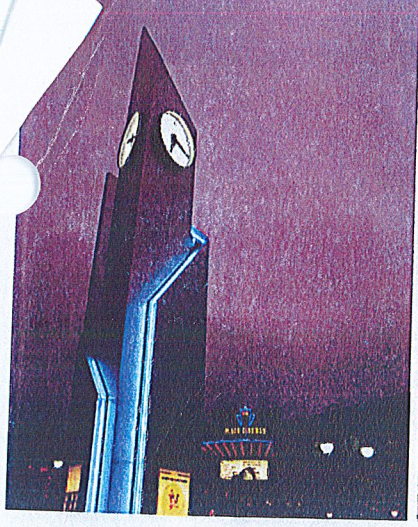


DOWNTOWN OXNARD MOBILITY AND PARKING MANAGEMENT PLAN

ATTACHMENT 2

PAGE 1 OF 156

Final Report

November 2009

Nelson|Nygaard
consulting associates

Table of Contents

ATTACHMENT 2

PAGE 2 OF 156

List of Figures

ATTACHMENT 2

PAGE 3 OF 156

Chapter 1. Executive Summary

Overview

Oxnard is a city on the rise. Each year it continues to grow in both population and prosperity, and the effective management of the downtown transportation system is integral to that success. Within the City of Oxnard, the downtown acts as the civic center of the community, and a niche in the City's economic marketplace supported by specialty retail and residential components. In looking forward, it is essential to continue the ongoing revitalization of its historic downtown and to restore and enhance downtown as the social and economic center for the City.

To advance this larger vision, this *Mobility and Parking Management Plan* has been developed to help the City accomplish the following goals:

- Ensure good access to the downtown by all modes of transportation;
- Provide circulation through and around the downtown for longer distance travelers;
- Maintain functional, beautiful and pedestrian-friendly streets that will support strong retail life;
- Make best use of existing transportation assets as catalysts for economic development; and,
- Maintain sufficient parking for downtown visitors and employees, with a realistic and effective plan for operating and managing that parking.
- This plan is intended to function as a "consensus blueprint" that will allow City staff to manage parking to achieve the dynamic vision called for in the *2030 General Plan Update* and provide a transportation plan that will effectively manage future downtown growth.

In addition, the *Mobility and Parking Management Plan* is designed to provide an economically efficient transportation plan for Downtown Oxnard. This efficiency is important not only for the actual cost of generating and maintaining transportation resources, but also for the economic development that can be facilitated by a well-planned system. Other cities like Oxnard have faced similar circumstances and have used improved parking policies and management to spur economic growth.

City planners, elected officials, merchants, and residents recognize that getting parking right is critical to Downtown Oxnard's ongoing and future success. While having parking is essential in the modern world, many downtowns have seen their revitalization greatly hindered by minimum parking requirements (i.e., zoning code provisions that require a certain number of on-site parking spaces for each land use): in attempting to ensure that there is enough of a good thing, these parking requirements have often inadvertently rendered new building projects and the reuse of existing buildings physically and financially infeasible. A good parking plan for Oxnard must strike the right balance between ensuring that parking is available for all users, and avoiding inflexible policies that hamper revitalization.

ATTACHMENT 2

PAGE 4 OF 156

The recommendations made in this document are established on the premise that parking and transportation is not an end in itself, but a means to achieve broader community goals. The plan is intended to offer the City a coherent strategy for both economic development and transportation management.

Existing Parking Conditions

Inventory and Utilization

Parking supply and utilization was analyzed separately within six districts of the downtown: Civic Center, Plaza Entertainment & Arts, A Street Retail, Transportation Center, South of Seventh Street, and Meta Street. A total of 2,833 parking stalls are located within the study zone: 962 on-street and 1,871 off-street. To evaluate parking occupancy, parking occupancy counts were taken from 7 am to 9 pm on Thursday, Friday and Saturday, October 25-27, 2007. The counted downtown parking supply included accessible on-street and off-street, public and private spaces; spaces obstructed by construction or physical barriers such as fences were excluded in the counts.

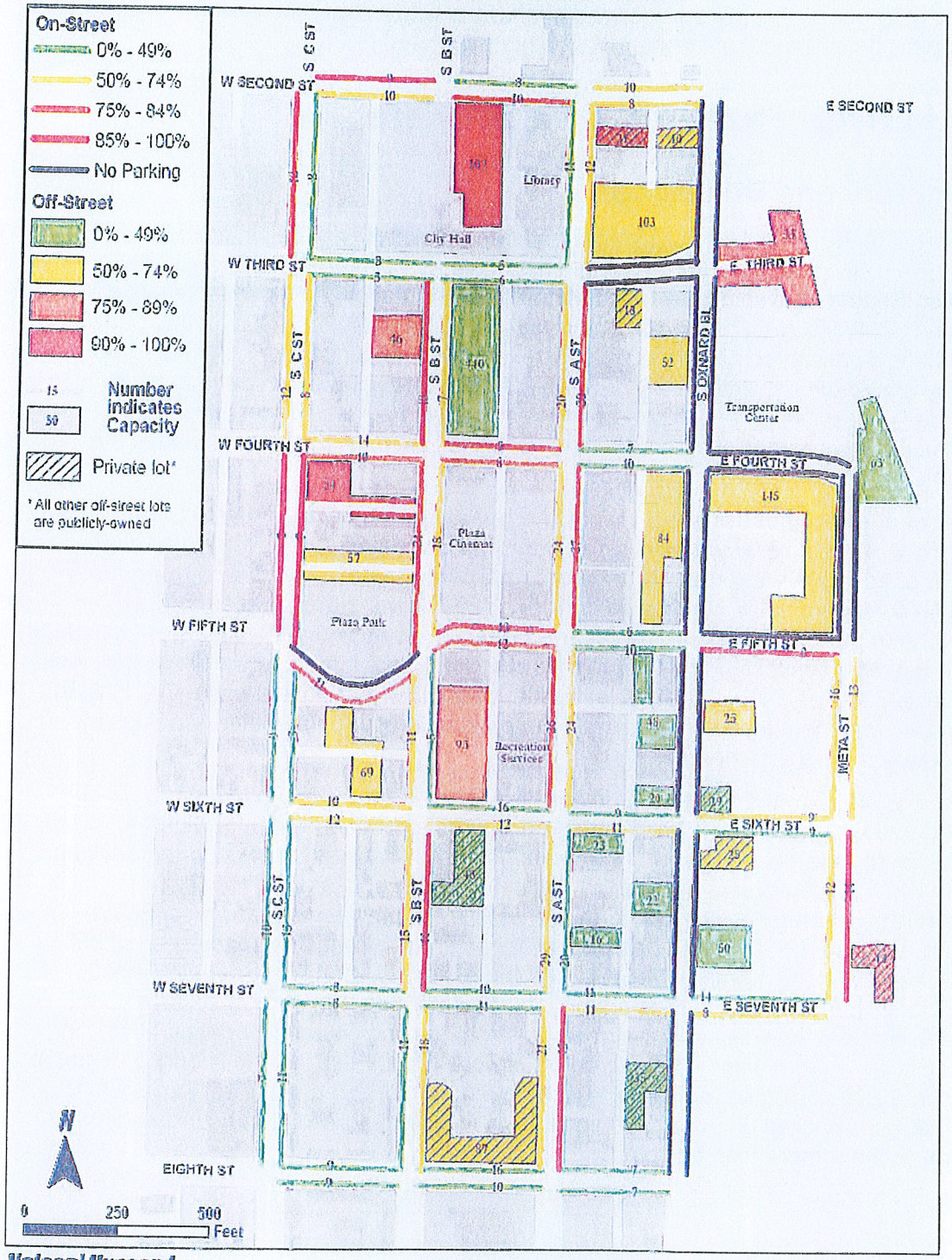
Total occupancy counts show that at the busiest period (Thursday, 11 am – 1 pm), just 54% of the downtown parking supply was occupied, with both on and off-street spaces showing roughly the same percentages of spaces occupied (54% and 55% respectively). At this peak hour, 1,297 of the 2,833 spaces in the downtown parking supply were vacant. However, as shown in Figure 1-1, at this peak hour, the most convenient front-door parking spaces were largely full, while slightly less convenient lots and structures had large surpluses. The parking lot behind City Hall, for example, was more than 90% full, while the parking structure immediately across the street was more than half-empty.

Zonal occupancy rates fluctuate dramatically based on the type of parking (on- or off-street) and time of day. It is notable that each zone's occupancy peaks with the presence of its target population. For example, the Civic Center peaks during daytime hours when office workers are present while the on-street spaces in the Plaza Entertainment district peaks on Friday evenings when movie goers are present. As shown in Figure 1-2, the Civic Center district has an off-street occupancy peak of 85% between 11 am and 1 pm (Thursday) while the residential South of Seventh Street district only has a 48% occupancy during the same hours. Similarly, the Plaza Entertainment & Arts district has a peak on-street parking occupancy peak of 66% on Friday evening from 5 pm – 7 pm while on-street Civic Center parking is only 33% full at the same time. As shown in Figure 1-3, the on-street parking to the west and south of the theater is packed on Friday evenings, but the adjacent parking structure and many nearby lots are more than half-empty.

ATTACHMENT 2

PAGE 5 OF 156

Figure 1-1 Peak Hour Parking Occupancy (Thursday, October 25, 2007 11 am – 1 pm)



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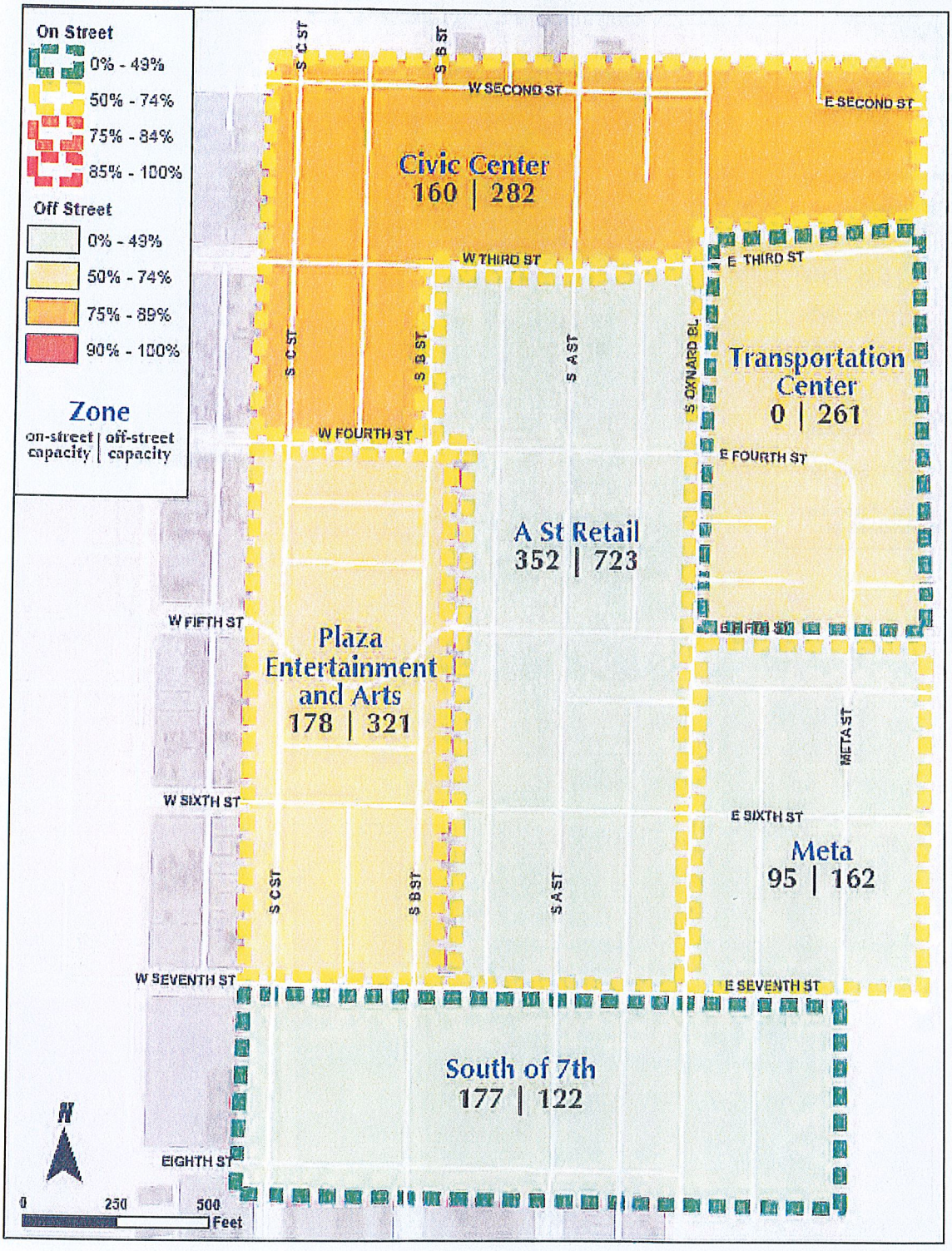
GIS Data Source: City of Oxnard

ATTACHMENT 2

PAGE 6 OF 156

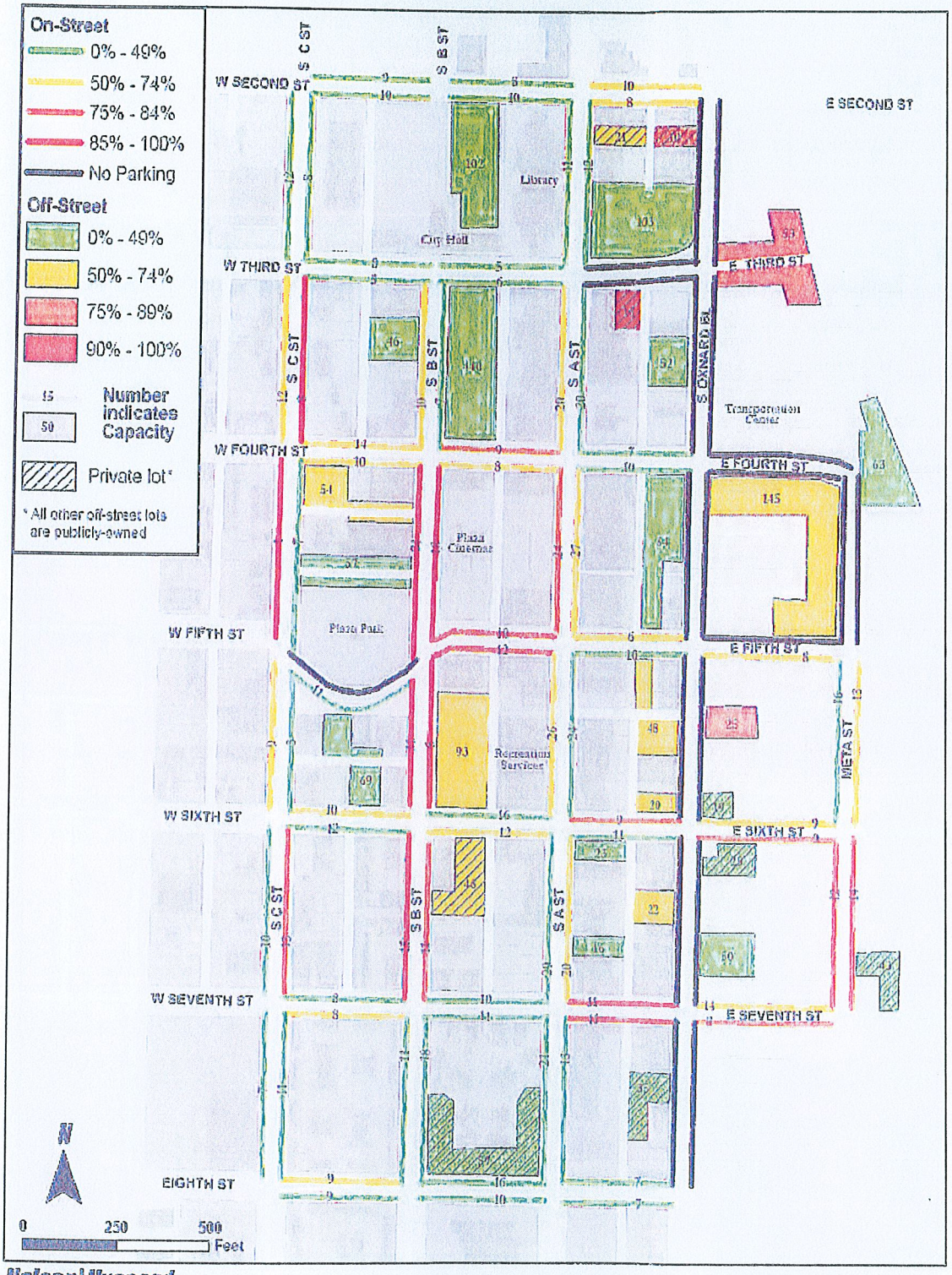
Figure 1-2 Peak Hour Parking Occupancy by Zone (Thursday, October 25, 2007 11 am – 1 pm)



ATTACHMENT 2

PAGE 7 OF 156

Figure 1-3 Peak Hour Weekday Evening Parking Occupancy (Friday, October 26, 2007 5 pm – 7 pm)



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GIS Data Source: City of Oxnard

ATTACHMENT 2

PAGE 8 OF 156

Based on the on- and off-street occupancy counts, there is more than enough parking supply overall to meet existing demand. Target occupancy rates of 85% and 90% are effective industry-standards for short-term (two hour or less) and long-term spaces, respectively, so with a current peak occupancy rate of 54%, the system has substantial excess capacity. However, because the most convenient, front-door parking spaces (the spaces that new visitors and customers see immediately upon arriving) are consistently full at peak hours, the *perception* may easily arise that an overall parking shortage exists.

In terms of individual on-street parking, the main corridors that show consistently high occupancy rates are those of B and Fifth Streets to the west and south of the movie theater. From morning until evening, these strips have several blocks where on-street occupancies exceed 85%. Similarly, certain off-street lots continually face a lack of parking availability. The lots immediately north of Plaza Park and the lots north of City Hall are heavily used during weekday work hours and routinely exceed a 90% occupancy rate. However, these lots remain underutilized during night hours and weekends when office workers are not present.

Interviews with downtown business leaders and property owners found general agreement that employees frequently park all day in the most desirable spaces, with the result that customers are required to walk longer distances from the less desirable spots. Current levels of parking enforcement are seen as insufficient to deter this practice. Experience from many cities also indicates that downtown employees, who quickly become familiar with enforcement patterns, are often able to evade time limits by doing the "two-hour shuffle", moving their cars occasionally to avoid being ticketed.

Downtown stakeholders also indicated that there is at least the perception that safety is a concern for pedestrians, particularly at night, and that some customers feel unease with walking longer distances to and from their vehicles after dark. With employees working evening shifts occupying many of the closest, front-door spaces, customers are left to walk to these more distant lots.

The key conclusion that we draw from these occupancy counts is that the most convenient on-street parking spaces are routinely filling up, often with employees' cars, even as less convenient lots and structures sit mostly empty. The problems that this situation may cause, in terms of both a lack of convenient customer parking and the perception of an overall parking shortage, cannot be solved by building additional parking spaces. Instead, improved management is required to shift some parking demand, particularly long-term employee parking demand, from the most desirable front-door spaces to the currently underused structure and parking lots nearby.

Existing and Future Parking Demand Ratios

Utilizing the data gathered during the parking inventory as well as an inventory of existing land use and projected land uses, existing parking demand ratios were calculated, and these parking ratios were then used to estimate future parking demand.

The findings revealed two different, but equally useful correlations:

- *Built Stalls to Built Land Use*. This ratio compares the total number of existing parking stalls to the total existing square footage of building space (occupied or vacant) within the study area. There are a total of 2833 parking stalls in the

ATTACHMENT 2

downtown study zone (including both public and private, on-street and off-street spaces). According to data provided by the City, there is 1,666,878 gross square feet (GSF) of built commercial space in the same area. Therefore, approximately 1.7 parking stalls per 1,000 GSF of commercial land use exist within the study area.

- *Combined Peak Demand to Occupied Land Use.* This ratio represents peak hour parking occupancy within the entire study area combining the on and off-street supply. As such, actual parked vehicles were correlated with actual occupied building space.[1] From this perspective, current peak hour demand stands at a ratio of 0.98 parking stalls per 1,000 GSF of built space.

Overall, the data analysis of the Oxnard parking inventory indicates that the downtown as a whole is operating with a significant surplus of parking while individual blocks and lots suffer from a lack of parking availability. Approximately 1,297 parking stalls are empty at the peak hour on a typical weekday with the available supply increasing to 1,556 stalls at peak hour on Saturday. However, on weekdays, off-street parking in the northern downtown area and on-street parking in the Plaza Entertainment & Arts district is often nearly full. The management plan will discuss the most appropriate methods for managing the supply, so that parking areas throughout downtown are more evenly used.

In terms of growth projections, long-term demand for new parking (i.e., in the next 25 years) indicates that the predicted 100,000 GSF of new commercial/retail growth will increase current parking demand by approximately 98 vehicles, assuming no change in current parking and transportation policies. As residential growth occurs, residential parking demand will grow at a rate of 0.60 – 1.50 stalls per unit depending on the type of residential property developed. With 400 new units proposed, the residential demand could vary range between 240 to 600 spaces. This additional demand could easily be absorbed by the current large parking surplus in the downtown. (At most residential projects, however, developers can be expected to prefer to provide private parking on-site, to meet perceived market demands for secure, exclusive parking.) The existing downtown parking surplus also provides sufficient excess capacity to allow for potential displacement of some existing lots by new development, and to allow for more intensive reuse of existing buildings.

Peer Review – Best Practices in Parking Management

Chapter 9 of this report provides a review of four communities in the United States which have implemented exceptional and innovative parking policies. All are now known as vibrant, walkable, and mixed-use districts, which deliver powerful economic benefits to their communities. It is less well known that several of them only relatively recently emerged from economic decline and are experiencing new development and growth.

A summary of the parking management best practices successfully implemented in three of the peer review communities reviewed is below:

[1] For purposes of this analysis, a vacancy rate of 5.9% was used based on estimates for commercial building vacancies provided by the City of Oxnard.

ATTACHMENT 2

PAGE 10 OF 156

- **Old Pasadena, California:** In recent years, Old Pasadena has re-emerged from its decline into Skid Row status. In 1993, the district's revival was being hindered by a serious lack of convenient, available, front-door parking spots for customers. Employees who moved their cars every couple of hours to evade time limits monopolized the convenient on-street spaces in front of the shops. Old Pasadena then had no parking meters, and proposals to install them were opposed by local merchants, who feared charges would drive customers away. Eventually, Pasadena installed the meters, but agreed to return all revenue generated by the meters to fund public improvements and additional services in the blocks where the meters were installed. Today, the meter revenues have funded the district's beautified alleys, street furniture, trees, tree grates and historic lighting fixtures, and fund its marketing, mounted police patrols, daily street sweeping and steam cleaning of sidewalks. Sales tax revenues quadrupled from 1992 to 1999, showing, perhaps counter-intuitively, that charging for parking can go hand-in-hand with remarkable revenue increases for local retailers.
- **Boulder, Colorado:** In the 1970's, the downtown of this university community was dying, saddled (among other problems) with a shortage of convenient customer parking and very little transit. Its economic revival has been catalyzed on the transportation side by several key policies: the complete abolition of parking requirements for all non-residential uses; charging for parking, with all revenues used to benefit the downtown; and a policy of funding the most cost-effective mix of transportation modes, instead of only parking structures. Recognizing that "the economics of parking structures are dismal", as one planner put it, the business-led downtown business improvement district now uses parking meter revenues to fund a range of demand reduction alternatives, including free transit passes for every downtown employee.
- **Santa Barbara, California:** The City of Santa Barbara offers a useful peer example to Oxnard due to its example of sophisticated parking management, economic success and the presence of both commuter and shopper parking. The parking system is designed to balance the needs of commuter and beach parkers who need longer-term parking as well as shoppers who need short-term parking. Santa Barbara utilizes distance-based pricing to encourage long-term parkers to park farther away from downtown, maintaining parking availability for short-term customer parking needs closest to the downtown area. Distance-based pricing is also used for beach parking lots, with the lots closest to the beach and harbor charging higher rates. The City has had a transportation demand management (TDM) program in place for the past 15 years. New businesses are required to provide free transit passes to employees as well as free parking for carpools and vanpools.

The case studies presented above and in Appendix E of this report show that well-designed parking policies are an absolutely essential prerequisite for a developer- and business-friendly environment: without powerful reform of parking policies, mixed-use and transit-oriented development is often financially infeasible. Ten key lessons from these case studies are:

1. Involve the business community.
2. Put customers first.

ATTACHMENT 2

PAGE 11 OF 156

3. Focus on parking availability, not supply.
4. Remove minimum parking requirements.
5. Establish a market for parking.
6. Create a "Park Once" environment.
7. Pay attention to a place's strengths.
8. Prevent spillover parking with Residential Parking Permits or Parking Benefit Districts, not minimum parking requirements.
9. Invest in all transportation modes.
10. Choose your downtown's future deliberately.

For Oxnard, this last choice is fundamental. To make real the City's vision of a traditional town center, with new stores and businesses attracting new customers, and sidewalks bustling with pedestrians, it will be necessary to reform existing parking policies. The parking requirements which currently apply to downtown properties are a serious obstacle to both new development and reuse of existing properties. Intended primarily for creating single-use, auto-oriented suburban areas, the current requirements are inappropriate for creating the compact, pedestrian-oriented and mixed-use downtown called for by the broader downtown vision. Unless current policies are replaced by parking policies more suited to the actual needs of a compact, walkable mixed-use downtown, many promising new businesses and development projects will continue to be stifled, as they will find it impossible both physically and financially to meet the current requirements.

Summary of Plan Recommendations

The Mobility and Parking Management Plan's recommendations, described in full in Chapter 3, are designed to provide an economically efficient transportation plan for Downtown Oxnard. This efficiency is important not only for the actual cost of generating and maintaining transportation resources, but also for the economic development that can be facilitated by a well-planned system.

By supporting economic development in Downtown Oxnard through parking management, the Plan simultaneously addresses several of the concerns raised by community stakeholders. During the stakeholder process, concerns were expressed on several fronts. Stakeholders expressed the desire to provide a safe, customer-friendly atmosphere, and specifically to:

- Improve downtown's image through the intensification of both commercial and residential uses.
- Attract additional retail to continue downtown's progress on revitalization and establish Downtown Oxnard as a destination.
- Reduce the length of the development process and remove obstacles to new development and reuse of existing buildings.
- Provide better signage, traffic circulation and gateway treatments to make Downtown Oxnard more visible to travelers on Oxnard Boulevard, and easier to reach.

ATTACHMENT 2

- Address perceived safety concerns for downtown customers, particularly at night.
- Provide funding for a more visible, active on-street police presence.
- Provide funding for the continuance of improved lighting, upgraded landscaping, better signage and enhanced streetscapes.

This plan recommends eight measures to help resolve these stakeholder concerns, manage downtown transportation and stimulate economic activity.

Recommendation 1: Pursue a "Park Once" Strategy

Adopt a "Park Once" strategy for the Downtown Plan area by (a) operating as many parking spaces as possible in a common pool of shared, publicly-available spaces and (b) encouraging existing private commercial parking to be shared among different land uses and available to the public when not serving private commercial use. This strategy should be implemented through the following policies:

1. Prohibit or discourage private parking in new development (except for residential spaces). Instead, make public parking lots available to downtown shoppers and employees, and (when more exclusive parking arrangements are necessary) lease spaces in nearby public lots and structures to private businesses, for the particular hours and days of the week when the reserved parking is actually required.
2. Purchase or lease existing private parking lots from willing sellers, and add this parking to the shared public supply.
3. Facilitate shared and/or valet parking in existing private parking lots wherever feasible.

Recommendation 2: Reduce Minimum Parking Requirements and Institute an In-Lieu Fee

Oxnard should reform commercial minimum parking requirements in the downtown by first reducing them to levels that reflect the demand of Downtown Oxnard and mandate that at least 50% of those spaces be met through an in-lieu fee to help fund a shared pool of public spaces and other alternative mode programs. Once market-rate pricing has been instituted for downtown's on-street parking, and residential parking benefit districts established to protect neighborhoods from unwanted spillover parking, the next step would be to mandate that 100% of the minimum parking requirement be met through the in-lieu fee. Residential requirements should also be modified to allow developers to utilize the in-lieu fee.

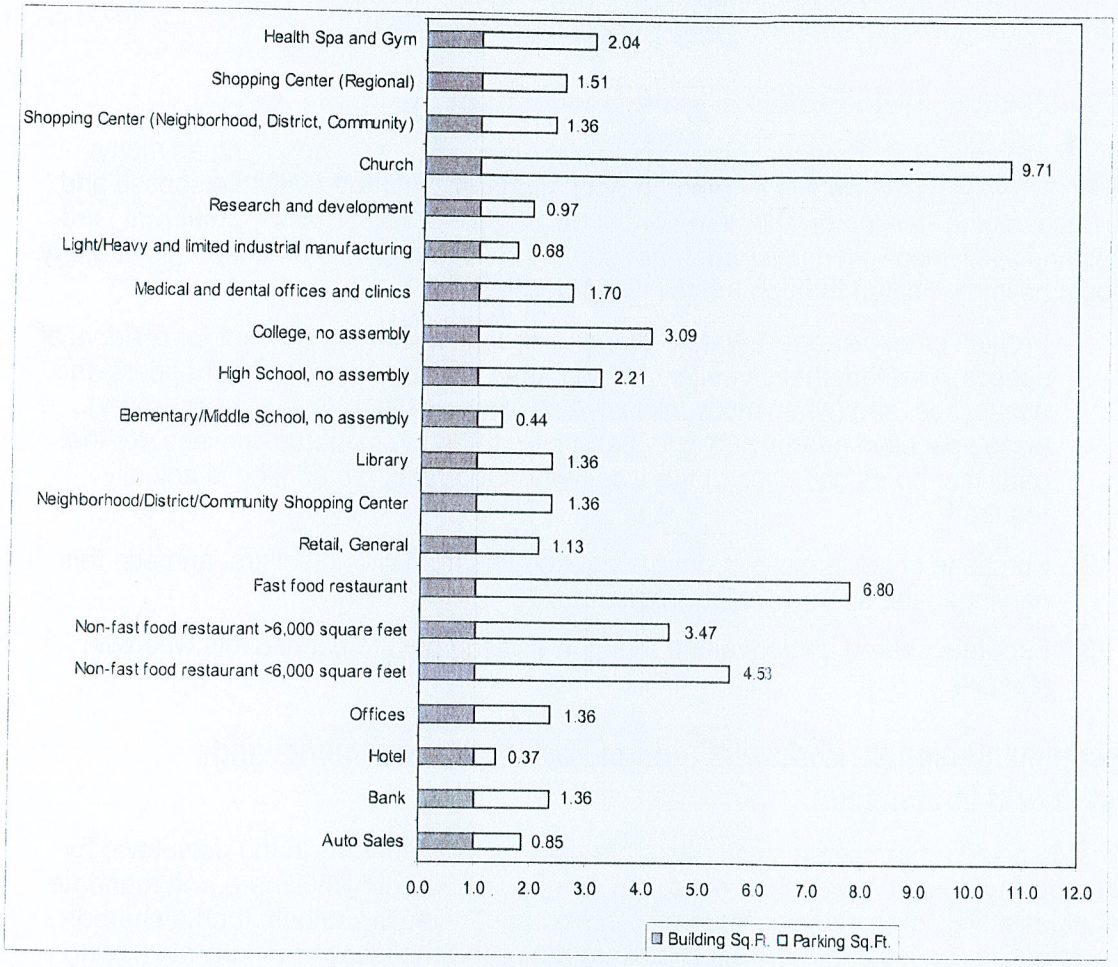
Minimum parking requirements are one of the biggest obstacles to many cities' efforts to encourage new residential and commercial development in their revitalizing downtown areas. With 1,297 parking stalls currently vacant during the peak hour in downtown, there is more than enough parking available to cope with existing demand and any demand that could be generated by future development. With a current oversupply of parking, minimum requirements are only acting as an impediment to economic development, rather than their stated goal of ensuring adequate availability.

As illustrated in Figure 1-4, Oxnard's current minimum parking requirements applying to the downtown area often require more than one square foot of parking area for every

ATTACHMENT 2
PAGE 13 OF 156

square foot of building. These requirements can be particularly damaging to uses, such as eating establishments, which help create vibrancy and life in the downtown area. By allowing commercial developments to fulfill at least a portion of their minimum parking requirements through an in-lieu fee, the City will be removing one of the largest barriers to new development downtown.

Figure 1-4 Oxnard's Existing Minimum Parking Requirements



The in-lieu fee will encourage efficiently shared public parking rather than many small, inefficient private lots; and create a healthy market for downtown parking, where parking spaces are bought, sold, rented and leased like any normal commodity.

Recommendation 3: Install Parking Meters On Blocks Where Shortages Exist, and Return All Resulting Parking Revenues to These Blocks.

Install multi-space, pay-by-space parking meters on any block face in the downtown that routinely exceeds an 85% occupancy rate. Set parking prices at rates that create a 15% vacancy rate on each block, and eliminate time limits during allowable parking hours. Rates can initially be set as low as $0.10 per hour and subsequently raised or lowered based on future occupancy counts.

The installation of parking meters downtown will efficiently manage demand for downtown parking while accommodating customer, employee, resident, and commuter

ATTACHMENT 2

parking needs. By creating vacancies and turnover of the most convenient "front door" curb, parking spaces availability for customers and visitors will be ensured. The revenue generated should be dedicated to the continuance of public improvements and public services that benefit these blocks, such as upgraded security and enhanced streetscapes.

Recommendation 4: Invest Meter Revenues in Priority Downtown Programs

Meter revenues should first be invested in building an on-street security presence to improve perceptions concerning safety. Feedback from stakeholders revealed that security is a key issue for employees and customers. In order to address this issue, meter revenues can be spent on having an active on-street security presence in the form of "Mobility Ambassadors." These individuals can serve multiple purposes by escorting motorists to their vehicles at night, patrolling the downtown, and acting as information resources to visitors who need assistance in getting directions.

Funds can then be used for infrastructure such as garbage cans, street lamps, and trees or less obvious items like sidewalk steam cleaning that keeps the downtown's walking areas looking pristine. When the parking supply can no longer cope with demand, revenues can then be spent on a full spectrum of transportation demand management strategies for downtown employees and residents, including transit, carpool, vanpool, bicycle and pedestrian programs.

Recommendation 5: Provide Universal Transit Passes

In recent years, growing numbers of transit agencies have teamed with universities, employers, or residential neighborhoods to provide universal transit passes. These passes typically provide unlimited rides on local or regional transit providers for low monthly fees, often absorbed entirely by the employer, school, or developers. Universal transit passes increase transit ridership and provide incentives for existing and new downtown residents to reduce vehicle ownership by providing free transit passes to all downtown residents and employees.

Oxnard should use revenues to provide free transit passes to all downtown employees and the existing residents once Gold Coast Transit has an operating program. For all new multifamily residential developments, require that universal transit passes be provided to residents under a residential transit pass program.

Recommendation 6: Require Parking Cash Out

Many employers in Downtown Oxnard (including the City itself) provide free or reduced price parking for their employees as a fringe benefit. However, those employees using alternative modes do not currently receive transportation benefits. With the implementation of a parking cash out program, all new and existing employers that provide subsidized employee parking would also be required to offer their employees the option to "cash out" their parking subsidy. This would result in an equal subsidy between all employee commute modes and create incentives for commuters to carpool, take transit, and bike or walk to work.

Under a parking cash out requirement, employers will be able to continue to offer free or reduced parking on the condition that they offer the cash value of the parking subsidy to any employee who does not drive to work.

ATTACHMENT 2

The cash value of the parking subsidy should be offered in one of two forms:

- A transit/vanpool subsidy equal to the value of the parking subsidy (of which up to $230 is tax-free for both employer and employee)[2]
- A bicycle subsidy equal to the value of the parking subsidy (of which up to $20 per month is tax-free for both employer and employee)
- A taxable carpool/walk subsidy equal to the value of the parking subsidy

Employees who opt to cash out their parking subsidies would not be eligible to receive free parking from the employer, and would be responsible for their parking charges on days when they drive to work.

Recommendation 7: Create a Residential Parking Benefit District

In order to prevent "spillover" parking in downtown adjacent neighborhoods, Oxnard should implement Residential Parking Benefit Districts in adjacent residential areas, such as the Meta or South of Seventh districts, at the same time that parking meters are implemented for curb parking in the downtown core. These Districts should be implemented as necessary once a parking evaluation has taken place.

Residential Parking Benefit Districts are similar to residential parking permit districts in that a certain number of parking permits are issued to residents usually for free or a nominal fee. These permits allow the residents to park within the district, but allow a limited number of commuters to pay to use surplus on-street parking spaces in residential areas, and return the resulting revenues to the neighborhood to fund public improvements.

Recommendation 8: Construct New Parking Structure when Needed

While costly, new public parking structures may be necessary to meet demand once substantial new development has taken place. Before constructing additional parking, Oxnard should first make use of its existing parking surplus, and then pursue implementation of cost-effective strategies to reduce parking demand. Once all of the lower-cost transportation demand management measures and shared parking strategies have been exhausted, additional parking may then be required. Good advance planning can help prepare for the eventual need to provide one or more new downtown parking structures.

Oxnard should:

1. Identify present parking needs to ensure that the site chosen in the Oxnard Downtown Strategic Plan for the northwest corner of 4th Street and Oxnard Boulevard is the most promising location for a future parking structure.
2. Prioritize and aggressively implement all feasible strategies for reducing parking demand, that are more cost-effective than increasing parking supply.
3. Monitor the current surplus and effectiveness of new strategies to reduce parking demand and initiate the pre-development process for a new parking structure when downtown peak parking occupancy regularly and consistently exceeds 80%.

[2] Under the federal "Commuter Choice" law.

ATTACHMENT 2

PAGE 16 OF 156

When implemented together as a coherent package, these eight recommendations provide Downtown Oxnard with a strategy that allows it to grow and thrive, makes possible the reuse of existing buildings and the construction of desired new ones, manages the existing parking supply in a way that puts customers first, and maintains sufficient parking and access for all users.

ATTACHMENT 2

PAGE 17 OF 156

Chapter 2. Introduction

Overview of Project

The City of Oxnard's *2030 General Plan Update* describes the downtown as the civic center of the community, with a niche in the City's economic marketplace supported by specialty retail and residential components. The Plan also underscores the desire for a broad range of uses and activities that will come to define Downtown Oxnard. The City of Oxnard has realized that striking the proper balance between downtown parking supply, demand, and availability is necessary to achieving the City's economic, environmental, and quality-of-life goals.

It is essential to continue the ongoing revitalization of Oxnard's historic downtown and to restore and enhance downtown as the social and economic center for the City. To advance this process, the City of Oxnard contracted with Nelson\Nygaard to develop a clear parking management plan to help the City accomplish the following goals:

- Ensure good access to the downtown by all modes of transportation;
- Provide circulation through and around the downtown for longer distance travelers;
- Maintain functional, beautiful and pedestrian-friendly streets that will support strong retail life;
- Make best use of existing transportation assets as catalysts for economic development; and,
- Provide sufficient parking for downtown visitors and employees, with a realistic and effective plan for operating and managing that parking.

This parking management plan is intended to function as a "consensus blueprint" that will allow City staff to manage parking to achieve the dynamic vision called for in the *2030 General Plan Update*.

Planning Approach

Nelson\Nygaard's approach in undertaking this work was as follows:

- Analyzed transportation and parking opportunities and challenges in Downtown Oxnard, including an extensive review of existing documents, plans, data, and policies, combined with stakeholder interviews and several site visits.
- Completed a comprehensive review of best practices in transportation and parking management, with special emphasis on communities comparable to Oxnard. Presented these best practices in the *Parking Management Workbook* (Appendix E).
- Conducted an extensive community outreach process in partnership with the Community Development Department (details on the public outreach process and the stakeholders consulted are provided in Appendix F).
- Developed cost-effective strategies and program recommendations designed to:
  - Make the most efficient use of the existing parking supply.
  - Plan for future parking demand in accommodating economic growth.

ATTACHMENT 2

Community Outreach

Throughout the process, the project team sought to hear which transportation and parking management issues were most pressing from the perspective of policymakers and city staff, key downtown stakeholders, and community leaders; and to get feedback on preliminary recommendations. The project team conducted several individual stakeholder interviews to solicit community input.

Invited stakeholders to the community outreach included:

- City Council
- Oxnard Heritage Foundation
- Oxnard Downtown Management District
- Downtown business proprietors
- Members of the Chamber of Commerce
- Gold Coast Transit (formerly known as South Coast Area Transit) management and staff

Purpose of this Document

The City's *2030 General Plan Update* establishes a clear vision for the future of downtown. This document – the *Downtown Oxnard Mobility and Parking Management Plan* – is the result of the planning process described above and presents Nelson\Nygaard's recommendations for the most cost-effective strategies for meeting Downtown Oxnard's goals.

The recommendations in this document are established on the premise that parking and transportation is not an end in itself, but a means to achieve broader community goals. These recommendations leverage Downtown Oxnard's existing assets, respond to its challenges, and will further the overall vision for downtown identified in the *2030 General Plan Update*. An implementation plan is included in this plan to offer a timeline that coincides with the years of anticipated downtown economic growth.

ATTACHMENT 2

PAGE 19 OF 156

Chapter 3. Parking Management Plan

The *Mobility and Parking Management Plan* is designed to provide an economically efficient transportation plan for Downtown Oxnard. This efficiency is important not only for the actual cost of generating and maintaining transportation resources, but also for the economic development that can be facilitated by a well-planned system. Other cities like Oxnard have faced similar circumstances and have used improved parking policies and management to spur economic growth.

As described in Appendix E (Best Practices in Parking Management), districts like Old Pasadena, CA, Boulder, Colorado and Arlington, VA have found that by improving parking policies and management, they were able to help spark revitalization and new economic growth. Each town pursued slightly different policies to produce a recovery, but all found some overlap in reducing or removing minimum parking requirements and instituting metering. These efforts have produced vibrant downtowns in which businesses can thrive, excessive parking requirements no longer hinder redevelopment, and meter revenues both promote turnover and provide the revenue needed to fund public improvements.

By recommending new parking policies and improved parking management, the Plan simultaneously addresses several of the concerns raised by community stakeholders. During the stakeholder process, certain key concerns became apparent:

- Parking availability is abundant in certain areas, but lacking in key locations due to employees parking for long periods in the most desirable spaces.
- Safety, particularly at night, is a key concern both on-street and in the off-street parking structure. Stakeholders expressed a desire for better lighting, a greater police presence, and more active commercial uses to ensure a lively street atmosphere.
- Visitors that approach downtown via Oxnard Boulevard mistakenly overlook the downtown or perceive that it has an auto-oriented design similar to Oxnard Boulevard, which appears to create a negative impression among passersby.

These issues can be effectively resolved by implementing some basic recommendations intended to both manage downtown transportation and stimulate economic activity.

ATTACHMENT 2

PAGE 20 OF 156

Recommendations

Recommendation 1: Pursue a "Park Once" Strategy

Goals: Make efficient use of the parking supply by including as many spaces as possible in a common pool of shared, publicly available spaces. Build a small number of cost-effective, strategically located parking structures, rather than many small, inefficient and scattered private lots. Identify present parking needs to ensure that the site chosen in the Oxnard Downtown Strategic Plan for the northwest corner of 4th Street and Oxnard Boulevard is the most promising location for a future parking structure.

Recommendation: Adopt a "Park Once" strategy for the Downtown Plan area by (a) operating as many parking spaces as possible in a common pool of shared, publicly-available spaces and (b) encouraging existing private commercial parking to be shared among different land uses and available to the public when not serving private commercial use. This strategy should be implemented through the following policies:

1. Prohibit or discourage private parking in new development (except for residential spaces). Instead, make public parking lots available to downtown shoppers and employees, and (when more exclusive parking arrangements are necessary) lease spaces in nearby public lots and structures to private businesses, for the particular hours and days of the week when the reserved parking is actually required (see Recommendation 2 for further explanation).
2. Purchase or lease existing private parking lots from willing sellers, and add this parking to the shared public supply.
3. Facilitate shared and/or valet parking in existing private parking lots wherever feasible:
   a. Allow parking provided in all downtown development to be off-site within ¼ mile of project site (about 2-4 blocks, a comfortable walking distance for most people) once a parking study has been conducted
   b. If commercial developments are allowed to provide parking on-site, require as a condition of approval that any such parking be made available to public when not in use by owner/occupant.

Discussion: Fundamental to the continuing revitalization of Downtown Oxnard is the creation of a "park once" environment. The typical suburban pattern of isolated, single use buildings, each surrounded by parking lots, requires two vehicular movements and a parking space to be dedicated for each visit to a shop, office, or civic institution. To accomplish three errands in this type of environment requires six movements in three parking spaces for three tasks. With virtually all parking held in private hands, spaces are not efficiently shared between uses, and each building's private lots are therefore typically sized to handle a worst-case parking lead. Most significantly, when new and renovated buildings in an existing downtown are required to provide such worst-case parking ratios, the result is often stagnation and decline: buildings are not renovated, since no room exists on the site for the required parking; new shops often demand the tear-down of adjacent buildings, generating freestanding retail boxes surrounded by cars, or pedestrian-hostile buildings that hover above parking lots; and the resulting low density fabric generates too few pedestrians to let downtown reach critical mass.

ATTACHMENT 2

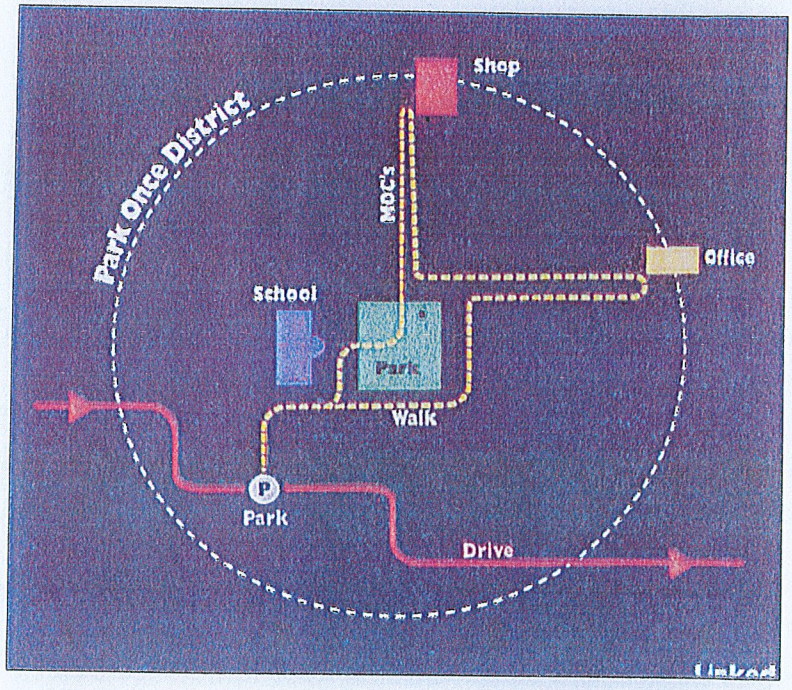
PAGE 21 OF 156

When the suburban practice of building individual private lots for each building is introduced into a traditional downtown, the result is also a lack of welcome for customers: at each parking lot, the visitor is informed that his vehicle will be towed if he or she peruses any place besides the adjacent building. When this occurs, nearby shopping malls gain a distinct advantage over the downtown with fragmented parking. Mall owners understand that they should not divide their mall's parking supply into small fiefdoms: they operate their supply as a single pool for all of the shops, so that customers are welcomed wherever they park.

The compactness and mixed-use nature of Downtown Oxnard lends itself to this kind of "Park Once" strategy. Operating the downtown parking supply as a single shared pool results in significant savings in daily vehicle trips and required parking spaces, for three reasons:

1. **Park once:** Those arriving by car can easily follow a "park once" pattern: they park their car just once and complete multiple daily tasks on foot before returning to their car (see Figure 3-1).

Figure 3-1 "Park Once" District



2. **Shared Parking among Uses with Differing Peak Times:** Spaces can be efficiently shared between uses with differing peak hours, peak days, and peak seasons of parking demand (such as office, restaurant, retail and entertainment uses).
3. **Shared Parking to Spread Peak Loads:** The parking supply can be sized to meet *average* parking loads (instead of the *worst-case* parking ratios needed for isolated suburban buildings), since the common supply allows shops and offices with above-average demand to be balanced by shops and offices that have below-average demand or are temporarily vacant.

Studies indicate that when a "Park Once" strategy is followed, the parking demand for mature mixed-use districts, where most customers and employees arrive by automobile, typically ranges from 1.0 to 2.4 spaces occupied per 1000 ft.² of nonresidential built space, or one third to one half that required for conventional suburban development.

