

Agenda Report

TO: CITY COUNCIL

DATE: December 19, 2005

FROM: CITY MANAGER

SUBJECT: ADOPTION OF THE PARKING STUDY AND RECOMMENDATIONS FOR PASADENA PLAYHOUSE DISTRICT AND PARKING ADMINISTRATOR FUNDING

RECOMMENDATION

It is recommended that the City Council:

- (1) Adopt the "Parking Demand and Supply Analysis and Recommendations – Final Report, Revised October 2005" for Pasadena Playhouse District, prepared by Meyer, Mohaddes Associates. The Overview is provided in Attachment 1.
- (2) Approve the expansion of the Playhouse District Streetscapes, Walkways & Alleys Plan to the boundaries of the Playhouse Property Based Business Improvement District, provided in Attachment 2.
- (3) Approve implementation of Phase 1 to fund a Playhouse District Parking Program beginning March 1, 2006 in the amount of \$165,000 per year for five years.

EXECUTIVE SUMMARY

The 2005 Parking Demand and Supply Analysis is the culmination of a number of parking studies completed in the Playhouse District and is an update to the most recent study completed in 2000. Significant development since 2001 has resulted in the loss of more than 900 surface spaces in the core of the District, making the recommendations of the 2000 report obsolete. The new study identifies a shortage of at least 300 spaces to serve day-time uses in the core of the District. The Core of the District being the blocks north of Green Street, south of Union Street, from Los Robles to Lake Avenue.

The study recommends the installation of parking meters in the core of the District and creation of a Parking Meter Fund that can be used to leverage the development of new off-street parking. However, the District is concerned that the implementation of meters

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without the provision of additional off-street parking will only worsen existing conditions. Instead, the staff and the District are recommending a three-phase approach that includes in the first phase the creation of a District Parking Administrator paid for by the City to maximize use of existing resources and encourage the use of transit. Phase 1 would include a proposal to provide funding support in the amount of \$165,000 per year for 5 years, if the Playhouse District Renewal is successful. Phase two would consider the installation of meters and exploration of opportunities to leverage the revenue to construct a public parking structure. The Implementation Plan is in Attachment 3.

The recommendation to provide additional funding to the Playhouse District is done for two reasons. The primary reason is that the funding will enable the creation of a Playhouse District Parking Administrator whose responsibility would include working with District businesses to resolve parking issues through the promotion of existing parking resources and transit use. The second is that an effective response to addressing the parking issues could only be attained through a partnership between the District and the City. This recommendation includes a provision that the Association narrow the District boundaries to refocus resources to the core of the District. An exhibit of the current, proposed and revised District boundaries are included in Attachment 2.

BACKGROUND

The Pasadena Playhouse District is centrally located within Downtown Pasadena and is located between the City's Civic Center Mid-Town District, and the South Lake Avenue financial, shopping, and residential district. The approximate 34-block Playhouse District includes a mix of uses including the Pasadena Playhouse, Pacific Asia Museum, Target, Laemmle Theater, and various retail, office, and residential uses. The long-term plan is to promote the area as a mixed-use entertainment, commercial and residential area that will attract and generate activity throughout the day and into the evening.

Purpose of the Report /Study

In April 2003 the City retained the services of the consulting firm of Meyer, Mohaddes Associates to assist with the Playhouse District parking concerns. This parking study was undertaken as an update to the *Parking Demand Analysis and Recommendations* study completed for the City in May 2000. The District has seen significant development since then and this study was conducted to update the recommendations presented in that report.

This updated study included conducting new inventory and parking usage surveys, updating the parking demand analysis, and developing recommendations for promoting and managing the District's parking operations. An overview of the parking study is shown in Attachment 1.

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Study Area

The overall study area consisted of the 34 blocks comprising the Pasadena Playhouse Business Improvement District (PBID) bounded by Corson Street on the north, Lake Avenue on the east, Cordova Street on the south, and Los Robles Avenue on the west.

