



CITY OF VENTURA

# Westside Parking Study Final Report

August 2011





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# Executive Summary

## Overview

The Westside Community of Ventura is one of the City's oldest and most diverse areas – a working class neighborhood once defined by Ventura's oil industry. With the decline of the oil business, the Westside area is reshaping itself to be a more livable community for its residents and transforming itself to include more cultural amenities as well as commercial and green industrial jobs development to stimulate growth.

These revitalization efforts have taken many forms in recent years, emphasizing a community-driven process that seeks to capitalize on the area's existing assets. These efforts include the *Westside Urban Design Plan* (1999), *Westside Revitalization Strategy* (2002), *Westside Economic Development Strategy* (2006), *City of Ventura Economic Development Strategy* (2005-10), and *Westside Historic Context and Survey Report* (2011). In addition, the City is also exploring the development of the Westside Redevelopment Area Project (WRAP)<sup>1</sup>.

These plans have recently coalesced into the Westside Community Planning Project, which will ultimately result in the development of a final *Westside Community Plan and Development Code*. A draft of the Plan and Code was released in April 2011. It articulates a vision for a revitalized Westside Community that seeks to preserve its neighborhood heritage while enhancing multi-modal travel options. The plan's community vision states its intent:

“To create an interconnected, revitalized Westside community that improves over time by preserving neighborhood heritage, supporting and expanding the vibrant arts community, requiring well designed development, increasing urban plazas and green spaces, enhancing multi-modal travel options, and expanding jobs, with an emphasis on green technology and high tech sector opportunities.”

The Plan also underscores the need to improve both the mobility and accessibility to, from and within the Westside Community. As one way to meet that objective, the City has identified a specific goal related to improving parking management not just on Ventura Avenue, but throughout the adjacent neighborhood. The City of Ventura has realized that striking the proper balance between parking supply, demand, and availability is necessary to achieving the City's economic, environmental, and quality-of-life goals for the Westside Community.

It is essential to continue the Westside's ongoing revitalization and to restore and enhance this area as a vibrant social and economic center for the City. To advance this process, the City of Ventura seeks to develop a clear parking management plan to help the Westside Community accomplish the following goals, policies, and actions steps, as defined by the *Draft Westside Community Plan*:

- Goal: Encourage various modes of travel by providing infrastructure for buses, bikes and pedestrians as well as cars and improved connections from the Ventura River Trail to neighborhoods to the hillsides.
- Goal: Improve parking along Ventura Avenue for commercial business customers.
- Policy 12 U: Reduce dependence on the automobile in the Westside Community.

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<sup>1</sup> The elimination of redevelopment agencies in California was recently approved as part of the 2011-12 California State Budget. However, it is likely that issues related to redevelopment will ultimately be decided as part of future legal decisions.

- Action 12.4.17: Prepare a Westside Parking Study to assess supply and demand and recommend revised parking standards for the Westside.
- Action 12.4.18: Provide for shared parking and transportation improvements.
- Action 12.4.19: Require all new development to contribute toward a Transportation Demand Management (TDM) fund to be used to develop community, City, and regional transportation programs that reduce transportation related air pollutants.

This parking management plan is intended to function as a “blueprint” that will allow City staff to manage parking to achieve the dynamic vision called for in the *Westside Community Plan*.

## Parking Management Planning Approach

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

- Analyzed transportation and parking opportunities and challenges in the Westside Community, including a review of existing documents, plans, data, and policies, combined with several site visits.
- Completed an original data collection effort that assessed existing parking conditions for on- and off-street facilities throughout the study area.
- Conducted a parking demand analysis that examined current land uses and future development potential in the Westside Community.
- Completed a comprehensive review of best practices in transportation and parking management, with special emphasis on communities comparable to Ventura and the potential use of strategies applicable to the Westside Community (see Appendix A).
- 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.

## Purpose of the Parking Study Report

The City’s *Draft Westside Community Planning Project* establishes a clear vision for the future of the Westside Community. This parking study is the result of the planning approach described above and presents Nelson\Nygaard’s recommendations for the most cost-effective strategies for meeting the Westside Community’s goals.

The recommendations in this parking study are established on the premise that parking and transportation are not ends in themselves, but means to achieve broader community goals. These recommendations leverage the Westside’s existing assets, respond to its challenges, and will further the overall vision for the area.

## Existing Parking Conditions

### Inventory, Utilization, and Turnover

Parking supply and utilization was analyzed for the Westside as a whole and separately within four zones (see Figure ES-1). A total of 3,311 parking stalls are located within the study zone: 2,611 on-street and 700 off-street. To evaluate parking occupancy, parking occupancy counts

were taken from 8 AM to 6 PM on Thursday, June 16 and Saturday, June 18, 2011. The counted 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, 6 PM – 7 PM), just 43% of the area’s parking supply was occupied, with on and off-street spaces showing significantly different occupancy rates (48% and 25% respectively). At this peak hour, 1,880 of the 3,311 spaces in the parking supply were vacant.** Peak occupancy counts during the mid-day (Thursday, 1 PM – 2 PM) revealed lower occupancy rates with a total demand of 40% with both on and off-street spaces showing roughly the same percentages of spaces occupied (41% and 40% respectively).

The utilization rates are far below target rates. Target occupancy rates of 85% and 90% are effective industry-standards for analyzing the demand for on- and off-street spaces, respectively. In other words, maintaining 15% and 10% vacancy rates for corresponding on- and off-street stalls help to ensure an “effective parking supply.” It is at these standard occupancy levels that roughly one space per block is available, making searching or “cruising” for parking unnecessary, and off-street lots maintain adequate maneuverability. Utilization rates much below these targets indicate a diminished economic return on investment in parking facilities.

Based on the occupancy data for the study area, a number of observations can be made. First, the amount of retail/commercial activity or jobs in the study area does not result in dramatic overall fluctuations of parking demand (although off-street occupancies do increase). One possibility is that any influx of people into the study area during the weekday is offset by residents leaving to go to work. Second, the peak hour of 6 PM on both Thursday and Saturday is reflective of a residential neighborhood that experiences a spike in parking occupancy when residents return home from work. Finally, activity in private off-street lots at businesses is far lower on Saturdays than on Thursdays.

Figure ES-2 shows the peak hour occupancy map of the study area (Thursday, 6 PM). The map shows the occupancy level for each individual block face and each individual lot during the peak hour of parking demand. The map reveals that there are some limited “pockets” of high demand on a few blocks and in some lots in the study area. For example, several of the streets surrounding De Anza Middle School and Harry A. Lyon Park had occupancies above 75% on Thursday.

Another area of high demand is around the Red Barn Market at North Ventura Avenue and West Warner Street. The Red Barn Market parking lot experiences some of the highest occupancy rates of any lot in the study area. In addition, it is likely that the nearby streets are also used by Red Barn customers. However, it appears that this parking “spillover” is limited to only one or two blocks, and numerous nearby block faces or lots within walking distance to the Red Barn Market are underutilized. As a result of these trends, overall parking demand remains very low for the study area as a whole.

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Figure ES-1 Ventura Westside Parking Study Area





Zonal occupancy rates fluctuate somewhat based on the type of parking (on- or off-street) and day of week. Figure ES-3 summarizes the utilization rates by zone during the peak period of demand on both Thursday (6 PM) and Saturday (6 PM). On each day Zones 1 and 2 had the highest occupancy levels, while Zones 3 and 4 experienced substantially less demand. Once again, however, all of these zones had parking demand far below that of the 85% to 90% target levels, indicating that there is an ample supply of parking in the study area.

**Figure ES-3 Utilization by Zone at Study Area Peak Period, 6 PM**

Zone	On-street		Off-street		On & Off-Street Combined	
	Thursday	Saturday	Thursday	Saturday	Thursday	Saturday
Zone 1	49%	50%	31%	28%	45%	45%
Zone 2	49%	50%	38%	35%	47%	47%
Zone 3	50%	44%	25%	4%	36%	31%
Zone 4	38%	37%	0%	3%	32%	31%

Utilization rates were also calculated specifically along North Ventura Avenue only (which stretches through all four zones). Parking demand peaked on North Ventura Avenue on Thursday at 10 AM with 42% of on-street spaces occupied. It is also evident that utilization of on-street spaces on North Ventura Avenue is higher on Thursday than on Saturday with utilization rates reaching their lowest at 8 AM in the morning. Given the lower occupancy rates at the beginning and end of the counting periods, it is clear that residents in the study area do not typically park along North Ventura Avenue over night and this corridor becomes more occupied throughout the day as people visit businesses or other destinations in the study area.

In addition to analyzing parking utilization, parking duration data for on-street spaces was also collected to gauge how often each space experiences “turnover.” This data was collected at the same time as the occupancy survey and involved surveyors noting the last 4 digits of each license plate, which can be used to identify vehicles without collecting any personal information. For the study area, turnover was similar for both Thursday and Saturday. On Thursday, it was estimated that vehicles stayed for an average of 3.38 hours. Average vehicle duration on Saturday was estimated to be slightly less at 3.30 hours. On North Ventura Avenue, the average duration for a given vehicle was 2.91 hours and 1.52 hours on Thursday and Saturday, respectively. The duration of these stays is lower than for the study area as a whole, most likely due to North Ventura Avenue being one of the few streets to have any time restrictions for its on-street spaces.

**The key conclusion that we draw from these occupancy counts is that there is a significant amount of vacant parking in every zone analyzed in the study area at peak hour. Although there are pockets of high demand near the De Anza Middle School and Red Barn Market, there are more parking spaces vacant than occupied. As such, any new development has a large amount of vacant parking supply to draw from prior to the construction of new spaces, provided that residential neighborhood spillover does not occur. Turnover rates indicate that vehicles are remaining longer than time restrictions allow on North Ventura Avenue, but due to the very low occupancy rates, this does not appear to be a significant issue.**

## 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.

- **Built Stalls to Built Land Use Ratio.** 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 1,153,392 gross square feet (GSF) of land uses<sup>2</sup> in the study zone. At this time, about **2.87 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 Ratio.** 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 (approximately 1,133,458 GSF). From this perspective, current peak hour demand stands at a ratio of approximately **1.26 occupied parking stalls per 1,000 GSF** of built land use.

Figure ES-4 summarizes the analysis used to determine the built *ratio* of parking to built land use (i.e., Column D), which is based on the correlation between total built land use of 1,153,392 GSF (Column A – Built) and 3,311 stalls of “built” parking supply (i.e., Column C). As such, the *built ratio of parking* is 2.87 stalls per 1,000 GSF of commercial/retail building area.

Figure ES-4 also demonstrates that the *actual demand* for parking is approximately 1.26 occupied stalls per 1,000 GSF (Column F). This number is derived by correlating actual occupied building area of 1,139,118 GSF (Column B) to the 1,431 vehicles actually parked in the peak hour (Column E).

Figure ES-5 also breaks out this data by zone, and reveals that Zones 1 and 2 have the highest peak demand ratios (1.39 per 1,000 GSF), while Zone 3 (.98) and Zone 4 (.87) have considerably lower demand during the peak period.

**Figure ES-4 Parking Demand – Mixed Land Use to Built Supply<sup>3</sup>**

Geographic Area	A	B	C	D	E	F
	GSF (Built)	GSF (Occupied) <sup>4</sup>	Total Supply Inventoried in Study Area	Built Ratio of Parking (per 1,000 GSF)	Total Occupied Spaces in Peak Hour	Actual Ratio of Parking Demand (per 1,000 GSF)
Study Area	1,153,392	1,133,458	3,311	2.87	1,431	1.26
Zone 1	407,301	400,530	1,235	3.03	558	1.39
Zone 2	426,526	418,186	1,230	2.88	580	1.39
Zone 3	186,045	182,033	489	2.63	178	0.98
Zone 4	133,520	132,710	357	2.67	115	0.87

<sup>2</sup> Includes four general land use categories: residential, commercial, industrial, and civic.

<sup>3</sup> Study area peak utilization – Thursday, 6 PM

<sup>4</sup> Assumes the following vacancy rates: Retail (2%), Office (12.5%), Civic (0%), Residential (0%), and Industrial (4.6%)

If in the future parking were provided at the rate of actual demand absorption (1.26), overall peak hour occupancies would near 100% *only if* parking remained free *and* close to 1.5 million square feet of new development were constructed in the area. Put another way, there is currently 1.1 million square feet of occupied built space resulting in 1,431 occupied parking spaces. In order to fill the remaining 1,880 vacant spaces in the area, up to another 1.5 million square feet could be added without any new parking being constructed. 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.

To date, parking has been *built* at an average rate of 2.87 stalls per 1,000 GSF of development in the Westside study area. This rate appears to have provided surplus parking with significant availability in both existing on and off-street facilities, especially given that land uses in the study area only generate parking *demand* ratios of 1.26 stalls per 1,000 GSF. According to this analysis, approximately 1,880 stalls are empty and available at the peak of the peak hour (1,358 on-street and 522 off-street). This surplus of parking allows for future development to make use of existing spaces prior to the construction of new parking.

## Summary of Parking Management Plan Recommendations

The Parking Management Plan's recommendations, described in full in Chapter 3, are designed to meet several community goals. Historically, "solving the parking problem" almost always meant increasing supply. Unfortunately, constantly increasing parking supply simply encourages more auto use, as people are encouraged to drive to places that offer "plenty of free parking." While providing adequate parking is still important, it is only one tool available for managing both demand and supply. The goal of "parking demand management" is to provide the optimal amount of parking to meet parking needs while reducing traffic congestion, encouraging alternate transportation and accommodating new development and a variety of land uses.

Managing parking has been shown to be the single most effective tool for managing congestion, even when densities are relatively low and major investments in other modes have not been made. Parking management can also have a significant impact on commute mode choice, which translates directly to reductions in auto congestion and improved livability of commercial districts and adjacent neighborhoods.

As the Westside Community continues to grow and evolve its parking needs will change as well, and this Parking Management Plan recommends techniques to both address current challenges and adjust to future needs. Above all else, the Parking Management Plan proposes a parking management approach that utilizes policies and programs that will enable more efficient utilization of existing supply, while alleviating parking congestion in certain areas.

In recognition of these considerations, the following principles informed the development of parking management recommendations for the Westside Community:

- Set clear parking priorities based on the Westside Community's strengths and vision for the future.
- Manage the entire parking supply as part of an integrated system.
- Manage parking facilities with a focus on maintaining availability, not simply increasing supply.

- Optimize investment in parking by making most efficient use of all public and private parking facilities and encouraging use of viable alternative mode options, before constructing new parking.
- Use any potential parking revenue to fund programs that maintain adequate parking supply and support use of transportation options.
- Use of residential permit districts to address spillover concerns in neighborhoods where supported by local residents.
- Encourage economic revitalization and remove barriers to development and adaptive reuse projects by adopting parking standards that are tailored to the unique parking demand of a mixed-use, complete street community.
- Ensure flexibility for developers by providing a variety of tools to meet and/or reduce parking requirements when deemed appropriate by a parking analysis of the project.
- Provide flexibility to local decision makers and City staff to adapt to future changes in parking demand and travel patterns.

This plan recommends seven measures to address these principles, manage the Westside community's transportation system and stimulate economic activity.

## Recommendation 1: Pursue a Consolidated Parking Strategy

The Westside Community should officially adopt and implement a consolidated parking policy, where all parking is managed as an integrated system. The primary impetus for this recommendation is that current demand (or new construction of up to 1.5 million square feet) in the Westside area does not warrant the provision of additional supply. Chapter 1 highlights the low parking utilization rates in the study with no zone approaching target rates. Furthermore, while there may be one or two hour periods or small areas with higher demand, available on- or off-street spaces are never more than one or two blocks away. The fundamental goal of a consolidated parking policy is to make efficient use of the *existing* parking supply by including as many spaces as possible in a common pool of shared, publicly available spaces.

The key management strategies for a consolidated parking district will include:

- Continue to encourage all existing and new private parking facilities to be made available to the public when not needed by its principal user (Recommendation 1.A).
- Continue to encourage shared parking between uses in all existing and new private parking facilities wherever feasible (Recommendation 1.B).
- Develop new parking supply only as needed by maximizing the use of existing off-street parking and/or first purchasing or leasing existing private parking lots from willing sellers (Recommendation 1.C).

## Recommendation 2: Revise Parking Standards

As discussed in Chapter 2, the City of Ventura's existing minimum parking requirements are incompatible with existing parking demand in the Westside Community. In short, the existing minimums require far more parking spaces than is currently needed. More specifically, the utilization study found that the built ratio of parking was 2.87 parking stalls per 1,000 GSF of development. However, based on the utilization study it was found that the actual ratio of parking demand was 1.26 parking stalls per 1,000 GSF of occupied space. In addition, current minimum parking requirements for the Westside Community often require more than one square foot of

parking area for every square foot of building. These requirements are especially prohibitive for any type of adaptive reuse project, as it severely restricts how developers meet parking requirements on-site.

Therefore, as the City moves forward with developing its Westside Development Code, it is recommended that the City adjust its minimum parking requirements for the Westside Community. Figure ES-5 shows proposed parking requirements for selected land uses and zones. It includes revised minimum requirements and also proposes a maximum parking requirement for non-residential uses in the T5.5 (Urban Center Zone) zone at 4 spaces per 1,000 square feet. A parking “maximum” estimates the greatest number of spaces that should be needed as reserved spaces without unduly burdening the on-street or locally shared-parking supply, or threatening the development potential of the site.

**Figure ES-5 Proposed Parking Requirements for Selected Land Uses<sup>5</sup>**

Land Use Category		Single-Family	Multi-Family			Live-Work	Non-Residential	Industrial/Warehouse
			1 BDR Unit	2 BDR Unit	3+ BDR Unit			
Metric		Unit	1,000 SF	1,000 SF	1,000 SF	Unit	1,000 SF	1,000 SF
Proposed T3.6	Min	2	-	-	-	-	-	-
	Max	None	-	-	-	-	-	-
Existing T3.6	Min	2	1	2 + 1/4 guest space/unit		-	3.33	3.33
	Max	None	None	None		-	None	None
Proposed T3.5	Min	2	1	1.5	2	-	1	-
	Max	None	None	None	None	-	None	-
Existing T3.5	Min	2	-	-	-	-	-	-
	Max	None	-	-	-	-	-	-
Proposed T4.11	Min	2	1	1.5	2	-	1	-
	Max	None	None	None	None	-	None	-
Existing T4.11	Min	2	1	2 + 1/4 guest space/unit		-	2	2
	Max	None	None	None		-	None	None
Proposed T5.5	Min	-	1	1	1	-	None	-
	Max	-	None	None	None	-	4	-
Existing T5.5	Min	1	1	1	1	-	2	2
	Max	None	None	None	None	-	None	None
Proposed SD1	Min	-	-	-	-	1	1	0.5
	Max	-	-	-	-	None	None	None
Existing SD1	Min					2	3.33	1-2*
	Max					None	None	None

(-) Use not permitted

\* For industrial uses, 2 parking spaces/1000SF or 1 parking space/1000SF when providing alternative transportation facilities. For warehouse uses, 1 parking space/1000SF

<sup>5</sup> See Preliminary Draft Westside Development Code for more detailed information on each zone.

