3.3 PARKING OPPORTUNITY SITES

FIGURE 3-3 PARKING LOT REDEVELOPMENT OPPORTUNITIES

3.3.1 Structured Parking and Redevelopment

One of the City of Salinas' greatest downtown assets is the land it has assembled for parking. Currently, most of this land is being used for surface parking. Figure 3-3 depicts the parking lots and other properties the City of Salinas currently has assembled that can be repurposed either as structured parking or potential development sites. This figure represents the maximum potential of each site, recommendations for redevelopment are presented in Chapter 5.
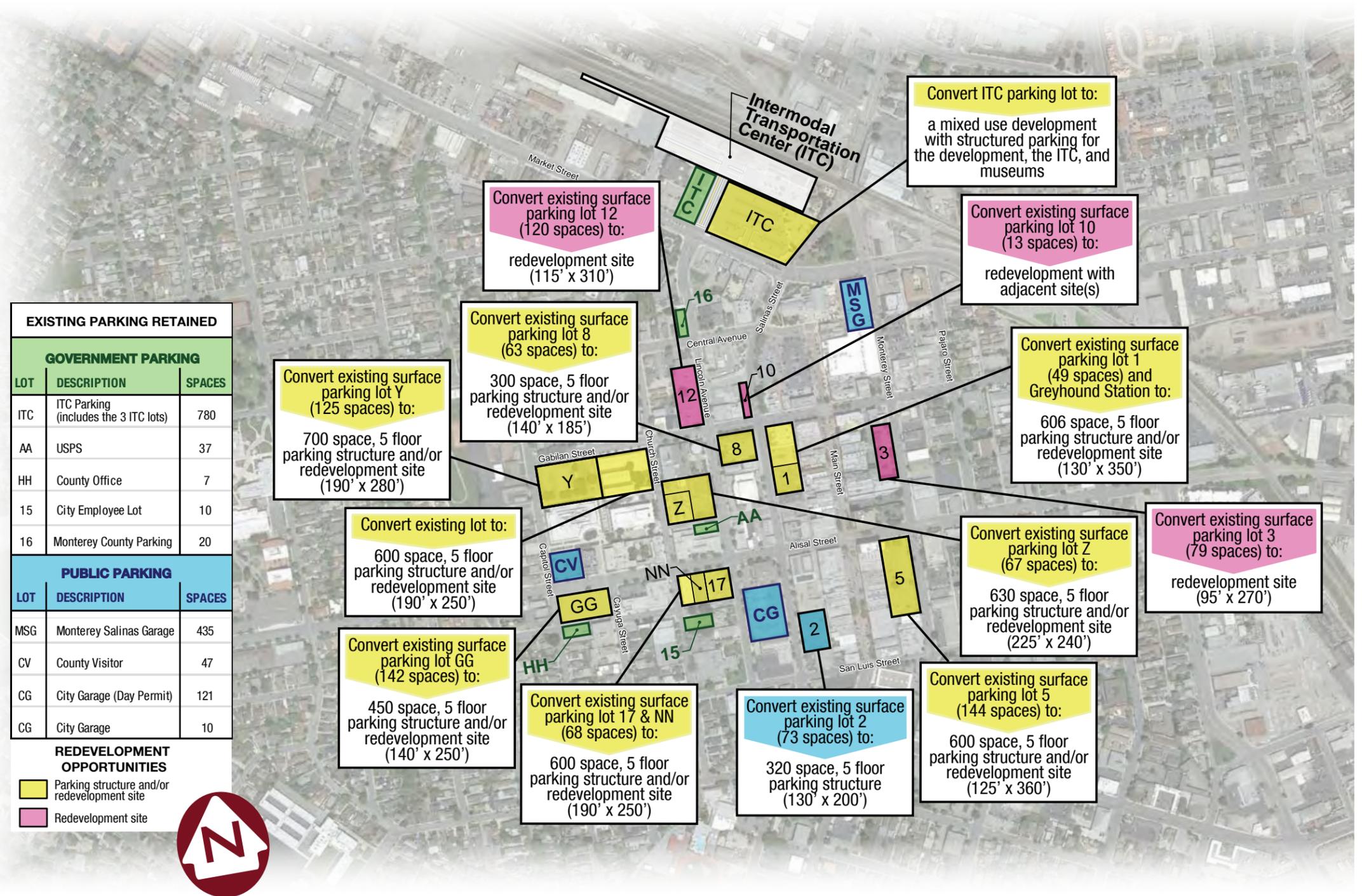
Properties depicted in green are current government parking lots that are recommended to remain as parking. Some of these lots are too small to be used for structure parking or to be redeveloped. Portions of the Intermodal Transportation Center parking are also recommended to remain as surface parking.

