a commercial or residential-commercial zone.

(d) The reductions to parking quantities allowed through shared parking shall be determined as a percentage of the minimum parking requirement as stated in Section [cite to Section establishing minimum parking requirements by use].

(e) New business establishments seeking to meet parking requirements by becoming part of an existing shared parking arrangement shall provide the [zoning administrator] with an amendment to the agreement stating their inclusion in the shared parking facility or area.

105. Written Agreement between Property Owners to Share Parking

(1) Where an application for a zoning permit for which shared parking is proposed includes two or more separately owned properties and the [zoning administrator] has made a determination of the minimum number of required parking spaces for the each of the applicable properties and uses, the [zoning administrator] shall require that the owners of the properties enter into a legal agreement guaranteeing access to, use of, and management of designated shared parking spaces. The agreement shall be in a form approved by the [local government law director], included as a condition of the zoning permit, and enforceable by the [local government].

(2) Where an application for a zoning permit for which shared parking is proposed includes two or more properties owned by the same property owner and the [zoning administrator] has made a determination of the minimum number of required parking spaces for the applicable properties and uses, the [zoning administrator] shall require that the owner of the properties shall enter into a legal agreement with the [local government] guaranteeing access to, use of, and management of designated shared parking spaces. The agreement shall be in a form approved by the [local government law director], included as a condition of the zoning permit, and enforceable by the [*local government*].

106. Shared Parking Plan

(1) The [zoning administrator] may require an applicant for a zoning permit that incorporates shared parking to submit a shared parking plan. Such a plan shall be included as an addendum to a site plan and shall be drawn to the same scale. A shared parking plan includes one or more of the following:

(a) A site plan showing parking spaces intended for shared parking and their proximity to the uses they will serve.

(b) A signage plan that directs drivers to the most convenient parking areas for each particular use or group of uses, if such distinctions can be made.

(c) A pedestrian circulation plan that shows connections and walkways between parking areas and land uses.

(2) The shared parking plan shall satisfy the following standards, as applicable:

(a) Shared spaces for residential units must be located within [300] feet of dwelling unit entrances they serve.

(b) Shared spaces at nonresidential uses must be located within [500] feet of the principal building entrances of all sharing uses. However, up to [20] percent of the spaces may be located greater than [500] feet but less than [1,000] feet from the principal entrances.

(c) Clearly delineated and direct pedestrian connections must be provided from the shared parking area(s) to the building entrances.

(d) Pedestrians shall not be required to cross an arterial street to access shared parking facilities except at a signalized intersection along a clearly delineated pedestrian pathway.

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An Example of a Shared Parking Calculation

Calculate the shared parking required for a mixed-use development with a 40,000-gross-square-foot (GSF) office building and a 5,000 GSF Restaurant.

Step 1. Determine the base parking required (as per the local parking ordinance) for each land use.

Assume the parking standards ordinance requires, at a minimum, 2.7 spaces per 1,000 GSF for office uses and 15.3 spaces per 1,000 GSF for restaurants.

Parking for offices = 2.7 x 40,000/1,000 = 108 spaces
Parking for restaurant = 15.3 x 5,000/1,000 = 77 spaces

Combined base requirement: 108 + 77 = 185 spaces

Step 2. Based on the hourly variation in parking demand, determine the peak parking demand for the combined demand of all the uses in the development.

Standardized data (e.g., those contained in the Urban Land Institute report, *Shared Parking)* or other studies should be used to estimate hourly variations. Field studies can also be performed on similar land uses within the jurisdiction to establish the hourly variation patterns. This analysis may be needed for both weekdays and weekends, depending on the type of uses involved, and may need to consider seasonal peak periods.

Table 1: Weekday Hourly Parking Demand Ratios for Office Buildings And Restaurants (Source: ULI, *Shared Parking*, 1983)

Hour of Day	Office Parking Demand per 1,000 GSF	40,000 GSF Office	Restaurant Parking Demand per 1,000 GSF	5,000 GSF Restaurant	Total Spaces Needed to Meet Combined Demand
(1)	(2)	(3)	(4)	(5)	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
1 PM	2.7	108	14.0	70	178
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

Example: Table 1 shows the various hourly parking demand rates for offices and restaurants (columns 2 and 4) from ULI data. These rates were multiplied by the GSF of each development to determine the number of parking spaces needed each hour during a typical

weekday. The hourly parking demands for this example are shown in Figure 1. Below is the combined peak parking demands for several critical hours during the day

Combined Demand for Office peak hour at 11 a.m.:

Office = 3.0 spaces/1,000 GSF; Restaurant = 6.0/1,000 GSF

Combined Demand = (3.0 x 40) + (6.0 x 5) = 120 + 30 = 150 spaces

Combined Demand for Restaurant peak hour at 7 p.m.:
Office = 0.2 spaces/1,000 GSF, Restaurant = 20.0/1,000 GSF
Combined Demand = (0.2 x 40) + (20.0 x 5) = 8+100 = **108 spaces**

Peak Demand for Combined Uses at 1 p.m.:

Office = 2.7 spaces/1,000 GSF, Restaurant =14.0/1,000 GSF
Combined Demand = (2.7 x 40) + (14.0 x 5) = 108 + 70 = **178 spaces**

Peak-Hour Parking Demand for Combination of Uses = 178 spaces

Step 3. Compare the calculations of the two steps above, and the lesser of the two parking demands shall be used as the minimum number of parking spaces required.

Example:

Minimum parking required for both uses according to local parking standards = 185 spaces

Peak-hour parking needs with shared parking = 178 spaces

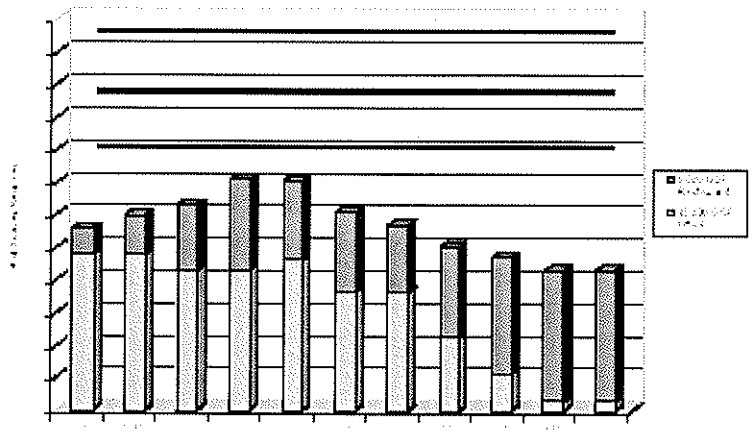
185 – 178 = Net savings of 7 spaces

Table 2 – Combined Parking Requirements from Metro, *Urban Growth Management Functional Plan* (11/96)

Metro Codes	Office Code Req.	40,000 GSF Office	Restaurant Code Req.	5,000 GSF Restaurant	Total Required	Total Provided	Net Savings
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	185	[illegible]	7
Minimum - Zone A	[illegible]	[illegible]	[illegible]	[illegible]	232	[illegible]	54
Minimum - Zone B	[illegible]	[illegible]	[illegible]	[illegible]	279	[illegible]	101

Table 2 shows the potential savings in the construction of parking spaces based on the calculations in the example. Using the maximum parking ratio requirements from the Portland, Oregon, Metro Functional Plan for its Zones A and B, a shared parking arrangement could save as many as 101 parking spaces. The effect of shared parking for this example is also shown in Figure 1.

Figure 1 - Parking Comparison – Shared Parking Demand versus Code Requirements



Appendix B

City of San Diego Shared Parking Code

§142.0545 Shared Parking Requirements

(a) Approval Criteria. In all zones except single unit residential zones, *shared parking* may be approved through a Building Permit subject to the following requirements.

(1) *Shared parking* requests shall be for two or more different land uses located adjacent or near to one another, subject to the standards in this section.

(2) All *shared parking* facilities shall be located within a 600-foot horizontal distance of the uses served.

(3) Parties involved in the shared use of a parking facility shall provide an agreement for the shared use in a form that is acceptable to the City Attorney.

(4) *Shared parking* facilities shall provide *signs* on the *premises* indicating the availability of the facility for patrons of the participating uses.

(5) Modifications to the *structure* in which the uses are located or changes in tenant occupancy require review by the City Manager for compliance with this section.

(b) Shared Parking Formula. *Shared parking* is based upon the variations in the number of parking spaces needed (parking demand) over the course of the day for each of the proposed uses. The hour in which the highest number of parking spaces is needed (peak parking demand) for the proposed *development*, based upon the standards in this section, determines the minimum number of required *off-street parking spaces* for the proposed *development*.