ATTACHMENT 2

PAGE 22 OF 156

To implement a "Park Once" strategy, parking in Downtown Oxnard must be managed as a public utility, just like streets and sewers, with public parking provided in strategically-placed, city-owned and managed lots and structures. New development should be prohibited (or strongly discouraged) from building private parking (except residential spaces): in cases where private developments, such as new offices, require a guarantee of a certain number of spaces at particular hours (e.g., Monday through Friday, 9 a.m. to 5 p.m.), they should be provided with the opportunity to lease those spaces in a nearby public lot or structure, with the exclusive right to use them during the hours required. Such arrangements leave the parking available during evening and weekend hours for other users (e.g., with the patrons of diners), resulting in an efficient sharing of the parking supply and lower costs for all.

In addition, Oxnard should work to make existing private parking lots available to the public when they are not actively serving nearby commercial uses. As the figures in Appendix A show, in Downtown Oxnard there are 306 private off-street parking spaces, and several of these private lots have significant surplus capacity in the evening and on weekends. The occupancy analysis of the private parking supply shows that there are as many as 163 vacant spaces (53% of the total private spaces) during peak hours. Most of these lots are located on the southern end of the downtown and can be used to accommodate future growth in this area.

With so much parking currently held in private hands, the existing parking supply is not being used as efficiently as it could be. By adding these existing spaces to the public supply, the city will be able to inexpensively add a significant amount of parking capacity to the downtown.

Overall, the benefits of fully implementing a “park once” strategy for the entire downtown include:

- More welcoming of customers and visitors (fewer “Thou Shalt Not Park Here” signs scattered throughout downtown)
- Allows for fewer, strategically placed lots and structures, resulting in better urban design and greater redevelopment opportunities
- Enables construction of larger, more space-efficient (and therefore more cost-effective) lots and structures

Finally, and perhaps most importantly, by transforming motorists into pedestrians, who walk instead of drive to different downtown destinations, a “park once” strategy is an immediate generator of pedestrian life, creating crowds of people who animate public life on the streets and generate the patrons of street friendly retail businesses.

Recommendation 2: Reduce Minimum Parking Requirements and Institute an In-Lieu Fee

Goal: Remove barriers to new development downtown; encourage efficiently shared public parking rather than many small, inefficient private lots; and create a healthy market for downtown parking, where parking spaces are bought, sold, rented and leased like any normal commodity.

Recommendation: Reform minimum parking requirements, in two steps. (a) Reduce minimum parking requirements in the downtown to levels that reflect the demand of Downtown Oxnard and mandate that at least 50% of those spaces be met through an in-lieu fee to help fund a shared pool of public spaces and other alternative mode programs. Residential requirements should also be modified to allow developers to utilize the in-lieu fee. (b) After market-rate pricing has been instituted for downtown’s on-street parking, and residential parking

ATTACHMENT 2

benefit districts established to protect neighborhoods from unwanted spill over parking, mandate that 100% of the minimum parking requirement be met through an in-lieu fee.

Discussion:

Stimulate Economic Development

In order for Oxnard to realize its goals for the ongoing revitalization of downtown, the City's parking policies must support those goals. Minimum parking requirements, however, have emerged as one of the biggest obstacles to many cities' efforts to encourage new residential and commercial development in their revitalizing downtown areas. As illustrated in Figure 3-2, Oxnard's current minimum parking requirements applying to the downtown area often require more than one square foot of parking area for every square foot of building. These requirements can be particularly damaging to uses, such as eating establishments, which help create vibrancy and life in the downtown area.

Moreover, minimum parking requirements work at cross purposes to virtually all of Oxnard's other adopted goals for its downtown. As UCLA professor Don Shoup describes it, "Parking requirements cause great harm: they subsidize cars, distort transportation choices, warp urban form, increase housing costs, burden low-income households, debase urban design, damage the economy, and degrade the environment… [O]ff-street parking requirements also cost a lot of money, although this cost is hidden in higher prices for everything except parking itself."

The downtown should start by creating a blended commercial minimum parking requirement that allows for easy turnover of businesses. Establishing such a single, minimum "blended" ratio for all nonresidential land uses serves two purposes: it reflects the typical average demand observed in comparable mixed use districts. Additionally, establishing a single ratio makes it possible for land uses to change freely over time within a building, as property owner's needs and economic demands change.

With 1,297 parking stalls currently vacant during the peak hour in downtown, there is more than enough parking available to cope with existing demand and any demand that could be generated by future development. With a current oversupply of parking, minimum requirements are only acting as an impediment to economic development, rather than their stated goal of ensuring adequate availability.

Set Requirements that Meet Actual Demands

The actual peak parking demand for occupied gross square footage of building space is 0.98 spaces per 1,000 square feet (see Figure 3-3). In order to reflect the actual demand of Downtown Oxnard, the downtown should set a single blended non-residential minimum parking requirement of one parking space per 1,000 gross square feet of built space (see Figure 3-4). In addition to this, it should be mandated that at least 50% of the minimum requirement must be met through an in-lieu fee. Figure 3-2 contains more detailed information on parking demand figures.

ATTACHMENT 2

PAGE 24 OF 156

Figure 3-2 Oxnard's Existing Minimum Parking Requirements

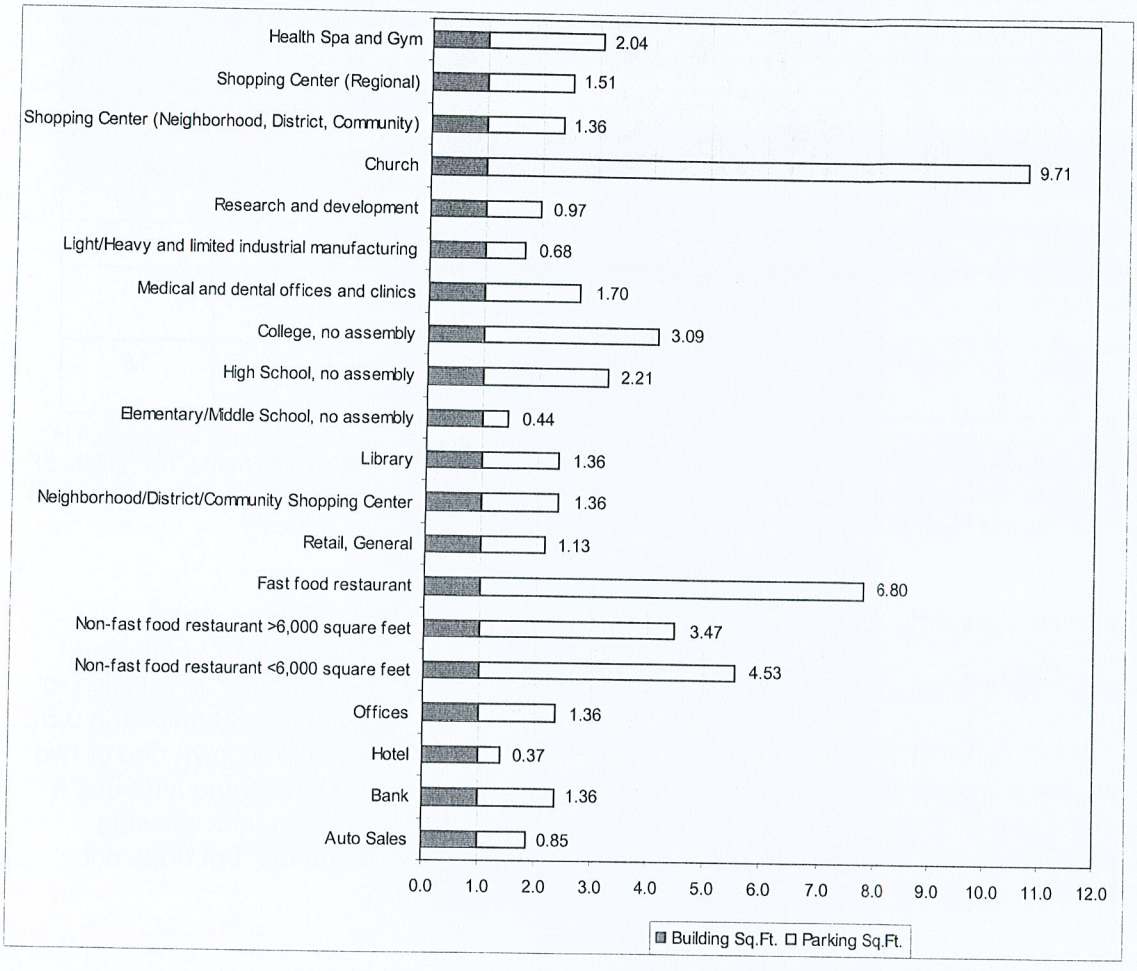


Figure 3-3 Study Area Demand – Mixed Land Use to Built Supply

A	B	C	D	E
Gross Square Footage (Built)/ Gross Square Footage (Occupied)	Total Stalls Inventoried in Study Zone3	Built Ratio of Parking (GSF)	Total Stalls Parked in Peak Hour	Actual Ratio of Parking Demand/1,000 SF
1,666,878/1,568,532	2,833	1.70/1,000 SF	1,536	0.98/1,000 SF

ATTACHMENT 2

PAGE 25 OF 156

[3] This number represents all on-street spaces, public and private off-street lots in operation within the study zone.

Figure 3-4 Downtown Comparisons – Mode Splits to Actual Demand

City	City Population	Mode							Occupied Parking Spaces per 1,000 SF
		Drive Alone	Carpool	Transit	Bicycle	Walk	Other Means	Work at Home	
Oxnard	193,000	50%	36%	6%	0%	6%	2%	0%	0.98
Chico	59,900	61%	12%	1%	11%	13%	1%	1%	1.7
Palo Alto	58,600	80%	9%	4%	3%	3%	1%	0%	1.9
Santa Monica	84,100	74%	11%	11%	1%	2%	1%	0%	1.8
Kirkland, WA	45,600	77%	12%	4%	0%	2%	1%	4%	1.6

Source: Census Transportation Planning Package (CTPP) 2000. Commuter mode split for Kirkland, Washington is not limited to the main street district, but covers commuting to the entire city, due to lack in data from CTPP 2000. SF refers to occupied non-residential built area in Chico and Palo Alto and both vacant and occupied non-residential built area in Santa Monica and Kirkland.

This plan also recommends modifying the downtown minimum parking requirement for residential development. Currently, the City Code requires one space per unit for studios and one-bedroom units and two spaces per unit for units with two or more bedrooms. In addition to this, the Code also requires an additional one visitor space per unit for the first 30 units and 0.5 spaces for each additional unit thereafter. Although some households will likely own one or two vehicles, it is highly improbable that all resident vehicles will be parked at the same time that a full complement of visitor vehicles is also present. As such, this plan recommends allowing developers to fulfill its minimum requirement through payment of an in-lieu fee, but does not mandate that they must pay an in-lieu fee.

Establish a Fee Structure to Promote Economic Development

There are several key elements to address in devising an in-lieu fee price structure. The fee must serve the goals of the City, but it must also be flexible enough to encourage economic growth while providing an adequate pool of revenue for future parking facilities and alternative mode programs. An effective in-lieu fee program should seek to:

- **Avoid large up-front costs to developers that would deter investment.** Many cities make the mistake of creating a "simple" in-lieu fee structure based on large initial lump sum payments. These in-lieu fees can prove excessively costly to developers who ultimately forgo construction or build parking on-site that is not efficient in terms of parking or land resources.
- **Guarantee a revenue stream for the City.** A workable fee structure will both provide the City with enough initial funding to finance parking space construction (if necessary) and give the City a continuous long-term revenue stream for other transportation improvements.
- **Fully utilize existing parking capacity.** The actual fee amount should be based on a City's individual circumstances. In the case of Downtown Oxnard, there is already a large, vacant pool of parking for the City to take advantage of. Therefore, a fee structure that favors a long-term revenue stream over immediate funds for garage construction may be more effective.

ATTACHMENT 2

PAGE 26 OF 156

- **Maximize shared parking efficiencies.** Many downtown parking turnover studies show that roughly two vehicles park in a single space each day, if that space is publicly available. The City can maximize parking resources by allowing developers to lease spaces in public lots during certain hours of the day, thereby guaranteeing an employee a reserved space during work hours, but freeing that same space for shoppers and visitors during non-work hours.[4]
- **Justify costs for both the City and developer.** Neither the City nor the developer should pay more than their fair share in constructing a shared pool of parking. If we assume, for example, that a structured space costs $32,000 (including hard, soft, land, and maintenance costs) and that two users per day occupy that space, the relative cost to the developer should be $16,000. It is also important in justifying costs to determine the projected split between visitors and employees/residents that will be generated by a given land use (see further discussion below).

Given these guidelines, an effective in-lieu program for Downtown Oxnard would establish a fee structure that includes a low one-time payment from the developer combined with mandatory long-term leasing of spaces for employees or residents. This arrangement allows for the City to collect a certain sum up-front for visitor spaces or metering while providing a long-term revenue stream for future spaces, if necessary. To ensure that the City is not put at risk from defaults on the leasing of spaces, there should be a contract in place with land owners that states that failure to make payments will result in the revocation of permits, the loss of the certificate of occupancy, and in extreme cases, the seizure of property by the City.

In order to determine how much should be charged for the initial in-lieu visitor fee versus the employee/resident leasing fee, we assumed a benchmark cost per space of $16,000, which is equivalent to two motorists occupying one public structured space per day (that costs $32,000). ***It should be noted that this calculation does not imply a recommendation to construct new spaces. The downtown currently has 1,297 spaces vacant at peak hour (713 of which are public off-street spaces and 447 of which are public on-street spaces), which should be used first to absorb future demand.*** Until this surplus significantly contracts, proceeds from development fees should be used to purchase meters or other transportation-related measures.

Next, we determined the percent demand each land use is generating for employees/residents and visitors. For example, 90% of parking demand generated by offices is from employees while 10% is from visitors. Employee spaces can be leased while low one-time fees should be applied for visitor spaces. For the three predominant downtown uses, we have used the following splits: (a) office – 90% employee, 10% visitor (b) retail/restaurant – 20% employee, 80% visitor (c) residential – 90% resident, 10% visitor.

Figure 3-5 shows how many spaces would be covered under the new in-lieu fee measure.

[4] As an example of locally leased parking, a new agreement by developer Dan Fredrickson in downtown Ventura for his office/retail building will lease over 50 parking spaces over a 25-year period from the City.

ATTACHMENT 2

Figure 3-5 In-Lieu Fees Applied to Sample Development

Use	Square Feet/Units (a)	Required Spaces1 (b)	In-Lieu/Lease Spaces (c)	Employee/Resident Spaces3 (d)	Visitor Spaces4 (e)
		(b) = a * Min.Req.	(c) = b * .5	(d) = c * .9 or .2	(e) = c * .1 or .8
Office	36,000	36	18	16	2
Residential	12	36	182	16	2
Retail/Restaurant	36,000	36	18	4	14

[1] Assumes a requirement of 1 space per 1,000 gsf for commercial uses and 3 spaces per unit for a sample 2-bedroom residential development.

[2] This does not imply a residential requirement. Instead, it is just an example of what could occur if a residential developer opted for 50% in-lieu spaces.

[3] Assumes a 90% employee/resident split for office and residential and a 20% split for retail and restaurant.

[4] Assumes a 10% visitor split for office and residential and an 80% split for retail and restaurant.

Using this information, we established a $100 monthly fee per employee/resident space and an initial $2,000 fee for visitor spaces that will both ensure the City a steady future revenue stream while boosting the potential for development. The visitor space fee should be updated annually based on the Construction Cost Index with the monthly employee/resident fee updated at the discretion of the City.

Ensure Adequate Parking Supply

As stated above, the data analysis of the Oxnard parking inventory indicates that the downtown as a whole is operating with a significant surplus of parking while individual blocks and lots suffer from a lack of parking availability. Approximately 1,297 parking stalls are empty at peak hour on a typical weekday with the available supply increasing to 1,556 stalls at peak hour on Saturday. However, off-street weekday parking in the northern downtown area and on-street parking in the Plaza Entertainment & Arts district is often unavailable. It is important to note that taken together these two items (i.e. the entire downtown and individual blocks/lots) do not imply a shortage of parking. There is clearly a current surplus parking in the downtown and this management plan will discuss the most appropriate methods for coping with insufficient parking availability in individual locations.

In terms of growth projections, long-term demand for new parking (i.e., in the next 25 years) tends to indicate that 98 stalls of parking would be needed to accommodate the predicted 100,000 GSF of new commercial/retail growth. As residential growth occurs, parking will need to be provided at a rate of 0.60 – 1.50 stalls per unit based on the type of residential property developed. With 400 new units proposed, the residential demand could vary between 240 to 600 spaces. Although these figures do not account for a loss of existing parking due to new development, the stalls could certainly be absorbed into the current large parking surplus in the downtown.

Phased implementation

This plan recommends that minimum parking requirements first be reduced for all new development in the downtown and an in-lieu fee be instituted. After minimum parking

ATTACHMENT 2

requirements have been reduced, and after the recommendations in this plan to prevent spillover parking have been successfully implemented, this plan recommends that commercial development be mandated to meet minimum parking requirements solely through the use of the in-lieu fee. A target date for the introduction of a 100% in-lieu fee requirement in downtown should be established, with a target sunset date of three years from the date of adoption of the *2030 General Plan*, to ensure that fragmented private parking lots are not allowed to linger indefinitely. These recommendations are phased to ensure that implementation proceeds in a successful and orderly way.

Recommendation 3: Install Parking Meters where Necessary

Goals:

1. Efficiently manage demand for downtown parking while accommodating customer, employee, resident, and commuter parking needs.
2. Put customers first by creating vacancies and turnover of the most convenient "front door" curb parking spaces to ensure availability for customers and visitors.
3. Generate revenues for desired improvements such as upgraded downtown security and enhanced streetscapes.

Recommendation: Install multi-space, pay-by-space parking meters on any block face in the downtown that exceeds an 85% occupancy rate. Set parking prices at rates that create a 15% vacancy rate on each block, and eliminate time limits during allowable parking hours. Rates can initially be set as low as $.10 per hour and subsequently raised or lowered based on future occupancy counts. Dedicate parking revenues to public improvements and public services that benefit the downtown. Create a "Parking Benefit District" to implement these recommendations.

Discussion:

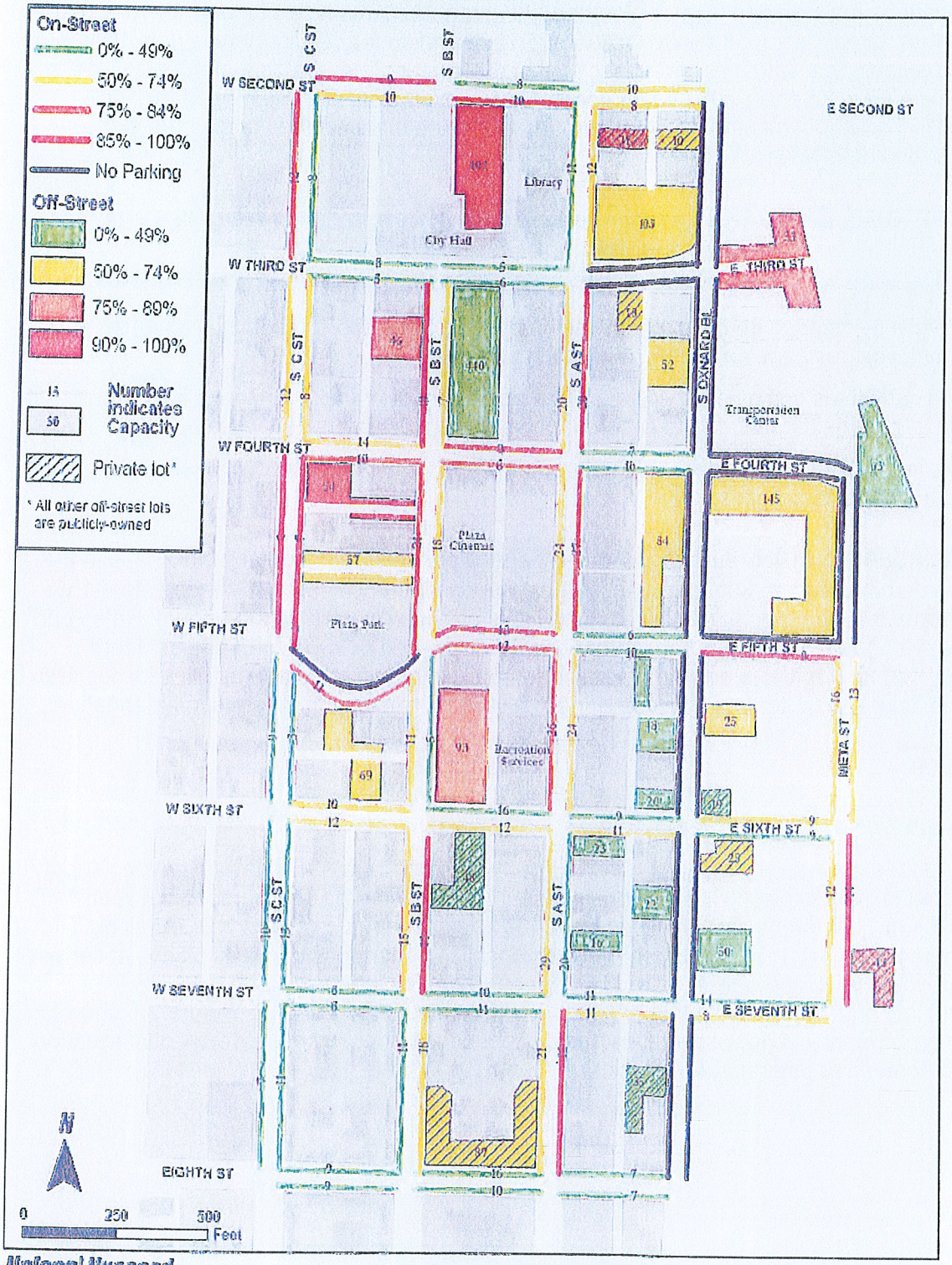
Install Meters Where Demand Exceeds 85%

According to the downtown parking survey, the peak occupancy rate for the total parking supply in Downtown Oxnard is just 54% at the busiest hour (which occurred on Thursday between 11 a.m. and 1 p.m.). At the busiest weekend hour, the peak parking occupancy rate for all of downtown reached just 45%. However, there are localized shortages on some blocks at certain times of day and days of the week (e.g., B Street on Friday evening), while many less convenient lots and structures a block or two away remained largely vacant. Figure 3-6 shows the parking occupancy in downtown at its peak. Appendix A contains more detailed information of parking demand at other hours.

ATTACHMENT 2

PAGE 29 OF 156

Figure 3-6 Peak Hour Weekday Midday Parking Occupancy (Thursday, October 25, 2007 11 am – 1 pm)



Nelson\Nygaard consulting associates

GIS Data Source: City of Oxnard

ATTACHMENT 2

PAGE 30 OF 156

After an initial trial period, occupancy rates for each block should be reviewed and then adjusted down or up to achieve the 85% occupancy goal, as described earlier. To ensure that this happens on a regular schedule, promptly, and with clear assurance to policymakers, citizens and the downtown community that the goal of parking prices is to achieve the desired vacancy rate, the following procedure for adjusting parking meter rates and hours is recommended:

1. *Set Policy:* By ordinance, City Council should establish that the primary goal in setting parking meter rates and hours for each block and each lot is to achieve an 85% occupancy rate. Additionally, the ordinance should both require and authorize city staff to raise or lower parking prices to meet this goal, without requiring further action by the City Council. The Parking & TDM Ordinance later in Appendix D provides an example of the recommended approach. A Downtown Transportation Manager should be hired (unless there is already a person who can handle these duties), and charged with the responsibility of running the district, including monitoring occupancy rates and adjusting rates.
2. *Monitor occupancy:* Modern, wirelessly-networked multi-space parking meters (as described below) are capable of instantly transmitting current information on the number of spaces in use on each block where the meters are installed, giving the Downtown Transportation Manager the ability to constantly monitor parking usage in the system. Reports can also be generated to track occupancy by the hour over the course of a day, weeks, or months.
3. *Adjust rates:* Armed with good information on recent parking occupancy rates, the Downtown Transportation Manager should adjust the rates (and hours of operation) up or down on each block, to achieve the policy goal (an 85% occupancy rate) set by City Council. Typically, rates should be adjusted quarterly (four times per year), but in the case of major changes in downtown, such as the opening of a new development, it may be advisable to adjust rates in response to particular events. To provide additional input to the process, an advisory board (as described below) should review the proposed rate changes and provide feedback to the Downtown Transportation Manager.

Install Payment System and Metering Technology

There are several meter technologies and payment systems that Oxnard could use, but a review of best practices in cities comparable to Oxnard and a review of the capabilities of existing metering technologies found that the preferred approach would balance the following goals:

- Maximize ease of use in order to increase customer convenience and reduce uncertainty and anxiety
- Minimize capital and operations costs (administration, maintenance, and enforcement)
- Promote turnover of curb parking spaces (so that visitors can always find a space)
- Achieve other downtown revitalization goals (good urban design, cleanliness, etc.)

These goals and a review of available technology suggest that Oxnard should:

- Install multi-space meters (not single-space meters) that:
  - Can control 10-20 parking spaces, resulting in just one or two meters per block face
  - Accept multiple forms of payment (coins, credit cards) and allow the user to extend time from any other meter, or by cell phone, to provide ease of use

ATTACHMENT 2

  - Are solar powered and centrally networked with wireless technology, to reduce operations costs and improve parking management and pricing decisions
- Implement a "pay-by-space" payment system which allows motorists to park, pay, and go (not pay-and-display, which requires customer to return to vehicle to display a receipt and can contribute to litter problems)

More detailed information regarding multi-space meters can be found in Appendix C.

Shift Employee Parking to Off-Street Lots

Stakeholder input revealed that the parking of employees in prime store-front spaces is a key issue in downtown. By parking in these locations for several hours, employees are occupying spaces that would ideally be used by customers who would park for only a short duration. Even with time limits in effect, employees will continue to occupy these key spaces by simply engaging in the "two-hour shuffle" in which they swap spaces every two hours.

By pricing parking according to demand, prices will naturally be higher in locations that are more desirable: on-street, store-front spaces. With higher hourly prices in these spaces, it is more economically beneficial for employees to park in less convenient off-street lots that are more suitable for long-term parkers. Stakeholders noted that employees and customers have raised safety concerns about walking to their vehicles if they must park in isolated off-street lots. Safety is a legitimate concern, but fortunately, the introduction of meters can help resolve this issue by helping fund additional security staff to serve downtown.

Recommendation 4: Invest Meter Revenues in Priority Downtown Programs

Goal: Invest in priority downtown programs. Items for investment can include heightened security, improved infrastructure, or parking and transportation demand management strategies.

Recommendation: Invest meter revenues first in building an on-street security presence to improve perceptions concerning safety. Funds can then be used for infrastructure such as garbage cans, street lamps, and trees. When the parking supply can no longer cope with demand, revenues can be spent on a full spectrum of transportation demand management strategies for downtown employees and residents, including transit, carpool, vanpool, bicycle and pedestrian programs.

Discussion:

Safety and Infrastructure

Revenues generated by meters can be used for a variety of purposes. As noted above, feedback from stakeholders revealed that security is a key issue for employees and customers. In order to address this issue, meter revenues can be spent on having an active on-street security presence in the form of "Mobility Ambassadors." These individuals can serve multiple purposes by escorting motorists to their vehicles at night, patrolling the downtown, and acting as information resources to visitors who need assistance in getting directions. Other cities, such as Pasadena, San Francisco, Washington, DC and others have implemented similar programs with great success in making customers feel welcome and secure.

In addition to developing new safety measures, meter revenues can also be allocated to further the downtown beautification program that is already underway. Revenues can be spent on

ATTACHMENT 2

basic streetscape improvements such as garbage cans, street lamps, and trees or less obvious items like sidewalk steam cleaning that keeps the downtown's walking areas looking pristine. Enhanced signage can also be a potential product of meter implementation. Stakeholders noted that motorists often have difficulty in locating off-street parking when traveling west from Oxnard Boulevard. Improved wayfinding in the form of new signs can help direct motorists to their desired destination and help eliminate traffic caused by cars "cruising" for parking.

A Parking Benefit District should be created to manage meter rates and the allocation of revenues. This district should cover the same area that is currently under the Downtown Management District's jurisdiction. Information regarding the appropriate structure for such a district can be found in Appendix C.

Transportation Funding

The cost to construct a new parking structure in Downtown Oxnard (e.g. replacing the open lot next to the Recreational Services building) can be expected to be approximately $32,000 per space gained (including land cost), resulting in a total cost to build, operate and maintain new spaces of approximately $184 per month per space, every month for the expected 35 year lifetime of the typical structure. These dismal economics for parking structures lead to a simple principle: it can often be cheaper to reduce parking demand than to construct new parking. Therefore, Oxnard should invest in the most cost-effective mix of transportation modes for access to downtown, including both parking and transportation demand management strategies.

The Parking Benefit District should invest a portion of parking revenues (and other fees, grants, and/or transportation funds, when available) to establish a full menu of transportation programs for the benefit of all downtown residents and employers. These programs could include:

- **Universal Transit Passes.** As described more fully in Recommendation 4, a universal transit pass program would provide free transit passes for every employee and resident of the Downtown Plan area. The annual passes would be purchased at a deeply-discounted bulk rate by the Parking Benefit District from the transit operators. For Gold Coast Transit and other regional transit operators such as VISTA, universal transit passes can provide a stable source of income, while helping them meet their ridership goals.
- **Carpool & Vanpool Incentives.** Provide ride-sharing services, such as a carpool and vanpool incentives, customized ride-matching services, a Guaranteed Ride Home program (offering a limited number of emergency taxi rides home per employee), and an active marketing program to advertise the services to employees and residents.
- **Bicycle Facilities.** Centralized provision of bicycle facilities, such as clothes lockers, secure bike parking, and shower facilities.
- **Transportation Resource Center.** A storefront office that provides personalized information on transit routes and schedules, carpool and vanpool programs, bicycle routes and facilities and other transportation options. The center would also house the Transportation Improvement District's staff, and would take responsibility for administering and actively marketing all demand management programs. Parking operations and administration could be housed here as well.

ATTACHMENT 2

PAGE 33 OF 156

Recommendation 5: Provide Universal Transit Passes

Goal: Increase transit ridership and provide incentives for existing and new downtown residents to reduce vehicle ownership by providing free transit passes to all downtown residents and employees.

Recommendation: Provide free transit passes to all downtown employees and the existing residents. For all new multifamily residential developments, require that universal transit passes be provided to residents under a residential transit pass program once Gold Coast Transit has an operating program. This is considered a long-term goal that should be re-evaluated in 2014.

Discussion: In recent years, growing numbers of transit agencies have teamed with universities, employers, or residential neighborhoods to provide universal transit passes. These passes typically provide unlimited rides on local or regional transit providers for low monthly fees, often absorbed entirely by the employer, school, or developers. A typical example of a universal transit pass is the Eco-Pass program in downtown Boulder, which provides free transit on Denver's Regional Transportation District (RTD) light rail and buses to more than 7500 employees, employed by 700 different businesses in downtown Boulder. To fund this program, Boulder's downtown parking benefit district pays a flat fee for each employee who is enrolled in the program, regardless of whether the employee actually rides transit. Because every single employee in the downtown is enrolled in the program, the Regional Transportation District in turn provides the transit passes at a deep bulk discount.

A review of existing universal transit pass programs found that the annual per employee fees are between 1% and 17% of the retail price for an equivalent annual transit pass. The principle of employee or residential transit passes is similar to that of group insurance plans – transit agencies can offer deep bulk discounts when selling passes to a large group, with universal enrollment, on the basis that not all those offered the pass will actually use them regularly. In the case of Downtown Oxnard residents and employees, the cost savings could be considerable. Even though Gold Coast Transit runs a relatively low frequency service, its monthly passes are relatively cheap at $41 per month. If there were a bulk purchasing program in place at 10% of the retail price, annual passes would cost only $49 per person. This small price tag would not financially burden new businesses and residential associations if requirements were altered to provide relief from high minimum parking requirements. Subsequently, Gold Coast Transit would have a new revenue stream to upgrade service, thereby providing more access to alternative transportation downtown.

Benefits from universal transit pass program

Universal transit passes provide multiple benefits, as discussed below.

For transit riders

- Free access to transit (e.g., eliminating the current $1.25 per ride or $41 per month Gold Coast Transit pass price)
- Rewards existing riders, attracts new ones
- For employees who drive, making existing transit free can effectively create convenient park-and-ride shuttles to existing underused remote parking areas.

ATTACHMENT 2

PAGE 34 OF 156

For transit operators

- Provides a stable source of income
- Increases transit ridership, helping to meet agency ridership goals
- Can help improve cost recovery, reduce agency subsidy, and/or fund service improvements

For downtown districts

- Reduces traffic congestion and increases transit ridership
- Reduces *existing* parking demand: Santa Clara County's (CA) ECO Pass program resulted in a 19% reduction in parking demand
- Reduces *unmet* parking demand: UCLA's BruinGo! program resulted in 1,300 fewer vehicle trips which resulted 1,331 fewer students on the wait list for parking permits (a 36% reduction)
- Reduces *future* growth in parking demand: University of Washington's U-Pass program helped avoid construction of 3,600 new spaces, saving $100 million (since 1983 the university population increased by 8,000 but actually reduced the number of parking spaces)

For developers

- Universal transit pass programs can benefit developers if implemented concurrently with reduced parking requirements, which consequently lower construction costs
- Providing free transit passes at new developments provides an amenity that can help attract renters or home buyers as part of a lifestyle marketing campaign appealing to those seeking a "downtown lifestyle"

For employees/employers

- Reduces demand for parking on-site
- Provides a tax-advantaged transportation benefit that can help recruit and retain employees

As Figure 3-7 illustrates, free transit passes are usually an extremely effective means to reduce the number of car trips in an area; reductions in car mode share of 4% to 22% have been documented, with an average reduction of 11%. By removing any cost barrier to using transit, including the need to search for spare change for each trip, people become much more likely to take transit to work or for non-work trips.

ATTACHMENT 2

PAGE 35 OF 156

Figure 3-7 Mode Shifts Achieved with Free Transit Passes

Location	Drive to work		Transit to work	
Municipalities	**Before**	**After**	**Before**	**After**
Santa Clara (VTA)[5]	76%	60%	11%	27%
Bellevue, Washington[6]	81%	57%	13%	18%
Ann Arbor, Michigan[7]	N/A	(4%)	20%	25%
Universities				
UCLA[8] (faculty and staff)	46%	42%	8%	13%
Univ. of Washington, Seattle[9]	33%	24%	21%	36%
Univ. of British Colombia[10]	68%	57%	26%	38%
Univ. of Wisconsin, Milwaukee[11]	54%	41%	12%	26%
Colorado Univ. Boulder (students)[12]	43%	33%	4%	7%

A cost-effective transportation investment

Many cities and institutions have found that trying to provide additional parking spaces costs much more than reducing parking demand by simply providing everyone with a free transit pass. For example, a study of UCLA's universal transit pass program found that a new parking space costs more than 3 times as much as a free transit pass ($223/month versus $71/month).[13]

In addition, parking spaces formerly taken by employees and residents' autos can be freed up to provide more spaces for customers.

Implementation Details

Purchase of a universal transit pass program for all downtown employees and existing residents should be managed by the Parking Benefit District (as described elsewhere in this plan).

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[5] Santa Clara Valley Transportation Authority, 1997.

[6] 1990 to 2000; http://www.commuterchallenge.org/cc/newsmar01_flexpass.html.

[7] White et. al. "Impacts of an Employer-Based Transit Pass Program: The Go Pass in Ann Arbor, Michigan."

[8] Jeffrey Brown, et. al. "Fare-Free Public Transit at Universities." *Journal of Planning Education and Research* 23: 69-82, 2003.

[9] 1989 to 2002, weighted average of students, faculty, and staff; From Will Toor, et. al. *Transportation and Sustainable Campus Communities*, 2004.

[10] 2002 to 2003, the effect one year after U-Pass implementation; From Wu et. al, "Transportation Demand Management: UBC's U-P ass – a Case Study", April 2004.

[11] Mode shift one year after implementation in 1994; James Meyer et. al., "An Analysis of the Usage, Impacts and Benefits of an Innovative Transit Pass Program", January 14, 1998.

[12] Six years after program implementation; Francois Poinsatte et. al. "Finding a New Way: Campus Transportation for the 21st Century", April, 1999.

[13] Jeffrey Brown, et. al. "Fare-Free Public Transit at Universities: An Evaluation." Journal of Planning and Education Research, 2003: Vol 28, No. 1, pp 69-82.

ATTACHMENT 2

Funding sources

The transit pass program could be paid for through some combination of grants from environmental, public health, traffic mitigation sources (grants usually funds pilot projects) or user fees.

Implementation priorities

In implementing a universal transit pass program, Oxnard's Downtown Transportation Manager should emphasize:

- Universal coverage for all residents, which allows lower per rider costs and a deeper discount to be offered
- Automatic opt-in, which lowers sign-up barriers and encourages greater participation and ridership gains
- Plan for targeted service improvements to further encourage usage of the universal transit pass and/or to respond to increased ridership after the program is launched

Recommendation 6: Require Parking Cash Out

Goal: Subsidize all employee commute modes equally and create incentives for commuters to carpool, take transit, and bike or walk to work.

Recommendation: Require all new and existing employers that provide subsidized employee parking to offer their employees the option to "cash out" their parking subsidy.

Discussion: Many employers in Downtown Oxnard (including the City itself) provide free or reduced price parking for their employees as a fringe benefit. Under a parking cash out requirement, employers will be able to continue this practice *on the condition that they offer the cash value of the parking subsidy to any employee who does not drive to work.*

The cash value of the parking subsidy should be offered in one of three forms:

- A transit/vanpool subsidy equal to the value of the parking subsidy (of which up to $230 is tax-free for both employer and employee)[14]
- A bicycle subsidy equal to the value of the parking subsidy (of which up to $20 per month is tax-free for both employer and employee)
- A taxable carpool/walk subsidy equal to the value of the parking subsidy

Employees who opt to cash out their parking subsidies would not be eligible to receive free parking from the employer, and would be responsible for their parking charges on days when they drive to work.

Benefits of Parking Cash Out

The benefits of parking cash out are numerous, and include:

- Provides an equal transportation subsidy to employees who ride transit, carpool, vanpool, walk or bicycle to work. The benefit is particularly valuable to low-income employees, who are less likely to drive to work alone.

ATTACHMENT 2

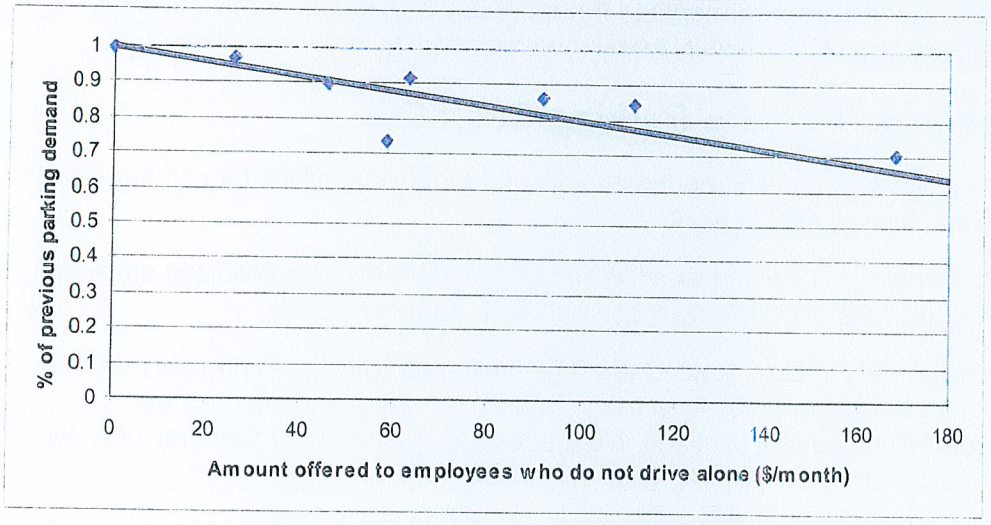
[14] Under the federal "Commuter Choice" law.

PAGE 37 OF 156

- Provides a low-cost fringe benefit that can help individual businesses recruit and retain employees.
- Employers report that parking cash-out requirements are simple to administer and enforce, typically requiring just one to two minutes per employee per month to administer.

In addition to these benefits, the primary benefit of parking cash out programs is their proven effect on reducing auto congestion and parking demand. Figure 3-8 illustrates the effect of parking cash-out at seven different employers located in and around Los Angeles. It should be noted most of the case study employers are located in areas that do not have good access to transit service, so that a large part of the reduced parking demand that occurred with these parking cash out programs resulted when former solo drivers began carpooling.

Figure 3-8 Effects of Parking Cash-out on Parking Demand



Source: Derived from Donald Shoup, "Evaluating the Effects of Parking Cash-Out: Eight Case Studies," 1997. Based on the cost in 2005 dollars.

Figure 3-9 outlines key research on commuter responsiveness to financial incentive programs implemented throughout the United States. The studies illustrate programs implemented in cities, colleges, and by individual employers, covering tens of thousands of employees and hundreds of firms. The findings show that, even in suburban locations with little or no transit, financial incentives can substantially reduce parking demand. On average, a financial incentive of $70 per month reduced parking demand by over one-quarter. At the University of Washington, a financial incentive of just $18 per month reduced parking demand by 24 percent.

Implementation Details

Additional details on implementing a parking cash out program – including how this could be implemented for different types of employers and how the program could be enforced – are discussed below.

ATTACHMENT 2

PAGE 38 OF 156

Firms that lease employee parking

Parking cash out will already be required under state law for those employers with 50 or more employees who lease their parking under California's existing "Parking Cash Out" law.[15]

Figure 3-9 Effect of Financial Incentives on Parking Demand

Location	Scope of Study	Financial Incentive per Month (1995 $)	Decrease in Parking Demand
Group A: Areas with little public transportation			
Century City, CA1	3500 employees at 100+ firms	$81	15%
Cornell University, NY2	9000 faculty and staff	$34	26%
San Fernando Valley, CA1	1 large employer (850 employees)	$37	30%
Bellevue, WA3	1 medium-size firm (430 employees)	$54	39%
Costa Mesa, CA4	State Farm Insurance employees	$37	22%
Average		**$49**	**26%**
Group B: Areas with fair public transportation			
Los Angeles Civic Center1	10,000+ employees, several firms	$125	36%
Mid-Wilshire Blvd, LA1	1 mid-sized firm	$89	38%
Washington DC suburbs5	5500 employees at 3 worksites	$68	26%
Downtown Los Angeles6	5000 employees at 118 firms	$126	25%
Average		**$102**	**31%**
Group C: Areas with good public transportation			
University of Washington7	50,000 faculty, staff and students	$18	24%
Downtown Ottawa1	3500+ government staff	$72	18%
Average		$45	21%
Overall Average		**$67**	**27%**

Sources:

[1] Willson, Richard W. and Donald C. Shoup. "Parking Subsidies and Travel Choices: Assessing the Evidence." *Transportation*, 1990, Vol. 17b, 141-157 (p145).

[2] Cornell University Office of Transportation Services. "Summary of Transportation Demand Management Program." Unpublished, 1992.

[3] United States Department of Transportation. "Proceedings of the Commuter Parking Symposium," USDOT Report No. DOT-T-91-14, 1990.

ATTACHMENT 2

[15] "California's Parking Cash Out Law: An Informational Guide for Employers." California Air Resource Board, 2002. Accessed at http://www.arb.ca.gov/planning/tsaq/cashout/cashout_0502.pdf.

PAGE 39 OF 156

[4] *Employers Manage Transportation*. State Farm Insurance Company and Surface Transportation Policy Project, 1994.

[5] Miller, Gerald K. "The Impacts of Parking Prices on Commuter Travel," Metropolitan Washington Council of Governments, 1991.

[6] Shoup, Donald and Richard W. Wilson. "Employer-paid Parking: The Problem and Proposed Solutions," *Transportation Quarterly*, 1992, Vol. 46, No. 2, pp169-192 (p189).

[7] Williams, Michael E. and Kathleen L Petrait. "U-PASS: A Model Transportation Management Program That Works," *Transportation Research Record*, 1994, No.1404, p73-81.

To achieve the full potential of parking cash-out, Oxnard should adopt local legislation that extends parking cash out requirements to all employers in the Downtown Plan area who provide free/reduced price parking to their employees, including both those who own or lease their parking. Such an ordinance would simply require that any downtown employers that provide subsidized parking to one or more of their employees must provide all their employees with the option to "cash out" their employee parking by taking the cash value of the parking subsidy. To establish the value of parking, the ordinance should define the market value of parking downtown using the most recent estimate of the cost to add additional parking spaces to downtown, including both the opportunity costs of land, and the cost to build, operate and maintain parking itself. As described earlier, for Downtown Oxnard, this figure currently stands at approximately $184 per month.

Local enforcement measures to ensure compliance

Several local jurisdictions have developed enforcement mechanisms to enforce parking cash out requirements. For example, Santa Monica requires proof of compliance with the State's parking cash out law before issuing occupancy permits for new commercial development. Another enforcement mechanism that has been considered in San Francisco is to require employers to provide proof of compliance (via an affidavit signed by a company officer) at the same time that they receive/renew their business license or pay their annual business taxes. This method ensures that all employers are in compliance with parking cash out requirements on an ongoing basis, rather than limiting proof of compliance to a one-time enforcement for employers occupying new or renovated commercial buildings.

Recommendation 7: Create a Residential Parking Benefit District

Goal: Prevent "spillover" parking in downtown adjacent neighborhoods.

Recommendation: At the same time that parking meters are implemented for curb parking in the downtown core, implement Residential Parking Benefit Districts in adjacent residential areas, such as the Meta or South of Seventh districts. These Districts should be implemented as necessary once a parking evaluation has taken place. Residential Parking Benefit Districts are similar to residential parking permit districts, but allow a limited number of commuters to pay to use surplus on-street parking spaces in residential areas, and return the resulting revenues to the neighborhood to fund public improvements.

Discussion: In order to prevent spillover parking in residential neighborhoods, many cities implement *residential permit districts* (also known as preferential parking districts) by issuing a certain number of parking permits to residents usually for free or a nominal fee. These permits allow the residents to park within the district while all others are prohibited from parking there for

ATTACHMENT 2

PAGE 40 OF 156

more than a few hours, if at all. At least 130 other cities and counties currently have such residential parking permit programs in effect in the US and Canada.[16]

Residential parking permit districts are typically implemented in residential districts near large traffic generators such as central business districts, educational, medical, and recreational facilities but have several limitations.

Most notably, conventional residential permit districts often issue an unlimited number of permits to residents without regard to the actual number of curb parking spaces available in the district. This often leads to a situation in which on-street parking is seriously congested, and the permit functions solely as a "hunting license", simply giving residents the right to hunt for a parking space with no guarantee that they will actually find one. (An example of this is Boston's Beacon Hill neighborhood, where the City's Department of Transportation has issued residents 3,933 permits for the 983 available curb spaces in Beacon Hill's residential parking permit district, a 4-to-1 ratio.)[17]

An opposite problem occurs with conventional residential permit districts in situations where there actually are surplus parking spaces (especially during the day, when many residents are away), but the permit district prevents any commuters from parking in these spaces even if demand is high and many motorists would be willing to pay to park in one of the surplus spaces.

In both cases, conventional residential parking permit districts prevent curb parking spaces from being efficiently used (promoting overuse in the former example and underuse in the latter).

To avoid these problems, Oxnard should implement *residential parking benefit districts* in downtown adjacent residential areas at the same time that parking meters are implemented for curb parking in the downtown core. This will prevent excessive spillover parking from commuters trying to avoid parking charges downtown and further Oxnard's community revitalization goals.

Implementation details

The following steps should be taken to implement each residential parking benefit district.

1. Count the number of available curb parking spaces in the area where the residential parking benefit districts is being considered. Make a map showing the results of the count. On blocks where individual parking stalls are not marked, assume that one parking space exists for every 20 feet of available curb space. (By "available" curb space, we mean curb space where parking is legal, so curb space where parking is prohibited, such as red painted curbs near fire hydrants should be excluded.) Usually, "left over" fragments of curb space will exist, after all of the segments that are at least 20 feet long have been counted. For example, if there is a 96 foot long segment of curb space where it is legal to park, then the segment contains four 20-foot-long parking spaces, plus a left over 16 foot long fragment. Similarly, it is common to find "fragments" of legally available curb space (i.e., sections of curb space that are less than 20 feet long) between driveways, or between a driveway and a fire hydrant. Count any leftover fragment that is at least 16 feet long as a parking space. Disregard fragments that are less than 16 feet long. (One may consider these longer fragments to be the equivalent of compact parking spaces: while not all cars fit in a space of this length, many cars will.) On the map, delineate clearly the number of curb parking spaces on each block face.

