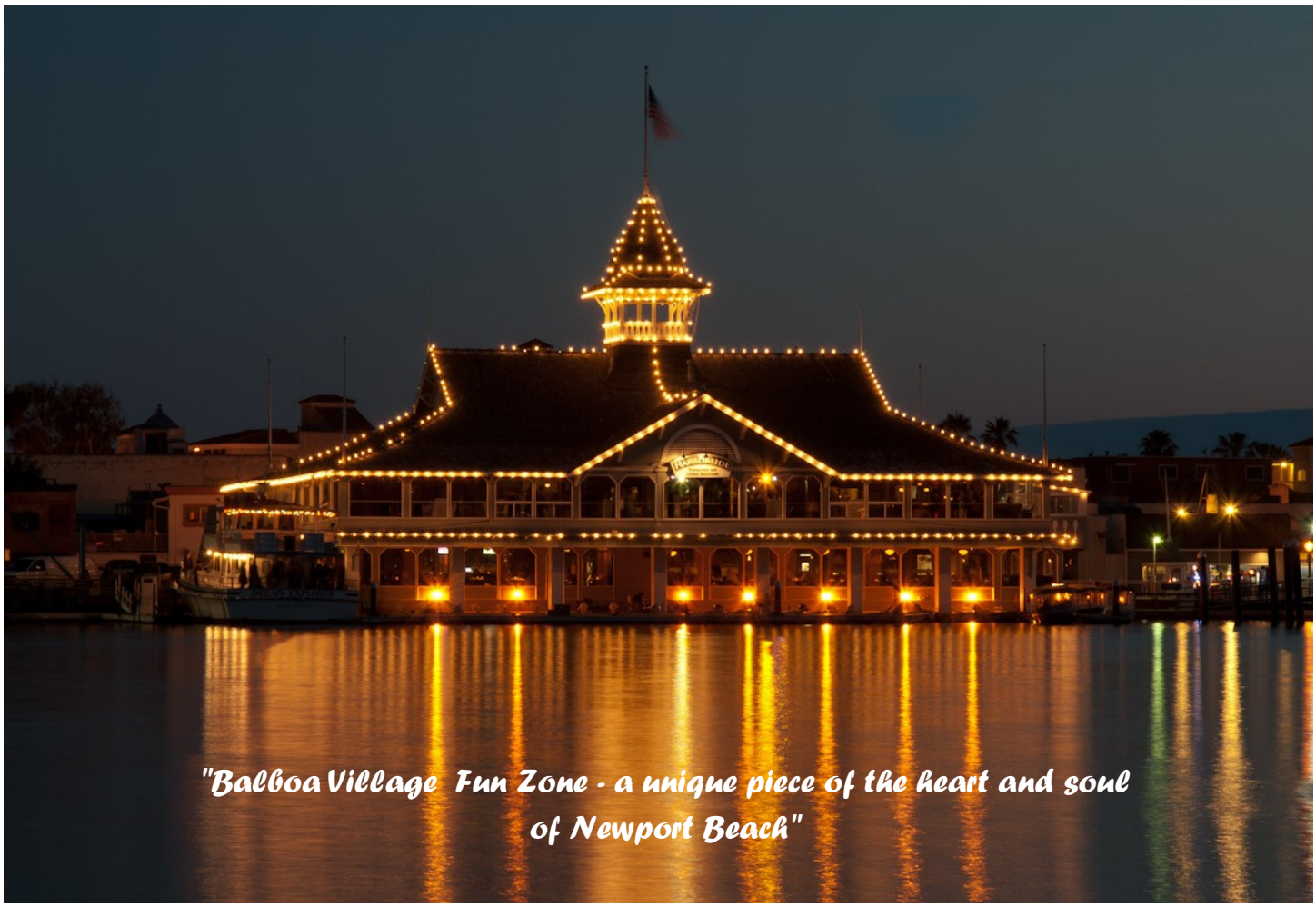

BALBOA VILLAGE IMPLEMENTATION PLAN

Exhibit 3
Nelson Nygaard Associates Parking Management Plan

May 2012

City of Newport Beach

BALBOA VILLAGE PARKING MANAGEMENT PLAN

FINAL REPORT

May 2012

NELSON NYGAARD

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1 EXECUTIVE SUMMARY

OVERVIEW

Balboa Village in the City of Newport Beach is one of the region's most popular areas. It provides access to coastal areas and recreational opportunities, while also offering direct ferry connections to Balboa Island and Catalina Island. In addition, Balboa Village is home to a unique blend of residential neighborhoods and local commercial districts. Given its strong local community and regional status, one of the most challenging issues facing Balboa Village is how to effectively manage its parking supply and mitigate the impacts of parking demand, especially during peak periods (i.e. summer weekends).

This Parking Management Plan is the first step in the City's efforts to address parking challenges in Balboa Village. The Plan documents existing parking inventory, supply, and demand through parking counts of on- and off-street supply. These counts are utilized in order to examine actual parking data, not commonly accepted perceptions about parking, and conclusively establish key parking trends occurring throughout Balboa Village. Based on the key findings from the parking data, this Plan proposes a coordinated set of recommendations designed to improve parking within Balboa Village, while accounting for the unique regulatory framework that Balboa Village operates in as a coastal jurisdiction. These recommendations were also developed based on input from City staff, the Balboa Village Citizen Advisory Panel (CAP), the Newport Beach City Council, and other local stakeholders.

It is crucial to note that the recommendations in this parking management plan are established on the premise that parking and transportation are not ends in themselves, but means to achieve broader community goals. These recommendations seek to leverage Balboa Village's existing assets, respond to its current challenges, and further the overall vision for the area.

EXISTING CONDITIONS

An inventory of parking facilities was undertaken by Walker Parking Consultants in 2008 as a part of the Balboa Village Parking Policy Plan. The general boundaries of this study were Coronado Street to the west, the Newport Bay to the north, B Street to east, and the beach parking lots to the south. Figure 1-1 shows the breakdown of the parking facilities within this study area.

Figure 1-1 Study Area Parking Facilities, by Type

Location	Standard	Customers Only / Reserved	Metered / Paid	Loading (All)	Total	% of Parking
On-Street	212	0	53	15	280	17%
	76%	*0%*	*19%*	*5%*	*100%*	
Off-Street	0	198	1,158	0	1,356	83%
	0%	*15%*	*85%*	*0%*	*100%*	
Total	212	198	1211	15	1,636	100%
	13%	*12%*	*74%*	*1%*	*100%*	

Based on the data collected in this study a number of key parking trends can be observed regarding use of these parking facilities. These findings are summarized below:

Key Finding #1: Balboa Village has a large supply of parking, the majority of which is located in off-street facilities.

A total of 1,636 parking spaces exist in Balboa Village, 1,356 of which (83%) are located in various public and private off-street facilities. Of these off-street spaces, 1,158 are in paid lots open to the public. Only 280 on-street facilities exist in Balboa Village, 212 (76%) of which are unregulated and free of charge.

Key Finding #2: Balboa Village's parking supply is underutilized for all but the busiest summer weekends.

It should be emphasized that the parking counts reflect summer demand and that the Balboa Village area only experiences "peak" parking demand on roughly 30-35 days per year. Balboa Village has more than enough supply to meet current levels of demand during the vast majority of the year. During summer weekday counts (a figure that should be comparable and possibly higher than non-summer weekday and weekend counts), combined utilization rates never exceeded 67%, meaning that at any given time, 540 spaces *or more* are available in Balboa Village.

Figure 1-2 Summer Utilization Rates, by Day and Facility Type

	10 AM	1 PM	7 PM
Thursday			
On-Street	78%	89%	95%
Off-Street	47%	62%	51%
All	52%	67%	58%
Saturday			
On-Street	90%	96%	97%
Off-Street	86%	97%	82%
All	86%	96%	84%

Key Finding #3: While the parking supply is underutilized, various "hot-spots" of demand exist, even during non-peak months.

Various "pockets" of high demand exist in Balboa Village, even during non-peak times and months. Prime metered on-street spaces, unregulated and free on-street spaces, and off-street facilities closest to the beach and Balboa Island Ferry Terminal experienced the highest utilization rates. While these areas were highly utilized, large amounts of available parking existed within a short walk. These parking demand patterns are likely due to the following reasons:

- Most on-street spaces are free, while all publicly accessible off-street spaces are paid. As a result, motorists are incentivized to seek out and "circle" for available on-street spaces before deciding to enter a paid off-street lot.
- Many of Balboa Village's largest attractions are concentrated along the beachfront and ferry terminal area.
- Wayfinding signage does not exist to point visitors to off-street facilities with significant availability. Consequently, many motorists are unaware of the proximity and availability of additional parking facilities.

Key Finding #4: Balboa Village exhibits a drastic seasonal peaking of parking demand with capacity highly constrained on summer weekends.

Parking demand is highest in Balboa Village during summer weekends. During these times, on-street and off-street utilization peak at rates higher than target rates, meaning many motorists are stuck searching or "cruising" for parking.

Key Finding #5: Current pricing schemes discourage the use of off-street facilities, encourage excessive "cruising" for available on-street spaces, and cause parking spillover into surrounding residential streets. During peak summer months, these trends are exacerbated.

Currently, the only free, unregulated, publicly available parking in Balboa Village is located on-street, mostly along the area's residential roadways. The remaining parking supply, whether on- or off-street, is either paid parking or limited to customer or tenants only. As such, recreational visitors to the area typically seek out free on-street spaces before entering a paid lot. This causes excessive "cruising" for available spaces and creates parking spillover into Balboa Village's residential areas.

Key Finding #6: Parking turnover is relatively low, as most vehicles stay parked in off street spaces for long periods of time.

Turnover data suggests that approximately 52% of spaces in the count area were occupied by vehicles parked for five hours or more. The lack of on-street turnover represents an inefficient use of curb space, especially for visitors or customers wishing to access local businesses.

CURRENT AND FUTURE PARKING DEMAND

Utilizing the data gathered during the parking inventory as well as an inventory of existing land use and projected land uses, existing parking demand ratios were calculated, and these parking ratios were then used to estimate future parking demand. Parking demand ratio calculations reveal two different, but equally useful correlations, as shown in Figure 1-3:

- *Built Stalls to Built Land Use Ratio*. This represents the total number of existing parking stalls correlated to total existing land use square footage (occupied or vacant) within the study area. At this time, about **1.84 parking stalls per 1,000 GSF** of built land use

have been developed/provided within the commercial core (combining the on-and off-street parking supplies).

- *Combined Peak Demand to Occupied Land Use Ratio.* This represents peak hour occupancy within the commercial core combining the on- and off-street supply. Current peak hour demand stands at a ratio of approximately **1.78 occupied parking stalls per 1,000 GSF** of built land use.

Figure 1-3 Parking Demand in Commercial Core – Mixed Land Use to Built Supply

Time Period	A	B	C	D	E	F
	GSF (Built)	GSF (Occupied)	Total Supply Inventoried in Study Area	Built Ratio of Parking (per 1,000 GSF)	Total Occupied Spaces	Actual Ratio of Parking Demand (per 1,000 GSF)
Thursday, 10 AM	286,926	265,342	528	1.84	156	0.59
Thursday, 1 PM					220	0.83
Thursday, 7 PM					255	0.96
Saturday, 7 PM					309	1.16
Saturday, 10 AM					326	1.23
Saturday, 1 PM					472	1.78

To date, parking has been *built* at an average rate of 1.84 stalls per 1,000 GSF of development in Balboa Village's commercial core. This rate appears to have provided close to the right amount of parking, with commercial land uses in the study area generating parking *demand* ratios of 1.78 vehicles per 1,000 GSF. It is important to note that corresponds to the peak period of the summer months, and parking demand during the rest of the year is far below 1.78. For example, the Thursday peak demand for the commercial core (a more accurate representation of typical demand throughout the majority of the year) was at .96 vehicles per 1,000 GSF.

Future Demand

Based on information provided by the City of Newport Beach, the only large-scale, commercial development that is proposed for Balboa Village is the expansion and redevelopment of the ExplorOcean Newport Harbor Nautical Museum located at 600 East Bay Avenue. The existing museum would be expanded to three levels consisting of 38,685 SF. Based on the net square footage and existing demand in Balboa Village for commercial uses, it is estimated that the new museum would generate parking demand of roughly 27 net new parking spaces at peak demand.

Given the high level of demand during summer peak periods, it is likely that parking will be in high demand for parking facilities in proximity to the new museum. However, Nelson\Nygaard believes that this level of net new parking can be accommodated within the existing parking supply through more effective parking management strategies, and that the available development scenarios do not necessitate new parking supply. In addition, any new development would be subject to the requirements of the proposed "Parking & Multimodal" impact fee, which would fund additional traffic and parking mitigations.

THE CALIFORNIA COASTAL COMMISSION AND PARKING MANAGEMENT

Because Balboa Village is located within the Coastal Zone, the California Coastal Commission (Commission) has regulatory authority and will play an integral role in shaping the final recommendations of this parking management plan. The Coastal Commission takes a particularly keen interest in all residential permits within the Coastal Zone, as they have the potential to limit coastal and beach access for the general public. In brief, there are a number of key issues and concerns that the Commission repeatedly emphasized while evaluating previous RPP permit applications over the years. These include:

- Preservation of "24-hour" *public* access is the Commission's primary concern.
- The Commission strives to achieve regulatory "balance," but errs on the side of public access.
- Local jurisdictions can use policy to regulate parking, but cannot give *exclusive* access to residents.
- In order to prevent *exclusive* residential access, local jurisdictions must "replace" all public on-street parking that is "lost" to an RPP.
- The Commission typically views RPPs as "pilot" efforts to be reevaluated in the future.
- Nuisance issues fall under the purview of local law enforcement and are not to be regulated by residential permits.

SUMMARY OF PARKING MANAGEMENT PLAN RECOMMENDATIONS

Historically, a city wishing to "solve its parking problem" has almost always meant an increase in supply. Unfortunately, simply increasing parking supply often encourages more auto use, as people are incentivized to drive to places that offer plenty of "free parking." Furthermore, simply increasing supply does not address the core problem of concentrated demand, in which popular on-street spaces are consistently oversubscribed while nearby off-street spaces remain underutilized. Above all else, this plan proposes a parking management approach that utilizes policies and programs that will enable more efficient utilization of existing supply to meet a variety of parking needs.

The recommendations in this Plan are designed to work together to meet the City's parking management goals. While these recommendations could theoretically be implemented piece by piece, they are most effective if implemented together. It is important that to the greatest extent possible the recommendations be implemented as a cohesive "package" of reforms.

As Balboa Village continues to grow and evolve its parking needs will change as well. This Plan recommends techniques to both address current challenges and also allow the City to be nimble in reacting to future parking challenges. Finally, it is important to emphasize that these recommendations are specific to Balboa Village and *would not necessarily apply* to other neighborhoods within the City of Newport Beach.

RECOMMENDATION #1: MAXIMIZE USE OF "SMART" METER TECHNOLOGY FOR ALL COMMERCIAL CURB SPACES IN THE BUSINESS CORE AND REMOVE TIME LIMITS FOR ALL METERED SPACES. IMPLEMENT DEMAND-BASED PRICING FOR ON- AND OFF-STREET PARKING FACILITIES.

This recommendation proposes the elimination of all existing time limits for metered spaces. Instead, it is recommended that the City explore upgrading its existing "smart" parking meters for all curb spaces along the primary commercial corridors in Balboa Village. On- and off-street parking should use variable pricing as a means to meet target occupancy levels and generate an appropriate level of turnover.

Outlined below are the specific project locations and program parameters recommended for demand-based pricing of Balboa Village's on- and off-street spaces.

- On-street meter location: Existing on-street spaces on East Balboa Boulevard and East Bay Avenue between Adams Street and A Street, as well as Palm Avenue.
- The City recently installed roughly 1,600 new single and multi-space "smart" meters citywide, including on streets in Balboa Village. These new meters accept credit card payments. Moving forward, the City should also explore implementation of wireless meters, which would allow motorists to pay-by-phone, while improving revenue collection, enforcement, and parking data management for the City. Wireless meters can also allow the City to provide a free, publicly accessible wireless network in Balboa Village.
- Pricing may need to be adjusted periodically (i.e. quarterly) to meet target occupancy rates (85% for on-street spaces and 90% for off-street spaces).
- Initial Hours & Pricing Structure:

On-street
Peak period (Summer): *8 AM – 6 PM, 7 days*
▪ $2.00 per hour (0-2 hours)
▪ $2.50 per hour (2+ hours)
Off-peak period (non-Summer): *8 AM – 6 PM, 7 days*
▪ $1.00 per hour (0-2 hours)
▪ $1.50 per hour (2+ hours)
Off-street
Peak period (Summer)
▪ $1.50 per hour (no max)
Off-peak period (non-Summer)
▪ $.50 per hour (no max)

RECOMMENDATION #2: ESTABLISH A COMMERCIAL PARKING BENEFIT DISTRICT IN BALBOA VILLAGE.

Parking benefits districts (PBDs) are defined geographic areas in which any revenue generated from on-street and off-street parking facilities within the district is returned to the district to finance neighborhood improvements.

In practice, a successful PBD in Balboa Village would be implemented via adoption of city ordinance creating a Balboa Village PBD, stipulating that all parking revenue generated within the PBD be used to fund designated neighborhood improvements. In addition, establishment of an appropriate governing body to develop a program of expenditures and ensure proper oversight of PBD revenue is required. Any governing body should establish well-defined procedures for soliciting and incorporating resident input. This body and its structure will be determined pending additional study.

Potential PBD Expenditures can include a wide variety of transportation related expenditures designed to not only improve parking management, but also improve overall mobility, accessibility, and quality of life within the district.

RECOMMENDATION #3: ESTABLISH A RESIDENTIAL PARKING PERMIT PROGRAM.

A residential parking permit program (RPP) operates by exempting permitted vehicles from the parking restrictions and time limits for non-metered, on-street parking spaces within a geographic area. The primary goal of an RPP is to manage parking "spillover" into residential neighborhoods. The following program parameters are recommended for a potential RPP specific to the Balboa area.

- RPP District Boundaries: All residential streets between 7th Street and Adams Street
- Program Eligibility: All residences within the proposed zone are eligible to purchase permits, including rental home owners. In addition, Bay Island residents would be eligible to purchase permits.
- Hours of Operation: No Parking: 4 PM – 9 AM, 7 days, excluding holidays. Permit holders exempt.
- Maximum Number of Permits: 4 per household; Guest permits will be studied further to determine the most appropriate pricing and issuance structure
- Permit Type: Rearview mirror "hangtag" that is a solid color (to change annually) and clearly indicate the year of permit issued.
- Permit Costs: Permits should be priced at an escalating rate to encourage residents to make full use of their garages and purchase only the number of permits they actually need. Initial prices for the RPP are proposed below, although the City may need to adjust the pricing structure in future years to respond to demand for permits.
  - 1st permit: $20 per year
  - 2nd permit: $20 per year
  - 3rd permit: $60 per year
  - 4th permit: $100 per year
- Compliance with California Coastal Commission: The Coastal Commission will need to approve any RPP proposed by the City of Newport Beach for the 7th to Adams District. It is recommended that the City of Newport Beach permit application for the RPP emphasize a number of key program elements to ensure its approval.

