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Chapter 1
Project Context

Project Scope and Objectives

RBF Consulting was retained by the City of Capitola to investigate the feasibility of constructing a parking garage on the existing city-owned Pacific Cove surface parking lot. The project scope entails the preparation of conceptual design alternatives to construct a parking garage and possibly new residential housing. In particular, the project entails the following project objectives:

- Increase the parking at the Pacific Cove parking lot and neighboring Pacific Cove Mobile Home Park to partially address the parking demands of the Capitola Village. The expansion should address the parking requirements associated with the Summer Beach Shuttle program, and offset the loss of parking associated with future planned streetscape improvements in Capitola Village, and to the extent possible, future parking demands of development in the Village.
- Identify options to construct affordable and market rate housing.
- Prepare preliminary design, engineering and cost estimates that could be used subsequently by the City in discussions with potential developers.

Background

Site Development

The 1.83-acre Pacific Cove Parking Lot (the Parking Lot) is located directly north of the Southern Pacific Railway and adjacent to Capitola City Hall (420 Capitola Avenue). The 4.27 acre Pacific Cove Mobile Home Park is located north of the parking lot and contains 43 mobile home spaces housing 41 coaches. Both Parking Lot and mobile home park are located on one parcel (APN 035-141-33) that is 6.1 acres total and is owned by the City of Capitola (see Figure 1: Project Study Area)

The entire site was once an undeveloped campground from the time of the Southern Pacific Railway was constructed in 1875, until about 1915. For several decades after that, the site was used as a recreational auto tent campground. Sometime in the 1940's, the existing surface parking lot was developed as a mobile home park.

In 1981, the City adopted a Local Coastal Plan (LCP) as required under the California Coastal Act of 1976. To meet the Coastal Commission's goal of providing public access to coastal resources, the city's LCP included a policy of providing 300 to 400 new parking spaces for Capitola's beach users. A parking committee was formed to develop a master plan for traffic, parking and pedestrian improvements in the Capitola Village and to make recommendations on how to acquire sufficient additional parking facilities to implement the LCP Policy. The plan was completed in December of 1983 and included a recommendation to purchase the mobile home park, relocate the mobile homes to the lower portion of the site, and redevelop the upper portion, of the site for parking.

In January 1984 an option agreement was approved by the City Council and staff was subsequently directed to proceed with the purchase of the mobile home park. Council also directed staff to proceed with amendments to the General Plan/Local Coastal Plan, and re-zone the upper portion of the site to Public Facilities, but allow the lower portion to remain designated Mobile Home Exclusive. In September 1984, the City Council authorized the City Manager to purchase the park for the negotiated price of $1.5M. The City awarded a contract for the building of the Pacific Cove Parking Lot in March 1987. In April 1987, the Coastal Commission approved the construction of a 232-space parking lot. The parking lot was opened in July 1987.

To meet the difference between the 300 to 400 new parking spaces as required by the Coastal Commission and the 232-space Pacific Grove Parking Lot, the City of Capitola operates a shuttle bus service during the peak summer months. The Summer Beach Shuttle operates out of a leased parking lot located off of Bay Avenue at the Capitola Crossroads building. The parking lot has 75 parking spaces and is located immediately off the primary route to Capitola Village. The shuttle bus averages approximately 200 riders per day and operates weekends and holidays from Memorial Day to mid-September.

Parking Demand and Revenues

Parking demand at the Pacific Cove Surface Parking Lot vary dramatically by season and day of the week. During weekdays in the summer the lot typically will reach capacity (all spaces taken) by early afternoon, especially on Thursdays and Fridays. On summer weekends the lot will reach capacity before noon. The lot will typically remain full until the late afternoon and there are spaces available in the summer evenings. During the winter the lot is typically under utilized, with space available at all times. The parking meters in the lot operate from 8:00 a.m to 8:00 p.m. In fiscal year 2004/05 the meters generated $65,800 in revenue.

Chapter 2
Existing Site Analysis

The Pacific Cove Parking Lot is a 1.83-acre site that is bound by Monterey Avenue to the east and Capitola Avenue to the west. The Southern Pacific Railway is directly adjacent and south of the site and the Pacific Cove Mobile Home Park is to the north. The site is currently paved and stripped for 232 parking spaces (see Figures 2a and 2b: Site Photos).