Summary Parking Study Findings

The central findings of the Playhouse District parking study include the following:

1. Based on the current land use mix, density, and activity level in the core blocks of the District there is a current shortage of 300 parking spaces during the daytime business hours. However, this shortage is based on existing characteristics and the assumption that a reasonable amount of shared parking is occurring. If in the future there is a significant intensification of the area land uses, then the number of additional parking spaces needed could be higher.
2. Two strategies for providing additional parking are 1) to provide stand-alone structures that can serve multiple uses or 2) to provide incremental additions to supply by including publicly available spaces in private developments. If a Playhouse Parking Meter Fund is created, net revenue can be leveraged to create a parking structure through various financing mechanisms.
3. There is an adequate supply of parking outside the core retail blocks of the District. However, most of these parking spaces are not within convenient walking distance of the shopping/entertainment core; the core being the area north of Green, south of Union.
4. There is a significant demand during the day for high turnover (1 hour or less) parking and some longer stay (up to 2 hours) spaces.
5. Installation of on-street parking meters along streets within the core area of the District would encourage the use off-street parking by long-term parkers and would maintain on-street spaces for higher turnover visitors.

PARKING IMPLEMENTATION STRATEGY

Staff worked with the Playhouse District stakeholders to develop an implementation plan to address immediate parking concerns. The three-phase approach provides some immediate mitigation measures while allowing time for further consideration of meters. The role of the Parking Administrator in the first phase will be to implement all elements of the General and Administrative Recommendations, and recommendations 7 through 13 of the Off-Street Recommendations of the updated study, provided in Attachment 1. Those responsibilities would include elements such as the promotion of the use of transit, identification of parking resources outside the core of the District, and the relocation of employee parking to parking resources outside the core of the district to free spaces for customers.

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Funding for the Playhouse Parking Administrator would come from a combination of assessments and city funding. Currently, the City PBID assessment is approximately \$3,500 per year in addition to a \$50,000 grant made by the Community Development Commission (CDC). The contribution would be paid in lieu of the annual City assessment and would represent an \$111,500 increase. The budget of \$165,000 includes: the salary costs for: the Parking Administrator position; materials and supplies for the position; funding to produce material promoting the use of public transit and periphery parking; supplement costs for the clean and safe programs which will further enhancing the pedestrian walkability of the district.

Playhouse District Streetscapes, Walkways & Alleys Plan

A component critical to the success of the promotion of the use of public transit is the provision of a walkable environment. The Playhouse District being centrally located is a hub for various transit lines including the Gold Line at Lake Avenue. To fully leverage those resources, principles of the Playhouse District Streetscapes, Walkways & Alleys Plan should be expanded to the fullest extent of the district, which was expanded since the adoption of the streetscape plan. There are incomplete elements in Phase I and Phase II of the streetscape plan such as the installation of street trees along Colorado Boulevard and pedestrian lighting that would greatly contribute to the walkability of the District. With the expansion of the District and opening of the Gold Line, the expansion of the Streetscape plan will allow for installation of such amenities and the collection of funds from new development for these improvements. Staff will work with the Playhouse District Parking Administrator to formulate the needs and will bring information back to Council with an operating budget amendment.

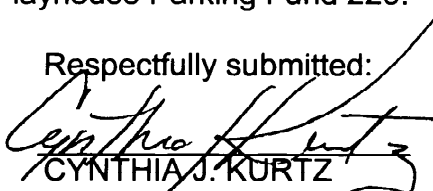
ENVIRONMENTAL IMPACT:

The activities referenced in this report are exempt from the California Environmental Quality Act (CEQA) under the General Rule that CEQA applies only to activities which may have a significant effect on the environment (Section 15061(b)(3)).

FISCAL IMPACT

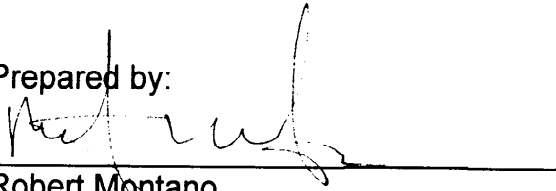
Approval of the implementation plan will result in a Fiscal Impact of \$165,000 per year for 5 years if the Playhouse Property Based Business Improvement District renewal is successful. If renewed, Playhouse PBID would commence January 1, 2007. Staff will request appropriations in the amount of \$82,500 for the balance of FY06 in the January Quarterly Operations Budget Report. Funding sources will be \$115,000 in CDC funds, and \$50,000 in Transportation Funds using Playhouse Parking Fund 229.

