

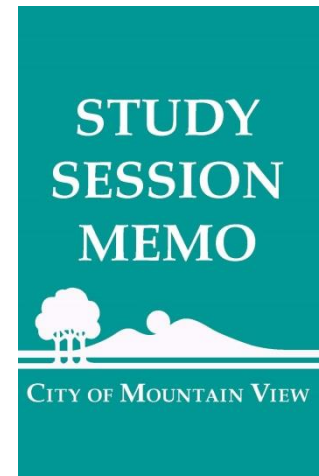
DATE: October 18, 2016

TO: Honorable Mayor and City Council

FROM: Tiffany Chew, Business Development Specialist
Alex Andrade, Economic Development
Manager
Randal Tsuda, Community Development
Director

VIA: Daniel H. Rich, City Manager

TITLE: **Downtown Parking**



PURPOSE

The purpose of this Study Session is to provide an overview of current downtown parking conditions and future parking demands. The City Council is asked to discuss and provide input on options to accommodate parking demands in downtown Mountain View.

BACKGROUND

Mountain View has a thriving downtown with a diverse number of retailers, restaurants, and technology companies. The downtown is supported by 11 public parking facilities—2 parking structures and 9 surface parking lots with approximately 1,584 off-street parking spaces (Attachment 1—Downtown Mountain View Parking Map). The parking spaces have timed parking restrictions Monday through Friday, 8:00 a.m. to 5:00 p.m. To help manage daytime parking demands between long-term parkers (i.e., office workers) and short-term parkers (i.e., retail/restaurant patrons), the City administers a downtown parking permit program for property owners, businesses, and residents within the Parking Maintenance and Operations Assessment District (Parking District). Eligible permit holders have an option of purchasing annual, quarterly, monthly, or daily parking permits.

The downtown public parking facilities and operations are funded by the Parking District. The City's General Fund does not contribute to the Parking District. The Parking District revenue includes parking permit revenue, property owner assessments, and property taxes. The Parking In-Lieu Fee is a separate fee associated with the Parking District and is paid by developers in lieu of constructing parking on-site. Parking In-Lieu Fee revenue is used for the creation of new parking supply.

The City completed a comprehensive Downtown Parking Study in June 2011. The study concluded there are two parking peaks in the downtown—the lunch and dinner hours. While there was sufficient parking at that time, the study concluded that over the next 5 to 15 years, development and improved commercial activity in downtown would lead to a parking deficit. The study outlined a parking management strategy, consisting of less-intensive to more-intensive parking solutions such as managing parking demand and locations, timed parking restrictions, paid parking, and creating new parking spaces.

In July 2011, City Council reviewed the study and authorized staff to work with the Downtown Committee to develop a downtown parking work plan and develop short-, medium-, and long-term parking management strategies for the downtown. With assistance from the Downtown Committee, a Parking Work Plan was created with recommendations for solutions to help make the existing downtown public parking system more efficient. City Council approved the Parking Work Plan in November 2011 and authorized staff to continue working with the Downtown Committee in implementing the parking solutions.

Since the work plan was approved, staff has completed a variety of parking solutions to address the demand:

- Designated additional taxi and shuttle parking during the morning hours around the Transit Center;
- Adjusted the downtown parking permit fees and ongoing close monitoring of the parking permit program;
- Designated a Police Assistant to focus on downtown parking enforcement;
- Completed a downtown parking technology study and integrated technology into the parking management system (including an online parking permit payment system, and real-time wayfinding sign and sensor system at the two public parking structures);
- Implemented a Levi's Stadium Parking Pilot Program, including paid parking in select downtown public parking facilities and residential parking permits; and
- Increased the Parking In-Lieu Fee.

Most recently, staff has hired Walker Parking Consultants (Walker Parking) to study all-day parking alternatives, outline valet parking operations, research shared parking

agreements, and conduct an analysis on the Parking District. Also, if the Hope Street Project (Parking Lots 4 and 8) is approved, it will provide 75 net new public parking spaces when completed in approximately 2019.