### **Recommendation 3: Create Flexibility to Meet/Reduce Parking Requirements**

One of the primary challenges associated with minimum parking requirements is that they force developers to provide expensive parking spaces even if the amount of parking required is not consistent with actual demand. The end result is a more expensive project or the allocation of land to provide parking that could potentially limit the amount and scale of development, or make a project infeasible altogether. While minimum parking standards in the Westside Community are only recommended to be adjusted in targeted ways, this Parking Management Plan strongly suggests expanding opportunities for developers to comply with minimum parking requirements through allowing a variety of “state of the practice” parking management techniques.

These techniques would not reduce parking minimums themselves, but provide a toolkit that allows a developer to meet their requirement in the most efficient way possible. By providing developers with the option and flexibility to meet parking standards, the City can promote an environment that is both friendly to development and supportive of multimodal and sustainable growth. These options include:

- Allow for lower minimums by right if the proposed project can demonstrate a long-term Transportation Demand Management (TDM) program that has self-sufficient funding (Recommendation 3.A).
- Allow shared on- and off-street spaces to count towards parking minimums (Recommendation 3.B).
- Allow for parking exemptions for commercial/retail changes of use smaller than 5,000 square feet (Recommendation 3.C).

### **Recommendation 4: Establish guidelines for a future residential permit program (RPP) in the Westside Community. Explore potential for a residential parking benefit district.**

Residential permit programs (RPP) are one of the most effective tools at managing spillover into residential neighborhoods. The City of Ventura currently has a Downtown Parking Permit Program, Medical District and School Area Permit Programs that can also be similarly applied to the project area. Like most RPPs these programs operate by exempting permitted vehicles from the parking restrictions and time limits within a geographically defined area. Permit holders are able to park their vehicle on the street for up to 36 hours, although holding a permit does not guarantee the availability of a parking space.

RPPs work best and can protect residential neighborhoods that are impacted by spillover from other uses, particularly competing demand from employees at nearby businesses or at large institutions such as hospitals, schools, or colleges. RPPs are also commonly used in neighborhoods that are impacted by regional commuters who might want to drive and park in a neighborhood that has convenient access to a transit node, such as a rail station or major express bus line.

Residential Parking Benefit Districts (PBD) are similar to residential parking permit districts in that a certain number of parking permits are issued to residents, which allow them to park within the neighborhood. However, PBDs also allow a limited number of non-resident parkers to pay to use surplus on-street parking spaces in residential areas, and return the resulting revenues to the neighborhood to fund public improvements.

Currently, the Westside Community has more than adequate supply of parking – the peak occupancy for on- and off-street parking is 43%, meaning that even at the busiest times approximately 1,880 on- and off-street parking spaces are available. Nevertheless, a few localized parking challenges exist, as some businesses, land uses, and residential streets

generate more parking demand than others. These localized inefficiencies can contribute to imbalances between supply and demand, as well as exacerbate the perception that “parking is a problem” in the Westside Community. Residents can become particularly impacted by spillover parking, especially if they live on a block that consistently has higher demand and they are unable to park close to their residences. Such experiences can contribute to the belief that there is a parking “shortage” in the Westside area.

While the current levels of demand likely do not warrant a residential permit district in the Westside at this time, it is recommended that the City establish guidelines and policies for the formation of future districts.

### **Recommendation 5: Establish an in-lieu fee that is reflective of parking conditions in the Westside Community**

An in-lieu parking fee gives developers the option to pay a fee in-lieu of providing some portion of the number of parking spaces ordinarily required by the city’s zoning ordinance. The fee could be structured as either a fixed one-time fee per space or an annual fee per space. The fees collected can then be used to build public parking spaces, purchase private spaces for public use, or to support TDM strategies and/or improve overall mobility. In-lieu fees are particularly appropriate for adaptive reuse redevelopment projects that would not be financially or architecturally feasible if forced to provide all required minimum spaces on-site. An in-lieu fee can encourage new development of the highest architectural and urban design quality as well as the redevelopment of vacant, underutilized, historic, and/or dilapidated buildings.

The City of Ventura currently has an in-lieu fee as part of its Downtown Parking Management Plan. The fee is a one-time fee priced at \$24,896 per space (adjusted annually for inflation). These fees are unique to Ventura’s downtown and are set to account for the high costs of building structured parking garages. As a result, the current in-lieu fee for Ventura’s downtown would likely not be appropriate for the Westside Community, given both its mix of land uses and current parking conditions.

Therefore, it is recommended that any in-lieu fee program for the Westside Community be more appropriately structured to fit the local context. More specifically, the in-lieu fee should be an amount that is roughly equivalent to the cost and longevity of a surface space, given the lack of structured parking in the Westside. In addition, an annual fee is recommended for the Westside Community because it can reduce the risk to developers who do not want to pay a larger up-front fee while their project has yet to be fully financed or constructed. It is also recommended that any developer be allowed to forgo 100% of its minimum parking requirement by paying the in-lieu fee.

### **Recommendation 6: Revise time restrictions on North Ventura Avenue from 1-hour to 2-hour parking**

As detailed in Chapter 2, North Ventura Avenue is one of the few streets in the study area that has time restrictions. From Park Row Avenue north to Lewis Street / Sunnyway Drive, most block faces have a 1-hour time limit. These restrictions have been established as a means to encourage turnover so that customers can access businesses more easily. Based on the turnover study conducted, it appears that these restrictions are encouraging more vehicle turnover than at unrestricted spaces. Vehicles, however, are staying on average almost two hours longer than the posted 1-hour time limit. It is probable that some of these vehicles are owned by employees working in the area and parking all day long while at work. It is also possible that some customers need more than one hour to complete their errands in the study area. Nevertheless, it appears that the 1-hour time restriction is being violated on a consistent basis.

It is recommended that the City address this issue in two ways. First, lengthen the 1-hour restriction to two hours. Based on the existing low utilization rates, it appears that there is limited need for a “tighter” time limit of one hour. A 2-hour time limit would provide additional flexibility for motorists while helping to ensure that there is still adequate turnover of spaces for North Ventura Avenue businesses.

Second, the City should prioritize better enforcement of these restrictions because they are only as effective as their enforcement. Based on the turnover study, it does not appear that motorists are particularly mindful of the time restrictions, potentially due to limited enforcement. If availability of spaces on North Ventura Avenue becomes a challenge in the future, the first remedy would be to increase parking enforcement in these areas, with particular attention paid to the time restricted spaces on North Ventura Avenue.

### **Recommendation 7: If future utilization studies warrant it, authorize staff to set time limits and if necessary, install parking meters to manage future parking demand**

Based on current demand and utilization rates, pricing of on-street spaces is not currently needed in the study area. In short, demand is currently too low to necessitate the implementation of parking meters. However, should future demand warrant it, pricing of parking remains the most effective strategy in a city’s “toolbox” to manage demand and ensure that parking supports the overall goals of an integrated transportation system.

Therefore, if parking demand increases beyond an 85% utilization in areas without time limits, the city should implement time limits in those areas. If parking demand is still greater than 85% utilization it is recommended that the City authorize staff to replace time limits and implement an on-street pricing management strategy for the Westside Community. The metering of streets should be considered a potential long-term solution only if time limits do not manage parking demand. The City of Ventura parking meter rate is 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 increments based on average occupancy rates to achieve a target occupancy rate of 85% utilization.

## Chapter by Chapter

This Parking Management Plan contains a large amount of information for policy makers. In order to make full use of the document, it is important to be able to quickly refer to relevant sections of interest. The chapters and appendices of this report are summarized as follows:

**Chapter 1: Existing Conditions** – Describes the existing demographics and travel characteristics of the study area in relation to the City as a whole. Summarizes the study area’s existing parking conditions as they relate to inventory, regulations, utilization rates, and vehicle turnover.

**Chapter 2: Current and Future Parking Demand** – Provides a detailed analysis of existing parking demand as it relates to current and future land uses. The analysis also includes an examination of corresponding parking code requirements in relation to observed demand.

**Chapter 3: Parking Management Plan** – Summarizes the key points of the study’s analysis and offers preliminary recommendations for parking management.

**Appendix A: Best Practices in Parking Management** – Highlights three cities with exceptional and innovative parking policies in the field of parking management

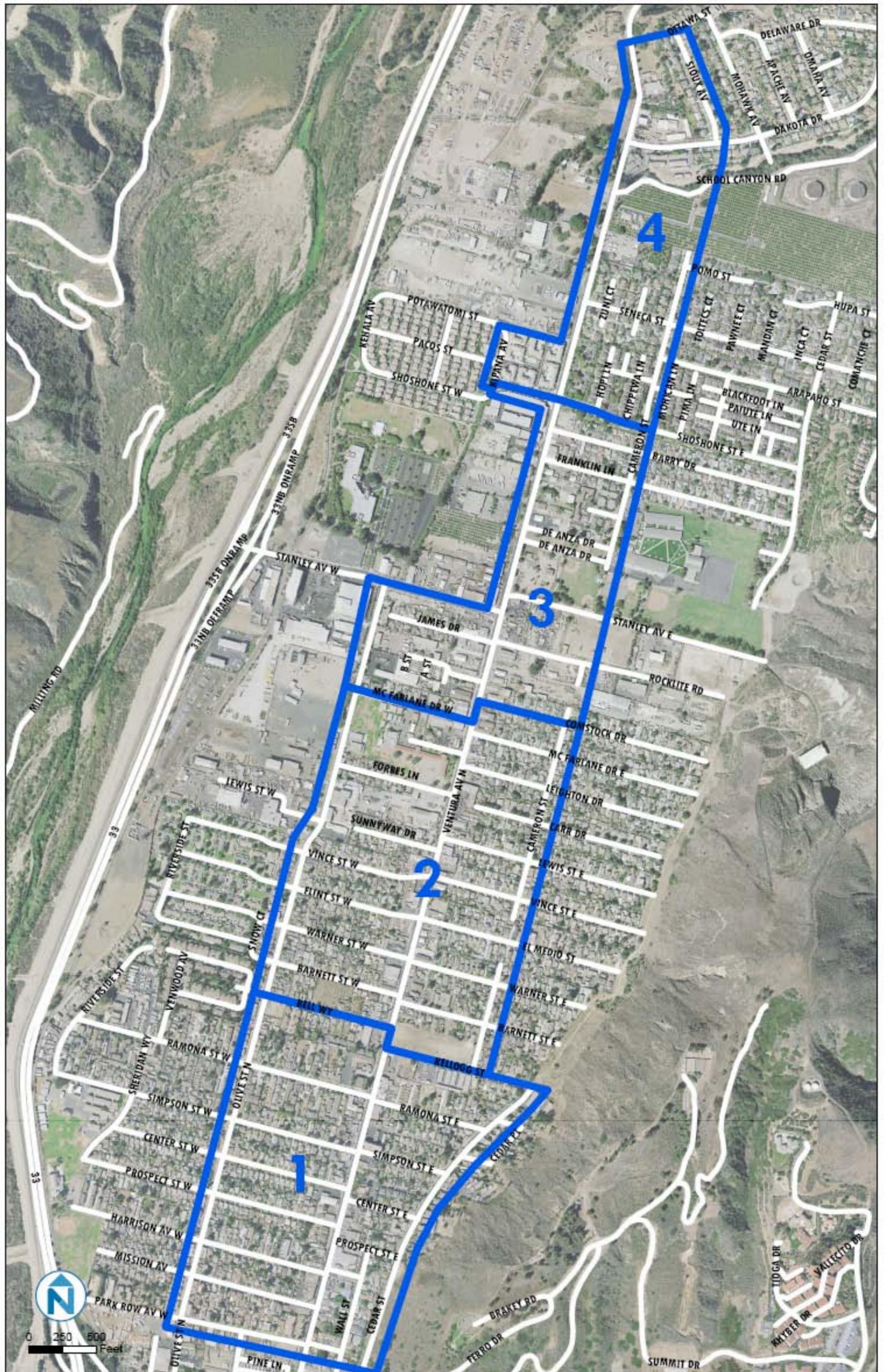
## Chapter 1. Existing Conditions

The Westside Community is in transition as it responds to evolving demographics, a volatile economic climate, and various planning processes that are seeking to revitalize and transform the area. Effective management of the area's transportation system is integral to ensuring ultimate success for the Westside Community. By examining demographics, travel trends, and existing parking conditions, this chapter facilitates a better understanding of how people are utilizing the current parking facilities, highlights parking challenges and inefficiencies, and provides a framework for developing a targeted parking management plan.

As shown in Figure 1-1, the Westside parking study area is bounded by Cedar Street and Cameron Street to the east, North Olive Street to the west, Park Row Avenue on the south, and Ottawa Street on the north. North Ventura Avenue runs through the center of the study area and serves as the primary commercial and travel corridor. The study area was also divided into four distinct "zones" in order to facilitate a more focused data analysis and assess parking conditions based on a logical walking and parking search time "shed."

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Figure 1-1 Ventura Westside Parking Study Area





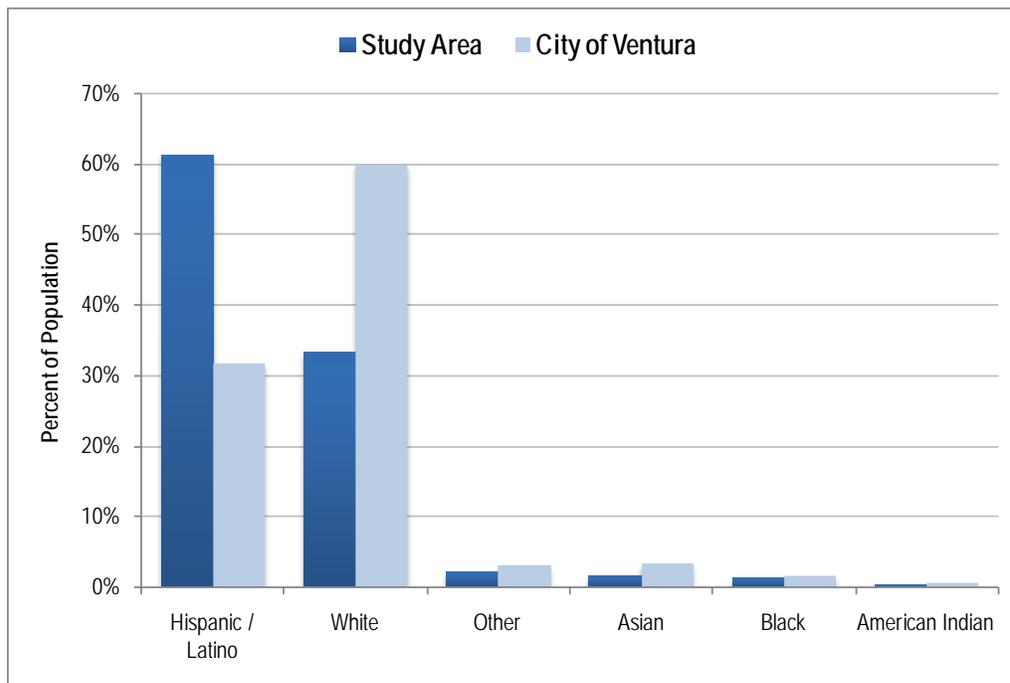
## Current Demographics and Travel Characteristics

The Westside Community's current demographics and travel characteristics offer important background information concerning existing baseline conditions. This information can be used to set performance measures and can be updated at each new release of data. Mode split and vehicle ownership are two of the key measures presented here for both the Westside study area and City of Ventura.

### Race and Ethnicity

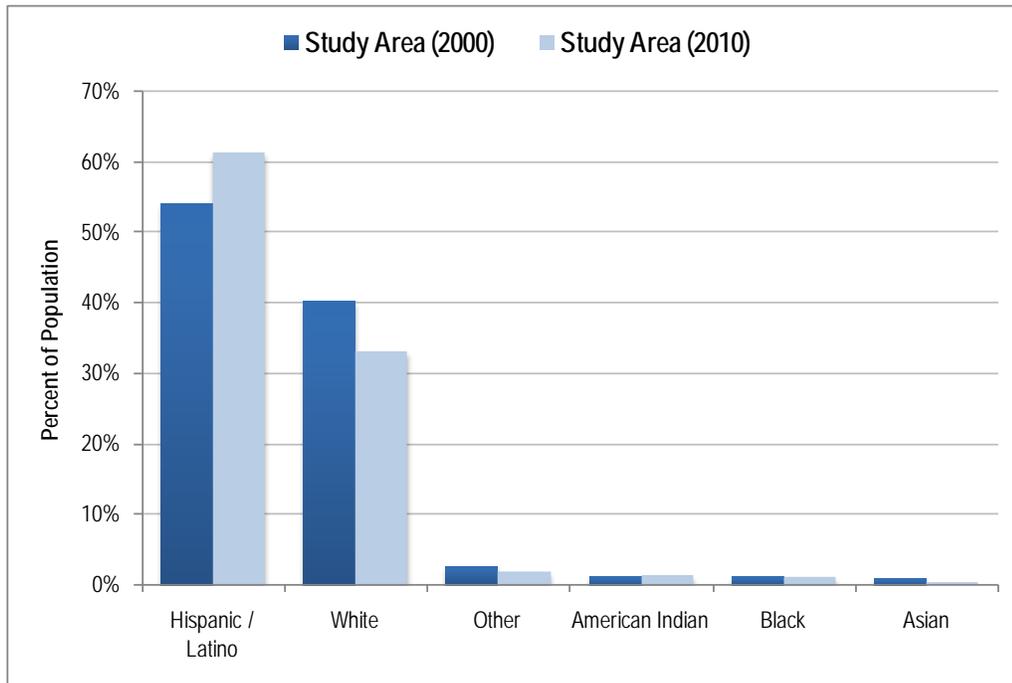
According to the 2010 U.S. Census, the Westside parking study area<sup>6</sup> is home to approximately 10,500 people, of which more than 60% is Hispanic or Latino. As shown in Figure 1-2, Whites comprise the second largest racial group in the study area at 33%. In comparison to the City as a whole, the Westside area has a substantially larger Hispanic and Latino population, as Whites are the most common racial group in the City as a whole at 60%. It is also important to note that the percentage of Hispanic and Latino people in the Westside area has grown substantially in the past ten years, from 54% in 2000 to 61% in 2010 (see Figure 1-2).

