

4/22/93

DRAFT

LA JOLLA COASTAL ACCESS AND PARKING PROGRAM

The following program constitutes the La Jolla Coastal Access Committee's conclusions for improving the access and parking conditions in Central La Jolla.

Committee Membership included:

1. La Jolla Planning Association: Marty McGee, Virginia Nielsen, Jennifer Sparks.
2. La Jolla Town Council: Orrin Gabsch
3. Promote La Jolla (La Jolla BID): Ron Zappardino, Chris Stokes, Dale Steele.
4. Staff Support: Deborah Lee (Coastal Commission), Gary Halbert, Tom Williams, and Tom Elder (Engineering and Development Department), John Riess (City Attorney's Office), Tim Price (MTDB), Angeles Leira (Public Services and Safety Committee).

BACKGROUND

During the late 1970's and through the 1980's, the Central La Jolla area experienced extensive development. Partially as a result of high property values and the desirable seaside location, and partly as a result of higher parking standards and related construction costs, the Central La Jolla area was subject to very high density development exceeding Floor Area Ratios (FAR) of 2.0, with massive 30-foot high buildings of two or more levels of underground parking to service the office development above, and some street frontage retail.

The growth during this period resulted in high demands on street parking, and traffic congestion on the local streets. For this purpose, the Coastal Commission imposed a form of "impact fee" on major development. The various impact fees collected now accrue a total of approximately \$400,000 which according to Coastal Commission staff are earmarked to implement the adopted "La Jolla Parking and Transportation Plan". According to the Coastal Commission, the following actions could be financed by this Coastal Fund:

1. Employee shuttle and vanpooling.
2. Improved public transit.
3. Remote park and ride facility with bus shuttle.
4. Interim parking facility.
5. Parking improvements for more spaces on street.
6. Signage.
7. Traffic circulation improvements, re-striping, turn pockets.
8. Public information and promotional program.

50% of the Coastal Fund must be used for remote parking and a shuttle, while the other 50% can be used for parking, street improvements, and other transportation oriented improvements.

At this time, the La Jolla Community Plan is undergoing an update. As part of that update, existing conditions studies have been undertaken with the following findings:

Parking

The bulk of the parking available in underground and above ground structures is not being used, while street parking is in high demand. This street parking demand is contrasted with structure parking use 10% to 40% of capacity (See Attachment 1). The La Jolla P.D.O. already includes requirements for free employee parking for at least 60% of employees on a project by project basis. Yet, from the structure parking vacancy inventory study made, it is obvious that there is a major resource of parking spaces originally designed to accommodate employees, but not presently fulfilling that role, as evidenced by the data gathered (See Attachment 2). A review of historical data from the time of the building's completion also suggests that employees have never used the parking spaces allocated in the structures for their use. There are three major reasons for this low use of structure parking:

1. High cost. Parking costs \$40 to \$80 per month, which is prohibitive for many of the 9,000 employees in the area.
2. Security. Many of the structures are not patrolled.
3. Design. The underground structures are barren and forbidding spaces which do not entice public use.

The total number of unused structure spaces adds up to 2,300 on a daily basis, in addition to unused spaces in surface parking lots which were not surveyed.

Traffic

A number of traffic improvements have been made since the adoption of the Parking and Transportation Plan, consistent with the Plan's proposals. These improvements included re-striping, and traffic lights. Other more costly and controversial improvements such as major street widening, bridge and interchanges, and new streets have not been made due to lack of support in the community which sees these improvements as fostering more densification, and destroying the community charm.

Transit

Improvements have been made with addition of bus lines, including the development of a transit center at the University Towne Centre that allows greater transfer opportunities to other bus routes reasonably close to the La Jolla Community. Bus service to La Jolla has increased headways to 15 minutes during peak hours.

Funding

Funding for improvements is available from a number of sources, such as:

1. State and Federal funding. Although these funds are sought by the City, primarily for major projects, there are however, some funding programs which non-profit organizations, such as local La Jolla organizations can obtain, specially in the area of transit.

