REPORT TO CITY COUNCIL

DATE: JANUARY 12, 2011

TO: HONORABLE MAYOR AND MEMBERS OF THE CITY COUNCIL

FROM: GREG RAMIREZ, CITY MANAGER

BY: MIKE KAMINO, DIRECTOR OF PLANNING AND COMMUNITY

DEVELOPMENT

SUBJECT: AGOURA VILLAGE SPECIFIC PLAN STRATEGIC PARKING STUDY

The purpose of this item is to seek the City Council's acceptance of the Agoura Village Specific Plan Strategic Parking Study (SPS) prepared by Walker Parking Consultants, and dated January 26, 2010. On April 22, 2009, the City Council approved an agreement with Walker Parking Consultants to prepare a parking study for the Agoura Village Specific Plan (AVSP) area. The AVSP identifies the preparation of a comprehensive parking management and facility study to outline methods to effectively use all parking within Agoura Village, and consider, as necessary, the construction of new public parking facilities.

The Economic Development Committee (EDC) met with staff on March 12, 2010 to provide input on the SPS. The EDC generally agreed with the findings and recommendations of the SPS and provided direction on a series of short-term measures that should be explored to address parking in Agoura Village. The EDC's recommendations are noted later in this report.

The SPS contains three main parts. The first part contains an inventory of existing parking supply, and estimates future parking supply and demand, including potential future parking adequacy, as Agoura Village builds out. The SPS then lists several parking options to meet the forecasted need for parking spaces in Agoura Village, followed by a review of public parking funding options.

The purpose of the study was to provide a set of proactive tools for the City to use in applying shared parking principals, managing on-street parking, and exploring options for public parking development. Having a parking strategy in place with options to deal with parking issues upfront not only provides clarity for the City in its vision for short-, mid- and long-term parking solutions in the Agoura Village, but also provides greater certainty for the development community in meeting its parking demand.

The SPS looks to ensure that an adequate amount of parking is provided in the AVSP area, while attempting to reduce the over supply of parking. The most relevant methods to "right size" parking in Agoura Village were selected and described in the SPS. These options are part of a two-pronged approach to parking in Agoura Village: (1) addressing onsite parking on a

particular individual site; and (2) addressing parking offsite; both of which are summarized below.

Onsite Parking

- Preparation of a specific shared parking analysis for a single site (mixed use on same site)
- Application of Transportation Demand Management (TDM) measures to reduce demand
- Allowed use of on-street parking adjacent to property to meet demand
- Allowance of tandem parking (without an attendant) made available for office and employee use to meet demand
- Allowance of stacking and tandem parking (with an attendant) for peak periods to meet demand

The above items address demand and availability for parking on a single project site. The first step for a project applicant would be to prepare a shared parking analysis for the individual site, which is already required by the AVSP for new projects. A standardized methodology for the preparation of shared parking analyses is discussed and recommended in the SPS. The remaining methods under this category are tools that a project applicant could apply to make more efficient use of the onsite parking spaces to be provided; to utilize street parking adjacent to the site to increase available parking spaces; or to reduce the demand for parking spaces. Transportation Demand Management (TDM) strategies deal with ways to reduce demand for parking, such as alternative modes (e.g., bikes), pedestrian facilities, car sharing and car pooling, and shuttles, among others. Criteria would need to be developed to determine the "credit" given for the reduction in need for parking spaces with a certain TDM measure. With regard to on-street parking adjacent to buildings, the City would explore ways to manage the use of the parking spaces. At this point, establishing posted time limits, rather than utilizing meters, is preferred to ensure availability of spaces to customers that require only short visits to retail establishments. Lastly, a plan would need to be prepared by an applicant in the case of tandem and/or stacked parking, outlining operating procedures, for City approval.

Offsite Parking

- Application of a shared parking analysis and arrangement for multiple sites (joint parking)
- Availability of City-provided parking supply (surface lots and/or structure)

The next set of options, if onsite parking is inadequate, is to seek out off-site parking opportunities nearby. The main tool in exploring such potential is to prepare a shared parking analysis for multiple sites, which is essentially a joint parking system analysis. Unlike the site specific shared parking study, an applicant can partner with other nearby project sites to share parking among a larger set of uses with differing peak times.