ATTACHMENT 2

[16] "Residential Permit Parking: Informational Report." Institute of Transportation Engineers, 2000, p1.

[17] Shoup, Donald. The High Cost of Free Parking. APA Planners Press, 2005, p516.

PAGE 41 OF 156

2. Counting the number of curb parking spaces available in an area where a residential parking benefit district is being considered is an essential first step for any parking manager. It is the equivalent of knowing how many seats are in a movie theater, for the manager of the movie theater. Just as the manager of a movie theater cannot know how many tickets to sell without knowing how many seats exist, a parking manager cannot know how many parking permits to issue, unless he or she knows how many parking spaces exist.
3. Count the number of residential units on each parcel within the same area. Add this information to the map of curb parking spaces completed in Step #1. As a base map for this effort, an Assessor's Parcel Map is often very useful. The Assessor's Parcel Map can be combined with Assessor's Parcel Data on the ownership of each parcel to help identify how many properties exist in an area, the legal boundaries of those properties, the homeowners and/or landlords for each residential unit, and in turn, this information can help clarify the number of residential units on each property, and the tenants who reside in those units.
4. Compare the existing number of residential units in the area to the number of available curb parking spaces in the area. Usually, the best visual presentation is to prepare a map showing (a) the total number of residential units on each block, and (b) the number of available curb parking spaces on each block face. For the entire area, it is important to determine the ratio of curb parking spaces to residential units. (For example, if there are 1000 curb parking spaces and 500 residential units, then the ratio is 2.0 curb parking spaces per unit.)
5. Decide how many curb parking permits to issue to residents and what percent of spaces should be reserved for visitors. For example, the City may wish to set aside 10% of curb spaces for visitor use. Visitors should be able to purchase daily passes online (if license plate recognition enforcement is available) or at a local civic building (as Pasadena does with its fire stations).
6. Resident permits should be priced on a graduated scale. For example, the first permit can be priced at ten dollars with the second at $25. If it is difficult to implement the residential district initially, it may be advisable to issue the first permit free to existing residents.
7. Set a time limit on streets of one to two hours to prevent nonresidents from occupying spaces for long periods and encourage residents to use their garages for parking rather than storage.
8. Rather than entirely prohibit nonresident parking as with many conventional residential parking permit districts, the City should sell permits for any surplus parking capacity to non-resident commuters at fair market rates. These nonresident permits, though, should only be permitted during daytime hours when residential occupancy rates are lower.
9. Finally, the rates for non-residents' parking permits should be set at fair market rates as determined by periodic city surveys, and all net revenues above and beyond the cost of administering the program should be dedicated to pay for public improvements in the neighborhood where the revenue was generated. It is very likely that these non-resident permits may be priced at higher rates than resident permits due to market conditions.

ATTACHMENT 2

PAGE 42 OF 156

Additional Implementation Recommendations for Non-Resident Permits

- Enforcement policies: Parking Enforcement Officers should follow the same enforcement policies as in Oxnard's proposed downtown meter zone and should issue citations for "expired meter" or "no valid permit/meter."

Community Participation & Local Control

Residential parking benefit districts should only be implemented if a simple majority (50% +1) of property owners on a block supports formation of the district.

Once implemented, residents, property owners, and business owners in the district should continue to have a voice in recommending to City Council how they would suggest new parking revenue be spent in their neighborhood. This could occur via City staff attendance at existing neighborhood association meetings, mail-in surveys or public workshops. Another option is to appoint advisory committees in each parking benefit district, tasked with recommending to City Council how the revenue could be spent in their neighborhood.

Benefits of Residential Parking Benefit Districts

Residential parking benefit districts have been described as "a compromise between free curb parking that leads to overcrowding and [conventional residential] permit districts that lead to underuse…[parking] benefit districts are better for both residents and non-residents: residents get public services paid for by non-residents, and non-residents get to park at a fair-market price rather than not at all."[18]

Benefits of implementation of residential parking benefit districts in the City of Oxnard include the following:

- Excessive parking spillover into downtown adjacent neighborhoods will be prevented.
- Scarce curb parking spaces are used as efficiently as possible.
- Need for additional costly downtown parking structure construction is reduced
- Residents will be guaranteed to find a parking space at the curb.

Recommendation 8: Construct New Parking Structure when Needed

Goal: Pursue implementation of all cost-effective strategies to reduce parking demand, while preparing for the future need to provide one or more new downtown parking structures.

Recommendation: Oxnard should:

1. Identify present parking needs to ensure that the site identified in the Oxnard Downtown Strategic Plan for the northwest corner of 4th Street and Oxnard Boulevard is the most promising location for a future parking structure. Prioritize and aggressively implement all feasible strategies for reducing parking demand that are more cost-effective than increasing parking supply.

ATTACHMENT 2

[18] Ibid., p435.

PAGE 43 OF 156

2. Monitor the effectiveness of strategies to reduce parking demand and initiate the pre-development process for a new parking structure when downtown peak parking occupancy regularly and consistently exceeds 80%.

Discussion: While costly, new public parking structures may be necessary to meet demand once substantial new development has taken place, many existing surface lots have been redeveloped and all of the lower-cost transportation demand management measures and shared parking strategies have been exhausted. A potential additional placeholder site for a public structure would be on the current public surface lot immediately adjacent to the Recreational Services building. This site has the advantages of serving both the center and southern end of downtown, and being a lower-cost option since it is sited on public land. It should be noted, however, that even though the structure would be constructed on public land, there is an opportunity cost in terms of sales and property taxes for building a structure rather than active uses on the site. Thus, structure cost estimates that include land values have been included below.

How much does it cost to add a new parking space in Downtown Oxnard?

An analysis of the annualized costs of building parking was conducted in order to provide a reference point for the cost-effectiveness of many of the transportation and parking management strategies recommended in this plan.

The assumptions were as follows:

- A 4-story parking structure with 5 parking levels (parking on roof level)
- A total of 433 spaces
  - 100 spaces per acre taking into account ground-floor retail uses
- 5% interest (tax-free municipal bonds)
- 35-year useful life
- All costs are in 2005 dollars for the Los Angeles metropolitan region

The analysis considered two scenarios:

- Land costs nothing (has no value), but the new structure displaces the 93-space surface parking lot on the roughly 37,700 s.f. (0.9 acre) site next to the Recreational Services
- Land costs $25 per s.f. (current average assessed value of land in downtown) and the new structure does not displace any parking spaces

Under this scenario, the total project costs if land costs $25 per square foot are $11.8M or $34,618 per space gained (in 2005 $), as illustrated in Figure 3-10.This is in line with the cost per space added for several recent downtown public parking structures:

- Mountain View (2000): $26,000
- Walnut Creek (1994): $32,400
- Palo Alto (2002): $50,994
- San Jose (2002): $77,000

ATTACHMENT 2

PAGE 44 OF 156

On an annualized basis, this results in a cost of $184 per space per month or $2,211 per space per year, as illustrated in Figure 3-11. It should be noted that this is a conservative estimate. Several costs are excluded, such as externalized public costs, which have been estimated at $117/space for traffic congestion and air pollution costs.

The bottom line is that the costs of building new structured parking spaces can be significant, and it is often cheaper to reduce demand rather than increase supply. Considering the significant cost per new vehicle trip accommodated in a new parking space, it is important to exhaust all other cost-effective strategies to reduce parking demand. Additional structured parking may be needed in Downtown Oxnard, but given current occupancy rates for downtown parking (54% occupancy at the peak hour), and the availability of untapped transportation demand management strategies, parking pricing and shared parking opportunities, it is important to think carefully, and manage existing parking resources effectively, before simply building more.

ATTACHMENT 2

PAGE 45 OF 156

Figure 3-10 Capital Costs for a New Downtown Parking Structure

Capital Costs

	Structured Spaces Built	Surface Spaces Displaced	Net Spaces Gained	Land Cost / Value Current $	Direct Cost Current $	Project Cost Current $ (Includes Land)
New downtown structure ($0/sf land costs)	433	93	340	$0	$10,818,411	$10,818,411
New downtown structure ($25/sf land costs)	433	0	433	$942,500	$10,818,411	$11,760,911

Capital Costs

	Gross Cost Per Space Current $		Cost Per Space Gained Current $	
	Direct	Project	Direct	Project
New downtown structure ($0/sf land costs)	$25,000	$25,000	$31,844	$31,844
New downtown structure ($25/sf land costs)	$25,000	$27,178	$25,000	$27,178

Figure 3-11 Annualized Costs for a New Downtown Parking Structure

Resulting Costs Per Space Per Year

	Project Cost Per Space Gained	ANNUAL COSTS PER SPACE GAINED		TOTAL COST PER SPACE GAINED		
		Debt Service	Operation & Maintenance	Per Year	Per Month	Per Workday
New downtown structure ($0/sf land costs)	$31,844	$1,945	$266	$2,211	$184	$8.48
New downtown structure ($25/sf land costs)	$27,178	$1,660	$266	$1,926	$160	$7.39

ATTACHMENT 2
PAGE 516 OF 156

Chapter 4. Implementation Plan

In order to implement the transportation and parking management recommendations presented in this *Downtown Parking and Mobility Plan* in a strategic and cost-effective way, the following implementation steps should be taken. Following an implementation schedule according to the phased plan below is important because the success of many of the recommendations in this plan will be leveraged if implemented concurrently, while the success of others depends on earlier recommendations being implemented and well-established. See Figure 4-1 for an overview.

Implementation and Monitoring

Near-Term Implementation (2010)

- Incorporate transportation and parking strategies recommended in this plan in the *2030 General Plan Update*

Mid-Term Implementation (2010-2014)

- Form a Parking Benefit District in the downtown to coordinate implementation of the recommendations in this plan, in three steps:
  - Refine and approve operating principles for the transportation and parking management strategies recommended in this plan
  - Expand and refine the implementation and monitoring plan presented here
  - Hire or designate staff responsible for managing the Parking Benefit District and implementing the major recommendations of this plan.
- Establish commercial and residential parking benefit districts to manage parking demand in the downtown core and prevent unwanted spillover parking in downtown-adjacent residential neighborhoods
- Revise zoning code and parking regulations for all new development in the downtown to:
  - Reduce and modify current minimum parking requirements
  - Institute new in-lieu parking fee program for all new development throughout the downtown. Require that at least 50% of a commercial development's minimum parking requirement be met through the in-lieu fee.
- Require all employers in the downtown to offer employees the option to "cash out" the parking subsidy as a Transportation Fringe Benefit

Long-term Implementation (beyond 2014)

- Use parking revenue from commercial and residential parking benefit districts to fund transportation and parking demand management programs, incentives, and improvements in the blocks where the revenues are collected, including universal transit passes for all residents and employees in the downtown.
- Require 100% of the minimum parking requirement for all commercial development in the downtown to be met through an in-lieu fee.
- Purchase or lease existing private parking lots from willing sellers when public capacity is reached, and add this parking to the shared public supply.
- Ongoing monitoring and evaluation
- Construct additional parking when needed

ATTACHMENT 2

PAGE 47 OF 156

Figure 4-1 Implementation & Monitoring Strategy

		Near-Term (2010)	Mid-Term (2010-2014)			Long-term (2014 +)
			11	12	13	
1	Adopt 2030 General Plan Update	X				
2	Form a Parking Benefit District in the Downtown Specific Plan area to coordinate implementation of the recommendations in this plan, in three steps:		X			
2.1	Refine and approve operating principles for the transportation and parking management strategies recommended in this plan		X			
2.2	Expand and refine the implementation and monitoring plan presented here		X			
2.3	Hire new staff responsible for managing the Parking Benefit District and implementing the major recommendations of this plan.		X			
3	Establish commercial and residential parking benefit districts to manage parking demand in the downtown core and prevent unwanted spillover parking in downtown-adjacent residential neighborhoods			X		
4	Revise zoning code & parking regulations for all new development in the downtown to:	X				
4.1	Reduce and modify current minimum parking requirements	X				
4.2	Institute an in-lieu parking fee program for all new development throughout the downtown and require that at least 50% of a commercial development's minimum parking requirement be met through the in-lieu fee.	X				
4.3	Permit additional reductions and flexibility with minimum parking requirements for projects that incorporate transportation and parking demand management strategies recommended in this plan	X				
5	Require all employers in the downtown to offer employees the option to "cash out" their parking subsidy as a Transportation Fringe Benefit				X	
6	Use parking revenue from commercial and residential parking benefit districts to fund transportation and parking demand management programs, incentives, and improvements in blocks where the revenues are collected, including universal transit passes for all residents and employees in the downtown					X
7	Require 100% of the minimum parking requirement for all commercial development in the downtown to be met through an in-lieu fee					X
8	Purchase or lease existing private parking lots from willing sellers when public capacity is reached, and add this parking to the shared public supply.					X
9	Construct additional parking when needed					X
10	Ongoing monitoring and evaluation			X	X	X

ATTACHMENT 2

PAGE 48 OF 156

Appendix A. Existing Conditions

Introduction

Oxnard is a city on the rise. Each year it continues to grow in both population and prosperity, and the effective management of the downtown transportation system is integral to that success. This Existing Conditions report looks at the current state of the downtown by examining the City's policy goals and objectives in relation to the parking, public transportation, and movement of the area's residents, employees, and visitors. By weighing each factor in relation to the General Plan, this report can provide the basis for a transportation plan that will provide cost-effective management of future downtown growth.

General Plan

The Circulation Element of the 2030 General Plan provides a broad vision of Oxnard's desired transportation system. The City's development goals, objectives, and policies that are particularly relevant to this Downtown Parking Management Plan are listed below. It is important to note that parking is not just a simple matter of supply and demand, but is heavily influenced by factors such as public transportation, transportation demand management (TDM) measures, and connectivity for pedestrians and bicyclists.

Development Policies

- Goals
  - Goal 2A: A public transportation system that serves the needs of residents and workers of Oxnard.
- Objectives
  - Objective 1B: Minimize conflicts between automobiles, bicycles, and pedestrians.
  - Objective 3B: Minimize vehicle miles traveled.
  - Objective 6B: Reduce dependency on automobile use for travel needs and increase the use of alternative forms of transportation as a means of reducing energy consumption and vehicle emissions.
  - Objective 7B: Increase transit ridership through improved local transit service.
  - Objective 9B: Provide a Citywide system of safe, efficient and attractive bicycle routes for commuter, school and recreational use.
  - Objective 10B: Increase public transportation service to areas of high utilization, such as military bases, commercial centers, business and industrial parks, and other work areas
- TDM Policies
  - Policy 9: New office and light industrial developments shall be encouraged to include amenities such as banking, postal, child care and eating facilities in an effort to reduce the number and length of vehicle trips by employees.

ATTACHMENT 2

- Policy 10: The City shall develop and adopt a Transportation Demand Management (TDM) ordinance to encourage new and existing employers of 25-50 employees, and employment centers to reduce the number of single occupant work trips.
- Policy 11: The City shall develop and implement a TDM program for its own employees.
- Policy 12: Employment generating developments shall be encouraged to provide incentives to employees to utilize low-pollution alternatives to the conventional automobile, specifically walking, bicycles, car pools, vanpools and buses.
- Policy 13: The City shall adopt standards for and encourage mixed residential and nonresidential uses in office and commercial zones.

- Transit Service Policies
  - Policy 16: The City will continue to improve transit services, including direct, regular, commuter-oriented routes to and within high employment areas.
  - Policy 17: Proposed developments shall be required to include transit facilities, such as bus benches, shelters, pads or turnouts, where appropriate, in their improvement plans.
  - Policy 18: Programs aimed at enhancing the mobility of elderly and handicapped residents…shall continue to be implemented and expanded wherever feasible.
- Bicycle & Pedestrian Facilities Policies
  - Policy 25: The City shall continue to implement construction of the bicycle network.
  - Policy 27: Where appropriate, proposed developments shall be required to include bicycle paths or lanes in their street improvement plans.
  - Policy 31: Pedestrian and bicycle paths shall be constructed between employment centers and contiguous residential areas.

In addition to the positive aspects of the Circulation Element, the document accounts for the cumulative growth within the city. This is growth that will occur even without new development. Specifically, the plan calls for the widening of several streets as established in 1990 to accommodate the 2030 General Plan full build out thereby creating a system of streets and arterials. Included are three main thoroughfares in the downtown area, as shown in Figure A-1. It may be problematic to widen streets to increase traffic flow created by urban sprawl and simultaneously hope to minimize vehicle miles traveled (VMT) and encourage alternative modes of transportation. Future General Plan updates may need to address this dichotomy and enact measures to increase both vehicle and person flow (and reduce auto dependence) through demand management rather than increases in roadway capacity. A prime example of efficient planning can be found in Arlington County, Virginia (see Parking Management Workbook), which achieved a massive increase in residential, retail, and office development with a minimal rise in traffic along its main arterials through travel demand and parking management measures.

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Figure A-1 Circulation Element Updates

Roadway	Existing Conditions (1986)	Proposed Improvements	2030 Condition
C Street	Local Arterial (two lanes) for its entire length; minor widening at some intersections.	Relatively minor widening and channelization at some intersections.	Will function as secondary arterial (four lanes) during peak hours with parking limits.
Fifth Street	Local arterial (two lanes) for entire length except secondary arterial from Oxnard Blvd. to Pacific Ave.	Widening and intersection improvements over entire length.	Secondary arterial Harbor Blvd. to Oxnard Blvd. and Elevar east; primary arterial Oxnard Blvd. to Elevar Street.
Oxnard Blvd.	Secondary arterial over entire length.	Widening and restriping over entire length; major reconstruction and rerouting at 5 points and at Pleasant Valley Rd.; extension into Town Center via new interchange on Route 101.	Primary arterial from Vineyard Ave. to Third St.; secondary arterial from Third St. south; primary arterial in Town Center area; grade separation at Gonzales Rd.

Parking

Inventory & Utilization

This section documents existing parking conditions in Downtown Oxnard and presents a brief summary of usage, based on inventory and utilization data. Parking conditions were also analyzed separately within six districts of the downtown: Civic Center, Plaza Entertainment & Arts, A Street Retail, Transportation Center, South of Seventh Street, and Meta Street. A total of 2,833 parking stalls are located within the study zone: 962 on-street and 1,871 off-street. To evaluate parking occupancy, parking occupancy counts were taken from 7 am to 9 pm on Thursday, Friday, and Saturday, October 25-27, 2007. The counted downtown parking supply, included accessible on-street and off-street, public and private spaces; spaces obstructed by construction or physical barriers such as fences were excluded in the counts.

The figures below show the on- and off-street occupancies by individual block and zone. It should be noted there is a new structure proposed for the northwest corner of Fourth Street and Oxnard Boulevard that could affect future parking patterns.

Based on the on- and off-street occupancy counts, there is more than enough parking supply to meet existing demand. Target occupancy rates of 85% and 90% are effective industry-standards for short-term (two hour or less) and long-term spaces, respectively. Put another way, maintaining 10% and 15% vacancy rates for corresponding short-term and long-term stalls will help ensure sufficient vacancies so that motorists do not need to search the entire parking supply to find the last available parking space. If the supply is well-managed, with prices or time limits to make sure that the vacancies are well distributed, then at least 10-15% of the supply in each block will be available, making searching or "cruising" for parking unnecessary. Utilization much below this indicates a diminished economic return on investment in parking facilities.

ATTACHMENT 2

Total occupancy counts show that at the busiest period (Thursday, 11 am – 1 pm), in the downtown as a whole just 54% of the parking supply was occupied, with both on and off-street spaces showing roughly the same percentages of spaces occupied (54% and 55% respectively). At this peak hour, 1,297 of the 2,833 spaces in the downtown parking supply were vacant. However, as shown in Figure A-3, at this peak hour, some areas were largely full, while less convenient lots and structures a block or two away had large surpluses. The parking lot behind City Hall, for example, was more than 90% full, while the parking structure just south of City Hall was more than half-empty.

Zonal occupancy rates fluctuate dramatically based on the type of parking (on- or off-street) and time of day. For example, with an abundant amount of office space, the Civic Center district has an off-street occupancy peak of 85% between 11am and 1 pm (Thursday) while the residential South of Seventh Street district only has a 48% occupancy during the same hours. Similarly, the Plaza Entertainment & Arts district has a peak on-street parking occupancy peak of 66% on Friday evening from 5 pm – 7 pm while on-street Civic Center parking is only 33% at the same time.

The following figures also show the distribution of parking by zone and time of day for each day surveyed. It is notable that each zone's occupancy peaks with the presence of its target population. For example, the Civic Center peaks during daytime hours when office workers are present while the on-street spaces in the Plaza Entertainment district peaks on Friday evenings when movie goers are present.

Figure A-2 Public and Private Off-Street Occupancies by Zone

Zone	Public Supply	Public Peak Occupancy (Thursday 11am-1pm, Friday 5-7pm, Saturday 1-3pm)	Private Supply	Private Peak Occupancy (Thursday 11am-1pm, Friday 5-7pm, Saturday 1-3pm)
Civic Center	251	214, 71, 141 (85%, 28%, 56%)	31	25, 23, 19 (81%, 74%, 61%)
Plaza Entertainment and Arts	321	224, 159, 145 (70%, 50%, 45%)	0	0
A Street Retail	657	240, 146, 146 (37%, 22%, 22%)	66	31, 45, 41 (47%, 68%, 62%)
Transportation Center	261	156, 171, 169 (60%, 66%, 65%)	0	0
Meta	75	18, 13, 39 (24%, 17%, 52%)	87	55, 40, 54 (63%, 46%, 62%)
South of 7th	0	0	122	58, 52, 51 (48%, 43%, 42%)

ATTACHMENT 2

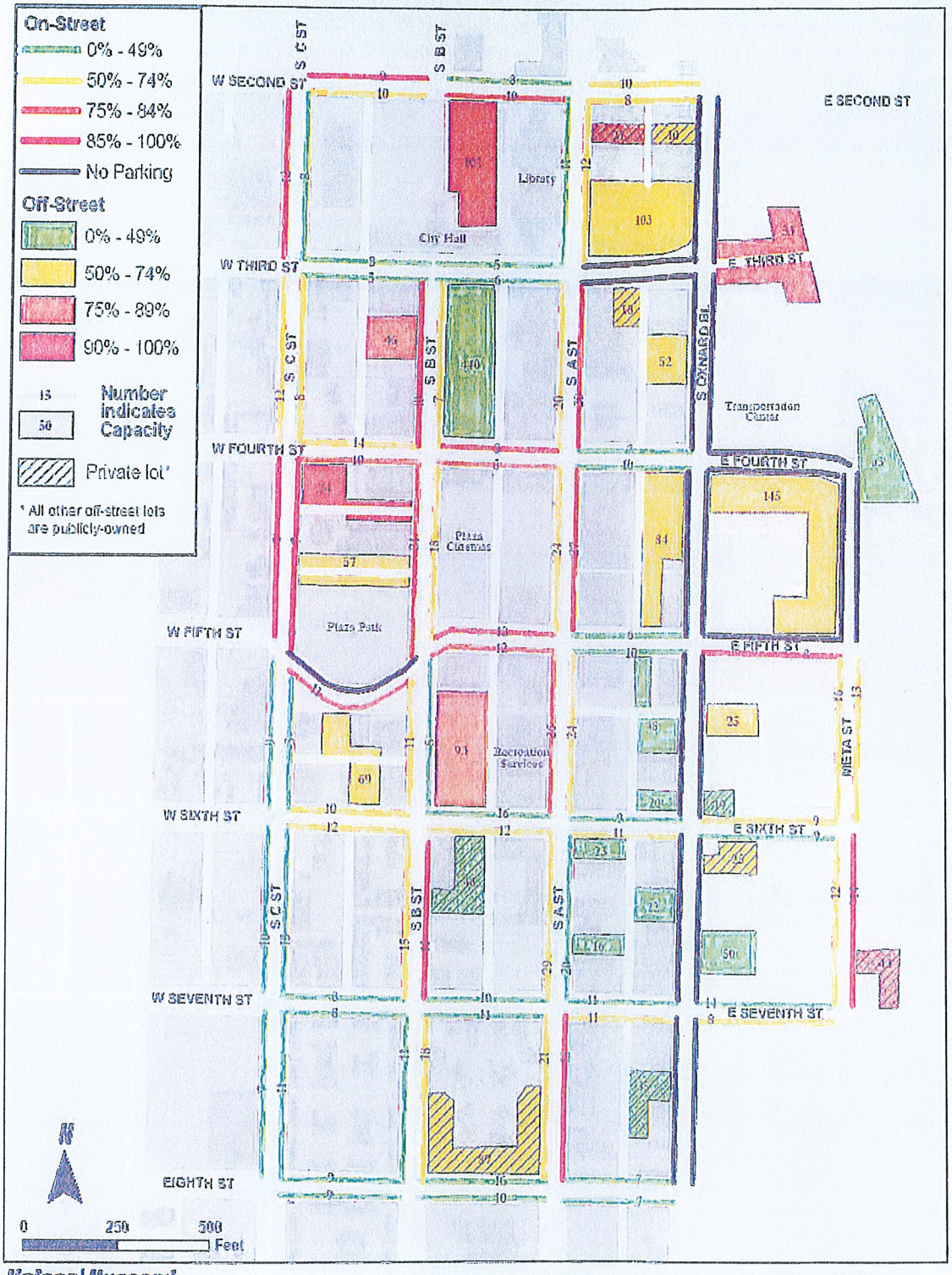
PAGE 52 OF 156

In terms of individual on-street parking, the main corridors that show consistently high occupancy rates are those of B and Fifth Streets to the west and south of the movie theater. From morning until evening, these strips have several blocks where on-street occupancies exceed 85%. Similarly, only certain off-street lots continually face a lack of parking availability. The lots immediately north of Plaza Park and the lots north of City Hall are heavily used during weekday work hours and routinely exceed a 90% occupancy rate. It should be noted, however, that these lots remain underutilized during night hours and weekends when office workers are not present.

ATTACHMENT 2

PAGE 53 OF 156

Figure A-3 Peak Hour Parking Occupancy (Thursday, October 25, 2007 11 am – 1 pm)



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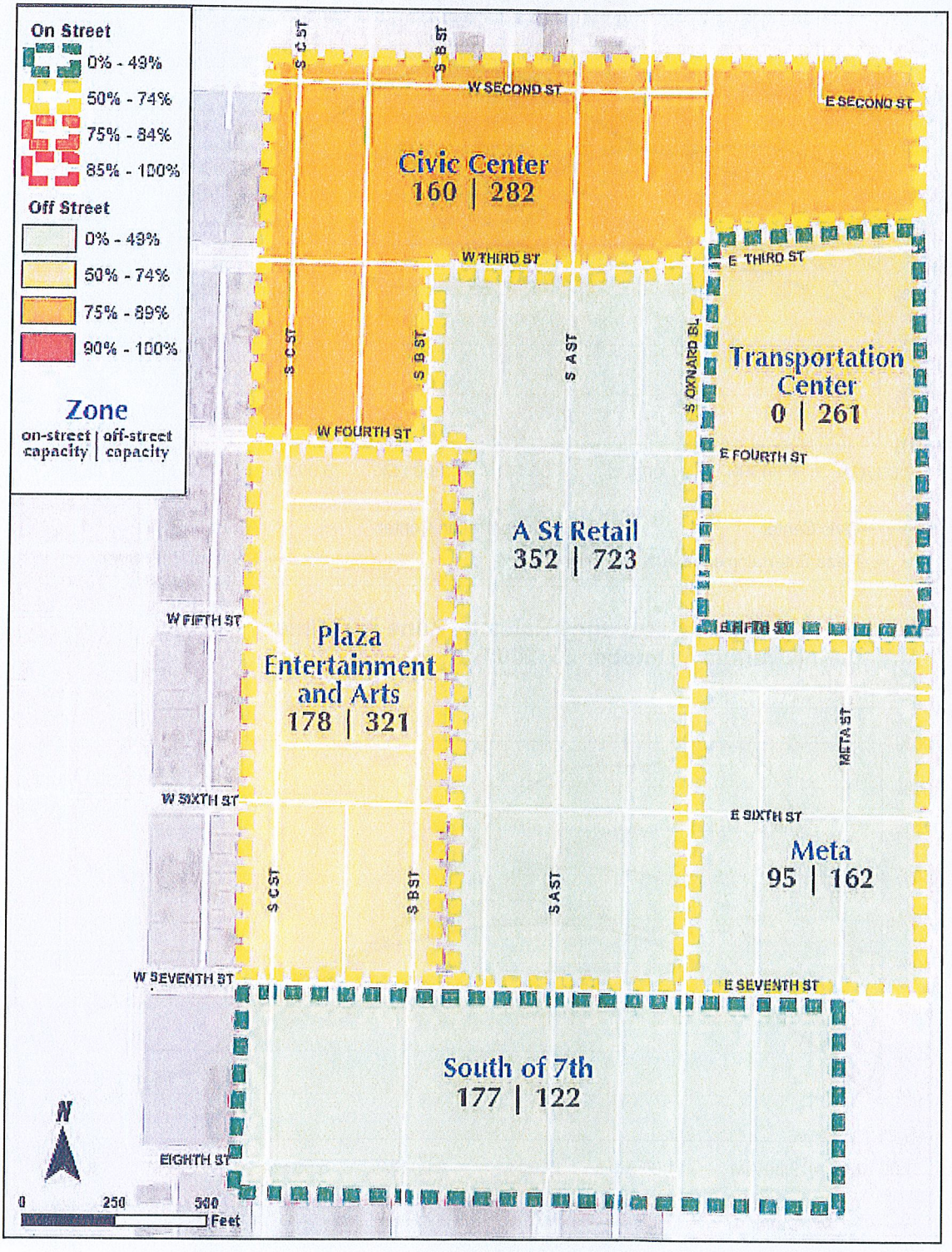
GIS Data Source: City of Oxnard

ATTACHMENT 2

Figure A-4 Peak Hour Parking Occupancy by Zone
(Thursday, October 25, 2007 11 am – 1 pm)



ATTACHMENT 2

PAGE 55 OF 156

Figure A-5 On-Street Occupancy Rates by Zone and Time (Thursday, October 25, 2007)

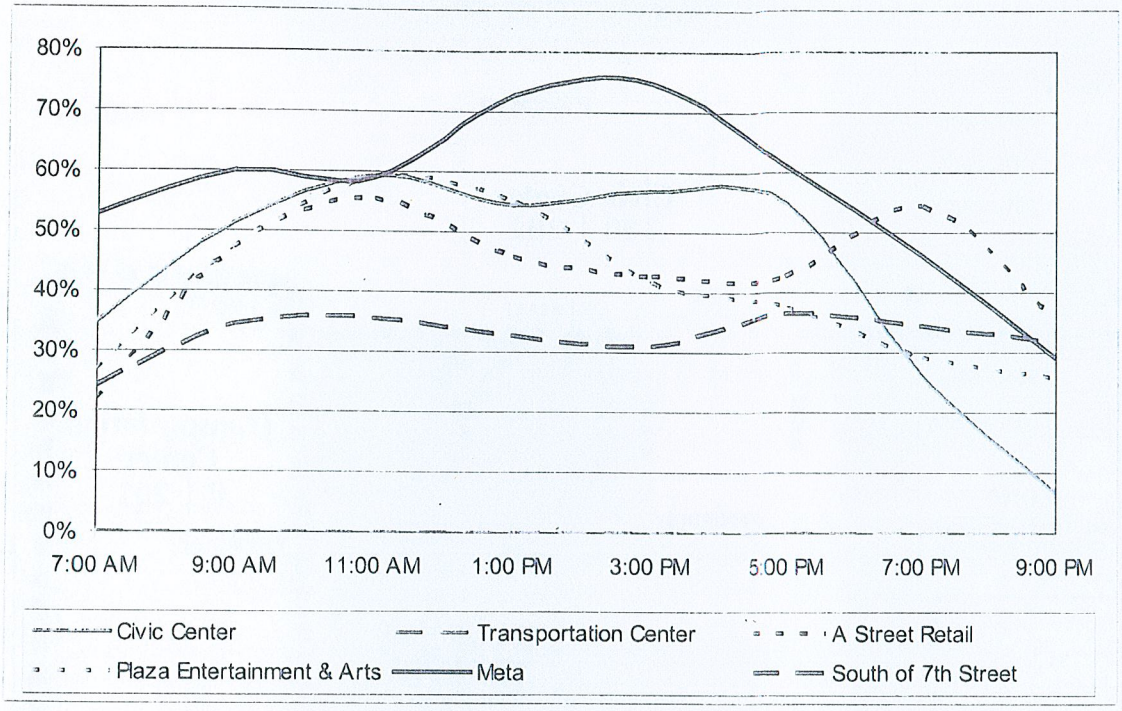
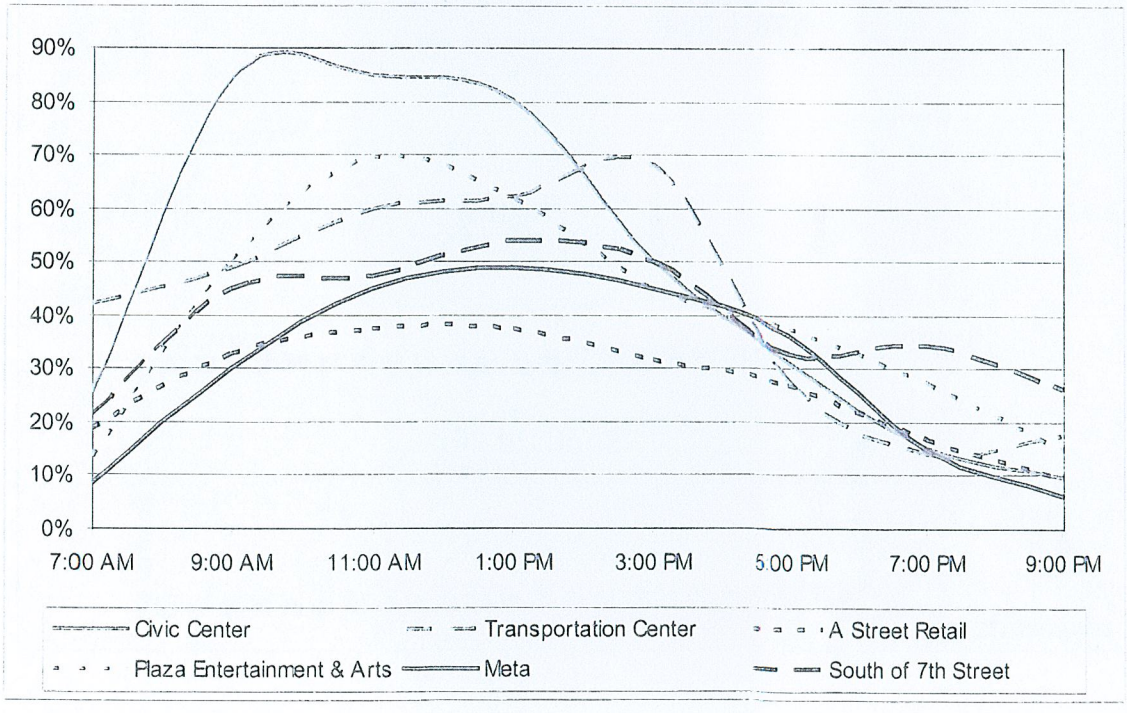
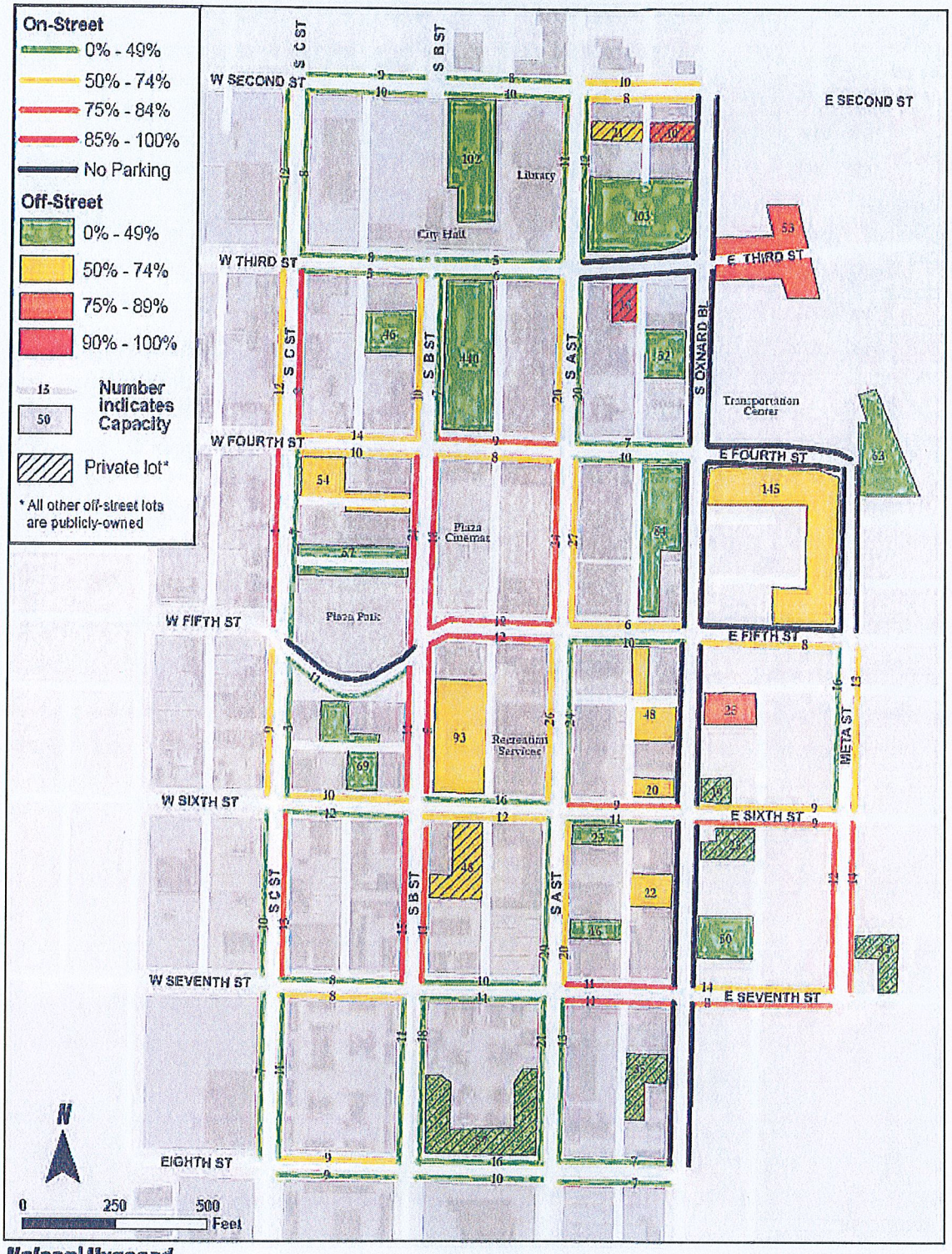


Figure A-6 Off-Street Occupancy Rates by Zone and Time (Thursday, October 25, 2007)



ATTACHMENT 2

Figure A-7 Peak Hour Weekday Evening Parking Occupancy (Friday, October 26, 2007 5 – 7 pm)



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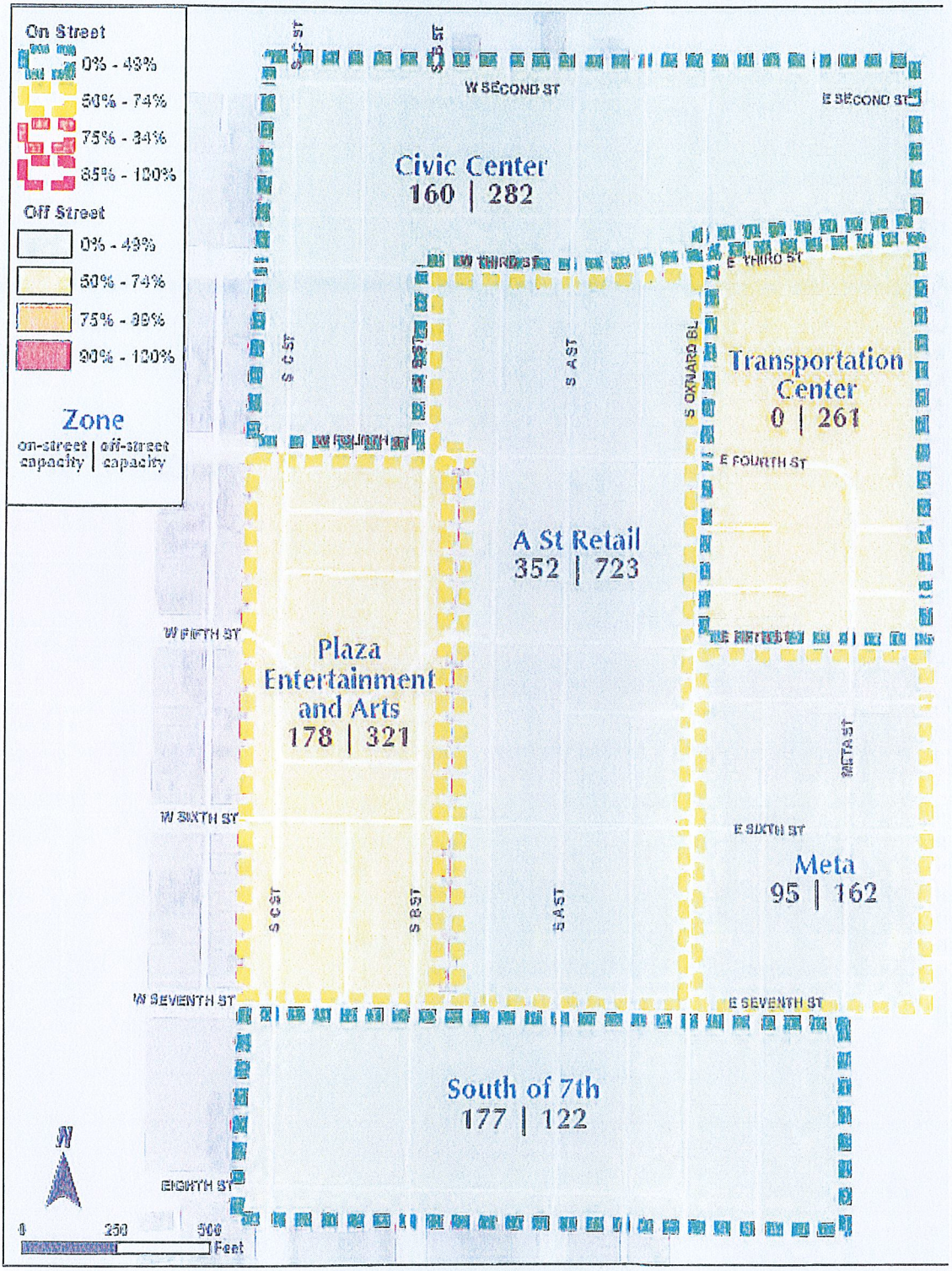
GIS Data Source: City of Oxnard

ATTACHMENT 2

PAGE 57 OF 156

Figure A-8 Peak Hour Weekday Evening Parking Occupancy by Zone
(Friday, October 26, 2007 5 – 7 pm)



ATTACHMENT 2

PAGE 58 OF 156

Figure A-9 On-Street Occupancy Rates by Zone and Time (Friday, October 26, 2007)

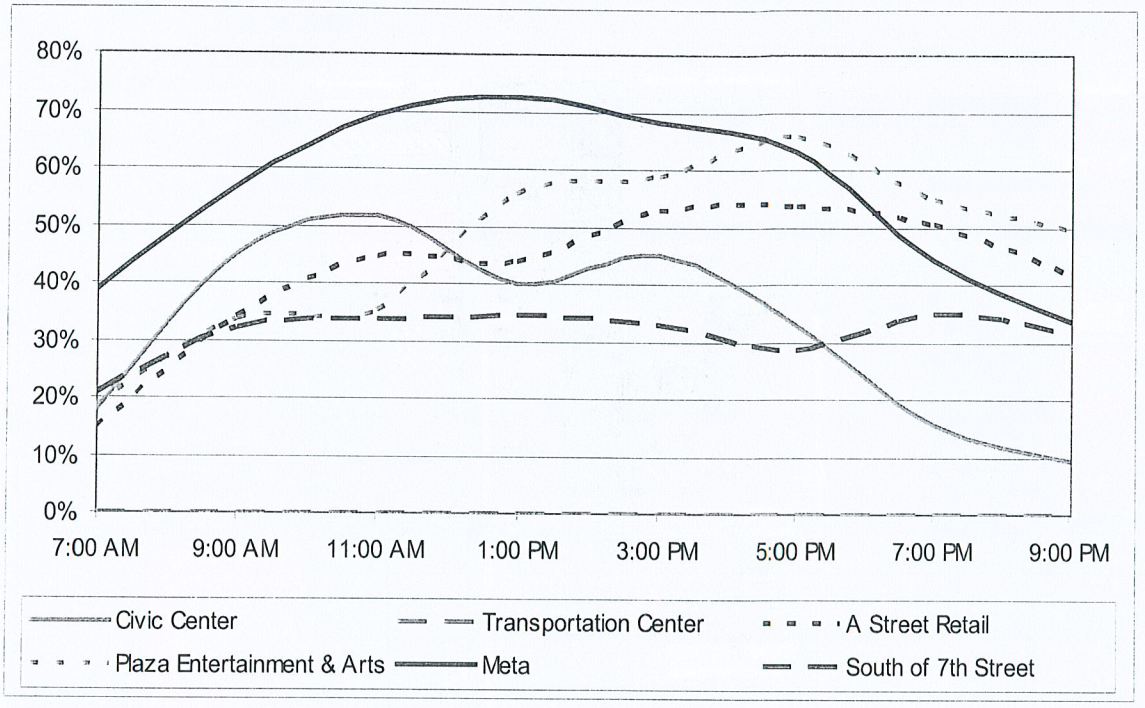
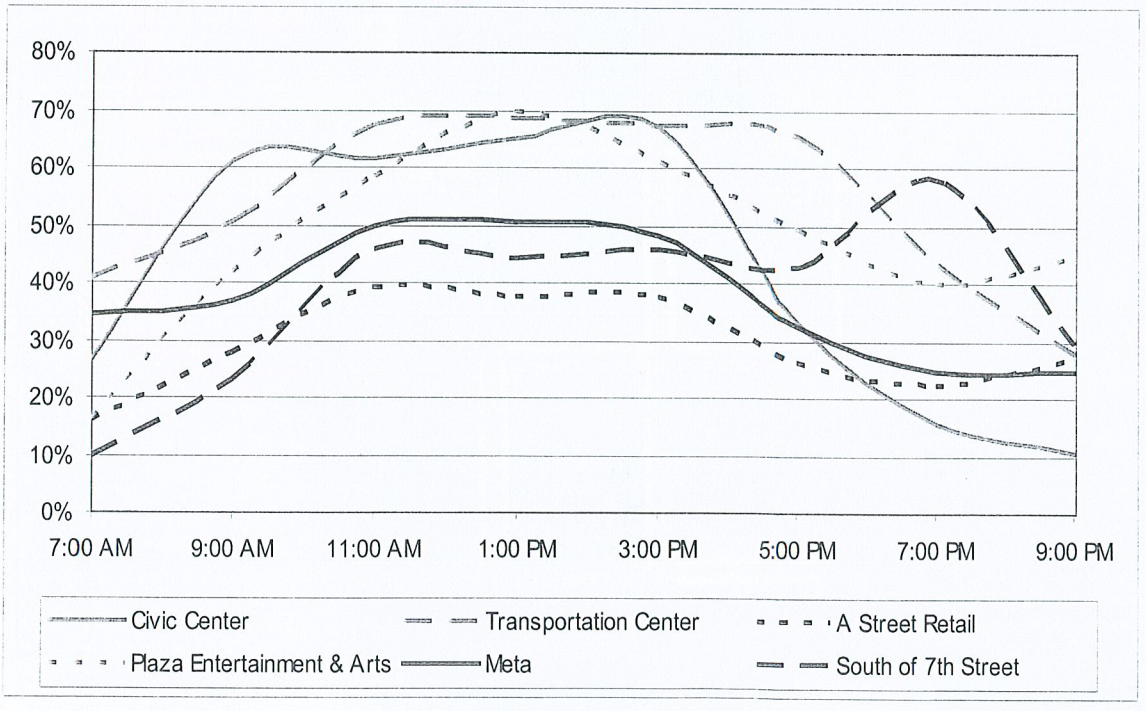