RECOMMENDATION #4: ESTABLISH AN EMPLOYEE PARKING PERMIT PROGRAM FOR BALBOA VILLAGE.

An employee parking permit program offers employers or employees the option to purchase a permit that provides priority parking in a designated area. Employee parking permit programs provide a consistent parking option for employees, reducing the need for an employee to "hunt" for a parking space, move their vehicle to avoid parking restrictions, or occupy "prime" on-street spaces for customers.

The following program parameters are recommended for an employee permit program specific to the Balboa area.

- Eligibility: All employers and employees within Balboa Village
- Designated employee parking zone: Approximately 100 spaces in the north western portion of the Balboa Village Municipal Beach parking lot. During summer weekends, reduce to 50 spaces to ensure availability for beach users.
- Hours of operation: 6 AM – 10 AM, everyday
- Number of permits issued: 1 permit per employee, requiring proof of employment, photo ID, and vehicle registration information.
- Permit Cost: $50 per year, no proration
- Permit Revenue: Revenue would be used to cover cost of program administration
- Compliance with California Coastal Commission: While the Coastal Commission has largely focused on the creation of residential permit programs, it is possible that they may have similar issues with an employee permit program. The City should begin conversations with the Coastal Commission to determine if any regulatory issues need to be addressed.

RECOMMENDATION #5: IN THE SHORT-TERM, ELIMINATE MINIMUM PARKING REQUIREMENTS, REMOVE THE EXISTING PARKING IN-LIEU FEE OBLIGATION, AND DO NOT IMPLEMENT ANY ADDITIONAL IMPACT FEES. DEPENDING ON THE LEVEL OF DEVELOPMENT IN THE LONG-TERM, EVALUATE IMPLEMENTATION OF A "PARKING AND MULTIMODAL" IMPACT FEE.

This recommendation proposes potential options for how the City should address its minimum parking requirements and potential fees to mitigate transportation impacts.

Minimum Parking Requirements

Title 20, Part 3 of the Newport Beach Municipal Code describes the site planning and development standards for each land use type, including a chapter dedicated to off-street parking and loading standards. Of particular importance are the off-street parking requirements and the minimum number of parking spaces that each land use must provide.

Impact Fees

Local governments have been collecting impact fees for decades, with the power to exact impact fees arising from the city's police power to protect public health, safety, and welfare. Fees fund a variety of public facilities and services, including parks, schools, public art, and libraries. In recent years, many communities throughout California are increasingly relying on transportation-

specific impact fees to ensure that the costs of transportation infrastructure and services necessary to support new development are not borne disproportionately by existing residents, businesses, and/or property-owners.

The City of Newport Beach has already adopted a Fair Share Traffic Contribution Ordinance (see Chapter 15.38 of the Municipal Code), as a means to more fully mitigate traffic impacts from new development in Newport Beach and is based upon the unfunded cost to implement the Master Plan of Streets and Highways. The use of the funds generated is narrowly defined, as revenue can only be used for the purposes of planning, designing, and constructing roadway projects.

Parking In-lieu Fees

A voluntary in-lieu parking fee program allows proposed projects or uses to pay a designated fee rather than provide an on-site parking space. The City of Newport Beach has had a parking in-lieu fee for commercial uses since 1972, but was suspended in 1989. Those uses previously in the in-lieu parking program have continued to pay the fee on an annual basis. Revenue is approximately $69,000 per year and it goes into the City's General Fund. Within Balboa Village there are nine locations that participate in the existing in-lieu fee program, where a total of 93 spaces generate $13,950 in annual revenue for the City.

Short-term Recommendation: Eliminate minimum parking requirements for all non-residential uses. Do not implement an impact fee at this time. Eliminate existing obligations to the current parking in-lieu fee program.

Long-term Recommendation: Depending on the level of development in Balboa Village, evaluate implementation of a "Parking and Multimodal" impact fee.

RECOMMENDATION #6: FORMALLY ESTABLISH BALBOA VILLAGE AS A SHARED PARKING DISTRICT.

Shared parking is one of the most effective tools in parking management. Because many different land uses (a bank and a bar or restaurant, for example) have different periods of parking demand, they can easily share a common parking facility, thereby limiting the need to provide additional parking. Shared parking policies do not treat the parking supply as individual units specific to particular businesses or uses, but rather emphasize the efficient use of the parking supply by including as many spaces as possible in a common pool of shared, publicly available spaces.

Outlined below are specific policy recommendations designed to facilitate shared parking and the creation of a "park once" district in Balboa Village:

- Maximize use of the existing parking supply by improving wayfinding and parking information
- Work with existing property owners and businesses to ensure that private parking is made available to the public when not needed for its primary commercial use
- Work with property owners and businesses to develop mutually-agreeable operating and liability arrangements for public use of private parking facilities
- Require as a condition of approval that all newly constructed private parking in any non-residential Balboa Village development or adaptive reuse project be made available to the public
- Allow parking to be shared among different uses within a single mixed-use building by right

- If new public parking supply is needed, first purchase or lease existing private parking lots or structures from willing sellers, and add this parking to the shared public supply before building expensive, new lots/garages

RECOMMENDATION #7: DEVELOP A COORDINATED WAYFINDING PROGRAM FOR BALBOA VILLAGE.

Wayfinding signage helps orient visitors, shoppers, and residents alike, pointing them to area parking facilities, retail establishments, pedestrian and bicycle access routes, and other important destinations. Wayfinding informs people of the best way to access an area, depending on their mode of travel. Parking wayfinding signs can also display real-time availability data, pointing motorists to facilities with available spaces.

Wayfinding is most effective when it is consistent; all signage should be produced in a similar style, and organized by type (parking, bicycle/pedestrian, retail). Regardless of the particular signage installation utilized, good design that is consistent with and supports the character of the neighborhood is critical for all signage elements.

A wayfinding system in Balboa Village would be most effective if signs were located at the traditional entrances to the area, near major garages and attractions, and along major arterials. For example, signage pointing motorists to off-street parking lots with real-time availability data should be installed along Balboa Boulevard towards the entrance to Balboa Village, as well as near the Balboa Island Ferry for those motorists coming from Balboa Island. Additional signs should be installed at each large off-street facility, including the beach lot, the Newport Landing lot, and the public lots along Balboa Boulevard at Palm Street.

Bicycle and pedestrian wayfinding should be prioritized along and near the Newport Balboa Bike Trail, as well as the commercial blocks of Balboa Boulevard and Main Street. In partnership with local businesses, retail establishments could also be listed on wayfinding signs and materials, encouraging visitors to frequent Balboa Village businesses.

RECOMMENDATION #8: IN COORDINATION WITH THE CITY'S BICYCLE SAFETY COMMITTEE, IDENTIFY AND IMPLEMENT TARGETED IMPROVEMENTS TO BICYCLE AND PEDESTRIAN FACILITIES IN BALBOA VILLAGE.

Bicycle and pedestrian improvements include many different strategies that seek to encourage travel via non-motorized modes. The City of Newport Beach Bicycle Safety Committee is currently in the process of developing a plan and set of strategies to improve bicycle safety and conditions in Balboa Village. This recommendation should be implemented in collaboration with, or as part of, that planning process.

The Newport Balboa Bike Trail is the main bicycle and pedestrian access point to Balboa Village. As such, most bicycle amenities should be concentrated along that route, and along connection points between the trail and other important destinations. Improvements could also be made along Palm Street to encourage non-motorized travel from the Balboa Island ferry to Balboa Village and the Newport Balboa Bike Trail.

Improvements to the pedestrian realm should seek to encourage pedestrian traffic along the Balboa Avenue and Main Street retail corridors, and connect off-street parking facilities to important destinations. Spot improvements could include additional mid-block pedestrian crossings along long blocks and bulb-outs at busy signalized Balboa Boulevard intersections.

RECOMMENDATION #9: ESTABLISH AN ONGOING DATA COLLECTION, MONITORING, AND EVALUATION PROCESS.

In parking, you can only manage what you measure. Based on this maxim, this recommendation seeks to formalize the "measurement" process by proposing that the City implement an ongoing data collection and evaluation program for Balboa Village. More specifically, this Plan recommends that the City collect parking occupancy and turnover data for both on- and off-street parking facilities. This data is essential for evaluating whether the demand-based pricing policies recommended within this Plan are achieving their goals.

2 EXISTING CONDITIONS

OVERVIEW

Balboa Village is located within the City of Newport Beach along Balboa Boulevard on the eastern portion of Balboa Peninsula. Balboa Boulevard is the main vehicle access route to Balboa Village, though the Balboa Island Ferry also shuttles vehicles across Newport Bay from a terminal on the northern end of Palm Street, providing a second access point to the area for private vehicles. Bicyclists and pedestrians can access the area via the Newport Balboa Bike Trail Class I bikeway that connects Balboa Village to the rest of Newport Beach, along the Balboa Peninsula coastline.

The area is comprised mostly of single-family residential uses, though a limited amount of multifamily buildings exist near the Balboa Pier and along Cypress Street. Various retail, entertainment, and commercial uses are located along Balboa Boulevard, Main Street, and East Bay Avenue.

Balboa Village beaches and the coastline are a regional recreational destination. The area experiences a large seasonal influx of visitors, peaking during warm summer months, particularly on weekends. The Balboa Village Ferry Terminal, Catalina Flyer, Newport Harbor Nautical Museum, Balboa Pavilion, and the Balboa Pier are other major trip generators in the area that also exhibit seasonal peaks. As such, parking utilization rates and the number of retail and restaurant customers are quite high during the summer months and substantially lower during the rest of the year.

Effective management of Balboa Village's parking is integral to maintaining and enhancing livability in the area. By examining existing parking conditions, this chapter facilitates a better understanding of how people are utilizing Balboa Village's current parking facilities, highlights parking challenges and inefficiencies, and provides a framework for developing a targeted parking management plan.[1]

PARKING INVENTORY AND REGULATIONS

An inventory of parking facilities was undertaken by Walker Parking Consultants in 2008 as a part of the Balboa Village Parking Policy Plan. The general boundaries of this study were Coronado Street to the west, the Newport Bay to the north, B Street to the east, and the beach parking lots to the south. This section provides a brief summary of the parking inventory (type and number of spaces) and parking regulations (time limits and pricing) for each on-street block and off-street facility surveyed as part of the Walker study.

[1] It is important to note that no original parking data collection was performed as part of this study. All parking inventory and occupancy data was obtained from a parking study conducted by Walker Parking Consultants submitted to the City in 2009 (occupancy counts conducted in July 2008). Information from the Walker study serves as the primary data source for Nelson\Nygaard's analysis and recommendations, and we have summarized it as a part of this chapter to ensure that stakeholders fully understand the parking conditions and behaviors within the study area.

Methodology

Parking inventory and regulations were determined through field observations by Walker Parking Consultants. Walker Parking did not count private off-street facilities with fewer than 5 spaces and only off-street facilities that were accessible (i.e. not gated or closed for construction) were counted.

Findings

Parking Type and Pricing

Figure 2-1 provides a detailed breakdown of the type of parking in the study area for both on- and off- street facilities. A total of 1,636 parking spaces were counted in the study area, including 280 on-street spaces and 1,356 off-street spaces.

Figure 2-1 Study Area Parking Facilities, by Type

Location	Standard	Customers Only / Reserved	Metered / Paid	Loading (All)	Total	% of Parking
On-Street	212	0	53	15	280	17%
	76%	*0%*	*19%*	*5%*	*100%*	
Off-Street	0	198	1,158	0	1,356	83%
	0%	*15%*	*85%*	*0%*	*100%*	
Total	212	198	1,211	15	1,636	100%
	13%	*12%*	*74%*	*1%*	*100%*	

On-street parking exists along most streets in Balboa Village, representing roughly 17% of all parking in the area. The study area contains 280 total on-street spaces, the majority of which are unregulated (76%) except for weekly street sweeping. Approximately 19% of on-street spaces in the study area are metered. These spaces are located along Balboa Boulevard, Bay Avenue, and Palm Street and have time limits ranging from 30 minutes, one hour, and two hours. Meters in Balboa Village are priced at $1.50 per hour.

Off-street parking exists in both public and private facilities throughout Balboa Village. Approximately 1,356 off-street facilities account for 83% of parking spaces in the study area. The largest off-street lot is the Balboa Pier lot (711 spaces) located off of Balboa Boulevard at the end of Palm Street. Various public, “pay” lots are located at Balboa Boulevard and Palm Street, at East Bay Avenue and Washington Street, and on either side of Peninsula Park at the end of both A and B Streets.

Of the off-street spaces, approximately 85% are for pay, while the remaining 15% of spaces are reserved for customers or tenants only. The pricing structures of Balboa Village’s paid lots are as follows:

- Balboa Pier Main Lot
  - Autos: $1.50 per hour, $15 max for 24-hour period
  - RV's (No Camping): $1.50 per hour, $15 max for 24-hour period (Per Space Occupied)
  - Buses: $50 for 24 passengers or less; $100 for 25 passengers or more

  - Motorcycles: $0.75 per hour, $7.50 max for each 24-hour period
  - Peak Holidays (Memorial Day, July 4th, and Labor Day): $25 flat rate
- Newport Landing
  - Catalina Flyer
    - Monday - Thursday, $10 per day
    - Friday - Saturday, $12 per day
    - Sunday, $15 per day
  - Whale Watching boats - $6 with validation
  - Fishing boats - $8 with validation
- Public Lots
  - East Balboa Boulevard & Palm Street - $1.50 per hour (meter)
  - Peninsula Park Lots A & B - $1.50 per hour (meter)
  - Oceanfront lot - $1.50 per hour (meter)

Parking Revenue

Figure 2-2 provides a summary of the parking revenue generated in Balboa Village from both parking meters and public lots over the past four years. Since FY 07-08, revenue from Balboa Village parking facilities averaged about $1.27 million per year, of which approximately $320,000 comes from the on-street meters. Parking revenue in Balboa Village has increased 35% since 2007-08.

It is important to note that close to 90% of the parking revenue generated in Balboa Village is allocated to the City's Tidelands fund, which is used to finance a variety of projects to improve access and operations of the City's marine resources. In fact, all of the revenue from the public off-street facilities is allocated to the Tidelands fund. The remaining meter revenue, approximately $138,000, is allocated to the City's General Fund.

Figure 2-2 Balboa Village Parking Revenue

Fiscal Year	Meter Revenue		Lot Revenue		Total Revenue			% to Tidelands
	Total	To Tidelands	Total	To Tidelands	Total	To Tidelands	To General	
FY 07-08	$259,581	$141,938	$863,507	$863,507	$1,123,088	$1,005,444	$117,643	89.5%
FY 08-09	$268,573	$149,548	$862,628	$862,628	$1,131,201	$1,012,176	$119,025	89.5%
FY 09-10	$323,193	$200,039	$1,028,013	$1,028,013	$1,351,206	$1,228,052	$123,154	90.9%
FY 10-11	$427,615	$235,200	$1,083,898	$1,083,898	$1,511,513	$1,319,098	$192,415	87.3%
Average	$319,740	$181,681	$59,511	$959,511	$1,279,252	$1,141,193	$138,059	89.2%

Parking Permit Programs

The City of Newport Beach currently provides three parking permit programs: the Annual Parking Permit Program, the Master Parking Permit Program, and an Overnight Parking Permit Program.

An Annual Parking Permit allows a vehicle to occupy any "blue post" metered space free of charge. Blue parking meters exist in the Balboa Pier Main Lot, as well as the A Street and B Street Peninsula Park Lots. Permits are issued on a calendar year basis, with prorated rates. Pricing for the Annual Parking Permits are as follows:

- Purchased January 1 – September 30: $150
- Purchased October 1 – December 31: $37.50

Master Parking Permits allow vehicles to occupy *any* metered parking space within the City of Newport Beach (both off-street and on-street spaces) free of charge. Permits are issued on a calendar year basis, with prorated rates. Pricing for the Master Parking Permits are as follows:

- Purchased January 1 – September 30: $450
- Purchased October 1 – December 31: $112.50

The Overnight Parking Permit allows a motor vehicle of 20 feet or less in length to occupy a single parking space in the Balboa Municipal Parking Lot, day and/or overnight, without paying a parking fee. Overnight parking is defined as between 3-6 AM and vehicles may remain up to seven consecutive days. Permits are issued on a calendar year basis, with prorated rates. Pricing for the Overnight Permit are as follows:

- Purchased January 1 – September 30: $225
- Purchased October 1 – December 31: $56.25

PARKING UTILIZATION AND TURNOVER

This section provides an overview of the results from the original parking utilization and turnover data collection effort conducted by Walker Parking Consultants. It includes a summary of the count methodology, as well as the key findings.

Methodology

Walker Parking conducted utilization and turnover counts of on- and off-street spaces in the study area. The utilization count days and times included:

- Thursday, July 24th, 2008 at 10 AM, 1 PM, and 7 PM
- Saturday, July 26th, 2008 at 10 AM, 1 PM, and 7 PM

Utilization data was collected at three times during the day to observe parking behavior and demand throughout the day. Utilization rates were collected for all on-street spaces in the study area and all public and private off-street facilities containing more than 5 spaces.

Walker Parking also collected turnover data for on-street spaces along East Balboa Boulevard and East Bay Avenue between Cypress Street and Main Street. Staff members collected license plate numbers every hour during a weekday, tracking vehicle length of stay.

Findings

Utilization

Figure 2-3 and Figure 2-4 highlight summer parking demand for the study area as a whole. As expected, utilization was higher at all times and in all facility types on Saturday, when Balboa Village typically experiences a very large influx of beachgoers and visitors. On both Thursday and Saturday, combined on- and off-street utilization peaked at 1 PM (67% and 96%, respectively). On Thursday, utilization was lowest at 10 AM (52%), while on Saturday, utilization was lowest at 7 PM (84%).