Environmental Setting

Vegetation and Hydrology

Because the site is largely covered with asphalt, there are no environmental features within the current surface parking lot. Surrounding the parking lot is relatively dense vegetation consisting of tall trees and an under story native and non-native vegetation. Trees include Eucalyptus, Coastal Live Oaks and Alders that surround virtually the entire property, providing a visual buffer between adjacent uses.

The northern edge of the parking lot is adjacent to the Noble Gulch riparian corridor, a designated Environmentally Sensitive Habitat as defined in the City of Capitola Zoning Code (17.95.040). Regulations require that development in areas adjacent to the corridor have a minimum setback of 35 feet from the outer edge of riparian vegetation. Removal of native riparian trees is prohibited unless it is determined to be in the public interest by reason of good forestry practice, disease of the tree, or safety considerations.

Noble Gulch extends east to west through the mobile home park. It is located underground in a 72-inch corrugated metal pipe. Storm water collected east of Monterey Avenue travels through this pipe, eventually discharging into Soquel Creek. Given the presence of Noble Gulch, most of the mobile home park is located within a designated floodplain. The surface parking lot is not located within the floodplain (see Figure 3: Surface Hydrology).

Topography

Most of the site is generally flat, with a gentle slope from east to west. The elevation of the main portion of the parking lot generally ranges from between 40 and 43 ½ feet above sea level (ASL) At the east entrance off Monterey Avenue, the roadway declines into property from elevation ~64.3 ASL to elevation ~50.0 ASL (nearly 15 feet) before flattening

out. Topography is also steeper along the western driveway to Capitola Road where the elevation drops by nearly 20 feet.

The slope between the upper terrace (parking lot) and lower level (mobile home park) ranges from 50 to 60+ percent with an average change in elevation of about 20 feet. There is evidence of past instability, however, this instability is surficial involving the loose surface mantle and tree root area. To retard this instability, vegetation and retaining walls have been used. Several small retaining structures are present, particularly along the northern slope of the narrow roadway that provides access to Monterey Avenue (see Figure 4: Site Topography).

Soils

Three shallow exploratory boreholes were dug to a depth of 10 feet prior to construction of the parking lot (Haro, Kasunich & Associates, May 1984). The subsurface soil generally consists of dark brown silt to file silty sand to approximately minus three feet. These materials are underlain by silty sand and/or clayey sand to the depths bored.

No other soils reports are known to exist for the parking lot site. However, two nearby soil investigations are described below which provide a context for possible soil conditions on site.

James Reynolds analyzed subsurface soil conditions on the adjacent City Hall site in 1975 prior to redevelopment of the City Hall facilities. Underlying native soil stratum consists of medium dense clayey sands, which vary in thickness from six to eight feet. Below nine feet, a loose to medium dense stratum of blue-gray sand with clay binder material was encountered. At a depth of ~20 feet, a greenish-gray very dense clayey gravel with sand was encountered. The soil investigate determined that with the exception of an upper 12 to 18 inches of loose fill soils, the subsurface soils possessed adequate parameters to support the two-story city hall structures, assuming an adequate foundation, such as conventional spread footing structurally integrated with a thickened structural concrete slab-on-grade, was incorporated. The report also indicated that given the presence of loose subsoil materials located between depths of nine to 21 feet, there is a potential for liquefaction during period of strong seismic activity. Due to the depth and relatively thin interbedding of the loose soils, it was suggested that any resulting liquefaction would cause only vertical displacement or settlement and not rotational or shear failure.

A geotechnical investigation for a new single-family residence at 408 Pilgrim Drive (north of the mobile home park) was prepared by Redwood Geotechnical Engineering in July 2002. Borings encountered about six to 12 inches of unconsolidated surficial topsoil; up to five feet of firm native clayey soil underlain by well-consolidated silty clay and

silty sand. Ground water was encountered at depths of about 11 ½ and 18 feet below surface (corresponding to approximate topographic elevation EL = +1.0) and localized seepage was observed between 7 ½ and 8 ½ feet. According to the report, seasonal seepage is common in the site vicinity and may have a significant impact on site work and foundation excavation during or following winter storms.

The Santa Cruz County geologic hazard maps indicate that the site is located within a potential liquefaction hazard zone. For future planning and design of structures for this site, obtaining a site-specific geotechnical report is recommended. Foundation type will be dependent on soil conditions as well as structure type. Conventional spread footings may be appropriate for one or two level parking structures. Structures taller than two stories will likely require pile foundations. Piles would either be drilled or driven depending upon geotechnical engineer's recommendations.

