City of San Diego

Phase II
Visitor Oriented Parking Facilities
Study of the La Jolla Community

Prepared for:

The City of San Diego
Planning & Development Review Department
202 C Street, MS 5A
San Diego, CA 92101

Prepared by:

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LA JOLLA
VISITOR ORIENTED PARKING FACILITIES STUDY – PHASE II

Executive Summary

1.0 Introduction

Wilbur Smith Associates (WSA) was retained by the City of San Diego to provide an assessment of existing parking supply and demand conditions; estimate future parking demand conditions; determine the extent of parking deficiencies; develop a set of practical alternatives to mitigate these deficiencies; and to conduct a conceptual analysis identifying parking program costs and financing techniques to implement parking improvements in the visitor oriented area of La Jolla.

The study area (See Figure i.1) includes the commercial core of La Jolla, which is known as the "Village" area. The Village is the prime business, office and retail commercial center of the community. The area contains such land uses as specialty shops, a major department store, hotel and motel services, restaurants, art galleries, and corporate offices. The area also serves as the cultural and heritage center of the community and includes significant community landmarks such as the La Jolla Recreation Center, the La Jolla's Woman's Club, the Athenaeum, and the San Diego Museum of Contemporary Arts.

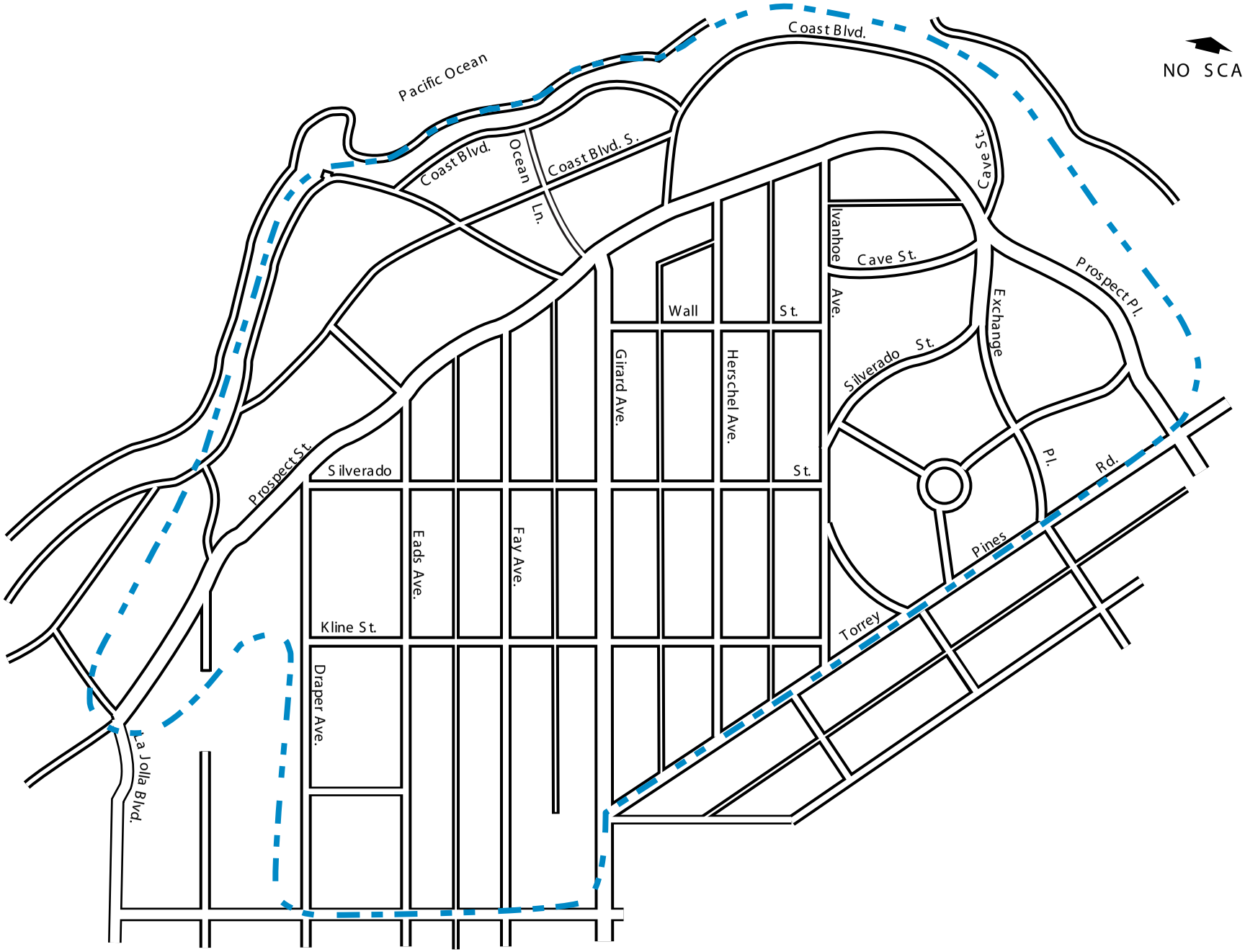
In addition, the Village area contains public and private schools, churches and recreation areas, such as Ellen B. Scripps Park and La Jolla Cove. Some residential uses are also located within the Village area, including single-family homes and multi-family homes. The Village area is also covered by the La Jolla Planned District Ordinance (PDO), which contains special regulations pertaining to property development and permitted uses.

2.0 Background

There are at least three primary activity corridors in the study area – 1) The Coast Boulevard Beach area, which includes the park area and restaurants; 2) the Prospect Street Business District, which includes restaurants and shops; and 3) the Girard Avenue and Herschel Avenue Business District, which also includes restaurants and shops. The parking characteristics and travel patterns of these activity corridors were considered in the analysis of parking demand.

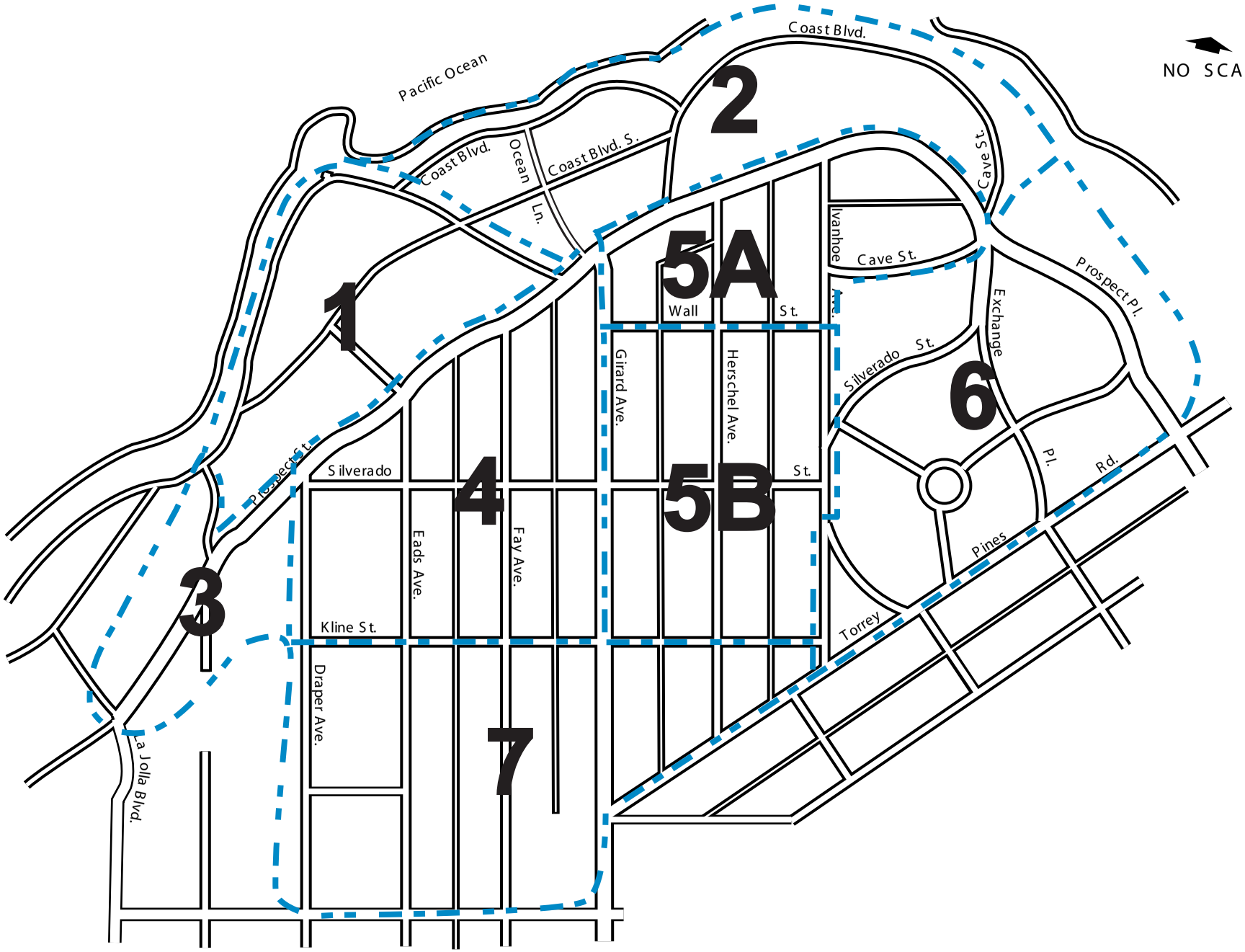
3.0 Existing Conditions

A parking survey was conducted during peak and off peak seasons to determine existing parking characteristics such as parking supply, occupancy, accumulation, duration and turnover. City staff conducted the field survey during August and November of 2000. Data was collected hourly from 11:00 A.M. to 8:00 P.M. for weekday and weekend conditions. This data was then analyzed to determine turnover, duration, and occupancy for specific Sub Areas of the community (See Figure i.2). These Sub Areas were developed based on characteristics of the activity corridors and known travel patterns.



La Jolla Community

City of San Diego Visitor Oriented Parking Survey Figure i.1



La Jolla Sub Areas

City of San Diego Visitor Oriented Parking Survey Figure i.2

There are three primary types of parking supply available to the general public in the Village area: 1) On-street public parking spaces, 2) off-street parking in private lots, and 3) valet parking. The majority is provided in the 2,456 on-street parking spaces, which comprise approximately 78 percent of the total parking supply (3,166) in the study area. Approximately 510 spaces (16 percent) are provided in off-street private lots and approximately 200 spaces (6 percent) are provided by valet service.

Many of the private lots provide monthly permit parking and are only partially available for general public parking. Additional study is needed to determine the actual number of off-street parking spaces available to the public.

Full occupancy of every parking space is not considered realistic due to significant delays and safety concerns as motorists search for available parking spaces. Industry standards indicate that practical capacity should be in the range of 85 percent to 90 percent occupancy. For purposes of this study we assume 85 percent occupancy as the practical parking capacity to maintain adequate traffic circulation conditions.