CURRENT DOWNTOWN PARKING DEMANDS

To help with the overall management of the downtown public parking facilities, staff collects parking occupancy data in the spring and fall to understand current parking conditions. Parking counts are taken at the public parking facilities (does not include on-street public parking) on two-hour intervals on a Thursday and Friday from 10:00 a.m. to 8:00 p.m. The most recent parking counts took place on April 28 and April 29, 2016, and the next set of parking counts will be collected mid-November 2016.

The data continues to show two parking peaks at the lunch and dinner hours on Thursday and Friday. Friday has a higher demand compared to Thursday. Practical capacity is typically defined as 85 percent (when it becomes difficult for a driver to find a parking space without having to circle or “cruise” for parking). The public parking facilities in the downtown core (100-300 block of Castro Street) continue to have the most demand (Attachment 2 – April 2016 Downtown Parking Analysis), while Parking Structure 3 continues to have some capacity. Current data shows an increase in parking demand compared to the 2011 Parking Study and a new trend illustrates that demand for public parking continues through the afternoon.

Parking Occupancy Peaks	April 2016 Average Parking Occupancy	2011 Average Parking Occupancy
Thursday at 12:00 noon	96%	87%
Thursday at 6:00 p.m.	87%	67%
Friday at 12:00 noon	96%	87%
Friday at 8:00 p.m.	100%	93%

Parking Demands

Staff also looked at the parking occupancy data using a parking demand analysis. Taking the same set of data, staff calculated how many parking spaces the City would need to lower the parking demand to 90 percent and 85 percent parking occupancies. Staff also factored in the Hope Street Lots Project, which (if approved) will add an additional 75 net new parking spaces. On average, the City would need 87 net new

parking spaces to reach a 90 percent occupancy goal and 153 parking spaces to reach an 85 percent occupancy goal.

Parking Peaks	April 2016 Parking Occupancy	Parking Spaces Needed to Reach 90% Occupancy	Parking Spaces Needed to Reach 90% Occupancy w/ Hope Street	Parking Spaces Needed to Reach 85% Occupancy	Parking Spaces Needed to Reach 85% Occupancy w/ Hope Street
Thursday at 12:00 noon	96%	94	19	173	98
Thursday at 6:00 p.m.	87%	0*	0*	31	0*
Friday at 12:00 noon	96%	94	19	173	98
Friday at 8:00 p.m.	100%	157	82	236	161

* The demand for parking on Thursday at 6:00 p.m. is lower than the 90% goal and 85% goal with Hope Street and would not require additional parking spaces to meet that goal.

Staff also analyzed how development projects within the Parking District have impacted the public parking facilities. Most properties in the Parking District are not physically able to provide parking on-site due to their property and building size and proximity to the adjoining properties, so they are allowed to pay a Parking In-Lieu Fee instead of providing parking to expand buildings or build new ones. These one-time fees are paid to the Parking District which uses the funds to create new public parking spaces. The percentage of parking that can be supplied through the Parking In-Lieu Fee varies depending on location of the property and the use.

From 2009 through 2016, six projects within the Parking District were entitled—four projects were completed and occupied while two projects are in the building permit review process. These projects reflect 156,852 square feet of new office space, 16 new housing units, and the need for 447 new parking spaces. The requirement for 201 of these 447 parking spaces was met through payment of the Parking In-Lieu Fee, which increases the demand for public parking. These projects rely on existing public parking facilities to accommodate parking needs that are not met within their own on-site parking facility.

Project	Project Status	Parking Space Demand	Parking Spaces Built	Parking In-Lieu Fee Spaces
871 West Evelyn Avenue (Office)	Occupied	146	33	113
920 Villa Street (Office)	Occupied	63	19	44
324 Bryant Street (Housing)	Occupied	17	15	2
250 Bryant Street (Office)	Occupied	194	161	33
235 Hope Street (Housing)	Building Permit Review	21	19	2
153 Castro Street (New Office Mezzanine)	Building Permit Review	7	0	7
TOTAL		448	247	201

Cost of a Parking Space

Staff recently analyzed the cost of constructing public parking spaces as part of the Parking In-Lieu Fee increase. Staff used two different cost approaches to calculate the cost of a parking space:

- The cost of several comparable parking structures in the Bay Area was estimated. The average cost per net new parking space was determined by assuming the existing land was used as a parking facility.
- The cost of constructing the 850 California Street Parking Structure was adjusted for inflation in construction costs, and subtracted the costs of constructing the ground-floor retail space and solar panels.