2. TRANSNET (1/2 cent sales tax for transportation) funding, may provide funding for streets, bikeways, and pedestrian access improvements.
3. La Jolla Planned District Ordinance includes enabling language that would allow for the collection of funds for parking and transit.
4. City Development Impact Fees, which are levied by the City on development, to finance public improvements included in the Council adopted Community Plan.
5. Coastal Commission Impact Fees collected to date. Funding of approximately \$400,000 is held by the Coastal Commission until released to the City.

THE PROPOSAL

The proposal is designed to facilitate multi-modal transportation to address the requirements of the Clean Air Act, and mitigate the effects of automobile traffic congestion within Central La Jolla, outlying neighborhoods, and beaches, including:

1. A program for the efficient use of the extensive network of existing un-used structure parking.
2. Programs for carpooling and vanpooling.
3. Programs to enhance public transit and a multi-passenger vehicle shuttle system.
4. Enhanced pedestrian improvements.
5. Enhanced bicycle improvements.

PROGRAM ELEMENTS

The program establishes comprehensive parking and transit improvements based on a more efficient use of existing parking resources already available in parking structures which are not being used to provide employee parking, contrary to original intentions when they were constructed. Use of this unused parking resource is the "keystone" to the success of the program, without it the street traffic congestion, carpooling, transit pricing, pedestrian and other improvements will not succeed. The program elements are as follows:

I. INTERIM PARKING IMPROVEMENT FOR VISITORS AND EMPLOYEES:

1. Structure Parking

Includes leasing at low cost a portion of the 2,300 plus vacant parking spaces to make them available at low cost to employees, long term visitors, and customer parking.

2. Valet Parking

A coordinated 'Valet Parking' program, financed by local businesses, instituted to service visitors and customers. Financing will be accomplished by validations from businesses and from other funding sources, other than the presently available Coastal Commission funding. Other funding sources could include such sources as permit related funding under the La Jolla Planned District Ordinance. A number of strategically located sites will be available for vehicle drop-off and pick-up. Valet parking will use nearby secured parking structures to store vehicles, and will provide service to pre-specified and signed locations.

3. Street Parking

Street parking will be reserved for short term parking. Parking restrictions will be strictly enforced.

Free timed shoreline parking will be increased to provide greater accessibility to the shoreline for visitors, consistent with Coastal Policies. It should be pointed out, however that this option will only be workable if inexpensive employee parking is effectively made available in parking structures, as proposed in the 'structure parking' element.

II. CIRCULATION IMPROVEMENT WITH MULTI-PASSENGER VEHICLE TRANSPORTATION SYSTEMS.

1. Vanpools and Carpools

Vanpool and carpool parking will be made available at very low or no cost, depending on financing available, to encourage vanpooling and carpooling. The Planned District Ordinance will be further clarified to provide free parking, and first parking priority to ridesharing and vanpooling vehicles.

2. Bus Passes

Subsidized low cost bus passes will be made available to employees. This program will require coordination with MTDB and the City of San Diego Transportation Demand Management Section, to implement a community wide program which includes local employees. There are presently 9,000 employees in the Central La Jolla area. Although most employers have less than 50 employees, there are 13 employers with more than 50 employees for a total of 1,064 employees. Under this element, all employees could take advantage of a more aggressive promotion for transit. The passes will be initially provided on a first come first serve basis. As the program unfolds, bus-pass assignments could be made on the basis of economic need or hardship, or a lottery.

3. Visitor Weekend Passes

Visitor weekend passes should be provided to entice people to use buses for beach access. The City, the Coastal Commission, and the La Jolla Community will work with MTDB, in developing this program which could be of benefit Countywide.