Another offsite option is a City provided parking supply, which would offer visitors to Agoura Village a central parking area and would provide property owners with an option for meeting demand off-site, separate from any joint use agreement with other private sites. The SPS identified two potential locations to pursue initially for siting a surface lot, and eventually a

structured facility, as demand increases (see Figure 4 of the SPS). These include a vacant private lot along the north side of Agoura Road just east of Kanan Road, and the County Flood Control property on the south side of Agoura Road. Other sites could also be explored. Shorter-term approaches, however, would be to acquire or lease vacant land to use in the interim for a decomposed granite or gravel lot, and/or seek the interim use of existing private paved lots that currently have excess spaces. For now, the shorter-term approaches could be explored so that they may be implemented as soon as there is need for parking, but it would also be appropriate to explore the potential for the two long-term use areas noted above to verify/ensure their availability when parking demand grows.

The City would need to develop a plan addressing how private projects might utilize the City parking facilities to meet demand from their sites, including under what conditions and terms, and what type of compensation would be provided to the City. Various methods to fund the acquisition and any construction of the City facilities are also identified in the study, and will need to be investigated further. Some are more appropriate than others for use in Agoura Village. However, the full range of funding options is identified in the SPS as follows:

- Business improvement district, parking tax district, and parking benefit district for capital improvements and operating expenses
- Payment of a fee in lieu of providing parking spaces on a private site, with the revenue to finance public parking
- Parking credit system for property owners to "purchase" credits from the City instead of supplying parking on-site, with the customers and employees still needing to pay for parking in a City facility
- Revenue financing utilizing user fees (hourly, daily, monthly), metered parking, and parking fines

The use of City lots and the use of shared parking (either contained to a single site, or including more than one site) would require the preparation of agreements. Depending upon the particular arrangement, the type of agreements could vary from joint use agreements to reciprocal agreements or leased parking agreements. The City would need to prepare standard templates for such agreements.

The SPS concludes by recommending a timeframe for implementing the various measures in: the short-term (0-12 months); mid-term (12-36 months); and the long-term (36 months). The following are the short-term items outlined in the SPS that are the most appropriate for the Village, along with the comments of the EDC in italics:

- 1. Using the short-term parking solutions of interim decomposed granite/gravel lots or currently paved interim lots to further pursue discussions with property owners (if onsite parking is insufficient). (Acceptable with paving)
- 2. Further pursuing discussions with property owners and investigating funding options for the two potential long-term parking sites identified in Agoura Village. (Acceptable, particularly for employee parking)

- 3. Preparing requirements/guidelines for the use of tandem parking for office and employee uses without an attendant. (May be acceptable if it is limited in use and not to be chosen as a first priority)
- 4. Developing procedures and operating requirements for the use of staffed stacked and tandem parking for peak hours. (*Not acceptable*)
- 5. Determining which TDM measures would be appropriate for Agoura Village, and recommending methods to quantify the decrease in parking demand due to initiatives, and procedures for application of credits. (Acceptable to explore as a supplement, but not a first priority)
- 6. Preparing recommendations for the adoption of time restrictions for on-street parking and procedures, if any, to enforce. (*Acceptable*)
- 7. Preparing guidelines for the preparation of shared parking analyses. (Acceptable)
- 8. Preparing standard agreements for reciprocal parking, joint parking and leased parking. (Acceptable)

The EDC also expressed interest in exploring the use of shuttles, and in establishing a parking assessment district to fund a possible public parking lot.

In addition, staff would like to further examine with the EDC the priorities of the various parking methods identified in this staff report, and establish a hierarchy of methods that a property owner can choose from to address parking needs. For example, a property owner would first need to prepare a shared parking study for the individual site. The next step could be to look at improving parking onsite (e.g., through on-street parking or tandem parking), or the owner may have the option of going directly to offsite parking options. The benefit of creating a hierarchy would be to direct property owners to the most preferred options as determined by the City, with the least desirable available only if the others are not feasible.

