

Appendix C

PARKING STRATEGY MEMO

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.

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 zone², 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.

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 Coronado⁴: 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 Carlsbad⁵: 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 Beach⁶: 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 Mar⁷: Where 2 or more non-residential uses will be operated in a manner where there will be no substantial overlap in the hours of operation of the uses, a portion of the off-street parking required for one or more of the uses(s) may be provided as shared use parking spaces.

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

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

⁴ Coronado Municipal Code Title 86 ZONING 86.58.210.B Joint Use

⁵ Carlsbad Municipal Code Title 21 Zoning, Chapter 21.44.040.4A

⁶ Solana Beach Municipal Code Title 17 Parking and Loading Regulations Chapter 17.52.050 Shared Parking

⁷ Del Mar Municipal Code Chapter 30.80 Parking 30.80.140 Shared Use Parking Permit

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



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.

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 13 th Street	1,092 square feet	3 units	10
13 th Street Market	1126 13 th Street	3,962 square feet	4 units	17 (Shared)
Barghout's Project	1146 13 th 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

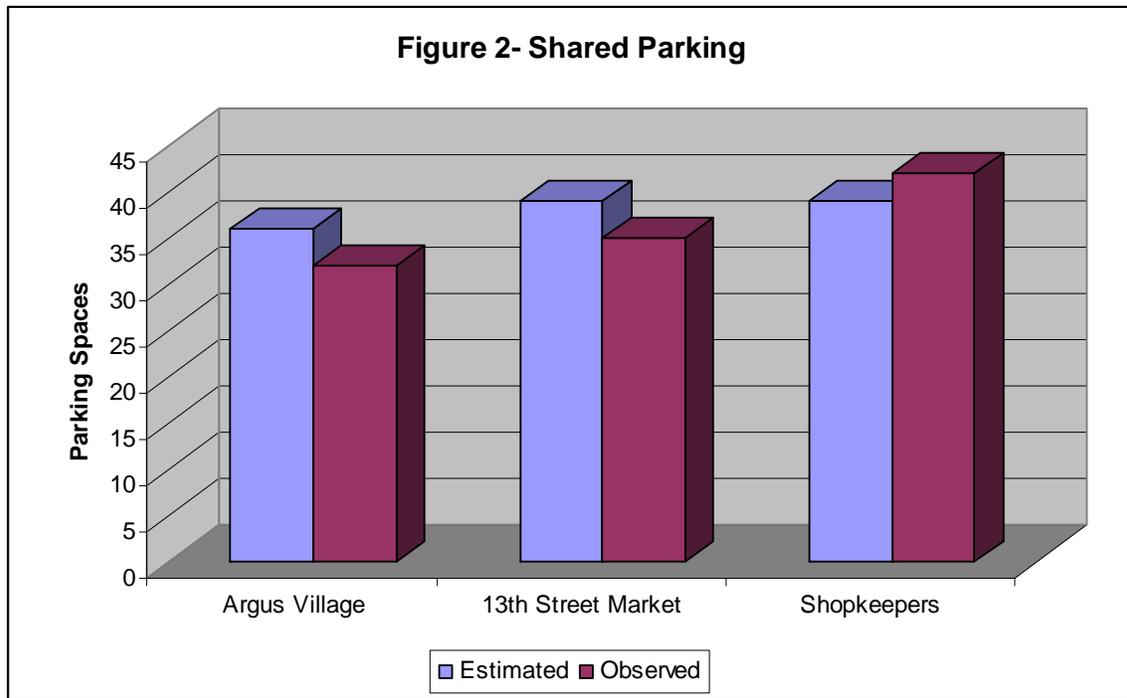
As noted previously, one recent innovation relating to parking codes is the use of a shared parking analysis. Shared parking reflects the variation in parking demand, by time of day. For example, commercial uses tend to experience their highest demand during the day while residences have the highest 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.



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

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:

- Seacoast Drive & Old Palm Avenue- 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.
- Palm Avenue and 13th Street- 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.