Properties depicted in blue are recommended to remain as public parking. Most of these properties are currently structured parking or too small to become redeveloped. As part of the old deeds created during the development of the City's parking districts, the redevelopment of Lot 2 requires the consent of the original owners or heirs. With that, Lot 2 is recommended to remain as public parking.

Properties depicted in pink are current surface parking lots that are too small to be considered for parking structures, but are recommended to be redeveloped. These lots can be redeveloped separately or combined with an adjacent property.'
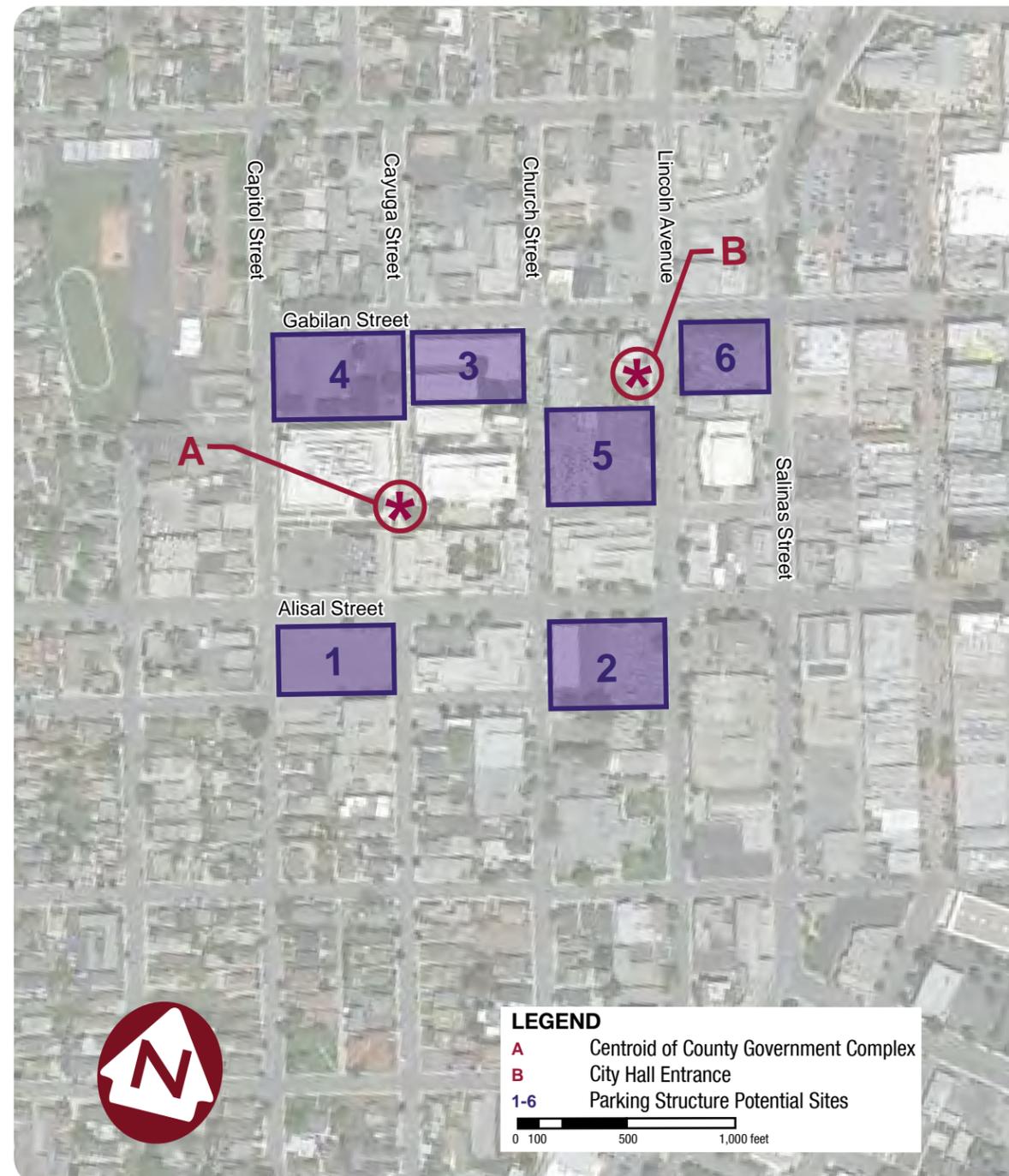
Parcels depicted in yellow are sites that could become structured parking or a redevelopment site with or without parking on site. These sites represent a tremendous development potential that can be used to create more jobs, residents, and commercial opportunities in downtown Salinas.