As staff further explores the items noted above, staff would work with the EDC for recommendation to City Council for guidance and approval of particular tasks, proposals and projects, as appropriate.

RECOMMENDATION

It is recommended that the City Council accept the Agoura Village Strategic Parking Study, provide direction to staff on Items 1-8 listed above, and direct staff to work with the EDC for further guidance and prioritization of Items 1-8.

Attachment: Final Draft Agoura Village Specific Plan Strategic Parking Study (Walker Parking Consultants, 1-26-10)





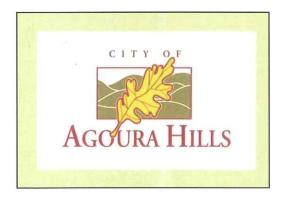


STRATEGIC PARKING STUDY

AGOURA VILLAGE SPECIFIC PLAN

AGOURA HILLS, CA

Prepared for: The City of Agoura Hills



January 26, 2010

FINAL DRAFT



Walker Parking Consultants 606 S. Olive Street, Suite 1100 Los Angeles, CA 90014

Voice: 213.488.491.1 Fax: 213.488.4983 www.walkerparking.com

January 26, 2010

Allison Cook Senior Planner City of Agoura Hills 30001 Ladyface Court Agoura Hills, CA 91301

Re:

Strategic Parking Study – Final Draft

Agoura Village Specific Plan

Agoura Hills, CA

Dear Ms. Cook,

Walker Parking Consultants is pleased to submit for your review the following Final Draft Strategic Parking Study for the Agoura Village Specific Plan ("AVSP"). It is our understanding that the issues explored with City staff through the process of preparing the attached study still need to be discussed with the City Council. After receiving input from the City Council we intend to tailor the plan into an actionable strategy that suits the needs of the municipality and the developments (owners/tenants/ employees/patrons) as best possible. We believe that this process will result in a superior document that truly meets the needs of all parties.

During our last working session, we discussed providing developers and land owners with a "Parking Toolbox". That toolbox would provide a set of tools or options that could be used to reduce the built environment devoted solely to parking. Throughout this process we have discussed how these options relate to one another and formed a proposed hierarchy to be presented to City Council.

We have provided an outline of that hierarchy below, and will provide a bit more detail into the reasoning behind utilizing each option on the following pages. We hope that this letter will aid in facilitating the discussions between City Staff and the City Council regarding these remaining items. We look forward to receiving your comments and speaking with you soon.

Parking Toolbox Hierarchy

- A) Shared Parking Analysis for single site (ULI Methodology)
- B) Transportation Demand Management ("TDM") reductions (As appropriate)
- C) Use of on-street parking adjacent to property
- D) Tandem parking for office and employee use
- E) Stacking and valet parking option for peak patron periods (Stacking Plan required)
- F) Shared Parking Analysis for multiple sites (owner agreements, ULI Methodology)
- G) City-Provided Parking Supply



- Interim Gravel Lots (leased)
- Interim use of Private Paved Lots (leased during off-peak period)
- Mid-term/Long-term Paved Lots (owned)
- Long-term Structured Parking (owned)

Source: Walker Parking Consultants, 2010.

Some of the options presented above may be in conflict with current planning policy, and therefore discussions must take place with City Council before finalizing a recommended parking strategy for the AVSP area.

