



Planning Commission Staff Report

March 8, 2017
Item 6.a.

SUBJECT: P17-0055

APPLICANT: City of Pleasanton

PROPERTY OWNER: Various

PURPOSE: To review the Downtown Parking Strategy and Implementation Plan

LOCATION: Downtown Pleasanton

GENERAL PLAN: Various

SPECIFIC PLAN: Downtown Specific Plan

ZONING: Various

EXHIBITS:

- A. [Draft Downtown Pleasanton Parking Strategy and Implementation Plan, dated February 28, 2017](#)
- B. [Planning Commission Staff Report, dated August 24, 2016](#)
- C. [Public Comment](#)

STAFF RECOMMENDATION

Staff recommends that the Planning Commission adopt a resolution recommending the City Council approve the Downtown Pleasanton Parking Strategy and Implementation Plan (Parking Plan).

EXECUTIVE SUMMARY

Staff has been working with transportation planning consulting firm Fehr & Peers to draft a Parking Plan to identify strategies to more effectively manage and increase the parking supply in Downtown Pleasanton. The Parking Plan discusses: existing parking conditions; increasing the parking supply, including the feasibility and cost of developing a parking structure; factors influencing parking occupancy rates; parking demand management strategies; future demand scenarios; and an implementation plan, including the identification of the top ten implementation strategies. This report focuses on changes made to the draft Parking Plan since the Planning Commission last reviewed this document in August 2016.

BACKGROUND/HISTORY

The attached Planning Commission Staff Report of August 24, 2016 (Exhibit B) provides the background and history for the Parking Plan.

CHANGES INCORPORATED IN THE PARKING PLAN

Since the release of the draft Parking Plan in June 2016, City staff sought feedback from City committees, organizations with an interest in Downtown, and individuals, as well as the City Council and the Planning Commission. Staff attended the following meetings to seek feedback on the draft Parking Plan:

- City Council – July 19, 2016
- Economic Vitality Committee – July 21, 2016
- Bicycle, Pedestrian and Trails Committee – July 25 and August 22, 2016
- Downtown Vitality Committee of the Pleasanton Downtown Association (PDA) – August 23, 2016
- Planning Commission – August 24, 2016
- Chamber of Commerce – September 14, 2016
- PDA Board of Directors – September 14, 2016

In addition, staff also sought public feedback on the draft Parking Plan by notifying interested parties via email in advance of the Planning Commission hearing, and by advertising the draft plan on the City's social media platforms.

The February 28, 2017 draft Parking Plan includes revisions generated from public input received on the plan. Changes were made to refine implementation strategies, add to or supplement existing parking management and supply strategies, and to provide additional information. Changes to the document made since June 2016 are described below.

Top Ten List of Strategies. This list has been added to the *Introduction* and is further described in the *Implementation Plan* (Chapter 6). It consists of strategies that can be immediately implemented and/or that provide substantial improvements to parking supply. The top ten strategies identified are:

1. Complete Parking Strategy for Transportation Corridor (Strategy 1.5.10)
2. Enhanced Time Restrictions (Strategy 1.4.1)
3. Wayfinding (Strategy 1.4.2)
4. Designated Employee Lots or Permits (Strategy 1.3.1)
5. Bicycle Access and Trail Connectivity Improvements (Strategy 1.2.1)
6. Private Lot Utilization for Weekends and Evenings (Strategy 1.5.3)
7. Identify Opportunity Sites for Surface Parking (Strategy 1.5.11)
8. Establish Transportation Demand Management Association (Strategy 1.1.3)
9. Short Term Bicycle Parking (Strategy 1.2.2)
10. Loading Zone time of day restrictions (Strategy 1.5.5)

Implementation of Strategy 1.5.10, identified as the first of the top ten strategies, would require the preparation of a design and approval of funding for completing the parking and trail improvements along the Transportation Corridor. Although this would be a substantial effort, it is one of the more cost effective strategies for providing additional parking (estimated at \$20,000 per space, including construction of multi-use trails, lighting, gathering areas and other amenities, but excluding land acquisition costs incurred at the time City purchased the land and excluding technical studies). This strategy, if funded, can be implemented in the near-term. Staff is also proposing that final version of the plan revise this strategy as a two-fold approach, with the first step of this strategy (1a) indicating updating the finalizing the design of the transportation corridor; and the second step (1b) proceeding with construction and implementation.