(1) The *shared parking* formula is as follows:

A, B, C	=	proposed uses to share parking spaces
PA	=	parking demand in the peak hour for Use A
PB	=	parking demand in the peak hour for Use B
PC	=	parking demand in the peak hour for Use C
HA%	=	the percentage of peak parking demand for Use A in Hour H
HB%	=	the percentage of peak parking demand for Use B in Hour H
HC%	=	the percentage of peak parking demand for Use C in Hour H
P(A, B, C)	=	peak parking demand for Uses A, B and C combined

Formula:
P(A, B, C) = (PA x HA%) + (PB x HB%) + (PC x HC%), where H = that hour of the day (H) that maximizes P(A, B, C)

(2) Table 142-05H contains the peak parking demand for selected uses, expressed as a ratio of parking spaces to *floor* area.

(3) Table 142-05I contains the percentage of peak parking demand that selected uses generate for each hour of the day (hourly accumulation curve), in some cases separated into weekdays and Saturdays. The period during which a use is expected to generate its peak parking demand is indicated as 100 percent, and the period during which no parking demand is expected is indicated with "-".

(4) The parking demand that a use generates in a particular hour of the day is determined by multiplying the peak parking demand for the use by the percentage of peak parking demand the use generates in that hour.

(5) The parking demand of the proposed *development* in a particular hour of the day is determined by adding together the parking demand for each use in that hour.

(6) The minimum number of required *off-street parking spaces* for the proposed *development* is the highest hourly parking demand.

(7) Uses for which standards are not provided in Tables 142-05H and 142-05I may nevertheless provide *shared parking* with the approval of a Neighborhood Development Permit, provided that the *applicant* shows evidence that the standards used for the proposed *development* result in an accurate representation of the peak parking demand.

(c) Single Use Parking Ratios. *Shared parking* is subject to the parking ratios in Table 142-05H.

Table 142-05H
Parking Ratios for Shared Parking

Use	**Peak Parking Demand** (Ratio of spaces per 1,000 square feet of floor area unless otherwise noted. Floor area includes gross floor area plus below grade *floor* area and excludes floor area devoted to parking)	**Transit Area**(1)
Office (except medical office)		
Weekday	3.3	2.8
Saturday	0.5	0.5
Medical office		
Weekday	4.0	3.4
Saturday	0.5	0.5
Retail sales	5.0	4.3
Eating & drinking establishment	15.0	12.8
Cinema 1-3 screens	1 space per 3 seats	.85 spaces per 3 seats
4 or more screens	1 space per 3.3 seats	.85 spaces per 3.3 seats

Visitor accommodations through *Multiple Dwelling Units*	1 space per *guest room*	1 space per *guest room*
Conference room	10.0	10.0
Multiple dwelling units	(see Section 142.0525)	

Footnote for Table 142-05H

[1] *Transit Area*. The *transit area* peak parking demand applies in the *Transit Area* Overlay Zone (see Chapter 13, Article 2, Division 10).

(d) Hourly Accumulation Rates. Table 142-05I contains, for each hour of the day shown in the left column, the percentage of peak demand for each of the uses, separated in some cases into weekdays and Saturdays.

Table 142-05I
Representative Hourly Accumulation by Percentage of Peak Hour

Hour of Day	**Office** (Except Medical Office)		**Medical Office**		**Retail Sales**		**Eating & Drinking establishment.**		**Cinema**	
	Weekday	Saturday	Weekday	Saturday	Weekday	Saturday	Weekday	Saturday	Weekday	Saturday
6 a.m.	5%	-	5%	-	-	-	15%	20%	-	-
7 a.m.	15	30%	20	20%	10%	5%	55%	35%	-	-
8 a.m.	55	50	65	40	30	30	80	55	-	-
9 a.m	90	80	90	80	50	50	65	70	-	-
10 a.m.	100	90	100	95	70	75	25	30	5%	-
11 a.m.	100	100	100	100	80	90	65	40	5	-
Noon	90	100	80	100	100	95	100	60	30	30%
1 p.m.	85	85	65	95	95	100	80	65	70	70
2 p.m.	90	75	80	85	85	100	55	60	70	70
3 p.m.	90	70	80	95	80	90	35	60	70	70
4 p.m.	85	65	80	50	75	85	30	50	70	70
5 p.m.	55	40	50	45	80	75	45	65	70	70
6 p.m.	25	35	15	45	80	65	65	85	80	80

Hour of Day	Office (Except Medical Office)		Medical Office		Retail Sales		Eating & Drinking establishment.		Cinema	
	Weekday	Saturday	Weekday	Saturday	Weekday	Saturday	Weekday	Saturday	Weekday	Saturday
7 p.m.	15	25	10	40	75	60	55	100	100	90
8 p.m.	5	20	5	5	60	55	55	100	100	100
9 p.m.	5	-	5	-	45	45	45	85	100	100
10 p.m.	5	-	5	-	30	35	35	75	100	100
11p.m.	-	-	-	-	15	15	15	30	80	80
Midnight	-	-	-	-	-	-	5	25	70	70

Hour of Day	Visitor Accommodations					
	Guest Room		Eating & Drinking Establishment		Conference Room	Exhibit Hall and Convention Facility
	Weekday	Saturday	Weekday	Saturday	Daily	Daily
6 a.m.	100%	90%	15%	20%	-	-
7 a.m.	95	80	55	35	--	-
8 a.m.	85	75	80	55	50%	50%
9 a.m	85	70	65	70	100	100
10 a.m.	80	60	25	30	100	100
11 a.m.	75	55	65	40	100	100
Noon	70	50	100	60	100	100
1 p.m.	70	50	80	65	100	100
2 p.m.	70	50	55	60	100	100
3 p.m.	60	50	40	60	100	100
4 p.m.	65	50	30	50	100	100

Hour of Day	Visitor Accommodations					
	Guest Room		Eating & Drinking Establishment		Conference Room	Exhibit Hall and Convention Facility
5 p.m.	60	60	45	65	100	100
6 p.m.	65	65	65	85	100	100
7 p.m.	75	70	55	100	100	100
8 p.m.	85	70	55	100	100	100
9 p.m.	90	75	45	85	100	100
10p.m.	90	85	35	75	50	50
11p.m.	100	95	15	30	-	-
Midnight	100	100	10	25	-	-

Hour of Day	Residential	
	Weekday	Saturday
6 a.m.	100%	100%
7 a.m.	80	100
8 a.m.	60	95
9 a.m	50	85
10 a.m.	40	80
11 a.m.	40	75
Noon	40	70
1 p.m.	35	65
2 p.m.	40	65
3 p.m.	45	65
4 p.m.	45	65

Hour of Day	Residential	
	Weekday	Saturday
5 p.m.	50	65
6 p.m.	65	70
7 p.m.	70	75
8 p.m.	75	80
9 p.m.	85	80
10 p.m.	90	85
11 p.m.	95	90
Midnight	100	95

(Added 12-9-1997 by O-18451 N.S.; effective 1-1-2000.)
(Amended 3-1-2006 by O-19467 N.S.; effective 8-10-2006.)

§142.0550 Parking Assessment District Calculation Exception

(a) Exemption From Minimum Required Parking Spaces. Property within a parking assessment district formed pursuant to any parking district ordinance adopted by the City Council may reduce the number of parking spaces provided from the minimum automobile space requirements in Tables 142-05C, 142-05D, 142-05E, and 142-05F in accordance with the application of the following formula:

(Assessment against the subject property) / (Total assessment against all property in the parking district) x (parking spaces provided in the district facility) x 1.25 = parking spaces reduced.

The remainder of the *off-street parking spaces* required by Tables 142-05C, 142-05D, 142-05E, and 142-05F shall be provided on the *premises* or as otherwise provided in the applicable zone.

Appendix C

Pacific Beach Parking Study

ATTACHMENT 1

WALKER
PARKING CONSULTANTS

PARKING POLICY ANALYSIS
AND RECOMMENDATIONS

PACIFIC BEACH

SAN DIEGO, CALIFORNIA

Prepared for:
DISCOVER PACIFIC BEACH

WALKER PROJECT NUMBER
37-7864.00

MAY 8, 2007

WALKER
PARKING CONSULTANTS

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May 8, 2007

Mr. Benjamin Nicholls
Executive Director
Pacific Beach Community Development Corporation
1503 Garnet Avenue
San Diego, CA 92109

Re: Draft Pacific Beach Parking Policy Analysis and Recommendations
Project Number 37-7864.00

Dear Benjamin:

Walker Parking Consultants is pleased to submit the following draft report of our analysis for parking policy in Pacific Beach. This report summarizes our findings with regard to the parking management policies that we recommend for the district.