- A) Shared Parking Analysis Currently the City does not have a recommended methodology for a Shared Parking Analysis. Traffic Engineers and other Parking Professionals may currently use various data sources to generate their analysis and findings. Walker suggests the use of the ULI publication, Shared Parking, 2nd Generation. If a site is currently occupied and only expanding, we suggest using site-specific data (weekday and weekend accumulations) paired with ULI projections for the proposed new uses.
- B) Transportation Demand Management ("TDM") reductions Because the area is currently not well-served by transit the value (and appropriateness) of TDM strategies in the AVSP is diminished. Nonetheless, these strategies should be explored as density increases in the area and transit opportunities become more reasonable.
- C) On-Street Parking Currently there is very little on-street parking in the AVSP area. We suggest that the City allow the use of adjacent on-street parking to meet minimum parking requirements (as provided in a shared parking study). The City would maintain ownership, but the spaces in reality would be used by nearby land uses to provide parking for patrons and visitors. To ensure that these spaces are used for quick turnover users (and thereby creating a vibrant streetscape) we suggest the implementation of time limits or meters in the AVSP area. Meter technology now allows for up-front grace periods that would be appropriate for new installations in setting similar to the AVSP area.
- D) Tandem Parking Zoning Code currently allows tandem parking in residential parking applications. Tandem parking can significantly reduce the paved area required per parking stall by doubling the number of spaces for each drive aisle. The application of tandem parking for employees currently occurs in more dense urban areas where land costs encourage increased density on any front possible. In some applications an attendant is necessary to move vehicles, but if two tandem spaces are used by a single tenant, an attendant may not be necessary. Instead, coordination between employees or key-sharing may negate the need for an attendant. Based on Walker's past experience, allowing for tandem parking can increase parking efficiency within a parking lot by up to 60%.
- E) Stacked/Valet Parking Stacked parking is defined as the use of tandem or in-aisle parking within a parking supply. These stacked spaces may be marked or unmarked, but would require staffed parking. Staffed parking would be either attendant-assist or valet. Attendant assist would apply for only tandem parking. Valet would work with tandem or in-aisle



parking. The implicit liability created by parking vehicles in the drive aisles requires that only parking staff drive vehicles beyond a specified point. Valet and attendant-assist applications would be appropriate for all user groups. This option could be employed with minimal cost during projected peak periods versus providing excessive spaces year-round based on a peak period that would occur for only a few hours on a weekend in a specific month. The City should require that a stacking plan (diagram and staffing required) be prepared if a developer or owner wishes to utilize this option.

- F) Shared Parking for multiple sites (Joint Parking) Joint parking has been an option in various cities for many years. It was the precursor to wide acceptance of the Shared Parking concept (i.e. Church parking lots also serving nearby parks with sports fields, etc.). In this instance, we are looking at combining the Shared Parking Analyses already performed for the sites. Combining these uses would also require discussion on reasonable walking distances and who (user group) would be required to park off-site, and specifically where they would park within the nearby supply. The City may also wish to secure an agreement between the parties to ensure that both parties are in agreement with the terms of joint use. A standard agreement could be provided by the City to aid in the process and make it more efficient (and standardized for City staff review).
- G) City-Provided Parking Supply The following are options for City-provided parking supply.
 - Interim Gravel Lots There is currently a good deal of land that is undeveloped within the AVSP. Private owners may see an opportunity to make money in the interim by leasing land to the City for use as temporary parking. This is the most viable short-term option as it requires little capital outlay. The City currently leases land and provides public parking in the Flood Control Lot along Agoura Road. This is an interim lot that has been paved because of its likely long-term use.
 - Interim use of Private Paved Lots Similar to Interim Gravel Lots is the option of leasing parking spaces from other land owners within the AVSP. The difference is that the sites have already been developed. This is also similar to Joint Parking, but with the City as the go-between. The Flood Control Lot is currently used this way, as the City leases the land then provides the spaces to Padri's restaurant and Adobe Cantina. The difference is that the Flood Control Lot has no parking demand directly associated with it. Other private developments would only be able to share their parking during off-peak periods, and only a specified number of spaces would be available.
 - Mid-term/Long-term Paved Lots This option considers the purchase of land by the City. Walker has selected a few sites within the AVSP that would best serve the greatest number of possible parkers. The sites were also tested for their ability to fit an efficient layout for a possible parking structure in the future (if needed). If over the years these lots do not on a regular basis exceed 85% occupancy a structure may not be needed. If the lots are barely used because other options have been sought out by nearby land owners, the land/lots may be sold.
 - Long-term Structured Parking Again, the City would need to purchase land in this option.
 This option would be subject to two conditions. First, a method to finance the facility
 would need to be explored in depth to ensure its viability. Second, parking demand
 would need to necessitate its construction. In an area with the desired density that the



Ms. Allison Cook Cover Letter – AVSP Strategic Parking Study January 26, 2010

AVSP encourages, the construction of a parking structure is reasonable. We have explored the option and provided the minimum footprint required for an efficient parking structure. This exercise provided two possible sites which would first serve as surface parking lots until demand required construction of a parking structure.