Staff identified that the cost of constructing a parking space (in an above-grade parking structure) in downtown Mountain View can range from \$55,000 to \$64,000 in 2016 dollars. The high construction cost per parking space (not including land cost, operations, and maintenance costs) suggests the cost to the City of constructing a new parking structure on an existing public parking lot with approximately 250 parking spaces could cost approximately \$13.6 million to \$16 million.

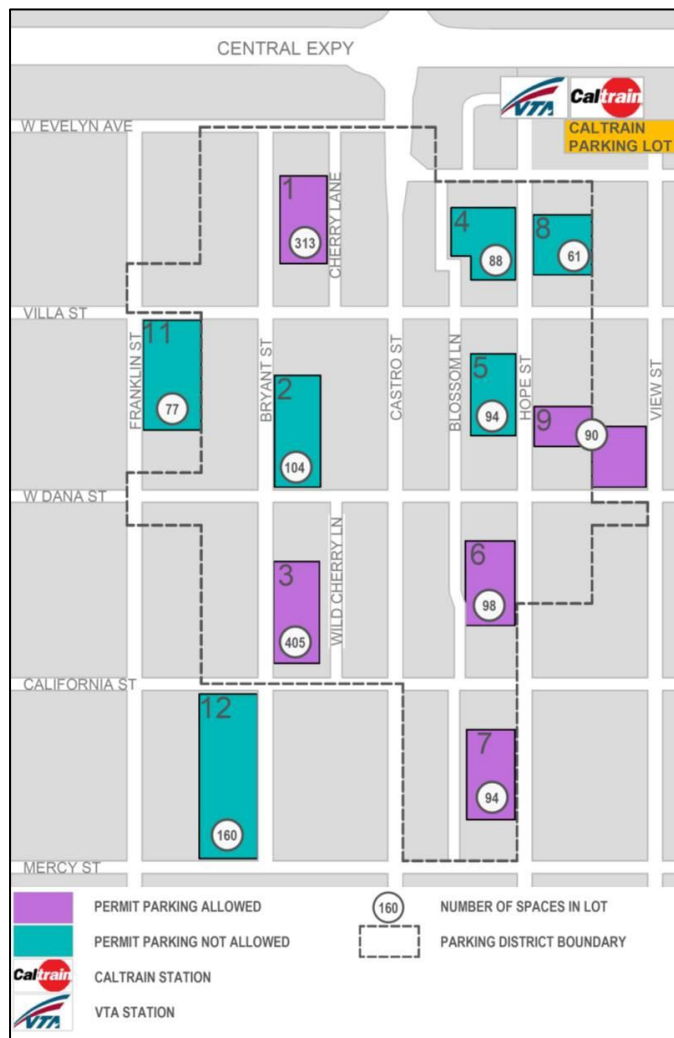
DISCUSSION

Based upon the demand for parking, staff is exploring short-term and long-term options to help support downtown public parking. The short-term options address the more immediate demands for increased parking in the public parking lots and include a valet parking pilot program, and ridesharing credit pilot program. Meanwhile, the long-term options focus on beginning to study shared parking agreements, the feasibility of a third public parking structure, and paid parking.

Short-Term Option: Valet Parking Pilot Program

Based upon analysis conducted by Walker Parking, staff is recommending a valet parking pilot program. Valet parking could help increase the efficiency of a public parking lot and provide additional parking spaces within the existing public parking lots. There are several different approaches to valet parking – valet stands on a street with an off-site parking location, dedicated valet parking lots, and attendant-assist valet parking. For the purpose of this pilot program, staff is recommending exploring an attendant-assist valet parking pilot program.

Attendant-assist valet parking could occur in one of the public parking lots. There is no single drop-off point. Instead, parkers will self-park their vehicles in the drive aisle as directed by the attendant. Once all of the parking spaces are occupied, an attendant would direct drivers to park in a specific location. The driver would release their vehicle and the attendant would take their keys and issue a claim ticket. This would allow the attendants to move vehicles as needed to allow drivers whose vehicles are blocked to exit. Attendants are stationed throughout the facility to help manage vehicles coming and going. On average, an attendant-assist program could add one parked car for every three marked stalls. Below is information on potential valet locations and estimated costs.