Respectfully submitted:


CYNTHIA J. KURTZ
City Manager

December 19, 2005

Prepared by:



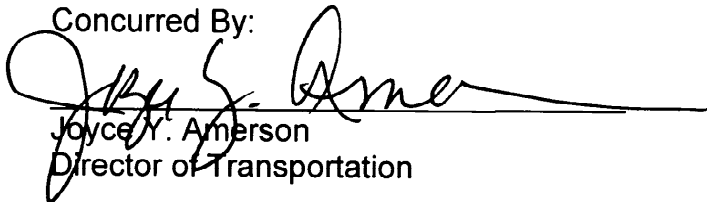
Robert Montano
District Coordinator

Approved by:



Richard J. Bruckner
Director of Planning and Development

Concurred By:



Joyce Y. Amerson
Director of Transportation

Attachment 1

ATTACHMENT 1

Overview of the Parking Study

DISTRICT'S VISION AND MISSION STATEMENTS

The mission statement for the Pasadena Playhouse District states that the District should become “ *A vibrant, safe and attractive center for Culture, Commerce and Community*”. This includes the District serving as the cultural and intellectual center for the greater Pasadena community with theaters, museums, music, and entertainment. The District projects a thriving economy based with restaurants, commercial businesses, and personal / professional services. The District intends to be an exciting yet comfortable, livable, walkable community for residents, businesses, cultural venues, and educational and religious institutions where streets, sidewalks, alleys and paths will stay safe, clean and pleasant and many will ride light rail and the buses that serve the area.

The District and the City also plan to encourage the development of mid to upscale value-retail as well as smaller specialized retail uses to fill the gaps that impede pedestrians from making district-wide connections, particularly along Colorado Boulevard. The District identifies the need to develop public/private partnerships that must work together to develop the creative design of public space.

The District's Mission Statement is: “*To promote the economic vitality of the Playhouse District as the center of Culture, Commerce and Community in the heart of Pasadena*”.

Keeping these statements in mind while identifying any parking problems in the District and developing recommendations and implementation strategies to address those problems was important. The recommendations and accompanying implementation strategies were developed with the idea of supporting the vision and mission of the District.

STUDY AREA

The overall study area consisted of the 34 blocks comprising the Pasadena Playhouse Business Improvement District (PBID) bounded by Corson Street on the north, Lake Avenue on the east, Cordova Street on the south, and Los Robles Avenue on the west as seen on Figure 1. This overall area was divided into four “Analysis Zones”. Zone A was the blocks in the southern portion of the District bounded by Green Street, Lake Avenue, Cordova Street, and Los Robles Avenue, including both sides of the east, south and west boundary streets. Zone B consisted of the 12 blocks bounded by Union Street, Lake Avenue, Green Street, and Los Robles Avenue, including both sides of the bounding streets. Zone C consisted of the blocks bounded by Walnut Street, Lake Avenue, Union

Street, and Los Robles, including both sides of the east, west and north boundary streets. Zone D was the blocks bounded by Corson Street, Lake Avenue, Walnut Street, and Los Robles Avenue, including both sides of the east, west and north boundary streets.

ISSUES/PROBLEMS REGARDING PARKING IN THE DISTRICT

The Playhouse District has undergone some transformations over the past few years that have partially changed the character of the area. At the same time, the changes have not directly addressed some of the issues/problems encountered by the local community.

- The most prevalent of these problems is the loss of parking spaces in the core area of the District—the blocks between Union and Green. The parking lots have not always been replaced by spaces that can be used by employees and patrons in the District. While some of the spaces were associated with land uses that are no longer present in the District, the net result is an overall loss in the number of spaces.
- Several of the former parking sites have been replaced with infill residential development that is being required to provide a lower number of parking spaces (1.5 per unit) than some in the community assess is adequate for those developments. Previous data does not indicate whether the required number of spaces were sufficient or not. Many in the District's business community assess that the sites are under-parked and have a significant concern that the residents will "spill" into other facilities or into on-street spaces. The District already experiences problems with "spill-over" parking from the Fuller Seminary and the California School of Culinary Arts as students routinely park in the on-street spaces in the District and take lower cost public spaces away from patrons and employees.
- Comments from the business community indicate that there is a significant perception that daytime parking is at a premium in the area and that there is a significant shortage of parking for office and retail employees during the day proximate to the business sites. This is especially true for businesses that have little or no on-site parking and rely on public lots and garages and on-street spaces for their parking supply.
- Many smaller lots in the area are near capacity or have been removed as part of redevelopment plans. With only a few sites that could potentially accommodate a large parking structure, the need to identify a strategy for addressing future parking demand is very important.
- Discussions with area stakeholders along with field observations indicate that there is a significant amount of "shuffling" of vehicles parked on-street during the weekday. This is from students and employees parking in free

on-street spaces and then moving to another space after two hours. While this practice is difficult to document, the limited number of available daytime long-term parking spaces near the schools and core blocks would support it occurring.