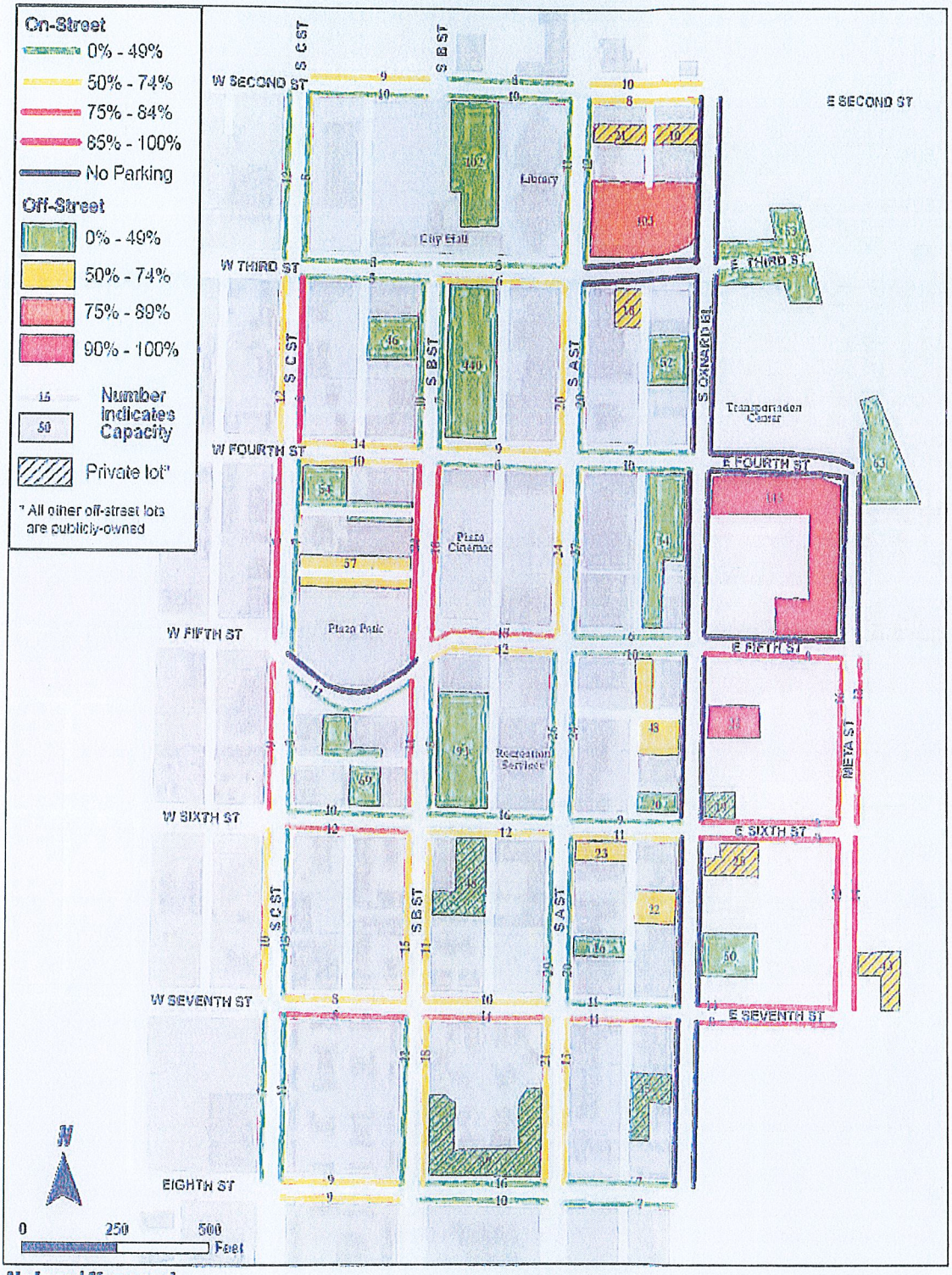
Figure A-10 Off-Street Occupancy Rates by Zone and Time (Friday, October 26, 2007)



ATTACHMENT 2

PAGE 59 OF 156

Figure A-11 Peak Hour Weekend Afternoon Parking Occupancy (Saturday, October 27, 2007 1 – 3 pm)



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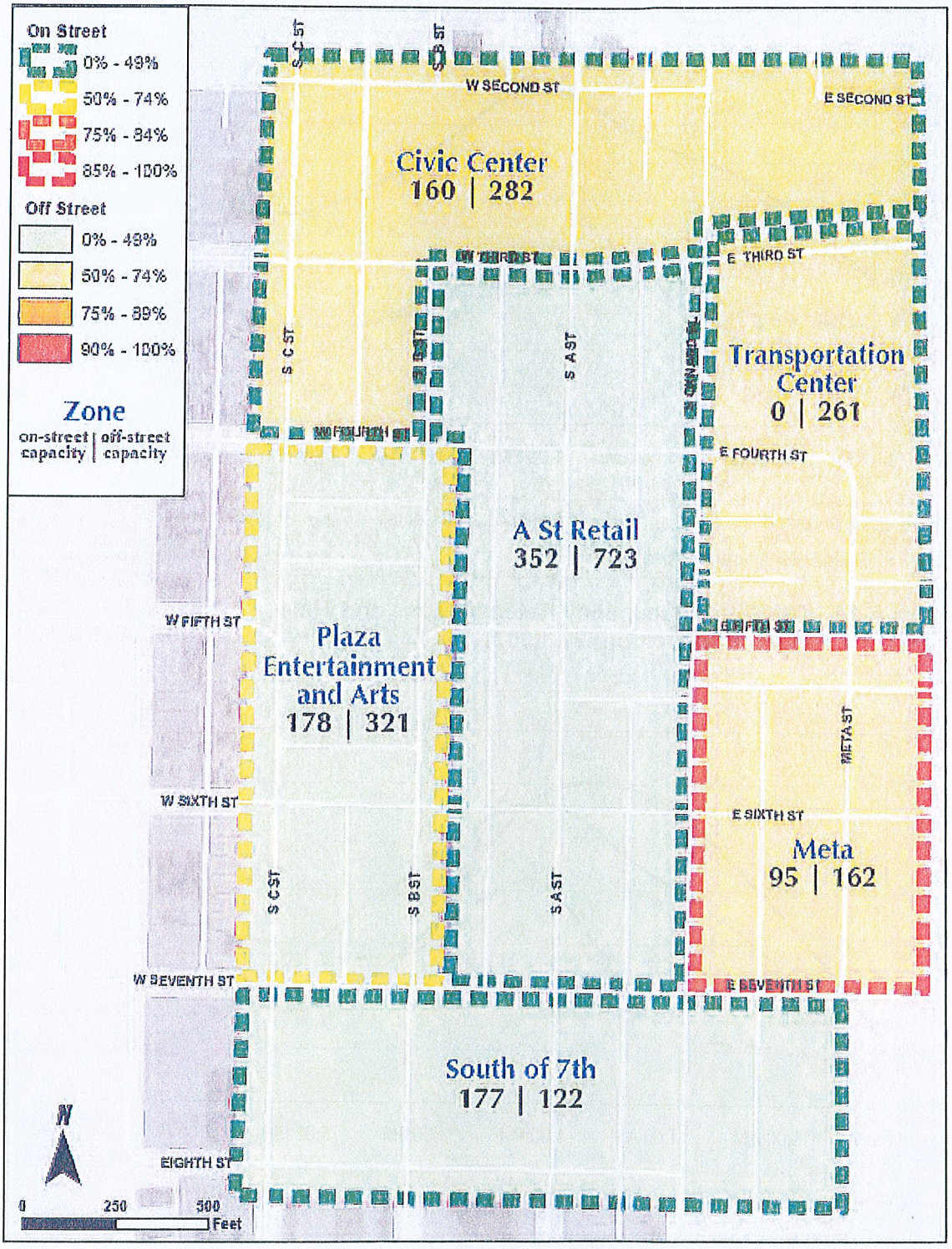
GIS Data Source: City of Oxnard

ATTACHMENT 2

PAGE 60 OF 156

Figure A-12 Peak Hour Weekend Afternoon Parking Occupancy by Zone
(Saturday, October 27, 2007 1 – 3 pm)



ATTACHMENT 2

PAGE 61 OF 156

Figure A-13 On-Street Occupancy Rates by Zone and Time (Saturday, October 27, 2007)

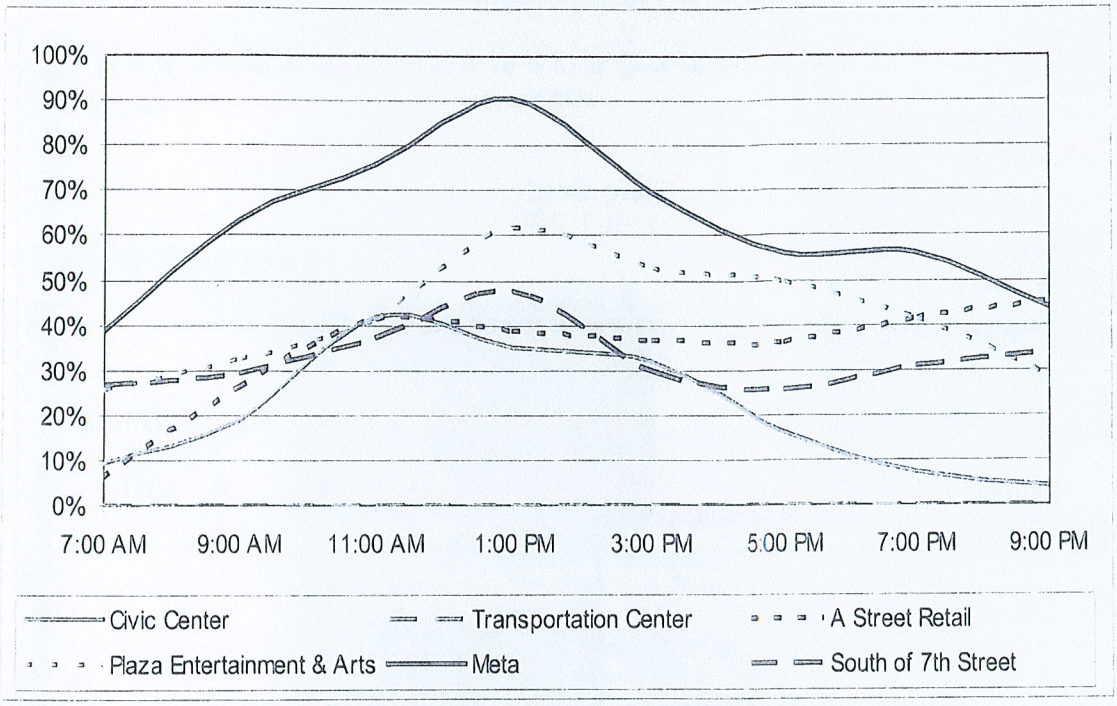
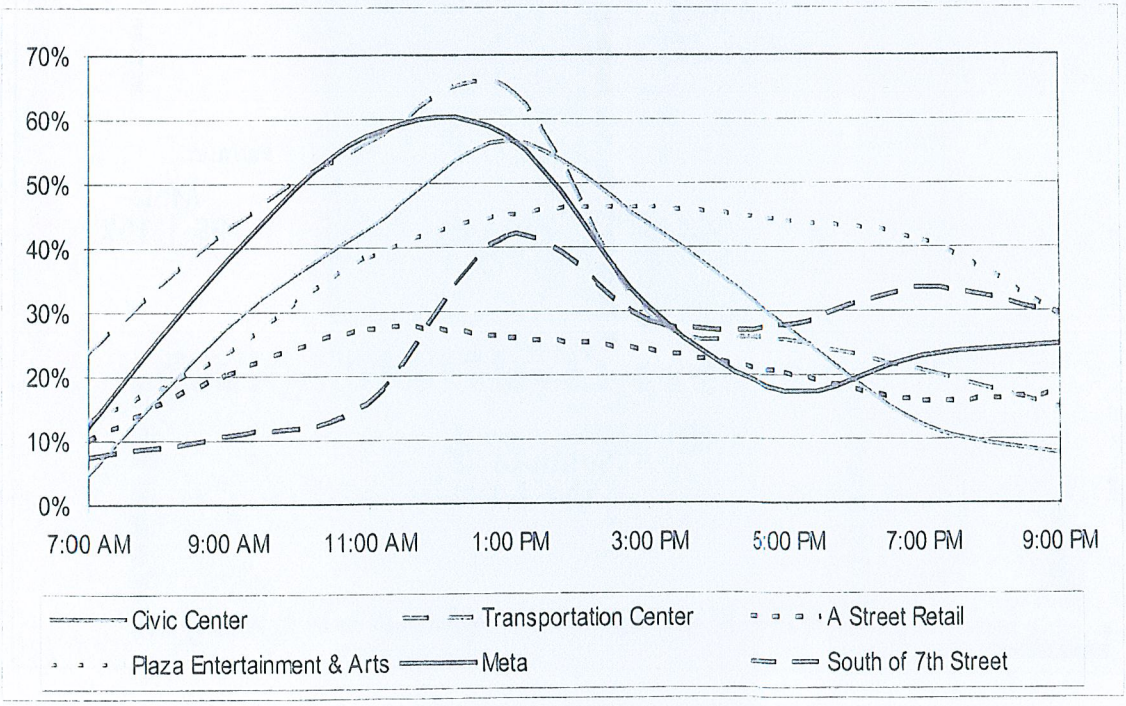


Figure A-14 Off-Street Occupancy Rates by Zone and Time (Saturday, October 27, 2007)



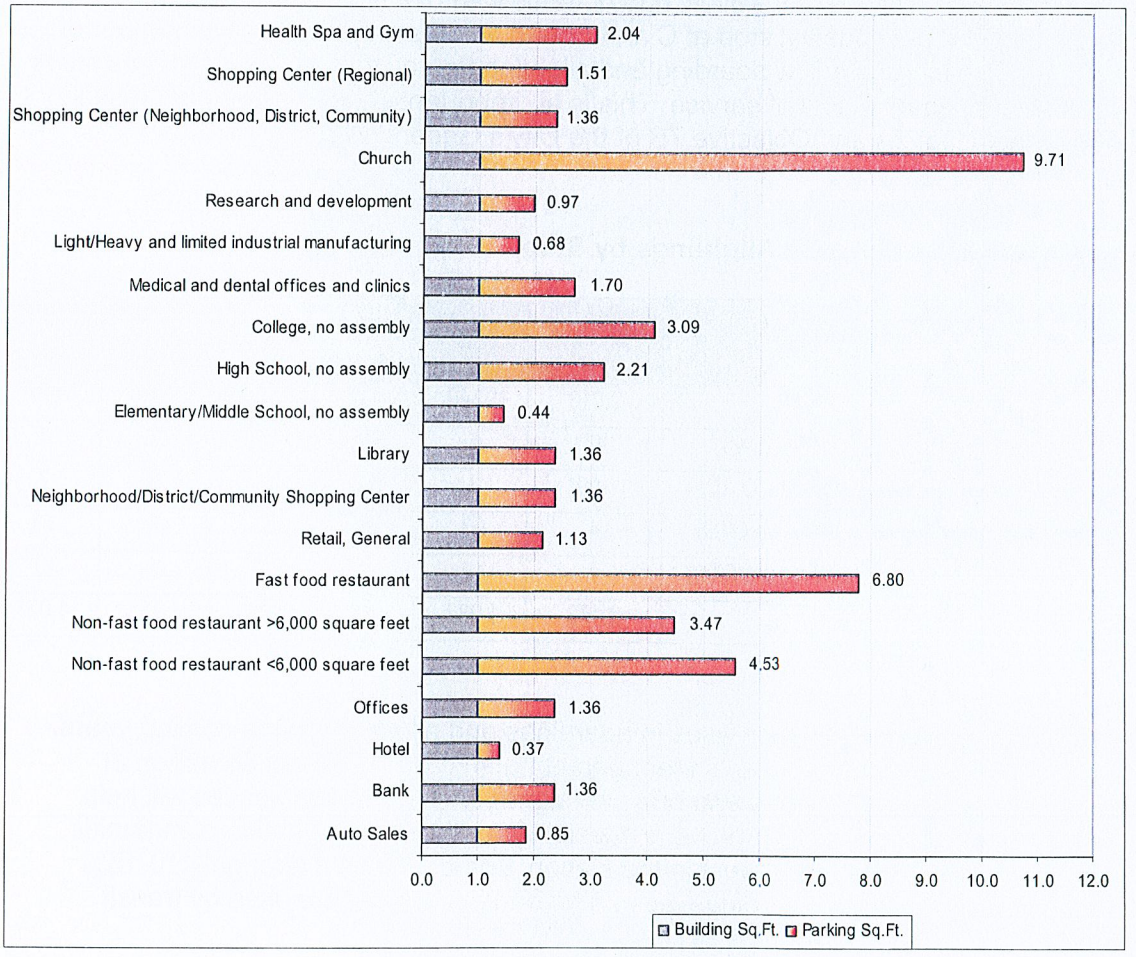
ATTACHMENT 2

PAGE 62 OF 156

Existing Minimum Parking Requirements

As illustrated in Figure A-15, Oxnard's minimum parking requirements often require more than one square foot of parking area for every square foot of building. These requirements can be particularly damaging to uses, such as eating establishments that help create vibrancy and life in the downtown area. The parking management plan will discuss options for reforming requirements to help enhance the downtown and promote economic development.

Figure A-15 Oxnard's Existing Minimum Parking Requirements



ATTACHMENT 2

PAGE 63 OF 156

Public Transportation

There are two large public transportation services operating in Downtown Oxnard. The Gold Coast Transit (formerly South Coast Area Transit or SCAT) agency provides bus service throughout the City of Oxnard and Ventura County. Several bus routes run through the heart of the downtown, with C Street acting as the primary conduit and the Oxnard Transportation Center (OTC) being the main terminus. The OTC functions as a key activity center for Amtrak, which runs frequent rail service to major employment destinations such as Ventura and Los Angeles.

Despite the presence of these two services, transit ridership in Oxnard remains relatively low. The table below shows the number of boardings and alightings by stop based on the day of week.[1] The OTC is a lively hub of traffic with over 2,000 boardings per weekday, but the next busiest stop at C and Fourth Streets only has 5% the number of boardings. The extremely low boarding and alighting figures for the downtown bus stops suggest an inadequate level of service. This is an important shortcoming to address in order to meet Goal 2A and Objective 7B of the City's General Plan.

Figure A-16 Boarding and Alightings by Stop

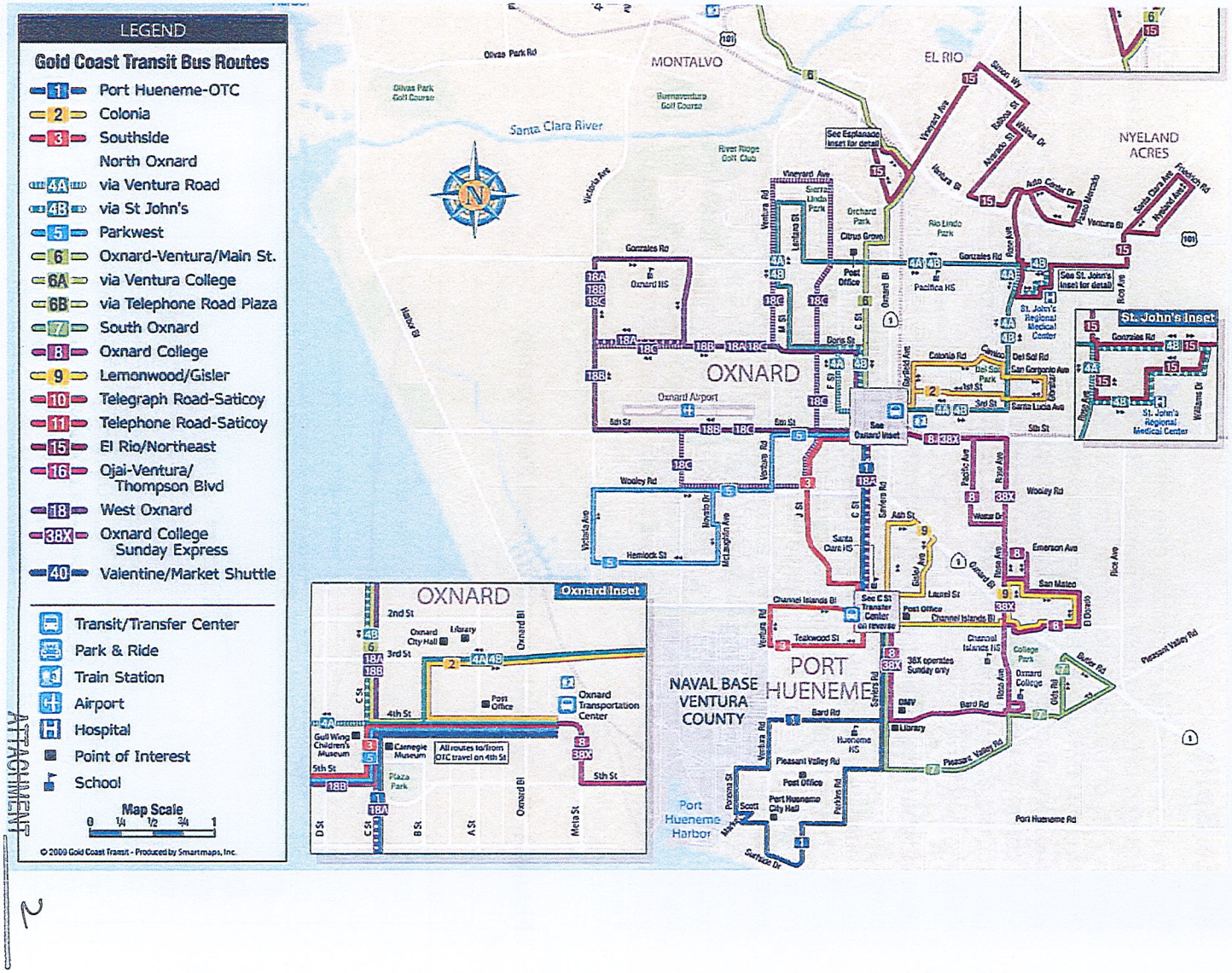
	Weekday Average		Saturday Average		Sunday Average	
	On	Off	On	Off	On	Off
Oxnard Transportation Center (OTC)	2,013	1,840	1,261	1,316	1,083	937
C Street at Third (northbound from the OTC)	46	5	42	1	16	1
C Street at Fourth (southbound from the OTC)	109	3	64	5	26	7
C Street at Fifth (northbound towards the OTC)	4	93	7	56	4	55
C Street at Third (southbound towards the OTC)	1	42	3	52	3	27
Totals	2,173	1,983	1,377	1,430	1,132	1,027

The OTC can expect to see increases in boardings and alightings in the coming years. The FY 2007-2008 Capital Projects Management plan calls for almost $6 million in funding for two new parking lots and bilingual signage. These extra spaces will help increase transit ridership and improve accessibility for those in the Latino community. Based on the amount of investment in the station, one can expect a roughly 10-15% increase in daily weekday boardings, assuming parking spaces are used by transit riders.[2]

[1] Alightings refer to the passengers leaving a transit vehicle.
[2] This figure is derived from the assumed cost of $20,000 per parking space and the added effect of improved signage.

ATTACHMENT 2

Figure A-17 Gold Coast Transportation Network



ATTACHMENT 2
PAGE 65 OF 156

Current Travel Characteristics

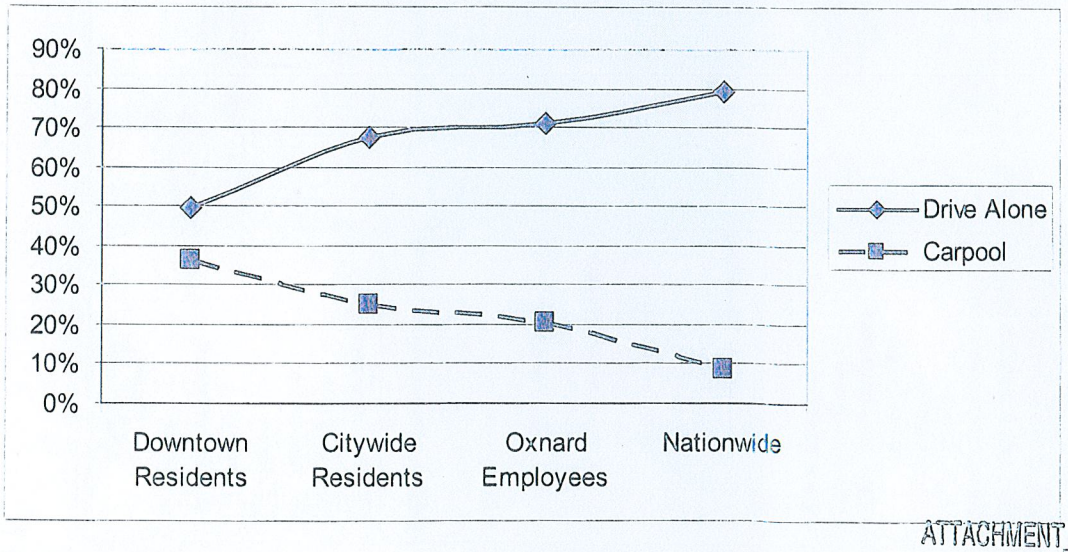
Oxnard's current travel characteristics offer important background information concerning existing baseline conditions. These numbers can be used to set performance measures, and can be updated at each new release of data, which is usually every ten years. Mode split and vehicle ownership are two of the measures presented here for both the City of Oxnard and the downtown area. These in turn are compared to the United States as a whole.

Mode Split

Oxnard is a moderately urbanized area with a population of approximately 193,000 in 2007 (California Department of Finance). The City is also heavily Latino, comprising almost 73% of the population (American Community Survey 2005). According to Census 2000, roughly 67% of Oxnard's employed residents drive alone to work with another 25% choosing to carpool. Public transportation, biking and walking account for roughly 4% of commute trips (see Figure A-7). Residents of Downtown Oxnard, by comparison, have a drive alone rate of just under 50%, with 36% carpooling, and a 12% walk/bicycle/transit share.

Data indicate that the differences in transportation mode choice between Oxnard's downtown residents, citywide residents, employees, and the average American follow a somewhat linear progression in auto use (see Figure A-18 and Figure A-23 to Figure A-25). That is to say, from downtown resident to the average American, there is a roughly straight increase in the drive alone rate from 49.4% to 79.4%. This rise in single-occupancy vehicle usage is accompanied by an equivalent decline in the number of workers carpooling: whereas only 8.7% of Americans carpool to work, 36.2% of downtown residents do so. This is an important relationship as it demonstrates that the lower drive alone rate in Oxnard is mainly being funneled into carpool trips rather than transit, most likely because of the low current levels of service offered by Gold Coast Transit.

Figure A-18 Drive Alone and Carpool Relationship



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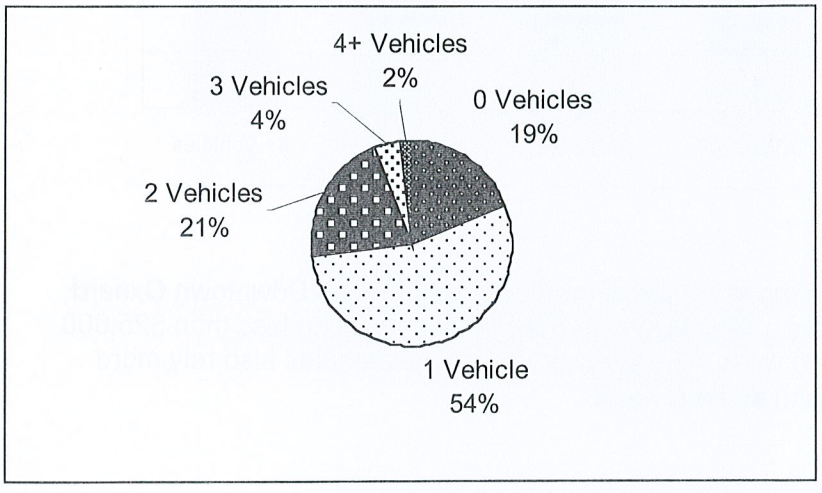
In addition to vehicular means of travel, Downtown Oxnard residents walk to work at rates of over double the national average, and transit usage among downtown residents is about four times higher than that of citywide residents and employees. This high number of pedestrian and transit trips is perhaps due to the abundant employment opportunities in the city center, but it is also indicative of the types of persons living downtown.

The decreased reliance on the automobile is reflected in downtown vehicle ownership rates. Nearly three-quarters of downtown households own no vehicles or one vehicle. Downtown's mean number of household vehicles is 25% lower than the average Oxnard household (1.44 compared to 1.93); citywide rates range from 0.84 vehicles per household to 2.32 vehicles per household in different census tracts (Figure A-19). There is also a large discrepancy in the number of household vehicles between owned and rental homes; 1.70 and 1.28 in the downtown respectively.

Figure A-19 Downtown Household Vehicle Ownership



Generally speaking, residents in rental homes have lower incomes and consequently own fewer vehicles. Figure A-20 illustrates the relationship between household income and vehicle ownership rates. While the median annual income of a household with no vehicles is almost $20,000, the same income of a household with two vehicles is over 2.5 times that figure ($52,700). When large amounts of parking are required in the city code, residents are often required to rent a parking space with their unit (the cost being "bundled" into the monthly rent) even if they have no vehicle. This results in a greater financial burden for low-income households and encourages vehicle ownership.

ATTACHMENT 2

PAGE 67 OF 156

Figure A-20 Oxnard Median Household Income vs. Household Vehicle Ownership

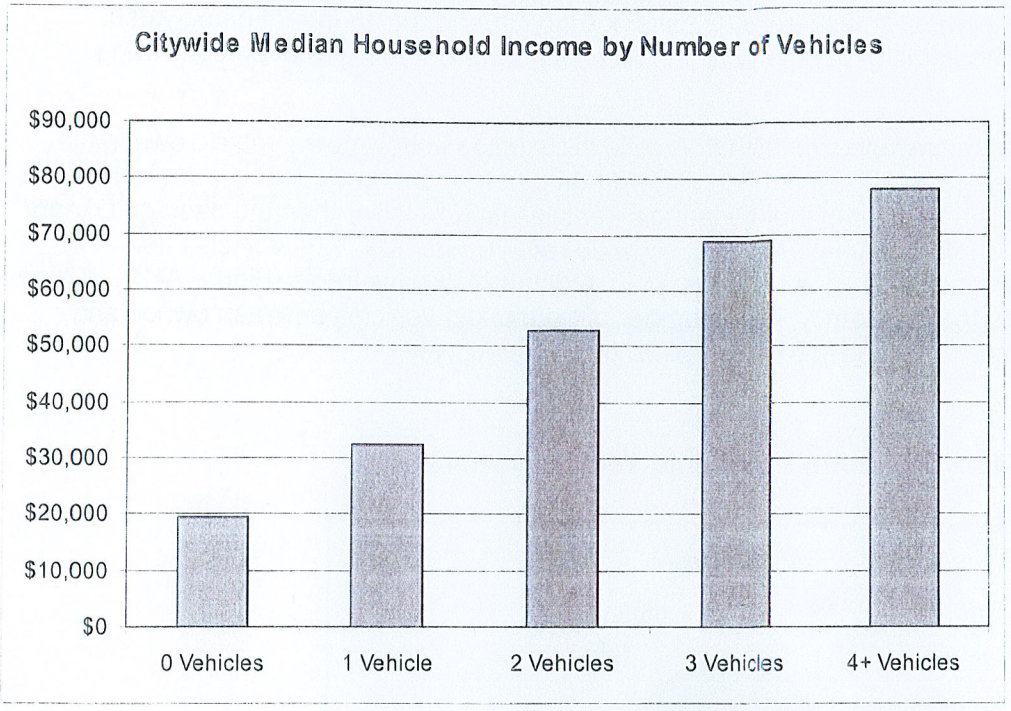


Figure A-21 shows that the mode choice of employees working in Downtown Oxnard also varies based on income, with nearly one-third of those making less than $25,000 per year opting to carpool to work. These lower income households also rely more heavily on transit and walking to get to work.

ATTACHMENT 2

PAGE 68 OF 156

Figure A-21 Downtown Employee's Commute by Income

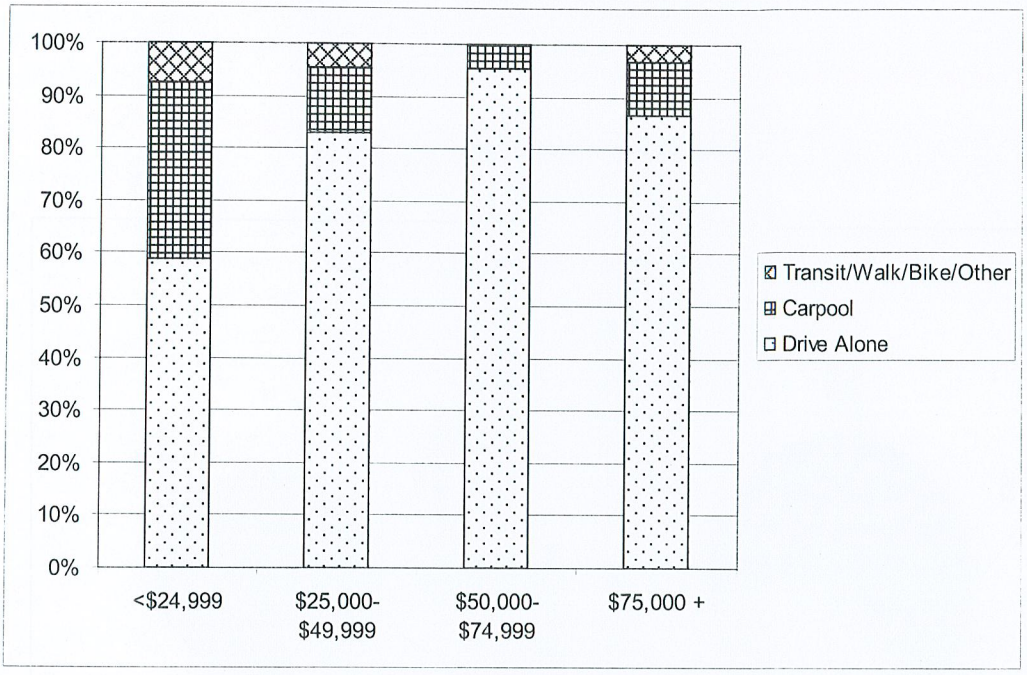


Figure A-22 Mode Split for Oxnard Residents Commuting to Work

	Downtown Residents	Citywide Residents	Oxnard Employees	Nationwide
Car, truck, or van -- drove alone	49.4%	67.4%	71.0%	79.4%
Car, truck, or van – carpooled	36.2%	25.2%	20.4%	8.7%
Public transportation	5.7%	1.3%	1.2%	4.4%
Biked	0%	1.1%	1.2%	0.6%
Walked	6.4%	1.6%	2.2%	2.7%
Other means (e.g. taxi/motorcycle)	1.8%	1.6%	1.3%	1.0%
Worked at home	0%	1.9%	2.7%	3.1%

Source: Census, 2000

ATTACHMENT 2

PAGE 69 OF 156

Figure A-23 Citywide Residents

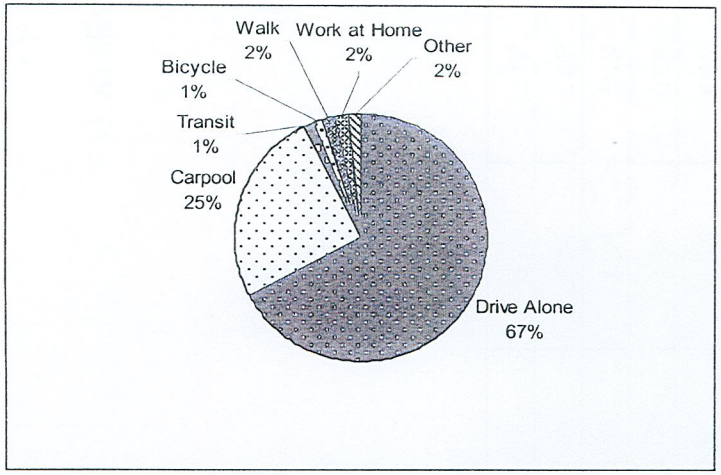


Figure A-24 Downtown Residents

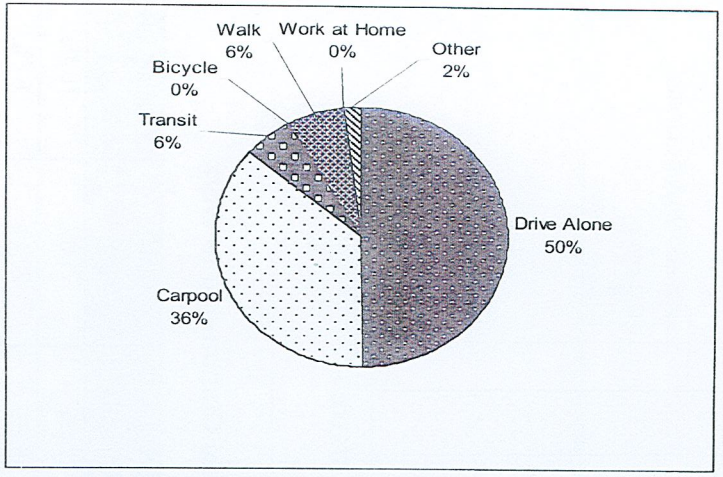


Figure A-25 Employees

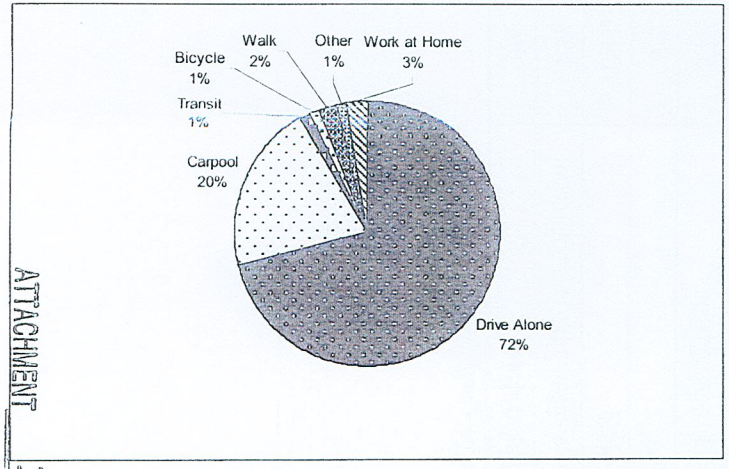
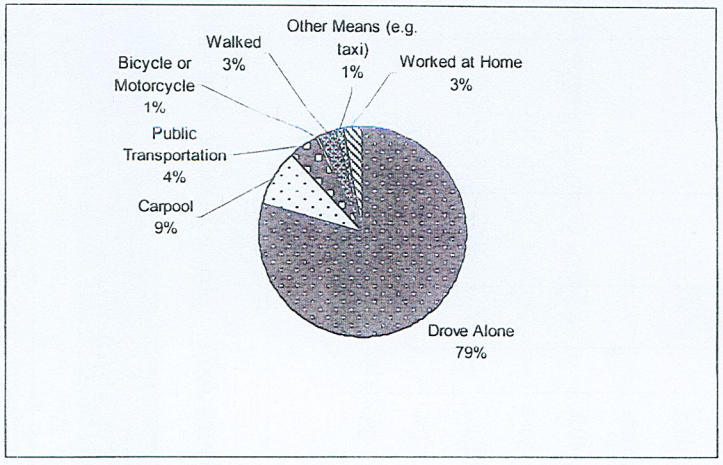
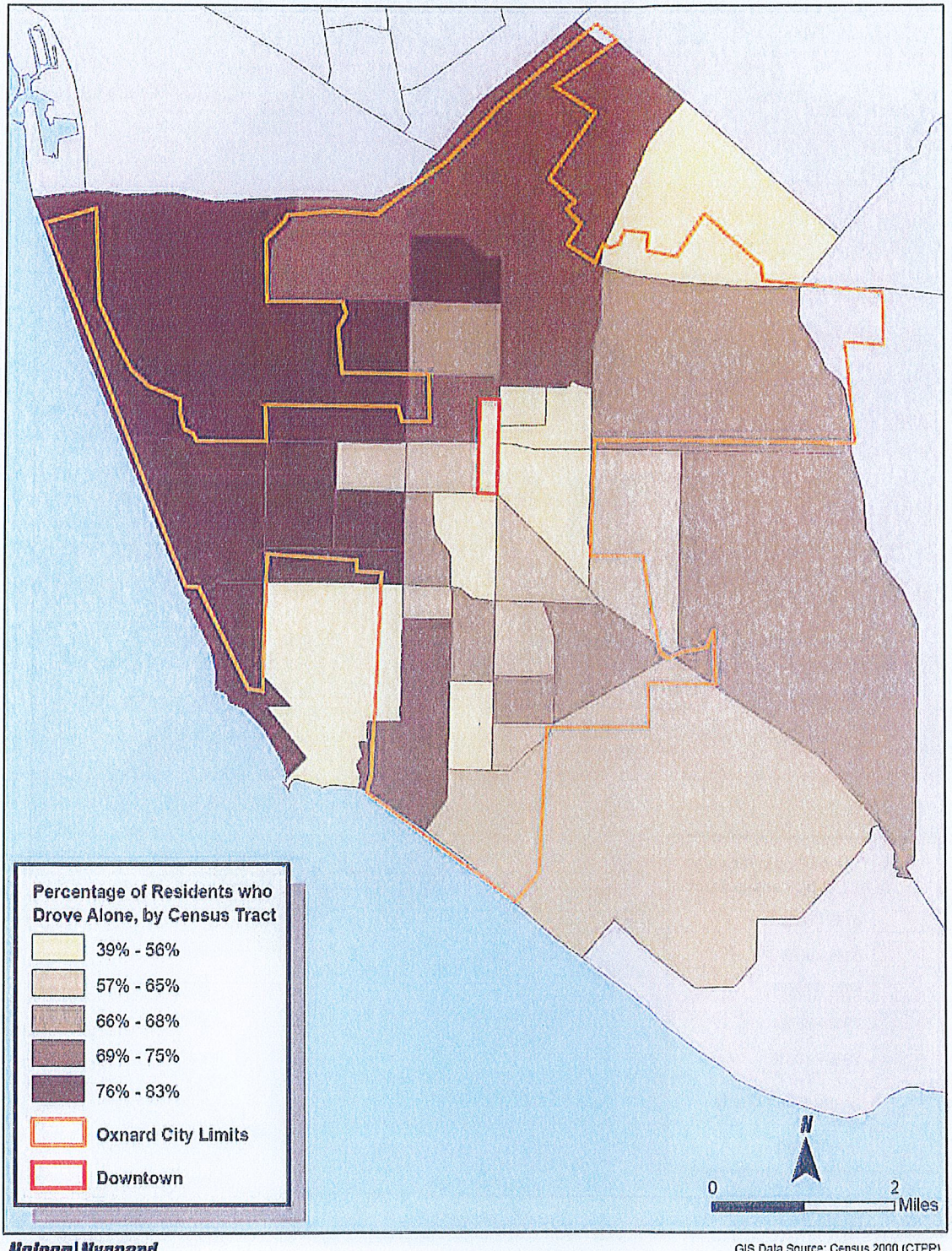


Figure A-26 Nationwide



ATTACHMENT 2
PAGE 76 OF 156

Figure A-27 Resident Means of Transportation to Work: Drive Alone



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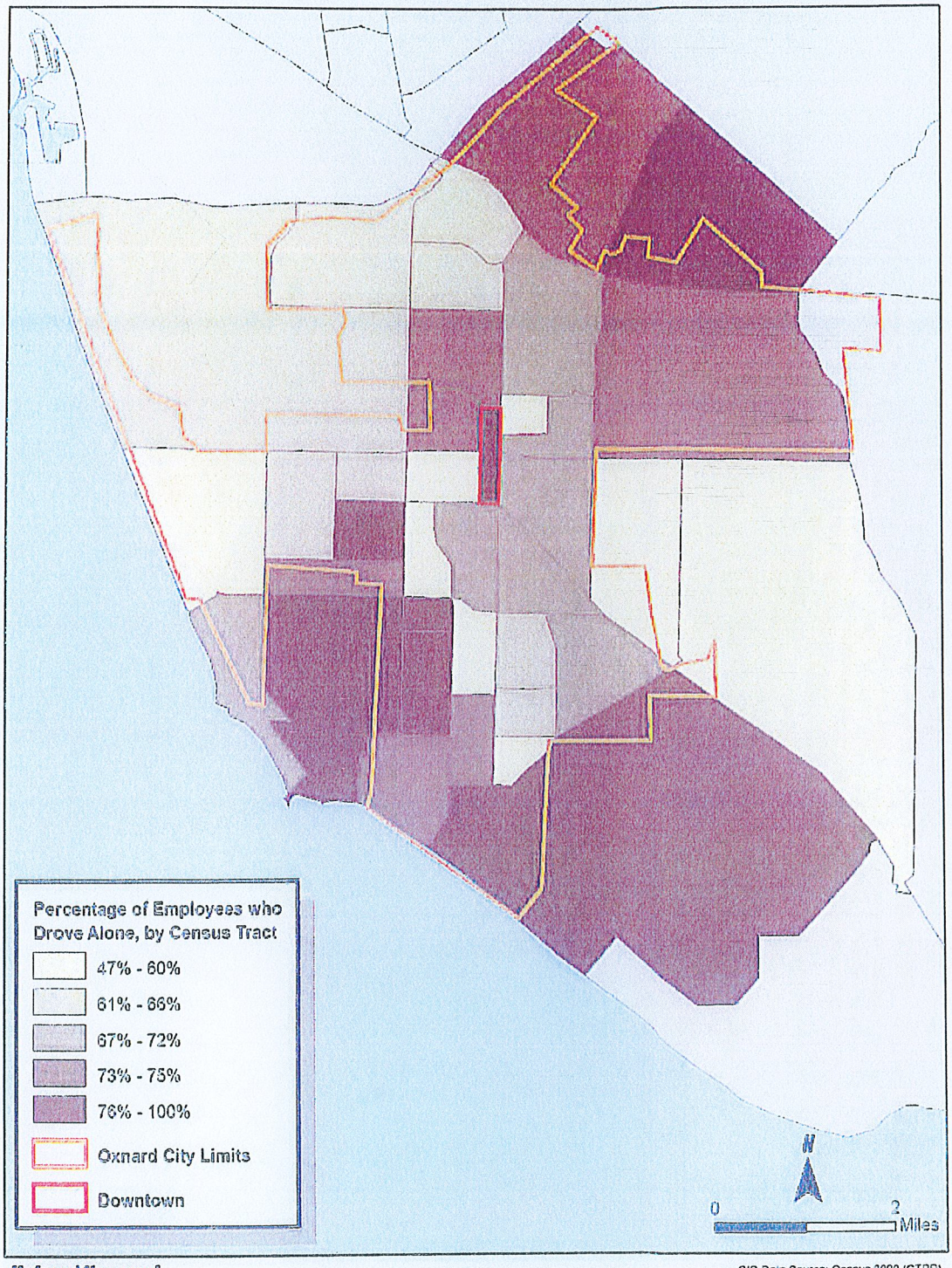
GIS Data Source: Census 2000 (CTPP)
Location: Oxnard, Ventura Co, CA