Infrastructure & Improvements

Storm Drainage

Storm drains on the surface parking lot collect stormwater and convey water to the 72-inch diameter corrugated metal pipe that was constructed in the mobile home park generally along the alignment of the previous natural drainage channel. This pipeline carries storm water from the upper portion of Noble Gulch northeast of Bay Avenue to Soquel Creek. The pipeline is maintained by Santa Cruz County Drainage District Zone 5.

Sanitary Sewers

A 12-inch sewer main serves mobile home park and large area upstream. The pipe is of unknown material, and carries sewage flows from approximately 100 houses through the park and to a sewage line in Capitola Avenue at the western side of the park.

Crib (Retaining) Walls

Crib walls have been constructed along the northeastern slope, between the surface parking lot and adjacent mobile home park. The construction of typical crib walls generally consists of concrete components connected together by their notched ends, forming a series of boxes or "cribs". A portion of the wall system is exposed with earth visible in between the concrete members, providing an opportunity for plants to grow along the wall face.

The crib wall system is used for highway construction and standard details are available in "Caltrans Standard Plans".

The design of the existing wall system was not available and would be difficult to verify. Therefore, any new building foundations should be set back from the wall so as not to surcharge the existing wall.

Vehicular & Pedestrian Access

Vehicular access to the project is from Monterey Avenue (ingress and egress) and Capitola Avenue (ingress only). As noted above, vehicular access is via moderate to steep grades, particularly from Capitola Avenue.

A majority of the patrons parking at the Pacific Cove Parking Lot go either to the Capitola City Hall or the Capitola Village. Pedestrian access to the City Hall complex is provided either via a handicap-accessible wooden ramp or via a stairway, both of which are located at the north end of the parking lot.

Pedestrian going to Capitola Village can traverse through City Hall, down the driveway to Capitola Avenue, or east along the driveway to Monterey Avenue.

Land Use and Planning

Capitola General Plan

The City of Capitola General Plan designation for the project site is Residential – Mobile Home (R-MH) (for the mobile home park) and Public Facilities Visitor Serving (PF/VS) for the surface parking lot. The Visitor Serving designation is reserved for visitor support services or recreational uses. Permissible uses include, but are not limited to, hotels, motels, hostels, campgrounds, food and drink service establishments, public facilities including parking, public beaches, public recreation areas or parks, and related rental and retail establishments. Residential uses are permitted on dual designated visitor serving/residential parcels.

Capitola Zoning Code

The project site is zoned Mobile Home Exclusive (MHE) (for the mobile home park), and Public Facilities with a Visitor Serving Overlay (PF/VS). Principal permitted uses in the MHE are limited to mobile homes. PF is designed to accommodate governmental, public utility and educational facilities, including parking. Residential development is not a permitted use and any such proposal would require an amendment to the Zoning Code. Height regulations, lot coverage, and setbacks are determined by architectural and site review. There are no specific lot area requirements provided there is sufficient area to satisfy landscaping, off-street parking and loading requirements. Landscaping must

be designed in harmony with adjacent residential districts. Parking standards apply as provided in Chapter 17.51 of the Capitola Municipal Code.

Zoning designations for the project site and adjacent areas is shown in Figure 5.

Capitola Local Coastal Plan

The City's Local Coastal Program, which was originally certified by the California Coastal Commission in 1981, includes discussion and policy recommendations on Village parking issues. One of the major issues discussed in the LCP is the shortage of parking for the mixed uses of the Village. A 1981 study by DKS Associates is referenced that determined a parking shortage of 360 spaces (page 12, Village Character). Since that study the City acquired and developed the 232 spaces in Pacific Cove, leaving the space shortage right around 130. An update of this study should be completed to assess current parking demands. Based on this information the LCP recommends utilization of a shuttle bus program to help alleviate the parking shortage and that the intensity of new development be limited to the availability of parking (Policy 1-1). Based on the policies of the LCP, development in the Village has been severely restricted due to the parking shortage. One on the goals of the expansion of the Pacific Cove Parking Lot is to supply sufficient parking spaces to satisfy the demands now and for potential future development within the Village while also removing the need for shuttle bus operation.

