



PARKING ON THE CORRIDORS

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SUMMARY

This White Paper presents principles, objectives, goals and recommendations for the establishment of Parking Benefits Districts (PBDs) along the City of Santa Cruz Corridors. As future redevelopment of land uses occurs, parking demand will have to be addressed in a manner which allows for feasible development, yet provides right-sized parking, protects the adjacent neighborhoods from parking intrusion, and supports member businesses. The following is a summary list of actions that need to be taken for the establishment and management of a PBD:

1. Identify appropriate parking management strategies that meet the needs of the District. This could include implementing paid parking or generating a fee from the assessment or in-lieu program.
2. Allow for a shortfall of parking on private lots, but provide the additional required spaces on public or other private lots
3. Establish public lots at quarter-mile distances with the ability to increase their capacity if the need arises
4. Establish a parking benefit district using a management model covered under California State law
5. Set a target range for parking provision using maximum and minimum parking regulations

6. Group land uses into categories to simplify calculating parking requirements through the use of shared parking
7. Share parking among neighboring uses
8. Unbundle parking as an option to property owners and renters
9. Implement permit parking in the neighborhoods, where feasible
10. Promote consolidation of fragmented surface parking lots
11. Promote public-private and private-private agreements
12. Require no on-site parking for small properties where it may cause an infeasible cost burden
13. Allow larger lot developments to provide excess parking for credits
14. Implement travel demand management (TDM) measures to control parking demand
15. Provide a management body (TMA) for implementation
16. Develop short term, medium, and long term development plans – note that this will change, but it paints the picture of what is required
17. Update the parking regulations to accommodate this approach to parking supply along the corridors

INTRODUCTION

The purpose of the Santa Cruz Corridors project is to provide strategies and implementation tools necessary to revitalize the local economy, promote unique historic character and improve the quality of life for both residents and visitors in the City of Santa Cruz (City). In particular, parking has been identified as an important element of the Santa Cruz Corridors project to promote innovative and integrated corridor planning expressed in the 2030 General Plan. The City of Santa Cruz Corridor Planning and Zoning Code Update intends to implement the General Plan 2030 vision of allowing more intensive “infill development” and higher-density housing along transit corridors while retaining the city’s small-town character and unique neighborhoods. The Current parking codes are outdated and do not allow for the types of development identified by the General Plan 2030. Santa Cruz’s primary mixed-use corridors were identified as “change areas” served by transit in the new General Plan.

These change areas provide new mixed use, transit oriented General Plan designations for “nodes” along the corridors. This creates opportunity areas where new zoning can guide infill development, supported by infrastructure and transportation investments that promote sustainability and Complete Streets. The current City parking code provides some options to reduce parking requirements, but as designed will not support the General Plan’s adopted mixed use development model.

The current parking code allows for shared parking on site, with limitations, allows for parking reductions for TDM measures, but just stops short of addressing parking demand along the corridors on a holistic basis. This white paper acknowledges the challenge of providing adequate off-street parking to meet the needs of businesses and residents, while also balancing the need to reduce development constraints caused by onerous or inflexible parking requirements. Parking requirements for new land uses are

outdated and designed primarily for single use suburban development, as opposed to existing and redeveloping mixed use corridors. Following are some general questions on parking management along the corridors.

- What if small lot cannot provide parking?
- How much do we charge for parking?
- How do we protect the residential neighborhood?
- How do we establish a Parking Benefit District?
- How do we phase implementation of the ultimate plan?
- How do we implement the tools of a Parking benefit District and monitor implementation and success?

Why are we recommending a change to the parking zoning code? A key initiative of the Corridor Planning and Zoning Update is to modernize the City's parking requirements. Changes to the parking code are intended to strike a balance between encouraging infill development consistent with the 2030 General Plan while reducing potential parking impacts to existing neighborhoods. The changes to the parking requirements are part of the City's effort to develop the new zoning code.

The four Corridors under review present the best opportunity for changes to the parking code. Parking requirements can create substantial challenges to not only the feasibility of new projects in terms of cost, design, and certainty but also the community's perceived negative impacts of the new development on adjacent neighborhoods. Current regulations do not fully acknowledge the benefits and opportunities of mixed-use, walkable neighborhoods that are served by transit in terms of reducing trips and the need for parking, as well as current best practices in parking ratios. They also do not provide incentives for owners of existing parking facilities to share their parking when it is not being used. Current regulations are inflexible both in how off-street parking is provided and how parking lots are designed. Many existing infill sites contain little or no parking. New infill development is often expensive and cannot afford the cost or space required for suburban parking standards.

Where along the corridors will parking regulations and zoning code changed be changed and managed? Not only is this happening on the corridors identified by the General Plan as change areas to support mixed use development, but it is also happening in the adjacent block faces. Our strategy needs to address parking comprehensively with management and ordinance changes.

How will parking management change along the corridors? Many tools are available for use in along the corridors. The following sections provide an insight to these tools, their benefit and application in Santa Cruz.