As expected, the analysis indicates that on street parking occupancy in the primary activity corridors generally exceeds practical capacity on both weekday and weekend for both peak and off-peak seasons at the following locations:

- Coast Boulevard from Cave Street to Cuvier Street
- Coast Boulevard South from Coast Boulevard/Girard Avenue to Coast Boulevard south near Cuvier Street
- Prospect Street from Park Row to Eads Avenue
- Jenner Street from Prospect Street to Coast Boulevard
- Wall Street from Ivanhoe Avenue to Girard Avenue
- Silverado Street from Draper Avenue to Ivanhoe Avenue
- Ivanhoe Avenue from Prospect Street to Torrey Pines Road
- Herschel Avenue from Prospect Street to Torrey Pines Road
- Girard Avenue from Coast Boulevard to Torrey Pines Road
- Kline Street from Girard Avenue to Ivanhoe Street

In addition to the primary activity corridors, parking occupancy generally exceeds practical capacity in the residential areas at the following locations:

- Prospect Place from Torrey Pines Road to Cave Street
- Exchange Place from Torrey Pines Road to Cave Street
- Park Row from Silverado Street to Torrey Pines Road and Exchange Place
- Silverado Street from Ivanhoe Avenue to Exchange Place
- East Ivanhoe Street from Ivanhoe Street to Torrey Pines Road

Observations and Issues

There are a number of issues identified through field observations and discussions with City staff and members of the community. One of the key issues identified relates to employee parking. Although survey data indicates that parking space time limits are for the most part adhered to, local business owners and residents have raised concern with employee vehicle shuffling and washing chalk marks off of tires. Vehicle shuffling entails employees (or otherwise) parking for the duration of a posted time limit and subsequently moving the vehicle to a nearby parking space to avoid exceeding the limit. The occurrence of vehicle shuffling would potentially lower the survey duration results that were found in this study. City staff and business owners have observed people washing chalk marks off of their tires, and off of the tires of a group of vehicles, to prevent parking enforcement personnel from recognizing that a vehicle has exceeded a time limit.

During the course of this study it was observed that off-street parking is generally underutilized. Possible explanations for this include:

- On-street parking is free while off-street parking requires a fee.
- The majority of visitors park less than two-hours, which may discourage them from paying a fee to park in an off-street lot.
- Visitors may perceive some off-street parking as being closed to the public.
- Some off-street parking locations are permit use only or are dedicated for specific businesses.
- There are many distractions in these areas and off-street parking and signage may not be clearly visible to visitors.
- Some off-street parking facilities have inadequate lighting, ventilation, and poor internal circulation.

Other issues and observations include:

- There are a large number of vehicles circulating the area seeking more convenient on-street parking spaces.
- Vehicles are double-parked and parked in restricted zone parking at curb faces, along alleys and curb returns.
- Some white zones were not being sufficiently utilized.
- Employee and visitor parking spillover to residential areas.

Based on the data analysis and observations there is clearly a parking deficiency throughout the study area. The analysis of existing conditions indicates the need for additional parking facilities in the core area of La Jolla, namely Sub Areas 4 and 5. Off-street facilities could not accommodate the existing parking deficiencies identified in this area.

4.0 Parking Management Strategies

Parking management strategies help balance parking supply and demand and improve parking efficiency. A number of management, regulatory, and restriping strategies were evaluated and considered for the area, such as:

- Parking Regulations and Zoning
- Posted Time Limits
- Parking Space Striping & Parking Zones
- Parking Enforcement
- Signage
- Residential Parking Permit Program
- Shuttle Service and Satellite/Peripheral Parking Facilities
- Parking Meter Installation
- Conversion of parallel on-street parking spaces to diagonal spaces
- Valet Parking

The following highlights some of the key management strategies discussed in the report:

Posted Time Limits

Posted time limits were reviewed in comparison to parking duration, turnover and occupancy to determine what changes, if any are needed. On-street time limits should be set to maximize the opportunity for short-term visitor use, while off-street parking facilities should accommodate longer-term parking. Based on this evaluation it is recommended that there be a uniform 90-minute time limit throughout the area. A 1-hour time limit currently exists on Girard Avenue from Prospect Street to Kline Street. A 90-minute on-street time limit will force longer-term parkers to use off-street parking facilities, thereby allowing these parking spaces to be utilized for short-term visitors. Time limits in other areas are not recommended at this time because there are insufficient off-street parking facilities available to accommodate longer-term parking. Additional parking enforcement would be needed.

This change should be re-evaluated after six-months to ensure its effectiveness.

Signage

The lack of adequate comprehensive signage is typically one of the key reasons that off-street parking facilities are underutilized. The perception that lots and garages are not available to the public due to a lack of advanced warning and/or obstruction of existing signage may result in lower lot and garage utilization. A comprehensive signage and wayfinding program could increase utilization of off-street parking facilities and increase the availability of on-street parking spaces. Therefore, it is recommended that a signage program be developed to maximize visitor awareness to public parking locations.

This could be prepared in conjunction with a community-wide public parking map which would identify all available public parking locations as well as the parking fees associated with each of the locations.

The signage program should consider directional signage in advance of the primary entry points to the Village and also within the Village area. For example, signage along Torrey Pines Road in advance of (north of) Prospect Place could provide initial direction to parking locations. Additional signage would be provided along Torrey Pines Road between Prospect Place and Herschel Avenue and also along Prospect Place between Torrey Pines Road and Cave Street. The basic idea is to attract the visitor's attention to parking locations before they get to the primary activity corridors.

Shuttle Service and Satellite/Peripheral Parking Facilities

Bus shuttle services from satellite/peripheral-parking facilities are frequently considered as a means to limit the amount of new parking in a downtown or major activity center. However, shuttle operations and maintenance costs can be substantial and they are generally subsidized. For example, the Metropolitan Transit Development Board (MTDB) operated the Sun Runner bus shuttle service in the Pacific Beach area in the summer season from 1983 to 1993 and the City of San Diego subsidized the service. The shuttle service was mildly successful in that it achieved the primary goal of providing an alternative transportation mode for visitors going to the beach areas. However, the service was discontinued due to costs associated with maintenance and refurbishment of the aging rubber-tired trolley vehicles. The City of San Diego could no longer subsidize the service and the MTDB determined that ridership was not significant enough to warrant the service.

Shuttles are most cost-effective when there is a relatively constant stream of potential passengers, a relatively simple route, and the shuttle origination point is a short distance from the destination point. Additionally, satellite/peripheral-parking facilities should be located in areas with efficient access and high visibility. However, these factors are not typical for La Jolla. Potential satellite/peripheral-parking facilities are not easily accessible, they are not within a short distant of the destination point, and they are not highly visible. Therefore, shuttle service and satellite/peripheral-parking facilities are not recommended as a management strategy to resolve the parking deficiency in La Jolla.

The Metropolitan Transit Development Board considered additional transit service to La Jolla and the possibility of operating bus rapid transit services. However, these transit services would not serve the core Village area.

Parking Meter Installation

Parking meters can increase the availability of on-street parking through price differentials and higher turnover. Studies have shown that installation of parking meters increases turnover of on-street parking spaces by about 70 percent. Parking meters force longer-term parkers to use off-street lots. Enforcement of time limits is also simplified by the installation of parking meters, and revenue is generated by the collection of meter fees. However, implementing parking meters can be a very sensitive issue within a community.

The possibility of using parking meters was reviewed in comparison to parking duration, turnover and occupancy. Implementation of on-street paid parking along with changes in parking time limits should increase turnover and force longer-term parkers to off-street lots. In conjunction with additional parking enforcement, on-street paid parking should deter longer-term parkers and employees from parking on-street. On-street paid parking can be accommodated through parking meters or multi-space pay-and-display or pay-by-space machines.

Paid on-street parking can be accommodated through parking meters or multi-space pay-and-display or pay-by-space machines. Current parking demand indicates support for implementation of an on-street paid parking program. Initially, a pilot paid parking program was considered for a limited area, which included prime parking spaces with the core area. However, having on-street paid parking in a limited area would be problematic in that it would force longer-term parkers and employees to park in other prime parking areas, such as along Coast Boulevard and other prime beach parking areas. Therefore, on-street paid parking is recommended for all streets west of Prospect Street between Cave Street and Cuvier Street (Sub Areas 1 and 2) and, on the following streets within Sub Areas 3, 4, and 5:

- Prospect Street from Cuvier Street to Cave Street;
- Girard Avenue from Kline Street to Prospect Street;
- Herschel Avenue from Kline Street to Prospect Street;
- Ivanhoe Avenue from Wall Street to Prospect Street;
- Wall Street from Ivanhoe Avenue to Girard Avenue;
- Fay Avenue from Kline Street to Prospect Street;
- Cuvier Street from Coast Boulevard to Prospect Street;
- Eads Avenue from Silverado Street to Prospect Street; and
- Silverado Street from Draper Avenue to Ivanhoe Avenue.

5.0 Future Conditions & Parking Structure Site Analysis

As outlined in the report, a parking deficiency currently exists in the La Jolla area. In the future forecast years of 2005 and 2020, demand is expected to increase along with the growth of the community and tourism in the area. As parking is an essential service provided to all residents and visitors to the community, it is vital that solutions to meet these current and predicted deficiencies be found. Construction of surface parking facilities or acquisition of private lots for conversion to low cost public lots may be a short-term strategy, but it will not accommodate long-term parking needs.

The community and the City will need to plan for future parking needs through management strategies and additional public parking facilities. The current and anticipated future supply and demand conditions in La Jolla would justify the construction of one or more parking structures in Sub Areas 4 and 5.

Reconnaissance was performed throughout the La Jolla area to identify candidate sites for the placement of a new parking structure. A number of sites were analyzed as identified below.

- Red Roost/Red Rest Site on Coast Boulevard (Sub Area 2);
- La Valencia Parking Lot on the 7900 block of Herschel Avenue (Sub Area 5A);
- Cave Street Site on the 1200 block of Cave Street, just north of Ivanhoe Street (Sub Area 6);
- Union Bank Site on the northwest corner of Herschel and Silverado Streets (Sub Area 5B);
- Helen Smith Site on the 7800 block of Herschel Avenue (Sub Area 5B);
- Shell Site on Cave Street and Prospect Street (Sub Area 6), and
- Dip Site at Prospect Street and Girard Avenue (Sub Area 5A).

Conceptual layouts of these sites are provided in the report. Each potential structure is in a Sub Area that has a deficit of parking with the exception of the Cave Street Site and the Shell Site. Both sites, however, are on the border of Sub Area 5 (the area with the greatest parking need) and would provide good parking relief. Before any site is developed further, a more detailed study of parking garage solutions needs to be accomplished.

6.0 Financial Planning Techniques

A number of possible funding mechanisms were considered for their applicability to finance parking improvements in the La Jolla area, such as:

- Parking Revenue Bonds
- Valet Parking – Leasing and/or Franchise Program
- Parking Assessment District Bonds
- Tax Increment Financing
- Public/Private Partnerships
- In-Lieu Parking Fees
- Special Grants and Funding Programs
- Retail and/or Residential Space Leasing
- Transient Occupancy Tax

The following highlights some of the key funding mechanisms discussed in this report.