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:

Section 4.8 Four Model Ordinances to Help Create Physically Active Communities: 4.8.1 Pedestrian Overlay District; 4.8.2 On-Site Access, Parking, and Circulation Ordinance; 4.8.3 Shared Parking Ordinance; 4.8.4 Street Connectivity Ordinance

Model Smart Land Development Regulations

Interim PAS Report, © American Planning Association, March 2006

(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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Section 4.8 Four Model Ordinances to Help Create Physically Active Communities: 4.8.1 Pedestrian Overlay District; 4.8.2 On-Site Access, Parking, and Circulation Ordinance; 4.8.3 Shared Parking Ordinance; 4.8.4 Street Connectivity Ordinance
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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 = $2.7 \times 40,000/1,000 = 108$ spaces
 Parking for restaurant = $15.3 \times 5,000/1,000 = 77$ 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)	(6)
7:00	0.0	0	0	0	0
8:00	0.0	0	0	0	0
9:00	0.0	0	0	0	0
10:00	0.0	0	0	0	0
11:00	0.0	0	0	0	0
12:00	0.0	0	0	0	0
1:00 PM	2.7	108	14.0	70	178
2:00	0.0	0	0	0	0
3:00	0.0	0	0	0	0
4:00	0.0	0	0	0	0
5:00	0.0	0	0	0	0
6:00	0.0	0	0	0	0
7:00	0.0	0	0	0	0
8:00	0.0	0	0	0	0

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

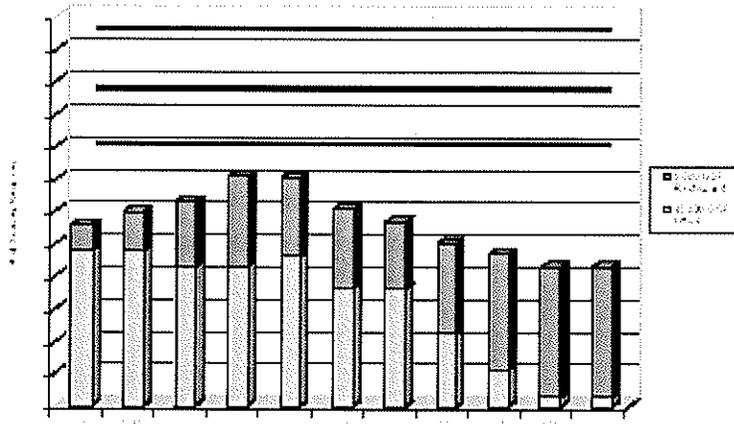
185 – 178 = Net savings of 7 spaces

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 Demand	Net Savings
Maximum	2.7	108	14.0	70	178	185	7
Maximum - Zone A	3.4	136	18.0	90	232	178	54
Maximum - Zone B	4.1	164	21.0	105	279	178	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:

$P(A, B, C) = (PA \times HA\%) + (PB \times HB\%) + (PC \times HC\%)$, 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 <i>guest room</i>	1 space per <i>guest room</i>
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
11 p.m.	-	-	-	-	15	15	15	30	80	80
Midnight	-	-	-	-	-	-	5	25	70	70

Hour of Day	Visitor Accommodations					
	<i>Guest Room</i>		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					
	<i>Guest Room</i>		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:

$(\text{Assessment against the subject property}) / (\text{Total assessment against all property in the parking district}) \times (\text{parking spaces provided in the district facility}) \times 1.25 = \text{parking spaces reduced.}$

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



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



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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



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

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MAY 8, 2007

PROJECT # 37-7864.00

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.

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 "poaching" free spaces in the evening.

MAY 8, 2007

PROJECT # 37-7864.00

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

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recommendations keeping the following points and assumptions in mind:

- 1) Whether or not the Pacific Beach Community Parking District (PBCPD) 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.)

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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.

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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 policies 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

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.

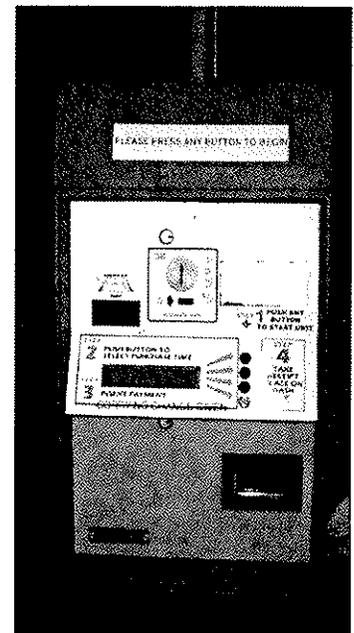


Figure 1: One of Del Mar's Pay and Display Meters.

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\$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.



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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



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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

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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.

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:



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

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- 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.

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

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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

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.



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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.

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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	
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	No time limits recommended. Length of stay to be regulated using parking rates only.
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	

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

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.

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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.

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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.

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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.