The question is; how to implement these tools in a manner that will work for the current corridor development, future development, where parking will be provided and how it will be managed. The steps to answering these questions are:

1. Develop thresholds for parking requirements based on development levels
2. Develop a phasing plan for implementation of the corridor parking plan
3. Tie development thresholds to the development of a Parking Benefit District
4. Phase parking management in line with development thresholds

PARKING BENEFIT DISTRICTS

Parking Benefit Districts (PBDs) are defined geographic areas, which would allow for the consolidation of parking management and financing where parking demand and supply can be shared between users and actively managed through a governing body with supporting ordinances for the mutual benefit of the district membership.

Parking requirements encoded within municipal zoning ordinances shape the corridor transportation and development character. The collective ability of the corridors to use zoning and other tools to shape local transportation conditions around shared values and goals will have increasingly economic, environmental and sustainable impacts.

In the past, development and parking requirements were car centric. Cities began to require sufficient accessory parking at each new development — enough to ensure that spaces would almost always be available for anyone who needed one, even if they were overabundant (and often free). This meant building to meet peak demand for free parking at each location.

It also meant generating a high level of redundancies between land uses which, even within the Santa Cruz corridors, are frequently within short walking distance of each other. More recent changes in City of Santa Cruz ordinances require TDM measures to reduce vehicle trips and parking demand such as bicycle parking and the use of transit services.

One of the objectives of a PBD is to preserve traditional, relatively dense, mixed-use centers from conventional development requirements for on-site accessory parking facilities. By providing a shared and flexible parking resource, the small-lot and infill development projects characteristic of these areas can thrive. By sharing parking resources, collective parking needs can be met with fewer spaces overall, allowing the corridors to continue to provide dense, walkable, multi-modal alternatives to typical, parking-oriented suburban centers.

In addition, effective PBD implementation can provide:

- Formality and permanence to shared-parking resources, allowing developers (and their lenders) to rely upon them to reduce their on-site parking needs;
- Capacity to manage parking demand via centralized control over policies and pricing;
- Capacity to capture and direct parking revenues toward local investments;

- Capacity to manage the design and functionality of primary parking facilities, including facility and access-point location to minimize conflict with predominant automobile, transit, bicycle, and pedestrian traffic patterns;
- More welcoming conditions for customers and visitors — fewer “Thou Shalt Not Park Here” signs throughout the district;
- Re-captured land and redevelopment opportunities, supporting the general tax base;
- Funding mechanisms for capital improvements and maintenance costs; and
- Consolidated parking management to support member businesses.

Over-requiring parking supply along the corridors can create a number of unwanted effects, including:

- Reducing Infill Development Viability – smaller or awkwardly-configured sites typical of urban centers, as well as historic re-development opportunities in older commercial centers, can present significant challenges to meeting contemporary parking requirements, limiting their re-investment value and encouraging “green field” development instead;
- Discouraging alternatives to auto travel – by promoting free parking, minimum parking requirements put pay-as-you-go modal alternatives like transit at a distinct disadvantage;
- Eroding pedestrian environments – requiring each development to self-park (accommodate all demand on-site) greatly increases the proliferation of driveway-sidewalk intersections and creates large swathes of inhospitable surface parking lots; and
- Adding to the cost of living – by promoting free parking, conventional requirements ensure that parking costs are externalized in higher prices for goods, services, and housing — creating a particularly unfair burden for low-income households and those who do not drive.

WHY WILL IT HELP?

Individual (single user) land use parking requirements typically result in an oversupply of parking and often stifle new development, create adverse neighborhood impacts, and promote an inefficient use of land. When shared managed parking is implemented, newly available land that is diverted from parking uses can be used to support development pro forma, encourage active lifestyles, increase quality of life, promote mobility, enhance pedestrian safety, and create an environment that respects all stakeholders.

The primary goal of a PBD is to effectively manage an area’s parking supply and demand to support the business activities of the district’s membership and increase the convenience for district visitors. PBDs typically employ a number of parking management techniques to manage parking supply and demand, including but not limited to pooled shared parking supply, issuance of permits, and TDM strategies.

By consolidating the management of parking and sharing in revenue generated by PBDs, member businesses are supported through decreased financial burden of oversupply of parking, enhanced

customer experiences, and the provision of district amenities. Financial benefits from a PBD can be used to improve transportation infrastructure along the corridor, fund operations, parking provision, implement neighborhood parking permit programs, and develop infrastructure that promotes healthy lifestyles, i.e. bike racks, bike lanes, user friendly sidewalks.

PARKING MANAGEMENT WITHIN THE PARKING BENEFIT DISTRICT

The following sections provide a review of best practices in efficient parking management and parking need reduction strategies. Best practices listed in this chapter should be assessed by the City to determine which best fit the resources of the City, though recommendations will be made to facilitate in the implementation of each strategy to reach the desired outcome of efficient management and need reduction.

SHARED PARKING

Shared parking is the use of a parking facility that accommodates the parking demands of multiple adjacent land uses without preventing each individual use's ability to provide parking for its patrons. The shared nature of this concept reduces the number of parking spaces required for the facility, increases the facility capacity, and utilizes the space more efficiently. Typically, shared parking can reduce parking requirements 10 to 30 percent, depending upon specific conditions.