**Figure 1-2 Race/Ethnicity, Study Area vs. City of Ventura (2010)**



Source: U.S. Census, 2010

<sup>6</sup> For purposes of data analysis, the Westside parking study area was approximated using U.S. Census block groups. For 2000 data, those block groups include 22.1, 22.2, 23.1, and 23.3. For 2010 data, those block groups include: 22.1, 22.2, 22.3, 23.1, and 23.3.

**Figure 1-3 Race/Ethnicity in Study Area (2000 vs. 2010)**

Source: U.S. Census, 2000 and 2010

## Journey to Work

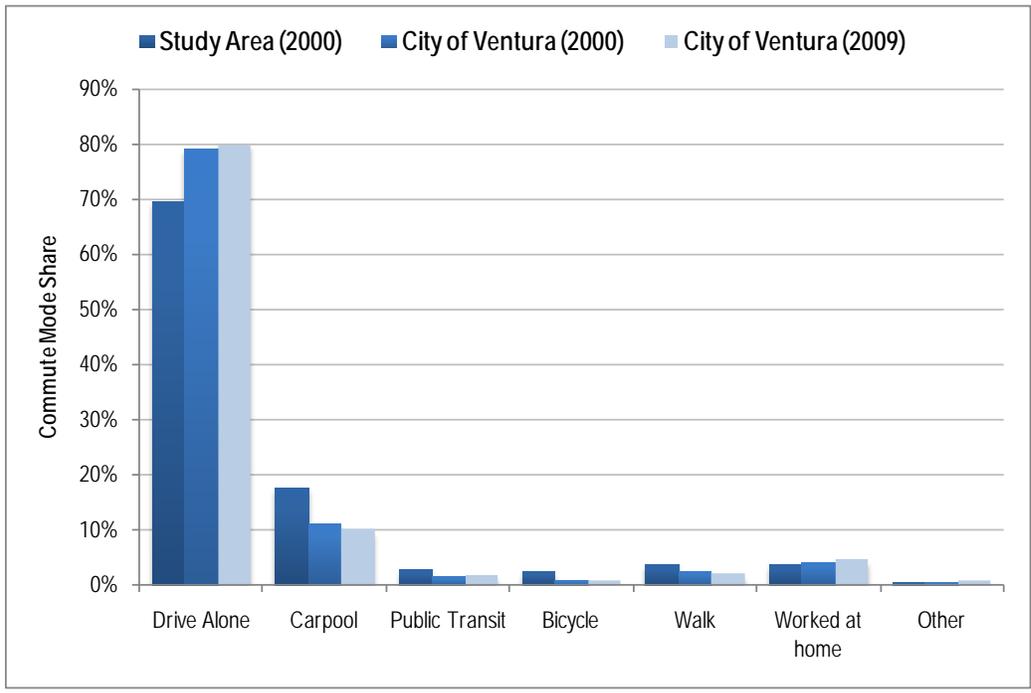
Figure 1-4 shows the commute mode share for residents within the study area, as well as for the City of Ventura as a whole.<sup>7</sup> There is a higher drive alone mode split in the City when compared with the study area, while more people carpool in the study area. In 2000, approximately 79% of people in the City drove alone to work, while just more than 11% carpooled to work. By contrast, 69% of people in the study area drove alone to work and about 17% carpooled. Meanwhile, transit trips in the study area comprise only 2.9% of commute trips. This is an important relationship as it demonstrates that the lower drive alone rate in the study area is mainly being funneled into carpool trips rather than transit, most likely because of limited transit service through the corridor.<sup>8</sup> Biking and walking also comprise a small percentage of commute trips, which is likely reflective of the limited amount of infrastructure dedicated to these modes.

Figure 1-5 shows commute mode splits for non-resident employees. Once again, drive alone is the most dominant commute mode and carpooling is the second most common mode. For non-residents, the commute mode splits for the study area and the City as a whole are more similar than those for residents.

<sup>7</sup> For the City of Ventura data has been included from both the 2000 U.S. Census and the 2009 American Community Survey (ACS). Due to sample size, block group data is not available as part of the American Community Survey. As a result, the study area could not be analyzed for journey to work any later than 2000 data.

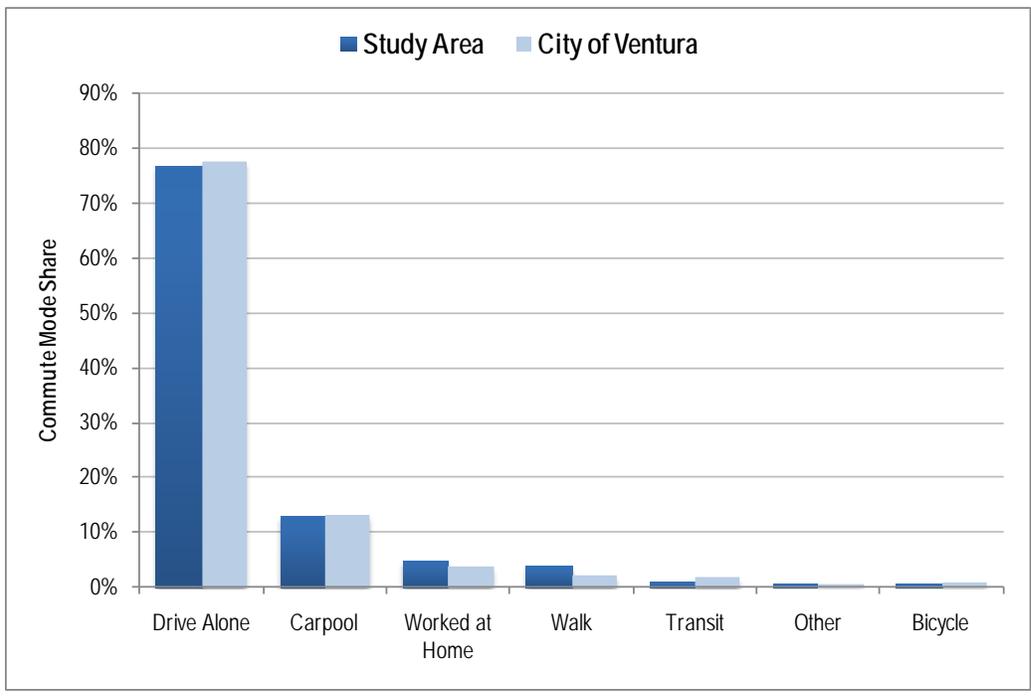
<sup>8</sup> Gold Coast Transit Routes 6 (10-15 minute peak, 25-40 minute off-peak frequencies) and 16 (60 minute frequencies) travel through the study area on North Ventura Boulevard.

**Figure 1-4 Resident Journey to Work, Study Area vs. City of Ventura**



Source: U.S. Census, 2000; ACS 2005-09

**Figure 1-5 Non-resident Journey to Work, Study Area vs. City of Ventura (2000)**



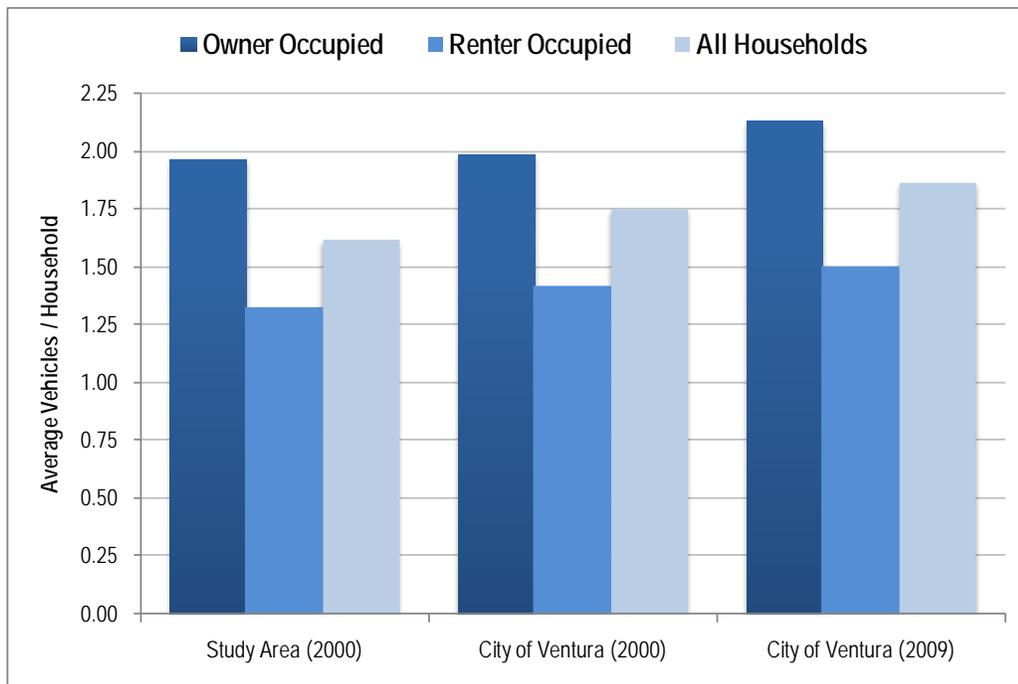
Source: CTPP, 2000

## Vehicle Ownership

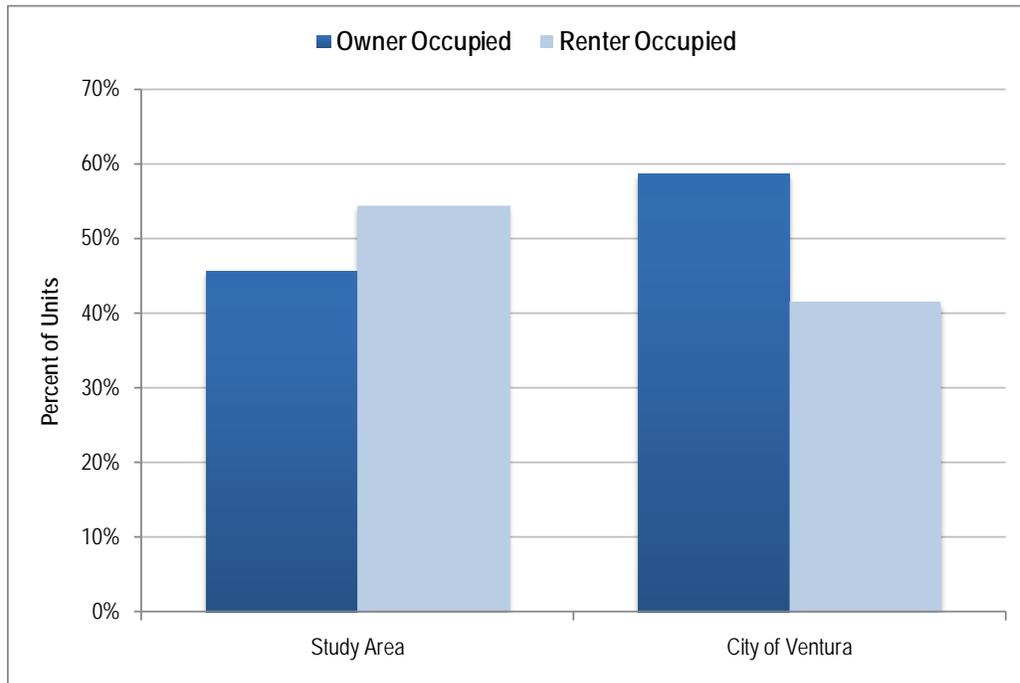
Figure 1-6 and Figure 1-7 highlight vehicle ownership and housing tenure and a number of key observations can be made. First, vehicle ownership (average number of vehicles per housing unit) is higher for owner-occupied units than renter-occupied units. In the study area, owner occupied units had 1.96 vehicles per household, while in renter-occupied units the number of vehicles per household dropped to 1.33. Overall, the study area has about 1.62 vehicles per housing unit. Second, the study area has less vehicle ownership per household than in Ventura as a whole. In 2000, the City of Ventura had 1.75 vehicles per household, compared with the study area’s rate of 1.62.

In addition, Figure 1-7 shows that there are a higher percentage of renter-occupied units in the study area (54%) than in the City as a whole (41%), further reinforcing the fact that the study area has lower vehicle ownership rates. Moving forward, this information provides a framework for a parking management plan that not only addresses parking supply, but also emphasizes alternative strategies that reflect lower vehicle ownership rates and drive alone rates in the study area.

**Figure 1-6 Vehicles per Household, Study Area vs. City of Ventura**

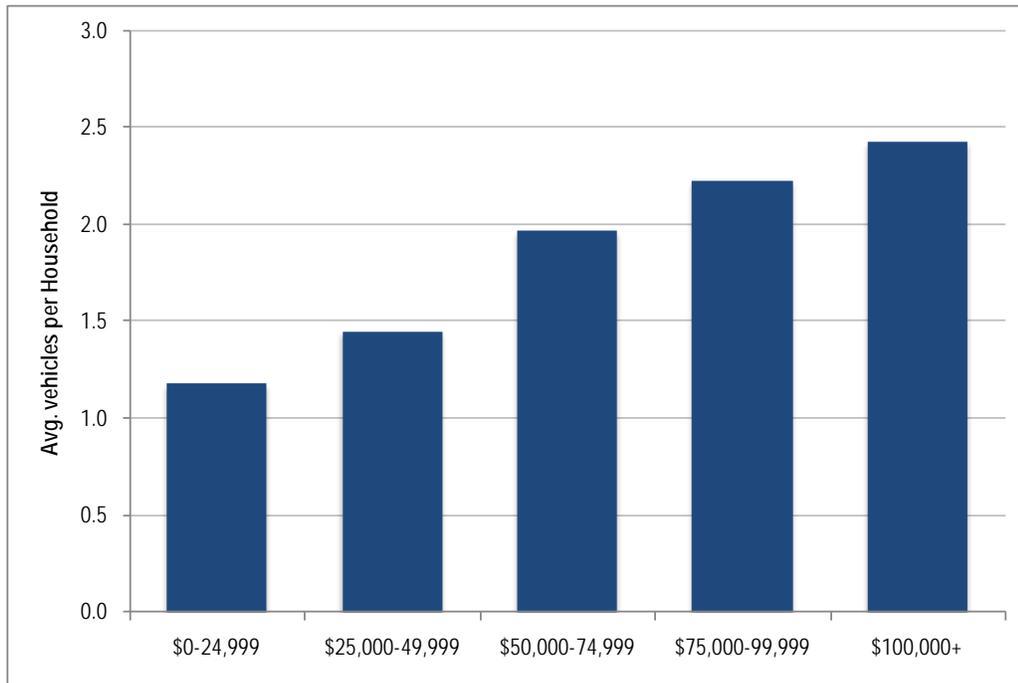


Source: U.S. Census, 2000; ACS 2005-09

**Figure 1-7 Housing Tenure, Study Area vs. City of Ventura (2000)**

Source: U.S. Census, 2000; ACS 2005-09

Furthermore, residents in rental homes typically have lower incomes and consequently own fewer vehicles. Figure 1-8 illustrates the relationship between household income and vehicle ownership rates in the study area. In short, as household income decreases, so does the number of vehicles owned. When large amounts of parking are required in a 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. In 2000, median household income for the City of Ventura was \$52,298 (1999 dollars). By comparison, the average median household income for the four block groups that comprise the study area was \$38,311 (1999 dollars).

**Figure 1-8 Vehicle Ownership by Household Income, Study Area (1999 dollars)**

Source: U.S. Census, 2000

## Parking Inventory and Regulations

An inventory of parking facilities was undertaken as part of this study. This section provides a brief overview of the parking inventory, which identified the amount of parking (number of spaces), and parking regulations, if any, by on-street block and off-street facility.