Parking Revenue Bonds

Revenue collected from new and/or existing parking facilities is typically used to support the issuance of bonds. However, revenue from a new parking structure is typically not sufficient to cover both the operating costs and the annual debt service for bond payments. In addition, because there are certain risks in depending on the revenues from parking as the sole backing for a bond issue, the bond underwriters will require that revenue from parking exceed the debt service requirement by 50 percent or more. It should also be noted that the City's current policy regarding parking meter fees is that 45 percent of the revenue collected returns to the community, 45 percent goes to the City's General Fund, and 10 percent is allocated for operations, maintenance, and administration of the paid parking facility. As a result, in order to use parking revenue as a source for funding a parking structure or other major improvement, additional sources of revenue need to be developed. Parking revenue bonds would be applicable to this project if supplemented by other sources.

Valet Parking - Leasing and/or Franchise Programs

The City is exploring the possibility of selling or leasing the right to operate valet parking on City streets in commercial areas. While the City currently licenses valet operators, it does not collect any revenue from this transaction. The opportunity may exist for the City to enter into an agreement with private companies to lease on-street valet spaces and/or to operate a "Valet Parking Franchise." Under the lease arrangement the City would lease spaces at a rate equivalent to the rate of occupying a metered parking space for a full day. Under the Valet Parking Franchise arrangement the City would solicit competitive bids from companies that could operate valet services for a specified area or community. The qualified high bidder would be awarded a contract to operate a Valet Parking Franchise for the specified area. In return the City would earn revenue from the licensing of the franchise and/or the franchisee's operations. The City of Santa Monica recently developed a leasing program for on-street valet parking. The Valet Parking Franchise program has not yet been used in California.

La Jolla may be a candidate for either program, as valet parking for evening and weekend shopping, restaurant, and entertainment activities could be popular. Revenues from these programs could be used to help support the construction and/or operation of new parking facilities. Based on current valet services within the La Jolla area, the City could possibly receive between approximately $128,000 and $180,000 annually under the parking space lease agreements.

Parking Assessment District Bonds

An assessment district is a mechanism where the property owners within the district boundary agree to assess themselves through property taxes to fund the desired parking improvements. This can be done through the formation of a Parking Authority or a local business improvement assessment district. A local business improvement

mechanism would be more appropriate for La Jolla, as it would allow a committee of local business community interests to oversee the parking district operation.

A two-thirds approval vote is required of all the property owners in the district, with the vote based on the assessed valuation of the property. The assessment is limited to the benefits conferred and fees and charges are limited to the cost of providing the service. Very strong property owner support is required to set up such a district.

In-Lieu Parking Fees

It is a common practice in many cities to offer property owners in downtown commercial districts the option to pay a fee "in-lieu" of providing the amount of on-site parking required by code. An in-lieu fee program is typically established for a specific area, such as the La Jolla area, as opposed to establishing a citywide program. The amount of the fee is often set at a value that is estimated to represent actual cost of developing a new parking space in the downtown area. The fee can be a one-time payment or an annual lease payment.

One problem with many in-lieu fee programs is that the amount of money generated tends be insufficient to fund a complete new parking facility. In-lieu fees work best when they are used in combination with other funding mechanisms to fund parking improvements.

The amount of development/redevelopment activity in La Jolla seems limited. However, it appears that an "In-Lieu Fee Program" could contribute to an overall parking improvement plan. In order to avoid additional parking deficiencies associated with development/redevelopment, additional parking facilities should be constructed prior to actually implementing an in-lieu fee program.

Retail and/or Residential Space Leasing

An additional source of revenue could come from the lease of new retail and/or residential space in those parking structures that could include these components. Annual revenues from retail space could range from $90,000 to $400,000. For example, retail lease revenues for the Helen Smith Site could be in the range of $94,000 for the concept that includes 20 percent retail on the ground floor to approximately $235,000 for the concept that includes 50 percent retail on the ground floor. The Union Bank Site, the La Valencia Site, and the Shell Site also include retail components. The Shell Site also includes a possible residential component that could possibly generate as much as $200,000, or more, annually.

In summary, it appears that the funding mechanisms that are most applicable to the La Jolla community are Parking Revenue Bonds, the Valet Parking Franchise Program, Public/Private Partnerships, the In-Lieu Parking Fees Program, Special Grants and Funding Programs, and Retail Space Leasing. Parking Assessment District Bonds could also be considered, however, it is unlikely that this funding mechanism would be implemented.

Transient Occupancy Tax

Another general source of funding to support the parking improvements in La Jolla could be an increase in the City's Transient Occupancy Tax (TOT). A substantial

amount of parking in La Jolla is related to visitor activities. This funding mechanism should be evaluated in further detail.

7.0 Parking Program Costs

Parking program costs include the costs of developing a parking structure and the annual costs to maintain and operate a structure.

Bond Issue Costs

Table 7.1 below summarizes the construction and total bond issue costs of parking structure concepts in La Jolla. Construction costs are the actual costs to physically construct the parking structure, while the bond issue costs include the total costs of parking structure development, including land costs, design fees, and the cost of obtaining financing for the structure. The construction cost per space is typically used to compare one alternative against another. It can also be used to compare the per space cost with other local projects. As indicated in Table 7.1, the average construction cost of the parking structure concepts identified is about $6,746,000, which is approximately $22,900 per space.

However, this average includes retail space and multi-level underground parking, which has a much higher square foot cost than above ground parking levels. The average per space cost without retail space and assuming no underground parking would be approximately $15,750. This is typical of the per space cost of other parking structure projects in Southern California, which are in the range of $14,500 to $16,500 per space.

Without selecting a specific site, it is clear that the average cost of developing structured parking in La Jolla will be about $54,600 per space. Assuming a structure that would provide about 300 spaces yields a total bond issue amount of $16,088,300. This amount financed over a 25-year period at a 7.5 percent interest rate would require an annual debt service payment of $1,427,200, or about $4,757 per year per space.

Operating Costs

Operating and maintenance (O&M) costs cover such ongoing expenses as utilities, custodial services, landscape maintenance, administration and management, repairs, and other related items. O&M costs can vary considerably between municipalities and by the type of facilities available. Variables include type of facility (surface lot or parking structure), type of parking revenue collection system, reserve for major maintenance and repairs, and insurance costs. O&M costs for parking structures are generally higher than for surface lots. Operation of a parking structure will add to the costs the city currently incurs for maintenance of surface lots and administration. It was assumed that O&M costs would run in the range of $400 to $500 per space for any new parking structure. An average of $450 per space was used in the analysis in this report.

Table 7.1 – Summary Comparison of Parking Structure Concepts

Site	Description	Parking Spaces	Construction Cost (See Note 1, below)	Construction Cost per Space	Total Bond Issue Amount	Total Cost per Space
Red Roost/ Red Rest Site	5 levels, 2 below grade	150	$4,000,000	$26,667	$18,107,200	$120,715
The "Dip" Site	5 levels below grade. No parking above ground.	304	$9,010,000	$29,638	$14, 911,600	$49,051
"Old Shell Station" Site	5 levels below grade. No parking above ground. (See note 2, below)	315	$9,600,000	$30,476	$17,078,900	$54,219
The Helen Smith Site (Concept 1)	5 levels, 2 below grade, No retail.	215	$4,700,000	$21,860	$13,125,800	$61,050
The Helen Smith Site (Concept 2)	5 levels, 2 below grade, 50% ground floor retail (includes approx. 9,800 s.f. of retail)	194	$5,290,000	$27,268	$14,030,200	$72,321
The Helen Smith Site (Concept 3)	5 levels, 2 below grade, 20% ground floor retail (includes approx. 3,920 s.f. of retail)	206	$4,940,000	$23,980	$13,493,600	$65,503
Cave Street (Concept 1)	5 levels, 2.5 below grade	230	$5,100,000	$22,174	$13,700,500	$59,567
La Valencia Parking Lot Site (Concept 1)	5 levels, 2 below grade, 50% ground floor retail (includes approx. 12,220 s.f. of retail)	275	$6,600,000	$24,000	$16,822,400	$61,172
La Valencia Parking Lot Site (Concept 2)	5 levels, 2 below grade, 20% ground floor retail (includes approx. 3,760 s.f. of retail)	295	$6,100,000	$20,678	$16,055,900	$54,427
Union Bank Site (Concept 1)	5 levels, 2 below grade, 50% ground floor retail (includes approx. 11,900 s.f. of retail)	300	$6,400,000	$21,333	$16,088,300	$53,628
Union Bank Site (concept 2)	5 levels, 2 below grade, 20% ground floor retail (includes approx. 5,920 s.f. of retail)	320	$6,100,000	$19,063	$15,628,400	$48,839
Cave Street (Concept 2)	5 levels, 2 below grade	425	$7,100,000	$16,706	$21,042,200	$49,511
Average Costs	**(Excludes the Red Roost/Red Rest Site)**		**$5,912,667**	**$21,428**	**$13,331,483**	**$52,451**

Note 1: This cost only includes cost of the parking structure, which can be used to compare one alternative to another. It does not include property purchase, site preparation, demolition, contingencies, architectural/engineering fees, construction administration and management. The Total Bond Issue Amount includes all these costs.

Note 2: The Shell Site could also include retail and residential space above ground. The costs identified do not include the retail or residential component for this site.

8.0 Potential Parking Revenues

A comparative analysis of similar sized City parking rates was performed forming the basis for this on-street parking revenue analysis and the off street parking cost/ revenue analysis.

Potential Parking Fees

An important consideration in the development of a potential paid parking program is to set the amount of the parking fees to be paid. Typically operators of private parking facilities will set the fees at the highest amount the market will bear, as they want to sell all or most of their parking each day to maximize their income. Public parking fees typically take other factors into consideration. For example, the fees should be high enough to cover the costs of the parking program, but not so high as to discourage business or to encourage employees and visitors to park in nearby neighborhoods. For the purposes of the revenue analysis in this study, an hourly rate of $1.00 per hour, and a monthly rate of $65 per month were used.

Parking Structure Revenues

Once constructed, a parking structure could possibly generate enough revenues from parking to cover the operating costs of the structure and the costs of the debt service and debt service coverage requirement on the bonds that would be issued to finance the development of the structure.

For the purpose of this analysis, public off-street parking fees of $1.00 per hour for short-term parking and $65 per month for employee parking were assumed. Spaces designated for employee parking would earn $65 per month or $780 per year. However, it is common practice to oversell permits for these spaces by 10 percent or more. Assuming a 10 percent oversell would yield revenue of $860 per year per space for employee parking. For short term parking the characteristics of the area as determined in the existing conditions analysis suggest that the average duration is about two hours and that a typical spaces turns over 3.5 times per day.

At a one dollar per hour fee this suggests that a short-term space could generate $7.00 per day or about $2,016 per year assuming 288 days of operation. 288 days of operation assume that a structure will be utilized seven days per week between the Memorial Day and Labor Day weeks, and five days per week for the remainder of the year. If it were assumed that 50 percent of the parking spaces would be used for employee parking and the remaining spaces for short-term parking, the average annual revenue per stall would be $1,400.

This analysis assumed a ramp-up period of five years in which time the percent utilization of public spaces is assumed to incrementally increase as the public becomes accustomed to the location of the structure. It is assumed that 55 percent of the available public parking spaces will be utilized in the first year of operation.

This value is expected to increase by 10 percent per year, until practical capacity of 85 percent is achieved by the fourth year of operation.