In this strategy, parking spaces are shared by the group of motorists serviced by the facility rather than parking spaces being assigned to them. In many instances, users of a parking facility arrive and leave at differing times, do not stay for as long as other users, or utilize alternative modes of transportation. Ultimately, the demand for parking spaces does not equal the amount of users at any given time. For example, a group of 100 residents or a hotel can share between 60 and 80 parking spaces because residents work at different times, complete daily errands at different times, and some may not even own a vehicle. To provide options for patrons, parking spaces may be reserved at a higher price but shared spaces can be priced at a lower rate (when pricing for parking).

Shared parking can be applied in many situations. It is particularly appropriate where:

- Land values and parking facility costs are high.
- Clustered development is desired.
- Excessive pavement is undesirable¹.

¹ Shared Parking, VTPI

Adjacent Site Approach: In the adjacent site approach to shared parking, the parking demands of the adjacent uses vary by hour, by day, or by season. Due to the variance in peak demand times, the parking facility is able to adequately serve the demands of the adjacent uses with less than the maximum parking spaces needed to serve the adjacent on an individual basis in private parking facilities. For example, a small office may need 25 spaces for its employees and the neighboring movie theatre requires 100 spaces. On an individual basis, a total of 125 spaces would be needed for both uses, but because the peak demand periods of the uses vary from weekday to evenings and weekends, the parking facility may be shared between the theater and office with a total of 100 spaces.

Weekday Peaks	Evening Peaks	Weekend Peaks
Banks Medical Clinics Offices Professional Services	Auditoriums/Theaters Bars and Clubs Meeting Halls Restaurants Shops	Religious Institutions Parks Shops and Malls

FREE AND PAID PUBLIC PARKING

Public parking is provided along the corridors primarily on the street. It is currently free. Alternatively, paid parking lots could be provided for use by building owners and then they would have to pay an in-lieu fee for the public parking facilities instead of requiring private off-street parking for each property. This can occur even if the public parking is free, but is not recommended. On-street parking is considered one of the better shared public parking options because of its accessibility. Due to its convenience, on-street parking may need to be regulated through payment or restricted for parking demand management in high-demand areas.

To determine the minimum number of parking spaces for a shared facility:

- Determine the minimum amount of parking required by each proposed “user” of the shared facility by time period,
- Sum all of the required parking spaces by time period for each proposed user, and
- Set the minimum required parking spaces for the shared parking facility at the maximum total across all time periods.

MAXIMUM WALKING DISTANCES

Within shared parking facilities, there is a maximum distance that users are willing to walk to get from a parking space to a destination. Shared parking is confined by this maximum distance— passing this threshold pushes users to drive to their next destination, thereby surrendering the purpose of a shared parking facility that serves multiple destinations or the Park Once trip concept. Such distances are influenced by a combination of factors including the condition of the pedestrian infrastructure, climate, line of sight, safety, and pedestrian barriers. The table below lists the general acceptable distances accepted by destination and user type. Note that the analysis for this study in Section 3, shows slightly different, more conservative distances (i.e. 0-300ft; 300-600ft; and 600-900ft) which better reflect the types of users and land uses of the study area.

Table 11 – General Acceptable Walking Distances by Destination and User²

Adjacent (Less than 100 ft.)	Short (less than 800 ft.)	Medium (less than 1,200 ft.)	Long (less than 1,600 ft.)
People with disabilities Deliveries and loading Emergency services Convenience store	Grocery stores Professional services Medical clinics Residents	General retail Restaurant Employees Entertainment center Religious institution	Airport parking Major sport or cultural event Overflow parking

PARKING CREDIT PROGRAMS

A municipality may employ a parking credit program to finance shared parking by assisting developers to meet minimum parking requirements through the sale of credits for utilizing available public parking spaces (it may be used to fund new facility construction). This strategy aims to maximize the use of excess parking, meet property parking requirements, and recover costs to manage public parking facilities. The spaces purchased through the parking credit program will not be designated as private for the patrons of the purchaser, but will instead remain designated for public use.

Old Pasadena implemented a parking credit program as part of a parking district management effort that is considered one of the most successful applications of a parking district. The parking credits program in Old Pasadena cost little for businesses to participate in and issues a 1.5 parking credit per public space. The decrease in on-site parking shifted parking to public parking facilities in which users paid a fee to use.

² Shared Parking: Sharing Parking Facilities Among Multiple Users,, *Victoria Transport Policy Institute (2013)*

The public parking facility fees supported by the parking credits pushed parking revenues to 66% of all parking revenues (2001).

IMPLEMENTATION OF A PARKING CREDIT PROGRAM

Implementation of a parking credit program first involves establishing guidelines for the program. A boundary of the parking credit district (PCD) is determined and a parking count of all available public parking in the district is conducted. The municipality can decide whether a purchase of one parking credit is equal to a reduction in on-site parking by one space, or, as in the example of Old Pasadena, issue 1.5 parking credits per public space.