EXISTING PARKING RETAINED

GOVERNMENT PARKING

LOT	DESCRIPTION	SPACES
ITC	ITC Parking (includes the 3 ITC lots)	780
AA	USPS	37
HH	County Office	7
15	City Employee Lot	10
16	Monterey County Parking	20

PUBLIC PARKING

LOT	DESCRIPTION	SPACES
MSG	Monterey Salinas Garage	435
CV	County Visitor	47
CG	City Garage (Day Permit)	121
CG	City Garage	10

REDEVELOPMENT OPPORTUNITIES

- Parking structure and/or redevelopment site
- Redevelopment site

Convert ITC parking lot to: a mixed use development with structured parking for the development, the ITC, and museums

Convert existing surface parking lot 12 (120 spaces) to: redevelopment site (115' x 310')

Convert existing surface parking lot 10 (13 spaces) to: redevelopment with adjacent site(s)

Convert existing surface parking lot 8 (63 spaces) to: 300 space, 5 floor parking structure and/or redevelopment site (140' x 185')

Convert existing surface parking lot 1 (49 spaces) and Greyhound Station to: 606 space, 5 floor parking structure and/or redevelopment site (130' x 350')

Convert existing surface parking lot Y (125 spaces) to: 700 space, 5 floor parking structure and/or redevelopment site (190' x 280')

Convert existing lot to: 600 space, 5 floor parking structure and/or redevelopment site (190' x 250')

Convert existing surface parking lot Z (67 spaces) to: 630 space, 5 floor parking structure and/or redevelopment site (225' x 240')

Convert existing surface parking lot 3 (79 spaces) to: redevelopment site (95' x 270')

Convert existing surface parking lot GG (142 spaces) to: 450 space, 5 floor parking structure and/or redevelopment site (140' x 250')

Convert existing surface parking lot 17 & NN (68 spaces) to: 600 space, 5 floor parking structure and/or redevelopment site (190' x 250')

Convert existing surface parking lot 2 (73 spaces) to: 320 space, 5 floor parking structure (130' x 200')

Convert existing surface parking lot 5 (144 spaces) to: 600 space, 5 floor parking structure and/or redevelopment site (125' x 360')

FIGURE 3-4 GOVERNMENT CENTER PARKING STRUCTURE

3.3.2 Government Center

The need for additional parking to accommodate Government Center uses was identified more than a decade ago as documented in Environmental Impact Report for the Monterey County Government Center (MCGC). County employees park in several lots surrounding the MCGC. Presently, the County is using shuttles to transport jurors and some employees between the MCGC and remote parking lots near the Amtrak Station at Market Street and North Main Street. On-street parking in the vicinity of the Government Center is mostly occupied during business hours. Visitors to the City and County desiring to park for more than two hour durations have difficulty finding available parking on-street or in surface parking lots due to time limit restrictions.

In 2007, the County evaluated four potential sites for a 550-space parking garage (depicted as Sites 1-4). They considered the following criteria in comparing the potential sites:

- Must be within a 3 minute walk distance of the County,
- Safety for pedestrians crossing Alisal Street, and
- Financial consideration (related to ownership of the lot and existing uses

In August 2014, the County of Monterey purchased vacant office buildings at 1441,1448, and 1494 Shilling Place. This purchase will result in an estimated 145 employees relocating from downtown Salinas. This will reduce the overall parking demand by about 120 spaces.

In considering parking in the Vibrancy Plan, the ability to provide shared use of parking has been identified as a desirable feature. The City of Salinas has expressed a willingness to partner with the County to consider a joint use facility. Also, the parking structure could be used during evenings and weekends for events and nighttime uses if located close enough to Main Street. Thus, the criteria were expanded to include:

- Proximity to City Hall, and
- Proximity to Main Street.