Figure 2-3 Summer Utilization Rates by Day/Facility Type

	10 AM	1 PM	7 PM
Thursday			
On-Street	78%	89%	95%
Off-Street	47%	62%	51%
All	52%	67%	58%
Saturday			
On-Street	90%	96%	97%
Off-Street	86%	97%	82%
All	86%	96%	84%

Figure 2-4 Utilization Rates, Overall Study Area

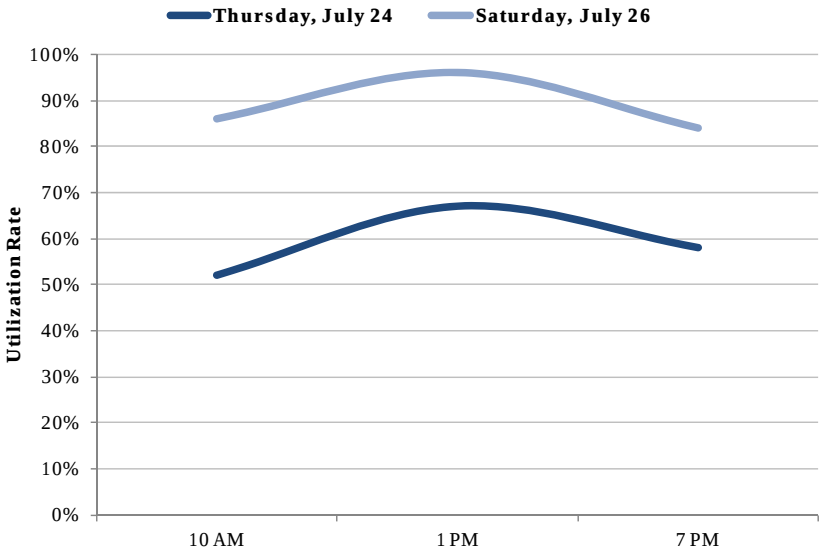


Figure 2-5 and Figure 2-6 show utilization rates for Thursday and Saturday by facility type. On Thursday, on-street facilities experienced significantly higher utilization rates than off-street facilities during all three count periods. On-street utilization peaked at 95% at 7 PM, while off-street utilization peaked at 1 PM (62%). This indicates that on-street spaces remain popular into the evening, likely serving individuals who are frequenting the area for dinner.

Saturday experienced much higher off-street utilization rates, and slightly higher on-street utilization rates. On-street and off-street utilization both peaked at 97%, though at different times: the on-street peak occurred at 7 PM, while the off-street peak occurred at 1 PM. Unlike Thursday's utilization patterns, parking demand on Saturday was spread more evenly throughout the area's on-street and off-street facilities.

Figure 2-5 Utilization Rates by Facility Type, Thursday

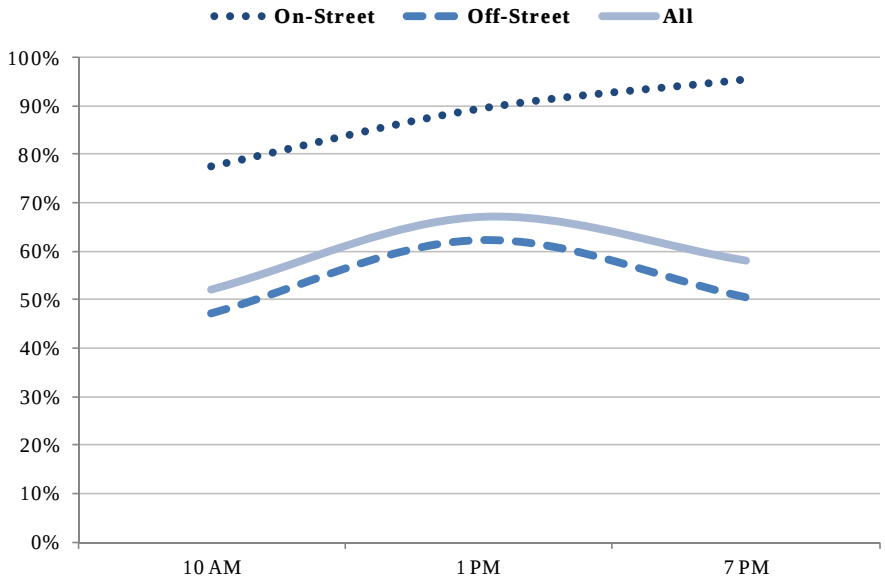
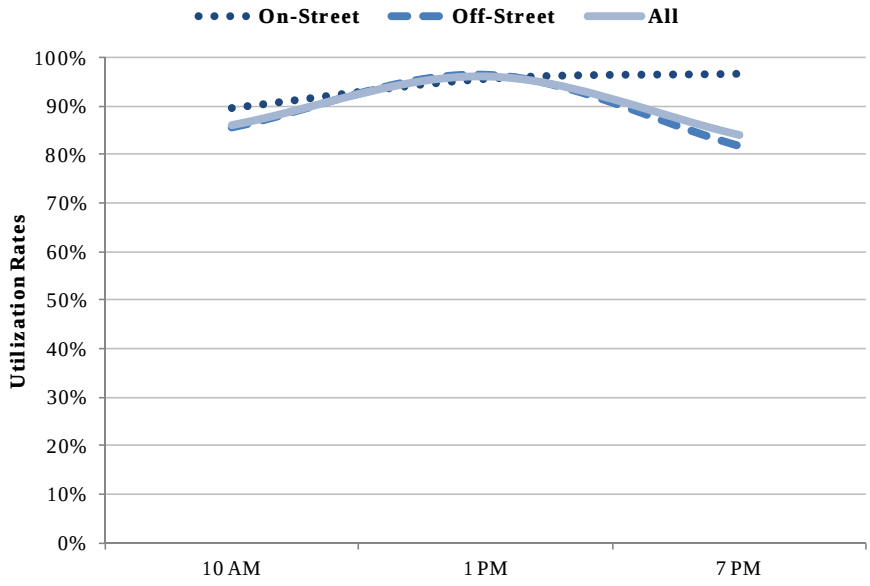


Figure 2-6 Utilization Rates by Facility Type, Saturday



Target occupancy rates of 85% and 90% are effective industry standards for on- and off-street spaces, respectively. In other words, maintaining 15% and 10% vacancy rates for corresponding on- and off-street stalls will help ensure an "effective parking supply." It is at these occupancy levels that roughly one space per block is available, making searching or "cruising" for parking unnecessary and allowing off-street lots to maintain adequate maneuverability. Utilization rates below these targets indicate a diminished economic return on investments in parking facilities. Figure 2-7 and Figure 2-8 show utilization rates in Balboa Village as compared to these target rates (depicted in a solid grey line).

Figure 2-7 On-street Utilization by Day

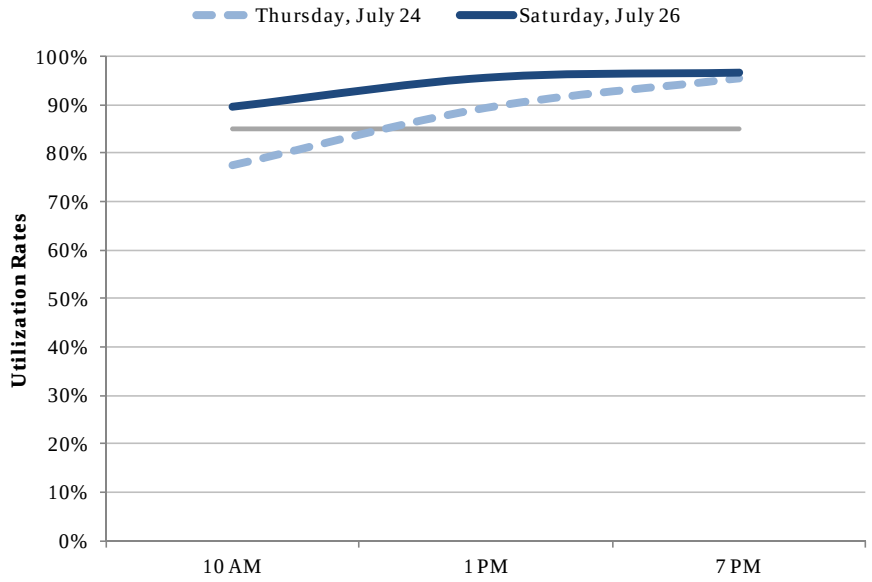
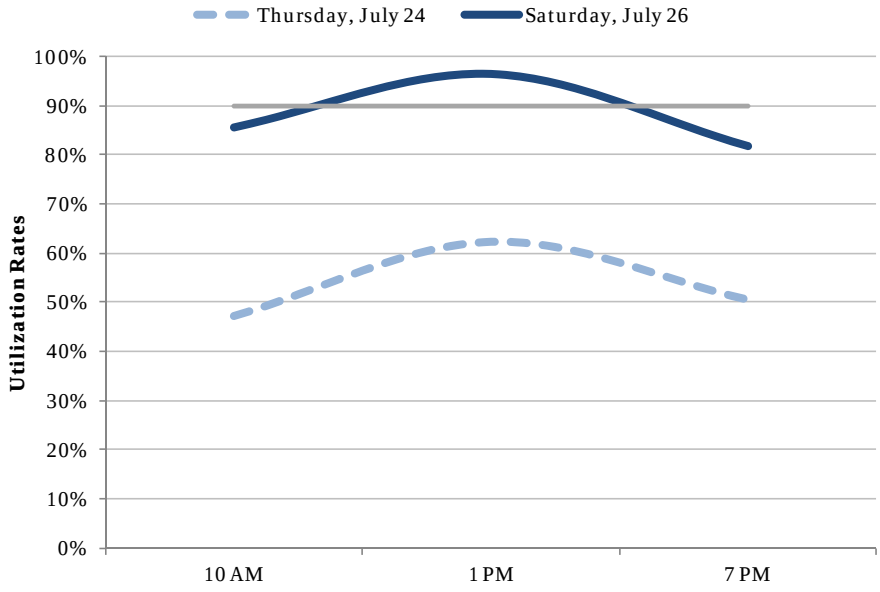


Figure 2-8 Off-street Utilization by Day



On Thursday, while on-street utilization approached 95% at 7 PM, the combined on- and off-street utilization rate never surpassed 67%. These results indicate that in general there is an ample supply of parking in the study area during weekdays, and that challenges associated with parking are likely due to inefficient management of existing supply. For example, off-street facilities were consistently underutilized during all count times. While the area saw spikes of high on-street utilization, total off-street utilization was only 62%. As most on-street spaces are unregulated, motorists will typically "cruise" for an on-street space before entering a pay lot. During peak demand on Thursday (1 PM, 67% combined occupancy), there were only 30 on-street spaces available, yet 510 available off-street spaces.

On Saturday, on-street utilization rates were above the 85% target during all three count periods, while off-street utilization exceeded the 90% target only at 1 PM. During the overall peak demand period (1 PM, 96% combined occupancy), only 12 on-street and 47 off-street spaces were available throughout the study area.

Figure 2-9 and Figure 2-10 map utilization by on-street block face and off-street block total during peak utilization on Thursday (1 PM) and Saturday (1 PM), respectively. During Thursday's peak period, over half of the area's block faces exhibited utilization rates at or above 85% target rates, the majority of which offer free, unregulated parking. Some blocks along Balboa Boulevard, Bay Avenue, and Coronado Street were utilized at lower rates, though in general "front-door" facilities closest to Balboa Village attraction exhibited high utilization rates.

Off-street utilization was significantly lower than on-street utilization, as only block ID #9 (the block bordered by East Balboa Boulevard, A Street, B Street, plus the two Peninsula off-street lots) exhibited utilization rates above the 90% off-street standard. As noted above, significant supply existed in the various public and private off-street facilities throughout the study area.

During Saturday's peak period, the majority of on-street block faces exhibited utilization rates above the 85% target rate for on-street spaces. Two blocks along Bay Avenue (metered), one along Adams Street (loading only), and one block along Balboa Boulevard exhibited utilization rates below 85%. Off-street utilization was also very high. At this peak hour, the Balboa Pier lot, Peninsula Park lots, and Newport Landing garage were 100% utilized.

Figure 2-9 Peak Hour Utilization, Thursday 1 PM

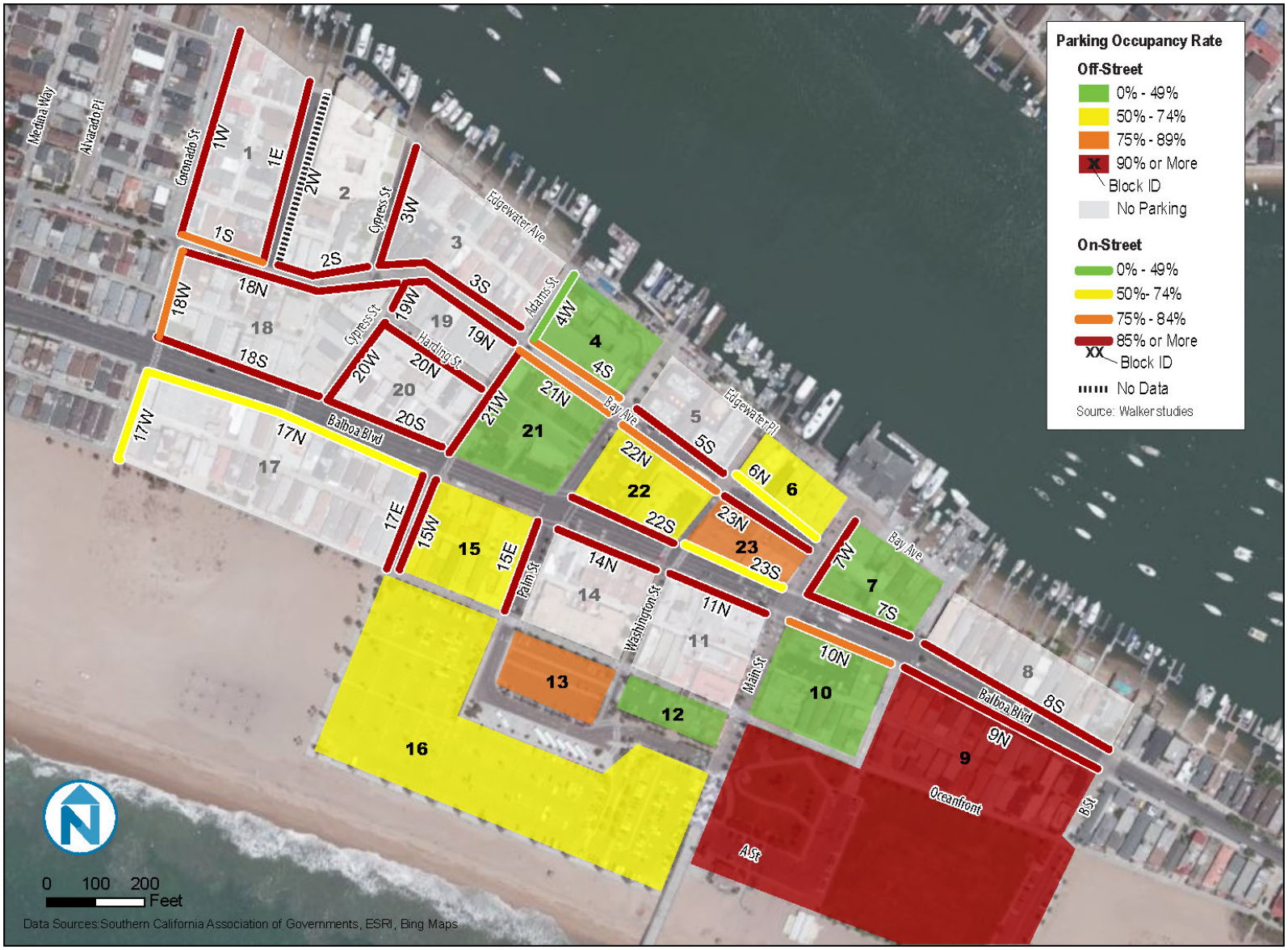
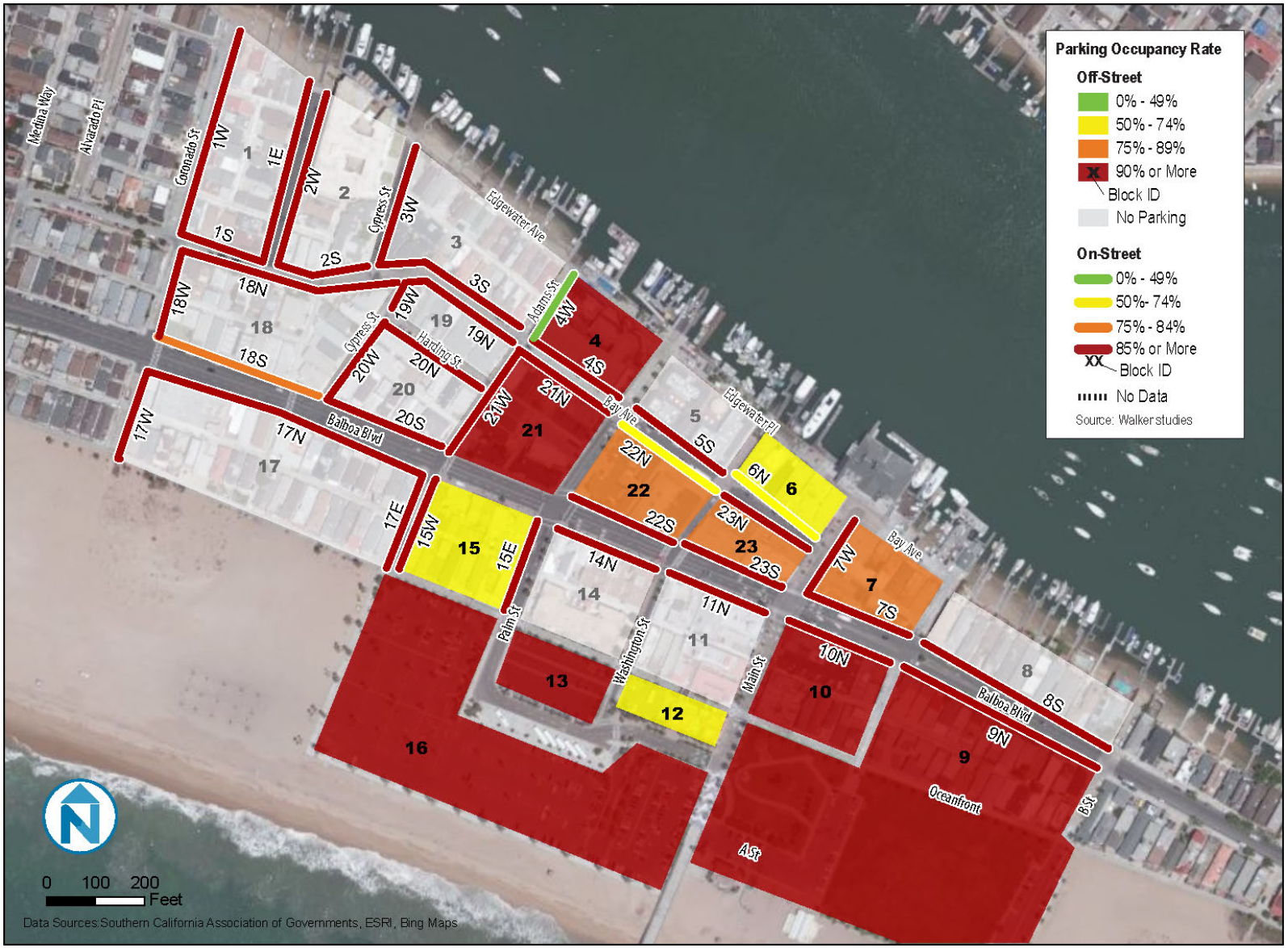


Figure 2-10 Peak Hour Utilization, Saturday 1 PM



Based on the Walker Parking utilization data for the study area, a number of observations can be made. First, it is clear that for the vast majority of the year, existing parking supplies are more than adequate to meet demand. While some "pockets" of high demand exist, particularly in prime on-street facilities, on a whole both peak and off-peak weekday utilization rates are below target utilization. This means that typically, a significant amount of parking is available in Balboa Village, and associated perceptions of parking difficulty are due to the lack of a coordinated parking management plan as opposed to the lack of sufficient supply.