Public parking spaces utilized for parking credits must be within acceptable walking distances from the purchasing destination to be considered viable alternatives for on-site parking. Old Pasadena established the following maximum walking distances for its program:

Table 12 - Old Pasadena Maximum Walking Distances

Zoning District	Customer / Visitor Spaces	Employee Spaces
Commercial District	1,000 feet	1,500 feet
Other District	500 feet	1,000 feet

Pricing Example

Hollywood's City Council voted to implement a parking credit pilot to manage West Hollywood's parking problems, where credits are priced at an annual fee of \$375 per credited space with an application fee of \$650. This credit fee is readjusted each fiscal year by the Consumer Price Index. The Pasadena credit pricing is set at \$200 per year where a price cap was placed in 1994.

BEST PRACTICES

Best practices in shared parking have evolved to support effective implementation and management (VTPI):

1. *Establish standard procedures for implementing shared parking, which specify how to calculate minimum parking requirements for different combinations of land uses, acceptable walking distances, and requirements for sharing agreements, verification, and enforcement.*

2. *Educate planning officials and developers regarding the potential for shared parking and procedures for implementing it.*
3. *Provide a maximum amount of on-street parking and encourage use of in-lieu fees to fund additional public off-street parking as a substitute for private off-street parking.*
4. *Use Transportation Management Associations or local planning agencies to provide shared parking matching and brokerage services.*
5. *Ensure sufficient pedestrian access and appropriate signage for users are provided concerning Shared Parking.*
6. *Perform regular parking studies and solicit feedback from users to identify problems with Shared Parking.*
7. *Anticipate potential spillover problems and respond with appropriate regulations and enforcement programs.*

RECOMMENDATIONS FOR SANTA CRUZ

The City has a municipal ordinance in place (24.12.290) that details the application procedures for a shared parking facility. The procedures, which require a legal agreement between parties and a parking study (which may be waived by the Planning Commission), are consistent with the process for establishing a parking facility (minus the required special use or minor conditional use permit) and should be maintained as such. However, the legal agreement does not provide any details regarding coordination among the users of the facilities, how conflicts between uses will be avoided and addressed, liabilities, maintenance, cleaning and utility cost responsibilities, termination process if necessary, and how any applicable supplemental covenants should be addressed in the agreement.

The Santa Cruz Municipal Code also addresses Cooperative Parking Facilities. These shared facilities implement the Park Once concept, which allows multipurpose trips to be accomplished by utilizing the facility.

As supported in the Santa Cruz City Code, the Downtown Parking District promotes the use of shared parking facilities in areas with the highest potential by use of in-lieu fees to fund the facilities. The shared parking facility must be within walking distance to be applicable. The corridors do not have this benefit, so sub areas should be established for shared parking. Because shared parking is not required for businesses, it is recommended that the City contact property owners whose uses may support shared parking between adjacent uses to discuss participating in a shared parking agreement.

A deterrent for shared parking support among property owners is the concern that shared parking limits their available parking supply to accommodate parking demands, which hinders their ability to reach

customers and lowers access to potential revenues. To counteract these concerns, the City could provide zoning incentives to encourage shared parking. In exchange for an agreement:

- Development regulations could be modified including increased building heights of building coverage to incentivize property owners to enter into a shared parking agreement
- The allowable floor area ratio (FAR) could be increased for every parking space eliminated through shared parking. The type of shared uses determine the capacity of the reduction of spaces where an increase in building size for some uses may require additional parking, counteracting the purpose of this incentive.

To establish a Parking Credit Program as well as shared parking evaluations, the City must establish realistic walking thresholds. These thresholds would define if a business has a facility with an adjacent walking buffer that could support the lessening of on-site parking. This study recommends the use of between 300 feet (as required in Section 1102 of the Santa Cruz County Zoning Code) for short-term (1 hour or less) parking to 1500 feet for employee or long-term parking (8 hours or more). Residential parking could be unbundled.

SHARED PARKING ORDINANCES

The City of Pasadena implemented a parking credit program (referred to as a Zoning Credit Parking Program) within the Old Pasadena parking district. Considered one of the more successful applications of a parking district, the City of Santa Cruz should follow the City of Pasadena process for implementing a parking credit program within its corridor parking districts.

If the City chooses to implement a parking credit program to make use of existing excess parking and provide for centralized public parking facilities, a set of maximum walking tolerances that delineates the maximum walking distance between the parking facility and the destination who purchased the parking credit must be established in which the public parking credit space the purchasing development must be decided. Within the Old Pasadena parking district, maximum walking distances are set at:

Table 13 – Maximum Walking Distances for Parking Credit Spaces

Zoning District	Customer / Visitor Spaces	Employee Spaces
Commercial District	1,000 feet	1,500 feet
Other District	500 feet	1,000 feet

These maximum walking distances are a general standard for pedestrian tolerances and will fit the needs of users in Santa Cruz. The current distance established within the Santa Cruz County Code is set at 300 feet. This distance could be increased to extend the availability of parking credits, where the increase in walking distances is supported by other cities that have successfully implemented this type of program.