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

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commercial areas in Pacific Beach, bike racks do not 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.

Pedestrian improvements. 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 be 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

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

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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."¹² 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

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.

¹² WSA 2002, page vii.

MAY 8, 2007

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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

Table
 Project: Shopkeepers
 Description:

SHARED PARKING DEMAND SUMMARY

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

Land Use	Project Data Quantity Unit		Weekday					Weekend					Weekday		
			Base Rate	Mode Adj	Non-Captive Ratio	Project Rate	Unit	Base Rate	Mode Adj	Non-Captive Ratio	Project Rate	Unit	Peak Hr Adj	Peak Mo Adj	Estimated Parking Demand
													1 PM	December	
Community Shopping Center (<400 ksf) Employee	8,000	sf GLA	2.50 0.70	1.00 1.00	1.00 1.00	2.50 0.70	/ksf GLA /ksf GLA	3.20 0.80	1.00 1.00	1.00 1.00	3.20 0.80	/ksf GLA /ksf GLA	1.00 1.00	1.00 1.00	20 6
Residential, Rental, Shared Spaces Reserved Guest	8 1.5 8	units sp/unit units	0.00 1.5 0	1.00 1.00 1.00	1.00 1.00 1.00	0.00 1.5 0	/unit /unit /unit	0.00 1.5 0	1.00 1.00 1.00	1.00 1.00 1.00	0.00 1.5 0	/unit /unit /unit	0.70 1.00 0.20	1.00 1.00 1.00	0 12 0
ULI base data have been modified from default values.												Customer		20	
												Employee		6	
												Reserved		12	
												Total		38	

Appendix D

FINANCIAL EVALUATION MEMO



KEYSER MARSTON ASSOCIATES™
ADVISORS IN PUBLIC/PRIVATE REAL ESTATE DEVELOPMENT

MEMORANDUM

ADVISORS IN:

REAL ESTATE
REDEVELOPMENT
AFFORDABLE HOUSING
ECONOMIC DEVELOPMENT

SAN FRANCISCO

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KEVIN E. ENGSTROM
JULIE L. ROMNEY

SAN DIEGO

GERALD M. TRIMBLE
PAUL C. MARRA

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:

- 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		
	<u>Low</u>	<u>High</u>
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	<u>11,000</u> SF	<u>14,000</u> 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.

To: Ms. Joan N. Isaacson, AICP – EDAW

November 20, 2008

Subject: Preliminary Review of Commercial Development Concepts

Page 6

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	<ul style="list-style-type: none"> Accommodates two stories of residential over commercial use within existing 30-foot height limit 	<ul style="list-style-type: none"> Setbacks and articulation reduce building mass Separation between units allows view corridors Street-fronting ceiling heights of 15 feet are appealing to retailers 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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) 	<ul style="list-style-type: none"> Provides secure parking within structure Achieves additional 2 units (total of 9 units) on 10,000-SF site, potentially improving the overall living environment 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Similar to Concept 1.2, but includes second level commercial use in lieu of one residential unit (total of 8 vs. 9 units) 	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Two separate buildings (within existing 30-foot height limit): <ul style="list-style-type: none"> - 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 	<ul style="list-style-type: none"> 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) 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Similar to Concept 2.1 but includes additional level of residential over commercial use, subject to proposed 40-foot height limit 	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Two separate buildings divided by surface parking plus one level of subterranean parking (within existing 40-foot height limit): <ul style="list-style-type: none"> - 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 	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Similar to Concept 3.1, but replaces rear building with residential over in-line retail space and does not require subterranean parking 	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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) 	<ul style="list-style-type: none"> Achieves higher density than other concepts Provides outdoor public courtyards to encourage pedestrian activity 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Entirely a commercial center accommodating medium box and retail shop space in two buildings with surface parking 	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> Accommodates two levels of office over commercial use with partially submerged podium parking, subject to proposed 40-foot height limit 	<ul style="list-style-type: none"> 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 	<ul style="list-style-type: none"> 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**

<u>Retail Category</u>	<u>Export (000's)</u>	<u>Estimated Recapture Rate</u>			<u>Assumed Sales Productivity Per SF Per Year</u>	<u>Estimated Recapture of Retail Space</u>	
		<u>Low</u>	<u>High</u>	<u>Low</u>		<u>High</u>	
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.

TABLE 3

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

I. Number of Households	For-Sale		Rental		Total/Average					
	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)		Captured Spending				
				Low	High	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.