ATTACHMENT 2

PAGE 71 OF 156

Figure A-28 Employee Means of Transportation to Work: Drive Alone



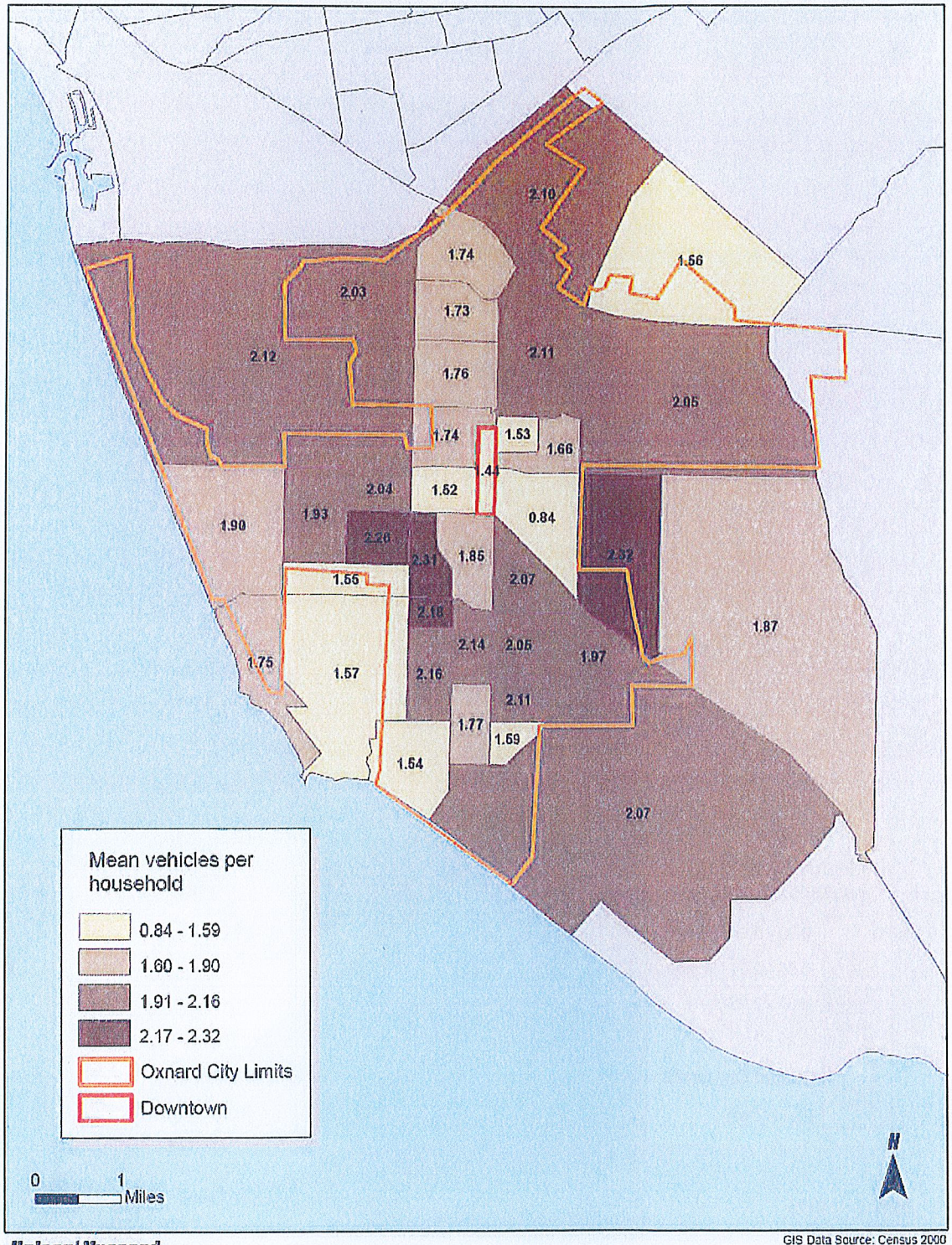
Nelson\Nygaard consulting associates

GIS Data Source: Census 2000 (CTPP)
Location: Oxnard, Ventura Co. CA

ATTACHMENT 2

PAGE 72 OF 156

Figure A-29 Oxnard Vehicle Ownership: Vehicles per Household



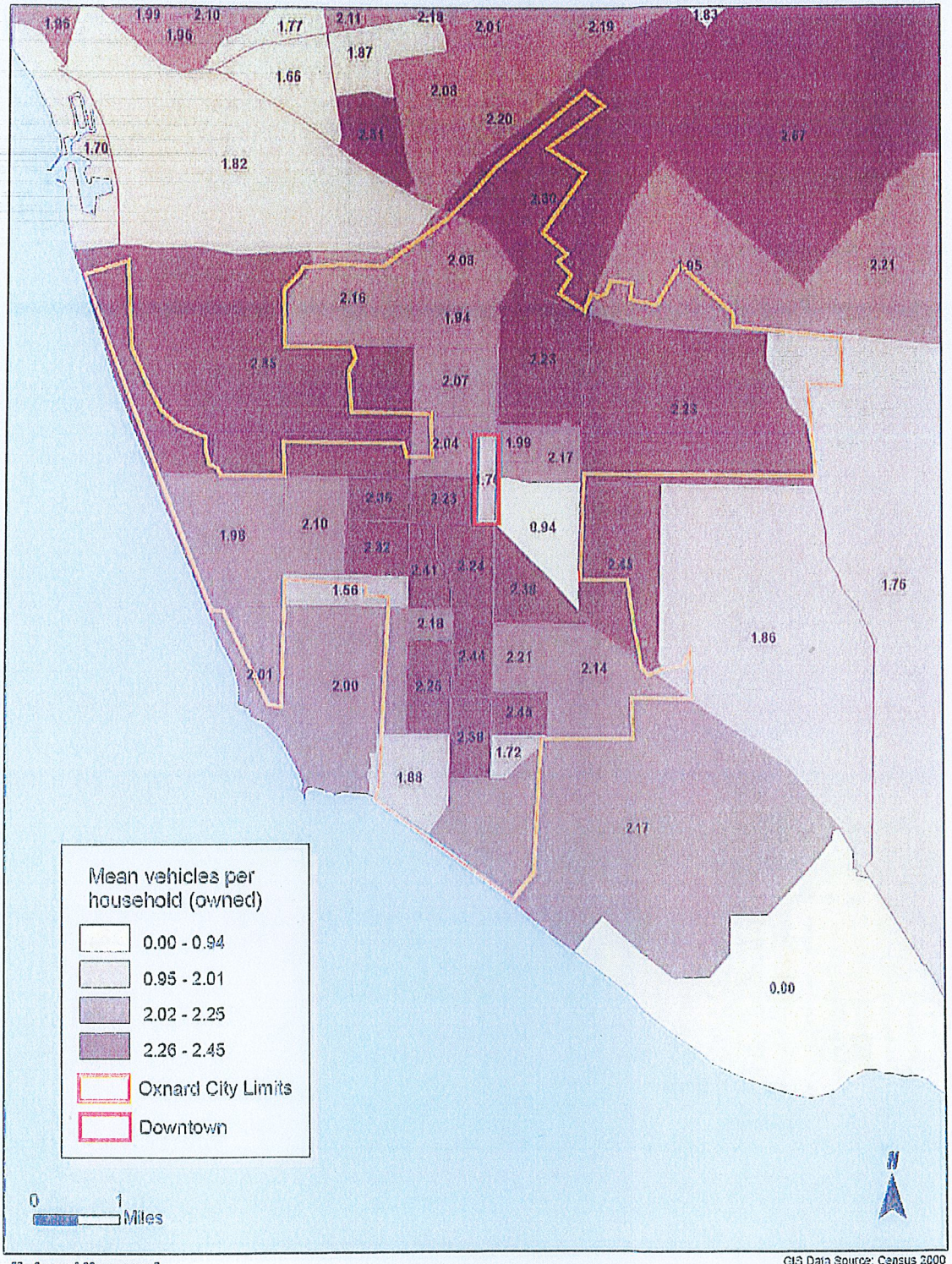
Nelson\Nygaard consulting associates

GIS Data Source: Census 2000
Location: Oxnard, CA

ATTACHMENT 2

PAGE 73 OF 156

Figure A-30 Oxnard Vehicle Ownership: Vehicles per Household (Owned)



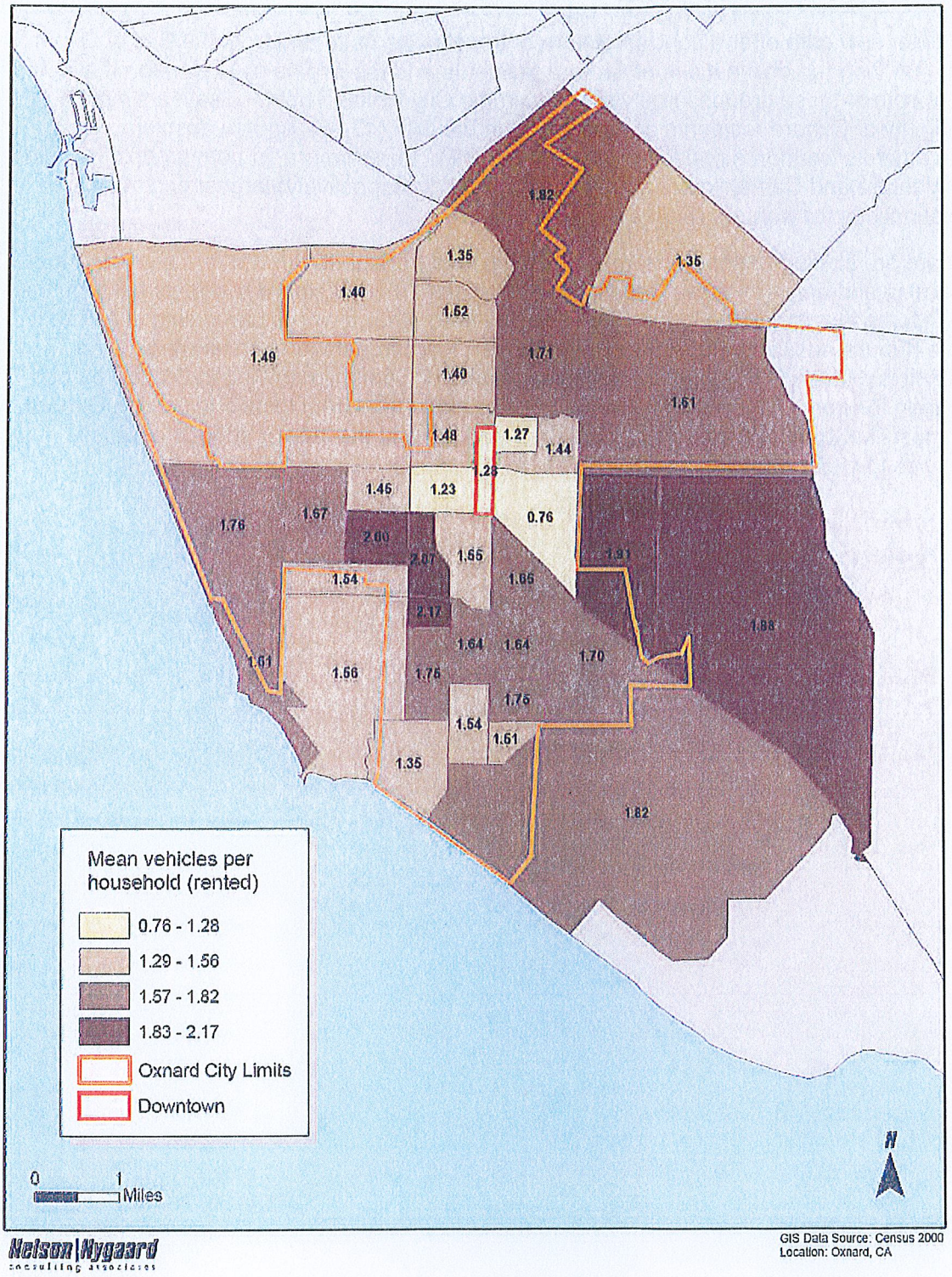
Nelson\Nygaard consulting associates

GIS Data Source: Census 2000
Location: Oxnard, CA

ATTACHMENT 2

PAGE 74 OF 156

Figure A-31 Oxnard Vehicle Ownership: Vehicles per Household (Rented)



Nelson|Nygaard consulting associates

GIS Data Source: Census 2000
Location: Oxnard, CA

ATTACHMENT 2

PAGE 75 OF 156

Travel Patterns

Worker flow data offer a concise picture of travel patterns to and from the City of Oxnard. In analyzing the destinations of Oxnard residents and the origins of its workforce, we find that both of these groups largely stay within the City limits. That is to say, a simple majority of Oxnard residents are employed in the City (43.7%) and an absolute majority of Oxnard's workforce resides in the City (56.5%). Furthermore, in both groups the cities of Ventura and Camarillo are the second and third (respectively) largest origins and destinations for workers (Figure A-34 and Figure A-35).

There are striking patterns in terms of the types of transportation workers are using to travel in and between these three cities. Whereas 20% of Oxnard residents carpool, the workforce that is arriving in the City each day from other towns is carpooling at half that rate (Figure A-32 and Figure A-33). Moreover, the percentage of commuters using transit is extremely low with not a single resident of Camarillo arriving in Oxnard by bus or train for work. This heavy reliance on drive alone trips from locations outside Oxnard is most likely due to the abundance of free parking and the lack of adequate transit service to major destinations.

ATTACHMENT 2

PAGE 76 OF 156

Figure A-32 Mode Split of Oxnard Workforce by City of Origin

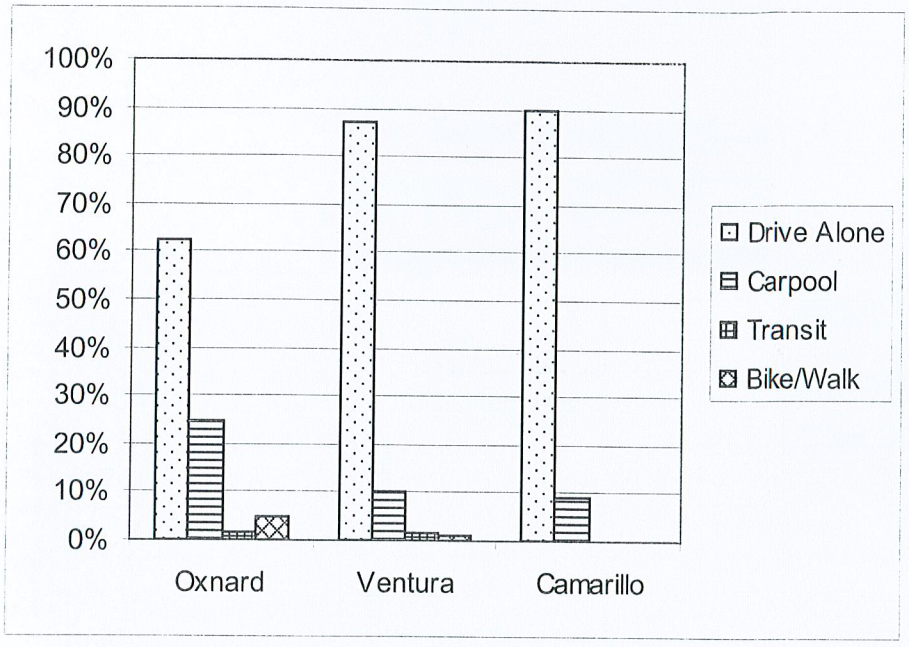
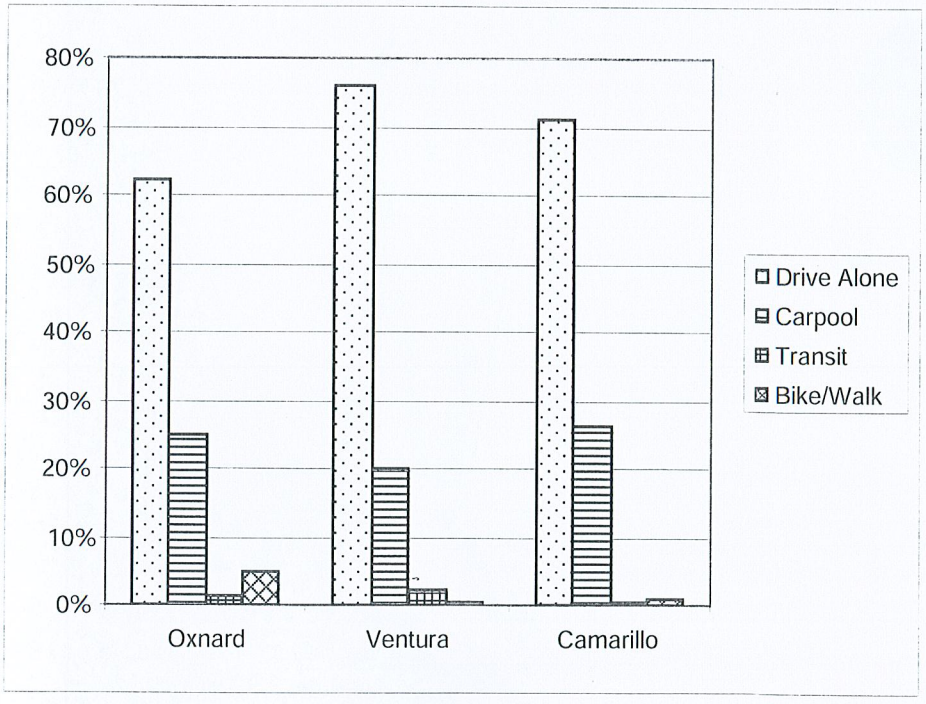


Figure A-33 Mode Split of Oxnard Residents by Destination City



ATTACHMENT 2

PAGE 77 OF 156

Figure A-34 Commuter Destinations of Oxnard Residents

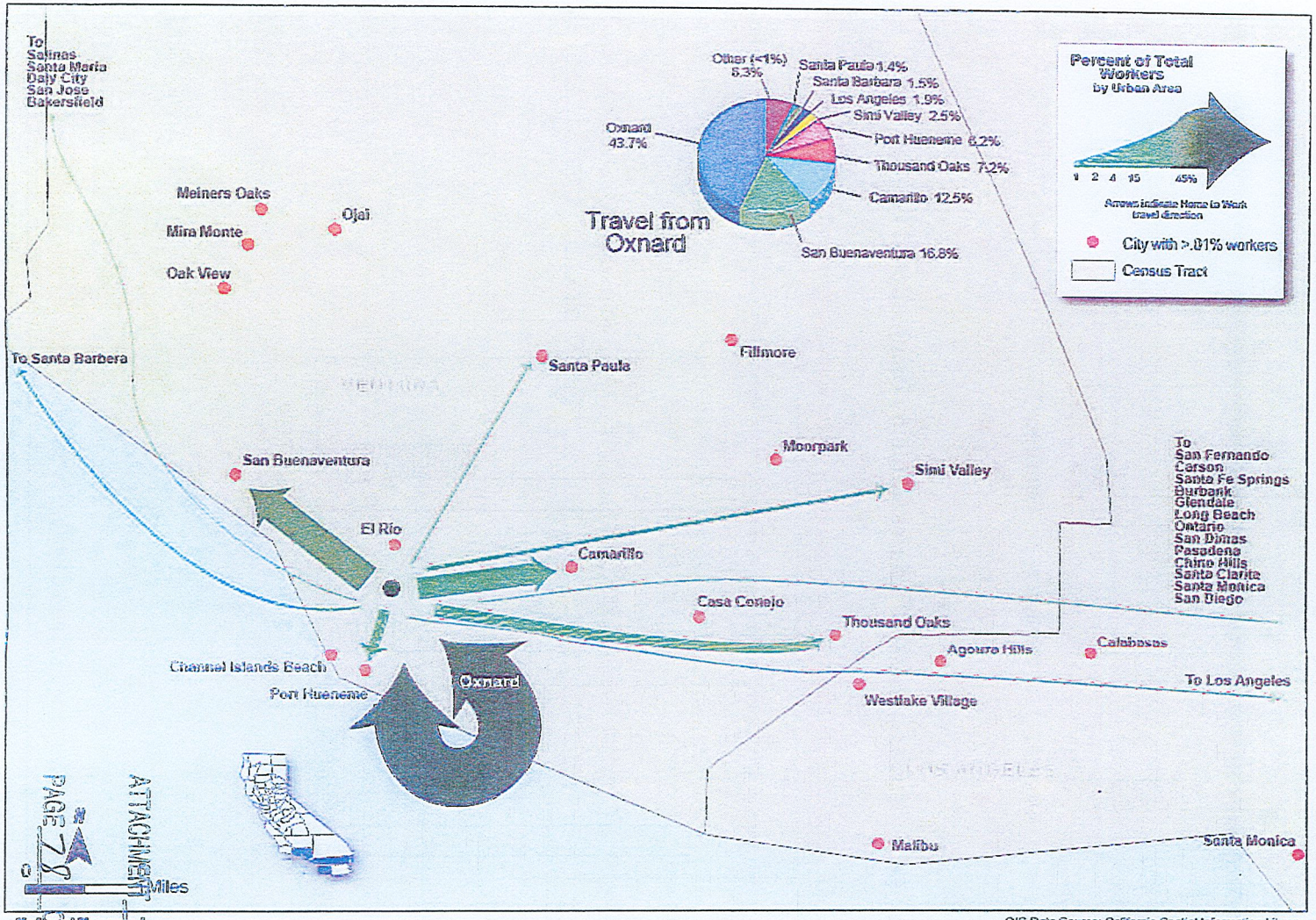
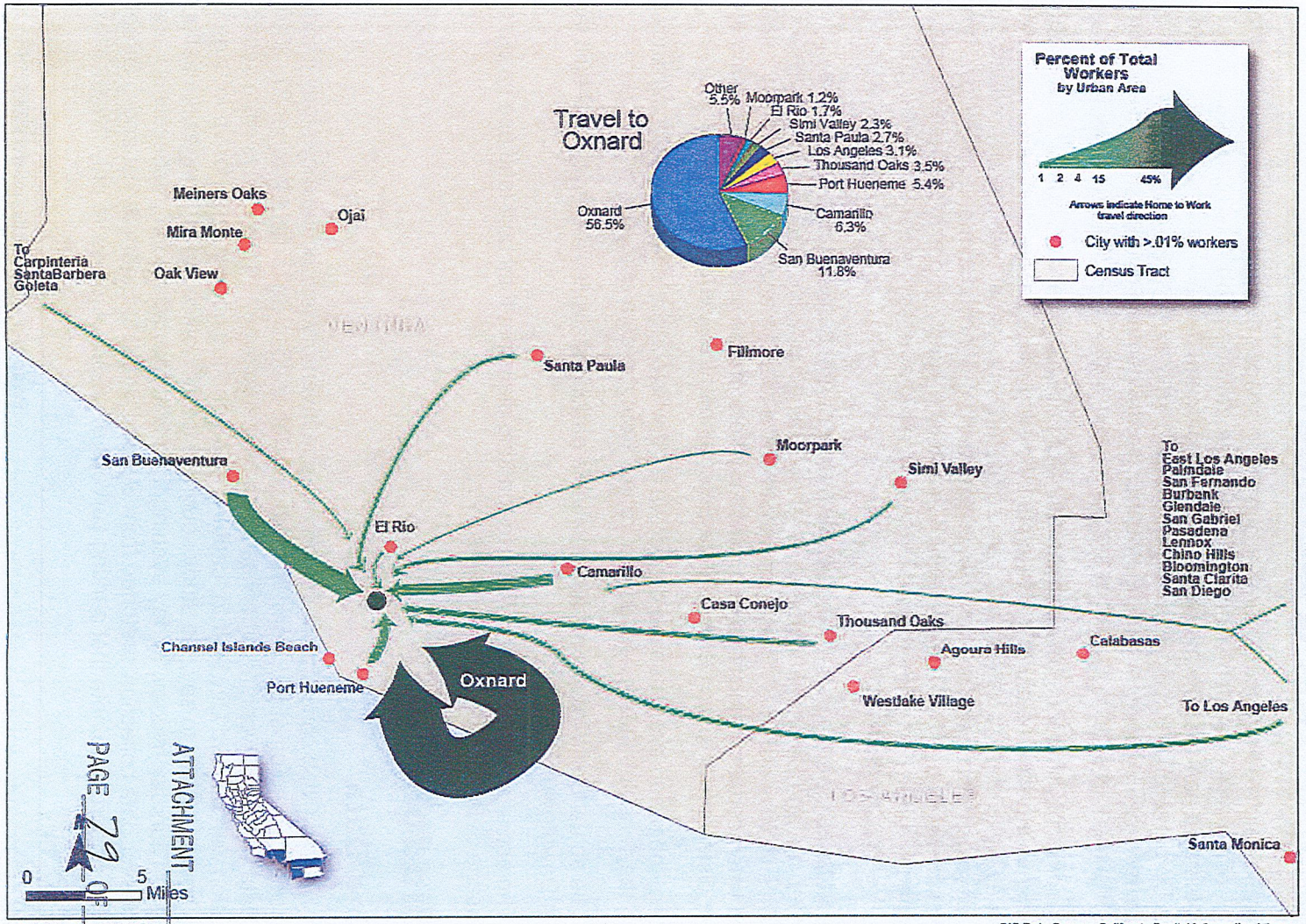


Figure A-35 Commuter Origins of Oxnard Workforce



Appendix B. Parking Demand Analysis

Background

This report has been produced to examine and analyze parking supply and demand conditions in the downtown. Land use data supplied by the City of Oxnard was used to produce a forecast of actual demand based on parking inventory and occupancy surveys described below.

Parking Ratios & Occupancy Rates

Parking ratios express the actual number of parking spaces available to serve demand for land uses (i.e., office, retail, residential and/or mixed-use development). The number of stalls represented by a parking ratio may exceed actual demand for parking or fall short of that demand. Demand ratios, on the other hand, are generally expressed in the context of peak hour use of a specific built supply of parking. In other words, demand ratios represent an estimate of the actual number of stalls occupied at the peak hour relative to occupied land uses.

Understanding the difference between the ratios of built supply and the ratio of actual demand is an important element for parking management. Parking ratios based on actual demand allow cities the ability to plan for parking at a rate consistent with actual use, thereby reducing overall parking development costs over time. An understanding of actual demand also allows a city to estimate the impact of new development on an existing supply of parking. The exercise represented in this report is an attempt to develop a better understanding of parking supply and demand for the City of Oxnard.

This report takes "snapshots" of the downtown area during peak hours (i.e. Thursday midday, Friday evening, and Saturday afternoon) to show how occupancy rates fluctuate across the downtown's various districts. These snapshots serve to show how peak occupancy rates occurred when certain populations (e.g. office workers, movie goers) occupied parking spaces in particular districts (e.g. Civic Center, Plaza Entertainment & Arts).

In addition, the report examines the downtown as a whole at the overall peak occupancy time. To that end, the consultant team derived two "ratios" from the data analysis.

- The actual *Built Ratio* of publicly available parking stalls, in relation to total built land uses in Downtown Oxnard.
- The actual current *Demand Ratio* for parking stalls per total built land use based on actual usage data from the "typical day" survey.

Methodology

Parking Data

Nelson\Nygaard (N\N) conducted a comprehensive inventory and occupancy study of downtown parking, both on and off-street, from Thursday, October 25 to Saturday, October 27, 2007, using trained data collection workers supervised by a N\N employee. These days were selected in consultation with Oxnard City staff to "capture" peak parking occupancies for various groups at different hours. That is to say, the study sought to identify office, retail, and residential peaks that occurred at Thursday midday, Friday evening, and Saturday afternoon, respectively. The boundaries for data collection stretched from Second Street to Eighth Street and C Street to Meta Street. It is important to note that parking surveys of off-street lots were only conducted on those

ATTACHMENT 2
PAGE 80 156

that were open and accessible; lots that were closed for construction or not accessible due to fencing or other obstructions were not counted.

A total of 2,833 parking stalls are located within the study zone (i.e., 962 on-street and 1,871 off-street). The survey established peak hour occupancies for the combined study area as well as breaking out parking usage in each of six downtown districts. These districts include:

- Civic Center
- Transportation Center
- A Street Retail
- Plaza Entertainment and Arts
- Meta
- South of Seventh Street

The data allow for an objective assessment of actual parking usage during a "typical day" in Downtown Oxnard with emphasis placed on peak occupancies during the snapshot periods mentioned above. For purposes of this analysis, instead of simply showing demand estimates across a single peak weekday, we have included the snapshot model to demonstrate that on- and off-street parking occupancies peak at particular times given their relation to different user groups.

Land Use

Once the parking data was compiled, the consultant team developed a comprehensive list of all land uses within the downtown study area using the most current land use data for the downtown with information provided by the City of Oxnard. Square footages were derived for commercial, retail and institutional properties. Residential properties were treated separately from the commercial supply. The resultant *built ratio* of parking to commercial land use then is reflective of the total availability of parking serving a mixed-use environment in the downtown. The *demand ratio* reflects the public demand for parking stalls associated with that land use using actual peak occupancy data from the 2007 parking survey. This peak data reflects the highest occupancy for the downtown *as a whole* to demonstrate the effects of economic development on parking. The consultant team was then able to express actual parking ratios per 1,000 square feet of mixed-use development for Oxnard's downtown.[3]

[3] This analysis quantified the relationship between land uses, parking occupancy and built parking supply. Though not a definitive measure of demand by specific land use types, this exercise was useful in deriving estimates for overall demand in Oxnard based on actual parking activity in the downtown.

ATTACHMENT 2

Findings

Snapshots at Peak Hours

As previously stated, the snapshot model is intended to offer a picture of the downtown at different times to show how on- and off-street parking occupancies peak according to the presence of their user groups. This may be an intuitive concept, but all too often data analyses look only at a single peak hour for the area as a whole without examining the occupancy "highs" and "lows" of individual streets or districts. The snapshots that follow illustrate the change in parking demand at peak times.

Thursday, October 25, 2007, 11 am – 1 pm

Thursday midday represents a typical peak hour workday when office workers occupy most of the parking in the downtown area. During this time, off-street lots in the Civic Center were 85% filled with the 440-space parking structure at the corner of Third and B Streets reaching a survey high 35% occupancy rate. In addition, both on- and off-street spaces directly around the Centennial Plaza topped recommended maximums of 85% and 90% respectively.

Despite the high occupancy rates in the northern downtown, however, it is important to note that during the same time period, there was widespread parking availability in other parts of the downtown, most notably in the residential Meta Street and South of Seventh Street districts. In these two areas, corresponding occupancy rates were only 50% and 40%. Furthermore, the A Street Retail district had only a 37% off-street rate, primarily due to the open lots located in the southern part of its zone. Figure B-1 shows the on- and off-street occupancies as well as the total rates for each district.

Figure B-1 Occupancy Rates by Zone at Thursday Midday

Zone	On-Street %	Off-Street %	Total %
Civic Center	59	85	76
Transportation Center	NA	60	60
A Street Retail	56	37	43
Plaza Entertainment & Arts	59	70	66
Meta Street	59	45	50
South of Seventh Street	36	48	40
All Zones	54	55	54

ATTACHMENT 2

PAGE 82 OF 156

Friday, October 26, 2007, 5 – 7 pm

Friday evening is the prime time for restaurant and movie goers to frequent Downtown Oxnard. The Plaza Entertainment & Arts district is clearly the main focus for these visitors with almost all on-street spaces on B Street within the zone having occupancy rates of over 85%. On-street spaces on Fifth Street directly south of Centennial Plaza were almost completely filled with only one space out of thirty available.

As with the midday counts, the evening data reveal that the remainder of downtown parking is mostly vacant during Friday evening. Whereas on-street parking is a premium directly around the cinema, the parking structure only one block away was 16% occupied during this time. The Civic Center district as a whole had a total occupancy of 33%.

It should be noted, however, that despite the tapering off of demand in much of the downtown, on-street parking occupancy in several of the blocks in the Meta Street district hovered around 80%. Residents who have been working during the day appear to be using on-street spaces in the evening hours.

Figure B-2 Occupancy Rates by Zone at Friday Evening

Zone	On-Street %	Off-Street %	Total %
Civic Center	33	33	33
Transportation Center	NA	66	66
A Street Retail	54	26	35
Plaza Entertainment & Arts	66	50	55
Meta Street	63	33	44
South of Seventh Street	29	43	34
All Zones	49	38	42

ATTACHMENT 2

PAGE 83 OF 156

Saturday, October 27, 2007, 1 – 3 pm

Saturday afternoon parking is largely occupied by residents, but there is also a sizable contingent of weekend visitors. As noted previously in the Friday evening snapshot, Meta Street district residents appeared to be parking on-street. Data reveal that the number of residents parking on-street grows overnight so that by Saturday afternoon, on-street parking occupancy for the entire Meta Street district is 91%. In addition, the nearby Transportation Center north of Fifth Street is 90% full, indicating that some residents may be parking there in the absence of on-street spaces.

Aside from the residential areas of downtown, on-street parking occupancy on the block frontage directly to the west and south of Centennial Plaza are 83% while across B Street, the rate jumps to 88%. As with the Friday counts, Saturday parking data show that during non-work hours, the on-street parking occupancy outweighs that of the off-street. In both cases, a lack of on-street parking availability is matched with large vacancies in adjacent off-street lots, *demonstrating the preference for motorists to use curb rather than lot parking in the absence of parking pricing.*

Figure B-3 Occupancy Rates by Zone at Saturday Afternoon

Zone	On-Street %	Off-Street %	Total %
Civic Center	35	57	49
Transportation Center	NA	65	65
A Street Retail	39	26	30
Plaza Entertainment & Arts	62	45	51
Meta Street	91	57	70
South of Seventh Street	47	42	45
All Zones	49	43	45

ATTACHMENT 2

PAGE 84 OF 156

Peak Demand for Downtown as a Whole

Whereas individual snapshots of parking occupancy can help identify shortcomings in specific districts, a broader look at downtown peak demand can assist in the formulation of growth projections. The peak occupancy for the entire downtown occurred on Thursday, October 25, 11 am – 1 pm. Parking demand ratio calculations revealed two different, but equally useful correlations:

- *Built Stalls to Built Land Use*. This represents the total number of existing parking stalls correlated to total existing land use square footage (occupied or vacant) within the study area. According to data provided by the City, there is approximately 1,666,878 gross square feet (GSF) of commercial uses in the study zone. At this time, about 1.70 parking stalls per 1,000 GSF of built land use have been developed/provided within the study area (combining the on and off-street parking supplies).
- *Combined Peak Demand to Occupied Land Use.* This represents peak hour occupancy within the entire study area combining the on and off-street supply. As such, actual parked vehicles were correlated with actual occupied building area.[4] From this perspective, current peak hour demand stands at a ratio of approximately 0.98 parking stalls per 1,000 GSF of built land use.

Figure B-4 summarizes the analysis used to determine the built *ratio* of parking to built land use (i.e., Column C), which is based on the correlation between total built land use of 1,666,878 GSF (Column A – Built) and 2,833 stalls of "built" parking supply (i.e., Column B). As such, the *built ratio of parking* is 1.70 stalls per 1,000 GSF of commercial/retail building area.

Figure B-4 also demonstrates that the *actual demand* for parking is 0.98 stalls per 1,000 GSF (Column E). This number is derived by correlating actual occupied building area of 1,568,532 GSF (Column A – Occupied) to the 1,536 vehicles actually parked in the peak hour (Column D).

If in the future parking were provided at the rate of actual demand absorption (0.98), overall peak hour occupancies would near 100% *only if* parking remained free *and* over 1.4 million square feet of new development were constructed in the downtown.[5] If any level of parking pricing were to be instituted in the future, peak hour occupancies would be less than 100%, particularly if prices were set to recommended levels to ensure a 15% vacancy rate.

Figure B-4 Study Area Demand – Mixed Land Use to Built Supply

A	B	C	D	E
Gross Square Footage (Built)/ Gross Square Footage (Occupied)	Total Stalls Inventoried in Study Zone[6]	*Built Ratio of Parking* (GSF)	Total Stalls Parked in Peak Hour	Actual Ratio of Parking Demand/1,000 SF
1,666,878/1,568,532	2,833	1.70/1,000 SF	1,536	0.98/1,000 SF

[4] For purposes of this analysis, a mixed use vacancy rate of 5.9% was used based on estimates for commercial/retail building vacancies provided by the City of Oxnard.
[5] Calculations show that at 3,072,068 square feet of development, parking demand will equal 2,833 spaces if parking were free.
[6] This number represents all on-street spaces, public and private off-street lots in operation within the study zone.

ATTACHMENT 2
PAGE 85 OF 156

To date, parking has been *built* at an average rate of 1.70 stalls per 1,000 gross square feet of development in Downtown Oxnard. This rate appears to have provided more than enough parking with significant stall availability existing both on and off-street within the parking system due to land uses in Downtown Oxnard only generating parking *demand* ratios of 0.98 stalls per 1,000 GSF of commercial/retail development. According to this analysis, approximately 1,297 stalls are empty and available at the peak of the peak hour (447 on-street and 866 off-street).

Figure B-5 provides a summary of built supply to actual demand for other cities that the consultant team has worked with. Oxnard falls in the lower range for cities related to actual amount of parking built to land use with only Hood River, Oregon having a lower built average. Moreover, Oxnard also has the lowest demand for parking of the cities examined. The main theme of this figure is that, like many American cities, *Oxnard is currently building more parking than demand indicates.*

Figure B-5 Downtown Comparisons – Built Supply to Actual Demand

City	Minimum Requirement/ 1,000 SF or Actual Built Supply	Actual Demand /1,000 SF	Gap between parking built and actual parking demand (for every 1,000 gsf)
Hood River, OR	1.54	1.23	0.31
Oxnard, CA	*1.70*	*0.98*	*0.72*
Corvallis, OR	2.0	1.50	0.50
Sacramento CA	2.0	1.60	0.4
Seattle, WA (SLU)	2.5	1.75	0.75
Kirkland, WA	2.5	1.98	0.52
Hillsboro, OR	3.0	1.64	1.36
Bend, OR	3.0	1.8	1.2
Salem, OR	3.15	2.04	1.11
Redmond, WA	4.10	2.71	1.39
Beaverton, OR	4.15	1.85	2.3

In addition to the built supplies of parking listed in Figure B-5, there also exists a relationship between mode split and parking occupancy. Figure B-6 shows the differences in mode splits for cities with thriving downtowns. Although Downtown Oxnard has not yet reached the peak of its economic development, its high rate of carpooling helps contribute to its low parking occupancy rate compared to other downtowns. While it may appear obvious, it is important to affirm that there is a strong correlation between mode split and occupied parking spaces in a downtown area.

ATTACHMENT 2

PAGE 86 OF 156

Figure B-6 Downtown Comparisons – Mode Splits to Actual Demand

		Mode Split							
	City Population	Drive Alone	Carpool	Transit	Bicycle	Walk	Other Means	Work at Home	Occupied Parking Spaces per 1,000 SF
Oxnard	*193,000*	*50%*	*36%*	*6%*	*0%*	*6%*	*2%*	*0%*	*0.98*
Chico	59,900	61%	12%	1%	11%	13%	1%	1%	1.7
Palo Alto	58,600	80%	9%	4%	3%	3%	1%	0%	1.9
Santa Monica	84,100	74%	11%	11%	1%	2%	1%	0%	1.8
Kirkland, WA	45,600	77%	12%	4%	0%	2%	1%	4%	1.6

Source: Census Transportation Planning Package (CTPP) 2000. Commuter mode split for Kirkland, Washington is not limited to the main street district, but covers commuting to the entire city, due to lack in data from CTPP 2000. SF refers to occupied non-residential built area in Chico and Palo Alto and both vacant and occupied non-residential built area in Santa Monica and Kirkland.

Future Growth Projections

Commercial/Retail

The City of Oxnard has estimated that an additional 100,000 GSF of new commercial/ retail uses will be built in the next 25 years. Based on the demand numbers generated from this analysis, the amount of parking necessary to support that level of growth would be 98 stalls (i.e. 0.98 stalls per 1000 GSF). This number does not account for any existing parking that might be removed as a result of new development, but the surveyed inventory demonstrates a significant supply of underutilized stalls that could be more strategically utilized to absorb parking demand associated with new growth.

Residential

Although the parking inventory did not capture actual built supply and peak usage of existing residential properties, West Coast averages for residential parking development in urban areas are currently ranging between 0.60 stalls per unit (rental property) up to 1.50 stall per unit (ownership property). Given that the City estimates development of 400 units of downtown residential property in the coming 25 years, parking demand for those units will range from 240 – 600 stalls, based on the mix-type of property (i.e., rental versus ownership).

Summary

Overall, the data analysis of the Oxnard parking inventory indicates that the downtown as a whole is operating with a significant surplus of parking while individual blocks and lots suffer from a lack of parking availability. As previously stated, approximately 1,297 parking stalls are empty at peak hour on a typical weekday with the available supply increasing to 1,556 stalls at peak hour on Saturday. However, off-street weekday parking in the northern downtown area and on-street parking in the Plaza Entertainment & Arts district is often unavailable. It is important to note that taken together these two items (i.e. the entire downtown and individual blocks/lots) do not imply a shortage of parking. There is clearly a current surplus parking in the downtown and the

ATTACHMENT 2

management plan will discuss the most appropriate methods for coping with insufficient parking availability in individual locations.

In terms of growth projections, long-term demand for new parking (i.e., in the next 25 years) tends to indicate that 98 stalls of parking would be needed to accommodate the predicted 100,000 GSF of new commercial/retail growth. As residential growth occurs, parking will need to be provided at a rate of 0.60 – 1.50 stalls per unit based on the type of residential property developed. Although these figures do not account for a loss of existing parking due to new development, the stalls could certainly be absorbed into the current large parking surplus in the downtown.

ATTACHMENT 2

PAGE 88 OF 156

Appendix C. Parking Management Plan Background

Meter Installation

Overall, Downtown Oxnard does not currently have a parking shortage, so much as a lack of pricing incentives and information to direct motorists to where parking is available. Always available, convenient, on-street customer parking is of primary importance for ground-level retail to succeed. To create vacancies and rapid turnover in the best, most convenient, front door parking spaces, it is crucial to have price incentives to persuade some drivers to park in the less convenient spaces (on upper structure floors or a block or two away): higher prices for the best spots, cheap or free for the less convenient, currently underused lots.

Motorists can be thought of as falling into two primary categories: bargain hunters and convenience seekers. Convenience seekers are more willing to pay for an available front door spot. Many shoppers and diners are convenience seekers: they are typically less sensitive to parking charges because they stay for relatively short periods of time, meaning that they will accumulate less of a fee than an employee or other all-day visitor. By contrast, many long-stay parkers, such as employees, find it more worthwhile to walk a block to save on eight hours worth of parking fees. With proper pricing, the bargain hunters will choose currently underutilized lots, leaving the prime spots free for those convenience seekers who are willing to spend a bit more. For downtown merchants, it is important to make prime spots available for these people: those who are willing to pay a small fee to park are also those who are willing to spend money in downtown stores and restaurants.

What are the alternatives to charging for parking?

The primary alternative that cities can use to create vacancies in prime parking spaces is to set time limits, and give tickets to violators. Time limits, however, bring several disadvantages: enforcement of time limits is labor-intensive and difficult, and downtown employees, who quickly become familiar with enforcement patterns, often become adept at the "two hour shuffle", moving their cars regularly or swapping spaces with a coworker several times during the workday. Even with strictly enforced time limits, if there is no price incentive to persuade employees to seek out less convenient, bargain-priced spots, employees will probably still park in prime spaces.

For customers, strict enforcement can bring “ticket anxiety", the fear of getting a ticket if one lingers a minute too long (for example, in order to have dessert after lunch). As Dan Zack, Downtown Development Manager for Redwood City, CA, puts it, “Even if a visitor is quick enough to avoid a ticket, they don't want to spend the evening watching the clock and moving their car around. If a customer is having a good time in a restaurant, and they are happy to pay the market price for their parking spot, do we want them to wrap up their evening early because their time limit wasn't long enough? Do we want them to skip dessert or that last cappuccino in order to avoid a ticket?"

A recent Redwood City staff report summarizes the results found in downtown Burlingame, California:

> *In a recent "intercept" survey, shoppers in downtown Burlingame were asked which factor made their parking experience less pleasant recently... The number one response was "difficulty in finding a space" followed by "chance of getting a ticket." "Need to carry change"*

ATTACHMENT 2

> *was third, and the factor that least concerned the respondents was "cost of parking." It is interesting to note that Burlingame has the most expensive on-street parking on the [San Francisco] Peninsula ($.75 per hour) and yet cost was the least troubling factor for most people.*

This is not an isolated result. Repeatedly, surveys of downtown shoppers have shown that the *availability* of parking, rather than price, is of prime importance.

What is the right price for downtown parking?

If prices are used to create vacancies and turnover in the prime parking spots, then what is the right price? An ideal occupancy rate is approximately 85% at even the busiest hour, a rate which leaves about one out of every seven spaces available, or approximately one empty space on each block face. This provides enough vacancies that visitors can easily find a spot near their destination when they first arrive. For each block and each parking lot in downtown, the right price is the price that will achieve this goal. This means that pricing should not be uniform: the most desirable spaces need higher prices, while less convenient lots are cheap or may even be free. Prices should also vary by time of day and day of week: for example, higher at noon, and lower at midnight.

Ideally, parking occupancy for each block and lot should be monitored carefully, and prices adjusted regularly to keep enough spaces available. In short, prices should be set at market rate, according to demand, so that just enough spaces are always available. Professor Donald Shoup of UCLA advocates setting prices for parking according to the "Goldilocks Principle":

> *The price is too high if many spaces are vacant, and too low if no spaces are vacant. Children learn that porridge shouldn't be too hot or too cold, and that beds shouldn't be too soft or too firm. Likewise, the price of curb parking shouldn't be too high or too low. When about 15 percent of curb spaces are vacant, the price is just right. What alternative price could be better?*

If this principle is followed, then there need be no fear that pricing parking will drive customers away. After all, when the front-door parking spots at the curb are entirely full, under-pricing parking cannot create more curb parking spaces for customers, because it cannot create more spaces. And, if the initial parking meter rate on a block is accidentally set too high, so that there are too many vacancies, then a policy goal of achieving an 85% occupancy rate will result in lowering the parking rate until the parking is once again well used (including making parking free, if need be).

Given a primary goal of creating vacancies on the blocks where parking is currently overused, and shifting some parking demand to underused parking lots, meters should be installed on blocks and in parking lots where occupancy routinely reaches 85% or greater during the peak hours of demand.

Eliminating Time limits

Once a policy of market rate pricing is adopted, with the goal of achieving an 85% occupancy rate on each block, even at the busiest hours, then time limits can actually be eliminated. With their elimination, much of the worry and "ticket anxiety" for downtown customers disappears. In Redwood City, where this policy was recently adopted, Dan Zack describes the thinking behind the City's decision in this way:

Market-rate prices are the only known way to consistently create available parking spaces in popular areas. If we institute market-rate prices, and adequate spaces are made available, then

ATTACHMENT 2

what purpose do time limits serve? None, other than to inconvenience customers. If there is a space or two available on all blocks, then who cares how long each individual car is there? The reality is that it doesn't matter.

Rates for the disabled: Under state law, vehicles with state-issued disabled placards are exempt from parking meters (California Vehicle Code Section 22511.5)

What do other comparable cities charge at their parking meters?

A survey of hourly meter prices in other Southern California coastal communities done by City of Ventura in 2000 found that the hourly prices for metered parking ranged from $0.25/hour to $1.50/hour:

- Huntington Beach: $0.25 to $0.50
- Manhattan Beach, Newport Beach: $0.25 to $1
- Hermosa Beach, Oceanside, Santa Monica, Seal Beach: $0.50
- Long Beach: $0.50 to $1
- Redondo Beach: $0.75
- Laguna Beach, San Clemente: $1
- Del Mar, Isla Vista: $1.50

Legal basis for setting fair market parking rates

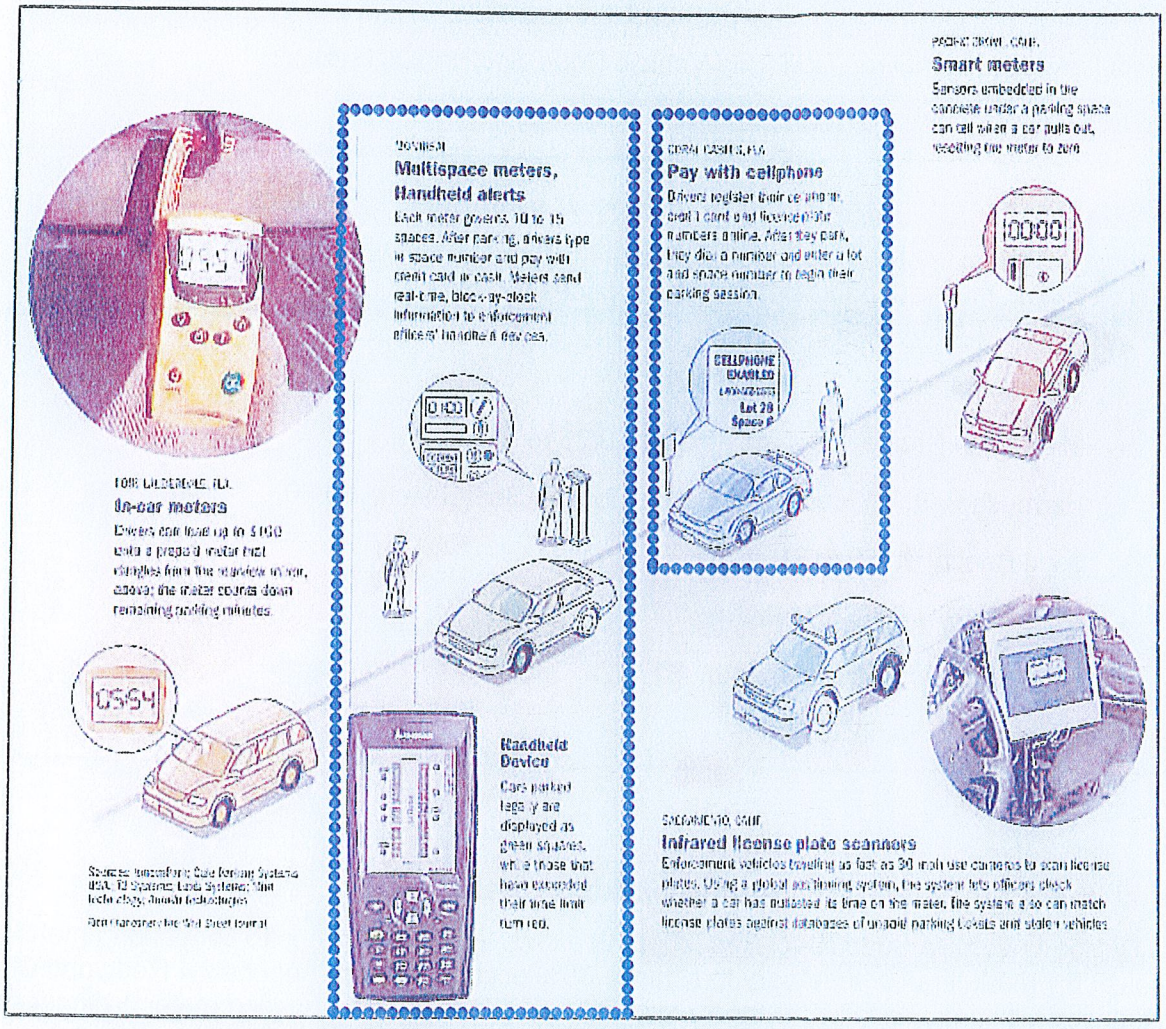
The California Vehicle Code (CVC Sec. 200258) allows local jurisdictions to set parking meter prices at fair market rates necessary to achieve 85% occupancy (see Appendix 4 Redwood City Ordinance). California case law authorizes local jurisdictions to enact parking meter ordinances with fair market rates that "may…justify a fee system intended and calculated to hasten the departure of parked vehicles in congested areas, as well as to defray the cost of installation and supervision."[7] California case law also recognizes that parking meters ordinances are for the purpose of regulating and mitigating traffic and parking congestion in public streets, and not a tax for revenue purposes.[8]

[7] DeAryan v. City of San Diego, 75 CA2d pp292, 296, 1946.
[8] Ibid., p293. For more information, on California Vehicle Code statutes and case law that provide the legal basis for charging market rate parking prices and creating Parking Benefit Districts see Appendix 5, Redwood City Ordinance.