We look forward to discussing this report with you at your earliest convenience and hearing your comments.

Sincerely,
WALKER PARKING CONSULTANTS

Steffen Turoff
Parking Consultant

ATTACHMENT 1

WALKER
PARKING CONSULTANTS

PARKING POLICY ANALYSIS
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EXECUTIVE SUMMARY

An executive summary will be provided in the final report. The reader is encouraged to read and comment on the entire draft report before we provide an executive summary.

MAY 8, 2007 PROJECT # 37-7864.00

INTRODUCTION

The Pacific Beach community in San Diego is located along the City's coastline north of Mission Bay. The neighborhood is primarily composed of retail stores, restaurants, hotels, single and multifamily residences and the stunning beaches that line the coast.

The mix of land uses generates a significant and increasing demand for parking. Like the nearby neighborhoods of La Jolla and Mission Beach, but unlike most beach parking located in cities further north in Orange and Los Angeles Counties, all parking on the street in Pacific Beach is free. Time restrictions are insufficient for the purpose of turning over parking spaces. On-street spaces can therefore be extremely difficult to find. The demand for on-street parking is so high that drivers will pay $5.00 to park in private surface lots that offer what is often the only available parking that some members of the public are able to find.[1]

The purpose of this report is to provide recommendations that will result in the most efficient use of the existing parking supply in Pacific Beach. In creating such plans, political considerations sometimes come into play, often at the expense of the policies that will utilize the parking system most efficiently. Parking planning is complex as it affects issues as varied as the health of the neighborhood economy and the ability of the public to access the beach. Except in a few instances, such as the parking needs of neighborhood residents, the following analysis does not consider either the political implications of our recommendations or the eventual input of the Coastal Commission. Our goal is to determine how to use the parking system as effectively as possible so as to provide as many people as possible with access to the Pacific Beach district.

[1] One parking lot operator with whom we spoke said that the phenomenon of private lots offering parking to the public began as an attempt to prevent drivers from "pooching" free spaces in the evening.

METHODOLOGY AND ASSUMPTIONS

Walker relied on data from a number of sources in order to prepare our recommendations. The primary source of data was the Phase II Visitor Oriented Parking Facilities, Study of the Pacific Beach Community. The document was prepared by Wilbur Smith and Associates and finalized in May of 2002. The occupancy counts in the document (which we refer to as WSA 2002) were conducted in 2001. The scope of the current project did not include conducting additional occupancy counts, although we did visit the area and observe, to the extent possible, the dynamic of the parking system.

Although WSA 2002 projects parking demand for 2005, and as far into the future as 2020, such projections are difficult and actual demand numbers may change due to factors ranging from increased population and development to higher gasoline prices.

However, it is important to recognize that the beach is a limited and valuable resource. The Southern California coast represents a limited stretch of real estate that a growing population wishes to access. Access to the beach therefore needs to be managed as efficiently as possible in order to allow as many people as possible to enjoy it.

ASSUMPTIONS REGARDING THE CONSTRUCTION OF MORE PARKING

It should be noted that a goal of WSA 2002 was to assess whether or not the demand for parking in the area warranted the construction of a parking garage. As with any real estate development in Southern California, the construction of a parking facility is extremely expensive. However, unlike other types of real estate development, the "tenants" (in this case those who park their cars in the facility) are often unwilling to pay the full costs of such a project. Few parking structures are able to cover their construction costs, let alone operating, soft and land costs as well. For this reason, whether the cost of providing parking is subsidized by the City or paid by the driver, it is far less expensive and more practical to increase the efficiency of existing parking spaces than to construct new ones.

We do not directly address the issue of whether or not to construct a garage in our recommendations, but conduct our analysis and make

recommendations keeping the following points and assumptions in mind:

1) Whether or not the Pacific Beach Community Parking District (PBCPB) wishes to pursue the development of a parking structure, it will need to significantly improve the management of the existing parking supply. This is, first, because new spaces should not be constructed without better utilizing the existing supply. Second, it is because a parking structure itself can not be efficiently utilized if other parking in the area is not properly managed. People virtually always prefer to park on street than in a garage. Only a severely impacted on-street parking situation or relatively high on-street parking rates will persuade drivers to park in a parking garage.

2) It is our understanding that a new parking facility cannot be built in the area within the foreseeable future as a result of budgetary and land constraints that have arisen since the WSA Study was published in 2002.

IMPROVING THE EFFICIENCY OF THE EXISTING PARKING SUPPLY

Walker performed the following analysis and developed the recommendations contained in this report based on a combination of our experience with parking in municipal commercial districts and beach areas as well as phone calls with city staff in coastal cities throughout California conducted specifically for this report. We then proceeded with the analysis using the following assumptions:

1) The population of the City of San Diego and the entire region continues to increase while the amount of coastline available for public enjoyment remains constant. On a practical level, spatial and financial constraints will almost certainly make it impossible to provide a parking space for every driver who wishes to park, often in a vehicle occupied solely by one person, for free.

2) "Turning" spaces provides more drivers with access to parking. ("Turning" is the reuse of a vacated space by a new car.)

One parking space occupied by a car left all day may serve one employee or long term beach visitor. In the same eight hour period, eight or more customers are able to park and transact business.

3) Free on-street parking encourages drivers to leave vehicles on the street that they might otherwise store in their garages, driveways or maybe not keep at all.

4) Managing parking demand in Pacific Beach will involve trade offs. In order for a commercial or beach district to function properly, certain parking user groups must have priority over others. For example, customers are not willing to walk as far as employees to a business and need to have access to the closest spaces. A beach lover who lives a few blocks away may desire a convenient parking space near the beach every afternoon in the summer, but that parking space may be far more valuable to the family of four spending one day at the beach on their once in a lifetime vacation to San Diego.

5) The use of parking meters or other forms of paid parking are far more effective at creating turnover than are time limits. The enforcement of time limits is also significantly more labor intensive, and therefore more expensive than is the enforcement of parking regulations using parking meters.

6) Some drivers have alternatives when choosing how they reach their destination in Pacific Beach while others may have no other option than driving alone. Effective parking management will not hinder the parking experience for the person who must drive and park, but should instead facilitate the process. When parking demand is high, the real cost of providing parking often makes other options more viable. Two Pacific Beach business owners with whom we spoke stated that a number of their employees lived close enough to work that they did not need to drive. Under the current parking regulations, these employees have as much chance of finding a parking space as a customer coming from Escondido who may leave the area if he cannot find a parking space. The purpose of using parking rates to manage the parking demand is to ensure that both are able to reach their destination.

PARKING POLICIES IN COMPARABLE LOCATIONS

Walker researched parking policies and interviewed staff in a number of cities that face parking issues similar to those confronting Pacific Beach. The two issues on which we focused our questions were 1) the extent to which fees were charged for on-street and beach parking and 2) what measures were in place to regulate the parking of beach goers in residential areas. Walker spoke to staff members in eleven, primarily coastal, California cities and researched the policies of several others. Below we include those comparable locations whose polices we found most relevant to setting parking management policy in Pacific Beach.

DEL MAR

Based primarily on location, Del Mar is one of the best comparable studies for Pacific Beach and appears to offer some of the best lessons for setting parking policy in the district.

Parking meters: Del Mar is one of a handful of cities in San Diego to have on-street parking meters at its beaches.[2] According to the city staff member with whom Walker spoke, the streets have been metered for ten to fifteen years. Ten years ago "pay and display" machines were installed. These are electronic meters that can serve multiple parking spaces from one machine. Parkers pay with currency or credit cards and receive a receipt for a set period of time, which they place on their dashboard for purposes of enforcement.

According to City staff, the spaces regulated by the machines along the northern stretch of beach are located within a few steps of the sand. The northern meters are more convenient to the beach and therefore more popular. As a result, hourly parking rates are $2.00 per hour while in the less convenient southern area hourly rates are

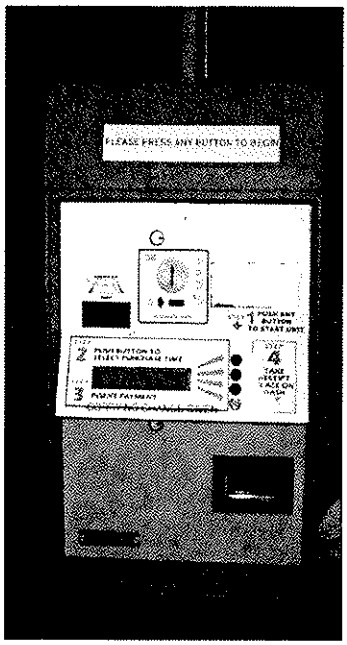


Figure 1: One of Del Mar's Pay and Display Meters.