### Methodology

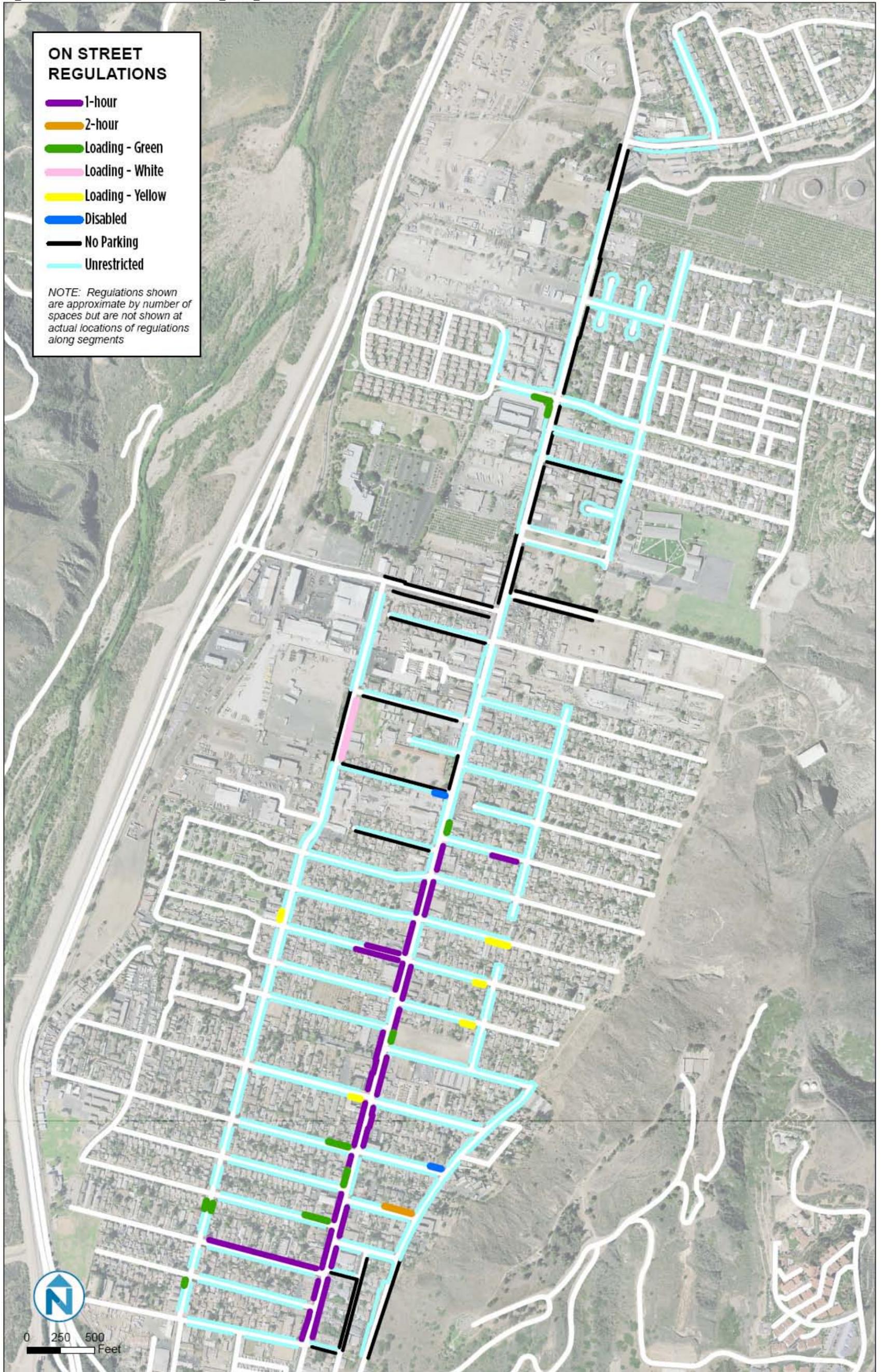
Parking inventory and regulations were determined through field observations by Nelson\Nygaard staff members, who walked the study area and counted parking spaces and noted regulations on each block face and in each off-street facility. For the study area, the on-street inventory was not clearly delineated by striping or the striping was faded. Therefore, surveyors made educated assumptions of inventory based on a common size for an on-street parking space, typically 20 feet, or observed occupancy. On-street spaces in front of driveways were not counted as spaces and were not included in the baseline inventory. Only off-street facilities that were accessible (i.e. not gated or closed for construction) were counted.

## Findings

Figure 1-9 shows a map of the on-street regulations by block face for the entire study area. The vast majority of spaces are “unregulated” and do not have any time or loading restrictions. In fact, almost 93% of 2,611 on-street spaces in the study area are unregulated. Only 6% of on-street spaces have time limits (1-hour or 2-hour) and there are only 28 loading spaces, or 1.1% of total on-street inventory, in the study area. Almost all of the time and loading restrictions are on along North Ventura Avenue, primarily at the southern end of the study area. In addition, there are 700 off-street spaces within the study area. Of these, more than 94% are unregulated. Figure 1-10 provides a more detailed breakdown of the type of parking in the study area for both on- and off-street facilities.

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Figure 1-9 On-street Parking Regulations





**Figure 1-10 Study Area Parking Facilities, by Type**

Location	Unrestricted	Time limits (24min, 1hr or 2hr)	Loading (All)	Disabled	Total	% of parking
On-Street	2,424	173	12	2	2,611	78.9%
	92.8%	7.1%	0.5%	0.1%	100.0%	
Off-Street	660	0	7	33	700	21.1%
	94.3%	0.0%	1.0%	4.7%	100.0%	
Total	3,084	173	19	35	3,311	100.0%
	93.1%	5.6%	0.6%	1.1%	100.0%	

Figure 1-11 provides a breakdown of parking inventory by each of the four zones. Once again, these zones were used for data analysis purposes and were delineated according to logical walking sheds. Zones 1 and 2 had the highest percentage of the 3,311 total spaces in the study area, each with approximately 37%.

It is also important to note two other observations related to parking regulations. First, all parking in the study area is free. Second, there are no “public” off-street parking facilities, as all off-street lots are associated with a specific private business, institution, or other land use.

**Figure 1-11 Study Area Parking Facilities, by Zone**

Area	On-Street	% On-Street	Off-Street	% Off-street	Total	% of All
Zone 1	964	36.9%	271	38.7%	1,235	37.3%
Zone 2	1,019	39.0%	211	30.1%	1,230	37.1%
Zone 3	329	12.6%	160	22.9%	489	14.8%
Zone 4	299	11.5%	58	8.3%	357	10.8%
Total	2,611	100.0%	700	100.0%	3,311	100.0%

## Parking Utilization and Turnover

This section provides an overview of the results from the original parking utilization and turnover data collection effort supervised by Nelson\Nygaard staff. It includes a summary of the methodology, as well as the key findings for the complete study area, by zone, and for North Ventura Avenue.

### Methodology

Nelson\Nygaard conducted a comprehensive occupancy and turnover study for both on- and off-street spaces using trained data collection workers supervised by a Nelson\Nygaard employee. The count days and times included:

- Thursday, June 16<sup>th</sup> from 8 AM – 6 PM, every hour
- Saturday, June 18<sup>th</sup> from 8 AM – 6 PM, every hour

Counts were conducted on these days in order to provide as wide a range of parking conditions as possible as parking demand tends to fluctuate a great deal by day of week and time of day. The count periods specifically captured parking activity during a typical weekday and weekend. Each block face and off-street lot was counted every hour at approximately the same time point of each hour count period.

It is important to note that on Saturday, there was a police incident in the study area (at approximately North Ventura Avenue and Vince Street) which limited surveyor access to several block faces and off-street lots from approximately 2-4 PM. For these areas, occupancy and turnover was estimated based upon data from other count periods. It should also be stated that although parking counts were taken during a non-school month, it is anticipated that school attendance has minimal affect on parking demand as students of the local elementary and middle schools may not drive and the numbers of employees is relatively limited.

Parking activity during night hours was not quantified as part of this study when most residents are home and on-street occupancy rates on residential streets are generally higher. The City may wish to conduct a further occupancy study during this period to determine the extent of on-street parking occupancy in residential areas. However, if this pursued, it is recommended that the City also survey the availability of the private garage parking supply to determine if a lack of on-street parking availability is being driven by residents using their off-street garages for storage rather than parking.

### Findings

#### Overall Study Area

##### *Utilization*

Figure 1-12 highlights the utilization findings for the study area as a whole. In general, combined occupancy for on- and off-street facilities was very consistent throughout the day as the utilization rates stayed within a narrow range (38-43%) for both Thursday and Saturday. The peak hour for overall parking demand in the study area was at 6 PM on both Thursday (43%) and Saturday (42%). The utilization rates are far below target rates. Target occupancy rates of 85% and 90% are effective industry-standards for on- and off-street spaces, respectively. In other words, maintaining 15% and 10% vacancy rates for corresponding on- and off-street stalls will help ensure an “effective parking supply.” It is at these occupancy levels that roughly one space per block is available, making searching or “cruising” for parking unnecessary, and off-street lots maintain adequate maneuverability. Utilization rates much below these targets indicate a diminished economic return on investment in parking facilities.

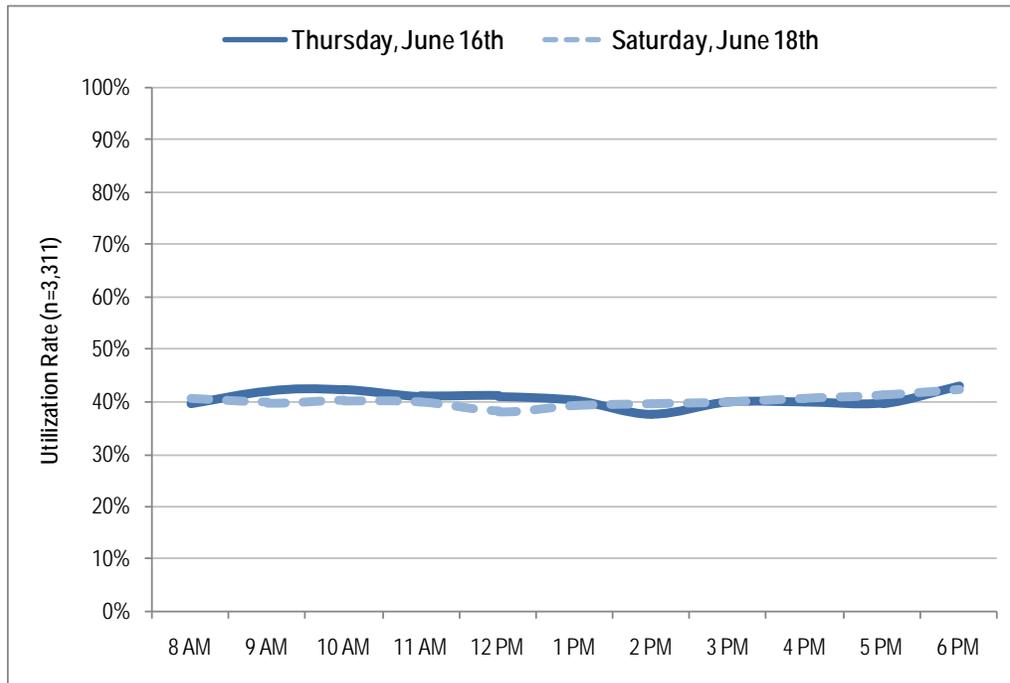
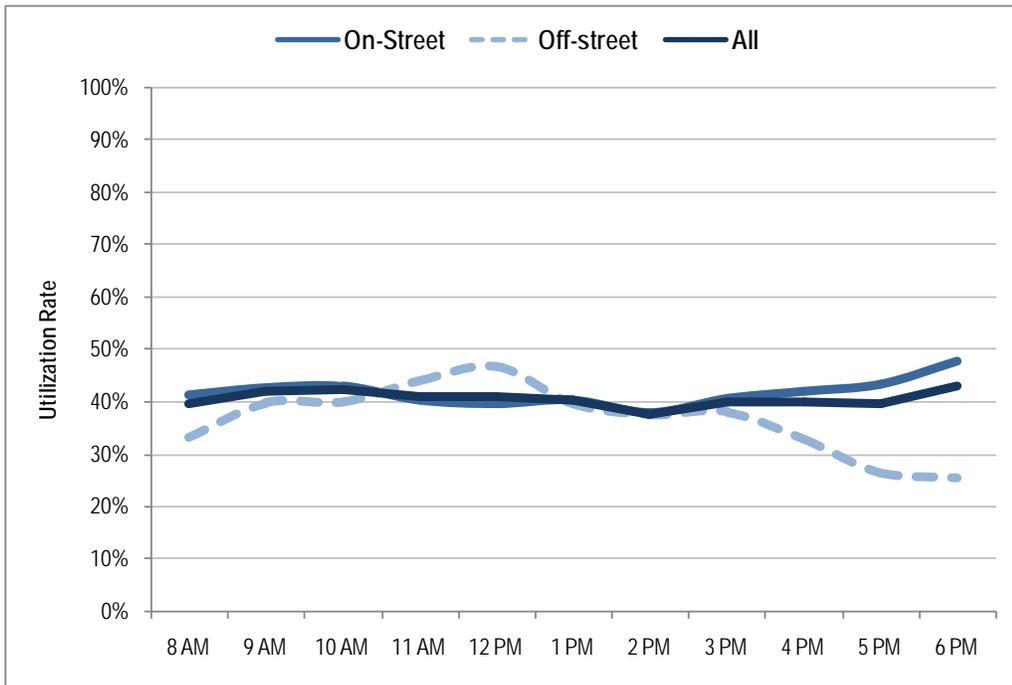
**Figure 1-12 Utilization Rates, Overall Study Area**

Figure 1-13 and Figure 1-14 show utilization rates for Thursday and Saturday by facility type. On Thursday, off-street facilities experienced both higher (47% at 12 PM) and lower (25% at 6 PM) peaks than on-street parking. On Saturday, off-street facilities experienced lower demand throughout the day than on-street spaces. Once again, the parking demand for both Thursday and Saturday did not approach target occupancies.

Based on the occupancy data for the study area, a number of observations can be made. First, the amount of retail/commercial activity or jobs in the study area does not result in dramatic fluctuations of parking demand. One possibility is that any influx of people into the study area during the weekday is offset by residents leaving to go to work. Second, the peak hour of 6 PM on both Thursday and Saturday is reflective of a residential neighborhood that experiences a spike in parking occupancy when residents return home from work. Finally, as shown below, activity in private off-street lots at businesses is far lower on Saturdays than on Thursdays.

**Figure 1-13 Utilization Rates by Facility Type, Thursday**



**Figure 1-14 Utilization Rates by Facility Type, Saturday**

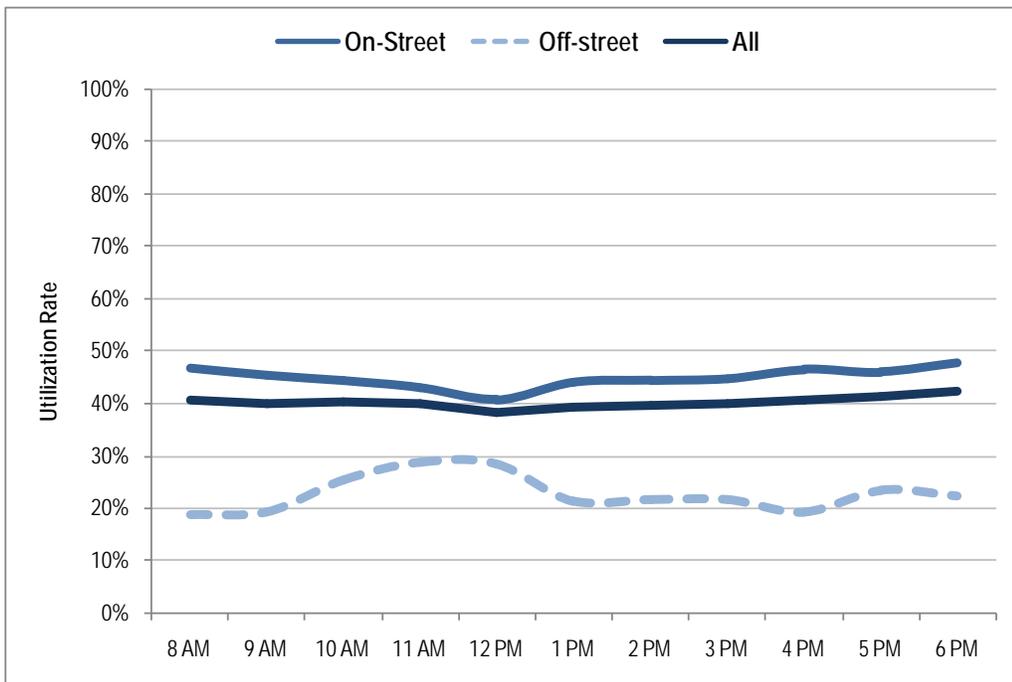


Figure 1-15 and Figure 1-16 are peak hour occupancy maps of the study area for Thursday (6 PM) and Saturday (6 PM). These maps show the occupancy level for each individual block face and each individual lot during the peak hour of parking demand. The maps reveal that there are some limited “pockets” of high demand on a few blocks and in some lots in the study area. For example, several of the streets surrounding De Anza Middle School and Harry A. Lyon Park had occupancies above 75% on Thursday. On Saturday, the areas with the highest utilization rates appear to be clustered in the southern portion of the study area, especially around North Olive, Harrison Avenue, Prospect Street, and Kellogg Street. Once again, however, higher occupancies are limited to only a few blocks.

Another area of high demand is around the Red Barn Market at North Ventura Avenue and West Warner Street. The Red Barn Market parking lot experiences some of the highest occupancy rates of any lot in the study area. In addition, it is likely that the nearby streets are also used by Red Barn customers. However, it appears that this parking “spillover” is limited to only one or two blocks, and numerous nearby block faces or lots within walking distance to the Red Barn Market are underutilized. As a result of these trends, overall parking demand remains very low for the study area as a whole.

Figure 1-17 and Figure 1-18 also show utilization rates for during the midday on both Thursday and Saturday. Once again, overall demand for the study area is quite low, but there are certain block faces and lots that have demand above 85%.

