

City of Capitola

Parking Implementation Plan

Goals, Priorities, and Milestone Time Estimates

- **Create Traffic and Parking Commission**
 - Priority High
 - Time to complete short
 - Resolution was adopted by the Council on February 26, 2009. Applications for membership are due March 25, 2009. It is anticipated that the Council will appoint members in April 2009 and the first meeting will be held on May 6, 2009.
 - Traffic and Parking Commission to address the following
 - Review of Preferential Parking Permit Programs in the City
 - Review restrictions on resident parking in the Village
 - Review of existing boundaries and rates
 - Review and comment on parking plans for City Council consideration

- **Prepare plan to provide additional parking for the Village**
 - Priority High
 - time to complete 6 months
 - Develop long term plan
 - Process & funding
 - Develop parking management plan to maximize use of existing parking situation

- **Hold hearing with residents of Pacific Cove Mobile Home Park**
 - Priority High
 - time to complete 1 month
 - Hearing to make preliminary decisions on the long term plans for the park.
 - Parking
 - Housing
 - Private ownership
 - Status Quo
 - Some mixture of the above

- **Initiate pilot program utilizing pay stations in place of parking meters**
 - Priority Medium
 - time to complete 6 months
 - Initial location has been recommended to be along Cliff Drive.
 - Staff will research vendors and options

- **Reestablish City wide shuttle program**
 - Priority Medium
 - time to complete 1 year
 - Identify on-going funding
 - Refine route and advertising program
 - Expand to seven day a week operation

- **Establish in lieu parking fee program**
 - Priority Medium
 - time to complete 1 year
 - Will follow development of long term parking plan
 - Will take amendment to Local Coastal Plan

- **Implement valet parking businesses**
 - Priority low
 - time to complete 1 year
 - Approval being reviewed by Coastal Commission
 - To be privately run with business enterprise responsible for locating remote lot and developing business plan.
 - City to lease parking spaces for drop off area in Village

- **Revise zoning laws pertaining to parking requirements**
 - Priority Low
 - time to complete 18 months
 - Define separate zoning for Village
 - Review zoning citywide

Introduction

Parking has been an issue in the City of Capitola for many decades. Since the City first adopted a Local Coastal Plan, as required under the California Coast Act of 1976, a deficiency of parking has been identified in the Village. In the mid 1980's the City purchased and developed the Pacific Cove Parking lot which added 232 parking spaces to the inventory. Even with this addition to the parking stock, a parking shortage continues, causing the City to operate a weekend shuttle during the summer. The parking shortage also contributes heavily to the traffic congestion in the Village during the summer.

As part of the discussion of parking centers on the Village, it is important to remember that the Village is surrounded by many residential neighborhoods and other commercial area interconnect through the Village. Practically all east/west movement across the City takes place through the Village, so it is important to consider traffic circulation and parking as a comprehensive issue.

Over the past several years five separate reports have been prepared that analyze different aspects of parking in the Village and made specific recommendations. Together these documents form a collection of information for the City to use to establish short, medium, and long term plans for parking.

Documents and Reports

- Parking Garage and Housing Feasibility Study, RBF Consulting, June 2005
- Parking Expansion Study, RBF Consulting, April 2006
- One-way Traffic Analysis for the Capitola Village Area, RBF Consulting, March 2008
- Parking Needs Analysis, RBF Consulting, December 2008
- Blue Ribbon Parking Committee Report, December 2008

Parking Inventory

The 2008 Parking Need Analysis has identified a shortage of 176 parking spaces to meet the current demands based on the existing uses in the Village. This report also discusses the need to provide as much as 390 additional spaces to address the traffic congestion generated by drivers searching for parking. The type of parking that should be developed could be either permanent public parking or leased private lots that are available on weekends and holidays which are the Villages peak periods.

The following properties have been identified for potential parking development:

Public Parking

1. **Union Pacific Property.** Surface parking only. Along Monterey Avenue has the potential to add 10-15 spaces. New parking adjacent to Cliff Drive on UP property has the potential to add approximately 20 spaces. Subject to lease approval from the railroad.
2. **Pacific Cove Mobile Home Park.** 110 potential spaces identified in western portion of the park. An 350 spaces could be placed in the remainder of the park. All development dependent on relocation of existing mobile home units.
3. **Pacific Cove Parking Lot.** Structured parking. Development of a parking structure in the area of the existing 232 space parking lot. According to preliminary engineering studies this structure could be located below existing grade and/or include parking decks above the level of the existing lot. Each level would have approximately 150 spaces.