2 The City of Coronado has parking meters along some of its ocean front and commercial streets. On Sunday, when meters are not in effect, a Hotel del Coronado staff member suggested that parking was very difficult to find. The City of Oceanside has parking meters near its waterfront, although our understanding is that much of the demand is driven by the harbor, a different dynamic than the beaches or commercial area in Pacific Beach. Of course, Downtown San Diego has parking meters as well.

$1.50 per hour. There are no time limits for drivers parked at these meters.

When the proposal to charge for parking was initiated, the California Coastal Commission requested that the City present data demonstrating that the spaces were turning more frequently. Staff explained to Walker that they were able to show turns increasing, in some cases three fold, with stays of two to three hours and three to four turns per day.

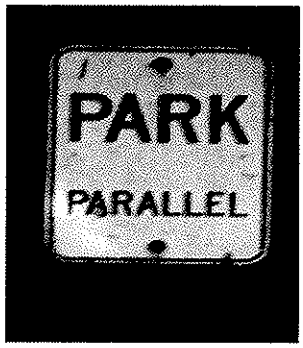
The city's website explains its beach parking policy to the public:

> We use parking meters and machines that dispense parking receipts as another way to ensure turnover and give everyone at least a chance to find a parking space. The meters and the machines have digital displays to show how much time you have purchased. We check on the meters and machines every day and adjust them to keep them working accurately.
>
> There is an even greater demand for parking at the beach on holidays. Del Mar enforces parking on holidays to keep the streets safe as do most other coastal cities in Southern California. We have also found that by enforcing parking, we increase turnover and maximize the use of our limited space.

Beach parking in residential areas: The City staff member with whom Walker spoke estimated that there were 1,000 free parking spaces located in residential areas within walking distance to the beach. He said that the City does not have a residential permit program in place in these neighborhoods and acknowledged that the number of beach goers who parked in residential areas presented a challenge for residents who needed to park their cars. Whether or not there had ever been a residential permit parking program in place was unclear. However, it was suggested that residential parking permits in beach areas was likely to raise concerns among officials at the California Coastal Commission. While such programs do exist in some California cities, most were in effect prior to 1972, when the Coastal Commission was created, and have therefore been grandfathered in place.[3]

[3] It must be noted that the scope of services for this report does not include an analysis of what parking policies may or may not be permissible per Coastal Commission regulations.

During times of peak beach visits, the parking in the residential areas closest to the beach areas fills up by 9:00 AM; the spaces furthest from the beach are completely occupied by 12:00 noon. "Residents," he said, "can't find spaces. They creatively extend their driveways and park perpendicularly on to their lots." In some cases he said, they leave their personal vehicles on the street so as to allow guests to park in their driveways. He added that he thought the problem was common to beach areas in just about any city and, as we heard from city officials in most of the beach cities with whom we spoke, he suggested that, to a large extent, it was a price that one paid for living in a desirable area close to the beach.



TORREY PINES STATE BEACH

There are obviously significant differences between Torrey Pines State Park and Pacific Beach, which is a semiurban commercial area along the coast. However, it is notable that there is a fee for parking at this state beach located roughly 12 miles up the coast from Pacific Beach, $8.00 every day with slightly discounted rates for seniors and the disabled. Free parking spaces apparently exist along old Highway 101 outside the park. It should be noted that parking fees are not uncommon in California state parks.

NEWPORT BEACH

Parking meters and permits for residents: The City of Newport Beach has approximately 2,600 metered parking spaces. Rates range from $0.50 to $1.00 per hour. Many of these meters are located in beach areas that are dense residential areas as well.

Partly as a result of the high demand for visitor parking in these areas that contain many residences as well, the City has a permit parking program that allows purchasers to use their permits to park at the meters:

- Annual Parking Permits allow permit holders to park at the city's blue pole parking meters for $100 per year (with a prorated reduction every quarter of the year).

- Master Parking Permits allow the holder to park at meters of any color throughout the city. The cost of these permits was by

far the highest of any that we saw during our survey, $625 annually (with a prorated reduction every quarter of the year).

- An Overnight Permit entitles the holder to park in the Balboa Municipal overnight lot for $150 annually (with a prorated reduction every quarter of the year).

One of the City's planners with whom we spoke said that one small neighborhood in the City had a residents-only parking plan in place. Apparently other neighborhoods had requested such a policy as well, but it had not been granted.

Beach parking: When one looks at the cost of parking in beach parking lots, it becomes apparent that parking at meters or the annual cost of parking permits is a relative bargain. Depending on the lot, the rate for cars is $0.50 for every 20 minutes ($1.50 per hour) and a maximum of $8.00 per day. However, the weekend and holiday rates go up to $10.00 daily in the more popular beach lot.

Parking rates at lots in Newport Beach are doubled for vehicles longer than 20 feet, a point worth noting in Pacific Beach, where large recreational vehicles parked on-street may not only take up a significant amount of curb space, but by the nature of their use may also be parked for hours or days longer than the typical parked automobile.

HERMOSA BEACH

Like Pacific Beach, Hermosa Beach's popular commercial area is located adjacent to its beach and pier. Parking in the area is shared by businesses, beach goers and residents alike. Although the City constructed a 300-space parking structure in the area, in addition to two surface lots containing another 160 spaces, a significant amount of the area's parking demand is parked at metered on-street spaces as well as unmetered spaces farther away from the beach. Parking meters accept cash keys, which essentially act as rechargeable debit cards and can be purchased from the City. Meter rates vary; the highest is $1.00 per hour.

In the City's designated "impacted area," a parking permit program allows residents, their guests and employees who work in the area to park at specially designated (yellow post) meters without paying or in

one hour zones without regard to the one-hour limit. The policy is similar to that described in Newport Beach but is significantly less expensive in price for the resident, $37.00 annually. The permits are not valid at silver or green post meters, which are designated to serve primarily commercial uses, or parking spaces with 2-hour time limits. Residents can purchase one permit for each vehicle registered in their name. One guest pass (transferable between vehicles) per residential address is available per year as well. The permits amount to a "hunting license" for residents to find parking; they do not guarantee them or their visitors a space.

Figure 2: One of Hermosa Beach's yellow pole parking meters in a residential area.

City staff with whom we spoke stated that this policy predates the creation of the Coastal Commission. It should be emphasized that the program only applies to residents and parking meters in the impacted zones. Where residents live outside the impacted zones, they do not have special privileges at the parking meters.

Other policies of note include meter enforcement hours outside of the impacted area (where the permit system described above was not in effect) from 10:00 AM to 10:00 PM. Several years ago the starting time for enforcement was moved later to allow people more time in the morning before having to move their cars. At the same time, unlike many commercial districts, it encourages the turning of parking spaces well into the evening, when restaurants and bars in the area are still crowded and the demand for on-street parking is still high.

City staff in Hermosa Beach stated that the mix of parking demand is relatively manageable during the week, but that the competition for spaces "heats up" on weekends and peak times of the summer. "We achieved peace a long time ago," said one staff member, referring to the competition for parking between the different user groups in the area. Like officials in other cities, he emphasized that the huge number of people attracted to both visiting and living near the beach required a level of expectation that parking at the beach may not be as convenient as it might be in areas away from the coast.

PARKING POLICIES IN OTHER CITIES – CONCLUSION

Based on our discussions with city staff members and our analysis of parking policies in cities throughout California, we came to the following conclusions:

- While some cities charge for parking in their commercial districts, virtually all cities with beach frontage charge for parking at the beach.

- Fees to park at the beach are always more expensive than in the commercial district.

- Typical on-street rates are $1.00 an hour, but beach parking (both on-street and off-street) is significantly more in many cases.

- Residential permit parking zones exist in most cities, however in beach areas parking is usually shared between residents and beach goers. Residents generally accept tight parking as the inconvenience of living near the beach.

- Hermosa and Newport Beach residents pay for permit parking in residential areas near the beach. Newport residents pay substantially.