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Figure 1-17 Utilization Rates, Thursday 1 PM

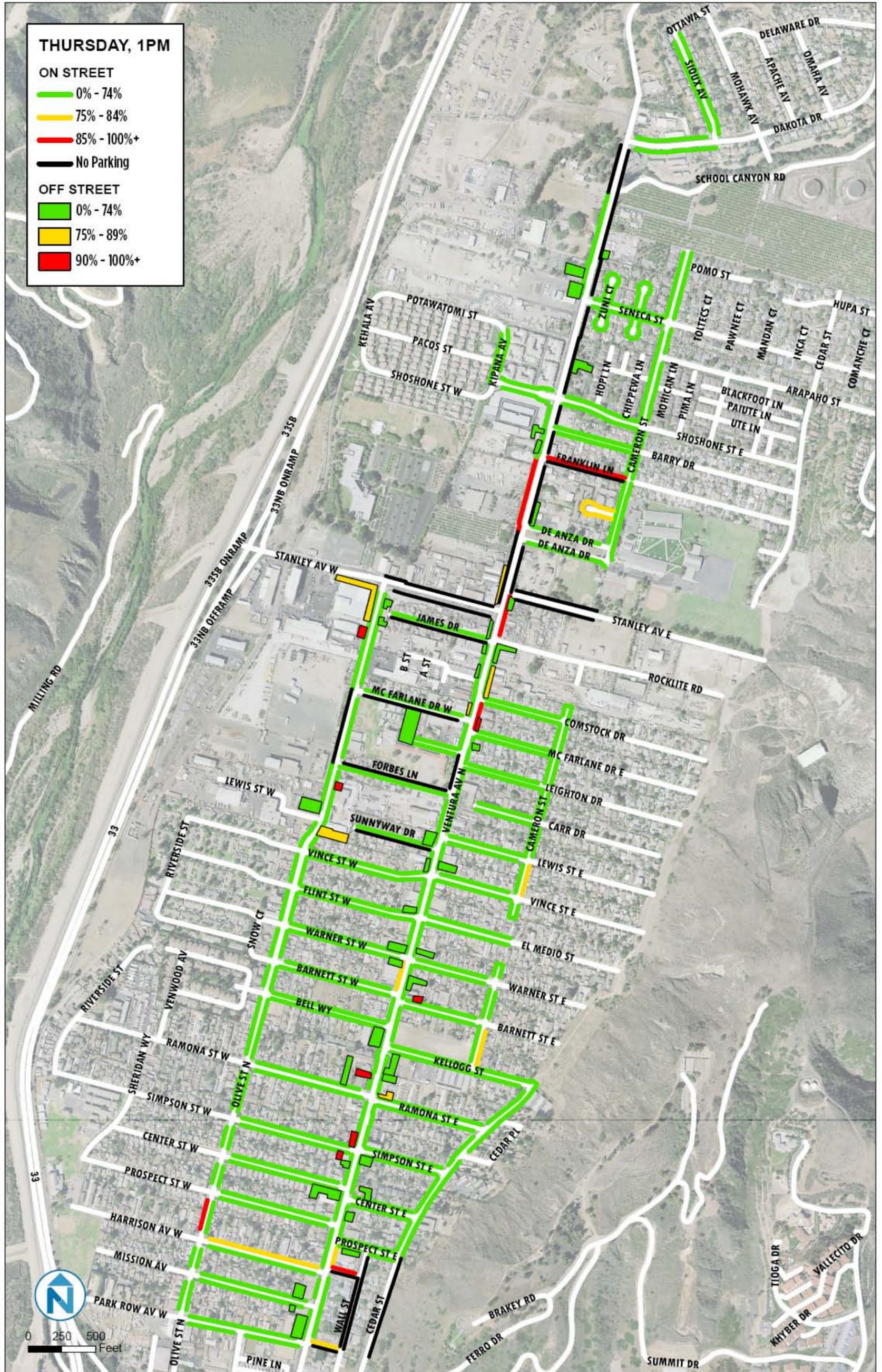
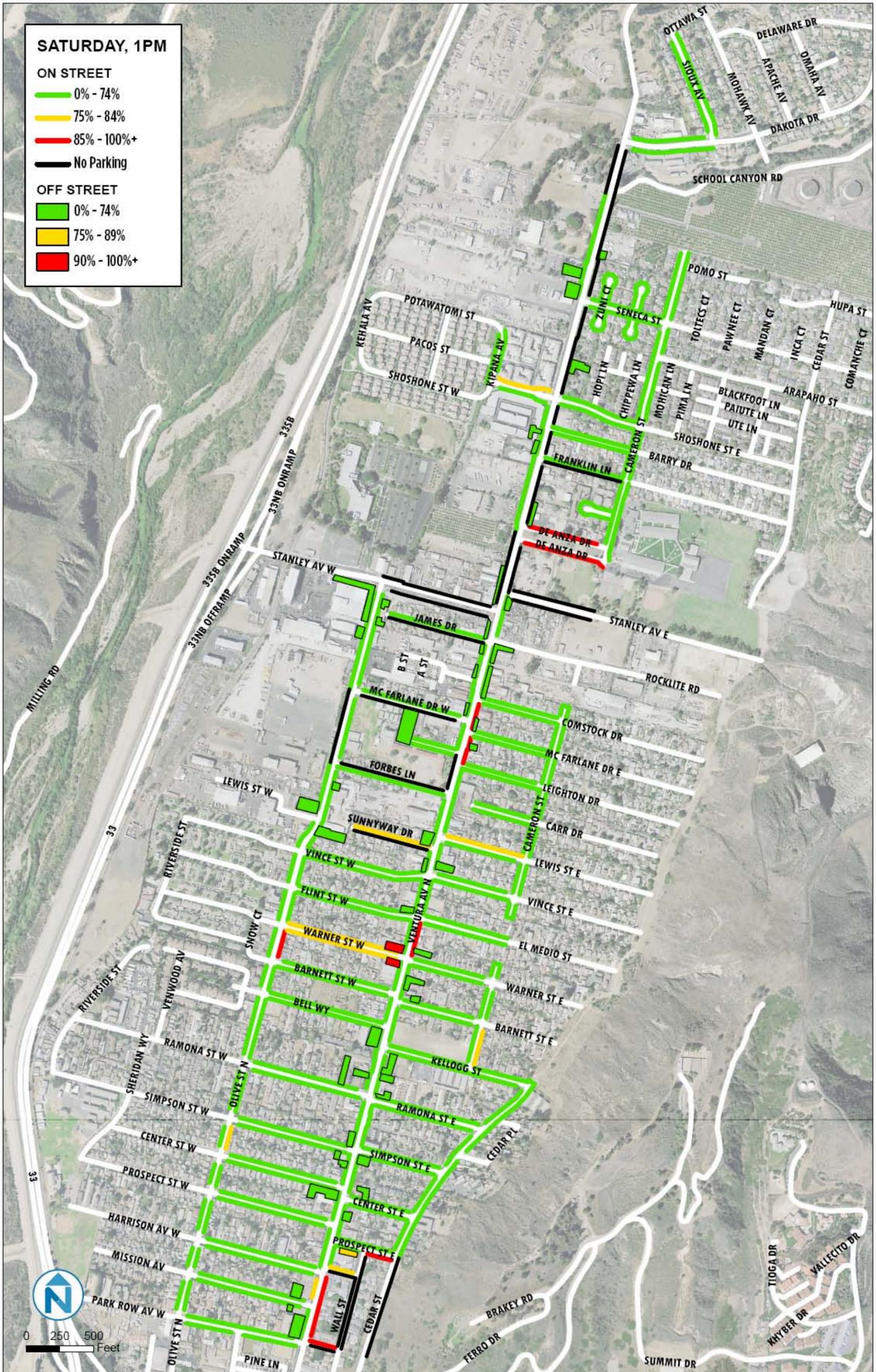


Figure 1-18 Utilization Rates, Saturday 1 PM



**Turnover**

In addition to analyzing parking utilization, parking duration data (for on-street spaces only) was also collected to gauge how often each space experiences “turnover.” This data was collected at the same time as the occupancy survey and involved surveyors noting the last 4 digits of each license plate, which can be used to identify vehicles without collecting any personal information.

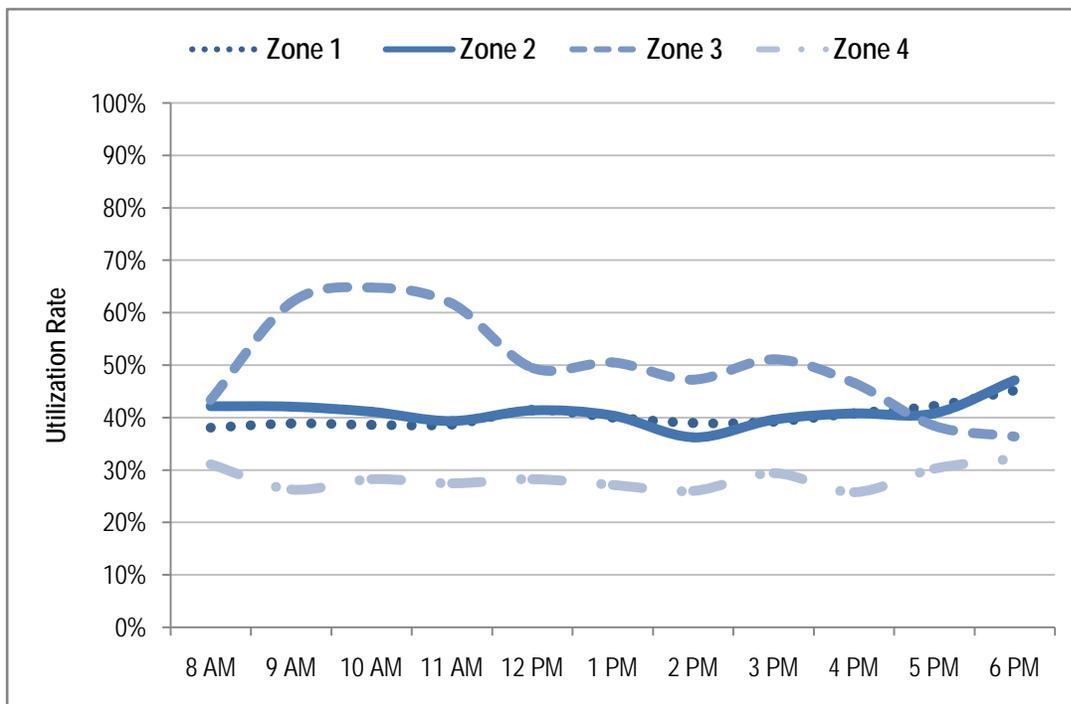
For the study area, turnover was similar for both Thursday and Saturday. On Thursday, it was estimated that vehicles stayed for an average of 3.38 hours. Average vehicle duration on Saturday was estimated to be slightly less at 3.30 hours.

**Study Area Zones**

**Utilization**

Figure 1-19 and Figure 1-20 summarize the utilization trends for both Thursday and Saturday in each of the four zones. Zones 1 and 2, near the southern portion of the study area, experienced similar levels of demand on both Thursday and Saturday. In Zone 1, utilization rates ranged from 38-45%, while in Zone 2 utilization rates ranged from 36-47%. By contrast, Zone 4 experienced far lower demand, with rates ranging from 26-36% across both Thursday and Saturday. Finally, Zone 3 experienced the greatest fluctuations in demand, especially on Thursday when occupancy peaked at 65% at 10 AM and then declined to 36% by 6 PM. It should be noted that dramatic fluctuations in zones 3 and 4 are much more likely to occur given their small number of spaces.

**Figure 1-19 Utilization Rates by Zone, Thursday**



**Figure 1-20 Utilization Rates by Zone, Saturday**

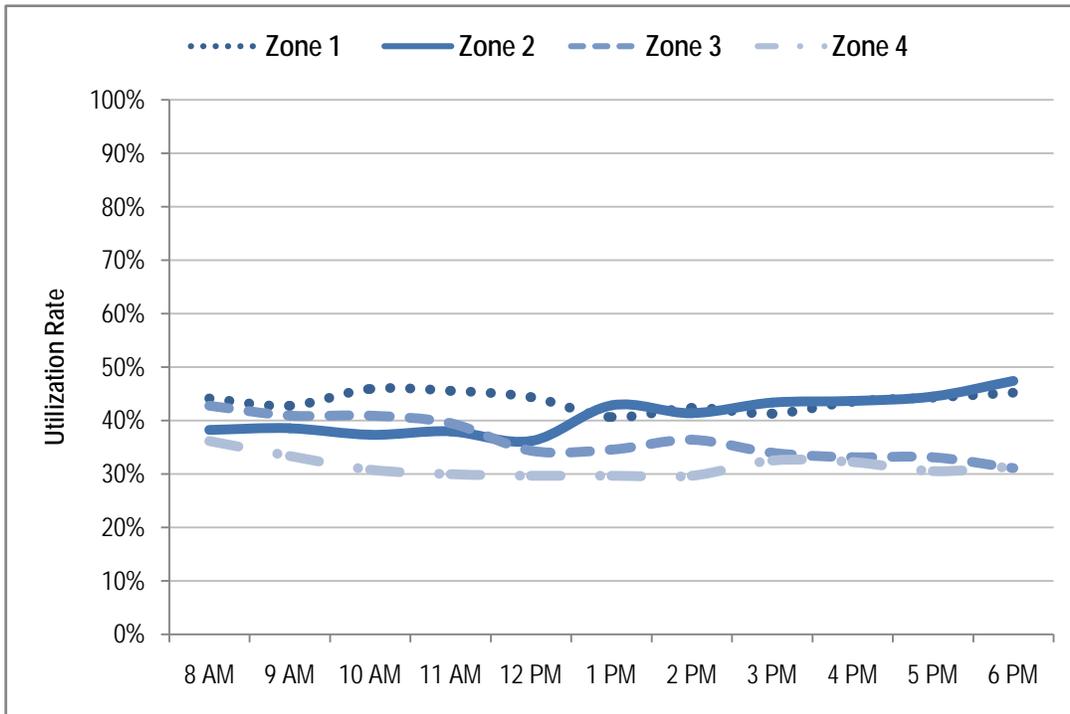


Figure 1-21 summarizes the utilization rates by zone during the peak period of demand on both Thursday (6 PM) and Saturday (6 PM). On each day, Zones 1 and 2 had the highest occupancy levels, while Zones 3 and 4 experienced substantially less demand. Once again, however, all of these zones had parking demand far below that of target levels, indicating that there is an ample supply of parking in the study area and that challenges associated with parking are likely due to inefficient management of existing supply.

**Figure 1-21 Utilization by Zone at Study Area Peak Period, 6 PM**

Zone	On-street		Off-street		On & Off-Street Combined	
	Thursday	Saturday	Thursday	Saturday	Thursday	Saturday
Zone 1	49%	50%	31%	28%	45%	45%
Zone 2	49%	50%	38%	35%	47%	47%
Zone 3	50%	44%	25%	4%	36%	31%
Zone 4	38%	37%	0%	3%	32%	31%

**Turnover**

Figure 1-22 summarizes the average duration for each vehicle by zone. In brief, Zone 4 experiences the highest average duration of any of the zones, with vehicles staying on average of 3.92 hours on Thursday and 4.17 hours on Friday, likely due to the lack of regulation in the area. On Saturday, Zone 1 had the shortest average duration of any day or zone as vehicles stayed on average just over three hours. In general, there is relatively limited turnover within the study area.

**Figure 1-22 Average Vehicle Duration, by Zone**

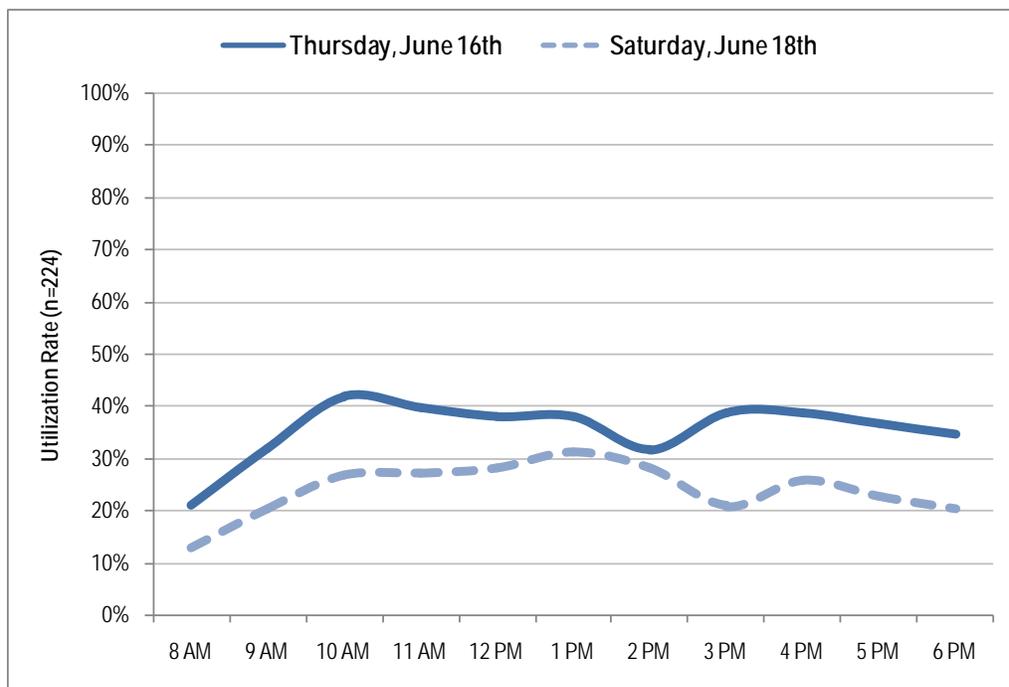
Zone	Thursday	Saturday
Zone 1	3.32	3.06
Zone 2	3.73	3.23
Zone 3	3.13	3.77
Zone 4	3.92	4.17
Study Area	3.38	3.30

### North Ventura Avenue

#### Utilization

Utilization rates were also calculated specifically for North Ventura Avenue. Figure 1-23 shows that parking peaked on North Ventura Avenue on Thursday at 10 AM with 42% of on-street spaces occupied. It is also evident that utilization of on-street spaces on North Ventura Avenue is higher on Thursday than on Saturday. Finally, utilization rates on North Ventura Avenue were at their lowest at 8 AM in the morning. Given the lower occupancy rates at the beginning and end of the counts periods, it is clear that residents in the study area do not typically park on North Ventura Avenue over night and that this corridor becomes more occupied throughout the day as people visit businesses or other destinations in the study area.

**Figure 1-23 Utilization Rates, North Ventura Avenue**



#### Turnover

On Thursday, the average duration for a given vehicle along the length of North Ventura Avenue was 2.91 hours. By contrast, on Saturday the average duration for a given vehicle was 1.52

hours. The duration of these stays is lower than for the study area as a whole, most likely due to North Ventura Avenue being one of the few streets to have any time restrictions for its on-street spaces. In addition, these findings are likely reflective of employees using the unregulated on-street spaces on North Ventura Avenue to park for extended periods of time. On Saturdays, however, people parking on North Ventura Avenue are not doing so for extended periods, but rather for short trips to nearby businesses or retail establishments.

## Chapter 2. Current and Future Parking Demand

This chapter provides an analysis of existing and future parking conditions in the study area. More specifically, it analyzes existing parking demand in relation to target occupancies and quantifies how much the study area, and each zone, is “over” or “under” supplied. In addition, this chapter analyzes parking demand in relation to existing and future land use and development patterns. This analysis will enable the City to demonstrate the effects of development on parking and determine whether the study area currently has more or less parking supply than existing demand requires. Finally, this data is also used to evaluate the existing code requirements and inform the recommendations related to parking management in Chapter 3.

### Inventory, Occupancy, and Oversupply

As discussed in Chapter 1, the peak hour of parking demand was at 6 PM for both Thursday and Saturday. For the study area as a whole, peak occupancies were 43% on Thursday and 42% on Saturday. Once again, these occupancies are well below target levels of demand and result in an “oversupply” of parking, as demonstrated in Figure 2-1 and Figure 2-2. The figures show the inventory and occupancy during the peak period for both the study area and for each zone, calculations of what a “necessary supply” would be needed to meet current occupancy levels and maintain the 85% and 90% target utilization rates, and the resulting oversupply of existing parking.

