

## 8. Parking

This chapter addresses parking conditions and needs in the Downtown. As Downtown revitalizes, demand for parking will increase. The recommendations described in this chapter are intended to ensure that parking is available and easily accessible in order to support the improved and continued success of Downtown businesses. The chapter contains an overall strategy for providing access to public uses (including retail, dining, and cultural spaces) in the Downtown, and lists specific requirements for private development and uses.

The 2006 Parking Study was updated for the downtown area of the City of Livermore as part of the 2009 Downtown Specific Plan Update. This update was used to evaluate existing (2008) parking conditions, and future parking conditions with changes in land use, including the addition of a 2000 seat Performing Arts Theater at the Livermore Village site and updated downtown "build-out" conditions. The study area is bound by Chestnut Street to the north, Fourth Street/East Avenue to the south, P Street to the west and School Street to the east. Three peak parking times were evaluated: Friday 1 to 2 PM, Friday 8 to 9 PM and Saturday 8 to 9 PM.

In January 2018, the City Council approved a plan for redeveloping the Downtown Core site (the former Lucky's Site). The adopted plan removed the 2000-seat Performing Arts Theater and added a public park (Stockmen's Park), construction of additional commercial retail buildings adjacent to Blacksmith Square, a black box theater, a science and society center, multifamily workforce housing, a public parking garage, and new surface parking. The parking structure will occupy the southwest corner of the development site. The structure will provide approximately 450 to 500 parking spaces. Additional surface parking will be constructed east of the garage, along a new east-west road that traverses the site, adjacent to the future cultural uses, and potentially north of Downtown Core site on land accessed from South K Street south of the railroad tracks.

### Parking Characteristics

As of 2008, there were approximately 4,427 parking spaces (1,705 on-street spaces and 2,722 off-street spaces) within the designated study area. The off street parking spaces included both public and private parking spaces and excluded parking lots from churches, private schools, the Post Office, AT&T and designated residential spaces

because these parking spaces are less likely to be available for other uses in Downtown.

Of the 2,722 off-street parking spaces, 1,006 are available for public use. These spaces consist of 550 spaces in the Livermore Valley Center Garage, 352 spaces at the Livermore Village Site and another 104 spaces in three surface parking lots. The remaining 1,716 spaces are privately-owned, which links that supply to the local businesses that provide that parking.

For each peak parking time evaluated, the available parking supply was more than enough to meet the observed parking demand. For Friday 1 to 2 PM, 48% of the total supply was occupied. For Friday and Saturday 8 to 9 PM, 45% and 44% of the total supply was occupied, respectively. Although, overall there is enough supply to meet the demand, there are blocks that experience significantly more parking congestion than other blocks. These areas are primarily along the First Street Corridor from Maple Street to L Street, which includes major parking generators such as restaurants, Livermore Cinema, and the Bankhead Theater. However, there are available parking spaces within a one block walking distance from any destination.

### **Downtown Buildout**

This section represents the anticipated parking characteristics after buildout of the Downtown Specific Plan. In the Downtown Specific Plan Area, the maximum development potential is as follows: Commercial- 1,000,000 square feet; Office- 356,000 square feet; Entertainment - 700 performance arts seats and up to 15 movie theater screens; Lodging - 300 rooms; and Residential - 3,600 units.

Accompanying these land use changes are parking supply changes within the defined area of the parking model. An approximately 450 to 500-space parking garage is anticipated to be built at the Livermore Village site. The City anticipates constructing additional parking in an expansion of the existing I Street parking structure, new surface parking on the Livermore Village site, and a new surface parking lot north of Railroad Avenue north of the Livermore Village site. The I Street garage expansion would provide approximately 265 parking spaces. New surface parking on the Livermore Village site will provide approximately 75 parking spaces. A new surface lot north of Railroad Avenue could provide up to an additional 150 parking spaces. Existing parking lots adjacent to the Bankhead Theater and fronting Livermore Avenue will be eliminated due to redevelopment. Approximately 30 on-street spaces on Third

Street between South M Street and South Livermore Avenue will be eliminated due to the installation of planned bicycle lanes. Additional parking supply changes are attributed to redevelopment of existing land uses.

### **2014 Downtown Parking Management Study**

In 2014, the City prepared a comprehensive Downtown Parking Management Study [Nelson Nygaard (November 2014) City of Livermore Downtown Parking Management Study Final Report] (the “2014 Parking Study”). The 2014 Parking Study presented the City's efforts to address parking challenges in downtown that exist at the time, and those challenges expected to emerge as further development occurs. The 2014 Parking Study documented existing parking conditions in downtown Livermore, including an inventory of parking supply and demand through a parking occupancy and turnover study at on- and off-street parking facilities. The results of this parking utilization study provided data to inform analysis of actual parking patterns – as opposed to commonly accepted perceptions about parking – and to establish key parking trends occurring throughout downtown Livermore.