Downtown Public Parking Facilities Map

Potential Locations

To help determine potential locations for a valet parking pilot program, Walker Parking developed projected valet parking configurations for all the public parking lots and the rooftop of the public parking structures. The configurations were based on the assumption there would be no or few changes to the parking facility's layout. Two parking lots had little flexibility to accommodate a valet service—Parking Lots 5 and 7. Parking Lots 2, 4, 6, and 9 offered increases of approximately 20 percent to 24 percent. Parking Lot 8 has the most potential with a 44 percent increase in capacity, but its close proximity to the Transit Center could attract transit riders. In addition, Parking Lots 4 and 8 are part of the Hope Street Lots Project. The public parking structures have capacity, but staff recommends keeping the two structures available for permit parking.

Meanwhile, valet parking at Parking Lots 11 and 12 would not create additional parking spaces due to the size of the parking lot and layout of the parking spaces. Also, the lots are identified as temporary parking lots for future development. However, staff recommends exploring both lots as an option for valet parking. Both lots have unimproved sections and a valet assist service could provide parking efficiencies without having to make physical improvements to the lots (i.e., sealing and restriping). The lots have easy access from Shoreline Boulevard and Parking Lot 12 is a central location to the greater downtown.

Staff is recommending four locations be further considered for a valet parking pilot program—Parking Lots 2, 6, 11, and 12. Additional outreach and analysis on the potential capacity would be conducted and evaluated by staff, including emergency

access, impacts to neighboring businesses and/or residents. Staff would then narrow down the four locations to one or two locations.

Estimated Costs

A full-time Monday through Sunday, 12-hour valet parking program is estimated to cost \$100,000 annually or approximately \$4 to \$5 per car. This is based on labor costs (100 hours per week), liability insurance, supplies, and parking management fees. A pilot program could be funded through the Parking District as a way to support the management of our public parking facilities. There are potential options to help offset the operating costs:

- Drivers who use the pilot program could pay a fee to offset the operating costs.
- Potential partnership with the downtown businesses to create a validation program.

City Council Question No. 1: Does the City Council support further exploring a valet parking pilot program, and is the City Council open to charging a fee?

Short-Term Option: Ridesharing Credit Pilot Program

Another short-term option is to explore providing ridesharing credits to people coming and going from downtown Mountain View. The pilot program would encourage drivers to leave their automobiles at their current location and be dropped off at or near their downtown destination. Ridesharing typically involves a driver who agrees to pick up one or more passengers at their home, office, or other public location. The driver then drops the passenger(s) at a specific location. Companies like Lyft and Uber rely on a mobile application and technology to coordinate rides between a driver and passenger.

Cities are beginning to partner with ridesharing companies. The City of Summit, New Jersey, uses ridesharing to reduce the number of vehicles parking at their transit center and the City of Altamont Springs, Florida, uses ridesharing to increase mobility and transportation needs within the community. For Mountain View, a pilot program would help incentivize the community to rideshare rather than driving and parking in downtown, thereby decreasing the number of vehicles needing a parking space.

A six-month pilot program where ridesharing trips originating in Mountain View and ending in the downtown or a trip from the downtown to a Mountain View location are credited \$3 to \$5 could be explored. (Staff conducted cost estimates for a ridesharing

company. A ride to downtown Mountain View from a Mountain View home two miles away costs approximately \$8 per ride.) Staff would work with the ridesharing companies to create a credit program where users are either automatically credited or would be able to input a Mountain View specific credit code. The company would place a virtual barrier (geofencing) around the City boundaries to ensure the credit is applied to Mountain View rides. The pilot program would also identify ridesharing pick-up and drop-off locations in downtown to minimize double parking and traffic caused by ridesharing. Additional analysis would be conducted, including determination of a credit amount, hours of operation, impacts to the community, and outreach to the business community.

Estimated Costs

Staff estimates a six-month pilot program would cost \$36,500 with 50 rides per day at \$4 credit per ride. Staff recommends placing a limit on the total amount of credit to be applied to a ridesharing company. Staff would work with the ridesharing company to track usage and demand. If the demand exceeds expectations before the end of the six-month period, staff would discuss options at that time. A pilot program could be funded through the Parking District as a way to support the management of our public parking facilities. A potential partnership with the downtown businesses could help offset the costs.