Using the 300 space structure example previously mentioned, financed over a 25-year period at a 7.5 percent interest rate would require an annual debt service payment of $1,427,200, or about $4,757 per year per space. The potential revenue of $1,400 per stall would be enough to cover the operating costs of $450 per space and provide $950 per space to cover a portion of the $4,757 per space debt service. However, a shortfall of $3,807 per space would remain. This analysis suggests that the revenue from the parking structure alone would not be enough to cover all the costs of developing the structure and that additional revenues would be necessary. Additionally, this assumes that 100 percent of the net revenues would be applied to cover the operating costs of the structure and debt service on the bonds, which may not be the case given the City's current policy on paid parking revenues as identified previously.

On-Street Parking Revenues

Developing revenues by charging for on-street parking in high-demand areas will aid in financing a new parking structure or structures in La Jolla. This could be accomplished by installing either parking meters or multi-space pay-and-display or pay-by-space machines. On-street paid parking is recommended for all streets west of Prospect Street between Cave Street and Cuvier Street (Sub Areas 1 and 2) and, on the following streets within Sub Areas 3, 4, and 5:

- Prospect Street from Cuvier Street to Cave Street;
- Girard Avenue from Kline Street to Prospect Street;
- Herschel Avenue from Kline Street to Prospect Street;
- Ivanhoe Avenue from Wall Street to Prospect Street;
- Wall Street from Ivanhoe Avenue to Girard Avenue;
- Fay Avenue from Kline Street to Prospect Street;
- Cuvier Street from Coast Boulevard to Prospect Street;
- Eads Avenue from Silverado Street to Prospect Street; and
- Silverado Street from Draper Avenue to Ivanhoe Avenue.

For the on-street parking revenue analysis, a total of 1,421 on-street parking spaces would be metered. On weekdays, the metered parking would generate approximately $10,335 per day. On weekends, the metered parking would generate approximately $11,507 per day. On an annual basis (with Sundays free), on-street parking would generate approximately $3,285,000. Assuming a 20 percent cost for administration, enforcement and revenue collection, the net revenue from on-street parking would be in the order of $2,628,000. The amount allocated for administration, enforcement and revenue collection is closer to 10 percent per the City of San Diego's current policy described earlier.

It is unlikely that any of the structures could generate enough revenue to cover the annual operating costs, the annual debt service, and the debt service coverage requirement. They all would have a net income deficiency ranging from a low of ($1,575,750) for a 215 space structure on the Helen Smith site, to as much as ($2,461,750) for a 425 space structure on the Cave Street site. In order to overcome this deficiency an additional source of revenue would be necessary.

Implementing paid on-street parking in all of Sub Areas 1 & 2 and on selected key streets in Sub Areas 3, 4, 5A, and 5B, would yield approximately $2,628,000, which would be sufficient to fund any of the individual projects.

9.0 Conclusions and Recommendations

As presented earlier, there is clearly an existing parking deficiency throughout the study area. The following parking management strategies could be employed to help alleviate parking deficiencies.

A) Increase on-street parking supply by converting certain parallel parking spaces to diagonal parking spaces (as specified in the report).

B) Increase on-street parallel parking efficiency by providing painted guide markings.

C) In anticipation that parking structures will be needed in the Village area, amend Municipal Code Section 103.1205(a)(8)(B) to permit (Only by Special Use Permit) above ground parking structures in Zone 1. The La Jolla PDO currently does not allow above ground parking structures in Zone 1, which includes the primary Sub Areas 5A and 5B of this study.

D) In anticipation that parking structures will be needed in the Village area, amend Municipal Code Section 103.1205(b)(1) to eliminate the minimum percent of gross ground floor area requirement for above ground parking structures in Zone 1. This section addresses retail space requirements. This amendment would not change the minimum percent of retail space required on the structure's street frontage length. The La Jolla PDO currently requires that a minimum of fifty percent of the gross ground floor area and seventy-five percent of the structure's street frontage be allocated for retail use.

E) In anticipation that parking structures will be needed in the Village area, amend Municipal Code Section 103.1206(c)(3) to permit (Only by Special Use Permit) parking structures to exceed the two-story height restriction. This amendment would not change the thirty-foot maximum height restriction. The PDO currently limits the height of all structures in Zone 1 to two stories and a maximum height of thirty feet.

F) Post a 90-minute time limit throughout the area. A 1-hour time limit currently exists on Girard Avenue from Prospect Street to Kline Street. A 2-hour time limit is currently posted from Kline Street to Torrey Pines Road. This change should be re-evaluated after six-months to ensure its effectiveness.

G) Extend parking enforcement times to 8:00 P.M. This provision would discourage long term visitors from utilizing parking spaces intended for visitors. Employees would also be less likely to vehicle shuffle within time restricted parking spaces.

H) Develop a comprehensive signage program to maximize visitor awareness to public parking locations. This could be prepared in conjunction with a community-wide public parking map which would identify all available public parking locations as well as the time limits and parking fees, if any, associated with each of the locations. The program should consider directional signage in advance of the primary entry points

to the area and also within the area. The basic idea is to attract the visitor's attention to parking locations before they get to the primary activity corridor.

I) Improve transit service and encourage increased carpooling for the business portions of the community in order to reduce parking demand.

J) Evaluate opportunities for joint use or shared use satellite/peripheral-parking facilities as a possible means of providing parking and shuttle services for employees and for special events or peak summer weekend service.

K) Provide bicycle-parking facilities (bicycle lockers and/or parking racks) in the visitor areas of the community, as the areas along Coast Boulevard.

While the above parking management strategies could be employed to help alleviate parking deficiencies, the combination of all these parking management strategies will not significantly increase parking supply or decrease parking demand to accommodate the existing and anticipated parking demand growth in the area.

Therefore, in addition to charging parking fees for use of the parking structure, a number of other funding mechanisms should be considered, as indicated below:

A) The City should consider paid on-street parking. Paid parking in all of Sub Areas 1 & 2 and on selected key streets in Sub Areas 3, 4, 5A, and 5B could generate enough funds to finance a structure.

B) The City should consider forming a parking assessment district.

C) The City should consider implementing an "In lieu-fee Program."

D) The City should further evaluate the concept of "Valet Parking – Leasing and/or Franchise Program." Funds from this program could be earmarked for the parking construction and/or operation of a parking structure.

E) The City should pursue "Special Grants and Funding Programs."

F) The City should pursue public/private partnerships or a partnership with the State.

G) The City should consider the use of retail and/or residential space for the various parking structure concepts that could include retail and/or residential.

H) The City should consider the use of the Transient Occupancy Tax.

The best approach may well be to pursue a combination of several of these measures.

- END -

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LA JOLLA
VISITOR ORIENTED PARKING FACILITIES STUDY – PHASE II

Introduction

Wilbur Smith Associates (WSA) was retained by the City of San Diego to provide an assessment of existing parking supply and demand conditions; estimate future parking demand conditions; determine the extent of parking deficiencies; develop a set of practical alternatives to mitigate these deficiencies; and to conduct a conceptual analysis identifying parking program costs and financing techniques to implement parking improvements in the visitor oriented area of La Jolla.

The study area (See Figure 1.0) includes the commercial core of La Jolla, which is known as the "Village" area. The Village is the prime business, office and retail commercial center of the community. The area contains such land uses as specialty shops, a major department store, hotel and motel services, restaurants, art galleries, and corporate offices. The area also serves as the cultural and heritage center of the community and includes significant community landmarks such as the La Jolla Recreation Center, the La Jolla's Woman's Club, the Athenaeum, and the San Diego Museum of Contemporary Arts.

In addition, the Village area contains public and private schools, churches and recreation areas, such as Ellen B. Scripps Park and La Jolla Cove. Some residential uses are also located within the Village area, including single-family homes and multi-family homes. The Village area is also covered by the La Jolla Planned District Ordinance (PDO), which contains special regulations pertaining to property development and permitted uses.

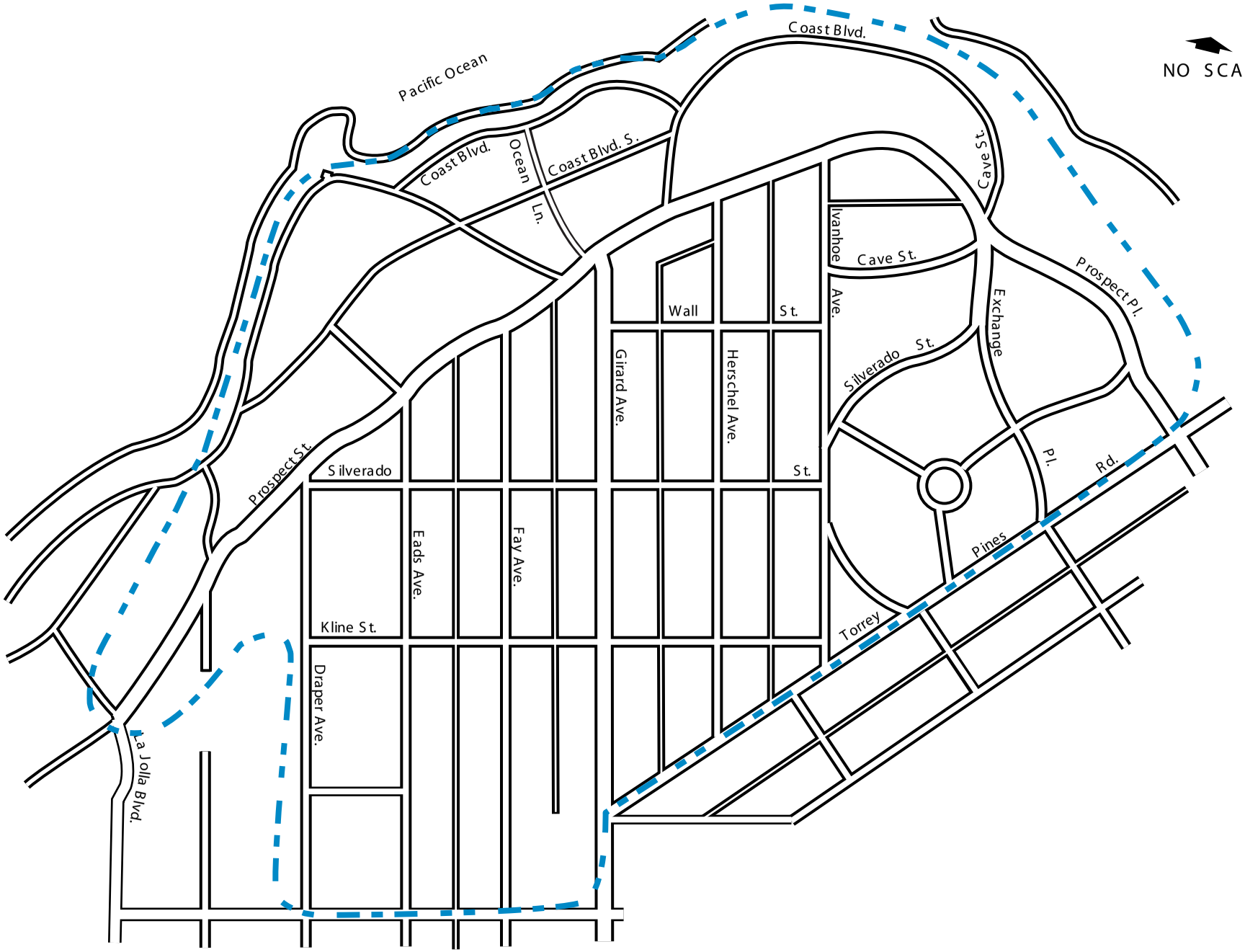
This report is divided into four sections, as follows:

1. **Issues & Existing Supply/Demand Analysis:** This section identifies existing parking issues and provides an analysis of existing supply and demand.