- While specific future development plans have not been identified for many of the District's sites that could be susceptible to redevelopment, there is a concern that future demand will exacerbate the problem and deter business owners and patrons from coming to the Playhouse District. In addition, intensified in-fill development could also cause additional parking shortages in the District.

SUMMARY FINDINGS

- The parking supply and occupancy survey results for the District, when taken in aggregate, would seem to indicate that the District should have an adequate parking supply. However, an uneven distribution of the parking supply in the District and a clustering of some demand in areas not proximate to some of the larger parking supplies results in a misallocation of the spaces with respect to locating supply near demand.
- Many of the spaces that are available are not the type or price that many daytime parkers are looking for. This includes longer-term parking for employees and students.
- Many of the spaces in the core blocks centered along Colorado Boulevard are reserved for private or dedicated parking and therefore are not conducive to a shared parking environment. This is evident in the relatively short length of stay in the private retail lots and the longer stays in the pay lots.
- Evening parking is available, but difficult to find or not user friendly (e.g., poorly lit walks, no signage, etc.).
- Most of the parking structures along Lake Avenue are effectively full during the weekday afternoon. However, many have significant evening and Saturday capacity available.
- The lot and structures closest to the core activity blocks (B9, B10, and B11) have higher evening occupancies than the remainder of the District. These facilities also experience significant daytime demand.
- The parking structure adjacent to the culinary school is only about 50 to 60 percent occupied during the weekday afternoon and less than 15 percent the remainder of the time, including all day Saturday.
- The shortages of parking are located in two areas. The first is parking near the Fuller Seminary where weekday and Saturday daytime demand is high and public parking is limited.

- The second is the core blocks along Colorado and Zone B where additional daytime parking for employees and patrons is needed and the connection of parking facilities and activity centers will be an important consideration.
- There is significant demand during the day for high turnover parking (1 hour or less) and some longer stay spaces (up to 2 hours). These spaces will need to be convenient to the demand generators and providing them will likely require relocating employee and student parking off of the street.

Without a defined management and marketing strategy in the District for both land use and parking and the implementation of those strategies into a program for developing additional parking, the District will have trouble achieving its vision. Growth in the District is inevitable and with it will come demands for more parking spaces. Since the number of on-street spaces that are available is finite, the alternatives are to reduce the demand for parking and/or increase the effective supply in the area.

SUMMARY OF KEY RECOMMENDATIONS

The following recommendations have been developed based on the survey data collected, discussions with City staff and area stakeholders, and analysis of the known needs in the area. The recommendations have been segregated into three areas—General and Administrative, On-Street Parking, and Off-Street Parking. Details of possible implementation strategies that can be used towards achieving those recommendations are contained in the full parking study.

General and Administrative Recommendations

1. City staff and the Playhouse District should work together to agree on a management structure that would oversee and/or monitor overall on-street and off-street parking in the District and advise the City Council on such matters as appropriate. The management structure should represent the various stakeholders in the District, including but not limited to property owners, business owners and tenants, religious and educational institutions, and residents. The management structure, as appropriate, would review the priority expenditures of net revenues from parking meters in the District for streetscape and parking related expenditures that enhance and regulate parking within the District, and would review District parking operations and recommend implementation of continuing initiatives.
2. The Playhouse District should work with the City to promote the use of transit service to the area including ARTS bus and other shuttles. Promote the use of the Gold Line for District access through transit linkages to the Gold Line stations and, if needed, developed enhanced shuttle service to serve special events and peak activity periods in the District.

3. Enhance the streetscape and sidewalk environment in the District to encourage walking and multi-purpose trip making. Implement the concepts identified in the District's Concept Plan for Streetscapes, Walkways, and Alleys, including improving pedestrian linkages to the Gold Line station at Lake Avenue.

On-Street Recommendations

1. Amend the existing Playhouse Parking Meter Zone boundaries (Pasadena Municipal Code Ordinance 10.45.220) to include the entire Playhouse District boundaries as defined by the Playhouse Property Based Business Improvement District.
2. Amend the existing Playhouse Parking Fund to segregate revenue and expenses from on- and off-street parking operations in the Playhouse District.
3. Create a new "Playhouse Parking Meter Fund" to track revenue and expenses from on-street parking operations in the Playhouse Parking Meter Zone.