TRANSPORTATION DEMAND MANAGEMENT STRATEGIES

The City should further implement Transportation Demand Management (TDM) strategies as a needs reduction strategy to parking demand. The following recommendations should be reviewed by the City as additional approaches that will assist in managing future parking demands for the Lower Pacific Avenue area.

Paid Parking

Paid parking charges motorists directly for parking use and additionally is a method for managing and reducing parking demands. This includes pricing on-street parking, parking lots, and commercial parking. Pricing strategies to mitigate parking demands include pricing parking higher during peak times to drive users to less active and less expensive times. Pricing the most convenient spaces higher can also help push long-term users and non-priority users to further parking facilities. Pricing incentives can also shift travel methods and shorten parking durations.

Benefits and Concerns

A typical reduction of parking by pricing spaces is between 10 and 30 percent. This shift in demand reduces area traffic congestion, increases turnover rates, increases facility cost savings, shifts transportation modes, and provides additional revenues. Revenues from pricing motorists directly allow for parking facility costs to be recovered and may additionally be reinvested back into the community through additional parking, alternative transportation, business, or community development initiatives. By reducing parking demand, paid parking ensures that parking spaces are nearly always available, albeit at a price, and cruising for a parking space, a contributing factor for traffic congestion, is also reduced.

For motorists who want to park “free,” in convenient locations, and for as long as they would like (regulations on parking uses are discussed later in this section), paid parking may be seen as a burden or annoyance. In efforts to reduce parking demand through pricing, some customers may be deterred from shopping in an area, especially if competitors offer free and convenient parking. Commercial areas who market free parking are often less successful than those who have priced parking. Parking permit programs have to be implemented to protect residential neighborhoods against parking intrusion.

Obstacles and Potential Solutions

Below is a table that contains potential obstacles that may be associated with parking pricing and the associated solution.

Table 14 – Potential Obstacles and Solutions for Paid Parking³

Objections and Obstacle	Customer / Visitor Spaces
User convenience, delay, and frustration with pricing systems and enforcement practices.	Use more convenient pricing systems. Use meters that offer multiple payment options (coins, bills, credit, debit, and pay-by-phone) and only charges for the exact amount of time a vehicle is parked. Improve user information on their transport and parking options. Ensure that enforcement is fair, friendly, and courteous.
High transaction costs, including expenditures on equipment (parking meters) and operations, which consume a significant portion of revenues (often hundreds of dollars annually per space).	Use more cost effective pricing systems including multi-space meters (each of which serves about ten spaces) and integrated systems that achieve scale economies.
Spillover impacts (motorists parking illegally in nearby parking lots or on residential streets).	Implement parking pricing as part of an integrated parking management program that includes improved parking regulation, user information, and enforcement which anticipate and address spillover impacts.
Reduced business and economic activity if competitors offer unpriced parking.	Design parking pricing to improve business access by favoring delivery and customer vehicles, providing convenient information to customers on their transport and parking options, and supporting other modes. Use portion of revenues to support local economic development. Offer targeted discounts and exemptions, such as customer parking validation.
Financial burden on motorists, particularly those with lower-incomes	Implement parking pricing in ways that maintain affordable parking options (such as free or low-priced parking a few blocks away) and improvements to alternative modes. Use revenues in ways that benefit lower-income people.
Where parking supply is abundant it seems inefficient to price parking, if this results in spaces left unoccupied.	Allow parking supply to be reduced to optimal level. Rent or lease excess parking spaces, or convert land to other uses
General unhappiness and distrust of government (perception that taxes are excessive, services are poor, and mayor are overpaid)	Implement parking pricing in a transparent and predictable way. Clearly define how revenues will be used and how this benefits citizens.

³ Parking Pricing Implementation Guidelines, *Victoria Transport Policy (2011)*

PAID PARKING IMPLEMENTATION BEST PRACTICES

Parking pricing should be implemented effectively so that travel modes, times, and destinations are shifted to reduce parking demand to 85 to 90 percent occupancy rate and where prices are high enough to deter certain users but low enough to not discourage parking altogether.

1. *Regularly check occupancy (quarterly) to adjust rates to fit demand and revenue balance*
2. *Adjust rates as needed to maintain optimal utilization (i.e., 85% peak occupancy)*
3. *Structure rates to favor short-term uses in core areas and encourage longer-term parkers to shift to other locations.*
4. *Provide special rates to serve appropriate uses, such as for evening and weekend events.*
5. *Use revenues to improve enforcement, security, facility maintenance, marketing, and mobility management programs that encourage use of alternative modes.*
6. *Employ convenient, easy-to-use, electronic payment systems that take multiple payment methods, allow users to pay by phone or internet, and charge users for only the amount of time parked in the facility.*
7. *Price parking where facilities are costly, where land is valuable, or parking facilities are structured.*
8. *Price parking where development affordability is an objective.*
9. *Employ newer systems that produce printed receipts and record data for auditing, which prevents fraud and increases convenience for customers, operators, and local governments.*
10. *Employ new payment systems that manage several spaces, which reduce operating costs and increase revenue.*

RECOMMENDATIONS FOR SANTA CRUZ

On street parking and off street parking along the corridors must be paid for to successfully implement the PBD. Identify public lots that can be used by the public at a fee. Establish neighborhood parking permit programs.