RECOMMENDATIONS

From the outset, the goal of this study was to make recommendations based on improving the efficiency of the parking system in Pacific Beach. This is unusual. In most cities, the planning of city parking policies is a contentious process and decisions are heavily if not entirely influenced by political decisions and necessities. However, in many cases parking policies that are put in place for purposes of political expediency negatively affect the performance of the parking system.

Taking into account the assumptions discussed earlier, we therefore note that the following recommendations are geared to maximize the efficiency of the existing parking system and do not take into account political demands that may exist for such policies as low parking rates.

Finally, it should be noted that we make our recommendations using the parking occupancy data included in WSA's 2002 study. Adjustments to pricing and location may be necessary based on changes that have occurred in parking demand patterns since the counts were conducted in 2001.

FLEXIBILITY

The following recommendations represent a significant shift in parking policies in Pacific Beach. Whether it be parking rates, the hours of enforcement or the location of residential parking permit districts, flexibility, particularly early in the implementation process is necessary. Setting the "right" rate in the right place may take time. Low rates of parking occupancy in busy areas will indicate that parking prices have been set too high. Impacted on-street parking in the evening will indicate that the times of meter enforcement should be extended later into the night. For any of these policies, adjustments may be necessary to set policies correctly and set rates according to what expert Donald Shoup calls "the Goldilocks Principle" – not too high and not too low. The same applies for times of enforcement and locations of some rules and restrictions as well.

ON-STREET PARKING

BEACH AND COMMERCIAL AREAS

The demand for on-street parking spaces in Pacific Beach often exceeds the supply and will probably become worse in the future. Among the likely effects of this problem are drivers who are unable to find parking spaces in a quick and timely manner, employees parking in commercial areas and occupying spaces that should serve

customers and increased traffic congestion as drivers circle area streets in search of parking spaces.[4] Unlike many coastal areas and cities, Pacific Beach does not have large parking facilities located immediately adjacent to the beach. In many cases, on-street spaces near the beach represent the premium beach parking spaces, similar to spaces in the higher priced beach lots in Newport Beach or Santa Monica. Demand for these spaces is extremely high.

Taking these considerations into account we recommend metering on-street parking so as to achieve a 90% occupancy rate along the street in the beach and commercial areas. This should be done by creating higher turnover and lower on-street parking occupancy by adjusting the price of on-street parking.[5] The pricing recommended in this section is set in order to achieve the 90% occupancy rate. However, it should be emphasized that the goal is the occupancy rate of 90%, not necessarily the recommended price. We recommend initial rates in Table 1, keeping in mind that they may need to be adjusted based on the demand for parking in the area.

At least two tiers of rates will be necessary in order to effectively manage the higher demand for parking during peak times. However, the rate structure should be made as easy for the public to understand as possible. To achieve management goals, parking rates will need to vary by location as well, due to higher demand for different locations at different times. Parkers who park on street, adjacent to the beach, will pay a premium.

Finally, we note an additional tenet of proper parking management strategies. Drivers generally prefer to park on the street than off street in a parking lot or parking structure. Therefore, in a properly managed parking system, on-street parking spaces should always be priced at a

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[4] Research by UCLA urban planning professor Donald Shoup has shown that during peak hours in some commercial districts a significant percentage of the cars are actually drivers looking for an available parking space.

[5] Typically, the recommended occupancy rate for on-street parking is 85%. However, parking demand in Pacific Beach is high enough that we recommend a 90% occupancy rate so as to be able to utilize more parking spaces.

higher rate than off-street. In Pacific Beach the situation is currently the reverse. Based on the on-street parking occupancies observed in the WSA Study of 2002 and beach and commercial on-street pricing observed in the cities we surveyed we recommend the rates shown in Table 1.

Table 1: Recommended Parking Rates for On-street Parking in Commercial and Beach Areas

Recommended Parking Rates to Achieve 90% Occupancy - Beach and Commercial Areas	Off-peak rate 10:00 AM - 7:00 PM	Off-peak rate 7:00 - 10:00 PM	Peak rate 10:00 AM - 7:00 PM	Peak rate 7:00 - 10:00 PM	Parking time limits
Ocean Boulevard between Grand and Thomas Avenues (beach front)	$2.00/hour	$1.50/hour	$3.00/hour	$2.00/hour	No time limits recommended. Length of stay to be regulated using parking rates only.
West of Mission, Felspar to Pacific Beach (within one block of the beach):	$1.50/hour	$1.00/hour	$2.50/hour	$1.50/hour	
Garnet, Mission to Dawes	$0.75/hour	$0.50/hour	$1.50/hour	$1.00/hour	
Felspar from Mission to Dawes, Dawes from Felspar to Hornblend, Hornblend from Mission to Dawes	$0.50/hour	$0.50/hour	$1.00/hour	$1.00/hour	
Grand, Thomas and Reed between Mission and Cass	$0.25/hour	$0.25/hour	$0.50/hour	$0.50/hour	
Garnet, Dawes to Ingraham	$0.25/hour	$0.25/hour	$0.25/hour	$0.25/hour	

ATTACHMENT 1

RECOMMENDATIONS FOR PARKING POLICY IN RESIDENTIAL AREAS

The composition of the parking demand in Pacific Beach's residential areas changes block by block. While we assume that the majority of the parked cars are generated by the residents themselves, depending on the day, season and the location, a significant number of cars are undoubtedly generated by beach goers, employees or patrons of local businesses. In order to manage this mix of user groups efficiently, we recommend the following measures:[7]

Implement a residential parking permit plan. For a fee ranging from $5.00 to $10.00 monthly, depending on the area, residents may purchase one residential parking permit per licensed driver residing in Pacific Beach.[8] Assigning permits by licensed driver, rather than by household, should address those households which are shared by a number of adults.[9] The residential permits are essentially be a "hunting license" for a parking space. For recreational or other vehicles that are significantly longer than a standard auto and take up more valuable curb space, an additional fee should apply.

In the case of guest parking, we recommend that Pacific Beach follow the Hermosa Beach example and allow for the allocation of one guest parking pass per residence (address) per year. Admittedly, the issue is a complicated one due to the large number of residences in Pacific Beach that we understand are shared by several adults. However, the demand for parking in Pacific Beach is high enough to raise concerns that allowing more than one guest permit per household would encourage the use of these passes by individuals other than guests.

Meter visitor parking in residential areas. On-street parking spaces in residential areas represent a significant portion of the parking supply for beach goers, employees and in some cases business patrons in Pacific Beach. Reserving on-street parking in residential areas solely for residents would likely be inefficient and, based on conversations that Walker has had with city staffs in other coastal cities, may create

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[7] Most changes in policy would be subject to the approval of the California Coastal Commission.

[8] The most common fee we observed for residential parking permits was between $30.00 and $40.00 per year, which was identified in a few instances as roughly covering administrative costs. We use a slightly higher fee to better manage demand on the street.

[9] The City of West Hollywood assigns residential parking permits by drivers license, which allows more flexibility in the assignment process. More than 60% of the City is covered by residential permit parking programs.

concern at the Coastal Commission. In consultation with Discover Pacific Beach staff, Walker concluded that it was necessary to develop a policy in which residential areas could share their on-street parking with visitors as efficiently as possible.

After careful study, Walker has determined that the best way to share the parking on residential streets is the same as on commercial or beach-adjacent streets: if visitors pay a fee for parking on residential streets it would discourage them from occupying so much on-street parking that residents would have nowhere to park. In addition, charging for parking would reflect the value of these parking spaces, encouraging people to be more conservative about the use of these spaces and turning them over more often as well. As with parking in the commercial and beach areas, the goal would be to maintain a small number of open spaces, roughly 5% - 10% on every block, so that drivers looking for parking would be able to find a space as easily and as quickly as possible.

The idea for metering residential streets comes in part from the Newport and Hermosa Beach examples discussed earlier, in which meters exist in heavily residential areas, but residents may use permits to park at the meters without having to pay meter fees. However, we recognize that many of the residential areas in Pacific Beach where visitors, particularly many beach goers, park are relatively quiet residential streets and do not have the mix of land uses or heavy traffic on the street that characterizes the areas where single space meters may be located in Newport or Hermosa Beach. We emphasize that we are not recommending the traditional individual space parking meters, but at most two pay station ("pay-and-display") meters per block face that would effectively be used to manage visitor parking on the entire block. Having just two of these machines is less intrusive than individual meters next to every parking space.

Admittedly, metered parking on residential streets is uncommon. However, there are a few cities where it is currently being considered. The City of Austin, Texas has begun offering residents the opportunity to meter their streets in conjunction with their Residential Permit Parking programs in order to prevent parking spillover in residential neighborhoods. This parking benefit district program would then return a portion of the revenue received from the meters to the neighborhood for street improvements. Walker is currently helping a small coastal city in Florida implement a parking management plan in which some residential streets will be metered in order to regulate parking spillover and divert parking demand to a soon to be completed parking structure.