4. Multi-passenger (Shuttle) Vehicle and Remote Parking

A multi-passenger (shuttle) vehicle transportation program will be instituted to link the Central La Jolla area with a remote parking area at the south entrance to the community utilizing a City owned property for remote parking. The parking area presently accommodates 20 parking spaces, additional spaces could be added, for a total of 35 to 40 spaces. A small twenty seat bus is proposed running at a ten-minute headways. This program will be devised based on a detailed study of route, stops, handicapped accessibility, and performance to establish base line standards for ridership and successful operation. Once the program is established and operating successfully, an additional route will be established, linking to the north of the Community.

5. Bicycling

Bicycle use in central La Jolla will be encouraged with

enhancements outlined in the PDO. PDO requirements regarding physical improvements and facilities for bicycles will be strictly implemented and enforced. These include bicycle parking and storage, showers and lockers for bicycle commuters, and bicycle rentals at applicable motels and hotels. A public awareness campaign regarding the enhanced bicycle facilities will be carried out by existing organizations. Bikelanes and bikepath improvements will be encouraged and sought.

III. PEDESTRIAN IMPROVEMENTS

Pedestrian improvements will continue to be provided in conjunction with new development, as established by the La Jolla PDO. As this parking and transportation program becomes established, funding could be made available for the pedestrian improvements outlined in the Community Plan Update. Federal, State, and local funding for pedestrian improvements are being sought by the community for the project known as the DIP that would create a pedestrian mall on Prospect Street between Herschel and Girard. This project is a component of the downtown La Jolla Master Plan and streetscape design guidelines produced by the Vista Subcommittee of the La Jolla Town Council.

PROGRAM IMPLEMENTATION

Includes administrative, financial, and phasing.

I. PUBLIC INFORMATION, PROMOTION, AND PROGRAM OVERSIGHT.

Program oversight will be achieved through the City of San Diego in cooperation with existing community groups. Local oversight answerable to the City under the supervision of a local community committee will also coordinate public information and promotion, and other oversight activities of the program. The local Committee will be made up of members of active community organizations such as the La Jolla Community Planning Association, the La Jolla Town Council, and "Promote La Jolla" (La Jolla BID) will oversee the program. Staff support will come from supplementing the combined staffs of existing organizations (Town Council and BID). Staff supplement will be limited to providing public information and promotion of the program. The promotional program will include television stories, community presentations and flyers, radio spots, and newspaper advertising of the program, etc.

Alternatively a Parking Authority could be established at a later date under state's Streets and Highways Code, Vehicle Parking District Act of 1943, Parking Law of 1949, or Parking District Law of 1951. The Parking Authority would coordinate and finance the parking and transit program, and be charged with financing, managing, or contracting for structure parking, street parking, enforcement, bus pass subsidies, and the multi-passenger vehicle transit program. The Authority would contract with the City, or private entities for public services in support of the parking program. The Authority could also obtain the income from those, and other services, as well as from the management of structure parking, street parking, park and ride, and other programs, and have the ability to seek federal, state and local funding, as well as receive funding from City imposed fees such as

Development Impact Fees, and PDO parking and transit mitigation fees, whenever these specific fees are established. Under any of the enabling law listed, the Parking Authority would be a Citywide body, or the City Council. An advisory District Board could be established to better service the unique needs of the La Jolla area.

II. FINANCING:

The following assumptions for costs and income have been drafted for the adequacy of the program. The cost and financial assumptions are divided into two sections. None of the projections reflect the potential establishment of a Parking Authority, since this program will require Citywide ordinances and implementation studies. Establishment of a Parking Authority will require more time and evaluation prior to its establishment.

SECTION 1. ACCESS AND PARKING IMPROVEMENTS

The following assumptions identify initial costs, annual expenses, and annual income.

A. Initial Costs

These costs are to be funded by Coastal Commission collected fees.