However, the data also makes clear that during the area's periods of peak parking demand (summer weekends) utilization rates in the majority of the area's on- and off-street facilities exceed target utilization rates. As a result, spillover parking likely does occur into the surrounding neighborhoods, as beachgoers either seek free parking, or must look to on-street spaces because the beach lots are at or near capacity. A successful parking management plan will respond to both this extreme seasonality of demand and address spillover issues tied to parking regulation and pricing schemes.

Turnover

Walker Parking Consultants also conducted turnover data collection, noting vehicle license plates during a weekday every hour. The analysis was conducted on various block faces along Bay Avenue and Balboa Boulevard between Cypress and Main Streets.

Results from the Walker Parking license plate inventory indicate that a large percentage of vehicles are parked in on-street spaces for long periods of time. During the count day, approximately 52% of spaces in the count area were occupied by vehicles parked for five hours or more. The overall turnover ratio was 1.84 vehicles per space over the 11-hour study period.

It is possible that the majority of long-term, on-street parkers are employees parking in spaces that are intended to serve more short-term visitors, such as shoppers. The Walker Parking study correctly notes that this practice exacerbates congestion and helps to create a perception that a visit to Balboa Village is not worth the hassle of parking. Greater turnover of on-street spaces would help dispel this perception, and would free up prime "front-door" metered spaces for customers and short-term visitors.

As a part of this study, Nelson\Nygaard also conducted extensive resident and business owner stakeholder interviews to get a better sense of "on the ground" parking conditions. Many business owners noted that they encourage their employees, sometimes with free or discounted passes, to park in off-street facilities, mostly the Balboa Pier Lot and the Newport Landing structure. However, other merchants cannot afford to provide such an incentive, meaning employees are left to find parking on their own, likely seeking out free on-street spaces.

Synthesis of Parking Findings

As chronicled above, Nelson\Nygaard's analysis of previously collected parking utilization and turnover data yielded various key findings related to parking conditions in Balboa Village. In sum, during the off-peak, ample parking supply exists to meet current demand. Finding on-street parking along a few "front door" block faces, however, can be difficult during all times of the year, especially during summer months. Pockets of high demand and the perceived difficulty of parking during these times are likely due to the lack of a coordinated parking management plan, not the need for significant additional parking supply. However, during summer weekends, on- and off-street parking supplies are significantly constrained. The specific findings of the parking analysis are summarized below:

Key Finding #1: Balboa Village has a large supply of parking, the majority of which is located in off-street facilities.

A total of 1,636 parking spaces exist in Balboa Village, 1,356 of which (83%) are located in various public and private off-street facilities. Of these off-street spaces, 1,158 are in paid lots open to the public. Only 280 on-street facilities exist in Balboa Village, 212 (76%) of which are unregulated and free of charge. The remaining on-street spaces are either metered (53 total spaces) or reserved for loading purposes (15 total spaces).

Key Finding #2: Balboa Village's parking supply is underutilized for all but the busiest summer weekends.

It should be emphasized that the parking counts reflect summer demand and that the Balboa Village area only experiences "peak" parking demand on roughly 30-35 days per year. Balboa Village has more than enough supply to meet current levels of demand during the vast majority of the year. During summer weekday counts (a figure that should be comparable and possibly higher than non-summer weekday and weekend counts), combined utilization rates never exceeded 67%, meaning that at any given time, 540 spaces *or more* are available in Balboa Village.

Key Finding #3: While the parking supply is underutilized, various "hot-spots" of demand exist, even during non-peak months.

Various "pockets" of high demand exist in Balboa Village, even during non-peak times and months. Prime metered on-street spaces, unregulated and free on-street spaces, and off-street facilities closest to the beach and Balboa Island Ferry Terminal experienced the highest utilization rates. While these areas were highly utilized, large amounts of available parking existed within a 5-10 minute walk. As noted above, this is likely due to the following reasons:

- Most on-street spaces are free, while all publicly accessible off-street spaces are paid. As a result, motorists are incentivized to seek out and "circle" for available on-street spaces before deciding to enter a paid off-street lot.
- Many of Balboa Village's largest attractions are concentrated along the beachfront and ferry terminal area.
- Wayfinding signage does not exist to point visitors to off-street facilities with significant availability. Consequently, many motorists are unaware of the proximity and availability of additional parking facilities.

Key Finding #4: Balboa Village exhibits a drastic seasonal peaking of parking demand with capacity highly constrained on summer weekends.

Parking demand is highest in Balboa Village during summer weekends. During these times, on-street and off-street utilization peak at rates higher than target rates, meaning many motorists are stuck searching or "cruising" for parking. The difficulty in finding parking during the summer may also dissuade many from frequenting Balboa Village, thereby hindering economic activity. During Saturday's peak period, only 4% of on-street spaces and 3% of off-street spaces were available throughout the study area.

Key Finding #5: Current pricing schemes discourage the use of off-street facilities, encourage excessive "cruising" for available on-street spaces, and cause parking spillover into surrounding residential streets. During peak summer months, these trends are exacerbated.

As noted above, currently the only free, unregulated, publicly available parking in Balboa Village is located on-street, mostly along the area's residential roadways. The remaining parking supply, whether on- or off-street, is either paid parking or limited to customer or tenants only. As such, recreational visitors to the area typically seek out free on-street spaces before entering a paid lot. This causes excessive "cruising" for available spaces and creates parking spillover into Balboa Village's residential areas.

Key Finding #6: Parking turnover is relatively low, as most vehicles stay parked in off street spaces for long periods of time.

Turnover data suggests that approximately 52% of spaces in the count area were occupied by vehicles parked for five hours or more. The overall turnover ratio was 1.84 vehicles per space over the 11-hour study period. The lack of on-street turnover represents an inefficient use of curb space. Long term parking for employees or long term visitors should be moved to off-street facilities, freeing up prime "front-door" spaces for shorter term visits made by shoppers and visitors, and limiting the impacts of parking spillover.

3 CURRENT AND FUTURE PARKING DEMAND

This chapter provides an additional analysis of existing parking conditions in the study area based upon data collected as part of the Walker study. More specifically, it analyzes existing parking demand in relation to target occupancies and quantifies how much the study area is "over" or "under" supplied. In addition, this chapter analyzes parking demand in relation to existing land use and development patterns. This analysis will enable the City to demonstrate the effects of development on parking and determine whether the study area currently has more or less parking supply than existing demand requires.

INVENTORY, OCCUPANCY, AND LEVEL OF SUPPLY

As discussed in Chapter 2, the peak hour of parking demand was at 1 PM for both Thursday and Saturday. For the study area as a whole, peak occupancies were 67% on Thursday and 96% on Saturday. The figures below also show the parking data explicitly for the "commercial core," which is the area from Adam Street to A Street and does not include the beach or peninsula off-street lots. Looking at the commercial core by itself, the peak on Thursday was at 7 PM and the peak on Saturday was at 1 PM.

On Thursday, as shown in Figure 3-1, the occupancies for the study area as a whole and the commercial core are well below target levels of demand and result in an "oversupply" of parking. For example, at peak occupancy on Thursday 1,087 parking spaces in the study area were occupied. If one were to assume that this was meeting the target occupancy rate, then the study area would only require 1,224 spaces. Current supply in the study area, however, is 1,636 spaces, which translates into a 34% "oversupply" of parking based on current demand. However, the high demand for on-street spaces on Thursday result in an "undersupply" of on-street parking, especially for the commercial core. In other words, on-street spaces are in high demand, while off-street facilities have ample availability.

On Saturday, parking is much more constrained. As shown in Figure 3-2, parking is undersupplied for the study area as a whole during the peak (-8%), but is actually oversupplied for the commercial core (11%). This indicates that parking demand on weekends is heavily concentrated at the beach.

In all, this analysis reinforces several key findings. First, there is ample available supply in the off-peak, while parking is highly constrained in the peak. Second, on-street parking is highly sought after, while off-street parking is only efficiently utilized at peak periods.

Figure 3-1 Occupancy, Inventory, and Level of Supply – Thursday

On-street Parking						
Peak Period	Area	Occupancy	Necessary Supply	Existing Supply	Over / Under Supply	% Over / Under Supply
		(a)	*(b) = (a / .90)*	*(c)*	*(d) = (c-b)*	*(e) = (d / b)*
1 PM	Study Area	241	284	280	-4	-1%
7 PM	Commercial Core, no beach lots	74	87	81	-6	-7%
Off-street Parking						
Peak Period	Area	Occupancy	Necessary Supply	Existing Supply	Over / Under Supply	% Over / Under Supply
		(a)	(b) = (a / .90)	(c)	(d) = (c-b)	(e) = (d / b)
1 PM	Study Area	846	940	1,356	416	44%
7 PM	Commercial Core, no beach lots	181	201	505	304	151%
Total						
Peak Period	Area	Occupancy	Necessary Supply	Existing Supply	Over / Under Supply	% Over / Under Supply
		(a)	(b) = (a / .90)	(c)	(d) = (c-b)	(e) = (d / b)
1 PM	Study Area	1,087	1,224	1,636	412	34%
7 PM	Commercial Core, no beach lots	255	288	586	298	103%

Figure 3-2 Occupancy, Inventory, and Level of Supply – Saturday

On-street Parking						
Peak Period	Area	Occupancy	Necessary Supply	Existing Supply	Over / Under Supply	% Over / Under Supply
		(a)	*(b) = (a / .90)*	*(c)*	*(d) = (c-b)*	*(e) = (d / b)*
1 PM	Study Area	268	315	280	-35	-11%
1 PM	Commercial Core, no beach lots	72	85	81	-4	-4%
Off-street Parking						
Peak Period	Area	Occupancy	Necessary Supply	Existing Supply	Over / Under Supply	% Over / Under Supply
		(a)	*(b) = (a / .90)*	*(c)*	*(d) = (c-b)*	*(e) = (d / b)*
1 PM	Study Area	1,309	1,454	1,356	-98	-7%
1 PM	Commercial Core, no beach lots	400	444	505	61	14%
Total						
Peak Period	Area	Occupancy	Necessary Supply	Existing Supply	Over / Under Supply	% Over / Under Supply
		(a)	*(b) = (a / .90)*	*(c)*	*(d) = (c-b)*	*(e) = (d / b)*
1 PM	Study Area	1,577	1,770	1,636	-134	-8%
1 PM	Commercial Core, no beach lots	472	529	586	57	11%

PEAK DEMAND

The peak occupancy for the entire study area and for the commercial core occurred on Saturday at 1 PM. Parking demand ratio calculations reveal two different, but equally useful correlations:

- *Built Stalls to Built Land Use Ratio*. This represents the total number of existing parking stalls correlated to total existing land use square footage (occupied or vacant) within the study area. According to data provided by the City, there is approximately 286,926 gross square feet (GSF) of land uses. At this time, about **1.84 parking stalls per 1,000 GSF** of built land use have been developed/provided within the commercial core (combining the on-and off-street parking supplies).
- *Combined Peak Demand to Occupied Land Use Ratio.* This represents peak hour occupancy within the commercial core combining the on and off-street supply. As such, actual parked vehicles were correlated with actual occupied building area (approximately 265,342 GSF). From this perspective, current peak hour demand stands at a ratio of approximately **1.78 occupied parking stalls per 1,000 GSF** of built land use.

Figure 3-3 summarizes the analysis used to determine the built *ratio* of parking to built land use (i.e., Column D), which is based on the correlation between total built land use of 286,926 GSF (Column A – Built) and 528 stalls of "built" parking supply (i.e., Column C). As such, the *built ratio of parking* is 1.84 stalls per 1,000 GSF of commercial/retail building area.

Figure 3-3 also demonstrates that the *actual demand* for parking is approximately 1.78 occupied stalls per 1,000 GSF (Column F). This number is derived by correlating actual occupied building area of 265,342 GSF (Column B) to the 472 vehicles actually parked in the peak hour (Column E). Figure 3-3 also breaks out this data by the other count periods.

Figure 3-3 Parking Demand in Commercial Core – Mixed Land Use to Built Supply

Time Period	A	B	C	D	E	F
	GSF (Built)	GSF (Occupied)	Total Supply Inventoried in Study Area	Built Ratio of Parking (per 1,000 GSF)	Total Occupied Spaces	Actual Ratio of Parking Demand (per 1,000 GSF)
Thursday, 10 AM	286,926	265,342	528	1.84	156	0.59
Thursday, 1 PM					220	0.83
Thursday, 7 PM					255	0.96
Saturday, 7 PM					309	1.16
Saturday, 10 AM					326	1.23
Saturday, 1 PM					472	1.78

To date, parking has been *built* at an average rate of 1.84 stalls per 1,000 GSF of development in Balboa Village's commercial core. This rate appears to have provided close to the right amount of parking, with commercial land uses in the study area generating parking *demand* ratios of 1.78 vehicles per 1,000 GSF. It is important to note that corresponds to the peak period of the summer months, and parking demand during the rest of the year is far below 1.78. For example, the Thursday peak demand for the commercial core (a more accurate representation of typical demand throughout the majority of the year) was at .96 vehicles per 1,000 GSF.

Figure 3-4 provides a summary of built supply to actual demand for other cities that the consultant team has worked with. The Balboa Village commercial core is at the top of selected cities in relation to actual amount of parking built to land use. At its peak, Balboa Village has a similar demand ratio, resulting in a small gap between what the level of parking supplied and what is actually needed.

Figure 3-4 Built Parking Supply and Actual Peak Demand, Selected Cities

City	Minimum Requirement / 1,000 SF or Actual Built Supply	Actual Demand / 1,000 SF	Gap b/t parking built and actual parking demand (for every 1,000 GSF)
Hood River, OR	1.54	1.23	0.31
Oxnard, CA	1.70	0.98	0.72
Newport Beach, CA (Balboa Village)[2]	1.84	1.78	0.06
Corvallis, OR	2.00	1.50	0.50
Monterey, CA	2.14	1.20	0.94
Sacramento, CA	2.19	1.18	1.01
Seattle, WA (SLU)	2.50	1.75	0.75
Kirkland, WA	2.50	1.98	0.52
Palo Alto, CA	2.50	1.90	0.60
Santa Monica, CA	2.80	1.80	1.00
Ventura, CA (Westside)	2.87	1.26	1.61
Chico, CA	3.00	1.70	1.30
Hillsboro, OR	3.00	1.64	1.36
Bend, OR	3.00	1.80	1.20
Salem, OR	3.15	2.04	1.11
Lancaster, CA	3.67	1.37	2.30
Redmond, WA	4.10	2.71	1.39
Mill Valley, CA	4.13	3.08	1.05
Beaverton, OR	4.15	1.85	2.30
Soledad, CA	4.21	1.21	3.00

[2] Reflects peak parking demand during the summer months, which is achieved on approximately 30-35 days per year.

FUTURE DEMAND

Based on information provided by the City of Newport Beach, the only large-scale, commercial development that is proposed for Balboa Village is the expansion and redevelopment of the ExplorOcean Newport Harbor Nautical Museum located at 600 East Bay Avenue. The existing museum would be expanded to three levels consisting of 38,685 SF. Based on the net square footage[3] and existing demand in Balboa Village for commercial uses (see Figure 3-4), it is estimated that the new museum would generate parking demand of roughly 27 net new parking spaces[4] at peak demand.

Given the high level of demand during summer peak periods, it is likely that parking will be in high demand for parking facilities in proximity to the new museum. However, Nelson\Nygaard believes that this level of net new parking can be accommodated within the existing parking supply through more effective parking management strategies (as described in Chapter 5), and that the available development scenarios do not necessitate new parking supply. Because peak parking demand only occurs on approximately 20-30 days per year and additional parking management techniques can be utilized, expensive capital outlays for new parking facilities are not warranted in the immediate future.

In addition, any new development would be subject to the requirements of the proposed "Parking & Multimodal" impact fee (Recommendation #5), which would fund additional projects and programs to mitigate traffic and parking impacts from future projects.

[3] Net SF = 38,685 SF – 23,400 SF (estimated existing site SF) = 15,285 SF

[4] (15,285 SF / 1,000 SF) x 1.78 parking demand per 1,000 SF = 27 parking spaces

4 CALIFORNIA COASTAL COMMISSION AND PARKING MANAGEMENT

OVERVIEW

The California Coastal Commission (Commission) was established by voter initiative in 1972. The mission of the Coastal Commission is to: "Protect, conserve, restore, and enhance environmental and human-based resources of the California coast and ocean for environmentally sustainable and prudent use by current and future generations."[5] The statutory authority of the Commission comes from the California Coastal Act, which details the specific policies that govern numerous issues related to management of California's coastal resources. In practice, the Coastal Act is implemented by the Commission in partnership with all of the cities and counties (via local coastal programs, LCPs) that are located within the Coastal Zone.

Because Balboa Village is located within the Coastal Zone, the Commission will play an integral role in shaping the final recommendations of this parking management plan. More specifically, one of the key recommendations of this plan is a residential parking permit program for the Balboa Village area. As outlined below, the Coastal Commission takes a particularly keen interest in all residential permits within the Coastal Zone, as they have the potential to limit coastal and beach access for the general public. This chapter outlines the Commission's statutory authority to regulate residential parking permits and highlights the key issues that the City of Newport Beach should consider when designing its residential permit program.

COASTAL ACT AND PARKING MANAGEMENT

One of the most common issues related to parking management is "spillover" parking – when non-residents use on-street parking in residential areas to park their vehicles. Local residents often argue that this practice limits their ability to park near their homes. Spillover parking is a common challenge in residential areas that are located in close proximity to a major trip generator, such as a major employer or popular tourist attraction. As a response, many local jurisdictions have utilized residential parking permits (RPPs), which restrict the time and/or duration a non-resident can park in an on-street space.