By including the City as a potential joint user of a Government Center parking structure, City owned property was also included as potential sites. Two sites were added:

- The current police station site (site 5), and
- Municipal Lot 8 (site 6)

The six sites under consideration for a potential Government Center parking structure are shown in Figure 3-4. These sites were evaluated using the expanded criteria. Each of the sites was assessed a rating of Great, Good, Neutral, or Bad for each of the evaluation criteria (shown in Table 3-1).

None of the sites were found to meet all of the criteria. Two sites rated Good or better on all but one of the criteria.

Site 6 (City Parking Lot 8) is an attractive site for parking. It could be delivered quickly, is close to City Hall, the County, and Main Street. Due to its size, this site would not be able to accommodate all of the parking needed for the Government Center. This site could likely accommodate City Hall parking, visitor parking for the County and potential parking from adjacent development sites. Existing County parking lots would need to remain or new lots constructed to accommodate the balance of the County's parking demands.

Site 3 (Church & Gabilan) meets all of the criteria, except for proximity to Main Street. This site is equally close to City Hall and the MCGC and can accommodate sufficient parking supply. The site does require that the District Attorney's office be relocated and the modular buildings be removed; however the County has initiated efforts to relocate the modular buildings.

Each of the other sites has strengths and drawbacks.

Site 1 (Alisal & Cayuga) scores well in all of the County's original criteria. Assuming pedestrian crossing could be improved, this would be an acceptable site for County use. The site rates Bad in terms of walking distance to City Hall and walking distance to Main Street.

Site 2 (Alisal & Church) is not close to any of the desired destinations, when factoring the time required to cross busy streets. Modular buildings on the site will be removed by the County.

Site 4 (Capital & Gabilan) scores well in all of the County's original criteria. This site has longer than acceptable walk times to City Hall and Main Street.

Site 5 (Police Station) is close to both City Hall and the MCGC. It is longer to Main Street due to indirect paths, and there are complexities in developing this site - the Police Station needs to be relocated.

TABLE 3-1 EVALUATION OF GOVERNMENT CENTER PARKING SITES

Characteristics	Parking Site					
	1 Alisal & Cayuga (300 Cayuga St.)	2 Alisal & Church (111 W. Alisal St.)	3 Church & Gabilan (230 Church St.)	4 Capitol & Gabilan	5 Howard & Church Police Station	6 Lincoln & Gabilan Lot 8
Ownership	County	County/City	County	County	City	City
Current Use	141 space lot for County employees	42 space (public) 21 space (County employees) Modular bldg. for Public Defender[1]	Modular buildings for District Attorney[1]	115 space lot for County employees	Police Station 67 PD spaces	21 PD spaces 45 Public spaces
Ease of Walk to County Center (in minutes)	2.0	3.6	0.8	0.8	1.6	2.6
Ease of Walk to City Hall	5.5	3.6	1.6	3.5	0.5	0.8
Shared Use Potential - Distance to Main St.	5.7	3.6	4.5	5.6	3.9	2.3
Deliverability/Financial - Cost and complexities in developing	1	2	1	1	3	1
Sufficient Parking Supply (spaces)	450	600	600	700	630	300

1 - Modular buildings are programmed to be removed by the County

LEGEND				
Rating	Great	Good	Neutral	Bad
Walking Distance (in minutes)[2]	0 to 1.5	1.6 to 3.0	3.1 to 4.5	more than 4.6
Deliverability/Financial	County or City owned with parking	County and City owned with parking	City owned with building(s)	Non government owned
Parking Supply	more than 560	420 to 559	250 to 419	0 to 249

2 - Assumes 4 feet/second walking speed + 1 minute wait to cross Alisal Street or Salinas Street
3 - Relative to the County's need for 550 parking spaces

Parking demand in downtown Salinas will change over time due to numerous factors. New development will generate demand for additional parking and be expected to increase the supply of parking. Vacant properties that become occupied will increase the demand for parking, without a corresponding increase in parking supply. As companies hire new employees the demand for parking will increase without an increase in supply if more employees are placed in the same amount of space. Retail and entertainment uses will generate more customers and parking demand as an area becomes more vibrant. Parking rates will likely decrease over time as the area improves transit service, builds new bicycle facilities, and the area achieves a better mix of uses.