Site	Existing Public Parking	Total Parking New Parking	Net New Parking	Estimated Cost	Cost per additional space	Notes
Union Pacific Property						
Monterey Ave	0	15	15	\$30,000	\$2,000	subject to lease approval by UPRR
Cliff Drive	46	66	20	\$40,000	\$2,000	subject to lease approval by UPRR
Pacific Cove Mobile Home Park						
Western End Only	0	113	113	\$1,000,000	\$9,000	from 2005 RBF study
Entire Park	0	350	350	\$3,000,000	\$9,000	estimated from cost for western end only
Pacific Cove Parking Lot						
Two story	232	364	132	\$6,000,000	\$45,000	from 2006 RBF study
Three story	232	525	293	\$11,200,000	\$38,000	estimated from cost for two story
Four story	232	686	454	\$14,600,000	\$32,000	estimated from cost for two story

Potential Leased Parking

1. **AAA office** at 4400 Capitola Road. Approximately 110 parking spaces. Currently open for business Monday – Friday 8:30 a.m. to 5:30 p.m. and Saturday 9 a.m. to 1 p.m.
2. **DMV office** at 4200 Capitola Road. Approximately 100 parking spaces. Currently open for business Monday through Friday from 8 a.m. to 5 p.m.
3. **Crossroads Center** at 820 Bay Avenue. Approximately 75 parking spaces. Currently leased by the City as part of the City Shuttle program.
4. **Capitola Road at Wharf Road.** Approximately 20 spaces in undeveloped property adjacent existing private parking lot.

These properties potential availability on evening, weekends, and holidays makes them a good potential use for a valet parking program and/or potential city shuttle parking lots.

Parking Management

Parking Management systems are put in place to help alleviate high parking demands by efficiently directing drivers to locations where parking exists. Examples of techniques used include variable pricing for parking based on demand, valet parking and shuttle systems to remote lots, and variable message boards alerting the parking public to full lots.

The Blue Ribbon Committee has recommended the City implement the use of pay and display parking systems, at least on a trial basis as this technology would permit the use of credit cards for payment and allow for various pricing scenarios based on demand. Pay and display systems eliminate individual parking meters and replace them with a machine that services 10 – 20 spaces. The driver of a vehicle goes to this central machine and purchases a stub for a length of time they select and then displays the stub on their dash board. Pay and display machines may be problematic with our existing Parking Enforcement officers due to the fact that they have limited visual access to a vehicles dashboard.

Pay by space options may be better suited for the City. Pay by space systems work by numbering each parking space. The user notes the space in which they are parked, and must enter that number into a central pay station to pay. The Parking Enforcement officers can determine if there are any violations simply by checking the central pay station. Typically, the pay station resets if a vehicle leaves a designated. Studies have shown that the use of pay stations actually result in increases in revenue of Of 20% - 50%. One potential downside of pay by space systems is that they can be more complicated for the user.

The committee and the Council have recommended moving forward with a trial installation in one section of Cliff Drive. The cost of the pay stations ('pay by space' or 'pay and display') alone is estimated between \$10,000 - \$20,000, not including installation, and will require both electrical service and telephone service for credit card processing.

An overall parking management plan should be developed that will address how to reduce circulation issues associated with drivers hunting for parking on the Esplanade. Some options that could be considered during peak parking demand periods include automated gates that prevent traffic from entering the Esplanade when 90% - 95% of the spaces are full. Emergency preemption equipment can be installed to ensure emergency access. Other ideas include the variable pricing during peak periods that would encourage drivers to seek less expensive parking.

A valet parking program, utilizing private parking out of the central village has been approved by the Coastal Commission in the Capitola. Under this program, private vendors would operate a valet parking company utilizing two public spaces in the Village as a drop off/pick up zone. The vendor would be responsible for acquiring the rights to non-public spaces outside of the Village. The City will solicit proposals and bids from interested firms and award a license and encroachment permit to single firm on an annual basis. It is intended that this program would operate on a cost neutral basis for the City.

The shuttle bus system is another type of parking management program that allows for the opportunity to increase available parking outside the Village area. Currently the Beach Shuttle adds 75 parking spaces on weekends and holidays during the summer peak season. Expansion of the program to a City Wide Shuttle has the potential to bring in other privately owned spaces for shuttle parking and also encourage the use of using alternate transportation through the City, reducing the demand for parking. The cost to run the beach shuttle including leasing the Crossroads parking lot is currently \$25,000 annually. The City Wide Shuttle costs about \$60,000 to operate on weekends and holidays. This cost would increase to about \$200,000 to operate it 7 days a week during the peak summer season.

Zoning Requirement Changes

Currently the City has a single set of zoning regulations pertaining to parking requirements that applies to all zoning areas in the City. Due to the high density and mixed use nature of the land uses in the Village it may be desirable to develop new standards for the Central Village Zone only

In addition, parking standards elsewhere in the City are conservative when compared to standards developed by the Institute of Traffic Engineers (ITE). As part of the City's effort to facilitate revitalization of its commercial zones, it may be advisable to consider new parking standards for these areas.

The Parking Analysis prepared by RBF Consulting compares the existing zoning requirements in the Village with standards developed by the Institute of Traffic Engineers (ITE). This analysis shows that the existing requirements are very conservative and under existing uses would require 1,457 parking spaces. Under ITE code, 1212 spaces are required. The goal of any changes to the zoning codes should be done to encourage use changes in the commercial spaces in the Village so that businesses can quickly respond to market demands. Any new codes should aim to meet the total number of spaces that would be required by ITE.