Revenues generated from priced parking for existing and future use should be reinvested back into the parking needs of the study area into a fund for a shared parking facility to provide for future parking

demands of the district. Using existing revenues will aid in providing the necessary financial support to construct this facility prior to parking demands becoming apparent.

It is also recommended that improved payment technologies such as the ParkCard utilized throughout other areas of the City be implemented in the study area to increase user convenience.

PARKING REGULATIONS

Parking regulations control user type, time duration, and time period in order to prioritize parking facility use and manage parking demand by shifting peak demand periods and locations. Such regulations allow priority users to be reached and set up parking durations that match the need of the priority users, increasing parking turnovers.

COMMON PARKING REGULATIONS

Below is a table containing common parking regulation methods and their intended objectives.

Table 16 – Parking Regulation Methods⁴

Name	Description	Favored Activity
User or vehicle type	Spaces dedicated to loading, service, taxis, customers, rideshare vehicles, disabled users, buses, and trucks	As specified
Duration	Limit parking duration (5-minute loading zones, 30 minute adjacent to shop entrances, 1- or 2-hour limits)	Short term users, such as deliveries, customers, and errands
Time period restrictions	Prohibit occupancy at certain times, such as before 10 am to discourage employee use or between 10 pm and 5 am to discourage resident use	Depends on restrictions
Employee restrictions	Require or encourage employees to use less convenient parking spaces	Customers, deliveries, and errands
Special events	Have special parking regulations during special events	Depends on restrictions
Accommodate short-term users	Provide options for vehicles that make numerous short stops, such as special parking passes	Delivery and service vehicles
Residential parking permits	Use Residential Parking Permits (RPPs) to give area residents priority use of parking near their homes	Residents
Options for special users	Establish a system that allows specific parking spaces to be reserved for service and construction vehicles	Vehicles used for special activities
Restrict overnight parking	Prohibit overnight parking to discourage use by residents and campers	Short-term parkers

⁴ Parking Management: Strategies Evaluation and Planning, Victoria Transport Policy (2012)

Street-cleaning restrictions	Regulations that prohibit parking on a particular street one day of the week to allow street sweeping	Street cleaning. Ensures that motorists move their vehicles occasionally.
Large vehicle restrictions	Limit on-street parking of large vehicles such as freight trucks and trailers	Normal-size vehicles
Arterial lanes	Prohibit on-street parking on arterials during peak periods to increase traffic lanes	Vehicle traffic over parking
Abandoned vehicles	Have a system to identify and remove abandoned vehicles from public parking facilities	Operating vehicles

BENEFITS AND CONCERNS

Restricting user, time, and location allows for priority users to be reached, given enough time to complete business, and leave in time for another priority user to find a space. This process increases turnover rates and promotes space efficiency.

Implementing parking restrictions effectively requires enforcement and facility management by either the municipality or a third party, increasing municipal costs. If regulations are managed in combination with additional parking demand strategies, most notably pricing parking, revenue accrued from paying for parking and parking citations can be recovered to compensate for these costs.

PARKING REGULATION BEST PRACTICES

There are three general steps in developing parking regulations:

- *Identify and prioritize the facility users.*
- *Choose appropriate regulations to favor specific objectives (the table above details types of objectives and associated user groups).*
- *Determine how regulations will be enforced and displayed to inform users by providing adequate signage communicating times, user, duration, and payment; painting the curb to delineate parking location; providing maps and brochures to further detail regulations; and communicating how violations to the regulations are enforced.*

Understanding user types helps implement optimal time restrictions to increase turnover rates. For example:

1. *Passenger drop-of areas require very short time periods (3 to 10 minutes).*
2. *Quick errands such as a coffee run require short time periods (15 to 30 minutes).*

3. *Longer errands, shopping, or dining require between 30 minutes and four hours, but typically 90-minute to two-hour limits are implemented to accommodate this type of priority user.*
4. *In efforts to prevent commuters from using residential or customer spaces, three- to four-hour time limits are applied to make space for customers.*
5. *For commuters and residents long-term periods are applied (eight hours or more).*
6. *Parking restrictions, as parking pricing, should be implemented to be flexible to reflect the fluctuating needs of parking conditions.*

RECOMMENDATIONS FOR SANTA CRUZ

Though it is anticipated that future residential parking development will occur on-site, a permitting process may still be developed to ensure these residents have access to parking the facilities designated to them. The Santa Cruz Municipal Code Chapter 10.41 establishes the City as a preferential permit parking zone, allowing the establishment of a permit parking zone or the extension of an existing zone (with 75% occupied on-street parking) to provide residents with permitted parking. The code also provides opportunities to permit zones that allow merchants, commuters, and daily users to use permit parking. Residential permit parking, in the case of the Lower Pacific Avenue area, though, will be most likely. The full ordinance is provided in Appendix D.