Again, we look forward to hearing from you soon. If our presence is required in person or via teleconference, please let us know. We remain available for any questions, concerns, or comments that you or the City Council may have.

Sincerely,

WALKER PARKING CONSULTANTS

Ezra D. Kevrer Ezra D. Kramer

Project Manager/Parking Consultant

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Parking Consultant

EDK:edk

Enclosure: AVSP Strategic Parking Study - Final Draft (Jan. 26, 2010)

cc: Walker – Dan Johns, John Dorsett

City of Agoura Hills - Mike Kamino



STRATEGIC PARKING STUDY

AGOURA VILLAGE SPECIFIC PLAN AGOURA HILLS, CA

Prepared for: THE CITY OF AGOURA HILLS

PROJECT NO. 37-8018.01

JANUARY 26, 2010

STRATEGIC PARKING STUDY



37-8018.01 JANUARY 26, 2010 TABLE OF CONTENTS Ē **EXECUTIVE SUMMARY** П INTRODUCTION 1 Background 1 Report Organization and Methodology 3 3 Parking Market analysis 3 Parking Demand Management Options Parking Policy & Implementation Plan 4 Dates of Fieldwork 4 Project Area PARKING MARKET ANALYSIS 6 **Current Condition** 6 Parking Supply 6 8 Effective Parking Supply 9 Parking Demand Parking Adequacy 13 Forecasted Condition - EIR 14 Parking Supply 14 Effective Parking Supply 15 15 Parking Demand Parking Adequacy 18 Forecasted Condition - Provided Plans 18 19 Parking Supply 19 Parking Demand 20 Parking Adequacy 22 PARKING DEMAND MANAGEMENT OPTIONS 22 Shared Parking 22 Methodology 27 EIR Condition Provided Plans Condition 27 Staffed Parking 27 28 Stacking Tandem 28 Labor 28 30 Transportation Demand Management (TDM) Transportation Management Associations 30 Parking Signage 31

Parking Guidance Systems

31

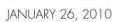
TABLE OF CONTENTS

STRATEGIC PARKING STUDY

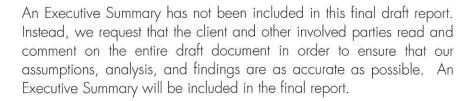


anuary 26, 2010	37-8018.	01
Guaranteed or Emergency Ride Home Car sharing Eco-Passes Alternate Transportation Off-site Parking On-street Parking Privately-Owned Parking City-Owned Parking	32 32 33 33 35 36 37 38	
Public Parking Supply Funding Options Business Improvement Districts Parking Tax Districts Parking Benefit District In-lieu Fees Parking Credits Revenue Financing	42 42 43 45 47 47 48	
PARKING POLICY AND IMPLEMENTATION	N	LIST OF TABLES AND FIGURES
Satisfying Minimum Parking Requirements Shared Parking Other Options On-street Parking Appropriate Usership Paid On-street Parking City Owned Parking Implementation Plan Short-Range Action Items (0 – 12 Months) Mid-Range Action Items (12 – 36 months) Long-Range Action Items (After 36 Months)	50 50 50 53 53 54 54 57 57 57 58 58	Table 1: Effective Parking Supply Table 2: Existing Land Uses Table 3: Parking Occupancy Counts Table 4: Weekday Parking Adequacy 13 Table 5: Weekend Parking Adequacy 14 Table 6: EIR Specialty Retail Breakdown Table 7: EIR Land Use Summary Table 8: EIR Land Use Detail (from Traffic Report) Table 9: EIR Condition Code Requirements Table 10: EIR Condition ULI Unadjusted Demand Table 11: Proposed Future Parking Supply Table 12: Provided Plans Condition
APPENDIX A: AVSP AND FEIR PARKING REFERENCE: APPENDIX B: SCOPE OF SERVICES	AppendixAppendix NCESAppendix DNSAppendix	Code Requirements 20 B Table 13: Provided Plans Condition ULI Unadjusted Demand 20 Table 14: Recommended Walking Distances 36 Table 15: Parking Structure Options 40 Figure 1: Project Area 5 Figure 2: Existing Parking Supply 7