ATTACHMENT 2

Recommended Payment System and Metering Technology

Figure C-1 Example of Multi-space Meters with Pay-by-Space System



Source: The Wall Street Journal Online.

Examples of multi-space space meters with pay-by-space systems are illustrated in Figure C-1. Benefits of implementing multi-space meters using a pay-by-space payment system (along with pricing parking at fair market rate and eliminating time limits):

- Maximizes ease of use and customer convenience
- Allows multiple payment options: Pay with cash, debit/credit cards, cell phone, so no need to carry exact meter change
- Park, pay, and go: No need to return to car after paying, add additional time added from any meter or cell phone
- No "ticket anxiety": Eliminating time limits reduces or eliminates "ticket anxiety." Users who pay with a debit or credit card can select "pay maximum," get a refund for unused

ATTACHMENT 2

92 156

time. In addition, a grace period can be pre-programmed into the meters to provide a better customer experience.[9]

- Better user interface: Large, interactive display screens can convey more info (instructions, etc)
- Only pay for the time you use: Purchase as much time as needed, get a refund for unused time
- Minimizes operations costs (administration, maintenance, and enforcement), as detailed below
- Reduced capital costs: One meter controls several spaces, so initial capital and replacement costs are reduced
- Reduced operating costs: Solar-powered with battery back-up; no need for electrical hook-ups or electricity costs
- Automated audit trail, reduced revenue loss: Fully automated audit trail of all service actions, cash transactions, and parking purchases helps reduce operations costs and revenue loss
- Enhanced data collection, better planning decisions: Real time data on parking occupancy and revenue collections transmitted wirelessly and available anytime from any internet connection for monitoring and auditing; allows city to make future changes to parking rates and hours of operations based on actual parking demand data
- Ease of enforcement: Officers check one meter instead of multiple meters/vehicles, or violation alerts automatically sent to officer's handheld or in-vehicle terminal; auto-filling of repetitive input fields on citations (up to 10 citations at once)
- Reduced downtime: Harder to vandalize; if failure occurs, service alerts sent wirelessly by e-mail, cell phone, or text message to multiple responsible parties (maintenance worker, parking enforcement dispatcher, etc) to reduce downtime and help resolve customer service issues
- Demand-responsive pricing: Prices can be easily adjusted from a central terminal, using the wireless network features, to promote turnover and 85% occupancy; higher rates can be charged in areas and times when demand is higher, so *downtown visitors can always find a parking space*
- Tiered pricing: allows "tiered" prices (e.g., $.50 for the first two hours, $1 per hour thereafter) in various combinations, allowing rate structures that encourage long-term parkers to use off-street lots and structures while leaving more convenient "front door" curb spaces available for short-term parkers
- Achieve downtown revitalization goals (improve urban design, cleanliness, etc)
  - Better urban design: 1 or 2 meters per block instead of 10 or 20, so doesn't obstruct sidewalks with a "picket fence" of meters
  - Reduced litter: Does not require printing & display of receipts which can contribute to litter (although receipts can be issued for those that want them)

[9] Neither motorists nor enforcement personnel need know about the grace period , so that motorists don't take advantage of the grace period and enforcement personnel don't reduce their enforcement vigilance.

ATTACHMENT 2

PAGE 93 OF 156

Parking Benefit District

A number of different organizational structures can be used to establish a Parking Benefit District in Downtown Oxnard. The district can be a quasi-public entity, similar to a Business Improvement District. Alternatively, the district can be established as simply a financial entity (somewhat like an assessment district), which would require by ordinance that meter revenues raised within the district be spent to benefit the district. In this latter case, establishing the district would serve primarily to reassure the downtown community that it would benefit downtown. Under this arrangement, the district would be managed and housed within an existing City agency.

Regardless of the ultimate organizational structure implemented, a focused effort, with dedicated and well-trained staff, will be needed to refine and implement the recommendations made within this report, and to then manage the ongoing operation of the system. The most important recommendations would likely include:

- Establishing the Parking Benefit District, and managing it thereafter. This would include responsibility for installing and operating the parking meter system, monitoring parking occupancy and proposing rate adjustments, overseeing collection and expenditure parking revenues, and in general, operating the downtown parking system in a customer-friendly way.
- Establishing and managing the "Park once" strategy for downtown parking, working to ensure that both new and existing parking in the downtown is managed and operated as a common pool. This would be likely to include both everyday operations, and negotiating purchase and/or lease of existing private parking, as well as the leasing of public spaces to new development when necessary.
- Establishing and managing alternative transportation programs for the downtown, to ensure that the downtown invests in the most cost-effective mix of parking, transit, rideshare, bicycle and pedestrian improvements.
- Explain and assist in enforcing the transportation demand management requirements (such as "unbundling" parking costs from office leases and residential rents) recommended elsewhere in this plan.

Minimum Parking Requirements

Conventional minimum parking requirements are particularly inappropriate for traditional downtowns. Minimum parking requirements are typically based on parking demand observed in auto-oriented suburban areas with no transit service, where all parking is free, and walking and biking is uncommon.

ATTACHMENT 2

Figure C-2 Communities that have Eliminated Parking Requirements

Examples of communities that have partially (in particular neighborhoods and districts) or entirely eliminated minimum parking requirements include:

- Coral Gables, FL
- Eugene, OR
- Fort Myers, FL
- Fort Pierce, FL
- Great Britain (entire nation)
- Los Angeles, CA
- Milwaukee, WI
- Olympia, WA
- Portland, OR
- San Francisco, CA
- Stuart, FL
- Seattle, WA
- Spokane, WA

For example, average peak parking demand rates for downtown land uses cited in the Institute for Transportation Engineers' Parking Generation Manual (the most common basis for parking requirements) are well above 3 spaces per 1,000 s.f., with restaurants cited as needing more than 15 spaces per 1,000 s.f.[10]

However, our review of parking demand of the "Main Street districts" in cities comparable to Oxnard, found that parking occupancy rates for the successful mixed-use downtowns investigated ranged from just 1.6 to 1.9 spaces per 1,000 s.f. of non-residential built area (see Figure C-3). The current parking requirements in Downtown Oxnard mandate 3.3 parking spaces per 1,000 s.f. for retail, 4 spaces per 1,000 s.f. for offices and 13.3 spaces per 1,000 s.f. for restaurants. Given the differences in parking demand between mixed-use Main Street districts and conventional suburban developments, conventional suburban parking requirements should not be applied to downtowns.

Figure C-3 Summary of Parking Occupancy in Four Main Street Districts

	City Population	Mode Split[1]							Occupied Parking Spaces per 1,000 Sq.Ft.[3]
		Drove Alone	2 or More Person Carpool	Transit	Bicycle	Walked	Other Means	Worked at Home	
Chico	59,900	61%	12%	1%	11%	13%	1%	1%	1.7
Palo Alto	58,600	80%	9%	4%	3%	3%	1%	0%	1.9
Santa Monica	84,100	74%	11%	11%	1%	2%	1%	0%	1.8
Kirkland, WA[2]	45,600	77%	12%	4%	0%	2%	1%	4%	1.6

[1] Source: Census Transportation Planning Package (CTPP) 2000.

[2] Commuter mode split for Kirkland, Washington is not limited to the main street district, but covers commuting to the entire city, due to lack in data from CTPP 2000.

[3] Sq. Ft. refers to occupied non-residential built area in Chico and Palo Alto and both vacant and occupied non-residential built area in Santa Monica and Kirkland.

ATTACHMENT 2

[10] *Parking Generation*, 2nd ed., Institute of Transportation Engineers, 1987.

PAGE 95 OF 156

Instead, minimum parking requirements for downtowns and main-street districts should be removed or replaced with in-lieu fees, and spillover parking problems resolved with residential parking permit or benefit districts. As an interim step to implement while the necessary strategies to prevent spillover parking are being established, minimum parking requirements for Downtown Oxnard should be reduced to rates that reflect the actual demand observed in similar mixed-use downtowns.

ATTACHMENT 2

PAGE 96 OF 156

Appendix D. Parking & TDM Ordinance

Parking Standards

(1) Parking Requirements

Applicants shall be required to meet parking requirements as detailed below.

Commercial shared parking shall be available to all users at all times of day unless as otherwise signed.

Parking requirements for all nonresidential land uses:

- Minimum: 1 parking space per 1,000 square feet

Establishing such a single, minimum "blended" ratio for all nonresidential land uses serves two purposes: it reflects the typical average demand for observed in comparable mixed use districts. Additionally, establishing a single ratio makes it possible for land uses to change freely over time within a building, as property owner's needs and economic demands change.

Residential parking requirements:

- Minimum: Allow the current visitor parking requirement to be met through an in-lieu fee.

General parking requirements:

- Commercial applicants must contribute a fee in lieu of meeting the minimum requirement (see below). The applicant must meet at least 50% of the minimum parking requirement through the use of an in-lieu fee.
- Shared on-site parking between land uses with different periods of peak parking demand shall be allowed for all uses in Downtown Oxnard. Shared on-site parking shall be allowed to satisfy 100% of the minimum parking requirement for each use, so long as documentation can be provided that the existing or anticipated land use(s) will have different periods of peak parking demand and the shared parking can accommodate the parking demand for both uses.
- Off-site parking within 1,250 feet may be counted toward the satisfaction of parking requirements for all uses. Off-site parking located further than 1,250 feet may be counted toward the satisfaction of parking requirements at the discretion of the review authority so long as there is documentation that a shuttle bus service or valet parking service will be provided. Off-site parking shall be allowed to satisfy 100% of the minimum parking requirement for each use.

(2) Parking Space Design

Except for designated disabled parking spaces, no parking spaces for any use in Downtown Oxnard shall be required to be individually-accessible. Applications for tandem, stacking, and valet parking shall be allowed at the discretion of the review authority to satisfy the minimum parking requirements. Where alleys are provided, parking shall be accessed from alleys.

ATTACHMENT 2

Parking spaces shall generally be designed according to the dimensions found in the latest edition of *The Dimensions of Parking* by the Urban Land Institute. For the purpose of calculating provided parking, the width of off-street spaces and diagonal or perpendicular on-street spaces is assumed to be 9 feet.

Except on alleys, driveways shall not exceed 20 feet in width, not including the apron. Garage doors shall not exceed 20 feet in width.

Loading spaces shall have a minimum length of 35 feet, a minimum width of 12 feet, and a minimum vertical clearance including entry and exit of 14 feet. In addition, Section 16-644 shall be amended as follows:

Use (gross floor area)	Spaces Required
Commercial and Industrial	
0 – 9,999	0
10,000 – 24,999	1
25,000 – 49,999	2
50,000 - 99,999	3
Each additional 120,000	One additional berth
Hospitals and Institutions	
0 – 49,999	0
50,000 - 149,999	1
150,000 – 299,999	2
Each additional 100,000	One additional berth
Residential Uses	
0 – 49,999	0
50,000 - 149,999	1
150,000 – 299,999	2
Each additional 300,000	One additional berth

ATTACHMENT 2

PAGE 98 OF 156

Parking & TDM Policies

(1) In-Lieu Fee

The City shall establish a parking in-lieu fee that applicants must pay in lieu of meeting at least 50% of the minimum parking requirement. Payment of the in-lieu parking fee for each required space should be allowed to satisfy 100% of the minimum parking requirement. The City shall designate an organization to receive and allocate collected in-lieu fees. This may be the City, a downtown business association, a downtown Local Improvement District or other entity.

Collected in-lieu fees may be spent on new parking construction, parking maintenance, parking enforcement or other activities related to parking in the district. In-lieu fees may also be spent on any projects or activities that increase access or reduce parking demand in the downtown, including but not limited to transportation demand management, transit service, and bicycle and pedestrian improvements. In-lieu fees can help the City by allowing for the creation of a more shared pool of parking (i.e. one space serving multiple uses). Furthermore, they allow the City to use fee revenues for activities other than parking construction while the downtown enjoys a surplus of spaces.

There shall be a $100 monthly fee per employee/resident space and an initial $2,000 fee for visitor spaces. Employee/resident and visitor spaces will be calculated using the following ratios - (a) office – 90% employee, 10% visitor (b) retail/restaurant – 20% employee, 80% visitor (c) residential – 90% resident, 10% visitor.

(2) Allowances and Exceptions

In order to encourage new development downtown and increase housing affordability and housing choice, Oxnard should also incorporate additional flexibility into minimum parking requirements. These "flex requirements" will allow development projects that incorporate transportation and parking demand management strategies to provide a reduced amount of parking, as follows:

- The review authority may reduce or completely waive the number of parking spaces required based on quantitative information provided by the project applicant that documents the need for fewer parking spaces, such as:
- A market profile of existing or anticipated project users documenting below average vehicle ownership rates (for residential development) or below average vehicle trip generation rates (for commercial development).
- Documentation of the expected reduction of vehicle trips and/or car ownership rates associated with the project due to the incorporation of transportation and parking demand management strategies into the project.
- Documentation that the proposed land use will operate exclusively when the existing public parking supply within 1,250 feet is adequate to accommodate the parking for the proposed use (e.g. a restaurant or club that operates only during evening hours).
- Documentation of the experience of other cities comparable to Oxnard that have a lower parking requirement for the proposed land use.

ATTACHMENT 2

PAGE 99 OF 156

(3) Residential Parking Permit District

The City shall establish a Residential Parking Permit District ordinance. The ordinance will allow residents to submit a petition, with a majority of the neighborhood residents' signatures, requesting the creation of a permit district that is being adversely affected by non-residential parkers. Upon verification of signatures by City staff, the City shall organize hearings to consider the subject of the proposed residential permit district. In the event that a district is approved, the City should not issue more permits than there are on-street spaces available to accommodate the number of permits issued in a particular district.

ATTACHMENT 2

PAGE 100 OF 156

Appendix E. Best Practices in Parking Management

This memorandum reviews the parking and transportation policies of four highly successful mixed-use, transit-oriented communities, in order to inform the development of the Oxnard Parking Management Plan. It includes two elements:

- Four case studies, which showcase some of the best management techniques available for parking and transportation
- Some lessons that can be drawn from these models (and some fundamental choices to be made) about parking and transportation policies for Oxnard.

Peer Review

The four communities considered in this memorandum provide glimpses of Oxnard's potential future. All are now known as vibrant, walkable and mixed-use districts, which deliver powerful economic benefits to their communities. It is less well known that several of them only relatively recently emerged from economic decline. Moreover, several have transformed themselves from low-density, auto-oriented places with no serious transit, to communities where driving is a choice, rather than a necessity.

This memorandum considers these places not because Oxnard is currently identical to them, but because they are models of transition: from decline to lively and enjoyable places to live, work and play. Some are undoubtedly now taller and more urban than Oxnard will ever wish to be. However, in part because they have been the site of major revival and transit-oriented development, they have also developed some of the nation's most sophisticated techniques for handling the challenges of parking, traffic and preserving quality of life for nearby single-family neighborhoods. The four communities are:

- **Arlington County, Virginia:** In the 1960's and 1970's, Arlington's Rosslyn-Ballston corridor consisted largely of tired strip malls with ubiquitous free parking, a surrounding fabric of single-family homes with a required minimum lot size of ¼-acre, and sharply declining population and retail sales. Arlington transformed itself by choosing to surround its new Metro stations with intense, high-density transit-oriented development and market-rate parking, rather than the more usual swathes of free park-and-ride lots and parking structures. Today, the Metrorail corridors generate 50% of the County's tax base on just 7% of its land, making it possible for the County to give its residents the best levels of government services in the region, with the lowest tax rates.
- **Boulder, Colorado:** In the 1970's, the downtown of this university community was dying, saddled (among other problems) with a shortage of convenient customer parking and very little transit. Its economic revival has been catalyzed on the transportation side by several key policies: the complete abolition of parking requirements for all non-residential uses; charging for parking, with all revenues used to benefit the downtown; and a policy of funding the most cost-effective mix of transportation modes, instead of only parking structures. Recognizing that "the economics of parking structures are dismal", as one planner put it, the business led downtown district now uses parking meter revenues to fund a range of demand reduction alternatives, including free transit passes for every downtown employee.

ATTACHMENT 2
101 156

- **Santa Monica, California:** Santa Monica is known for the lively pedestrian mall that anchors its downtown. Less known is the "Park Once" philosophy that allows the theaters, restaurants, offices and residences gathered along it to thrive with far less parking than conventional manuals predict is required for its constituent uses. Shared public lots and structures, strategically located, allow the downtown to function well with just 2.1 spaces per 1000 square feet of building space.
- **Old Pasadena, California:** In recent years, Old Pasadena has reemerged from its decline into Skid Row status. In 1993, the district's nascent revival was being hindered, as in Boulder, by a serious lack of convenient, available, front door parking spots for customers. Old Pasadena then had no parking meters, and proposals to install them were opposed by local merchants, who feared charges would drive customers away. Today, the $1 per hour meters have funded the district's beautified alleys, street furniture, trees, tree grates and historic lighting fixtures, and fund its marketing, mounted police patrols, daily street sweeping and steam cleaning of sidewalks. Sales tax revenues quadrupled from 1992 to 1999, showing, perhaps counter-intuitively, that charging for parking can go hand-in-hand with remarkable revenue increases for local retailers.

These jurisdictions' parking policies support vibrant, mixed-use walkable environments. At the same time, they have also reduced traffic impacts, furthered economic development objectives, and increased transit ridership. Oxnard is a less urban community than some of these peers, and may wish to choose a strategy that is less aggressive than those employed in, say, Arlington. However, Boulder in particular provides a good example of how parking policy is used to help promote the growth of a mixed-use, successful center. Its assessment district was introduced in the 1970s, when downtown Boulder was moribund. In addition, all the peers began with surface parking. They gradually transitioned to structured parking as development intensified, in order to free up surface lots for new development; cater to greater parking demand; and improve urban design.

Ten Key Insights

These four examples – Boulder, Arlington, and Pasadena and Santa Monica – are each discussed in detail in the following sections. The overall conclusion from these case studies, however, is that well-designed parking policies are an absolutely essential prerequisite for a developer- and business-friendly environment: without powerful reform of parking policies, mixed-use and transit-oriented development is often financially infeasible. Ten key lessons from these case studies are:

- **Involve the business community.** The case studies demonstrate significant involvement from businesses, whether through actually running parking and transportation services (as in Boulder, through the Downtown Management Commission), or in designing the parking policy strategies (as in Pasadena).
- **Put customers first.** Business owners and employees in these districts recognize that they must relinquish the best spaces to customers, accept (if grudgingly) strict enforcement of short-term parking limits on these spaces, and park instead in upper structure floors (if they are willing to bear the cost) or in all-day spots at the periphery, where spaces can be less expensively provided.
- **Focus on parking *availability*, not supply.** These case studies have substantially lower parking provisions than the norms shown in the Institute of Transportation Engineers' Parking Generation manual and other standard references. However, demand management and allocation policies have meant that convenient, front door, short-term

ATTACHMENT 2

parking availability for shoppers and visitors has been maintained. The case studies show that parking *availability*, not *supply*, is the crucial factor in determining economic success. Most of the downtowns profiled here aim to set parking prices at the "Goldilocks price": that is, the prices that leave about 15% of the spaces on a block vacant even at the busiest hours, so that visitors can easily find a space. If the prices result in more empty spaces than this, they are too high, and if all spaces are full at the busiest hours, they are too low: these downtowns then adjust prices until the desired level of parking availability is reached.

- **Abolish minimum parking requirements.** Developers in these case studies are generally able to build as little parking as they choose (or to "buy their way out" of parking requirements by paying small nominal fees), making it possible, both financially and physically, to build pedestrian-friendly buildings on small lots. If they choose to build little or no on-site parking, they are able to purchase permits for public lots from the district for resale to their tenants' employees.
- **Establish a market for parking.** In the districts studied, businesses and residents now choose how much (or how little) parking to buy or rent. As a result, parking is efficiently used and shared, making compact development possible; housing and development costs are lower; transit use is higher; and parking revenues provide critical support for parking construction and other public improvements.
- **Create a "Park Once" environment.** Santa Monica and Boulder are particularly good examples of successful Park Once districts, where a centralized, shared parking supply serves a number of different uses. Parking, these communities recognize, must be managed as a public utility, just like streets and sewers, with public parking provided in strategically placed municipal lots and structures. This approach generates more pedestrian activity, and reduces the impacts of parking facilities on the built environment.
- **Pay attention to a place's strengths**. All of the communities profiled here recognize their unique strengths, whether transit resources, historic buildings, or a pedestrian-friendly environment. They have been careful not to jeopardize these strengths through oversupply and poor management of parking.
- **Prevent spillover parking with Residential Parking Permits or Parking Benefit Districts, not minimum parking requirements.** The presence of major generators of parking demand, and/or demand management strategies such as pricing, does not mean that adjacent neighborhoods need to be impacted by overspill parking. These problems can be addressed through careful design of Residential Permit Parking or Parking Benefit District programs, and pricing and/or time limits to manage commuter demand. This is true regardless of whether the parking demand is generated by a rail station or a commercial district.
- **Invest in all transportation modes.** The cost to build, operate and maintain a new downtown parking space often exceeds $125 per month per space, every month for the expected 35-year lifespan of the typical structure. This leads to a simple principle: it is often cheaper to reduce parking demand than to construct new parking. Successful districts invest heavily in all strategies – from free transit passes to bicycle improvements to rideshare incentives – that get employees out of their cars for less than the cost to build a new space.
- **Choose your town's future deliberately.** The districts studied here charted a deliberate course. Rather than attempting to out-compete K-Mart and shopping malls by providing more and better parking, they focused on their own strengths, as compact and walkable

ATTACHMENT 2

districts. They envisioned their transit stations not as acres of park-and-ride lots, but as the centerpiece of transit villages, where the streets and plazas would bustle with pedestrians. Each of the places confronted difficult decisions head-on: because of both financial realities, and sheer physical space requirements, they could be either energetic, pedestrian-filled town centers, or they could be primarily park-and-ride lots with ample free parking, but they could not be both.

For Oxnard, this last choice is fundamental. Few if any districts have succeeded in financing both parking structures, with unlimited free parking for visitors, commuters and residents (at a typical cost exceeding $1500 per space per year), and a lively town center. To make real the City's vision of a traditional town center, with many residents and businesses upstairs providing lively street life, and customers for local merchants, free parking for all will need to transition, over time, to market-rate parking, so that those who do choose to drive provide the funds needed to support their parking. Of course, not all downtowns wish to put pedestrians first: some seek to become more like a suburban shopping mall. For Oxnard, the important thing is to choose deliberately: if the future is chosen by passively responding to each month's demand for free parking, the district may become mediocre, functioning well neither as conventional suburban development nor as pedestrian-friendly downtown.

ATTACHMENT 2

PAGE 104 OF 156

Case Study 1 - Boulder, Colorado (Downtown)

Introduction

Boulder's downtown business district, having recovered from near death in the 1970's, today comprises over 1,200 businesses and roughly 10,000 employees. Faced with both a shortage of parking for customers and citizens' aversion to additional traffic, the city developed a program that combines reduced subsidies for downtown parking with aggressive transportation demand management. These initiatives have been introduced through a special district – the Central Area General Improvement District (CAGID), which was established in the 1970s. The Board of CAGID, which makes the final decisions on issues such as new parking construction, is comprised of the City Council. However, considerable power over decisions such as parking charges is held by the Downtown Management Commission (DMC), which is made up of local businesses and property owners, although its actions are subject to City Council review.

The program was set up in conjunction with the creation of the Pearl Street pedestrian mall. The intention was to provide parking on a district-wide basis on the periphery of the mall, avoiding the need to provide on-site parking for each business. It was seen as a tool for economic revitalization and promoting a good pedestrian environment, with the two going hand in hand.

Boulder is useful as an example of a community that has been steadily evolving from a relatively low density, auto-oriented suburban city, to a community focused on parking management and transit-oriented development. Key characteristics include a desire to create a walkable, vibrant community, with a focus on a high quality of life. In addition, Boulder (at least at present) is dependent on bus transit to meet its public transportation needs. It should be noted that Boulder had very little transit at the time that CAGID was established; bus service improvements have arrived subsequently.

Transportation Policies

Boulder is most notable for its integrated approach, which allows CAGID to invest in the optimum mix of transit, demand management and parking supply to improve downtown access. These measures are designed to reduce auto dependence and promote alternate modes of transportation. The following specific transportation strategies have been employed in Boulder.

Transit

Boulder's only mode of transit is the bus. Instead of operating services by number, however, the city has chosen to name each of its local services in its Community Transit Network – HOP, SKIP, JUMP, BOUND, DASH, STAMPEDE, and BOLT (which connects Boulder to Longmont). All of these lines are accessible for free, to holders of the Eco-Pass described below. The first of these lines, HOP, was intended as, "the first fully-packaged community transit service to meet the specific needs and requests of the Boulder community." HOP now provides 1.1 million annual rides and was a major catalyst to the downtown's revitalization.

The Central Area General Improvement District in downtown Boulder, provides free transit passes (the Eco-Pass program) on Denver's Regional Transportation District (RTD) light rail and buses to more than 8,300 employees, employed by 1,200 different businesses in downtown Boulder. To fund this program, Boulder's downtown parking benefit district pays a flat fee for each employee who is enrolled in the program, regardless of whether the employee actually rides transit. Because every single employee in the downtown is enrolled in the program, the Regional

ATTACHMENT 2

Transportation District in turn provides the transit passes at a deep bulk discount. Due to its large size, CAGID purchases passes at the rate of $83 per person per year.

Bicycling

Bicycling is a strongly encouraged mode of transportation. The City of Boulder offers over 350 miles of bicycle facilities, which include on-street lanes, designated routes, and multi-use paths. The downtown Boulder Transit station provides free bicycle storage lockers and all local Boulder and RTD regional buses are equipped with bike racks. Maps covering city, university, mountain, and regional trails and paths are available through the City.

Parking & Transportation Demand Management

- **No parking requirements.** The City has no minimum parking requirements for non-residential uses within the CAGID area. Developers are allowed to build as much or as little parking as they choose, subject to design standards in the zoning code, and to manage it as they see fit. If they choose to build little or no parking on-site, they can purchase permits for public lots and garages from the DMC for resale to their employees. This is usually a much cheaper strategy than building parking onsite.

  Public structure permits cost $213 per quarter ($852 per year), and surface lot permits (for which there is a waiting list) $134 ($536 per year). Residential minimum parking requirements are set at one space per unit, although these have had little impact since developers have tended to provide two spaces per unit given perceived market demands.

ATTACHMENT 2

PAGE 106 OF 156

- **Funding of public parking.** Shared public parking facilities are constructed and operated by CAGID, and funded through CAGID's general obligation bonds. This debt is supported primarily by revenue from parking charges (including meters), and secondarily by property and other taxes paid by property owners (providing 16% of revenue). Thus, compared to many downtowns, where parking is heavily subsidized by public contributions of both dollars and land, much of the cost of the parking system is paid for by those who park, resulting in lower drive alone rates. In Boulder, while the parking permit prices for public structures and lots would not be able to fund the full cost of constructing and operating a parking space, the rates nonetheless cover a substantial portion of the cost. The DMC currently manages 202 spaces in non-metered surface lots, 2,209 spaces in five structures, and 871 metered spaces, 61 of which are in a surface lot (2004 figures).
- **Demand management.** On-street meter revenue is used to provide all employees with benefits such as a free universal transit pass (called an Eco-Pass); Guaranteed Ride Home; ride-matching services; bicycle parking; and a number of other benefits. In 2002, these programs cost just under $325,000. This focus was prompted by the reality of limited street capacity to handle more traffic, and simple economics. "CAGID realized that the economics of parking structures are dismal," according to James Bailey, a former planner who helped establish the system. The DMC determined that demand management was a cheaper strategy than building new parking alone. These TDM programs are not directly managed by CAGID, but through the City's Downtown and University Hill Management Division.
- **Curb parking.** All downtown parking meter revenue – more than $1 million per year – is transferred to CAGID from the City's General Fund. This responsibility, together with the fact that local businesses and property owners comprise the DMC, gives it a strong incentive to create new curb parking. One of its first moves was to create more curbside, metered parking through converting parallel spaces to diagonal.
- **Reduced parking requirements**. Outside of the CAGID area, the City has also experimented with lower, more flexible parking requirements in mixed-use districts. A single parking requirement for all non-residential uses allows the use to change freely. For example, an office use can be converted into a restaurant, without the barrier of having to add new parking. There are also low parking requirements for residential uses in many parts of the city.
- **Residential Parking Benefit Districts.** Neighborhood Permit Parking initiatives have been introduced to prevent overspill parking from commuters trying to avoid parking restrictions and charges downtown. Commuters are eligible, however, to buy on-street parking permits for $60 per quarter – another example of the integration of on-street and off- street management. Commuter permits are limited to four per block face, on blocks where average occupancy is lower than 75%. This RPP program is designed to be revenue neutral, and so commuter fees cross-subsidize low annual resident fees of $12 per year. Sophisticated enforcement is used, with license plates entered into a handheld commuter, meaning that motorists cannot evade the restrictions by simply moving their cars every few hours.
- **Discounted validated parking.** Downtown businesses can bulk-purchase meter tokens or validated stamps, in order to offer free parking to their customers. A common practice in many downtowns with parking charges, it avoids the risk of customers turning to other retail destinations in order to avoid parking charges.

ATTACHMENT 2

PAGE 107 OF 156

Figure E-1 CAGID Revenue and Expenditure, 2002

Revenue	
Taxation (inc. property/owner/TIF tax)	$775,293
Short Term Fees	$925,757
Long Term Fees	$1,302,507
Meter Revenue[1]	$1,026,820
Meterhood and Tokens[2]	$106,777
Interest	$70,751
Rental Income	$380,766
Mobility Center Grant	$84,969
Miscellaneous	$25,779
Total Revenue	**$4,699,419**
Expenditures	
Parking Operations	$737,928
Major Parking Maintenance	$50,569
Downtown & University Hill Management Division[3]	$924,565
Eco-Pass Program	$257,550
Major Maintenance to Pearl Street Mall	$942,158
Debt Service	$1,964,028
Other Expenditure	$159,560
Total Expenditure	**$5,036,358**

1. Meter revenue is transferred from the City's General Fund.
2. Meterhoods are paid for by contractors, special events, utility companies, etc. to use a curb parking space. Tokens are purchased by businesses to provide parking validation for their customers, or others who prefer tokens to quarters.
3. Includes all costs that are not directly related to parking facility and meter maintenance and revenue collection. Includes $392,000 for personnel, $65,000 for Transportation Demand Management, and $62,000 for planning for a new structure.

Source: City of Boulder

Figure E-2 Boulder Neighborhood Permit Parking Program Revenue and Expenditure, 2002

Residential Permit Sales	$26,395
Commuter Permit Sales	$69,936
Citation Revenue	$239,231
Administrative Costs (excluding enforcement)	$70,027

Source: City of Boulder. Staff estimate that Neighborhood Parking Program enforcement accounts for 60% of the City's enforcement resources (11 officers) while generating 13% of citation revenue.

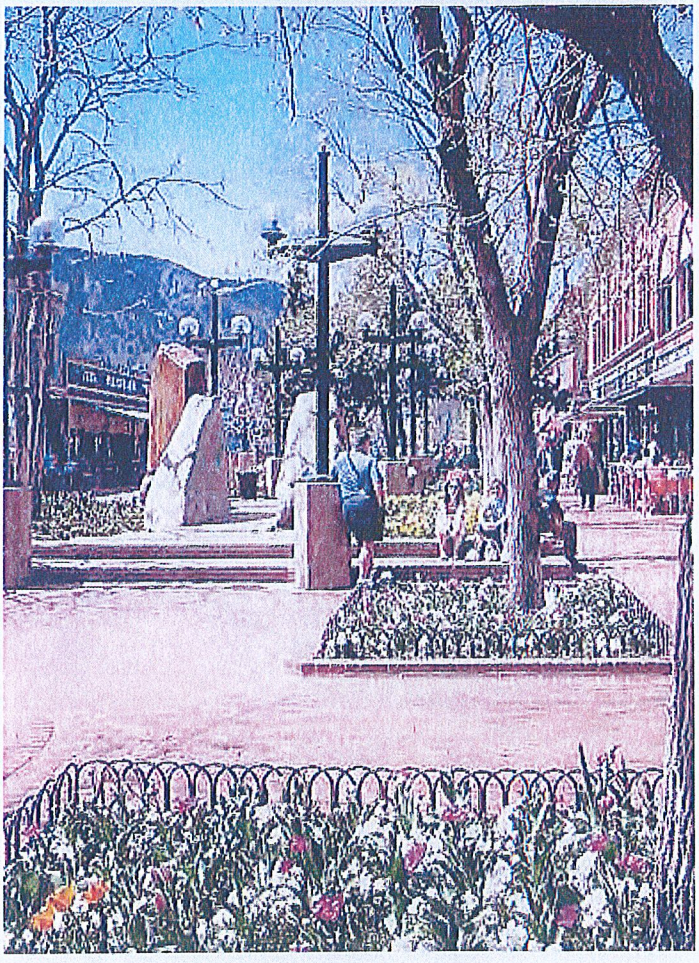
ATTACHMENT 2

PAGE 108 OF 156

Impacts of Transportation Policies

Development Feasibility

Initially, developers and property owners were skeptical of the proposals to create CAGID, but according to local planners and developers, they have been convinced by its success in catalyzing economic development. According to James Bailey: "In the 1970s, downtown was dying. They had to do something. This was a pretty pragmatic approach."



Already, rapid growth has brought Boulder close to the population and employment levels that in 1996 were projected for 2020. The downtown pedestrian-oriented "Pearl Street Mall" has tripled in length in the past decade, as automobile-oriented parcels at either end have been redeveloped. There are numerous examples of new developments that have taken place in recent years, such as the 300,000 square foot One Boulder Plaza. Pearl Street is one of the only examples of a successful pedestrian mall in the United States. According to local planners, a small mixed-use zone on East Pearl Street, close to the city's downtown, was established in the 1980s but barely used for more than a decade, at least partly due to high parking requirements. A reduction in requirements adopted in 1997 to one space per 400 square feet of non-residential development (one space per 500 square feet if commercial makes up less than 50% of the development) has been a key to encouraging recent development.

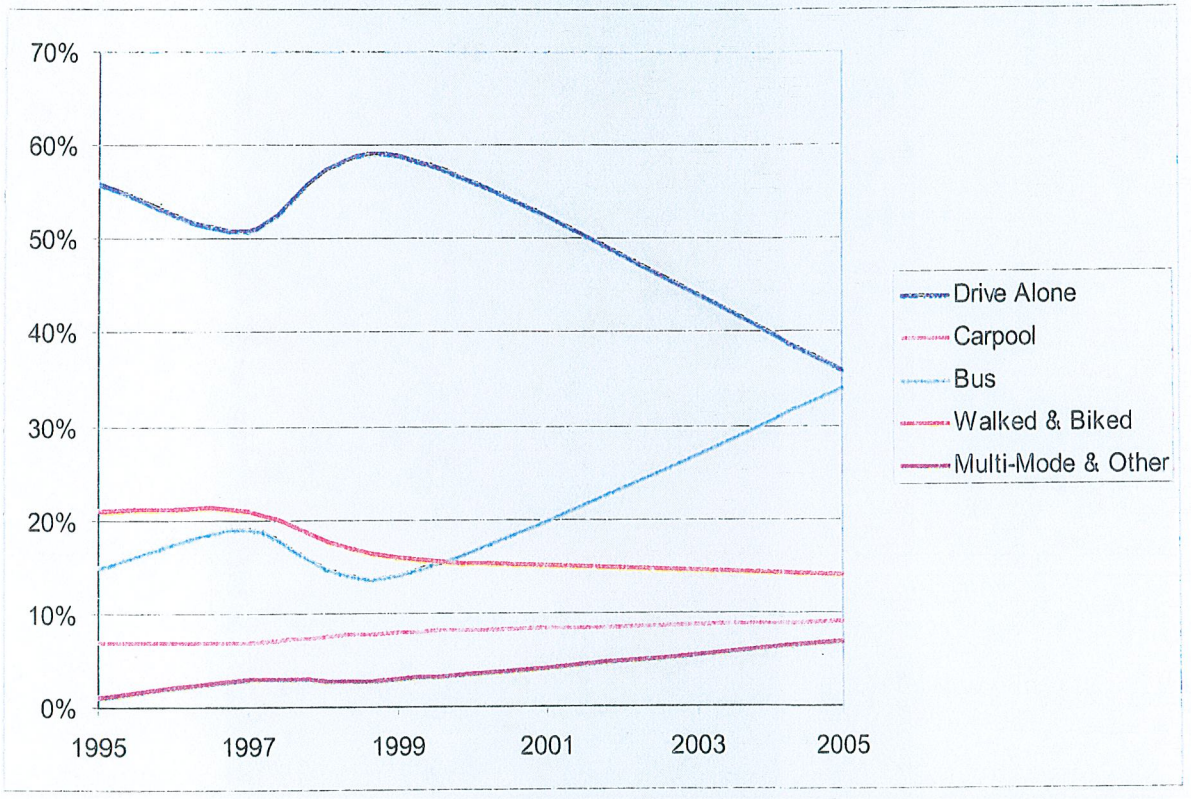
ATTACHMENT 2

PAGE 109 OF 156

Traffic and Parking

According to the Downtown Management Commission, there has been an increase in available parking, partly due to the construction of new structures, but also due to more employees taking transit. Since the downtown baseline figures were established in 1995, the drive-alone rate has fallen almost 36% from 56% to 36% in 2005, while the transit rate has more than doubled from 15% to 34%. According to the City of Boulder, the drive alone rate dropped dramatically after 1999 because of an increase in transit service (17 different routes at 15 minute headways) and the emergence of an Eco-Pass "culture." Roughly 50% of downtown employees now live within two blocks of a transit stop and the resulting ridership is estimated at a parking equivalent of 4,390 spaces.

Figure E-3 Downtown Boulder Mode Split

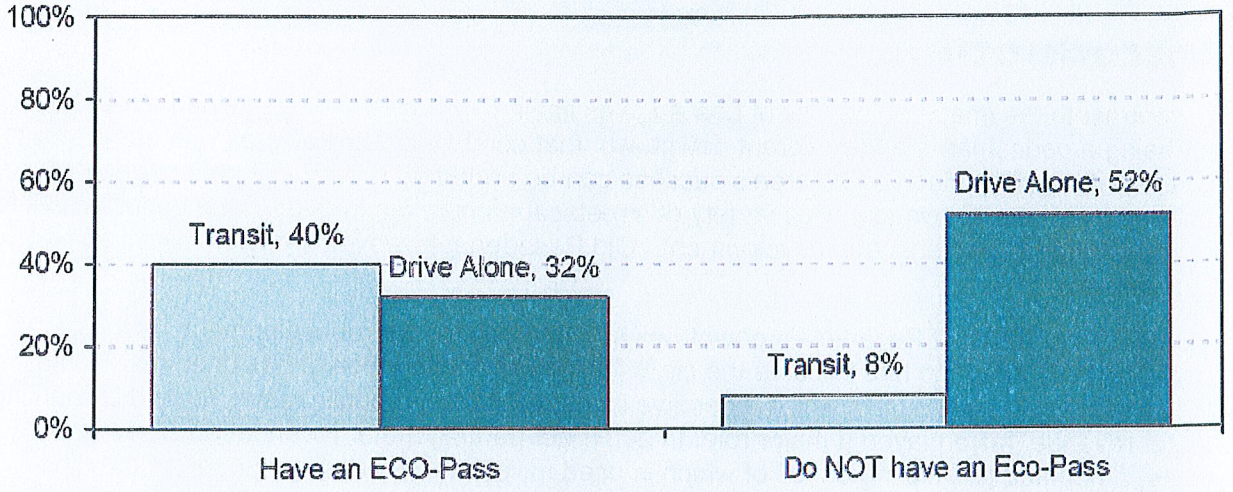


The Eco-Pass program has enjoyed great success in part due to the support of the business community. There are 10,000 employees working in the downtown area with 83% participating in the program. Those individuals with an Eco-Pass commuted by transit at five times the rate than those without as shown in the figure below.

ATTACHMENT 2

PAGE 110 OF 156

Figure E-4 Travel Mode Used for Work Commute



While new development is not required to incorporate on-site parking, some projects have done so due to market demands – but only to the point where it is economic. At the 400,000 square foot One Boulder Plaza, for example, two stories of underground parking are provided, equivalent to 1.2 spaces per 1,000 square feet. However, site constraints meant that about half the parking for employees is provided off -site through CAGID. The cost to the individual of these off-site permits is about $50 per month less per employee.

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ATTACHMENT 2

PAGE 111 OF 156

Case Study 2 - Old Pasadena, California

Introduction

In contrast to the image of the City of Los Angeles itself, Old Pasadena has gained a reputation for being a pedestrian-friendly, vibrant downtown, that combines a mix of uses with easy access by the automobile. Much of the area's success can be attributed to its parking management policies that have spawned a wide variety of streetscape improvements and new opportunities for increased transit ridership and development. Old Pasadena, however, was not always so prosperous.

By the 1970s, much of Pasadena's downtown had been slated for redevelopment, as the decaying neighborhood had become the city's "Skid Row." Since then, it has been revived as "Old Pasadena" – a revival in which extensive investments in the public realm, funded by parking meter revenue, have played a major role. In 2001, net parking meter revenue (after collection costs) amounted to $1.2 million, all of which is used for public services in that part of the city.

Sales tax revenue in Old Pasadena increased more than tenfold over 10 years, to more than $2 million per year in 1999. In contrast, sales tax revenue at the adjacent shopping mall, Plaza Pasadena, which provided free parking, has been stagnant. The mall was "turned inside out" and converted to mixed uses in 2001. Its blank walls were changed to storefronts that resemble those in Old Pasadena, while hundreds of apartments were added on top.

This revival has also been enabled by the City's policies on public parking, in-lieu fees, and adaptive reuse. According to Marsha Rood, former Development Administrator for Pasadena: "Without the parking structures, revitalization of Old Pasadena would not have happened – period." Stefanos Polyzoides, a local architect and urban designer and co-founder of the Congress for the New Urbanism, attributes much of the success of Old Pasadena to the "rules that allowed development to go forward with less than the traditional parking requirements. This has encouraged pedestrian activity in Old Pasadena, giving it a dynamic pedestrian environment." Shoup calculates that the Parking Credit program (i.e., the in-lieu fees) reduces the cost to the developer of parking provision for adaptive reuse projects to 2.5% of the cost of on-site provision.

Pasadena is continuing to exhibit strong growth. In March 2004, the City listed nine major development projects underway in Old Pasadena, both new construction and adaptive reuse. These include Ambassador Campus (1,431 residential units plus some office and neighborhood-serving retail), Boston Building (addition of a second story to create a mixed-use development), and Pasadena Place (38 residential units and 8,200 square feet of ground floor retail). This situation can be contrasted with that in communities such as South Central Los Angeles and Petaluma, where developers have cited parking requirements as one of the greatest barriers to rehabilitating historic buildings. (Both cities have recently enacted similar adaptive reuse ordinances.)

Parking Tools

- **Parking Benefit District.** Until 1993, Old Pasadena had no parking meters, and proposals by City staff to install them were opposed by local merchants, who feared charges would drive customers away. The compromise solution was to install the meters, but to spend all the revenue on public investments in the district. A relatively high rate of $1 per hour (including Sundays and evenings) was agreed. The City provided $5 million in

ATTACHMENT 2

bond funding for street furniture, trees, tree grates and historic lighting fixtures, with the meter revenue stream used to repay the debt. In 2001, about one-third of meter revenue went to debt service, with the remainder used to fund new services such as marketing, mounted police patrols, daily street sweeping and steam cleaning of sidewalks. Many of these services are provided through the Business Improvement District. The merchant's fear of driving customers away was not borne out. The Pasadena example shows that, perhaps counter-intuitively, charging for parking can actually increase business for local retailers. As Douglas Kolozsvari and Don Shoup point out:

> *"If no curb spaces are available, reducing their price cannot attract more customers, just as reducing the price of anything else in short supply cannot increase its sales. A below-market price for curb parking simply leads to cruising and congestion. The goal of pricing is to produce a few vacant spaces so that drivers can find places to park near their destinations."*

- What charging does in this case is provide a basis for rationalizing the parking supply. When parking is free, employees, for example, who need to park all day, will use the available spaces leaving none for customers. Even with enforced time limits, many employees perform the "two-hour shuffle", moving their cars every couple of hours to circumvent time restrictions. By charging for parking, employees will seek free or cheaper spaces a little farther away leaving the most convenient spaces available for customers. In Pasadena, the introduction of parking meters has forced employees to park further away, freeing up prime "front door" spaces for customers. A study in 2001 found that the average occupancy rate for curb parking was 83%, which represents around the optimum balance between revenue/efficiency and availability. Similarly, compared to someone running a quick errand, someone with a long appointment is less inconvenienced by parking at a short distance instead of at the front door. Rather than being used all day by a single parker, metered parking can be used throughout the day by many customers who only use the spot for 15 or 30 minutes or an hour. So, while pricing cannot make more spaces it can make existing spaces more 'productive' by promoting turnover and making parking spaces more available.
- **In-lieu parking fees.** The city's "Parking Credit Program" allows property owners in Old Pasadena to pay a small fee in lieu of satisfying minimum parking requirements on-site. This is particularly important in allowing adaptive reuse of historic buildings that were built without parking, where minimum parking requirements would be triggered by a change in use. Since few of the buildings in this historic part of the city have off-street parking, this removed one of the major barriers to adaptive reuse. The fee is annual, rather than the lump sum common for similar fees in many other cities, allowing developers to avoid financing problems. (On the downside, this has created some revenue collection issues, particularly where property has changed owners.) The fee is set at an extremely low rate ($127 per year per space in 2004). In 2002, the criteria were tightened, with eligibility limited to designated historic buildings, and buildings that would require additional parking following rehabilitation or a change in use.
- **Public parking facilities.** This in-lieu fee revenue has helped to fund two public parking structures, and provided a public contribution to a private structure that is open to the public. (One space has been built for every 1.5 parking credits awarded; fewer spaces are required since the spaces are shared between different uses.) These in-lieu fees provide only a small portion – 5% – of the funding needed to build and operate the structures, but they do provide the link between the waiver in minimum parking requirements, and the provision of public parking. The public parking structures provide 90 minutes of free

ATTACHMENT 2

parking, and then charge $2 per hour up to a maximum of $6 per day. This provides spaces for visitors who are unwilling to pay the $1 per hour charge for metered spaces.