As shown all zones in the study area are substantially oversupplied. For example, at peak occupancy on Thursday 1,431 parking spaces in the study area are occupied. If one were to assume that this was meeting the target occupancy rate, then the study area would only require 1,672 spaces. Current supply in the study area, however, is 3,311 spaces, which translates into a 98% “oversupply” of parking based on current demand. Similar trends are evident across all zones, on both the weekday and weekend. In short, the study area has more than enough parking spaces to meet current demand.

**Figure 2-1 Occupancy, Inventory, and Oversupply – Thursday 6 PM**

Area	Occupancy (a)	Necessary Supply (b) = (a / .85 - .90)	Existing Supply (c)	Oversupply (d) = (c-b)	% Oversupply (e) = (d / b)
Study Area	1,431	1,672	3,311	1,639	98%
Zone 1	558	651	1,235	584	90%
Zone 2	580	677	1,230	553	82%
Zone 3	178	208	489	281	135%
Zone 4	115	135	357	222	164%

**Figure 2-2 Occupancy, Inventory, and Oversupply – Saturday 6 PM**

Area	Occupancy (a)	Necessary Supply (b) = (a / .85 - .90)	Existing Supply (c)	Oversupply (d) = (c-b)	% Oversupply (e) = (d / b)
Study Area	1,405	1,643	3,311	1,668	102%
Zone 1	558	652	1,235	583	90%
Zone 2	583	681	1,230	549	81%
Zone 3	152	178	489	311	174%
Zone 4	112	132	357	225	171%

## Peak Demand in Study Area

### Current Conditions

The peak occupancy for the entire study area occurred on Thursday, June 16<sup>th</sup> at 6 PM. Parking demand ratio calculations revealed two different, but equally useful correlations:

- *Built Stalls to Built Land Use Ratio.* 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 1,153,392 gross square feet (GSF) of land uses<sup>9</sup> in the study zone. At this time, about **2.87 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 Ratio.* 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 (approximately 1,133,458 GSF). From this perspective, current peak hour demand stands at a ratio of approximately **1.26 occupied parking stalls per 1,000 GSF** of built land use.

Figure 2-3 summarizes the analysis used to determine the built *ratio* of parking to built land use (i.e., Column D), which is based on the correlation between total built land use of 1,153,392 GSF (Column A – Built) and 3,311 stalls of “built” parking supply (i.e., Column C). As such, the *built ratio of parking* is 2.87 stalls per 1,000 GSF of commercial/retail building area. Figure 2-3 also demonstrates that the *actual demand* for parking is approximately 1.26 occupied stalls per 1,000 GSF (Column F). This number is derived by correlating actual occupied building area of 1,139,118 GSF (Column B) to the 1,431 vehicles actually parked in the peak hour (Column E). Figure 2-3 also breaks out this data by zone, and reveals that Zones 1 and 2 have the highest peak demand ratios (1.39 per 1,000 GSF), while Zone 3 (.98) and Zone 4 (.87) have considerably lower demand during the peak period.

<sup>9</sup> Includes four general land use categories: residential, commercial, industrial, and civic.

**Figure 2-3 Parking Demand – Mixed Land Use to Built Supply<sup>10</sup>**

Geographic Area	A	B	C	D	E	F
	GSF (Built)	GSF (Occupied) <sup>11</sup>	Total Supply Inventoried in Study Area	Built Ratio of Parking (per 1,000 GSF)	Total Occupied Spaces in Peak Hour	Actual Ratio of Parking Demand (per 1,000 GSF)
Study Area	1,153,392	1,133,458	3,311	2.87	1,431	1.26
Zone 1	407,301	400,530	1,235	3.03	558	1.39
Zone 2	426,526	418,186	1,230	2.88	580	1.39
Zone 3	186,045	182,033	489	2.63	178	0.98
Zone 4	133,520	132,710	357	2.67	115	0.87

If in the future parking were provided at the rate of actual demand absorption (1.26), overall peak hour occupancies would near 100% *only if* parking remained free *and* close to 1.5 million square feet of new development were constructed in the area. Put another way, there is currently 1.1 million square feet of occupied built space resulting in 1,431 occupied parking spaces. In order to fill the remaining 1,880 vacant spaces in the area, up to another 1.5 million square feet could be added without any new parking being constructed. 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.

To date, parking has been *built* at an average rate of 2.87 stalls per 1,000 GSF of development in the Westside study area. This rate appears to have provided surplus parking with significant availability in both existing on and off-street facilities, especially given that land uses in the study area only generate parking *demand* ratios of 1.26 stalls per 1,000 GSF. According to this analysis, approximately 1,880 stalls are empty and available at the peak of the peak hour (1,358 on-street and 522 off-street). This surplus of parking allows for future development to make use of existing spaces prior to the construction of new parking.

<sup>10</sup> Study area peak utilization – Thursday, 6 PM

<sup>11</sup> Assumes the following vacancy rates: Retail (2%), Office (12.5%), Civic (0%), Residential (0%), and Industrial (4.6%)

Figure 2-4 provides a summary of built supply to actual demand for other cities that the consultant team has worked with. The Westside area falls in the middle of selected cities in relation to actual amount of parking built to land use. However, the Westside area has one of the lowest demand ratios, resulting in a large gap between what the level of parking supplied and what is actually needed. The main theme of this figure is that, like many American cities, *the Westside community is currently building more parking than demand indicates.*

**Figure 2-4 Built Parking Supply and Actual Demand, Selected Cities**

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	2.00	1.50	0.50
Sacramento, CA	2.00	1.60	0.40
Monterey, CA	2.14	1.20	0.94
Seattle, WA (SLU)	2.50	1.75	0.75
Kirkland, WA	2.50	1.98	0.52
Palo Alto, CA	2.50	1.90	0.60
Santa Monica	2.80	1.80	1.00
<b>Ventura, CA (Westside)</b>	<b>2.87</b>	<b>1.26</b>	<b>1.61</b>
Chico, CA	3.00	1.70	1.30
Hillsboro, OR	3.00	1.64	1.36
Bend, OR	3.00	1.80	1.20
Salem, OR	3.15	2.04	1.11
Redmond, WA	4.10	2.71	1.39
Beaverton, OR	4.15	1.85	2.30

## Minimum Parking Requirements

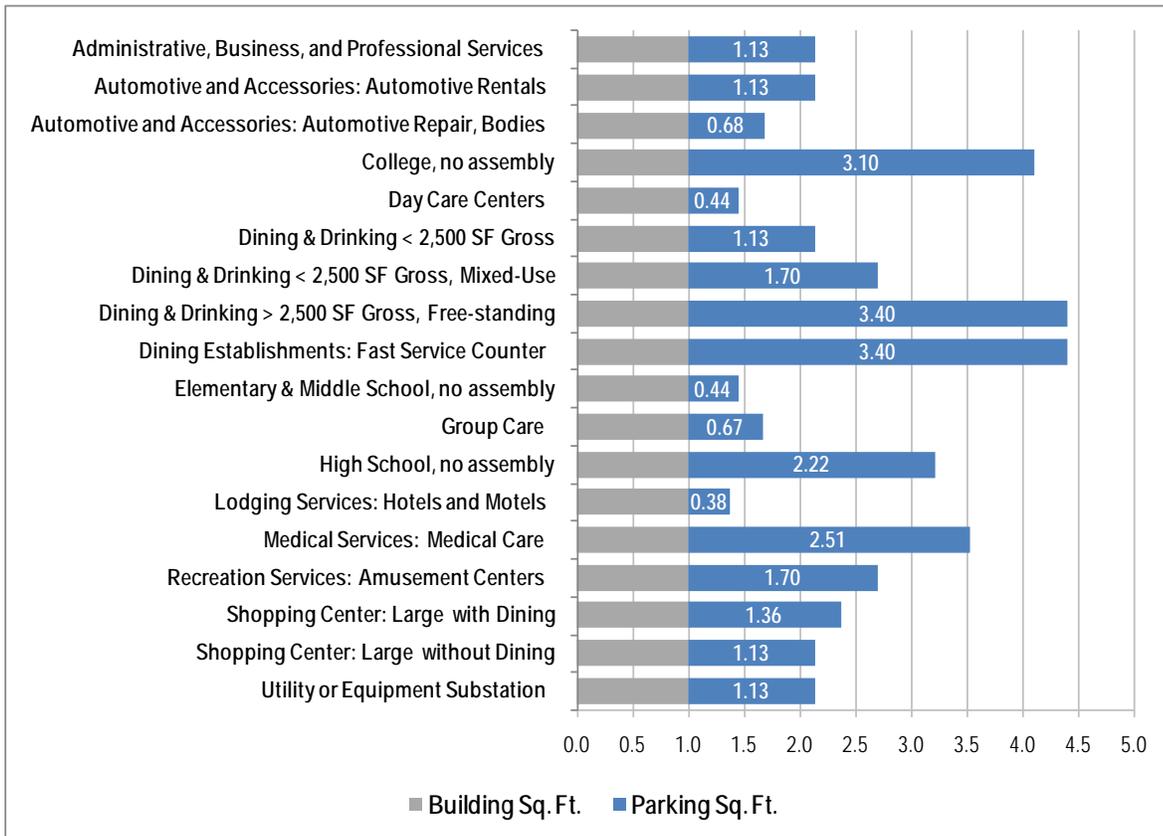
In order for the Westside Community to function as a vibrant area that supports multimodal travel, the City's parking policies must support those goals. Minimum parking requirements, however, have emerged as one of the biggest obstacles to many cities' efforts to encourage new commercial development and develop pedestrian and transit friendly districts. Currently, the City Code requires between two to ten parking spaces per 1,000 square feet for most built space in the Westside Community. Given that the peak demand ratio in the study area is only 1.26 spaces per 1,000 GSF, there is considerably more parking being required than is necessary.

**Figure 2-5 Existing Municipal Minimum Off-street Parking Requirements**

Land Use	Parking Spaces Required per 1,000 SF
Retail	3.3
Office	3.3
Shopping Center	3.3
Dining & Drinking (> 2,500 GSF, Free-standing)	10
Dining & Drinking (< 2,500 GSF, Mixed-Use)	5
Industrial	2

In addition to the economic implications of requiring an oversupply of parking, high minimum parking requirements can be also damaging to the character of a main street corridor, such as North Ventura Avenue. It is very difficult to create a walkable and bikeable atmosphere when off-street parking lots take up more space than buildings. As illustrated in Figure 2-6, Ventura's current minimum parking requirements for the Westside Community often require more than one square foot of parking area for every square foot of building. For example, a restaurant of more than 2,500 square feet is required by City Code to provide 3.4 square feet of parking for each square foot of building space. These requirements can be particularly damaging to uses, such as eating establishments, which help create a sense of activity and life.

**Figure 2-6 Existing Minimum Parking Requirements vs. Building Square Footage**



## Chapter 3. Parking Management Plan

The inventory of parking supply and regulations, the parking occupancy/turnover study, and analysis of current parking demand in relation to existing parking requirements, current land uses, and future development patterns provide a wealth of information about parking conditions and behavior within the Westside Community study area. More importantly, this data will serve as the guiding framework for the City as it moves forward with reshaping the Westside Community and reforming its parking policies and management systems. By developing regulatory processes that establish the appropriate amount of parking, and then maximizing the efficiency of that supply, the City can accommodate the interests of all stakeholders, including employees, visitors, and residents.

Other cities have faced similar circumstances in managing parking and have used improved policies and management to alleviate localized inefficiencies while spurring economic growth. This chapter seeks to begin the conversation by offering several recommendations for parking reform. These concepts are informed by the data obtained in this study, peer review and best practices research, as well as Nelson\Nygaard's previous experience with similar cities.

### Principles of Effective Parking Management

Historically, "solving the parking problem" almost always meant increasing supply. Unfortunately, constantly increasing parking supply simply encourages more auto use, as people are encouraged to drive to places that offer "plenty of free parking." While providing adequate parking is still important, it is only one tool available for managing both demand and supply. The goal of "parking demand management" is to provide the optimal amount of parking to meet parking needs while reducing traffic congestion and accommodating new development and a variety of land uses.

Managing parking has been shown to be the single most effective tool for managing congestion, even when densities are relatively low and major investments in other modes have not been made. Parking management can also have a significant impact on commute mode choice, which translates directly to reductions in auto congestion and improved livability of commercial districts and adjacent neighborhoods.

As the Westside Community continues to grow and evolve its parking needs will change as well, and this Plan recommends techniques to both address current challenges and adjust to future needs. Above all else, this Plan proposes a parking management approach that utilizes policies and programs that will enable more efficient utilization of existing supply, while alleviating parking congestion in certain areas.

In recognition of these considerations, the following principles informed the development of parking management recommendations for the Westside Community:

- Set clear parking priorities based on the Westside Community's strengths and vision for the future.
- Manage the entire parking supply as part of an integrated system.
- Manage parking facilities with a focus on maintaining availability, not simply increasing supply.
- Optimize investment in parking by making most efficient use of all public and private parking facilities and encouraging use of viable alternative mode options, before constructing new parking.

- Use any potential parking revenue to fund transportation programs that maintain adequate parking supply and support use of transportation options in the Westside area.
- Use of residential permit districts to address spillover concerns in residential neighborhoods.
- Encourage economic revitalization and remove barriers to development and adaptive reuse projects by adopting parking standards that are tailored to the unique parking demand of mixed-use, walkable communities.
- Ensure flexibility for developers by providing a variety of tools to meet and/or reduce parking requirements.
- Provide flexibility to local decision makers and City staff to adapt to future changes in parking demand and travel patterns.

## Recommendations

### **Recommendation #1: Implement a consolidated parking policy for the Westside Community**

The Westside Community should officially adopt and implement a consolidated parking policy, where all parking is managed as an integrated system. The primary impetus for this recommendation is that current demand (or new construction of up to 1.5 million square feet) in the Westside area does not warrant the provision of additional supply. Chapter 1 highlights the low parking utilization rates in the study with no zone approaching target rates. Furthermore, while there may be one or two hour periods or small areas with higher demand, available on- or off-street spaces are never more than one or two blocks away. The fundamental goal of a consolidated parking policy is to make efficient use of the *existing* parking supply by including as many spaces as possible in a common pool of shared, publicly available spaces.

The key management strategies for a consolidated parking district will include (as described in greater detail below):

- Continue to encourage all existing and new private parking facilities to be made available to the public when not needed by its principal user (as discussed in Recommendation 1.A).
- Continue to encourage shared parking between uses in all existing and new private parking facilities wherever feasible (as discussed in Recommendation 1.B).
- Develop new parking supply only as needed by maximizing the use of existing off-street parking and/or first purchasing or leasing existing private parking lots from willing sellers (as discussed in Recommendation 1.C).

Adopting a park once policy requires a fundamental shift in how the Westside area currently thinks about parking management. Today, there is no publicly available off-street parking, as all off-street parking is associated with a private business or land use. This creates a number of key challenges for residents, customers, or visitors to the study area. First, if someone is wishing to perform several errands within the study area they must make multiple trips to separate parking lots, thereby increasing the number of vehicle trips and associated congestion and vehicle emissions. Even if an individual's destination is right next door and they would like to walk, they will likely still move their vehicle, as most private off-street facilities "protect" their parking lot with the threat of towing.

Second, in areas where demand is high, existing supply is not being utilized efficiently. The occupancy study showed that while utilization rates are generally low throughout the study area, there are “pockets” of high demand in certain lots and on certain blocks. For example, the Red Barn Market at North Ventura Avenue and West Warner Street is one of these areas with higher demand, as utilization rates exceed 90% at various points throughout the day and occasionally 100% (lot is completely full and people are waiting for spaces to become available). At these times, demand has spilled over onto nearby blocks on West Warner and North Ventura Avenue. At the same time, there are four other off-street parking lots within a block of the market that have available parking (see Figure 1-15). While not as convenient as the Red Barn lot itself, these facilities do offer a reasonable alternative for customers. However, it is clear that motorists do not feel comfortable parking in these lots, and, therefore, will either circle the market, wait in the parking lot until a space opens up, or park on a nearby residential street.

A consolidated parking district seeks to eliminate these inefficiencies by allowing parking supply to be “pooled” into a shared supply available to multiple uses. The end result is that motorists feel comfortable parking their car once and completing multiple daily tasks on foot before returning to their car. By transforming motorists into pedestrians, a consolidated parking strategy is an immediate generator of pedestrian life, creating crowds of people who animate public life on the streets and become patrons of street friendly retail businesses.

In addition, consolidated parking policies allow spaces to be efficiently shared between uses with differing peak hours, peak days, and peak seasons of parking demand. Finally, parking supply can be more appropriately sized to meet *average* parking loads (as opposed to peak demand), since the common supply allows shops and offices with high demand to be balanced by land uses that have lower demand or are temporarily vacant.

The following sub-recommendations provide a detailed approach to moving forward with a consolidated parking district and establish a framework for making it as effective as possible.

### **Recommendation #1.A: Encourage new and existing private parking be made publicly available.**

As discussed in Chapter 1, there is a significant amount of private parking in the study area. As shown in Figure 1-10, there are 700 off-street spaces in the study area. The majority of these spaces are concentrated in the southern half of the study area. In general, occupancy levels in these lots are very low. Figures 1-13 and 1-14 also show that on Thursday rates did not exceed 50% and on Saturday rates did not exceed 30%. Based on current demand, therefore, it is clear that there is not a supply problem, but inefficiencies in how demand is currently managed. In other words, 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 Westside.

More specifically, in order to better manage existing demand and strategically add to the parking supply, the City should:

- Work with property owners and businesses to ensure that private parking is made available to the public when not needed for its primary commercial use.
- Work with property owners and businesses to develop mutually-agreeable operating and liability arrangements for public use of private parking facilities.
- Require as a condition of approval that private parking in any new Westside Community development or adaptive reuse projects be made available to the public when not needed for its primary commercial use.