Such programs offer benefits to the residents because they should make it easier for residents to find a parking space on a metered street than on a street where parking is free. In addition, as recommended earlier, residents themselves will be exempt from paying the meter fee.

Meter rates in residential areas. For the most part, we would recommend meter rates in residential areas that range from $0.25 per hour during non-peak times to $0.50 per hour during peak days or times of year. However, where both residential parking occupancy rates and/or the demand for beach parking are high, such as Diamond and Emerald Street within one block of the beach, we would recommend peak season rates of between $1.50 and $2.00 per hour. Based on Tables 1.2 and 1.3 in the aforementioned WSA 2002 report, we would recommend setting rates as shown in Table 2 of this report. Some adjustments would likely be necessary in order to take into account changes in actual demand since the 2002 report was issued.

Permit parking for employees. In cases where employees from nearby commercial streets are in need of parking, permits for employees to park on residential streets could be established as well. We recommend an employee parking permit rate that is higher than that of residential parkers, a fee of $15.00 to $20.00 monthly or $45.00 to $60.00 per quarter.

Table 2: Sample metered rates for parking in residential areas

Recommended Parking Rates to Achieve 90% Occupancy - Residential Blocks	Parking Pass for Residents[1]	Parking Pass for Employees	Off-peak Rate 10:00 AM - 7:00 PM	Off-peak Rate 7:00 - 10:00 PM	Peak Rate 10:00 AM - 7:00 PM	Peak Rate 7:00 - 10:00 PM	Parking Time Limits
Residential streets west of Mission (within one block of the beach):	$10/month, $30/quarter	Unavailable[2]	$1.50/hour	$1.00/hour	$2.00/hour	$1.50/hour	No time limits recommended. Length of stay to be regulated using parking rates only.
Residential streets between Bayard and Mission	$7/month, $21/quarter	$20/month, $60/quarter	$0.75/hour	$0.50/hour	$1.25/hour	$0.75/hour	
Residential streets between Cass and Bayard	$5/month, $15/quarter	$15/month, $45/quarter	$0.50/hour	$0.50/hour	$0.75/hour	$0.50/hour	
Feldspar and Hornblend Streets between Cass and Dawes Streets	$5/month, $15/quarter	$15/month, $45/quarter	$0.50/hour	$0.50/hour	$0.75/hour	$0.50/hour	
Feldspar and Hornblend Streets east of Cass Street	$5/month, $15/quarter	$15/month, $45/quarter	$0.25/hour	$0.25/hour	$0.50/hour	$0.50/hour	

[1] Limit of one on-street vehicle per driver's license.

[2] Providing employee parking using premium beach parking spaces is an expensive and inefficient proposition. We recommend that employee parking be provided elsewhere.

ATTACHMENT 1

PARKING REVENUES AND IMPROVING ACCESS

The goal of the parking management recommendations laid out in this report is ultimately to manage the parking system in Pacific Beach more efficiently and provide more people with access to the area. However, access does not come only in the form of a car and a parking space. Part of the goal of pricing parking is to encourage those people who can come to or travel within the Pacific Beach neighborhood without driving alone in their car to do so in order to free up parking spaces for those who truly need them.

Revenue generated by parking must first be used to manage the parking system. Proper equipment, such as the multispace meters discussed earlier, proper signage for the public and the right number of parking enforcement personnel must be in place.

However, we recommend that the next priority for the revenue generated by our proposal be the promotion of alternatives to accessing the area. Under current City of San Diego policy, the City will return 45% of all parking meter funds to the local parking meter districts from where they are collected. However, in discussions with Walker, City staff suggested that the rules were somewhat unclear as to whether such alternatives would be funded entirely by the parking meter district or the City might contribute as well.

Below we make recommendations that we consider to be the most productive uses of the parking revenues that are in many ways a by product of proper management measures. However, our recommendations do not mean that the parking revenue earned by the PBCPD will be sufficient to fulfill all these recommendations.

Projecting how much revenue a paid parking program in Pacific Beach would generate as well as providing cost estimates of the recommendations below is beyond the scope of this analysis. Instead we recommend that the following policies be considered:

Bicycle valet stations. A recent article in the *Los Angeles Times* highlighted the growing popularity of bicycle valet stations. One patron in Long Beach, where the station was opened ten years ago, raised an excellent point; "you can have all the bike lanes you want, but when you get to your location, you need a place to park."

In an area such as Pacific Beach, for some people bicycles can offer a reasonable transportation alternative to automobiles for certain kinds of trips. Although there are bike racks located around the beach and

commercial areas in Pacific Beach, bike racks do not to inspire the same level of confidence or convenience as a manned bicycle station. While bicycles are becoming more expensive, thieves are also finding more ways to steal them or their attached accessories. Further, bike racks often fill up, forcing cyclists to try to lock their bikes in increasingly precarious locations. Cyclists feel more comfortable knowing that someone is watching their bike.

Bicycle stations are a parking demand reduction strategy as well as an amenity for the community. The City of Santa Barbara recently opened such a station, which is funded by its downtown (automobile) parking fees. According to the *Los Angeles Times*, Santa Barbara's bicycle station contains $80,000 worth of equipment and costs $25,000 per year to operate.[10] The City of Santa Monica currently parks over 200 bicycles at the bicycle station at one of its Sunday farmers' markets and has plans to create a significantly larger station. The station was set up in part to reduce an impacted parking situation at the market. Providing parking for bicycles is significantly less expensive than doing so for cars and takes up significantly less real estate. We recommend that parking revenues be used to fund at least one bicycle valet station in Pacific Beach, near the intersection of Garnet Avenue and Mission, and perhaps eventually others along the beach or further east along Garnet.

<u>Pedestrian improvements</u>. Determining how far people are willing and able to walk from their parking space to their destination is one of the most important factors in planning for parking. Increasing the distance that people will walk increases the pool of available parking spaces that may used. Further, it is likely that while one block may suffer from impacted parking during the day, one or two blocks away another block may experience its highest demand at night. This increases the possibility of sharing parking between different land uses in the same neighborhood. Finally, for neighborhood residents or employees, the willingness to walk longer distances may make the difference between whether or not they drive their vehicle at all.

In some cases, the environment in which people walk may play as important a role in their decision to walk as the distance. Pedestrian improvements, such as shade trees, wide sidewalks, pedestrian "bulb outs"[11] and streets that feel safe to walk and cross not only enhance the

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[10] We assume that this figure does not include staff salaries.

[11] Referring to one of its street improvement projects, the City of Corvallis, Oregon described "bulb outs" as "the widening of a typical street corner in such a way that it appears to "bulb out" into the intersection. The purpose of these bulbs is to shorten the distance that a person has to walk across the

attractiveness of an area, but improve its "walkability." Providing clean, comfortable and safe transit stops along neighborhood sidewalks improves both the walkability of a street and the experience of the transit user as well.

The City of Pasadena's Old Town district is one of many that has used parking revenue to improve the pedestrian environment in its parking benefit district. Some Old Town parking meters advertise the fact that revenue from parking has been used to enhance the area and provide improvements. In this way, pedestrian improvements not only encourage people to walk in an area, but in some cases has been shown to make them feel that the money spent on parking is worth paying.

Reintroduce a Neighborhood Shuttle. The use of public transit reduces the demand for parking, both for people coming from outside the area and those staying within the area as well. The WSA 2002 study mentions The Sun Runner, a "mildly successful service in that it achieved the primary goal of providing an alternative transportation mode for visitors going to the beach areas . . . . The service was discontinued primarily due to costs associated with maintenance and refurbishment of the aging rubber-tired trolley vehicles." [2] The service ran from 1983 to 1993. Because this shuttle service was considered successful, but discontinued primarily due to financial reasons, the Parking Management District should consider using the revenues generated by the new parking plan to fund such a shuttle as a measure that would reduce parking demand and increase the public's access to the beach, particularly during the peak summer months.

Encourage Transit Use. Several bus lines run through the Pacific Beach study area along Garnet and Grand Avenues as well as Mission Boulevard. Individual rides on these lines cost from $1.75 to $2.25 although monthly passes may reduce per trip costs considerably, especially for students. A typical monthly transit pass in San Diego costs $64.00 per month.