Parking supply not only needs to keep pace with demand, but these spaces need to be located in proximity to land uses creating the demand for the parking. A parking model was developed for downtown Salinas to track parking demand and manage parking supply over time.

Park + Model for Downtown Salinas

The Park + Model uses traditional supply and demand evaluations, which includes a multi-step process for evaluating parking demand conditions for a development, community or a campus. The multi-step process typically includes gathering data, defining assumptions or characteristics, selecting parking generation rates, applying reduction factors, creating scenarios, and evaluating results. This methodology is founded on the relationship between walking distance, price, attractiveness of the facility, and general user decision making. The outputs of the Park + Model include parking demand, parking supply, general surplus or deficit, met demand, latent (unmet) demand, and traditional parking demand required.

A base model was built for downtown Salinas. This base model was built using existing data and known changes. Extensive parking supply and demand data had been previously collected in the study area. Both the City of Salinas and the County of Monterey conducted parking studies to evaluate retail parking and Government Center parking, respectively. These data were fused to produce a comprehensive parking database. In addition, these data were spatially linked to land use using the City's Geographic Information System (GIS) database. Near term conditions (pending projects) were updated to reflect pending projects, these included:

- Taylor Farms Corporate Headquarters
- Intermodal Transportation Center
- On-Street Adjustments to Reflect Changes in Street Configurations

The Park + Model was used in a two-day parking workshop to test various options for providing parking and development of downtown Salinas. Many hypothetical development scenarios were tested to help inform recommendations made in this plan. The Park + Model will be maintained and updated by City of Salinas staff as a tool to respond to market conditions, land use changes and parking operational changes.

3.5 recommendations

Downtown Salinas is well positioned to implement parking management practices that are financially sustainable and supportive to new development activities. The City of Salinas owns the land that is being used to provide public parking, with most of this land being used for surface parking lots. Thus, the City can implement a centralized approach for providing and managing downtown public parking. The City can establish parking policies, pricing strategies to meet consumer demands, reinvestment programs to establish new parking supply and downtown amenities, and enforcement and maintenance practices.

1. **Establish a Parking Management District**
   A critical first step in managing downtown parking is the establishment of a Parking Management District. This district would be tasked with all matters related to parking downtown. The district should be established as an Enterprise Fund, such that revenues generated by downtown parking fees and citations, would be used within the downtown for managing, enforcing, and maintaining an adequate parking inventory to meet demands. The district could be managed by the City Public Works department or another public or private entity. It is suggested that the Parking Management District establish an Oversight Committee to provide advice and guidance to the District. Retain a consultant to formulate a parking district downtown as a top priority. Establish the District by June 30, 2016.

2. **Establish Enterprise Fund for Parking**
   An Enterprise Fund for parking would offer several advantages. The true cost of providing, maintaining, managing and enforcing parking would be captured as funding for these activities and would be paid out of the enterprise fund budget, rather that other City budgets. The cost of building new parking facilities would be financed through various use fees. An Enterprise fund would also allow for the collection of revenues generated from parking such as Parking Management District fees, fines, parking fees, and in-lieu fees paid by developments that do not provide all of their required parking. The advantage of using an enterprise fund is that a portion of the parking revenues can be used to reinvest in the downtown.

3. **Reinvest Parking Revenues**
   Currently, revenues generated by parking fees and enforcement fines are placed in the City's General Fund. This does not allow the City to track the true cost of providing parking to the public. With an Enterprise Fund, the Parking Management District can identify how the parking revenues be spent.

It is recommended that the entire cost of managing parking be paid by parking revenues, as well as part or all of the cost of providing new public parking, enhancements to lighting and pedestrian amenities.