2. **Future Supply/Demand & Structure Site Analysis:** This section provides an analysis of future supply and demand and presents a structure site analysis for the La Jolla area.

3. **Parking Structure Financial Analysis:** This section presents an analysis of parking program costs and financing techniques for potential parking structure sites.

4. **Recommendations:** This section presents the recommendations of the study.



La Jolla Community

City of San Diego Visitor Oriented Parking Survey Figure 1.0

Background

There are at least three primary activity corridors in the study area – 1) The Coast Boulevard Beach area, which includes the park area and restaurants; 2) the Prospect Street Business District, which includes restaurants and shops; and 3) the Girard Avenue and Herschel Avenue Business District, which also includes restaurants and shops. The parking characteristics and travel patterns of these activity corridors were considered in the analysis of parking demand.

1.0 Issues & Existing Supply/Demand Balance

This section provides an assessment of existing parking conditions and parking demand in the community of La Jolla. The section also documents observations and issues, parking characteristics, existing parking demand and supply within the community, and provides conclusions pertaining to the analysis of existing parking supply and demand.

1.1 Existing Parking Supply and Usage Patterns

A parking survey was conducted during peak and off peak seasons to determine existing parking characteristics such as parking supply, occupancy, accumulation, duration and turnover. City staff conducted the field survey during August and November of 2000. Data was collected hourly from 11:00 A.M. to 8:00 P.M. for weekday and weekend conditions. This data was then analyzed to determine turnover, duration, and occupancy for specific Sub Areas of the community (See Figure 1.1). These Sub Areas were developed based on characteristics of the activity corridors and known travel patterns.

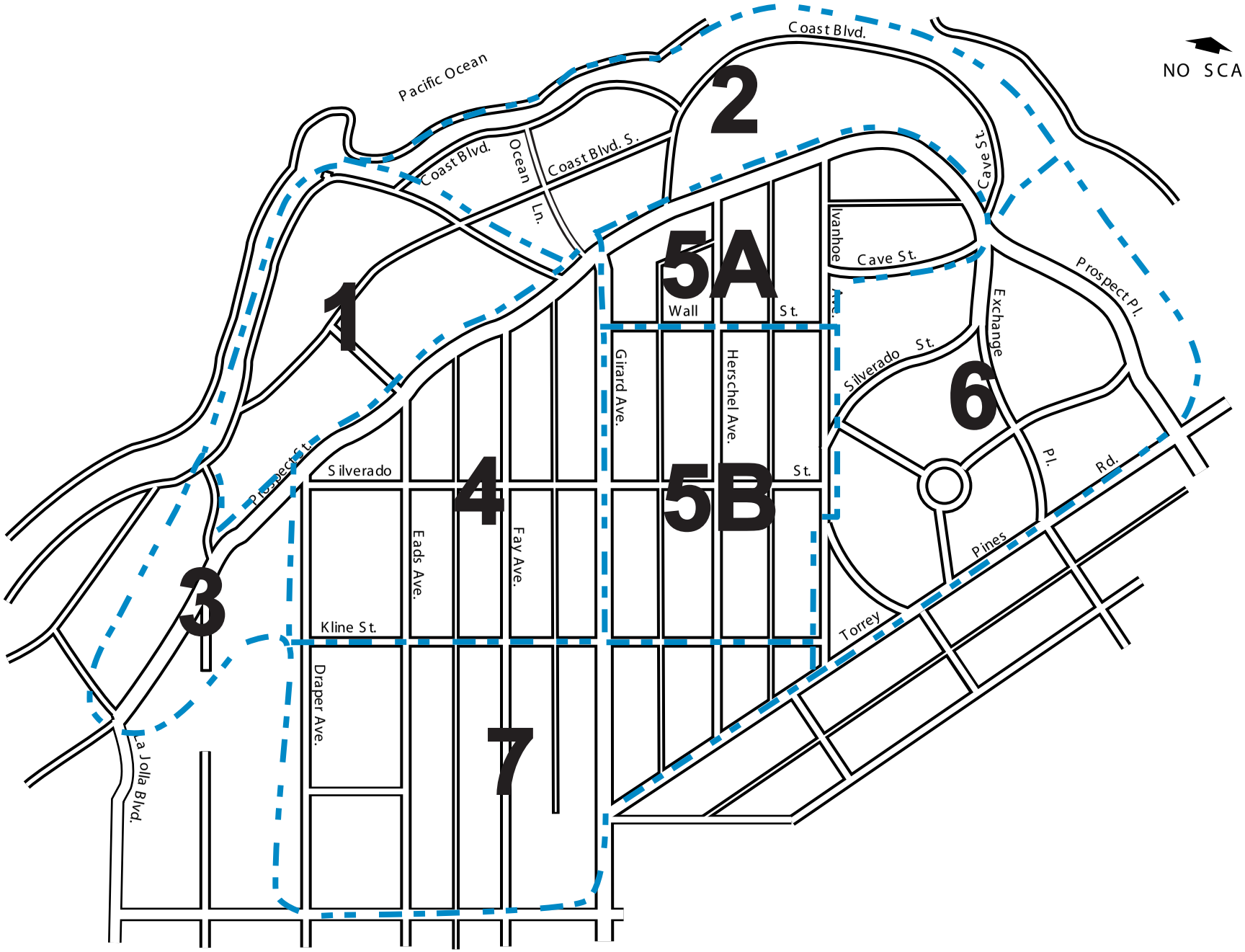
Parking Supply

There are three primary types of parking supply available to the general public in the Village area: 1) On-street public parking spaces, 2) off-street parking in private lots, and 3) valet parking. The majority is provided in the 2,456 on-street parking spaces, which comprise approximately 78 percent of the total parking supply (3,166) in the study area. Approximately 510 spaces (16 percent) are provided in off-street private lots and approximately 200 spaces (6 percent) are provided by valet service.

Current fees for off-street private lots and valet services are as follows:

- Daily flat rate fees range from $3.00 to $8.00 depending on location and season.
- Time limit fees are $1.00 per 20 minutes, with no maximum fee.
- Valet service flat rate fees range from $5.00 to $6.00 year round.

Many of these private lots provide monthly permit parking and are only partially available for general public parking. Additional study is needed to determine the actual number of off-street parking spaces available to the public.



La Jolla Sub Areas

City of San Diego Visitor Oriented Parking Survey Figure 1.1

Parking Occupancy

Parking occupancy is the number of vehicles observed in a parking lot or along the street at any given point in time and is typically expressed as a percent of the parking supply. Full occupancy of every parking space is not considered realistic due to significant delays and safety concerns as motorists search for available parking spaces. Industry standards indicate that practical capacity should be in the range of 85 percent to 90 percent occupancy. For purposes of this study we assume 85 percent occupancy as the practical parking capacity to maintain adequate traffic circulation conditions.

As expected, the analysis indicates that on street parking occupancy in the primary activity corridors generally exceeds practical capacity on both weekday and weekend for both peak and off-peak seasons at the following locations (See Figures 1.2 and 1.3):

- Coast Boulevard from Cave Street to Cuvier Street
- Coast Boulevard South from Coast Boulevard/Girard Avenue to Coast Boulevard south near Cuvier Street
- Prospect Street from Park Row to Eads Avenue
- Jenner Street from Prospect Street to Coast Boulevard
- Wall Street from Ivanhoe Avenue to Girard Avenue
- Silverado Street from Draper Avenue to Ivanhoe Avenue
- Ivanhoe Avenue from Prospect Street to Torrey Pines Road
- Herschel Avenue from Prospect Street to Torrey Pines Road
- Girard Avenue from Coast Boulevard to Torrey Pines Road
- Kline Street from Girard Avenue to Ivanhoe Street

In addition to the primary activity corridors, parking occupancy generally exceeds practical capacity in the residential areas at the following locations:

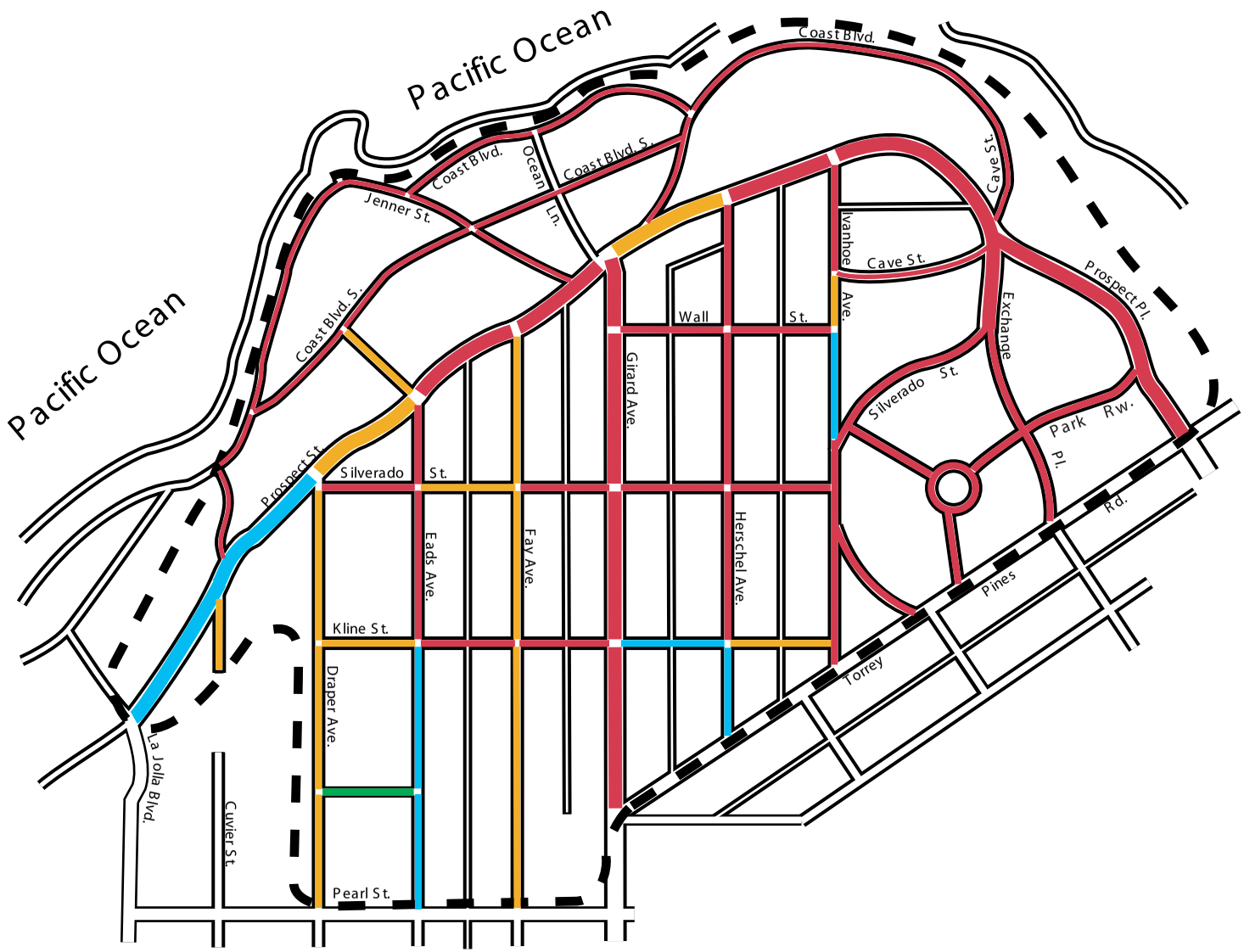
- Prospect Place from Torrey Pines Road to Cave Street
- Exchange Place from Torrey Pines Road to Cave Street
- Park Row from Silverado Street to Torrey Pines Road and Exchange Place
- Silverado Street from Ivanhoe Avenue to Exchange Place
- East Ivanhoe Street from Ivanhoe Street to Torrey Pines Road

AVERAGE OCCUPANCY RATES FOR WEEKDAY PARKING

La Jolla Community

City of San Diego Visitor Oriented Parking Survey

Figure 1.2



AVERAGE OCCUPANCY RATES FOR WEEKEND PARKING

La Jolla Community

City of San Diego Visitor Oriented Parking Survey

Figure 1.3

Parking Accumulation

The accumulation of parked vehicles is a direct measure of parking space usage during different periods of the day.