Over the years, numerous coastal jurisdictions have submitted permit applications to the Commission asking for approval of an RPP as a means to manage parking spillover issues in residential areas near popular beach or coastal areas. Because each RPP has the potential to reduce public access opportunities to coastal resources, the Commission evaluates each application on an individual basis, ultimately seeking to meet its mission of providing, maintaining, and ensuring public access to coastal resources while taking into account the needs

[5] http://www.coastal.ca.gov/whoweare.html

of local residents. Some of the most relevant Coastal Act provisions that give the Commission purview over coastal access and parking policies within the coastal zone are outlined below:[6]

- **Section 30600:** Requires local governments to obtain permits to undertake "development" in the coastal zone.
- **Section 30106:** Development is defined as: "...change in the density or intensity of use of land...change in the intensity of use of water, or of access thereto..." Therefore, by converting on-street public parking spaces to private residential uses, a city wishing to implement an RPP is undertaking "development," and must apply for the required permit.
- **Section 30210:** "Maximum access...and recreational opportunities...shall be provided for all the people..."
- **Section 30211:** "Development shall not interfere with the public's right of access to the sea..."
- **Section 30212.5:** "Wherever appropriate and feasible, public facilities, including parking areas or facilities, shall be distributed throughout an area so as to mitigate against the impacts, social or otherwise, of overcrowding or overuse by the public of any single area."
- **Section 30213:** "Lower cost visitor and recreational facilities shall be protected, encouraged, and, where feasible, provided."
- **Section 30214:** "(a) The public access policies of this article shall be implemented in a manner that takes into account the need to regulate the time, place, and manner of public access depending on the facts and circumstances in each case including, but not limited to, the following:

  (3) The appropriateness of limiting public access to the right to pass and repass depending on such factors as the fragility of the natural resources in the area and the proximity of the access area to adjacent residential uses.

  (4) The need to provide for the management of access areas so as to protect the privacy of adjacent property owners and to protect the aesthetic values of the area by providing for the collection of litter.

  (b) It is the intent of the Legislature that the public access policies of this article be carried out in a reasonable manner that considers the equities and that balances the rights of the individual property owner with the public's constitutional right of access...

  (c) In carrying out the public access policies of this article, the commission and any other responsible public agency shall consider and encourage the utilization of innovative access management techniques...
- **Section 30252:** "The location and amount of new development should maintain and enhance public access to the coast by (1) facilitating the provision or extension of transit service, (2) providing commercial facilities within or adjoining residential development or in other areas that will minimize the use of coastal access roads, (3) providing non-automobile circulation within the development, (4) providing adequate parking facilities or providing substitute means of serving the development with public transportation..."

[6] California Coastal Act: http://www.coastal.ca.gov/coastact.pdf

SUMMARY OF SELECTED RPP APPLICATIONS TO COASTAL COMMISSION

Outlined below are brief summaries of selected Commission rulings on previous RPP permit applications. The primary source materials for this section are Commission Staff reports related to RPP applications.

City of Santa Cruz (1979)

- Live Oak residential area
- Hours: Summer weekends, 11 AM – 5 PM
- Commission approved the program with the following mitigation measures:
  - Availability of day use permits to general public
  - Provision of remote lots
  - Free shuttle system

City of Hermosa Beach (1982)

- Downtown commercial district and residential district 1,000 feet inland
- Original application included restricted parking near the beach and a free remote parking system to replace restricted on-street parking
- Commission approved a revised program that included availability of day use permits for the general public and a shuttle system to remote lots
- Commission later approved City request to eliminate the shuttle system based on evidence that it was lightly used, the remote parking areas were within walking distance, beach access would not be limited with loss of the shuttle, and the City could no longer afford to operate the shuttle

City of Santa Cruz (1983)

- Beach Flats area
- Commission approved RPP based on findings that the original residential area did not provide enough off-street parking for residents (based on conversion of rental cottages to permanent residential units), that residents were competing with visitors for on-street parking, and that adequate public parking was available in nearby public lots and non-metered on-street spaces.
- 150 permits were issued to residents

City of Capitola (1987)

- 2 RPP areas: “Village” and “Neighborhood” areas
- Original application – Village RPP: Resident permits that were exempted from 2-hour restriction and meters; Neighborhood RPP: Resident only parking
- Commission: “Village RPP did not exclude public parking, but Neighborhood RPP did.”
- Commission approved revised application, which included special conditions:
  - Limited number of permits in Village RPP
  - Limited areas of parking restrictions
  - Required access signage program

  - Operation of public shuttle system
  - Required ongoing monitoring program, with 1-year time limit requiring reauthorization
- Current restriction is primarily 11 AM – 5 PM in residential areas

City of Santa Monica (1996)

- Adelaide Drive and 4th Street
- Commission rejected 24-hour restriction on grounds that it was too restrictive and would significantly impact access and coastal recreation.
- Commission approved a revised permit that restricted parking between 6 PM and 8 AM, with special conditions:
  - 2-year program limit requiring reauthorization pending program evaluation

City of Santa Monica (2002)

- Area bounded by Montana Avenue, 4th Street, Wilshire Boulevard, and Ocean Avenue
- Proposed RPP Parameters
  - Hours: 6 PM – 8 AM
  - Resident permit cost: $15
  - No parking or stopping for those without permits
  - Number of permits limited to number of vehicles registered at residence – more than 3 permits requires demonstration that there is not sufficient off-street parking
- City studies showed that: 1) people parking were predominantly residents and visitors to Third Street; 2) there was ample supply in off-street lots and numerous other parking options exist; and 3) proposed restrictions are at a time when beach and recreational use is low, demand is minimized and can be met by nearby parking options.
- Commission concurred that "Because of the location of the proposed zone, hours of the parking restriction, and the availability of additional parking in the surrounding area, the impact to public access for the beach and recreational use will not be significant..."
- The RPP was approved pending the following revisions to the permit application:
  - The permit zone shall exclude all portions of Ocean Avenue because of its proximity and visibility for beach users.
  - The permit program expires after 5 years, at which time the City may apply for a reauthorization. Reauthorization shall include a new parking study (conducted on at least 3 non-consecutive summer weekends between Memorial Day and Labor Day) documenting utilization rates. Study must also include survey of trip purpose, length of stay, destination, and frequency of visit.
  - Any changes to program will require an amendment to the Commission permit.

City of Los Angeles (2009)

- Venice Beach area
- Proposed RPP from 2 AM to 6 PM, No Parking
- Implemented subject to 2/3 resident approval
- The Commission denied the permit application on the following grounds:

- The proposed permit parking program would give the residents with permits preferential access to public parking spaces on public streets in comparison to non-residents without establishing adequate safeguards for visitor parking.
- The City cannot guarantee that the proposed supply of metered on-street spaces will be available to beachgoers because these spaces may become parking areas for existing residents who do not purchase a permit once the RPP goes into effect.
- The City's proposal to allow for 4-hour parking in off-street lots was deemed to be inadequate because these lots are currently used by residents to store vehicles. Furthermore, many residents objected to the 4-hour restriction.
- The local residents' complaints about nuisance problems are a local law enforcement issue and should not be resolved by parking policy.

City of Los Angeles (2010)

- Playa del Rey area
- Proposed RPP from 10 PM – 5 AM, No Parking
- Implemented subject to 2/3 resident approval
- The Commission denied the permit application on the following grounds:
  - The proposed overnight restriction is exclusionary and would not allow non-residents access to on-street spaces.
  - The limited access points to the area meant that a loss of parking in the proposed RPP zone would severely restrict access and force people to park much farther south.
  - The proposed parking restrictions do not contain adequate safeguards for visitor parking.
  - The City's proposal to preserve 20 parking spaces for public parking by metering them was deemed inadequate – these spaces are too far south to serve the public.
  - City parking lots are only open from dawn to dusk. As a result, the only available parking supply during those hours is on-street parking.
  - The local residents' complaints about nuisance problems are a local law enforcement issue and should not be resolved by parking policy.

SUMMARY OF KEY RPP ISSUES

Based on a review of previous staff reports, it was evident that a number of key issues and concerns were consistently identified by the Commission. In other words, if a City could not demonstrate that its RPP would address these issues and concerns, then it was likely the RPP permit would be denied. The following list provides an overview of the key issues and concerns that the Commission repeatedly emphasized while evaluating previous RPP permit applications. Recommendation #3 in Chapter 5 provides additional detail for how the proposed Balboa Village RPP would seek to address the Commission's concerns.

1. **Preservation of public access is the Commission's primary concern.** Commission staff have repeatedly emphasized that one of the primary intents of the Coastal Act is to ensure equal access to the coast and that no policy should provide preference to one user group over the other. Sections 30210 and 30211 of the Coastal Act underscore this policy objective. In practice, this means that RPPs should not provide "exclusive" rights to on-street spaces to residents.

2. **Public access is a "24-hour" objective.** In other words, the Commission does not take into account what time of day or night the proposed parking restriction is for because the public should always have equal access to the coast. For example, even if it is 3 AM, and it is unlikely that many people will be seeking to access the beach or coast, public access should still be preserved.

3. **The Commission strives to achieve regulatory "balance," but errs on the side of public access.** Section 30214 articulates that Coastal Act policy should support the rights of property owners, and in many Commission rulings, staff recognize the need to strike a balance between public access and the ability of the public to park near their residence. For example, "...if proposed parking prohibition measures can be balanced with coastal access opportunities, where impacts to public access is minimized, the Commission may find such proposals consistent with the public access policies of the Coastal Act."[7]

   In practice, however, it appears that Commission is very "conservative" in its rulings and will most likely rule against an RPP if it believes that impacts to public access have not been minimized to the greatest degree possible.

4. **Local jurisdictions can use policy to regulate parking, but cannot give exclusive access to residents.** The Commission understands the value of RPPs, and has approved numerous such programs. However, it has consistently denied applications that provide "exclusive" access to residents.

5. **In order to prevent exclusive residential access, local jurisdictions must "replace" public on-street parking that is "lost" to an RPP.** The Commission has approved many RPPs over the years, but it has often stipulated that "replacement" parking must be provided if certain on-street spaces are restricted via an RPP. In other words, local jurisdictions must provide additional accessible parking options to the public. This replacement parking has taken many forms, such as:

   - Proximate and easily accessible on- or off-street parking facilities
   - Remote parking facilities served by public shuttles
   - Enhanced access to existing and nearby parking facilities through improved wayfinding
   - The option to purchase "day use" permits for non-residents

6. **The Commission typically views RPPs as "pilot" efforts to be reevaluated in the future.** In recent years, the Commission has set an expiration date on RPP permits and requires an evaluation of the RPP's effectiveness to date. For example, an RPP in the City of Santa Monica was approved for a period of 5 years, at which time the permit required the City to conduct a parking utilization study and motorist survey to evaluate the RPP and parking behavior in the zone.

7. **Nuisance issues fall under the purview of local law enforcement and are not to be regulated by residential permits.** The Commission has repeatedly rejected any arguments that RPPs should be used to regulate local nuisance issues, such as noise, vandalism, or loitering. The Commission has emphatically stated that these issues should be addressed through local law enforcement or other local policies.

[7] California Coastal Commission, Application No. 5-02-380, 2002.

5 PARKING MANAGEMENT PLAN

The Walker parking study and analysis of parking demand provide a wealth of information about parking conditions and behavior within Balboa Village. This data will serve as the guiding framework for the City of Newport Beach as it moves forward with reshaping Balboa Village and reforming its parking policies and management systems. The Parking Management Plan was also developed with input from City staff, the Balboa Village Citizen Advisory Panel (CAP), the Newport Beach City Council, and other local stakeholders.

The recommendations included below are designed to work together to meet the City's parking management goals. While these recommendations could theoretically be implemented piece by piece, they are most effective if implemented together. It is important that to the greatest extent possible the recommendations be implemented as a cohesive "package" of reforms.

Finally, it is important to emphasize that the recommendations outlined below are specific to Balboa Village and *would not necessarily apply* to other neighborhoods within the City of Newport Beach.

PRINCIPLES FOR EFFECTIVE PARKING MANAGEMENT

Historically, a city wishing to "solve its parking problem" has almost always meant an increase in supply. Unfortunately, simply increasing parking supply often encourages more auto use, as people are incentivized to drive to places that offer plenty of "free parking." Furthermore, simply increasing supply does not address the core problem of concentrated demand, in which popular on-street spaces are consistently oversubscribed while nearby off-street spaces remain underutilized. The goal of parking demand management is to "manage" curb spaces to ensure availability while also optimizing utilization of existing off-street supply to meet a variety of parking needs.

Managing parking has been shown to be one of the single most effective tools for alleviating congestion and improving operation of the street network, even when densities are relatively low and major investments in other modes have not been made. Parking management can also have a significant impact on mode choice, which translates directly to reductions in auto congestion and improved livability of commercial districts and adjacent neighborhoods. Finally, effective parking management can result in positive economic impacts for local businesses, as employees, residents, and visitors can all better utilize the parking supply to shop, dine, or recreate.

As Balboa Village continues to grow and evolve its parking needs will change as well. This plan recommends techniques to both address current challenges and also allow the City to be nimble in reacting to future parking challenges. Above all else, this plan proposes a parking management approach that utilizes policies and programs that will enable more efficient utilization of existing supply, while alleviating parking congestion in certain areas.

In recognition of these considerations, the following goals and objectives informed the development of parking management recommendations for Balboa Village:

- The parking supply should be a public resource that is convenient and easily accessible for all user groups.

- The parking supply (public and private) should be managed as part of an integrated, district-wide system.
- Parking facilities should be managed with a focus on making the most efficient use of all public and private parking facilities before increasing supply.
- Parking regulations should not prevent visitors and residents from coming to (or staying in) Balboa Village.
- Parking policies should support the ability of local employees to get to work, but also discourage employees from parking in "prime" on-street spaces all day long.
- Commercial parking practices should not negatively impact nearby residences and proper protection should be in place to help prevent "spillover" parking.
- Evaluate pricing as a tool to manage parking supply and demand, and use any potential parking revenue to fund transportation programs that maintain adequate parking supply and enhance mobility in the Downtown area.
- Embrace new parking technologies to maximize customer satisfaction, as well as foster enhanced parking data management and analysis.
- Provide flexibility to local decision makers and City staff to adapt to seasonal and long-term changes in parking demand and travel patterns, as well as make adjustments to parking policies to improve system performance.
- Balance the need to revise parking to better serve local businesses and residents with an understanding that Balboa Village falls within the Coastal Zone and that public access to the beach and coast is a regional priority.

RECOMMENDATION #1: MAXIMIZE USE OF "SMART" METER TECHNOLOGY FOR ALL COMMERCIAL CURB SPACES IN THE BUSINESS CORE AND REMOVE TIME LIMITS FOR ALL METERED SPACES. IMPLEMENT DEMAND-BASED PRICING FOR ON- AND OFF-STREET PARKING FACILITIES.

Description

This recommendation proposes the elimination of all existing time limits for metered spaces. Instead, it is recommended that the City explore upgrading its existing "smart" parking meters for all curb spaces along the primary commercial corridors in Balboa Village. On- and off-street parking should use variable pricing as a means to meet target occupancy levels and generate an appropriate level of turnover.

As described in more detail below, motorists would be allowed to park in a parking space for as long as they like, as long as they pay for it. Prices would be based on length of stay and also adjusted to respond to seasonal fluctuations in demand so that when parking demand is higher or lower, prices would increase or decrease accordingly.

Why implement it?

Like many other jurisdictions, Balboa Village has sought to regulate its curb spaces through time restrictions and parking fines. These traditional techniques are reasonably effective in generating turnover and increasing municipal revenues, but in most cities, are rarely linked to any larger transportation or quality of life goals. In fact, traditional parking policies have often resulted in increased congestion as motorists "circle" for on-street spaces, reduced functionality of streets for transit users, pedestrians, or bicyclists, and frustrated businesses that bemoan the lack of available parking.

Time limits, in particular, can present several disadvantages, as is experienced in Balboa Village today. First, enforcement of time limits is labor-intensive, requiring parking control officers to "chalk" tires and return in two hours. Second, long-term parkers or employees, who quickly become familiar with enforcement patterns, often become adept at the "parking shuffle," moving their vehicles regularly or swapping spaces with a co-worker several times during the workday. Even with strictly enforced time limits, if there is no price incentive to persuade long-term parkers to seek out less convenient, bargain-priced spots, these motorists will probably still park in prime spaces. Finally, for customers and visitors, strict enforcement can bring "ticket anxiety," the fear of getting a ticket if one lingers a minute too long (for example, in order to have dessert after dinner).

By contrast, one of the best ways to balance parking supply and demand and generate turnover is not through time limits, but with pricing structures that take into account *actual demand* for a parking space. By treating parking like any other scarce commodity, and requiring motorists to directly pay for use of a space, a jurisdiction can establish the "market value" for each parking space and adjust those prices depending on the level of demand. Just as hotel room rates increase or decrease based on availability, demand-based pricing for parking seeks to increase prices when and where demand is highest and reduce prices when and where demand is lowest. New advances in parking meter technology, such as wireless "smart" meters, make demand-based pricing a feasible option and can dramatically increase motorist convenience through new payment technologies.

In summary, the primary goal of demand-based pricing is to make it as easy and convenient as possible to find and pay for a parking space. By setting specific availability targets and adjusting

pricing, demand can be effectively managed so that when a motorist chooses to park, they can do so without circling the block or searching aimlessly. Demand-based pricing can result in the following benefits:

- Consistent availability and ease in finding a parking space, especially near local businesses and ground floor retail uses
- Flexible time limits, thereby eliminating the need to move a vehicle to avoid time restrictions
- Convenient payment methods that eliminate the need to "plug the meter" and make it easier to pay for parking and avoid parking tickets (see sidebar on meters)
- Incentivizes long-term parkers and daily commuters to park in off-street lots
- Reduces search time for parking, resulting in less local congestion and vehicle emissions
- Reduces illegal parking and improves safety and street operations
- Provides a more equitable and efficient way to account for the real costs to a city for providing parking
- Offers a potential revenue stream for the City that should be reinvested in local transportation and mobility improvements (see Recommendation #2)

Potential Tradeoffs

While demand-based pricing and the removal of time limits have proven effective, there are some potential tradeoffs that the City may wish to consider when evaluating this recommendation. These include:

- **Resistance to change:** Demand-based pricing will represent a change in how parking is currently being managed and may generate local opposition. Business owners, residents and regular visitors may resist such changes, often arguing that parking should be "free" and new or expanded meters will "hurt local businesses." Such arguments ignore the status quo, which has resulted in tangible parking, circulation, and quality of life challenges for Balboa Village. Furthermore, numerous examples exist that demonstrate that demand-based pricing can improve the local economy and that most people are willing to pay for parking if it makes the experience more convenient.