Capitola Village Circulation and Streetscape Plan

The City has completed the first of three phases of street improvements to the Capitola Village area. These projects generally have to do with multi-modal improvements including wider sidewalks, bike lanes, bus stops, and new streetscapes. In Phase I, approximately 15 parking spaces along Capitola Avenue between Monterey Avenue and Stockton Avenue were removed to accommodate the new sidewalks and bike lanes. Phase II will improve the streetscape along the Esplanade from Stockton Avenue to Lawn Way. There is potential for this project to remove 11 parking spaces along the northern side of the Esplanade. Phase III will improve the streetscape along the Esplanade and Monterey Avenue from Lawn Way to Capitola Avenue. This phase will consider eliminating 25 parking spaces around the central palm tree at Esplanade and Monterey.

This potential loss of parking in the Capitola Village will place additional parking demands on adjacent areas, including the Pacific Cove Surface Parking Lot.

Chapter 3
Pacific Cove Parking Lot – Concept Design Options

Based on site visits and discussions with City staff, a number of design options were considered for redevelopment of the site to accommodate additional parking. Given the significant garage construction cost, affordable and market-rate housing was considered for both the surface parking lot and the adjacent mobile home park as a means to help offset some of the construction cost and to provide additional affordable housing.

Given the narrow configuration of the mobile home site, the presence of steep slopes, the existence of the Noble Gulch storm drain (which generally extends along the roadway), and circulation requirements, it was concluded that a parking garage anywhere in the Pacific Cove Mobile Home Park was not feasible from a engineering nor cost standpoint.

Another option considered was to redevelop the existing mobile home park with higher density residential housing (e.g. condominiums, townhomes, and/or apartments). This option was eliminated due to the complexity of relocating existing mobile home tenants. As such, the analysis below focuses on redevelopment of the Pacific Cove Surface Parking Lot only.

The program requirement is to accommodate an additional ~200 parking spaces, based on the parameters identified in Table 1, below.

Table 1: Parking Requirements

Existing parking spaces	232
Parking spaces to meet 1981 demands	130
Parking to accommodate lost parking as result of Phase II & III streetscape improvements in Capitola Village.	36
Minimum Total Parking Space Design Requirement	**398**

Two primary design alternatives to accommodate this parking were considered. The first alternative is to build only a parking garage on the existing Pacific Cove Surface Parking Lot. The second alternative is to build a parking garage with housing above. As a means to reduce the scale and mass of a parking garage on the existing surface parking lot, the development of a surface parking lot was also analyzed on a portion of the Pacific Cove Mobile Home Park, closest to Capitola Avenue. This option could apply to either alternative. These two alternatives and the surface parking lot on part of the mobile home park are described below.

Alternative 1 – Parking Garage Only

Parking Garage

To accommodate approximately 400 total parking spaces, a three story-parking garage would be required. Given parking configuration and circulation requirements, construction of the parking garage would be limited to the large, generally rectangular portion of the existing surface parking lot.

Figure 6 illustrates the site plan and parking configuration. The building footprint would be 300 ft. x 152 ft. (45,600 square feet). The total square footage of the three level garage would be 138,000 square feet. A two-way access ramp is located in the center of the building, which allows for a uniform elevation around the building at each level. An internal ramp also provides efficient vehicle circulation, considering the exit and entry opportunities from the garage structure to existing pavement at grade on each end of the building. Other configurations of ramping may be considered in final design phase such as on-ramp parking. The “perpendicular” parking arrangement generally provides the greatest number of spaces per square foot in structures.

At-grade parking would remain in certain areas where the building requires a setback from the top of slope. This including, the existing at-grade parking nearest the City Hall and those spaces nearest the existing crib (retaining) wall which provide necessary setbacks for building foundations. Finally, existing parking spaces in the panhandle portion of the lot nearest Monterey Ave. would remain, as it is economically infeasible to provide a multi-level structure in this narrow area.

For this design, the parking configuration would be as follows:

	Parking Spaces
Garage – Level 1 (ground floor)	126
Garage – Level 2	130
Garage – Level 3	130
At-grade (not in garage)	40
Total	**426**

For the purposes of this study, all parking spaces within the garage would be 18 feet deep by 9 feet wide (standard configuration). The exact number of spaces including handicapped and compact spaces would be determined by a more detail design and layout.