The 2014 Parking Study identified the following three key challenges facing downtown parking:

1. Downtown Livermore has a parking problem, as it is very difficult to find available parking on the street and in public lots in the highest-demand areas of downtown during peak hours. The peak demand times are weekend evenings and during the weekday lunch period. During these times, parking is nearly full on-street near the highest-demand sections of First Street and in the public parking lots at the Livermore Village site and next to the Bankhead Theater.
2. Some employees are parking for long periods in the high-demand spaces near businesses.
3. The redevelopment of the Livermore Village site will displace parking that must be replaced in this highest-demand area of downtown.

The 2014 Parking Study identified the following causes of current parking challenges in downtown.

1. Private off-street lots in the Downtown area are abundant but underutilized.
2. The public parking garage is underutilized, especially on the top floor.
3. Some visitors to downtown may not be aware of public parking available in nearby streets or off-street facilities.
4. There is a lack of adequate enforcement of time limits.
5. The availability of free parking and the limited number of alternatives for reaching downtown Livermore without driving increase the demand for parking.

6. Redevelopment of the Livermore Village site on the existing parking lot will remove surface parking.

Based on key findings from the parking occupancy and turnover study, public outreach efforts, and a downtown parking survey, the plan proposed a set of recommendations designed to improve parking availability in downtown Livermore, and address future changes in parking supply and demand, including the planned redevelopment of the Livermore Village site. The recommendations from this plan seek to proactively address existing and future parking challenges in a way that supports the continued success of downtown Livermore as a destination and place to live. As development of downtown Livermore continues, the City will refer to the 2014 Parking Study in conjunction with subsequent studies to maintain acceptable parking supply in downtown Livermore.

The 2018 Downtown Plan will implement several key parking strategies identified in the 2014 Parking Study. Additional strategies will be implemented over time as development occurs.

**Strategy #2. Improve parking garage/lot design and safety.** New surface and structured parking in the downtown core will include lighting and site design to make the spaces inviting and safe.

**Strategy #4. Improve on-and off-street bicycle parking.** New development in the Downtown Core will include long-term and short-term bicycle parking, in the form of lockers and racks, respectively.

**Strategy #9. Provide additional parking adjacent to the I Street public parking garage.** The Downtown Core redevelopment project is anticipated to construct new parking facilities (surface and/or structured parking), west of the existing parking structure.

**Strategy #13. Build a public parking garage at the Livermore Village Site.** The Downtown Core redevelopment includes a new five-level parking garage with approximately 500 parking spaces.

## **2017 Steering Committee and 2018 Downtown Plan**

In April 2017, the City Council appointed a Downtown Steering Committee. The Council directed the Steering Committee to develop a public engagement program for redevelopment of City-owned sites in the Downtown Core. The Committee held a series of public meetings, considered information from experts on a variety of topics relevant to the improvement of the

City's downtown sites, and developed four land use alternatives to facilitate public dialogue and highlight the range of possibilities. The Committee also reviewed and agreed upon a public engagement plan that employed the alternatives and the Steering Committee's key learnings. The outreach process went from August through November 2017. Community participation was very strong across the various events and through the online engagement tools.

A key feature of the adopted plan is development phasing that maintains the number of existing parking within the Downtown Core during implementation of the adopted redevelopment plan. Each component of the redevelopment plan will ensure existing parking counts are maintained while also providing new parking to satisfy project-generated parking demand.

### **Parking Strategy for the Downtown**

The Downtown Core Plan anticipates the development of additional parking as the Plan builds out. There are specific parking strategies that can be implemented in the downtown to maximize parking space utilization and meet the expected future demands. Within these strategies, there are 3 objectives that should be considered:

- Ensure that the parking facilities are reasonably dispersed so drivers have options depending on their ultimate destination.
- Locate the parking facilities to intercept drivers as they enter downtown.
- Size the parking structures to be about 500 spaces to minimize the number and size of the facility entry/exit points.

The following strategies are designed to meet the estimated buildout parking demand:

1. Monitor parking supply and demand over time and provide the following or equivalent parking facilities to meet identified demands:
  - Construct a 500-space parking garage rather than 350 spaces at the Livermore Village site, adding about 150 more spaces.
  - Increase on-street parking within the Livermore Village site, adding about 40 parking spaces.