  Overcoming resistance to change may be the City's biggest obstacle to reforming its parking policies and programs. The City should be aware of potential local opposition and take steps to proactively educate and inform local residents and businesses.

- **Implementation and management costs:** The City will have to make an investment to implement and manage a demand-based pricing program. In addition to the capital infrastructure required, it is likely that the City will need to allocate additional staffing resources, at least in the initial stages of implementation, to manage the program. While these costs are real, other jurisdictions have shown that such financial outlays are well worth the investment, resulting in dramatic improvements to the areas in which they have been applied. Furthermore, revenue generated from a demand-based pricing program can potentially be used to finance its start-up and ongoing costs, thereby minimizing the costs to the City.
- **Success can take time:** Demand-based pricing may take time to fully realize its positive effects, as it is unlikely that the initial meter rates will be the exact prices need to meet the target occupancy rates. It may take a few additional price adjustments (based on additional occupancy analyses) to find the right prices for the different levels of demand throughout the year. The City should be prepared for ongoing monitoring and adjustments, and establish specific processes by which those adjustments are made to ensure consistency and transparency.

How Will It Work?

If prices are used to create vacancies and turnover in the prime parking spots, then what is the right price? A well-established, industry standard target occupancy rate for on- and off-street spaces is approximately 85% and 90%, respectively. At this level of occupancy, at even the busiest hour about one out of every seven spaces will be available, or approximately one empty space on each block face. This provides enough vacancies so that visitors can easily find a spot near their destination when they first arrive.

For each block and each parking lot in Balboa Village, the right price is the price that will achieve these target rates. This means that pricing need not be uniform: the most desirable spaces may need higher prices, while less convenient lots are less expensive. Pricing can also be based on length of stay with a higher rate charged the longer one stays. In other words, the goal is not to ticket someone for wanting to stay longer than two hours, but allow them to stay as long as they are willing to pay for the space being used. Prices can also vary by season or day of the week.

It is important to understand that demand-based pricing does not need to change the parking behaviors of *every* motorist. Motorists can be thought of as falling into two primary categories: bargain hunters and convenience seekers. Convenience seekers (shoppers, diners, or tourists) are more willing to pay for an available front door spot, and are typically less sensitive to parking charges because they stay for relatively short periods of time. By contrast, many long-term parkers, such as employees, find it worthwhile to walk a few blocks to save on eight hours worth of parking charges. With proper pricing, the bargain hunters will choose currently underutilized lots, leaving the prime spots free for those convenience seekers who are willing to spend a bit more. The ultimate goal, therefore, is to shift the parking behaviors of not all, but *just enough* motorists to reach target occupancy levels.

Draft Demand-based Parking Approach for Balboa Village

On-street Meter Location

Existing on-street meters should be upgraded to dynamically regulate all existing on-street spaces along Balboa Village's primary commercial and retail corridors, including: East Balboa Boulevard and East Bay Avenue between Adams Street and A Street, as well as Palm Avenue. No additional on-street meters are recommended to be installed at this time, but in the future the City may wish to expand the coverage of meters based on growth or changes in demand.

On-street Meter Type

The City recently installed roughly 1,600 new single and multi-space "smart" meters citywide, including on streets in Balboa Village. These new meters accept credit card payments. The City should continue to ensure that Balboa Village parking meters facilitate easy payment and improve motorist convenience by allowing multiple forms of payment. All meters should also enable the City to easily revise meters prices in response to changes in demand.

Moving forward, the City should also explore implementation of wireless meters, which would allow motorists to pay-by-phone, while improving revenue collection, enforcement, and parking data management for the City. Wireless meters can also allow the City to provide a free, publicly accessible wireless network in Balboa Village.

Overview of Meter Technologies

Various new meter technologies exist beyond the conventional coin meters used for the better part of the 20th century. These include smart meters, multi-space meters, in-car meters, and wireless / pay-by-phone technology.

Single-space Meters

Conventional Coin Meters

These meters have been used by municipalities since the 1930s. They only accept change, and do not exhibit illumined displays.

Coin Meter in Sausalito, CA

Source: Flickr user wuestenigel

Smart Meters

Smart meters are very similar to conventional coin meters; however, they allow motorists to pay for parking via credit or debit card. They also have illuminated displays that allow viewing of parking rates, hours, time limits, and other important information. The ease of payment with smart meters tends to reduce parking and ticketing anxiety.

Furthermore, when combined with embedded roadway sensors, smart meters allow for demand based pricing schemes, as they can send and receive data regarding parking pricing and availability. Some are also pay-by-phone enabled (see section below). A single smart meter can cost around $200.

Smart Meters in San Francisco, CA

Source: SFPark

Multi-space Meters

Pay-and-display Meters

Pay-and-display meters can be placed on existing light or utility poles and serve roughly 10 to 30 parking spaces each. People must park, walk to the meter where they receive a receipt and return to their vehicle to display the receipt on their dashboard. Pay-and-display meters cost approximately $10,000 to $12,000. These meters have minimal maintenance costs; operating costs vary depending on the type of power system used. Some pay-by-space meters can use solar-power, keeping operational costs very low and requiring no utility work for installation (battery powered meters are also available).

Pay-and-display Meter in Portland, OR
Source: Flickr user Ian Broyles

Pay-and-walk Meters

Multi-space pay-and-walk meters require on-street parking stalls be numbered. They are more convenient to parkers because they are not required to return to their cars, but they have an aesthetic disadvantage in that they require numbers to be painted in every parking space. Pay-and-walk meters cost between $7,000 and $10,000.

In-car Meters

In-car meters are small mirror-hanging units that can be purchased from cities and that can store prepaid parking time. Users can turn the meters on when they leave their vehicle and turn it off when they return. In-car meters are popular because they work in real time and people can avoid over or underpaying. Some of these meters operate using cellular technology, allowing people to pay-by-phone with a credit card. Time is then credited to a central database and the in-car meter "calls" the central computer when the meter is in operation.

Wireless / Pay-by-phone

Pay-by Phone technology allows a driver to pay a parking fare via cell phone, mobile phone application, or computer. Motorists can receive a reminder text when their time is almost up, and can add time without returning to their vehicle or parking meter. Receipts are available via email. Typically these programs require pre-registration. Pay-phone technology reduces maintenance and operational costs associated with meters, fare collection, and ticketing.

These meters typically require wireless technology, which can increase setup and maintenance costs, but also offer the potential benefit of creating a free, publicly available wireless network for the area in which the meters are installed.

Target Occupancy Rates

Target occupancy rates for on-street spaces should be 85% and 90% for off-street spaces, which would translate into approximately one space per block and several spaces per lot being available at all times of the day.

Initial Hours & Pricing Structure

Current meter rates are $1.50 per hour. Outlined below is the proposed hours and pricing structure for Balboa Village:

On-street

- Peak period (Summer)
  - 8 AM – 6 PM, 7 days
  - $2.00 per hour (0-2 hours)
  - $2.50 per hour (2+ hours)
- Off-peak period (non-Summer)
  - 8 AM – 6 PM, 7 days
  - $1.00 per hour (0-2 hours)
  - $1.50 per hour (2+ hours)

Off-street

- Peak period (Summer)
  - $1.50 per hour (no max)
- Off-peak period (non-Summer)
  - $.50 per hour (no max)

Legal Basis for Setting Meter Rates

The California Vehicle Code (CVC Sec. 200258) allows local jurisdictions to set parking meter prices at fair market rates necessary to achieve 85% occupancy. California case law authorizes local jurisdictions to enact parking meter ordinances with fair market rates that "may…justify a fee system intended and calculated to hasten the departure of parked vehicles in congested areas, as well as to defray the cost of installation and supervision."[8] California case law has also recognized that parking meter fees are for the purpose of regulating and mitigating traffic and parking congestion in public streets, *and are not a tax for revenue purposes.*[9]

[8] DeAryan v. City of San Diego, 75 CA2d pp 292, 296, 1946.

[9] Ibid.

Meter Pricing Adjustments

It is possible that the initial pricing structure proposed above will not achieve the target occupancy rate. Therefore, meter prices should not be static, but periodically adjusted to respond to changes in demand. Rates need not change constantly or abruptly. When revising meter hours or rates, it is safest to increase or decrease rates slowly, with occupancy checks before and after each rate adjustment.

On-street Pricing in Other Cities

Sausalito:
$1 per hour; 3 hour time limit; 8:30 AM – 6 PM, 7 days

Laguna Beach:
$1-2 per hour; 8 AM – 7 PM, 7 days

Long Beach:
$2 per hour, 9 AM – 9 PM, 7 days

Huntington Beach:
$1-3 per hour, depending on location

Manhattan Beach:
$1.25 per hour, 8 AM – 9 PM, 7 days

San Francisco:
Depends on location and time of day (www.sfpark.org)

More specifically, this Plan recommends that City Staff be authorized to increase parking prices up or down in $0.25 increments, with an upper price limit of $3 per hour, on a quarterly basis to achieve target occupancy levels. Prices could be adjusted no more than four times per year. If and when Staff deems that it is necessary to increase the hourly price further (i.e. higher that $3 per hour) on certain blocks or in certain parking facilities in order to manage higher parking demand in those locations, Staff should return to City Council to request authorization to do so, at which time a new price threshold (upper limit) on parking prices can be also be established.

Parking Validation

The issue of incorporating a parking validation program for local businesses was also evaluated, but is not recommended as part of this Parking Management Plan. The primary reason is that any validation system would substantially undermine the ability of pricing to effectively manage supply and demand. A validation system would allow customers to park for free in highly desirable spaces, thereby eliminating crucial pricing signals to motorists. Without a pricing structure that is applied to all motorists, it will be very difficult for Balboa Village to meet its target occupancies and ensure that parking is convenient. It is also worth noting that with a validation program, the City would be subsidizing parking for motorists and losing parking revenue that would fund various transportation improvements (see Recommendation #2).

RECOMMENDATION #2: ESTABLISH A COMMERCIAL PARKING BENEFIT DISTRICT IN BALBOA VILLAGE.

Description

Parking benefits districts (PBDs) are defined geographic areas, typically in downtowns or along commercial corridors, in which any revenue generated from on-street and off-street parking facilities within the district is returned to the district to finance neighborhood improvements.

Why Implement It?

Paying for parking can be unpopular for a number of reasons. One of the primary reasons is that when motorists feed the meter, their money seems to "disappear" and they feel they derive little benefit from the transaction. This is largely because most cities have traditionally sent their parking revenue into the general fund, and not necessarily to improving parking or enhancing the transportation system. In recent years, some cities have sought to reverse this dynamic by implementing PBDs.

The primary goal of a PBD is to effectively manage an area's parking supply and demand, so that parking is, above all, convenient and easy for motorists. PBDs typically employ a number of parking management techniques to manage parking supply and demand, including demand-based pricing and removal of time limits. However, experience has shown that in order to secure community and business support for new pricing of parking, the revenue needs to be reinvested back into the community. Drivers will always likely prefer not to pay for parking, but a PBD can create a new local constituency for pricing.

PBDs require local parking revenue to stay local, while financing neighborhood improvements. PBDs allow local merchants and property owners to clearly see that the monies collected are being spent for the benefit of their district, on projects that they have chosen. In turn, they become willing to support, and often advocate on behalf of, demand-based pricing.

Tradeoffs to Consider

- Additional administrative and management costs for the City
- It should be noted that in the City of Newport Beach, parking revenue used to be invested locally, but is now currently pooled into the City's General Fund. In Balboa Village, this revenue was used to purchase the land for the public lot at East Balboa Boulevard and Palm Street. Therefore, the City should carefully evaluate how revising this practice would impact City spending on other priorities and in other neighborhoods.
- Revenue can fluctuate from year to year depending on seasonal demand or overall health of local economy

How Will It Work?

In practice, a successful PBD in Balboa Village would be implemented in the following fashion and incorporate a number of key elements.

1. Adoption of city ordinance creating a Balboa Village PBD, stipulating that all parking revenue generated within the PBD be used to fund designated neighborhood improvements.
2. Establishment of an appropriate governing body to develop a program of expenditures and ensure proper oversight of PBD revenue. Any governing body should establish well-defined

procedures for soliciting and incorporating resident input. This body and its structure will be determined pending additional study.

3. Implementation of parking meters and pricing structures that facilitate demand-based pricing (see Recommendation #1).
4. Adoption of a defined list of PBD revenue expenditures, which can include the following:
   - Purchase and installation costs of meters (e.g., through revenue bonds or a "build-operate-transfer" financing agreement with a vendor)
   - Shuttle services to remote park-and-ride facilities during peak periods
   - Valet parking services during peak periods
   - Leasing of private spaces
   - Construction of additional parking, if deemed to be necessary
   - "Mobility Ambassadors" to provide assistance to visitors as well as additional security
   - Landscaping and streetscape greening
   - Street cleaning, power-washing of sidewalks, and graffiti removal
   - Transit, pedestrian, and bicycle infrastructure and amenities
   - Additional parking enforcement
   - Marketing and promotion of PBD and local businesses
   - Management activities for the oversight entity
5. Development of a coordinated public relations plan, which would use wayfinding, signage, and public outreach to explain the role of demand-based pricing and articulate how parking revenue is being utilized to benefit Balboa Village.
6. Ongoing evaluation and management of PBD policies and expenditures.

Successful PBD Examples

Old Pasadena, CA: In the early 1990s, the city's efforts to revive Old Pasadena were being hindered by a lack of convenient and available parking spots for customers. At that time, Old Pasadena had no parking meters, and proposals to install them were opposed by local merchants, who feared charges would drive customers away. In 1993, the Old Pasadena Parking Meter Zone was created and meters were installed. Borrowing against future meter revenues, the City was able to fund substantial streetscape, parking, maintenance, beautification, and safety projects. These investments reversed the decline in the district and an increase in sales tax revenue has created a cycle of reinvestment, making Old Pasadena a popular destination. Today, the district is managed by the Old Pasadena Management District (OPMD), a non-profit management entity.

Redwood City, CA: Redwood City is perhaps the foremost example of a city that has implemented the concept of using demand-based pricing to manage on-street demand and maintain availability across the on-street inventory. It created an ordinance that grants its parking management director authority to adjust meter rates based on documented utilization patterns and an explicit availability target of 15%. In addition, Redwood City took the parking meter revenue gained from this pricing strategy to build a new public parking facility and finance other district improvements.

Proposed PBD Boundaries

All commercial streets with meters and public parking lots from Adams Street to A Street.

Projected PBD Revenue

As shown in Figure 2-2, parking revenue in Balboa Village in FY 2010-11 was approximately $1.5 million. However, roughly 87% of this revenue went into the Tidelands trust fund, with the remaining $192,415 going to the City's General Fund. Given the City's ongoing obligation to the Tidelands fund, it is expected that the majority of revenue generated in Balboa Village will not be available for use by the PBD. Nevertheless, it is reasonable to expect that annual parking revenue for a Balboa Village PBD would be between $150,000 to $200,000.

"Your Meter Money Makes a Difference" - Old Pasadena, CA

Source: Flickr user mlinksva

RECOMMENDATION #3: ESTABLISH A RESIDENTIAL PARKING PERMIT PROGRAM.

Description

A residential permit program (RPP) operates by exempting permitted vehicles from the parking restrictions and time limits for non-metered, on-street parking spaces within a geographic area.

A conventional RPP is one that allows those without a permit to park for generally two to four hours during a specified time frame, such as 8 AM to 6 PM, Monday to Friday. Permit holders are exempt from these regulations and able to essentially store their vehicle on-street. Ownership of a permit, however, does not guarantee the availability of a parking space.

The proposed parameters for a RPP in Balboa Village have been informed by feedback from key stakeholders, particularly the Balboa Village CAP.

Why Implement It?

The primary goal of an RPP is to manage parking "spillover" into residential neighborhoods. RPPs work best in neighborhoods that are impacted by high parking demand from other uses, such as:

- Large employers
- Universities, colleges, neighborhood schools, or hospitals
- Transit stations
- Popular commercial, retail, entertainment, tourist, or recreational destinations

By managing spillover, RPPs can ensure that residential neighborhoods are not overwhelmed by commuters, employees, or visitors, thereby enabling local residents to park their vehicles on-street. RPPs are especially important in neighborhoods where residents have limited off-street parking.

Tradeoffs to Consider

- Potential additional administrative, management, and enforcement costs for the City if the program is not priced appropriately
- Permits do not guarantee parking availability for residents, which may become a problem if too many permits are made available and sold
- Negotiation process with the Coastal Commission over the program parameters and guidelines may be time consuming and resource intensive

How Will It Work?

Outlined below are the recommended program parameters for a potential RPP specific to the Balboa area.

RPP District Boundaries

Parking restrictions would apply to all residential streets between 7th Street and Adams Street. The metered spaces in the median on West Balboa Boulevard would remain metered and RPP permits would not be valid at these spaces.

There is potential that the RPP could create additional spillover into areas just outside of the boundaries of the proposed district. Boundaries may need to be adjusted in the future to respond

to changes in demand. In general, however, it is believed that the proposed district will largely capture the parking demand for the area and spillover will be limited.

Program Eligibility

All residences within the proposed zone and Bay Island are eligible to purchase permits. Rental home owners may purchase permits for use by tenants.

To purchase a permit the following is required:

- Completed application form and payment
- Proof of residence is required (no P.O. boxes), which can include one of the following: Pre-printed check; Driver's license; Current utility bill; Vehicle registration; or Current rental/lease agreement
- Permits can be purchased online, by mail, or in-person at City Hall

Hours of Operation

No Parking: 4 PM – 9 AM, 7 days, excluding holidays. Permit holders exempt. In addition, RPP permits would not be allowed for use in existing "green" short-term parking spaces during the hours of operation of abutting land uses.

Number of Permits

A maximum of four permits per household. The issue of guest permits is still being studied. Moving forward, any guest permit option should limit the number of guest permits per household, price the permits accordingly, limit the permit's time length (i.e. applies during the same overnight period as the standard RPP permit) and clearly distinguish the guest permit to ensure that they are not utilized as standard permits. Guest permits should also be eligible for purchase on-line.

Legal Standing for RPPs

The California Vehicle Code (CVC) authorizes local jurisdictions to limit or prohibit parking on local streets and roads. The CVC also allows the creation of a preferential parking program for residents and merchants to exempt them from such regulations (CVC Section 22507).[10] Section 22507 states:

(a) The ordinance or resolution may include a designation of certain streets upon which preferential parking privileges are given to residents and merchants adjacent to the streets for their use and the use of their guests, under which the residents and merchants may be issued a permit or permits that exempt them from the prohibition or restriction of the ordinance or resolution. With the exception of alleys, the ordinance or resolution shall not apply until signs or markings giving adequate notice thereof have been placed. A local ordinance or resolution adopted pursuant to this section may contain provisions that are reasonable and necessary to ensure the effectiveness of a preferential parking program.