The structural system for the parking structure would be cast-in-place concrete decks supported by concrete girders and columns. Approximate column spacing will be 27 ft. or 3 parking spaces. The deck and girders could be post-tensioned to help reduce the overall height of the structural system. Levels 1 and 2 would have 10 ft. floor-to-floor height clearance with 7.5 ft. clear to bottom of beams. Some solid concrete walls along each elevation would provide lateral support in the form of shear walls. Approximately 20% of the elevations would be needed for solid shear walls leaving the remaining area open for ventilation. Total building height would be approximately 24 feet from grade (see Figure 7: Alternative 1 Parking Garage Elevations).

The foundation system would likely be spread footings, however, site-specific geotechnical engineering report may require deep pile foundations depending upon the load carrying capacity of soil and liquefaction concerns.

Two stairwells and two elevators would be located in the four corners of the structure. In two locations at opposite ends, elevators would allow for handicap and convenient pedestrian access to all levels. The corners would also provide room for mechanical equipment for elevators.

The site utilities required for the structure would be water for fire protection and electricity for lighting and elevators. Some site grading would be required for utility trenching and foundation construction, but with the first level at grade and a generally flat site near the structure, the grading and removal costs are minimized.

To minimize operation costs, the garage would utilize a barrier gate w/programmable controller and a centralized fee collection station, thereby negating the need for an attendant.

Circulation and Access

To minimize cut through traffic, it is recommended that vehicular access to the parking garage be similar to existing conditions. Specifically, ingress and egress access would be allowed from Monterey Avenue and only ingress access would be allowed onto Capitola Avenue. Access to the parking garage would be from the northwest and southeast corners (see Figure 6).

Pedestrian circulation is an important issue as many patrons, particularly in the summer, walk to/from the Capitola Village. On warm days, many of these patrons are going to the beach and are likely to be hauling the strollers, chairs, umbrellas, food, etc. Currently, pedestrians walk through the parking lot resulting in conflicts with vehicles. While many patrons utilize the pathway through City Hall, some people also walk along the steep drive down to Capitola Avenue. Another problem location is along the narrow driveway up to Monterey Avenue where there are no sidewalks or shoulders and the road narrows to approximately 20 feet. Constructing additional parking would result in increased traffic and thereby a greater risk of pedestrian/vehicular conflict.

To address this concern, two new pedestrian paths are recommended. The first would be a new pedestrian path located at the southwest corner of the parking lot. This path would extend through the wooded area south of City Hall and end adjacent to the Capitola Historic Museum. This path would provide a more direct route to Capitola Avenue and the Village. A second path would extend from the southeast corner of the parking garage, up the vegetated embankment and parallel to the existing rail spur. Construction of this pathway assumes that the rail and rail right-of-way will become a regional bike/pedestrian and rail corridor for public use. If this is not possible, an alternative alignment within the city-owned parcel will have to be identified.

Cost Analysis

Preliminary cost estimates for the 386-space parking garage are presented in Table 2 and include both design and construction. Costs would vary depending on the ultimate construction methods and design. Based on research from

Reed Construction data, regionally-based (central California) construction cost per stall ranges from a low of $13,000 to a high of $20,000 with a median cost of $16,000 per stall. Given the fact that both steel and concrete costs have risen considerably in the past three years (and may continue to rise) an estimate of $20,000 per stall was considered the most feasible.

To verify this estimate, RBF's talked with several building construction companies in the San Francisco Bay area. The consensus estimate for garage construction was $60/square foot, which equates in gross costs to $20K per stall.

Additional "soft" costs include building design, engineering, environmental review, financing expenses, contingency, and construction management. Typically, this is estimated at 25% of construction costs. Additional costs include site improvements and pedestrian improvement.

Based on these assumptions, the total cost of the 386-space parking garage and site and pedestrian improvements would be between approximately $9.8 M.

Annual operation and maintenance costs for an above-grade parking garage can be as high as $500/space (with full-time attendant). This would equate to $193,000 per year for the 386-space parking garage. Depending on how the garage is constructed and operated, this cost could be reduced.

Alternative 2 – Parking Garage with Housing

The second alternative considered was the construction of a parking garage with housing (affordable and market-rate) to help offset the cost of garage construction.

Given the site constraints and parking program requirements, the only way to practically construct housing on the site would be to build it above the parking garage. Such a development, while common in very dense urban settings is less common in lower-density neighborhood communities. As such, constructing housing above a public parking garage would require special design considerations to be effective. Most importantly, parking for residents must be separated from the public parking to ensure they have sufficient parking at all times. Additionally, any project would need to incorporate careful design considerations and address issues associated with security, noise, air quality, circulation, and privacy.