4. **Provide the Right Amount of Parking**
   The Park + Model was used in this study to evaluate hypothetical land use and parking supply scenarios; however, the model's real value will occur through its use as a tool to manage downtown parking. The Park + Model for Downtown Salinas should be updated on a continual basis as changes to parking occur. These changes include parking supply added or removed, changes to parking restrictions (time of day, loading, handicap, and pricing structure) and changes to parking demand (land use changes). In doing so, Park + will identify how much parking should be provided, when it is needed, and where to provide the parking in order to provide optimal benefit.
   a. Establish parking ratios in downtown Salinas that reflect actual demand. The Park + model should be continually used to predict parking usage and be calibrated to reflect demands. As downtown Salinas become more walkable, bicycle friendly, and attractive to transit riders, the need for automobile parking will be reduced. Parking rates should be adjusted over time to more accurately reflect demand.
   b. Use progressive parking concepts like unbundled and shared parking. A more aggressive approach to providing parking is to unbundle it from development. Unbundling parking allows for developers to decide how parking is provided. Shared Parking is a practice that is currently allowed in Salinas within mixed-use zones and downtown overlay zones. The concept of shared parking allows two or more private development projects to share their parking at a reduced rate based upon differing time-of-day peaking characteristics. Currently, the Zoning Code allows for shared parking within a multi-use building, using data, methods and procedures developed by the Urban Land Institute. In practice, off-site shared parking is allowed on a case-by-case basis using property owner agreements. *It is recommended that within downtown Salinas, shared parking be allowed for properties within a reasonable walking distance (600 feet).*

   c. Incentive the reduction of greenhouse gases to potential developers and current employers around parking. These measures, some of which are listed below, can reduce greenhouse gases and parking demands:
   - Reduce cost for employees who rideshare
   - Preferential parking location for carpool/vanpool vehicles
   - Secure bicycle parking facilities
   - Shower facilities for those who bicycle to work
   - Subsidized transit passes (participation in Monterey-Salinas Transit's employee programs)
   d. The ability for a development to satisfy its parking within a public parking lot should be allowed in downtown Salinas. The City zoning code allows for the collection of parking in-lieu payments within designated parking districts. This practice has not been implemented. This process should be expanded to cover a broader area of downtown and the in-lieu charges should be published to facilitate the use of the tool. The program should be established so the in-lieu fee could allow either an annual payment (more favorable for retail establishments) or a one-time fee (more favorable for residential or employment uses) as the developer could factor this cost into the sales price.

5. **Price Parking to Meet Consumer Demand**
   As described in the current conditions section, parking is not available where customers desire. Much of the parking along Main Street is being used by shop or restaurant owners and employees, who move their cars to avoid parking tickets. A more desirable approach is to preserve this close-in parking for shoppers. The City should adopt the "85% Occupied Threshold" as a guide for managing parking use to accommodate the desires of customers of downtown shops and restaurants. Today, there is no charge for on-street parking and there is a fear that charging for parking may scare off customers. To be sensitive to this concern, it is recommended that the following approach to managing parking on streets and public lots be undertaken:
   a. Increase Enforcement and Education – Consistent enforcement of the 90-minute parking on Main Street should be made a priority. The City should create a regular enforcement presence with warnings for first time violators and escalated fees for

   repeat offenders. The City should work through the Old Town Salinas Association to notify shop owners and their employees of the stepped up enforcement efforts.
   b. Implementing Paid Parking – As parking becomes a more valuable commodity, paid parking should be introduced as a tool to manage the supply of parking to meet customer demands. The most desired streets should initially be included in the shared parking model with more remote street parking offered at lower rates or free. Eventually, as parking demand increases, all on-street parking, public parking lots, and government designated parking should require payment whether paid by employers (monthly permits) or destination owner (validations).

6. **Consolidate Government Center Parking**
   The County of Monterey and the City of Salinas should build a shared parking structure or two structures to take advantage of varying schedules for Board of Supervisor/City Council/Committee meetings. By providing a large parking structure, surface parking lots could be made available for land development. Ideally, this parking should be provided in proximity to Main Street to make it easier for employees to stay downtown after work and to attract other users during busy weekend events.

7. **Build structured parking to free up developable land on unneeded surface parking lots**
   In addition to providing a consolidated government parking structure, other City parking lots should be converted to structured parking to free up some surface parking lots for redevelopment as retail, office, hotel, residential, open space or other viable uses. Metered on-street parking may be required to encourage the use of the structured parking.

8. **Establish Neighborhood Parking Zones**
   Neighborhoods that are within walking distance of the downtown core should be priced accordingly to encourage people to park and walk. Parking in neighborhoods should be less expensive than in the downtown core, however, parking permits should be implemented in neighborhoods that have limited parking capacity to reserve space for residents.