- **Residential Permit Parking.** The Gold Line light rail commenced service to Pasadena in 2003. While some commuter parking is provided at stations in the city, many stations have little or no parking. Spillover parking into residential neighborhoods has been avoided through the City's Residential Permit Parking program, in which a neighborhood can have permit-only parking. This program also covers the areas around the commercial districts, and trip generators such as Caltech. Vehicles parked without permits during certain hours (which vary by district) are towed.
- **Urban design excellence.** The City's new structures have been wrapped in ground floor retail and restaurants, in order to minimize their impact on the pedestrian environment. In addition, parking meter revenue has funded the beautification of many downtown alleys. These are often used for loading in the early morning, and provide space for outdoor cafes during the day. The alleys also provide pedestrian access and light wells for many structures. The public structures in Old Pasadena are located one-half to one block from Colorado Boulevard, one of the main pedestrian corridors, and parking lots or structures that face Colorado Boulevard are prohibited.
- **Parking Pricing.** Over 750 parking meters have been installed in Old Pasadena (Figure E-5). Rates are either $0.75 or $1.25 per hour. Hours of operation vary by day.

Figure E-5 Parking Meter District in Old Pasadena

Supply	Hourly Rates	Mon - Thurs	Fri - Sat	Sunday
750[1]	$1.25/hr core, $.75/hr outlying	11am to 8pm	11am - midnight	11am to 8pm

[1] This is an approximate number.

Additionally, three off-street parking facilities provide almost 1,600 parking spaces, see Figure E-6. For these facilities, the first 90 minutes are free, followed by an hourly fee of $2 and a maximum daily rate of $6.

Figure E-6 Off-Street Parking Facilities in Old Pasadena

Facility	Supply	Hours of Operation	Hourly Rates	Monthly Rate
Schoolhouse Block Parking Structure	901 spaces	24 hours a day, 7 days a week	First 90 minutes free $2/hour $6 maximum $5 flat (10PM-5AM)	$55
De Lacey Parking Structure	516 spaces	24 hours a day, 7 days a week	90 minutes free $2/hour $6 maximum $5 flat (midnight-5AM)	$65
Marriott Parking Structure	147 spaces	24 hours a day, 7 days a week	First 90 minutes free $2/hour $6 maximum $5 flat (midnight-5AM)	$65 (5 days), $75 (7 days)

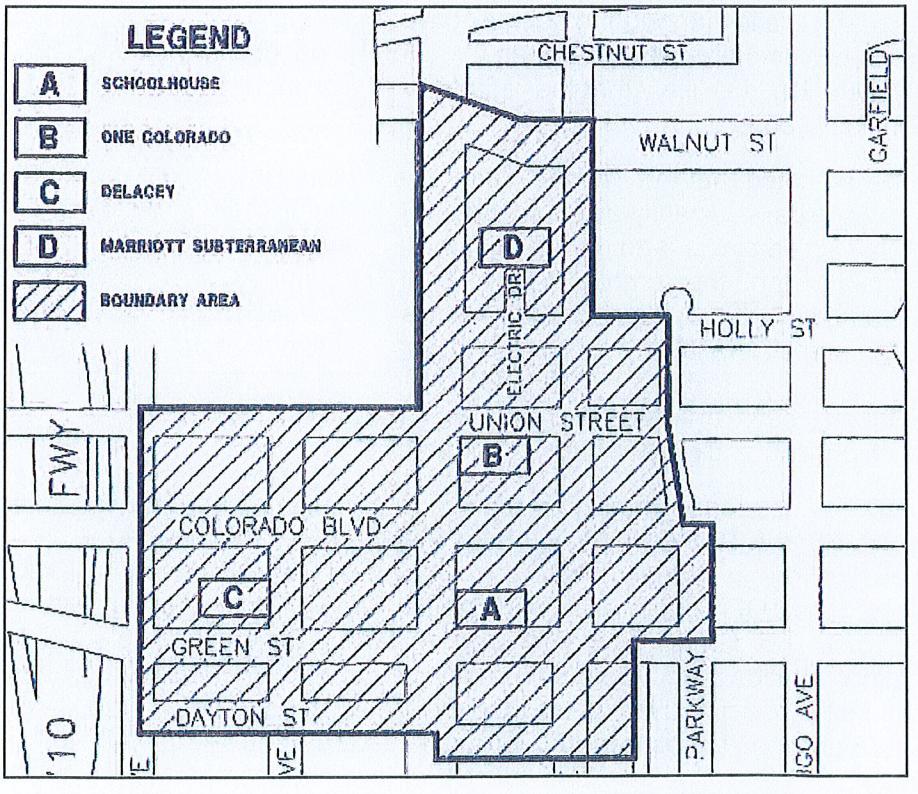
ATTACHMENT 2

Until a recent amendment, the City had prohibited overnight parking on streets since 1921. The restriction is intended to promote street sweeping, make it easier to identify abandoned cars and prevent long-term on street parking. Residents can buy both yearly and monthly permits, at $63 and $21 respectively, and are also entitled to five overnight permits per vehicle in a six month period.

The City of Pasadena has recently decided to charge $3 for overnight parking permits, and sell the permits at five machines to be located at the Pasadena Police Department and at four fire stations around Pasadena. Currently about 150,000 overnight parking permits are issued per year.

- **Reduced / Removed Minimum Parking Requirements.** One measure taken by Pasadena is the establishment of a Zoning Parking Credit program. This allows owners of a property within the Old Pasadena Fund boundary to meet parking requirements of the zoning code when the owner or tenant is proposing to rehabilitate the property, and there is no on-site parking available. It entitles them to apply parking spaces in one of three publicly available parking structures in Old Pasadena to their parking requirement. The owner/tenant pays an annual fee per space; as of April 1 2006, this fee is $134.67 per space per year. The fee has been kept reasonably low through the efforts of the Business Association in Old Pasadena. This program helps preserve the historical character of Old Pasadena by allowing an alternative to creating parking lots in this section of Pasadena. See Figure E-7 for a map of the Parking Development Fund boundary.

Figure E-7 Parking Development Fund Boundary



ATTACHMENT 2

PAGE 115 OF 156

- **Maximum Parking Requirements.** Pasadena's Zoning Code (Chapter 17.50.340) specifies that new development projects located within 1,320 feet (1/4 mile) of a light-rail station platform are subject to parking maximums.

  Pasadena has adopted maximum parking requirements for all new development located within 1,320 feet (1/4 mile) of a light-rail station platform or within the Central District Transit-Oriented Area. Within the Central District, these standards apply to the area identified in Figure E-8. Parking requirements in new TOD developments are as follow:

  - In multi-family residential and mixed-use development projects proposing at least 48 dwelling units per acre, parking should be provided as follows:
    - A minimum of 1 space for each unit with 550 square feet or less to a maximum of 1.25 spaces per unit; and
    - A minimum of 1.5 spaces for each unit with over 550 square feet to a maximum of 1.75 spaces per unit.
  - For offices the minimum amount of required off-street parking (3 spaces per 1,000 sq. ft.) is reduced by 25 percent to 2.7 spaces per 1,000 sq. ft. This ratio is also the maximum allowed quantity of parking spaces.
  - For all other nonresidential uses the minimum amount of required off-street parking is reduced by 10 percent, and this ratio is also the maximum allowed quantity of parking spaces.

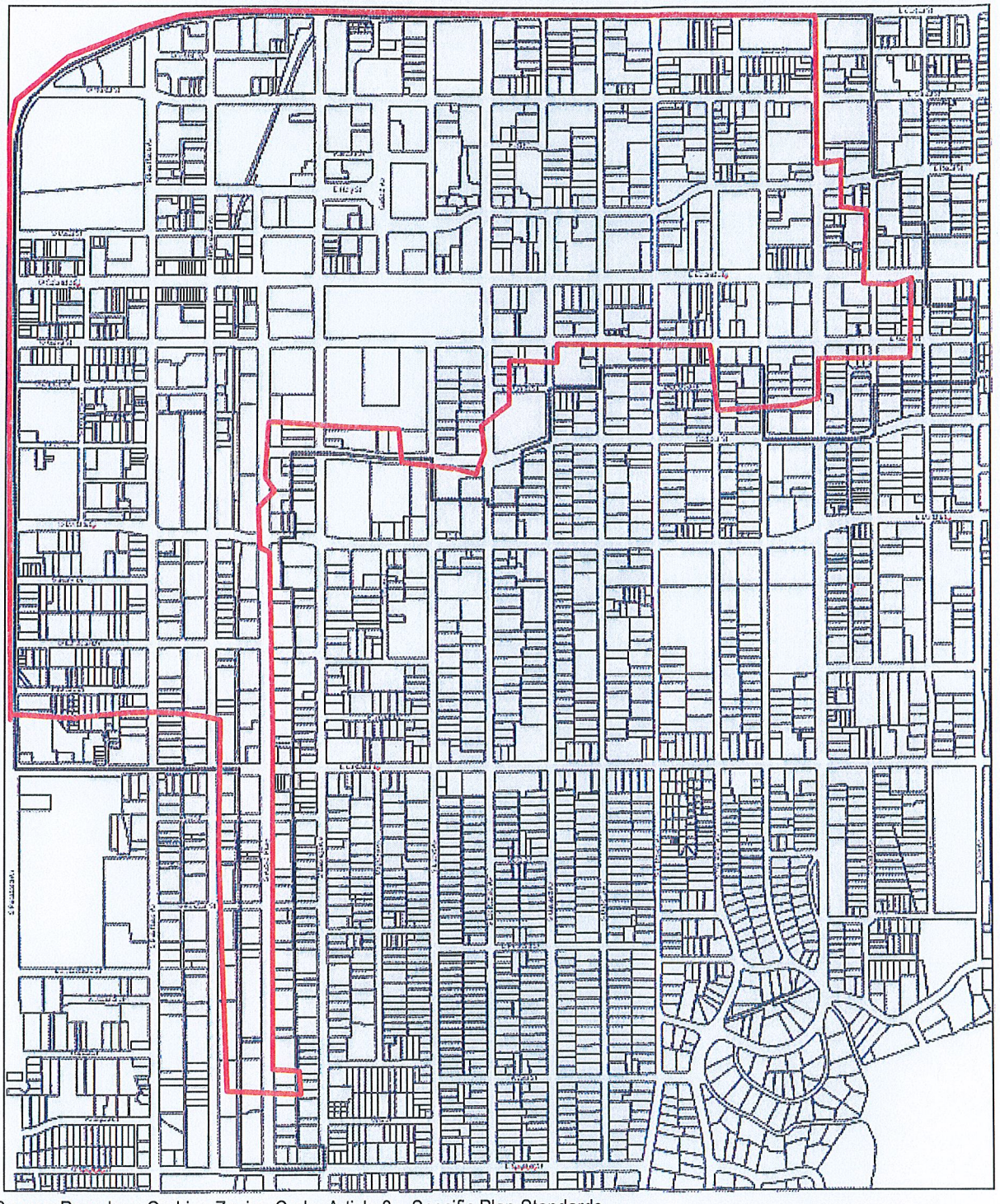
  Nelson\Nygaard has compared Pasadena's TOD maximum parking requirements to actual parking occupancy observed in North America in the Institute of Transportation (ITE) *Parking Generation*, 3rd Edition. This comparison reveals whether the parking maximums in Pasadena are low enough to actually have an impact on parking demand. In other words, if the maximums are set higher than the average parking occupancy observed in the ITE studies, it is likely that the requirements do not have an impact on parking demand in Pasadena.

  In addition, it should be noted that the *Parking Generation* manual is careful to advise the reader that, "Most of the data currently available [and presented in the manual] are from suburban sites with isolated single land uses with free parking. More parking data are needed in order to understand the complex nature of parking demand. As future studies are submitted, the findings will provide a basis to assess factors such as the type of the area, parking pricing, transit availability and quality, transportation demand management plans, mixing of land uses, pedestrian friendly design, land use density, trip chaining/multi-stop trip activity, the split between employee and visitor parking, the split between long-term and short-term parking and other issues in our detail."

  A comparison between Pasadena's maximum parking requirements and ITE's observed demand is shown in Figure E-9. The chart illustrates that the maximum requirement is very similar to the ITE average parking demand for many land uses. For instance, offices and banks in a Pasadena TOD zone are not permitted to provide more than 2.7 parking spaces per 1,000 sq. ft. This can be compared to an observed average peak parking demand of 2.8 parking spaces per 1,000 sq. ft. in various locations in the United States. Furthermore, multi-family housing units larger than 500 sq. ft. in a Pasadena TOD may not have more than 1.75 parking spaces per unit. This can be compared to an observed average peak parking demand of 1.2 parking spaces for low/mid-rise apartments and 1.5 spaces for condos/townhouses in the United States.

ATTACHMENT 2

Figure E-8 Central District Transit-Oriented Area



Source: Pasadena On-Line Zoning Code. Article 3 – Specific Plan Standards.

ATTACHMENT 2

PAGE 117 OF 156

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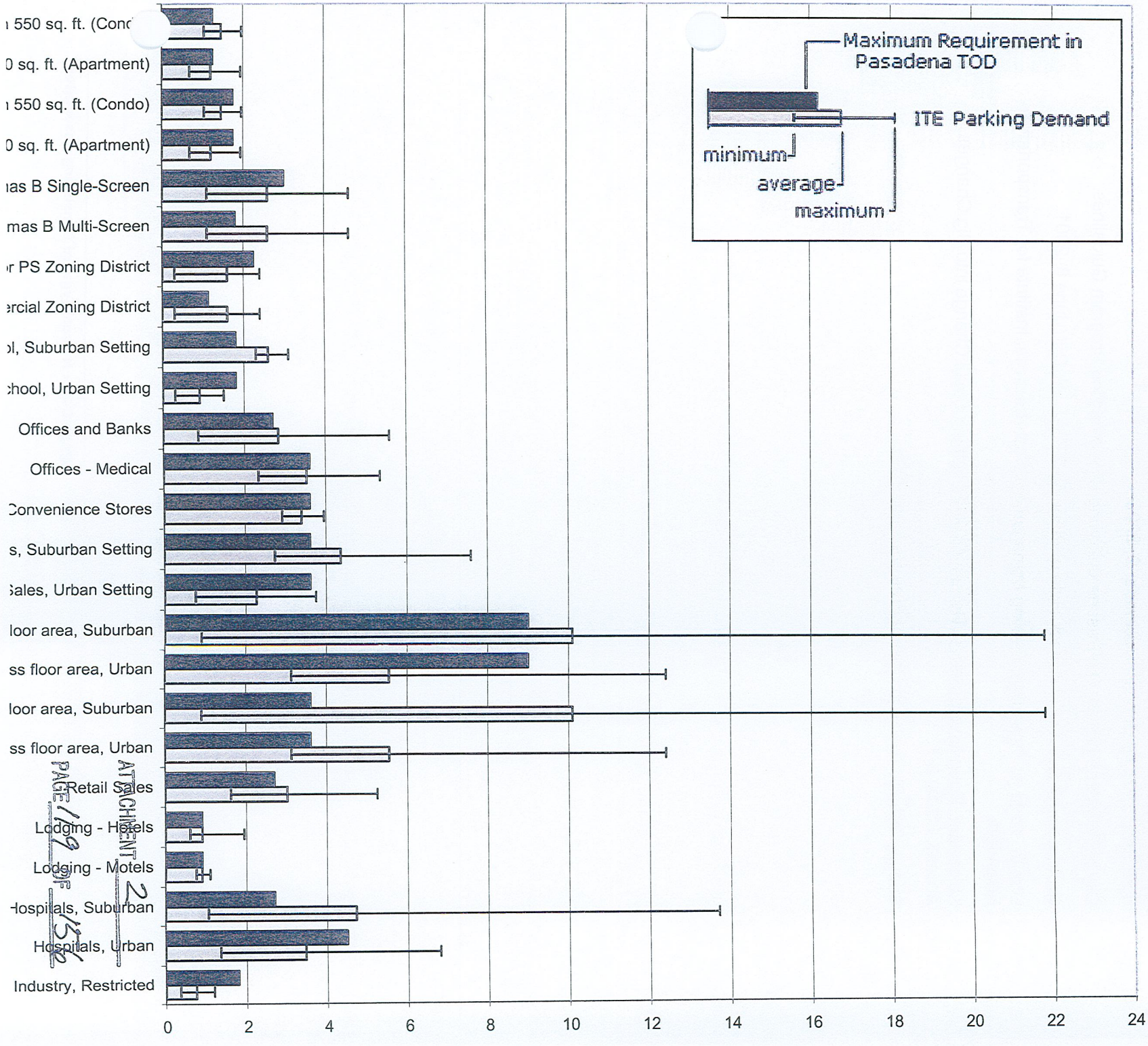
ATTACHMENT 2

PAGE 118 OF 156



ATTACHMENT 2
PAGE 19 OF 54

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ATTACHMENT 2

PAGE 120 OF 156

Case Study 3 - Arlington County, Virginia, Rosslyn-Ballston Corridor

Introduction

Arlington County, Virginia is an inner suburb in the Washington, DC region, located across the Potomac River from the District of Columbia. The County's development policies over the past thirty years have turned Arlington into one of the best United States based case studies of intense development designed to maximize the benefits of a new rail line. This case study focuses on the Rosslyn-Ballston Corridor – the route of Metro's Orange Line, which opened in 1979.

Nearly 18,000 residential units, almost 14 million square feet of offices, 1.5 million square feet of retail and 1,218 hotel rooms have been built since the start of the 1980s in the area served by Rosslyn, Courthouse, Clarendon, Virginia Square and Ballston stations. Other major development areas include the Jefferson Davis and Columbia Pike Corridors. In total, the County offers more than 46 million square feet of office and retail space -- more than either downtown Dallas, Denver or Seattle.

The County has sought to preserve many of its older residential neighborhoods, and protect them from parking "spillover" and other impacts from new development around transit. These neighborhoods have benefited from substantial investment.

This degree of success in economic revitalization would not have been possible without the planning decisions taken in the 1960s regarding Metrorail. At the time, the Rosslyn-Ballston corridor was an aging, low-density commercial stretch that was facing decline and losing population and retail business. In a move to support this corridor and spur future development, County leaders insisted that Metro be built underground, rather than in freeway median.

In turn, the County channeled nearly all development along the two Metro rail lines. Over and above the stations, it has promoted high-density development, with floor area ratios of 4.0-10.0 and 15-20 stories high. Densities then rapidly taper down first to townhouses, and then to existing single-family residential areas.

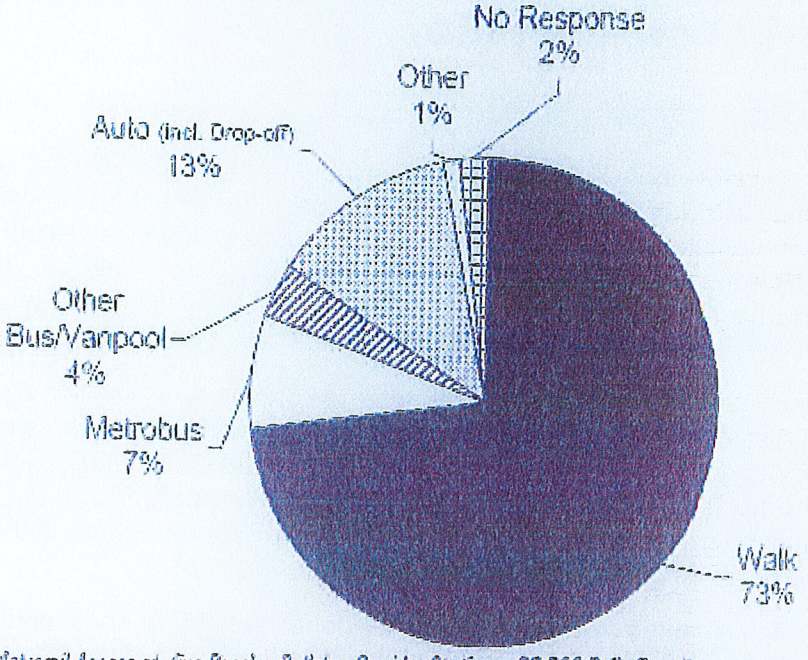
The result: Arlington has been able to grow rapidly without major expansions in the highway network. It has also achieved economic prosperity, with the lowest property tax rate among the major cities and towns in northern Virginia and a AAA bond rating. The Metrorail corridors provide 50% of the County's tax base, on only 7% of the land. The County also enjoys far lower vacancy rates and higher lease and sale prices, compared to other locations in the region.

Transit ridership has increased rapidly as a result. An important benefit from the point of view of the transit agency has been that the mixed-use nature of Arlington's transit oriented development has promoted balanced ridership over the course of the day -- rather than the sharp peaking experienced at more park-and-ride oriented Metro stations. It is also worth noting that thanks to transit-oriented development policies and market-rate parking charges at the stations, just 13% of passengers boarding at the five Rosslyn-Ballston corridor stations use a car to reach the station. Nearly three-quarters of Metro riders walk to reach the rail stations.

ATTACHMENT 2

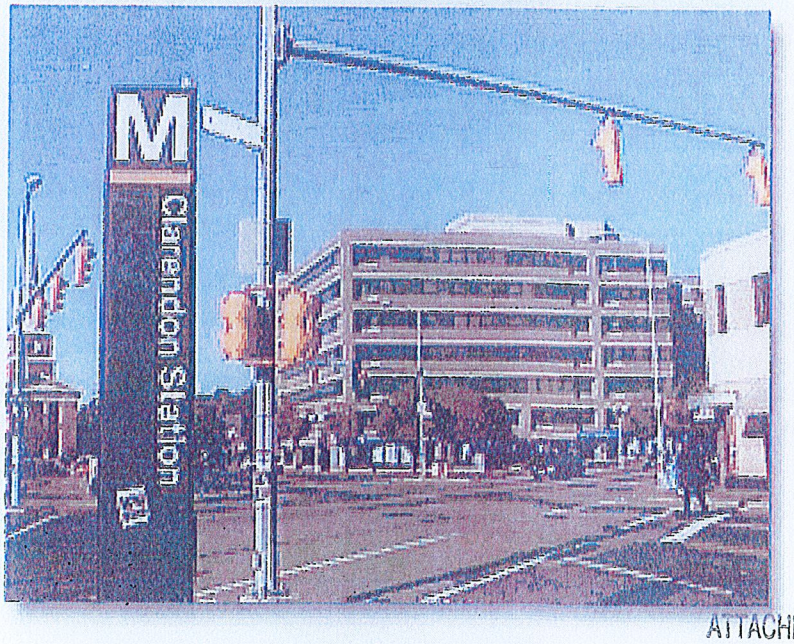
PAGE 12 OF 156

Figure E-10 Metrorail Mode Access Split



Metrorail Access at five Rosslyn-Ballston Corridor Stations - 39,500 Daily Boardings
Source: WMATA May 2002 weekday Metrorail ridership and access data

While accommodating growth at the stations, the County has sought to preserve many of its older residential neighborhoods, and protect them from spillover parking and other impacts from new development around transit. These neighborhoods have benefited from substantial reinvestment.



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Key Transportation Policies

Arlington County's key parking and transportation demand management policies have included the following:

- **Protection of residential areas.** Arlington County has Residential Permit Parking zones around all Metro stations and major commercial areas, in order to prevent rail commuters from parking in residential neighborhoods during the day. This is particularly important as many older single-family home neighborhoods, where residents are dependent on curb parking, are located within a short walk of the rail stations.
- **Reduced parking minimums close to Metro stations.** In the Rosslyn-Ballston corridor, the County's Zoning Ordinance significantly reduces minimum parking requirements for certain uses. For commercial development within ¼ mile of a Metro station, they are halved from 1 per 530 square feet to 1 per 1000 square feet. For retail and service-commercial uses within 1,500 feet of a Metro station, they are waived entirely for the first 5,000 square feet. Actual parking ratios are often lower, following negotiations between the County and developer – in some cases, no additional parking is required.
- **Parking maximums.** The National Capital Planning Commission (NCPC) sets parking maximums for all federal government buildings in the region. In Arlington County, the maximum is one space per three employees. While these are advisory only, outside the District of Columbia, they are generally followed in suburban counties such as Arlington.
- **Parking & transportation demand management conditions.** The County requires developers to agree to a number of parking and transportation demand management conditions, through the site plan approval process. While these are negotiated on a case-by-case basis, those for recent developments have usually included:
  - Market-rate parking charges for single occupant vehicles
  - Unlimited discount-rate parking reserved for carpools and other rideshare vehicles
  - Monitoring of parking demand and traffic generation
  - Provision of short-term public parking (metered) at structure entrances
  - Shared parking
  - Car-sharing provision
- **Shared parking.** Most parking in Arlington is privately owned and managed. However, the County does run one structure, at Ballston Metro Center. It has also opened a structure serving a County office building for public use at evenings and weekends.
- **Unbundled Parking Pricing.** Although Arlington does not have a comprehensive policy regarding the unbundling of parking costs from housing costs, several new developments have adopted the practice. (Across the river in Washington, DC, unbundling is also the norm for condominiums and rental apartments.) For example, developer Charles E. Smith recently constructed a new high-rise apartment building and charges each unit $50 per month for the first parking space and $200 per month for each additional space.

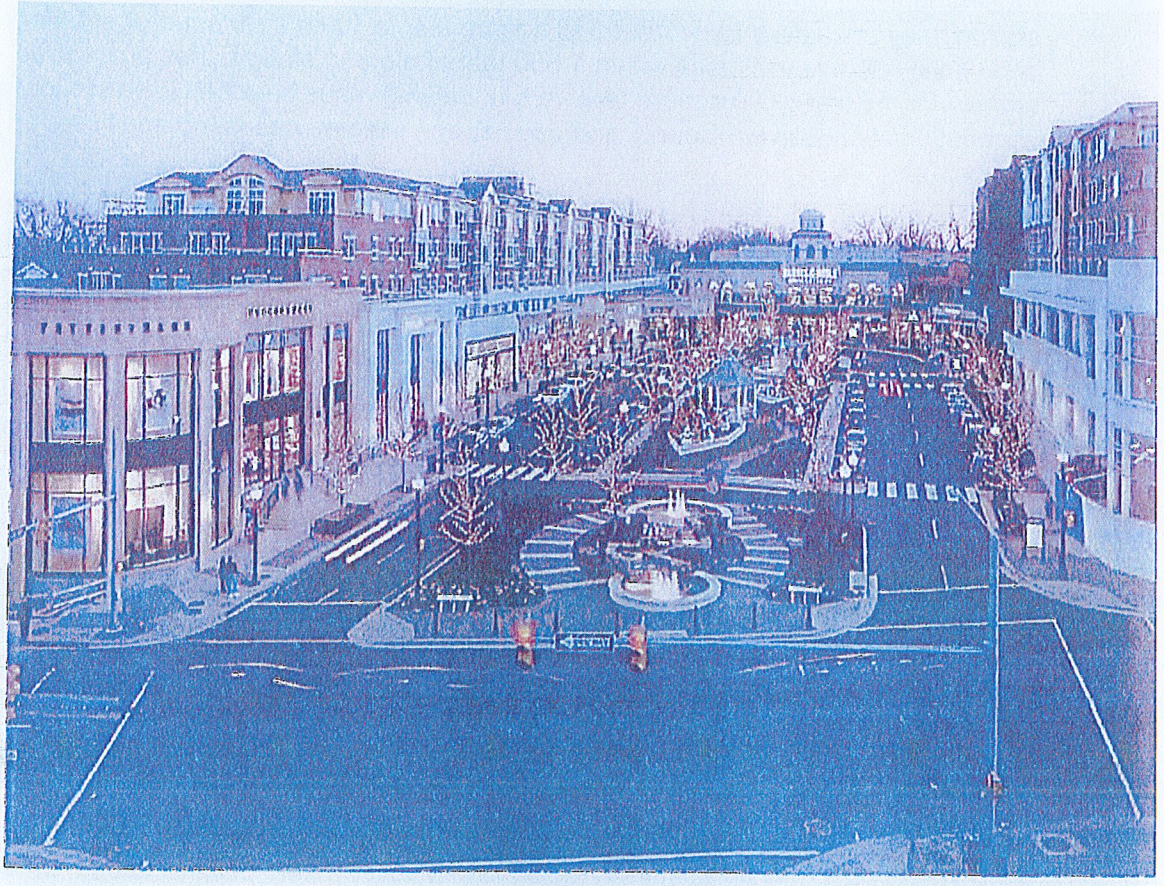
ATTACHMENT 2

PAGE 123 OF 156

Impacts of Transportation Policies

Development Feasibility

Arlington's policies overall have had an extremely positive impact on development feasibility in the Rosslyn-Ballston corridor. In the 1960s and 1970s, retail sales and population were declining sharply. Now, Arlington County has the lowest vacancy rates and highest rents in the entire region, outside the District of Columbia. According to developers and real estate attorneys who have worked in Arlington, the Rosslyn-Ballston Corridor remains attractive for development because of its location, transportation access, good government services, and predictable development review and approval process.



Key statistics include:

- Fourfold increase in office space between 1972 and 2002, from 4.9 million to 21.1 million square feet.
- Eight per cent increase in housing supply from 1972 to 2002.
- Continuing demand for development. In 2002, there were several thousand apartment units in the development pipeline.
- The Metrorail corridors provide 50% of the County's tax base, on 7% of the land.

ATTACHMENT 2

Traffic Levels

Arlington's development has generated only modest levels of additional traffic on local streets. Census Journey-to-Work Survey data show that almost half of corridor residents take transit to work. Traffic counts from 1997 to 2004 show that while office and residential development grew by 17.5% and 21.5% respectively, traffic along the Rosslyn-Ballston corridor grew by only 2.3%. Most transit riders get to stations by foot or bus – there is little long-term commuter parking. Surveys at large apartment buildings have shown peak hour auto trip generation rates of one per 5.9 units, far below the standard in the Institute of Transportation Engineers' Trip Generation manual.

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ATTACHMENT 2

PAGE 125 OF 156

Case Study 4 - Santa Monica, California

Introduction

Santa Monica is situated in a compact, walkable area of roughly 8.3 square miles. Although the city does not possess rail transit, it does have very effective bus service and is ideally suited for pedestrian and cyclists. Its parking policies, particularly in regards to its enforcement of parking cash-out law and Park-Once strategy, make it one of the most progressive planning communities in California. From this combination of parking management and connectivity, virtually the entire city is easily accessible and convenient, even without a vehicle.

Parking Tools

- **Park Once district.** The conventional development pattern in US cities over the past half century has been to require parking facilities on-site, for example in front setbacks. Visitors often drive between different uses – for example from a restaurant to a movie theatre, or between different shops – even if they are within comfortable walking distance. A Park Once district, in contrast, uses shared parking facilities to allow visitors to literally "park once," and then walk between different destinations. This technique reduces the amount of parking that has to be provided to maintain a given level of availability, and promotes pedestrian activity. The approach emphasizes prominent identification of parking entrances so that visitors park at the first available parking. The City also runs an electric shuttle bus, the Tide Shuttle, which circulates between major attractions and the parking structures. In addition, Santa Monica has established a new real-time website (parkingspacenow.smgov.net) that displays the number of available parking spaces for public structures and surface beach lots. People traveling into Santa Monica's central area will be able to check beforehand for information that could help steer them to the best location, and help alleviate congestion.
- **Parking demand assessment.** A parking demand study commissioned by the City, which used conventional parking generation estimates, concluded that there would be a 2,400-space "deficit" in downtown by 2010. A separate analysis by the consultant for the city's Downtown Parking Task Force, however, took a different approach, instead calculating the current ratio of parking spaces to square footage. This concluded that the downtown currently functioned well on a ratio of 2.42 spaces per 1,000 square feet, meaning that only 400 (not 2,400) spaces needed to be added.
- **In-lieu fees and assessments.** There is an annual levy of $1.50 per square foot on all new space built after 1989, which funds public parking facilities. The City also levies a 10% parking tax.
- **Parking Cash Out.** California State law mandates the provision of a parking "cash out" alternative for certain employers that lease parking and then offer it to employees free of charge. Under the "parking cash-out" law, these employers must offer employees who don't drive the cash value of a leased parking space. This reduces the financial incentives to drive to work. Santa Monica is one of the few California jurisdictions to actively enforce this law. Parking cash out has reduced single occupancy vehicle use by commuters by 7-8%.

ATTACHMENT 2

PAGE 126 OF 156

- **Management of monthly parking.** The City shifts spaces for monthly parkers to underused structures, particularly those on the fringe of downtown. This frees up spaces for short-term parkers in the most attractive, well-used parking facilities in the heart of downtown.

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ATTACHMENT 2

PAGE 127 OF 156

Appendix F. Stakeholder Feedback

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MEMORANDUM

To: Suzanne Quitoriano

From: Joe Kott & Brian Canepa

Date: June 6, 2007

Subject: Synopsis of Stakeholder Interviews

The following memorandum is a summary analysis of statements made by key stakeholders during interviews conducted by Joseph Kott and Brian Canepa between February 21 – 27, 2007. The opinions expressed below represent the perceptions and opinions of these stakeholders; they may not be supported by data and should not be considered facts. Furthermore, these views are not necessarily those of Nelson/Nygaard, and should not be interpreted as recommendations. Nonetheless, the comments provide valuable information on how existing conditions are perceived by stakeholders. Given that, when experiencing a streetscape, "perception is reality," these observations should be considered carefully.

In general, stakeholders are proud of Downtown Oxnard. They believe that Oxnard has made great progress in recent years, and that it has a bright future. Nonetheless, interviewees had several comments about additional improvements that could help ensure this on-going progress continues.

Stakeholders:

Vince Behrens	American Cleaners
Debbie Bills	"A" Street Styling Salon
Gary Blum	Heritage Square
Noel Bustos	Capriccio's Restaurant
Chuck Covarrubias	Alert Management
Roberto Garcia	Garcia Mortuary
Osbaldo Lopez	Casa Lopez Mortgage/Restaurant
Dean Maulhardt	Mayor Pro Tem
Joann Olivares	El Concilio Del Condado de Ventura
Lorena Pintor	Oxnard Downtown Management District
Carlos Rodriguez	La Central Bakery
Neno Spondello	Ventura Pacific Capital Company
Dan Tocchini	Plaza Cinemas

Downtown Issues -

There is a general consensus among stakeholders that in order for Downtown Oxnard to continue in its process of revitalization, it must expand its efforts in creating a safe, customer-friendly atmosphere that is well-defined. Many of the downtown's perceived problems arise from the periphery of the study area, particularly along Oxnard Boulevard. Route 1 not only suffers from considerable congestion and poor left-turn opportunities, but interviewees also felt the auto corridor created an image problem for the City. Motorists mistakenly view the highway as representative of Downtown Oxnard and this creates a perception to outsiders that the City has little to offer visitors.

Stakeholders from the center of downtown to the edge of the study area agreed that safety is a concern for pedestrians, particularly at night. Whereas in the heart of the downtown, customers felt general unease with walking longer distances to and from their vehicles (particularly through Plaza Park at night), the Meta district suffered from more apparent troubles such as the visible existence of illicit activity and the harassment of female customers. There is a recognized need and appreciation for an active on-street police presence.

In addition to active policing, citizens were explicit in their desire to improve the downtown image through intensification of both commercial and residential uses. An increase in retail stores could help "light the whole area up" and facilitate the development of a customer-friendly area. Visitors could be induced to frequent stores with streetscape improvements such as improved lighting, upgraded landscaping, and better pedestrian connections. This commercial zone could then serve residents and workers during the day and provide an active nightlife to draw in visitors. This would all serve to establish Downtown Oxnard as a "destination."

Interviewees view the revitalization of downtown as being hampered by a development process that is lengthy and not "time-efficient." However, it is accepted that gains from redevelopment are not anticipated to be immediately felt and that a five to seven year period may elapse before some benefits are fully realized.

ATTACHMENT 2

PAGE 129 OF 156

Ease of Travel to/from Downtown -

Despite being immediately adjacent, the lack of a gateway and adequate wayfinding measures from Oxnard Boulevard prevent visitors from knowing they are passing by Downtown Oxnard. Instead of being incorporated into the downtown, Oxnard Boulevard primarily serves as a conduit for through traffic and effectively divides the community, making pedestrian and bicycle movement difficult. This emphasis on through traffic is exacerbated by the lack of left-turn options for motorists and inadequate signage pointing visitors to key downtown locations.

Stakeholders articulated a mix of opinions on the adequacy of transit service, but there was a consensus that alternative modes such as biking were discouraged by the amount of high-speed traffic. Participants expressed a desire to provide better connections to neighborhoods south of the downtown, but simultaneously rejected the idea of providing further funding to transit. Stakeholders agreed that any new funding should be invested in additional streetscape improvements for downtown.

Parking in Downtown -

In terms of parking availability and pricing, stakeholders held slightly differing views. It is generally agreed that employees (and festival goers during certain times of the year) tend to park in key on-street spaces. However, citizens also believe that parking demand is only high in key areas and that many on- and off-street spaces are vacant. The lack of proper signage from the main arterials to parking is partly blamed for the low occupancy rates in certain lots. Despite the fact that parking is currently underutilized, some stakeholders felt that new developments should still supply enough off-street spaces to meet potential demand. Some interviewees were even enthusiastic about building a second parking structure, which would include multiple uses.

With parking remaining largely unoccupied it is felt that pricing is unnecessary except perhaps on a few key blocks during peak hours, but could be instituted in three to five years if demand warranted it or as a "last resort" if other parking policies failed to effectively manage demand. It was also mentioned that any pricing scheme should be endorsed by the business community prior to implementation. There is considerable consternation that the introduction of parking prices could unduly inconvenience customers and that time limits are sufficient to manage parking turnover. Instead, stakeholders favored increasing parking enforcement as a means to discourage all-day parking in on-street spaces. Currently, parking enforcement is viewed as insufficiently strict and is the preferred alternative.

In regards to off-street parking, there appears to be a definite hierarchy to location preferences. Customers and employees wish to park as close to their destination as possible. The most desirable spaces are curb-side because of their close proximity to buildings, followed by open off-street lots, and then the parking structure. Motorists generally do not have to walk very far from their parking spaces, and interviewees noted that the low utilization rate of the parking structure is partly due to this phenomenon.

In addition to its relative distance from businesses, it is felt that the garage is also underutilized due to safety concerns. Stakeholders perceived a lack of adequate lighting in the garage, engendering an unsafe feeling to users. Although data show that crime is virtually non-existent there, motorists generally do not feel secure and describe the structure as "deserted" due to a lack of fellow motorists and active uses. In addition, there is some angst that the first floor of the garage is largely occupied by City employees rather than customers and that these motorists should be required to park on the upper levels of the garage. One stakeholder recommended making the first floor reserved customer parking (beginning in June, 2007 city employees may no longer park on the first floor).

ATTACHMENT 2

Conclusions -

- Visitors that approach downtown via Oxnard Boulevard mistakenly perceive that the downtown has a similar, auto-oriented design; this seems to create a negative impression among passersby.
- Safety, particularly at night, is a key concern both on-street and in the off-street parking structure. Stakeholders expressed a desire for better lighting, a greater police presence, and more active commercial uses to ensure a lively street atmosphere.
- Wayfinding to both parking and downtown destinations is not currently adequate. Better signage on Oxnard Boulevard and traffic circulation (via improved left-turn opportunities) would reduce confusion.
- Future funding should be directed toward further enhancing the downtown's streetscapes rather than improving transit.
- Parking availability is abundant in certain areas, but lacking in key locations due to employees parking in spaces long-term, compounded by a lack of enforcement.
- Parking pricing is not presently desirable, but could be instituted if demand reaches exceptional levels.

ATTACHMENT 2

PAGE 131 OF 156

Appendix G. Sample Parking Ordinances

City of Ventura, CA

ORDINANCE NO. 2009-___
AN ORDINANCE OF THE COUNCIL OF THE CITY OF SAN BUENAVENTURA AMENDING CHAPTERS 2.410, 2.455, 4.400, 16.215, 16.220 AND 16.225 OF THE SAN BUENAVENTURA MUNICIPAL CODE FOR THE PURPOSES OF REGULATING PUBLIC PARKING IN THE DOWNTOWN AND CREATING A DOWNTOWN PARKING DISTRICT AND A DOWNTOWN PARKING ADVISORY COMMITTEE

The Council of the City of San Buenaventura does ordain as follows:

Section 1. The City Council finds and determines as follows:

A. The City provides vehicular parking in the downtown area within parking structures, upon surface parking lots, and upon public streets; and

B. The City has conducted a substantive review of current parking practices and literature to determine the most effective ways of managing parking supply and demand; and

C. The City has conducted public meetings about parking supply, parking demand and parking management as a part of, and subsequent to, the development and adoption of the Downtown Specific Plan; and

D. Based upon that review and subsequent public meetings the City Council adopted a Downtown Parking Management Program as a part of the Downtown Specific Plan that establishes a program of managing on-street and off-street parking to achieve a 15% vacancy rate through various programs and pricing outlined in the adopted Downtown Parking Management Program; and

E. A vacancy rate of approximately 15% is necessary and desirable to facilitate utilization of parking resources by as many different people as possible; and

F. Using metered parking to achieve a vacancy rate of 15% eliminates the need for time restrictions on those metered parking spaces; and

G. The existing parking permit and parking meter ordinances require modification in order to meet the changing parking demands; and

H. California Vehicle Code section 22508 authorizes cities to establish parking meter zones and to fix the rates for such zones; and

I. The City Council has determined that a parking meter system is justified to defray the cost of installation, operation, and control, as well as the costs of other parking management activities; and

ATTACHMENT 2

J. This Chapter is for the dual purposes of regulating traffic and the parking of vehicles and collecting fair and reasonable charges for parking services; and

K. Revenues from parking meters may be used not only in defraying the expenses of installation, operation, and control of such parking spaces and parking meters, but also those incurred in the control of traffic and enforcement of traffic regulations; and

L. Revenues from parking meters may be used to fund alternative transportation programs, projects and enhancements that reduce the demand for, or increase supply of parking resources in the parking district which receipts are generated; and

M. Nothing in this ordinance shall be deemed to affect any existing parking district.

Section 2. Section 2.410.120 is amended to read as follows:

Sec. 2.410.120. Commissions. Boards and Committees Established.
The following boards, commissions and committees are established:

A. Planning Commission consisting of seven members with qualifications, duties and powers as specified in Chapter 2.415.

B. Design Review Committee consisting of five members with qualifications, duties and powers as specified in Chapter 2.420.

C: Parks and Recreation Commission consisting of· seven members with qualifications, duties and powers as specified in Chapter 2.425.

D. Historic Preservation Committee consisting of five members with qualifications, duties and powers as specified in Chapter 2.430.

E. Cultural Affairs Commission consisting of seven members with qualifications, duties and powers as specified in Chapter 2.435.

F. Library Advisory Commission consisting of five members with qualifications, duties and powers as specified in Chapter 2.440.G. Public Art Commission consisting of seven members with qualifications, duties and powers as specified in Chapter 2.445.

H. Tree Advisory Committee consisting of five members with qualifications, duties and powers as specified in Chapter 2.450.

Section 3. Chapter 2.455 is added to read as follows:

Chapter 2.455 Downtown Parking Advisory Committee
Sec. 2.455.010. Administration.

The director of public works, or designee, shall serve as the committee secretary and custodian of its records but shall have no vote.

ATTACHMENT 2

Sec. 2.455.020. Qualifications for Service.

PAGE 133 OF 156

A. One member shall be a City resident whose principal address is within the Downtown Parking District Area.

B. Two members shall be business owners, operators or managers whose business is within the Downtown Parking District Area.

C. Two members shall be the owners of commercial property situated within the Downtown Parking District Area.

D. One member shall be a City resident of the recommended for appointment by a downtown organization that has been identified by the City Council.

E. One member shall be a City resident appointed to represent parking users in general.

Sec. 2.455.030 Duties.

The downtown parking advisory committee shall have the power, and it shall be its duty, to:

1. Consider and make recommendations on issues or questions relating to downtown parking.

2. Assist, advise, and make recommendations actions to the City Council, Planning Commission, and staff, upon request of those bodies and persons.

3. Advise on parking management strategies and programs in the Downtown Parking District area.

4. Review and make advisory recommendations regarding management, maintenance and operations of the Downtown Parking District, including such matters as maintenance, operating and capital budgets, hours of operation, parking pricing policies, valet programs, and employee commuter parking policies.

Section 4. Chapter 4.400 is added to read as follows:

Chapter 4.400 Downtown Parking District

Sec. 4.400.010. Establisl:1ment of District and of District Boundaries.

A Downtown Parking District is hereby established. The boundaries of the district shall be the same as the Downtown Specific Plan Boundary as approved by the City Council in March 2007, as it may be amended from time to time.

Sec. 4.400.020. Purpose.

The Downtown Parking District is established to manage public parking supply and demand within the district boundaries as well as improve transportation and parking related facilities and programs.

Sec. 4.400.020. Use of Revenue.

ATTACHMENT 2

PAGE 134 OF 156

All revenues collected from parking pay stations, meters, leases, and permits, in the Downtown Parking District shall be placed in a special fund, which fund shall be used exclusively for activities benefiting the parking district. The specific authorized use of revenues shall be as follows:

1. For purchasing, leasing, installing, repairing, maintaining, operating, removing, regulating and policing of pay stations and/or parking meters in the parking district and for the payment of any and all expenses relating thereto.

2. For purchasing, leasing, acquiring, improving, operating and maintaining on- or off-street parking facilities.

3. For installation and maintenance of alternative mode programs, landscaping, pedestrian linkages, sidewalk cleaning, street, way finding systems, and traffic-control devices and signals.

4. For the painting and marking of streets and curbs required for the direction of traffic and parking of motor vehicles,

5. For proper security within the district.

6. For the proper regulation, control, enforcement and inspection of parking and traffic upon the public streets and off-street parking facilities.

7. To be pledged as security for the payment of principal of and interest on financing mechanisms used by the city to meet any of the purposes authorized by this section.

8. For transportation and parking planning, marketing and education programs related to the Downtown Parking District.

9. For construction and maintenance of public restrooms that enhance parking facilities.

10. Revenues from residential parking permits may, in addition to the foregoing, be used for sidewalk, landscaping and other transportation, pedestrian or bicycle enhancements on streets where the residential permit parking is provided.

Section 5. Section 16.215.030 is repealed and reenacted in its entirety to read as follows:

Sec. 16.215.030 Parking prohibited during certain hours on certain streets.

A. Signs designating hours. When signs are erected in each block giving notice thereof, no person shall park a vehicle between the hours specified by sign on any day except Sundays and public holidays upon any of the streets so posted.

B. Twenty-four-minute parking. Green curb markings shall mean no standing or parking for a period of time longer than 24 minutes at any time during' certain hours on any day as posted. When authorized signs, pay stations, parking meters or curb markings have been determined by the city traffic engineer, with the approval of the city manager, to be necessary and are in place giving notice thereof, no operator of any vehicle shall stop, stand or park said vehicle adjacent to any such legible curb marking or sign or parking meter in violation thereof.

ATTACHMENT 2

C. Forty-minute parking. When authorized signs, parking meters or curb markings have been determined by the city traffic engineer, with the approval of the city manager, to be necessary and are in place giving notice thereof, no operator of any vehicle shall stop, stand or park said vehicle during certain hours of any day as posted, for a period of time longer than 40 minutes.

D. One-hour parking. When authorized signs, pay stations, parking meters or curb markings have been determined by the city traffic engineer, with the approval of the city manager, to be necessary and are in place giving notice thereof, no operator of any vehicle shall stop, stand or park said vehicle during certain hours of any day as posted for a period of time longer than one hour.

E. Two-hour parking. When authorized signs, pay stations, parking meters or curb markings have been determined by the city traffic engineer, with the approval of the city manager, to be necessary and are in place giving notice thereof, no operator of any vehicle shall stop, stand or park said vehicle between the hours posted of any day for a period of time longer than two hours.

F. One-hour or two-hour parking in certain school neighborhoods. When authorized signs, parking meters or curb markings have. Been determined by the city traffic engineer, with the approval of the city manager, to be necessary and are in place giving notice thereof, no operator of any vehicle shall stop, stand or park said vehicle on any portion of a local street that is within a one-quarter mile radius of a high school or college for a period of time longer than one hour between the hours of 8:00 a.m. and 3:00 p.m. of any day that the nearby high school or college is holding classes. Notwithstanding the parking restrictions of this section, residents on those streets where a parking restriction is posted contiguous to their residence pursuant to this section may receive a preferential parking permit. Permits may be obtained at City Hall by completing an application. The required application shall include, at minimum, a valid California Department of Motor Vehicles registration showing the address of the registered owner as meeting the requirements of this section. No more than three permits will be issued per parcel. Each permit will require a separate registered vehicle to which it is assigned. A fee will be charged and the permit will remain valid for two years.

G Special event or construction permits. The city traffic engineer is authorized to issue special permits to reserve parking spaces for special events or activities related to construction or maintenance. A daily fee will be charged to the permittee.