For every driver who chooses to make his/her trip to Pacific Beach by transit instead of using the car, another parking space becomes available. Admittedly, encouraging people to use transit is challenging. One program that has been popular in a number of cities, but especially in the Silicon Valley is the "ecopass" program for

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street at an intersection, thereby creating a safer and more pedestrian-friendly environment." They also slow down cars making right turns allowing pedestrians to feel safer.

[2] WSA 2002, page vii.

employees. Ecopasses are distributed to a designated group, typically by their employer, to ride transit free, whether everyday, a few times a month, or just for unusual circumstances, such as when the employee's car is being repaired. Because only a percentage of employees will ride transit on a regular basis, transit agencies charge employers a fraction of what they would if they were providing every employee with a monthly transit permit. However, the option of traveling to work at no cost results in an increase in the number of employees who do not drive to work on any given day and has been shown to reduce parking demand at the firms that purchase them.

We recommend that an ecopass or similar program be explored to encourage transit use reduce the demand for parking among employees in Pacific Beach. As we mentioned, on a per-pass basis the cost is relatively inexpensive and an arrangement could likely be worked out for the purchase of such passes by the Community Parking District in order to free up additional parking spaces.

Use a portion of parking revenue to create additional parking inventory in the future. We began this report with a discussion of the limited resources available to increase the parking supply in the area and have focused instead on improving the efficiency of the existing parking system. However, once Pacific Beach's existing parking supply is functioning as efficiently as possible we recommend that the possibility of building additional parking be explored, recognizing that the costs per space should be proportionate to the fees collected and the projected economic benefits.

PARKING RECOMMENDATION IMPLEMENTATION

Implementing the recommendations discussed above will require the installation of a significant amount of parking hardware. It will also require the expansion of an existing oversight organization or the creation of a new one, particularly to manage the residential and employee permit parking programs. However, we defer discussion of a step by step implementation plan until receiving comments on the draft recommendations.

Appendix D

Shared Parking Spreadsheet

Description:

ksf = thousand square feet

Projected Parking Supply:					Mode Adjustment				Noncaptive Ratio			
			Max Parking Spaces		Weekday		Weekend		Weekday		Weekend	
Land Use	**Quantity**		**Weekday**	**Weekend**	**Daytime**	**Evening**	**Daytime**	**Evening**	**Daytime**	**Evening**	**Daytime**	**Evening**
Community Shopping Center (<400 ksf)	8,000	sf GLA	20	26	100%	100%	100%	100%	100%	100%	100%	100%
Employee			6	6	100%	100%	100%	100%	100%	100%	100%	100%
Regional Shopping Center (400 to 600 ksf)		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Super Regional Shopping Center (>600 ksf)		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Fine/Casual Dining Restaurant		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Family Restaurant		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Fast Food Restaurant		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Nightclub		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Cineplex		seats	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Performing Arts Theater		seats	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Arena		seats	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Pro Football Stadium		seats	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Pro Baseball Stadium		seats	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Health Club		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Convention Center		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Hotel-Business		rooms	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Hotel-Leisure		rooms	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Restaurant/Lounge		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Conference Ctr/Banquet (20 to 50 sq ft/guest room)		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Convention Space (>50 sq ft/guest room)		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Residential, Rental, Shared Spaces	8	units	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Reserved	1.5	sp/unit	12	12	100%	100%	100%	100%	100%	100%	100%	100%
Guest	8	units	1	1	100%	100%	100%	100%	100%	100%	100%	100%
Residential, Owned, Shared Spaces		units	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Reserved	1	sp/unit	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Guest		units	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Office <25 ksf		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Office 25 to 100 ksf		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Office 100 to 500 ksf		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Office >500 ksf		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Data Processing Office		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Medical/Dental Office		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Bank (Branch) with Drive-In		sf GLA	0	0	100%	100%	100%	100%	100%	100%	100%	100%
Employee			0	0	100%	100%	100%	100%	100%	100%	100%	100%
Subtotal Customer/Guest Spaces			21	27								
Subtotal Employee/Resident Spaces			6	6								
Subtotal Reserved Spaces			12	12								
Total Parking Spaces			39	45								

Table
Project: Shopkeepers
Description:

SHARED PARKING DEMAND SUMMARY

PEAK MONTH: DECEMBER -- PEAK PERIOD: 2 PM, WEEKEND

			Weekday					Weekend					Weekday		
	Project Data				Non-					Non-			Peak Hr Adj	Peak Mo Adj	Estimated Parking
Land Use	**Quantity**	**Unit**	**Base Rate**	**Mode Adj**	**Captive Ratio**	**Project Rate**	**Unit**	**Base Rate**	**Mode Adj**	**Captive Ratio**	**Project Rate**	**Unit**	**1 PM**	**December**	**Demand**
Community Shopping Center (<400 ksf)	8,000	sf GLA	2.50	1.00	1.00	2.50	/ksf GLA	3.20	1.00	1.00	3.20	/ksf GLA	1.00	1.00	20
Employee			0.70	1.00	1.00	0.70	/ksf GLA	0.80	1.00	1.00	0.80	/ksf GLA	1.00	1.00	6
Residential, Rental, Shared Spaces	8	units	0.00	1.00	1.00	0.00	/unit	0.00	1.00	1.00	0.00	/unit	0.70	1.00	0
Reserved	1.5	sp/unit	1.5	1.00	1.00	1.5	/unit	1.5	1.00	1.00	1.5	/unit	1.00	1.00	12
Guest	8	units	0	1.00	1.00	0	/unit	0	1.00	1.00	0	/unit	0.20	1.00	0

ULI base data have been modified from default values.

Customer	20
Employee	6
Reserved	12
Total	38

ATTACHMENT 1

Appendix D

FINANCIAL EVALUATION MEMO

ATTACHMENT 1

KEYSER MARSTON ASSOCIATES
ADVISORS IN PUBLIC/PRIVATE REAL ESTATE DEVELOPMENT

ADVISORS IN:
REAL ESTATE
REDEVELOPMENT
AFFORDABLE HOUSING
ECONOMIC DEVELOPMENT

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PAUL C. ANDERSON
GREGORY D. SOO-HOO
KEVIN E. ENGSTROM
JULIE L. ROMEY

SAN DIEGO
GERALD M. TRIMBLE
PAUL C. MARRA

MEMORANDUM

To: Ms. Joan N. Isaacson, AICP
Senior Project Manager
EDAW

From: KEYSER MARSTON ASSOCIATES, INC.

Date: November 20, 2008

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

I. INTRODUCTION

In accordance with our March 2007 subcontract with EDAW, 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 has engaged the EDAW 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 EDAW contract with the City, Roesling Nakamura Terada Architects (RNT) prepared a series of commercial development concepts for prototypical in-fill sites within four sub-areas in the City. This memorandum presents the KMA review of the RNT concepts in relation to market and financial feasibility.

II. KEY FINDINGS

The RNT commercial development concepts illustrate a series of potential zoning code modifications within each of the four sub-areas studied. These code modifications allow for any or all of the following:

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- Increased building height
- Increased residential density
- Increased Floor Area Ratio (FAR)
- Addition of building setback requirements
- Reduced parking requirement

Additionally, in some cases, the RNT development concepts rely on off-site public parking facilities to be provided by other parties (i.e., the City or its Redevelopment Agency). This reduction in on-site parking requirements is beneficial to developers in terms of cost reduction and allowing greater flexibility in project design.

The intent of the KMA review of the RNT development concepts was to determine whether the potential code modifications would enhance development feasibility and increase the prospects for high-quality commercial and mixed-use development within the City. The KMA review was based on our development industry knowledge and experience with comparable developments in similar markets; KMA did not prepare financial pro forma models. Overall, KMA finds that the code modifications enable property owners and prospective developers' greater flexibility in developing mixed-use projects within the City's commercial zone. Increases to height and density limits improve the potential for higher-quality commercial tenants and enhance projects' ability to afford high land acquisition costs.

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 RNT concepts rely on structured or subterranean parking. In the current market, higher-density developments relying on expensive structured parking are *less* feasible than lower-density developments that use only surface parking.

However, the EDAW 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 housing supply growth in San Diego County will again be outpaced by increases in employment and in-migration. These pressures will increase demand for higher-density in-fill residential developments, which will benefit from the code modifications currently under consideration.

III. ASSESSMENT OF COMMERCIAL DEVELOPMENT CONCEPTS

Based on KMA's experience with comparable districts and in-fill development projects in other communities, KMA evaluated each RNT concept against key indicators that typically affect development feasibility.