1. Year lease for structure space (800 @ \$20/month)....	\$192,000
2. Parking signage.....	\$3,000
3. Promotion.....	\$16,000
Total.....	\$211,000

B. Annual Expenses of Parking Improvement

1. Supplemental structure staffing/security.....	\$18,000
2. Public information, promotion, oversight.....	\$20,000
3. Set aside to replenish parking lease fund.....	\$154,000
Total.....	\$192,000

C. Annual Income of Parking Improvement

1. Visitor parking (200 @ \$20/month).....	\$48,000
2. Employee parking (500 @ \$20/month).....	\$120,000
3. Carpool parking (100 @ \$20/month * See SEC. 2 below).....	\$24,000
Total.....	\$192,000

SECTION 2. CIRCULATION IMPROVEMENT WITH MULTI-PASSENGER VEHICLES

A. Initial Cost

These costs are funded by Coastal Commission collected fees.

1. Multi-passenger (shuttle)vehicle operations development plan and Bus pass implementation plan by MTDB.....	\$10,000
2. Vehicle acquisition (3 vehicles).....	\$180,000
3. Signage.....	\$3,000
4. Promotion.....	\$20,000
Total.....	\$213,000

B. Annual Expense

1. Employee Bus passes (100 @ \$48 w/ \$35 subsidy).....	\$57,600
2. Carpool parking spaces (100 @ \$20/month 100% subsidy).....	\$24,000
3. Vehicle operation & depreciation (@9,000/month).....	\$108,000
4. Public information, promotion & oversight.....	\$30,000
Total.....	\$211,600

C. Annual Income

1. Employee Bus passes (100 @ \$13/month).....	\$15,600
2. Multi-passenger vehicle income (\$537/day @ 365 days) (108 trips/day 9 hour operation w/ 10 riders/trip @ \$0.50/ride)	\$196,000
Total.....	\$211,600

The +/- \$400,000 Coastal Commission funding available is not reflected in the income long range projections, since it is available only the first few years and is not viewed as a continuing income stream. This funding available now, will be used as seed funding to start up the program. Valet parking will not be financed by this Coastal Fund.

In subsequent years, additional financing can also be obtained from the implementation of the La Jolla Planned District Ordinance (PDO) Parking and Transit fees. The PDO has enabling language allowing fees to be changed from projects that do not provide all parking on site, or require traffic congestion mitigation due to density. Additionally, the La Jolla PDO permits will require future developments to provide free parking at minimum for vanpools and carpools, and reasonable parking fees for all employees, parking for customers will be required with customer validation.

The City will establish separate funding/income accounts for this program, until a Parking Authority is created to manage the parking and transportation program in La Jolla. At that time this fund(s) will be transferred to the Parking Authority/La Jolla District.

III. PHASING:

This program will be phased over a number of years. The first year the community will initiate amendments to the La Jolla PDO to implement future parking/transit fees and strengthen employee and customer free parking requirements, the Interim Parking Program, seek structure parking leases, provide promotion and public information on the programs, establish parking, vanpool/carpool programs, bus passes, and study and develop performance standards and implement the multi-passenger vehicle transportation program. The second year the parking and bus access programs will be expanded, and additional multi-passenger vehicle (shuttle) transportation routes will be considered. The third phase will begin in three to five years and will include bicycle and pedestrian improvements with an expanded multi-passenger vehicle (shuttle) transportation program, when additional financing from other sources such as federal, state, TRANSNET, and PDO fees are available.

ATTACHMENTS:

1. Existing Parking Structure Parking Inventory
2. Proposed Shuttle Route, and Parking Area.
3. Comments Received from City Staff and MTDB, and Coastal Commission.
4. News Articles

at the time of the hearing, the information was not available only the first few pages were available as a containing income stream. This finding available now will be used as a finding to start up the program. A list parking will be provided by this Coastal Commission.

In subsequent years, additional financing can also be obtained from the implementation of the La Jolla Planned District Ordinance (PDO) Parking and Transit Fees. The PDO fee enabling language allowing fees to be charged from projects that do not provide all parking on site, or require traffic congestion mitigation due to density. Additionally, the La Jolla PDO Ordinance will require future developers to provide free parking at minimum for schools and hospitals and reasonable parking fees for all other uses. The Ordinance will be adopted by the City Council.