Effectiveness of Strategies. Where research was available, Fehr & Peers added information on the impact of individual strategies to reduce parking need or increase parking supply. This information has been added to Table 6 where warranted and is generally shown as a percentage range estimate. For example, Strategy 1.1.2 for a Transportation Information Center is estimated to decrease parking demand by 1 to 3%.

New Strategies. Several new strategies have been added to Table 6 (Potential Parking Management Strategies): Strategy 1.5.11 (Identify Surface Parking Opportunity Sites) is to identify vacant or underutilized property that could be converted to public parking, and Strategy 1.5.12 (In-Lieu Parking Fees), outlines the in-lieu parking fee program and notes that in-lieu fees should be periodically reviewed and adjusted by the City Council. Strategy 1.3.5 (ADA Parking Supply Review) has been added so that the number and location of on-street ADA designated stalls can be periodically reviewed (please also see the *Public Notice and Comments* section of this staff report).

Potential Parking Structure Site. In the *Parking Structure Feasibility and Cost* section of Chapter 4, the existing City-owned public parking lot on Peters Avenue has been added as a fourth potential parking structure site. The existing 85-space lot could potentially accommodate a 181-space garage, resulting in a net gain of 96 spaces, with an average cost per space of approximately \$28,000 (excluding design/engineering fees and other soft costs, such as permitting costs). Table 1 below identifies the cost for each of the parking garage site locations.

Table 1: Parking Structure Estimated Cost

	Estimated Cost ¹	Average Cost Per Parking Space ¹	Average Cost Per Net New Parking Space ¹	Land Acquisition Cost Range
Workbench True Value Site	\$3,800,000	\$29,000	\$74,000	\$1,080,000 to \$1,800,000
Bank of America Site	\$3,300,000 to \$10,400,000	\$27,000 to \$29,000	\$34,000 to \$41,000	\$720,000 to \$2,520,000
Inklings Coffee and Tea Site	\$5,500,000	\$29,000	\$49,000	\$1,680,000 to \$2,800,000
City Owned Peters Avenue Lot	\$4,900,000	\$28,000	\$52,000	NA

¹ These costs do not include land acquisition, design services, or permitting costs. The Peters Avenue lot is already owned by the City.

Additional information regarding existing spaces, potential number of garage spaces, and estimated land acquisition costs has been added to the Parking Garage Construction Cost Summary in the draft Parking Plan (the land acquisition cost is included in Table 1; these costs are in addition to the estimated cost, and are not incorporated into the average cost per parking space, and average cost per net new parking space). Also, costs for the Bank of America site have been amended based on a change in the number of spaces in the draft Parking Plan.

Modifications to Strategies and Additional Information. Strategy 1.2.12 (Streetscape Improvements) has been modified to specify that pedestrian network improvements

should be incorporated in all new parking areas. The strategy related to a residential permit parking program) was deleted as this program is already available in the Downtown. Text has been added in the *Introduction* to acknowledge the difficulty visitors have finding parking and distinguishing between private and public parking lots. Information has been added regarding the “Master Plan for the Downtown Parks and Trail System”, adopted in March 2002. Some text related to the rationale for charging for Downtown parking has been removed, although Strategy 1.3.2 (Parking Pricing) is included as an option that could be considered in the future to more effectively manage parking supply. Additional information regarding the cost of developing parking in the Transportation Corridor has been added to Table 6.

Policy Conflicts with Parking Management Strategies. Additional information has been provided in this section of Chapter 4, *Parking Management Strategies*, to explain why charging for parking can free up curb side spaces for those who will pay for a parking spot closer to their destination. The wording in *Table 7: Potential Parking Management Conflicts to Resolve*, regarding the conflict with the Downtown Specific Plan policy prohibiting parking charges, has been changed to say this policy could be “modified” rather than “eliminated.”