The following chart shows the difference between the existing zoning code and the ITE code.

Land Use	Existing Code	ITE Demand
Hotel	23	23
Office	16	13
Off Street (Residential)	177	177
On Street (Residential)	280	262
Restaurant	292	292
Retail	226	169
Beach	276	276
Total	1,289	1,212

In Lieu Parking Fees

Current on-site parking standards in the Village pose a barrier to redevelopment due to access difficulties, design standards, and fiscal feasibility. Instead of requiring each individual project to provide on-site parking, “in-lieu” parking fee programs allow developers to pay a fee instead of providing parking on-site. The fee must then be used for parking and mobility improvements, including the construction of a centralized parking structure.

The advantages of this type of program include:

- Consolidation of parking supply
- Improvement of project design
- Increased fiscal feasibility of redevelopment projects
- Funding for central parking facilities

An in-lieu parking fee program can allow for alternative land uses on land previously used for parking, and provide additional parking options for the reuse or redevelopment of existing significant buildings. Pedestrian activity is improved with the removal of curb cuts as small individual parking lots are consolidated to larger parking areas.

A number of other local jurisdictions have established in-lieu parking fee programs. These programs charge fees that range from \$5,000 to \$60,000. Fee amounts are usually based on a percentage of the actual cost of providing a parking space, which is based on land and construction costs.

Some jurisdictions allow payment of partial fees for existing development which change uses. For instance, San Luis Obispo charges a flat \$3,011 for a change in use requiring additional parking while the City of Mountain View requires applicants to pay 50% of the full fee with a use change that requires additional parking. Fees are typically updated annually or semiannually using an index tied to inflation or construction costs.

To establish an appropriate fee amount, staff recommends the preparation of an In-Lieu Parking Fee Study, to determine:

1. Estimated cost to build a public parking space, including land and construction costs; and
2. Percentage of actual cost the City should capture to meet policy goals.
3. A fee structure designed to promote near-term investment in development prioritized by the City's recent Economic Study.

Traffic Circulation

The 2008 One-Way Traffic Analysis identifies strategies using one-way streets that could be implemented that would provide two benefits to the Village. First it would reduce traffic volumes in the Village, and second it would also provide additional space on existing two way streets for on street parking. The report indicates that an additional 28 on street space can be added in the Village by going to a one-way street system. The report recommends that a new road be developed through the existing Pacific Cove Parking Lot, at a cost of 79 spaces, but in lieu of building this new road it may be possible to mitigate the impacts by constructing intersection improvements to the Bay Avenue/Capitola Avenue intersection. These improvements could consist of signaling the intersection of constructing a round about system. The cost of both the road development through the Pacific Cove Parking Lot and the intersection improvements to Capitola Avenue and Bay Avenue are on the order of \$500,000. The consideration of the one-way street system and related improvement should be reviewed and considered as part of the long term plans for the Village.

Neighborhood impacts

Capitola is a compact community. The Village is located adjacent to many residential neighborhoods. What we do to fix one problem in the Village could easily have an impact on a surrounding neighborhood. All plans developed to address traffic and parking in and around the Village must include an impact analysis on surrounding neighborhoods and mitigation measures to reduce these impacts. The One-Way Street Analysis discusses this problem and lists several mitigation measures that could be used in different areas.

Funding

Currently, the City Council has designated 50% of the revenue received by the parking meter increase from \$1.00 per hour to \$1.50 per hour in the Central Village to a dedicated parking fund. This fund is anticipated to generate approximately \$100,000 annually, which might be increased to \$150,000 if pay stations are deployed throughout the Village.

Other revenue sources that could be used to pay for parking development include actual revenue from the new spaces, in lieu parking fees, grants, the general fund, and private/public partnerships.

The following table shows a potential funding scenario for a 600 space parking structure at a cost of \$15 million, purchasing 10 pay stations, and operating a 7 day a week city wide shuttle. It assumes a

revenue stream of \$225 per space, \$150,000 from the dedicated parking fund, and 100 in lieu parking space fees at \$20,000 per space.

Revenue		
	Annual	Capitalized
Parking Structure Revenue	\$135,000	\$2,100,000
Dedicated Parking Fund	\$150,000	\$2,350,000
Potential Grants (EDA & CDBG)		\$3,000,000
In Lieu Parking Fee		\$2,000,000
Total Potential Funding	\$285,000	\$9,450,000
Expenditures		
600 space parking structure		\$15,000,000
Pay Station Program		\$200,000
City Wide Shuttle (7 days/week)	\$200,000	
Total Potential Expenses	\$200,000	\$15,200,000
Gap in funding to be filled by the General Fund or Public/Private Partnerships	-\$85,000	\$5,750,000

The preceding analysis is just an example of the type of program the City will need to put together to finalize a long term parking program to develop addition village parking.