Parking demand levels in the business district areas tend to remain high during all survey periods (peak and off-peak, weekday and weekend). Parking spaces closer to the coastal areas tend to remain at high usage levels throughout the day during the peak season. During the off-peak season, however, parking levels reduce in the late afternoon along the coast as the sun begins to set. Parking levels in the residential areas peak during the morning and early afternoon. These levels generally taper off in mid to late afternoon. Accumulation in each Sub Area is shown in Figures B.1 through B.16. in the Appendix.

Parking Duration and Turnover

Parking duration is the average length of time that a space remains occupied by a given vehicle, while turnover is the average number of vehicles occupying one parking space during the survey period. For the majority of the study area, a license plate survey was used to determine duration and turnover characteristics of parking space utilization for on-street and off-street parking facilities within the community. The remaining areas utilized an occupancy-only survey. Using both methods allowed for a larger survey study area.

Duration times were observed to be generally consistent with posted time limits. Although a two-hour time limit exists along Prospect Street, average durations reached approximately 2.3 hours during weekdays. All other time-restricted areas exhibit average durations below the posted limit. Parking duration and turnover characteristics for each Sub Area are summarized in Table 1.1 below.

Visitor and Employee Parking Characteristics

Studies have shown that employees will generally tolerate walking longer distances from their vehicles to their destination than people shopping or taking care of personal business. It has also been cited that motorists parking for a longer duration, such as employees, were willing to accept longer walking distances.

Studies have also shown that short-trip visitors, those that spend less than one-hour in an area such as this, will typically walk about one block from their parked vehicle to their primary destination. Visitors that are familiar with or frequent the area have the tendency to circulate around the block a few times until a convenient curb space becomes available. Short-trip visitors that are not familiar with the area may become frustrated by the lack of available on-street parking and drive away without completing their trip purpose.

Table 1.1
Duration and Turnover Characteristics

Sub Area		Weekday		Weekend	
		Average Duration (hours)	Average Turnover (vehicles)	Average Duration (hours)	Average Turnover (vehicles)
1 Coast Blvd West of Girard	Peak Season	1.7	2.9	1.7	4.8
	Off-Peak Season	2.0	1.6	15	2.6
2 Coast Blvd East of Girard	Peak Season	2.2	3.9	2.2	3.9
	Off-Peak Season	2.3	2.5	1.9	2.7
3 Prospect St West of Draper	Peak Season	1.4	3.4	1.2	5.1
	Off-Peak Season	2.5	1.3	2.2	0.8
4 Prospect St/ Fay Ave Bus. District	Peak Season	1.7	3.5	1.6	4.5
	Off-Peak Season	1.5	3.0	1.4	3.4
5A Prospect St/ Herschel Ave Bus. Dist. North	Peak Season	1.8	4.4	1.9	4.2
	Off-Peak Season	1.5	3.3	1.6	3.4
5B Herschel Ave Bus. District South	Peak Season	1.9	4.2	1.7	4.4
	Off-Peak Season	1.4	3.9	1.4	3.2
6 Exchange Place Residential[1]	Peak Season	4.3	Insufficient Data	4.3	Insufficient Data
	Off-Peak Season	4.3	Insufficient Data	4.3	Insufficient Data
7 Girard/ Torrey Pines Bus. District	Peak Season	2.0	2.5	1.9	3.2
	Off-Peak Season	1.5	3.2	1.5	3.5

[1] Data based on the *La Jolla Traffic and Parking Task Force Study*, Prepared by the City of San Diego, October 29, 1997.

Issues and Observations

There are a number of issues identified through field observations and discussions with City staff and members of the community. One of the key issues identified relates to employee parking. Although survey data indicates that parking space time limits are for the most part adhered to, local business owners and residents have raised concern with employee vehicle shuffling and washing chalk marks off of tires. Vehicle shuffling entails employees (or otherwise) parking for the duration of a posted time limit and subsequently moving the vehicle to a nearby parking space to avoid exceeding the limit. The occurrence of vehicle shuffling would potentially lower the survey duration results that were found in this study. City staff and business owners have observed people washing chalk marks off of their tires, and off of the tires of a group of vehicles, to prevent parking enforcement personnel from recognizing that a vehicle has exceeded a time limit.

During the course of this study it was observed that off-street parking is generally underutilized. Possible explanations for this include:

- On-street parking is free while off-street parking requires a fee.
- The majority of visitors park less than two-hours, which may discourage them from paying a fee to park in an off-street lot.
- Visitors may perceive some off-street parking as being closed to the public.
- Some off-street parking locations are permit use only or are dedicated for specific businesses.
- There are many distractions in these areas and off-street parking and signage may not be clearly visible to visitors.
- Some off-street parking facilities have inadequate lighting, ventilation, and poor internal circulation.

Other issues and observations include:

- There are a large number of vehicles circulating the area seeking more convenient on-street parking spaces.
- Vehicles are double-parked and parked in restricted zone parking at curb faces, along alleys and curb returns.
- Some white zones were not being sufficiently utilized.
- Employee and visitor parking spillover to residential areas.

1.2 Existing Parking Supply/Demand Balance

Parking demand refers to the amount of parking needed in a specific area. Since drivers can only park where parking is provided, occupancy rates alone do not necessarily indicate the total demand for a particular area.

Latent Demand and Spillover

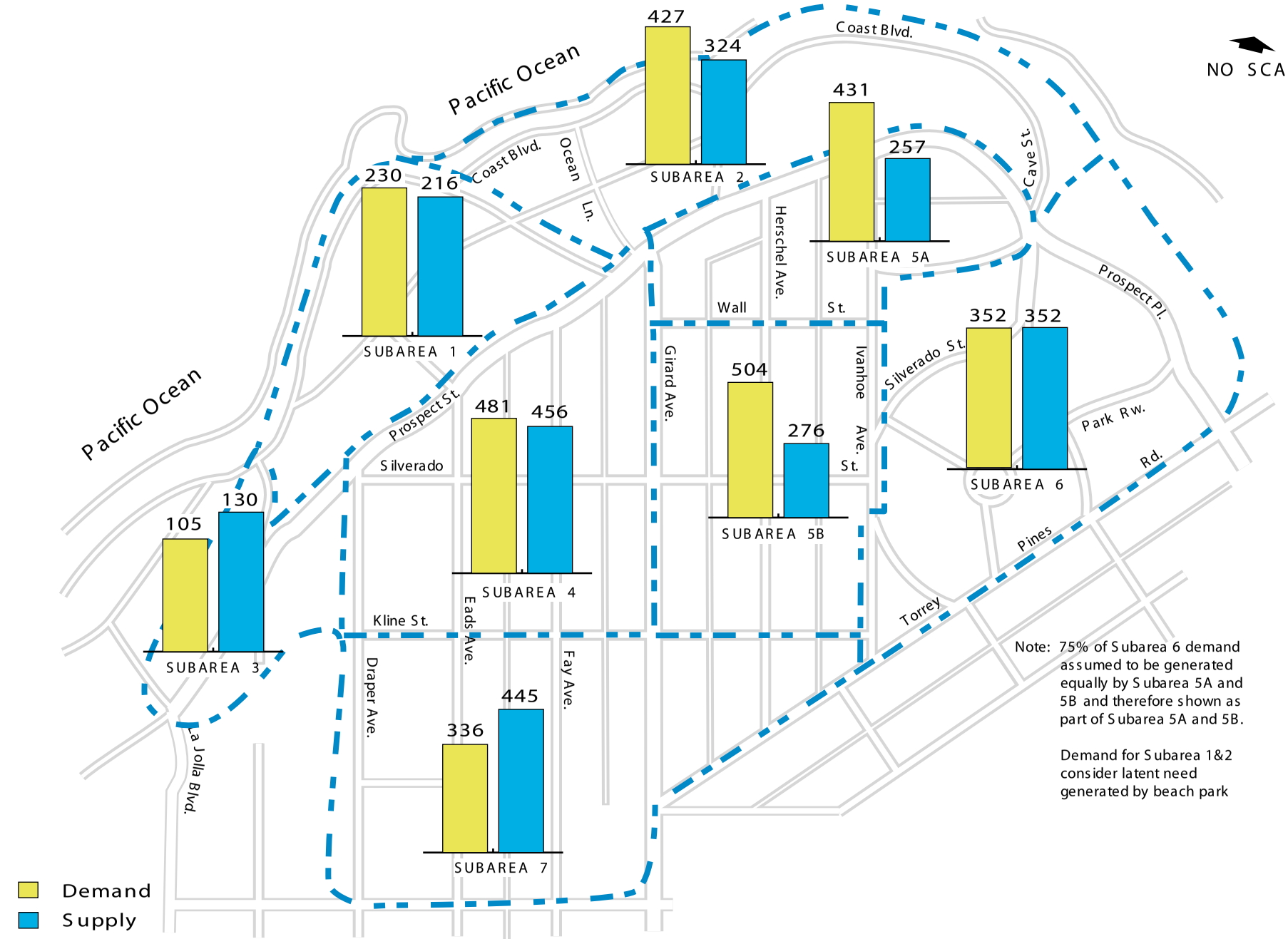
Latent demand refers to that demand which is not directly visible in an area. Latent parking demand during peak periods can be considered in two forms. One form involves parkers who cannot find a parking space within an area they would prefer to park and ultimately park outside the preferred area. This is also sometimes referred to as spillover. This form of latent demand is common as evidenced by occupancy rates along the residential streets of Sub Area 6, which includes Silverado Street, East Silverado Street, Park Row, Ivanhoe Avenue, Prospect Place, and Exchange Place. The majority of this demand can be attributed to business district and restaurant employees with destinations in Sub Areas 5A and 5B. Some of this latent demand can also be attributed to Sub Area 2, which is north of Prospect Street. Latent parking demand by visitors was also observed in the residential areas. Additionally, latent parking demand was observed south of Torrey Pines Road along Virginia Street, and High Avenue. The majority of this demand can be attributed to Sub Area 5B.