Parking Garage

To minimize building height, a design option with subterranean parking levels was considered. Assuming three levels of public parking, plus an additional level for resident parking, the following configuration would be required; Three levels of public parking (two of which are subterranean), one level of private parking, and two levels of housing (see Figure 8a: Alternative 2 Parking Garage and Housing Elevation). The 45,600 square foot footprint of the structure would remain the same as Alternative 1 Parking Garage Only, since it maximizes usable site area. The parking configuration for each level would be as follows:

	Parking Spaces
Garage – Level 1 (subterranean - public)	130
Garage – Level 2 (subterranean - public)	130
Garage – Level 3 (ground floor - public)	126
Garage – Level 4 (private)	130
Garage Total	*516*
At-grade (not in garage)	40
Total Parking Spaces	**556**

It should be noted that the trees that line the slope on the north end of the structure, adjacent to the mobile homes, could be affected with subterranean construction. This alternative also allows for some opportunities to grade the north slope and reduce the amount of subterranean wall along the building north elevation. Another benefit in grading the slope is to allow for ventilation in the lower levels along the north elevation, reducing the cost of the mechanical ventilating system usually required for subterranean levels.

Because a portion of the parking garage would be located below ground, there would be additional engineering and cost would be incurred. These include:

- Grading, excavation, and shoring

- Removal of approximately 40,000 cubic yards of excavated material
- Foundations for retaining walls surrounding the lower two levels
- Mechanical ventilating system for the lower two levels
- Pile foundations for the six-level structure
- Water supply for fire protection

The layout of the public and private parking levels would be similar to Alternative 1 with the center ramp providing access to all levels with special consideration given to separation between public and private parking levels with security measures, such as gate/ card access.

Housing Component: 32 Residential Units

A preliminary concept plan to provide housing above the parking garage was prepared to determine the number and type of units that could be accommodated. Constraints included ensuring adequate light and air for all units, consistency with parking requirements, and providing a mix of housing types consistent with market conditions. Based on these factors, a mixed of one, two, and three-bedroom townhouse type of product was envisioned within a two-story building envelope.

According to the city's parking ordinance (17.51.130 C), apartments and condominiums of for or more units require 2.5 spaces per unit. This would allow a theoretical maximum of 52 residential units. However, given the fact that each unit would require ample daylight and ventilation, and given the configuration of the garage, a design with housing around the exterior of the building footprint with an inner courtyard was envisioned. This design resulted in a total of 32 units, plus a community meeting room (see Figures 8a-8c and Table 3, below). Assuming 32 dwelling units, this would require 80 parking spaces. While some of Level 5 (130 spaces) could be used for public parking, it was determined that due to security concerns, it would be more advantageous to separate public and private parking between levels. As such, Level 5 of the parking garage would be dedicated solely for private parking associated with the housing development, providing 130 spaces.

Table 3: Housing Program

Housing Type	Unit Count & Size	Total Square Footage
1 Bedroom Flats	8 @ 875 sf.	7,000
1 Bedroom Townhouse	20 @ 1,400 sf.	28,000
3 Bedroom Townhouse	2 @ 1,872 sf. 2 @ 2,300 sf.	3,744 4,600
Total	**32 units**	**43,344**

Based on discussions with local homebuilders, a construction cost of $250 per square foot was assumed, for a total construction cost of $11 M for the 32 residential units. Adding another 25% for soft costs including design, engineering, permits, marketing, and contingency, the total cost for the 32 residential units would be approximately $13.8 M (see Table 4).

Housing Component: 16 Residential Units

To reduce the building height on the northwest side adjacent to the mobile home park, a variation of alternative 2 was considered. This variation would be the same as Alternative 2 except that only half of the number of two-story housing units would be constructed. These housing units would be located adjacent to the railroad right-of-way and away from the mobile home park. Private parking for the housing would be located adjacent to the housing and above the public parking. Assuming each floor of the housing would be about 15 feet, and the fact that a parapet would be required on the top floor of the garage for the private parking, this Alternative 3 would reduce the building height adjacent to the mobile home park by approximately 25 feet. Building massing elevations illustrating this variation of Alternative 2 is shown in Figure 9. As shown in Table 5, this variation would reduce the cost of the project by $7 M to approximately $22M, as compared to Alternative 2 with 32 residential units.