- Implement angled parking on First Street between South L Street and South P Street. Optimize the parking by limiting parcel access to and from First Street, adding about 50 parking spaces.
  - Implement angled parking on Maple Street between First Street and Railroad Avenue, after realignment, adding about 10 spaces.
  - Implement phase II of the Livermore Valley Center garage, adding up to 300 spaces.
  - Implement additional parking facilities south of the Downtown Core area by purchasing property or partnering with private development to provide additional parking.
2. Pursue partnerships with businesses to ensure that the parking supply is open to the public after daytime business hours. A substantial number of off-street parking spaces are privately owned and operated. As the demand for these spaces increase, property owners should be encouraged to share their off-street spaces.
  3. Promote valet parking operations in downtown. Downtown restaurants, the boutique hotel, and the performing arts theater are excellent candidates for valet parking. As parking supplies become more utilized, valet parking will become a more attractive option. Valet operators can enter into agreements with businesses to use their privately owned parking and can accommodate approximately 10% more vehicles (depending on the size of the facility) than a self-parked facility.
  4. Consider utilizing time-limited and pay-parking strategies to manage employee parking behavior, increasing available parking for customers. Employees tend to use the most convenient on-street parking spaces, which forces customers to park further from their destinations. Time limited parking and pay parking strategies can become a more effective tool to manage employee parking behavior by shifting employee parking away from the downtown core, which will have a net effect of increasing parking supply 15% to 20%.
  5. Provide accessible on-street parking spaces in the downtown. While there is no requirement for number and location of on-street accessible parking spaces, the city currently provides on-street accessible parking spaces at the corners of blocks. The City should continue to look for opportunities to provide accessible parking spaces.

## **Parking Requirements for Specific Uses**

New development in the Downtown shall provide parking as stated below, according to use. Uses shall meet the following requirements at a minimum. Requirements for renovation, enlargements or use changes apply only to net new floor area and/or the incremental increase in parking demand that accompanies a higher intensity use.

- In-lieu parking is subject to a determination by the City that there is existing or planned parking available within the Downtown Specific Plan area and that the project will not significantly impact the availability of public parking, pursuant to the In-Lieu Parking provisions of Chapter 4, Section 4.04.050 of the Livermore Development Code.
- All projects requesting a reduction of more than 15 on-site spaces, either in-lieu, through a reduction in required parking standards, or some combination thereof, shall require City Council approval.

### **Commercial, Retail, Office and all Non-Residential Uses**

For commercial, Retail and Office uses in the Downtown, Parking shall be required at one (1) space per every 300 feet (or portion thereof) and shall be reduced to one (1) space per every 400 square feet (or portion thereof) if all provided parking remains open for non-exclusive use by the general public at all times. For Places of Assembly having fixed seating (e.g. auditoriums, theaters, assembly halls, etc.) parking shall be required at one space for each four fixed seats.

On-street parking shall not be counted toward the parking requirements. Parking that is provided on-site, via a restricted access lot for private use only, may not exceed a maximum of five (5) spaces per every 1,000 square feet (or portion thereof).

Conversion of existing private lots to shared: Where an existing private lot is converted to a shared lot that is open for non-exclusive use, spaces that are provided in excess of the amount required may be leased to other establishments.

In the Downtown Core plan area, new surface lots are required to remain open for non-exclusive use; private surface parking lots are not permitted. New parking structures in the Downtown Core may be reserved for private use. Required parking shall be provided on-site, by payment of an in-lieu fee, off-site within the Downtown Core, or any combination thereof.

In the Downtown Boulevard and Transit Gateway Plan Areas, and in the Downtown Neighborhood Plan Areas, required parking shall be provided on-site, off-site in a dedicated parking lot in the Downtown Specific Plan area that is within 1/4 mile of the project site, through payment of in-lieu fees if an identified public parking structure in the Downtown Specific Plan area is located within 1/4 mile of the project site, or through any combination of the above.

Transportation Demand Management Measures: The Zoning Administrator may grant a reduction of up to 10% of off-street parking requirements upon demonstration that effective alternatives to automobile access are in effect. The applicant must provide a Transportation Demand Management Plan demonstrating to the satisfaction of the Zoning Administrator that changes in conditions or issues justify such reduction and will not result in a parking deficiency, and payment of an in-lieu parking fee to fund shared public parking is required upon discontinuance of such a TDM program area. Evidence may include:

- Immediate proximity to public transportation facilities serving a significant portion of residents, employees, and/or customers.
- Provision of free transit passes to all employees.
- Operation of effective private or company carpool, carpool, bus, or similar transportation programs.
- Evidence that a proportion of residents, employees, and/or customers utilize, on a regular basis, bicycle transportation alternatives commensurate with reduced parking requirements.