UNBUNDLED PARKING

In many cases, unpriced parking spaces are “bundled” with building costs, allowing for parking spaces to be sold as part of the building purchase or lease, regardless of need. “Unbundling” these parking spaces permits spaces to be sold separately from building space so that occupants have the option to pay for parking spaces they actually use and those who do not own vehicles are not being charged for parking spaces they do not occupy. For example, a unit may be rented for \$1,000 per month with one parking space provided, or the same unit could be rented for \$850 a month with the option of \$150 per month for a parking space. Charging for parking spaces through unbundled parking enforces direct payment by motorists and is a more equitable pricing option, as only motorists who actually use the space are charged.

Benefits and concerns

As a parking demand reduction strategy, unbundling functions similarly to pricing parking in which parking fees discourage vehicle ownership, reducing parking and vehicular demand for downtown Santa Cruz. Typically, unbundled parking in a residential setting can reduce vehicle ownership by 5 to 15 percent.

For unbundled parking to function, free or less expensive parking options should not be located nearby. If free parking options are available, those attempting to avoid the parking space fee could cause spillover parking problems in the surrounding area.

Implementation

Unbundled parking can be implemented in residential, office, retail, and industrial uses where building space is rented, leased, or sold. Although unbundled parking is initiated by individual developers and building owners, public policies can encourage or mandate it. Reform practices to support unbundled parking include:

1. Reduce or eliminate minimum parking requirements for buildings with unbundled parking.
2. Require that parking be a separate line item in building leases in order to make the cost of parking explicit to renters.
3. Create transportation management associations and parking brokerage services to facilitate unbundling.
4. Increase enforcement of parking regulations to avoid spillover problems from vehicle owners parking off site⁵

In the case where there is a surplus of parking spaces, building owners must be able to lease or sell the excess spaces to surrounding uses, allowing owners to make up for an overshoot in the estimated required parking spaces .

RECOMMENDATIONS FOR SANTA CRUZ

Unbundle parking and include it in District Shared parking supply for developments that sell, lease, or rent space in the district.

PROMOTE TRANSPORTATION ALTERNATIVES

To reduce vehicular and parking demand, it is essential to provide for alternative modes of transportation including walking, cycling, and transit. These non-motorized transportation methods support parking reduction strategies in several ways:

1. *Improving walkability (the quality of walking conditions) expands the range of parking facilities that serve a destination. This increases the feasibility of sharing parking facilities and use of remote parking facilities.*

⁵ *Parking Management Best Practices, Litman*

2. *Improving walkability increases park-once trips (parking in one location and walking rather than driving to other destinations), which reduces the amount of parking required at each destination.*
3. *Walking and cycling improvements encourage transit use since most transit trips involve walking or cycling links.*
4. *Walking and cycling improvements can help reduce total vehicle ownership and use in an area. People who live and work in more walkable and cyclable communities tend to own fewer vehicles and take fewer vehicle trips than those in more automobile-oriented locations.⁶*

IMPLEMENTATION

1. *Providing for transportation alternatives should be combined with additional management strategies including smart growth principles to best support pedestrian and bicycle use.*
2. *Strategies to improve pedestrian and bicycle infrastructure include:*
3. *Identify problems in the existing pedestrian and bicycle infrastructure to determine where improvements are needed.*
4. *Promote safety and comfort by providing crosswalks, lighting, shading, pedestrian amenities, traffic-calming measures, and signage for motorists to reduce auto-pedestrian conflicts.*
5. *Support beautification measures such as shade trees, potted plants, and well-designed building facades to facilitate and encourage walking.*
6. *Include Americans with Disabilities Act (ADA) design guidelines in sidewalk infrastructure.*
7. *Promote accessibility and connectivity by providing multiple and direct access points both in and out of parking facilities, connected sidewalks, and bike lanes.*
8. *Provide bicycle storing facilities.*

TRANSPORTATION DEMAND MANAGEMENT (TDM) PROGRAMS

TDM programs combine complementary TDM strategies to amplify the effectiveness of the cumulative benefits to reach the objective of reduced overall parking demand. For example, transit improvements, pedestrian improvements, and smart growth policies, as a whole, aim to reduce vehicular demand and would be as effective if implemented singularly. Whichever combination of TDM strategies are implemented, the general rule for TDM programs is that there should be a balance between providing for travel choice and providing incentives to reduce auto use.

⁶ *Parking Management Best Practices, Litman*

Benefits and Concerns

As previously stated, combining TDM strategies through coordinated TDM programs maximizes the overall outcome in parking reduction. The additional benefits provided by each individual TDM strategy is dependent on the strategy employed, but reduction in vehicular use maintains the benefits of reduced congestion, increased cost savings on parking facilities, reduced emissions from auto use, increased parking availability for priority-users, and increased public health by way of alternative transportation methods.

Opposition to the implementation of TDM programs can be found where mindsets are set on expanding capacities rather than managing demands, especially as funding, planning, and management practices facilitate this type of thinking. It is often difficult to change this mindset in individuals and groups at both the private and public level who are able to implement this sort of change.

BEST PRACTICES

TDM programs are often funded and managed by municipalities or through grant programs. Program managing entities are generally established between existing municipal transportation agencies, in a division of the existing transportation agency, or as a partnership between municipalities and community organizations.