Section 22507.2 also states that "The local authority may charge a nonrefundable fee to defray the costs of issuing and administering the permits."

Permit Type

Permits shall be a "hangtag" designed to be hung from a vehicle's rearview mirror. Permits will be a solid color (to change annually) and clearly indicate the year of permit issued.

If included as part of the RPP, it is recommended that guest permits also be a hangtag with the date of use and license plate of guest vehicle clearly indicated and visible.

[10] For more information, see the CVC at http://www.dmv.ca.gov/pubs/vctop/vc/tocd11c9.htm or Appendix B.

Permit Costs

Per the California Vehicle Code, jurisdictions are allowed to price permits to cover their administrative costs. Given the high demand for parking and limited supply of on-street spaces in Balboa Village, it is recommended that permits be priced at an escalating rate to encourage residents to make full use of their garages and purchase only the number of permits they actually need. Initial prices for the RPP are proposed below, which are comparative to RPPs in similar jurisdictions. The City may need to adjust (up or down) the pricing structure in future years to respond to evolving demand for permits.

- Permits are valid from January 1st to December 31st
- 1st permit: $20 per year
- 2nd permit: $20 per year
- 3rd permit: $60 per year
- 4th permit: $100 per year
- Lost or replacement permit: $100 without proration
- Guest permits: To be determined

Revenue projection

Figure 5-1 below provides the projected revenue for the proposed residential permit program at a given number of permits purchased. The revenue projections were determined using U.S. Census data for the number of households within the proposed permit zone (890 households) and the average number of vehicles per household in Newport Beach (1.9 vehicles per household).[11] The projections also include an estimate of revenue from replacement permits[12] and citation revenue[13].

Given the average number of vehicles per household in Newport Beach it is reasonable to assume that the average household will purchase between two and three permits, likely closer to two permits. As a result, a rough estimate is that the permit program would generate slightly more than $106,000 in revenue per year. This revenue would be utilized to pay for administrative, management, and enforcement of the program.

[11] The projections assume that 5% of the 890 households within the study area will not purchase any permits, resulting in 846 households purchasing at least one permit.

[12] Assumes the following: 2% of permits issued each year will be lost and repurchased at $100 each.

[13] Assumes the following: 1) Approximately 664 non-metered, on-street spaces in proposed district; 2) .05% of parking spaces will be issued a citation per day (about 3 citations per day in the district); 3) Regulations are enforced 350 days per year; and 4) All citations are paid on time at $58 per citation.

Figure 5-1 Projected Range of Revenue for Permit Program

Permit #	Max # of permits	Permit Price	Revenue	0.05% Citations Annually	Revenue	2% Lost Permits Annually	Revenue	Total Annual Revenue
1	846	$20	$17,800	1162	$67,423	17	$1,691	$86,914
2	1691	$20	$35,600	1162	$67,423	34	$3,382	$106,405
3	2537	$60	$89,000	1162	$67,423	51	$5,073	$161,496
4	3382	$100	$178,000	1162	$67,423	68	$6,764	$252,187

It is important to note that the revenue projections provided here are initial estimates. The City is still evaluating its potential administrative costs for the RPP program. Once implemented, the finances of the RPP could be substantially different. Once again, per what the law allows, and reflective of RPP best practices, the City may wish to price permits to cover the full costs of program administration.

Enforcement

RPP restrictions would be primarily enforced by the City of Newport Beach Police Department, with parking control officers supporting enforcement activities.

Compliance with California Coastal Commission

As discussed in Chapter 4, the Coastal Commission will need to approve any RPP proposed by the City of Newport Beach for the 7th to Adams District. The Commission has reviewed a number of RPP applications from other coastal jurisdictions in recent years and has consistently identified a number of key issues which must be addressed by the RPP in order to secure final approval. With those issues in mind, it is recommended that the City of Newport Beach permit application for the RPP emphasize the following program elements.

- **The permit program is just one piece of a larger "package" of parking reforms designed to strike a regulatory balance that makes it easier for both residents and visitors to park in the 7th to Adams District**. The Coastal Commission is primarily concerned with ensuring public access to coastal resources and preventing "exclusive" access by permit holders. To address this concern, the City should emphasize that the proposed RPP will complement the other recommendations included in this study, all of which are designed to improve overall parking management. These include:
  a. Demand-based pricing to improve availability of both on- and off-street parking facilities.
  b. The creation of a formal shared parking district, in which as many private off-street spaces as possible would be made public, thereby creating additional supply.
  c. A real-time wayfinding program directing visitors to immediately available public parking.
  d. Potential implementation of a valet parking program and/or shuttle services to remote lots during peak periods as a means to increase parking supply and efficiency.

e. The establishment of a PBD and the use of parking revenue to fund transit, bicycle, and pedestrian infrastructure.

- **The hours of operation for the RPP are designed to conflict as little as possible with beach visitors.** The proposed 4 PM – 9 AM hours of operation are designed to allow residents easy access to parking when they return home from work, while giving visitors the opportunity to park on-street for the period of the day associated with peak visitor demand. In addition, the proposed RPP would not be in effect on holidays, typically the busiest periods of demand.
- **There is a large amount of available public parking nearby.** The Walker study demonstrates that there are close to 1,200 off-street parking spaces from Coronado Street to B Street, all of which are within a 5-10 minute walk from the primary beach and commercial area in Balboa Village. Furthermore, the occupancy data from the Walker study shows that during the hours of operation of the proposed RPP these off-street spaces are 51% occupied on Thursday (7 PM) and 82% occupied on Saturday (7 PM). As a result, there should still be ample available off-street parking for visitors.

  It is also important to note that the Walker parking study took place at one of the busiest times of the year, and it is likely that parking occupancies in the various parking lots will be far lower for the vast majority of the year.
- **Residents within the proposed RPP district rely on on-street parking for their vehicles.** Many of the residences within the district do not have off-street parking or represent non-conforming uses (i.e. single car garages or garages too small), which forces residents to primarily use on-street parking for storage of their vehicles.
- **The City will monitor the program and make program revisions as needed.** As described in Recommendation #9, the City should establish an ongoing monitoring and evaluation program for parking in Balboa Village. This effort would be used to revise the RPP to ensure that it effectively serves both residents and visitors.

RECOMMENDATION #4: ESTABLISH AN EMPLOYEE PARKING PERMIT PROGRAM FOR BALBOA VILLAGE.

Description

An employee parking permit program offers employers or employees the option to purchase a permit that provides priority parking in a designated area. Designated parking areas for employees can be located at on-street curb spaces or in off-street facilities, with employees eligible to park in those spaces during a specific time period. Ownership of a permit, however, does not guarantee the availability of a parking space.

Employee permit programs are often established adjacent to major job centers or near commercial, retail, and entertainment districts.

Why Implement It?

Employee parking permit programs offer a number of key benefits to local businesses and employees, while helping to ensure that an area's parking supply is efficiently managed. These benefits include:

- Permits provide a consistent parking option for employees, reducing the need for an employee to "hunt" for a parking space or move their vehicle to avoid parking restrictions.
- Experience with other cities has shown that most employees will choose to pay for a permit that offers a reliable parking option over searching for free on-street parking and having to move their vehicle throughout the day.
- A convenient parking option makes it easier for employers to attract and retain employees.
- When employees park in popular on- or off-street spaces those spaces are no longer available for customers and visitors. Employee permits encourage participants to park in select areas while enhancing customer parking turnover at prime locations.

Tradeoffs to Consider

- Additional cost for employers that wish to provide them to their employees
- For those employers that cannot afford to subsidize parking for their employees, costs for permits would fall to employees[14]
- The proposed program would have more limited benefit to employees who only work at night or on the weekends
- While the Coastal Commission has largely focused on the creation of residential permit programs, it is possible that they may have similar issues with an employee permit program. The City should begin conversations with the Coastal Commission to determine if any regulatory issues need to be addressed.

[14] However, based on the proposed costs and given that there are an estimated 250 workdays per year, the cost to park per day would be approximately $.20 per day.

How Will It Work?

Eligibility

A future employee parking permit program would be available to all employers and employees within Balboa Village.

Designated Employee Parking Zone

During non-peak periods, approximately 100 spaces in the north western portion of the Balboa Village Municipal Beach parking lot. During summer weekends, the number of spaces available to employees should be reduced to 50 to ensure adequate parking for beach visitors.

Hours of Operation

Employee permit parking only: 6 AM – 10 AM, everyday. Employees with permits arriving between these hours would be entitled to park all day.

Examples from Other Cities

West Hollywood: $105 or $120 per quarter, depending on zone

Santa Cruz: $60 per quarter

Mill Valley: $60 per year

Danville: $25 or $50 per year, depending on zone

Eugene, OR: $20-57 per month, depending on location; 50% discount for rideshare and free for carpools

The proposed permit hours are limited to mornings largely to ensure that there is adequate beach parking during periods of peak demand. Given the demand patterns for beach parking, it is anticipated that there will be readily available off-street parking for employees in the evening and nighttime hours.

Number of Permits Issued

One permit per employee, requiring proof of employment, photo ID, and vehicle registration information.

Permit Cost

- $50 per year, no proration
- Permits renewed annually
- Permits may be purchased online or in-person

Permit Revenue

Revenue from an employee permit program would be used to cover cost of program administration.

Enforcement

The employee permit program would be primarily enforced by the City of Newport Beach Police Department, with parking control officers supporting enforcement activities.

RECOMMENDATION #5: IN THE SHORT-TERM, ELIMINATE MINIMUM PARKING REQUIREMENTS, REMOVE THE EXISTING PARKING IN-LIEU FEE OBLIGATION, AND DO NOT IMPLEMENT ANY ADDITIONAL IMPACT FEES. DEPENDING ON THE LEVEL OF DEVELOPMENT IN THE LONG-TERM, EVALUATE IMPLEMENTATION OF A "PARKING AND MULTIMODAL" IMPACT FEE.

Description

Minimum Parking Requirements

Title 20, Part 3 of the Newport Beach Municipal Code describes the site planning and development standards for each land use type, including a chapter dedicated to off-street parking and loading standards. Of particular importance are the off-street parking requirements and the minimum number of parking spaces that each land use must provide. For non-residential uses, minimum parking requirements are predominantly based on building square footage (e.g. four spaces per 1,000 gross square feet). Many of these existing parking requirements, however, do not necessarily support the existing character of Balboa Village or future plans to enhance the safety, accessibility, and walkability of this community. One potential solution is to eliminate minimum parking requirements for all non-residential land uses in Balboa Village.

Impact Fees

Local governments have been collecting impact fees for decades, with the power to exact impact fees arising from the city's police power to protect public health, safety, and welfare. Fees fund a variety of public facilities and services, including parks, schools, public art, and libraries.

In recent years, many communities throughout California are increasingly relying on transportation-specific impact fees to ensure that the costs of transportation infrastructure and services necessary to support new development are not borne disproportionately by existing residents, businesses, and/or property-owners.

Impact fees directly related to transportation are typically calculated on the projected number of PM peak-hour vehicle trips that a new development would generate and implemented as a dollar amount per square foot (non-residential) or per dwelling unit (residential).

Parking In-lieu Fees

A voluntary in-lieu parking fee program allows proposed projects or uses to pay a designated fee rather than provide an on-site parking space. The City of Newport Beach has had a parking in-lieu fee for commercial uses since 1972. The fee was initially set at $250 per space per year, but was subsequently reduced to $150 per space per year. In response to concerns about the in-lieu fee program and its ability to fund new parking facilities, the City Council imposed a moratorium on the use of parking in-lieu fees and no new uses have been allowed to take advantage of the program since 1989. Those uses previously in the in-lieu parking program have continued to pay the fee on an annual basis. Revenue is approximately $69,000 per year and it goes into the City's General Fund. Within Balboa Village there are nine locations that participate in the existing in-lieu fee program, where a total of 93 spaces generate $13,950 in annual revenue for the City.

Why Implement It?

Minimum Parking Requirements

Cities have been using minimum parking requirements for decades as a means to account for a given land use's parking demand to ensure that an adequate parking supply is available. Minimum parking requirements, however, have emerged as one of the biggest obstacles to many cities' efforts to encourage new residential and commercial development in downtown areas, and ultimately undermine many cities' efforts to create attractive, vibrant, and walkable communities. More specifically, minimum parking requirements have been shown to:

- Create an "oversupply" of parking in almost all communities in all but the highest periods of parking demand
- Devalue the true "costs" of parking to drivers, thereby creating an incentive to drive, which results in more local congestion and vehicle emissions
- Require tremendous amounts of land, thereby degrading the physical environment and impacting a community's urban form, design, and aesthetics
- Limit the ability to do urban "infill" projects or adaptively reuse historic structures
- Make projects more expensive and reduce overall profitability

Therefore, the ultimate goal of eliminating minimum parking requirements is to remove barriers to new development and renovation of existing buildings, while create a healthy market for parking where parking spaces are bought, sold, rented and leased like any normal commodity.

Impact Fees

Development impact fees are a widely used, well-accepted practice in California. They offer an efficient way to pay for new infrastructure, can help sustain job growth in local economies, and contribute to economic prosperity. Above all, impact fees are one of the most efficient and effective ways to create a link between new development and the impacts it will have on the community.

Furthermore, transportation impact fees offer cities a revenue stream that can be used to fund a variety of transportation improvements which can help to mitigate or "offset" transportation impacts. By law, these fees cannot simply go to a city's general fund, but must be specifically allocated to transportation projects. California cities have used revenue from impact fees to finance:

- Roadway and intersection improvements
- New or enhanced transit services
- Additional parking or parking management programs
- New bicycle and pedestrian infrastructure
- Transportation demand management (TDM) programs

It is important to note that the City of Newport Beach has already adopted a Fair Share Traffic Contribution Ordinance (see Chapter 15.38 of the Municipal Code). This ordinance was adopted as a means to more fully mitigate traffic impacts from new development in Newport Beach and is based upon the unfunded cost to implement the Master Plan of Streets and Highways. The ordinance sets forth procedures for calculating the fair-share amounts for residential projects, hotel/motels, and office/retail/commercial uses based on trip generation rates and size of the development. The use of the funds generated is narrowly defined, as revenue can only be used for the purposes of planning, designing, and constructing roadway projects.

How Will It Work?

Short-term Recommendation: Eliminate minimum parking requirements for all non-residential uses. Do not implement an additional impact fee at this time. Eliminate existing obligation to the current parking in-lieu fee program.

Chapter 20.40.040 of the Newport Beach Municipal Code provides minimum parking requirements for dozens of residential and non-residential land uses types. For example, in Newport Beach, retail uses require four spaces per 1,000 gross square feet (GSF), office uses require five spaces per 1,000 GSF, and food services require 20 spaces per 1,000 GSF.

As part of this short-term recommendation, all non-residential land uses would no longer be subject to any minimum parking requirements within Balboa Village, while residential uses would still be required to meet the parking standards set forth in Chapter 20.40.040.

Off-street parking could still be built, but it would be determined by a developer's own analysis of what is financially feasible for their project and what they believe the "market" would support. Given market demand, it is very possible that a developer in Balboa Village will build a project with on-site parking. Any parking built would still be subject to the parking design standards outlined in Chapter 20.40 and subject to City approval. However, as described further in Recommendation #6, it is also recommended that any newly constructed parking be made publicly available.

Successful Examples

Numerous cities throughout the country have partially (in particular neighborhoods and districts) or entirely eliminated minimum parking requirements. These include:

Boulder, CO: Within Boulder's downtown special district – the Central Area General Improvement District (CAGID) – the City has eliminated minimum parking requirements for non-residential uses. Developers are allowed to build as much or as little parking as they choose, subject to design standards in the zoning code, and to manage it as they see fit. If they choose to build little or no parking on-site, they can purchase permits for public lots and garages for resale to their employees.

Petaluma, CA: In 2003, Petaluma adopted the Central Petaluma Specific Plan, which reduced parking minimums, but also included a sunset clause – the specific date on which the required parking minimums would expire. According to Code section 6.10.070, "Effective January 1, 2008, there shall be no minimum parking requirements for any use."

Portland, OR: For Portland's primary mixed-use district (Mixed Commercial/Residential), there are no parking minimums. There are also no parking minimums for a number of other land use categories, such as Central Residential districts.

Furthermore, under this option no additional transportation impact fee for Balboa Village would be implemented and, without minimum parking requirements, a parking in-lieu fee is unnecessary. It is also recommended that the nine properties within Balboa Village that currently pay into the existing in-lieu fee be freed from this obligation moving forward. Removal of the in-lieu fee payments for these nine properties would result in a loss of $13,950 in annual revenue.

Tradeoffs to Consider

By eliminating minimum parking requirements, the City of Newport Beach can:

- Facilitate a "free market" for parking that is more realistically determined by actual parking demand, as opposed to arbitrary parking standards
- Reduce development costs and provide additional flexibility to developers, especially on smaller lots or with historic structures

- Help to ensure that existing parking supply is efficiently utilized before building additional parking supply
- It is important to note that the creation of a Commercial Parking Benefit District (Recommendation #2) would enable the City to potentially fund many of the same projects and programs as an impact fee.

Potential drawbacks include:

- Eliminating requirements could result in potential spillover problems if other recommendations are not implemented, depending on the amount and type of development in Balboa Village in future years.

Long-term Recommendation: Depending on the level of development in Balboa Village, evaluate implementation of a "Parking and Multimodal" impact fee.

In addition to eliminating minimum parking requirements as described in the first option, this option would include the potential implementation of a "Parking and Multimodal" impact fee. Such a fee would be applied to: 1) all new non-residential development within Balboa Village; and 2) any change of use resulting in a more intensive land use, subject to the discretion of City staff. Implementation of such a fee would depend largely on the amount of development that occurs in future years in Balboa Village. Currently, the amount of projected development in Balboa Village does not justify such a fee. If development increases, however, such a fee would be used to adequately mitigate the impacts of such development on the transportation system.

The proposed fee would be a per square foot fee based on land use type. Funds generated by the fee would be placed into a "Mobility Fund" and may be used to finance the planning, design, construction, and implementation of needed transportation related facilities, improvements, and programs. More specifically, unlike the existing traffic fee in Newport Beach, this fee would allow for a wide range of potential expenditures, and would permit the City to fund demand management programs, as well as improvements to parking, bicycle, pedestrian, and transit facilities.