The parking configuration for each level would be as follows:

	Parking Spaces
Garage – Level 1 (subterranean - public)	130
Garage – Level 2 (subterranean - public)	130
Garage – Level 3 (ground floor - public)	126
Garage – Level 4 (private)	65
Garage Total	*451*
At-grade (not in garage)	40
Total Parking Spaces	**491**

Option 1 – Surface Parking Lot on a Portion of Pacific Cove Mobile Home Park

As an option to the two alternatives described above, a surface parking lot was considered for a portion of the Pacific Cove Mobile Home Park. This option was considered as a means to reduce the building height and mass associated with any of the alternatives by reducing the amount of parking by one level. An added advantage of this option is that this surface parking lot could be constructed prior to construction on the existing surface parking lot, thereby helping to mitigate the loss of parking during construction.

Based on site conditions and site access, it was determined that the western portion of the mobile home park closest to Capitola Avenue would be the best suited area to accommodate a surface parking lot.

Existing Lease Conditions

As shown in Figure 10, the proposed surface parking lot would affect eight mobile home rental pads. Of these, four pads are year-round residents and original tenants (i.e., leaseholders when the mobile home park was first established). Two pads are part-time residents and original tenants. Two pads are part-time residents and not original tenants. And finally, the City owns two pads outright. There are six City-owned mobile home pads located on

the remaining portion of the mobile home park that could be used to accommodate six of the eight affected mobile home rental pads.

Based on legal advice sought by the City from Goldfarb & Lipman, the City would treat each resident as a displaced person[1] as set forth in Chapter 6, Title 25 of the California Code of Regulations (the "Relocation Regulations"). Full-time residents would be entitled to a relocation notice, advisory assistance, and moving costs. The City would request that these residents rank their top three desired replacement pads within the park so that the City can determine which pad would go to whom. It is anticipated that some of the part-time residents would be eligible to remain in the park after the full-time residents have selected their new pads. The City would develop a neutral process to select which part-time resident would be permitted to stay. In the event that part-time residents cannot remain in the park, the City would be required to pay their relocation costs. For those that cannot move their mobile homes, these residents may sell their mobile homes to the City (or other third-parties for salvage value), or they may simply abandon their mobile homes in the park.

Parking Lot Configuration

Option A – Minimal Grading

This option would minimize grading and disturbance the adjacent vegetation and slopes. The surface parking lot would be approximately 90 feet wide by 360 feet long, covering an area of ~ 32,400 square feet. The area between side slopes of the gulch would be cleared and re-graded. No significant import or export of fill would be required. Ingress and egress would be via Capitola Avenue. Access to the mobile home park would be block using a breakable barrier for emergency access only.

Given site conditions, access and driveway requirements, angled parking would provide for a maximum of 71 parking spaces. The parking plan concept and associated section for this option is shown on Figure 11. As shown in Table 6, construction costs for this option would be approximately $133,000.

[1] A "displaced person" is defined as any person "who moves from real property…as a result of…displacing activity of a public agency" (Section 6008[f] of the Relocation Regulations).

Option B1 – Grading and Retaining Walls: No Fill Importation

This option would maximize parking by grading the site and constructing retaining walls. The area of disturbance would be approximately 110 feet wide by 350 feet long, covering an area of ~ 38,500 square feet. Grading would occur on both side slopes. Concrete retaining walls with an average of ~9 feet would be required.

Widening the base of the gulch, using concrete retaining walls, increases surface parking area. Minor grading is involved but would result in no net import or export of material. The average height of retaining walls along the toe of slope is 9 ft.

By widening the surface parking lot, four rows of parking could be accommodated, increasing the parking to 113 spaces. The parking plan concept and associated cross-section for this option is shown on Figures 11, 12, and 13. As shown in Table 6, construction costs for this option would be approximately $470,000.

Option B2 – Grading and Retaining Walls: Three Foot Fill Importation

If some of the cut materials were used associated with grading the existing surface parking lot in preparation for garage construction, approximately three feet of imported fill could be used. This would reduce the retaining walls to an average height of six feet, thereby reducing the construction costs by approximately $65,000 to ~$405,000 (see Table 6).

Constructing a surface parking structure on a portion of the mobile home parking lot would help to minimize impacts of parking displacement while the parking garage (and possibly housing) is constructed on the (upper) existing parking lot.

Additionally, it may be possible that a floor of the parking garage could be eliminated thereby reducing the cost and building height of the parking garage structure. This could be determined following the preparation of a more current and detail parking demand study. Cost estimates assuming a floor of parking (130 spaces) could be eliminated from the garage are shown in the cost summary below (see Table 7).