Table 1, attached, provides an assessment of the commercial development concepts prepared by RNT. The table indicates whether each concept complies with the existing zoning code or requires modifications to the code. Of a total of 10 concepts, five concepts conform to the existing zoning code, and five require code modifications.

For each concept, KMA has identified key strengths and weaknesses in terms of market and financial feasibility. In KMA's view, the feasibility of the RNT concepts is enhanced where the following key features are incorporated:

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

In some cases, the development concepts are constrained in one or more of the following ways:

- Limited availability of on-site and secure parking for residents and commercial patrons
- Excessive building mass which obstructs view corridors
- Unfavorable positioning of commercial space (i.e., poor visibility, compatibility with adjacent residential uses)

Factors having a positive effect on financial feasibility include increases in height and density limits, reductions in on-site parking requirements, and enhanced configuration of commercial spaces resulting in greater marketability. Factors that have a negative impact on financial feasibility primarily relate to issues that create a cost burden to the developer, potential tenant, and/or City such as site assembly, high parking costs, and challenges in obtaining construction financing.

IV. 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 2, 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 3, 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**

III. 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) For those concepts with a reduced parking requirement, developments that do not provide 100% of their own parking needs create a need for off-site public parking facilities. Some of this cost burden may be imposed on private property owners and developers, however, the balance will most likely need to be funded through public monies.

IV. 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

ASSESSMENT OF COMMERCIAL DEVELOPMENT CONCEPTS
COMMERCIAL ZONING REVIEW
CITY OF IMPERIAL BEACH

CONCEPT	GENERAL DESCRIPTION	STRENGTHS	WEAKNESSES
SEACOAST COMMERCIAL ZONE / C-2 SEACOAST COMMERCIAL			
Concept 1.1 - West Street Side / No Code Modifications	• Accommodates two stories of residential over commercial use within existing 30-foot height limit	• Setbacks and articulation reduce building mass • Separation between units allows view corridors • Street-fronting ceiling heights of 15 feet are appealing to retailers	• Residential units rely on detached surface parking, which may be difficult to segregate from commercial parking • Achieves only 5 units on 10,000-SF site (vs. 7 units allowed) • Reduced ceiling height for rear portion of commercial space may constrain leasing efforts
Concept 1.2 - East Street Side / With Code Modifications	• Relies on podium construction to accommodate at-grade structured parking plus residential units over commercial use • Proposed 40-foot height limit allows full-height commercial space plus up to three residential levels above (partial residential level on 4th floor of building)	• Provides secure parking within structure • Achieves additional 2 units (total of 9 units) on 10,000-SF site, potentially improving the overall living environment	• Requires greater building mass with limited to no view corridors • Provides only minimal on-site commercial parking spaces (1/1,000 SF), and is dependent on an off-site public parking lot
Concept 1.3 - East Street Side / With Code Modifications	• Similar to Concept 1.2, but includes second level commercial use in lieu of one residential unit (total of 8 vs. 9 units)	• Provides secure parking within structure • Addition of second-level commercial space provides an attractive amenity suitable to eating and drinking uses with potential ocean views • Increases the amount of commercial space over Concepts 1.1 and 1.2, creating a greater critical mass of commercial activity	• Juxtaposition of residential and commercial uses will require attention to compatibility issues (noise and other nuisances) • Provides only minimal on-site commercial parking spaces (1/1,000 SF), and is dependant on an off-site public parking lot

TABLE 1

ASSESSMENT OF COMMERCIAL DEVELOPMENT CONCEPTS
COMMERCIAL ZONING REVIEW
CITY OF IMPERIAL BEACH

CONCEPT	GENERAL DESCRIPTION	STRENGTHS	WEAKNESSES
OLD PALM AVENUE / C-2 SEACOAST COMMERCIAL			
Concept 2.1 - With No Code Modifications	• Two separate buildings (within existing 30-foot height limit): - Building A accommodates one level of residential over commercial use - Building B accommodates one level of residential with ground floor commercial use, live-work space, and outdoor pedestrian areas along street frontage	• Reinforces street wall along Old Palm Avenue, with surface parking placed in rear • Outdoor seating areas encourage pedestrian activity • Private tuck-under garages provided for residential units (10 spaces)	• Requires additional off-site public parking to meet commercial parking shortfall • May be difficult to provide residential amenities and living environment for residential units • Achieves only 7 residential units and/or work/live spaces on 20,000-SF site (vs. 13 units allowed)
Concept 2.2 - With Code Modifications	• Similar to Concept 2.1 but includes additional level of residential over commercial use, subject to proposed 40-foot height limit	• Provides 14 residential units and/or work/live spaces (vs. proposed allowance of 21 units) • Private tuck-under garages for residential units, but only 10 spaces	• Similar shortage of commercial parking as Concept 2.1, relying on off-site public lot • May require building setbacks and articulation to soften impact of higher-profile buildings

TABLE 1

ASSESSMENT OF COMMERCIAL DEVELOPMENT CONCEPTS
COMMERCIAL ZONING REVIEW
CITY OF IMPERIAL BEACH

CONCEPT	GENERAL DESCRIPTION	STRENGTHS	WEAKNESSES
PALM AVENUE / C-1 GENERAL COMMERCIAL			
Concept 3.1 - With No Code Modifications	• Two separate buildings divided by surface parking plus one level of subterranean parking (within existing 40-foot height limit): - Building A accommodates two levels of residential (6 units) over commercial use with outdoor pedestrian areas - Building B accommodates one level of commercial space suitable for medium box retailer	• Reinforces street wall along Palm Avenue, with parking placed in rear • Maintains visibility to medium box retailer at rear of site • Retail space has adequate on-site parking	• May be difficult to provide residential amenities and living environment for a small number of residential units • Juxtaposition of residential and commercial uses will require attention to compatibility issues (noise and other nuisances) • Below-grade parking may be unpopular with retail/restaurant patrons
Concept 3.2 - With No Code Modifications	• Similar to Concept 3.1, but replaces rear building with residential over in-line retail space and does not require subterranean parking	• Larger residential project (20 more units) than Concept 3.1 enhances overall living environment • All retail parking is provided in surface lot in middle of site • Private garages for residential units • Unlike Concept 3.1, does not require below-grade parking; therefore, not burdened with expensive parking costs	• Small retail spaces in rear building lack direct exposure/visibility to Palm Avenue traffic • May require building setbacks and articulation to soften impact of three-story buildings
Concept 3.3 - With Code Modifications	• Largely a residential project, combining 34 residential/live-work spaces, minimal ground-floor commercial uses, and partially submerged podium parking (within proposed 60-foot height limit)	• Achieves higher density that other concepts • Provides outdoor public courtyards to encourage pedestrian activity	• Rear residential building relies on podium parking, which is more expensive • Proposed 60-foot height limit may juxtapose high-profile buildings adjacent to existing lower-intensity uses

TABLE 1

ASSESSMENT OF COMMERCIAL DEVELOPMENT CONCEPTS
COMMERCIAL ZONING REVIEW
CITY OF IMPERIAL BEACH

CONCEPT	GENERAL DESCRIPTION	STRENGTHS	WEAKNESSES
13th STREET GATEWAY / C-3 NEIGHBORHOOD COMMERCIAL			
Concept 4.1 - With No Code Modifications	• Entirely a commercial center accommodating medium box and retail shop space in two buildings with surface parking	• Reinforces street walls along both Imperial Beach Boulevard and 13th Street, with parking placed in rear • Incorporates diagonal parking within street right-of-way to slow traffic and increase supply of convenience parking • Retail space has adequate on-site parking, at 4/1,000 SF • Largest commercial concept; commercial center will serve unmet demand for shopping and services within the City • Provides outdoor public courtyards to encourage pedestrian activity	• Proposed layout is not achievable without site assembly (nearly one acre) • Retail tenants typically prefer one entrance, e.g., from the parking lot, thereby making it difficult to activate the corner plaza area in front • Requires design criteria to avoid blank walls adjacent to street frontage
Concept 4.2 - With Code Modifications	• Accommodates two levels of office over commercial use with partially submerged podium parking, subject to proposed 40-foot height limit	• Reinforces street walls along both Imperial Beach Boulevard and 13th Street, with parking placed in rear • Office and retail space have adequate on-site parking, at greater than 4/1,000 SF • Provides outdoor public courtyards to encourage pedestrian activity	• Limited demand for office space in Imperial Beach submarket • May require building setbacks and articulation to soften impact of three-story buildings

TABLE 2

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_revised;11/20/2008;hrm/ema

TABLE 3

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_revised;11/20/2008;ema