It is important to note that the California Mitigation Fee Act[15] requires cities to make certain findings and conduct a "nexus" study in order to establish an impact fee. These findings must:

- Identify the purpose of the fee
- Identify the use to which the fee is to be put and the facilities (if any) to be financed
- Determine how there is a reasonable relationship (nexus) between the fee's use and the type of development project on which the fee is imposed
- Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed

The required nexus study is typically the venue by which the exact fee amount is determined. The methodology for determining the impact fee can vary from city to city, but generally involves a growth projection based on various land use scenarios, a synthesis of costs for potential capital projects and transportation programs to be funded by the fee, a traffic analysis to determine peak-hour vehicle trips and trip generation rates, and a final determination of fees by land use.

Until such a nexus study is conducted, it is difficult to determine the level of the new transportation impact fee. However, Figure 5-2 provides a summary of impact fees in California, and can provide an initial guide for what a fee might look like in Balboa Village.

[15] Government Code Section 66000 et seq.

Figure 5-2 Summary of New Development Impact Fees, Selected CA Cities[16]

Land Use	Average	Median	Min	Max
Retail (per sq. ft.)	$10.35	$8.80	$0.39	$46.68
Office (per sq. ft.)	$6.48	$4.54	$0.15	$22.19
Industrial (per sq. ft.)	$3.59	$2.76	$0.10	$12.61
Single-family (per unit)	$6,197	$4,612	$105	$26,014
Multi-family (per unit)	$4,059	$2,934	$63	$16,934

Tradeoffs to Consider

By instituting an impact fee, the City of Newport Beach can:

- Provide a valuable revenue source to mitigate potential transportation impacts in Balboa Village by financing not just roadway improvements, but also new or upgraded transit services, parking management measures, bicycle/pedestrian infrastructure, and other TDM programs.

Potential drawbacks include:

- This fee would fall under the purview of the California Mitigation Fee Act and would require an additional nexus study, which can be time and resource intensive.
- The development community will likely resist an additional impact fee, as it would increase development costs.
- Given the size of the proposed district and the projected development scenarios, revenue from such a fee would likely be limited.
- The City of Newport Beach currently has a traffic fee. The City would need to further evaluate the relationship of that fee to a separate fee in Balboa Village, especially in regards to any potential legal issues of two fees.

[16] The primary source of this information is the 2009 National Impact Fee study done by Duncan Associates, www.impactfees.com/publications%20pdf/2009_survey.pdf

RECOMMENDATION #6: FORMALLY ESTABLISH BALBOA VILLAGE AS A SHARED PARKING DISTRICT.

Description

Shared parking is one of the most effective tools in parking management. Because many different land uses (a bank and a bar or restaurant, for example) have different periods of parking demand, they can easily share a common parking facility, thereby limiting the need to provide additional parking.

Shared parking policies do not treat the parking supply as individual units specific to particular businesses or uses, but rather emphasize the efficient use of the parking supply by including as many spaces as possible in a common pool of shared, publicly available spaces.

It is important to note that Chapter 20.40.110 of the City of Newport Beach Municipal Code includes strict provisions for joint use or shared parking. Furthermore, shared parking, to a certain extent, does exist in Balboa Village, as much of the existing parking supply is publicly available. However, there are close to 200 off-street spaces that are specifically dedicated to tenant or customer parking within the study area. This recommendation seeks to formalize a flexible shared parking policy that, to the greatest extent feasible, ensures that existing parking supply is made public. Furthermore, this recommendation is also specifically aimed at any future development in Balboa Village and guaranteeing that future parking supply is publicly available.

Why Implement It?

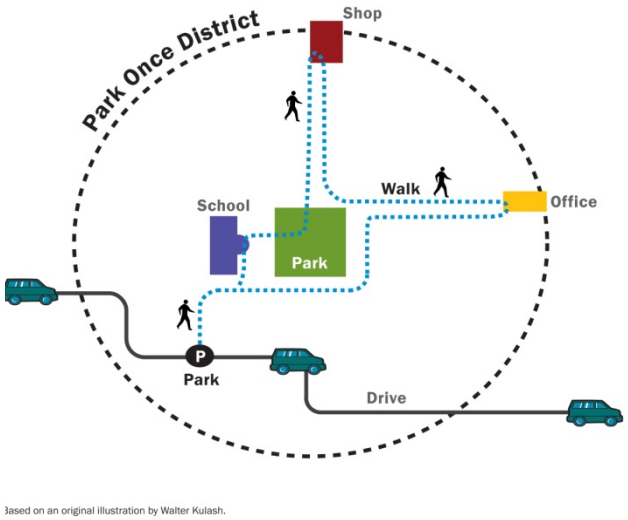
The typical suburban pattern of isolated, single use buildings, each surrounded by parking lots, requires two vehicular movements and a parking space to be dedicated for each visit to a shop, office, or civic institution. Similarly, to accomplish three errands in this type of environment requires six movements in three parking spaces for three tasks.

By contrast, shared parking policies facilitate “park once” districts, in which motorists can park just once and complete multiple daily tasks on foot before returning to their vehicle.

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

- Reduces vehicle trips and required parking spaces because existing spaces (approximately 198 spaces or 15% of supply in Balboa Village) can be efficiently shared between uses with differing peak hours, peak days, and peak seasons of parking demand
- Creates a more welcoming environment for customers and visitors because they do not have to worry about getting towed for parking at one business while visiting another

Figure 5-3 Park-Once District



Based on an original illustration by Walter Kulash.

- Allows for fewer, but more strategically placed lots and structures, resulting in better urban design and greater redevelopment opportunities
- By transforming motorists into pedestrians, who walk instead of drive to different destinations, shared parking can immediately activate public life on the streets and generate additional patrons of street-friendly retail businesses.

Potential Tradeoffs

- Resistance from private property owners or local businesses that have their "own" parking
- Limited initial impact for increasing parking availability, as much of the existing supply is already public available

How Will It Work?

Outlined below are specific policy recommendations designed to facilitate shared parking and the creation of a "park once" district in Balboa Village. Some of these provisions would need to be reconciled with Chapter 20.40.110 of the existing zoning code.

- Maximize use of the existing parking supply by improving wayfinding and parking information
- Work with existing property owners and businesses to ensure that private parking is made available to the public when not needed for its primary commercial use
- Work with property owners and businesses to develop mutually-agreeable operating and liability arrangements
- Require as a condition of approval that all newly constructed private parking in any non-residential Balboa Village development or adaptive reuse project be made available to the public[17]
- Allow parking to be shared among different uses within a single mixed-use building by right
- If new public parking supply is needed, first purchase or lease existing private parking lots or structures from willing sellers, and add this parking to the shared public supply before building expensive, new lots/garages. Costs for purchase and leasing of spaces can vary dramatically, but would likely be in the range of $50-500 per month per space.

Successful Examples of Shared Parking

Santa Monica: Santa Monica recently updated the Land Use and Circulation Element (LUCE) of its General Plan, which articulates several specific goals related to shared parking in its Downtown core. These include:

- Goal D11: Address parking needs comprehensively, identifying shared parking opportunities.
- Policy D11.4: Pursue opportunities for shared use agreements with private parking facilities.

These policies seek to reinforce and support an existing shared parking district in Downtown Santa Monica. Within the Downtown District, there are more than ten public parking garages that serve as the parking supply for the vast majority of the retail and commercial businesses along the popular Third Street Promenade and surrounding retail streets. As a result of its shared parking pool, many new businesses or infill projects have been able to limit their parking obligations.

Downtown Ventura: Shared on-site parking between land uses with different periods of peak parking demand is allowed for all uses. Shared on-site parking is allowed to satisfy 100 percent of the minimum parking requirement for each use.

[17] The City may wish to further evaluate certain non-residential uses (i.e. hotel) and potentially allow for limited exemptions to this provision.

RECOMMENDATION #7: DEVELOP A COORDINATED WAYFINDING PROGRAM FOR BALBOA VILLAGE.

Description

Wayfinding signage helps orient visitors, shoppers, and residents alike, pointing them to area parking facilities, retail establishments, pedestrian and bicycle access routes, and other important destinations. A wayfinding program can be tailored to specific groups depending on contextual factors and desired outcomes; however, these tools are most relevant and important for those unfamiliar with an area. Wayfinding informs people of the best way to access an area, depending on their mode of travel. Parking wayfinding signs can also display real-time availability data, pointing motorists to facilities with available spaces.

Why Implement It?

Wayfinding strategies seek to efficiently coordinate movement within a neighborhood, pointing users of all modes of travel to the best access routes for their destination. It represents an important part of a comprehensive circulation and parking management strategy, improving the customer-friendliness of a neighborhood or district.

Parking signs can direct motorists to underutilized off-street facilities, freeing up the most convenient "front-door" curbside spaces, and maximizing the efficiency of a parking system. Improved wayfinding in the form of new signs helps maximize the use of off-street parking facilities, representing another way to help eliminate traffic caused by cars "cruising" for on-street parking. Wayfinding helps dispel perceived (but not actual) shortages in parking.

Signs for pedestrians and bicyclists can direct those on foot or on bike to the safest bicycle and pedestrian routes, as well as the location of bicycle parking spaces, showers, changing facilities, and other bicycle and pedestrian amenities. Such signs improve conditions for alternative modes, supporting various Transportation Demand Management (TDM) objectives, reducing vehicle trips to a specific area, and reducing the need for vehicle parking.

Tradeoffs to Consider

- Implementation and operations costs, including design and installation. For example, real-time parking availability systems and signage can cost $25,000 to $50,000 per unit, plus $500 in annual operating costs per unit.
- New wayfinding signs would need to replace those recently installed by the City that some stakeholders have found inadequate.

How Will It Work?

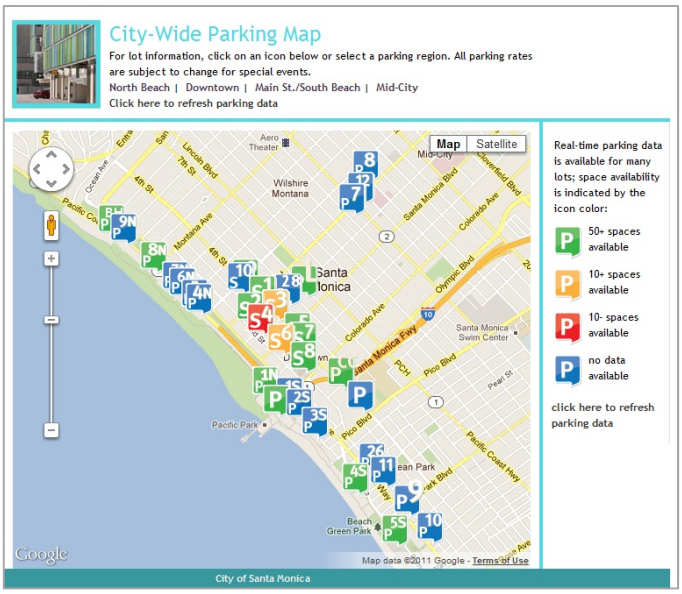
Wayfinding is most effective when it is consistent; all signage should be produced in a similar style, and organized by type (parking, bicycle/pedestrian, retail). Regardless of the particular signage installation utilized, good design that is consistent with and supports the character of the neighborhood is critical for all signage elements.

Real-time availability technology already exists in public and private parking lots and garages nationwide. Such a system is easy and relatively inexpensive to install, and also allows for the display of availability data on city or independent websites. Motorists should be encouraged to check availability online before traveling to Balboa Village, but real-time availability displays will direct vehicles to those off-street lots with the most availability. Pricing information can also easily be displayed on parking wayfinding signage.


Mission-
Bartlett
Garage
SFpark


4


DOWNTOWN PARKING
119 Convention Center
340 4th / San Fernando
SPACES OPEN


City-Wide Parking Map
For lot information, click on an icon below or select a parking region. All parking rates are subject to change for special events.
North Beach | Downtown | Main St./South Beach | Mid-City
Click here to refresh parking data
Map
Satellite
Real-time parking data is available for many lots; space availability is indicated by the icon color:
50+ spaces available
10+ spaces available
10- spaces available
no data available
click here to refresh parking data
Google
Map data ©2011 Google - Terms of Use
City of Santa Monica

Priority Locations

A wayfinding system in Balboa Village would be most effective if signs were located at the traditional entrances to the area, near major garages and attractions, and along major arterials. For example, signage pointing motorists to off-street parking lots with real-time availability data should be installed along Balboa Boulevard towards the entrance to Balboa Village, as well as near the Balboa Island Ferry for those motorists coming from Balboa Island. Additional signs should be installed at each large off-street facility, including the beach lot, the Newport Landing lot, and the public lots along Balboa Boulevard at Palm Street.

Bicycle and pedestrian wayfinding should be prioritized along and near the Newport Balboa Bike Trail, as well as the commercial blocks of Balboa Boulevard and Main Street. In partnership with local businesses, retail establishments could also be listed on wayfinding signs and materials, encouraging visitors to frequent Balboa Village businesses.

Successful Examples

SFpark, San Francisco: The SFpark Program is a coordinated citywide parking management and wayfinding program to direct motorists in San Francisco to both on-street and off-street facilities with available spaces. Various wayfinding signs throughout the city's pilot areas direct motorists to parking facilities, and contain real-time availability information. The program has a significant online presence as well, enabling motorists to find garages and blocks with available spaces before circling multiple blocks in search of parking. The site and smart phone application also reports the most recent pricing information, as rates are adjusted based upon demand.

Santa Monica: The City of Santa Monica created an integrated wayfinding and real-time data program for its downtown district. Wayfinding signage was installed throughout the downtown, directing visitors and residents to various amenities, and motorists to various parking garages. Each garage now has real-time availability posted both online and on signs throughout the downtown district. The program included a beautification effort which gave each off-street facility a distinct, attractive character, adding to neighborhood vitality.

RECOMMENDATION #8 IN COORDINATION WITH THE CITY'S BICYCLE SAFETY COMMITTEE, IDENTIFY AND IMPLEMENT TARGETED IMPROVEMENTS TO BICYCLE AND PEDESTRIAN FACILITIES IN BALBOA VILLAGE.

Description

Bicycle and pedestrian improvements include many different strategies that seek to encourage travel via non-motorized modes. Possible improvements include, but are not limited to, the following:

- Improving or installing sidewalks, crosswalks, paths, and bike lanes
- "Spot improvements" to remove specific roadway hazards
- Street furniture (benches) and other streetscape enhancements (lighting, street trees, etc.)
- Traffic calming measures such as bulbouts, raised intersections, or speed humps
- Bicycle parking facilities (corrals, lockers, covered, or rack) or programs (valet)
- Shower and changing facilities
- Bicycle sharing programs
- General programming including publicity campaigns, bike to school/bike to work programs, and educational/safety efforts

The City of Newport Beach Bicycle Safety Committee is currently in the process of developing a plan and set of strategies to improve bicycle safety and conditions in Balboa Village. This recommendation should be implemented in collaboration with, or as part of, that planning process.

Why Implement It?

Increasing the rate of biking and walking to and in Balboa Village will increase the area's livability, decrease localized pollution, and alleviate pressure on existing on- and off-street parking facilities, particularly during peak summer months. Numerous studies suggest that bicycle and pedestrian friendly neighborhoods experience lower drive-alone rates, as well as higher rates of walking and biking. Furthermore, many communities have significant latent demand for non-motorized travel, meaning many people would walk or bike if the facilities existed to enable them to do so safely and conveniently.

Tradeoffs to Consider

- Implementation costs, including design and installation
- Depending on the improvement selected and its design, it is possible that some on- and off-street parking may be lost

How Will It Work?

The Newport Balboa Bike Trail is the main bicycle and pedestrian access point to Balboa Village. As such, most bicycle amenities should be concentrated along that route, and along connection points between the trail and other important destinations. Bicycle parking could be installed near the trail, specifically in the form of corrals in one or two parking spaces within the large public beach lot. Improvements could also be made along Palm Street to encourage non-motorized travel from the Balboa Island ferry to Balboa Village and the Newport Balboa Bike Trail. A few on-street parking spaces could also be converted to bicycle parking corrals.

Improvements to the pedestrian realm should seek to encourage pedestrian traffic along the Balboa Avenue and Main Street retail corridors, and connect off-street parking facilities to important destinations. Spot improvements could include additional mid-block pedestrian crossings along long blocks and bulb-outs at busy signalized Balboa Boulevard intersections.

Source: Flickr_La Citta Vita

Source: Flickr_Earthworm

RECOMMENDATION #9: ESTABLISH AN ONGOING DATA COLLECTION, MONITORING, AND EVALUATION PROCESS.

Description

In parking, you can only manage what you measure. Based on this maxim, this recommendation seeks to formalize the "measurement" process by proposing that the City implement an ongoing data collection and evaluation program for Balboa Village. More specifically, this Plan recommends that the City collect parking occupancy and turnover data for both on- and off-street parking facilities. This data is essential for evaluating whether the demand-based pricing policies recommended within this Plan are achieving their goals.

Why Implement It?

Demand-based pricing policies are based on the goal of meeting target occupancy levels to ensure that there are always an adequate number of parking spaces available, that "cruising" for a parking space is limited to greatest degree possible, and that parking demand is evenly distributed. As part of Recommendation #1, this Plan recommends an initial pricing structure to help the City achieve 85% and 90% target occupancy levels for on-street and off-street spaces, respectively.

As mentioned earlier, it is possible that these pricing levels will be higher or lower than needed and will have to be adjusted accordingly. Without adequate occupancy data, however, it will very difficult to determine whether the pricing and regulatory structures are having their desired effect. By developing a formal data collection process, the City will be able to better understand its parking supply and quickly make adjustments to its pricing and regulatory structure to respond to changes in parking demand. Furthermore, ongoing data collection can improve transparency in decision-making and public understanding of parking behavior.

Tradeoffs to Consider

- Requires additional City resources and staffing

How Will It Work?

Outlined below are the recommended parameters for an ongoing data collection and monitoring program for Balboa Village.

Data to be Collected

The City should collect occupancy data for on- and off-street parking facilities. In addition, parking turnover data should be collected for on-street spaces. Above all, consistency is the most important part of any data collection effort as it allows for easy longitudinal comparisons. The baseline data collected as part of this study should serve as a foundation for future data collection efforts.

How to Collect Data

There are a number of potential methods by which the City could collect the necessary data, including:

- Manual counts conducted by trained surveyors.

- Automatic data provided by parking meters. Automatic collection of such data would depend on the type of meter ultimately installed for both on- and off-street facilities.

Frequency of Data Collection

At a minimum, data should be collected and analyzed on an annual basis. For example, if manual counts are utilized, they should be done during the peak period of demand. It is recommended that both an hourly Thursday and Saturday count be conducted during a non-holiday week between Memorial Day and Labor Day.

If feasible, another count during the off-peak period should also be conducted to evaluate off-peak pricing and regulatory structures. Once again, consistency is most important and subsequent counts should take place at the same time each year.

Depending on the parking meters selected, however, it is also possible that occupancy data could be collected and analyzed much more frequently.