### **Recommendation #1.B: Allow shared parking among different land uses by right.**

Different land uses have different periods of parking demand. For example, a bank adjacent to a night club can quite easily share a common parking facility. This principle is widely accepted in transportation planning and should be permitted in the City's parking code. In order to make the process of securing approval for shared parking less onerous for new development and adaptive reuse projects, the City should:

- Allow parking to be shared among different uses within a single mixed-use building by right.
- Residential uses: Allow parking to be shared between residential buildings and an off-site parking facility by right, provided that the off-site facility is within 500 feet of the building entrance.
- Non-residential uses: Allow parking to be shared between non-residential buildings and an off-site parking facility by right upon staff approval, provided that the off-site facility is within 1,250 feet of the building entrance.
- Off-site shared parking located further than 1,250 feet should be considered at the discretion of staff so long as there is documentation that reasonable provision has been made to allow off-site parkers to access the principal use (e.g. a shuttle bus, valet parking service, free transit passes, etc.).

### **Recommendation #1.C: Develop new parking supply only as needed.**

The costs of constructing new parking spaces in the Westside Community are significant when compared to investing in more cost-effective measures to manage existing demand or reduce parking demand altogether. Depending on the type and design of off-street facility, a single parking space in a parking structure can range from \$20,000 to \$50,000, exclusive of debt service, operation and maintenance, insurance, and enforcement costs.

While current demand does not warrant the development of new parking facilities, new public parking structures could be necessary to meet future parking demand that cannot be accommodated by presently vacant spaces. For this reason the City should:

- Pursue implementation of all cost-effective strategies to a) reduce parking demand and b) make the most efficient use of existing supply, while preparing for the future need to provide new public parking lots/garages as needed. It must be emphasized that it is prudent, from both a fiduciary and congestion management perspective, to optimize the use of existing public parking facilities before constructing costly new lots/garages.
- If new public parking supply is needed, first purchase or lease existing private parking lots or structures from willing sellers, and add this parking to the shared public supply before building expensive new lots/garages.
- Identify one or more placeholder "opportunity" sites for locating new public lots/garages when needed.
- Prioritize and aggressively implement all feasible strategies for reducing parking demand by shifting peak hour trips to other modes, especially those that are more cost-effective at accommodating a new downtown trip (via carpool, transit, etc.).
- Conduct annual monitoring of the effectiveness of strategies to reduce parking demand. Initiate pre-development processes for new parking lots/garages only when overall peak parking utilization regularly and consistently exceeds 80%.

- If a structure is built, allow for a parking credit program similar to that of Old Pasadena (described in Appendix A).

## **Recommendation #2: Revise Minimum Parking Standards for the Westside Community**

As discussed in Chapter 2, the City of Ventura's existing minimum parking requirements are incompatible with existing parking demand in the Westside Community. In short, the existing minimums require far more parking spaces than is currently needed. More specifically, the utilization study found that the built ratio of parking was 2.87 parking stalls per 1,000 GSF of development. However, based on the utilization study it was found that the actual ratio of parking demand was 1.26 parking stalls per 1,000 GSF of occupied space. In addition, as shown in Figure 2-6, current minimum parking requirements for the Westside Community often require more than one square foot of parking area for every square foot of building. These requirements are especially prohibitive for any type of adaptive reuse project, as it severely restricts how developers meet parking requirements on-site.

Therefore, as the City moves forward with developing its Westside Development Code, it is recommended that the City adjust its minimum parking requirements for the Westside Community.

Figure 3-1 shows recommended revised proposed parking requirements for selected land uses and zones. It includes revised minimum requirements and also proposes a maximum parking requirement for non-residential uses in the T5.5 (Urban Center Zone) zone at 4 spaces per 1,000 square feet. A parking "maximum" estimates the greatest number of spaces that should be needed as reserved spaces without unduly burdening the on-street or locally shared-parking supply, or threatening the development potential of the site.

**Figure 3-1 Recommended Revised Parking Requirements for Selected Land Uses<sup>12</sup>**

Land Use Category		Single-Family	Multi-Family			Live-Work	Non-Residential	Industrial/Warehouse
		Unit	1 BDR Unit	2 BDR Unit	3+ BDR Unit	Unit	1,000 SF	1,000 SF
Proposed T3.6	Min	2	-	-	-	-	-	-
	Max	None	-	-	-	-	-	-
Existing T3.6	Min	2	1	2 + 1/4 guest space/unit		-	3.33	3.33
	Max	None	None	None		-	None	None
Proposed T3.5	Min	2	1	1.5	2	-	1	-
	Max	None	None	None	None	-	None	-
Existing T3.5	Min	2	-	-	-	-	-	-
	Max	None	-	-	-	-	-	-
Proposed T4.11	Min	2	1	1.5	2	-	1	-
	Max	None	None	None	None	-	None	-
Existing T4.11	Min	2	1	2 + 1/4 guest space/unit		-	2	2
	Max	None	None	None		-	None	None
Proposed T5.5	Min	-	1	1	1	-	None	-
	Max	-	None	None	None	-	4	-
Existing T5.5	Min	1	1	1	1	-	2	2
	Max	None	None	None	None	-	None	None
Proposed SD1	Min	-	-	-	-	1	1	0.5
	Max	-	-	-	-	None	None	None
Existing SD1	Min					2	3.33	1-2*
	Max					None	None	None

(-) Use not permitted

\* For industrial uses, 2 parking spaces/1000SF or 1 parking space/1000SF when providing alternative transportation facilities. For warehouse uses, 1 parking space/1000SF

### Recommendation #3: Create Flexibility to Meet/Reduce Parking Requirements

One of the primary challenges associated with minimum parking requirements is that they compel developers to provide expensive parking spaces even if the amount of parking required is not consistent with actual demand. The end result is a more expensive project that could potentially limit the amount and scale of development, or make a project infeasible altogether. While minimum parking standards in the Westside Community are only recommended to be adjusted in targeted ways, this Parking Management Plan strongly suggests expanding opportunities for

<sup>12</sup> See Preliminary Draft Westside Development Code for more detailed information on each zone.

developers to comply with minimum parking requirements through “state of the practice” parking management techniques.

These techniques would not reduce parking minimums themselves, but provide a toolkit that allows a developer to meet their requirement in the most efficient way possible. By providing developers with the option and flexibility to meet parking standards, the City can promote an environment that is both friendly to development and supportive of multimodal and sustainable growth. Outlined below are potential alternative methods. It should be noted that none of these alternatives would be required – a developer would consider the cost of building the minimum parking requirement, weigh the market advantages for doing so, and would balance those considerations against the opportunity offered by any one or a combination of the techniques outlined below.

### **Recommendation 3.A: Allow for lower minimums by right if the proposed project can demonstrate a sustainable Transportation Demand Management (TDM) program.**

TDM programs have proven to be very successful in reducing the need for drive-alone commute trips, and, consequently, the demand for parking. TDM programs work by providing incentives to use alternative modes. TDM measures can include, but are not limited to: pricing strategies (i.e. charging for parking), financial incentives (i.e. free transit passes), unbundling of parking pricing, carpools, vanpools, shuttle services, rideshare matching services, work schedule changes (telecommuting, flex time, etc.), travel training, marketing/outreach, provision of non-motorized infrastructure (i.e. bike parking), or commuter benefit programs.

Numerous cities have adopted such provisions. Most recently, the City of Glendale approved a significant revision to its parking code, including a TDM ordinance that allows developers to achieve a significant reduction in their parking requirements. The more robust the program, the greater the reduction in parking that can be achieved. In Glendale, a relative “point value” has been given to each TDM measure based on its proven ability to reduce drive-alone rates and demand for parking. For example, research has shown that financial incentives, such as pricing of parking, parking cash out, and subsidized transit, are the most effective ways to reduce drive alone commutes. As such, these financial incentives would be assigned a higher point total than, for example, marketing services, an effective, yet less robust TDM measure. Research has also shown that a “well-balanced” TDM program that offers a variety of measures which support each other (e.g. a subsidized transit pass program in addition to a Guaranteed-Ride-Home program) will be more effective than a TDM program built around a single trip reduction measure. Therefore, to obtain more significant parking reductions a new development would have to demonstrate a TDM program that utilizes a variety of trip reduction measures. Depending on the total point value of the TDM program, each development would qualify for a reduction from the minimum parking requirements, ranging from a 10-30% reduction in required parking.

Finally, it is recommended that each development wishing to obtain a parking reduction by implementing a TDM program should also be subject to a number of additional requirements to ensure the effectiveness of the TDM program. These conditions include:

- *Annual Reporting:* TDM programs are only as effective as their ongoing management. As a result, it is recommended that the City require that each development monitor its TDM program annually to not only ensure compliance among businesses and tenants, but also document effectiveness. The City should require that each development conduct an annual survey of its TDM programs and participants. This survey information would then be used to produce an annual citywide report which would document the mode share shifts and TDM participation. The Lloyd District TMA in Portland, Oregon provides an

excellent example of an annual effort made to evaluate and quantify the effects of TDM programs.<sup>13</sup>

- *Leasing Requirement:* Any development that obtains a parking reduction via a TDM program would need to include in the tenant lease a requirement for mandatory implementation of the approved TDM measures. This requirement would help to ensure that approved TDM measures are being implemented by all tenants of any new development, and that the parking reductions are justified. This requirement would run with the lease and not with the tenant. For residential projects, the TDM measures would be a part of the HOA agreement and could not be changed without penalty to the City.

### **Recommendation 3.B: Allow shared on- and off-street spaces to count towards parking minimums.**

In order to maximize flexibility for developers and property owners, shared on-site or off-site parking should 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, that the shared parking can accommodate the parking demand for both uses, and reasonable provision has been made to allow off-site parkers to access the principal use (e.g. shuttle bus, valet parking, free transit passes, etc.). A similar approach has been successfully implemented in cities such as San Diego CA and Pasadena CA. The maximum distances between off-site parking facilities and the proposed use are discussed in Recommendation #1.B.

In addition, on-street spaces should also be allowed to satisfy 100% of the minimum parking requirements. These on-street spaces would be limited to all of the spaces on the primary block face fronting the proposed land use.

### **Recommendation 3.C: Allow for parking exemptions for commercial/retail changes of use smaller than 5,000 square feet.**

Section 24.415.020.A of the Ventura Municipal Code states: “Every use of property hereafter initiated, reinitiated, expanded, intensified, or changed, and every building hereafter erected, enlarged, or structurally altered to accommodate such uses shall be required to provide adequate off-street parking spaces and adequate provision for vehicle ingress and egress and onsite vehicle circulation to serve the parking area, in accordance with the provisions of this chapter.” In other words, if a building expansion creates an increase in floor area then additional parking must be provided to meet the minimum parking requirements. Such change of use and reuse regulations are particularly burdensome, especially for smaller commercial establishments that do not have space to add additional parking.

Therefore, it is recommended that the City create a change of use exception that states that any changes in use of commercial/retail spaces less than 5,000 square feet are not required to add additional parking. Such revisions will help to encourage redevelopment of smaller commercial establishments by lowering the parking burden on developers.

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<sup>13</sup> Lloyd District TMA – Annual Report 2010. ([www.lloydtma.org](http://www.lloydtma.org))

## **Recommendation #4: Establish guidelines for a future residential permit program (RPP) in the Westside Community. Explore potential for a residential parking benefit district.**

Residential permit programs (RPP) are one of the most effective tools at managing spillover into residential neighborhoods. The City of Ventura currently has a Downtown Parking Permit Program and School Area Permit Program and has developed a process to examine and address many local parking management issues. Like most RPPs these programs operate by exempting permitted vehicles from the parking restrictions and time limits within a geographically defined area. Permit holders are able to essentially “store” their vehicle on the street, although holding a permit does not guarantee the availability of a parking space.

RPPs work best in residential neighborhoods that are impacted by spillover from other uses, particularly competing demand from employees at nearby businesses or at large institutions such as hospitals, schools, or colleges. RPPs are also commonly used in neighborhoods that are impacted by regional commuters who might want to drive and park in a neighborhood that has convenient access to a transit node, such as a rail station or major express bus line.

Currently, the Westside Community has more than adequate supply of parking – the peak occupancy for on- and off-street parking is 43%, meaning that even at the busiest times approximately 1,880 on- and off-street parking spaces are available. Nevertheless, a few localized parking challenges exist, as some businesses, land uses, and residential streets generate more parking demand than others. These localized inefficiencies can contribute to real imbalances between supply and demand, as well as exacerbate the perception that “parking is a problem” in the Westside Community. Residents can become particularly impacted by spillover parking, especially if they live on a block that consistently has higher demand and they are unable to park close to their residences, such experiences can contribute to the belief that there is a parking “shortage” in the Westside area.

While the current levels of demand likely do not warrant a residential permit district in the Westside at this time, it is recommended that the City establish guidelines and policies for the formation of future districts. Provided below is a brief overview of the key issues to address as part of their implementation.

### **Issues for RPP Implementation**

- *Number of permits issued:* The issuance of permits for RPPs is often not linked to the actual supply of parking spaces and many RPPs do not limit the number of permits that can be allocated to a household. Consequently, the number of permits issued solely to residents is far greater than the actual supply of parking spaces within a given district. In such cases, a resident permit becomes little more than a “hunting license.” As a result, residents may be irritated by the fact that they have to buy a permit and still cannot find parking.

The City of Ventura’s existing Downtown Permit Program recognizes this challenge and bases the number of permits allocated upon an analysis of on-street utilization, off-street utilization, impact from non-residential uses, impact to neighborhood commercial and retail activity, existing land uses, non-conforming uses and other factors determined by the city traffic engineer. The City will issue no more than one sticker per residential unit and remains valid for a two year period.

Current parking conditions in the Westside Community differ than those in Ventura’s downtown. However, it is recommended that if an RPP were to be established in the

Westside area, it follow similar guidelines and not allocate an unlimited number of permits per household.

- *Price of permits:* Many RPPs either give their parking permits away for free or charge very little, which fails to provide any disincentive for residents to park on the street. The more expensive the parking permit is the more likely it is that residents will clean out a garage or park farther away, especially with multiple vehicles. Very high parking fees may encourage a shift to other travel modes, or elimination of unneeded vehicles.

California's statutory language related to residential permit programs dictates that cities can set permit fees based on a cost recovery model directly related to administrative costs.<sup>14</sup> Most California cities established their permit programs decades ago, and fees, if any, were based on basic criteria (such as printing costs) that did not fully account for other program costs, which include the application costs, costs of doing the initial parking study, putting up signs, and managing and enforcing the permit zone. As the number of preferential parking districts has grown and the number of permits allocated has likewise increased, so have the costs of administering citywide preferential parking programs, yet most cities have not raised their permit fees accordingly. Furthermore, if cities do decide to raise their fees, the rationale supporting such fee increases is often arbitrary. For example, many cities have based their fees simply on what neighboring cities have done and not on the actual costs of their program.

Some cities have begun to document the fact that their permit programs are actually costing them more than they charge for permits and have taken steps to revise their permit fees. In general, these cities have begun to fully account for the myriad of costs associated with running a preferential permit program, such as staff time to evaluate district formation, process permit applications, manage the program; costs associated with materials, signage, and maintenance of districts; and the costs related to enforcement of the regulations. In San Francisco, for example, permit fees were recently increased from \$76 to \$96 per permit per year to cover the \$8.4 million it costs to run their residential permit program (59 employees plus 35 parking control officers).

Ventura's current Permit Programs currently charge \$20 per permit per two-year period that is based upon recovery of administrative costs associated with issuing the permit.

- *Periods of high demand:* RPPs do little to manage parking during most periods of high demand, such as in the evenings near popular commercial corridors when competition for parking spaces is high between residents returning home from work and individuals wishing to access nearby businesses. Most RPPs end at 6 PM on weekdays and are not in effect on weekends. If the non-permit time limit is 2-hours, this essentially means that parking is wholly unregulated beginning at 4 PM in locations where RPP regulations end at 6 PM. In many neighborhoods, the highest parking demand is late afternoon and early evening, as residents return home with their cars while employees in the area have not yet departed.
- *2-hour shuffle:* RPPs can promote the "2-hour shuffle," where non-residents move their cars to avoid parking enforcement. This shuffle results in highly localized traffic, congestion, noise, and pollution.
- *Maximizing use of parking spaces:* RPPs generally benefit a narrow class of users, namely those residents that wish to park their car on the street during the weekday. Many residents drive their car to work, vacating the RPP for the day. In some cases, residents misuse

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<sup>14</sup> California Vehicle Code, Section 22507.2: "The local authority may charge a nonrefundable fee to defray the costs of issuing and administering the permits."

existing off-street facilities (such as a residential parking garage), often times using the parking garage as an additional storage facility. As a result, valuable on-street parking spaces that could benefit other users are underutilized and mismanaged.

- *Thresholds for implementation:* Most cities with RPPs (including Ventura) require that there be a demonstrated spillover problem and a minimum level of support from local residents. In general, a utilization study must be conducted showing that a certain percentage of on-street spaces are occupied by non-residents (rates usually range from 65-75%). In addition, a petition must be signed by a minimum percentage of residential units (66% in Ventura) requesting establishment of the RPP.
- *Permit permanence:* RPPs can create an environment of “permit permanence.” While most municipal codes allow for the dissolution of RPPs, almost no RPP is ever revoked once it has been established. Therefore, even if the parking characteristics of a neighborhood changes, it is unlikely that the RPP will adjust to meet those changes.

## RPP Implementation Guidance

Given the issues identified above, it is recommended that if the City were to move forward with establishing an RPP for the Westside Community, the following steps can be taken to maximize the effectiveness of the program and ensure that it not only benefits residents, but also supports the overall transportation goals for the community.

1. Build upon the existing RPP process established by the City of Ventura that established a variety of essential factors before allocating residential parking permits in an area.
2. Count the number of available curb parking spaces in the area where the RPP is being considered and map the data. Obviously, the data gathered as part of this analysis would eliminate the need to do much of this fieldwork. However, it is always recommended to confirm the baseline data, especially if a significant amount of time has elapsed since it was first collected.

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 1,000 on-street parking spaces and 500 residential units, then the ratio is 2.0 on-street parking spaces per unit.

5. Establish minimum utilization rates and levels of resident support. Conduct an occupancy study to establish occupancy and require a completed petition before proceeding with the formation of an RPP.
6. Decide how many parking permits to issue. This number of permits can vary depending on the desired outcomes of the RPP. For example, the City of Pasadena caps the number of permits issued to 150% of on-street parking spaces. The ratio of permits issued to available on-street spaces is higher than 1:1 because of the fact that there are more units than spaces and the fact that not all permit holders will require a space at the same time. In other words, there is a “buffer” built in to account for variations in demand.