Transportation Network Company (TNC) Services and Autonomous Cars. The draft Parking Plan acknowledges TNC services and autonomous cars as a means of transportation, and their potential impact on parking demand, particularly in regard to making major investments such as a parking structure (which may need to be designed with the needs of autonomous/self-parking vehicles in mind, or may become obsolete if patrons are dropped off by a car that will subsequently go elsewhere). A strategy to manage curbside drop-off areas for TNC services or autonomous cars has been added, and Strategy 1.2.8 (Free or Reduced Fare Shuttle/Circulator to Downtown) has been expanded to include partnerships with TNC services to offer ride incentives to the downtown.

Reorganization to create Appendix F: Parking Strategy Implementation. Information from Tables 17, 18 and 19 previously in Chapter 6: Implementation Plan now appears in Tables F-1, F-2 and F-3 in Appendix F and includes all the strategies as well as the entities responsible for implementation and the resources needed.

BICYCLE AND PEDESTRIAN MASTER PLAN UPDATE

Some of the comments staff received in response to the draft Parking Plan were better suited for the Bicycle and Pedestrian Master Plan Update (e.g., increase and improve on bicycle access to Downtown). Relevant comments were conveyed to the City team leading the Bicycle and Pedestrian Master Plan update effort. The update to the Bicycle and Pedestrian Master Plan is currently underway, and will be presented to the Planning Commission (and subsequently City Council) at a future meeting. The current working draft of the Bicycle and Pedestrian Master Plan Update supports the draft Parking Plan in the following ways:

- Supports implementation of the existing Downtown Specific Plan, including all pedestrian and public space enhancements within that plan;
- Supports development of the Transportation Corridor for pedestrians, bicyclists, and motor vehicle parking, consistent with the 2002 Master Plan for the Downtown Parks and Trails System, and also supports linking the trail system to the Downtown;

- Supports bicycle parking at the ACE station; and
- Supports providing secure, adequate, and easily accessible bicycle parking within the Downtown.

PUBLIC NOTICE AND COMMENTS

Persons and organizations who have expressed an interest in this project and in the update to the Downtown Specific Plan were notified via email of this meeting, as were members of the Downtown Specific Plan Update Task Force. Notice of this item was also published in *The Valley Times*, mentioned in the *Pleasanton Weekly* as an upcoming agenda item, and shared on the City's social media accounts. At the time this report was prepared, staff received one comment from a member of the public concerned about the lack of ADA parking, and about the lack of parking in general. A copy of this correspondence is attached to this report at Exhibit C. Figure 5 of the draft Parking Plan shows the location of two on-street ADA parking spaces (one near the intersection of Main Street and Old Bernal Avenue, adjacent to the Veterans Hall, and a second near the intersection of Main Street and Division Street, adjacent to the Museum on Main Street). As noted in this report, a strategy has been added to review the number and location of on-street ADA designated stalls. Additionally, staff received comments from the Pleasanton Heritage Association (PHA), primarily regarding the update to the Downtown Specific Plan, but this correspondence includes remarks about parking (please see Exhibit C).

ENVIRONMENTAL ASSESSMENT

This project is exempt (Section 15262, Feasibility and Planning Studies) from the requirements of the California Environmental Quality Act (CEQA); therefore, no environmental document accompanies this report. Specific plans for any subsequent improvements related to strategies in this study will be evaluated to determine if additional environmental documentation is necessary at that time. In general, the strategies in the Parking Plan would reduce vehicle congestion by more effectively managing the existing parking supply, thus improving environmental quality in and around Downtown Pleasanton.

SUMMARY/CONCLUSION

If the Downtown Pleasanton Parking Strategy and Implementation Plan is adopted, it will provide a roadmap for implementing parking improvements in the Downtown. As noted in the Parking Plan, several of the Top 10 strategies require minimal funding and can be implemented as staff resources allow. Other strategies, such as designating employee lots or permits, will require coordination and agreement with Downtown employers and the Pleasanton Downtown Association. Some strategies, such as completing the parking strategy for the Transportation Corridor will require additional planning and significant funding. This document will also be considered during the update of the Downtown Specific Plan and relevant components may be incorporated into the Specific Plan.

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