Parking Standard Reduction Requests (not to be combined with TDM programs): A reduction in the number of required parking spaces may be authorized subject to a determination that all of the following findings apply:

- The applicant has provided adequate information facts, statistics or other supporting documentation from a parking expert, which allows the City to determine that a reduction can be supported based on the type of use; size, bulk, overall scale, merchandising or employment of the use; the location of the use; or the use or project provides shared parking among a variety of uses where peak parking demands do not coincide.
- The use or project design creates an integrated whole wherein the parking reduction will not adversely

affect other businesses or uses on the same property or within the boundaries of the project and will not create an adverse impact on surrounding uses.

A Parking Standard Reduction Request may be authorized by the City Engineer for projects requiring only staff level review and approval. When a project requires Planning Commission and/or City Council review and approval, the City Engineer shall make a recommendation on the request to the deciding body for the project.

Discontinuance of the basis (the type of use; size, bulk, overall scale, merchandising or employment of the use; the location of the use; or the shared parking among a variety of uses) that justified a reduction in the number of required parking spaces shall require the provision of such parking spaces on-site, off-site within 1/4 mile of the project, or through the payment of in-lieu fees.

### **Residential Uses**

All residential parking shall be provided on-site unless otherwise provided below. Parking shall be required as follows:

For Single-Family Detached and Attached (townhome/condominium) Residential Uses in the Downtown Specific Plan, parking for units with two or more bedrooms shall be required at two (2) spaces per dwelling unit. Parking for units with one bedroom shall be required at one (1) space per dwelling unit. For Single-Family Detached and Attached (townhome/condominium) Residential Uses, a minimum of one (1) space per unit shall be covered.

For Multi-Family (apartments, flats, lofts) residential Uses in the Downtown Specific Plan, parking for units with two or more bedrooms shall be required at 1.75 spaces per dwelling unit. Parking for units with one bedroom shall be required at 1.5 spaces per dwelling unit. Parking for studio units shall be required at one (1) space per dwelling unit.

For Multi-Family (apartments, flats, lofts) Residential Uses, a minimum of one (1) space per unit shall be covered. Guest parking shall be required for all multi-family complexes of ten dwelling units or more at a rate of one (1) parking space per every ten dwelling units or portion thereof. Guest parking shall be provided on-site, off-site in a dedicated parking lot in the Downtown Specific Plan area that is within 600 feet of the project, or through the payment of in-lieu fees if an identified public parking structure in the Downtown Specific Plan area is located within 600 feet of the project site.

For Senior Citizen Housing Uses, parking shall be required at 1.25 spaces per dwelling unit. For Senior Citizen

Housing Uses, a minimum of one (1) space per unit shall be covered. Parking shall be provided on-site or off-site through the payment of an in-lieu fee.

Special Circumstances- In the Downtown Core District, residential dwelling units located above first-floor retail/commercial on First Street, and live/work spaces within the Downtown Core, shall provide required parking spaces on-site, or off-site through the payment of an in-lieu fee, or through the construction of parking facilities in the Downtown Core.

Throughout the Downtown Specific Plan, no additional parking spaces shall be required for the conversion of existing commercial/office/retail space to mixed-use where residential units are provided above (second-floor and up) retail sales and service, or eating and drinking establishment uses.

### **Parking Structures and Off-Street Parking Lots**

Privately owned parking structures and surface parking lots shall not front First Street, and should not front other downtown streets in general. Privately owned parking lots and structures must be located at the rear or at the sides of buildings, and must not be located on corner parcels or be adjacent to parks, courtyards, or plazas. These provisions do not apply to City owned or controlled parking facilities.

Parking structures: Parking stalls in parking structures shall have a width of not less than eight and one-half (8 1/2) feet and depth of not less than eighteen (18) feet. One additional foot in width shall be provided on each side abutting any wall, fence, property line, or other fixed obstruction that restricts vehicle access.

For public and private parking structures in the Downtown Core Plan area only, up to 50% of the total compact and standard parking spaces provided may be no less than eight (8) feet. The remaining standard and compact spaces shall be no less than eight and one-half (8 1/2) feet wide. Otherwise, these spaces shall meet all other DSP and Development Code dimension standards.

Surface Parking Lots: Parking stalls in surface lots shall have a width of not less than eight and one-half (8 1/2) feet and depth of not less than eighteen (18) feet. One additional foot in width shall be provided on each side abutting any wall, fence, property line, or other fixed obstruction that restricts vehicle access.

Unless stated otherwise herein, parking lots shall be developed on conformance with the minimum standards set forth in Chapter 4 of the Livermore Development Code.