Based on these ratios, determine how many permits per unit (resident and guest) should be issued.

7. Resident permits should be priced to limit demand, and, ultimately, cover administrative costs. For example, the first permit could be issued for free, but if a resident wanted to buy more permits they would have to pay on a graduated scale (i.e. \$10 for second permit, \$25 for third, \$50 for fourth, etc.). Without such pricing strategies it is likely that the on-street supply would be overwhelmed.

In addition, as discussed above, cities have the authority to charge a permit fee that will cover the costs of program administration and overhead. In reality, few cities do, largely because charging full cost of permits would likely result in resident opposition. Moving forward, the City of Ventura would need to further evaluate such policy decisions.

8. 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.

In the future, the City of Ventura may also wish to explore the formation of a residential parking benefit district in the Westside Community. The key difference between a parking benefit district and a standard permit district, as outlined above, is that a parking benefit district allows a limited number of non-residents to pay to use surplus on-street parking spaces in residential areas (see Appendix A Boulder, CO case study for example). The revenue generated by those permits can then used to fund various types of public improvements (street cleaning, maintenance, streetscape improvements, lighting, transportation programs, etc.) in the residential district. If a benefit district were to be pursued, some additional implementation steps would need to be taken. These include:

9. Decide what percent of spaces should be reserved specifically for non-residents. 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).
10. Rather than entirely prohibit non-resident 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 non-resident permits, though, should only be permitted during daytime hours when residential occupancy rates are lower.
11. Finally, the rates for non-resident parking permits should be set at fair market rates as determined by periodic city surveys. 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.

## **Recommendation #5: Establish an in-lieu fee that is reflective of parking conditions in the Westside Community**

An in-lieu parking fee gives developers the option to pay a fee in-lieu of providing some portion of the number of parking spaces ordinarily required by the city's zoning ordinance. The fee could be structured as either a fixed one-time fee per space or an annual fee per space. The fees collected can then be used to build public parking spaces, purchase private spaces for public use, or to support TDM strategies and/or improve overall mobility. In-lieu fees are particularly appropriate for adaptive reuse redevelopment projects that would not be financially or architecturally feasible if forced to provide all required minimum spaces on-site. An in-lieu fee can encourage new development of the highest architectural and urban design quality as well as the redevelopment of vacant, underutilized, historic, and/or dilapidated buildings.

In-lieu fees have many benefits for both cities and developers. The fees provide flexibility for developers. If providing all of the required parking would be difficult or prohibitively expensive for developers, then they have the option to pay the fee instead. In addition, since the fees can be used to pay for spaces in public lots, more uses can share parking. An in-lieu fee can be combined with other techniques for meeting parking requirements including the use of shared parking, tandem or valet parking or stacked parking to encourage better management of parking spaces provided on and off-site.

The City of Ventura currently has an in-lieu fee for the Downtown. The fee is a one-time fee priced at \$24,896 per space (adjusted for inflation). These fees are unique to Ventura's downtown and are set to account for the high costs of building structured parking garages. As a result, the current in-lieu fee for Ventura's downtown would likely not be appropriate for the Westside Community, given both its mix of land uses and current parking conditions.

Therefore, it is recommended that any in-lieu fee program for the Westside Community be more appropriately structured to fit the local context. More specifically, the in-lieu fee should be an amount that is roughly equivalent to the cost and longevity of a surface space, given the lack of structured parking in the Westside. In addition, an annual fee is recommended for the Westside Community because it can reduce the risk to developers who do not want to pay a larger up-front fee while their project has yet to be fully financed or constructed. It is also recommended that any developer be allowed to forgo 100% of its minimum parking requirement by paying the in-lieu fee.

It is recommended that any revenue generated by an in-lieu fee program be primarily used to purchase or lease existing private parking facilities within the Westside Community. These facilities would be made publicly available and added to the "pool" of public parking. Other potential expenditures of in-lieu fee revenue could include funding enhanced mobility or TDM programs as a means to further reduce parking demand in the study area.

## **Recommendation #6: Revise time restrictions on North Ventura Avenue from 1-hour to 2-hour parking.**

As shown in Figure 1-9, North Ventura Avenue is one of the few streets in the study area that has time restrictions. From Park Row Avenue north to Lewis Street / Sunnyway Drive, most block faces have a 1-hour time limit. These restrictions have been established as a means to encourage turnover so that customers can access businesses more easily. Based on the turnover study, it appears that these restrictions are encouraging more vehicle turnover than at unrestricted spaces. Figure 3-2 shows that, on average, vehicles parked between Park Row Avenue and Lewis Street are staying for a shorter period of time than elsewhere on North Ventura Avenue, as well as across the study area as a whole.

**Figure 3-2 Average Vehicle Duration on North Ventura Avenue**

Geographic Area	Thursday	Saturday
N. Ventura - All	2.91	1.52
N. Ventura - Park Row Ave. to Lewis St.	2.88	1.44
Study Area	3.38	3.30

At the same time, however, vehicles are staying, on average, longer than the posted 1-hour time limit. On Thursday, for example, the average vehicle was parking for 2 hours and 52 minutes in the 1-hour restricted spaces. It is probable that some of these vehicles are owned by employees working in the area and parking all day long while at work. It is also possible that some motorists need more than one hour to complete their errands in the study area. Nevertheless, it appears that the 1-hour time restriction is being violated on a consistent basis.

It is recommended that the City address this issue in two ways:

- Lengthen the 1-hour restriction to two hours. Based on the existing low utilization rates, it appears that there is limited need for a “tighter” time limit of one hour. A 2-hour time limit would provide additional flexibility for customers while helping to ensure retailers that there is still adequate turnover of spaces for North Ventura Avenue businesses.
- The City should prioritize better enforcement of these restrictions because they are only as effective as their enforcement. Based on the turnover study, it does not appear that motorists are particularly mindful of the time restrictions, potentially due to limited enforcement. If availability of spaces on North Ventura Avenue becomes a challenge in the future<sup>15</sup>, the first remedy would be to increase parking enforcement in these areas, with particular attention paid to the time restricted spaces on North Ventura Avenue.

### **Recommendation #7: If future utilization studies warrant it, authorize staff to set time limits and if necessary, install parking meters to manage future parking demand.**

Based on current demand and utilization rates, pricing of on-street spaces is not currently needed in the study area. In short, demand is currently too low to necessitate implementation of parking meters. However, should future demand warrant it, pricing of parking remains the most effective strategy in a city’s “toolbox” to manage demand and ensure that parking supports the overall goals of an integrated transportation system.

Therefore, if parking demand increases beyond an 85% utilization in areas without time limits, the city should implement time limits in those areas. If parking demand is still greater than 85% utilization it is recommended that the City authorize staff to replace time limits and implement an on-street pricing management strategy for the Westside Community. The metering of streets should be considered a potential long-term solution only if time limits do not manage parking demand. The City of Ventura parking meter rate is 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 increments based on average occupancy rates to achieve a target occupancy rate of 85% utilization.

<sup>15</sup> Current occupancy levels on North Ventura, south of Lewis Street, peak at less than 50% on Thursday.

# Appendix A. Best Practices in Parking Management

This appendix reviews the parking and transportation policies of three highly successful mixed-use communities. It showcases some of the best management techniques available for parking and transportation in order to inform the development of the Westside Parking Management Plan.

## Case Study 1 - 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, "parking credits", and adaptive reuse. 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." Finally, parking researcher Donald Shoup calculates that the Parking Credit program reduces the cost to the developer of parking provision for adaptive reuse projects to just 2.5% of the cost of on-site provision. This strategy represents an innovative way to mitigate limiting parking minimum restrictions, and is explored in more detail below.

### Old Pasadena's Parking Credit Program

The city's "Parking Credit Program", begun in 1987, allows property owners in Old Pasadena to enter into a contract with the city to buy "zoning parking credits", in lieu of constructing additional parking spaces to satisfy minimum parking requirements. However, this is not a typical "in-lieu fee" program. Former Pasadena Development Administrator Marsha Rood defines each parking credit as "an entitlement to apply parking spaces in a publicly available garage towards parking requirements for development." The city issues 1.5 parking credits per space in the public garages, and therefore credits are limited. Since the early 2000s, additional public parking spaces have been added to the general credit pool (approximately 102 spaces/153 credits at the One Colorado development), and dependent on demand for credits, more public spaces may be

added in the future. As of 2009, 67 credits were available to eligible applicants. Though the fee was originally set at a very low rate (\$50 in 1987) to encourage business development, the rate has increased following yearly CPI adjustments; in 2004, the fee was set at \$127 per space per year, still far below the market cost to build a new parking space.

The Parking Credit Program has been 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.) 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.

The revenue generated by parking credits has helped to maintain and operate Old Pasadena's four public parking facilities. Although these revenues provide only a small portion – 5% – of the funding needed to operate the garages, they do provide the link between the waiver in minimum parking requirements and the availability of public parking for a variety of uses. The public parking structures provide 90 minutes of free 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.

Additionally, three off-street parking facilities provide almost 1,600 parking spaces, as seen below. For these facilities, the first 90 minutes are free, followed by an hourly fee of \$2 and a maximum daily rate of \$6.<sup>16</sup>

**Figure A-1 Off-Street Parking Facilities in Old Pasadena**

Facility	No. of Spaces	Hours of Operation	Hourly Rates	Monthly Rate
Schoolhouse Block Parking Structure	901	24 hours a day, 7 days a week	First 90 mins. Free; \$2 / Hr.; \$6 max; \$5 flat fee (10 PM - 5 AM)	\$55
De Lacey Parking Structure	516	24 hours a day, 7 days a week	First 90 mins. Free; \$2 / Hr.; \$6 max; \$5 flat fee (10 PM - 5 AM)	\$65
Marriott Parking Structure	147	24 hours a day, 7 days a week	First 90 mins. Free; \$2 / Hr.; \$6 max; \$5 flat fee (10 PM - 5 AM)	\$65 (5 days), \$75 (7 days)

<sup>16</sup> Study references: City of Pasadena (2002), Old Pasadena Zoning Credit Parking Program Guidelines.

City of Pasadena (2009). Zoning Parking Credit Program Current Activity – Reporting Period – July 1, 2008 through June 30, 2009. Staff Report to Old Pasadena Parking Meter Zone Advisory Commission, June 18, 2009.

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## Case Study 2 - Petaluma, California SmartCode

### Introduction

In June, 2003, Petaluma, California, adopted a precise New Urbanist development code for approximately 400 acres of the central city. Revitalization of the area, a mixture of partly vacant historic buildings, tired strip malls, abandoned car dealerships, riverfront warehouses, and greenfield parcels had been difficult. The existing code was largely designed to produce single-use, auto-oriented, conventional suburban development.

The adopted code is the first example in the nation of implementing Duany Plater-Zyberk's new SmartCode, which is a New Urbanist code distributed by the nonprofit Center for Applied Transect Studies (CATS). A key element in the code's success proved to be the immediate drastic reduction of parking requirements and, in the code's second phase, the abolition of all minimum parking requirements.

### Petaluma's SmartCode

As part of Petaluma's Central Petaluma Specific Plan, adopted in 2003, the SmartCode was designed to "[provide] a system for ensuring that the design of the public realm and the design of private buildings are rigorously coordinated, and are focused on the pedestrian experience. It defines what is essentially a "kit of parts", with instructions, for building an urban district..." Originally developed by Duany Plater-Zyberk & Company, an architecture and planning firm based in Miami, Florida, SmartCode is available to local jurisdictions as a model code for free. SmartCode also includes goals and strategies consistent with New Urbanist ideology, such as creating walkable neighborhoods using a form-based code, and linking zoning categories to their urban or rural character (the "rural-urban transect"). All zoning categories in SmartCode allow a mix of uses.

### The Dawn (and Dusk) of New Parking Requirements

In June, 2003, the city of Petaluma, California implemented its version of the SmartCode. In addition to providing guidance on scaled, mixed-use zoning, pedestrian facilities, and streetscape design, the SmartCode outlines two policies to improve parking in central Petaluma. As identified by the Specific Plan, these policies are designed to accomplish the primary goal to "Maximize opportunities for shared parking," and include:

- Policy 4.1: Encourage structured parking facilities.
- Policy 4.2: Establish procedures for financing structured parking facilities. (This policy includes instituting "in lieu" fees.)

Like many zoning codes, the SmartCode includes guidance on location of parking, size of parking spaces, specifications on access to parking, and requirements for lighting and surfacing for parking lots. Although the Code does identify baseline parking minimum requirements, it also includes several progressive parking policy elements, the most pertinent of which are summarized below:

- Reduction of Parking Requirements (Section 6.10.030). Parking minimums may be reduced under the following conditions.
  - Alternative parking arrangements. Applicants execute an agreement with the City to:

- Pay a parking in-lieu fee. In-lieu fee initially set at \$20,000 per parking space though variable by location, with annual fee adjustments.
  - Waive the right to protest the formation of a parking district.
  - Provide some other fair share contribution acceptable to the review authority.
- Shared on-site parking. Where two or more uses on the same site have distinct and different peak parking usage periods, the Director may consider a reduction in the number of required spaces.
  - Waiver of parking. The Director may reduce or waive the number of required spaces based on quantitative information provided by the applicant that documents the need for fewer spaces (e.g., sales receipts, information on land use standards from other cities for the proposed land use, etc.).
  - Waiver of parking – Off-hour uses. Requirements may be waived for uses that are determined to operate exclusively after the evening peak parking demand period (i.e., when sufficient on-street parking will be available).
  - Waiver of parking – Reduction of water pollution and stormwater run-off. Whatever fraction of a parking lot is surfaced with permeable paving will receive that fraction of a 20% reduction in the parking minimum.

Perhaps the most striking element of the SmartCode's parking requirement section is its inclusion of a sunset clause – that is, the specification of the date on which the required parking minimums will expire. According to the Code section 6.10.070, “Effective January 1, 2008, there shall be no minimum parking requirements for any use.”<sup>17</sup>

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<sup>17</sup> Study references: SmartCode Central. <http://www.smartcodecentral.org/>  
City of Petaluma (2003). Central Petaluma Specific Plan, adopted June 2, 2003.

## Case Study 3 - Boulder, Colorado

### 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 Parking Benefit 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.

All downtown parking revenue, including more than \$1 million per year from meters and over \$2 million per year from garages, is returned to CAGID for area improvements. Among other things, the revenue is used to fund more than \$325,000 per year worth of transportation demand management programs, including a free universal transit pass for all downtown employees (“Eco-Pass”), a Guaranteed Ride Home program, ride-matching services, bicycle parking and a number of other benefits.

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.

### Neighborhood Permit Parking (NPP) Zones

#### Background

In order to contain overspill parking from commuters trying to avoid parking restrictions and charges downtown, Boulder has developed a Neighborhood Parking Benefit District program that offers a host of benefits to residents, visitors, and commuters alike.

According to the City of Boulder, the City Council adopted a Residential Parking Program (RPP) in 1986 as a way to curb spillover parking in residential neighborhoods. The program was first implemented in two residential neighborhoods in 1993, but concerns arose soon after about the effectiveness of the program. In 1997, the Neighborhood Permit Parking program was adopted as an improved version of the earlier strategy. Designed to better balance a variety of users, the new NPP program included several additional benefits, including:

- Offering commuter permits within permit parking zones
- Greater flexibility in the span and duration of restrictions to match the needs of individual neighborhoods
- Introducing a short-term parking component

There are two primary goals of the program. First, to the City seeks “to improve the balance between preserving neighborhood character and providing public access to community facilities.” In 2009, the program was reported to have “continued to meet this goal. The majority of residential streets within the NPP zones are less congested; short-term parking has been maintained and, in some places, created; and commuter parking permits provide for long-term

parking opportunities.” Second, the program is designed to be revenue-neutral, whereby revenue from the sale of commuter and residential permits covers the costs of administering the program. As seen in Figure A-2, this balance is not always attained. In 2009, it was reported that “with the addition and expansions of several NPP’s during the last two years, there were expenses which exceeded revenues.” There were ten NPP zones in 2009.

## Operations

According to the City, vehicles without an NPP permit may park one time only, per day, per NPP zone for the posted time limit and may not re-park in that zone again on the same day. Vehicles with a valid permit are exempt from these restrictions.

Permits are available for residents, local businesses, and commuters. Residents living in a Neighborhood Permit Parking zone may purchase up to two resident permits for each vehicle registered in their name for \$17 per permit, per year. A maximum of two visitor permits may be obtained by each permitted household for no charge. Additionally, guest permits are also free upon resident request. In general, businesses located within a zone may purchase up to three business permits for use by its employees for \$75 per year each; larger businesses may apply for additional permits as necessary.

Indicative of the successful integration of on- and off-street management, non-resident commuters are also eligible to buy on-street parking permits on a limited basis for \$78 per quarter (or \$312 per year). Regarding commuter permits, Donald Shoup summarizes that “Each permit is valid on a specific block face, and no more than four nonresident permits are sold on any block. The city periodically surveys the parking occupancy on all blocks in each permit zone and sells nonresident permits only on blocks that have a vacancy rate greater than 25% between 9 AM and 5 PM. This approach ensures that each block has vacant parking spaces for both residents and commuters.” In 2007, the City Council approved extending the sunset clause for the commuter permit program to December 31, 2012. In 2009, the annual utilization rate (annual permits sold per available commuter spaces) was approximately 19%.

**Figure A-2 Boulder Neighborhood Permit Parking Program Revenue and Expenditure, 2009**

Revenue from Resident/Business/Visitor Permits Sales	\$35,597
Revenue from Commuter Permit Sales	\$46,592
<i>Revenue subtotal</i>	\$82,189
NPP Program Direct Expenses (excluding enforcement)	\$76,856
Administrative Program Expenses	\$13,772
<i>Cost subtotal</i>	\$90,627
<b>Difference between revenues and costs</b>	<b>(\$8,438)</b>

Enforcement of NPP areas is sophisticated, with city personnel entering license plates into a handheld commuter; this ensures that motorists cannot evade the restrictions by simply moving their cars every few hours. In 2009, about 10% of all parking tickets written by Boulder Parking

Services were issued for NPP violations. If all tickets for these violations had been collected, the total revenue would have been \$182,500.<sup>18</sup>

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<sup>18</sup> Study references: City of Boulder, <http://www.bouldercolorado.gov>

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