Responsibilities of a TDM program may include:

1. *Coordinating planning, evaluation, and data collection.*
2. *Implementing marketing programs.*
3. *Responding to problems and complaints.*
4. *Providing services such as ride matching, shuttle services, pedestrian and cycle promotion, and special event transportation management.*
5. *Providing parking management, parking pricing, and parking brokerage services.*
6. *Coordinating arrangements for shared parking.*
7. *Pedestrian and bicycle improvements, and security improvements that encourage use of alternative modes /*
8. *Coordinating activities with other organizations, such as Transportation Management Associations, Commute Trip Reduction Programs and institutional reforms.*

9. *Supporting integrated transportation and land use planning to improve Accessibility and reduce vehicle travel (Access Management, Smart Growth and Location Efficient Planning)*⁷.

PARKING BENEFIT DISTRICTS FRAMEWORK

To develop the framework for PBD's a few goals have to be established that will form the basis of the district along a corridor.

- Create a Parking Benefit District framework for managing parking in the corridors
- Recommend adoption of performance-based pricing for public parking, on-street and off-street.
- Create a new parking requirement framework for shared-parking within the corridor district
- Phase implementation
- Establish zoning-based incentives for shared parking and demand-management investments
- Protect residential neighborhoods through the implementation of neighborhood parking permit systems
- Do not provide free public parking

How will these goals be established?

- Reduce current requirements, if found appropriate
- Promote a shared parking (i.e., "park once") focus
- Support local business
- Increase flexibility of standards
- Make standards clear and predictable
- Assess performance
- Identify opportunities for improvement
- Create market incentives to ensure implementation of these goals
- Increase the role of private developers in the provision of publicly-available parking
- Make shared spaces the least expensive for a developer to provide, and excess "reserved" spaces the most expensive to provide.
- The proposed framework must consist of setting baseline ratios for residential and non-residential uses
- Calculate minimum and maximum parking targets that are defined for an abbreviated set of land uses.

⁷ *Transportation Management Programs, VTPI*

Targeted Range

Parking requirements in framework plans are sometimes expressed as a target range in the form of a parking supply minimum and a maximum for each land use, rather than a specific number. A target range affords developers the flexibility to meet business goals and pro forma demands without compromising the goals of the public sector. A parking minimum is set at a level where enough parking supply is provided to avoid externalities like spill-over parking into neighboring districts from occurring. The presence of high-quality transit service, shared use parking facilities, and dense mixed-use environments, among other TDM strategies, help support low minimum parking standards. On the other hand, parking maximums should reflect the limit where the parking needs of businesses are reasonably met and additional parking would infringe of the urban design goals of the municipality.

Below Minimum

If a parking minimum is established, there are certain conditions that allow a developer to build below that minimum number of spaces. This option requires the payment of an increased Parking Benefit Charge that can then be used to provide more public parking elsewhere.

Above Maximum

There are three options for building above the maximum set by the target range, each of which mitigate the impacts of over-supplied parking. To exceed the maximum, a developer or owner may:

- Open the increment of additional non-residential parking to public use as part of a shared parking arrangement. This allows for the developer to provide the amount of parking that they desire while offering a supply of shared parking spaces that may be used to offset demand generated by adjacent land uses. “Unbundle” all residential spaces (will allow provision of excess residential spaces only) –separate the cost of parking from the cost of housing, provide the option to rent or purchase fewer (or no) parking spaces to reduce housing costs.
- Pay a higher in lieu rate to provide funding for local demand-management investments (transit shuttles, car-share parking, commuter benefits) - developments with on-site supplies in excess of a project’s maximum that are neither shared (non-residential) nor unbundled (residential) will incur a higher cost, with the incremental revenues being directed toward the provision of local transit, car-share parking, commuter benefits, or other parking-demand reduction investments.

Financing Options

A primary benefit of a PBD is the consolidation of parking management and financing. By addressing parking as a district, member businesses can coordinate major policy decisions and infrastructure improvements that would not be possible with each property owner acting independently. California

provides a variety of legal mechanisms for the establishment of a PBD. Financing for these districts is predominantly funded through assessments though other means are possible. The list below provides some examples of parking districts:

- Property and Business Improvement Districts (PBIDs). These are established with support of 50 percent of property owners weighted by assessed value and use assessments to fund capital improvements and maintenance of parking facilities as well as district amenities.
- Assessment Districts (ADs). These are established with support of 50 percent of property owners weighted by assessed value to fund improvements within the district. Improvements are typically used to support new development but can be used on existing development if a rational nexus between the improvement and assessment can be established.
- Downtown Parking District. These are established by the City and use property assessments to fund new construction, pay debt, operations, and maintenance costs related to parking.

Land Use Classifications

Effective PBDs often simplify the land use classification of properties to better reflect the district's parking needs. Consolidated land uses simplify regulations, encourage investment, and enhance the effectiveness of shared parking resources. Some example new land uses might include:

- Residential
- General Office
- General Commercial
- Restaurant and Bar
- Hotel