STRATEGIC PARKING STUDY



37-8018.01





EXECUTIVE SUMMARY

STRATEGIC PARKING STUDY

JANUARY 26, 2010

37-8018.01



The City of Agoura Hills historically guided and approved development plans based on discrete land use requirements. In this model, each site has been responsible for providing parking on-site based on municipal minimum parking requirements. Through the work of the Planning and Community Development Department and outside consultants, the City has developed the Agoura Village Specific Plan ("AVSP"). The Planning Commission and the City Council have approved the AVSP, which lays out regulations and guidelines for the development of a 135-acre City-Center special planning area within Agoura Hills.

The vision behind the AVSP is that it will foster a sense of place, cohesion and density that is currently not found in this area of Agoura Hills while implementing forward-thinking planning through a more flexible set of regulations and guidelines. It establishes appropriate land uses, urban design concepts, and architectural design guidelines, and sets into place regulations to implement the vision.

The changes to the area are intended to create a more vibrant City-Center that through the addition of mixed-use developments with nearly round-the-clock activity would draw additional activity from the surrounding neighborhoods and possibly reach further to draw from neighboring municipalities.

Although the AVSP touches on the issue of parking within the area and encourages a shared parking system and "park once" philosophy to encourage more efficient parking behavior, there is a holistic approach to parking that should be further expanded to ensure that projects and developments are not negatively impacted as a result of localized parking shortfalls. Walker has been asked to prepare a Strategic Parking Study for the AVSP area to mitigate this possibility and to provide suggestions for parking policies that will aid in the implementation of an efficient parking system within this special planning area.

BACKGROUND

As directed by City staff, the primary concern of this plan is to ensure that the AVSP encourages an adequate amount of parking supply, while attempting to reduce the potential burden of an oversupply of parking within the AVSP area. The theory of Shared Parking will be utilized to "right-size" the parking supply as much as possible. Shared Parking theory takes advantage of the peaks and valleys in activity

INTRODUCTION

STRATEGIC PARKING STUDY

JANUARY 26, 2010



37-8018.01

generated by varied land uses in an attempt to make use of a single parking space by more than one land use. The most easily understood case would be that of a cinema and an office. These land uses have distinctly different activity patterns, and therefore generate parking at nearly opposite times, which allows for the possibility of sharing of a single parking space.

Most studies that Walker has performed regarding shared parking have been related to a single-ownership regardless of the number of parcels. The multiple ownerships in the AVSP area have the potential to impact the ability to create a truly efficient parking supply. Buy-in and collaboration between property owners is very important in arriving at the result that the City is hoping to realize.

Provisions within the AVSP allow for reduced minimum parking requirements based on shared parking within a single site or joint use of parking between ownership parcels. This reduces the capital costs that excess parking would require. The application of shared parking is intended to aid in creating a denser and more pedestrian-friendly environment within the AVSP area. Whether the City's hope of creating an efficient parking supply becomes a reality is subject to the cooperation required between private landowners and the City. We have provided all references to parking from the AVSP document and final environmental impact report ("FEIR") in Appendix A.

The Strategic Parking Study options presented in this report are intended to facilitate a discussion of the existing condition and possible future conditions for the AVSP area as they have been laid out in the EIR and/or presented to the City. Feasible options to help manage parking demand will be presented. Lastly, this report will present parking policy suggestions and an implementation plan.

We note that the amount of work associated with developing a shared parking system for a largely as yet undeveloped mixed use commercial district is significant and detailed. The first step, however, is setting up a general framework for addressing identified issues and making general recommendations. The scope of services for this engagement (as provided in Appendix B) lays out how we intend to create the framework and make recommendations to achieve successful implementation of this Strategic Parking Study.