The second form of latent parking demand involves parkers who become so frustrated when required to search for an empty parking space that they ultimately leave the area. Observations of travel patterns and parking occupancy levels in the area strongly suggest that this form of latent demand exists, but it is difficult to quantify.

Existing Parking Demand

An average and peak parking demand was determined and compared to the existing parking supply. The average demand presented is the highest daily average encountered for the on- or off-peak season, weekday or weekend for each Sub Area. The peak demand presented is the highest individual hour encountered for the on- or off-peak season, weekday or weekend for each Sub Area. Table 1.2 presents the parking demand versus supply for the Sub Areas within the community of La Jolla. Figures 1.4 and 1.5 present the average and peak parking demand, respectively, by Sub Area.

The demand is shown to be greatest in the business districts of Sub Areas 4, 5A, and 5B, and 6. However, based on survey observations and comments from Sub Area 6 residents, the occupancy in this area was determined to be high due to latent demand and spillover. On-street parking in the area is occupied in large part by employees of the adjacent business areas. Therefore, it was assumed that 75 percent of the total demand calculated for Sub Area 6 was in fact generated by Sub Areas 5A and 5B and is included in the data analysis and graphics for Sub Areas 5A and 5B. Additionally, parking demand for Sub Area 6 is assumed to be balanced (supply equals demand) in the data analysis and graphics for Sub Areas 6. Parking demand is also shown to exceed supply on the coastal portion of Sub Area 2.

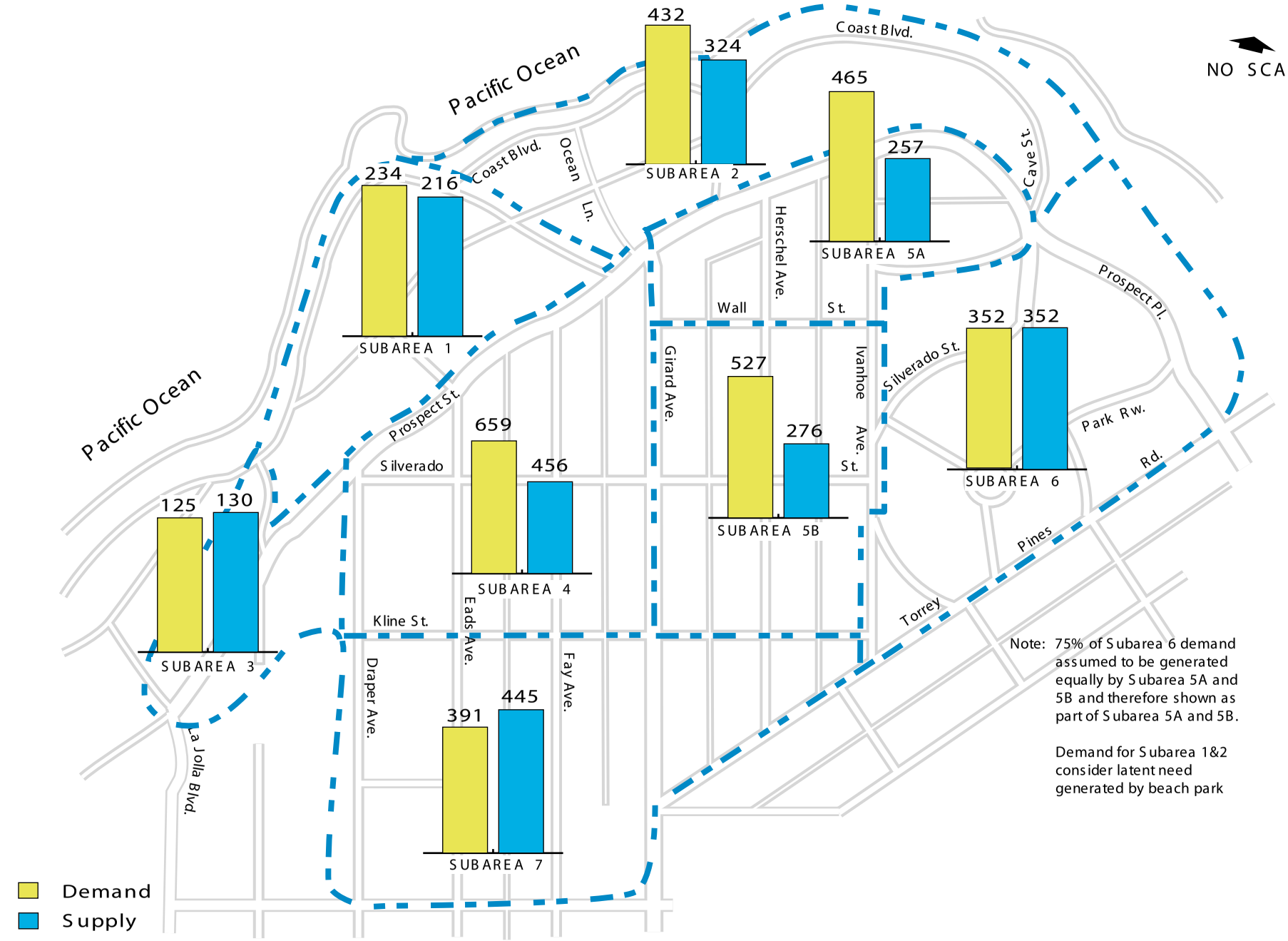


La Jolla On-Street Parking

Existing Demand For Average Occupancy

City of San Diego Visitor Oriented Parking Survey

Figure 1.4



La Jolla On-Street Parking

Existing Demand For Peak Hour Occupancy

City of San Diego Visitor Oriented Parking Survey

Figure 1.5

Table 1.2
Average and Peak Parking Demand Versus Supply

Sub Area	Parking Supply	Average Demand	Average Deficiency (Surplus)	Peak Demand	Peak Deficiency (Surplus)
1 Coast Blvd. West of Girard	216	230	14	234	18
2 Coast Blvd East of Girard	324	427	103	432	108
3 Prospect St West of Draper	130	105	(25)	125	(5)
4 Prospect St/ Fay Ave Bus. District	456	481	25	659	203
5A Prospect St/ Herschel Ave Bus. District North	257	431	174	465	208
5B Herschel Ave Bus. District South	276	504	228	527	251
6 Exchange Place Residential	352	352	0	352	0
7 Girard/ Torrey Pines Bus. District	445	336	(109)	391	(54)

1.3 Parking Management Strategies

Parking management strategies help to balance parking supply and demand and improve parking efficiency. A number of these strategies were evaluated for this study as identified below.

Parking Space Striping

Several areas have been identified where existing parallel parking could potentially be converted to angle parking and where parallel parking guides could be installed to maximize parking efficiency.

Angle (or diagonal) curbside parking can increase the number of spaces on a given block. Only about ten parallel parking spaces can be provided in 235 feet of curb space.

However, the same distance can accommodate about 18 angle (45-degree) spaces. Note that this "rule of thumb" estimate does not take into account the loss of spaces due to driveways, fire hydrants, etc.

Other advantages of angled parking are: 1) drivers generally perceive it as easier to enter and exit than parallel parking and 2) drivers are safer entering and exiting vehicles. To increase the parking supply by several spaces, parallel parking locations may be converted to diagonal parking at the locations shown in Figure 1.6.

Inefficient curb utilization is a common problem associated with parallel parking when markings are absent from the pavement surface. Field surveys as well as area resident and employee testimony have indicated that parallel parking areas in La Jolla are often inefficiently parked. The provision of parallel parking guide markings throughout the Village area could increase the number of parking spaces by increasing the utilization of available curb space. This becomes increasingly important in areas where high turnover can be expected (i.e. areas with parking time limits).

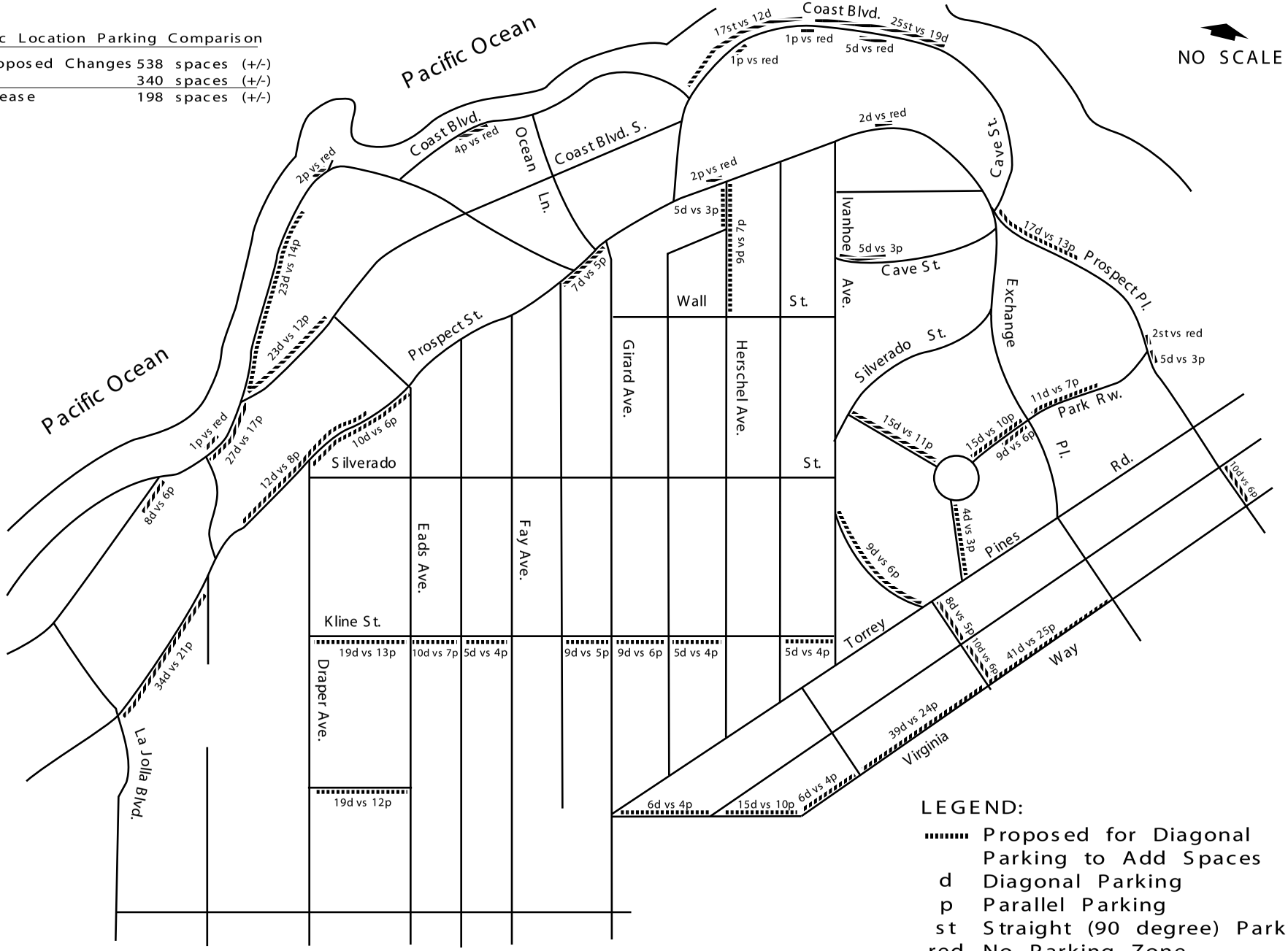
Although converting select areas of parallel parking to angle parking and providing parallel parking guide markings could potentially increase the number of spaces in the community it would not make a significant difference in parking supply.