Financing Options

This report presents various alternatives of garage/housing layouts that are feasible on the Pacific Cove Property. The key to completing any of these options is to find one that makes financial sense and meets the parking needs for the City. Many factors will ultimately combine to determine the type and size of structure that makes financial, aesthetic, utilitarian and parking-needs sense.

The most economical way to add parking would be the development of surface level parking in the Pacific Cove Mobile Home Park. At a maximum cost of $450,000 plus costs for relocating the coaches, about 100 – 130 spaces can be constructed. This project could be done as a stand-alone project or in conjunction with development of a parking structure. The City could feasibly finance this portion using general fund monies designated for capitol improvements. Another financing option would be to develop a partnership with a developer of the potential hotel development. At a cost of about $4,000 per space, this is the most cost effective parking option.

The next option for increasing parking is a parking garage. With non-subterranean parking the cost for three levels of parking is about $9.8 million. This would provide about 386 parking spaces, plus another 40 not inside the garage. At $25,400 per space this is the next least expensive parking option. This is well beyond the City's ability to finance on its own. By including market rate housing over the top of the garage, it appears feasible to define a project that would attract the interest of a developer. Based on the unit costs for various components listed in Table 8, it appears that either a 20 unit housing development with two above ground parking levels or a 32 unit housing development with 1 subterranean parking level and 2 above ground parking levels may make financial sense.

Table 8: Parking Garage with Housing Options

Option	Public Parking Spaces*	Private Parking Spaces	Surface Parking Costs**	Parking Sturcture Costs	Site Improvments Costs	Housing Development Costs	Total Cost	Cost per Unit
20 Unit Housing Development with 2 above ground parking levels	416	65	$ 400,000	$ 8,025,000	$ 200,000	$ 8,750,000	$17,375,000	$ 868,750
32 Unit Housing Development with 2 above ground parking levels and 1 subterranean level	416	130	$ 400,000	$ 9,650,000	$ 500,000	$ 14,000,000	$24,550,000	$ 767,188

* includes 120 surface space in Pacific Cove Mobile Home Park

** does not include relocation expenses

The combination of the public portions of the parking structure for either of these options in addition to the surface parking at the mobile home park would result in a total of approximately 420 total public parking spaces, which is an addition of 188 spaces over the currently existing 232. Given the City's demand of 166 spaces this leaves 22 spaces that could be marketed to developers at $25,000 per space, which would generate $550,000 in revenue and annual savings of $25,000 from the operation of the summer beach shuttle. If the City is able to continue its favorable summer beach shuttle contracts, which cost approximately $350 per parking space, there is potential to market all 188 spaces, which would generate $4.7 million.

Given the number of design combinations available, below is a unit cost for the various components that can be used as a basis for other design options:

Item	Cost Per Space	Parking Spaces	Cost
PCMHP Surface Parking Lot – No Retaining Walls/Fill	$1,863	71	$132,300
PCMHP Surface Parking Lot with Retaining Walls/Fill	$4,152	113	$404,400
Garage – Site Improvements			$802,800
Garage – Per Level Subterranean	$27,421	130	$3,564,767
Garage – Per Level Above Ground	$25,000	130	$3,250,000
Housing – 32 Units			$28,643,600
Housing – 16 Units			$20,112,350
Pedestrian Improvements			$53,400

Recommendations

Based on the data in this report it appears there are feasible options for the expansion of the public parking in the Pacific Cove property. The City can take two paths in continuing this project.

The first option would be to prepare a Request for Proposals (RFP) from developers to provide additional parking spaces in exchange for selling the housing units. This study would be the basis for the RFP and provide the foundation for an agreement with a developer. It may be that an Exclusive Negotiating Agreement would be needed, similar to the one use for the Rispin project. Certainly, prior to any firm agreement the relocation costs would have to be estimated for the coaches in the area of the surface level parking.

The second option would take a step back and do some market analysis to help identify the cost benefits of the project to developers. Under this approach, the City would undertake additional studies that would clarify the following:

1. Market analysis to better evaluate the type, size, and value of the residential development and possible consideration of commercial development options.

2. Update the parking demand study from 1981 to identify current parking demands and shortages to ensure the projects address all needs.

3. Identify the potential relocation costs for any work involving the Pacific Cove Mobile Home Park.

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