STRATEGIC PARKING STUDY

JANUARY 26, 2010



37-8018.01

REPORT ORGANIZATION AND METHODOLOGY

This report includes three main sections: Parking Market Analysis, Parking Demand Management Options, and the Parking Policy and Implementation Plan. The Parking Market Analysis presents our analysis of the parking supply and parking demand within the prescribed project area and will discuss the interplay between parking demand generation and available parking supply. The Parking Demand Management Options section provides a discussion of industry best practices regarding the various alternatives to provide adequate supply for the anticipated parking demand. The Parking Policy and Implementation Plan presents a guide of how industry best practices should be applied to the specific site (AVSP area).

PARKING MARKET ANALYSIS

First, we survey parking supply and occupancy levels to determine the overall demand for parking in the study area under current conditions. Then, using prospective development program data, we project future demand for AVSP area parking. Adding these projected new parkers to the "baseline" occupancy established during the surveys, we arrive at a projection of future parking demand in the area. We then assess how the projected future parking demand will be allocated within the proposed future public parking supply. Ultimately that will lead to how the proposed new parking supply or parking demand management strategies would help to resolve possible parking shortfalls.

PARKING DEMAND MANAGEMENT OPTIONS

Providing adequate parking supply to meet the anticipated parking generated within the AVSP is the ultimate goal of this analysis and report. Historically, each site/development in Agoura Hills has been required to meet or exceed minimum parking requirements as provided within the municipal code. The code requires that even for a mixed-use development, parking supply be provided as the sum of the individual parking requirements. The City has asked that Walker explore options that are parking industry best practice, which may not follow mainstream municipal planning. We will discuss the various options that could be applied for the AVSP area that will provide adequate parking while minimizing the number of spaces that sit empty at any one point throughout the day. Often these solutions are more cost effective for developers and will provide more flexibility concerning how their parking requirement may be met.

STRATEGIC PARKING STUDY

JANUARY 26, 2010



37-8018.01

PARKING POLICY & IMPLEMENTATION PLAN

The final step involves formulating parking policies using the parking demand management methods explored in the prior section. Parking policies covered in this section will deal with:

- How minimum parking requirements should be calculated,
- How the advent of on-street parking will be handled,
- Whether/How off-site parking supply may be used to meet requirements,
- Whether/How the use of attendant assist/valet parking could offset some required parking,
- Whether/How public parking supply would be provided and financed.

The timing of these policies is discussed within the implementation plan. The implementation plan provides actionable items and gives timeframes or trigger points for when they should be put into effect.

DATES OF FIELDWORK

Fieldwork for this analysis consisted of site visits to become acquainted with the parking market in Agoura Hills, as well as parking occupancy counts within the AVSP area. Site visits were conducted intermittently over the three months prior to the completion of this report (late April through August). Occupancy counts were recorded on Thursday, June 4, 2009 and Saturday, June 6, 2009.

PROJECT AREA

The AVSP was established through City approval of an Environmental Impact Report ("EIR") prepared for the area. The project area for this Strategic Parking Study is the AVSP area as provided within the EIR document, but less the area designated as "Zone G". Zone G is designated as open space and is not included in the potential development area. The AVSP area contains approximately 135 acres spanning a stretch of Agoura Road and lies on both the east and west side of Kanan Road. The project area is irregular in shape due to the AVSP area following ownership parcel lines. The AVSP area is depicted on the aerial photograph in Figure 1 on the following page.

STRATEGIC PARKING STUDY



JANUARY 26, 2010



Figure 1: Project Area

LEGEND:

Zone G

STRATEGIC PARKING STUDY

JANUARY 26, 2010

37-8018.01



To help guide our policy recommendations Walker studied the existing parking market (parking supply and demand) and the proposed parking market under two feasible future conditions. The parking market consists of parking demand generated by nearby land uses and the parking supply intended to accommodate that parking demand. The key calculation comes from a comparison of these two elements, called parking adequacy.

Parking adequacy is a measure of how impacted parking is or will be in the future. This evaluation is an attempt at quantifying the needs within the parking market in the future. Gauging the quantity of parking generated and supplied within the AVSP will aid in developing policy and an implementation plan directly applicable to the AVSP area.

CURRENT CONDITION

The current condition is based on data supplied by the City of Agoura Hills and field observations performed by Walker. A study of existing conditions yields a baseline that aids in providing supported projections when looking to proposed future development.