City Council Question No. 2: Does the City Council support a six-month pilot program for ridesharing credits and designated drop-off/pick-up spots?

Long-Term Option: Shared Parking Agreements

Shared parking is defined as parking spaces that can be used to serve two or more individual land uses without conflict or encroachment. There are two different types of shared parking:

1. The use of existing, underutilized, privately owned parking spaces to augment the public parking supply. Staff would need to work with the property owners to seek their support and determine if the parking lots are underutilized and could serve additional parking users. In addition, the private parking facilities should provide the best pedestrian connectivity to the downtown and convenient vehicle access.
2. The use of new development projects where either parking is shared with the public during off-hours or public parking is built within the project and is provided to the City.

In addition, there are other options for shared parking beyond privately owned parking lots. Staff could pursue conversations with the Joint Powers Board (JPB) on increasing utilization of the downtown Mountain View Caltrain parking lot. Other communities have partnered with the JPB to utilize a Caltrain parking lot during nonpeak parking times.

City Council Question No. 3: Does the City Council support staff exploring options for shared parking agreements?

Long-Term Option: Create Additional New Parking

In the 2011 Parking Study, a parking management strategy was identified to coordinate and balance the parking needs of different parking users. The strategy consists of a wide variety of parking management tools and programs. These tools start with managing parking demand and location, timed parking, and ending with more complex and costly programs—paid parking and creating new public parking spaces. Staff currently has funding to conduct a feasibility study for a third public parking structure. The purpose of the study is to identify potential locations for a third structure and explore potential funding mechanisms to pay for the parking structure. Another alternative is to build in net new parking as part of the Transit Center Master Plan. This will be discussed at a later Study Session on October 18, 2016.

City Council Question No. 4: Does the City Council support staff beginning to study the feasibility of a third public parking structure?

Long-Term Option: Paid Parking

The 2011 Parking Study concluded that charging for parking in the commercial core is one of the most direct routes to instigate a shift in parking behavior and demand, but is best as an option after all the other parking tools (parking demand, location, and time) prove to be unsuccessful. In addition, the Downtown Committee identified studying the concept of paid parking as part of their current work plan. A paid parking study would require an extensive outreach to stakeholders, analysis of different paid parking methods (i.e., parking meters, parking permits, parking reservations), pricing options, paid parking locations (on- and off-street), how to manage a paid parking system (i.e., staffing and equipment), and how the funding impacts the Parking District.

City Council Question No. 5: Does the City Council support staff beginning to study paid parking?

RECOMMENDATION

Staff recommends City Council provide direction on the program options to help address current and future parking demands. From a timing and staff workload perspective, staff does recommend focusing on the two short-term options—a valet assist service and ridesharing credits in the next year.

City Council Question No. 1: Does the City Council support further exploring a valet parking pilot program, and is the City Council open to charging a fee?

City Council Question No. 2: Does the City Council support a six-month pilot program for ridesharing credits, and designated drop-off/pick-up spots?

City Council Question No. 3: Does the City Council support staff exploring options for shared parking agreements?

City Council Question No. 4: Does the City Council support staff beginning to study the feasibility of a third public parking structure?

City Council Question No. 5: Does the City Council support staff beginning to study paid parking?

NEXT STEPS

Following feedback from the City Council on the five options, staff will develop a work plan, including scope of services, timeline for implementation, and budget. To move forward with any of these options, staff would reach out to stakeholders and review the draft work plan with the Downtown Committee, Central Business Association, and Chamber of Commerce. Staff would bring the option back to City Council for formal approval and budget appropriation.

PUBLIC NOTICING

The Council's agenda is advertised on Channel 26, and the agenda and this report appear on the City's website. All property owners within the Parking District and downtown business owners were notified of this meeting by mailed notice. The Central Business Association, Chamber of Commerce, and the Old Mountain View Neighborhood Association (OMVNA) were noticed by e-mail.

TC-AA-RT/7/CAM
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Attachments: 1. Downtown Mountain View Parking Map
2. April 2016 Downtown Parking Analysis