The separate on-street fund would allow revenues from meter operations to be more accurately identified and earmarked for particular programs.

4. After approval by the District, install on-street parking meters along streets within the core area of the District to encourage the use of off-street parking by long-term parkers and maintain on-street spaces for higher turnover visitors. Install on-street parking meters along the following streets:
 - Both sides of Union Street between Los Robles and Lake
 - Both sides of Colorado Boulevard between Los Robles and Lake
 - Both sides of Green Street between Los Robles and Lake
 - Both sides of El Dorado Street between Madison and Oakland and the south side between Oakland and Los Robles
 - The east side of Los Robles between Walnut and El Dorado (existing)
 - Both sides of Oakland between Union and El Dorado
 - The west side Madison Avenue between Green and Colorado and both sides of Madison between Colorado and Union and between El Dorado and Green
 - The west side of El Molino between Green and Colorado and the east side between Mira Monte and Green
 - Both sides of Oak Knoll Avenue between Green and Union
 - The east side of Hudson Between Green and Union
 - The west side Lake Street between Green and Colorado (note: the east side may also be metered depending on location of existing parking.)

5. Establish parking rate plan for existing on- and off-street parking including identifying the times of the day and the days of the week that parking charges will be enforced. Consider the use of a variable rate plan with rates varying by time of day and day of the week.

Off-Street Recommendations

1. Amend the existing Playhouse Parking Fund to include only revenue and expenses from off-street parking operations in the Playhouse District.
2. Provide at least 300 additional public parking spaces in the core blocks adjacent to Colorado Boulevard. The number of spaces needed in addition to this amount, if demonstrated by future demand, will be dependent on the ability of new developments to provide adequate parking on-site for the development needs and if any additional public parking is provided within those sites.

Two strategies for providing additional parking are to provide large stand-alone structures that can serve multiple uses or to provide incremental additions to supply by including publicly available spaces in private developments. If a Playhouse Parking Meter Fund is created, in the future, through various financing mechanisms, including public/private partnerships, net revenue in this fund can be leveraged to create a parking structure available to the public.

3. Require new development projects in the District to be self-parked or provide documentation of their long-term participation in identified public and/or private parking facilities.
4. Identify and promote participation in quality partnership projects to provide parking as part of public/private venture in the District. The primary focus for such development ventures should be on the blocks adjacent to and within easy walking distance of Colorado Boulevard.
5. New public off-street parking should be controlled and where applicable should have an associated cost to the users or beneficiaries to discourage the free use of prime spaces by employees, students and other long-term parkers. Spaces should have a direct payment cost to users or businesses through the use of business-funded parking validation, attended parking, parking meters, or maintenance agreements.
6. Establish parking rate plan for existing on- and off-street parking including identifying the times of the day and the days of the week that parking charges will be enforced. Consider the use of a variable rate plan with rates varying by time of day and day of the week.

7. The City and the District should work with the owners and operator of the existing parking facilities in the District to make spaces available to the public on evenings and weekends.
8. The Playhouse District should encourage business entities to develop shared parking agreements between businesses in the District to allow patrons to park once and walk within the District to encourage multi-purpose trip making in the area.
9. The Playhouse District should work with District businesses through a cooperative management program to connect business owners looking for additional parking with other businesses that may have excess supply during appropriate hours of the day. The program would also assist in identifying employee and patron parking opportunities during special events and holidays. Such a program would be managed by the District and may be a task of a District Parking Coordinator.
10. The Playhouse District and the City should encourage the business entities to consider establishing a business-funded parking validation program for customer parking to encourage the use of City-controlled off-street facilities for longer-term customer parking. The cost of parking at selected facilities can be reduced by the development and use of a parking validation program for patrons and selected visitors.
11. The Playhouse District should encourage businesses to consider creating a parking program that will encourage employees to park in designated parking areas away from prime patron parking stalls to maximize the availability of parking for patrons and visitors. Patron/Visitor parking should be distributed throughout the core District to provide reasonable walking distances for patrons between their parking stall and their destination.
12. Encourage the use of the 40 South Oakland Garage by California School of Culinary Arts students and work with the School to identify appropriate parking locations for students.
13. The Playhouse District should consider developing and implementing a promotional program for visitors to promote the use of designated off-street parking facilities. Use handouts and coordinate efforts with the City to create and install additional colorful directional and wayfinding signs to direct patrons to available parking locations. The design and content of promotional signs needs to be in conformance with adopted City designs for the District's streetscape.