PARKING SUPPLY

The existing parking supply for the AVSP area consists of privately owned off-street parking lots, a City lot that is leased from the County Water District and a few on-street parking spaces on Cornell Road between Roadside Drive and Agoura Road. None of the existing self-park supply is paid parking. Signs are posted in some lots indicating that the spaces in the lot are restricted for the use of tenants and patrons of the businesses within the site, and others will be towed.

At peak hours, some restaurants at the eastern end of the AVSP area provide valet parking. Both Padri's and Adobe Cantina utilize valet parking after 6:00 PM. Vehicles are stored at the LA County Water District Lot. Therefore paid parking for perceived convenience is currently present in the market.

The existing parking supply is identified with callouts and summarized in the table shown within Figure 2.

PARKING MARKET ANALYSIS

STRATEGIC PARKING STUDY



JANUARY 26, 2010

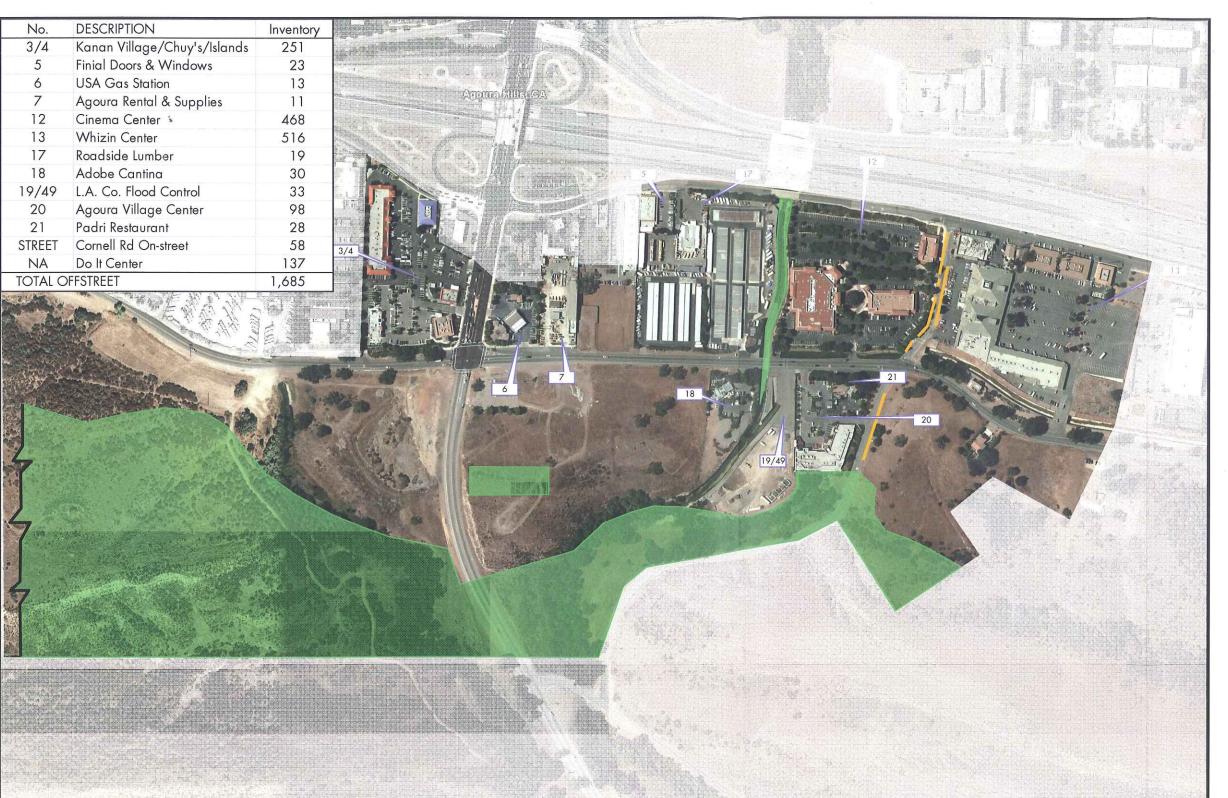


Figure 2: Existing Parking Supply

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On-street Parking

Zone G