H. Downtown residential parking permits. Notwithstanding the parking restrictions of this section and when determined by the city traffic engineer, residents within the Downtown Parking District on those streets where a one-hour, two-hour, or paid parking restriction is posted may receive a preferential residential parking permit. Permit stickers may be obtained at City Hall by completing an application. Residential permits will be issued based upon on-street utilization, offstreet utilization, impact from non-residential uses, impact to neighborhood commercial and retail activity, existing land uses, nonconforming uses and other essential factors determined by the city traffic engineer. The required application shall include, at minimum, a valid California Department of Motor Vehicles registration showing the address of the registered owner as meeting the requirements of this section. No more than one sticker per residential unit will be issued. Each sticker will require a separate

ATTACHMENT 2

registered vehicle to which it is assigned. A fee will be charged and the permit will remain valid for two years.

Section 6. Section 16.220.010 is repealed and reenacted in its entiretyto read as follows:

Sec. 16.220.010. Generally.

A. Authority to establish loading zones.

1. The city traffic engineer is hereby authorized to determine and to mark loading zones and passenger loading zones as follows:

   (a) At any place in the central traffic district or any business district.

   (b) Elsewhere in front of the entrance to any place of business or in front of any hall or place used for the purpose of public assembly.

2. In no event shall more than one-half of the total curb length in any block be reserved for loading zone purposes.

3. Loading zones shall be indicated by yellow paint upon the top of all curbs within such zones and with markings indicating the time and days in effect.

4. Passenger loading zones shall be indicated by white paint upon the top of all curbs in said zones and with markings indicating the time and days in effect.

B. Curb markings to indicate no-stopping and parking regulations.

1. The city traffic engineer, with the approval of the city manager, is hereby authorized, subject to the provisions and limitations of this chapter, to place, and when required herein, shall place, the following curb markings to indicate parking and standing regulations, and said curb markings shall have the meanings as herein set forth:

   (a) Red zones shall mean no stopping, standing or parking at any time except as permitted by the Vehicle Code, and except that a bus may stop in a red zone marked or signed as a bus zone.

   (b) Yellow zones shall mean no stopping, standing or parking at certain posted hours of any day except Sundays and holidays for any purpose other than the loading or unloading of passengers or materials, provided that the loading or unloading of passengers shall not consume more than three minutes nor the loading or unloading of materials more than 20 minutes. Loading zones are in effect only for posted hours as determined by the city traffic engineer, with the approval of the city manager.

   (c) White zones shall mean no stopping, standing or parking for any purpose other than loading or unloading of passengers, or for the purpose of depositing mail in an adjacent mailbox, which shall not exceed three minutes. White zones are in effect only for posted hours as determined by the city traffic engineer, with the approval of the city manager of any day except Sundays and holidays and except as follows:

      (1) When such zone is in front of a hotel, the restrictions shall apply at all times.

ATTACHMENT 2

(2) When such zone is in front of a theater, the restrictions shall apply at all times except when such theater is closed.

(d) Blue zones shall mean no stopping, standing, or parking at any time, except for the handicapped, as defined and permitted by the Vehicle Code.

(e) When the city traffic engineer, as authorized under this section, has caused curb markings to be placed, no person shall stop, stand, or park a vehicle adjacent to such legible curb markings in violation of any of the provisions in this section.

C. Effect of permission to load or unload.

1. Permission herein granted to stop or stand a vehicle for purposes of loading or unloading of materials shall apply only to commercial vehicles and shall not extend beyond the time necessary therefore, and in no event for more than 20 minutes.

2. The loading or unloading of materials shall apply only to commercial deliveries, also the delivery or pick-up of express and parcel post packages and United States mail.

3. Permission herein granted to stop or park for purposes of loading or unloading passengers shall include the loading of personal baggage but shall not extend beyond the time necessary therefore and in no event for more than three minutes.

4. Within the total time limits above specified, the provisions of this section shall be enforced so as to accommodate necessary and reasonable loading or unloading but without permitting abuse of the privileges hereby granted.

Section 7. Section 16.220.060 is added to read as follows:

Sec. 16.220.060. Valet Parking

A. The city traffic engineer may permit valet parking stands to use public streets in such places and in such a manner as he or she shall determine and approve. Valet parking may be permitted only when the permittee demonstrates availability and control of sufficient off-street parking to meet projected demand. A fee shall be charged in an amount determined by the City Council.

B. Appropriate signs approved by the city traffic engineer shall identify each valet parking stand. The signs shall be posted during operation hours at each location where they take possession of vehicles. The sign shall identify the name, address and telephone number of the operator, the rate charged and hours of operation. In addition, the permittee shall be responsible for the cost of regulatory signage determined to be necessary by the city traffic engineer.

C. The valet parking operator shall, upon receipt of each motor vehicle accepted for valet parking, give a claim check to the owner. The claim check shall explicitly state the terms and conditions under which the vehicle is being accepted. The valet parking operator shall not disclaim the responsibilities of a bailee.

ATTACHMENT 2

D. The city traffic engineer, police chief, or fire chief, or their designee, may suspend valet parking operations, without prior notice or hearing, when it may interfere with public safety efforts or programs, street improvement activities, special events, construction activities, cleaning efforts or with the health, welfare or safety of the public.

Section 8. Chapter 16.225 is repealed and reenacted in its entirety to read as follows:

Chapter 16.225 Parking Pay Stations and Parking Meter Zones
Sec. 16.225.010. Generally.

A. Parking pay station and meter zones are those streets or portions of streets established by ordinance of the City Council as zones within which the parking of vehicles may be controlled, regulated, and inspected with the aid of parking pay stations or parking meters.

B. Parking pay stations and meter zones may be established in areas to manage the supply of parking and to make it reasonably available when and where needed. To accomplish this goal, a target on-street occupancy rate of eighty five percent (85%) is hereby established for pay station and parking meter zones.

C. The city traffic engineer shall cause parking pay stations or meters to be installed and maintained in all parking pay station and meter zones. The maximum rate shall be set by the City Council. During a fiscal year, the City Transportation Manager may adjust pay station and meter rates up or down 50 cents per hour in 25-cent increment based on average occupancy rates in order to achieve a target occupancy rate of eighty five percent (85%). Any increase over 50 cents per hour in a fiscal year shall require City Council approval.

Sec. 16.225.020. Manner of installation.

A. Parking pay stations and meters shall be installed upon the curb or sidewalk area adjacent to parking spaces. Each pay station or meter shall be placed in such manner as to show or display that the parking space is or is not legally in use.

B. Each parking pay station or meter shall be able to clearly display, after the operational procedure has been completed, a sign or signal indicating when the lawful parking period will expire for that space.

Sec. 16.225.030. Parking pay stations and meters.

A. Time of operation. The provisions of this ordinance relating to the operation of parking pay stations or parking meters shall be effective for posted hours and days as determined by the city traffic engineer.

B. Operational procedure to be followed. Immediately after occupancy of a paid parking space, the operator of a vehicle shall deposit a coin or paper currency of the United States or use a credit card or other acceptable form of payment in said parking pay station or meter and follow operational procedures in accordance with the instructions posted on the parking pay station or parking meter.

C. Unlawful to park after pay station or meter time has expired. No operator of any vehicle shall permit said vehicle to remain parked in any parking space during any time that the pay

ATTACHMENT 2

station or meter is illegally in use other than such time immediately after the original occupancy as is necessary to operate the pay station or meter to show legal parking.

D. Unlawful to extend time beyond limit. No person shall allow a vehicle to be parked for a period beyond the maximum legal parking time limit that has been established for the parking space.

E. Improper use of pay station or meter. No person shall deposit, attempt to deposit, or cause to be deposited in any parking pay station or meter any defaced or bent coin, or any slug, device or metallic substitute for a coin of the United States, or deface, injure, tamper with, open or willfully break, destroy or attempt in any manner to impair the usefulness of any parking pay station or meter.

F. Deposit of payment in pay station or meter by unauthorized person. No person, other than the owner or operator of a vehicle, shall deposit any acceptable form of payment in any parking meter without the knowledge or consent of said owner or operator of the vehicle using the parking space controlled by said meter or pay station.

G. Parking pay stations, meters and parking meter standards not to be used for certain purposes. No person shall attach anything to or allow a bicycle, news rack or any other chapter or thing to lean against a parking pay station, parking meter or parking meter standard.

H. Special reservation of parking pay station or parking meter spaces. The city traffic engineer is authorized to issue special permits to reserve pay station or parking meter spaces. A pay station space or parking meter space may be reserved for special events or it may be reserved for activities related to construction or maintenance, thereby allowing parking of commercial vehicles for the performance of work . A daily fee will be charged to the permittee.

Sec. 16.225.040. Rule of evidence.

The parking or standing of any motor vehicle in a parking space, at which space the parking meter displays the sign or signal indicating illegal parking, shall constitute a prima facie presumption that the vehicle has been parked or allowed to stand in such space for a period longer than permitted by this ordinance.

Sec. 16.225.050. Use of money deposited in parking pay stations and meters.

All moneys collected from parking pay stations, and meters in this city shall be placed in a special fund, which fund shall be devoted exclusively to purposes within the geographic boundaries of the parking district from which the revenue is collected. Such moneys shall be used for the purposes stated in the parking district establishment ordinance:

Sec. 16.225.060. Application of other chapters.

No section of this chapter shall be construed as permitting any parking in violation of any other provision of this ordinance.

ATTACHMENT 2

PAGE 140 OF 156

Sec. 16.230.020. Permits for loading or unloading at curb.

A. The police department or city traffic engineer is authorized to issue special permits to permit the loading or unloading of merchandise or materials subject to the terms and conditions of such permit. Such permits may be issued either to the owner or lessee of real property or to the owner of the vehicle and shall grant to such person the privilege as therein stated and authorized herein.

B. It shall be unlawful for any permittee or other person to violate any of the special terms or conditions of any such permit.

C. If the permit is in a parking pay station or parking meter zone, the permittee shall pay an amount at least equal to the lost revenue of the parking spaces.

Section 9. No Effect on Existing Parking Districts.

The City Council does not intend this ordinance to be interpreted to have any effect on existing parking districts within the City.

Section 10. CEQA Findings.

EXEMPTION, FROM CALIFORNIA ENVIRONMENTAL QUALITY ACT.
The City Council finds that the enactment of the parking regulations pursuant to this Ordinance is determined to be exempt under Section 15061 (b)3 of the of Title 14 of the California Code of Regulations (the "State CEQA Guidelines") in that the adoption of these regulations will not result in reasonably foreseeable construction activities or other physical activities, either directly or indirectly. It can therefore be foreseen that the enactment of this ordinance does not have the potential to result in significant effects on the environment.

ATTACHMENT 2

PAGE 141 OF 156

Redwood City, CA

ORDINANCE NO., __ _
AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF REDWOOD CITY AMENDING CHAPTER 20, ARTICLE VII OF THE REDWOOD CITY MUNICIPAL CODE BY AMENDING SECTIONS 20.96 THROUGH 20.96.21 IN THEIR ENTIRETY AND DIVISIONS 4, 5 AND 9 IN THEIR ENTIRETY.

RECITALS

WHEREAS, planned new development in Downtown Redwood City is likely to increase traffic and parking demand. (Downtown Mixed Use Retail/Cinema Project Environmental Report, 2000); and

WHEREAS, the City has conducted a substantive review of the literature and the practices of other cities to determine the most effective ways of managing the traffic and parking demand; and

WHEREAS, based on that review the City has determined that the most effective tool for managing on-street parking is a program of pricing the on-street public parking at a rate so as to achieve a fifteen percent (15%) vacancy rate in the parking spaces on each block. (See Shoup, Donald. The High Cost of Free Parking, American Planning Association Planners Press. 2005); and

WHEREAS, underpriced on-street parking causes "cruising," which adds to traffic congestion. Shoup, page 291; and

WHEREAS, a vacancy rate of about 15% is necessary to avoid cruising induced traffic, to facilitate easy ingress and egress, and to offer parking opportunities to as many different people as possible. Shoup, page 297; and

WHEREAS, California Vehicle Code Section 22508 authorizes cities to establish parking meter zones and to fix the rate of fees for such zones; and

WHEREAS, parking meter rate ordinances "may ... justify a fee system intended and calculated to hasten the departure of parked vehicles in congested areas, as well as to defray the cost of installation and supervision." OeAryan v. City of San Diego, 75 CA2d 292, 296 (1946); and

WHEREAS, such parking meter rate ordinances are for the purpose of regulating traffic and the parking of vehicles in the public streets, not a tax for revenue purposes. Id at 293; and

WHEREAS, receipts from such parking meter rate ordinances "may be used not only in defraying the expenses of installation, operation and control of such parking space and parking meters, but also those incurred in the control of traffic which may affect or be affected by the parking of vehicles in the parking meter zones thus created, including those incurred in connection with painting lines and signs, maintaining mechanical traffic signals and other expenses of regulating traffic and enforcing traffic regulations with respect to all traffic which may affect or be affected by the parking of vehicles in parking meter zones." Id at 296; and

ATTACHMENT 2

PAGE 142 OF 156

WHEREAS, using parking meter rates to achieve a vacancy rate of about 15% negates the necessity for time restrictions on the use of parking spaces; and

WHEREAS, certain formerly unmetered off-street parking facilities must be metered in order to meet the demands of changing patterns of use of Downtown parking; and

WHEREAS, the parking permit program requires modifications in order to meet the demands of changing patterns of use of Downtown parking.

NOW THEREFORE BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF REDWOOD CITY THAT:

1. Sections 20.96 through 20.96.21 of Chapter 20, Article VII, Division 1, are hereby amended in their entirety to read as follows:

Sec. 20.96. PARKING TIME LIMITED ON CERTAIN DESIGNATED STREETS DURING CERTAIN DESIGNATED PERIODS: When signs are erected giving notice thereof, parking shall be limited as specified in the table below. Such limitations on parking shall be effective daily except on Sundays and holidays.

Street	Side	Limits	Maximum Parking Period	Applicable Hours
Arch Street	Easterly	Brewster Avenue to a point one hundred twenty-five feet (125') northerly of Brewster Avenue	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Arguello Street	Both	Brewster Avenue to Alden Street	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Arguello Street	Westerly	Alden Street to Hopkins Avenue	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Arguello Street	Westerly	Whipple Avenue to a point one hundred feet (100') southerly of Whipple Avenue	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Birch Street	Both	Broadway to a point one hundred ninety five feet (195') northerly of Broadway	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Brewster Avenue	Both	Warren to Arguello	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Brewster Avenue	Northwesterly	From a point sixty feet (60') northeasterly of northeasterly line of Arch Street to Broadway	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Brewster Avenue	Southeasterly	Broadway to Arch Street	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Broadway	Both	Brewster Avenue to Duane Street	One (1) hour	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Broadway	Southerly	From Douglas Avenue to a point two hundred twenty four feet (224') easterly of Douglas Avenue	One (1) hour	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Cedar Street	Southerly	Main Street to El Camino Real	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Charter Street	Northerly	Hancock to El Camino Real	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Clinton Street	Both	Brewster to Broadway	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.
Clinton Street	Easterly	Seventy five feet (75') northerly of Broadway	Two (2) hours	Between the hours of nine o'clock (9:00) A.M. to six o'clock (6:00) P.M.

ATTACHMENT 2

PAGE 143 OF 156

2. Division 4 of Chapter 20, Article VII is hereby amended in its entirety to read as follows:

DIVISION 4. PARKING METER ZONES

Sec. 20.115. MANNER OF ESTABLISHING PARKING METER ZONES: Parking meter zones in streets, public rights-of-way, and publicly controlled off-street parking facilities rates and regulations for use therein shall be as established in this Division.

Sec. 20.116. ESTABLISHMENT OF DOWNTOWN METER ZONE: The Downtown Meter Zone is hereby established and is described as follows: That certain area of the City of Redwood City, County of San Mateo, State of California, bounded by the following described line:

Commencing at the point where the centerline of Brewster Avenue intersects with the northeasterly edge of the Veterans Boulevard right-of way, extending along the centerline of Brewster Avenue to the southerly edge of the Broadway right-of-way; extending along the southerly edge of the Broadway right-of-way to the centerline of El Camino Real; extending along the centerline of the El Camino Real to the centerline of James Avenue; extending along the centerline of James Avenue to the centerline of the Southern Pacific Railroad; extending along the centerline of the Southern Pacific Railroad to the westerly edge of the Maple Street right-of way; extending along the westerly edge of the Maple Street right-of-way to the centerline of Stambaugh Street; extending along the centerline of Stambuagh Street to the westerly edge of the Walnut Street right-of-way, extending along the westerly edge of the Walnut Street right-of-way to the southerly edge of the Broadway right-of-way; extending along the southerly edge of the Broadway right-of-way to the centerline of Beech Street; extending along the centerline of Beech Street to the northerly edge of the Broadway right-of-way; extending along the northerly edge of the Broadway right-of-way to the centerline of Maple Street; extending along the centerline of Maple Street to the northerly edge of the Veterans Boulevard right-of-way; extending along the northerly edge of the Veterans Boulevard right-of-way to the point of commencement.

Sec. 20.117. ESTABLISHMENT OF DOWNTOWN METER ZONE BASE METER RATES FOR ON-STREET PARKING AREAS: Under the authority of California Vehicle Code section 22508, the City Council hereby establishes the following Base Meter Rates for the following onstreet parking areas within the Downtown Meter Zone:

ATTACHMENT 2

PAGE 144 OF 156

Street	Side	Limits	Base Meter Rate (Per Hour)	
			Monday through Friday, 10:00am to 6:00pm	Monday through Friday, 6:00pm to 10pm; and Saturday through Sunday, 10:00am until 10:00pm
Allerton Street	Southwesterly	Brewster Avenue to Fuller Street	$0.25	Free
Allerton Street	Northeasterly	Brewster Avenue to Fuller Street	$0.25	Free
Allerton Street	Southwesterly	Fuller Street to Bradford Street	$0.25	Free
Allerton Street	Northeasterly	Fuller Street to Bradford Street	$0.25	Free
Arch Street	Southwesterly	Brewster Avenue to Broadway	$0.25	Free
Arch Street	Northeasterly	Brewster Avenue to Broadway	$0.25	Free
Arguello Street	Southwesterly	Brewster Avenue to Marshall Street	$0.25	Free
Arguello Street	Northeasterly	Fuller Street to Bradford Street	$0.25	Free
Arguello Street	Northeasterly	Bradford Street to Marshall Street	$0.25	Free
Arguello Street	Northeasterly	Marshall Street to Broadway	$0.50	$0.75
Bradford Street	Northwesterly	Arguello Street to Warren Street	$0.25	Free
Bradford Street	Southeasterly	Arguello Street to Warren Street	$0.25	Free
Bradford Street	Northwesterly	Warren Street to Allerton Street	$0.25	Free
Bradford Street	Southeasterly	Warren Street to Allerton Street	$0.25	Free
Bradford Street	Northerly	Middlefield Road to Jefferson Avenue	$0.25	Free
Bradford Street	Southerly	Middlefield Road to Jefferson Avenue	$0.25	Free
Bradford Street	Northerly	Jefferson Avenue to Main Street	$0.25	Free
Bradford Street	Southerly	Jefferson Avenue to Main Street	$0.25	Free
Bradford Street	Northerly	Main Street to Walnut Street	$0.50	Free
Bradford Street	Southerly	Main Street to Walnut Street	$0.50	Free
Broadway	Northerly	Arch Street to El Camino Real	$0.25	Free
Broadway	Southerly	Arch Street to El Camino Real	$0.25	Free
Broadway	Northerly	El Camino Real to Perry Street	$0.50	$0.75
Broadway	Southerly	El Camino Real to California Street	$0.50	$0.75
Broadway	Northerly	Arguello Street to Winslow Street	$0.50	$0.75
Broadway	Southerly	Arguello Street to Winslow Street	$0.50	$0.75
Broadway	Northerly	Winslow Street to Hamilton Street	$0.50	$0.75
Broadway	Southerly	Winslow Street to Hamilton Street	$0.50	$0.75
Broadway	Northerly	Hamilton Street to Middlefield Road	$0.50	Free
Broadway	Northerly	Middlefield Road to Jefferson Avenue	$0.50	$0.75
Broadway	Southerly	Middlefield Road to Jefferson Avenue	$0.50	Free
Broadway	Northerly	Jefferson Avenue to Main Street	$0.50	$0.75
Broadway	Southerly	Jefferson Avenue to Main Street	$0.50	$0.75

ATTACHMENT 2

PAGE 145 OF 156

Broadway	Northerly	Maple Street to Beech Street	$0.25	Free
Broadway	Southerly	Cassia Street to Beech Street	$0.25	Free
California Street	Westerly	Broadway to Winklebleck Street	$0.50	Free
California Street	Easterly	Broadway to Winklebleck Street	$0.50	Free
California Street	Westerly	Winklebleck Street to James Street	$0.25	Free
California Street	Easterly	Winklebleck Street to James Street	$0.25	Free
El Camino Real	Northeasterly	Brewster Avenue to Broadway	$0.25	Free
El Camino Real	Southwesterly	Brewster Avenue to Broadway	$0.25	Free
El Camino Real	Northeasterly	Winklebleck Street to James Street	$0.25	Free
Fuller Street	Northwesterly	Warren Street to Allerton Street	$0.25	Free
Fuller Street	Southeasterly	Warren Street to Allerton Street	$0.25	Free
Fuller Street	Northwesterly	Allerton Street to Winslow Street	$0.25	Free
Fuller Street	Southeasterly	Allerton Street to Winslow Street	$0.25	Free
Hamilton Street	Westerly	Marshall Street to Broadway	$0.50	$0.50
Hamilton Street	Easterly	Marshall Street to Broadway	$0.50	$0.50
Hamilton Street	Westerly	Broadway to Winslow Street	$0.50	$0.50
Hamilton Street	Easterly	Broadway to Winslow Street	$0.50	$0.50
Jefferson Avenue	Easterly	Veterans Boulevard to Bradford Street	$0.25	Free
Jefferson Avenue	Westerly	Veterans Boulevard to Bradford Street	$0.25	Free
Jefferson Avenue	Easterly	Bradford Street to Marshall Street	$0.25	Free
Jefferson Avenue	Westerly	Bradford Street to Marshall Street	$0.25	Free
Jefferson Avenue	Easterly	Marshall Street to Broadway	$0.50	$0.50
Jefferson Avenue	Westerly	Marshall Street to Broadway	$0.50	$0.50
Jefferson Avenue	Easterly	Broadway to Middlefield Road	$0.50	$0.75
Jefferson Avenue	Westerly	Broadway to Middlefield Road	$0.50	$0.75
Main Street	Easterly	Bradford Street to Marshall Street	$0.25	Free
Main Street	Westerly	Bradford Street to Marshall Street	$0.25	Free
Main Street	Easterly	Marshall Street to Broadway	$0.50	$0.50
Main Street	Westerly	Marshall Street to Broadway	$0.50	$0.50
Main Street	Easterly	Stambaugh Street to Middlefield Road	$0.50	$0.50
Main Street	Easterly	Broadway to Stambaugh Street	$0.50	$0.50
Main Street	Westerly	Broadway to Middlefield Road	$0.50	$0.50
Maple Street	Northwesterly	Marshall Street to Broadway	Free	Free
Marshall Street	Northwesterly	Arguello Street to Warren Street	$0.25	Free
Marshall Street	Northwesterly	Warren Street to Winslow Street	$0.25	Free
Marshall Street	Southeasterly	Arguello Street to Winslow Street	$0.25	Free
Marshall Street	Southerly	Winslow Street to Hamilton Street	$0.25	Free
Marshall Street	Northerly	Hamilton Street to Middlefield Road	$0.25	Free
Marshall Street	Southerly	Hamilton Street to Middlefield Road	$0.25	Free
Marshall Street	Northerly	Middlefield Road to Jefferson Avenue	$0.25	Free
Marshall Street	Southerly	Middlefield Road to Jefferson Avenue	$0.25	Free
Marshall Street	Northerly	Main Street to Walnut Street	$0.25	Free
Marshall Street	Southerly	Spring to Walnut Street	$0.25	Free
Marshall Street	Southerly	Walnut Street to Maple Street	$0.25	Free
Marshall Street	Northerly	Walnut Street to Marshall Court	$0.25	Free

ATTACHMENT 2

Marshall Street	Northerly	Marshall Court to Maple Street	$0.25	Free
Middlefield Road	Easterly	Veterans Boulevard to Bradford Street	$0.25	Free
Middlefield Road	Westerly	Veterans Boulevard to Bradford Street	$0.25	Free
Middlefield Road	Easterly	Bradford Street to Marshall Street	$0.25	Free
Middlefield Road	Westerly	Bradford Street to Marshall Street	$0.25	Free
Middlefield Road	Easterly	Marshall Street to Broadway	$0.50	$0.50
Middlefield Road	Westerly	Marshall Street to Broadway	$0.50	$0.50
Middlefield Road	Westerly	Broadway to Winslow Street	$0.50	$0.75
Middlefield Road	Northeasterly	Winslow Street to Jefferson Avenue	$0.50	$0.75
Middlefield Road	Northeasterly	Jefferson Avenue to Main Street	$0.50	$0.50
Perry Street	Southwesterly	Brewster Avenue to Commercial Way	$0.25	Free
Perry Street	Southwesterly	Commercial Way to Broadway	$0.50	$0.50
Stambaugh Street	Northeasterly	Main Street to Maple Street	$0.25	Free
Stambaugh Street	Southwesterly	Main Street to Maple Street	$0.25	Free
Veterans Boulevard	Northeasterly	Brewster Street to Main Street	Free	Free
Veterans Boulevard	Southwesterly	Brewster Street to Middlefield Road	Free	Free
Veterans Boulevard	Southwesterly	Middlefield Road to Jefferson Avenue	Free	Free
Veterans Boulevard	Southerly	Walnut Street to Maple Street	$0.25	Free
Veterans Boulevard	Northerly	Walnut Street to Maple Street	Free	Free
Walnut Street	Westerly	Veterans Boulevard to Bradford Street	$0.50	Free
Walnut Street	Westerly	Bradford Street to Marshall Street	$0.50	Free
Walnut Street	Easterly	Veterans Boulevard to Marshall Street	$0.50	Free
Walnut Street	Easterly	Marshall Street to Spring Street	$0.25	Free
Walnut Street	Westerly	Marshall Street to Spring Street	$0.25	Free
Walnut Street	Westerly	Broadway to Spring	$0.25	Free
Warren Street	Northeasterly	Brewster Avenue to Fuller Street	$0.25	Free
Warren Street	Southwesterly	Brewster Avenue to Fuller Street	$0.25	Free
Warren Street	Northeasterly	Fuller Street to Bradford Street	$0.25	Free
Warren Street	Southwesterly	Fuller Street to Bradford Street	$0.25	Free
Warren Street	Northeasterly	Bradford Street to Marshall Street	$0.25	Free
Warren Street	Southwesterly	Bradford Street to Marshall Street	$0.25	Free
Winklebleck Street	Southerly	El Camino Real to California Street	$0.50	Free
Winklebleck Street	Northerly	El Camino Real to California Street	$0.50	Free
Winslow Street	Easterly	Brewster Avenue to Bradford Street	$0.25	Free
Winslow Street	Westerly	Brewster Avenue to Fuller Street	$0.25	Free
Winslow Street	Westerly	Fuller Street to Bradford Street	$0.25	Free
Winslow Street	Westerly	Bradford Street to Marshall Street	$0.25	Free
Winslow Street	Easterly	Marshall Street to Broadway	$0.50	$0.50
Winslow Street	Westerly	Marshall Street to Broadway	$0.50	$0.50
Winslow Street	Easterly	Broadway to Hamilton Street	$0.50	$0.50
Winslow Street	Westerly	Broadway to Hamilton Street	$0.50	$0.50

ATTACHMENT 2

Sec. 20.118. ESTABLISHMENT OF DOWNTOWN METER ZONE BASE METER RATES FOR SPECIFIED OFF-STREET PARKING AREAS: The following base meter rates are hereby established for certain off-streetparking areas:

		Base Meter Rate	
Parking Facility	Description of Location	Monday through Friday, 10:00am to 6:00pm	Monday through Friday, 6:00pm to 10pm; and Saturday through Sunday, 10:00am until 10:00pm
Library Parking Lot "A"	Located southwesterly of the intersection of Main Street with Middlefield Road	$0.50	$0.50
Library Parking Lot "B"	Located southeasterly of the intersection of Jefferson Avenue with Middlefield Road	$0.50	$0.50
City Hall Parking Lot	Located at the east side of City Hall, near the rear entry thereof, 1017 Middlefield Road	$0.75	$0.75
Winslow Street Parking Lot	Located northwesterly of the intersection of Winslow Street with Hamilton Street	$0.25	$0.25
Perry Street Parking Lot	Located northwesterly of the intersection of Perry Street with Commercial Way	$0.50	$0.50
Main Street Parking Lot	Located at the southerly of Broadway, between Main Street and Jefferson Avenue, and northeasterly of City Hall, 1017 Middlefield Road	$0.25	$0.25

Sec. 20.119. ESTABLISHMENT OF DOWNTOWN METER ZONE BASE METER RATES FOR SPECIFIED OFF-STREET PARKING AREAS: The following base meter rates are hereby established for certain off-street parking areas:

Parking Facility	Description of Location	Peak Hours	Hourly Rate For Peak Hours	Base Hourly Rate For Non-Peak Hours
Jefferson Avenue Garage	Located southwesterly of the intersection of Broadway with Jefferson Avenue	Monday through Thursday, 5:00pm until closing, but no later than 3:00am; Friday, from 12:00pm until closing, but no later than 3:00am; and Saturdays, Sundays, and holidays from opening until closing, but no later than 3:00am.	$5.00	$0.25
Middlefield Road Parking Lot	Located westerly of the intersection of Middlefield Road and Jefferson Avenue	Monday through Thursday, 5:00pm until closing, but no later than 3:00am; Friday, from 2:00pm until closing, but no later than 3:00am; and Saturdays, Sundays, and holidays, from opening until closing, but no later than 3:00am.	$5.00	$0.25
Marshall Street Garage	Located southerly of Marshall Street, between Jefferson Avenue and Main Street	Monday through Friday, 5:00pm until closing, but no later than 3:00am; and Sundays, and holidays from opening until closing, but no later than 3:00am	$5.00	$0.25

Sec. 20.120. PERIODIC ADJUSTMENT OF DOWNTOWN METER ZONE METER RATES: Under the authority of California Vehicle Code section 22508, the City Council hereby adopts the following process for adjusting Downtown Meter Zone meter rates from time to time to manage the use and occupancy of the parking spaces for the public benefit in all parking areas within the Downtown Meter Zone.

ATTACHMENT 2

A. To accomplish the goal of managing the supply of parking and to make it reasonably available when and where needed, a target occupancy rate of eighty-five percent (85%) is hereby established.

B. At least annually and not more frequently than quarterly, the Parking Manager shall survey the average occupancy for each parking area in the Downtown Meter Zone that has parking meters. Based on the survey results, the Parking Manager shall adjust the rates up or down in twentyfive cent ($0.25) intervals to seek to achieve the target occupancy rate. The base parking meter rate, and any adjustments to that rate made pursuant to this ordinance, shall become effective upon the programming of the parking meter for that rate. A current schedule of meter rates shall be available at the City Clerk's office.

C. The hourly meter rate shall not exceed one dollar and fifty cents ($1.50) without the express approval of the City Council.

D. This Section does not apply to the parking facilities described in Section 20.119 of this Division during the "peak hours."

Sec. 20.121. USE OF DOWNTOWN METER ZONE PARKING METER REVENUES: Revenues generated from on-street and off-street parking within the Downtown Meter Zone boundaries shall be accounted for separately from other City funds and may be used only for the following purposes:

A. All expenses of administration of the parking program

B. All expenses of installation, operation and control of parking equipment and facilities within or designed to serve the Downtown Meter Zone

C. All expenses for the control of traffic (including pedestrian and vehicle safety, comfort and convenience) which may affect or be affected by the parking of vehicles in the Downtown Meter Zone, including the enforcement of traffic regulations as to such traffic.

D. Such other expenditures within or for the benefit of the Downtown Meter Zone as the City Council may, by resolution, determine to be legal and appropriate.

Sec. 20.122. ACQUISITION, INSTALLATION, MAINTENANCE, REGULATION, OF METERS; ROLE OF CITY MANAGER: The City Manager is hereby directed to provide for the purchase, acquiring, installation, operation, maintenance, supervision, regulation and use of the parking meters provided for in this Division and to maintain the meters in good workable condition.

ATTACHMENT 2

Sec. 20.123. LOCATION AND OPERATION OF METERS:

A. Conventional parking meters installed in a parking meter zone shall be placed immediately adjacent to individual parking places described in the following section and shall be placed on the curb or sidewalk if the parking place is adjacent to a curb or sidewalk. Each conventional parking meter shall be arranged so that upon the expiration of the time period for which payment was deposited it will indicate by a proper visible signal that the lawful parking period for the adjacent parking meter space has expired and in such cases the right of such a vehicle to occupy the space shall cease.

B. Each pay-by-space machine, pay-and-display machine, or pay-on-foot machine shall conspicuously display the applicable parking rates and instructions for use of the machine. Each pay-by-space or pay-and-display machine shall, upon the deposit of the appropriate United States coins, currency, credit card, or city prepaid parking card with respect to a parking meter space controlled thereby, dispense a receipt showing the amount of time purchased and when the lawful parking period will expire for that space. Upon expiration of the lawful parking period, the right of a vehicle to occupy the space shall cease.

Sec. 20.124. MARKING OF INDIVIDUAL PARKING SPACES; VEHICLES TO BE PARKED WITHIN MARKED LINES: The City Manager shall have lines or markings painted or placed upon the curb, right of way or parking lot adjacent to each parking meter for the purpose of designating the parking space for which the parking meter is to be used. Spaces regulated by pay-by-space machines shall be assigned numbers, which shall be clearly painted onto the curb next to each such space. It shall be unlawful and a violation of this Division to park any vehicle across any such line or marking or to park the vehicle in such position that the same shall not be entirely within the area so designated by such lines or markings.

Sec. 20.125. MANNER OF PARKING IN SPACES PARALLEL TO CURB: When a parking space in any parking meter zone is parallel with the adjacent curb or sidewalk and is regulated by a conventional parking meter, any vehicle parked in such parking space shall be parked with the foremost part of such vehicle nearest to such meter.

Sec. 20.126. USE OF METER REQUIRED:

A. When a vehicle is parked in any space controlled by a conventional parking meter or a pay-by-space machine and payment is required pursuant to Sections 20.117, 20.118, or 20.119, the operator of the vehicle shall upon entering the parking space, immediately purchase time by depositing coins indicated on such meter or by depositing other forms of payment which may be accepted at pay-by-space and pay-and-display machines such as dollar bills, credit cards, or prepaid city parking card as specified on such machines. Failure to put the meter in operation by purchasing time, and (if applicable) failure to place the receipt on the vehicle dashboard as prescribed, shall constitute a violation of this Division.

B. When a vehicle is parked in any space controlled by a pay-and-display machine and payment is required pursuant to Sections 20.117, 20.118, or 20.119, the operator of the vehicle shall upon entering the parking space, immediately purchase time by depositing

ATTACHMENT 2

coins indicated on such meter or by depositing other forms of payment which may be accepted at pay-byspace and pay-and-display machines such as dollar bills, credit cards, credit cards, or prepaid city parking card as specified on such machines. The operator of the vehicle shall immediately cause the parking receipt provided by the machine to be placed face up on the driver's side dashboard of the vehicle. Failure to put the meter in operation by purchasing time, and (if applicable) failure to place the receipt on the vehicle dashboard as prescribed, shall constitute a violation of this Division. Upon the deposit of payment and placing such meter in operation, the parking space may be lawfully occupied by such vehicle for the time indicated by the meter.

C. When a vehicle is parked in any space controlled by a pay-on-foot machine and payment is required pursuant to Sections 20.117, 20.118, or 20.119, the operator of the vehicle shall upon entering the parking facility, press the specified button at the gate to receive a voucher. Prior to departure from the facility, the operator of the vehicle shall deposit the voucher into the pay-on-foot machine and shall pay for the time used by depositing the amount of money specified by the machine in a form of payment which may be accepted at the machine such as coins, dollar bills, credit cards, or prepaid city parking card as specified on such machines. Failure to remove vehicle from the parking facility within fifteen (15) minutes of payment shall constitute a violation of this Division. Failure to pay for time used shall constitute a violation of this Division.

Sec. 20.127. INJURING OR TAMPERING WITH METERS: It shall be unlawful and a violation of the provisions of this Division for any person to deface, injure, tamper with, open or willfully break, destroy or impair the usefulness of any parking meter installed under the provisions of this Division or post supporting such parking meter.

Sec. 20.128. USE OF SLUGS AND SIMILAR DEVICES PROHIBITED: It shall be unlawful and a violation of the provisions of this Division to deposit or cause to be deposited in any parking meter any slugs, device or metallic substance, or any other substitute for any of the coins or other payment types specified in Section 20.123.

Sec. 20.129. OVERTIME PARKING: If the vehicle shall remain parked in any such parking space beyond the time for which payment has been made, the parking meter shall indicate such illegal parking and in that event, such vehicle shall be considered as parked overtime and beyond the period of legal parking time and the parking of a vehicle overtime or beyond the period of legal parking time in any such part of a street where any such meter is located shall be a violation of this Division. It shall be unlawful and a violation of the provisions of this Division for any person to cause, allow, permit or suffer any vehicle registered in the name of, or operated by such person to be parked overtime or beyond the period of legal parking time established for any parking meter zone.

Sec. 20.130. PARKING OR REMAINING ADJACENT TO EXPIRED METER: It shall be unlawful and a violation of the provision of this Division for any person to permit any vehicle to remain or be placed in any parking space adjacent to any parking meter while the meter is displaying a signal indicating that the vehicle occupying such parking space has already been parked beyond the period of time prescribed for such parking space.

Sec. 20.131. DUTY OF POLICE WHERE VEHICLE PARKED OVERTIME; ISSUANCE OF CITATION: It shall be the duty of each police officer or parking enforcement deputy to take the number of any meter at which any vehicle is over-parked, as provided in Section 20.124; the

ATTACHMENT 2

state vehicle license of such vehicle; the time and date of such overparking, and make of such vehicle; and issue, in writing, a citation for illegal parking in the same form and subject to the same procedure provided for by the laws of the State applicable to the traffic violations within the City.

Sec. 20.132. PAYMENT OF FINE TO AVOID PROSECUTION: Any operator or owner of a vehicle to whom a citation has been issued in accordance with the preceding section may, within fifteen (15) days of the time of the issuance of such citation, pay to the appropriate court, as a penalty for and full consideration of such violation, the sum of twenty-five dollars ($25.00). The mailing, in a sealed envelope properly addressed through the United States mail, of a check, money order, or postal order, within fifteen (15) days from the time of issuance of the citation, or notice of such violation, or the deposit at the City Hall of the sum of twenty-five dollars ($25.00) within fifteen (15) days constitutes a compliance with this provision. Delivery of such envelope shall be the responsibility of such owner or operator. The failure of such owner or operator to make such payment within the fifteen (15) days shall render such owner or operator subject to the penalties provided for violation of the provisions of this Division.

Sec. 20.133. PROVISIONS FOR TEMPORARY SUSPENSION OF METER RATES: The provisions of Division may be suspended from time to time by motion of the City Council in any case where the Council finds that strict compliance would not serve the public interest, including but not limited to the use of public streets and sidewalks for celebrations, special public events, celebration of holiday seasons and any other such activity or purpose as the City Council in its sole discretion shall determine.

Sec. 20.134. DEFINITIONS: For the purposes of this Division the following words and phrases shall have the meanings respectively ascribed to them by this Section:

OPERATOR: Every individual who shall operate a vehicle as the owner thereof or as the agent, employee or permittee of the owner.

PARKING MANAGER: The person so designated by the City Manager to, among other responsibilities, monitor the occupancy of parking areas and adjust meter rates according to the provisions of Division 4.

PARKING METER: Any mechanical device which accepts payment for the use of parking spaces as described in this Division. Such mechanical devises shall include but not be limited to conventional parking meters, pay-by-space machines, pay-and-display machines, and pay-on-foot machines.

STREET: Any public street, avenue, road, boulevard, highway or other public place located in the City and established for the use of vehicles.

VEHICLE: Any device in, upon or by which any person or property is, or may be transported upon a street or highway, except a device which is operated upon rails or tracks.

Sec. 20.135--20.149. RESERVED

3. Division 5 of Chapter 20, Article VII is hereby amended in its entirety to read as follows:

DIVISION 5. PARKING PERMITS Sec. 20.150. ISSUANCE; FEE:

ATTACHMENT 2

A. The City Manager is hereby authorized to issue parking permits to the public in accordance with the following schedule and subject to th payment of the following fees:

Permit Type	Valid Area	Valid Times	Monthly Cost	Yearly Cost
Marshall/Middlefield Bronze Permit	Marshall Street Garage and Middlefield Parking Lot	Valid in Middlefield Parking Lot Monday through Friday, from the time at which meters begin operation until 7:00pm; valid in Marshall Street Garage Monday through Friday, from the time at which meters begin operation until 7:00pm	$30.00	$330.00
Marshall/Middlefield Silver Permit	Marshall Street Garage and Middlefield Parking Lot	Valid in Middlefield Parking Lot Monday through Friday, from the time at which meters begin operation until 7:00pm; valid in Marshall Street Garage Monday through Friday, all hours	$35.00	$385.00
Marshall/Middlefield Gold Permit	Marshall Street Garage and Middlefield Parking Lot	Valid in Middlefield Parking Lot Monday through Friday, from the time at which meters begin operation until 7:00pm; valid in Marshall Street Garage at all times	$40.00	$440.00
Perry/Winslow/Main Bronze Permit	Perry Street Parking Lot, Winslow Street Parking Lot, and Main Street Parking Lot	Monday through Friday, from the time at which meters begin operation until 7:00pm	$40.00	$440.00
Perry/Winslow/Main Silver Permit	Perry Street Parking Lot, Winslow Street Parking Lot, and Main Street Parking Lot	Monday through Friday, all hours	$50.00	$550.00
Perry/Winslow/Main Gold Permit	Perry Street Parking Lot, Winslow Street Parking Lot, and Main Street Parking Lot	All times	$60.00	$660.00
Library Parking Lot "C" Gold Permit	Library Parking Lot "C"	All times	$20.00	$220.00

B. The City Manager is hereby authorized to issue parking permits, without charge, to City employees, officers, volunteers, and visitors as follows:

Permit Type	Valid Area	Valid Times
"C.E." Permit	Library Parking Lot "B" and Library Parking Lot "C"	Valid in Library Parking Lot "B" on Mondays through Fridays, from the time which meters begin operation until 6:00pm; valid in Library Parking Lot "C" at all times
"C.O." Permit	Main Street Parking Lot	All times
City Hall Visitor Permit	City Hall Parking Lot	All times, with the exception that such permits shall be of a temporary nature and shall only be valid on they day during which they were issued.

C. In order to ensure orderly and efficient use of the parking supply, the City Manager is authorized to limit the number of permits which may be issued, in which case priority shall be based on the order in which requests for such permits are received.

D. The City Manager is authorized to collect deposits, require the submission of application forms, and to establish other administrative procedures for the parking permit program as may be necessary from time to time.

Sec. 20.151. FORM: The parking permit may consist of a windshield card or may be in such other form as the City Manager may prescribe.

ATTACHMENT 2

Sec. 20.152. PAYMENT OF FEE IN ADVANCE; PRORATION; REFUNDS: Payment shall be made to the City in advance on an annual calendar year basis for an annual permit, or on a calendar month basis for a monthly permit. The fee payable for a monthly permit purchased after the sixteenth of the month shall be one-half (1/2) the monthly fee established by resolution of the City Council. The fee payable for an annual permit shall be the fee established by resolution of the City Council, which amount shall be prorated on a monthly basis for issuance thereof after January 1 of any year; provided, however, during the last two (2) months of each calendar year monthly permits only may be purchased.

Sec. 20.153. DISPLAY WHERE VISIBLE; RELIEF FROM PAYMENT OF METER FEES: When a windshield card parking permit is placed so as to be clearly legible through the windshield of a vehicle, the operator thereof shall be relieved of the obligation of putting the meter, pay-by-space machine, or pay-and-display machine in operation by the deposit of money therein during the time periods for which such permit is valid. If the permit is not so visible, the vehicle and operator shall be subject to the provisions of Division 4 of this Article. If the permit is visible but is used during periods for which it is not valid or in a manner for which it is not valid as established by this Division, the vehicle and operator shall be subject to the provisions of Division 4 of this Article.

Secs. 20.154 -20.159. RESERVED:

4. Division 9 of Chapter 20, Article VII is hereby amended in its entirety to read as follows:

DIVISION 9. REGULATED, UNMETERED OFF-STREET PARKING FACILITIES

Sec. 20.184. REGULATED, UNMETERED OFF-STREET PARKING FACILITIES DESIGNATED: The following off-street parking facilities, owned or operated by the City, are hereby designated as regulated, unmetered off-street parking facilities:

A. Police Department Parking Lot, located at the front, unenclosed area, of the Police Department building, 1301 Maple Street.

B. Municipal Services Center Parking Lot, 1300 Broadway.

C. Library Parking Lot "C," located directly behind and southerly of the Main Library branch, 1044 Middlefield Road. The City Manager shall cause parking spaces to be designated and shall cause appropriate signs to be posted, and markings to be made, in all regulated, unmetered off-street parking facilities designated in this Section.

Sec. 20.185. PERMITS ISSUED: The City Manager is hereby authorized to issue parking permits for use in regulated unmetered off-street parking facilities in accordance with such rates and regulations as shall be established by resolution of the City Council.

The parking facility permit may consist of a windshield card or may be in such other form as the City Manager may prescribe.

Sec. 20.186. PERMIT OR CITY IDENTIFICATION REQUIRED:

A. It shall be unlawful for any person to permit any vehicle to occupy or remain in any space in the Police Department Parking Lot for more than one hour, except on Sundays and

ATTACHMENT 2

holidays, when signs are erected giving notice thereof, unless such vehicle displays a valid parking permit or said vehicle bears distinctive markings, or logo, or sign (collectively, "City identification") identifying said vehicle as City-owned or as an otherwise duly designated City vehicle.

B. It shall be unlawful for any person to permit any vehicle to occupy or remain in any space in the Municipal Services Center parking lot for more than one hour, except On Sundays and holidays, when signs are erected giving notice thereof, unless such vehicle displays a valid parking permit or said vehicle bears distinctive markings, or logo, or sign (collectively, "City identification") identifying said vehicle as City-owned or as an otherwise duly designated City vehicle.

C. It shall be unlawful for any person to permit any vehicle to occupy or remain in any space in the Library Parking Lot "C" unless such vehicle displays a valid parking permit or said vehicle bears distinctive markings, or logo, or sign (collectively, "City identification") identifying said vehicle as City-owned or as an otherwise duly designated City vehicle.

Sec. 20.187. DISPLAY OF PERMIT: Windshield card permits shall be placed so as to be clearly legible through the windshield of a vehicle parked in a regulated unmetered parking facility.

Sec. 20.188. NO PARKING AREAS: It shall be unlawful for any person to permit any vehicle to occupy or remain in, or adjacent to, any area marked or posted by signs for no parking, or parking prohibited, or adjacent to any curb painted red, as so designated by the City Manager in any off-street parking facility described in Section 20.184, or in any turnaround circle or other traffic circulation portion of said facility so designated

Sec. 20.189. VEHICLES TO BE PARKED WITHIN LINES: It shall be unlawful and a violation of this Division to park any vehicle across lines designated parking spaces or to park a vehicle in such position that the same shall not be entirely within the area so designated by such lines.

Sec. 20.190. ISSUANCE OF CITATION: It shall be the duty of each police officer or parking enforcement deputy to take the designated name or description of the regulated unmetered parking facility at which any vehicle is parked in violation of Sections 20.186 through 20.189 of this Division; the state vehicle license of such vehicle; the time and date of such parking; and the make of such vehicle; and issue, in writing, a notice to appear (citation) for illegal parking in the same form and subject to the same procedures provided by the laws of the State applicable to traffic violations within the City.

Sec. 20.191. PAYMENT OF FINE TO AVOID PROSECUTION: Any operator or owner of a vehicle to whom a citation has been issued in accordance with the preceding section may, within fifteen (15) days of the time of the issuance of such citation, pay to the appropriate court, as a penalty for and full consideration of such violation, the sum of twenty-five dollars ($25.00) plus applicable surcharges established by resolution. The mailing, in a sealed envelope properly addressed through the United States mail, of a check, money order or postal order, within fifteen (15) days from the time of issuance of the citation, or notice of such violation, or the deposit with the court of the sum of twenty-five dollars ($25.00), plus applicable surcharges, within fifteen (15) days constitutes compliance with this provision. Delivery of such envelope shall be the responsibility of such owner or operator. The failure of such owner or operator to make such

ATTACHMENT 2

payment within the fifteen (15) days shall render such owner or operator subject to the penalties provided for violation of the provisions of this Division

Sec. 20.192--20.199. RESERVED 5. This ordinance shall take effect on February 1, 2006.

ATTACHMENT 2

PAGE 156 OF 156