Parking Regulations and Zoning

Current zoning and parking regulations were reviewed and compared with other municipalities in Southern California that have similar characteristics to the area of this study. It appears that the City parking regulations are consistent with these other communities and they are periodically updated to reflect current growth conditions. However, in anticipation that parking structures will be needed in the Village area, there are a few recommended changes specifically related to the La Jolla PDO, as identified below.

- Amend Municipal Code Section 103.1205(a)(8)(B) to permit (Only by Special Use Permit) above ground parking structures in Zone 1. The La Jolla PDO currently does not allow above ground parking structures in Zone 1, which includes the primary Sub Areas 5A and 5B of this study.
- Amend Municipal Code Section 103.1205(b)(1) to eliminate the minimum percent of gross ground floor area requirement for above ground parking structures in Zone 1. This section addresses retail space requirements. This amendment would not change the minimum percent of retail space required on the structure's street frontage length. The La Jolla PDO currently requires that a minimum of fifty percent of the gross ground floor area and seventy-five percent of the structure's street frontage be allocated for retail use.
- Amend Municipal Code Section 103.1206(c)(3) to permit (Only by Special Use Permit) parking structures to exceed the two-story height restriction. This amendment would not change the thirty-foot maximum height restriction. The PDO currently limits the height of all structures in Zone 1 to two stories and a maximum height of thirty-feet.

Specific Location Parking Comparison		
With Proposed Changes	538 spaces	(+/-)
Existing	340 spaces	(+/-)
Net Increase	198 spaces	(+/-)



La Jolla Community

Proposed Locations For Conversion to Diagonal Parking

City of San Diego Visitor Oriented Parking Survey Figure 1.6

Posted Time Limits

Posted time limits were reviewed in comparison to parking duration, turnover and occupancy to determine what changes, if any, are needed. On-street time limits should be set to maximize the opportunity for short-term visitor use, while off-street parking facilities should accommodate longer-term parking. Based on this evaluation it is recommended that there be a uniform 90-minute time limit throughout the area. A 1-hour time limit currently exists on Girard Avenue from Prospect Street to Kline Street. A 2-hour time limit is currently posted from Kline Street to Torrey Pines Road. A 90-minute on-street time limit will force longer-term parkers to use off-street parking facilities, thereby allowing these parking spaces to be utilized for short-term visitors. Time limits in other areas are not recommended at this time because there are insufficient off-street parking facilities available to accommodate longer-term parking. Additional parking enforcement would be needed.

This change should be re-evaluated after six-months to ensure its effectiveness.

Parking Enforcement

The City's Parking Management Department provides parking enforcement in the Village area from the hours of 8:00 A.M. to 5:00 P.M. daily. The parking enforcement officer rotates exclusively throughout the community during that period of time. Discussions with the City's Parking Management Department indicated that the level of violations or abuse of parking regulations appears to be normal as compared to other areas of the City. Other than employee vehicle shuffling, the most common violations involve illegal parking along curb returns, designated loading zones, and red curb zones. These violations appear to be more prevalent in the evening hours, especially along Prospect Street from Herschel Avenue to Fay Avenue.

In order to reduce parking regulation violations and abuse it is recommended that parking enforcement be increased throughout the day and the hours of parking enforcement operations be extended to 8:00 P.M.

If the recommended time limit changes are implemented, then they should be strictly enforced. Strict enforcement of parking regulations, particularly time limits on curb parking, can be effective in reducing demand for on-street parking spaces and forcing longer-term parkers, such as employees, to off-street parking facilities. As indicated previously, vehicle shuffling by employees appears to be widespread throughout the Village area. These occurrences could be reduced by utilizing an enforcement system which involves keying specific license plate numbers into a hand-held unit. However, such a system would involve additional staff resources as the process takes significantly more time as compared to the current method of tracking time limit parking, which is chalking tires.

Signage

The lack of adequate comprehensive signage is typically one of the key reasons that off-street parking facilities are underutilized. The perception that lots and garages are not available to the public due to a lack of advanced warning and/or obstruction of existing signage may result in lower lot and garage utilization. A comprehensive signage and wayfinding program could increase utilization of off-street parking facilities and increase the availability of on-street parking spaces. Therefore, it is recommended that a signage program be developed to maximize visitor awareness to public parking locations.

This could be prepared in conjunction with a community-wide public parking map which would identify all available public parking locations as well as the parking fees associated with each of the locations.

The signage program should consider directional signage in advance of the primary entry points to the Village and also within the Village area. For example, signage along Torrey Pines Road in advance of (north of) Prospect Place could provide initial direction to parking locations. Additional signage would be provided along Torrey Pines Road between Prospect Place and Herschel Avenue and also along Prospect Place between Torrey Pines Road and Cave Street. The basic idea is to attract the visitor's attention to parking locations before they get to the primary activity corridors.

Residential Parking Permit Program

Residential parking permits are typically implemented to "protect" residential neighborhoods from spillover parking from adjacent commercial land uses. In this case they do not directly address the supply and demand balances in the Village area, and in fact may exacerbate deficiencies or increase pressure on prime parking because there are insufficient off-street parking facilities available to accommodate parking spaces that would be displaced by the use of residential parking permits. Therefore, residential parking permits are not recommended at this time. However, the concept of residential parking permits should be evaluated periodically as additional parking facilities are provided in the future.

Shuttle Service and Satellite/Peripheral Parking Facilities

Bus shuttle services from satellite/peripheral-parking facilities are frequently considered as a means to limit the amount of new parking in a downtown or major activity center. However, shuttle operations and maintenance costs can be substantial and they are generally subsidized. For example, the Metropolitan Transit Development Board (MTDB) operated the Sun Runner bus shuttle service in the Pacific Beach area in the summer season from 1983 to 1993 and the City of San Diego subsidized the service. The shuttle service was mildly successful in that it achieved the primary goal of providing an alternative transportation mode for visitors going to the beach areas. However, the service was discontinued due to costs associated with maintenance and refurbishment of the aging rubber-tired trolley vehicles. The City of San Diego could no longer subsidize the service and the MTDB determined that ridership was not significant enough to warrant the service.

Shuttles are most cost-effective when there is a relatively constant stream of potential passengers; a relatively simple route; and the shuttle origination point is a short distance from the destination point. Additionally, satellite/peripheral-parking facilities should be located in areas with efficient access and high visibility. However, these factors are not typical for La Jolla. Potential satellite/peripheral-parking facilities are not easily accessible, they are not within a short distant of the destination point, and they are not highly visible. Therefore, shuttle service and satellite/peripheral-parking facilities are not recommended as a management strategy to resolve the parking deficiency in La Jolla. MTDB considered additional transit service to La Jolla and the possibility of operating bus rapid transit services. However, these transit services would not serve the core Village area.

Parking Meter Installation

Parking meters can increase the availability of on-street parking through price differentials and higher turnover. Studies have shown that installation of parking meters increases turnover of on-street parking spaces by about 70 percent. Parking meters force longer-term parkers to use off-street lots. Enforcement of time limits is also simplified by the installation of parking meters and revenue is generated by the collection of meter fees. However, implementing parking meters can be a very sensitive issue within a community.

The possibility of using parking meters was reviewed in comparison to parking duration, turnover and occupancy. Implementation of on-street paid parking along with changes in parking time limits should increase turnover and force longer-term parkers to off-street lots. In conjunction with additional parking enforcement, on-street paid parking should deter longer-term parkers and employees from parking on-street. On-street paid parking can be accommodated through parking meters or multi-space pay-and-display or pay-by-space machines. Current parking demand indicates support for implementation of an on-street paid parking program. Initially, a pilot paid parking program was considered for a limited area, which included prime parking spaces within the core area. However, having on-street paid parking in a limited area would be problematic in that it would force longer-term parkers and employees to park in other prime parking areas, such as along Coast Boulevard and other prime beach parking areas. Therefore, on-street paid parking is recommended for all streets west of Prospect Street between Cave Street and Cuvier Street (Sub Areas 1 and 2) and, on the following streets within Sub Areas 3, 4, and 5:

- Prospect Street from Cuvier Street to Cave Street;
- Girard Avenue from Kline Street to Prospect Street;
- Herschel Avenue from Kline Street to Prospect Street;
- Ivanhoe Avenue from Wall Street to Prospect Street;
- Wall Street from Ivanhoe Avenue to Girard Avenue;
- Fay Avenue from Kline Street to Prospect Street;
- Cuvier Street from Coast Boulevard to Prospect Street;
- Eads Avenue from Silverado Street to Prospect Street; and
- Silverado Street from Draper Avenue to Ivanhoe Avenue.

Other Management Strategies

Efforts should be made to reduce parking demand through improved transit service, increased carpooling, and promotion of telecommuting/alternative work schedules for the business portions of the community.

Additionally, bicycle-parking facilities (bicycle lockers and/or parking racks) should be provided in the visitor areas of the community, such as the areas along Coast Boulevard.

1.4 Conclusions

Based on the data analysis and observations there is clearly a parking deficiency in the Village area. At first glance it seems that the parking deficiency is really just a shortage of convenient low cost parking spaces. However, it is much more than that. There is a shortage of parking supply. If all the on-street and public off-street parking spaces were utilized there would still be a shortage of parking spaces. There are a number of parking management strategies that could be employed to help alleviate parking deficiencies, as identified above. However, the combination of all these parking management strategies will not significantly increase parking supply or decrease parking demand.

The results of this study indicate the existing need for additional parking facilities throughout the study area with the greatest need in Sub Areas 5A and 5B. Specifically, there is a need for additional parking facilities that could accommodate employees and visitors. If employees had designated parking areas it would free up on-street and off-street prime parking spaces for visitors. Off-street surface lots could not accommodate the existing parking deficiencies identified in these areas. Therefore, it is recommended that the City consider the feasibility of constructing one or more parking structures in Sub Areas 5A and 5B.

The La Jolla PDO currently prohibits parking structures in the area identified herein as Sub Area 5A and 5B. It is recommended that the PDO be amended to allow for construction of parking structures in these areas. Additionally, the parking management strategies identified above should be implemented as indicated.

2.0 Future Supply/Demand & Structure Site Analysis

This section addresses the future parking needs of the community of La Jolla. A step-by-step approach was employed to determine the extent of the parking deficiencies in the Village area of La Jolla, and in developing a set of practical alternatives to mitigate them.

An assessment of future parking demand for two planning horizon years (2005 and 2020) is included in this report, along with a parking structure site analysis for The Village area of La Jolla.